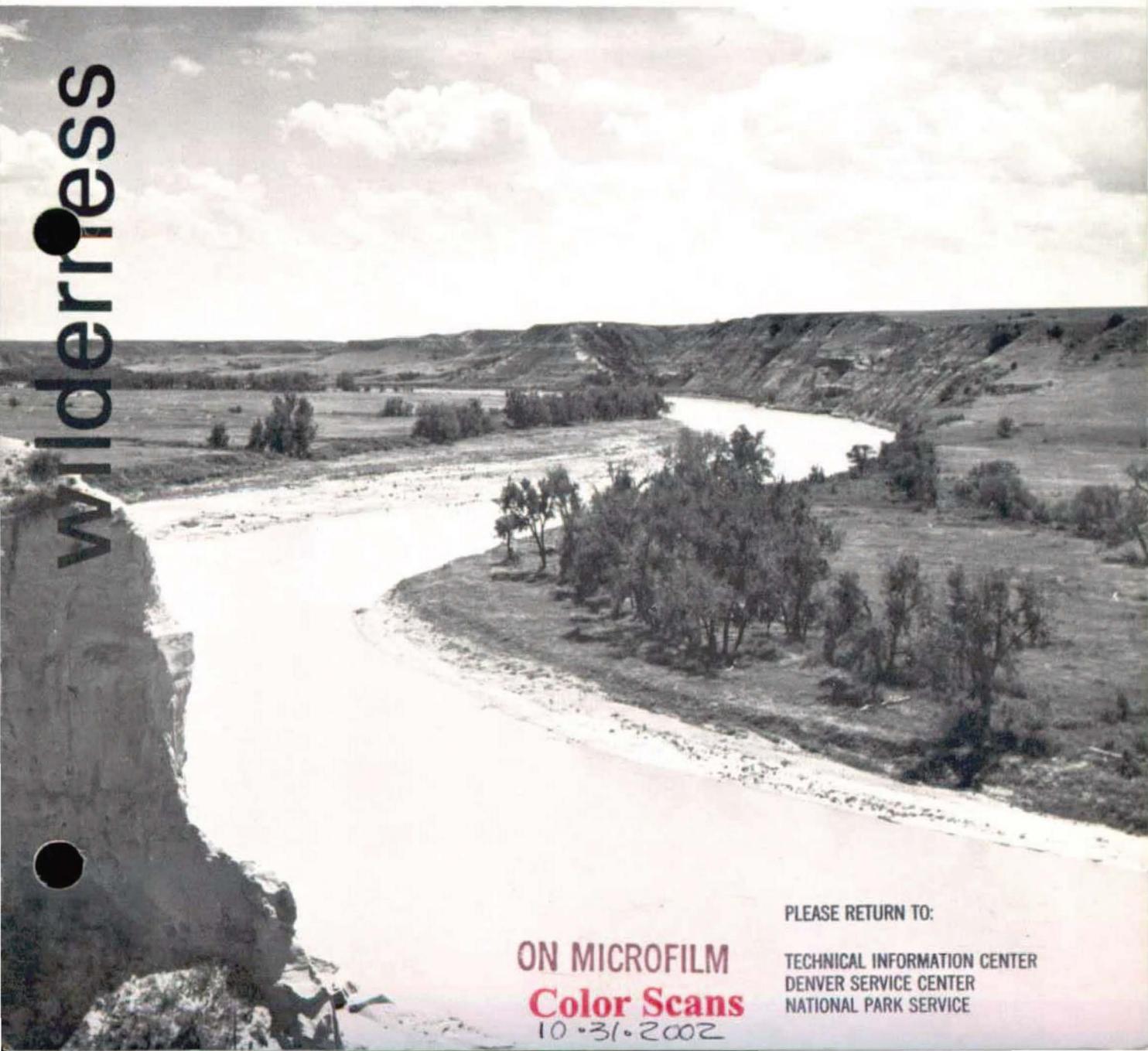


proposal

D-87

theodore roosevelt national memorial park

wilderness

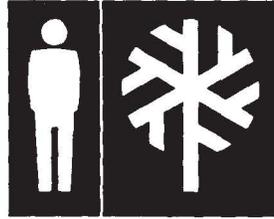


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NATIONAL PARK SERVICE

Preliminary – Subject to Change September 1970



FINDINGS

1

MOST OF THE BADLANDS AND REMOTE PRAIRIES IN THE NORTH UNIT OF THEODORE ROOSEVELT NATIONAL MEMORIAL PARK HAVE BEEN FOUND SUITABLE FOR PRESERVATION AS WILDERNESS, AND ARE PROPOSED FOR INCLUSION IN THE NATIONAL WILDERNESS PRESERVATION SYSTEM. LANDS IN THE SOUTH UNIT OF THE PARK WERE FOUND NOT SUITABLE FOR WILDERNESS BECAUSE OF EXTENSIVE EXISTING DEVELOPMENTS, INTENSIVE VISITOR USE, AND EXISTING PRIVATE MINERAL RIGHTS.

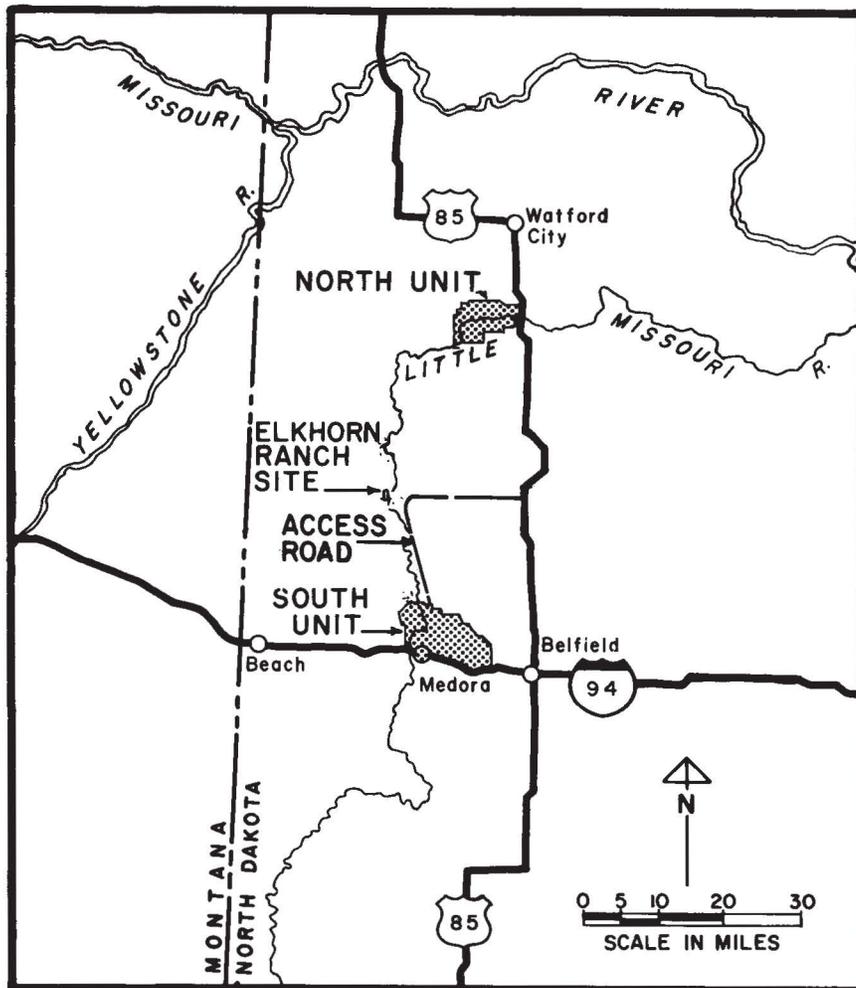
THE PARK AND ITS ENVIRONS

Theodore Roosevelt National Memorial Park was established to commemorate the enduring contributions of Theodore Roosevelt to the conservation of our Nation's resources, and to portray his part in developing the northern open-range cattle industry, a historic phase in which he was an enthusiastic participant. While in the badlands, he witnessed the passing of one of the last frontiers of the West.

The scene of Roosevelt's western adventure is the Little Missouri Badlands, an area of colorful and varied topography, consisting of numerous tablelands, buttes, and hills which range in elevation from 1952 to 2855 feet. A sizeable portion of the badlands was set aside on April 25, 1947, by Public Law 38, an act of Congress. The memorial park originally contained only a portion of what is known as the "South Unit." Additional acts enlarged and amended the boundaries to its present size of 70,436 acres, of which 69,528.31 acres are federally owned.

The park is divided into three units which lie along the Little Missouri River: the South Unit near Medora; the North Unit near Watford City; and the small Elkhorn Ranch Unit midway between the two larger units. Roosevelt established his own ranch at the Elkhorn. At present, none of the original ranch buildings remain, but the site has been preserved as a separate unit of the park.

LOCATION MAP



The primary resource of the park is Theodore Roosevelt's association with the badlands, and the open-range cattle frontier of the 1880's. The dominant natural resource is the badlands topography of the Little Missouri River valley, where millions of years of wind and water have eroded the land into an infinite variety of sharp buttes, tablelands, steep-walled canyons, and gulches. The rough topography and variety of soils encourage several different plant communities: grasslands cover most of the park; dense stands of cottonwoods line the course of the Little Missouri; junipers are common on the northern slopes; and semiarid plants such as yucca and cactus grow primarily on the southern slopes. Shrubs like sagebrush, sumac, chokecherry, and American plum are as prolific today as they were in Roosevelt's time.

Huge numbers of wild animals once roamed through this area: bison, deer, elk, bear, antelope, mountain sheep, and a great variety of fur-bearing animals inhabited the region. Hunting, the establishment of the open range cattle business, and the coming of white settlers caused some of these animals—such as the wapiti, wolf, and grizzly and black bears—to disappear; others, like the bison, pronghorn antelope, and bighorn sheep have been reintroduced. A number of smaller mammals, such as the coyote, beaver, badger, bobcat, red fox, raccoon, porcupine, mink, weasel, and muskrat are still found in abundance. The most frequently seen native mammals of the park are black-tailed prairie dogs, who reside in many "towns" along park roads. Longhorn cattle have been established in the North Unit near the Old Long X cattle trail route of the 1880's. Wild horses roam in areas east of the Little Missouri in the South Unit. The park is rich in birdlife, and such endangered species as the ferruginous hawk, bald eagle, golden eagle, and prairie falcon may be seen there.

The ecological combinations described provide a resource typical of the region before the coming of the Europeans, and one which also may have had important associations with early Indian occupations.

About 600,000 people visit the park each year. About 70 percent of these are out-of-state visitors, most of them traveling to or from the Black Hills of South Dakota or the larger national parks in the Rocky Mountain area.

Theodore Roosevelt National Memorial Park is accessible by two major east-west routes, Interstate 94 and U. S. Highway 2; and by one major north-south route, U. S. Highway 85. Interstate 94 runs along the southern edge of the South Unit and affords overlooks for motorists at Painted Canyon. Overnight camping is available along the Little Missouri River in both the South and North Units. Campers usually arrive in the late afternoon and depart in the early morning. The park is mainly seen from the car, and is primarily an overnight stop for east-west and north-south travelers, rather than a destination area that receives extensive use. Projections indicate that about a million visitors will be coming to the park each year by 1978.

The park units lie in the heart of the North Dakota Badlands section of the Great Plains physiographic province. Moderate rolling prairies typical of the Great Plains extend eastward from the rim of the badlands. The area to the west is characterized by large river valleys through which the Yellowstone and Missouri Rivers flow.

This region is sparsely settled and located a great distance from the large metropolitan centers of Minneapolis, St. Paul, and Denver, which are about 600 miles away. Regional population centers are Bismarck-Mandan (38,195 - 130 miles), Dickinson (9,971 - 36 miles), and Belfield (1,064 - 17 miles) from the South Unit; and Minot (30,604 - 154 miles), Williston (11,866 - 63 miles), and Watford City (1,865 - 17 miles) from the North Unit. The farm population in North Dakota and eastern Montana is declining, due to movement to urban areas. The population of North Dakota was 632,446 in 1960, while that of Montana was 674,767. The recent population trend in this region is a slight overall decline from 1960 levels.

Within a 100-mile radius of the park are 154 recreation areas administered by Federal, State, and local agencies. Important recreation areas within the area of influence include: Garrison Reservoir, the Des Lacs, Lostwood, Lake Zahl, and Smoke Creek National Wildlife Refuges, and the Writing Rock Historic Park in North Dakota; the Makashika and Medicine Rock State Parks, and the Medicine Lake and Lamesteer National Wildlife Refuges in Montana; the Grand River National Grasslands in South Dakota, and the Custer National Forest in Montana and South Dakota. The Lewis and Clark Trail follows the Missouri River through the area.

A small water impoundment, the Patterson Dam Reservoir, located 35 miles east of the South Unit, provides beach and swimming facilities, including limited fishing, boating, and camping facilities. Kampgrounds of America (KOA) offers year-round camping facilities at Dickinson and Williston.

The North Dakota Comprehensive Outdoor Recreation Plan indicates that in Planning Region I, which includes the Theodore Roosevelt National Memorial Park, facilities and areas are generally adequate for horseback trails, playing outdoor games and sports, scenic roads, seating for outdoor sports and cultural events, and natural swimming areas to meet needs until 1980. However, the plan also indicates that for these activities there may be local unmet needs, and there may also be requirements for additional opportunities for tourists, such as for fishing, boating and water skiing, camping, hunting, bicycle trails, picnicking, swimming pools, hiking and walking trails, ice skating, sledding, tobogganing, and snow skiing.

The Little Missouri River National Grassland which surrounds the park is managed by the U. S. Forest Service on a multiple-use basis, with grazing comprising the primary use. Hunting is a foremost recreational use, with limited picnic and camping facilities available.

Forest Service plans have been developed for construction of a modern campground in the National Grasslands seven miles west of Medora.

There are rich historical resources in this large region, associated with the early fur trading, Indian, U. S. Army, and early cattle industry periods. Such historic sites are widely scattered. Fort Union Trading Post National Historic Site, located 70 miles northwest of the North Unit, is the nearest unit of the National Park System.

The nearest units of the National Wilderness Preservation System are 500 miles distant, in western Montana and Wyoming.

Land adjacent to the park is about equally divided between private and public ownership, with most of the public lands lying within Little Missouri River National Grasslands. The primary land use throughout the badlands is grazing, while grain-farming predominates in the upland plains.

Oil production and lignite coal mining are becoming important industries in North Dakota, with some oil drilling and well activity occurring adjacent to the South Unit.

Interstate 94 carries thousands of vehicles and persons each day in the summer along the immediate edge of the South Unit, and thereby exerts a strong influence on the park.

ROADLESS STUDY AREAS

The original character of the high plains and Little Missouri Badlands has been largely altered through grazing and agricultural activities which began in the region during the 1880's. Prior to 1940, sections of the park were utilized for grazing and ranch sites, particularly the Little Missouri River bottom and the plateau tops. Several areas were cultivated, and ranch roads were pushed extensively throughout the area. The grasslands were heavily overgrazed, and by the 1930's, much of the depleted plateau and river bottom grasslands contributed to the duststorms of the late 1930's.

In 1936, portions of the badlands which were later to become park lands were included in a Roosevelt Recreation Demonstration Area, and the slow process of returning the disturbed land to its natural condition was begun. Native bison and bighorn sheep were reintroduced, and other wildlife populations were brought up to high levels. Since then, much of the original appearance of the landscape within the South and North Units has been restored.

In the South Unit, many of the ranch roads and CCC roads were converted to scenic drives to enable the motoring public to see wildlife, scenery, and the landscape with which Theodore Roosevelt was associated.

There are less roads and development in the North Unit, which receives considerably less travel than the South.

There is only minor use of the Theodore Roosevelt backcountry by park visitors. Within the South Unit is an extensive network of paved park roads, which makes all areas readily accessible by foot or horse, within a few hours, and thereby eliminates opportunities for significant overnight trips. There is little water in the plateau areas for hikers, which also limits back-country use. Horse-trail riding is the major back-country use: several horse parties pass through sections of the South Unit each year, and there are indications this type of use is increasing. In the North Unit, a dozen trips a year are made by local horse groups, some of which consist of up to 300 trail riders.

Wildlife Management Program

An active wildlife management program being carried on in both units comprises an essential part of the park resource management program, whose objective is to reestablish fauna and flora native to the region during Roosevelt's association with the badlands. The remote areas of the park provide ideal wildlife sanctuaries.

Feral horses, a part of the scene during Roosevelt's era, roam the South Unit. A small herd of longhorn cattle has been established in the North Unit.

There are ground-level, spring-fed wildlife watering sites (with 300-500 gallon concrete containers called "dish tanks") located throughout the park, serving as water sources for wildlife. Many of these spring sources went dry during the heavy over-grazing period between 1880-1940; now, through management protection, they are recovering to a more normal badlands water-table condition. Another important function of these wildlife watering sites is to disperse utilization of the native forage by the bison herd.

Management Roads

Motor vehicles are used on the old wagon route, truck trails, and the marked management roads for fence maintenance, wildlife management, fire control, and boundary patrol. The circulation plan in the Theodore Roosevelt National Memorial Park master plan provides information concerning the proposed disposition of these management roads. Some of the truck trails in both units will be obliterated, and fence maintenance will be accomplished over ranch roads outside the park. Other truck trails are to be retained for resource management activities. The master plan proposes using several sections of old trails in the South Unit as wagon routes, to provide visitors with a real frontier experience.

Stock Driveway Route

Congressional Statute 62 Stat. 382, which added the North Unit to the park in 1948, reserved for "the stockmen of the surrounding area a perpetual right-of-way through the park for the trailing of livestock, to and from the railroad, along and adjacent to the Little Missouri River, being the same trail or route which has been used by the stockmen for the purpose since the beginning of the livestock industry in the area." This stock driveway is located in the bottom lands along the Little Missouri River in both units. Stockmen in the vicinity of the North Unit have seldom driven stock along the river since this right was established. The route in the South Unit has been used by stockmen in recent years to reach the trailhead at Medora.

Navigable Waters

The Little Missouri River is a navigable stream whose ownership of the water and the submerged land to low watermark rests with the State of North Dakota. The Little Missouri River was considered navigable at the time of statehood and is legally considered navigable, an opinion confirmed by the U.S. Corps of Engineers, Omaha Office, and the solicitor's office in 1969.

North Unit

A roadless area of about 15,300 acres comprises most of the area south of the main park road, including an 11-mile stretch of the Little Missouri River.

This section of the park is a large, compact area of primeval character, isolated from development and the day-to-day activities of the rest of the park. Northern plains grasslands are abundant here.

There are the remains of an eagle-catching pit left by early Indians within the area. The historic Long X Cattle Drive Trail of the 1880's, associated with the historic Long X Ranch, 2½ miles north of the North Unit, crosses the eastern portion of the roadless area.

A second roadless area of about 5550 acres was studied in the Squaw Creek drainage. This area has natural resources quite similar to those described in the larger area to the south: except for approximately 800 acres of upland prairie, it is generally quite rough, with typical badlands relief. Though smaller and less remote than the southern area, it does possess a sense of primitiveness of sufficient quality to merit its consideration for wilderness area designation.

South Unit

There are four roadless areas in the South Unit, totaling 39,600 acres.

A roadless area of 8650 acres (No. 1) lies on the east side of the Little Missouri River, within the Scenic Loop Road in the central portion of the South Unit, which is known as the Paddock area. Here, the terrain is a shallow basin lying below plateau ridges. The Scenic Loop Road has been constructed on these ridges to traverse the area, and also to provide overlook points for views into the Paddock area and outward to other scenery in the South Unit.

The native grasses and other vegetation here support a sizeable number of bison, antelope, deer, prairie dogs, and other small mammals. Bison herds move in and out of this area, predominantly in late summer and early fall, and can readily be seen by visitors along the Loop Road and in the Peaceful Valley area.

This roadless area of about 18,350 acres (No. 2) in the southeast section of the South Unit is irregularly shaped. It is a broken badlands basin surrounded by the rims of plateau escarpments overlooking the basin. Buck Hill, with an elevation of 2855 feet, and comprising the highest feature of the park, borders on the west.

The Scenic Loop Road borders the area on the north. Along this road are several overlooks, the most prominent of which is the Buck Hill Overlook.

Interstate 94 along the south edge of this area serves as one of the main east-west travel routes across the United States, and receives very heavy traffic. Painted Canyon Overlook, which adjoins the Interstate, provides a rest stop, which receives very heavy visitor use, picnic facilities, and an outstanding view into the colorful badlands to the north.

Mineral reservations which permit access, exploration, and production development exist on parcels of land within the area. Power transmission and telephone lines cross portions of the roadless area along the southern edge, adjacent to Interstate 94.

A farm-to-market country road extends along the eastern boundary where there are substantial ranching operations. Along the eastern boundary, there is very heavy hunting pressure for deer and antelope during the fall hunting season, and frequent management patrol is necessary.

West of the Little Missouri River is an area of about 7400 acres (No. 3) which is, in general, isolated from the development and day-to-day activities of the rest of the South Unit. The area contains outcroppings of numerous petrified stumps concentrated in the northwest portion, a feature of considerable geological interest.

Outstanding examples of the northern plains grasslands are abundant on the Big and Petrified Forest Plateaus. The native wildlife and plant communities here comprise an environment and ecological system representative of the original North Dakota Badlands.

10

A 7.2 KV overhead transmission line cuts across the south portion of the roadless area; this is a main east-west line to the town of Medora and the park development at Cottonwood and Peaceful Valley.

A 2½- by 4½-mile roadless area of 5200 acres (No. 4), which includes about 5 miles of the Little Missouri River, lies in the north central portion of the South Unit. It contains a portion of the Big Plateau; but its main feature is the Little Missouri River and adjoining bottomlands, along which stockmen drive cattle from ranches north of the park to the railhead in Medora.

CONCLUSIONS

North Unit

The roadless areas in the North Unit of the park are isolated from the development and day-to-day visitor activities of the rest of the park. They are relatively compact areas with primeval character of sufficiently high quality to merit their consideration for wilderness area designation. Three wilderness units, totaling 15,550 acres, are proposed.

South Unit

Because of its potential for the highest percent of total park visitation, the South Unit is the most developed area in the park. Major developments are located along the river at Medora, Cottonwood, and Peaceful Valley, where topography, water, and access best suit these places for visitor developments. There are major overlooks along the main East-West Highway, Interstate 94. Minor developed areas, mainly overlooks and nature trails, are placed at points along the Scenic Loop Road System.

The park master plan calls for retention and some expansion of the developed areas in the South Unit. It calls for retention of the Scenic Loop Road, and the conversion of several management roads to horse-drawn coach drive routes for public use. The South Unit is thus to be devoted to a more highly concentrated visitor use, with substantially more development than that of the North Unit.

Other factors to be considered are the mineral reservation parcels and access route in the western section which cannot be included in wilderness; the stock driveway route along the river; and the power transmission line cutting across the southern portion. All these uses render the lands in the South Unit unsuitable for designation as wilderness; therefore, none is proposed for such designation.

PRELIMINARY WILDERNESS PROPOSALS

Proposals No. 1 and 2: It is proposed that units of 5050 and 6900 acres along the Little Missouri River in the North Unit be recommended for wilderness area designation, as shown on the enclosed map.

This proposal will preserve the largest section of primitive badlands and plateau grasslands country in the park. The scenic integrity of the Little Missouri River will thus be maintained, affording horse trail riders and hikers primitive solitude.

A portion of the south bank in Section 31 across from Squaw Creek Campground is excluded to allow for future river bank stabilization.

The 11-mile stretch of the Little Missouri River, and a 1/8-mile strip on both sides is excluded from the proposed wilderness because the submerged lands are in State ownership; because this route is used in winter by snowmobiles and pickup trucks; and because a stock driveway right exists along the river.

The management zones are essential for wildlife management activities, fence maintenance, fire control, and to remove the threshold of the wilderness from the external grazing effects along the entire boundary.

Proposal No. 3: As shown on the enclosed map, a 3600-acre wilderness is proposed. This area will complement the larger wilderness areas to the south, and preserve for wilderness recreation opportunities a significant portion of the primitive area of the North Unit.

Wilderness boundaries are defined by topographic features, except where the wilderness lines are parallel to the park boundary.

Sufficient lands are excluded to allow for future development needs along the main road, in the vicinity of the Squaw Creek Campground, and in the North Entrance area.

WILDERNESS BOUNDARY DESCRIPTION

Preliminary Wilderness Proposal No. 1: Starting at a point 1/8 mile from the junction of the west park boundary and the ranch access road in Section 5, T147N, R100W, the wilderness line follows along the rim of the basin north of the Little Missouri River for about 10 miles to within 1/8 mile of the north bank of the Little Missouri River in Section 31, T148N, R99W.

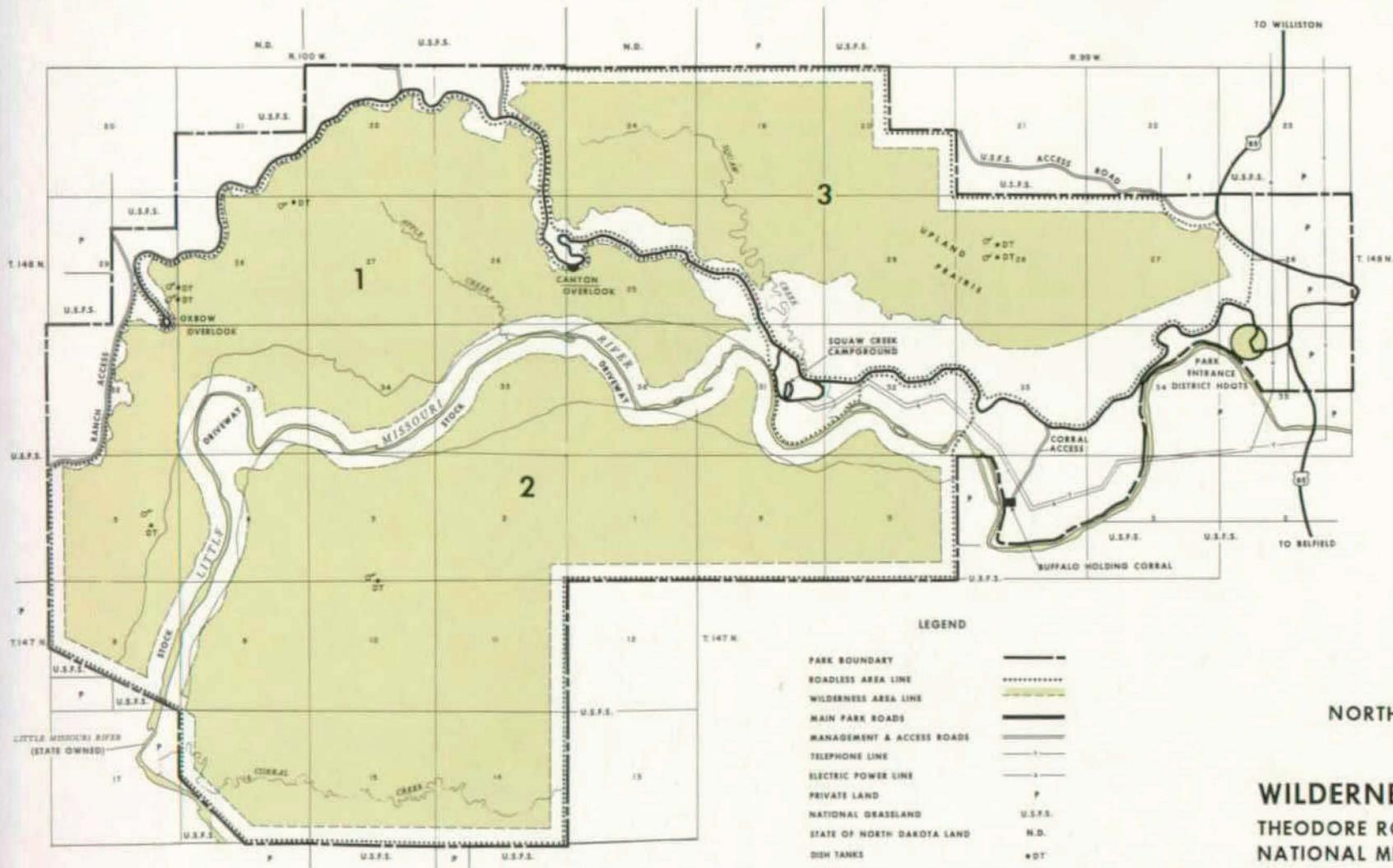
It then follows generally 1/8 mile distant from and along the north bank for about 6 miles to a point 1/8 mile from the park boundary. It then continues west and north 1/8 mile from and parallel to the boundary to the point of beginning.

Preliminary Wilderness Proposal No. 2: The proposed wilderness boundary begins 1/8 mile south of the south bank of the river at a point near where the river flows out of the park in Section 5, T147N, R99W. It proceeds along the south boundary westward for about 8½ miles, maintaining a 1/8-mile management zone between the park boundary and the wilderness line, to a point 1/8 mile from the south bank of the Little Missouri River.

It then follows generally 1/8 mile distant from and along the south bank for about 8 miles to the point of beginning.

Preliminary Wilderness Proposal No. 3: Beginning in the northwest corner of the area at the edge of the plateau, 1/8 mile inside the park boundary in Section 23, T148N, R100W, the proposed wilderness line runs east about 5 miles to the edge of a plateau escarpment about half a mile from State Highway 85.

The proposed wilderness line then runs south and east for about 8 miles, along a line that connects a series of high points, then along the edge of the Upland Prairie plateau rim, and across the Squaw Creek, along creek drainages and the canyon rims above Cedar Canyon to the point of beginning.



GROSS PARK ACREAGE 70,426.00
 FEDERAL LANDS 49,328.31
 PRIVATE LANDS 907.69

LEGEND

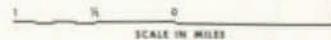
PARK BOUNDARY	—————
ROADLESS AREA LINE	—————
WILDERNESS AREA LINE	—————
MAIN PARK ROADS	—————
MANAGEMENT & ACCESS ROADS	—————
TELEPHONE LINE	—————
ELECTRIC POWER LINE	—————
PRIVATE LAND	P
NATIONAL GRASSLAND	U.S.F.S.
STATE OF NORTH DAKOTA LAND	N.D.
DISH TANKS	*DT
SPRINGS	○

AREAS	ROADLESS	WILDERNESS
1		2,020
2	12,300	4,900
3	5,550	3,400
TOTAL	23,850 ACRES	15,550 ACRES

NORTH UNIT

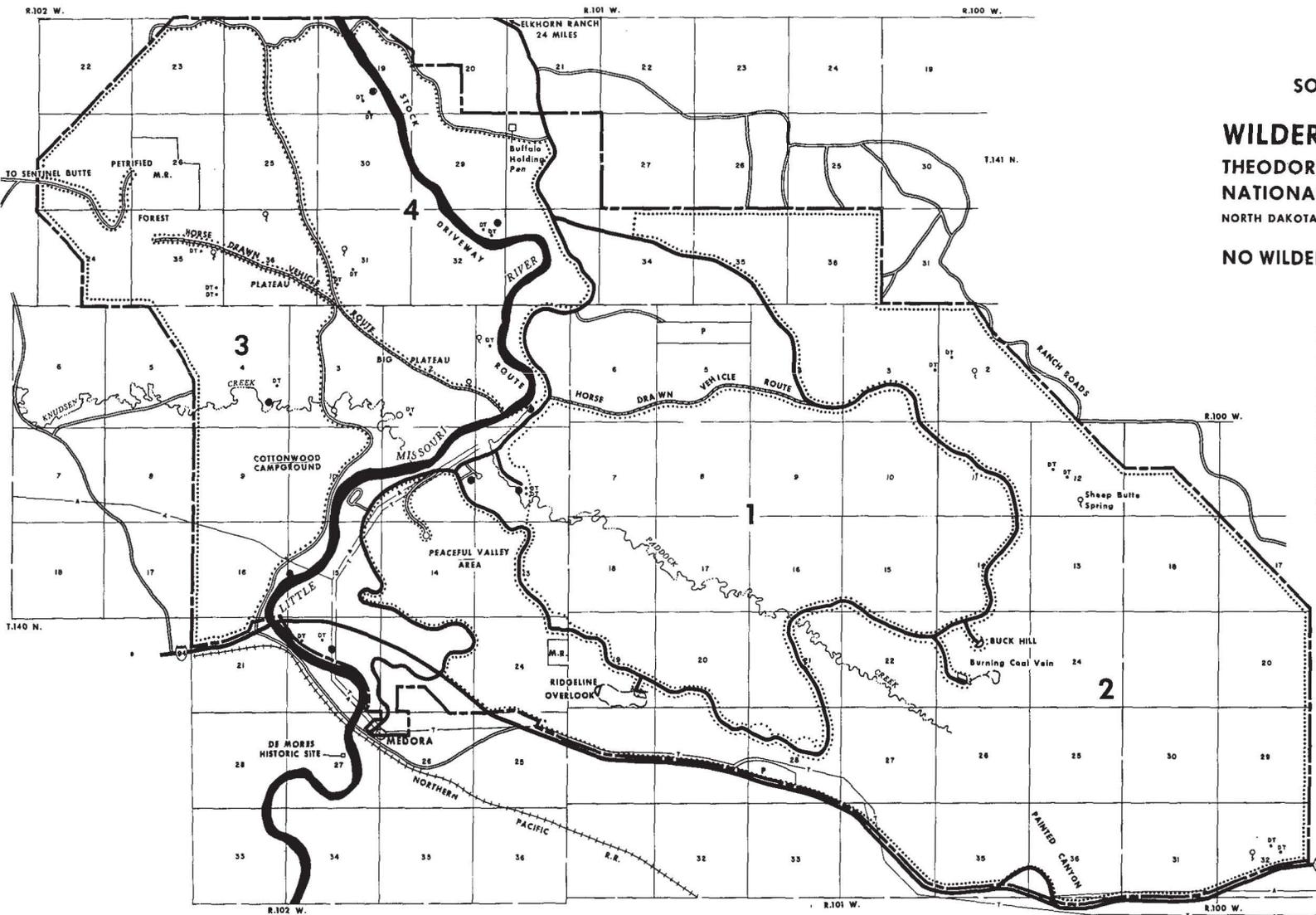
WILDERNESS STUDY
THEODORE ROOSEVELT
NATIONAL MEMORIAL PARK
NORTH DAKOTA

PRELIMINARY SUBJECT TO CHANGE



SHEET 1 OF 2

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SOUTH UNIT
WILDERNESS STUDY
THEODORE ROOSEVELT
NATIONAL MEMORIAL PARK
 NORTH DAKOTA
NO WILDERNESS PROPOSED

LEGEND

PARK BOUNDARY	—
ROADLESS AREA LINE
MAIN PARK ROADS	—
MANAGEMENT & ACCESS ROADS	—
BUCKBOARD ROUTE	—
TELEPHONE LINE	—
ELECTRIC POWER LINE	—
DISH TANK	DT
SPRING	Q
WELL	•
OIL/GAS & MINERAL RESERVATION	M.R.
PRIVATE LAND	P
NATIONAL GRASSLAND	USFS

AREAS	ROADLESS	WILDERNESS
1	8,650	NONE
2	18,350	NONE
3	7,400	NONE
4	5,200	NONE
TOTAL	39,600 A' RES	

GROSS PARK ACREAGE	70,434.00
FEDERAL LANDS	69,528.31
PRIVATE LANDS	907.69

PRELIMINARY SUBJECT TO CHANGE



ON MICROFILM

MASTER PLAN POLICY FOR HISTORICAL AREAS

DISCUSSION

The National Park Service prepares and maintains a Master Plan for the management, development, and use of each historical area. Graphics, inventories, and narrative statements describe and portray the area's resources and specify the objectives of management.

A historical base map and/or archeological base map is a necessary part of the Master Plan for a historical area. Moreover, it is a valuable document in the management of the area. The historical or archeological base map rests on comprehensive research and is thoroughly documented.

Like all parks, historical areas are closely related to their surroundings. For this reason, planning for a historical area must consider the related environment, large or small. Particularly, it takes cognizance of related Federal, State, and local governmental parks and development plans, facilities provided by private enterprise for the transportation and accommodation of visitors, and historic preservation and educational activities of private institutions. The Master Plan analyzes the environment in which the historical area is located and the many factors that may influence its management.

When a historical area adjoins or is close to other resources of a similar nature, a joint effort to analyze the total resource base and visitor needs is desirable. This may lead to cooperative plans that insure complementary and mutually compatible development, management, and interpretation of the areas. Such cooperative planning is exemplified at Independence National Historical Park in Philadelphia and at the Home of Franklin D. Roosevelt National Historic Site in Hyde Park, New York.

Adequate research data is essential to sound planning. Planning teams must have studies accurately identifying and locating historic sites and features, assessing their comparative significance, and summarizing the history of the events and persons that give the area national significance. Without such data, proper boundaries cannot be proposed, and proper development cannot be planned. Moreover, a multi-disciplinary approach is necessary to insure the identification, preservation, interpretation, and highest visitor use of all the area's important resources by means of a plan that is economically, aesthetically, and administratively sound.

A sound Master Plan carries out the mandates of Congress and the administrative policies of the Service by providing criteria, controls, and guidance for management, use, and development. This is done in terms of a unified planning concept for each area, consistent with and complementary to other programs of historical use, visitor accommodations, and resource planning in the surrounding district or region. It covers all programs of resource management, resource use, and physical development. It classifies land and water areas for various kinds and intensities of use.

Master Plans are revised from time to time to reflect changing conditions and utilize the results of resource studies.

ADMINISTRATIVE POLICIES

Master Plan

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

Master Plan Teams

Master Plans should be prepared by teams composed of members having professional backgrounds and experience appropriate to the problems of the historical area under study: history, archeology, historic architecture, landscape architecture, museology, interpretation, engineering, park management, park planing, etc.

Where circumstances and funds permit, study teams should also include as members, or consult with, qualified professionals or other knowledgeable persons conversant with the particular historical area and its environment.

Land Classification

Master planning requires careful classification of the lands in a historical area. This is necessary to insure that the development of public-use facilities is compatible with the preservation of the historic resources and in accord with the legislative intent of Congress.

The land classification used is similar to that proposed by the Outdoor Recreation Resources Review Commission and prescribed by the Bureau of Outdoor Recreation for application to Federal lands, as follows:

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; and Class VI—historical and cultural areas.

Class I and Class II identify the land reserved for visitor accommodations, administrative facilities, formal campgrounds, two-way roads, etc. (both existing and proposed), of varying intensities. They are shown on the Land Classification Plan which indicates their relationship to developments located within the historical or cultural zone.

Class III identifies the "natural environment areas" which includes those lands that provide a setting, environment, or atmosphere for the historic features of the area. These lands are important to the proper preservation, interpretation, and management of the nationally significant historic resources within the areas of the National Park System. They also serve to accommodate appropriate visitor uses, of less intensity than those on Class I and Class II lands, by means that preserve the integrity of the historic resources. Limited facilities may be provided on these lands, such as one-way motor roads, foot and horse trails, small overlooks, informal picnic sites, etc. Such limited facilities must be in complete harmony with the historic values of the area.

Class IV includes lands that encompass outstanding or unique natural features or wonders such as the coral reefs at Fort Jefferson and Sand Cave at Cumberland Gap. 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.

Class V lands are the primitive lands that have remained pristine and undisturbed as a part of our national inheritance. They include in some instances, moreover, lands which, through National Park Service management, have been restored by the healing process of nature to a state resembling a primeval condition. Where they exist in sufficient size, they may qualify for study and recommendation to the Congress for designation as wilderness. Facilities in Class V lands should be trails, limited primitive campsites, shelters, and sanitary facilities.

Class VI lands are those on which are located the historic resources (structures, sites, or objects) that warranted the establishment of the historical area as a unit of the National Park System. Historic resources worthy of identification and preservation may also be found in natural and recreational areas of the National Park System. Physical developments are limited to those essential to preservation, restoration, if necessary, of the historical values that convey the significance of the area to the public, and such access and on-site development to accommodate appropriate use consistent with preservation. Developments shall not detract from or adversely affect historical or cultural values. Activities are generally limited to sightseeing and study of the historic or cultural features.

Acquisition Zones

After the lands for a historical area have been classified for purpose, intensity of development, and capacity of human use, they are zoned for the degree of ownership required to achieve these purposes within legislative authorizations and these administrative policies. Where the area is of sufficient size to permit private uses to be continued compatible with the purpose of the area, three zones may be prescribed, as follows:

The first zone (*Zone 1—Public-use and Development*) includes, as a *minimum*, those lands needed for administrative facilities and Government or concessioner development of public-use facilities of high and moderate intensities (Class I and II lands). This zone also includes the lands of historical or cultural significance (Class VI). This zone may also include any unique natural features (Class IV), and the primitive lands (Class V), within the immediate vicinity of the historic resources that have an association with the historical or cultural resources of the area. Zone 1 also includes those Class III lands adjacent to and essential for the preservation of Class IV, V, and VI lands. The ultimate objective in this zone, usually, is to acquire full fee title to all lands. It may be, however, that in some instances, less than fee title will suffice as determined by management. For example, in this zone may be a historic home owned by an organization and open to the public. Even though fee title may not be acquired in such a property, it nevertheless should be included in Zone 1 since it does serve the public and contributes to the public use and enjoyment of the area. Similarly, an individual may own and operate a public facility, such as a restaurant, motel, or campground which it is desirable to continue in operation to serve the public. This, too, should be included in Zone 1 for the same reason, unless it exists as a part of a village or community that more properly should be included in Zone 3. A similar situation may occur in connection with an organized group camp.

It is the purpose of Zone 2 (*Preservation-conservation*) to include those lands necessary for the preservation-conservation of the environment of the area. As a rule, these lands fall in Class III. *Minimally*, this zone includes (1) all additional lands considered essential to "buffer" or insure the full protection of all those lands included in Zone 1 (*Public-use and Development*); and (2) those lands needed to accommodate uses of less intensity than those included in Zone 1. Occasionally, this zone may include lands of historical or cultural significance (Class VI). For example, there may be a historic home, or group of homes, which contributes to the national significance of the area but which is privately owned and

occupied and may, consistent with the purpose of the area, remain so. On rare occasions, this zone may contain natural features (Class IV) and primitive lands (Class V). For example, there may be research areas owned and managed by institutions of higher learning or scientific organizations which, consistent with the purpose of the area, may continue in this manner. The Service will seek such title or interest in lands within this zone as is required to achieve the foregoing objectives. In most instances, full fee title should be acquired. Often, such acquisitions may provide for life tenancy or continued occupancy for specified periods. In some instances, access easements, scenic easements, or development restrictions may suffice to accomplish the management objective. Occasionally, appropriate zoning by local authority will achieve management's objectives.

Zone 3 (Private-use and Development) may or may not exist in all historical areas. Its use depends on the overall size of the area and the ownership criteria, if any, specified by the Congress in authorizing the area. The lands in Zone 3, normally, have a significant impact—visually or otherwise—on the quality and integrity of the environment of the area. Lands included in this zone, usually, involve subdivisions, villages, and similar developments. In some instances, such developments may provide important supplemental accommodations and recreational pursuits for visitors to the historical area. In these respects, therefore, the lands in this zone are similar to those in Zone 2. The most obvious distinction between the two, however, is that lands in Zone 3 serve primarily a local or community purpose and their contributions to the public use of the historical area are secondary. The reverse situation is true of the lands in Zone 2. Generally, no public-use facilities or developments requiring Government ownership of the land are planned for Zone 3. Thus, except in unusual situations—involving, perhaps, accessways—acquisition in this zone of the full fee title, generally, is not necessary. In fact, acquisition of any portion of the estate may be unnecessary where local zoning is adequate and continuous to insure developments and uses complementary to and compatible with the historical area. For example, if a tract is zoned for single-family residences or low-lying commercial structures and these are compatible with the environment of the historical area, no acquisition may be needed. On the other hand, acquisition of a scenic or development easement may be necessary—in the absence of zoning—to prevent development, as for example, high-rise structures that may impair the environment of the area.

The three zones, as noted above, cannot be applied precisely and rigidly to each and every acre within an area. They are approximations at best. Their use as planning and management tools is designed to achieve the public purpose of historical areas while minimizing costs and reducing as much as possible personal hardships and inconveniences occasioned by land acquisition. In these circumstances, it is to be expected, quite naturally, that there will be examples found of land classifications falling into zones other than in the manner prescribed above. These exceptions should be explained in the Master Plan.

In summary, however, it is to be expected that proportionately *more* of the lands in Zone 1 need to be acquired in fee and that the acquisition of some lesser interests, such as scenic or access easements or development restrictions, will occur *less frequently* than in Zones 2 and 3. In Zone 2, it is to be expected that fee acquisition, proportionately, will be *less* than in Zone 1 and acquisition of interests less than fee will be proportionately *higher* than in Zone 1 (except where lands are already in public ownership as in the case of State or public domain lands). Zoning control may also suffice in some limited cases in Zone 2. It is to be expected that zoning control will be proportionately *higher* in Zone 3 than in Zone 2 and that the acquisition of fee title less than fee interests in land in Zone 3 will be proportionately *lower* than in Zone 2.

WILDERNESS USE AND MANAGEMENT POLICY

ADMINISTRATIVE POLICIES FOR HISTORICAL AREAS OF THE NATIONAL PARK SYSTEM

The Wilderness Act of 1964 (P.L. 88-577) requires that a study be made of all roadless areas of 5000 acres or more within the National Park System to determine which of these lands are suitable for inclusion by the Congress in the National Wilderness Preservation System. The Wilderness Act itself does not include any parklands in the National Wilderness Preservation System; separate legislation by the Congress is required to accomplish this purpose. But it is pertinent to note that in the Wilderness Act the Congress expressed the following policy:

“In order to assure that an increasing population, accompanied by expanding settlement and growing mechanization, does not occupy and modify all areas within the United States and its possessions, leaving no lands designated for preservation and protection in their natural condition, it is hereby declared to be the policy of the Congress to secure for the American people of present and future generations benefits of an enduring resource of wilderness. For this purpose there is hereby established a National Wilderness Preservation System to be composed of federally owned areas designated by Congress as ‘wilderness areas,’ and these shall be administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness, and so as to provide the protection of these areas, the preservation of their wilderness character, and for the gathering and dissemination of information regarding their use and enjoyment as wilderness”

In making the Wilderness Act applicable to the National Park System, however, the Congress clearly did not intend to change the

basic purpose of such areas. For example, Section 4 of the Wilderness Act provides that:

"The purposes of this Act are hereby declared to be . . . supplemental to the purposes for which . . . units of the national park system are established and administered [Emphasis supplied] . . ."

The Wilderness Act requires that the Service 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. 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 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 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 wilderness lands designated by the Congress in historical areas, 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 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 on those remaining parklands not designated legislatively as "wilderness," nor does the management of such lands compete with any other resource use.

The congressional policies by which the historical areas are managed are found in the Antiquities Act of 1906; the National Park Service Act of 1916; the Historic Sites Act of 1935; the National Historic Preservation Act of 1966; and the acts establishing the individual historical areas of the System. Policies stated by the Congress in these laws control any situation in which the Congress has acted. It is the purpose of these administrative policies to implement the policies and mandates of Congress, and to prescribe guidelines for the day-to-day management of the historical areas of the National Park System.

Of course, when Congress designates wilderness units within the historical areas 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 principles for the historical areas of the System are set forth by Secretary Udall in his memorandum of July 10, 1964 excerpted as follows:

"Resource Management: Management shall be directed toward maintaining and, where necessary, restoring the historical integrity of structures, sites, and objects significant to the commemoration or illustration of the historical story."

"Resource Use: Visitor uses shall be those which seek fulfillment in authentic presentations of historic structures, objects, and sites, and the memorialization of historic individuals or events. Visitor use of significant natural resources should be encouraged when such use can be accommodated without detriment to historical values."

"Physical Developments: Physical developments shall be those necessary for achieving the management and use objectives."

WILDERNESS MANAGEMENT AND USE

Management Facilities, Practices, and Uses

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

Visitor-Use Structures and Facilities

Primitive trails for foot and horse travel are acceptable. Narrow trails which blend into the landscape will be allowed in wilderness, with footbridges and horsebridges where they are essential to visitor safety. Stock-holding corrals or discreetly placed drift fences will be permissible if needed in the interest of protection of 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.

Roads and Utilities

Public-use roads and utility line rights-of-way are not permitted.

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.

Motorized Equipment

The use of aircraft for airdrops or otherwise, 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.

Water Development Projects

Such projects, whether for improvement of navigation, flood control, irrigation, power, or other multiple purposes, are not acceptable in wilderness. 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.

Boating

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

Grazing

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 the wilderness proposal, lands utilized for that purpose will not be proposed for wilderness designation.

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.

Insect and Disease Control

Control operations of native insects and diseases will be limited to: (1) outbreaks threatening to eliminate the host from the ecosystem, or posing a direct threat to resources outside the area; (2) preservation of scenic values; (3) preservation of rare or scientifically valuable specimens or communities; and (4) preservation of historic scenes. Where non-native insects or diseases have become established or threaten invasion of a historical area, an appropriate management plan will be developed to control or eradicate them, when feasible.

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, or other motorized or mechanical equipment will be permitted.

Inholdings

Unless acquisition by the United States is assured, inholdings will be 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.

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 areas which may be used for varying types of research projects within national park wilderness, and projects exceeding those limitations will be subject to approval by the Director.

Fishing

Sport fishing is encouraged in historical areas when consistent with the restoration and perpetuation of aquatic environments and aquatic life native in the area during the historical period commemorated there. Commercial fishing is permitted only when specifically authorized by law.

Where fishing is permitted, it shall be carried out in accordance with applicable State laws and regulations, unless exclusive jurisdiction, as that term is defined in the Secretary's policy statement of June 17, 1968, has been ceded within the area. A State license or permit shall be required for such fishing unless otherwise provided by law.

Public Hunting

Public hunting shall not be permitted in historical areas.

Regulation of Wildlife Populations

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

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