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**WILDERNESS CHECKLIST  
FOR  
FIRE MANAGEMENT**

## WILDERNESS CHECKLIST FOR FIRE MANAGEMENT

**PURPOSE:** The purpose of this document is to provide wilderness and fire managers with a checklist of topics, issues and concerns to consider when revising Forest Land Management Plans (LMP) and Fire Management Plans (FMP). The checklist is divided into two parts.

Part I provides a list of items gathered from a national and regional review of topics and concerns deemed important to address in the LMP and FMP. More specific local topics and concerns should also be added to meet individual wilderness needs.

Part II provides a list of pre-planning elements to consider for successful fire management in conjunction with the FMP.

### **DEFINITIONS:**

Forest Land Management Plan (LMP) – A programmatic plan that meets NEPA requirements and contains adequate direction such as desired conditions, objectives, and guidelines.

Fire Management Plan (FMP) – An operational plan that reflect the desired condition, objectives, and LMP guidance.

### **Supporting Information:**

Agency Policy, guidelines, templates, examples, and links to other resources can be found in the Fire Management Toolbox at: <http://www.wilderness.net/toolboxes>.

**PART 1**

<p><b>SECTION I</b> <b>LAW AND POLICY</b></p>	<p><b><u>Introduction</u></b> <b>Review Questions</b></p>	<p><b>Check</b></p>
<p>1. WILDERNESS ACT (P.L. 88-577)</p>	<p>Is the LMP consistent with the relevant statutes from the Wilderness Act of 1964 or subsequent wilderness legislation?</p> <p>Wilderness defined:</p> <ul style="list-style-type: none"> <li>○ "...affected primarily by the forces of nature..."</li> <li>○ "...man's work substantially unnoticeable..."</li> </ul> <p>Section 2 (a)</p> <ul style="list-style-type: none"> <li>○ "... administered... in such a manner as will leave them unimpaired..."</li> <li>○ "provide for the protection of these areas, the preservation of their wilderness character."</li> </ul> <p>Section 2 (c)</p> <ul style="list-style-type: none"> <li>○ undeveloped federal land retaining its primeval character and influence</li> <li>○ without permanent improvements or human habitation</li> <li>○ managed so as to preserve natural conditions</li> <li>○ generally appears to have been affected primarily by the forces of nature</li> <li>○ imprint of man's work substantially unnoticed</li> </ul> <p>Section 4 (d)</p> <ul style="list-style-type: none"> <li>○ "...such measures may be taken as necessary in the control of fire ... subject to such conditions as the Secretary deems desirable."</li> </ul> <p>Note – the Wilderness Act text may be included by reference.</p>	
<p>2. WILDERNESS POLICY</p>	<p>Does the LMP specifically reference the relevant policy direction for fire in wilderness from Forest Service Policy (such as the natural role of fire and prescribed fire)?</p>	

<p><b>SECTION II</b> <b>FOREST LAND</b> <b>MANAGEMENT</b> <b>PLAN</b></p>	<p align="center"><b><u>Relationship to LMP and Fire Policy</u></b> <b>Review Questions</b></p>	<p align="center"><b>Check</b></p>
<p><b>1. DESIRED</b> <b>CONDITION</b></p>	<p>Does the LMP have goals for fire in wilderness consistent with the desired condition for wilderness LMP and the Wilderness Act?</p> <p>Congress defined wilderness as undeveloped landscapes that are preserved and protected in their natural conditions with the least amount of human influence or control and to allow fire to play, as nearly as possible, its natural role in wilderness. Therefore, the goal of fire management in wilderness is best achieved when the affects of the fire as a natural agent are observed and not the affects of fire management activities.</p> <hr/> <p>Additionally, does the LMP address the desired outcome to preserve natural conditions so that the wilderness generally appear to have been affected primarily by the forces of nature with the imprint of human work substantially unnoticeable?</p>	
<p><b>2. FOREST PLAN</b> <b>GOALS and</b> <b>OBJECTIVES</b></p>	<p>Does the LMP addresses the natural role of fire and consider the full range of management responses?</p> <p>The “full range of management responses”: includes prescribed fire and appropriate management response (wildland fire use and suppression). After evaluating the full range of responses the LMP objectives and guidelines state which responses are or are not available. For those areas where not all responses are available the objective or guideline for a response that is not available may simply be a statement to that effect and a documentation that the evaluation occurred.</p> <p><b>Note:</b> If the LMP does not address the natural role of fire in wilderness and consider the full range of management responses, a revision may be necessary.</p>	

SECTION III FIRE MANAGEMENT PLAN	<u>Wildland Fire Management Strategies</u> Review Questions	Check
1. MULTI-JURISDICTION	Does the FMP address multi-jurisdictional issues and coordination needs to facilitate appropriate wilderness fire management?	
2. ASSIGN A RESOURCE ADVISOR	Does the FMP require assignment of a Wilderness Resource Advisor (WRA) to wilderness fires under the Delegation of Authority letter?	
3. FIRE MANAGEMENT ACTIVITIES	<p>Does the FMP prescribe operational guidelines to conduct all fire management actions in wilderness in a manner compatible with overall wilderness management objectives?</p> <p>Give preference to using methods and equipment that cause the least: (1) alteration of the wilderness landscape, (2) disturbance to the land surface, (3) disturbance to visitor solitude, (4) reduction of visibility during periods of visitor use, and (5) adverse effect on other air quality related values (FSM 2324.23).</p> <p><b>Note:</b> Items (4) and (5) above can be misleading. Smoke from natural fire does not constitute pollution or adverse impact to visibility. Natural fires should not be limited to protect visibility in wilderness and natural smoke, by definition, does not adversely affect any AQRV. Impacts to human health (NAAQS), such as smoke from a prescribed fire, must be addressed.</p>	
4. MINIMUM IMPACT STRATEGIES AND TACTICS (MIST)	<p>Does the FMP describe implementation guidelines for MIST specific to your wilderness?</p> <p>For example, the Washakie Wilderness MIST specifically addresses grizzly bear concerns. Additionally, does the FMP or MIST address the applicable Leave No Trace (LNT) principles and does it specifically state how to employ LNT techniques for hiking, camping, campfires, human waste and other concerns including respecting wildlife and visitors?</p>	
5. MINIMUM REQUIREMENT PROCESS	<p>Does the FMP recognize that fire management related exceptions for temporary roads or structures, or use of motorized equipment or mechanical transport must be:</p> <p>(1) the necessary and required action for administration of wilderness, and</p> <p>(2) the action that has the least adverse effects on wilderness as directed in the Wilderness Act, Section 4(c)?</p>	



	<p>Does the FMP utilize a <u>Motorized Equipment –Mechanical Transport Evaluation and Approval Process</u> and require documentation and reporting of authorizations?</p> <p><b>Notes:</b> Section 4 (d) (1) of The Wilderness Act allows for “measures to be taken as may be necessary” in the control of fire...” The minimum requirement concepts should be incorporated into fire management planning just as MIST is in fire management activities. The <u>Minimum Requirement Decision Guide</u> is appropriate for use when planning prescribed fire projects.</p>	
<p>6. BURNED AREA EMERGENCY REHABILITATION (BAER)</p>	<p>Does the FMP address the objectives for conducting BAER in wilderness?</p> <p>BAER is only allowed in wilderness if (1) necessary to prevent an unnatural loss of the wilderness resource or (2) to protect life, property, and other resource values outside of wilderness. Normally use hand tools and equipment to install selected land and channel treatments (FSM 2323.43b)</p>	
<p>7. RESOURCE CONSTRAINTS</p>	<p>Does the FMP identify specific wilderness resource concerns such as fire management effects to wilderness, heritage, wildlife, fisheries, hydrology, soils, invasive species, TES, and other issues unique to the wilderness?</p> <p>Does the FMP address concerns related to Outfitter and Guide operations, recreation, and public safety?</p> <p><b>Note:</b> It is important to make a distinction between concerns about fire management activities vs. the effects of natural fire on the biological, physical and social components of the wilderness resource.</p>	
<p>8. IMPROVEMENTS</p>	<p>Does the FMP list improvements such as grazing allotments fences, administrative sites, bridges, stock tanks, etc.?</p> <p>Does the FMP provide objectives for these improvements during fire management activities?</p>	
<p>9. WATER LOCATIONS</p>	<p>Does the FMP identify water sources inside/outside wilderness that are to be avoided for water dips?</p> <p><b>Note:</b> Consider effects of water use, spread of invasive species, and other values associated with the water source.</p>	
<p>10. HELISPOTS and FIRE CAMPS</p>	<p>Does the FMP identify helispots outside of wilderness (as directed in FSM 2324.23) and spike camps outside of wilderness, whenever feasible (FSM 2324.23.5)?</p> <p><b>Note:</b> It is not always feasible to locate helispots and fire camps outside wilderness. Identify appropriate locations inside wilderness during pre-planning (see Part II. 1.).</p>	

11. FMP REVIEW AND REVISION	Does the FMP identify a wilderness staff role for review and revision of the FMP annually?																															
12. LINE OFFICER APPROVAL	<p>Does the FMP list the line officer's delegation level for the approval of motorized or mechanical use per FSM direction (see chart below)?</p> <p><b>Note:</b> Some FS Regions have delegated the authority for motorized and mechanical approval for emergencies to the District Ranger level. Fire Use is considered an emergency (Wildland Fire Use Implementation Procedures Reference Guide, May 2005)</p> <table border="1" data-bbox="495 579 1333 1180"> <thead> <tr> <th data-bbox="495 579 829 646">Motorized/Mechanical Request</th> <th data-bbox="829 579 1081 646">Authorization for Non-Emergency</th> <th data-bbox="1081 579 1333 646">Authorization for Emergency</th> </tr> </thead> <tbody> <tr> <td data-bbox="495 646 829 678">Chainsaws, Pumps</td> <td data-bbox="829 646 1081 678">Regional Forester</td> <td data-bbox="1081 646 1333 678">Forest Supervisor</td> </tr> <tr> <td data-bbox="495 678 829 806">                     Helicopters-Fixed Wing                     <ul style="list-style-type: none"> <li>• Retardant Delivery</li> <li>• Bucket Work</li> <li>• Personnel Shuttle</li> </ul> </td> <td data-bbox="829 678 1081 806">Regional Forester</td> <td data-bbox="1081 678 1333 806">Forest Supervisor</td> </tr> <tr> <td data-bbox="495 806 829 898">Transport &amp; supply by aircraft, air drop &amp; mechanical transport</td> <td data-bbox="829 806 1081 898">Regional Forester (2326.1)</td> <td data-bbox="1081 806 1333 898">Forest Supervisor</td> </tr> <tr> <td data-bbox="495 898 829 930">Helispot Construction</td> <td data-bbox="829 898 1081 930">Regional Forester</td> <td data-bbox="1081 898 1333 930">Forest Supervisor</td> </tr> <tr> <td data-bbox="495 930 829 961">Motor Vehicle</td> <td data-bbox="829 930 1081 961">Regional Forester</td> <td data-bbox="1081 930 1333 961">Forest Supervisor</td> </tr> <tr> <td data-bbox="495 961 829 1024">Tractors (Heavy Equipment)</td> <td data-bbox="829 961 1081 1024">Regional Forester</td> <td data-bbox="1081 961 1333 1024">Regional Forester</td> </tr> <tr> <td data-bbox="495 1024 829 1087">Prescribed Fire in Wilderness</td> <td data-bbox="829 1024 1081 1087">Regional Forester</td> <td data-bbox="1081 1024 1333 1087">Forest Supervisor</td> </tr> <tr> <td data-bbox="495 1087 829 1150">BAER projects in Wilderness</td> <td data-bbox="829 1087 1081 1150">Regional Forester (2323.04c.11)</td> <td data-bbox="1081 1087 1333 1150">Forest Supervisor</td> </tr> <tr> <td data-bbox="495 1150 829 1180"></td> <td data-bbox="829 1150 1081 1180"></td> <td data-bbox="1081 1150 1333 1180"></td> </tr> </tbody> </table>	Motorized/Mechanical Request	Authorization for Non-Emergency	Authorization for Emergency	Chainsaws, Pumps	Regional Forester	Forest Supervisor	Helicopters-Fixed Wing <ul style="list-style-type: none"> <li>• Retardant Delivery</li> <li>• Bucket Work</li> <li>• Personnel Shuttle</li> </ul>	Regional Forester	Forest Supervisor	Transport & supply by aircraft, air drop & mechanical transport	Regional Forester (2326.1)	Forest Supervisor	Helispot Construction	Regional Forester	Forest Supervisor	Motor Vehicle	Regional Forester	Forest Supervisor	Tractors (Heavy Equipment)	Regional Forester	Regional Forester	Prescribed Fire in Wilderness	Regional Forester	Forest Supervisor	BAER projects in Wilderness	Regional Forester (2323.04c.11)	Forest Supervisor				
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**PART II**

Gathering the following information before a fire can greatly increase your management efficiency. Many of the guidelines and examples listed below can be found in the Resource Advisor’s section of the Fire Management Toolbox at: <http://www.wilderness.net/toolboxes/>.

PART II	Review Questions	Check
1. PRE-PLANNING ELEMENTS-SPATIAL	Having spatial information gathered before a fire will greatly improve your ability to protect the wilderness resource. This can be accomplished in the form of actual data (CD) or the location of the data (knowing where the data resides).	
	<ul style="list-style-type: none"> <li>• Wilderness boundary</li> </ul>	
	<ul style="list-style-type: none"> <li>• Trails, trailheads, trailhead bulletin boards and trail signs</li> </ul>	
	<ul style="list-style-type: none"> <li>• Bridges</li> </ul>	
	<ul style="list-style-type: none"> <li>• Administrative sites in wilderness</li> </ul>	
	<ul style="list-style-type: none"> <li>• Communication sites (list possible temporary repeater sites)</li> </ul>	
	<ul style="list-style-type: none"> <li>• Outfitter &amp; Guide camps</li> </ul>	
	<ul style="list-style-type: none"> <li>• Grazing allotments</li> </ul>	
	<ul style="list-style-type: none"> <li>• Private inholdings</li> </ul>	
	<ul style="list-style-type: none"> <li>• Dams, water diversions</li> </ul>	
	<ul style="list-style-type: none"> <li>• Management prescriptions</li> </ul>	
	<ul style="list-style-type: none"> <li>• Heritage concerns</li> </ul>	
	<ul style="list-style-type: none"> <li>• Invasive Species</li> </ul>	
	<ul style="list-style-type: none"> <li>• Recent Fire Polygons</li> </ul>	
<ul style="list-style-type: none"> <li>• Potential fire camp locations</li> </ul>		
<ul style="list-style-type: none"> <li>• Potential helispots</li> </ul>		

SFNF – FY2008 FMP – Appendix – Wilderness Checklist

<p>2. PRE-PLANNING ELEMENTS-OTHER:</p>	<p>These items are additional information that could be “pre-loaded’ on a CD and made available to the WRA upon arriving at the fire:</p>	
	<ul style="list-style-type: none"> <li>• Sample Delegation of Authority letter addressing wilderness fire management concerns</li> </ul>	
	<ul style="list-style-type: none"> <li>• Sample Motorized Equipment/Mechanical Transport Need and Approval form</li> </ul>	
	<ul style="list-style-type: none"> <li>• Sample MIST Guidelines (wilderness specific)</li> </ul>	
	<ul style="list-style-type: none"> <li>• Sample Doxer Request and Approval Guidelines</li> </ul>	
	<ul style="list-style-type: none"> <li>• Sample Rehab Plan</li> </ul>	
	<ul style="list-style-type: none"> <li>• Wilderness Resource Advisor (WRA) contact list</li> </ul>	
	<ul style="list-style-type: none"> <li>• Outfitter &amp; Guide contact list</li> </ul>	
	<ul style="list-style-type: none"> <li>• Crosscut sawyer contact list</li> </ul>	
	<ul style="list-style-type: none"> <li>• Resources available (crosscut saws, SCRIM ground-cloth, human waste blue-bags, etc.)</li> </ul>	
	<ul style="list-style-type: none"> <li>• Wilderness Fire Information &amp; Education (press releases, etc.)</li> </ul>	
<ul style="list-style-type: none"> <li>• Identify a wilderness manager or WRA in the annual Fire Readiness List</li> </ul>		
<p>3. HELPFUL INFORMATION AND TRAINING</p>	<ul style="list-style-type: none"> <li>• S580, Advanced Fire Use Applications</li> </ul>	
	<ul style="list-style-type: none"> <li>• Wildland Fire Use Implementation Procedures Guide</li> </ul>	
	<ul style="list-style-type: none"> <li>• Wilderness Resource Advisor training</li> </ul>	
	<ul style="list-style-type: none"> <li>• S130 Firefighter Training</li> </ul>	
	<ul style="list-style-type: none"> <li>• S190 Introduction to Wildland Fire Behavior</li> </ul>	

# WILDERNESS FIRE MANAGEMENT PLANNING CHECKLIST

## PURPOSE

The purpose of this document is to provide wilderness and fire managers with a checklist of wilderness topics and issues that should be considered when revising Land Management Plans and Fire Management Plans. The checklist is divided into four parts.

Part A provides a list of topics and questions to consider that national and regional reviews have deemed important to wilderness management objectives in the LMP. More specific local topics and issues should also be added to meet individual wilderness needs.

Part B provides a list of topics and questions to consider in the FMP or the Fire Management Reference System to help ensure effective fire management in wilderness and implementation of the LMP direction.

Part C provides a list of additional topics and questions to consider that may be important to a specific Fire Management Unit.

Part D provides a list of pre-planning information and training to consider *in advance*. This information can greatly increase fire management efficiency.

## DEFINITIONS

Land Management Plan (LMP). An extensive, programmatic plan that guides all resource management activities on a National Forest and prescribes desired conditions, management objectives, standards, and guidelines. An LMP is a binding NEPA decision.

Fire Management Plan (FMP). A strategic plan that documents the fire management program in the context of guidance from the LMP, national policies, and national and regional directives. FMPs do not make decisions but provide information. The FMP guides the management response to an unplanned ignition, and may contain other useful information, such as Fire Management Unit (FMU) descriptions and considerations and interagency coordination.

National fire management information and guidance may be included in the FMP or the Fire Management References System (FMRS). The FMRS supports the FMP as a means of organizing and accessing electronic files. The FMRS is located at: <http://fsweb.wo.fs.fed.us/fire/fmp>. The filing structure may be downloaded and local Forest information added.

Typically, local information may include guidelines for safety, local hazards, administrative or historic structures, habitat protection needs, and fuel conditions that may affect fire behavior. In addition, it may include wilderness-specific information, such as:

- Wilderness-qualified Resource Advisors or Technical Specialists and a process for assignment
- Local, wilderness-specific MIST techniques
- Wilderness suppression and restoration guidelines
- Local, wilderness-specific BAER techniques
- Process to assess need and request approval for motorized equipment and mechanical transport

## ADDITIONAL INFORMATION

Guidance for integrating fire management in land management plans can be found in *Integrating Fire Management into Land Management Plans* (Tech Guide TG-09) at: <http://fsweb.wo.fs.fed.us/fire/fmp>.

FMP instructions, templates, examples, and Fire Management References System filing directions can also be found at: <http://fsweb.wo.fs.fed.us/fire/fmp>.

Agency policies, guidelines, examples, and links to other resources can be found in the Fire Management Toolbox at: [www.wilderness.net/toolboxes](http://www.wilderness.net/toolboxes).

**WILDERNESS LMP CHECKLIST: PART A**

LMP	Review Questions	Check
<p>1. DESIRED CONDITION</p>	<p>Does the LMP have goals for fire in wilderness consistent with the desired condition for wilderness expressed throughout the Wilderness Act?</p> <p>Does the LMP address preserving natural conditions such that the wilderness “<i>generally appears to have been affected primarily by the forces of nature, with the imprint of human work substantially unnoticeable?</i>”</p> <p>Congress defined wilderness as undeveloped landscapes that are preserved and protected in their natural conditions with the least amount of human influence or control and to allow fire to play, as nearly as possible, its natural role in wilderness. Therefore, the goal of fire management in wilderness is best achieved when the effects of the fire as a natural disturbance agent are observed and not the effects of fire management activities.</p> <p><b>Note:</b> Not all ecosystems are fire dependent.</p>	
<p>2. GOALS &amp; OBJECTIVES</p>	<p>Does the LMP address the natural role of fire and consider the full range of management responses to <i>unplanned</i> ignitions?</p> <p>After evaluating the full range of responses [to <b>unplanned</b> ignitions or “wildfire”], the LMP objectives and guidelines state which responses are or are not available. For those areas where not all responses are available, the objective or guideline for a response that is not available may simply be a statement to that effect and a documentation that the evaluation occurred.</p> <p><b>Note:</b> If the LMP does not address the natural role of fire in wilderness and consider the full range of management responses, a revision may be necessary.</p>	

**WILDERNESS FMP CHECKLIST: PART B**

FMP/FMRS	Review Questions	Check
1. FMP REVIEW & REVISION	Does the FMRS filing system identify a wilderness staff role for development, review, and revision of the FMP annually?	
2. WILDERNESS ACT (P.L. 88-577)	<p>Is the FMP consistent with relevant statutes from the Wilderness Act of 1964 or subsequent wilderness legislation?</p> <p><u>Section 2(a):</u>  “...administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness, and so as to provide for the protection of these areas, the preservation of their wilderness character...”</p> <p><u>Section 2(c):</u>  “...an area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man’s work substantially unnoticeable...”</p> <p><u>Section 4(c):</u>  “...except as necessary to meet minimum requirements for the administration of the area for the purpose of this Act, there shall be <i>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</i> within any such area.”</p> <p><u>Section 4(d):</u>  “...such measures may be taken as may be necessary in the control of fire..., subject to such conditions as the Secretary deems desirable.”</p> <p><b>Note:</b> The Wilderness Act text may be included by reference.</p>	
3. WILDERNESS POLICY	<p>Does the FMP specifically reference relevant agency policy direction for fire in wilderness, such as the natural role of fire and use of prescribed fire?</p> <p><u>FSM 2324.21 - Objectives</u></p> <p>The objectives of fire management in wilderness are to:</p> <ol style="list-style-type: none"> <li>1. Permit lightning caused fires to play, as nearly as possible, their natural ecological role within wilderness.</li> <li>2. Reduce, to an acceptable level, the risks and consequences of wildfire within wilderness or escaping from wilderness.</li> </ol>	



	<p>Does the FMP specifically direct all fire management actions in wilderness to be conducted in a manner compatible with overall wilderness management objectives, consistent with wilderness fire management policy?</p> <p><u>FSM 2324.23 – Fire Management Activities</u></p> <p>Conduct all fire management activities within wilderness in a manner compatible with overall wilderness management objectives. Give preference to using methods and equipment that cause the least:</p> <ol style="list-style-type: none"> <li>1) Alteration of the wilderness landscape.</li> <li>2) Disturbance to the land surface.</li> <li>3) Disturbance to visitor solitude.</li> <li>4) Reduction of visibility during periods of visitor use.</li> <li>5) Adverse effect on other air quality related values.</li> </ol> <p><b>Note:</b> Items 4) and 5) above can be misleading. Smoke from a natural fire does not constitute pollution or adverse impact to visibility. Natural fires should not be limited to protect visibility in wilderness, and natural smoke, by definition, does not adversely affect any AQRV. Impacts to human health from smoke (NAAQS), however, should be considered when making fire management decisions.</p>	
	<p>Does the FMP recognize that exceptions to the prohibitions in Section 4(c) of the Wilderness Act against temporary roads, structures, motorized equipment, mechanical transport, and/or landing of aircraft, must:</p> <ol style="list-style-type: none"> <li>1) be necessary for the administration of the area as wilderness, <i>and</i></li> <li>2) have the least adverse effect on wilderness character?</li> </ol>	
4. MULTI-JURISDICTION	Does the FMP or FMRS filing system provide adequate information to address multi-jurisdictional issues, identify coordination needs, and facilitate single-unit management (SUM) to assure consistency?	
5. RESOURCE ADVISOR	Does the FMRS filing system describe a process for the assignment of a wilderness-qualified Resource Advisor (READ) or Technical Specialist (THSP) under the delegation of authority letter?	

<p>6. MINIMUM IMPACT STRATEGIES &amp; TACTICS (MIST)</p>	<p>Does the FMRS filing system describe implementation guidance for MIST specific to your wilderness?</p> <p>Do the MIST guidelines address applicable Leave No Trace (LNT) principles, and do they specifically state how to employ LNT techniques for hiking, camping, campfires, human waste, and other concerns, including respecting local wildlife and visitors?</p>	
<p>7. HELISPOTS &amp; FIRE CAMPS</p>	<p>Does the FMP locate helispots/spike camps outside wilderness, when feasible (FSM 2324.23)?</p> <p><b>Note:</b> It is not always feasible to locate helispots/spike camps outside wilderness. Identify appropriate locations inside wilderness during pre-planning.</p>	
<p>8. MINIMUM REQUIREMENT PROCESS</p>	<p>Does the FMRS filing system provide a process for <i>determining need, reviewing, and approving</i> requests to use motorized equipment, mechanical transport, landing of aircraft, etc. as the "minimum necessary?"</p> <p>Does the FMRS filing system contain information on procedures for documenting and reporting authorizations to use any of these prohibited items in wilderness?</p> <p><b>Note:</b> Authorizations are entered into the INFRA Wild database annually by the wilderness data steward, as mandatory reporting.</p>	

9. LINE OFFICER APPROVAL

Does the FMP or FMRS filing system list the delegation level for the approval of motorized equipment, mechanical transport, etc. (FSM 2326.04)?

**Note:** In some regions, the authority to approve the use of motorized equipment and mechanical transport in *emergencies* has been delegated down to District Rangers. Check local letters of delegation and FSM supplements. *Any wildfire is considered an emergency.*

Equipment/Transport Request	Authority in Non-Emergency	Authority in Emergency
Chainsaws, Pumps	Regional Forester	Forest Supervisor
Helicopters-Fixed Wing: <ul style="list-style-type: none"> <li>• Retardant Delivery</li> <li>• Bucket Work</li> <li>• Personnel Shuttle</li> </ul>	Regional Forester	Forest Supervisor
Air Transport, Drop, & Supply & Other Mechanical Transport	Regional Forester	Forest Supervisor
Helispot Construction	Regional Forester	Forest Supervisor
Motor Vehicles	Regional Forester	Forest Supervisor
Prescribed Fire	Regional Forester	Forest Supervisor
BAER Projects	Regional Forester	Forest Supervisor
<b>Tractors (Heavy Equipment)</b>	<b>Regional Forester</b>	<b>Regional Forester</b>

10. BURNED AREA EMERGENCY RESPONSE (BAER)

Does the FMRS filing system reference wilderness policy and other information for conducting BAER activities in wilderness?

FSM 2324.43b – Emergency Burned Area Rehabilitation

Permit emergency burned area rehabilitation only if necessary to prevent an unnatural loss of the wilderness resource or to protect life, property, and other resource values outside of wilderness.

Normally use hand tools and equipment to install selected land and channel treatments.

**WILDERNESS FMP CHECKLIST: PART C**

FMU	Review Questions	Check
1. RESOURCE CONSTRAINTS	Does the FMP address specific wilderness resource concerns, such as fire management effects to: wilderness, heritage, wildlife, fisheries, hydrology, soils, invasive species, TES, and unique features of the wilderness?	
	<p>Does the FMP address concerns related to outfitter-guide use, recreation, and public safety?</p> <p><b>Note:</b> It is important to distinguish between the effects of natural fire and fire management activities on recreational use and on the biological, physical, and social components of the wilderness resource.</p>	
2. FIRE MANAGEMENT ACTIVITIES	<p>Does the FMRS filing system contain operational information that supports conducting all fire management actions in wilderness in a manner compatible with wilderness management objectives (FSM 2324.23)?</p> <p>Such information may include:</p> <ul style="list-style-type: none"> <li>• Resource Information, Conditions, or Concerns</li> <li>• Public Contacts</li> <li>• Procedures</li> <li>• Templates</li> <li>• Hazards</li> <li>• Unique Safety Hazards &amp;/or Special Procedures</li> </ul>	
	<p>Does the FMP describe protection objectives for resources in wilderness such as:</p> <ul style="list-style-type: none"> <li>• Biophysical Resources</li> <li>• Visitor Use &amp; Safety</li> <li>• Outfitter-Guide Use</li> <li>• Administrative Facilities &amp; Features</li> </ul>	
2. WATER LOCATIONS	<p>Does the FMP identify water sources inside/outside wilderness to be avoided for water dips?</p> <p><b>Note:</b> Consider the effects of water use, including possible spread of invasive species and other potential issues associated with these water sources.</p>	

**WILDERNESS FMP CHECKLIST: PART D**

Information	Wilderness Fire Management Pre-Planning Information	Check
1. SPATIAL INFORMATION (GIS)	Gathering spatial information in advance of a fire will greatly improve your ability to protect the wilderness resource. This can be accomplished in the form of actual data stored in the FMRS filing system or placed on a mobile file storage device (CD or flash drive) for use in fire camps. Identify the location of the data for easy access.	
	<ul style="list-style-type: none"> <li>• Wilderness Boundaries</li> </ul>	
	<ul style="list-style-type: none"> <li>• Trails, Trailheads &amp; Associated Recreation Facilities, Bulletin Boards &amp; Kiosks, Wilderness &amp; Trail Signs, Bridges &amp; Other Trail Features</li> </ul>	
	<ul style="list-style-type: none"> <li>• Administrative Sites &amp; Associated Facilities</li> </ul>	
	<ul style="list-style-type: none"> <li>• Communication Sites (Consider Existing &amp; Possible Temporary Sites)</li> </ul>	
	<ul style="list-style-type: none"> <li>• Outfitter-Guide Campsites</li> </ul>	
	<ul style="list-style-type: none"> <li>• Grazing Allotments</li> </ul>	
	<ul style="list-style-type: none"> <li>• Private In-Holdings</li> </ul>	
	<ul style="list-style-type: none"> <li>• Dams &amp; Water Diversions</li> </ul>	
	<ul style="list-style-type: none"> <li>• Management Prescriptions</li> </ul>	
	<ul style="list-style-type: none"> <li>• Heritage Sites &amp; Features</li> </ul>	
	<ul style="list-style-type: none"> <li>• Invasive Species</li> </ul>	
	<ul style="list-style-type: none"> <li>• Recent Fire Polygons</li> </ul>	
	<ul style="list-style-type: none"> <li>• Existing &amp; Potential Fire Camp &amp; Helispot Locations (Inside/Outside Wilderness)</li> </ul>	

<p>2. OTHER INFORMATION</p>	<p>Pre-load these documents into the FMRS filing system or place them on a mobile file storage device (CD or flash drive) and make them available to the wilderness READ/THSP to expedite the fire management response.</p>	
	<ul style="list-style-type: none"> <li>• Sample Delegation of Authority Letter</li> </ul>	
	<ul style="list-style-type: none"> <li>• Sample Motorized Equipment/Mechanical Transport Need &amp; Approval Form</li> </ul>	
	<ul style="list-style-type: none"> <li>• Sample MIST Guidelines (Wilderness-Specific)</li> </ul>	
	<ul style="list-style-type: none"> <li>• Sample Dozer Request &amp; Approval Guidelines</li> </ul>	
	<ul style="list-style-type: none"> <li>• Sample Rehab Plan</li> </ul>	
	<ul style="list-style-type: none"> <li>• List of Potential Wilderness-Qualified Resource Advisors (READ) or Technical Specialists (THSP)</li> </ul>	
	<ul style="list-style-type: none"> <li>• Outfitter-Guide Contact List</li> </ul>	
	<ul style="list-style-type: none"> <li>• Crosscut Sawyer Contact List</li> </ul>	
	<ul style="list-style-type: none"> <li>• List of Material Resources Available (Crosscut Saws, SCRIM Cloth, Waste Bags, Etc.)</li> </ul>	
	<ul style="list-style-type: none"> <li>• Wilderness Fire Information &amp; Education Media</li> </ul>	
	<ul style="list-style-type: none"> <li>• Annual Fire Readiness List (Identify Wilderness Manager &amp; READ or THSP)</li> </ul>	
<p>3. RESOURCES &amp; TRAINING</p>	<p>Other resources and fire training that may be useful include (partial list only):</p>	
	<ul style="list-style-type: none"> <li>• S-580 Advanced Fire Use Applications</li> </ul>	
	<ul style="list-style-type: none"> <li>• Wildland Fire Use Implementation Procedures Guide</li> </ul>	
	<ul style="list-style-type: none"> <li>• Wilderness Resource Advisor Training</li> </ul>	
	<ul style="list-style-type: none"> <li>• S-130 Firefighter Training</li> </ul>	
	<ul style="list-style-type: none"> <li>• S-190 Introduction to Wildland Fire Behavior</li> </ul>	
	<ul style="list-style-type: none"> <li>• Smoke Management &amp; Air Quality for Land Managers</li> </ul>	
	<ul style="list-style-type: none"> <li>• RX-410 Smoke Management Techniques</li> </ul>	

# APPENDIX 80



United States  
Department of  
Agriculture

Forest  
Service

R3 Regional Office

333 Broadway SE  
Albuquerque, NM 87102  
FAX (505) 842-3800  
V/TTY (505) 842-3292

File Code: 2320/5140

Date: July 1, 2005

Route To:

Subject: Wildland Fire Use for Resource Benefits in Wilderness

To: Forest Supervisors

On July 7, 2004 we sent a letter to the Gila National Forest Supervisor, with a cc to all Forest Supervisors in Region 3 identifying who has the authority for approving motorized equipment and mechanical transport in wilderness on Wildland Fire Use incidents. At that time we clarified that the Regional Forester retained that authority. The recently approved 2005 Interagency Wildland Fire Use Implementation Procedures Guide ([http://www.fs.fed.us/fire/fireuse/wildland\\_fire\\_use/Wildland\\_Fire\\_Use\\_20050608.pdf](http://www.fs.fed.us/fire/fireuse/wildland_fire_use/Wildland_Fire_Use_20050608.pdf)) contains language that affects the level where this authority resides.

The Wildland Fire Use Guide states on page 2 that "Wildland Fire Use, based on Federal Fire Policy direction is a direct component of wildland fire management. *It is a management action equal to wildfire suppression and thus constitutes an emergency action*" (emphasis added). Therefore, the Forest Supervisor has the authority to approve the use of motorized equipment or mechanical transport (except for use of heavy equipment, dozers/tractors which is reserved for the Regional Forester) for WFU actions under criteria FSM 2326.1 - 1 "Emergencies where the situation involves an inescapable urgency and temporary need for speed beyond that available by primitive means". Although this authority is further delegable in writing to District Rangers, as per Region 3 Supplement 2300-99-2 (FSM 2304.3, exhibit 01); delegation is to be limited only to those Rangers who have attended national or regional wilderness stewardship training. In any case, the authority is not delegable beyond the line officer level, except to a designated Acting Forest Supervisor or Acting District Ranger.

The decision to approve the use of motorized equipment or mechanical transport should not be taken lightly. I expect that each decision will be appropriately scrutinized to ensure that it is the minimum action necessary to achieve wilderness and wildland fire use objectives. It is expected that a Wilderness Resource Advisor (WRA) be identified and assigned to work with all fire management organizations responsible for wildland fire use and wildfire suppression operational activities in wilderness. WRAs can help you determine the appropriate response to situations involving inescapable urgency and temporary need for speed beyond that available by non-motorized equipment. Attached is a duty roster of Wilderness Resource Advisors available by region. You are encouraged to consider Minimum Impact Suppression Tactics (MIST) in your decision making process. MIST guidelines are also attached to this letter.





All motorized equipment and mechanical transport authorizations need to be tracked and recorded into Infrastructure for reporting purposes. If you have any questions, please contact either Tom Zimmerman at 505-842-3350 or Deidre St. Louis at 505-842-3234.

HARV FORSGREN  
Regional Forester  
cc: Deidre S StLouis, pdl r3 ro res directors

# APPENDIX 85

## Wilderness Motorized Equipment Use Authorization Record

**Wilderness Motorized Equipment Use Authorization Record**

Date of Request: \_\_\_\_\_ Wilderness Name: \_\_\_\_\_

Authorized Time Span: Starting Date: \_\_\_\_\_ Ending Date: \_\_\_\_\_

**Type of Authorization:**

Emergency, Fire \_\_\_\_\_ Emergency, Search and Rescue \_\_\_\_\_

Administrative \_\_\_\_\_ *(Minimum Tool Analysis Required, attach Copy)*

Equipment Authorized	Type	No. of Units
Helicopter	Landings	
Helicopter	Sling loads	
Helicopter	Water drops	
Helicopter	Rappellers	
Chainsaws	Saws	
Air Tankers	Retardant Drops	
Air Tankers	Water Drops	
Fixed Wing Aircraft	Smoke Jumpers	
Fixed Wing Aircraft	Cargo Drops	
Portable Pumps	Pumps	
Other		

Authorization:      **Approved** \_\_\_\_\_      **Disapproved** \_\_\_\_\_ *(Check One)*

<b>Brief Explanation of Approval or Disapproval:</b>

\_\_\_\_\_  
Print Authorized Official's Name and Title

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Date

# **APPENDIX 90**

## **MINIMUM IMPACT SUPPRESSION TACTICS**

# Minimum Impact Suppression Tactics and Rehabilitation Methods for Wilderness and Other Wildlands

## Santa Fe National Forest



These guidelines were developed to implement safe, environmentally sensitive wildfire suppression and resource rehabilitation methods on the Gallatin National Forest. They are to be followed during wildfire suppression, mop-up, and rehabilitation activities in Wilderness and other wildland areas.

### Fire Suppression and Fire Use

- The goal is to safely suppress wildfire using environmentally sensitive suppression methods.
- Fire and related suppression activities can have a detrimental effect on the character of Wilderness and other wildland areas. Fire suppression efforts can alter the Wilderness landscape, disturb the land surface, and disrupt visitor solitude. These negative effects on the wildland resource should be considered in developing fire suppression strategies.
- Fire managers and suppression forces should give preference to methods and equipment that have the least adverse environmental effects.
- Environmentally sensitive methods are designed to minimize resource damage and reduce costs, and should be given preference in all wildfire suppression activities.

### Use of Retardant

- Colored long-term retardant can be used.

### Helicopter Operations

- Consider using pack animals.
- When possible, locate helispots outside Wilderness or Wilderness Study Areas.
- Use existing natural landing sites when available.
- Use long-line to deliver and retrieve gear instead of helispots.

### Firelines

- MINIMIZE cutting of trees, burned trees, and snags.
- Use natural barriers such as ridges, meadows, rocky draws, etc.
- Use existing trails to backfire or burnout against or to stop fire spread. Try not to widen or cut trench through their natural barriers.
- If building fireline is necessary, use minimum width and depth to check fire spread.
- Cut brush as close (flush) to the ground as possible when building fireline.
- Limb only what is necessary to prevent fire spread adjacent to fireline.
- Inside fireline, cut only those fuels, which would spread fire across the fireline.
- Do not cut live trees unless they are a safety hazard or will cause fire to spread across the line.
- On the burnout side of the line, fall only those snags that would spread fire over the line, cause risk of spotting, or pose a safety hazard if they should fall over.
- Do not fall snags on the unburned side of the line unless they are an obvious safety hazard to crews or would become firebrand receptacles.

### Mop-Up

- If there is no heat, leave it alone. Use bare hands or infrared equipment to detect hot areas.
- Hand-fee charred loge near fireline. Do minimal chopping and scraping to eliminate fire.
- Minimize bucking logs to check for hot spots or to extinguish fire. Roll the logs if possible. Return logs to original position when ground is cool.

## Fire Camps

- Locate camps within Wilderness or Wilderness Study Areas only as a last resort.
- Select impact-resistant sites such as rocky or sandy soils or small openings within heavy timber.
- Encourage small-scale "coyote-type" camps.
- Camp in small open areas.
- Do not clear vegetation or trench to create bedding sites.
- Change camp location if ground vegetation in the area shows signs of excessive use.
- Locate toilet sites a minimum of 200 feet from water sources or existing trails.
- Catholes should be least 6-8 inches deep. Dig larger site trenches according to level and duration of use.

## Rehabilitation of Wildfire Suppression Effects

- The goal is to return the land to as natural an appearance as practical.
- Rehabilitation work should be done by initial attack teams to expedite work, maximize efficiency, and reduce costs.
- Rehabilitation is generally not an emergency situation. Work should normally be performed using non-motorized tools in Wilderness or Wilderness Study Areas. See SEC FSM 2320 and FS42309.19 for policy and direction.

## Firelines VISIBLE from Areas and Trails of High Public Use

- Backfill deep and wide firelines and cup trenches.
- Use water bars as necessary or use woody material to act as sediment dams.

Water Bar % Slope	Spacing Feet
0-5	400
6-10	300
11-20	200
21-40	100
41-60	50

- Ensure that stumps of newly cut trees and brush are cut flush with the ground. Camouflage cut stumps near trails and where visible to public.
- Lop and scatter trees or brush cut during fireline construction, so the area appears natural.
- Pile slash in firelines so the area has a natural appearance, and firelines are not mistaken for trails after fire is out.

## Firelines NOT VISIBLE from Areas and Trails of High Public Use

- Cut stumps no more than 6 inches from the ground.
- Restore fireline with dugout soil and duff.
- Construct water bars according to guidelines.
- Scatter obvious, large accumulations of cut debris. Scatter some cut brush and limbs into the burned area.
- Remove all plastic flagging and trash along fireline.
- Where firelines intersect trails, pile slash in firelines so they will not be mistaken for trails. Attempt to restore immediate area to a natural appearance.

## Established Trails Used as Firelines

- Trails used as firelines may require rehabilitation efforts. Those that were cup trenched, widened, or otherwise modified should be restored to original structure.
- Cut stumps that are within sight of the trail so that they are flush with the ground.
- Camouflage cut stumps with mineral soil/or debris from the forest floor.
- Dispose of cut trees and logs out of sight of the trail, or lop and scatter within sight of the trail with the cut ends facing away from the trail.
- If a cut dead tree is still full length, do NOT buck – leave as is. Camouflage cut logs by slant cutting.

## Campsites/Heisipots

- Pack out all garbage and unburnable material.
- Scatter fire ring rocks and charcoal away from fires.
- Cover fire rings with mineral soil.
- Treat (scatter slash, rake, etc.) campsites and sleeping areas so that the site will blend in with natural surroundings.
- Cover and fill latrine sites.
- Cut stumps flush with the ground and camouflage.
- Disguise landing pads so they appear as natural openings.
- Remove all plastic flagging.



United States  
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Forest  
Service

R3 Regional Office

333 Broadway SE  
Albuquerque, NM 87102  
FAX (505) 842-3800  
V/TTY (505) 842-3292

File Code: 2320/5100/5300

Date: May 24, 2004

Route To:

Subject: Authorizations for Motorized Equipment and Mechanical Transport in Wilderness

To: Forest Supervisors

As we are entering the fire and field season, I want to emphasize the policy relative to the authorization of motorized equipment and mechanical transport in wilderness. While current policy has not changed, I want to establish expectations for documentation, the format for requests for authorizations by me or the Chief, and reporting requirements.

Forest Service Manual (FSM) 2326.04c authorizes the Forest Supervisor to approve the use of motorized equipment and mechanical transport in wilderness for "Emergencies where the situation involves an inescapable urgency and temporary need for speed beyond that available by primitive means. Categories include fire suppression, health and safety, law enforcement involving serious crime or fugitive pursuit, removal of deceased persons, and aircraft accident investigations." Region 3 Supplement, FSM 2304.3, Exhibit 01 allows this authority to be re-delegated to District Rangers. Line officers making these decisions are encouraged to attend the National Wilderness Stewardship training, offered through the Arthur Carhart National Wilderness Training Center. Only the Regional Forester has the authority to approve tractor use in wilderness for fire suppression.

During a fire incident in wilderness, you are encouraged to use minimum impact suppression tactics (MIST). Still, as always, the safety of firefighters and the public is the top priority. The Arthur Carhart National Wilderness Training Center recently trained a cadre of wilderness resource advisors for fire suppression. Please contact the Southwestern Region's Wilderness Program Manager, Deidre St. Louis, at 505-842-3234 or [dstlouis@fs.fed.us](mailto:dstlouis@fs.fed.us) for a list of attendees. These folks are invaluable to line officers in providing advice relative to minimum impact suppression tactics in wilderness. Also attached is a copy of the MIST Implementation Guidelines which can be found at: [www.wilderness.net/toolboxes/documents/MIST\\_implementation.PDF](http://www.wilderness.net/toolboxes/documents/MIST_implementation.PDF).

All other authorizations for motorized equipment and mechanical transport in wilderness, with the exception of exploration and development of valid mineral rights, are reserved to the Regional Forester or the Chief. Requests for such authorizations must be sent to the Director of Recreation, Heritage, and Wilderness Resources for the Southwestern Region, accompanied by appropriate NEPA documents, and a Minimum Requirement Decision Guide (MRDG). I appreciate your efforts to work with the RHWR Staff to complete the required MRDG prior to bringing requests to me. The outline for the MRDG may be found at: [www.wilderness.net](http://www.wilderness.net). In accordance with the November 26, 2003, Regional Policy on Regional Level NEPA Document Review, early coordination with Regional Staff on NEPA analysis and documentation is required for documents requiring a Regional Forester signature.







All motorized equipment and mechanical transport authorizations need to be tracked during the fiscal year, and recorded into Infrastructure for reporting purposes. The attached form includes the categories to be reported in Infra. If you have any questions, please contact Deidre St. Louis.

/s/ Harv Forsgren  
HARV FORSGREN  
Regional Forester

cc: Deidre S StLouis, pdl r3 ro res directors





## USDA Forest Service Santa Fe National Forest

### Briefing Paper Joint Effort Looks at Prescribed Burning in the Pecos Wilderness Portion of the Santa Fe Watershed

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August 2011

**Issue:** For more than 10 years the Española Ranger District of the Santa Fe National Forest has been working collaboratively with the City of Santa Fe (water division and fire department), the Nature Conservancy, and the Santa Fe Watershed Association to develop a framework for long term management, outreach, and funding for Santa Fe Municipal Watershed activities. As a result of this collaboration, a project is being considered to reduce the impacts of a fire above the City's water storage facilities, while respecting the area's wilderness characteristics. This project proposes prescribed burning in the Pecos Wilderness portion of the municipal watershed.

**Background:** In 2006, a grant was awarded to the Santa Fe Watershed Association and the Nature Conservancy through the Forest Service's Collaborative Forest Restoration Program. This grant funded the development of a vegetation management plan (pre-NEPA), a water management plan, a public outreach plan and a financial management plan. The Española Ranger District and City fire department participated as technical advisors on the vegetation management plan, offering our best estimate about rate of treatment and costs. The vegetation recommendations were based on a study of the vegetation conditions compared with the natural vegetation potential, a key finding being that the ponderosa pine forests in the upper portions of the watershed would benefit from a return to the fire regime that has been altered by fire suppression history during the last 100 years. This goal would be consistent with the wilderness value of a system in balance with its natural fire regime. In contrast, higher elevation spruce-fir vegetation types were not recommended for any type of active management because natural fire cycles in these vegetation types replace stands with high intensity fires and would result in impacts that would not meet the project's purpose.

**Current Status:** The City of Santa Fe has contracted with Tierra Right of Way to analyze the effects of a proposal to prescribe burn up to 2,900 acres in the Pecos Wilderness portion of the Santa Fe Municipal Watershed. Scoping will begin around September 1 and last through September. An environmental assessment with a decision should be completed by the end of 2012.

**Key Points:**

- The Santa Fe National Forest/Española RD has gained key community support for continued work in the Santa Fe Municipal Watershed through a long-term collaborative process. The vegetation management plan—adopted by the City of Santa Fe's governing body—recommended a project to modify stand conditions in the Pecos Wilderness portion of the municipal watershed.
- The proposed action would prescribe burn (with aerial ignition) in stands that historically burned with low and/or mixed severity fire regimes within the Pecos Wilderness. The purpose of these burns would be to reduce the impacts to reservoirs (eg. capacity, water quality, etc.) caused by high severity fire, in mid-elevation region of the Santa Fe Municipal Watershed above McClure Reservoir.
- Because this project proposal is within the Pecos Wilderness, work would be conducted in a way to stay within the natural fire occurrence in order to meet the wilderness goal of keeping the conditions and ecological processes unaltered from the natural state.
- The analysis is similar in scope to that conducted under the categorical exclusion category (timber stand/wildlife habitat improvement— 36 CFR 220.6(e)(5)). Because of the potential wilderness impacts, however, the environmental analysis is being documented in an environmental assessment.

**Unit/Contacts:** Sandy Hurlocker, District Ranger, Española Ranger District,  
(505) 753-7331 - Office, (505) 660-8715 - Cell Phone , [shurlocker@fs.fed.us](mailto:shurlocker@fs.fed.us)

