

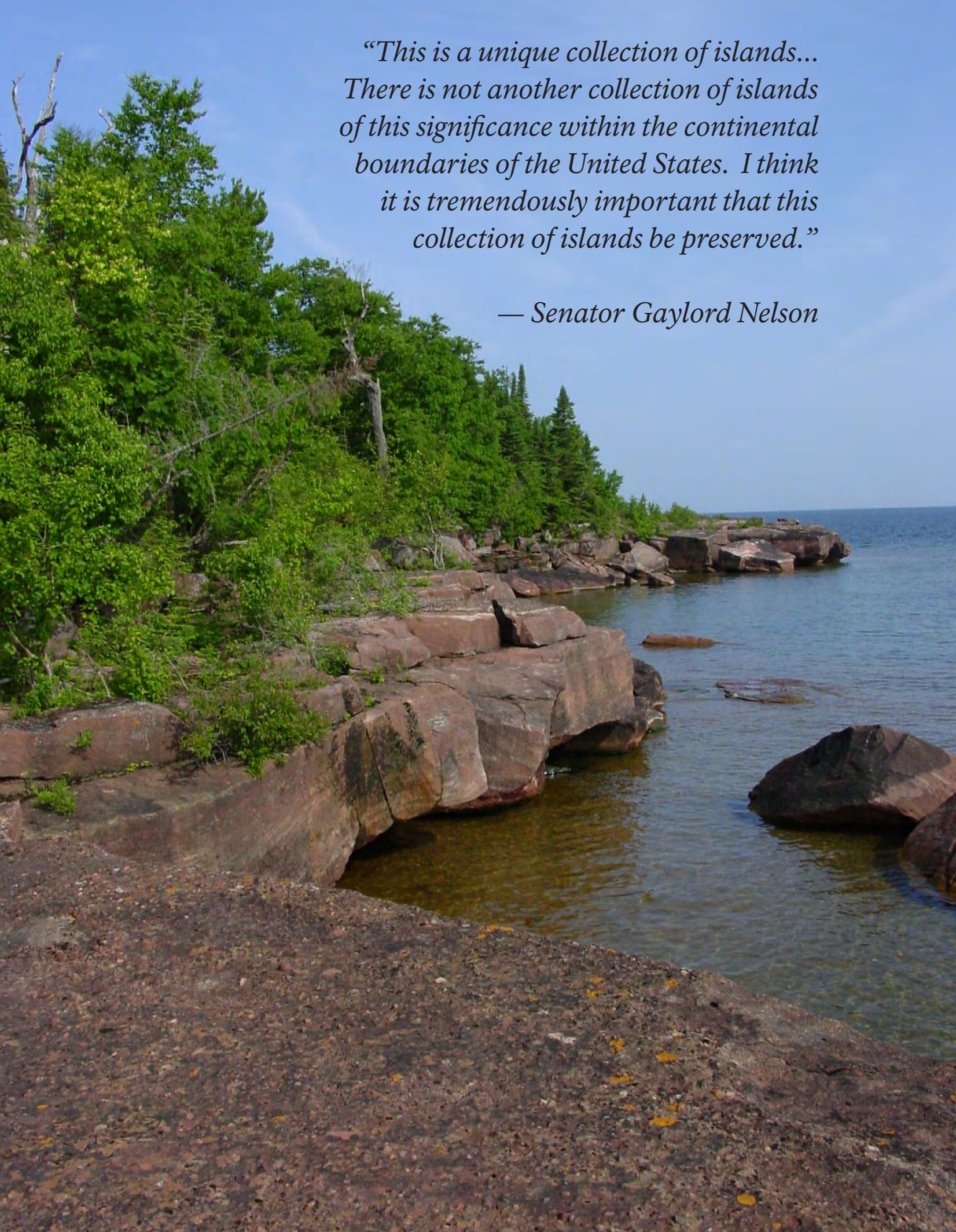
## APOSTLE ISLANDS NATIONAL LAKESHORE

General Management Plan  
Wilderness Management Plan  
Summary Document





*General Management Plan / Wilderness Management Plan*  
for Apostle Islands National Lakeshore  
Summary Document

A scenic view of a rocky shoreline. The foreground is a dark, pebbly beach. The middle ground features large, reddish-brown rock formations along the water's edge. The background is filled with dense green trees under a clear blue sky.

*“This is a unique collection of islands...  
There is not another collection of islands  
of this significance within the continental  
boundaries of the United States. I think  
it is tremendously important that this  
collection of islands be preserved.”*

*— Senator Gaylord Nelson*

## INTRODUCTION

This presentation plan is a shortened version of the *General Management Plan / Wilderness Management Plan / Environmental Impact Statement* that was released in April 2011. This plan does not include all of the chapters included in the April plan and does not include the environmental impact analysis. This approved *General Management Plan/Wilderness Management Plan* will be the basic document the National Park Service (NPS) intends to follow in managing the Apostle Islands National Lakeshore over the next 15–20 years.

Apostle Islands National Lakeshore, located near the tip of the Bayfield Peninsula in northern Wisconsin, was established by an act of Congress on September 26, 1970. It includes 21 islands in Lake Superior and a 12-mile-long narrow strip of mainland shore encompassing 69,372 acres, of which 27,323 acres are submerged lands in Lake Superior. Eighty percent of the land area of the park was designated as wilderness in December 2004.

The lakeshore exhibits a variety of natural scenic resources, including a rich geologic record; pristine sand beaches, coves, and caves; remnant stands of old-growth forest; diverse populations of birds, mammals, amphibians, and fish; and the largest collection of national register lighthouses and lighthouse complexes in the national park system. A number of other historic structures and landscapes also reside within the park, several of which are listed in the National Register of Historic Places.

A new management plan for Apostle Islands National Lakeshore was needed because the last comprehensive management plan for the park was completed in 1989. Much has happened since then—visitor use patterns and types have changed, people are seeking out new recreational activities in the park, and the Gaylord Nelson Wilderness was designated in December 2004. Each of these changes has implications for how visitors access and use the park, the facilities needed to support those uses, how resources are managed, and how the National Park Service manages its operations. A new plan was thus needed.

The purposes of the plan are to

- clearly define resource conditions and visitor uses and experiences to be achieved in Apostle Islands National Lakeshore
- provide a framework for park managers to use when making decisions about how to best protect park resources, how to provide quality visitor uses and experiences, how to manage visitor use, and what types of facilities, if any, to develop in/near Apostle Islands National Lakeshore
- provide direction for management of the Gaylord Nelson Wilderness, including its resources and visitors

The general management plan does not describe how particular programs or projects should be prioritized or implemented. Those decisions will be addressed in more detailed future planning efforts. All future plans will tier from this approved general management plan.

This general management plan retains some of the elements of the former plan. For instance, NPS managers will continue to strive to protect and maintain natural and cultural resource conditions. Natural and cultural resource management will concentrate on long-term monitoring, research, restoration, and mitigation where appropriate. Interpretation/education programs will continue to provide a variety of personal and nonpersonal services.

## THE PLAN

The primary focus will be on continuing the park's current management direction. The park will continue to look and feel much the way it does today. Some minor changes will be made to improve access to developed areas on the mainland and a few of the inner islands, and to add new visitor opportunities in non-wilderness areas. All items with significant financial implications are subject to future budgets and there will be additional opportunities for public engagement on site-specific designs to implement the plan.

Preservation of natural and cultural resources remains a top priority. The current mix of recreational activities will stay the same. There will be no change in the number of public docks, although some will be relocated, improved, or expanded.

Wilderness management will remain consistent with current direction, with no net change in campsite numbers or trail miles, although there could be relocations.

The NPS will continue to have visitor centers in Bayfield, Little Sand Bay, Stockton Island, and the Northern Great Lakes Visitor Center. The park will continue to be a leader in sustainable practices.

The Raspberry Light Station will continue to be the focal point for cultural resource interpretation and its cultural landscape will be rehabilitated consistent with plans developed but never implemented prior to the

light station restoration. Two or more additional light stations will be rehabilitated and the rest will continue to be preserved at current levels.

If a life estate on Sand Island or Rocky Island naturally expires within the life of this plan, the properties will be evaluated for historic significance and made available for some public use.

The National Park Service will explore new ways to encourage inexpensive public transportation to some of the inner islands, such as Basswood or Sand. If successful, a small amount of basic infrastructure (e.g. toilets and a picnic shelter) will be added to accommodate small or large groups who visit these islands.

Additional individual and group campsites may be added on Sand, Basswood, and the non-wilderness portion of Oak, provided there was adequate demand and resource conditions on the ground are favorable. Non-wilderness areas on islands outside the inner island range will retain the current numbers of campsites.

To reduce the potential for bear conflicts as well as to reduce serious erosion damage, about 2/3 of the Stockton Island campground will be relocated to Presque Isle, south of the dock complex, with 4-6 of the existing sites at the north end remaining. The new campsites will be designed to have the same or better amenities than the sites they are replacing, and will be located no farther from the dock than the existing campsites. The Oak Island group campsite on the sand spit will be relocated to the non-wilderness area near the dock. Like at Stockton Island, the new camping area will be thoughtfully designed to assure a quality camping experience.

On the mainland, a ramp will be constructed at Meyers Beach to improve handicap accessibility to the beach. A new (small) ranger station will be constructed at Meyers Beach to provide visitor services. A day use area for large groups will be added at Little

Sand Bay to provide a place for educational activities.

A new sustainable-design park visitor center will be built on, or near, the Bayfield waterfront, possibly in partnership with the City of Bayfield or the Bayfield Chamber of Commerce. The Little Sand Bay Visitor Center, currently in poor condition and not cost-effective to renovate, will be replaced with a more sustainable structure that honors the site's rich history. The National Park Service will engage the gateway communities

in the design and use of these new facilities. The National Park Service will continue to be a partner at the Northern Great Lakes Visitor Center. Park headquarters will remain in the old Bayfield County courthouse.

At the expiration of current lease, the park's operational center at Roys Point (including maintenance shops, dock space and fueling facilities for NPS boats, storage space, and some offices) will move to a facility with lower operational costs and higher sustainability.



*Sunset from Quarry Bay*

GENERAL MANAGEMENT PLAN / WILDERNESS MANAGEMENT PLAN

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## BACKGROUND

### INTRODUCTION

This *Apostle Islands National Lakeshore General Management Plan* is a shortened version of the *General Management Plan / Wilderness Management Plan / Environmental Impact Statement* that was released in April 2011 and whose Record of Decision was signed on June 28, 2011 (see appendix A). This version contains all of the prescriptive elements of the April 2011 version of the document, but omits the additional material included in the environmental impact statement for the purposes of environmental and other legal compliance.

### NATIONAL PARK SERVICE PLANNING FRAMEWORK

The purpose of a general management plan is to ensure that a national park system unit (park unit) has a clearly defined direction for resource preservation and visitor use to best achieve the National Park Service's mandate to preserve resources unimpaired for the enjoyment of future generations.

Actions identified by general management plans or in subsequent implementation plans may be accomplished over time. Budget restrictions, requirement for additional data or regulatory compliance, and competing national park system priorities may preclude implementation of many actions. Major or especially costly actions could be implemented 10 or more years in the future.

This *General Management Plan / Wilderness Management Plan* will be the basic document for managing Apostle Islands National Lakeshore for the next 15–20 years. The purposes of this plan are as follows:

- Confirm the purpose, significance, and special mandates of Apostle Islands National Lakeshore.
- Clearly define resource conditions and visitor uses and experiences to be achieved in Apostle Islands National Lakeshore.
- Provide a framework for park managers to use when making decisions about how to best protect park resources, how to provide quality visitor uses and experiences, how to manage visitor use, and what types of facilities, if any, to develop in/near Apostle Islands National Lakeshore.
- Provide direction for management of the Gaylord Nelson Wilderness, including its resources, visitors, and visitor facilities.

The planning process also ensures that this foundation for decision making has been developed in consultation with interested stakeholders and adopted by the NPS leadership after an adequate analysis of the benefits and adverse impacts and economic costs of alternative courses of action.

Legislation establishing the National Park Service as an agency and governing its management provides the fundamental direction for the administration of Apostle Islands National Lakeshore (and other units and programs of the national park system). This general management plan will build on these laws and the legislation that established Apostle Islands National Lakeshore to provide a vision for the park's future.

### **Need for the Plan**

This new management plan for Apostle Islands National Lakeshore was necessary because the last comprehensive planning effort for the park was completed in 1989. With major changes in visitor use patterns (in particular, a substantial growth in kayaking in the area), new development needs, and the changes resulting from the designation of wilderness in December 2004, the 1989 plan was outdated.

Management direction was needed for Long Island, which was acquired just before the 1989 plan was finalized. The plan also addresses other events that have occurred since 1989, including the development of the multi-agency Northern Great Lakes Visitor Center, as well as the sustainability of facilities, services, and park operations in light of rising costs and climate change. Each of these changes has implications for how visitors access and use the area, how facilities need to be used to support those uses, how the area's resources are managed, and how the National Park Service manages its operations.

A general management plan was also necessary to meet the requirements of the National Parks and Recreation Act of 1978, *NPS Management Policies 2006*, and NPS policy, which mandate development of a general management plan for each unit in the national park system. The National Parks and Recreation Act also requires that all general management plans include the following:

1. measures for the preservation of resources

2. indications of the types and general intensities of development (including visitor circulation and transportation patterns, systems, and modes), including general locations, timing of implementation, and anticipated costs
3. identification of and implementation commitments for visitor carrying capacities
4. indications of potential boundary modification

### **Wilderness Management Planning**

*NPS Management Policies 2006* requires that a wilderness management plan be prepared to guide the preservation, management, and use of this resource in national park units. These plans are intended to ensure that wilderness is unimpaired for future use and enjoyment. Planning is essential to provide a solid foundation for management and preservation of each unique wilderness. By setting goals, developing strategies, and identifying management actions to accomplish the goals, wilderness planning helps ensure park managers achieve a desired future rather than reacting to present conditions. These plans provides a dynamic framework for decision making, and also make wilderness management more effective and accountable.

Because the Gaylord Nelson Wilderness comprises most of Apostle Islands National Lakeshore, a general management plan and a wilderness management plan are intimately linked—management directions for resource preservation and visitor use in a general management plan and wilderness management plan overlap. Thus, the management plan for Apostle Islands National Lakeshore plan is a fully integrated general management plan and wilderness management plan.

## BRIEF DESCRIPTION OF THE PARK

Apostle Islands National Lakeshore, near the tip of the Bayfield Peninsula in northern Wisconsin, includes 21 islands in Lake Superior and a 12-mile-long narrow strip of mainland shoreline (see figure 2). The park is located in Bayfield and Ashland counties, within the ancestral homeland of the Ojibwe people. Established by an act of Congress (Public Law 91-424) on September 26, 1970, the purpose of the park is “to conserve and develop for the benefit, inspiration, education, recreational use, and enjoyment of the public” the islands and their related geographic, scenic, and scientific values (see appendix B for the park’s enabling legislation).

Apostle Islands National Lakeshore encompasses 69,372 acres, of which 27,323 acres are submerged lands in Lake Superior; the park boundary extends a 0.25 mile from the shore of the mainland and from each island. Eighty percent of the land area of the park was designated as wilderness in December 2004. The islands range in size from 3-acre Gull Island to 10,054-acre Stockton Island. The islands are spread out over a portion of Lake Superior nearly 290,000 acres in size—an area larger than Rocky Mountain National Park or Mount Rainier National Park.

A variety of scenic features can be found on the islands, including examples of some of the earliest and latest events of geologic history in the lower 48 states. The park features pristine stretches of sand beaches and coves; spectacular sea caves; some of the highest quality stands of remnant old-growth forests in the upper Midwest; a diverse population of birds, mammals, amphibians, and fish; and the largest collection of national register lighthouses and lighthouse complexes in the national park system. People have used the islands for thousands of years. During the historic period, people constructed residences and started farms, fishing operations, brownstone quarries, and logging camps on the islands. Several of these historic sites are listed in the National Register of Historic Places.



*Visitors at New Michigan Lighthouse*

## GUIDANCE FOR THE PLANNING EFFORT

### Purpose and Significance

#### *Park Purpose*

Purpose statements convey the reason(s) for which a national park unit was set aside as part of the national park system. Grounded in an analysis of park legislation and legislative history, purpose statements also provide primary criteria against which the appropriateness of plan recommendations, operational decisions, and actions are tested—they provide the foundation for the park’s management and use.

The purposes of Apostle Islands National Lakeshore include the following:

- Conserve and protect the outstanding collection of scenic, scientific, biological, geological, historical, archeological, cultural, and wilderness features and values of Apostle Islands National Lakeshore.
- Provide opportunities for the benefit, inspiration, education, recreational use, and enjoyment of Apostle Islands National Lakeshore.
- Secure the benefits of an enduring resource of wilderness in Apostle Islands National Lakeshore’s Gaylord Nelson Wilderness for present and future generations of Americans.

### *Park Significance*

Significance statements capture the essence of the park's importance to our country's natural and cultural heritage. Significance statements do not inventory park resources; rather, they describe the park's distinctiveness and why the area is important within its regional, national, and international contexts. Significance statements answer questions such as the following: Why are Apostle Islands' resources distinctive? What do they contribute to our natural or cultural heritage? Defining the park's significance helps managers make decisions and focus their efforts on the protection of resources and enjoyment of those values that are directly related to the park's purpose.

The significance statements for Apostle Islands National Lakeshore are as follows:

- The Apostle Islands archipelago contains scientifically important geologic features, including a highly diverse and stunningly beautiful array of coastal landforms that retain a high degree of ecological integrity.

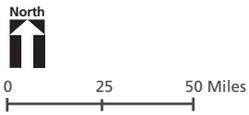
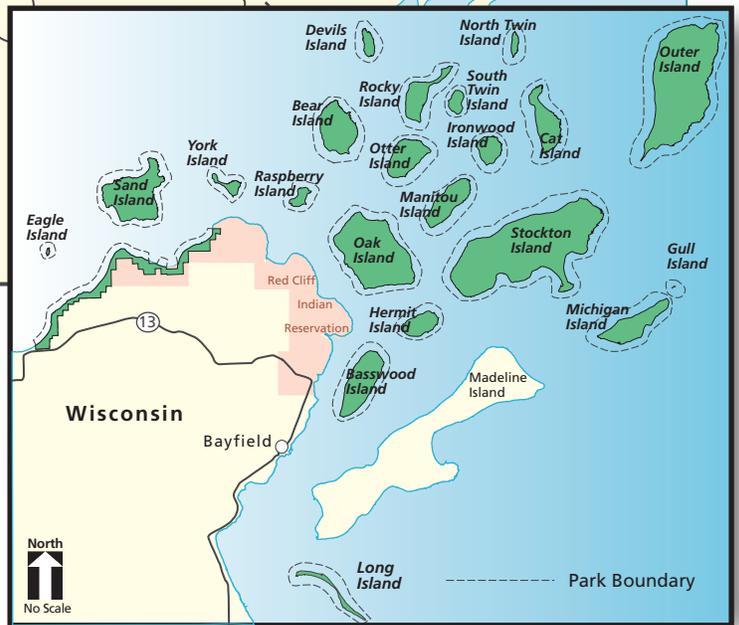
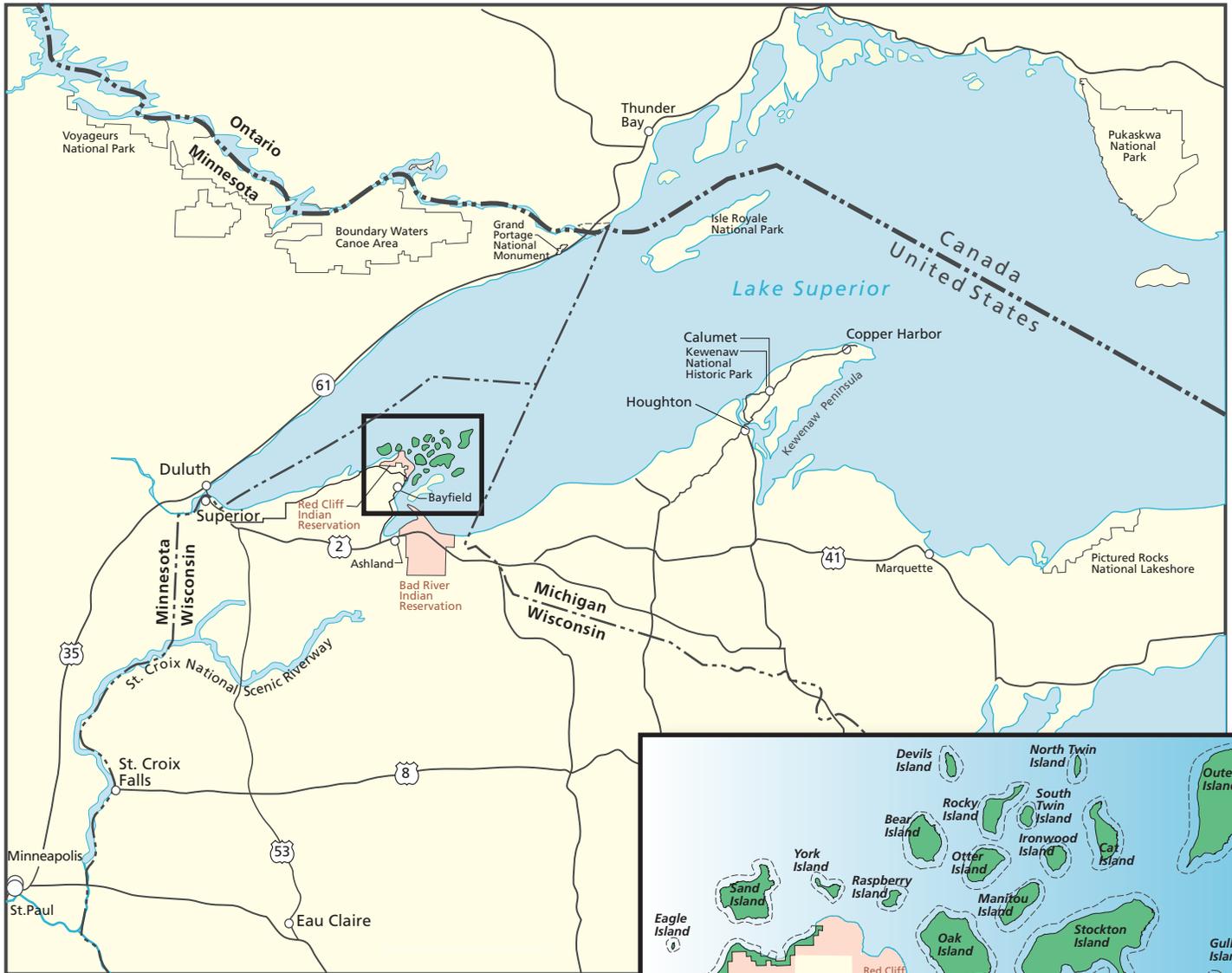
Shaped and isolated by Lake Superior and located where northern hardwoods and boreal forests meet, the islands of the park sustain rare communities, habitats, and species of plants and animals. Some of these communities are remnants of ancient forests, providing a rare glimpse into the past.

- The Apostle Islands are the traditional home of the Ojibwe people and integral to their culture. They have used the natural resources of the Apostle Islands area for centuries to sustain their way of life, and continue to do so today.
- The isolation and remoteness of the archipelago has preserved an unparalleled variety of historic and archeological resources reflecting human response to the Great Lakes maritime environment.

- The Apostle Islands National Lakeshore has the largest and finest collection of lighthouses in the country.
- Despite hundreds of years of human occupation and use, the Apostle Islands and Lake Superior remain among the wildest places in the Great Lakes, where the unbridled forces of nature prevail.
- The rare combination of remote but accessible scenery, geography, and both open and protected waters affords unparalleled freshwater sailing, boating, sea kayaking, and fishing opportunities.
- The "island experience" of the Apostle Islands, which includes quiet, relative solitude, and clear night skies, continues to provide, as it has for generations, a recreational and rejuvenating experience for people seeking relief from the stresses of their everyday lives.



*Raspberry Island Light Station*



Apostle Islands National Lakeshore  
 Indian Reservation

FIGURE 1

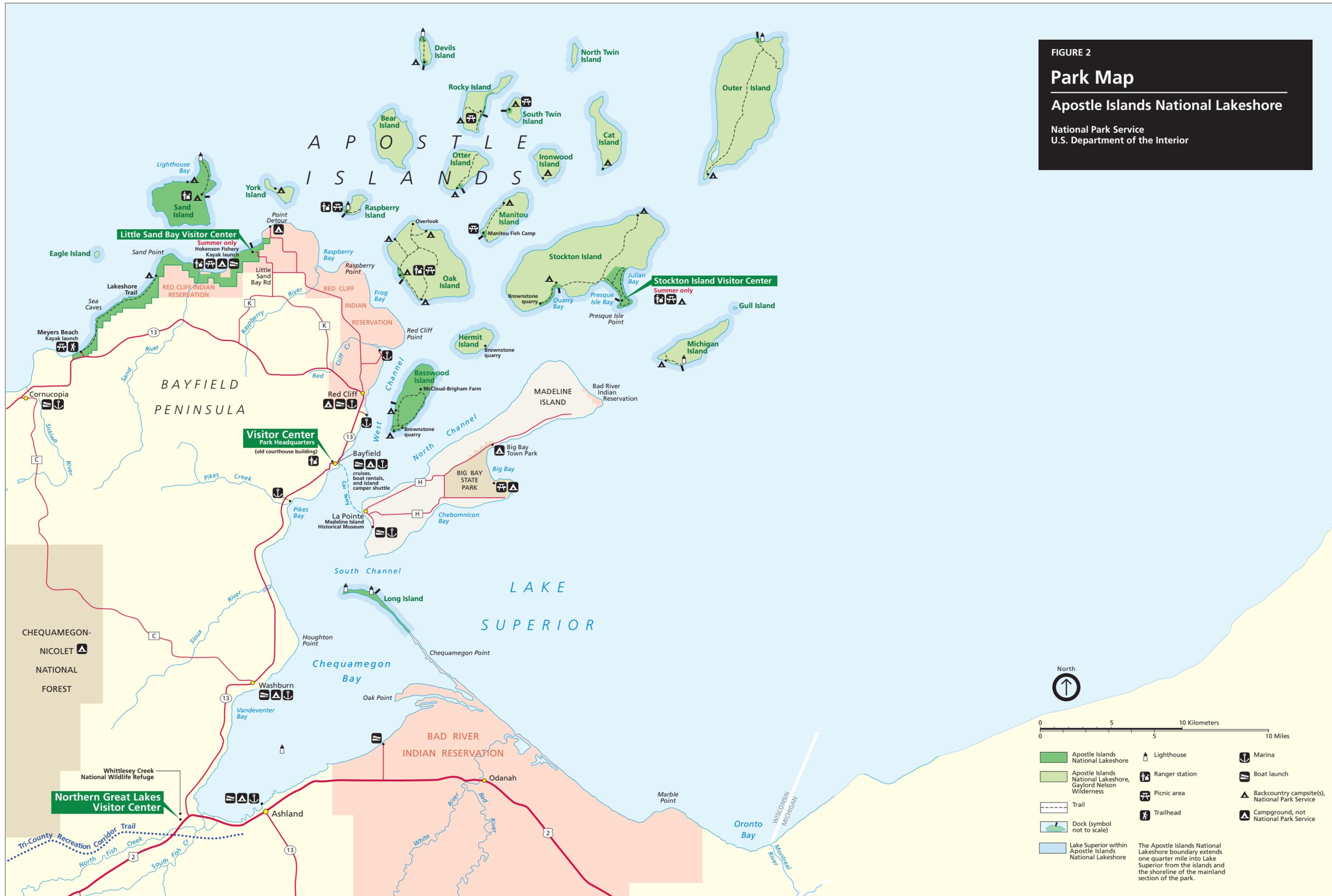
## Location

### Apostle Islands National Lakeshore

National Park Service  
 U.S. Department of the Interior  
 DSC • 633 • 20077 • August 2011



**FIGURE 2**  
**Park Map**  
**Apostle Islands National Lakeshore**  
 National Park Service  
 U.S. Department of the Interior



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## **Fundamental Resources and Values**

Fundamental resources and values are systems, processes, features, visitor experiences, stories, and scenes that deserve primary consideration in planning and management because they are critical to maintaining the park's purpose and significance. The following fundamental resources and values have been identified for Apostle Islands National Lakeshore.

### *Coastal Features and Processes*

- diverse collection and high degree of integrity of coastal features and processes such as tombolos, sand spits, cusped forelands, barrier spits, beaches, sandstone cliffs, clay bluffs, shoals, and lagoons

### *Natural Environment*

- rare plant communities such as dune/lagoon complexes, unbrowsed forest communities, old-growth stands, and cliff communities
- important bird habitat including resting areas for migratory birds, nesting areas for summer residents including colonial birds, and critical piping plover habitat
- clean air and water, including healthy aquatic environments

### *Ethnographic Resources*

- the resources associated with the Ojibwe homeland, such as ethno-botanical resources and the stories of the Ojibwe cultural connections

### *Historical and Archeological Resources*

- resource extraction sites, including quarries, logging camps, and fishing sites
- pioneer settlements
- historic recreational facilities
- archeological resources, including submerged cultural resources

### *Light Stations and Cultural Landscapes*

- historic structures associated with lighthouses
- cultural landscapes associated with the light stations (e.g., ground clearing, gardens, relationships to old-growth forests due to lighthouse reservations)

### *Stories and Collections*

- continuing and evolving stories of the area's cultural heritage, including oral histories, diaries, archives, photos, documentation, administrative history
- stories and related documents associated with the lighthouses and lightkeepers

### *Wilderness Values*

- wilderness qualities (high degree of naturalness and primitive recreation opportunities) including the phenomenon of re-wilding; lands that were settled, logged, and quarried are naturally returning to their former condition
- sense of discovery associated with viewing and learning about the historic and continuing relationship between humans and the natural resources of the islands
- sense of adventure and challenge where "the lake is the boss"

### *Recreational Opportunities*

- access to open and protected waters
- the challenge and opportunity of safely navigating and recreating on Lake Superior
- diverse marine recreational activities
- access to sea caves and shipwrecks



*Forest on Stockton Island*

### *The “Island Experience”*

- sensory experiences such as solitude, isolation, challenge, and adventure
- natural light and soundscapes
- discovering and accessing pristine beaches
- great vistas including views of and from the lighthouses, undeveloped shorelines, long-distance views across the lake, views of the horizon, views of sailboats, views of wildlife

### **Primary Interpretive Themes**

Interpretive themes are ideas, concepts, or stories that are central to the park’s purpose, significance, identity, and visitor experience. The primary interpretive themes define concepts that every visitor should have the opportunity to learn. Primary themes also provide the framework for the park’s interpretation and educational programs; influence the visitor experience; and provide direction for planners and designers of the park’s exhibits, publications, and audiovisual programs. Subsequent interpretive planning may elaborate on these primary themes. Following are the primary interpretive themes for Apostle Islands National Lakeshore—the most important ideas or concepts to be communicated to the public about the park:

- At the center of the continent, Lake Superior has long served as a highway of commerce connecting the Apostle Islands region to a global economy,

thereby transforming the landscape and its people.

- The stories of Apostle Islands National Lakeshore reveal themselves along edges where water meets land and sky, field meets forest, culture meets culture, and past meets future.
- After being altered by centuries of human use, the Apostle Islands’ environment is regaining its wilderness characteristics.
- The Apostle Islands have long attracted people to Lake Superior’s shore to enjoy world-class opportunities for a variety of recreational experiences.
- The Apostle Islands’ protected plant and animal communities, remote yet not removed from outside influences, serve as indicators to help measure the pulse of the planet.
- Lake Superior defines the Apostle Islands, shapes its ecosystems, and sustains life in the region.
- Dynamic and uncontrollable, Lake Superior is a force to be encountered on its own terms.

### **SPECIAL MANDATES AND ADMINISTRATIVE COMMITMENTS**

Special mandates are legislative or judicial requirements that are specific to a particular unit of the national park system.

Administrative commitments are legally binding agreements that have been reached through formal, documented processes.

### **Treaty Rights and Other Reserved Tribal Rights**

The Apostle Islands region is located within the heart of the ancestral homeland of the Ojibwe people. As such, the area’s significance to Ojibwe traditions and culture cannot be overstated. Ojibwe treaty rights will continue to be honored under all of the alternatives being considered in this document—the plan will not impede, prevent, or in any way negate

tribal reserved or treaty guaranteed rights. The general management plan/wilderness management plan will not, and indeed cannot, affect the harvesting of plants or plant materials, hunting, fishing (including commercial fishing in Lake Superior), or trapping rights, although with appropriate consultation with affected tribal governments it may affect the manner in which treaty rights are exercised. For the Apostle Island National Lakeshore, these rights are reserved by the tribes and guaranteed by the United States in the treaties of 1842 and 1854, and have been affirmed in a number of court cases, including *State of Wisconsin v. Gurnoe* and *Lac Courte Oreilles Band of Chippewa Indians v. Voigt*. In addition, for those portions of the park that might lie within the boundaries of their reservations, the Red Cliff Band of Lake Superior Chippewa Indians and the Bad River Band of the Lake Superior Tribe of Chippewa Indians enjoy a number of other rights of self-governance and self-determination that are reserved and protected in the Treaty of 1854 and other federal enactments.

### **General Agreement with the Ojibwe Bands**

The National Park Service is developing a memorandum of understanding with Ojibwe bands possessing rights that were reserved under the treaties of 1842 and 1854 with respect to Apostle Islands National Lakeshore. This agreement will describe the manner in which these rights may be exercised in the off-reservation portions of Apostle Islands National Lakeshore.

### **Wilderness**

The Gaylord Nelson Wilderness, established on December 8, 2004, includes 80% of the land area of the park (approximately 33,500 acres of the park's 42,160-acre land base). The wilderness includes all of Bear, Cat, Eagle, Gull, Hermit, Ironwood, North Twin, and York islands, and most of Michigan, Otter, Outer, Raspberry, Rocky, South Twin, Devils, Manitou, Oak, and Stockton islands. The waters of Lake Superior within the park are not included in the wilderness area, nor are the lighthouses or other existing developed

areas of the park. No parts of Sand, Basswood, or Long island are included in the wilderness, and neither is the park's 12-mile mainland strip.

### **Hunting, Fishing, and Trapping**

The enabling legislation (Public Law 91-424) of Apostle Island National Lakeshore permits hunting, fishing, and trapping in the park in accordance with appropriate laws of Wisconsin and the United States. The legislation also gives park managers the flexibility to "designate zones where, and establish periods when, no hunting, trapping, or fishing shall be permitted for reasons of public safety, administration, fish or wildlife management, or public use and enjoyment."

### **Use of Snowmobiles and Off-Road Vehicles in the Park**

Special regulations specific to the park, listed in *36 Code of Federal Regulations* Part 7, Section § 7.82, identify restrictions involving the use and operation of snowmobiles and off-road vehicles, and allow the use of ice augers and fishing activities under applicable state law.

### **Navigational Aids**

Under federal law, navigational aids (lights) continue under the jurisdiction of the U.S. Coast Guard so long as they are required, while the National Park Service manages the historic structures and facilities associated with the navigational aids.

### **Bayfield Visitor Center GSA Lease**

The Bayfield park headquarters and visitor center in the Old Bayfield County Courthouse is leased from the city of Bayfield by the General Services Administration (GSA). The annual lease covers administrative office space, parking space, the visitor center, and building maintenance and janitorial services. The lease expires on July 16, 2012.

### **Roys Point GSA Lease**

The Roys Point maintenance facility, including the warehouse, office space,

equipment storage, shops, and dock space, is leased from Roys Point Partners by the General Services Administration. The lease expired in 2008, but has been renewed for the short term.

### **Apostle Islands Cruises Contract**

Apostle Islands Cruises is authorized by the National Park Service as a park concessioner to serve the public within the Apostle Islands National Lakeshore. The concessioner offers a variety of narrated sightseeing cruises, island shuttles, and charter trips to islands and offshore locations throughout the park. Trips leave from Bayfield daily from late May to the middle of October. The contract expires at the end of 2015.



*Concessions Boat*

### **Agreement with the Town of Russell Regarding Operation of Little Sand Bay**

The Town of Russell owns and manages recreational facilities on an 11-acre tract within the park at Little Sand Bay. The town and National Park Service signed a memorandum of understanding, effective December 31, 2004, regarding operation of the Little Sand Bay area. The agreement covers shared use of the sewage treatment system, restrooms, shower facilities, and drinking water; maintaining the breakwall, boat ramp, and navigation lights; dredging the harbor and storing dredged materials; removing snow and roadside mowing; maintaining signs; maintaining town access to the memorial on York Island; and working

together on kayak launching area issues. The agreement was renewed in April 2011.

### **Agreement with the State of Wisconsin Regarding the Protection of Submerged Cultural Resources and Bottomlands**

The National Park Service signed a memorandum of understanding with the state of Wisconsin Historical Society regarding the protection of submerged cultural resources on December 1, 2002. This agreement was renewed in April 2011.

### **Interagency Agreement on the Northern Great Lakes Visitor Center**

The National Park Service has a memorandum of understanding with the U.S. Forest Service to cover the costs of operating the visitor center near Ashland. Apostle Islands National Lakeshore is a partner in this center and oversees the front desk operations and the facility management program. The agreement expires at the end of 2011 and is expected to be renewed.

### **Other Valid Rights**

Several individuals have life-lease use and occupancy rights in the park. There are several inholdings, public roads, rights-of-way, and mineral rights held by the townships of Russell and Bayfield, and the counties of Bayfield and Ashland. Above- and below-ground utility lines owned by the Bayfield Electric Cooperative Association and Wisconsin Bell also exist. The general management plan will not affect the owners of various valid property rights within the park boundary. This includes county and township owned lands and mineral right owners. The National Park Service will continue to honor and respect the valid rights of these entities and individuals under all of the alternatives.

## DESIRED CONDITIONS AND STRATEGIES

NPS *Management Policies 2006* states that “The National Park Service will use all available authorities to protect lands and resources within units of the national park system.”

Through the planning process, the National Park Service identified the desired conditions for Apostle Islands National Lakeshore and management strategies that will be implemented to achieve those conditions consistent with applicable laws and NPS *Management Policies 2006*. While tailored to Apostle Islands, these conditions and strategies are the “hows” that apply to the entire realm of park management above and beyond the specific actions outlined in this plan. There are many actions that the National Park Service is committed to working towards, and statements that “The National Park Service will . . .” are considered a full part of the plan. The full narrative of desired



Sea Caves

conditions and strategies for Apostle Islands National Lakeshore appears in appendix C.

## SCOPE OF THE GENERAL MANAGEMENT PLAN/ WILDERNESS MANAGEMENT PLAN

### Planning Issues and Concerns Addressed

Seven major issues and concerns are addressed by this plan. The plan also provides some general directions for another issue—climate change. In addressing all of these issues, the planning team also needed to consider another basic underlining issue: How can the National Park Service effectively and efficiently manage the park with limited budgets and rising costs.

### *Future of the Light Stations*

Apostle Island National Lakeshore’s six light stations were established between 1856 and 1891 to aid navigation through this portion of Lake Superior. They represent the largest and most diverse collections of light stations in the United States and are collectively listed in the National Register of Historic Places. The light stations are the most visible historic resources in the park, and they are viewed by many as icons inextricably linked to the region’s cultural history. Cultural landscape features associated with the light stations (e.g., keeper’s quarters, outbuildings, walkways, gardens, and historic archeological remains) contribute to the overall understanding and appreciation of light station activities and operations during the latter half of the 19th century and the first half of the 20th century. The light stations continue to function as vital navigational aids, demonstrating their ongoing importance to Great Lakes ship traffic and national commerce.

With the exception of Raspberry Island Light, which was restored in 2005-2006, structural stabilization and/or rehabilitation work is needed for all the other light stations. The lighthouses are kept “presentable” on the exterior, but the interiors are sorely in need of preservation. A growing number of safety

deficiencies (such as deteriorating handrails) also are making it increasingly difficult to provide access into the lighthouses. In addition, natural weathering and erosional processes have resulted in deterioration of the light stations and associated resources, threatening the long-term structural and historical integrity of these properties. Severe shoreline erosion adjacent to the light stations necessitated the installation of rubble rock revetments to stabilize steep slopes and protect historic resources at Raspberry Island in 2002-2003 and Outer Island in 2004.

Vegetation is encroaching into formerly cleared areas around many of the light stations, contributing to the loss of some of the cultural landscape as well as the buildup of fire fuels. As a result, wildland fire poses an increased risk to the light stations, although fire frequency on the islands is low.

The issue facing the National Park Service is to determine which level of preservation is appropriate for each of the light stations. Preserving, maintaining, interpreting, and studying the light stations requires a substantial allocation of the park's budget. The logistical difficulties of undertaking historic preservation activities within the park add considerably to costs. The park does not have, and is not likely to receive, sufficient funds to do regular maintenance and other preservation treatments on all of the light stations and associated structures. The park also does not have enough staff to interpret and maintain all of the light stations.

Decisions regarding appropriate treatment of the light stations will be documented following completion of detailed historic structure and cultural landscape reports in 2011.

#### *Future of the Life Estates and the Expired Use and Occupancy Properties*

The legislation that established Apostle Islands National Lakeshore (Public Law 91-424) enabled owners with improved properties in the park to continue non-commercial residential use of the properties

for a term of up to 25 years or for life (i.e., life estates) if they wanted to continue using the properties following the sale to the federal government. Those who chose to retain the right of use and occupancy were compensated up front for the fair market value of their properties, minus the value of the reserved interest. All of the fixed term use and occupancy estates have expired.

Three life estates still exist on the southeast tip and west end of Sand Island (covering a total of about 59 acres, including Camp Stella, the Campbell-Jensch cottages, and the West Bay Club); another life estate is on the sandspit on the southeast side of Bear Island (about 10.5 acres); and three other life estates are on the eastern shore of Rocky Island (about 16 acres, including part of the fishing settlement). All properties encumbered by life estates are owned in fee by the United States, subject to the outstanding life estate interest. Owners of life estates are required to maintain the properties.

The structures and landscapes in the park's use and occupancy properties and life estates have been maintained by the lessees to varying degrees. Many of the structures have been well maintained, but some are in poor condition. Some of the structures, such as the West Bay Club and Camp Stella, have been determined eligible for listing in the National Register of Historic Places, although historic structure and cultural landscape reports still need to be completed for most of the properties.

When these remaining properties come under NPS management, park staff will assume responsibility for their maintenance needs. Priorities need to be set regarding the uses and level of preservation for each property, structure, dock, and landscape. As publicly owned components of the park, it is imperative that the public interest be the paramount consideration for these properties.

### *Appropriate Management of the Nonwilderness Areas on the Islands and Waters within the Park Boundary*

This issue focuses on what changes should occur, if any, in the visitor experience opportunities, resource conditions, and facilities on the islands and portions of the islands that are not designated wilderness. These areas, such as Sand Island and Stockton-Presque Isle, are among the most popular areas in the park. Basswood and Sand islands were not included in the designated wilderness in order for the National Park Service to have flexibility in the future to possibly provide limited developments to address a variety of visitor needs and experiences that wilderness designation would preclude. Long Island also was not included in the designated wilderness.

Several factors affect this issue. The overall number of visitors going to the nonwilderness areas on the islands has remained relatively steady over the past 10 years. Campsites are sometimes full on the weekends during the peak season. Visitors often cannot get the campsites they want when they want them, such as on Sand, York, and Oak islands. Some people would like the National Park Service to provide more visitor facilities and/or opportunities for visitors on the islands, while others believe no changes should occur. Kayak outfitters are interested in additional group campsites, such as on Sand, Oak, and Basswood islands. There are only a few such sites, which limits where large kayak groups can go. Desires have also been expressed for more day use picnic areas, such as on Raspberry, Stockton, and Sand islands.

Some of the park's campsites are showing signs of overuse. The design or condition of some campsites has led to soil compaction and the loss of vegetation.

Some nonwilderness areas have sensitive resources and are vulnerable to damage from visitors, such as on Stockton Island – Presque Isle and Long Island. An extensive network of social trails (i.e., those created by visitors) has formed on the Stockton-Presque Isle

tombolo, affecting the fragile dune vegetation that grows there. The Stockton Island – Presque Isle campground also occupies prime black bear habitat. With campsites stretched out over a long distance, the potential for bear-people conflicts is higher than with nearly any other potential design. Problems with bears can lead to the closure of campsites, docks, and trails, or to the removal of a bear.

Long Island supports important habitat for migratory birds and piping plovers, an endangered species. Due to its proximity to Ashland and Washburn, the island also is a popular day use area for local residents. Because the island has few signs of being part of a national park unit and rarely has NPS staff present, illegal uses have occurred here, such as the use of jet skis in park waters (which are banned in the park) or dogs off leash on the land. The Bad River Band of the Lake Superior Tribe of Chippewa Indians has in the past expressed interest in any issues affecting Long Island.



*Stockton-Presque Isle Dock*

The logistics of transporting goods and staff via boats to the islands, spread out over some 290,000 acres and with highly changeable weather, makes operation of the park very challenging—and costly. The park staff does not have sufficient funds or enough people to adequately meet all of the needs it faces in the nonwilderness areas, including maintaining current campsites, trails, docks, and other visitor and administrative facilities; providing

interpretive and visitor protection services; and inventorying, monitoring, and managing resources. As a result, difficult decisions need to be regularly made on what work gets done and what is put off. Adding new facilities will increase demands and costs for the park staff.

### *Appropriate Management of the Gaylord Nelson Wilderness*

This issue focuses on what changes should occur, if any, in the visitor experience opportunities and visitor facilities and in the natural resource conditions on the islands and portions of the islands that are designated wilderness.

Several factors affect this issue. Although a relatively small percentage (less than 20%) of overall island visitors spend time in the wilderness, that number has been holding steady or increasing in some areas over time. In particular, the number of kayakers, who can land and camp along many of the islands' shorelines, has been increasing.

Some wilderness campsites are showing signs of overuse. Like the nonwilderness campsites, the design or condition of some wilderness campsites has led to resource impacts. In the camping zones that do not have designated campsites, people sometimes repeatedly camp in the same desirable locations near beaches on some islands, resulting in "unofficial" campsites with compacted soils, disturbed vegetation, trash, and human waste.

Some areas in the wilderness have sensitive resources and are vulnerable to damage from visitors, such as sandscapes on Outer and Cat islands.

Another issue related to wilderness is determining when and under what conditions should managers actively intervene in wilderness. As established by the Wilderness Act, the objectives to manage wilderness for ecological conditions (the forces of nature) and for wildness (minimal imprint of man's work) can be in conflict.

Finally, as in the nonwilderness areas, the logistics of transporting goods and staff via boats to the islands is very challenging and costly.

### *Appropriate Management of the Mainland Unit*

This issue only examines the future of NPS lands on the mainland within the park boundary—not the mainland visitor centers and administrative facilities.

The mainland portion of Apostle Islands National Lakeshore consists of a 12-mile narrow strip of shoreline, often only 0.25 mile wide, lying between Little Sand Bay and Meyers Beach. Two-thirds of the mainland unit falls within the boundaries of the Red Cliff Indian Reservation. The mainland unit is fragmented by four-wheel drive roads and nonfederal land. The Town of Russell has an 11-acre inholding within the park at Little Sand Bay and maintains a boat launch, campground, small parking area, and baseball field next to the NPS facilities. Development of residences is expected to continue increasing along the boundary of the mainland unit.

Almost all of the use of the mainland unit occurs at its two ends, which are easily accessible by road. On one end the park staff maintains one of the park's major visitor facilities at Little Sand Bay. On the other end, Meyers Beach has recently become a popular day use area in both summer and winter, since it is the primary access point to the mainland sea caves. Together, Little Sand Bay and Meyers Beach account for more than half of the park's total visitation in recent years.

This issue focuses on what visitor experience opportunities should be offered on the mainland unit. What changes should occur, if any, in the current visitor experience opportunities and related visitor facilities? Should the mainland provide its own recreational and educational/interpretive opportunities, distinct from the islands, or should the mainland primarily serve as a portal for visitors going out to the islands?



*Little Sand Bay*

### ***Future of the Mainland NPS Visitor Centers***

Two mainland visitor centers are operated by the National Park Service. The main park visitor center is in Bayfield, while a smaller visitor center is at Little Sand Bay. In addition, the National Park Service cooperates in the operation of the multiagency Northern Great Lakes Visitor Center near Ashland.

The Bayfield Visitor Center is in the Old Bayfield County Courthouse that is leased from the city of Bayfield. In the 1970s, the city and a group of concerned citizens rallied to restore the courthouse and ensure its long-term preservation. Although the NPS presence in the building has helped in that regard, the building is several blocks from the waterfront where most tourists congregate, and only about 10%–15% of the 150,000 to 200,000 visitors coming to the park actually stop at the visitor center. An even smaller fraction of Bayfield’s tourists come to the Bayfield Visitor Center. The space at the Bayfield Visitor Center is cramped for visitor exhibits and the bookstore. The building also has no room for storage, expansion, or sharing space with any partners.

The Little Sand Bay Visitor Center is a seasonal operation at a major visitor site. It is a small facility and does not have adequate space for visitor exhibits. The building has physically deteriorated and cannot be restored in a cost-effective way.

The Northern Great Lakes Visitor Center near Ashland, which opened in 1998, has excellent space for exhibits, visitor information services, and education programs. The mission of the visitor center is to help people connect with the historic, cultural, and natural resources of the Northern Great Lakes region. Thus, the center has a much broader focus than just the park. The National Park Service helps fund and staff this visitor center as part of a partnership with the U.S. Forest Service, U.S. Fish and Wildlife Service, and State of Wisconsin and local organizations. NPS funding for that partnership vies with funding for the rest of the park, and therefore is not likely to increase beyond the current level. Although many tourists stop at the visitor center, it is not clear how many park visitors use this facility.

This issue looks at whether or not the existing NPS mainland visitor centers are providing services (e.g., visitor orientation, interpretation, assistance) effectively. Are all of these visitor centers needed? Are they being used by visitors and meeting their needs? Or are there other possibilities for the operation of the mainland visitor centers?

### ***Future of NPS Operational and Administrative Facilities on the Mainland***

The National Park Service has administrative and/or operational facilities in the Bayfield Visitor Center (park headquarters), at Little Sand Bay, and at Roys Point. Most of the park administrative offices are in the Bayfield headquarters/visitor center. This historic building is leased from the city. There is no space for growth in staff in the building. Because the headquarters does not include a marina on the waterfront and is across the peninsula from the mainland unit, staff must frequently drive either 3 miles to Roys Point or 13 miles to Little Sand Bay.

The Little Sand Bay administrative and operational facilities consist of seasonal dormitories, one permanent staff residence in a historic structure, docks, fuel facilities, artifact storage space, offices for several

rangers, and a fire cache. Most of the structures were designed as seasonal facilities and are of marginal quality and construction. Most of the facilities pre-date the establishment of the park and some are either historically significant or of great interest to some members of the local community. The National Park Service needs to be sensitive to these concerns.

Roys Point has a large warehouse (which also provides offices for rangers and maintenance staff), docks, fuel facilities, workshops, and storage space for boats, vehicles, and equipment. The Roys Point facility is being hemmed in by private residential and marina development on all sides. The Roys Point facilities are leased. Long-term decisions on the renewal of this lease are contingent, in part, on the direction of this plan.

This issue focuses on whether or not the existing administrative and operational facilities are functioning effectively and efficiently, meeting the needs of both park staff and visitors. With the facilities being in the three locations mentioned above, the park staff is fragmented. The lack of a central facility means that critical tools, equipment, and supplies must be stored in several locations. Staff must travel back and forth between the facilities. Likewise, the ability of the park staff to respond to emergencies (e.g., search and rescue and law enforcement) is not as effective as it could be due to the staff being scattered on the mainland. Roys Point has an advantage of being a good location to access the islands to respond to an emergency; the response time from Bayfield is slightly longer.

Apostle Islands is a leader both in the National Park Service and in northern Wisconsin in sustainable practices. As the two most energy-intensive facilities the park operates (Roys Point and the park headquarters/visitor center) are leased, the park's ability to increase sustainability and reduce energy consumption is currently significantly constrained. Retrofits to existing facilities, decisions whether to lease or own, and locations of future facilities must all consider the long term impact on

sustainability (see Appendix C: Desired Conditions and Strategies).

### *Climate Change*

Climate change refers to any significant changes in average climatic conditions (such as mean temperature, precipitation, or wind) or variability (such as seasonality and storm frequency) lasting for an extended period (decades or longer). Recent reports by the U.S. Climate Change Science Program, the National Academy of Sciences, and the United Nations Intergovernmental Panel on Climate Change provide clear evidence that climate change is occurring and will accelerate in the coming decades. While climate change is a global phenomenon, it manifests differently depending on regional and local factors.

Climate change is expected to result in many changes to the Lake Superior region and Apostle Islands National Lakeshore in particular. Some of these changes are already occurring. There are documented increases in air and lake temperature and reductions in ice cover locally, and evidence that spring events are happening earlier regionally. Changes that are expected to occur in the future in the area include hotter, drier summers; warmer winters; less winter ice; warmer water; lower lake levels; rapidly increasing range of nonnative species like gypsy moths; increases in the frequency, size, and intensity of forest fires; reductions or disappearance of species at the edges of their ranges (which includes almost all of the unique species on the Great Lakes islands), among other changes (Schramm and Loehman 2010).

Climate change will also affect the visitors' park experience in a variety of ways, including

- changes in wildlife-dependent activities, such as bird-watching
- longer summer season
- shorter winter recreation season
- infrastructure problems (e.g., fixed docks may be too high and water may be too shallow to access some docks)
- new navigational hazards (e.g., sand bars)

- increasing frequency and intensity of severe storms, which may lead to more rescues
- longer mosquito and black fly seasons
- changes to recreational fishing opportunities due to fish habitat changes as water warms, the season length changes, and the depth of warm surface waters expands

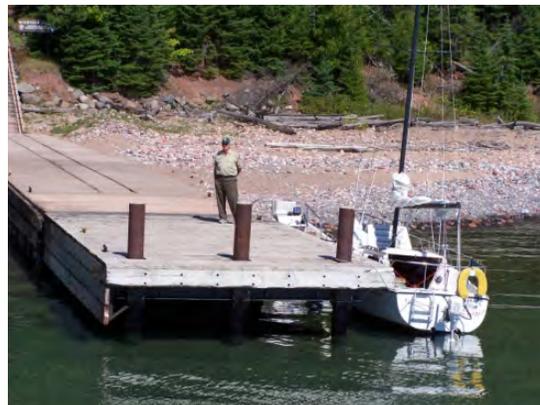
Climate change may have potential impacts on cultural resources. For example, lower water levels in Lake Superior could result in the exposure of submerged archeological resources near the shorelines of the islands. Exposure of these resources, including historic shipwrecks and currently unidentified prehistoric sites, could place them at increased risk of disturbance from erosion, development, visitor use activities, looting, and other factors. Although historic structures and cultural landscape features are currently at some risk from wildland fires and storm damage, these risks could potentially increase as climate change intensifies the severity of regional fires, and storms.

Climate change is a far-reaching and long-term issue that will affect the park, its resources, visitors, and management, beyond the scope of this general management plan / wilderness management plan and its 15- to 20-year timeframe. Although some effects of climate change are considered known or likely to occur, many potential impacts are unknown. Much depends on the rate at which temperature will continue to rise and whether global emissions of greenhouse gases can be mitigated before serious ecological thresholds are reached.

Climate change science is a rapidly advancing field, and new information is being collected and released continually. Because the drivers of climate change are largely outside the control of park staff, the National Park Service alone does not have the ability to prevent climate change from happening. The full extent of climate change impacts to resources and visitor experience is not known, nor do

managers and policy makers yet agree on the most effective response mechanisms for minimizing impacts and adapting to change. Thus, unlike the other issues noted above, this plan does not provide definitive solutions or directions to resolving the issue of controlling impacts of climate change on Apostle Islands National Lakeshore. Rather, the plan provides some general directions and strategies that can help minimize the park's contribution to climate change (see the desired conditions and strategies in appendix C).

The plan also recognizes that the management actions and facilities being proposed in all of the alternatives need to be adopted with future climate change and impacts in mind because past conditions are not necessarily useful guides for future planning.



*Low water conditions at Michigan Island dock*

### **Planning Issues and Concerns Not Addressed**

The terms of life estates on use and occupancy properties will not be extended or changed. It was the intent of Congress when the park was established to fully integrate these properties into the park when the contracts expired.

Under the enabling legislation establishing Apostle Islands National Lakeshore, the park boundary extends 0.25 mile from the shoreline of the mainland unit and around each island. Although many visitors probably consider the waters between the islands to be part of the park, the state of Wisconsin

controls the remainder of the archipelago's waters. (The National Park Service has jurisdiction over less than 15% of the waters.) The state has designated the waters in the lakeshore boundary as Outstanding Resource Waters; currently there is not a proposal for the water between the islands to carry the same designation. In a related but separate issue, the multiple jurisdictions evident in the Apostle Islands archipelago makes it challenging for visitors and managers to ascertain what is in and outside the park. A boundary change incorporating more of the waters of the archipelago would enable the National Park Service to enforce one consistent set of rules and activities for more of the Lake Superior water resources between the islands. As a part of the planning process, the planning team assessed the park boundary and determined the boundary was adequate to protect resources and provide for visitor use and park operations at this time. The separate issue of jurisdiction did not, at this time, rise to a need requiring a formal boundary change. Should conditions change, these issues may be reevaluated as necessary.

## IMPLEMENTATION OF THE PLAN

The implementation of the approved plan will depend on future funding. The approval of this plan does not guarantee that the funding and staffing needed to implement the plan will be forthcoming. Full implementation of the actions in this plan could be many years in the future.

This *General Management Plan / Wilderness Management Plan* does not describe how particular programs or actions should be prioritized or implemented. Those decisions will be addressed in more detailed future planning efforts. Other future program and implementation plans, describing specific actions that managers intend to undertake and accomplish in the park, will tier from the desired conditions and long-term goals set forth in this plan.

The implementation of the plan also could be affected by other factors, such as changes in NPS staffing, visitor use patterns, and unanticipated environmental changes. Native American tribes and the State Historic Preservation Officer will need to be consulted, as appropriate, on actions that could affect cultural resources.

In addition, it needs to be recognized that climate change is occurring, which will affect the park in myriad ways, both during the 15- to 20-year life of this plan and beyond. It is likely that park staff will need to employ adaptive management\* in response to these changes, and that elements of the plan may need to be modified. For example, if lake levels continue to drop, some existing docks may no longer be useable without additional action, while new docks or improvements to docks called for in this plan may no longer be feasible or appropriate. Depending on the nature of climate and resulting changes that occur, the National Park Service would either take additional actions consistent with the management directions in this plan or, if necessary, amend or replace the plan. In all cases appropriate environmental compliance would occur before new actions are taken.

### **\*Adaptive Management**

Adaptive management can be described as a series of repeating incremental steps: collect information on an existing problem, analyze it, propose appropriate interventions, implement the interventions, monitor the interventions, and, if needed, use additional interventions to address the problem.





## THE PLAN

### INTRODUCTION

The primary focus of this general management plan / wilderness management plan is on continuing the park's current management direction. The park will continue to look and feel much the way it does today. The plan addresses a number of issues that provide clarity of direction for the future. All items with significant financial implications are subject to future budgets and there will be additional opportunities for public engagement on site-specific designs to implement the plan.

Preservation of natural and cultural resources remains a top priority. The current mix of recreational activities will stay the same. There will be no change in the number of public docks, although some will be relocated, improved, or expanded. The Raspberry Light Station will continue to be the focal point for cultural resource interpretation and its cultural landscape will be rehabilitated consistent with plans developed but never implemented prior to the light station restoration. Wilderness management will remain consistent with current direction, with no net change in campsite numbers or trail miles, although there could be relocations. The National Park Service will continue to have visitor centers in Bayfield, Little Sand Bay, Stockton Island, and the Northern Great Lakes Visitor Center. The park will continue to be a leader in sustainable practices.

### MANAGEMENT OF SPECIFIC AREAS AND ISSUES

#### Light Stations

Under the plan, two or more light stations (choosing from Sand, Outer, or Michigan Island) will be restored or rehabilitated for cultural resource preservation and interpretive opportunities, similar to what was done for the Raspberry Island light. Criteria for choosing the light stations will include ease of transporting visitors, level of visitor interest, operational costs, financial feasibility of additional transportation opportunities, and recommendations of the 2011 "Cultural Landscape/Historic Structures Plan / Environmental Assessment." Restoration work will include both interior and exterior elements of the light stations. The cultural landscapes for the restored light stations will be partially or fully rehabilitated.

Due to a failed roof prior to NPS ownership, the Long Island light station triplex has severe environmental and safety degradation that may not be feasible to repair, and is the subject of an ongoing "Historic Structure Report/Cultural Landscape Report and Environmental Assessment." If feasible and cost effective, it may be rehabilitated for NPS staff housing to increase resource protection and provide some limited visitor information.

At the Raspberry Island light station, the cultural landscape will be restored to the degree possible, as described in the approved "Raspberry Island Light Station Cultural Landscape Report and Environmental Assessment" (NPS 2004f). This restoration work will address historic patterns of circulation, pathways, and outbuildings.

For the remaining light stations, additional efforts will be focused on preserving the exteriors of the structures. The cultural landscapes in the immediate vicinity of the light stations will be stabilized and preserved. Vegetation encroaching on the light station clearings will be removed. If there are no other options available to ensure the long-term preservation of a light station, and if it is economically feasible, a light station may be adaptively reused for overnight public lodging in order to offset the cost of protecting the resource. However, the National Park Service will only consider this option if the private sector will pay the entire cost of the conversion, and if public access to the light station is maintained. Further environmental documentation will be required, and the public will be engaged in this effort.



*Outer Island Lighthouse*

### **Former Use and Occupancy/ Current Life Estate Properties**

If during the life of the plan the former use and occupancy/current life estate property leases expire, the park staff will evaluate these properties for potential inclusion in the National Register of Historic Places, including determinations of which buildings will be considered contributing structures, i.e., structures that contribute to the significance of a national register property. The buildings will also be evaluated for safety and utility to the National Park Service for park operations. Structures that are not listed in or eligible to be listed in the national register and are either unsafe or do not have utility for park operations will be removed and the areas restored, or in some cases allowed to molder to natural conditions.

The following actions will be taken for the Rocky Island properties, West Bay Club, Shaw Point properties, and the Hansen farm.

- If the Rocky Island properties were to come under NPS management during the life of the plan, the contributing structures on the National Register of Historic Places will be preserved and the area will be interpreted using nonpersonal services (e.g., waysides, brochures). One or more of the docks may be rehabilitated if needed and opened for public day use, provided safety and resource conditions can be met and adequate visitor facilities (i.e., toilets) provided.
- If the West Bay Club on Sand Island were to come under NPS management during the life of the plan, park managers will preserve the West Bay Club and interpret the historic story using nonpersonal interpretation (e.g., waysides). The historic road between the West Bay Club and East Bay will be reestablished as a trail, provided it can be built in an environmentally sound manner. The dock will be rehabilitated, if necessary, so it will be available for public overnight use. If economically

feasible, the club will be adaptively reused (which may require rehabilitation or restoration) to permit some public overnight use of the structure. (If it is not economically feasible, overnight designated camping will be permitted near West Bay; the dock will be available for public overnight use.)

- If the Shaw Point properties on Sand Island were to come under NPS management during the life of the plan, the contributing structures will be preserved and park staff will interpret the historic story using a combination of personal and nonpersonal techniques. The historic road between Shaw Point and East Bay will be reestablished as a trail, provided it can be built in an environmentally sound manner. One or more deeper water docks will be rehabilitated, if necessary, and be available for public overnight use. If economically feasible, some of the Camp Stella structures will be adaptively reused (which may require rehabilitation or restoration) for some overnight public use. (If it is not economically feasible, the structures will be stabilized but not adaptively reused for overnight use.)
- The Hansen farm contributing structures on Sand Island will be stabilized and preserved. The cultural landscape also will be partially restored. Personal and nonpersonal interpretation will be provided to educate visitors about the Hansens, the farm, and the farm's ties to the rest of island and the wider region. A new trail will connect the farm to the island trail network and provide access to the shoreline.

### **Other Nonwilderness Areas on the Islands**

If feasible, new private-sector opportunities (for example, boat shuttles) will be sought to provide inexpensive transportation to selected islands, such as Basswood and Sand

islands. To support these visitors, a small amount of new infrastructure will be provided on these islands, creating a few day use areas that could accommodate small or large groups. This infrastructure will include such facilities as restrooms and picnic tables. An area for day use that can accommodate large groups will be designed and constructed.

Some of the trails on Sand Island could be upgraded so they are accessible to all visitors. The lack of topography on the island makes it well suited for such trails.

NPS managers will provide more convenient opportunities for boaters who depend on docks to experience the islands under a greater variety of weather and lake conditions by relocating, improving, or expanding or doing minor relocations of some existing public docks such as those at Sand and Basswood islands. The Michigan Island dock, in addition, will be improved to address access and natural resource concerns. There will be no change in the number of public docks.

There will be an increase in the number of individual designated campsites and group campsites on Sand, Oak, and Basswood islands, with increased access, subject to resource management criteria (e.g., resource sensitivity of sites), interest/demand for new campsites, and other appropriate criteria. In wilderness and nonwilderness areas of other islands, there would be no net increase in the number of designated individual campsites, although campsites may be reconfigured or relocated. See "Appendix D: Campground Design and Management Strategies" for more information.

An Ojibwe cultural demonstration site will be designated on Basswood Island in this plan. The demonstration site will be intended to educate visitors about the tribes' culture and their relationship to the Apostle Islands and the park. NPS staff will work with the tribes on the details in creating the

site, including exhibits, interpretive materials, and staffing.

On nonwilderness areas in the outer islands there will be no net gain in the number of designated campsites. To partially address significant resource concerns, about two-thirds of the existing Stockton Island – Presque Isle campground sites will be relocated to new shoreline sites on Presque Isle, with four to six of the northernmost campsites staying where they currently are. The new campsites on Presque Isle will be designed to have the same or better amenities than the sites they are replacing, and will be located no farther from the dock than the existing campsites. Many will be shoreline sites with views as good as the campsites they are replacing. At least one of the new campsites will be designed to be universally accessible. The Stockton Island Visitor Center will remain.

Park managers will strive to stabilize and preserve the original site conditions at Manitou fish camp. The cultural landscape will be partially rehabilitated. Personal and nonpersonal interpretation (e.g., self-guided brochures) will be provided for visitors.

### **Gaylord Nelson Wilderness**

The wilderness area generally will continue to be managed as it is now. There will be no net gain in the number of designated individual campsites and trail miles, although campsites may be reconfigured and/or relocated and trails may be rerouted to protect resources and wilderness character. The Oak Island group campsite (the only group campsite in wilderness) will be relocated to an area near the dock and the wilderness campsite will be restored.

Further guidance on wilderness management appears in Chapter 3 and Appendixes C and D.

### **Mainland Unit**

The mainland unit will continue to be managed as it has been. The park staff will

continue to strive to maintain current natural and cultural resource conditions and visitor experience opportunities to the extent possible. A ramp will be installed at Meyers Beach, which will provide access to the beach for visitors with disabilities. The Lakeshore Trail will continue to be maintained only between Meyers Beach and the mainland campsite. A day use area for large groups will be developed in the Little Sand Bay area to provide a space for park staff to provide programs for educational groups. (No area is now available for this activity.) A small loop trail will be developed at Little Sand Bay.

### **Mainland NPS Visitor Centers**

A new sustainable-design park visitor center will be built on, or near, the Bayfield waterfront, possibly in partnership with the City of Bayfield or the Bayfield Chamber of Commerce. Land acquisition or a lease would depend upon suitable property being



*Exhibits at Bayfield Visitor Center*

available from a willing owner. A centrally-located and accessible facility will provide opportunities for increased contact with visitors to the area, encouraging more people to experience the Apostle Islands. More people will learn about the natural and cultural heritage of the park and its gateway communities, even if they don't get out to the islands. Architecture of a new facility in Bayfield could complement the historic waterfront industrial use of the area.

The existing Little Sand Bay Visitor Center, that houses both the visitor center and

employee offices, is currently in poor condition and not cost-effective to renovate. It will be replaced with a more sustainable structure that honors the site's rich history. The Hokenson house might be able to serve as the new visitor center. Whatever option is selected as the visitor center, the historic integrity of the Hokenson fishery will be preserved. An appropriate permanent display site will be constructed for the interpretation and preservation of the restored historic fishing boat *Twilite*.

The National Park Service will engage the gateway communities in the design and use of these new facilities. The National Park Service will continue to be a partner at the Northern Great Lakes Visitor Center.

#### **National Park Service Operational (Administrative) Facilities**

The park headquarters will remain at its present location in the Old Bayfield County Courthouse, which will be renovated for additional office space and limited public access.

At the expiration of the current lease, the park's operational center at Roys Point (including shops, docks, and storage space) will be consolidated with a new visitor center on or near the waterfront, preferably in Bayfield, although some basic shops and storage facilities will remain at Little Sand Bay.

At Little Sand Bay, three trailer pads will be added to the three existing trailer pads to provide more space for NPS seasonal employees and volunteers. The two nonhistoric seasonal staff houses at Little Sand Bay will continue to be maintained. Some administrative offices now in the Little Sand Bay Visitor Center also will be moved to either park headquarters or the new visitor center in Bayfield, although some minimal shops and storage facilities will remain at Little Sand Bay if they can be shown to enhance the sustainability of park operations in the western portion of the park.

A new ranger station will be developed at Meyers Beach to provide visitor services (e.g., orientation, law enforcement, permits, interpretation) in this portion of the park.

As noted earlier, if it is feasible and cost-effective, park housing will be provided on the triplex on Long Island. If it proves to be either infeasible or cost prohibitive, then other options will be considered to provide an NPS presence on the island.

## **MANAGEMENT ZONES**

Management zones apply to different areas of a park unit and describe the desired conditions for resources and visitor experiences in those different areas. Together, they identify the widest range of potential resource conditions, visitor experiences, and facilities for the park unit that fall within the scope of the park unit's purpose, significance, and special mandates. Five management zones were identified for Apostle Islands National Lakeshore: frontcountry, backcountry, primitive, historic, and park operations.

The five management zones identified for Apostle Islands National Lakeshore are presented in table 2. Visitor experiences, resource conditions, and appropriate activities and facilities are described for each management zone.

Most of the islands are in the primitive or backcountry zone, while most of the mainland unit is in the backcountry zone. Trails in wilderness on Oak, Raspberry, Otter, Rocky, Devils, and Stockton islands are managed as backcountry zones, while the remainder of the wilderness area is in the primitive zone. In nonwilderness areas, popular use areas such as Meyers Beach and Little Sand Bay, the Stockton Island Visitor Center and campground, and areas with docks are in the frontcountry zone. All of the Lake Superior water within the park boundary also is included in the frontcountry zone.

The light stations and many other cultural resources and landscapes, such as some farmsteads, quarries, fish camps, and logging camps, are in the historic zone. (The boundaries of the zones around the light stations include the maximum historic clearings. However, the size of these areas could be modified based on the recommendations in future cultural landscape reports.) The use and occupancy / life lease properties on Sand and Rocky islands also are in the historic zone, reflecting how the areas will be managed when they come under full NPS management. However, until that time, the National Park Service will continue to respect the valid rights of the lessees and take no actions in these areas. Several small park operations zones also are scattered among the islands, primarily covering administrative cabins.

**Table 1. Acreage of Management Zones**

<b>Management Zones</b>	<b>Acres</b>	<b>%</b>
Park Operations	35	0.05
Historic	324	0.4
Frontcountry	27,714	40
Backcountry	8,216	12
Primitive	33,084	48

Table 2. Management Zones

	Frontcountry	Backcountry	Primitive	Historic	Park Operations
<b>Zone Concept</b>	The primary focus of this zone will be providing support services for recreation in a natural setting. These developed areas will provide for the highest density of recreation use in Apostle Islands National Lakeshore. Thus, they will have more visitors and visitor developments than other parts of the park.	This zone will emphasize the preservation of natural and cultural resources while providing for visitor enjoyment and outstanding opportunities for solitude and primitive recreation. Impacts due to recreation will be limited, substantially unnoticeable, and appropriate for wilderness.	This zone will emphasize the preservation of natural resources and offer outstanding opportunities for solitude and primitive recreation. Recreational opportunities will be primarily unstructured, with many opportunities for adventure. The areas will generally appear to have been affected primarily by the forces of nature.	Protection of cultural resources will be the focus within these areas. Education/ interpretive opportunities may be plentiful in some locations in this zone.	This zone will support management and operation of the park.
<b>Wilderness</b>	Not applicable for wilderness	Applicable for wilderness	Applicable for wilderness	Not applicable for wilderness	Not applicable for wilderness
<b>Natural Resources</b>	Natural resources will be maintained in as natural a condition as possible while allowing for some modifications to provide for visitor services and developments.	Natural systems and natural processes will function with ecological integrity. Active restoration and mitigative methods will be employed when necessary to meet this objective.  Areas with sensitive natural resources will be protected and may receive a high level of management attention.	Natural systems and natural processes will function with ecological integrity. The areas generally will appear to be affected by forces of nature, with the imprint of man's work substantially unnoticeable. The application of active restoration or mitigative measures will be avoided unless ecological integrity was not expected to recover without human	The natural environment may be manipulated in small areas to protect cultural resources and to provide for visitor use.	Natural resources will be modified to accommodate park operations. Natural processes may be altered (e.g., flooding and fire) to protect infrastructure and resources.

	Frontcountry	Backcountry	Primitive	Historic	Park Operations
<b>Natural Resources (continued)</b>			intervention. Areas with sensitive natural resources will be protected and may receive a high level of management attention, although there will be minimal evidence of that activity.		
<b>Cultural Resources<sup>1</sup></b>	Cultural resources will be preserved, restored, or rehabilitated for adaptive reuse.	Cultural resources will be documented, protected, and stabilized/ preserved as necessary.	Cultural resources will be documented, protected, and stabilized/ preserved as necessary.	Cultural resources could be stabilized, preserved, restored, or rehabilitated for adaptive use; however, the ultimate treatment of lighthouses will be directed by the treatment recommendations of the 2011 “Cultural Landscape/ Historic Structures Plan/ Environmental Assessment.”  Historic character of identified cultural landscapes will be protected.	Cultural resources will be stabilized, preserved, restored, or rehabilitated for adaptive use.

<sup>1</sup> See definitions of cultural resource treatments following this table.

	Frontcountry	Backcountry	Primitive	Historic	Park Operations
<b>Cultural Resources (continued)</b>	<p>There will be allowances for some modifications (in harmony with historic character) of cultural landscape elements for interpretation, safety, and resource protection.</p> <p>Submerged resources will be cooperatively managed with the state of Wisconsin.</p>	<p>Within the wilderness area, treatment methods will be consistent with the preservation of wilderness character and values.</p> <p>There will be allowances for some modifications (in harmony with historic character) of cultural landscape elements for interpretation, safety, and resource protection.</p>	<p>Within the wilderness area, treatment methods will be consistent with the preservation of wilderness character and values.</p> <p>Cultural resources generally will be minimally managed.</p> <p>There will be allowances for minor modifications (in harmony with historic character) of cultural landscape elements for resource protection only.</p>	<p>There will be allowances for some modifications (in harmony with historic character) of cultural landscape elements for interpretation, safety, and resource protection.</p>	<p>There will be allowances for some modifications (in harmony with historic character) of cultural landscape elements for interpretation, safety, and resource protection.</p>
<b>Visitor Experience</b>	<p>Visitors will have convenient and easy access to developed, high use, recreational and interpretive areas.</p> <p>High to moderate levels of visitors may be encountered in these areas near beaches, boat</p>	<p>Visitors will enjoy outstanding opportunities to enjoy natural and cultural resources and solitude.</p> <p>There will be a moderate chance of encountering others.</p>	<p>Visitors will have an opportunity to experience primitive and unconfined types of recreation in an area that generally appears to have been affected primarily by the forces of nature.</p> <p>The chance of encountering others will be the lowest within this zone.</p>	<p>Visitors will have a variety of opportunities to see and learn about cultural resources. Visitor access and public safety will be a high priority, as will protecting historic properties.</p> <p>Moderate levels of visitors may be encountered in these areas.</p>	<p>Visitors will not normally enter the park operations zone except for park business purposes, or to seek aid or information. The area will be intended for staff and visitors on official business.</p> <p>N/A</p>

	Frontcountry	Backcountry	Primitive	Historic	Park Operations
<b>Visitor Experience (continued)</b>	<p>launches, and visitor centers. Density will begin to decrease with travel farther from these points.</p> <p>A range of small to large groups could be accommodated.</p> <p>Recreational activities could include walking along beaches, boating, taking boat tours, kayaking, picnicking, hiking, camping, and sightseeing.</p> <p>Snowmobiling and ATV use consistent with federal regulations will be permitted on most of Lake Superior waters within the park and on designated routes on the mainland, but not on the islands.</p> <p><i>Designated Camping</i> This will be permitted with limits on group size.</p>	<p>Only small groups will generally be accommodated.</p> <p>Recreational activities could include walking along beaches, picnicking, hiking, and camping.</p> <p>Snowmobiling and ATV use will not be permitted.</p> <p><i>Designated Camping</i> Sites will be dispersed or clustered to minimize resource impacts. There will be limits on group size and limited designated sites within wilderness.</p>	<p>Only small groups will generally be accommodated.</p> <p>Recreational activities could include walking along beaches, picnicking, hiking, and camping.</p> <p>Snowmobiling and ATV use will not be permitted.</p> <p><i>Designated Camping</i> Existing developed campsites will continue to be maintained; new designated campsites might be permitted for resource protection purposes. There will be limits on group size.</p>	<p>A range of small to large groups could be accommodated.</p> <p>Recreational activities could include walking along beaches, picnicking, and hiking. No camping will occur within this zone.</p> <p>Snowmobiling and ATV use will not be permitted.</p> <p><i>Designated Camping</i> This will not be permitted.</p>	<p>N/A</p> <p>N/A</p> <p>N/A</p>

	Frontcountry	Backcountry	Primitive	Historic	Park Operations
<b>Visitor Experience (continued)</b>	<p><i>Undesignated Camping</i> This will not be permitted.</p>	<p><i>Undesignated Camping</i> This will be permitted in this zone, with restricted group sizes. Frequently used undesignated sites will be evaluated for closure and rehabilitation, or for establishment of designated sites.</p>	<p><i>Undesignated Camping</i> This will be permitted in this zone, with restricted group sizes. Frequently used undesignated sites will be evaluated for closure and rehabilitation, or for establishment of designated sites</p>	<p><i>Undesignated Camping</i> This will not be permitted.</p>	N/A
	<p><i>Visitor Services</i> Support services will be extensive.</p>	<p><i>Visitor Services</i> There will be no on-site visitor support services other than necessary signs and designated developed and undeveloped campsites.</p>	<p><i>Visitor Services</i> Minimal or no visitor services will be provided.</p>	<p><i>Visitor Services</i> There will be a moderate level of on-site visitor support services.</p>	N/A
	<p><i>Interpretive Programming</i> Roving and programmed interpretive opportunities could be provided. Waysides and signs may be located at parking lots and other transportation portals.</p>	<p><i>Interpretive Programming</i> Minimal waysides may be provided in nonwilderness areas. Guided hikes may be provided. Wilderness and re-wilding will be a major interpretive focus.</p> <p>Interpretive activities may be permitted in the wilderness area provided they do not adversely affect the wilderness character.</p>	<p><i>Interpretive Programming</i> There will be no waysides or guided hikes. Wilderness and re-wilding will be a major interpretive focus.</p> <p>Interpretive activities may be permitted in the wilderness area provided they do not adversely affect the wilderness character.</p>	<p><i>Interpretive Programming</i> Roving and programmed interpretive opportunities could be provided. Waysides and signs could be available at entry locations to the adjoining wilderness area.</p>	N/A

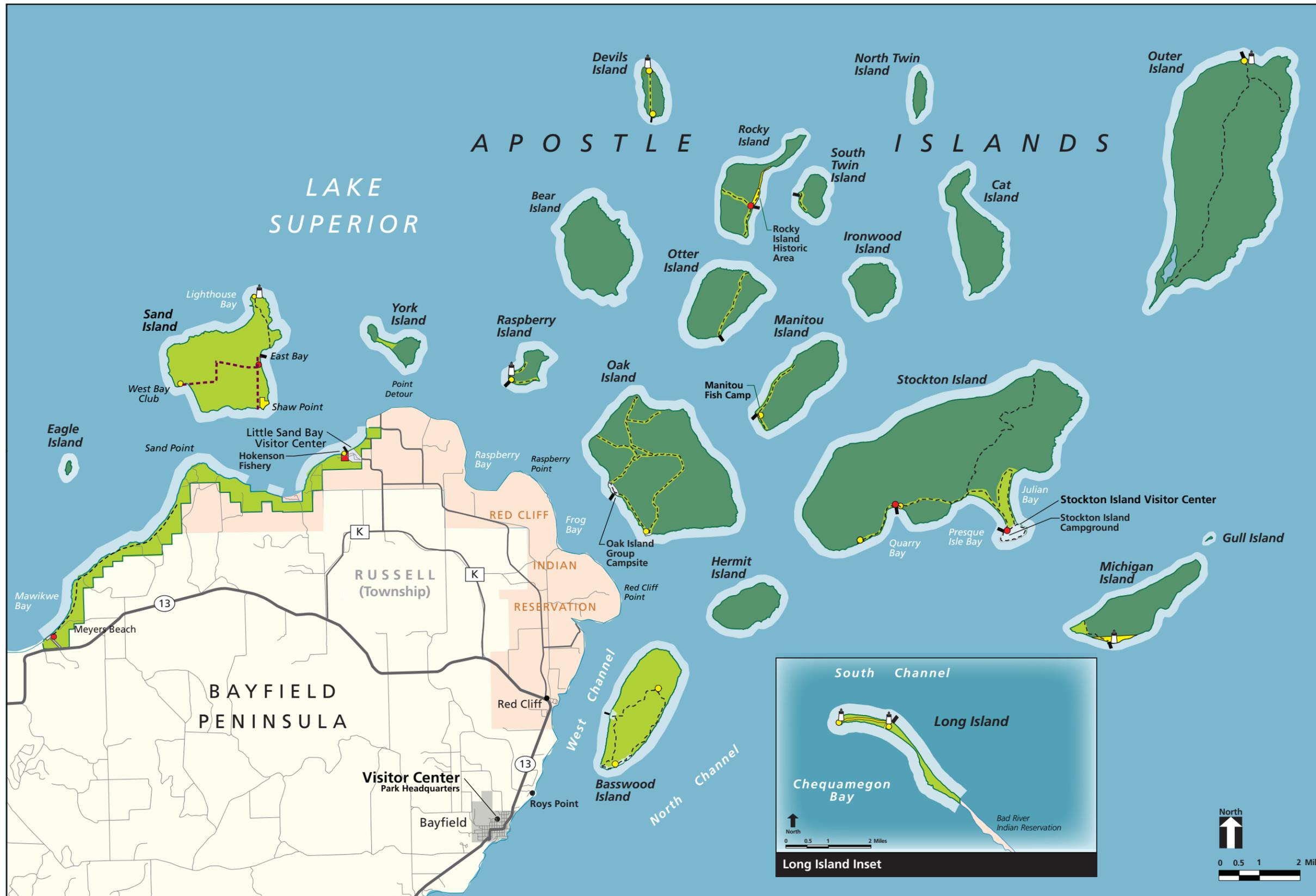
	Frontcountry	Backcountry	Primitive	Historic	Park Operations
<b>Development</b>	<p>Facilities will incorporate an unobtrusive design and minimal footprint. Facilities will provide for basic services, access, recreation, and visitor safety. Facilities could include roads, paved and unpaved trails, boat launch areas, docks, parking lots, visitor contact stations, visitor centers, and other highly developed facilities.</p>	<p>There will be minimally developed facilities such as trails and designated camping areas to safely allow for visitor use.</p>	<p>There will be very minimal development such as signs that might be necessary for visitor safety or to protect wilderness resources. There will be some primitive trails and designated camping areas.</p>	<p>Facilities will incorporate an unobtrusive design, sensitive to the historic scene, and a minimal footprint.-Facilities will provide for basic services, access, recreation, and visitor safety. Facilities could include paved and unpaved trails, docks, boat launch areas, light houses, and other historic structures.</p>	<p>Facilities will be intensely managed for safety purposes and will incorporate a sustainable design sensitive to context and with minimal footprint. Facilities may include administrative offices, roads, maintenance facilities, storage, parking lots, storage yard, waste water treatment facilities, utility management facilities, and other operational needs critical to park operation.</p>
	<p>Developed campsites will include tent pads, picnic tables, fire ring, and bear locker if needed.</p>	<p>Designated campsites could include tent pads, fire ring, and bear locker if needed.</p>	<p>Designated campsites will be limited to places where they are needed</p>	<p>No campsites will be provided.</p>	<p>No public campsites will be provided.</p>
	<p>Vault, pit, or alternative toilets will be available at all sites.</p>	<p>Picnic tables will be permitted in nonwilderness areas. Vault, pit, or alternative toilets will be available at most sites.</p>	<p>to protect resources, with minimal footprint. New campsites will not be provided except for resource protection purposes. Designated campsites could include tent pads, fire ring, bear locker, and vault, pit, or alternative toilet if needed.</p>		

	Frontcountry	Backcountry	Primitive	Historic	Park Operations
<b>Development (continued)</b>	Marked and maintained trails will be provided to a standard that allows for safe use by multiple user groups.	Marked and maintained trails will be provided at a rustic standard. Revisions to the trails system will be permitted for resource protection purposes.	Existing trails will continue to be provided at a rustic standard. Minor revisions to the trails system will be permitted for resource protection purposes.	Trails will be maintained and developed only to access historic or interpretive resources. Revisions to the trails system will be permitted for resource protection purposes.	No public trails will be present.

### Definitions of Cultural Resource Treatments

- **Stabilization** is an interim measure taken to structurally reinforce, weatherize, or correct unsafe conditions while retaining a historic property’s present form.
- **Preservation** is the act or process of applying the measures necessary to sustain the existing form, integrity, and materials of a historic property. Work, including preliminary measures to protect and stabilize the property, generally focuses on ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction.
- **Rehabilitation** is the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features that convey its historical, cultural, or architectural values.
- **Restoration** is the act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by removing features from other periods in its history and replacing missing features from the restoration period.





**Management Zones**

- Park Operations
- Historic
- Frontcountry
- Backcountry
- Primitive

*(Symbols designate smaller zones)*

- Park Operations
- Historic

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- Bayfield
- Indian Reservation
- Lands Outside of the Park

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- Existing Trail
- Proposed Trail  
*(When life estates expire)*
- Lighthouse
- Dock

**FIGURE 3**

**The Plan**  
Apostle Islands National Lakeshore

National Park Service  
U.S. Department of the Interior  
DSC • 633 • 20080 • July 2011

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## USER CAPACITY

The National Park Service defines user capacity as the types and extent of visitor use that can be accommodated while sustaining the quality of resources and visitor opportunities consistent with the purposes of the park. It is a process involving planning, monitoring, and management actions to ensure that a park unit's values are protected.

Managing user capacity in national parks is inherently complex and depends not only on the number of visitors, but also on where they go, what they do, and the “footprints” they leave behind. In managing for user capacity, the park staff relies on a variety of management tools and strategies, rather than solely on regulating the number of people in a park or simply establishing limits on visitor use. In addition, the ever-changing nature of visitor use in parks requires a deliberate and adaptive approach to user capacity management.

This *General Management Plan / Wilderness Management Plan* addresses user capacity in the following ways:

- It outlines the park's purpose, significance, and management zones, which provide the foundation for user capacity management.
- It describes the park's most pressing use-related resource and visitor experience concerns. This helps NPS managers focus limited resources on specific issues that may need management attention now or into the future. It also helps determine the most important potential indicators and standards to consider.
- It identifies the most important indicators that will be monitored and sets standards to determine if desired conditions are not being met due to impacts from visitor use.
- It outlines representative examples of management actions that might be used to avoid or minimize impacts from visitor use. In addition, more specific guidance on managing visitor use and

related impacts in campsites and camping zones is included in appendix D given the importance of this issue to the park.

The indicators and standards included in this management plan will generally not change in the future. However, as monitoring of the park's conditions continues, managers may decide to modify, add, or eliminate indicators if better ways are found to measure important changes in resource and social conditions. Also, if new use-related resource or visitor experience concerns arise in the future, additional indicators and standards will be identified as needed to address these concerns. The results of the park's monitoring efforts, related visitor use management actions, and any changes to the park's indicators and standards will be available to the public.



*Lone Sailboat on Lake Superior*

### Overview of Current and Potential Use-Related Impacts

Existing and potential use-related impacts may occur in the park, challenging managers' abilities to manage for the desired conditions outlined in this *General Management Plan / Wilderness Management Plan*.

Existing facilities in the park generally support enjoyable visitor opportunities and protect resources, and based on projected trends will continue to function fairly well. Designated island campsites are sometimes full on the weekends during the peak season. Visitors

may not get some campsites they want when they want them, such as on Sand, York, and Oak islands. Some of the park's wilderness and nonwilderness campsites are showing signs of visitor impacts. The design and use of some campsites has led to soil compaction, the loss of vegetation, and campsite expansion. In the camping zones that do not have designated campsites on some popular islands, a few "unofficial" visitor-created campsites have been repeatedly used, resulting in impacts such as compacted soils, trampled vegetation, trash, and incidences of improper human waste disposal.

Some resource-related impacts also have occurred in localized areas on the islands and mainland. An extensive network of social trails (i.e., those created by visitors) has formed on the Stockton Island–Presque Isle tombolo, affecting the fragile dune vegetation that grows there. The vegetative cover on some popular sandscapes and beaches, such as on Cat and Ironwood islands, also has been adversely affected due to trampling by visitors.

Although there are no major crowding or use conflicts affecting visitor opportunities on the islands or the mainland, visitor crowding is a concern at some docks and parking areas at times, such as at Stockton–Presque Isle and Rocky Island, at kayak launch areas at Little Sand Bay and Meyers Beach, and at Meyers Beach in the winter when ice conditions allow access to the sea caves. Crowding and noise have been identified by a few visitors to be a concern in surveys and during the scoping effort for this plan. Some of these concerns can arise due to large group activities at attraction points.

### **Indicators and Standards**

This section identifies several measurable indicators that will be monitored in Apostle Islands National Lakeshore. The indicators focus on key aspects of visitor experiences and resources, and more specifically on the most pressing use-related concerns described in the previous section. The planning team considered many potential indicators that would identify visitor use impacts of concern,

but those included in table 4 are considered the most salient at this time given the park's desired conditions and existing visitor use patterns.

After selecting indicators, standards that represent the minimum acceptable condition for an indicator were assigned. The standards selected for each indicator were based on best professional management judgment that was informed by the desired conditions outlined in the management zones, the park's baseline conditions for each indicator, and relevant park-specific and national research studies.

Ten indicators and standards were selected as measures of visitor use effects at Apostle Islands National Lakeshore. Table 4 includes the indicators, standards, related monitoring, and potential future management strategies that will be implemented as a result of this planning effort. The majority of these indicators and standards are related to camping activities on the islands. Camping is a popular activity in the park and contributes to visitors being able to achieve an island experience—a fundamental value of the park. Further, the potential for resource impacts as a result of overnight activities, especially given the significant amount of this activity in the park, can contribute to a number of concerns such as vegetation loss, soil compaction, erosion, and improper human waste disposal. These impacts can be substantial in terms of affecting natural resource conditions and processes, and also can contribute to a reduction in perceived naturalness that affects the visitor experience. An additional indicator and standard related to group activities was included since the dynamics of group use can contribute to a number of issues such as noise impacts, crowding, use conflicts, and an overload on infrastructure. Managing the size and timing of groups is important for minimizing these types of impacts.

The staff will continue general monitoring of use levels and patterns and will conduct periodic visitor surveys of visitor characteristics, expectations, and preferences. In addition, the park staff will add the user

capacity indicators identified in the zone descriptions that are not already included in the current monitoring program. The rigor of monitoring the indicators (e.g., frequency of monitoring cycles, amount of geographic area monitored) may vary considerably depending on how close existing conditions are to the standards. If the existing conditions are well below the standard, the rigor of monitoring may be less than if the existing conditions are close to or trending towards the standards.

In addition, the initial phases of monitoring for the indicators and standards defined above will help the NPS staff identify if any revisions are needed. The initial testing of the indicators and standards will determine if the indicators are accurately measuring the conditions of concern. Park staff may decide to modify the indicators or standards and revise the monitoring program if more effective and efficient methods are found to measure changes caused by visitor use. Most of these changes should be made within the first several years of incorporating changes to current campsite monitoring. This iterative learning and refining process is the strength of this approach to managing user capacity—it can be adapted and improved as knowledge grows.

After this initial testing period of monitoring indicators and standards, adjustments should not occur unless there is a compelling reason.

Finally, if use levels and patterns change substantially, the park staff may need to initiate additional monitoring of new indicators to ensure that desired conditions are maintained. Some of the potential future user capacity indicators may relate to the topics of crowding at high-use docks and attraction points, use conflicts on the lake, and trampling of sensitive vegetation.

The selection of any new indicators and standards for monitoring purposes, changes to the indicators and standards identified in this *General Management Plan*, or the implementation of any management actions that affect use will comply with the National Environmental Policy Act; the National Historic Preservation Act; and other laws, regulations, and policies as needed. NPS staff will also inform the public of progress and revisions to indicators and standards through regular reporting on the user capacity program.



*Hokenson Dock at Little Sand Bay*

**Table 3. User Capacity Indicators and Standards**

<b>TOPIC: Size and Condition of Designated Campsites</b>			
<b>Indicator</b>	<b>Standard</b>	<b>Monitoring Strategies</b>	<b>Management Strategies</b>
Optimal campsite size measured in square feet for individual sites and group sites	Individual site: 1,600 square feet Group site: 5,400 square feet	<ul style="list-style-type: none"> <li>Continue regular condition assessments on the existing campsite system using existing monitoring protocol and a rotating schedule of sites</li> <li>Incorporate user capacity campsite monitoring with facility condition monitoring and management activities</li> <li>Continue current archeological sites assessment and monitoring program</li> </ul>	<ul style="list-style-type: none"> <li>Increased education on campsite regulations and Leave No Trace techniques (e.g., packing out waste)</li> <li>Relocation of campsites to more durable and naturally constrained areas</li> <li>Increased site management and maintenance (e.g., site boundary delineation)</li> <li>Designate use areas (e.g., tenting, cooking)</li> <li>Addition of visitor facilities (e.g., pit toilets, campfire rings)</li> <li>Avoid or minimize use of vulnerable archeological sites as campsites.</li> </ul> <p>See other management strategies outlined in campsite management guidelines (appendix D)</p>
Maximum campsite size measured in square feet for individual sites and group sites	Individual site: 2,150 square feet Group site: 8,100 square feet		
Condition class (see rating system following this table) of designated campsites	No more than 10 designated campsites at condition class 4; No campsites at condition class 5; No campsites with documented vulnerable archeological sites on them at condition class 3, 4, or 5.		
Presence and percent of visible human waste sites at all designated campsites	Evidence of human waste visible at less than 25% of designated campsites; 95% of designated campsites have no more than one evident human waste site.		
<b>TOPIC: Proliferation and Condition of Visitor Created Campsites in Camping Zones</b>			
<b>Indicator</b>	<b>Standard</b>	<b>Monitoring Strategies</b>	<b>Management Strategies</b>
Number of visitor-created campsites in any zone	No more than two visitor-created campsites in any zone	<ul style="list-style-type: none"> <li>Initiate monitoring of the presence and condition of visitor-created campsites using rapid assessment techniques and a rotating schedule of zones</li> <li>To the extent feasible, incorporate visitor-created campsite monitoring activities into other park program activities occurring in designated zones</li> <li>If zone camping</li> </ul>	<ul style="list-style-type: none"> <li>Increased education on campsite zone regulations and Leave No Trace techniques</li> <li>Improved delineation and information on camping zone boundaries and closure areas</li> <li>Increased restoration of visitor-created campsites</li> <li>Alteration of zone camping management to a concentric circle system with established sites in high use areas</li> </ul>
Condition class (see rating system following this table) of visitor-created campsites in any designated camping zone	No more than one in any designated camping zone will be in condition class level 3; no sites will be above condition class level 3		
Number of visitor-created campsites in closed areas	No visitor-created campsites in closed areas		
Presence and percent of visible human	Evidence of human waste visible at less than 25% of		

waste sites at all visitor created campsites	visitor created campsites; 95% of visitor created campsites will have no more than one evident human waste site.	management (see appendix D) is adjusted, monitoring protocol would also be amended	(see camping zone management guidelines in appendix D)
<b>TOPIC: Evidence of Illegal Campfires</b>			
<b>Indicator</b>	<b>Standard</b>	<b>Monitoring Strategies</b>	<b>Management Strategies</b>
Number of illegal campfire remnants per 1,000 linear feet of beach/coastline	No more than one illegal campfire remnant per 1,000 feet of beach/coastline	<ul style="list-style-type: none"> <li>• Continue monitoring of illegal campfire remnants as part of regular patrols and other park program activities</li> <li>• If illegal campfire remnants increase in an area, target for more systematic monitoring</li> </ul>	<ul style="list-style-type: none"> <li>• Increased education on campfire regulations and Leave No Trace techniques</li> <li>• Improved delineation and information on areas permitted for campfire activities</li> <li>• Reduction of areas permitted for campfire activities</li> <li>• Restrictions on campfire activities</li> </ul>
<b>TOPIC: Organized Group Management</b>			
<b>Indicator</b>	<b>Standard</b>	<b>Monitoring Strategies</b>	<b>Management Strategies</b>
Maximum people per organized group	<p><i>Historic and Frontcountry Zones:</i> 60 people at one time per group*</p> <p><i>Primitive and Backcountry Zones:</i> 20 people at one time per group*</p> <p>*Except for special events (e.g., Lighthouse Celebration) and special use permits that are regulated separately</p>	<ul style="list-style-type: none"> <li>• Continue monitoring the presence and size of organized groups through on-site contacts and pre-trip coordination activities</li> <li>• Initiate targeted on-site monitoring of the presence and size of organized groups</li> </ul>	<ul style="list-style-type: none"> <li>• Increased pre-trip planning information, with targeted contact for organized groups</li> <li>• Increased education on regulations and recommendations for organized group activities</li> <li>• Coordinate the arrival (day and time) and distribution of organized groups</li> <li>• On-site contact with individual visitors and groups to provide information, direct use, and avoid conflicts</li> </ul>

**Condition Class Rating System:**

**Class 0:** Campsite barely distinguishable; no or minimal disturbance of vegetation and/or organic litter. Often an old campsite that has not seen recent use.

**Class 1:** Campsite barely distinguishable; slight loss of vegetation cover and/or minimal disturbance of organic litter.

- Class 2:** Campsite obvious; minor to moderate loss of vegetation cover (10%-40%) and/or organic litter crushed in primary use areas.
- Class 3:** Moderate loss of vegetation cover (40%-60%) and/or organic litter crushed on much of the site, some bare soil exposed in primary use areas. Some soil erosion indicated by exposed tree roots and minor shoreline disturbance.
- Class 4:** Moderate to high loss of vegetation cover (60%-90%) and/or organic litter crushed on much of the site, bare soil exposed in primary use areas. Soil erosion indicated by exposed tree roots and moderate shoreline disturbance.
- Class 5:** Nearly complete or total loss of vegetation cover (90%-100%) and organic litter, bare soil widespread. Soil erosion obvious, as indicated by exposed tree roots and rocks and extensive shoreline disturbance

## POTENTIAL FOR BOUNDARY ADJUSTMENTS

The National Park and Recreation Act of 1978 requires general management plans to address whether boundary modifications should be made to park units. In the case of Apostle Islands National Lakeshore no specific boundary adjustments were identified as being needed at this time. Thus, none of the alternatives propose changes to the park boundary. However, this plan does not prohibit small additions, such as land for a new visitor center or operational (administrative) facility considered in the alternatives, or other administrative uses that may be identified in the future by other land planning processes. The purchase of any lands for visitor or operational facilities outside the existing NPS boundaries of the mainland unit would likely require congressional approval. This plan also does not preclude future consideration of boundary adjustments should needs or conditions change.

One potential change may be appropriate after consideration of the potential impact of falling lake levels due to climate change on the park's ¼-mile boundary. Over the long term, as more land emerges from the lake, the park's water zone would shrink if the ¼ mile is fixed at its location when the park was established; it is possible that eventually, in some areas, the park boundary would not reach to Lake Superior. In the future, consideration may be given to a redefinition of the boundary (which would require the concurrence of the State of

Wisconsin and, most likely, federal legislation) to adjust the boundary along with lake levels to assure that the park always has at least ¼ mile of Lake Superior within its boundary.

## FUTURE STUDIES AND IMPLEMENTATION PLANS

Other more detailed studies and plans will be needed before specific actions included in the general management plan / wilderness management plan can be implemented. As required, additional environmental compliance (National Environmental Policy Act, National Historic Preservation Act, and other relevant laws and policies) and public involvement would be conducted. These additional plans and studies include the following:

- a resource stewardship strategy that provides comprehensive, long-range direction for natural and cultural resource management
- a commercial services strategy, which would identify necessary and/or appropriate commercial services in the park (including inexpensive boat shuttles to selected islands such as Basswood and Sand, and the appropriate level of outfitter activity in the park), consistent with the general management plan, and the best way for the National Park Service to manage them

- a study of what action should be taken to address the pitting and corrosion of the metal pilings in the Stockton dock
- a study to address the design of the park's docks in light of changing lake levels
- a study to address the impacts of the park's docks on sand transport and erosion
- studies of the park's cultural resources to fill in gaps in the knowledge and understanding of the park's resources, including surveys of archeological resources, ethnographic resources, historic structures, and cultural landscapes (including light stations)
- a plan/environmental assessment that addresses desired campsite distribution throughout the park; the plan would include a detailed look at the relocation of the Stockton and Oak Island campsites called for in the general management plans; opportunities for public involvement would be provided in the planning process
- an analysis of climate change scenarios that may affect the park's resources, infrastructure, and visitor experience, with assessment of their likelihood and impact, as well as potential actions that can be taken to adapt and respond to these changes consistent with the general management plan
- additional planning for the redevelopment of the Long Island light station, if it is deemed feasible and cost effective
- an acoustic monitoring study to determine baseline ambient sound levels and the level of noise generated by motorized boats, including the concession boat and cigarette boats during the "poker run" or similar events
- a self-evaluation of the park's current policies and practices with respect to accessibility for visitors with disabilities, and a transition plan that identifies actions to be taken to correct deficiencies identified in the self-evaluation
- a nomination for national historic landmark status for the park's collection of light stations
- line item construction and land acquisition proposals to implement the plan



*Hokenson Brothers Fishery*

## **ALTERNATIVES AND MANAGEMENT ACTIONS CONSIDERED BUT DISMISSED**

### **Provide Public Lodging on Rocky Island**

The planning team considered the possibility of rehabilitating and adaptively reusing the former fish camp cabins on Rocky Island for overnight public lodging.

The planning team dismissed this potential action because it is inconsistent with the original vision for the establishment of Apostle Islands National Lakeshore. The legislative history and proposals for the establishment of the park called for the islands to continue to be wild, with minimal facilities, with the possible exception of providing lodging on Sand Island.

### **Build A Pedestrian Bridge Over the Sand River**

Another proposal the planning team considered and dismissed was building a bridge over the Sand River on the mainland. A bridge would be one way to complete the Lakeshore Trail from its present terminus to Little Sand Bay.

Building a bridge over the mouth of the Sand River is not feasible for several reasons, including building and maintenance concerns, environmental impacts, landownership issues, and cost. The bridge would need to be built across the mouth of the river). Due to the environmental characteristics of the area, a long bridge (approximately 400 feet or more in length) would need to be built. A span bridge would not be feasible, because the dynamics of the river mouth and Lake Superior cause the mouth to wander and relocate. The sand dune that holds back an approximate 15-acre freshwater estuary is subject to change from large storms from the north. During a storm, sand can be pushed in from the lake and could dam the mouth; this could cause the freshwater estuary to rise and rupture the dune at another location.

Hydrologically, the Sand River has a low base flow but high flood flows, resulting in extremes in discharges. From 1980 to 1984, when the U.S. Geological Survey monitored the river, flows varied from 3.9 to 1,630 cubic feet per second (Rose 1988).

The area also is subject to seiche activity, or standing waves, that can result in a rapid rise in water levels in the freshwater estuary. Large waves can occur due to storms, particularly in the winter, which potentially could wash out the bridge. In addition, the soils in this area are very limited, due to a shallow depth to the saturated zone, and are prone to frost action and ponding. Finally, it is likely that cribbing would need to be built to protect the bridge. All of this means that this would be a substantial and costly structure to build and maintain, with the chance that the bridge could be damaged or lost by wave action and storms.

Construction of the bridge would require an easement from the Red Cliff Band. The National Park Service does not have jurisdiction over some of the land where the bridge would need to be built, including the west side of the mouth of Sand River.

Also, the most feasible way to build and maintain the bridge would be to bring in supplies from the lake. Water transportation would dramatically increase the cost of building and maintain the bridge.

From an environmental standpoint, building the bridge would have many potential aquatic, coastal, vegetation, and potential fish impacts, even with the application of mitigative measures. The bridge pilings and cribbing would affect the water flows into and out of the freshwater estuary and the hydraulic characteristics of the area. If the dunes on the east and west side of the river mouth were stable, the process of putting cribs or pilings in the river to support a bridge that is at least 400 feet long would increase the velocity of the water leaving the river; this would erode and deepen the channel. The increased depth

would have a direct effect on the freshwater estuary and wetlands and would cause them to drain. In addition, the longshore transport of sand in this area and sediment transport would be affected. Vegetation in the area would need to be removed to build the bridge. Water quality impacts would occur with the sinking of pilings and construction of cribbing. Fish movement into and out of the river could be affected by the presence of the bridge. All of these impacts together could result in a moderate to major, short-term, adverse impact to the aquatic environment of the freshwater estuary of the Sand River during construction of the bridge. After completion of the bridge, there would be a moderate, long-term, adverse impact.

#### **Build a Trail Around the Sand River Wetland Complex**

Another possible alternative to completing the Lakeshore Trail to Little Sand Bay would be to build a segment of the trail completely around the freshwater estuary and wetland complex, thus foregoing the need to build a boardwalk or bridge. This would require the trail to run outside the park's southern boundary for approximately 4.5 to 5 miles. The trail would

cross a complex patchwork of tribal reservation, tribal allotments, and county lands. Determining the landownership and then obtaining easements from all of the landowners to build and maintain a trail across their property would be extremely difficult to do and probably would not be feasible. The county lands also are heavily managed for timber production, which could present conflicts with a recreational trail.

#### **Permit Biking on the Lakeshore Trail**

The planning team considered mountain biking as a possible use of the Lakeshore Trail in the mainland unit, although this idea was not raised in public scoping. However, the planning team has determined it would not be appropriate to include biking as a possible use because of the potential for resource impacts (e.g., soil erosion and compaction) and conflicts with hikers. In addition, biking is not a historic use of the Lakeshore Trail, and prohibiting this potential activity would not displace or adversely affect bikers. Finally, extensive opportunities for mountain biking already exist in the region.



## STEWARDSHIP OF THE GAYLORD NELSON WILDERNESS

### INTRODUCTION

This chapter provides general directions for management of the Gaylord Nelson Wilderness. A variety of administrative / operational topics are covered, including the minimum requirement process, natural and cultural resource management, scientific activities / research, administration / operations, and monitoring of wilderness character. The directions are based on the Wilderness Act and NPS policies, including NPS *Management Policies 2006*, NPS Director’s Order 41 and NPS Reference Manual 41: “Wilderness Preservation and Management,” white papers from the NPS National Wilderness Steering Committee, and the “Wilderness Stewardship Plan Handbook. Level II Guidance: Wilderness Stewardship Plan EIS/EA Details” (NPS 2004a).

The general directions provided in this chapter, the management zones and related management directions in chapter 2 of this document, and the desired conditions and strategies identified in appendix C all make up the management plan for the Gaylord Nelson Wilderness.

### WILDERNESS CHARACTER

The 1964 Wilderness Act states, “it is hereby declared to be the policy of Congress to secure for the American people of present and future generations the benefits of an enduring resource of wilderness.” One of the central mandates of this act is to preserve wilderness character. Section 2(a) states that wilderness areas shall be administered “so as to provide for the protection of these areas, the preservation of their wilderness character...” Section 4(b) states,

“Except as otherwise provided in this Act, each agency administering any area designated as wilderness shall be responsible for preserving the wilderness character of the area and shall so administer such area for such other purposes for which it may have been established as also to preserve its wilderness character.”

Wilderness character is not specifically defined in the 1964 Wilderness Act, nor is its meaning discussed in the act’s legislative history. However, wilderness managers have identified four qualities of wilderness character based on the statutory language of the Wilderness Act (U.S. Forest Service 2008): untrammeled; natural; undeveloped; and offering solitude or a primitive and unconfined type of recreation.

- **Untrammeled**—This refers to wilderness as being essentially unhindered and free from modern human control or manipulation. Actions that intentionally manipulate or control ecological systems inside wilderness degrade the untrammeled quality of wilderness character—even if an action is taken to restore natural conditions.

- **Natural**—This means areas that are largely free from effects of modern civilization—there is an absence of people and their activities. It also refers to the maintenance and perpetuation of natural ecological relationships and processes, and the continued existence of native wildlife and plants in largely natural conditions.
- **Undeveloped**—The Wilderness Act states that wilderness is “an area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation,” “where man himself is a visitor who does not remain,” and “with the imprint of man’s work substantially unnoticeable.” Thus wilderness is essentially without permanent improvements or modern human occupation.
- **Offering solitude or a primitive and unconfined type of recreation**—This quality is about the opportunity for people to experience wilderness. Solitude means encountering only a few people, if any, and experiencing privacy and isolation. There is an absence of distractions, such as large groups of people; mechanization; and unnatural noises, signs, and other modern artifacts. There is freedom from the reminders of modern society.  
Primitive and unconfined recreation refers to the freedom of visitors to explore with few or no restrictions, and the ability to be spontaneous. It means self-sufficiency without support facilities or motorized transportation, and directly experiencing weather, terrain, and other aspects of the natural world with minimal shelter or assistance from devices of modern civilization.

Based on the Wilderness Act’s mandate to preserve wilderness character, this discussion focuses on the extent to which the actions and strategies in this plan affect these characteristics of the Gaylord Nelson Wilderness area. Wilderness character and

wilderness experience are analyzed together because much of wilderness character can only be subjectively determined by the visitor’s experience (for example, solitude or freedom of movement).

## HISTORY OF WILDERNESS AT APOSTLE ISLANDS NATIONAL LAKESHORE

Throughout the planning efforts that led to the establishment of Apostle Islands National Lakeshore, the importance of protecting the wilderness qualities of the islands was recognized. The 1965 Department of the Interior proposal for the park stated that the islands “should be considered as primitive and wild areas and as such only minimum basic facilities are necessary for their use and enjoyment.” Assistant Secretary of the Interior Leslie Glasgow stated in testimony at a March 1970 Senate hearing that “The majority of the islands are... ideally suited for wilderness camping, hiking, and natural science studies...” Jordahl (1994) noted that in establishing the park Congress clearly intended that, with the exception of Sand Island, the islands be kept wild and primitive.

The state of Wisconsin also directed that wilderness qualities be protected in the park. One of the conditions the Wisconsin legislature stipulated when it donated its lands to the federal government for the park was that this area’s wilderness character be preserved. The legislature stated: “It is the policy of the legislature that the Apostle Islands be managed in a manner that will preserve their unique primitive and wilderness character” (Wisconsin Statutes §1.026(1)(b)).

The 1989 *General Management Plan, Apostle Islands National Lakeshore*, called for a formal wilderness study for Apostle Islands National Lakeshore. In the 2001 Department of Interior appropriations bill, Congress specifically directed the National Park Service to conduct a wilderness study for the park. The wilderness study was completed in May 2004 with a proposal to designate

approximately 80% of the park's land area as wilderness. Later that year Congress approved designation of the wilderness area as part of the Consolidated Appropriations Act of 2005 (PL 108-447, Division E, §140). On December 8, 2004, President Bush signed the law, establishing the Gaylord Nelson Wilderness. Eighteen of the 21 islands in the park are all or partially within the wilderness area—only Basswood, Sand, and Long islands have no designated wilderness. Figure 3 shows the boundaries of the wilderness area on the ten islands that have nonwilderness areas. (For more details on the history of establishment of the wilderness area, see Krumenaker 2005).

## **WILDERNESS MANAGEMENT GOALS AND PHILOSOPHY**

The Gaylord Nelson Wilderness will be managed in a manner that is consistent with the Wilderness Act, national wilderness policies, and NPS management policies. The primary goals for managing the Gaylord Nelson Wilderness are to

- protect and preserve the area's natural and cultural resources and values, and the integrity of the wilderness character for present and future generations;
- provide for freedom of public use and enjoyment of the wilderness area in a manner that is consistent with the Wilderness Act, NPS management policies, park purposes, and the protection of resources and values; and
- provide for public understanding and support of wilderness values.

One of Apostle Islands National Lakeshore's primary purposes is to preserve and protect the park's wilderness character for use and enjoyment by future generations as wilderness. Wilderness character is the combination of biophysical, experiential, and symbolic qualities in an untrammeled and natural state that generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable.

The desired conditions for wilderness management, described in table 1, complement the above goals.

In order to protect and promote wilderness character, wilderness management must consider the purpose of an action and the spirit in which it was carried out. The definition of wilderness in the Wilderness Act identifies two key qualities:

- generally appearing to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable, and
- having outstanding opportunities for solitude or a primitive and unconfined type of recreation

Providing opportunities for solitude includes managing for visitor experiences with the following characteristics:

- freedom from the reminders of society
- privacy and isolation in natural surroundings
- absence of distractions such as large groups, mechanization, unnatural noise, signs, and other modern artifacts within the wilderness area (however, the Wilderness Act offers no protection from sights and sounds originating outside of wilderness)

However, at its essence wilderness character is unseen and immeasurable—a unique challenge of wilderness management. Wilderness character includes the natural and scenic condition of the land, interactions of wildlife, and the integrity of ecological processes. But wilderness character, like personal character, is much more than a physical condition.

The National Park Service recognizes the intangible values of wilderness, and in implementing this plan will forego actions that might have no seeming physical impact but which would detract from the idea of wilderness as a place set apart; a place where human uses, convenience, and expediency do not dominate; a place where we can know

ourselves as part of something beyond our modern society and its creations.

**USES, DEVELOPMENTS, AND MANAGEMENT ACTIONS PERMITTED AND PROHIBITED IN THE GAYLORD NELSON WILDERNESS**

The following sections summarizes what recreational uses, management actions, and developments are permitted and prohibited in wilderness areas under the Wilderness Act of 1964 and NPS policies.

**Actions Permitted in Wilderness Areas**

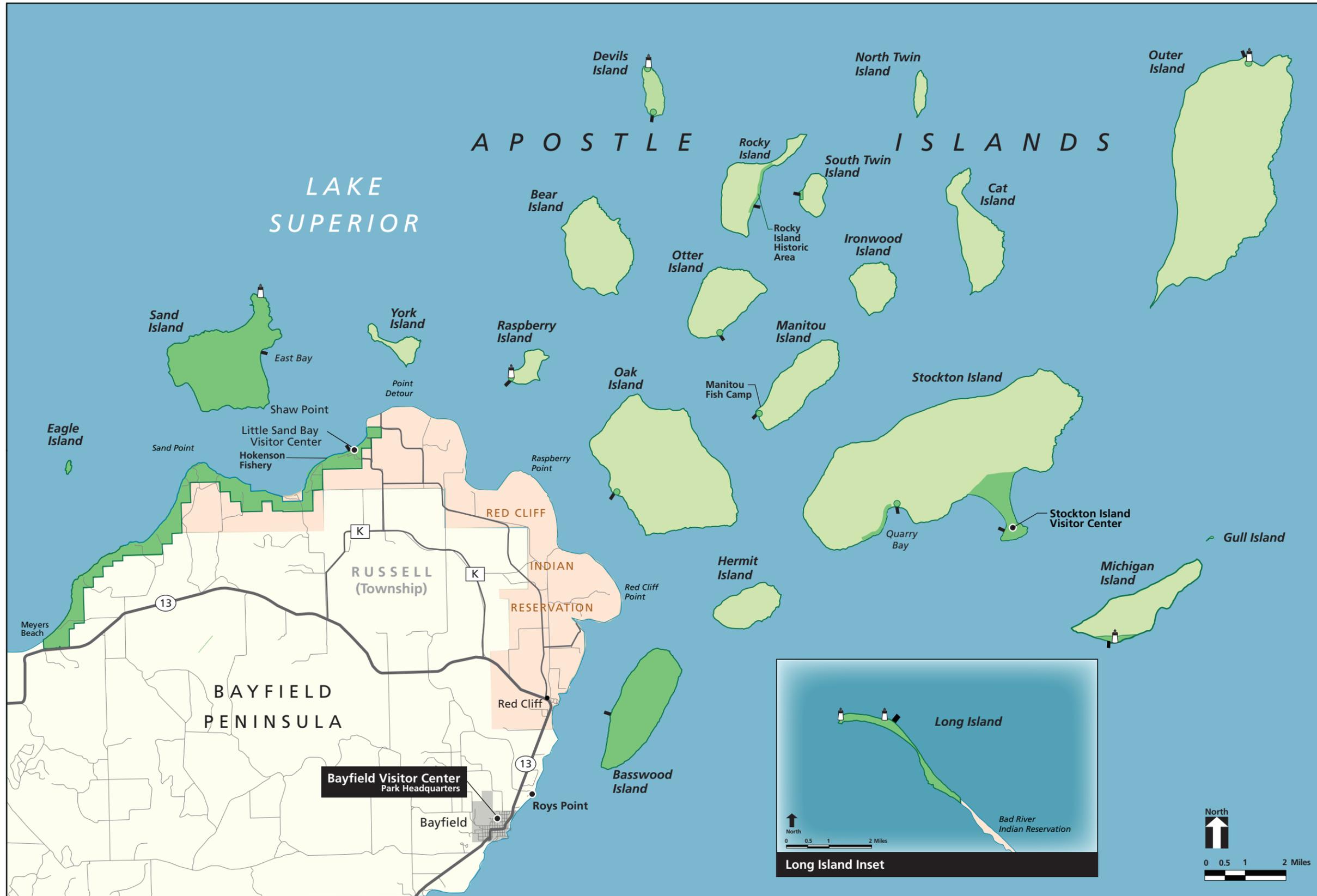
A variety of recreational uses, management actions, and even facilities are permitted in wilderness areas under the Wilderness Act and NPS policies. Among the uses, management actions, and facilities *permitted in wilderness* are

- nonmotorized recreational uses (e.g., hiking, backpacking, picnicking, camping)
- hunting and trapping (where otherwise permitted by law, as in the Apostle Islands National Lakeshore) and fishing
- American Indian religious activities and other actions recognized under treaty-reserved rights
- guided interpretive walks and onsite talks and presentations
- wheelchair use by individuals whose disability requires its use, if that wheelchair meets both parts of the definition of a wheelchair as stated in the Americans with Disabilities Act Title V, section 508c: “the term wheelchair means a device designed solely for use by a mobility impaired person for locomotion, that is suitable for use in an indoor pedestrian area”
- scientific activities, research, and monitoring
- management actions taken to correct past mistakes or impacts of human use,

including restoration of extirpated species, controlling invasive alien species, endangered species management, and protection of air and water quality

- fire management activities (including fire suppression) as approved in the park’s fire management plan
- preservation of historic properties eligible for the National Register of Historic Places
- trails necessary for resource protection and/or for providing for visitor use for the purposes of wilderness
- campsites when essential for resource protection and preservation or to meet other specific wilderness management objectives, including those facilities necessary for resource protection or visitor safety (e.g., tent pads, bear-proof storage boxes)
- toilets, signs, and other infrastructure necessary for visitor safety or to protect wilderness resources
- certain administrative facilities if necessary to carry out wilderness management objectives (e.g., storage or support structures, ranger stations)
- uses and facilities permitted for landowners or lessees with valid property rights in a wilderness area

**NOTE:** All management actions and facilities must be determined to be the minimum necessary to meet the purposes of wilderness (e.g., essential for resource protection and preservation, essential for administration of a wilderness area). See “Applying the Minimum Requirement Concept” later in this chapter for guidance on the minimum requirement concept.



- Gaylord Nelson Wilderness
- Non-wilderness
- (Non-wilderness symbol designates smaller zone)

- Bayfield
- Indian Reservation
- Lands Outside of the Park

- Lighthouse
- Dock

**FIGURE 4**  
**Gaylord Nelson Wilderness**  
 Apostle Islands National Lakeshore

National Park Service  
 U.S. Department of the Interior  
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### Actions Prohibited in Wilderness Areas

The Wilderness Act also specifically *prohibits* certain uses and developments:

- permanent improvements or human habitation (§2(c))
- structures or installations (§4(c))
- permanent and temporary roads (§4(c))
- use of motor vehicles and motorized equipment (except for emergency purposes) (§4(c))
- landing of aircraft (except for emergency purposes) (§4(c))
- other forms of mechanical transport (e.g., bicycles) (§4(c))
- commercial enterprises (except for commercial services that are necessary for realizing the recreational or other wilderness purposes of the area, such as guiding and outfitting) (§4(c) and §4(d)(6))

With the exception of permanent roads and commercial enterprises, the Wilderness Act does recognize that the above uses *may be permitted* if necessary to meet the minimum requirements for the administration of the area as wilderness or for emergency purposes.

In addition to the above prohibitions, NPS policies also *prohibit* some developments:

- new utility lines
- permanent equipment caches (unless necessary for health and safety purposes or determined to be necessary through a minimum requirement analysis)
- borrow pits (except for small quantity use of borrow material for trails)
- new shelters for public use
- picnic tables, except when necessary for resource protection
- interpretive signs, trails, and waysides (unless necessary for visitor safety or to protect wilderness resources)

### Applying the Minimum Requirement Concept

The Wilderness Act of 1964 states in section 4(c)

*except as necessary to meet the minimum requirements for the administration of the area for the purpose of this Act (including measures required in emergencies involving the health and safety of persons within the area) there shall be no temporary road, no use of motor vehicles, motorized equipment or motorboats, no landing aircraft, no other form of mechanical transport, and no structure or installation. . . within a wilderness area.*

The act allows for the administrative exception, but it is an exception not to be abused and to be exercised very sparingly and only when it meets the test of being the minimum necessary for wilderness management. NPS policy dictates that all management decisions affecting wilderness must be consistent with the minimum requirement concept.

#### Minimum Requirement Concept

"The minimum requirement concept is a documented process used to determine if administrative actions, projects, or programs undertaken by the National Park Service or its agents and affecting wilderness character, resources, or the visitor experience are necessary, and if so how to minimize impacts."

-- NPS Management Policies 2006 (6.3.5)

In wilderness, how a management action is carried out is as important as the end product. When determining the minimum requirement, the potential disruption of wilderness resources and character will be considered before, and given more weight than, economic efficiency and convenience.

If a compromise of wilderness resources or character is unavoidable, only those actions that preserve wilderness character in the long

run and/or have localized, short-term adverse impacts will be accepted.

The second part of the minimum requirement concept is identifying the minimum tool, which is defined as the least intrusive tool, equipment, device, force, regulation, or practice that would achieve the wilderness management objective safely and with the least impact on wilderness resources.

To apply the minimum requirement concept, a minimum requirement analysis will be completed for proposed management actions, including but not limited to natural and cultural resource projects, administrative facilities, trail and campsite projects, and research. (Where actions take place outside the wilderness, consideration should also be given to how those actions may have indirect effects on wilderness character and values.) Completion of the minimum requirement analysis is part of the environmental screening process and accompanies the appropriate environmental compliance and may be subject to public review prior to approval.

The minimum requirement analysis is a two-step process. Step 1 helps determine whether or not the proposed management action is appropriate or necessary for administration of the area as wilderness, and does not pose a significant impact to wilderness resources and character. The assessment of adverse impacts must consider physical resources within the wilderness as well as wilderness character and values. Step 2 describes alternatives for the proposed action and evaluates each to determine if the techniques and tools and equipment (minimum tool) needed to ensure that overall impacts to wilderness resources and character are minimized.

Apostle Islands National Lakeshore has implemented a park-specific minimum requirement analysis process and keeps it updated to remain consistent with current law, policy, and wilderness management practice. The park's current minimum requirement analysis process will be posted on the park's website and/or through other

appropriate media to make it available to the public.

### **Appropriate Conservation and Restoration Activities in Wilderness**

The 1964 Wilderness Act defines wilderness as a place that “in contrast with those areas where man and his own works dominate the landscape, is . . . an area where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain.” It is to be “protected and managed so as to preserve its natural conditions” and “generally appears to have been affected primarily by the forces of nature, with the imprint of man’s work substantially unnoticeable.”

Although these ideas have much in common, they aren’t the same. As established by the act, the objectives to manage wilderness for the forces of nature (ecological conditions, what some consider “naturalness”) and to keep the wilderness untrammelled and to minimize the impacts of people (what some consider “wildness”) can be in conflict. Notwithstanding the islands’ long and continuing history of use by American Indians and the park’s embrace of their history in the Gaylord Nelson Wilderness, the National Park Service must manage those parts of the wilderness where former logging camps, quarries, farms or other cultural resources are present sensitively while remaining in full compliance with both the Wilderness Act and the National Historic Preservation Act.

Although hands-off management was probably once sufficient to keep wilderness both natural and untrammelled, land managers now realize that human use of the landscape has left some areas with nonnative or invasive plants; threatened, endangered, and extirpated plants and animals; compacted soils; artificial fire regimes; trash piles; etc. The National Park Service is fully committed to the preservation of the tangible remnants that are historically significant (an equally challenging concept, also defined in federal law).



*The Shores of Lake Superior*

However, NPS managers are faced in some other cases with the dilemma of whether to attempt to restore natural conditions or to leave an area alone. If the latter path is selected, some areas will restore themselves to ecological integrity over time, but other areas are likely to remain in an unnatural state without active intervention. Further complicating the picture, human-induced climate change will likely favor some species over others, and will likely lead to unprecedented ecological conditions that, if managers do not intervene, may appear “untrammeled” but will hardly be “natural.” Managers will be faced with the dilemma of artificially aiding some species to try to preserve them in their native habitat, or else accept their loss as the conditions they require disappear from the park.

With regard to natural resource management in wilderness, NPS wilderness policies state

*The principle of non-degradation will be applied to wilderness management, and each wilderness area’s condition will be measured*

*and assessed against its own unimpaired standard. Natural processes will be allowed, in so far as possible, to shape and control wilderness ecosystems. Management should seek to sustain natural distribution, numbers, population composition, and interaction of indigenous species. Management intervention should only be undertaken to the extent necessary to correct past mistakes, the impacts of human use, and the influences originating outside of wilderness boundaries. Management actions . . . should be attempted only when the knowledge and tools exist to accomplish clearly articulated goals. (NPS Reference Manual 41: “Wilderness Preservation and Management,” §6.3.7)*

#### **Managing For Wilderness Characteristics**

Two key terms need to be considered in determining whether conservation and restoration activities are appropriate in wilderness:

**Wild**—untrammeled; uncontrolled; unconstrained; without sign of people or intentional human control; on its own terms; self-willed; free.

**Natural**—unimpaired; ecologically intact, with the full complement of native species; sustainable; unpolluted. These terms, ideally, are not mutually exclusive. Scientists, philosophers, and managers continue to debate their meanings as well as the intent of the Wilderness Act. Did the authors of the act anticipate a world affected by climate change and other human influences that would pervade every corner of the globe, no matter how remote? The challenge for the National Park Service clearly is how to manage for both wild and natural, without compromising either, in the Gaylord Nelson Wilderness.

Thus, conservation and restoration activities should occur only when necessary, and the threshold for taking management actions

(intervention) is particularly high in wilderness. Managers should err on the side of intervening as little as possible in wilderness.

The question of when such actions should be taken is often difficult to answer. In light of how much past and present human activities have altered the Gaylord Nelson Wilderness, including logging, recreational uses, clearing of areas and developments, the introduction of nonnative species, and climate change, the concept of maintaining “natural conditions” does not provide much guidance on whether or not to actively intervene.

In considering whether or not to take action, managers of the Gaylord Nelson Wilderness in Apostle Islands National Lakeshore should define as precisely as possible what outcomes are desired before determining how much intervention is warranted.

The following questions (as well as the minimum requirement process criteria) can help guide managers in their decision:

- Is the extent and significance of diminished naturalness known?
- Is action needed to maintain ecological integrity—the presence of all appropriate elements and processes operating at appropriate rates?
- Is the action needed to promote resilience of the wilderness—the capacity of the system to absorb change and still persist without undergoing a fundamental loss of character? Is action needed because little semblance of natural conditions is possible without intervention?
- What is the intensity of the proposed action—how big an area will be affected over how long a time? Is the intervention short or long term?
- Is there sufficient understanding about reference conditions and processes, as well as the long-term effects of the action?

- What are the benefits and risks of taking action versus not taking action? Is the threat or change facing the wilderness considered to be a high priority? Does the action have the most potential to make a difference?
- Is there public understanding and support for the action?

The NPS National Wilderness Steering Committee also has provided a guide for evaluating the appropriateness of restoration and other conservation activities in wilderness. Recognizing that which actions should be taken versus avoided will be location specific and subjective, the following three-tiered framework can help managers in structuring their decision.

**Class I:** Short-term wilderness disturbance; long-term wilderness character enhancement

This class of activity entails one-time reversals of anthropogenic changes that, once accomplished, are self-sustaining. Users of wilderness might well encounter restoration activities that would typically result in impacts to wilderness character lasting a season to perhaps several years. Often, these impacts include temporary markers such as flagging, or tags and radio-collars on animals. Some of this, such as dam removal, may require heavy equipment. Upon completion, however, traces of the restoration activity would be extinguished over a short period of time, while the benefits of “re-wilding” and naturalness to wilderness character would be long term.

Examples of Class I

- reintroduction of self-sustaining native species
- extirpation of invasive alien species

**Class II:** Long-duration or recurring entry; benefits and costs to wilderness character

Many ecosystems that include wildernesses suffer anthropogenic disturbances for which

managers lack the knowledge, the legal authority, or the financial resources to correct permanently at the present time. For example, introduced weedy plants often invade natural areas from adjacent lands, and require regular removal and frequent monitoring. These nature-maintenance activities reflect the reality that many designated wildernesses are simply too small or disconnected to sustain their full suite of ecosystem functions without intervention. NPS managers must ultimately weigh the restoration benefits to the ecosystem against the impacts to other aspects of wilderness character.

#### Examples of Class II

- periodic control of persistent introduced species
- reintroduced species requiring continuing support

**Class III:** Support of laws or NPS policies; don't directly enhance wilderness character

These activities can present substantial impacts on wilderness character. They clearly violate the intent of the Wilderness Act. Some of these, such as control of pests, reflect the incapacity of some landscapes designated as wilderness to function as such either ecologically or politically. On the other hand, some severe interventions, such as the removal of native organisms for restoration elsewhere, illuminate the fundamental and unavoidable connections between many wildernesses and their surrounding more modified landscapes. Ultimately, decisions in this category may require a public review for their resolution.

#### Examples of Class III

- habitat modification for endangered species
- regulation of predator or prey numbers when an area is too small for natural regulation or natural controls have been lost

- control of native pests or dangerous species to protect life or property outside wilderness
- removal of native organisms in support of restoration elsewhere

### Fire Management

The park's 2005 *Fire Management Plan / Environmental Assessment* provides guidance on management of fire in the wilderness area. Human-caused fires will be suppressed, although the use of minimum impact suppression techniques will be required. Natural ignition of wildland fires will be permitted to occur, in keeping with the idea that natural forces should predominate in wilderness. Prescribed burns could be proposed in wilderness to restore "natural conditions." (NPS 2005a)

As noted in NPS Director's Order 41: "Wilderness Preservation and Management," all wildland fires (unplanned ignitions) in the Gaylord Nelson Wilderness will be managed to include the application of minimum requirement suppression techniques (if needed), and the consideration of firefighter and public safety, a cost/benefit analysis, and sensitive natural and cultural resources.

National Park Service fire management guidance is likely to change during the life of this general management plan/wilderness management plan. Apostle Islands National Lakeshore managers will update their fire management strategy in and out of wilderness consistent with evolving guidance.

### Management of Cultural Resources

The Gaylord Nelson Wilderness includes many cultural resources, including archeological sites, historic structures, ethnographic resources, and cultural landscapes. Cultural resources are included under the Wilderness Act as part of wilderness and historic values to be protected. In addition, laws intended to preserve the nation's cultural heritage, including the National Historic Preservation Act,

Archeological Resources Protection Act, and American Indian Religious Freedom Act, (among others), all fully apply in wilderness.



*LaPointe Lighthouse, Long Island*

Any adverse impacts on cultural resources in the Gaylord Nelson Wilderness will be avoided if at all possible. Any actions that involve ground disturbance or possible disturbance of historic structures or cultural landscapes must involve mitigative measures developed by the park staff in consultation with the Wisconsin state historic preservation office and, as appropriate, the Red Cliff and Bad River Bands of the Lake Superior Chippewa.

As called for in §6.3.8 of NPS Reference Manual 41: “Wilderness Preservation and Management,” historic properties eligible for the National Register of Historic Places in the Gaylord Nelson Wilderness will be protected and maintained according to the pertinent laws and policies governing cultural resources. However, the methods used to protect and maintain cultural resources must be consistent

with the preservation of wilderness character and values—the provisions of the Wilderness Act must be complied with when conducting cultural resource management activities, including inventory, monitoring, treatment, and research. If these management actions are proposed in the wilderness area, they must be evaluated in the minimum requirement process to minimize negative impacts to wilderness character and values.

It is important to stress that many actions affecting cultural resources in the wilderness area will only be undertaken after appropriate consultations with the Wisconsin state historic preservation office, associated American Indian tribal governments, other interested agencies or organizations, and the general public.

If appropriate, park staff may manage encroaching vegetation growing directly on or within former logging camp ruins and quarries in the wilderness area to protect them from accelerated decay. Any such action will be subject to the minimum requirements process; appropriate NEPA compliance; and consultations with the state historic preservation office, associated tribal historic preservation offices, other interested agencies, and members of the general public.

### **American Indian Treaty Rights and Access**

Several Lake Superior Chippewa tribes have hunting, trapping, and gathering rights guaranteed by treaty in Apostle Islands National Lakeshore, including the wilderness area. The National Park Service will honor those legally established rights and cooperate with the tribes holding those rights. American Indian access also will be permitted in the wilderness for sacred or religious purposes consistent with the intent of the American Indian Religious Freedom Act, Executive Order 13007: “Indian Sacred Sites” of May 24, 1996, the Wilderness Act, and related laws and policies.

## Hunting and Trapping

Hunting and trapping are permitted uses in the park, including the wilderness area. Harvest limits and dates and seasons for hunting and trapping are the same in the wilderness area as in the rest of the park. Approved hunting and trapping methods will be consistent with NPS wilderness management.



*Relaxing on Outer Island*

## Accessibility for Persons With Disabilities

NPS management policies ensure that equal opportunities are available for people with disabilities in all programs and activities, including the opportunity to participate in wilderness experiences. In addition, under section 504 of the Rehabilitation Act and 29 CFR part 17, the National Park Service has legal obligations to ensure that no person who has a disability is denied the opportunity to participate in a program solely because they have a disability. All people, including those who have disabilities, are to be allowed to participate as long as they are able “to achieve the purpose of the program or activity without modification to that program or activity that fundamentally alters the nature of that program or activity.”

The 1968 Architectural Barriers Act (ABA), passed four years after the Wilderness Act, requires that when a federal agency constructs or alters a facility, that facility is to be

accessible. Congress clarified the issue of accessibility in federal wilderness in the 1990 Americans with Disability Act (ADA), even though this act does not normally apply to federal agencies.

Title V section 508 of the Americans with Disabilities Act specifies that, in federally designated wilderness, a person who has a mobility impairment may use a wheelchair that (1) is designed solely for use by a mobility impaired person for locomotion, and (2) is suitable for use in an indoor pedestrian area. Wheelchairs that meet both parts of this definition are legally recognized as wheelchairs when used for locomotion by a person who has impaired mobility; they may be used anywhere foot travel is allowed, and thus are exempt from the mechanical transport prohibition as stated in the Wilderness Act. Section 508 of the act further states that “no agency is required to provide any form of special treatment, or accommodation, or to construct any facility or modify any conditions of lands within a wilderness area to facilitate such use.”

In the case of the Gaylord Nelson Wilderness, all visitors will be encouraged to enjoy the wilderness on its own terms. Few additional facilities are anticipated during the life of this plan, and those that are constructed will only be added if they provide essential environmental protection and are appropriate to the setting. In those cases, the facility design will be accessible consistent with federal law and NPS policy. Whenever feasible, the National Park Service will go beyond the legal requirements and make the facilities as accessible as possible using a wilderness-appropriate primitive design. The park staff will work with Wilderness Inquiry, Inc., on adopting best practices with regard to accessibility in the Gaylord Nelson Wilderness. (The National Park Service has a national memorandum of understanding with Wilderness Inquiry, Inc., to provide assistance related to the concerns and needs of disabled people.)

### Special Events

NPS *Management Policies 2006* (6.4.5) states that the agency will not sponsor or issue permits for special events in wilderness if the events are inconsistent with wilderness resources and character, or if they do not require a wilderness setting to occur. Permits will not be granted for competitive events, such as races, to take place in wilderness.

### Interpretation and Education

Public information is a critical component of any wilderness management program. Education is important for park visitors, the public who do not visit the park, and NPS and partner employees. With regard to wilderness, education and interpretation efforts will focus on the following areas:

- promoting and perpetuating public awareness and appreciation for wilderness character, resources, and ethics while providing for acceptable use limits
- fostering an understanding of the concept of wilderness that includes respect for the resource and willingness to exercise self-restraint in demanding access to it
- encouraging the public to use and accept wilderness on its own terms, recognizing wilderness is an undeveloped, primitive environment and that there are potential risks and responsibilities involved in using and enjoying wilderness
- fostering public stewardship, Leave No Trace ethics, and minimizing adverse human impacts to wilderness resources and values
- presenting information on wilderness safety
- as the wilderness is named for Gaylord Nelson, information and education efforts will also seek to educate visitors about the former Wisconsin governor and senator and his conservation legacy

Wilderness character and resources, as well as the above points, will be included in the park's

interpretation and educational program and as an integral element in the park's long-range interpretive plan and annual implementation plan. Appendix I of NPS Reference Manual 41 provides a description of primary interpretive themes for NPS wilderness areas.



*Campfire on Outer Island*

A variety of education and interpretive outreach approaches may be used to provide visitors and the public with information on the Gaylord Nelson Wilderness—such as talks and other presentations, waysides outside of wilderness, publications, exhibits in visitor centers, web page sites, and curriculum-based education programs—so long as they do not adversely affect the wilderness character. NPS staff will work closely with local educators to develop appropriate curricula and identify appropriate activities in the wilderness.

Staff education is also an important part of the wilderness education effort. Wilderness awareness training will be incorporated into all appropriate training programs, such as orientation training for seasonal and new staff, concessions staff, and volunteers.

Education may also be used as a tool for addressing wilderness use and management problems, and will generally be applied before more restrictive management actions.

### Camping Permits

Permits are currently required for all individuals and groups camping in the park,

including designated sites and designated camping zones in the wilderness. Permits can have many uses, including the following:

- providing education concerning resource protection and Leave No Trace practices
- providing education concerning safety issues
- providing a means to track visitor use
- identifying a starting point for search and rescue efforts
- regulating use

### Commercial Services

Under the Wilderness Act, commercial enterprises are not permitted in wilderness, with the exception of commercial services deemed necessary for realizing the recreational or other wilderness purposes of the area. Under *NPS Management Policies 2006* (10.3.1), commercial services need to be determined to be an appropriate use of the park.

Commercial guiding (e.g., kayaking, fishing, sailing, and backcountry trips; adventure boat tours; and water taxi services) is a permitted use in Apostle Islands National Lakeshore and is consistent with the park's wilderness management objectives and has long been deemed appropriate for the following reasons:

- services are consistent with the purposes and values for which the park and wilderness area were established, as well as with applicable laws, regulations, and policies
- services are consistent with laws, regulations, and policies
- services do not compromise public health, safety, or well-being
- services do not result in unacceptable impacts on wilderness resources and values
- services do not unduly conflict with other authorized park uses and activities or services outside the park

- services do not monopolize limited recreational activities at the expense of the general public

Commercial use authorization (CUA) permits are required of all businesses, groups, organizations, or individuals that provide guided trips and/or services for hire in the park. For nonprofit groups, special use permits are required. Both types of permits do not currently limit the number of organizations providing these services. After the park completes a "Commercial Services Strategy," as called for in the general management plan/wilderness management plan, how the park manages commercial services in wilderness may be re-evaluated, with appropriate involvement by the public and affected operators.

The use of permanent equipment and supply caches by commercial operators is prohibited within all areas of the park. Commercial operators also must adhere to the minimum requirement concept in all aspects of their activities in wilderness.

### Scientific Activities and Research

The Wilderness Act, *NPS Management Policies 2006* (6.3.6), and NPS Director's Order 41 all provide for and encourage scientific activities in wilderness when they are consistent with the National Park Service's responsibilities to preserve and manage wilderness.

Scientific activities are to be encouraged in wilderness, provided that the benefits of what may be learned outweigh the negative impacts on other wilderness values. . . . The increase of scientific knowledge, even if it serves no immediate management purpose, may be an appropriate wilderness research objective when it does not compromise wilderness resources and character. (NPS Director's Order 41)

Thus, scientific activities that potentially impact wilderness resources or values, including access, ground disturbance, use of equipment, and animal welfare, will be

permitted provided the benefits of the gained knowledge outweigh the impacts to wilderness resources or values.

However, NPS Director's Order 41 also stresses it is important for scientists to understand that their research be conducted in accord with wilderness preservation principles. All scientific activities, including the installation, servicing, removal, and monitoring of research devices, must be evaluated using the minimum requirement concept and include documented compliance that assesses impacts against benefits to wilderness. Applications for research and scientific work in the wilderness area must include a minimum requirements analysis of the project's methodologies. Scientific activities that involve activities or structures prohibited in §4(c) of the Wilderness Act (e.g., motorized equipment, mechanical transport) may occur in wilderness if several requirements are satisfied (see 6.3.6.1 in the *NPS Management Policies 2006*).

Research and monitoring devices may be installed and operated in the Gaylord Nelson Wilderness if

- the desired information is essential for the administration and preservation of wilderness and cannot be obtained from a location outside wilderness without a significant loss of precision and applicability; and
- the proposed device is the minimum requirement necessary to accomplish the research objective.

The devices will be removed when determined to no longer be essential. Permanent equipment caches are prohibited in wilderness; temporary caches may be permitted if they satisfy the minimum requirement concept.

### **Campsite Designation Criteria**

Existing designated campsites may need to be reconfigured and/or additional designated campsites may need to be established in the

wilderness area. New sites will be selected based on the following criteria:

- resource protection will be of primary importance
- campsites will be placed out of view of trails
- campsite placement will be subject to cultural resource mitigation

Appendix D provides further details on campsite design considerations for wilderness and nonwilderness.

### **NPS Administration / Operational Activities and Facilities**

#### *Administrative Use of Motorized or Mechanized Equipment*

Administrative use of motorized or mechanized equipment must meet the requirements of the minimum requirement concept (see the "Applying the Minimum Requirement Concept" section earlier in this chapter). Convenience or economic efficiency alone are not considered sufficient justification for the use of motorized or mechanized equipment. Acceptable uses include emergencies where human life is at risk, or where use of this equipment is determined to be the least intrusive method on wilderness character and values to accomplish management objectives.

Within two years of completion of this plan, broad minimum requirement analyses will be done for routine maintenance projects in the wilderness (e.g., trails, campsites). Thus, the minimum requirement process will not have to be applied to each individual project in the future unless there are Wilderness Act exceptions.

#### **Use of Native Materials**

In keeping with wilderness character, local natural materials are preferred when possible to repair or construct wilderness facilities (e.g., water bars, campsites) or restore desired conditions to impacted areas. Any proposed rehabilitation or construction will need to go

through the environmental screening process, including the completion of the minimum requirement analysis, and be approved by the wilderness committee.

### Emergency Services

Protecting human health and safety is a priority for park managers. Although wilderness is to be experienced on its own terms with inherent risks and challenges, NPS staff will continue to provide emergency services for all park visitors. During emergency incidents, consideration will be given to protecting the park's wilderness resources.

While hazard mitigation may be required, under no circumstances will pure convenience dictate the destruction of any wilderness resources. Leave No Trace minimum impact techniques will be incorporated into incident action plans and used whenever possible to lessen impacts to wilderness resources during emergency operations.

NPS *Management Policies 2006* (6.3.5) provide for the administrative use of motorized equipment or mechanical transport in emergency situations involving human health and safety. For the purposes of this plan, emergency situations include the following:

- response to those in need of medical or physical assistance when threats to human health and safety are reasonably assumed
- response to those who are determined to be unjustifiably overdue and threats to human health and safety are reasonably assumed
- any response to downed aircraft
- any response to an "unknown emergency" (e.g., mirror flash, second-hand visitor report, radio distress signal)
- any reported disaster
- special law enforcement operations when threats to human health and safety are reasonably assumed

- responses to wildland fires that threaten life, property, cultural, or natural resources

Logistics of the park, however, do not necessarily mean that use of motorized/mechanized equipment will either decrease response time or increase visitor safety.

### Administrative Facilities

As stated in NPS *Management Policies 2006* (6.3.10), NPS administrative facilities (e.g., patrol cabins, radio repeater sites, storage or support structures) will be limited in wilderness to the types and minimum number essential to meet the minimum requirements for the administration of the wilderness area. Permanent storage caches are prohibited in wilderness unless necessary for health and safety purposes or when they are determined to be necessary through a minimum requirements analysis.

A decision to construct, maintain, or remove an administrative facility will be based primarily on whether or not the facility is required to preserve wilderness character or values, not on considerations of administrative convenience, economic effect, or convenience to the public or park staff. No administrative facilities are within the Gaylord Nelson Wilderness, and none are foreseen as being needed to administer the wilderness area.

### Signs

Signs detract from wilderness character and make the imprint of people and management more noticeable. Consequently, NPS *Management Policies 2006* (6.3.10.4) state that only signs necessary for visitor safety or to protect wilderness resources are permitted in wilderness. Signs that provide other information, such as natural and cultural history, will not be located within the wilderness area. If needed, signs in the Gaylord Nelson Wilderness will be the minimum size and number necessary and will be compatible with their surroundings. Inappropriate signs precluding the

establishment of the wilderness will be removed within two years of the implementation of this plan.

### Monitoring of Wilderness Character

Wilderness character has been described as *the combination of biophysical, experiential, and symbolic ideals that distinguishes wilderness from other lands. These ideals combine to form a complex and subtle set of relationships among the land, its management, its users, and the meanings people associate with wilderness. (Interagency Wilderness Character Monitoring Team 2008)*

Both the Wilderness Act and NPS *Management Policies 2006* (6.3.1) mandate that the Gaylor Nelson Wilderness character be preserved. To ensure that wilderness character is not deteriorating or being altered requires monitoring. NPS *Management Policies 2006* (6.3.6.2) also require that conditions and long-term trends of wilderness conditions be monitored.

Visitor impacts on wilderness and monitoring of user capacity indicators and standards is one facet of wilderness character. These indicators are addressed in the “User Capacity” chapter earlier in this document. This section instead focuses on monitoring indicators of wilderness character that are not directly tied to visitor impacts (although there may be some overlap between the two sets of indicators). The monitoring being addressed in this section is also different from the NPS inventory and monitoring program’s vital signs effort (although again there may be some overlap in the monitoring efforts).

The Interagency Wilderness Character Monitoring Team has identified four key wilderness qualities may be monitored as an approximation of wilderness character:

- untrammeled—wilderness is essentially unhindered and free from modern human control or manipulation

- natural—wilderness ecological systems are substantially free from the effects of modern civilization
- undeveloped—wilderness retains its primeval character and influence, and is essentially without permanent improvement or modern human occupation
- solitude or primitive and unconfined recreation—wilderness provides outstanding opportunities for visitors to be alone or remote from signs of society, to be self-reliant, to be free from the constraints of culture, to experience personal challenge, self-discovery, and physical and mental inspiration

The following indicators have been identified as being appropriate and feasible to monitor wilderness character in the Gaylor Nelson Wilderness. These indicators may be replaced and/or additional indicators may be identified if better ways are found to measure changes in wilderness character, if the indicators prove not to be sufficiently sensitive to measuring changes, or if the indicators prove not to be cost-effective to check regularly. Some of these indicators are already monitored by park staff and/or are monitored to satisfy Government Performance and Results Act (GPRA) requirements. For more information on these indicators see the Interagency Wilderness Character Monitoring Team (2008), Landres et al. (2009), and NPS (2007a). If monitoring shows a trend of downward quality, indicating degradation of wilderness character, then park managers will take appropriate action to address the impacts and restore the character of the Gaylor Nelson Wilderness.

### Organization

All Apostle Islands National Lakeshore management divisions will continue to be involved in wilderness management. As directed by NPS Director’s Order 41, all positions having significant wilderness responsibilities will be supported by position descriptions that detail these responsibilities.

The park’s backcountry management team will continue to facilitate the review of projects and management actions proposed within the wilderness and associated analyses (e.g., minimum requirement analysis). The backcountry management team will continue to include representatives of all operational divisions. Periodic meetings will continue to be held to evaluate proposals, provide mitigation when necessary, and make recommendations to the superintendent.

The park’s chief of planning and resource management is designated as the park’s

wilderness coordinator. This is a collateral duty. The individual with this duty has direct responsibility for the development, coordination, communication, implementation, and accountability for the park’s wilderness program. This individual also serves as a liaison to regional and national wilderness programs.

Wilderness training will continue to be a priority for park staff with significant work responsibilities within the wilderness area, managing resources, or working with the park’s wilderness visitors.

**Table 4. Wilderness Character Indicators to be Monitored in the Gaylord Nelson Wilderness**

<b>Wilderness Character Quality</b>	<b>Indicator</b>
Untrammelled Quality	Number of actions taken or authorized by park staff to manage plants, animals, pathogens, soil, water, or fire in the wilderness
Natural Quality	Number of indigenous species that are listed as threatened, endangered, sensitive, or of concern
	Total acres of the wilderness where nonnative vegetation is present and not considered contained*
	Extent and magnitude of change in water quality
Undeveloped Quality	Extent of wilderness acreage affected by development that does not support wilderness uses, such as homes/cabins, temporary structures, and utility line corridors*
	Type and amount of administrative and nonemergency use of motor vehicles, motorized equipment, or mechanical transport*
	Occurrences of noncompliant uses, including unauthorized use of motor vehicles, motorized equipment, or mechanical transport*
Solitude or Primitive and Unconfined Recreation Quality	Type and extent of management restrictions (e.g., requiring permits for wilderness visits, area closures, prohibitions or limited use of campfires)

\*Indicators monitored to satisfy requirements of the Government Performance and Results Act.



## APPENDIX A: RECORD OF DECISION

UNITED STATES DEPARTMENT OF THE INTERIOR  
NATIONAL PARK SERVICE

RECORD OF DECISION

GENERAL MANAGEMENT PLAN/WILDERNESS MANAGEMENT PLAN  
ENVIRONMENTAL IMPACT STATEMENT

Apostle Islands National Lakeshore

Wisconsin

The Department of the Interior, National Park Service (NPS) has prepared this Record of Decision (ROD) on the *Final General Management Plan/Wilderness Management Plan/Environmental Statement* for Apostle Islands National Lakeshore in accordance with the requirements of the National Environmental Policy Act of 1969, as amended (NEPA), its implementing regulations (40 CFR 1500-1508), and NPS Director's Order 12, "Conservation Planning, Environmental Impact Analysis and Decision-Making and accompanying Handbook." This Record of Decision includes a description of the background of the project, a statement of the decision made, synopses of other alternatives considered, the basis for the decision, findings on impairment of park resources and values, a description of the environmentally preferable alternative, a listing of measures to minimize environmental harm, and an overview of public and agency involvement in the decision-making process.

### BACKGROUND OF THE PROJECT

The purpose of the general management/wilderness management plan is to provide a comprehensive direction for resource preservation and visitor use, direction for management of the Gaylord Nelson Wilderness, including its resources and visitors, and a basic foundation for decision making for the park for the next 15 to 20 years. The plan prescribes the resource conditions and visitor experiences that are to be achieved and maintained in the park over time. The clarification of what must be achieved according to law and policy is based on review of the park's purpose, significance, fundamental resources and values, and special mandates.

### DECISION (SELECTED ACTION)

The National Park Service has selected alternative 2, the preferred alternative, as described in the *Final General Management Plan/Wilderness Management Plan/Environmental Statement* issued in May 2011. Under the selected action the park's current management direction will continue with some minor changes to increase the opportunities for more people to have an island experience. Preservation of natural and cultural resources will remain a top priority. The current mix of recreational activities will stay the same and the visitor experience in most of the park will stay largely as it is, and management of the wilderness area will continue largely the way it is. The Raspberry Island light station will continue to be the focal point for cultural resource interpretation and its cultural landscape would be rehabilitated consistent with plans developed but never implemented prior to the light station restoration. Wilderness management will remain consistent with current direction, with no net change in campsite numbers or trail miles, although there could be relocations. The National Park Service will continue to have visitor centers at Bayfield, Little Sand

Bay, Stockton Island, and the Northern Great Lakes Visitor Center. The National Park Service will continue to be a leader in sustainable practices at Apostle Islands National Lakeshore.

Key changes in the selected action include:

- Two or more light stations will be restored or rehabilitated, similar to the Raspberry Island light station, and the rest will continue to be preserved at current levels.
- If feasible, part of the Long Island light station will be rehabilitated for park staff housing to better protect and interpret the resources of Long Island.
- If life estates on Sand or Rocky Island naturally expire within the life of this plan, historically significant structures will be preserved and interpreted.
- If feasible, additional transportation opportunities will be sought to encourage visitors to come to some of the inner islands, such as Basswood or Sand islands; some additional visitor facilities will be developed on these islands, including day use areas, new trails, and campsites.
- Most of the Stockton Island campground will be relocated to Presque Isle; however, a few campsites will be maintained on the north end of the current campground.
- There will be no change in the number of public docks in the park, but some docks will be relocated, improved, or expanded.
- The Bayfield visitor center will be relocated to a new location closer to the water to improve contact with visitors and to be co-located, if possible, with the park's primary maintenance and an operations center; the park headquarters will remain in the old Bayfield County Courthouse.
- The Little Sand Bay Visitor Center, currently in poor condition and not cost-effective to renovate, will be replaced with a smaller, more sustainable structure that offers the same level of visitor services as today and honors the site's rich history. The restored fishing boat "Twilite" will be a featured exhibit.
- A new ranger station and accessible beach ramp will be developed at Meyers Beach.

## Mitigating Measures/Monitoring

A variety of mitigation measures will be employed as part of the implementation of the selected alternative to avoid or minimize harm to park natural and cultural resources, wilderness, and visitor experiences. Measures to avoid or minimize environmental harm were listed in the *Final General Management Plan/Wilderness Management Plan/Environmental Statement*. These measures include best management practices for construction, conservation measures, and other known techniques from past and present work in and around the park. The mitigative measures cover air quality, soundscapes, soils, water resources (including wetlands and floodplains), vegetation, nonnative plant species, wildlife, threatened and endangered species and species of concern, hazardous materials, scenic resources, cultural resources, and visitor safety and experiences. One of the measures includes:

- To help reduce the potential for impacts, site-specific studies of longshore sand transport will be undertaken before work would commence on building or improving boat docks. Any activities involving dredging or the placement of fill material below the ordinary high water line of Lake Superior will comply with requirements of §401 and 404 of the Clean Water Act and with other applicable state permit programs (e.g., Great Lakes Submerged Lands Act). Impacts from any potential fill or dredge activities will be assessed further, and specific mitigative measures would be identified as part of the development of a specific design and further NEPA compliance that would be prepared in conjunction with the permit process.

## OTHER ALTERNATIVES CONSIDERED

Three other alternatives for managing Apostle Islands National Lakeshore were evaluated in the draft and final environmental impact statements.

Alternative 1, the **no-action alternative**, describes a continuation of existing management at the park and provides a baseline for evaluating the changes and impacts of the other alternatives — the National Park Service would continue to manage Apostle Islands National Lakeshore as it has been managed since the 1989 general management plan was approved and the Gaylord Nelson Wilderness was designated in 2004. Light stations would continue to be preserved at current levels, without an effort to rehabilitate additional light stations to the same level as the Raspberry Island light station. Decisions on life estates would continue to be made on a case-by-case basis. Visitor uses and facilities at both islands and the mainland would stay at current levels. The visitor centers in both Bayfield and Little Sand Bay would not be improved and the National Park Service would continue to pay high rental and utility fees at its current inefficient operational center.

**Alternative 3** would focus on providing primitive, lake-oriented recreation and education opportunities, with some new and different opportunities provided. Focus would continue on maintaining and interpreting the restored Raspberry Island light station; part of the Long Island light station would be rehabilitated for park staff housing, if feasible, to better protect and interpret the resources of Long Island. A few new visitor facilities would be provided on Sand, Basswood, and Oak islands including interpretive trails and new group campsites, but there would be no new day-use facilities. The Stockton Island campground would be relocated to Presque Isle. Existing transportation opportunities would be maintained; no new ones would be developed. There would be no major change in the public docks with the exception of improvements to the Michigan Island dock. The park headquarters would remain in the Old Bayfield County Courthouse. The Bayfield visitor center would be expanded in the old courthouse and serve as the park's primary visitor contact facility. The Little Sand Bay Visitor Center would be replaced with a kiosk. A new ranger station would be built at Meyers Beach. A new park operational facility would be built at a location to be determined.

Under **alternative 4**, the emphasis would be on providing a greater variety of structured recreation opportunities for visitors. More visitor facilities would be provided in island nonwilderness areas, and mainland visitor opportunities would be expanded. Focus would continue on maintaining and interpreting the restored Raspberry Island light station; if feasible, part of the Long Island light station would be rehabilitated for park staff housing to better protect and interpret the resources of Long Island. A few new visitor facilities would be provided on Sand, Basswood, and Oak islands including interpretive trails and new group campsites, but no new day-use facilities would be developed. Most of the Stockton Island campground would be relocated to Presque Isle, except for a few campsites on the north end that would not be relocated. Existing transportation opportunities would be maintained; no new ones would be developed. Some docks, including the Michigan Island dock, would be improved or expanded for boaters; more docks possibly could be installed. The park headquarters would remain at the Old Bayfield County Courthouse and a new visitor center would be built in a new location closer to the water in Bayfield. The Little Sand Bay Visitor Center would be replaced with a new visitor contact station with improved services. A new ranger/visitor contact station and accessible beach ramp would be built at Meyers Beach, and a new park operations facility would be built at a location to be determined.

## **BASIS FOR DECISION**

In reaching its decision to select the preferred alternative, the National Park Service considered the purposes for which Apostle Islands National Lakeshore was established, and other laws and policies that apply to the management of the park and the Gaylord Nelson Wilderness, including the Wilderness Act, National Environmental Policy Act, and NPS *Management Policies 2006*. The National Park Service also carefully considered public comments received during the planning process.

The following criteria were used in making the decision to select the preferred alternative (alternative 2). The alternatives were evaluated based on how well they:

- preserved natural resources, including protection of vegetation/soils, wildlife, and coastal processes
- protected wilderness values
- preserved cultural resources, including the light stations, other historic structures/properties, archeological and Native American ethnographic resources
- told the stories of the people and resources of the Apostle Islands
- provided appropriate and desirable opportunities for recreation
- provided for efficiency in park operations, including operational functionality, administrative functionality, emergency responsiveness, and sustainability

The National Park Service believes that alternative 2 best supports the park's purposes and provides the greatest advantages of all the alternatives considered. Based on the environmental impact analysis, this alternative provides a high degree of natural, cultural, and wilderness protection while also providing improved opportunities for visitors. Alternative 2 provides the greatest advantages for protection of coastal processes, and protection of light stations, as well as improving operational functionality and improving sustainability of park operations. Alternative 2 also provided the highest advantage for administrative functionality, consolidating facilities and NPS staff in Bayfield.

## **FINDINGS ON IMPAIRMENT OF PARK RESOURCES AND VALUES**

The NPS findings on impairment of park resources and values are in the attached appendix to this Record of Decision.

## **ENVIRONMENTALLY PREFERABLE ALTERNATIVE**

The environmentally preferable alternative is defined as "the alternative that will promote national environmental policy as expressed in Section 101 of the National Environmental Policy Act." Section 101 states that "it is the continuing responsibility of the federal government to

1. fulfill the responsibilities of each generation as trustee of the environment for succeeding generations;
2. assure for all Americans safe, healthful, productive, and aesthetically and culturally pleasing surroundings;
3. attain the widest range of beneficial uses of the environment without degradation, risk to health or safety, or other undesirable and unintended consequences;

4. preserve important historic, cultural, and natural aspects of our national heritage; and maintain, wherever possible, an environment which supports diversity, and a variety of individual choices;
5. achieve a balance between population and resource use which would permit high standards of living and a wide sharing of life's amenities; and
6. enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources."

Three of the above criteria did not make a difference in determining the environmentally preferable alternative. Criterion 1 is satisfied by all the alternatives: Apostle Islands National Lakeshore is already a national park unit, and as a trustee of this area the National Park Service would continue to fulfill its responsibilities to protect this area for future generations. The difference between the alternatives in this regard is not appreciable. Likewise, all of the alternatives being considered are intended to meet criterion 2: provide for all Americans a safe experience in a visually pleasing environment. Criterion 6 was determined to be not applicable to this plan.

When considering the remaining criteria, the environmentally preferable alternative is alternative 2, the NPS preferred alternative for Apostle Islands National Lakeshore. This alternative best satisfies the national environmental goals embodied in goals 3, 4, and 5—it provides a high level of protection of natural and cultural resources while concurrently providing for a wide range of neutral and beneficial uses of the environment. The preferred alternative maintains an environment that supports a diversity and variety of individual choices, and it integrates resource protection with an appropriate range of visitor uses and understanding.

The preferred alternative would provide more resource protection than the no-action alternative—e.g., unlike alternative 1, alternative 2 would restore/rehabilitate two light stations, relocate most of the Stockton Island campground out of an environmentally sensitive area, and address resource concerns related to the Michigan Island dock. In addition, the preferred alternative would provide substantially more opportunities for public enjoyment and understanding of the park than the no-action alternative, and thus better fulfills criteria 3, 4, and 5.

Alternative 3 would provide about the same level of resource protection as alternative 2, but it would not provide as many opportunities for public enjoyment and understanding of the park—e.g., not including the visitor center at the Bayfield waterfront, removing the Oak Island group campsite, not providing a universally accessible ramp at Meyers Beach, and not providing new day use areas on the islands and at Little Sand Bay would result in fewer opportunities for the public to enjoy the park and fewer individual choices compared to alternative 2. Thus, alternative 3 would not fulfill criteria 3, 4, and 5 as well as alternative 2.

Alternative 4 would also provide about the same level of resource protection as alternative 2, and would provide for more visitor use opportunities, particularly on the mainland. But alternative 4 would also have a higher potential for more impacts to natural resources in comparison with the preferred alternative—providing more docks on the islands and increasing the number of campsites would increase both opportunities for visitor use and the potential for resource impacts compared to alternative 2. Thus, alternative 4 would not satisfy criterion 3 (attain the widest range of beneficial uses of the environment without degradation) as well as the preferred alternative satisfies this criterion.

## PUBLIC AND AGENCY INVOLVEMENT

Public involvement was vitally important throughout the planning process. The National Park Service provided numerous opportunities for the public to participate in the development of the general management plan / wilderness management plan. The notice of intent to prepare an environmental impact statement was published in the *Federal Register* on September 3, 2004. A subsequent notice of intent appeared in the *Federal Register* on May 31, 2005, indicating that the requirements of a wilderness management plan would be incorporated into the general management plan. The public scoping comment period ran from September 3 through December 8, 2004. The planning team primarily used newsletters, press releases, the Internet, and meetings to solicit public comments and suggestions for the plan. During the course of the planning process two newsletters were sent to the agencies, organizations, and individuals on the park's mailing list, which eventually consisted of approximately 355 names. The park's Internet web site also contained information on the plan, which was updated on a regular basis. Planning documents were available for download from the park's web site and the NPS' Planning, Environment and Public Comment (PEPC) web site.

The planning team held meetings with members of the public and organizations during the course of the planning process. Five public open houses were held in the Wisconsin municipalities of Bayfield, Ashland, and Madison, and in St. Paul and Duluth, Minnesota, during the scoping period in October 2004. Eight meetings were held to discuss options for future management of the park during August 2006 at the visitor center on Presque Isle on Stockton Island and in Red Cliff, Bayfield, Odanah, Ashland, and Madison, Wisconsin, as well as in Bloomington and Hermantown, Minnesota.

A notice of availability of the draft plan was published in the *Federal Register* on September 2, 2009. Approximately 250 copies of the draft were distributed to government agencies, public interest groups, businesses, media, local libraries, and individuals. The document was also posted on the NPS planning web site for review. The public comment period ran from August 17 to November 16, 2009. Eight public meetings were held in August and September to solicit public input. Public open houses were held in Red Cliff, Bayfield, Superior, Twin Cities, Madison, Stockton Island (in the park), Odanah, and Ashland.

After the draft plan was published, NPS staff held meetings with the Bayfield city council, the mayor of the City of Bayfield, the superintendent of the Bayfield school district, the chair of the Town of Russell, and the Bayfield Heritage Association. These meetings were informational in nature and intended to answer questions from the organizations.

The planning team received 71 letters and 91 e-mail messages (although some e-mails were duplicates of letters received) during the comment period. Of the 162 comments received, 4 were from federal agencies, 3 were from state agencies, 2 were from local governments, and 11 were from special interest groups. All of the other comments were from individuals and businesses. Comments were received from across the country, but most came from the Midwest and specifically Wisconsin.

Most comments on the draft plan focused on specific issue(s) rather than expressing opinions about the preferred alternative. Fourteen substantive issues were raised during the public comment period.

Members of the planning team also consulted with agencies, organizations, and tribal governments during the planning process. Informal section 7 consultations on threatened and endangered species were held with the U.S. Fish and Wildlife Service's Green Bay office. Informal consultations also occurred with the Wisconsin Coastal Management Council regarding consistency of the preferred alternative with the Wisconsin Coastal Management Program.

On October 27, 2004, the National Park Service sent a letter to the Wisconsin state historic preservation office and to the Advisory Council on Historic Preservation presenting opportunities to participate in the planning process. Throughout the planning process, each office was informed of opportunities to attend agency and public meetings and afforded the opportunity to review and comment on the newsletters. These officials also received a copy of the draft plan for review and comment.

NPS staff meet from time to time with representatives of federal and state agencies and regional and local governments (as appropriate) on topics of mutual interest and concern, such as operating the park, preserving its resources, and making it safe and enjoyable for visitors. These entities were informed of the commencement of the general management plan / wilderness management plan, and discussion topics and planning issues were welcomed, but no meetings solely focused on the plan were held with these entities. The same can be said about any special interest groups whose interests include the park or aspects of the park.

Tribal interests and concerns were fully considered in the planning process and in the development of alternatives in the plan. The following federally recognized American Indian tribes were invited by letters, dated October 27, 2004, and August 23, 2006, to meet for government-to-government American Indian consultations about the general management plan / wilderness management plan:

- Bad River Band of the Lake Superior Tribe of Chippewa Indians, Wisconsin
- Bay Mills [Chippewa/Ojibwe] Indian Community, Michigan
- Fond du Lac Chippewa Tribe, Minnesota
- Keweenaw Bay Indian Community of the Lake Superior Tribe of Chippewa/Ojibwe Indians, Michigan
- Lac Courte Oreilles Ojibwe Tribe, Wisconsin
- Lac Du Flambeau Band of the Lake Superior Tribe of Chippewa/Ojibwe Indians, Wisconsin
- Lac Vieux Desert Band of the Lake Superior Tribe of Chippewa/Ojibwe Indians, Michigan
- Mille Lacs Ojibwe Tribe, Minnesota
- Red Cliff Band of the Lake Superior Tribe of Chippewa Indians, Wisconsin
- Sokogon Chippewa Community, Wisconsin

NPS staff subsequently held two tribal consultation meetings after the draft plan was published with the Chair and Vice Chair of the Red Cliff Band on November 23, 2009, and December 14, 2009.

## CONCLUSION

The National Park Service has selected the preferred alternative (alternative 2) as its general management plan / wilderness management plan for Apostle Islands National Lakeshore. Among the alternatives considered, this alternative best protects the park's cultural, natural and wilderness resources while also providing a range of quality visitor experiences, meets NPS goals for managing the park, and meets national environmental policy goals. As described in the "Mitigation" section of the plan, all practical means to avoid or minimize environmental harm from the selected alternative have been adopted. As noted in the accompanying attachment, there would be no impairment of the park's resources or values. After a review of these effects, the alternative selected for implementation will not impair park resources or values and will not violate the NPS Organic Act.

Approved:



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

6/28/11

Michael T. Reynolds  
Regional Director  
Midwest Region, National Park Service

# FINDINGS ON IMPAIRMENT OF PARK RESOURCES AND VALUES

## BACKGROUND

National Park Service *Management Policies, 2006* require analysis of potential effects to determine whether or not actions would impair park resources. The fundamental purpose of the national park system, established by the Organic Act and reaffirmed by the General Authorities Act, as amended, begins with a mandate to conserve park resources and values. NPS managers must always seek ways to avoid, or to minimize to the greatest degree practicable, adversely impacting park resources and values.

However, the laws do give the National Park Service the management discretion to allow impacts to park resources and values when necessary and appropriate to fulfill the purposes of a park, as long as the impact does not constitute impairment of the affected resources and values. Although Congress has given the National Park Service the management discretion to allow certain impacts within park, that discretion is limited by the statutory requirement that the National Park Service must leave park resources and values unimpaired, unless a particular law directly and specifically provides otherwise. The prohibited impairment is an impact that, in the professional judgment of the responsible NPS manager, would harm the integrity of park resources or values, including the opportunities that otherwise would be present for the enjoyment of these resources or values. An impact to any park resource or value may, but does not necessarily, constitute an impairment, but an impact would be more likely to constitute an impairment when there is a major or severe adverse effect upon a resource or value whose conservation is:

- necessary to fulfill specific purposes identified in the establishing legislation or proclamation of the park;
- key to the natural or cultural integrity of the park; or
- identified as a goal in the park's general management plan or other relevant NPS planning documents.

An impact would be less likely to constitute an impairment if it is an unavoidable result of an action necessary to pursue or restore the integrity of park resources or values and it cannot be further mitigated.

The park resources and values that are subject to the no-impairment standard include:

- the park's scenery, natural and historic objects, and wildlife, and the processes and conditions that sustain them, including, to the extent present in the park: the ecological, biological, and physical processes that created the park and continue to act upon it; scenic features; natural visibility, both in daytime and at night; natural landscapes; natural soundscapes and smells; water and air resources; soils; geological resources; paleontological resources; archeological resources; cultural landscapes; ethnographic resources; historic and prehistoric sites, structures, and objects; museum collections; and native plants and animals;
- appropriate opportunities to experience enjoyment of the above resources, to the extent that can be done without impairing them;
- the park's role in contributing to the national dignity, the high public value and integrity, and the superlative environmental quality of the national park system, and the benefit and inspiration provided to the American people by the national park system; and
- any additional attributes encompassed by the specific values and purposes for which the park was established.

Impairment may result from NPS activities in managing the park, visitor activities, or activities undertaken by concessioners, contractors, and others operating in the park. The NPS's threshold

for considering whether there could be an impairment is based on whether an action would have major (or significant) effects.

## **IMPAIRMENT FINDINGS**

Impairment findings are not necessary for visitor use and experience, socioeconomics, public health and safety, environmental justice, land use, and park operations, because impairment findings relates back to park resources and values, and these impact areas are not generally considered park resources or values according to the Organic Act, and cannot be impaired in the same way that an action can impair park resources and values. After dismissing the above topics, topics remaining to be evaluated for impairment include soils, geologic and coastal processes, surface water quality, wetlands, floodplains, terrestrial vegetation, terrestrial wildlife, selected state and federal threatened and endangered species (i.e., piping plover and gray wolf), soundscape, archeological resources, historic structures and buildings, cultural landscapes, ethnographic resources, and wilderness resources and values.

### **Soils**

Soils are an important resource of Apostle Islands National Lakeshore, affecting where native vegetative communities occur, and affecting the area's productivity, drainage patterns, erosion, and structural support for facilities such as trails in the park. Soils generally take thousands of years to develop. Soil degradation can affect plants and wildlife, as well as the visitor experience. Under the preferred alternative most of the park's soils would not be affected by the actions in the alternative. Some soils would be eroded and lost, and soil properties would be altered due to construction of new facilities on the islands and mainland, affecting no more than about 25 acres. Increased visitor use in localized areas on some popular islands, such as Basswood and Sand, would also affect a relatively small amount of soil. On the other hand, the establishment and monitoring of user capacity indicators and standards in the preferred alternative should help reduce the expansion of campsites and prevent soil erosion throughout the islands. Because of the slight adverse impacts and the overarching beneficial effects compared to the no-action alternative, the preferred alternative would not result in impairment.

### **Geological and Coastal Processes**

Geologic and coastal processes are fundamental elements of Apostle Islands National Lakeshore. They are the natural forces of water and wind that have largely shaped the park over time, and continue to shape the park's coastal features, including its cliffs and sandscapes. The preferred alternative would not affect most geologic and coastal processes operating in the park. Some erosion of the park's sandscapes and shorelines due to people trampling vegetative cover on beaches and sandspits and climbing up and down lake banks would occur in a few popular, localized areas. Existing boat docks also would continue to affect coastal processes, affecting the movement of sand along the coastline in relatively small, localized areas. However, the preferred alternative also would have some slight beneficial impacts in localized areas: the relocation of most of the Stockton campground and the rehabilitation of several docks would help reduce visitor and dock impacts on several island shorelines and sandscapes compared to the no-action alternative. With these beneficial impacts, and just a few relatively low level adverse impacts on coastal processes, the preferred alternative would not result in impairment.

### **Surface Water**

Lake Superior's clean waters are one of the park's fundamental resources. The lake's clean water supports the park's natural ecosystems and is important for recreational activities, including fishing,

boating, swimming, wading, and kayaking. The preferred alternative would generally not affect the park's surface water quality. As in alternative 1, some low-level, isolated water quality impacts would occur due to visitor use. Some low-level, localized impacts also would occur due to the rehabilitation of docks. The level of these impacts would not constitute an impairment of park resources and values.

### **Wetlands**

The park's wetlands are an important ecosystem. They contain unique flora and fauna species and add a considerable amount of ecological diversity to the park. Alternative 2 would not affect the vast majority of the park's wetlands. As in the no-action alternative, some adverse localized impacts would occur due to people occasionally walking through the wetlands. Because there would be only slight adverse impacts, the preferred alternative would not result in impairment.

### **Floodplains**

The park has only a few streams with floodplains. The preferred alternative would not affect these floodplains, except for a few people walking into the floodplains. These isolated, minimal impacts would not result in impairment.

### **Terrestrial Vegetation**

One of the park's primary natural resources is its vegetative communities. Rare plant communities, such as dune/lagoon complexes, old-growth stands, and cliff communities, are one of the fundamental resources of the park. Healthy, native terrestrial vegetation is necessary to fulfill the purposes for which the park was established and is key to the natural integrity and enjoyment of the park. The vast majority of the park's vegetation would not be affected by the preferred alternative. Several adverse impacts would occur in localized areas. Some vegetation would be lost or altered due to new developments, but no more than about 25 acres of vegetation would be affected. Increased visitation on some islands would result in the disturbance of vegetation. As in all of the alternatives, there would be the potential for the introduction and spread of nonnative invasive species in the park. But none of these impacts would likely affect the integrity, distribution, or presence of native plant communities in the park. Beneficial impacts would occur in several localized areas in the preferred alternative due to vegetation restoration actions, the application of user capacity indicators and standards, and increased NPS presence on Long Island and Meyers Beach. With these beneficial impacts, and just a few relatively low-level adverse impacts on vegetation, the preferred alternative would not result in impairment.

### **Terrestrial Wildlife**

Like vegetation, wildlife is one of the park's primary natural resources. Healthy, native terrestrial wildlife is necessary to fulfill the purposes for which the park was established and is key to the natural integrity and enjoyment of the park. Important bird habitat, including resting areas for migratory birds and nesting areas for summer residents including colonial birds, is a fundamental resource of the park. Most wildlife in the park would not change as a result of the actions in the preferred alternative. No actions would affect areas known to be important for breeding, nesting, foraging, or key migration routes. No actions would interfere with feeding, reproduction, or other activities necessary for the survival of wildlife species. Some adverse impacts to individuals would occur in a few localized areas. Approximately 25 acres of wildlife habitat would be lost or altered, with some wildlife being displaced from the areas. Increased visitation on several islands would have about the same effect as the no-action alternative with regard to changes in wildlife behavior (e.g., some animals would be attracted by visitors feeding them or areas where there is food and garbage). Some animals also would continue to occasionally be injured or killed by motor vehicles in

the mainland unit. On the other hand, the preferred alternative would have several beneficial effects in localized areas due to habitat restoration efforts, increased NPS presence at Meyers Beach and Long Island, and the relocation of most of the Stockton Island campsites out of key bear habitat. With these beneficial impacts, and just a few relatively slight adverse impacts on wildlife, the preferred alternative would not result in impairment.

### **Threatened and Endangered Species (Piping Plover and Timber Wolf)**

The Endangered Species Act requires federal agencies to ensure that their activities would not jeopardize existence of any endangered or threatened species or result in the destruction or adverse modification of critical habitat of such species. Designated critical habitat for piping plovers is one of the important resources of the park. The preferred alternative may affect, but would not be likely to adversely affect the park's piping plover and wolf populations. No new actions would occur in the preferred alternative that would adversely affect piping plovers in the park. As in all of the alternatives, visitor use on the island beaches would continue to have the potential to disturb plovers. But with increased NPS presence on Long Island and the continuation of other protection measures (e.g., temporary closures of nesting sites), adverse impacts would be expected to be slight. No actions in the preferred alternative would affect the area's overall wolf population and habitat. As in all of the alternatives, rare encounters between wolves and people could affect the behavior of a few wolves in the area. None of these low-level, localized impacts would result in impairment.

### **Natural Soundscape**

The Apostle Islands' natural soundscape (sometimes call "natural quiet") is one of the resources that make this park a special place. The natural soundscape is an important element affecting opportunities for solitude, which in turn affects the park's wilderness values and the "island experience" — two fundamental values of the park. Natural soundscapes of the park are also key elements in providing opportunities for recreational use and enjoyment of the park and in protecting the Gaylord Nelson Wilderness — two of the purposes of the park. Under the preferred alternative nearly all of the park would remain relatively quiet. Some localized adverse noise impacts would occur in a few isolated areas due to the construction and use of new facilities on the islands and mainland. As in all of the alternatives, some localized impacts also would occur in a few localized areas, particularly in developed areas of the mainland and islands, due to visitor use and NPS maintenance and management activities. However, none of these slight, localized impacts would result in impairment.

### **Wilderness Character**

About 80% of the land area of Apostle Islands National Lakeshore is congressionally designated wilderness. The park's wilderness character consists of four principal qualities: natural; undeveloped; untrammeled; and outstanding opportunities for solitude or a primitive and unconfined type of recreation. The park's wilderness values are one of the fundamental values of the park, and the protection of wilderness character is one of the purposes of the park. The preferred alternative would not affect most of the park's wilderness area: in most of the wilderness area, visitors would be able to find outstanding opportunities for solitude and primitive, unconfined recreation in what most people would perceive to be a natural landscape. A few slight adverse impacts to the four wilderness character qualities would occur in this alternative, as in all of the alternatives, due to the continuing requirement to obtain a permit to camp in wilderness and clustering of campsites, which would affect some visitors' perception of solitude. On the other hand, the preferred alternative would have a slight beneficial impact due to the relocation of the Oak Island group campsite out of the wilderness area. The slight adverse impacts of the preferred alternative would not constitute impairment.

## Archeological Resources

The preservation and protection of the park's outstanding collection of resources, including archeological resources, is one of the purposes of Apostle Island National Lakeshore. Sixty-six recorded prehistoric and historic sites are known in the park and are a fundamental resource of the park. These resources include American Indian hunting and fishing camps, farmsteads, logging camps, fish camps, and historic shipwrecks. Some of the actions in the preferred alternative (e.g., the development or relocation of campsites, construction of new day-use areas, trails and other NPS facilities) have the potential to affect archeological resources because of ground disturbance.

Archeological resources are key to the cultural integrity of the park. In consultation with the Wisconsin State Historic Preservation Officer and affiliated tribes, the National Park Service would ensure that archeological assessments and surveys are carried out for all areas of potential effect proposed for development. The National Park Service would also ensure that archeological resources unexpectedly discovered during construction are avoided and preserved in situ to the greatest extent possible, or if that is not possible the resources would be adequately mitigated by data recovery or other means. However, because no known archeological sites would be disturbed by actions proposed by the preferred alternative, and the National Park Service would follow the above measures to avoid or adequately mitigate impacts to discovered sites, there would be no impairment as a result of implementation of the preferred alternative.

## Historic Structures and Cultural Landscapes

The preservation and protection of the park's outstanding collection of resources, including historic structures and cultural landscapes, is one of the purposes of Apostle Island National Lakeshore. One hundred and fifty-eight of the park's historic structures are listed in the List of Classified Structures (LCS) and 17 of these (including a renowned array of light stations) are also listed in the National Register of Historic Places. In addition to the iconic lighthouses, other significant historic sites and structures include those associated with 19th century brownstone quarries, farmsteads, commercial fishing and logging camps, and tourism and recreation development during the 19th and early 20th centuries. Many of the historic sites and structures also have associated cultural landscapes. Many of these resources are fundamental resources of the park.

Actions proposed by the preferred alternative consist of stabilization, rehabilitation, and restoration of several of the park's light stations and other historic properties (e.g., farmsteads, fishing and logging camps, tourism and recreational sites). Associated cultural landscapes would also be preserved and partially restored in some instances. All preservation treatments would be conducted in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties*, and no actions are proposed that would adversely affect the historical integrity of significant properties or introduce incompatible new development within the viewshed of historic structures and sites.

Historic structures and cultural landscapes are key to the cultural integrity of the park. However, because no historic structures or cultural landscapes would be adversely impacted by actions proposed by the preferred alternative, and the National Park Service would follow all appropriate standards and guidelines for the treatment of these historic properties, there would be no impairment as a result of implementation of the preferred alternative.

## Ethnographic Resources

The preservation and protection of the park's outstanding collection of resources, including ethnographic resources, is one of the purposes of Apostle Island National Lakeshore. The ethnographic resources associated with the Ojibwe homeland, such as ethno-botanical resources and the stories of the Ojibwe cultural connections, are a fundamental resource of the park. Although

no known ethnographic resources have been identified that could be adversely affected by actions proposed by the preferred alternative, some of the actions (e.g., the development or relocation of campsites, construction of new day-use areas, trails and other NPS facilities) have the potential to affect ethnographic resources because of ground disturbance or incompatible development and visitor use. NPS staff would continue to consult with the Ojibwe and other affiliated tribes as appropriate to identify potential ethnographic resources and to ensure that resources are not inadvertently disturbed by NPS development or proposed visitor use activities.

Ethnographic resources are key to the cultural integrity of the park. However, because no known ethnographic resources would be adversely impacted by actions proposed by the preferred alternative, and the National Park Service would continue to permit traditional tribal access and appropriate uses within the park in accordance with NPS policies and applicable laws, there would be no impairment as a result of implementation of the preferred alternative.

## **CONCLUSION**

In conclusion, as guided by this analysis, good science and scholarship, advice from subject matter experts and others who have relevant knowledge and experience, and the results of public involvement activities, it is the superintendent's professional judgment that there would be no impairment of park resources and values from implementation of the preferred alternative.

## APPENDIX B: LEGISLATION

Public Law 91-424  
September 26, 1970

### An Act

To provide for the establishment of the Apostle Islands National Lakeshore in the State of Wisconsin, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That in order to conserve and develop for the benefit, inspiration, education, recreational use, and enjoyment of the public certain significant islands and shoreline of the United States and their related geographic, scenic, and scientific values, there is hereby established the Apostle Islands National Lakeshore (hereinafter referred to as the "lakeshore") in Ashland and Bayfield Counties, Wisconsin, consisting of the area generally depicted on the map entitled "Apostle Islands National Lakeshore", numbered NL-AI-91,000, sheets 1 and 2, and dated June 1970. The map shall be on file and available for public inspection in the office of the Director, National Park Service, Department of the Interior.

**Sec. 2.** No lands held in trust by the United States for either the Red Cliff Band or Bad River Band of the Lake Superior Chippewa Indians, or for allottees thereof, shall be acquired or included within the boundaries of the lakeshore established by this Act, with the following exception:

If the Indians who own more than 50 per centum of the interest in allotment number 74 GL or allotment number 135 in the Red Cliff Reservation agree to sell the allotment to the Secretary of the Interior (hereinafter referred to as the "Secretary"), the Secretary may consent to the sale on behalf of the other owners, purchase the allotment for the negotiated price and revise the boundaries of the lakeshore to include the allotment.

**Sec. 3.** The Secretary may acquire within the boundaries of the lakeshore lands and interests therein by donation, purchase with donated or appropriated funds, or exchange, but lands and interests in lands owned by the State of Wisconsin may be acquired only by donation. Notwithstanding any other provision of law, any Federal property located within the boundaries of the lakeshore may, with the concurrence of the agency having custody thereof, be transferred without transfer of funds to the administrative jurisdiction of the Secretary for the purposes of the lakeshore.

**Sec. 4. (a)** With the exception of not more than eighty acres of land to be designated within the lakeshore boundaries by the Secretary as an administrative site, visitor center, and related facilities, as soon as practicable, any owner or owners of improved property on the date of its acquisition by the Secretary may, as a condition of such acquisition, retain for themselves and their successors or assigns a right of use and occupancy of the improved property for noncommercial residential purposes for a definite term not to exceed twenty-five years, or, in lieu thereof, for a term ending at the death of the owner, or the death of his spouse, whichever is the later. The owner shall elect the term to be reserved. The Secretary shall pay to the owner the fair market value of the property on the date of such acquisition less the fair market value on such date of the right retained by the owner.

**(b)** A right of use and occupancy retained pursuant to this section may be terminated with respect to the entire property by the Secretary upon his determination that the property or any portion thereof has ceased to be used for noncommercial residential or for agricultural purposes, and upon tender to the holder of a right an amount equal to the fair market value, as of the date of the tender, of that portion of the right which remains unexpired on the date of termination.

**(c)** The term "improved property", as used in this section, shall mean a detached, noncommercial residential dwelling, the construction of which was begun before January 1, 1967 (hereinafter referred to as "dwelling"), together with so much of the land on which the dwelling is situated, the said land being in the same ownership as the dwelling, as the Secretary shall designate to be reasonably necessary for the enjoyment of the dwelling for the sole purpose of noncommercial residential use, together with any structures accessory to the dwelling which are situated on the land so designated.

**Sec. 5.** The Secretary shall permit hunting, fishing, and trapping on lands and waters under his jurisdiction within the boundaries of the lakeshore in accordance with the appropriate laws of Wisconsin and the United States to the extent applicable, except that he may designate zones where, and establish periods when, no hunting, trapping, or fishing shall be permitted for reasons of public safety, administration, fish or wildlife management, or public use and enjoyment. Except in emergencies, any regulations prescribing any such restrictions shall be put into effect only after consultation with the appropriate State agency responsible for hunting, trapping, and fishing activities.

**Sec. 6.** The lakeshore shall be administered, protected, and developed in accordance with the provisions of the Act of August 25, 1916 (39 Stat. 535; 16 U.S.C. 1, 2-4), as amended and supplemented; and the Act of April 9, 1924 (43 Stat. 90; 16 U.S.C 8a et seq), as amended, except that any other statutory authority available to the Secretary for the conservation and management of natural resources may be utilized to the extent he finds such authority will further the purposes of the Act.

**Sec. 7.** In the administration, protection, and development of the lakeshore, the Secretary shall adopt and implement, and may from time to time revise, a land and water use management plan which shall include specific provision for--

protection of scenic, scientific, historic, geological, and archeological features contributing to public education, inspiration, and enjoyment;

**(b)** development of facilities to provide the benefits of public recreation together with such access roads as he deems appropriate; and

**(c)** preservation of the unique flora and fauna and the physiographic and geologic conditions now prevailing on the Apostle Islands within the lakeshore: *Provided*, That the Secretary may provide for the public enjoyment and understanding of the unique natural, historical, scientific, and

archeological features of the Apostle Islands through the establishment of such trails, observation points, exhibits, and services as he may deem desirable.

**Sec. 8.** There are authorized to be appropriated not more than \$4,250,000 for the acquisition of lands and interests in lands and not more than \$5,000,000 for the development of the Apostle Islands National Lakeshore.

**Approved September 26, 1970**

Public Law 99-497  
October 17, 1986

## An Act

To authorize the inclusion of certain additional lands with the Apostle Island National Lakeshore.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

The Act of September 26, 1970 (Public Law 91-424: 16 U.S.C. 460w) is amended as follows:

In section 1 –

In the first sentence, after the phrase “consisting of”, insert: “(a) IN GENERAL—”

at the end of the first sentence, delete “1970” and insert: “1970; and (b) LONG ISLAND

ADDITION.—Approximately 200 acres of land at the mouth of Chequamegon Bay known as “Long Island”, as depicted on the map numbered NL-AI-91,001 and dated December, 1985”;

in the last sentence, delete “map” and insert “maps”.

(2) In section 3, after the word “donation”, strike the following sentence and insert in lieu thereof the following: “Notwithstanding any provision of law, any Federal property located within the boundaries of the lakeshore is hereby transferred without transfer of funds to the administrative jurisdiction of the Secretary for the purposes of the lakeshore: *Provided*, That the United States Coast Guard may retain a right to utilize a portion of such land and facilities for use as navigational aids so long as may be required”.

In section 4(c), after “January 1, 1967”, insert: “, or before January 1, 1985 for those lands referred to in section 1(b).”.

Section 8 of such Act is amended by adding the following at the end thereof: “Effective October 1, 1986, there are authorized to be appropriated such additional sums as may be necessary for the acquisition of the lands described in section 1(b).”.

## Wilderness Legislation

### Public Law 108-447, December 8, 2004

Section 140. Gaylord A. Nelson Apostle Islands National Lakeshore Wilderness Act.

(b) DEFINITIONS.—In this section:

(1) MAP.—The term “map” means the map entitled “Apostle Islands Lakeshore Wilderness”, numbered 633/80,058 and dated September 17, 2004.

(2) SECRETARY.—The term “Secretary” means the Secretary of the Interior.

(3) HIGH-WATER MARK.—The term “high-water mark” means the point on the bank or shore up to which the water, by its presence and action or flow, leaves a distinct mark indicated by erosion, destruction of or change in vegetation or other easily recognizable characteristic.

(c) DESIGNATION OF APOSTLE ISLANDS NATIONAL LAKESHORE WILDERNESS.—

(1) DESIGNATION.—Certain lands comprising approximately 33,500 acres within the Apostle Islands National Lakeshore, as generally depicted on the map referred to in subsection (b), are hereby designated as wilderness in accordance with section 3(c) of the Wilderness Act (16 U.S.C. 1132), and therefore as components of the National Wilderness Preservation System.

(2) MAP AND DESCRIPTION.—

(A) The map referred to in subsection (b) shall be on file and available for public inspection in the appropriate offices of the National Park Service.

(B) As soon as practical after enactment of this section, the Secretary shall submit a description of the boundary of the wilderness areas to the Committee on Energy and Natural Resources of the Senate and the Committee on Resources of the United States House of Representatives.

(C) The map and description shall have the same force and effect as if included in this section, except that the Secretary may correct clerical and typographical errors in the description and maps.

(3) BOUNDARY OF THE WILDERNESS.—Any portion of wilderness designated in paragraph (c)(1) that is bordered by Lake Superior shall use as its boundary the high-water mark.

(4) NAMING.—The wilderness area designated by this section shall be known as the Gaylord A. Nelson National Wilderness.

(d) ADMINISTRATION.—

(1) MANAGEMENT.—Subject to valid existing rights, the lands designated as wilderness by this section shall be administered by the Secretary in accordance with the applicable provisions of the Wilderness Act (16 U.S.C. 1131), except that—

(A) any reference in that Act to the effective date shall be considered to be a reference to the date of enactment of this section; and

(B) where appropriate, any reference to the Secretary of Agriculture shall be considered to be a reference to the Secretary of the Interior with respect to lands administered by the Secretary.

(2) SAVINGS PROVISIONS.—Nothing in this section shall—

(A) modify, alter, or in any way affect any treaty rights;

(B) alter the management of the waters of Lake Superior within the boundary of the Apostle Islands National Lakeshore in existence on the date of enactment of this section; or

(C) be construed to modify, limit, or in any way affect the use of motors on the lake waters, including snowmobiles and the beaching of motorboats adjacent to wilderness areas below the high-water mark, and the maintenance and expansion of any docks existing at the time of the enactment of this section.

**Public Law 109-97, November 11, 2005**

**SEC. 440. REDESIGNATION OF WILDERNESS.**

(a) REDESIGNATION — Section 140(c)(4) of division E of Public Law 108-447 is amended by striking ‘National’.

(b) REFERENCES — Any reference in a law, map, regulation, document, paper, or other record of the United States to the ‘Gaylord A. Nelson National Wilderness’ shall be deemed to be a reference to the ‘Gaylord A. Nelson Wilderness’.

**Public Law 111-11, March 30, 2009**

**SEC. 7116. TECHNICAL CORRECTIONS.**

(a) GAYLORD NELSON WILDERNESS.—

(1) REDESIGNATION.—Section 140 of division E of the Consolidated Appropriations Act, 2005 (16 U.S.C. 1132 note; Public Law 108-447), is amended—

(A) in subsection (a), by striking “Gaylord A. Nelson” and inserting “Gaylord Nelson”; and

(B) in subsection (c)(4), by striking “Gaylord A. Nelson Wilderness” and inserting “Gaylord Nelson Wilderness”.

(2) REFERENCES.—Any reference in a law, map, regulation, document, paper, or other record of the United States to the “Gaylord A. Nelson Wilderness” shall be deemed to be a reference to the “Gaylord Nelson Wilderness”.

# TEXT FROM REVISOR OF STATUTES BUREAU DATABASE OF 2007–08 WISCONSIN STATUTES & ANNOTATIONS

Updated through December 1, 2008.

## CHAPTER 1

### SOVEREIGNTY AND JURISDICTION OF THE STATE

1.01	State sovereignty and jurisdiction.	1.056	State conservation areas.
1.02	United States sites and buildings.	1.06	Surveys by United States; adjustment of damages.
1.025	United States jurisdiction in Adams County.	1.07	State coat of arms.
1.026	Apostle Islands land purchase.	1.08	State flag.
1.03	Concurrent jurisdiction over United States sites; conveyances.	1.09	Seat of government.
1.031	Retrocession of jurisdiction.	1.10	State song, state ballad, state waltz, state dance, and state symbols.
1.035	Wildlife and fish refuge by United States.	1.11	Governmental consideration of environmental impact.
1.036	Bird reservations, acquisition by United States.	1.12	State energy policy.
1.04	United States sites exempt from taxation.	1.13	Land use planning activities.
1.05	United States sites for aids to navigation.	1.14	Display of flag at public buildings, structures, and facilities.
1.055	National forest.		

**1.01 State sovereignty and jurisdiction.** The sovereignty and jurisdiction of this state extend to all places within the boundaries declared in article II of the constitution, subject only to such rights of jurisdiction as have been or shall be acquired by the United States over any places therein; and the governor, and all subordinate officers of the state, shall maintain and defend its sovereignty and jurisdiction. Such sovereignty and jurisdiction are asserted and exercised over the St. Croix River from the eastern shore thereof to the center or thread of the same, and the exclusive jurisdiction of the state of Minnesota to authorize any person to obstruct the navigation of said river east of the center or thread thereof, or to enter upon the same and build piers, booms or other fixtures, or to occupy any part of said river east of the center or thread thereof for the purpose of sorting or holding logs, is denied; such acts can only be authorized by the concurrent consent of the legislature of this state.

**History:** 1983 a. 538.

**Cross Reference:** See also Article IX. As to sky sovereignty, see s. 114.02.

Treaties between the federal government and Menominee tribe do not deprive the state of criminal subject matter jurisdiction over crimes committed by a Menominee tribal member outside of the reservation. *Sturdevant v. State*, 76 Wis. 2d 247, 251 N.W.2d 50 (1977).

Jurisdiction over crimes committed by tribal members on the Menominee reservation is vested in the federal and tribal governments. *State v. LaTender*, 86 Wis. 2d 410, 273 N.W.2d 260 (1979).

The state has no jurisdiction to prosecute a traffic offenses committed by a Menominee tribal member on a highway within the boundaries of the Menominee reservation. *State v. Webster*, 114 Wis. 2d 418, 338 N.W.2d 474 (1983).

Property held in trust by the federal government for the Menominee tribe and tribal members is not subject to state taxation. The tribe and tribal members residing and working in Menominee county are not subject to the state income tax. 66 Atty. Gen. 290.

The jurisdictional relationship between the state and Menominee Tribe is discussed. 70 Atty. Gen. 36.

State, county, and tribal jurisdiction to regulate traffic on streets in housing projects that have been built and are maintained by the Winnebago Tribe on tribal lands is discussed. 78 Atty. Gen. 122.

**1.02 United States sites and buildings.** Subject to the conditions mentioned in s. 1.03 the legislature consents to the acquisitions heretofore effected and hereafter to be effected by the United States, by gift, purchase or condemnation proceedings, of

the title to places or tracts of land within the state; and, subject to said conditions, the state grants, cedes and confirms to the United States exclusive jurisdiction over all such places and tracts. Such acquisitions are limited to the following purposes:

(1) To sites for the erection of forts, magazines, arsenals, dockyards, custom houses, courthouses, post offices, or other public buildings or for any purpose whatsoever contemplated by the 17th clause of section 8 of article one of the United States constitution.

(2) To all land now or hereafter included within the boundaries of Fort McCoy in townships 17, 18 and 19 north, ranges 2 and 3 west, near Sparta, in Monroe County, to be used for military purposes as a target and maneuvering range and such other purposes as the department of the army deems necessary and proper.

(3) To erect thereon dams, abutments, locks, lockkeepers' dwellings, chutes, or other structures necessary or desirable in improving the navigation of the rivers or other waters within and on the borders of this state.

(4) To the SW 1/4 of the NE 1/4 of section 6, township 19 north, range 2 west of the fourth principal meridian to be used for military purposes as a target and maneuvering range and such other purposes as the department of the army deems necessary and proper.

**History:** 1985 a. 135.

**1.025 United States jurisdiction in Adams County.** The legislature consents to the conveyance by lease with option to purchase to the United States of the institution and the land on which it is located in the town of New Chester, Adams County, described as follows: The entire section 15, township 16 north, range 7 east of the fourth principal meridian, consisting of 640 acres, and upon the execution of said lease the state grants, cedes and confirms to the United States exclusive legislative jurisdiction over said place and tract, retaining concurrent jurisdiction solely to the extent that all legal process issued under the authority of the state may be served upon persons located on said place and tract. The authority granted in this section shall remain in effect for the duration of said

**1.025 SOVEREIGNTY AND JURISDICTION**

lease and continue in effect in the event title passes to the United States at the termination of the lease.

**History:** 1973 c. 90; 1977 c. 418.

**1.026 Apostle Islands land purchase. (1)** LEGISLATIVE STATEMENT OF PURPOSE AND INTENT. (a) The legislature concurs with the stated purpose of Congress in authorizing the establishment of the Apostle Islands national lakeshore. It is therefore the purpose of this section to conserve and develop for the benefit, inspiration, education, recreational use, and enjoyment of the public certain significant islands and shorelands of this state and their related geographic, scenic and scientific values.

(b) It is the policy of the legislature that the Apostle Islands be managed in a manner that will preserve their unique primitive and wilderness character. The department of natural resources is directed before taking any action or making a decision concerning the Apostle Islands to make a finding that such an action or decision will ensure that the citizens of this state will be assured the opportunity for wilderness, inspirational primitive and scenic experiences in the Apostle Islands into perpetuity.

**(2) JURISDICTION CEDED TO THE UNITED STATES.** The consent of the state is given to the acquisition by the United States, in any manner authorized under an act of Congress, of lands lying within the boundaries of Apostle Islands national lakeshore, and jurisdiction is hereby ceded to the United States to all territory which is now or may be included within the lakeshore, except that the state shall retain concurrent jurisdiction in all cases, and such criminal process as may issue under the authority of the state against any persons charged with the commission of any offense within or without such areas, including, but not limited to, state laws and regulations governing hunting, fishing and trapping on those areas open to such activities, may be executed thereon in like manner as if such jurisdiction had not been ceded to the United States.

**(3) LANDS TO BE CONVEYED.** Notwithstanding any other law to the contrary, the department of natural resources, with the approval of the governor, is directed to donate and convey, upon request of the United States for purposes of the development of the lakeshore, all state-owned lands within the lakeshore boundary, as hereafter described: The state-owned lands on Basswood, Oak, Michigan and Stockton Islands in township 50 north, range 3 west; township 51 north, range 1 west; township 51 north, range 3 west, township 52 north, range 3 west, all in the town of La Pointe, Ashland County, Wisconsin. Each conveyance shall contain a provision that such lands shall revert to the state when they are no longer used for national lakeshore purposes as defined by section 7 of the Apostle Islands national lakeshore act of 1970 (P.L. 91–424; 84 stat. 880), except that such reversion does not apply to lands upon which capital improvements have been placed by the United States.

**History:** 1975 c. 51; 1975 c. 198 s. 62; 1979 c. 89.

**1.03 Concurrent jurisdiction over United States sites; conveyances.** The conditions mentioned in s. 1.02 are the following conditions precedent:

**(1)** That an application setting forth an exact description of the place or tract so acquired shall be made by an authorized officer of the United States to the governor, accompanied by a plat thereof, and by proof that all conveyances and a copy of the record of all judicial proceedings necessary to the acquisition of an unencumbered title by the United States have been recorded in the office of the register of deeds of each county in which such place or tract may be situated in whole or in part.

**(2)** That the ceded jurisdiction shall not vest in the United States until they shall have complied with all the requirements on their part of ss. 1.02 and 1.03, and shall continue so long only as the place or tract shall remain the property of the United States.

**(3)** That the state shall forever retain concurrent jurisdiction over every such place or tract to the extent that all legal and military process issued under the authority of the state may be served

anywhere thereon, or in any building situated in whole or in part thereon.

**1.031 Retrocession of jurisdiction.** The governor may accept on behalf of the state, retrocession of full or partial jurisdiction over any roads, highways or other lands in federal enclaves within the state where such retrocession has been offered by appropriate federal authority. Documents concerning such action shall be filed in the office of the secretary of state and recorded in the office of the register of deeds of the county wherein such lands are located.

**History:** 1977 c. 26.

**1.035 Wildlife and fish refuge by United States. (1)** The state of Wisconsin consents that the government of the United States may acquire in this state, in any manner, such areas of land, or of land and water, as the United States deems necessary for the establishment of the “Upper Mississippi River Wildlife and Fish Refuge,” in accordance with the act of congress approved June 7, 1924; provided, that the states of Illinois, Iowa and Minnesota grant a like consent, and all rights respectively reserved by said states, in addition to the reservation herein made, are hereby reserved to this state; and provided, further, that any acquisition by the government of the United States of land, or of land and water, shall first be approved by the governor, on the advice of the department of natural resources.

**(2)** The consent hereby given is upon the condition that the United States shall not, by an act of congress or by regulation of any department, prevent the state and its agents from going upon the navigable waters within or adjoining any area of land, or land and water, so acquired by the United States, for the purpose of rescuing or obtaining fish therefrom; and the state shall have the right to construct and operate fish hatcheries and fish rescue stations adjacent to the areas so acquired by the United States; and the navigable waters leading into the Mississippi and the carrying places between the same, and the navigable lakes, sloughs and ponds within or adjoining such areas, shall remain common highways for navigation and portaging, and the use thereof, as well to the inhabitants of this state as to the citizens of the United States, shall not be denied.

**(3)** The legal title to and the custody and protection of the fish in the navigable waters leading into the Mississippi River and in the navigable lakes, sloughs and ponds within or adjoining such areas in this state, is vested in the state, for the purpose of regulating the enjoyment, use, disposition and conservation thereof.

**(4)** The state retains jurisdiction in and over such areas so far that civil process in all cases, and such criminal process as may issue under the authority of the state against any persons charged with the commission of any offense within or without such areas, may be executed thereon in like manner as if this consent had not been given.

**(5)** Subject to the conditions specified in s. 1.02, the United States commissioner of fisheries may establish fish hatcheries within Wisconsin and may take fish or fish eggs from the waters of this state for propagation in such hatcheries. The United States commissioner of fisheries and authorized agents may conduct fish culture operations, rescue work, and all fishing and other operations necessary therefor in connection with such hatcheries in such manner and at such times as is considered necessary and proper by the commissioner and agents.

**History:** 1989 a. 56.

**1.036 Bird reservations, acquisition by United States.** Consent of this state is given to the acquisition by the United States by purchase, gift, devise, or lease of such areas of land or water, or of land and water, in Wisconsin, by and with the consent of the governor of the state, as the United States deems necessary for the establishment of migratory bird reservations in accordance with the act of congress approved February 18, 1929, entitled “An Act to more effectively meet the obligations of the United States under

the migratory bird treaty with Great Britain by lessening the dangers threatening migratory game birds from drainage and other causes by the acquisition of areas of land and of water to furnish in perpetuity reservations for the adequate protection of such birds; and authorizing appropriations for the establishment of such areas, their maintenance and improvement and for other purposes,” reserving, however, to this state full and complete jurisdiction and authority over all such areas not incompatible with the administration, maintenance, protection, and control thereof by the United States under the terms of said act of congress.

**1.04 United States sites exempt from taxation.** Upon full compliance by the United States with ss. 1.02 and 1.03, relating to the acquisition of any place or tract within the state the governor shall execute in duplicate, under the great seal, a certificate of such consent given and of such compliance with ss. 1.02 and 1.03, one of which shall be delivered to such officer of the United States and the other filed with the secretary of state. Such certificate shall be sufficient evidence of such consent of the legislature and of such compliance with the conditions specified. All such places and tracts after such acquisition and while owned by the United States, shall be and remain exempt from all taxation and assessment by authority of the state.

**History:** 1981 c. 314 s. 146.

**1.05 United States sites for aids to navigation.** Whenever the United States shall desire to acquire title to any land belonging to the state and covered by the navigable waters of the United States, for sites for lighthouses, beacons, or other aids to navigation, the governor may, upon application therefor by any authorized officer of the United States, setting forth an exact description of the place desired, and accompanied by a plat thereof, grant and convey to the United States, by a deed executed by the governor in the name of the state and under the great seal, all the title of the state thereto; and such conveyance shall be evidence of the consent of the legislature to such purchase upon the conditions specified in s. 1.03.

**History:** 1989 a. 56.

**1.055 National forest. (1)** Consent of this state is given to the acquisition by the United States by purchase, gift, lease or condemnation, with adequate compensation therefor, of such areas of land not exceeding 2,000,000 acres as the United States deems necessary for the establishment of national forests in the state, in accordance with the act of congress approved June 7, 1924, and the board of commissioners of public lands are authorized to sell and convey for a fair consideration to the United States any state lands included within such areas; provided, that this state shall retain concurrent jurisdiction with the United States in and over such areas so far that civil process, in all cases, and such criminal process as may issue under the authority of this state against any persons charged with the commission of any crime within or without said areas, may be executed thereon in like manner as if this consent had not been given. Provided, further, that the boundaries of any areas so selected shall be first approved by the governor, the board of commissioners of public lands, the department of natural resources, and the county board of each county in which any such area is located.

**(2)** Power is conferred upon the congress of the United States to pass such laws and to make or provide for the making of such rules and regulations, of both a civil and criminal nature and provide punishment therefor, as in its judgment may be necessary for the administration, control and protection of such lands as may be acquired by the United States under sub. (1).

**1.056 State conservation areas.** Consent of this state is given to the United States to acquire by purchase, gift, lease or condemnation, with adequate compensation therefor, areas of land and water within boundaries approved by the governor and the county board of the county in which the land is located, for the establishment of state forests, state parks or other state conservation areas to be administered by the state under long-term leases,

treaties or cooperative agreements, which the department of natural resources is hereby authorized to enter into on behalf of the state with the federal government.

**1.06 Surveys by United States; adjustment of damages.** Any person charged under the laws of the United States with the execution of a survey or any part thereof, may enter upon any lands in this state for the purpose of doing any act necessary to the performance of the survey. The person may erect on the lands any signals, temporary observatories or other small frame structures, establish permanent marks of stations, and encamp on the land. The person is liable for all actual damages done thereby. If the amount of the damages cannot be agreed upon by the person, or any representative of the federal government, and the owner or occupant of the lands entered upon, either of them may petition the circuit court for the county in which the lands, or any part of them, are situated for the appointment of a day for the hearing of the parties and their witnesses and the assessment of the damages. The hearing shall be held at the earliest practicable time after 14 days’ notice of the time and place is given to all the parties interested in the manner the court orders. The damages may be assessed by the court with or without a view of the premises. If the damages assessed do not exceed the sum tendered the occupant or owner of the land, the person who made the tender shall recover costs; if they are in excess of that sum, the other party shall recover costs, which shall be allowed and taxed in accordance with the rules of the court.

**History:** 1977 c. 449.

**1.07 State coat of arms.** The coat of arms of the state of Wisconsin is declared to be as follows:

**ARMS.**—Or, quartered, the quarters bearing respectively a plow, a crossed shovel and pick, an arm and held hammer, and an anchor, all proper; the base of shield resting upon a horn of plenty and pyramid of pig lead, all proper; over all, on fesse point, the arms and motto of the United States, namely: Arms, palewise of 13 pieces argent and gules; a chief azure; motto (on garter surrounding inescutcheon), “E pluribus unum”.

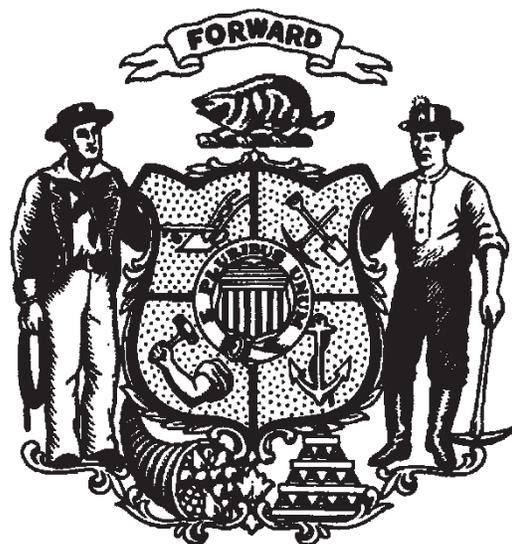
**CREST.**—A badger, passant, proper.

**SUPPORTERS.**—Dexter, a sailor holding a coil of rope, proper; sinister, a yeoman resting on a pick, proper.

**MOTTO.**—Over crest, “Forward”.

**History:** 1975 c. 41.

**NOTE:** An example of the state coat of arms is shown below:



**1.08 State flag. (1)** The Wisconsin state flag consists of the following features:

**1.08 SOVEREIGNTY AND JURISDICTION**

- (a) Relative dimensions of 2 to 3, hoist to fly.
- (b) A background of royal blue cloth.
- (c) The state coat of arms, as described under s. 1.07, in material of appropriate colors, applied on each side in the center of the field, of such size that, if placed in a circle whose diameter is equal to 50% of the hoist, those portions farthest from the center of the field would meet, but not cross, the boundary of the circle.
- (d) The word “WISCONSIN” in white, capital, condensed Gothic letters, one–eighth of the hoist in height, centered above the coat of arms, midway between the uppermost part of the coat of arms and the top edge of the flag.
- (e) The year “1848” in white, condensed Gothic numbers, one–eighth of the hoist in height, centered below the coat of arms, midway between the lowermost part of the coat of arms and the bottom edge of the flag.
- (f) Optional trim on the edges consisting of yellow knotted fringe.

(2) The department of administration shall ensure that all official state flags that are manufactured on or after May 1, 1981 conform to the requirements of this section. State flags manufactured before May 1, 1981 may continue to be used as state flags.

**History:** 1979 c. 286.

**1.09 Seat of government.** Be it enacted by the council and house of representatives of the territory of Wisconsin, that the seat of government of the territory of Wisconsin, be and the same is located and established at the town of Madison, between the 3rd and 4th of the 4 lakes, on the corner of sections 13, 14, 23 and 24 in township 7, north, of range 9, east.

**1.10 State song, state ballad, state waltz, state dance, and state symbols.** (1) The Wisconsin state song is “On, Wisconsin”, music written by W. T. Purdy, the words to which are as follows: “On, Wisconsin! On, Wisconsin! Grand old badger state! We, thy loyal sons and daughters, Hail thee, good and great. On, Wisconsin! On, Wisconsin! Champion of the right, ‘Forward’, our motto — God will give thee might!”.

(1m) The Wisconsin state ballad is “Oh Wisconsin, Land of My Dreams,” music written by Shari A. Sarazin and lyrics written by Erma Barrett, the words to which are as follows: “Oh Wisconsin, land of beauty, with your hillsides and your plains, with your jackpine and your birch tree, and your oak of mighty frame. Land of rivers, lakes and valleys, land of warmth and winter snows, land of birds and beasts and humanity, oh Wisconsin, I love you so. Oh Wisconsin, land of my dreams. Oh Wisconsin, you’re all I’ll ever need. A little heaven here on earth could you be? Oh Wisconsin, land of my dreams. In the summer, golden grain fields; in the winter, drift of white snow; in the springtime, robins singing; in the autumn, flaming colors show. Oh I wonder who could wander, or who could want to drift for long, away from all your beauty, all your sunshine, all your sweet song? Oh Wisconsin, land of my dreams. Oh Wisconsin, you’re all I’ll ever need. A little heaven here on earth could you be? Oh Wisconsin, land of my dreams. And when it’s time, let my spirit run free in Wisconsin, land of my dreams.”

(1r) The Wisconsin state waltz is “The Wisconsin Waltz,” music and lyrics written by Eddie Hansen, the words to which are as follows: “Music from heaven throughout the years; the beautiful Wisconsin Waltz. Favorite song of the pioneers; the beautiful Wisconsin Waltz. Song of my heart on that last final day, when it is time to lay me away. One thing I ask is to let them play the beautiful Wisconsin Waltz. My sweetheart, my complete heart, it’s for you when we dance together; the beautiful Wisconsin Waltz. I remember that September, before love turned into an ember, we danced to the Wisconsin Waltz. Summer ended, we intended that our lives then would both be blended, but somehow our planning got lost. Memory now sings a dream song, a faded love theme song; the beautiful Wisconsin Waltz.”

(2) The Wisconsin state dance is the polka.

- (3) The Wisconsin state symbols are as follows:
  - (a) The mourning dove (*zenaidura macroura corolinensis linnaeus*) is the symbol of peace.
  - (b) Milk is the state beverage.
  - (c) The sugar maple (*acer saccharum*) is the state tree.
  - (d) Corn (*Zea mays*) is the state grain.
  - (e) The wood violet (*viola papilionacea*) is the state flower.
  - (f) The robin (*turdus migratorius*) is the state bird.
  - (g) The muskellunge (*Esox masquinongy masquinongy Mitchell*) is the state fish.
  - (h) The badger (*taxidea taxus*) is the state animal.
  - (i) The dairy cow (*bos taurus*) is the state domestic animal.
  - (j) The white–tailed deer (*odocoileus virginianus*) is the state wildlife animal.
  - (k) The American water spaniel is the state dog.
  - (L) The honey bee (*apis mellifera*) is the state insect.
  - (m) The trilobite (*calymene celebra*) is the state fossil.
  - (n) Galena (lead sulfide) is the state mineral.
  - (o) Red granite is the state rock.
  - (p) Antigo silt loam (typic glossoboralf) is the state soil.
  - (r) The cranberry (*vaccinium macrocarpon*) is the state fruit.
  - (s) The tartan whose thread count is described in this paragraph is the state tartan. The thread count for the state tartan shall begin with 44 threads of muted blue, followed by 6 threads of scarlet, 4 threads of muted blue, 6 threads of gray, 28 threads of black, 40 threads of dark green, 4 threads of dark yellow, 40 threads of dark green, 28 threads of black, 22 threads of muted blue, and 12 threads of dark brown, at which point the weave reverses, going through 22 threads of muted blue, and continuing the sequence in reverse order until the weave reaches the beginning point of 44 threads of muted blue, at which point the weave reverses again.

(4) The Wisconsin Blue Book shall include the information contained in this section concerning the state song, ballad, waltz, dance, beverage, tree, grain, flower, bird, fish, animal, domestic animal, wildlife animal, dog, insect, fossil, mineral, rock, soil, fruit, and tartan.

**History:** 1971 c. 14, 129, 167, 228, 307; 1977 c. 326; 1983 a. 33; 1985 a. 162, 295, 332; 1987 a. 279; 1989 a. 162; 1993 a. 411; 1999 a. 83, 186; 2001 a. 16; 2003 a. 174, 321; 2007 a. 217.

**1.11 Governmental consideration of environmental impact.** The legislature authorizes and directs that, to the fullest extent possible:

(1) The policies and regulations shall be interpreted and administered in accordance with the policies set forth in this section and chapter 274, laws of 1971, section 1; and

(2) All agencies of the state shall:

(c) Include in every recommendation or report on proposals for legislation and other major actions significantly affecting the quality of the human environment, a detailed statement, substantially following the guidelines issued by the United States council on environmental quality under P.L. 91–190, 42 USC 4331, by the responsible official on:

1. The environmental impact of the proposed action;
2. Any adverse environmental effects which cannot be avoided should the proposal be implemented;
3. Alternatives to the proposed action;
4. The relationship between local short–term uses of the human environment and the maintenance and enhancement of long–term productivity;
5. Any irreversible and irretrievable commitments of resources that would be involved in the proposed action should it be implemented; and
6. Such statement shall also contain details of the beneficial aspects of the proposed project, both short term and long term, and the economic advantages and disadvantages of the proposal.

**5 Updated 07–08 Wis. Stats. Database**  
*Not certified under s. 35.18 (2), stats.*

**SOVEREIGNTY AND JURISDICTION**

**1.12**

(d) Prior to making any detailed statement, the responsible official shall consult with and obtain the comments of any agency which has jurisdiction or special expertise with respect to any environmental impact involved. Copies of such statement and the comments and views of the appropriate agencies, which are authorized to develop and enforce environmental standards shall be made available to the governor, the department of natural resources and to the public. Every proposal other than for legislation shall receive a public hearing before a final decision is made. Holding a public hearing as required by another statute fulfills this section. If no public hearing is otherwise required, the responsible agency shall hold the hearing in the area affected. Notice of the hearing shall be given by publishing a class 1 notice, under ch. 985, at least 15 days prior to the hearing in a newspaper covering the affected area. If the proposal has statewide significance, notice shall be published in the official state newspaper;

(e) Study, develop, and describe appropriate alternatives to unrecommended courses of action in any proposal which involves unresolved conflicts concerning alternative uses of available resources;

(h) Initiate and utilize ecological information in the planning and development of resource-oriented projects.

(j) Annually, no later than September 15, submit a report to the chief clerk of each house of the legislature for distribution to the legislature under s. 13.172 (2), including the number of proposed actions for which the agency conducted an assessment of whether an impact statement was required under par. (c) and the number of impact statements prepared under par. (c).

**(4)** Nothing in this section affects the specific statutory obligations of any agency:

(a) To comply with criteria or standards of environmental quality;

(b) To coordinate or consult with any other state or federal agency; or

(c) To act, or refrain from acting contingent upon the recommendations or certification of any other state or federal agency.

**(5)** The policies and goals set forth in this section are supplementary to those set forth in existing authorizations of agencies.

**History:** 1971 c. 274; 1973 c. 204; 1979 c. 89, 262; 1985 a. 29, 332; 1991 a. 273; 1993 a. 184, 213; 2001 a. 103.

**Cross Reference:** See also chs. NR 150, PSC 4, TCS 4 and ss. Adm 60.01, ATCP 3.07, Comm 1.01, DOC 335.01, DHS 18.01, NR 2.085, and Trans 400, Wis. adm. code.

The Wisconsin Environmental Protection Act, while not creating a public trust analogous to the public trust in the state's navigable waters, recognizes an interest sufficient to grant a person standing to question compliance with its provisions when it is alleged that agency action will harm the environment in the area where the person resides. *Wisconsin's Environmental Decade, Inc. v. PSC*, 69 Wis. 2d 1, 230 N.W.2d 243 (1975).

Counties are not "agencies of the state" within meaning of sub. (2) (c). *Robinson v. Kunach*, 76 Wis. 2d 436, 251 N.W.2d 449 (1977).

Sub. (2) (e) is applicable to proceedings involving authorization of priority systems for the curtailment of natural gas service. *Wisconsin Environmental Decade, Inc. v. PSC*, 79 Wis. 2d 161, 255 N.W.2d 917 (1977).

On judicial review of a state agency's decision not to prepare an environmental impact statement, the agency has the burden of producing a reviewable record reflecting a preliminary factual investigation into relevant areas of environmental concern and of showing a reasonable determination based on the same. *Wisconsin Environmental Decade, Inc. v. PSC*, 79 Wis. 2d 409, 256 N.W.2d 149 (1977).

The lack of a DNR prepared environmental impact statement did not invalidate a DNR order to close a landfill site. *Holtz & Krause, Inc. v. DNR*, 85 Wis. 2d 198, 270 N.W.2d 409 (1978).

DNR's decision to limit the scope of a threshold decision to consideration of the impact of a segment of a proposed sewer interceptor was reasonable when the segment had: 1) independent utility; 2) a main purpose of fulfilling a local need; 3) logical termini, and construction of the first segment did not compel construction of the second segment. *Wisconsin Environmental Decade, Inc. v. DNR*, 94 Wis. 2d 263, 288 N.W.2d 168 (Ct. App. 1979).

An agency determination that an EIS was adequately prepared is reviewed under s. 227.20. *Wisconsin Environmental Decade, Inc. v. PSC*, 98 Wis. 2d 682, 298 N.W.2d 205 (Ct. App. 1980).

The court erred in finding that this section applied to the department's code compliance review procedure. *Wisconsin Environmental Decade, Inc. v. DILHR*, 104 Wis. 2d 640, 312 N.W.2d 749 (1981).

An order establishing depreciation rates for a utility's nuclear plant did not require an environmental impact statement. *Wisconsin Environmental Decade, Inc. v. PSC*, 105 Wis. 2d 457, 313 N.W.2d 863 (Ct. App. 1981).

Standing to challenge a final EIS requires that the agency decision directly cause injury to the interest of the petitioner, which must be an interest recognized by law. *Fox v. DHSS*, 112 Wis. 2d 514, 334 N.W.2d 532 (1983).

An EIS is not required when the project will have minor impacts on the environment, but will have possible socio-economic impacts. *Wisconsin Environmental Decade, Inc. v. DNR*, 115 Wis. 2d 381, 340 N.W.2d 722 (1983).

Increased traffic congestion was a sufficient allegation of injury to acquire standing to challenge a final EIS. *Milwaukee Brewers v. DHSS*, 130 Wis. 2d 56, 387 N.W.2d 245 (1986).

When a state action did not come within an action type listed in DOA rules, an environmental assessment was required. A determination following an assessment that an EIS was not required for a building constructed for the state by a private developer under a lease/purchase agreement was reasonable under the circumstances. *Larsen v. Munz Corp.* 167 Wis. 2d 583, 482 N.W.2d 583 (1992).

The test as to whether an EIS should be conducted is one of reasonableness and good faith. When conditions for approval that compensate for any adverse environmental impacts are imposed, the statutory threshold of significant environmental impact is not crossed and no EIS is required. *State ex rel. Boehm v. DNR*, 174 Wis. 2d 657, 497 N.W.2d 445 (1993).

Section 227.42 (1) does not grant a right to a contested case hearing regarding the need for an EIS. *North Lake Management District v. DNR*, 182 Wis. 2d 500, 513 N.W.2d 703 (Ct. App. 1994).

When the legislature has selected a specific project site, consideration of alternative sites is too remote and speculative and not reasonably related to the proposed project. *Shoreline Park Preservation, Inc. v. DOA*, 195 Wis. 2d 750, 537 N.W.2d 388 (Ct. App. 1995), 94–2512.

The burden of proving the adequacy of an environmental impact statement is discussed. *CUB v. PSC*, 211 Wis. 2d 537, 565 N.W.2d 554 (Ct. App. 1997), 96–0867.

It was reasonable to suspend the requirement for a draft EIS and the corresponding comment period, when legislatively imposed time constraints could not have been met if they were not suspended. *RURAL v. PSC*, 2000 WI 129, 239 Wis. 2d 660, 619 N.W.2d 888, 99–2430.

Court review of an EIS is narrow. The PSC's determination that an EIS is adequate is a conclusion of law that is accorded great weight deference. An EIS must be assessed in light of the rule of reason, which requires an EIS to furnish only such information as appears to be reasonably necessary under the circumstances for evaluation of the project rather than to be so all-encompassing in scope that the task of preparing it would become either fruitless or well nigh impossible. While reasonable alternatives are to be considered, every potentiality need not be evaluated. *Clean Wisconsin, Inc. v. Public Service Commission*, 2005 WI 93, 282 Wis. 2d 250, 700 N.W.2d 768, 04–3179.

The EIS is an informational tool that does not compel a particular decision by the agency or prevent the agency from concluding that other values outweigh the environmental consequences of a proposed action. *Clean Wisconsin, Inc. v. Public Service Commission*, 2005 WI 93, 282 Wis. 2d 250, 700 N.W.2d 768, 04–3179.

Agency decision-making under the Wisconsin environmental policy act. 1977 WLR 111.

**1.12 State energy policy. (1) DEFINITIONS.** In this section:

(a) "Local governmental unit" has the meaning given in s. 19.42 (7u).

(b) "State agency" means an office, department, agency, institution of higher education, the legislature, a legislative service agency, the courts, a judicial branch agency, an association, society, or other body in state government that is created or authorized to be created by the constitution or by law, for which appropriations are made by law, excluding the Health Insurance Risk-Sharing Plan Authority.

**(2) CONSERVATION POLICY.** A state agency or local governmental unit shall investigate and consider the maximum conservation of energy resources as an important factor when making any major decision that would significantly affect energy usage.

**(3) GOALS.** (a) *Energy efficiency.* It is the goal of the state to reduce the ratio of energy consumption to economic activity in the state.

(b) *Renewable energy resources.* It is the goal of the state that, to the extent that it is cost-effective and technically feasible, all new installed capacity for electric generation in the state be based on renewable energy resources, including hydroelectric, wood, wind, solar, refuse, agricultural and biomass energy resources.

(c) *Afforestation.* It is the goal of the state to ensure a future supply of wood fuel and reduce atmospheric carbon dioxide by increasing the forested areas of the state.

**(4) PRIORITIES.** In meeting energy demands, the policy of the state is that, to the extent cost-effective and technically feasible, options be considered based on the following priorities, in the order listed:

(a) Energy conservation and efficiency.

(b) Noncombustible renewable energy resources.

(c) Combustible renewable energy resources.

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(d) Nonrenewable combustible energy resources, in the order listed:

1. Natural gas.
2. Oil or coal with a sulphur content of less than 1%.
3. All other carbon-based fuels.

**(5) MEETING ENERGY DEMANDS.** (a) In designing all new and replacement energy projects, a state agency or local governmental unit shall rely to the greatest extent feasible on energy efficiency improvements and renewable energy resources, if the energy efficiency improvements and renewable energy resources are cost-effective and technically feasible and do not have unacceptable environmental impacts.

(b) To the greatest extent cost-effective and technically feasible, a state agency or local governmental unit shall design all new and replacement energy projects following the priorities listed in sub. (4).

**(6) SITING OF ELECTRIC TRANSMISSION FACILITIES.** In the siting of new electric transmission facilities, including high-voltage transmission lines, as defined in s. 196.491 (1) (f), it is the policy of this state that, to the greatest extent feasible that is consistent with economic and engineering considerations, reliability of the electric system, and protection of the environment, the following corridors should be utilized in the following order of priority:

- (a) Existing utility corridors.
- (b) Highway and railroad corridors.
- (c) Recreational trails, to the extent that the facilities may be constructed below ground and that the facilities do not significantly impact environmentally sensitive areas.
- (d) New corridors.

**History:** 1977 c. 29; 1993 a. 414; 2003 a. 89; 2005 a. 74.

**NOTE:** 1993 Wis. Act 414, which creates subs. (1) and (3) to (5), contains extensive explanatory notes.

**Cross Reference:** See also ch. NR 150 and s. PSC 4.30, Wis. adm. code. PSC decisions under s. 196.025 (4) applying the energy source priorities under sub. (4) are entitled to great weight deference. When the PSC makes a determination under the plant siting law, s. 196.491, it applies sub. (4) in the context of determining whether to approve the requested plant siting. The question the PSC should ask is: Given the requirements of the plant siting law, what is the highest priority energy option that is also cost effective and technically feasible? *Clean Wisconsin, Inc. v. Public Service Commission*, 2005 WI 93, 282 Wis. 2d 250, 700 N.W.2d 768, 04–3179.

**1.13 Land use planning activities. (1)** In this section:

- (a) “Local governmental unit” has the meaning given in s. 1.12 (1) (a).
- (b) “State agency” has the meaning given in s. 1.12 (1) (b).

**(2)** Each state agency, where applicable and consistent with other laws, is encouraged to design its programs, policies, infrastructure and investments of the agency to reflect a balance between the mission of the agency and the following local, comprehensive planning goals:

(a) Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.

(b) Encouragement of neighborhood designs that support a range of transportation choices.

(c) Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.

(d) Protection of economically productive areas, including farmland and forests.

(e) Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.

(f) Preservation of cultural, historic and archaeological sites.

(g) Encouragement of coordination and cooperation among nearby units of government.

(h) Building of community identity by revitalizing main streets and enforcing design standards.

(i) Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.

(j) Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.

(k) Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.

(L) Balancing individual property rights with community interests and goals.

(m) Planning and development of land uses that create or preserve varied and unique urban and rural communities.

(n) Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

**(3)** Consistently with other laws, each state agency, whenever it administers a law under which a local governmental unit prepares a plan, is encouraged to design its planning requirements in a manner that makes it practical for local governmental units to incorporate these plans into local comprehensive plans prepared under s. 66.1001.

**History:** 1999 a. 9, 148; 2001 a. 30.

**1.14 Display of flag at public buildings, structures, and facilities. (1)** In this section:

- (a) “Local governmental unit” has the meaning given in s. 16.97 (7).
- (b) “State agency” has the meaning given for “agency” under s. 16.70 (1e).
- (c) “State authority” has the meaning given for “authority” under s. 16.70 (2).

**(2)** Each state agency, state authority, and local governmental unit shall ensure that each United States flag that is displayed at each building, structure, or facility that is owned or occupied entirely by the agency, authority, or unit is manufactured in the United States.

**History:** 2007 a. 166.

# APPENDIX C: DESIRED CONDITIONS AND STRATEGIES WITH RELATED SERVICEWIDE LEGAL AND POLICY REQUIREMENTS

TOPIC	Desired Conditions and Strategies for Apostle Islands National Lakeshore
<p><b>Relations with Private and Public Organizations, Owners of Adjacent Land, and Governmental Agencies</b></p>	<p>NPS <i>Management Policies 2006</i> emphasize consultation and cooperation with local/state/tribal/federal entities (5.2.1) and calls for cooperative conservation beyond park boundaries (1.6) and for cooperative planning (2.3.1.8). DO 75A, "Civic Engagement and Public Involvement" provides further guidance.</p> <p><b>Desired Conditions:</b> Apostle Islands National Lakeshore is managed as part of a greater ecological, social, economic, and cultural system.</p> <p>Good relations are maintained with adjacent landowners, surrounding communities, and private and public groups that affect and are affected by Apostle Islands National Lakeshore. The area is managed proactively to resolve external issues and concerns and ensure that area values are not compromised.</p> <p>Because the park is a part of a larger regional environment, the National Park Service and its neighbors work cooperatively with others to anticipate, avoid, and resolve potential conflicts; protect the park's resources; and address mutual interests in the quality of life for community residents. Regional cooperation involves federal, state, and local agencies, Indian tribes, neighboring landowners, and all other concerned parties.</p> <p><b>Strategies:</b> NPS staff will continue to establish and foster partnerships with public and private organizations to achieve the purposes of Apostle Islands National Lakeshore. Partnerships will continue to be sought for resource protection, research, education, and visitor enjoyment purposes.</p> <p>To foster a spirit of cooperation with neighbors and encourage compatible adjacent land uses, NPS staff will continue to keep landowners, land managers, local governments, and the public informed about Apostle Islands National Lakeshore management activities. Likewise, NPS managers will seek relationships with adjacent landowners and jurisdictions that will keep NPS managers informed about their activities that may affect the park. Periodic consultations will continue with landowners who might be affected by visitors and management actions. NPS staff will continue to respond promptly to conflicts that arise over NPS activities, visitor access, and proposed activities and developments on adjacent lands that could affect Apostle Islands National Lakeshore. Information will be shared with adjacent landowners on resources, natural processes, and threats to resources. NPS staff may provide technical and management assistance to landowners to address issues of mutual interest.</p> <p>NPS staff will continue to work closely with local, state, and federal agencies and tribal governments whose programs affect or are affected by activities in Apostle Islands National Lakeshore. NPS managers will continue to pursue cooperative regional planning whenever possible to integrate the park into issues of regional concern.</p> <p>NPS staff will continue to work closely with local, state, and federal agencies and tribal governments to foster interagency training, cooperation, and mutual assistance that affords the highest level of protection and security for visitors and park resources.</p>

<b>TOPIC</b> <span style="float: right;"><b>Desired Conditions and Strategies for Apostle Islands National Lakeshore</b></span>	
<p><b>Relations with the City of Bayfield, Town of Russell, Town of Bayfield, and Bayfield and Ashland Counties</b></p>	<p>As stated above, <i>NPS Management Policies</i> emphasize consultation and cooperation with local governments and for cooperative planning.</p> <p><b>Desired Conditions:</b> NPS staff continues its close working relationships with the City of Bayfield, Town of Russell, and Bayfield and Ashland counties. NPS staff and local officials maintain a high level of trust and goodwill. Local government officials feel they have an important stake in Apostle Islands National Lakeshore, and NPS staff feel they have an important stake in the local communities. NPS managers are familiar with local issues and concerns.</p> <p><b>Strategies:</b> NPS staff will continue to regularly communicate and meet with local government officials to identify problems and concerns facing the local governments and Apostle Islands National Lakeshore, and actions that can be taken to address these problems and concerns.</p> <p>NPS managers will continue to work with the Town of Russell to address mutual issues and improve the quality of the visitor experience at Little Sand Bay.</p> <p>Local government officials will continue to be kept informed of planning and other actions in Apostle Islands National Lakeshore that could affect the local governments. Likewise, NPS managers will seek relationships with local government officials that will keep NPS managers informed about their activities that may affect the park. NPS staff will continue to work with local government law enforcement, emergency services, and community education programs.</p> <p>When appropriate, NPS staff will provide technical and management assistance to the local governments, including sharing information and resources, to address problems and issues of mutual interest, such as growth in park visitation and ecotourism. NPS staff will continue to be involved in community-based efforts. NPS staff will participate in community planning when it may influence the park.</p>
<p><b>Government-to-Government Relations between American Indian Tribes and Apostle Islands National Lakeshore</b></p>	<p>The Presidential Memorandum of April 29, 1994, Executive Order 13175: "Consultation and Coordination with Indian Tribal Governments", Executive Order 13007: "Indian Sacred Sites," a variety of federal statutes (e.g., National Historic Preservation Act), and <i>NPS Management Policies 2006</i> (1.11.1 and 5.3.5.3) call for the National Park Service to maintain a government-to-government relationship with federally recognized tribal governments.</p> <p>Apostle Islands National Lakeshore is of special importance to the Red Cliff and Bad River Bands of Lake Superior Chippewa, and the tribes are also important neighbors for the park. Part of the park's mainland unit is within the Red Cliff reservation, which creates the potential for park visitors to inadvertently trespass on reservation lands. The remaining land areas of the park are within territory that was ceded as part of the 1842 Treaty with the Chippewa. Within this ceded territory, the Chippewa reserved their rights to hunt and trap. The Bad River Band also believes that Long Island is included in their reservation boundary (a belief that is not disputed or supported by the National Park Service due to vague treaty language).</p> <p><b>Desired Conditions:</b> NPS staff and the tribes culturally affiliated with the park maintain positive, productive, government-to-government relationships. NPS managers will seek relations with adjacent tribal governments that will keep NPS managers and tribes informed about activities that may affect the park or its neighbors. The Chippewa's reserved hunting and trapping rights are recognized and respected by the National Park Service. Park managers respect the viewpoints and needs of the tribes, continue to promptly address conflicts that occur, and consider American Indian values in area management and operation.</p>

TOPIC	Desired Conditions and Strategies for Apostle Islands National Lakeshore
<p><b>Government-to-Government Relations between American Indian Tribes and Apostle Islands National Lakeshore</b></p>	<p>Apostle Islands National Lakeshore is a good neighbor to the Bad River Band and Red Cliff Band by working together when joint cooperation might be appropriate—sharing research and knowledge on the resources, and interpreting the resources of Apostle Islands National Lakeshore.</p> <p><b>Strategies:</b> NPS staff will continue to regularly meet and communicate with tribal officials to identify problems and issues of mutual concern, and work together to take actions to address these problems and issues.</p> <p>Tribal officials will continue to be kept informed of planning and other actions in the park that could affect the tribes. Likewise, NPS managers will seek relationships with tribal officials that will keep NPS managers informed about their activities that may affect the park.</p> <p>When appropriate, NPS staff and the tribes will share information and resources to address problems and issues of mutual concern.</p> <p>NPS staff will continue to recognize the past and continuing presence of native peoples in the region.</p> <p>NPS staff will consult with the tribes to develop and accomplish the programs of Apostle Islands National Lakeshore in a way that respects the beliefs, traditions, and other cultural values of the tribes.</p> <p>NPS staff will accommodate reasonable access to traditional use areas, once identified through further consultation and research, in ways consistent with park purposes and American Indian values and that avoid adversely affecting the physical integrity of such sites and resources.</p> <p>NPS staff will work to better educate visitors about tribal lands surrounding the mainland unit and the need to avoid trespassing on these lands.</p> <p>NPS staff will work to involve the tribes in potential future commercial activities within the park.</p> <p>NPS staff will work with the tribes to explore options to contract services consistent with the Indian Self-Determination Act (PL 93-638).</p> <p>NPS staff will conduct appropriate ethnographic, ethnohistorical, or cultural anthropological research in conjunction with, and in cooperation with, American Indian tribes traditionally associated with Apostle Islands National Lakeshore.</p> <p>NPS managers will work closely with the Bad River Band of Lake Superior Tribe of Chippewa Indians on resource or visitor management issues of mutual concern on Long Island.</p> <p>NPS managers will work closely with the Red Cliff Band of Lake Superior Chippewa Indians on resource and visitor management issues on those areas of the mainland unit within the boundaries of the Red Cliff reservation.</p> <p>NPS staff will work closely with the Great Lakes Indian Fish and Wildlife Commission and tribal law enforcement and conservation officials to foster cooperation, support, mutual assistance, and close working relationships relating to the discovery, investigation, enforcement, and prosecution of NPS and tribal laws involving wildlife management, resource protection, and visitor safety.</p>
	<p><b>Natural Resources</b></p>
<p><b>Ecosystem Management</b></p>	<p>NPS <i>Management Policies 2006</i> (1.6, 4.1, 4.1.4, 4.4.1) provides general direction for managing park units from an ecosystem perspective.</p> <p>Apostle Islands National Lakeshore is part of a greater ecological, social, economic, and cultural system. Activities that take place outside of the park affect, sometimes profoundly, the Park Service’s ability to protect natural resources inside the park. As section 1.6 of NPS <i>Management Policies 2006</i> states, “Recognizing that parks are integral parts of larger regional environments, and to support its primary concern of protecting park resources and values, the Service will work cooperatively with others to anticipate, avoid, and resolve potential conflicts; protect park resources and values; provide for visitor enjoyment; and address mutual interests in the quality of life of</p>

<b>TOPIC</b> <span style="margin-left: 100px;"><b>Desired Conditions and Strategies for Apostle Islands National Lakeshore</b></span>	
<b>Ecosystem Management (continued)</b>	<p>community residents, including matters such as compatible economic development and resource and environmental protection.”</p> <p>Thus it is important to manage Apostle Islands National Lakeshore from an ecosystem perspective, where internal and external factors affecting visitor use, environmental quality, and resource stewardship goals are considered at a scale appropriate to their impact on affected resources.</p> <p>Ecosystem management is a collaborative approach to natural and cultural resource management that integrates scientific knowledge of ecological relationships with resource stewardship practices for the goal of sustainable ecological, cultural, and socioeconomic systems. Approaches to ecosystem management are varied and occur at many levels. Achieving the desired future conditions stated in this plan for park resources requires that a regional perspective be considered, recognizing that actions taken on lands surrounding the park directly and indirectly affect the park. Many of the threats to park resources, such as airborne contaminants and invasive species, come from outside of the park boundaries, requiring an ecosystem approach to understand and manage the park’s natural resources.</p> <p>Imperative in this effort is understanding the health or condition of the ecosystem. Key indicators of resource or system conditions must be identified and monitored.</p> <p>Cooperation, coordination, negotiation, and partnerships with agencies and neighbors are also crucial to meeting or maintaining desired future conditions for the park while recognizing the need to accommodate multiple uses on a regional scale. This approach to ecosystem management may involve many parties or cooperative arrangements with state agencies or tribes to obtain a better understanding of trans-boundary issues.</p> <p><b>Desired Conditions:</b> Apostle Islands National Lakeshore is managed holistically, from an ecosystem perspective, where internal and external factors affecting visitor use, environmental quality, and resource stewardship goals are considered at a scale appropriate to their impact on affected resources. The National Park Service is a leader in resource stewardship and conservation of ecosystems within and outside the park. Natural processes and population fluctuations occur within a natural range of variability with as little human intervention as possible. Park resources and visitors are managed considering the ecological and social conditions of the park and surrounding area. Ecological integrity is maintained or restored in areas not developed for visitors. NPS managers adapt to changing ecological and social conditions within and external to the park and continue as partners in regional planning and land and water management. The park is managed proactively to resolve external issues and concerns to ensure that park values are not compromised.</p> <p><b>Strategies:</b> NPS staff will continue to participate in and encourage ongoing partnerships with local, state, tribal, and federal agencies, educational institutions, and other organizations in programs that have importance within and beyond park boundaries. Cooperative agreements, partnerships, and other arrangements can be used to set an example in resource conservation and innovation, and to facilitate research related to park resources and their management. Partnerships important to the long-term viability of natural and cultural resources include, but are not limited to, the following:</p> <ul style="list-style-type: none"> <li>• inventoring, monitoring, and managing terrestrial resources</li> <li>• managing wildlife across human-created boundaries, such as jurisdictions and property lines</li> <li>• monitoring and managing aquatic resources (e.g., water quality), and enforcing regulations</li> <li>• managing nonnative invasive species</li> <li>• supporting scientific research and ecological monitoring to increase understanding of park resources, natural processes, and human interactions with the environment, and to guide recovery/conservation efforts</li> <li>• approaching all resource management questions from an ecosystem standpoint, taking into account all biological interrelationships</li> <li>• continuing long-term monitoring of the change in condition of cultural and natural resources</li> </ul>



TOPIC	Desired Conditions and Strategies for Apostle Islands National Lakeshore
<p><b>Natural Resources and Diversity (continued)</b></p>	<p>NPS staff will continue to apply ecological principles to ensure that natural resources are maintained and not impaired. Integrated pest management procedures will continue to be used when necessary to control nonnative organisms or other pests.</p> <p>NPS staff and other scientists will continue to inventory park resources to quantify, locate, and document biotic and abiotic resources and to assess their status and trends. Inventories and monitoring of rare plant communities, native plants, and migratory bird populations in the park will continue.</p> <p>NPS staff and other scientists will continue to conduct long-term, systematic monitoring of resources and processes to discern natural and anthropogenically induced trends, document changes in species or communities, evaluate the effectiveness of management actions taken to protect and restore resources, and mitigate impacts on resources where possible.</p> <p>NPS staff will strive to expand monitoring programs to include geographic areas and resources that are not currently monitored. Partnerships with institutions, agencies, and scientists will be an important component of this endeavor.</p> <p>NPS staff, as part of the Great Lakes Inventory and Monitoring Network, will continue to monitor core indicators (vital signs) of long-term ecological change.</p> <p>NPS staff will work with the U.S. Fish and Wildlife Service, Wisconsin Department of Natural Resources, Bad River and Red Cliff Bands of the Lake Superior Chippewa, and the Great Lakes Indian Fish and Wildlife Commission to inventory, monitor, enforce regulations, and manage migratory bird populations and habitats. Migratory bird population habitats will be protected through timing of park activities; application of visitor restrictions or closures when appropriate; and through consultations with the U.S. Fish and Wildlife Service, Wisconsin Department of Natural Resources, Great Lakes Indian Fish and Wildlife Commission, and American Indian tribes. NPS staff will participate in regional ecosystem efforts to protect migratory bird species.</p> <p>Inventories and monitoring of nonnative plant species will continue. Efforts will continue to control the spread of spotted knapweed and other invasive nonnative species in the park. For species determined to be nonnative and where management appears to be feasible and effective, the NPS staff will: (1) evaluate the species' current or potential impact on park resources; (2) develop and implement nonnative species management plans according to established planning procedures; (3) consult, as appropriate, with federal and state agencies, including the Wisconsin Department of Natural Resources, and (4) invite public review and comment, where appropriate. Programs to manage nonnative species will be designed to avoid causing damage to native species, rare natural ecological communities, natural ecological processes, cultural resources, and human health and safety.</p> <p>Future facilities will be built in previously disturbed areas with as small of a construction footprint as possible. NPS staff will also apply mitigative techniques to minimize the impacts of construction and other activities on park resources.</p> <p>Active restoration efforts will continue in the park, primarily focusing on the eradication of invasive nonnative species and restoration of native plants and animals. For previously or newly disturbed areas that are restored, work will be done using native genetic materials (when available) from the local region to regain maximum habitat value. Should facilities be removed, the disturbed lands will be rehabilitated to restore natural topography and soils, and the areas will be revegetated with native species.</p> <p>Scientific research will continue to be encouraged, such as research that contributes to the management of rare plant communities and native species. Cooperative basic and applied research will be encouraged through various partnerships and agreements to increase the understanding of Apostle Islands National Lakeshore's resources, natural processes, and human interactions with the environment, or to answer specific management questions.</p> <p>In conjunction with other NPS offices, the NPS staff will continue to expand the data management system, including a geographic information system (GIS) and a research/literature database, for analyzing, modeling, predicting, and testing trends in resource conditions.</p>



TOPIC	Desired Conditions and Strategies for Apostle Islands National Lakeshore
<p><b>Geologic Resources</b></p>	<p>Apostle Islands National Lakeshore’s geologic setting is a fundamental underlying factor for the characteristics of its landscapes. Geology is a major determinant of the chemistry of the water and soil, the type of plants that will grow and thrive, the stability of the hillsides, the availability of fresh water, and the locations of habitats. Geologic resources are important for their role in the ecosystem, their scenic grandeur, and their contribution to visitor enjoyment.</p> <p>The park’s geologic resources include both geologic features and geologic processes. Sandscapes, coastal processes, and soils are discussed separately below. Other geologic resources in the park include sea caves and sandstone deposits. NPS <i>Management Policies 2006</i> (4.8) and NPS Reference Manual 77: “Natural Resource Management” provide general direction on the management of geologic resources in park units.</p> <p><b>Desired Conditions:</b> The park’s geologic processes are preserved and protected as integral components of the park’s natural systems.</p> <p><b>Strategies:</b> NPS managers will integrate the management and protection of park geologic resources into park planning and operations.</p> <p>Geologic resources will be systematically inventoried and monitored.</p> <p>Scientific research and geologic education and interpretation will be encouraged.</p> <p>NPS staff will continue to detect and investigate illegal activity; apprehend and successfully prosecute violators; and prevent unauthorized and illegal access and operations through resource education, public safety efforts, and deterrence.</p>
<p><b>Coastal Processes and Sandscapes</b></p>	<p>Coastal processes, including wave action (erosion) and deposition and movement of sediments, have shaped, and continue to shape, the shoreline of the park’s islands and mainland unit. NPS <i>Management Policies 2006</i> (4.8.1) and NPS Reference Manual 77: “Natural Resource Management” provide general direction on the management of coastal processes in park units.</p> <p><b>Desired Conditions:</b> The park’s coastal processes are preserved and protected as integral components of the park’s natural systems. Natural shoreline processes, such as erosion, deposition, and shoreline migration, function in as natural a condition as possible. To the extent possible, structures such as docks do not alter the nature or rate of natural shoreline processes.</p> <p><b>Strategies:</b> NPS staff will continue to be a partner with federal, state, and local agencies and with academic institutions to conduct research on sandscapes and coastal features and processes. NPS managers will work with researchers to study the effects of docks on coastal processes, such as the transport of sand and the accretion/erosion of adjacent shorelines.</p> <p>Where human activities or structures have altered the nature or rate of natural shoreline processes, NPS staff will, in consultation with appropriate state and federal agencies, investigate alternatives for mitigating the effects of such activities or structures and for restoring these processes and/or natural conditions.</p> <p>Any shoreline manipulation measures proposed to protect cultural resources will preserve or restore natural geologic and coastal processes as much as possible.</p> <p>Inventoried and monitoring will continue to ensure that coastal features are not adversely affected by human activities. Effects of recreation on shoreline habitat and shoreline processes will continue to be monitored at sites with known impacts.</p> <p>NPS staff will continue to detect and investigate criminal activity; apprehend and successfully prosecute violators; and prevent unauthorized and illegal access and operations through resource education, public safety efforts, and deterrence.</p> <p>New or replacement developments will not be placed in areas vulnerable to wave erosion or active shoreline processes unless the development is essential to meet the park’s purposes and</p> <ul style="list-style-type: none"> <li>• no practicable alternative locations are available</li> <li>• the development will be reasonably assured of surviving during its planned life span without</li> </ul>



TOPIC	Desired Conditions and Strategies for Apostle Islands National Lakeshore
<p><b>Air Quality (continued)</b></p>	<p>concern” for nitrogen deposition. This same report rated visibility conditions at both Isle Royale and Voyagers national parks as “moderate.” Trend analyses for visibility data from these two parks show no significant trend in either direction for both the best and worst visibility days. Finally, monitoring networks nearby (within 10 miles of Apostle Islands), operated by the state to determine attainment of the national standards for ozone and particulate matter (PM), demonstrate that recent concentrations of these pollutants are below the applicable standards, but are at levels that would be considered “moderate” for air quality and related values protection purposes. Collectively, this information indicates that air quality in this region of the country, including Apostle Islands National Lakeshore, generally could be considered moderate.</p> <p><b>Desired Conditions:</b> Air quality and air quality indicators in the park are maintained at levels that protect the most sensitive resources. Natural visibility conditions exist in the park, and scenic views of the landscape are protected from visibility degradation for the enjoyment of current and future visitors. The quality of visitor experience and visitor health is protected through attainment of the National Ambient Air Quality Standards.</p> <p><b>Strategies:</b> NPS staff will continue to work with appropriate federal, state, and tribal government agencies, including the U.S. Environmental Protection Agency, Wisconsin Department of Natural Resources, Bad River Band and Red Cliff Band, and nearby communities, to maintain the park’s air quality. NPS staff will participate in regional air quality planning, research, and the implementation of air quality standards.</p> <p>If possible, air quality in the park will be periodically monitored to gain baseline information and to measure any changes (improvement or deterioration) to the Apostle Islands’ airshed. Native plants or other species that may be sensitive indicators of air pollution will continue to be monitored periodically.</p> <p>To the extent possible emissions associated with park operations and visitor use will be minimized through timing and the use of best management practices and appropriate equipment. Sustainable practices and pollution prevention measures will be used in park operations. The use of clean fuels will be promoted for use by the park, visitors, and communities. Best available practices and technologies will be used to provide healthful indoor air quality.</p> <p>Mitigative measures will be required as part of construction to avoid potential impacts to air quality.</p> <p>To minimize smoke impacts, prescribed burns will occur only when favorable meteorological conditions are present. The vegetation to be burned shall be in a condition that will facilitate combustion and minimize the amount of smoke emitted during combustion. Before conducting prescribed burns, NPS staff will obtain a burning permit from the Wisconsin Department of Natural Resources.</p> <p>NPS staff will encourage and assist in research on air quality to learn about the effects of local and long-range atmospheric deposition on park water quality, plants, soils, and wetlands.</p> <p>NPS staff will continue to educate and promote greater public understanding of the importance of air quality to the park. Information regarding air quality and related values, including threats of air pollution to park resources, will be provided to park visitors and regional residents.</p> <p>NPS staff will review permit applications for new air pollution sources that could affect the park.</p>
<p><b>Water Quality</b></p>	<p>Water is a key resource in Apostle Islands National Lakeshore, shaping the landscape and affecting plants, animals, and visitor use. The Clean Water Act strives to restore and maintain the integrity of U.S. waters, which includes waters in the park. NPS <i>Management Policies 2006</i> (4.6.3) and “NPS Reference Manual 77: “Natural Resource Management” provide direction on the protection and management of water quality in Apostle Islands National Lakeshore. The state of Wisconsin also has designated Lake Superior waters around the islands as outstanding resource waters.</p> <p><b>Desired Conditions:</b> Apostle Islands National Lakeshore’s water quality reflects natural conditions and supports native plant and animal communities and administrative and recreational uses. All water in the park meets applicable state standards. All human sources of water pollution, both</p>

TOPIC	Desired Conditions and Strategies for Apostle Islands National Lakeshore
<p><b>Water Quality (continued)</b></p>	<p>within and outside the park, that are adversely affecting Apostle Islands National Lakeshore are eliminated, mitigated, or minimized.</p> <p><b>Strategies:</b> Using a standardized suite of parameters, NPS staff will monitor surface water quality on a regular basis throughout Apostle Islands National Lakeshore, including island lagoon sites and mainland bay sites (e.g., Little Sand Bay). Other chemical contaminants, such as pesticides and mercury, will be periodically monitored.</p> <p>NPS staff will work with the U.S. Environmental Protection Agency, Wisconsin Department of Natural Resources, Bad River and Red Cliff Bands of the Lake Superior Chippewa, Great Lakes Indian Fish and Wildlife Commission, U.S. Coast Guard, U.S. Geological Survey, U.S. Fish and Wildlife Service, Northland College, University of Minnesota (Duluth), University of Wisconsin (Stevens Point, Superior, and Madison), the International Joint Commission, and adjacent landowners to identify pollution sources outside the park’s boundaries that are affecting water quality, such as long-range transport of pollutants and wastewater discharges. Locations of stormwater discharges, which contain a number of potentially toxic substances, will be documented on the Bayfield Peninsula.</p> <p>Mitigative measures will be required as part of construction to avoid potential impacts to water quality.</p> <p>NPS managers will continue to educate boaters about current regulations and risks posed by fuel spills, human waste discharge, aquatic invasive species, and discharge of bilge water or bait buckets.</p> <p>NPS staff will continue to detect and investigate illegal activity; apprehend and successfully prosecute violators; and prevent unauthorized and illegal access and operations through resource education, public safety efforts, and deterrence.</p> <p>Best management practices will be applied in the park to stormwater runoff and to all pollution-generating activities and facilities, such as maintenance and storage facilities and parking areas.</p> <p>The use of pesticides and other chemicals will be minimized and managed in conformance with NPS policy and federal regulations.</p> <p>A hazardous substance and spill contingency plan will be kept current on contamination from hazardous materials (e.g., petroleum products, sewage, and agricultural chemicals).</p> <p>NPS staff will continue to educate and promote greater public understanding of the importance of water quality to the park. Information regarding water quality and related values, including threats of water pollution to park resources, will be provided to park visitors and regional residents.</p> <p>NPS staff will review permit applications for major new water pollution sources that could affect the park.</p>
<p><b>Wetlands</b></p>	<p>Small wetlands are present on most of the islands and the mainland unit. Wetlands are protected and managed in accordance with Executive Order 11990: “Protection of Wetlands” and NPS Director’s Order 77-1: “Wetland Protection” and its accompanying procedural manual.</p> <p><b>Desired Conditions:</b> The natural values of wetlands are maintained and protected. If appropriate, wetlands are used for educational, recreational, scientific, and similar purposes provided the uses do not disrupt natural wetland functions.</p> <p><b>Strategies:</b> If possible, a monitoring program will be developed for wetlands in the park based on wetland inventory information to help ensure proper management and protection of wetland resources. More detailed wetland mapping will be done in areas that are proposed for development or are otherwise susceptible to degradation or loss due to human activities.</p> <p>NPS staff will be trained on identifying wetlands to ensure that operational activities do not inadvertently drain or alter wetlands, including ephemeral (seasonal) wetlands.</p> <p>The construction of new developments in wetlands will be avoided. If it is not possible to avoid locating a new development in a wetland or to avoid a management action that would adversely</p>

TOPIC	Desired Conditions and Strategies for Apostle Islands National Lakeshore
<p><b>Wetlands (continued)</b></p>	<p>affect a wetland, the National Park Service will comply with the provisions of Executive Order 11990: "Protection of Wetlands," the Clean Water Act, and NPS Director's Order 77-1. All practicable measures (including the best management practices described in Appendix 2 of the "NPS Procedural Manual #77-1 "Wetland Protection") will be included in the proposed action to minimize harm to wetlands. The loss of any wetlands will be compensated.</p> <p>A statement of findings for wetlands will be prepared, according to the guidelines defined in the NPS Procedural Manual #77-1, if an action would result in an adverse impact on a wetland. The statement of findings will include an analysis of the alternatives, delineation of the wetland, a wetland restoration plan to identify mitigation, and a wetland functional analysis of the impact site and restoration site.</p>
<p><b>Floodplains</b></p>	<p>Apostle Islands National Lakeshore has one riverine floodplain on the mainland unit (Sand River). However, shoreline areas on the islands and mainland are also subject to flooding from the lake and should be managed in accordance with NPS <i>Management Policies 2006</i> (4.6.4 and 4.8.1.1) and NPS Director's Order 77-2: "Floodplain Management."</p> <p><b>Desired Conditions:</b> Natural floodplain values are preserved. Long- and short-term impacts associated with the occupancy and modification of floodplains are avoided. Hazardous conditions associated with flooding that could affect visitor and employee safety are minimized.</p> <p><b>Strategies:</b> Whenever possible, new developments will be located on sites outside floodplains. If it is not possible to avoid locating a new development on a floodplain or to avoid a management action that would affect a floodplain, the National Park Service will</p> <ul style="list-style-type: none"> <li>• prepare and approve a statement of findings in accordance with NPS Director's Order 77-2</li> <li>• use nonstructural measures as much as practicable to reduce hazards to human life and property while minimizing impacts on the natural resources of floodplains</li> <li>• ensure that structures and facilities are designed to be consistent with the intent of the standards and criteria of the National Flood Insurance Program (44 CFR 60)</li> </ul> <p>Mitigative measures will be required as part of construction to avoid any potential indirect effects to floodplains. Before initiating any ground-disturbing projects, further investigation will be conducted to determine if floodplain resources would be affected. Floodplains will be addressed at the project level to ensure that projects are consistent with NPS policy and Executive Order 11988: "Floodplain Management." Nonstructural measures will be emphasized as much as practicable to reduce hazards to human life and property while minimizing impacts on the natural resources of floodplains.</p>
<p><b>Lightscape Management/ Night Sky</b></p>	<p>Section 4.10 of NPS <i>Management Policies 2006</i> recognizes that the night sky of parks plays a role in natural resource processes and the evolution of species, as well as being a feature that contributes to the visitor experience. The policy further states that NPS staff will seek to minimize the intrusion of artificial light into the night scene. In natural areas, artificial outdoor lighting will be limited to meeting basic safety requirements and will be shielded when possible.</p> <p><b>Desired Conditions:</b> Opportunities to view the night sky are available. Artificial light sources do not impair night sky viewing opportunities or adversely affect wildlife populations. Intrusion of artificial light from outside the park is minimized when practicable.</p> <p><b>Strategies:</b> Impacts on the night sky caused by lights within Apostle Islands National Lakeshore will be evaluated. NPS staff will work with park visitors, neighbors, local governments, and tribal governments to find ways to minimize the intrusion of artificial light from outside the park into the night scene in the park.</p> <p>In developed areas, artificial outdoor lighting will be limited to basic safety requirements and will be designed to minimize impacts on the night sky.</p> <p>NPS staff will evaluate the impacts on the night sky caused by park operations. If light sources in the park are affecting night skies, alternatives will be found to existing lighting sources, such as shielding lights, changing lamp types, or eliminating unnecessary sources.</p>

TOPIC	Desired Conditions and Strategies for Apostle Islands National Lakeshore
<p><b>Natural Soundscape</b></p>	<p>NPS <i>Management Policies 2006</i> (4.9) and NPS Director’s Order 47: “Sound Preservation and Noise Management” require NPS managers to strive to preserve the natural soundscape (natural quiet) associated with the physical and biological resources (for example, the sounds of the wind in the trees). The concept of natural quiet was further defined in the <i>Report on Effects of Aircraft Overflights on the National Park System</i> (NPS 1995):</p> <p><i>What is natural quiet? Parks and wildernesses offer a variety of unique, pristine sounds not found in most urban or suburban environments. They also offer a complete absence of sounds that are found in such environments. Together, these two conditions provide a very special dimension to a park experience —quiet itself. In the absence of any discernible source of sound (especially manmade), quiet is an important element of the feeling of solitude. Quiet also affords visitors an opportunity to hear faint or very distant sounds, such as animal activity and waterfalls. Such an experience provides an important perspective on the vastness of the environment in which the visitor is located, often beyond the visual boundaries determined by trees, terrain, and the like. In considering natural quiet as a resource, the ability to clearly hear the delicate and quieter intermittent sounds of nature, the ability to experience interludes of extreme quiet for their own sake, and the opportunity to do so for extended periods of time is what natural quiet is all about.</i></p> <p>NPS regulations (36 CFR 2.12) further identify audio disturbances that are prohibited in park units. In addition, NPS regulations (36 CFR 3.7) state that when operating a vessel in or upon inland water, the noise level should not exceed 82 decibels measured at a distance of 82 feet from the vessel.</p> <p><b>Desired Conditions:</b> Natural soundscapes are preserved. Visitors have opportunities in most of Apostle Islands National Lakeshore to hear natural sounds. The sounds of civilization are generally confined to developed areas (and limited to specific hours of the day) and shorelines. Unreasonable noise from motorized equipment, including motor vehicles, considering such factors as the purposes of the park and the impact on other park users, is prohibited. Noise-generating activities that could adversely affect park wildlife populations are also prevented or minimized to the greatest extent possible.</p> <p><b>Strategies:</b> Baseline data on park soundscapes will be collected to understand characteristics and trends in natural soundscapes.</p> <p>Activities causing excessive or unnecessary unnatural sounds in and adjacent to the park, including low-elevation aircraft overflights and high-speed boat races, will be monitored, and action will be taken to prevent or minimize unnatural sounds that adversely affect park resources or values or visitors’ enjoyment of them. If demand for commercial air tours develops, an air tour management plan will be prepared to address air tours and their effects on the park.</p> <p>NPS managers will work with concessioners and boat owners to help minimize the noise impacts of boats on the park.</p> <p>Visitors will be encouraged to avoid unnecessary noise, such as maintaining quiet hours at campsites.</p> <p>Interpretive programs and materials will be provided to help visitors understand the role of natural sounds and the value of natural quiet.</p> <p>NPS managers will minimize noise generated by management activities by strictly regulating NPS administrative use of noise-producing machinery such as motorized equipment. Noise will be a consideration when procuring and using NPS equipment.</p> <p>NPS staff will detect, investigate, and enforce violations relating to unreasonable noise described in 36 CFR 2.10, 2.12, 2.15, 2.34, 2.38, 2.50, 2.51, 3.15, 4.2, and temporary rules 1.5 in the “Superintendent’s Compendium,” will successfully prosecute violators, and will prevent unauthorized and illegal activities through resource education, public safety efforts, and deterrence.</p>

TOPIC <span style="float: right;">Desired Conditions and Strategies for Apostle Islands National Lakeshore</span>	
<b>Cultural Resources</b>	
<b>Archeological Resources</b>	<p>NPS <i>Management Policies 2006</i> (5.3.5.1) calls for the National Park Service to manage archeological resources in situ unless physical disturbance is justified and mitigated by data recovery or other means in concurrence with the state or tribal historic preservation officer. See also 36 CFR 79, "Curation of Federally Owned and Administered Archeological Collection" and the <i>Secretary of the Interior's Standards and Guidelines for Archeological Documentation</i>. Other guidance is found in Sections 106 and 110 of the National Historic Preservation Act of 1966, as amended (16 USC 470); DO/NPS-28: "Cultural Resources Management Guideline"; and <i>Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i>.</p> <p><b>Desired Conditions:</b> Archeological sites are protected in an undisturbed condition unless it is determined through formal processes that disturbance or natural deterioration is unavoidable. Historic and prehistoric archeological sites are identified and inventoried, and their significance is determined and documented. Information on the condition of archeological sites is kept current. Archeological investigations may also be authorized on a case-by-case basis to support research and cultural resource management objectives.</p> <p>More than 60 archeological sites have been identified in Apostle Islands National Lakeshore, and it is almost certain that there are a substantial number of sites not yet discovered.</p> <p><b>Strategies:</b> When disturbance or deterioration is unavoidable, the site will be professionally documented and excavated, and the resulting artifacts, materials, and records will be curated and conserved in consultation with the Wisconsin state historic preservation office and affiliated American Indian tribal historic preservation offices. Some archeological sites that can be adequately protected might be interpreted to the visitor.</p> <p>In accordance with Section 110 of the National Historic Preservation Act, archeological surveys will continue to be carried out in a systematic fashion so that as much of the national lakeshore as is reasonably possible is surveyed.</p> <p>Archeological assessments and monitoring will be applied as needed to keep data on site conditions up-to-date.</p> <p>NPS staff will continue to detect and investigate violations of the Archeological Resource Protection Act; successfully prosecute violators; and prevent unauthorized and illegal activities through resource education, public safety efforts, and deterrence.</p>
<b>Historic Structures</b>	<p>The National Historic Preservation Act calls for analyzing the effects of possible federal actions on historic structures on or eligible for the national register and for inventorying and evaluating their significance and condition. NPS <i>Management Policies 2006</i> (5.3.5.4) calls for the treatment of historic structures, including prehistoric ones, to be based on sound preservation practice to enable the long-term preservation of a structure's historic features, materials, and qualities. See "Definitions of Cultural Resource Treatments" following table 3 for more information on treatments; also see the <i>Secretary of the Interior's Standards for the Treatment of Historic Properties</i>.</p> <p>Apostle Islands National Lakeshore has a wide variety of historic structures, ranging from light-house stations to fishermen's cabins. The NPS List of Classified Structures (LCS), which lists all structures within the park that possess historical and/or architectural/engineering significance, included 158 structures as of January 2008. Many of these structures are listed or eligible for listing in the National Register of Historic Places.</p> <p><b>Desired Conditions:</b> Structures listed or eligible for listing in the National Register of Historic Places, are managed to ensure their long-term preservation and protection of character-defining features. All light towers and other national register-listed or -eligible properties continue to be treated and maintained.</p> <p><b>Strategies:</b> Appropriate preservation treatments for historic structures will be carried out in accordance with the <i>Secretary of the Interior's Standards for the Treatment of Historic Properties</i>. As required, historic structures requiring more intensive rehabilitation or restoration treatments</p>

TOPIC	Desired Conditions and Strategies for Apostle Islands National Lakeshore
<p><b>Historic Structures (continued)</b></p>	<p>will receive further investigation and documentation (e.g., historic structure reports) to inform management decisions and ensure protection of historic fabric and architecturally significant features. Preservation of historic structures will be emphasized as a critical component of the park's ongoing maintenance and resource protection programs.</p> <p>NPS staff will work with others to maintain historically significant properties to the extent necessary.</p> <p>NPS staff will continue to promote and encourage relevant studies (e.g., historic structure reports, shoreline stabilization analyses) to provide baseline documentation in support of appropriate treatment and management of the light stations.</p> <p>National register nominations and supporting documentation will be prepared for eligible properties in consultation with the state and tribal historic preservation offices and other concerned parties.</p> <p>NPS staff will continue to cooperate and consult with government agencies (e.g., Wisconsin state historic preservation office, tribal historic preservation offices, U.S. Coast Guard, etc.), other interested parties and partners to achieve appropriate treatments and uses for the light stations in efforts to ensure their long-term preservation and continued operation as aids to navigation.</p> <p>NPS cultural resource, natural resource, and fire management specialists will collaborate on strategies to reduce the risk of fire resulting from vegetation encroachment near the light stations and other risk factors.</p> <p>NPS staff and volunteers will continue to interpret the light stations and other selected historic properties to the public, demonstrating the importance of ongoing preservation maintenance and stabilization undertakings along with interpretation of historical and cultural significance.</p> <p>NPS staff will evaluate and implement measures to minimize visitor use impacts to the light stations and associated landscape features and other historic structures.</p> <p>The historic significance of all the life estates and expired use and occupancy properties will be evaluated before making any decisions on their future.</p> <p>The park staff will, at a minimum, strive to stabilize all the structures in the life estates and expired use and occupancy properties that are listed or eligible for listing in the national register.</p> <p>NPS staff will continue to detect and investigate acts of tampering, vandalism, damage, and violations affecting historic structures; successfully prosecute violators; and prevent unauthorized and illegal activities through resource education, public safety efforts, and deterrence.</p> <p>The National Park Service will seek national historic landmark status for the park's collection of light stations.</p>
<p><b>Ethnographic Resources</b></p>	<p>NPS <i>Management Policies</i> 2006 (5.3.5.3) calls for gathering ethnographic information through anthropological and collaborative community research that recognizes the sensitive nature of such cultural data and documents. Executive Order 13007: "Indian Sacred Sites" also calls for NPS managers to accommodate access to and ceremonial use of American Indian sacred sites by practitioners and to preserve the sites' physical integrity.</p> <p>Although no systematic survey of ethnographic resources has been conducted in Apostle Islands National Lakeshore, ethnographic resources are no doubt present given the archipelago's historic central role to the Ojibwe. For example, a wide variety of traditionally used plants are found within the park. Ceremonial sites also may be present.</p> <p><b>Desired Conditions:</b> All ethnographic resources determined to be of significance to the Red Cliff and Bad River Bands of the Lake Superior Chippewa are protected.</p> <p>NPS staff accommodates access to and ceremonial use of Indian sacred sites by Indian religious practitioners and avoids adversely affecting the physical integrity of these sacred sites.</p> <p>NPS general regulations on access to and use of natural and cultural resources in the area are applied in an informed and balanced manner that is consistent with park purposes, does not</p>

TOPIC	Desired Conditions and Strategies for Apostle Islands National Lakeshore
<p><b>Ethnographic Resources (continued)</b></p>	<p>unreasonably interfere with American Indian use of traditional areas or sacred resources, and does not result in the degradation of area resources.</p> <p><b>Strategies:</b> In collaboration with the affiliated tribes, NPS managers will continue to identify and evaluate ethnographic resources in the park through research conducted by professional cultural anthropologists and meeting approved NPS standards. As funding and programming priorities allow, research will be directed towards the preparation of reports and studies (e.g., ethnographic overview and assessment, traditional use study, ethnographic landscape study, oral histories) that inform NPS management, planning efforts, and decision making.</p> <p>Identified ethnographic resources of significance to the Red Cliff and Bad River Bands of the Lake Superior Chippewa will be documented and protected.</p> <p>NPS staff will consult with tribal governments of the Red Cliff and Bad River Bands of the Lake Superior Chippewa before taking actions that affect resources of significance to the tribes. The consultations will be open and candid so that all interested parties may evaluate for themselves the potential impact of relevant proposals.</p> <p>American Indian tribes linked by ties of culture to ethnically identifiable human remains, sacred objects, objects of cultural patrimony, and associated funerary objects will be consulted when such items may be disturbed or are encountered on park lands. The tribal and state historic preservation offices will also be consulted.</p> <p>The identities of community consultants and information about sacred and other culturally sensitive places and practices will be kept confidential if disclosure would result in significant invasion of privacy or risk harm to historic resources, or would impede traditional religious use by tribal members.</p> <p>NPS interpretive activities will sensitively incorporate measures to enhance understanding of traditional Ojibwe history and culture.</p> <p>Appropriate cultural anthropological research will be conducted in cooperation with affiliated tribes associated with the park.</p>
<p><b>Cultural Landscapes</b></p>	<p>NPS <i>Management Policies 2006</i> (5.3.5.2) calls for the preservation of the physical attributes, biotic systems, and uses of cultural landscapes that contribute to historical significance. Although a cultural landscape inventory has not been completed for Apostle Islands National Lakeshore, the cultural landscapes of the light stations remain remarkably intact.</p> <p><b>Desired Conditions:</b> Character-defining features and attributes contributing to the national register significance of historic properties as cultural landscapes are appropriately preserved and rehabilitated. Additional inventories of other park areas are carried out to identify cultural landscape resources potentially eligible for the National Register of Historic Places.</p> <p><b>Strategies:</b> NPS staff will prepare cultural landscape inventories and reports to provide baseline documentation of cultural landscapes in support of appropriate management of the park. National register nominations and supporting documentation will be prepared for eligible landscapes in consultation with the state and tribal historic preservation offices and other concerned parties.</p> <p>Cultural landscape preservation will be emphasized as a critical component of the park's ongoing maintenance and resource protection programs.</p> <p>Management of cultural landscapes will focus on protecting and preserving a given landscape's character-defining features and attributes in accordance with recommendations in an up-to-date cultural landscape report. The appropriate preservation treatment of cultural landscapes will be undertaken in accordance with the <i>Secretary of the Interior's Standards for the Treatment of Historic Properties with Guideline's for the Treatment of Cultural Landscapes</i></p>





TOPIC	Desired Conditions and Strategies for Apostle Islands National Lakeshore
<p><b>Visitor Use and Experience (continued)</b></p>	<p>The types and levels of visitor use in all of Apostle Islands National Lakeshore do not result in unacceptable resource degradation or significant visitor dissatisfaction. No activities occur that would cause derogation of the values and purposes for which the park was established.</p> <p><b>Strategies:</b> All of Apostle Islands National Lakeshore’s programs and facilities will be evaluated on a regular basis to ensure that they are accessible to the extent feasible.</p> <p>Visitor surveys will be conducted periodically to determine visitor satisfaction with park facilities, NPS management actions, and the experiences they are having.</p> <p>NPS staff will periodically meet with chambers of commerce, tourism agencies, and other land managers in the region, such as staff of the Chequamegon–Nicolet National Forest and tribal land managers, to improve visitor trip planning and information and orientation and interpretation and education opportunities for Apostle Islands National Lakeshore visitors.</p> <p>To meet the requirements of the 1978 National Parks and Recreation Act and NPS management policies, NPS staff will continue to monitor visitor comments on issues such as crowding and availability of parking spaces and campsites at busy times of the year, and will monitor for resource impacts caused by visitors. Should any of the trends increase to levels unacceptable to managers, NPS staff will consider what actions to take.</p> <p>If new campsites are built, they will be developed according to design standards that would protect resources and provide a high-quality visitor experience consistent with the Apostle Islands environment.</p>
<p><b>Visitor Information, Interpretation, and Education</b></p>	<p>A variety of methods are used to orient visitors to Apostle Islands National Lakeshore, to provide information about the park, and to interpret the park’s resources. Interpretation and education are two key park programs for achieving the park’s purposes and maintaining its significance. NPS <i>Management Policies 2006</i> (chapter 7), and NPS Director’s Order 6: “Interpretation and Education” provide guidance for park interpretive and educational programs.</p> <p><b>Desired Conditions:</b> Interpretive and educational services/programs at the park facilitate intellectual and emotional connections between visitors and park resources, foster understanding of park resources and resource stewardship, and build a local and national constituency. Outreach programs through schools, organizations, and partnerships build connections to the park. Curriculum and place-based education inspire student understanding and resource stewardship. Visitors receive adequate information to orient themselves to the park and opportunities for a safe and enjoyable visit. Pre-trip information is available for visitors to plan a rewarding trip.</p> <p><b>Strategies:</b> The park’s comprehensive interpretive plan will be implemented and updated as appropriate, with emphasis on providing information, orientation, and interpretive services in the most effective manner possible.</p> <p>NPS staff will stay informed of changing visitor demographics and preferences to effectively tailor programs for visitors. Interpretive media will be developed to support park purposes, significance, interpretive themes, and fundamental resources and values.</p> <p>NPS staff will continue to promote improved pre-trip planning information and orientation for park visitors through the park’s web site and other media. NPS staff will work with local communities and other entities to provide services outside park boundaries, where appropriate.</p> <p>NPS staff will limit electronic and interactive media use to pre-trip and visitor center use, so that the sights and sounds of park resources remain the primary focus of visitors while actually in the park.</p> <p>NPS staff will cooperate with partners, other governmental agencies, educational institutions, and other organizations to enrich interpretive and educational opportunities locally, regionally, and nationally.</p> <p>The National Park Service will continue its partnership in operating the Northern Great Lakes Visitor Center.</p>

TOPIC	Desired Conditions and Strategies for Apostle Islands National Lakeshore
<p><b>Visitor Information, Interpretation, and Education (continued)</b></p>	<p>Regardless of the future of the existing visitor centers, visitors will still be able to obtain information on the national lakeshore at Little Sand Bay and in Bayfield.</p> <p>An education strategy plan will be developed and implemented, which outlines goals and actions for providing curriculum and place-based education programs.</p> <p>NPS staff will continue to regularly update plans and prioritize actions needed to serve visitors and provide effective interpretation.</p> <p>Efforts will continue to educate staff, visitors, and the public about park interpretive/education programs.</p> <p>NPS staff will continue to educate, interpret, and inform the public about the significance and uniqueness of park resources; conservation; ecologically sound practices; and the laws, rules, and regulations developed to protect park resources and provide for their safe and nonconsumptive use.</p>
<p><b>Sport and Commercial Fishing</b></p>	<p>Under the park’s enabling legislation and NPS <i>Management Policies 2006</i> (8.2.2.5) fishing is allowed in Apostle Islands National Lakeshore. Recreational fishing is a popular activity in the park. Some commercial fishing also occurs within the park boundary. This use is consistent with the park’s legislative history, despite not being specifically mentioned in the enabling legislation.</p> <p><b>Desired Conditions:</b> High-quality public opportunities continue to be available for fishing in the park provided that harvesting does not unacceptably impact park resources or natural processes.</p> <p><b>Strategies:</b> NPS staff will continue to work with the Wisconsin Department of Natural Resources, Great Lakes Indian Fish and Wildlife Commission, the Red Cliff and Bad River Bands of the Lake Superior Chippewa in the park, the U.S. Fish and Wildlife Service, and the U.S. Geological Survey Biological Resource Division in monitoring fish populations and enforcing state and tribal regulations to ensure that harvest levels do not adversely affect the park’s fish populations.</p> <p>Populations of nonnative fish will be managed whenever such species threaten park resources or public health and when control is prudent and feasible.</p> <p>Nonnative fish will not be stocked in park waters, and NPS managers will work with other agencies to minimize stocking outside park boundaries that will influence park resources.</p> <p>NPS staff will continue to detect and investigate fishing violations and illegal transportation of fish, fish parts, water, and invasive aquatic species; apprehend and successfully prosecute criminal violators; and prevent unauthorized and illegal activities through resource education, public safety efforts, and deterrence.</p>
<p><b>Hunting and Trapping</b></p>	<p>Under the park’s enabling legislation hunting and trapping are permitted in Apostle Islands National Lakeshore provided that harvesting does not unacceptably impact park resources or natural processes. Since 2002, tribal members have exercised their treaty-reserved rights to hunt, trap, and gather on park lands. However, with the exception of deer hunting in a few areas, hunting and trapping activities area fairly uncommon in the park.</p> <p><b>Desired Conditions:</b> Consistent with the <i>Wildlife Management Plan for Harvestable Species</i>, high-quality opportunities for the public and tribal members continue to be available for hunting and trapping in the park provided that harvesting does not unacceptably impact park resources or natural processes.</p> <p><b>Strategies:</b> NPS staff will continue to set harvest limits, dates, and seasons for hunting and trapping within the park. NPS staff will work with the Wisconsin Department of Natural Resources, Great Lakes Indian Fish and Wildlife Commission, and the Red Cliff and Bad River Bands of the Lake Superior Chippewa in the park to develop and revise these regulations as needed; to monitor and enforce the regulations to ensure that harvest levels are consistent with the <i>Wildlife Management Plan for Harvestable Species</i>; and to ensure that visitors have a safe, quality experience.</p>

TOPIC	Desired Conditions and Strategies for Apostle Islands National Lakeshore
<b>Hunting and Trapping (continued)</b>	NPS staff may encourage the intensive harvesting of certain species (e.g., deer) in certain situations when needed to meet park management objectives. Habitats will not be manipulated to increase the numbers of a harvested species above their natural population ranges. NPS staff will continue to detect and investigate hunting and trapping violations; apprehend and successfully prosecute criminal violators; and prevent unauthorized and illegal activities through resource education, public safety efforts, and deterrence.
<b>Public and Employee Health and Safety</b>	<p>NPS <i>Management Policies 2006</i> places a high value on human safety and injury-free visits. Other federal statutes and regulations that apply to the protection of public health and safety include NPS Director's Order 50 and NPS Reference Manual 50: "Safety and Health"; NPS Director's Order 58 and NPS Reference Manual 58: "Structural Fire Management"; NPS Director's Order 83 and NPS Reference Manual 83: "Public Health"; NPS Director's Order 51 and NPS Reference Manual 51: "Emergency Medical Services"; NPS Director's Order 30 and NPS Reference Manual 30: "Hazard and Solid Waste Management; 29 CFR (OSHA); and Superintendent's Order 31: "Safety, Environmental Management, and Sustainability."</p> <p><b>Desired Conditions:</b> While recognizing that there are limitations on their capability to totally eliminate all hazards, the National Park Service and its partners, contractors, and cooperators work to provide a safe and healthful environment for visitors and employees. The NPS staff strive to identify recognizable threats to safety and health and protect property by applying nationally accepted standards. The park is a safe workplace—no preventable workplace accidents, spills, or lost time injuries occur in the park. Consistent with mandates, the NPS staff reduces or removes known hazards or applies appropriate mitigating measures, such as closures, guarding, gating, and education.</p> <p><b>Strategies:</b> Superintendent's Order 31: "Safety, Environmental Management, and Sustainability" will be fully implemented and regularly updated. This order describes the park's objectives, goals, commitments, and processes for employee safety. See the following web site for more information: <a href="http://www.nps.gov/apis/naturescience/upload/Safety_Sustainability_policy.pdf">http://www.nps.gov/apis/naturescience/upload/Safety_Sustainability_policy.pdf</a></p> <p>Safety plans will be maintained to address health and safety concerns and identify appropriate levels of action and activities.</p> <p>Interpretive signs and materials will be provided as appropriate to notify visitors of potential safety concerns/hazards and procedures to help provide for a safe visit to the park and to ensure that visitors are aware of the possible risks of certain activities.</p> <p>Park equipment will be maintained in a safe and environmentally sound condition.</p> <p>Routine safety and environmental checks will be conducted of employees, contractors, and business partner operations.</p> <p>NPS staff will continue to work with local emergency and public health officials to make reasonable efforts to search for lost persons and rescue sick, injured, or stranded persons.</p> <p>NPS staff will make reasonable efforts to provide appropriate emergency medical services for a person who becomes ill or is injured.</p>
<b>Other Topics</b>	
<b>Sustainable Design/Practices</b>	Sustainability can be defined as "meeting the needs of the present without compromising the ability of future generations to meet their own needs." Sustainable practices and principles are those choices, decisions, actions, and ethics that will best achieve ecological/biological integrity; protect qualities and functions of air, water, soil, and other aspects of the natural environment; and preserve human cultures. Sustainable practices allow for use and enjoyment by the current generation, while ensuring that future generations will have the same opportunities. Sustainable practices consider local and global consequences to minimize the short- and long-term environmental impacts of human actions and developments through resource conservation,

TOPIC	Desired Conditions and Strategies for Apostle Islands National Lakeshore
<p><b>Sustainable Design/ Practices (continued)</b></p>	<p>recycling, waste minimization, and the use of energy-efficient and ecologically responsible materials and techniques.</p> <p>The federal government has been emphasizing the adoption of sustainable practices. In particular, Executive Order 13423 strengthens federal environmental, energy, and transportation management. In addition, NPS <i>Management Policies 2006</i> (1.8, 9.1), NPS Director’s Order 13: “Environmental Management Systems,” and Superintendent’s Order 31: “Safety, Environmental Management, and Sustainability” provide direction regarding sustainability.</p> <p><b>Desired Conditions:</b> The park is a leader in sustainable practices. All decisions regarding park operations, planning, facilities management, and development in Apostle Islands National Lakeshore, from the initial concept through design and construction, reflect principles of resource conservation. Thus, all park developments and operations are sustainable to the maximum degree possible and practical. New developments and existing facilities are located, built, and modified according to the <i>Guiding Principles of Sustainable Design</i> (NPS 1993) or other similar guidelines. All new facilities are built to qualify for silver LEED (Leadership in Energy and Environmental Design) designation or better. The park’s land, water, soil, wildlife, and other natural resources are managed in ways that improve their condition and mimic or restore natural conditions wherever possible. The park has state-of-the-art water systems for conserving water, using energy conservation technologies, and using renewable energy sources whenever possible. Nontoxic, biodegradable, and/or durable materials are used in the park whenever possible. The reduction, use, and recycling of materials is promoted, while materials that are nondurable, environmentally detrimental, or require transportation from great distances are avoided as much as possible. The park’s carbon footprint is minimized as much as possible.</p> <p><b>Strategies:</b> Superintendent’s Order 31: “Safety, Environmental Management, and Sustainability” will be fully implemented. This order describes the park’s objectives, goals, commitments, and processes for sustainability. See the following web site for more information: <a href="http://www.nps.gov/apis/naturescience/upload/Safety_Sustainability_policy.pdf">http://www.nps.gov/apis/naturescience/upload/Safety_Sustainability_policy.pdf</a></p> <p>NPS staff will work with experts both in and outside the agency to make the park’s facilities and programs sustainable to the maximum degree possible. Partnerships will be sought to implement sustainable practices in the park. NPS staff also will work with stakeholders and business partners to augment NPS environmental leadership and sustainability efforts.</p> <p>NPS managers will perform value analysis to examine the energy, environmental, and economic implications of proposed park developments.</p> <p>NPS staff will support and encourage the service of suppliers, and contractors that follow sustainable practices.</p> <p>Rehabilitation (recycling) of existing buildings and facilities generally will be supported over new construction.</p> <p>Recycling of solid waste generated at the park will be increased as much as possible.</p> <p>Energy use will be substantially reduced, and more energy-efficient practices and renewable energy sources will be promoted wherever possible. Vehicles and boats will be converted to alternative fuels, such as hybrid electric, biodiesel, or propane, and the number or size of vehicles or boats will be reduced if possible.</p> <p>Interpretive programs will address sustainable practices both within and outside the park. Visitors will be educated on the principles of environmental leadership and sustainability through exhibits, media, and printed material.</p> <p>NPS staff will be educated to have a comprehensive understanding of their relationship to environmental leadership and sustainability.</p> <p>The availability of existing or planned facilities in nearby communities and on adjacent lands, as well as the possibility of joint facilities with other agencies, will be considered when deciding whether to pursue new developments in the park. This will ensure that any additional facilities in the park are necessary, appropriate, and cost-effective.</p>

TOPIC	Desired Conditions and Strategies for Apostle Islands National Lakeshore
<p><b>Sustainable Design/ Practices (continued)</b></p>	<p>NPS staff will work with local communities to develop comprehensive greening plan(s) where appropriate. By collaborating with local communities, the National Park Service can reduce outside impacts to the park and maximize conservation efforts in the region.</p> <p>NPS managers will measure and track environmental compliance and performance. Audits will ensure environmental compliance, emphasize best management practices, and educate employees at all levels about environmental management responsibilities. Periodic carbon footprint audits will be conducted.</p>
<p><b>Climate Change</b></p>	<p>Climate change is occurring and is expected to affect the park’s weather, resources (e.g., shorelines, vegetation, fish and wildlife, historic structures and light stations, submerged cultural resources), facilities (e.g., docks), and visitors (e.g., use seasons, recreational fishing, navigational hazards). These changes will have direct implications on resource management and park operations, and on the way visitors use and experience the park. Although climate change will affect the park during the life of this plan, many of the specific effects, the rate of changes, and the severity of impacts are not known.</p> <p>While there are no laws or policies that provide direct guidance on addressing climate change, there is guidance that indirectly addresses climate change, including the NPS Organic Act, Executive Order 13423 (includes requirements for the reduction of greenhouse gases and other energy and water conservation measures), Executive Order 15314 (sets sustainability goals, requires federal agencies to measure, manage, and reduce greenhouse gases toward agency-defined goals, and increase energy efficiency), Department of the Interior Secretarial Orders 3226 and 3289 (ensure that climate change impacts be taken into account in connection with departmental planning and decision making), and NPS <i>Management Policies 2006</i> (including sections on environmental leadership [1.8], sustainable energy design [9.1.1.6], and energy management [9.1.7]).</p> <p><b>Desired Conditions:</b> Apostle Islands National Lakeshore is a leader in its efforts to address climate change, reducing its greenhouse gas emissions, and increasing its use of renewable energy and other sustainable practices so it is a carbon neutral park. Education and interpretive efforts help park visitors understand the process of global warming, climate change, the threats to the park and the wider environment, and how they can respond. Park staff promote innovation, best practices, adaptive management, and partnerships to respond to the challenges of climate change and its effects on park resources. Park staff proactively monitor, plan, and adapt to the effects of climate change by using the best information as it becomes available.</p> <p><b>Strategies:</b> Apostle Islands National Lakeshore will continue as a member of the Climate Friendly Parks program, measuring park-based greenhouse emissions, developing sustainable strategies to mitigate these emissions and adapt to climate change impacts, educating the public about these efforts, and developing future action plans.</p> <p>Scientific studies and inventories will be encouraged to identify and document changes caused by climate change, to predict potential changes, and to assist in identifying potential responses to climate change.</p> <p>Since emissions from all motorized craft contribute to the park’s emissions, options to improve transportation efficiencies will be explored, including NPS and visitor activities on the water and on the mainland. Emissions from visitors flying or driving to get to the park, and from employees commuting to work and traveling for business, all add to the emissions associated with the park. Opportunities for alternative transportation options, as well as effective carbon offset strategies, will be explored.</p> <p>Park education and interpretive efforts will engage park employees, partners, visitors, and the public on climate change, providing the latest park research and monitoring data and trends, informing the public about what responses are being taken at the park, and inspiring visitors to reduce their carbon footprint.</p> <p>NPS staff will work with local, regional, and national agencies, universities, and other partners to conduct scenario planning for climate change, and identify actions that can be taken to respond to these changes.</p>

<b>TOPIC</b> <span style="float: right;"><b>Desired Conditions and Strategies for Apostle Islands National Lakeshore</b></span>	
<b>Climate Change (continued)</b>	<p>Anticipated climate change impacts, such as decreases in lake levels and changes in vegetation, will be incorporated into future management plans.</p> <p>(See also the strategies identified above under “Sustainable Design/Practices.”)</p>
<b>Transportation to and within the Park</b>	<p>The location, type, and design of multimodal transportation facilities (e.g., roads, bridges, parking areas, docks, sidewalks, pedestrian trails) strongly influence the quality of the visitor experience and the preservation of park resources. These systems also affect, to a great degree, how and where park resources would be affected by visitors. <i>NPS Management Policies 2006</i> (9.2) calls for NPS managers to identify solutions to transportation issues that preserve natural and cultural resources while providing a high-quality visitor experience. Management decisions regarding transportation require a comprehensive alternatives analysis and thorough understanding of their consequences. Traditional practices of building wider roads and larger parking areas to accommodate more motor vehicles are not accepted practice today.</p> <p>Visitors access the mainland unit of Apostle Islands National Lakeshore primarily in private motor vehicles via county and state highways, and the islands via motorboats, sailboats, or kayaks. How people travel to the park and how they travel within the park plays a major role in the protection of park resources, in visitor levels and the visitor experience, and the need for modified or new infrastructure. In this regard, it is critical for the National Park Service to participate as a partner in local, regional, and statewide planning efforts that would affect transportation to and within the park.</p> <p>Some elements of this topic regarding transportation to and on the islands (i.e., new docks, mooring buoys, trails) are addressed within the alternatives.</p> <p><b>Desired Conditions:</b> Visitors have reasonable access to Apostle Islands National Lakeshore, and there are connections from the park to regional transportation systems as appropriate. Transportation facilities in the park (e.g., roads, parking areas, trails) provide access for the protection, use, and enjoyment of park resources. Transportation facilities preserve the integrity of the surroundings, respect ecological processes, and provide the highest visual quality and a rewarding visitor experience.</p> <p><b>Strategies:</b> All currently legal forms of transportation in the park will continue under various local, state, and federal rules.</p> <p>NPS staff will participate in transportation studies and planning processes that may result in links to the park or impacts to park resources. NPS managers will work closely with other federal agencies (e.g., U.S. Department of Transportation, the Federal Highway Administration); tribal, state and local governments (e.g., Wisconsin Department of Transportation, Bayfield and Ashland counties); regional planning bodies; citizen groups; and others to enhance partnering and funding opportunities, and to encourage effective regional transportation planning. Working with these agencies and other stakeholders on transportation issues, NPS managers will seek reasonable access to the park, and intermodal connections to regional multimodal transportation systems as appropriate.</p> <p>In general, the preferred modes of transportation will be those that contribute to maximum visitor enjoyment of, and minimum adverse impacts to, park resources and values. Before a decision is made to design, construct, expand, or upgrade transportation access to or within the park, nonconstruction alternatives—such as distributing visitors to alternative locations—would be fully explored. If nonconstruction alternatives would not achieve satisfactory results, then a development solution should consider whether the project</p> <ul style="list-style-type: none"> <li>• is appropriate and necessary to meet management needs</li> <li>• is designed with extreme care and sensitivity to the landscape through which it passes</li> <li>• would not cause adverse impacts to natural and cultural resources, and would minimize or mitigate those impacts that cannot be avoided</li> <li>• reduces traffic congestion, noise, air pollution, and adverse effects on park resources and values</li> </ul>

TOPIC	Desired Conditions and Strategies for Apostle Islands National Lakeshore
<p><b>Transportation to and within the Park (continued)</b></p>	<ul style="list-style-type: none"> <li>• would not violate federal, state, or local air pollution control plans or regulations</li> <li>• would not cause use in the area to exceed the area’s user capacity</li> <li>• incorporates the principles of energy conservation and sustainability</li> <li>• is able to demonstrate financial and operational sustainability</li> <li>• incorporates universal design principles to provide for accessibility for all people, including those with disabilities</li> <li>• takes maximum advantage of interpretive opportunities and scenic values</li> <li>• is based on a comprehensive and multidisciplinary approach that is fully consistent with the park’s general management plan and “Asset Management Plan”</li> <li>• enhances the visitor experience by offering new or improved interpretive or visitor opportunities, by simplifying travel within the park, or by making it easier or safer to see park features</li> </ul> <p>A tour boat operation, run by a concessioner, has been determined to be necessary and appropriate, and will continue to enable visitors to go to selected islands (e.g., Oak, Raspberry, Stockton).</p> <p>The National Park Service will require, through the concessions contract, concessioner(s) to employ energy conservation and sustainable transportation practices.</p> <p>NPS staff will continue to work with the cruise boat/water taxi concession operator, NPS business partners, and marina operators to ensure that opportunities for safe, reasonable access are provided to visitors seeking to reach the islands, consistent with legal mandates, park purposes, desired resource and visitor experience conditions, and contractual obligations.</p> <p>All beaches, including those adjacent to wilderness, will remain open to the beaching of boats, except for temporary closures to protect resources or visitor safety.</p> <p>NPS managers will develop a commercial services plan to identify the most appropriate means of managing commercial transportation and guiding services within the park.</p>
<p><b>Utilities and Communication Facilities</b></p>	<p>The Telecommunications Act of 1996 directs all federal agencies to assist in the national goal of achieving a seamless telecommunications system throughout the United States by accommodating requests by telecommunication companies for the use of property, rights-of-way, and easements to the extent allowable under each agency’s mission. The National Park Service is legally obligated to permit telecommunication infrastructure in the park units if such facilities can be structured to avoid interference with park unit purposes.</p> <p>Rights-of-way for utilities to pass over, under, or through NPS property may be issued only pursuant to specific statutory authority, and generally only if there is no practicable alternative to such use of NPS lands. Statutory authorities in 16 USC 5 and in <i>NPS Management Policies 2006</i> (8.6.4) provide guidance on these rights-of-way.</p> <p>No commercial telecommunication facilities or utilities exist in Apostle Islands National Lakeshore, and none are expected during the life of this plan.</p> <p><b>Desired Conditions:</b> Park resources or public enjoyment are not denigrated by nonconforming uses. No commercial telecommunication facilities are built in the park, and towers built to facilitate NPS or other agency communication are the bare minimum, unobtrusive, and limited to developed areas of the park. No new nonconforming use or rights-of-way are permitted through the park without specific statutory authority and approval by the director of the National Park Service or his/her representative, and uses are permitted only if there is no practicable alternative to such use of NPS lands.</p> <p><b>Strategies:</b> If necessary, and there are no other options, new utilities and communications infrastructure will be placed in association with existing structures and along roadways or other</p>

TOPIC	Desired Conditions and Strategies for Apostle Islands National Lakeshore
<p><b>Utilities and Communication Facilities (continued)</b></p>	<p>established corridors in developed areas. NPS staff will work with service companies, local communities, and the public to locate new telecommunication structures and utility lines outside of the wilderness area and so that there is minimal effect on park resources in nonwilderness areas. For extension into undisturbed areas in nonwilderness areas, routes will be selected that minimize impacts on Apostle Islands National Lakeshore’s natural, cultural, and visual resources.</p> <p>Utility lines will be placed underground to the maximum extent possible.</p> <p>NPS policies will be followed in processing commercial telecommunications applications.</p> <p>NPS managers will develop a superintendent’s order defining criteria for locating communications and utility infrastructure in the park.</p>

# APPENDIX D: CAMPGROUND DESIGN AND MANAGEMENT STRATEGIES

## CAMPSITE SYSTEM OBJECTIVES

- Protect natural and cultural resources
- Provide for a diversity of high-quality camping opportunities, including informal, zone-based, camping
- Provide some opportunities for solitude throughout the park, especially at campsites within the Gaylord Nelson Wilderness
- Provide reasonable access for visitors and staff to the campsite system
- Ensure campsites are safe and maintainable
- Provide effective messages on appropriate use of campsites, and Leave No Trace principles

## CAMPSITE MANAGEMENT GUIDELINES

*To achieve the campsite system objectives, the following campsite management guidelines will be followed.*

### Natural Resource Protection

- Avoid or minimize campsites in areas with sensitive vegetation that are not resistant or resilient to trampling impacts, such as sandspits, wetlands, and dunes.
- Avoid or minimize campsites in erosion prone areas.
- Keep campsites to the minimum size necessary so as to minimize impacts on vegetation and soil communities.
- Avoid or minimize campsites in sensitive or key wildlife habitat, including minimizing the spatial interface between camping activities and bear activity.
- Provide appropriate food storage options in areas with known or likely bear activity.
- Minimize fragmentation of wilderness.
- Limit facilities in wilderness to only those needed for resource protection.
- Seek campsite locations that offer the most suitable substrate and are self-limiting due to vegetation, rock and/or topography. Seek sidehill opportunities where feasible. If natural topography and vegetation are not self-limiting, campsite borders should be constructed and anchored (if needed). Guidelines for the use of campsite borders include: use as few constructed borders as necessary, limit the use of geometric shapes and straight lines, and use rustic materials to the extent practical.

- Construct desirable tenting areas (e.g., no obstacles, level ground) that are limited by topography, vegetation or rock to the extent possible. If natural topography and vegetation are not self-limiting, tent borders should be constructed and anchored (if needed). Guidelines for the use of tent borders include: use as few constructed borders as necessary, ensure good drainage, and use rustic materials to the extent practical.
- Provide reasonable separation of campsite cooking facilities (e.g., bear locker, fire pit and picnic table, if applicable) and desirable tent areas on campsites to concentrate trampling impacts and minimize bear and human interactions.
- Manage campfires according to the availability of downed firewood.
- In locations where fires are permitted and fire rings provided, standardize and reduce fire ring size (20-24 inches may be appropriate) to minimize the size of fires and use of firewood.
- Regulate axes and saws to minimize damage to trees and vegetation associated with campsites.
- Use site ruination strategies and signage (if needed) on unnecessary, peripheral use areas to concentrate camping activities on formal campsites and reduce campsite sizes.
- Provide education on Leave No Trace principles to visitors and outfitters.

### **Cultural Resource Protection**

- Avoid or minimize campsites in areas with significant archeological, sacred and historic sites, particularly those located in unstable substrate.
- If archeological or historic sites can't be avoided, use management techniques to minimize impacts to the resources and stabilize soils (e.g., maintain grass, use floating boardwalks).
- Consult with cultural resource advisors on campsite management activities to prevent further damage to sites caused by ground disturbing activities, both on campsites as well as in areas where borrow dirt or stone are gathered.
- Provide education on Leave No Trace principles.

### **Promotion of High Quality Visitor Experiences**

- Seek campsite locations that will be attractive to visitors.
- Provide campsites with reasonable access based on the mode of travel (e.g., motorized boat versus non-motorized).
- Avoid or minimize the potential for conflicts between user groups.
- Promote uncrowded and quiet campsites to the maximum extent possible.
- Provide privacy between campsites to the degree possible (conversational voices generally become unclear beyond 100 feet) and locate campsites out of sight from trails.
- Manage campsites to look as natural as possible, and minimize signage to the extent practical.

- Tenting areas (including constructed tent pads) should be sized for only one tent per area, and the number and size of tenting areas on a campsite should accommodate the allowed persons per campsite (e.g., individual campsites = up to 7 people, group campsites = up to 20 people) and the number of tents allowed per campsite.
- Provide visitors with information on the number and size of tenting areas on campsites being reserved.
- Provide visitors with site layout information so facilities associated with campsites are easily found (e.g., sign of site map at each campsite).
- Avoid or minimize safety hazards (e.g., tree fall).
- Provide education on Leave No Trace principles, campsite management strategies and visitor regulations.
- Match visitor needs to camping opportunities, to the extent feasible.
- Consider visitor use patterns when evaluating new campsite opportunities.
- Provide some universal access opportunities.

### **Sustainability of Park Operations**

- Maximize efficiency of accessing sites for maintenance purposes.
- To the extent feasible and appropriate, co-locate sites to improve efficiency of support facilities and reduce the development footprint on resources.
- Minimize the use of materials and facilities that require expensive and/or time consuming maintenance.
- Use toilets of minimum design needed to protect water quality, other natural and cultural resources and visitor safety.
- Continue regular maintenance and monitoring of campsites and associated facilities.
- Institutionalize an adaptive management framework (e.g., LAC/VERP) that justifies action in response to changing resource conditions or visitor experiences.

## DESIGNATED CAMPING ZONE MANAGEMENT

### Background Information

Designated camping zone management as currently implemented at Apostle Islands National Lakeshore is relatively unstructured, allowing visitors maximum freedom in selecting preferred campsite locations. Visitors may camp on resistant, pristine sites or they can camp on established sites (sites that look like they have already been used by another visitor). This type of camping management strategy has the highest level of visitor freedom, but also can lead to the highest amount of site proliferation and use conflicts.

Currently, the low amount of use occurring in the camping zones at the park has not shown that the current management strategy is resulting in significant problems with resource or social impacts. The park staff does not have an inventory of visitor-created campsites in the designated camping zones, but it is estimated there are a few visitor-created campsites in the park. These campsites are more likely on islands that don't have designated campsites, like Bear and Hermit islands.

Few people camp in the zones (less than 3% of campers) and park staff do not encourage people to apply to camp in the zones—which may be why there have not been more resource and social impacts resulting from this type of camping policy. If these zones are to be promoted to increase the percentage of campers who use them, then more attention to the strategy for limiting impacts will be needed.

### Management Strategy

The park staff will continue unregulated zone camping unless monitoring indicates that a more structured approach is needed to minimize impact, and/or visitor use of zone camping greatly increases. The staff will monitor the presence and condition class of campsites (using the classification system below) within the designated camping zones. Monitoring human waste impacts around visitor-created campsites is also critical to ensure that these areas aren't being overused (e.g., if cat holes are used beyond 15–20 nights per year in an area, resource impacts from human waste could be a problem).

#### Condition Class Rating System:

- Class 0: Campsite barely distinguishable; no or minimal disturbance of vegetation and/or organic litter (often an old campsite that has not seen recent use).
- Class 1: Campsite barely distinguishable; slight loss of vegetation cover and/or minimal disturbance of organic litter.
- Class 2: Campsite obvious; minor to moderate loss of vegetation cover (10-40%) and/or organic litter crushed in primary use areas.
- Class 3: Moderate loss of vegetation cover (40-60%) and/or organic litter crushed on much of the site, some bare soil exposed in primary use areas. Some soil erosion indicated by exposed tree roots and minor shoreline disturbance.
- Class 4: Moderate- high loss of vegetation cover (60-90%) and/or organic litter crushed on much of the site, bare soil exposed in primary use areas. Soil erosion indicated by exposed tree roots and moderate shoreline disturbance.
- Class 5: Nearly complete or total loss of vegetation cover (90-100%) and organic litter, bare soil widespread. Soil erosion obvious, as indicated by exposed tree roots and rocks and extensive shoreline disturbance.

If a different management strategy is needed, the following ideas will be considered:

- Design the designated camping zones in a concentric circle system, with a pristine site\* camping strategy on the island interiors, and an established site\*\* camping strategy on or near the island shorelines. If an established site could not be found on or near the shoreline, then visitors would be instructed to pristine site camp. Beach camping (below the leading edge of vegetation) would follow the pristine site strategy.
- All sites found in the pristine site camping area (interior of islands) would be closed and restored. In areas of the established site camping (on or near shorelines), sites that do not meet criteria for an acceptable site (e.g., too close to trails, near a sensitive resource), or those in unacceptable condition, would be closed and restored. If needed, the park staff will create established sites in desirable and acceptable locations to direct visitor use.
- Visitors would be educated on the designated camping zone management policy and would need to be prepared to camp in these areas. At the visitor center or on the park web site, campers could be required to watch a video and be tested on their knowledge. Another approach would be to develop a specific camping brochure for designated camping zone activities. Outfitters would be required to hand out Leave No Trace literature to visitors, particularly those who are spending a night in the park.

### **Rationale For This Approach**

Given the unique circumstances of island camping in the park, the concentric circle approach to managing the designated camping zones could be effective to allow for visitor freedom while also reducing the potential for visitor impacts. The island shorelines are the most popular (and most used) for camping activities since visitors tend to gravitate toward water, and the heat and insects associated with the island interiors make them less desirable for camping in June and July. The shoreline areas available for camping are relatively small, and given that these areas will likely continue to receive the most use, an established site camping policy could be an effective approach for providing a moderate level of visitor freedom while minimizing resource and social impacts in these areas. Given the lower number of visitors and the larger area available on the island interiors, these areas present an excellent opportunity for pristine site camping to allow for the highest levels of visitor freedom and opportunities for solitude. Camping on the beach, below the leading edge of vegetation, could follow the pristine site camping policy since resources are highly resistant and resilient, and it would provide another opportunity for visitors to choose their own campsite.

*\*Pristine site camping* – visitors camp only on durable areas that have not been used by other visitors

*\*\*Established site camping* – visitors camp only on sites that have been noticeably used by other visitors or are NPS designated campsites

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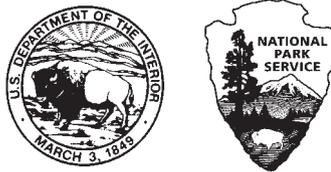
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As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historical places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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