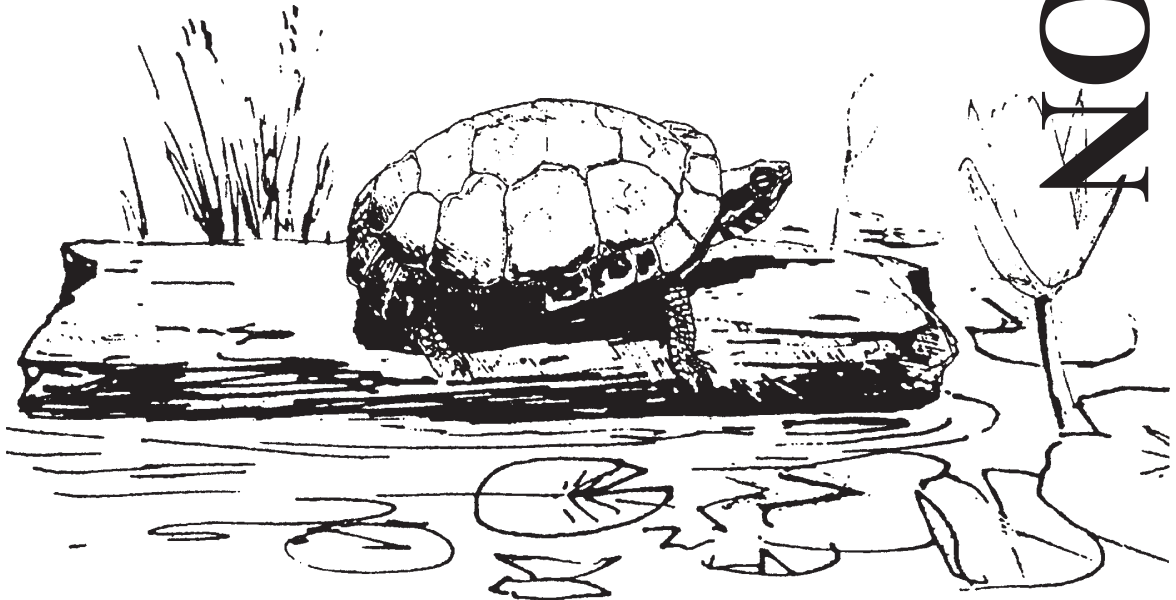


IMPLEMENTING MANAGEMENT

DIRECTION

*"There is just one hope
of repulsing the tyrannical ambition
of civilization to conquer
every inch of the whole earth.
That hope is the organization
of spirited people
who will fight for the freedom and
preservation of wilderness."*

Bob Marshall



Implementing Management Direction

This unit will focus on the process each agency uses to get from program level direction to specific projects. It will focus on the analysis done to identify the difference between existing conditions and desired conditions, identify management actions needed to achieve desired conditions, set priorities and estimate budget and staff needs. It will also briefly describe NEPA requirements for project-level decisions.

Objectives

1. Participants can identify possible management actions that will help achieve desired conditions.
2. Participants can develop an implementation schedule identifying actions, priorities, responsibilities, and budget/staff needs.
3. Participants can identify the appropriate level of NEPA analysis needed for five selected management actions.

Key points

- Project level analysis provides the link between what we want to achieve and on-the-ground activities.
- Project level analysis done in an integrated manner provides a blueprint for what needs to be done in the Wilderness to maintain or improve conditions.
- To ensure implementation, there must be a link between management direction in plans and budgeting, performance appraisals, and annual work plans.

Activity

Creativity exercise (refer to pp. 13-15) to identify possible management actions.

13 Implementing Management Direction

Making the Link

To ensure implementation, there must be a link between management direction in plans and budgeting, performance appraisals, and annual work plans. Planning generates a high expectation on the part of citizens that actions will occur on-the-ground in accordance with the new management direction. Wilderness stewardship entails commitment to the total job from planning to implementation to monitoring and evaluation.

Planning is, in and of itself, an academic pursuit of little direct use unless the plan is implemented. The aim of planning is to develop a better road map to guide management. The acid test for any planning process is the degree to which it guides the behavior of the agency. Thus, the need for ownership is paramount for implementation.

If a planning team wants its plan implemented, it should make sure that the people who are expected to implement it have a real sense of ownership before the implementation phase begins. All parts of the organization should feel that they have a role in ensuring the successful completion of the plan. A key challenge during implementation is keeping the planning team involved, yet not allowing them to take over the managing function. The planning team cannot and should not replace the decision-making structure of the agency.

A key ingredient is the degree to which the agency integrates the plan into its everyday management decisions. A plan is being implemented when the initial response of a manager confronted by a problem is to look for guidance in the plan. Once wilderness management direction is in place, it needs to become the template against which wilderness decisions are made.

Functional Aspects of Implementation

Throughout the planning process, the planning team should be making periodic reports to employees. The completion of the plan should be highlighted with a ceremony that signals an important event in the management of your wilderness.

Personnel meetings, special issues of newsletters, videotape presentations, and press conferences are just a few ways to alert and involve all employees. The idea is to celebrate the creation of a plan with broad ownership — it must be viewed as the organization's plan, not the planning team's plan. Wilderness planning is an on-going process, thus every time a decision about your wilderness is made, the basis for the decision needs to be fully communicated to those involved. In particular, managers need to discuss how the plan guided their decision.

Role of the Line Officer

The role of the line officer in plan implementation cannot be over-emphasized. The line officer must lead the implementation effort and must be totally committed to it. His or her actions have to indicate that there is a strong belief in what he/she is doing, based on the plan. This behavior aligns others behind the plan.

Role of the Budget

The most obvious way of identifying the degree to which your plan is being implemented is to look at the budget. Your plan should guide the development of out-year budgets and the distribution of current year budgets. In this way, the budget operationalizes the plan. The budget review process can be used as a constant measure of your unit's success in implementing the plan. If funding is allocated to the

programs identified in the wilderness plan, you're well on your way to implementation.

Accountability

Wilderness management direction also needs to be embedded in the performance-management and performance-appraisal systems of your organization.

People and units must be held accountable for the degree to which their efforts enhance or inhibit implementation of the plan. While there are various approaches that can be used to do this, each must reflect elements of the plan itself.

Acknowledgements

Each time a significant milestone is reached in implementation, a celebration is needed. Organizations that regularly attend to such accomplishments with verbal praise, pins, pot lucks, and bonuses are clearly demonstrating two things to their employees:

1. commitment to accomplishment of the plan, and
2. awareness that accomplishment requires everyone's involvement and hard work.

Successful implementation of any plan is no small accomplishment. It requires the initial creativity and energy to develop the plan, courage and commitment to introduce it, and persistence and thoroughness to implement.

Monitoring

Once the plan has been developed and implementation is underway, you must continually monitor its environments, both internally and externally. The world continues to change and you must be alert to any changes that may threaten successful implementation. This is especially important during the early stages of implementation when people may believe that everything that needs to be done, has been done. Planning decisions are based on assumptions and it is critical to verify that these assumptions are holding true. Always be ready to adjust the plan if the assumptions change.

Here are some questions you can ask yourself to see if you have the right environment to ensure implementation of wilderness management direction.

- * How does the wilderness program rank in terms of leadership's priorities for the unit?
- * Is the plan being used to develop out-year budgets and distribute current year budgets?
- * Who is directly responsible for implementing wilderness management direction and do they have the authority to make budget decisions, day-to-day resource decisions, and supervise field personnel?
- * Is accomplishment of management actions including monitoring built into performance appraisals? Are rewards and consequences in place for accomplishing wilderness actions including monitoring elements?
- * Do interested citizens and partner agencies know what the objectives are for wilderness conditions and do they have the opportunity to independently review how we are doing?

13 Implementing Management Direction

- * Is the plan being used to develop annual work plans and set job responsibilities for field personnel?
- * What are the perceptions/attitudes of field personnel who directly implement wilderness management actions? Do they understand and support what is to be achieved, how success is measured, and the actions to help make progress toward desired conditions? Do they have the training and tools needed to do the job?
- * Is monitoring information being used to refine and adjust the plan?
- * Do interested citizens and partner agencies know what is happening on-the-ground to implement wilderness management direction? Are opportunities for continued involvement available?
- * Does the organization regularly celebrate accomplishments in the wilderness management program and recognize people's efforts toward implementation of the plan?

Adapted from information provided by:

Connie Myers - Arthur Carhart National Wilderness Training Center

Jeff Shryer - BLM Kemmerer, Wyoming

Fish and Wildlife Service Process

13 Implementing Management Direction

Fish and Wildlife Service Wilderness Plan Implementation Process

Objective

To explain principles and guidelines used to ensure appropriate active implementation of wilderness management plans (WMPs) for those areas administered by the Fish Wildlife Service (FWS).

Overview

(1) Management planning for FWS Wilderness areas is part of the Comprehensive Management Planning process for field stations as required by the Service Manual. In Alaska this chapter applies only to Congressionally designated Wilderness areas per Section 1317 (c) of the Alaska National Interest Lands Conservation Act (ANILCA). Under this Act Comprehensive Conservation Plans were prepared which included wilderness management. FWS Wilderness areas may be unique from other areas in the National Wilderness Preservation System because they are usually part of another system—the National Wildlife Refuge System—and are thus managed within certain restraints of that system.

(2) Responsibilities for developing and implementing WMPs lie primarily with the project leader having immediate supervision of the field station of which the designated Wilderness is a part.

(3) At this time FWS has no mechanism for obtaining special funding for developing or implementing WMPs other than through regular operation/maintenance (O&M) budget processes for the field station.

(4) WMP implementation priorities for FWS include top priority for those few Wilderness areas without approved WMPs of any kind followed closely by those areas having significant public use.

Instructional materials and activities

I. Mechanisms/Responsibilities for WMPs and Implementation

FWS Wilderness area management guidance is formally contained in the Refuge Manual (6 RM8) and will soon be expanded/clarified in the Service Manual (610 FW 1-5), currently in the "late draft" stage. Specific wilderness management direction is developed as part of the Comprehensive Management Planning (CMP) process required by 602 FW 1, also currently being drafted. Management direction for each designated Wilderness must be stated in a WMP, either as an independent operational plan or as part of a more comprehensive planning document (as per 602 FW 2, Management Planning). In Alaska this discussion applies only to Congressionally designated Wilderness per Section 13117 (c) of ANILCA. Under this act Comprehensive Conservation Plans have been prepared and several differences in wilderness management do exist because of public safety considerations as well as other provisions of ANILCA.

Ultimate responsibility for preparing WMPs and implementing provisions therein rests with the field project leader having immediate supervision of the Wilderness. The project leader may be assisted by a designated Regional Wilderness Coordinator who serves as a liaison between the Washington Office and the field regarding policy questions/clarifications.

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Presently the FWS has no mechanism established for obtaining special funding for developing or implementing WMPs other than through regular O&M funding for the field station of which the designated wilderness area is a part. Indeed every Wilderness established within a FWS land system is managed supplemental to the purposes of the field station. All laws/directives governing the administration of FWS land remain intact; additionally, Congress has superimposed constraints on the manner those lands designated as Wilderness can be managed to meet field station objectives.

II. WMP Implementation Priorities

Top priority will be for those few Wilderness areas without approved WMPs of any kind. Closely following are those Wilderness areas which receive significant public use, especially if the type and amount of public use has an obvious potential to degrade habitat and wilderness characteristics. Priority will also be given to those areas currently having WMPs which were developed without proper public participation and/or other National Environmental Policy Act (NEPA) considerations.

III. WMP Implementation

Implementation involves actualizations of the management actions identified in the WMP. It should follow an environmental analysis, formal decision notice, and signature by the Regional Director (or authorized delegated representative).

When the completed WMP is approved (signed) at the Regional level, the project leader should immediately and fully integrate plan implementation steps into annual station action/operational plans including incorporation of funding/staffing needs in the Refuge Operation Needs System (RONS). Emphasis should be on action items such as research and system monitoring components—without monitoring of wilderness conditions the WMP represents only a PC/paperwork "time eater." Project leaders should be innovative in seeking resources for on-the-ground implementation including selective use of volunteers, cost sharing, partnerships, etc.

References

Refuge Manual: 6 RM 8

Service Manual (in draft): 602 FW 1, 602 FW 2, 602 FW 1-5

Alaska National Interest Lands Conservation Act, especially Sections 1316 (a) and (b) and 1317 (c)

Stankey, George H.; Cole, David N.; Lucas, Robert C.; Petersen, Margaret E.; Frissel, Sidney S. 1985. The Limits of Acceptable Change (LAC) system for wilderness planning. Gen.Tech. Rep. INT-176. Ogden, UT: U.S. Department of Agriculture, Forest Service, Intermountain Forest and Range Experiment Station. 37 p.

Forest Service Process

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Forest Service Process for Implementing Wilderness Management Direction

Planning triangle

The Forest Service offers the Forest Plan Implementation course (1900-01) which teaches the process used to identify possible management actions and complete the appropriate level of NEPA analysis. This course is widely available, thus this unit will only provide an overview.

Like the triangle used to develop programmatic management direction and amend the Forest Plan, implementing Forest Plan direction uses a similar triangle. The left leg of the triangle is the analysis phase used to identify possible management actions and the right leg is the NEPA documentation for specific actions. The more thought put into the analysis side, the more likely the possible management actions will be effective at moving conditions toward desired conditions.

Analysis documents

The purpose of the analysis is to identify possible actions to achieve desired conditions for Wilderness. By doing this, managers are able to display a logical sequence of actions to make progress toward achieving desired conditions and can present a comprehensive, integrated picture of the total management job within Wilderness. The analysis also helps identify priorities so work can be focused on actions that will help achieve desired conditions. The list of actions is very valuable to track and report accomplishments. The Implementation Schedule that accompanies the analysis identifies budget and staff needs and can be an effective tool for program planning and developing out-year budgets to obtain the funds necessary to implement actions. The results of the analysis are documented in Operational Plans (refer to 5/27/92 letter from Overbay) with an accompanying Wilderness Implementation Schedule. (Note: currently, you may find Operational Plans called Implementation Plans or Action Plans). These documents are signed by line officers but they are NOT NEPA documents since they only identify POSSIBLE management actions and they are NOT part of Forest Plans.

Project documents

These documents contain the NEPA analysis to make project-level decisions about how a particular management action will be done.

Analysis side of the triangle (NFMA)

Implementation

Begin with the Forest Plan. The purpose of the analysis is to develop projects (management actions) that will help achieve desired conditions for Wilderness identified in the Forest Plan. Unlike developing programmatic direction, the analysis at the project level is driven by the desired conditions in the Forest Plan, not issues. The analysis to develop possible management actions must be interdisciplinary in scope. Some regions use an Integrated Resource Analysis framework to accomplish the analysis to implement Forest Plan direction. The public should be involved throughout the analysis. If citizens understand where the “problems” are (i.e. gaps between existing and desired conditions) and can help brainstorm possible management actions, they will be more likely to support projects on-the-ground. Citizens can provide valuable information about existing conditions, help identify why problems are occurring, suggest possible management actions, identify priorities, and offer ideas for project implementation.

13 Implementing Management Direction

1. Identify Area of Interest. The analysis can be done for the entire Wilderness, a portion of the Wilderness, or on a watershed basis. A particular area may be chosen because monitoring information reveals that desired conditions are not being met or it is an area citizens are especially concerned about.
2. Determine desired conditions (including objectives) for each zone within the area of interest. This information is obtained from the Forest Plan (programmatic direction developed for Wilderness). The analysis to implement Forest Plan direction provides an opportunity to validate and refine programmatic direction if necessary. Any identified changes in programmatic direction would then be worked back into the Forest Plan through the amendment process.
3. Describe existing conditions. Existing conditions should be described so they can be easily compared to desired conditions and standards. Review the “affected environment” section of the NEPA document that accompanied development of programmatic direction to find information that is already summarized.
4. Identify gaps between existing and desired conditions. These gaps are called “Opportunities” or objectives. Examples might be: Desired Condition: Campsites show little perceptible evidence of past human use. Vegetation is lost only around the fire ring or center of activity (Frissell Condition Class 2). Existing Condition: 75 campsites were inventoried. Of these, 30 were in condition class 1, 30 were in condition class 2, 10 were in condition class 3, and 5 were in condition class 4. Opportunity/Objective: Improve campsite conditions at 15 sites.

Desired Condition: The fire regime (number, size, and intensity) is similar to what would be expected if the natural process operated freely. Less than 5% of natural ignitions are suppressed. Existing Condition: Currently, all fires are being suppressed. While the number of fires is similar to what would be expected under a natural fire regime, the size and intensity of fires is less than what would be expected. Opportunity/Objective: Allow 5% of the natural ignitions to burn that are not likely to threaten property or resource values outside Wilderness.

5. Identify possible management actions to improve conditions where there is a “gap,” and to maintain conditions where there is not a “gap”. To develop the most effective management actions, it is important to identify why desired conditions are not being met (i.e. cause of the problem). Are campsite problems due primarily to visitor behavior (e.g. improper recreational stock practices), site location, type of use, timing of use, or use levels? Are all fires being suppressed due to the lack of an approved fire plan, line officer discomfort with risk, lack of qualified fire personnel to manage prescribed fire, or lack of public acceptance/understanding of natural fire? A valuable reference to help identify possible actions to improve conditions related to recreational impacts is “Managing Wilderness recreation use: Common problems and potential solutions” (Cole, Petersen, Lucas 1987).
6. Check Forest Plan consistency. Make sure your possible actions will not violate standards in the Forest Plan and policy directives in the Forest Service Manual (National Wilderness Policy—section 2320).
7. Prepare the Wilderness Implementation Schedule. List the possible actions along with priorities for the next 5 years, responsibilities, and budget/staff needs.

NEPA Side of Triangle

This is similar to the NEPA analysis described in units 10-12, however the analysis is conducted at the site-specific level (answering the question of HOW a particular action will be implemented to help achieve desired conditions).

1. Identify the proposed action and purpose and need. The proposed action is one of the possible actions identified during the analysis that you want to implement. The purpose and need (why is the action needed) comes from the gap between existing and desired conditions.
2. Scope the proposed action. Notify the public what the proposed actions are and ask them to identify the site-specific issues associated with these actions.
3. Develop alternatives. Identify other possible ways to meet the purpose and need that would respond to the issues raised during scoping.
4. Describe the environmental effects of implementing the various alternatives.
5. Check consistency with NFMA requirements.
6. Determine significance and document the decision. Significance is determined in terms of environmental effects. The decision is documented in a categorical exclusion, environmental assessment, or environmental impact statements.
7. Notify the public of the decision and implement.

Continue monitoring and evaluation to assess whether management actions are making progress toward desired conditions.

Scoping is required on all proposed actions, however some types of actions may not require any NEPA documentation.

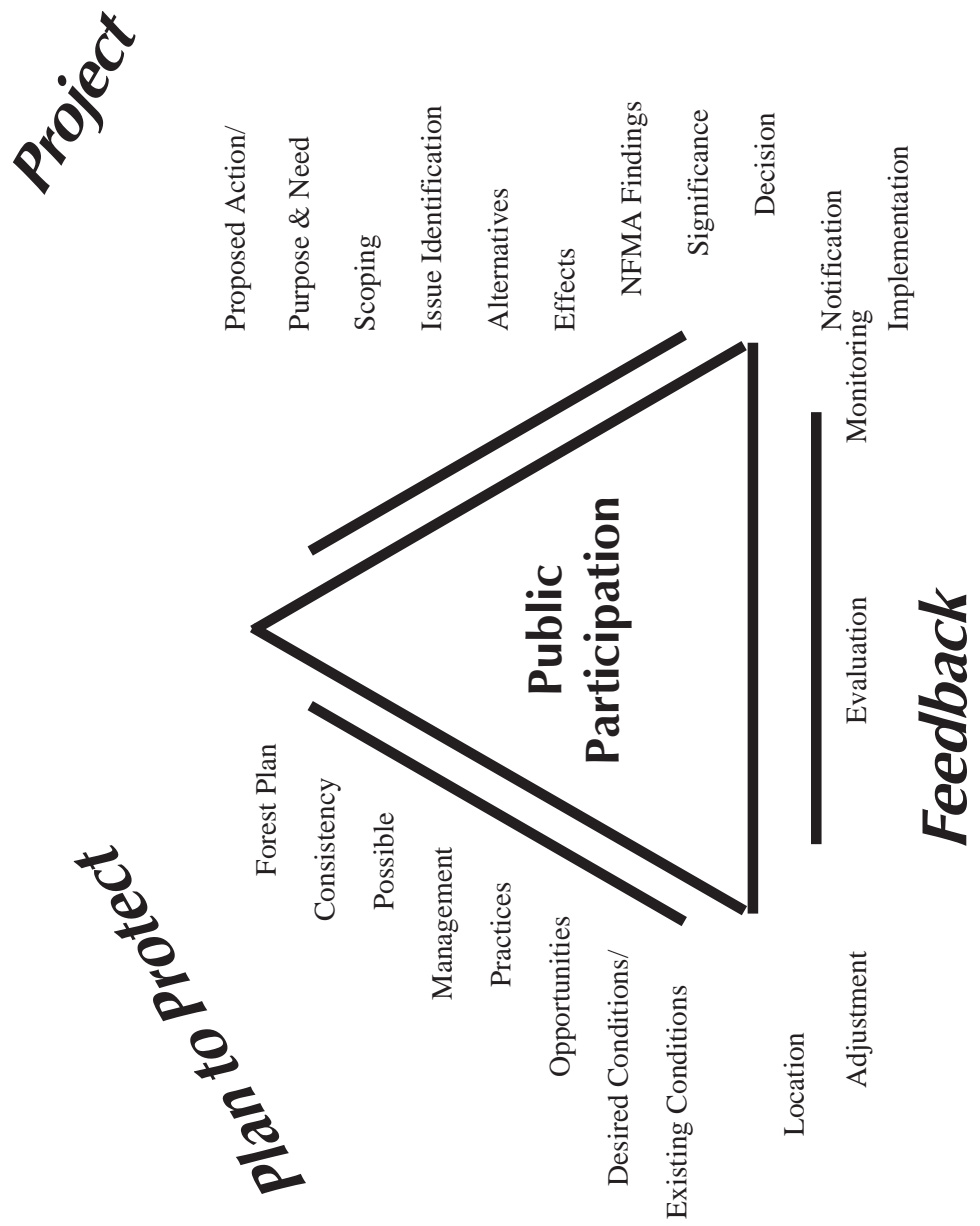
Actions that typically do not require documentation include: out-year budgeting, monitoring/inventory activities, educational programs, trailhead signing, law enforcement activities, routine trail maintenance, approving incidental outfitted use.

Actions that typically require a project file and decision memo (categorical exclusion) include reconstructing a trail or approving a one-time group event. Actions such as issuing a special use permit for outfitting, instituting a permit system, restoring a historic site, or updating an allotment usually require documentation in an environmental assessment or environmental impact statement.

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FOREST PLAN IMPLEMENTATION



13 Implementing Management Direction

blank

Exercise...

CREATIVITY

Your
Name _____

Problem

Most outrageous solution

Most practical solution

Most economical solution

Most acceptable solution for all involved

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blank

Plan to Project Steps

Analysis driven by desired conditions in Plan, not issues

- Begin with your Forest Plan—the purpose is to implement the Plan in an identified area
- Locate an area
- Determine desired conditions based on Forest Plan management direction
- Describe existing conditions on the ground
- Identify gaps between existing conditions and desired conditions
- Identify possible management actions to improve conditions where there is a "gap," and to maintain conditions where there is not a "gap"

13 Implementing Management Direction

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Wilderness Implementation Schedule

Definition

- Schedule of possible actions (what needs to be done) to meet direction in the Forest Plan
- 3-5 year time frame but is dynamic document that can be updated as needed
- Includes possible actions, costs, timing, priorities, and responsibilities
- Is part of the Plan to Project analysis
- Is not a NEPA document, nor is it part of the Forest Plan
- It is signed by the appropriate line officer
- It is developed using an interdisciplinary approach and public involvement

Purpose:

- Present a comprehensive, integrated picture of the total management job within Wilderness
- Display a logical sequence of actions to make progress toward achieving desired conditions
- Identify budget and staff needs that can be used in out-year budget

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blask

Example of Plan to Project Analysis Teton Wilderness

Fisheries

Concerns

1. There are few natural fisheries in the Teton Wilderness.
2. Stocking should be encouraged where needed to maintain a quality fishing experience.
3. People have become accustomed to having fish in most lakes and like it. Fishing is a main reason many people visit the Teton Wilderness (especially, Yellowstone Meadows).
4. Helicopters are the most efficient way to plant fish but they are an impact on Wilderness users.
5. Appropriateness of stocking fish in Wilderness. If we stop stocking, use will increase where fish are present. Stocking is needed to disperse use.
6. Management options include restricting all fishing. Don't keep putting off hard decisions by stocking to maintain the status quo.
7. Focus on desired future conditions and management strategies. For "wild" management in most pristine areas, only restock rarely. Change fish management concepts to fit with DFC's (i.e. Wild in DFC 6A, Unique Species in 6B, Basic Yield in 6C, etc.)
8. Need to work with Cody and Jackson WGFD fisheries biologists to revise the fish stocking plan for the Teton Wilderness.
9. Education is the key: let people know about non-wilderness fishing areas; many Wilderness lakes didn't have fish historically; fish less-pristine areas of the Wilderness
10. Look for opportunities to reduce stocking, i.e. achieve desired stocking levels by reducing fishing pressure.
11. Fishing is an important part of the experience. Don't want to lose fishing opportunities.
12. Fishing is causing the overuse of Yellowstone Meadows campsites and impacts on the trail systems, especially as people try to get in early each summer before the trails have dried out. A later opening date for fishing season would help reduce impacts, and would encourage more grizzly bear use of spawning creeks.
13. Designating an area as catch-and-release might just attract more people.

Desired Future Condition

Native fish are maintained, with special emphasis on protection of the sensitive fine-spotted Snake River cutthroat and its habitat. Species which were introduced due to stocking programs prior to designation and have become established (i.e. reproducing and surviving) may be considered "naturalized." Fish population numbers and

13 Implementing Management Direction

distribution may fluctuate from year to year due to natural variability. Fishing is allowed under Wyoming Game and Fish regulations. Visitors find that they have to work harder to access areas but are rewarded by being able to catch wild fish in a remote setting with few people around.

Management Standards

Management of fish habitat is not permitted.

Reintroduction of native fish is permitted if the species was eliminated due to past human influence.

Habitat occupied by existing and reintroduced populations of Snake River cutthroat trout and the Yellowstone cutthroat trout will be managed to protect species purity. Management activities will be guided by: Interagency Policy and Guidelines for Fish and Wildlife Management in National Forest and BLM Wilderness. Condition Standard:

Fish habitat conditions reflect the diversity that results from natural disturbances; human activities such as recreation, livestock grazing, and fire suppression interfere with natural conditions and processes only to the extent necessary to meet legal requirements.

At least 90% of the natural stream bank stability of streams (particularly streams supporting sensitive or trout species) is maintained. Stream bank vegetation is maintained to 90% of its potential natural condition. Stream bank stability, vegetation, and fish numbers and biomass is managed by stream type.

Existing Condition

Fishing is one of the most popular activities within the Teton Wilderness. Historically, there were not many fish within the Wilderness, but many lakes were stocked as early as the mid 1930s by outfitters and other users of the Primitive Area. Since 1954, the Wyoming Game and Fish Department has been stocking Wilderness lakes by helicopter. WGFD currently stocks 20 lakes in odd-numbered years. All of these lakes are in zone 6A or 6B. Thirteen lakes have been stocked in the recent past but are not currently stocked. Sixteen lakes have fisheries but have not been stocked within recent memory. Thirteen lakes are considered 'fishless' and there are no records of stocking for them.

The lakes are stocked to meet various management goals: Basic Yield (objective is to provide exploitable fisheries); Wild (objective is self-sustaining fishery); Unique Species (objective is to maintain or expand unique species such as the Snake River Cutthroat Trout); and Trophy (objective is to provide exceptionally large fish). Non-native species (Golden Trout and Brook Trout) are stocked to provide more variety for anglers.

There is a two-fish limit within the Teton Wilderness (applies to any Wilderness within the Snake River Watershed).

Management Objectives

1. Fishing opportunities remain available to visitors to the Teton Wilderness where possible without damaging Wilderness values.
2. Impacts to riparian habitat, trails, campsites, and upland meadows during early-season fishing trips, are reduced or remain at an acceptable level.
3. Indigenous cutthroat trout populations are managed to protect species purity.
4. Fish stocking is minimized.

Actions

- A. Revise fish management plan for the Teton Wilderness, in conjunction with the Wyoming Game and Fish Department.
 - Develop fish management strategies which are consistent with the Wilderness Act and which reflect the management emphasis for 6A, 6B, 6C and 6D zones.
 - No lakes will be stocked which are not currently being stocked, or which are fishless.
 - Determine if stocked fish are surviving and reproducing; determine the effects of fish stocking on aquatic habitat conditions.
 - Emphasize stocking native species.
 - Use fishing seasons and stocking levels to reduce human impacts on other resources, as a last resort.
- B. Learn more about indigenous cutthroat trout populations and how to protect their habitat (potential joint study with Yellowstone National Park). WGFD strongly supports this proposal and would like to be involved in future studies.
 - Where introduced trout species are present along with native trout, management decisions will benefit native cutthroat even if this is to the detriment of the introduced species.
- C. Provide information and education about fisheries, including an historical perspective, and promote user responsibility.
 - Educate wilderness users to not expect fish in every lake. Provide them fishing opportunities in less-pristine or non-Wilderness regions.
 - Develop appreciation for native fish species, and an understanding that many Wilderness lakes were not good fisheries historically.
- D. Develop plan to deal with early-season impacts on Yellowstone Meadows and Atlantic Creek associated with fishing.
 - Pursue solutions to protect trails, campsites and forage from heavy early season use.
 - Have a Wilderness Ranger at Yellowstone Meadows early each summer to attempt to reduce impacts through personal contacts with visitors.
 - Encourage biologists from the Cody WGFD to visit Yellowstone Meadows early

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each summer to observe resource impacts.

- Work with WGFD to build support for a later fishing season (July 1 or 15) so that trails and campsites are dried out and forage is ready.
- Allow grizzly bears uninterrupted feeding on fish during the early summer.

Concerns

Grazing

1. Utilization standards should apply only during the growing season (summer). Fall grazing is different because you aren't concerned about utilization but about resource damage (trampling of root crowns).
2. Effects of grazing and human activities (trails, campsites, hitch areas) on native vegetation. People are causing overgrazing and tree damage or death by poor stock-handling techniques.
3. How do you know what is impacting meadow condition? Are impacts caused by humans or cattle, or is the condition naturally poor?
4. Need to establish more baseline information about meadow condition, particularly the ones that are in condition class 4 or 5.
5. What is acceptable condition? Is class 3? class 2?
6. If you start closing meadows in condition class 3 or 4, you will push more use in meadows which are in good condition and worsen them.
7. Is it better to concentrate impacts or to spread them out?
8. Don't get into complicated rehabilitation, just close meadows and let nature take her course.
9. Need to resolve conflicts in favor of grizzly bears. Don't reissue Lava Creek allotment because of potential conflicts with bears.
10. Need to recognize and manage use in the Teton Wilderness as a horse's wilderness.

Desired Future Condition

In 6A areas, cattle and domestic sheep grazing is not permitted. Pack and saddle stock grazing is permitted to the extent that it does not impact the composition of the native plant community. The vegetation is in or trending towards natural potential condition except where natural disturbances result in lower seral stages.

Objectives

Grazing of recreational stock will be at least 100 feet from lakes. The picketing and tethering of recreational stock overnight must be at least 200 feet from lakes, streams, and other occupied camps.

The maximum utilization level of total forage is 28% during the growing season

(equals maximum of 50% utilization on key forage species). (Note: growing season ends when predominant vegetation has cured or dried out).

In 6B-6D areas, range is managed to maintain and enhance existing range and watershed conditions while providing forage for cattle or sheep, recreational stock and wildlife. A mosaic of different seral stages exist due to differences in the natural potential of sites, natural disturbances and livestock grazing. Visitors understand why grazing is permitted and know where and when to expect encountering livestock. Wildlife movement is not impeded by range structures and no wildlife displacement occurs in crucial areas.

Standards

All livestock grazing will be managed under the direction of an allotment management plan. Allotment management plans will include site-specific proper use standards (considering forage utilization, ground cover, plant vigor, soil disturbance, stream bank stability, and overall ecological status), findings from big game winter range evaluations, and the amount and kind of streamside vegetation needed to maintain or improve riparian areas.

Example:
Wilderness Implementation Schedule

RUBY MOUNTAINS WILDERNESS

EAST HUMBOLDT WILDERNESS

Prepared by Amy K. Ballard 6/12/92

Recommended by Mort E. Lewis 6/16/92
District Ranger
Ruby Mountains Ranger District

Approved by John Inman 6/29/92
Forest Supervisor
Humboldt National Forest

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Ruby Mountains Wilderness

East Humboldt Wilderness

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12	Special Uses
13	Minerals
14	Fire
15	Law Enforcement, Public Safety, Search and Rescue
16	Attachment #1 Wilderness Planning Revision

Wilderness Implementation Schedule

Humboldt National Forest

Management Objectives

Protection of the wilderness resource.

Provide the public with 454,000 acres of high-quality wilderness recreation opportunities.

Revise the wilderness portions of the Forest Plan using the LAC process and public involvement in conjunction with the revision of the Forest Plan

Specialists from all disciplines will take an active role in wilderness management.

Provide wilderness education, awareness and information internally and to the public.

Manage wilderness users and resources within wilderness to retain the wilderness character.

Coordinate with and involve other agencies in management of wilderness.

Wilderness Implementation Schedule Summary of Costs 1992-1996

Ruby Mountains Ranger District (4/92)

Resource	1992	1993	1994	1995	1996
Planning NFWM	\$11,000	\$12,100	\$12,100	\$12,200	\$12,300
Range NFWM	\$ 4,100	\$ 4,700	\$ 4,500	\$ 4,800	\$5,000
	(9,800)	(10,000)	(10,000)	(10,400)	(10,400)
Education, \$4,000Information NFWM	\$5,200	\$4,700	\$3,600	\$3,800	
	(\$1,600)	(\$1,600)	(\$800)	(\$1,400)	(\$1,400)
Recreation NFWM	\$10,900	\$12,400	\$10,300	\$3,800	\$4,000
Cultural Resources	\$1,700	\$3,200	\$2,400	\$2,500	\$3,600
NFCR	(\$4,100)	(\$4,100)	(\$4,100)	(\$3,700)	(\$3,700)
Soil, Watershed,	\$3,000	\$4,000	\$4,300	\$3,500	\$3,300
Air Quality	(\$2,000)	(\$2,200)	(\$2,200)	(\$2,200)	(\$2,200)
Wildlife and	\$3,700	\$3,000	\$3,200	\$3,200	\$3,200
Fisheries	(\$900)	(\$900)	(\$1,000)	(\$1,000)	(\$1,000)
NFWL/NFAF					
Special Uses NF	\$2,300	\$2,000	\$1,900	\$2,000	\$2,00
Generals NFMG	\$0	\$0	\$0	\$0	\$0Fire
NFFP	\$600	\$600	\$700	\$700	\$800
	(\$1,800)	(\$1,800)	(\$2,000)	(\$2,100)	(\$2,100)
Law Enforcement	\$5,500	\$5,000	\$6,300	\$5,200	\$6,100
Public Safety,	(\$1,200)	\$0	(\$1,200)	\$0	(\$1,200)
Search and Rescue					
TOTAL¹	\$48,000	\$51,700	\$49,500	\$48,800	\$51,900
TOTAL²	(\$21,400)	(\$20,600)	(\$21,300)	(\$20,800)	(\$22,000)

Total ¹ = District wilderness resource costs

Total² = Other District and S.O. support

13 Implementing Management Direction

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WORKSHEET

IMPLEMENTING PLAN DIRECTION

Select one of your desired conditions (including objectives) that you know is not currently being met. Identify what the existing condition is. Identify the “gap” between existing and desired conditions. Then, try to list several possible projects that might fix the problem.

List one of your desired conditions along with its objectives.

What is the existing condition?

What is the gap between the existing and desired conditions?

List at least 5 projects you could do to close the gap.

For each project listed, what level of NEPA documentation is probably needed? Categorical exclusion without documentation; Categorical exclusion with project file and decision memo; Environmental Assessment with Decision Notice; Environmental Impact Statement with Record of Decision

13 Implementing Management Direction

National Park Service Process

13 Implementing Management Direction

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Wilderness Management Plan Implementation—National Park Service

Objectives

The students will understand that the National Park Service has no formalized process for Wilderness Management Plan implementation.

The students will understand that Olympic National Park utilizes an annual Wilderness Management Plan implementation cycle that includes four steps.

The students will have a basic understanding of each of the four implementation steps.

13 Implementing Management Direction

Overview

Implementing steps 1- 8 of the Limits of Acceptable Change process produces the basic elements necessary for development of a National Park Service Wilderness Management Plan. These steps establish the desired conditions for the wilderness. The final step of the Limits of Acceptable Change process, Step 9, moves on from development of the Plan to its implementation. The purpose of this step is to implement the Wilderness Management Plan so that the desired conditions can be achieved. Implementation involves an on-going comparison of desired conditions with present conditions through monitoring, and development and implementation of proposed actions to bring conditions back to acceptable levels.

The National Park Service has no formalized process for implementation of Wilderness Management Plans. What follows is an example of a process for Plan implementation that was developed for Olympic National Park, utilizing elements of the processes developed for North Cascades National Park Service Complex's and Mount Rainier National Park.

Case Example

Wilderness plan implementation cycle

Olympic National Park has developed a four stage annual cycle to implement the Wilderness Management Plan: 1) Monitoring of wilderness resource and visitor experience conditions, 2) Production of a State of the Wilderness Report, 3) Development of a Wilderness Action Plan, and 4) Implementation of the Wilderness Action Plan. Descriptions of each of the components of these steps and how each fits into the Wilderness Management Plan implementation cycle are stated below. The enclosed diagram outlines the Implementation Cycle.

Step 1—Monitor Wilderness Conditions: The wilderness monitoring program is the method by which human-induced change affecting natural resources, cultural resources, or the visitor's wilderness experience is documented. Monitoring of wilderness conditions is the basis for both development and implementation of the Wilderness Management Plan. In Step 3 of the Limits of Acceptable Change process, indicators were selected that would most accurately measure resource and visitor experience conditions. Indicators were monitored to assess the condition of wilderness resources, and facilities inventoried. From this data, the Plan's standards and guidelines were derived. Examination of the existing conditions were used to help determine desired conditions for alternative Opportunity Class and Trail Class allocations.

An on-going part of Plan implementation is monitoring of resource, visitor experience and managerial conditions to determine if acceptable limits of desired resource and visitor experience conditions have been exceeded. If established standards have been exceeded, management actions are taken to bring conditions back within the acceptable levels. The selection of management actions is based in large part on what monitoring has revealed to be the extent and nature of the impacts. Monitoring is continued to determine if the selected management actions have been effective. In addition, the results of monitoring may reveal where modifications in Wilderness Management Plan standards are necessary. Monitoring is also be carried out to determine the nature, magnitude and sources of any impacts to wilderness from activities conducted outside wilderness, as per the National Park Service Management Policies' direction.

A Wilderness Handbook which serves as an Appendix to the Plan will include a description of the methodology for the monitoring program and will list assignments of monitoring responsibilities.

Step 2—Compile State of the Wilderness Report: A State of the Wilderness Report (SOWR) will be compiled annually summarizing: 1) Significant activities, 2) Status of resource and visitor experience conditions and 3) An updated inventory of wilderness facilities.

Significant activities for listing will include such items as location, level and type of wilderness use; trail crew and ranger work accomplished; management actions taken; revegetation/restoration projects; wilderness-related interpretation and education; research and monitoring completed; aircraft use and overflight summary; minimum tool use summary; and concession activities. Wilderness staffing levels and locations, volunteer hours and the type of work done will be listed; all wilderness management related costs will be reported. A summary of any work goals that were not achieved and the reasons for incompleteness will also be given.

An analysis of wilderness monitoring data will summarize the status of resource and visitor experience conditions. Present conditions, as ascertained from monitoring data, will be compared to the standards. The resource and visitor experience conditions that have been exceeded and their locations will be listed along with the probable causes of the discrepancies. Employee summaries of new impacts observed and areas of concern for potential impacts will also be included. Visitor issues and concerns for the year will be compiled. The master wilderness facility inventory will be updated indicating any changes to signs, toilets, ranger stations, cache boxes, shelters, historic structures, trails and trail facilities, campsites and related facilities, radio repeaters, etc.

A Park Seasonal Wilderness Seminar will be scheduled at the end of the summer season to provide the opportunity for seasonal employees to present and discuss wilderness issues, provide verbal summaries of significant activities and work accomplished, and to propose wilderness management changes.

Wilderness rangers, trail crew, resource management crew and interpreters will submit summaries of their activities to their supervisors using the standardized report format that will be laid out in the Wilderness Handbook. Concessionaires operating in wilderness will provide a summary of activities. Supervisors including District Rangers, Trails Foremen, District Naturalists, Natural and Cultural Resource Specialists, Aviation Manager and Concession Specialist will review, compile and submit the summaries to the Park's Wilderness Coordinator for preparation of the State of the Wilderness Report, that will then be submitted to the Superintendent and Management Team.

Step 3—Develop Annual Wilderness Action Plan: The Wilderness Action Plan (WAP) is a blueprint for Wilderness Management Plan implementation over a 1–3 year period. Each year the wilderness management goals for the next three years are defined, updated and actions which are necessary for meeting the Wilderness Management Plan objectives are selected and included in the Action Plan. Components of the Action Plan are 1) Annual goals, 2) Actions to be taken, 3) Priority level for each action, 4) Responsible parties, and 5) Estimated labor and costs required to carry out each action item. The Wilderness Action Plan is dated annually with input from all Park divisions.

13 Implementing Management Direction

Information in the State of the Wilderness Report reveals where conditions have exceeded the acceptable standards. The minimum action which will successfully bring these conditions back to acceptable levels is selected from the Wilderness Management Plan's list of approved Management Actions. Comprehensive actions which address the array of unacceptable conditions in an area are developed, rather than each exceeded standard being addressed in isolation. The tasks and projects are then prioritized.

Staffing and funding requirements to accomplish the actions are determined. The personnel responsible for carrying out the actions are identified and their training needs determined. Changes proposed for the Wilderness Management Plan are also included, such as modification or additions to standards and guidelines, new management actions or changes in Opportunity Class allocations. The type and extent of compliance, public notification/involvement and interagency coordination is determined and the necessary Compendium changes are identified.

Subdistrict Rangers, Trail Crew Leaders, District Naturalists and Natural and Cultural Resource Specialists solicit input from their staffs and prepare proposals to be included in the annual WAP. Proposals are reviewed by supervisors, then presented at an annual wilderness meeting where 1-3 year wilderness management goals to meet Wilderness Management Plan objectives are developed. Proposed action items to achieve those goals, priorities and compliance considerations are discussed. A draft Wilderness Action Plan is then prepared based on information from this meeting. The draft Wilderness Action Plan is then brought before the Park's Compliance Committee and Management Team for review.

Components of the draft Wilderness Action Plan are identified for inclusion in the appropriate Division's annual goals. Division/Branch Chiefs then determine which wilderness actions will be included in their Division goals. Wilderness actions are prioritized with other Park goals providing the mechanism for wilderness actions to be included in park wide priority setting. Final prioritization and approval of wilderness actions is made by the Superintendent. Those actions selected as Park priorities for the year are listed in the Park's annual work plan and budget, in the annual Division goals and in individual work plans. Performance standards are updated to reflect the employee's ability to meet current Wilderness Action Plan goals. The Wilderness Action Plan is revised to reflect those wilderness management action items that have been selected as Park goals for the year.

Step 4—Implement Wilderness Action Plan. The Wilderness Action Plan is implemented following guidelines and standards found in the Wilderness Management Plan and in the Wilderness Handbook, an Appendix to the Plan. The Handbook includes more specific management facility standards and techniques than are appropriate for placement in the Plan. Standards and techniques such as toilet designs, sign standards, trail maintenance techniques, monitoring protocols are included in the Wilderness Handbook.

Conclusion

The four stage implementation cycle begins again with Step 1, monitoring. Monitoring following implementation of the Wilderness Action Plan determines if the selected management actions were effective in restoring unacceptable conditions. Implementing the four stage cycle (monitoring of wilderness conditions, compilation of a State of the Wilderness Report, development of an annual Wilderness Action Plan

and implementation of the Wilderness Action Plan) ensures that the Wilderness Management Plan's goals and objectives continue to be met.

Suggested activities

1. Have the students divide into groups and outline what an effective monitoring program would include.
2. Have the students prepare a short State of the Wilderness Report for "Big Mountains and Little Lake National Park."
3. Have the students prepare a "Wilderness Action Plan" for "Big Mountains and Little Lake National Park."

Visual Aids

Develop an overhead from the enclosed diagram and use it to explain each of the four steps of the implementation cycle.

Discussion Questions

What are the obstacles in carrying out the Implementation Cycle?

What improvements could be made to the Implementation Cycle?

How can the park's State of the Wilderness Report be modified so that it may be integrated into the Annual Wilderness Report to Congress?

What are alternative processes for the integration of Wilderness Management Plan implementation and park goal setting?

References

Mount Rainier National Park Wilderness Management Plan North Cascades National Park Service Complex Wilderness Management Plan, Olympic National Park Wilderness Management Plan, Visitor Experience and Resource Protection Process (VERP).