

# 1. OVERVIEW OF GENERAL MANAGEMENT PLANNING

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## 1.1 VALUE OF THE PLANNING PROCESS

Planning teams, the public, park staffs, and NPS managers focus on the content of the written GMP. But the value of the planning process used to develop the plan often outweighs the written document. The value of this process includes:

- strengthening and/or establishing relationships with external stakeholders
- providing an opportunity for park staff from different divisions and/or units to discuss issues and concerns facing the park
- providing an opportunity for a park staff to step back and look at the “big picture” for the park
- providing an opportunity for park managers from area parks to discuss common issues and concerns
- affording everyone who has a stake in decisions affecting a park unit an opportunity to be involved in the planning process and to understand the decisions that are made
- providing focused opportunities for NPS managers and staff to interact with the public and learn about public concerns, expectations, and values
- providing opportunities for NPS managers and staff to raise awareness and educate interested citizens about the park unit’s purpose and significance, as well as opportunities and constraints for the management of the park
- identifying general priorities for addressing the multitude of tasks facing a park
- providing an opportunity to address emerging issues, changing park conditions, or new mandates

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The only known way of improving the future is called planning.

—Ashleigh Brilliant

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## 1.2 OVERVIEW OF THE NPS PLANNING FRAMEWORK

The management of the national park system is directed by law, policy, and plans, in that order. Law and policy direct those things that must happen in a park because they have been mandated by Congress or the NPS leadership. Park managers and staffs do not make decisions about law and policy, they simply implement them. Park planning is a decision-making process that sets direction, consistent with law and policy, on how a park’s resources, visitors, and/or facilities will be managed. In some instances, park planning also has the ability to recommend changes to law and policy.

### 1.2.1 Park Planning Program Standards

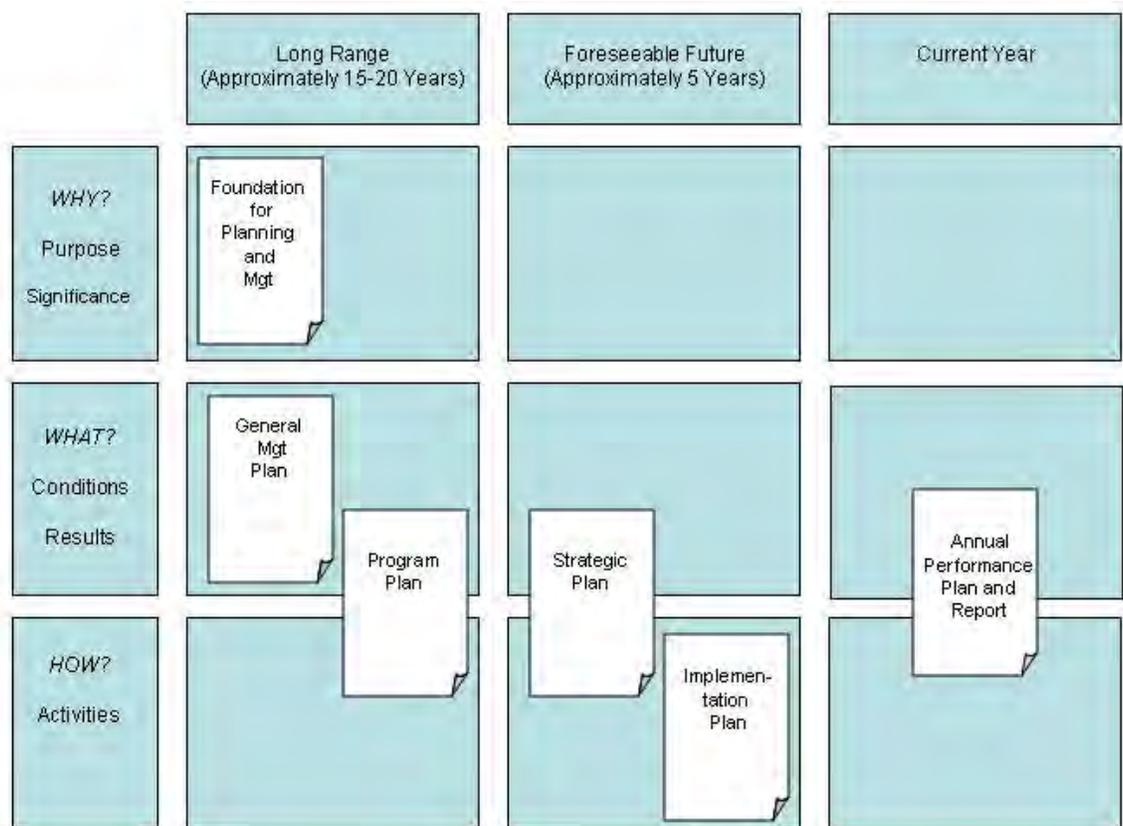
The 2004 *Park Planning Program Standards* provide the framework for park planning (NPS 2004b). The standards describe a logical, trackable rationale for decisions

created through several levels of planning that become increasingly detailed and complementary:

- First there is agreement on *why* (law and policy) a park was established and *what* (desired conditions/standards) resource conditions and visitor experiences should exist or be maintained there.
- Then the focus turns to *how* (prioritization/adaptive management strategies) those conditions should be achieved.

The NPS planning framework begins with broad- scale general management planning and proceeds through progressively more specific program, strategic planning, implementation, and annual planning (see Figure 1.1). The foundation statement and the desired condition statements developed during general management planning are the common threads that connects these different planning components. Desired conditions in GMPs provide the feedback loop during subsequent planning that allows park staffs to determine if the goals articulated in the GMP are being met.

**FIGURE 1.1: NPS PLANNING FRAMEWORK**



## 1.2.2 Foundation Statement

The foundation statement is the basis for planning and management, and it concentrates on why a park was established. It describes a park's *purpose* and *significance*, focusing future management and planning on what is most important about a park's resources and values. Those park resources and values that are “fundamental” to achieving the park's purpose and significance are identified, along with the legal and policy requirements that mandate a park's basic management responsibilities. The foundation statement may be developed as the first step in a park's general management planning effort or independently, but it does not take the place of a GMP.

## 1.2.3 General Management Plan

The GMP focuses primarily on *what* resource conditions and visitor experiences should exist — a shared understanding about the kinds of resource conditions and visitor experiences that will best fulfill the purpose of the park. A GMP defines broad direction for resource preservation and visitor use in a park. Thus, general management planning is the broadest level of decision making for parks. As defined in *Park Planning Program Standards*, the purpose of a GMP is to “ensure that park managers and stakeholders share a clearly defined understanding of the resource conditions, opportunities for visitor experiences, and general kinds of management, access, and development that will best achieve the park's purpose and conserve its resources unimpaired for the enjoyment of future generations.” Although the *NPS Management Policies 2006* provide the basic management direction for all classes of park resources and values, they allow for management discretion under certain circumstances, such as when there is the need to resolve overlapping mandates or to consider restoration of conditions that no longer exist. General management planning is the appropriate process for making these broad policy level decisions.

General management planning is guided by the requirements of the National Environmental Policy Act (NEPA) and section 106 of the National Historic Preservation Act (NHPA), which direct that decisions must be based on adequate information and analysis and that they must consider a full range of reasonable alternatives. NEPA also requires that decisions be based on scientific information.

## 1.2.4 Program Management Plans

Program management plans follow the GMP, and they identify and recommend the best strategies for achieving the GMP's desired conditions for resources and visitor experiences for each program area (resource management, visitor use, facility management, etc.). Program management plans serve as the bridge between the qualitative desired condition statements in the GMP and the measurable goals and implementing actions identified in the park's strategic plans and implementation plans. For example, a park resource stewardship strategy translates the qualitative statements of desired conditions for natural and cultural resources in the GMP into measurable or objective indicators that can be monitored over time to assess progress toward achieving the desired conditions. Other examples of program management plans include comprehensive interpretive plans, visitor use plans, and asset management plans.

### 1.2.5 Strategic Plan

A park's strategic plan tiers off the GMP and subsequent program management plans. It documents decisions about which desired conditions in the GMP and which respective strategies in the program management plan (e.g., resource stewardship strategy) should be the highest park priorities over the next three to five years. Information in a strategic plan is used to compile NPS achievements and to meet requirements of the Government Performance and Results Act of 1993 (GPRA).

### 1.2.6 Implementation Plans

Implementation plans, which cover various topics, take the prioritized desired conditions and strategies from a park's strategic plan and describe in detail the actions that will be taken over the next several years to help achieve those conditions. Examples of implementation plans include the management of specific species and habitats, wilderness, air tours, off- road vehicles, caves, fire and smoke, fisheries, grazing, paleontological resources, soundscapes, vegetation, minerals/oil and gas, water resources, museum collections, site designs, integrated ecosystem management, integrated pest management, natural resources restoration, and interpretive media.

### 1.2.7 Annual Performance Plans and Reports

Annual performance plans and reports articulate a park's annual goals for each fiscal year. They also include an *annual work plan* that identifies the specific park activities needed to achieve the annual goals, with details on budget and workload. The *annual performance report* documents a park's progress towards meeting the annual performance goals for the last fiscal year, and if applicable, it analyzes the reasons that the goals were not met. Based on this information, the park staff considers the possible need for additional or revised planning to best achieve the park's goals.

## 1.3 GENERAL MANAGEMENT PLANNING AS A DECISION-MAKING PROCESS

General management planning can be viewed in a number of ways:

- as a *logical decision- making process*, in which relevant information is gathered and used to make a series of related decisions
- as a *documentation process*, in which decisions and the supporting rationale are written down in a format designed to support understanding
- as a *work process*, in which planning teams move step by step through a series of specific actions designed to support decision making

This sourcebook generally follows the first approach but also incorporates some more specific information about particular steps or particular documentation requirements. For those interested in the organization of a GMP/EIS or EA, Table 1.2 presents a sample outline. To help teams who are looking for information about a particular step in the work process, detailed workflows for GMP/EISs and EAs are described in Section 1.5 and Table 1.3

Any approaches to general management planning must remain flexible. Attempts to start at A and end at Z are continually frustrated by the fact that planning is not linear. It is iterative, with the information gained at each step continuously fed back into the products developed during the previous steps.

Table 1.1 shows how information is gathered and used to make decisions about what kinds of resource conditions and visitor experiences should be achieved and maintained in a park — in other words, “what goes in” to the general management planning process and “what comes out.”

**TABLE 1.1: ELEMENTS OF THE GENERAL MANAGEMENT PLANNING PROCESS**

<b>What’s Most Important?</b> Resources, Experiences, Stories
<p><i>GMP Steps:</i></p> <ul style="list-style-type: none"> <li>• Identify and/or affirm park purpose, significance, and special mandates.</li> <li>• Affirm and/or identify fundamental and other important resources and values.</li> <li>• Affirm and/or identify primary interpretive themes.</li> </ul>
<b>What’s Going on with What’s Most Important?</b> Context, Conditions, Trends, Interests, Concerns
<p><i>GMP Steps:</i></p> <ul style="list-style-type: none"> <li>• Analyze fundamental and other important resources and values.</li> <li>• Identify agency and public interests and concerns.</li> </ul>
<b>What Are the Future Possibilities for What’s Most Important?</b> Management Alternatives
<p><i>GMP Steps:</i></p> <ul style="list-style-type: none"> <li>• Identify alternative concepts.</li> <li>• Identify potential management zones.</li> <li>• Develop management zoning alternatives.</li> <li>• Describe area-specific desired conditions for each alternative.</li> </ul>
<b>What Is the Best Long-Term Management Direction for What’s Most Important?</b> Selection of the Preferred Set of Desired Resource Conditions, Experiences, and Stories
<p><i>GMP Steps:</i></p> <ul style="list-style-type: none"> <li>• Analyze environmental impacts.</li> <li>• Analyze value to the public.</li> <li>• Review alternatives.</li> <li>• Record the decision.</li> <li>• Produce the final plan.</li> </ul>

## 1.4 GENERAL MANAGEMENT PLANNING DOCUMENTS

Table 1.2 identifies the sections in a typical table of contents for a GMP/EIS and a GMP/EA. Required NEPA elements such as a cover page, summary, and index are discussed in *Director’s Order (DO) #12, Conservation Planning, Environmental Impact Analysis and Decision- Making*, and that guidance is not repeated here (see NPS 2001a, 2001b).

**TABLE 1.2: CONTENTS OF A TYPICAL DRAFT GMP/EIS OR EA**

Cover Page
Summary
Contents, List of Figures, Tables, and Maps
Abbreviations and Acronyms
<b>Purpose of and Need for the Plan</b>
Introduction <ul style="list-style-type: none"> <li>• Brief Overview of the NPS Planning Process (Why the National Park Service does GMPs)</li> <li>• Purpose of the Plan/EIS</li> <li>• Need for the Plan/EIS</li> <li>• Brief Description of the Park</li> </ul>
Foundation for Planning and Management <ul style="list-style-type: none"> <li>• Park Purpose, Significance, and Special Mandates</li> <li>• Identification and Analysis of Fundamental and Other Important Resources and Values</li> <li>• Primary Interpretive Themes</li> <li>• Summary of NPS Legal and Policy Requirements</li> </ul>
Scope of the GMP/EIS <ul style="list-style-type: none"> <li>• GMP Issues/Concerns to be Addressed (Including Issues Dismissed from Further Consideration)</li> <li>• Impact Topics (Including Topics Considered and Dismissed)</li> <li>• Relationship to Other Planning Projects</li> <li>• Next Steps and Implementation of the Plan</li> </ul>
<b>Alternatives</b>
Introduction <ul style="list-style-type: none"> <li>• Range of Alternatives</li> <li>• Methodology for Selecting the Preferred Alternative</li> <li>• Potential Management Zones Used to Develop the Alternatives</li> </ul>
Current Management Alternative (No Action) <ul style="list-style-type: none"> <li>• Concept</li> <li>• Proposed Boundary Adjustments [None]</li> <li>• Management Zoning [if applicable]</li> <li>• Management of Specific Areas</li> <li>• Estimated Cost</li> </ul>
Alternative A <ul style="list-style-type: none"> <li>• Concept</li> <li>• Potential Boundary Modifications (if any)</li> <li>• Management Zoning/Desired Conditions <ul style="list-style-type: none"> <li>◦ Desired Resource Conditions</li> <li>◦ Desired Visitor Experiences</li> <li>◦ Appropriate Kinds and Levels of Management, Development, and Access</li> <li>◦ User Capacity Indicators and Standards</li> </ul> </li> <li>• Management of Specific Areas [if needed]</li> <li>• Estimated Cost of the Alternative</li> </ul>
Alternative B and Other Alternatives <ul style="list-style-type: none"> <li>• Same as above</li> </ul>
Mitigation Measures
Needed Future Studies and Plans
Alternatives and Actions Dismissed from Further Consideration
Alternative Comparison Table
Impact Comparison Table
Identification of the Environmentally Preferred Alternative
Rationale for Selection of the NPS Preferred Alternative
<b>Affected Environment</b>

(Boundary of the area that encompasses the analysis of environmental impacts)
Description of Resources Visitor Uses Other Topics that are being Analyzed for Impacts
<b>Environmental Consequences</b>
Introduction • Methodology for Analyzing Impacts, Impact Thresholds, Impairment • Cumulative Impacts
Current Management Alternative (No Action) • Impact Topic 1 ◦ Analysis of Direct and Indirect Impacts ◦ Analysis of Cumulative Impacts ◦ Conclusion and Impairment Finding • Impact Topic 2 ◦ Same as above • Adverse Impacts that Cannot Be Avoided • Relationship between Local Short-Term Uses and Long-Term Productivity • Irreversible or Irrecoverable Commitments of Resources
Alternatives A, B, C ◦ Same as above
<b>Consultation and Coordination</b>
Brief History of Public Involvement
Consultations with Other Agencies and Organizations
Future Compliance Requirements
For FEIS: Public Comments on the Draft GMP/EIS with Responses • Summary of Written and Oral Comments • Changes to the Preferred Alternative (if appropriate) • Responses to Substantive Comments
Public Officials, Agencies, and Organizations Receiving this Plan
List of Preparers
<b>Back Matter</b>
Appendixes
Glossary
References Cited
Index

## 1.5 GENERAL MANAGEMENT PLANNING AS A WORK PROCESS

Table 1.3 identifies the sequence of key steps that are followed in developing a typical GMP/EIS or GMP/EA. It should be noted that not all steps are shown in these work-flows, in particular, reviews and approvals of various products and steps by parks, regional offices, and WASO. The steps shown here may not necessarily be followed in this order for every GMP.

**TABLE 1.3: WORKFLOWS FOR A TYPICAL GMP/EIS AND GMP/EA**

<b>Workflow for a Typical GMP/EIS</b>	<b>Workflow for a Typical GMP/EA</b>
<p><b>1. Project Initiation/Internal Scoping</b></p> <p>1.1 Prepare Draft Project Agreement (PA)</p> <p>1.1.1 Scope Project and Assign Planning Team</p> <p>1.1.2 Prepare Project Schedule, Workload, and Budget; Identify Roles/Responsibilities</p> <p>1.1.3 Develop a Public Involvement Strategy</p> <p>1.1.4 Prepare Project Agreement</p> <p>1.2 Approval of Project Agreement (Park, Region, WASO; DSC if appropriate)</p>	<p><b>1. Project Initiation/Internal Scoping</b></p> <p>1.1 Prepare Draft Project Agreement (PA)</p> <p>1.1.1 Scope Project and Assign Planning Team</p> <p>1.1.2 Prepare Project Schedule, Workload, and Budget; Identify Roles/Responsibilities</p> <p>1.1.3 Develop a Public Involvement Strategy</p> <p>1.1.4 Prepare Project Agreement</p> <p>1.2 Approval of Project Agreement (Park and Region; DSC if appropriate)</p>
<p><b>2. Public, Agency, and Partnership Scoping / Initiate Data Collection</b></p> <p>2.1 Publish Notice of Intent (NOI) in the <i>Federal Register</i></p> <p>2.2 Initiate Environmental Compliance Consultation</p> <p>2.3 Collect and Analyze Visitor Use and Resource Data</p> <p>2.4 Prepare Foundation Statement</p> <p>2.4.1 Identify and/or Reconfirm Purpose, Significance, Primary Interpretive Themes, and Fundamental Resources and Values</p> <p>2.4.2 Acknowledge Special Mandates and Commitments</p> <p>2.4.3 Acknowledge NPS Laws and Policies</p> <p>2.4.4 Analyze Fundamental Resources and Values</p> <p>2.5 Conduct Public, Agency, and Partnership Scoping</p> <p>2.5.1 Prepare and Distribute Scoping Newsletter</p> <p>2.5.2 Hold Public Meetings</p> <p>2.5.3 Review and Analyze Public Comments</p>	<p><b>2. Public, Agency, and Partnership Scoping / Initiate Data Collection</b></p> <p>2.1 Publish Notice of Intent (NOI) in the <i>Federal Register</i></p> <p>2.2 Initiate Environmental Compliance Consultation</p> <p>2.3 Collect and Analyze Visitor Use and Resource Data</p> <p>2.4 Prepare Foundation Statement</p> <p>2.4.1 Identify and/or Reconfirm Purpose, Significance, Primary Interpretive Themes, and Fundamental Resources and Values</p> <p>2.4.2 Acknowledge Special Mandates and Commitments</p> <p>2.4.3 Acknowledge NPS Laws and Policies</p> <p>2.4.4 Analyze Fundamental Resources and Values</p> <p>2.5 Conduct Public, Agency, and Partnership Scoping</p> <p>2.5.1 Prepare and Distribute Scoping Newsletter</p> <p>2.5.2 Hold Public Meetings</p> <p>2.5.3 Review and Analyze Public Comments</p>
Policy waiver not applicable.	<p><b>3. Obtain Policy Waiver to Convert EIS to EA*</b></p> <p>3.1 Publish EIS termination notice in the <i>Federal Register</i></p> <p>* For simplicity, the policy waiver step is shown after the analysis of public scoping comments. But a policy waiver to prepare an EA can be sought any time in the process after the analysis of public scoping comments.</p>
<p><b>3. Develop Alternatives</b></p> <p>3.1 Develop Preliminary Alternatives</p> <p>3.1.1 Develop Range of Potential Management Zones</p> <p>3.1.2 Develop Preliminary Alternative Concepts and Range of Alternatives</p> <p>3.1.3 Prepare and Distribute Preliminary Alternative Concepts and/or Preliminary Alternatives Newsletter (Optional)</p> <p>3.1.3.1 Review and Analyze Comments on Preliminary Concepts or Alternatives</p>	<p><b>4. Develop Alternatives</b></p> <p>4.1 Develop Preliminary Alternatives</p> <p>4.1.1 Develop Range of Potential Management Zones</p> <p>4.1.2 Develop Preliminary Alternative Concepts and Range of Alternatives</p> <p>4.1.3 Prepare and Distribute Preliminary Alternative Concepts and/or Preliminary Alternatives Newsletter (Optional)</p> <p>4.1.3.1 Review and Analyze Comments on Preliminary Concepts or Alternatives</p>

Workflow for a Typical GMP/EIS	Workflow for a Typical GMP/EA
3.2 Identify the Preferred Alternative 3.2.1 Further Analyze Alternatives and Describe Impacts 3.2.2 Estimate Costs of the Alternatives - 3.2.3 Select a Preferred Alternative (Choosing by Advantages [CBA])	4.2 Identify the Preferred Alternative 4.2.1 Further Analyze Alternatives and Describe Impacts 4.2.2 Estimate Costs of the Alternatives 4.2.3 Select a Preferred Alternative (CBA)
<b>4. Prepare and Distribute Draft GMP/EIS</b> 4.1 Publish Notices of Availability (NOA) in the <i>Federal Register</i> 4.1.1 National Park Service Publishes NOA for Draft GMP/EIS 4.1.2 Environmental Protection Agency (EPA) Publishes NOA for Draft GMP/EIS 4.2 Public Review of Draft GMP/EIS 4.2.1 Conduct Public Meetings or Hearings 4.2.2 Collect, Analyze, Summarize, and Respond to Substantive Agency and Public Comments	<b>5. Prepare and Distribute Draft GMP/EA</b> 5.1 Public Review of Draft GMP/EA 5.1.1 Conduct Public Meetings (Discretionary) 5.1.2 Collect and Analyze Agency and Public Comments
<b>5. Prepare and Distribute Final GMP/EIS</b> 5.1 Publish NOA in the <i>Federal Register</i> 5.1.1 National Park Service Publishes NOA for FINAL GMP/EIS 5.1.2 EPA Publishes NOA for Final GMP/EIS	Not applicable.
<b>6. Prepare and Distribute the Record of Decision (ROD)</b> 6.1 Sign the ROD by the Regional Director 6.2 Publish the Record of Decision or a Summary in the <i>Federal Register</i> and a Notice in the Local Newspaper of Record	<b>6. Prepare and Distribute Finding of No Significant Impact (FONSI)</b> 6.1 Issue a Notice in the Local Newspaper of Record (Park) 6.2 Publish FONSI or Summary in the <i>Federal Register</i> . (Section 6.3.G of <i>DO #12</i> states that a notice should be published in the <i>Federal Register</i> .)
<b>7. Prepare and Distribute Final Plan (Presentation Plan)</b>	<b>7. Prepare and Distribute Final Plan (Presentation Plan)</b>
<b>8. Close Out Project</b> 8.1 Post-Project Evaluation/Consolidation and Filing of Administrative Record	<b>8. Close Out Project</b> 8.1 Post-Project Evaluation/Consolidation and Filing of Administrative Record
<b>9. Implement GMP</b>	<b>9. Implement GMP</b>

## 1.6 INTEGRATING GMPs WITH WILDERNESS, WILD AND SCENIC RIVER, AND COMMERCIAL VISITOR SERVICE DOCUMENTS

In certain circumstances a park and planning team may want to combine a GMP with a wilderness study or management plan, and/or with a wild and scenic river eligibility assessment, study or management plan. In other cases commercial visitor services may be proposed in a GMP. In each of these situations the planning team needs to take into account additional legal mandates and NPS *Management Policies*. Early discussion of these issues during internal scoping should give the planning team a good idea about whether to pursue these topics concurrently with the GMP or as separate activities.

### **1.6.1 Wilderness / Wild and Scenic River Assessments and Studies**

The GMP planning process presents an opportunity to analyze whether or not the potential exists in a park for wilderness and/or wild and scenic river designation. These analyses can be either assessments, which examine park lands and waters against certain criteria to determine if they meet the minimum requirements for designation, or formal studies (see below). At a minimum, if lands and waters in a park have not been analyzed for possible designation as wilderness or wild and scenic rivers, an assessment should be conducted within the general management planning process. If potentially eligible resources are found, they should be zoned accordingly in the GMP to protect the wilderness or wild and scenic river values until such time as a formal study is completed and Congress acts on the agency's proposal.

#### **Wilderness Suitability Assessments**

For wilderness eligibility the basic inventory process and criteria are found in *Management Policies 2006* (sec. 6.2), and in *DO #41: Wilderness Preservation and Management*, and its accompanying reference manual (NPS 1999a, 1999b). They should be consulted for up-to-date specific guidance. These resources can be found at <http://home.nps.gov/applications/npspolicy/DOrders.cfm>.

Depending on the situation, a GMP may call for a wilderness study, or it may encompass both a suitability assessment and a study. A planning team may also seek a policy waiver from Washington to forego a wilderness suitability assessment and to go directly to a wilderness study.

#### **Wild and Scenic River Eligibility Assessments**

Parks containing rivers or river segments listed on the nationwide river inventory maintained by the National Park Service (<http://www.nps.gov/rtca/nri/>), or that have characteristics that might make them eligible for the national wild and scenic rivers system (<http://www.nps.gov/rtca/nri/eligb.html>) will need to assess the river's potential suitability in accordance with the Wild and Scenic Rivers Act (sec. 5(d)(1)). GMPs and other plans potentially affecting river resources may not propose actions that could adversely affect the values that qualify a river for the national wild and scenic rivers system. A determination of eligibility does not require a formal study, nor does it require the Park Service to seek designation. If a positive determination of eligibility is found, the agency is required to manage the river so as not to diminish the resources and values that made it eligible in the first place. If a park manager decides to move forward with a formal study, the study can be done in conjunction with a GMP or a GMP amendment, or in a separate NEPA planning process (see *NPS Management Policies 2006*, sec. 2.3.1.9). For more details on wild and scenic rivers, see the *Wild and Scenic Rivers Reference Guide*, prepared by the Interagency Wild and Scenic Rivers Coordinating Council (2004).

#### **Wilderness Studies and Wild and Scenic River Studies**

For both wilderness and wild and scenic river designations, a formal study process, involving public consultation, is required to develop a proposal for legislative

designation. Such studies may be done in conjunction with GMPs, taking advantage of the public involvement and environmental compliance that is already occurring. Such concurrent studies do not overly burden a GMP planning effort with additional analysis and can be an economical way to achieve multiple responsibilities. For more guidance on preparing wilderness studies see *NPS Management Policies 2006*, sec. 6.2, and *NPS Reference Manual #41: Wilderness Preservation and Management*. For guidance on wild and scenic rivers studies, see the Interagency Wild and Scenic Rivers Coordinating Council's 1999 technical paper, "The Wild & Scenic Rivers Study Process" (<http://www.rivers.gov/publications/study-process.pdf>).

Parks with combined GMP/wilderness studies include Pictured Rocks NL, Great Sand Dunes NP&Pres, Ozark NSR, Channel Islands NP, Everglades NP, and Big Cypress NP.

Zion NP and Effigy Mounds NM have combined GMPs/wild and scenic river eligibility assessments and suitability studies.

### **1.6.2 Wilderness / Wild and Scenic River Management Plans**

A planning team may decide to combine a GMP with a wild and scenic river management plan or a wilderness stewardship plan. However, the planning team must decide whether the level of detail required in these types of plans is appropriate in a GMP. (Generally, a wilderness stewardship plan is a more detailed implementation plan compared to a GMP.)

#### **Wild and Scenic River Management Plans**

Some designated wild and scenic rivers are located within another national park system unit and are not considered separate park units requiring their own GMP. The Wild and Scenic River Act requires that management plans be prepared for these rivers. The GMP can meet the requirements identified in the act, but the GMP should note that it is also serving as the comprehensive management plan for those designated rivers and satisfying the requirements of the Wild and Scenic Rivers Act (sec. 3(d)(1)). The 2004 *Rio Grande Wild and Scenic River GMP/EIS* is an example of a combined GMP/river management plan.

#### **Wilderness Stewardship Plans**

Parks with wilderness resources may also want to consider the extent to which the requirements of wilderness stewardship planning could be met during the development of a park GMP. A wilderness stewardship plan done along with the GMP should address zoning and desired conditions and should establish indicators and standards for achieving the desired conditions. These are GMP requirements already and would not result in extra work for the GMP team. Decisions about trails and other public facilities, campfires, user capacity, etc., can be addressed through zoning and desired conditions without mentioning each trail or cabin. For parks with few issues or little wilderness use, this level of wilderness planning may meet most of their needs. This plan would then provide the broad framework for more detailed implementation plans, such as a fire management plan or trail plan. Parks with

complex wilderness issues, such as heavy overnight or day use, commercial pack trips, or climbing use, will likely need a separate wilderness stewardship plan to provide management guidance for these issues. Apostle Islands NL and Fire Island NS have combined GMP/wilderness management plans.

### **1.6.3 Commercial Visitor Services in GMPs**

Commercial visitor services in parks include uses and activities such as but not limited to food services, transportation, lodging, guiding, and rental services. These services are authorized through concession contracts and commercial use authorizations, and they are governed by the National Park Service Concessions Management Improvement Act of 1998 (Title IV of the Omnibus Park Management Act, PL 105-391). Section 402b of the act states

development of public accommodations, facilities, and services in units of the National Park System shall be limited to those accommodations, facilities, and services that —

- (1) are necessary and appropriate for public use and enjoyment of the unit of the National Park System in which they are located; and
- (2) are consistent to the highest practicable degree with the preservation and conservation of the resources and values of the unit.

Thus, any commercial visitor services proposed in a GMP should meet the above conditions and other provisions of this legal authority and the regulations promulgating this legislation (36 CFR 51). Additional guidance for commercial visitor services relevant to GMPs can be found in the NPS *Management Policies 2006* (sec. 10.2.2 and 10.3) and in *DO #48A: Concession Management* (NPS 2004a).