

OUTDOOR ALLIANCE

November 29, 2023

Rep. Tom Tiffany
Chair, Subcommittee on Federal Lands
451 Cannon House Office Building
Washington, DC 20515

Rep. Joe Neguse
Ranking Member, Subcommittee on Federal Lands
2400 Rayburn House Office Building
Washington, DC 20515

Re: **EXPLORE Act legislative hearing**

Dear Chair Tiffany and Ranking Member Neguse:

On behalf of the human-powered outdoor recreation community, thank you for the Subcommittee's diligent work towards the bipartisan development of the Expanding Public Lands Outdoor Recreation Experiences (EXPLORE) Act and for holding the Subcommittee's November 30 hearing. We are enthusiastic about the Subcommittee's efforts and look forward to continuing to work with you to refine the EXPLORE Act.

Protecting and enhancing high-quality outdoor recreation experiences on public lands and waters requires two things: conservation for the lands and waters on which these experiences depend, and sound management for outdoor recreation. The EXPLORE Act proposes important steps to better manage public lands and waters for recreation and improve opportunities for sustainable and equitable recreation access. The opportunity to enjoy public lands and waters improves peoples' lives, enhances their connection to the natural world, and also supports the outdoor recreation economy, which, according to the most recent numbers from the Bureau of Economic Analysis, supported more than 1 trillion dollars in gross economic output and nearly 5 million jobs.

Outdoor Alliance is a coalition of ten member-based organizations representing the human powered outdoor recreation community. The coalition includes Access



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Fund, American Canoe Association, American Whitewater, International Mountain Bicycling Association, Winter Wildlands Alliance, The Mountaineers, the American Alpine Club, the Mazamas, Colorado Mountain Club, and Surfrider Foundation and represents the interests of the millions of Americans who climb, paddle, mountain bike, backcountry ski and snowshoe, and enjoy coastal recreation on our nation's public lands, waters, and snowscapes.

Our specific comments follow. We request the Subcommittee's particular attention to necessary changes to the following sections:

- § 112, Identifying opportunities for outdoor recreation (p. 2 below);
- § 123, Range access (p. 5 below);
- § 127, Motorized and nonmotorized access (p. 6 below).

Title I, Outdoor Recreation and Infrastructure

Subtitle A—Outdoor Recreation Policy

Outdoor Alliance strongly supports the EXPLORE Act's congressional declaration of policy, legislative support for FICOR, and recreation budget crosscut. We would like to work with the Subcommittee, however, to further refine **§ 112, Identifying opportunities for recreation**, which can be improved to reduce burden on the land management agencies and ensure that agencies are able to employ the results of the contemplated inventory to support high-quality recreation experiences.

In general, we support the reorientation of § 112 to support the sound management of high-quality recreation resources on public lands and waters. To do this, we request the following changes:

- In § 112(b)(1)(B), rather than publishing the inventory and assessment for public comment, public comment should be the basis for the assessment process. The outdoor recreation community will nearly always be in the best position to provide the information that will form the basis for the assessment and inventory, and encouraging robust public outreach from agencies will be the best way to ensure a sound assessment.



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- Reduce the requirements on agencies in §§ 112(b)(3). § 112(b)(3)(A)–(D) will be particularly onerous on agencies, and we are particularly concerned that, while costs and conflicts will be relatively easy for agencies to document, demand, projected demand, and benefits will be much more difficult to determine. This may create an inadvertent incentive for agencies to curtail recreation access. §§ (E)–(G) will be more valuable for agencies to consider, and we support their retention.
- Amend § 112(c)(1) to avoid directing land managers to judge areas as “underutilized” and “encourage” use. The opportunity to recreate in a high-quality landscape free from crowds is itself a very important recreation value. In general, “underutilized” is not a useful rubric for considering the management of areas where the opportunity for quiet or solitude may be an important value. Additionally, land management agencies are likely not well equipped to “encourage recreation use” given the multitude of factors—from the quality of a given resource for a particular pursuit, to the popularity of particular locations on social media—that strongly affect use patterns. Land managers should focus on supporting the stewardship of high-quality recreation opportunities.

A proposed redline to § 112 is attached as Appendix 1.

Subtitle B—Public Recreation on Federal Recreational Lands and Waters

Outdoor Alliance strongly supports Subtitle B’s provisions to safeguard Wilderness climbing opportunities and promote mountain biking as a sustainable outdoor recreation opportunity. We also have concerns and suggested changes to sections addressing shooting range access and travel management planning, which we have noted below.

Outdoor Alliance strongly supports **§ 121, Biking on Long Distance Trails**, which would promote mountain biking as a sustainable recreation activity on federal lands by identifying opportunities for long-distance bike trails. This section would diversify outdoor infrastructure by expanding long-distance bike trails across America’s federal public lands. By providing opportunities for trail users, Congress can create pathways to positive physical and mental health, and this legislation supports these goals. § 121 will direct federal land managers within the Department



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of Interior and USDA Forest Service to 1) identify no fewer than 10 existing long-distance bike trails not shorter than 80 miles; 2) identify not fewer than 10 opportunities to develop or complete long-distance trails not less than 80 miles; 3) create maps, signage, and promotional materials for long-distance trails; and 4) issue a progress report no later than 2 years after enactment. We appreciate § 121's attention to these special opportunities and resources.

Outdoor Alliance strongly supports **§ 122, Protecting America's Rock Climbing Act**, which would safeguard Wilderness climbing opportunities by directing the establishment of national-level guidance for the placement and maintenance of fixed climbing anchors in Wilderness areas. Wilderness areas are integral to America's climbing history, and climbers were among the original supporters of the Wilderness Act. Many of America's most iconic climbing areas, including Yosemite's El Capitan and the Diamond in Rocky Mountain National Park, lie within federal Wilderness areas, and climbers benefit greatly from the Wilderness character found in these areas. Fixed anchors are essential tools in a climber's safety system. These include bolts, slings, pitons, and other tools long used by climbers to safely and sustainably ascend and descend technical terrain. Fixed anchors are found in Wilderness areas throughout the country, and many pre-date the Wilderness Act. Despite climbing's longtime status as an established use in Wilderness areas, there has never been a consistent federal policy for managing fixed anchors within Wilderness across agencies.

Section 122 is especially critical in light of recent actions by the U.S. Forest Service and the National Park Service. Earlier this month, these agencies issued draft climbing management guidance adopting a new interpretation of the Wilderness Act that considers fixed anchors as prohibited "installations."¹ The draft guidance creates significant uncertainty around the legality of existing fixed anchors, as well as climbers' ability to safely maintain and develop new and existing routes. § 122 would support the outdoor recreation community's work to improve the draft guidance by restating Congress's intent that climbing—including the judicious use

¹ See, U.S. Department of Agriculture, Forest Service, FSM 2355 Climbing Opportunities #ORMS-3524, available at <https://cara.fs2c.usda.gov/Public/CommentInput?project=ORMS-3524>; U.S. Department of Interior, National Park Service, Evaluation and Authorization Procedures for Fixed Anchors and Fixed Equipment in National Park Service Wilderness Areas, available at <https://parkplanning.nps.gov/document.cfm?documentID=132387>.



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of fixed anchors—is an allowable use within Wilderness areas. This section will provide certainty that climbers can continue to enjoy sustainable access to some of the world’s most treasured climbing areas without amending the Wilderness Act or changing long established Wilderness management.

Outdoor Alliance is concerned by several aspects of **§ 123, Range Access**. Our organizations generally support thoughtfully-sited designated shooting ranges on public land, as unmanaged and unregulated target shooting on public lands is a safety and resource protection hazard in many locations across the United States. Designated areas for this activity would improve public safety and reduce impacts to public lands. We respectfully recommend the follow edits to this section:

- First, we are concerned that Section 2(c)(2) could prevent closing areas of Federal land to shooting unless a target shooting range is made available. This creates a potential public safety hazard, especially given the Forest Service and BLM’s limited ability to quickly designate target shooting ranges due to capacity constraints. Such closures have been necessary to protect National Forest lands and ensure public safety, particularly in high-use recreation areas in close proximity to urban areas. We request that the text be amended to allow for closures for public safety or resource protection in addition to “emergency situations.”
- Second, we believe that the presence of a minimum of one range per National Forest or BLM unit is arbitrary, and the legislation should, rather, encourage agencies to evaluate the need for additional developed shooting areas.
- We would strongly support the addition of provisions to require planning for shooting area cleanup, including lead removal. Given these likely costs, we strongly support the elimination of the exemptions for these areas from collecting fees under the Federal Lands Recreation Enhancement Act, both as a matter of ensuring resources for management and as a matter of equitability with other public land users.

Outdoor Alliance appreciates **§ 125, Federal Interior Land Media**’s intent to update the permitting process for commercial filming to account for modern



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technology and modern formats for distributing media that blur the distinction between commercial and noncommercial activities. We support adding an additional requirement that commercial film crews acquire an online, no-cost permit that would provide an opportunity to educate production crews about best practices for filming on federal lands and establish a point of responsibility between film crews and federal agencies. This would provide an important opportunity to help minimize impacts on recreational, cultural, and ecological resources.

Outdoor Alliance requests changes to **§ 127, Motorized and Non-Motorized Access**. We are very much in support of making appropriate travel management planning for motorized vehicle use on federal land a priority, including the subsequent development of practical motor vehicle and over-snow vehicle use maps for the benefit of the recreating public. Meaningful travel management—the determination of an appropriate and sustainable network of roads, trails, and areas for motor vehicle use on public lands in all seasons—has been a goal of federal land management agencies since at least the early 1970s. Motorized travel is an important and legitimate use on public lands, both for public access and for recreation. But as motorized recreational use has increased over the years—and as the technological capability of off-road and over-snow vehicles has improved—so too have impacts increased to natural resources, wildlife, and other, non-motorized uses of the same public lands. The need for effective management based on appropriate planning has never been more urgent than it is today.

In order to accurately reflect the existing travel management planning process for both the BLM and Forest Service, we respectfully recommend incorporating the following edits to § 127:

- Appropriately reference the end-product of BLM travel management planning by referring to BLM plans as a “ground transportation linear feature dataset” and reference the processes that create this dataset: “travel management plans” and “winter travel management plans”.
- Change “seek to create additional opportunities” to “seek to improve opportunities” in § 127(d). Creating new infrastructure is not always the path towards better recreation access, especially when the BLM and Forest Service already struggle to maintain their existing road and trail networks. By



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directing the Secretaries to seek to improve opportunities rather than simply to seek to create additional opportunities, the EXPLORE Act opens the door to pursuing a broader array of options for improving outdoor recreation, such as maintaining existing trail networks or building new trail segments that create (much-desired) loop opportunities.

- Remove the savings clause at § 127(e). Existing agency regulations already specify that motorized and non-motorized uses are allowed even when agencies have not yet completed motor vehicle use maps, over-snow vehicle use maps, or ground transportation linear feature datasets.

A proposed redline to § 127 is attached as Appendix 2.

Subtitle C—Supporting Gateway Communities and Addressing Park Overcrowding

Outdoor Alliance supports Subtitle C, which provides support to gateway communities and improves how agencies record and monitor recreation visitation data.

Section 131, Gateway Communities, will help gateway communities capitalize on their proximity to recreation amenities in building local economies. The significance of outdoor recreation-related tourism in gateway communities has grown in recent years, and as more communities adapt to high levels of visitation and invest in their outdoor economies, additional support and collaboration from federal land managers can help address housing costs, infrastructure needs, workforce development, and other issues that can accompany recreation-related economic growth. To accomplish this goal, § 131 requires federal agencies to work with state, local, Tribal, and nonprofit partners to create a needs assessment of gateway communities, and the bill would provide new pathways for resource sharing between the federal government and local communities.

We also appreciate **§ 132**, which improves how federal agencies communicate with the public regarding visitation to public lands. Current agency reporting makes it difficult for the public—and often land managers themselves—to understand the true location, extent, seasonality, and timing of recreational use across public lands. Innovative approaches like the proposed Real-time Data Pilot Program will help



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agencies adapt their recreation management to better account for where and when significant recreational use is occurring, including by identifying lesser-known recreation sites. This goal of improving recreation use data is further supported by **§ 133**, which would require certain land management units to establish protocols to model recreation use patterns.

Subtitle D—Broadband Connectivity on Federal Recreational Lands and Waters

Outdoor Alliance generally supports Subtitle D, which would facilitate the expansion of broadband and cellular service at National Parks and in certain developed recreation sites. However, given the broad range of deferred maintenance and other infrastructure needs—including improved internet connectivity for rural gateway communities—we prefer that the resources envisioned by this subtitle be directed as strategically as possible and in a way that does not interfere with existing undeveloped and backcountry recreation opportunities. To this end, we appreciate the provisions of **§ 141** prioritizing broadband expansion for more developed sites within National Parks and prioritizing cellular service in areas needed by the public to access emergency services. We also appreciate § 141’s protections for viewsheds, natural and cultural resources, and the National Park visitor experience.

Subtitle E—Public–Private Parks Partnerships

Outdoor Alliance supports portions of Subtitle E, particularly § 156, which would codify the Outdoor Recreation Legacy Partnership (ORLP), a grant program that improves access to outdoor recreation opportunities in underserved communities. We also have concerns with several sections of this subtitle, which we have noted below.

Section 151, Lodging Options Developed for Government Employees, seeks to address the issue of housing shortages in and around National Parks and National Forests. Housing costs in public lands gateway communities have skyrocketed in recent years, and a lack of affordable housing has become a major hurdle for government agencies seeking to build the workforce needed to sustainably manage public lands. Outdoor Alliance supports efforts to address housing shortages for government employees; however, we recommend strengthening § 151 by further



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prioritizing housing for federal employees and by providing additional transparency for members of the public. Regarding § 151(a), which addresses the National Park Service, we recommend strengthening the proposed language at § 101334(c)(4) to give preference to federal employees to the maximum extent possible, particularly for housing that is located on federal land. Regarding § 151(c), which addresses the U.S. Forest Service, we recommend the agency be required to make a list of its administrative sites available to members of the public and provide for public comment prior to leasing a site for development under this section. Finally, while we are not opposed to providing housing for federal employees on public lands, we strongly prefer that gateway communities be encouraged to plan for sustainable growth within existing private lands.

Outdoor Alliance is similarly concerned by **§ 153**, which would establish a pilot program enabling federal land managers to enter into agreements with state, local, and Tribal governments, as well as nonprofit organizations and private entities, to restore and maintain certain recreational facilities such as campgrounds, resorts, cabins, and visitor centers on federal lands. In general, our community strongly prefers that land management agencies be adequately funded to maintain recreational facilities and is concerned by efforts to de facto privatize these resources. Additionally, we are concerned by the potential of these efforts to displace public lands visitors who prefer a less developed experience, as well as the potential for these changes to increase costs and undercut efforts to make public lands accessible to everyone. We believe it would also be prudent for land managers to be instructed to consider the effect on adjacent resources (including areas popular or potentially popular for dispersed camping) as users who do not prefer, or cannot afford, these developed options are displaced. We request that the scale of this proposal be reduced to one unit of the National Forest System and one unit of BLM land.

Outdoor Alliance supports **§ 154, Parking Opportunities for Federal Recreational Lands and Waters**, which would provide federal land managers with new authorities to increase parking areas on federal lands, where appropriate. As outdoor recreation participation grows, parking at some recreation areas has become increasingly limited, often creating a public safety hazard for recreationists as well as for members of the general public. We especially appreciate that § 154



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provides land managers with the authority to provide for alternative transportation systems, which can help alleviate the need for additional parking.

Outdoor Alliance strongly supports § 156, which would codify and make permanent the **Outdoor Recreation Legacy Partnership**, a grant program to improve access to outdoor recreation opportunities in underserved communities. Outdoor recreation is the most common way in which Americans come to know their public lands and waters and develop a stewardship ethic. Recreation activities help provide a connection to place; personal and health benefits; community connection; and vibrant economies. Too many Americans, however, lack ready access to these opportunities. ORLP helps make recreation and conservation funding available to the communities that need it most. We strongly support making this program permanent. We also strongly recommend adding language included in § 406(b)(2)(B) of America’s Outdoor Recreation Act of 2023 (S. 873) allowing the Secretary to waive the matching funds requirement if an eligible entity has no reasonable means for meeting the matching funds requirement and the public benefit of a project outweighs the public interest in the matching requirement. This provision is necessary to ensure that ORLP funds are available to smaller organizations and marginalized communities that often do not have access to the resources necessary to raise matching funds. In many cases, these are the exact communities that ORLP was designed to benefit, and adding this provision will help to ensure that these funds are spent where they are most needed.

Title II, Access America

Outdoor Alliance strongly supports Title II, which would expand outdoor recreation opportunities for military service members, veterans, people with disabilities, and young people. Spending time in the outdoors has been proven to provide a wide variety of physical and mental health benefits, and this title would make these benefits more readily available to segments of the population where they are vitally needed.

Subtitle A—Access for People With Disabilities

Subtitle A would expand access to outdoor recreation on public lands for people with disabilities by evaluating the accessibility of existing recreation infrastructure,

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by directing land managers to develop new accessible recreation opportunities, and by making assistive technology more readily available on federal public lands. Outdoor Alliance especially appreciates that **§ 215** includes biking, rock climbing, and snow sports within the list of accessible recreation opportunities. As adaptive technology continues to improve, recreationists with disabilities will have increased ability to pursue these activities on federal lands. We also recommend that **§ 212** clarify the extent of the comprehensive trails inventory envisioned by § 212(a)(1). As worded, this section suggests that land managers may be required to inventory every trail on public lands for accessibility—a potentially unachievable task without significant dedicated funding.

Subtitle B—Military and Veterans in Parks

Subtitle B would expand outdoor access for military service members and veterans by expanding resources for outdoor education, facilitating new outdoor recreation programs, promoting outdoor career opportunities for veterans, and more. Research shows that outdoor recreation can help alleviate mental health issues common to veterans including post-traumatic stress disorder.² Outdoor Alliance strongly supports this subtitle, which would make these benefits more easily attainable.

Subtitle C—Youth Access

Subtitle C would increase youth participation in outdoor activities by directing land managers to create a national strategy for youth recreation, and by extending the existing Every Kid Outdoors program. The Every Kid Outdoors Program encourages fourth graders to experience America’s public lands and waters by providing free access to thousands of sites throughout the U.S., including National Parks. This program helps to give kids the opportunity to experience outdoor recreation early in life, which can have lifelong health benefits and helps inspire the next generation

² See, Mark Wheeler, Nicholas R. Cooper, Leanne Andrews, Jamie Hacker Hughes, Marie Juanchich, Tim Rakow, and Sheina Orbell, *Outdoor recreational activity experiences improve psychological wellbeing of military veterans with post-traumatic stress disorder: Positive findings from a pilot study and a randomised controlled trial*, 15(11) PLoS One (2020); Joanna Ellen Bettmann, Ileana Anderson, Joe Makouske, and Adam Hanley, *Mental Health Outcomes of Peer-led Therapeutic Adventure for Military Veterans*, 45(3) Journal of Experiential Education (2021).



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of caretakers for America's public lands. The John D. Dingell, Jr. Conservation, Management, and Recreation Act, which codified this program in 2019, included a sunset provision that would cause the program to expire in 2026. **§ 232** would extend this important program for an additional seven years

Title III, Simplifying Outdoor Access for Recreation

Outdoor Alliance strongly supports Title III, Simplifying Outdoor Access for Recreation, which would facilitate meaningful outdoor experiences by improving the recreational permitting systems for outfitters and guides. For many people, guided outdoor experiences provide a first exposure to more adventurous forms of outdoor recreation and to the natural world. These opportunities are essential for allowing new participants to experience outdoor recreation activities in a safe environment that allows for skill building and helps participants become more conscientious visitors to sensitive landscapes.

The ability for facilitated access providers to offer these experiences is dependent on a challenging and dated system for special use permitting for public lands activities. Title III will improve the recreational permitting systems so more people can experience public lands through volunteer-based clubs or with an outfitter, guide, nonprofit outdoor leadership organization, or university outdoor program. We are particularly supportive of provisions in the Title III that would:

- Direct the Secretaries of Agriculture and Interior to identify opportunities to improve the special recreation permitting process (§ 312);
- Allow outfitters' unused surplus service days to be made available to other potential permittees (§ 313);
- Allow outfitters and guides to engage in activities that are substantially similar to the activities specified in their permit (§ 313);
- Make information about the availability of the special recreation permits available online (§ 314);
- Allow agencies to provide permits for multi-jurisdictional trips under a single joint permit (§ 315);
- Encourage agencies to allow purchasers to buy a federal and state recreation pass in a single transaction (§ 321);



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- Make the America the Beautiful Pass and other federal recreation passes available for purchase online (§ 322);
- Extend the duration of the recreation season to cover a broader period of the year where recreational activities are occurring (§ 331);
- Encourage federal agencies to enhance recreation opportunities through private-sector volunteer programs (§ 341);
- Require an interagency report on special recreation permits in underserved communities (§ 353).

Together, these changes would simplify and modernize recreation permitting to make guided outdoor experiences more easily accessible to the American public.

Finally, we respectfully recommend that § 352 Permit Relief for Picnic Areas specify what exactly is intended by serving fewer than 40 clients. Without clarification, § 352 could be interpreted to allow an outfitter, guide, or youth group to bring 40 clients per day to a picnic area. This could result in significant user conflict and unacceptable adverse resource effects. We recommend that the permit waiver be limited to a level of use that is unlikely to have significant impacts, such as capping the waiver so that it allows an outdoor leader to serve 40 clients per year (40 service days) at any given picnic area.

* * *

Thank you for considering our community's input and thank you for your diligent work to enhance sustainable outdoor recreation access on America's public lands and waters. We look forward to continuing to work with you to advance strong bipartisan outdoor recreation legislation in the 118th Congress.

Best regards,



Louis Geltman
Vice President for Policy and Government Relations
Outdoor Alliance



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cc: Jamie Ervin, Policy Associate, Outdoor Alliance

Adam Cramer, Chief Executive Officer, Outdoor Alliance
Erik Murdock, Interim Executive Director, Access Fund
Beth Spilman, Executive Director, American Canoe Association
Clinton Begley, Executive Director, American Whitewater
Kent McNeill, CEO, International Mountain Bicycling Association
David Page, Executive Director, Winter Wildlands Alliance
Tom Vogl, Chief Executive Officer, The Mountaineers
Ben Gabriel, Executive Director, American Alpine Club
Rebekah Phillips, Executive Director, the Mazamas
Keegan Young, Executive Director, Colorado Mountain Club
Chad Nelsen, Chief Executive Officer, Surfrider Foundation



Appendix 1

SEC. 112. IDENTIFYING OPPORTUNITIES FOR RECREATION.

(a) DEFINITION OF LAND USE PLAN.—In this section, the term “land use plan” means—

(1) a land use plan prepared by the Secretary pursuant to section 202 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1712);
and

(2) a land management plan prepared by the Forest Service for a unit of the National Forest Service pursuant to section 6 of the Forest and Rangeland Renewable Resources Planning Act of 1974 (16 U.S.C. 1604).

(b) INVENTORY AND ASSESSMENTS.—

(1) IN GENERAL.—The Secretaries shall—

(A) conduct and regularly update an inventory and assessment of recreation resources for Federal recreational lands and waters; and

(B) develop the inventory and assessment conducted under subparagraph (A) with support from public comment.

(2) UNIQUE RECREATION VALUES.—An inventory and assessment conducted under paragraph (1) shall—

(A) recognize—

- (i) any unique recreation values and recreation opportunities; and
- (ii) areas of concentrated recreational use; and

(B) identify, list, and map recreation resources by—

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(i) type of recreation opportunity and type of natural or artificial recreation infrastructure;

(ii) to the extent available, the level of use of the recreation resource as of the date of the inventory;
and

(iii) identify, to the extent practicable, any trend relating to recreation opportunities or use at a recreation resource identified under subparagraph (A).

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(iii) location; and

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(3) ASSESSMENTS.—For any recreation resource inventoried under paragraph (1), the Secretary concerned shall assess—

- (A) the suitability for developing, expanding, or enhancing the recreation resource;
- (B) technological developments and innovation that affect recreation use; and
- (C) the adequacy of the current management of the recreation resource.

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(B) the maintenance needs of, and expenses necessary to administer, the recreation resource; ¶
(C) the benefits of current and projected future recreation use, including to the local economy; ¶
(D) the capacity of the recreation resource to meet the demand described in subparagraph (A), including the relationship of current and projected future recreation use on—¶
¶
(i) natural, cultural, and other resources; ¶
(ii) other authorized uses and activities on the Federal recreational lands and waters subject to the applicable land use plan; and ¶
(iii) existing infrastructure; ¶

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(c) FUTURE RECREATION NEEDS AND MANAGEMENT.—

(1) CONSIDERATIONS.—In selecting a high-value recreation resource under paragraph (1)(C), the Secretary concerned shall consider the following:

- (A) The future projected recreation demand.
- (B) The maintenance needs of, and the expenses necessary to administer, the high-value recreation resource.
- (C) The presence of partner organizations prepared to assist in the stewardship of the high-value recreation resource.
- (D) The benefits of recreation use, including benefits to the local economy.
- (E) The impacts of recreation use on—

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(1) FUTURE NEEDS.—Based on the inventory and assessment conducted under subsection (b)(1), the Secretary concerned shall— ¶
(A) estimate future recreation needs through a collaborative process; ¶
(B) identify underutilized locations that are suitable for developing, expanding, or enhancing recreation use; and ¶
(C) select additional high-value recreation resources at which to encourage recreation use, consistent with the applicable land use plan.

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- (i) natural, cultural, or other resources;
- (ii) other authorized uses and activities on the Federal recreational lands and waters subject to any applicable land use plan; and
- (iii) adjacent landowners.

(3) MANAGEMENT.—The Secretary concerned shall—

(A) seek input from the public, [Tribes, state or local governments, and](#) adjacent landowners and individuals or entities with existing land use authorizations, with respect to the management of any high-value recreation resource identified under paragraph (1)(C);

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(B) maintain or enhance the recreation values and encourage recreation use of the high-value recreation resource identified, subject to the availability of appropriations and consistent with any applicable multiple-use mandates; and

(C) manage a high-value recreation resource under this paragraph in a manner that is consistent with applicable law.

(d) EXISTING EFFORTS.—To the extent practicable, the Secretary concerned shall use or incorporate existing applicable research and planning decisions and processes in carrying out this section.

(e) CONFORMING AMENDMENTS.—Section 200103 of title 54, United States Code, is amended—

(1) by striking subsection (d); and

(2) by redesignating subsections (e), (f), (g), (h), and (i) as subsections (d), (e), (f), (g), and (h), respectively.

Appendix 2

SEC. 127. MOTORIZED AND NONMOTORIZED ACCESS.

(a) IN GENERAL.—The Secretary concerned shall seek to have, not later than 5 years after the date of the enactment of this title, in a printed and publicly available format that is compliant with the format for geographic information systems—

- (1) for each district administered by the Director of the Bureau of Land Management, a [travel management plan, reflected in the national](#) ground transportation linear feature [dataset](#);
- (2) for each unit of the National Forest System, a motor vehicle use map, [in accordance with existing law](#).

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(b) OVER-SNOW VEHICLE-USE MAPS.—The Secretary concerned shall seek to have, not later than 10 years after the date of the enactment of this title, in a printed and publicly available format that is compliant with the format for geographic information systems, an over-snow vehicle-use map for each unit of Federal recreational lands and waters administered by the Chief of the Forest Service or Director of the Bureau of Land Management on which over-snow vehicle-use occurs, in accordance with existing law.

(c) OUT-OF-DATE MAPS.—Not later than 20 years after the date on which the Secretary concerned adopted or reviewed, through public notice and comment, a map described in subsection (a) or (b), the Secretary concerned shall seek to review, through public notice and comment, and update, as necessary, the applicable map.

(d) MOTORIZED AND NONMOTORIZED ACCESS.—The Secretaries shall seek to [improve](#) opportunities, as appropriate, for motorized and nonmotorized access and opportunities on Federal recreational lands and waters administered by the Chief of the Forest Service or the Director of the Bureau of Land Management.

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~~(e) SAVINGS CLAUSE.— Nothing in this section prohibits a lawful use, including a motorized or nonmotorized use, on Federal recreational lands and waters administered by the Chief of the Forest Service or the Director of the Bureau of Land Management, if the Secretary concerned fails to meet a timeline established under this section.~~

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