

PARK-BY-PARK WILDERNESS DATA BASE

June 2020

This is a working compilation of all legislative and administrative actions regarding wilderness within areas of the national park system. The database encompasses more than 100 national park system areas that contain roadless areas sufficient to make wilderness a possibility.

The database presents only a thumbnail sketch of the wilderness status in the listed parks. The database does not provide information on National Park Service (NPS) management of wilderness, such as whether a park has a Wilderness Plan.

Congress designated has wilderness in 53 park areas. Past Presidents have recommended that Congress designate wilderness in 17 more areas. Wilderness proposals exist for 6 other areas in the lower 48 States, and 13 areas in Alaska. The latter proposals have been sent to the NPS Director or the Secretary of the Interior but have never been transmitted to Congress.

This database was first developed in draft at the direction of former NPS Wilderness Coordinator Wes Henry. He recognized that the NPS did not possess a comprehensive view of its wilderness, although the NPS administers more acres of wilderness than any other agency.

A summary that attempts to recount the 40-year wilderness review of the national park system is certain to commit errors of both omission and commission. Persons having knowledge of such errors should provide that information to Frank Buono, NPS retiree and PEER Board Member, at fwbuono@earthlink.net.

Note: Throughout the text the terms “suitability” and “eligibility” are used interchangeably. The Management Policies 2006, Chapter 6, replaced the requirement to assess park areas for their wilderness “suitability” with the term “eligibility.”

Wilderness Identification and Designation Process

Acadia National Park

Status:

Acadia National Park was established in 1929 with a permanent boundary defined in 1986. The park consists of 47,000 acres, of which 45,000 acres are federally owned. Acadia was in existence in 1964 when the Wilderness Act was signed into law. The Wilderness Act required that the Secretary study all roadless areas of five thousand contiguous acres or more in the national park system at that time for wilderness suitability. **The NPS has not studied Acadia National Park.**

Recommended Next Steps:

- Conduct an assessment to determine if there are any roadless areas in Acadia that are suitable for wilderness.

Amistad National Recreation Area

Status:

Amistad National Recreation Area was formally designated in 1990. The park consists of 58,000 acres, nearly all federally owned. NPS policy as stated in Director's Order of August 2, 1999 requires that the NPS study all lands in the national park system for their suitability as wilderness. **NPS has not studied Amistad National Recreation Area.**

Recommended Next Steps:

- Conduct an assessment to determine if there are any roadless areas in Amistad that are suitable for wilderness.

Aniakchak National Monument and Preserve

Status:

Aniakchak National Monument and Preserve was formally designated in 1980. The park consists of 602,779 acres, all federally owned except for 25,000 acres. The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 required that the Secretary study Aniakchak for wilderness suitability by December 1985 (16 U.S.C. 3205(a)) and recommend such lands for wilderness by December 1987. The NPS conducted a wilderness suitability study and an Environmental Impact Statement on a proposal for Aniakchak wilderness. The NPS found 602,779 acres as suitable for wilderness. The NPS held formal public hearings on the proposal but never transmitted the proposal to the Secretary or made a formal recommendation to the President or Congress as required by ANILCA.

Recommended Next Steps:

- Submit a formal recommendation to the Secretary and the President.

Apostle Islands National Lakeshore

Status:

Apostle Islands National Lakeshore was established in 1970. The park consists of 69,000 acres, 42,000 of that are federally owned, and includes 21 largely undeveloped islands. NPS policy as stated in Director's Order of August 2, 1999 requires that the NPS study all lands in the national park system for their suitability as wilderness. The 1989 general management plan found 97% of the Apostle Islands as suitable for wilderness. NPS did not conduct a study of the suitable areas in Apostle Islands National Lakeshore. However, Congress specifically funded a study in the Fiscal Year 2001 budget. The NPS initiated the study in October 2001. The NPS submitted the wilderness study for public review in July 2003. The NPS conducted a public hearing on the wilderness proposals in August 2003. NPS adopted a Study/EIS in March 2004 that proposed 33,500 acres as wilderness. On December 8, 2004 Congress designated 33,500 acres of the Lakeshore as the Gaylord Nelson Wilderness. The NPS prepared a legal description of the Gaylord Nelson Wilderness and submitted it to Congress in February 2008.

Recommended Next Steps:

None.

Arches National Park

Status:

Arches National Park was proclaimed a national monument in 1929 and redesignated a national park in 1971 with several boundary changes throughout its history. Nearly all lands of the park's 75,000 acres are Federal. The NPS fulfilled all legal obligations to study Arches for suitability, conduct public hearings and submit a wilderness proposal. The last recommendation sent by the President to Congress for Arches wilderness, in May 1978, was for 61,547 acres of wilderness and 8,461 acres of potential wilderness on a map #138-20,014A, dated January 1978. In 1998 Congress added Lost Spring Canyon, part of which is a Bureau of Land Management wilderness study area (WSA). One of 17 parks with a wilderness recommendation submitted to Congress and upon which Congress has not acted.

NPS recommendation listed as potential wilderness, State of Utah lands that are now Federal under Utah School Lands Improvement Act of October 1, 1993.

Recommended Next Steps:

- Adjust the Arches computation of recommended wilderness to account for any State of Utah lands that were recommended as potential wilderness and are now Federal lands.
- Adjust the Arches computation of recommended wilderness to account for 1998 Lost Spring Canyon addition. Notify President and Congress of any adjustments.

Assateague Island National Seashore

Status:

Assateague Island National Seashore was established in 1965. The NPS fulfilled all legal obligations to study Assateague for suitability, conduct public hearings and submit a wilderness proposal. The last recommendation sent by the President to Congress for Assateague wilderness was in December 1974 and recommended 440 acres of wilderness and 4,760 acres of potential wilderness on a map dated July 1974. This was a joint proposal with the U.S. Fish and Wildlife Service for the adjoining Chincoteague National Wildlife Refuge. In a letter of May 11, 1978, the Secretary asked Congress to postpone action on the Assateague proposal "pending further study." The potential wilderness area of 4,760 acres was proposed as only "potential" because of 11 reserved occupancy rights. The last of these rights expired in 1998. One of 17 parks with a wilderness recommendation submitted to Congress and upon which Congress has not acted.

Recommended Next Steps:

- Adjust the wilderness proposal to reflect the expiration of occupancy rights in the recommended potential wilderness. The lands now qualify for recommendation as full wilderness.

Badlands National Park

Status:

Badlands was proclaimed a national monument in 1929 and designated a national park in 1978. On October 20, 1976, Congress designated wilderness in the then-national monument. The NPS completed a legal wilderness boundary map dated July 1977. The

map is numbered #137-20,010B. The NPS also prepared a legal description of the wilderness that is undated but that appears to be from late 1977. The NPS filed the map and description with Congress on February 14, 1978. The map is not on file in the Washington Office.

Recommended Next Steps:

- File updated map with WASO.

Bandelier National Monument

Status:

Bandelier was proclaimed a national monument in 1916. On October 20, 1976, Congress designated wilderness in the national monument. Since 1976 Congress made two additions to Bandelier National Monument. The 1976 additions include the Canada de Cochiti Grant on the south side and Upper Frijoles drainage and Cerro Grande on the northwest side. Congress added 935 acres of Upper Alamo Creek watershed in 1998 and the NPS acquired the lands in 2000. The NPS completed a legal wilderness boundary map dated August 1978. The map is numbered #315-20,014B. The NPS also prepared a legal description of the wilderness that is also dated August 1978. It is unknown if the NPS filed the map and description with Congress. The map and legal description are on file in the Washington Office. Preliminary work has been done during 2011 and 2012 on assessing wilderness eligibility of added and original monument lands but has not yet been approved by park management.

Recommended Next Steps:

- The NPS needs to complete the assessment of added and other lands for wilderness eligibility.

Bering Land Bridge National Preserve

Status:

Bering Land Bridge was formally designated in 1980. The park consists of over 2,784,960 acres, 96% federally-owned. The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 required that the Secretary study Bering Land Bridge for wilderness suitability by December 1985 (16 U.S.C. 3205(a)) and recommend such lands for wilderness by December 1987. The NPS conducted a wilderness suitability study and an Environmental Impact Statement on a proposal for Bering Land Bridge wilderness. The NPS EIS found 2,690,179 acres as eligible for wilderness. The NPS held formal public hearings on the proposal but never transmitted the proposal to the Secretary or made a formal recommendation to the President or Congress as required by ANILCA.

Recommended Next Steps:

- Submit a formal recommendation to the Secretary and the President

Big Bend National Park

Status:

Big Bend National Park was authorized in 1935 and has been expanded several times since then. Nearly all lands of the park's 801,000 acres are Federal. The NPS fulfilled all legal obligations to study Big Bend for suitability, conduct public hearings and submit a wilderness proposal. The last recommendation sent by the President to Congress for Big Bend wilderness, in May 1978, was for 538,250 acres of wilderness and 44,750 acres of potential wilderness on a map #155-20,004-D, dated January 1978. One of 17 parks with a wilderness recommendation submitted to Congress and upon which Congress has not acted. In 1980, Congress added a 24,000-acre Rosillos Mountain ranch to the park. That ranch remains in private hands. In 1987, Congress added the Harte Ranch (also known as the North Rosillos Addition) to Big Bend. In a memo dated September 14, 2002, the NPS determined that 62,700 acres of the North Rosillos Addition (the 1987 addition) were suitable for wilderness. The NPS adopted a Final GMP in 2004 that determined (Appendix E) that 62,700 acres are suitable as wilderness. NPS published the Record of Decision (ROD) for that GMP on November 16, 2004.

Recommended Next Steps:

- Conduct public hearing and develop a wilderness proposal for the Secretary for the North Rosillos Ranch suitable acres of additional lands as wilderness;
- Assess the 1987 Harte Ranch Addition for eligibility as wilderness.

Big Cypress National Preserve

Status:

Big Cypress National Preserve was authorized in 1974 and expanded in 1988. Approximately 90% of the lands in the 700,000-acre park are Federal. Much of the subsurface oil and gas rights remain in non-federal ownership. The NPS fulfilled its legal obligation to study Big Cypress for suitability, conduct public hearings and submit a wilderness proposal. The NPS study concluded that there were no wilderness suitable acres in Big Cypress primarily due to the nonfederal oil and gas rights under the preserve and the abundance of off-road-vehicle trails. The NPS never submitted its zero acres recommendation to Congress. The NPS study, dated August 1979, committed the NPS to restudy the preserve for wilderness suitability within five years, i.e. in 1984. July 6, 2015, the NPS published a wilderness eligibility determination for the original portion of Big Cypress as part of the Backcountry Access plan. That determination found 188,000 of the original Preserve to be eligible.

Congress added substantial lands to Big Cypress in 1988 and required a wilderness study of the added lands. On June 12, 2002, the park superintendent sent a wilderness suitability determination to the Regional Office citing over 335,000 acres as suitable for wilderness in both the original Preserve and the Preserve Addition. The Regional Office did not forward the assessment to the Washington Office. In 2006, the NPS, as part of the GMP for the Big Cypress Addition, found that 109,000 of the 145,000-acre Addition were suitable for wilderness. At the end of 2010, NPS managers conducted another assessment that effectively eliminated 40,000 acres from the eligible category to better foster ORV travel. NPS Deputy Director Wenk signed the revised assessment in May 2011. Of the now-79,000 eligible acres, the Final GMP of December 2011 proposed that

only 46,000 acres be made wilderness. The revised determination was upheld by the Eleventh Circuit Court of Appeals on August 31, 2016.

Recommended Next Steps:

- Forward wilderness proposal for the Original Preserve and 1988 addition to Director and Secretary.

Big South Fork National River and Recreational Area

Status:

Big South Fork consists of 113,000 acres and was established in 1974 and transferred from Army Corps of Engineers to complete NPS administration in 1990. Several thousand acres are nonfederal. The NPS has not completed a wilderness eligibility study for Big South Fork. The NPS began an internal process in 2007 that focused on a 19,000- acre tract known as the “Troublesome-Difficulty” area. The NPS announced in the *Federal Register* on December 20, 2016 that it would assess lands within the Big South Fork and Obed Wild and Scenic River for wilderness eligibility.

Recommended Next Steps:

- Complete a wilderness eligibility assessment and a wilderness study.

Big Thicket National Preserve

Status:

Big Thicket National Preserve was authorized in 1974 and expanded in 1993. Approximately 85% of the lands in the 100,000-acre park are Federal. Much of the subsurface oil and gas rights remain in non-federal ownership. The NPS fulfilled its legal obligation to study Big Thicket for suitability, conduct public hearings and submit a wilderness proposal. The NPS study concluded that there were no wilderness suitable acres in Big Thicket primarily due to the nonfederal oil and gas rights under the preserve. The study was due to the President by March 21, 1979. The NPS study, dated December 1980, concluded that 60,000 acres in 5 out of 12 units in the preserve were a “wilderness objective” area and promised a restudy in the future. The NPS never conducted the restudy and never submitted the zero-acre recommendation to Congress.

Recommended Next Steps:

- Restudy Big Thicket for wilderness suitability including in that restudy an analysis of the 1993 additions.

Bighorn Canyon National Recreation Area

Status:

Bighorn Canyon National Recreation Area was established in 1966. The park contains over 68,000 acres of Federal lands. The NPS studied Bighorn Canyon for suitability, conducted public hearings but never submitted its proposal to the Secretary of the Interior or transmitted it to the President or to Congress. The last proposal recommended 8,108 acres as wilderness in December 1981. That proposal is depicted on a map #617-80,035 and dated April 10, 1981. The study conducted in July 1977 eliminated from consideration 4,739 acres in a roadless area (called area “C”) because of the presence of

67 mining claims. The claims are gone. The study eliminated another roadless area of 11,804 acres (called area “B”) because of potential use of the land for grazing. Grazing does not disqualify land from wilderness recommendation or designation. Roadless areas “D”, “E” and “F” comprise another 11,000 acres that were also not recommended.

Recommended Next Steps:

- Restudy Bighorn Canyon.
- After the restudy, submit a recommendation to the President and Congress.

Biscayne National Park

Status:

Biscayne National Park was established as a national monument in 1968 and redesignated a national park in 1980. The NPS studied Biscayne for suitability, conducted public hearings and concluded that no area of the park was suitable as wilderness. The study was completed in July 1983. The NPS did not submit the study conclusions to the President or Congress. Biscayne contains several undeveloped islands such as the Arseniker Keys, Sand Key and portions of Elliot Key. The NPS concluded that such areas were unsuitable because, from those islands, one could view the Turkey Point Nuclear Power Plant, oceangoing vessels, and jet aircraft associated with Homestead Air Force Base.

Recommended Next Steps:

- Restudy the roadless islands of Biscayne National Park and the keys and creeks south of Caesar Creek for their suitability. The presence of industrial or other manmade facilities outside of wilderness is not normally a basis for disqualifying lands from wilderness consideration IF the lands themselves possess wilderness characteristics.

Black Canyon of the Gunnison National Park

Status:

Black Canyon was proclaimed a national monument in 1933. After several boundary expansions, Congress designated it a national park in 1999. On October 20, 1976, Congress designated wilderness in the then-national monument. In 1999 Congress expanded the unit, renamed Black Canyon a national park and designated 4,419 acres more wilderness. The NPS completed a legal wilderness boundary map dated January 1977. The map is numbered #144-20,017. The NPS also prepared a legal description of the wilderness that is undated. The NPS filed the map and description with Congress on February 14, 1978. The map and legal description are on file in the Washington Office. Maps and legal descriptions for the wilderness, as revised in 1999, have not yet been prepared. Congress added 2,530 acres to the park in 2003. In 2011, the NPS produced a Backcountry Management/Wilderness Stewardship Plan. In it, Appendix A found that 8,447 acres of additional lands in the park were eligible for wilderness. The FONSI for the EA on the Plan has been in the Intermountain Regional Office for 4 years and the Regional Director(s) have yet to sign it.

Recommended Next Steps

- Rewrite legal description and maps to incorporate wilderness as it is configured after the 1999 additions.
- Sign the FONSI for the EA for wilderness management plan that finds over 8,000 more acres as eligible for wilderness.

Bryce Canyon National Park

Status:

Bryce Canyon National Park began as a national monument in 1923 and became a national park in 1924. Nearly all lands of the park's 35,000 acres are Federal. The NPS fulfilled all legal obligations to study Bryce Canyon for suitability, conduct public hearings and submit a wilderness proposal. The last recommendation sent by the President to Congress for Bryce Canyon wilderness, on May 11, 1978, was for 20,810 acres depicted on a map #129-20004-C, dated January 1977. In 1994, the NPS prepared an "in-house" revision to that proposal to encompass 23,667 acres but the proposal had no formal map and was not sent to Congress. One defect in the 1994 proposal was the inclusion of a 50-foot administrative zone of non-wilderness that separated the wilderness from the park boundary. The NPS abandoned the practice of such administrative buffer zones in 1973. The 1978 recommendation excluded lands in T.37S., R.3W, sections 19 and 20, S1/2 because of a soil and moisture control project. That exclusion is apparently no longer valid and is not found in the 1994 proposal. One of 17 parks with a wilderness recommendation submitted to Congress and upon which Congress has not acted.

Recommended Next Steps:

- Adjust 1978 recommendation for Bryce to include the above-described lands.
- Submit the adjusted recommendation to Congress.

Buffalo National River

Status:

Buffalo National River was designated in 1972. On November 10, 1978, Congress designated 10,529 acres of wilderness and 25,471 acres of potential wilderness in Buffalo River. As provided for in the law establishing wilderness, the Secretary converted 24,464 acres of potential wilderness to wilderness by publishing a notice in the *Federal Register* on October 18, 1993. Buffalo River still contains 1,007 acres of potential wilderness. The NPS completed a legal wilderness boundary map dated March 1983. The map is numbered #173-20,036. The NPS also prepared a legal description of the wilderness that is dated July 30, 1989. It is unknown if the NPS filed the map and description with Congress. The map and legal description are on file in the Washington Office.

Recommended Next Steps:

- Analyze the remaining potential wilderness for redesignation.

Canaveral National Seashore

Status:

Canaveral National Seashore was established in 1975. The park contains over 57,000 acres, virtually all Federal. The NPS fulfilled its legal obligation to study Canaveral for

suitability, conduct public hearings and submit a wilderness proposal. The NPS study, dated September 1981, concluded that there were no wilderness suitable acres in Canaveral. The NPS never submitted its zero acres recommendation to Congress.

Recommended Next Steps:

- Restudy Canaveral for wilderness suitability.

Canyon de Chelly National Monument

Status:

Canyon de Chelly National Monument was established in 1931. The park contains 83,000 acres of Federal lands that the Secretary holds in trust for the Navajo Nation. The NPS never studied Canyon de Chelly for suitability, did not conduct public hearings and never submitted a proposal to the Secretary of the Interior or transmitted it to the President or to Congress. The unusual status of the lands is responsible for this inaction. Lands in Canyon de Chelly are within the national park system, and they are Federal lands. Thus, they appear to fall under the study requirement of the Wilderness Act. The United States holds naked title to the lands, but the Secretary holds the lands in trust for the Indian Tribe. A proposal to recommend any part of Canyon de Chelly as wilderness may require the consent of the Navajo Tribal Council.

Recommended Next Steps:

- Initiate contacts with the Navajo Tribal officials to explore the possibility of wilderness study and recommendation.

Canyonlands National Park

Status:

Canyonlands became a national park in 1964. The park's 340,000 acres are Federal lands. The NPS fulfilled all legal obligations to study Canyonlands for suitability, conduct public hearings and submit a wilderness proposal. The last recommendation sent by the President to Congress for Canyonlands, in May 1977, was for 260,150 acres of wilderness and 18,270 acres of potential wilderness, depicted on a map #164-20,015, dated October 1974. In May 1978, the President asked Congress to postpone action on the Canyonlands proposal pending further study. In a map #164-20,015A, dated July 1978, the NPS proposed that Canyonlands contain 287,985 acres of wilderness and 597 acres of potential wilderness. This update included in wilderness the Confluence Road Corridor and Cataract Canyon below Spanish Bottom. The 1978 update was not sent to Congress pending a decision on the White Rim Spur Road. One of 17 parks with a wilderness recommendation submitted to Congress and upon which Congress has not acted.

NPS recommendation listed as potential wilderness, State of Utah lands that are now Federal under Utah School Lands Improvement Act of October 1, 1993.

Recommended Next Steps:

- Revise recommendation to Congress that accounts for State lands recommended as "potential wilderness" that are now Federal lands.

Cape Cod National Seashore

Status:

Cape Cod National Seashore was established in 1961. The park contains 28,000 Federal acres. Cape Cod was in existence in 1964 when the Wilderness Act was signed into law. The Wilderness Act required that the Secretary study all roadless areas of five thousand contiguous acres or more in the national park system at that time for wilderness suitability. The NPS has not studied Cape Cod for wilderness. On January 10, 2005, U.S. District Court for District of Columbia ordered the NPS to prepare a wilderness suitability assessment for Cape Cod. The NPS prepared a suitability assessment for Cape Cod on January 6, 2006. The assessment found that the areas zoned as "Natural" in the parks current General Management Plan were suitable for further study.

Recommended Next Steps:

- Conduct a study to determine if the NPS should propose any suitable areas in Cape Cod be recommended as wilderness.

Cape Hatteras National Seashore

Status:

Cape Hatteras National Seashore was authorized in 1937. The park contains over 26,000 Federal acres of land as well as several thousand acres of waters. Cape Hatteras was in existence in 1964 when the Wilderness Act was signed into law. The Wilderness Act required that the Secretary study all roadless areas of five thousand contiguous acres or more in the national park system at that time for wilderness suitability. The NPS has not studied Cape Hatteras for wilderness.

Recommended Next Steps:

- Conduct an assessment to determine if there are any roadless areas in Cape Hatteras that are suitable for wilderness.

Cape Krusenstern National Monument

Status:

Cape Krusenstern was formally designated in 1980. The park consists of over 659,807 acres, 75% federally-owned. The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 required that the Secretary study Cape Krusenstern for wilderness suitability by December 1985 (16 U.S.C. 3205(a)) and recommend such lands for wilderness by December 1987. The NPS conducted a wilderness suitability study and an Environmental Impact Statement on a proposal for Cape Krusenstern wilderness. The NPS EIS found 633,587 acres as suitable for wilderness. The NPS held formal public hearings on the proposal but never transmitted the proposal to the Secretary or made a formal recommendation to the President or Congress as required by ANILCA.

Recommended Next Steps:

- Submit a formal recommendation to the Secretary and the President.

Cape Lookout National Seashore

Status:

Cape Lookout National Seashore was established in 1966. The park contains over 25,000 acres of Federal lands. The NPS studied Cape Lookout for suitability, conducted public hearings but never submitted its proposal to the Secretary of the Interior or transmitted it to the President or to Congress. The last proposal, in August 1985, recommended 2990 acres as wilderness and 2 acres as potential wilderness. That proposal is depicted on a map #623-20,050D, and dated July 1985. The proposal from August 1985 eliminated from consideration several thousand roadless acres to protect off-road-vehicle use.

Recommended Next Steps:

- Restudy Cape Lookout.
- Submit a recommendation to the President and Congress.

Capitol Reef National Park

Status:

Capitol Reef was proclaimed a national monument in 1937 and redesignated a national park in 1971 with several boundary changes in its history. Over 90% of the park's 242,000 acres are Federal. The NPS fulfilled all legal obligations to study Capitol Reef for suitability, conduct public hearings and submit a wilderness proposal. The last recommendation (May 23, 1977) sent by the President to Congress for Capitol Reef was for 179,815 acres of wilderness and 4,050 acres of potential wilderness, depicted on a map #158-20,016, dated October 1974. In May 1978, the President asked Congress to postpone action on Capitol Reef wilderness pending further study. The 1977 proposal did not include State of Utah lands or lands in the northeast part of the park (Hartnet and Cathedral Valleys) so the NPS could keep open the option of building a tour road. One of 17 parks with a wilderness recommendation submitted to Congress and upon which Congress has not acted.

NPS recommendation listed as potential wilderness State of Utah lands that are now Federal under Utah School Lands Improvement Act of October 1, 1993.

Recommended Next Steps:

- Adjust the Capitol Reef computation of recommended wilderness to account for any State of Utah lands that were not included in recommended wilderness and are now Federal lands.
- Reconsider the exclusion of the northeast part of the park from wilderness recommendation.
- Notify President and Congress of any adjustments.

Carlsbad Caverns National Park

Status:

Carlsbad Caverns was proclaimed a monument in 1923 and designated a national park in 1930. On November 10, 1978, Congress designated wilderness and potential wilderness in the park (320 acres are potential wilderness). As provided for in the law establishing

wilderness, the Secretary is directed to convert potential wilderness to wilderness by publishing a notice in the *Federal Register* when nonconforming uses have ceased. The NPS has not done so at Carlsbad Caverns.

The NPS prepared a legal wilderness boundary map dated May 1980. The map is numbered #130-20,003. The NPS also prepared a legal description of the boundary that is dated October 1980. It is unknown if the NPS filed the map and legal description with Congress. The map and legal description are on file in the Washington Office. In 1978, Congress directed the Secretary to review the remainder of the park to determine the suitability of any non-wilderness lands as wilderness. That study was due to Congress by January 1, 1980. The NPS held a public hearing and conducted the review. The NPS submitted the recommendation in October 1980 and found no additional suitable wilderness.

Recommended Next Steps:

- Analyze the remaining potential wilderness for redesignation.

Cedar Breaks National Monument

Status:

Cedar Breaks was proclaimed as a national monument in 1933. All 6400 acres of park land are Federal. The NPS fulfilled all legal obligations to study Cedar Breaks for suitability, conduct public hearings and submit a wilderness proposal. The recommendation sent by the President to Congress for Cedar Breaks wilderness was for 4,830 acres depicted on a map #154-20000, dated May 1973. The President transmitted this revised proposal to Congress on January 12, 1976. The President reaffirmed that transmittal in a message to Congress on May 11, 1978. One of 17 parks with a wilderness recommendation submitted to Congress and upon which Congress has not acted.

Recommended Next Steps:

None

Chaco Culture National Historical Park

Status:

Chaco Canyon was proclaimed a national monument in 1907 and redesignated a national historical park in 1980. Nearly all of its 33,000 are Federal. The NPS fulfilled all legal obligations to study Chaco Canyon for suitability, conduct public hearings and submit a wilderness proposal. The recommendation sent by the President to Congress found that none of Chaco Canyon was suitable for wilderness. That recommendation was dated August 28, 1971 and appears to be the first NPS determination of zero suitable acres for any area of the national park system.

At the time of the recommendation, the NPS determination was largely based on an NPS proposal that Congress eliminate thousands of acres from the monument's western side and reduce the monument to approximately 17,000 acres. Instead, in 1980, Congress increased Chaco Canyon and renamed it Chaco Culture. The park contains a roadless

area in excess of 10,000 acres on the south and west side and a smaller roadless area on Chacra Mesa. The NPS has never studied the expanded park for wilderness suitability. On September 26, 2000, the NPS gained title to over 1700 acres of State of New Mexico lands, thus removing one possible obstacle to wilderness consideration. In 2004, the park superintendent sent a wilderness suitability assessment for Chaco to the Regional Office. The assessment found 19,800 acres as suitable for designation as wilderness. The area contains four 160-acre Indian allotments. The Regional Office did not forward the assessment to the Washington Office.

Recommended Next Steps:

- Regional Director forward wilderness eligibility determination from 2004 to WASO
- Conduct a new wilderness study for Chaco Culture.

Channel Islands National Park

Status:

Channel Islands was proclaimed a national monument in 1938 and became a much larger national park in 1980, consisting of five islands off the California coast. The law that established the park required that the Secretary study Channel Islands for wilderness suitability and report his findings to Congress by October 1, 1983. The NPS did not conduct the study and never developed a proposal or recommendation within the statutorily-prescribe timeframe. However, on April 24, 2002, the NPS sent a wilderness suitability assessment memo to the Director.

On April 8, 2009, the NPS announced in the *Federal Register* that it was expanding its General Management Plan process to include a Wilderness Study (74 FR 16006). The NPS prepared a Draft GMP/EIS/Wilderness Study at the end of 2013 with a preferred alternative that over 66,000 acres (over 50% of the park's lands) be proposed as wilderness. In April 2016, the NPS signed the Record of Decision for the Final GMP/Wilderness Study and concluded that 1,298 acres should be proposed as wilderness, and 65,278 acres on Santa Cruz and Santa Rosa Islands be proposed as potential wilderness.

Recommended Next Steps:

- Submit a proposal to the Secretary and a recommendation to Congress.

Chiricahua National Monument

Status:

Chiricahua was proclaimed a national monument in 1924. On October 20, 1976, Congress designated wilderness in the national monument. In 1984 Congress added adjacent US Forest Service land that was made wilderness at the same time. Congress designated 2.35 acres of Chiricahua as potential wilderness.

The NPS prepared a legal wilderness boundary map dated January 1977. The map is numbered #145-20,007A. The NPS also prepared a legal description of the boundary that is dated May 1978. The map and legal description do not include the Bonita Creek

Watershed wilderness added in 1984. The NPS filed the map and legal description with Congress on August 11, 1978.

Recommended Next Steps:

- Assess the status of the small parcel of potential wilderness. Redesignate if appropriate.

City of Rocks National Reserve

Status:

City of Rocks National Reserve was established in 1988. Although administered by the State of Idaho under agreement with the NPS, the area contains over 10,000 Federal acres. The NPS has not studied City of Rocks for wilderness suitability.

Recommended Next Steps:

- Conduct an assessment to determine if there are any roadless areas in City of Rocks that are suitable for wilderness.

Colorado National Monument

Status:

Colorado National Monument was proclaimed as a national monument in 1911. All of the park's 20,000 acres are Federal. The NPS fulfilled all legal obligations to study Colorado National Monument for suitability, conduct public hearings and submit a wilderness proposal. The last recommendation sent by the President to Congress for Colorado National Monument was for 13,842 acres of wilderness and 937 acres of potential wilderness, depicted on a map #119-20,006-C, dated January 1978. The President transmitted the revised proposal to Congress on May 11, 1978. One of 17 parks with a wilderness recommendation submitted to Congress and upon which Congress has not acted.

Recommended Next Steps:

None

Congaree National Park

Status:

Congaree Swamp National Monument was established in 1976. On October 24, 1988, Congress designated wilderness and potential wilderness in the national monument (6,840 acres as potential wilderness). As provided for in the law establishing wilderness, the Secretary is directed to convert potential wilderness to wilderness by publishing a notice in the *Federal Register* when nonconforming uses have ceased. The NPS has done so at Congaree Swamp. On May 29, 2014, the NPS redesignated by *Federal Register* Notice 6,690 acres as full wilderness. Thus 150 acres remain as potential wilderness. The May 2014 notice refers only to Federal lands when it stated that "60 acres" remain as potential wilderness. Another 90 acres are nonfederal lands that are also designated as potential wilderness. Conversion of the nonfederal acres awaits NPS acquisition.

The NPS has not prepared any wilderness boundary maps or legal descriptions, as required by law, for Congaree. In 2003, Congress redesignated the national monument as “Congaree National Park” and added 4,576 acres to the Park. In January 2016, the NPS began an eligibility assessment of the lands added in 2003 and of an additional 100 acres the NPS may add to the Park. The NPS has not yet announced the completion of this assessment.

Recommended Next Steps:

- Write a legal boundary description of wilderness.
- Draw a legal boundary map of wilderness.
- Complete the eligibility assessment of land added in 2003.

Coronado National Memorial

Status:

Coronado National Memorial was established in 1941. In 1978, Congress expanded the area to 4,750 acres. All lands except 84 acres are Federal. The NPS has not studied the park for wilderness suitability. The park is bordered on its north by the Coronado National Forest-administered Miller Peak Wilderness and on the south by the State of Sonora, Mexico.

Recommended Next Steps:

- Conduct an assessment to determine if there are any roadless areas in Coronado that are suitable for wilderness. This is particularly relevant for the roadless areas that adjoin the Miller Peak Wilderness in the Coronado National Forest.

Crater Lake National Park

Status:

Crater Lake National Park was established in 1902. All lands of the park’s 183,000 acres are Federal. The NPS fulfilled all legal obligations to study Crater Lake National Park for suitability, conduct public hearings and submit a wilderness proposal. The last recommendation sent by the President to Congress for Crater Lake was for 127,058 acres of wilderness, depicted on a map #106-20,006-E, dated January 1978. That proposal did not include the surface of the lake. The President transmitted the revised proposal to Congress on May 11, 1978. In December 1980, Congress added nearly 23,000 acres of national forest to the park.

The NPS Regional Director wrote to the Director on August 15, 1984 proposing that the NPS alter its recommendation to 166,149 acres to include, among other things, the lands added in 1980. The NPS never transmitted the 1984 recommendation to the Secretary, President or Congress. One of 17 parks with a wilderness recommendation submitted to Congress and upon which Congress has not acted.

Recommended Next Steps:

- Revise the Crater Lake recommendation to include lands added in 1980. Submit to Secretary, President and Congress.

Craters of the Moon National Monument

Status:

Craters of the Moon was proclaimed a national monument in 1924. In October 1970 Congress designated wilderness in the national monument. Congress cited map #131-91,000 of March 1970 when creating the Craters of the Moon wilderness. That NPS map, like all early NPS proposals, created an administrative management exclusion zone between the park boundary and the wilderness boundary. Although the NPS abandoned this approach in 1973, the Craters of the Moon wilderness was enacted before that change. In Craters of the Moon, where the borders of the park and the wilderness were parallel, the buffer zone was 5 chains in some places and 13 chains in others (i.e. 330' or 858'). The NPS filed the above cited map and a December 1970 legal description with Congress. Once filed, that legal description has the force of law. Only one other NPS wilderness (Petrified Forest) has this characteristic.

In hearings on May 5, 1972, Assistant Secretary of the Interior Nathaniel Reed committed to go back and repair the wilderness boundaries to eliminate the management buffer zone. The NPS has never done so. In Proclamation 7373 of November 9, 2000, the President added 661,000 acres to the monument. Over 464,000 of those acres were placed under NPS administration. A number of those acres were former BLM lands in the Great Rift WSA. The proclamation requires that the NPS manage the WSA under the non-impairment standard of FLPMA. The President recommended that Congress designate the Great Rift as wilderness on October 18, 1991. Thus, Craters of the Moon is one of 17 parks with a standing wilderness proposal on which Congress has not yet acted.

Recommended Next Steps:

- Seek technical amendment to revise the legal description to bring wilderness boundary into alignment with old monument boundary.

Cumberland Gap National Historical Park

Status:

Cumberland Gap was established in 1940. All except 12 acres of the park are federally-owned. The park preserves the route of the Wilderness Road, the main artery for the great Trans-Allegheny migration. The NPS fulfilled all legal obligations to study Cumberland Gap for suitability, conduct public hearings and submit a wilderness proposal. The last recommendation sent by the President to Congress for Cumberland Gap was for 12,191 acres of wilderness and 1900 acres of potential wilderness, depicted on a map #380-20,026-C, dated January 1978. The President transmitted the revised proposal to Congress on May 11, 1978. One of 17 parks with a wilderness recommendation submitted to Congress and upon which Congress has not acted. In 2004 Congress added significant new lands to Cumberland Gap totaling 4,500 acres.

Recommended Next Steps:

- Conduct a review of added lands for wilderness suitability.
- Revise the Cumberland Gap recommendation to recognize new lands and include that lands formerly recommended as potential wilderness are now Federal and should be recommended as full wilderness.

- Submit to Secretary, President and Congress.
- Assess the 2004 addition.

Cumberland Island National Seashore

Status:

Cumberland Island National Seashore was established in 1972. On September 8, 1982, Congress designated 8,840 acres of wilderness and 11,718 acres of potential wilderness in the national seashore. The potential wilderness designated by Congress consists largely of salt marsh on the west side of Cumberland Island.

As provided for in the law establishing wilderness, the Secretary is directed to convert potential wilderness to wilderness by publishing a notice in the *Federal Register* on any tract when nonconforming uses have ceased. The NPS has not done so for any tract at Cumberland Island.

The NPS completed a legal wilderness boundary map dated June 1983. The map is numbered #640/20,038E. The NPS also prepared a legal description of the wilderness boundary that is dated June 1983. The legal description does not separately describe the potential wilderness and the wilderness, although the legal map distinguishes them. The NPS filed the map and legal description with Congress on November 9, 1983. The map and legal description are on file in the Washington Office.

The Eleventh Circuit Court of Appeals ruled in June 2004 that NPS violated wilderness act by operating motor vehicle tours on “roads” within wilderness. Congress adjusted wilderness boundaries on December 8, 2004 to exclude the roads and adjust acreage to allow for vehicle tours. Conversion language for “potential wilderness” also amended. New figures (2004) are 9,886 acres of wilderness and 10,500 acres of potential wilderness, with a 231-acre tract to become wilderness immediately upon acquisition.

Recommended Next Steps:

- Assess the status of potential wilderness. Redesignate if appropriate.

Curecanti National Recreation Area

Status:

Curecanti National Recreation Area is administered by the NPS under a cooperative agreement with the Bureau of Reclamation dated February 1965. Curecanti contains 43,000 Federal acres, of which a large portion is water surface of an artificial impoundment called Blue Mesa Lake. The NPS has not studied Curecanti for wilderness suitability.

Recommended Next Steps:

- Conduct an assessment to determine if there are any roadless areas in Curecanti that are suitable for wilderness.

Death Valley National Park

Status:

Death Valley National Monument was proclaimed in 1933. After additions in 1937 and 1952, Congress greatly enlarged Death Valley and designated it a national park on October 31, 1994. On that same date Congress designated 3,158,038 acres as wilderness and 6,840 acres of potential wilderness). As a matter of the 1994 law, not simply NPS policy, the NPS is obligated to administer the potential wilderness as wilderness “insofar as practicable” until the Secretary redesignates the land as wilderness. As provided for in the law establishing wilderness, the Secretary is directed to convert potential wilderness to wilderness by publishing a notice in the *Federal Register* when nonconforming uses have ceased. The NPS has not done so at Death Valley.

The NPS sent final legal descriptions and boundary maps to Congress on July 8, 2010. In an unusual development, the final maps converted over 6,600 acres of the 6,840 designated potential wilderness into wilderness without any publication of a notice in the *Federal Register*. This error is probably attributable to a misconception at the park that the legal description process is a mechanism that may legally convert designated potential wilderness to full wilderness. It is not. Nonetheless, this data base and others will show that 118 acres of potential wilderness remain at Death Valley, as reported by the NPS.

In March 2019, Congress designated approximately 89,000 additional acres in six separate units of Death Valley as wilderness. The same law (P.L. 116-9) also amended the California Desert Protection Act of 1994 to legitimize the Mormon Peak microwave tower located in wilderness designated by the 1994 act.

Recommended Next Steps:

- Assess the status of potential wilderness. Redesignate if appropriate.

Delaware Water Gap National Recreation Area

Status:

Delaware Water Gap National Recreation Area was established in 1965. The park contains over 55,000 acres of Federal lands. The NPS has not studied Delaware Water Gap for wilderness suitability. There are roadless areas in excess of 5,000 acres in the park.

Recommended Next Steps:

- Conduct an assessment to determine if there are any roadless areas in Delaware Water Gap that are suitable for wilderness.

Denali National Park and Preserve

Status:

Denali National Park began life as Mount McKinley National Park in 1917. In 1980, Congress expanded and renamed the park. The park and preserve comprise over 6 million acres, almost all Federal land. Congress designated over 2.1 million acres of wilderness in the park on December 2, 1980. The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 required that the Secretary study the rest of Denali National Park and Preserve for wilderness suitability by December 1985 (16 U.S.C. 3205(a)) and recommend such lands for wilderness by December 1987. The NPS

conducted a wilderness suitability study and an Environmental Impact Statement on a proposal for Denali wilderness. The NPS EIS found 3,726,343 acres as suitable for wilderness. The NPS held formal public hearings on the proposal but never transmitted the proposal to the Secretary or made a formal recommendation to the President or Congress as required by ANILCA.

The NPS referenced as the legal wilderness boundary map a map dated July 1980 and numbered DENA-90,007. The NPS also prepared a legal description of the wilderness and published it in the *Federal Register* on September 30, 1992. It is unknown if the NPS filed the map and description with Congress. The map and legal description are on file in the Washington Office. Congress made a small increase (25 acres) to wilderness in May 2008 to include park lands encumbered by an easement to the Alaska Railroad upon relinquishment of that easement.

Recommended Next Steps:

- Submit a formal recommendation to the Secretary and the President.

Devils Postpile National Monument

Status:

Devils Postpile was proclaimed a national monument in 1911. Although it is a very small park (798 acres), Congress designated 747 acres of the monument as within the Ansel Adams Wilderness that lies mainly in the adjacent Sierra and Inyo National Forests. Congress did so on September 28, 1984. The Forest Service wrote a legal description and drew a map of the boundaries of the Ansel Adams Wilderness, including that part within Devils Postpile, dated February 11, 1987. The description is on file in the NPS Washington Office.

Recommended Next Steps:

- Until 1999, the NPS was unaware that any of Devils Postpile was wilderness. Thus, the NPS had not been managing any part of the monument under the Wilderness Act. Now, the NPS needs to determine what part of the park is within the legal description of wilderness.

Dinosaur National Monument

Status:

Dinosaur National Monument was proclaimed in 1915 with most of the park's 210,000 acres added in 1935. All except 6,000 acres are federally-owned. The NPS fulfilled all legal obligations to study Dinosaur for suitability, conduct public hearings and submit a wilderness proposal. The last recommendation sent by the President to Congress for Dinosaur was for 205,672 acres of wilderness and 5,055 acres of potential wilderness, depicted on a map #122-20,009-B, dated January 1978. The President transmitted the revised proposal to Congress on May 11, 1978. One of 17 parks with a wilderness recommendation submitted to Congress and upon which Congress has not acted.

NPS recommendation listed as potential wilderness State of Utah lands that are now Federal under Utah School Lands Improvement Act of October 1, 1993.

Recommended Next Steps:

- Revise the Dinosaur recommendation to recognize that State of Utah lands that may have been recommended as potential wilderness are now Federal and should be recommended as full wilderness. Submit to Secretary, President and Congress.

Dry Tortugas National Park

Status:

Congress created the Dry Tortugas National Park in 1992. The park encompasses 64,700 acres, mostly water surface and submerged lands. The park also includes the former Fort Jefferson National Monument created in 1935. The NPS has not studied Dry Tortugas for wilderness suitability. There are several small roadless islands and keys in the park. Nearby Everglades National Park contains submerged land wilderness, a designation that is equally possible at Dry Tortugas.

Recommended Next Steps:

- Conduct an assessment to determine if there are any areas in Dry Tortugas that are suitable as wilderness

El Malpais National Monument

Status:

El Malpais was designated a 114,000-acre national monument in 1987. In the General Management Plan of July 1990, the NPS studied the suitability of El Malpais for wilderness as required in the act creating the park. The GMP recommended as suitable 84,886 acres as wilderness and 11,161 as potential wilderness, as depicted on a map #103/20020B and dated July 1990. The enabling act for El Malpais required the transmittal of the GMP to Congress by the end of Fiscal Year 1991 (i.e. September 30, 1991). The NPS transmitted the GMP to Congress in April 2002. Transmitting the GMP to Congress constituted a recommendation as to suitability or nonsuitability of the park's roadless areas as wilderness. Section 501 of the El Malpais enabling act requires that the Secretary manage all roadless areas in the park to maintain their wilderness potential until otherwise recommended by Congress. One of 17 parks with a wilderness recommendation submitted to Congress and upon which Congress has not acted.

Recommended Next Steps:

None

Everglades National Park

Status:

Everglades National Park was authorized in 1934. The park consists of 1.5 million acres, of which 625,000 acres are water surface. On November 10, 1978, Congress designated wilderness and potential wilderness in the park, including much of the submerged lands in the park, although not the open surface waters. The park also contains 81,900 acres of potential wilderness. As provided for in the law establishing wilderness, the Secretary is directed to convert potential wilderness to wilderness by publishing a notice in the *Federal Register* when nonconforming uses have ceased. The

NPS has not done so at Everglades. The House Report (H.R. 95-1165) for the Everglades wilderness act required that the Secretary advise the Committee by November 10, 1979 on the management and regulation of motorboats in the Everglades wilderness, in particular on the park's west side. The NPS prepared the report, dated July 1979. The NPS Report recommended that surface waters of the park upon which motorboats were in use "not be included in surface wilderness due to the historic use of the area by motorized vessels." These areas include the waters internal to the Park such as Whitewater Bay, and the complex of bays and waterways leading north to Chokoloskee.

The NPS completed a legal wilderness boundary map dated May 1981. The map is numbered #60-20,011. The NPS also prepared a legal description of the wilderness that is also dated May 1981. It is unknown if the NPS filed the map and description with Congress. The map and the legal description are on file in the Washington Office.

In 1989, Congress added 108,000 acres to the park's northeastern side. In August 2015 the NPS adopted a new GMP for the Everglades. The GMP adopted a final preferred alternative that proposed an 85,300-acre expansion of the park's Marjory Stoneman Douglas Wilderness, and includes 42,200 acres as wilderness and 43,100 acres as potential wilderness.

Public Law 105-313 of 10/30/98 established a Miccosukee Reserved Area of several hundred acres in the park along the Tamiami Trail. The Senate Report accompanying the act (SR 105-361) states that the land designated as the Reserved Area should be construed as released from wilderness. The Reserved Area is 1100 feet wide, south of the northern park boundary, for most of its length. However, the original wilderness did NOT include the 500' immediately south of the northern boundary. Thus, a strip of land 29,094' long and 600' wide (c. 400 acres) appears to have been "released," from previously designated wilderness based upon map 160/41038, dated September 1998.

Recommended Next Steps:

- Assess the status of potential wilderness. Redesignate as appropriate.
- Submit wilderness proposal for the East Everglades Addition to the Secretary and Congress.

Fire Island National Seashore

Status:

Fire Island National Seashore was designated in 1964. On December 23, 1980, Congress designated wilderness and potential wilderness in the park (18 acres are potential wilderness). As provided for in the law establishing wilderness, the Secretary converted 17 acres of potential wilderness to wilderness by publishing a notice in the *Federal Register* on October 12, 1999. One acre of potential wilderness remained. The NPS converted that single acre to full wilderness by publishing a notice in the *Federal Register* on October 21, 2015, after Superstorm Sandy destroyed a pit toilet on that acre in September 2012. The NPS completed a legal wilderness boundary map dated July 1983. The map is numbered #615-80,002. The NPS also prepared a legal description of the wilderness that is also dated July 1983. The NPS filed the map and description with

Congress on December 19, 1983. The map and the legal description are on file in the Washington Office.

Fire Island is one of the three NPS wilderness areas where Congress did not make the references in the Wilderness Act to the “Secretary of Agriculture” applicable to the Secretary of the Interior. This is important because it renders the “special provisions” in the Wilderness Act found at section 4(d) inoperative at Fire Island.

Recommended Next Steps:

Convert one acre of designated potential wilderness to wilderness.

Fort Pulaski National Monument

Status:

Fort Pulaski was proclaimed a twenty-acre national monument in 1924. Congress added lands in 1936 and 1959. The monument now encompasses over 5,000 acres of Federal lands. In 2013, the NPS adopted a Final GMP and wilderness assessment for Fort Pulaski. The Record of Decision was signed on September 30, 2013. That assessment determined that 4,500 acres, consisting of undeveloped salt marsh, were eligible as wilderness

Recommended Next Steps

Conduct full wilderness study, public hearings and submit wilderness proposal to Secretary of the Interior for transmittal to Congress.

Gates of the Arctic National Park and Preserve

Status:

Congress designated Gates of the Arctic in 1980. The park and preserve comprise over 8.4 million acres, almost all Federal land. Congress designated 7,167,192 acres of wilderness in the park on December 2, 1980. Congress modified the boundaries of that wilderness to facilitate a land exchange with the village of Anaktuvuk Pass on November 12, 1996.

The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 required that the Secretary study the rest of Gates of the Arctic National Park and Preserve for wilderness suitability by December 1985 (16 U.S.C. 3205(a)) and recommend such lands for wilderness by December 1987. The NPS conducted a wilderness suitability study and an Environmental Impact Statement on a proposal for Gates of the Arctic wilderness. The NPS EIS found 1,052,561 acres as suitable for wilderness. The NPS held formal public hearings on the proposal but never transmitted the proposal to the Secretary or made a formal recommendation to the President or Congress as required by ANILCA.

The NPS referenced as the legal wilderness boundary map, a map dated July 1980 and numbered GAAR-90,011. The NPS also prepared a legal description of the wilderness and published it in the *Federal Register* on September 30, 1992. It is unknown if the NPS filed the map and description with Congress. The map and legal description are on file in the Washington Office. The maps and description did not reflect the changes

made by Congress in 1996. In December 2011 the NPS published a Notice in the *Federal Register* to revise the park's external and wilderness boundaries to reflect the addition of the Kurupa Lakes and the 1996 Anaktuvuk Pass exchange.

Recommended Next Steps:

- Submit a formal recommendation of wilderness eligible lands to the Secretary and the President.

Glacier Bay National Park and Preserve

Status:

Glacier Bay was proclaimed a national monument in 1925 and expanded and renamed by Congress in 1980. The park and preserve comprise nearly over 3,283,000 acres, almost all Federal land. Congress designated 2,664,876 acres of wilderness in the park on December 2, 1980. Glacier Bay may be the only NPS area that contains marine water surface as wilderness. Congress modified the boundaries of Glacier Bay wilderness to facilitate a land exchange with the village of Gustavus on October 30, 1998.

The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 required that the Secretary study the rest of Glacier Bay for wilderness suitability by December 1985 (16 U.S.C. 3205(a)) and recommend such lands for wilderness by December 1987. The NPS conducted a wilderness suitability study and an Environmental Impact Statement on a proposal for Glacier Bay. The NPS EIS found 62,790 acres as suitable for wilderness. The NPS held formal public hearings on the proposal but never transmitted the proposal to the Secretary or made a formal recommendation to the President or Congress as required by ANILCA.

The NPS referenced as the legal wilderness boundary map, a map dated October 1978 and numbered GLBA-90,004. The NPS also prepared a legal description of the wilderness and published it in the *Federal Register* on September 30, 1992. It is unknown if the NPS filed the map and description with Congress. The map and legal description are on file in the Washington Office. The maps and description do not reflect the changes made by Congress in 1998.

Recommended Next Steps:

- Submit a formal recommendation to the Secretary and the President.

Glacier National Park

Status:

Glacier National Park was established in 1910. Nearly all of the park's 1,013,572 acres are Federal. The NPS fulfilled all legal obligations to study Glacier for suitability, conduct public hearings and submit a wilderness proposal. The last recommendation sent by the President to Congress for Glacier was for 927,550 acres of wilderness and 3360 acres of potential wilderness on a map #117-20,010-A, dated March 1974. The President reaffirmed that proposal in a message to Congress on May 11, 1978. The recommendation contained 25-acre enclaves of non-wilderness around the Sperry and

Glacier Park Chalets. One of 17 parks with a wilderness recommendation submitted to Congress and upon which Congress has not acted.

Recommended Next Steps:

None

Glen Canyon National Recreation Area

Status:

Glen Canyon National Recreation Area was established in 1972. The park contains 1.2 million acres of Federal lands. As required by the enabling act, the NPS studied Glen Canyon for suitability and conducted public hearings. The law required that the NPS submit the determination of suitability to the President by October 27, 1974. The NPS study concluded that 588,855 acres were suitable for wilderness and 48,995 acres were suitable for potential wilderness as depicted on map #608-40,067B, dated February 1980. The NPS submitted its proposal to the Secretary of the Interior on November 6, 1980. Assistant Secretary concurred on November 7, 1980. The Secretary never transmitted it to the President or to Congress.

NPS study excluded 27,640 acres of State of Utah lands that are now Federal under Utah School Lands Improvement Act of October 1, 1993.

Recommended Next Steps:

- Review the 1980 proposal.
- Adjust acre figures to account for 27,640 acres of State of Utah lands that are now Federal.
- Submit proposal to President as required by law.

Grand Canyon National Park

Status:

Grand Canyon National Monument was proclaimed in 1908. Congress made it a national park in 1919 and enlarged its boundaries in 1975. The park contains 1.2 million acres of Federal lands. As required by the Grand Canyon Expansion Act of 1975, the NPS studied Grand Canyon for wilderness suitability and conducted public hearings. The law required that the NPS submit the determination of wilderness suitability to the President by June 10, 1977. The NPS developed a preliminary wilderness proposal of 992,046 acres of wilderness and 120,965 of proposed potential wilderness. The NPS conducted public hearing in August 1976 on the preliminary proposal. As a result, the NPS increased the proposal to 1,004,066 acres (including the Colorado River) and an additional 108,945 acres of potential wilderness.

President Jimmy Carter, in his Environmental Message to Congress of May 23, 1977, wrote that he will recommend an enlarged wilderness proposal for Grand Canyon National Park, apparently referring to the post-hearing numbers. However, there is no record of a subsequent transmittal to Congress.

Instead, in 1980, the NPS submitted a wilderness proposal to the Secretary of the Interior that was not transmitted to the President or to Congress. The NPS study that was submitted to the Secretary on September 11, 1980 concluded that 980,088 acres were suitable for wilderness and 131,814 acres were suitable for potential wilderness as depicted on map #113-40,047B, dated August 1980. The Colorado River from mile 88 to mile 239.5, comprising 7,890 acres, was now within the potential wilderness area due to the presence of existing motorboat use. In 1993, the Regional Director sent a revised proposal to the Director of 1,109,257 acres of wilderness and 29,820 acres of potential wilderness. That proposal was sent no further.

Recommended Next Steps:

- Review the 1980 proposal.
- Resolve the status of the Colorado River as recommended potential or full wilderness.
- Submit proposal to President as required by law.

Grand Teton National Park

Status:

Grand Teton National Park was established 1929. Nearly all lands of the park's 310,000 acres are Federal. The NPS fulfilled all legal obligations to study Grand Teton for suitability, conduct public hearings and submit a wilderness proposal. The last recommendation sent by the President to Congress for Grand Teton wilderness was for 122,604 acres of wilderness and 20,850 acres of potential wilderness on a map #136-20,013-A, dated January 1978. The President sent the revised Grand Teton recommendation in a message to Congress on May 11, 1978. The NPS later developed a modification of 135,680 acres of wilderness and 20,320 acres of potential wilderness on a map #136-20,013E, dated January 1985. The modified proposal was never transmitted to Congress. One of 17 parks with a wilderness recommendation submitted to Congress and upon which Congress has not acted.

Recommended Next Steps:

- Review the 1978 and the 1985 proposals.
- Send a message to Congress from President affirming the preferable proposal.

Great Basin National Park

Status:

Great Basin was established in 1986. All of the park's 77,000 acres are federally-owned. The NPS has not studied Great Basin for wilderness suitability. There are roadless areas in the park.

Recommended Next Steps:

- Conduct an assessment to determine if there are any areas in Great Basin that are suitable for wilderness.
- Submit a recommendation to the Secretary, President and Congress.

Great Sand Dunes National Park and Preserve

Status:

Great Sand Dunes was proclaimed a monument in 1911. On October 20, 1976 Congress designated wilderness and potential wilderness in the park (670 acres are potential wilderness). In 1978, Congress added 1900 acres to the park and, in 1979, specified that the NPS was to manage the added lands in accordance with the adjacent lands in the monument. The adjacent lands are designated wilderness. When the NPS published a *Federal Register* notice on October 22, 1982 specifying that added lands were potential wilderness, the legal description concluded that it consisted of 1832.5 acres. Thus, Great Sand Dunes has potential wilderness for a total of 2502.5 acres. As provided for in the law establishing wilderness, the Secretary may convert potential wilderness to wilderness by publishing a notice in the *Federal Register*. On April 8, 2009 the NPS published a notice to convert all potential wilderness at Great Sand Dunes to full wilderness (74 FR 16005).

On November 22, 2000, Congress added over 69,000 acres (42,000 acres of Forest Service, a small amount of Bureau of Land Management lands) to a renamed Great Sand Dunes National Park and Preserve. Significant nonfederal lands were also included in the expanded boundaries. The national forest lands included in the new boundary were part of the Sangre de Cristo Wilderness. They retain that title.

As part of the General Management Plan, adopted in April 2007, the NPS conducted a formal wilderness study of the lands added to the Park and Preserve in 2000, other than the lands that were already part of the Sangre de Cristo Wilderness. The NPS held formal public hearings, in conformity with the Wilderness Act review process. The NPS study proposed that 53,013 acres be recommended as wilderness (4,556 acres of wilderness and 48,457 acres of potential wilderness due to nonfederal lands or interests in lands).

The NPS prepared a legal wilderness boundary map of the 1976 and 1978 wilderness dated January 1980. The map is numbered #140-20,006D. The NPS also prepared a legal description of the wilderness that is dated December 1976. The NPS revised it May 1980 to include the 1978 addition. It is unknown if the NPS filed the map and legal description with Congress. The legal description but not the map is on file in the Washington Office.

Recommended Next Steps

- Forward the wilderness study and proposal to the Secretary of the Interior for transmittal to Congress.

Great Smoky Mountain National Park

Status:

Great Smoky Mountain National Park was authorized in 1926. The park contains 521,000 acres, nearly all Federal lands. The NPS fulfilled its legal obligation to study Great Smoky Mountain for suitability and to conduct public hearings and submit a wilderness proposal. The last recommendation sent by the President to Congress for Great Smoky Mountain was for 390,500 acres of wilderness and 400 acres of potential wilderness, depicted on a map #133-20,003-A, dated June 1974. The Secretary asked

Congress to postpone action on the recommendation “until the Park Service and the State of North Carolina resolve a dispute regarding the location of a road” in a letter of May 11, 1978. In testimony to Congress on March 27, 1984, the Director asked Congress to act on the 1974 recommendation. Great Smokey Mountain is one of 17 parks with a wilderness recommendation submitted to Congress and upon which Congress has not acted.

In 2010, the NPS and Swain County, North Carolina came to an agreement about the so-called North Shore road proposal, both agreeing that the road would not be built in lieu of which the United States would compensate the county with approximately \$50 million over a ten-year period.

Recommended Next Steps:

- Review the 1974 and subsequent internal proposals.
- Resolve the status of outstanding issues and revise recommendation.
- Notify Congress to resume consideration of the recommendation, as revised.

Guadalupe Mountains National Park

Status:

Guadalupe Mountains National Park was designated in 1966. On November 10, 1978 Congress designated wilderness in the park. Congress added 10,000 acres to the park’s westside in 1988. Congress acted upon an NPS wilderness recommendation that excluded 1100 acres around Guadalupe Peak from wilderness because of the possibility of installing an aerial tram to the summit. The NPS planning process has since discarded that proposal.

The NPS completed a legal description and wilderness boundary map dated January 1980. The map is numbered #166-20,006-B. It is unknown if the NPS filed the map and legal description with Congress. The map and legal description are on file in the Washington Office.

The NPS prepared a wilderness suitability memo for the 1988 additions that also reviewed nonwilderness lands in the original park. The suitability memo, finding 35,000 suitable acres, was approved by the NPS Director on April 1, 2003. The NPS then issued a Final GMP, Appendix D, in 2013 that determined that 35,484 acres in six units (one unit in both the 1988 addition and 5 others in the original park, were eligible for wilderness). This GMP, Appendix D, superseded the 2003 suitability memo.

Recommended Next Steps:

- Study the lands cited in the 2013 GMP for wilderness.
- If determined there are any areas suitable for wilderness, submit a recommendation to the Secretary, President and Congress.

Gulf Islands National Seashore

Status:

Gulf Islands National Seashore was established in 1971. On November 10, 1978, Congress designated wilderness and potential wilderness in the national seashore (2800 acres are potential wilderness). On July 9, 1980 the NPS published a notice in the *Federal Register* to convert 1403 acres of potential wilderness to full wilderness. On April 15, 1994 the NPS published notice to convert 877 potential wilderness acres to wilderness. Remaining are 520 acres of potential wilderness. In 2000, Congress added roadless Cat Island to the park. The NPS completed a legal wilderness boundary map dated January 1980. The map is numbered #635-20,018A. The NPS also prepared a legal description of the wilderness that is dated March 1980. It is unknown if the NPS filed the map and legal description with Congress. The map and legal description are on file in the Washington Office.

Recommended Next Steps:

- Review remaining potential wilderness for redesignation.
- Study Cat Island for suitability.

Haleakala National Park

Status:

Haleakala National Park began as part of Hawaii National Park in 1916. It became a separate park in 1960. On October 20, 1976, Congress designated wilderness and potential wilderness in the park (5500 acres are potential wilderness because they were nonfederal of which 5,000 acres belonged to the State of Hawaii. Hawaii transferred its lands to the NPS. The NPS published a *Federal Register* notice on February 14, 2002 to convert 5,449 acres of potential wilderness to full wilderness.

The NPS completed a legal wilderness boundary map dated January 1977. The map is numbered #162-20,006-A. The NPS appears not to have prepared a legal description of the wilderness. It is unknown if the NPS filed the map and legal description with Congress. The map is on file in the Washington Office.

Recommended Next Steps:

- Write a legal description of the wilderness boundaries.

Hawaii Volcanoes National Park

Status:

Hawaii Volcanoes National Park was established in 1916. On November 10, 1978, Congress designated wilderness and potential wilderness in the park (7,850 acres are potential wilderness). The NPS has never published the *Federal Register* notice to convert this potential wilderness because these lands apparently still remain in nonfederal ownership.

In 1986, Congress added a 5,650-acre tract of land, known as the Campbell Tract, to the park and authorized its acquisition via land exchange. The Campbell tract and two other smaller tracts were the lands that were designated as potential wilderness in the 1978 law. In 2003, Congress added the 150,865-acre Kahuku Unit. On June 18, 2012 the NPS signed an eligibility assessment finding 121,015 acres eligible for wilderness. On May

24, 2016, the NPS signed the Record of Decision to find these acres eligible for wilderness.

The NPS has never prepared a boundary map or legal description for the park wilderness and has never filed it with Congress.

Recommended Next Steps:

- Write a legal boundary description of wilderness.
- Draw an official boundary map of wilderness.
- Publish notice to convert potential wilderness to wilderness when the lands are in Federal ownership.
- Submit a proposal to the Secretary to designate the Kahuku Unit as wilderness.

Isle Royale National Park

Status:

Isle Royale National Park was established in 1931. On October 20, 1976 Congress designated wilderness and potential wilderness in the park (231 acres are potential wilderness). These mostly consisted of small tracts of life estates, many of which are now expired, but on which the NPS has continued to authorize occupancy by special use permits. In 1983 the NPS published a notice in the *Federal Register* (48 FR 12842) to convert 138 acres of potential wilderness to full wilderness that were in 2 powerline rights-of-way. Thus, 93 acres of potential wilderness remain.

The NPS prepared a legal wilderness boundary map dated June 1978. The map is numbered #139-20,004. The NPS also prepared a legal description of the wilderness that is undated but appears to post-date August 1979. It is unknown if the NPS filed the map and legal description with Congress. The map and legal description are on file in the Washington Office.

Recommended Next Steps:

- Publish notice to convert potential wilderness to wilderness.

John D. Rockefeller Memorial Parkway

Status:

Congress created the John D. Rockefeller Memorial Parkway in 1972. The parkway consists of 24,000 acres of Federal land. The NPS has not studied John D. Rockefeller Parkway for wilderness suitability.

Recommended Next Steps:

- Conduct an assessment to determine if there are any areas in John D. Rockefeller that are suitable for wilderness, in particular those areas that adjoin wilderness recommended lands in Yellowstone and Grand Teton.

Joshua Tree National Park

Status:

Joshua Tree National Monument was proclaimed a national monument in 1936. After a major reduction in 1950, Congress enlarged it and designated it a national park in 1994. On October 20, 1976 Congress designated wilderness and potential wilderness in the national monument and then added more wilderness in 1994 (37,550 acres are potential wilderness in the park in 1976). These lands were State of California lands and an area in and around the Pinto Basin that contain many small 2.5 and 5-acre private parcels.

After writing a legal description of the 1976 wilderness, the NPS found only 30,740 acres of potential wilderness and filed that number with Congress. On May 27, 1997 the NPS published a notice in the *Federal Register* that designated 3,502 acres of potential wilderness as wilderness. Joshua Tree has 27,238 acres of potential wilderness remaining. In the General Management Plan for the park, adopted in January 2000, the park committed to study for wilderness suitability 28,000 acres in the Cottonwood Mountains, added in 1994 but that were not designated as wilderness. The GMP also proposed that Congress redesignate 9,060 acres in the old monument as wilderness for the purpose of establishing more manageable boundaries.

The NPS completed a wilderness boundary map dated February 1977. The NPS prepared a legal description of the wilderness dated May 1978. The NPS filed the map and legal description with Congress for the 1976 wilderness on August 11, 1978.

In 1996 the NPS detected a discrepancy between the 1978 legal description and the 1977 map. The NPS filed a technical correction to bring the map into agreement with legal description. The correction was filed with Denver Service Center Technical Information Center and the Washington Office on January 15, 1997.

The NPS completed a legal wilderness boundary map of the 1994 additions dated March 1997. The map is numbered #156-80,020. The NPS prepared a legal description of the 1994 wilderness dated January 1997. The NPS filed the map and legal description of the 1994 wilderness with Congress on October 18, 1999. The map and legal description of the 1976 wilderness is on file in the Washington Office. The legal description of the 1994 wilderness is on file in the Washington Office. The map of the 1994 wilderness is not on file with the Washington Office.

In 2009, Congress designated 36,700 additional acres of wilderness and 43,300 acres of potential wilderness in Joshua Tree. Joshua Tree became the first park in which Congress has acted three times to designate wilderness.

Recommended Next Steps:

- Redesignate remaining potential wilderness as lands become Federal.
- Draw maps and write legal descriptions of the wilderness added in 2010.

Katmai National Park and Preserve

Status:

Katmai was proclaimed a national monument in 1918 and expanded and renamed by Congress in 1980. The park and preserve comprise nearly 4,124,075 acres, almost all

Federal land. Congress designated 3,384,358 acres of wilderness in the park on December 2, 1980. The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 required that the Secretary study the rest of Katmai for wilderness suitability by December 1985 (16 U.S.C. 3205(a)) and recommend such lands for wilderness by December 1987.

The NPS conducted a wilderness suitability study and an Environmental Impact Statement on a proposal for Katmai. The NPS EIS found 643,448 acres as suitable for wilderness. The NPS held formal public hearings on the proposal but never transmitted the proposal to the Secretary or made a formal recommendation to the President or Congress as required by ANILCA.

The NPS referenced as the legal wilderness boundary map, a map dated October 1978 and numbered KATM-90,007. The NPS also prepared a legal description of the wilderness and published it in the *Federal Register* on September 30, 1992. It is unknown if the NPS filed the map and description with Congress. The map and legal description are on file in the Washington Office. In 2000, Congress revised wilderness boundary in connection with a minor (10-acre) land exchange.

Recommended Next Steps:

- Submit a formal recommendation to the Secretary and the President.

Kenai Fjords National Park

Status:

Kenai Fjords National Park was established in 1980. Nearly all of the park's 670,000 acres are Federal. Congress did not designate any wilderness in the park on December 2, 1980. The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 required that the Secretary study Kenai Fjords for wilderness suitability by December 1985 (16 U.S.C. 3205(a)) and recommend such lands for wilderness by December 1987.

The NPS conducted a wilderness suitability study and an Environmental Impact Statement on a proposal for Kenai Fjords. The NPS EIS found 668,165 acres as suitable for wilderness. The NPS held formal public hearings on the proposal but never transmitted the proposal to the Secretary or made a formal recommendation to the President or Congress as required by ANILCA.

Recommended Next Steps:

- Submit a formal recommendation to the Secretary and the President.

Kings Canyon National Park

Status:

Kings Canyon was established in 1940. On September 28, 1984 Congress designated wilderness in the park. In 1984, Congress added the 1,500 acres Jennie Lakes to Kings Canyon and required the Secretary to study the addition for wilderness suitability by September 1987. The NPS never conducted the study. The NPS completed a legal wilderness boundary map of the wilderness dated July 1985. The map is numbered

#102-20,003E. The NPS also prepared a legal description of the wilderness that is dated December 1985. It is unknown if the NPS filed the map and legal description with Congress. The map and legal description are on file in the Washington Office.

On January 10, 2005, U.S. District Court for District of Columbia ordered the NPS to prepare a wilderness suitability assessment for the Jennie Lakes Addition. The NPS prepared a suitability assessment for Jennie Lakes on January 6, 2006. The assessment found that the addition was suitable for further study. The NPS published a *Federal Register* notice on March 14, 2007.

Recommended Next Steps:

- Submit a formal recommendation to Secretary and President for wilderness eligible lands, notably the 1984 Jennie Lakes Addition (also known as Chimney Rock).

Kobuk Valley National Park

Status:

Kobuk Valley National Park was established in 1980. Nearly all of the park's 1,750,421 acres are Federal. Congress designated 174,545 acres of wilderness in the park on December 2, 1980. The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 required that the Secretary study Kobuk Valley for wilderness suitability by December 1985 (16 U.S.C. 3205(a)) and recommend such lands for wilderness by December 1987. The NPS conducted a wilderness suitability study and an Environmental Impact Statement on a proposal for Kobuk Valley. The NPS EIS found 1,494,500 acres as suitable for wilderness. The NPS held formal public hearings on the proposal but never transmitted the proposal to the Secretary or made a formal recommendation to the President or Congress as required by ANILCA.

The NPS referenced as the legal wilderness boundary map, a map dated October 1979 and numbered KOVA-90,009. The NPS also prepared a legal description of the wilderness and published it in the *Federal Register* on September 30, 1992. It is unknown if the NPS filed the map and description with Congress. The map and legal description are on file in the Washington Office.

Recommended Next Steps:

- Submit a formal recommendation to the Secretary and the President.

Lake Clark National Park and Preserve

Status:

Lake Clark was designated in 1980. The park and preserve comprise 4,045,300 acres, almost all Federal land. Congress designated 2,619,550 million acres of wilderness in the park on December 2, 1980. The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 required that the Secretary study the rest of Lake Clark for wilderness suitability by December 1985 (16 U.S.C. 3205(a)) and recommend such lands for wilderness by December 1987. The NPS conducted a wilderness suitability study and an Environmental Impact Statement on a proposal for Lake Clark. The NPS EIS found

1,240,280 acres as suitable for wilderness. The NPS held formal public hearings on the proposal but never transmitted the proposal to the Secretary or made a formal recommendation to the President or Congress as required by ANILCA.

The NPS referenced as the legal wilderness boundary map, a map dated October 1978 and numbered LACL-90,008. The NPS also prepared a legal description of the wilderness and published it in the *Federal Register* on September 30, 1992. It is unknown if the NPS filed the map and description with Congress. The map and legal description are on file in the Washington Office.

Recommended Next Steps:

- Submit a formal recommendation to the Secretary and the President.

Lake Mead National Recreation Area

Status:

Lake Mead was formally established on October 8, 1964. The park contains nearly 1.5 million acres of Federal lands. The NPS studied Lake Mead for wilderness suitability and conducted public hearings. The NPS study concluded that 712,100 acres were suitable for wilderness and 5,200 were suitable for potential wilderness as depicted on map # 602-20,005, dated July 1974. In a message to Congress on December 4, 1974, the President recommended that action on Lake Mead wilderness be deferred because of the power needs of the West. The letter said that the Interior Department would give further study of Lake Mead leading to a recommendation in three years.

On January 3, 1975, Lake Mead NRA was adjusted in size by transfer of certain lands to the Grand Canyon National Park and the incorporation of other lands into the NRA. In 1979, the NPS prepared a second proposed wilderness map showing 418,655 acres as suitable for wilderness and 262,125 as suitable for potential wilderness (map #602-20,000G), dated January 1978. The NPS never submitted this wilderness proposal to the Secretary of the Interior or transmitted it to the President or to Congress. However, as part of the Clark County Conservation of Public Land and Natural Resources Act of 2002, Congress designated 184,439 acres of Lake Mead NRA as wilderness. All designated wilderness lies in the Clark County, Nevada portion of the national recreation area. The nine separate wilderness units closely correspond with some of the wilderness and potential wilderness units found in the NPS 1979 proposal. A question remains as to how much of Lake Mead remains as proposed wilderness. Subtracting 185,000 acres of designated wilderness from 680,000 acres of proposed wilderness/potential wilderness in the 1979 map, leaves 495,000 acres. This roughly corresponds with current (2006) NPS estimates that Lake Mead contains 493,000 acres of suitable and potential wilderness. The map that accompanied the Clark County Act (Eldorado/Spirit Mountain, dated October 1, 2002) cites the 1978 map that depicts the suitable and potential wilderness areas in Lake Mead, but the text of the law says nothing about that aspect of the maps. The NPS has not yet finalized the legal description and boundary maps of the wilderness designated in 2002.

Recommended Next Steps:

- Review the 1978 proposals.
- Submit a proposal to the Secretary and recommendation to the President as required by law, for the suitable areas of Lake Mead that were not designated wilderness in 2002. The undesignated areas lie in Arizona with some portions in far southeastern Nevada, north of the Colorado and east of the Virgin Rivers.
- Complete maps and legal descriptions of designated wilderness and submit to Congress.

Lassen Volcanic National Park

Status:

Lassen Volcanic began as two separate national monuments proclaimed in 1907. Congress made it a national park in 1916. On October 19, 1972 Congress designated wilderness in the park. The NPS referenced a legal wilderness boundary map dated October 1972. The map is numbered #NP-LV/9013-C. The NPS also prepared a legal description of the wilderness that is dated June 1973. The NPS filed the map and legal description with Congress but the date of submission is as yet undetermined. The map and legal description are on file in the Washington Office.

In 2002, the NPS adopted a new General Management Plan for the park, calling for the designation of approximately 25,000 additional acres of the park as wilderness. Unofficial and subsequent park documents from January 2005 provided a figure of acres as 13,151.

Recommended Next Steps:

- Conduct a public hearing on the wilderness proposal.
- Prepare a wilderness proposal for submission to the Director.

Lava Beds National Monument

Status:

Lava Beds was proclaimed a national monument in 1925. On October 13, 1972 Congress designated wilderness in the park. The NPS referenced a legal wilderness boundary map dated October 1972. The map is numbered #NM-LB-3227-H. The NPS also prepared a legal description of the wilderness that is dated December 1972. The NPS filed the map and legal description with Congress on July 17, 1973. The map and legal description are on file in the Washington Office. On December 16, 2016 the President signed a law that made technical corrections to Lava Beds Wilderness boundaries as shown on Map #147/80,005, dated September 2005.

Recommended Next Steps:

None

Mammoth Cave National Park

Status:

Mammoth Cave was authorized in 1926. The park contains nearly 53,000 acres, almost all Federal, including four roadless areas that total 39,105 acres. The NPS fulfilled all legal obligations to study Mammoth Cave for suitability, conduct public hearings and

submit a wilderness proposal. The Secretary wrote to the President with a zero suitable acres determination but committed to “report back to the Congress at a later date.” The President sent the recommendation to Congress on December 4, 1974 with a similar commitment. The NPS has never restudied the park for wilderness suitability or reported back to Congress as promised.

In 2011 the NPS adopted a special regulation at 36 CFR Part 7 to designate and construct a trail (Big Hollow Trail) in a roadless area (Tract C as identified by the NPS in its wilderness study) for mountain bicycle use.

Recommended Next Steps:

- Conduct a new wilderness suitability study for Mammoth Cave.

Mesa Verde National Park

Status:

Mesa Verde was established in 1906. On October 20, 1976 Congress designated wilderness in the park. In committee report language, Congress expects the Secretary to review the remainder of the park to determine the suitability of any nonwilderness lands as wilderness. The Committee Report (S.R. 94-1357) states:

“The Committee adopted the acreage figure recommended by the National Park Service, although it recognizes that substantial additional acreage within the park qualifies as wilderness. The Committee expects that at some future time the National Park Service will make further recommendations for wilderness designation.”

The House Report (H.R. 94-1417) had similar language.

Mesa Verde contains 42,900 acres of roadless areas in five tracts. The NPS never prepared any further recommendations. The NPS completed a legal wilderness boundary map dated July 1977. The map is numbered #307-20,007A. The NPS also prepared a legal description of the wilderness that is dated December 1976. The NPS filed the map and description with Congress on February 14, 1978. The map and the legal description are on file in the Washington Office.

Recommended Next Steps:

- Conduct the study of wilderness suitability for the remainder of the park as expected by Congress.

Mojave National Preserve

Status:

Mojave National Preserve was established in 1994. On that same date, October 31, 1994, Congress designated wilderness in the park. The NPS prepared the boundary maps and written legal descriptions in August 2008. Documents submitted to Congress in December 2008.

Recommended Next Steps:

None.

Mount Rainier National Park

Status:

Mount Rainier was established in 1899. On November 16, 1988 Congress designated wilderness in the park. The NPS completed a legal wilderness boundary map dated March 1989. The map is numbered #105-20,014A. The NPS appears not to have prepared a legal description of the wilderness. The NPS filed the map and legal description with Congress. The map is on file in the Washington Office.

Recommended Next Steps:

- Locate or prepare a written boundary description.

New River Gorge National River

Status:

New River Gorge National River was established in 1978. The park now encompasses over 72,000 acres, much of which is Federal. The NPS conducted a wilderness eligibility assessment dated May 27, 2009 and concluded that there were three areas for possible consideration (Glade Creek, Dowdy Creek and Backus Mountain – totaling over 11,000 acres) but that none of the land were eligible because of scars from past coal mining, haul roads, etc.

Recommended Next Steps:

None

Noatak National Preserve

Status:

Noatak National Preserve was established in 1980. Nearly all of the park's 6,574,481 acres are Federal. Congress designated 5,765,427 acres of wilderness in the park on December 2, 1980. Congress modified the boundaries of that wilderness on November 12, 1996. The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 required that the Secretary study Noatak for wilderness suitability by December 1985 (16 U.S.C. 3205(a)) and recommend such lands for wilderness by December 1987.

The NPS conducted a wilderness suitability study and an Environmental Impact Statement on a proposal for Noatak. The NPS EIS found 757,175 acres as suitable for wilderness. The NPS held formal public hearings on the proposal but never transmitted the proposal to the Secretary or made a formal recommendation to the President or Congress as required by ANILCA.

The NPS referenced as the legal wilderness boundary map, a map dated July 1980 and numbered NOAT-90,004. The NPS also prepared a legal description of the wilderness and published it in the *Federal Register* on September 30, 1992. It is unknown if the NPS filed the map and description with Congress. The map and legal description are on file in the Washington Office. On December 15, 2011 the NPS published a Notice in the

Federal Register of a new wilderness boundary description that reflected the 1996 addition of 17,168 acres.

Recommended Next Steps:

- Submit a formal recommendation to the Secretary and the President.

North Cascades National Park Complex

Status

Congress established North Cascades National Park, Ross Lake and Lake Chelan National Recreation Areas in 1968. On November 16, 1988, Congress designated wilderness and potential wilderness in the North Cascades National Park Complex (5,226 acres are potential wilderness).

On September 14, 2012, the NPS published a *Federal Register* notice to redesignate 3,559 acres of the potential wilderness as wilderness. The NPS has not completed a legal wilderness boundary map for the North Cascades. The NPS prepared an undated legal description but that description does not describe the wilderness as enacted by Congress. The undated description contains a 1/8th-mile management zone between the park boundary and the wilderness. That description is not the final legal description. The NPS has not filed a map and legal description with Congress. The undated and defective legal description is in the Washington Office.

Congress enacted Public Law 113–291 (The National Defense Authorization Act of 2015) on December 19, 2014 allows (but does not mandate) the Secretary of the Interior to adjust the designated wilderness in the North Cascades National Park/ Lake Chelan National Recreation Area to provide a 100-foot wide corridor to rebuild a washed out road (approximately ten miles in length) outside of the floodplain, in the Stehekin Valley. The provision mandates that any such boundary adjustment will result in a “no net loss of lands.”

Recommended Next Steps:

- Write a final wilderness boundary legal description.
- Draw a final legal boundary map.
- Analyze remaining 1,667 acres of potential wilderness for redesignation and redesignate if appropriate.

Olympic National Park

Status:

Congress established Olympic National Park in 1938, incorporating the prior existing Mount Olympus National Monument proclaimed in 1909. On November 16, 1988, Congress designated wilderness and potential wilderness in Olympic National Park (378 acres are potential wilderness). The NPS has not published a *Federal Register* notice to redesignate the potential wilderness.

The NPS completed a legal wilderness boundary map and prepared a legal description of the wilderness. In 2012, Congress enacted the Quileute Tsunami and Flood Protection

Act that transferred 785 acres of Federal lands in Olympic National Park to the Quileute Tribe around LaPush, Washington. Among the 785 acres, the law estimates that 222 acres were wilderness, designated in 1988. The law made no provision to offset the loss by designating any other Federal park lands in Olympic as wilderness.

Recommended Next Steps:

- Analyze potential wilderness for redesignation and redesignate if appropriate.

Organ Pipe Cactus National Monument

Status:

Organ Pipe Cactus was proclaimed a national monument in 1937. On November 10, 1978, Congress designated wilderness and potential wilderness in Organ Pipe (1,240 acres are potential wilderness. These are State of Arizona lands and a power line corridor on Federal land). The NPS has not published a *Federal Register* notice to redesignate the potential wilderness. In August 2009, the NPS prepared wilderness boundary maps and legal descriptions, as required by law, for Organ Pipe Cactus. The documents are in WASO but have not been submitted to the requisite committees of Congress.

Recommended Next Steps:

- Forward the written description and final legal boundary map to Congress.
- Analyze potential wilderness for redesignation and redesignate if appropriate.

Ozark National Scenic Riverways

Status:

Ozark National Scenic Riverways was authorized on August 27, 1964. The park consists of 80,000 acres, of which 61,000 acres are federally owned. Ozark Riverways was in existence on September 3, 1964 when the Wilderness Act was signed into law. The Wilderness Act required that the Secretary study all roadless areas of five thousand contiguous acres or more in the national park system at that time for wilderness suitability.

In July 2012 the NPS studied Ozark Riverways for wilderness eligibility and determined that a tract of land over 3,000 acres within the Big Spring Natural Area is eligible and should be proposed as wilderness. The study will be part of a yet-to-be-released Draft GMP for Ozark NSR.

Recommended Next Steps:

- Conduct a study of the area found eligible.

Padre Island National Seashore

Status:

Padre Island National Seashore was authorized in 1962. The park contains over 130,000 acres of Federal land. The NPS fulfilled all legal obligations to study Padre Island for suitability, conduct public hearings and submit a wilderness proposal. The preliminary proposal for Padre Island recommended 43,600 acres as wilderness. However, the final

proposal of August 1972, and submitted to Congress on September 21, 1972, recommended zero suitable acres. Padre Island contains 108,000 roadless acres. The NPS reason for a zero-wilderness recommendation was the presence of nonfederal oil and gas rights under the national seashore.

Recommended Next Steps

- Conduct a new wilderness suitability study for Padre Island.

Petrified Forest National Park

Status:

Petrified Forest was proclaimed a national monument in 1906 and was made a national park in 1962. On October 23, 1970 Congress designated wilderness in the park, becoming the first NPS wilderness along with Craters of the Moon. Congress enacted the NPS' recommendation for Petrified Forest as depicted on NPS map #NP-PF-3320-C, November 1967. (The statute designating wilderness shows the map as # NP-PF-3320-O; the letter "O" appears to be a typographical error).

That NPS proposal, like all early NPS proposals, created an administrative management exclusion zone between the park boundary and the wilderness boundary. The NPS abandoned this approach in 1973. In Petrified Forest, where the borders of the park and the wilderness were parallel, the zone was 1/8th of a mile wide (660 feet or ten chains). The NPS referenced map #NP-PF3320-O as the legal wilderness boundary map. The NPS prepared a legal description, dated December 1970, that describes such a boundary. The date that the NPS filed the map and description with Congress is undetermined. Once filed, that legal description has the force of law. Only one other NPS wilderness (Craters of the Moon) has this characteristic.

In hearings on May 5, 1972, Assistant Secretary of the Interior Nathaniel Reed committed to go back and repair the wilderness boundaries to eliminate the management buffer zone. The NPS has never done so. The map and legal description are on file in the Washington Office. In 2004 Congress added significant new lands of 125,000 to Petrified Forest National Park. In June 2010 the NPS signed an EA for a General Management Plan Amendment for the added lands. The GMP Amendment reveals that the NPS owns only 12% of the added lands but recognizes a future need for a wilderness study when and if the United States acquires State and private lands.

Recommended Next Steps:

- Review lands added in 2004 for wilderness suitability and conduct a study, make a proposal as appropriate.
- Bring Petrified Forest into conformity with all other NPS wilderness by seeking a technical amendment to make park boundary and wilderness boundary coterminous where the boundaries are parallel.

Pictured Rocks National Lakeshore

Status:

Congress created the Pictured Rocks National Lakeshore in 1966. The park contains 36,000 acres of Federal land. Congress designated the Beaver Basin Wilderness of 11,740 acres in Pictured Rocks in March 2009.

Recommended Next Steps:

- Write a legal description of wilderness boundaries (a map is not required in the law)

Pinnacles National Park

Status:

Pinnacles was proclaimed a national monument in 1908. On October 20, 1976 Congress designated wilderness and potential wilderness in the national monument (990 acres are potential wilderness). The NPS, after writing a legal description of the 1976 wilderness, found 1,005 acres of potential wilderness and filed that number with Congress.

On January 11, 2000, the President expanded Pinnacles by proclamation and included a Bureau of Land Management wilderness study area in the park. Proclamation 7266 requires that the NPS manage the 5,949-acre BLM wilderness study areas included in the monument in conformity with section 603(c) of the Federal Land Policy and Management Act. Section 603(c) requires that during the period of wilderness review, the Secretary manage such areas "...so as not to impair the suitability of such areas for preservation as wilderness" until Congress determines otherwise. On December 19, 2002, Congress designated 2,715 acres of the Pinnacles addition as wilderness.

The NPS completed a legal wilderness boundary map dated January 1977. The map is numbered #114-20,010D. The NPS also prepared a legal description of the wilderness that is dated May 1978. The NPS filed the map and the legal description with Congress on August 11, 1978. The map and description are on file in the Washington Office. The NPS has yet to draw an official map and write a legal description for the wilderness added in 2002.

Recommended Next Steps:

- Analyze potential wilderness and redesignate remaining potential wilderness as wilderness if appropriate.
- Prepare map and legal description for wilderness added in 2002.
- Complete a wilderness recommendation for the remainder of the 5,949 acres of BLM wilderness study areas added in 2000 and submit to Congress.

Point Reyes National Seashore

Status:

Point Reyes National Seashore was authorized in 1962. On October 18 and on October 20, 1976 Congress designated wilderness and potential wilderness in the national seashore in two separate bills. What at first appears to be an oversight may be explained by the presence of a Section 3 found only in the October 20th enactment. That provision allows the Secretary to convert designated potential wilderness to full wilderness by publication of a *Federal Register* notice.

Point Reyes was the first NPS unit where Congress designated “potential wilderness” to address temporary nonconforming uses (8,003 acres designated as potential wilderness). The NPS, after writing a legal description of the 1976 wilderness, found 8,530 acres of potential wilderness and filed that number with Congress. On November 10, 1999, the NPS published a *Federal Register* notice to redesignate 1,752 acres of potential wilderness as full wilderness. The notice did not reflect that the NPS had filed a legal description with a corrected number of potential wilderness acres with Congress. Thus, the notice of conversion states that the potential wilderness remaining is 6251 acres (8,003 minus 1752). Actually, 6778-acre of potential wilderness remain (8530 minus 1752). The NPS completed a legal wilderness boundary map dated February 1977. The map is numbered #612-90,000B. The NPS also prepared a legal description of the wilderness that is dated May 1978. The NPS filed the map and legal description with Congress on August 11, 1978. The legal description but not the map is on file in the Washington Office. Congress renamed the Point Reyes Wilderness as the “Phillip Burton Wilderness” in 1985 (P.L. 99-68; July 19, 1985).

Section 124 of the Interior Appropriations Act for Fiscal Year 2010 (October 30, 2009) authorizes the Secretary of the Interior to renew a permit for a commercial oyster farm in Drakes Bay, an area designated as potential wilderness in 1976, for a ten-year period, beginning on November 30, 2012. This provision was without precedent in national park system wilderness. The Secretary decided to not renew the permit on December 4, 2012. On December 4, 2012, the Secretary of the Interior also published a notice to convert 1,363 acres of potential wilderness in Drakes Bay to wilderness. The remaining potential wilderness is 5,415 acres.

Recommended Next Steps:

- Analyze potential wilderness and redesignate remaining potential wilderness as wilderness if appropriate.

Redwood National Park

Status:

Congress created Redwood National Park in 1968 and expanded the park to its present configuration in 1978. The park contains 75,000 acres of Federal land and 34,000 acres of State of California park lands. The NPS had not studied Redwood for wilderness suitability.

On January 10, 2005, U.S. District Court for District of Columbia ordered the NPS to prepare a wilderness suitability assessment for Redwood. On January 6, 2006 the NPS prepared a suitability assessment for Redwood. The assessment found that none of the park was suitable for further study.

Recommended Next Steps:

None

Rocky Mountain National Park

Status:

Rocky Mountain National Park was established in 1915. Nearly all of the park's 265,000 acres are Federal. The NPS fulfilled all legal obligations to study Rocky Mountain for suitability, conduct public hearings and submit a wilderness proposal. The last recommendation sent by the President to Congress for Rocky Mountain was for 240,030 acres of wilderness and 284 acres of potential wilderness on a map #121-20,015A, dated January 1978. The President sent that revised proposal in a message to Congress on May 11, 1978.

In 1980, Congress adjusted the boundaries of the park and included in Rocky Mountain 2,917 acres (NPS estimates this as 2,960 acres) of designated wilderness formerly administered by the Forest Service (Indian Peaks Wilderness).

On March 30, 2009, Congress designated approximately 249,339 acres of Rocky Mountain National Park as wilderness. Thus, the approximate acreage of all wilderness is 252,256.

Pursuant to Public Law 111-11, section 1952(b), Rocky Mountain National Park is to prepare "as soon as practicable" the map and legal description of wilderness boundaries. Section 1954 requires "Not later than 1 year after date of enactment of this Act" the NPS must identify an alignment line for the East Shore Trail, and the wilderness boundary as it will exist east of the East Shore Trail alignment. The NPS will prepare a map and legal description that will accomplish both goals. Wilderness map and legal description prepared by NPS in January 2010.

Recommended Next Steps:

- Submit to Congress.

Saguaro National Park

Status:

Saguaro was proclaimed a national monument in 1933. In 1961, the President proclaimed the Tucson Mountain Unit of Saguaro (west of Tucson). On October 20, 1976 Congress designated wilderness in the national monument. Congress redesignated Saguaro as a national park in 1994. The NPS completed a legal wilderness boundary map dated April 1977. The map is numbered #151-20,003D. The NPS also prepared a legal description of the wilderness that is dated May 1978. The NPS filed the map and description with Congress on August 11, 1978.

In 1991 Congress added 3,540 acres of the Rincon Valley to the south side of the Rincon Mountain Unit (east of Tucson, Arizona). The NPS had not studied the added lands (which adjoin existing wilderness) for wilderness suitability. In October 2005, the NPS stated in writing that they conducted a suitability review and found lands suitable for further study. In February 2006, the NPS Superintendent sent to the Regional Director a wilderness suitability assessment for lands added to Saguaro National Park after the wilderness designation of 1976. The assessment found 4,716 acres of such lands as

suitable. The NPS certified the 4,716 acres in four units (three in the Tucson Mountain District and one in the Rincon Valley) as wilderness eligible in the 2008 General Management Plan for Saguaro.

Recommended Next Steps:

- Finalize Draft GMP conclusion on wilderness in added lands.

Sequoia National Park

Status:

Sequoia National Park was established in 1890. On September 28, 1984 Congress designated wilderness and potential wilderness in the park (100 acres are potential wilderness). In 1978, Congress added the 16,200-acre Mineral King Valley to Sequoia and required the Secretary to develop a comprehensive management plan for Mineral King by November 10, 1980. The plan, dated September 1980, recommended that all lands above 8,000 feet in elevation be wilderness. The NPS never conducted public hearings on that proposal and never forwarded the proposal to the Secretary, President or Congress. In 2000 Congress added 1518 acres, known as the Dillonwood Addition, to Sequoia.

The NPS completed a legal wilderness boundary map dated July 1985. That map is numbered #102-20,003E. The NPS also prepared a legal description of the wilderness dated December 1985. It is uncertain if the NPS filed the map and legal description with Congress. The map and legal description are on file in the Washington Office. In 2002, the NPS prepared a revised wilderness description and boundary maps. The NPS submitted the documents in early 2004. The documents have several notable deviations from the wilderness map cited by Congress in the 1984 statute.

On January 10, 2005, U.S. District Court for District of Columbia ordered the NPS to prepare a wilderness suitability assessment for the Mineral King and Dillonwood Additions to Sequoia National Park. The NPS prepared a suitability assessment for the Mineral King Addition on January 6, 2006. The assessment found that the areas defined as “backcountry” were suitable for further study. The backcountry area consists of approximately 95% of the currently calculated 15,107-acre Addition. The NPS determined that none of the Dillonwood Addition was suitable. The NPS published a *Federal Register* notice on March 14, 2007.

On March 30, 2009, Congress established the John Krebs Wilderness in the Mineral King area of Sequoia National Park, encompassing 39,740 acres and 130 acres of potential wilderness. Congress also designated 45,186 additional acres of wilderness in the Sequoia-Kings Canyon Wilderness. Maps and legal descriptions were due no later than three years after enactment, i.e. March 30, 2012.

The John Krebs Wilderness is one of the three NPS wilderness areas where Congress did not make the references in the Wilderness Act to the “Secretary of Agriculture” applicable to the Secretary of the Interior. This is important because it renders the

“special provisions” in the Wilderness Act found at section 4(d) inoperative in the John Krebs.

Recommended Next Steps:

- Write legal description for 2009 wilderness.
- Prepare boundary maps for 2009 wilderness.
- Analyze the potential wilderness and redesignate if appropriate.

Shenandoah National Park

Status:

Shenandoah National Park was authorized in 1926. On October 20, 1976 Congress designated wilderness and potential wilderness in the national park (560 acres are potential wilderness). On September 3, 1978, the NPS published a *Federal Register* notice to redesignate all 560 acres of potential wilderness as full wilderness. The NPS completed a legal wilderness boundary map but it is undated and unnumbered. The NPS has not prepared a legal description of the wilderness. The NPS has not filed a map and legal description with Congress. The map is on file in the Washington Office.

Recommended Next Steps:

- Write a legal description of the wilderness boundaries.
- Examine and certify the legal map of the wilderness boundaries.
- Submit to Congress.

Sleeping Bear Dunes National Lakeshore

Status:

Sleeping Bear Dunes was authorized in 1970. The park contains over 57,000 acres of Federal lands. The enabling act required that the NPS submit a wilderness recommendation to the President by October 21, 1974. Although the NPS did not meet the deadline, the NPS studied Sleeping Bear Dunes for wilderness suitability and conducted public hearings. The NPS study concluded that 7,128 acres were suitable for wilderness and 23,775 acres were suitable for potential wilderness as depicted on map #634-20,018C, dated January 1981.

In 1982, Congress mandated that the President submit the wilderness recommendation to Congress by June 1, 1983. The NPS sent its recommendation to the President in 1983. In the 1982 law Congress mandated that the NPS must manage as wilderness the areas recommended as wilderness depicted on the January 1981 map “until Congress determines otherwise.” This is a rare example of statutory (not just policy) protection for NPS proposed wilderness. The NPS published a notice of Interim Wilderness Management in the *Federal Register* of March 16, 1987. The NPS may not take any actions at Sleeping Bear Dunes that will diminish the wilderness character of the lands recommended as wilderness or potential wilderness.

In 2008 the NPS concluded a new General Management Plan for the Lakeshore. A new Wilderness Study accompanied the GMP. The NPS conducted formal public hearings on

the Wilderness Study. The NPS proposed 33,600 as wilderness, an increase of 2,967 acres.

Congress designated wilderness at Sleeping Bear Dunes on March 13, 2014, comprising 32,557 acres, slightly smaller than the NPS 2008 proposal. The wilderness statute established setbacks from roads of the wilderness boundaries of 100 feet from county roads and 30 feet from State highways.

Recommended Next Steps:

None

Theodore Roosevelt National Park

Status:

Theodore Roosevelt National Memorial Park was established in 1947. On November 10, 1978 Congress designated wilderness in the park. The NPS prepared a legal wilderness boundary map dated June 1979. The map is numbered #387-20,007E. The NPS also prepared a legal description of the wilderness that is dated May 1980. It is undetermined when the NPS filed the map and legal description with Congress. The map and legal description are on file in the Washington Office.

Recommended Next Steps:

None

Voyageurs National Park

Status:

Voyageurs was authorized in 1971. The park contains 132,000 acres of Federal land and over 80,000 acres of waters. The statute authorizing Voyageurs required that the NPS submit to the President a wilderness recommendation for the park within four years of establishment on April 8, 1975, i.e. by April 8, 1979. The NPS failed to do so but did produce an initial study that concluded that 87,736 acres were suitable for wilderness and 3,917 acres were suitable for potential wilderness (map #172-40,018A; April 1982).

Under 1991 and 1992 Federal Court orders, the NPS produced a wilderness recommendation for submittal to the President by July 14, 1992. That recommendation (depicted on map #172-40,057A; April 1992) shows 124,994 acres as wilderness and 2,442 acres as potential wilderness. The President has never transmitted that recommendation to the Congress.

Recommended Next Steps:

- Submit wilderness recommendation to Congress.

Whiskeytown National Recreation Area

Status:

Congress authorized Whiskeytown in 1965. The park contains 42,000 acres of Federal land. Large portions of the lands are submerged under a reservoir. The NPS has not studied Whiskeytown for wilderness suitability.

Recommended Next Steps:

- Conduct a wilderness suitability study.

White Sands National Monument

Status:

White Sands was proclaimed a national monument in 1933. The park consists of nearly 145,000 acres of Federal lands. The NPS fulfilled all legal obligations to study White Sands for suitability, conduct public hearings and submit a wilderness proposal. The recommendation sent by the President to Congress found that none of White Sands was suitable for wilderness. That recommendation was dated September 21, 1972 .

During the course of the study, the NPS determined that there were 118,700 roadless acres in the park. In 1996 Congress adjusted the park boundaries that, in sum, added 4,000 more acres to White Sands. The NPS determination that none of White Sands was suitable for wilderness was based upon the military tests of aerial vehicles over the monument that may accidentally land in the monument. The military would need to retrieve the wreckage by vehicle or helicopter. The military possessed an NPS permit for such conduct that expired on December 23, 1973. The NPS Director pledged that, if the permit expires, the NPS would again “revisit” the issue of wilderness at White Sands. The NPS has never done so. The permit was reissued and remains in effect.

Recommended Next Steps:

- Conduct a new wilderness suitability study for White Sands.

Wind Cave National Park

Status:

Wind Cave was established in 1903 and consists of 28,000 acres of Federal land. Wind Cave was in existence when Congress enacted the Wilderness Act. The NPS never conducted a study and never developed a proposal or recommendation for Wind Cave. Congress added 5,675 acres to Wind Cave National Park in September 2005. The NPS has not assessed the eligibility of this addition for wilderness

Recommended Next Steps:

- Study Wind Cave for wilderness suitability as required by law, conduct public hearings and submit a recommendation to Congress.

Wrangell-St. Elias National Park and Preserve

Status:

Wrangell-St. Elias National Park and Preserve was designated in 1980. The park and preserve comprise 13,188,024 acres; 12.4 million are Federal lands. Congress designated 9,078,675 acres of wilderness in the park on December 2, 1980. The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 required that the Secretary study the rest of Wrangell-St. Elias for wilderness suitability by December 1985 (16 U.S.C. 3205(a)) and recommend such lands for wilderness by December 1987. The NPS conducted a wilderness suitability study and an Environmental Impact Statement on a

proposal for Wrangell-St. Elias. The NPS EIS found 3,174,000 acres as suitable for wilderness. The NPS held formal public hearings on the proposal but never transmitted the proposal to the Secretary or made a formal recommendation to the President or Congress as required by ANILCA.

On April 17, 2012, the NPS reexamined the wilderness eligible lands and determined that 16,929 acres are now eligible in the Nabesna District and that 667 previously eligible lands are now ineligible so that the NPS could authorize telecommunication facilities on those lands. There was a net gain of 16,262 acres of wilderness eligible lands.

The NPS referenced as the legal wilderness boundary map, a map dated August 1980 and numbered WRST-90,007. The NPS also prepared a legal description of the designated wilderness and published it in the *Federal Register* on September 30, 1992. It is unknown if the NPS filed the map and description with Congress. The map and legal description are on file in the Washington Office.

Recommended Next Steps

- Submit a formal recommendation to the Secretary and the President.

Wupatki National Monument

Status:

Wupatki was proclaimed a national monument in 1924. The park consists of over 35,000 acres of Federal lands. The NPS fulfilled all legal obligations to study Wupatki for suitability, conduct public hearings and submit a wilderness proposal. The recommendation, dated February 8, 1972, sent by the President to Congress found that none of Wupatki was suitable for wilderness.

During the course of the study, the NPS determined that there were 18,500 roadless acres in the park. In 1996 Congress adjusted the park boundaries that, in sum, added 168 more acres to Wupatki. The NPS determination that none of Wupatki was suitable for wilderness was based, in part, upon the existence of an NPS-issued grazing permit to the Babbitt family's CO Bar Ranch. CO Bar obtained the permit as a condition of the sale of ranch land to the NPS in 1962. The 20-year permit expired in December 1983. When the expiration date arrived, the NPS renewed the permit in 1983 for one five-year term. However, the permit expired at the beginning of 1989 and the NPS did not renew. Thus, grazing no longer occurs at Wupatki. Further, grazing is not a factor that disqualifies lands from wilderness.

On January 10, 2005, U.S. District Court for District of Columbia dismissed a claim by The Wilderness Society that the NPS prepare a new wilderness suitability assessment for Wupatki. The court ruled that since the grazing permit expired before the NPS adopted Management Policies requirements for wilderness re-review in 2001, the directive did not apply retroactively. Nevertheless, in December 2012 the NPS completed a new review of Wupatki and determined that over 34,000 acres were eligible for wilderness; signed by the Director in March 2013. *In the history of NPS wilderness review, this is the first*

example of the NPS reversing an earlier decision that an area found totally unsuitable for wilderness was now eligible.

Recommended Next Steps:

- Complete a formal wilderness study.

Yellowstone National Park

Status:

Yellowstone National Park was created in 1872. All of the park's 2,218,000 acres are Federal. The NPS fulfilled all legal obligations to study Yellowstone for suitability, conduct public hearings and submit a wilderness proposal. The last recommendation sent by the President to Congress on May 11, 1978 was for 2,032,721 acres of wilderness on a map #101-20,005-A, dated January 1978. One of 17 parks with a wilderness recommendation submitted to Congress and upon which Congress has not acted.

Recommended Next Steps

None

Yosemite National Park

Status:

Yosemite National Park was established in 1890. On September 28, 1984 Congress designated wilderness and potential wilderness in the park (3,550 acres are potential wilderness). In that same act, Congress added the 185-acre McCauley Ranch and the 253-acre Crocker Ridge to Yosemite and required the Secretary to study the addition for wilderness suitability by September 1987. The NPS conducted the study and concluded that the lands were not suitable for wilderness in January 2003.

The NPS completed a legal wilderness boundary map dated July 1985. The map is numbered #104-20,003E. The NPS also prepared a legal description of the wilderness that is undated but appears to post-date July 1985. The NPS has not filed the map and legal description with Congress. The map and legal description are on file in the Washington Office.

Recommended Next Steps:

- Analyze potential wilderness and redesignate if appropriate.

Yukon-Charley Rivers National Preserve

Status:

Yukon-Charley Rivers National Preserve was established in 1980. Over 80% of the park's 2,523,509 acres are Federal. The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 required that the Secretary study Yukon-Charley Rivers for wilderness suitability by December 1985 (16 U.S.C. 3205(a)) and recommend such lands for wilderness by December 1987. The NPS EIS found 2,220,576 acres as suitable for wilderness. The NPS held formal public hearings on the proposal but never transmitted the proposal to the Secretary or made a formal recommendation to the President or Congress as required by ANILCA.

Recommended Next Steps:

- Submit a formal recommendation to the Secretary and the President.

Zion National Park

Wilderness Identification and Designation Process

1. Status:

Zion National Park began as two national monuments in 1909 and 1918. It was established as a national park in 1919. In 1937 the Kolob Canyons were proclaimed a new Zion National Monument and then added to the park in 1956. All but 3,500 acres of the park's 143,000 acres are Federal.

The NPS fulfilled all legal obligations to study Zion for suitability, conduct public hearings and submit a wilderness proposal. The last recommendation sent by the President to Congress for Zion was for 120,620 acres of wilderness and 10,364 acres of potential wilderness on a map #116-20,002-A, dated January 1978. The President sent the revised proposal in a message to Congress on May 11, 1978.

In 1994, the park produced an updated map and legal description for recommended wilderness in Zion (map #116-80,002E; April 1994)). That map showed 131,335 wilderness acres and 3,308 acres of potential wilderness. The proposal has not been transmitted to Congress. Thus, the 1978 map remained the formal Departmental proposal. On March 30, 2009, Congress designated 124,406 acres of Zion as wilderness. Zion is one of the few NPS wilderness areas where Congress did not make the references in the Wilderness Act to the "Secretary of Agriculture" applicable to the Secretary of the Interior. This is important because it renders the "special provisions" in the Wilderness Act found at section 4(d) inoperative at Zion.

In a document dated January 31, 2013, the NPS wrote a 119-page legal description of the designated wilderness that shows 124,380 wilderness acres and 9,010 undesignated acres that were recommended as wilderness.

Recommended Next Steps:

- Draw maps of wilderness boundaries.

###