APPENDIXES / GLOSSARY / SELECTED BIBLIOGRAPHY

This page has been left blank intentionally.

CONTENTS

Appendix A: WASO Consultation and Coordination Procedures ..... A- 1
A.1 Washington Office Consultation Procedures (abridged) ..... A- 1
A.2 Guidance for Project Agreements ..... A- 9
A.3 Guidance for Federal Register Notices ..... A- 10
A.4 Clearance to Print Public Documents ..... A- 14
A.5 Steps for Posting a Planning Document for WASO Review in PEPC ..... A- 17

Appendix B: Project Initiation ..... B- 1
B.1 Example of a PMIS Statement ..... B- 1
B.2 Examples of Project Agreement Sections ..... B- 10

Appendix C: Examples of Legal Requirement Sections ..... C- 1
C.1 Boundary Adjustment and Land Protection Criteria ..... C- 1
C.2 Examples of Documentation ..... C- 8

Appendix D: Public Involvement ..... D- 1
D.1 Advisory Groups and the Federal Advisory Committee Act (FACA) ..... D- 1
D.2 A Template for Public Involvement ..... D- 3
D.3 Consultations with Native Americans ..... D- 15
D.4 Working with the Media ..... D- 16
D.5 Public Meeting (Open House) Pointers ..... D- 17
D.6 Additional Sources of Information ..... D- 28
D.7 Examples of Public Involvement Strategies ..... D- 30
D.8 Standard Text on the Release of Personal Identifying Information on Public Comments ..... D- 32
D.9 Helpful Ideas and Tips for Public Involvement in GMPs ..... D- 32

Appendix E: Foundation Statements ..... E- 1
E.1 Examples of How All Elements of a Foundation Statement Interrelate ..... E- 1
E.2 Considerations for Identifying Important Cultural Resources and Values ..... E- 9
E.3 Examples of Special Mandates ..... E- 10
E.4 Example of Resources and Values Considered but Determined Not to Be Fundamental to the Purpose of the Park ..... E- 11
E.5 Example of Analysis of Other Important Resources and Values ..... E- 12
E.6 Example Demonstrating the Relationship between Significance Statements and Primary Interpretive Themes ..... E- 13
E.7 Examples of Servicewide Legal and Policy Requirements ..... E- 15

Appendix F: Alternatives ..... F- 1
F.1 Examples of Alternative Concepts Emphasizing Various Interpretive Themes ..... F- 1
F.2 Examples of Alternative Concepts for GMPs ..... F- 3
F.3 Example of Potential Management Zones ..... F- 8
F.4 Example of Area- Specific Desired Conditions and Needed Changes ..... F- 17
F.5 Examples of Activities and Developments to Consider in Management Zones ..... F- 18

Appendix G: User Capacity ..... G- 1

Appendix H: Examples of GMP Cost Estimating Tools ..... H- 1
H.1 Facility Planning Model ..... H- 1
H.2 CRV Calculator ..... H- 5

Appendix I: Impact Analysis ..... I- 1
I.1 Examples of Impact Threshold Definitions ..... I- 2
I.2 Cumulative Effects Analysis ..... I- 9
I.3 Example of Mitigation Measures Commonly Used in GMP Action Alternatives I- 13

Appendix J: Choosing by Advantages and Environmentally Preferred Alternative ..... J- 1
J.1 Sample Worksheet for Choosing by Advantages ..... J- 1
J.2 Example of Choosing by Advantages Worksheets ..... J- 4
J.3 The Environmentally Preferred Alternative — Examples ..... J- 7

Appendix K: Project Completion ..... K- 1
K.1 Post- Project Review Form ..... K- 1
K.2 Administrative Record Guidance from the U.S. Department of Justice ..... K- 9
K.3 Administrative Record Contents ..... K- 27
K.4 Example of a ROD for a GMP/EIS ..... K- 30
K.5 Example of a FONSI for a GMP/EA ..... K- 37
K.6 Example of a Briefing Statement for Approval to Print a GMP ..... K- 42
K.7 Possible Approaches for Organizing a presentation GMP ..... K- 43

Appendix L: Planning Data Needs and Sources ..... L- 1
L.1 General References ..... L- 1
L.2 National Environmental Policy Act (NEPA) Guidance ..... L- 5
L.3 Natural Resources ..... L- 6
L.4 Social Science ..... L- 18
L.5 Cultural Resources ..... L- 19
L.6 Real Property Assets ..... L- 29
L.7 Other Reference Websites ..... L- 30

Appendix M: Annotated List of Applicable Laws, Executive Orders, and Policies ..... M- 1
M.1 Federal Laws ..... M- 4
M.2 Executive Orders ..... M- 20
M.3 Policies and Procedures ..... M- 25

Glossary 1

Selected Bibliography 1

FIGURES

Figure D.1: Federal Advisory Committee Act Decision Tree ..... D- 2
Figure D.2: Sample Room Setup ..... D- 20

TABLES

Table G.1: Summary of User Capacity Indicators, Standards, and Strategies for Monitoring and Management ..... G- 1
Table K.1. A Public Plan Compared to a Park Implementation Plan ..... K- 43
Table L.1: Planning Technical Advisory Group Contacts ..... L- 6
Table L.2: General Decision- Making Data Needs and Sources for Natural Resources ..... L- 8
Table L.3: Decision- Making Data Needs and Sources for Air Resources ..... L- 9
Table L.4: Decision- Making Data Needs and Sources for Lightscape Resources ..... L- 10
Table L.5: Resource Data Needs and Sources for Natural Soundscapes ..... L- 10
Table L.6: Decision- Making Data Needs for Biological Resources and Ecosystem Resources ..... L- 12
Table L.7: Decision- Making Data Needs for Geologic Resources (General) ..... L- 14
Table L.8: Decision- Making Data Needs for Disturbed Lands and Use of Sand, Rock, and Gravel ..... L- 15
Table L.9: Decision- Making Data Needs for Paleontological Resources ..... L- 15
Table L.10: Decision- Making Needs for Minerals and Energy Development ..... L- 16
Table L.11: Decision- Making Data Needs for Water Resources ..... L- 17
Table L.12: Decision- Making Data Needs for Visitor Use ..... L- 18
Table L.13: Decision- Making Data Needs for Regional Socioeconomics ..... L- 18
Table L.14: Decision- Making Data Needs for Viewsheds ..... L- 19
Table L.15: Decision- Making Data Needs for Cultural Resources (General) ..... L- 24
Table L.16: Decision- Making Data Needs for Archeological Resources ..... L- 25
Table L.17: Decision- Making Data Needs for Historic Structures ..... L- 26
Table L.18: Decision- Making Data Needs for Cultural Landscapes ..... L- 27
Table L.19: Decision- Making Data Needs for Ethnographic Resources (including traditional use of natural resources) ..... L- 27
Table L.20: Decision- Making Data Needs for Museum Collections ..... L- 29
Table L.21: Decision- Making Data Needs for Real Property Asset Management ..... L- 29
Table L.22: NPS Websites ..... L- 30
Table L.23: Non- NPS Websites of Interest ..... L- 32
Table M.1: Federal Laws Applicable to the National Park System ..... M- 2
Table M.2: Executive Orders Applicable to the National Park System ..... M- 3
Table M.3: Policies and Procedures Applicable to the National Park System ..... M- 3

This page has been left blank intentionally.

APPENDIX A: WASO CONSULTATION AND COORDINATION PROCEDURES

A.1 WASHINGTON OFFICE CONSULTATION PROCEDURES (ABRIDGED)

Memorandum (8-22-08)

To: Regional Planning Program Coordinators

From: Chief, Park Planning and Special Studies

Subject: Washington Office Consultation Procedures

This memo and the accompanying chart are intended to clarify the procedures for Washington Office (WASO) policy consultation on the various products funded through the General Management Planning Program….

As outlined in *Park Planning Program Standards* and NPS *Management Policies*, the primary purpose of the consultation with WASO is to involve program managers and NPS leadership in the major policy decisions early and at critical stages of the planning or study process. One of the important results of our planning process should be to assure that leadership of the Service is aware of and supports our plans and studies. Another purpose of consultation with WASO is to help assure that plans for each unit are consistent with Servicewide policies and consider potential precedents or implications for other units.
This memo and the attached chart outline our standard procedure for policy consultation. We welcome other suggestions for how to accomplish the intended goals for the consultation process and will work with you to experiment with different systems. Suggestions for changes in the standard procedure for policy consultation should be made when a draft project agreement is forwarded for review. Unless some modified process is agreed upon, the standard procedure should be followed and referenced in the project agreement.

When you forward your documents for consultation, we request that you identify the areas of concern or the issues you believe deserve special attention, so that we can select appropriate reviewers and the dialogue between your office and ours can be useful. These areas of concern may be issues that are controversial, or they may be proposals that are unusual applications of management policies that you think need special attention or discussion.

Please note that draft plans and studies should not be released for public comment before you have completed consultation with the Washington Office. Early consultation, especially before public review, is essential to avoid the potential for the public and the media to respond to proposals that are not consistent with NPS policy and management direction.

For projects that are likely to be complex or highly controversial, we suggest that you schedule a briefing for the WASO Directorate at a key point in the planning or study process, usually after some direction has been developed about a preferred alternative. A recurring topic of special concern is the level and cost of development recommended by plans and studies, especially new visitor facilities.

The Directorate has asked that briefings by the Regional Offices be scheduled through Park Planning and Special Studies. A briefing paper on the project and issues of potential concern should be prepared and circulated in advance of the meeting to assure that the appropriate offices have an opportunity to be represented in your presentation. If you are uncertain about the need for a briefing in person, check with the Chief of Park Planning. A written summary of issues may help determine if the briefing can be accomplished by teleconference or by other means that do not require travel.

Project Agreements: Project Agreements (PAs) for all GMPs… are to be forwarded electronically by the responsible region, and posted to the PEPC system for WASO review. If DSC is asked to forward a draft PA, the email message should indicate that they are doing so at the request of the responsible program manager in the Regional Office. Comments on project agreements will be provided electronically, normally from the Park Planning and Special Studies Chief to the Regional Planning Program Coordinator.

The Dynamic Sourcebook specifies what type of information should be included in a PA (pages 3- 8 to 3- 15). The PA should agree with the PMIS project statement in terms of scope and cost, or explain in the cover letter why there are differences.

The process for amending PAs in included in the Sourcebook. All PA amendments, even those that do not involve a major change in budget or scope, should also be sent to Park Planning and Special Studies for our files and records after they are approved by the Regional Director.

Preliminary Alternatives: PPSS appreciates discussing the range of alternatives before a GMP comes in for policy review. Once the preliminary alternatives have been developed, please work with the office to schedule a teleconference among PPSS, the Regional Chief, and any key members of the planning team.

Internal Draft Documents – WASO Policy Review: All documents funded by the GMP…program, including general management plans and plan amendments… require policy consultation with WASO. In special circumstances, our office also may be able to help coordinate reviews of documents funded by other programs. The need for consultation is based on the types of issues being addressed – please call the PPSS office to request a policy review or discuss if one is needed.

Ideally, consultation with Servicewide program managers takes place as needed throughout the planning…process. For example, questions about significance of cultural resources and the eligibility for designation as a national historic landmark should be addressed with the NHL program office long before a draft plan …is sent to WASO for policy consultation. Generally, documents are sent to WASO for policy consultation when the Regional Director

is satisfied that the document meets all of the requirements of the appropriate policies and guidelines and personally recommends the plan or study to WASO. In some cases, we can provide policy review concurrently with review in the regional office, but this has a high potential to create confusion if there are substantial changes in the direction or the preferred alternative. Documents for WASO policy review should be posted to the PEPC system to facilitate comment collection.

In our policy review of draft documents, we will make every effort to provide you with comments within 30 days. We intend to provide consolidated draft comments to the Regional Planning Program Coordinator in advance of the official memo. In most cases, only one review of a document will be needed. In rare instances, where there is substantial controversy or the draft is marginally acceptable for public release, we may ask you to provide a revised draft for policy clearance before proceeding to the request to print.

Draft Public Documents: Please send 2 copies of the public review draft GMP…to PPSS to initiate the clearance to print process. (More information about that process is below.) In addition, after the document has been cleared to print and made available to the public, please send one hard copy and a CD of the version for our file.

Final Public Documents: The policy consultation is usually completed at the draft document stage, but the final document must be cleared to print and be released to the public. Please send 2 copies of the final document to PPSS to begin the clearance to print process. In addition, after the document has been cleared to print and made available to the public, please send one hard copy and a CD of the final version for the file.

> **Clearance to Print Process:** The Deputy Director, Operations, approves all documents before they are released to the public, both at the draft and final stages. The Deputy prefers to see production- ready quality documents to approve. The Regional Director should initiate the clearance to print process by addressing a letter to the Deputy Director requesting clearance to print. That letter, along with a briefing statement, 2 copies of the document, and a response to previous policy comments, should be sent to PPSS for routing and signatures. The briefing statement or response memo may include a chronology of previous WASO reviews and approvals. The Deputy's approval to print is a prerequisite to publishing a Notice of Availability in the Federal Register, but the two processes may be initiated at the same time.

Decision Documents (ROD/FONSI): Please send one copy of the signed decision document to PPSS office for the official files, and an electronic version as well if one is available.

Transmitting Final Documents to Congress: The Division of Park Planning and Special Studies will continue to assist in transmitting final planning and study documents to Congress. Only some GMPs are required by law to be transmitted…. The first step in the transmittal process is for the responsible regional office to draft a transmittal letter explaining why the plan…has been done and explaining the major findings or preferred alternative. These letters should be forwarded electronically and the content of the letter should ideally

be no more than one page. As you start preparing these transmittals, you should coordinate with PPSS to determine the number of copies needed.

Communication: We appreciate being kept informed about the status of each of the planning efforts – please send us copies of the newsletters and postcards that you produce. In addition, please keep your PEPC pages updated to the extent possible. If you have questions or concerns about any of these procedures, please call one of us. We can be reached at the following numbers:

Patrick Gregerson, Chief	202- 354- 6972
Blackberry	202- 744- 3613
Carol Cook, Program Coordinator, AK, IM, NC, NE	202- 354- 6971
Tokey Boswell, Program Coordinator, MW, PW, SE	202- 354- 6901
Mary Lucid, Budget Coordinator	202- 354- 6974

WASO Policy Review – List of Reviewers as of May 13, 2008

Name	Title/Program	Subject Area
Randy Biallas/WASO/NPS@NPS	AD, Cultural Resources	Cultural Resources Supervisor
Lynn Black/WASO/NPS@NPS	Information Management Specialist	Museum Collections
Tokey Boswell/WASO/NPS@NPS	Program Analyst	Park Planning
Harry Butowsky/WASO/NPS@NPS	Historian	National Register
Kathleen Byrne/HFC/NPS@NPS	Museum Registrar	Museum Collections
Carol Cook/WASO/NPS@NPS	Program Analyst	Park Planning
John Dennis/WASO/NPS@NPS	Deputy Chief Scientist	Natural Resources
George Dickison FTCOLLINS/NPS@NPS	Center Director, NRPC	Natural Resources
Peter Dratch /FTCOLLINS/NPS@NPS	Endangered Species Program Manager	T&E Species
Michael B Edwards /DENVER/NPS@NPS	Environmental Protection Specialist	Environmental Quality, NEPA
Steve Elkinton/WASO/NPS@NPS	Program Leader, National Trails System	Trails
Jim Evans/WASO/NPS@NPS	Community Transportation Planner	Transportation
Chick Fagan/WASO/NPS@NPS	Deputy Chief, Policy	Policy
Bert Frost/WASO/NPS@NPS	Deputy Associate Director, NRSS	Natural Resources
Susan Grosser/WASO/NPS@NPS	Transportation Planner, PFMD	Transportation, Facilities
David Harrington/AOC/NPS@NPS	Supervisory Budget Analyst	Budget
Tim Harvey/WASO/NPS@NPS	Facility Management Officer, PFMD	Facilities
Paul Hawke/WASO/NPS@NPS	Chief, American Battlefield Protection Program	Battlefield, land protection
Don Hellmann/WASO/NPS@NPS	Deputy Assistant Director, Legislative and Congressional Affairs	Legislation
Ann Hitchcock/WASO/NPS@NPS	Chief Curator	Museum Collections, Cultural Resources
Bill Jackson /FTCOLLINS/NPS@NPS	Branch Chief, Water Operations	Water Resources
Marcia Keener/WASO/NPS@NPS	Program Analyst, Policy Division	Policy, Public Engagement, Cultural Resources
Mike LeBorgne /DENVER/NPS@NPS	Chief, Construction Management Division	Facilities
Nadine Leisz/WASO/NPS/@NPS	Chief, National Program Center	Land Resources
Barbara Little/WASO/NPS@NPS	Archeologist	Cultural Resources
Paul Loether/WASO/NOS@NPS	Chief, National Register of Historic Places and NHL Program	NHL, Historic Places
Eleanor Mahoney Contractor/NPS	Analyst	Heritage Areas
Lelaina Marin /FTCOLLINS/NPS@NPS	Outdoor Recreation Planner	Natural Sounds Program Center
Gary Mason/WASO/NPS@NPS	Natural Resource Specialist	Natural Resources

Name	Title/Program	Subject Area
Corky Mayo/WASO/NPS@NPS	Program Manager, Partnerships	Partnerships
Cliff McCreedy/WASO/NPS@NPS	Marine Management Specialist	Oceans
FP McManamon/WASO/NPS@NPS	Chief Archeologist	Cultural Resources
Jerry Mitchell/FTCOLLINS/NPS@NPS	Chief, Biological Resources Management Division	Biological Resources
Bryan Mitchell/WASO/NPS@NPS	Chief, Heritage Preservation Services	Heritage Preservation
Stephen Morris/WASO/NPS@NPS	Chief, Office of International Affairs	International Affairs
Terresa Moyer/WASO/NPS@NPS	Archeologist	Cultural Resources
Daniel Odess/WASO/NPS@NPS	Assistant Associate Director, Cultural Resources	Cultural Resources
Garry Oye	Program Coordinator, Wilderness Stewardship and Recreation	Wilderness
Pat Parker/WASO/NPS@NPS	Program Manager, AILO	American Indian Liaison Office
Jo Pendry/WASO/NPS@NPS	Chief, Concessions	Concessions
Kevin Percival/DENVER/NPS@NPS	Alternative Transportation Planning Group Manager	Transportation
Martin Perschler/WASO/NPS@NPS	HABS-HAER	HABS-HAER
John Piltzecker/WASO/NPS@NPS	Chief, Partnership Office	Partnerships
Rick Potts/WASO/NPS@NPS	Chief, Conservation and Outdoor Recreation	Wilderness, Partnership Projects
Richard Powell/WASO/NPS@NPS	Chief, Risk Management	
Michele Proce/WASO/NPS@NPS	Facility Mgmt Specialist	Facilities
Martha Raymond /WASO/NPS@NPS	Program Coordinator, National Heritage Areas	Heritage Area
Sue Renaud/WASO/NPS@NPS	Senior Resource Planner	Cultural Resources
Steve Rosen/DENVER/NPS@NPS	Program Manager, Worker's Compensation	
Mark Schoepfle		
Frank Turina /FTCOLLINS/NPS@NPS	CSU Natural Resources Specialist	Natural Resources
Pamela Underhill/APPA/NPS@NPS	Park Manager, Appalachian Trail	
David Vana-Miller/ DENVER/NPS@NPS	Hydrologist	Water Resources
Sam W Vaughn /DENVER/NPS@NPS	Park Planner	Interpretation
Joel Wagner/ DENVER/NPS@NPS	Hydrologist	Water Resources
Carl Wang/WASO/NPS@NPS	Supervisory Environmental Protection Specialist	Facilities, computers
Tammy Whittington/WASO/NPS@NPS	Chief, Environmental Quality Division	Environmental Quality, NEPA

WASO POLICY CONSULTATION STANDARD PROCEDURES

8/22/2008

Project Agreements

	Review Duration	Number Required
WASO Draft Policy Review	30 days	1 copy sent electronically to PPSS (Tokey Boswell & Carol Cook) and post to PEPC
Final	--	1 signed copy to PPSS, and electronic version if available

GMPs and Related Documents (amendments, boundary studies, heritage/corridor plans)

	Review Duration	Number Required
Preliminary Alternatives	--	Draft materials sent electronically to PPSS; schedule teleconference to discuss
WASO Draft Policy Review	30 days	2 copies to PPSS, and post to PEPC
Public Draft - request to print	30-90 days	2 copies to PPSS, production quality
Public Draft - version available to public	--	1 copy to PPSS, plus 1 CD or other similar format
Final Document - request to print	30-90 days	2 copies to PPSS, production quality
Final Document - version available to public*	--	1 copy to PPSS, plus 1 CD or other similar format, plus Congressional copies*
Presentation Plan	--	2 copies to PPSS, plus 1 CD or other similar format
ROD/FONSI	--	1 signed copy to PPSS, and electronic version if available

Congressionally Authorized Studies

Includes Special Resource Studies, River, Trail, and Heritage Area studies

	Review Duration	Number Required
Significance/Suitability/ Feasibility findings	30 days	Draft materials sent electronically to PPSS; schedule teleconference to discuss
WASO Draft Policy Review	30 days	2 copies to PPSS, and post to PEPC
Public Draft - request to print	30-90 days	2 copies to PPSS, production quality
Public Draft - version available to public	--	1 copy to PPSS, plus 1 CD or other similar format
Final Document - request to print	30-90 days	2 copies to PPSS, production quality
Final Document - version available to public*	--	1 copy to PPSS, plus 1 CD or other similar format, plus Congressional copies*
ROD/FONSI	--	1 signed copy to PPSS, and electronic version if available

Contact Info:

Mail and FedEx: Park Planning & Special Studies, 1201 Eye St. NW, 9th Floor, Washington, DC 20005

Fax: 202.371.1770

Program Coordinator for IM, NC, NE, AK is Carol Cook -- Program Coordinator for MW, PW, SE is Tokey Boswell

*Documents to be forwarded to Congress are to include a one-page draft transmittal letter citing the enabling legislation, the rationale for the preferred alternative and any clarifications needed. Call PPSS for futher information and to discuss the number of copies needed. Most GMPs are not forwarded to Congress, but may be in special cases.

A.2 GUIDANCE FOR PROJECT AGREEMENTS

A.2.a Project Agreements

PEPC will be the primary tool used for posting and review of comments on project agreements.

Submit draft project agreement (PA) for WASO Park Planning and Special Studies (PPSS) review and concurrence within six (6) months of project funding or two (2) months prior to the end of the fiscal year in which the project was funded, whichever comes first.

The project agreement must be submitted with the content outlined in the most recent "Planners Sourcebook" and other official guidance documents. At a minimum it will include scope (with summary of issues and a work breakdown structure into tasks), schedule (with milestones), budget (detailed with workloading), assignment of responsibilities, and expectations. Attachment of MS Project budget is preferable if available. In general, there will be four signature lines on each agreement:

1. Recommended, Regional Planning Chief (when appropriate)
2. Recommended, Planning Division Chief, DSC (when appropriate)
3. Recommended, Chief, Park Planning and Special Studies
4. Agreed, Superintendent
5. Approved, Regional Director

PEPC posting includes a typical 30 day review, comment resolution, and comments provided on the final project agreement by the WASO PPSS program manager. Offices external to PPSS are provided a 14 day review; the WASO PPSS will resolve any conflicts and respond to the regional planner (originating office) with comments to be addressed. After addressing the comments, the originating office must forward the final digital file of the signed PA to WASO PPSS for the WASO files. All project agreements and amendments will be electronically signed.

In addition to the signed project agreement, the originating office should include an MS Project GANTT chart schedule with costs, or a similar project management project profile dated in close proximity to the submittal date of the signed project agreement. This project management document, as well as the signed project agreement, will serve as a baseline for expectation management and performance measurement.

A.2.b Amendments to Project Agreements

Significant changes in scope, schedule, or budget would prompt a project agreement amendment. Significant changes are defined in the Sourcebook but generally are budget changes over the project ceiling, schedule changes longer than 6 months, disruptive scope changes, etc. The amendment must be agreed to by representatives of the original signatory offices. Budget changes over the project ceiling or over a fiscal year authorization must include WASO PPSS approval.

Following the receipt of all electronic signatures, digital files of project agreement amendments should be submitted to the WASO PPSS program manager with a copy to PPSS staff within 30 days of agreement.

PA amendments need not be posted on PEPC at this time. However, if they involve significant changes in scope, we recommend posting on PEPC for a multi- divisional range of review. An example would be adding a wilderness study. Budget and schedule amendments can typically be handled within the park planning arena.

If the project agreement amendment will trigger an appeal, plans for the appeal process and timing of the same must be provided.

A.3 GUIDANCE FOR FEDERAL REGISTER NOTICES

An example of a *Federal Register* notice is included in Appendix C- 2, and an example of a briefing statement is included in Appendix L- 6.)

NOTE: Standard language is required in the NPS *Federal Register* notice regarding the release of personal identifying information for those who provide comments. This text is included in Appendix D.8.

A.3.a Summary of Procedures for NPS Federal Register Notices

1. Originating office sends electronic copies of notice, including cover sheet and briefing statement . to Cartina_Miller@nps.gov and Debra_Melton@nps.gov. A cover sheet, with the name of the document, a descriptive paragraph of the purpose/role of the document, and the names of the senior reviewers (typically the superintendent and regional director), also needs to be included in the package.
2. 3. The DOI- NPS liaison (Cartina Miller) reviews the notice and enters it into the tracking process.
4. The DOI- NPS liaison surnames the notice and then provides the notice to the NPS deputy director of operations for surname. The deputy director may decide to have others look at a particular notice, or ask for additional information.
5. Once the notice has been surnamed by the deputy director for operations, it is given to the assistant secretary for fish, wildlife and parks for review. The assistant secretary may decide to have others look at a particular notice, or ask for additional information.
6. The next step depends on which of the following categories the notices fall into:

   (a) meeting notices

   (b) National Register of Historic Places nominations

   (c) Native American Graves Protection and Repatriation Act (NAGPRA) notices

   (d) information collection notices

   (e) concession contract notices

   (f) planning / environmental / policy- related notices

6a. Notices that fall into categories (a) – (d) are complete after the assistant secretary surnames the notice. The DOI- NPS liaison sends WASO APC an e- mail stating that the notice has been approved for publication. The liaison also sends an e- mail to a mailing list of regional and other interested contacts. If the notice or briefing statement mentions

specific contact people, they will also receive an e- mail notifying them of the notice clearance.

6b. Notices that fall into categories (e) and (f) go to the solicitor's office (SOL) and the DOI executive secretariat (Exec Sec) for surname. After the SOL has surnamed the notice, Exec Sec staff will review the notice and brief the secretary's chief of staff to obtain approval for publication in the *Federal Register*. After the Exec Sec surnames the notice, the DOI- NPS liaison sends WASO APC an e- mail with a list of those from categories (e) and (f), stating that it has been approved for publication. The liaison also sends an email to a mailing list of regional and other interested contacts. If the notice or briefing statement mentions specific contact people, they will also receive an e- mail notifying them of the notice clearance.

7. The originating office will receive an email if there are any changes to be made. The originating office will make the changes and email the documents back to Cartina Miller and Debra Melton. The notice will be cleared via an email. If no changes, then the notice will be cleared via email immediately.

8. Once the notice is cleared, the originating office sends hard copies of the notice, cover memo, disk, etc. to Administrative Services Program (WASO APC), 202- 354- 1904, Debra Melton, 1201 Eye Street, Washington D.C. 20005.

Roles and Responsibilities

The following section generally outlines the roles and responsibilities of the park, regional, and NPS WASO office in drafting, processing, and approving *Federal Register* notices.

The NPS field office will submit the notice and associated documents to several offices, as indicated below. The DOI- NPS liaison will coordinate the *Federal Register* process and work with the WASO APC to finalize the notice.

The associate director, Park Planning, Facilities, and Lands (PPFL), and the deputy director will be contacted by the DOI- NPS liaison to approve the notice. The Division of Park Planning and Special Studies (PPSS) will not be directly involved in the *Federal Register* process, but will support PPFL and the deputy with information about the project.

Park/Region Staff:

Responsibilities include the following:

1. Draft the *Federal Register* notice of intent or availability related to the planning / environmental process or products and obtain the regional director's signature. The *Federal Register Document Drafting Handbook* (National Archives and Records Administration 1998) provides guidance and 3.13 is a checklist; 3.10 presents an example (please include date above signature).

2. Submit a copy of the signed *Federal Register* notice and the specified documents to the following offices:

   A. WASO APC, administrative services program center (202- 354- 1905) — submit only the signed *Federal Register* notice.

B. DOI NPS liaison — submit the signed *Federal Register* notice and briefing statement.

3. Input into IDEAS the cost of the *Federal Register* notice.

WASO APC Staff:

Responsibilities include the following:

1. Provide a billing code.
2. Hold the *Federal Register* notice until department clearance is given and any hold date is expired.
3. Work with park/regional staff on editorial changes.

The DOI-NPS Liaison:

Responsibilities include the following:

1. Forward the signed *Federal Register* notice and the accompanied briefing statement through the following offices within the department for clearance to publish the notice:

   Associate Director, PPFL

   Deputy Director

   Associate Secretary, Fish, Wildlife and Parks

   Solicitor's Office

   Executive secretariat

2. Receive the *Federal Register* notice with department clearances and forward it to WASO administrative services program center to initiate the printing process.

Template for Cover Sheet

The following information should be included in the 1- page cover sheets for *Federal Register* notices:

- Name of document
- Descriptive paragraph of purpose/role of document
- Senior reviewers:
  - Senior management officials (e.g., regional director, associate director PPSS)
  - Solicitor's office officials

Potential Pitfalls in the Federal Register Notice Process:

1. The one- page cover sheet is missing.
2. Associated document or briefing statement does not clearly identify revisions, or how WASO comments/concerns were addressed.
3. Briefing statement does not adequately describe issues.

4. Upper level management/policy direction not incorporated into documents/process.
5. *Federal Register* notice is not prepared properly (please reference *Federal Register Document Drafting Handbook* checklist).

A.3.b Filing EIS Notices of Availability for Federal Register Notices with the EPA

As stated in *The DO- 12 Handbook* (sec. 4.8.C), the National Park Service requires that draft EISs be available for public review for a minimum of 60 calendar days from the day the EPA Notice of Availability (NOA) is published in the *Federal Register* (1506.10). The Council on Environmental Quality regulations (1506.9) also requires that the National Park Service file draft (and final) EISs with the Environmental Protection Agency (EPA).

After the draft or final EIS is filed, EPA publishes a notice of availability in the *Federal Register* to inform the public that a draft or final EIS is ready for public review. In addition, the National Park Service is required to file an NOA with the *Federal Register* and send five hard copies of the EIS to EPA. The publication of the EPA NOA in the *Federal Register* (and *not* the NPS notice) serves as the beginning of the 60- day public review period on the draft (and a 30- day waiting period before the record of decision is signed on the final).

The draft or final EIS must have been transmitted to all appropriate agencies, it must be available to the general public, and the NPS NOA must have been filed with the *Federal Register* before copies of the EIS are filed with the EPA.

Planning teams should check with the appropriate regional environmental coordinator for the specific procedures to follow in filing the EPA notice, because the regions' procedures vary. Planning teams should be aware that before a notice can be filed with the EPA a control number for the EIS must be obtained from the Department of the Interior's Office of Environmental Policy and Compliance (OEPC) — EPA will not accept an EIS for filing until a control number is assigned to the document. Other offices, including the Department of the Interior Natural Resource Library, the NPS WASO Environmental Quality Division, and Office of Environmental Compliance and Policy, are also usually copied notices of the EPA filing notice.

A.3.c Internet Links

FR search page: http://www.gpoaccess.gov/fr/index.html

FR Document Drafting Resources (includes the Document Drafting Handbook): http://www.archives.gov/federal-register/write/

FR Documents on Public Inspection (list of documents that will print the following day): http://www.archives.gov/federal-register/public-inspection/index.html

Location to sign up to receive the daily FR table of contents by email: http://www.archives.gov/federal-register/the-federal-register/email-signup.html

A.4 CLEARANCE TO PRINT PUBLIC DOCUMENTS

A.4.a Clearance to Print Public Drafts

Written directorate clearance is required before the public draft document can be released to the public. In most cases, a presentation is **not** required. Printing the document prior to NPS Directorate clearance is not recommended.

What to Submit for Clearance

Through PPSS, the regional director submits a memorandum to the deputy director for Operations, through the associate director for Park Planning, Facilities, and Lands (PPFL), requesting clearance to print and release the draft document.

The submittal packet should include the memorandum from the regional director, two copies of the document, the response to WASO review comments, and a briefing statement. The statement does not need to be generated by the regional director.

The briefing statement should include:

- an overview of the alternatives (executive summary)
- a discussion of civic engagement activities and how public opinion has been incorporated into the GMP alternatives
- an identification of potential areas of controversy, known and anticipated.

An option is to include WASO review comments in the briefing statement. Appendix K.6 provides an example of a briefing statement.

What Happens Next

PPSS:

1. Checks to ensure the document has been revised to address previous WASO comments and that the briefing statement is current and ready for NPS and departmental clearance.
2. Creates the clearance to print memorandum addressed to the regional director for the deputy director's signature, surnames and forwards it to the associate director, PPFL.

PPFL:

1. Checks to ensure that any new policy initiatives have been considered.
2. Considers current political issues and whether they have been addressed in the briefing statement prior to surname and movement to the deputy director.
3. Surnames and forwards the request to the deputy director.

NPS Deputy Director, Operations:

1. Is responsible for clearance of the document at the agency level and signs the memorandum approving permission to print or disapproving the request.

Once a decision is made, the regional director is informed by means of the official memo from the associate director PPFL. This is usually sent electronically.

Occasionally, a briefing may be requested. PPSS will schedule the briefing with the directorate and the regional office. The associate director PPFL will determine the appropriate attendance. A PPSS representative will provide supporting information and assist with the briefing process.

During the briefing explain the alternatives in terms of changes from the current management direction and in relation to each other. Provide broad characterizations of the differences between the alternatives rather than all of the nuances of each alternative (*e.g.*, the chart side- by- side alternatives comparison) Areas of particular interest currently and in the recent past are:

- resource protection changes
- modifications to visitor use and access
- wilderness recommendations
- facilities, construction, and costs of the alternatives
- park housing
- indexes (FCI, API) to explain facility decisions
- the reasoning behind GMP decisions on the topics listed above
- public interest
- how interests identified during civic engagement and outreach are addressed in the GMP alternatives

A verbal clearance to print at the briefing must be followed up by an email or memo from the deputy director confirming the clearance to print and stating any conditions to the clearance.

If issues are identified during the briefing, PPSS works with the region to address the issues. Once the issues have been addressed, PPSS informs the associate director PPFL. If the associate director and the deputy director determine the issues have been adequately addressed, they will clear the draft for public release via memo, as above.

Once written clearance to print or proceed is received, the region should submit the paperwork for the *Federal Register* process, not before. Please see the separate guidance in Appendix A.3 for further details.

A.4.b Clearance to Print Final Documents

Written directorate clearance is required before the final document can be released to the public. Printing the document prior to NPS directorate clearance is not recommended.

What to Submit for Clearance

Through PPSS, the regional director submits a memorandum to the deputy director, Operations, through the associate director, PPFL, requesting clearance to print and release the final document. The region should also send two copies of the document and a briefing statement that provides:

- an overview of the alternatives, including costs, and changes made since the draft plan

- a discussion of how public comment on the draft was incorporated in the planning document
- the status of key consultation activities, with a focus on those taking place since the publication of the draft plan; the scope and nature of tribal consultation in the development of the plan should be indicated as appropriate
- an identification of potential areas of controversy, known and anticipated

What Happens Next

PPSS:

1. Checks to ensure that the briefing statement is current and ready for departmental clearance.
2. Creates the clearance to print memorandum addressed to the regional director for the deputy director's signature, surnames and forwards it to the associate director PPFL.

PPFL:

1. Considers current political issues and whether they have been addressed in the briefing statement.
2. Surnames and forwards the request to the deputy director.

NPS Deputy Director, Operations:

1. Is responsible for clearance of the document at the agency level and signs the memorandum approving permission to print or disapproving the request

Once a decision is made, the regional director is informed by means of the official memo from the associate director, PPFL. This is usually sent electronically.

A briefing may be requested on occasion. PPSS will schedule the briefing with the directorate and the regional office. The associate director PPFL will determine the appropriate attendance. A PPSS representative will provide supporting information and assist with the briefing process. A verbal clearance to print at the briefing must be followed up by an e- mail or memo from the deputy director confirming the clearance to print and stating any conditions to the clearance.

Once written clearance to print or proceed is received, the region should submit the paperwork for the *Federal Register* process, not before. Please see the separate guidance in Appendix A.3 for further details.

Occasionally, the directorate has identified issues in the final document to be addressed before the document is released. This is infrequent, but planners should be aware that this could occur during directorate review. PPSS would work with the region to address the issues if they did arise. Once the associate director and the deputy director have determined that the issues have been adequately addressed, they will provide written clearance to print.

A.5 Steps for Posting a Planning Document for WASO Review in PEPC

All planning documents are to be posted in PEPC.

A.5.a Adding the WASO Policy Review Contacts to the Project's IDT in PEPC

PEPC can be used to notify your interdisciplinary team (IDT) that an internal document such as a draft general management plan (GMP) or special resource study (SRS) is ready for review within PEPC.

The following WASO Planning contacts should be added to your project's IDT so that they receive the notification when your document is ready for WASO policy review:

Patrick Gregerson (Program Manager)

Tokey Boswell (Program Analyst/Planner)

Carol Cook (Program Analyst/Planner)

Desiree Ross (Administrative Assistant)

WASO Park Planning & Special Studies (PPSS) will keep a list of WASO Reviewers and notify them via e- mail once the PEPC posting is made.

To add IDT members to your project:

1. From a Project, click on the **Step 3 Internal Scoping/IDT Tasks** link in the left navigation.
2. Click on the **Edit** link under the **IDT Members** bullet or on the upper right- hand portion of the screen.
3. Add an additional member at the bottom of the screen by filling in the fields below:

Field Label	Notes
Responsibility	Select "WASO Reviewer" from the drop down list box.
Team Member	Use the **Person Search** feature to select the name of the person that will fill the responsibility assigned above. The Person Search feature is indicated by the binoculars icon that appears to the right of the Team Member box. To add a name by using the Person Search feature: **1.** Click on the binoculars icon. A separate **Person Search** window appears. **2.** Search for the name of the person that you wish to use. **a.** Enter all or part of the Last Name (required). **b.** Enter all or part of the First Name or leave blank. **3.** Click **Search**. **4.** Click on the radio button associated with the name you wish to use. **a.** If you do not see the name you wish to use in the **Search Results** table, you can add the person to the directory using the **Add Person** function. In the fields provided, enter First Name* (Required), Middle Initial (MI), Last Name* (Required),

Field Label	Notes
	E-mail Address* (Required), Telephone, and Extension. **b**. Click **Add Person** **5.** The person's name should now appear in the Person Search list. **6.** Click **Select**. The person's name appears on the form in the name field.

4. Click **Add Additional Member**. The name and associated responsibility will appear in the **Interdisciplinary Team Members** table.
5. Repeat the steps above to add additional WASO contacts.
6. If you would like to remove an individual assigned a role, click on the **Delete** check box to remove the name and associated responsibility from the list. Note: You can delete IDT members you have added but not saved. Otherwise, you may need to ask your park administrator to do so.
7. Click **Save** to save additions/changes to the database. View this information on the **IDT Members** view page.

A.5.b Before You Post: Organizing Document Files

Since planning document files are generally large files, we recommended splitting your document into separate files (e.g., by chapter) to ease download and review of the document. We suggest that no single file be greater than 5MB. File names should not contain special characters such as an ampersand (&), semicolon (;), or other HTML reserve characters. Suggestions for organizing files include the following:

1. The **table of contents** should be the first file posted or noted in one of the file names so that reviewers can easily locate it and navigate to the appropriate file.
2. The **title of each file** should include the chapter number and title (or abbreviation) so that the content of each file is clear.
3. **Page numbers and line numbers** in the document provide a reference for reviewers.
   a. To add page numbers in Microsoft Word, insert page numbers by selecting Header and Footer under the View menu or Page Numbers under the Insert Menu.
   b. To add line numbers in Word:
      i. Switch to the print layout view by selecting Print Layout under the View pull down menu.
      ii. Select (highlight) what you want to add line numbers to in your document:
         1. Entire document (click Select All on Edit menu)
         2. Part of a document (select the text you want to number), or
         3. Existing sections (click in a section or select multiple sections)
      iii. On the File menu, click Page Setup, and then click the Layout tab.
         1. If you are adding line numbers to part of a document, click Selected text in the Apply box. Microsoft Word will add page breaks before and after the selected text.
      iv. Click Line Numbers.
      v. Select the Add line numbering check box, and then select the options you want (e.g., Start at – 1, From text – auto, Count by – 1, Restart each page).

4. We recommend converting your document into a **PDF file** to reduce file size and retain formatting that may change when opened by different word processing versions.

An example of a posted document and the naming structure of its associated GMP files is included under step 5 at the end of this appendix.

Note: You may also want to follow the above suggestions when you post your document for public review under Step 6 Public Communication of PEPC (after WASO review has occurred and you have the appropriate approvals).

A.5.c Posting a Document for WASO Policy Review

Documents are posted under **Step 5 Internal Documents**, using the **Create Internal Document** function.

As described above, a document that is posted to PEPC (e.g., a draft GMP/DEIS) may have multiple files associated with it (e.g., individual files for each GMP chapter). It is important to understand that when you post a document to PEPC using the Create Internal Document function in Step 5, what you are really doing is creating a "document" to which you will then post (or upload) all the individual files that make up that document.

To post a document to PEPC for review:

1. From a Project, click on **Step 5 Internal Documents** in the left navigation.
2. Click on the **Create Document** link in the left navigation. Note: A **Create Internal Document** link also appears on the right- hand portion of the screen.
3. Fill in all of the fields below to create the internal document to be reviewed:

Field Label	Notes
Document Type	Select the document type in the list box. -EA or -EIS (draft)
Title	Enter the title of the document (required). Remember, one document may be comprised of multiple electronic files. If the document has undergone sequential review, please title the documents with their appropriate review title (e.g., regional or WASO review). If the region and WASO are reviewing the document concurrently, you can title the document "regional-WASO" review. This will ensure that reviewers comment on the most recent version of your document. Document title examples: "MIIN Draft SRS (regional-WASO review 06-07-06)" "MIIN Draft GMP/EIS (WASO review 09-08-06") "MIIN Revised Draft GMP/EIS (WASO review 10-05-06)"
Description	Enter a brief description of the document. Data entry is limited to 2000 characters. You may want to also include topics of concern or areas of focus for the reviewers to comment on.
Peer Review Required	Select this check box if a peer review is required for this document.
Review Start	Using the mm/dd/yyyy format, enter the start date for the internal review

Field Label	Notes
	of this document. **Note: Please coordinate with your WASO planning contact.**
Review End	Using the mm/dd/yyyy format, enter the end date for the internal review of this document. **Please coordinate with your WASO Park Planning & Special Studies (PPSS) contact** – a typical timeframe for WASO IDT Review would be 14 days. An additional 14 days will be needed for the WASO PPSS reviewers to complete conflict resolution and synthesis and formalize an official response. Therefore, provide for a one month review period.
Email to IDT Members for Document Review	****This is a very important step required for notification.** Selecting this checkbox causes PEPC to generate automatic email notifications to the IDT that the document is ready for review. The WASO Planning contacts you added to your IDT list will receive the email that the document is posted and ready for review. WASO will forward this notification to other required reviewers that are not on the IDT and will contact you if there is a change in the review schedule. Please be aware that even if the review is intended for WASO review, the entire IDT will receive the automatic notification. However, receiving the automatic notification will let the other team members know that the document is at the WASO review stage.

4. You will most likely have multiple files that together comprise your draft document. We recommend titling your electronic files following the steps outlined above under "Before you Post: Organizing document files" to ease document review. Note: Uploading multiple files to a document page is a **two- step** process — you must first **Add** all the files before you **Save**. However, you can save intermittently to save your work.
5. **Add** files using the following fields:

Field Label	Notes
Title	Enter the name or title of the file. This is the title that the reviewers will click on to view or download that individual file.
File Upload	Click on **Browse…** and locate the file to be uploaded

6. Click **Add File.** The file appears in the **List of Files** table. For your convenience, you may order the files by editing the number in the **Order** column. Once added, if you need to delete the file, click the Delete checkbox. These changes will take place when the form is saved.
7. Click **Save** to save additions/changes to the database. View this information on the **Document** view page. An example document is provided below.

Responses are not required to individual PEPC WASO policy reviewer comments. Instead, WASO PPSS will work with WASO policy reviewers to resolve any inconsistencies and will synthesize the comments for action by the office submitting the document on PEPC. The official WASO PPSS response will represent all of the WASO policy reviewer comments and be in the form of a written memo from the associate director, Park Planning, Facilities, and Lands (PPFL) to the regional director. *The submitting office must respond to the PPFL memo as*

well as any PEPC comments referenced in the memo. Other comments in PEPC are present for informational purposes – action items are reserved for those identified in the PPFL memo. One exception is the project agreement, in which case the official response will be sent via memo by the WASO PP SS program manager to the regional planning chief.

Please provide 3 hard copies of the document to the WASO office.

Example: Step 5 Internal Document Posting and Naming Structure for GMP files

PEPC
Planning, Environment and Public Comment

National Park Service
U.S. Department of the Interior

Home | Parks | Projects/Search | Reports | Tools | Admin | Logout

Go back

Project Home

1 Project Setup

2 Funding

3 Internal Scoping / IDT Tasks

4 Natural/Cultural Compliance

5 Internal Documents
- Documents
  - Document Details
    - View | Edit
  - Comments/Responses
  - Comments/Responses Report
- Create Document

6 Public Communication

7 Public Documents & Comment Analysis

8 Close Project

MIIN > General Management Plan/EIS (WASO Review) (11186) > Internal Documents

Draft General Management Plan and Environmental Impact Statement

Edit

Document Type: EIS (Draft)

Description: Statement. This draft plan presents the proposed management actions for approximately 73 acres of the former Minidoka Relocation Center. As a new park unit, Minidoka Internment National Monument's long-term management and development will be guided by this plan over the next 15-20 years. This document describes four different alternative strategies for protecting, developing, and managing the Minidoka Internment National Monument. Alternative C has been proposed as the National Park Service's preferred alternative, and this set of actions and programs is intended to become the General Management Plan for the Minidoka Internment National Monument. This document also contains an analysis of the impacts and consequences of implementing each of these alternative strategies. In addition to the planning sections, this document contains a summary of the history of Minidoka and descriptions of the national monument's resources.

Peer Review Required: No

Review Dates

Start Date: 06/13/2006
End Date: 06/27/2006
Email to IDT Members for Document Review: Yes

List of Files

Title
MIIN Draft GMP Cover *(1.5 MB, PDF file)*
MIIN Draft GMP Preliminary Pages *(1.7 MB, PDF file)*
MIIN Draft GMP Summary *(1.9 MB, PDF file)*
MIIN Draft GMP Table of Contents *(1.6 MB, PDF file)*
MIIN Draft GMP Background Part 1 *(3.5 MB, PDF file)*
MIIN Draft GMP Background Part 2 *(2.8 MB, PDF file)*
MIIN Draft GMP Purpose and Need *(2.8 MB, PDF file)*
MIIN Draft GMP Affected Environment *(2.8 MB, PDF file)*
MIIN Draft GMP Alternatives *(2.6 MB, PDF file)*
MIIN Draft GMP Environmental Consequences *(1.5 MB, PDF file)*
MIIN Draft GMP Public Involvement and Consultation *(920.3 KB, PDF file)*
MIIN Draft GMP Appendices *(842.8 KB, PDF file)*
MIIN Draft GMP Glossary *(97.3 KB, PDF file)*

APPENDIX B: PROJECT INITIATION

B.1 EXAMPLE OF A PMIS STATEMENT

Ozark National Scenic Riverways GMP

Project Identification - PMIS 97321	
Project Title: OZAR General Management Plan	**Project Total Cost:** $650,000.00
Park/Unit: Ozark National Scenic Riverways	**Region:** Midwest
States: MO	**Congressional District:** MO08
Old Package Number:	**Reference Number:**
Project Type: Non-facility	**Financial System Package Number:** OZAR 097321
Contact Person: Noel Poe	**Contact Phone:** 573-323-4236, extension 225

Project Status - PMIS 97321	
Date Created: 02/09/03	**Review Status:** WASO-Reviewed on 02/18/2004
Date of Last Update: 12/27/06	**Updated By:** Larry Sandarciero (Ljsand)

Project Narratives - PMIS 97321

Description

The 1984 General Management Plan (GMP) for Ozark National Scenic Riverways is outdated and inadequate. The new GMP would be completed by Denver Service Center, Regional and park staff.

Justifications

Ozark National Scenic Riverways (OZAR) was established as the nation's first federally protected National River in 1964. Congress used the experience gained from establishing OZAR for the National Wild and Scenic Rivers Act of 1968 that established a process for protecting other rivers within the United States. The General Management Plan (GMP) was approved in 1984 with its accompanying Environmental Assessment and Finding of No Significant Impact (FONSI). The GMP was approved under the old format using data from the late 1970s and provides little direction to guide park management with today's

issues. For example the GMP does not describe resource objectives, desired visitor experiences, potential boundary adjustments, visitor carrying capacity nor potential partnerships. The plan is so outdated it provides almost no direction for the Government Performance and Results Act Strategic Plan.

A lot of the direction and recommendations in this 23-year old GMP are no longer valid due to court cases and new legislation. Some of the recommendations are not consistent with current NPS policies or the park's purpose and significance. For example the recommendation that areas and roads will be open for Off-Road Vehicle (ORV) use is not consistent with the Federal Executive Orders addressing ORVs, nor with NPS policies and Title 36 Code of Federal Regulations. Page 29 states that the park's road system will enhance ORV use. There are also formal and informal fords across the river used by ORVs and four-wheel drive vehicles.

The lack of desired resource and visitor conditions for the Riverways have left the last three managers without clear direction on appropriate types of recreational activity and the level of use. Consequently we are in a situation where campsites have been indiscriminately developed. For example the GMP states there will be 63 campgrounds with approximately 729 individual campsites and 42 group campsites. By 1999, there were over 100 campgrounds and more than 60 group campsites divided into three categories -- multi-family campsites, cluster campsites, and group campsites. In addition, hunters are allowed to vehicle camp anyplace with a backcountry permit and visitors may also camp in undesignated sites on gravel bars.

The GMP was developed when the 1979 visitation was 279,400. In 2002, visitation was estimated at over 1.5 million. There has been a visitor carrying capacity study completed on the rivers for canoes and the number of canoes launched by the 23 concessionaires are limited. However the capacity study does not consider Jon Boats users or inner tube floaters, the latter significantly contributing to the major visitation increase. Recreational horseback riding is increasing exponentially and the U.S. Geological Service is documenting fecal coliform contamination in the Jacks Fork during summer weekends when a business hosts horseback rides in the area that involve between 2,000 and 3,000 horseback riders. It has been ten years since the horsepower limitation on jet outboard motors were established. The GMP needs to consider if these regulations need to be modified in light of today's engines, the advent of 4-cycle outboard engines, and public desires.

Measurable Results

Provide long term direction and vision for the management of a national scenic river, which includes conservation, and preservation of natural and cultural resources, visitor enjoyment and visitor use management. This vision would be developed with public involvement and input, thus providing an opportunity for the communities, state agencies and other stakeholders and partners to support the final product. The outcomes of the implementation of a revised General Management Plan would be consistent management direction even as the superintendents transfer, satisfied visitors, and the restoration and management of the park landscape.

Project Activities, Assets, Emphasis Areas and GPRA Goals - PMIS 97321	
Activities • Capital Improvement • Manage Hazard/Pest • Planning • Restoration • Treatment • Provide Visitor Services/Activities	**Assets** • Animal Population/Assemblage • Cave and Karst Feature • Riparian Area and Wetland • Freshwater Aquatic Ecosystem • Natural Sound/Quiet • Night Sky • River or Stream • Water Resource, general or not listed • Archeological Resource • Building • Campground • Cultural Landscape • Ethnographic Resource • Housing • Interpretive Program • Maintained Landscape • Viewshed
Emphasis Areas • Energy Conservation • Sustainability	**GPRA Goals and Percent Values** • IVa0, 5% • Other plant species controlled, 10% • Other T&E species, 5% • Water Quantity: Protect and/or restore, 20% • Targeted acres restored , 20% • Visitor satisfaction, 15% • Visitor Understanding , 15% • Museum objects cataloged, 5% • Land Health Upland, 5%

Project Prioritization Information - PMIS 97321	
Unit Priority: 6 **IN FY** 2007	**Unit Priority Band:** HIGH

Project Assistance Needs - PMIS 97321	
Is Assistance Needed: Yes [From Region] **Project Assistance Needed in the Following Areas:** • Project Management/Coordination	

Project Funding Component - PMIS 97321A

Funding Component Title: Revise OZAR General Management Plan	**Funding Component Request Amount:** $650,000.00
Funding Component Reference Number (Multi-purpose):	**Funding Component Type:** Non-recurring, Not Deferred
Funding Component Description:	
Initial Planned FY: 2003	**Requested Funding FY:** 2004
Review Status: WASO-reviewed on 02/15/2004	**Funded Amount:** Not Entered
Date of Park Submission: 02/17/2003	**Submitted By:**
Upper-level Review Status:	**Fee-demo Submission Number:**
Formulated FY: 2004	**Funded FY:** 2005
Formulated Program: Other Program	**Funded PWE Accounts:**
Formulated Funding Source: General Management Plan	**Funded Funding Source:** General Management Plan

Component Cost Estimates

Estimated By: Ozar Superintendent	**Date of Estimate:** 02/09/2003
Estimate in 2003 **dollars**	**Class of Estimate:** C

Item	Description	Qty	Unit	Unit Cost	Item Cost
Revise General Managemen t Plan	Revise GMP to provide for long term management direction under the existing guidelines and regulations.	1	Each	$650,000	$650,000
				Component Funding Request	**$650,000**

Eligible Funding Sources and Funding Priorities

Funding Source	Unit Priority at Formulation	Regional Priority	National Priority	Year Unit-Prioritized
General Management Plan	16	5		2003

General Management Plan CBA Data - PMIS 97321A	
Last GMP Approval Date:	**Last GMP Amendment Date:**

Factor 1: Need for Fundamental Direction, or Change in Direction, for Management of the Park:
Project proposals that demonstrate the importance of a GMP to provide fundamental management direction for a new park or park addition, or to fundamentally redirect management of an existing park, will have advantages over other projects.

The current 23-year old GMP has not been revised since Regional Director Charles Odegaard approved it. The Draft EA and GMP were issued in December 1981, using data from the late 1970s. Even before the Finding of No Significant Impact (FONSI) was signed, park issues were changing and the FONSI addressed six major issues and nine minor issues that were added to the Final GMP. These major issues (trapping, wilderness, floodplains, horsepower of outboard motors, recreation uses, and campground management) were added with a one paragraph of discussion.

There were no future resource or visitor experience conditions addressed in the 1984 GMP. This has left the last three park managers without a clear direction for the management of resources and recreational activity. Consequently each manager has taken the park organization, resource and visitor use management on a slightly different path. For example the GMP suggested there would be a maximum of 63 campgrounds with approximately 729 individual campsites and 42 group campsites. By 1999, there were over 100 campgrounds and more than 60 group campsites divided into three categories -- multi-family campsites, cluster campsites, and group campsites. In addition, hunters are permitted to vehicle camp anyplace with a backcountry permit and visitors may also camp in undesignated sites on gravel bars.

The 1984 GMP could be interpreted to encourage this unregulated spread of camping. On page 63 the GMP's direction for managing camping says, Camping will be allowed and managed essentially as described in the `Existing Conditions. When one reads the Existing Conditions on page 29 it says, "Primitive camping occurs along the many unimproved dirt roads that lead to the rivers. Many of these sites (and) gravel bar sites are also used by canoeists and boaters."

Therefore, the park's direction in the past has been to accommodate increasing visitor use levels by allowing the visitors to start using new camping areas without an analysis of that impact on the resource. After the new area has been used for camping for a period of time, the park staff would come in establish individual sites with tables and grills, place vault toilets, and provide for trash collection. Thus a new campground was established along with new road(s) and impacts.

Ozark National Scenic Riverways is one of the few parks that have legislation that mandates the interpretation of the resource. (First sentence of PL 88-492: "for the purpose of conserving and interpreting unique scenic and other natural values and objects of historic interest, including preservation of portions of the Current River and Jacks Fork River"[emphasis added]) However on page 64, the GMP uses only one paragraph with two sentences to set goals and direction for the interpretative program. The following paragraph of two additional sentences and the accompanying Table 5 discussed interpretive themes. In total, only three-fourths of a page in the GMP is dedicated to this legislative mandate.

Defining desired future conditions for resource and visitor experiences would provide

direction so that park managers may be held accountable by the Regional Office, conservation groups or friends/partners of the Riverways. In addition it is paramount that the public involved with the Riverways provide input for these desired future conditions.

Factor 2: Specific Resource Management Issues: Project proposals that demonstrate the importance of a GMP to respond to a significant resource management problem or opportunity will have advantages over other projects.

Some direction provided by the GMP is no longer valid or consistent with NPS policies and regulations. One of the greatest resource impacts facing the park is the rampant, widespread use of All Terrain Vehicles (ATVs) and four-wheel drive vehicles. Besides establishing new roads, these machines use formal and informal fords to cross the Current and Jacks Fork Rivers. In the last couple of years, Rails have been added to the mix of vehicles using the park. (Rails are oversized dune buggies designed to run in water and over vegetation.) This indiscriminate motorized use causes increased erosion into the rivers, destroys vegetation, impacts the wildlife, and washes oil, grease and other contaminants off the vehicles into the rivers.

Off-Road Vehicles (ORVs), which include all the vehicles described above, are prohibited in national park areas by Executive Orders and NPS policy unless they are permitted by special regulations and only if that use is consistent with the purposes for which the park unit was established. There have been no special regulations drafted to allow ORVs, nor is there any mention of ORV use in legislation or the legislative intent.

However on page 29, the 1984 GMP seems to encourage the use of ORVs on the park's road system with the statement: Hunting and ORV use are also enhanced by and occur frequently along the Riverways' network of roads. Page 63 states the future direction of ORV management is: "Areas and roads opened to ORV use will be specified in the road and trail study." This guidance is in direct violation of Executive Orders, NPS policy, and Title 36 regulations. There are numerous miles of roads and trails open to vehicles within the Riverways boundary. The 1991 Roads and Trail Survey stated that there are approximately 318 miles of roads and traces (a two-track vehicle trail) open to vehicles within the park boundary. In 2002 the park started identifying all roads and traces that are used by vehicles on a Geographical Information System (GIS) data layer. This effort should be completed in 2003. While the total is not yet available, indications are that there is fifty percent (50%) more miles of vehicle roads. If so, that would be nearly 500 miles of roads open to vehicles within the 80,000 acres of park.

These roads develop by ATVs using hiking or game trails. When vegetation gets beat down sufficiently, four-wheel drive vehicles can then use the route. The four-wheel drive use continues until a new trace is developed, which leads to more traffic. All of which seems to be encouraged by the 1984 GMP on pages 29 and 63.

Some direction provided in the GMP is contradictory, even in the same paragraph. For example, a state agency proposes to stock a non-native fish species, Rainbow Trout, in the Current River. The manger looking to the GMP for direction finds on page 46 that the park "will perpetuate native animal life and natural ecosystems where recreational fishing programs are authorized by law." However the proceeding sentences says, "these two agencies have also mutually agreed to jointly evaluate fish and wildlife resources and to initiate and carry out approved management programs, such as the restocking and introduction of game fish and wildlife species." (Emphasis added.) NPS policies are clear on introducing non-native species into a park area, but the GMP is in

conflict with agency policies. While it is clear which takes precedence, this conflict leads to confusion and questions when talking to partners and other shareholders.

A new GMP is needed to provide long term direction consistent with legislation and NPS policies that addresses such issues as mentioned above and mentioned in the other factors. A revised GMP would also provide direction to address the increasing recreational use impacts on the natural and cultural resources.

Factor 3: Specific Visitor Use Issues Project proposals that demonstrate the importance of a GMP to address a significant visitor use management or visitor experience problem or opportunity will have advantages over other projects.

Besides the examples given above there are other specific park issues that are ignored in the GMP or developed after the 1984 approval. One for example is the development of large, organized equestrian centers immediately outside the park. These two centers cater to large horse rides that occur multiple times per visitor season. The facility on the Jacks Fork River averages 2500 riders for a week during each of the eight special events. The facility on the north end of the park limits each event to 150 horses but offers 13 events during the season. It is not surprising that the only direction in the GMP is a statement on page 63 that horseback riding will be allowed on designated trails within the park.

These riders come into the park and ride the trail. U.S. Geological Survey research found that the fecal coliform counts in the Jacks Fork River during these large trail rides exceed the human body contact standard that is defined by Missouri Public Health and Environmental Protection Agency. It is suspected that the fecal coliform is coming from horse manure and is an indicator that there may be harmful pathogens in the water that park visitors are swimming, tubing and canoeing in. USGS research in 2003 hopefully will pinpoint the source of pollution.

The GMP did not address whether there are any boundary adjustments necessary to meet the objectives of the park's establishing legislation. It does provide some guidance on the management of conservation easements on private property within the boundary but because there are no desired future resource or visitor experience objectives it is difficult to determine whether private landowners desires comply with the scenic easement and the park's objectives.

The GMP does not encourage the use of partnerships or other alliances to protect not just the resources within the park but the conservation of resources on adjacent lands. The Riverways is well positioned to initiate some Cooperative Conservation Initiatives with its neighbors and state and local governments. While it is not essential to have this direction in order to initiate such discussions and actions, it would be extremely useful to have some broad conceptual guidance to help negotiate this issue.

It is realized that a new, revised GMP would not provide specific direction for every operational issue. However having a recent document that discusses and provides conceptual direction would help in seeking funds, donations, grants and partnerships to better conserve and interpret the park resources.

Factor 4. Specific Park Operations Issues: Project proposals that demonstrate the importance of a GMP to deal with a significant park operations problem or opportunity will have advantages over other projects.

There are multiple visitor use activities that are impacting the resources and are probably not consistent with desired visitor experiences. Some of these activities have

been discussed in the other factors. In addition there are missed opportunities to interpret the value of the park resources and importance of the park to surrounding communities. Also refer to Factor 1 on interpretation and Factor 5 on outdoor education opportunities.

The 1984 GMP was based on the 1981 Draft EA and GMP. Visitation data for the draft GMP came from 1979. In 1979 the park's visitation was 279,400. In 2002 the visitation was over 1.5 million. The number of canoes and tubes launched by the 23 concessionaires are regulated by contract but the number of private canoes, tubes, and Jonboats are not regulated. In addition there are no restrictions on the recreational use along the riverbanks that use vehicles for access. Park Rangers state that in the Upper Current River there are very few places where a canoeist can't either hear or see a vehicle driving along the river bank. Current park management questions whether this is the desired visitor experience.

Places like the "Flying W" and the land between Cedar Grove and Akers have unregulated visitor use. This also occurs in other areas of the park particularly from Waymeyer to the Van Buren Gap. In these reaches of the Riverways, the typical visitor experience is one of drunkenness, lewd behaviors, nudity, alcohol or drug abuse, and loud parties. The park rangers issue over 500 citations per year but without a Petty Offense Court Document procedure and lack of adequate law enforcement staff, these behaviors are difficult to change. It is common knowledge in the surrounding communities for people to not take their families and friends to the National Scenic Riverways on summer weekends, particularly to the hot spots identified above.

While a revised GMP would not address all visitor use activities and particularly visitor behaviors, it would establish desired visitor experiences. This action would provide direction for park management. It would then be up to the managers to establish or enforce regulations to meet the desired future conditions.

Factor 5: Other Advantages to the National Park Service:
Project proposals that can demonstrate other benefits of a GMP to the National Park Service as a whole may have advantages over other projects.

The attitude of a lot of the people living in the Ozark Mountains in southern Missouri and northern Arkansas is one of independence, integrity and distrust of government, particularly the federal government. There is little support for parks and the conservation of natural and cultural resources. A lot of people look to the parks and other protected land as only places to party, hunt and fish. These attitudes could be changed through a long-range, well-defined outdoor conservation educational program that focused on collaborative conservation efforts. Not only does this comply with Director Norton's CCI but it makes sense for instilling long-term conservation values into the school-age children of the Ozark Highlands, St. Louis, and Kansas City.

The park acquired the Welch Lodge in 1967, a former private fishing lodge on the east bank of the Current River. Initially the facility was used for the residential Youth Conservation Corp (YCC) program until the mid- 1980s. Since then the park has been doing minimal maintenance to preserve the buildings but has no long-range plans for use of the facility. The Welch Lodge was nominated as one of the Learning Centers under the Natural Resource Challenge Initiative along with the Gaddy House at Buffalo National Scenic River. This combined effort has not been funded and is unlikely to occur under the Learning Center Program.

The 1984 GMP was silent on the Welch Lodge. Since then a lot of park staff discussion

has centered on using the Lodge for a youth camp or outdoor education field study center. However it is difficult to muster any interest from outside entities when there is no basic direction offered by any major park planning documents. If the GMP planners would address the Welch Lodge and conceptually offer ideas for an educational facility, this board direction would start the process and be beneficial to the National Park Service and resource conservation in general.

	409 Funds	Other NPS Funds	Total (calculated)
FY1	$50,000	$0	$50,000
FY2	$200,000	$0	$200,000
FY3	$200,000	$0	$200,000
FY4	$100,000	$0	$100,000
FY5	$100,000	$0	$100,000
Total			$650,000

Additional Comments:

A lot of planning has been completed by the park staff or is in progress. For example: Long Range Strategic Plan, Business Plan, The Roads and Trail Study, Draft Campground Management Plan, Land Protection Plan, Resource Management Plan (old format), Fire Management Plan, Visitor Carrying Capacity (needs updated), Comprehensive Interpretative Plan, preliminary Cultural Landscape investigations, and Phase 1 of the Ethnographic Resources Identification. The park has a 3-ring binder will all of the legislation, congressional reports and other documents the determine legislative intent.

B.2 EXAMPLES OF PROJECT AGREEMENT SECTIONS

B.2.a Introduction

Excerpt from the Project Agreement for the National Mall

This project agreement (PA) sets out a common vision of how the planning team will complete a comprehensive management plan and related products; it includes the team and processes needed to achieve the plan and related products. Scope, budget, and schedule are also set forth in this agreement. Every project must balance schedule, budget, and scope and quality. A change in any one of these areas affects the others and therefore may require an amendment to this agreement.

Commensurate with the need for this plan is the commitment to providing quality documents. Planning products must be accurate, clear, and succinct, ensuring better understanding by the general public and a more effective document that can gain approval by management.

B.2.b Project Management Section

Excerpt from the Project Agreement for the National Mall

Scope Change Control. Often public scoping reveals levels of controversy or new issues that require a project scope correction. Changes in scope include additions or deletions of primary products, expansion of public involvement to include additional newsletters, and additional public meetings, etc. Scope creep typically adds to what was originally scoped for a project. After project scoping has been completed and on a semiannual basis, the scope of the project will be reexamined to determine if the Project Agreement needs to be revised. Reexamination will occur in conjunction with NCR-DSC work sessions.

Schedule Control. Complex projects with many different players are likely to run into justifiable schedule delays. It is often hard to schedule meetings when most team members can participate. Cumulative small project delays result in changed schedules affecting team member's ability to balance the demands of this complex project along with other work. Unforeseen events and critical staff turnover can also adversely affect a project schedule. Unrealistic or unmet review times constitute the major culprit resulting in scheduling delays. The importance of consolidated review comments cannot be stressed too heavily. Roundtable reviews will be used periodically to ensure more efficient use of review time. Differing numbers of reviews depending on types of product will facilitate keeping the project on track. The schedule will be updated for semiannual work sessions, and changes affecting major milestones, such as publication date goals, will require a project agreement amendment.

Cost Control. Costs are difficult to estimate until public scoping is completed. After public and internal scoping has been completed, the cost estimates for the project will be reexamined to determine if the project agreement needs to be revised. The cost estimate will be updated for semiannual work sessions, and changes affecting funding requests will require a project agreement amendment.

Quality Control. Quality control begins with the planning proposal and this project agreement. Initial concept reviews for each product will be used to evaluate whether the project is on track and at an appropriate level of quality. Project feedback to the Project Executive from those in key positions will occur in conjunction for preparation of semiannual work sessions. Quality course corrections will be made. If quality corrections affect scope, schedule, or cost, the project agreement will be updated.

B.2.c Communication Procedures Section

Excerpt from the Project Agreement for the National Mall

Clear, open, and trust-based communication among team members is essential on such a complex and politically sensitive project. High volumes of communication are expected. All communication must go through the Project Executive (PE).

Administrative Record. The PE will coordinate the project administrative record with NAMA Administrative Staff. In order to keep the administrative record complete and accurate, all communication should go through or copy the PE. Email is the preferred method of communication for general communication. The PE will periodically review organization of topic files and the administrative record to be kept in the park. The signed project agreement will be transmitted via paper copies, amendments will be updated via email. PEPC will be used as the basis for the administrative record and for many document reviews.

The PE will coordinate FOIA requests, cost estimates and any FOIA materials requested of NAMA or DSC through the NCR Chief Communications Officer and or the DSC FOIA officer.

Document mailing. Electronic versions will be sent to the PE and others via email, PEPC or ftp site; paper versions will be sent overnight to the PE and NCR Chief of Planning and Compliance for their distribution at the addresses listed on the attached team list. Technical materials will be sent directly to the relevant party with notification to the PE. U.S. Mail will not be used for documents sent to NCR and NAMA since documents may be damaged during mail screening.

FTP sites. It is expected that large files containing graphic materials or maps will need to be shared. A directory for the project will be established on both the internal NPS and external FTP sites. The external site will be used with consultants and information provided by other agencies.

E-mail. Subject lines should reference the CMP or PMIS # and specific topic. Draft documents, review comments, and important communications should use a high delivery priority. Because some e-mail files are expected to be extremely large, it is helpful to delete large files before responding back to the sender if changes to the file have not occurred.

FAX transfer. Fax will generally be used only when a memo or document cannot be electronically transferred. Fax numbers are listed on the accompanying team list.

PEPC. PEPC will be used throughout the planning as much as possible to facilitate record-keeping. PEPC will be used for posting internal draft review documents as well as receiving and documenting consolidated comments. The NAMA-PEPC administrator and PE will periodically review PEPC and notify staff of relevant items.

Team Involvement and Meetings. Team members may be working on different planning tasks related to the CMP. Task-related groups will prepare specific products and will correspond via email and telephone. Pertinent facts, data, or decisions should be recorded by email. Kick-off meetings will be held on-site so that team members can develop effective working relationships. To ensure the entire project team has a complete overview of project progress, semiannual team meetings and video or teleconferences will be scheduled in conjunction with regional work sessions. Team members may also be asked to participate in public and civic engagement.

Document tracking. It is expected that numerous concepts and drafts (text, sections, chapters, and studies) and will be produced by the core team. In order to track draft document history it is recommended that the date prepared be typed into the title line not in the header. Documents at all stages should have a header and footer. The header should include title of the section or document, draft # or final, and product titles. The footer should include the author's name, page of page #s, date (which will automatically update each time it is opened), and optional time of day (may be useful at times) as well as PMIS # and additional information related to specific product. Please update file extensions with revisions, initials of reviser, and revision date (Example: document name rev ss.4-18-05). A sample will accompany this project agreement.

APPENDIX C: EXAMPLES OF LEGAL REQUIREMENT SECTIONS

C.1 BOUNDARY ADJUSTMENT AND LAND PROTECTION CRITERIA

Excerpt from the Badlands NP GMP

The National Park and Recreation Act of 1978 (16 USC 1a-7) directs the National Park Service to consider, as part of a planning process, what modifications of external boundaries might be necessary to carry out park purposes. Subsequent to this act, Congress also passed Public Law 101-628, the Arizona Desert Wilderness Act. Section 1216 of this act, codified at 16 USC 1a – 12, directs the secretary of the interior to develop criteria to evaluate any proposed changes to the existing boundaries of individual park units. 16 USC 1a-13 calls for among other things the National Park Service to consult with affected agencies and others regarding a proposed boundary change, and to provide a cost estimate of acquisition cost, if any, related to the boundary adjustment. The legislation also requires that a statement on the relative priority of acquisition of each parcel be provided.

These legislative provisions are implemented through *Management Policies,* which state that the National Park Service will conduct studies of potential boundary adjustments and may make boundary revisions as follows:

- To protect significant resources and values, or enhance opportunities for public enjoyment related to the purposes of the park
- To address operational and management issues, such as the need for access or the need for the boundaries to correspond to logical boundary delineations such as topographic or other natural features or roads, or
- Otherwise protect park resources critical to fulfilling park purposes

Two additional criteria must be met if the acquisition would be made using appropriated funds, and not merely a technical boundary revision; the criteria set forth by Congress at 16 USC 4601-9(c)(2) must be met. NPS *Management Policies* (2001), section 3.5, states the following criteria:

- The added lands will be feasible to administer, considering their size, configuration, ownership, and hazardous substances, costs, the views of and impacts on local communities and surrounding jurisdictions, and other factors such as presence of exotic species
- Other alternatives for management and resource protection have been considered and are not adequate

During the course of the planning process, three areas have been identified as potential additions to Badlands National Park. These additions are the Dougan Property, Kudnra /USFS property, and Prairie Homestead. The following is a review of the criteria for boundary adjustments as applied to Badlands National Park. This review is included as supporting documentation for the alternatives, which includes a recommendation for boundary changes in the North Unit of the park.

This plan does not address the legislative requirement to provide a cost estimate for the boundary adjustment nor does it include the relative priority for acquisition. However, the legislative proposal for the boundary adjustment and accompanying support materials would include both of these requirements.

Dougan Property

Description of the Property

The property is approximately 4,500 acres adjacent to Badlands National Park in Pennington County, South Dakota. The property is along the western boundary of the North Unit of the park and is immediately adjacent to the park's designated wilderness. The property is currently owned by Danny Dougan, a local rancher. These lands were originally included in the monument boundary but were removed by Congress in 1952 and 1957 (Mattison and Grom, 1970). The boundary adjustments were made by Congress because these were private lands and at that time the owners of this land were not willing sellers. Congress was also reducing the cost of land acquisition for the monument. The current owner of the land is interested in seeing his lands added to the park.

Criteria: To protect significant resources and values, or opportunities for public enjoyment related to the purposes of the park.

One of the purposes of Badlands National Park is to preserve the flora, fauna, and natural processes of the mixed grass prairie ecosystem. The Dougan property includes significant tracts of mixed grass prairie, which provides habitat to wildlife species of special concern in the Badlands. The conversion of the Great Plains for agriculture has severely limited habitat for many of these species that the park currently supports. For some of these species, such as the black-footed ferret, the park lacks adequate land to support and perpetuate the species.

Prairie. Most of Dougan property remains in a western wheatgrass native prairie community. Preserving an additional 4,000 acres of native prairie plant communities would be a significant outcome of NPS acquisition and management of the property.

Most rare plant species in the Badlands are found in uncommon or unique habitats associated with the Badlands erosional features and outcroppings. While there have been no surveys of the property, it is likely that the Badlands features on the property support rare plant species populations.

Black-footed Ferrets and Black-tailed Prairie Dogs. This property supports nine small prairie dog colonies totaling 116 acres. Two of these towns are within ½-mile of the largest prairie dog colony within the park, referred to as the Kocher Flats complex, which was a reintroduction site for the endangered black-footed ferret in 1997, 1998, and 1999. Wild-born black-footed ferrets in the park have been documented every year since releases began. With expansion of the ferret population on Kocher Flats, individual ferrets dispersed into smaller adjacent prairie dog colonies. Ferrets have been documented utilizing available prairie dog habitat on the Dougan property since 1999, with a minimum of two wild-born litters produced there since that time. However, the current owner advised the park that lethal control of prairie dogs was necessary for cattle range management. The landowner allowed the Park Service to capture the ferrets and translocate them back into the park. Due to the topography of the area the Dougan property represents the only area for significant expansion of the Kocher Flats prairie dog complex and expansion of ferret habitat.

Prairie dog colonies provide den sites, escape cover, and prey for a variety of grassland wildlife species. Studies on the importance of prairie dog colonies to the grassland ecosystem, combined with range-wide eradication programs and loss of habitat, led to a recent petition to the U.S. Fish and Wildlife Service for listing the black-tailed prairie dog as threatened. The current status of this petition is that black-tailed prairie dogs are "warranted but precluded" from federal listing. Several western states, including South Dakota, are giving prairie dogs new management attention. Based on vegetation, soil, and slope characteristics, the Dougan property has the potential to support more prairie dog acreage than is currently present (because of control efforts). If the current prairie dog colonies (116 acres) on the Dougan property (4,500 acres) were allowed to expand to a minimum of 10% landscape coverage, it would support approximately 450 acres of prairie dogs. Density estimates of prairie dog colonies within Badlands National Park in 2002 were a mean of 19.4 prairie dogs/acre. These 450 acres of colonies on the Dougan property would thus support about 8,700 prairie dogs. The potential of prairie dog colonies to support black-footed ferrets at a given site is evaluated by the size of the colony, the proximity of the colony to other large colonies, and the density of prairie dogs

on the colony. With the above scenario of 450 acres of prairie dogs on the Dougan property, there would be available habitat for five to six ferrets or one to two ferret family groups.

This potential ferret habitat would obviously increase with an increase in the acres of prairie dogs. It is realistic to expect that prairie dogs could expand to occupy 500 to 2,000 acres of the Dougan property. Under that scenario, and with similar densities as found within the park, up to 38,000 prairie dogs could populate the property, which could then support 20 to 24 ferrets or four to six ferret family groups dispersing out from Kocher Flats. Thus, addition of the property to the park would have significant positive impacts to the black-footed ferret population in the Conata Basin/Badlands Recovery Area.

Swift Fox. In the fall of 2003 the park began a swift fox restoration effort by releasing 30 wild fox from Colorado. All the fox were released in the park, along the northern boundary. Since release of the fox, telemetry has located fox outside the western side of the park, near the Dougan property. The property is good swift fox habitat and could be important to fox recovery in the Badlands area. With future releases planned, the National Park Service would release fox on the property if acquired.

Bison. Bison have been in Badlands National Park since 1963, when the reintroduced population numbered 53 animals. The present population is approximately 900 animals representing approximately ⅓ to ½ of the ecological carrying capacity of approximately 60,000 acres of the Badlands Wilderness Area and approximately 10,000 acres of nonwilderness prairie that constitutes the park's bison range. One of the critical limiting factors to the park's carrying capacity is the availability of water in the Sage Creek portion of the wilderness area. The Dougan property contains at least 15 additional water sources (stock ponds) beyond the western edge of the wilderness. These water sources would be easy to access and maintain because they are outside the wilderness and near improved roads. Considering the addition of range and water resources, the park's bison herd could conservatively increase to 1,000 to 1,500 with the purchase of this property.

Paleontological Resources. Badlands National Park was established because of its unique geologic landforms and impressive fossils. A report accompanying the park's enabling legislation describes the purpose of the monument as "to preserve the scenic and scientific values of a portion of the White River Badlands and to make them accessible for public enjoyment and inspiration." Also described were "vast beds of vertebrate fossil remains…which appear in great variety. The whole area is a vast storehouse of the biological past…"

Based on the geologic map created in 1976, the Brule Formation of the White River Group occurs throughout much of the Dougan property. It outcrops in a series of long sinuous banded ridges that form a boundary around the edge of the property. Contained within the Brule Formation are 30 million-year-old fossil mammals, birds, and reptiles. For over 150 years, scientists throughout the world have come to western South Dakota to study these magnificent fossils. Both the rocks and fossils preserved within the White River Badlands provide important information about ancient climate and mammal evolution from 30 million years ago. It is likely that such fossils exist in much of the Dougan property.

Because of the great significance of the fossils and geology, protection of the Dougan property directly adjacent to the park would be a great contribution to the scientific community. Additional fossil-rich areas would be made available to researchers studying paleontology and geology in the park.

Wilderness. Another purpose of Badlands National Park is to preserve the Badlands wilderness area and associated wilderness values. The Dougan property is adjacent to the western edge of the Badlands wilderness area. Currently the wilderness area is only accessible from Sage Creek campground on the north and Highway 44 on the south. This property also would provide additional access for visitors, which would enhance opportunities for the public to enjoy this part of the park. Due to the expansive vistas within the Badlands wilderness, any development on the Dougan property would be visible from much of the wilderness and would thus detract from those wilderness values related to untrammeled viewsheds. Acquisition by the Park Service would protect these viewsheds.

Criteria: To address operational and management issues, such as the need for access or the need for the boundaries to correspond to logical boundary delineations such as topographic or other natural features or roads.

Access. The property provides critical access to the western portion of the Sage Creek Unit of the Badlands wilderness area. The current landowner has allowed NPS staff to access the wilderness through the property. If the property were sold it is possible that the National Park Service would no longer have access through it. This access has been critical to black-footed ferret reintroduction and monitoring in the Kocher Prairie Dog Town complex. NPS ownership of the property would ensure continued access to this complex.

The current landowner also has allowed NPS staff to access the park through the property to control weeds. Several Canada thistle infestations targeted for treatment are most easily accessed from this property. Loss of access would extend travel times for the responding crews, reducing the park's effectiveness in treating these populations.

Fire Management. The Dougan property allows some of the only access for wildland fire suppression and prescribed burning along the western boundary of the park. The current owner has been most accommodating in the past, granting access for managing prescribed burns on the western edge of the Badlands wilderness area. Access has also been critical for conducting prescribed fires in that portion of the wilderness. Access allows NPS crews into the wilderness boundary for holding fires within the park.

The NPS Fire Effects Monitoring team has also been granted access across the property to monitor post-burn vegetation plots. The water sources on Dougan's property would provide dip sites for helicopter buckets if a fire needed to be controlled in the wilderness area. Continued access across this property is very important to the success of the park fire management program.

Wilderness Management. The property provides critical access to the western portion of the Sage Creek Unit of the Badlands wilderness area. The current landowner has allowed NPS staff to access the wilderness through the property. Loss of access would increase travels times to for NPS staff working on wilderness management issues.

Criteria: The added lands will be feasible to administer, considering their size, configuration, ownership, and hazardous substances, costs, the views of and impacts on local communities and surrounding jurisdictions, and other factors such as presence of exotic species.

The recommended boundary addition would be feasible for the Park Service to manage and would not substantially add to the NPS workload to manage these lands. The added lands would create a block of land contiguous with the existing park boundary.

These lands are currently private lands and NPS acquisition would reduce local tax revenue for Pennington County. Payment in lieu of taxes would mitigate this impact. Acquisition of these lands has been discussed in public meetings, and local communities have not raised concerns about the loss of tax revenue or other impacts.

There are no known hazardous substance issues associated with the parcel, and appropriate hazardous material surveys would be conducted prior to acquisition.

Criteria: Other alternatives for management and resource protection have been considered and are not adequate.

The alternative to federal acquisition is the continuation of private ownership. The current landowner has been very cooperative in working with the National Park Service by providing access for management activities. The current land use has been primarily grazing, which has allowed the lands to remain relatively intact. However, this arrangement and cooperation could be lost if these lands are sold to another owner.

These properties are located in an area that has had limited interest by land conservation organizations. The Buffalo Gap National Grasslands has been acquiring lands in the area, but these have been through land exchanges that have focused on consolidating the lands the U.S. Forest Service manages. The current property owner is not interested in exchanging these lands for other lands currently being managed by the U.S. Forest Service. No other state or federal agencies have expressed an interest in protecting the resources on this property.

Excerpt from the Mount Rainier NP GMP

As one of the provisions of Public Law 95-625, the National Park and Recreation Act of 1978, Congress directed that the National Park Service consider, as part of a planning process, what modifications of external boundaries might be necessary to carry out park purposes. Subsequent to this act, Congress also passed Public Law 101-628, the Arizona Desert Wilderness Act. Section 1216 of this act directs the Secretary of the Interior to develop criteria to evaluate any proposed changes to the existing boundaries of individual park units. Section 1217 of the act calls for the National Park Service to consult with affected agencies and others regarding a proposed boundary change, and to provide a cost estimate of acquisition cost, if any, related to the boundary adjustment.

These legislative provisions are implemented through NPS *Management Policies,* which state that the National Park Service will conduct studies of potential boundary adjustments and may make boundary revisions:

- to include significant resources or opportunities for public enjoyment related to the purposes of the park
- to address operational and management issues
- to improve identification by topographic or other natural features
- to protect park resources critical to fulfilling park purposes

NPS policies and special directive 92-11 instruct that any recommendation to expand park boundaries be preceded by determinations that the added lands will be feasible to administer considering size, configuration, ownership, cost and other factors, and that other alternatives for management and resource protection have been considered and are not adequate.

The following is a review of the criteria for boundary adjustments as applied to Mount Rainier National Park. This review is included as supporting documentation for the alternatives 2-and 3, which includes a recommendation for a boundary change along the Carbon River corridor contiguous with the Northwest quadrant of the park.

This plan does not address the legislative requirement to provide a cost estimate for the boundary adjustment. However, the legislative proposal for the boundary adjustment and accompanying support materials would include a cost estimate.

Boundary Change Proposal — Carbon River Corridor

The proposed boundary change would seek congressional authorization for an addition of approximately 1,063 acres to Mount Rainier National Park. Also recommended would be an accompanying authorization to appropriate funds to the National Park Service from the Land and Water Conservation Fund to immediately purchase, on a willing seller basis, 210 acres within the revised boundary for purposes of developing a new vehicular accessible campground and administrative area along the Carbon River.

Significant Resources or Opportunities for Public Enjoyment Related to the Purpose of Mount Rainier National Park

The boundary modification would allow the National Park Service to provide both enhanced and replacement vehicular accessible campground for the public along a scenic and protected section

of the Carbon River immediately west of the current park entrance. This new campground would be in addition to the existing Ipsut Creek campground, which would be converted to a facility that would be accessible only by foot or nonmotorized vehicle. It is anticipated that a future naturally occurring flood event will permanently preclude motorized vehicle access to the Ipsut Creek campground located some 5 miles up the Carbon River Valley from the current entrance. The Ipsut Creek campground would then be converted to a walk-in campground. Therefore, this boundary change will enable the development of a new campground within the Carbon River, in turn providing more recreational opportunities to the public. Its development will also help to mitigate the loss of recreational use caused by the anticipated future closure of the Ipsut Creek campground to vehicular access.

Operational and Management Issues Related to Access and Boundary Identification by Topographic or Other Natural Features

The proposed boundary change will follow a dedicated county road on the south and an established section line on the north side of the Carbon River on the north. The proposed boundary is contiguous with the existing park boundary on the east. On the west, multiple ownerships and the west side of the county road right-of-way would frame the western boundary north of Carbon River Road. Given these features and topography, the National Park Service will be able to easily identify and mark the amended boundary of the park. The proposed boundary also allows the National Park Service to move certain administrative facilities from the current park entrance, which are in a floodplain, to an area within the proposed new campground site that is not in a floodplain.

Protection of Park Resources and Fulfillment of Park Purpose

The proposed boundary change will protect additional areas along the Carbon River corridor directly adjacent to the park. This includes protection of both scenic and natural resources, and includes protection of the road corridor entering the park from the west, and protection of the Carbon River and its environs. Portions of the proposed addition also contain designated critical habitat for marbled murrelets a threatened species.

The addition of about 1,063 acres to Mount Rainier National Park also would provide additional public recreation opportunities that are not currently present, including a new vehicular accessible campground, sites for group camping, additional miles of non-motorized hiking trails, and additional accessible riverbank fishing, and an appropriate southeast terminus of the foothills trail.

Feasibility to Administer the Lands Added through Boundary Adjustment

The proposed addition is very feasible for the National Park Service to manage. Alternatives 2 and 3 both include a permanent visitor contact facility (welcome center) in the nearby community of Wilkeson. This would include resource protection and interpretive staff that would be available to strategically serve the proposed approximate 1,063-acre boundary addition, as well as the Carbon River/Mowich areas of the park. Also, the proposed campground site offers opportunities for the siting of certain administrative/ maintenance facilities, which would enhance on-site capabilities for staff to meet varying situations within the Carbon River/Mowich area of the park.

Protection Alternatives Considered

Regarding the proposed campground area, other locations were considered, but rejected. This is the closest large area to the existing park boundary that is conducive to camping that is outside of the floodplain of the Carbon River. A willing seller is involved in the proposed acquisition of the site. Regarding other lands within the proposed boundary addition, one parcel is a proposed land donation to the National Park Service by a non-profit entity. Other lands with the proposed boundary addition can either be managed by the National Park Service or by the Mount Baker-Snoqualmie

National Forest. In any event, an addition to the park boundary affords the best opportunity to provide for future public recreational use of the area, along with the protection of important scenic and natural resources within a National Park setting.

Proposed Additions to the Mount Rainier National Park Boundary and Other Adjustments

Under the preferred alternative, about 1,063 acres are proposed for inclusion within the boundaries of Mount Rainier National Park. Congressional action would be required to authorize this change, and authorize and appropriate the funds from the Land and Water Conservation Fund, which would be necessary to acquire interests in private lands from willing sellers. About 14 parcels of private lands would need to be acquired within the proposed boundary change. Some land within the proposed boundary change is currently managed by the Mount Baker-Snoqualmie National Forest. These lands could either be administratively transferred to the National Park Service, or retained as part of the National Forest.

C.2 EXAMPLES OF DOCUMENTATION

Example 1: Regional Office Request for a Waiver

Memorandum

To: Chief, Environmental Quality Division, WASO

From: Associate Regional Director, Planning, Construction and Facilities Management, NER

Subject: Proposed NER Regional Director Action to Issue a Waiver to Prepare an Environmental Assessment for the BOAF General Management Plan

---

Staff and consultants have been working for the past several years to develop a General Management Plan for Boston African American NHS. As you know, this partnership park was authorized in 1980 and is comprised of 15 structures within the Beacon Hill Historic District. NPS owns no land in the park, but instead relies on cooperative agreements and partnerships to preserve, protect, and interpret resources identified in the authorizing legislation.

After public scoping and developing management prescriptions and alternatives, the authors believe that none of the contemplated actions have potential for significant impact to the human environment. Instead, the proposals address such items as improving interpretive programs and electronic information, providing handicapped access, replacing signs, and enhancing cooperative relationships among site partners.

The planning team has received valuable input from the public (including owners of historic properties within the NHS), local, state and federal officials, and from park and regional office staff during this period. They have conducted formal and informal public outreach and all the feedback they have received makes it clear that the GMP proposals are not considered controversial. They conducted a public open house and a park partner workshop regarding the options under consideration and received uniform support from participants.

Based on the significant and supportive input we have received from all sources, the Regional Director desires to waive the requirement to prepare an Environmental Impact Statement and to prepare, instead, an Environmental Assessment for the General Management Plan. Given the well documented lack of potential for significant impacts, and the absence of public controversy, we believe an EA best serves the interests of the public and the park and is in compliance with *Management Policies 2006*. We would appreciate your affirmative consultation as provided for in Section 2.3.1.7.

Example 2: Federal Register Notice Terminating the Chickasaw NRA GMP/EIS

DEPARTMENT OF THE INTERIOR

National Park Service

Draft General Management Plan/Environmental Impact Statement, Chickasaw National Recreation Area, Oklahoma

AGENCY: National Park Service, Department of the Interior

ACTION: Notice of Termination of the Environmental Impact Statement for the General Management Plan, Chickasaw National Recreation Area

SUMMARY: The National Park Service (NPS) is terminating preparation of an Environmental Impact Statement (EIS) for the General Management Plan, Chickasaw National Recreation Area, Oklahoma. A Notice of Intent to prepare the EIS for the Chickasaw National Recreation Area General Management Plan was published in Vol. 67, No. 184, of the September 23, 2002, *Federal Register* (59530). The National Park Service has since determined that an Environmental Assessment (EA) rather than an EIS is the appropriate environmental documentation for the general management plan.

SUPPLEMENTARY INFORMATION: The general management plan will establish the overall direction for the national recreation area, setting broad management goals for managing the area over the next 15 to 20 years. The plan was originally scoped as an EIS. However, few public comments were received in the scoping process. Although several concerns were expressed during the public scoping process, particularly on the future of the recreation area's water resources, no issues were identified for the general management plan that have the potential for controversial impacts.

In the general management planning process the NPS planning team developed three alternatives for the national recreation area, none of which would result in substantial changes in the operation and management of the area. The two action alternatives primarily focus on maintaining and protecting resources, upgrading several existing visitor facilities, addressing park maintenance/operations needs, implementing selected treatments from the recreation area's recent cultural landscape report, and conducting several future studies. The preliminary impact analysis of the alternatives revealed no major (significant) effects on the human environment nor impairment of park resources and values. Most of the impacts to the recreation area's resources and values were negligible to minor in magnitude.

For these reasons the NPS determined the appropriate National Environmental Policy Act documentation for the general management plan is an EA.

DATES: The draft general management plan/EA is expected to be distributed for a 30 day public comment period in the summer/fall of 2006 and a decision is expected be made in the fall of 2006. The NPS will notify the public by mail, website, and other means, and will include information on where and how to obtain a copy of the EA, how to comment on the EA, and the length of the public comment period.

FOR FURTHER INFORMATION CONTACT: Connie Rudd, Superintendent, Chickasaw National Recreation Area; 1008 W. 2nd, Sulphur, OK 73086, telephone: (580) 622- 2161, extension 1- 200; e- mail: *connie_rudd@nps.gov*.

DATED: _____

Michael D. Snyder, Director, Intermountain Region

Example 3: Briefing Statement Accompanying the Chickasaw GMP/EIS *Federal Register* Notice.

January 5, 2005

Notice Briefing Statement

Unit: Chickasaw National Recreation Area

Title: Notice of termination of an environmental impact statement for the Chickasaw National Recreation Area General Management Plan

Congressional District:

Oklahoma:	3rd District:	Tom Cole
	Senate:	James Inholfe and Tom Coburn

The National Park Service (NPS) is terminating the environmental impact statement (EIS) for the Chickasaw National Recreation Area General Management Plan (GMP) because it has determined an environmental assessment (EA) will suffice.

Background

- A notice of intent to prepare an EIS for the Chickasaw National Recreation Area GMP was published in Vol. 67, No. 184, of the September 23, 2002, *Federal Register*. The congressional delegation's staff was notified that the National Park Service was updating the GMP that guides the management of Chickasaw National Recreation Area during the initial scoping for this project in the summer of 2002.
- *The DO- 12 Handbook* states that it is standard NPS practice and policy to prepare an EIS for a park GMP because a GMP is a major federal action, with long- term management implications for a national park system unit (sec. 7.1A). The Environmental Quality Division, through the Associate Director for Natural Resources Stewardship and Science, may grant an exception to the EIS requirement when it is clear that the potential for significant impact does not exist. The request for a waiver was approved on December 19, 2005.
- Section 4.10 of *The DO- 12 Handbook* states that if an EIS is terminated, a *Federal Register* notice announcing the termination must be published.

Issues

- The plan was originally scoped as an EIS. However, few public comments were received in the scoping process. Although several concerns were expressed during the public scoping process, particularly on the future of the recreation area's water resources, no issues were identified for the GMP that have the potential for controversial impacts. The planning process has generated little public interest and controversy and no substantive issues have been raised by the public.

- None of the three alternatives developed for the national recreation area would result in substantial changes in the operation and management of the area. No major or significant impacts to resources from any of the actions in the action alternatives were identified in the analysis of impacts.
- Work is now proceeding on completing the GMP/EA. Converting the EIS to an EA will substantially reduce costs and time in completing the planning process.
- The draft GMP/EA is expected to be distributed for a 30- day public comment period in the summer/fall of 2006. The draft document will be mailed to the recreation area's mailing list, placed on the park's website, and be available at the recreation area and other locations. Public open houses on the draft document will be held in Sulphur and surrounding communities. Input from local/state official is anticipated upon release of the draft document. A finding of no significant impact (FONSI) is expected to be signed by the regional director, in the fall of 2006, completing the planning process.

Contact: Greg Jarvis, GMP Project Manager, Denver Service Center, 303- 969- 2198

Connie Rudd, Superintendent, Chickasaw National Recreation Area, 580- 622- 3161, ext. 1- 200

APPENDIX D: PUBLIC INVOLVEMENT

D.1 ADVISORY GROUPS AND THE FEDERAL ADVISORY COMMITTEE ACT (FACA)

Congress passed the Federal Advisory Committee Act (FACA) in 1972 to create an orderly procedure by which federal agencies may seek advice and assistance from citizens. Congress was concerned that there were too many advisory committees, and some of those advisory committees were either not contributing anything of substantive value or were duplicating another committee's efforts. Now, any time a federal agency intends to establish or utilize an advisory group having at least one member who is not a federal employee, the agency must comply with FACA and administrative guidelines developed by the General Services Administration (GSA).

A decision tree is included below that is intended to guide planners on whether or not an advisory entity is subject to FACA. In general, any panel, conference, or similar group established or utilized by a federal agency for the purpose of obtaining consensus advice or recommendations on issues or policies will likely fall within the purview of FACA. Remember that management decisions can be challenged and possibly negated as a result of FACA procedural violations.

Planners need to look at all interactions with nonfederal individuals or groups for possible problems with FACA. It is important to consider the "totality of circumstances," that could violate the committee- formation requirements of FACA, such as the purpose of any meeting, who attends, whether consensual input from participants is an objective or result, frequency of meetings, etc. It also is important to be cautious of the "appearance" of violating FACA.

In general, meetings less likely to require a chartered federal advisory committee include

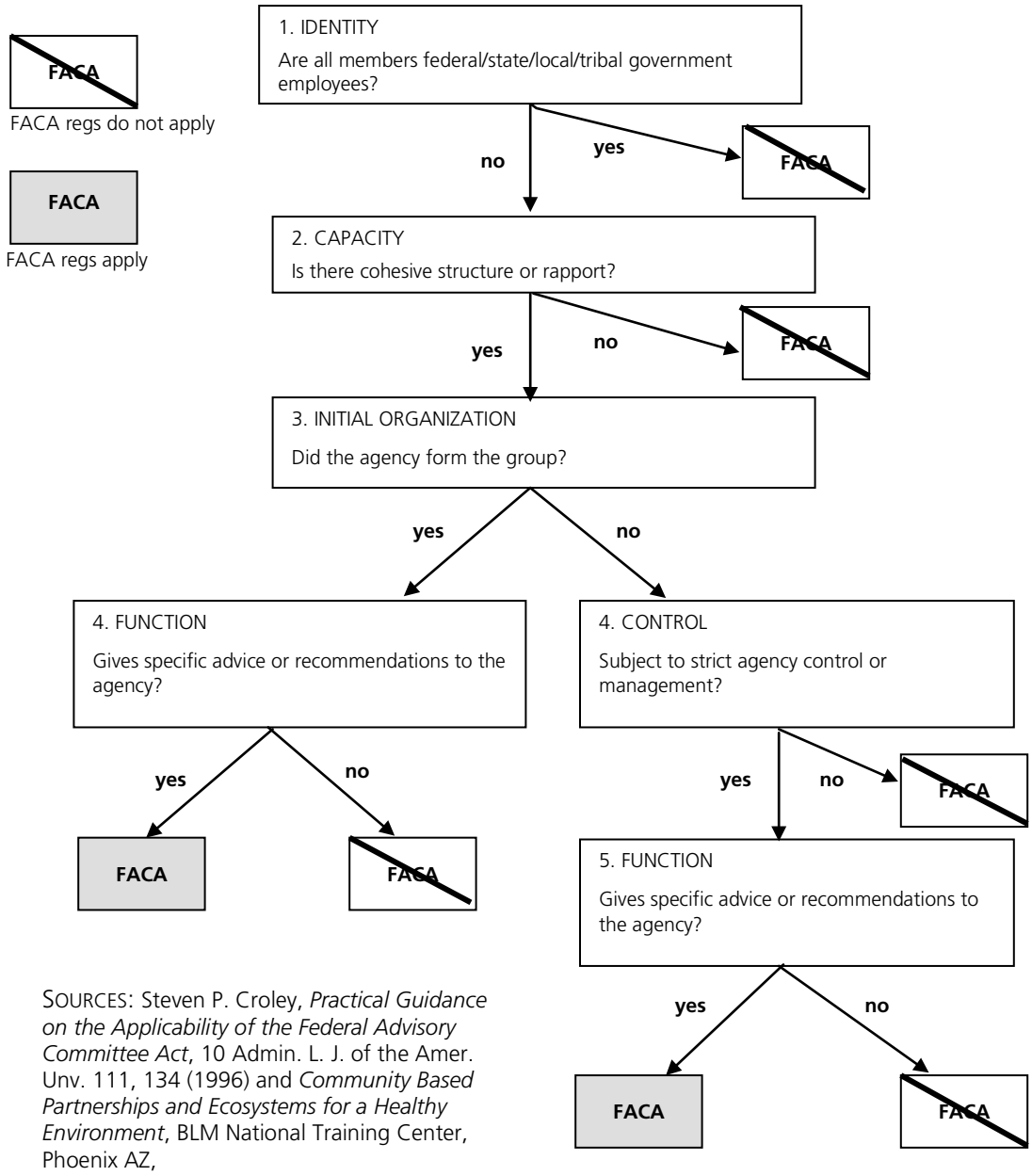
- meetings with a group of people providing individual advice or recommendations as opposed to collective advice
- meetings with individuals, provided that meetings are infrequent, individuals are not a part of the federal group meeting to reach consensus advice, or the meetings are not controlled by the agency
- occasional meetings with external organizations initiated by the agency (assuming reaching consensus or providing specific recommendations or advice is not the aim of the meeting)
- public meetings

Situations more likely to need a chartered federal advisory committee include

- partnerships with private organizations or individuals
- collaborative planning activities with private organizations or individuals
- alternatives for environmental analyses developed by citizens and groups (if this is a consensus exercise with federal participation)
- regular meetings with interest groups

If a federal advisory committee needs to be formed, there are a series of requirements that need to be fulfilled (e.g., obtain approval for the committee from the Director and Department, the committee must be federally chartered, the committee meetings must be open to the public and advertised in the Federal Register). For additional information on FACA and the Park Service, see http://www.nps.gov/policy/DOrders/facaguide.html. See also the sources in Appendix D.6.

FIGURE D.1: FEDERAL ADVISORY COMMITTEE ACT DECISION TREE



SOURCES: Steven P. Croley, *Practical Guidance on the Applicability of the Federal Advisory Committee Act*, 10 Admin. L. J. of the Amer. Unv. 111, 134 (1996) and *Community Based Partnerships and Ecosystems for a Healthy Environment*, BLM National Training Center, Phoenix AZ,

CHART FROM: Barb Cestero, *Beyond the Hundredth Meeting, A Field Guide to Collaborative Conservation on the West's Public Lands*, Tucson, AZ: Sonoran Institute, July 1999.

D.2 A TEMPLATE FOR PUBLIC INVOLVEMENT

This appendix provides a four- part template for preparing a public involvement strategy that covers the key phases in preparing a GMP/EIS or EA. The first part of the template is completed once for the entire planning project. The second, third, and fourth parts are completed for each phase of the project. The template forms and their information are just suggestions to get you started thinking and should be modified to meet your individual park's need.

While there are many approaches to developing a public involvement strategy, the following template provides a simple framework for organizing your thoughts that can be customized for a particular park and its local circumstances. The framework has been divided into parts to assist in describing it in the methods and tools section.

Part 1. Purpose of this Public Involvement Strategy and Situational Analysis (Complete once for the entire planning project.) [See example in D.2.a]			
a. Purpose b. Issues c. Public and Stakeholders d. Special Circumstances			
Parts 2–4 (Complete for each planning phase.) [See examples in D.2.b–D.2.d]			
Planning Phase:			
Part 2	a. Public Involvement Goal for this Phase		
	b. Key Planning Steps	c. Planning Product	
Part 3	Information Needed from the Public	Information Needed by the Public	
Part 4	Public Involvement Activities for this Phase	Team Member Responsible	Due Date

D.2.a Part 1: Methods and Tools for Public Involvement Strategy and Situational Analysis

Part 1 is only completed once for the project. There are four components.

1a. Purpose

1b. Issues

1c. Public and Stakeholders

1d. Special Circumstances

Purpose	Strategy
Part 1a. Identify the purpose of this public involvement strategy.	The first question a planning team needs to answer regarding public participation is: "What is the overall goal or intent of the public participation effort for this plan — what do you hope to accomplish by involving the public?" Generally, the goals of public involvement for a GMP are to inform the public of a decision to be made; to provide opportunities for the public to be heard before the decision in selecting a plan; and to provide opportunities for the public to influence the decision. More specifically, a public involvement strategy will usually have at least three primary goals: • Inform and educate the public about the need for the NPS GMP / EIS (or EA) and about the key issues being addressed. • Provide the public with opportunities for meaningful involvement in the planning and NEPA processes. • Strengthen and enhance relationships between the park and its stakeholders.
Part 1b. Identify the issues and level of controversy.	It is recommended that the list of issues and the list of stakeholders and partners (below) be developed simultaneously because it is easier to think about them that way: As the team thinks about issues it will find itself thinking of individuals and groups who are concerned about those issues. When the team thinks about the public and stakeholders, it will think of issues those groups are bound to raise. Both internal and external stakeholders need to be considered in identifying issues. For each issue the planning team should assess the level of controversy. Even people who are highly experienced in public participation get taken by surprise. Something that seems like it should be highly controversial may not generate much interest, while something that seems quite bland may become a battleground. There is no magic way to predict controversy, but there are indicators of probable controversy. The most basic indicator of controversy, of course, is the significance of the impacts. For example, if park roads are going to be built or closed, if there will be major increases in pollution added to the environment, if there will be major adverse impacts on employment, or if limits are being proposed on visitor numbers or activities, you can count on considerable controversy. It is often worth asking the superintendent or regional director what issues he or she thinks will be most controversial. There are other indicators of controversy. Issues that might by themselves seem relatively noncontroversial can become highly controversial if any of the following situations occur: • There has been a prior controversy on the same issue, (e.g. controversy over prior actions). • The issue is closely related to another major issue over which there is continuing controversy or a power struggle (e.g., snowmobile use in Yellowstone). • The issue touches on local political topics such as land use or economic development that are the basis for political debate within the area.

Purpose	Strategy
	• The issue is the total reason for existence of a stakeholder group. Sometimes people within the planning team will know the stakeholders well enough to make an informed judgment as to how intense their interest will be. On occasion, though, the only way to assess the potential for controversy is to meet with stakeholders and discuss their interest in the issue and their suggestions for what kind of participation is appropriate. These interviews or small group meetings can play an important role in developing a successful public participation plan.
Part 1c. Identify the stakeholders and partners.	If possible involve the superintendent (and possibly the regional director) in identifying the stakeholders and partners. Although it may not be possible to have these individuals actually participate in planning sessions, they should be asked the following questions: • Which public and stakeholder groups are most likely to exert influence in the park, region, and Washington? • Whose participation in the process is essential for credibility? • Are there other groups or individuals who have traditionally been associated with or involved in the park and that should be included in the planning effort? Pay attention to those who might be interested but have not traditionally been involved in the GMP planning process.
Part 1d. Identify any special circumstances that need to be considered	In developing a public involvement strategy, sometimes special circumstances need to be considered. Examples of special circumstances to consider are • cultural/ethnic sensitivities (e.g., most impacted people are from a single cultural/ethnic minority) • interest of national stakeholders (e.g., most interested stakeholders are in Washington D.C., not near the park) • distance (e.g., interested groups are scattered over a large area geographically) • issue is connected politically to other issues (i.e., it may be difficult to keep this issue distinct from other controversial issues) • political sensitivities (e.g., key political figures have positions or reputations to defend related to this issue)

Ideas to Consider in Completing Part 1

Purpose: This plan will allow [park name] to demonstrate that it has solicited public input, worked with relevant governments, communicated its intentions to the public, and incorporated the concerns of the public into the development of the plan and EIS. The plan has three [or more if needed for your park] primary goals:

- Educate the public about the need for the general management plan / environmental impact statement and about the important issues being addressed.
- Provide the public with opportunities for meaningful involvement in the planning and NEPA processes.
- Enhance relationships between the park and its stakeholders.

Issues: [A brief description the issues or concerns driving preparation of a general management plan / environmental impact statement. This information can be found in the PMIS statement and in discussions with park and region staff. For each issue, note the expected level of controversy and the rationale for that judgment.]

Example: Issue 1: Reopening XYZ Canyon to public use. Some people want the canyon opened for limited public recreational use, some prefer it be open for unlimited recreational use, and others prefer the canyon be permanently closed to recreational use to prevent resource impacts. The level of controversy is high because many local residents used to use this area before it was closed, and are upset with the NPS. Environmental groups would strongly oppose any suggestion to reopen the canyon to unlimited public use.

Public and Stakeholders: [List the individuals, groups, and stakeholders that need to be included in the planning process. Some examples of key stakeholders are listed below. Add or delete groups as appropriate.]

- The congressional delegations that are contiguous to or interested in [park name]
- Local, state, and regional elected officials from this same geographic area, as well as some of the public policy organizations that provide consultation to these officials
- Government partners, including city, township, parish, county, region, state, commonwealth, federal and tribal governments
- Private sector partners, including landowners, special interests, industry and agriculture groups, tourism councils, friends groups, Chambers of Commerce
- Park resource user groups
- Environmental and conservation groups
- Traditionally associated groups
- Tourism, business, and commerce- related groups
- Civic groups interested in public policy and environment- related issues
- Colleges and universities in the regional area of interest
- Other state, regional, and federal governmental organizations, as well as tribal governments

Special Circumstances: [Identify any special conditions that may affect public involvement in this plan. Examples could include high level of Native American involvement; politicians that are strongly interested in the park and the plan; or if the park is attracting a lot of media attention.]

D.2.b Part 2: Methods and Tools for the Planning Phase

Complete for each planning phase (i.e., scoping, alternatives, draft plan/EIS or EA. final plan/EIS). There are three parts:

2a. Public involvement goal for this phase

2b. Key planning steps

2c. Planning product

Purpose	Strategy
Part 2a. Identify the planning phase.	Parts 2-4 of the template are completed for each planning phase: the foundation, scoping, alternatives, draft plan/EIS, final plan/EIS, or record of decision.
Part 2a. Identify the goals of involvement for the public, stakeholders, and partners for this phase of the planning process.	To develop public participation objectives, simply ask: "What do we have to accomplish with the public by the end of this planning phase?" Then write an objective describing the completion of that task. Generic objectives of public participation include the following: • Inform the public about possible options. • Obtain public comment on a list of options. • Have a dialogue on the range of alternatives to be considered. • Get agreement on the range of alternatives to be considered.
Part 2b and c. Identify the key planning steps and products for this planning phase.	Identifying the key steps and products will help planners identify where public involvement is needed by clarifying the planning activities and products for this planning phase.

D.2.c Part 3: Methods and Tools for Public Information

Complete for each planning phase. Information is needed from the public, as well as by the public.

Purpose	Strategy
Analyze the exchange of information that must take place to achieve the objectives for each phase in the NPS planning process.	For each of the public participation objectives there is an exchange of information with the public that must take place. For each phase in the planning process: What does the public need to know to participate effectively at this step? Also, identify the messages the team wants to communicate to the public. ← → What needs to be learned from the public to complete this step? An example of what this analysis might look like for one objective, "Obtain a complete identification and understanding of how the problem is viewed by all significant interests," is shown below: Information exchange from the Park Service to stakeholders/public: • The nature of the planning and decision-making process • What the agency knows about the issues or concerns • Opportunities for participation Information Exchange from stakeholders/public to the Park Service: • How different groups see the issues and concerns • How the issues and concerns affect different stakeholders • The intensity of the impacts • Which parts of the public see themselves as affected This same kind of analysis is completed for each public participation objective.

D.2.d Part 4: Methods and Tools for Public Involvement Activities

Complete for each planning phase. Part 4 consists of determining public involvement activities, the responsible team member, and the date to be completed.

Purpose	Strategy
Part 4. Select the specific public involvement and partner techniques for each phase in the NPS planning process.	The next step is to select techniques that will achieve the public participation objectives. Many planners start with the step of selecting a public involvement technique without doing the strategic thinking of the preceding steps. This often results in a technique that may not be as effective in achieving objectives. Below is a list of frequently used public participation techniques. This list is divided into techniques for getting information to the public (one-way), getting it from the public (one-way) and exchanging information (interaction between the agency and the public). More information on these techniques can be found on websites referenced in the appendix. Information-providing techniques: • briefings • workshops • exhibits/displays • interpretive programs • feature stories • information repositories • mailings containing technical reports/environmental reports • news conferences • newsletters • newspaper inserts • news releases • press kits • public service announcements • presentations to groups • websites (NPS and site-specific) Information-gathering techniques: • focus groups • mail-in response forms (including advertisements, inserts or newsletters) • polls, surveys, questionnaires Interaction / information exchange techniques: • advisory groups/task forces • hotlines • interviews • open houses • participatory television/cable television • public meetings • retreats • workshops
Assign responsibilities and due dates.	Assigning responsibility for tasks and due dates ensures that tasks are not forgotten and that they are completed on time.

D.2.e Ideas to Consider in Completing Parts 2, 3, and 4 for Each Phase

Planning Phase: Scoping

Part 2 — Public Involvement

Introduce the project to key stakeholders, identify the range of publics and other interests in the area, and refine the public involvement strategy based on the information received. Determine what issues need to be addressed during the general management plan process and what concerns there are about the park and the planning process.

Key Planning Steps	Planning Product
Reconfirm information in the foundation statement. Actively engage the public in discussing and identifying issues, values, opinions, etc.	List of the issues to be addressed during the general management plan process and what concerns there are about the park and the planning process. List of those issues that will not be considered during the planning process. Newsletters #1 and #2.

Part 3 — Information Needed from/by the Public

Information Needed FROM the Public	Information Needed BY the Public
Confirmation of purpose and significance statements, primary interpretive themes, and special mandates prepared in the Foundation Statement.	Message: The NPS is pleased the process is starting and welcomes the opportunity to work with the public to develop a preferred alternative through the process
Willingness to be involved in the process and be added to park mailing list	Message: The planning team is looking for feedback throughout the general management plan / environmental impact statement planning process.
Information that may be helpful in the planning process, or people or organizations that should be involved in the planning process	Message: Planning goal is to protect the park's natural and cultural resources while providing a quality visitor experience.
Confirmation of key stakeholder and public concerns or issues that need to be addressed in the EIS.	Message: The best way to look at the various types of impacts and issues involved is through the environmental impact statement process. The EIS process allows strong public and stakeholder participation, comprehensive environmental analysis, and mechanisms to review the work at different stages in the process.
Confirmation of level of controversy for each issue among key stakeholders and public.	Message: The EIS process will help us to clearly document the environmental impacts, assess the impacts of possible management alternatives, and work with the public to develop an acceptable preferred alternative.
	Message: There will be a variety of ways for people to make their interests and issues known, including newsletters, the website, attending open houses, comment forms, informal discussions with park staff, and through elected officials.
	General management planning process, schedule and opportunities for involvement throughout process.
	Park background and orientation information.
	Draft purpose and significance statements, primary interpretive themes, and special mandates.
	Preliminary list of issues that will and will not be addressed in the general management plan, and the rationale.
	Preliminary summary of public comments and issues that will and will not be addressed in the general management plan (newsletter 2).

Part 4 — Typical Public Involvement Activities

Typical Public Involvement Activities for this Phase	Team Member Responsible	Due Date
Publish a Notice of Intent (NOI) in the *Federal Register*.		
Meet with NPS staff to discuss process and gather issues and concerns.		
Prepare scoping and meeting publicity (news releases, flyers, emails, media briefings, and other outreach techniques that will be used).		
Develop a project mailing list (or refine existing list).		
Prepare newsletter 1, with welcome information, planning process description and schedule, Foundation Statement information, park map, preliminary issues (if known), invitation to participate at meetings and throughout project, and mail back response card and request comments via the Internet. Also post on park website and PEPC.		
Prepare a PowerPoint presentation that can be used for public meetings, posted on the web, or sent to key stakeholders (and/or use the NPS planning video).		
Prepare a "frequently asked questions and answers" handout.		
Determine if there are outlets in the park or local communities to distribute information about the process and scoping meetings (e.g., backcountry permit office, visitor center, public library).		
Media Relations: at a minimum issue a press release about the planning process and public meetings. The park staff may also choose to conduct a pre-public meeting forum for the press. The objective of the media outreach will be to inform the public about the planning process and alert them to the need for interested parties to be heard.		
Send introductory letter and conduct briefings with American Indian tribes and the State Historic Preservation Officer (SHPO).		
Conduct scoping meetings (determine format that will be most effective for your public; stakeholders may provide recommendations).		
Make individual contacts with congressional delegation.		
Meet with local, state and federal agencies (e.g., U.S. Fish & Wildlife Service, state Department of Natural Resources, county board).		
Meet with private organizations (e.g., NGOs, chambers of commerce, service clubs, neighborhood organizations, etc.).		
Analyze scoping comments using PEPC; post a summary on park's website.		
Prepare newsletter #2 summarizing scoping comments, identifying issues to be addressed in the planning process and those issues that will not be addressed and why. Include a schedule of the planning process and how the public can remain involved. Inform the public of any special studies being prepared to support analysis or decisions in the process.		
Refine the public involvement strategy as necessary.		

Planning Phase: Alternatives

Part 2 — Public Involvement Goal

The public and stakeholders are introduced to and understand the alternatives. There is a clear relation to the comments received during scoping and the alternatives as presented. The public has opportunities to comment on the alternatives—pointing out strengths, areas for improvements, additional data needs and preferences.

Key Planning Steps	Planning Product
Analyze resources.	Clearly defined alternative concepts
Develop potential management zones.	List of management prescriptions
Define alternative concepts.	Description of alternatives, including management zoning maps
Develop and map alternative management zone patterns.	Newsletter #3

Part 3 — Information Needed from/by the Public

Information Needed FROM the Public	Information Needed BY the Public
Reaction to the alternatives—what are the strong points, what can be improved, as well as preferences, observations, and suggestions.	Message: The planning team has been reviewing public comments received from the scoping process, meeting with partners, and conducting environmental analyses.
Identify others to be involved.	Message: A preferred alternative has not been selected yet — we want to hear your views.
Provide additional data sources and information to help understand and prepare the impacts of the alternatives.	Message: Alternatives have been developed regarding possible changes to park operations and visitor and resource management
Information that could be helpful in selecting/developing a preferred alternative.	Message: Our planning goal is to protect the park's natural and cultural resources while providing a quality visitor experience.
Reaction to the alternatives—what are the strong points, what can be improved, as well as preferences, observations, and suggestions.	Message: GMP alternatives focus on the broadest level of decision making for the park, which is generally represented by alternative ways of zoning the park, with associated differences in resource conditions, visitor experiences, and kinds and levels of management, access, and development.
	Management zones: What are they and how are they used in park planning and management?
	Identify when the draft document will be on review and ways the public can provide input.

Part 4 — Typical Public Involvement Activities

Typical Public Involvement Activities for this Phase	Team Member Responsible	Due Date
Produce newsletter #3 with invitation to participate at a series of public meetings. Also include the following information: management zones, zoning maps, brief update on what the planning team has been doing and has learned since newsletter #2, request for comments on the draft alternatives, schedule, how to stay involved. Include a mailback response form and ask for using PEPC on the strengths and what can be improved in each alternative. Also, ask for what was overlooked and new ideas or information.		
Conduct public open houses to present the alternatives and listen to public comments.		
Take advantage of interested public group's regularly scheduled meetings or newsletters to distribute information on the GMP process and the issues that will generally be covered in the EIS.		
Conduct meetings with NPS park, regional and Washington staff.		
Prepare meeting publicity (news releases, flyers, emails, media briefings, and other outreach techniques that will be used).		
Prepare a PowerPoint presentation that can be used for public meetings, posted on the web, or sent to key stakeholders.		
Prepare a "frequently asked questions and answers" handout.		
Determine if there are outlets in the park or local communities to distribute information about the process and scoping meetings. (e.g. backcountry permit office, visitor center, public library).		
Media Relations: at a minimum a press release will be issued about the planning process and public meetings. The team may also choose to conduct a pre-public meeting forum for the press.		
Host Jurisdictional Meetings (Members of this group will be higher-ranking representatives who are decision-makers or report directly to decision-makers).		

Typical Public Involvement Activities for this Phase	Team Member Responsible	Due Date
Meet with tribal representatives.		
Meet with local, state, and federal agencies (e.g., State Historic Preservation Officer, U.S. Fish & Wildlife Service, county board).		
Conduct focus groups to identify possible approaches to resolving planning issues.		
Analyze and summarize public comments.		

Planning Phase: Draft Plan/EIS or Plan/EA

Part 2 — Public Involvement Goal

Provide input on the draft plan. Provide opportunities for public suggestions for improvements and additional information.

Key Planning Steps	Planning Product
Describe the affected environment and the environmental impacts of the alternative. Estimate the cost of the alternatives. Select a preferred alternative. Prepare and distribute the draft plan.	Draft general management plan / EIS Public summary of plan (optional)

Part 3 — Information Needed from/by the Public

Information Needed FROM the Public	Information Needed BY the Public
Feedback on the document. Indication of the level of controversy. Substantive comments and suggestions for improvements.	Message: Planning goal is to protect the park's natural and cultural resources while providing a quality visitor experience.
Overall public views and key stakeholders views of the preferred alternative. Identification of which alternative(s) the key stakeholders prefer.	Message: Although a preferred alternative will be presented, the NPS can amend that alternative based on public input. The NPS can choose a final preferred alternative based on any of the options that were analyzed in the draft EIS or EA.
Identification of who wants the draft document and in what form (hard copy, summary, CD, electronic copy, website availability).	Message: There will again be a wide variety of ways for people to make their interests and issues known, including newsletters, the website, attending open houses, informal discussions with park staff, and through their elected officials.
	Message: The NEPA process will help us to clearly document the environmental impacts, assess the impacts of possible management alternatives, and work with the public to develop an acceptable final preferred alternative.
	Description of the preferred alternative and other alternatives, and their environmental consequences.
	Explanation of the types of comments the NPS is seeking from the public in reviewing the plan.
	Description of ways to provide comments on the draft document and end date of comment period.

Part 4 — Typical Public Involvement Activities

Typical Public Involvement Activities for this Phase	Team Member Responsible	Due Date
Publish Notice of Availability in *Federal Register*.		
Produce newsletter #4 announcing the public meetings to discuss the draft EIS or EA and outlining the preferred alternative. The newsletter will encourage comment and outline the various ways the public can provide input. This will be distributed electronically, through regular mailing lists, and will be posted on the park's website and PEPC.		
Schedule a round of public outreach. All of the outreach mechanisms used in the scoping process will be used during this period. The website will be updated, internal park briefings conducted prior to the public outreach, and individual contacts made with key Congressional leaders and stakeholders.		
Prepare a Power Point presentation on the process and alternatives.		
Prepare a frequently asked questions handout.		
Post the draft plan on the park's website and PEPC.		
Prepare and distribute a press release stating the plan is available, public meeting schedule and locations, and how to get a copy of the plan.		
Host another briefing for government officials and agencies (e.g., the State Historic Preservation Officer, U.S. Fish & Wildlife Service, county board) to discuss the DEIS and solicit feedback on the preferred alternative before the public meetings. Members of this group will be higher-ranking representatives who are decision-makers or report directly to decision-makers.		
Meet with tribal representatives.		
Conduct another round of meetings to solicit public input about the DEIS and the preferred alternative. News releases, flyers, emails, media briefings, and other outreach techniques will be used to publicize the meetings. The team may consider display ads if these techniques to do not prove to be comprehensive enough.		
Encourage groups to distribute updated information about the project via their own electronic networks		

Planning Phase: Final Plan/EIS

Part 2 — Public Involvement Goal

Provide copies of the document to all interested stakeholders and members of the public.

Key Planning Steps	Planning Product
Respond to public comments on the draft plan / EIS.	Final GMP / EIS
Decide whether or not to change the preferred alternative.	Public summary of the final document (optional)
Prepare final plan / EIS.	

Part 3 — Information Needed from/by the Public

Information Needed FROM the Public	Information Needed BY the Public
Identify who wants copies of the final document and in what format.	Message: Planning goal is to protect the park's natural and cultural resources while providing a quality visitor experience.
	Message: We first looked at a very fundamental question: What do we want the park to be like in the future? Our objective in this process was to first capture people's sense of what the park should be like 20 years from now, and develop a picture of what an ideal park experience should be.
	Message: The EIS process has allowed strong public and stakeholder participation, comprehensive environmental analysis, and opportunities to review the work at different stages in the process.
	Message: This GMP is focused on the management of uses as people experience the park.
	NPS responses to substantive comment on the draft document.
	General overview of public responses to the draft document.
	Explanation of how peoples' views were used by the NPS in revising the draft document. People who have been involved in the process need to know what has been decided.
	Explanation of how the GMP/EIS will progress from this point forward.

Part 4 — Typical Public Involvement Activities

Typical Public Involvement Activities for this Phase	Team Member Responsible	Due Date
Publish a Notice of Availability (NOA) in the *Federal Register*.		
Distribute a summary of the final GMP /EIS (optional).		
One more round of jurisdictional meetings with key stakeholders will be held to present the final recommended alternative and outline the next steps. This will help park staff as they prepare for the ROD and implementation.		
Post the final document on the park website and PEPC.		

Planning Phase: Record of Decision (EIS) or Finding of No Significant Impacts (EA)

Part 2 — Public Involvement Goal

Inform the public of the decision (which alternative will be implemented in the park).

Encourage support for implementation of the general management plan.

Key Planning Steps	Planning Product
Finalize Record of Decision or Finding of No Significant Impact.	Record of Decision or Finding of No Significant Impact Summary of the record of decision

Part 3 — Information Needed from/by the Public

Information Needed FROM the Public	Information Needed BY the Public
Who wants copies of the record of decision or finding of no significant impact?	Message: Planning goal is to protect the park's natural and cultural resources while providing a quality visitor experience.
	Message: We want you to continue to stay involved in the management of the park.

Part 4 — Typical Public Involvement Activities

Typical Public Involvement Activities for this Stage	Team Member Responsible	Due Date
Publish Record of Decision (ROD) (or summary) for an EIS in the *Federal Register* or .		
Prepare and issue a press release stating the decision.		
Post the record of decision on the park website and PEPC.		

D.3 Consultations with Native Americans

Tribes are sovereign nations with whom the U.S. government maintains government- to-government relations. This relationship is addressed in the draft *DO #71A* (http://inside.nps.gov/waso/custommenu.cfm?lv=2&prg=20&id=949) as well as EO. 13175, "Consultation and Coordination with Indian Tribal Governments." See the NPS American Indian Liaison Office site at http://www.nps.gov/history/ailo/ailohome.htm.

Fully involving Native Americans in a NPS planning process can be a challenging task. However, it is critical to ensure that traditionally associated people and descent groups (including but not limited to, Native American tribes, Alaska Natives, and Native Hawaiians) are invited to participate fully, actively, and throughout the planning process. It may be necessary to look far beyond the immediate geographic area of a park (particularly in the eastern U.S.) to find culturally affiliated tribes. It also may be worth reaching tribes that are not federally recognized.

Suggestions for Native American consultations

- Prepare a letter on the park's letterhead from the superintendent, to be sent via certified mail with return receipt to retain for the record, to the chairperson of the tribe inviting government- to- government consultations between the tribe and the park.
- Clearly state the nature of the project in the letter and stress the importance of learning about any concerns the tribe might have on current operations or possible future plans.
- Suggest that a meeting could be held at a time and place of the tribe's choice and convenience, presumably at the tribe's headquarters.
- Give contact information – the name of the park person to contact with telephone number and e- mail address, presumably the park superintendent.

Mention any public meetings coming up that the tribe might wish to attend in addition to any government- to- government consultations that might be desired by the tribe.

- Having sent the letter and in the event of no response, keep informing the tribe of any public meetings coming up, and keep periodically suggesting government- to- government consultations by follow- up letters and telephone calls to the tribal chairperson.
- If there is communication, ask about other tribal officers the chairperson might wish to keep informed by the park copying them, along with the chairperson, regarding mail correspondence and notes of telephone conversations.
- Keep a record of all of the types of contact with the tribe — including letters, telephone calls, and meetings — noting date, place, and topic(s) discussed, plus persons and titles involved, and concisely report these in summary form in the section "Consultation and Coordination, Native American Consultations" in the document.

Additional information can be found at

http://www.nathpo.org/PDF/Tribal_Consultation.pdf

D.4 WORKING WITH THE MEDIA

Why should I try to work with the media?

- Most reporters approach a story from a point of view based on what they know. You can help form that knowledge base. Your task/challenge: create a favorable impression by demonstrating integrity, honesty, and a willingness to cooperate.

The media mindset:

- Favors trends over ideas
- Prefers stories with a beginning, middle, and end
- Likes to use man of the street/tie any issue with local issues
- Bases stories on who, what, when, where, why
- Newspapers generally write to a reading comprehension level of high school — or less
- Reporters cover viewpoints, not necessarily truths

What drives the story?

- For the National Park Service, conflict will drive most of our stories — the needs/wants of one group over another. Recognize the powerful relationship between elected officials and the media. One will drive the other, and the level of interest will rise.
- Media will search out the conflict to your plan, so be prepared. Don't back down, you know its coming, just state your position. If the facts are on your side, you can at least counterbalance what the others are saying, and correct misinformation.

The media does not respond well to

- long PowerPoint presentations with scientific language and other jargon
- just the facts without connecting them to a theme

The media can use

- showing concern (for example: the NPS is doing x because of our concern for future use/generations of y)
- simple language and simple themes.

What's your message?

- Figure out a point you want the audience to know and remember.
- Explain why the issue/program/policy is important.
- Explain what it will accomplish in the real world.

Frame your issue in the media mindset:

- What is new or changing?
- Does this tie into any current issues? (trends)
- Does this add a new wrinkle to a current news story?

Different ways to talk with the media:

- For background, a reporter can use the information but not the name or source. ("A senior official close to the project said . . .")
- If on the record, everything can be quoted and attributed to you.
- If off the record, the reporter agrees to take information from a protected source without writing a story or using the information attributing it to them. (Caution! This doesn't prevent the reporter from getting the same information from another source and using it). This is often why administration sources talk off the record.

D.5 Public Meeting (Open House) Pointers

The following information has been excerpted and adapted from a paper prepared for open houses at Glacier NP, and from a "Listening Session Handbook" prepared for the National Park Centennial Imitative.

D.5.a Purpose of Open Houses

Open houses are a type of public meeting frequently used by GMP planning teams because they are designed to encourage people to engage in conversation with members of the planning team. The primary purpose of the open houses for the planning team is to listen. We need to know what people think, what they know that we don't know, what their concerns are, what their hopes are. In order for people to give us good input, we also need to impart information to them about what problems we think need to address and what the public's role is in helping us.

Open houses give more people an opportunity to offer comments without the pressure of public presentation — we often receive more information from participants because of the ability to talk in small groups rather than be intimidated by speaking into a microphone in front of a large group. This format allows participation by all types of people with all types of communication styles and prevents any one interest from dominating. Also we believe we get

better information one- on- one or in small groups than we do in large meetings. It allows us to respond better to individual questions and concerns. If during an open house someone really hates this format, ask him or her what kind of format would work better for him or her, and simply write down his or her comment. This can provide useful information for planning the next round of public involvement.

D.5.b Preparing for the Session

Advance Notification/Outreach/Media

Advance Notification

- Given the short timeline for advance notification, it is best to call, fax, and email any notifications to external parties to be sure the information has been received.
- Press Releases/Meeting Information: It would be helpful to also have the information posted on your websites, both internal and external websites.

Who to Contact?

- Partner/friends groups: parks and regions can make sure these groups are notified of the meetings. Parks and regions should have the most recent updates.
- Park visitors — post signs in park and office locations, pass out flyers
- Interested groups — such as environmental and recreational groups, tourism and business organizations, schools and universities.
- City, county, state, federal government officials, tribes (contact anyone the park or region would usually contact for a more formal NEPA type of meeting)
- Other civic leaders
- Internal audiences: current employees (and their families)
- Retiree groups
- Media (see below)

Media (if applicable)

Prior to Public Meeting:

- Send press release as soon as possible
- Send media advisories within two days of event if possible - get it in the local daybook advisory
- If there is time, prepare some letters to the editors encouraging all to come and attend the meetings, submit to local/regional papers
- On day of meeting, arrange for the public information officer (PIO) or another representative to physically go to TV stations for a live interview during the news to talk about the meeting — get the message out that we want to hear from you (key is to have a good set of talking points ready to go so you know what you'll say on air) News is more likely to air this if you go to them.
- Prepare press kit. This should include any bio info for the NPS host; relevant handouts; contact lists for follow- up questions.

- Prepare talking points. Share with all staff attending the meeting. Also be prepared for other questions that may be asked, and how NPS is going to respond to those questions that evening. Suggest all other questions be directed to the PIO at the meeting, and they can be sure that the media gets a reply.

Prep for Event / During Public Meeting:

- Assign an NPS staffer to coordinate the media (a PIO if attending the meeting). This person will serve as the escort, and will help them in any capacity they need, and will guide the media for interviews, etc.
- Designate a spokesperson that will take the lead talking to the media about what we are doing here, etc. and make sure all staff knows who this person is. Share these talking points with all staff so there won't be any conflicting messages if media talks with other staff
- Have press kits ready to distribute
- For those meetings with NPS officials making statements, if they are using a sound system, consider allowing the media be able to tap into that equipment.
- Check with the location before the time of the meeting about some things the media may ask you, such as media parking, satellite truck parking, availability for audio feeds, etc.
- Identify quiet side space where media may interview NPS public figure.

Directional signs, blank posters with banner, and staff nametags can be downloaded on the website http://inside.nps.gov/waso/custommenu.cfm?lv=2&prg=62&id=5258 along with the inspirational and PEPC videos.

Type of Space

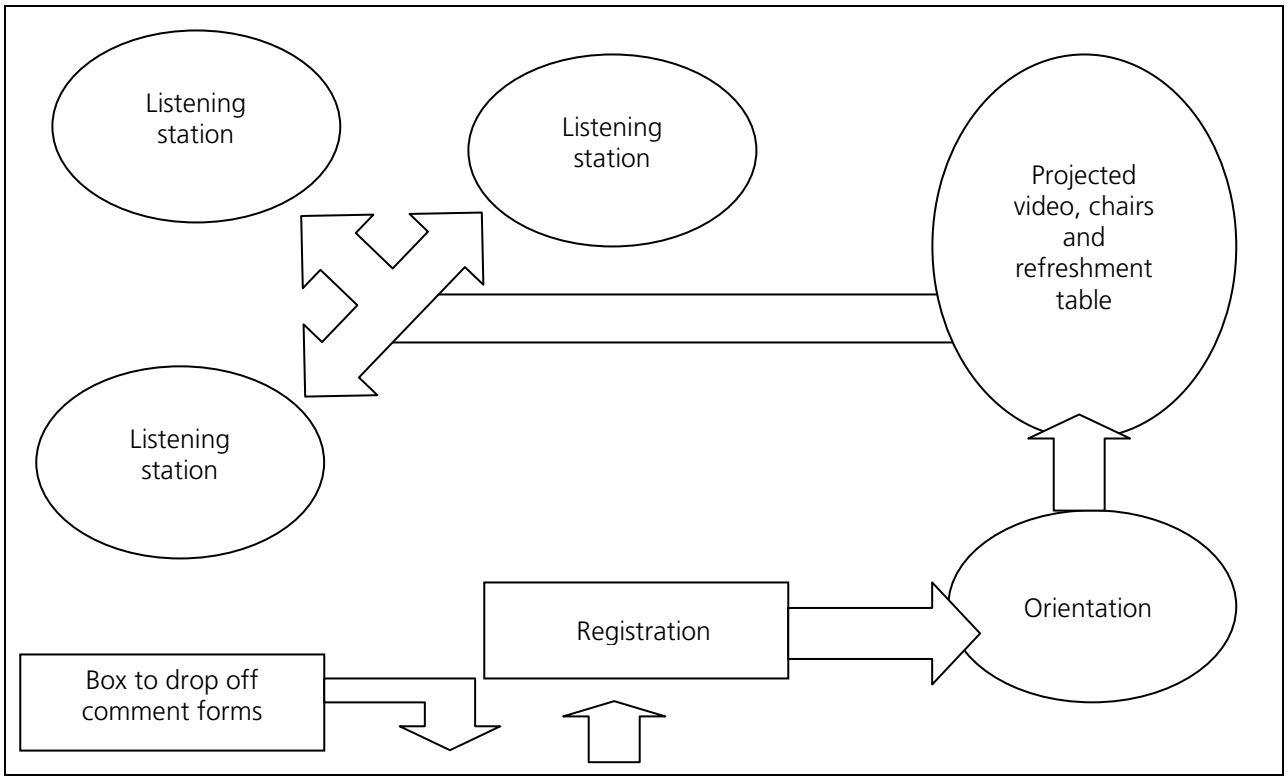
Suggested Room Characteristics

- Large open room in an easy- to- find facility
- Plenty of wall space to post completed flipcharts at the listening stations. If wall space is not available or you cannot post completed flipcharts on the walls, other methods such as using extra easels, portable bulletin boards, clothesline and pins, etc. may be used.
- Chairs for each station as well as others spread around the room to encourage people to stay and talk

Sample Room Setup

This exact setup will only happen in an ideal world. You will probably need to modify this to fit your room's characteristics. Use your imagination and common sense. Be sure to allow enough time for setting up the room. Arriving about an hour or so before the meeting time should give you enough time to move chairs and tables, set up the listening stations, hang the wall charts, find all the things that are supposed to be there (but often are not), set up the computer, screen and projector (if being used), and still catch your breath before people start arriving.

FIGURE D.2: SAMPLE ROOM SETUP



Meeting Set-up

Organization of Stations

Open houses are typically held in large open rooms with space for a variety of stations. The decision on how to organize the stations depends upon whether you expect the focus of the meeting to be on alternatives or topics. The stations can be arranged in different ways, such as around specific topic (e.g., natural resources) or question, or by alternative. Under this approach all conversation at each station would be directed toward that particular topic or question. Alternatively, each station could be an open forum with no assigned topics or questions. People could be directed to join a group whose conversations interested them the most or they could be directed to the smallest group so that group sizes remain relatively constant. This option would also allow for the setup of additional listening stations if the attendance is large and additional listening stations would allow for more opportunity for participation.

Each station is staffed by knowledgeable staff. Interested people can drop in at any time during an announced time period. When people arrive at the meeting, welcome them explain the format of the meeting and encourage them to circulate among the stations and to engage in conversation with NPS staff or other open house participants. They can just listen, ask questions, or give comments. They may choose how much time they spend at listening stations and how much they interact based upon their level of interest in a particular topic. People can walk from station to station, engaging in conversation with NPS staff and other meeting participants, form discussion groups, or just interact informally. People come and go

at will. Comments from participants may be collected in a number of ways including flipchart notes, verbatim transcript (by person dictating to a court reporter or NPS staff person at computer), or by filling in the response form in the handout.

Some open houses have scheduled overview presentations at set points during the open house; others choose to keep the groups small and focused on the stations. What you do depends upon your goals for the meeting. The park staff's past experience in public involvement could help you make the decision on how to structure the open house.

Supplies

The meeting leader needs to make sure the following items are on hand:

- Supply box
- Directional arrows (signs)
- Sign- up sheets, pencils and/or pens (to keep the sheets from blowing around, tape them to the table)
- Wall charts and posters: maps, graffiti wall paper (butcher paper)
- Exit poll (how did they hear about these open houses?)
- Handouts: Comment response forms, park brochures, newsletters, Q&A sheets, fact sheets.
- Computer, projector, and screen if appropriate

Posted throughout building:

- Directional signs

In room or just outside door:

- Large (4′ × 5′) NPS banner
- Trash receptacles for beverage cups and napkins

At registration table:

- Table and chairs for greeters
- Handouts
- Poster—"Welcome"

At orientation station:

- A few chairs and a table
- Copies of handouts
- Posters
  - "We want to hear your ideas about"
  - Map of the park

*At projected video/refreshments statio*n (if applicable):

- Computer, projector, screen, extension cord, tape to cover extension cord, video presentation loaded on computer with DVD backup
- Chairs
- Copies of the handouts
- Decide who will be responsible for procuring the refreshments and bringing needed supplies. Coffee/water/cookies or something similar (coffee urn, supplies, cups, sweetener, stirring sticks, napkins (refreshments may be combined with orientation station or placed between the orientation station and the video viewing area—determine what works best for your space)

At listening stations:

- 1–2 flipchart easels and flipchart paper
- Wall space or other option identified to display completed flipchart paper during listening session
- Tape (blue painter's tape does generally does not damage walls)
- Water based markers in darker colors (stay away from red, yellow, orange, and pink except to highlight something). Water based markers do not bleed through paper, do not have an objectionable odor, and do not squeak while you write and stray marks are washable. Mr. Sketch brand markers work well.
- Copies of relevant handouts
- 5–10 chairs — may want more if expect large crowd or have extra chairs available nearby.
- Easel and sign indicating the question under discussion
- Poster "Listening Station" at each listening station

At the Exit:

- 1–2 tables and several chairs for people to use if they want to sit and complete their handout prior to leaving the meeting.
- Box clearly identified for receiving completed comments on the handout.
- Poster — "Thank you for participating"

Staffing Needs and Roles

Staffing requirements will vary based upon the size of your venue, expected participation, and staff available to help. Staff should be clearly identifiable whether in uniforms (meeting coordinator decision) or wearing easy- to- read nametags, vests, ball caps, or some other distinctive look. Generally you will need the following:

Setup:

- Will be accomplished by the staff working the meeting.

Floaters Role:

- Circulate among the stations having light or in- depth conversations as they encounter people
- May want to begin evening near the video to welcome people and encourage them to actively participate in the listening sessions.
- Media public statement and/or interviews.

Unassigned Additional Staff:

These staff could float and pitch in to help where ever the need becomes obvious—such as adding chairs to listening stations, helping to direct people, etc.

Registration table:

Staff:

- 2–3 people

Role:

- Welcome people,
- Get them signed in (request they print their information so that it is legible),
- Answer very basic questions
- Send them to the orientation session (if applicable)
- Thank people for their participation as they leave the room

Orientation Station

Staff:

- 1–2 people

Role:

- Set the stage for participants on what we are looking for and how the meeting is organized. There are several ways to give us information—small group discussions, comment form, website, or one- on- one discussions with staff at the listening session.
- Invite people to view the video presentation prior to joining the listening sessions and to help themselves to the refreshments (if available).

Video Station (if applicable)

Staff:

- 1 person

Role:

- Operate the computer/video, answer brief questions, and send people on to listening stations
- Emphasize that the order they attend the listening stations may be random and is completely up to them

- Mention that discussions are being recorded on flip charts and they may want to spend a few minutes reading what the group has discussed prior to their involvement with the group

Listening Station

Staff (per station):

- 1 person to facilitate
- 1 person to record comments on a flipchart

Role:

- Facilitator: facilitate the session, ensure everyone has a chance to be heard, if necessary redirect the conversation toward the meeting purpose, and ask probing questions if the group goes quiet.
- Recorder: record the group's conversation. This person should be able to listen to the conversation and capture the essence of what is said, and be able to write fast and legibly.

Some Things to Expect

- People may circulate at their own pace, joining the conversation at each station as they desire. This allows many more people to "be heard" and to share their interests and concerns than in a more formal setting.
- People will not space themselves out evenly throughout the open house. They will come in waves and everything will seem frantic, and then it may be quiet. The meeting will probably start slowly and will be slow again toward the end. Retired people tend to show up in the afternoon, working people tend to show up just before or soon after the dinner hour. Some people will come, say very little, and then go away. A few people will come and stay all evening.
- Most people will be polite and friendly, a few may be confrontational.

Tips for Greeters

- Welcome people as they enter. Ask them to sign in (ask that they print clearly so the typist can read their name and address, and so that we can keep them informed).
- Explain how the open house format works. Explain the Park Service is hosting the meetings. Reiterate that we are offering the public a chance to participate in the GMP to maximize the public's valuable time. There are several ways that they can give us information — e.g., small group discussions, comment forms, recording devices, graffiti wall, computer terminals.
- Give everybody a copy of the comment form — encourage him or her to read it, because it may answer some of their questions and stimulate ideas. You may also want to prepare a handout outlining most frequently asked questions and answers.
- Be sure attendees tell us how they learned about the open house by filling out the exit poll before they leave.
- Thank them for taking the time to come and talk with us.

Facilitation Tips for Station Leaders

- Primarily, we are looking for two kinds of information from the public: things about the park that they like and don't want to see changed; and problems they believe we need to solve. During alternatives we are looking for elements they support and those they don't — and why.
- We are there to listen, not to defend park decisions, NPS policies, or the planning process. If people complain about something, ask them what they would like to see happen instead and record it.
- People often ask questions instead of offering opinions or concerns. Respond to a question like "What is the park going to do about overcrowding at the dock?" with something like, "What would you like to see us do about crowding at the dock, and how has it affected your enjoyment in the past?"
- People often offer solutions instead of problems. For example, if someone says, "The park needs a bigger boat dock." Ask, "Why do you think we should have one? What problems are associated with the existing dock? "
- When people are angry, one good way to help diffuse the anger is to acknowledge it with a comment like "I can tell you are really angry about this," or "You obviously have very strong feelings about this, tell me how you would like to see it solved." People will usually calm down and talk to you about their concern so we can understand their issue.
- Accept and record <u>all</u> comments — even if they seem outside of the scope of the plan — with one exception: Do not record offensive comments about other users or park staff. (Instead, try to find the issue behind these feelings.) People are entitled to their opinions, and we are there to listen. You can accept comments noncommittally with: "Thank you for that information," or "OK, let's write that down," or "So, what would you like to see happen if...." If someone is particularly animated, don't paraphrase their remarks — write them down verbatim or ask them to write them on a comment form in their own words.
- Check in with your recorder to ensure they are getting the comments recorded. You may have to slow the group down a bit so the recorder can keep up.
- If you are asked a question to which you do not have an answer, it is OK to say "I don't know." Refer the person to someone who does have the answer, or offer to take their name and address and get back to them. (You could carry a few 3x5 cards in your pocket for this purpose.)
- If a conversation at a listening station seems to be dragging a bit or has become unfocused, or a citizen seems hesitant about providing comments, the facilitator may want to try some brainstormed questions to stimulate ideas or get the conversation back on track, such as:
    - What kinds of things should be available (for you/your children/families/groups) to see and do?
    - What kinds of services and facilities should be available that perhaps we don't have today?

- What have been some of the most important experiences in the park for you, your family, and friends? What kinds of things should we continue in the future? What should we change or discontinue?
- Think about people you know who don't currently visit the park or who don't know that much about it. What kinds of activities and services might they enjoy (or encourage them to visit)?
- How can we make it easier to visit the park? To plan trips?
- What, if anything, do you like about this alternative? How would you modify it to make it better?
- Which elements in this alternative should not be included in the NPS preferred alternative?
- Which issues should the National Park Service focus on — and why?

Recording Tips

- Comments are easier to read if you write with the broad side of the marker, print in upper and lower case, and alternate marker colors from comment to comment.
- Print legibly and clearly. If possible, hang sheets up on the wall (or if you can't hang on the wall, devise some other method) so people can see what others have said.
- Capture complete ideas so that a few days from now, you will still know what the notes mean.
- If the conversation is proceeding faster than you can record, it is alright to ask the facilitator to "hold that thought" while you complete recording the last conversation.
- Record emotions (angry, happy, worried), and don't fall into the trap of notes like "concerned about this" — do they want more trails, fewer trails, wider trails, no trails?
- Number your flipchart sheets and the topic for your station as you go.
- After the meeting, gather all your note sheets, write your name and the facilitator's name on them (so a typist can get back to you if they can't understand something), roll the sheets up and identify the roll with the date and meeting location. Deliver them to the open house coordinator.

D.5.c After the Meeting

First of all, take a deep breath and celebrate the successful completion of the meeting. This is hard work.

Team Debrief

Take a few minutes, while everything is still fresh in your mind to answer a few questions:

- What did we do that went well and what did we learn?
- What could we have done better for future meetings?

Transcribing Flipchart Notes

- Assign a person to be responsible for transcribing the flipchart notes.

- Keep the original flipcharts until the analysis is complete in case of data corruption.

Steps for entering comments into the Planning, Environment and Public Comment (PEPC) system:

Please use the following steps to enter your flipchart notes, comment forms, video or other transcript or recorded comments into the PEPC system for analysis.

All new and existing PEPC users should contact shannon_kruse@nps.gov before entering comments so that a username and password can be assigned or the correct role can be added in PEPC.

When possible, please distinguish clearly between questions within the comment text you are entering. Refer to correspondence 146, 157, or 198 as good examples.

If you are entering a transcript or court reported comments, you do not need to separate out the comments by commenter. You can simply enter the entire transcript into one correspondence, distinguishing by question when possible.

- Open PEPC by navigating to https://pepc.nps.gov/.
- Enter your username and password as assigned, and click on the appropriate project ID for the GMP.
- On the left navigation menu, click on 'Step 7 – Public Documents & Comment Analysis.
- Click on the appropriate document.
- Under Step 7 on the left navigation menu, click on 'Correspondence.'
- Click on 'Enter Correspondence' on the top right portion of your screen.
- Note: Fields with a red asterisk (*) are required to save your correspondence.
- First and Last name fields:
  - Individual comment forms – Enter as provided by the commenter. If a first or last name were not provided on your comment form, check the 'unknown' box since these fields are required.
  - Flip chart or other compiled comment entries that do not have names identified:
    - First name — Enter the location your meeting occurred in
    - Last name — Enter "Oral Comment"
- If your comments are from an NPS meeting, please change the Organization Type to "E – NPS Employee." Otherwise, internal comments may be compiled at the region level.
- Address – If provided on your individual commenter form, enter that person's address. Otherwise enter "unknown"
- City, state, zip — Enter the city, state, zip of the session location unless provided by the individual. Otherwise, enter "unknown" for all these fields.
  - Country – Choose US unless otherwise provided
  - Under Correspondence Information,

- Select the correspondence type:
  - 'park form' for hardcopy comment forms
  - 'other' for flipchart notes
  - 'transcript' for dictation or video- taped comments
- Enter the date of your meeting under the 'date received' field unless the comment was received on another date.
- Enter other information in the 'Notes' field as necessary (e.g., Question, location of meeting if not otherwise entered)

o Copy and paste or type your comment into the 'correspondence text' field. (Formatting such as bold, italics, underline etc. are not supported.)

- If you received hardcopy comments, you can scan them as a text file and copy and paste that text into the correspondence text field.

o **SAVE** your work by clicking 'Save' on the top or bottom of the correspondence screen.

D.6 ADDITIONAL SOURCES OF INFORMATION

NPS Sources (General)

Director's Order #75A: Civic Engagement: http://www.nps.gov/policy/DOrders/75A.htm

Civic Engagement: http://nps.gov/civic

Northeast Region, Rivers, Trails and Conservation Assistance Program: www.nps.gov/phso/rtcatoolbox/

Historic Preservation Planning Program, public participation: www.cr.nps.gov/hps/pad/PlanCompan/PublicPartic/index.html

Superintendent's Guide to Public Affairs (rev. May 2001): http://classicinside.nps.gov/programs/divisioncustommenu.cfm?menuid=1987&div=27

Other Federal Agency Sources

U.S. Department of Energy, Office of Intergovernmental and Public Accountability, *How to Design a Public Participation Program,* by James L. Creighton.

Advisory Council on Historic Preservation, *Guidance on Section 106 of the National Historic Preservation Act:* www.achp.gov/usersguide.html

Council on Environmental Quality (CEQ), CEQ NEPA Guidance: http://ceq.eh.doe.gov/nepa/regs/guidance.html

Environmental Protection Agency, Public Involvement website: http://www.epa.gov/publicinvolvement/

U.S. Fish and Wildlife Service, 2001, *A Handbook for Outreach:* http://training.fws.gov/library/Pubs/outreach_handbook01pdf.pdf

U.S. Forest Service, Public Involvement website: http://www.fs.fed.us/forum/pi/

Nonfederal Sources

International Association for Public Participation: http://iap2.org

National Policy Consensus Center, *Building Trust:* http://www.keystone.org/Public_Policy/Building_trust.pdf

University of Virginia's Institute for Environmental Negotiation, The Wilderness Society, and National Audubon Society, *Collaboration: A Guide for Environmental Advocates:* http://www.virginia.edu/ien/docs/collaboration_part1.pdf

Public Involvement and Partner Tools and Techniques

NPS Rivers, Trails and Conservation Assistance Program, *Community Tools:* http://www.nps.gov/phso/rtcatoolbox/.

Federal Highway Administration, Innovations in Public Involvement for Public Transportation Planning: http://ntl.bts.gov/DOCS/trans.html

Federal Highway Administration, Public Involvement Techniques for Public Transportation Decision- making: http://www.fhwa.dot.gov/reports/pittd/cover.htm

International Association of Facilitators: http://www.iaf-world.org/i4a/pages/index.cfm?pageid=1

IPAP Public Participation Toolbox: http://iap2.org/practitionertools/toolbox.pdf

Municipal Research and Services Center of Washington, *Public Hearing: When and How to Hold Them:* http://www.mrsc.org/focuspub/hearings.aspx?r=1

Native American Consultations

Information on Native American Tribes, Alaska Natives, and Native Hawaiians can be found at the following websites:

http://www.cr.nps.gov/hps/tribal/index.htm

http://www.cr.nps.gov/nagpra

NPS American Indian Liaison Office:
http://classicinside.nps.gov/programs/division.cfm?div=20&page=home (intranet)
http://www.nps.gov/history/ailo/ailohome.htm

National Association of Tribal Historic Preservation Officers, 2005, *Tribal Consultation: Best Practices in Historic Preservation:* http://www.nathpo.org/special_projects-Best_Practices.html

Intermountain Region. 1997. "American Indian Consultation Guide Book and Directory."

American Planning Association, 2000, *Useful Public Meetings: A Practical Guide* (Chicago). Available through http://www.planning.org.

Department of Energy, 2000. "*A Guide for DOE* Employees. Working with Indian Tribal Nations."

http://www.em.doe.gov/pdfs/tribal.pdf

FACA

NPS Guide to the Federal Advisory Committee Act (2005): http://www.nps.gov/policy/DOrders/facaguide.htmlGeneral Services Administration, *Advice and Guidance on FACA:* http://www.gsa.gov/Portal/gsa/ep/contentView.do?contentType=GSA_OVERVIEW&contentId=9755&noc=T

Federal Advisory Committee Management, Final Rule, 41 CFR 101- 6 and 102- 3. *Federal Register* 66(139), July 19, 2001, 37727–50: http://www.gsa.gov/gsa/cm_attachments/GSA_DOCUMENT/FACAFinalRule_R2E-cNZ_0Z5RDZ-i34K-pR.pdf

Director's Order #75A, "Appendix C: The Federal Advisory Committee Act."

D.7 EXAMPLES OF PUBLIC INVOLVEMENT STRATEGIES

Canyon de Chelly: Example of Scoping Methods to Overcome Government, Cultural, and Language Barriers

Canyon de Chelly National Monument, located in northeastern Arizona, is situated entirely on Navajo Nation tribal trust lands. Roughly 40 Navajo families reside within and along the rims of the Canyon. Although the NPS administers the monument, the NPS and the Navajo Nation share many resource responsibilities and face mutual issues that frequently cross administrative boundaries. These unique factors required the GMP scoping efforts to include meetings with representatives of various Navajo Nation governmental departments (i.e. Parks and Recreation, Historic Preservation, Environmental Protection), meetings at local Navajo chapter houses in Chinle and nearby communities, other governmental agencies (i.e. Bureau of Indian Affairs, Natural Resources Conservation Service), and meetings with the general public in Chinle, Tsaile, Window Rock, Gallup, Farmington, and Flagstaff. Equally important were a series of meetings that the park held specifically with the resident canyon community.

From these scoping meetings, the GMP team was informed how the lack of useable water, erosion, and the spread of non-native vegetation (Russian Olive and tamarisk trees) threaten the watershed and ultimately the traditional Navajo way of life within the canyons. Conflicts between efforts to retain the privacy and livelihoods of canyon residents while accommodating increasing visitation and commercial tour operations pose additional challenges for the park and GMP planners. A summary of the responses received from the scoping meetings is presented in the August, 2004 GMP newsletter

Among the obstacles encountered by the GMP team during the Canyon de Chelly scoping process were having to gain familiarity with (and appropriate/timely access to) the multiple levels of the Navajo Nation tribal government with its inherent bureaucratic structure. Meetings and communication with different representatives at different times were sometimes necessary within a single department, and it was not uncommon to have widely divergent views expressed by different departments and representatives. Cultural and language differences sometimes hampered effective communications. But these differences were not insurmountable. The Park Service acknowledged the authority of the Navajo Nation to address issues in the monument and showed a willingness to be open, to listen to what the Navajo people were saying, and to recognize that the park and tribe had mutual concerns. The planning team focused on the key issues that were of concern in the park and did not get involved in tribal politics or support one faction over another. The team met several times with lots of people.

The willingness of the GMP team to listen to and reach out to the Navajo Nation in attempts to resolve issues of mutual concern were well-received. The park's meetings with the resident canyon community were particularly effective, and community members frequently expressed their appreciation that the NPS was willing to strengthen its ties with the community and actively respond to their issues. At these meetings, Navajo NPS employees often translated for those community members who spoke only Navajo, which further helped build trust and rapport.

The biggest success to date has been on a watershed initiative, which the NPS facilitated. The future of the watershed is a key issue for local residents, the Navajo Nation, and the Park Service. A group of NPS employees studied the watershed for a week and the Park Service took concrete steps to implement many of the recommendations of the study group. Working with local residents and the tribe, the Park Service has started to address several key problems facing the watershed, including the spread of nonnative species and the control of erosion.

Blue Ridge: Example of Scoping Methods to Overcome Distance Barriers

The linear nature of the Blue Ridge Parkway—469 miles through 29 counties and two states—is a considerable challenge when trying to accomplish meaningful scoping within a limited budget. Some of the best ways of getting GMP scoping input from the general public was through newsletters with mailback comment forms. To help improve the breadth of public participation, we made the newsletter available at the park's many visitor contact stations. Also, the park offers a brochure at the contact stations that invite people interested in the GMP to be added to the mailing list (mailback postcard). For internal field staff scoping meetings as well as public scoping meetings, a way to stay efficient and meet our goals was to split the team up, each half facilitating meetings in or near either the Virginia or North Carolina half of the park, and then meeting back at headquarters to debrief. For meetings with the planners from the 44 municipal, state, and county jurisdictions, we kept the demands on their limited time and travel budgets to a minimum by piggybacking on the agenda of previously scheduled regional meetings. For scoping meetings with regional natural, cultural and transportation experts, we identified a hotel at a driving "mid-point" along an interstate that was approximately equidistant and no more than a 2 -3 hours drive for the majority of the participants. This allowed them to arrive mid-morning and depart mid-afternoon. The park arranged for a local caterer to prepare box lunches. As a result we were able to obtain a high turnout of participants and about 4 hours of scoping input for each group over a 3 day period.

Biscayne Public Involvement

To accommodate a variety of communication styles, an open house format was used at public scoping meetings held in 5 different cities. The superintendent gave 2 brief presentations during each 5-hour time-period to inform the public about the park and the need for a general management plan.

The meeting room was arranged into stations according to topics including natural resources, cultural resources and visitor experience. Each station was staffed with a park staff member who was paired with a Denver Service Center team member. Meeting attendees were encouraged to ask questions at these stations and have their comments recorded on flip charts.

Attendees also could give written comments by submitting comment forms or writing in a notebook or on a graffiti wall. Additionally, they could comment using an audio or video recorder.

Other government agencies (city, county, state, and federal) that might have overlapping, concurrent, or adjacent jurisdiction were invited to participate in 3 planning sessions. These included an introductory group session where agency representatives learned about the other entities' missions and roles, and shared obstacles and challenges.

In the second session, agencies identified mutual goals, and discussed strategies to achieve these goals together. The third meeting involved discussion of NPS alternatives for managing Biscayne and responding to suggested modifications by the other agencies.

Also focus groups met on a one-time basis to voice concerns and offer comments.

Three newsletters were distributed to the general public, other agencies, congressional delegation, and non-governmental organizations to provide information about the planning process and to request public input. The newsletters also were posted on the park's website and allowed for comments to be submitted electronically.

At the beginning of the GMP planning process, park staff organized a tour to familiarize members of the media with the park's resources and visitor opportunities. Press releases and advertisements were used to announce and invite people to the public meetings. Throughout the planning process, park staff members met with newspaper editorial boards, appeared on various radio and television programs and gave presentations when invited to various organizations' meetings.

Other NPS Examples of Public Involvement Strategies and Plans

Public Outreach Management Plan for the Comprehensive Everglades Restoration Plan: http://www.evergladesplan.org/pm/progr_outreach_plan.cfm

The Mary Orton Company, 2002, "Grand Canyon National Park, Colorado River Management Plan Revisions, Public Involvement and Media Relations Plan."

Saguaro National Park, "Public and Partner Involvement Strategy and Saguaro Staff Participation Plan."

D.8 STANDARD TEXT ON THE RELEASE OF PERSONAL IDENTIFYING INFORMATION ON PUBLIC COMMENTS

The Department of the Interior requires all *Federal Register* notices that request public comments to include the following text (see the *Departmental Manual (DM)* 318). This text should also be included in all draft NPS documents and newsletters where the public is being requested to provide comments:

> Before including your address, phone number, e- mail address, or other personal identifying information in your comments, you should be aware that your entire comments, including your personal identifying information, may be made publicly available at any time. While you can ask us in your comment to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so.

Please note that this text will change periodically. Any question on the latest approved text should be directed to the NPS *Federal Register* liaison.

D.9 HELPFUL IDEAS AND TIPS FOR PUBLIC INVOLVEMENT IN GMPS

The following tips were generated by the park staff for the Sleeping Bear National Lakeshore GMP/Wilderness Study. The tips were taken from a powerpoint presentation, which can be found on the planner's chat web site at
http://classicinside.nps.gov/documents/NPSPlannersChat06-18-2009.pdf.

- Keep the mailing list organized and trackable throughout the planning process
- Develop a list of "key contacts;"provide personalized cover letters to the key contacts with each phase of planning documents
- When mass mailings (newsletters, documents) are being distributed, send the mailings to the key contacts first.
- Provide briefings to congressional offices prior to each release of the next phase document

- For a park web site:
    - keep it current
    - on the front page provide a link to the PEPC public site to make it easier for the public to access PEPC
    - develop frequently asked questions for the GMP and the park in general
    - post thank you letters from the superintendent
    - post planning updates and press releases
    - identify locations and times for public meetings
    - provide clarifying information as appropriate
    - provide a summary of public meetings and public comments
- Throughout the process seek out meetings with the opposition
- Make yourself available to meet with all organizations — anytime
- Hold meetings with key groups, including congressional delegation, tribes, state and local government officials, U.S. Fish and Wildlife Service, and state historic preservation officer
- Solicit employee input; conduct an all- employee meeting(s) before public meetings
- Public workshops can help the public understand the planning process, and having people with differing points of view sit at the same table can help them understand the difficulty in developing acceptable alternatives

This page has been left blank intentionally.

APPENDIX E: FOUNDATION STATEMENTS

E.1 EXAMPLES OF HOW ALL ELEMENTS OF A FOUNDATION STATEMENT INTERRELATE

The following abbreviated examples from the Lava Beds National Monument and City of Rocks National Reserve foundation statements illustrates how the purpose, significance, primary interpretive themes, and fundamental resources and values all come together in the analysis of two fundamental resources — caves and the California Trail. The park purpose and significance statement with its associated fundamental resource relating to cave structures and features are identified below.

Lava Beds National Monument

Park Purpose: Lava Beds National Monument protects and interprets volcanic and natural features of scientific interest and evidence of prehistoric and historic human settlement, use, conflicts.

Significance: Lava Beds National Monument protects and interprets the largest concentration of lava tube caves in the continental United States along with its unique environments and cave-dependent species.

Fundamental Resource: Caves.

Fundamental Resource or Value	1.1 Cave structures and features
Importance of the Resources and Values	The monument currently has more than 500 documented significant caves, which have formed in the parks basalt and andisite flows. The caves are products of volcanic processes that characterize the showering vents, rivers of molten rock, collapses and gaseous explosions that once sculpted the surrounding landscape. The park's lava tubes systems and other caves are notable for their: ▪ Abundance ▪ Complexity and lengths of passages ▪ Excellent preservation of primary volcanic features and secondary depositions. Many of the park's caves preserve archeological and historical materials including: Pictographs, remains, artifacts and CCC era developments. Sheltered deposits in caves also contain paleontological materials, along with sediments useful for evaluating past events and paleoclimate.
Current Conditions and Trends	Of the 500+ known significant caves in the park only 20% have had any formalized inventory or survey and even now many of these are out of date with current cave inventory and mapping standards. The potential area of cave development is vast, and there is a great likelihood of many more cave discoveries. Some of the park's significant lava trenches and their associated cave systems are either sourced or meander outside the current park boundary. Future agreement with neighboring federal agencies will have to be made in order to protect these important systems. The park has seen a steady rise in visitation and with it an increase in impacts on caves open and closed to the public. In the future increased monitoring, impact studies, and restoration efforts will have to be undertaken to minimize these impacts on cave resources. Along with mitigation efforts the park will have to increase its efforts to educate the public on resource fragility and light caving techniques. Many visitors lack an understanding of cave development or the sensitive ecologies the caves contain, often resulting in unintended impacts. More callus visitors have left garbage, waist, and graffiti behind and damage sensitive features. Paint guns, geo cashing, off road vehicles, and the ease of which sensitive information can be published are

Fundamental Resource or Value	1.1 Cave structures and features
	all new challenges for the park. Climate change, development in the basin, agricultural practices, and transportation all pose serious challenges for the fragile ecologies of cave systems with in the park. Little is currently known about the parks unique cave and trench microenvironments, or the ecologies of the organism dependant on these stable systems. The effects of drawing down of the local water tables, introduction of petrol chemicals off of paved surfaces, fertilizer, pesticide loading, even air and water quality are still unknown.
Potential Threats	There are many threats to cave resources and their associated features both within and outside the National Monument. As the City of Klamath Falls and the 139 corridor continues to develop the park will begin to see increased impacts from outside and in turn pressures to facilitate a growing visitor base within the monument. The most relevant current threats outside the park are now global climate change, altered plant communities, fire repression, development within the basin and agricultural practices. Agricultural and residential use of herbicide, pesticide, nitrate and fertilizer use still have unknown affects for the park caves. The threat of chemical, waist and fuel spills along road ways either inside or outside the park could have serious consequences. Also the native silence of park caves is often broken by military and commercial over flights and road noise. The silent soundscape is a precious feature of caves. Within the park, future developments to facilitate an increased visitation use could adversely affect cave resources. The resurfacing of roads, expanding campground facilities, and an increase in cave visitation could degrade the park's well-preserved cave resources. Existing infrastructure such as parking lots, broken mains and sewage lines, along with leaking septic and fuel tanks could have dire consequences for cave resources. New and outdated infrastructure both pose potential threat that could introduce pollutants, divert drainage, increase runoff and introduce invasive flora in disturbed areas. The resurfacing of roads and heavy construction equipment may damage underlying cave systems or lead to the collapse of a cave roof. The repair or the development of trail systems in a cave can adversely affect cave resources. These activities disturb natural surfaces, often break irreplaceable formations and alter the natural cave environment. The modifying of entrances can have repercussion though out the rest of the cave. With visitation inevitably comes trampling, breakage and disturbance. Lint off of clothes, hair and dead skin cells rapidly accumulates in dry caves. Litter, tattered remains of shoes and clothes, and the material fallen from pockets. The ill effects of visitation are usually unintended however a few individuals leave a heavier mark on the park. Graffiti, theft, vandalism and littering are not strangers to the park. These impacts are accumulative and can rapidly degrade cave resources. The park staff spends a large amount of time and funds every year cleaning up after a few callus guests. An increase in visitation requires that more time and funds be allocated for monitoring and restorative measures. An increase in visitation may also bring about the greater recurrence of visitors wanting an undeveloped or wilderness cave experiences. Often time cavers notify and work with park staff; however clandestine trips are not unknown. An increase in visitation to the park's little visited backcountry caves will have negative affects on previously unimpaired cave resources. The park has a history of encouraging research and working with interest groups. However, studies within the park can impact cave resources. Collections, visitation and studies can have an accumulative impact on the often pristine cave environments or less visited caves researchers want to visit. These activities require training, oversight on researchers and the implementation of non impairing research methods. Natural events such as earthquakes and volcanic activities also have potential to alter cave resources. FOIA release of sensitive cave data for wide spread distribution is a threat to the protection of cave resources.

Fundamental Resource or Value	1.1 Cave structures and features
Stakeholders	*Local and Regional Organizations:* Cave Research Foundation in supporting the preservation, data collection, and public understanding of the monument's cave resources. Shasta Grotto Speleological Society *National Organizations:* National Speleological Society, Cave Research Foundation, Bat Conservation International *Government Agencies and Tribes:* The Klamath Tribes, United States Geological Survey, Bureau of Reclamation, Modoc National Forest, Klamath National Forest, Shasta-Trinity National Forest, United States Fish & Wildlife
Law and Policies	**Cave Protection** Source: Federal Cave Resources Protection Act of 1988 (FCRPA) NPS *Management Policies 2006; NPS-77: Natural Resources Management Guidelines* Policy Direction: The Park Service manages to perpetuate the natural systems associated with the caves and karst such as drainage patterns, air flows, mineral deposition, and plant and animal communities. Wilderness and cultural resources and values will also be protected.

City of Rocks National Reserve

Purpose

City of Rocks National Reserve was created to preserve through cooperative efforts the scenic qualities and attributes of the California Trail landscape, historic rural setting, and granite features.

City of Rocks National Reserve — Significance Statement 1
As part of the largest overland emigration route in American history, City of Rocks National Reserve preserves the most intact and authentic setting of the California Trail. The trail served as a landmark and critical refuge that inspired numerous written accounts of the landscape.

Primary Interpretive Theme

City of Rocks National Reserve was a major landmark for emigrants traveling along the California Trail. City of Rocks provided rest and inspiration for the many weary travelers who were heading for Granite Pass and ultimately for California or Oregon.

Fundamental Resources and Values Associated with Park Significance Statement 1
1.1) the California Trail remnants and artifacts, such as wagon ruts, inscriptions, and encampments
1.2) the diaries, art, and other written records documenting the experiences and thoughts of emigrants passing through City of Rocks
1.3) the historic vegetation communities (1840-1870) observed by the emigrants
1.4) the geologic formations that provided landmarks and inspiration for the emigrants (e.g., naming of rocks)
1.5) the archives of the national reserve that document the signatures, historic vegetation communities, and emigrant encampments

Analysis of the Fundamental Resource 1.1 — The California Trail	
The California Trail remnants and artifacts, such as wagon ruts, inscriptions, and encampments	
Importance of this Resource	The remnants and artifacts of the California Trail are evidence of a nationally significant event. The preserved resources demonstrate the stories and facts that support the primary interpretive themes of the national reserve. These cultural resources distinguish this national park system unit from the countless miles of trail corridor that no longer provide actual evidence, bolstering their integrity and national significance.

Analysis of the Fundamental Resource 1.1 — The California Trail	
Current Conditions, Trends, and Potential Threats	The California Trail remnants and artifacts, such as wagon ruts, inscriptions, and encampments, are still obvious and recognizable. Theses cultural resources are well documented and investigated with ongoing study and research of the landscape and archeological resources that provide a baseline of information. The associated fundamental resources continue to degrade due to the forces of nature and will not remain into perpetuity, especially signatures and wagon ruts. The potential threats to the California Trail remnants and artifacts, such as wagon ruts, inscriptions, and encampments, include vandalism, cattle grazing, weather and erosion, private land uses, and visitor use impacts.
Stakeholders	State Historic Preservation Office — mission is to document and protect the historic values of Idaho Oregon–California Trail Association — a nonprofit organization advocating for preservation of the trails Access Fund — interested in climbing and recreation issues related to City of Rocks National Reserve
Laws and Policies	**Archeological Resources** *Source:* National Historic Preservation Act; Archeological Resources Protection Act; the *Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation;* Programmatic Agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (1995); NPS *Management Policies 2001;* NPS "Cultural Resources Management Guideline" (DO-28, 1996) *Policy Direction:* Archeological sites are identified and inventoried and their significance is determined and documented. Archeological sites are protected in an undisturbed condition unless it is determined through formal processes that disturbance or natural deterioration is unavoidable. When disturbance or deterioration is unavoidable, the site is professionally documented and excavated and the resulting artifacts, materials, and records are curated and conserved in consultation with the Idaho state historic preservation office (and American Indian tribes if applicable). **Cultural Landscapes** According to the National Park Service's "Cultural Resource Management Guideline" (DO-28), a cultural landscape is *a reflection of human adaptation and use of natural resources and is often expressed in the way land is organized and divided, patterns of settlement, land use, systems of circulation, and the types of structures that are built. The character of a cultural landscape is defined both by physical materials, such as roads, buildings, walls, and vegetation, and by use reflecting cultural values and traditions.* *Source:* National Historic Preservation Act of 1966, as amended (16 USC 470); Advisory Council on Historic Preservation's implementing regulations regarding the "Protection of Historic Properties" (36 CFR 800); *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes* (1996); NPS *Management Policies 2001*; NPS "Cultural Resources Management Guideline" (DO-28, 1996) *Policy Direction:* Cultural landscape inventories are conducted to identify landscapes potentially eligible for listing in the national register and to assist in future management decisions for landscapes and associated resources, both cultural and natural. The management of cultural landscapes focuses on preserving the landscape's physical attributes, biotic systems, and use when that use contributes to its historical significance. The preservation, rehabilitation, restoration, or reconstruction of cultural landscapes is undertaken in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guideline's for the Treatment of Cultural Landscapes*. **Historic Structures** *Source:* National Historic Preservation Act; the *Secretary of the Interior's Standards and Guidelines for*

Analysis of the Fundamental Resource 1.1 — The California Trail	
	Archeology and Historic Preservation; *Secretary of the Interior's Standards for the Treatment of Historic Properties*; Programmatic Agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (1995); NPS *Management Policies 2001;* NPS "Cultural Resources Management Guideline" (DO-28, 1996) *Policy Direction:* Historic structures are inventoried and their significance and integrity are evaluated under National Register of Historic Places criteria. The qualities that contribute to the listing or eligibility for listing of historic structures on the national register are protected in accordance with the *Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation* (unless it is determined through a formal process that disturbance or natural deterioration is unavoidable)

Petrified Forest National Park Foundation Statement

Ecosystem: Recovering Native Grassland of the Colorado Plateau and Riparian Areas	
Fundamental Resource/Value	• Diversity of flora and fauna, including shared characteristics of three ecological regions (Great Basin, Sonoran, Great Plains) • Ecological values — structure and composition, function, health, and recovery — owing to the lack of recent grazing relative to other areas of shortgrass prairie • Ephemeral water resources (washes, seeps and springs, tanks, tinajas, depressions) are critically important for flora and fauna • Riparian areas are critically important for refuge and habitat
Importance	• One of the best Arizona short grass, prairies, preserves habitats for a variety of flora and fauna for Colorado Plateau Region; not grazed • Refuge for several animals of concern such as, pronghorn, prairie dogs, milk snakes • Great Basin, Sonoran, Great Plains meet and diversity of flora and fauna. • Limited water resources are ephemeral and important to refuge and habitat (above).
Concerns and Opportunities	• Exotic species invasions, such as Tamarisk threaten the diversity of native plant communities. • Grazing on the park expansion lands alters native short grass prairie communities. Native grasslands could be restored on expansion lands. Restoration of grasslands could mask cultural sites. • Dumpsites, quarries, mines affect natural environments on park expansion lands. • Poaching affects wildlife. • Roads and fences on expansion lands may impede wildlife movements. • There are opportunities for black footed ferret restoration and prairie dogs protection. Expanding transportation corridors affect wildlife by further limiting or preventing movement. Opportunities include wildlife overpasses. • Nonnative elk which have been re-introduced into Arizona are moving into the park, which has not traditionally been elk habitat. • Increasing visitation and recreation demands could affect the grassland ecosystem. • A pronghorn herd is "trapped" between the interstate and the railroad, resulting in a biologically isolated herd. • There are no known federally listed threatened and endangered species or critical habitats within the park. • Sewage lagoons within the park provide an unnatural abundance of water. Wildlife has become dependent on man-made water guzzlers on expansion lands. • Seeps and springs are disappearing due to regional draw down and drought. Large-

Ecosystem: Recovering Native Grassland of the Colorado Plateau and Riparian Areas	
	scale groundwater pumping occurs from the Salt River project, generating stations, which draw from aquifers that lie beneath the park. • Manmade structures and human use can accelerate erosion, cause channelization and gullying, affecting the ecosystem. • The Puerco River corridor has upstream impacts from a uranium mine. It is also a corridor for invasive exotic plants, such as Tamarisk. It has been determined to be eligible as a Wild and Scenic River. There are opportunities to restore the Puerco River corridor. • Outside of the park, there is an underground liquefied petroleum gas (LPG) storage facility that also involves brine used to displace the LPG. The facility operates under a permit from the Arizona Department of Environmental Quality, which monitors aquifers. ADEQ and NPS Geological Resources have found no significant hazards to park resources posed by the plant. • The park has a lack of professional biological staff technicians, wildlife biologists, or botanists. • There is a need for continued inventory and monitoring of biological resources • There is a lack of baseline data regarding water quality.
Trends	• Recovery of grasslands • Disappearance of prairie dogs • Increased visitation – potential increased impacts • Exotic species invasions – increasing • Increase use of the transportation corridors • Development pressure – fractionation of habitats, disruption of migration patterns, demands for scarce water resources.
Stakeholder Interest	• AZ Game and Fish • Researchers/Universities/School groups • Local hunters • Adjacent property owners • Developers • BSNF/ADOT • Tribes • Communities/Counties • Visitors • Landowners within expansion lands have interest in continuing grazing • The concessioner will likely have interest in broadening visitor access and services. • The Bureau of Land Management and the State own lands within the expansion area, and have different missions that affect natural resources.
Relevant Laws and Regulations	• Organic Act • Lacey Act • Endangered Species Act • State Laws (i.e. hunting, water quality) • NPS Management Policies • Wildlife water • Mining Act • Clean Water Act

Ecosystem: Recovering Native Grassland of the Colorado Plateau and Riparian Areas	
	• Wilderness Act • Grazing provision in legislation • EPA polices • National Environmental Policy Act • Wild and Scenic Rivers Act (Puerco River is eligible as a Scenic River)
General Law and Policy Guidance	• The park's ecosystem is health and resilient to stress. Management occurs at multiple levels (local, regional, continental, and global), depending on the need to protect and perpetuate ecological processes. • Hydrological processes are not critically affected by human intervention and water use. These processes sustain riparian and ephemeral ecosystems in good condition, unaffected to any significant extent by human interactions. Water quality contamination levels are low enough to preclude unacceptable stress on ecological systems or processes, or damage to their physical and biological components. • Native shortgrass prairie is restored and sustained to its normal extent, structure, and role in the park's ecological systems. • Nonnative, invasive species are absent in the park's ecosystems, or if present, are effectively controlled. • Disturbance regimes, such as fire, are restored or allowed to proceed unimpeded, taking into account the protection of people and property. • Disruption of ecological systems by NPS management actions or by human actions outside park boundaries are prevented or mitigated to the extent possible.
Management Direction within Law and Policy	• Continue participation in the NPS Natural Resource Challenge, a program under way to establish science-based management in parks. Petrified Forest National Park is part of the Southern Colorado Plateau network, which is charged with helping the parks carry out a vital signs monitoring program. Specific indicators and standards will continue to be developed. Extend the program to expansion lands. • Inventory new park lands for threatened and endangered species and critical habitat. • Determine the impacts of grazing on the shortgrass prairie ecosystem and strive to mitigate or eliminate those impacts and restore the prairie. • Establish baseline information on groundwater levels and quality and determine the present human use and impact on hydrological systems. Work with agencies, local governments, residents, and others to prevent human activities from adversely affecting the hydrologic system. • Inventory, map and monitor riparian areas and ephemeral water sources. • Prepare and keep current a wildland fire management plan (with public involvement) that restores to the extent possible the ecological role of wildland fire as a disturbance regime, protects neighbors, and identifies appropriate actions in coordination with federal, state, and local agencies. • Inventory man- made structures and modifications and remove any of them that do not contribute to the purposes and management of the park. • Develop exotic plant species management area plans for the prevention and control of invasive plants. • Identify those species known to have occupied the monument in the past. Evaluate the feasibility and advisability of reintroducing missing species, and removing those that are not a part of the past ecosystem. • Identify wildlife movement routes and human impediments to movement. Develop mitigation measures and work with federal, state, and local entities and with private landowners and others to protect movement corridors.
Existing Planning Guidance	The 1993 General Management Plan and the 2004 General Management Plan Revision provide overall guidance for the management of natural resources within the original

Ecosystem: Recovering Native Grassland of the Colorado Plateau and Riparian Areas	
	national park boundaries. • Continue recovery of shortgrass prairie. • Consult with U.S. Fish and Wildlife Service to consider the feasibility of re-introducing the black-footed ferret. • Survey for threatened and endangered species. • Develop and implement a fire management plan. • Develop a resource management plan to expand site evaluation and monitoring. • Conduct a rare plant survey. • Prepare a hazardous materials plan. • Protect sewage lagoons near Rainbow Forest from floods. • Management zoning describes basic protection of natural resources, by area, within the original park boundary.
Planning Needs	• Develop a resource stewardship strategy • Extend management zoning to expansion lands
Data and Analysis Needs	• Inventory of health of shortgrass prairie ecosystem on expansion lands • Inventory of hydrological resources on expansion lands. • Inventory of threatened and endangered species on expansion lands.

E.2 Considerations for Identifying Important Cultural Resources and Values

Are the cultural resources listed on or eligible for listing on the National Register of Historic Places or as a national historic landmark?

- National historic landmarks should always be addressed in planning, whether as fundamental resources or as "other important" resources.
- Historic/cultural units of the national park system are automatically listed on the National Register of Historic Places, and many of the cultural resources within these units are likely to be "fundamental resources and values," and many could be "other important resources and values."
    - In these parks, "non- fundamental" resources and values that may be associated/ affiliated with or provide support to the fundamental resources and values are most likely to be considered "other important resources and values."
- Park units that have been created for their natural resource values may not necessarily include cultural resources in their "fundamental resources and values," unless these resources are specifically identified in the park's establishing legislation. These parks may, on the other hand, contain "other important resources and values" that are cultural resources that are listed or may be eligible for listing on the National Register

Are there strong support groups? For example,

- Are there traditionally associated peoples related to these cultural resources?
- Is there strong local and/or state political, social, or other sentiment for these cultural resources?

- Would controversy occur if these resources did not receive planning attention?

Is there a specific or critical planning issue that needs to be resolved?

For listing on the National Register of Historic Places, either a property is significant or it is not. The local, state, and national levels of significance refer to the contexts within which a cultural resource is significant. The local, state, national distinctions are not hierarchical levels of significance such as minimal, moderate, high significance (these concepts do not exist in the national register program). The National Register of Historic Places is seen as a planning tool by identifying those properties that are significant and worthy of preservation/ protection. How we preserve/protect/manage these properties is based on numerous other factors, not on any hierarchy of significance. See the *National Register Bulletin*, "How to Apply the National Register Criteria of Evaluation," chapter V, for more information (www.cr.nps.gov/nr/publications/bulletins/nrb15/nrb15_5.htm).

E.3 EXAMPLES OF SPECIAL MANDATES

Not a Special Mandate	Special Mandate
Colorado National Monument has seven historic properties that are listed in the National Register of Historic Places, along with several others that have been determined formally to be eligible. These properties are protected in accordance with the *Secretary of Interior's Standards and Guidelines for Archeology and Historic Preservation.*	Sand Dunes National Preserve, adjacent to Great Sand Dunes National Park: Hunting, fishing, and trapping shall generally be permitted on land and water within the preserve in accordance with applicable federal and state laws. Areas may be designated where, and limited periods established when, no hunting, fishing, and trapping are permitted for reasons of public safety, administration, or compliance with applicable law (Great Sand Dunes Act of 2000).
Big Dry Desert National Park's airshed is designated "class I" by federal standards.	Petrified Forest National Wilderness Area was one of the first designated wilderness areas in the national park system. It was designated by Congress on 23 October 1970 (84 Stat. 1105). The wilderness area within Petrified Forest National Park is composed of 50,260 acres (about 54% of the park) and consists of two separate units. The Painted Desert unit in the northern segment of the park comprises 43,020 acres, and the Rainbow Forest unit in the southeast segment of the park comprises 7,240 acres.
Colorado National Monument currently allows the Rim Rock Run, a foot race conducted in the fall along Rim Rock Drive under a permit. Requests for such activities are considered on a case-by-case basis.	A May 1986 court order settled a dispute about right-of-way through the monument on the eastern segment of Rim Rock Drive in Colorado National Monument. It determined that a public right-of-way exists on this segment and the use of that road for continuous travel through the monument is a nonrecreational use (including commercial traffic), for which no fee can be charged.
Friends of Big Dry Desert National Park is a not-for-profit organization that provides volunteers and raises money for park scientific research and education.	The Secretary of Interior has responsibility for establishing a "Great Sand Dunes Advisory Council." The council is to advise the Secretary with respect to preparation and implementation of a general management plan for the national park and preserve. (Great Sand Dunes Act of 2000).

Notes about the above examples:

- Properties on the National Register of Historic Places are not considered a special mandate unless there is some unusual specific legislation relating to these resources in a particular park. Typically, they are addressed as fundamental or other important resources if they meet those standards, or they may be addressed more generally under the servicewide legal and policy requirements. Air quality and endangered species are similarly treated.
- Hunting within Great Sand Dunes National Preserve is allowed by legislation, so it is listed as a special mandate, not a purpose. Hunting was a legislative compromise that led to the designation of part of the expansion lands as a "national preserve" rather than a "national park"; it is not a purpose for which the park and preserve were created.
- There is no long-term agreement to continue the Rim Rock Run; it is subject to renewal of a permit. Therefore, it is not considered a special mandate. The court-ordered right-of-way is a strong mandate.

E.4 Example of Resources and Values Considered but Determined Not to Be Fundamental to the Purpose of the Park

Example identifying what is not fundamental to help reach consensus about what is fundamental.

Visitor Opportunities at Great Sand Dunes		
Significance	**Fundamental Resources/Values**	**Considered but Not Fundamental**
Provides tremendous scenic settings that, for many, provoke strong emotional responses. These settings (including massive dunes surrounded by alpine peaks, a desert valley, creeks flowing on the surface of the sand, pristine mountains, and rural rangeland) offer spacious relief from urban America, exceptional opportunities for solitude and quiet, and a remarkably unspoiled day and night sky. Provides special opportunities for recreation, exploration, and education in the highly resilient dune mass and adjoining creek environments.	The Great Sand Dunes are attractive, inviting, and approachable. These qualities and certain inspirational, recreational, and educational opportunities must be managed and protected to maintain the park's purpose and significance: • Climbing and descending the high dunes • Experiencing surge flow, playing in Medano Creek near the dunes • Seeing the heavens (Milky Way, stars planets, comets, etc.), dark night skies must be protected • Viewing the dune mass with the backdrop of the high peaks and from the mountains. Key elements: views from west and south, viewing the dunes from the mountains, changing light conditions. Shadow and contrast especially impressive in early morning and evening. Air quality and undeveloped mountain slopes must be protected. • Seeing wildlife in its natural setting (e.g., elk, pronghorn, deer), important habitat must be protected. • Learning about the dunes system – its components and dynamic nature. Includes research, education, and stewardship opportunities. • Experiencing quiet, solitude, isolation in a wilderness environment • Driving on the sand on the Medano Pass backcountry road (high-clearance four-wheel-drive vehicle required)	The high country wilderness experience is wonderful, but is not peculiar to the Great Sand dunes, and it is probably not critical to maintaining the purpose and significance. The high country was added to the park to protect the Sand and Medano Creek watersheds. Other opportunities that were determined not to be critical to maintaining the park's purpose and significance include mountain hiking, fishing and hunting, and backcountry camping.

E.5 EXAMPLE OF ANALYSIS OF OTHER IMPORTANT RESOURCES AND VALUES

Petrified Forest National Park: Painted Desert Headquarters Complex	
Importance	The Painted Desert Headquarters Complex is eligible for the National Register of Historic Places. Renowned architects Richard Neutra and Robert Alexander created a modern planned community for visitors and NPS staff. Illustrates Mission '66.
Current State and Related Trends	Structural problems resulting from poor construction, inadequate repairs, and altered stormwater drainage problems. Staff needs improved workspace that meets current codes, visitor center needs to be improved, need for curatorial space.
Potential Future Threats	1993 GMP did not recognize the historic significance of the property and proposed demolition and relocation of headquarters to a new site. Piecemeal maintenance, if continued, may not keep up with deterioration.
Stakeholder Interest	AIA and architects nationwide interested in the works of Richard Neutra and this particular work. Arizona SHPO very interested in preserving modernism architecture, and this complex in particular.
Law and Policy Guidance	National Historic Preservation Act of 1966, as amended (16 USC 470). Advisory Council on Historic Preservation's implementing regulations for the "Protection of Historic Properties" (36 CFR 800). Section 110 of the National Historic Preservation Act and the *Secretary of the Interior's Standards and Guidelines for Federal Agency Preservation Programs Pursuant to the National Historic Preservation Act.* *Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation* "Memorandum of Agreement among the National Park Service, Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers" (1995). NPS *Cultural Resources Management Guideline* (DO-28, 1998) Condition per NPS policy: The qualities of the complex that contribute to its eligibility for listing on the national register are protected in accordance with the *Secretary of Interior's Standards and Guidelines for Archeology and Historic Preservation*, unless it is determined through a formal process that disturbance or natural deterioration is unavoidable. Management direction (with or without a GMP): Continue to maintain and repair the structures in accordance with the *Secretary's Standards* and in consultation with the SHPO. Policy level issues (may be GMP-level issues) Whether or not to invest in improving the complex to meet the needs of visitors and park staff, or replace the complex with new structures
Assessment of Information	Needed information: Condition assessments of the complex Inventory of existing space and future space needs for visitors and staff Historic structures report if decision is to retain complex.

E.6 Example Demonstrating the Relationship between Significance Statements and Primary Interpretive Themes

The following diagram illustrates the development of theme "A" from the content of four significance statements. Note the overlap and recombination of content when translating factually formatted significance statements into story- based theme statements. This set of primary interpretive themes was not only developed based on theme- writing principles that are stated above, but also on these additional, specific premises.

Each theme is the essence of a story used to help visitors explore the multiple meanings of resources. These themes represent abstractions of the actual stories, the details of which form the content of the resulting interpretive services.

Each theme incorporates universal concepts: large ideas that mean something to everyone, though not necessarily the same thing to everyone.

Each is stated as a single sentence that includes tangible and intangible elements. Within the sentence structure itself, content often tends to progress from tangible resources to intangible resources to universal concepts.

Tangible and Intangible Heritage Resources of Hawai'i Volcanoes National Park	
Set of Significance Statements	**Set of Primary Interpretive Themes**
Hawai'i Volcanoes National Park features Mauna Loa and Kilauea, two of the most active volcanoes in the world. Mauna Loa — measured from its base deep beneath the surface of the sea to its peak — contains more material by volume than any other mountain on Earth The unusually high degree of approachability to the park's active volcanism affords opportunities for fundamental and detailed research not duplicated (or even approached) in any other park in the world, offering relatively safe experiences with lava flows, fountains, and other products of active volcanism. The long history and collaborative nature of the research performed by the USGS Hawai'i Volcano Observatory and others at Hawai'i Volcanoes National Park have made Mauna Loa and Kilauea among the most studied and best understood volcanoes in the world. Hawai'i Volcanoes National Park provides critical living space in a wide variety of ecological zones for the highly endemic native biota, much of which is threatened or endangered, requiring active management of native and non-native species. The diversity and importance of the cultural resources in Hawai'i Volcanoes National Park — and the protection of natural features and processes afforded by national park status — combine to make Hawai'i Volcanoes critically important to the perpetuation of traditional native Hawaiian religion and culture. Hawai'i Volcanoes National Park encompasses the largest expanse of Hawaiian natural environment managed as wilderness, with the associated wilderness values of natural sounds, lack of mechanization and development, natural darkness, and opportunities for solitude. The park's resources are so rare, valuable, and inspirational to all the people of the world that the United Nations has declared the park an International Biosphere Reserve and a World Heritage Site. Hawai'i Volcanoes National Park protects the most extensive tract of protected montane tropical rain forest in the National Park Service.	The approachable, active volcanoes of Hawai'i Volcanoes National Park allow first-hand discovery of and connection with one of the most fundamental forces of our world — in both its creative and destructive roles. The journeys of the Hawaiian people, who continue to inhabit these rich and diverse lands, include cultural clashes, adaptations, and assimilations that provide enduring lessons about human resourcefulness, interdependence, and respect for the life of the land. In Hawai'i, active volcanism created an isolated home for a few immigrant species that gave rise to a rich yet fragile endemic biota; due to the accelerating change brought about by human actions, much of that unique heritage continues to be lost to extinction, challenging all of us to learn from the past and work together to preserve the remaining native plants and animals. Kilauea, the home of Pele, is sacred to many Native Hawaiians: it is a place of birth and the well-spring of many spirits and forces; the active volcanism, the features of the terrain, and the plants and animals that live there are all important to Native Hawaiian sense of identity, unity, and continuity. Hawai'i Volcanoes National Park provides an opportunity for people to experience the values of Hawai'i's diverse wilderness; the park's designation as a World Heritage Site and International Biosphere Reserve attests to its importance as a benchmark for monitoring

E.7 EXAMPLES OF SERVICEWIDE LEGAL AND POLICY REQUIREMENTS

Example 1: List the laws and policies, then management action and direction in a table

Dry Tortugas National Park	
Law or Policy	**Management Direction / Action**
Endangered Species Act of 1973 Migratory Bird Conservation Act of 1929 Fish and Wildlife Coordination Act of 1958 Marine Mammal Protection Act of 1972 NPS *Management Policies* *NPS-77: Natural Resources Management Guideline*	Policies and guidelines for natural resource direct that the park must • Identify and complete the inventories of natural resources for baseline information. • Maintain and protect the natural ecological processes occurring in the Dry Tortugas and its immediate environs. • Minimize impacts of human activities, developments, and uses on marine and terrestrial resources. • Establish systems to monitor the condition of key natural resources and to identify and monitor threats to those resources. • Continue to close areas of the park to protect birds and turtles during mating season. • Manage endangered, threatened, and candidate species.
36 CFR 1.5, 1.6, 1.10, 2.1, 2.2, 2.3, 2.4, 2.5	CFR Title 36 provides authorization for • Closing areas and limiting public use to protect resources • Prohibiting the destruction, defacing, or disturbance of resources • Protecting fish and wildlife and permitting research

Example 2: List the topic, then generically how laws and policies are applied in a table

Petrified Forest National Park	
Topic	**Current Laws and Policies Require that the Following Conditions Be Achieved**
Visitor Experience and Understanding	Visitor and employee safety and health are protected. Visitors understand and appreciate park values and resources and have the information necessary to adapt to the national park environments. Visitors have opportunities to enjoy the park in ways that leave resources unimpaired for future generations. Recreational uses are promoted and regulated. Basic visitor needs are met in keeping with park purposes. To the extent feasible, facilities, programs, and services in the park are accessible to and usable by all people, including those with disabilities.

Example 3: Put applicable laws and policies in a list in an appendix

Note: In this example, management strategies for fundamental resources and values that are guided by laws and policies were discussed in the front of the document, without citing specific laws and policies. This appendix was provided as a reference to authorities.

Colorado National Monument
Cultural Resources
American Indian Religious Freedom Act of 1978 (42 USC 1996)
Archeological Resources Protection Act of 1979 (16 USC 470)
Advisory Council on Historic Preservation's implementing regulations regarding the "Protection of Historic Properties" (36 CFR 800)
National Historic Preservation Act, section 110, and the *Secretary of the Interior's Standards and Guidelines for Federal Agency Preservation Programs Pursuant to the National Historic Preservation Act*
Executive Order 13007, May 24, 1996, Indian Sacred Sites
Indian Self-Determination and Education Assistance Act of 1975 (25 USC 450-451n, 455-458e)
Memorandum of Agreement among the NPS, Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (1995)
Museum Properties Act of 1955
National Historic Preservation Act of 1966, as amended (16 USC 470)
National Park Service's Cultural Resources Management Guideline (Director's Order 28, 1998)
National Park Service's Museum Handbook
Native American Graves Protection and Repatriation Act of 1990 (25 USC 3001-3013)
Presidential Memorandum of April 29, 1994, Government-to-Government Relations with Native American Tribal Governments
Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation

Example 4: Narrative description of how most resources are managed within applicable law and policy

Zion National Park
Air Quality
Zion National Park is designated a class I area under the Clean Air Act. This designation allows air quality characteristics, including visibility, to be degraded the least, compared to other Clean Air Act designations.
Desired Conditions: Zion's class I air quality is maintained or enhanced with no significant degradation. Nearly unimpaired views of the landscape both within and outside the park are present. Scenic views, which are integral to the visitor experience and have been identified in the park as per the Clean Air Act, are substantially unimpaired. For example, Mt. Trumbull and the Kaibab Plateau, both over 50 miles away in northern Arizona, can usually be seen from Lava Point. Park staff carry out prescribed fires to replicate ecological conditions and/or reduce dangerous fuel loading, in a manner that minimizes local effects to visibility from smoke production.
Strategies: The National Park Service would continue to work with appropriate state and federal government agencies, industries, nearby communities, land managers, the Southwest Utah Planning Authorities Council (SUPAC), the Utah Division of Air Quality, and the Western Regional Air Partnership to maintain park and regional air quality.
Park staff and other scientists would inventory and monitor air quality in the park to gain baseline data and to measure any significant changes (improvement or deterioration) to Zion's airshed. This would include a complete inventory of in-park emission sources, as well as those in the immediate vicinity of the park.
The Park Service would review, comment on, and recommend actions to minimize or reduce emissions from sources being proposed within 64 miles (100 kilometers) of Zion.
Park managers also would attempt to minimize the effects of in-park pollution sources on air quality. For example, emissions from burning wood in campgrounds and residences may be reduced by establishing nonburn days or by banning wood-burning stoves.

APPENDIX F: ALTERNATIVES

F.1 EXAMPLES OF ALTERNATIVE CONCEPTS EMPHASIZING VARIOUS INTERPRETIVE THEMES

The following examples show how a park's primary interpretive themes can play an important role in developing alternative management concepts for GMPs. The first example is for a hypothetical park.

Spanish Colonization National Park (a hypothetical example)

Technique	Alternative Concept
Start with significance and fundamental resources and values of Spanish Colonization NHP	Spanish Colonization NHP contains the nation's most complete and diverse representation of landscapes, structures, archeological and ethnographic resources, and museum collections reflecting and documenting the history of first contact and interactions between the Spanish and the American Indians in the lower Rio Grande valley during the Spanish Colonial period. These resources, compared to other historic communities in the Southwest, offer a high degree of integrity representative of a long history at this site. Fundamental Resources and Values: • Landscapes – cultural landscapes, natural landscapes • Structures – associated with Fremont, ancestral Puebloan/Spanish contact,; • Archeological resources – prehistoric, historic • Ethnographic resources – historic and existing cultures, interactions, landscapes The park contains sites and resources that have been and continue to be important to the Tohono O'Odham and Pueblo traditional people for hundreds of years. Fundamental Resources and Values: Same as above.
From significance statements, brainstorm topics that incorporate significant resources and summarize important and related stories. Develop and evaluate draft primary theme statements. (Are they important, clear, comprehensive, concise, useful, complete, and accurate?)	**Theme A:** Containing the nation's most complete and diverse archeological and ethnographic resources that depict first contact between Spaniards and American Indians in the lower Rio Grande valley, Spanish Colonization National Historical Park offers opportunities to explore many of the cultural biases that are often exhibited in first-contact situations, and comparisons of how some biases tend to hinder survival while others tend to increase the likelihood of survival. **Theme B:** The landscapes, structures, artifacts, and museum collections that document the history of cultural relationships between Spaniards and American Indians inhabiting this area help us better understand the potential for diverse cultures to work together to achieve mutually sought goals such as security, health, individual freedom, and success. **Theme C:** The park continues to be an important cultural touchstone to the Tohono O'Odham and Pueblo traditional people, and offers insights into the deep and abiding attachments between people and places.
Use the resulting primary interpretive themes in brainstorming alternative concepts and area-specific desired conditions.	The park's set of primary interpretive themes is designed to be a single conceptual construct. These primary themes are designed to work together, as a whole, to represent the entire set of park significances (as described by the park's set of significance statements). Even so, individual themes focus on different aspects of the stories, meanings, and resources. As the planning team brainstorms alternative management concepts in a general management planning workshop, Theme A might prompt consideration of the importance of public interaction with the park's tangible archeological and ethnographic resources. These insights might in turn assist the planning team in determining the type and location of facilities, such as trails or curatorial facilities, for the purpose of prompting visitor reflection on bias (cultural and personal) and its impacts on survival, then and now. The brainstorming prompted by Theme A would likely apply to every management concept, although how those ideas are enacted might differ from one concept to another. Theme B might prompt the planning team to consider how best to manage landscapes, structures, artifacts, and the museum collections to fulfill the intent of providing visitor

Technique	Alternative Concept
	experiences that increase understanding and appreciation of the potential for diverse cultures working together to achieve mutually sought goals. For example, decisions about landscapes might weigh the importance (or unimportance) of preserving certain viewsheds. Decisions about structures might include providing direct visitor access only to those structures that best accomplish the intent of this theme, which then leads to specific facility management implications. Decisions about artifacts might include displaying only those artifacts that best help achieve the intent of Theme B (rather than maintaining the displays of artifacts that don't contribute very well to this or other themes). These ideas might have staffing implications regarding curation and the operation of the visitor center. Decisions about the park's collections might include whether or not to actively curate and store the bulk of the collection on site, which results in other facility design and management decisions, as well as staffing decisions. The brainstorming prompted by Theme B would likely apply to every management concept, although how those ideas are enacted might differ from one concept to another. Theme C might prompt the planning team to consider how best to provide high-quality visitor experiences for the general public in only limited portions of the site. Other portions of the site would allow only specialized access for tribes to enable affiliated peoples to maintain some of their historic connections to this important place. Implications of this theme include site management that provides a variety of ways to help the general public understand and appreciate the thinking behind such limited-access management decisions that may, initially, seem unjust to many visitors. The brainstorming prompted by Theme C would likely apply to every management concept, although how those ideas are enacted might differ from one concept to another.

Little Rock Central High School National Historic Site

	Interpretive Themes
Interpretation is an educational activity that is designed to provoke thought and curiosity, convey messages, encourage emotional connections, and help people enjoy, appreciate, and protect park resources and values. Interpretive planning includes determining what are the key messages, stories, concepts, and experiences associated with a park site, and recommending the best ways to communicate those messages and stories and provide those experiences. Interpretive themes are those key messages, stories, and concepts that are important for visitors to understand. They provide the foundation for interpretive programs and media (although they need not include everything that is interpreted in the park). Six primary interpretive themes were developed for the National Historic Site.	**1**. The Event: The integration of Central High was a landmark battle in the struggle for civil rights. It forced the people of a city and a nation to confront themselves on the issue of discrimination, created an international problem for the country by exposing racism in American society, pitted federal upholding of constitutional civil rights against states rights of self-governance, and provided a foundation for supporting and forging new attitudes of racial tolerance. **2**. Civil Rights Movement: The *1957-58* events at Central High School constituted one of many battles in the ongoing struggle for equal rights for all. The integration of Central High School was the first prominent implementation of the Brown v. Board of Education of Topeka decisions by the U.S. Supreme Court. Subsequent events have demonstrated that racial discrimination would not be obliterated quickly or easily. **3**. Use of Executive Power: President Eisenhower's issued Executive Order 10730, which provided "Assistance for the Removal of an Obstruction of Justice within the State of Arkansas" — a national commitment to enforce civil rights. It was one of the few times that a president has exercised his right to use executive power to contravene state authority on behalf of African-Americans' civil rights. **4.** Equal Rights: In the Declaration of Independence, the United States proclaimed as its founding philosophy a commitment to certain "self evident truths," including the assertion that "all men are created equal." Almost 200 years later, and after several Constitutional amendments that strengthened and clarified that commitment, events at Little Rock Central High would put it to a monumental test. **5.** The School: Central High is more than a building. It is a symbol of excellence in education, an architectural achievement, the end of a segregated school system, and humanity at its best and worst. **6.** The City and the State: As the relatively progressive capital of a southern state — with several integrated institutions including the library, public buses, parks, and the University of Arkansas Graduate Center — Little Rock seemed an unlikely site for civil unrest over the issue of school integration. However, a series of events

Interpretive Themes	
	in the state exposed significant white opposition to desegregation and created an explosive situation.
Alternative Concepts Based on Interpretive Themes	
Several alternative concepts emphasizing different themes were developed for consideration and analysis before selecting a preferred alternative. In each alternative the interpretive program would cover all of the themes; however, some themes would be emphasized over others, with implications for resource management and visitor experience opportunities. The preferred alternative emphasizes "The School" and "Equal Rights," and proposed a large visitor center on location; another alternative emphasizes "the City and the State," and proposed a joint visitor center with the city.	Alternative 2 — The Site (Preferred Alternative): The Central High School and its historic scene would be the focal point of this concept. Visitors would be provided with a full range of orientation and interpretive services to understand the events of 1957 and how those events influence today's educational system. Theme 5: The School Theme 4: Equal Rights Alternative 3 — The City: This alternative provides an overview of the *1957* events at the high school and the relationship of these events to other Civil Rights sites located in and around the City of Little Rock. Visitors would have the opportunity to learn about the events that took place not only at the high school but also at related sites throughout the City of Little Rock. Theme 6: The city and the State Theme 3: Use of Executive Power Alternative 4 — The Legacy: This alternative includes elements of traditional on-site visitation combined with emphasis on scholarly study of the events at Central High School, the Civil Rights movement in the United States, and their effect on the national and international Civil Rights movement. Theme 1: The Event Theme 2: Civil Rights Movement

F.2 Examples of Alternative Concepts for GMPs

Carl Sandburg Home National Historic Site

Alternative	Concept
Sandburg Center	This alternative is the proposed action, the NPS preferred alternative, and the environmentally preferred alternative. The park would serve as a national, if not worldwide, focal point for interpretation and research about Carl Sandburg. This concept recognizes that significant Sandburg related resources exist outside the park. The park already enjoys close relationships with the University of Illinois Library in Urbana-Champaign which houses an extensive collection of the author's manuscripts and personal correspondence and the Carl Sandburg Historic Site in Galesburg, Illinois which interprets his birthplace and life. This concept would not duplicate or compete with any of these institutions but would rather foster strong partnerships that would encourage and support continued learning about the work and life of Carl Sandburg. The park would coordinate closely with these and other organizations and individuals to promote knowledge of and access to as complete a collection of Sandburg related information and resources as possible. The Main House and grounds of the park would remain the center piece of the interpretive program at Connemara. The intent of this concept is not to divert attention from the historic significance of these features but rather to enhance a visitor's understanding of Carl Sandburg by providing access to more in-depth information about his works and life. Creating additional high quality interpretive venues is seen as an essential component of the alternative. Additional venues would be created by rehabilitating one or more historic structures near the main house or barn for interpretive program areas, renovating the existing visitor contact station to improve its interpretive and visitor services functions, and creating a visitor center in a new or existing structure on property purchased or leased by the NPS outside the authorized park boundary. Access to Sandburg information, literature, and research would be provided through an extensive internet database and other mass media formats. Visitors who come to the site in person would have an extraordinary opportunity to learn about Sandburg's life and works through participation in a variety of interpretive programs. The alternative provides additional

Alternative	Concept
	museum quality environments where visitors would be able to view objects and other information contained in the museum collection.
Paths of Discovery	In the Paths of Discovery alternative, the park would strategically blend the community's need for additional walking opportunities with the mission and overall function of the National Historic Site. In turn, the park would look outward to the community for help with internal park needs such as additional parking, enhanced visitor services, and administrative infrastructure. The Paths of Discovery alternative acknowledges the important bond that exists between the park, local governments, and park neighbors and relies upon its traditionally close partnerships with them to identify, protect, and enhance both park resources and local quality of life values. Prescriptive management zones for the alternative are shown in Figure 2-g. Many people visit the park specifically to enjoy its pastoral beauty. The Paths of Discovery alternative would incorporate the activity of walking as a significant component of the interpretive program by adding a pedestrian only interpretive trail connecting the visitor entrance area with the historic back gate and the barn area. Enhanced interpretive opportunities would be available at an improved visitor information station in the visitor services zone. A visitor center would be created in a new or existing structure on property purchased or leased outside the current authorized boundary of the park. The visitor center would be developed in partnership or through donation of property and/or services with preservation groups, friends groups, individuals, and/or local, county, and state governments to reduce development and/or maintenance costs to the NPS. Specific details regarding such partnerships or donations would be developed at a future date in a memorandum of understanding or partnership agreement.
Connemara Lifestyle	In the Connemara Lifestyle alternative, visitors would experience Connemara much as Carl Sandburg knew it. Park management would concentrate its efforts and resources on maintenance of the site's historic landscape, structures, and furnishings and providing high quality interpretive programs on site and at local schools. Prescriptive management zones for the alternative are shown in Figure 2-j. Primary access to the objects and information contained in the museum collection would occur at the main house, the expanded visitor information station, and through the internet or other mass media formats. Opportunities for access to objects and information would be greater than existing conditions but less than the Sandburg Center or Paths of Discovery alternatives. An improved visitor information station in the visitor services zone, expansion of the existing parking area, and additional NPS controlled parking area outside the currently authorized boundary of the park would improve the parks ability to serve park visitors. The Connemara Lifestyle alternative acknowledges the uncertainty of receiving significantly increased federal funding by taking a more conservative approach than the Sandburg Center or Paths of Discovery alternatives to new infrastructure, staff increases, and added maintenance responsibilities.

Pictured Rocks National Lakeshore

No Action	Preferred Alternative	Alternative A	Alternative C
Continue existing operations and visitor facilities concentrated at the west and east ends of the lakeshore. Continue to provide a diversity of visitor use facilities from backcountry to drive- in campsites; primitive trails to boardwalks; unpaved to paved roads; and self-directed interpretation to ranger-	Expand opportunities for visitor use while preserving the central portion of the national lakeshore in a primitive, relatively undisturbed state (propose wilderness in Beaver Basin). Manage national lakeshore for the perpetuation and protection of the natural environment and the preservation of cultural	Continue management as in the no- action alternative with some minor visitor facility improvements. Continue to provide a diversity of visitor use facilities and experience opportunities throughout the national lakeshore. Preserve the central portion of the national lakeshore in a relatively	Make the national lakeshore an easier and more convenient place to visit while keeping much of the lakeshore in a natural state. Provide additional facilities and infrastructure to accommodate use and make it easier to get to primary features. Explore ways to accommodate additional recreational use and to

No Action	Preferred Alternative	Alternative A	Alternative C
led programs. Continue to preserve the central portion in a primitive, relatively undisturbed state.	features while making them available for appropriate public use. Provide additional and more convenient access to significant features in the west and east portions of the national lakeshore. Maintain the diversity of visitor opportunities in a way that would not further degrade resources.	primitive, undisturbed state.	continue to provide a diversity of uses and experience opportunities throughout the national lakeshore.

Colorado National Monument

Alternative A	Alternative B	Alternative C
This alternative would continue existing management practices, resulting in current resource conditions and visitor opportunities, the logical progression of probable trends over time. It is required as a baseline against which the other alternatives can be compared. Without the guidance of a current general management plan, there would not be a clear focus for setting priorities. Management would continue to tend to be reactive to the crisis of the moment rather than being proactive toward specific goals.	This alternative would weave Colorado National Monument into the regional ecosystem on the northeastern edge of the Colorado Plateau by pursuing common stewardship goals with government agencies, tribes, educational institutions, and communities. While managed as a unit of the national park system for all Americans, the monument's importance to and long relationship with the Grand Valley would be recognized as a foundation for our shared future. Providing a spectrum of opportunities for people to connect to the monument's important resources and values and to form a conservation ethic would be emphasized. To that end, the strategy would be to prepare for expected regional demand to enjoy the monument while protecting resources. By strengthening individual relationships, partnerships can be formed for the future protection of common regional and ecosystem goals in the Grand Valley.	This alternative would make Colorado National Monument a benchmark of undisturbed ecosystems on the northeastern edge of the Uncompahgre Plateau. Land managing agencies would form partnerships to provide a full spectrum of resource conditions and visitor opportunities. Within the mosaic of public lands, the monument would be a distinct control plot focused on the preservation of its important resources and values. Colorado National Monument would be an outdoor laboratory for learning and developing a conservation ethic. Emphasis would be placed on its role in the national park system, while recognizing the importance of relationships with the residents of the Grand Valley.

Sequoia/Kings Canyon National Parks

A: Reduce Use and Development: Emphasize Natural Ecosystems and Biodiversity	B: Continue Current Management (No Action)	C: Guide Growth: Preserve Traditional Character and Retain the Feel of Yesteryear	D: Guide Growth: Preserve Basic Character and Adapt to Changing User Groups
The parks are natural resource preserves; they are primarily valued because they contain publicly owned resources that will	The parks are managed as they are now in accordance with approved plans (such as development concept plans, and the 1996 *Giant*	The parks present a traditional rustic park character and a feel of yesteryear. The lower impact recreational activities popular	The parks preserve some of their traditional rustic park character, while they are accessible to diverse user groups. They have

A: Reduce Use and Development: Emphasize Natural Ecosystems and Biodiversity	B: Continue Current Management (No Action)	C: Guide Growth: Preserve Traditional Character and Retain the Feel of Yesteryear	D: Guide Growth: Preserve Basic Character and Adapt to Changing User Groups
be conserved for the future. Levels of use are lower, and visitor experiences are more directly connected to natural resources. The parks are in strong contrast with surrounding lands that are under increasing pressure for use and development, but parks aggressively cooperate with managers of surrounding lands to enhance range-wide biodiversity.	*Forest Interim Management Plan)*; negative resource impacts and visitor demands are responded to by relocating development, reducing some uses, or expanding developed areas. Visitor uses are reassessed and revised as new information about natural resource impacts emerges or as a result of public pressure.	from the 1920s to 1960s are emphasized. Redesigned developed areas accommodate limited growth. Negative impacts on natural resources are controlled, maintaining current conditions.	expanded facilities to meet users' needs, and interpretive programs instill a sense of park values. Negative impacts on natural resources are controlled or mitigated, resulting in the improvement of some resource conditions.

Selma to Montgomery National Historic Trail

Alternative	Concept
Alternative A	Story of the March: This alternative would tell the story of the Selma to Montgomery Voting Rights March as defined by events between March 7 and March 25, 1965 in Dallas, Lowndes, and Montgomery counties, Alabama. Under this alternative, Trail-related interpretation and educational opportunities would emphasize a limited range of interpretive themes related directly to local march activities.
Alternative B	Regional Struggle: This alternative builds on the story of alternative A, providing information on the broader 1965 efforts to gain voting rights by the African-American community in the City of Marion and Dallas, Lowndes and Montgomery counties, Alabama. Under this alternative, Trail-related interpretation and educational opportunities would emphasize a wider range of interpretive themes than alternative A, stressing early grass roots organizing, the march, and the aftermath of the march in the surrounding counties.
Alternative C	National Struggle: Alternative C includes the stories of alternatives A and B, but adds a national focus by interpreting the progression of citizenship rights in the United States. This alternative would discuss African-American efforts to achieve voting rights in the larger context of the Modern Civil Rights Movement. This historical framework would help visitors to understand that the Selma to Montgomery Voting Rights March was not an isolated event, but an integral part of the evolving role of African-Americans in American democracy. Under this alternative, Trail-related interpretation and educational opportunities would emphasize the full range of interpretive themes.
No-Action Alternative	The no-action alternative would continue current management activities and trends. No major changes in visitor programs, resource management or facility development would occur. This alternative would involve the minimal actions required to preserve and maintain the cultural and natural resources associated with the march and its related sites.

Blue Ridge Parkway (Draft)

Alternative	Concept
Alternative A (No Action)	Alternative A is a re-articulation of how we are managing the parkway now The parkway is managed primarily as a designed landscape as defined by the park's 1930s and 40s master and land use plans. The primary visitor experience would continue to be the recreational on-parkway driving experience. The primary cultural resource management focus would be on protecting and preserving the historic design elements of the parkway, including the roadway, its designed landscapes, and traditional recreational visitor amenities, such as camp-grounds, concession lodges, picnic areas, and visitor centers. The primary natural resource management focus would be on protecting natural resources, especially globally imperiled habitats and T&E, as guided by current law and policy.

Alternative	Concept
Alternative B	Alternative B is inclusive of the original management concept yet provides a more proactive strategy for integrating natural and cultural resource and visitor use management. The parkway would continue to be managed as a designed landscape for public enjoyment focusing primarily on the traditional parkway driving experience (much as it is now). This alternative differs from alternative A by defining management zones and prescriptions that support the historic parkway design and traditional experience yet make needed 21st century adjustments in management priorities. Alternative B would (1) enhance protection of both sensitive natural and local cultural heritage resources; and (2) address changes in visitor use patterns and resource protection needs by providing some additions or modifications to park facilities and visitor opportunities. Regional heritage information and activities would remain focused at sites within the park, such as visitor centers or venues like the Blue Ridge Music Center.
Alternative C	Alternative C incorporates proactive management strategies with evolving values about the parkway experience reaching beyond the boundary, while retaining the fundamental character of the traditional parkway experience. The park's core mission would remain the preservation of the historic parkway design and traditional driving experience. Some of the management focus would shift to embracing some non-traditional visitor use and protection values that have evolved since the 1940s: -- protecting sensitive natural resources using more comprehensive strategies -- providing safer opportunities for bicycling -- accommodating amenity upgrades at campgrounds -- linking visitors to recreational and heritage experiences outside park boundaries

Rosie the Riveter / World War II Home Front National Historical Park (Draft)

Alternative	Concept
Alternative A (No Action)	The no-action alternative provides a baseline for comparison in evaluating the changes and impacts of the "action" alternatives. In this alternative, each park site would continue to be adapted to accommodate contemporary uses. The National Park Service would continue to gather home front stories and establish the World War II Home Front Education Center.
Alternative B	The park would provide visitors multiple opportunities throughout Richmond to be immersed in an authentic World War II era home front experience. The cooperating partners would work to preserve and make accessible the historic sites, structures, and areas where visitors would experience the multi-faceted and complex stories of the American home front. By having the opportunity to explore the exteriors and interiors of Richmond's significant historic properties, visitors would understand the city's connection to the total war effort. The 10,000-square-foot World War II Home Front Education Center would have exhibits, interpretive media, and research opportunities to make connections to the national story. To realize this concept, the National Park Service would commit to building and sustaining relationships with citizens, neighbors, cooperating partners, and other communities of interest.
Alternative C	Rosie the Riveter/World War II Home Front National Historical Park would provide visitors the opportunity to understand the multi-faceted American home front story at the World War II Home Front Education Center. This facility would contain a unique collection of oral histories, stories, and associated artifacts, and would host opportunities for cooperating partners to share their stories. The center would be a nationally recognized institution that would interpret the impacts on and legacy of the American home front effort during World War II. The NPS would involve other cultural and educational institutions in telling this rich story, and would assist in community efforts to preserve the exteriors of significant historic properties in Richmond.

F.3 EXAMPLE OF POTENTIAL MANAGEMENT ZONES

SAGUARO NATIONAL PARK MANAGEMENT ZONES

	SENSITIVE ZONE	PRIMITIVE ZONE	SEMIPRIMITIVE ZONE	NATURAL ZONE	SIGHTSEEING CORRIDOR ZONE	DEVELOPED ZONE
RESOURCE CONDITION						
Natural Resources	Natural resources would be maintained in pristine condition. Fragile and unique resources would be protected. Protecting the integrity of natural processes, including the conservation of biodiversity and the functioning of ecosystem processes, would be the highest management priority. Tolerance for resource modifications or degradation would be extremely low.	Natural resources would be maintained in pristine condition. Protecting the integrity of natural processes, including the conservation of biodiversity and the functioning of ecosystem processes, would be the highest management priority. Tolerance for resource modifications or degradation would be extremely low.	Natural resources would be maintained in excellent condition, approaching or matching the pristine nature of the primitive zone. Protecting the integrity of natural processes, including the conservation of biodiversity and the functioning of ecosystem processes, would be the highest management priority. Tolerance for resource modifications or degradation would be low.	Natural resources would be maintained in excellent to good condition. In some places resource conditions could exhibit the signs of human use. The sights and sounds of adjacent residential land development could be present. Tolerance for resource modifications or degradation would be low to moderate.	Natural resources could be highly modified and manipulated to accommodate and withstand maintenance and high levels of visitor use. Tolerance for resource modifications or degradation would be moderate to high.	Natural resources could be highly modified and manipulated to accommodate and withstand high levels of visitor use. Tolerance for resource modifications or degradation would be moderate to high.
Geologic Processes, Landforms and Soil	Geological processes and landforms would be maintained in a natural condition. Minimal soil erosion would be permitted due to	Geological processes and landforms would be maintained in a natural condition. Minimal soil erosion would be permitted due to low levels of use	Geologic processes and landforms would be maintained in a natural condition. Minor soil erosion would be permitted due to moderate levels of	Geological processes and landforms would be maintained in a natural condition. Minor to moderate soil erosion would be permitted due to moderate levels	Geologic processes and landforms could be somewhat modified to provide for a safe experience. Corridors would be planned and designed so that	Geologic processes and landforms could be highly altered to provide facilities for visitor use and park operations. Moderate soil erosion could be

	SENSITIVE ZONE	PRIMITIVE ZONE	SEMIPRIMITIVE ZONE	NATURAL ZONE	SIGHTSEEING CORRIDOR ZONE	DEVELOPED ZONE
	extremely low levels of use.	and proper trail and facility design.	use and proper trail and facility design.	of use and proper trail and facility design.	landforms maintained a natural appearance. Minor soil erosion could be permitted along trail or road shoulders.	permitted due to high levels of visitor and administrative use.
Vegetation	Native vegetation communities and patterns would be maintained to the greatest extent possible. Plant communities would be monitored regularly, and invasions by nonnative species would be aggressively controlled.	Native vegetation communities and patterns would be maintained to the greatest extent possible. Plant communities would be monitored regularly, and invasions by nonnative species would be aggressively controlled.	Native vegetation communities and patterns would be maintained where possible. Invasion by nonnative plant species could be higher than in the primitive zone due to higher levels of visitor use. Invasions would be controlled where possible.	Native vegetation communities and patterns would be maintained where possible. Invasion by nonnative plant species could be higher than in the primitive zone due to higher levels of visitor use. Efforts would be made to detect, prevent, and control invasions of nonnative plants where possible.	Vegetation along trail or road corridors would be native species and could be modified to provide for safe, slow-speed travel. Vegetation management would strive to maintain natural appearances and density. Efforts would be made to detect, prevent, and control invasions of nonnative plants.	Appropriate native species would be used for landscaping around developed facilities. Efforts would be made to detect, prevent, and control invasions by nonnative plants.
Wildlife Habitat	Preserving and protecting sensitive resources, natural conditions, and habitat would be the highest priority in this zone. Habitats would be restored as nearly as possible.	Preservation of wildlife habitat would be a primary goal of this management zone. Natural conditions would be preserved, and altered habitats would be restored as nearly as possible.	Preservation of wildlife habitat would be a goal of this management zone. Natural conditions would be preserved, and altered habitats would be restored as nearly as possible.	Preservation of wildlife habitat would be a goal of this management zone. Natural conditions would be preserved, and altered habitats would be restored where possible.	Corridors would be managed to reduce impacts on wildlife, such as road kill and habitat fragmentation. Adverse impacts on wildlife would be mitigated using numerous techniques such as installing culverts for wildlife crossings, diverting	Impacts on wildlife and habitat would be eliminated using proper facility design and siting. Adverse effects of development on wildlife and habitat would be mitigated by minimizing the size of disturbances.

	SENSITIVE ZONE	PRIMITIVE ZONE	SEMIPRIMITIVE ZONE	NATURAL ZONE	SIGHTSEEING CORRIDOR ZONE	DEVELOPED ZONE
					traffic to other routes, speed bumps.	
Sound and Lightscapes:	Natural sounds would dominate. Distant urban sights and sounds could intrude at times. Habitats for sensitive and protected species would be free of intrusive noise.	Natural sounds and dark night skies would dominate. Distant urban sights and sounds could intrude at times. Habitats for sensitive and protected species would be free or nearly free of intrusive noise.	Natural sounds and dark night skies would be com-mon. Nearby urban sights and sounds would intrude at times. Habitats for sensitive and protected species would be free or nearly free of intrusive noise.	Natural sounds and dark night skies would be com-mon. Nearby urban sights and sounds would intrude.	Natural sounds and dark night skies could occur during low use periods. The sights and sounds of other park visitors would often be present. The timing, location, and duration of park operations that cause noise, such as landscaping activities, take resource needs and visitor enjoyment into account.	Natural sounds and dark night skies would not be expected in this zone. The sights and sounds of other park visitors would most often be present. The timing, location, and duration of park operations that cause noise, such as land-scaping activities, take resource needs and visitor enjoyment into account.
Fire Management	Fire management would vary based on the vegeta-tion that occurs in this zone. Arizona upland desert-scrub fire starts would be suppressed. Fires that start in desert grasslands or forested vege-tation areas would be man-aged for resource protection and visitor safety.	Fire management would vary based on the vegetation that occurs in this zone. Arizona upland desert-scrub fire starts would be suppressed. Fire starts in forested vegetation areas would resume and continue the natural role in the ecosystem. Prescribed fire, would be used	Fire management would vary based on the vegetation that occurs in this zone. Arizona upland desert scrub fire starts would be suppressed. Fires that start in desert grasslands or forested vegetation would be managed for resource protection and visitor safety.	Fire management would vary based on the vegetation that occurs in this zone. Fires in Arizona upland desert scrub would be suppressed. Fires that start in desert grasslands or forested vegetation zones would be managed for resource protection and visitor safety.	Fire management would be intensive for vegetation along road corridors. Frequent patrols and surveillance would be used to reduce the risk of fire.	Fires management would be intensive to protect park facilities, visitors, and desert scrub vegetation communities.

	SENSITIVE ZONE	PRIMITIVE ZONE	SEMIPRIMITIVE ZONE	NATURAL ZONE	SIGHTSEEING CORRIDOR ZONE	DEVELOPED ZONE
		where appropriate. Wildland fire use would be managed to maintain a natural fire regime, benefiting resources.				
VISITOR OPPORTUNITIES/EXPERIENCE						
Overall Visitor Experience	Visitors would have outstanding interpretive opportunities because access would be provided only on a ranger-led interpretive tour.	Visitors would have outstanding opportunities for primitive recreation, solitude, adventure, self-discovery, and self-directed learning.	Visitors would have opportunities for primitive recreation with some solitude, adventure, self-discovery, and self-directed learning.	Visitors would have easy access to a wide range of recreational activities with some opportunities for solitude, adventure, and self-discovery.	Visitors would enjoy a slow, safe, relaxing, meandering tour route for vehicles and bicycles. There would be multiple opportunities to stop along the route for sightseeing, wildlife viewing, picnicking, or interpretive opportunities.	Visitors of all ages and abilities would have opportunities to learn about park resources. Visitor comforts and basic needs would be met, and there would be numerous opportunities for programs and interactions with park staff.
Interaction with Resources	Visitors would be in close contact with the rich resources of the park. Natural sights and sounds would dominate the visitor experience.	Visitors would be in close contact with the rich resources of the park. Natural sights and sounds would dominate the visitor experience.	Visitors would be in close contact with the rich resources of the park. Natural sights and sounds could dominate; however, the sights and sounds of nearby urban communities could intrude.	Visitors would be in a natural setting, with opportunities for close contact with the rich resources of the park nearby. Natural sights and sounds could be present; however, the sights and sounds of other visitors and urban communities would intrude.	Visitors would primarily enjoy seeing resources and have opportunities for interaction with park resources. The sights and sounds of other visitors and urban communities would dominate.	Visitors would have some opportunities for interaction with park resources. The sights and sounds of other visitors would dominate.
Interpretation/ Education/ Orientation	Interpretation and education would be provided on ranger-led tours.	Interpretation and education opportunities would be minimal	Interpretation and education opportunities would be moderate and	Interpretation and education opportunities would be moderate and	Interpretation and education opportunities would be moderate, includ-	Interpretation and education opportunities would be extensive, includ-

	SENSITIVE ZONE	PRIMITIVE ZONE	SEMIPRIMITIVE ZONE	NATURAL ZONE	SIGHTSEEING CORRIDOR ZONE	DEVELOPED ZONE
		and include brochures, wayside exhibits, and interpretive signs primarily for visitor safety. Ranger-led tours could be provided.	include brochures, wayside exhibits, and interpretive signs. Ranger-led tours could be appropriate. Direction and safety signs would be present.	include brochures, wayside exhibits, interpretive signs, or nature trails. Ranger-led programs would be appropriate. Direction and safety signs would be present.	ing scenic overlooks, wayside exhibits, or nature trails. Direction and safety signs would be present.	ing orientation, slide shows, exhibits, books. Nature trails with wayside exhibits and interpretive signs could be present. Ranger-led programs would be present.
Use Levels/Density/ Encounters	Visitation levels would be extremely low. Most opportunities would be in small guided tour groups. Encounters with park staff and other visitors would be high.	Visitation levels would be low. Encounters with park staff and other visitors along trails would generally be infrequent due to the dispersed nature of the experience. Encounters with a few other visitors in backcountry campsites in the Rincon Mountain District would be expected.	Visitation levels would be moderate. Encounters with park staff and other visitors on trails would generally be moderate due to the dispersed nature of the experience. Encounters with other visitors would be high during peak use and at entry points or points of interest.	Visitation levels would be moderate. Encounters with park staff and other visitors on trails would be generally moderate due to the dispersed nature of the experience. Encounters with other visitors would be high during peak use and at entry points or points of interest.	Visitation levels would be moderate to high. Encounters with other visitors would generally be frequent, particularly at pull-offs, overlooks, interpretive exhibits, and waysides.	Visitation levels would be extremely high. Encounters with other visitors and park staff would be routine.
Activities	Activities would be ranger-led walks or hikes. This zone would be for day use only.	Activities would include backpacking, hiking, horseback riding, running, and viewing flora, fauna, and night skies. Backcountry camping would be permitted in the Rincon Mountain District.	Activities would include hiking, horseback riding, running, and viewing flora and fauna. This zone would be for day use only. Visitors would be required to stay on trails.	Activities would include hiking, horseback riding, running, biking, and viewing flora and fauna. This zone would be for day use only. Visitors would be required to stay on trails.	Activities would include motorized touring, sightseeing, bicycling, running, walking, dog walking, and specifically permitted activities (e.g., organized runs). This zone would be for day use.	Activities would include picnicking, running, walking, biking, wildlife viewing, dog walking, and interpretive and educational programs. Visitors would use this zone for day use only.

	SENSITIVE ZONE	PRIMITIVE ZONE	SEMIPRIMITIVE ZONE	NATURAL ZONE	SIGHTSEEING CORRIDOR ZONE	DEVELOPED ZONE
		This zone would be for day use only except for overnight camping in the Rincon Mountain District. Visitors would be required to stay on trails; some opportunities would exist for off-trail travel above 4,500 feet.			Visitors would be required to stay on trails or roads.	Visitors would be required to stay on trails and roads.
Skills, Risk, Time Required	Visitors would need a moderate to high level of physical ability. Time commitment would be a few hours to tour this zone.	Visitors would need considerable physical endurance and ability. An in-depth knowledge of outdoor skills and being totally self-sufficient would be required. Time commitment could be several hours to several days to experience this zone.	Visitors would need an average level of physical ability. A moderate knowledge of outdoor skills and being relatively self-sufficient would be recommended. Time commitment could be moderate (<4 hours) to experience this zone.	Visitors would need an average level of physical ability. A moderate knowledge of outdoor skills and being relatively self-sufficient would be recommended. Time commitment could be moderate (<4 hours) to experience this zone.	Visitors of all levels of physical ability could enjoy this zone. Knowledge of outdoor skills and self-sufficiency would not be needed. Time commitment could be 1 to 2 hours to experience this zone.	Visitors of all levels of physical ability could enjoy this zone. Knowledge of outdoor skills and self-sufficiency would not be needed. Time commitment would vary, depending on information or services desired.
LEVEL OF DEVELOPMENT						
Type/Character of Access Routes	Absolutely essential natural trails and signs for visitor and staff safety.	A limited number of designated natural surface trails.	A low to moderate number of designated natural surface trails.	A moderate number of natural surface and paved trails.	A highly developed trail/road corridor with paved and unpaved surfaces.	A highly developed trail/road area with paved and unpaved surfaces.
Amount and Character of Signs	There would be no interpretive signs.	Minimal directional and safety signs would be permitted.	Minimal directional and safety signs would be permitted.	Directional, safety, and interpretive signs would be permitted.	Regulatory, directional, safety, and interpretive signs would be permitted.	Regulatory, directional, safety, and interpretive signs would be permitted.
Trail Type (see appendix E for definitions)	Trail type C could be developed. Light use.	Trail type C could be developed. Light to moderate	Trail types B and C could be developed.	Trail types A and B could be developed.	Trail types A and B could be developed.	Trail types A and B could be developed.

	SENSITIVE ZONE	PRIMITIVE ZONE	SEMIPRIMITIVE ZONE	NATURAL ZONE	SIGHTSEEING CORRIDOR ZONE	DEVELOPED ZONE
	High skills needed. Unpaved surfaces, natural materials, moderate rock or root protrusions.	use. Intermediate to high skills needed. Unpaved surfaces, natural materials, moderate rock or root protrusions.	Heavy to light use. Beginner to high skills needed. Unpaved surfaces, natural materials, moderate to occasional rock or root protrusions.	Heavy use. ADA accessible, minimal skills needed. Paved and unpaved surfaces, none to moderate rock or root protrusions.	Heavy use. ADA accessible, minimal skills needed. Paved and unpaved surfaces, none to moderate rock or root protrusions.	Heavy use. ADA accessible, minimal skills needed. Paved and unpaved surfaces, none to moderate rock or root protrusions.
Types of Facilities	No facility development other than what might be needed for resource protection and visitor safety. Any development footprint would be the minimum required to meet the needs of resource protection and visitor safety.	Facilities could include a few designated, natural surface trails and horse hitching rails. Support facilities may be permitted if determined necessary to support preservation of resource values. In the Rincon Mountain District only, facilities could include a small number of designated backcountry campsites with associated pit toilets, fire rings, and food storage containers. This zone will have the smallest footprint for any new or existing facilities (the minimum size needed to protect resources and meet health, safety and visitor use requirements).	Facilities could include designated, natural surface trails, and horse hitching rails. Support facilities may be permitted if determined necessary to support preservation of resource values. The footprint of any new or existing facilities will be the minimum size needed to protect resources and meet health, safety and visitor use requirements. Some minor changes might be permitted when necessary to provide for trails, pit toilets, and other minimal visitor facilities.	Facilities could include designated, natural and paved surface trails, and horse hitching rails. Facilities could include shade ramadas, restrooms, benches, and drinking fountains. The footprint of any new or existing facilities would be the minimum size to meet health, safety, and visitor use requirements. Some moderate changes might be permitted when necessary to provide for trails, and other minimal visitor facilities.	Facilities could include designated, natural and paved surface trails, pull-outs, wayside exhibits, interpretive trails, and trailheads. The footprint of any new or existing facilities would be determined based on the size required to meet health, safety, visitor use, and administrative needs.	Visitor facilities could include visitor centers, fee/entrance kiosks/stations, trailheads, picnic areas, wayside exhibits, and parking areas. Administrative facilities could include maintenance, headquarter operations, parking areas, and employee housing. The footprint of any new facilities would be determined based on the size required to meet health, safety, visitor use, and administrative needs.

	SENSITIVE ZONE	PRIMITIVE ZONE	SEMIPRIMITIVE ZONE	NATURAL ZONE	SIGHTSEEING CORRIDOR ZONE	DEVELOPED ZONE
MANAGEMENT ACTIVITIES						
Resource Management and Visitor Protection Activities	Management activities would include research and monitoring activities, wild fire suppression, wild land fire use, and prescribed fire operations, with limited staff intervention for resource protection.	Management activities could include research, wild fire suppression, wild land fire use, and prescribed fire operations, resource management, and backcountry patrols.	Management activities could include research, wild land fire suppression operations, resource management, and backcountry patrols.	Management activities could include research, resource management, and backcountry patrol.	Management activities could include road patrol, resource impact mitigation, and interpretive and educational activities/services.	Management activities could include road patrol, resource impact mitigation, and interpretive and educational activities/services.
Visitor Management	No physical controls (fences, barriers) would be placed on visitors. A high degree of regulatory controls (ranger-led tours) would be placed on visitor movement and access.	A low degree of physical controls (fences, barriers, designated trails) would be placed on visitor movement and access. Regulatory controls (e.g., no off-trail travel below 4,500 feet, group size and length-of-stay limits) could be used to manage visitors for safety and resource protection.	A low degree of physical controls (fences, barriers, designated trails) would be placed on visitor movement and access. Regulatory controls (e.g., no off-trail travel below 4,500 feet, group size) could be used to manage visitors for safety and resource protection.	A low degree of physical controls (e.g., fencing, barriers) would be placed on visitor movement and access. Regulatory controls (e.g., no off-trail travel below 4,500 feet) could be placed on visitor movement and access.	A moderate degree of physical controls (e.g., fencing, barriers) would be placed on visitor movement and access. Regulatory controls (e.g., no speeding) would be placed on visitor movement and access.	A high degree of physical controls (e.g., fencing, barriers) would be placed on visitor movement and access. Regulatory controls (e.g., no off-trail hiking) would be used for visitor movement and access.
TRAIL TYPES (see appendix E))	C	C	B, C	A, B	A, B	A, B

CULTURAL RESOURCES — PARKWIDE MANAGEMENT ZONE		
Resource Condition	**Visitor Experience**	**Level of Management and Facilities**
Archeological resources, historic structures, cultural landscapes, and ethnographic resources as possible traditional cultural properties would be identified, evaluated for national register eligibility, protected, and preserved unless it is determined through appropriate environmental analysis and consultations with the Arizona state historic preservation officer, Native American tribes, and other interested parties that disturbance is unavoidable. If significant resources must be disturbed, adequate mitigation would be undertaken beforehand. The park would continue to consult with associated American Indian tribes to identify ethnographic resources in order to develop and accomplish programs in a way that respects the beliefs, traditions, and other cultural values of the Indians who have ancestral ties to park lands.	Visitors would have opportunities to learn about and see the cultural resources of the park. These resources might include structures, landscapes, archeological sites, rock art, or historic districts. Visitor "discovery" sites might be enhanced with interpretive signs.	Inventories will be conducted to identify and evaluate cultural resources and nominate appropriate sites to the National Register of Historic Places. Monitoring sensitive cultural resources, such as historic structures, prehistoric rock art, and village sites and rock shelters, might result in documentation, stabilization, or hazard abatement. Required compliance with Section 106 of the National Historic Preservation Act would be met for all undertakings. Some historic structures might be adapted to accommodate visitor or administrative uses.

F.4 EXAMPLE OF AREA-SPECIFIC DESIRED CONDITIONS AND NEEDED CHANGES

Pictured Rocks NL GMP Process

Example of Changes Tables				
Management Prescription	**Location/Rationale**	**Desired Conditions**	**Existing Conditions and Facilities**	**Changes**
Orientation / History	Grand Marais Area—(East end) orientation/ interpretation at entrance to the park in an area already used for historic farm interpretation. National Register-eligible coast guard buildings	Visitors are well oriented before they experience the park and are able to obtain backcountry permits at the east end.	Small adaptively used farmhouse used for visitor contact, farm fields and orchards, barn used for storage, permanent park staff residence. Maritime museums in Grand Marais. Staff housing at Coast Guard Point.	Allow fields to follow natural succession.
Casual Recreation	East Entrance — Ease of access to east end facilities/attractions.	Continue current access and facilities (except see Grand Sable Lake--primitive prescription for Grand Sable Lake)	Moderate to high-density day use area. Grand Sable Lake launch ramp, cross-country ski trail, North Country National Scenic Trail. Grand Sable Lake Picnic areas and overlook. Parking areas vault toilet and water.	None
Casual Recreation	Log Slide — Ease of access to a popular feature.	Continue to allow current access and activities.	Parking, picnicking, cultural site, overlook, interpretive waysides and trail, North Country National Scenic Trail, vault toilet and water.	None
Casual Recreation	Hurricane River Campground — Provides a drive in camping experience near the lakeshore.	Protect local Hurricane River watershed, including water quality and wetlands. Provide adequate day use parking for current uses. Reduce conflicts between day use and campground use.	Drive-in campgrounds with picnic areas, water and vault toilets, North Country National Scenic Trail. Parking for day use (beach and fishing).	Relocate, design and construct another loop of Hurricane River campground (layout/location, entrance road, day use) to replace 11 sites removed from lower loop to protect wetlands.
Casual Recreation	Twelvemile Beach Campground — Provides a drive in camping experience near the lakeshore.	Continue to provide appropriate camping opportunity near the lakeshore.	Drive-in campground with picnic areas, water and vault toilets, North Country National Scenic Trail.	None
Casual Recreation	Miners Falls — Provides easy access to a popular attraction.	Provide handicap accessibility.	Parking, trail, vault toilets, picnic area, trail to overlooks.	Make trail to upper overlook handicap accessible.

Example of Changes Tables				
Management Prescription	**Location/Rationale**	**Desired Conditions**	**Existing Conditions and Facilities**	**Changes**
Casual Recreation	Miners Castle and Beach — Provides easy access to a popular natural feature and to the lakeshore.	Protect archeological site and protect river corridor/water quality.	Visitor contact station, picnicking, Miners Castle and beach parking, interpretive waysides, North Country National Scenic Trail, comfort station, and overlooks.	Protect archeological site and river corridor from erosion. Study needed to document problems and recommend actions.
Primitive	Grand Sable Lake — Protect Grand Sable Lake watershed and tributaries, protect threatened or endangered species habitat.	Protect Grand Sable Lake (and tributaries) water quality. Timber manage-ment and resource extraction standards are consistent with high water quality in the Inland Buffer Zone.	Motorized use (50 hp limit) on lake.	No motorized use on Grand Sable Lake. Develop standards for Inland Buffer Zone timber and mineral extraction.
Primitive	Hurricane River/Sullivan Creek, Sevenmile Creek, Beaver Basin, Chapel / Mosquito Basin, and Miners River — Watershed protection.	Protect water quality of lakes and streams in these watersheds. Timber management and resource extraction standards are consistent with high water quality in the Inland Buffer Zone.	North Country National Scenic Trail and other trails, roads, parking, campgrounds, motorized boating on Beaver Lake (10 hp limit). Timber harvest in Inland Buffer Zone. Some road closures in Sevenmile creek and Chapel areas.	Shoreline Zone: No motorized use on Beaver Lake. Roads removed and rehabilitated. Inland Buffer Zone: Develop standards for Inland Buffer Zone timber and mineral extraction. Additional land purchase may be required for watershed protection.

F.5 EXAMPLES OF ACTIVITIES AND DEVELOPMENTS TO CONSIDER IN MANAGEMENT ZONES

Draft Little River Canyon NPre Management Zoning Table

	Park Support Zone	Visitor Services Zone	Sensitive Resource Zone	Recreation Zone	Semi-Primitive Recreation Zone
TYPES OF VISITOR ACTIVITIES					
ORV		X		X	
Backpacking (overnight)				X	X
Barbecuing		X		X	X
Bathing/Washing		X			
Camping		X		X	X
Cycling		X		X	X
Dog walking		X	X (limited)	X	X
Fishing				X	X
Group interpretation (localized programs)		X		X	X
Guided tours		X	X	X	X
Hiking – day		X	X (limited)	X	X
Horseback riding		X (limited)		X	X
Hunting				X	X
Kayaking/Canoeing			X	X	X
Motor touring		X		X	

	Park Support Zone	Visitor Services Zone	Sensitive Resource Zone	Recreation Zone	Semi-Primitive Recreation Zone
Motorized boating					
Mountain biking		X		X	X
Nature viewing		X	X	X	X
Park orientation		X		X	X
Picnicking		X		X	X
Recreational games		X		X	X
Repelling		X		X	X
Rock climbing		X		X	X
Running		X	X	X	X
Scenic viewing		X	X (limited)	X	X
Scientific research (by permit)	X	X	X	X	X
Scuba diving				X	X
Solitary experience			X	X	X
Sunbathing		X		X	X
Swimming		X (DSP pool)		X	X
Trapping				X	X
TYPES OF FACILITIES AND DEVELOPMENT					
BBQ facilities	X	X		X	
Boardwalks/Footbridges		X	X	X	X
Comfort station (restrooms)	X	X		X	
Concession facilities		X			
Dedicated hiking trails			X	X	X
Dedicated horse-use trails				X	X
Dedicated mountain bike trails				X	X
Developed campgrounds		X			
Fire facility	X				
Game check-in station		X		X	
Gauging station	X	X	X	X	X
Group program areas		X		X	
Group shelters		X		X	
Hardened trails		X		X	
Headquarters	X	X			
Kiosk		X		X	X
Maintenance buildings	X	X			
Natural-surfaced trails		X	X	X	X
Overlooks		X		X	
Paved parking lots	X	X		X	
Paved roads	X	X		X	
Picnic pavilion	X	X		X	
Picnic tables	X	X		X	
Primitive campsites				X	X
Primitive horse campsites				X	X
Ranger station/offices	X	X			
Showers	X	X			
Signs	X	X	X	X	X
Unpaved parking		X		X	X
Unpaved roads		X	X	X	
Vault/pit toilets		X		X	
Visitor center		X			
Visitor contact station		X			
Wayside exhibits		X	X	X	X
Weather station				X	X
Wildlife openings				X	X

Draft Virgin Islands NP Management Zoning Table

Category	Visitor Contact and Operations Zone	Recreation Zone	Nature and Heritage Discovery Zone	Resource Protection Zone
TYPES OF ACTIVITIES				
Day hiking	●	●	●	●
Biking	●		●	Existing Roads and in Designated Areas
Kitesurfing (non-commercial) outside mooring area	Not Applicable	Not Applicable	Not Applicable	●
Picnicking	●	●	●	●
Nature observation	●	●	●	●
Fishing in Accordance with Regulations		●	●	●
Scientific Research	●	●	●	●
Boating, Kayaking, Wind Surfing, Surfing	●	●	Not Applicable	●
Sunbathing	●	●	●	●
Swimming	●	●	Not Applicable	●
Snorkeling	●	●	Not Applicable	●
Scuba Diving / SNUBA	●	●	Not Applicable	●
Propelled Submersible Devices				
Waterskiing, Personal Watercraft				
Camping	●	●		
Cultural Resource Observation	●	●	●	●
Interpretive Walks and Talks	●	●	●	●
Overnight Stays on Vessels	●	●		
TYPES OF FACILITIES / DEVELOPMENT				
Trails	●	●	●	●
Underwater Trail		●		
Visitor and Administrative Facilities	●	●	●	
Parking areas	●	●	●	●
Picnic areas	●	●	●	
Moorings		●	Not Applicable	●
Moorings - Vessels Greater Than 60 ft		●		
Comfort Stations	●	●	●	●
Maintenance Facilities	●			
Limited Maintenance/Ranger Support Facilities		●	●	
Roads	●		Existing or Improve Existing Only	Existing or Improve Existing Only
Playground	●			
NPS Housing	●	**Existing Only**	**Existing Only**	**Existing Only**
Concessionaire Facilities	●	●	●	
Seaplane Launch/Landing Area				
Boat Launch / Day Use	●	●		

Category	Visitor Contact and Operations Zone	Recreation Zone	Nature and Heritage Discovery Zone	Resource Protection Zone
Trailer Parking				
Marine Facility	●	●		
Pump-out Facility	●	●		
Dock	●		●	
Signage	●	●	●	●
Ranger Station	●	●		
Museum / Env. Heritage Center	●	●	●	
Visitor Contact Station	●	●	●	
Campground, Lodge	●	●		
Kiosks	●	●	●	●

● Indicates activity or facility is appropriate in zone identified.

Notes:

APPENDIX G: USER CAPACITY

The following table from the *John Day Fossil Beds NM GMP / EA* (2007) shows one way user capacity can be addressed in a GMP. The table shows indicators, standards, and related monitoring and potential future management strategies arranged by management zone. It is important to note that this example is for illustrative purposes only. Although the general approach to addressing user capacity will likely be similar to the example below, each GMP will need to be modified to fit the unique circumstances and situation of each park plan.

TABLE G.1: SUMMARY OF USER CAPACITY INDICATORS, STANDARDS, AND STRATEGIES FOR MONITORING AND MANAGEMENT

	User Capacity Indicators	User Capacity Standards	Related Monitoring Strategies	Potential Management Strategies
Cultural Zone	1. Number of people encountered per hour on designated (official) trails	1. No more than xx people encountered per hour	1. Observations of encounter rates as part of regular patrols; systematic observations would be done, if needed, as a result of an increasing trend in encounter rates	1. Education (e.g., encourage voluntary redistribution of use); site management (e.g., resize parking lot/access points, alter trail opportunities)
Frontcountry Zone	N/A – User capacity managed by facility capacities	N/A – User capacity managed by facility capacities	Sufficiency of facility capacities would continue to be monitored	Future planning will address conflicts between facility capacity deficiencies and maintaining desired resource conditions and visitor experiences
Pedestrian Zone	1. Number of human-created (unofficial) trails per mile leaving a designated (official) trail	1. No more than xx human-created (unofficial) trails per mile leaving a designated (official) trail	1. Observations of human-created trails as part of regular patrols; periodically map human-created trails	1. Education (e.g., educate regarding resource sensitivity and need for appropriate behaviors); site management (e.g., place physical barriers along the trails, close areas); enforcement (e.g., provide signs, increase law enforcement presence, impose sanctions)
	2. Number of people encountered per hour on designated (official) trails	2. No more than xx people encountered per hour	2. Observations of encounter rates as part of regular patrols; systematic observations would be done, if needed, as a result of an increasing trend in encounter rates	2. Education (e.g., encourage voluntary redistribution of use); site management (e.g., resize parking lot/access points, alter trail opportunities); reallocation of use (e.g., institute a permitting or reservation system); regulations (e.g., limit group sizes, limit length of stay)
Backcountry Zone	1. Linear feet of human-created (unofficial) trails per acre	1. No more than xx linear feet of human–created (unofficial) trails per acre	1. Observations of human-created trails as part of regular patrols; periodically map human-created trails	1. Education (e.g., educate regarding resource sensitivity and need for appropriate behaviors); site management (e.g., place physical barriers along the trails, close areas); enforcement (e.g., provide signs, increase law enforcement presence, impose sanctions)

	User Capacity Indicators	User Capacity Standards	Related Monitoring Strategies	Potential Management Strategies
	2. Number of people encountered per hour on designated (official) trails	2. No more than xx people encountered per hour	2. Observations of encounter rates as part of regular patrols; systematic observations would be done, if needed, as a result of an increasing trend in encounter rates	2. Education (e.g., encourage voluntary redistribution of use); site management (e.g., resize parking lot/access points, alter trail opportunities); reallocation of use (e.g., institute a permitting or reservation system); Regulations (e.g., limit group sizes, limit length of stay)
Primitive Zone	1. Linear feet of human-created (unofficial) trails per acre	1. No more than xx linear foot of human–created (unofficial) trails per acre	1. Observations of human-created trails as part of regular patrols; periodically map human-created trails	1. Education (e.g., educate regarding resource sensitivity and need for appropriate behaviors); site management (e.g., close areas); enforcement (e.g., provide signs about appropriate behaviors, increase law enforcement presence, impose sanctions)
	2. Number of groups seen per day (6 am to 9 pm) within the primitive zone	2. No more than xx groups seen per day in the zone	2. Observations of encounter rates as part of regular patrols; systematic observations would be done, if needed, as a result of an increasing trend in encounter rates	2. Education (e.g., encourage voluntary redistribution of use); reallocation of use (e.g., institute a permitting or reservation system); regulations (e.g., limit group sizes, limit length of stay)
Transportation Corridor Zone	N/A – The NPS does not have management authority over the county and state road corridors, so no user capacity indicators and standards are identified	N/A	N/A	N/A
Operations Zone	N/A – Minimal public use, so no user capacity indicators and standards are necessary	N/A	N/A	N/A

APPENDIX H: EXAMPLES OF GMP COST ESTIMATING TOOLS

H.1 FACILITY PLANNING MODEL

This model estimates the size of facility that your project needs. The model takes you through a series of questions about visitor numbers, the uses of the structure, and other aspects related to the facility. It then generates a report like the one below which details the recommended size of the facility and documents characteristics of the facility.

NPS Facility Planning Model Report

NOTE: Nothing in this report should be published as an Official Report of the NPS Facility Planning Model without Approval by the Office of Construction Program Management

Identification:

Project Title:	**MIMI VC-Admin APPROVED**
Model:	Visitor Facility
Type of Project:	New Construction
PMIS Number:	
Region:	MW
Park Name:	Badlands NP
Your Name:	Mark Herberger & others
Job Title:	Superintendent
Park Suggested GSF:	7,700
Concurred by (Region):	Alan M. Hutchings
Recommended by (WASO, CPM):	7,700 GSF
Approved by (DAB):	
Created Date:	8/17/2006 8:24:55 AM
Modified Date:	11/3/2006 10:48:55 AM
Calculator Mode:	Custom Calculator

Comments on this report:

The model calculates a need for 7,700 GSF for a combined VC-Administration facility, plus or minus 10%.

This run is based on an original effort by Park Superintendent Mark Herberger on 12/15/2003 and then modified by DSC and WASO-CPM with use of later information. Some revision of site details may be required.

Drivers:

Visitation and Staff	Standard Database Drivers	Park-Modified Drivers
Annual Visitation	909,146	909,146
Projected Annual Visitation	768,861	479,000
Average Peak Months	24.9%	24.9%
Capture Rate	25.0%	23.0%
Time Spent	0.50 hr	0.50 hr
Average Peak Visitors in VC at one time	**239**	**149**
Total Staff (NPS and Others)	**8**	**8**
Total Volunteers and Cooperating Associates	**5**	**5**

Benchmark Calculations:

	A - Core VC with Standard Drivers	B - Core VC with Park Modified Drivers
Public Spaces (NSF, nearest 100)	4,800	3,000
VF Staff Area (NSF, nearest 100)	2,500	2,100
Administrative Staff (NSF, nearest 100)	700	500
Tare at 25% (nearest 100)	2,700	1,900
Building (GSF, nearest 100)	**10,700**	**7,500**
Recommended:		
Area Per Person in Public Spaces (NTE)	**20-25**	**20-25**
Percentage of VF Staff Areas (NTE)	**SF or 23%**	**SF or 28%**
Percentage of Total Staff Areas (NTE)	**SF or 30%**	**SF or 35%**

NPS Park Specific Calculations:

	C - Park Modified VC Spaces with Standard Drivers	D - Park Modified VC Spaces with Park Modified Drivers
Public Spaces (NSF, nearest 100)	5,600	3,700
VF Staff Area (NSF, nearest 100)	1,800	1,500
Administration (NSF, nearest 100)	500	500
Tare at 25% (nearest 100)	2,600	1,900
Building (GSF, nearest 100)	10,600	7,700
Site (Acres)	2.30	1.60
Exterior Requirements	0.90	0.60

Exterior Requirements	0.90	0.60
Site Access / Utility Extensions (Cost)	$1,616,000	$1,616,000
Unique Construction Factors (Cost)	$402,001	$402,001
Total Net Construction Cost (Not Calculated)	-	-
	Actual:	
Area Per Person in Public Spaces	23	25
Percentage of VF Staff Areas	17%	19%
Percentage of Total Staff Areas	22%	26%
	Recommended:	
Area Per Person in Public Spaces (NTE)	20-25	20-25
Percentage of VF Staff Areas (NTE)	SF or 28%	SF or 28%
Percentage of Total Staff Areas (NTE)	SF or 35%	SF or 35%

Estimated Square Footage Report:

Room Description	C - Park Modified Spaces with Standard Drivers	D - Park Modified Spaces with Park Modified Drivers	# Persons	# Spaces or Units
Core Visitor Facility				
Public Area: Lobby Spaces				
Interpretive Materials Storage	100	100	-	1
Lobby/Orientation	1,215	763	51	1
Information Desk	120	120	-	1
Vestibules	140	140	7	1
Public Area: Exhibit Spaces				
Exhibit Area	1,721	1,073	-	1
Public Area: Theater Spaces				
Audio/Visual Storage	114	72	-	1
Projection Booth	118	80	-	1
Multipurpose Room	1,140	720	48	1
Public Area: Cooperating Assoc. & Concessionaire				
Interpretive Sales Office	100		-	1
Interpretive Sales Storage	210	131	-	1
Interpretive Sales	841	524	-	1
Staff Area: Office Area				
Staff Restrooms	170	170	2	-
Offices	0	0	-	2
General Storage	120	120	8	1
Recycle bins	40	40	-	4
Staff Lockers	35	35	5	5
Interpretive Work Area	160	160	2	1
Library	200	200	-	1
Staff Break Room	100	100	8	1
Restrooms				
Family Restrooms	170	170	-	1
Male/Female Restrooms	420	355	-	2
Core VF: Net Assignable	7,230	5,075		
Tare at 25%	2,410	1,692		
Gross Square Feet	9,640	6,767		
Park Specific Functions				
Other Staff and Support Spaces				
Fee Counting Room	80	80	-	1
First Aid Station	100	100	-	1
Park Specific Functions: Net Assignable	180	180		
Tare at 25%	60	60		
Gross Square Feet	240	240		
Administration				

Administration				
Offices	390	390	4	1
Workstations	160	160	2	1
Administration: Net Assignable	550	550		
Tare at 25%	183	183		
Gross Square Feet	733	733		
Subtotal Building				
Net Assignable (nearest 100)	8,000	5,800		
Gross Square Feet (nearest 100)	10,600	7,700		
Site				
Building (nearest 100)	10,600	7,700	-	-
Parking: Staff Vehicles	4,290	4,290	-	13
Special Landscape Features	100	100	-	1
Bus Parking	1,530	1,530	-	1
Parking: Private Vehicles	26,730	16,500	-	50
Plaza	7,170	4,470	149	1
Site: Net Assignable (nearest 100)	50,400	34,600		
Tare + Site Constraints (nearest 100)	50,400	34,600		
Site GSF (nearest 100)	100,800	69,200		
Site Acres	2.30	1.60		
Utilities				
Utility Extensions (Linear Feet)	6,100		-	-
Physical and Environmental Constraints				
Environmental	1.00		-	-
Soils	1.00		-	-
Slope	1.00		-	-
Archaeology	1.00		-	-

Definitions:

GSF- Gross Square Feet
NASF- Net Assignable Square Feet
NSF- Net Square Feet
NTE- Not to exceed
Tare (for buildings)- Corridors, walls, mechanical, electrical, vertical shafts, vertical circulation, janitor closets, etc.

Additional Responses:

Park Staff Housed In Other Location
Current trailer location will be eliminated.

Special Events
Historical lectures, Cold War film classics, Cold War seminar and conferences, Air Force alumni gatherings, artist-in-residence show

Unusual Functions Noted by Facility Calculator
Park Administrative, Law Enforcement or Museum Collection Mgmt staff: included in model.
Modified Visitation.
Special Landscaping Features: additional space generated.
First Aid Station: additional space generated.
Fee Counting Room: additional space generated.
Park Administrative Staff: additional space generated.

Justification of Unusual Functions
Facility will include park administration offices.
Visitation is based on State Transportation study.
Landscape feature could be a missile.

Landscape feature could be a missile.
First Aid station needed for remote location.
Fee counting for ticket income is required.
Existing trailer will be replaced by new building for housing staff.

Unique Construction Factors		
Site is remote from population center for labor and materials costs		$1
Development at actual missile site	$402,000	
Environmental Costs		
HAZMAT Remediation	$	
	Additional study required for HAZMAT costs.	
Sustainable Design	%	
	Additional study required for sustainable design costs.	
Additional Costs		
Exhibit costs	$900,000	
Planned exhibit types:		
Type to be developed.		
Interpretive film costs	$	
	Additional study required for interpretive film.	

H.2 CRV CALCULATOR

The following is an example of the cost replacement value (CRV) calculator in use. This excel spreadsheet has two parts; the first is the summary sheet, where you may enter the Park name and asset code. Then, you would click on the "Asset Worksheet" button, which takes you to another spreadsheet specific to that asset. In this example, the park is not specified "located at national average", and the asset is "7100 – Outdoor Sculpture/Monuments/Memorials". Once on the spreadsheet specific to sculptures, monuments, and memorials, you can enter the number of sculptures, etc to be replaced or built. The calculator automatically calculates the total cost based on a location factor, the number of units and the cost per unit. In this case, the total cost for one life- sized bronze sculpture is estimated as $144,000.

7100 Outdoor Sculpture/Monument/Memorials

RECORD CRV

FMSS Location	Description				CRV
				CRV based on national average	$144,000
	Located at National Average			Park Location Factor	1.000
				CRV with XXXX Location Factor	$144,000

Asset/Feature/Type Description		Quantity	Units	Unit Price	Cost
Sculptures	Stone Statuary: Average		CF	$515.00	$0
	Stone Statuary: Ornate		CF	$850.00	$0
	Stone Statuary: Very Ornate		CF	$1,185.00	$0
	Life Size - Bronze Statuary	1	EA	$144,000.00	$144,000
	2-1/2 Life Size - Bronze Statuary		EA	$360,000.00	$0
Monuments	Stone Monuments: Average		CF	$269.00	$0
	Stone Monuments: Ornate		CF	$332.00	$0
	Stone Monuments: Very Ornate (Detailed cornices)		CF	$0.00	$0
Plagues	20" x 30", up to 450 Letters, Cast Bronze		EA	$1,138.00	$0
	30" x 36", up to 900 Letters, Cast Bronze		EA	$2,151.00	$0
	36" x 48", up to 1300 Letters, Cast Bronze		EA	$3,276.00	$0
Historic/					$0
Other Costs					$0
					$0
					$0

APPENDIX I: IMPACT ANALYSIS

I.1 EXAMPLES OF IMPACT THRESHOLD DEFINITIONS

Big Cypress National Preserve — Addition Draft GMP/Wilderness Study/ Off-road Vehicle Management Plan/EIS (2009)

Impact Topic and Duration	Negligible	Minor	Moderate	Major
Vegetation (all vegetation types, including exotics/nonnative plants)	The action might result in a change in vegetation, but the change would not be measurable or would be at the lowest level of detection.	The action might result in a detectable change, but the change would be slight. This could include changes in the abundance, distribution, or composition of individual species in a local area, but would not include changes that would affect the viability of vegetation communities. Changes to local ecological processes would be minimal.	The action would result in a clearly detectable change in a vegetation community and could have an appreciable effect. This could include changes in the abundance, distribution, or composition of nearby vegetation communities, but would not include changes that would affect the viability of plant populations in the Addition or Preserve. Changes to local ecological processes would be of limited extent.	The action would be severely adverse to a vegetation community. The impacts would be substantial and highly noticeable, and they could result in widespread change. This could include changes in the abundance, distribution, or composition of a nearby vegetation community or plant populations in the Addition or Preserve to the extent that the population would not be likely to recover. Key ecological processes would be altered, and "landscape-level" (regional) changes would be expected.
Wetlands	No measurable or perceptible changes in wetland size, integrity, or continuity would occur.	The impact would be measurable or perceptible, but slight. A small change in size, integrity, or continuity could occur due to indirect effects such as construction-related runoff. However, the overall viability of the resource would not be affected.	The impact would be sufficient to cause a measurable change in the size, integrity, or continuity of the wetland or would result in a small loss or gain in wetland acreage.	The action would result in a measurable change in all three parameters (size, integrity, and continuity) or a loss or gain of large wetland areas. The impact would be substantial and highly noticeable.

Great Sand Dunes NP Draft GMP/Wilderness Study/EIS (2006)

Vegetation

Minor: Impacts are slight, but detectable, and/or would affect a small area of vegetation. The severity and timing of changes are not expected to be outside natural variability and not expected to have long-term effects on plant communities. Vegetation patterns may have short-term disruptions on a broad spatial scale. Key ecosystem processes may have short-term disruptions that are within natural variability, and habitat for all species remains functional.

Moderate: Impacts are readily apparent and/or would affect a large area of vegetation. The severity and timing of changes are expected to be outside natural variability for short periods and changes within natural variability may be long term in nature. Vegetation patterns may experience permanent disruption or loss on a limited spatial scale. Key ecosystem processes may have short-term disruptions that are outside natural variability, and habitat for all species remains functional.

Major: Impacts are severely adverse or exceptionally beneficial and/or would affect a substantial area of vegetation. The severity and timing of changes are expected to be outside natural variability for short to long periods or to be permanent. Changes within natural variability may be long term or permanent. In extreme cases, species may be extirpated from the park and vegetation patterns simplified, key ecosystem processes may be disrupted, or habitat for species rendered not functional.

Cultural Resource Impact Intensities

The following standard language was developed by the Cultural Resource Program and may be used as a basis for developing text on the method used in assessing impacts on cultural resources in the environmental consequences section of an EIS or EA. This "boilerplate" is generic; for increased usefulness, it should be modified for application in specific situations.

Method for Assessing Effects on Cultural Resources

This environmental impact assessment addresses effects on cultural resources – archeological sites, cultural landscapes, ethnographic resources, historic and prehistoric structures, and museum collections – that are proposed by actions in this [*insert type of document, e.g., GMP, special resource study, specific project plan, etc.*]. The method for assessing effects on cultural resources is designed to comply with the requirements of both NEPA and section 106 of the National Historic Preservation Act, and with implementing regulations 40 CFR 1500 and 36 CFR 800, respectively, while considering the differences between NEPA and NHPA language and recognizing that compliance with one does not automatically mean compliance with the other. Accordingly, the assessment of effects discusses the following characteristics of effects:

- Direct and indirect effects
- Duration of the effect (short- term, long- term)
- Context of the effect (site- specific, local, regional)
- Intensity of the effect (negligible, minor, moderate, major, both adverse and beneficial)
- Cumulative nature of the effect

In accordance with 36 CFR 800, the regulations implementing section 106 of NHPA, effects on cultural resources are identified and evaluated by:

- Determining the area of potential effect (APE) [800.4(a)]
- Identifying historic properties in the APE that are listed in or eligible for listing in the National Register of Historic Places [800.4(b)- (c)]. The results are either:
    - *No historic properties affected* – either there are no historic properties present or there are historic properties present but the undertaking [or proposed action] will have no effect upon them [800.4(d)(1)]; or
    - *Historic properties affected* – there are historic properties that may be affected by the undertaking [or proposed action] [800.4(d)(2)].
- Applying the criteria of adverse effect to affected historic properties in the area of APE [800.5.(a)(1)], as follows:
    - *An adverse effect* is found when an undertaking may alter, directly or indirectly, any of the characteristics of a historic property that qualify the property for inclusion in the National Register of Historic Places in a manner than would diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association. Consideration shall be given to all qualifying characteristics of a historic property, including those that may have been identified subsequent to the original evaluation of the property's eligibility for the National Register. Adverse effects may include reasonably foreseeable effects caused by the undertaking that may occur later in time, be farther removed in distance or be cumulative. [Examples of adverse effect are provided in 800.5(a)(2).]
    - A finding of *no adverse effect* is found when the undertaking's effects do not meet the criteria of 800.5(a)(1) [800.5.(b)].
- Considering ways to avoid, minimize, or mitigate or otherwise resolve adverse effects. The following are considered:
    - Consultation with the SHPO/THPO and others to develop and evaluate strategies to mitigate adverse effects [800.6].
    - CEQ regulations and DO 12 call for the discussion of mitigating impacts and an analysis of how effective the mitigation would be in reducing the intensity of an impact, such as reducing it from moderate to minor intensity. Any resultant reduction in impact intensity is, however, an estimate of the effectiveness of mitigation under NEPA only.
    - Such reduction in impact intensity does not suggest that the level of effect as defined by Section 106 and 36 CFR 800 is similarly reduced. Cultural resources are non- renewable resources and adverse effects generally consume, diminish, or destroy the original historic materials or form, resulting in a loss of integrity that can never be recovered. Therefore, although actions determined to have an adverse effect under section 106 and 36 CFR 800 may be mitigated, the effect remains adverse.

A section 106 summary is included in the impact analysis sections. The section 106 summary provides an assessment of effect of the undertaking, or proposed action, on historic properties, based on the section 106 regulations cited above.

Definitions for impact intensity for archeological resources, cultural landscapes, ethnographic resources, historic and prehistoric structures, and museum collections are provided below.

Archeological Resources

- Negligible Effect – the effect would be at the lowest levels of detection, barely measurable, with no perceptible consequences, either adverse or beneficial, to the resources. The section 106 determination would be *no adverse effect*.
- Minor Adverse Effect – the effect is measurable or perceptible, but it is slight and affects a limited area of a site or group of sites. Slight alteration(s) to any of the characteristics that qualify the site(s) for inclusion in the National Register may diminish the integrity of the site(s). For purposes of section 106, the determination of effect would be *adverse effect*.
    - Minor Beneficial Effect – the action would result in preservation of small areas of the site or group of sites.
- Moderate Adverse Effect – the effect is measurable and perceptible. The effect changes one or more of the characteristics that qualify the site(s) for inclusion in the National Register and diminishes the integrity of the site(s), but does not jeopardize the National Register eligibility of the site(s). For purposes of section 106, the determination of effect would be *adverse effect*.
    - Moderate Beneficial Effect – the action would noticeably enhance the preservation and protection of the site(s).
- Major Adverse Effect – the effect on the archeological site or group of sites is substantial, noticeable, and permanent. The action severely changes one or more characteristics that qualify the site(s) for inclusion in the National Register, diminishing the integrity of the site(s) to such an extent that it is no longer eligible for listing in the National Register. For purposes of section 106, the determination of effect would be *adverse effect*.
    - Major Beneficial Effect – the action would substantially enhance the protection and preservation of the site(s).

Cultural Landscapes

A cultural landscape is a geographic area, including both cultural and natural resources, that can be associated with a historic event, activity, person, or exhibiting other cultural or aesthetic values. A key feature of a cultural landscape is the patterning of the resources into a coherent whole. Therefore, assessing the impact intensity on cultural landscapes requires the use of impact intensity definitions for archeological resources, ethnographic resources (for ethnographic landscapes), and historic or prehistoric structures, in conjunction with the definitions below, which focus on the cultural landscape as a whole, which is greater than the sum of its parts.

- Negligible Effect – the effect would be at the lowest levels of detection, barely measurable, with no perceptible consequences, either adverse or beneficial, to the resources. The section 106 determination would be *no adverse effect*.

- Minor Adverse Effect – the effect is measurable or perceptible, but it is slight and affects a limited area of the landscape or few of its patterns or features. Slight alteration(s) to any of the characteristics that qualify the landscape for inclusion in the National Register may diminish the integrity of the landscape. For purposes of section 106, the determination of effect would be *adverse effect*.
    - Minor Beneficial Effect – the action would result in preservation of small areas of the cultural landscape.
- Moderate Adverse Effect – the effect on the patterns and features of the landscape is measurable and perceptible. The effect changes one or more of the characteristics that qualify the landscape for inclusion in the National Register and diminishes the integrity of the landscape, but does not jeopardize the landscape's National Register eligibility. For purposes of section 106, the determination of effect would be *adverse effect*.
    - Moderate Beneficial Effect – the action would noticeably enhance the preservation and protection of the landscape as a cohesive entity.
- Major Adverse Effect – the effect on the cultural landscape, its patterns and features, is substantial, noticeable, and permanent. The action severely changes one or more characteristics that qualify the landscape for inclusion in the National Register, diminishing the landscape's integrity to such an extent that it is no longer eligible for listing in the national Register. For purposes of Section 106, the determination of effect would be adverse effect.
    - Major Beneficial Effect – the action would substantially enhance the protection and preservation of the landscape.

Ethnographic Resources

Ethnographic resources are sites, structures, objects, landscapes, and/or natural resource features assigned traditional legendary, religious, subsistence, or other significance in the cultural system of a group traditionally associated with them. Ethnographic resources that are eligible for listing in the National Register are *termed traditional cultural properties* or *traditional cultural places* because of their association with cultural practices or beliefs of a living community that (a) are rooted in that community's history and (b) are important in maintaining the continuing cultural identity of the community (see *National Register Bulletin, Guidelines for Evaluating and Documenting Traditional Cultural Properties*, on- line at http://www.nps.gov/history/nr/publications/bulletins/nrb38/).

The key feature of an ethnographic resource is the cultural value assigned to it by the group associated with it. Therefore, like cultural landscapes, assessing the impact intensity on ethnographic resources requires the use of impact intensity definitions for archeological resources, cultural landscapes, historic or prehistoric structures, and natural resources in conjunction with the definitions below, which focus on the nature of the cultural association with the particular physical resource.

- Negligible Effect – the effect would be at the lowest levels of detection, barely measurable, with no perceptible consequences, either adverse or beneficial, to the resources. The section 106 determination would be *no adverse effect*.

- Minor Adverse Effect – the effect is slight but noticeable, and it may result in limited changes in traditional resource access or use, or the relationship between the resource and the affiliated group's body of beliefs or practices. Slight alteration(s) to any of the characteristics that qualify the resource for inclusion in the National Register may diminish the integrity of the site. For purposes of section 106, the determination of effect would be adverse effect.
    - Minor Beneficial Effect – the action would allow traditional access and use, and/or accommodate a group's traditional practices or beliefs.
- Moderate Adverse Effect – the effect is readily apparent and would interfere with traditional resource access or use, or the relationship between the resource and the affiliated group's beliefs and practices, even though the group's beliefs and practices would survive. The effect changes one or more of the characteristics that qualify the resource for inclusion in the National Register and diminishes the resource's integrity, but does not jeopardize the resource's National Register eligibility. For purposes of section 106, the determination of effect would be *adverse effect*.
    - Moderate Beneficial Effect – the action would noticeably enhance the group's traditional resource access or use, or its relationship between the affiliated group's body of beliefs and practices.
- Major Adverse Effect – the effect is substantial, noticeable, and permanent, and results in significant changes in traditional resource access or use, or in the relationship between the resource and the affiliated group's beliefs and practices, to such a degree that the survival of the group's beliefs and practices is jeopardized. The action severely changes one or more characteristics that qualify the resource for inclusion in the National Register, diminishing the resource's integrity to such an extent that it is no longer eligible for listing in the National Register. For purposes of section 106, the determination of effect would be adverse effect.
    - Major Beneficial Effect – the action would substantially enhance traditional resource access and use, and the relationship between the resource and the affiliated group's beliefs and practices.

Historic and Prehistoric Structures

- Negligible Effect – the effect would be at the lowest levels of detection, barely measurable, with no perceptible consequences, either adverse or beneficial, to the resources. The section 106 determination would be *no adverse effect*.
- Minor Adverse Effect – the effect is measurable or perceptible, but it is slight and affects a limited area of a structure or group of structures. Slight alteration(s) to any of the characteristics that qualify the structure(s) for inclusion in the National Register may diminish the integrity of the structure(s). For purposes of section 106, the determination of effect would be *adverse effect*.
    - Minor Beneficial Effect – the action would result in preservation of small areas of the structure or group of structures.
- Moderate Adverse Effect – the effect is measurable and perceptible. The effect changes one or more of the characteristics that qualify the structure(s) for inclusion in

the National Register and diminishes the integrity of the structure(s), but does not jeopardize the National Register eligibility of the structure(s). For purposes of section 106, the determination of effect would be *adverse effect*.

  - Moderate Beneficial Effect – the action would noticeably enhance the preservation and protection of the structure(s).

- Major Adverse Effect – the effect on the structure or group of structures is substantial, noticeable, and permanent. The action severely changes one or more characteristics that qualify the structure(s) for inclusion in the National Register, diminishing the integrity of the structure(s) to such an extent that it is no longer eligible for listing in the national Register. For purposes of section 106, the determination of effect would be *adverse effect*.

  - Major Beneficial Effect – the action would substantially enhance the protection and preservation of the structure(s).

Museum Collections

It is important to note that both 36 CFR 800 and the National Historic Preservation Act define historic property as including artifacts, records, and remains that are related to and located within such National Register eligible or listed properties [36 CFR 800.16(l)(1); also see NHPA Section 301(5)]. Therefore, the impact intensity definitions for museum collections must be applied, in part, in association with a related archeological site, cultural landscape, ethnographic resource, or historic or prehistoric structure. For assessing impacts to museum collections where section 106 is not applicable, only the first part of each definition statement should be applied.

- Negligible Effect – the effect would be at the lowest levels of detection, barely perceptible, with no measurable consequences, either adverse or beneficial, to the collections. The section 106 determination would be *no adverse effect*.

- Minor Adverse Effect – the effect is measurable or perceptible, but it is slight and affects the integrity of a few items in the museum collection, but would not degrade the usefulness of the collection for future research and interpretation. Slight alteration to any of the characteristics of the collection that qualify its related resource for inclusion in the National Register may diminish the integrity of the resource and its related collection. For purposes of section 106, the determination of effect would be *adverse effect*.

  - Minor Beneficial Effect – the action would stabilize the current condition of the collection or its constituent components to minimize degradation.

- Moderate Adverse Effect – the effect is measurable and perceptible, and would affect the integrity of many items in the collection and diminish the usefulness of the collection for future research and interpretation. The effect changes one or more of the characteristics of the collection that qualify its related resource for inclusion in the National Register and diminishes the integrity of the resource and its related collection, but does not jeopardize the National Register eligibility of the resource related to the collection. For purposes of section 106, the determination of effect would be *adverse effect*.

  - Moderate Beneficial Effect – the action would improve the condition of the collection or protect its constituent parts from the threat of degradation.

- Major Adverse Effect – the effect on the collection is substantial, noticeable, and permanent, and would affect the integrity of most items in the collection and destroy the usefulness of the collection for future research and interpretation. The action severely changes one or more characteristics of the collection that qualify its related resource for inclusion in the National Register, diminishing the integrity of the resource and its related collection to such an extent that the resource is no longer eligible for listing in the National Register. For purposes of section 106, the determination of effect would be *adverse effect*.
  - Major Beneficial Effect – the action would substantially secure the condition of the collection as a whole or its constituent components from the threat of degradation.

I.2 CUMULATIVE EFFECTS ANALYSIS

I.2.a Definitions

CEQ Regulations Sec. 1508.7: "Cumulative impact" is the impact on the environment which results from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions regardless of what agency (Federal or non- Federal) or person undertakes such actions. Cumulative impacts can result from individually minor but collectively significant actions taking place over a period of time.

> Example: If the park proposes to expand a campground in grizzly bear habitat, other activities that have a combined impact on the grizzly bears must be included in the analysis. This would include other NPS road projects that would occur in grizzly bear habitat, as well as plans for future garbage disposal in the park's gateway communities and last year's Forest Service timber harvest. It doesn't matter who takes the actions, or whether they took place in the past, are taking place in the present, or will take place in the foreseeable future.

***DO #12,* Sec. 4-5, G.6:** "Cumulative impact information may be less exact than information on direct and indirect impacts of the alternatives, but a good faith effort to accurately and completely assess major sources of impact and their contribution to resources affected by the proposed action or alternatives should be part of any EIS or EA. For plans or other larger-scope federal actions, the analysis of cumulative effect may be a major focus of the NEPA document."

I.2.b How Do I Start?

1. Consider what the geographic area of influence should be for your affected resource. This area will differ from resource to resource. You might use regional watersheds, for example, or counties for economic effects.
2. Assemble a list of *other* past, present, and reasonably foreseeable future actions called the "cumulative scenario." Be sure to include actions that might be taken by NPS or other agencies or individuals that could also affect resources in the area of influence.

3. Work through the cumulative scenario and determine which actions are relevant to your impact topic. Focus on actions with impacts that are clear contributors.
4. Develop the cumulative impact analysis. You may want to think of cumulative impacts as x + y = z (with x being the impacts you have described as a result of actions being proposed under each alternative; y being *other* past, present, and reasonably foreseeable future actions; and z being the cumulative impact).
5. Determine the context and intensity or magnitude of the actions. Intensity refers to the severity of the effect. Use the same terms that you used for your impact analysis — negligible, minor, moderate, and major.
6. Describe the total (cumulative) impact for your topic — the z. Reserve use of the label *cumulative effect* only for the z. You should also highlight the relative contributions of the NPS action proposed for the project or plan (compare x to z). For example, the NPS alternative's contribution x may be a relatively small part of the overall cumulative impact z.
7. Where possible, use quantifiable data. Realize that your analysis may be mainly qualitative.
8. When either x or y is zero, then there are no cumulative impacts (z=0) under this alternative.

Example of a Cumulative Impact Scenario and Analysis from Great Sand Dunes NP GMP/Wilderness Study/EIS (2006)

Cumulative Impacts

Council on Environmental Quality regulations, which implement NEPA, require assessment of cumulative impacts in the decision-making process for federal projects. Cumulative impacts are defined as "the impact on the environment which results from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions regardless of what agency (federal or nonfederal) or person takes such other actions" (40 CFR 1508.7).

Cumulative impacts are considered for both the no-action and the action alternatives. These impacts were determined by combining the impacts of the alternatives with the impacts of other past, present, and reasonably foreseeable future actions. To do this, it was necessary to identify other such projects or actions at the Great Sand Dunes and in the surrounding area. The geographic scope for this analysis was the northern San Luis Valley, and the temporal scope was within 5 to 7 years of 2005. The following actions or projects were identified for the purposes of conducting the cumulative effects analysis:

Great Sand Dunes National Park and Preserve Act (2000)

This act authorized a change in the designation of Great Sand Dunes from a national monument to a national park, established the national preserve, and authorized establishment of the 92,617-acre Baca National Wildlife Refuge. A comprehensive conservation plan for the refuge, scheduled to begin in 2008, will provide details regarding future management.

The act also added Kit Carson Peak and surrounding lands (13,599 acres in all) to the Rio Grande National Forest. Planning for the new USFS lands is several years off.

National Park Service Visitor Center Renovation (2004)

Renovations to the NPS visitor center at the Great Sand Dunes were completed in September 2004. The project included constructing additions to the southwest and northeast ends of the existing

building; providing expanded and improved spaces for visitor information, orientation, and interpretation; providing new exhibits; and supplying more functional spaces for NPS operations (interpretive offices and work space, ranger offices, first-aid room, conference room, curatorial storage, etc.).

Discontinuation of Cattle Grazing on the Former Baca Ranch (2004)

In the fall of 2005, ownership of the Baca Ranch was transferred to the federal government. Soon thereafter, cattle grazing was discontinued on these former ranch lands lying within the national park.

Greater Sand Dunes Interagency Fire Management Plan (2005)

This plan outlines prescribed fires, fire suppression, and fuel reduction/ management activities for approximately 275,000 acres of the greater Sand Dunes area, including the park, Baca National Wildlife Refuge, and The Nature Conservancy's Medano-Zapata Ranch.

Development/Expansion of Retreat Centers in the Baca Grande Area (Past, Ongoing)

The Baca Grande is a private, mostly residential development on the north part of the expanded national park. The eastern-most portion of the Baca Grande was set aside to accommodate various spiritual and religious retreat centers located primarily in the forested foothills. The number of retreat centers continues to grow, and today includes about 20 organizations representing a wide cross-section of world spiritual and religious institutions. Many of these retreats have short- and/or long-term visitors and residential members/staff.

Growth of the Crestone / Baca Grande Area (Past, Ongoing)

Development interest in the Baca Grande subdivision and adjacent community of Crestone increased during the period leading up to and since the Great Sand Dunes Act of 2000. The Baca Grande subdivision currently has over 600 dwelling units, many of which are currently used occasionally or seasonally. This residential community has experienced an increased pace of growth recently, and the number of residential units could more than triple during the life of this GMP.

Wilderness Restoration in the South Colony Lakes Basin Area (Ongoing)

South Colony Lakes basin, located within the Sangre de Cristo Wilderness and the San Isabel National Forest, lies just north of the national preserve. The basin is ringed by rugged alpine peaks and is heavily used by recreationists. The USFS, with assistance from the Rocky Mountain Field Institute, is working to improve the natural ecological conditions and wilderness values of the basin through mitigation of recreational threats to biological and physical resources and restoration of damaged sites. Recent work includes refining hiking/ climbing routes and trails, closing social trails, and restoring damaged sites and slopes.

Oil and Gas Exploration Activities on Former Baca Ranch Lands (Past, Future)

Lexam Explorations, Inc. ("Lexam") retains subsurface mineral rights to most of the former Baca Ranch. Lexam has conducted oil and gas exploration activities on lands that were formerly part of the Baca Ranch, but are now within the national park. Continuation of these activities, which include exploratory drilling and seismic testing using "thumper trucks," is reasonably foreseeable for the near future. However, Lexam and others retaining subsurface mineral rights within Great Sand Dunes National Park and Preserve must now conduct such activities according to 36 CFR Part 9, Subpart B, which regulate activities in the exercise of rights to oil and gas that are not owned by the United States. These regulations are designed to ensure that such activities are conducted in a manner consistent with: park purposes, preventing or minimizing damage to the environment and other resource values, and ensuring to the extent feasible that all national park system units are left

unimpaired for the enjoyment of future generations. The regulations require an NPS-approved plan of operations.

Rehabilitate Main Park Roads and Parking (Future)

The National Park Service plans to rehabilitate the main park road, the dunes lot access road, and associated parking areas at Great Sand Dunes by improving the condition of the pavement and its underlying structure. The dunes parking lot will be expanded (~5% additional paved surface) and reconfigured to improve traffic flow and increase parking for buses and RVs.

Establishment of a Water Right to Fulfill the Purposes of the National Park and Preserve (Future)

The Great Sand Dunes Act of 2000 directed the Secretary of the Interior to appropriate water for maintaining groundwater levels, surface water levels, and stream flows on, across, and under the national park and preserve, to accomplish the purposes of the national park and preserve, and to protect park resources and park uses. The National Park Service has filed for such a right in state water court and park managers are working to establish this water right.

Relocate Horse Loading Area and Dump Station from Amphitheater Parking Lot (Future)

The National Park Service plans to relocate the horse loading area and RV dump station from the amphitheater parking lot to the west side of the main park road. The horse loading area would have a dirt surface and the dump station surface would be paved.

Sale/Development of Private Land Parcels Near the Entrance to the Park (Future)

At the time of this writing, a private land parcel, about 40 acres in size, was for sale near the park entrance. The parcel is located on the west side of SH 150, just inside the expanded park boundary. This parcel is currently zoned rural. Within rural zoning, agricultural operations are allowed, including construction of single-family residences. Because there is a commercial operation across SH 150 from this parcel, it is reasonably foreseeable that the parcel, once purchased, could be rezoned to commercial.

Elk Herd Reduction (Future)

The size of the northern San Luis Valley elk herd has grown to nearly 6,000 animals, which is well above the 1,500-animal herd objective set by CDOW. A 3-year cooperative research study is underway that will provide much needed information on elk movements, distribution, and habitat selection. This information will be used in the preparation of an interagency elk management plan, which is expected to include strategies for reducing the size of the elk herd.

Analysis of Cumulative Impacts to Big Horn Sheep in the NPS Preferred Alternative

Under the NPS preferred alternative, unleashed dogs used for hunting would continue to be allowed in the preserve. Leashed dogs not used for hunting would also continue to be allowed in the preserve. . . . Thus, anticipated impacts of the NPS preferred alternative on viability and persistence of bighorn sheep within the park would be the same as for the no-action alternative: leashed dogs allowed in the preserve are anticipated to contribute minor to moderate adverse impacts on bighorn sheep populations within the park.

Cumulative Impacts. Cumulative actions contributing to impacts on riparian associated species as described above include growth of the human population in the area surrounding the park, oil and gas exploration on former Baca Ranch lands, and elk herd reduction. The first two of these would contribute

adverse impacts, while elk herd reduction would contribute beneficial impacts, specifically to the riparian corridor habitats. In combination with these cumulative actions, the NPS preferred alternative is anticipated to contribute minor to moderate, adverse impacts.

Cumulative actions contributing to ungulate herd numbers and health include the enabling legislation for the expanded park and preserve (negative impacts from hunting of elk not being permitted in expansion areas of the national park), but also beneficial impacts from increased protection for habitats and species (from conservation-based NPS management). Also contributing to ungulate herd numbers and health would be the interagency fire management plan, which should provide beneficial impacts through habitat management and enhancement. Finally, the elk herd reduction tentatively planned for the future, pending justification stemming from ongoing research and appropriate NEPA analysis, would most likely provide beneficial impacts to elk by reducing numbers to levels closer to the predicted carrying capacity of the area, and reducing the risk of diseases often associated with high herd densities. Beneficial impacts to other ungulates (mule deer and bighorn sheep) would stem from reduced elk impacts on shared habitats and reduced likelihood of exposure to diseases. Combined with past, present, and reasonably foreseeable future actions, the NPS preferred alternative would be anticipated to contribute negligible to minor beneficial impacts to ungulate herd numbers and health.

Cumulative actions contributing to impacts on bighorn sheep would include growth of the human population in the area surrounding the park, and elk herd reduction. The first of these would contribute adverse impacts, as this would be anticipated to increase the number of leashed dogs in the preserve, while elk herd reduction would contribute beneficial impacts by reducing competition from, habitat impacts due to, and the threat of diseases from, elk. In combination with these cumulative actions, the NPS preferred alternative is anticipated to contribute minor adverse impacts and negligible to minor beneficial impacts on bighorn sheep within the park.

I.3 Example of Mitigation Measures Commonly Used in GMP Action Alternatives

Although the following mitigation measures are fairly general, planners should read them CAREFULLY and see if they apply. Also, planning teams need to determine if anything else specific to their project needs to be added or deleted. Remember that a planning team should only include the mitigation measures below if they are going to be implemented by the park staff.

Cultural Resources

The National Park Service would preserve and protect, to the greatest extent possible, resources that reflect human occupation of _____ National Park. Specific mitigating measures include the following:

- Continue to develop inventories for and oversee research about archeological, historic, and ethnographic resources to better understand and manage the resources, including historic and ethnographic cultural landscapes. Conduct any needed archeological or other resource specific surveys, prepare national register evaluations, and identify recommended treatments. Incorporate the results of these efforts into the park's resource stewardship strategy and site-specific planning and compliance documents. Continue to manage cultural resources and collections following federal regulations and NPS guidelines and the Director's Order 24 "Museum Collection Management." Inventory the park's collection and keep in a manner that would meet NPS curatorial standards.
- Follow site-specific planning and compliance procedures, in accordance with the *Secretary of the Interior's Standards for Archeology and Historic Preservation*. Locate projects in previously

disturbed or existing developed areas to avoid or minimize adverse impacts to archeological resources. Use screening and/or sensitive design that would be compatible with historic resources and cultural landscapes and avoid development adjacent to ethnographic resources. If adverse impacts could not be avoided, these impacts would be mitigated by strategies determined through a consultation process with all interested parties.

- Conduct archeological site monitoring and routine protection. Conduct data recovery excavations at archeological sites threatened with destruction, where protection or site avoidance during design and construction is infeasible. Strictly adhere to NPS standards and guidelines on the display and care of artifacts. This would include artifacts used in exhibits in the visitor center. Irreplaceable items would be kept above the 500-year floodplain.
- Mitigative measures for structures and landscapes include documentation according to standards of the Historic American Buildings Survey/Historic American Engineering Record/Historic American Landscape Survey (HABS/HAER/HALS). The level of this documentation, which includes photography, archeological data recovery, and/or a narrative history, would depend on significance (national, state, or local) and individual attributes (an individually significant structure, individual elements of a cultural landscape, etc.) and be determined in consultation with the state historic preservation officer, tribal historic preservation officer(s), local community(ies), and/or other interested parties. When demolition of a historic structure is proposed, and following thorough documentation, architectural elements and objects may be salvaged for reuse in rehabilitating similar structures, or they may be added to the park's museum collection. In addition, the historical alteration of the human environment and reasons for that alteration would be interpreted to national park visitors.
- Continue ongoing consultations with culturally associated groups and American Indian tribes. Protect sensitive traditional use areas to the extent feasible by avoiding or mitigating impacts on ethnographic resources and continuing to provide access to traditional use and spiritual areas. Mitigation could include identification of and assistance in accessing alternative resource gathering areas and screening new development from traditional use areas.
- Encourage visitors through the park's interpretive programs to respect and leave undisturbed any inadvertently encountered archeological resources as well as to respect and leave undisturbed any offerings placed by American Indians.

Natural Resources

Air Quality

- Implement a dust abatement program. Standard dust abatement measures could include the following elements: water or otherwise stabilize soils, cover haul trucks, employ speed limits on unpaved roads, minimize vegetation clearing, and revegetate after construction.

Water Resources

- To prevent water pollution during construction, use erosion control measures, minimize discharge to water bodies, and regularly inspect construction equipment for leaks of petroleum and other chemicals. Minimize the use of heavy equipment in a waterway.
- Build a runoff filtration system to minimize water pollution from larger parking areas.

Wetlands

- Delineate wetlands by qualified NPS staff or certified wetland specialists and clearly mark the wetlands before construction work.
- Perform construction activities in a cautious manner to prevent damage caused by equipment, erosion, siltation, etc.

Soils

- Build new facilities on soils suitable for development.
- Minimize soil erosion by limiting the time that soil is left exposed and by applying other erosion control measures, such as erosion matting, silt fencing, and sedimentation basins in construction areas to reduce erosion, surface scouring, and discharge to water bodies.
- Once work was completed, revegetate construction areas with native plants in a timely period.

Nonnative (Exotic) Species

- Implement a noxious weed control program. Standard measures could include the following elements: ensure construction-related equipment arrives on-site free of mud or seed-bearing material; certify all seeds and straw material as weed-free; identify areas of noxious weeds pre-construction; treat noxious weeds or noxious weed topsoil before construction (e.g., topsoil segregation, storage, herbicide treatment); and revegetate with appropriate native species

Threatened and Endangered Species and Species of Concern

Mitigation actions would occur during normal park operations as well as before, during, and after construction to minimize immediate and long-term impacts on rare, threatened, and endangered species. These actions would vary by specific project and area of the national park affected, and additional mitigations will be added depending on the specific action and location. Many of the measures listed above for vegetation and wildlife would also benefit rare, threatened, and endangered species by helping to preserve habitat. Mitigation actions specific to rare, threatened, and endangered species would include the following:

- Conduct surveys for rare, threatened, and endangered species as warranted.
- Locate and design facilities/actions to avoid adverse effects on rare, threatened, and endangered species. If avoidance is infeasible, minimize and compensate for adverse effects on rare, threatened, and endangered species as appropriate and in consultation with the appropriate resource agencies. Conduct work outside of critical periods for the specific species.
- Develop and implement restoration and/or monitoring plans as warranted. Plans should include methods for implementation, performance standards, monitoring criteria, and adaptive management techniques.
- Implement measures to reduce adverse effects of nonnative plants and wildlife on rare, threatened, and endangered species.

Vegetation

- Monitor areas used by visitors (e.g., trails) for signs of native vegetation disturbance. Use public education, native plants to revegetate disturbed areas, erosion control measures, and barriers to control potential impacts on plants from trail erosion or social trailing.
- Designate river access/crossing points, and use barriers and closures to prevent trampling and loss of riparian vegetation.
- Develop revegetation plans for the disturbed area and require the use of native species. Revegetation plans should specify seed/plant source, seed/plant mixes, soil preparation, etc. Salvage vegetation should be used to the extent possible.

Wildlife

- Employ techniques to reduce impacts on wildlife, including visitor education programs, restrictions on visitor activities, and park ranger patrols.

- Implement a natural resource protection program. Standard measures would include construction scheduling, biological monitoring, erosion and sediment control, the use of fencing or other means to protect sensitive resources adjacent to construction, the removal of all food-related items or rubbish, topsoil salvage, and revegetation. This could include specific construction monitoring by resource specialists as well as treatment and reporting procedures.

Visitor Safety and Experiences

- Implement a traffic control plan, as warranted. Standard measures include strategies to maintain safe and efficient traffic flow during the construction period.
- Implement measures to reduce adverse effects of construction on visitor safety and experience.
- Implement an interpretation and education program. Continue directional signs and education programs to promote understanding among park visitors.
- Conduct an accessibility study to understand barriers to park programs and facilities. Based on this study, implement a strategy to provide the maximum level of accessibility.

Hazardous Materials

- Implement a spill prevention and pollution control program for hazardous materials. Standard measures could include hazardous materials storage and handling procedures; spill containment, cleanup, and reporting procedures; and limitation of refueling and other hazardous activities to upland/ nonsensitive sites.

Noise Abatement

- Implement standard noise abatement measures during construction. Standard noise abatement measures could include the following elements: a schedule that minimizes impacts on adjacent noise-sensitive uses, the use of the best available noise control techniques wherever feasible, the use of hydraulically or electrically powered impact tools when feasible, and the location of stationary noise sources as far from sensitive uses as possible.

Mitigating measures would be applied to protect the natural sounds in the park. Specific mitigating measures include the following:

- Implement standard noise abatement measures during park operations. Standard noise abatement measures could include the following elements: a schedule that minimizes impacts on adjacent noise-sensitive uses, use of the best available noise control techniques wherever feasible, use of hydraulically or electrically powered impact tools when feasible, and location of stationary noise sources as far as possible from sensitive uses.
- Site and design facilities to minimize objectionable noise.
- Work with _____ to find ways to minimize the noise from _____.
- Encourage users of snowmobiles and personal watercraft to use the new quieter vehicles currently being produced.
- Explore options to reduce the sounds of _____.

APPENDIX J: CHOOSING BY ADVANTAGES AND ENVIRONMENTALLY PREFERRED ALTERNATIVE

J.1 SAMPLE WORKSHEET FOR CHOOSING BY ADVANTAGES

ANY NATIONAL PARK — PROJECT NAME								
COMPONENT					FUNCTION			
FACTOR	ALTERNATIVES							
	Alternative __		Alternative ___		Alternative ___		Alternative ____	
PROTECT CULTURAL AND NATURAL RESOURCES								
FACTOR 1 - Prevent Loss of Resources								
Attributes								
Advantages	*Least Preferred Set of Attributes*							
FACTOR 2 - Maintain and Improve Condition of Resources								
Attributes								
Advantages								
PROVIDE FOR VISITOR ENJOYMENT								
FACTOR 3 - Provide Visitor Services and Educational and Recreational Opportunities								
Attributes								
Advantages								

ANY NATIONAL PARK — PROJECT NAME								
COMPONENT					FUNCTION			
FACTOR	ALTERNATIVES							
	Alternative __		Alternative ___		Alternative ___		Alternative ____	
FACTOR 4 - Protect Public Health, Safety and Welfare								
Attributes								
Advantages								
IMPROVE EFFICIENCY OF PARK OPERATIONS								
FACTOR 5 - Improve Operational Efficiency and Sustainability								
Factor 5a -								
Attributes								
Advantages								
FACTOR 6 - Protect Employee Health, Safety and Welfare								
Factor 6a -								
Attributes								
Advantages								
PROVIDE COST-EFFECTIVE, ENVIRONMENTALLY RESPONSIBLE, AND OTHERWISE BENEFICIAL DEVELOPMENT FOR THE NPS								
FACTOR 7 - Provide Other Advantages to the National Park System								
Factor 7a - Compliance Effort								
Attributes								
Advantages								

J. 1. Sample Worksheet for Choosing by Advantages

ANY NATIONAL PARK — PROJECT NAME								
COMPONENT					FUNCTION			
FACTOR	ALTERNATIVES							
	Alternative __		Alternative ___		Alternative ___		Alternative ____	
TOTAL IMPORTANCE OF ADVANTAGES								
Initial Cost (Net)								
Re-design Cost								
Compliance								
Life Cycle Cost (Net)								
TOTAL								
Version 12/11/98								

J.2 EXAMPLE OF CHOOSING BY ADVANTAGES WORKSHEETS

The following worksheet was developed for the Cane River GMP. The administrative record for the project also includes pages of notes taken during the CBA discussions. The notes are as important as the table, since they record the reasons decisions were made.

	STATUS QUO		ALTERNATIVE 1		ALTERNATIVE 2		ALTERNATIVE 3	
FACTOR 1 Maintain or improve the condition of resources.	**ATTRIBUTE:** 50 structures preserved (external) 2 rehabilitated (open to public) 4 post-1948 structures removed Cultural landscapes maintained at current level. Security provided at both sites. Natural resources maintained at current level		**ATTRIBUTE:** 54 structures preserved (external) 15 restored/rehabilitated (open to public.) Potential for additional resource pres. offsite through coop. agreement, partners. Cultural landscape preserved --slight improvement through added preservation efforts more research data --6 comp. landscapes rehabilitated Improved resource security (at least part time) at Oakland--seasonal employees at Doctor's house. Natural resources impacted by development --soils, drainage, compaction, more at Oakland than Magnolia.		**ATTRIBUTE:** 50 structures preserved (external) 12 structures restored/rehabilitated pen to public) 4 post-1948 structures removed. Cultural l landscape preserved slight to moderate improvement of no action through locating development offsite, low level interpretation. 7 component landscapes restored/rehabilitated Security same as status quo alternative. Natural resources -- protect additional 60-100 acres.		**ATTRIBUTE:** 54 structures preserved (external) --18 rehabilitated (open to visitors) --3 used to house animals. Cultural landscape preserved -- would receive greater emphasis in the "working plantation" concept, but this benefit diminished by development and high visitor traffic. --9 comp. landscape rehabilitated. Security same as status quo alternative. Natural resources impacted by development --soils, drainage, compaction.	
	ADVANTAGE:	**0**	**ADVANTAGE:** -more professional expertise and attention to park and regional resources -many more structures, landscape comp preserved		**ADVANTAGE:** -many more structures and landscapes comp. preserved (some restored) -minimal site development -double the acreage protected -more protection of regional context	**85**	**ADVANTAGE:** -many more structures and landscape components are preserved, used and maintained -more preservation of lifeways	**70**
FACTOR 2 Provide opportunities for visitors to learn about the history and culture of the Cane River region as	**ATTRIBUTE:** **On site:** Opportunities for visitors limited due to limited access to resources/limited park hours. Quiet, uncrowded setting provides contemplative learning environment (esp. for ranger-led groups)		**ATTRIBUTE:** **On site:** Opportunities moderately high at visitor center--state of art programs, personal services, exhibits of park artifacts. Opportunities variable in historic core--dependent on projects ongoing & level of visitor interaction with researchers		**ATTRIBUTE:** **Onsite:** Opportunities to learn moderate to high depending on type of visitor/ type of media used--potentially high quality leaning environment due to setting no new development -dispersement of visitors, low-key interpretation methods.		**ATTRIBUTE:** **Onsite:** Opportunities to learn moderate to high --wide variety of experiences/ opportunities available depicting a working plantation and lifeways.	

	STATUS QUO		ALTERNATIVE 1		ALTERNATIVE 2		ALTERNATIVE 3	
represented by the resources of Magnolia and Oakland plantations.	**Offsite:** Opportunities for visitors either not available or limited to primarily non-NPS activities (i.e., chamber, heritage area).		and preservations. Controlled environment at Magnolia. **Offsite:** Shuttle trip allows heritage area opportunities.		--few opportunities for activity-based learning **Offsite** Opportunities to learn in Natchitoches and heritage area high --joint v.c. provides state of art programs, personal services, exhibits of park artifacts; --shuttle system offers interpretation en route to park; --partnerships w/heritage area, others, result in other interp/education programs, etc.		--few opportunities for contemplative for experiences due to high levels of activity and substantial development within historic landscape. **Offsite:** Opportunities to learn moderate to low--joint contact facility provides basic orientation to park and area.	
	ADVANTAGE:	**0**	**ADVANTAGE:** -unique experiential opportunity to interpret a preservation laboratory -much more extensive vis. opportunities at vc & onsite- whole range of techniques -more exposure to reg. themes		**ADVANTAGE:** -much more extensive visitor exposure to regional opportunities and themes. -greater diversity of visitor opportunities throughout region -facilitates opportunity for visitor self-educate -acquisition provides additional visitor experiences.	**100**	**ADVANTAGE:** -facilitates participative learning activities onsite -much more extensive visitor opportunities onsite to experience and understand plantation lifeways - more extensive visitor exposure to regional opportunities and themes.	**80**
FACTOR 3 Provide visitor access, circulation, and services that enhance visitor enjoyment of the park.	**ATTRIBUTE:** **Onsite:** Access to site and structures minimal. Very limited services. **Offsite:** No visitor services		**ATTRIBUTE:** **Onsite:** High level of visitor services --convenient parking at Oakland, v.c. programs and services, trails to key resources, some structures accessible, Oakland-Magnolia shuttle **Offsite** Potential shuttle access to other HA sites		**ATTRIBUTE:** **Onsite:** Low level of services--little to no parking, basic facilities, very limited personal services. **Offsite:** High level of visitor services--convenient parking, v.c. programs and services, shuttle service w/interpretive services (heritage area/park overview).		**ATTRIBUTE:** **Onsite:** Moderately high level of visitor services--convenient parking, orientation and restrooms, high level of personal services--programs and demos **Offsite:** Moderate to low level of services--convenient parking, basic information and restrooms, low level of personal services	
	ADVANTAGE:	**0**	**ADVANTAGE:** -extensive, complete visitor services onsite -much more access to park resources		**ADVANTAGE:** -very extensive, complete visitor services offsite -more and direct access to onsite	**40**	**ADVANTAGE:** -more convenient access to the park -much more direct access to park	**50**

	STATUS QUO		ALTERNATIVE 1		ALTERNATIVE 2		ALTERNATIVE 3	
					resources -greater access to regional resources		resources -more access to regional resources -extensive personal services onsite	
FACTOR 4 Establish operational efficiency and sustainability.	**ATTRIBUTE:** Moderate efficiency for initial low visitation--small staff concentrated in one area, allowing good communication among staff and with visitors, proximity to resource. Efficiency will diminish as program/visitation grows.		**ATTRIBUTE:** Moderately high efficiency for operations--admin. and interp. staff combined, good communication, high access to majority of visitors and resources (70%). Controlled access to Magnolia Onsite maintenance promotes good communication, and potentially efficiency. Reuse structures that would have to be maintained anyway.		**ATTRIBUTE:** Moderate to low efficiency for operations--admin and some interp staff combined in town (high access to many visitors and community), other interp staff at units, maintenance elsewhere. Operations fractured between 4 areas (5 incl Curation storage). Best efficiency for communication/business with area partners.		**ATTRIBUTE:** High operational efficiency--majority of staff combined at Oakland, allowing good communication, efficient use of space & parking, proximity to majority of visitors and resources (70%). Onsite collections management.	
	ADVANTAGE: - Consolidated staff at Oakland	**30**	**ADVANTAGE:** -improved capability for preservation maintenance -consolidated staff at Oakland		**ADVANTAGE:**	**0**	**ADVANTAGE:** -staff at only 2 locations	**20**
FACTOR 5 Assist in educational and preservation activities in support of Cane River cultural heritage.	**ATTRIBUTE:** **Onsite:** Minimal partnership opportunities pursued in education/preservation assistance **Offsite:** Minimal partnership opportunities pursued in education/preservation assistance.		**ATTRIBUTE:** **Onsite:** Moderate partnership opportunities pursued in education/preservation assistance **Offsite:** Minimal partnership opportunities pursued in education/preservation assistance.		**ATTRIBUTE:** **Onsite:** Minimal partnership opportunities pursued in education/preservation assistance **Offsite:** High level of partnership opportunities in educational and preservation assistance including technical assistance		**ATTRIBUTE:** **Onsite:** Moderate level of partnership opportunities pursued in educational/preservation assistance. **Offsite:** Minimal partnership opportunities pursued in education/preservation assistance	
	ADVANTAGE:	**0**	**ADVANTAGE:** -provide outreach by example, research resource, and focus for prof. preservation programs		**ADVANTAGE:** -extensive, multiple partnership activities including technical assistance	**60**	**ADVANTAGE:** -provide focus for lifeways preservation, education and school programs	**40**
TOTAL IMPORTANCE OF THE ADVANTAGES		**30**				**285**		**260**

J.3 THE ENVIRONMENTALLY PREFERRED ALTERNATIVE — EXAMPLES

Example 1: Walnut Canyon NM

The No-Action Alternative represents the current management direction for Walnut Canyon National Monument. The existing use and development of the park is based on planning initiated and implemented during the Mission 66 program. Personal services interpretation and resource protection patrols are sporadic at the two archeological interpretive areas (Island and Rim trails and at ranger cabin). Resource protection patrols are even less frequent on the south side of the canyon. The majority of visitors to the park see the two archeological areas on their own with no on-site NPS presence. The ranger cabin area is by guided tour only. For resource protection purposes, areas of the park other than the developed sites and administrative areas are closed to unguided entry. Since the No-Action Alternative maintains the Mission 66 visitor experience, diversity of educational opportunities is limited. Protection of cultural and natural resources would be less enhanced than under Alternative 2. Visitor opportunities would not be as diverse as under Alternative 1. The No-Action Alternative does not fully realize provisions 3, 4, 5 and 6 of the goals.

Alternative 1 provides more diverse visitor experience and access to more of the park to decrease congestion at the visitor center and on the Island Trail meeting goals 3 and 5 of the National Environmental Policy Act. A variety of motorized and non-motorized activities would be spread across the area north of the canyon rim. Parking would be redesigned and relocated away from the canyon rim, and visitors would walk a short trail to the canyon edge. The park would remain day-use only, with the road gated at night at the intersection of the entrance road and FR303. Gating the road may disrupt recreational use of the road (such as biking and jogging) and may affect access to grazing allotments, not fully realizing goal 4. The existing visitor center would be remodeled to accommodate more visitor use by removing administrative offices, and a new scenic drive would be developed along the north rim to disperse use to a new area and provide different views of the canyon. Construction of a scenic drive in the east end of the park would fragment wildlife habitat, not meeting goal 6 of the National Environmental Policy Act. Areas of the park not zoned for administrative or visitor use would remain closed to protect resources, partially realizing goal 6. As compared to the No-Action Alternative and Alternative 2, Alternative 1 meets goals 3 and 5 by providing more diverse visitor experiences, and partially realizes goals 4 and 6. Protection of natural and cultural resources would not be as enhanced as under Alternative 2.

Alternative 2 would preserve untrailed expanses, unfragmented natural systems, and relatively pristine resource conditions throughout much of the park. Walnut Canyon would be protected as a critical wildlife corridor meeting goal 6 of the National Environmental Policy Act. Visitation to the park would be managed with the goal of providing quality learning opportunities in an intimate atmosphere while maintaining the health of the canyon ecosystem. Preservation and protection of threatened and endangered species, preservation of riparian habitat, and maintenance of the long-term integrity of systems and natural processes would be emphasized. Efforts would be made to provide a broader range of educational programs (ranger guided hikes in the east end of the park and a self-guided trail to ranger cabin), partially realizing goals 3 and 5 of the National Environmental Policy Act. The park entrance road would be gated at night, while allowing 24-hour use of FR303. Gating the road may disrupt recreational use of the road (such as biking and jogging) and may affect access to grazing allotments, not fully realizing goal 4. Compared to the No-Action Alternative and Alternative 1, Alternative 2 provides the greatest protection to the cultural and natural resources of the park.

After careful review of potential resource and visitor impacts, and developing proposed mitigation for impacts to natural and cultural resources, the environmentally preferred alternative is Alternative 2. Alternative 2 surpasses the other alternatives in best realizing the full range of national environmental policy goals as stated in § 101 of the National Environmental Policy Act. Although other alternatives may achieve greater levels of individual protection for cultural resources or natural resources, or better enhance visitor experience, Alternative 4 overall does (1) provides a high level of protection of natural and cultural resources while concurrently attaining the widest range of neutral and beneficial uses of the environment without degradation; (2) maintains an environment that supports diversity and

variety of individual choice; and, (3) integrates resource protection with an appropriate range of visitor uses.

Example 2

The environmentally preferable alternative is the alternative that will promote the national environmental policy as expressed in section 101 of the National Environmental Policy Act. In the National Park Service, the environmentally preferred alternative is identified by (1) determining how each alternative would meet the criteria set forth in section 101(b) and (2) considering any inconsistencies between the alternatives analyzed and other environmental laws and policies (DO 12, 2.7E). Section 101 states that "… it is the continuing responsibility of the Federal Government to

(1) fulfill the responsibilities of each generation as trustee of the environment for succeeding generations

(2) assure for all Americans safe, healthful, productive, and esthetically and culturally pleasing surroundings

(3) attain the widest range of beneficial uses of the environment without degradation, risk of health or safety, or other undesirable and unintended consequences\

(4) preserve important historic, cultural, and natural aspects of our national heritage, and, wherever possible, maintain an environment that supports diversity and variety of individual choice

(5) achieve a balance between population and resource use that will permit high standards of living and a wide sharing of life's amenities

(6) enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources." (Criteria 6 was determined to be not applicable to this planning effort.)

Taken as a whole, the preferred alternative (alternative 2) would best satisfy the five remaining goals and is the environmentally preferred alternative. The preferred alternative would enhance the park's ability to carry out its mission through developmental and programmatic activities while limiting the amount of new environmental impacts from development and use. Current visitor experiences would still be available but with a greater depth and range, and there would be increased opportunities for both recreational diversity and learning about park resources. Buildings would be adaptively used for new functions thus maximizing visitor opportunities without expanding the developed areas. Thus the preferred alternative would satisfy national goals 2, 3, 4, and 5 to a high degree, ensuring for the long- term that visitors coming to the park see an esthetically and culturally pleasing area, providing a wide range of opportunities for visitors to learn and enjoy the area with minimal adverse impacts, while preserving and enhancing the understanding and preservation of the park's important natural and cultural resources and fulfilling the Park Service's responsibilities as trustee of the environment (goals 1 and 4).

Alternative 1, the no-action alternative, would continue to preserve important cultural and natural resources (goals 1 and 4), although it would not enhance the Park Service's ability to achieve these goals to the same degree as under the preferred alternative. Educational, informational, and research opportunities would remain limited by lack of facilities and programs and would thus not fulfill goals 2, 3, 4, and 5 as well as the preferred alternative.

Alternative 3 would provide the greatest range and flexibility in visitor recreational opportunities, thus meeting goals 2, 3, 4, and 5. However, alternative 3 would not have the emphasis on both research based educational opportunities and recreational diversity that the preferred alternative would offer. Providing these opportunities and associated new facilities would also result in more extensive and dispersed resource impacts and a greater likelihood that resource management would become more reactive rather than proactive in addressing issues. Thus this alternative would not provide as great a degree of protection for resources (goals 1 and 4) compared to the preferred alternative.

Alternative 4 would provide the highest degree of protection for the park's natural and cultural resources, primarily by removing nonhistoric facilities and restoring areas to more natural conditions, expanding resource management programs and data collection, and generally preserving cultural resources at the highest level possible, with preservation of historic fabric a priority. Thus goals 1 and 4 would be best served by this alternative. Although some visitor opportunities would be enhanced, particularly nonmotorized opportunities, overall there would be a narrower range and fewer opportunities for all visitors to fully enjoy the park and its resources (goals 2, 3, 4, and 5) compared to the other alternatives.

Notes:

APPENDIX K: PROJECT COMPLETION

K.1 POST-PROJECT REVIEW FORM

GMP Post-Project Review Form

Park _____ Region _____

Name _____ Role in plan _____

Date _____

If the form is filled out in an interview, name of form preparer _____

1. The goal of a GMP can be described as creating a shared understanding among NPS managers and the public about the kinds of resource conditions and visitor experiences that will best fulfill the purpose of the park. Successful GMPs set the stage for implementation planning that will achieve the park's purpose in a cost effective and consistent manner. In this context, do you think the GMP was successful? Identify the key elements of the project that contributed most to the project's success (or failure) and why.
2. What were the most valuable results of the planning project? (rank from 1 to 6, with #1 being the most valuable) Additional comments are appreciated. ___Clear delineation of the park purpose and mission. ___Improved public understanding of and support for park purposes and values ___Establishment of management zones and prescriptions for desired conditions ___Agreement on major priorities for maintenance, resource management, and visitor services ___Guidance for facility development ___Provides basis for increased funding and funding requests ___Other results?

3. Were the park's expectations before the beginning of this planning process met by the plan? What results occurred that weren't expected, or didn't occur that were expected?
4. Do you think the value of the project results was worth the investment of time and money? What cost savings measures would you recommend? Could the project have been done in less time? If so, what aspects of the project could be shortened and what do you recommend to shorten them?
5. Were the basic needs and problems of the park completely identified during the scoping process and development of the project agreement? If not, what were the most important needs and problems that were not identified and why were they overlooked?
6. Is the level of detail in the plan: too low, about right, too high?

7. What were the major stumbling blocks in this project? What would you recommend to other projects to avoid these same pitfalls?
8. What was the makeup of the project team (DSC, park, region, other)? Was the size of team and the disciplines represented appropriate for this project? If not, what was missing?
9. How effective were various public participation methods? Indicate if they were: not used, not productive at all, moderately productive, very productive. Additional comments are appreciated. Workshops/public meetings/open houses Surveys Newsletters/workbooks Website Written responses, i.e. letter Focus groups Interagency meetings Other
10. The GMP sourcebook reports that once people have been involved in park planning, their level of interest in that park continues to be higher than before the GMP effort. Did you find that to be true for this project? Please elaborate if you can.

11. Did the project involve a formal partnership(s)? How would you describe the value that they added to the planning project (beyond achieving mandates)? What are some “lessons learned” that would be helpful for future projects?
12. What other changes would you recommend to improve the process the next time?
13. This contracting question is directed to project managers, and can be bypassed by other respondents. Was any part of the process contracted and were the results worth the cost? Would you recommend increased use of contractors in other projects? If so, what parts of the process would you contract?

GMP Post-Project Review Form (Superintendents)

Park _____ Region _____

Superintendent _____Date _____

1. The overall goal of a GMP can be described as creating a shared understanding among NPS managers and the public about the kinds of resource conditions and visitor experiences that will best fulfill the purpose of the park. Successful GMPs set the stage for implementation planning that will achieve the park's purpose in a cost effective and consistent manner. In this context, do you think the GMP was successful? Identify the key elements of the project that contributed most to the project's success (or failure) and why.
2. What were the most valuable results of the planning project? (rank from 1 to 6, with #1 being the most valuable) Additional comments are appreciated. ___Clear delineation of the park purpose and mission. ___Improved public understanding of and support for park purposes and values ___Establishment of management zones and prescriptions for desired conditions ___Agreement on major priorities for maintenance, resource management, and visitor services ___Guidance for facility development ___Provides basis for increased funding and funding requests ___Other results?

3. Were the park's expectations before the beginning of this planning process met by the plan? What results occurred that weren't expected; or didn't occur that were expected?
4. What changes would you recommend to improve the process the next time?
5. The GMP sourcebook reports that once people have been involved in park planning, their level of interest in that park continues to be higher than before the GMP effort. Did you find that to be true for this project? Please elaborate if you can.
6. If a formal partnership was involved, what would you suggest as "lessons learned" for partnership parks to carry forward into future planning projects?

Additional information to be completed only by planning team lead:

Project start date (NOI)_____Planning team lead _____

Park Superintendent _____

Key park participants

_____

_____

Final GMP publication date _____

Cost of project broken down by fiscal year and by park, region and DSC

FISCAL YEAR	DSC	REGION	PARK
TOTAL			

K.2 ADMINISTRATIVE RECORD GUIDANCE FROM THE U.S. DEPARTMENT OF JUSTICE

United States Department of the Interior

OFFICE OF THE SOLICITOR
Washington, D.C. 20240

IN REPLY REFER TO

Memorandum

JUN 27 2006

To: Assistant Secretaries
Directors of Bureaus and Offices

From: David L. Bernhardt
Deputy Solicitor

Subject: Standardized Guidance on Compiling a Decision File and an Administrative Record

The Office of the Solicitor has developed guidance to assist you and your employees when compiling Decision Files and administrative records. This information should be useful to Bureaus and Offices when handling electronic materials and drafts encountered in the decision-making process. In the future, this guidance will be incorporated into the Departmental Manual.

As many of you are aware, decision files and administrative records document the Department's decision-making process and record the basis and rationale for making the decision. Decision Files should be created contemporaneously with development of agency decisions, while administrative records evidence the Department's basis for defending agency decisions.

If you have any questions about the contents of this guidance, please contact Art Gary, Associate Solicitor, Division of General Law.

cc: Regional and Field Solicitors

Attachment

Department of the Interior Standardized Guidance on Compiling a Decision File and an Administrative Record

PART A – INTRODUCTION

I. Purpose of This Guidance

The purpose of this guidance is to provide Bureaus and Offices within the Department of the Interior standardized procedures for compiling a Decision File for the records that contemporaneously document any decision and, if necessary, an administrative record ("AR") for judicial review. These procedures apply to the preparation of Decision Files and ARs of agency decisions other than formal rulemaking[1] and administrative adjudication, such as matters before the Office of Hearings and Appeals. Agency personnel should promptly consult the Office of the Solicitor when questions arise concerning the composition of a Decision File and throughout the process of preparing an AR to ensure that they are properly compiled. This guidance establishes internal Department guidelines only.[2]

II. Importance of Compiling an Accurate and Thorough Decision File and AR

Under the Administrative Procedure Act ("APA"), a court reviews an agency's action (*e.g.*, any decision) to determine if it was "arbitrary, capricious, an abuse of discretion, or otherwise not in accordance with law." 5 U.S.C. § 706 (2)(A). In making this determination, a court evaluates the agency's complete AR. Consequently, the agency must take great care in compiling a complete AR. Courts will generally defer to agency decisions, although the degree of deference often varies. For example, if the Department made a thorough and informed decision, but documentation supporting the decision is not contained in the AR, any deference a court may have given to the agency decision could be lost or diminished.

---

[1] Agency rulemaking proceedings primarily take two forms – formal and informal rulemaking. In general, formal rulemaking results when a statute specifically requires an agency to conduct a trial-like "on the record" hearing and provides interested parties an opportunity to testify and cross-examine adverse witnesses before issuing a particular rule. *See* Administrative Procedure Act ("APA"), 5 U.S.C. §§ 556-557. In contrast, informal or "notice and comment" rulemaking only requires an agency to perform certain notice-and-comment procedural requirements prior to issuing a rule. *See* APA, 5 U.S.C. § 553. For purposes of this guidance use of the term "rulemaking" will include only informal rulemaking unless otherwise specified.

[2] This document does not create any rights, substantive or procedural, that are enforceable at law by any party.

In general, an AR is a compilation of documents[3] that includes the decision-making documents, as well as relevant agency documents generated or received in the course of the decision-making process. The AR should document the process the agency used in reaching its final decision to demonstrate it followed the required procedures, as provided by statute, regulation, and any applicable agency policies, and must explain and rationally support the agency's decisions. Moreover, the AR must demonstrate that the agency considered opposing viewpoints, if any, and provide a thorough explanation as to why the preferred course of action was adopted.

For this and other reasons, it is important that all Bureaus and Offices maintain organized, accurate, and thorough Decision Files that document work on their decisions. A complete Decision File ensures that the decision-maker, typically the individual signing the decision document, has access to information sufficient to render a well-reasoned decision. An agency must also protect the public's interest in government documents, and preserve its own interests, including compliance with the Federal Records Act and related requirements. Finally, if an agency decision is challenged in court, a thorough Decision File will enable the agency to compile an AR sufficient to defend the decision.

The Decision File, and any subsequent AR presented to the court, should:

- Contain the complete "story" of the agency decision-making process, including options considered and rejected by the agency;
- Include important substantive information that was presented to, relied on, or reasonably available to the decision-maker;
- Establish that the agency complied with relevant statutory, regulatory, and agency requirements; and
- Demonstrate that the agency followed a reasoned decision-making process.

The Decision File should be compiled as documents are generated or received during the decision-making process, making it a contemporaneous record of the decision. This practice will also increase agency efficiency and performance should it become necessary to create an AR.

---

[3] The general term for all agency documents is records, which are defined in 44 U.S.C. § 3301 as

> all books, papers, maps, photographs, machine readable materials [*e.g.*, e-mails, videos, etc.], or other documentary materials, regardless of physical form or characteristics, made or received by an agency of the United States Government under Federal law or in connection with the transaction of public business.

To avoid confusing "records" with "administrative record" and the Department's general records management requirements, this guidance generally refers to individual records as "documents," except where otherwise appropriate.

III. Relation of Decision File or AR Compilation to Other Agency Record Management and Disclosure Requirements

The Department has multiple responsibilities for the maintenance and disclosure of federal records. For purposes of this guidance, these responsibilities fall into three general categories that often intersect: 1) records management,[4] which includes maintaining a Decision File; 2) the Freedom of Information Act ("FOIA"), 5 U.S.C. § 552; and 3) AR compilation.

Documents contained in a Decision File and an AR are not necessarily identical to those that might be released in response to a FOIA request. Although some documents previously released to the public through FOIA may be relevant to the decision and should properly be included in a Decision File and an AR, all documents released in response to a FOIA request may not need to be included in a Decision File and an AR because they are not relevant to the decision or the decision-making process. Conversely, an agency may not be able to disclose all documents in a Decision File or an AR to the public, for example, because they may be covered by a protective order.

This guidance relates only to agency documents identified for inclusion in a Decision File and an AR. Questions concerning general records management, FOIA, and how these statutes and rules relate to an AR should be brought to the attention of the Office of the Solicitor.

PART B – CREATING A CONTEMPORANEOUS DECISION FILE

I. The Decision File

A Decision File is the contemporaneous record of the agency's decision-making process. Practically, the Decision File is a collection of documents maintained by a designated employee, generally the employee, the program manager, the project manager, or their staff who has access to relevant documents, that details the development of an agency decision. If the decision is subjected to judicial review, the Decision File will be used as the primary basis for compilation of the AR. Other terms often used by Bureaus and Offices to describe a Decision File include "case file," "action file," "agency file," "official file," or "issue file."

II. Guidelines For Use in Generating a Decision File

Bureaus and Offices have wide latitude to create and maintain Decision Files, but the following general guidelines should be followed:

- The Office of the Solicitor should be consulted throughout the process as necessary;

[4] Federal records management requirements are governed by 44 U.S.C. Chapter 29, which is administered by the National Archives and Records Administration.

- A Decision File should be created once consideration of a decision begins, which will vary based on the situation;
- All documents necessary to create a single organized source of information that records the agency decision and decision-making process should be collected;
- The Decision File should be kept in an accessible location and should be organized in a logical manner, such as chronologically or by topic, so that documents can be added to the Decision File as they are generated or received;
- All documents placed in the Decision File should be appropriately labeled and dated;
- Substantive meetings that are relevant to the decision-making process should be sufficiently documented;
- Drafts that help substantiate the agency's decision-making process should be included in the Decision File;
- Documentation of electronic information (such as that found on websites) and communications (such as emails) should be maintained in the Decision File only if relevant, substantive, and if they document the decision-making process;
- When information contained on websites is relied on, the Decision File should contain a contemporaneous copy of the website, including the address and date that it was downloaded, to ensure that the information relied on is preserved before the web site content changes;
- Contemporaneous memoranda that document relevant oral communications, confusing emails, and other matters that demonstrate the agency's decision-making process should be written or collected and placed in the Decision File; and
- Once the decision-maker has made a final decision, the Decision File should be closed.

PART C – COMPILING AN ADMINISTRATIVE RECORD

I. Sources To Consult Before Compiling an AR

The APA governs judicial review of challenged agency decisions but does not specifically describe what is to be included in an AR. Under certain circumstances, other

statutes and regulations provide specific guidance on compiling ARs. At the outset, the agency, in consultation with the Office of the Solicitor, must determine whether a statute other than the APA applies. Additionally, regulations and implementing guidance may govern how to assemble an AR. In such circumstances, this guidance should be used in conjunction with any specific statutes and regulations.

As a procedural matter, Bureaus or Offices should determine whether they will seek the logistical assistance of the Department's Document Management Unit, in the Office of the Executive Secretariat.

II. Documents That Should Initially Be Collected for an AR

During the initial search phase, a designated employee (the "AR Coordinator") should begin by examining the Decision File, if any, because most, if not all, of the documents that go into an AR should be in a properly maintained Decision File. The AR Coordinator should also direct an additional and thorough search in order to collect other relevant documents, including all primary and supporting documents, which may not be included in the Decision File. Such documents should include substantive documents:

- That were relied upon or considered by the agency, regardless of whether they support or oppose the agency's position;
- That were available to the decision-maker at the time the decision was made (i.e., considered by staff involved in the decision process as it proceeded through the agency), regardless of whether they were specifically reviewed by the decision-maker; and
- Even if the AR Coordinator believes the relevant documents are privileged.

Keep in mind that, while the APA does not specifically describe what is to be included in an AR, a court's review of a decision by an administrative agency is generally based on the reasons given by the agency and the information considered by the agency in the course of making the decision. not on the internal decision making process or on documents that reflect that process.

The AR Coordinator should maintain a written record detailing where he or she searched for documents and who was consulted in the process of compiling the AR. When questions about either the documents that should be included or the scope of any additional search arise, the AR Coordinator should consult with the Office of the Solicitor.

III. Steps To Take After Collecting Documents Related to the Challenged Decision

The AR Coordinator should contact the appropriate Office of the Solicitor reviewer after all documents have been gathered. The Office of the Solicitor will work with the Department of Justice and the AR Coordinator to determine the scope of the AR, such as

what types of documents that have been gathered are relevant to the particular issues in the litigation and should be included in the AR. In addition, the Office of the Solicitor will work with the Department of Justice to provide the AR Coordinator with any specific instructions for formatting, organizing, sorting, or providing the documents for review for assertion of privileges or for determination of relevancy.

The AR Coordinator should ensure that each document to be included in an AR is clean, legible, and complete, even if the document is believed to contain protected or privileged information. The AR Coordinator must ensure that the documents to be included in the AR have not been redacted, edited, or altered in any manner, unless such alterations are part of the original document.

IV. *Documents That Should Be Included in an AR*

After the documents have been collected, the AR Coordinator should begin to compile the AR. At this point, the AR Coordinator should consult with the Office of the Solicitor to determine if there is any additional guidance to be followed for the specific AR. Specific guidance may include particular issues that should be focused on or types of documents that should be flagged.

The following documents are typically included in an AR when they are relevant, without regard to whether they support or oppose the agency decision or whether the AR Coordinator believes they contain privileged information:

1) All *primary documents*. Primary documents record the agency action that is or may be challenged. They are typically signed or approved by a decision-maker, and commonly include National Environmental Policy Act ("NEPA") documents, such as Environmental Impact Statements or Environmental Assessments; Records of Decision; Endangered Species Act documents, such as a biological opinion; Resource Management Plans; and final rulemaking documents; and

2) All *relevant, supporting documents* that were followed, relied upon, or considered by the agency during the decision-making process. For purposes of this guidance, relevant documents are documents that bear a logical connection to the matter considered and that contain information related to the agency decision at issue. Documents are always relevant if they are procedurally required by statute or regulation as part of the decision-making process.

   Additionally, all supporting documents, which include those documents that affect the substance of the primary documents or the decision, are relevant because they explain the agency decision-making process, were before or available to the decision-maker at the time the decision was made, and were relied upon or considered by the agency during the decision-making process. They include documents that both support and are contrary to the agency decision.

Determinations of relevance may be complicated, affecting the content of the AR and the defense of the agency decision, and should be made in consultation with the Office of the Solicitor. The Office of the Solicitor will consult with the Department of Justice as appropriate. Examples of relevant, supporting documents include:

- Departmental, Office, and Bureau policies, guidelines, directives and manuals;
- Documents contained in previous ARs that were relied upon or considered in the decision-making process (even if not being challenged by the current litigation);
- Documents that have been released to the public, such as through a FOIA request, or are available to the public, including on the Internet;
- Communications and other information received from the public and other agencies and any responses to those communications. These communications can be unsolicited, the result of informal communications (such as between agencies), or part of a formal process such as comments received during NEPA public scoping or during rulemaking. If a consultant or contractor received or compiled public or agency comments, those comments and any reports or summaries should also be included in the AR;
- Articles, books and other publications. If a copy is made, be sure to cite the appropriate sources and follow applicable copyright laws;
- Technical information, monitoring data, sampling results, survey information, engineering reports or studies, and other factual information or data;
- Documents cited as a reference of a primary document, such as a bibliography of an Environmental Impact Statement;
- Reports and other information compiled by consultants and contractors;
- Memoranda to the file, created contemporaneously to the creation of the document, that further explain the content of relevant electronic communications and their attachments, meetings, and phone conversations;
- Electronic communications or other internal communications, such as emails and their attachments, which contain factual information, substantive analysis or discussion, or that document the decision-making process. (See section C.VI for detailed discussions of electronic communications);
- Minutes, transcripts of meetings, and other memorializations of telephone conversations and meetings, including personal memoranda or handwritten

notes that were circulated to colleagues or added to the Decision File. (See section C.VII for detailed discussions of personal memorializations); and

- Drafts of primary or relevant documents indicating substantive deliberations or discussions. (See section C.VIII for a detailed discussion of drafts).

When questions arise about which documents to include, the AR Coordinator should initially include the documents in the AR and then consult with the Office of the Solicitor. In addition, some documents, such as books and published reports, may be particularly lengthy, making them difficult to copy. When a document is particularly large, the Office of the Solicitor should be contacted for instructions on how to proceed. The Office of the Solicitor may be able to work with the Department of Justice and opposing counsel to come to a mutually acceptable agreement concerning how such documents will be produced.

V. Types of Documents That Should Not Be Included in an AR

The following types of documents, although they may be appropriate for inclusion in the Decision File, typically should not be included in the AR:

- Documents that are not relevant to the decision-making process;
- Documents that were not in the agency's possession at the time the decision was made;
- Electronic communications, including emails, which do not contain factual information, a substantive analysis or discussion, or information documenting the agency decision-making process. (See section C.VI for detailed discussions of electronic communications);
- Personal notes, journals, appointment calendars or memorializations maintained by an individual solely for personal use and not circulated to colleagues or added to the agency file. (See section C.VII for detailed discussions of personal memorializations); and
- Drafts of documents that simply agree with previous drafts or represent mere grammatical edits and do not contain significant additional substantive comments. (See section C.VIII for a detailed discussion of drafts).

When questions arise about the documents to be included, the AR Coordinator should initially include the documents in the AR and consult with the Office of the Solicitor.

VI. Electronic Communications

General Guidelines for Electronic Communications: Only electronic information and electronic communications, such as emails, that contain relevant factual information, a

substantive analysis or discussion that formed a material part of the decision-making process, or that actually document the agency decision-making process should be included in the AR. As a general rule of thumb, the great majority of email "chatter" about a decision need not be included in the AR. For example, emails should be included in the AR if they propose or discuss substantive changes to a draft primary document, or if they document substantive supervisory instructions to staff relating to the decision-making process. Such emails that are exchanged between the agency decision-maker, other agencies, stakeholders or representatives from outside parties should also generally be included if they substantively document the decision process. On the other hand, emails that merely set up a meeting or transmit an attached document, or that do not contain substantive relevant information generally do not need to be included in the AR.

The AR Coordinator should ensure that information related to the decision-making process is included in the AR in a manner that is clear and easy for a reviewer unfamiliar with the process to understand. For example, when included in the AR emails must include attachments and identifying information, such as author, recipient and date. In addition, while duplicate copies of emails should typically not be included in an AR, if a duplicate helps to explain the context of a related email, it should be included. Additionally, the AR Coordinator should ensure that the AR includes any memoranda that were inserted into the Decision File prior to the decision to clarify unclear or confusing emails. The AR Coordinator should consult with the Office of the Solicitor to determine if a particular email should be included in the AR.

Personal information: While emails that contain a commingling of personal and official information generally need not be included in the AR, such communications may need to be included in an AR without redaction if the official information substantiates the decision-making process.

Confusing chain messages: Ideally, employees should use care in drafting and sending emails to avoid later confusion in interpreting the chain of communication. Emails with numerous attachments or that contain a commingling of personal and agency information and email chains with multiple parties and topics can lead to confusion and misinterpretation of the intended communication, especially when a long period of time has passed and the reader is less familiar with the subject matter. It may be difficult for an outside party, such as a court, to determine the actual context of an email or portion of an email without relevant attachments or all the emails in a chain. When several separate responses are sent in reply to one original message, the original message should remain attached to each of the responses.

VII. Personal Memorializations

In general, documents that were created solely for an employee's personal convenience, even if they help that employee perform his or her official duties, should not be included in the AR. As a result, diaries, journals, "to-do" lists, personal notes and personal calendars that were created for the author's personal use and that were not distributed to other employees typically should not be included in the AR. However, documents that an

9

employee was required to create or maintain or that were distributed to or relied on by colleagues and/or the decision-maker and contain information related to the decision-making process should typically be included in an AR. If an employee takes relevant handwritten notes at a meeting and later gives copies of his or her notes to colleagues who were unable to attend the meeting, the notes should be included in an AR if there is no other documentation of the meeting.

However, in those situations where a personal memorialization is the only evidence that a relevant meeting occurred or contains substantive evidence relevant to the decision-making process, it may be necessary to include a personal memoralization in an AR. The AR Coordinator should consult with the Office of the Solicitor to determine if a personal memorialization should be included in a specific AR.

VIII. Draft Documents

Only drafts that help substantiate and evidence the decision-making process should be included in the AR. Drafts of documents that simply agree with previous drafts or represent primarily grammatical edits or were not circulated outside the author's immediate office or working group typically should not be included in an AR. For example, drafts may contain unique information such as an explanation of a substantive change in the text of an earlier draft, or substantive notes that represent suggestions or analysis tracing the decision making process.

The AR Coordinator should ensure that all drafts are labeled with identifying information, including the date and author or editor of the draft who made suggestions. When changes or suggestions are made to only one section of a large draft, the AR Coordinator may include just those sections in the AR, provided that the context is clear and that identifying information is included, such as the version of the draft reviewed, the date, and the name of the employee making the changes or suggestions.

IX. Preparing Documents for Office of the Solicitor Review

The AR Coordinator should notify the Office of the Solicitor upon completion of preliminary sorting and organizing of the documents found in the Decision File or the initial search and creation of a draft AR. The AR Coordinator should request any further instructions regarding formatting, organizing, sorting, or providing the documents prior to review. Unless requested by the Office of the Solicitor, the AR Coordinator should not simply provide the Office of the Solicitor the Decision File or all the documents collected after the initial search for documents. When the AR Coordinator provides the draft AR to the reviewing attorney, every document should be complete, regardless of whether the AR Coordinator believes it contains privileged or protected information.

X. Office of the Solicitor Review

The Office of the Solicitor will review the documents in the draft AR for relevancy and completeness and review and mark documents that contain protected or privileged information.

Completeness and Relevance: The Office of the Solicitor reviews the AR for completeness and provides advice to the AR Coordinator regarding any documents identified as questionable for relevance. While this review does not necessarily include a thorough examination of each document, the review should generally check for obvious logical deficiencies by evaluating whether the AR, as presented, adequately and accurately demonstrates the agency decision-making process. The Office of the Solicitor may review the steps taken by the AR Coordinator in compiling the AR to ensure that all primary and relevant supporting documents have been included.

Protected Information: The Office of the Solicitor will review the documents to determine if they contain specific information that the agency is prohibited from disclosing to non-federal parties, such as by court order, statute (e.g., the Privacy Act), or regulation. Disclosure of such information to any party, other than in accordance with specified procedures, could lead to lawsuits, penalties, or sanctions. The Office of the Solicitor will work with the Department of Justice to determine whether the protected information may be disclosed under seal or other protective order.

Privileged Information: The Office of the Solicitor will review the documents to ensure that any privileged information the agency wants to withhold is removed or redacted and adequately documented. Privileges attach to information under law to protect them from discovery. An agency generally cannot claim that information is privileged if the information has been lawfully released to a non-federal party in the past, perhaps in response to a FOIA request. Unlike protected information, privileged information may be disclosed at the agency's discretion. However, disclosure of privileged information forever waives the privileges in that information.

Relevant privileges that may be asserted by the Office of the Solicitor and the Department of Justice include: the attorney-client privilege, the attorney work product privilege, the confidential business information or trade secret privilege, the deliberative process privilege, and the executive and governmental privileges.

Due to the number of legal issues involved in asserting privileges, it is particularly important for the AR Coordinator and the Office of the Solicitor, in consultation with the Department of Justice, to work closely on any issues that involve privileged information.

XI. Office of the Solicitor Actions After Review

The Office of the Solicitor will recommend additions, removals, or redactions of documents from the AR as a result of the review described in section C.X. A privilege index will be created to describe the protected and privileged documents. (See section

C.XIV for a detailed discussion of the privilege index). The protected and privileged documents shall be stored separately from the non-protected and non-privileged documents. The Office of the Solicitor may keep the protected and privileged documents while the non-protected and non-privileged documents will be returned to the AR Coordinator.

XII. Organization of the AR

The AR should be organized in a logical and accessible way so that someone unfamiliar with the issue can find specific documents quickly. Documents in an AR can be compiled by chronological order, topic, or by agency in a multi-agency decision. Similarly, ARs may be divided into several topics, perhaps based on the topics of various primary documents at issue, and chronologically organized within each topic. This technique is particularly common if several agency actions are contested. Other logical organizations of ARs are permitted.

The AR Coordinator should be aware that there might also be organizational requirements created by court rules or accommodation of requests by the opposing party. The AR Coordinator should work closely with the Office of the Solicitor for instructions before determining the best method for organizing an AR.

XIII. Numbering of Documents in the AR

Each document in the AR should be assigned a unique number so that it may be uniformly referred to by the parties. All documents, including those that contain protected or privileged information, should be numbered using the same system. For ease of reference, documents may be tabbed or provisionally numbered, but the documents should never be permanently marked, numbered or altered in any way prior to completion and review of the index. Final, permanent document numbers should not be assigned until after the AR index is complete and has been reviewed by the Office of the Solicitor. In addition to assigning each document a unique number, every page of the AR should be numbered in such a way to allow the page numbers of particular documents to be identified and cited in a brief to the court, such as AR [document number], [page number]; AR [Volume number], [page number]; or AR [page number].

In some cases, Bates stamping or a similar electronic process can be used to individually number every page. Alternately, multi-paged documents with internal pagination may only need unique document numbers. Numbering typically should be done so that the documents and pages begin with the smallest numbers and end with the largest number. Please consult with the Office of the Solicitor to determine the best numbering technique.

XIV. Preparation of an AR Index and a Privilege Index

After the AR has been organized, the AR Coordinator should create both a complete AR index and a privilege index. Typically, an AR index is in chart form and includes the following categories of information: the unique document number; a brief (one- or two-

sentence) description of the document's nature and topic; date; identification of sender and recipient; number of pages; nature of any privilege or protection to be asserted. (See Appendix 1 for a sample AR index.)

In addition to the AR index, a separate privilege index must be generated if the agency is withholding any protected or privileged information. A privilege index (also referred to as a privilege "log") should include only those documents where a privilege or protection is being asserted. The content of a privilege index is similar to the content of an AR index, and includes an explanation of the privilege asserted. Once complete, a copy of the privilege index should be physically kept with the privileged and protected documents. (See Appendix 2 for a sample privilege index.) The AR Coordinator should not include any of the underlying privileged information in the AR index or the privilege index.

Prior to filing the AR index and privilege index with the court and releasing them to opposing parties, the AR Coordinator should consult with the Office of the Solicitor for specific requirements or instructions.

XV. Certification of AR to the Court

The AR must be certified to the court by the AR Coordinator, or in rare cases, another federal employee who is familiar with the manner in which the AR has been compiled. The certification is signed under penalty of perjury, and the AR Coordinator should work closely with the Office of the Solicitor to develop appropriate language. The certificate typically explains that the AR Coordinator was responsible for compiling the AR, has personal knowledge of its assembly, and states that the AR is full and complete. The certification also may describe the AR, such as the number of documents or the number of privileged or protected documents, or it may clarify that certain categories of documents are not included in the AR (such as transmittal memoranda, fax cover sheets, privileged and protected documents, internal working drafts, voluminous publicly available scientific reports, copyright protected books, etc.) In unique cases where the decision being challenged is not final, a clause may be inserted explaining that the agency expects to generate additional documents on the challenged issue. The certification is often sworn and notarized or in the form of a declaration with a Departmental and/or Bureau or Office seal. (See Appendix 3 for a sample certification.)

XVI. Filing the AR with the Court

Different courts have different rules for filing an AR. The Office of the Solicitor will work with the Department of Justice, the court, and the opposing party and will provide specific filing instructions to the AR Coordinator.

All-American Canal Lining Project
Administrative Record
DOCUMENT INDEX
(Volumes 1-4)

Date	Document	Vol.	Tab No.	Page No.	Filename on CD
	NATIONAL ENVIRONMENTAL POLICY ACT DOCUMENTS				
07/29/1994	Record of Decision of May 1994 for the Final Environmental Impact Statement/Final Environmental Impact Report (FEIS/FEIR) on the All-American Canal (AAC) Lining Project, attached to letter of transmittal from Regional Director, Lower Colorado Region, Bureau of Reclamation (LC Region)	1	1	1	0001
March 1994	FEIS/FEIR on the AAC Lining Project, issued by Reclamation and Imperial Irrigation District	1	2	23	0002
March 1994	Engineering Appendix to the FEIS/FEIR	1	3	321	0002-01
March 1994	Environmental Appendix to the FEIS/FEIR	2	4	455	0002-02
March 1994	Geohydrology Appendix to the FEIS/FEIR	3	5	936	0002-03
March 1994	Public Involvement Appendix to the FEIS/FEIR	3	6	1269	0002-04
March 1994	Social Appendix to the FEIS/FEIR	4	7	1481	0002-05
11/22/1999	Memorandum to Yuma Area Office Manager, Reclamation, from Regional Director, LC Region, regarding reexamination and analysis of the 1994 FEIS/FEIR and Record of Decision for the AAC Lining Project	4	8	1574	0003
05/19/2003	Letter to Director, California Department of Water Resources, from Regional Director, LC Region, regarding adequacy of the 1994 FEIS/FEIR and Record of Decision for the AAC Lining Project (Project) and Finding of Ecological Equivalency	4	9	1588	0004
	ENDANGERED SPECIES ACT DOCUMENTS				
01/25/2005	Letter to Field Supervisor, Fish and Wildlife Service (FWS), Carlsbad, California, from Regional Director, LC Region, regarding request for confirmation of Conference Opinion (1-6-96-F-12) as a Biological Opinion for Peirson's milk vetch for the AAC Lining Project	4	10	1591	0005
11/15/2004	Memorandum to Regional Director, LC Region, from Assistant Field Supervisor, FWS, Carlsbad California, regarding LC Region's request for confirmation of Conference Opinion as a Biological Opinion for Peirson's milk vetch for the AAC Lining Project	4	11	1593	0006
09/9/2004	Letter to Field Supervisor, FWS, Carlsbad, California, from Deputy Regional Director, LC Region, requesting confirmation of Conference Opinion (1-6-96-F-12) as a Biological Opinion for Peirson's milk vetch for the AAC Lining Project	4	12	1596	0007
02/08/1996	Memorandum to Environmental Compliance Group Manager, LC Region, from Ecological Services Field Supervisor, FWS, Carlsbad, California regarding the Biological and Conference Opinion for the AAC Lining Project	4	13	1612	0008
September 1993	Final Fish and Wildlife Coordination Act Report, AAC Lining Project, Imperial County, California	4	14	1636	0009

Appendix 1

All-American Canal Lining Project
Administrative Record
DOCUMENT INDEX
(Volumes 1-4)

Date	Document	Vol.	Tab No.	Page No.	Filename on CD
	SECRETARIAL CORRESPONDENCE				
9/13/2005	Letter to Secretary of Environment and Natural Resources of Mexico from Secretary of the Interior regarding lining of the AAC	4	15	1709	0010
11/19/2004	Letter to Secretary of Environment and Natural Resources of Mexico, from Secretary of the Interior regarding lining of the AAC	4	16	1712	0011
	INTERNATIONAL BOUNDARY AND WATER COMMISSION CORRESPONDENCE				
09/20/2004	Letter to Commissioner of Reclamation from Commissioner of the U.S. Section of the International Boundary and Water Commission (USIBWC) regarding status of consultation with Mexico	4	17	1724	0012
02/24/1992	Letter to Commissioner of USIBWC from Commissioner of Reclamation responding to letter summarizing Mexican consultation over AAC Lining	4	18	1726	0013
02/22/1989	Letter to Regional Director, LC Region, from Commissioner of USIBWC regarding USIBWC's position on seepage from the AAC	4	20	1728	0014
08/12/1986	Letter to Regional Director, LC Region, from Acting Commissioner of USIBWC responding to Reclamation's request for views on recovery of AAC seepage	4	21	1730	0015

Acronyms and Abbreviations	
AAC	All-American Canal
FEIS/FEIR	Final Environmental Impact Statement/Final Environmental Impact Report
FWS	Fish & Wildlife Service
LC Region	Bureau of Reclamation's Lower Colorado Regional Office
Reclamation	Bureau of Reclamation
USIBWC	United States Section of the International Boundary & Water Commission

For Your Info.

Page 2 of 2

All-American Canal Lining Project Administrative Record
DOCUMENT INDEX

Date	Document
	PRIVILEGED DOCUMENT LOG
6/24/1999	Fax to LC Regional Director from YAO Area Manager transmitting the comments of the DOI Solicitor's Office, which were requested by Reclamation on the AAC memorandum regarding Reexamination and Analysis of the 1994 FEIS/EIR and ROD for the AAC Lining Project
4/23/1999	Memorandum to DOI Solicitor's Office from YAO Area Manager requesting Solicitor's Office legal opinion regarding the Environmental Impact Statement and Record of Decision for the AAC Lining Project
4/21/1999	Email from LC Regional biologist transmitting comments on a draft memorandum that requests the legal advice of the DOI Solicitor's Office regarding AAC Lining Project
4/9/1993	Response from DOI Solicitor's Office to LC Regional Director's request for a basis of negotiation regarding the AAC Lining Project

For Your Info.

Appendix 2

Page 1 of 1

United States of America

DEPARTMENT OF THE INTERIOR
Washington, D.C.

I certify that the official records of the Department of the Interior identified below are in my legal custody and attest that each annexed paper is a true copy of a document comprising part of the official records of the Department of the Interior:

- Administrative Record, as reflected in the attached index, supporting the [Department, Bureau, or Office]'s [Date] Record of Decision for the [Decision Being Litigiated]. The Administrative Record does not contain fax cover sheets, privileged and protected documents, or voluminous publicly available scientific reports.
- Additional documents related to Plaintiffs' claims in this litigation.
- The [Department, Bureau, or Office] is presently implementing the [Date] Record of Decision for the [Decision Being Litigated] and anticipates generating additional documents with respect to such implementation before [Relevant Action] begins.

IN TESTIMONY WHEREOF, I swear under penalty of perjury that the foregoing is true and correct. Signed this ___ day of [Month, Year].

SIGNATURE: _____

TITLE: _____

OFFICE: _____

APPROPRIATE SEAL

For Your Info.

Appendix 3

K.3 ADMINISTRATIVE RECORD CONTENTS

K.3.a PIFS Should Receive:

Advanced Acquisition Plan – Copy, *Original in Contracts*
Advisory Council Correspondence
Agency Correspondence
Agreement Documents
All incoming and outgoing project related correspondence, including e-mails
Approval Memorandum
Assessment of Effect Form
Briefing Sheets
Capital Asset Plan and Quarterly Updates
Capital Asset Plan Approval
Categorical Exclusion (Compliance)
Certified Mail Receipt (Green Card)
Choosing by Advantages Analysis
Constructability Checklist
Construction Management Task Order
Construction Progress Meeting Minutes
Cost Estimates
DAB Approval memo for Projects over $500,000
DAB Project Package
Decisional Correspondence
Design Development Documentation
Determination of No Adverse Effect
Director's Approval - Original
Draft Environmental Assessment
Draft Environmental Impact Statement and Review Comments
Endangered Species Information
Federal Highway Contract Documentation
Federal Register Notice
Final Inspection - *Copy*
Final Specifications/Project Manual
Fund Availability Form - Copy
Funding Advices *[from WASO or Park to obligate funds FHWA & GMP]*
Funding Authorization [*email*]
Funding Requests to WASO
Inspection Report
Interdisciplinary Review Checklist
Internal Review Comments
Internal Review Comments
Letter of Substantial Completion - *Copy*
Memorandum Documenting Steps Taken to Avoid Adverse Effects
Memorandum Identifying Consulting Parties
Memorandum of Concurrence with Determination of No Adverse Effect
Memorandum of Notification of Understanding with Potential to Cause Effects to Historic Properties
Memorandum to File – NEPA Compliance
Memorandum to Files Documenting 106 Compliance Covered by Previous Project
Memorandum to Files Documenting No Cause of Effect to Historic Properties
Memorandum to Files Documenting no Undertaking
Modifications
National Register Nomination Forms
National Register Nominations
Newsletter Mailing List
News Release
Notice of Availability – *Published in FR*
Notice of Intent – *Published in* (FR)
Notification of Adverse Effect – *Published in FR*
Notification to Public of Adverse Effect
Operational Preview Meeting Minutes, Comments
Operational Review
Original Public Comments and Summaries
Original Signed Project Program Summary
Outcome of DAB Presentation
Permits
PMIS Project Report
PMIS Project Statement – C Version
Pre Design Documentation
Presentation Materials – Oversize Flip Charts Transcribed onto Standard
Press Release
Press Release for Environmental Assessment
Program Review Including Periodic Budget Snapshots
Project Agreement also Drafts
Project Analysis
Project Program Plan
Project Program Template
Project Review
Project Status
Public Meeting Minutes
Punch List Completion - *Copy*
Quantity Takeoffs
Record of Approval to Print
Regional Fund Clearance Form
Request for Proposal – Copy
Research Data
Review Comments from parks, regions & team members
Roundtable minutes
Scope of Services
Secretary of the Interior Approval - Copy

SHPO Correspondence
Signed Constructability Checklist
Size Paper
Solicitation Amendments
Spending Plan
Task Directive
Team Meeting Minutes
Technical Analysis Comments
Telephone Log
Tribal Correspondence
Trip Reports
Vegetation
WASO Comments or Round Table Minutes
Weekly Field Reports
Wetlands
Workloads
Work Session Books or Briefings
Workshop Document

K.3.b TIC Should Receive:

Analysis
Archeological Assessment
Archeological Monitoring Reports
As-Built Drawings
Assessment of Effect
AutoCAD CDs
Biological Assessment
Boundary Survey
Building System Analysis
Changes
Climbing Management Plans
Completion Report
Constructability Analysis
Cultural Landscape Assessment/Inventories
DAB 5-Year Plan [Congressional Version Only or Green Book Only]
Design Analysis
Design Calculations
Electronic Drawings
Electronic Specifications/Final Specifications / Final Project Manual/Exhibit Specifications
Environmental Assessment
Environmental Assessment – Including All
Ethnographic Assessment
Feasibility Study
Final Environmental Impact Statement
Finding of No Significant Impact
Floodplain Assessment
Geological Assessment
Hazardous Materials Report
Historic Resource Study
Historic Structure Assessment
History Studies
Hydrologic Report
Interpretive Plans
List of Classified Structures
Material Sampling Report
Modifications to Drawings – Sheet Changes, Cover Sheet and Index
Mylar Original Construction Drawings - received from Contracts*
Newsletter
Operation, Maintenance and Training Manual
Post Occupancy Evaluation
Pre Design Summary Document
Preferred Alternative
Presentation Plan (Executive Summary of GMP)
Project Photographs
Publishing Materials, Camera Ready, Dummy Negatives, Electronic Files, Public Review
Record of Decision
Salvage Inventory Plan
Schematic Design
Seismic Study
Site Photos
Soils Report
Special Resource Studies
Statement of Findings
Statement of Findings
Structural Assessment
Topo Survey
Topographic Data Information
Utility Drawings
Value Analysis
Wild & Scenic River Studies
Wilderness Studies
Workshops Report

K.3.c Contracts Should Receive:

A/E Performance Evaluation – SF-1421
Advanced Procurement Plan
Acceptance and Rejection Memorandum
Accident Reports
All Incoming & Outgoing Construction Related Correspondence, including e-mails
Approved Safety Plan
Award Documents
Beneficial Occupancy Inspection
Bid Package
Bid Schedule
Blasting Safety Plan
Capability Criteria and Evaluation Plan

CD Package
Certificate of Fund Availability – Original
Completion Reports
Construction Management Firm Mobilization Memorandum
Construction Management Performance Evaluation
Construction Management Task Order
Construction Mgt. Firm Employee Memorandum
Construction Performance Evaluation Form
Construction Progress Meeting Minutes
Contract Modification
Contracting Officer's Directive Letter
Contractor Evaluation
Contractor Quality Control - Daily Diaries
Construction Closeout documents
COR Appointment Letter
Cost Estimate
Cure Notices
Daily Field Reports
Davis Bacon Wage Rate Request
Design Deficiencies
Director's Approval – Copy
Final Inspection - Original
Final Payment Memorandum
Fund Certification and COR Letter
Indefinite Quantity Contract
Inspection and Acceptance Memorandum
Insurance Reports or Certification or Proofs
Interagency Agreements
Invoices
Irregularities in Bids
Labor Violations
Lack of Progress Letter
Latent and Patent Defects
Letter of Acceptance
Letter of Decision
Letter of Substantial Completion - Original
Meeting Minutes
Miller Act Response
Modifications
Monitoring Costs, Budget and Contract Administration Memorandum &
Mylar Original Construction Drawings for eventual routing and filing in TIC
Negotiations: include Request for Proposal, Government Estimate, A/E Proposal, Comparative Analysis, Technical Review, Discussion of Hours & Costs Memo, Solicitor's Review, etc.
Notice to Proceed
Notification of Termination
Operational Preview Mtg. Minutes & Comments
Operational Review
Original Advance Acquisition Plan
Original Pay Estimates
Partnering Meeting Minutes
Payments, including Pay Estimates, Performance Evaluation, etc.
Payrolls
Performance and Payment Bonds Checklist
Planning Cost Estimates
Post Award: Not-to Exceed
Post Occupancy Evaluation
Pre-Award Documents
Pre-Construction Conference Meeting Minutes
Pre-Negotiation Position
Price Memorandum
Price Negotiation Memorandum
Progress Payment Memorandum
Progress Schedules
Project Analysis
Project Estimates
Punch List
Punch List Completion - Original
Purchase Request
Quality Control Plan
Rejection of Work Letter
Release of Claims
Release of Claims Memorandum: Reports
Request for Information
Request for Price Proposal
Request for Proposal
Requisitions
Scope of Services
Scoring and Ranking Sheets
Secretary of the Interior Approval – Original
SF-1886 for Small Business
Shop Drawing Transmittals (At Project Completion)
Site Visit Inspection Report
Solicitation Amendments
Source Solicitation Decisions
Submittals Letter
Surety Bond
Task Order documents
Task Order Closeout
Technical Evaluation Panel Memorandum (TIC*)
Utility Correspondence & Related Contract Actions
Value Engineering Change Proposal
Warranty of Construction

K.4 EXAMPLE OF A ROD FOR A GMP/EIS

National Park Service
U.S. Department of the Interior

Wupatki National Monument
Arizona

General Management Plan

Record of Decision

Approved:

_____

Michael D. Snyder
Intermountain Regional Director
National Park Service

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

RECORD OF DECISION

GENERAL MANAGEMENT PLAN
ENVIRONMENTAL IMPACT STATEMENT

Wupatki National Monument

Arizona

[Instructions/suggestions are highlighted and in brackets, delete from final product. *The average ROD should be 10 pages. If the preferred alternative proposes actions that would be located in or have adverse effects on floodplains/wetlands, a wetland/floodplain statement of findings (SOF) must be combined with draft/final EIS. When signed by the regional director, the SOF is attached to the ROD as a separately identifiable document. If the preferred alternative affects a historic property eligible for listing on or listed on the National Register of Historic Places, then the information gathered as a part of the section 106 review must be included in the draft/final EIS and the section 106 process must be completed before the ROD can be signed. The ROD must include a statement on consultation under section 106. All consultation under section 7 of the Endangered Species Act must be completed before the ROD can be signed.]*

The Department of the Interior, National Park Service, has prepared this Record of Decision on the *General Management Plan/Final Environmental Statement* for Wupatki National Monument. This Record of Decision includes a description of the background of the project, a statement of the decision made, synopses of other alternatives considered, the basis for the decision, findings on impairment of park resources and values, a description of the environmentally preferable alternative, a listing of measures to minimize environmental harm, and an overview of public and agency involvement in the decision-making process.

BACKGROUND OF THE PROJECT

The purpose of the general management plan is to provide a comprehensive direction for resource preservation and visitor use and a basic foundation for decision making for the monument for the next 15 to 20 years. The plan prescribes the resource conditions and visitor experiences that are to be achieved and maintained in the park over time. The clarification of what must be achieved according to law and policy is based on review of the park's purpose, significance, and special mandates.

DECISION (SELECTED ACTION)

Description of the Selected Action

[Describe the Preferred Alternative]

Key Actions

[If you need to, show bullet list of key provisions of the Preferred Alternative.]

Boundary Expansion

[For some GMPs, this is an important step, so it can be broken out, if you'd like.]

Mitigating Measures/Monitoring

[Make a clear statement of which mitigation measures will be implemented if they are not obviously integral to the alternative selected and summarize any monitoring or other enforcement programs or plans. The description of mitigation and monitoring should be specific enough to enable the public to determine whether measures have been effectively implemented, but not be so specific as to duplicate the EIS (DO-12, 6.2A4).]

OTHER ALTERNATIVES CONSIDERED

[Describe the other alternatives that were considered in the final EIS.]

BASIS FOR DECISION

[Describe the decision rationale—what were the criteria (e.g. cost, degree of environmental impact, technical considerations, degree to which objectives were met, logistics) used in selecting an alternative, how did each alternative measure up against these criteria, how were the criteria weighted, and so forth (DO-12, 6.2A3).]

FINDINGS ON IMPAIRMENT OF PARK RESOURCES AND VALUES

[ROD must indicate that, after a review of the impacts, the alternative selected for implementation will not impair park resources or values and will not violate the NPS Organic Act.]

[Summarize the impact analysis, paying particular attention to any major adverse effects, because impairment is a subset of those effects.]

ENVIRONMENTALLY PREFERRED ALTERNATIVE

[Using the six criteria spelled out in NEPA section 101, describe the environmentally preferred alternative. You may wish to use something like the following:]

The environmentally preferred alternative is determined by applying the criteria suggested in the National Environmental Policy Act of 1969 (NEPA), which is guided by the Council on Environmental Quality (CEQ). The CEQ provides direction that "the environmentally preferable alternative is the alternative that will promote the national environmental policy as expressed in NEPA §101: (1) fulfill the responsibilities of each generation as trustee of the environment for succeeding generations; (2) assure for all Americans safe, healthful, productive, and aesthetically and culturally pleasing surroundings; (3) attain the widest range of beneficial uses of the environment without degradations, risk to health or safety, or other undesirable and unintended consequences; (4) preserve important historic, cultural, and natural aspects of our national heritage, and maintain, wherever possible, an environment which supports diversity, and variety, of individual choice; (5) achieve a balance between population and resource use which will permit high standards of living and a wide sharing of life's amenities; and (6) enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources."

The No-Action Alternative represents the current management direction for Wupatki National Monument. The existing use and development of the park is based on planning initiated and implemented during the Mission 66 program. Personal services interpretation and resource

protection patrols are sporadic at each of the four archeological interpretive areas, and the majority of visitors interact with these sites on their own with no on-site NPS presence. For resource protection purposes, areas of the park other than the developed sites and administrative areas are closed to unguided entry. Because the No-Action Alternative maintains the Mission 66 designed visitor experience, the diversity for educational opportunities and the protection of cultural resources is limited. Protection of cultural resources and visitor opportunities would not be as enhanced as under Alternatives 1, 2, 3, or 4. The No-Action Alternative does not impact access to neighboring lands, unlike Alternatives 2 and 4. The No-Action Alternative does not fully realize provisions 3, 4, 5, and 6 of the goals.

Alternative 1 strives to limit motorized sightseeing in the park and focus on longer and more intensive educational programs to enhance the protection of cultural and natural resources, thus meeting national environmental policy goal 6. This alternative restricts the visitor experience by eliminating the drive-through experience in favor of a longer intensive stay. This alternative also limits access by park neighbors to the Navajo Reservation, ranch land, and USFS lands surrounding the monument. National environmental policy goals 3, 4, and 5 are not fully realized under this alternative to the same extent as in Alternative 4. In addition, it does not fully realize provisions 3 and 5 of the goals when compared with Alternatives 2 and 3.

Alternative 2 promotes improved vehicle access to more of the park for diverse motorized sightseeing experiences and ensures presence of park personnel at popular use areas for visitor contact and site protection purposes. Motorized access to existing popular features would be maintained, and sightseeing would be expanded to new areas. The road to Black Falls Crossing would be opened to park visitors, and existing primitive roads in the north boundary expansion would be used for guided tours along a scenic backcountry loop. Opening the Black Falls Crossing Road to motorized sightseeing could cause congestion for Navajo residents that use the road to commute to Flagstaff and could cause congestion for other American Indians seeking traditional cultural uses in that area. Alternative 2 meets national environmental policy goals 3 and 5 by providing access to more of the park's resources. It does not meet the national environmental policy goal 4 for those groups traditionally associated with the park.

The Preferred Alternative provides for the greatest range of diverse visitor experiences and access to Wupatki National Monument. This alternative would improve upon existing visitor educational opportunities at popular use areas and provide guided access into undeveloped areas of the park. The traffic circulation pattern would remain the same and access to neighboring lands would remain unchanged. Areas of the park not zoned for administrative or visitor use would remain closed to protect resources. The four archeological areas of the park would be gated at night for protection. There may be some increased congestion for American Indians seeking traditional cultural uses from expanded visitor opportunities. The Preferred Alternative would realize each of the applicable provisions of the national environmental policy goals.

Alternative 4 restructures the way visitors gain access to and experience both Wupatki and Sunset Crater Volcano National Monuments to provide a more unified interpretive story and greater protection for natural and cultural resources. FR545 would be modified to a one-way exit road from the existing Wupatki visitor center to the north entrance of the Wupatki. The road would be gated at the beginning of the one-way and closed at night, impacting ranch and Navajo residents who use the road to commute to Flagstaff. Visitor opportunities would decrease with the removal of the visitor center/museum; however, extended learning would still be provided at each of the day use sites. Most of the existing housing, maintenance, and administrative facilities would be removed and the area would be rehabilitated to more closely resemble its historical appearance. Although Alternative 4 would realize most of the applicable

provisions of the national environmental policy goals, it would fall short of satisfying criterion 5 by precluding access through the park by park neighbors to the Navajo Reservation, ranch land, and USFS lands surrounding the monument.

The Preferred Alternative is also the environmentally preferred alternative. The Preferred Alternative surpasses the other alternatives in best realizing the full range of national environmental policy goals as stated in §101 of the National Environmental Policy Act. Although other alternatives may achieve greater levels of individual protection for cultural resources or natural resources, or better enhance visitor experience, Alternative 3 overall does (1) provide a high level of protection of natural and cultural resources while concurrently attaining the widest range of neutral and beneficial uses of the environment without degradation; (2) maintain an environment that supports diversity and variety of individual choice; (3) integrate resource protection with an appropriate range of visitor uses; and (4) accommodate the access needs of park neighbors and affiliated American Indian Tribes.

PUBLIC AND AGENCY INVOLVEMENT

[You may wish to break your responses down with the following subheadings, but it is not required. We've provided an example below.]

Scoping

The notice of intent (NOI) to prepare this EIS was published in the *Federal Register* May 19, 1997. The NOI indicated availability of newsletter #1, from which comments were accepted until June 30, 1997. The first newsletter described purpose and significance statements for the park, as well as identifying preliminary issues. A second newsletter, released February 1998, detailed public response to the first newsletter, described final purpose and significance statements, and explained the preliminary range of management zones. A third newsletter, issued November 1998, described the range of preliminary alternatives. The fourth newsletter in May 1999 described the decision to prepare a plan concurrently with the Forest Service Flagstaff Lake Mary Ecosystem Area planning process. All comments received through June 1999 were considered in the EIS. The *Purpose of and Need for the Plan, Need for the GMP*, and *Description of Scoping Process* sections of the FEIS describe the issues and concerns raised and sort the responses into several categories.

Public Meetings and Outreach

In addition to the newsletters, an open house was held August 20, 1997 to gain information from the public on the park's purpose and significance, issues, and alternatives. To determine if existing park visitors' needs were being met, trip fact sheets were set out at the visitor center. Visitors filled out the sheets voluntarily. The trip fact sheets were a one-page check-off that asked visitors where they were from, why they came to the park, how they preferred to learn about the park, and what they would take advantage of, if it were available. A total of 4,091 trip sheets, spanning a 15-month time frame, were collected and collated.

As a complement to the public meeting, newsletters, and trip fact sheets, a visitor use study was conducted to gather more in-depth information on visitors, their experience, behavior, and how behavior affects resources. Approximately 1,200 mail-back questionnaires were distributed in conjunction with an on-site interview. A total of 295 questionnaires were returned for Wupatki. The on-site survey repeated the questions asked in the trip fact sheets, whereas the mail-back questionnaire provided more detailed information.

Visitors to Wupatki reported that they came to the monument to see archeological ruins and to look at the scenery. Things that most bothered visitors include the heat, smelly rest rooms, disturbance of the sites, people disobeying rules, and the fact that visitor center displays need modification. A few visitors commented on a lack of signs near the pueblos, unsupervised children, and an overall lack of ranger presence. When asked about what they would like to see changed, most visitors responded, "nothing." Among the changes that some visitors did want were more ranger talks and guided walks and better and more information, including updated exhibits, a video or movie on how the early native people lived, a reconstructed dwelling, more detailed maps, living history, and self-guided tours to the backcountry.

Public Comment

[Briefly characterize the public response to the DEIS.]

The National Park Service received 16 comments on the Wupatki National Monument Draft Environmental Impact Statement / Draft General Management Plan. One was from the Hopi Tribe, five were from federal and state agencies, three were from non-governmental organizations, and seven comments were received from individuals.

Most comments from individual expressed opinions about the preferred alternative. Some individuals agreed with the preferred. Other commenters agreed generally with the preferred but disliked either the construction of a new visitor contact station near Highway 89, the realignment of the road to Wukoki ruin or both. One individual requested clarification on uses with in the monument. Comments from the Hopi Tribe expressed support for Alternative #4, Emphasis the Integrated Story Between the Parks and Minimize Development.

Some of the letters received have ideas that were outside the scope of the general management plan/environmental impact statement. The National Park Service values this input and where applicable it will be taken into account in future plans. Substantive comments were addressed in the final EIS on pages 247-288.

Agency and American Indian Consultation and Coordination

A number of meetings were held with staff from the U.S. Forest Service and Arizona Game and Fish Department. These meetings were held to discuss impacts that the alternatives might have on adjacent recreational activities and impacts to wildlife and their movement corridors and to try to ensure that NPS planning would be in support/harmony with their agency planning efforts. Several of these conversations explored the possibility of joint or co-management of resources and visitor uses.

Add information about section 106 and section 7 consultation

In keeping with its mandates for tribal consultation, NPS consulted with many American Indian tribes throughout the planning process. Based on ethnographic research efforts and previous consultations conducted for the Flagstaff Area national monuments during the last several years, ten tribes were identified as having potential traditional associations with park lands and resources. They are the Havasupai Tribe, Hopi Tribe, Hualupai Tribe, Navajo Nation, San Juan Southern Paiute Tribe, Tonto Apache Tribe, White Mountain Apache Tribe, Yavapai Apache Nation, Yavapai-Prescott Tribe, and Zuni Tribe. All ten tribes were contacted by letter and telephone, inviting them to attend an introductory meeting in October 1997. Six of the ten tribes participated in the October meeting, and four participated in a December 1997 consultation meeting. As of February 1998 participating tribes included Hopi, Hualupai, Navajo, White Mountain Apache, Yavapai Apache, Yavapai-Prescott, and Zuni.

At the first two consultation meetings the tribes discussed the purpose and significance statements and agreed on language for the final statements. They also discussed tribal involvement in identifying culturally significant and sensitive resources as well as plans for participation throughout the planning process. Early in 1998 the Hopi, Navajo, and Zuni Tribes agreed to conduct further NPS-sponsored research into tribal associations with park lands and identify particular sensitive resources and management concerns for the EIS. Representatives from three tribes attended the final tribal consultation meeting in August 1998 and assisted with the development of alternatives. Early in 1999 the Hopi Tribe and Navajo Nation submitted to NPS reports identifying culturally sensitive resources and specific recommendations for the GMP.

All ten tribes originally identified continued to receive newsletters and invitations to consultation meetings throughout the planning process. Tribal interests and concerns were fully considered in the planning process and in the development of alternatives in the GMP.

CONCLUSION

[Make a statement of whether all practical means to avoid or minimize environmental harm from the selected alternative have been adopted, and if not, why not (DO-12, 6.2A5). Repeat the impairment determination. Consider using language like the following:]

As described in the *Mitigation* section, all practical means to avoid or minimize environmental harm from the selected alternative have been adopted. Because there would be no major adverse impacts to resources whose conservation is (1) necessary to fulfill specific purposes in the establishing legislation or proclamation for Wupatki National Monument; (2) key to the natural or cultural integrity of the park or to opportunities for enjoyment of the park; or (3) identified as a goal in relevant National Park Service planning documents, there would be no impairment of the park's resources or values. After a review of these effects, the alternative selected for implementation will not impair park resources or values and will not violate the NPS Organic Act.

K.5 EXAMPLE OF A FONSI FOR A GMP/EA

The following draft FONSI was prepared for the Amistad NRA GMP/EA. (The FONSI has been abbreviated for this appendix.)

Finding of No Significant Impact

The National Park Service (NPS) is completing a general management plan for Amistad National Recreation Area (NRA). Amistad was established as a unit of the national park system on November 28, 1990, under the provisions of PL 101-628. Congress authorized the national recreation area to provide for public outdoor recreation and enjoyment of the United States portion of the Lake Amistad and to protect the scenic, scientific, cultural, and other values contributing to such enjoyment. Amistad NRA encompasses 57,292 acres, most of which is the U.S. portion of the reservoir's water surface.

The previous comprehensive planning effort (general management plan) was completed in 1987. Much has occurred since the completion of that plan. Patterns and types of visitor use have changed, lake levels have fluctuated, the adjacent community has grown, and public understanding and appreciation of the national recreation area's cultural and natural resources have increased greatly. Each of these factors has major implications for how visitors access and use the national recreation area, the facilities needed to support those uses, how resources are managed, and how the National Park Service manages its operations. A new plan is needed to

- clearly define resource conditions and visitor experiences to be achieved in Amistad NRA
- Provide a framework for NPS managers to use when making decisions about how best to protect NPS resources, provide a diverse range of opportunities for visitor experience, manage visitor use, and determine what kinds of facilities, if any, to develop in the national recreation area
- Ensure that this foundation for decision-making has been developed in consultation with interested stakeholders and adopted by the NPS leadership after an adequate analysis of the benefits, impacts, and economic costs of the alternative courses of action.

The draft general management plan/environmental assessment presents two alternatives for the future management of Amistad NRA, including the National Park Service's preferred alternative. The alternatives, which are based on the national recreation area's purpose, significance, and special mandates, present different ways to manage resources and visitor use and improve facilities and infrastructure. The alternatives are the no-action alternative (continue current management) and alternative B, the preferred alternative.

Preferred Alternative

Amistad NRA offers a diverse array of water- and land-based recreational opportunities, including fishing, boating, houseboating, sailing, waterskiing, scuba diving, hunting, camping, hiking, wildlife observation, and horseback riding. Renowned as one of the outstanding bass fishing reservoirs in the United States, Amistad NRA hosts more than 150 bass fishing tournaments annually. Amistad NRA offers waterfowl, upland bird, turkey, and big game hunting on one of the largest tracts of public land available for hunting in southwestern Texas.

Amistad NRA and the surrounding region are home to one of the most extensive concentrations of rock art and archeological sites in North America. This archeological record spans nearly 12,000 years of human history and prehistory. Within or adjacent to the national recreation area's boundaries are four National Register of Historic Places archeological districts, which collectively list 182 sites at the national level of significance. With more than 325 known rock art sites in an area of roughly 50 square miles, the Lower Pecos River valley has one of the densest concentrations of archaic rock art in the New World. Some of North America's oldest, largest, and best-preserved rock art sites are within the national recreation area's boundaries. Four major prehistoric styles and one historic period pictograph style are represented in the

region. Amistad NRA is home to the third-largest museum collection in the national park system. The collection includes artifacts from more than 200 sites and 22 major excavations. The collection is estimated to contain more than 1 million artifacts and objects.

Like other border national park system units, Amistad NRA faces law enforcement challenges relating to illegal drug smuggling, illegal immigration and securing the border of the United States. Eighty-three miles of the U.S.-Mexico border are within the boundaries of the national recreation area.

Under the preferred alternative, NPS management would build upon Amistad National Recreation Area's distinctive combination of cultural and natural resource and its variety of outstanding water- and land-based recreational opportunities to create a unique recreational and educational opportunity in southwest Texas. The national recreation area would be used as an outdoor classroom and resource-based educational opportunities would be expanded to give visitors a deeper appreciation for the history, cultures, and natural environment of the Lower Pecos River valley and the Rio Grande borderlands. Opportunities for water-and land-based recreational activities would be expanded.

Additions and improvements would be made to Amistad's existing infrastructure to enable managers and staff to enhance security, meet NPS commitments to homeland security, provide for better resource protection, and expand visitor education and interpretation. These improvements would include the construction of a new headquarters facility, a visitor center, a law enforcement facility, and a maintenance facility.

Alternatives Considered

Besides the no-action alternative, other alternatives considered but eliminated from further analysis included:

- Decommissioning Amistad National Recreation Area as a unit of the national park system. Under this proposal, Amistad NRA would be turned over to the jurisdiction of the state of Texas and the Texas Department of Parks and Wildlife. This alternative was not analyzed because of economic infeasibility, conflicts with legislative purpose, and the potential of unacceptable environmental impacts.
- Focusing the majority of budget and staff time on maximizing recreational activities at the national recreation area. This alternative was eliminated from further analysis because there was a potential conflict with the national recreation area's purpose, significance, and legislative mandate and because there was the potential for unacceptable environmental impacts.
- Focusing the majority of budget and staff time on research programs. This concept was eliminated from further analysis because there was a potential conflict with the national recreation area's purpose, significance, and legislative mandate.

Mitigative Measures for the Action Alternatives

Congress has charged the National Park Service with managing the lands under its stewardship "in such manner and by such means as will leave them unimpaired for the enjoyment of future generations" (NPS Organic Act, 16 USC 1). As a result, the National Park Service routinely evaluates and implements mitigation whenever conditions occur that could adversely affect the sustainability of national park system resources.

To ensure that the implementation of the action alternative will protect unimpaired natural and cultural resources and the quality of the visitor experience, a consistent set of mitigating measures would be applied to actions proposed in this plan. The National Park Service would prepare appropriate environmental reviews (those required by the National Environmental Policy Act, the National Historic Preservation Act, and other relevant legislation) for these future actions. As part of the environmental review, the National Park Service would avoid, minimize, and mitigate adverse impacts when practicable. Implementing a compliance-monitoring program could be considered to be within the parameters of the National Environmental Policy Act and the National Historic Preservation Act compliance documents and U.S. Army Corps of Engineers Section 404 permits. The compliance monitoring program would oversee these mitigating measures and would include reporting protocols.

The following mitigating measures and best management practices would be applied to avoid or minimize the potential impacts from implementing the alternatives. These measures would apply to all alternatives.

[Note: the actual mitigation measures in the FONSI are not included here.]

Environmentally Preferable Alternative

The environmentally preferred alternative is the alternative that will promote the national environmental policy as expressed by section 101(b) of the National Environmental Policy Act. This includes alternatives that:

(1) fulfill the responsibilities of each generation as trustee of the environment for succeeding generations;

(2) assure for all generations safe, healthful, productive, and esthetically and culturally pleasing surroundings

(3) attain the widest range of beneficial uses of the environment without degradation, risk of health or safety, or other undesirable and unintended consequences;

(4) preserve important historic, cultural and natural aspects of our national heritage and maintain, wherever possible, an environment that supports diversity and variety of individual choice

(5) achieve a balance between population and resource use that will permit high standards of living and a wide sharing of life's amenities; and

(6) enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources.

The environmentally preferable alternative is the alternative preferred by the National Park Service for Amistad National Recreation Area in this plan. This alternative would satisfy the national environmental goals; it would provide a high level of protection of natural and cultural resources while concurrently providing for a wide range of neutral and beneficial uses of the environment. The alternative would maintain and environment that supports a diversity and variety of individual choices, and it would integrate resource protection with an appropriate range of visitor uses.

The preferred alternative surpasses the no-action alternative in realizing the full range of the section 101 national environmental policy goals. The no-action alternative would not protect resources as well as the preferred alternative. More resource impacts would result from expected increasing use levels in the no-action alternative. Adverse impacts on visitor experience also would be likely to increase under the no-action alternative. Thus, the no-action alternative would not meet the following national environmental policy goals as well as the preferred alternative:

- attain the widest range of beneficial uses of the environment without degradation
- preserve important natural aspects and maintain an environment that supports diversity and variety of individual choice
- achieve a balance between population and resource use.

Why the Preferred Alternative Will Not Have a Significant Effect on the Human Environment

As defined in 40 CFR 1508.27, significance is determined by examining the following criteria:

Impacts that may be both beneficial and adverse

Minor impacts of the preferred alternative include the potential for vandalism and theft of archeological resources resulting from increased visitor access to the national recreation area. Mitigating measures include programs to increase visitor awareness of the sensitivity of cultural resources, continued survey work of these resources, and the introduction of indicators and standards to monitor impacts on these resources and trigger appropriate management actions.

Minor to moderate beneficial impacts would include impacts on museum collections, visitor experience, socioeconomic environment, visitor access and transportation, and NPS operations, facilities, and concessions.

Degree of effect on public health or safety

Visitor safety would remain a priority under the preferred alternative. Increases in the ranger division and the development of new law enforcement facilities would help ensure a safe experience for all visitors and result in a long-term moderate beneficial impact on visitor safety.

Unique characteristics of the geographic area such as proximity to historic or cultural resources, park lands, prime farmlands, wetlands, wild and scenic rivers, or ecologically critical areas

As described in the EA, Amistad NRA contains or is proximate to significant prehistoric archeological and cultural sites. Wetlands are found in the riparian areas of the park and the Rio Grande Wild and Scenic River is located upstream of the park boundaries. However, there are no prime or unique farmlands, wild and scenic rivers or ecologically critical areas within the national recreation area boundaries. There would be no affects to such areas under the preferred alternative.

As described in the EA, no effects to natural or cultural resources were identified for the preferred alternative. There are no prime farmlands, wetlands, wild and scenic rivers, or ecologically critical areas affected.

Degree to which effects on the quality of the human environment are likely to be highly controversial

None of the actions described in the preferred alternative have the potential to be highly controversial.

Degree to which the possible effects on the quality of the human environment are highly uncertain or involve unique or unknown risks

There were no highly uncertain or unique or unknown risks identified.

Degree to which the action may establish a precedent for future actions with significant effects or represents a decision in principle about a future consideration

No actions are proposed in the preferred alternative that are not consistent with the enabling legislation for Amistad National Recreation Area. This project will not set any NPS precedent.

Whether the action is related to other actions with individually insignificant but cumulatively significant impacts

There are no other actions which in combination with the preferred alternative would result in cumulatively significant actions.

Degree to which the action may adversely affect districts, sites, highways, structures, or objects listed on National Register of Historic Places or may cause loss or destruction of significant scientific, cultural, or historical resources.

Compliance with section 106 of the National Historic Preservation Act was completed with a concurrence with the NPS determination of no effect by the Texas Historical Commission on November 29, 2006.

Degree to which the action may adversely affect an endangered or threatened species or its critical habitat

The U.S. Fish and Wildlife Service concurred with the determination of no effect on threatened or endangered species on November 15, 2006.

Whether the action threatens a violation of federal, state, or local environmental protection law

This action violates no federal, state, or local environmental protection laws.

Impairment

In addition to reviewing the list of significance criteria, the National Park Service has determined that implementation of the proposal will not constitute an impairment to Amistad National Recreation Area's resources and values. This conclusion is based on a thorough analysis of the environmental impacts described in the *General Management Plan/EA*, the public comments received, relevant scientific studies, and the professional judgment of the decision-maker guided by the direction in NPS *Management Policies*, 2006). Although the plan/project has some negative impacts, in all cases these adverse impacts are the result of actions taken to preserve and restore other park resources and values. Overall, the plan results in benefits to park resources and values, opportunities for their enjoyment, and it does not result in their impairment.

Public Involvement

The environmental assessment was made available for public review and comment during a 30-day period ending August 31, 2006. Public comment received during this period was overwhelmingly in favor or the preferred alternatives. No comments in favor of the no-action alternative or another alternative were received. One reviewer recommended including additional detail describing the way in which the National Park Service and Amistad National Recreation Area would cooperate with state and local agencies and private organizations on the protection of archeological and cultural resources. An addendum to the FONSI will be prepared describing these cooperative efforts in more detail.

No substantive comments were received.

Conclusion

The preferred alternative does not constitute an action that normally requires preparation of an environmental impact statement (EIS). The preferred alternative will not have a significant effect on the human environment. Negative environmental impacts that could occur are minor or moderate in intensity. There are no significant impacts on public health, public safety, threatened or endangered species, sites or districts listed in or eligible for listing in the National Register of Historic Places, or other unique characteristics of the region. No highly uncertain or controversial impacts, unique or unknown risks, significant cumulative effects, or elements of precedence were identified. Implementation of the action will not violate any federal, state, or local environmental protection law.

Based on the foregoing, it has been determined that an EIS is not required for this project and thus will not be prepared.

Recommended: _____ _____
Superintendent Date

Approved: _____ _____
Intermountain Regional Director Date

K.6 EXAMPLE OF A BRIEFING STATEMENT FOR APPROVAL TO PRINT A GMP

Notice Briefing Statement

Unit: Chickasaw National Recreation Area

Title: Printing the Chickasaw National Recreation Area General Management Plan / Environmental Assessment (GMP/EA)

Background

- A notice of intent to prepare an EIS for the Chickasaw National Recreation Area GMP was published in Vol. 67, No. 184, of the September 23, 2002, *Federal Register*. The congressional delegation's staff was notified that the National Park Service was updating the GMP that guides the management of Chickasaw National Recreation Area during the initial scoping for this project in the summer of 2002.
- After the preliminary alternatives public meetings it was determined that an environmental assessment (EA) would be prepared for the compliance on the GMP since the level of controversy was low.
- Work has now been completed on the draft GMP/EA. The document is now ready for printing. Clearance is needed by the Directorate for printing the document, as per the July 6, 2006 memorandum from the Associate Director, PPFL. (NOTE: Because this is an EA, a notice of availability does not need to be published in the *Federal Register*.)
- The draft GMP/EA will be distributed for a 30- day public comment period in the summer/fall of 2006. The draft document will be mailed to the recreation area's mailing list, placed on the NPS PEPC website, and be available at the recreation area and other locations. Public open houses on the draft document will be held in Sulphur and surrounding communities. Input from local/state officials is anticipated upon release of the draft document. A finding of no significant impact (FONSI) is expected to be signed by the regional director, in the fall of 2006, completing the planning process.

Issues

- The planning team and park staff are not aware of any significant controversy or organized support for or opposition to the alternatives in the GMP/EA. Few public comments were received in the scoping process. Although several concerns were expressed during the public scoping process, particularly on the future of the recreation area's water resources, no issues were identified for the GMP that have the potential for controversial impacts. The planning process has generated little public interest and controversy and no substantive issues have been raised by the public.
- None of the three alternatives developed for the national recreation area would result in substantial changes in the operation and management of the area. No major or significant impacts to resources from any of the actions in the action alternatives were identified in the analysis of impacts.

Contact: Greg Jarvis, GMP Project Manager, Denver Service Center, 303- 969- 2198

Connie Rudd, Superintendent, Chickasaw National Recreation Area, 580- 622- 3161, ext. 1- 200

K.7 POSSIBLE APPROACHES FOR ORGANIZING A PRESENTATION GMP

The outline below identifies two different ways for organizing a presentation GMP. One approach is for public use, while the other is for internal park staff use. These different outlines were based on examining an array of final plans. Examples of other approaches for final plans can be seen in the Mojave NPres, Santa Monica NRA, Pictured Rocks NL, Dry Tortugas NP, and Zion NP. In general, presentation park plans traditionally have been written and designed for the public.

TABLE K.1. A PUBLIC PLAN COMPARED TO A PARK IMPLEMENTATION PLAN

A Plan for the Public	An Implementation Plan for Park Staff
Summary The Plan Next Steps	
Introduction — The Park in Context Region and Setting The Park Enabling Legislation — describe with the actual legislation in the appendix? Background — What is the purpose of the GMP? What do we hope to accomplish and what issues did we need to address?	**Introduction / Overview** What is the purpose of the GMP? How was the plan developed? What do we hope to accomplish and what issues do we need to address? (This section could include the issues that the park wanted to address in the GMP and the implementation steps necessary to address them. See the examples for Santa Monica Mountains, Zion, Redwoods, and Pictured Rocks.)
The Foundation Statement **Purpose of the Park —** Why was it set aside? **Significance of the Park —** Why is the park so special and important? **Fundamental Resources and Values —** What resources are critical to maintaining the park's purpose and significance? **Other Important Resources and Values —** What resources are particularly important to park management and planning, although they are not related to the park's purpose and significance? **Primary Interpretive Themes —** What should all visitors know about the park? **Special Mandates —** What specific agreements or legal mandates may influence management of the park?	**The Foundation Statement** Same as the public plan.
The Plan (the alternative being implementing) **Park Policies and Priorities (the baseline) —** What we considered when making management decisions regardless of the alternative chosen. **Concept —** What is the vision for the future of the park? (Description of the alternative from Chapter 2 of the GMP/EIS.) Management Zones — A zone describes (for example) the array of desired conditions for both resources in the park as well as visitor experiences that are (will be) maintained in the park *within that zone.* (Could be the table or text in conjunction with maps) Indictors and Standards — How will we know when we get there?	**The Plan** (the alternative being implemented) **Concept —** What is the vision for the future of the park? (Description of the alt from Chapter 2 in the GMP/EIS) Management Zones — A zone describes (for example) the array of resource conditions and visitor experiences that are (will be) maintained in the park *within that zone.* (Could be the table or text in conjunction with maps) Indicators and Standards — How will we know when we get there? Application of a management zone — Given the menu of options within a particular zone, what does the park plan to do in a particular

A Plan for the Public	An Implementation Plan for Park Staff
Application of a management zone — Given the menu of options within a particular zone what does the park plan to do in a particular area? (Maps and text) **Boundary Adjustments —** Recommended changes in the boundaries of the park and the rationale. **Other** (e.g., Wilderness, Land Transfers) **Issues Addressed by the GMP** — The issues that the park wanted addressed in the GMP and the implementation steps necessary to address them. (See attached examples for Santa Monica Mountains, Zion, Redwoods, and Pictured Rocks.)	area? (Maps and text) **Boundary Adjustments —** Recommended changes in the boundaries of the park and the rationale. **Other** (e.g., Wilderness, Land Transfers) **Implementation of the Plan —** Future plans and studies that would be required for implementation.
	Resources in the Park — Move beyond the fundamental resources. This is the "pull out" sections that could be handed to park resource staff during implementation. Note: This is the biggest difference between the two approaches. In addition to the information presented in the affected environment of the EIS this section would include the array of facts and figured collected during preparation of the GMP. This section could serve as a general reference for park resources staff and others. This information would could help guide implementation and contribute to plans that tier off the GMP. Cultural Resources Natural Resources Visitor Experience Park Operations Other (e.g., Concessions) **Questions to Consider:** Would this be an appropriate place to keep track of details such as all listed structures in the park? What about the individual projects that the projects wants to undertake in particular areas?
Appendixes: ROD/FONSI Legislation Servicewide legal and policy requirements Implementation related information from the GMP – could include cost estimates as well as other materials prepared for the GMP	**Appendixes:** ROD/FONSI Legislation Servicewide legal and policy requirements – if needed
Glossary	**Glossary**
Bibliography	**Bibliography**
Planning Team	**Planning Team**

APPENDIX L: PLANNING DATA NEEDS AND SOURCES

This appendix includes staff contacts for specific cultural and natural resource topics and links to key websites that planners should find useful. The appendix begins with a list of general reference websites, followed by a list of key resources for the National Environmental Policy Act, natural resources, and cultural resources. At the end of the appendix is a list of other useful reference websites. Natural resource information was compiled and updated by NRPC staff in ARD, ARD- Natural Sounds and Night Sky, BRMD, GRD, and WRD on August 17, 2009; cultural resource information was updated by WASO Cultural Resources staff on July 31, 2009.

Because websites are constantly changing, the listed links may not all work. Some links are also intranet sites that can only be accessed by NPS employees. (Intranet websites are either noted as such or indicated with asterisks.) Please inform DSC Planning of any sites that are not working, as well as other useful sites that are not included in this appendix.

L.1 GENERAL REFERENCES

NOTE: All NPS director's orders (DO) and related documents are available at http://home.nps.gov/applications/npspolicy/DOrders.cfm.

Council on Environmental Quality 1978 Regulations

These are the regulations that implement the provisions of NEPA. The regulations provide more specific guidance on preparing NEPA documents. Parts of the regulations that are of particular interest for GMP/EISs include sections 1502 (Environmental Impact Statements), 1503 (Commenting), 1505 (NEPA and Agency Decision making), 1506 (Other Requirements of NEPA), and 1508 (Terminology).

NEPA: http://www.epa.gov/epacfr40/chapt-V.info/chv-toc.htm

Denver Service Center (DSC) Workflows

This website includes workflows for GMPs and special resource studies, as well as information on other projects that the Denver Service Center works on (e.g., design and construction, and transportation projects). The website briefly describes each of the major steps in the development and approval of a GMP/EIS. The intranet site includes examples, guidelines, and descriptions of roles and responsibilities for the steps.

DSC workflows: http://workflow.den.nps.gov/staging/home.htm

Intranet site: http://workflow2.den.nps.gov/index.htm

Director's Order #12: Conservation Planning, Environmental Impact Analysis, and Decision-making

DO #12 and *The DO- 12 Handbook* lay the groundwork for a necessary evolution in the way we approach environmental analysis, public involvement, and making resource- based decisions. They set forth a new direction in using interdisciplinary teams, incorporating scientific and technical information, and establishing a solid administrative record for our

actions. The handbook contains the basic information needed for meeting the legal requirements of the National Environmental Policy Act (NEPA). There is also an NPS intranet site that has a field guide for Director's Order 12, which is referenced in the modules. This source is similar to *The DO- 12 Handbook,* except it has additional examples, templates, and links to related websites.

DO #12: http://www.nps.gov/policy/DOrders/DOrder12.html

The DO- 12 Handbook: http://home.nps.gov/applications/npspolicy/DOrders/RM12.pdf

NPS Field Guide (intranet site): http://www1.nrintra.nps.gov/eqd/do12site/

Director's Order #19: Records Management

DO #19 and its accompanying *Records Management Handbook,* including the "Records Retention Schedule," describe NPS activities and standards in maintaining and providing access to records at all levels of the NPS.

DO #19: http://www.nps.gov/policy/DOrders/DOrder19.html

Director's Order #28: Cultural Resource Management

The purpose of *DO #28* is to aid managers, planners, staff, and cultural resource specialists in managing cultural resources in the national park system. The guidance addresses standards and requirements for research, planning, and stewardship of cultural resources as well as key program activities governing the management of archeological resources, cultural landscapes, historic and prehistoric structures, museum objects, and ethnographic resources. Implementation guidance is provided in *NPS- 28: Cultural Resource Management Guideline* (NPS 1998a).

DO #28: http://www.nps.gov/policy/DOrders/DOrder28.html

NPS- 28: Cultural Resource Management Guideline:
http://www.nps.gov/history/history/online_books/nps28/28contents.htm

Director's Order #28A: Archeology

DO #28A specifically focuses on archeology.

DO #28A: http://www.nps.gov/policy/DOrders/DOrder28A.html

Director's Order #41: Wilderness Preservation and Management

DO #41 and its accompanying handbook (NPS 1999a, 1999b) provide accountability, consistency, and continuity to the National Park Service's wilderness management program, and to otherwise guide servicewide efforts in meeting the letter and spirit of the 1964 Wilderness Act. This director's order clarifies, where necessary, specific provisions of NPS *Management Policies*, and it establishes specific instructions and requirements concerning the management of all national park system wilderness areas.

DO #41: http://www.nps.gov/policy/DOrders/DOrder41.doc

DO #41 Reference Manual: http://www.nps.gov/policy/DOrders/RM41.doc

Director's Order #47: Sound Preservation and Noise Management

The purpose of *DO #47* (NPS 2000d) is to articulate NPS operational policies that will require, to the fullest extent practicable, the protection, maintenance, or restoration of the natural soundscape resource in a condition unimpaired by inappropriate or excessive noise sources.

> *DO #47: Sound Preservation and Noise Management:*
> http://www.nps.gov/policy/DOrders/DOrder47.html

Director's Order #71A: Government-to-Government Relationships with Tribal Governments (draft)

The purpose of the order is to establish a framework by which the National Park Service will integrate the basic concepts of federal Indian law and policy into park and program management activities. These basic concepts are critical to the NPS' relationships with, and responsibilities toward, federally recognized Indian tribes and Alaska Native groups.

> DO 71A: http://inside.nps.gov/waso/custommenu.cfm?lv=2&prg+20&id=949
>
> 512 DM 2, Departmental Manual: http://206.131.241.18/elips/release/3049.htm
>
> NPS American Indian Liaison Office: http://inside.nps.gov/waso/waso.cfm?prg=20&lv=2

Director's Order #75A: Civic Engagement and Public Involvement

The purpose of this *DO #75A* (NPS 2003c) is to articulate our commitment to civic engagement and to have all National Park Service units and offices embrace civic engagement as the essential foundation and framework for creating plans and developing programs. Civic engagement is a continuous, dynamic conversation with the public on many levels that reinforces public commitment to the preservation of heritage resources, both cultural and natural, and strengthens public understanding of the full meaning and contemporary relevance of these resources. The foundation of civic engagement is a commitment to building and sustaining relationships with neighbors and communities of interest.

> *DO #75A:* http://www.nps.gov/policy/DOrders/75A.htm

Director's Order #77: Natural Resource Management

DO #77 (NPS 1991) guides managers, planners, staff, and natural resource specialists in managing, conserving and protecting natural resources in national park units. The guidance addresses natural resource management (e.g., air, freshwater, native animals, nonnative species, soils, vegetation, marine resources), resource uses (e.g., agriculture, minerals management, hunting and trapping, backcountry recreation), planning, and program administration and management. The *Natural Resource Management Reference Manual #77* NPS 2004) provides guidance on specific resources.

> *NPS policy website:* http://home.nps.gov/applications/npspolicy/DOrders.cfm
>
> *Natural Resource Management Reference Manual #77:* http://www.nature.nps.gov/rm77

Director's Order #80: Real Property Asset Management

DO #80 (NPS 2005b) establishes the NPS policies, requirements, and standards for the management of NPS real property assets. These guidelines apply, among other elements, to the planning of facilities and related activities. The director's order identifies five core elements of the NPS asset management program: asset inventory and condition assessment; asset valuation; real property asset management planning process; implementation and execution of asset management plans; and performance assessment and asset portfolio improvement. The director's order also identifies policies for heritage assets and general properties.

DO #80 (intranet site): http://inside.nps.gov/waso/custommenu.cfm?lv=4&prg=190&id=341

Environmental Screening Form (ESF)

The ESF documents the analysis used to decide the appropriate level of NEPA compliance. In the case of a GMP, this is either an EA or EIS. It also indicates other compliance steps that are needed. The ESF also is the beginning of the analysis or statutory compliance file.

Environmental screening form (intranet site):
http://www1.nrintra.nps.gov/eqd/DO12Site/appendix1/apndx1.htm
http://www.nature.nps.gov/protectingrestoring/DO12Site/pdf/ESForm.pdf

NPS Management Policies 2006

The *Management Policies 2006*, the basic servicewide policy document, are an indispensable tool to help NPS employees manage parks responsibly and make rational, well- informed decisions.

NPS Management Policies 2006: http://www.nps.gov/policy/mp/Index2006.pdf

NPS Park Planning and Special Studies

The following site includes a link to ongoing work on GMPs (through PEPC), and lists other offices engaged in planning. It also includes links to planning policies, tools, and references.

NPS park planning: http://planning.nps.gov/

NPS (intranet site): http://inside.nps.gov/waso/waso.cfm?lv=2&prg=50

Park Planning Program Standards

The 2004 *Park Planning Program Standards* describe the National Park Service framework for park planning and decision making. Besides GMPs, the framework includes four other discrete kinds of plans, each with its own particular intent and planning standards.

Park Planning Program Standards:
http://planning.nps.gov/document/aug9final%20standards.pdf

Planning, Environment and Public Comment (PEPC)

The following site provides access to current plans, environmental impact analyses, and related documents on public review. Users of the site can submit comments for documents available for public review.

NPS park planning: http://parkplanning.nps.gov/

PEPC (intranet site) (requires username and password): https://pepc.nps.gov/

Procedural Manual #77-1: Wetland Protection

Procedural Manual #77- 1: Wetland Protection (NPS 1998c) establishes NPS procedures for implementing actions to protect wetlands in units of the national park system as required by Executive Order 11990, and *Director's Order #77- 1: Wetland Protection* (NPS 1998b). Among other things, the manual identifies excepted actions for wetlands, the sequence of avoiding, minimizing and compensating for wetland impacts, the NEPA process and wetlands, and content requirements for statements of findings.

Procedural Manual #77- 1:
http://www.nature.nps.gov/water/wetlands/Wetlands_Protection_Manuals.cfm

Procedural Manual #77-2: Floodplain Management

Procedural Manual #77- 2: Floodplain Management (NPS 2004e) establishes NPS procedures for implementing floodplain protection and management actions in units of the national park system as required by Executive Order 11988, "Floodplain Management," and *Director's Order #77- 2: Floodplain Management* (NPS 2003a). The manual provides definitions of terms, policy and objectives for management of floodplains, procedures on such topics as determining types of actions, delineating regulatory floodplains, and mitigation, and developing statements of findings.

Procedural Manual #77- 2: http://www.nature/nps/gov/rm77/floodplain.cfm

Project Management Information System (PMIS)

Submittal of a Project Management Information System (PMIS) statement indicates the need to prepare a GMP.

PMIS (intranet site): http://www.nps.gov/pmis (or: http://165.83.198.10/pmis/)

L.2 National Environmental Policy Act (NEPA) Guidance

National Park Service

WASO EQD Division Chief: vacant

WASO EQD Environmental Planning and Compliance Branch Chief: Patrick Walsh, (303) 987- 6620

EQD (intranet site): http://www1.nrintra.nps.gov/eqd/index.htm

Council on Environmental Quality

CEQ NEPA Guidance (U.S. Department of Energy):
http://ceq.eh.doe.gov/nepa/nepanet.htm

Planning, Environment and Public Comment (PEPC)

PEPC is an online collaborative tool dedicated to facilitating the NEPA process. The PEPC database relates funding to the NEPA compliance process and includes specific project data including compliance tracking and public comments.

PEPC (secure site (requires username and password): https://pepc.nps.gov/

PEPC public site: http://parkplanning.nps.gov/

L.3 NATURAL RESOURCES

Planning Technical Advisory Group (PTAG)

The PTAG website includes descriptions of goals, primary functions, organization, contacts, and a list of selected websites:

http://inside.nps.gov/waso/waso.cfm?prg=864&lv=4

PTAG members should be the initial point of contact for assistance with natural resources planning. (This list is current as of May 2009.)

TABLE L.1: PLANNING TECHNICAL ADVISORY GROUP CONTACTS

Core Team Members	Division	Phone	Email address
Andrea Stacy	Air Resources (ARD)	(303) 969-2816	andrea_stacy@nps.gov
Frank Turina, Chair	Air Resources (ARD) — Natural Sounds	(970) 225-3530	frank_turina@nps.gov
	Biologic Resource Management (BRMD)		
Lindsay Gillham	Environmental Quality (EQD)	(303) 969-2085	lindsay_gillham@nps.gov
Lisa Norby	Geologic Resources (GRD)	(303) 969-2318	lisa_norby@nps.gov
Dave Vana-Miller	Water Resources (WRD)	(303) 969-2813	david_vana-miller@nps.gov
Don Weeks	Water Resources (WRD)	(303) 987-6640	don_weeks@nps.gov
Gary Mason	Immediate Office of the ADNRSS	(202) 513-7204	gary_mason@nps.gov
Jerry Mitchell,	Biologic Resource Management (BRMD)	(970)225-3521	jerry_mitchell@nps.gov

NOTE: This list is current as of May 2009.

Natural Resource Stewardship and Science Directorate, Natural Resources Program Center Directory

The directory contains NRSS/NRPC staff biographies and a listing of skills for each employee. The database can be searched by keywords.

Intranet site: http://www1.nrintra.nps.gov/directory/divemp1.cfm

All Natural Resources

The following web sites provide general natural resource information from the NPS Natural Resource Program Center (NRPC):

NRPC Intranet Site: http://www1.nrintra.nps.gov/

NRPC SharePoint Site (*intranet site*): http://nrpcsharepoint

Natural Resource Information Portal (NRInfo) (*intranet site)*:
http://nrinfo.nps.gov/Home.mvc This site is under development and currently provides information on park species lists, and publications, documents and data sets related to park natural resources. NRInfo is intended to develop into a one- stop- shopping site for NPS natural resource information. As of January, 2009, access is restricted to NPS staff; however, the goal is to make as much of this information as possible available to the public.

Nature & Science Internet Site: www.nature.nps.gov

Natural Resource Publication Series:
http://www.nature.nps.gov/publications/NRPM/index.cfm

Other information sources that cover all natural resources include:

NPS Impairment Guidance: Tamara Blett (NRPC- ARD, 303- 969- 2011)

http://www2.nrintra.nps.gov/ard/docs/NRImpairment.pdf

NPS Ecological Interity Assessment Framework: Greg Eckert (NRPC- BRMD, 970- 225- 3594)

http://www1.nrintra.nps.gov/brmd/Ecosystems/documents/NPS_Ecological%20Integrity%20Framework_1.0_January%202009.pdf

NPS Desired Condition Guidance: Greg Eckert (NRPC- BRMD, 970- 225- 3594)

http://www1.nrintra.nps.gov/brmd/Ecosystems/Desired_Conditions.cfm

Monitoring Program Lead: Steve Fancy, (970) 225- 3571

Inventory and Monitoring (I&M) Network. The 32 I&M networks have compiled and organized a wealth of information about the natural resources of 270+ parks as part of conducting basic inventories and designing an ecological monitoring program for each park. The map at the "Parks and Networks" link will lead you to the website for a particular park or network, through which dozens of documents, reports, and databases can be accessed.

I&M homepage: http://science.nature.nps.gov/im

Monitoring Reports. As part of the several- year process of discovering and organizing what is already known about the natural resources in each park, these reports summarize a large amount of information that should be useful to planners. The Phase 1 reports provide an overview of each park and its natural resources; the importance of the park's natural resources in a regional or national context; key management issues and scientific issues for each park; key agents of change and stressors that may cause changes in park resources; a summary of existing information and understanding of park ecosystems as determined by a literature review, identification and evaluation of existing datasets for park resources, review of park management plans (e.g., RMP, GMP), and other sources; and draft conceptual models to help explain our current understanding of ecological systems in the parks. The Phase 2 and 3 reports provide additional detail, including the development of indicators and standards for monitoring the condition of park resources.

Intranet site: http://www1.nrintra.nps.gov/im/monitor/phase123.htm

NPSFocus

NPSFocus is a growing collection of thousands of images, documents, drawings, and maps about the cultural and natural resources maintained by the National Park Service.

http://npsfocus.nps.gov/

NPS Natural Resource GIS and Data Store

The Data Store is an NPS- wide data and metadata clearinghouse for both spatial and non-spatial data sets. Users can search for and download GIS layers and map products, natural resource databases, boundary data, base data, GIS layer standards, and natural resource database table standards.

http://science.nature.nps.gov/nrdata

For general information about the natural resource GIS Program, see

http://science.nature.nps.gov/nrgis/

Natural Resources Bibliography

The Natural Resources Bibliography (NatureBib) is the master bibliographic database for natural (and some cultural) resource references. Electronic copies of many of the references are directly linked through this site. NatureBib merges a number of previously separate databases dealing with natural resource related topics like air, natural sounds, geology and paleontology.

http://www.nature.nps.gov/nrbib

Natural Resources Overviews

The Natural Resource Program Center has publications online that include natural resources overviews. Topics include climate, physiography, geology, soils, hydrology, water quality, air quality, and biologic resources (flora and fauna). Most of these reports are posted on the web and can be downloaded as PDF files.

http://www.nature.nps.gov/publications/index.cfm

TABLE L.2: GENERAL DECISION-MAKING DATA NEEDS AND SOURCES FOR NATURAL RESOURCES

Data Needs	Sources
• Descriptions of resource significance in a national/ regional/local context (as appropriate to the resource)	• Park bibliographic database (developed through I&M program – NatureBib
• Park minimum basic data set AS listed in appendix A of NPS-75	• Biosphere reserve or world heritage site)
• Identification and description of internal and external land uses with potential effects on park natural resources	• Special resource study • Park resource management plan or resource stewardship strategy • Park external land uses analysis • Park, region, and other agency GIS databases • Additional resource-specific sources (see below

Air Resources (Including Night Sky and Natural Sounds)

General information:

ARD: http://www2.nature.nps.gov/air/index.cfm

ARD (intranet site): http://www2.nrintra.nps.gov/ard/index.htm

Air Quality in National Parks 2002 report:
http://www2.nature.nps.gov/air/pubs/aqnps.cfm

Air Quality Monitoring

Program Lead: John Vimont, (303) 969- 2808

Air Atlas is a Geographic Information System (GIS) that looks at spatially interpolated air pollutant data from the major national monitoring networks in which the National Park Service participates.

NPS Air Atlas: http://www2.nature.nps.gov/air/maps/AirAtlas/index.cfm

The NPS Air Monitoring Program consists of an extensive network of air monitoring stations in almost 70 national parks across the country. The Program has three primary components: visibility, gaseous pollutants (mainly ozone), and atmospheric deposition (wet and dry).

NPS Air Quality Monitoring and Data:
http://www2.nature.nps.gov/air/monitoring/index.cfm

Ecological Effects

ARD contact: Ellen Porter, (303) 969- 2617

The Air Resource Information System (ARIS) identifies air quality related values for class I air quality areas and provides guidance on analysis for evaluating impacts to these values, including information on ecological effects on sensitivity species and whether they are at low, medium, or high risk.

Air Resource Information System (ARIS):
http://www2.nature.nps.gov/air/Permits/ARIS/index.cfm

TABLE L.3: DECISION-MAKING DATA NEEDS AND SOURCES FOR AIR RESOURCES

Data Needs	Sources
• Determination of whether the area is in attainment of national ambient air quality standards	• Park resources management plan/resource stewardship strategy
• Locations of existing and potential sources of air pollution and possible pollutants	• NPS-ARD air quality atlas information, air quality inventory data
• List of air quality-related values and visibility goals	• NPS air quality-related values assessment
• Basic precipitation and meteorological information	• Meteorological data inventory
• Climatological hazards, e.g., hurricanes	• State air program office
	• State and/or local air quality implementation plan
	• Air quality monitoring stations, including nearby state air pollution monitoring stations
	• EPA's website for air quality attainment/nonattainment status
	• Private consultants for large projects

Night Sky

Program Lead: Chad Moore (970) 491- 3700

Natural Lightscapes: http://www2.nature.nps.gov/air/lightscapes/index.cfm

TABLE L.4: DECISION-MAKING DATA NEEDS AND SOURCES FOR NIGHT SKY

Data Needs	Sources
• Current external threats to park, including distance and population of surrounding towns and cities, expected growth rates, and whether lighting mitigations/controls are being used	• County census information and other local government population data)
• The value of dark night skies and natural lightscapes to visitors	• Visitor surveys, tourism boards, local amateur astronomy clubs
• Nighttime visitor use patterns (backcountry, ranger programs, night hikes)	• NPS Night Sky Team (http://www.nature.nps.gov/air/lightscapes
• List of resident and transient species known to be sensitive to artificial light (sea turtles for example)	
• Inventory or qualitative assessment of current in-park lighting	
• Cultural landscapes inventory	
• Outdoor lighting guidelines	
• Cave maps and inventories if any developed caves	

Natural Sounds

ARD contact: Frank Turina, (970) 225- 3530

Additional contact: Vicki McCusker, (970) 267- 2117

The ARD Natural Sounds website includes a comprehensive list of publications and reports related to soundscape management.

Natural sounds: http://www.nature.nps.gov/naturalsounds/

TABLE L.5: RESOURCE DATA NEEDS AND SOURCES FOR NATURAL SOUNDSCAPES

Data Needs	Sources
• Natural ambient and existing ambient conditions by acoustic areas and season quantified in terms of amplitude (Sound Pressure Level), spectral characteristics (1/3 octave band	• Observational data and local knowledge on sources and audibility
• Identification of all sources of existing natural and nonnatural sound (noise) and quantified in terms of audibility (% area and % time), frequency, amplitude, rate of occurrence, noise free intervals	• Vegetation/habitat and geomorphic maps and reports
• Identification of all sources of potential natural sound and nonnatural sound (noise) and predicted amplitude, spectral characteristics, audibility, rate of occurrence, noise free interval	• Land and transportation use information in or adjacent to the study area

Data Needs	Sources
	• Local airport and FAA data (includes possible acoustic monitoring)
	• Other local acoustic monitoring reports
	• Acoustic literature and comparable soundscape impact assessments
	• Direct measurement at most representative or most critical and sensitive acoustic site(s), sound source (audibility) logs and continuous recordings
	• Other plans – e.g. snowmobiling, personal watercraft, transportation, concession etc, or actions proposed by other agencies that may directly affect the study area
	• Laws, regulations, existing plans, programmatic soundscape guides or decisions, and computer modeling of predicted noise from identified sound sources

Climate Change

NRPC contact: Leigh Welling, (970) 225- 3513

Climate in the Parks (CLIP) Tool: Julie Thomas McNamee, (202) 513- 7182

Climate Friendly Parks website: http://www.nps.gov/climatefriendlyparks/index.html

EPA Climate Change website: http://www.epa.gov/climatechange

NPS intranet sharepoint site: http://nrpcsharepoint/climatechange/default.aspx

NOAA Office of Ocean & Coastal Resource Management: http://coastalmanagement.noaa.gov/climate.html

U.S. Climate Change Science Program: http://www.climatescience.gov/

USGS Office of Global Change: http://www.usgs.gov/global_change

Biological and Ecosystem Resources

General information:

BRMD (intranet site): http://www1.nrintra.nps.gov/BRMD/

Wildlife Management Program

Program Lead: Vacant

Deputy Chief for Operations: Elaine Leslie (970) 267- 2135

Wildlife Health Program

Program Manager: Margaret Wild, DVM, PhD, (970) 225- 3593

Endangered Species Program

Program Lead: Dr. Peter A. Dratch, (970) 225- 3596

Ecosystem Restoration Program

Program Lead: Greg Eckert (970- 225- 3594)

Invasive Species Branch

Invasive Species Branch Chief: Rita Beard (970)- 267- 2165)

Vegetation Mapping Program

Program Manager: Karl Brown (970- 225- 3591)

Integrated Pest Program

Program Manager: Carol diSalvo (202) 513- 7813

Human Dimensions of Resource Management Program

Program Manager: Kirsten Leong (970)267- 2191

Online field guides of educational information for a large selection of species for each park will eventually bee provided at the following website. The site includes species New- to- Science that were discovered in national park units and other significant finds such as range extensions and previously undiscovered populations.

Nature Guides: http://www.enature.com/parks/natureguides.asp

A gateway to the Nature Guides that highlight species new- to- science and significant finds, such as range extensions and previously undiscovered populations that were discovered in national park units.

Species New- to- Science: http://www.enature.com/parks/newtoscience.asp

U.S. Fish and Wildlife Service: http://www.fws.gov

TABLE L.6: DECISION-MAKING DATA NEEDS FOR BIOLOGICAL RESOURCES AND ECOSYSTEM RESOURCES

Data Needs	Sources
• Overview of ecosystems and significant species and communities	• Known species available in compiled form in NPSPECIES or contact the state natural heritage program found through <http://www.natureserve.org/>; ecological systems found in LANDFIRE databases
• Overview of activities of other entities responsible for stewardship of the same resource, regionally or nationally	• NatureServe (http://www.natureserve.org/); compilation of species occurrence maintained by organizations including state natural heritage programs and the U.S. Fish and Wildlife Service
• Assessment of stressors and potential stressors on resources	• NPS natural resource condition assessments
• Understanding the range of stakeholder perceptions about significance of biological and ecosystem resources	• Conservation analyses conducted by government and non-government organizations (e.g., state heritage potential conservation areas, Audubon important bird areas, county and city open space plans, Nature Conservancy conservation action plans)
• Understanding the range of stakeholder perceptions when trade-offs need to be made between managing resources of special concern and other valued	• General invasive species information and links to state databases,http://www.invasivespeciesinfo.gov/

Data Needs	Sources
attributes of park	
• Certified species lists	• NPS inventory and monitoring networks; for aquatic invasive species — http://nas.er.usgs.gov/
• Species of special-concern lists, including threatened and endangered species and critical habitat, sensitive species, including globally rare species, and invasive species	• Area-based science, including research, inventories, surveys and monitoring
• Historic species accounts and habitat conditions, including historic or otherwise accepted natural ranges of variation	• Social science studies that reveal stakeholder perceptions about resource significance, management expectations, and potential management trade-offs
• Historic ecosystem process behavior and landscape pattern condition	• Resource stewardship strategies, fire management plans, all applicable plans that address ecosystem structure, process and biological communities and species
• Understanding the range of stakeholder perceptions about current and desired conditions for resources and visitor experiences	• NPS Inventory and Monitoring Program databases, Watershed Condition Assessment Reports, NRPC Data Store
• Understanding of the range of stakeholder expectations of the park role in management	• Regional or NRPC T&E species databases of federal threatened and endangered, state-listed and other sensitive species; species of concern based on U.S. Fish and Wildlife Service listings of critical species habitat
	• Gap analyses of potential habitat limits
	• Fire program information on ecological systems, fire regime
	• Historical records of floods, storms, etc.
	• Historic ecology reports
	• Land use studies and plans
	• Social science studies that reveal the range of stakeholder perceptions about current and desired conditions of resources and expectations for management

Geologic Resources

General information

GRD (intranet site): http://inside.nps.gov/waso/waso.cfm?prg=713&lv=3

The following website has geology- related links to technical reports, geology texts, theme books, images etc.

Geologic Resources: http://www2.nature.nps.gov/geology/

Each park has a geology website. Many of these sites have a geology write- up and links to park specific geologic documents.

Park- specific geologic information:
http://www2.nature.nps.gov/geology/parks/byname.cfm

Reference Manual #77: Geologic Resources Management:
http://www.nature.nps.gov/rm77/Geology.htm

Caves and Karst

Program Lead: Dale Pate, (505- 785- 3107)

NPS Reference Manual #77: Cave and Karst Management: http://www.nature.nps.gov/rm77/Caves.htm

Cave and Karst Planning: http://www2.nature.nps.gov/geology/caves_acts_fcrpa.htm

Coastal Resources

Program Lead: Rebecca Beavers, (303) 987- 6945

Coastal Geology: http://www2.nature.nps.gov/geology/coastal/program.cfm

Coastal Vulnerability to Sealevel Rise Assessments: http://woodshole.er.usgs.gov/project-pages/nps-cvi/

Geologic Inventories (Geologic Resources Evaluation Program)

Program Lead: Bruce Heise, (303) 969- 2017

The GRE program is the National Park Service's geologic resources inventory program. Geologic maps, scoping summaries, and geologic reports have been prepared for many parks and ultimately will be prepared for all I&M parks. Geologic scoping summaries and geologic reports can be accessed through this site. There are also links to existing digital geologic (GIS) data.

Public site: http://www2.nature.nps.gov/geology/inventory/gre_publications.cfm

Soil Resources

Program Lead: Pete Biggam, (303) 987- 6948

NPS Reference Manual #77: Soil Resources Management: http://www.nature.nps.gov/rm77/soils.htm

NPS Soils Program: http://www2.nature.nps.gov/geology/soils/

National Resources Conservation Service, Soil Survey Division: http://www.soils.usda.gov

TABLE L.7: DECISION-MAKING DATA NEEDS FOR GEOLOGIC RESOURCES (GENERAL)

Data Needs	Sources
• Identification of significant geologic features (caves, paleontological resources, landforms, glaciers, geothermal features, etc.) and geologic processes	• Existing literature, geologic resource evaluation reports
• Overview of geologic resource issues	• Geological maps and reports (GRD — Geologic Resources evaluation program maps and reports, U.S. Geological Survey, state geological surveys, local universities)
• Parkwide overview of surface resiliency, stability, and integrity (including slope stability and shoreline and fluvial processes) and related geologic hazards	• Soils data, reports, and maps available from NPS soils inventory and monitoring program, GRD soil inventories, or the National Resource Conservation Service or counties; use county soils maps if order 3 NRCS maps are not available
	• Coastal geomorphology data are available from the USGS, Army Corps of Engineers
	• Geologic Resources Division can help locate information, with advance notice

Disturbed Lands, and NPS Use of Sand, Rock, and Gravel for In-Park Purposes

Program Lead: Dave Steensen, (303) 969- 2014

NPS Reference Manual #77 — Disturbed Land Restoration: http://www.nature.nps.gov/rm77/Restore.htm

Use of Sand, Rock and Gravel (intranet site): http://www2.nrintra.nps.gov/grd/min_materials/

GRD administrative sand and gravel (intranet site): http://www2.nrintra.nps.gov/grd/index.htm

TABLE L.8: DECISION-MAKING DATA NEEDS FOR DISTURBED LANDS AND USE OF SAND, ROCK, AND GRAVEL

Data Needs	Sources
• General extent and location of abandoned roads, landfills, hazardous material sites, mines, campgrounds, dams, railroads, and other disturbed lands	

Paleontological Resources

Program Lead: Vacant

NPS Reference Manual #77: Paleontological Resources Management: http://www.nature.nps.gov/rm77/Paleo.htm

NPS Paleontology: http://www2.nature.nps.gov/geology/paleontology/surveys.cfm

TABLE L.9: DECISION-MAKING DATA NEEDS FOR PALEONTOLOGICAL RESOURCES

Data Needs	Sources
• Identification of paleontological resources (fossils) their geologic context, and their location or potential in the park	• Existing literature, geologic resource evaluation reports, and NPS paleontological resource surveys, inventories, and summaries produced by GRD and cooperating institutions
• Overview of paleontological resource issues (unauthorized collecting, scientific collecting/significance, high rates of erosion/exposure, accessibility to fossils, links with park stories, etc.)	• All I&M Network parks will have initial paleontological resource summary completed by 2009 as part of an ongoing project
• Parkwide overview of paleontological resources, and the history of their study (if any) in the park; paleontological resources can include both known resources (fossils collected in the park) and potential resources (fossiliferous formations are mapped/ exposed in the park, but have not yet been assessed) and associated resource management issues	• Geological/paleontological maps and reports (GRD — Geologic Resources evaluation program maps and reports, U.S. Geological Survey, state geological surveys, local universities)
• Scientific significance as well as interpretive value of fossils should be assessed	• Geologic Resources Division can help locate information, with advance notice

Minerals and Energy Development

Program Lead: Julia Brunner, (303) 969- 2012

Minerals: http://www2.nature.nps.gov/geology/mining/

Oil and Gas Planning Contact: Lisa Norby, (303) 969- 2318

Oil and Gas: http://www2.nature.nps.gov/geology/oil_and_gas/

Adjacent (External) Minerals and Energy Development Contact: Kerry Moss, (303) 969- 2634

Adjacent (External) Minerals and Energy Development: http://www2.nature.nps.gov/geology/adjacent_minerals/

TABLE L.10: DECISION-MAKING NEEDS FOR MINERALS AND ENERGY DEVELOPMENT

Data Needs	Sources
• Overview of mineral development potential	• Bureau of Land Management and county records
• Evaluation of mineral rights ownership	• State division of mines/geology
• Overview of past or present mineral development that could affect management of the area as a park unit	• Aerial photography
• Evaluation of extent, and location, if known, of mineral-related ownerships, easements, rights-of-way, exploration and extraction activity, and impacts	• State oil and gas division records and studies
	• Park GIS and surveys (field GIS technical support center or DSC can assist)
	• GRD minerals/oil and gas database, park minerals databases
	• Geologic Resources Division can help locate information, with advance notice

Water Resources

WRD Planning

Planning Lead: David Vana- Miller, (303) 969- 2813

The following website includes most of WRD's planning products, which can be read, downloaded, or printed. These products include reports designed to integrate into specific elements of the park planning framework.

WRD Planning: http://www.nature.nps.gov/water/planning.cfm

Water Quality Inventories:

Horizon Reports Program Lead: Dean Tucker, (970) 225- 3516.

The NPS Baseline Water Quality Data Inventory and Analysis reports characterize baseline water quality at all NPS units containing significant natural resources. The following website includes all the completed Baseline Water Quality Data Inventory and Analysis reports, which can be read, downloaded, or printed.

WRD Information Management:

http://www.nature.nps.gov/water/horizon.cfm

Designated Uses and Water Quality Standards

Planners should check with the appropriate state office / website for designated uses and water quality standards for water bodies in a park and water quality monitoring by the state in and around the park. A good resource is each state's 305(b) report, which is done every

two years per the Clean Water Act, section 305(b). It summarizes water quality and pollution abatement for a state, and it may have information on waters in a particular park.

Coastal and Watershed Condition Assessments

Coastal Condition Assessment Program Lead: Eva DiDonato, (970) 225- 3291

Natural Resource Condition Assessments Program Lead: Jeff Albright, (970) 225- 3528

Fisheries

Program Lead: John Wullschleger, (970) 225- 3572

http://nature.nps.gov/water/fisheries.cfm

Floodplains

Program Lead: Gary Smillie, (970) 225- 3522

Procedural Manual #77- 2: Floodplain Management:
http://www.nature.nps.gov/rm77/floodplain.cfm

Marine Resources

Program Lead: Jeffrey Cross (970) 225- 3547

http://www.nature.nps.gov/water/marine.cfm

Water Rights

Program Lead: Chuck Pettee, (970) 225- 3505

http://www.nature.nps.gov/water/flow.cfm

Wetlands

Program Lead: Joel Wagner, (303) 969- 2955

http://nature.nps.gov/water/wetlands.cfm

Procedural Manual #77- 1:
http://www.nature.nps.gov/water/wetlands/Wetlands_Protection_Manuals.cfm

TABLE L.11: DECISION-MAKING DATA NEEDS FOR WATER RESOURCES

Data Needs	Sources
• Parkwide water quality status	• State 305b Water Quality Report
• Parkwide wetlands/floodplains status	• State 303d Impaired Waters List
• Parkwide water rights status	• National wetlands inventory map
• Overview of water resources issues	• Technical literature review
	• Internet websites
	• Park resources management plan or resource stewardship plan
	• Water resources foundation report
	• Water resources information & issues overview report
	• Park water resources management plan or water resources scoping report

Data Needs	Sources
	• Park fisheries management plan
	• NPS/WRD baseline water quality data inventory and analysis report for park
	• Level I water quality invent
	• Park watershed condition assessment reports
	• Water quality, land health, and wetlands/riparian related GPRA reporting data
	• Floodplains: Federal Emergency Management Administration flood insurance rate maps
	• Wetlands: U.S. Fish and Wildlife Service (USFWS) / National Wetlands Inventory
	• Local utilities
	• NPS Water Resources Division can provide water rights data and assist in obtaining other data

L.4 SOCIAL SCIENCE

Visiting Chief Scientist: Dr. Jim Gramann, (202) 513- 7189

NPS Social Science Program: http://inside.nps.gov/waso/waso.cfm?lv=2&prg=38

http://www.nature.nps.gov/socialscience/

Visitor Use

Public Use Statistics Office: Butch Street, (303) 343- 2704

http://www2.nature.nps.gov/stats/

TABLE L.12: DECISION-MAKING DATA NEEDS FOR VISITOR USE

Data Needs	Sources
• A detailed profile of park visitors during peak visitation seasons	• Visitor services project study (10 per year conducted systemwide)
• Visitation trends analysis	• Person per vehicle/public use statistics, and social demographic data bases
	• Park annual interpretive program report
	• Park monthly public use report
	• NPS public use statistics office

Regional Socioeconomics

TABLE L.13: DECISION-MAKING DATA NEEDS FOR REGIONAL SOCIOECONOMICS

Data Needs	Sources
• Contemporary trends in the surrounding community	• Social demographic data bases
• Economic analysis of the local economy, including the park's impact	• Specialized economic assessment (contracted or in-house)
	• Money generation model
	• Park annual interpretive program report
	• Park monthly public use report
	• Socioeconomic atlas

Viewsheds / Viewscapes

TABLE L.14: DECISION-MAKING DATA NEEDS FOR VIEWSHEDS

Data Needs	Sources
• Viewshed analysis	• Integral vista list (class I parks)
• Viewscape quality analysis (analysis of public/visitor perceptions of views)	• Park GIS or field GIS technical support center
	• Special viewscape studies
	• Other agency viewscape analyses (e.g., U.S. Department of Agriculture, Forest Service, *Landscape Aesthetics: A Handbook for Scenery Management,* Agricultural Handbook 701, 1995.)

L.5 Cultural Resources

Cultural Resource Directorate Websites

This site outlines NPS cultural resources programs and their functions, and it lists primary contacts. These programs include not only those for park cultural resources, but also broader nationwide programs for historical documentation and heritage preservation.

Intranet site: http://www.inside.nps.gov/waso/orglist.cfm?lv=1&prg=2

www.cr.nps.gov

All Cultural Resources

Laws, Regulations, Standards and Guidance

DO #28 and the *Cultural Resource Management Guideline* present basic information about principles, standards, and practices for management of cultural resources within units of the National Park System, including compliance with section 106 of the National Historic Preservation Act.

DO #28: Cultural Resource Management:
http://www.nps.gov/policy/DOrders/DOrder28.html

Cultural Resource Management Guideline:
http://www.nps.gov/history/history/online_books/nps28/28contents.htm

CRM Laws, Executive Orders, and Regulations

NPS Preservation Compliance Coordinator: [Vacant]

The following website lists various legal mandates related to cultural resources:

http://www.nps.gov/history/laws.htm

Archeology and Historic Preservation
http://www.nps.gov/history/standards.htm Archeology and Historic Preservation

The *Secretary of the Interior's Standards* provide technical advice on archeological and historic preservation activities and methods for the full range of historic preservation practices, from preservation planning to identification, evaluation, and documentation. The standards include the *Secretary of the Interior's Standards and Guidelines for the Treatment of Historic Properties*. The four treatment standards are preservation, rehabilitation, restoration, and

reconstruction. Explanation and guidance on the application of the treatment standards is available at www.nps.gov/history/hps/tps/standards_guidelines.htm. See also *Guidelines for the Treatment of Cultural Landscapes*
http://www.nps.gov/history/hps/hli/landscape_guidelines/index.htm

> *Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation* (as amended and annotated):
>
> http://www..nps.gov/history/local-law/arch_stnds_0.htm

National Historic Preservation Act

The website of the Advisory Council on Historic Preservation includes a users' guide to the section 106 process, as well as many other resources, including information about training and about federal, state, and tribal historic preservation programs and contacts.

> http://www.achp.gov

Section 110 of the National Historic Preservation Act outlines the historic preservation responsibilities of federal agencies. These standards and guidelines for federal preservation programs are designed to help federal agencies meet their responsibilities to integrate historic preservation into their ongoing programs, in keeping with the broad section 110 mandate.

> *Secretary of the Interior's Standards and Guidelines for Federal Agency Historic Preservation Programs Pursuant to the National Historic Preservation Act:*
>
> http://www.nps.gov/history/hps/fapa_110.htm

National Preservation Programs

American Battlefield Protection Program

The American Battlefield Protection Program (ABPP) helps communities, states, the National Park Service, and other federal agencies identify, document, and plan for the protection of historic battlefields in the United States through project grants and technical assistance. Land and Water Conservation Fund (LWCF) grants are available to states and local governments for the acquisition and preservation of threatened Civil War battlefields. LWCF grant funds cannot be used to acquire lands within the existing boundaries of a park unit.

> http://www.nps.gov/history/hps/abpp

Cultural Resources Geographical Information Systems Facility

The Cultural Resources Geographical Information Systems (CRGIS) facility documents cultural resources both within parks and on other public and private lands through the use of GIS and GPS, develops GIS applications for cultural resources, and develops standards for cultural resource spatial data that will be used by all federal agencies.

> http://www.nps.gov/history/hdp/crgis/index.htm

Federal Preservation Institute

An NPS program, the Federal Preservation Institute (FPI) provides historic preservation information and training to all federal agencies through monthly training meetings, informa-

tion papers and publications, and the Historic Preservation Learning Portal (www.historicpreservation.gov). Upon request from federal agencies, it provides customized training and presentations designed to assist in developing and carrying out federal agency responsibilities under section 110 of the National Historic Preservation Act.

http://www.historicpreservation.gov/fpi

Heritage Areas

Congress has established a number of national heritage areas around the country, in which conservation, interpretation, and other activities are managed by partnerships among federal, state, and local governments and the private sector. The National Park Service provides technical and financial assistance for a limited number of years following designation. Some of these heritage areas include national parks within their boundaries.

http://www.nps.gov/history/heritageareas

Historic Preservation Planning Program

The Historic Preservation Planning Program sets policy for, delivers guidance about, oversees the implementation of the statewide historic preservation planning programs carried out by state historic preservation offices under the National Historic Preservation Act, and interprets the *Secretary of the Interior's Standards and Guidelines for Preservation Planning*. Guidance in preservation planning and cultural resource management is also developed for local communities, American Indian tribes, and federal agencies.

http://www.nps.gov/history/hps/pad/index.htm

Maritime Heritage Program

The Maritime Heritage Program advances awareness and understanding of the role of maritime affairs in the history of the United States. The program maintains inventories of historic U.S. maritime properties, provides assistance through publications and consultation, educates the public about maritime heritage, sponsors conferences and workshops, and funds maritime heritage projects when grant assistance is available.

http://www.nps.gov/history/maritime

National Center for Preservation Technology and Training

The National Center for Preservation Technology and Training (NCPTT) uses science and technology to advance the field of historic preservation, particularly in the areas of archaeology, architecture, landscape architecture, and materials conservation. The center promotes and develops research, training, and grant programs to help other agencies and organizations leverage the latest technology, exploit innovation, and transfer technologies from nontraditional arenas. Research and training reports and multimedia products are available on- line at the following website: http://www.ncptt.nps.gov

National Historic Landmarks

National historic landmarks are nationally significant historic places designated by the Secretary of the Interior because they possess exceptional value or quality in illustrating or

interpreting the heritage of the United States. The following website has a searchable online database. Landmarks are listed on the National Register of Historic Places, and they are subject to both section 106 and section 110(f) of the National Historic Preservation Act.

http://http://www.nps.gov/history/nhl/

List of national historic landmarks:
http://www.nps.gov/history/nhl/designations/listsofNHLs.htm

National Register of Historic Places

The National Register of Historic Places is the nation's official list of cultural resources that are in public and private hands and that are worthy of preservation. Under the NHPA, the national register is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect historic and archeological resources nationwide. Properties listed on the register include districts, sites, buildings, structures, and objects that are significant in American history, architecture, archeology, engineering, and culture.

http://www.nps.gov/history/nr

NRIS database (searchable): http://www.nps.gov/history/nr/research/nris.htm

Technical Preservation Services (TPS)

Technical Preservation Services (TPS) creates and maintains the *Secretary of the Interior's Standards for the Treatment of Historic Properties* and the accompanying *Guidelines for Preservation, Rehabilitation, Restoration, and Reconstruction;* maintains an active publications program; and administers the Historic Preservation Tax Incentives program.

http://www.nps.gov/history/hps/tps/index.htm

Stakeholders and Consulting Parties

American Indian Liaison Office

The American Indian Liaison Office helps NPS field and program managers interact with American Indian tribes and Alaska Natives on a government- to- government basis, and it provides guidance concerning Indian self- determination, tribal self- governance, and effective means of working with all parties. For more information about parks and tribes, government- to- government relationships, and other related topics, visit the following websites:

http://www.nps.gov/history/ailo/ailohome.htm

Intranet site: http://inside.nps.gov/waso/waso.cfm?lv=2&prg=20

Certified Local Government Program

The Certified Local Government Program (CLG) was established by the National Historic Preservation Act to promote historic preservation at the local level. Local government preservation programs that meet certain qualifications and standards are certified through a joint NPS- SHPO process. Upon certification, local governments become official partners with tribes and federal agencies in the national historic preservation program. For very

recently certified communities, contact the CLG Program Coordinator in the relevant State Historic Preservation Office or visit the program's web site:

http://www.nps.gov/history/hps/clg/index.htm

NPS Tribal Historic Preservation Program

The Tribal Historic Preservation Program administers two Historic Preservation Fund grant programs for American Indian tribes for cultural and historic preservation programs and projects. The program also administers the process for establishing tribal historic preservation officers (THPOs), who assume National Historic Preservation Act responsibilities from the states in which their tribal lands lie. For more information, including a list of THPOs, visit the following website or contact James Bird, (202) 354- 1837.

http://www.nps.gov/history/hps/tribal/index.htm

State Historic Preservation Offices

A list of state historic preservation offices can be found at the National Conference of State Historic Preservation Officers website.

http://www.ncshpo.org/stateinfolist/

Tribal Historic Preservation Offices

The address website of the National Association of Tribal Historic Preservation Officers is as follows: http://www.nathpo.org/

History

Park History Program

Program Lead: Robert Sutton, Chief Historian, (202) 354- 2214

http://www.nps.gov/history/history

Intranet site: http://www.inside.nps.gov/waso/waso.cfm?prg=286&lv=3

The following directory of NPS historians includes individuals' contact information and areas of expertise.

Directory of National Park Service Historians:
www.cr.nps.gov/history/NPShistorians06.pdf

Handbook for Oral History in the National Park Service

The *Handbook for Oral History* (NPS 2004d) provides information about how and when oral history serves best as a research tool, and about practices for carrying out oral history projects, and preserving and making accessible the results of such projects.

http://www.nps.gov/history/history/oh/oralh1.htm

NPS Thematic Framework

The thematic framework for history and prehistory is a conceptual tool, an outline of major themes and contexts, for evaluating the significance of cultural resources within or outside

the National Park Service. For example, it shapes the evaluation of national significance in NPS special resource studies and in national historic landmark nominations. The text and some additional information are at the Park History website listed above.

TABLE L.15: DECISION-MAKING DATA NEEDS FOR CULTURAL RESOURCES (GENERAL)

Data Needs	Sources
• Types of known (or expected) cultural resources, including analysis of gaps in survey and evaluation efforts to date	• National Historic Landmark documentation
• Contextual information about cultural resources	• National Register files
• The general condition and integrity of resources and which factors affect that condition and which qualities contribute to that integrity	• HABS/HAER/HALS documentation
• Legal and administrative issues that historically have influenced park land acquisition and other park management actions	• World Heritage Site documentation
• Values of cultural resources held by traditionally associated peoples, descendent and local communities, and interested public	• Literature search of existing historic contexts, theme studies, regional overviews, inventories, and assessments conducted by the National Park Service, state and tribal historic preservation officers, state archeologists, and others
	• Park administrative history
	• Park resource stewardship strategy
	• Park historic resource study
	• Park historical base map
	• Geographic informational system (GIS) data
	• Park cultural resource databases
	• Results of public involvement and consultation (meetings, citizen panels, etc.)
	• Descriptions of significance in national, regional, state and local contexts
	• Other federal, state, tribal, and local sources for data
	• Other relevant scholarly and/or thematic literature
	• Additional resource-specific sources listed below

Archeological Resources

Program Lead: Frank McManamon, (202) 354- 2123

Archeology Program: http://www.nps.gov/history/archeology/

Archeology Division Intranet: http://www.inside.nps.gov/waso/waso.cfm?prg=279&lv=3

Archeological Sites Management Information System

The Archeological Sites Management Information System (ASMIS) is the National Park Service's database for the basic registration and management of park prehistoric and historic archeological resources. For access, contact the park's archeologist or CRM program manager, or the Regional ASMIS coordinator. Much ASMIS data is now being integrated into park GIS.

ASMIS coordinators (intranet site):
http://inside.nps.gov/waso/custommenu.cfm?lv=3&prg=279&id=1018

DO #28A (NPS 2004c) supplements the general description of archeological program in *DO #28* and the accompanying *Cultural Resource Management Guideline* and promotes a common management framework for planning for and managing archeological resources and activities within national parks as well as in archeological assistance responsibilities outside the national park system.

DO #28A: Archeology: http://www.nps.gov/policy/DOrders/DOrder28A.html

The following computerized network provides access to information on archeological activities nationwide, including NADB reports, a bibliographic inventory of reports on archeological planning and investigation.

National Archeological Database: http://www.cr.nps.gov/archeology/TOOLS/nadb.htm

TABLE L.16: DECISION-MAKING DATA NEEDS FOR ARCHEOLOGICAL RESOURCES

Data Needs	Sources
• Overview of known and potential (expected) archeological resources in the area, including type, general distribution, and level of significance (national, regional, state, or local significance)	• Archeological site records
• Description and evaluation of known and potential (expected) archeological sites, including their location, characteristics, condition, and potential scientific and associative values, including National Register, National Historic Landmark, and interpretive values	• National Register files
• Notation of areas surveyed and level of survey	• National Historic Landmark files
• For interpretive purposes, identification and documentation of archeological resources related to histories of traditional users and descendent communities and related to primary interpretive themes identified in the foundation document	• World Heritage Site files
	• Reports of archeological field surveys and assessments
	• Systemwide Archeological Inventory Program plans for region
	• National Archeological Data Base (NADB)
	• State, tribal and local inventories, including museum-held inventories
	• Park base map (electronic/GIS format or paper) of archeological sites
	• Park ASMIS data
	• Park archeological overview and assessment

Historic Structures

Program Lead: Randy Biallas, (202) 354- 2061

Park Historic Structures Program: http://www.nps.gov/history/phscl/HS.htm

Park Historic Structures and Cultural Landscapes Division (intranet site): http://www.inside.nps.gov/waso/waso.cfm?prg=287&lv=3

List of Classified Structures:

The List of Classified Structures (LCS) is the primary computerized database inventorying and describing historic and prehistoric structures where the National Park Service has (or plans to acquire) a legal interest. For access, contact the Regional LCS coordinator.

Historic American Buildings Survey

Acting Program Lead: Catherine Lavoie, (202) 354- 2185

The Historic American Buildings Survey (HABS) was created in 1933 to document the nation's architectural heritage through the production of measured drawings, histories, and large- format black- and- white photographs to create a comprehensive interdisciplinary and publicly accessible record.

http://www.nps.gov/history/hdp/habs/index.htm

Library of Congress: http://memory.loc.gov/ammem/collections/habs_haer/

Historic American Engineering Record

Acting Program Lead: Richard O'Connor, (202) 354- 2186

The Historic American Engineering Record (HAER) was established in 1969 to document nationally and regionally significant engineering and industrial sites. HAER documentation, similar to HABS, is also available at the Library of Congress.

http://www.nps.gov/history/hdp/haer/index.htm

Library of Congress: http://memory.loc.gov/ammem/collections/habs_haer

TABLE L.17: DECISION-MAKING DATA NEEDS FOR HISTORIC STRUCTURES

Data Needs	Sources
• Location, historical development, and character-defining features of historic structures in the park	• Park list of classified structures (to be included as appendix in GMP with selected categorized information)
• Analysis of any gaps in the park's inventory of historic structures	• HABS/HAER documentation of historic architectural and engineering sits and structures
	• Park historic resource study

Cultural Landscapes

Program Lead: Randy Biallas, (202) 354- 2061

http://www.nps.gov/history/phscl/cl.htm

Intranet site: http://www.inside.nps.gov/waso/waso.cfm?prg=287&lv=3

Cultural Landscapes Inventory

The CLI is an evaluated inventory of all cultural landscapes in national park system units having historical significance or where the National Park Service has or plans to acquire any enforceable legal interest.

For access, contact the Regional CLI coordinator.

Historic American Landscape Survey

Program Lead: Paul Dolinsky, (202) 354- 2116

The Historic American Landscape Survey (HALS) was established to record historic landscapes in the United States and its territories. Like its sister programs, the Historic American Buildings Survey (HABS) and the Historic American Engineering Record (HAER), HALS contains written and graphic records of interest to educators, land managers, and preservation planners.

http://www.nps.gov/history/hdp/hals/index.htm

Historic Landscape Initiative

Program Lead: Vacant (202) 354- 2076

The Historic Landscape Initiative (HLI) develops preservation planning tools that respect and reveal the relationships between Americans and their land, and provides guidance on sound preservation practice, including *Guidelines for the Treatment of Cultural Landscapes*.

http://www.nps.gov/history/hps/hli/index.htm

Guidelines for the Treatment of Cultural Landscapes:
http://www.nps.gov/history/hps/hli/landscape_guidelines

TABLE L.18: DECISION-MAKING DATA NEEDS FOR CULTURAL LANDSCAPES

Data Needs	Sources
• Location, historical development, and landscape characteristics and features of cultural landscapes in the park	• Park cultural landscapes inventory/report
• Analysis of any gaps in the park's inventory of cultural landscapes	• HALS documentation
	• CRGIS maps and datasets
	• Park historic resource study

Ethnographic Resources

Program Lead: Vacant, (202) 354- 2105

http://www.nps.gov/history/ethnography

Park Ethnography Division (intranet site):
http://www.inside.nps.gov/waso/waso.cfm?prg=726&lv=3

Ethnographic Resources Inventory (ERI):

The ERI is a listing of park cultural and natural features accorded significance by traditionally associated people. For access, contact your regional ethnographer.

TABLE L.19: DECISION-MAKING DATA NEEDS FOR ETHNOGRAPHIC RESOURCES (INCLUDING TRADITIONAL USE OF NATURAL RESOURCES)

Data Needs	Sources
• Ethnographic identification of resource concerns, landscapes, and interpretive issues of associated groups (e.g., Native Americans, African Americans, and other traditional users of park resources)	• Rapid ethnographic assessment procedures (REAP)

Data Needs	Sources
• Recommendations for dialogues with affected groups	• Consultation with affected groups
• Traditional uses of cultural and natural resources (e.g., for religious, medicinal, subsistence, residential purposes) (REAP)	• Park ethnographic overview and assessment (O&A)
• Ethnographic identification, review, and evaluation of available data on family, community, and relationships between park resources and Native American, African American, and other traditional users; consultation with affected groups	• Park traditional use study (TUS)
• Documentation of traditional subsistence, religious, uses, resource management practices, and community dynamics; identification of non-renewable of resources	• Ethnographic ethnohistory
• For interpretive purposes, documentation of relationships between park resources and traditional users as related to social organization, religion, other elements of cultural heritage, ethnicity, demography, and economy, both contemporary and ethno-historical	• Oral and life histories
	• Ethnographic landscape study

Museum Collections

Program Lead: Ronald Wilson, Chief Curator (202) 354- 2012

This site includes virtual museum exhibits featuring NPS collections; park museum collection profiles; the NPS Web Catalog; NPS museum publications, including the Museum Handbook which has policies and procedural guidance on the preservation and protection, documentation, and access to and use of NPS museum and archival collections, and the Conserve- O- Gram series of technical leaflets providing up- to- date information on new techniques and practices in museum collections management, including preservation and protection, storage and exhibit, and curatorial health and safety.

Park Museum Management Program: http://www.nps.gov/history/museum/

Park Museum Management Division (intranet site
http://www.inside.nps.gov/waso/waso.cfm?prg=284&lv=3

Automated National Catalog System

The computerized National Catalog of Museum Objects lists all cultural objects and natural history specimens that meet the criteria for museum objects in the national park system. For access to the system, contact the regional curator.

Director's Order #24: NPS Museum Collections Management

Director's Order #24 supplements the NPS *Management Policies*. It is augmented by procedures in the *Museum Handbook* (NPS 2006b) and it supersedes the following Special Directives: 80- 1: "Guidance for Meeting NPS Preservation and Protection Standards for Museum Collections"; 87- 3: "Conservation of Archeological Resources" (as it pertains to museum collections); 91- 4: "Ensuring that Natural Resource Projects Fund the Curation of Collections"; 94- 6: "Ensuring that Projects Generating Museum Collections Fund Cataloging and Basic Preservation"; 93- 2: "Preserving NPS Cellulose Nitrate Film Collections"; and Staff Directive 87- 1: "NPS Clearinghouse Procedures and Requirements Regarding Disposal and Acquisition of Excess and Needed Museum Objects."

http://www.nps.gov/policy/DOrders/DOrder24.html

TABLE L.20: DECISION-MAKING DATA NEEDS FOR MUSEUM COLLECTIONS

Data Needs	Sources
• Brief description of the types and numbers of objects/specimens/archives in the museum collections and their significance	• Description of collections provided by current owner or affiliated museums/groups
• General status of documentation (cataloging), storage (onsite, offsite), security, fire protection, collection condition, NAGPRA compliance, and frequency and type of use	• Existing data on archeological, natural, and other resources that have potential to generate collections
	• Park scope of collections statement
	• Park collections management report
	• Park checklist for preservation and protection of museum collections
	• Data from survey of federally associated collections in nonfederal institutions; NAGPRA summary (1993) and NAGPRA list (1995) and associated files

L.6 REAL PROPERTY ASSETS

Facility Management Division Contacts (for information on asset management, including deferred maintenance): Tim Harvey, Branch Chief Asset Management, (202) 513- 7034

Construction Program Management Division (for information on new construction and the facility planning model): Mike LeBorgne, Division Manager, (303) 969- 2178

The following website describes the purpose and mission of the Facility Management Program and its main functions. Links are provided to program management, asset management, and system management, among other items.

Facility Management Program: http://inside.nps.gov/waso/waso.cfm?prg=155&lv=3

TABLE L.21: DECISION-MAKING DATA NEEDS FOR REAL PROPERTY ASSET MANAGEMENT

Data Needs	Sources
• Facility inventory	• Park asset management plan
• Facility condition index (FCI)	• Facility management software system (FMSS)
• Asset priority index (API)	• Approved current PMIS statements • Facility management software system (FMSS
• Square footage and new facility costs (one-time capital construction, annual recurring, and, life-cycle costs)	• Line-item construction 5-year plan

L.7 OTHER REFERENCE WEBSITES

The following list is a compilation of useful websites for planners working on GMPs. The websites are grouped according to whether they are NPS or non- NPS sites that everybody can access. Sites that are NPS intranet sites are marked. Websites are constantly changing, so the listed links may not all work. Please inform DSC Planning of any sites that are not working and/or other useful sites that are not included in these lists. (Also see Appendix M for other resources.)

TABLE L.22: NPS WEBSITES

Website Name / Topic	URL Internet Address
Cultural Resources	
Abandoned Shipwreck Act Guidelines	http://www.nps.gov/archeology/submerged/intro.htm
American Indian Liaison Office	http://www.nps.gov/history/ailo/
Cultural Landscapes	http://www.nps.gov/history/hps/hli/index.htm
Cultural Resource Laws, Regulations, and Standards	http://www.nps.gov/history/laws.htm http://www.nps.gov/history/standards.htm
Federal Preservation Institute	http://fpi.historicpreservation.gov
Historic American Buildings Survey/Historic American Engineering Record/link to Historic American Landscapes Survey	http://www.nps.gov/history/hdp/index.htm
National Archeological Data Base	www.nps.gov/history/archeology/TOOLS/nadb.htm
National Heritage Areas	http://www.nps.gov history//heritageareas
National Historic Landmarks	http://www.nps.gov/history/nhl
National Register of Historic Places (criteria, procedures, listings, bulletins)	http://www.nps.gov/nr
National Register of Historic Places, National Register Information System	http://www.nps.gov/history/nr/research/index.htm
Native American Consultations Database	http://home.nps.gov/nacd
NPS Archeology Program	http://www.nps.gov/history/archeology
NPS Collections Program	http://www.nps.gov/history/museum
NPS Cultural Resources Diversity Program	http://www.cr.nps.gov/crdi
NPS Ethnography Program	http://www.nps.gov/history/ethnography
NPS History and Culture	http://www.nps.gov/history/
NPS History and Culture Publications	http://www.nps.gov/history/publications.htm
NPS Thematic Framework (1994)	http://www.nps.gov/history/history/categrs/index.htm
Park Collections Management Reports	http://www.inside.nps.gov/cmr
Park History	http://www.nps.gov/history/history/index.htm
Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation	http://www.nps.gov/history/local-law/arch_stnds_0.htm
Secretary of the Interior's Standards and Guidelines for Federal Agency Historic Preservation Programs Pursuant to the National Historic Preservation Act (NHPA sec. 10 guidelines)	http://www.nps.gov/history/hps/fapa_110.htm
Secretary of the Interior's Standards and Guidelines for the Treatment of Historic Properties (Preservation, Rehabilitation, Restoration, Reconstruction)	http://www.nps.gov/history/hps/tps/standards_guidelines.htm
Secretary's Standards for Rehabilitation (interactive web class)	http://www.nps.gov/history/hps/tps/e-rehab/index.htm
Strategies for Protecting Archeological Sites on Private Lands	http://www.nps.gov/history/hps/pad/strategies/index.htm
Natural Resources	
Biodiversity Service Center	http://www.nature.nps.gov/biology/biologicalinventories/

Website Name / Topic	URL Internet Address
Biological assessments	http://www.fws.gov/Endangered/consultations/sec7_faq.html
Climate Friendly Parks	http://www.nps.gov/climatefriendlyparks/index.html
InsideNatural Resources — NP Toolbox (intranet)	http://www1.nrintra.nps.gov/nrtoolbox/index.cfm
Nature Net — The National Park Services natural resource website	http://www.nature.nps.gov/
NPS Natural Resources (intranet)	http://www1.nrintra.nps.gov/
NPS Nature & Science	http://www.nature.nps.gov/
NPS Nature & Science Inventory & Monitoring	http://science.nature.nps.gov/im/networks.cfm
Maps and GIS	
Cultural Resource GIS Facility	www.cr.nps.gov/hdp/crgis/index.htm
Geographic Resource Information Management Interactive — Maps	http://imgis.nps.gov/interactive_maps.html
Intermountain Parks Interactive Maps	http://imgis.nps.gov/intermountain_parks.html
Inventory and Monitoring Program — Intranet Home Page	http://www1.nrintra.nps.gov/im/
National Park Service Geographic Information Systems GIS	http://www.nps.gov/gis
NPS Data Store	http://science.nature.nps.gov/nrdata/index.cfm
NPS Digital Image Index	http://photo.itc.nps.gov/storage/images/
NPS GIS Metadata and Data Store	http://science.nature.nps.gov/nrdata/index.cfm
NPS Graphic Identity Program	http://www.nps.gov/hfc/products/identity.htm
Park Maps	http://maps.nps.gov
General NPS Sites	
Business with Us — Editing Standards	http://www.nps.gov/dsc/c_business/c_2_editing.htm
Commercial Services (intranet)	http://inside.nps.gov/waso/waso.cfm?lv=2&prg=40 http://concessions.nps.gov
Commercial Services Program	http://concessions.nps.gov
DSC Workflows	http://workflow.den.nps.gov/staging/1_Home/home.htm
DSC Workflows (intranet)	http://workflow2.den.nps.gov/index.htm
Environmental Quality Division (intranet)	http://www1.nrintra.nps.gov/eqd/
Facility Management Program Asset Management (intranet)	http://inside.nps.gov/waso/waso.cfm?lv=4&prg=190
Harpers Ferry Center — Media Products & Interpretation	http://www.nps.gov/hfc/
Inside Intermountain Region (intranet)	http://inside.nps.gov/regions/region.cfm?rgn=IMR&lv=1
LandsNet — Land Acquisition Information for Parks (intranet)	http://landsnet.nps.gov/
National Parks: Index 2005–2007 A complete listing of national park system areas and related areas	http://www.cr.nps.gov/history/online_books/nps/index2005_07.pdf
National Trails System	http://www.nps.gov/nts/index.htm
Net Gateway to the Midwest Region (intranet)	http://midwest.nps.gov/
NPS — Denver Service Center	http://www.nps.gov/dsc/
NPS Digest — NPS Gateway for Partners and Friends	http://www.nps.gov/applications/digest/
NPS General Public Website	http://www.nps.gov/
NPS Intermountain Region's Essential Tools for Interpretation	http://im.den.nps.gov/den_interptools.cfm
NPS Overview-	http://www.nps.gov/pub_aff/refdesk/NPS_Overview.pdf
NPS Public Use Statistics	http://www2.nature.nps.gov/stats/
NPS Sustainability News Home	http://www.nature.nps.gov/sustainabilitynews/index.htm
NPS Technical Information Center (DSC)	http://etic.nps.gov
NPS Wilderness	http://wilderness.nps.gov/
Search DSC eTIC (intranet)	http://etic.nps.gov
Wild and Scenic Rivers	http://www.nps.gov/rivers/
NEPA and Federal Register	
Federal Register Status Sheet (status of notices in	http://www.nps.gov/policy/DOrders/FRStatuschart.pdf

Website Name / Topic	URL Internet Address
WASO)	
Intermountain Region Instructions for Processing Federal Register NOAs for draft and final EISs (8/06) (intranet)	http://inside.nps.gov/regions/custommenu.cfm?lv=3&rgn=1025&id=5684
Planning and Policy	
Civic Engagement National Park Service	http://www.nps.gov/civic/
Facility Planning Model, Construction Program Management Division (intranet)	http://construction.den.nps.gov/prplanning.cfm
Impairment	http://www.nps.gov/protect/index.htm
Intermountain Region Planning and Environmental Quality Tools (intranet)	http://inside.nps.gov/regions/orglist.cfm?lv=2&rgn=274
NPS Park Planning Guidance (intranet)	http://inside.nps.gov/waso/custommenu.cfm?lv=2&prg=50&id=3317
NPS Planner's Chat (intranet)	http://inside.nps.gov/waso/custommenu.cfm?lv=2&prg=50&id=4690
NPS Policy Place (Reference Desk)	http://www.nps.gov/refdesk/policies.html OR http://www.nps.gov/refdesk/
NPS User Capacity Home	http://usercapacity.nps.gov/

TABLE L.23: NON-NPS WEBSITES OF INTEREST

Website Name / Topic	URL Internet Address
Cultural Resources	
Advisory Council on Historic Preservation (includes NHPA sec. 106 regulations and guidance)	http://www.achp.gov
Cultural Resource Network	http://www.eculturalresources.com
DOI Responsibilities for Indian Trust Resources	http://elips.doi.gov/elips/release/3049.htm
DOI Responsibilities for Protecting/Accommodating Access to Indian Sacred Sites	http://elips.doi.gov/elips/release/3214.htm
The Preservation Learning Portal	http://www.historicpreservation.gov
Library of Congress, American Folklife Center	http://www.loc.gov/folklife/
NARA — U.S. National Archives and Records Administration	http://www.archives.gov/
National Council for the Traditional Arts	http://www.ncta.net
Native American consultation and section 106 of the NHPA (intranet)	http://www.achp.gov/regs-tribes.html
State Historic Preservation Officers directory	http://www.ncshpo.org
Natural Resources	
Biodiversity Data (Global Biodiversity Information Facility)	http://www.europe.gbif.net/portal/index.jsp
Earth Explorer	http://edcsns17.cr.usgs.gov/EarthExplorer/
Effects of Recreation on Wildlife	http://nris.state.mt.us/apps/wildlifebib/wildlifebib.htm
eNature.com	http://www.enature.com/home/
National Biological Information Infrastructure	http://www.nbii.gov/index.html
Natural Resource Conservation Service (directory of state offices)	http:www.nrcs.usda.gov/about/organization/regions.html
Nature Guides	http://www.enature.com/parks/natureguides.asp
NatureServe Explorer (An Online Encyclopedia of Life, Office of Environmental Policy and Compliance)	http://www.natureserve.org/explorer/index.htm
Plants National Database	http://plants.usda.gov/
U.S. Fish and Wildlife Service	www.fws.gov
U.S. Fish & Wildlife Service, Endangered Species Program	http://www.fws.gov/endangered/
U.S. Geological Survey Biological Resources Division	http://biology.usgs.gov

Website Name / Topic	URL Internet Address
U.S. Geological Survey Geologic Hazards Program	http://geohazards.cr.usgs.gov/
World Wildlife Finder (World Wildlife Fund)	http://worldwildlife.org/wildfinder/
General References	
Arthur Carhart National Wilderness Training Center	http://carhart.wilderness.net/
The EnviroLink Network (provides access to thousands of online environmental resources)	http://www.envirolink.org/
Environmental Glossary, Abbreviations and Acronyms (US EPA)	http://www.epa.gov/OCEPAterms/aterms.html
Environmental Organization Web Directory	http://www.webdirectory.com/
EPA - Window to My Environment	http://www.epa.gov/enviro/wme/
EPA Where you Live	http://www.epa.gov/epahome/whereyoulive.htm
FEMA MSC Store - Welcome (floodplain maps)	http://msc.fema.gov/webapp/wcs/stores/servlet/FemaWelcomeView?storeId=10001&catalogId=10001&langId=-1
FirstGov.gov The U.S. Government's Official Web Portal	http://www.firstgov.gov/
Google U.S. Government Search	http://www.google.com/ig/usgov
The Library of Congress	http://thomas.loc.gov/
Natural Resource Laws (intranet)	http://www.fws.gov/laws/lawsdigest/reslaws.html
Public Participation Training (DOI-Media Mosaic Library)	http://www.vodium.com/MediapodLibrary/index.asp?library=doi_publicpart&SessionArgs=0A1U00000000100000111
State Census Data Centers	http://www.census.gov/sdc
U.S. Census Bureau	http://www.census.gov
U.S. Department of the Interior Library	http://heinonline.org/HOL/Welcome
Wild and Scenic Rivers	http://www.rivers.gov
Wilderness	http://www.wilderness.net/
Maps and GIS	
Federal Emergency Management Agency (FEMA) Floodplain Hazard Maps	http://www.fema.gov/plan/prevent/fhm/fq_main.shtm http://store.msc.fema.gov
Google Earth (NOTE: A download from Google is needed to use this site)	http://earth.google.com/
U.S. Fish arid Wildlife Service GIS	http://www.fws.gov/data/
U.S. Fish and Wildlife Service National Wetlands Inventory Homepage	http://www.fws.gov/nwi/
U.S. Geography (National Map Viewer)	http://nationalmap.gov/nmjump.html
NEPA and Federal Register	
2006 Federal Register Contents	http://www.access.gpo.gov/su_docs/fedreg/frcont06.html
CEQ Regulations For Implementing NEPA	http://ceq.eh.doe.gov/NEPA/regs/ceq/toc_ceq.htm
CEQ NEPA Guidance	http://ceq.eh.doe.gov/nepa/regs/guidance.html
The Code of Federal Regulations	http://www.gpoaccess.gov/cfr/index.html
Council on Environmental Quality	http://www.whitehouse.gov/ceq/
DOI Office of Environmental Policy & Compliance (OEPC)	http://www.doi.gov/oepc/index.html
EPA Federal Register Environmental Documents	http://www.epa.gov/fedrgstr/
EPA Federal Register FR Years	http://www.epa.gov/fedrgstr/EPA-IMPACT/
Federal Register Main Page	http://www.gpoaccess.gov/fr/index.html
NEPANet	http://ceq.eh.doe.gov/nepa/nepanet.htm
Office of Environmental Policy and Compliance (DOI)	http://www.doi.gov/oepc/nrm.html

Commercial scientific bibliographic search services, such as NISC Wildlife Worldwide and NISC Agriculture & Forestry, are available free of charge to NPS employees.

APPENDIX M: ANNOTATED LIST OF APPLICABLE LAWS, EXECUTIVE ORDERS, AND POLICIES

The federal laws, executive orders, and policies and procedures applicable to the national park system are listed below, and their guidance is summarized in that order in this appendix.

Direct links to the Internet for most of the laws and executive orders listed in this appendix are not provided. However, several search engines and web pages are available to find the text of the statutes and executive orders on the Internet. Planners can find most of the laws in this appendix using the tools listed below. But keep in mind these links change over time and may not all be current.

- In NPS.gov, many of the laws are listed on this web page: <http://home.nps.gov/applications/npspolicy/getlaws.cfm>. Clicking on an individual law takes one to the Cornell University Law Library, and the U.S. Code.
- The NPS Legislative and Congressional Affairs web page has links to all NPS related laws from 1933 to the present. (However, it can take a very long time to download the information, which is grouped into various years.)
- All federal laws and their various amendments can be found within the U.S. Code. For NPS laws, go to Title 16 (Conservation). The link to this title is <http://frwebgate.access.gpo.gov/cgi-bin/usc.cgi?ACTION=BROWSE&TITLE=16USCC1>. Then find the appropriate section from the U.S. Code citation. Other useful titles include Title 5 (Government Organization and Employees), Title 42 (Public Health and Welfare), Title 43 (Public Lands), and Title 46 (Transportation). To browse all of the U.S. Code titles, go to <http://www.gpoaccess.gov/uscode/browse.html>.
- For laws on cultural and historic resources, the NPS Cultural Resource Program has a web page with links to the laws. The web page is: http://www.nps.gov/history/laws.htm. The NPS Archeology Program also has descriptions of laws pertaining to this subject. Go to http://www.nps.gov/archeology/tools/Laws/arpa.htm
- Laws and executive orders on natural resources can be found at: <http://www.nature.nps.gov/RefDesk/index.cfm>. Another useful site is: <http://www.nature.nps.gov/lawsregulations/index.cfm>.
- Laws regarding access (disabilities) can be found at: http://www.access-board.gov/about/laws/index.htm.
- Laws and regulations on commercial services and concessions in parks can be found on < http://www.concessions.nps.gov/policy2.cfm> and <http://inside.nps.gov/waso/custommenu.cfm?lv=2&prg=40&id=3044. (*NPS intranet site*)
- All NPS employees have access to the Department of Interior library. The link is http://library.doi.gov/. Click on "*Electronic Resources*." From there one can access the U.S. Congressional Serial Set database, the Hein Online database (which includes the U.S. Statutes at Large library, the U.S. Congressional Documents library), the LexisNexis Congressional Hearings Digital Collection and the Congressional Research Digital Collection.

- The Library of Congress Thomas web page provides information on current legislation. Full text for all bills and laws passed from the 101st Congress (1989) to date is available. The web page is http://thomas.loc.gov/.
- Presidential executive orders can be found on http://www.archives.gov/federal-register/executive-orders/index.html.

TABLE M.1: FEDERAL LAWS APPLICABLE TO THE NATIONAL PARK SYSTEM

Federal Laws	
Abandoned Shipwreck Act of 1987	Endangered Species Act of 1973
Act amending the act of October 2, 1968 (commonly called the Redwoods Act)	Estuary Protection Act
Administrative Dispute Resolution Act	Farmland Protection Policy Act
Administrative Procedures Act	Federal Advisory Committee Act
Airport and Airway Development Act of 1970	Federal Aviation Act of 1958
Airports In or Near National Parks Act	Federal Cave Resources Protection Act of 1988
Alaska National Interest Lands Conservation Act of 1980	Federal Coal Leasing Amendments Act of 1976
Alternative Dispute Resolution Act	Federal Insecticide, Fungicide, and Rodenticide Act
American Battlefield Protection Act of 1996	Federal Land Policy and Management Act
American Folklife Preservation Act of 1976	Federal Power Act of 1920
Americans with Disabilities Act of 1990	Federal Water Power Act
Antiquities Act of 1906	Federal Water Project Recreation Act
Archeological Resources Protection Act of 1979	Flood Disaster Protection Act of 1973
Arizona Desert Wilderness Act (contains NPS boundary study provisions)	Forest and Rangeland Renewable Resources Planning Act of 1974
Bald and Golden Eagles Protection Act	Freedom of Information Act
Clean Air Act	General Authorities Act, October 7, 1976
Coastal Barrier Resources Act	General Mining Act of 1872
Coastal Zone Management Act of 1972	Geothermal Steam Act Amendments
Comprehensive Environmental Response Compensation and Liability Act (commonly referred to as CERCLA or the Superfund Act)	Geothermal Steam Act of 1970
Department of Transportation Act of 1966	Grand Canyon National Park Enlargement Act
Disposal of Materials on Public Lands (Material Act of 1947)	Historic Sites Act of 1935
Emergency Planning and Community Right-to-Know Act of 1986	Intergovernmental Cooperation Act of 1968
Emergency Planning and Community Right-to-Know Act of 1986	Lacey Act of 1900
	Land and Water Conservation Fund Act of 1965
	Magnuson-Stevens Fishery Conservation and Management Act
	Management of Museum Properties Act of 1955
	Marine Mammal Protection Act of 1972

Federal Laws (cont.)	
Mineral Leasing Act for Acquired Lands	Payment in Lieu of Taxes Act
Mineral Leasing Act of 1920 (commonly referred to as Mineral Leasing Act or Mineral Lands Leasing Act)	Public Buildings Cooperative Use Act of 1976
Mining in the Parks Act	Rehabilitation Act of 1973
National Environmental Policy Act of 1969	Reorganization Act of March 3, 1933
National Flood Insurance Act of 1968	Reservoir Salvage Act of 1960
National Historic Preservation Act	Resource Conservation and Recovery Act of 1976

Federal Laws (cont.)	
National Park Service Concession Management Improvement Act of 1998	Revised Statute 2477, Right-of-Way across Public Lands
National Park Service Omnibus Management Act of 1998	Rivers and Harbors Appropriation Act of 1899
National Park System Concessions Policy Act	Safe Drinking Water Act
National Park System General Authorities Act (Act to Improve the Administration of the National Park System), August 18, 1970	Soil and Water Resources Conservation Act of 1977
National Park System New Areas Studies Act	Surface Mining Control and Reclamation Act of 1977
National Parks Air Tour Management Act of 2000	Surface Resources Use Act of 1955
National Parks and Recreation Act, November 10, 1978	Surface Transportation Assistance Act of 1982
National Parks Overflights Act of 1987	Tax Reform Act of 1976
National Trails System Act	Toxic Substances Control Act
National Trust Act of 1949	Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970
National Wildlife Refuge System Administration Act of 1966	Urban Park and Recreation Recovery Act of 1978
Native American Grave Protection and Repatriation Act	Water Resources Planning Act of 1965
Negotiated Rulemaking Act of 1990	Watershed Protection and Flood Prevention Act
Noise Control Act of 1972	Wild and Scenic Rivers Act
NPS Organic Act	Wilderness Act
Outdoor Recreation Coordination Act of 1963	Wildfire Disaster Recovery Act of 1989

TABLE M.2: EXECUTIVE ORDERS APPLICABLE TO THE NATIONAL PARK SYSTEM

Executive Orders	
Executive Order 11514: Protection and Enhancement of Environmental Quality	Executive Order 13006: Locating Federal Facilities on Historic Properties in our Nation's Central Cities
Executive Order 11593: Protection and Enhancement of the Cultural Environment	Executive Order 13007: Indian Sacred Sites
Executive Order 11644	Executive Order 13089: Coral Reef Protection
Executive Order 11987: Exotic Organisms, 42 FR 26949, Revoked by Executive Order 13112	Executive Order 13112: Invasive Species.
Executive Order 11988: Floodplain Management	Executive Order 13158: Marine Protected Areas
Executive Order 11990: Protection of Wetlands	Executive Order 13175: Consultation and Coordination with Indian Tribal Governments
Executive Order 12003: Energy Policy and Conservation	Executive Order 13186: Responsibilities of Federal Agencies to Protect Migratory Birds
Executive Order 12088: Federal Compliance with Pollution Control Standards	Executive Order 13352: Facilitation of Cooperative Conservation
Executive Order 12372: Intergovernmental Review of Federal Programs	Executive Orders 11989 (42 FR 26959) and 11644 (37 FR 2877): Offroad Vehicles on Public Lands
Executive Order 12898: General Actions to Address Environmental Justice in Minority Populations and Low-Income Populations	

TABLE M.3: POLICIES AND PROCEDURES APPLICABLE TO THE NATIONAL PARK SYSTEM

Policies and Procedures	
Analysis of Impacts on Prime or Unique Agricultural Lands in Implementing the National Environmental Policy Act	Policies on Construction of Family Housing for Government Personnel
Historic Preservation Certifications Pursuant to the Tax Reform Act of 1976, the Revenue Act of 1978, the Tax Treatment Extension Act of 1980, and the Economic Recovery Tax Act of 1981	Procedures for Interagency Consultation to Avoid or Mitigate Adverse Effects on Rivers in the Nationwide Inventory

M.1 FEDERAL LAWS

Abandoned Shipwreck Act of 1987, PL 100-298, 102 Stat. 432, 43 USC 2101 et seq.

Asserts U.S. title to three categories of abandoned shipwrecks: those embedded in a state's submerged lands; those embedded in coralline formations protected by a state on its submerged lands; and those located on a state's lands that are included or determined eligible for inclusion on the National Register of Historic Places. The law then transfers title for a majority of those shipwrecks to the respective states, and provides that states develop policies for managing the wrecks so as to protect natural resources, permit reasonable public access, and allow for recovery of shipwrecks consistent with the protection of historical values and the environmental integrity of wrecks and sites.

Act Amending the Act of October 2, 1968 (commonly called the Redwoods Act), March 27, 1978, PL 95-250, 92 Stat. 163, 16 USC 1a-1, 79a-q

Amends the 1968 Redwood NP enabling legislation, and also provides additional guidance on national park system management. Congress further reaffirms, declares, and directs that the promotion and regulation of the various areas of the National Park System shall be consistent with and founded in the purpose established by the first section of the Act of August 25, 1916, to the common benefit of all the people of the United States. The authorization of activities shall be construed and the protection, management, and administration of these areas shall be conducted in light of the high public value and integrity of the National Park System and shall not be exercised in derogation of the values and purposes for which these various areas have been established, except as may have been or shall be directly and specifically provided by Congress.

Administrative Procedures Act, 5 USC 551-59, 701-706

Standardizes and categorizes agency action between rulemakings, both formal and informal, and adjudications. Requires that the public be given notice of federal agency actions, along with an opportunity for comment, and [provides for trial- like proceedings during formal rulemakings]. Institutionalizes an appeals process, and provides for judicial review of agency actions to determine whether or not they are "in accordance with law" or are "arbitrary and capricious."

http://www.archives.gov/federal-register/laws/administrative-procedure/

Airports in or near National Parks Act, 64 Stat. 27, 16 USC 7a-e

Allows the Secretary of the Interior to plan, acquire, establish, construct, enlarge, or improve airports in or close to national park system units if necessary to the proper performance of DOI functions. Requires all airports to be operated as public airports.

Alaska National Interest Lands Conservation Act of 1980, PL 96-487, 94 Stat. 2371, 16 USC 3101 et seq.

Added to or expanded existing units of the five national conservation systems in the Alaska national park system, national wildlife refuge system, national wild and scenic rivers system, national wilderness preservation system, and national forest system. Established 5 national

parks; expanded 3 existing parks (2 of which were monuments); established 2 national monuments and 10 national preserves (the latter are to be administered as parks except that sport hunting and trapping are authorized in them); and placed 13 wild and scenic rivers under NPS administration. More than doubled the size of the national park system by adding over 50 million acres. Also provides for specific exceptions to general NPS legal authorities for parks in Alaska, including special provisions related to subsistence and rights- of- way.

American Battlefield Protection Act of 1996, PL 104-333, 16 USC 469k

Requires the Secretary of the Interior, through the American Battlefield Protection Program and the existing national historic preservation program, to provide assistance to citizens, public and private institutions, and federal, tribal, state and local governments, for the identification, research, evaluation, interpretation, and protection of historic battlefields and associated sites.

http://www.cr.nps.gov/linklaws

American Indian Religious Freedom Act, PL 95-341, 92 Stat. 469, 42 USC 1996, 1996a; 43 CFR 7.7

Declares federal policy to protect/preserve the inherent and constitutional right of the American Indian/Eskimo/Aleut/Native Hawaiian people to believe/express/ exercise their traditional religions and calls for a now- completed evaluation of federal procedures/programmatic objectives/policies. Imposes no specific procedural duties on federal agencies. Provides that religious concerns should be accommodated or addressed under NEPA or other appropriate statutes.

Americans with Disabilities Act of 1990, PL 101-336, 104 Stat. 327, 42 USC 12101 et seq.

States that all new construction and programs will be accessible. Planning and design guidance for accessibility is provided in the Architectural and Transportation Barriers Compliance Board (36 CFR Part 1191). Additionally, NPS Special Directive 83- 3 states that accessibility will be proportional to the degree of development, i.e., areas of intense development (visitor centers, museums, drive in campgrounds, etc.) will be entirely accessible and areas of lesser development, (backcountry trails and walk- in campgrounds) may have fewer accessibility features.

Antiquities Act of 1906, PL 59-209, 34 Stat. 225, 16 USC 431-433; 43 CFR 3

As the Archeological Resources Protection Act's forerunner, the Antiquities Act constituted the first general act providing protection for archeological resources. It protects all historic and prehistoric ruins or monuments on federal lands and prohibits their excavation, destruction, injury or appropriation without the departmental secretary's permission. It also authorizes the President of the United States to proclaim as national monuments public lands having historic landmarks, historic and prehistoric structures, and other objects of historic or of scientific interest. The Antiquities Act also authorizes the President to reserve federal lands, to accept private lands, and to accept relinquishment of unperfected claims for that purpose.

The act authorizes the departmental secretary to issue permits to qualified institutions to examine ruins, excavate archeological sites, and gather objects of antiquity. Regulations at 43 CFR Part 3 establish procedures for permitting the excavation or collection of prehistoric and historic objects on federal lands. Superseded by the Archeological Resources Protection Act (1979) as an alternative federal tool for prosecution of antiquities violations in national park system areas. Permits under the Archeological Resources Protection Act replace Antiquities Act permits.

http://www.access.gpo.gov/nara/cfr/waisidx_03/43cfr3_03.html

Archeological and Historic Preservation Act of 1974, PL 93-291, 88 Stat. 174, 16 USC 469 et seq.

Amends and updates the Reservoir Salvage Act of 1960 to broaden legislation beyond dam construction. Provides for the preservation of significant scientific, prehistoric, historic, or archeological data (including relics and specimens) that might be lost or destroyed as a result of (1) the construction of dams, reservoirs, and attendant facilities, or (2) any alteration of the terrain caused as a result of any federal construction project or federally licensed project, activity, or program. Provides for the recovery of data from areas to be affected by federal actions.

Archeological Resources Protection Act of 1979, PL 96-95, 93 Stat. 721, 16 USC 470 aa et seq.; 43 CFR 7, subparts A and B, 36 CFR 79

Secures the protection of archeological resources on public or Indian lands and fosters increased cooperation and exchange of information between the private/governmental/ professional community in order to facilitate the enjoyment and education of present and future generations. Regulates excavation and collection on public and Indian lands. Defines archeological resources to be any material remains of past human life or activities that are of archeological interest and are at least 100 years old. Requires notification of Indian tribes who may consider a site of religious or cultural importance prior to issuing permit. Amended in 1988 to require the development of plans for surveying public lands for archeological resources and systems for reporting incidents of suspected violations.

http://www.access.gpo.gov/nara/cfr/waisidx_03/43cfr7_03.html

http://www.access.gpo.gov/nara/cfr/waisidx_04/36cfr79_04.html

Architectural Barriers Act of 1968, PL 90-480, 82 Stat. 718, 42 USC 4151 et seq.

Makes buildings or facilities constructed, altered, leased, or financed by the federal government or a federal grant since August 12, 1968, subject to the statute. Establishes standards for design/construction or alteration of buildings to ensure that physically handicapped persons have ready access to and use of such buildings. Excludes historic structures from the standards until they are altered.

Arizona Desert Wilderness Act (contains NPS boundary study provisions), PL 101-628, 104 Stat. 4495, 16 USC 1a-5, 460ddd, 460fff, and many more

Expands San Antonio Mission NHP; establishes Amistad and Lake Meredith as national park system units; authorizes Underground Railroad Study of Alternatives; includes Civil War

Sites Study Act; revises NPS Advisory Board by increasing from 12 to 16 members and expanding disciplines, requires recommendations on the designation of national natural and historic landmarks; establishes an NPS Advisory Council to provide advice to Advisory Board; requires the National Park Service to prepare a boundary report; requires the development of boundary adjustment criteria; requires consultation with state and local governments, affected landowners, and private national, regional, and local organizations; requires cost estimates and priorities by area and by the National Park Service for boundary adjustments.

Clean Air Act, as amended, Act of July 14, 1955, 69 Stat. 322; 42 USC 7401 et seq.

Addresses both moving and stationary sources of air pollution, as well as acid deposition, stratospheric ozone, and noise. Seeks to prevent and control air pollution; to initiate and accelerate research and development; and to provide technical and financial assistance to state and local governments in connection with the development and execution of air pollution programs. Establishes requirements for areas failing to attain national ambient air quality standards. Provides for the prevention of significant deterioration of areas where air is cleaner than the national standards.

Establishes a conformity program to ensure that federal actions do not interfere with the state implementation plan for the attainment and maintenance of national ambient air quality standards (sec. 176 (c)). *Transportation conformity regulations* (applicable to highways and mass transit) establish the criteria and procedures for determining that transportation plans, programs, and projects that are federally funded (23 USC or the Federal Transit Act) conform with the state implementation plan (58 FR 62188). *General conformity regulations* (applicable to everything aside from what is covered in transportation conformity) ensure that other federal actions also conform to the state implementation plan (58 FR 63214).

http://epw.senate.gov/envlaws/cleanair.pdf

Coastal Barrier Resources Act, PL 97-348, 96 Stat. 1653, 16 USC 3501 et seq.

Establishes a coastal barrier resources system that identifies and maps certain essentially undeveloped coastal barrier features (islands, spits, etc.) and their associated aquatic habitats along the Atlantic and Gulf of Mexico coastlines. The act restricts certain federal actions (construction of bridges, roads, docks, shoreline stabilization features, etc.) or federal assistance for such actions in national park system areas. The act was amended by the Great Lake Coastal Barriers Act of 1988 to include coastal barriers in the shore areas of the Great Lakes.

Coastal Zone Management Act of 1972, as amended, PL 92-583, 86 Stat. 1280, 16 USC 1451 et seq.

States that the national policy is to "preserve, protect, develop, and where possible, to restore or enhance the resources of the nation's coastal zones" (including those bordering the Great Lakes) and to encourage and assist the states (through 1977) in developing management plans for the nonfederal lands and waters of their coastal zones. Requires federal actions to conform to approved state coastal zone management plans to the maximum extent possible. Stipulates that applicants for federal licenses and permits certify that their activities are consistent with management programs of directly affected states.

Department of Transportation Act of 1966 (PL 89-670, 80 Stat. 931, as amended and recodified in 49 USC 303, 4(f))

Restricts the use of park lands for federally supported highways and other projects requiring DOT approval. Section 4(f) mandates that no project that requires use of land from a public park, a recreation area, or a wildlife or waterfowl refuge of national, state, or local significance be approved unless there is no feasible or prudent alternative and that all possible planning be done to minimize the harm to such an area.

Disposal of Materials on Public Lands (Material Act of 1947), PL Chapter 406, 61 Stat. 681, 30 USC 601-604

Prohibits the sale of "salable" or "common variety" minerals in national park system units (petrified wood, sand, stone, gravel, pumice, pumicite, cinders, limestone, and clay). However, the Secretary may sell for limited purposes sand, gravel, and rock to the residents of the Stehekin community in Lake Chelan NRA (16 USC 90c- 1(b)).

Endangered Species Act of 1973, as amended, PL 93-205, 87 Stat. 884, 16 USC 1531 et seq.

Requires federal agencies to ensure that any action authorized, funded, or carried out does not jeopardize the continued existence of any endangered or threatened species or result in the destruction or adverse modifications of critical habitat. Section 7 requires all federal agencies to consult with the Department of the Interior and to insure that any action authorized, funded or carried out by such agencies is not likely to jeopardize the continued existence or destruction or adverse modification of critical habitat of such species.

Estuary Protection Act, PL 90-454, 82 Stat. 625, 16 USC 1221 et seq.

Provides a means for evaluating the nation's estuaries to maintain a reasonable balance between the need to protect their natural beauty and to develop them for further growth of our nation.

Farmland Protection Policy Act, PL 97-98, 7 USC 4201 et seq.; 7 CFR 658

Requires federal agencies to assess the effects of their actions on prime or unique farmland and land of statewide or local importance classified by the U.S. Department of Agriculture's Natural Resources Conservation Service. Does not authorize the federal government to regulate the use of private or nonfederal land or in any way to affect the property rights of owners. Projects are subject to act requirements if they may irreversibly convert farmland (directly or indirectly) to nonagricultural use and are completed by a federal agency or with assistance from a federal agency. Requirements apply not only to cropland, but also to forestland, pastureland, or other land, but not water or urban built- up land. *Prime farmland* is land that has the physical and chemical characteristics for producing food, feed, fiber, forage, oilseed, and other agricultural crops. Prime farmland includes land that possesses the above characteristics but is being used currently to produce livestock and timber. *Unique farmland* is land other than prime farmland that is used for production of specific high- value food and fiber crops, such as citrus, tree nuts, olives, cranberries, fruits, and vegetables. Farmland that is of statewide or local importance for the production of food feed, fiber, forage, or oilseed crops, as determined by the appropriate state or unit of local government

agency or agencies, and that the Secretary of Agriculture determines should be considered as farmland for the purposes of this subtitle.

http://www.nrcs.usda.gov/programs/fppa/index.html

Federal Advisory Committee Act, PL 92-463, 5 USC App. 1, et seq.

Seeks to ensure that all groups have equal access to federal decision making, where such decisions are made using public input. Controls the growth and operation of the "numerous committees, boards, commissions, councils, and similar groups which have been established to advise officers and agencies in the executive branch of the Federal Government." Does not apply to a meeting of nongovernmental employees if the intent of the group meeting is to obtain information or viewpoints from individual attendees, and not to solicit advice, opinions or recommendations from the group acting in a collective mode. May be triggered if the function/mission of the group changes over time such that the agency begins to use the group as a source of consensus advice or recommendations. (The more static the group composition, i.e., the same attendees at each meeting, the more likely FACA will be applicable.)

Questions to ask when determining whether FACA applies to a particular undertaking or contemplated action: (1) What is the composition of the group? (2) Can the assemblage of parties be fairly characterized as a "group"? (3) Who formed the group? Depending on this answer, another important issue may arise, and that is whether the group, if not "established" by the agency, is "utilized" by the agency and thus within the purview of FACA. (4) What is the function of the group? or Why was the group convened? This final question applies to both "established" and "utilized" groups. Thus, even if the convened parties constitute a "group," that is either "established" or "utilized" by the agency, FACA's applicability will still depend on the purpose for which the group was assembled.

Federal Aviation Act of 1958, PL 85-726, 72 Stat. 744, 49 USC 106

Authorizes and mandates the Federal Aviation Administration to prescribe rules and regulations governing the flight of aircraft, including rules as to the safe altitude of flight, as well as the protection to the public health and welfare from aircraft noise and sonic boom.

Federal Cave Resources Protection Act of 1988, PL 100-691, 102 Stat. 4546, 16 USC 4301 et seq.

Requires the identification and preservation of significant caves on federal land and fosters increased cooperation and information exchange between government agencies and others on the use of these caves for scientific, educational, and recreational purposes.

Federal Coal Leasing Amendments Act of 1976, PL 94-377, 90 Stat. 1083, 30 USC 201

Prohibits coal leasing in national park system units. Also requires inclusion of various environmental protection measures in coal leases issued under the Mineral Leasing Acts of 1920 and 1947 in order to help reduce the adverse impacts generated from coal development adjacent to parks.

Federal Land Policy and Management Act, PL 94-579, 90 Stat. 199, 43 USC 1701 et seq.

Provides for grazing on public lands and the issuance or renewal of rights- of- way. Establishes that the principles of multiple use management and sustained yields be used in the management of public lands. Requires the preparation and maintenance of inventories of all public lands and their resources and other values; requires the development and maintenance of land use plans for the use of public lands; provides for the sale, exchange, or purchase of lands. Provides for personnel in the Bureau of Land Management. Also contains a land exchange authority under which the Secretary of the Interior may exchange federal lands or interests in lands outside national park system units for nonfederal lands or interests in lands within national park system units.

Federal Water Pollution Control Act (commonly referred to as Clean Water Act), PL 92-500, 33 USC 1251 et seq., as amended by the Clean Water Act, PL 95-217

Furthers the objectives of restoring and maintaining the chemical, physical, and biological integrity of the nation's waters and of eliminating the discharge of pollutants into navigable waters by 1985. Establishes effluent limitation for new and existing industrial discharge into U.S. waters. Authorizes states to substitute their own water quality management plans developed under section 208 of the act for federal controls. Provides an enforcement procedure for water pollution abatement. Requires conformance to permit required under section 404 for actions that may result in discharge of dredged or fill material into a tributary to, wetland, or associated water source for a navigable river.

http://www.epa.gov/lawsregs/laws/index.html#cwa

Federal Water Power Act, PL Chapter 285, 41 Stat. 1063, 16 USC 823a, as amended, 16 USC 797

Prescribes that what is now the Federal Energy Regulatory Commission cannot authorize, permit, lease, or license any facilities for the development, storage, and transmission of water and/or power within a national park without specific authority from Congress. Exceptions are where a park's enabling legislation or other statute specifically

Fish and Wildlife Coordination Act, as amended, PL 85-624, 72 Stat. 563, 16 USC 661 et seq.

Applies to major federal water resources development plans (impounding, diverting, deepening the channel, or otherwise controlling or modifying streams or other bodies of water). Requires federal agencies to consult with the Fish and Wildlife Service and parallel state agencies whenever such plans result in alteration of a body of water. Requires that wildlife conservation receive equal consideration with other features of water resource development. Triggers coordination with the Fish and Wildlife Service upon application for a 404 permit.

Freedom of Information Act, PL 93-502, 5 USC 552 et seq.

Requires the government to make its records available to any person upon written request unless such information is exempt from disclosure.

General Authorities Act, October 7, 1976, PL 94-458, 90 Stat. 1939, 16 USC 1a-1 et seq.

Amends or repeals many provisions from previous acts and provides additional improvement and authorization for the administration of the national park system. Repeals virtually all previous arrest authority, authorizes law enforcement officers, and provides these officers with the authority to carry firearms, make arrests without warrant, execute warrants, and conduct investigations. Also addresses boating and other water regulations, meals and lodging, moving expenses for dependents, and uniform allowance. Amends the Freedom of Information Act in terms of exceptions. Requires the Secretary of the Interior to transmit to Congress a detailed program for the development of facilities, structures, or buildings of each unit of the national park system consistent with general management plans no later than January 15 of each year. Also requires the National Park Service to investigate, study, and monitor areas of national significance. At the beginning of each fiscal year, the Service is required to submit to Congress a list of not less than 12 areas that appear to qualify for inclusion in the national park system. Allows the Secretary of the Interior "to withhold from disclosure to the public, information relating to the location of sites or objects listed on the National Register whenever he determines that the disclosure of specific information would create a risk of destruction or harm to such sites or objects."

General Mining Act of 1872, PL Chapter 152, 17 Stat. 91, 30 USC 22 et seq.

Provides that all public domain lands not withdrawn are open to prospecting and the staking of claims. Allows individuals to file mining claims for federal minerals on federal lands open to mineral entry. Gives claimants a possessory right on unpatented mining claims, which permits them to extract and remove federal minerals from claims but does not give them ownership of the land. Allows full title to the mineral from the federal government, and in most cases, the surface and all resources as well, to be obtained through the patent process. (Most national park system units were closed to mineral entry under this law by their enabling laws or proclamations. The Mining in the Parks Act closed the last six NPS units that were still open to claim location.)

(All NPS units are closed to the location and filing of new mining claims, the selling of federal mineral materials, and the leasing of federal minerals with the exception of four NPS- managed national recreation areas where mineral leasing has been authorized by Congress and permitted under regulation. However, the holders of valid claims and leases that predate the establishment of a unit or exist in one of the four national recreation areas open to federal mineral leasing do possess rights to develop the mineral associated with their claims or leases. Their ability to exercise these rights is dependent on the nature of potential impacts on park resources and values. If the potential impacts are deemed unacceptable, the National Park Service will need to extinguish the pertinent right through purchase, exchange, or donation.)

Geothermal Steam Act of 1970, as amended, PL 91-581, 84 Stat. 1566, 30 USC 1001-1027

Authorizes leasing of lands for exploration, development, and production of geothermal steam (which is broadly defined to include more than simply steam). Amended in 1988 to prevent issue of geothermal leases if there is an adverse effect on national park system units. Also prevents the use of existing or new geothermal sources in Corwin Springs, near Yellowstone, until after the U.S. Geological Survey/National Park Service prepare a study for Congress.

Grand Canyon National Park Enlargement Act, January 1975, PL 93-620 sec. 8, 88 Stat. 2089, 16 USC 221, 228a et seq.

In addition to measures applying specifically to Grand Canyon National Park, recognizes "natural quiet as a value or resource in its own right to be protected from significant adverse effect" (sec. 8). In addition, specifically addresses the potential for helicopter operations to cause a significant adverse effect on natural quiet and experience of a park.

Historic Sites Act of 1935, PL 74-292, 49 Stat. 666, 16 USC 461-467, and 36 CFR 65

Establishes a national policy "to preserve for public use, historic sites, buildings, and objects of national significance for the inspiration and benefit" of the American people. Authorizes the designation of national historic sites and landmarks, authorizes interagency efforts to preserve historic resources, and establishes fines for violations of the Act. Authorizes surveys of historic and archeological sites, buildings, and objects to determine which remain significant, and provides for the restoration, reconstruction, rehabilitation, preservation, and maintenance of historic and prehistoric properties of national significance. Authorizes the Secretary of the Interior, through the National Park Service, to conduct surveys and studies, to collect information, and purchase significant historic properties. Allows the Secretary of the Interior to restore, preserve, maintain, and rehabilitate structures and sites; establish museums; and operate and manage historic sites, and develop educational programs.

Land and Water Conservation Fund Act of 1965, as amended, PL 88-578, 78 Stat. 897, 16 USC 460l-4 to 460l-11

Establishes a conservation fund to assist state and federal agencies in meeting present and future outdoor recreational demands. Funds the federal government in its efforts to provide public recreation and to preserve threatened fish and wildlife. Requires the preparation of state comprehensive outdoor recreation plans. Authorizes fee collection activities. Requires that no property acquired or developed with assistance from the LWCF be converted to other than public outdoor recreation uses without approval of the Secretary of the Interior (sec. 6(f)). Allows the secretary to approve a conversion only upon a finding that it is in accord with the current comprehensive statewide plan and that there will be a fair substitution of other recreation properties. Makes LWCF grants available to states and local governments for the acquisition and preservation of threatened Civil War battlefields. LWCF funds cannot be used to acquire lands within the existing boundaries of a park unit.

Marine Mammal Protection Act of 1972, PL 92-522, 86 Stat. 1027, 16 USC 1361 et seq.

Provides marine mammals with necessary and extensive protection from commercial exploitation, technology, and possible extinction. Exceptions are allowed for specific, approved research and incidental taking in the course of certain commercial fishing operations. Any Indian, Aleut, or Eskimo who resides in Alaska and who dwells on the coast of the North Pacific Ocean or the Arctic Ocean is exempt from the moratorium on taking if such taking is for subsistence purposes or is done for the purposes of creating and selling authentic native articles of handicrafts and clothing, in each case accomplished in a non-wasteful manner.

http://www.nmfs.noaa.gov/pr/pdfs/laws/mmpa.pdf

Mineral Leasing Act for Acquired Lands, PL Chapter 513, 61 Stat. 913, 30 USC 351 et seq.

Authorizes the disposal of leasable minerals (including coal, oil, and gas) from federal lands that were acquired by the United States, i.e. lands that were nonfederally owned prior to U.S. obtaining title. Like the Mineral Leasing Act of 1920, prohibits the leasing of federally owned minerals in national park system units except where specifically authorized by law.

Mineral Leasing Act of 1920 (commonly referred to as Mineral Leasing Act or Mineral Lands Leasing Act), PL Chapter 85, 41 Stat. 437, 30 USC 181 et seq., as amended

Provides authority for disposal of leasable minerals on "public domain" federal lands. Prohibits the leasing of federally owned minerals in national park system units except where specifically authorized by law (Glen Canyon, Lake Mead, Whiskeytown).

Mining in the Parks Act, PL 94-429, 90 Stat. 1342 16 USC 1901 et seq.

Requires all mining claims within national park system boundaries to be recorded with the Secretary of the Interior; any claim not recorded is presumed abandoned and void. Gives the National Park Service specific authority to regulate mining activities associated with valid existing mining claims in order to protect park resources.

National Environmental Policy Act of 1969, PL 91-190, 83 Stat. 852, 42 USC 4321 et seq.; 40 CFR Parts 1500-1508

Mandates that federal agencies assess the environmental effects of a proposed action and engage the public in the analyses of environmental impacts before making decisions affecting the human environment. Requires that federal agencies "utilize a systematic interdisciplinary approach" to ensure the integrated use of resource information in federal decision- making affecting the environment, and that they complete all analyses, public input, and NEPA documentation in time to aid decision- making. Stipulates that initiating or completing environmental analysis after making a decision, whether formally or informally, violates both the spirit and the letter of NEPA.

The Council on Environmental Quality (CEQ) was established to oversee implementation of the act. CEQ NEPA regulations were published in 1978 (40 CFR Parts 1500- 1508) and apply to all federal agencies, requiring each agency to "implement procedures to make the NEPA

process more useful to agency decision- makers and the public" (40 CFR 1500.2). Agencies must review and update their regulations as necessary. In 1981 CEQ also published a guidance document titled "Forty Most Asked Questions Concerning CEQ's NEPA Regulations" (46 FR 18026). *DO #12,* along with *The DO- 12 Handbook* (NPS 2001a, 2001b), is the National Park Service's guidance on implementing NEPA.

The NEPA process constitutes an essential component of conservation planning and resource management through the integration of scientific and technical information into management decisions. In order to be effective, agencies cannot fulfill NEPA compliance by conducting an after- the- fact "compliance" effort. A well- crafted NEPA analysis provides useful information about the environmental pros and cons (i.e. impacts) of a variety of reasonable choices (alternatives), similar to an economic cost- benefit analysis, technical planning, or logistical planning. It remains an essential prelude to the effective management of park resources.

NEPA represents a procedural or process- oriented statute rather than a substantive or substance- oriented statute. Other substantive laws may prevent an agency from taking action or components of an action which have "too great" an impact on a particular resource. Within the NPS, the process of environmental analysis under NEPA provides the needed information to make substantive decisions for the long- term conservation of resources.

NEPA has a broad reach. NEPA is triggered whenever there is a major federal action, regardless of who proposes the action (NPS, private individuals, federal agencies, states, or local governments) or whether the action could impact the human environment. Even though the CEQ regulations give less emphasis to the socioeconomic environment than the physical or natural environment, the NPS considers the socioeconomic environment as an integral part of the human environment. Consequently, NPS will do NEPA analysis even if the impacts remain primarily socioeconomic, including potential impacts on minority and low- income communities (see Executive Order 12948, "Federal Actions to Address Environmental Justice in Minority Populations and Low- Income Populations").

The National Park Service undertakes its environmental analyses in a number of ways. When the NPS considers taking a "major federal action", it prepares an EA to assess the impacts of the proposed operation and to determine if the NPS must prepare an EIS. If, based on the EA's analysis and public comments, the NPS determines that the proposed action would not significantly affect the human environment, the NPS would prepare a FONSI. Conversely, if NPS determines the proposed action would likely cause significant affects on the human environment, then it prepares an EIS. The NPS may prepare an EIS without first preparing an EA if the action will likely cause significant environmental impacts. If the proposal has been previously analyzed in site- specific detail, a "memo to files" may be prepared. Some actions or types of proposals fall under a NEPA "categorical exclusion" (CE). A categorical exclusion is used where the proposal meets specific criteria defined under Department of the Interior regulations and NPS *DO #12,* for activities that do not have the potential for measurable impacts on park resources.

http://www.nepa.gov/nepa/regs/nepa/nepaeqia.htm

National Flood Insurance Act of 1968, PL 90-448, 82 Stat. 572, 42 USC 4001 et seq., as amended

Establishes a national flood insurance program, encouraging state and local governments to institute planning and land use programs to help reduce damage in flood risk areas, and ensuring that federal actions, including licensing and permitting, are coordinated with these efforts. Executive Orders 11988 and 11990 direct the Water Resources Council to prepare guidelines for federal agencies, which it did February 10, 1978. The Department of the Interior issued guidelines in 520 DM on June 20, 1979. The National Park Service published final procedures May 28, 1980 (45 FR 35916), which were amended August 23, 1982 (47 FR 36718). The National Park Service is guided by *DO #77- 2: Floodplain Management* (approved Sept. 8, 2003) and accompanying *Procedural Manual 77- 2* and *DO #77- 1: Wetland Protection* (reissued Oct. 30, 2002) and *Procedural Manual 77- 1*.

National Historic Preservation Act of 1966, as amended, PL 89-665, 80 Stat. 915; 16 USC 470 et seq.; 36 CFR 18, 60 61, 63, 68, 79, 800

Declares a national policy of historic preservation, including the encouragement of preservation on the federal, state, tribal, local, and private levels; authorizes the Secretary of the Interior to expand and maintain a National Register of Historic Places, including properties of state and local as well as national significance; authorizes matching federal grants to the states and the National Trust for Historic Preservation for surveys and planning and for acquiring and developing national register properties; establishes the Advisory Council on Historic Preservation; requires federal agencies to consider the effects of their undertakings on national register listed or eligible properties and to provide the advisory council opportunities to comment (sec. 106). Describes governmentwide federal agency historic preservation responsibilities (sec. 110) giving national historic landmarks extra protection in federal project planning, and permitting federal agencies to lease historic properties and apply the proceeds to any national register properties under their administration. Describes the formal roles in the national historic preservation partnership for local governments (as certified local governments), for states (through state historic preservation officers), and for tribes (i.e., through tribal historic preservation officers). Defines, among other things, federal undertakings, addresses "anticipatory demolition," emphasizes the interests and involvement of Native Americans and Native Hawaiians, and describes when it is appropriate to withhold information about the location of cultural resources.

Section 106 of the Act requires federal agencies to consider the effects of their undertakings on historic properties that are included in or eligible for inclusion in the National Register of Historic Places. The Advisory Council on Historic Preservation has prepared regulations to implement section 106.

Section 110 of the Act outlines the historic preservation responsibilities of federal agencies. These standards and guidelines for federal preservation programs are designed to help federal agencies meet their responsibilities to integrate historic preservation into their ongoing programs, in keeping with the broad section 110 mandate.

Important guidance for implementing major portions of this act is in the *Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation* and *Secretary of*

the Interior's Standards and Guidelines for Federal Agency Historic Preservation Programs Pursuant to the National Historic Preservation Act.

Legislation related to cultural resource management: http://www.cr.nps.gov/linklaws.htm

NHPA: http://www.cr.nps.gov/local-law/FHPL_HistPrsrvt.pdf

36 CFR 800: www.achp.gov/regs-rev04.pdf

Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation, and *Secretary of the Interior's Standards and Guidelines for Federal Agency Historic Preservation Programs Pursuant to the National Historic Preservation Act:* www.nps.gov/history/hps/fapa_110.htm

National Park Service Concession Management Improvement Act of 1998, PL 105-391, 16 USC 5901, 5951 et seq.

Directs the Secretary of the Interior to "utilize concessions contracts to authorize a person, corporation, or other entities to provide accommodations, facilities and services to visitors to units of the National Park System." Requires concessions contracts to be awarded to the entity submitting the best proposal as determined by the Secretary through a competitive selection process. Proposals for the concession contract must be publicly solicited and requires Congressional notification of any proposed contract with anticipated gross receipts exceeding $5 million or a duration of more than ten years.

Prohibits the Secretary from granting a "preferential right of renewal" to a concessionaire unless it falls into an exception. Allows the Secretary, without public solicitation, to award a temporary concessions contract, an extension in order to avoid interruption of services, or a concessions contract in extraordinary circumstances. This act also establishes duration limits and franchise fees, protection of concessionaire investments, requires approval of Secretary for transfer of contracts, and creates the National Park Service Concessions Management Advisory Board This act also repeals the National Park Service Concessions Policy Act.

National Park Service Omnibus Management Act of 1998, PL 105-391, 112 Stat. 3497, 16 USC 5901 et seq., 5991 et seq.

Requires the Secretary of Interior to continually improve the National Park Service's ability to provide management, protection and interpretation of national park system resources. Directs the National Park Service to manage national park system units by employing high-quality science and information; to inventory the system's resources to create baseline information so that future data can be monitored and analyzed to determine trends in the resources' conditions; and to use the results of the scientific studies for park management.

National Park System General Authorities Act (Act to Improve the Administration of the National Park System, August 18, 1970); PL 91-383, 84 Stat. 825, as amended by PL 94-458, PL 95-250, and PL 95-625; 16 USC 1a-1 et seq.

Affirms that while all national park system units remain "distinct in character," they are "united through their interrelated purposes and resources into one national park system as cumulative expressions of a single national heritage." Clarifies the authorities applicable to the system. Makes it clear that the NPS Organic Act and other protective mandates apply equally to all units of the system. States that NPS management of park units shall not be

exercised in "derogation of the values and purposes for which these various areas have been established."

National Park System New Areas Studies Act, PL 105-391, 112 Stat. 3501, 16 USC 1, 1a-5

Amends the National Park System General Authorities act by reforming the process that is used to consider areas to add to the national park system. Directs the Secretary of the Interior to submit to Congress a list of areas recommended for study for potential inclusion in the system. Outlines factors to be included in such studies, including whether an area possesses nationally significant natural or cultural resources. Prohibits any such study from being initiated after this act's enactment, except with congressional authorization. Requires each such study to be completed within three years after funds are made available for it. Directs the secretary to submit to specified congressional committees lists of areas previously studied that contain primarily historical or natural resources, in numerical order of priority for addition to the NPS.

National Parks Air Tour Management Act of 2000, PL 106-181, 114 Stat. 186, 49 USC 40128

Prohibits commercial air tour operators from conducting commercial air tour operations over a national park or tribal lands except in accordance with this act, in accordance with conditions and limitations prescribed for that operator by the administrator of the Federal Aviation Administration, and in accordance with any applicable air tour management plan for the park or tribal lands. Gives details on how above conditions should be met by the Federal Aviation Administration and the National Park Service. Does not apply to Grand Canyon National Park, the tribal lands surrounding Grand Canyon National Park, or Lake Mead National Recreation Area if an operator is flying over as part of a transportation route to Grand Canyon National Park.

National Parks and Recreation Act, November 10, 1978, PL 95-625, 92 Stat. 3467; 16 USC 1 et seq.

Established eight new river designations, authorized 17 river studies, and improved management procedures for rivers program; raised acquisition ceilings in 29 units and development ceilings in 34; adjusted boundaries for 39 units; added wilderness areas; tripled size of national trails system; added 12 new national park system units; and authorized studies for eight more. Also authorized moneys for Urban Recreation Recovery Programs, established a Pine Barrens Commission, purchased concession facilities at Yellowstone, and extended program for recovery of historic and archeological data. Requires the Secretary of the Interior to review all federal lands proposed for sale or disposal to ensure values for recreation is considered. Requires the National Park Service to prepare and revise general management plans in a timely manner for each unit. Requires GMPs to include resource protection measures; general development locations, timing, and costs; carrying capacity analyses; and boundary modifications.

http://www.nps.gov/legal/laws/PL%2095-625.pdf

National Parks Overflights Act of 1987, PL 100-91

Directs the National Park Service and the U.S. Forest Service to study the effects of aircraft overflights and report to Congress on the results. Also posed a number of questions to be addressed in the study, including: what is the nature and extent of the overflight problem in the national park system; what are other injurious effects on the natural, historical and cultural resources for which the units were established; what are the effects of overflights specifically on Yosemite and Haleakala national parks; has airspace been effectively managed at Grand Canyon NP; and what are the effects of overflights on visitor enjoyment and other park users such as hikers, rock- climbers and boaters. (*The Report on the Effects of Aircraft Overflights on the National Park System* was submitted to Congress in 1994 and published in 1995.)

http://www.nps.gov/grca/naturescience/upload/PL100-91.pdf
http://www.nonoise.org/library/npreport/intro.htm

National Trails System Act, PL 90-543, 82 Stat. 919, 16 USC 1241 et seq.

Establishes a national system of recreational, scenic, and historic trails and prescribes the methods and standards for adding components to the system.

Native American Grave Protection and Repatriation Act, PL 101-601, 104 Stat. 3048, 25 USC 3001-3013; 43 CFR 10

Assigns ownership or control of Native American human remains, funerary objects, sacred objects, and objects of cultural patrimony that are excavated or discovered on federal lands or tribal lands after passage of the act to lineal descendants or culturally affiliated Native American groups; establishes criminal penalties for trafficking in remains or objects obtained in violation of the act; provides that federal agencies and museums that receive federal funding shall inventory Native American human remains and associated funerary objects in their possession or control and identify their cultural and geographical affiliations within five years, and prepare summaries of information about Native American unassociated funerary objects, sacred objects, or objects of cultural patrimony. Provides for the repatriation of such items when lineal descendants or Native American groups request it.

NPS Organic Act, Act of August 25, 1916, PL 64-235, 39 Stat. 535, 16 USC 1 et seq., as amended

Establishes the National Park Service, allows for the administration of Yellowstone and Sequoia national parks, and provides for criminal penalties if certain infractions occur.

> The Service thus established shall promote and regulate the use of the Federal areas known as National Parks, Monuments, and Reservations . . . by such means and measures as to conform to the fundamental purpose of the said Parks, Monuments, and Reservations, which purpose is to conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.

Authorizes the secretary of the interior to make rules and regulations for the use and administration of national park system areas. Allows the sale and disposal of timber under certain conditions, and the destruction of animal and plant life detrimental to the use of the

park. Allows concessioners to be granted leases, and livestock grazing permits to be issued if not detrimental to the area, except there is to be no grazing in Yellowstone.

Payment in Lieu of Taxes Act, PL 94-565, 90 Stat. 2662, 31 USC 6901 et seq.

Provides for payments to local governments based on the acreage and population within the boundaries of the locality.

Rehabilitation Act of 1973, PL 93-112, 87 Stat. 355, 29 USC 701 et seq., as amended by the Rehabilitation Act Amendments of 1974, PL 93-516, 88 Stat. 1617

Sets forth a broad range of services and basic civil rights for handicapped individuals. Establishes the architectural and transportation barriers compliance board to ensure compliance with standards set by GSA and other federal agencies. Contains data- gathering and reporting requirements. Prohibits discrimination (section 504) against persons with visual, hearing, mobility, and mental impairments.

Revised Statute 2477, Right-of-Way across Public Lands, Act of July 26, 1866, 43 USC 932 (1976), repealed by the Federal Land Policy and Management Act, Sec. 706(a), October 21, 1976

Granted a right- of- way across public lands for all lands not otherwise withdrawn by the federal government. Based on state laws, applied mainly to Alaska and Utah. (NPS is developing guidelines to guide in processing RS 2477 right- of- way assertions.)

Rivers and Harbors Appropriation Act of 1899, 33 USC Chapter 425, 30 Stat. 1150, as amended by PL 97-332, 96 Stat. 1582, and PL 97-449, 96 Stat. 2440, 33 USC 401 et seq.

Establishes the Army Corps of Engineers' regulatory authority over U.S. navigable waters. Establishes permit requirements for the construction of bridges, causeways, dams, or dikes within or over navigable waters of the United States. (Bridge and causeway construction is regulated by the secretary of transportation, while dam and dike permits are reviewed by the Corps of Engineers.) §10: requires a Corps permit for the construction of any "obstruction of navigable waters" of the U.S., and for any excavation, fill, or other modification to various types of navigable waters. §13: requires a Corps permit for the discharge of refuse of any kind (except liquid from sewers or urban runoff) from land or vessel, into the navigable U.S. waters or into their tributaries. Similarly prohibits the discharge of refuse upon the banks of navigable waters or their tributaries where the refuse could be washed into the water.

Water Resources Planning Act of 1965 (PL 89-80, 79 Stat. 244, 42 USC 1962 et seq.) and Water Resource Council's Principles and Standards, 44 FR 723977

States a national policy "to encourage the conservation, development, and utilization of water and related land resources on a comprehensive and coordinated basis by the federal government, states, localities, and private enterprises with the cooperation of all affected federal agencies, states, local governments, individuals, corporations, business enterprises, and others concerned." Establishes the Water Resources Council, which has the responsibility to assess the adequacy of water supplies, study the administration of water resources, and

develop principles, standards, and procedures for federal participants in the preparation of comprehensive regional or river basin plans. Establishes the framework for state and federal cooperation through a series of river basin commissions. (WRC principles and standards for planning water and related land resources have been revised to achieve national economic development and environmental quality objectives.

Wild and Scenic Rivers Act, as amended, PL 90-542, 82 Stat. 906, 16 USC 1271 et seq.

Establishes a system of areas distinct from the traditional park concept to ensure the protection of the river's environment. Preserves certain selected rivers that possess outstanding scenic, recreational, geological, cultural, or historic values, and maintains their free- flowing condition for future generations.

http://www.nps.gov/rigr/parkmgmt/upload/wsr-act.pdf

Wilderness Act, PL 88-577, 78 Stat. 890, 16 USC 1131 et seq.

Establishes a policy for the enduring protection of wilderness resources for public use and enjoyment. Establishes a national wilderness preservation system to be composed of federally owned areas designated as wilderness areas. Directs Secretaries of the Interior and Agriculture to study all roadless areas of 5,000 or more acres and every roadless island (regardless of size) as to suitability for inclusion in the wilderness system.

http://wilderness.nps.gov/document/WildernessAct.pdf

M.2 EXECUTIVE ORDERS

Executive Order 11514: Protection and Enhancement of Environmental Quality, 35 FR 4247, as amended by EO 11991, 42 FR 26967

Declares that the federal government "will provide leadership in protecting and enhancing the quality of the Nation's environment to sustain and enrich human life. Federal agencies shall initiate measures needed to direct their policies, plans, and programs so as to meet environmental goals." Requires CEQ to issue regulations to federal agencies concerning the implementation of the procedural as well as substantive provisions of NEPA. Strengthens CEQ's power by requiring agencies to comply with their regulations.

http://www.archives.gov/federal-register/codification/executive-order/11514.html
http://www.fema.gov/regions/v/env/eo_0108.shtm

Executive Order 11593: Protection and Enhancement of the Cultural Environment (May 13, 1971), 36 FR 8921

Instructs all Federal agencies to support the preservation of cultural properties; directs them to identify and nominate to the National Register of Historic Places cultural properties under their jurisdiction and to "exercise caution... to assure that any federally owned property that might qualify for nomination is not inadvertently transferred, sold, demolished, or substantially altered." Much of EO 11593 has been codified in section 110 of the National Historic Preservation Act, as amended (see M.1. Federal Laws).

http://www.archives.gov/federal-register/codification/executive-order/11593.html

Executive Order 11644: Use of Off-Road Vehicles on the Public Lands

States that such vehicles, while often used for legitimate purposes are frequently in conflict with wise land use and resource management practices, environmental values, and other types of recreation activities. The order establishes a uniform federal policy to ensure that use of off- road vehicles on public lands are controlled and directed to protect resources, promote safety of all users of those lands and to minimize conflicts among users. Areas and trails shall be located in units of the national park system only if the agency head determines that such use in those areas will not adversely affect their natural, aesthetic or scenic values.

http://www.nplnews.com/toolbox/eo/eo-nixon-11644.htm

Executive Order 11987: Exotic Organisms, 42 FR 26949, Revoked by Executive Order 13112

Restricted the introduction of organisms into the United States that are not part of its natural ecosystem.

http://www.archives.gov/federal-register/codification/executive-order/11987.html

Executive Order 11988: Floodplain Management, 42 FR 26951, 3 CFR 121 (Supp. 1977)

Requires federal agencies to avoid, to the extent possible, the long- and short- term adverse impacts associated with the occupancy and modifications of floodplains, and to avoid direct and indirect support of floodplain development wherever there is a practicable alternative. Floodplains that are subject to regulation by the executive order and NPS *DO #77- 2: Floodplain Management* and accompanying *Procedural Manual 77- 2* include the 100- year, 500- year and extreme floodplains. Directs all federal agencies to avoid, if possible, development and other activities in the 100- year (or base) floodplain. Requires that existing structures or facilities in such areas and needing rehabilitation, restoration, or replacement be subject to the same scrutiny as new facilities or structures. (In the case of historic structures, this scrutiny will be but one factor in determining their preservation.) Prohibits locating highly significant and irreplaceable records, historic objects, structures, or other cultural resources in the 500- year floodplain. Also prohibits any critical actions (actions for which even a slight risk is too great, such as clinics, hazardous materials storage, major fuel storage facilities, and 40,000 gpd or larger sewage treatment facilities) from occurring in the 500- year floodplain.

http://www.archives.gov/federal-register/codification/executive-order/11988.html

Executive Orders 11989 (42 FR 26959) and 11644 (37 FR 2877): Offroad Vehicles on Public Lands

Promulgates guidelines for the controlled use of off- road vehicles on public lands. The executive orders define off- road vehicles as: " any motorized vehicle that is capable of cross country travel over snow, ice or other natural terrain ...the widespread use of such vehicles has demonstrated the need for a unified federal policy…that will ensure that the use of off-road vehicles on public lands will be controlled and directed so as to protect the resources of these lands, to promote the safety of all users and to minimize the conflicts among the various users of those lands."

http://www.presidency.ucsb.edu/ws/index.php?pid=7576
http://www.presidency.ucsb.edu/ws/index.php?pid=59104

Executive Order 11990: Protection of Wetlands, 42 FR 26961, 3 CFR 121 (Supp. 1977)

Requires federal agencies to avoid, to the extent possible, the long- and short- term adverse impacts associated with the destruction or modification of wetlands and to avoid direct or indirect support of new construction in wetlands wherever there is a practicable alternative.

http://www.archives.gov/federal-register/codification/executive-order/11990.html

Executive Order 12003: Energy Policy and Conservation, 3 CFR 134 (Supp. 1977), 42 USC 6201

Requires all agencies to submit an overall energy conservation plan, with a goal of 20% savings in 1985 compared to 1975. For new buildings, the goal is 45% savings. Applies to government- owned buildings assigned to the concessioners and "concession- owned" buildings if they are office buildings, hospitals, schools, prison facilities, multi- family dwellings, or storage facilities.

http://www.presidency.ucsb.edu/ws/index.php?pid=7842

Executive Order 12088: Federal Compliance with Pollution Control Standards

Establishes procedures and responsibilities to ensure that all necessary actions are taken to prevent, control, and abate environmental pollution from federal facilities and activities.

http://www.archives.gov/federal-register/codification/executive-order/12088.html

Executive Order 12372: Intergovernmental Review of Federal Programs, 47 FR 30959

Requires federal agencies to communicate with state and local officials as early in the planning process as is feasible to explain plans and actions (sec. 2(b)).

http://www.archives.gov/federal-register/codification/executive-order/12372.html

Executive Order 12898: General Actions to Address Environmental Justice in Minority Populations and Low-Income Populations

Requires all federal agencies to incorporate environmental justice into their missions by identifying and addressing disproportionately high and adverse human health or environmental effects of their programs and policies on minorities and low income populations / communities.

http://www.archives.gov/federal-register/executive-orders/pdf/12898.pdf

Executive Order 13006: Locating Federal Facilities on Historic Properties in our Nation's Central Cities (1996)

Encourages federal agencies, where operationally appropriate and economically prudent, to give consideration to historic properties and historic districts when locating federal facilities in central cities.

http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=1996_register&docid=fr24my96-154.pdf

Executive Order 13007: Indian Sacred Sites, 61 FR 26771 (1996)

Accommodates access to and ceremonial use of Indian sacred sites by Indian religious practitioners and avoids adversely affecting the physical integrity of such sacred sites to the extent practicable, permitted, and consistent with essential agency functions. If a federal action may affect the physical integrity of, the ceremonial use of, or the access to these sites by Native American religious practitioners in federally recognized tribes, then requires the superintendent to consult with the tribe as part of the planning and approval process.

http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=1996_register&docid=fr29my96-149.pdf

Executive Order 13089: Coral Reef Protection, 63 FR 32701

Seeks to preserve and protect the biodiversity, health, heritage, and social and economic value of U.S. coral reef ecosystems and the marine environment. Directs federal agencies to identify actions that may affect coral reef ecosystems, utilize programs and authorities to protect and enhance the conditions of ecosystems, and ensure that actions will not degrade the conditions of such ecosystems. Provides further agency duties if the agency's actions affect the coral reef ecosystems. Creates the U.S. Coral Reef Task Force and outlines the duties of the task force.

http://www.gsa.gov/Portal/gsa/ep/contentView.do?pageTypeId=8199&channelId=-13339&P=PLAE&contentId=16567&contentType=GSA_BASIC

Executive Order 13112: Invasive Species, 64 FR 6183

Seeks to prevent the introduction of invasive species, to provide for their control, and to minimize the economic, ecological, and human health impacts they cause. Outlines federal agency duties, creates a new Invasive Species Council, defines the council's duties, and authorizes the creation an Invasive Species Management Plan. Creates a framework for planning and for coordination involving all stakeholders, which it defines as states, tribal entities, local government agencies, academic institutions, scientific communities, and non-governmental entities such as environmental groups, agricultural groups, conservation organizations, trade groups, commercial interests, and private landowners.

Federal agencies should use the programs and authorities to prevent the introduction of invasive species; detect and respond rapidly to control populations of such species in a cost-effective and an environmentally sound manner; monitor invasive species populations accurately and reliably; provide for restoration of native species and habitat conditions in invaded ecosystems; conduct research on invasive species and develop technologies to prevent their introduction; provide environmentally sound control of invasive species; promote public education on invasive species and means to address them.

The order directs agencies not to authorize, fund, or carry out any action likely to cause or promote the introduction or the spread of invasive species in the United States or elsewhere. However, agencies can determine that the benefits outweigh the potential harm and ensure that they take prudent measures to minimize harm. Federal agencies should consult with the

Invasive Species Council and undertake actions consistent with the Invasive Species Management Plan with the cooperation of stakeholders.

http://www.gsa.gov/Portal/gsa/ep/contentView.do?pageTypeId=8199&channelId=-13339&P=PLAE&contentId=16914&contentType=GSA_BASIC

Executive Order 13158: Marine Protected Areas, 65 FR 34909

Consistent with domestic and international law: (a) strengthens the management, protection, and conservation of existing marine protected areas and establish new or expanded marine protected areas (MPAs); (b) develops a scientifically based, comprehensive national system of MPAs representing diverse U.S. marine ecosystems, and the Nation's natural and cultural resources; and (c) avoids causing harm to MPAs through federally conducted, approved, or funded activities.

http://www.gsa.gov/Portal/gsa/ep/contentView.do?pageTypeId=8199&channelId=-13339&P=PLAE&contentId=16570&contentType=GSA_BASIC

Executive Order 13175: Consultation and Coordination with Indian Tribal Governments (2000)

Emphasizes the necessity for federal agencies to establish regular and meaningful collaboration with tribal officials in the development of federal policies with tribal implications, and to work with Indian tribes on a government- to- government basis in ways that are consistent with fundamental principles of tribal sovereignty. See also EO 13007.

http://www.gsa.gov/Portal/gsa/ep/contentView.do?pageTypeId=8199&channelId=-13339&P=PLAE&contentId=16571&contentType=GSA_BASIC

Executive Order 13186: Responsibilities of Federal Agencies to Protect Migratory Birds, 66 FR 3853

Defines federal agency responsibilities to protect migratory bird populations, in furtherance of the purposes of the migratory bird conventions, the Migratory Bird Treaty Act (16 USC 703- 711), the Bald and Golden Eagle Protection Acts (16 USC 668- 668d), the Fish and Wildlife Coordination Act (16 USC 661- 666c), the Endangered Species Act of 1973 (16 USC 1531- 1544), the National Environmental Policy Act of 1969 (42 USC 4321- 4347), and other pertinent statutes. Directs each federal agency taking actions that have, or are likely to have, a measurable negative effect on migratory bird populations to develop and implement, within two years, a memorandum of understanding with the Fish and Wildlife Service that shall promote the conservation of migratory bird populations.

http://www.gsa.gov/Portal/gsa/ep/contentView.do?pageTypeId=8199&channelId=-13339&P=PLAE&contentId=16572&contentType=GSA_BASIC

Executive Order 13352: Facilitation of Cooperative Conservation, 69 FR 52989

Seeks to ensure that laws relating to the environment and natural resources are implemented "in a manner that promotes cooperative conservation, with an emphasis on appropriate inclusion of local participation in Federal decision making." Directs the Secretary of the Interior to implement laws in a way that: "(i) facilitates cooperative conservation; (ii) takes appropriate account of and respects the interests of persons with ownership or other legally

recognized interests in land and other natural resources; (iii) properly accommodates local participation in Federal decision making; and (iv) provides that the programs, projects, and activities are consistent with protecting public health and safety."

http://edocket.access.gpo.gov/2004/pdf/04-19909.pdf

Executive Order 13423 (72 FR 3919): Strengthening Federal Environmental, Energy, and Transportation Management

The order sets goals in the areas of energy efficiency, acquisition, renewable energy, toxics reductions, recycling, renewable energy, sustainable buildings, electronics stewardship, fleets, and water conservation. In addition, the order requires more widespread use of environmental management systems as the framework in which to manage and continually improve these sustainable practices.

M.3 Policies and Procedures

Analysis of Impacts on Prime or Unique Agricultural Lands in Implementing the National Environmental Policy Act, E.S. 80-3, 08/11/80, 45 FR 59189

Requires a determination of the effects of a proposed federal agency action on prime or unique agricultural lands as integral to the EIS process; requires such lands to be considered as a factor in deciding whether or not to prepare an EIS. (Prime and unique farmlands are identified by the Natural Resources Conservation Service.)

Historic Preservation Certifications Pursuant to the Tax Reform Act of 1976, the Revenue Act of 1978, the Tax Treatment Extension Act of 1980, and the Economic Recovery Tax Act of 1981, 36 CFR 67

Establishes procedures whereby owners or holders of long- term leases for old and/or historic buildings may obtain certifications to gain federal tax credits for rehabilitation; describes tax deductions for owners who donate interests in cultural resources for preservation purposes.

http://www.access.gpo.gov/nara/cfr/waisidx_04/36cfr67_04.html

Policies on Construction of Family Housing for Government Personnel, OMB A-18

Allows housing to be provided only where service cannot be rendered without onsite employees and at remote areas (reasonable 2- hour commuting distance). Specifies that insufficiency or inadequacy of housing can be shown by establishing unavailability, substandard design, construction or location, or high cost.

Procedures for Interagency Consultation to Avoid or Mitigate Adverse Effects on Rivers in the Nationwide Inventory, E.S. 80-2, 08/15/80, 45 FR 59191

Establishes required procedures and consultation in order to avoid adverse effects on potential wild and scenic rivers.

http://www.nps.gov/ncrc/programs/rtca/nri/hist.html

GLOSSARY

***Accessibility*:** Occurs when individuals with disabilities are able to reach, use, understand, or appreciate NPS programs, facilities, and services, or to enjoy the same benefits that are available to persons without disabilities. See also, "universal design."

Adaptive management: A system of management practices based on clearly identified outcomes, monitoring to determine if management actions are meeting outcomes, and, if not, facilitating management changes that will best ensure that outcomes are met or to re-evaluate the outcomes. Adaptive management recognizes that knowledge about natural resource systems is sometimes uncertain and is the preferred method of management in these cases. (Source: *Departmental Manual 516 DM 4.16*)

Administrative commitments: Generally, agreements between the National Park Service and other parties that have been reached through formal, documented processes (e.g., memoranda of agreement or understanding). These commitments are revocable, and are subject to renegotiation or amendment.***Administrative record:*** The "paper trail" that documents an agency's decision- making process and the basis for the agency's decision. It includes all materials directly or indirectly considered by persons involved in the decision- making process, including opinions or information considered but rejected. These are the documents that a judge will review to determine whether the process and the resulting agency decision were proper, and that future managers will use to understand the evolution of the issue(s) and how decisions were reached and made.

***American Indian tribe*:** Any band, nation, or other organized group or community of Indians, including any Alaska Native Village, which is recognized as eligible for the special programs and services provided by the United States to Indians because of their status as Indians.

***Appropriate use*:** A use that is suitable, proper, or fitting for a particular park, or to a particular location within a park.

Archeology: The scientific study, interpretation, and reconstruction of past human cultures from an anthropological perspective based on the investigation of the surviving physical evidence of human activity and the reconstruction of related past environments. Historic archeology uses historic documents as additional sources of information.

Archeological resource: Any material remains or physical evidence of past human life or activities which are of archeological interest, including the record of the effects of human activities on the environment. They are capable of revealing scientific or humanistic information through archeological research.

Area- specific desired condition (also called area- specific management direction and area- specific management prescription): Based on management zones, area- specific guidance about the desired resource conditions, visitor experience opportunities, and appropriate kinds and levels of management, development, and access (modes of transportation) for each particular area of the park; also the kinds of changes needed to move from the existing to the desired conditions

***Asset*:** A physical structure or grouping of structures, land features, or other tangible property which has a specific service or function.

Asset management: A systematic process of maintaining, upgrading, and operating assets cost- effectively by combining engineering principles with sound business practices and economic theory.

***Backcountry*:** Primitive, undeveloped portions of parks, some of which may be managed as "wilderness."

Best management practices (BMPs): Practices that apply the most current means and

technologies available to not only comply with mandatory environmental regulations, but also maintain a superior level of environmental performance. See also, "sustainable practices/principles."

Civic Engagement: As a philosophy, a discipline, and a practice, it can be viewed as a continuous, dynamic conversation with the public on many levels that reinforces the commitment of the NPS and the public to the preservation of park resources and strengthens understanding of the full meaning and contemporary relevance of these resources. Civic engagement is the philosophy of welcoming people into the parks and building relationships around a shared stewardship mission, whereas public involvement (also called public participation) is the specific, active involvement of the public in NPS planning and other decision- making processes.

Conserve: To protect from loss or harm; preserve. Historically, the terms conserve, protect, and preserve have come collectively to embody the fundamental purpose of the NPS—preserving, protecting and conserving the national park system.

Consultation (cultural resources): A discussion, conference, or forum in which advice or information is sought or given, or information or ideas are exchanged. Consultation generally takes place on an informal basis; formal consultation requirements for compliance with section 106 of the NHPA are published in 36 CFR Part 800. Consultation with recognized tribes is done on a government- to-government basis.

Cultural landscape: A geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values. There are four general kinds of cultural landscape, not mutually exclusive: historic site, historic designed landscape, historic vernacular landscape, ethnographic landscape.

Cultural resource: An aspect of a cultural system that is valued by or significantly representative of a culture or that contains significant information about a culture. A cultural resource may be a tangible entity or a cultural practice. Tangible cultural resources are categorized as districts, sites, buildings, structures, and objects for the National Register of Historic Places and as archeological resources, cultural landscapes, structures, museum objects, and ethnographic resources for NPS management purposes.

Cumulative actions: Actions that, when viewed with other actions in the past, the present, or the reasonably foreseeable future regardless of who has undertaken or will undertake them, have an additive impact on the resource the proposal would affect.

Decision maker: The managerial- level employee who has been delegated authority to make decisions or to otherwise take an action that would affect park resources or values. Most often it refers to the park superintendent or regional director, but may at times include, for example, a resource manager, facility manager, or chief ranger to whom authority has been re- delegated.

Desired condition (also called management direction and management prescription): A park's natural and cultural resource conditions that the National Park Service aspires to achieve and maintain over time, and the conditions necessary for visitors to understand, enjoy, and appreciate those resources.

Developed area: An area managed to provide and maintain facilities (e.g., roads, campgrounds, housing) serving visitors and park management functions. Includes areas where park development or intensive use may have substantially altered the natural environment or the setting for culturally significant resources.

Ecosystem: A system formed by the interaction of a community of organisms with their physical and biological environment, considered as a unit.

Ecosystem management: A collaborative approach to natural and cultural resource management that integrates scientific knowledge of ecological relationships with resource stewardship practices for the goal of sustainable ecological, cultural, and socio-economic systems.

Enabling legislation: The law(s) that establish a park as a unit within the national park system.

Environmental assessment (EA): A brief NEPA document that is prepared, with public involvement, (a) to help determine whether the impact of a proposed action or its alternatives could be significant; (b) to aid the NPS in compliance with NEPA by evaluating a proposal that will have no significant impacts, but may have measurable adverse impacts; or (c) as an evaluation of a proposal that is either not described on the list of categorically excluded actions, or is on the list, but exceptional circumstances apply.

Environmental impact statement (EIS): A detailed NEPA analysis document that is prepared, with extensive public involvement, when a proposed action or alternatives have the potential for significant impact on the human environment.

Environmentally preferred alternative (or environmentally preferable alternative): Of the action alternatives analyzed, the one that would best promote the policies in NEPA section 101. This is usually selected by the IDT members. CEQ encourages agencies to identify an environmentally preferable alternative in the draft EIS or EA, but only requires that it be named in the ROD.

Ethnographic resource: A site, structure, object, landscape, or natural resource feature assigned traditional legendary, religious, subsistence, or other significance in the cultural system of a group traditionally associated with it.

Existing infrastructure: The systems, services, and facilities currently in a park unit, including buildings, roads, trails, power equipment, water supply, etc.

Final plan: A final plan, or final GMP, is a document that usually includes a discussion of the purpose and need for the GMP, a description of NPS mandates and policies that affect the park, a description of the preferred alternative (the actual plan), a description of appropriate mitigation measures, and relevant appendixes (e.g., references, preparers, index). A final GMP is prepared after the ROD or FONSI is approved and a notice is published in the *Federal Register*. It describes only the selected alternative without all the accompanying compliance parts included in the EIS or EA.

Finding of No Significant Impact (FONSI): A determination based on an EA and other factors in the public planning record for a proposal that, if implemented, would have no significant impact on the human environment.

Foundation statement: A statement that begins a park's planning process and sets the stage for all future planning and decision-making by identifying the park's mission, purpose, significance, special mandates and the broad, park- wide mission goals. Incorporated into a park's GMP, but may also be produced as a stand- alone document for a park.

Fundamental resources and values: Those features, systems, processes, experiences, stories, scenes, sounds, smells, or other attributes determined to warrant primary consideration during planning and management because they are critical to achieving the park's purpose and maintaining its significance. A fundamental value, unlike a tangible resource, refers to a process, force, story or experience, such as such as an island experience, the ancestral homeland, wilderness values, or oral histories.

Gateway community: A community that exists in close proximity to a unit of the national park system whose residents and elected officials are often affected by the decisions made in the course of managing the park, and whose decisions may effect the resources of the park. Because of this, there are shared interests and concerns regarding

decisions. Gateway communities usually offer food, lodging, and other services to park visitors. They also provide opportunities for employee housing, and a convenient location to purchase goods and services essential to park administration.

General management plan (GMP): A plan which clearly defines direction for resource preservation and visitor use in a park, and serves as the basic foundation for decision making. GMPs are developed with broad public involvement.

Geologic resources: Features produced from the physical history of the earth, or processes such as exfoliation, erosion and sedimentation, glaciation, karst or shoreline processes, seismic, and volcanic activities.

Historic property: A district, site, structure, or landscape significant in American history, architecture, engineering, archeology, or culture; an umbrella term for all entries eligible for or included in the National Register of Historic Places

Human environment: Defined by CEQ as the natural and physical environment, and the relationship of people with that environment (1508.14). Although the socioeconomic environment receives less emphasis than the physical or natural environment in the CEQ regulations, NPS considers it to be an integral part of the human environment.

Impact: The likely effect of an action or proposed action upon specific natural, cultural or socioeconomic resources. Impacts may be direct, indirect, individual, cumulative, beneficial, or adverse. (Also see Unacceptable impacts.)

Impact topics: Specific natural, cultural, or socioeconomic resources that would be affected by the proposed action or alternatives (including no action). The magnitude, duration, and timing of the effect to each of these resources is evaluated in the impact section of an EA or an EIS.

Impairment: An impact that, in the professional judgment of a responsible NPS manager, would harm the integrity of park resources or values and violate the 1916 NPS Organic Act's mandate that park resources and values remain unimpaired.

Implementation plan: A plan that focuses on how to implement an activity or project needed to achieve a long- term goal. An implementation plan may direct a specific project or an ongoing activity.

Indicators of user capacity: Specific, measurable physical, ecological, or social variables that can be measured to track changes in conditions caused by public use, so that progress toward attaining the desired conditions can be assessed

Issue: Some point of debate that needs to be decided. For GMP planning purposes issues can be divided into "major questions to be answered by the GMP" (also referred to as the decision points of the GMP) and the "NEPA issues" (usually environmental problems related to one or more of the planning alternatives).

***Life cycle costing (analysis)*:** An accounting method that analyzes the total costs of a product or service, including construction, maintenance, manufacturing, marketing, distribution, useful life, salvage, and disposal.

Management concept: A brief, statement of the kind of place the park should be (a "vision" statement)

Management zone: A geographical area for which management directions have been developed to determine what can and cannot occur in terms of resource management, visitor use, access, facilities or development, and park operations. Each zone has a unique combination of resource and social conditions and a consistent management direction. Different actions are taken by the NPS in different zones.

Management zoning: The application of management zones to a park unit. The application of different type of zones and/or size of zones will likely vary in different alternatives.

Management direction (also called desired condition and management prescription): A planning term referring to statements about desired resource conditions and visitor experiences, along with appropriate kinds and levels of management, use, and development for each park area.

***Manager*:** The managerial- level employee who has authority to make decisions or to otherwise take an action that would affect park resources or values. Most often it refers to the park superintendent or regional director, but may at times include, for example, a resource manager, facility manager, or chief ranger to whom authority has been re-delegated.

***Mitigation*:** A modification of a proposal to lessen the intensity of its impact on a particular resource. Actions can be taken to avoid, reduce, or compensate for the effects of environmental damage.

Museum object: A material thing possessing functional, aesthetic, cultural, symbolic, and/or scientific value, usually movable by nature or design. Museum objects include prehistoric and historic objects, artifacts, works of art, archival material, and natural history specimens that are part of a museum collection. Structural components may be designated museum objects when removed from their associated structures.

National Park Service Organic Act: The 1916 law (and subsequent amendments) that created the National Park Service and assigned it responsibility to manage the national parks.

National park system: The sum total of the land and water now or hereafter administered by the Secretary of the Interior through the National Park Service for park, monument, historic, parkway, recreational or other purposes.

Native American: Pertaining to American Indian tribes or groups, Eskimos and Aleuts, and Native Hawaiians, Samoans, Chamorros, and Carolinians of the Pacific Islands. Groups recognized by the federal and state governments and named groups with long- term social and political identities who are defined by themselves and others as Indian are included.

NEPA process: The objective analysis of a proposed action to determine the degree of its impact on the natural, physical, and human environment; alternatives and mitigation that reduce that impact; and the full and candid presentation of the analysis to, and involvement of, the interested and affected public –as required of federal agencies by the National Environmental Policy Act of 1969.

New use: A use that has not previously taken place within a particular park, or that has taken place previously and been discontinued due to public disinterest or as a result of a management action.

Notice of availability: The notice submitted to the *Federal Register* stating that a draft EIS or final EIS is ready for distribution to the public.

Notice of intent: The notice submitted by the NPS to the *Federal Register* that an EIS will be prepared. For a GMP it notes that the NPS is beginning work on developing a GMP/EIS, identifies a contact person in the NPS, and describes the agency's scoping process.

Other important resources and values: Those attributes that are determined to be particularly important to park management and planning, although they are not related to the park's purpose and significance

Paleontological / paleoecological resources: Resources such as fossilized plants, animals, or their traces, including both organic and mineralized remains in body or trace form. Paleontological resources are studied and managed in their paleoecological context (that is, the geologic data associated with the fossil that provides information about the ancient environment).

Park: Any one of the hundreds of areas of land and water administered as part of the national park system. The term is used inter-

changeably with "unit," "park unit," and "park area."

Planning, Environment, and Public Comment (PEPC) System: An online database designed to facilitate the project management process in conservation planning and environmental impact analysis. It assists NPS employees in making informed decisions with regard to a number of compliance issues throughout the planning, design, and construction process.

Policy level issues: The potential for some resources or values to be detrimentally affected by discretionary management decisions intended to achieve conditions consistent with the park's purpose

Potential boundary modifications: The description of areas or resources that meet criteria for boundary adjustments, along with the rationale for an adjustment

***Potential management zone*:** General guidance about an integrated set of resource conditions and associated visitor experiences that could be applied to various locations throughout a park

Preferred alternative: The alternative an NPS decision- maker has identified as preferred at the draft EIS stage. It is identified to show the public which alternative is likely to be selected to help focus its comments.

***Preserve*:** To protect from loss or harm; conserve. Historically, the terms preserve, protect and conserve have come collectively to embody the fundamental purpose of the NPS—preserving, protecting and conserving the national park system.

Preservation (cultural resources): The act or process of applying measures to sustain the existing form, integrity, and material of a historic structure, landscape or object. Work may include preliminary measures to protect and stabilize the property, but generally focuses upon the ongoing preservation maintenance and repair of historic materials and features rather than extensive replacement and new work.

Primary interpretive themes: The most important ideas or concepts to be communicated to the public about a park

Professional judgment: A decision or opinion that is shaped by study and analysis and full consideration of all the relevant facts, and that takes into account

- the decision- maker's education, training, and experience
- advice or insights offered by subject matter experts and others who have relevant knowledge and experience
- good science and scholarship; and, whenever appropriate,
- the results of civic engagement and public involvement activities relating to the decision.

Projected implementation costs: A projection of the probable range of recurring annual costs, initial one- time costs, and life-cycle costs of plan implementation

Public involvement (also called public participation): The active involvement of the public in NPS planning and decision- making processes. Public involvement occurs on a continuum that ranges from providing information and building awareness, to partnering in decision making.

Purpose: The specific reason(s) for establishing a particular park

Record of decision *(ROD)*: The document that is prepared to substantiate a decision based on an EIS. It includes a statement of the decision made, a detailed discussion of decision rationale, and the reasons for not adopting all mitigation measures analyzed, if applicable.

Sacred Sites: Certain natural and cultural resources treated by American Indian tribes and Alaska Natives, and Native Hawaiians as sacred places having established religious meaning, and as locales of private ceremonial activities.

Scoping: Internal NPS decision- making on issues, alternatives, mitigation measures, the

analysis boundary, appropriate level of documentation, lead and cooperating agency roles, available references and guidance, defining purpose and need, and so forth. External scoping is the early involvement of the interested and affected public.

Significance: Statements of why, within a national, regional, and systemwide context, the park's resources and values are important enough to warrant national park designation.

Significantly: A subjective interpretation of the intensity of impact, in several contexts, of the proposed action or alternatives.

Soundscape (natural): The aggregate of all the natural, nonhuman- caused sounds that occur in parks, together with the physical capacity for transmitting natural sounds.

Special mandates: Legal mandates specific to the park that expand upon or contradict a park's legislated purpose

***Stakeholders*:** Individuals and organizations that are actively involved in the project, or whose interests may be positively or negatively affected as a result of the project execution /completion. They may also exert influence over the project and its results. For GMP planning purposes, the term stakeholder includes NPS offices/staff as well as public and private sector partners and the public, which may have varying levels of involvement.

Standards: The minimum acceptable condition for an indicator of a desired condition

Stewardship: The cultural and natural resource protection ethic of employing the most effective concepts, techniques, equipment, and technology to prevent, avoid, or mitigate unacceptable impacts.

Strategic plan: A Service- wide, 5- year plan required by GPRA (5 USC 306) in which the NPS states (1) how it plans to accomplish its mission during that time, and (2) the value it expects to produce for the tax dollars expended. Strategic plans serve as "performance agreements" with the American people.

Superintendent: The senior onsite NPS official in a park. Used interchangeably with "park superintendent," "park manager," or "unit manager."

Sustainable design: Design that applies the principles of ecology, economics, and ethics to the business of creating necessary and appropriate places for people to visit, live in, and work. Development that has a sustainable design sits lightly upon the land, demonstrates resource efficiency, and promotes ecological restoration and integrity, thus improving the environment, the economy, and society.

Sustainable practices/principles: Those choices, decisions, actions and ethics that will best achieve ecological/ biological integrity; protect qualities and functions of air, water, soil, and other aspects of the natural environment; and preserve human cultures. Sustainable practices allow for use and enjoyment by the current generation, while ensuring that future generations will have the same opportunities.

Traditionally associated peoples: Social cultural entities such as tribes, communities, and kinship units exhibiting a continued identity and associated with a specific park, area, or resource

Traditional cultural property (TCP): A property associated with cultural practices, beliefs, the sense of purpose, or existence of a living community that is rooted in that community's history or is important in maintaining its cultural identity and development as an ethnically distinctive people. Traditional cultural properties are ethnographic resources eligible for listing in the National Register.

***Unacceptable impacts*:** Impacts that, individually or cumulatively, would

- be inconsistent with a park's purposes or values, or
- impede the attainment of a park's desired future conditions for natural and cultural resources as identified through the park's planning process, or

- create an unsafe or unhealthful environment for visitors or employees, or
- diminish opportunities for current or future generations to enjoy, learn about, or be inspired by park resources or values, or
- unreasonably interfere with
  - park programs or activities, or
  - an appropriate use, or
  - the atmosphere of peace and tranquility, or the natural soundscape maintained in wilderness and natural, historic, or commemorative locations within the park, or
  - NPS concessioner or contractor operations or services.

Unit: See "park."

***Universal design*:** The design of products and environments to be usable by all people to the greatest extent possible, without the need for adaptation or specialized design.

User capacity (also called carrying capacity): The types and levels of visitor and other public use that can be accommodated while sustaining the desired resource conditions and visitor experiences that complement the purpose of the park. The NPS has adopted this term in preference of the term *visitor capacity*, which does not include all public use.

***Value analysis/value engineering*:** An organized, multi- disciplined team effort that analyzes the functions of facilities, processes, systems, equipment, services, and supplies for the purpose of achieving essential functions at the lowest lifecycle cost consistent with required performance, reliability, quality, and safety.

***Visitor*:** Anyone who physically visits a park for recreational, educational or scientific purposes, or who otherwise uses a park's interpretive and educational services, regardless of where such use occurs (e.g., via Internet access, library, etc.).

***Visitor experience*:** The perceptions, feelings, and reactions a person has while visiting a park. Examples of visitor experiences include: a sense of being immersed in a natural landscape; a feeling of being crowded; a feeling of being in an area where the sights and sounds of people and vehicles are predominant; having a sense of challenge and adventure; or a perception of solitude and privacy.

***Waiver (of policy)*:** An exemption from a particular policy provision. A waiver may be granted only by the director of the National Park Service or a higher authority (e.g., the Secretary of the Interior).

***Wilderness (designated)*:** Federal land that has been designated by Congress as a component of the national wilderness preservation system.

***Wilderness (eligible, study, proposed and recommended)*:** Federal lands that have been found to possess wilderness character based on the criteria specified in the Wilderness Act. The four categories reflect different stages of the wilderness review process, and all are managed to preserve the wilderness resources and values that make them eligible for wilderness designation. Differences in the management of these categories are specified in Chapter 6.

***Wilderness (potential)*:** Federal lands that are surrounded by, or adjacent to, lands proposed for wilderness designation but that do not themselves qualify for designation due to temporary, nonconforming uses or incompatible conditions. Potential wilderness is a subset of the other wilderness categories (it can be eligible, study, proposed, recommended or designated potential wilderness).

Zone: See "management zone."

SELECTED BIBLIOGRAPHY

NOTE: The bibliography is organized according to the following topics: general references, cultural resource references, natural resource references, public involvement references, and visitor experience references.

General References

Anderson, D. H., D. W. Lime, and T. L. Wang
1998 *Mainting the Quality of Park Resources and Experiences: A Handbook for Managers*. Cooperative Park Studies Unit, Department of Forest Resoruces, University of Minnesota, St. Paul. http://www.cnr.umn.edu/CPSP/publications/revtactics_handbook.pdf (accessed Feb. 19, 2008).

Council on Environmental Quality
1978 "Regulations for Implementing the Procedural Provisions of the National Environmental Policy Act." *Code of Federal Regulations,* title 40, part 1500–1508. Washington, DC.

1980 "The 40 Most Asked Questions Concerning CEQ's National Environmental Policy Act Regulations." *Federal Register* vol. 46, no. 55, 18026–38. Washington, DC.

1997 *Considering Cumulative Effects under the National Environmental Policy Act*. Washington, DC.

Frome, Michael
1982 *National Parks in Crisis*, edited by Eugenia Horstman Connally. Silver Spring, MD: National Parks & Conservation Association.

The George Wright Forum
2006 "Visitor Impact Monitoring: Old Issues, New Challenges," edited by Christopher Monz and Yu- Fai Leung. *The George Wright Form,* vol. 23, no. 2.

Hartzog, George B., Jr.
1988 *Battling for the National Parks*. Mt. Kisco, NY: Moyer Bell.

Interagency Wild and Scenic Rivers Coordinating Council
1999 *The Wild & Scenic Rivers Study Process*. Technical report. U.S. Forest Service and National Park Service , Portland, OR, and Anchorage, AK. Available online at http://www.rivers.gov/publications/ study-process.pdf (accessed Jan. 18, 2008).

2004 *Wild and Scenic Rivers Reference Guide*. http://www.rivers.gov.

Lime, D. W., D. H. Anderson, and J. L. Thompson
2004 *Identifying and Monitoring Indicators of Visitor Experience and Resource Quality: A Handbook for Recreation Resource Managers*. Department of Forest Resources, University of Minnesota, St. Paul. http://cpsp/cfans.umn.edu/publications/Indicators_Standards_Handbook.pdf (accessed Feb. 19, 2008).

National Archives and Records Administration
1998 *Federal Register Document Drafting Handbook*. Rev. Office of the Federal Register, Washington, DC. http://www.archives.gov/federal-register/write/handbook/ddh.pdf (accessed Jan. 19. 2007).

National Park Service, U.S. Department of the Interior
1995 *The Report on the Effects of Aircraft Overflights on the National Park System*. Washington, DC.

1997b *The Visitor Experience and Resource Protection Framework. A Handbook for Planners and Managers*. http://planning.nps.gov/document/verphandbook.pdf.

2000a "Workshop on Application of Visitor Carrying Capacity Frameworks to Management and Protection of Non- renewable Resources." On file at the Denver Service Center, Technical Information Center.

2000b "Second Workshop on the Application of the VERP Framework to Management and Protection of Non- renewable Resources: The Development of Indicators and Standards for Archaeological Resources." Unpub. paper. On file at Denver Service Center, Technical Information Center.

2001a *Director's Order #12: Conservation Planning, Environmental Impact Analysis, and Decision- making*. Washington, DC. http://www.nps.gov/policy/DOrders/DOrder12.html (accessed Jan. 19, 2008).

2001b *Director's Order #12: Handbook for Environmental Impact Analysis*. Washington, DC. http://home.nps.gov/applications/npspolicy/DOrders/RM12.pdf (accessed Jan. 19, 2008).

2001c *Director's Order #19: Records Management* and *Records Management Handbook*. http://www.nps.gov/policy/DOrders/DOrder19.html

2004a *Director's Order #48A: Concession Management*. Washington, DC.

2004b *Park Planning Program Standards*. Associate Director for Park Planning, Facilities, and Lands, Washington, DC. http://planning.nps.gov/document/aug9final%20standards.pdf (accessed Jan. 18, 2008).

2005a *Director's Order #25: Land Protection*. http://www.nps.gov.policy/DOrders/DOrder25.html (accessed Feb. 6, 2008).

2005b *Director's Order #80: Real Property Asset Management*, and *Reference Manual #80*. http://inside.nps.gov/waso/custommenu.cfm?lv=4&prg=190&id=341,

2005c *Editing Reference Manual*. Denver Service Center. http://www.nps.gov/dsc/c_business/Editing%20Ref%20Manual_Jan%2005.pdf

2006a *Management Policies 2006*. Washington, DC. http://www.nps.gov/policy/mp/Index2006.htm (accessed Feb. 13, 2007).

The Shipley Group
1992 *How to Write Quality EISs and EAs: Guidelines for NEPA Documents*. Bountiful, UT.

U.S. Department of Agriculture, Forest Service
1995 *Landscape Aesthetics: A Handbook for Scenery Management,* Agricultural Handbook 701.

U.S. Department of the Interior
2001 *Department of the Interior Departmental Manual*. Washington, DC. http://elips.doi.gov/app_dm/index.cfm?fuseaction=home (accessed Feb. 19, 2008).

Cultural Resource References

Advisory Council on Historic Preservation
2004 *Section 106 Regulations Users Guide*. www.achp.gov/usersguide.html

2005 "Protection of Historic Properties." *Code of Federal Regulations*, title 36, part 800. Available online at http://www.access.gpo.gov/nara/cfr/waisidx_07/36cfr800_07.html (accessed Jan. 18, 2008).

National Association of Tribal Historic Preservation Officers
2005 *Tribal Consultation: Best Practices in Historic Preservation.* http://www.nathpo.org/special_projects-Best_Practices.html

National Park Service, U.S. Department of the Interior
1983 *Secretary of the Interior's Standards and Guidlines for archeology and Historic P{reservation.* http://www.nps.gov/history/local-law/arch_stnds_0.htm (accessed Feb. 20, 2008).

1990 *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation.* Washington, DC. Last revised for the Internet 2002. http://www.cr.nps.gov/nr/publications/bulletins/nrb15/ (accessed April 10, 2007).

1996a *Secretary of the Interior's Standards for the Treatment of Historic Properties, with Guidelines for the Treatment of Cultural Landscapes.* Washington, DC. http://www.access.gpo.gov/nara/cfr/waisidx_05/36cfr68_05.html

1997a "American Indian Consultation Guide Book and Directory." Intermountain Region, Denver, CO.

1998a *NPS- 28: Cultural Resources Management Guideline.* http://www.cr.nps.gov/history/online_books/nps28/28contents.htm (accessed Feb. 13, 2007).

2000c *Director's Order #24: NPS Museum Collections Management.* http://www.nps.gov/policy/DOrders/DOrder24.html

2002a *Director's Order #28*: *Cultural Resource Management.* http://www.nps.gov/policy/DOrders/DOrder28.html.

2004c *Director's Order #28A: Archeology.* http://www.nps.gov/policy/DOrders/DOrder28A.html (accessed Feb. 20, 2008).

2004d *Handbook for Oral History in the National Park Service,* by Janet A. McDonald. Draft. Washington, DC. http://www.cr.nps.gov/history/oh/oralh1.htm (accessed Feb. 20, 2008).

2006b *The Museum Handbook.* Three parts. http://www.nps.gov/history/museum/publications/index.html (accessed Feb. 20, 2008).

2008 "Programmatic Agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers for Compliance with Section 106 of the National Historic Preservation Act, November 14, 2008." www.nps.gov/history/preservation/docs/NationwidePA2008.pdf (accessed August 11, 2009).

Natural Resource References

National Park Service, U.S. Department of the Interior
1991 *NPS- 77: Natural Resource Management Guideline.* Washington, DC. http://www.nature.nps/gov/rm77.

1998b *Director's Order #77- 1: Wetland Protection.* http://www.nature.nps.gov/wetland/indexpro.html (accessed Jan. 18, 2008).

1998c *Procedural Manual #77- 1: Wetland Protection.* http://www.nature.nps.gov/wetland/indexpro.html (accessed Jan. 18, 2008).

1999a *Director's Order #41: Wilderness Preservation and Management.* Washington, DC. http://www.nps.gov/policy/DOrders/DOrder41.doc.

1999b *Reference Manual 41: Wilderness Preservation and Management*. Washington, DC. http://www.nps.gov/policy/DOrders/RM41.doc.

2000b *Director's Order #47: Sound Preservation and Noise Management*. http://www.nps.gov/policy/DOrders/DOrder47.html.

2002 *Air Quality in National Parks 2002*. http://www2.nature.nps.gov/air/pubs/aqnps.cfm (site accessed Feb. 19, 2008).

2003a *Director's Order #77- 2: Floodplain Management*. http://www.nps.gov/policy/DOrders/DO77-2--Floodplains.pdf (access Feb. 20, 2008).

2003b *Interim Technical Guidance on Assessing Impacts and Impairment to Natural Resources*. Natural Resource Program Center. http://www2.nrintra.nps.gov/ard/docs/nrimpairment.pdf.

2004e *Procedural Manual 77- 2: Floodplain Management*. http://www.nature.nps.gov/rm77/floodplain.cfm (accessed Jan. 18. 2008).

2004f *Natural Resource Management Reference Manual #77*. http://www.nature.nps.gov/rm77.

Public Involvement References

American Planning Association

2000 *Useful Public Meetings: A Practical Guide* (Chicago). Available through http://www.planning.org.

Cestero, Barb

1999 *Beyond the Hundredth Meeting, A Field Guide to Collaborative Conservation on the West's Public Lands*. Tucson, AZ: Sonoran Institute.

Federal Highway Administration,

1994 *Innovations in Public Involvement for Public Transportation Planning*. http://ntl.bts.gov/DOCS/trans.html (accessed Feb. 19, 2008).

1996 *Public Involvement Techniques for Public Transportation Decision- making*, by Howard/Stein- HudsonAssociates, Inc. and Parsons Brinckerhoff Quade and Douglas. Plulication No. FHWA- PD- 96- 031. http://www.fhwa.dot.gov/reports/pittd/cover.htm (accessed Feb. 19, 2008).

General Services Administration

2001 "Federal Advisory Committee Management, Final Rule, 41 CFR 101- 6 and 102- 3." *Federal Register* 66(139), July 19, 2001, 37727–50. http://www.gsa.gov/gsa/cm_attachments/GSA_DOCUMENT/FACAFinalRule_R2E-cNZ_0Z5RDZ-i34K-pR.pdf (accessed Feb. 19, 2008).

Municipal Research and Services Center of Washington

1998 *Public Hearings: When and How to Hold Them*, by Bob Meinig. Seattle, WA. http://www.mrsc.org/focuspub/hearings.aspx?r=1 (accessed Feb. 19, 2008).

National Park Service

2001 *Superintendent's Guide to Public Affairs*. Rev. May. http://classicinside.nps.gov/programs/divisioncustommenu.cfm?menuid=1987&div=27

2003b *Director's Order #75A: Civic Engagement and Public Involvement*. http://www.nps.gov/policy/DOrders/75A.htm (accessed Jan. 18., 2008).

2005d *National Park Service Guide to the Federal Advisory Committee Act*. Office of Policy. http://www.nps.gov/policy/DOrders/facaguide.html (accessed Jan. 18, 2008).

U.S. Department of Energy
1999 *How to Design a Public Participation Program*, by James L. Creighton. Office of Intergovernmental and Public Accountability.

U.S. Fish and Wildlife Service
2001 *A Handbook for Outreach*. http://training.fws.gov/library/Pubs/outreach_handbook01pdf.pdf

University of Virginia's Institute for Environmental Negotiation, The Wilderness Society, and National Audubon Society
2001 *Collaboration: A Guide for Environmental Advocates*, by E. Franklin Dukes and Karen Firehock. http://www.virginia.edu/ien/docs/collaboration_part1.pdf (accessed Feb. 19, 2008).

Visitor Experience References

National Park Service, U.S. Department of the Interior
1996b *Planning for Interpretation and Visitor Experience*. Harpers Ferry Center. http://www.nps.gov/hfc/pdf/ip/interp-visitor-exper.pdf (accessed Jan. 18, 2008).

2000e *Comprehensive Interpretive Planning: Interpretation and Education Guideline*. Harpers Ferry Center. http://www.nps.gov/hfc/pdf/ip/cip-guideline.pdf (accessed Feb. 28, 2008).

2005e *CIP Guide — A Guide to Comprehensive Interpretive Planning*. Office of Interpretation and Education, Intermountain Region. http://inside.nps.gov/regions/custommenu.cfm?lv=2&rgn=272&id=5830