

Wilderness Planning



A framework for developing Wilderness management direction.

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Contributors

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Lesson plan writers or contributors included Lois Ziemann, Chugach National Forest; Kevin Elliott, Shoshone National Forest; Jerry Stokes, USFS, Washington D.C., Marilyn Hof, NPS, Denver; Jim Hammett, NPS, Denver; Leslie Kerr, USFWS, Alaska; Steve Markason, Bridger-Teton National Forest (former); Karen Barnett, Bridger-Teton National Forest (former); Frank Beum, Routt National Forest; Ed Krumpe, University of Idaho; Joe Ashor, BLM, Dillon, Montana; Lisa Therrell, Wenatchee National Forest; Dan Ritter, Nez Perce National Forest; Ruth Scott, Olympic National Park; John Romanowski, Cherokee National Forest; Bill Reynolds and Doug Welker, Ottawa National Forest; Martha Merrill, Targhee National Forest; Brian Kenner, Pictured Rocks National Lakeshore; Clark Tucker, Ashley National Forest; Jerry Reese, Targhee National Forest; Susan Sater, USFS, Pacific Northwest Region; Dennis Haddow, USFS, Rocky Mountain Region; and Ken Butts, USFWS, Washington D.C.

Numerous sets of eyes reviewed this document, some several times. They include Susan Sater, USFS, Pacific Northwest Region; Dan Burgette, Grand Teton National Park; Glenn Casamassa, USFS, Intermountain Region; Curt Spalding, Payette National Forest; Bryant Smith, Coronado National Forest; Andy Norman, Bridger-Teton National Forest; Liz Close, USFS, Northern Region; Keith Corrigan, BLM, Washington D.C.; Wes Henry, NPS, Washington D.C.; Jeff Jarvis, BLM, Phoenix; Ed Loth, USFWS, Washington D.C.; Ruth Monahan, USFS, Intermountain Region; Steve Morton, USFS, Northern Region; Gayne Sears, Ashley National Forest; Mike Skinner, USFS, Pacific Southwest Region; and Anne Zimmerman, Lolo National Forest.

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Table of Contents

Acknowledgments	i
Introduction	iii
Agenda for Training Workshop	ix
Definitions	xix
Case Study	xxiii
Units	
#1 Wilderness Management Philosophy.....	1-1
#2 The Planning Process.....	2-1
Introduction to planning.....	2-23
Evolution in planning concepts.....	2-31
Fish and Wildlife Service planning framework.....	2-39
Forest Service planning framework.....	2-47
National Park Service planning framework.....	2-65
Potential Topics to be included in Planning.....	2-75
#3 Getting Started.....	3-1
#4 Need for Change.....	4-1
#5 Public Involvement.....	5-1
#6 Current Conditions.....	6-1
#7 Desired Conditions.....	7-1
#8 Monitoring Indicators.....	8-1
#9 Standards.....	9-1
#10 Scoping the Proposed Management Direction.....	10-1
#11 Developing and Evaluating Alternatives.....	11-1
#12 Documenting the Decision.....	12-1
#13 Implementing Management Direction.....	13-1
Fish and Wildlife Service framework.....	13-5
Forest Service framework.....	13-9
National Park Service framework.....	13-35
Appendices	
References.....	A-1
Module Writers and Reviewers.....	A-5

Introduction

Background

In the past, many plans focused on making land allocation decisions. Thus, the primary planning task relative to wilderness was deciding whether or not to recommend a particular area for inclusion in the National Wilderness Preservation System. However, there is now growing emphasis on how these areas are managed so that the values associated with these special places are protected for future generations as Congress intended.

As the emphasis on Wilderness management increased, a number of events occurred which created confusion about how to develop Wilderness management direction within the framework of NEPA and each agency's planning process. Some of these events were:

1. Passage of the National Forest Management Act (NFMA) and the Federal Land Policy and Management Act (FLPMA) mandated the development of one comprehensive management plan to provide programmatic direction for all resources including Wilderness, rather than developing separate plans for each resource. This began the Forest Service process to develop Forest Plans and the Bureau of Land Management process to develop Resource Management Plans.
2. Critiques of land management planning helped clarify what decisions were actually made in programmatic plans. Increased emphasis on using an ecosystem approach has led to recommendations that management direction focus on desired conditions rather than outputs and direction should be specific to a particular area rather than just repeating direction found in existing legislation and policy directives.
3. Growing demands on the Wilderness resource raised numerous complex issues. While Wilderness legislation does constrain the decision space, there is still considerable interpretation within the Act. Existing direction contained within plans often did not provide managers with the guidance needed to make defensible decisions and there was often no way to assess whether progress was being made toward desired conditions.
4. Wilderness planning has often been delegated either to field people who know about specific area conditions but lack knowledge about NEPA and agency planning processes or to planners and staff officers who know about NEPA and planning but lack knowledge about wilderness management. Both types of people had their own set of jargon and planning concepts. This created communication barriers which slowed wilderness planning efforts.
5. Wilderness management and planning has had a decided focus on recreation. There is an increasing emphasis on moving beyond recreation to address other Wilderness purposes.
6. There is increased interest in "fuzzing" the boundaries between administrative jurisdictions and recognizing that the four agencies responsible for management of the National Wilderness Preservation System share common issues and could benefit from shared information on planning.

As a result, many managers do not feel they currently have effective programmatic Wilderness management direction and want to begin the planning process. However

Introduction I

they would like guidance on developing such direction so their time is used effectively. This module was developed to respond to this need.

A line officer's perspective

Managing the Wilderness Resource in today's world is a challenging and often daunting task. As emphasis shifts from the effort to establish wilderness to the equally important work of managing wilderness, more and more issues are finding their way to the public forum. Wilderness managers often find themselves caught between the dichotomous goals of the Wilderness Act—the need to preserve wilderness for specific purposes and benefits for ourselves and future generations, and the need to provide for use and enjoyment by this generation of Americans.

One thing is certain. Issues don't go away by ignoring them. They need to be addressed and resolved. One way to do this is to develop good programmatic direction in our forest plans to guide our wilderness management efforts.

Very few programmatic plans have adequate direction for wilderness management. Many efforts are underway across the country to amend plans to provide quality direction. These processes are the result of the recognized need to resolve wilderness management issues and do so in a manner which insures direct involvement and influence by the public. Citizen participation in the process is one of the key benefits of establishing programmatic direction. Open discussion of issues, objective setting, debate, and consensus building where possible, all lead toward direction that is reasonable, lawful, practical, and implementable. We must have this participation to have wilderness management direction that is acceptable and workable.

Once established, programmatic direction provides guidance and rationale for local wilderness managers to resolve local issues. Even in situations where a particular issue is not specifically addressed, programmatic direction can help by stating goals and objectives to be achieved, the desired conditions for the wilderness resource, specific standards that need to be met, and what are acceptable and unacceptable impacts to the wilderness. Programmatic direction provides for a degree of consistency. When local managers make a decision that may impact wilderness resources, the direction defines what the public expects and can form a solid basis for the rationale of the decision.

Programmatic direction provides a basis to make anchored budget proposals and annual work programs. Once we know what objectives we need to achieve and to what standard we are to manage for, then we can prepare and defend outyear budget proposals, and make logical and consistent current year programs of work. We can also better define our needs—for trail maintenance, trail construction, visitor management, grazing management, fire management, etc., and define, track, and report reasonable and practical outputs. Keeping the Wilderness Implementation Schedules updated and current is made much easier once this direction is in place.

The most important reason for having good wilderness management direction at the programmatic level is the guidance provided to on-the-ground managers and wilderness rangers. The everyday work of these dedicated individuals is where the payoff is for the wilderness resource. The management direction can be used to help wilderness rangers define wilderness education opportunities when making public contacts, focus monitoring efforts on priority needs, set schedules and work priorities, recommend changes in procedures, direction, or the desired future condition of the resource, and assess the practicality of the indicators and standards used. It is

important that wilderness managers constantly assess whether the direction provided is adequate and appropriate for meeting the stated objectives. Feedback into the system for further refinement and improvement of the direction should be a continuing process and an important role of wilderness managers and rangers. It is imperative that the wilderness management direction be developed and incorporated into the existing programmatic plans through proper amendment or revision procedures. These plans are the legal vehicle for defining desired conditions and setting programmatic direction. Wilderness direction must be included in the plans to lawfully form the basis for the benefits described above.

CLARK TUCKER

District Ranger, Roosevelt District
Ashley National Forest

A forest supervisor's perspective

I have spent a considerable and enjoyable portion of my career in management of quality wildernesses, including the Bob Marshall in Montana, the Frank Church—River of No Return in Idaho and the Teton in Wyoming. Good wilderness management direction is crucial to successfully meet our responsibilities to "secure for the American people the benefits of an enduring resource of wilderness." Too often, I think we view wilderness as requiring little management attention (i.e. we just need to stand back and let whatever happens, happen). In reality, wilderness management is often more complex than management of non-wilderness lands because of the need to maintain the delicate balance between preserving natural ecological processes and providing for human use and enjoyment of the wilderness.

For example, trail systems must be located and designed to the proper standards to provide access and provide a quality wilderness experience, while maintaining basic wilderness attributes. Similarly, natural events such as fire or insect/disease infestations must be addressed and the role of these change agents must be coordinated with objectives on adjacent lands. Standards for human use, including outfitter-guide operations, are needed to protect wilderness resources, while maintaining a quality visitor experience. The list goes on and on, but the key to successful Wilderness administration is solid wilderness management direction tailored to the specific resources and needs of your particular Wilderness.

JERRY REESE

Forest Supervisor
Targhee National Forest

Purpose

The Wilderness Planning Training Module was developed to help managers prepare management direction that describes what is to be achieved and how progress will be measured. Effective management direction can provide guidance that improves on-the-ground Wilderness stewardship. The focus is on concepts and ideas to prepare management direction that describes desired conditions, establishes standards for acceptable conditions, and identifies monitoring indicators to track progress. Development of this type of management direction requires National Environmental Policy Act (NEPA) analysis, thus this module is organized into units that will help managers work through the steps required to develop a proposed action and prepare

Introduction I

the NEPA document. Each unit contains the purpose of the section, background information, suggested activities, overheads, and work sheets which can be used to complete this unit for your own Wilderness. Examples are provided where they were available.

Planning does not end with the development of desired conditions, standards, and monitoring indicators. You should seek additional training and assistance from specialists to learn about implementation of management direction at the project level as well as the details associated with your agency's planning process, NEPA, and wilderness management.

Goals

1. To provide guidance (concepts and ideas, NOT policy) on developing programmatic Wilderness management direction (desired conditions, standards, and monitoring indicators) which is comprehensive, integrated, defensible, responsive to citizen input, and ensures protection of the Wilderness resource under the intent of enabling legislation.
2. To provide a framework for developing Wilderness management direction that recognizes that there is one National Wilderness Preservation System managed by four federal agencies.
3. To bridge understanding and terminology gaps between Wilderness resource specialists and planners.

Objectives

1. Participants understand their agency's planning process to develop programmatic direction and associated NEPA requirements. Participants know how to develop goals, objectives, desired conditions, standards, and monitoring indicators. The basic relationship between planning documents and processes can be explained.
2. Participants understand how planning helps translate the intent of the Wilderness Act into direction for a specific area.
3. Participants can assess public involvement needs and are able to create an environment for meaningful public involvement that leads to public acceptance of management direction.
4. Participants can define commonly used terms so that concepts can be communicated.
5. Participants are able to assess what is needed (staff, time and cost) to complete the planning process.

Organization

Included in this notebook is all the material you will need to conduct wilderness planning training in your unit. The information presented provides a flexible framework to be adapted according to the target audience needs, knowledge level and agency specifics.

This module is designed to be used in conjunction with a training workshop. A training forum is necessary due to the subtleties of planning processes. Regional or specific area training sessions offer the best opportunity for participants to learn the

Introduction I

material since instruction, classroom discussion, and hands-on exercises can bring out questions and provide immediate feedback. Included in the module is a case study that can be used in conjunction with the worksheets, if your group is not working through an existing planning process together. The module should be used as a reference guide only by those who have taken such a training course or who already fully understand planning processes.

Presented in the next section is the fundamental information needed to get started. You will find information for facilitators, tips on what to look for when considering the target audience, and a step-by-step approach for conducting your own wilderness planning session.

The text includes background reading that you must complete to ensure you (or your facilitator) are fully prepared, and it also includes supplemental information that may be used in your training session.

One final word: this module is not intended to be policy. Planning is a very dynamic field and will continue to evolve. The module simply represents the experience of managers who have developed Wilderness management direction and are willing to share their experience to help others. This module is purposely contained in a 3-ring binder so that units can be updated and easily inserted. The focus of the module is on concepts rather than “how to’s.” There is no “cookbook” for planning but we hope that this module used in conjunction with instruction and discussion will provide useful ideas to develop management direction for a particular Wilderness.

The philosophy behind this module is that—“Processes are for thinkers, not crutches for the thoughtless” (Michael Soule).

Target audience

The target audience for this module is program managers for wilderness, wilderness planning coordinators, line officers, and planners. Ideally, the interdisciplinary team charged with developing wilderness management direction would work through this material together. Cooperators in wilderness planning efforts, such as State Wildlife and Fish agencies, may also benefit from better understanding of the planning process so they can be more effective participants.

Sample Training Session Outline

Preparation

The key to a successful training session is preparation. Before you can figure out how much and what information to provide, which activities to use, and who is best suited to convey the information, you must first consider your target audience.

Target audience

The target audience for this training is program managers for wilderness, wilderness planning coordinators, line officers, and planners. Participants will get much more out of the session if they have some prior experience with NEPA planning. The session will work best if several people per wilderness attend (e.g. entire interdisciplinary team). This will allow groups to focus on their particular Wilderness and leave the session with the planning process already underway.

Be aware that you will need to modify the way information is presented depending on your audience. For example, an audience including representatives from all four wilderness managing agencies requires sensitivity to the different terminologies used to describe the wilderness planning process.

Group size

The ideal group size is 25 to 35 with 5-6 people per wilderness for 5 or 6 wildernesses.

What participants should bring

Participants should come equipped with their Programmatic Plan (Resource Management Plan, Comprehensive Plan, Forest Plan, or General Management Plan), other documents with wilderness management direction (e.g. activity plans, implementation schedules), and a map of wilderness large enough to refer to in group exercises.

Length

The ideal length of a wilderness planning training session is 3 1/2 days with an optional 1/2 day at end for the training cadre to give assistance to individual wilderness units.

Instructors

An effort has been made to provide all the information and materials you will need to conduct a wilderness planning training session. However, every teaching situation is different and it is your responsibility to review the enclosed materials and decide what is most appropriate to meet your specific needs. If necessary, supplement the information with your own materials.

Instructors should be a mix of wilderness managers and planners with experience in developing wilderness management direction. Instructors must know the material, be able to cite real examples, and be dynamic presenters and able to relate to the target audience). Instructors need to meet before the session and after each day to evaluate how it went and plan for the following day. Ideally, there should be enough instructors so that participants don't have to listen to the same person for hours and an so instructor can help facilitate each group during the exercises.

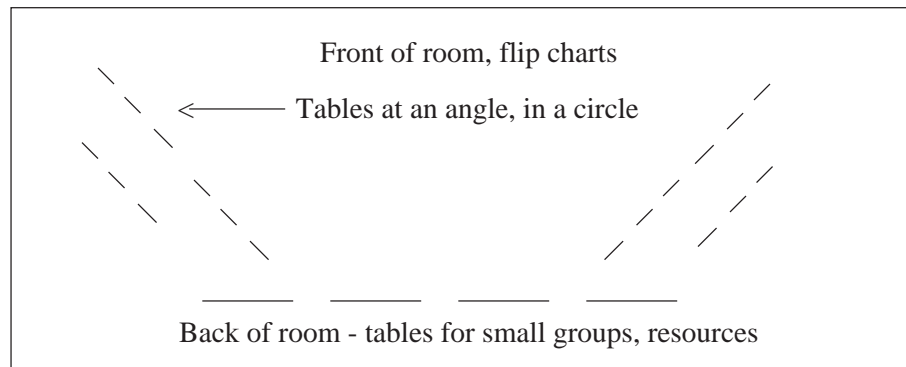
Props needed

You will need flip charts, an overhead projector, two poster-size charts of planning framework, stick-on colored labels, an object that isn't easily identifiable (big enough to see from back row), little treats to toss to people when they give the right answer. Room should be set up to have tables in back with resource materials, sign-up sheets if people want copies, and other displays.

Agenda for Training Workshop

Recommended room layout

Have tables set up so that participants can easily refer to their training notebooks and plans. Arrange the tables so everyone can see each other thus encouraging discussion. One idea for room layout is:



Group exercises

Worksheets are provided for each unit of the training module so participants can apply the information discussed in each unit to their particular Wilderness. Depending on the audience, instructors may choose to develop a case example that all participants can work with. This may be necessary if only one participant attends from each Wilderness or if participants are unable to bring information about their Wilderness.

Evaluation

A sample evaluation form is included at the end of the agenda so participants can evaluate the material and the instruction. You may want to consider evaluating how well each participant understands the material (rather than assuming that attendance means the material is understood). The objectives for each unit should be the basis for evaluation.

Preparation Steps

The following suggestions are provided as preliminary steps in preparing your program:

- 1) Thoroughly study *all* of the information included in this notebook. Do not make the mistake of thinking that just because the information has been gathered for you that your job is complete. It is critical that you take time to decide what information and activities are most appropriate to your situation. Start with the Agenda and Evaluations and modify them to meet your needs.
- 2) Determine the most appropriate time and place to conduct a wilderness planning training and send out a brief description of the course, goals, agenda, educational outcome and targeted audience to generate participation.
- 3) Once your training session is scheduled, re-focus your attention on this notebook. Based on your audience, decide which activities, handouts and overheads to use. Search our available wilderness references to supplement the material as necessary.
- 4) Select dynamic, qualified instructors and facilitators to help with the program presentation. Provide them well in advance, with appropriate materials.
- 5) You and your instructors should consider testing the various activity options on wilderness co-workers for effectiveness and preference. Present information and conduct the activities that are most comfortable for you and your instructors.

Agenda for Training Workshop

- 6) Develop and distribute a final agenda and include information about the instructors, location, appropriate clothing, eating arrangements, travel and lodging, if necessary.
- 7) Prepare handouts, notebooks, overheads, displays, reference materials, maps, quotes and any other appropriate materials. Be certain that necessary equipment is available including flip charts, markers, overhead projector, extra bulbs, video player, extension cords, screen, tables and chairs.
- 8) Complete a summary of the course evaluations and forward it to Arthur Carhart National Wilderness Training Center, 20325 Remount Rd., Huson, MT 59846. Please include copies of your agenda and any supplemental information you may have used. This will help us assist others in conducting this training.
- 9) Appropriately acknowledge instructors and others who have provided course support and follow up with attendees as requested. Have fun and don't wait too long to schedule your next course!

Agenda for Training Workshop

NATIONAL INTERAGENCY WILDERNESS MANAGEMENT PLANNING AGENDA

Tuesday, October 17

8:00 am Introductions

Introduction of instructor cadre and participants. Identify participants expectations, review course objectives. Walk through notebook. Icebreaker—The Same Game (See back of the agenda for instructions.)

8:45 am Planning Framework

Review material on wilderness management (planning questions) and planning concepts. Introduce general planning framework. Involve participants in identifying attributes of effective plan direction.

Activity- W. Planning Jeopardy

10:15 am Break

10:30 am Agency Planning Frameworks

Presentation of general framework. Discussion of where people are in their particular planning process.

12:00 am Lunch

1:00 pm Getting Started

Defining assessment area. Review material in book, including building line officer support.

1:45 pm Need for Change

Start with exercise related to “need for change” - 15 minutes. Present material from notebook - 30 minutes. Group reports - 30 minutes.

3:00 pm Break

3:30 pm Creating an Environment for Meaningful Public Involvement Present material from notebook - 30 minutes. Exercise - 45 minutes.

4:45 Questions

Wednesday, October 18

8:00 Review course objectives, highlight ones that will be met today.

8:15 Current Conditions

Introduce exercise stressing key parts from notebook - 15 minutes. Exercise - what do we have and what do we need - 30 minutes. Report out, group discussion - 30 minutes.

Agenda for Training Workshop

9:30 Break

9:45 Goals and Desired Conditions

Present material from notebook - 30 minutes. Exercise - 45 minutes. Report out, group discussion - 45 minutes.

11:45 pm Lunch

1:00 Monitoring indicators

Present material in notebook - 30 minutes. Exercise: Have participants complete worksheets. 30 minutes. Report findings, group discussion - 30 minutes.

2:30 Break

3:00 Objectives and Standards

Present material from notebook - 20 minutes. Exercise: Worksheet - 30 minutes. Report findings, group discussion - 25 minutes.

4:15 Wrapup

Thursday, October 19

8:00 Review course objectives, highlight ones that will be met today.

8:15 Proposed Management Direction

Review what has been covered so far. At this point, participants should have a preliminary description of desired conditions for a couple “zones”, a few monitoring indicators identified, and a few standards identified. Have participants draw one proposal (on their Wilderness map) for how direction might be applied to their Wilderness. 1 hour 15 minutes.

9:30 Break

10:00 Scoping Proposed Management Direction

Present material in notebook - 30 minutes. Exercise: Complete worksheets to develop a concise description of proposed action and why new direction is needed. What issues will be generated by implementing the proposed management direction and which are significant for developing alternatives? - 30 minutes. Report findings, group discussion - 30 minutes.

11:30 Lunch

1:00 Creative exercise relating to team work - 15 minutes.

1:15 Developing and Evaluating Alternatives

Present material from notebook - 30 minutes. Exercise - 30 minutes. Report findings, group discussion - 45 minutes.

3:00 Break

Agenda for Training Workshop

3:30 Documentation

Present material from notebook - 20 minutes. Exercise - 20 minutes. Report findings, group discussion - 20 minutes.

4:30 Questions

7:00 pm Round table discussion- Participants from each Wilderness share experiences and advice on what is working and what is not. Resource Table of materials.

Friday, October 20

8:00 Review course objectives, highlight ones to be met today.

8:15 Implementing Management Direction

Note that switching gears (going from programmatic level to project level). Start with a creative exercise related to identifying management actions at project level. Present material from notebook - 30 minutes. Exercise - 30 minutes. Report findings, group discussion - 30 minutes.

9:45 Break

10:00 Practical Applications

Discussion of implementation schedules, annual work plans, building out-year budgets, how to use the information generated during the planning process to build a more effective field program. Ask participants to share what seems to be working from them.

11:00 Wrapup. Recap Objectives, anything left unanswered?

The Same Game

This activity can be used as an icebreaker for participants to immediately get up, move around and quickly get to know one another. Give each person the following sheet and 10 minutes to complete the activity. The first person to finish or the person who gets the most initials after ten minutes, gets a prize.

The Same Game

Your goal is to find other people with the same attributes as you. When you find another person with the same attribute, initial each other's sheet. The same person can only initial one attribute.

1. The same color socks _____
2. Born in the same state _____
3. Likes the same type of music _____
4. The same height _____
5. Own the same type of pet _____
6. Went to the same university _____
7. Likes the same author _____
8. Has the same number of children _____
9. The same name _____
10. The same style or length of hair _____

Evaluation—Day One

Please refer to the following presentations when commenting:

- Setting the Stage: National Perspective—Jerry Stokes
- Wilderness Planning Framework—Linda Merigliano

- | | Poor | Good | Outstanding | | |
|---|------|------|-------------|---|---|
| | 1 | 2 | 3 | 4 | 5 |
| 1. Overall impression of the Day | | | | | |
| 2. Were stated objectives met? | | | | | |
| 3. Were presentations appropriate for Wilderness Managers and Planners? | | | | | |
| 4. Which presentations were most helpful? | | | | | |
| 5. Which presentations were least helpful? | | | | | |
| 6. Were there questions left unanswered? | | | | | |
| 7. What improvements would you suggest for future sessions? | | | | | |

Agenda for Training Workshop

Overall Course Evaluation

Evaluation Overall Course Evaluation

- | | Poor | | Good | | Outstanding |
|--|------|---|------|---|-------------|
| | 1 | 2 | 3 | 4 | 5 |
| 1. Overall impression of the Day | | | | | |
| 2. What topics should be dropped or given less emphasis? | | | | | |
| 3. What topics should be added or given more emphasis? | | | | | |
| 4. Where there enough opportunities to ask questions or discuss specific concerns? | | | | | |
| 5. Do you believe this session has helped clarify what successful Wilderness Planning means? | | | | | |
| 6. Do you believe this session will help you improve the quality of Wilderness Planning on your home unit? | | | | | |
| 7. Other comments? | | | | | |

Definitions

These definitions should be considered working definitions as of September 1994 and are included to aid communication between wilderness managers and planners. New planning regulations being considered by federal agencies and evolving interpretation of concepts may change these definitions.

Citizen task force

(As it pertains to wilderness planning) A group of citizens with diverse interests, backgrounds, and values regarding Wilderness management. Task forces are designed to represent the larger public interest in Wilderness including those with veto power and those with the ability to generate support for implementation of the product (Krumpe and Stokes 1993, Stokes 1990). They are charged with working together through open dialogue to produce a particular product (e.g. proposed Wilderness management direction). The task force must develop recommendations within the context of the Wilderness Act and operate within the bounds of the Federal Advisory Committee Act. Task forces do not have decision-making authority—the agency must adopt the recommendations before they become official. Citizen task forces are often viewed as an extension of staff specialists offering new information and insights gained from personal experience and expertise in a particular Wilderness. Task forces are used as one tool in an overall public involvement strategy.

Consensus

Creating and implementing a decision that all members of a group can support. It is not a unanimous vote, a majority rule, or the lowest common denominator. (Center for Conflict Resolution, 1981).

Desired conditions

Desired conditions are timeless, potentially measurable descriptions of Wilderness conditions to be achieved or maintained in the future (descriptions include resource conditions, processes, and experiences and are outcome-based). Desired conditions are normally expressed in terms that describe intent, thus they are not necessarily attainable in the foreseeable future. “Desired” does not necessarily mean “ideal” from a particular perspective. Rather, descriptions of desired conditions are the result of an optimization process that integrates scientific and managerial information with citizen values.

Ecosystem management

Using an ecological approach to manage a Wilderness (or Park, Forest, Resource Area, Wildlife Refuge) by blending people’s needs and values in a way that results in diverse, healthy, productive, and sustainable ecosystems. Key concepts of ecosystem management are:

1. Focus on desired conditions of the land and its human communities seeking to balance goals for the land (beauty, stability/fertility of soil, quality/flow of water, clarity of air, diversity of plants/animals/biological communities, and the interconnectedness and character of habitats and landscapes that provide health and resilience of ecological systems and processes) with goals for people (prosperity, diversity, health and vitality of the people who depend on the land for their livelihood, outdoor recreation, and inspiration).
2. Integrate thinking and actions at multiple spatial and temporal scales. Make administrative boundaries invisible.
3. Protect special places and things such as wetlands, endangered species, rare plant

Definitions—D

populations, and cultural resources.

4. Work within the ecological potential of sites and landscapes, maintain native diversity, and employ nature's processes to the greatest degree possible.

5. Get people involved in planning and carrying out project work. Involve interested and affected people in the full process of making decisions about common resources.

6. Involve scientists. Integrate research into management and set resource management up as a continual experiment and learning opportunity.

7. Think holistically. Integrate all resources and actions and build communities of interests.

Guideline

Guidelines are similar to standards that limit a manager's discretion except adherence is not mandatory. They are written as "should statements." Guidelines represent what is advisable based on the best information available (i.e. there is some uncertainty about the best action to be applied). They are also used when it is desirable to allow some flexibility before the need for corrective management action is triggered.

Informed consent

The grudging willingness of opponents to go along with a course of action that they are actually still opposed to. Willingness to give it a try. (Institute for Participatory Management and Planning).

Issue

A point, matter, or question of public discussion or interest to be addressed or decided through the planning process.

Integrated resource analysis

Using an integrated, coordinated approach to determine what needs to be done to achieve desired conditions. It involves selecting an analysis area (opportunity area), analyzing desired future conditions, scheduling and budgeting projects, designing projects, carrying out projects, and monitoring/evaluation.

Interdisciplinary team

A team of agency personnel representing several disciplines that integrates knowledge of the physical, biological, economic, and social sciences. The team must consider problems collectively rather than separating them along disciplinary lines.

Limits of acceptable change (LAC)

A process that focuses on describing desired conditions and defining how much change in conditions is acceptable, rather than focusing on how much use an area can withstand. Once acceptable conditions are defined, management actions are identified to achieve acceptable conditions and monitoring is implemented to track trends in conditions. The basic premise of the LAC concept is that some change in conditions is inevitable with any human use, thus the real question is to determine what is the acceptable level of change.

Management action

Any projects or activities carried out or authorized by the managing agency.

Monitoring and evaluation indicators

Measurable variables that can be used to track progress toward achieving desired conditions and standards. Monitoring indicators are valid measures that change in response to human activity and can be used to assess the quality of resource or experience conditions.

Natural

The definition of "natural" is a topic of continuing debate. However, the most common use of "natural" refers to a process or situation free of human influence (Anderson 1991, Hoerr 1993). The American Heritage dictionary defines "natural" as "present in

or produced by nature; not artificial or man-made.” The debate over what is natural centers around the role of humans and whether human influences are natural or unnatural. Increasingly, there is recognition that, while humans are part of nature, the use of human technologies to control and dominate nature, are not natural (Franklin and Bloedel 1990). The Wilderness Act states that wilderness is a place “untrammelled” (not controlled) by humans where humans are just visitors, thus in this context, natural means without human influence.

Outcome

Resource conditions, processes, and experiences that will be achieved as a result of management.

Output

Projection of products (goods or services) anticipated to be produced as a result of management (e.g. recreation visitor days, animal numbers).

Programmatic decision level

This decision level defines what is to be achieved (desired conditions and standards) and how progress will be measured (monitoring indicators). Programmatic decisions form the basis for what types of human activities (including management activities) MAY occur, but it does not mean that any particular activity must occur.

Project decision level

This decision level defines how a particular action will be done at a site-specific level. At this level, managers are making a commitment to carry out a particular project on a particular piece of land.

Range of natural variability

The spectrum of conditions (composition, structure, and interrelationships) that would occur on a landscape if it were subject only to natural processes (free of human control). Variability in any system must be defined over time and space.

Objectives

Measurable statements that describe the resource and experience conditions that are considered realistic, attainable in the foreseeable future, and acceptable. They are expressed in specific, measurable terms so that they can be used to clearly trigger the need for corrective management action. Objectives are statements against which existing conditions can be measured. They are established to promote achievement of desired conditions. Objectives relate to what the land and the experience is minimally expected to be like. For further discussion regarding the concept of “acceptability,” refer to Brunson 1993.

Standards

A statement of management requirements that limit the discretion of managers. Adherence is mandatory and within the control of the agency. Standards are the bounds on the methods which could possibly be used to achieve desired conditions. Standards relate to how management actions are carried out. Standards should only be imposed where there is a clear need to limit the discretion of managers to choose what they think might be the best path to achieve desired conditions. Standards should be limited to those things which are mandatory no matter what the conditions are on the ground. Often, standards is found in policy directives and do not need to be repeated.

Transactive planning

An approach to planning that emphasizes grass-roots involvement of people who may be affected by planning decisions. Open dialogue, mutual learning, and action/guidance are key elements. Guidance is characterized by a willingness to share decision-making authority, an emphasis on action, and sharing responsibility for achieving the desired end result. This approach recognizes the importance of social interaction among those affected by a decision, and stresses continuous two-way communication between planners and citizens (Force and McLaughlin 1981, Stokes 1982, Ashor, McCool and Stokes 1986).

Definitions—D

Visitor experience and resource protection (VERP)

A process being developed by the National Park Service which incorporates the concept of carrying capacity into visitor use planning and management. It involves establishing zones that cover the range of desired resource and social conditions, and developing management strategies for achieving desired conditions.

Implementation schedule

A 3- to 5-year schedule of actions needed to implement programmatic direction. It identifies the actions to be done, costs, timing, priorities, and responsibilities. It is a flexible and dynamic document that serves to identify what site-specific projects are needed and obtain the budget and staff needed to carry out projects. It documents the results of an analysis comparing existing conditions with desired conditions. It is not a NEPA document, nor is it part of a programmatic plan.

Zone

(Also called Opportunity Class or Desired Condition Area): A mappable portion of an area that has the same direction for management (i.e. same set of desired conditions, standards and monitoring indicators). In many Wildernesses, it is common to establish three to four zones which provide a spectrum of settings ranging from very little human evidence to more human evidence (still within bounds of Wilderness Act).

FLAPJACK WILDERNESS

Affected Environment

The 100,000 acre Flapjack Wilderness was Congressionally designated in 1976 and is administered by the Coho National Forest. It is bordered by Interstate 60 to the East and Blackfoot National Park to the West. That portion of Blackfoot that borders the Flapjack is also Congressionally designated Wilderness. Many of the recreationists that visit the area travel through both of the areas.

Cities and towns in the vicinity are Megatown, 120 miles to the west, population 800,000; Milltown, 5 miles to the SW, population 600; and Happy Camp, 10 miles to the NE, population 1500. Happy Camp is a popular tourist destination and the “gateway” to Blackfoot National Park. The largest pulp mill in this region is located in Milltown. The mill is one of the three largest employers in the County.

Characteristics of the area include wide glaciated valleys with large stands of ponderosa pine in the lower elevations and subalpine fir, white pine and alpine larch on the ridges. Big open meadows provide ample feed for several sheep allotments as well as recreation stock. There are over 50 high elevation lakes, most of which are accessible by trail.

There are a couple of very prominent features that contributed to the designation of the Wilderness and are attractions for visitors. The Rim is a very popular 500 acre rock climbing area that is accessed by user built trails off of trail #1010. Climbers camp either at the foot of the cliffs or at Deep Lake. There are no sanitation facilities either place. Summertime use is approximately 100 people per weekend. Crystal Canyon is a very unique geologic feature where people have dug crystals for years. This use has increased dramatically in the past ten years with the growing popularity of crystals. In 1990 there was a gathering of approximately 100 people from a “New Age” organization to dig crystals and celebrate the summer solstice. There are no developed trails to Crystal Canyon and the easiest access is through the Park from Crystal Canyon Vista. There are user built trails from there as well as from Rd. 6540 out of Milltown.

Access: Access to the four major trailheads on the east side of the Flapjack is by Interstate 60. The north side is accessed by Road #10, a paved two lane road with several developed campgrounds and picnic areas. This road also provides access to the North Entrance of Blackfoot National Park.

Trails: There are 100 miles of maintained trail in the Flapjack Wilderness, accessed primarily by four major trailheads. These trailheads also provide relatively easy access to 35 miles of trail in Blackfoot. There are two major trailheads in Blackfoot that provide easy access to the Flapjack.

Recreation Use: Visitor use in the Flapjack has increased dramatically over the past ten years, a direct result of a permit system implemented in Blackfoot National Park that restricts amounts of use in the park Wilderness. In 1975 there were approximately 10,500 visitors to Flapjack. In 1985 there were nearly 13,000 and in 1994, 15,000. The permit system was implemented in 1980.

Case Study

The increased use has resulted in degradation at many of the lakes. The party size limit in the Flapjack is 10 people and 15 head of stock. The party size in the adjacent park Wilderness is a total of 15 people and stock. This has resulted in an increase in large parties visiting the Flapjack. The high use season is June-October with the bulk of the use in July, August and early September. Late September and October are mostly hunters. There are four permitted outfitter and guides, two horse packers, one llama packer and one climbing guide service who operates in The Rim area. Approximately 60 % of the visitors are from Megatown, 10 % from the local County, 20 % from other parts of the State and 10 % from outside this State.

Grazing: There are two active sheep grazing allotments in the Wilderness. One covers 20,000 acres the other 25,000. Forage utilization in the riparian areas is 70 % and 55 % in the uplands. Monitoring of the allotment has shown that 20 % of the plant communities are in early seral, 30 % in mid seral and 50 % in late seral stages. The grazing season generally runs from June through October, depending on the snow levels. The increase in recreation use over the past 15 years has resulted in an increase in conflicts and complaints from recreationists. The allotments are in areas that are popular with horsemen due to the abundance of feed. Both allotment permits are up for renewal in 1998.

Vegetation: Broad vegetation types have been mapped for the Flapjack Wilderness. There is a known population of sweet-flowered rock jasmine, a sensitive plant, in the Rim area. Several populations of this plant exist outside the Wilderness also. This is the only known threatened, endangered and sensitive plant in the Wilderness.

The head of Mule Creek has been proposed as a Research Natural Area. Known plant communities include two alpine habitat elements, eight coniferous forest habitat types, two aspen communities, six riparian communities, five tall forb communities, one grassland community and three upland shrub communities.

Noxious weeds known to occur are: Canada thistle, musk thistle, spotted knapweed, and hoary cress. Spotted knapweed is a growing problem in several drainages, including Mule Creek, Dogwood Creek, and Triple Creek. It has been seen up to six miles up these drainages.

Air Quality: Under current Clean Air Act regulations, Flapjack Wilderness is classified as a Class I air quality area. Five years of monitoring visibility in this Wilderness indicates that the standard visual range is 100 miles 50 % of the time. There are days when visibility is impaired. Some of the high lakes have been monitored and shown moderate levels of acid deposition.

Wildlife and Fish: Habitat types have been mapped and maps were updated during the summer of 1992 for the following big game species; elk, moose, mule deer, antelope and bighorn sheep. Population distribution and abundance of these species are monitored annually by the State Fish and Wildlife Department. Currently, population objectives are being met for all these species. There is some concern of lungworm and pneumonia being passed on to the bighorn sheep from the domestic sheep. There are no known populations of any threatened, endangered, or sensitive species, though habitat exists for a number of them.

All of the 50 lakes in the Flapjack Wilderness have been stocked with fish at some point in time. Currently 30 of those lakes are stocked about every 3-5 years on a rotating basis. They are stocked either by fixed-wing aircraft by the Department of

Case Study

Fish and Wildlife or by horseback by the Hi-Laker Club. Fish stocked are rainbow and cutthroat trout, eastern brook, and golden trout.

Heritage Resources: There are 43 known prehistoric sites in the Flapjack Wilderness. These include lithic scatters, stone circles, vision quest sites, conical lodges and lithic source areas. The condition of many of these sites is not known. There are four known historic sites; a sheep driveway and camp, a trappers cabin, and two administrative cabins that were constructed in the 1930s by the CCC's. None of these sites have been formally recorded, thus their current condition and significance is unknown. The administrative sites are used by Wilderness Rangers in the summer months.

Historic Disturbance Regimes: Fire has been a major factor in the ecological development of the Wilderness. In the recent past the Wilderness has experienced numerous small and one large lightning caused fire. All of these fires were suppressed at less than 10 acres except the large fire which was suppressed at 900 acres. These fires were all within 1980 and 1994. There isn't an approved prescribed natural fire plan for the Wilderness. The natural regime has historically been many small, low intensity fires in the low elevations with a mix of low and high intensity fires at higher elevations. With the suppression of fires both inside and outside the Wilderness there is an unnatural fuel buildup in the heavily forested drainages.

History of Designations

Public support and attention to the Flapjack can be traced back to the 1940s. Several local prominent wildlife biologists recognized the outstanding wildlife opportunities and recommended that the area be studied for possible classification as Wilderness. The Outdoor Recreation Resource Review Commission report of 1962 also listed the Flapjack as suitable for Wilderness. Legislation was introduced by Senator John Bucks in 1970 but no action was taken. The core area was recommended for Wilderness by the Department of Fish and Wildlife and a citizen's *ad hoc* committee in 1972. Numerous letters were received on the proposal and nearly all of them were in favor of Wilderness designation. The Flapjack was formally designated through the Flapjack Wilderness Act on October 2, 1976.

Key values articulated during the debate regarding Wilderness designation were:

- The area's outstanding habitat for important big game species including elk, deer, bear, and bighorn sheep. The State Fish and Wildlife noted this area was "perhaps the finest remaining unprotected wildlife habitat" in the State.
- The Flapjack Wilderness was the largest roadless area in the lower 48 States identified during the RARE (Roadless Area Review and Evaluation) II inventory in 1978. It was seen as a rare opportunity to protect an entire area intact, from high alpine peaks to sagebrush foothills, with all the associated beauty, vegetative diversity and geologic features.
- There are several very unique geologic features, including the Rim and Crystal Canyon.
- Its key location adjacent to Blackfoot National Park provides a large continuous area for both recreationists and wildlife.

Case Study

- Its watershed values were considered to be of utmost importance.
- It was considered to be an excellent area for hunting, outfitting, climbing and backpacking.

Public Concerns Regarding This Plan

Rock climbing—Climbers are concerned that the increase in use may result in restrictions being placed on them.

Crystal Mining—Crystal miners want to continue unrestricted digging.

Recreation Use—It is becoming increasingly difficult for overnight visitors to find a suitable place to camp, particularly large stock groups. Complaints of noise, crowding, litter and human waste have also been received. There is a concern of lack of consistency in regulations between the Park Wilderness and the Flapjack. Visitors don't realize when they've crossed into the park and are entering without permits and in oversized groups.

Grazing—Conflicts between sheep and recreationists is increasing. There also is concern of the impacts to vegetation by the sheep.

Vegetation—Concern of potential impacts by climbers to the population of sweet-rock jasmine in the Rim area and increased recreation use in the head of Mule Creek, a proposed Research Natural Area. The continued spread of noxious weeds is a real concern.

Air Quality—Days where the visibility is impaired are occurring more frequently. Moderate levels of acid deposition have been found in some lakes.

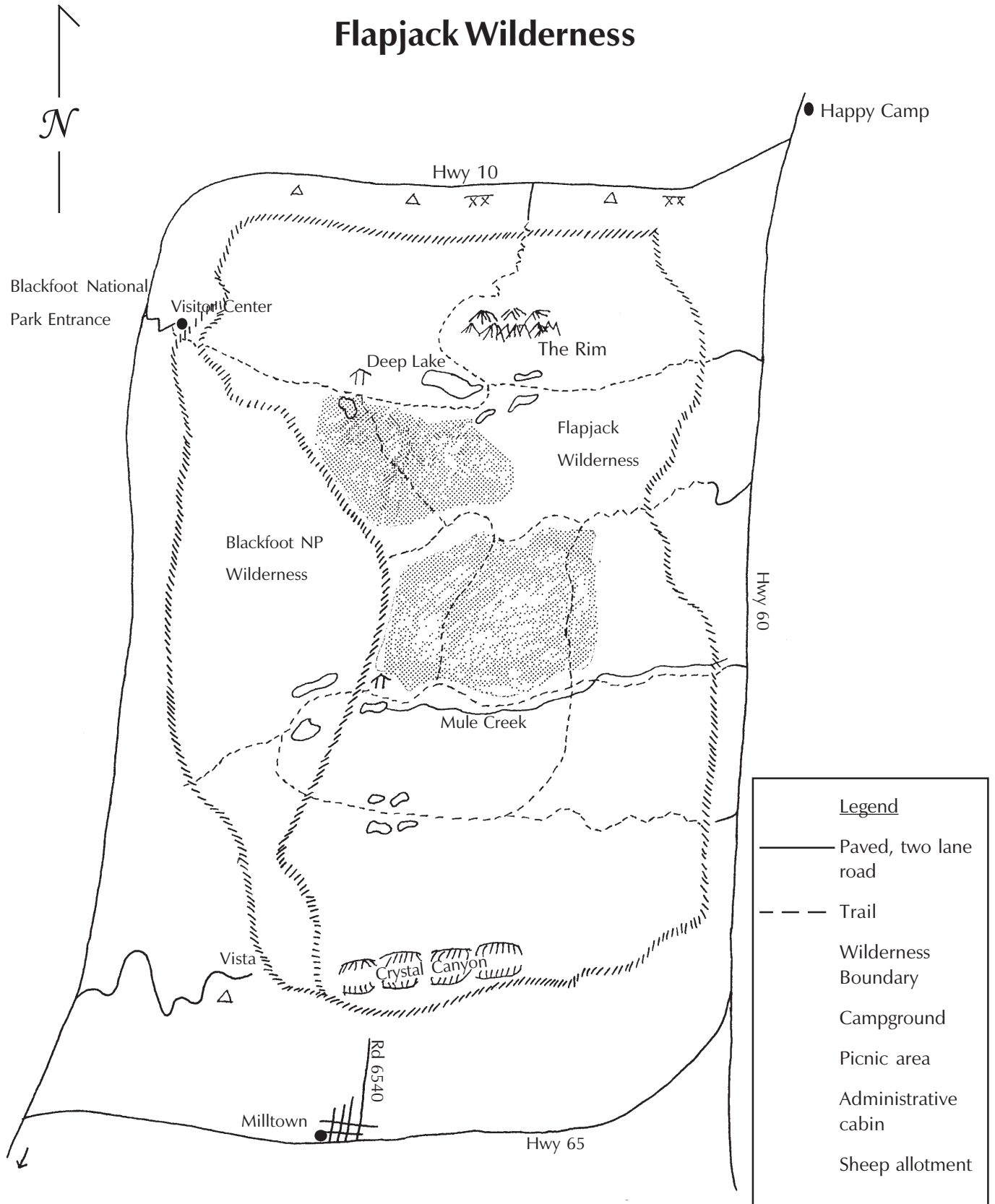
Bighorn Sheep—Concern of diseases being passed from domestic sheep to the native bighorn population.

Fish Stocking—Concern that fish stocking has impaired the natural functioning of the aquatic ecosystem and that native plants and insects may have been eliminated or decreased. Fishermen are concerned that stocking may decrease.

Structures—There are concerns that the two CCC cabins will be removed and other concerns that they are inappropriate in Wilderness. Some people think there should be more administrative structures for stock containment and human waste.

Fires—Concern that continued suppression will result in large, stand replacement fires that will change the natural vegetative components. Concerns over air quality associated with fires. Allotment owner is concerned that fires could endanger his sheep.

Flapjack Wilderness



1/2" = 1 mile

Flapjack Wilderness

BNRA

Management Unit Number 4A-B

Management Goal Manage the land to protect and enhance values described in the Wilderness Act of 1964 and Public Law 92-400.

General Description Manage wilderness to provide protection of the natural environment for recreational, scientific, and cultural resource values. Natural processes, soil erosion, and insect cycles proceed unrestricted unless unacceptable damage may occur outside the management unit. Natural occurring fire may be subject to modified suppression where it is not within preplanned prescriptions. Emphasis is on providing opportunities for users to experience essentially unmodified natural ecosystems with minimum restrictions on visitor numbers or activities, except where there is evidence of basic resource degradation. Opportunities for isolation, solitude, self-reliance, and challenging travel are provided.

Management Practices, Standards, and Guidelines

<u>Management Activity/Practice</u>	<u>General Direction</u>	<u>Standards and Guidelines</u>
<u>Recreation (A)</u>		
Planning	Provide for enhancing and sustaining a quality recreation experience for future users by prevention of site deterioration through limited direct controls.	Develop a Limit of Acceptable Change (LAC) approach to wilderness planning.
Trailhead Facilities	Trailheads will be constructed outside of the area; however, they should provide parking commensurate with the desired use level.	Minimum trailhead facilities include: parking for 5-40 cars, a bulletin board for information, a trail sign, possible trail register, and, if open to horses, some tie posts and an unloading ramp.
Use Administration	Provide for trailless opportunities in appropriate areas for primitive and confined recreation activities featuring solitude, the chance to experience unmodified natural ecosystems, and cross-country travel.	Trailless areas may be closed to pack and saddle stock.
	Emphasize horseback riding and pack trip opportunities on the west side of the wilderness.	No facilities or signs will be permitted. Cairns or other route markers established by users will be removed.
	Provide and maintain signs for public safety and administration in trailed areas.	All new signs will conform to wilderness standards.

Case Study

Management Activity/Practice

General Direction

Standards and Guidelines

Recreation (continued)

Manage meadows to retain conditions that enhance scenic viewing and naturalness.

Require supplemental feeding (processed pelletized food only) of recreation stock in non-forage areas.

Supplemental feed for recreation livestock is required at camping areas where natural feed is not available.

Limit recreation livestock use on meadows to 25% utilization.

Outfitter-Guide Use Administration

Permit camping only at sites specified in outfitter-guide permits, or operating plans. Keep outfitter-guide activities harmonious with activities of non-guided visitors. Include outfitter-guide operations in calculations of level-of-use capacities.

Permit no new outfitter-guide permits or increase in priority use, unless there is a demonstrated public need and the area carrying capacity has been determined. Increase in temporary use will be on a case-by-case basis.

Allow development of temporary camps away from high use areas on a case-by-case basis. Authorize no permanent camps.

Trail Reconstruction & Construction

Reconstruct trails primarily to prevent soil erosion, reduce maintenance costs, and limit human contact.

Relocate trails 1/4 mile away from or out of sight and sound of lakeshores and important cultural resource areas, where terrain permits.

Construct no new trails.

Keep light use trails on the system.

Maintain trails to Level I standard where light use exists or is desired.

Phase out bridges and other structures that do not meet wilderness standards.

Cultural Resources (A)

Protection and Enhancement

Cultural resource sites will not be developed or interpreted on site.

Stabilization of significant sites should be accomplished.

Visual Resources (A)

Planning

The Flapjack Wilderness will be managed for the preservation or retention of the natural landscape.

Design and locate management activities to meet visual quality objective of "preservation" in all areas, except where specific surface occupancy is authorized by wilderness legislation. In these areas, the visual quality objective is "retention".

Case Study

Management Activity/Practice

General Direction

Standards and Guidelines

Wilderness (B)

Use Administration

Manage to provide opportunities to users to experience essentially unmodified natural ecosystems with minimum restrictions on visitor numbers and activities. Emphasis is on isolation from the sights and sounds of mechanized human activities, solitude, self-reliance and challenge.

The following prohibitions will be continued and may be modified as necessary to achieve management objectives:

- Camping within 100 feet of main trails.
- Failure to pack all refuse out of the area.
- Shortcutting trail switchbacks on foot or with pack and saddle stock.
- Digging toilet pits within 100 feet of springs, lakes, streams, or not covering toilet pits before breaking camp.
- Grazing pack and saddle stock within 200 yards from lakeshores and 100 yards from streams and trails.
- Taking hay or straw into the area.
- Having campfires around designated lakes in alpine and subalpine areas where firewood is scarce. Lakes now closed are Alpine Lake (Radfish Lake Creek), Alpine Lake (Iron Creek), Saddleback Lakes, Sawtooth Lake, and Boat Lake.
- Cutting of standing dead trees.
- Not having dogs under voice or physical control.
- Overnight camping on areas closed to camping.
- Building improvements of a permanent nature.

Consider closure of certain high use areas to overnight camping.

Provide for a high level freedom of choice with minimum regimentation.

Close camping sites exceeding Frissell's condition Class S.

Direct control measures will be used to distribute visitors when indirect methods have not proven successful. Use regulations as a last choice.

Case Study

Management Activity/Practice

General Direction

Standards and Guidelines

Wilderness continued

Phase out non-conforming uses and restore areas.

Needed restoration will be compatible with wilderness objectives.

Require written approval for use of pack and saddle stock.

Limit pack and saddle stock to not exceed 25 animals per group.

Require written approval for groups larger than 10 people and 15 head of stock.

Limit group size to not exceed 10 people.

Consider implementing a permit system when limits of acceptable change are exceeded on 25% of the use area.

Emphasis will be on visitor education through books, magazines, maps, signs, public sessions, etc., to prevent changes to the wilderness environment.

Wilderness ethics will be emphasized to the public and outfitters.

Use of fuelwood will be limited to dead and down material. Trees will not be cut for fuelwood.

Wildlife and Fish (C)

Planning

Predator control will only be done in rare and unusual circumstances.

Hunting and trapping are the preferred methods for control of problem animals. Aircraft hunting will not be permissible.

Cooperate with the Idaho Department of Fish and Game to design fisheries management plans consistent with the natural capabilities of the waters and surrounding land to meet wilderness objectives.

Fish stocking in currently barren lakes will be discouraged.

Discourage the stocking of species not previously established.

Continue aerial stocking of lakes.

Restrict aerial stocking to seasons of low visitor use.

Do not permit bear baiting.

Range (D)

Planning

Permit livestock grazing at current levels as long as grazing use protects the range resource from deterioration.

Use levels will not exceed present authorized level of 1,201 AUMs.

Locate livestock herder campsites away from trails and recreation campsites.

Non-Structural

Treatment of noxious weeds or other nuisance plants, by chemicals, is permitted after Chief's approval.

Case Study

Management Activity/Practice

Administration and Management

General Direction

Administer sheep allotments so they have the least lasting impact and effect on wilderness resources and values.

Standards and Guidelines

Forage utilization from all livestock (including horses) should not exceed an average of 50%. Strive for a condition of good or better.

Air (F)

Air Quality

Protect the Class I air quality related values, including visibility from adverse impacts of any proposed major emitting facility.

Require use of state-of-the-art models to estimate air pollutant impact on visibility and depositions.

Cooperate with the Environmental Protection Agency and State Air Quality Bureau in regional and/or local studies to determine baseline visibility conditions.

Automated monitoring stations, if needed, will be located outside the wilderness.

Minerals (G)

Processing of Site-Specific Development Proposals

Administer and mitigate all mineral related activities so that they have the least lasting impact and effect on wilderness resources and values.

Prior to surface disturbing management activities, an examination to determine justification and logical development sequence will be made.

Lands (J)

Special Uses

Special uses will be limited to those that are consistent with the management objectives.

Authorize surface disturbing activities only where needed for mineral activities on existing valid claims and for access to valid claims.

FERC Licenses

No permits for development will be issued.

Boundary and Corner Maintenance

Maintain all wilderness boundary posting to Forest Service Standards.

Protection (P)

Fire Planning

Maintain a natural ecosystem by allowing fire to play a natural role when predetermined prescription criteria are met.

Confine or contain fire spread within natural barriers unless additional measures are necessary to protect life and/or property values.

Conduct all fire management activities in a manner compatible with wilderness management objectives. Preference will be given to methods and equipment that least alter the wilderness landscape, or disturb the land surface. Locate fire camps, helispots, and other temporary facilities or improvements outside the wilderness boundary whenever feasible. Rehabilitate disturbed areas within wilderness to as natural a state as possible.

Case Study

Management Activity/Practice

Suppression

General Direction

Fire suppression of wildfire will avoid the use of heavy mechanized equipment or retardant drops until an Escaped Fire Situation Analysis is completed.

Standards and Guidelines

The use of heavy equipment for fire suppression of wildfire requires Regional Forester approval.

Areas disturbed during fire suppression activities will be restored to meet or exceed the retention visual quality objective.

Seeding of burned areas, if needed, will be with native or naturalized species.

Prescribed Fire

Planned prescribed fire as a management tool may be considered where lightning-caused fires are not sufficient to return the area to natural conditions.

Aircraft Transportation

Allow use of aircraft during emergency situations.

Insect and Disease

Control of insect and disease outbreaks will be initiated only after analysis.

Management Area/Unit

4A-B

Total Acres

217,088