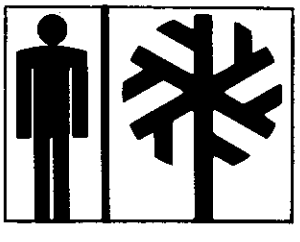
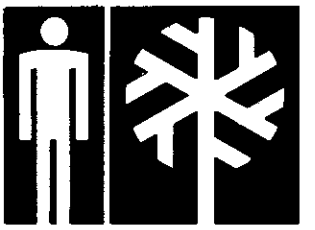
wilderness study

HAWAII VOLCANOES



NATIONAL PARK / HAWAII



WILDERNESS STUDY

Preliminary — Subject to Change

Hawaii Volcanoes
National Park
Hawaii

August 1973

United States Department of the Interior / National Park Service

This report was prepared pursuant to Public Law 88-577 of September 3, 1964. Publication of the findings and recommendations herein should not be construed as representing either the approval or disapproval of the Secretary of the Interior. The purpose of this report is to provide information and alternatives for further consideration by the National Park Service, the Secretary of the Interior, and other Federal agencies.

FINDINGS

SIGNIFICANT PORTIONS OF THE VOLCANIC FEATURES, RAIN FOREST, AND PACIFIC OCEAN SHORELINE IN HAWAII VOLCANOES NATIONAL PARK ON THE ISLAND OF HAWAII HAVE BEEN FOUND SUITABLE FOR PRESERVATION AS WILDERNESS, AND ARE PROPOSED FOR INCLUSION IN THE NATIONAL WILDERNESS PRESERVATION SYSTEM.

THE PARK AND ITS ENVIRONS

Hawaii Volcanoes National Park is located on the Island of Hawaii, at the southeastern end of the Hawaiian Archipelago. The park was established in 1916 and is 229,615.87 acres in size.

The Mauna Loa and Kilauea volcanoes are the principal park features, exhibiting a stark, surrealistic landscape of fresh lava flows, cindercones, pit craters and calderas, steaming fissures, and frequent lava eruptions. Dense jungles grow where heavy rains fall on old lava flows. The park contains a varied cross section of the Island of Hawaii from the wild Puna and Kau Coasts to the 13,680-foot summit of Mauna Loa — snowcapped in winter. Prehistoric and historic remains of the Hawaiian culture are concentrated along the coast.

Kilauea is one of the most studied and best understood volcanoes in the world. Frequent in eruption and readily accessible, it provides a spectacular attraction that visitors can view in comparative safety. Mauna Loa bears the classic "shield" profile, which is internationally distinguished as the best example of its type in the world.

Vistas of Mauna Loa are provided from the park road system, which leads to other outstanding features. A million and a quarter visitors see the park each year.

The upper section of the park, which includes the summit of Mauna Loa and a strip up its southeastern slope, is bordered by State and private lands that are undeveloped and largely unused except for grazing at lower elevations. The southwestern boundary adjoins State land leased for grazing. Land use along the southeastern boundary is privately owned and mostly undeveloped, except for tracts near the

Kalapana and Kilauea entrances, where there is subdivision activity. In addition to homesite development, there is a golf course, ranching, and incipient resort development in the Kilauea vicinity.

The Olaa Forest Tract of slightly over 10,000 acres contains what is probably the largest remaining virgin ohia and tree-fern forest in the Hawaiian Islands. State forest lands almost surround this tract.

Other points of interest on the Big Island include the three remaining volcanoes, Mauna Kea, Hualalai, and Kohala, which are relatively inaccessible, but may be viewed from a distance. City of Refuge National Historical Park on Hawaii's west coast, and a number of State and county parks featuring scenery, scientific features, history, and recreation, lie within a few hours' drive of the park.

The island's 266 miles of scenic coast offer only a few small beaches. Major resorts are developing primarily along Hawaii's salubrious west, or Kona, coast. The park's wild mountainous areas add variety to the recreational potential of the island and preserve the natural landscape, including rare plants and birds.

Tourist activity on the Island of Hawaii is increasing as the "outer" Hawaiian Islands are being discovered. About 700,000 tourists came to the Big Island in 1972.

The Island of Hawaii is still sparsely populated, with only 63,468 residents recorded in the 1970 census. The island population has been shrinking for a number of years because of the mechanization of agriculture, primarily sugarcane production, and the loss of some industry. However, it is believed that this decline is over and that a growth period, spurred on by resort development, has started. The nearest large urban area is Honolulu, a city of over 630,000 on the Island of Oahu, 200 air miles away.

Large sections of the island remain in a wild state. The upper slopes of the four mountain region areas on the island – Mauna Loa, Hualalai, Mauna Kea, and Kohala – are relatively undeveloped. A jeep road reaches the summit of Mauna Kea, the highest point on the island.

There are no units of the National Wilderness Preservation System in the State of Hawaii; however, wilderness is being proposed for Haleakala National Park and the Hawaiian Islands National Wildlife Refuge.

ROADLESS AREA STUDIED

Large sections of Hawaii Volcanoes National Park are primitive in character. One section represents a sizable, isolated, rugged coastal and marine environment. Another, the Mauna Loa region, is high, mountainous, and characterized by extremely rough terrain.

Visitor use of the primitive areas of the park is understandably light because of the relatively austere nature of these areas, and the still-abundant primitive lands beyond the park boundary. This spectacular, dynamic area, exhibiting earth processes in action, is important primarily for interpretation, research, and wilderness travel.

There are four roadless areas of 5,000 acres or more in the park. Each is distinctive, preserving: bold austere lava flows and the summit caldera of Mauna Loa; a desert of volcanic features and a long coastline of lava flows extending into the ocean; a volcanic rift area and a low-elevation Hawaiian forest; and an outstanding rain-forest jungle. Several factors affect the suitability of these areas for designation as wilderness.

VOLCANIC RESEARCH

Scientists have been studying the Mauna Loa and Kilauea volcanoes since 1911, when the Hawaiian Volcano Observatory was established. These studies continue today under a cooperative agreement between the National Park Service and the U.S. Geological Survey that provides for the survey's conduct of research activities throughout the park. Jeep

roads are used by the survey in transporting personnel and equipment to instrument and exploratory sites. There is a heavy concentration of instruments in the vicinity of the U.S. Geological Survey Observatory on the north edge of Kilauea caldera, which is linked to the observatory by wire and reached by four-wheel-drive vehicle when necessary. Instruments are scattered in other parts of the park and utilize radio transmitters. Helicopters are also used for Geological Survey work. The value of research installations to the Geological Survey programs cannot be estimated on the basis of location or number of instrument stations. A single remote outlying station may be highly significant. In an active volcanic area such as Hawaii Volcanoes there are constant shifts in the importance of areas to be studied. The Geological Survey's research mission on Kilauea and Mauna Loa is in large part designed to predict and warn island residents of potentially dangerous lava flows. Ten years ago a lava flow destroyed the town of Kapoho.

FERAL-ANIMAL CONTROL

The park management programs include activities required for feral-animal control, which is fundamental to the restoration and maintenance of the native Hawaiian vegetation of Hawaii Volcanoes National Park. These programs are based upon knowledge gained through research programs. Presently, a combination of access methods and transportation of materials for construction and maintenance of drift fences and goat-enclosure fences are used in conjunction with the goat-control program. Four-wheel-drive vehicles, helicopters, and horses are used to construct and maintain these fences. Major goat drives involve foot, horse, and helicopter use.

Goats are driven into corrals for spot-bid sales. Approximately 600 goats are shot each year by park rangers. Feral pigs exist in smaller numbers than feral goats. They range primarily in rain-forest sections. The main method of control at this time is shooting by citizens and deputy rangers. Additional proposals for regulating the number of pigs are now under study.

The park feral-animal-control programs are long-range, and will require live trapping, fence maintenance, and shooting by both deputized citizens and park personnel in varying degrees and frequency.

PRELIMINARY WILDERNESS PROPOSALS

Four units of wilderness totaling 123,100 acres, as shown on the accompanying map, are proposed for Hawaii Volcanoes National Park.

SUMMARY

UNIT	ROADLESS	WILDERNESS
1	62,200	58,500
2	100,000	56,900
3	37,000	7,600
4	10,200	10,100
TOTAL	**209,400**	**123,100**

UNIT 1

It is proposed that about 58,500 acres on the upper reaches and summit area of Mauna Loa be designated as wilderness. The landscape of this area is largely barren and composed of lava flows, craters, and cindercones. This is a geologically young area, subject to periodic lava flows, the last being the 1950 flow, which ran from the summit to the sea.

This proposed wilderness unit will preserve the entire Mokuaweoweo caldera, a depression several square miles in extent on the summit of Mauna Loa, and those sections of the two main rift zones that lie inside the park. The scenic integrity of the upper reaches of Mauna Loa, elevation 13,680 feet, will be maintained. The forces of nature predominate within this area, affording visitors primitive wilderness solitude, and scientists an undisturbed outdoor laboratory.

The wilderness line is on the park boundary on the north, west, and south sides. On the east, the wilderness extends down the narrow neck of the park to the east edge of Keamoku Lava Flow, excluding the north-south powerline and the backcountry access road.

The jeep road within the park from Saddle Road Highway 20 to the summit of Mauna Loa is to be retained for use by the U.S. Geological Survey, and will be closed to all other vehicles. The atmospheric studies being conducted at the Mauna Loa Observatory are of no value if air pollution is caused by vehicle use. A parking area is proposed below the weather observatory for hikers climbing Mauna Loa from the north side.

The Red Hill and Mauna Loa summit cabins are primarily used for ranger patrols; however, hikers are also allowed to use these cabins for shelter. Two shelters will be relocated to new sites within this wilderness unit. These existing and proposed shelters provide protection from extreme weather conditions and are deemed necessary for proper backcountry management. The effect of encouraging camping in specific locations facilitates the control of backcountry use, provides additional protection for the backcountry user, and gives greater protection to the park resources.

UNIT 2

About 56,900 acres of Kau Desert coastal area are proposed as wilderness unit 2. Included is a large portion of the Kau Desert and most of the roadless area between the Pacific Ocean and the palis.

The shoreline and the lands between the ocean and palis are the important features to be preserved in wild status. The shoreline is dramatic, rugged, and the longest stretch of undeveloped coastline in the Hawaiian Islands. There are superb views of the Puna and Kau coastline from the palis. These sweeping views, and those from the ocean back toward the fault escarpments, will be preserved by placing most of the coastal area in wilderness. Most of the park's backcountry use occurs in this roadless area. There is an extensive trail system throughout the area, but use is light. Most backcountry use is in connection with the ocean-fishing from the shore at Halape, Kakiwai, and Apua Point. Halape is the main destination. A coconut grove there provides shade and protection from the strong trade winds. A water collection and storage facility provides fresh water for hikers and fishermen. Greater use is discouraged by the lack of fresh water and shade along the severe coastline.

Under the terms of the 1938 act adding lands to Hawaii National Park, native Hawaiian residents of the Kalapana District and visitors under their guidance have the exclusive privilege of fishing and gathering seafood along the park shoreline from a point between Halape and Keauhou Landing eastward to the park boundary. Federal regulation permits these persons to engage in commercial fishing under proper State permit. Although National Park Service jurisdiction ends at high tide, the Service is charged with enforcement of these fishing regulations. The balance of the coastal area, about 12½ miles, is open to all persons for fishing.

Provisions of the 1938 act enable the Secretary of the Interior — under certain conditions — to lease homesites in the Kalapana Extension. This type of use is inconsistent with wilderness preservation and use. Therefore, none of the Kalapana Extension lands are proposed as wilderness.

The wilderness line on the west extends northeasterly along the park boundary from the ocean to a point approximately ¼ mile south of Route 11. The wilderness line then follows the east edge of the Keamoku Lava Flow for approximately 3 miles. At this point the wilderness line heads in a southeasterly direction to Puu Koae, and then directly east to Puu Ohale. Across the Kau Desert, the line runs sufficiently below the area of intensive U.S. Geological Survey research activities to exclude the jeep routes and most seismic lines from wilderness unit 2.

The wilderness line then runs southeasterly across the land of Keauhou through the Goat Triangulation Station to the boundary of the Kalapana Extension, except for a road corridor for the existing Hilina Pali road. This road provides access to backcountry trails and to existing goat-control areas.

The wilderness line then follows the Kalapana Extension boundary to the coast and then follows the mean high-tide line west to the point of beginning.

Approximately 2,050 acres of land in the southwestern corner of the park that do not qualify for wilderness designation because they are in private ownership are proposed as a potential wilderness addition.

There are two existing and three proposed rain-catchments in this wilderness unit. These provide shelter as well as water in this harsh environment.

UNIT 3

It is proposed that about 7,600 acres of the Chain of Craters southeastern rift zone be designated as wilderness. Included within this area is a segment of the Chain of Craters and a portion of the native ohia and tree-fern forest. This section of the park has a wild, dynamic quality. Frequent volcanic eruptions destroy portions of the forest, leaving bare lava on which there often occurs immediate regeneration of vegetation on the rain-forest side of this wilderness unit.

The wilderness line on the north follows a line parallel to and approximately 7,000 feet south of the authorized park boundary. On the west, the line follows the common boundary of the Puna/Kau Districts and the common boundary of the lands of Apua and Panau Nui. The southern and eastern wilderness line is drawn along the Kalpana Extension boundary.

The 5,800-acre tract of land in private ownership is proposed as a potential wilderness addition.

UNIT 4

Ten thousand one hundred acres of the Olaa Forest Tract are proposed as wilderness to preserve intact the finest tree-fern and ohia rain forest in Hawaii.

The Olaa Tract is Federal land under the protective custody and management of the National Park Service, even though it does not have designated national park status. Hawaii Territorial Governor Executive Order 1540, dated November 28, 1952, transferred possession, use, and control of the territorial upper forest reserve to the United States. Under the terms of the 1938 act to add lands to Hawaii National Park, all lands added to the park by this means must be adjacent or contiguous to the existing park boundary. Because it is no longer feasible to acquire the intervening lands, legislation is required to add the tract to the park. This legislation is being sought.

The main block of the Olaa is to be managed for its perpetuation as a native ecosystem with no development. A nature trail and trailhead facilities are proposed in the detached tract of the Olaa on the Kau side of Wright Road.

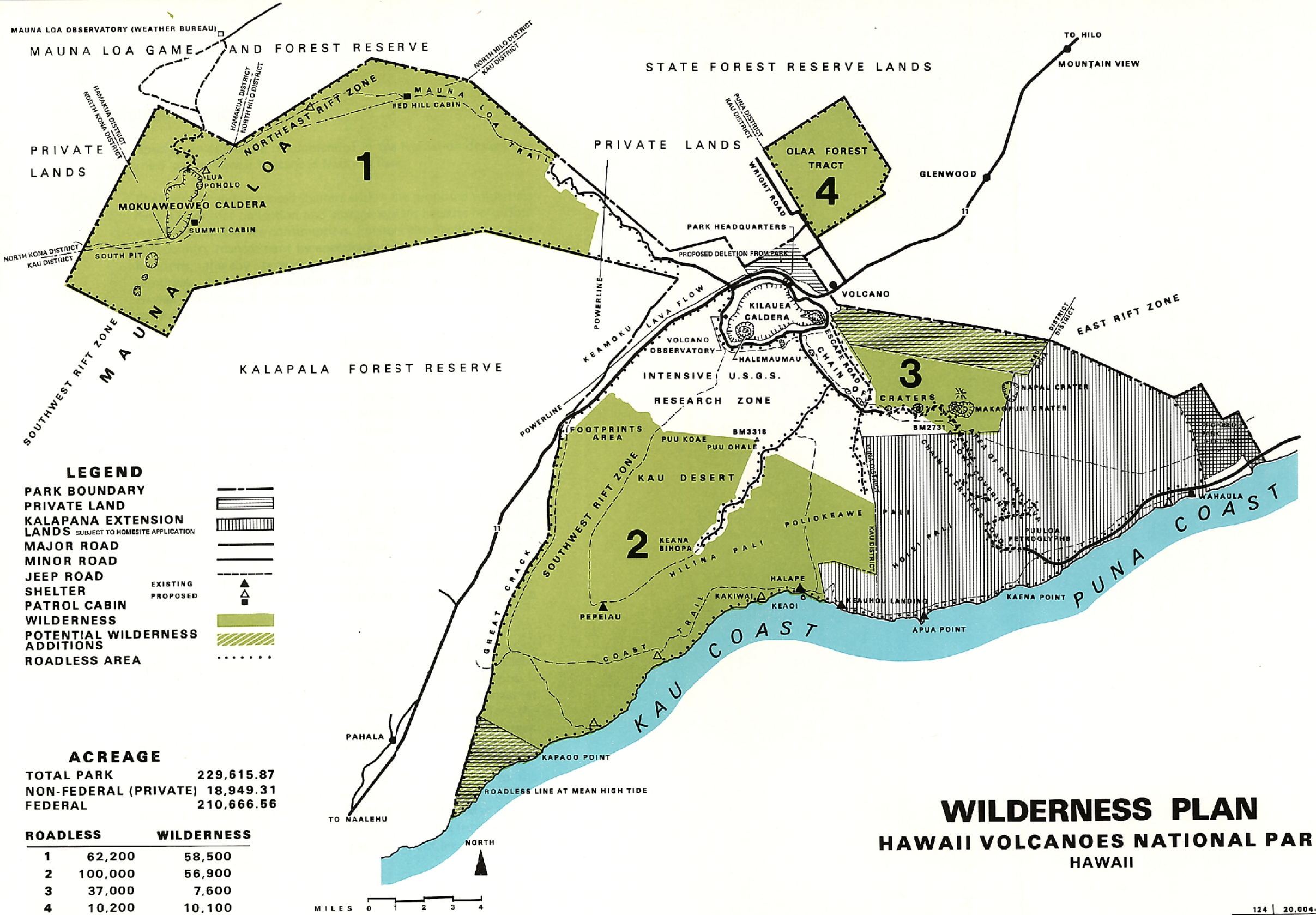
IDENTIFICATION OF WILDERNESS MANAGEMENT FACILITIES AND PRACTICES

Within the four proposed wilderness units there are two existing shelters, five proposed shelters, and two existing patrol cabins that also provide shelter to wilderness travelers. All of the existing structures have a rainwater collection system that includes a storage tank. This system of providing rainwater is used because there are no freshwater springs, ponds, or creeks in the park. The proposed shelters will also be designed to collect rainwater.

U.S. Geological Survey research facilities are situated in strategic locations throughout the park and are part of the complex monitoring system that assists the extensive program of volcanic research. The favorable opportunities afforded by Hawaii Volcanoes for fundamental and detailed research are not duplicated or even approached in any other part of the world.

Within the four proposed wilderness units there are presently three instruments reporting to the observatory by means of radio signal. These instruments are located, serviced, removed, or relocated by foot or helicopter.

To restore and maintain the native Hawaiian vegetation, feral-animal control is necessary. This control (almost entirely involving goats) is most critical in the areas from the palis to the coast. Control of the goat population is accomplished by goat drives and roundups, shooting by special deputized citizens, and finally shooting or trapping by park personnel. Drift and enclosure fences have been constructed and more will be constructed to divide the palis and strip area into 2,000- to 5,000-acre units small enough to permit effective reduction of goats. Other tools and equipment that will continue to be used for carrying out feral-animal reduction include portable powerdrills for installing fenceposts, other small fencing tools, and helicopters for carrying men, tools, and materials. Maintenance of existing fences will be accomplished on foot or horseback, with supplies being flown in by helicopter. About 40 miles of 4-foot-high hogwire, drift, and enclosure fences will be maintained in areas proposed as wilderness. Use of four-wheel-drive vehicles will be discontinued.



LEGEND

- PARK BOUNDARY
- PRIVATE LAND
- KALAPANA EXTENSION LANDS SUBJECT TO HOMESITE APPLICATION
- MAJOR ROAD
- MINOR ROAD
- JEEP ROAD
- SHELTER — EXISTING / PROPOSED
- PATROL CABIN
- WILDERNESS
- POTENTIAL WILDERNESS ADDITIONS
- ROADLESS AREA

ACREAGE

TOTAL PARK	229,615.87
NON-FEDERAL (PRIVATE)	18,949.31
FEDERAL	210,666.56

	ROADLESS	WILDERNESS
1	62,200	58,500
2	100,000	56,900
3	37,000	7,600
4	10,200	10,100
TOTAL	209,400	123,100

POTENTIAL WILDERNESS ADDITIONS 7,850 ACRES

WILDERNESS PLAN

HAWAII VOLCANOES NATIONAL PARK

HAWAII

PRELIMINARY-SUBJECT TO CHANGE

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SPECIAL PROVISIONS

Four special provisions are recommended in the legislation designating wilderness within Hawaii Volcanoes National Park:

The existing and proposed shelters within the proposed wilderness have a rainwater collection and storage system because no surface water is available for consumption. Shelters also facilitate proper backcountry management by encouraging overnight use in specific locations, thereby providing greater protection to the park resources. A special provision in the wilderness legislation for Hawaii Volcanoes is recommended to allow shelters with a water collection system.

Volcanic research is essential within Hawaii Volcanoes National Park and for an effective early volcano disaster warning to the people of Hawaii. The minimum tools and equipment to accomplish this are the instruments and helicopters for transport and servicing. It is therefore recommended that a special provision in the wilderness legislation for Hawaii Volcanoes allow and encourage the continuation of instrumentation within the wilderness units and the use of helicopters.

A four-wheel-drive-vehicle route to the summit of Mauna Loa is used by the U.S. Geological Survey for weather research activities on the summit. Since this route is subject to volcanic activity, relocation at a later date may be necessary. A special provision is recommended in the legislation designating wilderness at Hawaii Volcanoes National Park that would provide vehicular access to the summit of Mauna Loa as required to carry out research activities.

Two areas of private land, one about 2,050 acres and one about 5,800 acres, would qualify for wilderness designation if in Federal ownership. They are proposed as potential wilderness additions. It is recommended that the legislation designating wilderness at Hawaii Volcanoes National Park provide authority for the Secretary of the Interior to designate these lands as wilderness at such time as he determines that they qualify.

Control of feral animals, particularly goats, is essential to the restoration and preservation of the native Hawaiian vegetation. A special provision in the legislation establishing wilderness at Hawaii Volcanoes National Park is recommended to provide for the use of whatever minimum fences, tools, and equipment are necessary to accomplish feral-animal control.

APPENDIX A

MASTER PLAN POLICY

FOR NATURAL AREAS OF THE NATIONAL PARK SYSTEM (REVISED 1970)

DISCUSSION

It has long been the practice of the National Park Service to prepare and maintain a Master Plan to guide the use, development, interpretation, and preservation of each particular park. Graphics and narrative specify the objectives of management. In a sense, these Master Plans are zoning plans. They not only define the areas for developments, they also define the areas in which no developments are to be permitted.

Parks do not exist in a vacuum. It is important in planning for a park that the teams take into account the total environment in which the park exists. Of particular significance are the plans for and the availability of other park and recreation facilities within the region at the Federal, State, and local levels, as well as those of the private sector for the accommodation of visitors, access to the national parks, the roads within them, wildlife habitat, etc. Accordingly, the Master Plan Team first analyzes the entire region in which the park is located and the many factors that influence its management.

Moreover, where national parks and national forests adjoin, such as Mount Rainier, Yellowstone, and Grand Teton National Parks, the National Park Service and the U.S. Forest Service formalized, in 1963, a joint effort to analyze the resources and visitor needs and develop cooperative plans for the accommodation of these requirements which will best insure the achievement of both of our missions. This program formalizes and broadens the informal efforts made for many years by many park superintendents and forest supervisors to coordinate management programs, including visitor facilities and services. Such cooperative programs are authorized by section 2 of the act of August 25, 1916, establishing the National Park Service.

ADMINISTRATIVE POLICIES

Master Plan

A Master Plan will be prepared for each area to cover specifically all Resource Management, Resource Use, and Physical Development programs. An approved Master Plan is required before any development program may be executed in an area.

Master Plan Teams

All Master Plan Teams should be composed of members having different professional backgrounds, such as ecology, landscape architecture, architecture, natural history, park planning, resource management, engineering, archeology, and history. Where available funds and program needs permit, the study teams for the national parks should include outstanding conservationists, scientists, and others who possess special knowledge of individual parks. Also, the teams should consult with authorized concessioners during the Master Plan study.

Land Classification

A sound system of evaluation and classification for lands and waters in a park or monument is a prerequisite for master planning. This is necessary to provide proper recognition and protection of park resources and to plan for visitor enjoyment of the values of the area. The system serves, also, as a basis for recommending lands for "wilderness" classification in accordance with the Wilderness Act and provides a basis for making many other Master Plan judgments.

The land classification system to be used is similar to that proposed by the Outdoor Recreation Resources Review Commission and prescribed for application to Federal lands by the Bureau of Outdoor Recreation. Under this system, lands may be segregated into any one of six classes:

Class I—high density recreation areas; Class II—general outdoor recreation areas; Class III—natural environment areas; Class IV—outstanding natural areas; Class V—primitive areas, including, but not limited to, those recommended for designation under the Wilderness Act; and Class VI—historic and cultural areas. Consistent with the Congressionally stated purpose of national parks, a park contains lands falling into three or more of these classes.

Classes I and II identify the lands reserved for visitor accommodations *(both existing and proposed),* for administrative facilities, formal campgrounds, two-way roads, etc., of varying intensities. Class I and II lands occupy relatively little space in any of the national parks.

Class III identifies the "natural environment areas." As the name of the category implies, these are "natural environment" lands. These lands are important to the proper preservation, interpretation, and management of the irreplaceable resources of the National Park System. These irreplaceable resources are identified in Class IV, V, and VI categories of lands. It is the existence of unique features (Class IV), or primitive lands, including wilderness (Class V), or historical or cultural lands (Class VI) in combination with a suitable environment (Class III) and with sufficient lands "for the accommodation of visitors" (Classes I and II) that distinguish natural and historical areas of the National Park System from other public lands providing outdoor recreation.

In the natural areas (national parks and national monuments of scientific significance), Class III lands often provide the "transition" or "setting" or "environment" or "buffer" between intensively developed portions of the park or monument (Classes I and II) AND (a) the primitive or wilderness (Class V) areas; and (b) the unique natural features (Class IV) or areas of historic or cultural significance (Class VI) when these two categories exist outside of the Class V lands.

In the historical areas (the administrative policies for which are included in a separate booklet), the "environmental" lands (Class III) serve a similar role in providing the "setting" or "atmosphere" essential to preserving and presenting the national significance of historic properties included in the National Park System.

Often, Classes III and V lands both represent significant natural values. Generally, these values are different in type, quality, or degree. Accordingly, lands having natural values that do not meet Service criteria for primitive or wilderness designation may be classified as Class III even when they do not involve the environment of either Class IV, Class V, or Class VI lands. In natural areas, "natural environment" lands are sometimes referred to additionally as "wilderness threshold" when they abut or surround wilderness.

The "wilderness threshold" lands afford the newcomer an opportunity to explore the mood and the temper of the wild country before

venturing into the wilderness beyond. Here, in the wilderness threshold, is an unequalled opportunity for interpretation of the meaning of wilderness.

Class III lands also serve important research needs of the Service, as well as of many independent researchers and institutions of higher learning.

The only facilities planned in these "natural environment" lands are the minimum required for public enjoyment, health, safety, preservation, and protection of the features, such as one-way motor nature trails, small visitor overlooks, informal picnic sites, short nature walks, and wilderness-type uses. Such limited facilities must be in complete harmony with the natural environment.

Class IV lands are those which contain unique natural features. These lands usually represent the most fragile and most precious values of a natural area. Class IV identifies the terrain and objects of scenic splendor, natural wonder, or scientific importance that are the heart of the park. These are the lands which must have the highest order of protection so that they will remain "unimpaired for the enjoyment of future generations." Nothing in the way of human use should be permitted on Class IV lands that intrude upon or may in any way damage or alter the scene. The sites and features are irreplaceable. They may range in size from large areas within the Grand Canyon to small sites such as Old Faithful Geyser or a sequoia grove.

Class V are the primitive lands that have remained pristine and undisturbed as a part of our natural inheritance. They include in some instances, moreover, lands which, through National Park Service management, have been restored by the healing processes of nature to a primeval state. There are no mining, domestic stock grazing, water impoundments, or other intrusions of man to mar their character and detract from the solitude and quiet of the natural scene. The protection and maintenance of natural conditions and a wilderness atmosphere are paramount management objectives. The only facilities allowed in these lands are of the type mentioned in the *Wilderness Use and Management Policy* statement.

Class VI are the lands, including historic structures, of historical or cultural significance, such as the agricultural community of Cades Cove in Great Smoky Mountains National Park.

Wilderness Hearings

One of the finest new public land planning procedures introduced by the Wilderness Act is the opportunity for the public to express its views on the preliminary wilderness proposals prior to these proposals being firmly established for recommendations to the Congress. These hearings are held in the State in which the wilderness is proposed.

Notice of such public hearings is published in the *Federal Register* and newspapers having general circulation in the area of the park at least 60* days prior to the hearings. During this 60*-day period, the Master Plan documents are available for public review at the park, in the appropriate Regional Office, and in the Washington Office. Moreover, public information packets explaining national park wilderness proposals are available at the same time for distribution to all those requesting them.

The Wilderness Act requires that the public hearing be held on the wilderness proposals only. However, it is the practice of the National Park Service to make available the general development plan for the park or monument at the time the preliminary wilderness proposal is released. The Service welcomes public comments and views on these plans. Moreover, once the Congress has defined the wilderness areas within the national parks and monuments, it shall be the practice of the National Park Service to give public notice of 60 days on any proposal to change the classification of any Class I, Class II, or Class III lands within the park or monument. In this way, the Service shall afford the public a continuing opportunity to participate in the planning and management of its national parks and monuments.

* Now 30 days. On August 10, 1972, the Department of the Interior published a notice in the *Federal Register* reducing the minimum period for public notice of wilderness hearings from 60 days to 30 days, bringing the administrative procedures for wilderness hearings in line with all the departmental procedures for public hearings and publication of notices in the *Federal Register.* In all instances, when practicable, the National Park Service intends to give more than the minimum 30-day notice. In addition to this advance notice of wilderness public hearings, the hearing record will remain open for 30 days after the hearing date to receive written comments from interested persons or public officials.

WILDERNESS USE AND MANAGEMENT POLICY

FOR NATURAL AREAS OF THE NATIONAL PARK SYSTEM (REVISED 1970)

Portions of this policy may be superseded by Department of the Interior "Guidelines for Wilderness Proposals," dated June 24, 1972. (See Appendix C.)

DISCUSSION

From the time that Yellowstone National Park was established in 1872, wilderness preservation has undergirded the management of our National Park System. Thus, the national park movement has been a focal point and fountainhead for an evolving wilderness philosophy within our country for almost a century.

It is a fundamental tenet of national park policy, moreover, that where other uses have impaired wilderness values, the national parks and monuments are managed to restore the wilderness character of these areas by the removal of adverse uses.

For example, about 70 years ago, the famous wilderness of Sequoia National Park was perilously close to permanent destruction. So thoroughly had sheep done their work that the once–lush alpine meadows and grasslands were dusty flats. Eroded gullies were everywhere. Much of the climax vegetation was gone, and the High Sierra was virtually impassable to stock parties due to scarcity of feed. In 1893, the Acting Superintendent of Sequoia National Park recommended that cavalry be replaced by infantry: no natural forage was available for horses!

Today, under National Park Service management, Sequoia National Park contains wilderness comparable to any other national park. And in spite of increasing public use, these areas are in a less damaged condition now than they were more than 70 years ago.

To become a unit of the National Wilderness Preservation System, each national park or monument wilderness must be so designated by the Congress. For this to be done, eachproposed wilderness unit must be clearly identified so that its boundaries may be legally described in the legislation. Thus, the Wilderness Act requires that the Service, hereafter, clearly identify and appropriately describe the boundaries of those lands that are to be recommended to the Congress for wilderness designation, rather than following past Service practice of referring to all undeveloped lands in a park as "wilderness" or "backcountry." Importantly, however, the Wilderness Act of 1964 does not establish any new standard or criteria for national park wilderness use and management to replace the old and time-tested concepts enunciated by the Congress for the natural areas of the National Park System and implanted by the Service. For example, the Wilderness Act specifically provides that:

> "Nothing in this Act shall modify the statutory authority under which units of the National Park System are created."

The Wilderness Act of 1964 recognizes, moreover, that all lands which may be included in the National Wilderness Preservation System are not to be managed alike. For example, the Wilderness Act provides for certain multiple uses in wilderness areas of the national forests designated by the act, such as existing grazing; mineral prospecting until 1984, and mining (with authority to construct transmission lines, waterlines, telephone lines, and to utilize timber for such activities);

and water conservation and power projects as authorized by the President.

No such lowering of park values is contemplated by the Wilderness Act for national park wilderness, since that act provides, in part, that:

> "... the designation of any area of any park ... as a wilderness area pursuant to this Act shall in no manner lower the standards evolved for the use and preservation of such park ... in accordance with the Act of August 25, 1916, [and] the statutory authority under which the area was created. ..."

Moreover, the status of those national parklands not included by the Congress in the National Wilderness Preservation System remains unique, pursuant to previously existing National Park Service legislation, for the Wilderness Act does not contemplate the lowering of park values of these remaining parklands not designated legislatively as "wilderness," nor does the management of such lands compete with any other resource use.

Of course, when Congress designates wilderness areas within the national parks and monuments for inclusion in the National Wilderness Preservation System, it may prescribe such standards and criteria for their use and management as it deems advisable.

MANAGEMENT FACILITIES, PRACTICES, AND USES

Only those structures, administrative practices, and uses necessary for management and preservation of the wilderness qualities of an area will be permitted. These may include, but need not be limited to, patrol cabins and limited facilities associated with saddle- and pack-stock control.

FIRE CONTROL

Wildfire will be controlled as necessary to prevent unacceptable loss of wilderness values, loss of life, damage to property, and the spread of wildfire to lands outside the wilderness. Use of fire lookout towers, fire roads, tool caches, aircraft, motorboats, and motorized firefighting equipment will be permitted for such control.

RESCUE AND OTHER EMERGENCY OPERATIONS

In emergency situations involving the health and safety of persons and to meet recognized management needs, use of aircraft, motorboats, and other motorized or mechanical equipment will be permitted.

REGULATION OF EXCESS WILDLIFE POPULATION

Population control through natural predation will be encouraged. Trapping and transplanting of excess animals will be practiced by park personnel as necessary. If these methods prove insufficient, direct reduction by park personnel will be instituted.

NON-NATIVE PLANTS AND ANIMALS

Non-native species of plants and animals will be eliminated where it is possible to do so by approved methods which will preserve wilderness qualities.

RESEARCH

The Service, recognizing the scientific value of wilderness areas as natural outdoor laboratories, will encourage those kinds of research and data-gathering which require such areas for their accomplishment. The Service may establish reasonable limitations to control the size of the area which may be used for varying types of research projects within national park wilderness; projects exceeding these limitations will be subject to approval by the Director.

FISHING

Fishing is an appropriate use and will be permitted under applicable rules and regulations.

VISITOR-USE STRUCTURES AND FACILITIES

Primitive trails for foot and horse travel are acceptable. Narrow trails, as well as footbridges and horsebridges, which blend into the landscape

will be allowed in wilderness areas, where they are essential to visitor safety. Stock-holding corrals or discreetly placed drift fences will be permissible if needed to protect wilderness values. No improvements will be permitted that are primarily for the comfort and convenience of visitors, such as developed campgrounds and picnic facilities. However, trailside shelters may be permitted where they are needed for the protection of wilderness values.

BOATING

Boating, except with motorboats and airboats, is an acceptable use of park wilderness.

COMMERCIAL SERVICES

Saddle- and pack-stock and guided boat trips in water areas are acceptable uses, but the number, nature, and extent of these services will be carefully controlled through regulations and permits so as to protect the wilderness values.

MINING AND PROSPECTING

Mining and prospecting will not be permitted in national park wilderness. Where these activities are expressly authorized by statute, the area in question will be recommended for wilderness only with provisos that such activities be discontinued and the authorization be revoked. Actively operated claims, based on valid existing rights, will be excluded from the proposed wilderness. It will be the policy to phase out existing active mining claims and acquire the lands involved. When this is accomplished, such lands will be proposed for designation as wilderness if they otherwise meet the criteria for such areas.

INHOLDINGS

Unless acquisition by the United States is assured, inholdings will bbe excluded from the area classified as wilderness. It will be the policy to acquire such inholdings as rapidly as possible, and as they are acquired, the lands will be proposed for designation as wilderness if they otherwise meet the criteria for such areas.

WATER DEVELOPMENT PROJECTS

Water development projects, whether for improvement of navigation, flood control, irrigation, power, or other multiple purposes are not acceptable in wilderness areas. Where these activities are authorized by statute, the area in question will be recommended for wilderness only with the proviso that such authorization be discontinued.

GRAZING

Grazing is not an acceptable use in national park wilderness. Except where grazing is conducted under permits which may be expected to expire at a fixed or determinable date in advance of legislative action on a wilderness proposal, lands utilized for this purpose will not be proposed for wilderness designation. It will be the policy to phase out such operations as rapidly as possible, and as this is done, the lands will be proposed for designation as wilderness if they otherwise meet the criteria for such areas.

TIMBER HARVESTING

Timber harvesting will not be permitted in national park wilderness.

HUNTING

Public hunting will not be permitted in national park wilderness.

MOTORIZED EQUIPMENT

The use of aircraft for airdrops or for other purposes, and the use of motorized trail vehicles, generators, and similar devices will not be permitted in national park wilderness, except as otherwise provided herein to meet the needs of management.

ROADS AND UTILITIES

Public-use roads and utility line rights-of-way will not be permitted in national park wilderness.

DEPARTMENTAL GUIDELINES FOR WILDERNESS PROPOSALS

United States Department of the Interior

Office of the Secretary
Washington, D.C. 20240

June 24, 1972

Memorandum

To: Director, Bureau of Sport Fisheries and Wildlife

Director, National Park Service

From: Assistant Secretary for Fish and Wildlife and Parks

Subject: Guidelines for Wilderness Proposals — Reference Secretarial Order No. 2920

In the course of developing wilderness proposals we should strive to give the areas under study wilderness designation but not at the expense of losing the essential management prerogatives that are necessary to fulfill the purposes for which the areas were originally intended. Although each area under study must be considered separately, with special attention given to its unique characters, the following criteria should be adhered to when determining the suitability of an area for wilderness designation.

Management

An area should not be excluded from wilderness designation solely because established or proposed management practices require the use of tools, equipment or structures, if these practices are necessary for the health and safety of wilderness travelers, or the protection of the wilderness area. The manager should use the *minimum* tool, equipment or structure necessary to successfully, safely and economically accomplish the objective. When establishing the minimum tool

and equipment necessary for a management need within wilderness areas economic factors should be considered the least important of the three criteria. The chosen tool or equipment should be the one that least degrades wilderness values temporarily or permanently.

For the purpose of this paragraph, accepted tools, equipment, structures and practices may include but are not limited to: fire towers, patrol cabins, pit toilets, temporary roads, spraying equipment, hand tools, fire-fighting equipment caches, fencing and controlled burning. In special or emergency cases involving the health and safety of wilderness users or the protection of wilderness values aircraft, motorboats and motorized vehicles may be used. Enclaves, buffer zones, etc., should not be established if the desired management practices are permitted under these guidelines.

Visitor Use Structures and Facilities

An area that contains man-made facilities for visitor use can be designated as wilderness if these facilities are the minimum necessary for the health and safety of the wilderness traveler or the protection of wilderness resources. An example of a wilderness campsite that could be included is one having a pit toilet and fire rings made of natural materials and tent sites. A hand-operated water pump may be allowed. This kind of campsite would not be considered a permanent installation and could be removed or relocated as management needs dictate. Facilities that exceed the "minimum necessary" criteria will be removed and the area restored to its natural state. (See section on Exceptions.)

Areas containing campsites that require, for the protection of the
 adjacent wilderness values, facilities more elaborate than those allowed in a wilderness campsite should be excluded from wilderness designation.

Prior Rights and Privileges and Limited Commercial Services

Lands need not be excluded from wilderness designation solely because of prior rights or privileges such as grazing and stock driveways or certain limited commercial services that are proper for realizing the recreational or other wilderness purposes of the areas.

Road and Utilities – Structures and Installations

Areas that otherwise qualify for wilderness will not be excluded because they contain unimproved roads, created by vehicles repeatedly

traveling over the same course, structures, installations or utility lines, which can and would be removed upon designation as wilderness.

Research

Areas that otherwise qualify need not be excluded from wilderness designation because the area is being used as a site for research unless that use necessitates permanent structures or facilities in addition to those needed for management purposes.

Future Development

Those areas which presently qualify for wilderness designation but will be needed at some future date for specific purposes consistent with the purpose for which the National Park or National Wildlife Refuge was originally created, and fully described in an approved conceptual plan, should not be proposed for wilderness designation if they are not consistent with the above guidelines.

Exceptions

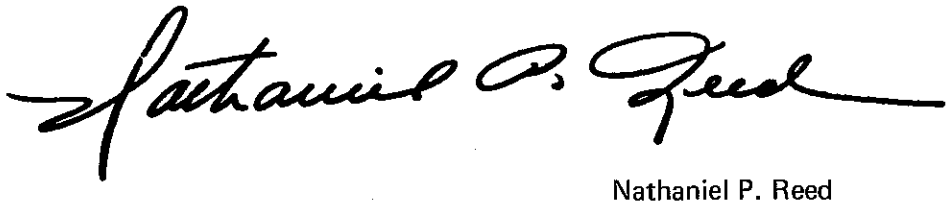
Certain areas being studied may contain structures such as small boat docks, water guzzlers and primitive shelters that ought to be retained but may not qualify as minimum structures necessary for the health and safety of wilderness users or the protection of the wilderness values of the area. When an area under study for wilderness designation would otherwise qualify as wilderness a specific provision may be included in the proposed legislation for this area, giving the wilderness manager the option of retaining and maintaining these structures. Necessary management practices such as controlled burning shall also be mentioned specifically in the proposed legislation.

Areas being considered for wilderness designation will not be excluded solely because they contain hydrologic devices that are necessary for the monitoring of water resources outside of the wilderness area. When these devices, either mechanical or electronic, are found to be necessary, a specific provision allowing their use will be included in the legislation proposing the wilderness area being considered. For the installation, servicing and monitoring of these devices the minimum tools and equipment necessary to safely and successfully accomplish the job will be used.

Areas being studied for wilderness designation will not be excluded solely because they contain lakes created by water development projects if these lakes are maintained at a relatively stable level and the shoreline has a natural appearance. Where this occurs and there is no other reason for excluding the area, a specific provision describing the water development project and its operation will be included in the proposed legislation along with the recommendation for including it in the wilderness area. Other minimal development of water resources may be suggested for inclusion in wilderness if specific reference is made to them in the proposed legislation. These provisions will allow present maintenance practices to continue.

Areas that contain underground utilities such as gas pipelines and transmission lines will not be excluded from wilderness designation solely for this reason. Where this occurs the areas may be included by making specific mention of them in the proposed legislation indicating that this use would continue and previously established maintenance practices would be allowed to continue.

When non-qualifying lands are surrounded by or adjacent to an area proposed for wilderness designation and such lands will within a determinable time qualify and be available Federal land, a special provision should be included in the legislative proposal giving the Secretary of the Interior the authority to designate such lands as wilderness at such time he determines it qualifies.



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