wilderness study

joshua tree national monument
FINDINGS

TEN UNITS WITHIN JOSHUA TREE NATIONAL MONUMENT, TOTALING 325,200 ACRES OF THE MOHAVE AND COLORADO DESERTS, HAVE BEEN FOUND SUITABLE FOR WILDERNESS DESIGNATION AND ARE PROPOSED FOR INCLUSION IN THE NATIONAL WILDERNESS PRESERVATION SYSTEM.
Joshua Tree National Monument, 150 miles east of Los Angeles, lies in the center of the great California desert. This monument encompasses over 500,000 acres of the California desert's finest areas. Spectacular geologic features, complemented by a diverse assembly of desert plants and animals, constitute the major resource values. Archeological and historical sites supplement the desert environment.

The monument exhibits some of the most outstanding geology in southern California, the results of repeated uplifts, successive lava flows, and relentless erosion. The westward part of the monument embraces several mountain masses, with a number of peaks over 5000 feet high, interlaced with medium-elevation plateaus and valleys. To the east, the nearly flat intermountain plateaus drop off to the low, bowl-shaped Pinto Basin.

Joshua Tree National Monument embraces two large ecosystems: the Mohave or high desert, and the Colorado or low desert. Few areas in the country illustrate more vividly the contrast between high and low desert. Lying generally below 3000 feet, the Colorado Desert is dominated by the widely distributed creosote bush. The higher, slightly cooler and wetter Mohave Desert is the special habitat of the Joshua tree.

Indians once occupied this land; ancient stone weapons and petroglyphs — manuscripts on the rocks — record their occupancy.

Modern man's influence was less subtle. Gold fever once gripped the land: mines were dug and stamp mills constructed. Cattle ranching supplanted mining. Many of the structures associated with these activities have deteriorated; some structures remain, however, and provide an important link with a bygone era.
Situated near the outer edge of the Los Angeles region, in Riverside and San Bernardino Counties, Joshua Tree National Monument is within easy weekend driving distance of one of the largest megalopolitan areas in the world. Ten million people now live within this region and population projections estimate a regional population of 13 million by 1980. The monument is accessible by automobile on Highway 62 and Interstate 10, which pass through the towns of Joshua Tree and Twentynine Palms. Eighty percent of the visitation is on weekends.

People within this region—one of the wealthiest regions in the world—have a variety of life-styles and cultural pursuits. But southern California also experiences significant social and economic problems related to congestion and pollution.

The Los Angeles region has four types of outdoor recreational environments serving its recreation needs: beaches, parks, forests, and the vast California desert. Of the four environments, the desert has been the last to feel the pressures of mass use, and is in large measure the most fragile and least protected of all the recreation lands.

The desert serves as a dramatic contrast to the home and work environment of the Los Angeles resident, and it is in the public desire for this contrast that Joshua Tree National Monument finds its role. Joshua Tree National Monument is one of several major natural desert preserves; two others are the beautiful Anza Borrego Desert State Park and the superlative Death Valley National Monument. Together these three areas total 4500 square miles of a 14,000-square-mile desert that extends from Death Valley to the Mexican border.

Fortunately, much of the California desert lies in the public domain under the Bureau of Land Management, which has produced a regional plan for the California desert. A number of recreational and natural areas around the monument are included in the plan. These new recreation lands will help relieve much of the great pressure upon Joshua Tree.
THE ROADLESS STUDY AREAS

Some of the finest high- and low-desert scenery and ecological habitats are contained within the 538,600 acres of roadless area within the monument. There are 13 roadless areas, all of which are primarily mountainous with the exception of the large Pinto Basin Wash. Portions of these 13 roadless areas qualify for possible inclusion within the National Wilderness Preservation System.

In this desert area, many roads were constructed to mining and ranching properties, and developed for public use. The main road system is being retained for public interpretive use. Several sections of road within the monument are rights-of-way to private land and mining claims, which are to be retained while private rights exist. Unneeded management roads are to be closed.

There are 37,249 acres of State and private inholdings that the Service is actively seeking to eliminate. Some of these lands are scattered in the Little San Bernardino Mountains; some are concentrated in the Hexie Mountains; and some lie in the western portion of Pinto Basin. The 8727 acres of State land are being exchanged by agreement for public domain land outside the monument. The State of California is in the process of selecting this exchange land.

Prior to its establishment in 1936, the entire monument had been prospected and mined. Following establishment, over 2000 claims were invalidated. Only a few claims have been patented and are now private tracts within the monument. There are about 40 known claims, the validity of which is being determined at this time.

There are two water rights within the monument: one in the southeast part of the monument is leased by Kaiser Steel from the Metropolitan Water District; the other is in the south part of the monument at Lost Palm Canyon and Munson Canyon. Both of these water rights are close to the monument's boundary. Several water impoundment structures in the monument are to remain for wildlife protection. These structures are concrete dams, formerly used by cattle, and metal catchments for wildlife. None of these structures lie within proposed wilderness units.
Careful planning, with a variety of controls on these short-term uses, ensures that the long-term use of preservation is not compromised.

(7) ANY IRREVERSIBLE AND IRRETRIEVABLE COMMITMENTS

None of the proposals within this document represent irreversible and irretrievable actions.

(8) ALTERNATIVES

There are no alternatives to the master plan document, since the public use of the area continues to increase, requiring good planning. There are, however, alternatives to the proposals in the master plan. These alternatives have been limited to positive actions that will lead to improvements in the environment. If no action can have a positive effect on the environment, this alternative is included. If continuance of present actions only leads to future decay of the environment, it is not viewed as an alternative and is not included.

A. Day-use zone.

If park visitation is to increase, which is viewed as acceptable and desirable, and the prime resources of the monument are to be preserved and enjoyed, no other alternative exists.

B. Covington Flat Motor Nature Road.

If this motor nature road is to be made available to a majority of monument users as proposed, no other plausible alternative exists. However, trailhead parking in the Quail Springs area and near Whispering Pines, with trails leading into Covington Flat, would be another solution. This alternative, although giving greater protection to the resources, and removing the impact of a road, would serve far fewer people.

No action would also be an alternative, from the standpoint of resource protection, but again, fewer persons would be able to experience the Covington area under this concept.

C. Seventy-one miles of road closures.

These roads are not needed for the proper public use and management of the area; therefore, no alternative exists.

D. Establishing ten primitive areas.

Placing all or portions of these lands under the National Wilderness Preservation Act is another alternative that would insure that the monument's scenic integrity and natural system are preserved.
PRELIMINARY WILDERNESS PROPOSALS

Ten units of wilderness, totaling 325,200 acres, are proposed for Joshua Tree National Monument, as shown on Map No. 156/20,000-A, May 1971. Some of these wilderness units are made up of portions of more than one roadless area through the closure of roads.

<table>
<thead>
<tr>
<th>Roadless Unit</th>
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<td>Total</td>
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All of the proposed wilderness units have a minimum of 1/8-mile offset (management zone) from all monument boundaries and from all private inholdings. State lands are not bounded by 1/8-mile management zones, since they will soon become part of the monument through exchanges that are now being made. Once acquired, most of the State lands are to be added to the proposed wilderness units.

The monument’s boundaries are almost exclusively drawn on section lines that cross and recross topographic features. For this reason, and also because of the lack of easily defined topographic features in many areas of the monument, all wilderness lines with the exception of 1/8-mile management zones are drawn on section lines.
UNIT 1

This proposed 30,200-acre wilderness will preserve an outstanding geologic area. The main feature of this rugged area is the Wonderland of Rocks, a display of gigantic monzonites.

The wilderness line on the east, north, and west sides of this unit is generally 1/8 mile from the monument boundary, with Indian Cove, a campground area, being excluded. On the south, the wilderness line is drawn to exclude mining claims, State land, and a future development site north and west of Lost Horse Valley.

Approximately 1 mile of management road on the south edge of this unit, formerly a mining road, is to be closed.

UNIT 2

Within this proposed 57,700-acre wilderness is a large portion of the Little San Bernardino Mountains, a magnificent erosional display, possessing a fine desert plant community and the Nelson bighorn sheep range.

From the northwest corner of the monument, the wilderness line runs south to Long Canyon and around the east side of the canyon to 1/8 mile from the monument’s south boundary. The wilderness line continues east, along the north side of private land, around Stubbe Spring to Lost Horse Valley, then west around Quail Spring and Covington Flat, returning to the 1/8-mile offset at the monument’s north boundary. The line then continues west to the point of beginning, excluding private lands.

Six segments of jeep road to old mining sites, totaling 7 miles, are to be closed.

Two pieces of private land near the center of the area just described are excluded from wilderness, along with an access corridor to these lands from the monument’s south boundary. Two parcels of State lands are also excluded.
UNIT 3

This proposed wilderness unit of 22,900 acres is also a portion of the Little San Bernardino Mountains. It is made up of portions of two roadless areas, and forms the backdrop for Lost Horse and Pleasant Valleys.

This wilderness unit is bounded on the north by Queen Valley and on the west by the Salton View access road, Lost Horse Mine, and private lands. The south boundary of this unit is drawn 1/8 mile from the monument boundary. The east side of this unit is drawn around private land and along the access road from Queen Valley to Pleasant Valley.

Nine miles of former mining access road, Pushwalla jeep road, are to be closed.

UNIT 4

This proposed unit comprises a 7800-acre section of the Hexie Mountains, which serve as a scenic backdrop for Pleasant Valley.

This unit is bounded on the north and east by major monument roads and by Hidden Tank. The west and south lines of this unit are drawn around private lands.

UNIT 5

Within this 46,100-acre proposed wilderness lies the major portion of the Hexie Mountains. These mountains provide the scenic backdrop for Pinto Basin, Pleasant Valley, and part of the bighorn sheep range.

This unit is bounded on the east and north sides by major park roads and private land. The west boundary is on section lines 1/8 mile from private lands and the monument boundary. Going from west to east, the wilderness line first is drawn 1/8 mile from the monument boundary, and then is drawn on the north side of private land, State land, and the access road to the private land.
A corridor on the east side of this unit is excluded to provide access to Ruby Well. Three parcels of State lands within this wilderness unit are also excluded.

Two miles of jeep road to an old mine above Ruby Well are to be closed.

UNIT 6
This proposed small wilderness occupies a 6300-acre section of the Cottonwood Mountains, a backdrop for the valley to the east.

The west and south sides of this unit are drawn 1/8 mile from the monument boundary; the east and north boundaries are formed by the access road mentioned in Unit 5.

UNIT 7
The Pinto Mountains on the monument’s north boundary form a panoramic backdrop for the Pinto Basin. The wilderness proposed in this unit is 27,800 acres.

The north boundary is drawn 1/8 mile from the monument boundary. The wilderness line on the west is along a major monument road, and on the south is formed by private land. The east boundary of this unit is along the access road to mines in the monument.

A historic mining road 3 miles long in the east part of this unit is to be closed.

UNIT 8
A portion of the Eagle Mountains lies within this proposed 38,600-acre wilderness, which is made up of sections of three roadless areas. The draws within this rugged mountain mass contain some of the finest palm oases in the monument.
The wilderness line on the east side of this unit is drawn 1/8 mile from the monument boundary. The north side is bounded by private land, and the west side is bounded by a major monument road and Cottonwood Springs. State and private lands form the south side of this unit.

Excluded from this unit are two corridors, one to Conejo Spring and the other to Lost Palm Canyon. Two parcels of State land are also excluded.

Twelve miles of road and jeep trails, formerly to private lands, are to be closed.

UNIT 9

This proposed 8900-acre wilderness forms a part of the scenic backdrop for Pinto Basin.

The wilderness line on the east, north, and west is along access roads to mining claims and private land. The south boundary is on section lines 1/8 mile from private land and the monument boundary.

UNIT 10

Within this proposed 78,900-acre wilderness, embracing portions of three roadless areas, are the Coxcomb Mountains, a magnificent display of majestic peaks that enclose a part of the large Pinto Basin. The basin itself is included in this proposed wilderness unit, which will insure the preservation of an extensive undisturbed desert wash with Colorado Desert plant communities.

The south, west, and north boundaries of this unit are 1/8 mile from the monument’s boundary. Mining claims, private land, and access to these form the west boundaries. Pinto Wells, a future development site in the southeast corner, is excluded from this unit. Also excluded are nine parcels of State lands.

Old mining access roads totaling 37 miles are to be closed.
ACREAGES

- **GROSS MONUMENT**: 557,992.42
- **FEDERAL LANDS**: 520,743.42
- **PRIVATE LANDS**: 28,522.00
- **STATE LANDS**: 8,727.00

**ROADLESS AREAS UNIT WILDERNESS**

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**TOTAL**: 538,600  325,200

**UNITED STATES DEPARTMENT OF THE INTERIOR**

**NATIONAL PARK SERVICE**
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.
DISCUSSION

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

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

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

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

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

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

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

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

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

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

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

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

FIRE CONTROL

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

RESCUE AND OTHER EMERGENCY OPERATIONS

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

REGULATION OF EXCESS WILDLIFE POPULATION

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

NON-NATIVE PLANTS AND ANIMALS

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

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

FISHING

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

VISITOR-USE STRUCTURES AND FACILITIES

Primitive trails for foot and horse travel are acceptable. Narrow trails, as well as footbridges and horsebridges, which blend into the landscape will be allowed in wilderness areas, where they are essential to visitor safety. Stock-holding corrals or discreetly placed drift fences will be permissible if needed to protect wilderness values. No improvements will be permitted that are primarily for the comfort and convenience of visitors, such as developed campgrounds and picnic facilities. However, trailside shelters may be permitted where they are needed for the protection of wilderness values.

BOATING

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

COMMERCIAL SERVICES

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

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

INHOLDINGS

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

WATER DEVELOPMENT PROJECTS

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

GRAZING

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

Timber harvesting will not be permitted in national park wilderness.

HUNTING

Public hunting will not be permitted in national park wilderness.

MOTORIZED EQUIPMENT

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

ROADS AND UTILITIES

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