

**DESIGNATING CERTAIN NATIONAL FOREST LANDS IN THE
STATE OF ARIZONA AS WILDERNESS, AND FOR OTHER
PURPOSES**

MARCH 30, 1984.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. UDALL, from the Committee on Interior and Insular Affairs,
submitted the following

REPORT

[To accompany H.R. 4707]

[Including the cost estimate of the Congressional Budget Office.]

The Committee on Interior and Insular Affairs, to whom was referred the bill (H.R. 4707) to designate certain national forest lands in the State of Arizona as wilderness, and for other purposes, having considered the same, report favorably thereon with an amendment and recommend that the bill as amended do pass.

The amendment is as follows:

Page 1, line 3, strike all after the enacting clause and insert the following in lieu thereof:

That this Act may be cited as the "Arizona Wilderness Act of 1984".

TITLE I

SEC. 101(a) In furtherance of the purposes of the Wilderness Act (16 U.S.C. 1131-1136), the following lands in the State of Arizona are hereby designated as wilderness and therefore as components of the National Wilderness Preservation System:

(1) certain lands in the Prescott National Forest, which comprise approximately five thousand four hundred acres, as generally depicted on a map entitled "Apache Creek Wilderness—Proposed", dated February 1984, and which shall be known as the Apache Creek Wilderness;

(2) certain lands in the Prescott National Forest, which comprise approximately fifteen thousand acres, as generally depicted on a map entitled "Arnold Mesa Wilderness—Proposed", dated March 1984, and which shall be known as the Arnold Mesa Wilderness;

(3) certain lands in the Apache-Sitgreaves National Forest, which comprise approximately eleven thousand acres, as generally depicted on a map entitled "Bear Wallow Wilderness—Proposed", dated March 1984, and which shall be known as the Bear Wallow Wilderness;

(4) certain lands in the Prescott National Forest, which comprise approximately twenty-nine thousand seven hundred acres, as generally depicted on a map entitled "Castle Creek Wilderness—Proposed", dated February 1984, and which shall be known as the Castle Creek Wilderness;

(5) certain lands in the Coronado National Forest, which comprise approximately seventy-four thousand acres, as generally depicted on a map entitled "Chiricahua Wilderness—Proposed", dated March 1984, and which are hereby incorporated in and shall be deemed a part of the Chiricahua Wilderness, as designated by Public Law 88-577;

(6) certain lands in the Coconino National Forest, which comprise approximately eleven thousand five hundred acres, as generally depicted on a map entitled "Fossil Springs Wilderness—Proposed", dated March 1984, and which shall be known as the Fossil Springs Wilderness;

(7) certain lands in the Tonto National Forest, which comprise approximately sixty-three thousand acres, as generally depicted on a map entitled "Four Peaks Wilderness—Proposed", dated March 21, 1984, and which shall be known as the Four Peaks Wilderness;

(8) certain lands in the Coronado National Forest, which comprise approximately twenty thousands acres, as generally depicted on a map entitled "Galiuro Wilderness Additions—Proposed", dated March 1984, and which are hereby incorporated in and shall be deemed a part of the Galiuro Wilderness as designated by Public Law 88-577;

(9) certain lands in the Prescott National Forest, which comprise approximately nine thousand six hundred acres, as generally depicted on a map entitled "Granite Mountain Wilderness—Proposed", dated February 1984, and which shall be known as the Granite Mountain Wilderness;

(10) certain lands in the Tonto National Forest, which comprise approximately forty-three thousand acres, as generally depicted on a map entitled "Hellsgate Wilderness—Proposed", dated March 1984, and which shall be known as the Hellsgate Wilderness;

(11) certain lands in the Prescott National Forest, which comprise approximately seven thousand six hundred acres, as generally depicted on a map entitled "Juniper Mesa Wilderness—Proposed", dated February 1984, and which shall be known as the Juniper Mesa Wilderness;

(12) certain lands in the Kaibab National Forest, which comprise approximately six thousand five hundred acres, as generally depicted on a map entitled "Kendrick Mountain Wilderness—Proposed", dated February 1984, and which shall be known as the Kendrick Mountain Wilderness;

(13) certain lands in the Tonto National Forest, which comprise approximately forty-eight thousand acres, as generally depicted on a map entitled "Mazatzal Wilderness Additions—Proposed", date March 21, 1984, and which are hereby incorporated and shall be deemed a part of the Mazatzal Wilderness as designated by Public Law 88-577: *Provided*, That within the lands added to the Mazatzal Wilderness by this Act, the provisions of the Wilderness Act shall not be construed to prevent the installation and maintenance of hydrologic, meteorologic or telecommunications facilities, or any combination of the foregoing, or limited motorized access to such facilities when nonmotorized access means are not reasonably available or when time is of the essence, subject to such conditions as the Secretary deems desirable, where such facilities or access are essential to flood warning, flood control and water reservoir operation purposes;

(14) certain lands in the Coronado National Forest, which comprise approximately twenty thousand acres, as generally depicted on a map entitled "Miller Peak Wilderness—Proposed", dated February 1984, and which shall be known as the Miller Peak Wilderness;

(15) certain lands in the Coronado National Forest, which comprise approximately twenty-five thousand acres, as generally depicted on a map entitled "Mt. Wrightson Wilderness—Proposed", dated February 1984, and which shall be known as the Mt. Wrightson Wilderness;

(16) certain lands in the Coconino National Forest, which comprises approximately sixteen thousand six hundred acres, as generally depicted on a map entitled "Munds Mountain Wilderness—Proposed", dated March 21, 1984, and which shall be known as the Munds Mountain Wilderness;

(17) certain lands in the Coronado National Forest, which comprises approximately seven thousand five hundred acres, as generally depicted on a map entitled "Pajarita Wilderness—Proposed", dated March 1984, and which shall be known as the Pajarita Wilderness;

(18) certain lands in the Coconino National Forest, which comprises approximately fifty-three thousand acres, as generally depicted on a map entitled "Red Rock-Secret Mountain Wilderness—Proposed", dated March 21, 1984, and which shall be known as the Red Rock-Secret Mountain Wilderness;

(19) certain lands in the Coronado National Forest, which comprises approximately thirty-eight thousand five hundred acres, as generally depicted on a map entitled "Rincon Mountain Wilderness—Proposed", dated February 1984, and which shall be known as the Rincon Mountain Wilderness;

(20) certain lands in the Tonto National Forest, which comprises approximately twenty-one thousand acres, as generally depicted on a map entitled "Salome Wilderness—Proposed", dated March 1984, and which shall be known as the Salome Wilderness;

(21) certain lands in the Tonto National Forest, which comprises approximately forty thousand acres, as generally depicted on a map entitled "Salt River Canyon Wilderness—Proposed", dated March 21, 1984, and which shall be known as the Salt River Canyon Wilderness;

(22) certain lands in the Coconino National Forest which comprise approximately eighteen thousand acres, as generally depicted on a map entitled "San Francisco Peaks Wilderness—Proposed", dated March 21, 1984, and which shall be known as the San Francisco Peaks Wilderness;

(23) certain lands in the Coronado National Forest, which comprise approximately twenty-seven thousand acres, as generally depicted on a map entitled "Santa Teresa Wilderness—Proposed", dated February 1984, and which shall be known as the Santa Teresa Wilderness; Reasonable access shall be permitted to continue on the existing right-of-way from the United States Route 70 along Black Rock Wash to the vicinity of Black Rock;

(24) certain lands in the Prescott National Forest, which comprise approximately thirty-eight thousand five hundred acres, as generally depicted on a map entitled "Sheridan Mountain Wilderness—Proposed", dated February 1984, and which shall be known as the "Sheridan Mountain Wilderness";

(25) certain lands in the Tonto National Forest, which comprise approximately thirty-seven thousand acres, as generally depicted on a map entitled "Superstition Wilderness Additions—Proposed", dated February 1984, and which are hereby incorporated in and shall be deemed to be a part of the Superstition Wilderness as designated by Public Law 88-577;

(26) certain lands in the Coconino National Forest and Prescott National Forest, which comprise approximately nine thousand acres, as generally depicted on a map entitled "Sycamore Canyon Wilderness Additions—Proposed", dated February 1984, and which are hereby incorporated in and shall be deemed a part of the Sycamore Canyon Wilderness as designated by Public Law 92-241;

(27) certain lands in the Coconino National Forest, which comprise approximately fourteen thousand acres, as generally depicted on a map entitled "West Clear Creek Wilderness—Proposed", dated March 1984, and which shall be known as the West Clear Creek Wilderness;

(28) certain lands in the Coconino National Forest, which comprise approximately six thousand seven hundred acres, as generally depicted on a map entitled "Wet Beaver Wilderness—Proposed", dated February 1984, and which shall be known as the Wet Beaver Wilderness;

(29) certain lands in the Prescott National Forest, which comprise approximately six thousand two hundred acres, as generally depicted on a map entitled "Woodchute Wilderness—Proposed", dated March 21, 1984, and which shall be known as the Woodchute Wilderness.

(b) Subject to valid existing rights, the wilderness areas designated under this section shall be administered by the Secretary of Agriculture (hereinafter in this Act referred to as the "Secretary") in accordance with the provisions of the Wilderness Act governing areas designated by that Act as wilderness, except that any reference in such provisions to the effective date of the Wilderness Act (or any similar reference) shall be deemed to be a reference to the date of enactment of this Act.

(c) As soon as practicable after enactment of this Act, the Secretary shall file a map and a legal description of each wilderness area designated under this section with the Committee on Interior and Insular Affairs of the United States House of Representatives and with the Committee on Energy and Natural Resources of the United States Senate. Such map and description shall have the same force and effect as if included in this Act, except that correction of clerical and typographical errors in such legal description and map may be made. Such map and legal descrip-

tion shall be on file and available for public inspection in the Office of the Chief of the Forest Service, United States Department of Agriculture.

(d) The Congress does not intend that designation of wilderness areas in the State of Arizona lead to the creation of protective perimeters or buffer zones around each wilderness area. The fact that nonwilderness activities or uses can be seen or heard from areas within a wilderness shall not, of itself, preclude such activities or uses up to the boundary of the wilderness area.

(e)(1) As provided in paragraph (6) of section 4(d) of the Wilderness Act, nothing in this Act or in the Wilderness Act shall constitute an express or implied claim or denial on the part of the Federal Government as to exemption from Arizona State water laws.

(2) As provided in paragraph (7) of section 4(d) of the Wilderness Act, nothing in this Act or in the Wilderness Act shall be construed as affecting the jurisdiction or responsibilities of the State of Arizona with respect to wildlife and fish in the National forests located in that State.

(f)(1) Grazing of livestock in wilderness areas established by this Act, where established prior to the date of the enactment of this Act, shall be administered in accordance with section 4(d)(4) of the Wilderness Act and section 108 of Public Law 96-560.

(2) The Secretary is directed to review all policies, practices, and regulations of the Department of Agriculture regarding livestock grazing in national forest wilderness areas in Arizona in order to insure that such policies, practices, and regulations fully conform with and implement the intent of Congress regarding grazing in such areas, as such intent is expressed in this Act.

(3) Not later than one year after the date of the enactment of this act, and at least every five years thereafter, the Secretary of Agriculture shall submit to the Committee on Interior and Insular Affairs of the United States House of Representatives and to the Committee on Energy and Natural Resources of the United States Senate a report detailing the progress made by the Forest Service in carrying out the provisions of paragraphs (1) and (2) of this section.

Sec. 102. (a) In furtherance of the purposes of the Wilderness Act, the Secretary of Agriculture shall review the following as to their suitability or non-suitability for preservation as wilderness and shall submit his recommendations to the President:

(1) certain lands in the Coronado National Forest, which comprise approximately seven hundred and forty acres as generally depicted on a map entitled "Bunk Robinson Wilderness Study Area Additions—Proposed," dated February 1984, and which are hereby incorporated in the Bunk Robinson Wilderness Study Area as designated by Public Law 96-550;

(2) certain lands in the Coronado National Forest which comprise approximately five thousand and eighty acres, as generally depicted on a map entitled "Whitmire Canyon Study Area Additions—Proposed," dated February 1984, and which are hereby incorporated in the Whitmire Canyon Wilderness Study Area as designated by Public Law 96-550;

(3) certain lands in the Coronado National Forest which comprise approximately sixty-five thousand acres, as generally depicted on a map entitled "Mount Graham Wilderness Study Area", dated March 21, 1984, and which shall be known as the Mount Graham Wilderness Study Area.

With respect to the areas named in paragraphs (1) and (2), the President shall submit his recommendations to the United States House of Representatives and the United States Senate no later than January 1, 1986.

(b) Subject to valid existing rights, the wilderness study areas designated by this section shall, until Congress determines otherwise, be administered by the Secretary so as to maintain their presently existing wilderness character and potential for inclusion in the National Wilderness Preservation System.

Sec. 103. (a) The Congress finds that—

(1) the Department of Agriculture has completed the second Roadless area review and evaluation program (RARE II); and

(2) the Congress has made its own review and examination of national forest system roadless areas in the State of Arizona and of the environmental impacts associated with alternative allocations of such areas.

(b) On the basis of such review, the Congress hereby determines and directs that—

(1) without passing on the question of the legal and factual sufficiency of the RARE II final environmental statement (dated January 1979) with respect to national forest system lands in States other than Arizona such statement shall not be subject to judicial review with respect to national forest system lands in the State of Arizona;

(2) with respect to the national forest system lands in the State of Arizona which were reviewed by the Department of Agriculture in the second Roadless Area Review and Evaluation (RARE II), except those lands designated for wilderness study in section 2 of this Act or by previous Acts of Congress that review and evaluation shall be deemed for the purposes of the initial land management plans required for such lands by the Forest and Rangeland Renewable Resources Planning Act of 1974 as amended by the National Forest Management Act of 1976 to be an adequate consideration of the suitability of such lands for inclusion in the National Wilderness Preservation System and the Department of Agriculture shall not be required to review the wilderness option prior to the revision of the initial plans and in no case prior to the date established by law for completion of the initial planning cycle;

(3) areas in the State of Arizona reviewed in such final environmental statement and not designated as wilderness or wilderness study by Congress need not be managed for the purpose of protecting their suitability for wilderness designation pending revision of the initial plans; and

(4) unless expressly authorized by Congress, the Department of Agriculture shall not conduct any further statewide roadless area review and evaluation of national forest system lands in the State of Arizona for the purpose of determining their suitability for inclusion in the National Wilderness Preservation System.

SEC. 104. Section 3(a) of the Wild and Scenic Rivers Act (16 U.S.C. 1274) is amended by inserting the following after paragraph (50):

“(51) VERDE, ARIZONA.—The segment from the boundary between national forest and private land in sections 26 and 27, township 13 north, range 5 east, Gila Salt River meridian, downstream to the confluence with Red Creek, as generally depicted on a map intitled ‘Verde River—Wild and Scenic River,’ dated March 1984, which is on file and available for public inspection in the Office of the Chief, Forest Service, United States Department of Agriculture; to be administered by the Secretary of Agriculture. This designation shall not prevent water users receiving Central Arizona Project water allocations from diverting that water through an exchange agreement with downstream water users in accordance with Arizona water law. After consultation with State and local governments and the interested public and within two years after the date of enactment of this paragraph, the Secretary shall take such action as is required under subsection (b) of this section.”.

TITLE II

SEC. 201. The Congress finds that—

(1) the Aravaipa Canyon, situated in the Galiuro Mountains in the Sonoran desert region of southern Arizona, is a primitive place of great natural beauty that, due to the rare presence of a perennial stream, supports an extraordinary abundance and diversity of native plant, fish, and wildlife, making it a resource of national significance; and

(2) the Aravaipa Canyon should, together with certain adjoining public lands, be incorporated within the national wilderness preservation system in order to provide for the preservation and protection of this relatively undisturbed but fragile complex of desert, riparian and aquatic ecosystems, and the native plant, fish, and wildlife communities dependent on it, as well as to protect and preserve the area’s great scenic, geologic, and historical values, to a greater degree than would be possible in the absence of wilderness designation.

SEC. 202. In furtherance of the purposes of the Wilderness Act of 1964 (78 Stat. 890, 16 U.S.C. 1131 et seq.) and consistent with the policies and provisions of the Federal Land Policy and Management Act of 1976 (90 Stat. 2743; 43 U.S.C. 1701 et seq.), certain public lands in Graham and Pinal Counties, Arizona, which comprise approximately six thousand six hundred and seventy acres, as generally depicted on a map entitled “Aravaipa Canyon Wilderness—Proposed” and dated May 1980, are hereby designated as the Aravaipa Canyon Wilderness and, therefore, as a component of the national wilderness preservation system.

SEC. 203. Subject to valid existing rights, the Aravaipa Canyon Wilderness shall be administered by the Secretary of the Interior in accordance with the provisions of the Wilderness Act governing areas designated by that Act as wilderness. For purposes of this title, any references in such provisions to the effective date of the Wilderness Act shall be deemed to be a reference to the effective date of this Act and any reference to the Secretary of Agriculture with regard to administration of such areas shall be deemed to be a reference to the Secretary of the Interior, and any reference to wilderness areas designated by the Wilderness Act or designated na-

tional forest wilderness areas shall be deemed to be a reference to the Aravaipa Canyon Wilderness. For purposes of this title, the reference to national forest rules and regulations in the second sentence of section 4(d)(3) of the Wilderness Act shall be deemed to be a reference to rules and regulations applicable to public lands, as defined in section 103(e) of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701, 1702).

SEC. 204. As soon as practicable after this Act takes effect, the Secretary of the Interior shall file a map and a legal description of the Aravaipa Canyon Wilderness with the Committee on Energy and Natural Resources of the United States Senate and with the Committee on Interior and Insular Affairs of the United States House of Representatives, and such map and description shall have the same force and effect as if included in this Act: *Provided*, That correction of clerical and typographical errors in the legal description and map may be made. The map and legal description shall be on file and available for public inspection in the offices of the Bureau of Land Management, Department of the Interior.

SEC. 205. Except as further provided in this section, the Aravaipa Primitive Area designations of January 16, 1969, and April 28, 1971, are hereby revoked.

TITLE III

SEC. 301. (a) In furtherance of the purposes of the Wilderness Act, the following lands are hereby designated as wilderness and therefore, as components of the National Wilderness Preservation System—

(1) certain lands in the Arizona Strip District of the Bureau of Land Management, Arizona, which comprise approximately six thousand five hundred acres, as generally depicted on a map entitled "Cottonwood Point Wilderness—Proposed", dated May 1983, and which shall be known as the Cottonwood Point Wilderness;

(2) certain lands in the Arizona Strip District of the Bureau of Land Management, Arizona, which comprise approximately thirty-six thousand three hundred acres, as generally depicted on a map entitled "Grand Wash Cliffs Wilderness—Proposed", dated May 1983, and which shall be known as the Grand Wash Cliffs Wilderness;

(3) certain lands in the Kaibab National Forest and in the Arizona Strip District of the Bureau of Land Management, Arizona, which comprise approximately seventy-seven thousand one hundred acres, as generally depicted on a map entitled "Kanab Creek Wilderness—Proposed", dated May 1983, and which shall be known as the Kanab Creek Wilderness;

(4) certain lands in the Arizona Strip District of the Bureau of Land Management, Arizona, which comprise approximately fourteen thousand six hundred acres, as generally depicted on a map entitled "Mt. Logan Wilderness—Proposed", dated May 1983, and which shall be known as the Mt. Logan Wilderness;

(5) certain lands in the Arizona Strip District of the Bureau of Land Management, Arizona, which comprise approximately seven thousand nine hundred acres, as generally depicted on a map entitled "Mt. Tumbull Wilderness—Proposed", dated May 1983, and which shall be known as the Mt. Tumbull Wilderness;

(6) certain lands in the Arizona Strip District of the Bureau of Land Management, Arizona, which comprise approximately eighty-four thousand seven hundred acres, as generally depicted on a map entitled "Paiute Wilderness—Proposed", dated May 1983, and which shall be known as the Paiute Wilderness;

(7) certain lands in the Arizona Strip District, Arizona, and in the Cedar City District, Utah, of the Bureau of Land Management, which comprise approximately one hundred and ten thousand acres, as generally depicted on a map entitled "Paria Canyon-Vermilion Cliffs Wilderness—Proposed", dated May 1983, and which shall be known as the Paria Canyon-Vermilion Cliffs Wilderness;

(8) certain lands in the Kaibab National Forest, Arizona, which comprise approximately thirty-eight thousand two hundred acres, as generally depicted on a map entitled "Saddle Mountain Wilderness—Proposed", dated May 1983, and which shall be known as the Saddle Mountain Wilderness; and

(9) certain lands in the Arizona Strip District, Arizona, and in the Cedar City District, Utah, of the Bureau of Land Management, which comprise approximately nineteen thousand six hundred acres, as generally depicted on a map entitled "Beaver Dam Mountains Wilderness—Proposed", dated May 1983, and which shall be known as the Beaver Dam Mountains Wilderness.

(b) The previous classifications of the Paiute Primitive Area and the Paria Canyon Primitive Area are hereby abolished.

SEC. 302. (a) Subject to valid existing rights, each wilderness area designated by this title shall be administered by the Secretary concerned in accordance with the provisions of the Wilderness Act: *Provided*, That any reference in such provisions to the effective date of the Wilderness Act shall be deemed to be a reference to the effective date of this Act, and any reference to the Secretary of Agriculture shall be deemed to be a reference to the Secretary who has administrative jurisdiction over the area.

(b) Within the wilderness areas designated by this title, the grazing of livestock, where established prior to the date of enactment of this Act, shall be permitted to continue subject to such reasonable regulations, policies and practices as the Secretary concerned deems necessary, as long as such regulations, policies, and practices fully conform with and implement the intent of Congress regarding grazing in such areas as such intent is expressed in the Wilderness Act and this title.

SEC. 303. As soon as practicable after enactment of this Act, a map and a legal description on each wilderness area designated by this title shall be filed by the Secretary concerned with the Committee on Energy and Natural Resources of the United States Senate and the Committee on Interior and Insular Affairs of the House of Representatives, and each such map and description shall have the same force and effect as if included in this Act: *Provided*, That correction of clerical and typographical errors in each such legal description and map may be made by the Secretary concerned subsequent to such filings. Each such map and legal description shall be on file and available for public inspection in the Office of the Chief of the Forest Service, Department of Agriculture or in the Office of the Director of the Bureau of Land Management, Department of the Interior, as is appropriate.

SEC. 304. (a) The Congress hereby finds and directs that lands in the Arizona Strip District of the Bureau of Land Management, Arizona, and those portions of the Starvation Point Wilderness Study Area (UT-040-057) and Paria Canyon Instant Study Area and contiguous Utah units in the Cedar City District of the Bureau of Land Management, Utah, not designated as wilderness by this Act have been adequately studied for wilderness designation pursuant to section 603 of the Federal Land Policy and Management Act (Public Law 94-579), and are no longer subject to the requirement of section 603(c) of the Federal Land Policy and Management Act pertaining to management in a manner that does not impair suitability for preservation as wilderness.

(b) The Congress hereby determines and directs that—

(1) certain lands in the Kaibab National Forest known as the Red Point (03063), Big Ridge (03064), Burro Canyon (03065) and Willis Canyon (03066) roadless areas, as identified in executive communication numbered 1504, Ninety-sixth Congress (House Document numbered 96-119), and the portion of the Kanab Creek RARE II roadless area (B3-060) not designated wilderness by this Act have been adequately studied for wilderness in the RARE II Final Environmental Statement (dated January 1979);

(2) such studies shall constitute an adequate consideration of the suitability of such lands for inclusion in the National Wilderness Preservation System and the Department of Agriculture shall not be required to review the wilderness option for such areas prior to revision of the initial plans required for such lands by the Forest and Rangeland Renewable Resources Planning Act of 1974 as amended by the National Forest Management Act of 1976 and in no case prior to the date established by law for completion of the initial planning cycle; and

(3) such areas need not be managed for the purpose of protecting their suitability for wilderness designation pending revision of the initial plans.

PURPOSE

Title I of H.R. 4707, as amended, designates 29 national forest areas in Arizona as wilderness or additions to existing wilderness, comprising approximately 722,000 acres. Three other areas are designated for wilderness study. Title II designates a 6,670 acre Aravaipa Canyon Wilderness. Title III designates nine new wilderness areas in the so-called Arizona Strip, totaling approximately 394,900 acres. In addition, the bill designates a 41-mile stretch of the Verde River as a component of the Wild and Scenic River System

and "releases" certain lands not designated as wilderness for such management as is determined appropriate throughout the land management planning process of the administering agency.

BACKGROUND AND NEED

H.R. 4707 is broad legislation encompassing recommendations for wilderness on Forest Service and Bureau of Land Management lands throughout the State of Arizona. Title I addresses the President's recommendations for wilderness growing out of the RARE II study that culminated in 1979. These recommendations have been augmented by the extremely constructive contributions of Arizona conservation organizations, business and industry groups, forest user organizations and private citizens. The proposal also incorporates the Forest Service's recommendation for designation of a segment of the Verde River as a Wild and Scenic River.

Title II addresses the Bureau of Land Management's recommendation for designation of Aravaipa Canyon as a wilderness area.

Title III represents legislation developed by conservation groups, industry representatives and others to address pressing questions concerning wilderness designations on the so-called Arizona Strip. The proposal includes both Forest Service and Bureau of Land Management lands. The Committee recommends all three of these proposals as a balanced and fair means to end the uncertainty over the future management of these lands, ending the threat of costly lawsuits while at the same time preserving for the knowledge and enjoyment of future generations lands and waters in the State of Arizona of surpassing beauty and outstanding environmental importance.

Title I of H.R. 4707 designates the following lands as wilderness:

Arizona wilderness areas and acreage

<i>Area</i>	<i>Acreage</i>
Apache Creek.....	5,400
Arnold Mesa.....	15,000
Bear Wallow.....	11,000
Castle Creek.....	29,700
Chiricahua.....	74,000
Fossil Springs.....	11,500
Four Peaks.....	63,000
Galiuro.....	20,000
Granite Mountain.....	9,600
Hellgate.....	43,000
Juniper Mesa.....	7,600
Kendrick Mountain.....	6,500
Mazatzal.....	48,000
Miller Peak.....	20,000
Mount Wrightson.....	25,000
Munds Mountain.....	16,600
Pajarita.....	7,500
Red Rock Secret Mountain.....	53,000
Rincon Mountain.....	38,500
Salome.....	21,000
Salt River Canyon.....	40,000
San Francisco Peaks.....	18,000
Santa Teresa.....	27,000
Sheridan.....	38,500
Superstition.....	37,000
Sycamore Canyon.....	9,000
West Clear Creek.....	14,000

Area	Acreage
Wet Weaver.....	6,700
Woodchute.....	6,200

Apache Creek Wilderness.—This small, remote area of 5,610 acres is located 32 miles northwest of Prescott on the Prescott National Forest. The boundaries are precisely those in RARE II. Apache Creek is characterized by rolling juniper-and pinyon-covered hills and granite outcrops. It is one of the more rugged and remote areas on the forest and features three natural springs and several important riparian zones, including Apache Creek itself. Evaluations range from 5,200 feet to more than 7,000 feet and the area provides excellent habitat for wildlife, including mountain lion. More than 50 species of birds have been sighted in the area, including bald and golden eagles. The Committee notes that the most likely access into the Apache Creek Wilderness may involve travel across private land. The Forest Service should work to develop appropriate access alternatives to mitigate the impacts of people using the wilderness on private land owners.

Arnold Mesa Wilderness.—This 14,800-acre area on the Prescott National Forest consists essentially of a broad northwest-southeast trending ridge that forms the dividing line between the Verde and the Agua Fria River drainages. Elevations range from 4,500 feet to 6,700 feet. The entire area rises toward the north before bluffing out to steep, east-facing slopes that overlook portions of the Verde River, which would be designated by this legislation as a component of the National Wild and Scenic Rivers System. The area is dotted by numerous Indian sites and offers excellent opportunities for solitude. Designated for further planning by the Forest Service, Arnold Mesa received very high ratings for natural integrity and apparent naturalness in RARE II.

The Gila trout, identified as “in jeopardy,” has been reestablished in Gap Creek, located in the central portion of the wilderness. Also, the endangered southern bald eagle, of which there are only 12 known pairs, nests near this area on the Verde River.

The boundaries approved by the Committee are roughly half the size of the originally inventoried unit. The Arizona Mining Association testified during hearings that lands in the proposed Arnold Mesa Wilderness hold significant potential for copper, molybdenum, oil and gas, and other minerals. Based on this testimony, deletions were made on the northern portion of the unit in the vicinity of the Squaw Peak Mine and the Chicken Wire Mine to the west. These deletions exclude virtually all of the mineralized areas identified by the Arizona Mining Association.

In addition, the unit contains extensive rolling grasslands to the west that would have presented major management difficulties for the Forest Service. As a result, these areas were deleted and the boundary pulled back to the Verde Rim, which should provide a highly visible and defensible boundary while eliminating any possible conflicts with the grazing permittee on the western grassland portion of the unit.

Bear Wallow Wilderness.—This 11,000-acre unit is located about 25 miles southwest of Alpine and about 30 miles north of Clifton on the Apache-Sitgreaves National Forest. The canyon of Bear Wallow Creek is exceptionally beautiful and provides critical habitat for a

wealth of wildlife, including black bear, mountain lion, blue grouse, turkey, chickaree, and the endangered southern bald eagle. One of Arizona's largest elk herds winters in this area. Bear Wallow Creek itself is a major tributary of the Black River.

The Committee has added to the unit approximately 4,000 acres above the canyon of Bear Wallow Creek which contains what is generally recognized as the finest stand of old growth Ponderosa pine in the entire state. This exceptional forested area sits atop the magnificent Mogollon Rim. This stand was at one time proposed for a timber sale, but it was canceled and industry spokesmen who testified before the Committee spoke in favor of adding this spectacular area to the Bear Wallow Wilderness.

Castle Creek Wilderness.—This portion of the Prescott National Forest is an important addition to the National Wilderness Preservation System that was favorably recommended in RARE II. Consisting of 29,670 acres, Castle Creek's boundaries are those recommended by the President.

The area is situated on the east slope of the Bradshaw Mountains. With elevations rising from 3,000 feet to more than 7,000 feet, the area is characterized by prominent granite peaks that overlook the Aqua Fria River and extremely rugged topography. The abundance of wildlife and the importance of wildlife habitat in the Castle Creek area is rarely matched in Arizona.

Three threatened native Arizona Wildlife species—the yellow mud turtle, desert tortoise and Arizona Gilbert's skink—are present, as is the habitat for five additional animals, including Arizona ridge-nosed rattlesnake, tarahumara frog and buff-breasted flycatcher. The Arizona Game and Fish Commission's list of protected animals found in Castle Creek include Gila monster, rattlesnakes, desert tortoise, and horned lizards.

In addition, Castle Creek provides an outstanding recreational resource just 20 miles south of Prescott and 40 miles north of booming Phoenix. The area has 26 miles of established trails snaking through its wild and varied landscape, which is characterized by scenic vistas, deep, twisting canyons with multiple waterfalls and dense vegetation.

The Committee received testimony asserting significant mineral potential for the Castle Creek area. After carefully weighing the facts presented, the Committee concluded that by far the great bulk of this potential lies well outside the proposed wilderness to the west and that the relatively minor mineral values within the unit are largely speculative and their potential values are, in any case, far outweighed by the outstanding wilderness qualities of the Castle Creek area.

Chiricahua Wilderness Additions.—The bill adds 73,860 acres to the existing Chiricahua Wilderness, with only minor adjustments to the boundaries recommended by the President. Located in southeast Arizona near the border with New Mexico, the area presents very striking volcanic rock formations, exotic plant and animal species and canyons that run through occasionally snowy peaks. The Rocky Mountain and Sierra Madre biotic provinces overlay in the Chiricahuas, as do the Sonoran and Chihuahuan deserts, producing remarkably rich, unusual ecotypes and habitats. South Fork is the

home of the copperytailed trogon. Relict Arizona cypress stands are found in the Price Canyon addition.

Fossil Springs Wilderness.—This 11,500-acre area is a deep canyon of the Mogollon Rim, located about 60 miles south of Flagstaff. It includes the springs themselves, which issue from the red-wall limestone at a rate of 20,000 gallons per minute. Fossil Creek is a fascinating waterway that will turn blue at times. It is one of the most diverse and lush riparian areas in all of Arizona, offering more than 30 species of trees and shrubs in stark contrast to the surrounding desert. A rich mixture of ash, walnut, alder, willow, box elder, cacti, cottonwood and Ponderosa pine on the higher plateaus help to provide excellent habitat for deer, javelina and more than one hundred bird species. The Arizona Academy of Sciences recommended the area in 1973 as a scientific natural area.

The boundary has been drawn to exclude the Mud Springs development, and by pulling the boundary back to the canyon rim in most cases, flat rim country suitable for range improvements and possible vegetative manipulation has been excluded.

Four Peaks Wilderness.—The proposed creation of the 63,000-acre Four Peaks Wilderness would represent a major and particularly outstanding addition to the wilderness system in Arizona. Four Peaks is situated just 35 miles east of Phoenix and directly north across the Salt River from the existing Superstition Wilderness, which is beset by its excessive popularity with Phoenix outdoor enthusiasts. The combination of these two wilderness units not only will serve to alleviate the pressure on the Superstitions, but also will provide burgeoning Phoenix with one of the most outstanding recreational resources in the nation, and right on its doorstep.

The area runs from an elevation of just 1,600 feet, where fantastic stands of the giant Saguaro cactus so identified with Arizona grow through stands of cypress and pine, to the dominating 7,600-foot heights of Four Peaks itself, all within a few miles. The variety of recreational opportunities are unparalleled in central Arizona. Good trails are located throughout. Graded roads provide easy access to many points on the periphery. Picnicking, day-hiking, lengthy backpack trips, technical rock-climbing, hunting or just strolling down forested paths are all easily available. The area includes sheer bluffs dropping directly into Canyon and Apache Lakes on the southern boundary.

Four Peaks incorporates an area north of the road to Cane Spring that is the site of an uncommon forest of Saguaro cacti. Prevention of off-road vehicle entry into this area for the purpose of protecting this extraordinary symbol of the Southwest should be a primary goal of the Forest Service. In addition, the northern boundary east of Mine Mountain was extended to provide a more logical line that incorporates some important peaks, springs and canyons.

Galiuro Wilderness Additions.—The 20,000-acre addition to the Galiuro Wilderness on the Coronado National Forest rounds out the boundaries of one of the original areas named in the Wilderness Act of 1964. The lands proposed for addition to the wilderness were allocated to "further planning" in RARE II. The rough and rugged slopes of the Galiuros rise from 4,000 feet on the west to a high point on Bassett Peak at 7,671 feet. The area is dominated by

two north-south ridges separated by Rattlesnake Canyon. A 1.5-mile wide strip, known as the "Galiuro Corridor," embraces this canyon and is presently excluded from the existing wilderness. The corridor has previously been excluded because of old mining activity and the presence of a road down its center. However, there has been no new mining activity in the 20 years since passage of the Wilderness Act and the "road" is lightly used by off-road vehicles. In the Committee's opinion, the long-term integrity of the Galiuro Wilderness cannot be assured without incorporation of the corridor into the wilderness.

The proposed additions also include portions on the west, south and southeast sides of the existing wilderness to provide more logical boundaries and to protect several important drainages.

The Galiuros remain one of the finest backpacking areas in all of southern Arizona. They are still extremely wild and provide an exceptional haven for many species of birds and wildlife.

Granite Mountain Wilderness.—This proposed wilderness of 9,692 acres is located just three miles northwest of Prescott and contains the most prominent geographic feature in the area. It is one of the most popular hiking and natural areas in the region and the views of the surrounding valley from the top of 7,626-foot Granite Mountain are truly spectacular. Horseback riders, picnickers and technical rock climbers make extensive use of the area, which also is home to a significant diversity of plant and animal life, including Gila monster, bobcat, black bear and mountain lion. The boundaries are virtually identical to those identified and recommended by the President.

Hellsgate Wilderness.—The 43,000-acre Hellsgate unit is located southeast of Payson on the Tonto National Forest. Hellsgate is a superlative network of steep, rugged canyons at the base of the Mogollan Rim containing awesome rock formations and many deep pools and cascading waterfalls. The name of the area itself is derived from a deep and jagged gorge, whose walls tower some 1,500 feet above foaming falls and emerald pools for trophy trout. The area has many miles of good hiking trails that provide a good variety of hiking opportunities—experienced hikers can take on rough climbs where rock barriers must be traversed and where deep pools often require floating an air mattress to transport equipment. Other trails, however, offer comparatively leisurely hikes.

The boundaries have been expanded with the intent of protecting as much of the Tonto, Haigler, Spring and Houston Creek drainages as possible. These waterways and the network of canyons through which they run are the essence of the proposed Hellsgate wilderness and should be protected as fully as is practicable.

The area also has an interesting cultural history. A variant of the Hohokam civilization, known as the Salado culture, farmed this area for 500 years until around 1400 A.D. The Salados are famous for their pottery and many sherds have been found in ruins located in the area. The Apaches dominated the area during the 19th century.

Juniper Mesa Wilderness.—This is a small but important 7,600-acre unit at the north end of the Prescott National Forest, that was recommended for wilderness by the Administration. The boundaries are essentially identical to those proposed. The mesa

itself is a distinctive limestone and sandstone formation whose south-facing edifice dominates the landscape north of Walnut Creek. Beside the excellent views and hiking opportunities offered by Juniper Mesa, a diversity of vegetative types are found in the area. Most important of these is the alligator juniper. A significant number of these ancient, gnarled trees are found on Juniper Mesa; some of them are more than 1,000 years old and need to be protected from firewood poaching.

The area does include some old vehicle tracks that are in very poor condition and, according to the Forest Service, can be easily blocked at the northern boundary of the unit.

Kendrick Mountain Wilderness.—A small area of just 6,510 acres, Kendrick Mountain is nonetheless one of the more popular recreational spots in northern Arizona. It is a heavily forested volcanic dome, the largest of several in the San Francisco volcanic field near Flagstaff. The only other area north of the Mogollon Rim which displays as varied vegetative types as Kendrick Mountain is the San Francisco Peaks. Ponderosa pine, mixed conifer, aspen, corkbark fir, alpine meadow and Engelman spruce all are found on the mountain. It is part of an important summer range for elk as well.

Local schools and colleges frequently use Kendrick Mountain for educational outings and hikers, hunters, horseback riders, photographers and nature watchers also frequent the area. The boundaries are those recommended by the Administration.

Mazatzal Wilderness Additions.—This 48,000-acre addition to the existing Mazatzal Wilderness, which embraces a segment of the Verde River declared Wild and Scenic by section 104 of this Act, establishes the Mazatzal as one of the premier wilderness areas in the entire Southwest. The area added is on the northern and western boundary of the existing wilderness, terminating near the confluence of the Verde River with Tangle Creek. The westernmost boundary of the additions was drawn along a ridge that runs the length of the Verde River so as to protect the river valley as much as possible. The additions themselves incorporate numerous side canyons and mesas in the magnificent Mazatzal Wilderness. Its rugged topography and remoteness, as well as its lush riparian habitats, provide the full range of wilderness qualities and activities. The area abounds in wildlife, including southern bald eagles and golden eagles, otters, beavers, javelina, deer, bear, kit fox and many other native Sonoran species. Stedrak 3-30-84 J. 31-006—Folios 44-46 filename A643HA.016 %100.0

The wilderness designation is accomplished by special language concerning access for the maintenance and installation of hydrologic, meteorologic and telecommunications facilities necessary for flood control and related activities. The Salt River Project currently has located within the proposed wilderness additions several stream gaging stations and other devices essential to its operation of numerous dams and other facilities that provide flood protection to metropolitan Phoenix. Access to these facilities is currently accomplished by helicopter, and continued access on a timely and regular basis is critical to SRP's responsibilities. In addition, SRP may in the future need to relocate existing facilities within these additions or install new equipment.

The purpose of this special language is to underscore the Committee's belief (as stated in previous Committee Reports—including House Report 95-540) that nothing in the Wilderness Act would prevent or unreasonably impede such activities. As such, the uses authorized by this special language should not be construed by any agency or judicial authority as being precluded in other wilderness areas where special authorizing language is not included in the law. Rather, this special language should be considered as a direction and reaffirmation of Congressional policy vis-a-vis such use.

Pursuant to a unanimous consent agreement adopted by the Committee, a deletion of about 3,000 acres was agreed to on the northern boundary of the addition. The deletion pulls the boundary cutting across Hardscrabble Mesa to the topographic break of the mesa rim to accommodate intensive ranching activities on the mesa top.

Miller Peak Wilderness.—Located just six miles north of Sierra Vista in the southern half of the Huachuca Mountains, the Miller Peak unit consists of about 20,194 acres of land recommended for wilderness by the President. The boundaries are substantially those recommended by the President, with the one exception being the addition of the Lone Mountain area on the southwest corner of the unit.

Miller Peak is one of the most rugged, wildlife-filled areas in all of southern Arizona. Elevations range from 5,200 feet to 9,466 feet at Miller Peak itself. The complex geology of the area produces a plethora of deep canyons, perennial streams, springs and waterfalls, sharply rising mountains and broad valleys. Well-maintained but unobtrusive trails go to the unit's major points of interest and lead to some of the most exceptional panoramas in southern Arizona.

The Huachucas are famous as a haven for bird life and more than 170 species, including 14 species of hummingbird, have been observed. More than 60 species of reptile and 78 species of mammals also are located in this range. The proposed wilderness will surround three sides of the world-famous Ramsey Canyon Nature Preserve managed by the Nature Conservancy.

The area also has a rich and colorful mining and ranching history, with some remains of old mining operations still visible. They do not, however, constitute a "substantial imprint of man's handiwork."

Mount Wrightson Wilderness.—Lying at the core of the Santa Rita Mountains in southern Arizona, Mt. Wrightson is arguably the most popular natural area in the entire region. The 25,261-acre area is located just 30 miles south of burgeoning Tucson and was recommended for wilderness by the President. The boundaries are substantially those proposed by the President but include some adjustments to reduce unnecessary buffers and to conform to ecologic and topographic considerations.

Surrounded on all sides by semi-arid rolling hills and sloping savannah, the center of the wilderness is striking Mt. Wrightson Peak, at 9,453 feet the highest point in Pima and Santa Cruz Counties. Its majesty is accentuated by the fact that it rises a full 7,000 feet above the valley floor and can be seen from Tucson and surrounding communities.

Mt. Wrightson's stream-fed canyons are the source of an exceptional abundance of animal and plant life. Ponderosa pine and some Douglas fir dominate the higher elevations. Rough hillsides, deep canyons and lofty ridges and peaks characterize the proposed wilderness throughout.

Mt. Wrightson's wilderness attributes are among the highest in the state. Although there does exist some evidence of small-scale hardrock mineral developments, now inactive, they are not obtrusive and serve mainly as interesting cultural reminders of the past. On the other hand, the recreational opportunities on Mt. Wrightson are extraordinary. Trails connect the major creek drainages and peaks, yet there are large tracts of nearly inaccessible land where no sign of man exists for miles. Mt. Wrightson is an extremely well-known area for bird-watchers, backpackers and other outdoor enthusiasts. A developed recreation area in Madera Canyon lies at the foot of the proposed wilderness and the Mt. Wrightson area is internationally renowned as a unique habitat for a variety of both common and rare birds. The Audubon Society offers tours into Madera Canyon through its local and national publications. Animal life is abundant, including seven state-listed rare or endangered species.

Considerable interest in the Mt. Wrightson area has been expressed by the mining community. Indeed, the lands all around the proposed wilderness, and to some extent the lands within the wilderness, have been the site of considerable small-scale mining activity in the past. However, the growing demands that are already felt strongly on Mt. Wrightson, when combined with the area's outstanding wilderness qualities, have convinced the Committee that designation of the area in conformance with the President's recommendation is a must.

Munds Mountain Wilderness.—Situated in the heart of red rock country so closely identified with the scenic wonders of Arizona, the Munds Mountain area consists of approximately 16,600 acres. It is located just five miles southeast of rapidly growing Sedona, on the Coconino National Forest.

Extensive ramps of tertiary basalt flows are cut by the steep-walled drainages of Rattlesnake, Upper Jack's and Woods Canyons. Elevations range from 3,600 feet to 6,800 feet. Munds Mountain itself, and surrounding high points as well, display inspiring outcrops of Coconino sandstone. The lower portions reveal colorful Supai formations that are a popular tourist attraction. Long red rock "streets" in Woods Canyon form pools that accent the riparian richness of this unit.

The Committee has deleted roughly half of the acreage in the Original RARE II unit. Major deletions were carved out of the southern portion of the unit in the Bias Canyon and Hog Canyon areas to permit extensive improvements to be installed by the permittee. Deletions were agreed to on portions of the western boundary to accommodate ranching concerns, avoid subdivided private property and provide a more defensible boundary back toward the base of the cliffs. The truncating of Horse Mesa originally contemplated by the Forest Service was rejected in favor of a proposal to include all of this feature. The original RARE II name of the area—"rattlesnake"—has been dropped so as not to conflict with

Montana's existing Rattlesnake Wilderness. Instead, the Committee has adopted the name of its most prominent feature for the proposed wilderness.

Pajarita Wilderness.—Although comprising only about 7,500 acres, this unit on the Colorado National Forest is extremely important for wildlife and plant life. Hugging the international border with Mexico, Pajarita's canyons—principally Sycamore Canyon—provide an important corridor for life zones to the north and south. The Goodding Research Natural Area, located on the eastern boundary of Pajarita, lists botanical species found nowhere else, or in very limited areas outside the unit. A total of 14 vertebrates and 27 species of plants listed as threatened, endangered or rare are found in Pajarita. Sycamore Canyon is widely known and esteemed both as a popular hiking spot and more importantly, as the habitat for special life forms too numerous to list. The largest breeding population of the five-striped sparrow, a Mexican bird found north of the border only in Arizona, lives here. The Sonora chub, the common fish species of Sycamore Creek, is found nowhere else in Arizona or the United States. The abundance of wild flowers put on an annual display of color extremely popular with photographers.

Pajarita is one of the most delicate and important ecotypes in all of Arizona. Reports of the possibility of significant mineral deposits of recent interest to the mining community make designation of Pajarita as a wilderness a priority.

Red Rock-Secret Mountain Wilderness.—This unit is separated from the Sycamore Wilderness by a powerline and was recommended for wilderness by the President. Consisting of 53,000 acres on the northern edge of rapidly growing Sedona, the proposed wilderness presents one of the most awe-inspiring sights in all of Arizona. The red, tan and buff cliffs that mark the edge of the Colorado Plateau form an escarpment that plunges from the Ponderosa pine forests above to the desert-like grasslands below.

But Red Rock-Secret Mountain offers much more than just the world famous cliffs that are the backdrop to the community of Sedona. The area has great climatic variations, with above average rainfall. There are eight major plant communities in the unit, and 250 species of vertebrates, including elk, deer, coyote, mountain lion and bear. The rare and endangered peregrine falcon has been sighted. The area also represents the northern and southern limits of many biological species.

To the north, the unit embraces the west fork of Oak Creek which has already been designated as a Natural Scenic Area. This is an area of extraordinary beauty and its waters are essential to much of the wildlife and biota of the area.

The proposed boundaries have been the subject of intensive examination and negotiations. Numerous areas on the north of the main body of the unit and around the west fork of Oak Creek have been excluded for possible future timber harvest. The eastern boundary has been drawn to follow a powerline and to come as close to Oak Creek as practicable. A large area on the southwest side of the unit, consisting primarily of rolling grasslands, was added to ensure that this type of environment is contained in the unit.

Rincon Mountain Wilderness.—This sharply rising mountainous area is located just 30 miles east of Tucson and embraces three sides the Saguaro National Monument Wilderness. The boundaries are almost identical to those recommended by the President. In fact, one of the primary functions of the Rincon wilderness is to complement the Saguaro National Monument and to protect the complete ecosystems the monument was founded to contain.

In addition, four trails cross the area and hikers can quickly find complete solitude in its canyon bottoms or along the ridgelines to the high elevations of the Rincons.

Salome Wilderness.—Few areas combine verdant riparian habitat, diverse animal and botanic life with exciting scenic displays as well as the proposed Salome Wilderness. Salome Creek brings year-round water through the unit and creates a lush ecosystem sheltered by a variety of broadleaf trees. The water has made spectacularly picturesque forms out of the bedrock by cutting a deep narrow gorge which rises nearly 1400 feet out of the surrounding Ponderosa pine forest. In the southern and central portions of Salome, the creek and its tributaries have wide perimeters of jagged cliffs, shaped by centuries of wind erosion. Yet the runoff through numerous washes has created a rugged Sonoran desert habitat which blooms with the spring rains. All runoff goes down into Salome Creek which flows out of the unit, eventually reaching Roosevelt Lake, the large reservoir serving metropolitan Phoenix.

Access for hikers is provided by a number of unmaintained trails. The narrow canyons and rich vegetative cover make it possible for visitors to have a deep sense of solitude. The area rises rapidly from the Sonoran desert on the south to the pine forests in the north and provides sweeping vistas of surrounding wild lands. Hunters will find considerable small and large game, and fishing for large trout in the deep pools of Workman and Salome Creeks is very popular. In its report on Salome, the Arizona Game and Fish Commission said that the area "contains one of the finest examples of a mountain stream in a deep, spectacular canyon. Salome Creek is a self-sustaining fisheries with both native and introduced species. It is a classic wilderness."

Approximately 10,000 acres were deleted from the RARE II boundaries of this unit, leaving a total of nearly 21,000 acres. Most of the deletion occurs on the northwest where a grazing permittee has instituted a new, intensive-management range program named after its creator, Alan Savory. On the basis of testimony from the mining industry, other deletions were made on the northeast at the top of Workman Creek. The area reportedly contains substantial mineral potential, especially for uranium and associated minerals.

Salt River Canyon Wilderness.—The fundamental purpose of this 42,000-acre unit on the Tonto National Forest is to protect the exceptional resources of the Salt River, which runs through the heart of the area. The country of the Salt River Canyon is magnificent with awe-inspiring views, deep and spectacular canyons and breathtaking promontories projecting more than 2,000 feet above the Salt River. One of the last and most pristine free-flowing rivers in the Sonoran desert meanders through the rugged desert landscape, providing striking contrasts of color, vegetation and wildlife. The area is extremely rich in wildlife, providing a haven for black

bear, mountain lion, bald eagles, migratory waterfowl, and many other animals. Access into the area is quite difficult. However, the river itself is exceptionally popular as it offers one of the more challenging rafting experiences in the Southwest. Black Mesa, at 4,300 feet, is the dominating landmark, but there are numerous other geologically interesting volcanic formations throughout the Salt River Canyon.

Numerous boundary adjustments have been considered in the creation of this unit. The Committee has added the Rockinstraw Mountain, Pinal Creek and Salt River Mountain areas on the south to protect their rich wildlife habitat. The Black Mesa itself was deleted to accommodate ranching concerns. The Dagger Basin area has been deleted to allow vehicle access.

San Francisco Peaks Wilderness.—This 18,000-acre area on the Coconino National Forest is located just north of Flagstaff and is centered on perhaps the most dominant feature in all of northern Arizona, save the Grand Canyon itself. The Peaks unit is a large, heavily vegetated composite volcano, rising in elevation from 7,400 feet to 12,633 feet at Humphreys Peak, the highest point in Arizona. The Peaks exhibit a rich diversity of past geologic events such as lava flows, violent volcanic explosions, glaciation, erosion and frost action. The only arctic-alpine vegetation in the state exists on the Peaks in a fragile two-square mile zone that contains two endangered plants. Large tracts of virgin spruce-fir forests as well as Arizona's only bristlecone pine populate the mountain. There also is a great diversity of resident wildlife, including mule deer, elk, turkey, black bear, coyote and mountain lion. A very popular recreation area, it is heavily used by hikers, backpackers, cross-country skiers, snow and ice climbers, hunters, birdwatchers and photographers. The views of the Painted Desert, Sunset Crater and the north rim of the Grand Canyon are unparalleled.

In addition, the San Francisco Peaks are considered sacred to several Indian tribes, including the Hopi and the Navajo. Religious practices and herb gathering are still conducted on the mountain by these people and the wilderness designation is in no way intended to interfere with these practices.

The San Francisco Peaks region, including the peaks themselves, is known by the world scientific community as the site of the birthplace of the modern science of ecology. In the late summer and early autumn of 1889, Dr. C. Hart Merriam, a scientist with the Department of Agriculture, conducted a survey of the San Francisco Peaks and environs, the results of which have had long-range implications for scientific ecological inquiry. While previously it had been generally recognized that different climate zones existed and replaced one another from lower to higher elevations, Dr. Merriam's studies found that there were seven well-defined and different life zones in the region and that these particular life zones were the same, with slight variation, throughout the world. In sum, Dr. Merriam's concept was that plant life found at a particular elevation was generally found elsewhere in the world and that, in many cases, the animal life was similar as well. For example, many plants found in the sub-alpine or timberline (8,500–11,000 feet) zone of the San Francisco Peaks are circumpolar species found throughout the northern regions of America and the world. While

Merriam's theory has undergone modification because of overgeneralization, his theory has had an immense impact on avenues of ecological inquiry to this day. The designation of the San Francisco Peaks as wilderness will thus ensure that a natural outdoor laboratory will be preserved for scientific investigation and research.

The boundaries have been drawn to exclude the entire permit area of the Arizona Snow Bowl ski facility. The boundary on the south was drawn down to the Friedlein Prairie Road to include several pristine alpine meadows and aspen thickets. In the long run, this boundary is the most locatable and will be the easiest for the Forest Service to manage, especially against off-road vehicle use. A more logical boundary on the north and west side of the unit was drawn along the 8,800-foot contour to protect wildlife habitat and prevent off-road vehicle entry.

Santa Teresa Wilderness.—The Santa Teresas are located on the Coronado National Forest, about 30 miles west of Safford. They are characterized by a network of rugged mountains, deep canyons and large mesas. Elevations rise from less than 4,000 feet in the canyon bottoms to nearly 7,500 feet at the summit of Cottonwood Peak. The central part of the wilderness is dominated by Holdout and Mud Spring mesas. The nearby Holdout Canyon typifies the Santa Teresas because its extreme ruggedness and abundance of caves and alcoves provide extraordinary solitude. The area has several good foot trails leading to major points of interest, but is at present little used. A wide variety of game and non-game animals are present, including black bear and peregrine falcon. The area, consisting of about 27,000 acres, is defined largely by the boundaries recommended by the President.

This section also contains language regarding a road that provides the most reasonable vehicular access to the vicinity of the proposed wilderness. In addition, the road is vital to several ranching families in the area. The road traverses land incorporated into the San Carlos Indian Reservation about sixteen years ago, but the road and the ranches pre-date the land transfer by nearly a half-century. The Committee is disturbed to note that the possibility of the road being closed has been raised by the current landowners. The Committee believes that this would be unacceptable, although the road is entirely outside the boundaries of the proposed wilderness and its status is not directly related to the management or integrity of the unit. It has therefore included language to assure that the public right-of-way is maintained.

Sheridan Mountain Wilderness.—At roughly 38,500 acres, Sheridan Mountain offers the largest wilderness area on the Prescott National Forest. It is situated about 25 miles northwest of Prescott and is characterized by diverse topography, including mesas, bluffs, canyons, buttes and rolling grasslands. The canyons include stretches of riparian vegetation that are becoming increasingly scarce throughout the state and are the prime resource to be protected by this designation. Sheridan Mountain is one of the most northern locations for the endangered Mexican black hawk, and includes areas of diverse vegetation and animal species.

Superstition Wilderness Additions.—The Superstition Mountains begin just 30 miles due east of Phoenix and the existing wilderness is one of the most heavily used outdoor recreation areas in the

Southwest. The proposed additions of about 37,000 acres recommended for further planning in RARE II not only will protect new prime wilderness lands, but also will help to alleviate pressure on the existing wilderness by dispersing use.

Geologically, the additions are composed of the same volcanic rock as the existing wilderness, but they often assume varied qualities, unusual cracking and warping. The high pine-covered mountains in the southeastern addition are cut by deep desert canyons that form an area unique to the range. The stands of saguaro and cottonwood in the northern additions are as extensive as any within the wilderness. From points in these additions, the high green desert can be seen to rise and fall for miles on end, and the feeling of distance and freedom, all that is best in the meaning of wilderness, is complete. Included, too, are the more intimate desert canyons where permanent arid-country streams lined with forests of pine and cottonwood abound. In short, the additions typify the great variety of the Superstition Range, which is perhaps its most singular quality.

Sycamore Canyon Additions.—About 9,000 acres on the Prescott and Coconino National Forests would be added to the existing Sycamore Canyon Wilderness. The southern portion of the area is a broad mesa with gently sloping drainages that are tributary to the Verde River. The northern section is in foothills which rise to a 300-foot rim of rugged sandstone outcrops along Sycamore Canyon. Elevation ranges from 3,700 feet to 6,500 feet. The natural integrity of these additions is excellent and their inclusion will help to enhance opportunities for solitude in the Sycamore Canyon region.

West Clear Creek Wilderness.—Located just 25 miles northwest of Camp Verde, West Clear Creek is one of the most remote and picturesque of all the canyons on the Mogollon Rim. The canyon forms where Willow Valley and Clover Creek join near two access trails, then it meanders westward for some 35 miles, ending near Bull Pen. The canyon itself is very narrow and the numerous side canyons enter it, which make for an outstanding sense of aloneness. The recreational attributes of West Clear Creek are exceptional. Entering from the west a trail follows the creek eastward and climbs up the northern slope to the rim. Short and easily traversed access trails drop to the canyon bottom. For the more adventuresome, hiking deeper into the wilderness area requires wading or swimming in numerous spots.

Several thousand acres were deleted from the eastern reaches of the proposed wilderness to accommodate future timber sales. In addition, considerable acreage was cut out of the southern and western portions to allow for future range improvements. The Committee notes that two major transmission lines bisect the proposed wilderness. However, the towers supporting the powerlines are located outside the wilderness boundaries. The lines themselves are barely visible from within the wilderness and do not constitute an adverse impact on the attributes of the unit. On the other hand, the wilderness designation should in no way interfere with appropriate maintenance, if any, of the powerlines. In general, the RARE II boundaries were pulled back to the canyon rim along the entire length of the West Clear Creek area.

Wet Beaver Wilderness.—Comprising about 6,700 acres of the Coconino National Forest, the proposed Wet Beaver wilderness is located 40 miles southeast of Flagstaff. It is a steep-walled canyon cutting into the Mogollon Rim of the Colorado Plateau. The boundary follows the canyon rim fairly closely ending on the west where Wet Beaver Creek canyon opens towards the Verde Valley.

The creek is a benchmark of pristine riparian habitats and excellent water quality. It is a superlative example of one of Arizona's finest but most rare resources, the perennially flowing desert stream. Along its banks, cottonwoods, sycamore, ash and even the false palo verde grow along with maidenhair fern and prickly pear. The Arizona black hawk nests in the canyon. Wet Beaver Creek has been proposed as a scientific natural area by the Arizona Academy of Science. It already is a popular recreation spot which is easily accessible but still provides a genuine sense of solitude by virtue of its narrow, twisting character.

Woodchute Wilderness.—This small, 6,200-acre area is located on the Prescott National Forest about midway between two of Arizona's more rapidly growing communities, Prescott and Cottonwood. From atop Woodchute Mountain, there are spectacular vistas of the red rock country around Sedona, the San Francisco Peaks and the extensive valleys west of Mingus Mountain. Trailheads leave from a nearby paved road. The terrain is less rugged than other Arizona wilderness areas, making Woodchute a popular outdoor area for the elderly and handicapped. There is a rich diversity of wildlife, including golden eagles, great horned owls, bear and mountain lion.

Section 102 of H.R. 4707 designates the following lands as wilderness study areas:

Bunk Robinson Wilderness Study Area Additions.—This adds 740 acres on the Arizona side of the border to the Bunk Robinson Wilderness Study Area in New Mexico to complete the study unit designated by Public Law 96-550.

Whitmire Canyon Study Area Additions.—This 5,000-acre addition to the study area designated by Public Law 96-550 lies in extreme southeastern Arizona at the southern end of the Peloncillo Mountains. It is bordered on the north by Skeleton Canyon and on the south by the Geronimo trail. It has a wealth of exotic and semi-exotic plants and animals, including Coue's whitetail deer, coati-mundi, bobcat and mountain lion. Several species of birds and reptiles are found nowhere else in the United States except in these mountains. The vegetation types and riparian associations of the canyons are part of the important wildlife corridor which extends from the Sierra Madres and the Rio Yaqui drainage up through the Peloncillos into the Chiricahua mountains to the north. The area also has a famous history. Geronimo surrendered near the boundary and the Mormon battalion traveled the route of the Geronimo trail during the Civil War.

Mount Graham Wilderness Study Area.—The proposal covers the northern half of the Pinaleno Mountains and totals approximately 65,000 acres. Mt. Graham, the fulcrum of these sharply rising mountains, is one of the highest peaks in Arizona and is the highest peak south of the Mogollon Rim. The study area encompasses one of the richest and most diverse flora and fauna areas in the

entire state. Characteristics typical of both the northern Rocky Mountains and the Sierra Madres found here, as well as five ecological zones. Seven species of rare and endangered plants and unique species such as Chihuahua pine and Mexican white pine are located in the Pinalenos.

The largest and healthiest bear population in southern Arizona is found in the several rare subspecies of animals are considered unique to the Grahams, including Mt. Graham red squirrel, Mt. Graham longtail vole and bottle pocket gopher. At least seven perennial streams—always rare in southern Arizona—course through the unit, and include special species such as the Gila trout. Management of the Mt. Graham area should always be directed toward protection of its extraordinary wildlife and plant life and towards maintaining this area in a more pristine condition than what is normally found in national forest recreation areas.

The Committee has chosen to place Mt. Graham in a further study category, however, because of the possible development of a major new observatory on top of the mountain. Boundaries have been drawn to exclude the road that leads to the top of the mountain, several major peaks and developed sites in the vicinity and other areas of possible significance to the observatory study. At the time of enactment of this legislation, decisions by the Smithsonian Institution and other organizations as to whether astronomical facilities will be placed on the mountaintop, and if so, what those facilities will be and where they will be placed, had not been made. It is the purpose of the wilderness study designation to permit the planning and study necessary for the decisions about the observatory to go forward. It is the Committee's intent that the area be managed so as to protect its wilderness qualities and also to allow all reasonable scientific activities necessary to ensure that planning and study on proposed observatory sites and associated facilities continue unimpeded. Such planning and study will necessarily include examination of a possible transmission corridor to carry electricity to the mountaintop. The Committee has not placed a time limit on the wilderness study or a date for receipt of a final recommendation on possible wilderness designation. Rather it is the Committee's intention that such a recommendation shall await the outcome of decisions on the construction of the observatory. It is the belief of the Committee that a strong possibility exists that should the decision about the observatory be favorable, a carefully and properly designed wilderness area surrounding the observatory site could be not only compatible with, but also beneficial to, its operations.

Section 104 of H.R. 4707 designates the following as a component of the Wild and Scenic Rivers system:

Verde River.—A 41-mile segment of the Verde River in the State of Arizona would be designated a wild and scenic river. The designation has been recommended by the Administration. The Committee understands that the segment from Beasley Flats south to the confluence of Fossil Creek will be managed as a scenic river, while the remainder of the segment south to the confluence of Red Creek will be managed as a wild river.

The legislation as originally introduced contemplated terminating the wild and scenic classification at the confluence of the Verde

River with Tangle Creek. The bill was amended in Subcommittee, however, to place that terminus approximately eight miles further north, at the confluence of Red Creek. By doing so the Committee understands that the designation will not in any way interfere with the operations of present or planned flood control facilities on the Verde River.

While the Committee is aware of the management requirements under the general authority of the Wild and Scenic Rivers Act, the Committee wishes to emphasize the following management directions:

(1) All prospecting, mining operations and other activities on mining claims which have not been perfected prior to enactment of this Act shall be subject to such regulations as the Secretary of Agriculture may prescribe to effectuate the purpose of the Wild and Scenic Rivers Act. Also, subject to valid existing rights, the minerals on federal lands which are part of the system and constitute the bed or bank or are situated within one-quarter mile of the bank of the Verde River segment classified as wild are withdrawn from all forms of appropriation under the mining laws and from operation of the mineral leasing laws.

(2) Stream gaging stations and other hydrologic, meteorologic and telecommunications facilities necessary for flood control and related activities shall be permitted. For that portion of the river which also would be located within the expanded Matatzal Wilderness by this Act, the installation and maintenance of these facilities is addressed by Section 101(a)15, and accompanying report language.

(3) Livestock grazing should be permitted to the extent and in the locations exercised at the time of enactment of this Act. Unobtrusive fences and other range improvements would be permitted if there is no significant adverse effect on the natural character of the area. Existing means of access for maintenance of improvements would be allowed to continue as long as they do not destroy the values for which the river was designated. Classification as a wild and scenic river will not by itself result in elimination of any existing improvements.

RELEASE/SUFFICIENCY

Section 103 of H.R. 4707 contains the "release/sufficiency" language which has been incorporated by the Congress in seven state wilderness bills enacted over the past several years. This language statutorily confirms the April 1979 administrative "release" of certain RARE II non-wilderness recommended lands and releases other lands not designated as wilderness or wilderness study by H.R. 4707.

The language continues to trouble a number of affected industry groups, and in an effort to address their concerns, the Committee wishes to further clarify the purpose and intent of the provisions of this section and elaborate on certain issues not specifically discussed in previous bills.

The question of "release" (i.e., making lands available for non-wilderness management and possible development) arises from the

interest in the future management of areas reviewed during the RARE II process. The controversy focuses on the point at which those lands not designated as wilderness or wilderness study by this Act, but reviewed in the RARE II process, can again be considered for possible recommendation to the Congress for designation as wilderness, and on the question of how these lands will be managed.

The "sufficiency" aspect of this question arose subsequently because of a decision in Federal District Court in California. Soon after the completion of RARE II, the State of California brought suit against the Secretary of Agriculture challenging the legal and factual sufficiency of the RARE II Final Environmental Impact Statement insofar as its consideration of wilderness in some 46 areas in the State of California was concerned.

In January 1980 Judge Lawrence Karlton of the United States District Court for the Eastern District of California, in *State of California v. Bergland*, 483 F. Supp. 465 (1980), held that the RARE II Final Environmental Statement had insufficiently considered the wilderness alternative for the specific areas challenged. Judge Karlton enjoined any development which would "change the wilderness character" of these areas until subsequent consideration of the wilderness values in accordance with the National Environmental Policy Act is completed by Department of Agriculture. The Ninth Circuit Court of Appeals affirmed in District Court opinion in *California v. Block* (690 F. 2d 653) in 1982.

While the decision applied specifically only to the 46 roadless areas in California for which the plaintiffs sought relief, the overall conclusions in the case are binding in states such as Arizona that are located in the Ninth Circuit. The net effect is that development activities on roadless areas in such states may be held up if appealed in administrative or judicial forums. This has, in fact, already happened in several instances, and has thrown a cloud of uncertainty over the development of some roadless areas, whereas development has occurred in others.

The Wilderness Act of 1964 provides that only Congress can designate land for inclusion in the National Wilderness System. Since the Committee has, in the course of developing this bill, very carefully reviewed the roadless areas in Arizona for possible inclusion in the National Wilderness Preservation System, the Committee believes that judicial review of the RARE II Final Environmental Statement insofar as national forest system lands in Arizona are concerned is unnecessary. Therefore, the bill provides that the Final Environmental Statement is not subject to judicial review with respect to national forest system lands in Arizona.

The Committee does wish to reemphasize that the sufficiency language in this Act only holds the RARE II EIS to be legally sufficient for the roadless areas in the State of Arizona and only on the basis of the full review undertaken by the Congress. Similar language will be necessary to resolve the issue in the other states.

**MANAGEMENT AND FUTURE WILDERNESS CONSIDERATION OF ROADLESS
AREAS NOT DESIGNATED AS WILDERNESS OR WILDERNESS STUDY**

The RARE II process during 1977-1979 took place concurrently with the development by the Forest Service of a new land management planning process mandated by the National Forest Management Act of 1976. That process requires that the forest land management plans to be reviewed and revised periodically to provide for a variety of uses. During the review and revision process the Forest Service is required to study a broad range of potential uses and options. In conjunction with the National Environmental Policy Act, NFMA provides that the option of recommending land to Congress for inclusion in National Wilderness Preservation System is one of the many options which must be considered during the planning process for those lands which may be suited for wilderness. The Forest Service is presently developing the initial, or "first generation", plan for each national forest. These are the so-called "section 6" plans, and they are targeted for completion by September 30, 1985. For the six national forests in Arizona some plans may not actually be completed and implemented until 1986 or later due to administrative problems including delay resulting from the cloud of the California lawsuit and the debate taking place as a result of pending legislation.

One of the goals of RARE II was to consider the wilderness potential of national forest roadless areas. The Committee believes that further consideration of wilderness during development of the initial plans for the national forest system roadless areas in Arizona not designated as wilderness or wilderness study upon enactment of H.R. 4707 would be duplicative of the study and review which has recently taken place by both the Forest Service and the Congress. Therefore, the release language of H.R. 4707, and previous bills, provides that wilderness values need not be reviewed again during development of the "first generation plans."

Beyond the initial plans lies the issue of when the wilderness option for roadless areas should again be considered. As noted, the initial plans are targeted for completion by September 30, 1985. The National Forest Management Act provides that a plan shall be in effect for no longer than 15 years before it is revised. The Forest Service regulations, however provide that a forest plan "shall ordinarily be revised on a 10-year cycle or at least every 15 years." (36 CFR § 219.10(g)).

The bill, as reported, provides that the Department of Agriculture shall not be required to review the wilderness option until it revises the initial plans. By using the word "revision" the Committee intends to make it clear, consistent with NFMA and the Forest Service regulations, that amendments or even amendments which might "result in a significant change" in a plan, would not trigger the need for reconsideration of the wilderness option. The wilderness option does not need to be reconsidered until the Forest Service determines, based on a review of the lands covered by a plan, that conditions or demands in the area covered by a plan have changed so significantly that the entire plan needs to be completely revised.

A revision of a forest plan will be a costly undertaking in terms of dollars and manpower and the Committee does not expect such an effort to be undertaken lightly. Every effort will be made to address local changes through the amendment process leaving the revision option only for major, forest wide changes in conditions or demands.

For example, if a new powerline were proposed to be built across a forest, this would be accomplished by an amendment, not a revision, and therefore the wilderness option would not have to be re-examined. Likewise, the construction of new range improvements or adjustments in livestock allotments for permittees would not constitute a "revision." It is only when a proposed change in management would significantly affect overall goals or uses for the entire forest concerned, that a "revision" would occur. For example, the recent eruption of Mt. St. Helens, because it affected so much of the land on the entire Gifford Pinchot National Forest, including the forest's overall timber harvest scenario, would likely have forced a "revision" of the plan. Likewise, decisions to significantly increase timber harvest levels on an entire forest or to change a multiplicity of uses in order to accommodate dramatically increased recreation demands might force a "revision". In this regard, the Committee wishes to note, however, that in the vast majority of cases the 10-15 year planning cycle established by NFMA and the existing regulations is short enough to accommodate most changes. Conditions are highly unlikely to change so dramatically prior to 10-15 years that more frequent "revisions" would be required. For example, it would be hard to envision a scenario under which demands for primitive, semi-primitive or motorized recreation would increase so rapidly over an entire National Forest that the Forest Service would feel obliged to revise a plan prior to the normal 10-15 year life span. Recreation demands might increase in a specific area or areas, but such demands could be met by amending the plan, as opposed to revising it.

Forest Service Chief Max Peterson has indicated that, in his view, most plans will be in existence for approximately ten years before they are revised. The Committee shares this view and anticipates that the vast majority of plans will not be revised significantly in advance of their anticipated maximum life span absent extraordinary circumstances. The Committee understands and expects that with first generation plans to be in effect by late 1985, or slightly later, the time of revision for most plans will be around 1995. In almost every case, the Committee, therefore, expects that the consideration of wilderness for these roadless areas will not be reexamined until approximately 1995. The Committee notes that administrative or judicial appeals may mean that many first generation plans are not actually implemented until the late 1980's, in which case plan revisions would be unlikely to occur until around the year 2000, or beyond. Or, if the full 15 years allowed by NFMA runs before a revision is undertaken, the wilderness option may not in some cases be reviewed until the year 2000 or later.

The question has also arisen as to whether a "revision" would be triggered if the Forest Service is forced by the courts to modify or rework an initial plan, or if the Forest Service withdrew an initial plan to correct technical errors or to address issues raised by an

administrative appeal. The Committee wishes to state in the most emphatic terms possible, that any reworking of an initial plan for such reasons would obviously not constitute a "revision" of the plan that would reopen the wilderness question. Rather, any such reworking would constitute proper implementation of the plan. The logic for the Committee's reasoning in this regard is that any such court ordered or administrative reworkings or modifications of a plan would come about to resolve questions related to the preparation and implementation of the plan in accordance with the requirements of NFMA and other applicable law. So such reworking or modification would not be a "revision" (which pursuant to FNMA and the implementing regulations is to be based on changed conditions or demands on the land), because a plan must be properly prepared and implemented before it can be "revised."

The fact that the wilderness option for roadless areas will be considered in the future during the planning process raises the hypothetical argument that the areas must be managed to preserve their wilderness attributes so these may be considered in the future. Such an interpretation would result in all roadless areas being kept in *de facto* wilderness for a succession of future planning processes. Such a requirement would completely frustrate the orderly management of non-wilderness lands and the goals of the Forest and Rangeland Renewable Resources Planning Act.

To eliminate any possible misunderstanding on this point, the bill provides that areas not designated as wilderness or wilderness study need not be managed for the purpose of protecting their suitability for further wilderness review pending revision of the initial plans. The Committee believes the Forest Service already has statutory authority to manage roadless areas for multiple use, non-wilderness purposes. It wishes to make clear, however, that study of the wilderness option in future generations of Section 6 plans is required only for those lands which may be suited for wilderness at the time of the implementation of the future plans. Between the planning cycles, the uses authorized in the plan in effect can proceed until a new plan is implemented. In short, one plan will remain in effect until the second plan is implemented. There is no bar to management which may, as a practical matter, result in the land no longer being suited for wilderness. Thus it is likely that many areas studied for wilderness in one generation of plans may not physically qualify for wilderness consideration by the time the next generation of plans is prepared. As an example of this, the Committee notes that many areas studied for wilderness in RARE II and recommended for non-wilderness have already been developed since their administrative "release" in April of 1979.

Therefore, under this language, the Forest Service may conduct a timber sale in a roadless area and not be challenged on the basis that the area must be considered for wilderness in a future planning cycle. Once into a second-generation plan, the Forest Service may, of course, manage a roadless area according to that plan without the necessity of preserving the wilderness option for the third-generation planning process. Should the particular area still be suited for possible wilderness at the time of the third-generation planning process, the wilderness option would be considered at that time. In short, the wilderness option must be considered in each

future planning generation if the particular land in question still possess wilderness attributes. But there is no requirement that these attributes be preserved solely for the purpose of their future evaluation in the planning process.

In short, this language means that the Forest Service cannot be forced by any individual or group through a lawsuit, administrative appeal, or otherwise to manage lands in a "de facto" wilderness manner. Of course, the Forest Service can, if it determines it appropriate, manage lands in an undeveloped manner, just as it can, if through the Land Management Planning process it determines it appropriate, develop released lands. The emphasis here is that the Forest Service will be able to manage released lands in the manner determined appropriate through the land management planning process.

The Committee has reached this position after careful thought and a balancing of all the wishes and concerns of the groups involved, and wishes to emphasize the vital importance of getting the forest plans in place in Arizona and ending the state of limbo which now exists.

NO FURTHER STATEWIDE REVIEW

The final issue addressed by the Committee in Section 103 of H.R. 4707 pertains to the possibility of future administrative reviews similar to RARE I and RARE II. With the National Forest Management Act planning process now in place, the Committee wishes to see the development of any future wilderness recommendations by the Forest Service take place only through that planning process, unless Congress expressly asks for other additional evaluations. Therefore, the legislation directs the Department of Agriculture not to conduct any further statewide roadless area review and evaluation of national forest system lands in Arizona for the purpose of determining their suitability for inclusion in the National Wilderness Preservation System.

The Committee recognizes that this directive might technically be evaded by conducting such a study on some basis slightly smaller than statewide. The Committee is confident, however, that the Department recognizes the spirit as well as the letter of this language and that the Committee can expect there will be no "RARE III".

GRAZING IN NATIONAL FOREST WILDERNESS AREA

Section 4(d)(4)(2) of the Wilderness Act states: "the grazing of livestock, where established prior to the effective date of this Act, shall be permitted to continue subject to such reasonable regulations as are deemed necessary by the Secretary of Agriculture."

The legislative history of this language is very clear in its intent that livestock grazing, and activities and the necessary facilities to support a livestock grazing program, will be permitted to continue in National Forest wilderness areas, when such grazing was established prior to classification of an area as wilderness.

Including those areas established in the Wilderness Act of 1964. Congress has designated some 188 areas, covering lands administered by the Forest Service, Fish and Wildlife Service, National

Park Service and Bureau of Land Management as components of the National Wilderness Preservation System. A number of these areas contain active grazing programs, which are conducted pursuant to existing authorities. In all such cases, when enacting legislation classifying an area as wilderness, it has been the intent of the Congress, based on solid evidence developed by testimony at public hearings, that the practical language of the Wilderness Act would apply to grazing within wilderness areas administered by all Federal agencies not just the Forest Service. In fact, special language appears in all wilderness legislation, the intent of which is to assure that the applicable provisions of the Wilderness Act, including Section 4(d)(4)(2), will apply to all wilderness areas, regardless of agency jurisdiction.

Further, during the 95th Congress, Congressional Committees became increasingly disturbed that, despite the language of section 4(d)(4)(2) of the Wilderness Act and despite a history of nearly 15 years in addressing and providing guidance to the wilderness management agencies for development of wilderness management policies. National Forest administrative regulations and policies were acting to discourage grazing in wilderness, or unduly restricting on-the-ground activities necessary for proper grazing management. To address this problem, two House Committee on Interior and Insular Affairs Reports (95-620 and 95-1321) specifically incorporated guidelines as to how section 4(d)(4)(2) of the Wilderness Act should be interpreted and administered.

Section 2(f) of H.R. 4707 states that grazing of livestock in wilderness areas established by this Act, where established prior to the date of the enactment of this Act, shall be administered in accordance with Sec. 4(d)(4) of the Wilderness Act and these guidelines.

In addition, section 108 of Public Law 96-560 statutorily incorporated these guidelines by reference and made them nationwide in effect. The Forest Service has repeated them verbatim in its manual (FSM 2323.2). The Committee has received testimony from the ranching community questioning the validity and effectiveness of these guidelines and wishes, by once again incorporating the guidelines into this Act and by making the observations above, to dispel the notion that these guidelines are any less binding on the Forest Service than any other statute, rule or regulation.

The Committee remains committed to the proper and full enforcement of these guidelines. In fact, the Committee is disturbed to note that during its work in the development of H.R. 4707, it became apparent that some Forest Service personnel responsible for implementation of these guidelines were not sufficiently familiar with them, or were inclined to substitute their personal opinions for the clearly expressed intent of Congress in this regard. While this is by no means a general condemnation of Forest Service land managers in Arizona, it does serve to underscore the committee's determination to see to it that the guidelines are fully, fairly and promptly administered.

To insure that they be properly administered, the Committee has required in section 2(f)(3) of this Act that not later than one year after the date of enactment, and at least every five years thereafter, the Secretary of Agriculture submit to the Committee a report detailing the progress made by the Forest Service in this regard.

This report should address such questions as when and why motorized access to grazing facilities is approved or denied, requests for the installation of new improvements, the disposition of such requests and the reason for such disposition, the timeliness of action taken on all requests within the purview of these guidelines, and other matters. It is the intention of the Committee to monitor this matter closely and to conduct whatever oversight activities are required, including the careful review of the reports.

The guidelines are as follows:

Section 4(d)(4) of the Wilderness Act states that grazing in wilderness areas, if established prior to designation of the area as wilderness, "shall be permitted to continue subject to such reasonable regulations as are deemed necessary by the Secretary of Agriculture". To clarify any lingering doubts, the Committee wishes to stress that this language means that there shall be no curtailment of grazing permits or privileges in an area simply because it is designated as wilderness. As stated in the Forest Service regulations (36 CFR 293.7), grazing in wilderness areas ordinarily will be controlled "under the general regulations governing grazing of livestock on National Forest * * *". This includes the establishment of normal range allotments and allotment management plans. Furthermore, wilderness designation should not prevent the maintenance of existing fences or other livestock management improvements, nor the construction and maintenance of new fences or improvements which are consistent with allotment management plans and/or which are necessary for the protection of the range.

Despite the language of these two reports, RARE II hearings and field inspection trips in the 96th Congress have revealed that National Forest administrative policies on grazing in wilderness are subject to varying interpretations in the field, and are fraught with pronouncements that simply are not in accordance with section 4(d)(4)(2) of the Wilderness Act. This has led to demands on the part of grazing permittees that section 4(d)(4)(2) of the Wilderness Act be amended to clarify the intentions of Congress. However, because of the great diversity of conditions under which grazing uses (including different classes of livestock) is managed on the public lands, the Committee feels that the original broad language of the Wilderness Act is best left unchanged. Any attempts to draft specific statutory language covering grazing in the entire wilderness system (presently administered by four separate agencies in two different Departments) might prove to be unduly rigid in a specific area, and deprive the land management agencies of flexible opportunities to manage grazing in a creative and realistic site specific fashion. Therefore, the Committee declined to amend section 4(d)(4)(2) of the Wilderness Act, opting instead for a reaffirmation of the 4(d)(4)(2) of the Wilderness language in section 5 of H.R. 5487 and for the following nationwide guidelines and specific statements of legislative policy. It is the intention of the Committee that these guidelines and policies be considered in the overall context of the purposes and direction of the Wilderness Act of 1964 and this Act, and that they be promptly, fully, and diligently implemented and made available to Forest Service personnel at all levels and to all holders of permits for grazing in National Forest Wilderness areas:

"1. There shall be no curtailments of grazing in wilderness areas simply because an area is, or has been designated as wilderness, nor should wilderness designations be used as an excuse by administrators to slowly 'phase out' grazing. Any adjustment in the numbers of livestock permitted to graze in wilderness areas should be made as a result of revisions in the normal grazing and land management planning and policy setting process, giving consideration to legal mandates, range condition, and the protection of the range resource from deterioration.

"It is anticipated that the numbers of livestock permitted to graze in wilderness would remain at the approximate levels existing at the time an area enters the wilderness system. If land management plans reveal conclusively that increased livestock numbers or animal unit months (AUMs) could be made available with no adverse impact on wilderness values such as plant communities, primitive recreation, and wildlife populations or habitat, some increases in AUMs may be permissible. This is not to imply, however, that wilderness lends itself to AUM or livestock increases and construction of substantial new facilities that might be appropriate for intensive grazing management in nonwilderness areas.

"2. The maintenance of supporting facilities, existing in an area prior to its classification as wilderness (including fences, line cabins, water wells and lines, stock tanks, etc.), is permissible in wilderness. Where practical alternatives do not exist, maintenance or other activities may be accomplished through the occasional use of motorized equipment. This may include, for example, the use of backhoes to maintain stock ponds, pickup trucks for major fence repairs, or specialized equipment to repair stock watering facilities. Such occasional use of motorized equipment should be expressly authorized in the grazing permits for the area involved. The use of motorized equipment should be based on a rule of practical necessity and reasonableness. For example, motorized equipment need not be allowed for the placement of small quantities of salt or other activities where such activities can reasonably and practically be accomplished on horseback or foot. On the other hand, it may be appropriate to permit the occasional use of motorized equipment to haul large quantities of salt to distribution points. Moreover, under the rule of reasonableness, occasional use of motorized equipment should be permitted where practical alternatives are not available and such use would not have a significant adverse impact on the natural environment. Such motorized equipment uses will normally only be permitted in those portions of a wilderness area where they had occurred prior to the area's designation as wilderness or are established by prior agreement.

"3. The replacement or reconstruction of deteriorated facilities or improvements should not be required to be accomplished using 'natural materials', unless the material and labor costs of using natural materials are such that their use would not impose unreasonable additional costs on grazing permittees.

"4. The construction of new improvements or replacement of deteriorated facilities in wilderness is permissible if in accordance with these guidelines and management plans governing the area involved. However, the construction of new improvements should be primarily for the purpose of resource protection and the more effective management of these resources rather than to accommodate increased numbers of livestock.

"5. The use of motorized equipment for emergency purposes such as rescuing sick animals or the placement of feed in emergency situations is also permissible. This privilege is to be exercised only in true emergencies, and should not be abused by permittees.

"In summary, subject to the conditions and policies outlined in this report, the general rule of thumb on grazing management in wilderness should be that activities or facilities established prior to the date of an area's designation as wilderness should be allowed to remain in place and may be replaced with necessary for the permittee to properly administer the grazing program. Thus, if livestock grazing activities and facilities were established in an area at the time Congress determined that the area was suitable for wilderness and placed the specific area in the wilderness system, they should be allowed to continue. With respect to areas designated as wilderness prior to the date of this Act, these guidelines shall not be considered as a direction to reestablish uses where such uses have been discontinued."

UTILITY CORRIDORS

In the development of this legislation, the Committee has been made aware of certain issues relative to the existence and expansion of utility transmission lines in the State of Arizona. Although H.R. 4707 does not specifically address these issues in the body of the legislation, the Committee would like to call the attention of the Forest Service to some of them.

Essentially, the Committee recognizes that the rapid economic development and population growth of Arizona will require expansion of power generation and transmission capacities in the future. Because so much of Arizona is owned and managed by the Federal government, such expansion will necessarily involve use of the public lands. The need for some long-range stability in the management of these lands clearly is of great concern to Arizona's utilities as they attempt to plan for future developments.

The Committee is satisfied that H.R. 4707 does not interfere with this need, and in fact, is convinced that it promotes the stability sought by Arizona's utilities. Boundaries have been drawn wherever possible to avoid existing transmission lines and, also wherever possible, to provide for expansion or addition of new lines. Most importantly, the release and sufficiency language contained in the legislation eliminates the possibility of additional wilderness studies or actions to force wilderness management of released lands on the Forest Service for the life of the initial forest management plans. These plans will address and recognize the presence of existing powerlines, the need for reasonable access to them for mainte-

nance and other purposes, possible future expansion of these lines, and other questions.

However, the Committee notes that authority exists in Section 503 of the Federal Land Policy and Management Act for the Forest Service and other federal land management agencies to undertake activities leading to the formal designation of utility corridors outside of wilderness. The Committee believes that action under this section would be a constructive step for Arizona and urges the appropriate land managing agencies to seriously consider doing so.

EMBARKATION POINTS

In the development of H.R. 4707, the Committee has received considerable comment from Arizona ranchers and others concerned about the impact of the anticipated increase in visitor use on many of the proposed wilderness areas in this legislation.

One factor in this concern is the fact that by the nature of their topography—steep-walled canyons, extremely rugged mountains, etc.—many of the wilderness areas in Arizona do have very limited access points. In addition, it is clear that recreational uses of the forests generally are likely to increase substantially throughout Arizona in the future, and that the areas designated by this legislation will attract increased use whether designated as wilderness or not. Permittees and other forest users in the vicinity of these limited access points may find their operations disrupted by the influx of new visitors. The Committee believes that this is a genuine concern and notes that the Forest Service has adequate authority to deal with this problem as it arises. The Forest Service should closely monitor where and when such problems do occur, address these issues in its management plans wherever possible, and use its existing authorities to assure that such conflicts do not unreasonably disrupt ranching and other activities.

TITLE II—ARAVAIPA CANYON WILDERNESS

Title II of H.R. 4707 designates an approximate 6,670 acre Aravaipa Canyon Wilderness. Sometimes referred to as the miniature Grand Canyon of Arizona, Aravaipa Canyon shelters a spectacular desert riparian wildlife and plant community. The canyon stream is permanent while the several sidecanyons provide watercourses for intermittent streams. The steep, often vertical, canyon walls of salmon-pastel sandstone support typical Sonoran cacti and shrubs, but the canyon floor is thick with towering cottonwoods, sycamore, willow, walnut, ash, and wildflowers. A day's hike through the 12-mile canyon affords a priceless opportunity to observe wildlife. A healthy population of bighorn sheep thrive on the north rim, and occasionally rest on the slopes overlooking the river. They are easily observed but also easily disturbed. Javelina, though rarely seen in daylight, are frequently in evidence. Coati mundis, bobcat, ringtails, hognosed skunks, and other mammals are common. Even tracks of the elusive cougar have been found.

Aravaipa's birdlife is one of its prime attractions. Canyon wrens and black phoebes are constant companions of visitors to the canyon. Golden eagles, black hawks, zone tailed hawks and other raptors are found along the length of the canyon. The two hawk

species are uncommon north of the Mexican border, but Aravaipa seems to provide the right habitat requirements. Vermillion flycatchers, a slash of scarlet and black, are frequent in spring and summer. Indeed, the BLM's bird list totals a remarkable 158 species, and is expected to grow with further study. Aravaipa also provides habitat for endemic fish. Two species, the spidedace and the loach minnow, are under consideration by the U.S. Fish and Wildlife Service (FWS) for protection under the Endangered Species Act.

In large part, the rich diversity of wildlife in Aravaipa is a result of the juxtaposition of the Sonoran Desert biome and the riparian communities fed by the stream. This diversity is what gives Aravaipa national significance. Indeed, this diversity is so outstanding that in 1969 and 1971, the Bureau of Land Management classified approximately 4,000 acres of the area as a BLM Primitive Area, the first such BLM classification in the Nation. In accordance with section 603 of the Federal Land Policy and Management Act, BLM has now recommended the area for wilderness designation. The Committee concurs in this recommendation and believes that Wilderness status for the existing primitive area and certain additional acreage is both timely and highly appropriate. In designating the wilderness, the Committee notes that the wilderness will comprise a portion of the so-called Aravaipa Trust. The Trust was established in 1974 to foster preservation of the many values of the Aravaipa Canyon area and surrounding eco-systems. The Trust works closely with the Bureau of Land Management and other local landowners in the area to insure that the rich values of the canyon are protected and augmented through cooperative land management efforts and planning. The Committee commends BLM for its cooperation with the Trust and is confident that the Bureau will continue to administer its other lands in the area to enhance the values for which the Trust was established.

TITLE III—ARIZONA STRIP

Title III of H.R. 4707 designates nine new wilderness areas, totaling approximately 394,900 acres in northern Arizona (portions of two of the areas spill over into southern Utah). These lands are located in the "Arizona Strip", so named because this northwesternmost portion of the state is physically separated from the rest of Arizona by the Grand Canyon. Largely because the Grand Canyon is untraversed by roads throughout its length, the Arizona Strip lands have been cut off from access to most residents of the southwest, and to this day have remained very remote, wild and largely unsettled. With the exception of ranching, limited mining, and some tourism, very little commercial activity took place prior to the recent upswing in exploration for uranium resources. As a result, the Arizona Strip abounds in the type of primitive, undeveloped and unconfined terrain that are well suited to wilderness designation.

Although much of the land in the Arizona Strip is currently under wilderness study as part the Bureau of Land Management's wilderness study program, the Committee believes the public interest will best be served by accelerating the wilderness/non-wilder-

ness selection process rather than waiting for BLM to complete its formal wilderness recommendations some 3 to 4 years from now. The Committee takes this position because it believes the interest groups concerned, as well as the Bureau of Land Management's field personnel, agree that the basic minerals and other data necessary to make an informed wilderness/non-wilderness decision already exists, and that a 3-4 year delay is unlikely to result in any significant new data becoming available. There is also a great desire on the part of the Bureau of Land Management and all the interest groups concerned to lay the wilderness issue to rest. This is particularly true for those companies engaged in uranium exploration and mining, as the current wilderness study status of large acreages in the Arizona Strip constitutes an impediment to rational and coordinated exploration and development. Likewise, environmental groups feel that uranium activities should be excluded from certain key areas and that immediate wilderness designation for such areas is far preferable to relying on interim wilderness study protection.

To this end, a broad coalition of groups and individuals sat down during the early months of 1983 and worked out an agreement that has since received support from the Administration, the State of Arizona, the local congressman, both Senators, and virtually every other interested party of which the Committee is aware. Indeed, the Committee's hearings revealed nearly unanimous support for the Arizona Strip proposals. Accordingly, Title III of H.R. 4707 designates the following Arizona Strip lands as wilderness, and releases certain other lands for such non-wilderness uses as are determined appropriate through the land management planning process:

Cottonwood Point Wilderness.—This 6,500 acre proposed wilderness lies approximately 1 mile east of Colorado City, Utah, and contains Navajo Sandstone cliffs and features similar to those found in Zion National Park. One thousand foot multi-colored cliffs, canyons, slickrock, pinnacles and alcoves dominate the landscape, providing excellent opportunities for primitive recreation.

In drawing the boundary for the proposed wilderness, the Committee included only lands in Arizona. Contiguous lands in Utah, which connect the proposed wilderness to Zion National Park, are currently designated as the Canaan Mountain Wilderness Study Area (UT-040-143) by BLM, and are undergoing wilderness study. H.R. 4707 does not address or affect these Utah lands in any way, and as such they will remain in their current wilderness study status until Congress determines otherwise.

Grand Wash Cliffs Wilderness.—The proposed 36,300 acre wilderness comprises rugged and extremely remote land some 15 miles north of the Lake Mead National Recreation Area. As its name implies, the dominant terrain features in this unit comprise an approximate 12 mile stretch of the Lower Grand Wash Cliffs (bench) as well as a portion of the Upper Grand Wash Cliffs. The area west and below the cliffs is typical Mohave Desert containing Joshua trees, cressotebush, annual grasses, and cacti. Opportunities for solitude and primitive recreation are outstanding in the area given its many rugged canyons, scenic escarpments, miles of cliffline, and sandstone buttes. The cliffs are important habitat for desert big-

horn sheep and raptors, while the low desert areas contain populations of desert tortoise. The unit's location in the transition zone between two major physiographic provinces—the Colorado Plateau and the Basin and Range—makes for interesting opportunities for scientific study and other educational uses.

The proposed wilderness is in two units, which will be separated by a 60 foot primitive road that is used by livestock grazing permittees. It is the Committee's intention in leaving this road open that it be used by grazing permittees only. The Committee suggests that this could best be enforced by placing a padlocked gate at the wilderness boundaries.

H.R. 4707 designates only the northern portions of the Grand Wash Cliffs as wilderness. South of the proposed wilderness the cliffs extend for another 15-20 miles until they intersect the lake Mead National Recreation Area. The same types of wilderness values exist on in the southern reaches of the cliffs as in the portion being designated as wilderness. However, the Committee has not included these lands in wilderness in recognition of their significant mineral (especially uranium) potential. In leaving these lands open for mineral exploration and potential development the Committee emphasizes that this is an environmentally sensitive area that should be managed by the Bureau of Land Management to minimize adverse impacts on the current remote and wild values. The Committee understands that the type of mining that will take place here is of a low-impact, underground type. The Committee knows the area to be pristine, containing few primitive, 4-wheel drive routes and many outstanding opportunities for recreation, solitude and scientific study.

The Committee also understands that the development of the mineral resources will mean construction of some new roads, powerlines, etc. The Committee strongly encourages the BLM to manage the development of these resources as sensitively as practicable, balancing environmental and development concerns. Developmental activities should be viewed as temporary, to be fully reclaimed once the mineral resources are extracted. In this way, the impacts to the natural values the Committee has identified within these lower cliffs will be minimized.

Kanab Creek Wilderness.—This 77,100 acre proposed wilderness abuts Grand Canyon National park and is comprised of highly scenic canyon and plateau terrain. The bulk of the proposal consists of National Forest land which was recommended for wilderness in RARE II. BLM lands in the scenic Hack and Chamberlain Canyons are also included.

Kanab Creek is a major tributary of the Grand Canyon and part of the largest canyon system on the north rim of the Park. It is rich in impressive rock formations, colorations and individual water and wind carved features. Numerous springs within the area provide an interesting contrast with the generally arid terrain and form enclaves of varying vegetation. The area proposed for wilderness also contains numerous archeological sites (most unexplored) and habitat for a variety of threatened native Arizona wildlife species. There are several established trails within the area which afford outstanding opportunities for back country travel.

Due to the unique character of the Kanab Creek Wilderness and its adjacent lands, the specification of the area's boundaries presented one of the toughest challenges to the various groups and individuals which negotiated the Arizona Strip wilderness proposals. On the one hand, the lands in and around the Kanab Creek Wilderness were highly valued by the numerous conservationist groups involved in the Arizona Strip wilderness negotiations because of their scenic, wildlife, scientific and recreational opportunities. On the other hand, the mining interests involved felt equally strongly that the extent of the wilderness boundary should be limited due to the area's proven and potential mineral values, particularly for high grade uranium. The boundary language contained in explanatory notes on the map referred to in Section 301(a)(3) was adopted by the Committee as a reasonable compromise intended to maintain the integrity of the wilderness unit and to allow mineral exploration and development in the canyon walls. By designating the western and northern boundaries of the Kanab Creek Wilderness at an elevation of precisely 200 feet above the corresponding sections of Hack Canyon Creek, Kanab Creek and Snake Gulch Creek, the bill will permit the mining interests to locate mining claims on, and explore for minerals in, the canyon walls, and, if successful, to develop any discoveries from the rim of the canyon, utilizing the canyon walls for ventilation and access to the discovery. At the same time, based upon the testimony given by the mining interests regarding the nature of the mineral deposits expected to occur within the Arizona Strip, namely, discreet mineral deposits not susceptible to exploitation through strip mining methods, the integrity of the wilderness area will be preserved because exploration and development which requires occupancy of the canyon floors will be precluded since the canyon floors comprise part of the wilderness area.

Mt. Logan Wilderness.—Lying contiguous to the Lake Mead National Recreation Area, this proposed 14,600 acre wilderness is in two units. The northern unit contains basalt ledges, ponderosa pine forests, pinyon-juniper woodlands and a large, colorful amphitheater-shaped depression known as Hells Hole. Hells Hole is a regionally unique feature that provides an outstanding sightseeing experience and is adjacent to 7,866 foot Mt. Logan, the highest point in the wilderness. The southern half of the wilderness comprises the west slopes of the Uinkaret Mountains and offers the visitor interesting cinder cones, steep slopes, hollows and ledges.

Mt. Trumbull Wilderness.—Mt. Trumbull, the centerpiece of this 7,900 acre proposed wilderness rises some 3,000 feet above the desert floor and offers an unparalleled 360° view of the Arizona Strip. There is a popular hiking trail to the summit and the area also experiences substantial hunting and other recreational use. Deer and turkey hunting are favorites with local sportsmen.

In addition to its recreational values, the Mt. Trumbull area has extensive archeological sites, including a 40 room pueblo dwelling at the base of the Mountain. Vegetation consists of pinyon-juniper woodlands, ponderosa pine forests, and groves of scrub, live oak and quaking aspen on the mountain.

Paiute Wilderness.—The Wilderness dominates the northwest portion of the Arizona Strip. The Virgin Mountains form the back-

bone of this area rising over 5,600 feet from the desert floor. Mt. Bangs, the highest peak in the area at 8,012 feet, provides one a commanding view of the area and of the Basin and Range country to the west.

The Paiute is enjoyed by a wide range of users. It supports a large herd of mule deer and thus attracts hunters from all over Arizona and southern Utah. The diverse vegetation, ranging from ponderosa pine on the top of Mt. Bangs, through pinyon-pine forests, and down to scrub oak and sagebrush at the area perimeter, plays host to over 250 species of animals. Thus many people come to enjoy the great diversity of plants and animals. The deeply incised canyons have several beautiful and secret places where water may be found and which afford attractive camping to many of the backpackers who come to enjoy this area.

By virtue of its great ecological diversity, which represents ecotypes running undisturbed from a desert environment upwards to a ponderosa pine forest, the proposed wilderness will be a somewhat rare addition to the National Wilderness Preservation System, and will provide outstanding opportunities for scientific research and other educational endeavors.

The Paiute Wilderness is two units separated by a low standard road. The boundary of the wilderness area is drawn 30 feet from the centerline on either side of the road.

In addition, the Committee has left open a small 4-wheel drive road in Sand Cove which goes to a stock tank. This tank is used by both the grazing allottee and by the BLM for wildlife purposes. During hunting season hunters also use the road for access to the deer herd around the stock tanks. It is the Committee's intent that this road be maintained at a level sufficient to continue to serve these purposes, but not be considered for major improvements.

Paria Canyon—Vermillion Cliffs Wilderness.—The proposed 110,000 acre wilderness is located on the Arizona-Utah border and consists of three major components: Paria Canyon, portions of the Paria Plateau and the Vermillion Cliffs. Paria Canyon is one of the truly fantastic river carved gorges in the southwest and has been managed by the Bureau of Land Management as a Primitive Area since 1969. The red rock canyon is spectacular throughout its 40 mile length, and offers exquisite opportunities for hiking and other forms of primitive recreation. In places, the canyon and its side arms narrow to widths of 10 feet or less and reach great depths. For example, Buckskin Dive is a 200-400 deep, 15 mile long slash in the red rock, almost never wider than two arms' length. In other places so-called "water-pockets" form clear pools.

To the southeast of Paria Canyon, the proposed wilderness covers much of the existing Vermillion Cliffs Natural Area, the southern edge of the Paria Plateau. These cliffs are regarded as some of the most beautiful in the southwest and provide the scenic backdrop for many visitors driving Highway 89 A to the North Rim of the Grand Canyon. They also afford marvelous views of the Marble Canyon National Monument on the Colorado River and are rich in wildlife and archeological values. In drawing the wilderness boundary the Committee intends that the portion of the Vermillion Cliffs Natural Area not designated as wilderness continue to be administered by BLM as a Natural Area.

Above both Paria Canyon and the Vermillion Cliffs, the proposed wilderness contains representative samples of the Paria Plateau. This unit has stationary sand dunes, rugged sandstone slickrock feature, (including the spectacular Coyote Buttes) pinyon-juniper woodlands and Great Basin grasses.

Saddle Mountain Wilderness.—Recommended for wilderness by the Forest Service in RARE II, and adjacent to the east end of Grand Canyon National Park and Marble Canyon National Monument, the proposed 38,200 acre wilderness affords spectacular views of both. The area is also part of the Grand Canyon National Game Preserve and includes habitat for bear, mountain lion, mule deer and other important wildlife species.

Horseback riders frequent the area as do others seeking a very remote primitive recreation experience. The area also contains numerous archeological sites. North Canyon Wash, flowing from Saddle Mountain, is the only perennial river on the Kaibab Plateau.

Beaver Dam Mountains Wilderness.—The proposed two-unit wilderness comprised 19,600 acres and straddles the Arizona-Utah border just north of Interstate Highway 15. It lies approximately 10 minutes southwest of St. George, Utah and is readily accessible to residents of this growing community. The Beaver Dam Mountains are separated from the Paiute Wilderness by Interstate 15. The terrain consists of rugged mountains and gently sloping alluvial plains. Vegetation comprises mainly grasses, scattered Joshua trees and desert shrubs, but several rare plant species are also found within the area. The broad alluvial fans provide important habitat for desert tortoise. Notable wildlife species include desert bighorn sheep, raptors and the endangered woundfin minnow.

Because of its proximity to St. George, the area is becoming increasingly popular for primitive recreation. The eastern portion of the area contains several miles of the Virgin River, which offers rafting and kayaking opportunities. A portion of the Virgin River Gorge Scenic withdrawal also lies within the proposal.

In drawing the wilderness boundary, the Committee excluded an existing powerline and the primitive Cedar Pockets road from wilderness. The wilderness boundary in this area will run either at the edge of the powerline right-of-way or 30 feet from the centerline of the road, as appropriate.

Grazing.—Title III, as does Title I, reaffirms the provisions of the Wilderness Act pertaining to livestock grazing and wilderness. The Committee intends Section 302(b) to explicitly recognize that grazing is compatible with BLM Wilderness. The Federal Land Policy and Management Act made it clear that once BLM lands became wilderness pursuant to Section 603(c), these lands would be subject to management under the provisions of the Wilderness Act.

Section 4(d)(4)(2) of the Wilderness Act makes it clear that grazing is fully compatible with wilderness. However, because of testimony received over the years, the Committee added clarifying language in several Committee reports and specifically referenced that language in Section 108 of Public Law 96-560. This clarifying language is again referenced in this Act to dispel any lingering notion that it applies only to those lands covered in P.L. 96-560.

The Committee therefore fully intends that BLM lands designated as wilderness by this and other Acts be covered by the Grazing Guidelines enumerated in House Committee on Interior and Insular Affairs Reports 95-620, 95-1321, and this report and referenced in P.L. 96-560 and in this Act.

SECTION-BY-SECTION ANALYSIS

Section 101(2) designates 29 new wilderness areas or additions to existing wilderness comprising approximately 722,000 acres.

Section 102(b) contains the standard language of all wilderness bills pertaining to the administration of wilderness area.

Section 102(c) contains the standard language of all wilderness areas pertaining to the filing of maps and legal descriptions for the wilderness designations of H.R. 4707.

Section 102(e)(1) reaffirms the Wilderness Act's provisions relating to State water laws.

Section 102(e)(2) reaffirms the Wilderness Act's provisions pertaining to wildlife and fish jurisdiction and responsibilities within wilderness.

Section 102(f) reaffirms the provisions of the Wilderness Act pertaining to livestock grazing guidelines promulgated by Congress in 1980.

Section 102(g) designates three wilderness study areas totaling 70,820 acres and provides for interim wilderness protection until Congress determines otherwise.

Section 103 contains so called "release/sufficiency" language. The intended effect of this language is described earlier in this report.

Section 104 designates a portion of the Verde River as a component of the Wild and Scenic Rivers System.

Section 201 contains funding pertaining to the proposed Aravaipa Canyon Wilderness.

Section 202 designates a 6,670 acre Aravaipa Canyon Wilderness.

Section 203 provides for administration of the Aravaipa Canyon Wilderness.

Section 204 contains the standard language of all wilderness bills pertaining to the filing of a map and legal description of the Aravaipa Canyon Wilderness.

Section 205 revokes the existing designation of the Aravaipa Primitive Area.

Section 301(a) designates nine new wilderness areas in the "Arizona Strip".

Section 302(b) repeals the existing designations of the Pauite and Paria Canyon Primitive Areas.

COST AND INFLATIONARY IMPACT

Pursuant to rule XI, clause 2(1)(4) of the Rules of the House of Representatives, the Committee believes that enactment of H.R. 4707, as amended, will have no inflationary impact on the national economy. The analysis of the Congressional Budget Office, which the Committee adopts as its own follows:

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, D.C., March 29, 1984.

Hon. MORRIS K. UDALL,
*Chairman, Committee on Interior and Insular Affairs, U.S. House
of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: The Congressional Budget Office has reviewed H.R. 4707, the Arizona Wilderness Act of 1984, as ordered reported by the House Committee on Interior and Insular Affairs, March 21, 1984. We estimate that enactment of this bill would cost the federal government about \$0.3 million per year during the five fiscal years beginning in 1985.

Title I of this bill adds 725,000 acres of National Forest System lands in Arizona to the national wilderness preservation system, and designates an additional 70,820 acres of land for wilderness review. This title also directs the Secretary of Agriculture to review and report on grazing in national forest wilderness in Arizona and designates a segment of the Verde River as a wild and scenic river. Titles II and III of the bill add a total of 401,570 acres of land to the national wilderness preservation system. Based on information from the National Forest Service (NSF) and the Bureau of Land Management (BLM), it is estimated that additional costs to the federal government resulting from the surveying, planning and related activities necessary to implement the wilderness withdrawals will be approximately \$260,000 per year during the five fiscal years beginning with 1984.

According to the provisions of the National Wilderness Preservation System Act, all timber in areas designated as units of the national wilderness preservation system is removed from the timber base of the national forest in which it is located. This results in a reduction of the annual potential yield of the forest. The annual loss of timber receipts resulting from this bill is expected to be less than \$60,000 per year.

Lands designated as wilderness are also withdrawn from mineral activity under the terms of the National Wilderness Preservation Act. This provision is not expected to have a significant budget impact because existing surveys show little mineral potential in lands involved, except for those in areas where the resources can be removed under valid existing rights. However, surveys have not been completed for all areas covered by this bill.

All roadless areas in national forests not designated as wilderness or expressly excluded from further review by an act of Congress are currently being reevaluated for their suitability for inclusion in the national wilderness preservation system. H.R. 4707 contains language removing all RARE II roadless areas in Arizona from this review. This will result in a small savings in land management planning costs over the next three years.

Enactment of this bill would not significantly affect the budgets of state and local governments.

If you wish further details on this estimate, we will be pleased to provide them.

Sincerely,

ERIC A. HANUSHEK
(For Rudolph G. Penner, *Director*).

LEGISLATIVE HISTORY AND OVERSIGHT STATEMENT

The Subcommittee on Public Lands and National Parks held a hearing on H.R. 2724 (Aravaipa Canyon Wilderness) and on H.R. 3562 (Arizona Strip Wilderness Act) on September 13, 1983, at which 12 witnesses testified. On February 9, 1984, H.R. 2724, S. 626, and H.R. 3562 were reported favorably to the Interior and Insular Affairs Committee by voice vote. On February 21, 1984, the Subcommittee on Public Lands and National Parks held a hearing on H.R. 4707 (H.R. 4707 includes the same Arizona Strip and Aravaipa Canyon proposals as H.R. 2724, S. 626, and H.R. 3562) at which 15 witnesses testified. On March 8, 1984, the Subcommittee adopted an amendment in the nature of a substitute to H.R. 4707, and favorably referred the bill, as amended, to the Committee on Interior and Insular Affairs.

COMMITTEE RECOMMENDATION

On March 21, 1984, the Committee ordered H.R. 4707, as amended, favorably reported by voice vote.

DEPARTMENTAL REPORT

The favorable report of the Department of Agriculture, dated March 15, 1984, follows:

DEPARTMENT OF AGRICULTURE,
OFFICE OF THE SECRETARY,
Washington, D.C., March 15, 1984.

HON. MORRIS K. UDALL,
Chairman, Committee on Interior, and Insular Affairs, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: As you requested, here is our report on H.R. 4707, a bill "To designate certain National Forest lands in the State of Arizona as wilderness, and for other purposes."

The Department recommends enactment of the Arizona Wilderness bill if it is amended as suggested herein. Since presentation of testimony on this bill on February 21, 1984, the proposed boundaries have been further reviewed and a more comprehensive analysis of minerals information has been made. This additional review has resulted in several changes in the Department's position on the bill.

The provisions in Title I, section 101, of H.R. 4707 would designate 23 new wildernesses and make additions to 5 existing wildernesses. These wilderness designations total approximately 753,000 acres. This section also provides for grazing, protection of existing water rights, continued State authority for wildlife and fish management, and for prohibition of wilderness buffer zones. Provision is all made for installation and maintenance of hydrometeorological or telecommunications facilities in the proposed Mazatzal wil-

derness. The Secretary of Agriculture is directed to review grazing on the National Forest wildernesses in Arizona and report on the results of implementation of the grazing guidelines within the Arizona wildernesses.

Section 102 directs the Secretary to study three areas on the Coronado National Forest and to make recommendations as to their wilderness suitability. Section 103 provides, with respect to National Forest System lands in the State of Arizona, that the RARE II Final Environmental Impact Statement not be subject to judicial review and that RARE II areas not recommended for wilderness nor subject by Congress to wilderness study, be released in the initial land management planning process from further review for possible wilderness recommendation. Section 104 would designate a 50-mile segment of the Verde River as a wild and scenic river.

Title II would designate 6,670 acres of Bureau of Land Management land in Aravaipa Canyon to be included in the National Wilderness Preservation System to be administered by the Secretary of the Interior. Title III, section 301, would designate 394,900 acres of new wildernesses in northern Arizona, generally referred to as the Arizona Strip District. Two of the nine wildernesses designated in this area, Kanab Creek and Saddle Mountain proposals, include National Forest System land totaling 104,377 acres which the Department continues to recommend for Wilderness designation.

Nearly 2 million Arizona acres were analyzed during the second Roadless Area Review and Evaluation. From that analysis, 406,700 acres were recommended for wilderness, 471,900 acres were identified for further planning, and 1,076,400 acres were recommended for nonwilderness areas. An additional 165,000 acres, known as the Blue Range Primitive Area, have been managed as a National Forest Primitive Area on the Apache National Forest; this area has been recommended by the Forest Service for wilderness as a result of its primitive area review. H.R. 4707 does not deal with the Blue Range Primitive Area; the Department recommends that it become wilderness.

On the National Forest areas proposed for wilderness in H.R. 4707, 13 of the 30 areas, totaling approximately 381,000 acres, were recommended for wilderness by RARE II. Two of these areas are in the Arizona Strip proposal already addressed.

We also support wilderness designation for the other 11 RARE II wilderness recommendations identified in Title I. In our February 21 testimony, we indicated a need to review inclusion of several of these areas based upon the latest minerals information provided by the Department of the Interior. From that review, we now recommend a boundary adjustment in the northern portion of the Castle Creek proposal as shown on the map provided to the Committee. The review also confirms that both the Mount Wrightson and Miller Peak proposals include major areas of mineral potential. These areas also have high wilderness attributes that led to a RARE II recommendation that they be wilderness. Even though some boundary modifications could be made, the mineral conflict with wilderness attributes cannot be completely eliminated. After reviewing the latest overall assessment of resource value for those

two areas, we have concluded that they should be designated wilderness.

We support wilderness designations for Kendrick Mountain, Juniper Mesa, San Francisco Peaks, Red Rock-Secret Mountain, Rincon, Chiricahua, Santa Teresa Peak, and Granite Mountain all of which RARE II recommended for wilderness.

Ten areas now included in H.R. 47.7 as wilderness totaling 317,000 acres were identified for further planning in RARE II. The further planning has not been completed; however, planning is underway as part of the Forest planning being done in compliance with the National Forest Management Act. Before making recommendations on the wilderness suitability for the areas identified in RARE II as further planning, we would have preferred to complete the planning. However, with the boundary modifications that have been made, the resource values that would be foregone by designating these ten acres as wilderness are low. Therefore, we do not oppose designation of the Arnold Mesa, Wet Beaver, Fossil Springs, West Clear Creek, Rattlesnake, Mazatzal, Hellsgate, Superstition, Four Peaks, and Galiuro areas. The boundary modifications eliminate our concern that use of the mineral resource in those areas as they were originally considered would have to be foregone by wilderness designation.

Seven areas to be designated by H.R. 4707 as wilderness were identified for nonwilderness multiple uses from RARE II. These areas total 144,000 acres. We believe the seven RARE II nonwilderness areas included in the bill do not merit wilderness designation; however, with the boundary adjustments already proposed, we would not oppose four of these areas—Apache Creek, Pajarita, Sycamore Canyon, and Bear Wallow. If boundary modifications were made to the Salome and Salt proposals, we would similarly not oppose these two areas; we recommend deletion of the northern tip of Salome because of mineral values and a portion of the northwest side of Salt because of off-road vehicle use. We have provided the Committee with maps of these proposed changes. We oppose designation of the Sheridan area because there are significant watershed concerns that cannot be ameliorated through boundary modification.

We believe the provisions in Section 101 for grazing, water rights, authority for wildlife and fish management, and prohibition of buffer zones are not necessary since adequate authority is provided in the Wilderness Act and by the special grazing guidelines developed in conjunction with the enactment of P.L. 96-560. Likewise, the special provisions for the Mazatzal wilderness area are not required. There is adequate authority in section 4(d) of the Wilderness Act to provide for other uses.

The study proposal for Bunk Robinson Peak and Whitmire Canyon on the Coronado National Forest is unnecessary since these areas have been included in studies being done under authority of P.L. 96-550. We do not support inclusion of the Mount Graham area as a wilderness study area. The Mount Graham area was recommended for nonwilderness in RARE II. Development of an observatory in this area is being considered and would be incompatible with wilderness designation.

We support the bill's declaration that the RARE II Financial Environmental Impact Statement for Arizona is legally sufficient and that adequate consideration had been given to the wilderness and nonwilderness values for all roadless areas in the State recommended in RARE II either for wilderness designation or for uses other than wilderness. As the Committee is aware, the Administration continues to recommend that the release language contained in Section 103 of the bill be strengthened to provide more long-term stability to the National Forest System lands not designated as wilderness.

Section 104 would add 50 miles of the Verde River to the Wild and Scenic Rivers System. Our 1981 Study considered the 50 miles included in Section 104. We recommended that the upper 39.5 miles of the river be added to the National System. We continue to support only that much of an addition from the Verde River.

We estimate that surveying, planning, and related activities necessary to implement the wilderness designations in this bill would cost approximately \$1 million over the next 5 years.

The Office of Management and Budget advises that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely,

JOHN R. BLOCK, *Secretary.*

CHANGES IN EXISTING LAW

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in *Italic*, existing law in which no change is proposed is shown in roman):

WILD AND SCENIC RIVERS ACT

(82 Stat. 906, 907, as amended, 16 U.S.C. 1274)

SEC. 3. (a) The following rivers and the land adjacent thereto are hereby designated as components of the national wild and scenic rivers system:

* * * * *

(51) *VERDE, ARIZONA.*—*The segment from the boundary between national forest and private land in sections 26 and 27, township 13 north, range 5 east, Gila Salt River meridian, downstream to the confluence with Red Creek, as generally depicted on a map entitled "Verde River—Wild and Scenic River," dated March 1984, which is on file and available for public inspection in the Office of the Chief, Forest Service, United States Department of Agriculture; to be administered by the Secretary of Agriculture. This designation shall not prevent water users receiving Central Arizona Project water allocations from diverting that water through an exchange agreement with downstream water users in accordance with Arizona water law. After consultation with State and local governments and the interested public and within two years after the date of enactment*

of this paragraph, the Secretary shall take such action as is required under subsection (b) of this section.

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