

APPENDIX H

MANAGEMENT OF LANDS WITH WILDERNESS CHARACTERISTICS

MANAGEMENT DIRECTION

Management of Lands With Wilderness Characteristics is part of BLM’s multiple-use mandate, and is recognized within the spectrum of resource values and uses.

Public lands with wilderness characteristics generally:

- Have been affected primarily by the forces of nature, with the imprint of humans substantially unnoticeable,
- Have outstanding opportunities for solitude or a primitive and unconfined type of recreation,
- Have at least five thousand acres of land or of sufficient size as to make practicable its preservation and use in unimpaired condition, and
- Potentially containing ecological, geological, or other features of scientific, educational, scenic, or historical value.

With exceptions, public lands having wilderness characteristics should be managed to protect these values. In addition, they should augment multiple-use management of the KRNCA and adjacent lands particularly for the protection of watersheds and water yield, wildlife habitat, natural plant communities, and similar natural values.

With exceptions, the following activities generally do not occur within lands having wilderness characteristics:

Commercial enterprises	Permanent roads
Temporary roads	Use of motor vehicles
Use of motorized equipment	Use of motorboats
Landing of aircraft	Mechanical transport
Structures	Installations

However, there are exceptions to these prohibitions and they are generally grouped into three categories.

- **Valid Existing Rights.** Prior-existing rights may continue. New discretionary uses that create valid existing rights are not allowed.
- **Administrative Activities.** New commercial activities or new permanent roads will not be authorized. BLM may authorize any of the other prohibitions if it is necessary to meet the minimum requirements to administer and protect the lands with wilderness character (called the

“minimum requirement exception”) and to protect the health and safety of persons within the area.

- Other General Allowances. Subject to limitations determined by the State Director, general allowances could include actions necessary to control fire, insects, and diseases, recurring Federal mineral surveys, established livestock grazing, commercial services to the extent necessary for activities which are proper for realizing the recreational or other wilderness character purposes and compatible with the defined values, and adequate access to inholdings.

SPECIFIC GUIDANCE

1. *Emergencies.* The use of motor vehicles and mechanical transport, and the construction of temporary roads, structures, and installations is allowed for emergency purposes and when consistent with the management principles of the NCA and the “minimum requirement exceptions.”

2. *Land Disposals, Rights-of-Ways, Use Authorizations.* These lands will be retained in public ownership. They will not be disposed through any means, including public sales, exchanges, patents under the Recreation and Public Purposes Act, color of title Class II, desert land entries (except where a vested right was established prior to October 21, 1976) or State selections.

Disposals may be permitted under normal BLM procedures for mining patents, color of title Class I, and desert land entries in which a vested right was established.

Prior existing rights, such as leases under the Recreation and Public Purposes Act, leases/permits under 43 CFR 2920, and rights-of-ways (ROWs) may continue. These also could be renewed if they are still being used for their authorized purpose. New authorizations, leases, permit, and ROWs will not be authorized since they are considered new valid rights.

3. *Routes of Travel.* The construction of new permanent roads will not be allowed. New temporary roads could be allowed if the BLM determines it is consistent with the “minimum requirement exception,” if it is necessary to protect the health and safety of persons within the area, or if necessary to control fire, insects, and diseases.

Motorized or mechanized use of the existing routes is allowed subject to prescriptions outlined in the route designation process or stipulations identified in an authorization. Unless stipulated in the plan, any motorized or mechanized uses off those routes of travel will not be allowed.

4. *Mining.* Existing and new mining operations will be regulated using the 43 CFR 3809 regulations to prevent unnecessary and undue degradation of the lands.

5. *Mineral Leasing.* Existing mineral leases represent a valid existing right. These rights are dependent upon the specific terms and conditions of each lease. Existing leases will be regulated to prevent unnecessary or undue degradation.

No new surface occupancy leases will be issued. Non-surface occupancy leases may be issued if they will not impact the area's wilderness character. This applies to public lands, including split-estate.

6. *Grazing.* Existing livestock grazing, and the activities and facilities that support a grazing program are permitted to continue at the same level and degree, subject to any additional prescriptions.

Adjustments in the numbers and kind of livestock permitted to graze would be made as a result of revisions in the land use plan. Consideration is given to range condition, the protection of the range resource from deterioration, and protection of the wilderness character of the area.

The construction of new grazing facilities would be permitted if they are primarily for the purpose of protecting wilderness characteristics and more effective management of resources, rather than to accommodate increased numbers of livestock.

The use of motorized equipment for emergency purposes is allowed.

7. *Fire Management.* Fire management will be consistent with Bureau policy. Fires must be controlled to prevent the loss of human life or property. They must also be controlled to prevent the spread of fires to areas outside of Lands With Wilderness Character where life, resources, or property may be threatened. Human caused wildfires will be prevented and/or controlled. It may be appropriate to allow natural fires to burn in conformity with a fire management plan. Prescribed fires are allowed in conformity with a fire management plan so long as it consistent in improving or maintaining the areas wilderness character. Light-on-the-land fire management techniques will be applied.

New fire management structures are allowed if it is necessary to meet the minimum requirements to administer and protect the Lands With Wilderness Character and to protect the health and safety of persons within the area.

8. *Forest/Vegetation Health.* Insects, disease, and invasive species may be controlled if determined that it is necessary to meet the minimum requirements to administer and protect these lands.

Insect and disease outbreaks must not be artificially controlled, except to protect timber or other valuable resources outside the Land With Wilderness Character, or in special instances when the loss to resources within these lands is undesirable.

Vegetative manipulation to control noxious, exotic, or invasive species is allowed when there is no effective alternative and when the control is necessary to maintain the natural ecological balances within the area. Control may include manual, chemical, and biological treatment provided it will not cause adverse impacts to the wilderness character.

Where naturalness has been impacted by past timber harvesting, forest stand treatments such as thinnings would be allowed in limited areas, as long as the primary purpose is to accelerate to return these impacted areas to a natural character.

9. *Recreation.* Primitive and unconfined recreational uses such as hiking, camping, rock climbing, caving, fishing, hunting, trapping, etc. are allowed on these lands. Recreational uses will not be allowed if they require:

- Motor vehicles or mechanical transport (e.g, mountain bikes) off routes designated as open or limited as designated through the route designation process.
- The use of motorboats.
- Permanent structures or installations (other than tents, tarpaulins, temporary corrals, and similar devices for overnight camping).

New commercial services will not be allowed unless they are necessary for realizing the primitive and unconfined recreational values. An example of an allowed commercial service would be an outfitting and guide service. Existing commercial recreational authorizations may be allowed to continue under its terms and conditions to their expiration date.

Recreational or hobby collecting of mineral specimens when conducted without location of a mining claim may be allowed. This use will be limited to hand collection and detection equipment.

10. *Cultural and Paleontological Resources.* Cultural and paleontological resources are recognized as unique and valuable. They are also important supplemental values to an area's wilderness character.

Resource inventories, studies, and research involving surface examination may be permitted if it benefits wilderness values. This same standard applies for the salvage of archeological and paleontological sites; rehabilitation, stabilization, reconstruction, and restoration work on historic structures; excavations; and extensive surface collection may also be permitted for a specific project.

Permanent physical protection, such as fences, will be limited to those measures needed to protect resources eligible for the National Register of Historic Places and will be constructed so as to minimize impacts on apparent naturalness.

11. *Wildlife Management.* Fish and wildlife resources are a special feature that may contribute to an area's wilderness character. Whenever possible, these resources should be managed to maintain that character.

Nothing will be construed as affecting the jurisdiction or responsibilities of the State agencies with respect to fish and wildlife management on these lands. Fishing, hunting and trapping are legitimate activities on these lands. The State establishes regulations and enforcement for these uses.

State wildlife agencies and the BLM are responsible for fostering a mutual understanding and cooperation in the management of fish and wildlife. Management activities on these lands will emphasize the protection of natural processes. Management activities will be guided by the principle of doing the minimum necessary to manage the area to preserve its natural character.

Management of public lands having wilderness character will follow the guidelines provided in the Memorandum of Understanding between the BLM and the International Association of Fish and Wildlife Agencies. It will also follow any additional site-specific wildlife decisions addressed through the land use planning process.