Wilderness Information Needs Assessment (INA)

Introduction:

This paper documents a suggested process for completing a Wilderness Information Needs Assessment, commonly referred to as an “INA.” An “information needs assessment” can be defined as “a structured approach for determining data collection, storage and analysis needs by first identifying and prioritizing local management requirements.” INA’s are conducted to ensure information is available, of sufficient quality and in the right format, to support key decisions related to wilderness stewardship - while making the most efficient use of limited resources.

The benefits of conducting an INA are many and varied:

- Most significantly, a completed INA will increase the effectiveness of our limited resources by focusing our information management efforts on the most pressing issues with the highest possible return on the investment.
- Those units completing an INA for an individual wilderness can claim 2 additional points under Element 9 (Information Management) of the 10 Year Wilderness Stewardship Challenge.
- By completing an INA, wilderness staff will have an increased likelihood of making measurable progress on other elements of the Challenge, including Element 5 (Opportunities for Solitude), Element 6 (Recreation Site Inventory) and Element 8 (Adequate Plan Standards).
- Those units having conducted an INA are more competitive to receive NFIM (inventory & monitoring) funds. Primary purpose direction for NFIM requires that inventories funded through NFIM be documented in an INA and approved by the responsible official. A completed INA may also increase competitiveness for NFRW funds by clearly articulating needs and specific work tasks, particularly if the INA is signed off by the local line officer.
- The INA, if conducted appropriately, brings staff experts together from various program areas to discuss collective wilderness management responsibilities. It also provides an opportunity to engage line officers on wilderness management issues.
- Completion of an INA can provide a jump start to the development or revision of a wilderness plan.

It should be mentioned at the outset that there is no one right way to conduct an INA for wilderness. Managers are encouraged to take the basic principles contained in this paper and to be creative by making modifications to suit local conditions or for streamlining the analysis. Going one step further, those who make substantive modifications to this process are encouraged to share them for posting on the toolboxes on Wilderness.net for others to emulate.

While recognizing there is no single format that all must follow, there are some basic concepts that should be applied to get the benefit of conducting an INA:

- The INA must be conducted for an entire wilderness. Conducting an analysis for anything less does not meet the basic standards of an INA.
- The INA must consider the management of resources within wilderness beyond just those dealing with the various aspects of recreational use.
- The INA must address each of the primary components of wilderness information management as depicted in Figure 1 below, instead of focusing on just the data collection requirements.
- The INA should be developed by an Inter-Disciplinary Team (IDT), and not solely by the wilderness manager working independently.
Objective & Deliverables:

The objective of this paper is to propose a process that:

1. Provides focus to data collection, storage and analysis activities by first prioritizing the information needed to support the most critical wilderness stewardship decisions;
2. Makes the manager think through all aspects of their endeavor before any work commences;
3. Encourages integration;
4. Is straight-forward and not overly complex; and
5. Is realistic in terms of the time commitment and the skills that are required.

The amount of time required to complete an information needs assessment is quite variable, depending on the complexity of the wilderness and the level of detail contained in the analysis. Experience gained during the pilot testing of this approach indicated the time commitment to be between 3-5 days for the INA coordinator, typically the wilderness manager, and between ½ and a full day for each of the resource specialists.

At the completion of an INA, the following deliverables (products) will be generated:

1. A prioritized threats matrix;
2. A prioritized listing of information needs; and
3. A realistic work plan that looks ahead 5-years.

Process:

Step 1 – Identify Assessment Area:

The first step is to define the area that will be included in the assessment. Typically, an INA is conducted for a single wilderness. An INA should never be conducted for an area less than an entire wilderness (e.g., for the portion of a jointly managed wilderness on an individual national forest). A single INA can be done for multiple wildernesses managed as a complex only if the issues are the same for each of the different wildernesses. At the least, there are “economies of scale” – that is, if a person needed to complete more than one INA, the second and subsequent iterations would not take as much effort as the first.
It should be noted that some forests are conducting forest-wide INA’s to fulfill the requirement for NFIM funded resource inventories. It is imperative that wilderness managers participate in these assessments to make sure the needs of their program are integrated with other program areas. However, as mentioned above, the analysis may need to be expanded to encompass an entire wilderness if it is shared with an adjoining forest.

**Step 2 – Identify Issues of Concern and Assign Initial Priority:**

The next step is to identify the issues of greatest concern for the assessment area. This step is best accomplished by convening a meeting of representatives from the various resource staffs. In addition to the wilderness manager and other key wilderness management staff, other staffs to be involved will be place dependent, but may include: fire resource management, botany, trails, air resource management, fish & wildlife, special uses and public affairs. It is also advisable that a line officer be present. The interaction that results when all appropriate resources are represented at a face-to-face meeting is far preferable to meeting with each of the resource specialists independently. This initial meeting can typically be accomplished in a 4-hour session.

In order to make the specialist’s time more productive, it is suggested they be briefed ahead of time on the overall objectives of the interdisciplinary session and they be asked to bring materials with information about data sources for their program area in the wilderness of interest to that meeting.

The convened interdisciplinary team should use and modify the wilderness threats matrix found in Appendix A. This matrix is adapted from The Wilderness Threats Matrix: A Framework for Assessing Impacts by David Cole (Research Paper INT-475.) which provides a useful framework for identifying the specific issues of greatest concern to a particular wilderness. The cells are defined by the intersection of the potential threats to wilderness, such as the grazing of livestock, and the specific attributes of wilderness character which may be affected by that threat, such as aquatic systems. The column and row headings in the framework are only suggestions.

First, the IDT should customize the list of potential threats to reflect the situation on the ground in the area of interest and to represent the issues of greatest local concern. Be sure to consult existing planning documents for specific guidance and monitoring requirements. Most of this discussion should be focused on known or existing threats, though be sure to also consider emerging issues. Similarly, the attributes of wilderness character should be modified to reflect specific or place-dependent aspects of a specific wilderness. Be sure to review the legislative history for the specific wilderness for unique wilderness qualities or attributes. If you end up with more than 8 threats or 10 attributes of local interest, you are probably cutting things too finely and it will complicate the prioritization and ranking that occurs later in the process.

You may also want to consult Keeping It Wild: An Interagency Strategy to Monitor Trends in Wilderness Character Across the National Wilderness Preservation System (RMRS-GTR-212) which presents the monitoring framework under development for assessing trends in wilderness character. Structured around the four qualities of wilderness character, the framework suggests key monitoring questions, indicators and measures, along with potential data sources.

Adequate time should be spent with the IDT defining what is meant by each of the threats and attributes of wilderness character to ensure a consistent understanding of the issues by all those
participating in the process. It is wise not to assume that all the resource specialists are familiar with wilderness management laws, policy and philosophy.

The next step is to quantify the various threats in your matrix. Using the recommended rubric provided in Figure 2, evaluate the potential impact of the particular threat on a specific attribute by considering: (1) the intensity and magnitude of the impact, as a departure from baseline; (2) the likely duration of the impact; and (3) the area affected, as a percent of the wilderness. The basis for making this determination should use all available information including existing monitoring results, personal observations as well as professional opinion from the resource specialists. Baseline is typically viewed as synonymous with time of designation.

Add up the three individual considerations and divide by three to calculate the impact score.

<table>
<thead>
<tr>
<th>Impact Score Guidance for Threat Matrix</th>
</tr>
</thead>
<tbody>
<tr>
<td>Wilderness Character Attribute:</td>
</tr>
<tr>
<td>Threat:</td>
</tr>
<tr>
<td>Consider:</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Intensity &amp; Magnitude as departure from baseline</td>
</tr>
<tr>
<td>Duration of Impact</td>
</tr>
<tr>
<td>Extent (Area as percentage of Wilderness)</td>
</tr>
</tbody>
</table>

Impact score: ___ + ___ + ___ / 3 = ___

Figure 2. Rubric for quantifying the potential impact of a particular threat on a specific attribute

The next step is to determine the current knowledge gap for the specific threat on the attribute of interest. The rubric provided in Figure 3 can aid in this assessment by considering: (1) the current understanding about cause-and-effect relationships between the threat and the attribute; and (2) existing empirical data about the extent and severity of impacts.

Add up the two considerations and divide by two to calculate the knowledge score.

<table>
<thead>
<tr>
<th>Knowledge Score Guidance</th>
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<tbody>
<tr>
<td>Wilderness Character Attribute:</td>
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<tr>
<td>Threat:</td>
</tr>
<tr>
<td>Consider:</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Understanding of cause-and-effect Relationships</td>
</tr>
<tr>
<td>Empirical data about extent and severity of impacts</td>
</tr>
</tbody>
</table>

Knowledge score: ___ + ___ / 2 = ___
Figure 3. Rubric for quantifying the knowledge gap for the potential impact of a particular threat on a specific attribute

Complete this assessment for each of the cells in the matrix. Enter a zero in those cells which are not applicable in this wilderness. Then, once impact and knowledge scores have been recorded in each of the cells, the top 3-6 information needs (expressed as a threat with a high potential impact, associated with a low knowledge score) should be identified on a second pass through the matrix, though not yet ranked. This step can be accomplished by the entire team, or with the wilderness manager working independently with the line officer. The process used to assign priority, and the associated rationale, should be as transparent as possible to maintain the buyoff of all the stakeholders involved.

It may make sense to lump several of the attributes of wilderness character together when they are affected by the same threat and monitoring them at the same time makes sense. For example, when monitoring campsite condition which can degrade resources from recreation over-use, it often makes sense to monitor both vegetation and soils. These should be listed as a single information need.

The assignment of priorities should involve the weighing of several factors, including:

- Relative significance of the impact and the existing state of knowledge
- Urgency for management action and the likely effectiveness of those actions, if taken
- Cost
- Public concerns or issues

In short, the process of assigning priority to the information needs attempts to identify those issues that may be the focus of management actions in the near future that will depend upon information to support the decision-making process.

At this point, the top 3-6 information needs are identified but not ranked. Whether the number is 3, 4, 5 or 6 is a local decision that should be based on the complexity of the wilderness and the relative capacity of the local wilderness program, as well as other resource staffs, for taking management actions. While identifying more information needs does result in additional work to complete this INA, it does also provide a greater return on the investment by identifying linkages between different information management efforts, such as opportunities for integrated monitoring and coordinated database development.

**Step 3 – Define Information Needs for Priority Issues:**

A separate Wilderness Information Needs Assessment Worksheet (see Appendix B) should be completed for each of the top 3-6 priority information needs identified in Step 2. These worksheets are typically filled out by the appropriate resource specialist(s) with the most intimate knowledge of the particular issue.

The worksheet data entry fields include:

<table>
<thead>
<tr>
<th>Field Name</th>
<th>Data Entry Required</th>
</tr>
</thead>
<tbody>
<tr>
<td>Issue / Threat</td>
<td>Describe the threat identified in the column heading from the Wilderness Threats Matrix. Be as specific as you can.</td>
</tr>
<tr>
<td>Attribute(s) Affected</td>
<td>Describe the attribute, or attributes, of wilderness character potentially affected by this issue or threat. Be as specific as you can.</td>
</tr>
<tr>
<td><strong>Question</strong></td>
<td>Define the key questions you want to address through data collection and analysis. This can be a single question or it can be multiple – the more specific, the better. Typically these questions address the management decisions that are needed.</td>
</tr>
<tr>
<td><strong>Data Collection Needs</strong></td>
<td>Identify the specific data needed to address this information need. Be sure to consider both tabular (attribute) and spatial data.</td>
</tr>
<tr>
<td><strong>Data Collection Protocol</strong></td>
<td>Document the protocol(s) that will be used to collect data to address this information need. Indicate if this protocol currently exists or if it will need to be developed.</td>
</tr>
<tr>
<td><strong>Database</strong></td>
<td>Identify the database that will be used to store and manage the data. Indicate if this database currently exists or if it will need to be developed. If the data are to be managed without a database, note that here.</td>
</tr>
<tr>
<td><strong>Analysis Protocol</strong></td>
<td>Document the protocol(s) that will be used to analyze the data to address this information need. Indicate if this protocol currently exists or if it will need to be developed.</td>
</tr>
<tr>
<td><strong>Information Products</strong></td>
<td>List the information products that will be generated to address this information needs. Typically the information products include reports and/or maps. Be as specific as you can, preferably including a sample report or a map.</td>
</tr>
<tr>
<td><strong>Information Use</strong></td>
<td>Describe how this information will be used in the decision making process. Indicate the job titles of the position(s) that will be making the decision (ex. district ranger), as well as the potential outcomes.</td>
</tr>
<tr>
<td><strong>Other Program Areas Involved</strong></td>
<td>Identify the other (non-wilderness) program areas that will be involved at some point in this process, being sure to describe the role they will play.</td>
</tr>
<tr>
<td><strong>Cost Estimate</strong></td>
<td>Develop an approximate cost estimate for producing the information needed to address this priority need (refer to Appendix C for a suggested Costing Tool).</td>
</tr>
<tr>
<td><strong>Other</strong></td>
<td>Document any other relevant information not covered elsewhere in this worksheet.</td>
</tr>
</tbody>
</table>

The development of a reasonable cost estimate is typically the most challenging aspect of this part of the INA. There are so many variables, providing specific recommendations on costing are problematic. It is suggested you think through each of the steps in the process (development of a data collection protocol, data entry, etc.) and estimate the amount of time each task will take, as well as the job position that would most likely accomplish the work, along with their salary rate. Don’t include the costs already incurred, such as the development of an existing protocol - just include those from this point forward.

A Costing Tool has been provided (Appendix C) to help with this step. The tool is provided to help you think through the costs associated with each of the steps in the process. The basic currency are salary costs, so think in terms of the number of days that will be required to complete each of the steps. Don’t
get too bogged down in detail. Absolute costs are not as important as relative costs. The intent of this process is to come up with a reasonable and defensible cost estimate that is of sufficient refinement to aid in the assignment of the priority rankings in Step 4.

**Step 4 – Assign Priority Ranking to Issues:**

Working either with the whole interdisciplinary group or directly with the line officer, assign a numerical rank to each of the top 3-6 priority information needs giving honest consideration to existing and reasonably foreseeable staff and funding constraints.

The criteria that are to be used to rank priority issues can be developed ahead of time by the wilderness manager and the local line officer and then provided to the IDT, or they can be created with the IDT’s involvement. Considerations will likely include the same factors as used during the prioritization process in Step 2 (significance of threat, urgency for action, cost, public concerns/issues) but may include other factors. If the IDT is used for this step, the challenge will be getting the resource specialists to think beyond their specialty and approach this ranking with a more holistic approach in the context of wilderness stewardship. Whatever process is used, it is important for the ranking step to have transparency, which gives validity to the results and future management actions.

Be aware of opportunities to involve partners and leverage external funding sources. This ranking is important if you cannot accomplish everything in your work plan. The presumption of this exercise is that you will focus on accomplishing the steps needed to address the highest ranked information need before moving on to the next. The ranking takes place at this point, instead of during Step 2 because it is assumed this decision will at least in part be based on the estimated workload and cost.

**Step 5 – Build a Realistic Work Plan:**

Construct a work plan to produce information needed to address the most critical wilderness stewardship issues, looking ahead 5 years. A blank work plan form is enclosed in Appendix D.

The work plan data entry fields include:

<table>
<thead>
<tr>
<th>Field Name</th>
<th>Data Entry Required</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fiscal Year</td>
<td>Enter the fiscal year for this work item.</td>
</tr>
<tr>
<td>Priority Rank</td>
<td>Enter the numerical rank assigned this information need in Step 4.</td>
</tr>
<tr>
<td>Issue / Information Need</td>
<td>Enter the Issue / Information Need identified in the Wilderness Threats Matrix.</td>
</tr>
<tr>
<td>Specific Work Item(s)</td>
<td>Enter the task to be accomplished in the specified fiscal year. Potential work items include:</td>
</tr>
<tr>
<td></td>
<td>• Protocol development</td>
</tr>
<tr>
<td></td>
<td>• Database development</td>
</tr>
<tr>
<td></td>
<td>• Field data collection</td>
</tr>
<tr>
<td></td>
<td>• Computer data entry</td>
</tr>
<tr>
<td></td>
<td>• Data analysis</td>
</tr>
<tr>
<td></td>
<td>• Data analysis</td>
</tr>
<tr>
<td></td>
<td>• Report production</td>
</tr>
</tbody>
</table>

7
Map production

<table>
<thead>
<tr>
<th>Task</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cost Estimate</td>
<td>Enter a cost estimate for this task in the specified fiscal year. This estimate may need to be more refined than the estimate produced in Step 3.</td>
</tr>
<tr>
<td>Funding sources</td>
<td>Identify all potential funding sources. Include a likely percent mix of funding, if appropriate. Also consider the potential contribution from volunteers and other partners.</td>
</tr>
<tr>
<td>Timing</td>
<td>Describe the timing for this task by month or FY quarter, and identify any dependencies that exist for this task to proceed as planned.</td>
</tr>
<tr>
<td>Responsibilities</td>
<td>Identify the parties responsible for conducting this work item.</td>
</tr>
</tbody>
</table>

The operative word here is “realistic.” For this process to be meaningful, those developing the work plan should be soberly pragmatic about what level of workload, and the associated commitment of funds, is reasonable to expect. It does little to serve the cause of information management if an overly optimistic plan is developed but then gets shelved immediately because of the disconnect between what you’d like to do and what you actually have the capacity to accomplish.

That being said, it is probably reasonable to go one-step beyond the work you can accomplish with the funding you expect to get. It is important to be able to articulate exactly what you would plan to accomplish if more funding, or other resources, became available. It admittedly is a delicate dance: to have your work plan be based on level of funding it is reasonable to anticipate, but to also be able to respond nimbly if more resources were at your disposal.

**Step 6 – Feedback:**

Re-evaluate the work plan each year, making adjustments as needed to either remove items as they are completed, add new items as experience is gained, or make other modifications due to changes in resource availability. The entire INA should be revisited every 3-years or so to see if new issues / information needs have emerged, or if other previously ranked issues have fallen in their importance.
# Appendix A - Wilderness Threats Matrix

<table>
<thead>
<tr>
<th>ATTRIBUTES OF WILDERNESS CHARACTER</th>
<th>POTENTIAL THREATS</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Recreation</td>
</tr>
<tr>
<td>Untrammeled Quality</td>
<td>Untrammeled Wilderness</td>
</tr>
<tr>
<td>Natural Quality</td>
<td>Air</td>
</tr>
<tr>
<td></td>
<td>Aquatic systems</td>
</tr>
<tr>
<td></td>
<td>Soils</td>
</tr>
<tr>
<td></td>
<td>Vegetation</td>
</tr>
<tr>
<td></td>
<td>Wildlife</td>
</tr>
<tr>
<td>Undeveloped Quality</td>
<td>Ecosystems / landscapes</td>
</tr>
<tr>
<td>“Outstanding Opportunities” Quality</td>
<td>Developments</td>
</tr>
<tr>
<td></td>
<td>Cultural resources</td>
</tr>
<tr>
<td></td>
<td>Opportunities for solitude</td>
</tr>
<tr>
<td></td>
<td>Opportunities for primitive recreation</td>
</tr>
</tbody>
</table>

Assign impact and knowledge scores for each potential threat on each wilderness attribute. Enter 0 (zero) for not applicable.
## Appendix B - Wilderness Information Needs Assessment Worksheet

<table>
<thead>
<tr>
<th>Wilderness Name:</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Issue / Threat:</th>
<th>What issue or threat do you need information for in order to inform the decision making process?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Attribute(s) Affected:</td>
<td>What attribute, or attributes, of wilderness character are affected by this issue / threat?</td>
</tr>
<tr>
<td>Question:</td>
<td>What are the question(s) you need to address?</td>
</tr>
<tr>
<td>Data Collection Needs:</td>
<td>What data do you need to collect to address this information need?</td>
</tr>
<tr>
<td>Data Collection Protocol:</td>
<td>What data collection protocol will be used to collect this data?</td>
</tr>
<tr>
<td>Database:</td>
<td>What database will this data be entered into?</td>
</tr>
<tr>
<td>Analysis Protocol:</td>
<td>What analytical methods will be used?</td>
</tr>
<tr>
<td>Information Products:</td>
<td>What information products will be generated?</td>
</tr>
<tr>
<td>Information Use:</td>
<td>How will this information be used?</td>
</tr>
<tr>
<td>Other Program Areas Involved:</td>
<td>What other program areas need to be involved and what is their role?</td>
</tr>
<tr>
<td>Cost Estimate:</td>
<td>What are the estimated costs to produce this information?</td>
</tr>
<tr>
<td>Other:</td>
<td>What else would be helpful to know about this information need?</td>
</tr>
</tbody>
</table>
Appendix C – Costing Tool for Wilderness Information Needs Assessments

Wilderness Name:  
Information Need:  

<table>
<thead>
<tr>
<th>Task Description</th>
<th># of Days</th>
<th>Cost per day*</th>
<th>Misc.</th>
<th>Sub-Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Select/modify data collection protocol</td>
<td></td>
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<tr>
<td>Select/modify database or spreadsheet</td>
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</tr>
<tr>
<td>Determine analysis protocol</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Design &amp; schedule field data collection survey</td>
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<tr>
<td>Conduct field data collection</td>
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<tr>
<td>Enter data into database/spreadsheet</td>
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</tr>
<tr>
<td>Analyze data</td>
<td></td>
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<tr>
<td>Produce information products (reports, maps, etc.)</td>
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<tr>
<td>Miscellaneous purchases</td>
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<tr>
<td>Miscellaneous agreements / contracts</td>
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Total

* Note:  
- If different people are involved at different salaries, use an average  
- For accuracy, salary costs should include total cost to government, not just the base salary rate
Costing Tool Instructions

1. Select / modify data collection protocol
   - Assess adequacy of available data collection protocols. Estimate time needed to modify an existing protocol, if necessary.

2. Select / modify database or spreadsheet
   - Assess storage and analysis needs. Evaluate adequacy of available tools (database, spreadsheet). Estimate time needed to modify, if necessary. Also plan for time for adequate documentation.

3. Determine analysis protocol
   - Assess available data analysis protocols. Estimate time needed to modify, if necessary. In many cases, the analysis protocol may be included as part of the data collection protocol.

4. Design & schedule field data collection survey
   - Estimate time needed to plan for and schedule a field data collection survey. This estimate should include the time needed to secure necessary funding, apply for grants, hire seasonal employees, etc. If new equipment is required, be sure to include that time and cost estimate as well.

5. Conduct field data collection
   - In most cases, this will be the most expensive part of this endeavor, so take time to develop this estimate as accurately as you can. In addition to salary, also include vehicle charges and estimates of field per diem, as appropriate.

6. Enter data into database/spreadsheet
   - Estimate the time required to enter the field data into the database or spreadsheet. Include time required for conducting cleaning and QA/QC of the data.

7. Analyze data
   - Estimate the time needed to conduct analysis of the data.

8. Produce information products (reports, maps, etc.)
   - Estimate the time needed to produce the information products that are required to address this specific information need. If these products require spatial analysis and the time of a GIS Specialist, account for those costs as well.
### Appendix D - Wilderness Information Needs Assessment Work Plan

<table>
<thead>
<tr>
<th>Fiscal Year</th>
<th>Priority Rank</th>
<th>Issue / Information Need</th>
<th>Specific Work Item(s)</th>
<th>Cost Estimate</th>
<th>Funding Sources</th>
<th>Timing / Dependencies</th>
<th>Responsibilities</th>
</tr>
</thead>
<tbody>
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