wilderness recommendation

CRATER LAKE
NATIONAL PARK • OREGON
WILDERNESS RECOMMENDATION

Crater Lake
National Park
Oregon
September 1972
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RECOMMENDATION

IT IS RECOMMENDED THAT WILDERNESS OF 115,900 ACRES WITHIN CRATER LAKE NATIONAL PARK, OREGON, AS SHOWN IN EXHIBIT A, BE DESIGNATED BY AN ACT OF CONGRESS.

THIS RECOMMENDATION IS BASED UPON CAREFUL STUDY OF ROADLESS AREAS, THE VIEWS PRESENTED AT THE PUBLIC HEARINGS, AND THE WRITTEN RESPONSES CONCERNING THE PRELIMINARY WILDERNESS PROPOSAL DESCRIBED IN THE APPENDED HEARING OFFICER'S REPORT.
A NATIONAL WILDERNESS PRESERVATION SYSTEM

Public Law 88-577, of September 3, 1964, establishing a National Wilderness Preservation System, provides, in part, as follows:

POLICY

"It is . . . the policy of the Congress to secure for the American people of present and future generations the benefits of an enduring resource of wilderness."

AREAS FOR STUDY

"Within ten years after the effective date of this Act the Secretary of the Interior shall review every roadless area of five thousand contiguous acres or more in the national parks, monuments and other units of the national park system . . ., under his jurisdiction of the effective date of this Act and shall report to the President his recommendation as to the suitability or nonsuitability of each such area . . . for preservation as wilderness."

SYSTEM

". . . there is hereby established a National Wilderness Preservation System to be composed of federally owned areas designated by Congress as 'wilderness areas'. . . ."
DEFINITION

"A wilderness, ... is ... an area where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain. An area of wilderness is further defined to mean ... an area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which: (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least 5,000 acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value."

MANAGEMENT

"The inclusion of an area in the National Wilderness Preservation System notwithstanding, the area shall continue to be managed by the Department and agency having jurisdiction thereover immediately before its inclusion in the National Wilderness Preservation System unless otherwise provided by Act of Congress."

USE

"Nothing in this Act shall modify the statutory authority under which units of the national park system are created. Further, the designation of any area of any park, monument, or other unit of the national park system as a wilderness area pursuant to this Act shall in no manner lower the standards evolved for the use and preservation of such park, monument, or other unit of the national park system in accordance with the Act of August 25, 1916, the statutory authority under which the area was created, or any other Act of Congress which might pertain to or affect such area, including but not limited to, the Act of June 8, 1906, (34 Stat. 255; 16 U.S.C. 432 et seq.); section 3(2) of the Federal Power Act (16 U.S.C. 796 (2)); and the Act of August 21, 1935, (49 Stat. 666; 16 U.S.C. 461 et seq.)."
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.
SUMMARY OF THE PRELIMINARY WILDERNESS PROPOSAL

THE NATIONAL PARK

In May 1902, President Theodore Roosevelt signed the act that established Crater Lake National Park as "an area of two hundred and forty-nine square miles . . . dedicated and set apart forever as a public park or pleasure ground for the benefit of the people of the United States . . . ."

LOCATION

Crater Lake National Park is located in southwestern Oregon, at the southern end of the Cascade Range. The southern Cascades are a distinctive unit of a vast physiographic province of lofty, snowcapped, volcanic cones, which extends through Oregon to the Columbia River Gorge, lying 100 miles inland, parallel to the Pacific Coast, 300 miles from Lassen Peak in northern California.

Road access to the region is by Interstate 5, the historic north-south valley corridor; or by U.S. 97, the eastern high plateau route which parallels and skirts the mountains along the west and east. Interstate 80, the Columbia River corridor, cuts across the Cascades from the east and forms the region’s northern boundary. All-weather routes, State 62 and 230, lead directly to the park’s south and west boundaries. State 138 enters the park from the north; this road is closed in the winter. Limited foot and horseback access to the park is available by the Pacific Crest Trail, a part of the National Trail System, running north and south through the park. Within the park, a primary road system links up with State 62, providing a connection with a north-south road corridor which circles the lake and affords access to all park developments before joining State 138 at the north entrance.
SURROUNDINGS

Lying almost exclusively within seven large national forests, the Crater Lake region abounds in mountain lakes, alpine meadows, and tumbling streams, and includes magnificent Mount Hood, the Three Sisters, and Mount Jefferson, as well as unique Crater Lake itself.

The forested area around the park supports an important timber industry and offers outstanding recreational opportunities which include some of the finest hunting, fishing, and sightseeing in the Pacific Northwest. Fishing, swimming, and boating are permitted in Umpqua National Forest's Diamond Lake, 7 miles north of the park.

RESOURCES

Two major drainages are represented in the park: Rogue River in the west, and Klamath Basin in the east and south. Each system is traversed by one or more streams originating on the sides of the caldera; a number of these streams form deep, steep-walled pumice canyons.

Crater Lake is unique among American lakes. The beauty and wonder of the lake constitute one of the great scenic fascinations of our country. It is the deepest lake in the United States. Because of its remarkable purity, Crater Lake is being studied by an increasing number of scientists, and has been designated a national hydrologic bench mark. A jagged rim surrounds the lake, rises abruptly, and crests 500 to 2000 feet above the water. From this summit, the land slopes gradually downward in all directions.

Three forest types are dominant within the park: ponderosa pine at lower elevations, lodgepole pine at intermediate heights, and mountain hemlock fir on the upper reaches. Growing throughout the park are Douglas, noble, white, subalpine, and Shasta red fir; and Western white, whitebark, and sugar pine.

Several fragile ecological communities of importance exist: Crater Lake, Boundary Spring, and Sphagnum Bog. Crater Lake’s clarity allows light to penetrate 60 to 425 feet below the surface of the water, permitting growth of aquatic moss—a condition that exists nowhere else. Boundary Spring, lying immediately inside the northern park border, supports delicate moss and herb flora. Sphagnum Bog is fed by Crater Spring; its flora consists of mosses and herbs, including several species
not recorded elsewhere in the park, and five species of insectivorous plants. Human erosion easily endangers such frail natural balances, upsetting and possibly destroying such life-forms.

Mammals are rarely seen in conspicuous numbers. Those most commonly observed are deer, bear, and fox. A small herd of elk frequents the Union Peak/West Boundary area.

VISITOR-USE FACILITIES

Crater Lake National Park is principally a day-use area. Most visitors come between Memorial Day and Labor Day. In 1970, this period accounted for roughly 75 percent of the 535,000 total visitation.

Sightseeing is the primary visitor activity, and is increasing at a modest rate, projected at about 50,000 annually. Camping pressures are increasing rapidly, particularly in the self-contained vehicular class (campers and trailers).

The picnic areas, small and scattered along the rim, are well-used. Hiking is relatively light, being centered around the trails to Cleetwood Cove, The Watchman Lookout, Garfield Peak, with lesser use on Mount Scott, Union Peak, and Cascade Trails. Each summer three or four horseback parties ride the Cascade Trail. Fishing is common but light on the lake, and minimal on park streams. Boating is confined to concession-operated lake tours.

There has been a great increase in oversnow vehicle use, mostly between February and April.

DESCRIPTION OF THE PRELIMINARY WILDERNESS PROPOSAL

Five roadless areas within Crater Lake National Park totaling 151,100 acres were studied. Four of the areas lie one in each quadrant of the park, and all have a remarkable variety of natural features, including peaks, ridges, bluffs, pumice desert flats, canyons, streams, springs, forests, shrubs, and wildflowers, as well as many species of mammals, birds, and fishes. The forested crater slopes and river drainages have retained much of their original wilderness character ever since the park was established in 1902. The fifth roadless area encompasses Crater Lake proper.
CONCLUSIONS

As required by the Wilderness Act, public hearings were held on the preliminary Crater Lake wilderness proposal at Klamath Falls, Oregon, on January 21, 1971, and at Medford, Oregon, on January 23, 1971. Notice of the hearings appeared in the Federal Register on November 19, 1970, and in local Oregon newspapers on November 19, 1970. About 70 persons attended each hearing, and 43 oral statements were presented. A total of 854 letters were received.
Eight public agencies, five private organizations, and 234 individuals supported the preliminary wilderness proposal. Forty-five private organizations and 1222 individuals requested more wilderness. Eight agencies favoring wilderness offered no specific recommendations. Three private organizations and six individuals opposed any wilderness.

A "seasonal" wilderness concept was proposed by the Oregon Environmental Council whereby two wilderness boundaries would be established for the park. One boundary would be designated during the summer visitor-use season, and a different boundary would be established for "winter wilderness," closing the entire northern part of the park to all motorized vehicles during the winter months.

The alternative proposals are described in the appended Hearing Officer's Report and are indicated in Exhibit D.

After careful study of the oral and written statements and further consideration of management needs, the following revisions to the preliminary wilderness proposal are recommended.

**RECOMMENDED ADDITIONS**

It is recommended that 7300 acres — Area A on Exhibit B — be added to proposed Wilderness Unit 3. The Union Peak Motor Nature Road proposal has been deleted from the master plan, permitting this area to be added to the unit. The fire roads in the Union Peak area are to be closed to vehicular traffic, and portions of these roads will become the route of the Pacific Crest Trail.

The management zone shown in the preliminary wilderness proposal is to be added to the recommended wilderness. It is believed that actions needed for the health and safety of wilderness travelers, or for the protection of the wilderness area, utilizing the minimum tool, equipment or structure necessary, may take place within the wilderness. This addition, totaling approximately 4400 acres, is shown as Area B on Exhibit B.

A special provision is recommended for inclusion in the designating legislation to allow continued maintenance of a precipitation-gauge station that is presently maintained by the U.S. Geological Survey as part of a national hydrologic bench mark in Unit 1.
Section 3 of the act of May 22, 1902 (32 Stat. 202; 16 U.S.C. 123), contains the following proviso: “Provided, That said reservation shall be open, under such regulations as the Secretary of the Interior may prescribe, to all scientists, excursionists, and pleasure seekers and to the location of mining claims and the working of the same.”

The mining provision seems to have been nullified by the act of August 21, 1916 (39 Stat. 521; 16 U.S.C. 127), which authorized the Secretary to make regulations to preserve from injury or spoliation “mineral deposits other than those legally located prior to the passage of this Act.” However, it would seem desirable to remove any doubt by a specific repeal of the earlier provision.

OTHER AREAS RECONSIDERED

Suggestions were received that recommended the inclusion of most of a roadless area of 155,200 acres, as shown in Exhibit D, in the wilderness proposal.

There was a specific suggestion by those recommending an enlarged National Park Service wilderness proposal that Crater Lake be added to wilderness. This is not recommended because the motorboat tours on the lake and the necessary support facilities would be in conflict with the Wilderness Act. The motorboats and support developments are mainly for visitor use of the lake. Man’s imprint is quite noticeable because of the presence of these boats and the lakeshore development.

SUMMATION

With the addition of 11,700 acres to the preliminary wilderness proposal, the recommended wilderness consists of approximately 115,900 acres.

[Signature]

Director, National Park Service
APPENDIX: HEARING OFFICER'S REPORT

INTRODUCTION

Public hearings on the proposal to establish wilderness units within Crater Lake National Park were held at the Klamath Falls County Courthouse in Klamath Falls, Oregon, and the Federal Building in Medford, Oregon, on January 21 and 23, respectively.

The Klamath Falls hearing was opened at 9:00 a.m., January 21, 1971, by Hearing Officer John C. Preston, 6961 Oakmont Drive, Santa Rosa, California. Sixty persons were present, and 15 oral statements were presented. Reporter service for the hearings was provided by M. J. Montgomery, 11542 NE Fremont, Portland, Oregon.

After all statements were presented, the hearing was closed at 11:45 a.m., January 21.

The Medford hearing was opened at 9:00 a.m., January 23, 1971, by Hearing Officer John C. Preston. Ninety persons were present, and 28 oral statements were presented. Reporter service for the Medford hearing was also provided by M. J. Montgomery, Portland, Oregon.

After all statements were presented, the hearing was closed at 12:30 p.m., January 23, 1971.
THE PRELIMINARY WILDERNESS PROPOSAL

The Park and Its Environs
Crater Lake National Park is located within Klamath County, in the southern Cascade Mountains of south-central Oregon. It was established in 1902 as the Nation’s sixth national park. All 160,290.05 acres of land administered by the National Park Service are federally owned.

Crater Lake National Park is nationally significant because of its geological and biological features and processes. It attracts about 600,000 visitors annually. The lake itself is an incomparable example of deep, pure, and essentially stable caldera lake. Here, form, color, and composition combine to create a superlative treasure of natural art.

Surrounding the lake on volcanic slopes radiating from the caldera rim are extensive coniferous forests growing through a deep pumice mantle. The forests contain a mixture of Rocky Mountain vegetation and west coast trees whose principal communities are hemlock/pine and pine/fir associations. In winter, the beauty of the lake and forests is enhanced by the deep mantle of snow that drapes the landscape from October through May.

Crater Lake is a remarkable scenic attraction in a region of superlative scenery, wild coastline, and extensive forests. Within a hundred-mile radius of the park are over 3000 developed campsites and numerous resort accommodations. Oregon’s accelerated tourism is causing many new areas to be developed. Abundant and superb recreational resources attract numerous out-of-state visitors, particularly from the southern urban areas of the San Francisco Bay region and the Los Angeles/San Diego areas. Four national parks in the States of Oregon and Washington include large roadless areas which are presently under consideration for possible wilderness area designation. In addition, the two States contain 1,859,496 acres of national forest land designated as wilderness under the Wilderness Act.

Surrounding Crater Lake are several outstanding hunting, fishing, skiing, and scenic areas of the Pacific Northwest. The three national forests immediately surrounding the park are the 620,744-acre Rogue River; the 1,022,230-acre Umpqua; and the 966,868-acre Winema. There are three other national forests in the Oregon Cascades, and a total of thirteen in the State. Also in the vicinity of the park are four designated national wilderness areas. Thirty miles south of the park is the 23,071-acre Mountain Lakes Wilderness Area in the Winema National Forest, about 30 miles to the north is the 35,440-acre Diamond Peak Wilderness Area; the 18,709-acre Gearhart Mountain
Wilderness Area in Fremont National Forest lies 75 miles to the southeast; and the 76,900-acre Kalmiopsis Wilderness Area in the Siskiyou National Forest to the southwest. The Sky Lakes study zone, comprised of 78,300 acres in Rogue River and Winema National Forests, lies directly south of the park and joins the west half of its southern boundary. The northern portion of this study zone is to be retained as a limited area, and is to be considered for inclusion in the National Wilderness Preservation System. The Klamath Forest National Wildlife Refuge lies ten miles to the east; and the Upper Klamath Lake National Wildlife Refuge is located 15 miles south of the park on marshlands adjoining the Upper Klamath Lake.

Nearby areas of the National Park System are Lava Beds National Monument in northern California, 90 miles away; and Oregon Caves National Monument in the southwest corner of Oregon, a 137-mile drive from the west entrance of Crater Lake. The newly established Redwood National Park lies on the California coast 150 miles to the southwest. Three small Oregon State parks are located south, southeast, and west of the park.

The population within the immediate surroundings of the park is relatively small: a total of 1,850,000 residents live within a 300-mile radius, and this population is expected to grow to 2,500,000 by 1976. Major population centers nearest the park are located in the valleys between the Coast and Cascade Ranges 75 to 100 miles south, west, and north — mainly along Interstate 5, from Medford to Portland.

**Roadless Study Areas**

Five roadless areas within Crater Lake National Park totaling 151,100 acres were studied. Four of the areas lie one at each quadrant of the park, and all have a remarkable variety of natural features, including peaks, ridges, bluffs, pumice desert flats, canyons, streams, springs, forests, shrubs, and wildflowers, as well as many species of mammals, birds, and fishes. The forested crater slopes and river drainages have retained much of their original wilderness character ever since the park was established in 1902. The fifth roadless area encompasses Crater Lake proper.

The park is almost entirely surrounded by national forest lands managed by the Forest Service for multiple use, primarily timber production. Logging roads run close to the park boundary in many places. The forest on the east is of poor quality; it was clearcut in the past, but is now selectively cut. Along much of the west boundary, the
Area outside the park has been logged to within 100 yards of the park. Logging in the national forest to the north of the park has not been very active because of the forest type there. National forest land lying immediately southwest of the park has not been logged, and the Forest Service is administering this area in a primitive condition.

Area No. 1: This roadless area extends from the north entrance eastward to the northeast corner of the park, then southward past the eastern slopes of Mt. Scott to the Pinnacles area. Its western boundary extends from the Pinnacles area along the Pinnacles Road, the Rim Drive, and the North Entrance Road. The northeast roadless area varies in width from 1½ to 8 miles along its 15½-mile length, and contains approximately 38,300 acres.

Predominant visitor uses in this roadless area are hiking, fishing, and limited wilderness camping. The region is too dry for extensive back-country use. A 2½-mile trail to the summit of Mt. Scott is maintained for hikers.

Preliminary Wilderness Proposal No. 1: It is proposed that an area of about 31,500 acres in the northeast roadless area be recommended for wilderness area designation. The wilderness area proposal includes virtually all of the roadless area except for a narrow, 1/8-mile management zone between the park boundary and the proposed wilderness line, and varying widths between the Pinnacles, Rim, and North Entrance roads and the proposed wilderness line. Along the Pinnacles Road to the Rim Drive, the boundary of the wilderness line runs along the southwesterly rim of Wheeler Creek Canyon and Sand Creek Canyon. Along the Rim Drive and the North Entrance Road, the buffer extends to 1/2 mile, to allow for future road realignment.

Area No. 2: The southeast roadless area extends from the Pinnacles Road at the eastern boundary southward to the southeast corner of the park, and then along the south boundary westward to the “panhandle” of the park. Its western and northern boundaries are the South Entrance, Rim Drive, and the Pinnacles and Grayback Motor Nature Roads. The area is an irregularly shaped 5- by 9-mile section containing approximately 21,400 acres.

Annie Creek and its tributaries drain the western part of the area. Within its canyons are fragile biological communities and unusual geologic formations, including columnar-jointed scoria and pinnacles formed by differential erosion in “fossil fumarole” areas.
Bisecting this area is Sun Creek, a major stream that provides one of the principal fisheries of the park.

**Preliminary Wilderness Proposal No. 2:** An area of about 18,000 acres in the southeast section of the park is recommended for wilderness area designation.

The wilderness area proposal includes a substantial portion of the roadless area, except for a narrow, 1/8-mile management zone between the park boundary and the proposed wilderness line, and varying widths between the South Entrance, Rim Drive, and the Pinnacles and Grayback Motor Nature Roads and the wilderness line.

Along the South Entrance Road to the Rim Drive, the boundary of the wilderness runs along the western rim of Annie Creek Canyon and the Middle Fork of Annie Creek. Adequate space is left for development at Annie Creek and Mazama Campground.

A buffer of between 1/4 and 1/2 mile is allowed between the Rim Drive and Grayback Motor Nature Road and the wilderness line, to allow for future road realignment and slide area effects from these roads that could intrude on the wilderness if the line were placed too close to the roads. The line continues along Wheeler Creek back to the Pinnacles area, allowing sufficient space in the Lost Creek area to provide for the proposed expansion of the Lost Creek Campground.

The management zone of 1/8 mile retained between the wilderness line and the southeast corner boundary is considered the minimum essential for present and future management needs.

**Area No. 3:** The roadless area in the southwest section of the park consists of some 19,500 acres and extends from the South Entrance along the south and west boundary, the West and South Entrance Roads, and the Union Peak Motor Nature Road. Within the area is a plateau dominated by Matterhorn-like Union Peak, with deep Red Blanket Canyon as a feature of the southwest corner. Several cones and other volcanic features are also of geologic interest. Plant cover represents three life zones, and varies from the sparsity of a pumice desert to the lushness of a mature forest; and there are lower elevation plants found in the Red Blanket Creek drainage.

Union Peak, the dominant geological feature of this area, at an elevation of 7698 feet, is an outstanding remnant plug of one of the major Pliocene shield volcanoes in the region.
Whitehorse Pond contains salamander populations which have been subjected to intensive scientific study. A small but growing herd of elk regularly occupies the country surrounding Union Peak.

Preliminary Wilderness Proposal No. 3: An area of about 12,500 acres in the southwest roadless area is recommended for wilderness area designation.

The wilderness line south of the park’s West Entrance Road is held back 1/10 to 1/2 mile to permit road realignment. The switchbacks are hazardous in the winter, so adequate space for realignment to remove this hazard is allowed, as well as sufficient room to straighten out other sections. The Whitehorse Pond and Bluff area is included within the wilderness to preserve this area undisturbed for future research.

The 1/8-mile management zone along the west and south boundary is considered the minimum essential for present and future management needs.

The line south of the motor nature road runs along the western edge of a large pumice flat at the 6250-foot contour to the south boundary line. The pumice flat is excluded from the wilderness area because of its proximity to the South Entrance Road and powerline, and to retain sufficient area for the proposed south campground.

Area No. 4: The largest roadless area in Crater Lake is the northwest section of the park. It is an area containing some 50,900 acres, is from 4 to 7 miles wide and 13 miles long, and lies along the west slope of the Crater Lake caldera.

The Rogue River and several tributary streams originate in the series of springs within the western portion of the area.

Sphagnum Bog, near the western boundary, is the nucleus of a bog development unique to the area and rare throughout the entire region. Insectivorous plants of several species flourish here, and the entire community forms a distinct contrast to its surrounding area. Here, as in the park’s other roadless areas, there are forests of whitebark pine, mountain hemlock, and Western white, lodgepole, and ponderosa pines at the higher to lower elevations.

Boundary Springs on the north boundary forms the headwaters of the Rogue River. These waters spring forth most unexpectedly from the
otherwise-arid ground of the area, splash downward over the irregular terrain into a stream which leads north away from the park, producing an aquatic scene of great esthetic appeal.

**Preliminary Wilderness Proposal No. 4:** An area of about 42,200 acres is recommended for wilderness area designation. The wilderness line is 1/8 mile from and parallel to the park boundary on the west and north, to provide for minimum management zone.

The wilderness line across the pumice desert is about 1/2 mile from the North Entrance Road, to allow for future road realignment.

A similar 1/2-mile zone also is retained along Rim Drive between the North Junction and Rim Village to permit realignment if landslides require the drive to be moved. The line extends to Numson Ridge above the park headquarters and then runs along the watershed divide above Annie Spring to the Castle Creek drainage. It then extends along the south rim of Castle Creek Canyon west to the West Entrance. Sufficient land is retained between the canyon rim and the West Entrance Road, north of Whitehorse Bluff, to permit realignment of switchbacks.

**Area No. 5 (Crater Lake):** This roadless area encompasses Crater Lake proper, and the rim area between the lake and the encircling Rim Drive. The caldera and rim area averages 6 miles in diameter and has a roadless acreage of about 21,000 acres.

Since the 1920’s, a boat tour similar to the present operation has been available to the public. A trail from the rim enables visitors to reach the boat dock at Cleetwood Cove. One of the two boat tours circles the lake close to the caldera walls. A park naturalist interprets the geologic features of the interior walls and tells the story of Mount Mazama’s creation and collapse. The other tour provides visitor transportation from Cleetwood Cove to Wizard Island for those desiring to climb and explore the small island.

Visitor use of the launch tours has been growing, and now approaches 8000 persons during the three-month summer season.

There are two boat support development areas on the shores of the lake. At Cleetwood Cove there are a large boat dock, a ticket and snack facility, and two pit toilets. A fuel line extending from the rim down to Cleetwood Cove supplies fuel to the concessioner’s boats. At Wizard Island are a boat dock, three boat houses, and two pit toilets.
The motorboats and support development are mainly for visitor use of the lake. The motorboat type of use is certainly not primitive or unconfined, but rather is the opposite—a highly mechanized type of visitor use. The imprint of man's work is quite noticeable on the lake because of the presence of these boats and the lakeshore development.

It is not possible to reconcile the boat use and support facilities with wilderness. As a result, none of this roadless area is proposed for wilderness designation.

ANALYSIS OF THE RECORD OF PUBLIC HEARING AND WRITTEN RESPONSES

The Wilderness Society Recommendation
An alternate proposal was introduced by The Wilderness Society, and supported by several organizations and individuals who recommended an enlarged National Park Service wilderness proposal. They opposed the proposed Union Peak Motor Nature Road and the 1/8-mile management zones along the park boundary. They recommended that a 20,000-acre Caldera Wilderness, encompassing Crater Lake, the islands, and the undeveloped rimlands, be included in the wilderness designation. The Wilderness Society supports this recommendation by applying Sec. 4(d)(1) of the Wilderness Act, which provided that, within wilderness areas designated by this act, the use of aircraft or motorboats, where these uses have already become established, may be permitted to continue, subject to such restrictions as the Secretary of Agriculture deems desirable.

Additionally, The Wilderness Society proposed five areas outside the national park boundary as Forest Service wilderness buffers, recognizing that such formal recommendations by the National Park Service could not be considered.

The map submitted with the proposal is included in the official record.

Other Recommendations
Major organizations that generally supported or had similar positions to that of The Wilderness Society include: Izaak Walton League of America, Friends of Three Sisters Wilderness, National Parks and Conservation Association, Oregon Wildlife Federation, and the Sierra Club.
The National Park Service proposal was supported by the Oregon State Game Commission and seven other public agencies.

The U.S. Geological Survey and the Oregon State Engineer recommended deleting the hydrologic data station northeast of the Cleetwood Park area within proposed Wilderness Unit 1.

### SUMMARY OF RESPONSES RECEIVED

<table>
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<th>Recommendation</th>
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<th>Private Organizations</th>
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### DISPOSITION OF HEARING RECORD AND WRITTEN RESPONSES

The official record, including letters received by the Hearing Officer, the park, the Pacific Northwest Regional Office, and the Washington Office of the National Park Service, has been assembled and is available for review in the Washington Office.

[Signature]

John L. Preston

Hearing Officer
EXHIBIT D
ALTERNATIVE TO PRELIMINARY
WILDERNESS PLAN
CRATER LAKE
NATIONAL PARK
OREGON

LEGEND
PARK BOUNDARY
WILDERNESS BOUNDARY
ROADLESS BOUNDARY
ROADS
SHELTERS
ALTERNATIVE PROPOSALS

ACREAGES WILDERNESS ROADLESS
NO 1 31,500 36,300
2 18,000 21,400
3 12,500 19,500
4 42,200 50,900
5 21,000
TOTALS 104,200 151,100

GROSS PARK ACREAGE 160,790
NATIONWIDE ACREAGE 100,000

PRELIMINARY — SUBJECT TO CHANGE

CRATER LAKE NATIONAL PARK
OREGON

SUGAR NATIONAL FOREST
VIEWS OF OTHER GOVERNMENT AGENCIES ON THE PRELIMINARY WILDERNESS PROPOSAL

The following letters, statements, and resolutions are from the agencies listed below:

U.S. DEPARTMENT OF AGRICULTURE
Director of Recreation, Forest Service

U.S. DEPARTMENT OF COMMERCE
Acting Administrator,
National Oceanic and Atmospheric Administration

U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
Director, Open Space and Urban Beautification Division

U.S. DEPARTMENT OF THE INTERIOR
Acting Director, Geological Survey

Assistant Director, Bureau of Land Management

Acting Director, Bureau of Mines

Acting Regional Director, Region 1,
Bureau of Reclamation

FEDERAL POWER COMMISSION
Secretary

STATE OF OREGON
Governor

Director, State Fisheries
Dear Mr. Rutter:

We have carefully reviewed your packet outlining the Wilderness proposal and Master Plan proposal for Crater Lake National Park, Oregon.

Both proposals are meaningful and well written. Upon enactment the Crater Lake Wilderness should make a substantial contribution to the National Wilderness Preservation System in conjunction with nearby Forest Service Wildernesses.

We hope that the following comments will add to your report as it relates to Forest Service responsibility in administering the Wilderness Act on adjacent National Forest land.

Comments apply to specific pages in the wilderness proposal as furnished to us on November 12, 1970.

Page 3 - paragraph 1. Area of National Forest Wilderness should read 1,859,496 acres for the two States rather than 2,100,000 as now shown.

Page 3 - paragraph 2. Starting with line six the paragraph should be amended to include the 76,900-acre Kalmiopsis Wilderness in the Siskiyou National Forest. This Wilderness is within the same travel influence range as the others listed. This would increase the number of Wildernesses in the vicinity of the park to four rather than three. In this same paragraph indicate that the Sky Lakes study zone lies in both the Winema and Rogue River National Forests.

Page 4 - paragraph 2. This paragraph discusses management of the adjacent forest lands and indicates timber types in a general manner. Some additional information may be helpful in evaluating the current situation.
There is need to more fully explain the Forest conditions on the National Forest to the east of the Park. Rather than being in poor condition they are actually considered to be of good quality. The timber stand varies from ponderosa pine to the north then changing to mixed species as one proceeds south and to lodge-pole pine particularly to the southeast of the Park. Site quality on the ponderosa pine stands reaches 85 (on a 100-year base) over much of the area. The mixed-type timber nearer Sand Creek is also considered good site with Shasta red fir having 6 to 7 and occasionally 8 logs. Although most of the area to the east of the Park has been logged it has been primarily through partial-cut methods. The high elevation lodge-pole pine adjacent to the Park on Scott Creek, west of Cavern Creek and north of Sand Creek has not been logged. Except for the high elevation sites the lodge-pole averages 10-12 MFB per acre with some areas as high as 16 MFB per acre. For example, the Sun Pass sale south of Sand Creek which was recently sold has an average volume of 10 MFB per acre. Of this, 7 MFB will be removed and 3 MFB is to be left as shelterwood.

Pages 4 and 7. Areas 1 and 4 contain portions of the Pacific Crest National Scenic Trail as established through the National Trails System Act of October 2, 1968, (PL 90-543). Section 5(a) indicates that this trail --- "shall be administered by the Secretary of Agriculture, in consultation with the Secretary of the Interior." There appears to be no conflict between use of areas 1 and 4 as Wilderness and as the location for the Pacific Crest National Scenic Trail.

It is also noted on page 4, that a standard 1/8 mile management zone between the Park boundary and proposed Wilderness line has been recommended for a major portion of the exterior boundary. We would have no objection to the extension of the boundary to the National Park - National Forest boundary, particularly along the south park boundary adjacent to the Sky Lakes study zone and along the common boundary between the Park and the Sphagnum Bog and Boundary Springs Scenic Areas.

Sincerely,

RICHARD J. COSTLEY
Director of Recreation
Mr. John Rutter  
Director, Pacific Northwest Region  
National Park Service  
U.S. Department of the Interior  
931 Fourth and Pike Building  
Seattle, Washington  98101  

Dear Mr. Rutter:

Thank you for your letter (November 18, 1970) to Secretary Stans, informing him of proposed actions related to the Wilderness Act (P.L. 88-577) concerning a public hearing on January 21 and 23, 1971 for the proposed four wilderness areas within Crater Lake National Park and the January 20 and 22 public hearings on the proposed Master Plan Development for Crater Lake National Park.

By copy of this letter, the hearing officer is being informed that the Department of Commerce is aware of these hearings. The Department of Commerce has no comments to be made at this time. However, should subsequent comments appear desirable, they will be furnished the hearing officer within 30 days following the wilderness area hearings and within 15 days following the master plan hearings. We do not plan to have anybody present at the hearings.

Sincerely,

Robert M. White  
Acting Administrator
November 30, 1970

Mr. John A. Rutter
Director, Pacific Northwest Region
National Park Service
U.S. Department of the Interior
931 Fourth and Pike Building
Seattle, Washington 98101

Dear Mr. Rutter:

Secretary George Romney has asked me to respond to your recent letter regarding the wilderness proposal for Crater Lake National Park, Oregon.

We believe that as our nation continues to experience environmental problems that it is important to preserve some areas in a natural state. These areas allow man to achieve solitude and change from much of the hectic, modern environment. In addition, such areas can help advance the science of ecology and maintain a balance of different types of environment in the nation.

Sincerely,

Dwight F. Rettle
Director
Open Space and Urban Beautification Division
Mr. John A. Rutter, Director
Pacific Northwest Region
National Park Service
931 Fourth and Pike Building
Seattle, Washington 98101

Dear Mr. Rutter:

Thank you for your letter of November 18, 1970, advising of the public hearing to be held January 23 in Klamath Falls, Oregon, on a wilderness proposal concerning Crater Lake National Park.

We note from your brochure that certain tracts in the park are being proposed for inclusion in the National Wilderness Preservation System. We have not made a mineral survey of the proposed wilderness areas and have no comments to make on the mineral potential of these areas.

We do not intend to present a statement at the hearing or to have a representative attend.

Sincerely yours,

W. A. Radlinski
Acting Director
United States Department of the Interior
BUREAU OF LAND MANAGEMENT
WASHINGTON, D.C. 20240

Hearings Officer
c/o General Superintendent
Klamath Falls Cluster Office
National Park Service
P. O. Box 128
Klamath Falls, Oregon 97601

Dear Sir:

We appreciate having an opportunity to review the National Park Service's Wilderness proposal and Master Plan proposal for Crater Lake National Park, Oregon.

Since public lands administered by the Bureau of Land Management are not involved, we do not have any comments regarding the Master Plan or Wilderness proposals.

Sincerely yours,

[Signature]
Assistant Director
December 18, 1970

Mr. John A. Rutter  
Director, Pacific Northwest Region  
National Park Service  
931 Fourth and Pike Building  
Seattle, Washington 98101  

Dear Mr. Rutter:

Thank you for your letter of November 18, 1970, transmitting a packet outlining the Wilderness and Master Plan Proposals for Crater Lake National Park, Oregon. We note from your brochure that four areas in the vicinity of Crater Lake are being proposed for inclusion in the National Wilderness System.

The Bureau of Mines does not have statutory or Secretarial authority for determining mineral potential of roadless areas within the National Park System; as a consequence, the Bureau has conducted no mineral investigations of the area. Therefore, we do not have an adequate basis for commenting on the mineral potential of the four areas proposed for inclusion in the National Wilderness System.

The Bureau of Mines does not intend to present a statement at either of the hearings to be held in Klamath Falls and Medford, Oregon, on January 21 and 23, 1971.

Sincerely yours,

[Signature]

Acting Director
To: Director, Pacific Northwest Region, National Park Service, Seattle, Washington

From: Acting Regional Director, Bureau of Reclamation, Boise, Idaho

Subject: Wilderness Proposal and Master Plan Proposed for Crater Lake National Park, Oregon

We have had the opportunity to review your Park Wilderness Proposal for Crater Lake National Park and find that the Bureau of Reclamation interests are not involved in this proposal. Accordingly, we will not plan to make a presentation at the hearing in January. We appreciate very much the opportunity to review this proposal.

[Signature]

[Handwritten note: N. R. Stanulis]
December 8, 1970

Mr. John A. Rutter
Director, Pacific Northwest Region
National Park Service
Department of the Interior
931 Fourth and Pike Building
Seattle, Washington 98101

Dear Mr. Rutter:

This is in reply to your letter of November 18, 1970, with which you furnished information concerning four wilderness proposals for Crater Lake National Park, Oregon.

Since the proposed wildernesses would be entirely within a national park, their establishment would not affect any responsibilities of the Federal Power Commission. Therefore, the Commission will not be represented at the public hearings covering these proposals.

Very truly yours,

[Signature]

Secretary
Mr. John A. Rutter, Director
National Park Service
931 Fourth and Pike Building
Seattle, Washington 98101

Dear Mr. Rutter:

The position of Oregon on the Wilderness proposal and Master Plan proposal for Crater Lake National Park will be presented at the Klamath Falls hearing, January 19, by the Oregon State Game Commission and the State Engineer in comments they will make.

We appreciate this opportunity to comment.

Best wishes.

Sincerely,

Governor

TM:cs
Mr. John A. Rutter, Director  
National Park Service  
Pacific Northwest Region  
931 Fourth and Pike Building  
Seattle, Washington  98101  

Dear Mr. Rutter:

This is in response to your recent letter and accompanying report that announced forthcoming hearings to consider proposals for wilderness areas within Crater Lake National Park.

As you may know, one of our agency's primary responsibilities is the preservation of Oregon's anadromous fish resources. In satisfying this responsibility, we are interested in all land and watershed uses that either directly affect the production area for those fish or influence waters entering their production area. Although anadromous fish are not produced within the national park, most small streams arising on the west slope of the park eventually contribute flows to production areas further downstream.

Since present land-use policies within the national park generally provide a high degree of watershed protection to streams in the area, creation of wilderness areas would probably have little if any immediate impact on the quality or quantity of water leaving the park. However, we believe the wilderness area concept is consistent with preserving the involved watersheds in an undisturbed state beyond the foreseeable future. We would generally support application of the concept on this basis.

We appreciate being made aware of the wilderness area proposals for Crater Lake National Park.

Sincerely,

ROBERT W. SCHONING  
STATE FISHERIES DIRECTOR