

Resource Management Plan Guidebook



Planning for the Future



Department of the Interior
Bureau of Reclamation
February 2003

Mission Statements

The mission of the Department of the Interior is to protect and provide access to our Nation's natural and cultural heritage and honor our trust responsibilities to Indian tribes and our commitments to island communities.

The mission of the Bureau of Reclamation is to manage, develop, and protect water and related resources in a environmentally and economically sound manner in the interest of the American public.

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Acknowledgments

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Executive Summary

This *Resource Management Plan Guidebook* provides practical, hands-on information on how to prepare a Resource Management Plan (RMP) so that future resource decisions are consistent with Bureau of Reclamation (Reclamation) management objectives and authorized purposes, as well as with growing public demand for recreation, water development, and environmental protection. Reclamation's *2000 - 2005 Strategic Plan* indicates that the agency will develop, monitor, and update RMPs for lands managed by Reclamation or for lands cooperatively managed with another entity. With these general purposes in mind, a summary of the guidebook is as follows:

- **Overview** (Chapter I). After a discussion of RMPs as they relate to Reclamation and Department of the Interior goals and strategies, this chapter cites authorization and supplemental guidance on the preparation of RMPs and their purpose and benefit.
 - **Administration** (Chapter II). This chapter describes some of the major administrative procedures that should be accomplished before, during, and after an RMP is prepared. Among the procedures are those concerning
 - Who will prepare the RMP under area office direction
 - Prioritizing and funding RMPs
 - Preparing statements of work and awarding contracts
 - Establishing an interdisciplinary team
 - Public and interagency involvement and coordination
 - Implementation, monitoring, and revision
 - **Planning Process** (Chapter III). This chapter provides an overview of Reclamation's 10-step RMP planning process and describes what activities might occur within each step.
 - **Components of a Resource Management Plan** (Chapter IV). This part of the guidebook essentially provides a cover-to-cover, chapter-by-chapter snapshot of representative RMP documents, specifying what can go where, from the cover and title page to the Bibliography, Glossary, and attachments or appendices.
 - **Supplemental Resource Management Plan Information** (Chapter V). Tangible examples of useful graphics—tables, graphs, charts, and photographs—are provided in this section, which also includes some writing tips and suggestions for ways to describe and analyze environmental resources.
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- **Attachments.** Twenty-one attachments are included, ranging from a list of important laws and regulations and a sample statement of work to a *Public Meeting Survival Guide* and sample planning criteria. These examples provide for further, practical application of the principles described in the body of this guidebook.
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Acronyms and Abbreviations

BA	biological assessment
BIA	Bureau of Indian Affairs
BLM	Bureau of Land Management
BO	biological opinion
CE	categorical exclusion
CEQ	Council on Environmental Quality
CFR	Code of Federal Regulations
CIS	Customer Information System
DM	<i>Departmental Manual</i>
DOI	Department of the Interior
EA	environmental assessment
EIS	environmental impact statement
E.O.	Executive order
EPA	Environmental Protection Agency
ESA	Endangered Species Act
FACA	Federal Advisory Committee Act, Public Law 92-463
FLPMA	Federal Land Policy and Management Act of 1976
FONSI	finding of no significant impact
FS	U.S. Forest Service
FWCA	Fish and Wildlife Coordination Act of 1958
FWS	U.S. Fish and Wildlife Service
GIS	geographic information system
GPO	Government Printing Office
ID	interdisciplinary
Indian	American Indian
ITAs	Indian Trust Assets
MATS	Multi-Attribute Tradeoff System
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
NAGPRA	Native American Graves Protection and Repatriation Act
<i>National Register</i>	<i>National Register of Historic Places</i>
NEPA	National Environmental Policy Act

NHPA	National Historic Preservation Act
NOAA Fisheries	National Oceanic and Atmospheric Administration Fisheries
OHV	off-highway vehicle
O&M	operation and maintenance
OMB	Office of Management and Budget
P&Gs	<i>Economic and Environmental Principles and Guidelines for Water and Related Land Resources Implementation Studies</i>
PIP	Public Involvement Plan
P.L.	Public Law
Project	Reclamation Project
Reclamation	Bureau of Reclamation
RMP	Resource Management Plan
RNAs	research natural areas
ROS	recreation opportunity spectrum
SHPO	State Historic Preservation Officer
SOW	statement of work
Task Force	Department of the Interior Task Force
TCPs	traditional cultural properties
TSC	Technical Service Center, Bureau of Reclamation, Denver, Colorado
WROS	Water Recreation Opportunity Spectrum

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Introduction

The Bureau of Reclamation's (Reclamation) mission statement declares that it is "to manage, develop, and protect water and related resources in an environmentally and economically sound manner in the interest of the American public." Planning, through Resource Management Plans (RMPs), provides specific direction for Reclamation to accomplish its mission at water resource development projects. Reclamation's *2000 – 2005 Strategic Plan* indicates it will develop, monitor, and update RMPs for lands directly managed by Reclamation and for lands cooperatively managed with another Federal or non-Federal entity.¹

The guidance provided herein is discretionary, and the attachments are to be considered only as reference materials; however, the guidance provided will result in an RMP document that can effectively assist Reclamation in planning, decisionmaking, and implementing actions and activities affecting the resources under its jurisdiction. Because resource situations/issues differ greatly among the different Reclamation regions and from State to State, creativity and flexibility are allowed in preparing RMP documents so that they can address specific issues that meet local public expectations and address specific resource conditions. This *Resource Management Plan Guidebook* is intended to be a dynamic document which will be updated, as necessary.

The RMP is to chart the desired future condition for the area in question—the resultant biological, physical, and social condition that Reclamation desires to see once all the RMP management actions have been implemented. The RMP document should be sufficiently detailed to direct future development, but it should be flexible enough to allow resolution of day-to-day problems.

Reclamation Goals

The demand for Reclamation lands and water is increasing at a phenomenal rate. Recreation use is currently expanding by an estimated 1.2 million visitors per year at Reclamation reservoirs. Because there is increasing competition for the use of Federal lands by a variety of users (e.g., recreationists, power companies, oil and gas companies,

¹ There may be small scattered tracts of land under the jurisdiction of Reclamation that may not require the completion of an RMP. When Reclamation Project use or size, location, and access of a tract of land does not lend itself to resource allocations or multiple use, expenditure of funds to develop an RMP may be unwarranted.

and special interest groups), RMPs are a valuable tool that will help Reclamation make informed decisions affecting competing uses of its lands. In addition, the overall objectives for completing an RMP should be consistent with the objectives identified in Reclamation's *2000 – 2005 Strategic Plan*, which include the following:

- P Manage, develop, and protect water and related resources to meet the needs of current and future generations
- P Operate, maintain, and rehabilitate facilities safely, reliably, and efficiently to provide Reclamation Project (Project) benefits
- P Advance Reclamation's organizational effectiveness

An RMP provides management direction consistent with authorized Project purposes while, at the same time, recognizing the rights and interests of existing contracts, legislation, and other entities concerning an identified land area that is under the jurisdiction of Reclamation. An RMP identifies measures necessary to achieve a desired future condition of the resources within a management area² covered by the RMP. Management direction is set forth in the form of goals, objectives, standards, and guidelines. These, in turn, set the stage for management actions, activities, and uses that affect management frameworks and partnerships, land management, and water, recreation, visual, natural, and cultural resources. The management direction could be general in nature to the management area (area-wide) or unique to a portion of the management area (site specific). Monitoring and evaluation of an RMP are intended to ensure conformance and good stewardship.

Departmental Goals

The Department of the Interior (DOI) has developed broad goals that provide a framework for bureaus within the department. These goals can be found in Reclamation's *2000 – 2005 Strategic Plan*. RMPs provide the means to achieve all or part of the following goals:

- P Provide recreational opportunities and adequate recreation facilities for America
- P Protect the environment and preserve the Nation's natural and cultural resources

² A "management area" can be described as a geographic or study area that can be effectively managed as a relatively independent unit. Project and management areas are not necessarily synonymous because there can be several management areas within a project. A management area may be a reservoir area, wildlife area, or canal, or an area that has similar problems or issues.

- P Manage natural resources for a healthy environment and strong economy
- P Meet responsibilities to Native Americans

Reclamation Strategy

Reclamation's *2000 – 2005 Strategic Plan* provides overall direction for resource management activities.³ This guidebook provides overall direction for preparing RMPs that address the major objectives of the *2000 – 2005 Strategic Plan*. Strategic Plans are continually being updated and modified; therefore, users of this guidebook should visit the Strategic Plan Web site periodically to determine if Reclamation's and/or DOI's strategies and priorities have changed.

In 1992, a DOI Task Force (Task Force) was organized to gather information about the resource management activities of the land and resources management bureaus within the department and to recommend ways that the bureaus could more efficiently and effectively accomplish planning activities.⁴ The Task Force stated that “Resource management is integral to proper stewardship of the lands and resources the DOI manages because it is through this dynamic planning process that land use decisions are made.”

In response to the Task Force report recommendations, Reclamation identified seven strategies for managing land resources. The strategies developed are to:

- P Responsibly manage Reclamation lands, stressing a balance of resource development, public recreation, and protection of natural and cultural resources and environmental values
- P Make Reclamation lands and facilities accessible for persons with disabilities
- P Complete the inventory and evaluation of cultural resources on Reclamation lands and develop a program to curate those resources through partnerships with museums, universities, and other entities
- P Ensure that Reclamation lands are free of illegal drugs

³ The Worldwide Web address for the *2000 – 2005 Strategic Plan* is <<http://www.usbr.gov/gpra/strategicplan2000-2005.pdf>>.

⁴ Report of the Budget Formulation Task Force on Resource Management Planning, DOI, November 3, 1992.

- P Identify and resolve cases of unauthorized and disputed uses
- P Continue the review of Reclamation land withdrawals in accordance with the Federal Land Policy and Management Act of 1976 (FLPMA)
- P Complete land use agreements with those interested in utilizing real property under Reclamation's jurisdiction, ensuring that a fair cost recovery is received

Reclamation should continue to follow these strategies to manage lands and water under its jurisdiction and authorities and is encouraged to develop RMPs for Reclamation lands and water using the guidelines developed in this guidebook.

Entity Responsible for Preparing a Resource Management Plan

Reclamation has the ultimate responsibility for ensuring that an RMP is prepared and implemented for lands under its jurisdiction and for ensuring the protection of Project facilities and purposes. However, Reclamation has different levels of planning responsibility for lands under its jurisdiction because its lands may be managed by a non-Federal Government entity or another Federal entity. Regional Directors or their designee(s) have the discretion to determine if Reclamation or another entity should pay for and prepare an RMP for a particular management area. This decision should be made after consultation with the involved entity. An RMP should not be initiated by Reclamation on lands managed by another Federal entity if such lands already have an appropriate planning document that has been prepared by the other entity.

Other Federal Entities.—When another Federal entity has jurisdiction of the lands and natural resources on an authorized Project through a legislative transfer (not just as a managing partner), that entity should be responsible for completing an RMP using its laws, rules, regulations, policy, and guidance (e.g., a National Recreation Area where the lands and resource programs are managed by either the National Park Service or U.S. Forest Service). Reclamation should participate in this planning effort as a cooperating entity to ensure that the underlying Project purposes are protected and its needs are met.

Reclamation.—When Reclamation is the sole manager, or when a non-Federal entity or another Federal entity manages resources and/or land through a management agreement or contract, Reclamation is ultimately responsible for completing the RMP. Reclamation's managing partners should cooperate in the preparation of the RMP pursuant to the terms,

conditions, and procedures contained in their respective agreement or contract. This cooperation may involve cost sharing by the non-Federal or other Federal managing partner.

Regardless of which entity has lead responsibility for completing the RMP, it is important that resource management planning be done in cooperation with all entities, groups, and individuals that have an interest in the area or that have something to contribute to the planning effort. Federal agencies, such as the U.S. Fish and Wildlife Service (FWS) and Bureau of Land Management (BLM), and State entities, such as State game and fish and parks departments, may have inherent authorities to manage certain resources on Reclamation lands with or without agreements. Although these entities may not be responsible for initiating an RMP, they need to be actively involved in the planning process.

During the RMP planning process, Reclamation should consider adjoining land areas that are under the control of other entities or individuals. Close coordination should be implemented with these entities or individuals to ensure that prescribed land uses are compatible. Although these entities or individuals are not responsible for preparing or funding the RMP, they should be involved throughout the planning process.

Authorization

Reclamation's authority to prepare RMPs is vested in the broad authority of the Reclamation Act of 1902 (Chapter 1093, 32 Stat. 388); the Reclamation Project Act of 1939 (Chapter 418, 53 Stat. 1187); the Federal Water Project Recreation Act (Public Law [P.L.] 89-72, 79 Stat. 213); and, more specifically, in the Reclamation Recreation Management Act of 1992 (P.L. 102-575, Title 28 [2805(c)(1)(A)]). The Reclamation Recreation Management Act authorized the preparation of RMPs to "provide for the development, use, conservation, protection, enhancement, and management of resources of Reclamation lands in a manner that is compatible with the authorized purposes of the Reclamation Project associated with the Reclamation lands." In addition, specific legislation for a Project may provide additional authorization to prepare planning documents such as RMPs.

The management of federally owned lands is governed by a multitude of laws, Executive orders (E.O.), rules, regulations, policies, directives, and standards. **Attachment A** lists some of the more important laws and regulations that apply to lands under the jurisdiction of Reclamation and also identifies major elements of each. A summary of related environmental and cultural resource laws, rules, regulations, and instructions is also contained in Reclamation's *National Environmental Policy Act Handbook (NEPA Handbook)*.

Supplemental Guidance

- P** **Land Resource Management Policies, Directives, and Standards sections of the *Reclamation Manual*** should be followed, as appropriate. In general, these policies, directives, and standards reaffirm that planning documents (RMPs) should be prepared and maintained, as needed, for all land and associated resources under Reclamation's jurisdiction, including acquired, withdrawn, and leased lands. The scope and detail of an individual planning document should be commensurate with the size and value of the lands and resources being managed; the current and projected problems, uses, and conflicts in the area; and public interest in the area. Planning documents are to be budgeted for, scheduled, and prepared by area offices following priorities established by the Area Manager. In cases in which an area is being managed by a non-Federal entity, the non-Federal entity will be expected to fully participate in the planning process and to implement the results of the plan.
- P** **The *Decision Process Guidebook*** (<http://www.usbr.gov/Decision-Process>) can assist RMP team members in the preparation of RMPs. The decision process steps needed to successfully reach a defensible decision are outlined in the guidebook. Because the decision process steps are similar to the planning steps presented in this document, both can be used concurrently to ensure that “decisionmakers reach and implement a confident, balanced decision—one capable of withstanding the scrutiny of multiple publics and even the courts, if necessary.”
- P** **The *Water Recreation Opportunity Spectrum (WROS) Guidebook*** developed by Reclamation can assist the preparers of RMPs in integrating recreation considerations into the larger comprehensive planning effort where multiple uses and allocation of water and land resources are necessary. The purpose of this resource guide is to provide operational guidance on how to implement WROS in the inventory, planning, and management of recreation opportunities on or adjacent to water resources. The guidebook details the components of WROS and how they interface with Reclamation's resource planning process; provides important recreation management guidelines and standards; and contains important related information on visitor capacity, scenic resource assessment, and visitor monitoring.
- P** **Reclamation's *NEPA Handbook*** (<http://www.usbr.gov/nepa>) describes policies and procedures for implementing the National Environmental Policy Act (NEPA) of 1969 (42 U.S.C. 4321, et seq.), the Council on Environmental Quality's (CEQ) Regulations for Implementing the Procedural Provisions of NEPA (40 CFR [Code of Federal Regulations] Parts 1500-1508) and the *Departmental Manual* (DM) 516 DM 1-7. Since the preparation and implementation of an RMP is a major Federal action, Reclamation is
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required to consider the environmental impacts of the action before the RMP is implemented. The *NEPA Handbook* will assist preparers of the RMP in identifying the related environmental laws and regulations that need to be addressed during the NEPA compliance process and how the NEPA process is implemented in conjunction with other documents such as RMPs.

P *Economic and Environmental Principles and Guidelines for Water and Related Land Resources Implementation Studies (P&Gs)* may be of value as an economic analysis reference should land and resource development be identified in conjunction with the RMP's stated management goals. The Economics Group in the Technical Service Center (TSC) has also published a number of technical memoranda providing guidance on the various types of economic and financial analysis specifically related to land-based development on Reclamation lands. The guidance provided in the P&Gs can help estimate the recreation, fish, and wildlife benefits of the planning effort, if so desired. The P&Gs were established pursuant to the Water Resources Planning Act of 1965, P.L. 89-90, as amended, and are intended to ensure proper and consistent planning by Federal entities in the formulation and evaluation of water and related land resources implementation studies.

P *The Federal Advisory Committee Act (FACA), P.L. 92-463*, as amended, provides guidance on establishing and maintaining advisory committees (e.g., board, commission, council, conference, panel, task force, or other similar group), which may be established by Reclamation to assist in the preparation of an RMP. The function of advisory committees should be advisory only and should be established under strict adherence to the FACA.

Other directives, standards, guidelines, and mandates for such resources as cultural areas, recreation, lands, NEPA, and wetlands can be found on Reclamation's intranet site under "Manuals" or on the internet at <<http://www.usbr.gov/recman/>>. (Note: The Worldwide Web addresses referenced in this guidebook may change periodically and will be updated, along with other information, as necessary.)

Purpose and Benefit

The purpose of RMPs, which serve as a basis for future resource decisions, is to incorporate into one document all the information pertinent to the future guidance of a management area. This can include an analysis of the resources of the area, identification of land use suitability and capability, land acquisition and disposal needs, determination and designation of land use zones, and development of management policies, objectives, responsibilities, guidelines, and plans. An RMP should set goals for the management area, establish desirable use levels, identify types of

development and land uses, and, finally, determine how all of this will be accomplished. The RMP is a continuation of Reclamation's authorities, policies, and guidelines developed through public input. The planning life of an RMP is typically 10 years; however, an RMP may be modified by an amendment or totally revised, if warranted, before the end of the 10-year planning period.

The guidelines in this document are intended to introduce resource specialists to the basic concepts and principles that can be used in a planning effort, such as:

- P The need for public involvement
- P Proper evaluation of public input
- P The collection of appropriate resource technical information
- P Proper analysis of the technical information
- P The need for implementation schedules
- P The need for monitoring and updating the information contained in the RMP

On a practical level, RMPs can assist in the preparation of annual Work Plans that reflect sound management decisions. In addition, an RMP can achieve the following objectives:

- P Incorporate other Reclamation planning and agreement information about a management area in a single document
 - P Define responsibilities, authorities, and rights in a management area
 - P Develop implementation schedules and provide the means to perform program evaluations
 - P Provide managers with a road map to wise resource use by establishing sound practices to manage and protect resources, allocate resources, and identify appropriate uses of lands
 - P Allow public involvement to assist in making resource management decisions
 - P Justify budgets, because land management decisions have gone through the planning process, which included analyses of the impacts of the proposed action and public involvement
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- P Resolve a large part of the internal and external issues over land use matters that occur in the absence of, or the disregard for, RMPs
 - P Establish use levels that protect resources and Project purposes and are compatible with the needs of the public, if possible
 - P Identify appropriate types of land use development that may be permitted and provide for the orderly, coordinated development of facilities in a given area

Organization of the *Resource Management Plan Guidebook*

The intent of chapter I is to present some of the basic concepts, principles, authorizations, and guidance dealing with the preparation of RMPs, and it includes a discussion of their value to managers. The remainder of this guidebook contains practical guidance on how to prepare RMPs that optimize responsible resource management and that foster wise decisions. Chapter II describes the administrative details that should be followed to successfully initiate the RMP process and to make the process run smoothly. Chapter III documents the steps in the resource management planning process and describes the different activities that need to be accomplished within each planning step. Chapter III also describes the NEPA process and how it relates to resource management planning. Chapter IV describes a typical RMP outline by chapter and discusses the level of content within each chapter. Chapter V discusses other considerations, such as graphics and geographic information system (GIS) products, that could be considered for inclusion in an RMP. Attachments are included in this guidebook to provide supplemental guidance for successful completion of RMPs. These attachments are provided at the end of the document in the order they are referenced.

Where appropriate, excerpts from the *Resource Management Plan Guidelines* (March 1991) of Reclamation's Great Plains Region, and excerpts from the Mid-Pacific Region's *A Guide for the Preparation of Resource Management Plans* (December 1988), have been included in this guidebook. In addition, reference material associated with resource planning efforts of other Federal entities has been used where appropriate.

Introduction

Preparing RMPs for lands under Reclamation’s jurisdiction can be a time-consuming activity; therefore, RMPs should be scheduled on a priority basis for management areas that would benefit from the completion of an RMP. As a result, many areas will need to be managed for extended periods of time without the benefit of an RMP. In these instances, area office personnel should use the many different laws, E.O.s, rules, regulations, policies, directives, and standards concerning Federal lands and activities to guide them in their management activities. Case studies of previous successful land management decisions and procedures can be used for guidance. Advice and assistance are also available from regional, Commissioner’s, and TSC offices.

Once a decision has been made, and funding and staff resources are assigned to prepare an RMP, certain procedures or actions should be followed that can facilitate completion of RMPs in a timely and organized manner and within established budgets. This chapter describes some of the major administrative actions that should be accomplished by Reclamation and others in preparing and implementing an RMP.

Responsibility

Area Managers and their staff are responsible for conducting resource management planning, as needed, for the acquired, withdrawn, and leased lands under their jurisdiction. However, depending on the terms and conditions of the management agreement, Reclamation may choose to delegate this responsibility to a managing partner. If the responsibility is delegated, Reclamation should ensure that the managing partner(s) follow the guidance provided in this guidebook and that Project purposes, Federal lands, and natural and cultural resources are protected. The initial phase of this planning is to determine which areas need RMPs and to develop a priority list to establish the order in which these plans will be prepared ([see the following section, “2. Process for Prioritizing Management Areas”](#)). Once it is decided to prepare an RMP for an area, it is the job of the area office to actually prepare the plan or to ensure it is prepared by another organizational level within Reclamation, such as the regional office or the TSC, or by a managing partner or contract with a private consulting firm.

Regardless of which entity has primary responsibility, it is important that resource management planning be done in cooperation with all entities and groups that have an interest in the area or that have something to contribute to the planning effort.

The area offices are responsible for scheduling, budgeting, preparing, and implementing RMPs. Reclamation's goal is to provide some consistency in resource management planning and document preparation on a Reclamation-wide basis. Therefore, it is suggested that Reclamation offices follow the guidance provided in this guidebook.

Phase I Preliminary Resource Management Plan Administrative Actions

Several administrative actions may have to be accomplished before an area office can initiate the actual preparation of an RMP. Some of the major preliminary administrative actions that may be necessary are defining management areas, prioritizing management areas, budget planning, determining the level of NEPA compliance, preparing a statement of work (SOW), contract award, Office of Management and Budget (OMB) clearance for use of public surveys for data collection, and establishing an interdisciplinary (ID) team.

1. Defining Management Areas

Individual RMPs should be developed for facilities/lands that are considered as individual management areas. There are no fixed guidelines on what may comprise a management area, and management areas within a Project may vary in size and complexity. These lands may encompass an entire Project, but usually consist of only a part or segment of the Project. Some examples of areas which could be viewed as a management area are:

- P Entire reservoirs and surrounding areas
 - P Geomorphological boundaries such as drainage basins
 - P Wildlife or other mitigation areas that may be separated from other Reclamation lands
 - P Certain reaches of canals, drainages, and other irrigation works
 - P Specific areas within Reclamation's jurisdictional boundaries or specific areas assigned to a managing partner
 - P Areas that have similar management problems or concerns
-

2. Process for Prioritizing Management Areas

When prioritizing management areas, the area generally identified as having the greatest impact on the public or environmental resources should be given the highest consideration.

Because staffing and budgets are limited, it is recognized that emphasis will be given to those areas that could benefit the most from a completed RMP. As stated earlier, it is the responsibility of each area office to complete RMPs; therefore, it should be their responsibility to prioritize and fund the RMPs.

In October 1993, a Reclamation-wide RMP team identified key factors to evaluate the need for an RMP and submitted their recommendations to the Assistant Commissioner – Resources Management. The factors were then developed further into defined criteria used to evaluate the management areas needing RMPs. These criteria include:

- P Cost-share opportunities for RMP preparation
- P Public use/user conflicts
- P Economic benefits
- P Management responsibilities
- P Cultural and natural resource protection
- P Existing land uses

The Multi-Attribute Tradeoff System (MATS)¹ was then used by applying the evaluation criteria to each proposed management area and used to compare each area on a priority basis (see **attachment B** for an example of the priority system used by the RMP team in prioritizing certain management areas and for the MATS - PC user manual and computer disk of the program). Each office may use this system, or a similar system, to help prioritize management areas to be covered under an RMP. **Attachment C** includes a diagrammatic sketch of a prioritization process that was submitted to all regions via memorandum dated May 6, 1988, from the Assistant Commissioner – Resources Management. It is

¹ *MATS - PC, Multi-Attribute Tradeoff System, Version 2.02, Personal Computer Version*, January 1994, is a user-friendly program developed by Reclamation to assist decisionmakers in evaluating alternatives. For the purposes of this document, MATS - PC can assist Reclamation personnel in prioritizing the completion of RMPs by comparing certain selected evaluation criteria/factors.

important to note that considerable time and effort should be used to collect similar information for each management area. The evaluation criteria can then be used objectively to prioritize the areas to be covered in an RMP.

3. Budgeting

Since Area Managers are responsible for the preparation of RMPs, all budget requests should be initiated at the area office level following the same procedures that are used for budgeting other activities. Every region budgets somewhat differently, but, generally, the area offices prepare budget estimates and justifications and submit them to the regional office for consolidation. Reclamation should always seek alternative funding sources, such as cost sharing with managing partners.

Guidance on budgeting can be found in the “Administrative Series - Budget Management” section of the *Reclamation Manual* and in the *Program and Budget Handbook*. Funds for preparing RMPs should be budgeted under “A20 Level 2 (Activity): Land Management and Development.” More information on budgeting can be found on Reclamation’s intranet site at <<http://www.usbr.gov/recman/index.htm>>.

Remember that the size of the area is not the only factor that may influence the cost of an RMP and that the cost of preparing an RMP is not directly proportional to the size (e.g., the cost for preparing an RMP for a small reservoir may be just as much as for a large reservoir). Budget estimates should be prepared early in the process so that adequate funding can be requested in advance and over an extended period of time (approximately 2 years). In addition to size, some items that may influence the cost of completing an RMP are:

- P Availability or absence of data which might be necessary to evaluate potential actions needed to make reasonable management decisions
 - P Public use of the area (e.g., user conflicts attributable to the use of the management area by the public or other land uses such as the number of licenses, leases, and permits issued within a management area)
 - P Level of NEPA compliance required for the Federal action of preparing and implementing an RMP (e.g., categorical exclusion [CE], environmental assessment [EA], or environmental impact statement [EIS])
 - P Number of internal and external issues identified in pre-scoping
-

- P Location (e.g., urban, rural, or remote)
- P Types of natural and cultural resources existing within the management area
- P Level of consultation needed with concerned State and Federal entities such as the FWS and State Historic Preservation Officer (SHPO), Tribal/National governments, and private organizations such as Trout Unlimited, Audubon Society, and Ducks Unlimited
- P Types of mapping or inventories needed (GIS or AutoCad map preparation, wetland or cultural resource inventories, etc.)

4. NEPA Compliance

The level of NEPA compliance necessary to complete an RMP will affect budgets and schedules; therefore, the area office should determine the likely level of NEPA compliance necessary and implement the appropriate NEPA activity early in the RMP process. Depending on available funding and resource program needs, area offices will prepare either a programmatic or site-specific RMP and NEPA compliance document. (See *NEPA Handbook* for guidance on programmatic NEPA compliance.) If a programmatic RMP and associated NEPA compliance document is prepared, site-specific NEPA will have to be accomplished before the initiation of any ground-disturbing activities. When site-specific NEPA is initiated for actions identified in the RMP, Reclamation can tier² off the existing RMP NEPA document or other existing NEPA documents that may have a bearing on the management area and its resources. Potential NEPA compliance levels include:

- P Categorical exclusion (DOI, Departmental Exclusion 1.10,³ or Reclamation Exclusion 9.4C4⁴)
- P Environmental assessment
- P Environmental impact statement

² Tiering is defined as “The coverage of general matters in a broad National Environmental Policy Act document with subsequent narrowly focused documents; it helps to eliminate repetitive discussions and allows the site-specific documents to focus on specific issues.”

³ Departmental Exclusion 1.10 addresses policies or directives that are administrative or that are too broad, speculative, or conjectural for meaningful analysis.

⁴ Reclamation Exclusion 9.4C4 addresses approval on land management plans when implementation will only result in minor construction activities and minor changes in operation and maintenance activities.

The area office should use Reclamation's *NEPA Handbook* to coordinate the NEPA process with the RMP process. The *NEPA Handbook* provides detailed guidance on the NEPA process and can be accessed at <<http://www.usbr.gov/nepa>>, and the discussion of NEPA in chapter III provides additional information.

5. Preparing a Statement of Work

The area office should prepare a SOW for the preparation of an RMP. It is best to prepare a SOW prior to the year funding is programmed. This effort will facilitate the award of a contract as funds become available and ensures obligations and work will be substantially completed in the designated timeframe. The SOW is intended to provide detailed guidance to the Reclamation personnel or private contractors who are preparing the RMP for the initiating office. The SOW should be prepared under the direction of the team leader or other designated person. Two examples of a SOW are included in **attachment D**. The main components of a SOW should include, but are not limited to:

- P A background section describing the management area, responsible office, identified issues, and tasks to be performed.
 - P An overview section describing, in general terms, the products—such as a Public Involvement Plan (PIP), RMP, NEPA document, Work Plan, and schedule—that are to be completed. This section may also include a description of the relationship of the RMP to the PIP, as well as the level of consultation and coordination needed with the Contracting Officers Technical Representative if the RMP is being contracted, or with the team leader if the RMP is to be completed in-house.
 - P A section that details both the general and specific tasks required of the contractor or Reclamation personnel preparing the RMP and NEPA document (i.e., what is contained in each chapter of the RMP and NEPA document), including a description of the resource management area (physical boundaries), data collection needs, and others. This section should also provide specific details on how to conduct public involvement activities (conduct public meetings, open houses, and public hearings; prepare scoping notices, public newsletters and updates; and process public comments).
 - P Government or initiating office responsibilities, including a list of responsibilities that the Government or initiating office will have during the process and what, if any, deliverables are to be given to the contractor or Reclamation personnel who are preparing the RMP and NEPA document.
-

- P Deliverables and reporting responsibilities of the parties who are preparing the RMP and NEPA document. This could include, but is not limited to, progress reports, draft documents, maps, data, photographs, review procedures, and others.

- P Attachments that are part of the SOW to help guide the contractor or Reclamation personnel in the successful completion of the RMP and NEPA document. Attachments could include this guidebook, a sample outline of a typical RMP, a NEPA document format, a list of resources to be discussed, a list of known interested parties, and others.

The SOW should identify the planning effort in sufficient detail so that resource requirements and costs can be estimated. Therefore, the completed SOW should enable the proposed preparers of the RMP and associated NEPA document to submit the following items to the responsible office for evaluation:

- P Staff-day cost estimate and breakdown of tasks by discipline

- P Work Plan

- P PIP

- P Schedule

- P Cost estimate, including travel costs

- P Personnel assignments

- P Deliverables

- P Communication responsibilities

In addition to the SOW, the area office under the direction of the team leader should prepare a detailed Government estimate for the costs outlined in the SOW. This estimate is compared to the proposal submitted by the entity requested to prepare the RMP.

Estimates for additional services and modifications to contracts or agreements may be necessary as the planning process is carried out. It is very important to work with contracting staff to ensure that procurement requirements are met as these changes occur.

6. Contract Award

If managed correctly, contracting with the private sector or another Reclamation organization to have RMPs prepared, rather than doing them at the area office, can be a successful method of completing the RMP and NEPA document. Since the TSC has the capability to produce RMPs and associated NEPA documents, the area office should first attempt to contract with the TSC for preparation of RMPs. A SOW should be supplied to the TSC, attention: Resources Management and Planning Group, Denver Technical Service Center. The SOW transmitted to the TSC should be similar in scope to a SOW that would be provided to a private consultant and as outlined below. The TSC will then supply the requesting office with a proposal outlining the items noted in “5. Preparing a Statement of Work.” If the proposal is accepted by the area office, a service agreement between the area office and TSC will have to be completed and a date to commence work negotiated.

If a private consultant is used, it is very important to follow the proper acquisition procedures, as outlined in the Federal Acquisitions Regulations, and to coordinate the effort with the procurement office. An acquisition strategy should be jointly developed and finalized by the area office and the procurement office before obtaining a contractor. Before an attempt is made to procure contract services through the competitive process, a review should be conducted to determine if an Indefinite Quantity Delivery Contract might already be in place that could be used to provide the needed services.

When using a private contractor, it is essential that the contractor prepare the RMP based on the direction provided in this guidebook and on Reclamation’s goals, objectives, and perspectives rather than those of other entities or segments of the public for whom the contractor has previously worked.

7. Office of Management and Budget Clearance

In some instances, it may be necessary to collect public information to establish baseline recreation, economic, or other resource information. Any questionnaire(s) given to the public to solicit such information requires the approval of the OMB. The questionnaire package sent to the OMB elicits a time-consuming and rather comprehensive process; therefore, it is necessary to start the OMB approval process in the early stages of the RMP planning process. (It takes the OMB approximately 6 months to approve a questionnaire that can be distributed to the public.) Checking with Reclamation’s Resource Management and Planning Group, Denver Technical Service Center, will reveal whether there is an existing OMB-approved survey questionnaire that would meet the needs of the area office collecting such information.

OMB, 5 CFR, Parts 1320.3(h)(4) and (8) discuss exemptions to OMB formal approval related to public involvement activities. This CFR, along with other CFRs, can be accessed at <http://www.access.gpo/nara/cfr/>. Item 4 allows Federal entities to obtain general information from the public as long as personal information about the commentor is not asked, other than self identification (i.e., name and address for the RMP mailing list). Item 8 is the exemption for any public comments associated with public meetings or hearings.

8. Establishing a Team Leader and Interdisciplinary Team

Preparation of an RMP requires an interdisciplinary approach coordinated by a team leader or other designated person. The team leader oversees an RMP process that is not a straight-line process with a clearly identifiable beginning and ending point; it is more of an interactive process with a number of steps and stages that may be repeated until sufficient data and public input are gathered to make a decision. This individual not only manages the team members, but oversees the public involvement program and is the public contact for matters concerning the RMP. With assistance from other staff, the team leader must decide what type of and how much public involvement is required during the RMP process.

The composition of an ID team is critical in determining the success of the planning effort. The team leader oversees administrative, technical, and plan documentation by using the expertise of other relevant staff, such as engineers, reports writers, biologists, hydrologists, geologists, and economists, and procurement, natural resource, cultural resource, environmental, public involvement, recreation, and realty specialists. The team leader should decide which disciplines are necessary and then guide and direct the process to completion. The composition depends on the nature of the planning effort.

An ID team is needed to effectively respond to the complex needs of customers and organizations and to better identify potential impacts to the existing environment. While the mix of disciplines required for a team may vary from RMP to RMP, there are some generic characteristics of good team members. Good team members should:

- P Possess the technical expertise to meet study needs
 - P Have the temperament to fit in with other team members, the team leader, and the public
 - P Work within the funding limits, study schedule, or other Work Plan requirements
-

A high degree of communication and informal coordination among all team members and the team leader should occur throughout the planning process.

The team leader and ID team must also recognize the role of Tribal/National⁵ governments, other Federal agencies, and State and local governments as regulators, land managers, and representatives of State constituencies, local communities, and other entities interested in or affected by uses of Reclamation lands and resources. Accordingly, opportunities must be provided for involvement of State, local, and Tribal/National governments in the planning process, including opportunities to participate in the identification of topics of general interest or concern relating to the plan area, and to:

- P Participate in the formulation of proposed actions that may affect or influence programs
- P Contribute to the streamlined resolution of any inconsistencies among Federal entity policies, RMPs, or programs
- P Develop, where appropriate and practicable, joint RMPs
- P Comment on draft documents

The team leader should ensure that appropriate information is made available and that no one, including persons with diverse opinions and values, is deliberately excluded or denied participation in the resource management planning process. Every effort should be made to reach a diverse cross-section of the general public, not just current land users or other government entities.

The primary duties and responsibilities of the team leader are to:

- P Ensure team communication, define management roles and responsibilities, and develop management study plans
- P Clarify objectives and identify problems and needs
- P Locate resource staff needs from Reclamation or contractors

⁵ The responsible official must recognize the government-to-government relationship between American Indian Tribal/National governments and the Federal Government and must consult with and invite Tribes/ native Nations to participate throughout the planning process as outlined in E.O. 13175, "Consultation and Coordination with Indian Tribal Governments" (November 6, 2000). The Worldwide Web address is <<http://ceq.eh.doe.gov/nepa/regs/eos/eo13175.html>>.

- P Schedule and prioritize work tasks, identify issues that will affect the prioritization of tasks, monitor performance, and ensure quality control of documents
- P Evaluate benefits versus costs, develop cost estimates and service agreements, and track budgets and expenditures
- P Coordinate public involvement activities and attend and lead public meetings and open houses
- P Schedule and lead an adequate number of team meetings and resolve conflicts between team members, if necessary
- P Periodically brief area and regional management on the progress of the RMP, issues, and alternatives

The primary duties and responsibilities of the ID team are to:

- P Assist in scoping for environmental compliance
- P Inventory and evaluate resource needs
- P Assist in formulating and analyzing alternatives and selecting preferred alternative(s)
- P Assist in preparing documents for decisionmakers
- P Follow the Work Plan
- P Identify mitigation measures, monitoring efforts, and program standards
- P Attend public meetings when necessary
- P Work as a team by attending ID team meetings and communicating with team members throughout the planning process

Phase II Administrative Actions Required During the Preparation of a Resource Management Plan

Several administrative actions should be followed once the RMP process has been initiated, whether the RMP is being prepared by the area office or has been awarded to a contractor. Several of the administrative actions that need to be completed during this phase of the

RMP process and discussed below include activities required by legislation. Because these actions directly affect the length of time needed to complete an RMP, they should be considered when establishing a time line for completion.

In addition, some of the administrative actions listed in this section are also considered to be NEPA compliance actions that would routinely be addressed as part of the NEPA process. These particular administrative actions are mentioned here rather than the NEPA section in chapter III to highlight their importance to the planning process (i.e., that consultation and coordination efforts have to be initiated early in the planning process so that pertinent information can be used by Reclamation in establishing reasonable RMP management actions for a variety of natural and cultural resources).

The following are some of the possible actions to be accomplished once the RMP has been initiated: preparation of a Work Plan and schedule; preparation of a PIP; Fish and Wildlife Coordination Act (FWCA), Migratory Bird Treaty Act, and Endangered Species Act (ESA) consultations; consultation for the National Historic Preservation Act (NHPA), Indian Trust Assets (ITAs), Indian sacred sites, and Native American Graves Protection and Repatriation Act (NAGPRA); FACA initiation and documentation, if necessary; preparation and maintenance of an active mailing list; preparation of public notices and newsletters; printing of team and administrative drafts; and preparation of final RMP and NEPA documents.

1. Preparation of Work Plans and Schedule

Work Plans are needed to get a clear picture of the scope, duration, and purpose of a proposed RMP. Work Plans address the approach and limits of the RMP and provide direction. Well-prepared Work Plans result in a more efficient use of time and effort in the RMP process. It should be noted that as information is gathered, conditions and issues may change the direction of the RMP, and when this occurs, Work Plans should be revisited and updated as needed, and contracts or service agreements may need to be modified.

Attachment E provides a list of questions to consider in the preparation of a Work Plan (see **attachment F** for an example of a Work Plan [Upper Colorado Region]).

A schedule should be prepared that allows sufficient time to complete the actions that may be identified in the Work Plan. The schedule should allow completion of the RMP and associated NEPA document within the timeframe in which funding is available. If the schedule changes due to unforeseen circumstances, the Work Plan should be modified accordingly, and additional funding may have to be secured. See **attachment G** for an example of a typical activity schedule (Lower Colorado Region).

2. Preparation of a Public Involvement Plan

The purpose of the PIP is to ensure that whenever Reclamation actions may significantly affect individuals or groups, Reclamation will systematically provide opportunities for affected individuals, groups, and communities to be informed about the issues; as appropriate, to participate in the definition of the problem, objectives, and possible solutions; and to have their views documented and considered in the decisionmaking processes. The goals of the PIP are to ensure that programs respond to public needs and concerns and that they provide meaningful opportunities for the public to participate in and provide input to decisionmaking processes. This type of public involvement improves opportunities for developing successful agreements and solutions, minimizes litigation and disputes, invites input from all stakeholders, and provides credibility and accountability to the process. See **attachment H** for an example of a PIP that was prepared for an RMP in New Mexico.

Additional information regarding public involvement for Reclamation activities can be found in the *Reclamation Manual*. See *Reclamation Manual* CMP PO3 and CMP 04-01 (<<http://www.usbr.gov/recman/>>). DM 301, chapter II, also contains information on public involvement. Also see **attachment I** for *The Public Meeting Survival Guide* prepared by the DOI, FWS, and the Oregon Department of Fish and Wildlife. This survival guide outlines procedures and strategies for conducting public meetings.

3. Endangered Species Act, Fish and Wildlife Coordination Act, and Migratory Bird Treaty Act Consultations

FWS/National Oceanic and Atmospheric Administration (NOAA) Fisheries should be consulted early in the planning process (pursuant to section 7 of the ESA of 1973, P.L. 93-205, as amended). Once the action area is determined, a list should be requested from FWS/NOAA Fisheries to determine if the area covered by the RMP includes federally listed proposed endangered and threatened species, candidate species, species of concern, or critical habitat. This list will be the basis of the biological assessment (BA) or evaluation by the action agency. This BA will evaluate the potential effects of the action on the listed species and critical habitat provided in the list. The BA should reach a conclusion of “no affect,” “may affect but not likely to adversely affect,” or “likely to adverse affect.” If a conclusion of “no affect” is reached for all listed and proposed species and critical habitat, no further action is required. If a conclusion of “may affect but not likely to adversely affect” is reached for any listed or proposed species and/or critical habitats, the analysis must be forwarded to FWS/NOAA Fisheries for their concurrence in the conclusion. If a conclusion of “likely to adversely affect” is reached for any listed species or critical habitat, formal consultation must be initiated with FWS/NOAA Fisheries. Formal consultation is concluded within 135 days

(unless an extension is agreed upon) with the delivery of a complete biological opinion (BO). The BO provides the FWS/NOAA Fisheries with an opinion of whether the Federal action is likely to jeopardize the continued existence of listed species or result in the destruction or adverse modification of critical habitat. The BO may also provide reasonable and prudent alternatives to avoid jeopardy and reasonable and prudent measures to reduce take.

The FWCA requires coordination with the FWS when Reclamation is developing water resource projects that modify water of the United States. By separate memo, Reclamation typically provides funding for this coordination. This type of project development should never be an issue in the development or revision of RMPs. However, the FWCA process can still be used (as can the NEPA process) to ensure close coordination with FWS in addressing wildlife mitigation issues. Once the basic action is defined (at about the same point in Reclamation's process when the species list is requested from FWS/NOAA Fisheries), a Reclamation office may begin to coordinate with FWS under the provisions of the FWCA. The outcome, which should occur before the final NEPA document is completed, is a report from FWS to Reclamation that recommends mitigation to minimize effects on fish and wildlife resources. When a new water development project is involved and Reclamation does not accept certain FWS mitigation recommendations, Reclamation is required to explain why such mitigation recommendations were not accepted and implemented. When a new water development project is not involved (i.e., most of the time for RMPs), Reclamation should document their response to these recommendations. Be aware that FWS staff often view the scope of the FWCA as including any effect on waters of the United States, and a clear definition of how it applies to a particular RMP should be determined jointly with FWS early in the process. Also, FWCA staff and ESA staff within FWS/NOAA Fisheries are generally varied and, therefore, different recommendations may be received.

Unlike the ESA or the FWCA, there is no established procedure for coordination under the Migratory Bird Treaty Act. The act itself prohibits the take (unlike the ESA, "take" means actual harm to individuals, not harm to habitat) of migratory birds unless a permit is obtained. This act has been broadly accepted as applying to intentional take; however, it has recently been applied to unintentional take as well. There is an established process for obtaining a permit for intentional take. When unintentional take is likely, it may be useful, as part of either the FWCA consultation or NEPA process, to identify mitigation to minimize that take.

4. National Historic Preservation Act Consultation

Pursuant to section 106 of the NHPA, consultation with appropriate American Indian (Indian) Tribes/native Nations, the SHPO, and the interested public must be initiated to determine the Area of Potential Effect and the existence of archeological sites, traditional cultural properties (TCPs), and/or historic buildings, structures, and objects within the study area to be covered

under the RMP (see below for discussion on Indian sacred sites). It is Reclamation's policy to avoid impacts to cultural resources whenever feasible. If an action is planned that could adversely affect significant cultural resources (including archaeological sites, TCPs, and historic buildings, structures, or objects), Reclamation will investigate options to avoid that site. If actions contemplated in the RMP were to have an adverse effect on cultural resources or TCPs, then Reclamation would consult further with the SHPO, Indian Tribes/native Nations, and others, as appropriate, to determine the mitigation measures that may be necessary. Any consultation efforts related to section 106 of NHPA should be conducted by qualified Reclamation personnel (not a contractor). [Figure II-1](#) depicts the steps in the section 106 process. Section 106 consultation may also involve the Advisory Council on Historic Preservation. For further information, see <http://intra.usbr.gov/>.

5. Indian Trust Assets Consultation

Early in the planning process, consultation should be initiated with appropriate Indian Tribes/Nations and the Bureau of Indian Affairs (BIA) concerning potential ITAs. The initial contact with the Indian Tribes/Nations in the immediate area should be government-to-government in a face-to-face meeting, if possible. Coordination should also occur with Reclamation's Native American Affairs Office and the BIA to identify other Indian Tribes/Nations outside the immediate area that may be interested or affected.

ITAs are legal interests in property held in trust by the United States for Indian Tribes/ Nations and individual Indians. Examples of ITAs are lands, minerals, hunting and fishing rights, and water rights. The United States has a trust responsibility to protect and maintain rights reserved by or granted to Indian Tribes/Nations or individual Indians by treaties, statutes, and E.O.s, and these rights are sometimes further interpreted through court decisions and regulations. This trust responsibility requires Reclamation to take all actions reasonably necessary to protect ITAs in consultation with local Tribes/Nations (see Reclamation's *NEPA Handbook* for further guidance on ITAs) and Reclamation's policy of July 2, 1993. This consultation effort should be documented in the RMP and NEPA document.

It should be noted that consultation efforts to identify ITAs is separate and distinct from section 106 and Indian sacred sites consultation. Therefore, close coordination with the appropriate Native Affairs Office and cultural resource ID team members is recommended when initiating ITA consultation. Any consultation efforts related to ITAs should be conducted by qualified Reclamation personnel (not a contractor).

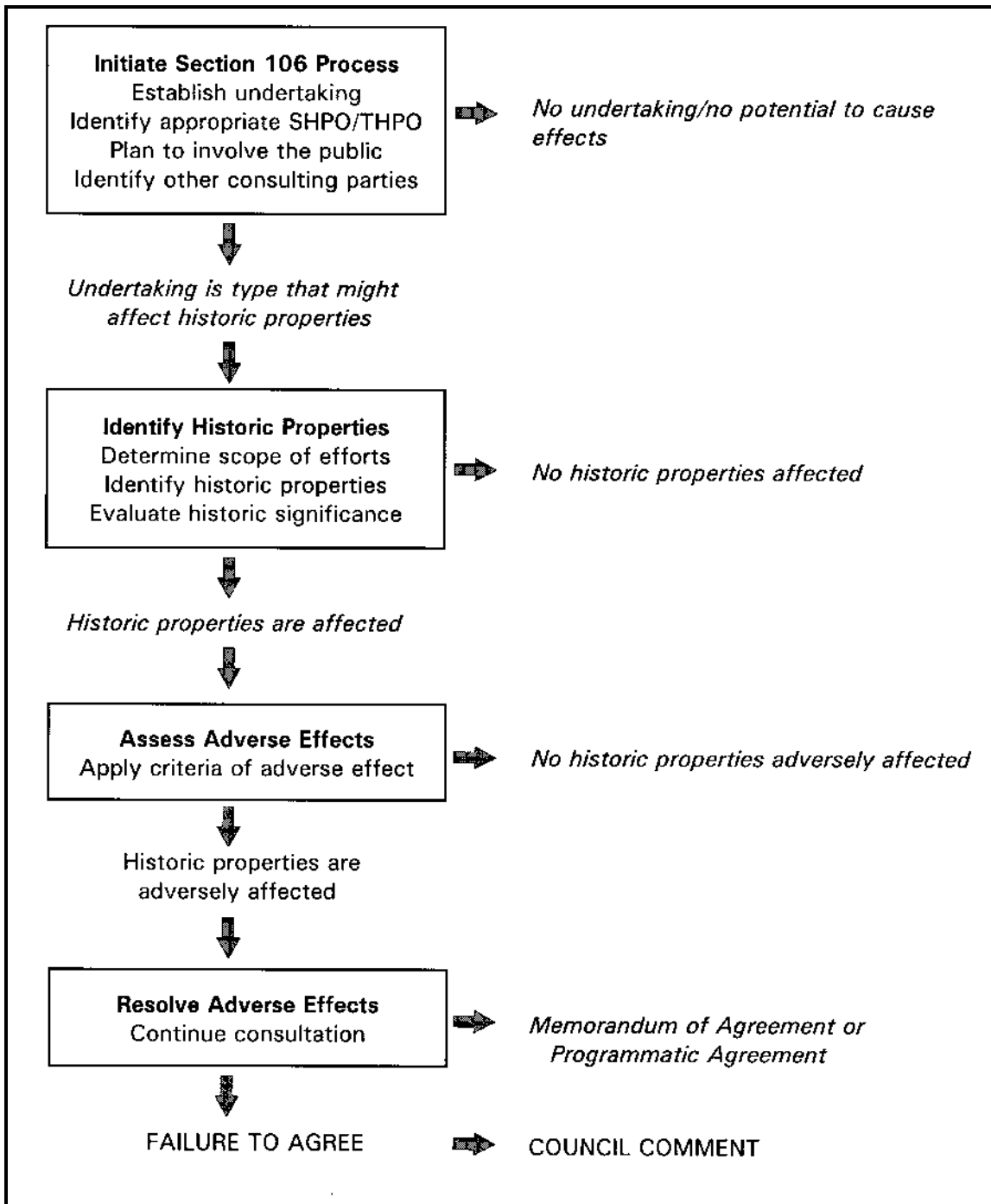


Figure II-1.—Section 106 regulations flowchart.

Reclamation should establish a government-to-government relationship with appropriate Indian Tribes/Nations and consult on the presence of Indian sacred sites within the Area of Potential Effect. The initial meeting should be face-to-face, if possible. If no response is received from the Indian Tribes/Nations, Reclamation will contact Indian Tribes/Nations before implementation of any RMP management actions that could affect Indian sacred sites to determine if they are aware of the presence of any sacred sites in specific impact areas.

E.O. 13007, Indian Sacred Sites (May 24, 1996), directs Executive branch agencies to accommodate access to, and ceremonial use of, Indian sacred sites by Indian religious practitioners and to avoid adversely affecting the physical integrity of such sacred sites on Federal lands. The agencies are further directed to ensure reasonable notice is provided of proposed land actions or policies that may restrict future access to, or ceremonial use of, or adversely affect the physical integrity of, sacred sites. The E.O. defines a sacred site as a “specific, discrete, narrowly delineated location on Federal land that is identified by an Indian Tribe, or Indian individual determined to be an appropriately authoritative representative of an Indian religion, as sacred by virtue of its established religious significance to, or ceremonial use by, an Indian religion.” Any consultation efforts related to Indian sacred sites should be conducted by qualified Reclamation personnel (not a contractor). The Executive Order for Indian Sacred Sites (E.O. 13007) can be found in Reclamation's *NEPA Handbook*. Additional information can be obtained at <<http://intra.usbr.gov/>> by clicking on "Cultural Resources".

7. Native American Graves Protection and Repatriation Act

The NAGPRA establishes ownership of Native American human remains and associated burial items with individual Indians who can establish lineage to the remains or items, or Indian Tribes/Nations that can establish cultural affiliation with the remains or items. If, during the execution of an RMP, Native American human remains are discovered, consultation procedures established by Reclamation Directives and Standards LND 07-01 shall be followed. Any consultation efforts related to NAGPRA should be conducted by qualified Reclamation personnel (not a contractor).

8. Federal Advisory Committee Act Initiation and Documentation

As stated in chapter I, an advisory committee may be used to assist in decisionmaking on particular actions that may be of general public interest or concern. FACA provides the public the opportunity to render advice and assistance to the Federal Government through advisory committees. The responsibilities of the advisory committees are to provide advice

that is relevant, objective, and open to the public; act promptly to accomplish their work; and comply with reasonable cost controls and recordkeeping requirements. It should be noted that this type of advisory group is typically not necessary during the RMP planning process. It is recommended that advisory groups not be used and that other types of working groups consisting of concerned entities or individuals be used to solicit input into the RMP planning process.

If found to be necessary, advisory committees should be chartered early in the process. When such committees are used, FACA should be followed. Advisory committees should be officially terminated when they are no longer fulfilling the purposes for which they were established. All FACA actions (chartering, re-chartering, and nominations of members, etc.) must be coordinated through Reclamation's Committee Management Officer. (*Note:* The Worldwide Web address for FACA is <<http://www.epa.gov/ttn/faca>>.)

9. Preparation and Maintenance of an Active Mailing List

An active and up-to-date mailing list is essential for dissemination of information and for public involvement. The mailing list established during the RMP process should be maintained and updated throughout the life of the plan. This list should be used to provide interested parties with copies of the RMP and modifications, information related to pro-proposed amendments or revisions, and information related to NEPA compliance, as they desire (the list should include an indication of what, if any, specific documents or information a listed entity wants to receive). An active, up-to-date mailing list is essential for public involvement and dissemination of information in all phases of an RMP and associated NEPA compliance.

A preliminary mailing list should be created early in the process and should include concerned local, State, and Federal entities; Federal and State legislators; Tribal/National governments; and special interest groups and concerned individuals, including congressional delegation(s) and State legislators. Area and/or regional offices usually have a master mailing list that can serve as a basis for creating the mailing list to be used during the preparation of the RMP. The Customer Information System (CIS) for respective regions should be used to the extent possible (guidance on the CIS can be obtained by accessing <<http://intra.do.usbr.gov/CIS/>>).

As scoping and public involvement are conducted, additional names and organizations should be added and updated, as appropriate. Existing addresses not already in the CIS should be added, as well as new addresses that become available during the public involvement process. Such a database can facilitate the preparation of mailing labels for mailing notices, newsletters, and RMP updates, and for printing a comprehensive mailing list to be included in the NEPA document. Since some States prefer to coordinate their comments through State clearinghouses, it may be desirable to include addresses for clearinghouses, as appropriate.

10. Preparation of Public Notices, Newsletters, or Updates

Public notices and/or newsletters should be prepared and sent to newspapers and known concerned entities and individuals to announce the initiation of the RMP process, public open houses that may be scheduled, availability of draft documents for review by the public, and location/dates of where and when copies of the final RMP and NEPA document can be obtained. Consideration should be given to using the *Federal Register* as a mechanism to solicit comments from the public. However, announcements in the *Federal Register* alone will not adequately reach the general public. (See [attachment J](#) for a series of newsletters published for the Heron Reservoir Resource Management Plan in New Mexico.)

To keep the public informed throughout the planning process, updates in the form of public notices or newsletters should be made available on a periodic basis. All public involvement activities should be coordinated with the regional public affairs office. Area Managers, for the most part, have approval authority for fact sheets, flyers, site-specific brochures, and newsletters. Regardless of who has final approval, Reclamation personnel should use form 7-2525 for initiating a publication. See [attachment K](#) for a photocopy of form 7-2525.

11. Printing

If the RMP/NEPA document is to be prepared by the area office, it is necessary to arrange for the printing of the document early in the process. It is important to know how long it will take to print team, administrative, public review drafts, and the final document(s). Printing can be accomplished through the United States Government Printing Office (GPO) internally, or commercially. There may be restrictions on the use of commercial companies for printing if a GPO source or provider is available in a given area; therefore, each respective office should check to see if such restrictions are in force.

Phase III Post-Administrative Actions Required After Resource Management Plan Completion

Once the RMP has been finalized, there are certain administrative actions that must be accomplished for the RMP to remain an effective tool for administering the lands covered

under the RMP and for informing the public of changes to the RMP that may be required. The post-administrative actions that should be addressed include plan distribution, integration with other programs, RMP implementation, RMP monitoring, RMP adjustments, and administrative record maintenance.

1. Plan Distribution

For an RMP to be of value, it must be in the hands of everyone who plays a role in the management of the area. Therefore, it is important to distribute the plan widely to all personnel and entities that are involved and to impress upon them that the plan is a working document and must be readily available for reference in all management actions and decisions; the plan will do no one any good if it is placed on a shelf and forgotten. It is also important for the office distributing the plan to keep good records of who received it so revisions and updates can be easily distributed to everyone who has a copy of the original RMP/NEPA document.

An RMP should be used by anyone involved in the management or administration of Reclamation lands and resources—Area Managers; managing partners; supervisors; lands, recreation, environmental, engineering, and operations staff; water user organizations; wildlife and park officials; maintenance staff; politicians at Federal, State, and local levels; and others.

Area offices may consider producing electronic versions of draft documents to place on the internet for review and comment or to distribute by CD-ROM.

2. Integration with Other Programs

A well-prepared RMP can provide valuable direction and guidance for implementing programs and for monitoring progress. Reviewing the information regarding proposed management actions in an RMP before proceeding with any actions contemplated by the area office will ensure that the RMP is being followed and that informed decisions on the future of the area are made. RMPs should be reviewed before developing, revising, or updating programs; performing studies; collecting information and/or data for Reclamation areas; or preparing any development plans. Lands and resources should be monitored to make sure the proposed work is in harmony with the RMP and does not duplicate previous efforts. The RMP will help determine the scope and the extent of proposed work to achieve the desired future condition within the management area.

Integrating the area offices' activities should be an easy task since the RMP identifies future management direction. Office Work Plans and programs should be developed and planned

around the RMP to achieve the desired future condition of the management area. The RMP helps establish the basis for studies, monitoring, and development, making it a valuable tool for identifying work that needs to be accomplished. It provides management with detailed documentation for preparation of Work Plans and budgets for achieving an identified long-term objective.

3. Resource Management Plan Implementation

RMPs should outline responsibilities for implementation. When the management area covered by the RMP is solely managed by Reclamation, then Reclamation is responsible for implementing the actions outlined in the RMP. In most instances, however, the area will be managed cooperatively by Reclamation and another Federal entity, such as the U.S. Forest Service (FS) or a State or local government entity. When an area is cooperatively managed, implementation of the management actions in the RMP will be the responsibility of all involved entities. Work Plans to accomplish the identified actions should be completed by the responsible entity, and an adequate level of funding should be requested.

As stated previously under “Phase I Preliminary Resource Management Plan Administrative Actions, 4. NEPA Compliance,” site-specific NEPA will likely have to be completed and all environmental and cultural resource clearances will have to be obtained before any ground-disturbing activities are initiated.

Because RMP implementation is a planning process step, [see chapter III, “Planning Process Steps, 9. Implementation and Monitoring of a Resource Management Plan”](#) for further discussion of RMP implementation.

4. Resource Management Plan Monitoring Program

The monitoring program for the RMP should be able to:

- P Track progress in implementing the RMP
 - P Track the effectiveness of management actions
 - P Track progress toward a desired condition
 - P Detect unacceptable effects
-

It is suggested that monitoring activities should occur approximately every 3 years; however, monitoring activities may be reduced when goals and objectives have been reached.

See chapter III, “Planning Process Steps, 9. Implementation and Monitoring of a Resource Management Plan,” for additional information on RMP monitoring.

5. Resource Management Plan Adjustments

An RMP is a dynamic document and is subject to change. A plan may be modified through an amendment or total revision. The level of NEPA compliance necessary for an amendment or revision will be determined by Reclamation.

See chapter III, “Planning Process Steps, 10. Amendments and Revisions to a Resource Management Plan,” for further discussion on this subject.

6. Administrative Record

The final RMP and supporting documents and data, both paper and digital (e.g., maps, databases, etc.) are considered official records and should be properly maintained. (Refer to the *Reclamation Manual* directives and standards on this subject and the Worldwide Web address <<http://www.usbr.gov/recman/rcd>> under “RCD 05-01 Records and Information Management” for further information.

Introduction

The RMP planning process involves several steps that may, at times, repeat until the desired objective(s) are obtained. It is important that the planning process follows a systematic approach that allows participants to be kept informed of the status of the RMP process and keeps them notified when additional input or review is needed. [Figure III-1](#) shows the steps to be taken in preparing an RMP.

The final RMP should discuss each step in the planning process and how each step relates to the preceding step. It is important to remember that NEPA compliance activities should be occurring at the same time that Reclamation is completing the RMP planning process steps.

Level of Planning Effort

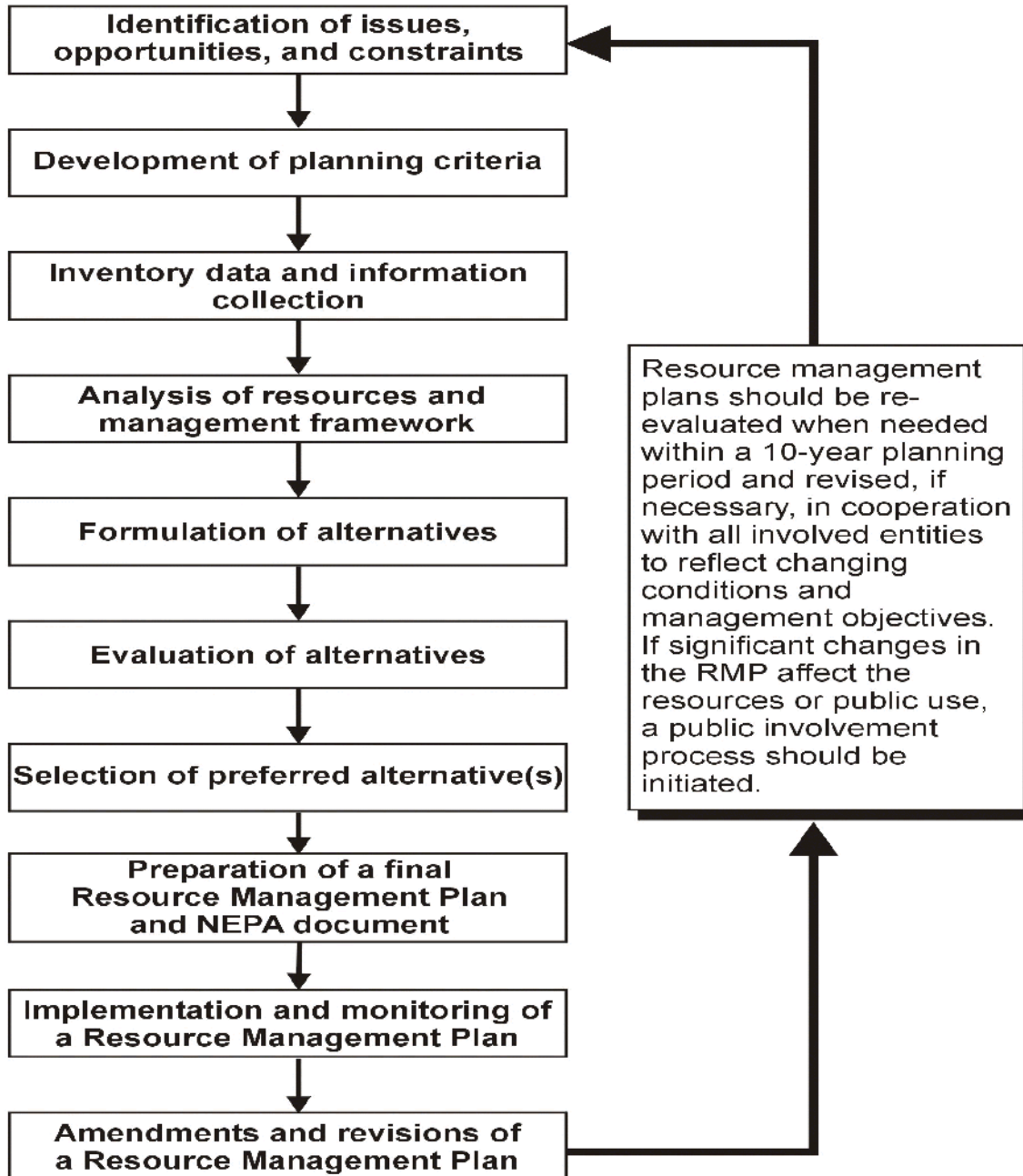
An RMP should be prepared in enough detail to direct future development and use of the resources within the management area while being flexible enough to allow for the resolution of day-to-day operational problems. The RMP can provide guidance on how to best plan for, develop, and manage existing and future land uses on Reclamation lands. The level of detail required will determine what resource disciplines are needed to address the issues identified through internal review of policies and programs and through external public scoping. As stated earlier, the team leader, in cooperation with other office personnel, should identify the disciplines needed, as well as the level of planning effort required.

The level of effort required to develop the RMP will depend on such factors as:

P *Resource planning detail*

RMPs may include different levels of detail; the greater the level of detail, the greater the planning effort necessary. The level of detail may range from a broad “zoning level” (similar to county or city zoning) to a detailed “specific level.” The “zoning level” provides management direction on a broad scale, usually identifying general permitted or excluded uses within an area or zone. The “specific level” provides more detailed management guidance for uses, resources, or sites within a zone. The level of detail depends on the size, complexity, and importance of the management area; the resources present; the issues identified; and management

Steps in the Resource Management Planning Process



Note: NEPA compliance activities should occur during the RMP planning process.

Figure III-1.—Planning process flowchart.

needs and concerns. The desired level(s) of detail should be specified in the SOW. Preparation of SOWs is described in detail in chapter II, “Phase I Preliminary Resource Management Plan Administrative Actions, 5. Preparing a Statement of Work.”

Examples:

Zoning level – Identification of relatively large areas for a general use or management direction (e.g., 500-acre block to be managed for wildlife, with limited dispersed recreational use, seasonal and area closures to protect wildlife values, and few, if any, recreational facilities provided).

Specific level – Detailed specification of how a resource, use, or site might be managed (e.g., maintain 20 acres of potential southwest willow flycatcher habitat with a mature cottonwood overstory of at least 50 percent crown closure and a shrubby, willow-dominated understory with at least 75 percent crown closure; no livestock grazing or public use allowed within 200 feet of the stand).

P *Data requirements*

Managing entities other than Reclamation may have already completed RMPs or other studies with data, in which case data collection requirements could be minimal. In other cases, sensitive or controversial environmental issues could require collection of field survey data before or during the planning process. The SOW should identify anticipated planning data requirements.

Planning Process Steps

The planning effort should be tailored to provide an RMP document sufficiently detailed to direct future development and use of the resources while being flexible enough to allow for the resolution of day-to-day operational problems. Following is a brief discussion of each of the RMP planning process steps shown in figure III-1. The purpose of this section is to show the preparer of the RMP the importance of each planning step and the appropriate level of staff specialist involvement. The discussion, for the most part, deals with only the planning process steps; however, NEPA compliance activities are mentioned for added value and for clarification purposes since NEPA compliance activities are especially important during the RMP alternative formulation and examination planning process steps. (A more detailed description of integrating NEPA into the planning process is contained at the end of this chapter.) A detailed RMP process outline is included as [attachment L](#). This process outline can be used as a checklist to ensure that the RMP preparer(s) are following the administrative process steps as well as the planning steps.

1. Identification of Issues, Opportunities, and Constraints

An RMP should identify the issues, opportunities, and constraints that have the potential to influence land management and resource development. Land use planning should focus on resolving issues that arise over the use and management of Reclamation lands and associated resources according to Reclamation policies and existing Project authorities. (Further guidance can be obtained by accessing Reclamation's Worldwide Web page and further under "Reclamation Manuals" or the Project data website (<<http://dataweb.usbr.gov/>>) for specific authorities.) To accurately identify the issues, opportunities, and constraints, a public involvement and internal scoping process should be initiated. This is usually accomplished by a formal public process as described in the NEPA regulations (refer to chapter II, "Phase II Administrative Actions Required During the Preparation of a Resource Management Plan, 2. Preparation of a Public Involvement Plan," for additional information).

Issues, opportunities, and constraints should also be identified and discussed within the RMP to assist in developing the goals and objectives that are eventually established by the team. If possible, the issues, opportunities, and constraints should be identified for each resource in the study area. This will also help the ID team in finalizing the goals and objectives of the RMP. See **attachment M, part I**, for examples of goals and objectives formulated in response to identified issues for preparation of the Canyon Ferry Reservoir RMP/EA (Montana Area Office, Great Plains Region) and **attachment M, part II**, for examples of goals and objectives formulated in response to identified issues for preparation of the Agate Lake RMP.

Issues.—A planning issue can be defined as an unrealized opportunity, an unresolved conflict or problem, an effort to implement a new management program as a result of new initiatives or laws and regulations, or a value being lost. The issues concerning the conflicting demands for consumptive and nonconsumptive uses of Reclamation lands should be identified in this planning step. Through a public involvement process, Reclamation should identify as many public issues as possible from a wide variety of users. Reclamation resource specialists and managers should review internal policies and procedures to identify issues that could be resolved if an RMP were prepared and implemented. These issues are not generally raised by the public in formal meetings. The identified opportunities and constraints set limits for an RMP and keep the team focused on producing a plan that resolves public and entity issues.

Opportunities.—Opportunities often exist that can provide solutions to the issues raised externally by the public and internally by Reclamation staff. Opportunities often exist to enhance, protect, and interpret the resources of a particular Reclamation area as well as to

provide for a wide variety of recreation facilities and opportunities through partnerships with other Federal, Tribal/National, State, local, and private entities. (See [attachment N](#) for examples of opportunities.)

Constraints.—Federal land management entities are constrained by their respective legislative authorities, budgets, personnel, current policies, and environmental limitations. When Project planning and developments are being considered, certain rules, laws, and E.O.s are triggered that may influence what management actions are proposed in the final RMP. Limiting factors—such as slopes, soils, wetlands, critical habitat, and migratory bird nesting sites—are environmental constraints that can influence future development. Carrying capacity constraints—such as social, physical, environmental, and facility carrying capacities—should also be taken into consideration during resource and land use planning. Water and mineral rights associated with land may also carry constraints.

2. *Development of Planning Criteria*

Planning criteria are short and concise statements that help establish the sideboards and parameters for development of the RMP and help highlight major areas of concern. Planning criteria will assist the ID team members in formulating and selecting combinations of land uses and management actions that should be considered in the RMP. The criteria should be documented in the RMP as well as in the NEPA document. The different combinations of land uses and management actions considered as being feasible in the RMP will eventually be used to assist in formulating alternatives that will then be analyzed in a NEPA document. The different combinations of land uses and management actions will be combined into reasonable planning alternatives. Each one of the alternatives can be considered a separate draft RMP. The planning criteria can be revised as the planning effort proceeds and as new information is made available or new issues are identified ([attachment O](#) lists possible planning criteria). Planning criteria are mechanisms for:

- P Incorporating and documenting legal requirements
- P Explaining to the public how the issues are going to be approached by the ID team
- P Identifying sideboards of plan coverage

Closely related to planning criteria is the preliminary set of overall goals and objectives that should be established at the beginning of the planning process to guide the development of the RMP. Four examples of overall goals are those which would:

- P Determine the most appropriate uses of all Reclamation-administered land and water areas within the study area, considering the use of adjacent lands
- P Explore ways to enhance and protect natural, recreational, aesthetic, and cultural resources
- P Identify long-term resource programs to address health and safety, fish and wildlife, and recreation
- P Identify financially feasible opportunities or partnerships to assist in managing land and water areas within the study area

In addition, the objectives contained in Reclamation's *2000 – 2005 Strategic Plan* can be used to assist in guiding Reclamation personnel in the development of the RMP. The *2000 – 2005 Strategic Plan* objectives are listed in chapter I.

The planning criteria, preliminary objectives, *2000 – 2005 Strategic Plan* objectives, and the goals and objectives formulated by the ID team in response to the issues and concerns establish the sideboards and parameters for the development of the RMP.

3. Inventory Data and Information Collection

During this planning process step, physical and biological resources should be inventoried. These include water, soils, vegetation, fish and wildlife, cultural, recreation, and visual resources, as well as ITAs and TCPs. Additional environmental factors that should be inventoried include those related to hydrology, the climate, air quality, social and economic factors, environmental justice, transportation, land use, and noise.

The data collected should be sufficient to address the various issues and concerns and allow managers to make consistent land use decisions. In most instances, decisions to move forward in the planning process can be made by using available information. However, it may be prudent in some instances to initiate studies to collect information that can fill data gaps and, at the same time, build trust and confidence between the public and Reclamation. When extracting information from existing data, caution should be taken to ensure the accuracy, coverage, completeness, and current nature of such data.

Site-specific and regional data concerning each resource should be collected. The following is a partial list of potential sources of information and data.

-
- P Land acquisition records
 - P Soil surveys and land ownership maps
 - P NEPA environmental studies and reports
 - P Fish and wildlife inventories and reports
 - P Federal Emergency Management Agency flood plain maps
 - P Standing operating procedures
 - P Management agreements, Memoranda of Understanding (MOU), Memoranda of Agreement (MOA), and repayment contracts
 - P State Comprehensive Outdoor Recreation Plans and regional planning and zoning studies and reports
 - P Census information
 - P Existing GIS databases
 - P Federal, State, and Indian Tribes/Nations with whom Reclamation coordinates
 - P Studies and reports prepared by Reclamation (including planning reports [appraisal, feasibility, and definite plan levels of detail]), universities, and private consultants
 - P Programs and recommendations of conservation groups and other planning efforts, such as Partners-in-Flight and North American Waterfowl Management Plan

4. Analysis of Resources and Management Framework

Administration of the land and water areas and associated environmental resources within the management area usually requires a coordinated effort among several entities that may have varying degrees of management responsibility. The existing resources should be analyzed and evaluated in terms of who may have management responsibility (e.g., BLM may have responsibility for wildland fire management and administering oil and gas activities or grazing on Project lands; the State game and fish department may have management responsibility for fish and wildlife; and the State parks department may have responsibility for enforcing boating activities on the water surface).

When analyzing the management framework, the ID team should not have preconceived ideas of what the management alternatives may be for the management area. The ID team should focus on an assessment of the existing condition and on the management opportunities, constraints, and limitations that are related to the identified planning issues and management concerns for the management area before arriving at a preferred management alternative.

An RMP is, therefore, slightly different than a NEPA document for three primary reasons:

- (1) An RMP describes all the resources and environmental factors within the management area, while a NEPA document primarily describes the resources and environmental factors that may be impacted by a proposed action.
- (2) The RMP describes, in detail, the preferred alternative documented in the accompanying NEPA document, while a NEPA document alone analyzes the impacts of one or more viable alternatives (other RMP alternatives that may have been evaluated and analyzed in the NEPA document are not described in the RMP; however, an RMP should clearly state that a reasonable number of RMP alternatives were evaluated and that an EA/finding of no significant impact (FONSI) or EIS/Record of Decision was prepared before the RMP was finalized).
- (3) An RMP is a planning document with built-in implementation and monitoring plans, while NEPA is a disclosure process relating to impacts of a selected action.

A typical RMP should describe the existing condition of all the resources and environmental factors within the management area, thereby establishing a baseline condition that can be used to measure the progress and success of the management actions implemented.

5. Formulation of Alternatives

The basic goal in formulating alternatives is to identify various combinations of land uses and resource management practices that respond to the issues identified during the planning process. As discussed earlier under “Planning Process Steps, 2. Development of Planning Criteria,” different combinations of land uses and Reclamation management actions will become the management alternatives that are evaluated to assist the ID team in determining which alternative(s) will become the preferred alternative(s).

Both the RMP process and the NEPA process call for the consideration and evaluation of a range of reasonable alternatives to a proposed Federal action. The alternatives should meet the purpose of and need for the proposal while disclosing environmental effects. In this case,

the proposed Federal action would be the preparation and implementation of an RMP. The RMP alternatives that are formulated should be described in detail and analyzed in the NEPA document before a preferred RMP alternative is selected. The analysis of the RMP alternatives in a NEPA document helps managers select an RMP that meets the needs of the management area. Following are some items to consider when formulating alternatives:

- P There should be a logical relationship between the issues, concerns, opportunities and constraints, and the formulation of alternatives.
- P Each alternative studied and evaluated in detail should be considered a comprehensive land use plan.
- P A No Action Alternative—the baseline against which to compare other alternatives—is mandatory under NEPA and is necessary under the RMP process. It should provide a detailed description of the management strategies, resource conditions, and land use allocations, uses, and trends that would exist if an RMP were not implemented (the “future condition” without an RMP).
- P Each alternative, with the possible exception of the No Action Alternative, should address and resolve, in a different manner, the issues and concerns raised by the public and Reclamation.
- P Each alternative should be realistic and implementable within anticipated funding and staffing levels. Alternative elements (management actions) may also suggest that Reclamation needs to seek additional authorities before implementation of specific items. (It should be noted that those actions requiring additional authorities will not be implemented without appropriate authority.)

6. Evaluation of Alternatives

To select the preferred RMP alternative (i.e., the best combinations of land uses and management actions), a thorough evaluation and comparison of each alternative is needed. This is best achieved by completing an impact analysis according to the requirements set forth in the CEQ regulations for implementing the procedures of NEPA. Knowing the environmental consequences of implementing an RMP alternative will provide the RMP ID team and Reclamation managers with the valuable information necessary to select a preferred management plan. Examination of the RMP alternatives should be based on professional judgment and the experience of Reclamation staff specialists. Following are some items to consider when evaluating RMP alternatives:

- P The resources should be analyzed for all alternatives to determine what impacts the RMP management actions will have on identified resources.
- P To the extent possible, Reclamation should quantify impacts of each alternative on the resources that are analyzed; however, if quantitative estimates are not possible, qualitative estimates should be documented.
- P The “No Action” RMP alternative is the basis of comparison for the “action alternatives.”
- P The depth of analysis should correspond to the scope and magnitude of the potential impacts.
- P Analysis of cumulative effects is critical: the effects of all combinations of land uses and management actions in each respective alternative should be taken together with past actions and other actions that will occur or are likely to occur within the management area.
- P If implementation of an alternative may have a negative effect on a particular resource, proposed mitigation measures should be documented.
- P As a general rule, the evaluation should not focus on causes, but rather should disclose the effects.
- P The alternatives should be presented to the public and other entities to solicit comments. In other words, a preferred alternative should not be selected before it is presented to the public and other entities for review and comment.
- P The length of public review should be based on area or regional office policy and the level and scope of the RMP and public concern.

7. Selection of Preferred Alternative(s)

Reclamation should select those combinations of land uses and management actions that are (1) consistent with existing policy, laws, Project purposes, and the RMP goals and objectives that were developed to resolve the identified issues; (2) implementable within the specified planning period; (3) without serious conflicts; (4) within the environmental resource limitations; and (5) widely accepted by the public and entities. Following are some factors to consider when selecting the preferred alternative:

- P The preferred RMP alternative may or may not be one of the original alternatives formulated by Reclamation.
- P The preferred RMP alternative may consist of a mix of land uses and management actions from any of the original alternatives that were analyzed in the NEPA document.
- P If the preferred RMP alternative is different than one of the original alternatives analyzed, preparers should make sure that an impact analysis is completed and that cumulative effects and mitigation measures are documented for the new RMP alternative.
- P The rationale for selecting the preferred alternative (and for *not* selecting others) should be documented (planning criteria discussed earlier can be used to justify the selection).
- P Once the preferred RMP alternative is selected, it should be presented in a draft NEPA document to the public and entities for a thorough review before being finalized. (*Note:* The No Action Alternative may be selected as the preferred alternative if it meets the purpose of and need for preparing the RMP.)
- P As mentioned above, the length of public review of document(s) depends on area or regional office policy, the level and scope of the planning document, and the level of public concern.

8. Preparation of a Final Resource Management Plan and NEPA Document

An RMP should describe the management framework proposed; needs, opportunities, and constraints; public and entity issues and concerns; Reclamation goals and objectives; specific and area-wide management directions and actions for the study area; and an implementation schedule. As an alternative to preparing an implementation schedule, offices may consider a collaborative working group process to assist in identifying when certain management actions identified in the RMP might be implemented. (See the following section, “9. Implementation and Monitoring of a Resource Management Plan,” for future information concerning formation of a working group).

Once pertinent comments on the draft RMP have been considered by Reclamation and incorporated into the NEPA document, if appropriate, the preferred alternative should be developed into a final RMP. If the RMP and NEPA documents are to be separate documents, the NEPA document should also be finalized to accompany the final RMP

during distribution. If the RMP and NEPA document are to be integrated, then the document should be finalized and distributed together as one document. When preparing the final RMP, the following items should be considered:

- P The final RMP should be the RMP alternative selected in the NEPA compliance document.
- P The impacts associated with implementing the RMP management actions should be disclosed in the NEPA document.
- P Reclamation should be able to implement the management actions within the identified planning period.
- P There should be a reasonable opportunity to fund the management actions identified in the final RMP.
- P Each of the planning steps has a specific purpose; therefore, information pertaining to each step should be incorporated directly into the RMP, if so desired.
- P The final RMP should provide a history and baseline condition for the different resources so that the progress and success of the proposed management actions can be measured.
- P If funding is available, cost estimates of the proposed actions should be considered.

9. Implementation and Monitoring of a Resource Management Plan

As the lead entity with jurisdiction of the lands covered by an RMP, the area office has primary responsibility for implementation and monitoring of the RMP. In many instances, however, other entities are also involved with the management of Reclamation lands. When other entities are involved, there should be a commitment by all of the entities to seek financial, program, and staffing resources necessary to implement the proposed management actions. This cooperative relationship should be established through a MOA or MOU or some other formal/contractual document. Successful implementation and monitoring of an RMP will rely on the cooperation of all entities involved with management of the lands covered under the RMP as well as those who use the facilities and lands for a variety of purposes.

In some instances, it may be appropriate for Project beneficiaries, such as water districts, power users, or non-Federal managing partners such as State parks or fish and wildlife

departments, to share in the cost of implementation and monitoring. Cost-share arrangements should be governed by contract language, laws, regulations, and policy.

When appropriate and practicable in implementing RMPs, Reclamation should conduct collaborative inventory, monitoring, management, research, and information study and exchange with other entities pertaining to wildlife conservation, such as conservation of migratory birds. Any data gathered that would benefit breeding, migrating, and wintering populations and habitats should be shared with national data repositories, such as Breeding Bird Survey, BBird, and MAPS for migratory birds.

To successfully implement the management actions in an RMP, a realistic implementation schedule should be developed and outlined in the RMP. Because of the uncertainty of funding from fiscal year to fiscal year, it may be prudent that management actions be phased in over a specified period of time as opposed to identifying a certain year in which an action should take place. As mentioned above in “8. Preparation of a Final Resource Management Plan and NEPA Document,” an alternative for preparing an implementation schedule could be the formation of a collaborative working group to determine timeframes for implementing certain management actions. Reclamation would serve as the lead agency and collaborate with appropriate stakeholders on a periodic basis to discuss issues, solutions, funding sources, and implementation priorities of the management actions addressed in the RMP. (See figure III-2 for an example of the working group process.) The development of annual Work Plans should include funding requests to accomplish the proposed RMP management actions. Some factors that may influence the timing (priority) of when a management action is to be initiated should be based on whether the action:

- P Is procedural or technical (e.g., preparing agreements [former] or developing specific plans [latter])
- P Needs to address public health and safety concerns
- P Brings Reclamation into compliance with existing laws, regulations, and E.O.s
- P Is required to prevent resource damage or protect wildlife species or habitats
- P Requires large capital investments, such as facility or trail development
- P Requires the assistance or support of other entities

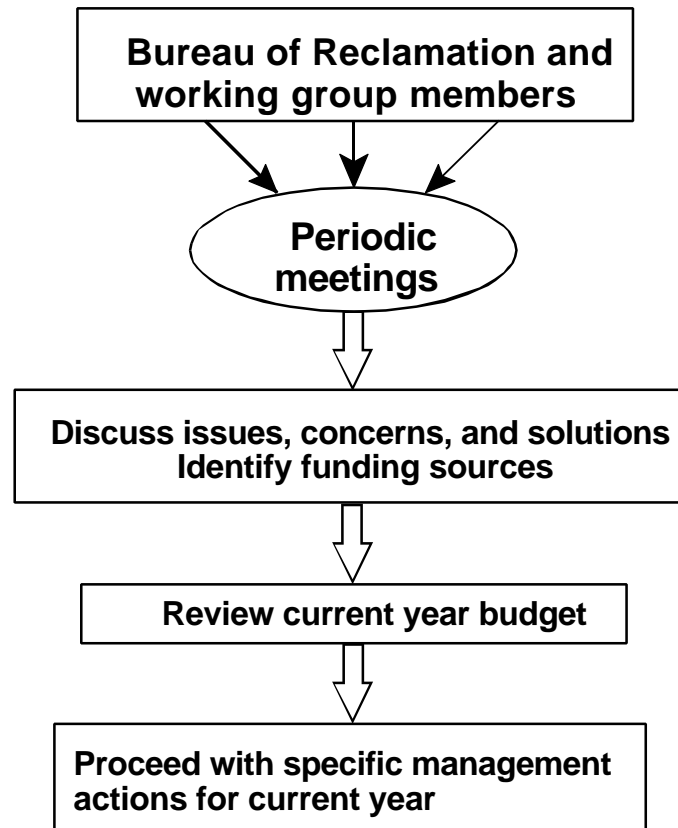


Figure III-2.—Working group process.

A good monitoring program:

- P Measures the effectiveness of implementation strategies
- P Flags inadequacies
- P Ensures movement toward the RMP goals and objectives
- P Ensures a good working relationship with cooperating entities and the public
- P Identifies the need for amendments or revisions

For additional information concerning implementation and monitoring of RMPs, see chapter II, "Phase III Post-Administrative Actions Required After Resource Management Plan Completion, 3. Resource Management Plan Implementation" and "4. Resource Management Plan Monitoring Program." (*Note:* Once monitoring of the RMP begins, results

should be documented in the Recreation Land Management Compliance Reviews or other reviews, as appropriate.)

10. Amendments and Revisions to a Resource Management Plan

Amendments and revisions are the key to keeping an RMP current. An RMP should state that the decision to amend or revise the RMP will occur, as necessary, based on the scope and significance of the needed adjustment. An amendment would generally involve only one or two planning issues but is necessary when a proposed action does not conform with the RMP and Reclamation should formally document an amendment and provide written notification to concerned Federal, State, Tribal/National, and local agencies and other involved entities and individuals. Reclamation offices have the discretion to determine if a needed change is an amendment or simply routine maintenance (and official documentation and notification is not necessary). Routine maintenance may include posting new information, refining an analysis, or making minor changes in a management action.

Reclamation should review each RMP before the end of its planning life to determine if it has become outdated or otherwise obsolete. If the RMP is outdated or obsolete, Reclamation should prepare a comprehensively revised RMP following this guidebook. A list of factors that could trigger an amendment or a revision in an RMP may include:

- P Availability of new data
- P Readjustments that become necessary because of changes in social, physical, environmental, or economic conditions
- P Realignments needed to accommodate changes that occur during implementation and/or monitoring of the RMP
- P Unforeseen uses requiring authorization of permits, contracts, and cooperative agreements that are not consistent with or addressed in the RMP

NEPA Compliance Concurrent with the Planning Process

NEPA requires that a detailed report be prepared on the environmental effects of a proposed major Federal action that may have significant effects on the human environment. The Federal action in this case is the preparation and implementation of an RMP. The regulations implementing NEPA provide several procedural avenues to determine if or how this requirement applies to a particular Federal action. Some activities may not require NEPA; these include the continuation of normal operations or situations (and no Federal decision is

involved in the action). CEs exclude categories of Federal actions from further NEPA documentation because the action has been shown not to have a significant effect on the environment.

An RMP will, however, likely be accompanied by an EA or EIS. Reclamation applies NEPA to actions when it is required (below) and may use NEPA procedures when the information would be helpful in the decisionmaking process. Reclamation's directives and guidance on implementing NEPA are contained in Reclamation's *NEPA Handbook*. When questions arise concerning NEPA and the development of RMPs, it is recommended that the handbook be used and area and regional office NEPA staff be consulted.

It is important to remember that the NEPA process is being conducted concurrently with the RMP planning process (see figure III-3 to see how the planning process and the NEPA process fit together). When an EA or EIS is being prepared for an RMP, it is necessary to develop the RMP and EA or EIS concurrently. When practicable, the two documents (the EA or EIS and the RMP) can be combined into one document. If the RMP and the EA or EIS are combined, it is important for Reclamation to ensure that all the procedural requirements of NEPA are incorporated into the document and that all the planning process steps are thoroughly discussed in the combined document. It should be left to the area office or regional policy to decide if the RMP and NEPA documents should be combined or if the documents should be developed separately (see [attachment P, part I](#), for examples of a Table of Contents for stand-alone RMP documents **and** [attachment P, part II](#), for an example of a Table of Contents for an RMP/NEPA document that has been integrated). (For an additional example, see the RMP outline presented in chapter IV.)

The NEPA report for the RMP would go through the following steps:

- P Identify the purpose of and need for the action
 - P Inventory resources
 - P Analyze the alternatives
 - P Identify impacts and mitigation of impacts
 - P Make a final NEPA decision (i.e., make a selection as to which NEPA RMP alternative will become the RMP that is implemented)
-

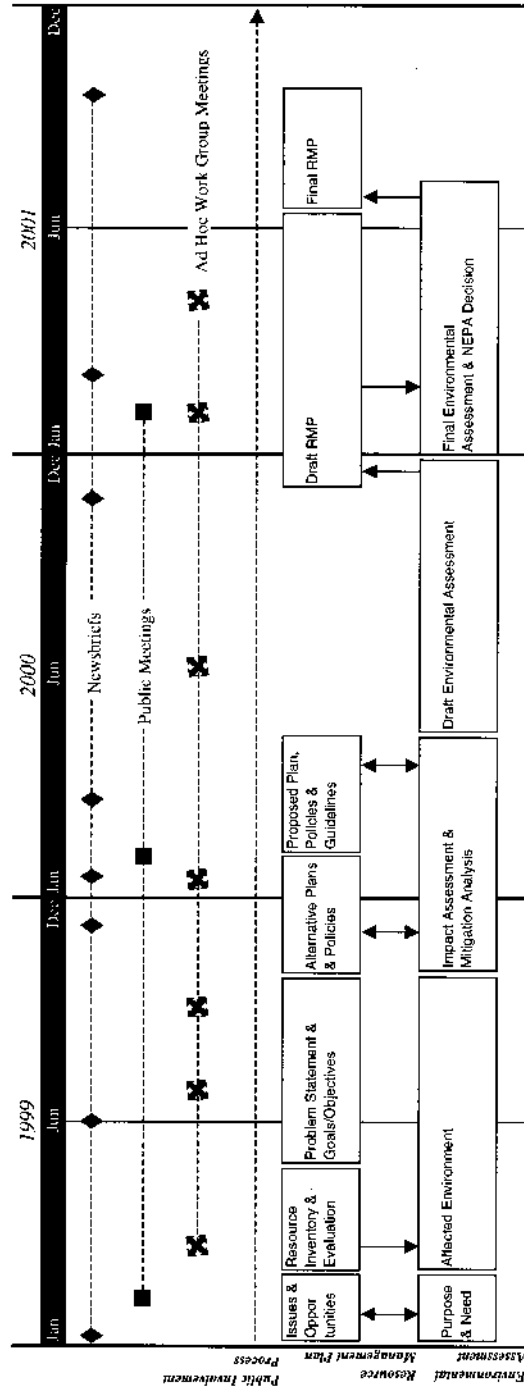


Figure III-3.—Planning schedule process.

CEs address the effects of actions that have been determined to be so insignificant that no NEPA analysis is required (see figure III-4). These actions are defined in the DM and can be found in Reclamation's *NEPA Handbook*. The two applicable lists of CEs are the departmental list (DM Chapter 2, appendix 1), which apply to all DOI entities, and the Reclamation-specific list (DM Chapter 6, appendix 9).

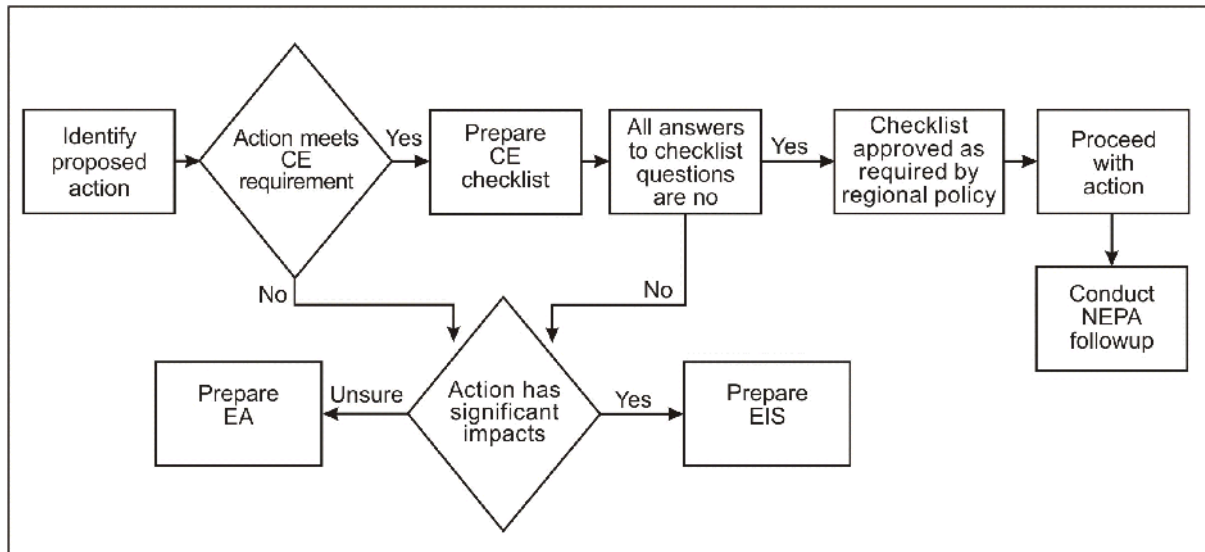


Figure III-4.—CE process flowchart (*NEPA Handbook*).

Reclamation has developed a CE checklist to assist in the proper application of Reclamation-specific CEs. Although not mandatory, this checklist should be used when a Reclamation-specific CE is applicable, but it is not required when a departmental CE is applicable (note that it may still be advisable to use the checklist for departmental CEs). CEs simply provide a method of documenting that a NEPA review of a proposed action took place and that Reclamation was able to determine there would be no significant impacts to any resource of concern.

CEs that *may* be applicable to RMPs include Departmental Exclusion 1.10 and Reclamation Exclusion 9.4C4. Departmental Exclusion 1.10 addresses policies or directives that are administrative or that are too broad, speculative, or conjectural for meaningful analysis. Reclamation Exclusion 9.4C4 addresses approval on land management plans when implementation will only result in minor construction activities and minor changes in operation and maintenance (O&M) activities. The applicability of these, or any other CEs, depends on the content of any particular draft RMP. If the RMP reflects any real changes in operations, facilities, or management that affect environmental resources, it is highly unlikely that a CE would apply.

The EIS is a detailed document that displays the environmental effects of a proposed action and reasonable alternatives. An EIS needs only be prepared if there are potentially significant effects on the environment. This leaves a large grey area between activities excluded by a CE and activities where potentially significant effects are obvious and an EIS is determined appropriate from the beginning. It is to address this grey area that EAs are defined in the regulations. An EA is intended to be a brief document that concludes that no significant impacts exist (documented in a FONSI) or that significant impacts *may* exist, triggering the preparation of an EIS. Guidance on preparation of an EA can be found in Reclamation's *NEPA Handbook* (see figure III-5).

An EIS is normally prepared for a major Federal action that significantly affects the quality of the human environment. However, the final determination to prepare an EIS could be the result of many factors, including the level of controversy, environmental considerations, Project history, and the language in the existing regulations. Procedural requirements for an EIS are discussed in detail in Reclamation's *NEPA Handbook* (see figure III-6).

Public involvement and scoping are required for RMPs. The PIP for an RMP is further discussed in chapter II, "Phase II Administrative Actions Required During the Preparation of a Resource Management Plan, 2. Preparation of a Public Involvement Plan."

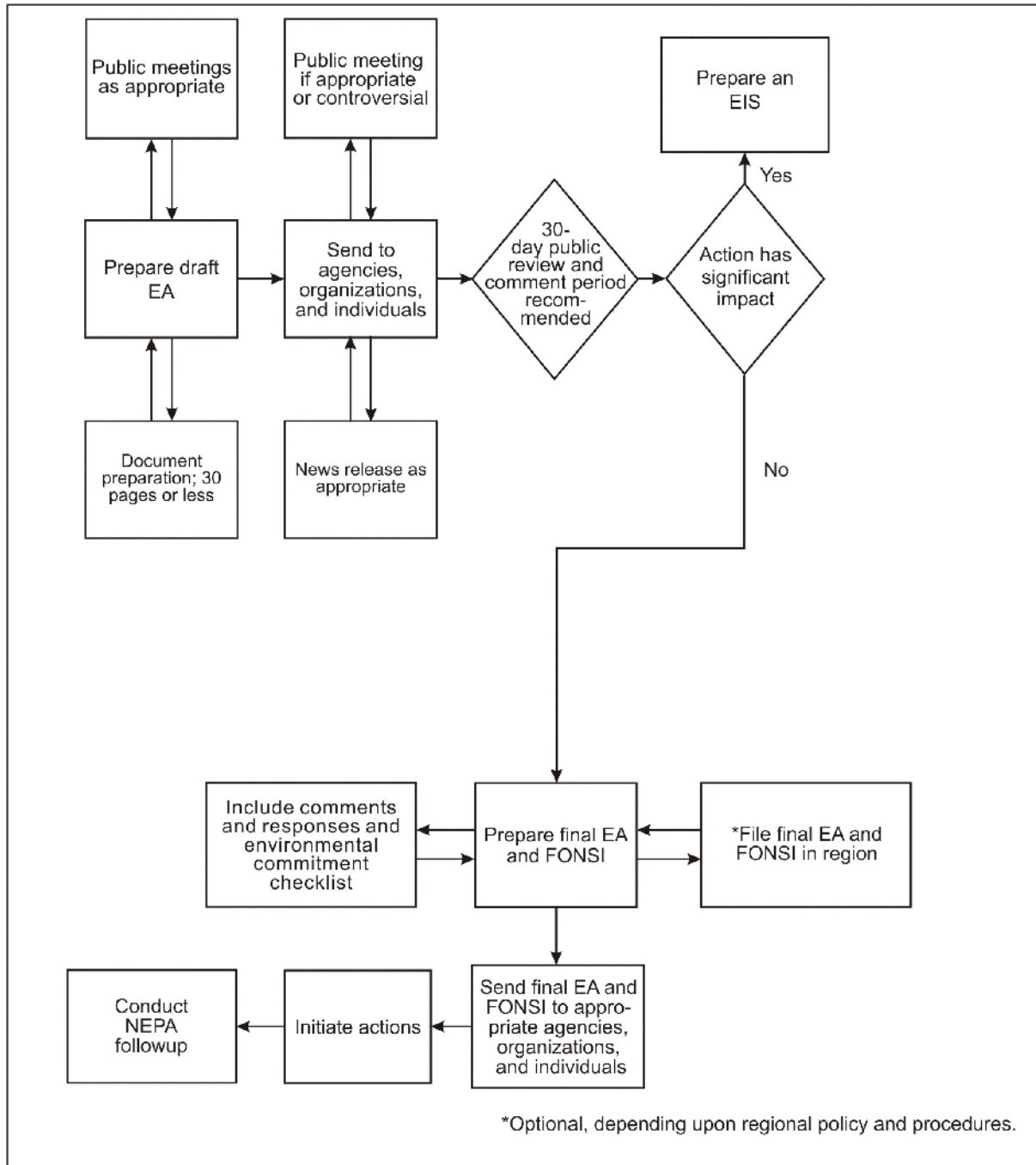


Figure III-5.—EA process flowchart (NEPA Handbook).

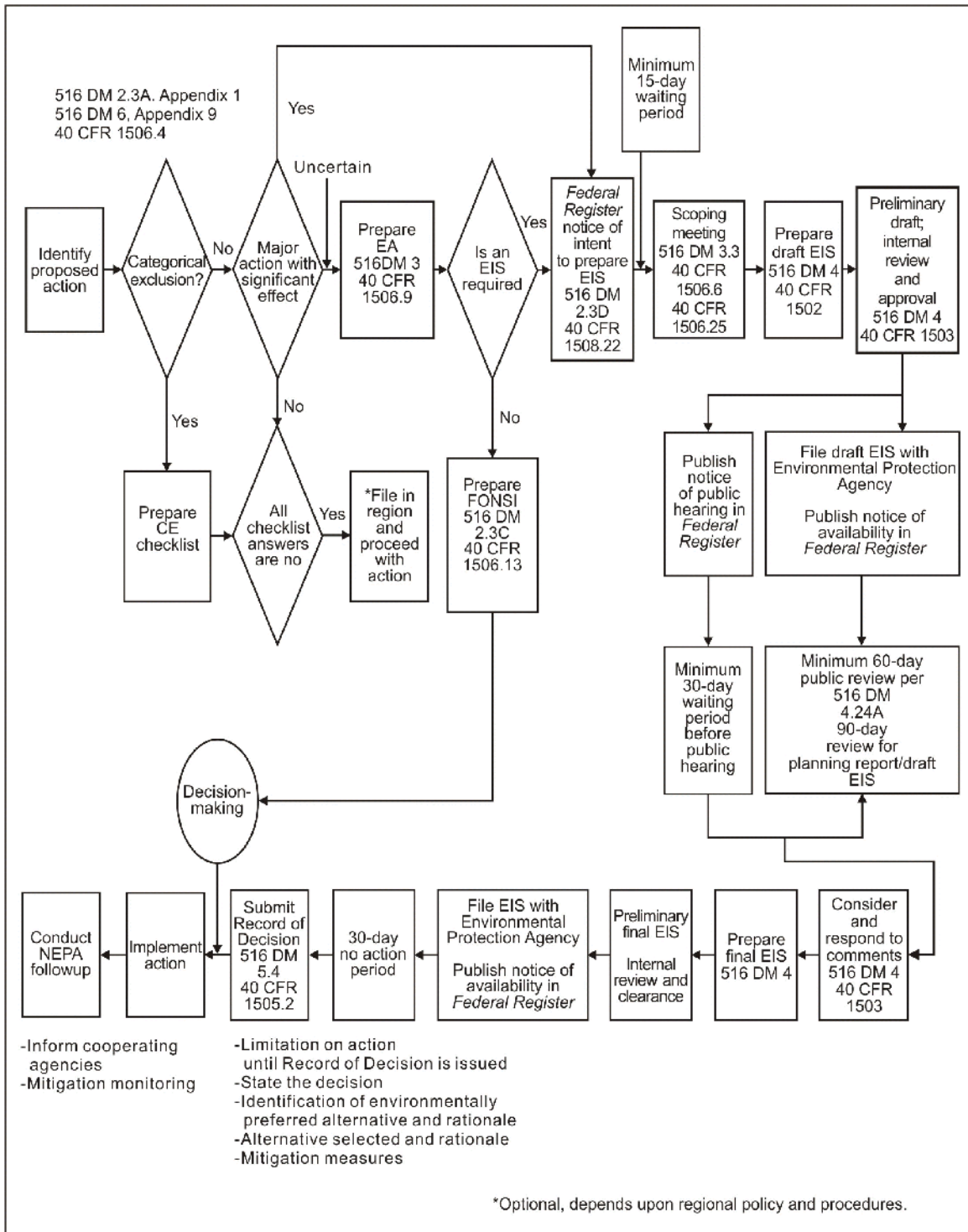


Figure III-6.—EIS process flowchart (NEPA Handbook).

Chapter

IV

Components of a Resource Management Plan

Introduction

An RMP is a repository of pertinent information that integrates and displays the management action(s)/direction(s), implementation strategies and monitoring procedures, as well as other plan decisions that apply to an area of land administered by Reclamation. The RMP should also contain information that directly relates to decisions made and information collected as a result of following the major steps in Reclamation's planning process (e.g., identification of issues, opportunities and constraints, resource inventory, and the formulation of goals and objectives, as discussed further in chapter III). The RMP also contains maps and attachments and other information relevant to the way in which the area is to be managed. The RMP is a public document and a vision for the future that is clear, understandable, and readily available for Reclamation staff to follow and implement.

To provide consistency and uniformity in the preparation of RMP documents, it is recommended that each respective RMP follow a suggested format that contains certain components, some of which should be considered essential. However, since the guidance provided in this guidebook is discretionary, individual offices have the flexibility to modify the format of the RMP and select the components appropriate for their individual RMPs. It is further recommended that deviation from the suggested format be limited to only the main chapters of the RMP. In other words, local offices have the flexibility to format the main chapters of the RMP in a variety of ways as long as certain essential components are addressed somewhere in the main body of the RMP document. It is important to remember that the essential components of the RMP should always be in a logical order. To give the user of this guidebook a good idea of the possible ways to format and present the information contained in an RMP, **attachment P** contains four different format examples that area offices have used to structure an RMP. (*Note:* The format examples in **attachment P, part I**, are represented by three different Table of Contents for stand-alone RMP documents while one example, **attachment P, part II**, is a Table of Contents for an integrated RMP/NEPA document.)

Offices responsible for preparing RMPs should consider the need for technical writing or editorial assistance. Such assistance can be invaluable in producing superior documents. Potential sources of assistance may include area office, regional office, or TSC staff, depending on the specific resources available. The TSC (Denver) can provide expertise (on a contract basis) through its Technical Communications Group (D-8011).

Standard Format

Except for the essential components to be included in the main chapters of an RMP, it is recommended that the components listed below appear in the RMP document in the order they are listed below. Some optional components are also identified. The essential components to be included in the main chapters of the RMP are listed in number 11 and appear in no particular order or preference. Following is the suggested format of the components of an RMP:

1. Cover
 2. Inside Cover
 3. RMP Document Guide – Schematic that serves as a reference tool to assist the reader in locating certain information in the RMP (optional)
 4. Finding of No Significant Impact (optional)
 5. Title page
 6. Inside Title Page
 7. Preface (optional)
 8. Executive Summary (optional)
 9. Abbreviations and Acronyms
 10. Table of Contents
 11. Essential Components Included in a Resource Management Plan (A through Q should be grouped and arranged in logical order)
 - A. Introduction
 - B. Purpose Statement
 - C. Authority
 - D. Organization and Scope of an RMP Document
 - E. Project History
 - F. Location/Setting
 - G. Overview of Public Involvement Efforts
 - H. Overview of Consultation Efforts
 - I. Management Framework
 - J. Planning Process
 - K. Opportunities and Constraints
 - L. Issues and Issue Categories
 - M. Existing Resource Inventory/Existing Condition
 - N. Goals and Objectives
 - O. Desired Future Condition
 - P. Management Action(s)/Direction(s)
 - Q. Implementation Procedures (monitoring, standards and guides, and plan revision or amendment)
 12. List of Preparers
 13. List of References/Bibliography
 14. Glossary of Terms
 15. Attachments/Appendices
-

Standard Format Components Included in a Resource Management Plan

The following information describes each of the components that should be presented in an RMP. The components are listed in the format order in which they are cited above. To aid the user of this guidebook and to facilitate consistency in the preparation of RMP documents, examples with information to be included in certain components of actual RMPs have been provided. In other instances, a brief narrative description is used to explain what information should/could be addressed within each component. Following are the components of an RMP and suggested information that could be included:

1. Cover

The front cover of all Reclamation RMPs should have the following information:

- P The RMP name, such as *Agate Lake Resource Management Plan*, in the upper half of the page in large bold type.
 - P The date the RMP was published below the RMP name (include at least the month and year, such as “September 2000”).
 - P “United States Department of the Interior” *preferably* located in the lower left-hand corner of the cover, with the DOI logo to the right.
 - P “Bureau of Reclamation” located below “United States Department of the Interior,” with the Reclamation logo to the right.
 - P The name of the region in which the RMP is being prepared below “Bureau of Reclamation.”
 - P The name of the area office where the RMP is being administered below the name of the region.
 - P The names of the cooperating entities listed below the area office name, with their logos to the right.
 - P Other graphics, backgrounds, and color on the cover may be used at the discretion of the office preparing the RMP.
-

2. Inside Cover

The inside cover (back of the front cover) should contain the mission statements and any contract information associated with the preparation of the RMP. The information should be listed as follows:

P Mission statement of the Department of the Interior

Department of the Interior

“The mission of the Department of the Interior is to protect and provide access to our Nation’s natural and cultural heritage and honor our trust responsibilities to Indian tribes and our commitments to island communities.”

P Mission statement of the Bureau of Reclamation

Bureau of Reclamation

“The mission of the Bureau of Reclamation is to manage, develop, and protect water and related resources in an environmentally and economically sound manner in the interest of the American public.”

P Mission statements of the managing entities

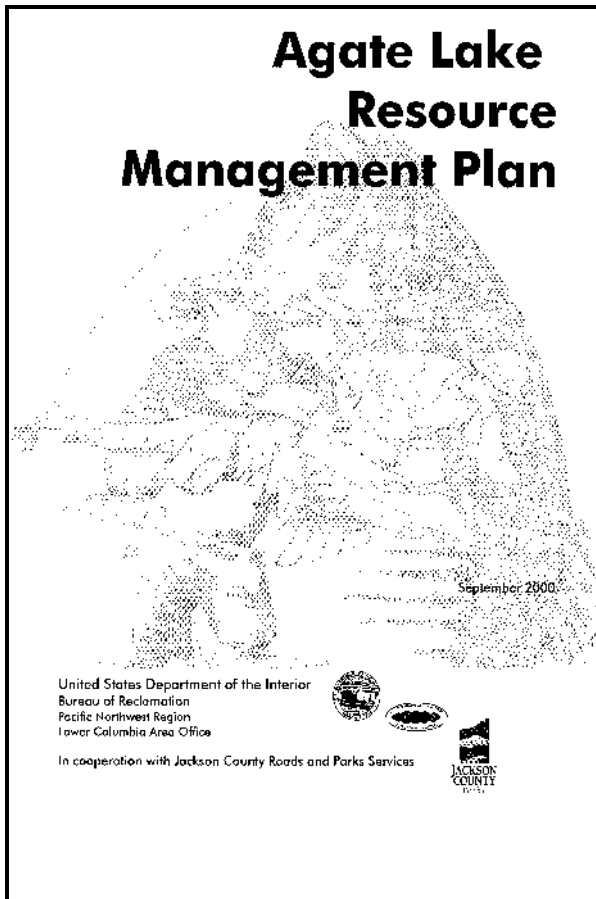
Example: Jackson County Parks

“To protect Jackson County’s recreational resources and provide a quality County Park system that meets recreation needs and provides recreation opportunities to the citizens and visitors of Jackson County.”

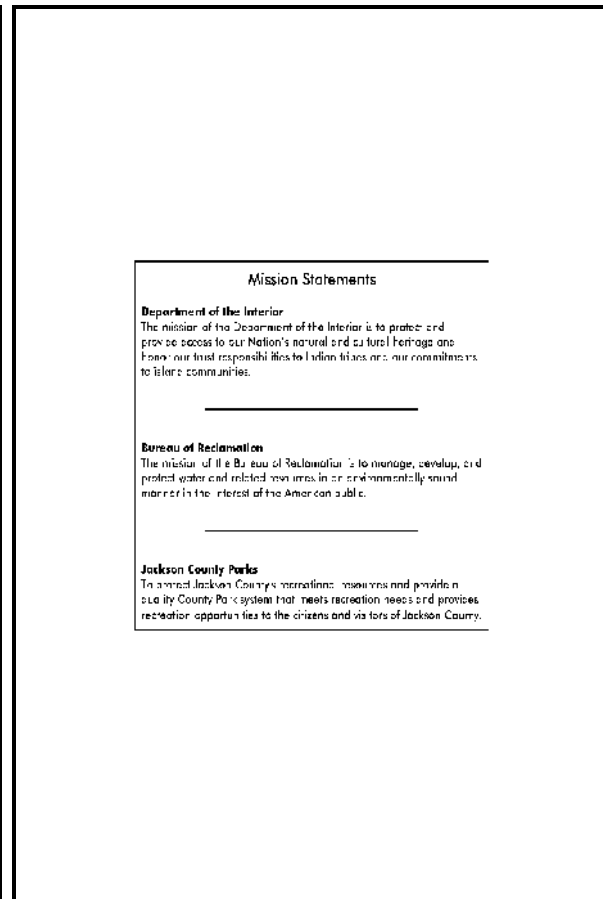
P If prepared by a consultant, the name, mailing address, and government contract number should be listed.

Example: “This Resource Management Plan was prepared by the Bear West Consulting Team in cooperation with, and for, the Department of the Interior, Bureau of Reclamation, Upper Colorado Region, under Contract No. 1425-2-CA-40-12580, delivery order 002, entitled, *Preparation of Resource Management Planning for Deer Creek.*”

See the figures on the following page for examples of a cover and an inside cover.



(a) Example of a cover.



(b) Example of an inside cover.

3. RMP Document Guide (Optional)

A schematic that serves as a reference tool to assist the reader in locating certain information in the RMP could be provided. An example of a document guide is included as **attachment Q**. (*Note: This example is taken from an integrated RMP/NEPA document.*)

4. Finding of No Significant Impact (Optional)

If a FONSI for the Federal action of preparing an RMP is signed by the responsible Reclamation manager, a copy of the FONSI may be included in the final RMP document. This will allow the reader to see a brief discussion of why the impacts described and analyzed in the concurrent EA were not significant enough to prepare an EIS. Otherwise, the reader would have to go directly to the EA to locate this type of information. An alternative for including a copy of the FONSI in the RMP document would be to discuss briefly the NEPA process and associated impacts somewhere in the main body of the RMP or in an Executive Summary.

5. Title Page

The next page (title page) of an RMP should be exactly like the cover in terms of information, but it should not display the DOI, Reclamation, or a managing partner's logos or symbols.

6. Inside Title Page

The next page (back of the title page) is similar to the cover and title page, but contains the name of the Project and its location. Following is an example of what should be on the back of the title page:

- P The RMP name, such as *Agate Lake Resource Management Plan*. This should be at the top of the page, followed in the lower left by:
 - P The name of the Project, such as "Rogue River Basin Project," with the name of the managing office, including city and State, such as "Talent Division, Medford, Oregon," followed by:
 - P "United States Department of the Interior," and "Bureau of Reclamation," with the name of the regional office, including city and State, such as "Pacific Northwest Region, Boise, Idaho," followed by:
-

- P If you wish, the name, mailing address, and phone number of the area office, including city and State, such as “Lower Columbia Area Office, Portland, Oregon,” followed by:
- P If appropriate, “In cooperation with” and the name of the cooperating entities, including city and State, such as “Jackson County Parks, Medford, Oregon,” followed by:
- P Date (include at least month and year).

See the figures on the following page for examples of a title page and back of a title page.

7. Preface (Optional)

A Preface could be provided that would acknowledge certain groups, individuals, or entities that provided valuable input into the development of the RMP. The preface could also be used to briefly state the purpose of the RMP or to articulate why some action was not addressed (e.g., the action of transferring lease lots within the management area is being covered by a separate NEPA process). (See [attachment R](#) for an example of a brief Preface from an integrated RMP/NEPA document.)

8. Executive Summary (Optional)

An Executive Summary could be provided that outlines the sideboards for development of the RMP and summarizes the RMP planning process and the contents of the RMP. This would give the reader a brief narrative description of what is contained in the RMP (i.e., critical issues, management action(s)/direction(s), public involvement and consultation efforts, and others).

9. Abbreviations and Acronyms

A list of abbreviations and acronyms should be included in the RMP. Following is an example of a list of abbreviations and acronyms:

Abbreviations and Acronyms

BIA	Bureau of Indian Affairs
BLM	Bureau of Land Management

Agate Lake Resource Management Plan

September 2000

United States Department of the Interior
Bureau of Reclamation
Pacific Northwest Region
Lower Columbia Area Office

In cooperation with Jackson County Roads and Parks Services

Agate Lake Resource Management Plan

Rogue River Basin Project
Talent Division
Medford, Oregon

United States Department of the Interior
Bureau of Reclamation
Pacific Northwest Region
Boise, Idaho

Lower Columbia Area Office
Portland, Oregon

In cooperation with
Jackson County
Roads and Parks Services
Medford, Oregon

September 2000

(c) Example of a title page.

(d) Example of an inside title page.

cfs	cubic feet per second
District	Rogue River Valley Irrigation District
EA	environmental assessment
ESA	Endangered Species Act
FONSI	finding of no significant impact
FS	U.S. Forest Service
HB	House bill
ITAs	Indian Trust Assets
LWCF	Land and Water Conservation Fund
mg/L	milligrams per liter
NEPA	National Environmental Policy Act
NPS	National Park Service
NWI	National Wetlands Inventory
O&M	operation and maintenance
OHV	off-highway vehicle
Reclamation	Bureau of Reclamation
RMP	Resource Management Plan
SCORP	State Comprehensive Outdoor Recreation Plan
Service	Fish and Wildlife Service
SHPO	State Historic Preservation Officer
Stat.	Statute
TCPs	traditional cultural properties
µg/L	micrograms per liter
µs/cm	microsiemens per centimeter (units used to measure conductivity of an aqueous solution)
EF	degrees Fahrenheit

10. Table of Contents

The next page (or page after the abbreviations) of an RMP should be a Table of Contents. Headings can be added for tables, figures, photographs, and maps, as necessary and appropriate, and a heading can be included to indicate attachments/appendices, followed by their respective names and page numbers.

11. Essential Components Included in a Resource Management Plan

The following components should be considered essential and included in the main body of an RMP. The below-mentioned components are not necessarily chapters within the RMP document. As stated earlier, the location of the essential components that should be included in the main chapters of the RMP can be determined by the local offices. Several of the

essential components can be combined to form an individual chapter (e.g., the introduction, purpose statement, authority, organization and scope of the RMP, project history, and location/setting essential components can be combined to form the introductory chapter of the RMP). A suggestion on ways to combine certain components in the same RMP chapter, when appropriate, is described below. (Refer to [attachment M, parts I and II](#), for examples on ways in which the goals and objectives, issues and issue categories, and the management action essential components could be combined in the same chapter. Also refer to the four tables of contents examples in [attachment P, parts I and II](#), for further guidance on how certain components may be combined into a specific chapter in the RMP.)

A. Introduction.—This component of the RMP should provide a brief but concise overview of the document. It should state that the RMP is to provide management action(s)/direction(s) that protect the rights of entities based on existing grants, contracts, and legislation, while identifying and scheduling measures to achieve a desired future condition. It should state that the RMP establishes management action(s)/direction(s), both area-wide and specific, in the form of goals, objectives, standards, and guidelines, and that the RMP includes monitoring and evaluation requirements to ensure conformance. It should indicate the planning period on which the RMP was based and that it will be updated or revised, as appropriate, over time. This component is usually part of the introductory chapter of the main body of the RMP and should be accompanied by a location map showing the location of the management area within the State/region the RMP is being prepared. (Refer to the location map in [attachment S](#) for an example.)

B. Purpose Statement.—This component should state the reason(s) for preparing an RMP and indicate that the RMP is to guide future land resources management to ensure lands and waters are maintained and protected for authorized Project purposes. It should also state that the RMP establishes consistent management and guidance and ensures that activities or uses are in compliance with applicable Federal, State, and local laws, regulations, and policies. This component is most often included in the introductory chapter of the RMP.

C. Authority.—This component should include authorities to prepare the RMP/EA, Project authorities, and others, as appropriate. This should also include applicable legislation, such as P.L. 89-72 (as amended), or other specific laws that address the management of lands, how they are to be managed, and who is authorized to manage the lands. This component is most often included in the introductory chapter of the RMP.

D. Organization and Scope of an RMP Document.—This component should inform the reader of the way the document is divided into areas or chapters. This component is most often included in the introductory chapter of the RMP. Following is an example of how the preparer of an RMP might address this component:

- P Chapter I provides introductory information about the area and the RMP, describes the purposes of and authorization for the RMP, describes the location of the RMP study area, and gives a brief history of the management area.
- P Chapter II provides an overview of Reclamation’s planning process, summarizes the issues, identifies the issue categories established for the management area, and provides an overview of public involvement activities and coordination efforts with other agencies and Indian Tribes/Nations.
- P Chapter III describes the existing resources and environmental factors within the RMP study area, identifies the other entities that may have involvement in the study area (management framework), and identifies opportunities and constraints.
- P Chapter IV describes the future condition, sets forth the management action(s)/ direction(s) outlined for the management area, and identifies the goals and objectives established to meet the identified issues.
- P Chapter V establishes the implementation schedule of the RMP, including actions, budgets, responsible entity(ies), and appropriate timeframes.
- P Chapter VI identifies monitoring procedures and the standards and guides used to monitor the implementation actions.
- P Information following the chapters includes a List of Preparers, including the ID team, entity representatives, and consultants; References/Bibliography; and a Glossary. Attachments include reports, agreements, tables, maps, figures, photos, and others, as needed.

E. Project History.—This component should briefly explain the history of the management area and include the congressional authorization for the Project, description of the Project, purposes for which the Project was authorized (i.e., irrigation, flood control, fisheries, recreation, and other), dates when the Project was begun and completed, and repayment entity(ies). National, regional, or local interagency MOUs or MOAs for management of lands and resources could be addressed along with policy letters from the Commissioner of Reclamation, regional office, or area office. Additional information on the history of the area may be added, as appropriate. Many Project histories have been completed and are

available from the History Program staff in the Office of Policy (D-5300) or through the “Data Web” link on Reclamation’s Web site. This component is most often included in the introductory chapter of the RMP.

F. Location/Setting.—This component should state the location on a river(s) or tributary(ies); the county, State, township, and range in which the management area is located; and the distance and direction from cities, towns, National Forests, parks, mountain ranges, Indian reservations, and other major landmarks. This component should include a map that outlines the management area boundary and is most often included in the introductory chapter of the RMP. (See [attachment S](#) for an example of study/ management area maps.)

G. Overview of Public Involvement Efforts.—This component should list the parts of the public involvement plan that were implemented, including meetings with managing entities, affected jurisdictions, users, and area-wide special interest groups; general public scoping, and any surveys and mailings such as the distribution of news releases. The date that the public process was begun should be mentioned along with the number of public meetings and the number of attendees at each meeting. This component is often included in the introductory chapter or in the same chapter that describes the planning process.

H. Overview of Consultation Efforts.—This component should include a discussion of the consultation efforts that occurred during the planning process. The discussion should include both formal and informal consultation efforts that may have been initiated with entities such as the FWS, NOAA Fisheries, and Indian Tribes/Nations. Dates that letters were mailed to certain entities, meeting dates, results of meetings, and other findings should be documented in the RMP. This component is often included in the introductory chapter or in the same chapter that describes the planning process.

I. Management Framework.—This component should include important information pertaining to all parties that manage or would be interested in and eligible to manage through contracts, agreements, MOUs, O&M agreements, repayment contracts, or Tribal/National interests; by virtue of resources managed by State or Federal statute (i.e., boating, hunting, wildlife management, or wetlands); and/or by any individuals or organizations that hold license agreements, concessions, and permits on the lands covered by the RMP. Information pertaining to managing entities that do not manage through an agreement, but manage pursuant to existing laws and regulations, such as the FWS or State game and fish and parks departments, should be provided. The management framework component could be included in the land use section of the resource inventory component, a separate chapter in the main body of the RMP, or part of the introductory chapter.

J. Planning Process.—This component should include a brief narrative overview of the planning and NEPA processes used to develop, analyze, and select the preferred RMP alternative. It is not enough to simply show the reader of an RMP a schematic that represents the planning or NEPA process and the way in which they are related. It is more important that the reader understand why certain decisions were made. As an example, the reader may want to know that a critical issue raised at a public meeting resulted in the formulation of a goal and associated objectives by an ID team and that the objectives were transformed into management action(s)/direction(s) that would be implemented at some point in the future. The planning process component is likely to appear in the same chapter that first presents a summary of the issues, an explanation of the issue categories, and an overview of the public involvement and consultation efforts. (Refer to chapter III for further planning and NEPA process information.)

K. Opportunities and Constraints.—During the planning process, certain opportunities and constraints should be identified by the ID team and documented in the RMP. This component of the RMP should contain a discussion of the opportunities and constraints that affect Reclamation’s ability to manage the area covered by an RMP. If possible, the opportunities and constraints should be identified for each of the resources within the management area. An environmental constraints map showing critical habitat, steep slopes, 100-year flood plains, wetlands, and other features could be included to supplement this component. (Refer to the Environmental Constraints map in [attachment S](#) for an example and see [attachment N](#) for examples of opportunities that may be available.)

Opportunities and constraints in the management area can be categorized as follows:

- P** *Legal*— Those that address the laws and authorities that pertain to a management area and the opportunities and constraints they establish, including sources of funding, authorization for non-Federal partners to manage, water quality constraints, and priority uses of resources for water delivery, flood control, recreation, wildlife, and others (i.e., real property rights—water, mineral, easements, etc.).

- P** *Carrying capacity*¹ — If enough information is known, environmental, social, physical, and facility carrying capacity and potential thresholds should be addressed in this

¹ Carrying capacity can be described as the ability of a resource to accommodate a user population at a reasonable threshold without the user population negatively affecting the resource sustainability and more specifically as follows: Environmental carrying capacity—the effects that a level of recreation use will have on resources, such as vegetation, fish, wildlife, soils, water, and air; social carrying capacity—the impacts that resource users have on one another; physical carrying capacity—the area that is available to a recreationist for a specific recreation activity; facility carrying capacity—the ability of an existing facility to accommodate the current level of recreation use.

component. Since Reclamation's goal is proper stewardship of Federal land, it is appropriate to set a limit on resource use that can be sustained without adversely affecting the resource beyond an acceptable level.

- P** *Environmental* – This includes environmental factors that establish opportunities or constraints: soils, topography (steep or gentle slopes), flat-water surface area, navigable rivers, wetlands, wildlife, cultural resources, historical resources, endangered species, water quality, and others.

L. Issues and Issue Categories.—During public involvement and internal scoping, a variety of issues will be identified. This component should document the issues. It is suggested that similar issues be grouped into issue categories to facilitate the formulation of goals and objectives and ultimately the establishment of management action(s)/direction(s) that will address each issue category. Following are several examples of issue categories that could be created into which similar issues could be grouped:

- P** *Partnerships* – These issues deal with the management of certain resource programs within the management area by entities such as water user organizations, Indian Tribes/Nations, and State wildlife and recreation departments.
- P** *Water resources* – These include water quality and water quantity issues related to different land uses and their effects on natural resources, recreational use, and Project purposes.
- P** *Recreation and visual resources* – These issues relate to the relationship between recreation and other land uses, potential conflict among different types of users and natural resources, concerns of dispersed and developed recreation uses with existing management, peak use concerns for public safety and its resource impacts, and scenic qualities of the area that are important to the overall recreation experience.
- P** *Natural and cultural resources* – It is important to identify issues relating to the vegetation, wildlife (including migratory birds), fisheries, threatened and endangered species, cultural, historic, and paleontological resources within the management area. Issues may relate to management, seasonal conflicts, conservation measures, grazing practices, user conflicts, noxious weeds, pests, and others.
- P** *Health and safety* – These issues pertain to the posting of rules and regulations governing the use of the management area; providing a safe, healthy, and enjoyable environment and experience for the visiting public; ensuring safe and usable facilities; and providing an acceptable level of law enforcement.
-

- P** *Public information* – These issues pertain to providing a variety of public information about conditions at the management area (i.e., reservoir elevations, usability of boat ramps, and others) and providing through different media (e.g., internet, brochures, radio, maps, and pamphlets) information about the opportunities that may be available.
- P** *Land management* – This broad area covers all land management action(s)/direction(s), such as trespass, adjacent land uses, utilities, use authorizations, roads, trails, fencing, and uncontrolled access.

The issue categories mentioned above may vary depending on the types and quantity of issues identified. For example, if the management area contains numerous Project facilities—such as canals, power substations, borrow areas, and others, that may conflict with the public’s desire to use the land for other purposes—it may be prudent to establish a separate issue category entitled, “Project Facilities.” Then, the issues related to this category and Reclamation’s management action(s)/direction(s) addressing those issues can be easily identified by Reclamation personnel.

- P** *Project facilities* – These issues cover existing Project facilities and purposes within the management area that need to be protected or otherwise addressed. Security of Project facilities should also be addressed.

A summary of the issues and the issue categories will likely appear in the same chapter that explains the planning process. In another chapter of the RMP, the issue categories are likely to be mentioned again along with the goals, objectives, and management action(s)/direction(s) to show the direct relationship.

M. Existing Resource Inventory/Existing Condition.—This component should provide a complete (to the extent possible) description of the existing physical, biological, and socioeconomic conditions of the management area. This should provide the baseline for developing the RMP, monitoring resources, and measuring successful implementation of the RMP. This includes all of the important environmental and cultural data that should be collected and/or compiled in the RMP document for evaluating impacts in the NEPA compliance document and for future reference. (*Note:* A summarized version of this component should appear in the “Affected Environment” section of the NEPA document.)

Refer to [attachment T](#) for examples of resources and resource information that should be addressed in the RMP.

N. Goals and Objectives.—Goals and objectives should be established by the ID team to address the issues and issue categories mentioned above. The goals should be expressed in general terms and should describe a desired condition to be achieved within the planning life of the RMP. The objectives are brief statements that describe a broad-based strategy. These goals and objectives should be presented in the RMP so that the public can easily see how their issues were addressed. The goals and objectives are most often discussed with the issue categories and management action(s)/direction(s) components and appear in the same chapter of the RMP. Following are several examples of goals that could be established for different issue categories. (Refer to [attachment M, parts I and II](#), for examples of ways to present the goals and objectives. *Note:* [attachment M, part II](#), also documents the specific management action(s)/direction(s) that were established to accomplish the goal and objectives.)

- P *Partnerships* – Goals in this area could include working with, maintaining, supporting, adding, pursuing, discontinuing, and improving partnerships with water users and local, State, Tribal/National, and Federal entities, and special interest groups, such as resource conservation organizations, to achieve a stated goal for the management area.
 - P *Water resources* – Goals in this area could include protecting water integrity, controlling pollution, and supporting uses and programs that enhance stated goals for the management area.
 - P *Recreation and visual resources* – Goals in this area could include expanding, maintaining, limiting, improving, managing, developing, or rehabilitating recreation facilities; providing accessibility opportunities; and evaluating impacts of recreation use within the management area.
 - P *Natural and cultural resources* – Goals in this area could include compliance with laws and Executive orders and protection, improvement and enhancement for wildlife, wetlands, fisheries, cultural, historic, paleontological, vegetation, soils, and noise and air quality resources within the management area.
 - P *Health and safety* – Goals in this area could include providing a safe and healthy environment for visitors, increasing public awareness regarding safety and security, providing signs to warn visitors of possible hazards, and posting rules and regulations.
 - P *Public information* – Goals in this area could include providing visitor information through interpretive media, newsletters, or maps, etc., and providing visitor services such as visitor centers or resource programs such as wildlife observation and interpretive programs.
-

- P *Land management* – Goals in this area could include locating, posting, fencing, closing, opening, permitting, leasing, and licensing lands to ensure appropriate and compatible land uses, resource protection, user safety, disposal and acquisition, trespass resolution, removal of abandoned personal property, and avoidance of conflicts within the management area.

- P *Project facilities* – Goals in this area could include protecting Project facilities and purposes, eliminating conflicts, and fencing and signing of facilities for security purposes.

O. *Desired Future Condition.*—This component is a short narrative of what the future of the management area should be as a result of implementing the RMP. It may be to improve coordination and cooperation among entities; reduce water pollution; optimize, expand, or limit recreation use; develop, remove, expand, or rehabilitate recreation facilities; improve interpretation and education opportunities; achieve sustainable vegetation and wildlife levels; expand, enhance, or protect wetlands; improve fisheries; limit utility corridors to identified areas; or to develop mineral resources in an environmentally sensitive manner. See [attachment U](#) for an example of a Desired Future Condition Statement.

P. *Management Action(s)/Direction(s).*—This component provides management action(s)/direction(s) for the management area in response to land use requests, public issues, and management concerns. As recommended earlier, the goals and objectives are typically displayed with the applicable management action(s)/direction(s) component. To assist the ID team members in writing this component, each member should follow the guidance provided in the Reclamation manuals to determine how the variety of resource programs are or should be managed. Implementation of the management action(s)/ direction(s) should result in attaining the goals and objectives of the management area. All uses and activities of the management area, including permits, contracts, and other instruments, should be consistent with the following:

- P Management area (area-wide) management action(s)/direction(s) – These are overall, general requirements that equally apply to the entire management area.

- P Specific area management action(s)/direction(s) – These are requirements that only apply to a specific area identified within the management area and are unique to that area.

It is recommended that the area-wide management action(s)/direction(s) be listed first and specific area management action(s)/direction(s) second. The management

action(s)/direction(s) can be written in a narrative or table format. As stated earlier, the management action(s)/direction(s) are consistent with the goals and objectives and the issue category essential components to allow the public to easily identify how the identified issues were addressed.

Many of the issues identified from internal scoping and public involvement are likely to be similar from one management area to another; therefore, the goals and objectives and associated management action(s)/direction(s) are likely to be similar from one RMP to another. The management action(s)/direction(s) should not only address the issues but also reflect Reclamation's overall goal of correctly managing its resources and facilities pursuant to existing laws, regulations, and Executive orders, as well as its policies, directives, standards, and guidelines. See [attachment V](#) for general guidance on developing management actions that may be appropriate to include in an RMP.

Q. Implementation Procedures (Monitoring, Plan Revision or Amendment, and Standards and Guides).—Three key elements of this component are monitoring, plan revision or amendment, and standards and guides. This component should state that the implementation of the RMP by Reclamation and its partners will be guided by existing and future laws, Executive orders, regulations, and policies and guidelines, and that the RMP is designed to supplement existing direction provided by these sources. It should also indicate that there is a need for coordination and cooperation with partners and administering entities for the successful implementation of the RMP. The monitoring and standards and guides are most often incorporated into an implementation schedule. Other items that could also be included into the implementation schedule are the identified management action (specifically what is to be accomplished), the target year or years for implementing the management action(s)/direction(s), priority level, funding source, and the responsible entity or entities, including appropriate contacts (i.e., referencing an individual, office, city, county, institution, or entity and their appropriate phone and/or fax numbers and physical and/or email addresses may be helpful). The implementation schedule can be in a narrative or table format. Most managers and users of this component prefer a table format. (Refer to chapter III, “Planning Process Steps, 9. Implementation and Monitoring of a Resource Management Plan” and “10. Amendments and Revisions to a Resource Management Plan” for additional information.)

Monitoring.—Monitoring efforts taken to track the success of implementing the management action(s)/direction(s) should be included in the implementation schedule (i.e., how to evaluate, observe, enforce, comply, achieve, document, or report concerning the action, or determine that the management action was achieved). It should be mentioned that these monitoring efforts would occur periodically over the planning life of the RMP.

Tables can be a valuable asset when performing monitoring. A table format that facilitates monitoring of the multiple resources by various disciplines can expedite these efforts. It is suggested that those monitoring the work assist in the layout and organization of the tables. (See [attachment W](#) for an example of monitoring review forms that were used exclusively to conduct field reviews to track the implementation actions. *Note:* These monitoring forms were completed independently and were not part an RMP document.)

Following are a few examples of existing reviews and monitoring efforts already being conducted on Reclamation lands that might be used to assist in monitoring the possible management action(s)/direction(s) identified in an RMP:

- P Real Property Utilization Reviews
- P Recreation Compliance Reviews
- P Withdrawal Reviews
- P Hazardous Waste Management Reviews
- P Concession Compliance Reviews
- P Land Use Authorization Reviews
- P Review of Pest Management/Resource Protection Plans
- P Wetlands Inventory and Monitoring
- P Water Quality Monitoring
- P Facility Condition Assessments
- P Accessibility Reviews
- P Review/Monitoring of Underground Storage Tanks
- P Mitigation Reviews
- P Associated Facilities Reviews
- P Comprehensive, Periodic, and Annual Reviews of Dams
- P Comprehensive, Periodic, and Annual Reviews of Powerplants

Plan Revision or Amendment.—It should be stated in the RMP document that an RMP revision or update would occur as necessary. The procedures to revise or amend the RMP should be stated in this component.

Standards/Guides.—For each identified management action(s)/direction(s), it is recommended that each of the action(s)/direction(s) be accompanied by standards or guides that state the laws, CFRs, agreements, best management practices, or other directives to follow in meeting the management action(s)/direction(s). In many instances, the standards or guides will be the Reclamation manual for a specific program, as mentioned throughout this document. Following are a few examples of standards and guides for different resources and parameters that might assist Reclamation offices in the completion of the standards and guides portion of the implementation schedule:

Water Resources, Quality, and Use.—

- P Water operations – Standards or guides are the Annual Operating Plan, Standing Operating Procedures, Emergency Action Plan, Designer’s Operating Criteria, and any environmental stipulations for compliance resulting from a NEPA document.
- P Water quality — Standards or guides are the State and Federal water quality standards for drinking, wildlife, and other identified uses.
- P Watershed protection — The standard or guide is the current water quality standards in place and the terms and conditions of contracts with other entities.

Recreation-Related.—

- P Recreation development — The standard or guide is that provided by law (such as P.L. 89-72 as amended by Title 28 of P.L. 102-575) and agreements with managing entities.
- P Recreation management — The standard or guide is the NEPA document identifying the appropriate levels of use, recreation opportunity spectrum (ROS) System (Chapter 60, Project Planning ROS Users Guide and Chapter 63, ROS Setting Indicator and Analysis Technique Guidelines, FS), or as identified in contractual agreements with managing entities and State and Federal laws and visitor center policy, directives, standards, and guidelines.
- P Recreation planning — The standard or guide should be the recreation use and facilities identified in a NEPA document and/or the FS ROS System Chapter 25, ROS Users Guide.

Fish, Wildlife, and Vegetation.—

- P Habitat/fisheries management — The standard or guide is the State fishing regulations and the construction of habitat enhancement structures where compatible with the operation of the Project and safety of the public. State and Federal laws and regulations and agreements also guide fisheries management action(s)/direction(s).
 - P Vegetation management — The standard or guide for these actions includes coordinating/consulting with the FWS and U.S. Army Corps of Engineers, using ID teams to establish practices concerning grazing, prohibiting grazing, restricting use or closing sites where vegetation concerns exist, implementing travel and public use plans, and implementing revegetation plans.
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- P** Wildlife management — The standard or guide for these actions includes an interdisciplinary approach in preparation and implementation of the plan, coordination of wildlife agencies such as the State game and fish departments and FWS, and adherence to Reclamation policy, directives, and standards. Appropriate ESA regulations, mitigation requirements, agreements, and other laws and regulations will also guide the wildlife management action(s)/direction(s).

Lands and Land-Related.—

- P** Land management — The standard or guide includes the Federal Property and Administrative Services Act of 1949 and 41 CFR 101-47, Section 204 of the FLPMA of 1976 (43-USC 1714), Section 10 of the Reclamation Project Act of 1939, 43 CFR 429 – NEPA requirements and stipulations in Project authorization or other NEPA actions; ID team recommendations; other identified laws, rules, and regulations; and Reclamation policies, directives, and standards pertaining to land management.
- P** Roads/trails — Standard or guides include section 10 of the Reclamation Project Act of 1939, existing agreements/contracts/permits, off-highway vehicle (OHV) rules and regulations, appropriate construction guidelines and design standards, and ID team recommendations.
- P** Travel/access — The standard or guide should be the Manual on Uniform Traffic Control Devices (<<http://mutcd.fhwa.dot.gov/>>), Scenic Byways regulations and criteria, Reclamation policy for OHV use (43 CFR 420), State and Federal OHV laws, and ID team recommendations.

Other.—

- P** Concessions/special use permits — The standard should be covered by Reclamation’s concession policy, directives, or standards and existing permit stipulations.
- P** Visual planning, management, development, enhancement, and rehabilitation — The standard or guide is the FS or BLM Visual Management System.
- P** Air quality — The standard or guide should be to meet the appropriate air quality standard for any activity in the management area pursuant to the State Department of Environmental Quality standards and the Environmental Protection Agency.
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- P Cultural/paleontological — Contacts include Reclamation cultural resources staff, the SHPO, and Tribal Historic Preservation Officer (when designated). The standard or guide is 36 CFR 60 and 36 CFR 800 and Reclamation manual(s).
- P Fire suppression — The standard or guide is the National Fire Plan Web site at <<http://www.fireplan.gov>>. Reclamation manuals, directives, handbooks, and other documents related to this subject should be followed. Consultation with the appropriate entities should be conducted.
- P Geology/minerals/soils — The standard or guide includes identification of lands withdrawn from minerals entry by a specific Public Land Order or Commissioner's memorandum; coordination with BLM (Interagency Agreement between Reclamation and BLM 3-25-1983); coordination with the appropriate State division of oils, gas, and mining; efforts to minimize disturbance and return mined-out pits to naturally appearing contours with top soil and to revegetate to minimize soil loss and visual impact; and preparation of a soil and moisture conservation program.
- P Integrated pest management — The standard or guide is to coordinate with the State, county, or other regulatory authority to control undesirable or invasive pests, establish vegetative controls for soil-disturbing or wildfire activities, apply pesticides only after Reclamation approval, and apply pesticides under direction of certified applicators and according to label instructions. (Also see Integrated Pest Management Policy, Directives, and Standards.)

The above-mentioned standards and guides are not intended to be a comprehensive list of all the standards and guides that would be used to track the status of certain implementation actions. The examples are intended only to illustrate what kinds of standards and guides information might be included as part of the implementation component. Each office will have to identify those standards and guides that apply to the individual management action(s)/direction(s) identified in each respective RMP.

12. List of Preparers

Listing those who had a part in preparing the document is an important recordkeeping effort. It is recommended that this be kept on an ongoing basis throughout the RMP process to avoid leaving anyone off the list. To help in the organization of this list, the following categories are recommended:

- P ID team – These are the Reclamation employees who participated in the development of the RMP. Each entity in the list should also include “Department of the Interior,” and “Bureau of Reclamation,” ID team member’s name, position, and area of expertise covered in the RMP.
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- P Cooperating entity representatives – This should include the Federal, Tribal/ National, State, county (or other entities), department, representative name, position, and area of expertise covered in the RMP.
- P Consultants under contract (reference contract number), if any – This should include the name of the consulting firm(s), and consultant name(s), position(s), and area(s) of expertise covered in the RMP.

13. References/Bibliography

This is the documentation of sources cited in preparing the RMP. It is recommended that these be kept on an ongoing basis throughout the RMP process to keep everyone informed of the sources cited.

- P References – These should be in alphabetical order and in standard reference format. According to the *Government Printing Office Style Manual* (2000), there are many styles available to bibliographers because there are many classes of documents. A Government bulletin citation, according to one authority, would be treated as follows:

Author’s name (if the article is signed); title of article (in quotation marks); the publication (usually in italic), with correct references to volume, number, series, pages, date, and publisher (U.S. Govt. Print. Off.).

Therefore, the example would read:

U.S. Department of the Interior, “Highlights in history of forest and related natural source conservation,” *Conservation Bulletin*, No. 41 (serial number not italic), Washington, U.S. Department of the Interior (or U.S. Govt. Print. Off.), 1997. 1 p. (or p. 1).

Another Governmental periodical citation would read as follows:

Reese, Herbert Harshman, “How To Select a Sound Horse,” *Farmers’ Bulletin*, No. 779, pp. 1-26 (1987), U.S. Department of Agriculture.

Clarity may be maintained by capitalizing each word in book titles, but only the first word in the title of articles.

Other examples are:

Preston W. Slosson, *The Great Crusade and After: 1914–1928* (New York: Macmillan, 1930).

Edward B. Rosa, “The economic importance of the scientific work of the government,” *J. Wash. Acad. Sci.* 10, 342 (1920).

or:

Preston W. Slosson, *The Great Crusade and After: 1914–1928* (New York: Macmillan, 1930).

Edward B. Rosa, “The Economic Importance of the Scientific Work of the Government,” *J. Wash. Acad. Sci.* 10, 342 (1920).

14. Glossary of Terms

Terms to be defined should be listed in alphabetical order, followed by their definitions. If appropriate, the source of unusual and/or technical terms should be cited or may be footnoted when used in the document.

15. Attachments/Appendices

These include unique and important information that pertains directly to the RMP and should be attached to or reside with the document. These could include studies, reports, inventories, documents, tables, maps, figures, and photos determined important in understanding and implementing the RMP. It is suggested that highly technical and lengthy reports not be included as attachments/appendices; instead, refer the reader to the location where these types of reports can be obtained.

Introduction

Certain kinds of information can supplement the text of and add value to an RMP. Among other things, graphics, GIS analysis and mapping, and photos, when used properly, can support the decisions reached by the ID team and help the reader understand why certain decisions were made.

Interdisciplinary Team Considerations

Key considerations can help the RMP ID team produce an RMP that the public can understand and that managers feel comfortable in implementing. The ID team should consider:

- P Stating any base assumptions/rationales in the RMP at the outset.** This can be done in a Preface or in the main body of the document.
 - P Providing key definitions,** particularly of such important concepts as baseline, background, significant resources, local and regional management areas, Project, and areas of impact. Key technical terms should also be defined (e.g., acre-feet, cubic feet per second, jurisdictional wetlands, confined aquifer, and socio-demographics). (Also see chapter IV on the location of the Glossary.)
 - P Characterizing the area by interactions, attempting to derive cause/effect.** Cause-and-effect relationships can be simple or complex. The magnitude of an effect on a species may depend simply on the amount of habitat that is disturbed. Similarly, effects on archaeological sites may be quantified by enumerating the sites that are disturbed. Other responses may be more complex. Socioeconomic models can be applied in a similar way to determine the effects of changes in immigration and emigration rates on the financial condition of a human community.
 - P Using direct, nontechnical language,** whenever possible, and placing an extensive discussion of methodology in attachments or appendices. See Plain English Network at <http://www.plainlanguage.gov/>.
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- P Using specific methods to describe and analyze the environmental resources and factors.** Each specific resource ID team member will likely use a variety of methods to not only describe the existing resource(s) but also to analyze resource impacts from proposed alternatives.
- P Characterizing specific, representative areas** (collect and synthesize information). Suggestions are as follows:
- R** For each Project that warrants more detailed effects, review, select, and define a geographic area that constitutes an area with definable boundaries to be studied for impact. Conduct a literature search to identify major components of the ecosystem, its former and existing condition (if different), and its specific functions and values that could be affected by development. Seek out researchers who have conducted or are conducting investigations that could prove helpful in understanding specific resource functions, processes, and impacts.
 - R** Document resource use of and reliance on the identified area. This can be based on collecting, reviewing, and citing life history information for ecologically important species; citing literature or habitat functions and values; and using life history and habitat information to describe the use of the selected geographic area by species, including food web relationships, shelter from predators, and other functions.
 - R** Identify environmental indicators for the Project area, such as water quality, sediment quality, or the presence of sensitive resources.
 - R** Document possible anthropogenic sources of stress to the selected area (e.g., pollutant inputs, changes to freshwater flow and salinity, habitat alteration or destruction, and fishing pressure). Obtain historical information on habitat loss or degradation because of permitted and unregulated activities.
- P Providing a comprehensive list of abbreviations and acronyms** at the beginning of the RMP and NEPA document (as discussed in chapter IV of this guidebook).
- P Attaching pertinent information as attachments** to the RMP/NEPA document or as a separate appendix. This information is intended to support the decisions reached in the RMP. Examples of pertinent information include adjacent land use zoning requirements and designations; strategic plan and/or goals and objectives of a managing partner; codified rules and regulations of managing partner (e.g., rules for managing public recreation on Reclamation lands); newspaper articles, past and present; wildlife studies completed during RMP preparation; bird lists from the local
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Audubon Society; OMB-approved visitor use surveys; economic modeling outputs; and visitation calculations (as recommended in [chapter IV of this guidebook under “15. Attachments/Appendices”](#)).

Following are suggestions for supplementing the above-mentioned considerations.

Graphics

One well-planned graphic display—whether it is a pie or bar chart or a pictorial representation—can often take the place of pages of narrative and make difficult or complex concepts easy to understand. Graphic depictions should be regarded as an integral part of the document, not as an adornment, and can include maps, graphs, figures, charts, line drawings, diagrams, and others, including imaginatively conceived tables. The following, for example, might be directly or dramatically described by graphic means:

- P *Surface water sources* – These can be graphically depicted by actual locations and dimensions (U.S. Geological Survey data) or shown in a graphic style, with the width of the line showing the relative volume of the river or stream and the use of dashed lines for intermittent streams.
 - P *Reservoir fluctuations* – These can be shown graphically by using a dark shade or color for the dead pool area, a medium shade or color for the average annual fluctuation area, and a light shade or color for the normal water surface area. Flood elevation can be depicted as a light or colored line at the maximum flood elevation line, with light diagonal lines between the flood elevation line and the light shade or color of the normal water surface area.
 - P *Boat ramp or trailhead accessibility* – These facilities can be marked on a map using standard recreation symbols (square with a symbol). Multiple symbols should be aligned horizontally or vertically at each recreation site on the map.
 - P *Dewatered stream sections* – These can be shown with a dash and dotted line to depict both location and duration. More dots can be added to depict longer and longer periods of dewatering.
 - P *Habitat changes* – A simple way of identifying changes is to use medium colors or shades to identify the different habitat types and then to draw a line around the area that may or will be changed, using diagonal lines to fill in that area.
-

- P *Riparian corridors* – These can be identified using a medium shade or color to identify corridors (the lighter shade or color should allow other features to show).
- P *Various types of recreational use* – The types of use are often depicted in bar graphs or pie charts showing numbers and categories of use or percentages for each category of use.
- P *Wetland areas* – These areas are often depicted by using green symbols (small reeds, grass, or others) repeated over and over to fill in the wetland area.
- P *Wildlife distribution and types* – Distribution and types can be shown by pie charts or bar graphs identifying each species and its population or percentage. These charts or graphs can be placed on a map to show distribution and types over the management area.
- P *Fishing/hunting as a piece of the recreation “pie”* – This can be shown with a pie chart or bar graph.
- P *Population trends* – Trends are most often displayed on bar graphs that show numbers on the vertical scale and time on the horizontal scale.
- P *Land use patterns or trends* – These can be shown on bar graphs. Each classification of land use can be shown by acres of land on the vertical scale and at different increments of time (generally 1 to 10 years, depending on the rate of change) on the horizontal scale.
- P *Aquifer configuration/processes* – These features can be presented by using various shades to represent the configuration/process and overlaying it on a map (generally in a CAD or GIS format).

Helpful graphics and approaches include:

- P *Process maps and flow charts* – Charting physical, social, biological, and other pertinent processes will help determine when events happen so temporal relationships are revealed. It is effective to use rectangles or circles containing key words or phrases and lines and arrows to connect the circles or rectangles to depict the processes.
 - P *Influence diagrams* – These can help brainstorm areas to examine. One overall diagram and one for each resource can be developed with, for example, bubble diagrams pointing or overlapping with other bubble diagrams to show relationships or overlapping areas (words or phrases in the bubbles define the relationships or influences).
-

- P** *Issue maps* – Overlaying issues (e.g., endangered species concerns or water demands) over a map of the area can provide an overall view of relationships between issues. The most accurate way to show these relationships is by using GIS and accurately displaying each resource layer and its impact in tandem with other resources.

Cautionary notes: Graphics should be referenced in the narrative and briefly described, as appropriate. If extensive explanation of the graphics is required, the graphics were probably not well planned and should be revised or omitted. The location of cultural resources is proprietary information and is prohibited from being shared with the general public.

Useful graphics that could be used in either an RMP or NEPA document or an integrated RMP/NEPA document follow (Example 1 – Conceptual Plan, Example 2 – Surface Water Supply Diagram, Example 3 – Alternative Flow Releases, Example 4 – Vegetation and Wildlife Habitat Zones, and Example 5 – Daily Flow Releases).

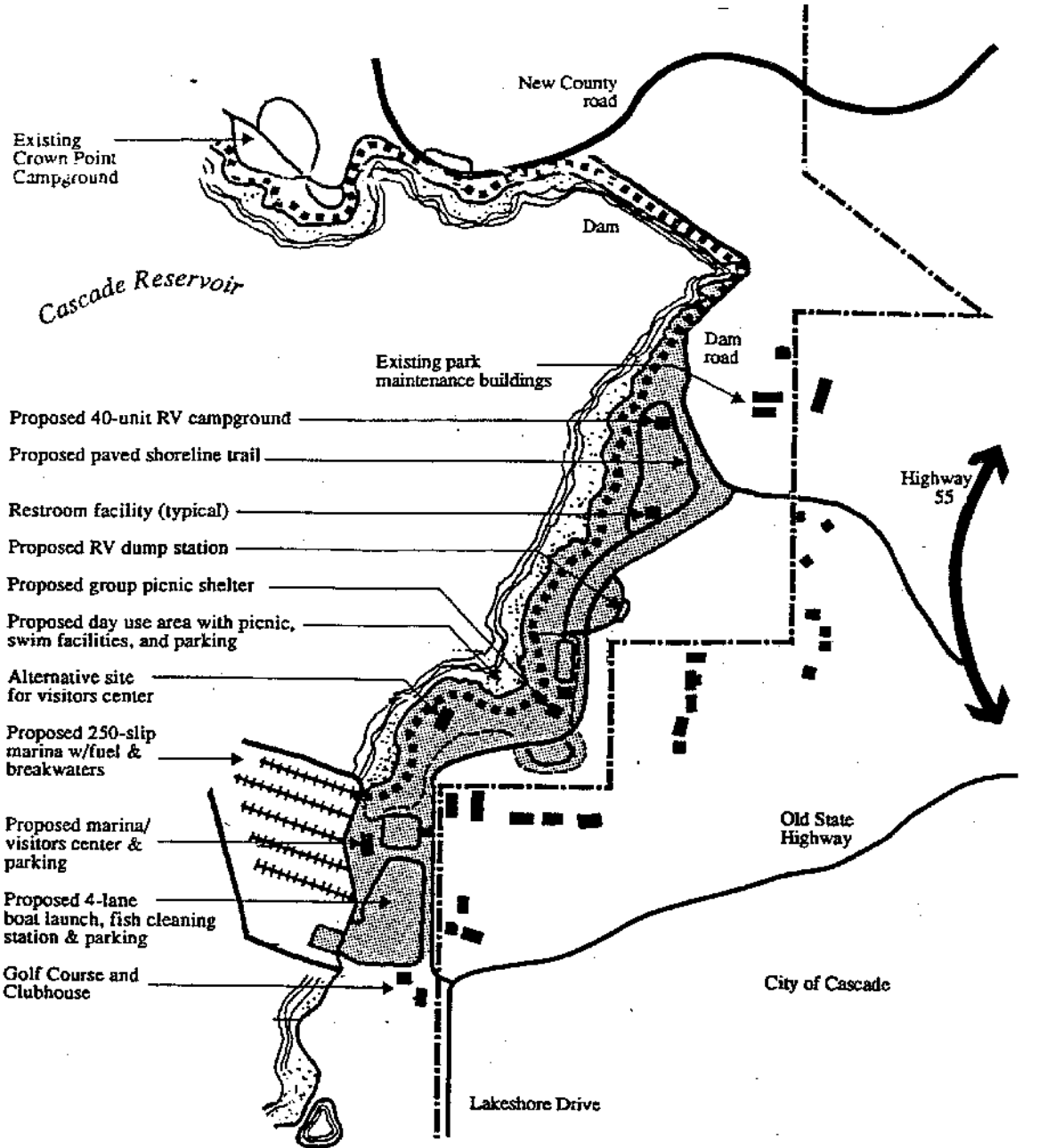
GIS Resource Mapping

Existing resources in the management area should be mapped and displayed in the RMP. Various naturally occurring phenomena and conditions may limit or influence human activity within the management area; one way to represent constraints on area resources is through GIS mapping that can help identify those areas with limitations for development. Through its layering capability, GIS can also provide a tool to help determine if suggested management actions outlined in the RMP might be compatible with existing land uses.

Through the use of GIS, the technical specialist can view differing resources in an overlapping perspective among the Project resources. These relationships are on a base information overlay that can consist of the topography, roads and highways, land and/or Project boundaries, or even a combination of all of these, to provide the most concrete understanding and perspective of the interactive nature of the Project resources. (See [attachment S](#) for an examples of GIS maps.)

Two apparent benefits from the use of an interactive GIS system are the descriptive nature of its data presentation for use as a decision support system and its ability to view both current and historical data in support of public involvement issues. In the use of the baseline data, resource inventory maps can be drawn to illustrate the integration of managing relationships among the Project resources. Another use is to visually identify common elements of the proposed RMP and any contentious areas among the managing entities and/or the public, such as multiple uses, conflicting uses, exclusive uses, and encumbrances.

Example 1 – Conceptual Plan

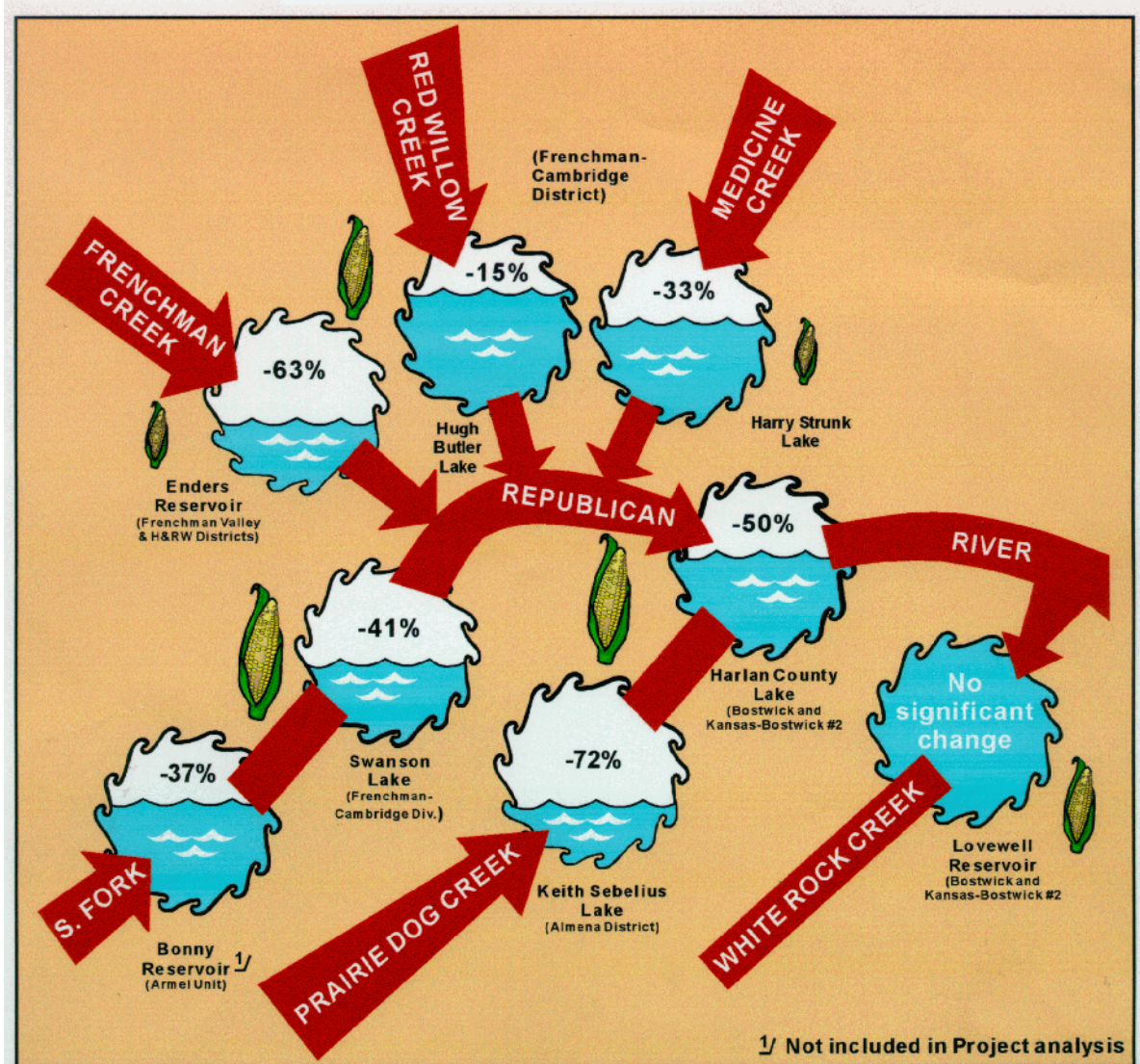


**Cascade Reservoir
Resource Management Plan**
US Department of the Interior/Bureau of Reclamation

**Figure 8
Van Wyck Park and Extension
Conceptual Plan**



Example 2 – Surface Water Supply Diagram

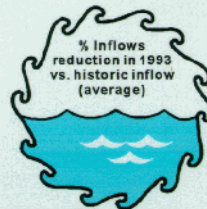


**Project Area Irrigated Acres
1965 - present**

1 inch height =
40,000 acres
served



Project Area Reservoirs and Lakes



Surface water supply, past and present, and districts/acres served.

Example 3 – Alternative Flow Releases

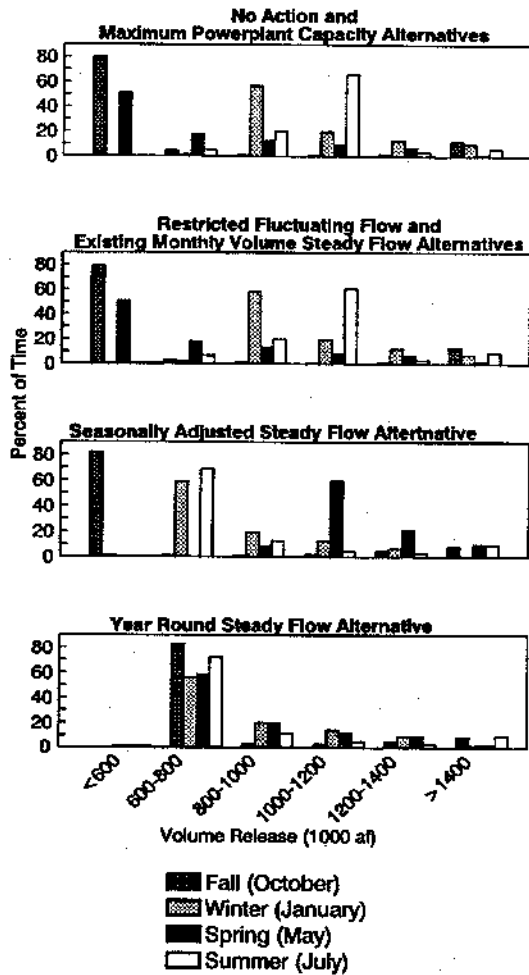


Figure IV-1.—Fifty-year projected distribution of monthly volume releases (flood frequency reduced by increasing height of spillway gates).

Maximum flows are projected to be greater than 25,000 cfs 14 percent of the days and greater than 20,000 cfs about 72 percent of the days. Daily fluctuations would be greater than 20,000 cfs about 13 percent of the days and greater than 8,000 cfs about 95 percent of the days.

Floodflows and Other Spills. Floodflows are releases in excess of the powerplant capacity of 33,200 cfs. Spills other than floodflows are excess

annual releases from Lake Powell (greater than legally required) caused by scheduling difficulties—usually a substantial decrease in actual inflow from the initial forecasts.

Under the No Action Alternative, frequencies of floodflows in excess of 45,000 cfs are projected to be once in 30 years for the 20-year period and once in 40 years for the 50-year period of analysis.

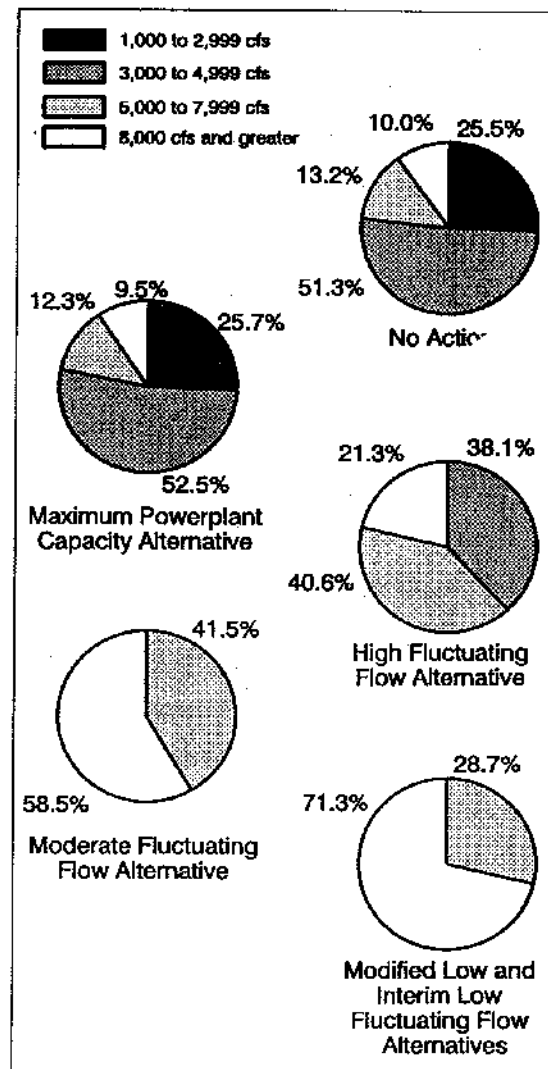
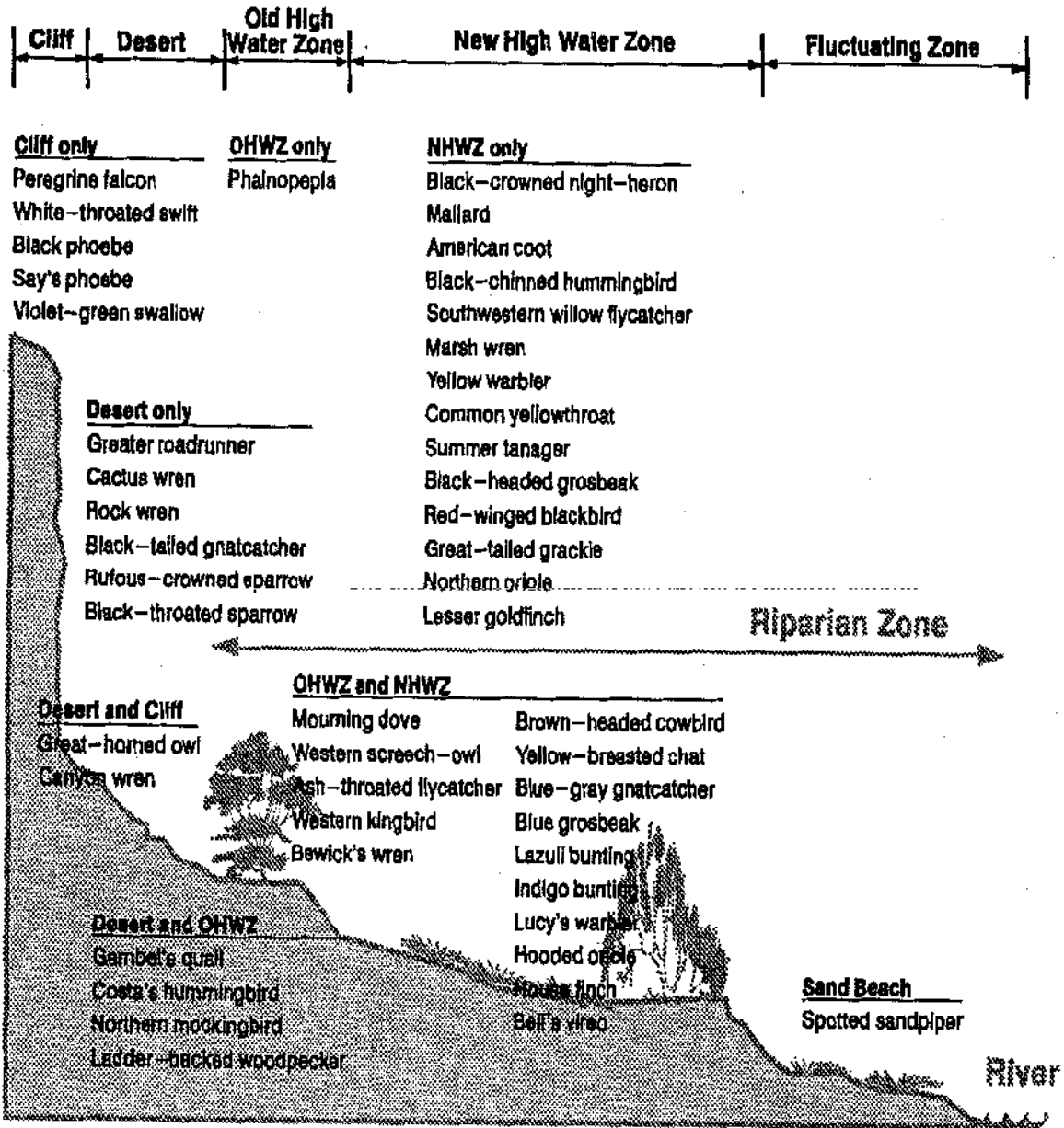


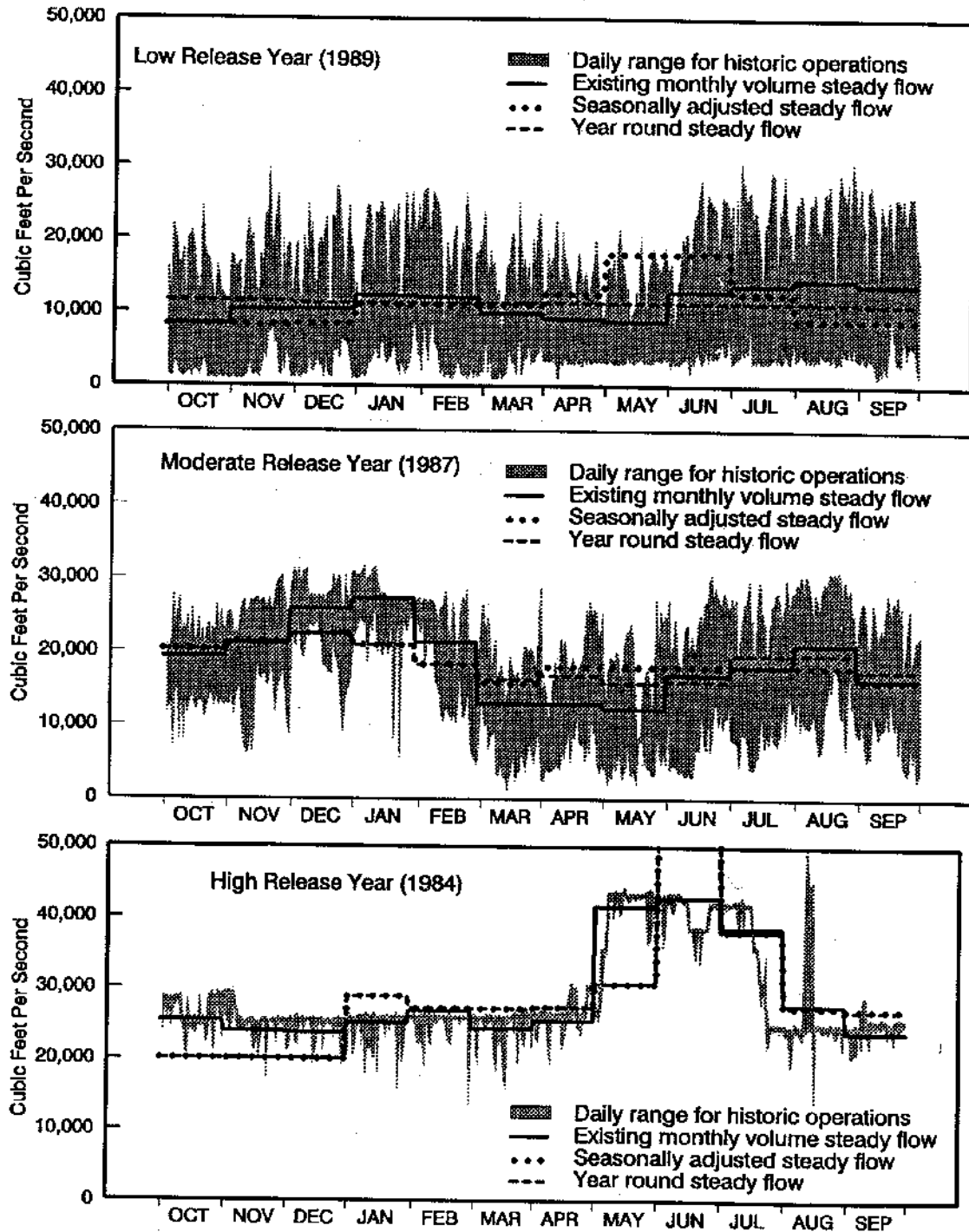
Figure IV-2.—Projected 20-year minimum hourly releases under the fluctuating flow alternatives (percentage of days that the minimums would occur).

Example 4 – Vegetation and Wildlife Habitat Zones



-The importance of riparian vegetation as wildlife habitat is exemplified by nesting birds. The majority of birds nesting along the river corridor (30 to 48 species) nest in riparian vegetation.

Example 5 – Daily Flow Releases



—Steady flow alternatives compared to no action for low, moderate, and high release years.

The GIS system can also be used as a descriptive tool to illustrate the proposed plan goals, to describe what each of the management alternatives entails, and to depict any proposed activities and improvements.

Manipulation and Analysis with GIS

A geographic information system is a system of hardware and software for inputting, storing, manipulating, analyzing, updating, and displaying digital spatial data. Once digital layers (or coverages) are input or encoded, they are ready for analyses and manipulation. Digital layers can be stacked and used to generate new layers that answer questions about the suitability of development based on the land capabilities of a geographic area or spatial location. For example, spatial analyses could show the regions in a study area that are suitable locations for a new campground based on soil, slope, geology, vegetation, cultural resources, sensitive habitat, proximity to roads and water, and land ownership.

Since points, lines, and polygons have attribute data associated with them, tables can be generated that show quantitative data such as acreage or lineal extent. This attribute information can be transformed into models that show geographical areas that would be inundated by water (measuring depth and duration) after a dam failure. These models would show how far the water would extend and its depth in a given time after dam collapse.

CAD mapping can also be used to represent existing resources, but CAD may not have extensive layering capabilities; it is recommended that CAD systems used to prepare maps be compatible with GIS to allow easy conversion into a GIS format. The area office will have to determine if GIS mapping meets its needs and if it can be achieved within current funding levels.

Photography

Photos of different types of facilities, uses, and resource conditions can effectively supplement the narrative description of such facilities, public and private uses, and resource conditions in the RMP/NEPA document(s). Facilities that could be photographed include restrooms, boat ramps, dams, day-use areas, parking lots, fishing platforms, and hunting blinds. Uses that could be photographed include fishing, hiking, boating, swimming, illegal camping, private exclusive use, utilities (powerlines, pipelines, and others), and OHV use. Resource conditions that could be photographed include shoreline erosion, borrow pits, wetlands, damage caused by vehicles and pedestrian traffic, critical wildlife habitat, vegetation, and topography (see accompanying photos and layouts taken for an RMP on the following pages).



Heavily impacted area on the west side of Agate Lake.



An extensive network of roads and an expansive parking area are found near the dam on the west side of Agate Lake. Disturbed areas are colonized by star thistle and cheat grass.



Illegal OHV use such as this occurs throughout the Lake Area Boundary.



Grasslands in the northwest section of the Lake Area Boundary contain vernal pools.



Dry Creek upstream of Agate Lake supports a riparian community dominated by willows, cottonwoods, and alders.



A small riparian forest has developed around Hopkins Canal as it empties into Agate Lake.

Island Beach Picnic Ground

Deer Creek Reservoir



Photo A Single Site



Photo B Crown Site

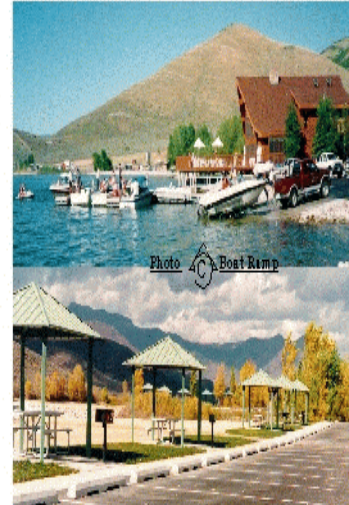


Photo C Boat Ramp



Photo D Single Site

Urban ROS Classification

Development Scale 5

22 vehicles/acre
77 PAOT/acre

Conditions and Calculations

(Flat Slopes, two-way traffic, off-site water source and sewer system)

Parking

Single Vehicle (77%) = 99 each
Trailer - Tow (23%) = 30 each
Total = 129 each

Existing Beach = 1.7 acres

Existing Turf = 0.9 acres

Existing Parking = 3.3 acres

Total = 5.9 acres

Density

Vehicles per Acre

Parking Only = 39 vehicles/acre

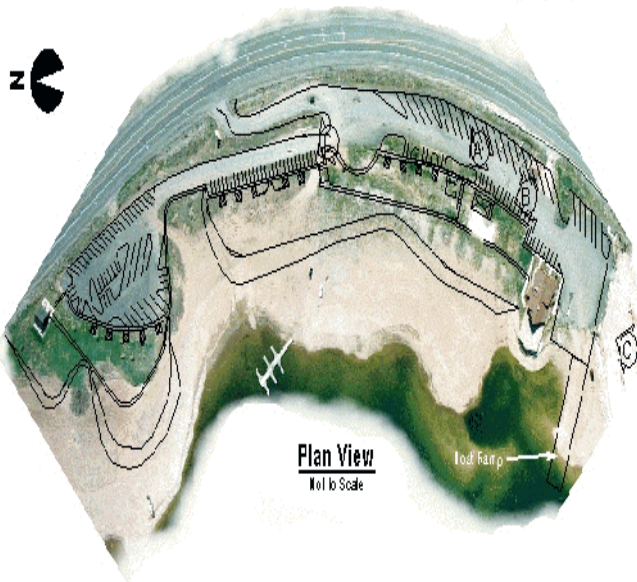
Parking and turf = 31 vehicles/acre

Parking, turf and sand =

22 vehicles/acre

PAOT @ 3.5 People/vehicle

22 x 3.5 = 77 PAOT/acre



Island Beach picnic ground (Deer Creek Reservoir).



Main State Park area.

Photo Points Around the Management Area

Another use of photography is to establish key photo points around the management area. The specific location for each photo point should be identified on a map or in a written description with pertinent camera information (i.e., lens settings, film type and speed, and digital camera settings). These photo points act as a visual record over time and can be used for monitoring. By taking the same photos from the same point every 1 to 5 years, visual changes can be observed and documented in the monitoring reports.

Glossary

A

Absorptive capability – A detailed classification system used to denote the relative ability of a landscape to accept human alterations without the loss of character of scenic quality.

Acquired lands – Lands that the Bureau of Reclamation has acquired by purchase, donation, exchange, or condemnation.

Act (1890) reserved rights-of-way – Rights-of-way, for ditches or canals constructed by the authority of the United States, were reserved in all patents issued on public lands west of the 100th Meridian entered after August 30, 1890. (Patents are the initial conveyance of public lands from the United States.) These reserved rights-of-way can be exercised either by Confirmation Deed, Right-of-Way Notice, or through construction itself.

Annual Work Plan – Annual budget document that describes proposed work to be preformed at a specific Bureau of Reclamation Project area and that details the amount of funds required.

Area-wide management direction – Area management actions that apply equally to the entire management area covered by a Resource Management Plan.

Authorized Reclamation Project – An approved Bureau of Reclamation Project that has been authorized by Congress for specific purposes such as irrigation, flood control, municipal and industrial use, recreation, and fish and wildlife.

C

Categorical exclusion – An environmental document covering routine activities that do not individually or cumulatively have a significant effect on the human environment.

Code of Federal Regulations (CFR) – The annual cumulation of Executive agency regulations published in the daily *Federal Register*, combined with regulations issued previously, that are still in effect. They are divided into 50 titles, each representing a broad subject area. Individual volumes of the CFR are revised at least once each calendar year and issued on a staggered quarterly basis. The CFR contains the general body of regulatory laws governing practice and procedure before Federal administrative agencies.

Contracting Officer's Representative – The technical individual identified to oversee the day-to-day work that has been contracted and to report performance to the Contracting Officer.

Council on Environmental Quality – Establishes regulations for implementing the procedural provisions of the National Environmental Policy Act.

D

Desired condition (RMP) – The future condition of the management area that results from achieving the goals and objectives identified in a Resource Management Plan.

E

Environmental analysis – Systematic process for consideration of environmental factors in land management actions.

Environmental assessment – A National Environmental Policy Act compliance document used to determine if an action would have a significant effect on the human environment. If not, a finding of no significant impact is written. If so, an environmental impact statement is written.

Environmental impact statement (EIS) – A National Environmental Policy Act compliance document used to evaluate a range of alternatives when solving a problem would have a significant effect on the human environment. The EIS is more than a document, it is a formal analysis process that mandates public comment periods. An EIS covers purpose and need, alternatives, existing conditions, environmental consequences, and consultation and coordination.

Environmental report – Any report addressing environmental issues.

Executive order – A written directive of the President of the United States of America.

F

Federal lands – Lands, or interests in lands (such as easements and rights-of-way), owned by the United States.

Federal Register – A publication of the Federal Government that publishes actions and notices related to Government activities.

Finding of no significant impact – A written document that is prepared and attached to an environmental report to indicate that the action identified has been determined to be nonsignificant.

G

Geographic information system – A digital geographic database used to analyze and store data.

Goal (RMP) – For the purposes of this *Resource Management Plan Guidebook*, a goal is a brief statement describing the end result of implementing a management action or series of actions. A goal also can be considered as a desired condition that the Bureau of Reclamation wishes to achieve within the management area.

Government Performance and Results Act – Requires government agencies to account for work performed annually.

Government Printing Office – The official authorized printing office of the United States Government.

I

Interdisciplinary team – A team composed of specialists in different areas of expertise who can address a broad range of issues related to various actions.

Issue category – A series of similar issues that have been titled to reflect the nature of the issue(s) and grouped to facilitate the development of Resource Management Plan goals and objectives.

J

Jurisdiction – A term used to describe the level of management responsibility an entity has for a specific area using its rules and regulations.

Jurisdictional wetlands – The Clean Water Act defines wetlands as those areas that are inundated or saturated by surface or groundwater (hydrology) at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation (hydrophytes) typically adapted for life in saturated soil conditions (hydric soils). Wetlands generally include swamps, marshes, bogs, and similar areas. Jurisdictional wetlands are those that are regulated by the United States Corps of Engineers under section 404 of the Clean Water Act.

M

Management – A term used to describe a level of management responsibility that has been delegated to another entity through a management agreement initiated by the entity that has jurisdiction over the lands being transferred.

Management area – Described as a geographic or study area that can be effectively managed as a relatively independent area. Project and management areas are not necessarily synonymous because there can be several management areas within a project. A management area may be a reservoir area, wildlife area, or canal, or an area that has similar problems or issues.

Monitoring (RMP) – An established strategy that is developed to track the progress of implementing the management actions identified in a Resource Management Plan.

N

Notice of Intent – A written document generally published in the *Federal Register* that discloses an action to be taken by a Federal agency.

O

Objective (RMP) – A statement or series of statements that briefly describe an action that will achieve a specific goal identified in a Resource Management Plan (RMP). Specific management actions are developed from RMP objectives.

Off-highway vehicle – Any vehicle that travels off designated roads or trails.

P

Plan component – A unique and complete part that makes up a plan.

Project facilities – Canals, laterals, drains, pumps, buildings, etc., owned by the United States.

Note: Title to project facilities and lands remains in the United States until specific legislation is enacted to authorize disposal (regardless of who is responsible for care, operation, and maintenance of the facilities).

Project purposes – Lands are withdrawn and acquired for authorized purposes of the specific project, including irrigation, flood control, recreation, and fish and wildlife.

Public Involvement Plan – A document that outlines the processes for involving the public in a given action.

Public Land Order – An action on Federal lands to withdraw it from public use for a specified purpose.

Public lands – Public lands include only those Federal lands administered by the Bureau of Land Management (with the exception of lands located on the Outer Continental Shelf and lands held for the benefit of American Indians, Aleuts, and Eskimos).

Public Law – A law passed by the Congress of the United States of America.

R

Reclamation Project Lands – Federal lands or interests in lands under the jurisdiction of the Bureau of Reclamation (Reclamation), including withdrawn lands, acquired lands, and 1890 Act reserved rights-of-way that have been exercised. **Note:** Reclamation Project Lands are not the same as public lands. Reclamation Project Lands were initially withdrawn, acquired, or exercised for specific project purposes and are governed by different Federal land management laws and regulations than public lands. Public uses of Reclamation Project Lands can be suspended as necessary to protect project facilities, and Reclamation Project Lands are not open to off-road vehicles unless specifically opened for that use.

Reclamation zone or Primary Jurisdiction Area – Area located immediately around a dam that is used primarily for Bureau of Reclamation Project purposes.

Recreation opportunity spectrum – A system for evaluating lands and resources for appropriate recreation use.

Relinquishment – Notification to the Bureau of Land Management by a Federal agency (like the Bureau of Reclamation) that specific withdrawn lands are no longer needed for project purposes.

Research natural area – An area that has unique ecosystems and great diversity of plant or animal communities.

Reserved works – Those project facilities for which the care, operation, and maintenance has been retained by the United States.

Resource Management Plan – A written plan that addresses the existing resources of an area and provides future objectives, goals, and management direction.

Restoration – An action by the Bureau of Land Management that restores withdrawn lands to the status of unreserved public lands subject to settlement, sale, location, or entry under some or all of the general land laws.

Revocation – The actual cancellation of a withdrawal of land by the Bureau of Land Management. The land is then restored to public land status.

S

Section 7 compliance – Refers to consultation with the U.S. Fish and Wildlife Service on endangered species issues related to an action.

Site-specific management action – Management actions that apply specifically to a portion of the management area covered by a Resource Management Plan. Site-specific areas lend themselves to unique resource management.

Standards and guides – Written standards and guidelines prepared by Federal and State agencies outlining how work is to be accomplished and actions that need to be taken.

State Historical Preservation Officers – Individuals that need to be consulted on National Historic Preservation Act and Native American Graves Protection and Repatriation Act issues.

Statement of work – A written document that clearly outlines work to be accomplished, estimates costs, and establishes dates for completion.

Stewardship – Responsibility of land management entities to manage public lands under their respective jurisdictions for the public good using sound land management principles, practices, procedures, and guidelines and to meet the mission statement goals and objectives of each entity in the context of existing laws, regulations, policies, and Executive orders.

Strategic plan – A written plan outlining a government agency's framework for management.

Study area – A large area around a management area that has an influence on the resources within that management area.

T

Technical Service Center – An office of the Bureau of Reclamation in Denver, Colorado, that provides professional technical services.

Tiering – The coverage of general matters in a broad National Environmental Policy Act document with subsequent narrowly focused documents; it helps to eliminate repetitive discussions and allows the site-specific documents to focus on specific issues.

Traditional cultural properties – A site or resource that is eligible for inclusion in the *National Register of Historic Places* because of its association with cultural practices or beliefs of a living community.

Transferred works – Those project facilities for which the care, operation, and maintenance has been transferred from the United States to irrigation districts.

Tribal Historic Preservation Officer – Tribal official who must be consulted on National Historic Preservation Act and Native American Graves Protection and Repatriation Act issues.

U

United States Code – The written directives for public law.

W

Water Recreation Opportunity Spectrum – A system for evaluating water resources for appropriate recreation use.

Wilderness resource – Resources identified in officially designated wilderness areas on U.S. Forest Service or Bureau of Land Management administered land.

Withdrawn lands – Withholding of an area of public land from settlement, sale, location, or entry under some or all of the general land laws to (1) limit activity under those laws to maintain other public values in the area, (2) reserve the area for a particular public purpose or program, or (3) transfer jurisdiction of the area from one Federal agency to another.

Work Plan – Plans that detail the scope, direction, and purpose of a proposed Resource Management Plan.

Z

Zoning – Identification of areas of specified uses or restrictions.

Attachments

- A Environmental Laws, Regulations, and Executive Orders
- B Multi-Attribute Tradeoff System (MATS) Priority System
- C Diagrammatic Sketch of Prioritization Process
- D Examples of a Statement of Work
- E Work Plan Questions
- F Example of a Work Plan
- G Example of a Typical Activity Schedule
- H Example of a Public Involvement Plan
- I *The Public Meeting Survival Guide* (Fish and Wildlife Service)
- J Series of Newsletters from Heron Reservoir, New Mexico
- K Example of Form 7-2525
- L Resource Management Plan Process Outline
- M Part I – Examples of RMP/EA Goals and Objectives from Canyon Ferry Reservoir RMP/EA; Part II – Examples of RMP Goals and Objectives from Agate Lake RMP
- N Opportunities
- O Possible Planning Criteria
- P Part I – Examples of a Table of Contents for RMP Documents from Agate Lake, Ririe Reservoir, and Scofield Reservoir; Part II – Example of a Table of Contents for an Integrated RMP/NEPA Document from Canyon Ferry RMP/EA
- Q Document Guide
- R Example of a Preface from an Integrated RMP/NEPA Document
- S Examples of Geographic Information System Maps
- T Examples of Resources and Resource Information that Should be Addressed in an RMP
- U Example of a Desired Future Condition Statement from Starvation Reservoir (UC Region)
- V General Guidance on Developing Management Actions that may be Appropriate to Include in an RMP
- W Monitoring Review Forms