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Subject

8561 - WILDERNESS MANAGEMENT PLANS

1. Explanation of Material Transmitted. This release transmits 8561 - WILDERNESS MANAGEMENT PLANS, a new Manual Section which provides policy and instructions for preparing, reviewing, approving, and implementing wilderness management plans.
2. Reports Required. None.
3. Material Superseded. None.
4. Filing Instructions. File as directed below.

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None

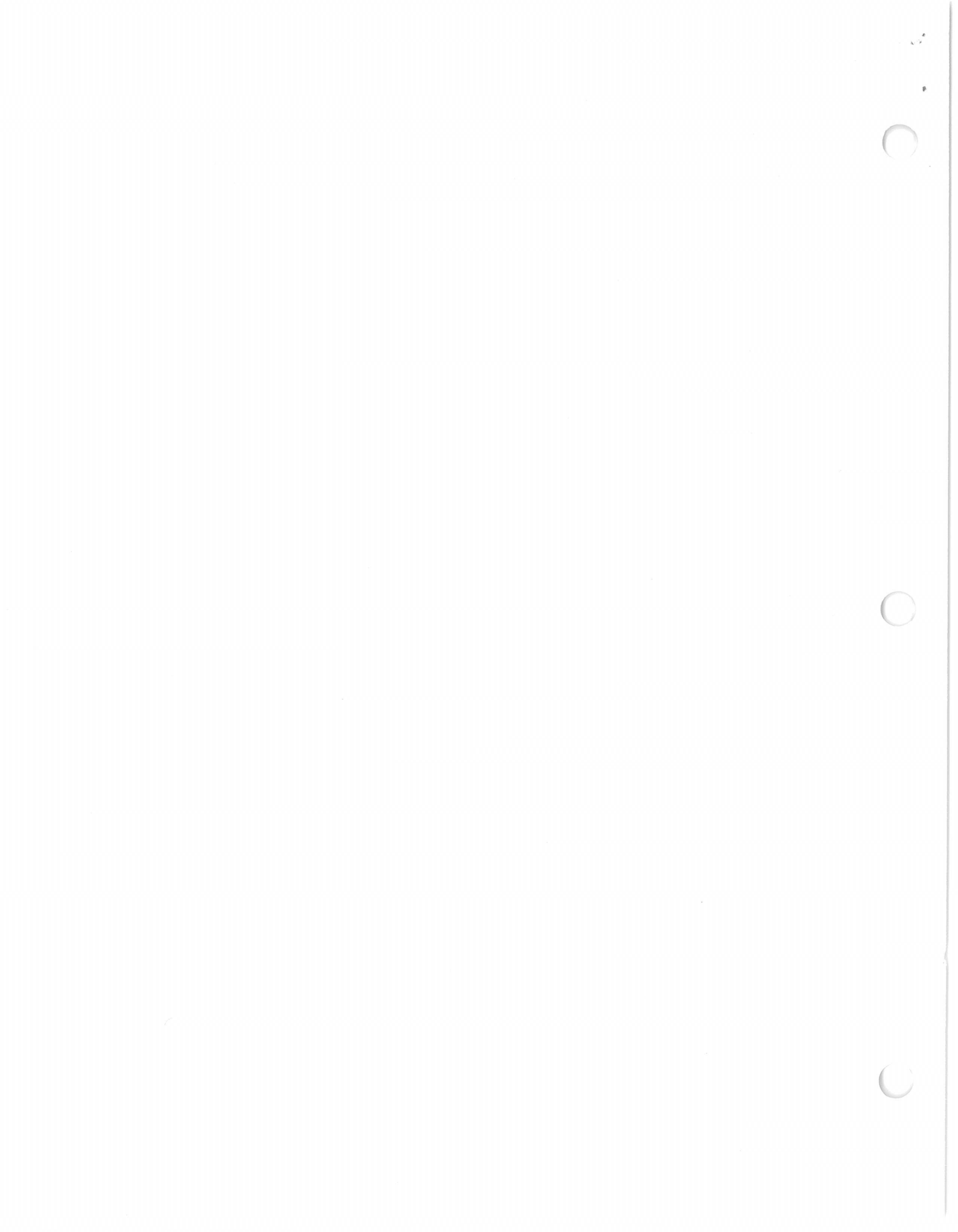
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8561 - WILDERNESS MANAGEMENT PLANS

.01 Purpose. This Manual Section provides policy and instructions for preparing, reviewing, approving, and implementing wilderness management plans.

.02 Objectives. The objectives of a wilderness management plan are to:

A. Manage the wilderness resource based on a principle of nondegradation of wilderness character over the long run for use and enjoyment as wilderness, and in a manner consistent with the Wilderness Management Policy.

B. Develop the management plan that will be used to implement the Wilderness Management Policy on a wilderness area or areas.

C. Consolidate varying management philosophies and ideas prior to implementing actions with long range effects on wilderness resources.

D. Set forth wilderness management direction to ensure stable management despite changes in funding, personnel, etc.

E. Develop clear wilderness management objectives and the policies and actions by which these objectives will be pursued.

F. Provide an opportunity for interested publics to supply input and participate in management activities.

.03 Authority. Principal authorities affecting wilderness use and management on the public lands are:

A. Federal Land Policy and Management Act of 1976, as amended, P.L. 94-579 (90 Stat. 2743, 43 U.S.C. 1701 et. seq.).

B. Wilderness Act of 1964, P.L. 88-577 (78 Stat. 890, 16 U.S.C. 1131).

.04 Responsibility.

A. The Deputy Director, Lands and Renewable Resources, through the Assistant Director, Land Resources and the Chief, Division of Recreation, Cultural, and Wilderness Resources, is responsible for maintaining wilderness management planning procedures, monitoring the effectiveness of the wilderness planning and management proc-

ess, training of Bureau staffs, and maintaining liaison with other government agencies, wilderness users, and other organizations concerned with wilderness management on the public lands.

B. State Directors, within their respective jurisdictions, are responsible for:

1. Approving wilderness management plans, plan revisions, and interim measures regarding wilderness management, pending completion and approval of the wilderness plan.

2. Establishing priorities for preparing and implementing wilderness management plans.

3. Providing management oversight and training to ensure that wilderness plans meet technical quality standards.

4. Coordinating and maintaining liaison with other governmental agencies, wilderness users, and other organizations concerned with wilderness management on the public lands.

C. District Managers are responsible for reviewing and recommending to the State Director approval of wilderness management plans within their Districts, coordinating wilderness management plans with other activities, and for maintaining liaison with other Government agencies, wilderness users, and other organizations concerned with wilderness management in the District.

D. Area Managers, within their respective jurisdictions, are responsible for:

1. Preparing wilderness management plans consistent with established policy, in conformity with the standards prescribed in this Manual Section.

2. Reviewing and recommending to the District Manager concurrence with wilderness management plans.

3. Coordinating wilderness management planning with other activity plans (see Manual Section 1619).

4. Implementing and monitoring such plans upon their approval.

5. Coordinating and maintaining liaison with other Government agencies, wilderness users, and other organizations concerned with wilderness management in the Resource Area.

.05 References.

- A. BLM Manual Section 8560.
- B. BLM Manual Section 1619.
- C. BLM Manual Section 1617.3.

.06 Policy. It is Bureau policy that:

A. Wilderness management plans be prepared for all wilderness areas on public lands.

B. The management of wilderness areas be accomplished by implementing wilderness management plans. Any major management investments, such as administrative facility development or acquisition, and any regulations proposed to manage visitor use and other problems peculiar to a particular wilderness area, must not be approved until a wilderness management plan has been completed. Special situations requiring immediate action prior to plan completion (such as removal of hazards or emergency closures needed to meet the wilderness preservation objectives or to ensure health and safety of the visitor) may be authorized on a case-by-case basis with State Director approval. Such actions must be consistent with the Wilderness Management Policy.

C. All management direction proposed through the wilderness management planning process must be based on the pertinent objectives of the Wilderness Management Policy at Manual Section 8560, or on other policy statements, where deemed appropriate, so long as they are consistent with the Wilderness Management Policy or with specific requirements contained in the legislation establishing the wilderness area. Wilderness management must be based on a principle of nondegradation of wilderness character over the long run for use and enjoyment as wilderness (see Appendix 1).

D. Each wilderness management plan must address all resources pertinent to identified wilderness management issues.

E. Wilderness management plans are closely coordinated with other resource programs during

all phases of preparation, as provided for in Manual Section 1619 (see also .08B).

F. Until such time as wilderness management plans are completed on each wilderness area, the Wilderness Management Policy along with the pertinent terms, conditions and decisions of the related resource management planning documents guide the conduct of day-to-day activities. To ensure attainment of the wilderness management planning objectives identified in .02, plans must be completed for each wilderness area, or small group of closely related wilderness areas, within two years after the effective date of the legislation establishing the wilderness area(s). Requests to extend this time must be approved by the Director.

.07 Concept. Management of designated wilderness areas needs to be guided by formal plans so that preservation objectives of the Wilderness Act can be met. Management plans prescribe the what, where, when, how, and why of proposed management actions. The management direction for formulating a wilderness management plan comes from the Wilderness Act of 1964, the Federal Land Policy and Management Act (FLPMA), legislation designating the area, the resource management plan, Departmental regulations, and the Wilderness Management Policy at Manual Section 8560. Wilderness management plans for individual wilderness areas translate this national guidance into action. The primary source for management direction is found in the Wilderness Management Policy. The wilderness resource contains a mix of various resources and values, such as soil, wildlife, water, air, vegetation, cultural, historical and spiritual values, as well as solitude and recreation opportunities. These will all be addressed in the plan when pertinent. A wilderness management plan reflects the best professional judgment of the planner and the manager after public input. The approach to writing wilderness management plans, adapted for use in this Manual Section, comes from Chapter 8 of *Wilderness Management* by Hendee, Stankey and Lucas, Miscellaneous Publication No. 1365 (USDA, Forest Service, 1978).

.08 Relationship to Other Planning Efforts. (See Illustration 1.)

A. *Resource Management Planning.* Wilderness studies are conducted through resource management planning as prescribed in 43 CFR 1601.

The resource management planning process establishes the combination and levels of all allowable public land uses for the planning area. However, the decision to designate an area as wilderness is reserved to Congress which considers the wilderness management recommendation developed during resource management planning and other pertinent information. Some existing and potential wilderness program issues are normally surfaced during the wilderness area study. These and the related resource management plan and environmental document provide a basis for development of the wilderness management plan. Other issues surface during development of the plan.

B. *Wilderness Management Plans.* The wilderness management plan sets forth the management practices and actions which will be used to maintain the area's wilderness resources considering the identified wilderness management issues (see Glossary of Terms).

C. *Project Plans.* Wilderness project plans represent the more precise "when, how, and by whom" level of detail in wilderness management planning. These plans document proposed project user requirements and project design parameters to assure that final project designs meet specified wilderness management objectives. Wilderness management plans precede project plans and provide specific project parameters which guide the development of project plans.

D. *Coordination with Other Activity Plans.* In the past, activity plans for other resource programs, such as Allotment Management Plans, Wildlife Habitat Management Plans, Cultural Resource Management Plans, and Recreation Area Management Plans, traditionally addressed individually the management goals of their respective programs. *Their management goals did not include wilderness management.* However, wilderness management planning must consider all resources involved in the wilderness area and associated management issues and concerns as they relate to the wilderness resource. A Congressional designation as wilderness necessitates reevaluation of any resource activity plan to ensure conformity with wilderness management goals and objectives (as provided under Manual Section 1619.12). Attainment of Wilderness Management Policy objectives for specific resource activities may also require the development of individual resource activity plans where none exist. Any new or modified resource

activity plan may be written as part of the overall wilderness management plan or, if the specific resource issues are complex and require extensive analysis, it may be written as a separate activity plan to be incorporated into the wilderness management plan by reference. In all cases, the provisions of an approved wilderness management plan are a constraint on other activity plans in the wilderness area. Standards and procedures for coordinating activity planning are prescribed in Manual Section 1619.

.1 Guidelines for the Planning Effort.

.11 **Planning Horizon.** Data is collected, alternative strategies analyzed, and decisions made based upon the issues and needs for a 10-year period following approval of the plan (see .52).

.12 **Planning Personnel.** The wilderness management plan may be prepared for the Area Manager by in-house personnel, by contract, or by a combination of both.

A. *In-House Personnel.* A District or Resource Area wilderness specialist or other staff professional well versed in wilderness planning normally prepares the wilderness management plan with the assistance of other appropriate technical specialists. Technical specialists may be obtained from within or outside the Bureau, including other Bureau offices and other agencies.

B. *Contract.* Any contract to prepare a wilderness management plan requires the same kinds of technical expertise as required for an in-house effort. The contracting officer's authorized representative should be the District or Resource Area wilderness specialist or other staff professional well versed in wilderness planning.

.13 **Boundaries for the Planning Effort.** The boundaries for a wilderness management planning effort are the designated wilderness area boundaries established by Congress, and in some cases the lands immediately adjacent to the wilderness area. They are usually identified through the wilderness study process, but may include modifications specified through the legislation establishing the wilderness area. The Wilderness Act, Section 3(a)(1), requires the filing of a map and legal description of each wilderness area with the Interior and Insular Affairs Committees of the United States Senate and the House of Representatives

within one year after the effective date of the designating legislation.

.14 Priorities for Preparing Wilderness Management Plans. In the event that Congress simultaneously designates two or more wilderness areas within the same Resource Area or District, priority for plan preparation will favor those wilderness areas with the greatest number or intensity of wilderness management issues not easily resolved through use of the Wilderness Management Policy alone.

.15 The Plan Document. Wilderness management plans must be high-quality documents reflecting professional effort in their preparation. Since BLM wilderness areas are within the National Wilderness Preservation System (NWPS), a certain degree of Bureauwide consistency among wilderness management plans is desirable. Use the following standards for both in-house and contract prepared documents:

A. *Audience.* Wilderness management plans are written primarily as a management document for use by BLM personnel; secondarily, they communicate specific management intent to the public.

B. *Popular Version.* Where considerable public interest or controversy is expected, consider writing a popular version of the wilderness management plan which summarizes the content of the approved plan in a less technical manner.

C. *Document Control.* Place the original graphics, the master copy of the wilderness management plan, and the back-up material (including the preplan analysis, the assessment of alternatives, the environmental assessment, the staff review, and the public participation record) in the permanent files of the District Office until superseded by revised material. A working copy of this material should be kept in the applicable Resource Areas.

D. *Format, Type Style, and Graphic Standards.* Wilderness management plans should be prepared under standards established for format, type style, and graphics in Appendix 2 and according to Illustrations 2, 3 and 4.

.16 Plan Distribution. Approved wilderness management plans are not normally distributed to the general public.

A. *Required Distribution.* Send a copy of each approved plan to the State Liaison Officer or the equivalent, the State Director, the Director (340), to other State and Federal agencies affected by the plan, and to local county and municipal governments. Section 3(a)(2) of the Wilderness Act requires that maps, legal descriptions, and regulations pertaining to wilderness areas be available to the public in BLM Field Offices.

B. *Optional Distribution.* Copies of approved plans or popular versions of such plans may be sent to individuals; organizations; or Federal, State, and local agencies upon their request or at the discretion of the District Manager.

.17 Public Participation. Public involvement must be included in the development of each wilderness management plan. A minimum of at least one meeting, workshop, or open house must be open to the general public, and the public must be given at least 45 days to comment upon the draft wilderness management plan. Issues, questions, and problems raised by the public will be considered during the development of the draft and final plan. The wilderness management plan will be updated on a regular basis or as conditions change. The public will be given the opportunity to be involved in plan changes (see Illustration 5, and .42E).

.18 Coordination.

A. *Between State and District Offices.* When a wilderness area's boundaries overlap BLM administrative boundaries, a joint wilderness management plan must be coordinated between offices to ensure uniformity in management objectives and direction. One District should be assigned as the lead.

B. *Lands Contiguous With Another Federal Agency.* When a wilderness area involves contiguous lands administered by BLM and by other Federal agencies, the two agencies will conduct a joint wilderness management planning effort, unless it is determined, prior to development of the plan, that more effective wilderness management can be achieved by transferring the land to the other agency or by some form of cooperative management. If unique circumstances warrant, separate plans may be developed, but every effort should be made to provide consistency in management. State Directors have the option of approving cooperative

management agreements with other Federal agencies on a case-by-case basis. Wilderness management plans resulting from joint planning efforts must meet the basic content requirements of BLM wilderness management plans. Negotiate format requirements with participating agencies. A Memorandum of Understanding may be developed.

C. *Planning Efforts With Other Agencies.* Planning efforts may need to be coordinated with Federal, State, County, and local agencies; Indian tribal governments; and organizations that may be affected by wilderness management activities.

.2 **The Wilderness Planning Framework.** The BLM planning system as described in Manual Section 1601 is the framework in which wilderness management plans are developed. Basic planning principles apply to wilderness management planning (activity level) including clearly stating objectives that lead to achievable management actions. This framework uses a decisionmaking process that seeks the attainment of clearly-stated objectives. These objectives are based upon management goals established by the Wilderness Management Policy.

.21 **Planning Concepts.** Several basic planning concepts need clarification before describing how wilderness management plans should be organized and written. These are as follows:

A. *Goals.* Although not usually measurable, due to their level of generality, goals give direction and purpose. They provide limits to the range of potential objectives. They are often lofty statements of intent. One example from the Wilderness Act is “. . . to secure for the American people the benefits of an enduring resource of wilderness.” The distinction between a goal and an objective rests on specificity and attainability; an objective is attainable and more specific than a goal. Broad goals for the management of wilderness areas are found in the Wilderness Act, FLPMA, the law designating an individual wilderness, and in BLM's Wilderness Management Policy (Manual Section 8560). The broad goals found in the Wilderness Act, FLPMA, and in the legislative histories of these and other wilderness-related acts, have already been incorporated in the Bureau's Wilderness Management Policy. Appendix 1 contains a standard goal statement that must be included in all wilderness management plans.

B. *Objectives.* Objectives are statements of specific conditions to be achieved -- reference points that, if attained, will assure progress in the direction of established goals. In wilderness management planning, objectives are used to describe wilderness conditions to be achieved and/or maintained through management. As descriptions of the field conditions sought through management, objectives serve as criteria for identifying the management policies and actions necessary to achieve them. *Clearly stated objectives are the key to effective wilderness management plans.* Plans should include objectives for all important aspects of the wilderness resource and its use. For example, objectives should be stated for topics such as naturalness, solitude, administration, wildlife, fire, etc.

C. *Current Situation and Assumptions.* These statements define local conditions and expectations with regard to any particular aspect of the wilderness resource covered by the plan. Because areas in the National Wilderness Preservation System vary in their characteristics, level of use, and other local conditions, important information about the current situation, including constraints, and assumptions about how things will change in the future should be identified. This information can be helpful, both in specifying feasible objectives and in identifying measures necessary to achieve them. The resource management plan prescriptions for the adjacent public lands are key components of this information base.

D. *Management Mechanisms.* Management mechanisms is a collective term that refers to wilderness management policies, programs, actions, and standards. These are the manager's arsenal of tools to be applied as needed to achieve objectives.

E. *Policies.* Policies are explicit expressions of intent describing what will be done in order to attain objectives. Sometimes a policy describes what will not be done or otherwise prescribes constraints on management activities. Policies are governed by and must be consistent with overall policy guidance for wilderness management (see Manual Section 8560).

F. *Programs.* Programs are sets of related actions that are combined to help achieve particular objectives within the constraints of established policy.

G. *Actions*. Actions are specific practices applied to achieve objectives, but within the constraints of established policy and programs.

H. *Standards*. Standards serve as performance criteria, indicating acceptable norms, specifications, or quality of actions.

I. *Elements*. Elements are important aspects of the wilderness resource and its use (e.g., wildlife, vegetation, fire, solitude, recreation, etc.). Topics may vary by area.

.22 Using the Planning Concepts.

A. *Example for Use in Developing a Wilderness Management Plan*.

1. *Example*. The following example shows how goals, objectives, current situations, assumptions about the future, and management mechanisms work together.

a. To assure progress toward the *goal* of providing areas affected primarily by the forces of nature with the imprint of man's work substantially unnoticeable, specific objectives must be established and met. An *objective* for visitor use, one particular aspect of the above goal that would usually be covered in a management plan, might be to "provide for public use, study, and enjoyment of activities dependent upon a wilderness setting in a manner consistent with the preservation of an enduring resource of wilderness characterized by naturalness and outstanding opportunities for solitude." This objective is a statement of a condition to be achieved through management. Although the achievement of such a condition might not be directly measurable and might not even be apparent to laymen, it is attainable. Theoretically, at least, a team of experts could study the situation and judge whether the objective has been reached.

b. One *current situation* statement describing conditions in the wilderness might point to a large amount of litter at several heavy-use locations, and an *assumption* might be that recreational use of the wilderness will increase. Litter is clearly contradictory to the naturalness of wilderness. An obvious *policy* would thus direct management to "take necessary action to see that litter is removed from the wilderness." *Programs* aimed at removing litter could be prescribed, such as a "pack-it-out" program that would encourage wilderness users to pick up and pack out their

litter and garbage. Under the pack-it-out program, a number of *actions* might be included, such as: posting signs at wilderness trailheads; a pack-it-out message issued with wilderness permits; and wilderness ranger contacts to ask, remind, and explain the need for visitors to pack out their litter and other debris. *Standards* define acceptable results of management actions. Some pertinent standards for the above example of litter removal might include definitions of acceptable cleanliness in the wilderness and prescribed format and information content for anti-litter posters to be placed at trailheads.

2. *Internal Logic*. The above example shows the internal planning logic through which goals lead logically to objectives. Objectives are then interpreted according to the current situation and assumptions about the future and used as criteria for deriving necessary policy and programs of actions to meet the established standards.

B. *Summary of Elements of Wilderness Management Planning*. The elements of wilderness management planning thus consist of the following:

1. BLM managers must develop feasible objectives that are consistent with NWPS goals, suitable to local conditions in particular areas, and acceptable under the BLM Wilderness Management Policy (Manual Section 8560).

2. The objective established in the plan, considering current situations and assumptions about the future, must lead to logical policies, programs, actions, and standards.

3. Prescribed actions or programs that do not appear necessary to achieve established objectives should be seriously questioned. They may call for excessive management that could detract from wilderness values, or they may result in management that fails to protect wilderness values.

.3 Writing the Plan.

.31 **Plan Organization**. The flow chart below describes an outline for organizing and writing wilderness management plans using the foregoing concepts and terminology. It seeks simplicity using straight-forward statements of goals and objectives followed by prescriptions of the management mechanisms needed to achieve them.

Plan Components	Section of Plan	Content
	Introduction	Brief description of the area and purpose and organization of the plan.
	Summary and overview of overall situation and management.	An overview or summary of current conditions affecting management such as use levels and patterns, special situations, personnel, general management strategy.
Goals	National Direction	Concise summary of legislative requirements, Departmental instructions, or Manual Section 8560.
Goals	Management Strategy.	An optional statement of the overall management approach utilized in the plan.
Objectives	Objectives for all important elements to wilderness management issues.	Specific wilderness conditions sought for all important elements of the wilderness such as vegetation, recreation, wildlife, fire, trails, naturalness, solitude, etc.
Current Situation	Current Situation	Summary of trends and conditions pertinent to each situation.
Current Situation	Assumptions	Judgments about future trends, pressures, and problems pertinent to each objective.

Plan Components	Section of Plan	Content
Management Mechanisms.	Management Policies.	Guiding policies that—considering current situations and assumptions about the future—are necessary to guide actions toward established objectives.
Management Mechanisms.	Management Actions.	Programs, actions, and standards that are judged necessary to achieve established objectives.

.32 Plan Content. Each section of the plan has several components. The following suggested outline illustrates plan components and depicts the format for focusing wilderness management plans toward: utilizing national goals, stating specific objectives, analyzing current situations and assumptions, and prescribing logical management direction that fulfills the wilderness objectives. The outline is followed by short descriptions of the plan components.

A. *Management Plan Outline.*

MANAGEMENT PLAN OUTLINE

- A. Introduction
 - 1. Purpose of Management Plan
 - 2. Plan's Organization
 - 3. Wilderness Area Overview
 - a. Location of Wilderness Area
 - b. Unique Attributes of the Area
 - c. Significant History
 - d. General Management Situation
- B. Goals for the Wilderness Area
- C. Management Strategy
- D. Objectives for Management of Wilderness Elements
 - 1. Specific Objective(s) for the (insert name of management element) Element
 - 2. Current Situation and Assumptions for the Element
 - a. Current Use Opportunities and Use Levels
 - b. Current Amount of Development
 - c. Capacity Levels
 - d. Current Management Levels
 - e. Assumptions

MANAGEMENT PLAN OUTLINE—Continued

- 3. Management Direction and Actions for the (insert name of management element) Element
 - a. Management Policies
 - b. Management Actions
 - (1) Programs, Actions, and Standards Needed to Fulfill Objectives
 - (2) Support Needs
 - (3) Monitoring
- E. Implementation Sequence
- F. Environmental Assessment
- G. Cost Estimates
- H. Recommendation and Approval Sheet
- I. Appendix

B. Plan Component Descriptions.

1. *Introduction.* Information should be provided to explain the purpose of the wilderness management plan, its scope and to show the coordination with related activities and documents.

a. *Purpose of the Management Plan.* The purpose of the management plan is stated along with an overview of the wilderness area, including its location and significant characteristics, and a general summary of the area's current situation.

2. *Goals.* The goals section should relate the national direction for wilderness management to the individual wilderness. Policies and philosophies from the Wilderness Act, FLPMA, legislation authorizing the wilderness, and the BLM Wilderness Management Policy (Manual Section 8560) define these goals. Goals set the parameters for determining objectives and subsequent management direction. Appendix 1 contains the standard goal statement to be used for all wilderness management plans.

3. *Management Strategies.* The management situation within an individual wilderness area may warrant the development of an overall management strategy based upon the use of management units or zones requiring distinct management prescriptions.

a. *Zoning.* Not all wilderness areas will need a zoning scheme to accomplish management objectives. Inappropriate use of zoning can lead to undesirable inconsistencies in the management of specific wilderness areas. But when appropriate, this section of a management plan is where the concept should first be presented. An example of a zoning concept used in past wilderness management plans is one based upon vegetation units. The wilderness was divided into alpine, subalpine, and coniferous forest zones. Using these zones, the land manager tailored management programs and

actions to suit the characteristics of those particular subdivisions. If a management strategy is to be used, the planner must consider what type of subdivisions will most logically assist in reaching land management plan objectives and actions. The remaining components of the management plan (i.e., objective, current situations and assumptions, and management actions) become distinct prescriptions relative to each management unit in the wilderness area.

b. *Stratification.* There are many feasible ways to stratify the wilderness. One possibility is to use the Recreation Opportunity Spectrum (ROS) (see Glossary of Terms). The ROS considers the area's current uses, demand levels, and use capabilities to develop management plans consistent with the area's variety of user needs and demands. For most wilderness areas, it will become necessary to interpolate between the classes established on the spectrum for the Bureau's ROS program.

4. *Objectives.* Objectives serve to create specific wilderness conditions that managers want to attain. The objectives should be established for all elements in the wilderness that require management. For example, signing, trails, recreation, wildlife habitats, naturalness, solitude, and scientific study are all elements that need objectives to set clear implications for management direction.

5. *Current Situation and Assumptions.* After the objectives are structured for a wilderness element, the current management situation, including constraints, surrounding the element must be examined. In this portion of the plan, the trends and conditions pertinent to an element should be summarized. In addition, assumptions about future trends, pressures, and problems relative to each element should be discussed.

6. *Management Direction and Actions for Elements.* Management direction for an element is determined by policies and actions. Having considered both the current management practices and the established objectives for an element, management policies can be formulated. These policies will guide the determination of what management actions are necessary for meeting the established objectives. Following the management policies that are written for each element are the management actions. This section of the management plan should list all management programs and actions required to achieve the planned objectives, identify

standards with which to measure the effectiveness of the programs and actions, establish target dates for the completion of management actions, list support needs and establish monitoring programs.

7. *Implementation Sequence.* A schedule and timetable depicting the order and timing that actions will be carried out must be given. A description of any necessary support needs is also required.

8. *Environmental Assessment.* An environmental assessment, or, if necessary an EIS, is made to determine and to identify the environmental affects of the management plan. The EIS associated with the wilderness study and related resource management planning document is cited and used as much as possible to support the environmental assessment.

9. *Cost Estimates.* An estimate of the cost over time to implement the plan is developed. The estimate should show the cost projected in each element of the plan. Existing forms designed for use in preparing Program Packages and Annual Work Plans should be used as appropriate.

10. *Recommendation and Approval Sheet.* This sheet, when completed, documents operation of the wilderness management plan approval process prescribed in this Manual Section.

11. *Appendix.* Included in the appendix should be necessary reference and supporting material. Both the number and type of items will vary by wilderness area. Determining what items to add to the appendix will depend on the specific clarification needs of each individual wilderness management plan. A list of required and optional appendices follows. Additional appendices may be included as appropriate.

a. Maps - (Required unless already depicted to the appropriate level of detail in the Environmental Assessment (see .42F).) Location within State, major land features, boundaries, management units or zones (if used), trail system, etc.

b. Photos - (Required unless already depicted in the Environmental Assessment.) Depict major features, conflicts, unique management situations, etc.

c. Legislation and Policy - *Wilderness Act of 1964* (optional), Public law establishing the wil-

derness (required), portions of BLM's Wilderness Management Policy (Manual Section 8560) (optional).

d. Significant Resource Inventory Data (optional) - Wildlife inventories, species lists, vegetation lists, recreation data.

e. List of Plan Participants (required).

f. Bibliography (required).

4 Plan Preparation.

.41 **Considerations Prior to Developing the Plan.** The following guidance should be considered prior to development of wilderness management plans.

A. *Primary Management Emphasis.* Confusion sometimes exists over the proper relationship of management to preserve wilderness character while still providing for nonconforming but accepted uses. Goals and objectives must reflect the following general policy: Areas are to be managed to preserve their wilderness character, and in a manner that will leave them unimpaired for future use and enjoyment as wilderness. Nonconforming but accepted uses permitted by the Wilderness Act and subsequent laws must be allowed, but in a manner that will prevent unnecessary or undue degradation of the area's wilderness character. Nonconforming but accepted uses are the exception rather than the rule; therefore, goals and objectives need to be developed accordingly, and with emphasis on the preservation of wilderness character.

B. *Potential Overemphasis on Current Situation and Assumption Statements.* A common pitfall in writing plans is to invest too much effort into stating current situations and assumptions about the future. Some of each are needed, but, if too detailed, they can become the focus of the plan. In extremes, such overemphasis can give the plan a problem-solution focus because problems are often described in current situation statements, and assumptions can forecast a worsening of the situation. This orientation can lead to prescriptions that fulfill assumptions, whether or not they are well-founded.

1. *Emphasis on Development of Objectives.* Situation and assumption statements are easy to dwell on because they are easier to write than management objectives. This could result in a plan lacking objectives as the real criteria for deriving management policies and actions and later judging

their effectiveness. For example, a current situation describing heavy recreation use, combined with assumptions predicting substantial increases in use, could lead directly to very restrictive policies and actions. While these might ultimately be necessary, an objective aimed at achieving or maintaining desired conditions would provide a better basis for prescribing policies and actions. Wilderness management should be focused on the objectives and actions deemed necessary to achieve them, rather than on situation and assumption statements that may be highly speculative.

C. *Clarity in Writing Objectives.* The key to good wilderness management plans is clearly stated objectives. Objectives are particularly difficult to write for wilderness because of the subjective nature of the resource and the experiences it offers. It is nevertheless important to state objectives as clearly as possible so they can serve as guiding criteria for policies and actions. It is helpful to think of objectives as statements of wilderness conditions and experience opportunities that management seeks to preserve or provide.

1. *Levels of Specificity in Writing Objectives.* How specifically the individual objectives can be stated will vary depending upon the aspect of wilderness to which they pertain. Objectives for "structures allowed in the wilderness" -- if this is an aspect singled out for an objective -- might be more specifically stated than an objective for solitude. In either case, it is important to understand the distinction between generality and vagueness of a stated objective. Objectives can be stated in broad, general terms, but they must retain fairly definite implications. Vague objectives, on the other hand, lack clear implications for management direction, policy, programs, or actions. While an acceptable objective might be general, it should not be vague; its management implications should be clear. The closer to the field-action level an objective is, the more specific it should be. Compared to the goals of the Wilderness Act such as "to preserve, unimpaired, a wilderness resource," management objectives for one particular aspect of wilderness will seem quite specific. For example, "to provide for primitive recreation only to the extent that naturalness, outstanding opportunities for solitude, and physical and mental challenge are preserved," is more specific than the national goal cited above.

D. *Trackability.* If there is internal logic in the plan, it should be possible to trace field actions to higher levels of the planning process. This can be done by asking why the activity is being carried out. Thus, the Field Manager should be able to trace logically the reasons for proposed actions (such as posting a certain number of signs, relocating campsites, or clearing and maintaining trails) to particular policies and objectives in the wilderness management plan which in turn should be traceable to the more general guidance of the Wilderness Management Policy.

E. *Level of Plan Detail.* The level of detail to be contained in wilderness management plans is an important consideration. Some balance of generality and detail is needed, depending on the size, complexity, level of use, and problem situations in the particular wilderness. The plan should contain sufficient detail to describe all objectives, policies, and the "what and where" of particular actions; but the more specific "when, how, and by whom" level of detail is more appropriately included in project or operations plans formulated at field levels.

1. *Target of Plans.* Wilderness management plans should be aimed at the actual person implementing the required management actions. They should clearly inform management and users of the management direction for the wilderness, what this will entail in policies that will govern field actions, and what kind of major actions will be carried out at particular locations. The plan should not be so long and detailed that only its authors or the affected managers are willing to read it.

.42 Developing the Plan.

A. *Step 1 - Preparing the Preplan Analysis.* Step 1 documents the boundaries of wilderness areas and identifies the preliminary objectives and issues, relative to the wilderness area, derived from the previous wilderness study efforts and a review of the establishing legislation; documents the scope, complexity, and requirements for the planning effort; and initiates internal and external coordination. Although not a part of the wilderness management plan itself, the preplan analysis becomes a part of the back-up material supporting the plan. The level of detail and effort for the preplan analysis is dependent upon the complexity and number of issues and concerns, anticipated

either from the public or management, in the wilderness area. The individual chosen to lead the wilderness management planning effort (see .12) normally prepares the preplanning analysis.

1. *The Planning Area.* Document, in the preplan analysis, the boundaries of the wilderness area specified by Congress in the establishing legislation. The legislation may include modifications to the boundaries originally identified through the BLM wilderness inventory and study programs. (See .13 for the Wilderness Act requirements specific to boundary identification.)

2. *Goals and Objectives.* Review the Wilderness Management Policy (which incorporates the goals and objectives from the Wilderness Act and FLPMA) and the establishing legislation to determine preliminary goals and objectives for the wilderness area, thereby conditions to be achieved in the wilderness area. Document these preliminary goals and objectives in the preplan analysis.

3. *Major Issues.* Identify and document in the preplan analysis potential wilderness management-related issues that may need to be resolved to attain the preliminary objectives. Utilize current situation information and assumptions documented during the wilderness inventory and study efforts. Also identify any potential issues resulting from specific provisions of the establishing legislation.

4. *Data Needs.* Identify and document in the preplan analysis the specific type, intensity, and source of additional resource and user data needed to undertake the wilderness management planning effort. If not a planning issue, not much effort should be expended to acquire data. (See .42D for guidance on data needs.)

5. *Participants in the Planning Effort.* Identify and document in the preplan analysis the individuals required to complete the planning effort, including consultants and other agency employees. Identify the specific responsibilities (not just functional area) of each participant. (See .12 and Illustration 2 for guidance on expertise needs.)

6. *Public Participation.* Identify and document in the preplan analysis what public participation will be undertaken, what techniques will be used, and their timing in the planning process. (See .17 for guidance on public participation requirements.)

7. *Planning Schedule.* Prepare a schedule for completing each plan preparation step up to and including Step 8 (Approving the Plan). (See Illustration 5 for a suggested format.)

8. *Management Approval.* Obtain Area and District Manager approval of the proposals set forth in the preplan analysis before proceeding to the next step of the process. The Area and District Managers must review and approve the plan objectives.

B. *Step 2 - Orienting the Participants.* Step 2 should orient the participants involved in the planning effort. All participants are to review: 1) the preplan analysis to understand the wilderness management objectives and constraints for the wilderness area and the complexity and scope of the planning effort, 2) .3 of this Manual Section to understand the wilderness management plan framework and content to be utilized in the planning effort, and 3) the BLM wilderness management policy and the establishing legislation.

C. *Step 3 - Identifying the Issue Elements and Objectives.* Step 3 identifies the issues (problems and opportunities) that must be resolved to move towards the overall management goal and the objectives that serve to define the management conditions desired for each issue element. At a minimum the following issues must be considered in each plan: 1) long-term protection of wilderness characteristics (including naturalness, outstanding opportunities for solitude and primitive recreation and the supplemental features of each area); 2) management of visitor use; and 3) management of nonconforming but accepted uses. Issues are identified from many sources, including the documents noted in .42B, user groups, other agencies, and Bureau staff. Issues may be resource, activity, or administrative in nature. Do not limit yourself to just major issues. Document the issues in writing. Group the issues and objectives into management categories or elements (i.e., administration, recreation, fire management, solitude, etc.).

D. *Step 4 - Compiling the Necessary Data.* In Step 4, compile the resource and user data needed to assure that the final wilderness management actions are feasible and appropriate to the situation projected for the management area during the 10-year period. Systematic wilderness management planning requires an understanding of the pertinent decisions, terms and conditions of the under-

lying resource management planning document. Relevant information is also needed about the wilderness area and its region on such things as: ecologic, geologic, scientific, educational, scenic, historic, and mineral resources; the social and economic environment; and wilderness-related use characteristics. Such information provides the basis for the formulation, analysis, and comparison of alternative wilderness management actions and for decisions on the use, protection, interpretation, and development of the wilderness resource and other resources in the wilderness area within its regional and NWPS-wide context. If user conflicts or user-caused resource damage are currently occurring or are expected to occur within a short time period in the wilderness area, appropriate data leading to an accurate measure of carrying capacity and limits of acceptable change (LAC) should be collected. Well-developed carrying capacity determinations and LAC indicators - social, biological, and physical - will be required prior to establishing any wilderness use regulations or restrictions (including quotas or permit systems). Carrying capacity and LAC considerations and determinations will be documented in the wilderness management plan. In gathering any data for the planning effort, use care to ensure that funds and manpower are not expended unnecessarily in collecting and analyzing marginally related or excessively detailed information. Primary sources of data (such as field inventory and interviews) should be utilized only if secondary sources (such as the wilderness inventory and study data base, MFP's or RMP's, State and local plans, existing resource activity plans, and other studies) are inadequate. Certain kinds of data such as that needed to verify rehabilitation locations, should be collected in later steps. New data generated during the wilderness management planning process becomes part of the data base for future planning efforts.

E. *Step 5 - Analyzing and Synthesizing the Data.* In Step 5, analyze identified issues and other applicable data (from Steps 3 and 4) and synthesize the best set of wilderness management actions to meet stated management objectives by responding to identified problems and opportunities. There are four identifiable parts to this step. The results of each part are documented for use in writing the plan. It is often very helpful to include the District and State Office wilderness program leaders in this step of the process. Good input during this phase smoothes the way for the review process.

1. *Identifying Alternative Policies and Management Actions.* Given certain wilderness management objectives, constraints, issues, and other pertinent data, identify the alternative management policies and actions that could be used to resolve each of the issues, and thereby attain identified objectives. The alternative actions must be realistic and feasible; do not confuse the effort by preparing "straw men" options. If determined to be necessary, utilize carrying capacity or LAC data to develop alternative user management actions (such as developments and wilderness regulations). Pay close attention to the *Minimum Tool* and *Visitor Use* discussions in Manual Section 8560.13 and .31, to provide an environment that is as free from restrictions and developments as possible in keeping with the characteristics of freedom in wilderness areas. Also consider, if appropriate, the need for zoning or division of the wilderness area into individual management units (see .32B3) to provide for accomplishment of zone-specific objectives. Use caution to avoid inappropriate use of zoning which would result in undesirable management inconsistencies. Because of the number of objectives and management action categories that may be involved, using a matrix may help in identifying actions and in analyzing alternative actions. (See Illustration 7 for an example.)

2. *Assessing the Alternative Policies and Management Actions.* Analyze and evaluate the alternative wilderness management actions identified in .42E1 to find the best mix of actions that best conform to legal, legislative, and executive policy; are consistent with the Wilderness Management Policy; are environmentally and socially sound; and are cost effective.

3. *Determining the Preferred Alternative.* Choose the best mix of management actions based upon the analysis and evaluation performed in .42E2. This best mix of management actions is the basis of the plan and becomes the preferred alternative for the environmental assessment.

4. *Developing Priorities and Estimating Costs.* Analyze the chosen set of preferred actions to determine priorities for each action or group of actions within each management action category (or element) and to estimate costs for implementing the chosen management actions. Base costs on current year costs without applying an inflation factor.

F. *Step 6 - Writing the Plan and Environmental Assessment.* Step 6 documents, in plan form, the management actions proposed during the previous steps of the planning process and provides the required written environmental assessment. The draft plan and environmental assessment, or environmental impact statement, if necessary, are written using data and analyses generated in previous steps. Normally, no further data collection or analyses need be undertaken. The draft plan and environmental assessment may be written as one document or two.

1. *Draft Plan.* Upon completion of steps 1 through 5 of the planning process, the draft wilderness management plan is written following the format and content requirements found in .15 and .3, respectively. The information analyzed and decisions made in previous steps are the basis of the written plan.

a. The intensity and depth of the wilderness management plan depend upon the complexity of the wilderness issues in the wilderness area (see also .42A3).

b. The wilderness management plan is written as an action plan; it identifies the actions that will be taken. Consequently, the plan describes affirmative actions, not a series of recommendations.

2. *Environmental Assessment.* Using the preferred alternative developed in .42E3 as the proposed action and the alternatives developed in .42E1, complete an environmental assessment.

G. *Step 7 - Reviewing the Plan and Environmental Assessment.* Step 7 provides for review of the draft plan and environmental assessment by appropriate BLM officials, by other agencies, and by the general public prior to plan approval. Coordinate closely with the BLM District and State Office staffs and other agencies prior to formal review to preclude major problems during formal review.

1. *District and Resource Area Staff Review.* Draft wilderness management plans and associated environmental assessments are reviewed by the District and Resource Area staff and management, as appropriate, for proper resource data content and for coordination with other resource programs.

2. *State Office and Washington Office Review.* The State Office staff and State Director formally review the wilderness management plan and environmental assessment for proper format, content, and coordination with other resource programs; and the State Director makes final approval of plans. The Director (340) formally reviews the draft wilderness management plans and environmental analysis when requested by the State Director. Such review should be requested only when major policy issues or controversy is involved.

3. *Other Agency Review.* A draft wilderness management plan and environmental analysis are sent to local, State, or other Federal agencies for review and comment when such agencies have expressed interest in the plan or when the plan might impact their programs. In all cases, the draft plan and assessment are sent to the State Liaison Officer, or equivalent, for review and comment.

4. *Public Review.* Publish a notice in newspapers, and the *Federal Register* if warranted, on the availability of the draft wilderness management plan and environmental analysis. The notice should contain at least the location of the wilderness area, a summary of wilderness management actions proposed, and any special rules or regulations to be imposed. Public meetings and other public participation techniques are used as specified in .17 and identified in the preplan analysis (see Illustration 5).

H. *Step 8 - Approving the Plan.* Step 8 is approval of the plan.

1. *Approval Steps.* After completion of the formal review process and after necessary revisions have been made, the wilderness management plan and environmental analysis are sent to the State Director through the plan team leader, the Area Manager, and the District Manager, who indicate their recommendation for approval by signing the title page of the plan. The State Director indicates final approval by signing the title page. This page will serve as the Record of Decision for the environmental assessment.

2. *Notice to the Public.* Once approved and printed, the plan is distributed and the public is notified of the approval by notice in local newspapers, and the *Federal Register* if warranted. The notice should contain at least the location of the

wilderness area, a summary of management actions to be implemented, and any special rules or regulations to be imposed. Wilderness management plans will be available for public review in the Washington Office and the State Office(s), District Office(s), and Resource Area Office(s) with jurisdiction over the lands within the wilderness area.

.5 Plan Monitoring and Revision.

.51 Plan Monitoring. During implementation of the wilderness management plan, keep records on visitor use, visitor management problems, resource conflicts and resource deterioration problems. Document such data through staff reports and file with the original wilderness management plan. Data collected during implementation of the plan becomes part of the wilderness data base and the next wilderness management plan revision. Plan monitoring techniques and schedules are developed and documented in the wilderness management plan appendix.

.52 Plan Revision.

A. *When to Revise.* Wilderness management plans are revised only when the management actions prescribed no longer meet the wilderness management objectives or when a change in the existing situation warrants a new approach in order to move towards the overall management goals. Wilderness management plans are not revised merely to update information contained in the plan. Each wilderness management plan is formally reviewed *at least* every 5 years to determine if a revision is needed. Revision schedules will be developed and documented in the wilderness management plan appendix.

B. *How to Revise.* If an approved wilderness management plan is no longer valid, revise using the same procedures as specified in .42 including public participation, State Director approval, and submittal of the newly revised plan to the Director (340). Minor revisions, such as typographical

errors, may be made at any time by inserting an errata sheet.

.6 Plan Implementation. The wilderness management plan is the primary reference document for preparing annual work plans and program packages.

.61 Annual Work Plans. Any work undertaken within a wilderness area having an approved wilderness management plan must conform with that plan. Any work undertaken in a wilderness area prior to approval of a wilderness management plan must conform with the Wilderness Management Policy, the associated resource management planning document, and any requirements or stipulations specified in the establishing legislation. (See .06 with regard to major investments or regulations proposed prior to approval of a wilderness management plan.) Any such work should be a part of the annual work plan.

.62 Program Package. When base funding in the wilderness management subactivity (4332) and the maintenance subactivities is insufficient to implement an approved wilderness management plan or when acquisition and project design and construction are to be implemented, new funding is requested through the Bureau's packaging system by the appropriate program. When requesting new funding, be mindful of the inherent timeframe for the packaging process. Package requests made during the current year are for funds to be appropriated for the current year plus two. That is, funds requested through packages prepared in FY 1984 will be available, if approved, in FY 1986.

.7 Roster of Approved Wilderness Management Plans. A Roster of Approved Wilderness Management Plans is prepared or updated in the District Office whenever a new or revised wilderness management plan is approved. A copy of the completed roster is transmitted to the State Director and the Director (340) with a copy of the approved plan which generated the roster preparation.

Glossary of Terms

(See also Manual Section 8560, Glossary of Terms.)

- L -

Limits of Acceptable Change (LAC): The amount of human-caused change to biophysical or social components which are tolerable without the loss of wilderness character.

- R -

Recreation Opportunity Spectrum (ROS): A continuum used to characterize recreation opportunities in terms of setting, activity, and experience opportunities. The spectrum covers a range of recreation opportunities from primitive to urban. With respect to wilderness management planning, ROS represents one possible method for delineating management units or zones.

- W -

Wilderness Management Plan. An officially approved planning document for a specific wilderness area and in some cases lands immediately adjacent to wilderness areas (e.g., trailheads). The wilderness management plan is the vehicle for implementation of the Bureau's Wilderness Management Policy (Manual Section 8560) and the pertinent provisions of the associated resource manage-

ment planning document. It describes the management strategy that will be used to work toward attainment of the objectives of the Wilderness Management Policy. The wilderness management plan clearly shows the actions that will be taken to preserve the wilderness resource and the linkage between these actions and identified wilderness management objectives. For each wilderness area, or small group of clearly related wilderness areas, the wilderness management plan does the following:

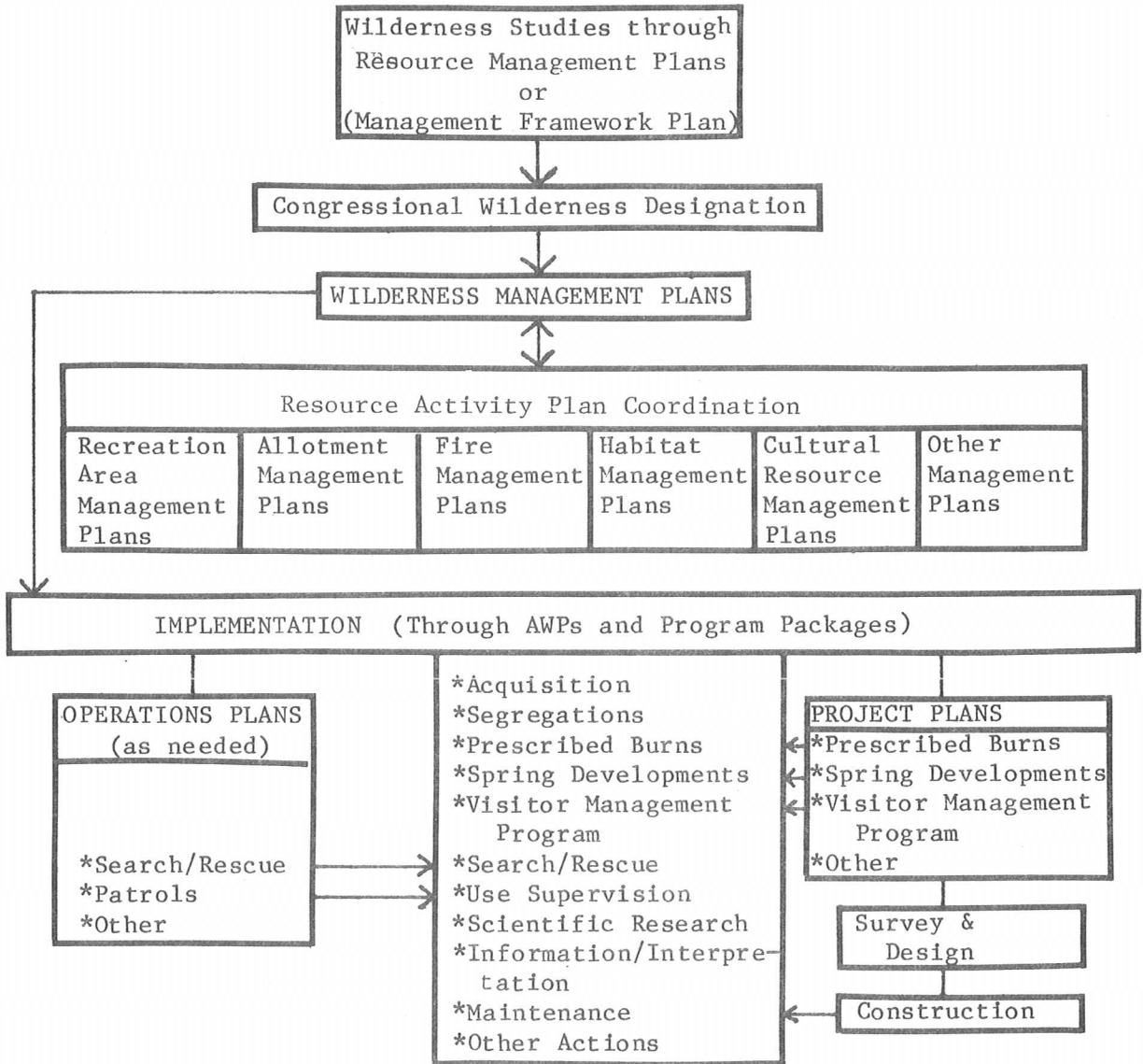
1. Sets forth the goals, objectives, policies, and specific actions for management of the wilderness resources and all other resources;
2. Establishes the general sequence of implementing the identified management actions; and
3. Establishes time frames and procedures for monitoring and revision of the plans.

Wilderness Management Units: Individual subdivisions or zones within a wilderness area requiring different management objectives, policies, or actions as a result of differing characteristics, to progress toward attainment of overall management goals.



8561 - WILDERNESS MANAGEMENT PLANS

Relationship of Wilderness Management Plans
to Other BLM Plans

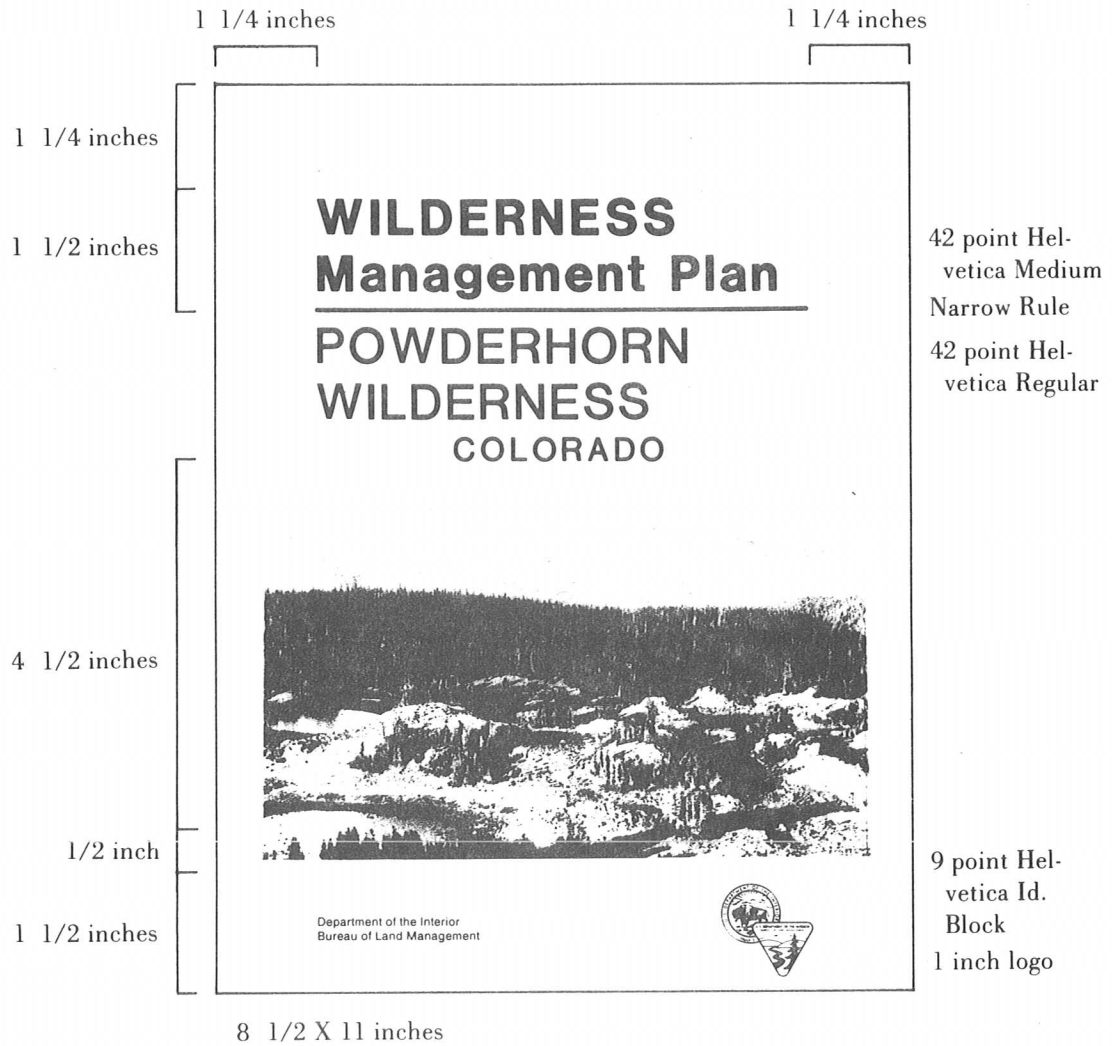


*Note: For the sake of clarity, feedback relationships are not shown.



8561 - WILDERNESS MANAGEMENT PLANS

Suggested Cover Design for
Wilderness Management Plan Documents



Margins

All margins will be as shown.

1. Normally, the term "Wilderness Management Plan" will be used.
2. Use one of the following type fonts: Helvetica, Univers, Times Roman, or Bodoni, upper and lower case in medium weight.
3. Locate as shown.

Illustrations

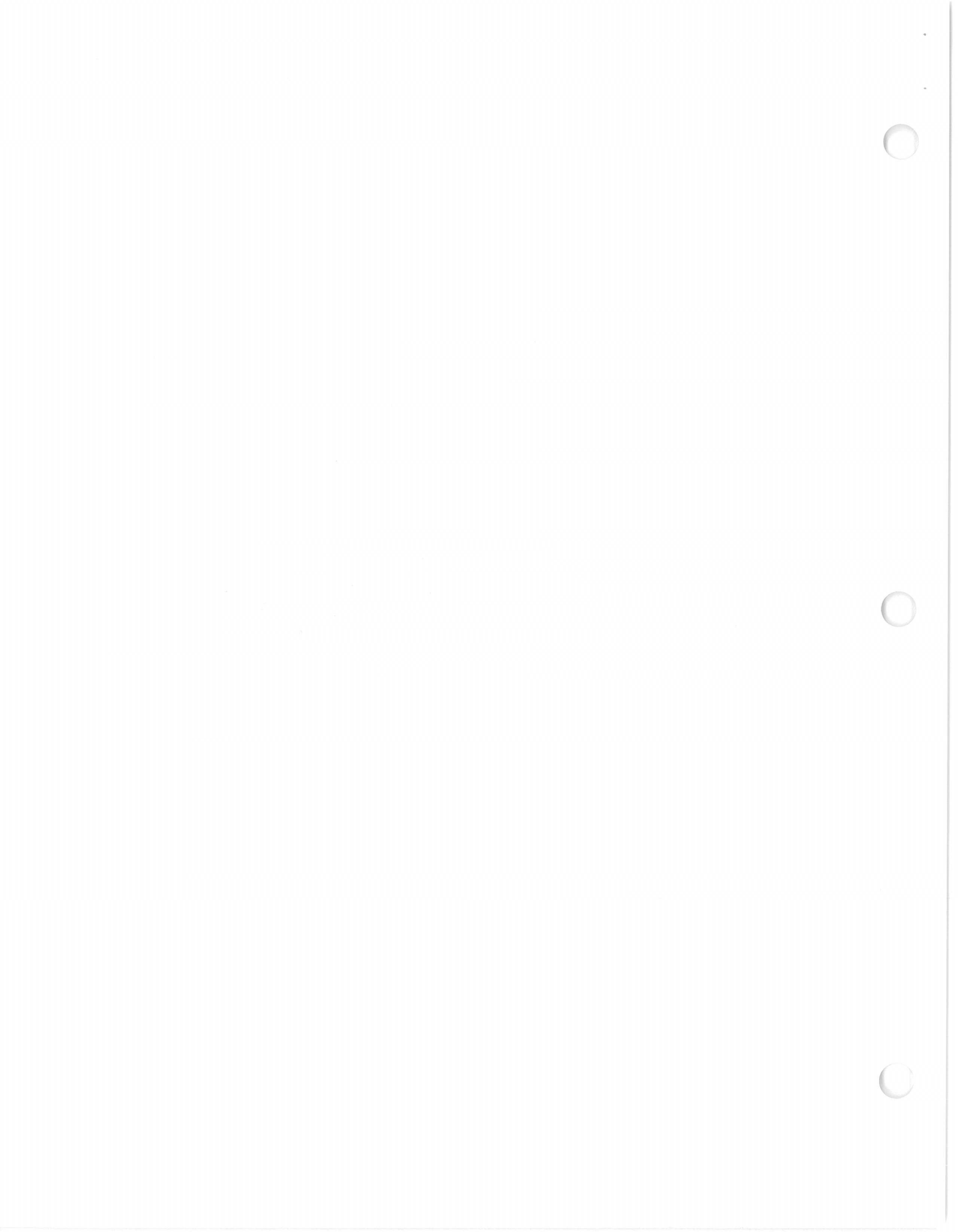
1. Drawing or photographs may be informational or expressive.

Name of Area

1. Identify the common name of the area, i.e. Powderhorn Wilderness Area.
2. Use one of the following font types: Helvetica, Univers, Times Roman or Bodoni, upper and lower case in light weight.

Agency Name and Logo

1. Identify Department and Agency.



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Suggested Title Page Layout for
Wilderness Management Plan Documents

Wilderness Management Plan
for the
Powderhorn Wilderness Area
Colorado

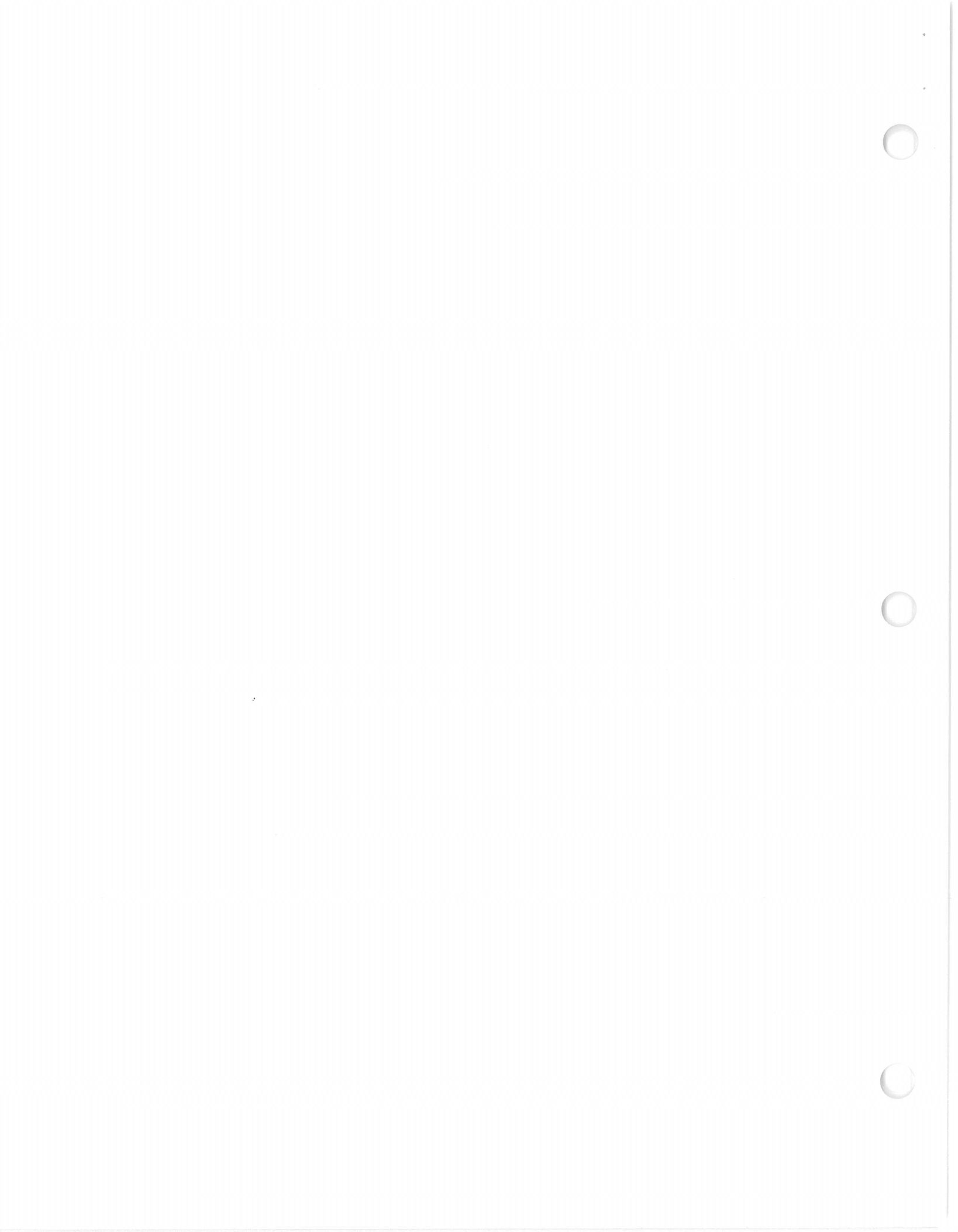
Department of the Interior
Bureau of Land Management

Recommended by: _____
Lead Planner, Montrose District, June 1985

Recommended by: _____
Area Manager, Gunnison Basin Resource Area, June 1985

Recommended by: _____
District Manager, Montrose District, June 1985

Approved by: _____
State Director, Colorado, June 1985



Suggested Guidelines
for Type Styles

ABCDEFGHIJKLMNO PQ
RSTUVWXYZ
abcdefghijklmnopqrstu vwxyz
1234567890\$(&?!%.,;:-)

Helvetica

ABCDEFGHIJKLMNO PQ
RSTUVWXYZ
abcdefghijklmnopqrstu vwxyz
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Univers

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RSTUVWXYZ
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Times Roman

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Bodoni



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Suggested Format for
Wilderness Management Planning Schedules

	Month											
	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
1. Preparing the Preplan Analysis	█ ↑											
2. Orienting Participants		█										
3. Identifying Issues			█ ↑									
4. Compiling Necessary Data			█ ↑									
5. Analyzing and Synthesizing Data				█ ↑								
6. Writing the Plan and Enviro. Assessment							█					
7. Reviewing the Plan									█ ↑			
8. Approving the Plan											█	

Note: ↑ Denotes public participation point.



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Responsibility Chart for Wilderness Management Planning

Planning Steps	Preparation		Recommendation	Approval
	Lead	Input		
1. Preplanning Analysis	1	2,4,8		
2. Orienting the Participants	1,3			
3. Identifying Issues & Objectives	1,3	5,8		
4. Compiling Necessary Data	1,3	8		
5. Analyzing and Synthesizing Data				
a. Identifying Alternative Management Actions	1,3	8		
b. Assessing Alternative Management Actions	1,3			
c. Determining the Preferred Actions	5	1,3		
d. Developing Priorities & Estimating Costs	1,3			
6. Writing the Plan and Environmental Assessment	1	3		
7. Reviewing the Plan and EA		2,4,5,6,8		
8. Approving the Plan			1,5,6	7

- Key:
- 1 - Lead Wilderness Management Planner
 - 2 - District and Resource Area Staff, as appropriate
 - 3 - Participants in the planning effort
 - 4 - Other agencies, as appropriate
 - 5 - Area Manager
 - 6 - District Manager
 - 7 - State Director
 - 8 - Public, as appropriate



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Example Matrix Identifying Management Objectives and Management Actions

Management Objectives	Naturalness (Protect/Preserve/Enhance)	Solitude (Protect/Preserve/Enhance)	Primitive Recreation (Protect/Preserve/Enhance)	Minimum Tool	Research	Fire Management	Monitor Change	Livestock Management	Mining	Education
Site rehabilitation	●			●						
Trail construction			●	●						
Trail closure		●								
Establish carrying capacity		●								
Permits (use limits)	●	●								
Provide access			●							
Build portal camp-grounds			●							
Portal/entrance signs			●							
Interior signs	●									
Prepare maps/brochures			●							●
Manage commercial uses	●	●	●							
Patrols	●		●		●		●			●
Trash pick-up	●			●						
Land exchange		●	●							
Land purchase		●	●							
Trail maintenance			●	●						
Training					●					



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STANDARD GOAL STATEMENT FOR ALL

WILDERNESS MANAGEMENT PLANS

- I To provide for the long term protection and preservation of the area's wilderness character under a principle of nondegradation. The area's natural condition, opportunities for solitude, opportunities for primitive and unconfined types of recreation, and any ecological, geological, or other features of scientific, educational, scenic, or historical value present will be managed so that they will remain unimpaired.
- II To manage the wilderness area for the use and enjoyment of visitors in a manner that will leave the area unimpaired for future use and enjoyment as wilderness. The wilderness resource will be dominant in all management decisions where a choice must be made between preservation of wilderness character and visitor use.
- III To manage the area using 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. Management will seek to preserve spontaneity of use and as much freedom from regulation as possible.
- IV To manage nonconforming but accepted uses permitted by the Wilderness Act and subsequent laws in a manner that will prevent unnecessary or undue degradation of the area's wilderness character. Nonconforming uses are the exception rather than the rule; therefore, emphasis is placed on maintaining wilderness character.



8561 - WILDERNESS MANAGEMENT PLANS

Format, Type Styles, and Graphic Standards

Format. The format requirements of wilderness management plan documents are optional, except that the size must be 8 1/2" x 11", either dimension vertical, providing for easy storage and filing. Suggested format styles are found in Illustrations 3 through 5. The preparer should consider:

- Binding. Binding is of wire stitch (either side-stitch or saddle-stitch) or pasted for thicker documents.

- Printing. Documents in excess of 10 pages are printed on both sides.

- Cover and Title Pages. Cover and title pages follow the standard requirements shown on Illustrations 3 and 4.

- Type Styles. Document narratives may be either typewritten or typeset. If typewritten, the type styles in Illustration 5 or equivalent should be used. If typeset, one of the four type fonts shown on Illustration 5 is suggested. In either case, use of the Bureau's margin spacing standard is also suggested.

Graphics. Include graphics (including maps, charts, diagrams, and photographs) of professional quality throughout the plan, as appropriate. Lettering on graphics may be typeset or hand lettered in a professional manner; however, lettering should be consistent within any one plan document. Maps and other full page diagrams are prepared on standard size drawing sheets (11" x 8 1/2", 11" x 18", 22" x 17", 22" x 36", or whatever size is considered necessary to provide the appropriate level of detail). They may be folded within the document itself or inserted into envelopes in the back of plan documents. Consider multi-colored graphics in popular versions if this increases clarity.

