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Date: May 16, 2007

Dear Citizen:

The Recreation Site – Facility Master Planning (RS-FMP) Public Participation Review report is now available for viewing at: [www.fs.fed.us/recreation/rsfmp\\_report](http://www.fs.fed.us/recreation/rsfmp_report). In January 2007, we convened a review team comprised of external and Forest Service members with expertise in recreation, social science, and management. The review had two objectives: to assess actual public participation at the National Forest level in the RS-FMP process, and provide guidance to the Forest Service on improving public participation in the RS-FMP process in the future.

The team completed its work in April and submitted the report to us. The review included analysis of Forest Service policy and direction concerning RS-FMP, analysis of media coverage about the process and related issues, and a review of national forests and grassland public involvement efforts. The review of actual public involvement included visits to National Forests with corresponding interviews of Forest Service personnel, stakeholders, and national interest groups involved in RS-FMP.

The report reveals the evolution of RS-FMP from an initial internal assessment tool of recreation facilities to a strategic analysis intended to match existing facilities with changing demographics and patterns in recreation use. It examines growing public concern over the potential loss of recreation facilities, the importance people attach to their recreation places, and the response of the agency through increasing requirements for public participation in the process. Recommendations for the continuing improvement of public participation conclude the report.

I have convened a team to prepare an action plan to respond to those recommendations. We would like your comments on the recommendations to incorporate into the action plan and have set up an email inbox to receive them. The address is: [rsfmp\\_comments@fs.fed.us](mailto:rsfmp_comments@fs.fed.us). We will take comments for 30 days following the posting of the report. I expect the action plan to be completed shortly after that time.

Thank you for your interest in the management of the national forests and grasslands.

Sincerely,

JOEL D. HOLTROP  
Deputy Chief for National Forest System



# RECREATION SITE-FACILITY MASTER PLANNING PUBLIC PARTICIPATION REVIEW REPORT

*April 2, 2007*



## EXECUTIVE SUMMARY

### *Purpose of the RS-FMP Public Participation Review*

In response to questions raised about the Recreation Site Facility Master Planning (RS-FMP) process, the Forest Service appointed a National Review Team to examine public involvement. This review had two objectives: 1) to assess actual public participation at the forest level in the RS-FMP process; and 2) to provide public participation recommendations.

### *Key Findings*

The Review Team made the following key findings:

- Public participation is a critical and routine part of forest and recreation planning. There was no deliberate attempt to exclude public participation in RS-FMP or any attempt to conceal it from the public. Initially, public participation was thought to be an important step only after proposed actions, such as fee changes or when a recommended change on the ground had been proposed.
- Prior to fall 2006, public use, demands, and preferences were primarily represented in RS-FMP by the National Visitor Use Monitoring survey, National Survey on Recreation and the Environment, Census, other social science research, and local field knowledge. This provided a solid foundation of public recreation preferences and values in the RS-FMP process.
- While direct public involvement was not required prior to the fall of 2006, some forests had already strengthened the RS-FMP process by directly involving stakeholders in determining recreation values.
- Since October 2006 public involvement has not only been a requirement in the RS-FMP process, but is clearly acknowledged as being critical to more fully defining public recreation preferences and values.
- There is a general understanding within the Forest Service that RS-FMP does not result in a final decision to remove or construct recreation facilities or raise fees. Public involvement processes are in place for any proposed actions requiring environmental analysis ((National Environmental Policy Act (NEPA)) or changing recreation fees (Federal Lands Recreation Enhancement Act (REA)).

- Since the RS-FMP process was initially designed as an internal assessment process, the terms and language associated with it is very business-like and technical; it is generally understood within the agency and less so by the public and national stakeholders.
- The RS-FMP process produces an updated inventory of developed recreation facilities, conditions, deferred maintenance, and annual operations and maintenance costs which provide important information to help agency managers more cost effectively manage recreation facilities and reduce deferred maintenance.
- The established process for Recreation Resource Advisory Committees (RRACS) required by REA provides public review of proposed new fees and fee increases. RRACs provide recommendations on these fee proposals to the Regional Foresters who make final decisions on the implementation of fee proposals.
- Because the Forest Service did not have a strategic communications plan for the RS-FMP process, opponents of fee increases, those worried about site closures and decommissioning, and those concerned over further development or privatization of National Forest System lands have contributed to a sense of distrust in the process.

### ***Key Recommendations***

The Review Team made the following key recommendations:

1. **Institute greater oversight at the national and regional levels on the effectiveness of public involvement in RS-FMP.** Develop a management strategy document that emphasizes this.
2. **Continue the direction of active public participation throughout the RS-FMP process** on National Forests undertaking the process.
3. **Improve the capacity** at the forest level to conduct public involvement and citizen engagement.
4. **Require those National Forests who have completed RS-FMP 5-year proposed programs of work to share those plans with the public** and to invite participation by the public in proposed actions. Develop national guidance to support this.
5. **Extend the Sept. 2007 deadline for completion of RS-FMP agency-wide** to provide sufficient time to ensure adequate public participation.
6. **Establish communication plans about RS-FMP at the appropriate Agency levels** to proactively reach key audiences and to facilitate public involvement at all levels.
7. **Develop key messages about RS-FMP that are free from jargon and acronyms.** Explain RS-FMP, its objectives and outcomes, in plain language. Convey how RS-FMP relates to other Forest Service programs that are also of interest to the public. Explain how public involvement has been used to date and how the public will be involved in RS-FMP in the future.
8. **Clarify that RS-FMP does not result in site-specific decisions to raise fees or remove sites.** This clarification should describe how RS-FMP provides information for future decisions about implementing the 5-year Proposed Program of Work (PPOW) which may propose such actions

as recreation fee changes, modifications in how recreation sites are managed, facility and site expansions, and new construction or facility removals. This clarification should also emphasize the important role that the public will have in informing the implementation of the 5-year PPOW.

9. **Illustrate Forest Service leadership of and commitment to RS-FMP** through public statements by Chief Kimbell.

## **INTRODUCTION**

Recreation Site-Facility Master Planning (RS-FMP) is an administrative process for evaluating existing developed recreation facilities and projecting future management of them (Appendix I and II). During the past six months, preliminary RS-FMP results have received increased public interest and media attention, particularly in the western United States (i.e., Oregon, Montana and Colorado). Questions have been raised about the level and timing of public participation throughout the process. As a response to this increased scrutiny, a comprehensive public participation review was initiated by Forest Service Chief Dale Bosworth in late January 2007. This report documents the findings and recommendations of the Review Team presented to Deputy Chief Joel Holtrop and Recreation and Heritage Resources Director Jim Bedwell on March 30, 2007. An action plan for addressing these findings and recommendations will be developed and implemented by May 1, 2007.

The Review Team, made up of Agency personnel and external professionals, developed a framework and methodology to assess public involvement in RS-FMP. The framework focused the analysis on four aspects of RS-FMP including background and context, RS-FMP analysis process, public involvement processes, and RS-FMP outcomes. The methodology included content analyses of Agency policy, management documents, media (e.g., newspaper and magazine articles, Web sites, and blogs, etc.) on RS-FMP and related issues; a review of national forest public involvement efforts related to RS-FMP; and forest visits with corresponding interviews of forest personnel, stakeholders, and national interest groups involved with RS-FMP. This triangulation of methods resulted in a broad activity review producing findings and recommendations to improve the RS-FMP public participation process.

## **RS-FMP PUBLIC PARTICIPATION REVIEW TEAM**

### **Review Team Members:**

Beth Pendleton, Deputy Regional Forester, Pacific Southwest Region, Forest Service,  
RS-FMP Review Team Leader

Mike Bullock, State Park Director, Florida Park Service

Gina Childs, Public Affairs Director, Northeastern Area State and Private Forestry, Forest Service

Liz Close, Recreation, Heritage, and Wilderness Resources Director, Intermountain Region,  
Forest Service

Todd Davidson, CEO, Travel Oregon

Courtland Nelson, Parks & Recreation Director, Minnesota Department of Natural Resources

Mary Peterson, Forest Supervisor, Medicine Bow & Routt National Forests, Forest Service

Daniel R. Williams, Research Social Scientist, Rocky Mountain Research Station, Forest Service

**Review Team support staff:**

Shelley Gardner, Public Affairs Specialist, Forest Service

Jennifer Eberlien, Acting Recreation Sites Program Manager, Forest Service

Jocelyn Biro, Acting Recreation Sites Program Manager, Forest Service

Joni Packard, Acting Recreation Sites Program Manager, Forest Service

Allen Jaten, Integrated Business Support Leader and RS-FMP Team Leader, Forest Service

Art Jeffers, Assistant Director Recreation and Heritage Resources, Forest Service

## **PURPOSE**

The purpose of the RS-FMP Public Participation Review was to examine public involvement used in the Recreation Site Facility Master Planning process. This review had two objectives: 1) to assess actual RS-FMP public participation at the forest level; and 2) to provide RS-FMP public participation recommendations.

This effort was considered an activity review with the aim of assessing public involvement in the RS-FMP process and how it incorporates and provides direction on public participation. Recommendations will result in adjustments to the current process with the goal of improving the RS-FMP public participation process.

The Review Team was responsible for assessing how public participation has been incorporated throughout the RS-FMP process. The Review Team was also charged to: 1) identify other general RS-FMP issues, outside of its public participation focus, that merit additional attention; 2) suggest process terminology changes which may affect public perception; and 3) collect and forward any recommendations that national forests staff or others identify regarding general RS-FMP issues.

## **REVIEW FRAMEWORK**

The Review looked at four aspects of RS-FMP:

**Background and Context** refers to the evolution of Agency and public expectations around RS-FMP, RS-FMP surrounding and embedded issues, relationship of RS-FMP to forest planning and other planning efforts, and the history of public involvement in RS-FMP.

**RS-FMP Process** includes: clarity and evolution of national and regional direction on public involvement in RS-FMP; terminology used; the integration of demographics, market research, and other social data in RS-FMP; how information was shared at different Agency organizational levels on this process; and the perceived role of the NEPA in relation to RS-FMP.

**Public Involvement Process** refers to how public interest and recreational values and demands were represented in the RS-FMP process; whether the Forest Service has the public involvement skills and capacity to engage the public in the process; the level, form and timing of public involvement in RS-

FMP; and the emergence and type of controversies and challenges to RS-FMP with the public and media.

***Outcomes*** that have emerged from the RS-FMP process include effectiveness of public participation processes and activities in RS-FMP, and other key lessons learned to date through the implementation of this process and specifically, how these lessons apply to strengthening public involvement in, and support of, RS-FMP.

## **REVIEW METHODOLOGY**

Review team members held an orientation meeting February 15-16, 2007 to develop a foundational understanding of RS-FMP and timetable for completing the review, and to receive a briefing from key agency personnel involved in development and implementation of RS-FMP. The Team also established communication protocols for conducting the review, such as weekly team conference calls to report on review accomplishments, make adjustments in methodology, and ensure adherence to the schedule.

The Review Team took a multiple methods approach to completing this activity review. A thorough examination of available information included: a content analyses of Agency policy, management documents, and media (e.g., newspaper and magazine articles, Web sites, and blogs, etc.) on RS-FMP and related issues; a review of national forest public involvement efforts related to RS-FMP; and forest visits with corresponding interviews of forest personnel, stakeholders, and national interest groups involved with RS-FMP. Drawing on various information sources also compensated for limitations placed on the number of external informants that could be interviewed pursuant to the Paperwork Reduction Act of 1995 (Public Law 104–13 104th Congress).

### ***Review of Existing Information Sources***

The Team reviewed public involvement in the RS-FMP by analyzing a number of existing information sources, such as:

- Management documents (programmatic/process documents around RS-FMP)
- Agency correspondence/policy
- Relevant studies/literature review
- Systemic overview of process relative to public participation in RS-FMP in relations to: What did we know? When did we know? And, what did we do about it?
- Summary of public participation to date by forest
- Related issues (e.g., recreation fees and proposed facilities closures)
- Media coverage around RS-FMP including news articles, non-governmental organization Web sites, and blogs

### ***Forest Visits and Interviews***

- With limited time to gather and evaluate information, the Review Team decided that fewer, better understood cases representing a broad range of conditions would be most advantageous. Forests were selected by the Review Team using the following criteria in order to represent the different forest characteristics and progression in the RS-FMP process:
  - Forest setting (urban or rural)
  - Visitation (high or low)

- Process status (beginning, mid-point, or near-end)

The four forests were:

- Mt. Hood National Forest in Oregon, a complex, urban forest with high visitation that is in the early phases of its RS-FMP process and is modeling current Agency policy relative to public participation in RS-FMP;
- Dixie National Forest in Utah, a small, rural, low visitation forest that was one of four pilot RS-FMP forests that did not have extensive public involvement and has only recently begun implementation of its 5-year RS-FMP program of work with some public participation;
- Superior National Forest in Minnesota, a complex, rural forest with high visitation at the mid-point of its RS-FMP process with substantial public involvement; and
- Santa Fe National Forest in New Mexico, a small, rural, low visitation forest near the end of its RS-FMP process that is taking its draft 5-year RS-FMP program of work to the public for review and input prior to finalization.

For each forest at least two Review Team members conducted the visit and associated interviews. A “story” of the forest was constructed relevant to public involvement in that forest’s RS-FMP from a review of applicable materials produced during the RS-FMP process (i.e., press releases, correspondence, etc.) and interviews with the following:

- Line officers, public affairs officers, forest/district recreation staff (minimum of three, one from each category)
- Public stakeholders (i.e., public officials, local organizations, etc.)

In order to bring in national and regional perspectives, interviews were also requested with representatives of:

- Forest Service National Staff
- Regional RS-FMP Coordinators
- RS-FMP Implementation/Enterprise Teams
- Non-Governmental Organizations

In instances where in-person interviews were not possible, some representatives submitted brief comments.

For both the site visits and the other interviews, the team developed an adaptable set of questions to assess the effectiveness of public participation in RS-FMP. Questions were designed to provide the Team with information on public participation in RS-FMP by focusing on context, process, and outcomes. Results were summarized for further analysis and comparison.

In this report, the Review Team presents a *synthesis of the existing information sources*. This synthesis is followed by key findings arranged by *strategic themes* (RS-FMP Policy and Related Issues, Public Participation in the RS-FMP Process, External Communications, and Outcomes of the RS-FMP Process) and *recommendations*.

## ANALYSIS

### *Synthesis of Existing Information Sources*

#### Agency Direction and Policy Concerning RS-FMP

In Forest Service policy and direction, all facility (administrative, fire, recreation, and other) management master planning is integral to government-wide asset management, and includes requirements to reduce deferred maintenance of facilities. Office of Management and Budget (OMB) provided direction to the agency to reduce the deferred maintenance backlog on existing facilities 20% by 2010.

In the 1990's, the Forest Service focused on improved management of its assets (buildings and other facilities, roads, trails, and other real property) in order to understand the value and condition of these assets and the amount of maintenance to be deferred. In Forest Service policy, Facility Master Planning is defined and guided by the engineering management publication, *Facilities Planning EM-7310-4* (May 2002).

In response to the need to better manage government assets, the Forest Service implemented a complete inventory and accounting of all real property and developed a national database called Infra to document all the real property assets, their conditions, and values.

Policy for developing fire and administrative facility master plans was developed first. RS-FMP policy was developed after agency policy to complete facility management plans for fire and administrative facilities. By direction from Deputy Chief Tom Thompson in 2002, regions and forests were directed to complete Recreation Site Facility Master Plans by September 2007. The agency recognized that recreation facility management required a different process to take into consideration the public use of recreation facilities.

During the early 1990's, the Forest Service also developed and utilized the "Meaningful Measures" program for developed recreation sites to focus in on managing recreation sites to quality standards and annual operations and maintenance costs associated with all inventoried developed recreation sites. The Information from Meaningful Measures in Infra was utilized and updated in the RS-FMP process.

Since the RS-FMP process evolved from the Fire, Administrative and Other (FA&O) Facility Master Planning process, similar terminology is used in both processes for some aspects of the inventory, condition descriptions, deferred maintenance, and costing aspects of the assessments. While RS-FMP shared some of the same goals for managing fire and administrative facilities, the process was identified as a means to address several problems, including: the small percentage of recreation sites being managed to national quality standards, high deferred maintenance costs, and expectations generated by recreation fee authority.

The RS-FMP process has generally been considered to be an internal agency assessment—similar to other assessment or problem solving modes used in the forest service—primarily used to assess recreation sites and facilities conditions and operational needs, and to influence future facilities investments. The purpose of an internal assessment is to understand the gap between existing conditions and desired conditions. The result is to identify management options and to come up with a "proposed action" that can then be taken through public involvement and environmental analysis to arrive at an action decision.



Prior to fall 2006, public use, demands, and preferences were primarily represented in RS-FMP by the National Visitor Use Monitoring Survey, National Survey on Recreation and the Environment, census, other social science research, and local field knowledge. Initially, public participation was thought to be an important step only after proposed actions, such as a fee change or a recommended physical change on the ground, had been identified.

While RS-FMP did not require systematic public participation prior to fall 2006, some forests strengthened the process by consulting with the public for determining recreational values, discussing what the public believes are acceptable management strategies for recreation sites, validating the recreation niche, and refining the proposed program of work relative to a forest's recreation facilities and sites.

Since October 2006, Forest Service direction made public involvement a requirement in the RS-FMP process. It is clearly acknowledged as being critical to more fully defining public recreation preferences and values on National Forests and Grasslands.

### Summary of Public Participation in the RS-FMP Process

Between 2004 and 2006 the RS-FMP process was considered to be an internal assessment and analysis process that would involve direct public participation and appropriate environmental analysis at the point of implementation. The process resulted in a 5-year Proposed Program of Work (proposed actions), as a start point for public dialog about how to manage these recreation sites. Some proposed actions would require analysis through a NEPA process before implementation. Changes in fees would require public involvement consistent with REA, including posting at the site, news releases, notices in the Federal Register, and consultation with Recreation Resource Advisory Committees.

Of the 113 Forest Service units (Appendix III), 17 units have completed their 5-year RS-FMP Proposed Programs of Work (PPOW) recommendations. Twenty-four additional units have completed ranking of sites and have developed PPOWs. Thus, 41 units or 36% have completed the PPOW stage of RS-FMP. Twenty-six units have not begun the process, and the remaining 46 units are either in data preparation, niche workshop, or ranking stages of the assessment process.

Forests that have more recently undertaken RS-FMP processes are implementing the revised national direction for public involvement and are involving the public in values workshops, niche workshops, and public review of 5-year proposed programs of work. This new direction includes the public, not just during the public involvement processes that are already in place (NEPA/Public Involvement/Environmental Analysis), but through transparency throughout the Internal Assessment and Implementation & Monitoring phases as well (Figure 1).

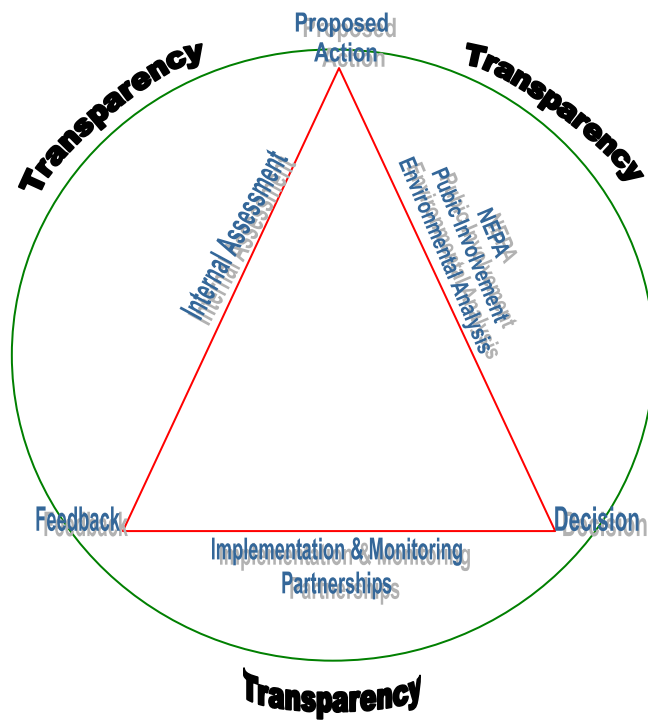
From the beginning a key goal of the RS-FMP process has been to better align recreation facilities with a forest's recreation "niche" or vision statement based on public desires and the unique characteristics of the forest. Ideally niche workshops would be part of the more general forest plan revision process to inform the total recreation program (e.g., dispersed, developed, etc.), but most forests are at different points along the forest plan revision time-line and have organized niche workshops expressly for RS-FMP. Early on niche identification was largely a staff exercise aimed at synthesizing various sources of information on public values and demands. Many forests have learned the value of public involvement even before the niche workshop. As part of the revised national direction for RS-FMP (Oct. 2006), forests are expected to integrate public participation directly into RS-FMP throughout the process. For forests implementing their action plans, public involvement and appropriate environmental analysis is occurring at the site-specific project level. Public involvement at this stage includes consulting with

county commissioners, community leaders, local tourism boards, concessionaires, general public and other stakeholders.

A variety of public involvement tools are now being used depending on where a forest is in the process. Tools include: news releases, Web postings, public information meetings, open houses, letters to stakeholders, newspaper articles, one-on-one meetings, and field trips.

The forests continue to have administrative authority to make the day-to-day decisions necessary to protect visitor safety, such as temporary closings of campsites due to unsafe conditions or removing water sources that no longer meet safe drinking water standards.

Figure 1. Current RS-FMP Planning Process.



## Synthesis of Relevant Studies on Public Involvement and Collaboration

As background for this report the Review Team conducted a review of research on public participation in natural resource management (Appendix IV). Citizen/stakeholder participation in resource decision-making is widely advocated and practiced as part of a participatory approach to public policy and has spawned a large body of research literature. That research has sought to:

- Identify the outcomes of different approaches
- Determine the characteristics of participation that influence these outcomes
- Examine how the context of participation influences these processes and outcomes
- Develop evaluative frameworks for assessing public involvement

Given the Forest Service's 40 years experience with multiple forms of public participation in agency planning, policymaking, and project implementation, public involvement efforts within the agency have received their share of scholarly review resulting in approximately 100 journal articles, reports, and book chapters. Leach (2006) reviewed a sample of these studies, summarizing their conclusions regarding conditions for success, key challenges, and methods to overcome them. These research studies provide a wealth of guidance to Forest Service staff and stakeholders in conducting effective collaborative planning processes. In his judgment, the Forest Service appears to be particularly well positioned to take advantage of the latest findings from research on public involvement. In particular the agency's long history of operating under the multiple-use doctrine has forced it to learn how to accommodate a multitude of competing interests. The agency's multiple, and often conflicting, legislative mandates also create ambiguity that, ironically, can work in the agency's favor to the extent that it provides some measure of discretion. By using this discretion to support public involvement and collaborative planning strategies, the Forest Service can work with its constituents to find creative management solutions to otherwise intractable competing interests.

### Summary of Media Coverage Around RS-FMP

A preliminary analysis of news media, published from May 2002-March 2007, on RS-FMP and related issues was conducted (Bengston et al. 2007) (Appendix V). The news media provide the means for expressing the values and attitudes of a wide range of stakeholders. Content analysis of the news media allows us to take the pulse of ongoing debates and discussions about natural resources issues (Bengston 1997). Based on a computer search of media, RS-FMP is a relatively recent and geographically limited issue, with most stories published since November 2006 in Colorado, Montana, and Oregon.

## **SPECIFIC FINDINGS RELATED TO REVIEW OF PUBLIC PARTICIPATION IN RS-FMP**

### ***RS-FMP Policy and Related Issues***

- The Review Team found that there is general understanding within the Forest Service that RS-FMP results in a 5-year proposed program of work to meet explicit goals (reduce deferred maintenance and operate within budget). Activities in a National Forest's 5-year proposed program of work which involve removing or expanding facilities require adherence to the National Environmental Policy Act (NEPA). When a change in recreation fees is proposed in a RS-FMP plan, the Forest must ensure compliance with Recreation Enhancement Act (REA) requirements for public involvement and review.

- Since 2003, 61% of news stories about RS-FMP have been published in local or regional publications in just 3 states (i.e., Colorado [30%], Montana [18%], and Oregon [13%]).
- RS-FMP is a recent issue in the press, with more than 65% of news stories about RS-FMP being published since November 2006. Also in November 2006, there was a shift from mostly neutral discussion to more expressions of opposition and conflict.
- The media review found no national news stories (e.g., *New York Times*, *LA Times*, *USA Today*, etc.) about RS-FMP.
- In contrast to some media reports, the Review Team found that since the Federal Lands Recreation Enhancement Act passed in December 2004, the Forest Service has implemented less than 15 recreation fee increases throughout the Agency.
- Issues surrounding and embedded in the RS-FMP process, including recreation fees, travel management, facility removal, and relationship of RS-FMP to other national forest planning efforts, were used by critics of these issues to negatively frame the RS-FMP process.
- Forest Service communications and direction do not clearly explain the relationship of RS-FMP to travel management, recreation fees, and Land and Resource Management Planning (Forest Planning).
- Since the RS-FMP process was initially designed as an internal assessment, the terminology and language it uses includes business and technical terms and Forest Service jargon. The terminology is generally understood within the Agency, but is confusing to the public and national stakeholders, and, in some instances, may have been an impediment to public participation.

### ***Public Participation in the RS-FMP Process***

- The Review Team found no deliberate attempt to exclude public involvement in RS-FMP, or any attempt to conceal the process from the public.
- National Forests involved the public in RS-FMP in various ways, depending on what stage of forest plan revision, travel management planning, or other public processes were underway at the time.
- The October 2006 requirement to incorporate direct public participation throughout the 7-step RS-FMP process, and the process changes made to accommodate more public participation, strongly improves the RS-FMP process.
- Prior to fall 2006, public use, demands, and preferences were primarily represented in RS-FMP by the National Visitor Use Monitoring survey, National Survey on Recreation and the Environment, Census, other social science research, and local field knowledge. This provided a solid foundation of public recreation preferences and values in the RS-FMP process.
- There is a perception among Forest Service employees that Agency direction to complete RS-FMP by the end of FY07 may have curtailed the extent of public involvement in the process on some forests.

- At a level broader than RS-FMP, there seem to be multiple opportunities for the public and stakeholders to engage in recreation discussions at a local level. However, opportunities for those who want to participate in recreation discussions at a more national policy level appear to be limited.
- Interviews with forest personnel identified limited organizational capacity to do public involvement and collaboration on some units.

### *External Communications*

- The Review Team concluded that any Forest Service planning activities that analyze or discuss such things as recreation fees, changes in recreation opportunities or facility removal attract public interest and should trigger increased communication efforts.
- In retrospect, a national communications plan and roll-out of RS-FMP, clearly communicating the purpose and objectives of the process, would have assisted in its implementation. Explaining that “using business-like methods” did not mean each recreation site was expected to be sustainable or to turn a profit, would increase public understanding and support.
- The relationship between various Forest Service planning efforts, such as RS-FMP, travel management planning, and forest plan revision, is not readily apparent to the public. Being able to clearly communicate to the public how these elements work together would be beneficial to this and future planning efforts.

### *Outcomes of the RS-FMP Process*

- The demand for outdoor recreation is growing/changing and the RS-FMP process focuses on existing development and built facilities— only one part of the recreation program. The Forest Service is not communicating how this fits into the larger scope of activities such as dispersed recreation, wilderness, and planning for future demand for developed sites.
- Because the agency did not have a strategic communication plan for the RS-FMP process, opponents of Forest Service policy decisions regarding fee increases, those worried about developed “site closures” (facility removal), and those concerned about over development and privatization of National Forest System lands have contributed to a sense of distrust in this process.
- The process has provided much needed documentation of facility conditions, maintenance, and operation costs that can be used in future discussions with the public.
- To meet the direction to reduce deferred maintenance of developed recreation sites by the required amounts and timeframes, the RS-FMP process identifies local strategies for meeting this goal, and balancing developed sites costs and revenues through a variety of means: increasing fees, charging new fees, changing seasons of operation, reducing services, temporary closure of sites, site removal, and improving or replacing facilities with lower maintenance types of facilities, and operating sites through partnerships or concessionaires.

- Expert facilitation of the RS-FMP process by a Forest Service team in most regions has provided consistency and quality in process outcomes.
- RS-FMP is providing a consistent approach across the National Forest System to operating and maintaining recreation sites to national required minimum quality standards.

### ***Recommendations***

The Forest Service should:

1. **Institute greater oversight at the national and regional levels on the effectiveness of public involvement in RS-FMP.** Develop a management strategy document that emphasizes this.
2. **Continue the direction of active public participation throughout the RS-FMP process** on National Forests undertaking the process.
3. **Improve the capacity** at the forest level to conduct public involvement and citizen engagement.
4. **Require those National Forests who have completed RS-FMP 5-year proposed programs of work to share those plans with the public** and to invite participation by the public in proposed actions. Develop national guidance to support this.
5. **Extend the Sept. 2007 deadline for completion of RS-FMP agency-wide** to provide sufficient time to ensure adequate public participation.
6. **Establish communication plans about RS-FMP at the appropriate Agency levels** to proactively reach key audiences and to facilitate public involvement at all levels.
7. **Develop key messages about RS-FMP that are free from jargon and acronyms.** Explain RS-FMP, its objectives and outcomes, in plain language. Convey how RS-FMP relates to other Forest Service programs that are also of interest to the public. Explain how public involvement has been used to date and how the public will be involved in RS-FMP in the future.
8. **Clarify that RS-FMP does not result in site-specific decisions to raise fees or remove sites.** This clarification should describe how RS-FMP provides information for future decisions about implementing the 5-year Proposed Program of Work (PPOW) which may propose such actions as recreation fee changes, modifications in how recreation sites are managed, facility and site expansions, and new construction or facility removals. This clarification should also emphasize the important role that the public will have in informing the implementation of the 5-year PPOW.
9. **Illustrate Forest Service leadership of and commitment to RS-FMP** through public statements by Chief Kimbell.

The Review Team believes the following recommendations are helpful to the Forest Service at a scale broader than RS-FMP, and would assist the successful implementation of any program like RS-FMP in the future:

1. **Institute more active, focused, and ongoing dialogue about recreation management with stakeholders at the national level;** improve communications with key national groups about recreation activities, priorities, and issues.
2. **Update *the Recreation Agenda, FS-691*, (December 2000), including information from the Centennial Forums and the recent Recreation Forums, or **develop a similar comprehensive Forest Service recreation strategy.**** Use this strategy to frame and provide context for RS-FMP and other important programs.

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Bengston, David N.; Fan, David P.; Celarier, Doris N. (1997). Monitoring the Social Environment for Forestry: The case of National Forest Benefits and Values. Unites States Department of Agriculture. p.1-17.

## **APPENDIX I**

### **RECREATION SITE FACILITY MASTER PLANNING PROCESS OVERVIEW & SUMMARY**



# Recreation Site Facility Master Planning and Public Participation

22 September 2006



Objective Market Research data used to develop complete staff work in preparation for site specific public participation

### Forest Recreationists Tell us:

- what they do
- where they come from
- how often they recreate
- why they use the forest

### Market Zone Information Tells us:

- counties comprising 75% of forest visitation
- characteristics of the general population and how they recreate - now and into the future

### On the Ground Knowledge Tells us:

- visitors' use patterns, values and desired experiences.
- Recreation managers understanding is key to the process



\*Participation Steps (see next page)

Share that the Forest is beginning a process to focus the recreation program.



Bring key stakeholders' perspectives to the niche workshop table.



Inform publics about potential changes to the recreation program with an invitation to participate.



# Forest RS-FMP Communication

22 September 06



# A

Prior to the Niche Workshop and After Data Preparation:

### **Purpose:**

Share that the Forest is beginning a process to focus the recreation program.

### **Explanation:**

Forests build or foster relationships with key stakeholders to help ensure trust in the process.

### **Outcomes:**

1. Stakeholders understand that RS-FMP is part of the Forest's professional stewardship responsibility.
2. Stakeholders know where national recreation trends are headed, how market research influences RS-FMP, what issues face the Forest, and how the RS-FMP process helps.

### **Responsibilities:**

- Identify key stakeholders.
- Inform stakeholders of the process through normal working relationships, and using tools provided by RS-FMP team.
- Develop Forest-specific key messages and talking points to add to national communication plan.

# B

Just Prior, During and After the Niche Workshop:

### **Purpose:**

Bring key stakeholders' perspectives to the niche workshop table.

### **Explanation:**

Key stakeholders may desire to participate in defining the niche. Niche is demand based and enhanced by public input specific to the forest niche.

### **Outcomes:**

1. Stakeholders' perspective is voiced through informal communications or answering pre-work questions that are used in the niche workshop.
2. Stakeholders' interests are represented during the niche workshop and they are informed of the outcome of the workshop.

### **Responsibility:**

Forests offer key stakeholders the opportunity to participate if an interest/desire exists.

# C

After the Program Work Meeting:

### **Purpose:**

Share potential changes, the history of how these proposed changes were developed, and that public input will be requested before site specific decisions are made.

### **Explanation:**

People are now interested in knowing 'what does this mean to me?' Communication centers on sharing site specific information as well as inviting people to participate in improving and then implementing the 5-year Program of Work.

### **Outcomes:**

1. Share program of work with key stakeholders, ensuring they understand 'why' these changes are proposed.
2. Understand interests, potential partnerships or other opportunities that may arise.

### **Responsibility:**

- Refine communications plan to tie to the implementation of specific RS-FMP action items.
- Be responsive to public concerns and identify alternatives to program of work where feasible/desirable.

## Recreation Site Facility Master Planning

### PROCESS OVERVIEW & SUMMARY

#### WHY:

- The National Forests have a FS-owned, current recreation site capacity of 342 million PAOT days; but in FY04 fewer than 84 million PAOT days (25%) were funded to be managed to national quality standards.
- Deferred maintenance costs for recreation sites have reached \$346 million.
- Recreation fee authority has created higher visitor expectations.
- New EPA operating standards will increase the number of recreation site water systems failing to meet standards without additional expenditures.
- FA&O facility master planning resulted in the Recreation Program having a large number of “left-over” facilities to consider managing, primarily as primitive rental cabins.
- FSM ID 2310-2003-1 requires facility master plans be developed for all facilities. The Deputy Chief’s 7310/2300 letter, of March 4, 2005, [Due Date July 1, 2005] requests each Regional Forester to provide the Director of RHR RS-FMP completion dates for FY06 and FY07.

**GOAL 1: ENSURE OPPORTUNITIES FOR PUBLIC PARTICIPATION IN THE ANALYSIS PROCESS**

**GOAL 2: PROVIDE RECREATION OPPORTUNITIES CONSISTENT WITH THE FOREST “NICHE”.**

**GOAL 3: OPERATE & MAINTAIN A FINANCIALLY SUSTAINABLE RECREATION SITES PROGRAM TO NATIONAL QUALITY STANDARDS.**

**GOAL 4: ELIMINATE DEFERRED MAINTENANCE AT RECREATION SITES.**

**GOAL 5: IMPROVE CUSTOMER SATISFACTION AT RECREATION SITES.**

Objective 1: Design RS-FMP process to include opportunities for public participation.

Objective 2: Focus resources on sites that best fit the Forest recreation niche.

Objective 3: Operate and maintain sites to Regional required quality standards with available revenue stream.

Objective 4: Reduce deferred maintenance backlog 20% by 2010, 70% by 2015, and 90% by 2020.

Objective 5: All Customer Satisfaction factors will be equal to or greater than the Customer Importance Rating for that factor (as reported through NVUM customer satisfaction surveys).

The Recreation Site Facility Master Planning product is a proposed “5-year Program of Work” outlining steps to move from the current situation to the desired future condition. The 5-year program of work describes the Forest’s desired recreation site inventory, function, and operational strategy; and satisfies the requirement for recreation site facility master planning.

## **APPENDIX II**

# **FRAMEWORK FOR PUBLIC PARTICIPATION & COMMUNICATION FOR RECREATION SITE FACILITY MASTER PLANNING AND PUBLIC PARTICIPATION**

# Framework for Public Participation & Communication




## For Recreation Site Facility Master Planning (RS-FMP)

03/05/07

**RS-FMP Public Participation Goal:** To ensure that everyone interested in working with individual Forests on RS-FMP has ample information and opportunity to do so.

**Guidelines** until the National Review is completed (March 30, 2007):

- 1.** Adequate public participation actions will be determined by the forest based on public expectations for involvement and the complexity of potential actions.
- 2.** Forests that have not yet begun the RS-FMP process will use the Public Participation and Communication Framework in its entirety. Lead niche facilitators will contact each forest RS-FMP coordinator to ensure they understand the public participation framework.
- 3.** Forests that have already begun RS-FMP or have a completed (signed by Forest Supervisor and RF) Program of Work will document and assess their work to date using the Framework and determine if any additional work is necessary to meet the goal of public participation.
- 4.** Public participation 'check-ins' will occur through:
  - a. Regional RS-FMP coordinator contacts with Forests.
  - b. RS-FMP facilitators at workshops. Facilitators will share the public participation framework with Forests and help identify other public participation opportunities if appropriate.
  - c. A public participation tool that will review public participation actions and determine if any further involvement is necessary.
- 5.** Forests may adjust their RS-FMP completion timeline, or postpone developing a proposed program of work, to ensure adequate public participation.
- 6.** The RS-FMP Toolbox provides examples and templates of public participation and communications tools for forests to use: <http://fsweb.wo.fs.fed.us/rhwr/rsfmp/index.shtml>
- 7.** For information and assistance with RS-FMP Public Participation, contact Julie Cox at 503-808-2984 or [jacox@fs.fed.us](mailto:jacox@fs.fed.us).

 Recreation Site Facility Master Planning Process & Public Participation Guidelines [Guidelines until the National Review is completed]				
	Description	Public Participation Methods <b>Bold = suggested minimums</b>	Who	When
<b>Set-up Internal Framework</b>	Assign RS-FMP roles and tasks. Make employees aware of the process and how to be involved.	<ul style="list-style-type: none"> <li>Identify <b>Forest Public Participation (PP)/ Communication lead and define forest staff roles and responsibilities.</b></li> <li><b>Initiate the process internally by briefing recreation staff and line officers, to ensure they understand the basic process, purpose and need in relation to the forest's program.</b></li> <li><b>Connect with Forest lead, provide a link to RS-FMP Toolbox, and brief on Public Participation requirements.</b></li> </ul>	Forest Forest lead RS-FMP Facilitator	As soon as forest is scheduled to complete RS-FMP
<b>Share RS-FMP Process Publicly</b>	Make the public aware that the forest is undertaking RS-FMP, what it is, and how to participate.	<ul style="list-style-type: none"> <li><b>Add an RS-FMP page to the forest web site with a link to the national page.</b></li> <li>Ask key stakeholders how they want to be involved.</li> <li><b>Send a local news release explaining RS-FMP and how to get involved.</b></li> <li><b>Brief elected officials</b></li> <li><b>Share RS-FMP with editorial boards</b></li> <li>Make presentations to local organizations and interest groups to explain purpose and need of RS-FMP and ask how people want to be involved.</li> <li>RS-FMP newsletter or ROG (example on RS-FMP Toolbox) made available.</li> </ul>	Forest Public Affairs staff, recreation staff, and line officers.	8-10 weeks prior to the niche workshop
<b>1 Prepare Site Data</b>	Update and complete recreation site data resulting in the best information to make management decisions.	<ul style="list-style-type: none"> <li><b>Complete through staff work session</b></li> </ul>	Forest with RS-FMP Facilitator at Data Workshop	Forest Data Workshop
<b>Gather Input on Niche and Management Strategies</b>	Learn from the public what they value about recreation on the forest and what they believe are acceptable management strategies* for recreation sites.	<ul style="list-style-type: none"> <li><b>Gather input to four value topics and acceptable management strategies to achieve a sustainable recreation program through news letters, web, direct mailings (hard or e-mail), news releases and one-on-one or local org. sharing.</b></li> <li>Host a public RS-FMP Workshop**</li> <li>Use Dot Matrix*** process for input either on-line (Reed/Brown) or informally invite people to the office to fill out forms.</li> </ul>	Forest Forest with RS-FMP Team Assistance	4-6 weeks prior to the niche workshop
<b>2 Develop Niche</b>	Create a recreation vision based on public desire and the unique characteristics of the forest. This focus guides the management of the recreation program for the coming decade.	<ul style="list-style-type: none"> <li><b>Complete through staff work session</b></li> <li><b>Use public values, demand analysis (provided by RS-FMP team), mapping exercise, and other information to identify niche.</b></li> </ul>	Forest with RS-FMP Facilitator at Niche Workshop	Forest Niche Workshop
<b>Share Niche with Public</b>	Validate the recreation niche with the public.	<ul style="list-style-type: none"> <li><b>Summarize niche and share with key stakeholders through the web, newsletters, and one-on-one contact. Stakeholders should also understand how niche fits in the context of site specific actions at individual recreation sites.</b></li> <li><b>Share next steps in process and gather any site specific information.</b></li> </ul>	Forest	Within 30 days of the niche workshop
<b>3 &amp; 4 Rank Sites Objectively</b>	Identify operational efficiencies, ways to align each site with the niche, and then prioritize sites using objective criteria.	<ul style="list-style-type: none"> <li><b>Complete through staff work session</b></li> </ul>	Forest with RS-FMP Facilitator at Ranking Workshop	Forest Ranking Workshop
<b>5 Propose a Program of Work</b>	Review staff work and any additional public input; consider social, political and broader program goals to develop a Proposed Program of Work.	<ul style="list-style-type: none"> <li><b>Complete through staff work session.</b></li> <li><b>Review Public Participation to date.</b></li> <li><b>Identify any additional key stakeholders who should be involved as part of PPOW review.</b></li> <li><b>Develop specific key messages to share with public.</b></li> <li><b>Determine additional actions necessary based on the complexity of proposed actions</b></li> </ul>	Forest leadership with RS-FMP Facilitator at Action Workshop	Forest Action Workshop
<b>Review Proposed Program of Work with Public</b>	Work with the public to improve and refine the Proposed Program of Work.	<ul style="list-style-type: none"> <li><b>Information on RS-FMP web page making the PPOW available for review and feedback.</b></li> <li><b>Local news release.</b></li> <li><b>Mailings to key stakeholders.</b></li> <li><b>Brief elected officials.</b></li> <li>Host an Open House to obtain public feedback on Proposed Program of Work and Ranking.</li> </ul>	Forest Forest w/ Team Asst.	Within 60 days of the action workshop
<b>6 Complete Program of Work</b>	Complete the Program of Work, approve and make available to the public.	<ul style="list-style-type: none"> <li><b>Information on the forest's RS-FMP web page.</b></li> <li>Letter to key stakeholders thanking them for their involvement and summarizing how their input was used.</li> </ul>	Forest	When program of work is completed
<b>7 Initiate Site Specific Public Participation</b>	Determine the appropriate site specific public involvement steps based on tasks defined in the Program of Work.	<ul style="list-style-type: none"> <li><b>Ground disturbing activity will go through the NEPA process.</b></li> <li><b>Fee proposals will go through public involvement as described in the Recreation Enhancement Act, including working with Recreation RACs.</b></li> </ul>	Forest	As needed

\***Management Strategies:** Strategies that are typically identified in the Action Workshop. Tools for helping to identify possible management strategies are on the RS-FMP Toolbox.

\*\***Public RS-FMP Workshop:** A 2-3 hour public workshop where people complete exercises around special places they value, where and how they recreate. The workshop would also include an overview of RS-FMP, the forests current situation (costs, rev, DM backlog) in recreation and gather input on types of management actions to consider in the Ranking Workshop. A group exercise to provide managers with information on site priorities could also be developed as part of this workshop.

\*\*\* **Dot Matrix:** A simple way to tie special places, values and activities to a spot on a map. People are asked to mark their special places on a map and then complete a corresponding form with specific information about the place. This is now being used electronically and growing in popularity as a key public participation tool.

## **APPENDIX III**

### **RS-FMP FY2004-7 COMPLETION CHECK-OFF**

\*R8 Forest date indicates receipt of Final Rank Tool

As of: 03-27-2007

n/a

Action Workshop Completed*		View All Forests	RS-FMP FY2004-7 Completion Check-off									
FY	WEEK	FOREST	REGION	87	68	60	61	54	41	17	17	
				Wksh 1a posted	Rank Workshop Completed	Niche/Bridge Posted in Repository	Workshops Complete	Rank Tool turned in to IBSC	PPOW Prepared	POW Prepared	Signed POW	
4	7/26 - 7/30	BRIDGER-TETON	4	X	X	X	X	X	X	X	X	
5	3/7 - 3/11	FREMONT-WINEMA	6	X	X	X	X	X	X	X	X	
5	3/21 - 3/25	COLVILLE	6	X	X	X	X	X	X	X	X	
5	3/28 - 4/1	DIXIE	4	X	X	X	X	X	X	X	X	
5	4/25 - 4/29	CHUGACH	10	X	X	X	X	X	X	X	X	
5	5/16 - 5/20	WHITE RIVER	2	X	X	X	X	X	X			
5	6/6 - 6/10	MALHEUR	6	X	X	X	X	X	X	X	X	
5	6/20 - 6/24	HUM-TOY	4	X	X	X	X					
5	6/20 - 6/24	ASHLEY	4	X	X	X	X	X	X	X	X	
5	7/18 - 7/22	CORONADO	3	X	X	X	X	X	X			
5	7/18 - 7/22	UMPQUA	6	X	X	X	X	X	X	X	X	
5	7/25 - 7/29	TONGASS	10	X	X	X	X	X	X	X	X	
5	8/15 - 8/19	SHOSHONE	2	X	X	X	X	X	X	X	X	
5	8/29 - 9/2	MB-ROUTT	2	X	X	X	X	X	X	X	X	
5	9/19 - 9/23	SAWTOOTH	4	X	X	X	X	X	X	X	X	
6	11/7 - 11/11	DESCHUTES	6	X	X	X	X	X	X	X	X	
6	11/28 - 12/2	SAN JUAN	2	X	X	X	X	X	X			
6	12/12 - 12/16	APACHE-SITGREAVES	3	X	X	X	X	X	X			
6	12/12 - 12/16	LOLO	1	X	X	X	X	X	X			
6	1/9 - 1/13	GMUG	2	X	X	X	X					
6	1/9 - 1/13	FISHLAKE	4	X	X	X	X	X	X	X	X	
6	1/23 - 1/27	WILLAMETTE	6	X	X	X	X	X	X			
6	1/23 - 1/27	SIERRA	5	X	X	X	X					
6	2/13 - 2/17	WASATCH-CACHE	4	X	X	X	X	X	X	X	X	
6	2/20 - 2/24	SALMON-CHALLIS	4	X	X	X	X	X	X	X	X	
6	2/20 - 2/24	BITTERROOT	1	X	X	X	X	X	X			
6	2/27 - 3/3	SEQUOIA	5	X	X	X	X	X	X			
6	2/27 - 3/3	FLATHEAD	1	X	X	X	X	X	X			
6	3/6 - 3/10	CARIBOU-TARGHEE	4	X	X	X	X	X	X			
6	4/10 - 4/14	KAIBAB	3	X	X	X	X					
6	4/17 - 4/21	WALLOWA-WHITMAN	6	X	X	X	X	X	X			
6	4/17 - 4/21	COCONINO	3	X	X	X	X					
6	5/1 - 5/5	LBL	8	X	X	X	X	X	X			
6	5/8 - 5/12	STANISLAUS	5	X	X	X	X	X	X			
6	5/15 - 5/19	BOISE	4	X	X	X	X	X	X			
6	5/22 - 5/26	HELENA	1	X	X	X	X	X	X			
6	5/22 - 5/26	BLACK HILLS	2	X	X	X	X					
6	6/5 - 6/9	TONTO	3	X	X	X	X					
6	6/12 - 6/16	ANGELES	5	X	X	X	X	X	X			
6	6/19 - 6/23	LEWIS & CLARK	1	X	X	X	X	X	X			
6	5/15 - 5/19	MENDOCINO	5	X	X	X	X	X	X			
6	6/26 - 6/30	PAYETTE	4	X	X	X	X	X	X	X	X	
6	7/17 - 7/21	NEBRASKA	2	X	X	X	X	X	X			
6	7/24 - 7/28	SANTE FE	3	X	X	X	X					
6	8/7 - 8/11	ROGUE-SISKIYOU	6	X	X	X	X	X	X			
6	8/28/2006	GW-JEFF	8	X				X				
6	8/28/2006	OUACHITA	8	X				X				
6	8/28/2006	NFs in NORTH CAROLINA	8	X				X				
6	9/11 - 9/15	CARSON	3	X	X	X	X	X	X			

Forest Count  
**113**



6	9/18 - 9/22	NFS in ALABAMA	8	x					x			
6	9/25 - 9/29	CHATT-OCONEE	8	x					x			
7	10/9 - 10/13	TAHOE	5	x	x	x	x					
7	10/9 - 10/13	GIFFORD PINCHOT	6	x	x		x					
7	10/16 - 10/20	UINTA	4	x	x	x	x	x	x			
7	10/16 - 10/20	CUSTER	1	x	x	x	x	x	x			
7	10/23 - 10/27	DAKOTA PR GRSLNDS	1	x	x	x	x					
7	11/13 - 11/17	MANTI-LASAL	4	x	x	x	x	x				
7	11/13 - 11/17	LOS PADRES	5	x	x	x	x					
7	11/27-12/1	NFS in TEXAS	8	x					x			
7	11/27-12/1	CARIBBEAN	8	x					x			
7	11/27-12/1	NFS in MISSISSIPPI	8	x					x			
7	11/27-12/1	FRANCIS MARION-SUMTER	8	x					x			
7	12/4 - 12/8	SAN BERNARDINO	5	x	x	x	x	x	x			
7	11/27-12/1	NFS in FLORIDA	8	x					x			
7	12/11 - 12/15	PRESCOTT	3	x	x	x	x					
7	12/18 - 12/22	OZARK-ST FRANCIS	8	x					x			
7	1/8 - 1/12	OLYMPIC	6	x	x	x	x					
7	1/15 - 1/19	PLUMAS	5	x	x		x					
7	1/22 - 1/26	DANIEL BOONE	8	x					x			
7	1/29 - 2/2	OCHOCO	6	x	x	x	x					
7	1/29 - 2/2	CIBOLA	3	x	x	x	x					
7	2/5 - 2/9	IDAHO PANHANDLE	1	x	x		x					
7	2/5 - 2/9	GALLATIN	1	x	x	x	x					
7	3/19 - 3/23	LTBMU	5	x	x							
7	3/26 - 3/30	GREEN MTN-FINGER LKS	9	x								
7	3/26 - 3/30	CHEROKEE	8									
7	4/9 - 4/13	UMATILLA	6	x	x							
7	4/9 - 4/13	CLEARWATER	1	x	x	x						
7	4/16 - 4/20	ELDORADO	5	x	x							
7	4/30 - 5/4	NEZ PERCE	1	x								
7	4/30 - 5/4	INYO	5	x								
7	5/14/ - 5/18	BIGHORN	2	x	x							
7	5/21 - 5/25	LINCOLN	3	x	x	x						
7	5/21 - 5/25	GILA	3	x								
7	6/4 - 6/8	KOOTENAI	1	x								
7	6/4 - 6/8	PIKE-SAN ISABEL-CC	2									
7	6/4 - 6/8	CLEVELAND	5									
7	6/11 - 6/15	MT HOOD	6	x								
7	6/18 - 6/22	HURON-MANISTEE	9									
7	6/25 - 6/29	SIUSLAW	6	x								
7	6/25 - 6/29	ARAPAHO-ROOSEVELT	2	x	x							
7	7/16 - 7/20	SHAWNEE	9									
7	7/30 - 8/3	CRGNSA	6									
7	7/30 - 8/3	CHIPPEWA	9									
7	8/6 - 8/10	SUPERIOR	9									
7	8/20 - 8/24	WAYNE	9									
7	8/20 - 8/24	HIAWATHA	9									
7	9/10 - 9/14	MONONGAHELA	9									
7	9/10 - 9/14	MARK TWAIN	9									
7	9/17 - 9/21	HOOSIER	9									
7	9/24 - 9/28	LASSEN	5									
7	9/24 - 9/28	OTTAWA	9									
8	10/1 - 10/5	SHASTA-TRINITY	5									
8	10/1 - 10/5	WHITE MTN	9									
8	10/15 - 10/19	KLAMATH	5									
8	10/15 - 10/19	OKANAGON-WENATCHEE	6									
8	10/15 - 10/19	ALLEGHENY	9									
8	10/29 - 11/2	SIX RIVERS	5									
8	10/29 - 11/2	CHEQUAMEGON-NICOLET	9									
8	11/12 - 11/16	MODOC	5									
8	11/12 - 11/16	MT BAKER-SNOQUALMIE	6									
8	11/26 - 11/30	BEAVERHEAD-DEERLODGE	1									
8	12/3 - 12/7	RIO GRANDE	2									

**APPENDIX IV**

**PUBLIC INVOLVEMENT LITERATURE REVIEW**

# Public Involvement Literature Review

## Recreation Site-Facility Master Planning National Review Team

Prepared by Daniel R. Williams

March 21, 2007

### Introduction

Citizen/stakeholder participation in resource decision making is widely advocated and practiced as part of a participatory approach to public policy. As a theory of governance, citizen participation should aim for the development of a shared vision of the public good and lead to collective action to achieve that good (Lauber and Knuth, 2000). Research on public involvement and participation has sought to: (a) identify the outcomes of different approaches, (b) determine the characteristics of participation that influence these outcomes, (c) examine how the context of participation influences these processes and outcomes and (d) develop evaluative frameworks for assessing public involvement.

Leach (2006) provides a concise historical primer on the use of public involvement in Forest Service decision making. He also reviews 25 of the most significant empirical studies of public participation in Forest Service policymaking and identifies 21 factors that contribute to successful participation. These range from process design traits, participant traits and contextual factors.

### Definitions and Purpose

The topic of public involvement represents a fairly broad discussion of the purpose, form and outcome of interactions between the public (e.g., citizens, stakeholders etc.) and government agencies and officials. While there is no single definition of public involvement, the oft cited point of departure for defining public involvement is Arnstein's (1969) ladder of citizen participation, which organizes forms or levels of participation as eight rungs or steps, from the least participatory to the most (i.e., manipulation, therapy, informing, consultation, placation, partnership, delegated power, and citizen control). Increasingly discussions of public involvement draw on concepts such as partnerships, collaboration, co-management, and civic engagement. For example collaboration describes a kind of public involvement characterized by the "pooling of appreciations and/or tangible resources, such as information, money, labor, etc., by two or more stakeholders to solve a set of problems which neither can solve individually" (Gray, 1985, p. 912).

The purpose or goals of public participation may vary somewhat but these goals are in principle linked to some conception of participatory democracy. These goals have been described by Lauber and Knuth (2000):

*Improving information.* Citizens can influence decision by providing information, both factual information and information about preferences and values.

*Improving judgment.* Citizens can influence decisions by helping to weigh or evaluate information and form judgments about how it should influence decisions.

*Improving action.* In some instances agencies may not have the capacity to take all the actions necessary to accomplish management objectives. Individual citizens and/or nongovernmental organizations may participate in specific management actions through partnerships and other kinds of collaboration.

*Improving the management climate.* Citizen participation can improve relationships and trust between stakeholders, which enable decisions and actions; increase the capacity of citizens to participate by enhancing skills and knowledge; or change beliefs, attitudes, or behaviors that enable decisions and actions.

## **Approaches**

As Arnstein noted, public involvement approaches vary in the amount of control and power given to citizens. A somewhat more contemporary characterization of the range of approaches is given by Lauber and Knuth (2000):

*Expert Authority Approach.* Agencies retain full responsibility for management decisions and do not consider citizen input during the decision making process.

*Passive-Receptive Approach.* Agencies consider citizen input, but do not actively seek it. Those citizens who have input into decision making are those who take the initiative to contact agencies.

*Inquisitive Approach.* Agencies make systematic attempts to gather citizen input through public meetings, surveys, or other methods. The agencies decide how to weigh this input as they make policy decisions.

*Transactional Approach.* Agencies facilitate a process in which citizens work together to try to reach agreement on the best management decision. Thus, citizens help decide how to weigh different stakeholders' perspectives in decision making.

*Co-management.* Stakeholders are involved not just in decision making, but throughout the management process. Under other approaches, agencies specify a particular and limited role for other stakeholders. Under co-management, agencies work in partnership with local government, nongovernmental organizations, and other stakeholders. Together they decide the appropriate role each stakeholder should play in the management process.

## **Processes**

There are various processes and styles of interaction associated with public involvement. Lauber and Knuth (2000) boil these down to measurement, deliberation, education, and communication. *Measurement* is most strongly associated with the goal of gathering information, typically through systematic surveys, focus groups, or public meetings. As Yankelovich (1991) notes

measurement of values and preferences is not the same as public judgment, which requires *deliberation* or reasoned discussion among stakeholders over the meaning and merits of various courses of action. The goal of improving the management climate is often associated with more fundamental transformations of citizens and managers. These transformations are associated with the process of individual and group learning or *education*, and should not be limited to external stakeholders but also agency personnel. Underlying all of these processes is *communication* and all contribute to a willingness to implement management actions.

## **Outcomes**

Two general types of outcomes are generally recognized: substantive outcomes and process outcomes. Substantive outcomes have to do with the goals described above such as knowledge and information produced and decisions and actions implemented. In addition there are some process goals that are often recognized that contribute to the realization of outcome goals. Lauber and Knuth (1999) found that citizens judge public participation processes in terms of nine additional goals regardless of substantive outcomes:

- Adequate opportunities to participate
- Agency receptivity to citizen input
- Ability to influence decisions
- Agency ability to offer sufficient information and sound reasoning
- Participants developing or displaying sufficient knowledge
- Timeliness of the process
- Cost efficiency of the process
- Leading to stable decisions
- Improved relationships between stakeholders

## **Evaluation**

Evaluation of public involvement has proved difficult and refers both to evaluating various models and approaches and evaluating specific instances. The former is strongly influenced by the competing theories of society (consensus-conflict), democracy (liberal-communitarian), and public policy (rational-pluralist) that are assumed by those who seek to do the evaluations. Likewise the evaluation of specific instances depends heavily on the specific views of those who participated in a given effort. Renn et al. (1995) identify two basic traditions underlying evaluation: The citizens' view and the administrators' view. The former looks at the level of power afforded the citizen (e.g., following Arnstein's ladder of participation). Others point out that public participation has often failed to live up to the expectations of administrators (e.g., did the administrator acquire the public support necessary to implement policy?). To get beyond this dichotomy, Renn et al. (1995) suggest two normative criteria, competence and fairness, as the basis of evaluation.

Another way to look at this is to assess four features of any specific instance:

1. The level of involvement. What level of involvement was asked for or received (i.e., relative to Arnstein's ladder and how appropriate was this to the situation or goal (e.g.,

- improving information, improving judgment, improving action, or improving the management climate)?
2. Role/place in the decision process. What was the timing of input relative to the decision process? Was the timing appropriate for the decision/situation?
  3. Involvement process. What was the staging/administration of involvement? How was the problem framed? How were goals explained? To what degree were they accepted by the participants? To what degree were they accomplished? What types of groups, leadership, facilitation, tasks etc. were involved and how well did these fit with the general attributes of success as identified by Leach (2006) and/or Shindler & Neburka (1997).
  4. Quality of the input.
    - a. Validity. Did participants have relevant knowledge, information, experience and/or concerns on the issue?
    - b. Accuracy. Did the methods accurately or reliably collect information and viewpoints from participants?
    - c. Generalizability. Did the methods produce information that is representative of the relevant stakeholder groups?

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**APPENDIX V**

**RECREATION SITE FACILITY MASTER PLANNING  
NEWS MEDIA ANALYSIS**

## Recreation Site Facility Master Planning News Media Analysis

David N. Bengston, Northern Research Station  
Shelley Gardner, Office of Communication  
David P. Fan, InfoTrend, Inc.  
3-14-2007

This is an initial analysis of news media discussion of the Recreation Site Facility Master Planning (RS-FMP) issue based on the news stories listed below. A thorough analysis could be carried out at a future date if needed.

### Main findings:

#### 1. RS-FMP is a highly localized issue:

- 61% of news stories about RS-FMP have been published in just 3 states. Colorado accounts for 30%, Montana 18%, and Oregon 13% of all news stories about RS-FMP (see Figures 1 and 2).
- No national newspapers have published news stories about RS-FMP (e.g., *New York Times*, *LA Times*, *Wall Street Journal*, *Washington Post*, *USA Today*).

#### 2. RS-FMP is a recent issue: More than 65% of news stories about RS-FMP have been published since November 2006 (see Figure 3).

#### 3. Turning point in the public discourse: A change in the public discourse about RS-FMP occurred in November 2006: There was a shift from mostly neutral discussion to more expressions of opposition and conflict.

#### 4. Framing the issue: 2 roads diverged: As with all contentious policy issues, the RS-FMP issue has been framed very differently by supporters and opponents (see Figures 4 and 5).<sup>1</sup>

#### 5. Underlying value differences:

- The underlying values of RS-FMP supporters (mostly representatives of the Forest Service) appear to be mainly utilitarian and pragmatic in nature.
- In contrast, RS-FMP opponents base their arguments mainly on rights-based, fairness, and wilderness or “wildness” values.
- Claims based on rights, fairness, and wilderness values tend to be more deeply held than claims based on utilitarian and pragmatic grounds.
- These value differences are similar to the underlying values in the debate about the Recreational Fee Demonstration Program.<sup>2</sup>

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<sup>1</sup> Framing an issue involves choosing the language and ideas to define the debate and fitting individual issues into the contexts of broader story lines. The goal is to present an issue in a way that will likely get the most agreement from others.

<sup>2</sup> Bengston, D.N. and D.P. Fan. 2002. The Recreational Fee Demonstration Program on the National Forests: An updated analysis of public attitudes and beliefs, 1996-2001. Research Paper NC-340. St. Paul, MN: USDA Forest Service, North Central Research Station.

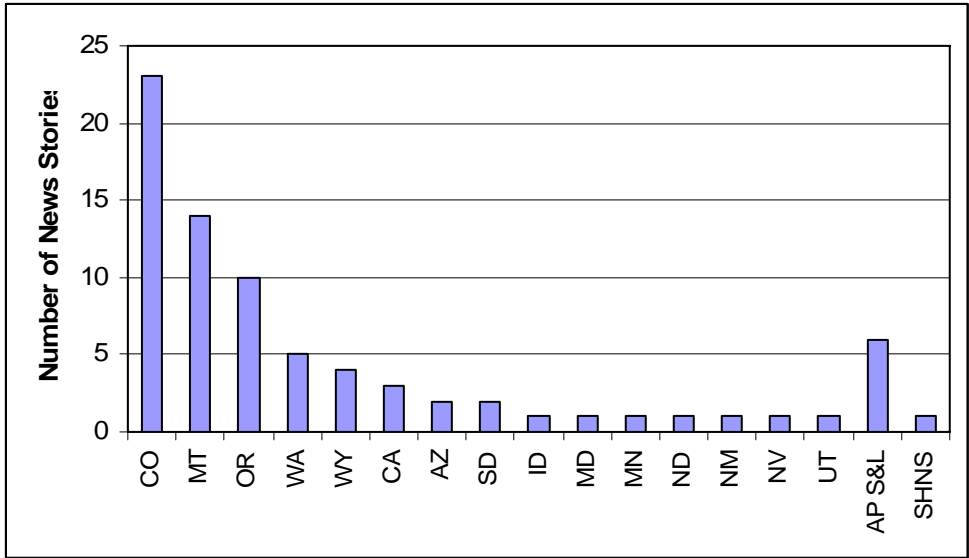


Figure 1. News stories about RS-FMP by place of publication. (AP S&L is the Associated Press State & Local News; SHNS is the Scripps Howard News Service).

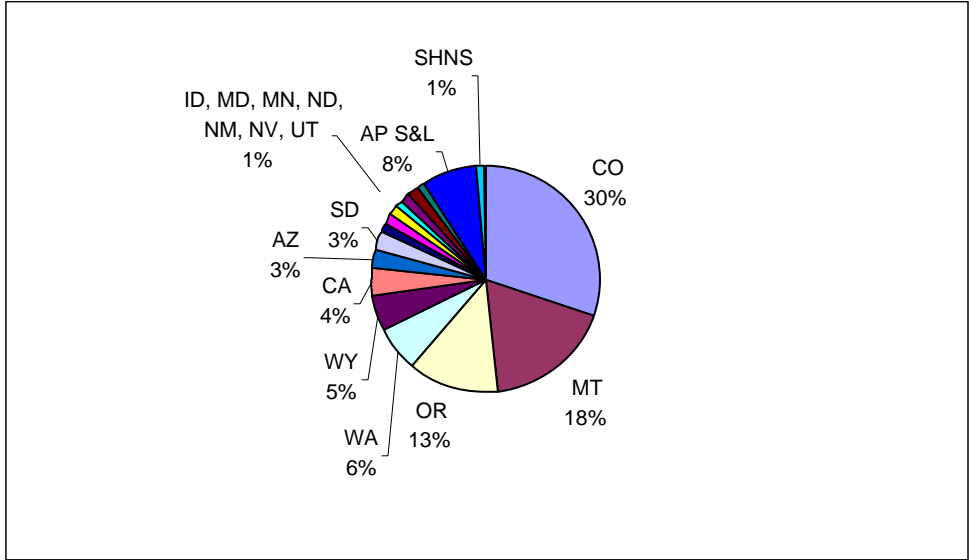


Figure 2. News stories about RS-FMP by place of publication. (AP S&L is the Associated Press State & Local News; SHNS is the Scripps Howard News Service).

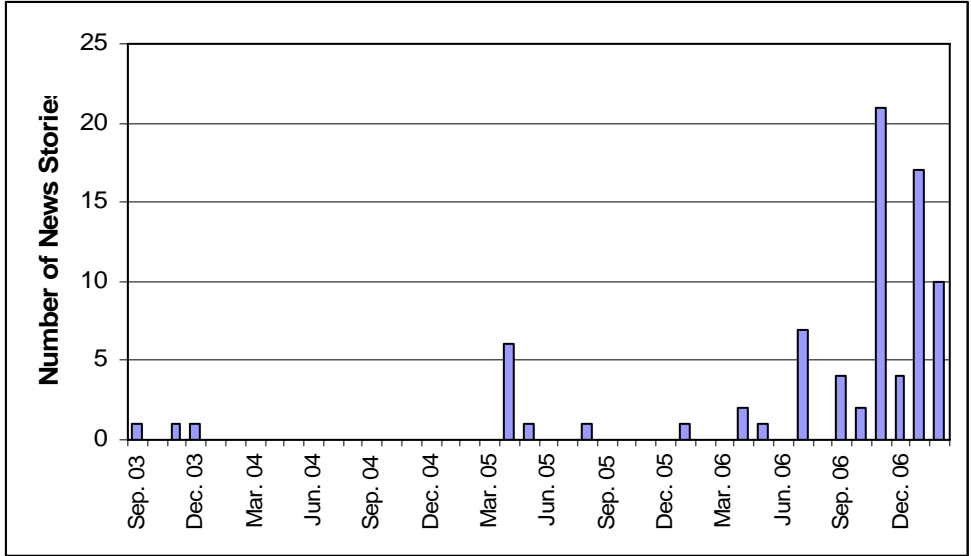


Figure 3. Number of RS-FMP news stories over time, Sept. 2003 through mid-February 2007.

Figure 4. Positive framing of RS-FMP issue.

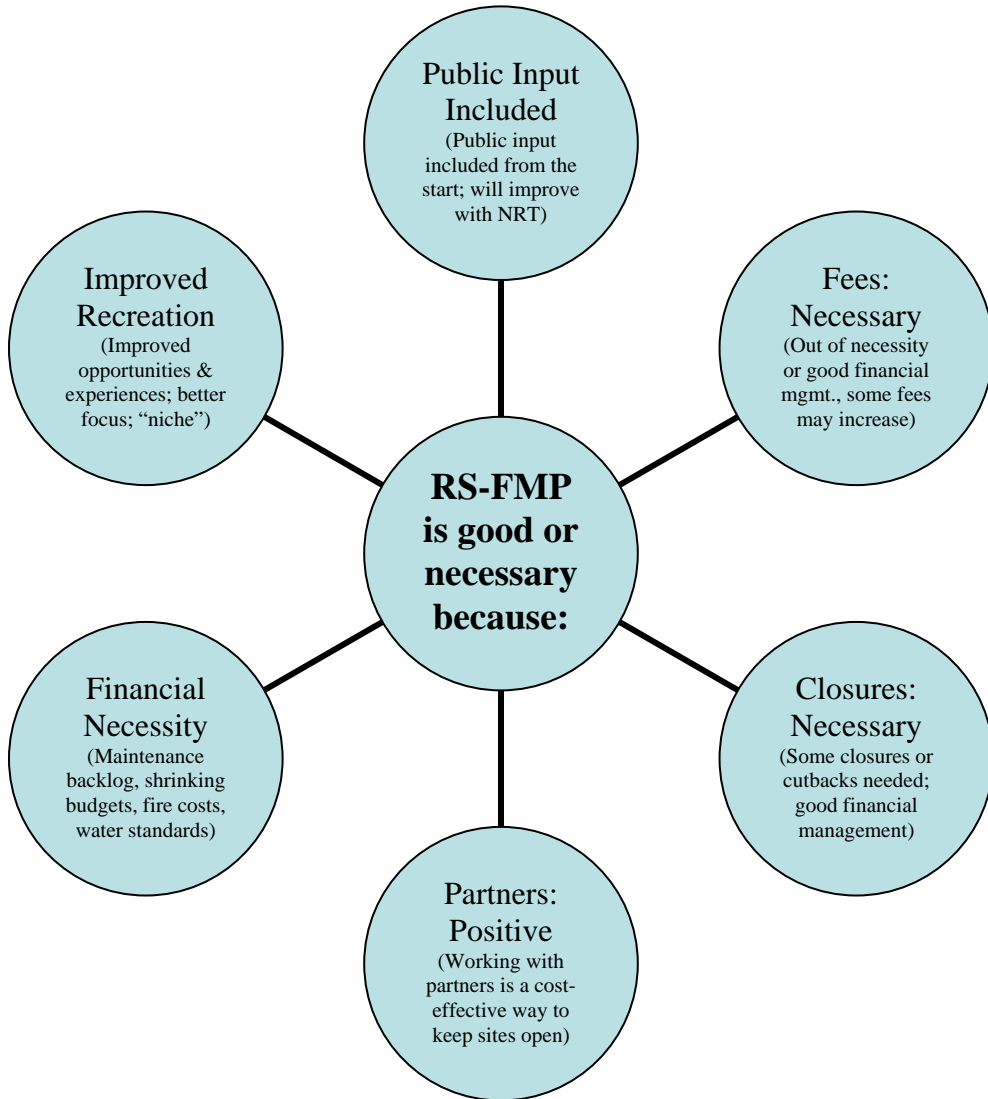
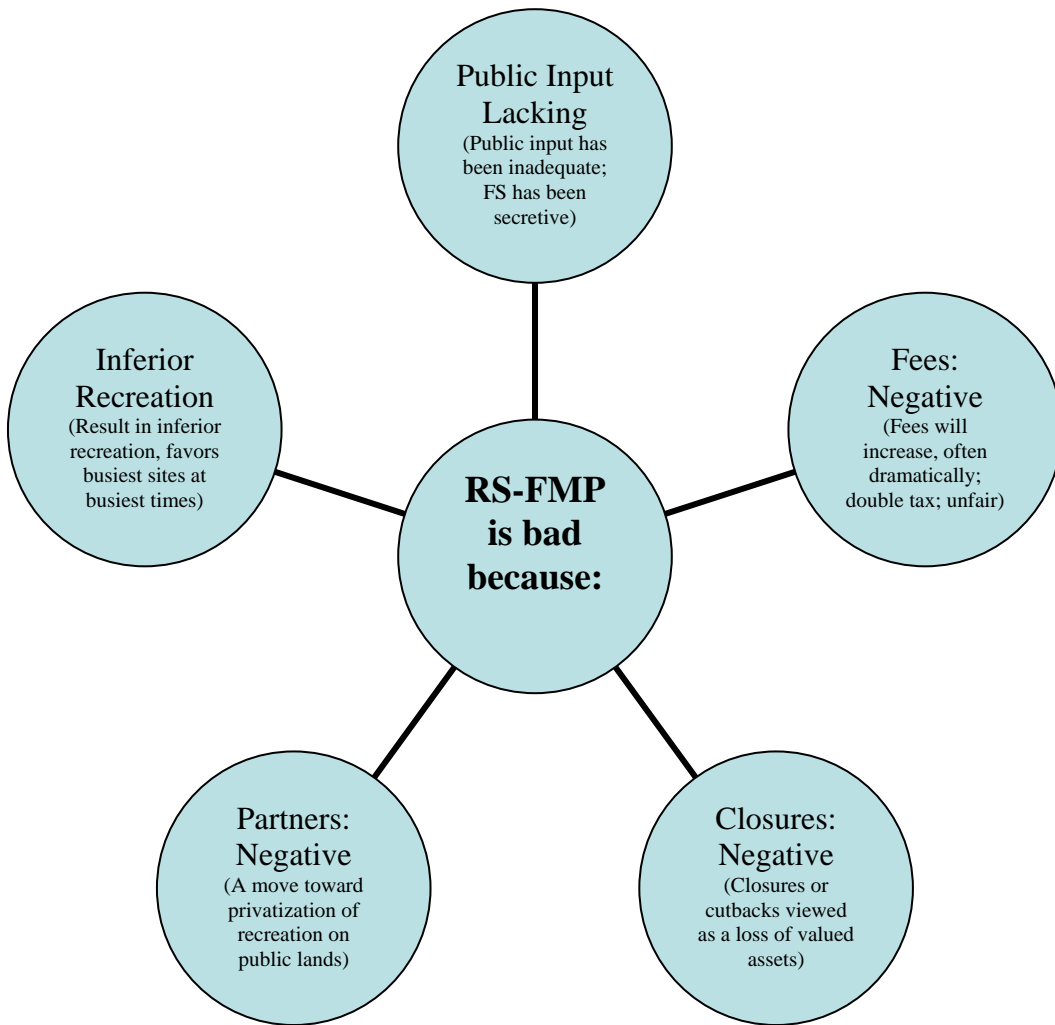


Figure 5. Negative framing of RS-FMP issue.



## List of RS-FMP News Stories

Last updated: 2-27-2007

### Eighty-two stories were obtained from the following sources:

1. "[Forest Service Issues in the News](#)" database of Forest Service stories (more than 100,000 stories obtained from CyberAlert.com).<sup>3</sup>
2. **LexisNexis, All News database**, with the following search command: "Forest Service" AND ("facility master plan" OR "facility master-plan" OR "facilities master plan" OR "master planning process" OR "master plan process" OR "recreation master plan" OR "recreation planning process" OR RS-FMP OR RS-FMP OR "site master plan")
3. **Google News Alerts** (several search commands).
4. **Ethnic NewsWatch**. No stories about the RS-FMP were found using the following extremely broad search command: ("Forest Service" AND recreation).

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Sept. 16, 2003: "Shoshone campground water systems improving" Associated Press State & Local Wire.

Nov. 13, 2003: "Wind River visitor center closing for good" *The Columbian* (Vancouver, WA.)

Dec. 8, 2003: "Reconstruction of Lake Vesuvius dam nearly done" Associated Press State & Local Wire.

April 18, 2005: "Cutbacks force Forest Service to evaluate sites" Scripps Howard News Service.

April 19, 2005: "Budget cuts could shut down trails, campgrounds" Associated Press State & Local Wire.

April 19, 2005: "Budget cuts could shut down trails, campgrounds" *Summit Daily News* (Frisco, CO: The complete news and information resource for Summit County Colorado including Breckenridge, Copper, Dillon, Frisco, Keystone and Silverthorne).

April 19, 2005: "Can't see the forest for the budget cuts; Shrinking U.S. funds may shut down some campgrounds, trails" *Rocky Mountain News* (Denver).

April 19, 2005: "Cutbacks force forest service to evaluate sites" *Star Tribune* (Minneapolis).

April 23, 2005: "Budget cuts have Black Hills edgy" *The Argus Leader* (Sioux Falls, SD).

May 3, 2005: "Trouble in wilderness" *Argus Leader*.

Aug. 8, 2005: "Facilities, fees set to change at Green Mtn." *Summit Daily News* (Frisco, CO).

Sept. 8, 2005: "Forest Service floats plan for Green Mtn. reservoir camping" *Summit Daily News* (Frisco, CO).

Sept. 22, 2005: "Recreation plans for Pahrump side of Mount Charleston to be unveiled" *Las Vegas Sun*.

Jan. 11, 2006: "Closing Heaven?; Some Coronado campgrounds may be shut down" *Tucson Citizen*.

April 22, 2006: "Campgrounds face closure" *Jackson Hole Star Tribune*.

April 22, 2006: "Campgrounds face closure" *Casper Star Tribune*.

May 23, 2006: "Briefs from around Colorado" Associated Press State & Local Wire.

July 16, 2006: "Deschutes forest looks to cut costs at campsites" Associated Press State & Local

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<sup>3</sup> Forest Service Issues in the News is funded through the National Forest System as a Human Dimension Information Assets Investment.

Wire.

- July 17, 2006: “Deschutes forest looks to cut costs at campsites” KGW.com (Northwest News Channel 8, Oregon)
- July 17, 2006: “Deschutes forest looks to cut costs at campsites” *Gazette-Times* (Corvallis).
- July 17, 2006: “Deschutes forest looks to cut costs at campsites” *Bellingham Herald* (WA)
- July 17, 2006: “Forest plan designed to cut costs, enhance public camping” *The World* (Serving the South Coast of Oregon)
- July 18, 2006: “Deschutes forest looks to cut costs at campsites” *The News-Review* (Douglas County, OR)
- July 21, 2006: “Forest Service reverses campground closure” *Aspen Times*.
- Sept. 7, 2006: “You gotta feel for the Forest Service” *New West* (The Voice of the Rocky Mountains)
- Sept. 11, 2006: “Recreation planning under fire” *The Missoulian*.
- Sept. 21, 2006: “A new forest fight ahead?” *The Daily Sentinel* (Grand Junction, CO)
- Sept. 24, 2006: “Forest Service thinking smaller.” *The Sunday Oregonian*.
- Oct. 1, 2006: “Public's input about campground cuts sought.” *Statesman Journal* (Salem, OR).
- Oct. 1, 2006: “Retired forest planner blasts secret forest service project” *New West*.
- Nov. 16, 2006: “Campground use on the Lewis and Clark National Forest over the past summer had its ups and downs, depending on location” *Great Falls Tribune*. [mentions RS-FMP once in passing].
- Nov. 17, 2006: “Pinchot priorities” *The Columbian*.
- Nov. 19, 2006: “Devoted fans save a favorite site” *The Denver Post*.
- Nov. 19, 2006: “Hundreds of campsites may close. Analysis of cost: A backlog in maintenance led to the proposed cuts. Officials hope private groups adopt some sites.” *The Denver Post*.
- Nov. 19, 2006: “Western campgrounds might close; U.S. Forest Service evaluating facilities as it searches for ways to cut its costs” *The Baltimore Sun*.
- Nov. 20, 2006: “Forest Service to consider closing hundreds of campgrounds” Associated Press State & Local Wire.
- Nov. 20, 2006: “Forest Service to consider closing hundreds of campgrounds” *Summit Daily News* (The complete news and information resource for Summit County Colorado including Breckenridge, Copper, Dillon, Frisco, Keystone and Silverthorne).
- Nov. 20, 2006: “U.S.F.S. considers closing hundreds of campgrounds” *Helena Independent Record*.
- Nov. 21, 2006: “Campgrounds across nation facing closures” *Daily Times-Call* (News and Information from Longmont and Northern Colorado)
- Nov. 21, 2006: “Campgrounds around the US may be closed by Forest Service” *Yakima Herald-Republic* (Yakima, WA)
- Nov. 21, 2006: “Forest Service looks to close hundreds of recreation sites” *Great Falls Tribune*.
- Nov. 21, 2006: “Forest Service to consider closing hundreds of . . .” *Santa Fe New Mexican*.
- Nov. 21, 2006: “Some campgrounds may close” *The Bismarck Tribune* (ND)
- Nov. 22, 2006: “Campgrounds face the knife” *The Dalles Chronicle* (Serving Oregon’s Wasco, Sherman, Gilliam & Hood River Counties, and Klickitat County, Washington).
- Nov. 22, 2006: “Forest campsites facing the ax” *San Bernardino County Sun* (CA)
- Nov. 26, 2006: Letter: National forest access (letter by Joel Holtrop). *The Denver Post*.
- Nov. 27, 2006: “Budget imperils campgrounds” *Desert Morning News* (Salt Lake City)
- Nov. 29, 2006: “Baucus: Forest Service needs feedback on possible cuts.” Associated Press State



& Local Wire.

- Nov. 29, 2006: "Baucus wants public input before Forest Service makes any . . ." *Helena Independent Record*.
- Nov. 29, 2006: "Baucus seeks public lands meetings" *Billings Gazette*.
- Nov. 30, 2006: "FORESTS: Federal plan to close campsites elicits complaints from Sen. Baucus" *Land Letter*.
- Dec. 4, 2006: "Idle Campsites at Risk of Closure; Recreation: Trails And Other Amenities At Two Inland-area Forests Will Also Be Scrutinized. *The Press Enterprise* (Riverside, CA).
- Dec. 8, 2006: "Campground cuts will be deep" *The Denver Post*.
- Dec. 17, 2006: "Forest may lose 6 sites" *The Durango Herald* (Durango, CO)
- Dec. 29, 2006: "Out & About: Umatilla National Forest seeks input on recreation sites" *Walla Walla Union-Bulletin*.
- Jan. 4, 2007: "Campground closures: New Forest Service plan aims to cut costs , privatize recreation sites" *Eugene Weekly*.
- Jan. 5, 2007: "Forest plan hikes user fees" *Helena Independent Record*.
- Jan. 8, 2007: "Ranger: Cuts won't affect this neck of woods; No campground closures expected locally" *The Aspen Times* (Aspen, CO).
- Jan. 8, 2007: "Ranger says forest closures will have..." *Post Independent* (Glenwood Springs, CO)
- Jan. 11, 2007: "What Happens Next? Outdoor News Predictions for 2007." *New West* (Missoula).
- Jan. 12, 2007: "You can keep your camping plans for now" *Aspen Times*.
- Jan. 18, 2007: "Guest Opinion: Americans must reclaim ownership of national forests," *Tucson Citizen*.
- Jan. 19, 2007: "Forest Service adapts to challenges: More fun, more fire, less money." *The Denver Post*.
- Jan. 21, 2007: "Water, wilderness and wildlife' Forest looks at changes in recreation sites." *The Daily Inter Lake* (Serving Northwest Montana), Kalispell, MT.
- Jan. 24, 2007: "Bitterroot recreation sites up for review." *The Missoulian*.
- Jan. 27, 2007: "USFS seeks bigger public role in plans." *Billings Gazette*.
- Jan. 27, 2007: "Forest service pauses 'niche' plan" *Helena Independent Record* (MT)
- Jan. 28, 2007: "Forest Service to seek public input in facilities master plan process" *Post Independent* (Glenwood Springs, CO)
- Jan. 28, 2007: "Park closures scrutinized" *Aspen Times*.
- Jan. 30, 2007: "Closing campgrounds" *Jackson Hole Star-Tribune*.
- Jan. 30, 2007: "Medicine Bow plans closures" *Casper Star-Tribune*.
- Jan. 30, 2007: "Wolf Stalemate to Continue?" *New West* (The voice of the Rocky Mountains).
- Feb. 1, 2007: "INSIDE THE FOREST SERVICE: USFS facing 25 percent budget cut over three years, Bosworth warns." *Land Letter* (A version of this story initially appeared in Greenwire).
- Feb. 2, 2007: "Group hopes to save plateau campgrounds" *Montrose Daily Press* (CO)
- Feb. 5, 2007: "USFS asking for help." *Ukiah Daily Journal* (Ukiah, CA).
- Feb. 8, 2007: "This agency deserves credit for business sense." *Jackson Hole Star-Tribune*.
- Feb. 8, 2007: "Unfair Warning. Scaling back recreation on public lands, quietly." *Missoula Independent*.

- Feb. 9, 2007: “Mt. Hood recreation draws crowd; Comments due by Feb. 20 deadline” *The Dalles Chronicle* (OR, WA)
- Feb. 10, 2007: “Recreation Review; Forest Service users help agency look forward for next five years” *Hood River News* (OR)
- Feb. 10, 2007: “REC FEES USED TO CLOSE CAMPGROUNDS, LIMIT ACCESS; Now We Know Where the RAT Goes,” *New West*. (Includes many reader comments).
- Feb. 15, 2007: “Inside Outdoors: Forest seeks visitors' help in evaluating sites” *Lewiston Morning Tribune* (Idaho).
- Feb. 22, 2007: “Coming Home: Former Forest Service Chief Dale Bosworth on fire, frustration and the future of the woods” *Missoula Independent*.