

**Forest Service Handbook  
National Headquarters - Washington Office  
Washington, DC**

**Forest Service Handbook 5609.11 – Boundary Management Handbook  
Chapter 30 – Special Designated Area Boundaries**

**Amendment:** 5609.11-2020-1

**Effective date:** August 25, 2020

**Duration:** This amendment is effective until superseded or removed.

**Superseded Directive:**

**Approved by:** Tina Terrell, Associate Deputy Chief

**Date approved:** August 17, 2020

**Responsible Staff:**

**Explanation of changes:** Following is an explanation of the changes throughout the directive by section.

**30** - Establishes new chapter and sets forth codes, captions, and direction for Special Designated Areas Boundaries.

## Table of Contents

30.2 - Objective .....	3
30.3 - Policy .....	3
30.4 - Responsibility.....	3
30.41 - Washington Office Director of Lands and Realty Management .....	3
30.42 - Washington Office Director of Legislative Affairs.....	3
30.43 - Regional Forester.....	4
30.44 - Forest Supervisor.....	5
30.5 - Definitions .....	6
31 - Types of Special Designated Areas .....	6
31.1 - Special Designated Area Perimeter Boundary Descriptions .....	7
32 - Map Naming Protocols.....	7
32.1 - Legislative Map .....	10
32.11 - Legislative Map Boundary Annotation.....	11
32.12 - Legislative Mapping Standards.....	11
32.13 - Preparing Wilderness Land Descriptions and the Final Map .....	12
32.14 - Final Map .....	12
32.15 - Narrative Perimeter Boundary Description.....	13
32.16 - Acknowledgement and Acceptance.....	13
32.17 - Special Designated Area Boundary Packages .....	15
32.18 - Distribution of Special Designated Area Boundary Packages.....	17
32.19 - Modifications and Amendments .....	18
32.19a - Clarification of Boundary Location.....	18
32.19b - Errors in the Perimeter Boundary Description for Wilderness .....	19
32.19c - Modification of Boundaries .....	20
32.19d - Amendments to Wilderness Boundaries.....	20
33 - Surveying, Locating, and Marking Special Designated Area Boundary Lines .....	20
33.02 - Objective .....	20
33.03 - Policy.....	20
33.1 - Locating Special Designated Area Boundaries .....	21
33.2 - Special Designated Area Boundary Location and Marking Policy .....	21
33.3 - Location Standard .....	21
33.4 - Measurement Standard.....	22
33.5 - Boundary Line Visibility Standard .....	22
34 - Monumentation Standards .....	23
35 - Record System .....	24
35.1 - Retention of Special Designated Area Boundary Survey Records.....	24

### **30.2 - Objective**

To prepare and distribute timely, authoritative maps depicting and describing special designated area boundary lines within the National Forest System that define real property interests or special designated areas. The maps are to be standardized and recognizable in order to support Congressional consideration of legislation, or to answer inquiries of Congress or other Executive Branch agencies, providing for the protection and preservation of the public's land and resources in special designated areas within National Forest System lands.

### **30.3 - Policy**

Each map prepared by the Forest Service to support Congressional consideration of legislation must comply with the procedures set forth in this Handbook and the content, form, and standards established in the Legislative Mapping Tool, and direction from the Washington Office Legislative Affairs Staff. The preparation or revision of any map to be used to support Congressional consideration of legislation is to be treated confidentially and no such map is to be disseminated outside of the Agency without the concurrence of the Washington Office Director of Legislative Affairs or designee.

### **30.4 - Responsibility**

See FSM 5604 for information on responsibilities related to special designated area boundaries.

#### **30.41 - Washington Office Director of Lands and Realty Management**

The Washington Office Director of Lands and Realty Management shall:

1. Provide access to the Legislative Mapping Tool and necessary technical support for its use by Regional Office staff.
2. Maintain the Legislative Mapping Tool contemporary with evolving Forest Service enterprise data architecture.
3. Ensure necessary data from the Forest Service Land Status Records System (LSRS) is readily available in electronic format to prepare all needed legislative maps.
4. Ensure that each legislative map is prepared through the Legislative Mapping Tool.
5. Ensure public and agency availability of such a map through appropriate archival and automated systems, after enactment of legislation referencing a legislative map.

#### **30.42 - Washington Office Director of Legislative Affairs**

The Washington Office Director of Legislative Affairs shall:

1. Provide timely notification to appropriate Washington Office staffs and regions that preparation of a preliminary or legislative map is necessary, as well as timely notification

to appropriate unit staff regarding requests for revisions to a preliminary or legislative map.

2. Coordinate with the Washington Office Lands and Realty Management Director, and regional points of contacts, to ensure that each original and subsequent revision of a preliminary or legislative map are available when needed in the legislative process or as requested.
3. Coordinate with the Washington Office Director of Lands and Realty Management to implement a process that provides secure and confidential access to legislative maps and revisions to Congress, and other Executive Branch agencies. No Forest Service unit may submit a preliminary or legislative map to Congress or other Executive Branch agencies, nor direct revisions to an original legislative map without the concurrence of the Washington Office Director of Legislative Affairs or designee.
4. Provide the Washington Office Director of Lands and Realty Management and regional points of contact the process and standards for making and identifying revisions to legislative maps in response to requests from Congressional offices or committees.
5. Notify the Washington Office Director of Lands and Realty Management when legislation has become public law, and that a final map and boundary description are to be prepared and properly archived for public and Agency uses. In the case of legislation designating units of the National Wilderness Preservation System or the National Wild and Scenic Rivers System, the Washington Office Director of Wilderness and Wild and Scenic Rivers must also be notified.
6. Upon receipt preliminary map, legislative map final map and/or boundary description from the region, prepare either hard-bound copies or digital copies for transmittal to the appropriate House and Senate Congressional committees as required. In the case of legislation designating units of the National Wilderness Preservation System or the National Wild and Scenic Rivers System, the Washington Office Director of Wilderness and Wild and Scenic Rivers is responsible for the preparation of these transmittal documents to Congress. In all cases, transmittal letters to Congress are signed by the National Forest System Deputy Chief.

### **30.43 - Regional Forester**

The Regional Forester shall:

1. Designate a point of contact responsible for coordination of the Legislative Mapping Tool, and the preparation of any subsequent revisions to preliminary and legislative maps.
2. Ensure that the regional point of contact oversees the development of maps necessary to support legislation and provides copies to the Washington Office Director of Legislative Affairs. Following consultation with the Washington Office Director of Legislative

Affairs or designee, only the Regional point of contact may direct revisions to a preliminary or legislative map.

3. Ensure that:
  - a. Each preliminary map, legislative map, and final map is prepared to agency standards through the Legislative Mapping Tool.
  - b. The content of the legislative maps are accurate and reliable depictions of land ownership, rights, and long-term land uses prior to the legislative map being provided to a Congressional office or committee.
  - c. Any map prepared in response to a Congressional request is treated confidentially and is not disseminated outside of the Agency without the concurrence of the Washington Office Director of Legislative Affairs.
4. A working electronic copy of the legislative map is maintained at the Regional Office, and the Washington Office Legislative Affairs Staff, Wilderness and Wild and Scenic Rivers Staff, Lands and Realty Management Staff, other staff groups, other Executive Branch agencies, and Congressional offices and committees are provided access, as appropriate.
5. Prior to passage of legislation by Congress, the accompanying legislative map is reviewed by a State-licensed Forest Service land surveyor to verify that proposed boundaries can be legally described and marked, as necessary, if possible.
6. After enactment of legislation, a final map is prepared with the review and approval of a State-licensed Forest Service land surveyor and the regional land surveyor. The State-licensed Forest Service and regional land surveyors shall oversee the final map production with any required land survey and boundary description required in the legislation.
7. After the region has prepared the final map and boundary description, the designated number of bound or electronic copies of the final map and boundary description package are sent to Washington Office Directors of Legislative Affairs and Lands and Realty Management; and, in the case of legislation designating units of the National Wilderness Preservation System or the National Wild and Scenic Rivers System, the Washington Office Director of Wilderness and Wild and Scenic Rivers.
8. Any necessary revisions to LSRS are made upon the enactment of legislation that affects land ownership status.

### **30.44 - Forest Supervisor**

The Forest Supervisor shall:

1. Validate the content of the legislative map and ensure it is an accurate and reliable depiction of land ownership, rights, and long-term land uses prior to the legislative map being provided to Washington Office Director of Legislative Affairs for subsequent transmission to a Congressional office or committee.
2. Ensure that any necessary revisions to LSRS are made upon the enactment of legislation requiring a legislative map or affecting land ownership status.

### **30.5 - Definitions**

Constituent Map. A map that is prepared by an entity outside the Forest Service that may be used for preliminary discussions of legislation impacting National Forest System lands. These maps may not meet Agency data requirements and may not have been prepared using the Legislative Mapping Tool.

Final Map. A map that is prepared by the Forest Service after legislation has been signed into law by the President. This map is prepared as directed by the legislation, and is in agreement and conformance with the legislative map.

Hearing Map. A map prepared by the Forest Service to provide land status and land management information to support Departmental testimony before a Congressional committee. This map is prepared using the Legislative Mapping Tool and clearly documents the date of production and includes the words “Prepared at the request of the \_\_\_\_\_ Committee” in the map title block.

Legislative Map. A map that has been prepared by the Forest Service, or at the request of a Congressional office, to support Congressional consideration of legislation. This map is dated, references specific legislation that has been introduced in either the House or Senate, and includes the words “Legislative Map” in the map title block. A legislative map may be revised with written concurrence of the bill’s sponsors after the legislation has been introduced and prior to enactment by Congress.

Preliminary Map. A map that is prepared by the Forest Service, or at the official request of a Congressional office, to support Congressional consideration of legislation, or to answer inquiries from the Congress or Administration. This map meets the Agency’s formal electronic data requirements and is prepared using the Legislative Mapping Tool and clearly documents the date of production and includes the words “Preliminary Map” in the map title block.

### **31 - Types of Special Designated Areas**

1. National Wilderness Areas
2. National Primitive Areas
3. National Wild and Scenic Rivers

4. National Recreation Areas
5. National Scenic Research Areas
6. National Game Refuges and Wildlife Preserve Areas
7. National Monument Areas
8. Experimental Forests and Ranges
9. Areas designated as withdrawn from mineral entry
10. National Wilderness Study Areas
11. Other administrative areas defining regulated uses or separated rights

### **31.1 - Special Designated Area Perimeter Boundary Descriptions**

Boundary packages comprising a narrative perimeter boundary description, and the final map for special designated areas, are to be prepared as soon as practicable or as indicated, after legislation becomes public law, or the special designated area has been established by proclamation, land order, or Executive Order. In those instances when a special designated area has been established by public law, the boundary description and final map package shall be based on the legislative map and language contained in the public law. Boundary packages may also be prepared for administratively designated areas using planning documents and records cited in the proclamation, land order, or Executive Order. Boundary packages must consist of:

1. A final map of the special designated area prepared by the Forest Service.
2. A narrative perimeter boundary description of the special designated area prepared by the Forest Service.
3. An acknowledgement and acceptance document signed by a Forest Service State-licensed land surveyor, the Regional land surveyor, and the Regional Forester.

### **32 - Map Naming Protocols**

Maps produced to support Congressional consideration of legislation should follow these naming protocols. Examples appear in exhibit 01.

1. Preliminary map. This map should include: name of the area, exchange, wilderness designation, sponsoring organization or parties, U.S. Senator or Representative\_Version[1, 2, 3, and so on]\_day-month-year.
2. Legislative map. This map should include: Congress\_Bill #\_day-month-year. If the map is revised following a hearing: Congress\_Bill#\_Committee\_Version [1,2,3, and so forth]\_day-month-year (this would include changes made through floor debate on the bill).

- a. As passed by the original House of Congress: Congress\_Bill#\_House or Senate\_day-month-year (the date the bill was passed).
  - b. If the bill is revised by the other House of Congress: Congress\_Bill#\_Committee\_Version [1,2,3, and so forth]\_day-month-year (this would include changes after Committee markup through floor debate). A bill can refer to more than one Committee in the House and Senate so there could be three or more Committee versions of the map.
  - c. As passed by the second body: Congress\_Bill#\_Senate or House\_day-month-year (the date the bill was passed).
  - d. If the map is revised in a House/Senate conference:  
Congress\_Bill#\_Conference\_Version[1,2,3, and so forth]\_day-month-year.
3. Final Map. The final map will be made in conformance with the last version of the House/Senate conference legislative map when the bill becomes law. Congress\_Bill#\_Final\_day-month-year (the date the bill is signed by the President).

Exhibit 01 is an example of how the naming protocol should look for the proposed Wild Horse Wilderness Area under consideration by U.S. Senator Hart.



## 32 – Exhibit 01

### Map Naming Protocol

Map Type	Naming Protocol_(day_month_year)
Preliminary Map	Wild Horse_SenHart_Version1_12-03-2010
<i>Legislative Maps</i>	
Bill introduced	112_S 344_01-03-2011
Map Changes by Senate Agriculture Committee*	112_S 344_SAg_Version1_03-03-2011
Map as passed by the Senate	112_S 344_Senate_05-03-2011
Map changes by House Agriculture Committee*	112_S 344_HAg_Version1_07-03-2011
Map as passed by the House	112_S 344_House_08-03-2011
Map changes by House-Senate conferees*	112_S 344_Conference_Version1_09-03-2011
<i>Final Map</i>	
The date the bill is signed by the President	112_S 344_Final_10-03-2011

\* -- if the Senate and House Committees make no changes to the original map, Committee versions would not be necessary, and the Senate- and House-passed versions could be created by simply changing the name. In that circumstance, there would be five maps associated with this bill (preliminary, bill, Senate-passed version, House-passed version, final).

### 32.1 - Legislative Map

A legislative map is the official map, drawing, or survey plat of a special designated area cited in legislation or other authorizing document or proclamation. The legislative map is considered approved by the applicable authority, which is Congress or the designating authority, when cited in legislation or a land order. Copies of the legislative map are filed with the Washington Office Legislative Affairs Staff and retained until such time as the Forest Service submits a final map and boundary package to the designated Congressional committees and subcommittees. In regard to Wilderness, Wild and Scenic Rivers, Regional Offices submit final boundary package to the Director of Wilderness, Wild and Scenic Rivers. At the appropriate time per legislation requirements, Wilderness, Wild and Scenic Rivers staff then transmit hard and digital copies of the legislative map to the Geospatial Technology and Application Center (GTAC) in Salt Lake City, Utah, for inclusion in the map records and posting of digital maps and perimeter boundary descriptions on the designated GTAC website.

Use the Legislative Mapping Tool to digitally develop maps as a Geographic Information System (GIS) product where the creation is under the management of the Forest Service, and/or when third-party advocates provide working copies to the Forest Service for preparation of an acceptable legislative map.

Each region should set guidelines for the control of information and changes made to the legislative map as it proceeds through the Agency approval and legislative process. Every region should designate one point of contact to coordinate with those parties affected, which may include Washington Office Legislative Affairs, stakeholders, and Congressional staffs. In developing the legislative map, every effort should be made to create and locate boundary lines that are the most logical for resource management, and can be placed on the ground with the minimum costs and effort while still meeting professional land surveying and mapping standards.

Create legislative maps using the Forest Service Legislative Mapping Tool and Legislative Mapping Tool Assistant, which is available for download at: <http://fsweb.wo.fs.fed.us/lands/index-legmap.shtml>. Include information on the legislative map as directed by the Legislative Mapping Tool Assistant. This is the minimum information to be included on both the legislative map and on the final map. For additional map direction and content, contact the Legislative Mapping Tool Coordinator.

The Forest Service often receives requests to prepare maps to support Congressional consideration of legislation impacting National Forest System lands. All maps must comply with agency standards and protocols. No map prepared to support Congressional consideration of legislation is to be disseminated outside of the Agency or revised without the concurrence of the Washington Office Director of Legislative Affairs. A request from a Congressional office to prepare a map in connection with proposed legislation should be treated confidentially.

### **32.11 - Legislative Map Boundary Annotation**

The legislative map must contain adequate annotation information to depict and describe the boundary line calls and the location of each segment of the special designated area boundary as depicted on the legislative map. This metadata should be contained in a boundary line annotation layer of the digital legislative map, or be annotated on a hard copy of the legislative map. Annotation will include the location of each boundary course and must be compiled while drafting the legislative map. The annotation shall be used to provide specific guidance on the location of the special designated area boundary depicted on the legislative map. A Forest Service land surveyor will prepare the digital perimeter boundary polygon, or supervise its preparation by GIS specialists, and prepare the narrative perimeter boundary description as depicted on the legislative map and by the annotation. The information shown in this annotation may include:

1. The commencing location – preferably an existing and easily located physical object (such as a monument, road intersection, or mountain peak).
2. The point of beginning and the point of ending for the special designated area perimeter boundary description.
3. General bearings and distances for each course of the special designated area boundary.
4. Specific angle points or angle point locations along the special designated area boundary line used as control points, such as mountain peaks, streams, stream junctions, hydrographic divides, Public Land Survey System (PLSS) corners, or points of intersection. Contour lines may also suffice, by they are not preferred.
5. Natural and artificial feature calls to tie the special designated area boundary courses and corners to a ground location, such as: along the high water mark, along the section line, 100 feet westerly of the centerline of Road 5771, or other bounding calls.
6. Off-line survey ties, which may be useful in describing and locating the special designated area boundary where no natural or artificial calls exist along or on the special designated area boundary.

### **32.12 - Legislative Mapping Standards**

The Legislative Mapping Tool incorporates and implements mapping standards that meet the Agency standards for creating legislative maps. Those standards are available from the Washington Office Lands and Realty Management Staff or the Washington Office Legislative Affairs Staff.

The following disclaimer will be used on all preliminary maps produced by the Forest Service for Legislation: “Creation of this map does not indicate USDA support of this proposal. This represents USDA technical assistance only. These documents remain congressional records in their entirety, even after the completion of the proposed map, and are not USDA records under the Freedom of Information Act (FOIA) or any other law. If USDA receives any request or

demand for access to these records under the FOIA or any other authority, USDA will immediately notify the Committee and will respond to the request or demand based upon the understanding that these are congressional, not USDA, records.”

### **32.13 - Preparing Wilderness Land Descriptions and the Final Map**

Wilderness boundaries are one specific type of special designated area boundary. The Forest Service is responsible for preparing National Forest System wilderness perimeter boundary descriptions and final maps when National Forest System lands are affected, or as directed in the public law designating the wilderness area.

### **32.14 - Final Map**

A final map is developed by the region strictly in compliance and consistent with the legislative map and any additional direction in the wilderness legislation cited in public law. Subjective interpretation of the intent of interested parties prior to the wilderness bill becoming public law must not be considered. The actual legislative map and legislation as approved by Congress is the absolute controlling authority and data source for the final map, when applicable.

When preparing the final map, the land surveyor shall build a digital perimeter boundary polygon based on Congressional direction and the legislative map utilizing, as appropriate, natural or man-made planimetric features and boundaries of record. Once a boundary polygon is constructed, the land surveyor should work with the regional cartographic and GIS staff to produce the final map. The regions must use the most current digital data from appropriate map sources. Digital map source data must adhere to the mapping standards of the U.S. Geological Survey 7.5-Minute Quadrangle Maps, or the Forest Service Primary Base Series maps (<https://nationalmap.gov/standards/nmas.html>).

Use a map scale appropriate for the size and mapping detail of the designated wilderness. The map scale should be legible when reduced to a scale of one inch to the mile. The acceptable maximum map sheet size is 24 by 36 inches. Larger wilderness areas may require two or more map sheets. When more than one sheet is necessary, include a composite index map to show the boundary of the area and relative position of the individual map sheets that follow. In situations where these standards may be impractical, contact the Legislative Mapping Tool administrator for guidance.

Depict the special designated area boundary on the final map with a 0.1-inch shaded line on the inside of the special designated area boundary. Display the Forest boundary, State lines, and county lines. Show private, State, and other Federal lands interior to and immediately adjoining the described special designated area and identify the non-Federal ownership. Depict valid existing mining claims, withdrawals, and other potential outstanding rights and interests, including those identified in the public law. Map legends must not depend upon color unless the map is reproducible in color. Standards described for the legislative map must be minimum standards for the final map.

The final map must be prepared from the legislative map to ensure the data is acceptable and the content of the final map is consistent with the legislative map. For wilderness projects, include the name of the Wilderness, Forest, region (by name, not number), State, date, and cite the legislation, Executive Order, or other applicable authority. For example:

Hunter-Frying Pan Wilderness  
White River National Forest  
Rocky Mountain Region, Colorado  
February 24, 1978, Public Law 95-237

The final map will be in a secured electronic digital format. The special designated area boundary packages prepared by the Region and submitted to Washington Office Director of Wilderness and Wild Scenic Rivers must include a hard copy of the final map and of the narrative special designated area perimeter boundary description.

### **32.15 - Narrative Perimeter Boundary Description**

The region prepares the narrative perimeter boundary description strictly adhering to the legislative maps cited in the designating legislation and signed into public law, or an annotated hard copy of the final legislative map, which provides direction on the location of the special area boundaries. The Forest Service regional land surveyor, shall review and approve all narrative perimeter boundary descriptions for special designated area boundaries. The perimeter boundary description must meet professionally acceptable land surveying standards and be accurate, complete, and written so that the area described can be surveyed and located on the ground with certainty to the exclusion of all other lands. Once legislation is signed into public law by the President, there is no latitude to modify boundary locations without further legislation. Use direction provided in this chapter to write the special area perimeter boundary description.

### **32.16 - Acknowledgement and Acceptance**

A land surveyor shall prepare an acknowledgement sheet and attach it to the front of the approved narrative perimeter boundary description in the boundary package (ex. 01). The acknowledgement and acceptance statement must state that a land surveyor prepared or reviewed the narrative perimeter boundary description; that the final map meets Forest Service requirements; and both are in compliance with the direction provided on the legislative map and the enabling legislation. The State-licensed Forest Service land surveyor who prepared the description and final map must sign and date an acknowledgement and acceptance statement. The boundary package is then submitted to the Regional Office for review and approval by the Regional Land Surveyor prior to being forwarded to the Regional Forester, who accepts the package as describing the special designated area indicated in the public law and enters the perimeter boundary description and final map into the Land Status Record System (LSRS). The original acknowledgement and acceptance statement signature page shall be retained in the official case file in LSRS.

**32.16 – Exhibit 01**

**Land Description and Final Map Acknowledgement and Acceptance**

NATIONAL WILDERNESS PRESERVATION SYSTEM

PRIEST WILDERNESS

GEORGE WASHINGTON NATIONAL FOREST

COMMONWEALTH OF VIRGINIA

The narrative perimeter boundary description and final map herewith, titled “Priest Wilderness,” dated May 31, 2006, delineate and describe the location of the wilderness boundary of the Priest Wilderness, in the George Washington National Forest, as entered into the National Wilderness Preservation System under the Virginia Wilderness Act of 2000, Public Law 106-471, dated November 9, 2000. The perimeter boundary description and final map conform to the boundary as generally depicted on the legislative map cited by Congress in Public Law 106-471.

[OPTIONAL FOREST LAND SURVEYOR SIGNATURE AND DATE]

Signed: \_\_\_\_\_ Date: \_\_\_\_\_

[Full Name]  
Forest Land Surveyor  
George Washington and Jefferson National Forests  
USDA, Forest Service

[REQUIRED REGIONAL LAND SURVEYOR SIGNATURE AND DATE]

Signed: \_\_\_\_\_ Date: \_\_\_\_\_

[Full Name]  
Regional Land Surveyor  
Southern Region  
USDA, Forest Service

[REQUIRED REGIONAL FORESTER SIGNATURE AND DATE]

I hereby accept this perimeter boundary description and final map herewith, titled “Priest Wilderness,” dated May 31, 2006, on the George Washington National Forest as entered into the National Wilderness Preservation System under Public Law 106-471.

Signed: \_\_\_\_\_ Date: \_\_\_\_\_

[Full Name]  
Regional Forester  
Southern Region  
USDA, Forest Service

### **32.17 - Special Designated Area Boundary Packages**

Bind hard copies of the boundary package for each special designated area in a standard Forest Service manuscript cover. Identify the contents on the cover in a manner shown in exhibit 01. Secure the acknowledgement and acceptance statement by the land surveyors and the Regional Forester on top of the narrative perimeter boundary description to the right side of the folder, and the final map (folded as necessary) to the left side of the folder. If electronic copies of the narrative perimeter boundary description and the final map are to be provided to Congress, the Washington Office, and field offices, then the bound original with original signatures must be maintained in the Region's LSRS case file, with a hard copy submitted to the Federal Records Center.

When a Wilderness or Wild and Scenic River is jointly administered by the Forest Service and another Federal agency, specifically the National Park Service, U.S. Fish and Wildlife Service, or Bureau of Land Management, the agencies should prepare and transmit the boundary map and legal description jointly, and determine a Washington Office lead agency for transmitting the boundary package to Congress.

**32.17 – Exhibit 01**

**Boundary Package Cover Page**

**UNITED STATES DEPARTMENT  
OF AGRICULTURE  
  
FOREST SERVICE**

---

Boundary Description and Final Map  
  
COPPER SALMON WILDERNESS  
  
Rogue River – Siskiyou National Forest



Pacific Northwest Region  
  
Forest Service  
  
U. S. Department of Agriculture  
  
As designated into the  
National Wilderness Preservation System  
by the Omnibus Public Land Management Act of 2009  
Public Law 111-11, March 30, 2009

June 2012



### **32.18 - Distribution of Special Designated Area Boundary Packages**

The appropriate number of hard copy boundary packages and electronic copies shall be prepared by the Regional Forester and submitted to Washington Office Wilderness, Wild and Scenic Rivers Director. The Washington Office Wilderness, Wild and Scenic Rivers Staff shall distribute the narrative land descriptions and final map as described below:

1. Western Wilderness (5 copies), Wild and Scenic Rivers (7 copies):
  - a. Senate Committee on Energy and Natural Resources
  - b. House Committee on Natural Resources
2. Eastern Wilderness (9 copies), Wild and Scenic Rivers (11 copies):
  - a. Senate Committee on Energy and Natural Resources
  - b. Senate Committee on Agriculture, Nutrition, and Forestry
  - c. House Committee on Natural Resources
  - d. House Committee on Agriculture
3. Additional copies:
  - a. The Speaker of the House of Representatives (two bound sets), or as specified in the special area designation legislation.
  - b. The President of the Senate (two bound sets), or as specified in the special area designation legislation.

One copy of the perimeter land description and final map must be kept on file and available for public inspection in either hard copy or electronic format at the Washington Office, Lands and Realty Management.

After 90 days review from the various Committees the boundary packages become official. A copy of the land description and map should be available for public review. Regional Foresters shall specify the number of hard copies needed for distribution to field units and for public access. The minimum distribution must consist of the following:

1. Three bound sets in each Regional Office in which the Wilderness Area is located. One bound set will be provided to the Regional Lands Director for inclusion in the automated LSRS database.
2. Two bound sets in each Forest Supervisor's Office in which the Wilderness is located.
3. One bound set in the District Ranger's Office where the Wilderness is located.
4. In PLSS States, send two bound sets to the State Office of the Bureau of Land Management.

## **32.19 - Modifications and Amendments**

Special designated areas, such as wilderness boundaries, are highly sensitive. It is important that the location of the boundaries be clearly depicted and unambiguous on the legislative and final maps, and properly described and cited in the narrative perimeter boundary description. The location of special designated area boundary lines depicted on legislative maps approved by Congress and cited in the enabling legislation must be strictly followed. After the boundary package has been prepared, accepted by the Regional Forester, and distributed to Congress, the boundary location shall be strictly followed.

The Forest Service has no authority to modify Congressionally designated and approved special designated area boundary lines, unless such authority is specifically delegated to the Secretary of Agriculture in the enabling legislation. Congressionally authorized corrections for typographical and clerical errors will only be for such errors, and does not include or extend to surveying errors, mapping errors, or gross description errors, unless so specified in the enabling legislation. Situations may arise where clarifications of Congressionally designated and approved boundary locations may be necessary. These types of modifications and amendments require Congressional review and approval. The Forest Service will not engage in interpreting Congressional intent. Only Congress, or an individual so delegated such authority by Congress, may speak to Congressional intent. Statements of Congressional intent in the hearing records may be considered when evaluating what Congress did approve. It is not about what third-party advocates or even Congressional sponsors intended, but about what Congress actually did. Statements of Congressional intent in the hearing records may be considered when evaluating what Congress did approve.

### **32.19a - Clarification of Boundary Location**

It is important to remove all ambiguities in the boundary location as early as possible. It is possible to request clarifications from Congress prior to preparation of the final narrative land description and the final map. In this situation, the region may request clarifications from the Washington Office Legislative Affairs Staff to consult with the appropriate Congressional committee staff, and provide direction to the region before the final narrative land description and final map are prepared and submitted to Congress. There are two categories of clarifications based on when the ambiguity or error is found:

1. Before the Legislative Map Has Been Prepared. In this situation, the Regional Forester may request clarifications from the Chief of the Forest Service. The Chief shall consult with the appropriate Congressional committee staff before modifying the draft legislative map. The Chief shall initial and date the changes made to the draft legislative map.
2. After the Legislative Map Has Been Introduced Into Legislation by Congress, But Prior to Delivery of Boundary Package to Congress. In this situation, the Chief may request clarification from the appropriate Congressional committees. The Regional Forester is responsible for making changes to the legislative map based on information obtained from the Congressional committees. The appropriate committee chair signs the amended legislative map.

After the perimeter boundary description and final map have been delivered to Congress no further modifications or clarifications by the Forest Service are possible, except through amending legislation by Congress. The narrative perimeter boundary description establishes the legal boundary in the location described in public law.

### **32.19b - Errors in the Perimeter Boundary Description for Wilderness**

The Wilderness Act of 1964 limits Forest Service authority to correct only clerical and typographical errors (16 U.S.C. 1132(a)(1)). This clerical and typographical correction authority extends only to the narrative perimeter boundary description and final map. Clerical and typographical errors are legally defined as accidental or inadvertent typing, spelling, transposition, omissions, or duplication errors. Any clerical or typographical corrections in the final narrative perimeter boundary description require an amendment to the narrative perimeter boundary description if the final description and final map have already been submitted to Congress. If the final narrative perimeter boundary description and final map have not been submitted to Congress, clerical and typographical errors in the narrative perimeter boundary description and final map may be corrected by a Forest Service land surveyor.

Technical narrative perimeter boundary description errors, mapping errors, and discrepancies between the narrative perimeter boundary description and the actual existing ground conditions are not clerical or typographical errors. The Forest Service does not have authority to correct these kinds of errors unless specifically designated in the enabling legislation enacted into public law.

When the narrative perimeter boundary description and final map are inconsistent, refer to the legislative map for direction on what was depicted and approved by Congress. In such instances, the legislative map must always control as both the Forest Service narrative perimeter boundary description and the Forest Service final map are prepared from the congressionally approved legislative map.

In situations where a correctly made land survey shows that actual ground conditions do not match the narrative perimeter boundary description, the land surveyor shall exercise sound professional judgment and follow the boundary determination and land description rules of evidence of accepted professional practice in resolving. This is not modifying or amending the wilderness boundary. Instead, it is a professional surveying judgment and must be well documented in the wilderness file, the Forest land survey file, and LSRS. Resolution of the narrative perimeter boundary description in conflict with the physical conditions on the ground may require an amendment to the narrative perimeter boundary description.

A land survey almost always determines bearings and distances which may differ slightly from those bearings and distances computed for the narrative perimeter boundary description. These minor differences usually do not require an amendment to the narrative perimeter boundary description. In these instances, the Forest Service land surveyor shall have professional responsibility for making the final decision if an amendment to the narrative perimeter boundary description is necessary.

### **32.19c - Modification of Boundaries**

The Forest Service does not have the authority to modify special designated area boundaries established by Congress and public law. However, the 1964 Wilderness Act at section 3(e) describes the formal administrative boundary modification process available to the Secretary of Agriculture and the President with the approval of Congress.

### **32.19d - Amendments to Wilderness Boundaries**

An amendment is the documentation in the official files of a change or correction made to the final narrative perimeter boundary description and final map, authorized by the Wilderness legislation or made as a result of a professional land surveying decision. An amendment to the perimeter boundary description must be signed by the Regional Forester and distributed for inclusion in each official boundary package. Do not remove or alter the original documents in the boundary package. Add the amendment to the boundary package.

## **33 - Surveying, Locating, and Marking Special Designated Area Boundary Lines**

### **33.02 - Objective**

Ensure the special designated area boundary is legally defensible and marked. Marking and signing of special designated area boundaries will be a variable standard consistent with the recreation opportunity, resource activity needs, and other management considerations.

### **33.03 - Policy**

1. Provide marked and visible special designated area boundaries which accurately, to a standard commensurate with site conditions, place the boundary line in the location identified in the approved written description.
2. Survey, locate, and mark to Forest Service boundary standards the special designated area boundary lines prior to conducting any land, resource, and restoration activity within one-quarter mile of a special designated area boundary to ensure effective management of the land and resources on each side of the special designated area boundary line.
3. Monument, sign, and mark by blazing line trees all boundaries. Additional blazing, signing, clearing, and painting shall be based on the need to increase visibility of the boundary line.
4. Property corners, property controlling corners, and PLSS corners within a special designated area, as well as those corners within one-quarter mile of any land and resource management activity, must be searched and perpetuated by a BLM cadastral surveyor or a Forest Service State-licensed land surveyor, prior to any land and resource management activities which may damage or destroy historical evidence of the original corner locations.

5. Maintain a record of the boundary survey and boundary description, which provides sufficient information to replace, re-establish, retrace, and re-mark the original special designated area boundary.

### **33.1 - Locating Special Designated Area Boundaries**

As soon as practical after designation of a special designated area, survey, locate, and mark the special designated area boundaries to ensure land, resource, and restoration activities comply with, preserve, and protect the special designated area. Special designated area boundaries will be marked to Forest Service boundary line standards identified in this section and land survey standards contained in chapter 20 of this Handbook.

### **33.2 - Special Designated Area Boundary Location and Marking Policy**

Special designated area boundaries will be surveyed, marked, and posted to the extent necessary to manage the resources on each side of the boundary line. After the special designated area legislation becomes public law, locate the special designated area boundaries prior to conducting any land or resource management activity that occurs within one-quarter mile of the special designated area boundary. The locating of special designated area boundaries must be performed under the direction of a Forest Service State-licensed land surveyor or determined by a Forest Service-approved land survey. Each special designated area boundary surveyed must be marked on the ground in the location described in the final narrative perimeter boundary description. The surveyed and marked special designated area boundary will be the final physical and legal location of the boundaries of the special designated area. Approximated boundary locations are unacceptable, as are boundary locations located in the field by anyone who is not a State-licensed land surveyor.

The positional accuracy required for any specific boundary varies with the requirements and calls of the written narrative perimeter boundary description and specific site conditions. Marking of the special designated area boundary will generally be to a boundary marking class standard dependent upon Agency needs, physical location, and regional marking standards for special management areas. Monuments must be set at controlling PLSS corners, at the terminus of line segments, at a maximum interval of one-half mile along line segments, and as necessary to facilitate land management actions, future retracement, and periodic boundary line maintenance. Location standards and marking and posting class standards are also contained in chapter 20 of this Handbook.

### **33.3 - Location Standard**

Each special designated area boundary surveyed shall be established on the ground in the location described in the official perimeter boundary description and as depicted on the final map, based on the professional judgment and discretion of the Forest Service State-licensed land surveyor. The surveyed location on the ground, when properly located the first time, shall have the legal effect of an original land survey placing the perimeter boundary description on the ground. The location standard necessary to meet the direction provided in the written description

varies with site conditions, such as planned resource activities, the sensitivity of the line, and the controlling features in the written description.

1. Corners. Corners on the special designated area boundary shall be located and established using survey equipment, technology, methods, and processes that will ensure a corner monument is positioned within five feet or less of its apparent (theoretical, absolute) horizontal position.
2. Boundary Line. Boundary lines of special designated areas shall be located and established using survey equipment, technology, methods, and processes that will ensure a boundary line location within five feet of its apparent (theoretical, absolute) horizontal position.

Approximate corners and boundary lines located and marked by Forest Service personnel who are not State-licensed land surveyors or qualified under State law to practice land surveying are unacceptable.

### **33.4 - Measurement Standard**

Any survey method, technology, procedure, and survey equipment used by a State-licensed land surveyor which locates the special designated area boundary line in accordance with the location standard in section 33.3 is acceptable. The positional accuracy required for any specific special designated area boundary line varies with the requirements of the written description, resource values, and site conditions. Any special designated area boundary which is coincident with exterior National Forest boundaries and/or lines of PLSS must be located in accordance with the minimum standards required by the State within which the special designated area is located.

### **33.5 - Boundary Line Visibility Standard**

Each region must establish visibility standards for special designated area boundary lines, marking (blazes, hacks, and painting), and posting (placing special area boundary line signs). Blazing must be readily obvious to a person approaching the boundary line at or near a right angle from outside the special designated area, and easily followed by a person walking along the line in either direction. Blazes must include one hack above and below the blaze. Marking and posting is based on the visibility guidelines for property lines found in EM-7150-3, Land Surveying Guide (EM-7150-3) (available on the Washington Office Regional Surveyor's SharePoint site), and commensurate with topography, vegetative cover, management concerns, land uses and values, and the risk of encroachment, within the following minimum standards:

1. Place special designated area boundary line signs on posts or trees within a four-foot wide posting corridor, which is defined as being two feet on each side of the exact location of the special designated area boundary line. To increase the visibility of the special designated area boundary line, boundary signs must be placed at inter-visible locations in areas with intensive public use adjacent to the special designated area. They also must be placed at all major topographic or cultural features (such as ridgetops, creeks, roads, and trails) which cross the special designated area boundary line. Closer signing intervals may be adopted at the Manager's discretion. Boundary signs may be

nailed to trees or attached to posts. Approved boundary signs are listed in the “Forest Service Catalog of Posters and Signs” ([https://www.fs.usda.gov/Internet/FSE\\_DOCUMENTS/stelprd3810021.pdf](https://www.fs.usda.gov/Internet/FSE_DOCUMENTS/stelprd3810021.pdf)).

Posting boundary signs offset from the actual boundary location by more than two feet each side of the boundary line is not allowed. Boundary lines may only be cleared of small brush to the minimum necessary to facilitate surveying activities and, when possible, the boundary line must be located from outside the boundary of the special designated area to minimize brush clearing inside the special designated area. See EM-7150-3.

2. Ensure that special designated area boundary line reference trees blazed, hacked, and painted are located within a six-foot-wide blazing corridor being defined as three-feet wide on each side of the exact location of the special area boundary line. Cutting, blazing, painting, or signing on private lands will not be done without prior written approval from the landowner or their agent. The amount of cutting, blazing, and painting on private lands should be as close as possible to the National Forest System property line marking standards but can be reasonably adjusted to address the concerns of the adjoining landowner. In sparse timber areas, increase the frequency of posting rather than expanding the width of the blazing corridor.

3. In those instances where a special designated area boundary line is coincident with a National Forest System property line, the coincident line segments must be reported and treated as a property line and marked to the higher visibility standard of a National Forest System property boundary. This includes painting tree blazes with red boundary line paint and placing National Forest System property boundary signs (sign #54-2), which may be alternated or jointly posted along the special designated area boundary line with special designated area boundary signs.

4. Painting blazes along special designated area boundary lines is optional based on regional boundary marking standards, including guidance on paint color to cover line tree blazes and boundary sign type. Red property boundary marking paint should only be used on tree blazes along National Forest System property boundary lines and on corner references along the same line and references for other properly line controlling corners, such as PLSS corners.

### **34 - Monumentation Standards**

Use durable corner and line monuments as necessary for special designated area boundaries and corners as described in chapter 20 of this handbook. Place monuments at a maximum interval of one-half mile at controlling PLSS corners, the terminus of line segments, and at angle points necessary to facilitate retracement of special designated area boundary lines. Monumentation must have a minimal impact on the site, but should be readily visible to line maintenance personnel. All monumented line and angle points along the boundary line must be stamped with the special designated area name, angle point number, and date of monumentation, unless such line and angle points are PLSS corner locations or tract corners.

Each monumented line or angle point location shall have a minimum of two accessories referencing the corner. Corner accessories may be bearing trees, marked stones, steel or fiberglass posts, or other permanent objects, at the discretion of the Regional Surveyor.

### **35 - Record System**

Establish a record system for permanent retention that includes:

1. Documentation of the survey method, techniques, and equipment used and expected precision.
2. Description of monuments used at corners, angle points, and line monuments.
3. Survey plats with supplementary maps and photographs that depict and describe the special designated area boundary.
4. Documentation of incompatible uses and activities within the perimeter boundary of the special designated area.
5. Where local and State statutes allow, a survey plat detailing the information above should be filed with the appropriate public office of local jurisdiction.

All special designated area boundaries marked and posted to National Forest System boundary line standards must be documented in the LSRS with the year the boundary was marked, or maintained.

#### **35.1 - Retention of Special Designated Area Boundary Survey Records**

Utilize a record system such as LSRS (either hard copy or digital), or other permanent spatially enabled geographic digital reference system, for retention and future reference of special designated area boundary survey and marking activities. The record system must include:

1. Documentation of the survey method and procedures used to survey, locate, and mark the special designated area boundary, and the expected precision.
2. Corner, angle, point, and other monument descriptions.
3. Survey plats with supplementary maps and photographs that depict and describe the boundary.
4. Documentation of encumbrances and encroachments.