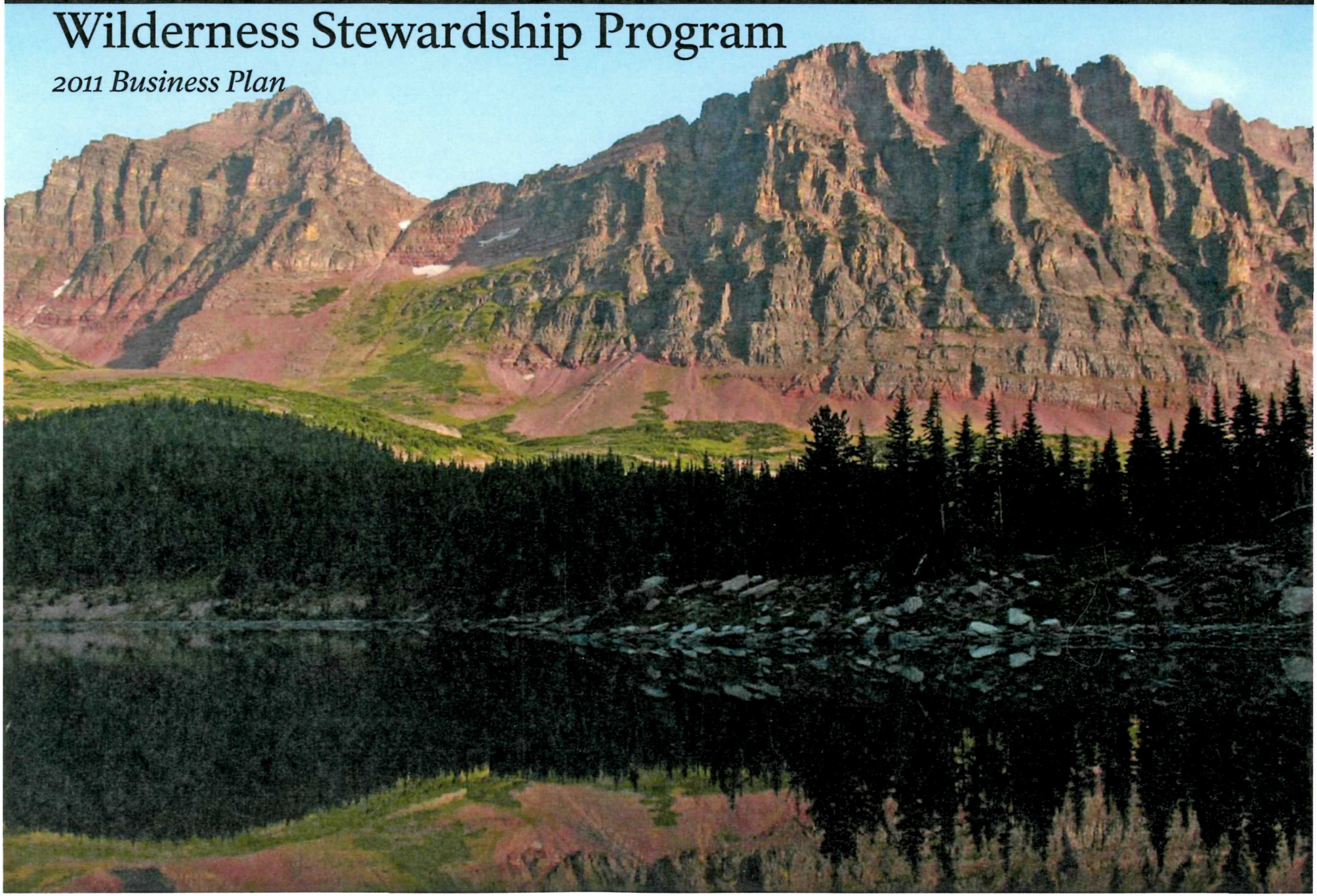
National Park Service
U.S. Department of the Interior

Visitor and Resource Protection

Wilderness Stewardship Program

2011 Business Plan



Produced by
Wilderness Stewardship Program
In collaboration with
Business Management Group
National Park Service
U.S. Department of the Interior
Washington, D.C.

Fall 2011

National Business Plan Process

The purpose of business planning in the National Park Service is to improve the ability of parks or national programs to clearly communicate their financial status and strategic priorities with principal stakeholders. A business plan answers such questions as: What is the business of this program? What are its priorities over the next five years? How will the program allocate its resources to achieve these goals? What can external stakeholders and partners do to support the program and its operations?

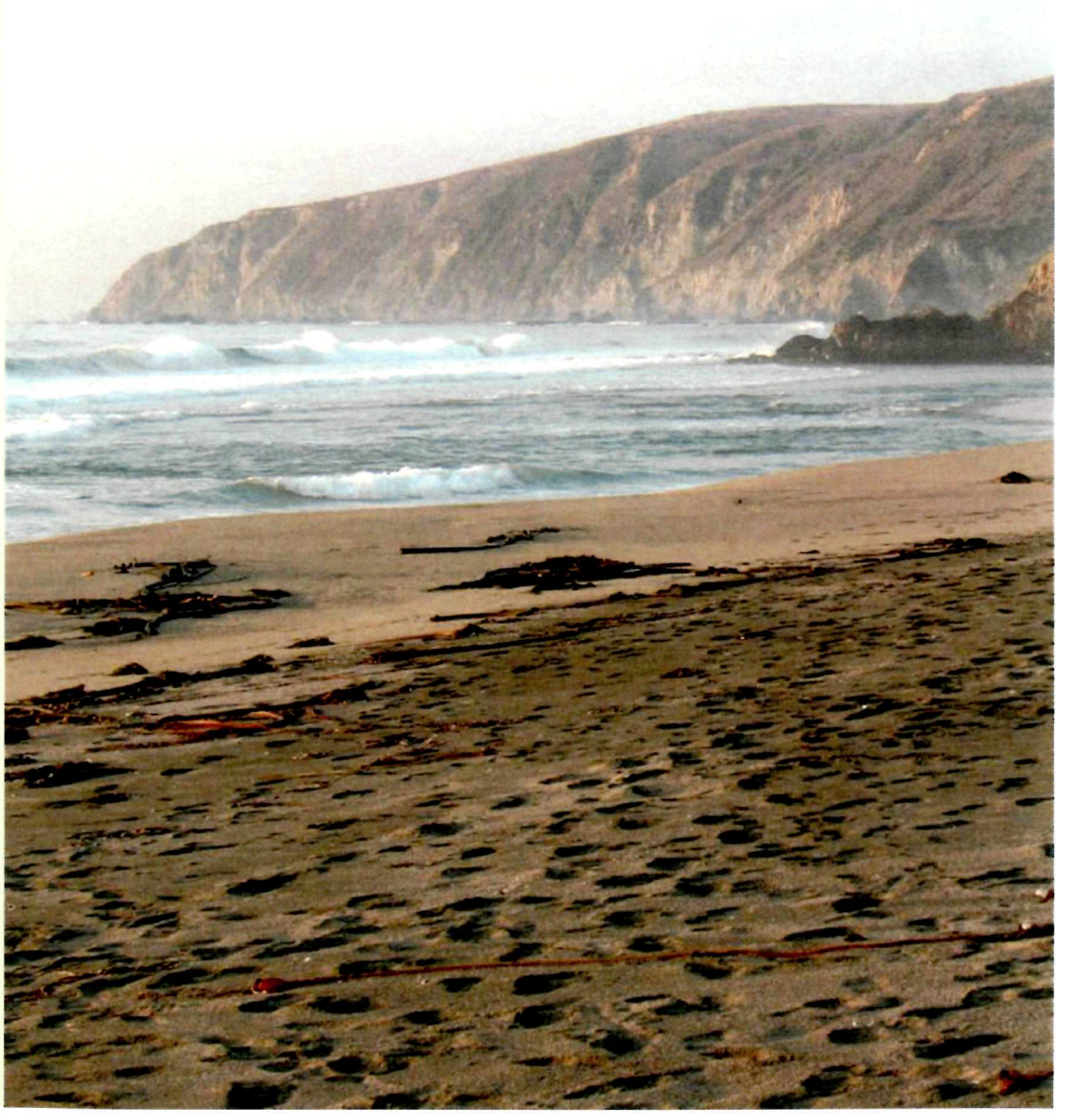
The National Park Service business planning process is undertaken to accomplish three main tasks. First, it provides the program with a synopsis of its funding history. Second, it presents a clear, detailed picture of the state of current program operations and funding. Finally, it outlines program priorities and strategies moving forward.

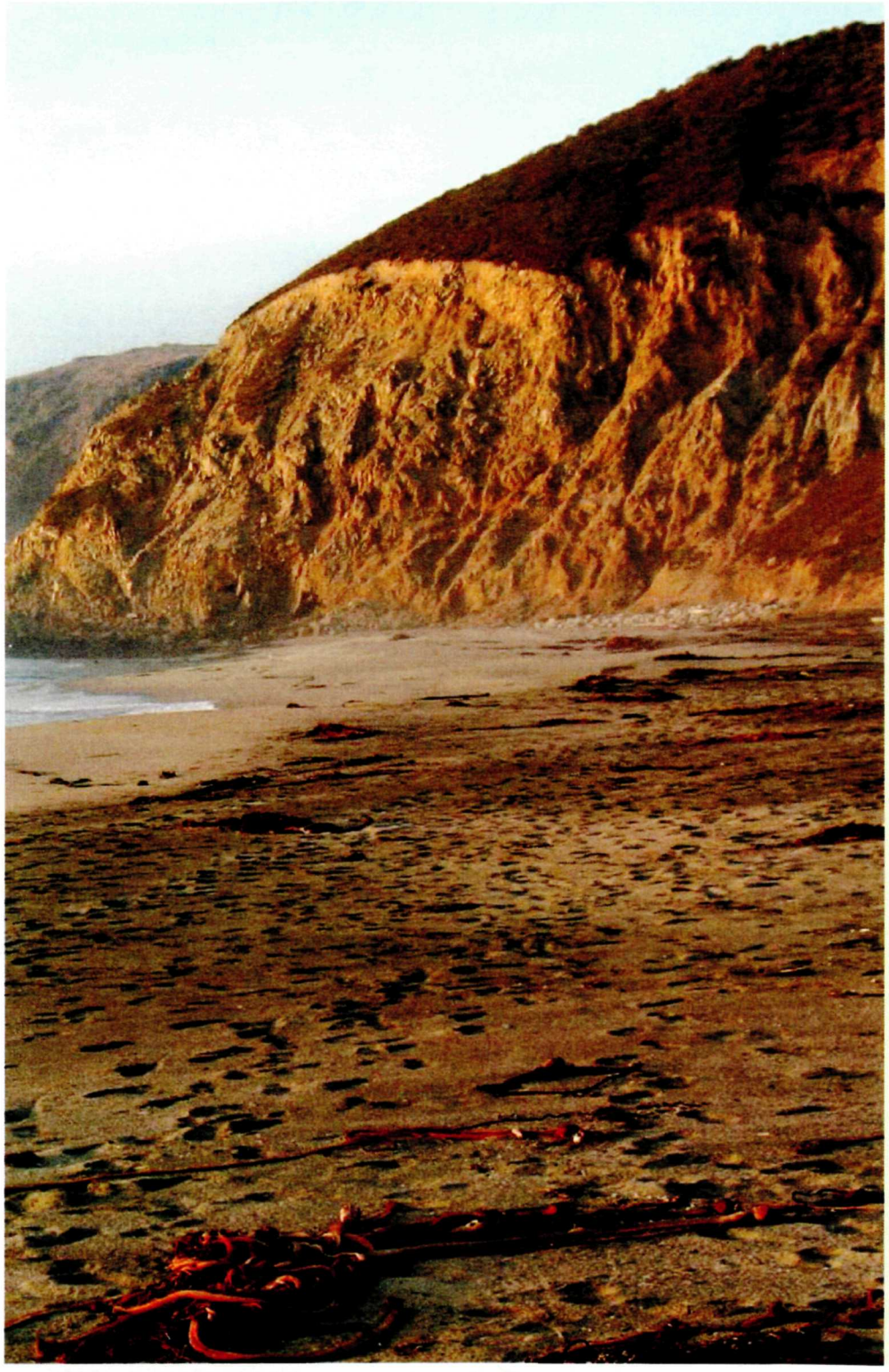
The framework of the business plan allows each program to highlight certain aspects of its operations deemed particularly important by the program's management team. Program activities are organized into major initiatives that describe key areas of emphasis. This allows the program to report funding in terms of activities rather than fund source. As a result, the program can communicate its financial situation more clearly to external audiences.

Completing the business plan process not only enables a program to produce a powerful communication tool, but also provides program management with financial and operational baseline knowledge for future decision making.

National Park Service Mission

The National Park Service preserves unimpaired the natural and cultural resources and intrinsic values of the National Park System for the enjoyment, education, and inspiration of this and future generations. The National Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.





Wilderness Stewardship Program
2011 Business Plan

4 Division Chief's Foreword

5 Executive Summary

6 Introduction to Wilderness

8 Structure of Wilderness Management

11 Financial Statement

15 Program Priorities

27 Organizational Chart

28 Acknowledgments

Evening light on McClures Beach, Phillip Burton Wilderness, Point Reyes National Seashore (opposite).

Division Chief's Foreword

Sunset highlights a saguaro cactus, Organ Pipe Cactus Wilderness.

In 1964, Congress formally recognized America's desire to have wild landscapes preserved and protected for future generations. Today, over half of all National Park lands are designated as wilderness.

The rugged, undeveloped American landscape played an integral role in shaping our nation's emerging identity. Today, as our wild lands diminish and become rare, the value of these remaining wild places only increases. Wilderness provides a respite from modern civilization, where ecosystems and natural processes continue unhindered. These places provide opportunities to experience solitude, primitive recreation, and the majesty of our natural world. National Park wildernesses range from Zion to Yosemite to Shenandoah to Cumberland Island, and encompass a diversity of ecosystem types throughout the country. Over the years, park staff have done an excellent job of keeping the wild in wilderness; we are grateful for their efforts.

Thank you for taking the time to review this business plan. The plan provides a quick overview of law and policy specific to wilderness, evaluates the current organizational structure and finances of the Wilderness Stewardship Program, and highlights our stewardship priorities for the next 3-5 years, including key indicators and milestones to measure our achievement.

We recognize that the challenges and opportunities that we face today must be met with a renewed sense of commitment to future generations.

As we implement key aspects of the NPS Wilderness Stewardship Program, please stay involved. Clean water, wildlife habitat and inspiring landscapes are best protected in designated wilderness. It will take dedicated professionals, inspired partners and future stewards to keep wilderness alive.

I want to thank the Wilderness Leadership Council, the regional wilderness coordinators, the Business Management Group, and our Washington Office staff for the many hours of hard work in the preparation of this business plan.

We welcome your recommendations, feedback and assistance as we continue to provide for an enduring resource of wilderness.

Best Regards,

Garry Oye
Division Chief
Wilderness Stewardship
Fall 2011

Executive Summary

This business plan describes the current organizational and financial structure of the Wilderness Stewardship Program and provides insight into the program's direction over the next five years, leading up to the 50th Anniversary of the Wilderness Act in 2014. Data was drawn from accounting systems, interviews were conducted with employees at national parks and regional offices, and the Wilderness Leadership Council was consulted about specific steps to accomplish the goals.

Current Organizational and Financial Structure

The National Park Service (NPS) is responsible for 60 Congressionally designated wilderness areas, with an additional 45 national parks containing lands eligible for wilderness designation. The Wilderness Stewardship Program, a division of the Visitor and Resource Protection Directorate, provides park managers with the tools – training, planning, policy guidance – to help them manage these wilderness resources effectively.

In fiscal year (FY) 2010, the program managed a budget of $728,000, with $474,000 coming from its operating allocation and the remainder coming from non-recurring project funds and special initiatives. Beyond its own staff, the program works closely with wilderness managers in parks, wilderness coordinators in each NPS regional office, the Wilderness Leadership Council, as well as the interagency Arthur Carhart Wilderness Training Center, and Aldo Leopold Wilderness Research Institute.

Priorities for the Future

The program identified five overarching priorities to guide its work leading up to 2014. Each priority has a list of the specific actions and ways to measure the program's progress.

Increase the Role of Science in Wilderness Management

Sound management decisions rely on sound science. Wilderness stewardship requires objective, scientific knowledge as a baseline to direct management actions.

Guide Parks through Formal Wilderness Stewardship Planning and Designation Processes

Formal wilderness stewardship planning provides park units with a decision framework and plan for consistent wilderness resource conservation. Congressional designation strengthens conservation of wilderness resources by changing protection from administrative protection to legal protection.

Strengthen Workforce Development

Knowledge of wilderness resource value, and the legal and ethical responsibilities associated with wilderness, gives managers the ability to implement appropriate wilderness stewardship objectives and raises awareness about the role of wilderness.

Reinforce Support for Park Wilderness Managers through Improved Communication

Wilderness managers at parks apply a set of national regulations and laws to their parks' distinct situations. For consistent policy, communication between all levels of wilderness management is crucial.

Improve Connections with Partners

Internal and external communications build program capacity and increase the relevancy of wilderness.

Spring brings out vibrant color, Organ Pipe Cactus Wilderness.

Introduction to Wilderness

I believe we have a profound fundamental need for areas of the earth where we stand without our mechanisms that make us immediate masters over our environment.

- Howard Zahniser, principal author of the 1964 Wilderness Act

Legal Mandate

The Wilderness Act, signed in 1964, created the National Wilderness Preservation System (NWPS). Land designated by Congress as Wilderness must satisfy the qualities of wilderness character outlined by the Wilderness Act:

- The earth and its community of life are untrammeled by man, where humans are visitors and do not remain,
- The area is undeveloped and retains its primeval character and influence without permanent improvements or human habitation,
- The area generally appears to have been affected primarily by the forces of nature, with the imprint of humans' work substantially unnoticeable,
- The area is protected and managed so as to preserve its natural conditions, and
- The area offers outstanding opportunities for solitude or a primitive and unconfined type of recreation.

Wilderness resources require special management attention to ensure that wilderness character is maintained to the degree and in the manner specified by Congress. In the National Park Service, the 2006 Management Policies and Director's Order #41 clarify that wilderness lands – whether eligible, proposed, recommended, or designated – require wilderness management prescription beyond the mandates of the 1916 Organic Act and 1970 General Authorities Act. These wilderness lands are held to the highest standard of natural, untrammeled, and undeveloped conditions and uphold the opportunity for solitude or primitive recreation.

TERMINOLOGY

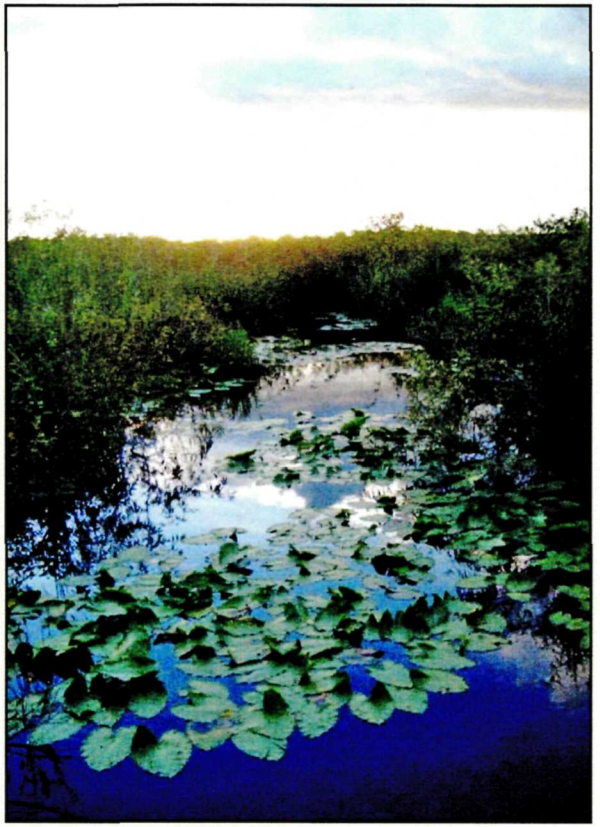
Designated wilderness: Land designated by Congress as wilderness.

Recommended wilderness: A proposed wilderness area becomes "recommended wilderness" when the President submits his or her recommendation to Congress. The Presidential review follows a recommendation from the Secretary of the Interior.

Proposed wilderness: Eligible land that has been evaluated through a wilderness study – a formal public process – and proposed by the NPS for wilderness designation. Proposed wilderness is forwarded from the NPS Regional Director to the NPS Director, and then to the Secretary of the Interior.

Eligible wilderness: Land assessed and an initial determination made by the NPS that the lands fulfill the minimum criteria for inclusion in the National Wilderness Preservation System. These lands are eligible for further wilderness study.

Potential wilderness: Land surrounded by or adjacent to lands proposed, recommended, or designated by Congress as wilderness that do not themselves qualify for immediate designation due to temporary nonconforming conditions, but would qualify if the condition was removed. Potential wilderness therefore can be a subset of proposed, recommended, or designated wilderness.



Marjory Stoneman Douglas Wilderness, Everglades National Park.

There are no words that can tell the hidden spirit of the wilderness that can reveal its mystery, its melancholy and its charm.

- Theodore Roosevelt

Wilderness Value

Although wilderness areas provide visitors the rare opportunity to enjoy solitude and primitive recreation, wilderness resources also have significant ecological value. Unmodified landscapes, managed to reduce the influence and impact of modern man, decrease stress on an ecosystem, significantly increasing ecosystem resilience. A more resilient ecosystem can absorb greater impacts, such as from climate change, yet continue to maintain function for a longer period of time.

This in turn protects biodiversity, helps stabilize hydrologic response, allows more species to exist at the edge of their range, improves native species' resistance to invasive species, and creates more areas that can act as refugia for displaced native species.

Further, wilderness areas improve landscape connectivity due to their lack of development and high degree of protection, and can serve as a bridge and migration corridor between adjacent protected areas.

83% of the National Park Service

The National Park Service is responsible for 60 Congressionally designated wilderness areas covering 44 million acres, more acreage than any other agency. Forty-five national parks contain an additional 26 million acres found eligible, at minimum, for wilderness designation. Combined, this represents approximately 83% of the total acreage of the National Park Service.

National Wilderness Preservation System
Designated Acreage by Agency 2011

Agency	Wilderness Acres	Percent of All Wilderness Acres
National Park Service	43,890,590	40%
U.S. Forest Service	36,167,532	33%
Fish and Wildlife Service	20,702,488	19%
Bureau of Land Management	8,752,349	8%
Total	109,512,959	100%

Structure of Wilderness Management

A wilderness manager must balance visitor safety and access, impact from visitor use, and preservation of wilderness character in management decisions. A backcountry suspension bridge allows a visitor to safely cross Red Eagle Creek in Glacier National Park's recommended wilderness. To reduce wildlife conflict, signage directs visitors to a proper food storage location in Wrangell-Saint Elias Wilderness.

Park Level

Meeting the legal mandates for maintaining wilderness character starts at the park level. For example, rangers, often working in park Visitor and Resource Protection Divisions, patrol the wilderness to educate visitors, monitor for human impacts, conduct campsite restoration, and enforce regulations when necessary. Trail maintenance workers provide for visitor access to the wilderness areas by opening trails each season through removal of downed limbs and trees from trails, repairing water drainages, and installing trail signs that are compatible with surroundings.

Parks with wilderness units may have a wilderness manager. This employee helps train field personnel on how operations in wilderness can differ from operations in other parts of the national park. They also guide the park through management decisions to determine if a proposed park action is appropriate or necessary in wilderness and does not cause a significant impact to wilderness character, and if the selected techniques and equipment used minimize impacts on wilderness. Ultimately, the superintendent is the person accountable for wilderness stewardship in the park.

Today, wilderness managers at national parks face complex issues: visitor uses ranging from commercial stock tours to tribal access; evolving natural resource threats from invasive species to climate change; preserving prehistoric and historic assets; monitoring conditions from air and water quality to soundscapes; and, balancing the untrammeled and undeveloped qualities that underlie wilderness character with the need for appropriate ecological stewardship, scientific research, and safety.

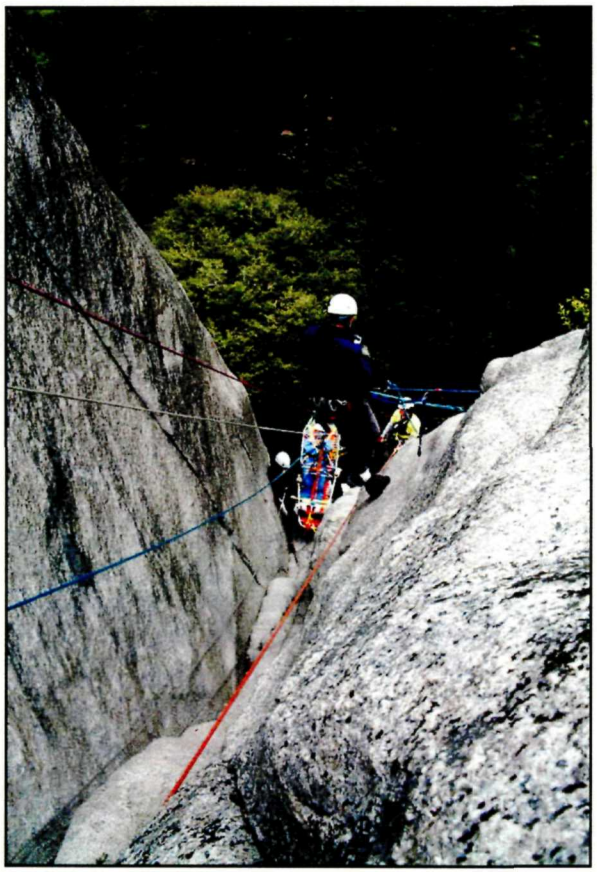
Regional Wilderness Coordinators

Regional wilderness coordinators serve as an information link between the national office and wilderness units. They also serve as the first source of guidance for parks and provide technical assistance when necessary. Staffing levels, though, vary from region to region. While the Intermountain and Alaska regions allocate funds for a dedicated position (at .8 and .5 full-time equivalent employees, respectively), the other regional offices have made the position a collateral duty, with less than .05 in full-time equivalent (FTE) staffing.

National Wilderness Stewardship Program

The Wilderness Stewardship Program provides park managers with the tools to help them tackle those complex issues.

- **Policy and Guidance.** With park managers facing a complex and evolving set of issues, the national office strives to create consistency in park response by developing and updating policy guidance, and serving as an information resource for park units and staff.
- **Planning.** The national office assists parks in writing wilderness stewardship plans. These unit-level plans, which incorporate public involvement, articulate the wilderness values for an area, determine desired conditions, identify key indicators,



Rangers perform a high-angle rescue in Yosemite Wilderness. Rangers require in-depth training and multiple skill sets to respond to emergencies in a manner that will continue to protect the integrity of wilderness resources yet provide for safety of staff and visitors.

and stipulate management actions and strategies to achieve those conditions.

- **Monitoring.** While the National Park Service moves forward in quantitative evaluation of its programs - through Scorecard, Park Asset Management Plans, Archeological Sites Management Information Systems, etc., - NPS does not currently monitor wilderness conditions. The national office is working with parks to implement a monitoring program to establish baseline conditions at wilderness units and measure changes over time.

- **Training.** The program cultivates a more skilled workforce through training for park superintendents, park wilderness managers, and field staff, delivered by the Arthur Carhart Wilderness Training Center. Training opportunities include classroom training courses, wilderness unit training courses for field staff held on location at the park, and online courses.

- **Information.** The program connects and improves knowledge transfer among the workforce, scientists, educators, students and the public through ready access to a broad base of current and timely wilderness information on www.wilderness.net, a partnership with the Arthur Carhart Wilderness Training Center, Aldo Leopold Wilderness Research Institute, and the University of Montana.

- **Education.** The program communicates the relevancy of wilderness and engages the next generation of wilderness stewards by outreach efforts to traditional and nontraditional audiences through the Arthur Carhart Wilderness Training Center.

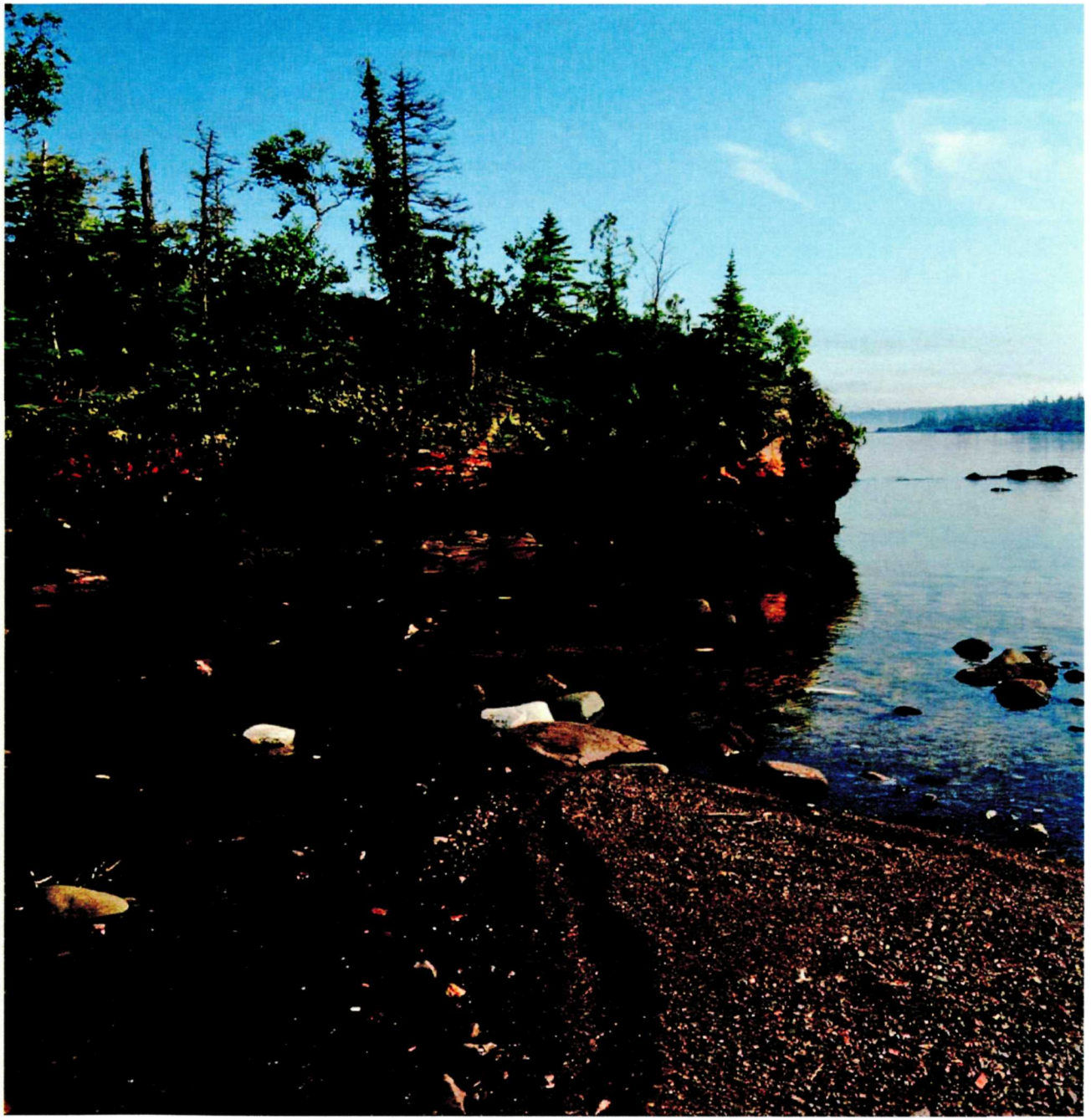
The other major role of the Wilderness Stewardship Program is to work with outside partners. The national office provides leadership for wilderness ethics, coordinating with Leave No Trace Center for Outdoor Ethics. The program tracks wilderness legislation and responds to Congressional requests for information. They also coordinate with other federal agencies.

Wilderness Leadership Council

The Wilderness Leadership Council (WLC) of the National Park Service is comprised of superintendents and multidisciplinary staff from across the National Park System whose purpose is to 1) serve as an advisory body to the NPS Director on all matters pertaining to wilderness in the National Park System, and 2) enhance the ability of the agency to address critical wilderness stewardship issues. An objective of the WLC is to facilitate the understanding of wilderness stewardship as a core mission in which virtually all disciplines have important roles in wilderness stewardship efforts within the framework of the National Wilderness Preservation System. The council is a voluntary assignment that functions in concert with but independent to the Wilderness Stewardship Program.

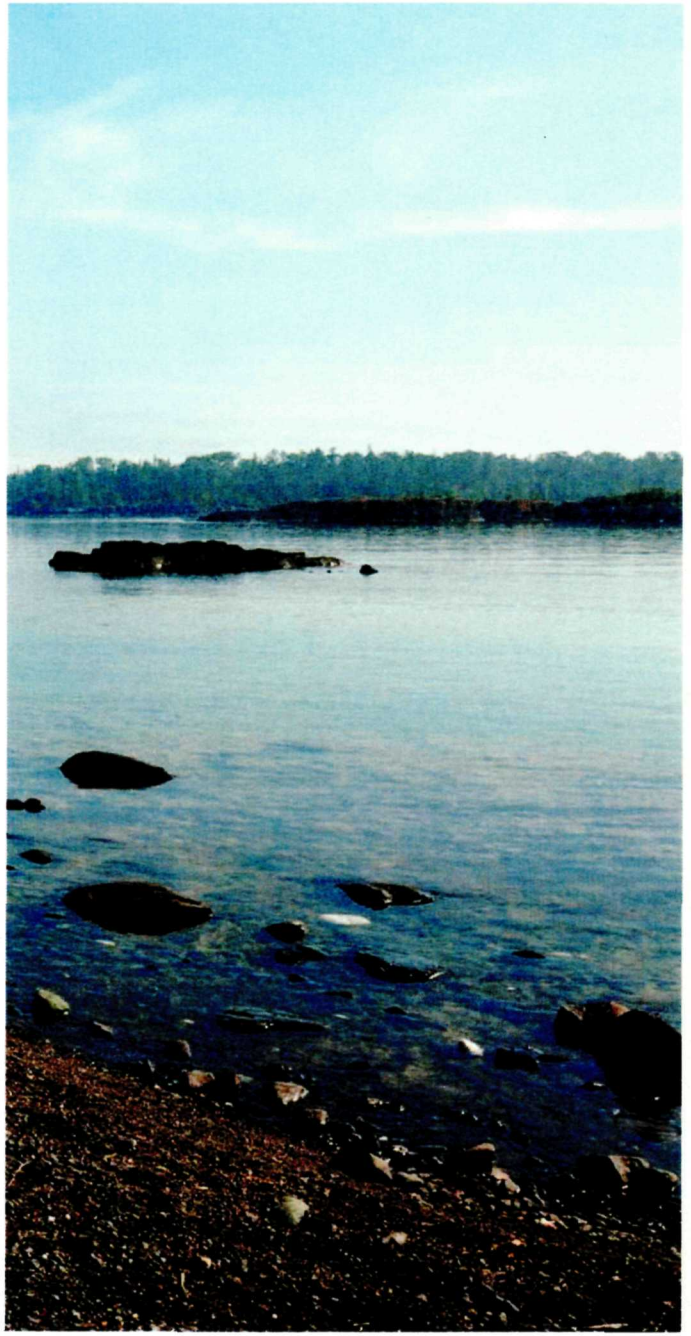
Current Wilderness Leadership Council initiatives include close communication with parks and regions on wilderness status issues. The council has promoted a communication strategy to increase wilderness designations and improve the completion of wilderness stewardship plans. The WLC is assisting with development and review of needed updates or modifications to Management Policies, and has provided specific advice for the revised Director's Order #41 and Reference Manual 41.

The WLC is also advancing a review to increase base funding for the Arthur Carhart Training Center and Aldo Leopold Wilderness Research Institute. Training has been identified by the Council as a key tool for developing knowledge about the Wilderness Act, and promoting excellence in wilderness managers. Further, a priority of the WLC is to advocate science-based decision making for all wilderness management decisions, especially in the areas of carrying capacity, minimum requirements determination, and climate change adaptability. The success of the WLC is the result of the strong dedication from the field-based members and advisors.



Right: Calm waters grace the Middle Islands, Isle Royale Wilderness.

Financial Statement



In FY* 2009, the National Park Service spent $468,000 at the national level and $188,000 at the regional level on wilderness management. These funds supported training, planning, and policy guidance for approximately $29 million of field work at national parks with designated, recommended, proposed, or eligible wilderness.

Expenditures by the Wilderness Stewardship Program

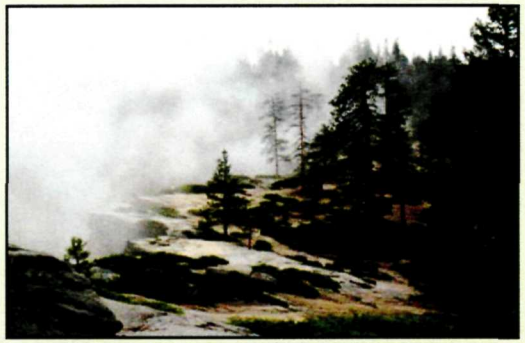
In FY 2009, the Wilderness Stewardship Program spent $468,000, with 58% of its funding going towards personnel salary and benefits. All of its operations were financed out of operational base accounts. This total includes a portion of the NPS share of support for the Arthur Carhart Wilderness Training Center.

FY 2009 Expenditures
Wilderness Stewardship Program

Category	Amount
Labor Costs	$270,666
Travel	$25,905
Supplies, Utilities, Equipment	$16,739
Direct Funding for Carhart Operations [1]	$110,000
Contractual Services	$44,691
Total Expenditures	$468,000

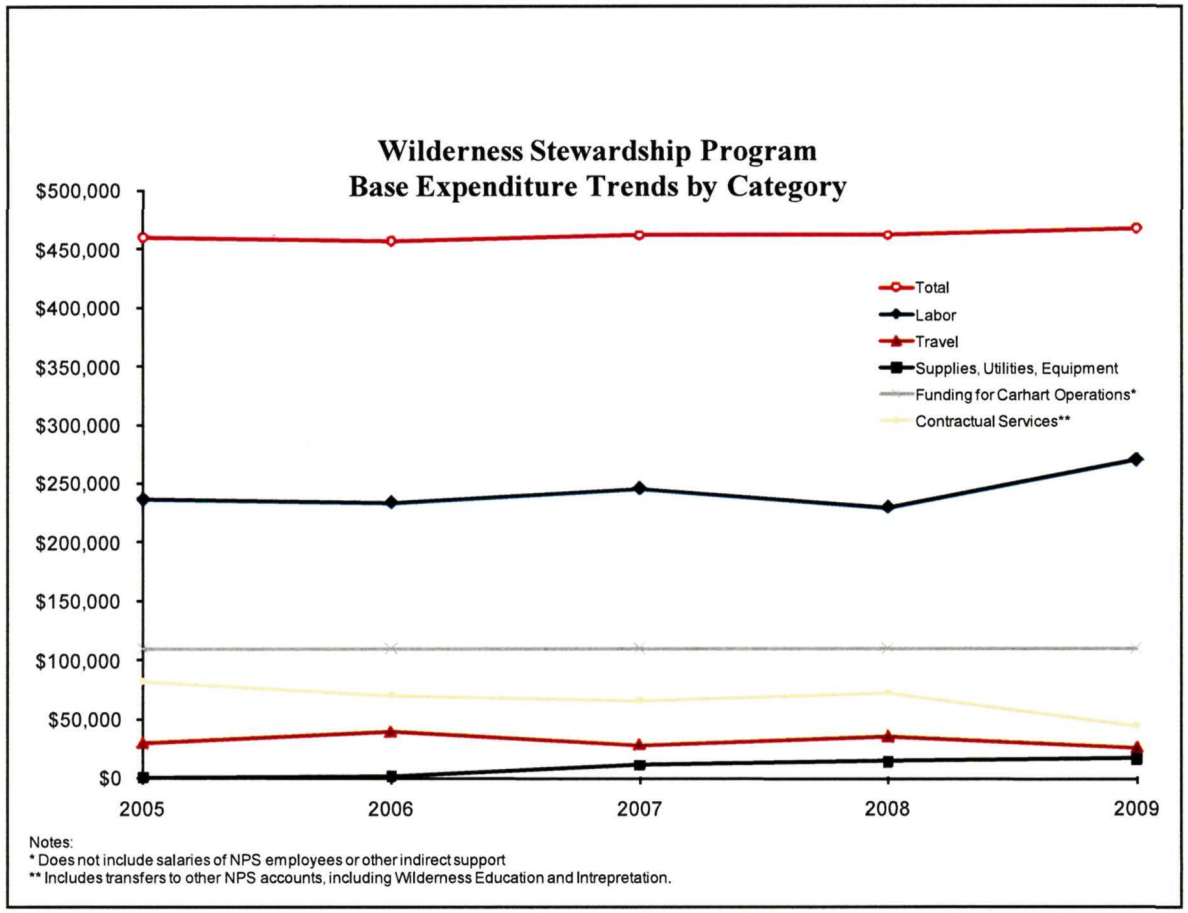
Notes:
1. Salary for NPS employees at Carhart are included in Labor Costs.

*Fiscal Year (FY): The year period over which the government keeps its financial records (FY 2009 spans October 1, 2008, to September 30, 2009). Only charges incurred (not necessarily accrued) during the 12 months are included in accounting.



Wilderness protects the source of many municipal watersheds. In Yosemite National Park, wilderness protects the high water quality of the Hetch Hetchy reservoir, the main water supply for 2.4 million people in the city of San Francisco and four surrounding Bay Area counties. Yosemite Wilderness also protects the source of the Merced River, a major water source for communities and agriculture in California's Central Valley. Yosemite Wilderness, from top to bottom: Early spring run-off plummets over Bridal Veil Falls (photo courtesy of David Sibbet); moisture laden clouds roll up from the valley and over Taft Point; fall colors highlight a tranquil autumn stream in the backcountry.

Allocations to the national program office have remained constant over the last decade, ranging from a low in FY 2006 of $458,000 to a high in FY 2009 of $468,000. In FY 2010, the national program office received a base allocation of $473,000, but its activities were supplemented by funds from a variety of other sources including the NPS Planning Division, NPS Fire and Aviation Management Division, and the Youth Intern Program. Total expenditures by the national program office - from all of these fund sources – were $728,000 in FY 2010.



Expenditures by Regional Wilderness Coordinators

Six out of the seven regions within the National Park Service contain parks with wilderness areas. The only region that does not have wilderness is the National Capitol Region, which encompasses park units within and immediately adjacent to Washington, DC. At each regional office, there is an employee assigned the role of regional wilderness coordinator. The coordinators are funded out of the regional office accounts. Labor expenditures were estimated by multiplying base salary and benefits by the amount of time spent on wilderness issues, based on a survey of regional wilderness coordinators.

FY 2009 Expenditures by Regional Offices

Category	Amount
Labor Costs	$159,000
Non-Labor Costs	$28,500
Total Expenditures	$187,500

Expenditures by the National Parks

Maintaining wilderness condition requires field level work, from visitor orientation to trail repair to campsite rehabilitation. The NPS accounting system tracks this work by issuing a code for each account that describes the general type of work that was performed with those funds. A list of the most common account codes associated with work in the wilderness was compiled, based on conversations with several wilderness managers at parks.[1] The FY 2009 expenditures for those account codes are grouped below for national parks with designated wilderness areas and national parks with eligible, proposed, or recommended wilderness areas.[2]

FY 2009 Expenditures by Parks

Category	Designated Wilderness Parks	Eligible Wilderness Parks [1]	Total
Backcountry Protection [2]	$4,712,000	$2,164,000	$6,876,000
Backcountry Resources [3]	$959,000	$883,000	$1,842,000
Trails Maintenance [4]	$12,203,000	$8,088,000	$20,291,000
Total	$17,874,000	$11,135,000	$29,009,000

Notes:
1. Includes parks with eligible, proposed, and recommended wilderness.
2. Includes visitor orientation and permitting.
3. Some Resources work that benefitted wilderness conditions might have been billed to a non-backcountry account, so this could be an under-estimate.
4. Accounts do not differentiate between frontcountry and backcountry trail maintenance, so this is an over-estimate.

[1] Protection: P2B, P3B, P7B, P8B, PXB, PYB, PZB, and V8P
Resources: N2B, N3B, N7B, N8B, NPB, NXB, NYB, and NZB
Trails: M2T, M7T, M8T, MAT, MCT, MTT, MWT, and MZT

[2] While the accounting system does not perfectly align with the field work, it does approximate an alternate calculation of the servicewide total. The NPS Strategic Planning Office reports that the total FY 2009 expenditures that went towards GPRA goal 1a10 (Wilderness Condition) were approximately $22,291,000.

Wilderness areas may transcend agency boundaries, requiring joint stewardship and interagency collaboration. Devils Postpile National Monument (top) shares the Ansel Adams Wilderness with the Sierra and Inyo national forests; Great Sand Dunes National Park and Preserve shares the Sangre de Cristo Wilderness (bottom) with the San Isabel and Rio Grande national forests.

Expenditures by Federal Agencies

The National Park Service is one of four federal land management agencies who manage designated wilderness. The table below compares the expenditures by each agency. Both the U.S. Forest Service and the Bureau of Land Management spend more on wilderness as measured by the acre, or as a percent of the total agency budget. Figures for both agencies come from their annual budget requests to Congress, which itemize their expenditures on maintaining or returning wilderness condition.

FY 2009 Expenditures by Agency

Agency	Wilderness Expenditures [1]	Acres of Wilderness	Dollars Per Acre	Total FY 2009 Agency Budget Authority [2] (in Billions)	% of Agency Budget
NPS	$17,874,000	43,536,647	$0.41	$3.7	0.49%
USFS	$45,456,000	35,479,099	$1.28	$7.0	0.65%
FWS	Not Available [3]	20,702,350	Not Available	$2.7	Not available
BLM	$13,528,000	7,796,842	$1.74	$1.6	0.86%

Notes:

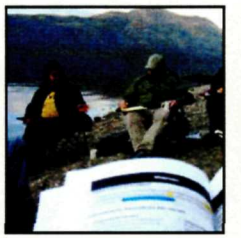
1. All figures are for Designated Wilderness only.
2. Includes funds received from the American Reinvestment and Recovery Act of 2009 as well as Congressionally appropriated and recreation fee fund sources.
3. FWS expenditures were not broken out into wilderness management.
4. Sources: NPS - AFS3 expenditures; FY 2011 Greenbook
   USFS - FY 2011 Budget Justification
   BLM - FY 2011 Budget Justification

Program Priorities

This section of the business plan describes in detail the five overarching priorities the Wilderness Stewardship Program identified to guide its work leading up to 2014, the 50th Anniversary of the Wilderness Act. The five priorities are:

Left to right: A ranger collects scientific data on the rim of Crater Lake, Crater Lake National Park recommended wilderness. Planning staff discuss Wilderness and Wild and Scenic Rivers planning documents in Gates of the Arctic Wilderness. Two backcountry rangers review a campsite evaluation form during field training in Glacier National Park's recommended wilderness. A park hydrologist explains the removal of an earthen dam and area restoration to the Wilderness Leadership Council and the Associate Director of Visitor and Resource Protection in the Phillip Burton Wilderness, Point Reyes National Seashore. Garry Oye, the Division Chief of Wilderness Stewardship, and Rick Obernesser, Deputy Chief of Law Enforcement, Security, and Emergency Services, with a member of the Chilean National Park Service during an international knowledge exchange at Torres del Paine National Park, Chile.

Increase the role of science in wilderness management



Guide parks through the formal Wilderness Stewardship Planning and Designation process

Strengthen workforce development

Reinforce support for park wilderness managers through improved communication

Improve connections with partners

Within each section, the supporting goals of each priority are presented, including the specific actions to be undertaken in the next three to five years, and ways to measure the program's success. Further, each action item is notated with the level of funding currently available to expend on the action, if no functional increase in operational funds occurs.

Together, these priorities seek to advance the presence of national wilderness leadership in the National Park Service, improve stewardship of wilderness resources, and better support field operations and workforce development.

Gates of the Artic Wilderness (photo courtesy of Clint Talley).

How often we speak of the great silences of the wilderness and of the importance of preserving them and the wonder and peace to be found there. When I think of them, I see lakes and rivers of the North, the muskegs and expanses of tundra, the barren lands beyond all roads. I see the mountain ranges of the West and the high, rolling ridges of the Appalachians. I picture the deserts of the Southwest and their brilliant panoramas of color, the impenetrable swamplands of the South. They will always be there and their beauty may not change, but should their silences be broken, they will never be the same.

- Sigurd F. Olson, American author, environmentalist, and advocate for the protection of wilderness

Priority: Increase the Role of Science in Wilderness Management

Sound management decisions rely on sound science. Appropriate wilderness stewardship requires objective, scientific knowledge as a baseline to direct management actions. The Wilderness Stewardship Program outlines the following actions to improve the scientific foundation of wilderness management.

Establish Wilderness Character as a Cornerstone of Wilderness Stewardship

Planned Action:
The 1964 Wilderness Act requires the preservation of wilderness character. As defined by Landres et al [2008] in *Keeping it Wild*, Wilderness Character is composed of four universal qualities: untrammeled, undeveloped, natural, and with opportunities for solitude or a primitive form of recreation. Although wilderness stewardship entails the preservation of wilderness character, most wilderness park units do not track the trend or condition of wilderness character, and management actions are not weighed against the overall impact to wilderness character.

The Wilderness Stewardship Program created the Wilderness Character Integration Team (WCIT) to develop and implement a framework to establish wilderness character as the cornerstone of wilderness stewardship, in order to improve the quality, consistency, understanding of, and scientific underpinning of wilderness stewardship. (Partially Funded, starting FY 2010)

Success Metric:
The program will assemble the field-based, interdisciplinary Wilderness Character Integration Team (WCIT) by FY 2010. In conjunction with WCIT, develop a 2 year work plan to implement wilderness character integration, with defined goals, action items, and timeline by early FY 2011.

Establish Wilderness Character Baseline Assessments

Planned Action:
To conserve wilderness character, parks must first understand the type and condition of wilderness character found within its wilderness areas. The Wilderness Stewardship Program, in coordination with the Wilderness Character Integration Team, will work with park units to assess character and establish an initial wilderness character baseline. (Partially Funded, starting FY 2011)

Success Metric:
100% of parks with designated wilderness will complete a wilderness character baseline assessment by the end of FY 2014.

Planned Action:
To understand the effects of management decisions on wilderness character and adapt management actions accordingly, wilderness character must be monitored to evaluate condition status and trend. Together, the program and WCIT will work with parks to implement monitoring plans at the park unit level. (Partially Funded, starting FY 2011)

Success Metric:
100% of parks with designated wilderness will initiate wilderness character monitoring by the end of FY 2015.

Planned Action:
The program and WCIT will develop baseline assessment and monitoring tools, such as a wilderness character database template, and provide assistance to parks in their use. (Partially Funded, starting FY 2010)

Success Metric:
A database template for wilderness character monitoring will be created by FY 2011, a data steward

A ranger talks about resources in Everglades National Park, framed by a satellite photo of the area (top). Sea level rise from climate change may have significant impacts on the Everglades ecosystem, including the Everglades' Marjory Stoneman Douglas Wilderness, the largest wilderness area east of the Rocky Mountains. 60% of the park is at less than 3 feet above mean sea level. Great Egrets (bottom) are one of the many bird species that make their home in the Everglades, where wading bird colonies have already shrunk by 90%.

assigned by FY 2012, and a yearly Servicewide database roll-up will be started by end of FY 2014.

Develop Climate Change Adaptation Strategy for Wilderness

Planned Action:
Wilderness areas, as large tracts of unmodified land, will play a major role in ecosystem response to climate change. The Wilderness Stewardship Program will coordinate efforts with the National Park Service Climate Change Program to engage in the development of Servicewide climate change science, policy, adaptation, and communication response. (Partially Funded, starting FY 2010)

Success Metric:
At least one wilderness representative will serve on climate change working groups, coordinated by the Climate Change Program, by the end of FY 2011.

Planned Action:
Work with the Wilderness Character Implementation Team to develop a framework to preliminarily address climate change from the wilderness character perspective, such as conducting scenario planning through the lens of wilderness character impacts and wilderness policy requirements. (Partially Funded, starting FY 2011)

Success Metric:
Complete framework by end of FY 2012.

Planned Action:
The program will integrate climate change considerations into park level Wilderness Stewardship plans. (Funded, starting FY 2011)

Success Metric:
Any new planning document incorporating wilderness stewardship will address climate change response.

Planned Action:
Conduct geospatial analysis to identify which eligible and proposed wilderness areas are the best anchors for climate change adaptation (e.g., the greatest value to landscape connectivity, biodiversity protection, and wildlife corridors), and prioritize these areas in the wilderness designation process for future Congressional action. (Partially Funded, FY 2010)

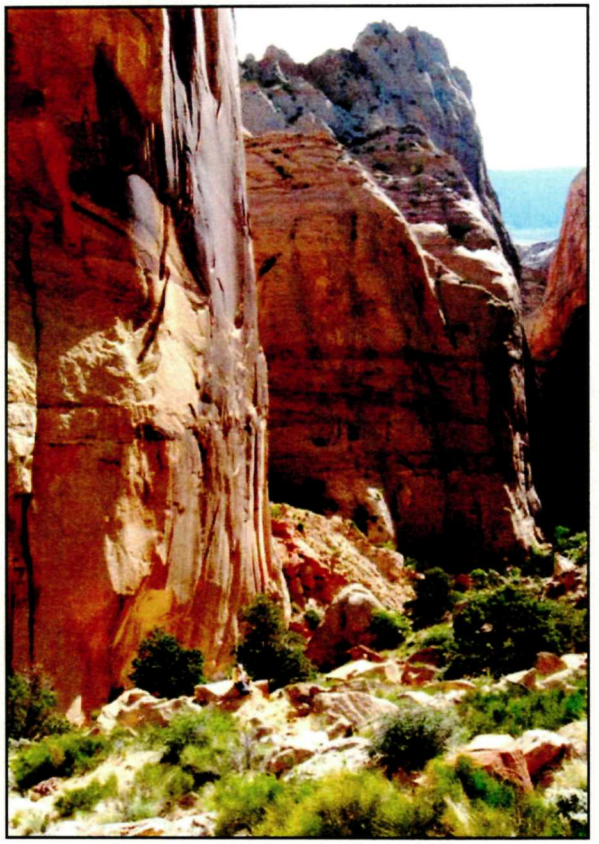
Success Metric:
Produce geospatial maps with analysis results for at least one region, and compile a list of the top two wilderness designation priorities per region, based on results. Based on these prioritization measures and in coordination with the Wilderness Leadership Council, the program will get one wilderness area per region fully up to date in the designation process requirements and ready to be designated by Congress by 2013.

Distribute Scientific Information to Managers

Planned Action:
To address the application of science to wilderness stewardship and demonstrate the breadth of scientific disciplines that guide effective wilderness management, the Wilderness Stewardship Program will author a wilderness-specific edition of *Park Science*. (Funded, starting FY 2010)

Success Metric:
Publish a wilderness-specific edition of *Park Science* by FY 2012.

Planned Action:
To improve accessibility of scientific information, the program will coordinate with the Aldo Leopold Wilderness Research Institute to develop annotated bibliographies to synthesize research on particular issues relevant to wilderness and distribute them to park managers. (Unfunded)



Recommended wilderness, Capitol Reef National Park.

The great purpose is to set aside a reaonable part of the vanishing wilderness, to make certain that generations of Americans yet unborn will know what it is to experience life on undeveloped, unoccupied land in the same form and character as the Creator who fashioned it... It is a great spiritual experience. I never knew a man who took a bedroll onto an Idaho mountainside and slept there under a star-studded summer sky who felt self-important the next morning. Unless we preserve some opportunity for future generations to have the same experience, we shall have dishonored our trust.

- Senator Frank Church, floor sponsor of the 1964 Wilderness Act

Success Metric:
Post, at minimum, two annotated bibliographies on the NPS intranet (InsideNPS) wilderness webpage per year until the list is complete.

Planned Action:
The program will actively pursue dialog with the Science Advisor to the Director, and the Associate Director for Natural Resources, on how to improve science-based decision making within wilderness management. (Unfunded)

Success Metric:
Meet at least once per year with the Science Advisor to the Director. Bring the Science Advisor to a Wilderness Leadership Council (WLC) meeting at least once every 2 years, and maintain a seat on the WLC for the Associate Director of Natural Resources.

Priority: Guide Parks through Formal Wilderness Stewardship Planning and Designation Processes

Formal wilderness stewardship planning provides park units with a strategic plan and decision framework for consistent, well-considered wilderness resource conservation. Congressional designation of wilderness strengthens conservation of wilderness resources by changing wilderness protection from administrative protection to legal protection, a much stronger guarantee of protection. Stewardship planning and Congressional designation are both necessary to ensure adequate, long-term conservation of wilderness resources. The Wilderness Stewardship Program outlines below the actions it will take to conserve wilderness resource for future generations.

Implement Wilderness Fellows Program

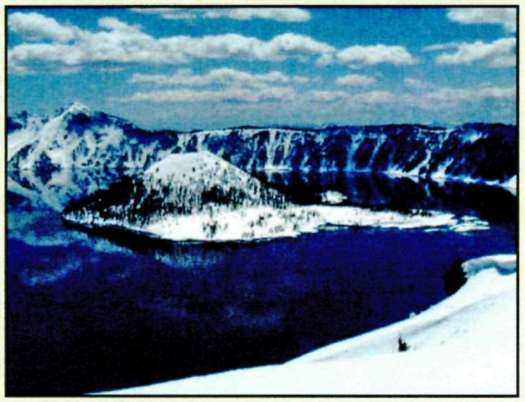
Planned Action:
Only 25 out of 60 NPS wilderness areas have formal planning documents that address stewardship of wilderness resources. The Wilderness Fellows Program provides graduate student interns to parks to help incorporate wilderness stewardship considerations into park planning documents, such as wilderness stewardship plans or backcountry management plans. Fellows are also involved in wilderness character assessment. The Wilderness Stewardship Program will develop and maintain a 4-7 student Wilderness Fellows Program each year. (Funded for FY 2010, Unfunded in future years)

Success Metric:
The number of NPS wilderness areas that initiate a process to include specific wilderness stewardship plans in a relevant park planning document or a stand-alone Wilderness Stewardship Plan will increase by 20% each year.

Support Parks through the Wilderness Designation Process

Planned Action:
Although the 1964 Wilderness Act mandated the National Park Service to evaluate the possible wilderness suitability of its lands, NPS still has areas that have not yet been formally assessed for wilderness resources. To address this gap in compliance, the program will finish formal assessment of NPS lands in order to complete identification of eligible wilderness areas. (Partially Funded, starting FY 2010)

Success Metric:
100% of eligibility assessments completed by FY 2014.



Top to bottom: Eligible wilderness, Big Cypress National Preserve. Recommended wilderness, Crater Lake National Park. Recommended wilderness, Sleeping Bear Dunes National Lakeshore.

Planned Action:
The Wilderness Stewardship Program will work to:

1. Complete formal wilderness studies on eligible wilderness to create proposed wilderness area determinations.
2. Complete agency and federal review steps to move proposed wilderness to recommended wilderness status.
3. Facilitate, where possible, the transformation of recommended wilderness to designated Wilderness. (Partially Funded)

Success Metric:
Initiate two to three formal wilderness studies on eligible wilderness per year. Complete a workload analysis, then develop and implement a strategic plan to move proposed wilderness areas to recommended wilderness status in order to clear the backlog of unfinished proposals.

Planned Action:
Congressional designation of wilderness entails fulfillment of specific legal requirements, such as official delineation and mapping of designated wilderness boundaries. The program will work with park units to facilitate timely submittal of these legal requirements. (Unfunded)

Success Metric:
100% of newly designated Wilderness areas will complete legal boundary requirements within 18 months of designation. The program will work with park units to fully identify the backlog of incomplete legal boundary requirements for National Park Service wilderness areas designated before 2009, and then decrease this backlog by 50% by 2014.

Priority: Strengthen Workforce Development

Knowledge of wilderness resource value, and the legal and ethical responsibilities associated with wilderness, gives managers the ability to implement appropriate wilderness stewardship objectives and raises awareness about the role of wilderness in the National Park System. A significant number of National Park Service employees have received either minimal or no formal wilderness education or stewardship training.

Expand Reach of Training Opportunities

Planned Action:
The Program will increase national, regional, and park level upper management awareness of and participation in national and regional Wilderness Stewardship Training courses. (Partially Funded)

Success Metric:
By 2014, increase by 50% the number of managers who have attended a Wilderness Stewardship Training course.

Planned Action:
Park staff need basic wilderness understanding to effectively steward wilderness resources. The program, in collaboration with the Arthur Carhart Wilderness Training Center, will conduct unit wilderness workshops at individual wilderness parks, tailored to their specific needs. (Partially Funded)

Success Metric:
By FY 2014, increase by 25% the number of parks that have received unit workshops within the last 5 years. Decrease by 50% the number of wilderness parks that have never received a unit wilderness workshop.

Top to bottom: Glacier National Park backcountry rangers receive wilderness training in the field. 2010 Wilderness Stewardship Division Program interns and Steve Shackelton, Associate Director of Visitor and Resource Protection, in front of the Albert Einstein sculpture in Washington, DC.

By FY 2013, train and deploy four to six individuals to serve as unit workshop lead instructors, as a collateral duty responsibility.

Planned Action:
Work with the Arthur Carhart Wilderness Training Center to increase the number of Carhart online courses. (Unfunded)

Success Metric:
Increase the number of online courses and online participants by 50% over the next 5 years.

Coordinate Internal and External Training

Planned Action:
Interact and coordinate with other NPS training staff and programs, such as Fundamentals and the New Superintendent Academy, to educate employees system-wide about the relationship of wilderness to the overall NPS mission. (Partially Funded)

Success Metric:
By 2014, work with the Learning and Development Office and NPS training centers to incorporate wilderness messages into two Servicewide training programs.

Planned Action:
Tie wilderness training sessions in with field implementation of other program priorities, such as Wilderness Character Monitoring. (Partially Funded, starting FY 2011)

Success Metric:
Conduct at least three trainings per year that combine unit wilderness workshops with park-specific training for program initiatives.

Establish a Young Professional Recruitment Program

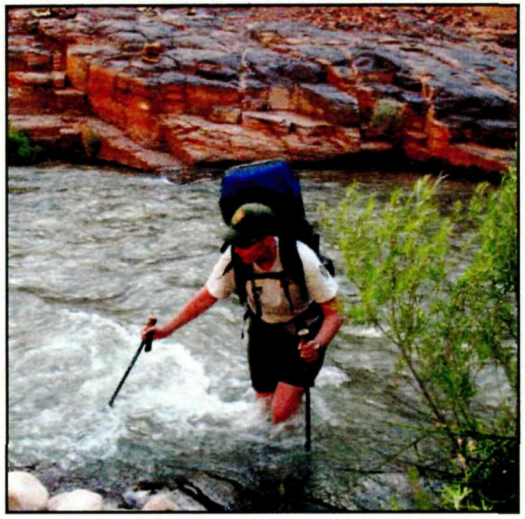
Planned Action:
To foster wilderness understanding, relevancy, diversity, and workforce continuity, the program will implement a recruitment program targeted to students and young professionals, consisting of 1) an undergraduate level youth intern program in the national Washington, DC office, 2) a graduate level Wilderness Fellows program dispersed across park units; and 3) a career, entry level young professional intake program. (Partially Funded, starting FY 2010)

Success Metric:
Draft a program charter, identify and fill staff capacity needs, and delineate staff responsibilities by FY 2011. Identify potential sources and secure sustainable funding by FY 2013. Hire at least two national office summer interns each year. Place at least four Fellows at park units each year. Facilitate career-conditional NPS employment for at least one new wilderness professional a year.

Create Professional Standards for Employees Working in Wilderness

Planned Action:
Position descriptions formalize responsibility and accountability for an incumbent. For positions that encompass wilderness stewardship responsibilities, the program will work with the Arthur Carhart Wilderness Training Center to establish wilderness core competencies as the professional standard on which to base position descriptions. (Funded, starting FY 2010)

Success Metric:
The Arthur Carhart Wilderness Training Center will work with the Office of Personnel Management to establish required core competencies at each level of



All in a day's work: crossing a rushing stream in Grand Canyon National Park's recommended wilderness (top); listening for grizzly bear radio collar signals using telemetry equipment to further scientific understanding, Glacier National Park recommended wilderness (bottom).

wilderness management responsibility, by the close of FY 2012.

Planned Action:
Consistent wilderness stewardship at a park unit relies on educated park leadership. The program will work to require wilderness training for superintendents and deputies at parks with designated wilderness. (Partially Funded, starting FY 2011).

Success Metric:
95% of superintendents and deputies of parks with designated wilderness will have attended a Wilderness Training Course by FY 2014.

Planned Action:
Conversely, effective implementation of management directive relies on educated park staff. The program will encourage all park units with wilderness resources to self-conduct wilderness workshops for all employees, volunteers, and partners on a cyclic basis. (Unfunded)

Success Metric:
By 2014, 25% of parks with wilderness resources self-conduct in-park training about wilderness values and responsibilities on a cyclic basis.

Priority: Reinforce Support for Park Wilderness Managers through Improved Communication

Wilderness managers at national parks apply a set of national regulations and laws to their parks' distinct situations. For consistent policy, communication between all levels of wilderness management is crucial. The Wilderness Stewardship Program has identified the following actions to improve the lines of communication.

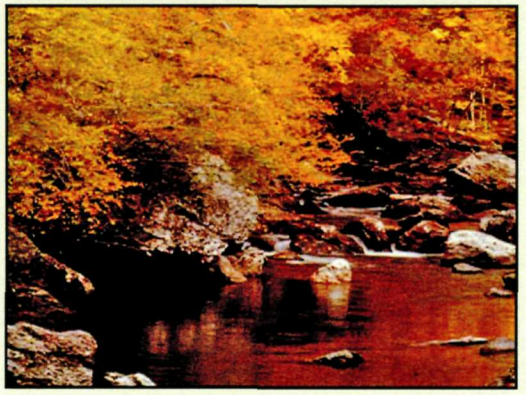
Update Official Guidance

Planned Action:
One of the key documents on the bookshelves of park wilderness managers is Director's Order #41 and its accompanying Reference Manual 41. Now over 10 years old, the Director's Order does not cover issues – such as climate change and wilderness character monitoring – that are relevant for current and future National Park Service management. The Director's Order will be updated, and the Reference Manual will be transitioned to an online resource that will receive ongoing revision to reflect current information. (Funded, starting FY 2010)

Success Metric:
Updated Director's Order #41 released and an adaptive, online Reference Manual, with relevant library of resource links, posted on InsideNPS and www.wilderness.net by the close of FY 2011.

Planned Action:
In addition to the Director's Order, emerging or complex topics are often covered by white papers that are issued by the Wilderness Leadership Council and/or the Wilderness Stewardship Program. Starting in FY 2011, the Wilderness Stewardship Program will survey park wilderness managers to find out which specific topics should be tackled next. (Funded, starting FY 2011)

Success Metric:
Guidance priority list developed and updated biennially; 1-2 new or revised papers completed each year.



Wilderness areas encompass a huge range of ecosystems. Pictured above, from top to bottom: Saguaro Wilderness; Cumberland Island Wilderness; Great Smoky Mountains recommended wilderness.

Improve Communication Structure

Planned Action:
The Wilderness Stewardship Program will retool the internal NPS wilderness website to provide intuitively located, up-to-date information about training, policy, and education opportunities (Funded, starting FY 2010).

Success Metric:
New website structure released by FY 2011 with quarterly updates and all major website categories populated with relevant information by FY 2012. 100% wilderness manager knowledge of InsideNPS webpage, 100% use as a reference and resource of wilderness information.

Planned Action:
Promote the use of connect.wilderness.net for peer-to-peer dialog and wilderness.net as a source of interagency wilderness information and wilderness management resources. (Funded, continuing FY 2011). Strategic communication, both in content and delivery, is essential for effective transfer and solid understanding of information. The program will develop a wilderness communication plan to improve its ability to effectively engage and educate internal and external partners. (Unfunded)

Success Metric:
100% wilderness manager and wilderness superintendent knowledge of the www.wilderness.net. The program will work to secure funds to engage an outside contractor to help develop a Wilderness Stewardship Program communication plan, with completion by 2014.

Increase the Role of Regional Wilderness Coordinators

Planned Action:
Regional wilderness coordinators serve as an information link between the national office and park units. When park managers look for policy guidance or technical assistance, the first contact person should be the regional wilderness coordinator. Staffing levels, though, vary across regions: only two regional coordinators are able to spend more than 25% of their time on wilderness issues. As a result, parks are often left to informal and inefficient methods for answering their questions. Securing additional funding – either from an increase to the national office budget or from an increase from the regional offices – would allow these positions to convert from what are generally collateral duties to more substantive resources for parks. Additional communication with the National Leadership Council and upper management, in order to provide information about the Wilderness Stewardship Program and the strategic business plan, is necessary to garner support to increase participation at the regional office level. (Partially Funded by Regional Office)

Success Metric:
A minimum of a 0.5 FTE employee dedicated as a regional wilderness coordinator in each NPS region.

Wilderness areas provide sanctuary for wildlife by conserving large tracts of land, helping prevent habitat fragmentation, and decreasing stress caused by modern human pressures. Top to bottom: Northwestern salamander, Olympic Wilderness; Grizzly Bear and Sockeye Salmon, Katmai Wilderness; Ferruginous Pygmy Owl fledglings, Organ Pipe Cactus Wilderness.

Database Management

Planned Action:
Information about wilderness units in the National Park Service is located in a variety of isolated spots. A centralized database would contain basic information on wilderness units: acreage, current wilderness status, legislative history, and current contact information, for example. The database would also be used to track lawsuits, pending legislation, and the planning process. (Partially Funded)

Success Metric:
Database structure developed and 100% of basic wilderness information accuracy assessed and entered by close of FY 2012. 25% of training, policy, other additional information entered each year; database will be fully populated by FY 2014.

Priority: Improve Connections with Partners

Internal and external connections build program capacity and increase understanding of relevancy. Identified below are actions the Wilderness Stewardship Program will take to increase connections with internal and external partners, and build relevancy with general public.

Increase Collaboration with Other NPS Divisions and Directorates

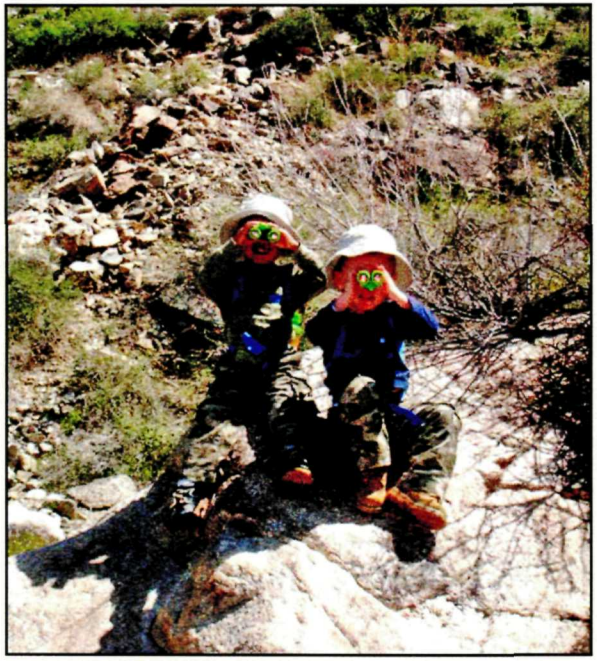
Planned Action:
Collaborating with other divisions and directorates will help increase the relevancy of wilderness as an essential component of the overall stewardship of park units. Collaboration will include, but is not limited to:

- Fire and Aviation Management Division – Increase coordination of fire management and wilderness stewardship.
- Planning Division – Pursue opportunities to integrate wilderness stewardship planning in park planning documents such as general management plans.
- Natural Resources Directorate – Improve scientific understanding of issues that affect wilderness, build communication between scientists and managers, and collaborate to develop and integrate a wilderness character monitoring system.
- Cultural Resources Directorate – Update and clarify guidance on management of cultural resources in wilderness and increase understanding of the value of cultural resources in wilderness.
- Interpretation and Education Directorate – Pursue opportunities to integrate wilderness messages in outreach and education materials.
- Public Health Division – Actively engage in the multidisciplinary One Health and Healthy Parks Healthy People initiatives to increase National Park relevancy and improve public health.
- Learning and Development – Coordinate and integrate training course content development with Learning and Development (Funded).

Success Metric:
In the next 3 years, increase by 50% the amount of wilderness staff time devoted to work with non-wilderness divisions and external partners.

Improve Communication

Planned Action:
To increase understanding of the Wilderness Stewardship Program's activities and demonstrate accountability, the program will produce an annual report to review the previous year's accomplishments and update future actions, based on business plan goals. (Funded)



Two children take a closer look at the natural world, Spirit Mountain Wilderness, Lake Mead National Recreation Area.

Success Metric:
An annual report will be produced each March.

Planned Action:
Awareness and appreciation of the National Park Service role in wilderness conservation is dependent on accessible public information. The program will provide relevant information about wilderness and the role of the National Park Service on the public NPS website, and will continue to leverage funds with the other wilderness managing agencies to support Wilderness.net. (Partially Funded)

Success Metric:
The external NPS website will be overhauled and updated by the 50th Anniversary of the Wilderness Stewardship Act in 2014, with a goal of a 20% increase in website hits within a year of completion. Wilderness.net will maintain or improve the average yearly number of website hits.

Planned Action:
Assist parks in developing wilderness pages on park websites. (Unfunded)

Success Metric:
20% increase per year in wilderness specific pages on park websites for parks that contain wilderness.

Planned Action:
To increase relevancy and engage youth, the program will work to leverage funds through the Arthur Carhart Wilderness Training Center to modernize the interdisciplinary K-8 Wilderness and Land Ethic Curriculum. Specifically, Carhart will update curriculum interactivity, ensure lessons meet academic standards, enhance delivery through a blend of classroom and web-based experiences, and introduce students to a conservation career through virtual electronic field trips. This will also include conversion of the Wilderness Views interactive online education site from a classic format into a Flash-based interface to more effectively engage and communicate with today's diverse English and Spanish-speaking youth. (Unfunded)

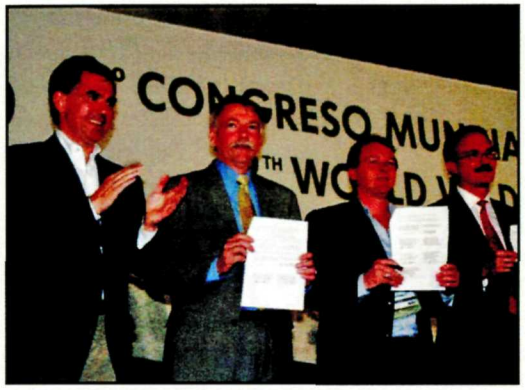
Success Metric:
Carhart's goal will be to obtain at least a 25% increase in K-8 curriculum use within 2 years of the curriculum modernization.

Planned Action:
The program will explore multi-media and social media outreach mediums to educate about wilderness value and the National Park Service role in wilderness preservation. (Funded, FY 2010)

Success Metric:
By the close of FY 2010, the program will develop a 3-minute high definition outreach video to emphasize wilderness value. In FY 2011, the video will be posted on the public National Park Service website and distributed to park units with wilderness resources in FY 2011. The program will incorporate at least one type of social outreach medium in the public National Park Service wilderness website by 2014.

Planned Action:
The 50th Anniversary of the 1964 Wilderness Act is an excellent opportunity to highlight National Park Service wilderness accomplishments and increase awareness of wilderness value. The program will coordinate with other agencies and external partners to celebrate the anniversary and use it as an outreach medium. (Partially Funded, starting FY 2011)

Success Metric:
The percentage of wilderness staff time devoted to the Wilderness Act 50th Anniversary activities will increase each year, peaking at 10% in FY 2014.



Jon Jarvis, Director of the National Park Service, with other North American leaders at World Wilderness Congress, November 2009 in Merida, Mexico (top) (photo courtesy of Michael Olwyler). University students conduct scientific research under the guidance of NPS staff, Great Sand Dunes Wilderness (bottom).

Stabilize Wilderness Leadership Council Funding

Planned Action:
The Wilderness Leadership Council (WLC) serves as an advisory body to the Director and the Wilderness Stewardship Program, and provides a forum for collaborative, multi-discipline, grass-roots service initiatives. To assist the continued viability of the WLC, the program will work to provide stable funding to cover travel and facilitation for WLC. (Unfunded)

Success Metric:
A travel and facilitation account established with a stable funding source identified through 2020.

Provide Guidance for International Agencies

Planned Action:
To further international leadership in wilderness and conservation management, the program will provide wilderness management expertise and improve collaboration with emerging and established international governmental conservation agencies. (Partially Funded)

Success Metric:
Engage in two international technical assistance trips per year, and collaborate with the International Affairs Program to assist with 5-7 international delegation presentations per year. National, regional, and park staff all contribute to this metric.

Maintain Levels of Interagency Cooperation

Planned Action:
The program will continue to foster and improve interagency wilderness management relationships through committee participation and knowledge sharing, and will invite additional collaboration opportunities where feasible. (Funded)

Success Metric:
Continue participation in the Wilderness Policy Council and the Interagency Wilderness Steering Committee with a minimum of 90% attendance.

Engage Non-government Organizations (NGOs) and Universities

Planned Action:
The program will continue to provide avenues for coordination with nonprofit organizations and universities in order to expand the breadth of influence and improve effective capacity for initiatives. (Partially Funded)

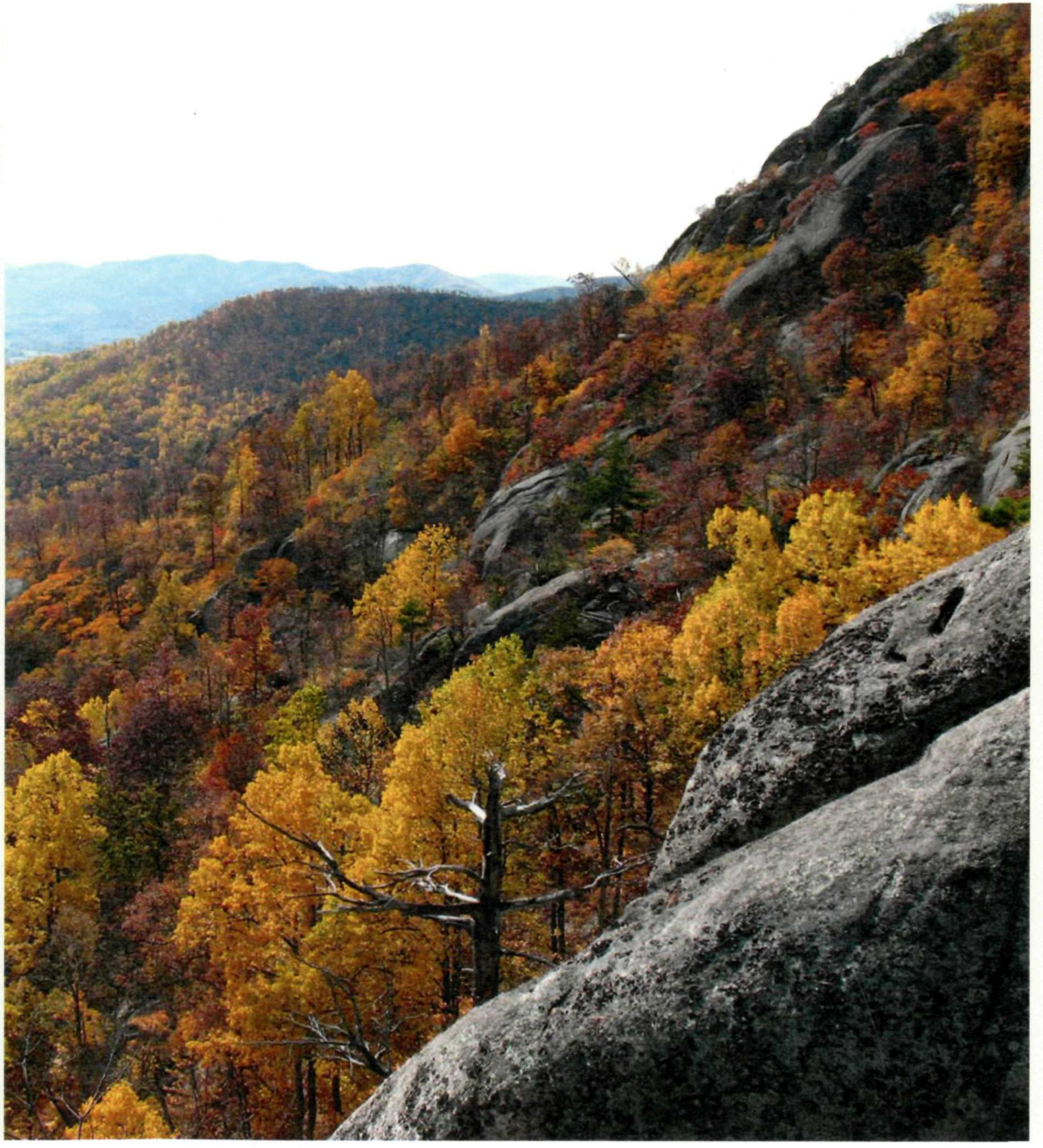
Success Metric:
Create volunteer opportunities through the National Wilderness Stewardship Alliance by FY 2013. Collaborate with Duke University and Yale University to complete at least three Master's Thesis Projects by 2014.

Planned Action:
Stewardship of wilderness requires visitor stewardship as well as park stewardship. The program is a longstanding partner with the Leave No Trace (LNT) Center for Outdoor Ethics. A National Park Service representative from the Wilderness Stewardship Program serves as a non-voting board member and attends one LNT Board of Director's Meeting annually. The program will continue to strengthen the LNT partnership, promote LNT education within the National Park Service, and provide national leadership in wilderness ethics. (Partially Funded)

Success Metric:
By FY 2012, each National Park Service region will have a designated outdoor ethics coordinator. Coordinators will participate in a monthly conference call and attend a yearly meeting.

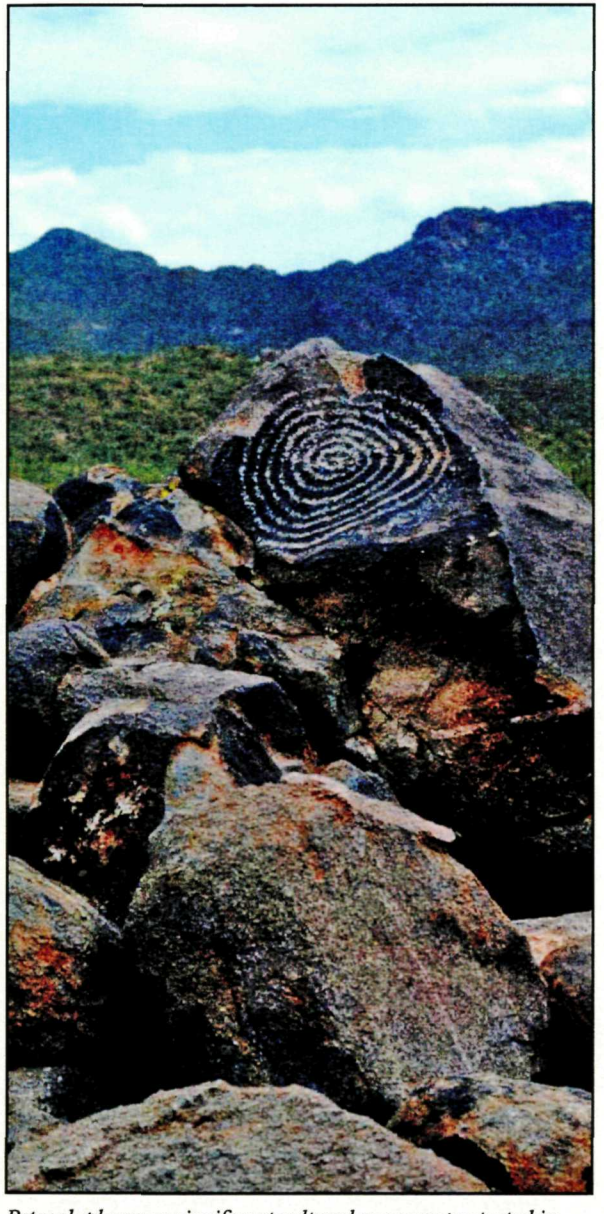
Planned Action:
The program will continue to engage universities in wilderness stewardship related projects. (Funded)

Success Metric:
Over the next 5 years, expand by 10% the number of collaborative initiatives the program is engaged in with non-governmental organizations and/or universities.



Right: Fall erupts in a blaze of color, Shenandoah Wilderness.

Organizational Chart

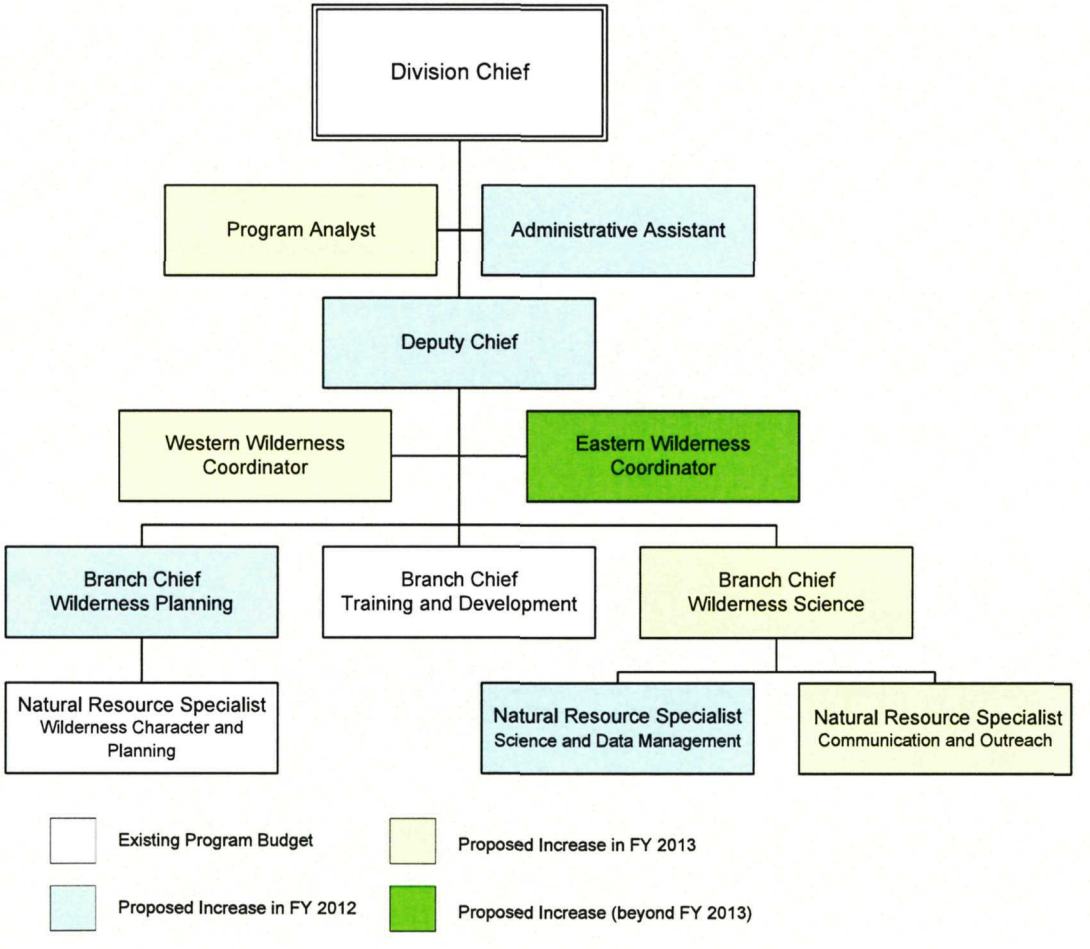


Petroglyphs are a significant cultural resource protected in the Saguaro Wilderness.

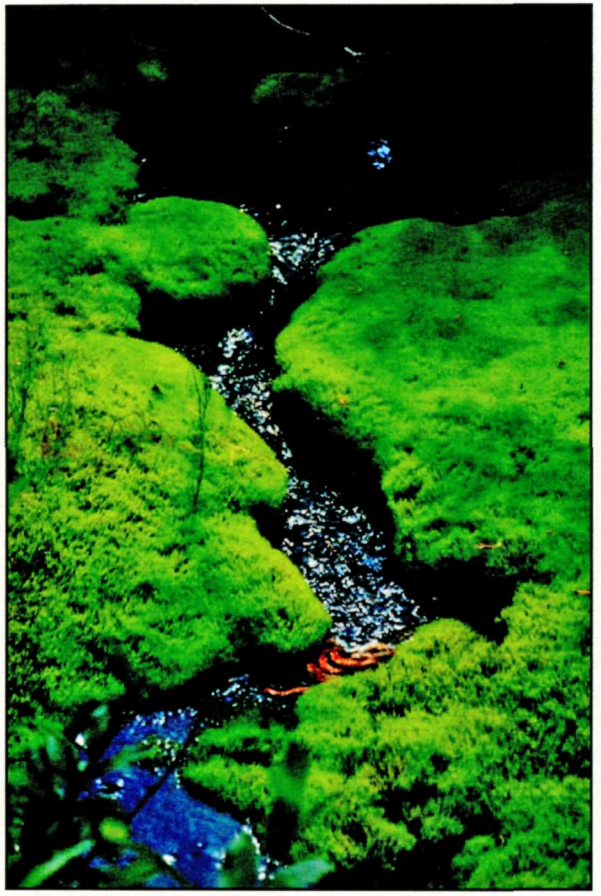
Many of the actions listed in the program's priorities are listed as partially funded. The extent to which the program can meet the success metrics depends on staffing and funding constraints. For example, in order to have every park unit with designated Wilderness implement wilderness character monitoring by 2014, an additional employee would need to spend half of his/her time on the project.

Proposed Organizational Structure

With the five overarching priorities in mind, the program sketched out the organizational structure required to fully accomplish all of the proposed actions by the 50th Anniversary of the Wilderness Act.



Acknowledgements



Kobuk Valley Wilderness.

Thousands of tired, nerve-shaken, over-civilized people are beginning to find out that going to the mountains is going home; that wilderness is a necessity, that mountain parks and reservations are useful not only as fountains of timber and irrigating rivers, but as fountains of life.

- John Muir, American naturalist, author, and early advocate of the preservation of wilderness.

We would like to thank the following people for their generous help and support. Without all of their efforts, this business plan would not have been possible:

National Wilderness Stewardship Program:
Tim Devine, *National Wilderness Training Program Manager*
Erin Drake, *Communications Intern*
Garry Oye, *Division Chief*
Ryan Scavo, *Program Assistant*
Wade Vagias, *Natural Resource Specialist*

Regional Wilderness Coordinators:
Judy Alderson, *Alaska Region (previous), Retired*
Mike Bilecki, *Northeast Region, Chief of Resources Management, Fire Island National Seashore*
Chris Holbeck, *Midwest Region, Natural Resource Program Manager*
Mark Kinzer, *Southeast Region, Environmental Protection Specialist*
Adrienne Lindholm, *Alaska Region, Wilderness Coordinator*
Alan Schmierer, *Pacific West Region, Environmental Coordinator*
Suzy Stutzman, *Intermountain Region, Wilderness Coordinator*
Sandra Washington, *Midwest Region (previous), Chief of Planning and Compliance*

Wilderness Leadership Council:
Sean McGuinness, *Wilderness Leadership Council Chair; Superintendent, Upper Delaware Scenic and Recreational River*

National Park Service:
Jessica Bowron, *Budget Analyst, National Interagency Fire Center*
Jason Gibson, *Management Analyst, Business Management Group*
David Harrington, *Deputy Comptroller, National Budget Office*
Lena McDowall, *National Program Manager, Business Management Group*
Anne O'Dell, *Budget Technician, National Budget Office*
Sonya Rowe, *Program Analyst, Visitor and Resource Protection*
Debee Schwarz, *Technical Writer, Visitor and Resource Protection*
Steve Shackelton, *Associate Director, Visitor and Resource Protection*
Bruce Sheaffer, *National Park Service Comptroller*

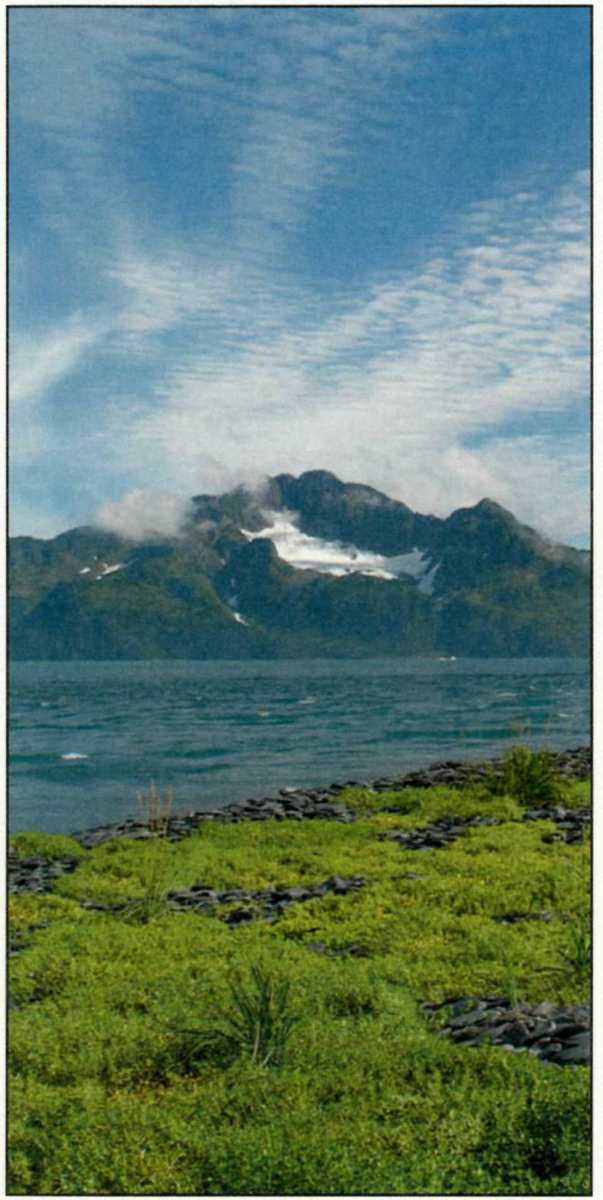
Wilderness Stewardship Program Business Plan Authors:
Ashley Adams, *Natural Resource Specialist, Wilderness Stewardship Division, National Park Service*
Chris Clatterbuck, *Management Analyst, Business Management Group, National Park Service*

Additional Thanks To:
The staff of the Visitor and Resource Protection Directorate, and all of the field staff in wilderness operations.

Photography: NPS Photos (unless otherwise indicated).

Front and Back Covers: Sunrise on Mount Rockwell and Sinopah Mountain, viewed from Cobalt Lake. Glacier National Park recommended wilderness.

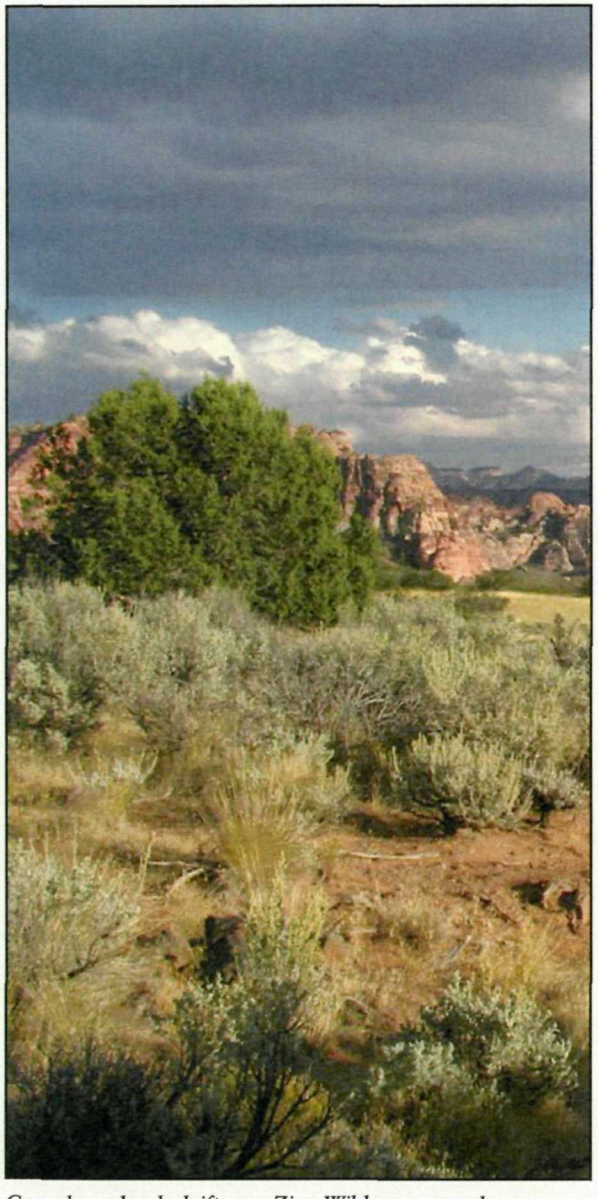
WILDERNESS



High summer on Aialik Bay, Kenai Fjords eligible wilderness (photo courtesy of John Pritz).

DESIGNATED WILDERNESS

Wilderness Name	Park Unit Name	State	Year
Ansel Adams Wilderness	Devils Postpile National Monument	CA	1964
Badlands Wilderness	Badlands National Park	SD	1976
Bandelier Wilderness	Bandelier National Monument	NM	1976
Beaver Basin Wilderness	Pictured Rocks National Lakeshore	MI	2009
Black Canyon of the Gunnison Wilderness	Black Canyon of the Gunnison National Park	CO	1976
Black Canyon Wilderness	Lake Mead National Recreation Area	NV	2002
Bridge Canyon Wilderness	Lake Mead National Recreation Area	NV	2002
Buffalo National River Wilderness	Buffalo National River	AR	1978
Carlsbad Caverns Wilderness	Carlsbad Caverns National Park	NM	1978
Chiricahua National Monument Wilderness	Chiricahua National Monument	AZ	1976
Congaree National Park Wilderness	Congaree National Park	SC	1988
Craters of the Moon National Wilderness Area	Craters of the Moon National Monument & Preserve	ID	1970
Cumberland Island Wilderness	Cumberland Island National Seashore	GA	1982
Death Valley Wilderness	Death Valley National Park	CA/NV	1994
Denali Wilderness	Denali National Park & Preserve	AK	1980
Eldorado Wilderness	Lake Mead National Recreation Area	NV	2002
Gates of the Arctic Wilderness	Gates of the Arctic National Park & Preserve	AK	1980
Gaylord Nelson Wilderness	Apostle Island National Lakeshore	WI	2004
Glacier Bay Wilderness	Glacier Bay National Park & Preserve	AK	1980
Great Sand Dunes Wilderness	Great Sand Dunes National Park & Preserve	CO	1976
Guadalupe Mountains Wilderness	Guadalupe Mountains National Park	TX	1978
Gulf Islands Wilderness	Gulf Islands National Seashore	MS	1978
Haleakala Wilderness	Haleakala National Park	HI	1976
Hawaii Volcanoes Wilderness	Hawaii Volcanoes National Park	HI	1978
Indian Peaks Wilderness	Rocky Mountain National Park	CO	1978
Ireteba Peaks Wilderness	Lake Mead National Recreation Area	NV	2002
Isle Royale Wilderness	Isle Royale National Park	MI	1976
Jimbilnan Wilderness	Lake Mead National Recreation Area	NV	2002
John Krebs Wilderness	Sequoia-Kings Canyon National Parks	CA	2009
Joshua Tree Wilderness	Joshua Tree National Park	CA	1976
Katmai Wilderness	Katmai National Park & Preserve	AK	1980
Kobuk Valley Wilderness	Kobuk Valley National Park	AK	1980
Lake Clark Wilderness	Lake Clark National Park & Preserve	AK	1980
Lassen Volcanic Wilderness	Lassen Volcanic National Park	CA	1972
Lava Beds Wilderness	Lava Beds National Monument	CA	1972
Marjory Stoneman Douglas Wilderness	Everglades National Park	FL	1978
Mesa Verde Wilderness	Mesa Verde National Park	CO	1976
Mojave Wilderness	Mojave National Preserve	CA	1994
Mount Rainier Wilderness	Mount Rainer National Park	WA	1988
Muddy Mountains Wilderness	Lake Mead National Recreation Area	NV	2002
Nellis Wash Wilderness	Lake Mead National Recreation Area	NV	2002
Noatak Wilderness	Noatak National Preserve	AK	1980
Olympic Wilderness	Olympic National Park	WA	1988
Organ Pipe Cactus Wilderness	Organ Pipe Cactus National Monument	AZ	1978
Otis Pike Fire Island High Dune Wilderness	Fire Island National Seashore	NY	1980
Petrified Forest National Wilderness Area	Petrified Forest National Park	AZ	1970



Cumulous clouds drift over Zion Wilderness, newly designated in 2009.

Wilderness Name	Park Unit Name	State	Year
Phillip Burton Wilderness	Point Reyes National Seashore	CA	1976
Pinnacles Wilderness	Pinnacles National Monument	CA	1976
Pinto Valley Wilderness	Lake Mead National Recreation Area	NV	2002
Rocky Mountain National Park Wilderness	Rocky Mountain National Park	CO	2009
Saguaro Wilderness	Saguaro National Park	AZ	1976
Sangre de Cristo Wilderness	Great Sand Dunes National Park & Preserve	CO	1993
Sequoia-Kings Canyon Wilderness	Sequoia-Kings Canyon National Parks	CA	1984
Shenandoah Wilderness	Shenandoah National Park	VA	1976
Spirit Mountain Wilderness	Lake Mead National Recreation Area	NV	2002
Stephen Mather Wilderness	North Cascades National Park	WA	1988
Theodore Roosevelt Wilderness	Theodore Roosevelt National Park	ND	1978
Wrangell-Saint Elias Wilderness	Wrangell-St. Elias National Park and Preserve	AK	1980
Yosemite Wilderness	Yosemite National Park	CA	1984
Zion Wilderness	Zion National Park	UT	2009

Recommended Wilderness*

Park Unit	State
Arches National Park	UT
Assateague Island National Seashore	MD
Big Bend National Park	TX
Bryce Canyon National Park	UT
Canyonlands National Park	UT
Capitol Reef National Park	UT
Cedar Breaks National Monument	UT
Colorado National Monument	CO
Crater Lake National Park	OR
Craters of the Moon National Monument & Preserve	ID
Cumberland Gap National Historic Park	KY
Dinosaur National Monument	CO
El Malpais National Monument	NM
Glacier National Park	MT
Grand Teton National Park	WY
Great Smoky Mountains National Park	TN
Yellowstone National Park	WY
Zion National Park	UT

Proposed Wilderness*

Park Unit	State
Bighorn Canyon National Recreation Area	MT
Cape Lookout National Seashore	NC
Glen Canyon National Recreation Area	AZ
Grand Canyon National Park	AZ
Great Sand Dunes National Park & Preserve	CO
Lake Mead National Recreation Area	AZ/NV
Sleeping Bear Dunes National Lakeshore	MI
Voyageurs National Park	MN

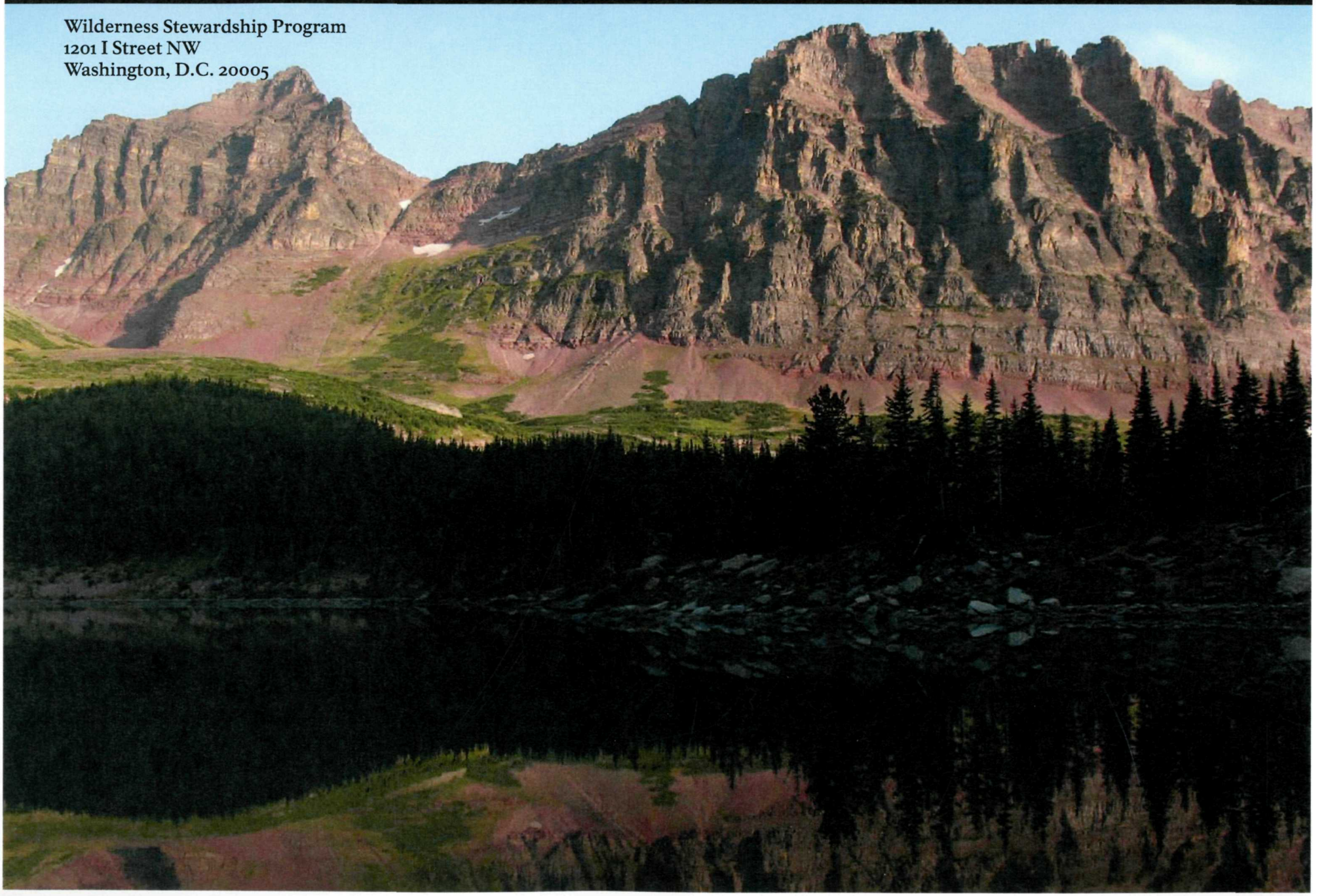
Eligible Wilderness*

Park Unit	State
Aniakchak National Monument & Preserve	AK
Bering Land Bridge National Preserve	AK
Big Bend National Park	TX
Big Cypress National Preserve	FL
Cape Krusenstern National Monument	AK
Chaco Culture National Historic Park	NM
Channel Islands National Park	CA
Denali National Park & Preserve	AK
Gates of the Arctic National Park & Preserve	AK
Glacier Bay National Park & Preserve	AK
Guadalupe Mountains National Park	TX
Katmai National Park & Preserve	AK
Kenai Fjords National Park	AK
Kobuk Valley National Park	AK
Lake Clark National Park & Preserve	AK
Natural Bridges National Monument	UT
Noatak National Preserve	AK
Saguaro National Park	AZ
Wrangell-St. Elias National Park and Preserve	AK
Yukon-Charley Rivers National Preserve	AK

* A park unit can have designated wilderness within its boundaries, yet still have sections of land at different stages in the pre-designation process.

(Opposite) Storm clouds over Eureka Dunes, Death Valley Wilderness (photo courtesy of Jane Cipra).

National Park Service
U.S. Department of the Interior

Visitor and Resource Protection

Wilderness Stewardship Program
1201 I Street NW
Washington, D.C. 20005