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**FSM 2300 - RECREATION, WILDERNESS, AND RELATED
RESOURCE MANAGEMENT**

CHAPTER 2330 - PUBLICLY MANAGED RECREATION OPPORTUNITIES

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Approved: GLORIA MANNING
Associate Deputy Chief
for National Forest System

Date Approved: 02/07/2006

Posting Instructions: Amendments are numbered consecutively by title and calendar year. Post by document; remove the entire document and replace it with this amendment. Retain this transmittal as the first page(s) of this document. The last amendment to this title was 2300-2006-1 to FSM 2340.

New Document	2330	39 Pages
Superseded Document(s) by Issuance Number and Effective Date	2330 (Amendment 2300-2002-2, 07/11/2002) id_2330-2005-2, 07/13/2005	35 Pages 7 Pages

Digest:

A notice of issuance of this directive was published in the Federal Register on May 22, 2006 (71 FR 29288). The direction in this amendment was previously published in the Federal Register on February 17, 2005 (70 FR 8060). Substantive changes are as follows:

Incorporates ID 2330-2005-2 into the parent text.

2330.3 - Adds the requirement that all new or rehabilitated facilities, sites, and programs are to comply with Federal and Forest Service accessibility guidelines and standards and to utilize universal design.

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Digest--Continued:

2330.5 - Adds definitions for Accessible and Universal Design.

2330.6 - Adds this section to provide references for accessibility laws, regulations, and guidelines.

2330.11 - Adds direction from the Federal Lands Recreation Enhancement Act Title VIII, Div. J., of the Consolidated Appropriations Act for 2005, Public Law 108-447, authorizing the Forest Service to charge standard amenity recreation fees and expanded amenity recreation fees at certain sites or for certain recreational services and retain and spend revenues collected under the act without further appropriation, in accordance with the provisions of the act.

2330.12 - Updates the Federal and Agency requirements for accessibility of outdoor recreation areas listing of the Architectural Barriers Act Accessibility Standards and adds the Architectural Barriers Act Accessibility Guidelines for Outdoor Developed Areas and the Forest Service Outdoor Recreation Accessibility Guidelines.

2331.21b - In enumerated paragraph 4, revises the documentation requirements for issuance of the Golden Access Passport in order to provide uniform standards among the agencies issuing this disability based Passport.

2333.03 - In enumerated paragraph 4f, adds accessibility into the criteria for the design of buildings, recreation sites, and constructed features. Enumerated paragraphs 1 through 4e, which remain unchanged, are set out for clarity.

2333.03 - In enumerated paragraph 5, adds requirement to comply with the Federal accessibility guidelines on outdoor developed recreation areas, as supplemented by the Forest Service Outdoor Recreation Accessibility Guidelines. Enumerated paragraphs 1 through 4f, which remain unchanged, are set out for clarity.

2333.33 - Changes the caption from "Designed for use by Persons with Disabilities" to "Integrated Accessibility/Universal Design," and updates the direction accordingly.

2333.51 - .58 - Adds compliance with the accessibility guidelines to the design criteria for toilets, recreational vehicle sanitary stations and wastewater disposal, refuse and garbage disposal, drinking water, convenience facilities and information facilities.

2334.23 - Adds compliance with the accessibility guidelines to the criteria for parking areas and spurs.

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Digest--Continued:

2334.24 - Adds compliance with the accessibility guidelines to the criteria for water access facilities.

2334.26 - Adds compliance with the accessibility guidelines to the criteria for tent and RV camping units.

2334.27 - Adds compliance with the accessibility guidelines to the criteria for picnic units.

2334.28 - Adds compliance with the accessibility guidelines to the criteria for group campgrounds and picnic grounds.

2334.34 - Adds compliance with the accessibility guidelines to the criteria for Special Public Services.

2335.1 - Adds compliance with the accessibility guidelines to the criteria for boating sites.

2335.11 - Adds compliance with the accessibility guidelines to the criteria for facility design.

2335.21 - Adds compliance with the accessibility guidelines to the construction or reconstruction of beach access routes.

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2330.1 - Authority

See FSM 2301 for general authorities on developing and managing Forest Service recreation sites and facilities.

1. The Omnibus Budget Reconciliation Act of August 10, 1993 (Pub. L. 103-66, 107 Stat. 312) amendments to the Land and Water Conservation Fund (L&WCF) Act of 1965 (16 U.S.C. 460l-6a) authorize: Admission fees for no more than 21 areas of concentrated public use and for National Monuments, National Volcanic Monuments, and National Scenic Areas; fees from certain outdoor recreation sites; the withholding each fiscal year of up to 15 percent of the receipts from admission and recreation use fees and Golden Eagle and Golden Age Passport sales to cover the costs directly associated with collection of these receipts; a one-time fee of \$10 for Golden Age Passports; and the private sale of Golden Eagle Passports.

2. Title 36, Code of Federal Regulations, Part 291, Occupancy and Use of Developed Sites and Areas of Concentrated Public Use (36 CFR part 291) implements the L&WCF Act, as amended, by establishing those areas and outdoor recreation sites on National Forest System lands at which the Forest Service may charge admission and use fees.

2330.2 - Objective

1. To maximize opportunities for visitors to know and experience nature while engaging in outdoor recreation.
2. To develop and manage sites consistent with the available natural resources to provide a safe, healthful, esthetic, non-urban atmosphere.
3. To provide a maximum contrast with urbanization at National Forest System sites.

2330.3 - Policy

The basic recreation policies set forth at FSM 2303 and the following supplementary policies shall govern the development and administration of sites and facilities. Where it is not possible to achieve the objectives to the degree defined in this chapter, close sites and facilities to public use.

1. Use recreation opportunity spectrum guidelines (FSM 2310) when developing sites.
2. Develop sites and facilities that will provide recreation experiences toward the primitive end of the spectrum. Do not provide urban class facilities. See exhibit 01 for the classes of recreation, the development scale, and level of site modification associated with each class.

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3. Use the land and resource management planning process (36 CFR part 219, FSM 1920, and FSM 2310) to reach decisions to develop recreation sites.
4. Develop sites and facilities to enhance natural resource-based activities normally associated with a natural environment.
5. Seriously consider the element of cost efficiency when developing and operating sites and facilities.
6. Establish priorities for the development and management of sites in the following order:
 - a. Ensure public health and safety.
 - b. Protect the natural environment of the site.
 - c. Manage and maintain sites and facilities to enhance users' interaction with the natural resource.
 - d. Provide new developments that conform to the National Forest System recreation role.
7. Allow concession operation of National Forest System campgrounds and related recreation facilities (FSM 2340).
8. Ensure that all new or rehabilitated facilities, sites, and programs comply with Federal and Forest Service accessibility guidelines and standards (FSM 2330.12, para. 1-6). Facilities, sites, or programs are to utilize universal design (FSM 2330.5) to accommodate the abilities of all people, to the greatest extent possible, including people with disabilities.
9. Prepare site designs and environmental assessments for all sites before undertaking construction or major rehabilitation efforts.

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2330.3 - Exhibit 01

Recreation opportunity spectrum class	Development scale	Level of site modification
Primitive	1	Minimum site modification. Rustic or rudimentary improvements designed for protection of the site rather than comfort of the users. Use of synthetic materials excluded. Minimum controls are subtle. No obvious regimentation. Spacing informal and extended to minimize contacts between users. Motorized access not provided or permitted.
Semi-primitive (Motorized and non-motorized)	2	Little site modification. Rustic or rudimentary improvements designed primarily for protection of the site rather than the comfort of the users. Use of synthetic materials avoided. Minimum controls are subtle. Little obvious regimentation. Spacing informal and extended to minimize contacts between users. Motorized access provided or permitted. Primary access over primitive roads. Interpretive services informal.
Roaded natural	3	Site modification moderate. Facilities about equal for protection of natural site and comfort of users. Contemporary/rustic design of improvements is usually based on use of native materials. Inconspicuous vehicular traffic controls usually provided. Roads may be hard surfaced and trails formalized. Development density about 3 family units per acre. Primary access may be over high standard roads. Interpretive services informal, but generally direct.
Rural	4	Site heavily modified. Some facilities designed strictly for comfort and convenience of users. Luxury facilities not provided. Facility design may incorporate synthetic materials. Extensive use of artificial surfacing of roads and trails. Vehicular traffic control usually obvious. Primary access usually over paved roads. Development density 3-5 family units per acre. Plant materials usually native. Interpretive services often formal or structured.

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Recreation opportunity spectrum class	Development scale	Level of site modification
Urban	5	High degree of site modification. Facilities mostly designed for comfort and convenience of users and usually include flush toilets; may include showers, bathhouses, laundry facilities, and electrical hookups. Synthetic materials commonly used. Formal walks or surfaced trails. Regimentation of users is obvious. Access usually by high-speed highways. Development density 5 or more family units per acre. Plant materials may be foreign to the environment. Formal interpretive services usually available. Designs formalized and architecture may be contemporary. Mowed lawns and clipped shrubs not unusual.

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2330.4 - Responsibility

2330.41 - Washington Office

2330.41a - Chief

The Chief reserves the authority to approve areas of concentrated public use where admission fees are to be charged (36 CFR 291.2; 16 U.S.C. 460l-6a).

2330.41b - Director, Recreation, Heritage, and Wilderness Resources Management Staff

The Director of Recreation, Heritage, and Wilderness Resources Management is responsible for maintaining a list of areas of concentrated public use approved for charging admission fees, and for reviewing and forwarding nominations for such areas from the Regional Foresters to the Chief.

2330.42 - Field Units

2330.42a - Regional Forester

(At the Regional Forester's discretion, the following responsibilities may be delegated to the Forest Supervisor unless specifically reserved to the Regional Forester.) The Regional Forester has the responsibility to:

1. Review and approve design narratives and site designs.
2. Designate fee sites that meet the criteria of the Land and Water Conservation Fund Act (FSM 2330.1).
3. Seek partnerships with other entities to share in the development, cost, and/or labor of providing recreation opportunities and ensure compliance with requirements on authorizing instruments (agreements, memoranda of understanding, and so forth) in FSM 1580 and FSH 1509.11.
4. Identify and update Regional priorities for the recreation capital investment program. This responsibility is reserved to the Regional Forester.
5. Establish admission fees for National Recreation Areas, National Monuments, National Volcanic Monuments, National Scenic Areas, and areas of concentrated public use.
6. Establish recreation use fees for sites that meet the criteria of section 4(a) of the Land and Water Conservation Fund Act, as amended (16 U.S.C. 460l-6a).

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7. Set fee rates and fee periods pursuant to section 4(a) of the Land and Water Conservation Fund Act (16 U.S.C. 460l-6a), and grant fee waivers when there is a benefit to the National Forest System, such as offering a free camping day in conjunction with the annual "National Fishing Week."

8. Seek input from Forest Supervisors and nominate areas of concentrated public use where fees may be charged (16 U.S.C. 460l-6a; 36 CFR part 291) for the Chief's approval, and include in the nomination a description of how each area meets the criteria described in FSM 2331.21a, paragraphs 2 to 2d. This responsibility is reserved to the Regional Forester.

2330.42b - Forest Supervisor

The Forest Supervisor has the responsibility to:

1. Prepare design narratives, site plans, and final drawings.
2. Develop sites and facilities in accordance with established objectives and policies and Forest land and resource management plans.
3. Monitor operation and maintenance actions.

2330.42c - District Ranger

The District Ranger has the responsibility to:

1. Prepare operation and maintenance plans. This includes fee compliance plans and vegetative management plans.
2. Operate and maintain recreation sites and facilities in accordance with plans.
3. Enforce payment of recreation fees.

2330.5 - Definitions

Accessible. In compliance with the Federal or Forest Service accessibility guidelines, whichever is higher, at the time of construction or alteration.

Universal design. The design of programs and facilities to be usable by all people, to the greatest extent possible, while also maintaining the setting, providing access to programs and facilities for all, without separate or segregated access for people with disabilities. New or reconstructed buildings, developed recreation sites, associated constructed features and alterations are to comply with the accessibility guidelines.

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2330.6 - References

Additional information regarding laws, regulations, standards, guidelines, and publications relating to accessibility is available electronically on the World Wide Web/Internet at the Access Board's web site (<http://www.access-board.gov>) and on the Forest Service's web site (<http://www.fs.fed.us/recreation/programs/accessibility>).

2330.11 - Recreation Fees

The Federal Lands Recreation Enhancement Act, Title VIII, Div. J., of the Consolidated Appropriations Act for 2005, Pub. L. 108-447, authorizes the Forest Service to charge standard amenity recreation fees and expanded amenity recreation fees at certain sites or for certain recreational services and retain and spend revenues collected under the act without further appropriation, in accordance with the provisions of the act.

2330.12 - Federal and Agency Requirements for Accessibility of Recreation Programs, Sites, and Facilities

1. Architectural Barriers Act (ABA) of 1968, as amended (42 U.S.C. 4151 *et seq.*). This act requires that all facilities designed, constructed, altered, or leased by a Federal agency be accessible to persons with disabilities.
2. Architectural Barriers Act Accessibility Guidelines (36 CFR part 1191, Appendices C and D). These guidelines were issued by the Architectural and Transportation Barriers Compliance Board (Access Board) in 2004 and apply to buildings and facilities subject to the Architectural Barriers Act of 1968.
3. Rehabilitation Act of 1973, as amended, sections 504 and 508 (29 U.S.C. 794 and 794d). Section 504 of this act (29 U.S.C. 794) prohibits Federal agencies and recipients of Federal financial assistance from discriminating against any person with a disability. Section 508 of this act (29 U.S.C. 794d) requires that all electronic and information technology purchased or developed by a Federal agency allow persons with disabilities to have access to and use of the information and data that is comparable to that provided to persons without disabilities.
4. Enforcement of Nondiscrimination on the Basis of Disability in Programs or Activities of USDA (7 CFR parts 15e and 15b). The USDA regulations implementing section 504 of the Rehabilitation Act as it applies to programs and activities conducted by USDA are found at 7 CFR part 15e. The USDA regulations implementing section 504 of the Rehabilitation Act as it applies to USDA-assisted programs are found at 7 CFR part 15b. These provisions address program accessibility; requirements for accessible programs in new, altered, or existing facilities; accessibility transition planning; accessible communication requirements; and compliance procedures.

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5. Americans with Disabilities Act of 1990 (ADA) (42 U.S.C. 12101 *et seq.*). This act prohibits discrimination on the basis of disability by State or local governments, public accommodations, and public transportation. The ADA does not apply to Federal agencies, with the exception of Title V, section 507c. This section clarifies that the Wilderness Act of 1964 is preeminent in federally designated wilderness areas, contains a definition of a wheelchair, and states that a device that meets that definition can be used wherever foot travel is permitted in federally designated wilderness areas.

2331 - ADMINISTRATION

2331.03 - Policy

1. Plan the level of service to be provided to the public at all sites and facilities.
2. Charge fees for sites, facilities, equipment, or services that meet site and facility criteria described in the Land and Water Conservation Fund Act, 16 U.S.C. 120 (FSM 2330.1).
3. Limit regulation, constraint, and supervision of recreation use to the minimum necessary for resource protection, visitor satisfaction, and safety.

2331.1 - Regulations and Orders

Clearly notify the public of the necessary conditions of occupancy and use at each individual site. Signs must be positive in tone and explain the reasons for regulations.

Initiate firm action against those who knowingly, willfully, or persistently violate conditions of occupancy and use contained in 36 CFR 261, Prohibitions. Regulations in subpart A of 36 CFR 261 apply to all National Forest sites and areas. Regulations under subpart B apply only when established by orders on a site or individual area basis. Establish prohibitions by orders only where there is a demonstrated need and review them on an annual basis.

2331.2 - Recreation Fees

2331.21 - Types of Fees and Passes

This section addresses admission and recreation use fees the Forest Service is authorized to charge and passes the Forest Service is authorized to issue under the Land and Water Conservation Fund Act, as amended (16 U.S.C. 460l-6a).

2331.21a - Admission or Entrance Fees

1. Areas at Which Admission Fees May Be Charged. Fees may be charged at Congressionally designated National Recreation Areas, National Monuments, National Volcanic Monuments, and National Scenic Areas where it is economical and feasible to do so (FSM 2331.22; 16 U.S.C. 460l-6a; 36 CFR part 291).

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2. Fees at Up to 21 Areas of Concentrated Public Use. Admission fees may be charged at up to 21 areas of concentrated public use that have been designated by the Chief. When nominating an area of concentrated public use, consider the social, economic, and natural resource impacts, as well as how the area meets each of the following criteria (FSM 2330.1; 16 U.S.C. 460l-6a):

- a. An area that is managed primarily for outdoor recreation;
 - b. An area that contains at least one major recreation attraction;
 - c. An area that provides facilities and services necessary to accommodate heavy public use; and
 - d. An area that is accessed by the public in such a manner that an admission fee can be efficiently collected at one or more centralized locations.
3. Admission Fee Exemptions. Do not charge admission fees for the following:
- a. Persons traveling by private, noncommercial vehicle over national or State highways commonly used by the public to travel between two places, either or both of which are outside the admission fee area;
 - b. Persons having a right of access for hunting or fishing privileges under a specific provision of law or treaty;
 - c. Persons engaged in official Federal, State, or local government business;
 - d. Persons traveling by private, noncommercial vehicle over any road or highway to any land in the admission fee area in which an occupant of the vehicle has a property right;
 - e. A holder of a Golden Eagle Passport and any passengers accompanying the holder in a private, noncommercial vehicle; and the holder and the holder's accompanying spouse, children, and parents where entry is by other than a private, noncommercial vehicle; and
 - f. A holder of a Golden Age or Golden Access Passport and any passengers accompanying the holder in a private, noncommercial vehicle; and the holder and the holder's accompanying spouse and children where entry is by other than a private, noncommercial vehicle.

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2331.21b - Admission Passes

1. Single-Visit Admission Pass. Offer a single-visit pass for each area at which an admission fee is charged. A single-visit pass admits the pass holder and any persons accompanying the pass holder in a private, noncommercial vehicle into a designated fee area. A single-visit pass authorizes exit from and reentry to a single designated area for a period of 1 to 15 days. Base the length of the pass on a determination of the period of time that is reasonably and ordinarily necessary for a single visit at the site.

The maximum fee for a single-visit pass is \$5 per private, noncommercial vehicle. Treat private vans and vehicles transporting groups organized by educational institutions for educational purposes as private, noncommercial vehicles.

The maximum fee for a single-visit pass is \$3 per person entering the area without a vehicle, such as on foot, on horseback, or on a bicycle.

Offer a commercial rate for commercial vehicles entering the area; use comparable Forest Service fee rates in the vicinity as a guide. If comparable Forest Service rates are not available, use the following National Park Service rates for commercial vehicles:

- a. \$25 per vehicle with a capacity of 25 persons or less; and
- b. \$50 per vehicle with a capacity of more than 25 persons.

2. Golden Eagle Passport. This \$65, annual, nontransferable passport allows entry without additional charge into designated units of the National Forest System, including National Recreation Areas, National Monuments, National Volcanic Monuments, National Scenic Areas, and designated areas of concentrated public use.

The Golden Eagle Passport is valid for a 12-month period, beginning on the date sold and expiring at midnight on the last day of the same month in the following year. For example, a Golden Eagle Passport sold on March 3, 2002, would expire on March 31, 2003. Units should sell the Golden Eagle Passport where entrance fees are charged.

3. Golden Age Passport. This \$10, lifetime, nontransferable passport allows entry without additional charge into designated units of the National Forest System, including National Recreation Areas, National Monuments, National Volcanic Monuments, National Scenic Areas, and designated areas of concentrated public use. The Golden Age Passport also entitles the holder to a 50 percent discount on use fees that are charged per vehicle, per person, or per single-family unit at certain outdoor recreation sites (FSM 2331.21c). The Golden Age passport may be issued only to citizens of, or persons domiciled in, the United States who are 62 years of age or older.

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In issuing Golden Age Passports:

- a. Sell only to applicants appearing in person.
 - b. Require applicants to show proof of age.
 - c. Require applicants to sign the passport in the presence of the issuing officer.
 - d. Treat Golden Age Passports as accountable property, using the preprinted passport number for control.
 - e. Replace worn or torn Golden Age Passports without charge.
 - f. Charge a \$10 fee to replace lost or stolen Golden Age Passports.
4. Golden Access Passport.
- a. Privileges. The Golden Access Passport (Passport) is a free, lifetime, nontransferable permit that allows the holder and persons accompanying the holder, such as a care assistant or the holder's spouse and children, to enter without charge in a single, private, noncommercial vehicle into designated units of the National Forest System, including National Recreation Areas, National Monuments, National Volcanic Monuments, National Scenic Areas, and designated areas of concentrated public use in accordance with 16 U.S.C. 460l-6a(a)(5). The Passport also entitles the holder to a 50 percent discount on use fees that are charged per vehicle, per person, or per single-family unit at certain outdoor recreation sites (16 U.S.C. 460l-6a; FSM 2331.21c).
 - b. Eligibility. The Golden Access Passport may be issued to citizens or permanent residents of United States who have been medically determined to be permanently disabled (as defined in 29 U.S.C. 705(20)) and who show adequate documentation of medically determined permanent disability. 29 U.S.C. 705(20) defines a permanent disability as a permanent physical, mental, or sensory impairment that substantially limits one or more of the person's major life activities, such as caring for oneself, performing manual tasks, walking, seeing, hearing, speaking, breathing, and learning.
 - c. Requirements for Issuance. The Passport is to be issued only to applicants who apply in person, provide adequate documentation and who sign, or designate their representative to sign, the Passport in the presence of the issuing officer. The issuing officer may assess only whether one of the forms of documentation for the Passport, described below, has been shown by the applicant. The documentation is not to be copied or retained by the agency.

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Applicants are required to show one of the following forms of documentation to establish proof of permanent disability:

(1) A statement signed by a licensed physician attesting that the applicant has a permanent physical, mental, or sensory impairment that severely limits one or more major life activity;

or

(2) A document issued by a Federal agency, such as the Veteran's Administration, which attests that the applicant has been medically determined to be eligible to receive Federal benefits as a result of disability. Other acceptable Federal agency documents include proof of receipt of Social Security Disability Income (SSDI) or Supplemental Security Income (SSI) due to disability.

or

(3) A document issued by a State agency, such as the vocational rehabilitation agency, which attests that the applicant has been medically determined to be eligible to receive that agency's benefits or services as a result of medically determined permanent disability. Showing a State motor vehicle department disability sticker, hang tag, or license plate is not acceptable documentation because those items do not identify the individual to whom that disability related permit was issued.

2331.21c - Recreation Use Fees

1. Specialized Outdoor Recreation Sites, Facilities, Equipment, and Services. Use fees may be charged at the place of use or any reasonably convenient location for specialized outdoor recreation sites, facilities, equipment, or services developed, administered, provided, or furnished by the Forest Service at Federal expense. Specialized outdoor recreation sites include, but are not limited to, campgrounds, swimming sites, boat launch facilities, and managed parking lots.

a. Ensure that campgrounds designated for charging fees have a majority of the following: Tent or trailer spaces, picnic tables, drinking water, access road, refuse containers, toilet facilities, personal fee collection by an employee or agent of the Forest Service, reasonable visitor protection, and simple devices for containing a campfire where campfires are permitted.

b. Do not charge use fees for any of the following, whether used singly or in any combination: Drinking water, wayside exhibits, roads, overlook sites, visitor centers, scenic drives, or toilet facilities. Do not charge solely for the use of picnic tables.

c. For day use areas, charge a use fee per vehicle, per person, or per recreation unit appropriate for the locale, facilities, and services provided. The payment of a campground fee should cover the use of adjacent day use sites, such as a beach.

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d. For managed parking lots, charge a use fee per vehicle. Do not charge for managed parking lots when the lot serves an area for which a use fee is charged.

2. Specialized Recreation Uses. These uses include, but are not limited to, outfitting and guiding; recreation events such as cross country runs, snowmobile races, and bicycle races; and so on. Calculate outfitting and guiding fees in accordance with the procedures in FSH 2709.11, section 37.21. Establish recreation use fees as a minimum fee or a percentage of adjusted gross receipts.

2331.22 - Criteria for Determining Admission and Use Fees

Fees must cover, as nearly as possible, the costs of operating and maintaining fee sites, areas, and facilities. In establishing fees, consider the following criteria based on the Land and Water Conservation Fund Act (FSM 2330.1):

1. The direct and indirect costs to the Government for developing, maintaining, and operating the site or area.
2. The amount charged for use of comparable facilities and services offered by the private sector in similar settings, to ensure that fees for Federally provided sites and/or areas do not undercut private sector prices.
3. The benefits received by the user, including the quality and variety of recreational opportunities offered at or near the site and special services such as the use of amphitheaters, boat launching ramps, and swimming sites.
4. The public interest served.
5. The economic and administrative feasibility of fee collection. Variable fees may be established within a site based on capacity, location, and public demand for the individual unit. Fee rates may be raised during heavy demand periods or reduced when there is a reduction in the facilities available and/or services provided.

2331.23 - Posting of Fees

Post official "U.S. Fee Area" metal signs at all entrances to admission fee areas and at all outdoor recreation sites where use fees are charged. Include notification of admission and use fees charged in any publications distributed at admission fee areas and use fee sites.

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2331.24 - Retention of 15 Percent of Fee Receipts

The Land and Water Conservation Fund Act, as amended (16 U.S.C. 460l-6a), and agency implementing regulations at 36 CFR 251.53(k) and part 291 provide that National Forests may retain, each fiscal year, up to 15 percent of receipts to cover personnel and infrastructure costs directly associated with collecting these receipts from admission fees; recreation use fees, including fees for specialized recreation events; and from Golden Age and Golden Eagle Passport sales. See FSH 6509.11k, section 34, for detailed direction on the collection of receipts for these purposes; section 34.78 of that Handbook contains examples of costs for personnel and infrastructure.

2331.25 - Administration of Campground Fees

1. Allow campground users to pay for more than one day at a time.
2. Establish the campground checkout time according to the direction issued by the Forest Supervisor.
3. Use staffed entry stations, self-service pay stations, or the National Recreation Reservation System to collect fees. Encourage use of the National Recreation Reservation System over other methods of fee collection (FSM 2334.35).
4. Refund fees paid for unused days upon request.
5. Process refunds in accordance with direction in FSM 6540 and FSH 6509.14.

2331.26 - Compliance Plans

Prepare fee compliance plans and include them in operation and maintenance plans. Compliance plans must:

1. Describe the method of fee collection for each site.
2. Include the boundary of the designated site and the schedule and procedures for checking compliance.
3. Provide practical instructions, including enforcement procedures and customer service, to employees responsible for ensuring fee compliance.
4. Comply with direction in FSH 6509.14, Collection Officer Handbook.

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2331.27 - Enforcement

Ensure that all users of designated fee sites and facilities are notified of their responsibility for payment of fees and for display of permits. Ensure that sites are properly signed and fee systems are operational so that violation notices can be issued to users who have not paid the required fee (FSM 5355).

2331.3 - Volunteer Hosts

Use volunteer hosts in campgrounds as directed in FSM 1830. Situate the host's camping site prominently so that visitors to the site are aware of the host's presence. Place signs informing the public that a host is in attendance at the entrance to the site and at the host unit.

Provide hosts with a nameplate and volunteer patch so they are identifiable to the public. Encourage hosts to present a clean, neat appearance at all times and to wear uniform vests.

Special training and orientation for volunteer hosts is encouraged.

2331.4 - Vegetation Management

Prepare a vegetation management prescription for each recreation site. The primary objective of the prescription is to create and maintain a natural environment.

2331.5 - Site Closures

There are two types of site closures: permanent and temporary.

1. Monitor sites to determine whether it is desirable to continue operation of the site or to close the site. As part of this monitoring, consider:

- a. The relationship of the site to other Forest Service sites. Are there other sites nearby that could satisfactorily serve the need?
- b. The relationship of the site to other Federal, State, local, or private sites. Could the private sector satisfactorily serve the need?
- c. Other alternative recreation opportunities.
- d. Total overall cost/benefit relationships. Although many variables affect the costs of operating and maintaining sites, carefully consider keeping sites open when cost per visitor-day exceeds \$1.50.

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2. Make every effort to stretch funds as far as possible to keep needed sites and facilities open to public use. As part of this effort, consider:

- a. Temporary or seasonal closures.
- b. The use of volunteer and other human resource programs to staff and maintain sites.
- c. User cooperation in keeping areas clean and sanitary. For instance, encouraging users to take their trash home or place it in a centralized container.
- d. The users' health and safety and level of resource damage.

3. Establish priorities under reduced funding levels by closing lesser-used sites and those sites that have alternative facilities nearby first. Also, consider reducing service or closing the site during the lesser-used portions of the week or season before full closure of the site.

4. When sites are closed temporarily, install signs explaining why the site is closed and giving directions to the nearest available facilities.

5. Close the site or facility when conditions reach the point that users' health or safety is jeopardized or unacceptable resource damage is occurring. Normally, if a water system fails and funds are not available to repair it, keep the site open without water. However, if the sanitary facilities also depend on the water system, close the entire site.

2331.6 - Supervision of Use

Supervision of recreation use or issuing citations are methods for obtaining compliance with rules and regulations. Supervision of use is preferred over issuing citations. Anticipate trouble spots and adjust supervision accordingly. Forest Service presence and contact should normally be low-key. When possible, assign full time attendants at larger sites or known trouble spots. If necessary, patrol frequently at night. Use volunteer hosts to supervise recreation use, too.

2332 - OPERATION AND MAINTENANCE

Prepare and annually update an operation and maintenance plan for recreation sites. A separate plan may be prepared for a single site or group of sites, or the plan may cover an entire Ranger District.

Give health- and safety-related items highest priority.

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2332.1 - Public Safety

To the extent practicable, eliminate safety hazards from developed recreation sites. Inspect each public recreation site annually before the beginning of the managed-use season. Maintain a record of the inspections and corrective actions taken with a copy of the operation and maintenance plan.

Immediately correct high-priority hazards that develop or are identified during the operating season or close the site.

2332.11 - Tree Hazards

Consistent with preserving the recreation resource, remove trees or tree limbs identified as hazardous at developed recreation sites. Obtain assistance from timber management, forest pest management, and recreation specialists, as necessary.

2332.12 - Other Natural Hazards

If practicable, correct known natural hazards when a site is developed and open for public use. If the hazards remain or new natural hazards are identified, take steps to protect the public from the hazards. Tailor the action taken to each hazardous situation. Consider posting signs, installing barriers, or, if necessary, closing the site to address concerns of public safety.

2332.2 - Potable Water

Construct, operate, and maintain potable water facilities in accordance with FSM 7420 and with Federal, State, and local regulations pertaining to drinking water sources. Close water systems that do not meet required health standards.

2332.3 - Waste Treatment and Disposal

Inspect vaults, septic tanks, and other waste-water systems at regular intervals to ensure that capacities are not exceeded and that the system is functioning. Prepare and maintain an operation and maintenance plan for all waste treatment or disposal facilities (FSM 7410).

2332.4 - Cleaning and Policing

Follow the cleaning and policing requirements in "Cleaning Recreation Sites," USDA Forest Service, San Dimas Technology and Development Center, California, August 1995 (SDTC 9523-1206).

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2332.41 - Refuse and Garbage Disposal

Dispose of garbage at regular intervals to eliminate conditions favorable to disease-spreading insects and rodents; minimize obnoxious odors; prevent pollution of water supplies; and prevent the defilement of natural forest beauty.

2332.41a - Pack-It-In, Pack-It-Out

To reduce the cost of solid-waste disposal, encourage forest users to carry their own solid waste to a central disposal point or to their homes. Use pack-it-in, pack-it-out at small nonfee sites.

2332.5 - Maintenance

Maintain all improvements to the standard to which originally constructed or subsequently improved or modified. Schedule light or current maintenance of the type usually performed by recreation aides during the recreation season in conjunction with the operation of developed sites.

Handle periodic or heavy maintenance involving the use of special equipment or the application of special skills on a project basis.

2333 - SITE AND FACILITY PLANNING AND DESIGN

The direction in this section applies to all Federal recreation sites and facilities on National Forest System lands.

2333.03 - Policy

1. Prepare site plans before construction, rehabilitation, or expansion of a site. Site plans must show the specific location and design of facilities and must provide for control of traffic, sanitation, public safety, site protection, grading, landscape planting, and use distribution.
2. Use the recreation opportunity spectrum class and development scale established in management plans in site designs (ex. 01, FSM 2330.3). Accommodate environmental concerns identified in the environmental assessment in site designs. Carefully consider the cost of installing facilities, as well as future operation and maintenance costs.
3. Design facilities, such as roads, barriers, paths, and water and sanitation systems, so that they are as natural, simple, and unobtrusive as possible. Design and build rustic-looking facilities so that they become part of the attraction. For example, use hand pumps rather than hydrants, plantings of berry bushes for barriers, and wood posts rather than steel posts.

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4. Design and install facilities that are:
 - a. Simple and durable in nature, adequate for the intended function, and devoid of unnecessary frills and personal preference options.
 - b. Cost-efficient both from the standpoint of initial installation and continued operation and maintenance.
 - c. In close harmony with the surrounding environment.
 - d. Safe to use and in conformance with all applicable standards.
 - e. Suitable for both traditional and nontraditional users.
 - f. In compliance with the authorities at FSM 2330.12 setting out Federal and agency requirements related to the accessibility and design of recreation programs, sites, and facilities.
5. Comply with the Forest Service Outdoor Recreation Accessibility Guidelines (FSORAG) (FSM 2330.12, para. 7) when agency programs, sites or facilities are not addressed in Federal accessibility standards (FSM 2330.12, para. 2) or when the FSORAG establishes an equal or higher standard than Federal accessibility standards (FSM 2330.12, para. 2).

2333.1 - Site Selection

In general, select the most desirable and attractive lands available for development of recreation sites. Whenever possible, lands must:

1. Be closely associated with recreation features such as lakes, streams, meadows, or unusual scenery.
2. Be accessible by planned road development.
3. Have a good water supply.
4. Have attractive vegetative cover and shade.
5. Have gentle topography with less than a 10 percent slope.
6. Have sufficient capacity to allow economical operation and maintenance.

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2333.2 - Design Narrative

The land manager shall describe the management objectives, design criteria, and limiting factors for all sites to the designer before designing begins. As a minimum, the design narrative must include:

1. Existing physical conditions.
2. Past, present, and proposed recreation opportunities and other uses.
3. Anticipated management problems that the design may minimize.
4. Management objectives and criteria.

2333.3 - Site Design Parameters

Design sites to protect vegetative cover, reduce site damage, and preserve the focal points of interest.

2333.31 - Site Protection

1. Use facilities or techniques that confine vehicles to planned roads and parking locations.
2. Locate broad and direct, although not necessarily straight, paths or walks to concentrate pedestrian use where it would most naturally occur and can best be accommodated.
3. Harden sites in naturally appearing ways in the vicinity of heavily used improvements to protect the resource.
4. Avoid designs that concentrate people in the area directly adjacent to focal point of interest.
5. Locate and arrange facilities to serve their intended function with a minimum impact on the visual resource.

2333.32 - Site Capacity

Ensure that the capacity of the site matches the desired recreation opportunity spectrum class and the ability of the site to withstand use.

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2333.33 - Integrated Accessibility/Universal Design

Ensure that new, altered or reconstructed buildings, recreation sites and constructed features utilize universal design to accommodate all people, including persons with disabilities, to the greatest extent possible. Eliminate architectural barriers that limit use or enjoyment of recreation opportunities.

2333.34 - Fire Protection

Where fires for cooking or warming purposes will be allowed, install fire-containing devices for proper control of the fire. Protect developments located on lands in highly hazardous fuel types by the construction and maintenance of a firebreak around the developed area.

2333.35 - Landscaping and Vegetation Management

Include locations and specifications for planting trees, shrubs, and ground cover in recreation site plans when needed for screening, covering construction scars, providing shade, attractiveness, controlling erosion, minimizing noise, and replacing artificial barriers for traffic control.

2333.4 - Facility Design Principles

2333.41 - Safety Factors

Incorporate design elements to promote safety and follow accepted professional engineering principles.

2333.42 - Function

Designs must serve the intended function fully, safely, and conveniently.

2333.43 - Appearance

Appearance must be appropriate to the forest environment and to the development scale of the site. The form and general shape, construction materials, and colors must combine to produce a visually pleasing facility that presents a minimum of contrast with surroundings. No ornate, elaborate, or pretentious structures shall be designed for facilities on National Forest System lands. Strive for a rustic contrast to urbanization.

2333.44 - Durability

Use durable materials to prolong the period of serviceability and facilitate economical maintenance.

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2333.45 - Form and Shape

To the extent feasible, the overall mass and outline of improvements must be inconspicuous and must not contrast unnecessarily with natural forms on the site. Design should emphasize low and predominantly horizontal lines. Strong vertical, spherical, or other unusual forms should be avoided.

2333.46 - Materials

Select materials of a rustic appearance that harmonize with the natural setting. For example, adobe stucco is appropriate in the desert and semi-desert locales.

2333.47 - Colors

Discourage the use of bright colors. Stains are preferable to paints for outside wood surfaces. In general, the earth colors usually found in forest soil, litter, bark, rock, and vegetation are most suitable in achieving the desired harmony.

2333.48 - Landscaping and Finished Grades

Use finished grades and landscape planting to soften the transition between structures and natural ground forms.

Preserve natural forest conditions to the fullest extent consistent with necessary area fireproofing and space requirements.

Prune trees and mow lawns only when clearly necessary for public health and safety. Urban-like flowerbeds, painted or whitewashed rocks or trees, and other types of decorations foreign to the natural environment are discouraged.

2333.5 - Design Criteria

Use the criteria in FSM 2333.51 through 2333.58 to determine need, location, and type of recreation site improvements.

2333.51 - Toilets

1. Locate toilets conveniently; the maximum distance a user should have to travel to a toilet is 500 feet.
2. Provide a sufficient number of toilets. As a general rule, provide one toilet for every 35 persons.

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3. Design each toilet to prevent unsanitary conditions and pollution with a minimum of maintenance and to comply with FSM 2330.12, para. 6, FSM 2330.3, para. 8, FSM 2333.03, para. 5 and FSM 2333.03, para. 5. The design narrative must address the type of toilet facility desirable for a particular site. In determining the type of toilet facility to install, consider initial cost, future operation and maintenance costs, accessibility, and the recreation opportunity spectrum class of the site (FSM 2330.3, ex.01).

2333.52 - Recreational Vehicle Sanitary Stations and Waste Water Disposal

Design and install Forest Service recreational vehicle (RV) dump stations only where there is environmental pollution from indiscriminate roadside dumping by persons using Forest Service facilities and/or where commercial RV dump stations are not available within a reasonable driving distance. Encourage the private sector to develop these facilities, and provide the private sector with every opportunity to do so before the Forest Service develops them. Gray water collection and handling systems may be provided on-site when necessary to prevent environmental pollution. Comply with the accessibility requirements for such facilities (FSM 2330.12, para. 6, FSM 2330.3, para. 8, and FSM 2333.03, para. 5).

2333.53 - Refuse and Garbage Disposal

Provide adequate numbers of receptacles, and position them to facilitate litter control. Large, centralized containers or clusters of containers are usually more cost-effective than scattered small containers; use large or clustered containers where practical. Comply with the accessibility requirements for such receptacles and containers (FSM 2330.12, para. 6, FSM 2330.3, para. 8, and FSM 2333.03, para. 5).

2333.54 - Drinking Water

All water facilities where water is intended for human consumption must meet the standards in FSM 7421, FSM 2330.12, para. 6, FSM 2330.3, para. 8, and FSM 2333.03, para. 5.

2333.55 - Roads and Parking Areas

Design roads and parking areas to provide adequate and safe public access with minimum maintenance costs. Roads must be "laid on the land" with the least possible intrusion on the landscape. For more efficient administration, sites should have a single entrance.

2333.56 - Vehicle Control

Confine all vehicles, towed as well as self-propelled, to roads and parking areas.

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2333.57 - Convenience Facilities

Convenience facilities serve as a source of comfort to forest visitors, rather than meeting their health and safety needs or protecting resources. Design and install convenience facilities to be suitable for the site where they will be located and the use they will receive. FSM 2330.3, exhibit 01, displays the types of convenience facilities normally provided, depending on the planned recreation opportunity spectrum class and development scale. Facilities must comply with FSM 2330.12, para. 6, FSM 2330.3, para. 8, and FSM 2333.03, para. 5.

2333.58 - Information Facilities

Install signs and posters where necessary or helpful to visitors, but keep them to a minimum. Provide bulletin boards at a central location for rules, regulations, time limits, and other special information. Information facilities shall comply with FSM 2330.12, para. 6, FSM 2330.3, para. 8, and FSM 2333.03, para. 5.

2333.6 - Final Drawings

Once development is completed, mark a print of the site layout drawings to show any changes made during actual construction. It must show or be accompanied by detail sheets showing pertinent details, such as the location of waterlines, drains, unions, and valves. Also include detailed drawings showing changes in water-treatment and wastewater systems.

2334 - CAMPGROUNDS AND PICNIC GROUNDS

Comply with the following specific direction and that contained in FSM 2333 for campgrounds and picnic grounds.

2334.03 - Policy

1. Separate camping and picnicking activities whenever practicable.
2. Avoid intermingling facilities for large group use with those designed for family-type use.
3. Roads must conform to the terrain wherever possible, with a minimum of cuts and fills.
4. Do not provide sports and play facilities such as swings, teeter-totters, formal horseshoe pits, and baseball diamonds at campgrounds and picnic grounds. However, open, level areas may be provided for impromptu sports such as frisbee throwing, volleyball, and softball.

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5. Normally do not provide showers at National Forest campgrounds. In isolated instances where showers are provided, charge a fee for their use.
6. Do not provide individual utility hookups at National Forest campgrounds except when the following criteria are met and documented:
 - a. There is no opportunity for private sector development or expansion.
 - b. A contrast with urbanization can be maintained.
 - c. Daily fees can be set at a rate that will pay for the additional construction cost and operation and maintenance.
 - d. Night-time heat and humidity conditions render sleep unrealistic without air-conditioning.
7. Firewood may be provided by the Forest Service or by vendors under permit where it is necessary to protect the site and surroundings. Otherwise, encourage visitors to gather their own firewood as an important part of the recreation/natural experience.

2334.1 - Site Selection

Sites for campgrounds and picnic grounds shall meet criteria in FSM 2333.1.

2334.2 - Site Development

Develop campgrounds and picnic grounds to meet design criteria in FSM 2333.5.

2334.21 - Water Supply

Locate hydrants close to each toilet so one hydrant can serve several camp or picnic units. Wells with single hand pumps may serve 15 to 20 units. It is not necessary to furnish water at every site. If the site is dry, post the location of the nearest water source clearly.

2334.22 - Interior Roads

Design roads to accommodate the types of recreation vehicles appropriate to the recreation opportunity spectrum class. Initial location and design must provide for traffic control by taking advantage of cover, natural barriers, and toe of slopes.

2334.23 - Parking Areas and Spurs

Each campground unit must be served by a parking spot or spur that allows safe vehicle parking off the main campground loop road. The last 25 feet of each parking spur should be level, except for the 1-to-2-percent slope necessary for drainage, and as close to the natural grade as possible.

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Parking spurs required to be accessible shall comply with the Federal accessibility guidelines on outdoor developed recreation areas, as supplemented by the Forest Service, and other applicable authorities set out at FSM 2330.12 (FSM 2330.12, para. 6, FSM 2330.3, para. 8, and FSM 2333.03, para. 5).

2334.24 - Water Access Facilities

Install facilities for boat moorings when campgrounds and picnic grounds are accessible only by boats and when lake bottom and shoreline characteristics do not permit boats to be drawn up safely on the beach for short-term or overnight storage. Boat moorings consisting of docks, piers, jetties, or tie-up anchorages located along the shore shall be in compliance with Federal boating and fishing accessibility guidelines (FSM 2330.12, para. 6, FSM 2330.3, para. 8, and FSM 2333.03, para. 5).

2334.25 - Sports and Play Facilities

Limit improvements for sports and play facilities to clearing the land of shrubs, occasional small trees, rocks, and other obstacles and to smoothing and vegetating the surface for the safety of the users.

2334.26 - Camping Units

A standard camping unit consists of a table, fire grill or ring, parking spur, and space for a tent or expansion space to accommodate a recreational vehicle. Locate units at least 25 feet from the edge of the campground road and at least 100 feet from lakes, streams, toilets, and main roads.

Camping units must provide for use of the maximum variety of camping equipment without separate loops or areas for tent or recreational vehicle use, except where local terrain or patterns of use indicate that segregation is practical and desirable. All site furnishings provided in camping units shall comply with the Federal accessibility guidelines on outdoor developed recreation areas, as supplemented by the Forest Service (FSM 2330.12, para. 6, FSM 2330.3, para. 8, and FSM 2333.03, para. 5).

1. Tent Camping Units. Tent camping units are appropriate where terrain restrictions preclude development of a spur to accommodate recreational vehicles (RVs). The parking spur is not the focal point of use. A tent camping unit normally should include a 30-foot parking spur, 12-by-16-foot, level tent pad, table, and fireplace. Parking and all tent camping elements shall comply with the Federal accessibility guidelines on outdoor developed recreation areas, as supplemented by the Forest Service (FSM 2330.12, para. 6, FSM 2330.3, para. 8, and FSM 2333.03, para. 5)

2. RV Camping Units. The parking spur is the focal point of use for RV camping units. Provide at least 210 square feet of usable camping space next to the spur.

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- a. RV camping units should include a parking spur that is at least 50 feet long or a pull-through spur, a picnic table, and a stove, grill, or fire ring. Parking and all camping unit elements shall comply with the Federal accessibility guidelines on outdoor developed recreation areas, as supplemented by the Forest Service (FSM 2330.12, para. 6, FSM 2330.3, para. 8, and FSM 2333.03, para. 5).
- b. Where feasible and appropriate to the setting, the remaining parking spurs not addressed by the Federal accessibility guidelines on outdoor developed recreation areas, as supplemented by the Forest Service (FSM 2330.12, para. 6, FSM 2330.3, para. 8, and FSM 2333.03, para. 5), should be at least 16 feet wide.

2334.27 - Picnic Units

A standard single picnic unit consists of one picnic table and, in some cases, a stove, grill, or fireplace. All site furnishings provided in picnic units shall comply with the Federal accessibility guidelines on outdoor developed recreation areas, as supplemented by the Forest Service (FSM 2330.12, para. 6, FSM 2330.3, para. 8, and FSM 2333.03, para. 5). Some of the sites may be provided with 16-foot stationary tables to accommodate two-family use. Space picnic units to permit privacy and prevent overuse.

2334.28 - Group Campgrounds or Picnic Grounds

Sites designed and developed for organized group camping or picnicking may vary in site modification and resulting recreation experiences to the same degree as family-type campgrounds or picnic grounds. The important improvements are:

1. Roads and Parking Areas. Provide entrance gates so that it is possible to close and reserve the site. A service road that permits a vehicle to bring food to the food preparation area is frequently necessary. Parking capacity must accommodate the carrying capacity of the site.
2. Cooking Facilities. Provide each site or component in a group campground or picnic area with a large, open fire grill. A food preparation table may be needed in most group campgrounds, and a food service table is needed in both group campgrounds and picnic areas. All site furnishings provided in group use sites shall comply with the Federal accessibility guidelines on outdoor developed recreation areas, as supplemented by the Forest Service (FSM 2330.12, para. 6, FSM 2330.3, para. 8, and FSM 2333.03, para. 5).
3. Water and Sanitation Facilities. Drinking water must be available in the food preparation or food service area. Locate toilets at least 100 feet from the food preparation area.
4. Other Improvements. Developed campfire circle areas are usually desirable. Normally, do not construct covered shelters. Open areas for organized sports may be furnished, but do not furnish facilities for such activities.

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2334.29 - Overflow Camping Areas

Overflow areas accommodate visitors who want to remain in an area for a short duration, usually one night or a weekend, but cannot find a vacant spot at either public or private development, and cannot be reasonably turned away late in the day or reasonably expected to return home.

Normally, provide only sanitation facilities. Establish stay limits in overflow areas to protect the resources and to avoid siphoning use from other developed sites. In most cases, allow stays of only 1 or 2 days' duration, and do not allow use when sites are available at regular campgrounds.

Design areas so it is easy to close them when they are not in use. Inspect for and reduce hazards at regular intervals.

2334.3 - Administration

Administer campgrounds and picnic grounds according to the requirements of FSM 2331.

2334.31 - Site Attendants

Station site attendants in larger, heavily used fee sites.

2334.32 - Site Management

Do not allow overcrowding, either by doubling up at single-family units or by camping or picnicking between units. When a site is occupied to capacity, direct visitors to other sites or to overflow areas. Provided overcrowding does not occur, concentrate use in a few sites as opposed to the same amount of use scattered throughout all sites.

2334.33 - Limits of Stay

Establish limits of stay when:

1. Resource damage is occurring.
2. Visitors cannot use facilities because of the monopolization of a few.
3. Persons are using sites as season-long residences.

Establish stay limits on a site-by-site basis only after a thorough study determines the need for such limits. Stay limits may range from a few days to a month. Normally, unless there are compelling reasons to do otherwise, use a 14-day limit.

Forest Supervisors must consider the effect stay limits might have on energy conservation. Within the established limits, encourage visitors to extend their stays at one site as opposed to their using more gasoline to travel from one site to another.

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2334.34 - Special Public Services

In general, do not permit stores, restaurants, and other commercial developments within campgrounds and picnic grounds. If the public requires special services, such as equipment rental (for example, rental of boats, bathing suits, or towels), clothes lockers, or shuttle transportation, they may be authorized under a special use authorization (FSM 2343.7). Before these services are authorized, a determination shall be made that there is a need for them that cannot be met on nearby private lands, that it would be financially viable to provide these services, and that they can be furnished at reasonable rates. If facilities are provided, they shall comply with FSM 2330.12, para. 6, FSM 2330.3, para. 8, and FSM 2333.03, para. 5.

2334.35 - Reservation Services

Provide users opportunities for making reservations when it is desirable for the public to have assurance that facilities will be available on a given day. To reduce administrative costs associated with collecting and processing fees and to enhance customer service, encourage the use of the National Recreation Reservation System (NRRS) rather than fee collection services.

1. The NRRS, a service provided under a national contract, is available for all developed recreation facilities, but it also may include cabins, wilderness entry permits, river permits, cave tours, and other specialized recreation opportunities where public demand is high.
2. All National Forest System units providing reservation services are required to use the NRRS contractor, to the exclusion of any other source or vendor. See FSM 2344.31 for direction on the application of the NRRS to concessionaires.

2335 - DEVELOPMENT OF SITES OTHER THAN CAMPGROUNDS AND PICNIC GROUNDS

2335.1 - Boating Sites

Develop suitable boating sites along lakes, reservoirs, and rivers primarily to launch boats. Sites may also offer boating services, including mooring space, repair services, boat rental, and the sale of gasoline, oil, and miscellaneous items. When these types of services are desirable, allow concessionaires to provide them under a special use authorization (FSM 2343.2 and 2721.52). Facilities that are provided shall comply with the Federal accessibility guidelines on outdoor developed recreation areas, as supplemented by the Forest Service (FSM 2330.12, para. 6, FSM 2330.3, para. 8, and FSM 2333.03, para. 5).

2335.11 - Design

In addition to the specifications in FSM 2333 consider the following:

1. Segregate boating sites from swimming sites.

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2. Consider high winds and extreme fluctuations in water level in planning and designing boating facilities.
3. Situate overhead structures, such as utility lines, so as to avoid their being hit by masts.
4. Use bulletin boards to inform users of safety and conditions of occupancy and use of the site and adjacent waters.
5. If a campground or picnic ground is not adjacent to the boating site, provide sanitary facilities on the site.
6. Design facilities in accordance with FSM 2330.12, para. 6, FSM 2330.3, para. 8, and FSM 2333.03, para. 5.

2335.12 - Administration

See FSM 2331 for general guidelines. It is desirable to have an attendant present to supervise use during peak periods at heavily used boating sites.

2335.12a - Safety Considerations

The safety portion of the operations and maintenance plan must address boating speed limits and the conflict between swimming and wading at boat launching sites.

2335.13 - Operation and Maintenance

See FSM 2332 for general guidelines. The operations and maintenance plan must include specific instructions for operation and maintenance of all facilities.

2335.2 - Swimming Sites

In areas where swimming use occurs, an evaluation should be made to determine the need for development.

2335.21 - Design

1. Develop swimming sites only where it is possible to mitigate hazardous conditions. Hazardous conditions include:

- a. Frequent breakers over 4 feet high.
- b. Rough, rocky bottom.
- c. Submerged stumps, snags, rocks, and other entanglements.

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- d. Unpredictable water level fluctuation of more than 1 foot per hour.
 - e. Current velocity of more than 5 miles per hour.
 - f. Dangerous undertows and riptides.
 - g. Sharp metal, glass, and other dangerous debris.
 - h. Underwater gradient greater than 10 feet in first 100 feet from shore.
2. Picnicking facilities are desirable in the vicinity, but do not locate them on sandy beaches or in close proximity to pools.
 3. When they are necessary, locate toilets, dressing rooms, or bathhouses in the vicinity of the beach or pool and within reasonable walking distance of central parking area. Dressing rooms or bathhouses are not usually necessary in swimming sites adjacent to campgrounds.
 4. Do not provide diving boards and swimming rafts.
 5. Ensure that new or reconstructed beach access routes comply with the beach access routes section of the Federal accessibility guidelines on outdoor developed recreation areas, as supplemented by the Forest Service (FSM 2330.12, para. 6, FSM 2330.3, para. 8, and FSM 2333.03, para. 5).

2335.22 - Administration

Developed swimming sites must be as safe as practicable for visitor use through good design, maintenance, and administration.

1. Take the following special precautions at developed swimming sites:
 - a. Appropriately post sites with safety messages.
 - b. Install depth markers.
 - c. Provide first-aid equipment where practicable.
 - d. Clearly delineate the site.
 - e. When waters serve both swimmers and boaters, install waterway regulatory buoys to designate no-boating zones.

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2. Analyze each site to determine the need for lifeguards. Some site factors to consider are:

- a. Physical characteristics, such as size and configuration.
- b. Water depth and clarity.
- c. Uncontrollable hazardous conditions, such as water temperatures, currents, and sudden gusty winds.
- d. Visitor-use characteristics, such as number, age, overcrowding, and rowdiness.
- e. Other factors that may affect safety.

3. Provide a lifeguard or waterfront supervisor if the analysis indicates one is needed to operate within tolerable safety limits and the demand and values derived justify the cost. If the analysis indicates that a lifeguard is necessary, but the demand and values do not justify the cost, do not develop the site. If the site is already developed, implement other alternatives, including altering or closing the site. Document the analysis that led to the determination. Service-wide, there are relatively few areas where lifeguards are considered necessary.

4. Post cautionary signs at developed swimming sites when no lifeguard is on duty.

2335.23 - Operation and Maintenance

See FSM 2332 for general guidelines. Monitor water quality in accordance with FSM 2542.

2335.3 - Observation Sites [Reserved]

2335.4 - Target Ranges

Authorize Government-owned improvements at target ranges on National Forest System lands when they would be consistent with the standards and guidelines in the applicable Forest land and resource management plan and would enhance forest management by improving public safety, providing recreational opportunities, or consolidating dispersed target shooting; prepare a safety plan and an environmental stewardship plan for such Government-owned target ranges (see FSH 2709.11, sec. 41.46f for further direction on preparing these plans). To save money and to operate more efficiently, whenever possible enter into agreements with State governments, local governments, or private organizations that provide for cost-sharing for target range design, construction, operation, and maintenance, with title to the target range improvements remaining with the Government.

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See FSM 2340.3, 2343.9, and 2721.46, and FSH 2709.11, section 41.46, for further direction on requirements related to target ranges, including the process for special use authorizations, National Environmental Policy Act (NEPA) analysis and documentation, the environmental stewardship plan, and the safety plan.

2336 - MAP SALES

See FSM 6532.7 and 7149 for direction on sales of maps.