Recreation Management

- Recreation is defined as a “pleasurable and constructive use of spare time”

- Outdoor recreation is many things. It involves any activity which is participated in, anytime and anywhere, merely for the enjoyment it affords.

- Outdoor recreation may be purely:
  - Physical,
  - Intellectual,
  - Aesthetic,
  - Spiritual,
  - or it may include combinations of these.
Wildland recreation (while not very popular in this administration) is an area of increasing interest within the U.S. land management agencies primarily as:

- as commodity extraction declines
- the amount of recreation use rises;
- visitors are seeking landscapes that have values associated with wilderness such as solitude.
Population Trends in the U.S.

- Demand for Recreation is
  - Growing
  - Diversifying
  - Competing/conflicting
- Fixed Land Base
- Recreational use is:
  - Dramatically Increasing
  - Trend for the Foreseeable Future
International Tourism—Rapidly Growing

Actual and Forecasted International Arrivals

Source: World Tourism Organization
Results . . .

- Increasing contentiousness
- Rising expectations
- Loss of opportunities
- Greater impacts
- Demands for greater efficiency
- ?
Growth in demand for Outdoor Recreation is outpacing supply;

National Forest System in 1980 supported 560 million recreational visits, a figure that increased to 1.6 billion by 2007.

The most significant increases are in mechanized travel and viewing scenery and particular Wildlife.
Several factors contribute to this trend:

- Population in the United States is increasing
- Greater economic prosperity
- More options for leisure time;
- The "season of use" of forest lands has expanded to a year-long basis;
- Greater variety in
  - leisure activity preferences
  - wider range in the ages of participants
Several factors contribute to this trend:

- Participation in recreation is projected to:
  - Diversify
  - Grow fastest in activities popular with older adults;

- Rapid technology innovation in leisure oriented equipment and modes of transportation contribute to growth in recreation.
  - (fishing, hunting, skiing, four-wheel drive trucks, boats and all-terrain vehicles including 'mountain' bicycles etc.)
• Most of all, outdoor activities are believed to contribute to peoples' mental and physical well-being and to be socially desirable.

• This coupled with the healthy living programs being promoted in the United States is creating even more pressure on already stressed landscapes.
Federal Ownership 53,900,000 (74%)
State Ownership 9,800,000 (14%)
Private Ownership 8,800,000 (12%)
Total 72,600,000
What are the Differences in Protected Area Management?

- What are the differences in mandates between the Land Management Agencies: NPS, FS, BLM, F&W Service and other State agencies like Game and Fish, Arizona State Land Department?

  - Protection,
  - Multiple Use,
  - Grazing and Mining,
  - Game Management,
  - Lands for Action to Highest Bidder (3% sales to Education)
Recreation in National Parks

- Yellowstone National Park Act of 1872, opened the door for the establishment of large areas of land for public purposes, including recreation;

- Western National Forest lands were established under the Forest Reserve Act of 1891;
The important management strategy that evolved during this early period was that the lands were to be held in reserve - to be protected but not necessarily utilized. (no recreational facility development and subsequently no urgent need to do outdoor recreation management);
• Virtually no change in this philosophy occurred when the National Park Service (NPS) was created in 1916 due to effects of the Industrial revolution (long hours at the factory, lack of transportation, low incomes etc.);

• It was not until the 1950's and 60's that public land use expanded greatly, and management agencies attempted to increase facilities and access in order to accommodate more people;
Problems Facing Managers

- Recreation settings are extremely diverse, ranging from small urban parks and natural areas to extensive wilderness;
- Activities and experiences are wide-ranging, and involve a broadening clientele of Americans and foreign visitors;
- The situation is further complicated by multiple demands upon a land base which is essentially fixed in size;
Recreational Use of National Forests

- 1912 - 1918 recreation values of national forest lands were outlined in a small booklet, entitled “Recreation Uses on the National Forests”

- However recreation was not actually funded until 1922;
• The importance of Forest Recreation is formally recognized by: **Multiple-Use Sustained Yield Act of 1960**;

• The importance of landscape scenic quality is recognized in the **Wild and Scenic Rivers Act of 1968** and **National Environmental Policy Act of 1969**;
• The Forest and Rangeland Renewable Resources Planning Act of 1974 and the National Forest Management Act of 1976 reinforces the mandate to consider recreation and aesthetic resources, and emphasized the evaluation of tradeoffs among competing demands.

• Taken together, these laws reflect a public desire for more thorough and analytical consideration of recreation and scenic quality in land management.
Recreation/Wilderness Management

http://www.srnr.arizona.edu/~gimblett/rnr384.html
What Does a Recreation Manager Do?

- Early recreation managers simply decided what was in the best interests of the visitors and set about achieving that outcome;

- Under this paradigm
  - the manager ignores that role of the individual in producing the recreational experience, and
  - assumes that all desired outcomes can be ultimately achieved through direct manipulation of visitor behavior.
• Ideally, the recreational users are in charge of their recreational experiences and that they exercise that authority by choosing their own opportunities and preparing for them prior to actual participation.
What is the job of the Recreation Manager?

• Producing the opportunity
  – the **generic** experience associated with the particular environmental or ecological setting
  – by developing and mixing a particular set of management programs.

• These programs typically are placed in a management framework to
  – provide opportunities for recreation that minimize both social and ecological impacts
  – while preserving and protecting the setting.
What are the Problems?

• Competition and conflict among recreation uses and between recreation and non-recreation use is increasing rapidly.

• Without enhanced management efforts, recreation in these changing environments will fall short of what is expected-----resulting in dissatisfied customers, complaints, appeals, lawsuits, vandalism, overuse, low levels of use, and regulations restricting many aspects of forest management.

• Interactions between people and environments result in wide variations in perceptions, expectations, and patterns of choice and use which are not well understood (such as in the use of Wilderness areas).
Why is Wilderness Important?

Does the American Public Really Care?

Should it be managed?

Why?

Who should Manage it?

How should it be Managed?
Wilderness Management

• Occurs within a highly political arena.
• Much controversy surrounds whether wilderness should actually be managed.
• Wilderness means many things to many people.
• What does it mean to you?
Definition of Wilderness

- A wilderness, in contrast with those areas where man and his own works dominate the landscape, is hereby recognized as an area where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain;
An area of wilderness is further defined to mean in this Act an area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which;

– To have been affected primarily by forces of nature, with the imprint of man's work substantially unnoticeable;

– Has outstanding opportunities for solitude or a primitive and unconfined type of recreation;
– Has at least five thousand acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and

– May also contain ecological, geological, cultural or other features of scientific, educational, scenic, or historical value.
The Wilderness Act of 1964

- The Wilderness Act of 1964 established a **National Wilderness Preservation System (NWPS)** "to secure for the American people of present and future generations the benefits of an enduring resource of wilderness."

- The Wilderness Act was a result of an expanding national consciousness in relation to natural resources.

- The policy makers of the time recognized numerous values in establishing a system of protection for wilderness areas.
The Wilderness Act of 1964

- The 1964 Act established 9.1 million acres of Forest Service land in 54 wildernesses.
- NWPS is composed of over 104 million acres in 628 wildernesses, in all but six States and administered by:
  - USDA Forest Service (FS)
  - USDI Bureau of Land Management (BLM),
  - Fish and Wildlife Service (FWS)
  - National Park Service (NPS)
National Wilderness Preservation System is composed of federally owned areas designated by Congress as "wilderness areas", and these shall be administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as Wilderness.
What is Wilderness?

Roderick Nash, in *Wilderness and the American Mind*, tells us that wilderness is a difficult word to define.

- There is no universal definition of wilderness.
- He believes that wilderness is so heavily weighed with meaning of a personal, symbolic, and changing kind that it is difficult to define.
- Defining the character of wilderness would in turn have to include some perceptions and values.
What is Wilderness?

Aldo Leopold (1949), in Sand County Almanac, provides a number of values for wilderness that are inclusive of most wilderness as:

- **Reservoirs of biological diversity** and therefore an intrinsic scientific value;

- **Life support systems** providing essential components to the human ecosystem like oxygen;

- **Historic and cultural values** helping to define the nature of being American;
What is Wilderness?

- Aesthetic values with an impact on recreation and spiritual applications;
- Educational values drawn from experiencing nature in a natural form.
- Other contemporary values for wilderness expand from this base classification as our awareness of the significance of intact watersheds, spiritual connections, and recreational opportunity, to name a few, continue to expand and become apparent.
What Meanings are Associated with the Arctic Refuge

The Arctic National Refuge:

• Provides a connection to American Cultural Heritage.

• Is a place of mystery and unknown, a place for exploration and discovery.

• Provides psychological benefits associated with solitude.

• Is a place of wildness, a state where nature is uncontrolled and free to continue along its evolutionary pathway.
• Provides a connection to the natural world and our species’ evolutionary past.
• Is a place to approach and experience humility.
• Is a place of intrinsic value.
• Is a bequest to the future.
• Is a place of restraint.
• Is a sacred place.
History

- Under the leadership of Gifford Pinchot in 1897, management of the national forests emphasized conservation, the protection and development of the lands.

- However, it did not take long to recognize the need to preserve some areas in a natural state.

- U.S. Forest Service created the first wilderness area in the Gila National Forest (New Mexico) in 1924.
History

• The Forest Service issues the L-20 regulation to protect some of its "primitive" areas from commercial development until management plans are developed.

• The federal government also passes regulations in 1930, when Congress enacts the Shipstead-Newton-Nolan Act (protection of water levels and lakeshores by prohibiting dams, and logging within 400 feet of recreational waterways) to protect over 1 million acres in the Superior Primitive Area in Minnesota.

• This is the first federal law in American history to protect a wilderness area.
History

• Former "primitive" areas are reclassified as "Wilderness," "wild," or "roadless," depending on size.

• After nine hearings, sixty six major revisions, and over six thousand pages of testimony in 1963 the U.S. Senate passes the Wilderness Bill.

• In 1964 House of Representatives passes the Wilderness Bill and President Johnson signs the Wilderness Act.
Grassroots public movement for Support of Wilderness

- It is unreasonable to expect to pin down the origins of public support for wilderness to a single figure, time or event.

- Works by John Muir, Jack London, Aldo Leopold, James Fennimore Cooper dramatically publicized wilderness over a broad time span, still inspiring people today.

- The impact of concepts that American culture, described as rugged individualism, is the result of exposure and awareness of wilderness, has directly influenced national policy.
Public Support for Wilderness

- The debate over the creation of a Hetch Hetchy Dam (a glacial valley in Yosemite National Park in California) in a federally protected natural area created a focal point from which a wilderness preservation groundswell developed.

- The failure to protect dam construction despite massive public opposition lent support to all future preservation efforts.

- Significant figures in preservation lent leadership to the development of a NWPS, John Muir’s support for preservation directly and through the Sierra Club continued as David Brower assumed leadership.
• In 1935 The Wilderness Society is formed, led by Bob Marshall, Aldo Leopold and others.

• The combined efforts of conservationists in 1950 worked to prevent construction of a dam at Echo Park in Dinosaur National Monument.

• In 1955, Howard Zahniser, Executive Director of the Wilderness Society, writes first draft of a Wilderness Bill that would designate lands to be protected from any form of resource extraction became the framework for the NWPS.
Summary

• The NWPS is a piece of legislation with a dramatic impact on the character of the Wilderness in the United States.

• The development of the NWPS was a stepwise progression of popular support and government legislative action.

• In 1964 the Wilderness Act succeeded in creating a wholly new designation on our public lands, preserving a diminishing resource.

• Current debates about wilderness designations abound, whether it is the best use of public lands, are certain prohibited uses really incompatible with wilderness, can one really manage for wilderness.
Summary

• The Act itself is considered important by some wilderness advocates as it requires Congressional designation but also makes it too susceptible to industry lobbyists.

• Pro-industry advocates site how wilderness areas are mostly visited by a cultural, educational or the economic elite and as a national resource these areas need to be opened up to other uses for the public at large.

• The controversy illustrates the difficulty that such an Act would face trying to get passed today.

• However, the preservation afforded by the Wilderness Act continues to provide citizens access to a natural resource in short supply.
The initial designation of the NWPS was to establish 9.1 million acres of national forest lands that had been identified administratively as wilderness areas or wild areas.

Section 2 establishes the reasoning and definitions of the NWPS.

(a) the purpose of the NWPS is to secure for the American people of present and future generations the benefits of an enduring resource of wilderness.

(b) establishes that a designated Wilderness area will be maintained as part of its current agency and that no separate appropriations will be available solely due to the designation change (ie. From primitive to wilderness).
The 1964 Wilderness Act

- (c) defines in the most general terms what wilderness is. A wilderness is hereby recognized as an area where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain.

- Wilderness is further defined to mean an area of underdeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions.

- Caveats are also attached, making recommendations but still no firm rules;
Wilderness

• Generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable;

• Has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (high degree of challenge, self-reliance, risk)

• Has at least five thousand acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition;
The 1964 Wilderness Act

- May also contain ecological, geological, or other features of scientific, educational, scenic, or historical value;

- Deliberately imprecise criteria are used for the definition in order to be both inclusive of diverse perceptions and to facilitate agency level decision making.
The 1964 Wilderness Act

- Section 4 contains the use of Wilderness Areas and how they fit in the management directives of public lands agencies.

- Sec. 4 (a) spells out how wilderness areas “… are hereby declared to be within and supplemental to the purposes for which national forests and units of the national park and national wildlife refuge systems are established and administered.”

- This section essentially establishes how wilderness is one use that agencies have to manage.
The 1964 Wilderness Act

- Sec. 4 (c) establishes a **prohibition** of certain uses; no commercial enterprises, no permanent roads, no motorized equipment, no permanent structures.

- However, Sec. 4 (d) establishes that there are special provisions permitting of the prohibited uses; (For example, until 1984 all existing mineral leases were valid along with actions required for operation of the lease, like road building, in wilderness areas or commercial enterprises (Rafting, Stock etc.).