

APPENDIX B. FIRE MANAGEMENT

B.1 DESIRED WILDLAND FIRE CONDITION AND CONDITION CLASS

Major Vegetation Group (% in Planning Area)	DWFC and Actions Needed to Meet DWFC
Salt Desert Scrub (29%)	<p>The DWFC, both outside and inside the WUI, is native, open salt desert scrub vegetation with little to no invasive species cover. Fire would be mostly excluded from these vegetation types. Due to the historical lack of surface fuels, the historical fire return interval is extremely infrequent (Final EIS 2004).</p> <ul style="list-style-type: none"> • Due to the historical lack of fire and current potential for cheatgrass invasion, do not allow wildland fire to burn into salt desert scrub vegetation types. Wildland fire is not desired due to high potential for cheatgrass invasion following wildfire and loss of native salt desert scrub communities. • Treat salt desert scrub types using a combination of mechanical, chemical, seeding and biological treatments to reduce cheatgrass cover and restore native communities. Prescribed fire may be used in conjunction with seeding when part of a cheatgrass control objective (Pellant 2002). Due to the high incidence of cheatgrass in this vegetation type, consider seeding following any surface-disturbing activity. • Following wildland fire, aggressively seed to reduce potential for cheatgrass and other noxious weed invasion.
Pinyon and Juniper Woodland (26%)	<p>Where pinyon and juniper occurred historically, the DWFC both outside and inside the WUI, is open stands of pinyon and juniper with native grass and shrub understory (Miller and Wigand 1994, Final EIS 2004). Where pinyon and juniper did not occur historically, the DWFC is the native shrub, grass and forest communities that the pinyon and juniper have invaded. The historical role of fire (estimated 15–50 year fire return interval) prevented encroachment of pinyon and juniper into other vegetation communities (Heyerdahl et al. 2004, Miller and Tausch 2001, Bradley et al. 1992, Romme et al. 2002). Most pinyon and juniper encroachment has occurred in the past 100 years (Miller and Wigand 1994). Follow treatments with seeding in stands that lack native understory vegetation (Final EIS 2004). Avoid treatments in old-growth (i.e., pre-settlement stands) pinyon and juniper. Historical occurrence of pinyon and juniper is difficult to map, but pre-settlement trees are generally located in shallow, rocky soils and tend to have a unique growth form characterized by rounded, spreading canopies; large basal branches; large irregular trunks; and furrowed fibrous bark (Miller and Rose 1999). Historic fire return intervals in these protected sites are greater than 100 years (Romme et al. 2002).</p> <ul style="list-style-type: none"> • When possible, allow wildland fire to play its natural role that mimics the historical fire-return interval and severity in stands that have some cover of native understory vegetation. Due to the high risk of losing key ecosystem components in stands with extremely depauperate native understory, avoid wildland fires in these areas. Prescribed fires should be applied to pinyon and juniper communities when native surface fuels will carry fire and when there is low risk of invasive species.

Major Vegetation Group (% in Planning Area)	DWFC and Actions Needed to Meet DWFC
	<ul style="list-style-type: none"> • Prescribed fire should be used to approximate historical fire return intervals and promote recovery of the pre-settlement vegetation cover types. Remove most young (<100 years old) pinyon and juniper trees through fire or mechanical treatments (Brockway et al. 2002). In the WUI, construct fuel breaks between BLM and private land or other values at risk. • Following wildfire in areas lacking native understory, aggressively seed to reduce invasive species establishment and to restore native communities.
Sagebrush (18%)	<p>The DWFC, both outside and inside the WUI, is healthy sagebrush defined as diverse age classes with an understory of native grasses and forbs (Paige and Ritter 1999). Research suggests that stand-replacement fires burned every 7–110 years depending on the particular sagebrush species and its associated habitat (Miller 2002, Brown 2000, Final EIS 2004). Fire management actions in sagebrush must be carefully balanced between invasive species concerns, wildlife habitat and the need to restore fire.</p> <ul style="list-style-type: none"> • When possible, allow fire to play its natural role, which mimics the historical fire-return interval and severity in lands that have a low potential for cheatgrass invasion. Areas with low potential for cheatgrass invasion include higher elevation sites and/or sites that have very low incidence of cheatgrass pre-fire. • Treat dense sagebrush (>30%) (Winward 1991) with fire, mechanical, seeding or chemical treatments to reduce sagebrush canopy cover and improve native grass and forb density and cover; an additional objective in treating sagebrush is to remove encroaching pinyon and juniper trees (Miller and Tausch 2001). In the WUI, construct fuel breaks between BLM and private land (or other values at risk) in dense stands of sagebrush. • Following wildfire in lands lacking native understory vegetation, aggressively seed to promote native understory grasses and forbs and reduce invasion of cheatgrass and noxious weeds. Consider including sagebrush in seeding mixes or planting sagebrush seedlings in high-value wildlife areas following large, high-severity wildfires when natural seed sources would be lacking.
Grassland (12%)	<p>Where native grasslands occurred historically, the DWFC outside and inside the WUI consists of native grass and forb communities. Native grasslands have been lost to pinyon and juniper encroachment, cheatgrass invasion and non-native plant seedings (e.g., crested wheatgrass, perennial ryegrass, etc.). Where non-native grasslands occur, the DWFC is the restoration of the native grassland or shrub community. The historical role of fire in Utah's grasslands was similar to pinyon and juniper and sagebrush community types with fires every 15–50 years (Paysen et al. 2000).</p> <ul style="list-style-type: none"> • When possible, allow fire to play its natural role, which mimics the historical fire-return interval and severity. • Treat native grasslands with fire, mechanical or chemical treatments to reduce encroaching trees (mainly juniper),

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	<p>shrubs and invasive plants. Fire treatments alone should be avoided where there is potential for cheatgrass invasion (areas below 7000 feet that have adjacent cheatgrass populations) (Pellant 2002). In the WUI, consider green stripping between BLM and private lands and other values at risk (Harrison et al. 2002).</p> <ul style="list-style-type: none"> Following wildfire in lands lacking native grasses, aggressively seed to reduce potential for cheatgrass and other invasive weeds.
Blackbrush (6%)	<p>The DWFC, both outside and inside the WUI, is composed of dense-to-scattered shrubs and dense-to-open native grasses. Evidence suggests Utah's blackbrush communities fail to re-establish following fire (Final EIS 2004).</p> <ul style="list-style-type: none"> Wildland fire should be avoided in blackbrush communities due to invasive species concerns, historical lack of fire and poor regeneration of blackbrush following fire (Callison et al. 1985). There is little research on non-fire treatments in blackbrush. Any treatments should be of relatively small size and closely monitored. In the WUI, consider fuels breaks between dense blackbrush stands on BLM land and private land. Following wildfire, aggressively seed to reduce potential for invasion of cheatgrass and noxious weeds.
Mountain Shrub (2%)	<p>The DWFC outside of the WUI is stands with patches of differing age classes. In the WUI, the DWFC is greatly reduced vegetation density or a conversion to less-flammable vegetation, between BLM and private lands or other values at risk.</p> <ul style="list-style-type: none"> When possible, allow fire to play its natural role, which mimics the historical fire-return interval and severity. Treat large expanses of even-aged, dense, homogenous stands to result in patches of diverse age classes [see Rondeau (2001) for patch size guidance]. To achieve greater habitat diversity and decreased potential for large-scale high-severity fire, reduce invasion of pinyon and juniper and reduce the average age of stands through fire, mechanical or biological (i.e., grazing goats) treatments. In the WUI, consider aggressive vegetation manipulation to create fire breaks in highly flammable shrub types (e.g., Gambel's oak) when there are values at risk. Since most of these species sprout following wildfire, consider seeding only to reduce potential for invasive weeds.
Mixed Conifer (<1%)	<p>The DWFC outside the WUI is landscapes with a mosaic of age classes (Arno 2000). In the WUI, the DWFC is reduced canopy density and reduced ladder fuels between BLM and private lands and other values at risk.</p> <ul style="list-style-type: none"> When possible, allow fire to play its natural role, which mimics the historical fire-return interval and severity in stands with low to moderate fuel loading. In dense stands with high fuel loading, consider mechanical treatments prior to re-introducing fire.

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	<ul style="list-style-type: none"> • Treat areas to result in a landscape of diverse age classes while retaining patches of large old trees. In the WUI, remove ladder fuels and create shaded fuel breaks between BLM and private land when values are at risk. • Consider tree planting following wildland fire to restore or rehabilitate the forest resource to promote forest regeneration.
Ponderosa Pine (<1%)	<p>The DWFC, both outside and in the WUI, is open stands with a native grass and forb understory.</p> <ul style="list-style-type: none"> • When possible, allow fire to play its natural role, which mimics the historical fire-return interval and severity. Restore fire (natural or prescribed fire) to stands with open to moderately-dense canopies and with native understory. • Consider mechanical treatments in dense stands until they reach a lower FRCC before restoring fire. Reduce juniper encroachment through fire (preferred when fuels conditions allow) or mechanical treatments. In the WUI, remove ladder fuels and create fuel breaks between BLM and private land and other values at risk. • Following wildfires, consider seeding to reduce invasive weeds and planting ponderosa pine seedlings for forest restoration and rehabilitation.
Creosote Bursage (<1%)	<p>The DWFC is for fire to be mostly excluded from these vegetation types. Historically, fire seldom or rarely occurs due to the lack of surface fuels in these communities (Final EIS 2004).</p> <ul style="list-style-type: none"> • Do not allow fire to burn into these vegetation types since fire rarely occurred and the potential for cheatgrass invasion is high. • Treat creosote and bursage types using mechanical, chemical or biological treatments to reduce annual grass cover. • Following wildfire, aggressively seed to reduce potential for annual grasses and other invasive weeds.
Riparian Wetland (<1%)	<p>The DWFC, both outside and inside the WUI, are riparian and wetland areas with the appropriate composition of native species (e.g., reduction of tamarisk and other invasive species).</p> <ul style="list-style-type: none"> • When possible, allow fire to play its natural role, mimicking the historical fire-return interval and intensity. Allow low to moderate severity fire to burn into riparian and wetland areas when natural ignitions are managed as wildland fire use. • Restore native riparian and wetland species through fire and mechanical treatments. Reduce flammable invasive species along riparian corridors (e.g., tamarisk) through mechanical, chemical, biological and fire treatments. For prescribed fire, allow low intensity fire to back into riparian and wetland areas through ignition outside of these areas. Mechanical treatment as the initial treatment would be emphasized where there is a moderate to high potential for riparian and wetland to be burned to a high severity. • Consider active restoration options when native riparian and

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	wetland communities are unlikely to recover with passive restoration (due to invasive species, stream bank erosion, etc).
Aspen (<1%)	<p>The DWFC, both outside and inside the WUI, is healthy clones with diverse age classes represented and ample regeneration.</p> <ul style="list-style-type: none"> • When possible, allow fire to play its natural role that mimics the historical fire-return interval and severity since aspen readily sprouts following fire. • Treat aspen stands with fire or mechanical treatments to reduce encroaching junipers and conifers and to stimulate sprouting. If treated aspen stands are small, consider excluding big game and livestock until the regeneration can withstand grazing. In the WUI, consider increasing aspen cover if possible to create a shaded fuel break between private land (and other high value areas) and the more flammable conifer trees on BLM land. • Following wildfire, most aspen stands would need little stabilization, except soil stabilization on steep slopes. However, burned areas may need to be fenced to exclude wildlife and livestock until the regeneration can withstand grazing.

B.2 FIRE MANAGEMENT RESOURCE PROTECTION MEASURES

Resource Protection Measures (RPM) and Applicable Fire Management Practices

RPM CODE	SUP: Wildfire Suppression RX: Prescribed Fire ESR: Emergency Stabilization and Rehabilitation	WFU: Wildland fire use for resource benefit NF: Non-fire fuel treatments
NATURAL, BIOLOGICAL, AND CULTURAL RESOURCES		
Air		
A-1	Evaluate weather conditions, including wind speed and atmospheric stability, to predict impacts from smoke from prescribed fires and wildland fire use. Coordinate with Utah Department of Environmental Quality for prescribed fires and wildland fire use. (RX, WFU)	
A-2	When using chemical fuels reduction methods, follow all label requirements for herbicide application. (NF)	
Soil and Water		
SW-1	Avoid heavy equipment use on highly erosive soils (soils with low soil loss tolerance), wet or boggy soils and slopes greater than 30%, unless otherwise analyzed and allowed under appropriate NEPA evaluation with implementation of additional erosion control and other soil protection mitigation measures. (SUP, WFU, RX, NF, ESR)	
SW-2	There may be situations where high intensity fire will occur on sensitive and erosive soil types during wildland fire, wildland fire use or prescribed fire. If significant areas of soil show evidence of high severity fire, evaluate area for soil erosion potential and downstream values at risk and implement	

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	appropriate or necessary soil stabilization actions such as mulching or seeding to avoid excessive wind and water erosion. (SUP, WFU, RX)	
SW-3	Complete necessary rehabilitation on firelines or other areas of direct soil disturbance, including but not limited to waterbarring firelines, covering and mulching firelines with slash, tilling and/or subsoiling compacted areas, scarification of vehicle tracks, OHV closures, seeding and/or mulching for erosion protection. (SUP, WFU, RX)	
SW-4	When using mechanical fuels reduction treatments, limit tractor and heavy equipment use to periods of low soil moisture to reduce the risk of soil compaction. If this is not practical, evaluate sites, post treatment and if necessary, implement appropriate remediation, such as subsoiling, as part of the operation. (NF)	
SW-5	Treatments such as chaining, plowing and roller chopping shall be conducted as much as practical on the contour to reduce soil erosion (BLM ROD 13 Western States Vegetation Treatment EIS 1991). (NF, ESR)	
SW-6	When using chemical fuel reduction treatments follow all label directions, additional mitigations identified in project NEPA evaluation and the Approved Pesticide Use Proposal. At a minimum, provide a 100-ft-wide riparian buffer strip for aerial application, 25 ft for vehicle application and 10 ft for hand application. Any deviations must be in accordance with the label. Herbicides would be applied to individual plants within 10 ft of water where application is critical (BLM ROD 13 Western States Vegetation Treatment EIS 1991). (NF)	
SW-7	Avoid heavy equipment in riparian or wetland areas. During fire suppression or wildland fire use, consult a resource advisor before using heavy equipment in riparian or wetland areas. (SUP, WFU, RX, NF, ESR)	
SW-8	Limit ignition within native riparian or wetland areas. Allow low-intensity fire to burn into riparian areas. (RX)	
SW-9	Suppress wildfires consistently with compliance strategies for restoring or maintaining the restoration of water quality impaired [303(d) listed] waterbodies. Do not use retardant within 300 feet of water bodies. (SUP, WFU)	
SW-10	Plan and implement projects consistent with compliance strategies for restoring or maintaining the restoration of water quality impaired [303(d) listed] waterbodies. Planned ~ activities should take into account the potential impacts on water quality, including increased water yields that can threaten fisheries and aquatic habitat; improvements at channel crossings; channel stability; and downstream values. Of special concern are small headwaters of moderate to steep watersheds; erosive or saline soils; multiple channel crossings; at-risk fisheries; and downstream residents. (RX, NF, ESR)	

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Vegetation		
V-1	When restoring or rehabilitating disturbed rangelands, non-intrusive, nonnative plant species are appropriate for use when native species: (1) are not available; (2) are not economically feasible; (3) cannot achieve ecological objectives as well as nonnative species; and/or (4) cannot compete with already established native species (Noxious Weeds Executive Order 13112 2/3/1999; BLM Manual 9015; BLM ROD 13 Western States Vegetation Treatment EIS 1991). (RX, NF, ESR)	
V-2	In areas known to have weed infestations, aggressive action should be taken in rehabilitating firelines, seeding and follow-up monitoring and treatment to reduce the spread of noxious weeds. Monitor burned areas and treat as necessary. All seed used would be tested for purity and for noxious weeds. Seed with noxious weeds would be rejected (ROD 13 Western States Vegetation Treatment EIS 1991). (SUP, WFU, RX, NF, ESR)	
Special Status Species		
SSS-1	Initiate emergency Section 7 consultation with United States Fish and Wildlife Service (USFWS) upon the determination that wildfire suppression may pose a potential threat to any listed threatened or endangered species or adverse modification of designated critical habitat. (SUP)	
SSS-2	Prior to planned fire management actions, survey for listed threatened and endangered and non-listed sensitive species. Initiate Section 7 consultation with USFWS as necessary if proposed project may affect any listed species. Review appropriate management, conservation and recovery plans and include recovery plan direction into project proposals. For non-listed special status plant and animal species, follow the direction contained in the BLM 6840 Manual. Ensure that any proposed project conserves non-listed sensitive species and their habitats and ensure that any action authorized, funded or carried out by BLM does not contribute to the need for any species to become listed. (RX, NF, ESR)	
SSS-3	See site-specific conservation measures that will be identified in the Biological Assessment (BA) (BLM 2005). (SUP, WFU, RX, NF, ESR)	
Fish and Wildlife		
FW-1	Avoid treatments during nesting, fawning, spawning, or other critical periods for wildlife or fish. (RX, NF, ESR)	
FW-2	Avoid if possible or limit the size of, wildland fires in important wildlife habitats such as, mule deer winter range, riparian and occupied Gunnison Sage-grouse habitat. Use resource advisors to help prioritize resources and develop Wildland Fire Situation Analyses (WFSAs) and Wildland Fire Implementation Plans (WFIPs) when important habitats may be impacted. (SUP, WFU)	
FW-3	Minimize wildfire size and frequency in sagebrush communities where sage-grouse habitat objectives will not be met if a fire occurs. Prioritize wildfire suppression in sagebrush habitat with an understory of invasive, annual species. Retain unburned islands and patches of sagebrush unless there are compelling safety, private property and resource protection or control objectives at risk. Minimize burn-out operations (to minimize burned acres) in	

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	occupied sage-grouse habitats when there are no threats to human life and/or important resources. (SUP)	
FW-4	Establish fuel treatment projects at strategic locations to minimize size of wildfires and to limit further loss of sagebrush. Fuel treatments may include greenstripping to help reduce the spread of wildfires into sagebrush communities. (RX, NF)	
FW-5	Use wildland fire to meet wildlife objectives. Evaluate impacts to sage-grouse habitat in areas where wildland fire use for resource benefit may be implemented. (WFU, RX)	
FW-6	Create small openings in continuous or dense sagebrush (>30% canopy cover) to create a mosaic of multiple-age classes and associated understory diversity across the landscape to benefit sagebrush-dependent species. (WFU, RX, NF)	
FW-7	On sites that are currently occupied by forests or woodlands, but historically supported sagebrush communities, implement treatments (fire, cutting, chaining, seeding etc.) to re-establish sagebrush communities. (RX, NF)	
FW-8	Evaluate and monitor burned areas and continue management restrictions until the recovering and/or seeded plant community reflect the desired condition. (SUP, WFU, RX, ESR)	
FW-9	Utilize the Emergency Stabilization and Rehabilitation program to apply appropriate post-fire treatments within crucial wildlife habitats, including sage-grouse habitats. Minimize seeding with non-native species that may create a continuous perennial grass cover and restrict establishment of native vegetation. Seed mixtures should be designed to reestablish important seasonal habitat components for sage-grouse. Leks should not be re-seeded with plants that change the vegetation height previously found on the lek. Forbs should be stressed in early and late brood-rearing habitats. In situations of limited funds for ESR actions, prioritize rehabilitation of sage-grouse habitats. (ESR)	
Wild Horses and Burros		
WHB-1	Avoid fencing that would restrict access to water. (RX, NF, ESR)	
Cultural Resources		
CR-1	Cultural resource advisors should be contacted when fires occur in areas containing sensitive cultural resources. (SUP)	
CR-2	Wildland fire use is discouraged in areas containing sensitive cultural resources. A Programmatic Agreement is being prepared to cover the finding of adverse effects to cultural resources associated with wildland fire use. (WFU)	
CR-3	Potential impacts of proposed treatment should be evaluated for compliance with the National Historic Preservation Act (NHPA) and the Utah Statewide Protocol. This should be conducted prior to the proposed treatment. (RX, NF, ESR)	

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Paleontology		
P-1	Planned projects should be consistent with BLM Manual and Handbook H-8270-1, Chapter III (A) and III (B) to avoid areas where significant fossils are known or predicted to occur or to provide for other mitigation of possible adverse effects. (RX, NF, ESR)	
P-2	In the event that paleontological resources are discovered in the course of surface fire management activities, including fires suppression, efforts should be made to protect these resources. (SUP, WFU, RX, NF, ESR) Resource Uses:	
Forestry		
F-1	Planned projects should be consistent with HFRA Section IO2(e) (2) to maintain or contribute to the restoration of old-growth stands to a pre-fire suppression condition and. to retain large trees contributing to old-growth structure. (SUP, WFU, RX, NF)	
F-2	During planning, evaluate opportunities to utilize forest and woodland products prior to implementing prescribed fire activities. Include opportunities to use forest and woodland product sales to accomplish non-fire fuel treatments. In forest and woodland stands, consider developing silvicultural prescriptions concurrently with fuel treatments prescriptions. (RX, NF)	
Livestock Grazing		
LG-1	Coordinate with permittees regarding the requirements for non-use or rest of treated areas. (SUP, WFU, RX, NF, ESR)	
LG-2	Rangelands that have been burned, by wildfire, prescribed fire or wildland fire use, would be ungrazed for a minimum of one complete growing season following the burn. (SUP, WFU, RX)	
LG-3	Rangelands that have been re-seeded or otherwise treated to alter vegetative composition, chemically or mechanically, would be ungrazed for a minimum of two complete growing seasons. (RX, NF, ESR)	
Recreation and Visitor Services		
Rec-1	Wildland fire suppression efforts would preferentially protect Special Recreation Management Areas and recreation site infrastructure in line with fire management goals and objectives. (SUP)	
Rec-2	Vehicle tracks created off established routes would be obliterated after fire management actions in order to reduce unauthorized OHV travel. (SUP, WFU, RX, NF, ESR)	
Lands and Realty		
LR-1	Fire management practices would be designed to avoid or otherwise ensure the protection of authorized rights-of-way and other facilities located on the public lands, including coordination with holders of major rights-of-way systems within rights-of-way corridors and communication sites. (WFU, RX, NF, ESR)	
LR-2	Fire management actions must not destroy, deface, change or remove to another place any monument or witness tree of the Public Land Survey	

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System. (SUP, WFU, RX, NF, ESR)		
Hazardous Waste		
HW-1	Recognize hazardous wastes and move fire personnel to a safe distance from dumped chemicals, unexploded ordnance, drug labs, wire burn sites or any other hazardous wastes. Immediately notify BLM Field Office hazmat coordinator or state hazmat coordinator upon discovery of any hazardous materials, following the BLM hazardous materials contingency plan. (SUP, WFU, RX, NF, ESR)	
Mineral Resources		
M-1	A safety buffer should be maintained between fire management activities and at-risk facilities. (SUP, WFU, RX)	
SPECIAL DESIGNATIONS		
Wilderness and Wilderness Study Areas (WSAs)		
Wild-1	The use of earth-moving equipment must be authorized by the field office manager. (SUP, WFU, RX, ESR)	
Wild-2	Fire management actions would rely on the most effective methods of suppression that are least damaging to wilderness values, other resources and the environment, while requiring the least expenditure of public funds.(SUP, WFU)	
Wild-3	A resource advisor should be consulted when fire occurs in Wilderness and WSA. (SUP, WFU)	