MANAGEMENT OF DESIGNATED WILDERNESS AREAS

HANDBOOK SERIES
H-8560-1

U.S. DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

H-8560-1 - MANAGEMENT OF DESIGNATED WILDERNESS AREAS

BLM NOTICE

U.S. Department of the Interior. As the Nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering the wisest use of our land and water resources, protecting our fish and wildlife, preserving the environmental and cultural values of our national parks and historical places, and providing for the enjoyment of life through outdoor recreation. The Department assesses our energy and mineral resources and works to assure that their development is in the best interests of all our people. The Department also has a major responsibility for American Indian reservation communities and for people who live in Island Territories under U.S. administration.

The Bureau of Land Management is responsible for the balanced management of the public lands and resources and their various values so that they are considered in a combination that will best serve the needs of the American people. Management is based upon the principles of multiple use and sustained yield; a combination of uses that takes into account the long-term needs of future generations for renewable and nonrenewable resources. These resources include recreation; range; timber; minerals; watershed; fish and wildlife; wilderness; and natural, scenic, scientific, and cultural values.

Robert F. Burford
Director

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H-8560-1 - MANAGEMENT OF DESIGNATED WILDERNESS AREAS

This Handbook supplements the 8560 - Management of Designated Wilderness Areas Manual. The primary purpose for the Handbook is to consolidate program guidance contained in various Instruction Memorandums and other forms of guidance so their content becomes a permanent part of the Manual and will not have to be reissued each year. This Handbook should be used in conjunction with the 8560 Manual because the manual contains the basic wilderness management policies upon which the Handbook guidance is based. The Handbook will be expanded as the need arises for further policy guidance.

CHAPTER I - PRINCIPLES OF WILDERNESS MANAGEMENT

A. WILDERNESS PRINCIPLES

1. Several principles derived from Hendee, Stankey, and Lucas Wilderness Management, (US Forest Service Miscellaneous Publication No. 1365) are basic to sound wilderness management.

a. Wilderness represents the primitive extreme in the recreation opportunity spectrum. It is a relatively finite resource.

b. Wilderness must be viewed in context with other public lands, recognizing that buffer zones will not be created. Construction of high standard roads, recreation facilities, or other developments adjacent to a wilderness should consider the effect they will have on the wilderness.

c. Wilderness must be managed recognizing all of the components of the ecosystem. It is a composite resource with inseparable parts.

d. One of the objectives of the National Wilderness Preservation System is to provide human values and benefits. As the BLM wilderness management policy supports, this objective can best be met through a biocentric management approach. This approach emphasizes naturalness and solitude and provides opportunities for an intensity of experiences which contrast with civilization and everyday life.

e. Preservation of wilderness values, physical characteristics, and natural processes is dependent on management of human influences on wilderness.

f. Management should be guided by objectives established in wilderness management plans. Planning is essential for continuity, consistency, public participation in decisionmaking, and evaluating the success of management.

g. Wilderness preservation may require a carrying capacity constraint.

h. Management should analyze physical, biological, and social-psychological impacts for specific causes. Corrective actions, especially restrictions, should focus on specific impacts. Go after the big problems first--aim corrective measures at specific locations, periods of time, and user groups.

i. Only the minimum regulation necessary to achieve wilderness management objectives should be applied. Indirect techniques should be tried before direct methods.

j. Wilderness management should involve principles that recognize the variation in naturalness and solitude between and within wilderness areas. The objective is to prevent further loss of naturalness and solitude and to restore substandard settings rather than letting all areas in the National Wilderness Preservation System deteriorate to the lowest existing condition.

k. In managing wilderness use, favor wilderness dependent use. Some uses or activities depend to a significant degree on wilderness settings or conditions. Where conflicts occur, favor that use or activity that depends most on wilderness environments.

CHAPTER II - CONGRESSIONALLY REQUIRED MAPS AND BOUNDARY DESCRIPTIONS

A. STANDARDS AND PROCEDURES

1. Acts of Congress designating wilderness generally state:

> "As soon as practicable after enactment of this Act, a map and a legal description of each wilderness area designated by this Act shall be filed by the Secretary of the Interior with the Committee on Energy and Natural Resources of the United States Senate and the Committee on Interior and Insular Affairs of the House of Representatives. Each such map and description shall have the same force and effect as if included in this Act, except that correction of clerical and typographical errors in each such legal description and map may be made by the Secretary subsequent to such filings."

2. The following general principles and directions must be followed through the map preparation and submission process:

a. When Congress enacts wilderness legislation, the BLM's task is to prepare a detailed map and written legal boundary description using the boundaries approved by Congress.

b. There is no authority under existing law for BLM to adjust or change boundaries. Such adjustments may only be made by subsequent amendatory legislation. Minor correction of clerical or typographical errors may not be used as a method to adjust boundaries.

c. If the map of record is not clear, legislative history may be helpful in interpretation. In such a case, we will be guided by the language in the Act, Conference Report, Committee Reports, or other specific legislative history. Lacking any such clarification, you should seek assistance from the Washington Office (WO). The WO will consult with Committee Staff or Members of Congress, if necessary. Do not work directly with Members of Congress or their staff prior to consultation with the WO.

d. If, while preparing the official map, you identify significant management problems within the wilderness (e.g., roads, pipelines, mining activities, or other features) that Congress may not have been aware of, call this to our attention and recommend an alternative boundary.

e. The BLM cannot change wilderness boundaries unless given the authority to do so by the Congress. We need the full commitment of all involved personnel to carry out the decisions reflected in the enacted legislation. This is particularly important where Congress has established boundaries which differ from the Administration's recommendations and include what we consider to be nonconforming features. We must ensure there is no basis for any concern that we have tried to circumvent the actions of Congress.

B. PROCESS

The following process will be followed in the preparation of the official wilderness map and boundary description:

1. Official Wilderness Boundary Maps Once the appropriate BLM Field Office receives the official congressional wilderness map of record, it should begin immediately to prepare the map as required by Congress. A map will be prepared for each wilderness area according to the map standards at H-8560-1.II.C.

2. Boundary Descriptions The official written boundary description will be a running description of the boundary as provided by Congress on the official map of record. The running description will follow features identifiable on the accompanying map and on the ground where possible. Where such features are not available, or nonexistent, the boundary may be described by conformation to specific legal subdivisions of the public land survey records or by a metes and bounds description or a combination of both. The boundary description will have a common point of beginning and ending.

3. Boundary Delineation

a. Method It is crucial to delineate boundaries by methods that make possible easy identification of the boundary on the ground. It is also important to BLM's future management of the area as wilderness, because in many cases we must mark the boundary for enforcement purposes, and we will save money and be more effective in our wilderness management if this can be done on the basis of physical features.

The wilderness boundary should be placed on the map by utilizing one or more of the following methods, listed in descending order of desirability:

(1) Natural features which are locatable on the map and on the ground. Examples are:

a. Live streams.
b. Sharp, well-defined ridges.
c. Mountain peaks.
d. Well-defined shorelines of lakes.

(2) Semipermanent manmade features which are locatable on the map and on the ground. Examples are:

a. Roads.
b. Trails.
c. Dams.
d. Powerlines and pipelines.
e. Bridges.

(3) Previously surveyed lines or legally determined lines. Examples are:

a. Section and township lines.
b. Section subdivision lines.
c. Metes and bounds property lines.
d. County or State boundaries.
e. National Park or Indian reservation boundaries.

(4) Point to Point - A straight line from one locatable point to another.

(5) A series of bearings and distances between locatable points (metes and bounds).

(6) Along a contour.

(7) Utilizing parallels of latitude and meridians or plane coordinate systems.

b. Comments on Specific Applications

(1) Parallel lines or setback lines - Lines may be drawn parallel with linear features such as roads, trails, and streams. If setback parallel lines are used, their starting and ending points should be locatable on the map and on the ground. Example: "Along the thread (center line) of Rock Creek to a point which is 200 feet westerly Road 308, thence along a line parallel with and 200 feet west Road 308." Long setbacks should be avoided as they are difficult to locate.

(2) Water Boundaries - A notation should be placed on the map to show the intent when rivers or streams are used as boundaries. Only two lines are legally acceptable:

a. The thread (centerline).
b. Either bank along the mean high water line.

(3) Property Boundaries - It is often necessary to follow property boundaries when defining wilderness boundaries. If this is not necessary, one of the above listed methods should be used. If the property boundary is along a previously surveyed line such as a section line, township line, patented mineral survey or homestead entry survey, location of the line on the map and on the ground is possible, but may be costly since the lines must, by law, be located in the field to high precision. If the property line follows subdivision or section lines which have not been surveyed, the cost of locating them is quite high.

(4) Metes and Bounds segments of a wilderness boundary should be limited to those portions which are impossible or difficult to locate by more definite means. This is also true for points or lines located by reference to plane coordinate systems or parallels of latitude and meridians of longitude. When situations occur where a line must be drawn cross-country with no topographic control, try to limit the length of such lines as much as possible and locate both ends of such lines to a locatable point. Advanced survey technology makes these types of boundaries easier and cheaper to locate than in the past. However, specialized equipment may be necessary.

(5) Contour lines are permissible as boundaries when the end points of such boundaries are locatable. An example is the point where a certain contour crosses a live stream. Advanced technology permits contours to be located with any desired precision, but costs are directly proportional to the precision sought.

(6) Projected landlines (such as projected section lines) should never be used under any circumstances, as they are imaginary lines that cannot be located.

4. Submission of Wilderness Maps and Boundary Descriptions to Congress

a. Once the wilderness map and boundary descriptions have been prepared, they will be sent to the WO in the format described at H-8560-1.II.D and Appendix 1. Do not send the map or description directly to Congress. The Washington Office (WO) will provide the appropriate House and Senate committees their copies after the map packets have been checked for adequacy.

b. Sufficient quantities of the materials required as stated in H-8560-1.II.D, and shown at Illustration 1, will be provided to each Field Office as appropriate. A sample packet of the required material showing the proper format and enclosures will be sent upon request from the WO.

C. STANDARDS

1. Base and Scale. The USGS 1:24,000 7-1/2 minute quadrangle is the standard base used for portrayal of the official wilderness boundary. With one exception, order of preference for base materials is defined in H-9161-1, Section IIIA6, Base Suitability. The exception to this order of preference is to use map manuscript materials ahead of the orthophotoquad. Compliation procedures that retain legibility if reduced to 1" = 1 mile shall be used. The final map sheet should not exceed the maximum acceptable size stated in H-8560-1.II.C2 below. In cases where these standards are impractical or impossible, the Washington Office should be consulted on suitable alternatives.

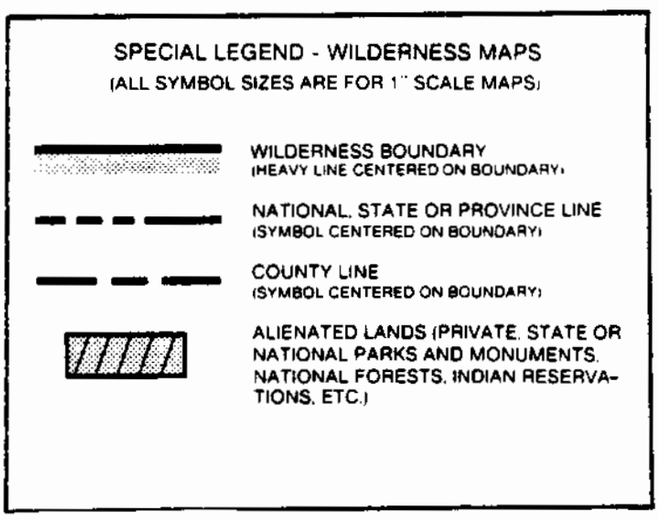
2. Size. The acceptable maximum map sheet size is 18 by 23 inches. Two or more sheets will be needed for the larger areas. When more than 1 sheet is necessary, a letter-sized composite index map will be included to show the boundary of the area and relative position of the map sheets that follow.

3. Title. Must include the name of the wilderness, the State, District, date prepared, and reference to establishing legislation as follows:

> The exterior boundary of _____ Wilderness, _____ (District), _____ (State), _____(Date)_____, as included in the National Wilderness Preservation System by P.L. _____, dated _____.

4. Legend. Map legends should not depend upon color. A uniform black-and-white legend is established as follows (Exhibit 1):

Exhibit 1



5. Boundary Setbacks. Congress traditionally has used the following setback standards for wilderness boundaries along existing roads:

DISTANCE FROM CENTERLINE	TYPE OF ROAD
300'	- High standard roads such as paved highways.

100'	- High standard logging roads.
30'	- Jeep roads, low standard logging roads, dirt roads used for right-of-way maintenance, etc.

6. These standards will be strictly adhered to by BLM Field Offices unless Congress provides different standards in specific legislation, reports, or notations on the official map of record.

D. WILDERNESS MAP PACKETS

1. Certification. The legal description and map of each wilderness will be accompanied by a certification sheet in this form (Exhibit 2):

Exhibit 2

NATIONAL WILDERNESS PRESERVATION SYSTEM

_____ Wilderness

_____ (District) _____, _____ (State) _____

I hereby certify that the legal description and map herewith represent the location of the boundary of the _____ Wilderness within the _____ (District) _____, _____ (State) _____, as included in the National Wilderness Preservation System by P.L. _____, dated _____.

Signed _____ (Date) _____ _____

State Director

2. Assembly. Each legal description and map will be placed in a special manuscript cover provided by the Washington Office. Contents will be identified on the cover in a manner identical to that shown at Appendix 1. The certification and description will be placed on the left side, and the maps (folded as necessary) will be placed on the right side of the folder.

3. Distribution. Minimum distribution is listed below. State Directors will specify the number of additional copies needed for other than Washington Office use. Since the Wilderness Act requires that a copy of the description and map of each wilderness be available for public review in each of the following named offices, it is necessary to have a file copy plus a library or review copy in each place. The Washington Office number includes those to be sent to the congressional committees.

Office	Number of Sets Needed
Washington Office (342)	6 sets
State Office	2 sets (minimum required) in each State Office having a part of the wilderness under its jurisdiction.
District Office	2 sets (minimum required) in each District Office having a part of the wilderness under its jurisdiction.
Area Office	2 sets (minimum required) in each Area Office having a part of the wilderness under its jurisdiction.

CHAPTER III - POLICIES AND GUIDELINES FOR FISH AND WILDLIFE MANAGEMENT IN BUREAU OF LAND MANAGEMENT WILDERNESS

A. PURPOSE

This statement of policy and the following guidelines are intended to provide guidance to State and Federal personnel for the management of fish and wildlife in wilderness in accordance with the Wilderness Act of 1964 (16 USC 1131-1136). Both State and Federal agencies are responsible for fostering mutual understanding and cooperation in the management of fish and wildlife in wilderness. These guidelines should serve as a framework for cooperation among the Forest Service, Bureau of Land Management, and the States in the coordination of fish and wildlife management and in the development of cooperative agreements or other management plans.

These policies and guidelines were developed within the overall context of the purpose and direction of the Wilderness Act, and they should be made available to all agencies responsible for management of the National Wilderness Preservation System, to appropriate State fish and wildlife agencies, and to other interested parties.

B. GENERAL POLICY

Fish and wildlife management activities in wilderness will be planned and carried out in conformance with the Wilderness Act's purpose of securing an "enduring resource of wilderness" for the American people. The wilderness resource is defined in section 2(c) of the Act, as an area essentially "untrammeled by man", where natural ecological processes operate freely and the area is "affected primarily by the forces of nature." The National Wilderness Preservation System will be managed to ensure that ecological succession, including fire and infestation of insects, operate as freely as possible with only minimum influence by humans.

Fish and wildlife management activities will emphasize the protection of natural processes. Management activities will be guided by the principle of doing only the minimum necessary to manage the area as wilderness.

Section 4(d)(7) of the Wilderness Act stipulates that "Nothing in this Act shall be construed as affecting the jurisdiction or responsibilities of the several States with respect to wildlife and fish in the national forests." Angling, hunting, and trapping are legitimate wilderness activities, subject to applicable State and Federal laws and regulations.

This nation is fortunate in having a National Wilderness Preservation System encompassing a wide range of ecosystems. Specific on-the-ground conditions will result in slightly different application of these guidelines in so vast a system. These different applications are spelled out in National Forest Plans or wilderness management plans. This is both appropriate and proper, if we are to allow nature to play the dominant role.

1. Use of Motorized Equipment

Section 4(c) of the Wilderness Act states:

> Except as specifically provided for in this Act, and subject to existing private rights, there shall be no commercial enterprise and no permanent road within any wilderness area designated by this Act and, except as necessary to meet minimum requirements for the administration of the area for the purpose of this Act (including measures required in emergencies involving the health and safety of persons within the area), there shall be no temporary road, no use of motor vehicles, motorized equipment or motorboats, no landing of aircraft, no other form of mechanical transport, and no structure or installation within any such area.

The emphasis is on the management of the area as wilderness as opposed to the management of a particular resource. This language is viewed as direction that all management activities within wilderness be done without motor vehicles, motorized equipment, or mechanical transport, unless truly necessary to administer the area or are specifically permitted by other provisions in the Act. It means that any such use should be rare and temporary; that no roads can be built; and that wilderness managers must determine such use is the minimum necessary to accomplish the task. Any use of motorized equipment or mechanical transport requires advance approval by the administering agency.

2. Fish and Wildlife Research and Management Surveys

Research on fish and wildlife, their habitats and the recreational users of these resources is a legitimate activity in wilderness when conducted "in a manner compatible with the preservation of the wilderness environment" (Sec. 4(d)(1) of the Wilderness Act). Methods that temporarily infringe on the wilderness environment may be approved if alternative methods or other locations are not available. Research or management surveys must be approved in writing, on a case-by-case basis, by the administering agency.

Helicopters and fixed-wing aircraft overflights may be used to conduct approved fish and wildlife research activities. Aircraft must be used in a manner that minimizes disturbance of other users, including humans and wildlife.

All fish and wildlife studies within and over wilderness must be conducted so as to preserve the natural character of the wilderness. Aerial counts and observations of wildlife may be permissible for management of wilderness wildlife resources. Capturing and marking of animals, radio telemetry, and occasional temporary installations (such as shelters for cameras and scientific apparatus and enclosures and exclosures essential for wildlife research or management surveys) may be permitted, if they are essential to studies that cannot be accomplished elsewhere.

Guidelines

a. Obtain specific written approval or permits from the administering agency before erecting any structure, enclosure, or exclosure.

b. Locate and construct all structures so as to make them unobtrusive on the landscape.

c. Construct structures of native materials or camouflage to make them blend with their natural surroundings.

d. Plan aircraft flights over wilderness to minimize disturbance. Consider time of day, season of the year, route and altitude of flight, and location of landing areas on the perimeter of the wilderness.

e. Research projects underway when a wilderness is designated may continue, but modify research methods to minimize disturbance of the wilderness environment.

f. Installation of permanent base stations within wilderness is not permitted for monitoring of radio-instrumented animals.

g. The administering agency should only approve capture methods that minimize the impact on the wilderness environment.

3. Facility Development and Habitat Alteration

In rare instances, facility development and habitat alteration may be necessary to alleviate adverse impacts caused by human activities on fish and wildlife. For the benefit of wildlife that spend only part of the year in wilderness, give first priority to locating facilities or habitat alterations outside wilderness.

Flow-maintenance dams, water developments, water diversion devices, ditches and associated structures, and other fish and wildlife habitat developments necessary for fish and wildlife management (which were in existence before wilderness designation) may be permitted to remain in operation.

Clearing of debris that impedes the migratory movements of fish on primary spawning streams may be permitted, but only in a manner compatible with the wilderness resource.

Maintenance of existing water supplies and development of additional water supplies may be permitted, but only when essential to preserve the wilderness resource and to correct unnatural conditions resulting from human influence.

Guidelines

a. Submit proposals for new structures or habitat alterations to the administering agency for approval.

b. Build or maintain new and existing structures permitted for wildlife management in a manner that minimizes the visual impacts on the landscape.

c. Limit clearing of debris from spawning streams to those identified in the wilderness management plan as being critical to the propagation of fish.

d. Use only nonmotorized equipment to clear debris. Use explosives only when the use of hand tools is not practical, and only outside of heavy visitor-use periods.

e. The administering agency and the State agency will jointly make decisions to remove existing water related improvements.

f. If it is necessary to restore essential food plants after human disturbance, use only indigenous plant species.

4. Threatened and Endangered Species

Many wilderness areas provide important habitat for Federally listed threatened and endangered species of wildlife. Actions necessary to protect or recover threatened or endangered species, including habitat manipulation and special protection measures, may be implemented in wilderness. But such actions must be necessary for the perpetuation or recovery of the species and it must be demonstrated that the actions cannot be done more effectively outside wilderness. Use only the minimum actions necessary and the methods most appropriate in wilderness.

Guidelines

a. Manage wilderness to protect known populations of Federally listed threatened or endangered species where necessary for their perpetuation and to aid in their recovery in previously occupied habitat.

b. When alternative areas outside of wilderness offer equal or better opportunities for habitat improvement or species protection, take actions to recover threatened or endangered species outside of wilderness first.

c. Threatened and endangered species may be transplanted into previously occupied habitat within wilderness.

d. All transplants or habitat improvement projects require approval by the administering agency.

e. To prevent Federal listing, protect indigenous species that could become threatened or endangered or are listed as threatened or endangered by States.

5. Angling, Hunting and Trapping

Angling, hunting and trapping are legitimate wilderness activities subject to applicable State and Federal laws and regulations.

6. Population Sampling

Scientific sampling of fish and wildlife populations is an essential procedure in the protection of natural populations in wilderness.

Guidelines

a. Use only methods that are compatible with the wilderness environment.

b. Gill netting, battery-operated electrofishing, and other standard techniques of population sampling may be used.

c. Closely coordinate sampling activities with the administering agency and schedule them to avoid heavy public-use periods.

7. Chemical Treatment

Chemical treatment may be necessary to prepare waters for the reestablishment of indigenous species, to protect or recover Federally listed threatened or endangered species, or to correct undesirable conditions resulting from the influence of man. Species of fish traditionally stocked before wilderness designation may be considered indigenous if the species is likely to survive. Undesirable conditions and affected species shall be identified in wilderness plans.

Guidelines

a. Use only registered pesticides according to label directions.

b. In selecting pesticides, give preference to those that will have the least impact on non-target species and on the wilderness environment.

c. Schedule chemical treatments during periods of low human use, insofar as possible.

d. Immediately dispose of fish removed in a manner agreed to by the administering agency and the State agency.

8. Spawn Taking

The collection of fish spawn shall be permitted from wilderness when alternative sources are unavailable or unreliable, or where spawn taking was an established practice before wilderness designation.

Guidelines

a. Do not use motorized equipment to assist in collecting and removing spawn.

b. Use of techniques and facilities necessary to take spawn, which were in existence before wilderness designation, may continue as provided for in the wilderness management plan.

c. Facilities for spawn-taking stations approved after wilderness designation must be removed after the termination of each season's operation.

d. Decisions to prohibit spawn taking, where it was an established practice before wilderness designation, will be made jointly by the administering agency and the State agency.

9. Fish Stocking

Fish stocking may be conducted by the State agency in coordination with the administering agency, using means appropriate for wilderness, when either of the following criteria is met: (a) to reestablish or maintain an indigenous species adversely affected by human influence; or (b) to perpetuate or recover a threatened or endangered species.

Selection of species for stocking will be determined jointly by the administering agency and the State agency. Exotic species of fish shall not be stocked. The order of preference for stocking fish species is (a) Federally listed threatened or endangered indigenous species, (b) indigenous species. Species of fish traditionally stocked before wilderness designation may be considered indigenous if the species is likely to survive. Numbers and size of fish and time of stocking will be determined by the State agency.

Barren lakes and streams may be considered for stocking, if there is mutual agreement that no appreciable loss of scientific values or adverse effects on wilderness resources will occur.

Guidelines

a. The State agency shall make fish stocking schedules available to the administering agency, indicating what species and numbers are planned for each water within a wilderness.

b. Adjust stocking rates to minimize the likelihood of exceeding the carrying capacity of the water being stocked so as to reduce the chance of producing a population imbalance and to minimize the likelihood of attracting overuse detrimental to the wilderness resource.

10. Aerial Fish Stocking

Aerial stocking of fish shall be permitted for those waters in wilderness where this was an established practice before wilderness designation or where other practical means are not available. Aerial stocking requires approval by the administering agency.

Guidelines

a. As justification for aerial stocking, the State agency will supply the administering agency a list of those waters where stocking with aircraft was an established practice before wilderness designation, indicating the type of aircraft used (fixed-wing or helicopter). This justification will become a part of the wilderness management plan.

b. To stock waters that had not been aerially stocked before wilderness designation, the State agency will demonstrate to the administering agency the need for using aircraft.

c. Plan aircraft flights over wilderness to minimize disturbance. Consider season of year, time of day, route and altitude of flight, and location of landing areas on the perimeter of the wilderness.

11. Transplanting Wildlife

Transplants (removal, reintroduction, or supplemental introduction) of terrestrial wildlife species in wilderness may be permitted if necessary: (a) to perpetuate or recover a threatened or endangered species; or (b) to restore the population of an indigenous species eliminated or reduced by human influence.

Transplants shall be made in a manner compatible with the wilderness character of the area. Transplant projects, including follow-up monitoring, require advance written approval by the administering agency.

Guidelines

a. Motorized methods and temporary holding and handling facilities may be permitted if they are the minimum necessary to accomplish an approved transplant.

12. Wildlife Damage Control

Wildlife damage control in wilderness may be necessary to protect Federally listed threatened or endangered species, to prevent transmission of diseases or parasites affecting other wildlife and humans, or to prevent serious losses of domestic livestock. Control of nonindigenous species also may be necessary to reduce conflicts with indigenous species, particularly if the latter species are threatened or endangered.

Guidelines

a. Acceptable control measures include lethal and nonlethal methods, depending upon need, justification, location, conditions, efficiency and applicability of State and Federal laws.

b. Control measures will be implemented by the Animal and Plant Health Inspection Service, the administering agency, the State fish and wildlife agency, or other approved State agency, pursuant to cooperative agreements or memoranda of understanding. Wildlife damage control must be approved by the administering agency on a case-by-case basis.

c. Direct control at individual animals causing the problem.

d. Use only the minimum amount of control necessary to solve the problem.

e. Use pesticides only where other measures are impractical. Use only registered pesticides according to label directions and subject to the following restrictions:

(1) Pesticides may be applied only by certified pesticide applicators.

(2) The placement of pesticides shall be accurately indicated on the largest scale USGS map available.

(3) Place warning signs at the entrance to the area where pesticides are being used to warn the public of any dangers to themselves or their pets.

(4) In the selection of pesticides, give preference to those that will have the least impact on non-target species and on the wilderness environment.

13. Visitor Management to Protect Wilderness Wildlife Resources

Many wildlife species are sensitive to human encroachments on their ranges. Grizzly bear, bighorn sheep, elk, mountain goat, birds of prey (such as peregrine falcon and bald eagle), other migratory and resident birds, and certain other wilderness wildlife species cannot tolerate excessive human disturbance, particularly during certain seasons of the year.

When necessary to reduce human disturbance to a wildlife species, the administering agency, in coordination with the State agency, may take direct or indirect management actions to control visitor use.

Guidelines

a. Specify in the wilderness management plan the management actions necessary and the agency responsible to reduce conflicts with wildlife.

b. If and when it becomes apparent that public use is significantly degrading the wilderness wildlife resources, limitations on visitor use may be imposed and enforced by the appropriate agency. Any limitations will be applied equitably to all wilderness visitors.

14. Management of Fire

The objectives of fire management in wilderness are to: (a) permit lightning-caused fires to play, as nearly as possible, their natural ecological role within wilderness and (b) reduce, to an acceptable level, the risks and consequences of wildfire within wilderness or escaping from wilderness. Fire ignited by lightning will be permitted to burn or will be suppressed as prescribed in an approved plan. Prescribed fires ignited by man may be permitted to reduce unnatural buildup of fuels only if necessary to meet objectives (a) and (b) above. Although additional benefits may result from man-ignited prescribed fire, vegetative manipulation will not be used to justify such fires.

CHAPTER IV - MOTORIZED AND MECHANICAL EQUIPMENT USE

A. GENERAL POLICY (Objectives, policies, and responsibilities are listed in BLM Manual 8560.)

The fact that use of motorized equipment is allowed by the Wilderness Act under circumstances specified in Section 4(c) of the Act, does not imply that such use is compatible with wilderness. Congress merely recognized that it is necessary to provide for such exceptions in activities in meeting the purposes of the Act. Very few activities and situations within wilderness justify or require the use of motorized equipment and/or mechanical transportation.

B. REVIEW AND APPROVAL OF USE The State Director shall approve or disapprove the use of motorized equipment and mechanical transport in writing by letter and Decision Notice on a one time, case-by-case basis. Consult Departmental Manual 516 for National Environmental Policy Act requirements. This procedure is to be used unless the approval of the use of mechanical transport or the use of motorized equipment is approved by the State Director in the wilderenss management plan. If approved in the wilderness management plan, or in an Appendix to the plan, each instance of use must be specifically addressed, such as in the case of livestock grazing operations. If such use is not specifically discussed in the wilderness management plan, then the following Request for Approval will be used.

C. REQUEST FOR APPROVAL Submit a request for approval to the State Director and provide, as a minimum, discussion of:

1. A clear and concise description of the project and the proposed use of motorized equipment and/or mechanical transport.

a. Include a clear statement of the quantity of work to be done and the type of motorized equipment and/or mechanical transport to be used.

b. Refer to any discussion of the use of mechanized or motorized equipment in an approved Wilderness Plan (if any).

c. Describe the standard, difficulty level, and function of the trail (or other development) in management of the wilderness. Confirm the appropriateness of the work standard for wilderness.

2. Display a reasonable array of alternatives, three at a minimum:

a. A no action alternative. What will happen to the wilderness resource and its uses without the proposed project.

b. An alternative without motorized equipment or mechanical transport.

c. An alternative using a minimum of mechanized or motorized equipment.

3. An analysis and comparison of the alternatives. Motorized equipment and mechanical transport use can only be approved to meet minimum requirements for the administration of the area as wilderness.

4. A discussion of the preferred alternative and appropriate mitigation measures. State which mitigating measures can be used. For example:

a. Time the work for weekdays or off-season.

b. If project is near campsites, require shut down of work before evening.

c. Where aircraft is used, plan flight paths to minimize impacts on visitors and wildlife.

CHAPTER V - ERADICATION AND REMOVAL OF CANNABIS (MARIJUANA)

A. PRESERVATION OF WILDERNESS CHARACTER (Manual Sections 8560.08, 8560.13, and 8560.36).

These sections refer to natural conditions and minimum tools to be used in accomplishing the management objective. The presence of cannabis is not consistent with preservation of natural conditions. It must be removed by the method which causes the least impact to wilderness values. In all cases, prompt eradication or removal is necessary and should always be accomplished with the supervision of law enforcement personnel.

The Wilderness Management Policy at Manual Section 8560.13 states:

> "Tools, equipment, or structures may be used for management when they are the minimum necessary for protection of the wilderness resource or when necessary in emergency situations for the health and safety of the visitor. Management will use the minimum tool, equipment, or structure necessary to successfully, safely, and economically accomplish the objective. The chosen tool, equipment, or structure should be the one that least degrades wilderness values temporarily or permanently."

Hand chopping, chipping and removal by primitive means is the most acceptable option. It would be the least degrading alternative on wilderness values and would be the most acceptable "minimum tool" for administrative purposes. Use of aircraft, motorized equipment, chemical sprays or herbicides is allowed only when there is no practical alternative. Prescribed fire should not be allowed unless the area is covered by a specific fire management plan and fire would be beneficial to the wilderness resource.

B. USE OF MOTORIZED EQUIPMENT IN DESIGNATED WILDERNESS (Manual Section 8560.39).

The parameters for using motorized vehicles are: emergency situations involving health and safety of visitors, minimum necessary for administrative purposes, and emergency situations involving violations of criminal law.

Only in emergency search and seizure efforts (including meeting temporary emergencies involving violations of criminal law) and for administrative actions can motorized vehicles be permitted within BLM designated wilderness areas. Approval in cases of emergency may be granted by the District Manager (or Area Manager, if delegated). Approval in non-emergency cases may be granted only by the State Director. Law enforcement agents must obtain prior approval for motorized equipment use during cannabis control operations - in both emergency and non-emergency cases - unless "fresh pursuit" is involved.

C. ADMINISTRATIVE AND LAW ENFORCEMENT ACTIONS

Administrative and law enforcement actions will be guided by the "minimum tool" concept. Cannabis must be removed or eradicated without unnecessary delay. Restoration efforts should only be undertaken when there is no reasonable expectation of natural healing. Restoration efforts must include native species or seed. Overland motorized equipment travel will not be used where more primitive equipment can accomplish the wilderness resource objectives for the individual area. Airlifting is a viable alternative.