

final wilderness recommendation
february 1977

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GRAND CANYON



NATIONAL PARK / ARIZONA

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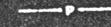
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RECOMMENDATION

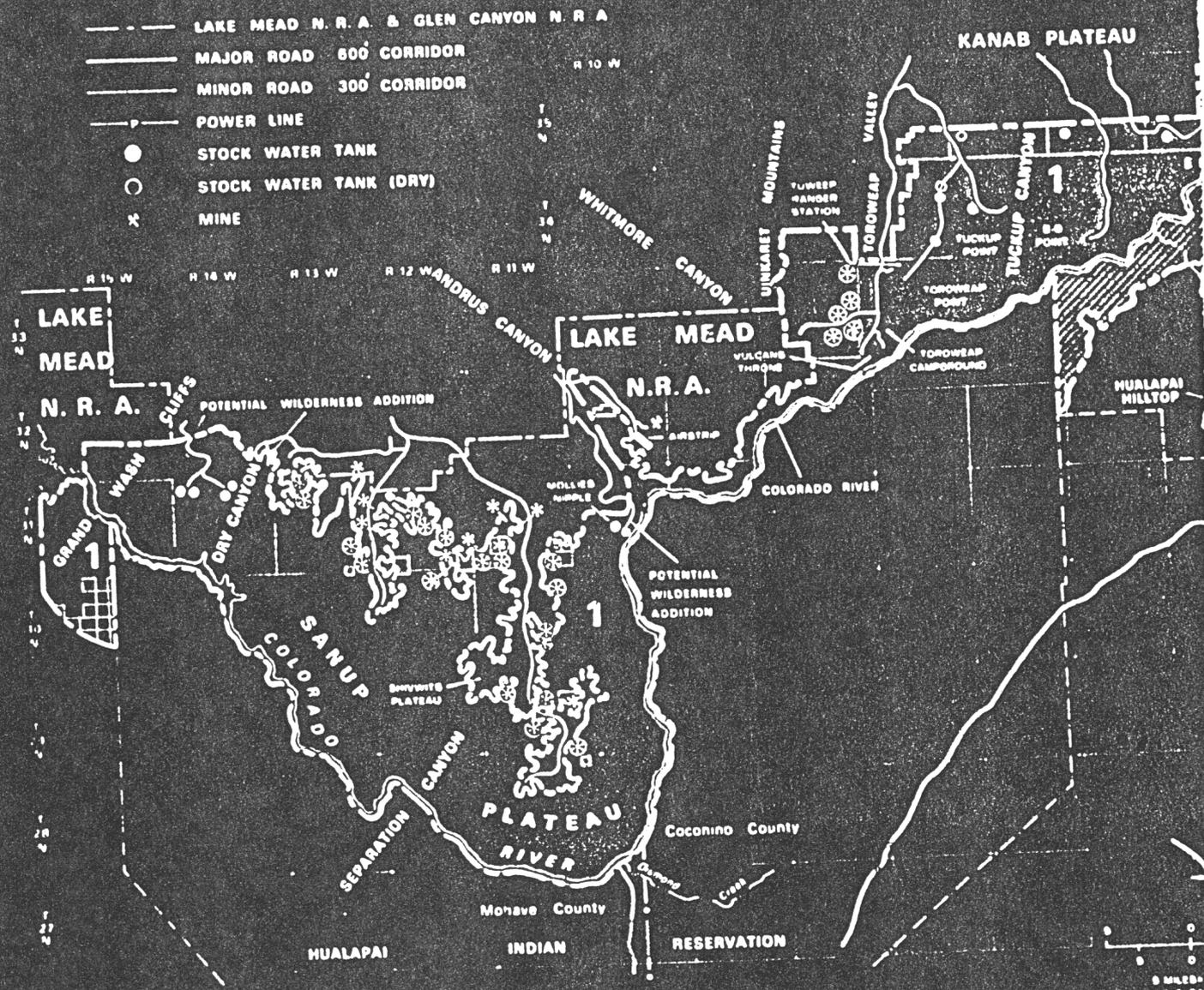
IT IS RECOMMENDED THAT WILDERNESS OF 1,004,066 ACRES WITHIN GRAND CANYON NATIONAL PARK, ARIZONA, AS SHOWN IN EXHIBIT A, BE DESIGNATED BY AN ACT OF CONGRESS.

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

LEGEND

-  NATIONAL PARK BOUNDARY
-  WILDERNESS
-  NON - WILDERNESS
-  HAVASUPAI USE LANDS (POTENTIAL WILDERNESS ADDITION)
-  NON - FEDERAL LAND (POTENTIAL WILDERNESS ADDITION)
-  SANTA FE REPURCHASE RIGHTS OR OUTSTANDING MINERAL RESERVATIONS (POTENTIAL WILDERNESS ADDITION)
-  LAKE MEAD N. R. A. & GLEN CANYON N. R. A.
-  MAJOR ROAD 500' CORRIDOR
-  MINOR ROAD 300' CORRIDOR
-  POWER LINE
-  STOCK WATER TANK
-  STOCK WATER TANK (DRY)
-  MINE

0.4
0.3
0.2
0.1
Mohave



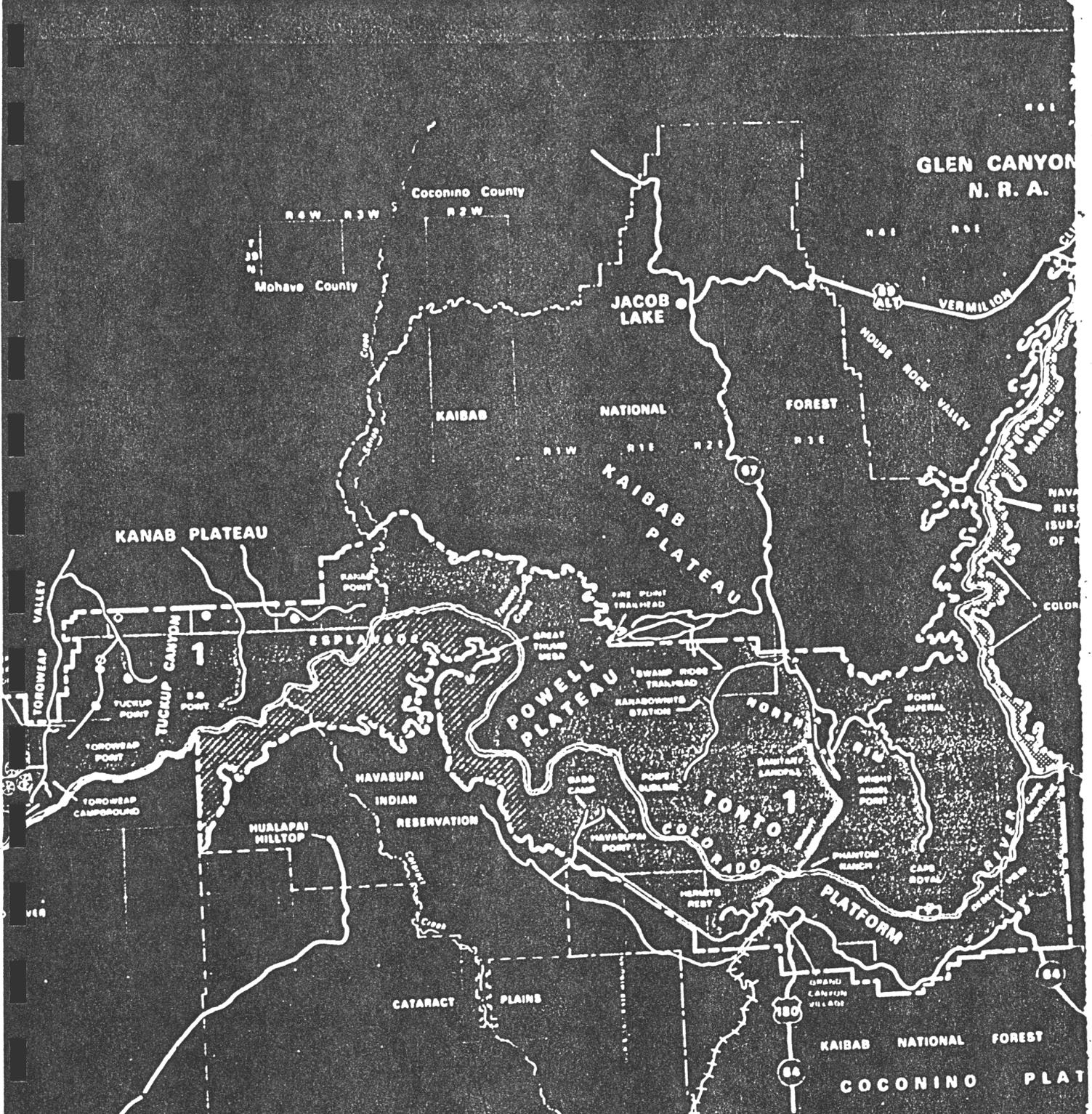
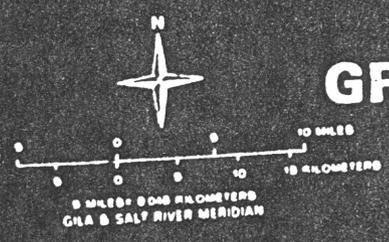


EXHIBIT A
WILDERNESS PLAN
GRAND CANYON NATIONAL
 Mohave And Coconino Counties
ARIZONA



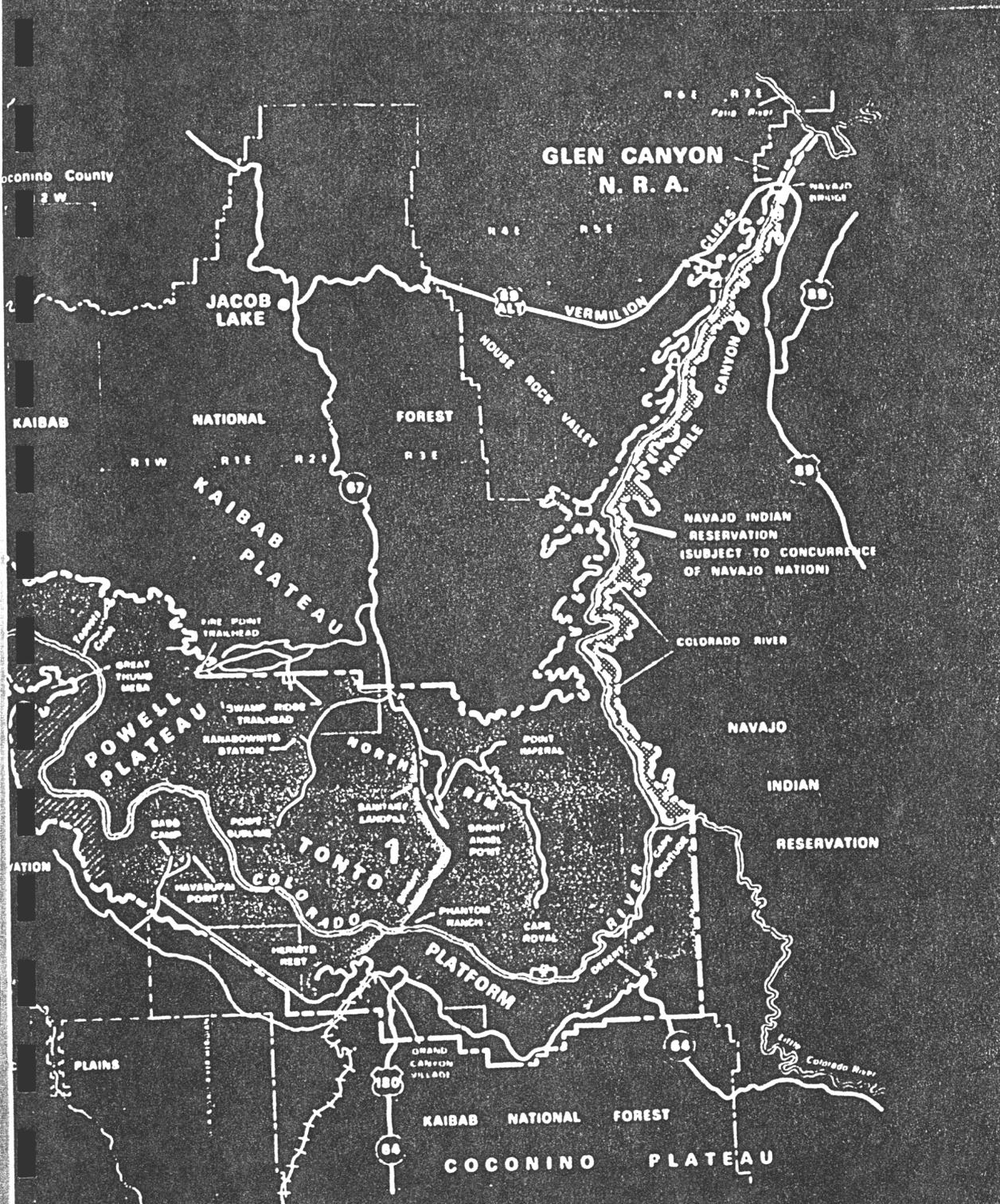


EXHIBIT A
WILDERNESS PLAN
GRAND CANYON NATIONAL PARK
 Mohave And Coconino Counties
 ARIZONA

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Public Law 93-620
93rd Congress, S. 1296
January 3, 1975

An Act

To further protect the outstanding scenic, natural, and scientific values of the Grand Canyon by enlarging the Grand Canyon National Park in the State of Arizona, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

Grand Canyon National Park Enlargement Act.

SHORT TITLE

16 USC 228a note.

SECTION 1. This Act may be cited as the "Grand Canyon National Park Enlargement Act".

DECLARATION OF POLICY

SEC. 2. It is the object of this Act to provide for the recognition by Congress that the entire Grand Canyon, from the mouth of the Paria River to the Grand Wash Cliffs, including tributary side canyons and surrounding plateaus, is a natural feature of national and international significance. Congress therefore recognizes the need for, and in this Act provides for, the further protection and interpretation of the Grand Canyon in accordance with its true significance.

16 USC 228a.
69 STAT. 2069
69 STAT. 2073

ENLARGEMENT OF GRAND CANYON NATIONAL PARK BOUNDARIES

SEC. 3. (a) In order to add to the Grand Canyon National Park certain prime portions of the canyon area possessing unique natural, scientific, and scenic values, the Grand Canyon National Park shall comprise, subject to any valid existing rights under the Navajo Boundary Act of 1934, all those lands, waters, and interests therein, constituting approximately one million two hundred thousand acres, located within the boundaries as depicted on the drawing entitled "Boundary Map, Grand Canyon National Park," numbered 113-20, 021 B and dated December 1974, a copy of which shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior.

16 USC 228b.

48 Stat. 96C.

(b) For purposes of this Act, the Grand Canyon National Monument and the Marble Canyon National Monument are abolished.

Abolishment.

(c) The Secretary of the Interior shall study the lands within the former boundaries of the Grand Canyon National Monument commonly known as the Tuckup Point, Slide Mountain, and Jensen Tank areas to determine whether any portion of these lands might be unsuitable for park purposes and whether in his judgment the public interest might be better served if they were deleted from the Grand Canyon National Park. The Secretary shall report his findings and recommendations to the Congress no later than one year from the date of enactment of this Act.

Study.

Report to Congress.

ACQUISITION OF LANDS BY DONATION OR EXCHANGE

SEC. 4. (a) Within the boundaries of the Grand Canyon National Park, as enlarged by this Act, the Secretary of the Interior (hereinafter referred to as the "Secretary") may acquire land and interest in land by donation, purchase with donated or appropriated funds, or exchange.

16 USC 228c.

(b) Federal lands within the boundaries of such park are hereby transferred to the jurisdiction of the Secretary for the purposes of this Act.

PROHIBITION AGAINST TAKING OF STATE OR INDIAN LANDS

16 USC 2284.

Sec. 5. Notwithstanding any other provision of this Act (1) land or interest in land owned by the State of Arizona or any political subdivision thereof may be acquired by the Secretary under this Act only by donation or exchange and (2) no land or interest in land, which is held in trust for any Indian tribe or nation, may be transferred to the United States under this Act or for purposes of this Act except after approval by the governing body of the respective Indian tribe or nation.

COOPERATIVE AGREEMENTS FOR UNIFIED INTERPRETATION OF GRAND CANYON

16 USC 2286.

88 STAT. 2090
88 STAT. 2091

Sec. 6. In the administration of the Grand Canyon National Park, as enlarged by this Act, the Secretary is authorized and encouraged to enter into cooperative agreements with other Federal, State, and local public departments and agencies and with interested Indian tribes providing for the protection and interpretation of the Grand Canyon in its entirety. Such agreements shall include, but not be limited to, authority for the Secretary to develop and operate interpretative facilities and programs on lands and waters outside of the boundaries of such park, with the concurrence of the owner or administrator thereof, to the end that there will be a unified interpretation of the entire Grand Canyon.

PRESERVATION OF EXISTING GRAZING RIGHTS

16 USC 2287.

Sec. 7. Where any Federal lands within the Grand Canyon National Park, as enlarged by this Act, are legally occupied or utilized on the effective date of this Act for grazing purposes, pursuant to a Federal lease, permit, or license, the Secretary shall permit the persons holding such grazing privileges to continue in the exercise thereof during the term of the lease, permit, or license, and periods of renewal thereafter: *Provided*, That no such renewals shall be extended beyond the period ending ten years from the date of enactment of this Act, except that any present lease, permit, or license within the boundaries of the Grand Canyon National Monument as abolished by subsection 3(b) of this Act may be renewed during the life of the present holder which renewals shall terminate upon the death of the present holder.

AIRCRAFT REGULATION

16 USC 2288.

42 USC 4901
note.

Sec. 8. Whenever the Secretary has reason to believe that any aircraft or helicopter activity or operation may be occurring or about to occur within the Grand Canyon National Park, as enlarged by this Act, including the airspace below the rims of the canyon, which is likely to cause an injury to the health, welfare, or safety of visitors to the park or to cause a significant adverse effect on the natural quiet and experience of the park, the Secretary shall submit to the Federal Aviation Agency, the Environmental Protection Agency pursuant to the Noise Control Act of 1972, or any other responsible agency or agencies such complaints, information, or recommendations for rules and regulations or other actions as he believes appropriate to protect the public health, welfare, and safety or the natural environment within the park. After reviewing the submission of the Secretary, the responsible agency shall consider the matter, and after consultation with the Secretary, shall take appropriate action to protect the park and visitors.

January 3, 1975

Pub. Law 93-620

PRESERVATION OF EXISTING RECLAMATION PROVISIONS

Sec. 9. (a) Nothing in this Act shall be construed to alter, amend, repeal, modify, or be in conflict with the provisions of sections 601 to 606 of the Colorado River Basin Project Act, approved September 30, 1968 (82 Stat. 885, 901). 16 USC 228h.

(b) Section 7 of the Act of February 26, 1919 (40 Stat. 1175, 1178), is amended to read as follows: 43 USC 1551-1556. 16 USC 227.

"Whenever consistent with the primary purposes of such park, the Secretary of the Interior is authorized to permit the utilization of those areas formerly within the Lake Mead National Recreation Area immediately prior to enactment of the Grand Canyon National Park Enlargement Act, and added to the park by such Act, which may be necessary for the development and maintenance of a Government reclamation project."

HAVASUPAI INDIAN RESERVATION

Sec. 10. (a) For the purpose of enabling the tribe of Indians known as the Havasupai Indians of Arizona (hereinafter referred to as the "tribe") to improve the social, cultural, and economic life of its members, the lands generally depicted as the "Havasupai Reservation Addition" on the map described in section 3 of this Act, and consisting of approximately one hundred and eighty-five thousand acres of land and any improvements thereon, are hereby declared to be held by the United States in trust for the Havasupai Tribe. Such map, which shall delineate a boundary line generally one-fourth of a mile from the rim of the outer gorge of the Grand Canyon of the Colorado River and shall traverse Havasu Creek from a point on the rim at Yumtheska Point to Beaver Falls to a point on the rim at Ukwalla Point, shall be on file and available for public inspection in the Offices of the Secretary, Department of the Interior, Washington, District of Columbia. 16 USC 2281. 88 STAT. 2091 88 STAT. 2092

(b) The lands held in trust pursuant to this section shall be included in the Havasupai Reservation, and shall be administered under the laws and regulations applicable to other trust Indian lands: *Provided, That—*

Administration.

(1) the lands may be used for traditional purposes, including religious purposes and the gathering of, or hunting for, wild or native foods, materials for paints and medicines;

(2) the lands shall be available for use by the Havasupai Tribe for agricultural and grazing purposes, subject to the ability of such lands to sustain such use as determined by the Secretary;

(3) any areas historically used as burial ground may continue to be so used;

(4) a study shall be made by the Secretary, in consultation with the Havasupai Tribal Council, to develop a plan for the use of this land by the tribe which shall include the selection of areas which may be used for residential, educational, and other community purposes for members of the tribe and which shall not be inconsistent with, or detract from, park uses and values; *Provided further,* That before being implemented by the Secretary, such plan shall be made available through his offices for public review and comment, shall be subject to public hearings, and shall be transmitted, together with a complete transcript of the hearings, at least 90 days prior to implementation, to the Committees on Interior and Insular Affairs of the United States Congress;

Study.

Plan and transcript, transmittal to congressional committees.

and *Provided further*, that any subsequent revisions of this plan shall be subject to the same procedure as set forth in this paragraph;

Commercial industries, restrictions.

(5) no commercial timber production, no commercial mining or mineral production, and no commercial or industrial development shall be permitted on such lands: *Provided further*, That the Secretary may authorize the establishment of such tribal small business enterprises as he deems advisable to meet the needs of the tribe which are in accordance with the plan provided in paragraph (4) of this section;

Nonmembers, privileges.

(6) nonmembers of the tribe shall be permitted to have access across such lands at locations established by the Secretary in consultation with the Tribal Council in order to visit adjacent parklands, and with the consent of the tribe, may be permitted (i) to enter and temporarily utilize lands within the reservation in accordance with the approved land use plan described in paragraph (4) of this section for recreation purposes or (ii) to purchase licenses from the tribe to hunt on reservation lands subject to limitations and regulations imposed by the Secretary of the Interior; and

88 STAT. 2092
88 STAT. 2093
Conservation measures.

(7) except for the uses permitted in paragraphs 1 through 6 of this section, the lands hereby transferred to the tribe shall remain forever wild and no uses shall be permitted under the plan which detract from the existing scenic and natural values of such lands.

(c) The Secretary shall be responsible for the establishment and maintenance of conservation measures for these lands, including, without limitation, protection from fire, disease, insects, or trespass and reasonable prevention or elimination of erosion, damaging land use, overgrazing, or pollution. The Secretary of the Interior is authorized to contract with the Secretary of Agriculture for any services or materials deemed necessary to institute or carry out any such measures. Any authorized Federal programs available to any other Indian tribes to enhance their social, cultural, and economic well-being shall be deemed available to the tribe on these lands so long as such programs or projects are consistent with the purposes of this Act. For these purposes, and for the purpose of managing and preserving the resources of the Grand Canyon National Park, the Secretary shall have the right of access to any lands hereby included in the Havasupai Reservation. Nothing in this Act shall be construed to prohibit access by any members of the tribe to any sacred or religious places or burial grounds, native foods, paints, materials, and medicines located on public lands not otherwise covered in this Act.

"Raintank Allotment", grazing rights.

(d) The Secretary shall permit any person presently exercising grazing privileges pursuant to Federal permit or lease in that part of the Kaibab National Forest designated as the "Raintank Allotment", and which is included in the Havasupai Reservation by this section, to continue in the exercise thereof, but no permit or renewal shall be extended beyond the period ending ten years from the date of enactment of this Act, at which time all rights of use and occupancy of the lands will be transferred to the tribe subject to the same terms and conditions as the other lands included in the reservation in paragraph (b) of this section.

"Havasupai Use Lands", use.

(e) The Secretary, subject to such reasonable regulations as he may prescribe to protect the scenic, natural, and wildlife values thereof, shall permit the tribe to use lands within the Grand Canyon National Park which are designated as "Havasupai Use Lands" on the Grand

January 3, 1975

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80 STAT. 2093

Canyon National Park boundary map described in section 3 of this Act, and consisting of approximately ninety-five thousand three hundred acres of land, for grazing and other traditional purposes.

(f) By the enactment of this Act, the Congress recognizes and declares that all right, title, and interest in any lands not otherwise declared to be held in trust for the Navasupai Tribe or otherwise covered by this Act is extinguished. Section 3 of the Act of February 26, 1919 (40 Stat. 1177; 16 U.S.C. 223), is hereby repealed.

Repeal.

AUTHORIZATION OF APPROPRIATIONS

Sec. 11. There are authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act, not to exceed, however, \$1,250,000, in the aggregate for the period of the five fiscal years beginning with the fiscal year ending June 30, 1974, for the acquisition of lands and property, and not to exceed \$49,000 for the fiscal year ending June 30, 1974, \$235,000 for the fiscal year ending June 30, 1975, \$265,000 for the fiscal year ending June 30, 1976, and \$235,000 for the fiscal year ending June 30, 1977, for development, plus or minus such amounts, if any, as may be justified by reason of ordinary fluctuations in construction costs as indicated by engineering cost indexes applicable to the types of construction involved herein. The sums authorized in this section shall be available for acquisition and development undertaken subsequent to the date of enactment of this Act.

16 USC 220j.

Approved January 3, 1975.



Public Law 93-31
94th Congress, H. R. 4109
June 10, 1975

All Act

To amend the Grand Canyon National Park Enlargement Act (48 Stat. 2089).

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Act of January 3, 1975 (48 Stat. 2089), is amended by inserting the following section and by renumbering section 11 as section 12:

Grand Canyon
National Park.
16 USC 225j.
Report to the
President.
16 USC 225i-2.

"Sec. 11. Within two years from the date of enactment of this Act the Secretary of the Interior shall report to the President, in accordance with subsections 3(c) and 3(d) of the Wilderness Act (76 Stat. 800; 16 U.S.C. 1132 (c) and (d)), his recommendations as to the suitability or nonsuitability of any area within the national park for preservation as wilderness, and any designation of any such areas as a wilderness shall be accomplished in accordance with said subsections of the Wilderness Act."

Approved June 10, 1975.

806 20-130

A NATIONAL WILDERNESS PRESERVATION SYSTEM

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

POLICY

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

DEFINITION

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

USE

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

DEPARTMENTAL GUIDELINES FOR WILDERNESS PROPOSALS

United States Department of the Interior

Office of the Secretary
Washington, D.C. 20240

June 24, 1972

Memorandum

To: Director, Bureau of Sport Fisheries
and Wildlife

Director, National Park Service

From: Assistant Secretary for Fish and Wildlife
and Parks

Subject: Guidelines for Wilderness Proposals – Reference
Secretarial Order No. 2920

In the course of developing wilderness proposals we should strive to give the areas under study wilderness designation but not at the expense of losing the essential management prerogatives that are necessary to fulfill the purposes for which the areas were originally intended. Although each area under study must be considered separately, with special attention given to its unique characters, the following criteria should be adhered to when determining the suitability of an area for wilderness designation.

Management

An area should not be excluded from wilderness designation solely because established or proposed management practices require the use of tools, equipment or structures, if these practices are necessary for the health and safety of wilderness travelers, or the protection of the wilderness area. The manager should use the *minimum* tool, equipment or structure necessary to successfully, safely and economically accomplish the objective. When establishing the minimum tool

and equipment necessary for a management need within wilderness areas economic factors should be considered the least important of the three criteria. The chosen tool or equipment should be the one that least degrades wilderness values temporarily or permanently.

For the purpose of this paragraph, accepted tools, equipment, structures and practices may include but are not limited to: fire towers, patrol cabins, pit toilets, temporary roads, spraying equipment, hand tools, fire-fighting equipment caches, fencing and controlled burning. In special or emergency cases involving the health and safety of wilderness users or the protection of wilderness values aircraft, motorboats and motorized vehicles may be used. Enclaves, buffer zones, etc., should not be established if the desired management practices are permitted under these guidelines.

Visitor Use Structures and Facilities

An area that contains man-made facilities for visitor use can be designated as wilderness if these facilities are the minimum necessary for the health and safety of the wilderness traveler or the protection of wilderness resources. An example of a wilderness campsite that could be included is one having a pit toilet and fire rings made of natural materials and tent sites. A hand-operated water pump may be allowed. This kind of campsite would not be considered a permanent installation and could be removed or relocated as management needs dictate. Facilities that exceed the "minimum necessary" criteria will be removed and the area restored to its natural state. (See section on Exceptions.)

Areas containing campsites that require, for the protection of the adjacent wilderness values, facilities more elaborate than those allowed in a wilderness campsite should be excluded from wilderness designation.

Prior Rights and Privileges and Limited Commercial Services

Lands need not be excluded from wilderness designation solely because of prior rights or privileges such as grazing and stock driveways or certain limited commercial services that are proper for realizing the recreational or other wilderness purposes of the areas.

Road and Utilities – Structures and Installations

Areas that otherwise qualify for wilderness will not be excluded because they contain unimproved roads, created by vehicles repeatedly

traveling over the same course, structures, installations or utility lines, which can and would be removed upon designation as wilderness.

Research

Areas that otherwise qualify need not be excluded from wilderness designation because the area is being used as a site for research unless that use necessitates permanent structures or facilities in addition to those needed for management purposes.

Future Development

Those areas which presently qualify for wilderness designation but will be needed at some future date for specific purposes consistent with the purpose for which the National Park or National Wildlife Refuge was originally created, and fully described in an approved conceptual plan, should not be proposed for wilderness designation if they are not consistent with the above guidelines.

Exceptions

Certain areas being studied may contain structures such as small boat docks, water guzzlers and primitive shelters that ought to be retained but may not qualify as minimum structures necessary for the health and safety of wilderness users or the protection of the wilderness values of the area. When an area under study for wilderness designation would otherwise qualify as wilderness a specific provision may be included in the proposed legislation for this area, giving the wilderness manager the option of retaining and maintaining these structures. Necessary management practices such as controlled burning shall also be mentioned specifically in the proposed legislation.

Areas being considered for wilderness designation will not be excluded solely because they contain hydrologic devices that are necessary for the monitoring of water resources outside of the wilderness area. When these devices, either mechanical or electronic, are found to be necessary, a specific provision allowing their use will be included in the legislation proposing the wilderness area being considered. For the installation, servicing and monitoring of these devices the minimum tools and equipment necessary to safely and successfully accomplish the job will be used.

Areas being studied for wilderness designation will not be excluded solely because they contain lakes created by water development projects if these lakes are maintained at a relatively stable level and the shoreline has a natural appearance. Where this occurs and there is no other reason for excluding the area, a specific provision describing the water development project and its location will be included in the proposed legislation along with the recommendation for including it in the wilderness area. Other minimal development of water resources may be suggested for inclusion in wilderness if specific reference is made to them in the proposed legislation. These provisions will allow present maintenance practices to continue.

Areas that contain underground utilities such as gas pipelines and transmission lines will not be excluded from wilderness designation solely for this reason. Where this occurs the areas may be included by making specific mention of them in the proposed legislation indicating that this use would continue and previously established maintenance practices would be allowed to continue.

When non-qualifying lands are surrounded by or adjacent to an area proposed for wilderness designation and such lands will within a determinable time qualify and be available Federal land, a special provision should be included in the legislative proposal giving the Secretary of the Interior the authority to designate such lands as wilderness at such time he determines it qualifies.



Nathaniel P. Reed

CONCLUSIONS

INTRODUCTION

Requirement for Study

This wilderness review was required by the Grand Canyon National Park Enlargement Act of January 3, 1975, as amended by the Act of June 10, 1975.

Public Hearings

The notice of public hearings on the Grand Canyon Preliminary Wilderness Proposal, and its draft environmental statement, appeared in the *Federal Register* on July 23, 1976. Subsequently, public hearings were held at St. George, Utah, on August 24; at Flagstaff, Arizona, on August 25; at Grand Canyon Village on August 26; and at Phoenix, Arizona, on August 27, 1976.

Description of Preliminary Proposal

The Preliminary Wilderness Proposal included 992,046 acres proposed as wilderness and 120,965 acres proposed as potential wilderness additions. Potential wilderness additions consisted of the Colorado River corridor, Havasupai Traditional Use Lands, non-Federal lands, lands subject to private rights, and motor vehicle access corridors for maintaining water catchments on grazing allotments in the Sanup Plateau area.

Hearing Attendance

A total of 509 letters and written statements stemmed from the hearing and document review period. Forty-three oral statements were given at the public hearings, 23 of which were duplicated in written statements. Comments were received from 23 Federal agencies, 17 State agencies, 3 Indian tribes, 39 organizations, 24 companies, and 501 individuals. Some groups or individuals submitted more than one letter, and some letters were signed by more than one individual. All letters were analyzed for substantive comments on the proposal.

Summary of Hearing Response

The response from individuals and organizations has been overwhelmingly in favor of the current proposal. Only 14 individuals out of 501, and 2 organizations out of 38, wanted less land designated as wilderness. A total of 431 individuals and 25 organizations recommended that hand-propelled, rather than motorized, craft be used on the river and that it be included as wilderness. Some 286 individuals and 25 organizations would further enlarge the area recommended for

immediate wilderness designation by including all areas proposed as potential wilderness additions. Conservation organizations favor this approach along with the termination of motorized use of the river. The responses of companies engaged in commercial river trips were concerned with the issue of motors vs. no motors on the Colorado River in Grand Canyon National Park. On this issue, 13 companies were in favor of retaining motors, while 9 companies favored wilderness designation for the river and the elimination of motorized craft.

The Bureau of Reclamation, Arizona Power Authority, Arizona State Water Commission, Arizona Office of Economic Planning and Development, and the Hualapai Tribe object to wilderness status for the Colorado River and to the proposed repeal of the reclamation provision in Section 9(b).

Another view was expressed by certain Federal and State agencies which are concerned with mineral development. They recommend that wilderness designation be delayed until a complete mineral inventory of the park has been made. However, by establishing this area as a national park, the Congress has set aside all resources to be preserved for the public enjoyment and benefit in an unimpaired state. Thus, the national park is closed to entry under the U.S. mining laws.

CORRECTIONS TO PRELIMINARY WILDERNESS PROPOSAL (APPENDED)

Page 10 of the preliminary proposal stated, "The corridor also contains the Bright Angel and Kaibab Trails"; it should read, "and *North* Kaibab Trail."

The description of wilderness Unit 3 on page 20 has been corrected to make clear that the Roaring Springs water supply system and pumping station complex and the area in the vicinity of and north of the Navajo Bridge were not intended for inclusion as wilderness or as potential wilderness additions. This redescription does not affect the acreages of the preliminary proposal.

The description of Unit 4 found on page 21 stated, "(The unit) is bounded on the north by the *south* bank of the Little Colorado River"; it should read, "by the *north* bank."

The gross acreage figure for the enlarged Grand Canyon National Park has not been determined since the boundary has not been finalized. Based upon the latest land status maps, a gross acreage of 1,226,656 will be utilized pending the finalization of a boundary line.

The following recommendations have resulted from careful consideration of the oral and written responses to the public hearings and further review of the preliminary proposal and management needs of the Grand Canyon National Park.

ADDITIONS AND DELETIONS

The Colorado River totaling about 17,009 acres is now recommended as wilderness so as to perpetuate the primitive qualities of the canyon with increased opportunities for solitude and enjoyment of the beauty and natural significance of the Grand Canyon. To achieve this, all visitor use of the river will be without motors, and more nearly like the experience of earlier explorers. A three year study of the river with public participation has shown that visitor appreciation, understanding, and enjoyment of the Grand Canyon will be enhanced by this type of use. The objective for visitor use is to provide the opportunity for an intimate association with the river environment with good opportunities to see and gain understanding of the natural and historic features of the inner canyon.

Approximately 4,989 acres (including a 67-acre tract of private land), which were indicated as wilderness in the preliminary proposal, are now recommended as potential wilderness additions due to mineral reservations and repurchase rights within Unit 2 in the Toroweap Valley and on the Shivwits Plateau.

RECOMMENDATION

As shown on Exhibit A, lands totaling 1,004,066 acres are recommended for immediate designation as wilderness. An additional 108,945 acres are recommended as potential wilderness additions. The recommended potential wilderness additions are unsuitable at the present time due to outstanding rights which preclude management as wilderness or because of studies now in progress. It is proposed that these lands be designated as wilderness at such time as the Secretary of the Interior determines that the conditions which make them unsuitable have terminated. The suitability of the Havasupai Traditional Use Lands will be determined when the current study is completed for this area. The study of the Havasupai Traditional Use Lands will determine what uses may occur on these lands.

All other lands classed as potential wilderness additions are either in private or State ownership, encumbered by mineral reservations and repurchase rights, or are necessary for access corridors to maintain water catchments to support grazing on the Sanup Plateau. When the grazing rights expire on the Sanup Plateau in 1985 and when other outstanding rights are acquired, these areas would also be designated as wilderness.

OTHER PROPOSALS RECONSIDERED

The proposal to include the Havasupai Traditional Use Lands as wilderness rather than potential wilderness additions was reconsidered. However, it is recommended that these lands remain as potential wilderness additions until the study concerning their use by the Havasupai Indians is completed.

The proposal to eliminate all lands from wilderness, which might be required if Congress should authorize a dam within the national park, was considered but not adopted. The present national park status conferred on this area by the Congress does not permit an impoundment within the Grand Canyon National Park. Under this status, the park lands are suitable for wilderness preservation. Since the present national park status may only be changed by the Congress, at some future time it could take such action and authorize an impoundment. Section 9(b) provides for the utilization of lands formerly within the Lake Mead National Recreation Area for a Government reclamation project when consistent with the purposes of the park. Since no such projects have been identified on those lands, it is appropriate that Section 9(b) be repealed as not being consistent with wilderness preservation.

SUMMATION

In summary, 1,004,066 acres, or 82 percent of the park's total acreage, is recommended for immediate wilderness designation and 108,945 acres, or 8 percent of the park acreage, is recommended as potential wilderness additions



Director, National Park Service

APPENDIX: HEARING OFFICER'S REPORT

INTRODUCTION

PRELIMINARY WILDERNESS PROPOSAL

**ANALYSIS OF THE RECORD OF PUBLIC HEARINGS
AND WRITTEN RESPONSES**

DISPOSITION OF HEARING RECORD AND WRITTEN RESPONSES

**VIEWS OF OTHER GOVERNMENT AGENCIES ON THE
PRELIMINARY WILDERNESS PROPOSAL**

HEARING OFFICER'S REPORT

INTRODUCTION

Public hearings to establish wilderness totaling 992,046 acres within Grand Canyon National Park were held at four locations - St. George, Utah, on August 24, 1976; Flagstaff, Arizona, on August 25, 1976; Grand Canyon Village, Grand Canyon National Park, Arizona, on August 26, 1976; and Phoenix, Arizona, on August 27, 1976. The hearing officer for these hearings was John C. Preston, 460 Roosmoor Tower II, Laguna Hills, California 92653. Reporting services were provided by Federal Data Retrieval Systems, Incorporated, 1755 South Jefferson Davis Highway, Suite 1101, Arlington, Virginia 22202, for the St. George, Flagstaff, and Grand Canyon Village hearings; and by Allied Stenotype Reporters, Nine Ten Houston, Fort Worth, Texas 76102.

The St. George hearing opened at 7:00 p.m., with approximately 20 persons present, and four oral statements were presented. The hearing was closed at 8:15 p.m.

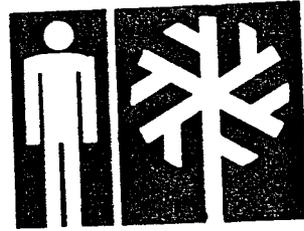
The Flagstaff hearing opened at 7:00 p.m., with approximately 165 persons present, and eight oral statements were presented. The hearing was closed at 8:05 p.m.

The Grand Canyon Village afternoon hearing opened at 1:30 p.m., with approximately 20 persons present, and three oral statements were presented. The afternoon hearing recessed at 2:30 p.m. The evening hearing resumed at 7:30 p.m., with approximately 20 persons attending, and two oral statements were presented. The hearing was closed at 8:00 p.m.

The Phoenix afternoon hearing opened at 1:30 p.m., with approximately 40 persons attending, and 14 oral statements were presented. The afternoon hearing recessed at 4:00 p.m. The evening hearing resumed at 7:30 p.m., with 20 persons attending, and 11 oral statements were presented. The hearing was closed at 8:30 p.m.

The following copy is reprinted from the preliminary wilderness proposal, the subject of the above mentioned public hearings.

~~Ranchos Ranger Station~~



PRELIMINARY WILDERNESS PROPOSAL

Grand Canyon
National Park
Arizona
July 1976

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FINDINGS

FIVE UNITS TOTALING 992,046 ACRES WITHIN GRAND CANYON NATIONAL PARK HAVE BEEN FOUND SUITABLE FOR PRESERVATION AS WILDERNESS AND ARE PROPOSED FOR INCLUSION IN THE NATIONAL WILDERNESS PRESERVATION SYSTEM. OTHER AREAS TOTALING 120,965 ACRES INCLUDING THE RIVER CORRIDOR, HAVASUPAI TRADITIONAL USE LANDS, STATE AND PRIVATE INHOLDINGS AND LANDS ENCUMBERED BY OUTSTANDING RIGHTS AND RESERVATIONS, AND GRAZING ACCESS CORRIDORS ARE PROPOSED FOR POTENTIAL WILDERNESS ADDITIONS GIVING THE SECRETARY OF THE INTERIOR THE AUTHORITY TO DESIGNATE THESE AREAS AS WILDERNESS AT SUCH TIME HE DETERMINES THEY QUALIFY.

THE ENLARGED GRAND CANYON NATIONAL PARK

Bringing national park status to all of Grand Canyon has long been a goal of many people. Over the years, various sections have been designated as units of the National Park System. First, the eastern portion was established as Grand Canyon National Park. Then additional sections were designated as Grand Canyon and Marble Canyon National Monuments, and the western portion included in Lake Mead National Recreation Area. One section was part of Kaibab National Forest. Portions of the canyon lie within the boundaries of the Navajo, Hualapai, and Havasupai Indian Reservations.

The Grand Canyon National Park Enlargement Act of 1975 (P.L. 93-620) consolidated much of the Grand Canyon into a single park and directed that certain areas receive study to determine their suitability for retention within the enlarged park. The boundaries established by the Enlargement Act are shown on the wilderness proposal map.

Grand Canyon is bounded on the north by the Kaibab National Forest; on the east by the Navajo Indian Reservation; on the south by the Kaibab National Forest and the Havasupai and Hualapai Indian Reservations; and on the west by the Lake Mead National Recreation Area.

The northeast boundary of the park begins at the Paria River at Lees Ferry and from this point extends along the banks of the Colorado River to Navajo Bridge. The boundary then follows the rims of Marble Canyon to their junction with the former boundary of Grand Canyon National Park.

The east rim of Marble Canyon may be included only with the concurrence of the Navajo Nation. Land back from the rims remains under existing jurisdictions – the Navajo Nation on the east and the Bureau of Land Management or the Forest Service on the west. State lands within park boundaries are to be acquired under appropriate exchange agreements.

The National Park Service recognizes traditional Indian religious uses and will honor their continuation. Protection will be given to all shrines and sacred areas on park lands.

The 640-acre Coconino Plateau addition added Kaibab National Forest lands to provide a buffer against outside influences. The park road came as close as ¼ mile to the former boundary at this location.

The Lower Kanab Canyon addition, which lies north of the Colorado River between the former boundaries of Grand Canyon National Park and Grand Canyon National Monument, corrects a serious omission of a significant sector of the Grand Canyon. This area, once within Kaibab National Forest, includes a portion of Kanab Canyon and Esplanade below the Kaibab Plateau.

The Colorado Riverbed addition includes the Colorado River to the south shore high-water level between river miles 164.8 (Tuckup Canyon) and mile 273.1 (Grand Wash Cliffs). This addition will facilitate management of river-running in this portion of the canyon.

The Lower Grand Canyon addition includes lands formerly within the boundaries of Lake Mead National Recreation Area. This addition establishes the western boundary of the park at Grand Wash Cliffs near river mile 277. The northern boundary follows the inner canyon rim and includes portions of Andrus Canyon; from the west side of Andrus Canyon the boundary follows the upper rim to Snap Point; and then it follows Pierce Canyon to a northerly projection of river mile 277. South of the river and approximately 4 miles west of the Hualapai Indian Reservation, a western boundary includes a portion of the southern extension of the Grand Wash Cliffs within the park. National Park status for those lands lying north of the Colorado River helps ensure preservation of the canyon's and river's character, as well as facilitating control of river-running boat parties under one jurisdiction from Lees Ferry to Lake Mead. The National Park Service will cooperate with the Hualapai Tribe on the south side of the river to preclude undesirable development.

THE PARK AND ITS ENVIRONS

GENERAL DESCRIPTION

The Grand Canyon is the dominant natural and economic feature of northern Arizona. It is a major physical barrier to the movement of people north and south, as well as a prime attraction for millions of tourists to the Southwestern United States each year.

The region is scenic, semi-arid plateau and canyon country, typical of much of the Southwest, deeply dissected by the gash of the Grand Canyon. It is Indian and tourist country that lies north of Interstate 40, one of the main east-west transcontinental highways.

The region is sparsely settled. There are only handfuls of people living at scattered road junctions, on isolated ranches, and on the Indian reservations. It lies 250 miles north of the Phoenix urban area. On its southeastern edge is Flagstaff, a city of 25,000 people whose economy is significantly dependent upon the tourism partially generated by the attraction of Grand Canyon and appeal of the Indian Country. The attraction of Grand Canyon and appeal of the Havasupai, Hopi, Hualapai, Navajo, and Paiute Indian country is growing.

Landownership in the region is approximately half Federal and half Indian, with very little private land. The federal lands are administered by the Bureau of Land Management, the Forest Service, and the

National Park Service. The latter administers the park and recreation activities of the canyon and the river along 500 miles of the Colorado River, from Canyonlands to Lake Mead.

Nearby units of the National Park System are Bryce Canyon and Zion National Parks and Pipe Spring and Cedar Breaks National Monuments to the north, Wupatki, Sunset Crater, and Walnut Canyon National Monuments to the southeast, with Glen Canyon and Lake Mead National Recreation Areas, respectively, bracketing the Grand Canyon on the northeast and southwest.

The nearest units of the National Wilderness Preservation System are the Petrified Forest Wilderness within Petrified Forest National Park, to the southeast, and the Mazatzal, Sierra Ancha, Sycamore Canyon, and Superstition Wilderness areas in national forests of central Arizona, to the south.

RESOURCES

The principal resources of the park are the canyon gorges and rims, the Colorado River, and the forested plateau lands. The canyon has a variety of natural settings – roaring whitewater rapids, sparkling freshwater creeks, stark desert environments, precipitous cliffs, and Canadian zone forests and meadows. Its primary assets are open space, solitude, quiet, clean air and water, and an unparalleled scenic spectacle – one of the seven natural wonders of the world.

The 277-mile-long canyon varies in width from 1 to 20 miles and is up to 1 mile in depth. Elevations vary from 1,200 feet in the lower end of the canyon to over 9,000 feet on the North Rim, producing a variety in climate from that of the lower Sonoran Desert of southern Arizona to that resembling Canada. Six of the seven climatic zones of North America are represented in the Grand Canyon region.

The canyon is like a timepiece – frozen in stone. Its rock strata chronicle more than 2,000 million years of earth's history. Fossils trace the evolution of life forms through all three geologic eras and nearly all geologic periods. Structural features of the earth's crust are well exposed in the canyon's walls and erosion is actively carving its geomorphic features. The lessons of the canyon's scenic grandeur draw the serious scientist as well as the casual devotee and general park visitor.

Hot summers, cool winters, and unpredictable rainfall support typical Sonoran Desert life communities. In washes and other locations where moisture periodically accumulates, typical desert riparian communities occur. At middle elevations, Joshua tree and several species of cactuses flourish. On the higher and wetter plateaus is a juniper/pinyon pine forest interspersed with ponderosa pine. On the North Rim, ponderosa pine dominates at lower elevations and spruce/fir forests at higher elevations.

The canyon supports a diversity of wildlife, notable of which is the desert bighorn sheep. Other animals include the mule deer, cougar, bobcat, coyote, ringtail cat, and feral burro, as well as a host of small desert rodents. Over 230 species of birds have been recorded, including more than 60 species of waterfowl attracted to the impounded water of Lake Mead near the Grand Wash Cliffs.

Several species of game fishes have been introduced to Lake Mead and the Colorado River, including the largemouth black bass, rainbow trout, silver salmon, channel catfish, black crappie, blue gill, green sunfish, and most recently the striped bass. Lake Mead is noted nationally for its spring bass-fishing. Native fish species still exist in the Colorado River above Lake Mead. Of particular interest are the endangered Colorado River squawfish and humpback chub.

Archeological artifacts and petroglyphs offer mute testimony to early Indian habitation. Over 2,000 Indian ruins within Grand Canyon indicate several occupations of the canyon and rims in prehistoric times. Grand Canyon is where three prehistoric cultural groups, Cohonino, Virgin, and Kayenta, came together and contains data concerning their relationships.

There are innumerable fine scenic overlook points on both rims of the canyon from which park visitors view the canyon. Many viewpoints are accessible by automobile over paved park roads. Other viewpoints are reached over primitive roads or on foot.

Substantial overnight accommodations, campgrounds, and visitor services facilities are provided at three locations in the park, two on the South Rim and one on the North Rim. Visitor facilities at Grand Canyon Village have made it the major destination point in the park.

Visitor travel to Grand Canyon doubled during the 1960s, reaching 2,754,791 by 1975, and projections indicate a potential four million visits by 1980.

ROADLESS STUDY AREAS

GENERAL DESCRIPTION

The Grand Canyon Master Plan states, "Subject to the will of Congress, roadless areas will be included in the National Wilderness Preservation System." The preliminary proposals for inclusion in the wilderness system presented here are the result of public input, study of the areas, and response to the Grand Canyon Master Plan.

The canyon, the rims, and the river will be managed to preserve their significant resource values and to enable visitors to see and experience the Grand Canyon wilderness.

One roadless study area consisting of 1,131,508 acres in the Grand Canyon National Park was studied for wilderness consideration. The area is outlined on the wilderness plan map. It essentially includes all of the park except areas of major development and major road corridors. Primitive roads not passable by ordinary highway vehicles are included within the roadless study area.

A large portion of the area is below the upper rim and is the vast expanse which gives the canyon its name "Grand." It has the tortuous, colorful, primitive quality that draws millions of people each year to view its spectacle. The varied vegetation and climatic conditions create an extraordinary range of environments with great scenic appeal.

Threading its way through the canyon is the Colorado River, which provides a wilderness experience to thousands of visitors who run the river in rafts, boats, and kayaks each year.

On the Kaibab Plateau the study area is covered by forests of pines, spruce, fir, and quaking aspen. Deer and wild turkey are seen in the numerous grassy meadows.

The Kanab Plateau supports pinyon/juniper and sagebrush flats which contrast sharply with the expanses of the canyon which become suddenly visible at the rims. The Uinkaret Mountains rise above Toroweap Valley and Whitmore Wash and offer vast panoramic views of the canyon and surrounding plateaus.

The Sanup Plateau and the Grand Wash Cliffs have been added to the park as a result of the Enlargement Act. The Sanup is an area of seemingly endless stretches of desert-scrub flats, seldom visited except by cowboys in search of stray cattle. Rising above the Sanup to the west are the wave-like Grand Wash Cliffs which mark the extreme western edge of the area known as the Grand Canyon.

There are several factors and unresolved issues which affect the designation of portions of the study area as wilderness. They have been analyzed for their impact upon the resources of Grand Canyon and have been considered in the formulation of the proposed wilderness units.

NON-FEDERAL LANDS

There are 1,478 acres of private land, 1,680 acres of state land, and 5,500 acres (of which 220 acres are private) of land encumbered by mineral reservations within the park's boundary. Acquisition of these lands or rights is being actively pursued with the objective of eventual Federal ownership of all lands within the park's boundary.

MINING

In the past, nearly all of Lake Mead National Recreation Area has been prospected, including those areas now within Grand Canyon National Park. Sections of the area were closed to mineral entry because of withdrawals for reclamation purposes. However, an unknown number of mineral claims were filed prior to reclamation withdrawals, and claims exist on lands that were not withdrawn. The administrative policy for park areas of the National Park System is that privately owned lands or lands on which there are privately owned interests are not recommended for wilderness, unless acquisition of such lands or interests by the United States is assured. Reserved mineral rights on lands constitute private interests in those lands. There are 22 parcels burdened by mineral reservations and railroad repurchase rights retained by Santa Fe Pacific Railway Company. All of these lands are on the fringe of the Shivwits Plateau extending onto the base of the Sanup Plateau. The National Park Service is attempting to acquire these outstanding reservations and rights.

The act of October 8, 1964 (Public Law 88-639, 78 Stat. 1039), provided for mineral leasing within Lake Mead National Recreation

Area, subject to limitations, conditions, or regulations prescribed by the Secretary of the Interior, to such extent as will not be incompatible with recreational use or the primary use of areas withdrawn for reclamation purposes. The Grand Canyon Enlargement Act supersedes this provision and new leases cannot be granted within the national park.

GOVERNMENT RECLAMATION PROJECTS

The Bureau of Reclamation is currently working on a report identifying potential sites for power development. However, reclamation projects are not contemplated on lands formerly within the Lake Mead National Recreation Area.

GRAZING

Nearly all of the former recreation area is under grazing leases. Grazing areas may be included in wilderness if the grazing operation is of such a nature that the works of man are substantially unnoticeable. The Grand Canyon Enlargement Act of 1975 requires that these permits not be renewed beyond January 3, 1985.

Three lifetime grazing permits remain in effect in the Tuweep District. They will continue, as provided for in the Enlargement Act, until the death of the permittees. The lower Kanab area was under permit which expired in May 1976 and was not renewed. The question also remains as to the type of grazing that will occur on the Havasupai Traditional Use Lands.

CROSS-CANYON CORRIDOR

A disturbance to the primitive aspect of the lands below the rims is within a narrow corridor between Grand Canyon Village and Bright Angel Point where there is heavy hiking use and a trans-canyon waterline utility development. One hundred and seventy-five thousand hikers and mule riders annually reach the inner canyon over highly developed trails and are served by sanitary and related developments. This descent into the canyon is one of the great outdoor experiences in the national parks, and one which the Park Service seeks to retain and encourage.

Also within this corridor is the Phantom Ranch facility at the bottom of the canyon, which provides a remote overnight experience for a limited number of persons who seek a descent experience that is slightly less than a wilderness trip. (This facility will be retained.) The corridor also contains the Bright Angel and Kaibab Trails, campgrounds, Phantom Ranch and Indian Gardens, ranger stations, and the trans-canyon waterline.

Overnight use at campgrounds in the corridor will continue within established recreational-use capacities. The number of day hikers is not limited; nor are one-day mule trips.

RIMS

The most memorable experience for a visitor to the Grand Canyon is the impact of the first view from the rim. Most people know something about the canyon before they arrive, but few are prepared to cope with its immensity and scale. Every effort will be made to support and sustain this experience.

The resource stimulates and motivates a desire for understanding without external help. The moment for interpretation arrives only after the visitor has had an opportunity to experience his first look into the canyon.

The total experience of most visitors takes place on the rims, which receive the major impact of human use of the park.

For the foreseeable future, all Village facility developments will be within the general area bounded by Rowe Well Road, the rim, South Entrance Road, and the south park boundary line. However, the total acreage will not vary significantly from that presently utilized. The North Rim development in the vicinity of Bright Angel Point will also be retained for visitor services.

THE RIVER

The goals for management of the Colorado River in Grand Canyon will be to perpetuate the wilderness river-running experience, and to attempt to mitigate the influences of man's manipulation of the river.

The accelerating interest in river running and the controlled flow through Glen Canyon Dam have impacted the natural and human environments on the river. The extent of this impact is not fully recorded or understood. Enough is known, however, to begin more intensive management of recreational use and the natural ecosystem.

Based on the best data available, the National Park Service will continue to manage public use of the river under the guidelines of a river management plan. This operations plan will specify recreational use-capacities, boat-launching schedules, party size, safety, boatman training, sanitation, camping, food handling, rate of travel, and other subjects as necessary. The plan will be assessed yearly and be available for public review.

An ecological research program, including sociological studies, is being conducted to furnish more data on which to base management decisions.

Present management direction is to control motorboat use on the river. However, until a river management plan is completed, the wilderness potential of the corridor will be recognized pending a management decision on motorized use.

TUWEEP (TOROWEAP)

The western Grand Canyon from Kanab Creek to the Grand Wash Cliffs is remote and has three primary access points into the park. Tapeats Creek will continue as an entry point for hikers into the primitive backcountry of the park. Whitmore Wash will continue as a minor access point for the exit of some boating parties. Development in Toroweap Valley will be limited to maintaining the remote quality of the drive through Toroweap Valley, the existing Toroweap Campground, and the isolated nature of the viewing experience at Toroweap.

The majority of primitive roads in the Tuweep District developed apace with long-existing grazing privileges which will continue for several more years. As these privileges expire, livestock grazing will be eliminated. A few key roads will be retained as motor trails to allow for access and interpretation of some of the more remote areas.

NORTH RIM FOREST MANAGEMENT

The Kaibab forest covering the entire North Rim is made up of pine, fir, spruce, and quaking aspen. Seventy years of fire control have altered the natural succession pattern of the forest and increased fire potential by allowing a heavy buildup of hazard fuel in the form of dead and downed trees and an increase in understory vegetation.

High priority will be given to the restoration of the forests to the conditions that probably would have evolved had man not interfered with their normal processes by controlling predators and excluding fire, and by use of traditional forestry practices. Such management programs are being discontinued and replaced by programs of ecological maintenance.

The effects of almost three-quarters of a century of fire exclusion will be reversed by carefully planned research and resource management programs. Research will take into account the preservation of rare, endangered, and/or endemic species. Eventually, fire will be suppressed only in areas designated for intensive visitor use, to prevent the spread of wildfire to adjacent non-park lands, or wherever traditional scenic values are to be preserved. Such areas will be considered as special management units rather than natural ecosystems.

Existing management roads, dumps, borrow-pits, and other disturbed areas not necessary for future use will be returned to a natural state. The network of fire roads on the North Rim will be phased out, following restoration of the natural ecological process in the forest.

ROADS

Most of the roads within the boundary of the park were established to facilitate grazing operations or, in the case of the North Rim, for fire control. Many of these roads were utilized for park purposes, providing access to backcountry areas. The park has recently completed an administrative road map that identifies road systems that will remain for management purposes. All roads not identified by management for retention have been included in wilderness. Roads required for mechanical access to maintain water catchments in grazing allotments have been identified as potential wilderness additions, until the grazing permits expire. Deleted roads will be returned to a natural state or utilized for trails.

PRELIMINARY WILDERNESS PROPOSAL

GENERAL DESCRIPTION

Five units totaling 992,046 acres are being proposed for wilderness designation in Grand Canyon National Park, which include about 82 percent of the park's total area. Represented within these units are examples of all the park's physiographic regions.

SUMMARY

Unit	Roadless	Unit	Wilderness	Potential Wilderness Additions
A	1,131,508	1	13,575	
		2	706,631	7,917
		3	150,725	704
		4	61,235	
		5	59,880	
Havasupai Use Lands				95,335
River Corridor				17,009
Total	1,131,508		992,046	120,965

UNIT 1

This unit, consisting of 13,575 acres, contains the Grand Wash Cliffs escarpment on the south side of the Colorado River. The cliffs are generally considered to be the western boundary of the Grand Canyon and for this reason were included in the enlarged park.

The wilderness unit is located in the extreme western portion of the park. It is bounded on the north by the south high-water line of the stillwater portion of the Colorado River where it enters Lake Mead; on the west by the park's western boundary; on the south by the north boundary of sections 31, 32, 33, T. 31 N., R. 15 W., and on the east by the boundary of the Hualapai Indian Reservation. The area south of the

wilderness boundary contains a conglomerate of private, state, and subdivided lands with a multitude of owners.

The area is grazed, but mechanical maintenance or vehicular traffic is not required in this segment of the grazing area.

UNIT 2

Approximately 706,631 acres are included within this large area. All of the natural and geographic wonders of the Grand Canyon, its associated side canyons, plateaus and mountain ranges are well represented within this proposed wilderness unit.

The unit is bounded on the north by the park boundary; on the west by the park boundary; on the south it is bounded by a line from river mile 277 to river mile 238.5, to a point approximately .1 mile west of the confluence of Bright Angel Creek; on the east by a rim .1 mile west of Bright Angel Creek and paralleling it to a ridge ascending to Bright Angel Point, then following the north rim to a point .1 mile southwest of Bright Angel Spring, then due northwest a distance of 1.2 miles then due north 4.5 miles to BM 8827, then due west a distance of 1.75 miles, then northwesterly to a line on the east edge of Fawn Spring intersecting the north boundary.

Special consideration of problems particular to each of the geographic areas is necessary for clarity. Therefore, the unit will be described by physiographic regions.

Sanup Plateau

The broad expanse of this plateau is flanked on the north by the towering cliffs of the intruding Shivwits Plateau. From the south side, canyons probe the interior of the plateau. Included are the well-known Separation Canyon and nearby Surprise Canyon. The contrasting cliffs looming above and the incised canyons providing views below allow for an isolated viewing experience in an area that has always been wild.

Potential wilderness additions consist of approximately 1,152 acres of private land; 1,302 acres of state land; 5,500 acres (of which 220 acres are private) encumbered by outstanding mineral reservations and repurchase rights; and four road corridors about 8 miles in length that provide access to six dirt water catchments and one steel tank. The roads will remain open to allow for mechanical maintenance of the

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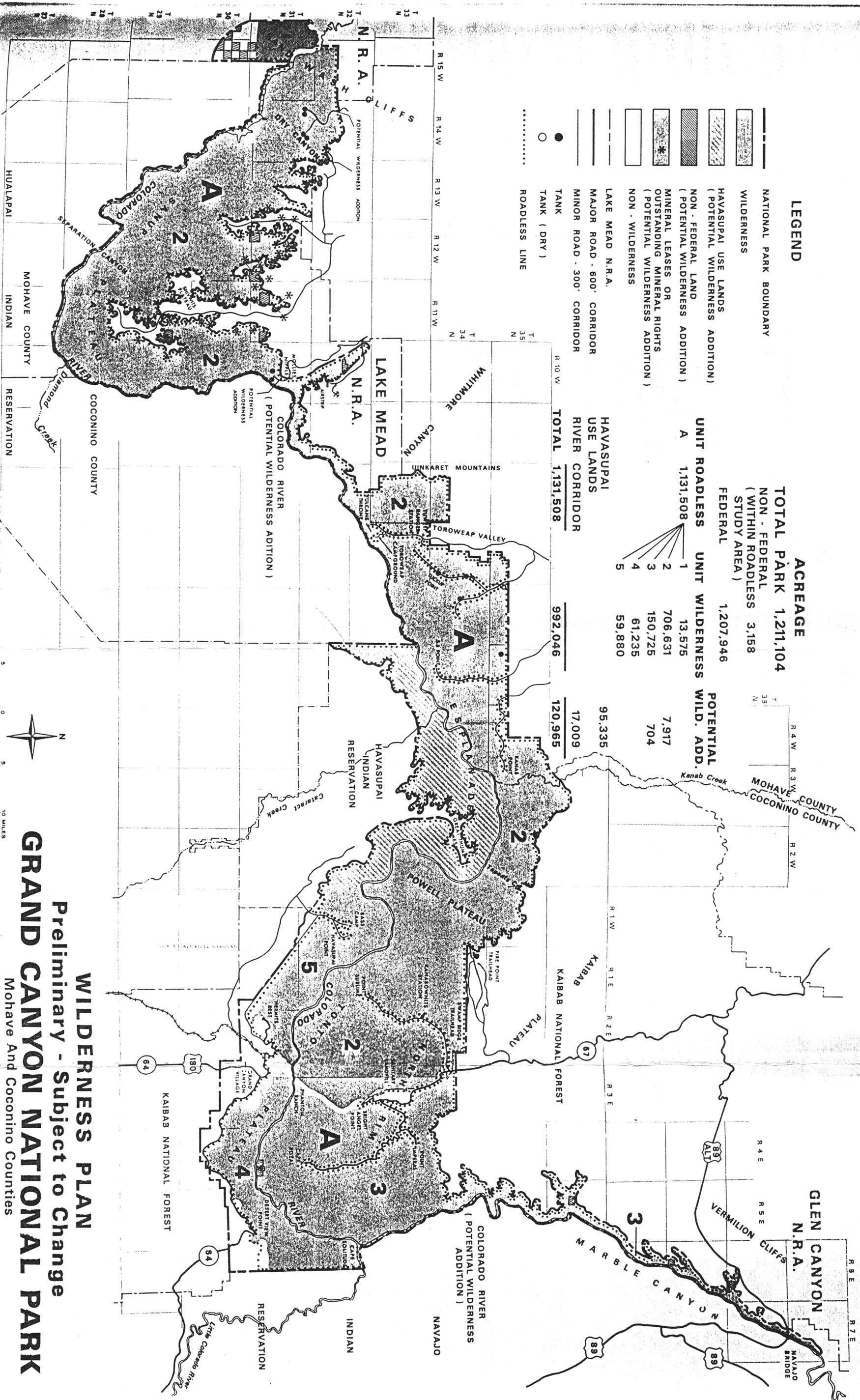
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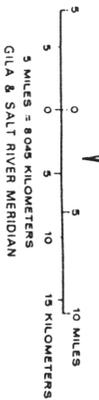
- NATIONAL PARK BOUNDARY
- ▨ WILDERNESS
- ▨ HAVASUPAI USE LANDS (POTENTIAL WILDERNESS ADDITION)
- ▨ (POTENTIAL WILDERNESS ADDITION)
- ▨ NON - FEDERAL LAND (POTENTIAL WILDERNESS ADDITION)
- ▨ MINERAL LEASES OR OUTSTANDING MINERAL RIGHTS (POTENTIAL WILDERNESS ADDITION)
- ▨ NON - WILDERNESS
- LAKE MEAD N.R.A.
- MAJOR ROAD - 600' CORRIDOR
- MINOR ROAD - 300' CORRIDOR
- TANK
- TANK (DRY)
- ROADLESS LINE

ACREAGE

TOTAL PARK 1,211,104		NON - FEDERAL (WITHIN ROADLESS STUDY AREA)		FEDERAL	
		3,158		1,207,946	
UNIT ROADLESS	UNIT WILDERNESS	POTENTIAL WILD. ADD.			
A	1,131,508	1	13,575	7,917	704
		2	706,631		
		3	150,725		
		4	61,235		
		5	59,880		
TOTAL 1,131,508		992,046		120,965	
		17,009		95,335	



WILDERNESS PLAN
Preliminary - Subject to Change
GRAND CANYON NATIONAL PARK
 Mohave And Coconino Counties
 ARIZONA



stock watering locations until the grazing permits expire on January 3, 1985, as provided in the Grand Canyon Enlargement Act.

Uinkaret Mountains

The southern extension of this range, sometimes referred to as the Pine Mountains, contains peaks in excess of 7,000 feet, offering a contrast in elevation to the Colorado River bed 6,000 feet below. Pine forests grow on the north facing slopes with an occasional patch of Douglas fir. The area is noted for its fine deer habitat. Panoramic views of the Grand Canyon region are available from the higher points along the range.

Approximately 3 miles of primitive roads have been designated for closure by park management.

Included within this area is Slide Mountain, which is one of three parcels which have been evaluated for possible deletion from the park. Since the Department found them to be of park caliber and they are still part of the park at this time, this parcel is deemed satisfactory for a wilderness designation.

Toroweap Valley

This geographic area is bounded by the picturesque Uinkaret Mountains on the west and by the limestone Toroweap Cliffs on the east, rising 2,000 feet above the valley floor. Historically, this flat sagebrush-grassland has been heavily grazed and has also been manipulated by man to prevent sheet erosion.

Grazing does occur, but is not supported by man-made intrusions. Grazing will cease with the expiration of a lifetime permit. About 10 miles of primitive roads will be administratively closed and allowed to return to a natural state.

The minor road corridor through Toroweap Valley, 6 miles in length, and the Toroweap Campground together with the corridor on the west side of Vulcans Throne, 2 miles in length, and the Toroweap Ranger Station will be excluded from a wilderness designation.

Tuckup Point

This area is characterized by flat to gently rolling expanses of pinyon/juniper. These lands offer support and present a contrast to the Esplanade and inner canyon. The extension of wilderness to these uplands provides an uninterrupted wilderness through an area preserved for its primitive natural character and geological significance.

Tuckup Point is grazed in the northern sections under a single permit. Water catchments and primitive access roads support this activity. Grazing occurs on the entire point due to the absence of fences. It is proposed that two minor road corridors, about 16 miles in length, be retained, one to the Tuckup Canyon trailhead and the other to Toroweap Point Overlook. Three of the four active stock water catchments are within this corridor. These corridors will provide access for catchment maintenance. When the lifetime grazing permit expires, all other roads, totaling 16 miles, and four water catchments will be allowed to return to a natural condition. With the exception of the road corridors, the entire point is proposed as wilderness.

SB Point

SB Point offers the same setting and relation to the Esplanade and inner canyon afforded by Tuckup Point. The old Jensen Tank grazing allotment is not currently under a grazing permit. However, cattle indiscriminately graze the point since the north boundary is not fenced.

A minor road corridor, 9 miles in length, to SB Point Overlook will provide trail access to 150-Mile Canyon and the Esplanade. In addition, a minor access road corridor about 9 miles in length and an overlook at Kanab Point will be excluded. Eleven miles of primitive roads will be administratively closed and one water catchment will be returned to a natural state.

North Rim

The relatively cool and wet Kaibab Plateau, abounding with deer and turkey, will offer a wilderness area where the solitude of the forests can be enjoyed, complementing wilderness proposed in the desert areas which surround the plateau.

Fire management is now being applied on the North Rim to reduce the buildup of fuels which have accumulated during 70 years of fire suppression. This change in management philosophy will allow the closure of 63 miles of roads previously needed for fire control purposes.

The Point Sublime Road will be retained in a primitive state with a 300-foot-wide corridor through the wilderness unit. Point Sublime will also be excluded for the purpose of providing an overlook site.

The Kanabowits Station adjacent to the Point Sublime Road will be excluded from wilderness to provide a backcountry station for visitor protection, backcountry patrol and maintenance.

Fire Point is not proposed for wilderness to allow for motorized trailhead access to Powell Plateau. Another trailhead will be provided at

Swamp Ridge just south of the park boundary. A minor access corridor 1 mile in length and the sanitary landfill will be excluded from wilderness.

Access to the interior of the North Rim will be by foot, horseback, or by helicopter should it be necessary to control fires that may endanger human life, property, or adjacent lands.

Esplanade

The Esplanade is the broad plateau that extends from the base of the limestone cliffs to the rim of the red rock of the inner canyon. It is subdivided by numerous side canyons extending north from the main artery of the inner canyon.

Grazing still occurs on portions of the area. However, when the current lifetime permits expire, grazing will terminate. There are no man-made intrusions that support grazing on the Esplanade.

Tonto Plateau

The flattest continuum on both sides of the inner gorge of the Colorado River in the central and eastern portions of the park is the Tonto Plateau. It is more than a mile in width in many places and is a major portion of the proposed wilderness in Units 2, 3, 4, and 5. It lies predominantly below an elevation of 4,500 feet and is cut by numerous canyons tributary to the Colorado River. No uses or development intrusions outside of the cross-canyon corridor on the Tonto Plateau are contrary to wilderness qualification.

Inner Canyon

Within the near-vertical walls of the inner canyon and arterial side canyons flows the lifeblood and creator of the Grand Canyon. Tributaries feed the mighty Colorado River as they have through eons of time, providing force to the cutting edges of soil suspended in the rushing water. Red rock walls of changing colors provide a curtain that encompasses the gorge to the rim of the Esplanade.

Man passes through this area and enjoys its splendor primarily from the river surface. The footprints of man are recorded here but he has not noticeably affected this corridor.

UNIT 3

The main features of this proposed 150,725-acre wilderness are Marble Canyon, the North Rim area and associated viewing points east of Highway 67, and the inner canyon region with its numerous plateaus,

shrines, thrones, gates, temples, and other colorful names which add to the breathtaking beauty of the Grand Canyon. Vertical spires of red rock, canyons of changing moods, and steep valleys winding between these obstacles typically describe an area that thousands of words have been written about and numberless photographers have attempted to capture. Marble Canyon includes the narrow northeasterly segment of the unit where the Colorado River is seemingly confined in comparison to the broad expanse of erosional remnants found beyond Nankoweap Rapids.

The wilderness unit is bounded on the north by the park boundary to a point on the boundary 1.0 mile east of BM 8801 then south .6 mile, then west .6 mile to a line in a southeast-to-northwest orientation, .3 mile east of BM 8737 extending through BM 8801; on the west by the above described orientation about 4.8 miles south intersecting a point 300 feet north of the centerline of Highway 67 and paralleling the highway south to Roaring Springs, Canyon then to Roaring Springs; then paralleling Bright Angel Creek a distance of approximately .1 mile east to a point approximately .5 mile northeast of the mouth of Bright Angel Creek on the high-water line of the north bank of the Colorado River; on the south by the high-water line of the Colorado River; on the east by the high-water line of the Colorado River to the confluence of the Paria River; and finally by the west boundary of the park along the rim of Marble Canyon to the north boundary of the park.

Marble Canyon

Potential wilderness additions consist of five tracts of state land totaling 378 acres. The state has indicated its desire to exchange these lands with the National Park Service.

Inner Canyon

A 326-acre private tract near Sockdolger Rapids will be included as a potential wilderness addition.

North Rim

The area described is east of Highway 67. Excluded from wilderness will be major road corridors to Point Imperial and to Cape Royal, including the point. Approximately 25 miles of fire control roads will be administratively closed in this portion of the North Rim.

UNIT 4

Within its 61,235 acres, this area includes the Grand Canyon from the Little Colorado River to the Cross-Canyon Corridor and between the

Colorado River and the South Rim. Included are the Palisades of the Desert and Cape Solitude on the eastern edge of the park and a portion of the canyon overlooked by the popular East Rim Drive.

This unit is located in the southeast portion of the park. It is bounded on the north by the south bank of the Little Colorado River and by the high-water line of the Colorado River's south bank to a point about 1.75 miles east of Garden Creek, where the boundary parallels the river at a distance of 330 feet south of the high-water line until reaching a point about 200 feet east of Garden Creek; then on the west by a line generally .1 mile east of Garden Creek until intersecting the ridge line that ascends to Yavapai Point on the South Rim; on the south by the South Rim and Straight Canyon; and on the east by the park boundary.

The road corridor of 12 miles to Cape Solitude has been excluded from the administrative road system for Grand Canyon National Park. Therefore, since it is closed, it will not be in conflict with a wilderness designation for this area.

UNIT 5

This unit, containing 59,880 acres, includes the spectacular scenery of the canyon north of the South Rim to the river corridor and the plateau lands south of the rim.

This wilderness unit is bounded on the north by the high-water line on the south bank of the Colorado River beginning at a point approximately .6 mile east of Horn Creek and extending to the Havasupai Traditional Use Lands; on the west by the boundary of the Havasupai Use Lands; on the south by the park boundary to the access road to Pasture Wash Ranger Station a distance of approximately 660 feet due west of BM 6296 paralleling the road, until intersecting the boundary road 1,650 feet north of BM 6296, and then paralleling this road from that point north of the south boundary of the park, then from BM 6256 a distance of 150 feet north and paralleling this road to a point approximately 1 mile east of BM 6456 to the 1/16 line in Section 29, then north to the South Rim, then following the South Rim to Powell Point; on the east by the ridge extending from Powell Point to the inner canyon rim to BM 3702 then north.

Excluded from wilderness will be the Pasture Wash Ranger Station and a minor road corridor 6 miles in length to Bass Trailhead and to Havasupai Point. In addition, an area for a trailhead and an overlook will be excluded.

IDENTIFICATION OF WILDERNESS MANAGEMENT FACILITIES AND PRACTICES

There are no visitor-use facilities within the proposed wilderness. There are some developments such as fencing, dirt water catchments, water tanks, and corrals within the proposed wilderness, which are used in present grazing operations. However, these developments have a minor impact on this large area and the works of man are substantially unnoticeable. All such developments will be removed following expiration of the grazing permits. Existing roads outside the wilderness may be used by vehicles as a part of grazing operation and maintenance.

Ladders, cables, two water tanks, and two cable towers, associated with guano removal from Bat Cave in the Grand Wash Cliffs, remain as evidence of past mining activity. These structures and cables will be removed from Wilderness Unit 2. Also located within Unit 2 in the vicinity of the Kanabowits Station is an obsolete fire tower which will be removed.

Monitoring equipment is located along the river corridor for research purposes. This type of activity is permissible in a wilderness area since these are not permanent structures.

POTENTIAL WILDERNESS ADDITIONS

RIVER CORRIDOR

Two hundred seventy-seven miles of the Colorado River are within Grand Canyon National Park. There is no question that the river passes through some of the most scenic and primitive land remaining in this country. However, motorized boat use is not necessary for the use and enjoyment of this area but is a convenience which enables the trip to be made in less time and permits the use of large boats, accommodating larger groups. This use is inconsistent with the wilderness criteria of providing outstanding opportunities for solitude and for a primitive and unconfined type of recreation. It is proposed that the river corridor be designated a potential wilderness addition, pending finalization of the river management plan.

From mile 277 at the Grand Wash Cliffs extending to the mouth of the Paria River, the high-water line of the Colorado River will be the boundary. The total area, including the water surface, is approximately 17,009 acres.

A river management plan, based on extensive research as well as public input, will be the guiding document for a final recommendation on river wilderness. If it is determined that motorized use will be phased out, the Secretary of the Interior may designate the corridor as wilderness when he determines that it qualifies.

HAVASUPAI TRADITIONAL USE LANDS

The Grand Canyon Enlargement Act, P.L. 93-620 Sec. 10 (e) states, "The Secretary, subject to such reasonable regulations as he may prescribe to protect the scenic, natural, and wildlife values thereof, shall permit the tribe to use lands within the Grand Canyon National Park which are designated 'Havasupai Use Lands.'" This legislation appears to preclude man-made developments that would intrude on the natural landscape or that would be contrary to wilderness designation.

This unit, consisting of 95,335 acres of Havasupai Use Lands (typical of the rugged qualities of the Grand Canyon), is proposed as a potential wilderness addition, pending the outcome of the study currently being headed by the Bureau of Indian Affairs, together with the Havasupai Tribe and the National Park Service. The study will determine what

traditional uses were made of this land by the Havasupai and whether or not such uses are compatible with wilderness.

Grazing has traditionally occurred on this acreage without the intrusion of the works of man such as water tanks, roads, etc. It is likely that this use will continue in this *traditional* manner. Such use may be included in proposed wilderness.

STATE AND PRIVATE INHOLDINGS AND OUTSTANDING RIGHTS AND RESERVATIONS

Areas designated in the master plan for future management as primitive backcountry, but not now qualifying as wilderness because of conflicting uses or interests, can be proposed as potential wilderness additions when the areas will qualify, within a determinable time, and become available Federal land.

Most of the non-Federal lands occur in the Sanup Plateau area or in Marble Canyon, with one exception being the private property at Sockdologer Rapids. The 22 parcels of outstanding mineral reservations and railroad repurchase rights of the Santa Fe Railroad Company amounting to 5,500 acres are also located on the base of the Sanup Plateau adjacent to the Shivwits Plateau. These tracts consist of 1,478 acres of private land and 1,680 acres of state land, and 5,500 acres (of which 220 acres are private) of outstanding rights. All of these tracts are proposed as potential wilderness additions, since the intent is to acquire the parcels or outstanding rights. A special provision is recommended in the legislation establishing a Grand Canyon wilderness that will give the Secretary of the Interior the authority to designate these areas as wilderness at such time he determines they qualify.

GRAZING ACCESS CORRIDORS

Grazing occurs on limited acreages within the canyon. Where it does occur it is essential to maintain existing water catchments. Maintenance of this type requires vehicular access in areas that would otherwise be proposed for wilderness. It is proposed that road corridors providing access to the water catchments, about 6 miles in length and averaging about 300 feet in width (183 acres), be designated as potential wilderness additions. This proposed action would provide authority for the Secretary of the Interior to designate the lands as wilderness when vehicular use is terminated.

NON-WILDERNESS

Included in the proposal are five wilderness units consisting of 992,046 acres and potential wilderness additions of 120,965 acres. Non-wilderness areas, including road corridors, total 98,093 acres. The total acreage of the park is 1,211,104.

The proposal does not close the canyon to current uses, but rather assures that the rugged scenic qualities of the canyon will be preserved for all those who view it but never enter its challenging and desolate interior. Provided for in the preliminary plan are corridors for retaining primitive road access for canyon viewing opportunities at such locations as Toroweap Point, Kanab Point, Tuckup Point, SB Point, Havasupai Point, and Point Sublime. Access is also provided to selected trailheads such as those found at Tuckup Canyon, 150-Mile Canyon, and Fire Point. In addition, trail access is also provided to numerous overlooks for canyon viewing in relative solitude. The Bright Angel Corridor provides a backcountry experience through the heart of the canyon.

The areas excluded from wilderness primarily include the North and South Rim areas that are intensively developed. Development will continue within these impacted areas. Areas south of Grand Canyon Village adjacent to Units 4 and 5 have been excluded due to intensive use, which has left the handprint of man in the form of numerous roads, utility corridors, and a railroad route.

Access over paved roads is provided to the traditional viewing areas such as the North Rim, Desert View, South Rim, and West Rim Drive.

The extreme southern portion of the Grand Wash Cliffs addition is classified as non-wilderness due to the large number of private tracts in an area subdivided for development.

In conclusion, the wilderness proposal is not restrictive of traditional activities such as viewing the canyon, but allows them to occur where they have in the past. It also retains primitive access corridors to viewing points and to trailheads which provide access to the Esplanade and inner canyon.

SPECIAL PROVISIONS

(Repeal of Reclamation Provision, Section 9(b), Public Law 93-620)

The Enlargement Act authorizes the Secretary of the Interior to permit the utilization of those areas formerly within the Lake Mead National Recreation Area which may be necessary for the development and maintenance of a Government reclamation project.

Section 9(b) does not preclude an area from being designated as wilderness. However, minor reclamation projects, such as those related to maintenance or extension of water or power developments and transmission lines, could eliminate wilderness characteristics of lands so designated. Therefore, it is recommended that the reclamation provision be removed by amendment, simultaneously with legislation designating wilderness areas, from the Grand Canyon National Park Enlargement Act of 1975.

UNRESOLVED ISSUES

Many of the assumptions made in the designation of wilderness units in this proposal will be subject to studies and decisions which have not been rendered. The Havasupai Use area designation as a potential wilderness addition is dependent on the outcome of the Havasupai Traditional Use Study. Lands in proposed Wilderness Unit 2 were studied pursuant to the Enlargement Act as to whether they should be retained within the park. The Department has recommended their retention. Conferees on the Enlargement Act legislation requested a study to examine the possible addition of adjacent lands to the park which could eventually modify this proposal.

The outcome of the various research projects will result in a river management plan which will probably have more impact on wilderness than all other studies and issues combined. Until their completion, the river corridor will be retained as a potential wilderness addition.

DEPARTMENTAL GUIDELINES FOR
WILDERNESS PROPOSALS

United States Department of the Interior

Office of the Secretary
Washington, D.C. 20240

June 24, 1972

Memorandum

To: Director, Bureau of Sport Fisheries
and Wildlife

Director, National Park Service

From: Assistant Secretary for Fish and Wildlife
and Parks

Subject: Guidelines for Wilderness Proposals — Reference
Secretarial Order No. 2920

In the course of developing wilderness proposals we should strive to give the areas under study wilderness designation but not at the expense of losing the essential management prerogatives that are necessary to fulfill the purposes for which the areas were originally intended. Although each area under study must be considered separately, with special attention given to its unique characters, the following criteria should be adhered to when determining the suitability of an area for wilderness designation.

Management

An area should not be excluded from wilderness designation solely because established or proposed management practices require the use of tools, equipment or structures, if these practices are necessary for the health and safety of wilderness travelers, or the protection of the wilderness area. The manager should use the *minimum* tool, equipment or structure necessary to successfully, safely and economically accomplish the objective. When establishing the minimum tool

and equipment necessary for a management need within wilderness areas economic factors should be considered the least important of the three criteria. The chosen tool or equipment should be the one that least degrades wilderness values temporarily or permanently.

For the purpose of this paragraph, accepted tools, equipment, structures and practices may include but are not limited to: fire towers, patrol cabins, pit toilets, temporary roads, spraying equipment, hand tools, fire-fighting equipment caches, fencing and controlled burning. In special or emergency cases involving the health and safety of wilderness users or the protection of wilderness values aircraft, motorboats and motorized vehicles may be used. Enclaves, buffer zones, etc., should not be established if the desired management practices are permitted under these guidelines.

Visitor Use Structures and Facilities

An area that contains man-made facilities for visitor use can be designated as wilderness if these facilities are the minimum necessary for the health and safety of the wilderness traveler or the protection of wilderness resources. An example of a wilderness campsite that could be included is one having a pit toilet and fire rings made of natural materials and tent sites. A hand-operated water pump may be allowed. This kind of campsite would not be considered a permanent installation and could be removed or relocated as management needs dictate. Facilities that exceed the "minimum necessary" criteria will be removed and the area restored to its natural state. (See section on Exceptions.)

Areas containing campsites that require, for the protection of the adjacent wilderness values, facilities more elaborate than those allowed in a wilderness campsite should be excluded from wilderness designation.

Prior Rights and Privileges and Limited Commercial Services

Lands need not be excluded from wilderness designation solely because of prior rights or privileges such as grazing and stock driveways or certain limited commercial services that are proper for realizing the recreational or other wilderness purposes of the areas.

Road and Utilities — Structures and Installations

Areas that otherwise qualify for wilderness will not be excluded because they contain unimproved roads, created by vehicles repeatedly

traveling over the same course, structures, installations or utility lines, which can and would be removed upon designation as wilderness.

Research

Areas that otherwise qualify need not be excluded from wilderness designation because the area is being used as a site for research unless that use necessitates permanent structures or facilities in addition to those needed for management purposes.

Future Development

Those areas which presently qualify for wilderness designation but will be needed at some future date for specific purposes consistent with the purpose for which the National Park or National Wildlife Refuge was originally created, and fully described in an approved conceptual plan, should not be proposed for wilderness designation if they are not consistent with the above guidelines.

Exceptions

Certain areas being studied may contain structures such as small boat docks, water guzzlers and primitive shelters that ought to be retained but may not qualify as minimum structures necessary for the health and safety of wilderness users or the protection of the wilderness values of the area. When an area under study for wilderness designation would otherwise qualify as wilderness a specific provision may be included in the proposed legislation for this area, giving the wilderness manager the option of retaining and maintaining these structures. Necessary management practices such as controlled burning shall also be mentioned specifically in the proposed legislation.

Areas being considered for wilderness designation will not be excluded solely because they contain hydrologic devices that are necessary for the monitoring of water resources outside of the wilderness area. When these devices, either mechanical or electronic, are found to be necessary, a specific provision allowing their use will be included in the legislation proposing the wilderness area being considered. For the installation, servicing and monitoring of these devices the minimum tools and equipment necessary to safely and successfully accomplish the job will be used.

Areas being studied for wilderness designation will not be excluded solely because they contain lakes created by water development projects if these lakes are maintained at a relatively stable level and the shoreline has a natural appearance. Where this occurs and there is no other reason for excluding the area, a specific provision describing the water development project and its operation will be included in the proposed legislation along with the recommendation for including it in the wilderness area. Other minimal development of water resources may be suggested for inclusion in wilderness if specific reference is made to them in the proposed legislation. These provisions will allow present maintenance practices to continue.

Areas that contain underground utilities such as gas pipelines and transmission lines will not be excluded from wilderness designation solely for this reason. Where this occurs the areas may be included by making specific mention of them in the proposed legislation indicating that this use would continue and previously established maintenance practices would be allowed to continue.

When non-qualifying lands are surrounded by or adjacent to an area proposed for wilderness designation and such lands will within a determinable time qualify and be available Federal land, a special provision should be included in the legislative proposal giving the Secretary of the Interior the authority to designate such lands as wilderness at such time he determines it qualifies.

A handwritten signature in black ink, reading "Nathaniel P. Reed". The signature is written in a cursive style with a long horizontal flourish at the end.

Nathaniel P. Reed

**WILDERNESS PRESERVATION
AND MANAGEMENT POLICY
(Management Policies, 1975)**

THE NATIONAL PARK SERVICE WILL PRESERVE AN ENDURING RESOURCE OF WILDERNESS IN THE NATIONAL PARK SYSTEM AS PART OF THE NATIONAL WILDERNESS PRESERVATION SYSTEM, TO BE MANAGED FOR THE USE AND ENJOYMENT OF WILDERNESS VALUES WITHOUT IMPAIRMENT OF THE WILDERNESS RESOURCE.

From the earliest beginnings of the National Park System, the concept of wilderness preservation has been an integral part of park management philosophy. In the ensuing century, the national park movement has been a focal point for an evolving wilderness philosophy within our country.

In 1964 the efforts of the wilderness movement were capped by passage of the Wilderness Act (P.L. 88-577, 78 Stat. 890). The main thrust of the act was to establish a National Wilderness Preservation System and provide for the study of federal lands in the national forests, wildlife refuges, and the National Park System for inclusion in the system. Consistent with the Wilderness Act, no park area may be designated as wilderness except by an act of Congress.

The Wilderness Act specifies that designation of a park area as wilderness shall in no manner lower the standards evolved for the use and preservation of such park in accordance with the Act to Establish a National Park Service, August 25, 1916 (39 Stat. 535), and other applicable legislation.

Wilderness areas shall be administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness. Thus, the preservation of wilderness character is the prime administrative responsibility of the Park Service, and other legal purposes of areas designated as wilderness must be administered so as to preserve the wilderness character. The public purposes for which park wilderness shall be managed relate to recreational, scenic, scientific, educational, conservation, and historical uses.

The National Park Service has conducted wilderness studies in conformity with the Wilderness Act, and the Secretary of the Interior has submitted legislative recommendations to the President and the Congress for designation of park areas as wilderness. The Park Service will continue wilderness studies on parks authorized since the passage of the Wilderness Act wherever required or desirable.

The policies contained in this chapter relate specifically to park wilderness or to park areas that have been studied and recommended for wilderness designation. Policies of general application to parks are contained in other chapters and are not repeated here. The Park Service's wilderness policies may vary from those of the Forest Service and the Fish and Wildlife Service, based on the differing missions of the three agencies. All, however, have as their goal the preservation of wilderness character.

The Park Service has traditionally used the term "backcountry" to refer to primitive, undeveloped portions of parks. This, however, is not a specific land classification as is wilderness, but refers to a general condition of land that may span several of the Park Service's land classifications that are essentially undeveloped and natural in character. Where the term wilderness is used, it will apply only to congressionally designated wilderness or to areas being studied or proposed for wilderness designation. The park "backcountry" would include the designated or proposed wilderness, but could also include other roadless lands which contain minor developments not appropriate in wilderness and provide for a number of different park purposes and activities.

WILDERNESS REVIEWS

The Park Service will continue to review areas that qualify for wilderness study, consistent with provisions of the Wilderness Act and subsequent legislation directing that wilderness studies be made. Wilderness studies shall be subject to compliance with the Procedures for the Protection of Historic and Cultural Properties promulgated by the Advisory Council on Historic Preservation.

Nature of Wilderness Land

The act defines wilderness, in part, as undeveloped federal land retaining its primeval character and influence which "generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable."

In interpreting this section, the Park Service considers lands that have been logged, farmed, grazed, or otherwise utilized in ways not involving extensive development or alteration of the landscape as qualifying for consideration of inclusion in wilderness proposals. Where such uses have impaired wilderness qualities, management will be directed toward restoration of wilderness character.

Management Considerations

An area will not be excluded from a wilderness recommendation solely because established or proposed management practices require the use of tools, equipment, or structures if those practices are necessary for the health and safety of wilderness travelers or protection of the wilderness area.

Grazing and Stock Driveways

Lands will not be excluded from a wilderness recommendation solely because of prior rights or privileges, such as grazing and stock driveways, provided these operations do not involve the routine use of motorized or mechanical equipment and do not involve development and structures to such an extent that the human imprint is substantially noticeable.

Historic Features

Historic features are not ordinarily included in wilderness. However, archaeological ruins and miscellaneous structures of historic significance occur in undeveloped portions of a number of parks. Such features may be included in a recommended wilderness when their use and the

requirements for maintenance and rehabilitation can be performed in accordance with wilderness management policies. Maintenance of the landscape so as to retain identity of historic travel routes, fields, etc., may not be undertaken.

Potential Wilderness Additions

When non-qualifying lands are surrounded by or adjacent to an area proposed for wilderness designation and such lands will within a determinable time qualify and be available federal land, a special provision should be included in the legislative proposal giving the Secretary of the Interior the authority to designate such lands as wilderness at such time he determines it qualifies.

Mining or Prospecting

Any recommendation that lands presently subject to mineral entry be designated wilderness will only be made subject to revocation of the mineral entry provision.

Utility Lines

Lands containing aboveground utility lines are not included in recommended wilderness. Areas containing underground utility lines may be included if the area otherwise qualifies as wilderness and the maintenance of the utility line does not require mechanized and motorized equipment.

WILDERNESS USE

Wilderness is recognized in the Wilderness Act as an area "where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain."

The visitor must accept wilderness largely on its own terms. Modern conveniences are not provided for the comfort of the visitor; and the risks of wilderness travel, of possible dangers from accidents, wildlife, and natural phenomena must be accepted as part of the wilderness experience.

For a majority of park visitors, park wilderness will be appreciated primarily from outside wilderness boundaries as part of the park scene, viewed from park roads and developments. To them, as well as to the visitor who hikes into the wilderness, protection of the wilderness character is essential to the quality of the park experience.

Information on Wilderness Use

Information on wilderness and backcountry use will be available in each park having such resources, specifying

- the kinds of clothing and equipment necessary for such use
- special dangers of wilderness use and precautions to be observed by the user
- regulations regarding wilderness and backcountry use

Limitation of Wilderness Use

If necessary to preserve the wilderness character, the Park Service will limit or disperse use through a variety of means best suited to the particular wilderness concerned.

Overnight Use

The Park Service may designate campsites where the level of overnight use indicates the need. Campsite facilities are to be the minimum necessary for the health and safety of the wilderness traveler and for the protection of the resources. Facilities may include an identifying site marker, pit toilet, tent sites, unobtrusive fire rings, and, if necessary, a hand-operated water pump.

Day Use

In smaller wilderness areas where the use pattern is essentially day use, provision of campsites may not be necessary, or they may be provided outside of wilderness boundaries.

Commercial Services

Provision of commercial services for guided riding, hiking, mountain climbing, and boat travel, and other similar services designed to aid wilderness enjoyment are permissible under careful control by each park as to their nature, number, and extent. Structures or facilities in support of such commercial services are not permitted within wilderness.

Caches

The storage of boats or other equipment by the public is not permitted. All equipment brought in must be taken out at the end of each wilderness trip.

Research

The Park Service, recognizing the scientific value of wilderness areas as natural outdoor laboratories, encourages those kinds of research and data gathering which require such areas for their accomplishment, and which will not adversely modify either the physical or biological resources and processes of the ecosystems, nor intrude upon or otherwise degrade the aesthetic values and recreational enjoyment of wilderness environments. All activities must be in accord with wilderness management policies.

Refuse Disposal

Refuse may not be disposed of within wilderness, except for the burning of combustible materials. The "carry out" concept will be implemented by each park containing wilderness.

Hydrometeorologic Devices

Hydrologic or hydrometeorologic devices are usually permanent or semi-permanent installations used to gather water and climatic data related to the management of resources outside of the wilderness. Such existing devices may be retained in wilderness. New or additional devices should not be placed in wilderness, except upon a finding by the Secretary of the Interior that essential information cannot be obtained from locations outside of wilderness and that the proposed device is the minimum tool to successfully and safely accomplish the objective. The installation, servicing, and monitoring of these devices shall be accomplished by such means as will assure human safety and will result in the minimum permanent and temporary adverse impact upon the wilderness environment.

WILDERNESS MANAGEMENT

In the management of wilderness resources and of wilderness use, the Park Service will use the minimum tool necessary to successfully, safely, and economically accomplish its management objectives. When establishing the minimum tool, economic factors should be considered the least important of the three criteria. The chosen tool or equipment should be the one that least degrades wilderness values temporarily or permanently. Accepted tools, equipment, structures, and practices may include but are not limited to: fire towers, patrol cabins, pit toilets, temporary roads, spraying equipment, hand tools, fire-fighting equipment, caches, fencing, and controlled burning. The specifics of wilderness management for a given park will be included in the park's resources management plan.

Motorized or Mechanical Equipment

As a general rule, use of motorized equipment or mechanical transport by the public is not allowed. Boating with hand propelled craft is an acceptable use of wilderness. Language customarily used in the National Park Service's recommended wilderness legislation would make applicable to the National Park Service a special provision of the Wilderness Act pertaining to the use of aircraft and motorboats. Under this provision, where the use of aircraft and motorboats has already become established, the use may be permitted to continue subject to such restrictions as the Secretary of the Interior deems desirable. This does not mean that previously established motorboat and aircraft uses of an area must be allowed to continue upon the designation of that area as wilderness or that water areas must be excluded from wilderness recommendation where motorboats are involved. Any recommendation to allow established aircraft or motorboat use to continue in wilderness would be based upon a finding that the purpose, character, and manner of such use is suitable to the specific wilderness under consideration.

Administrative use of motorized equipment or mechanical transport, including motorboats and aircraft, is permitted only as follows:

- in emergency cases involving the health and safety of wilderness users or the protection of wilderness values
- as necessary to meet the minimum needs of management to achieve the purpose of the area

MANAGEMENT FACILITIES

Wilderness is defined, in part, as undeveloped federal land retaining its primeval character and influence, without permanent improvements. Facilities are permitted only as necessary to meet the minimum requirements for the administration of the wilderness area.

Roads

Permanent roads are not permitted in wilderness. Where wilderness includes abandoned roads, their use by vehicles is not permitted and the road should be restored to a natural condition. Temporary vehicular access is permitted only to meet the minimum requirements of emergency situations.

Trails

Narrow, unpaved foot and horse trails are permissible.

Heliports, Helipads, Helispots, and Airstrips

Heliports, helipads, and airstrips are not permissible. Natural openings may be utilized as helispots. No site marking or improvements of any type will be permitted, except in conjunction with specific emergencies, after which the area will be restored.

Communications Facilities

Radio facilities are permitted where necessary for management of the wilderness area.

Fire Lookouts

Fire lookouts for wilderness protection are permitted where there is no adequate alternative method of fire detection.

Ranger Stations, Patrol Cabins, and Storage Structures

These structures are permitted only to the minimum extent necessary for wilderness management.

Fences and Hitching Racks

Fences and hitching racks are permitted only where essential for protection of the resource.

Chalets and Concessioner Camps

These facilities are not permissible.

Signs and Markers

Signs and markers may be provided only where they are necessary for visitor safety, management, or resource protection.

Tables

Picnic tables are not permissible.

Toilets

Toilet facilities are limited to locations where there are health and sanitation problems or serious resource damage, and where reducing or dispersing visitor use is not practical or realistic.

PLAQUES, MEMORIALS, AND BURIAL PLOTS

Existing commemorative features and burial plots may be retained. No future additions may be made, unless permitted by existing reservations.

ANALYSIS OF THE RECORD OF PUBLIC HEARINGS AND WRITTEN RESPONSES

CONSERVATION GROUP PROPOSALS

The National Park Service wilderness proposal was considered excellent and supported by the majority of conservation-oriented organizations and individuals. In addition, most of them recommended that the Colorado River corridor and other potential wilderness additions be included as wilderness; in doing so, most of these groups further recommended that the river be navigated only by hand-propelled craft.

TRIBAL PROPOSALS

Hualapai Tribe

The Hualapai Indians opposed the repeal of Section 9(b) of Public Law 93-620, because repeal would endanger the tribe's interest in the Hualapai Dam should it become a feasible proposal in the future.

The Hualapai Tribe contends that the center of the Colorado River is the north boundary of the reservation and that the National Park Service would be imposing a wilderness designation on nonqualifying Indian lands. They oppose wilderness designation for the river because it would adversely affect their interests in the Hualapai Dam and require elimination of motors on their half of the river.

Havasupai Tribe

The tribe desires to sustain grazing opportunities by maintaining existing water catchments at springs and perhaps making minor improvements at others. According to the tribe, this would be in keeping with grazing occurring in a "traditional manner."

AGENCY PROPOSALS

Bureau of Reclamation

The Bureau of Reclamation proposes that there be excluded from the designated wilderness sufficient land area for the Hualapai Project, which includes a dam, reservoir, power plant, access and transmission line corridors, and possibly a pumped storage site and upstream sediment control structures on the Little Colorado River and Kanab Creek.

The repeal of Section 9(b) of Public Law 93-620 is not supported by the Bureau of Reclamation and they propose eliminating it from the wilderness plan.

The Bureau also proposes that the wilderness boundary be established at the line 300 feet horizontally back from the high-water elevation of 1,229 feet for Lake Mead. They conclude that since the lake fluctuates daily any other boundary could preclude them from operating within their area of responsibility, which includes water measurements, quality evaluations, evaporation studies, and control of natural slide areas.

Arizona Power Authority

The Arizona Power Authority objects to the repeal of Section 9(b) of Public Law 93-620 and insists that protective language be included in any wilderness recommendation to allow for the future development of hydroelectric power.

Arizona State Water Commission

The commission objects to the proposal that Section 9(b) of Public Law 93-620 be repealed and proposes that this section be retained as provided for in the Grand Canyon National Park Enlargement Act.

Position of Governor of Arizona

Governor Raul H. Castro generally supports the National Park Service wilderness proposal. However he proposes that the Havasupai Traditional Use Lands within the park not be encumbered by an intervening potential wilderness land classification until the tribe, Bureau of Indian Affairs, and the Secretary of the Interior have completed their studies for this area.

SUMMARY OF RESPONSES RECEIVED

Support	Agencies					Tribes
	Individuals	Federal	State	Organizations	Companies	
NPS Proposal	42	2	3	2		
NPS Proposal + Colorado River	127	1		8	7	
NPS Proposal - Colorado River	14	2	3		12	1
NPS Proposal + Colorado River + Use Lands	10					
NPS Proposal + Colorado River - Use Lands	3		1			1
NPS Proposal + All Potential Wilderness Areas	286		1	26	2	
NPS Proposal + All PWA's + Phantom Ranch	1					
NPS Proposal + All PWA's - Use Lands	2					
NPS Proposal - North Rim	2					
No Wilderness	12			2	1	
Corrective or no objection	2	18	9	1	2	1
TOTALS	501	23	17	39	24	3

**DISPOSITION OF HEARING RECORD
AND WRITTEN RESPONSES**

The official record, including letters received by the hearing officer, the park, the Western Regional Office, and the Washington Office of the National Park Service, has been assembled and is available for review in the Washington Office.

John E. Pruter
Hearing Officer

**VIEWS OF OTHER GOVERNMENT AGENCIES
ON THE
PRELIMINARY WILDERNESS PROPOSAL**

Federal

Advisory Council on Historic Preservation

Department of Agriculture

Forest Service

Tonto National Forest

Soil Conservation Service

Department of the Army

Corps of Engineers

Department of Commerce

Department of Health, Education, and Welfare

Department of the Interior

Bureau of Indian Affairs

Navajo Area Office

Phoenix Area Office

Bureau of Land Management

Bureau of Mines

Bureau of Outdoor Recreation

Bureau of Reclamation

Fish and Wildlife Service

Geological Survey

National Park Service

Glen Canyon National Recreation Area

Western Archeological Center

Department of Transportation

Coast Guard

Federal Aviation Administration

Federal Highway Administration

Environmental Protection Agency

Federal Power Commission

House of Representatives, Allan T. Howe, Utah

State of Arizona

Office of the Governor
Bureau of Mines
Department of Transportation
 Highways Division
 Environmental Planning Services
Power Authority
State Land Department
State Parks Board
 State Historic Preservation Officer
Office of Economic Planning and Development
State Water Commission
Northern Arizona Council of Governments

Indian Tribes

Havasupai Tribe
Hualapai Tribal Council (oral statement)

**Advisory Council on
Historic Preservation**
1522 K Street N.W.
Washington, D.C. 20005

August 25, 1976

Mr. Howard H. Chapman
Regional Director
Western Regional Office
National Park Service
450 Golden Gate Avenue, Box 36063
San Francisco, California 94102

Dear Mr. Chapman:

This is in response to your request of July 23, 1976 for comments on the draft environmental statement (DES) for the wilderness proposal for Grand Canyon National Park, Arizona. The Advisory Council notes from its review that the National Park Service has determined that the proposed undertaking will not effect cultural resources included in or eligible for inclusion in the National Register of Historic Places. Accordingly, we have no further comment to make at this time. We would suggest however, that the final environmental statement contain evidence of the Arizona State Historic Preservation Officer's concurrence in the National Park Service determination of no effect.

Should you have questions or require additional assistance, please contact Michael H. Bureman of the Council staff at P. O. Box 25085, Denver, Colorado 80225, telephone number (303) 234-4946.

Your cooperation is appreciated.

Sincerely yours,

Michael H. Bureman
Louis S. Wall

for Assistant Director, Office
of Review and Compliance

The Council is an independent unit of the Executive Branch of the Federal Government charged by the Act of October 15, 1966 to advise the President and Congress in the field of Historic Preservation.

UNITED STATES DEPARTMENT OF AGRICULTURE
FOREST SERVICE
Washington, DC 20250

SEP 8 1976

8420



Hearing Officer
C/O Superintendent, Grand Canyon
National Park
P.O. Box 129
Grand Canyon, Arizona 86023

Dear Sir:

We have reviewed the Preliminary Wilderness Study and Draft Environmental Statement for the Wilderness Proposal, Grand Canyon National Park.

As a whole, we feel that this draft EIS is a sound document with the proposals being made by the National Park Service. We are concerned, however, that these proposals would in some cases adversely affect the administration of the Kaibab National Forest by placing unnecessary burdens on recreation facilities and commitments of lands to handle overflow conditions that could possibly be handled by lands administered by the National Park Service if they were not included in the Wilderness System.

The legislative proposal includes a provision for recognizing areas worthy of potential wilderness addition and gives the Secretary of the Interior authority to designate these lands as wilderness when he determines they qualify. We question this method of adding lands to the National Wilderness System.

It is noted that the proposed wilderness designation includes primitive roads, excludes narrow corridors and includes State Highway 89 (in Unit 3) with a steel bridge across the Colorado River. This results in a wilderness proposal with unnecessarily diluted wilderness qualities.

More specific comments on the Preliminary Wilderness Proposal and the Draft Environmental Statement for the Proposed Wilderness Classification are enclosed.

2

We appreciate the opportunity to review and comment on these documents.

Sincerely,

Erwin S. Kozyt

for R. MAX PETERSON
Deputy Chief

Enclosure

Forest Service Comments

Preliminary Wilderness Proposal - July 1976

1. Page 22, first paragraph, discusses developments existing in some of the proposed wilderness areas, particularly those built for grazing activities. Mentioned specifically are dirt water catchments and water tanks. The paragraph also indicates that "all such developments will be removed following expiration of grazing permits." We feel that should extensive numbers of water developments be obliterated in these wilderness areas, they could have an adverse effect on wildlife waters and the distribution of wildlife on the Park. It would somehow seem reasonable that in cases such as spring developments, these waters could remain available for use by wildlife after all roads and other improvements have been obliterated, thereby providing needed wildlife distribution waters in an area generally lacking surface water.

2. Page 25, last paragraph, (and also discussed in the draft EIS) basically proposes a situation where the designation of a wilderness by Congress would automatically restrict any future development to handle the increasing numbers of people visiting the Grand Canyon National Park. We question the vast acreages of proposed wilderness with little room left in the 1,211,104 acres of the Grand Canyon National Park that could eventually be used to disperse or otherwise handle recreation visits to this natural wonder. The generally overall designation of wilderness would establish, unless modified by Congressional action, that all future development will be within existing development zones. We are, therefore, concerned that with Congressional wilderness designation, more demands and impacts on the surrounding National Forest lands will occur.

3. On page 35, "Limitation of Wilderness Use," the Park Service, in general, has talked very little about the management that might be applied to possibly restrict people access into these designated wilderness areas. The management practices used will greatly affect the demands on surrounding National Forest lands. Should they restrict all use, which could possibly be the case, the "overflow" situation that currently exists along the highways and travel corridors today could soon become a reality for backpacking, hiking, equestrian, and other uses in the designated wilderness.

Draft Environmental Statement, Proposed Wilderness Classification, Grand Canyon National Park.

1. Page II-39, second paragraph, the reference to the "Kaibab Deer Preserve" should be corrected to read "Grand Canyon National Game Preserve."

2. On page II-41, paragraph on Pronghorn Antelope, the last sentence of the first paragraph should be clarified to indicate that the transplanting was done outside the National Park, on the Coconino Plateau in the Kaibab National Forest.

3. Same page, Kaibab Squirrel, the first sentence of the first paragraph indicates that the Kaibab Squirrel is designated as a "rare" species. This is not the case. It is "unique." The second paragraph, should also be clarified to read that the squirrel decline on the Kaibab Plateau through a low point in the spring of 1973, was "within the Park portion of its range."

4. Page II-42, Transient and Exotic Animals, second paragraph, should probably be noted that the bison are not native to these lands of Houserock Valley between the North Rim and Marble Canyon, and furthermore, they are grazed on the Kaibab National Forest under the management of the Arizona Game and Fish Department.

5. Page II-46, Zone D, the second sentence indicates that "heavy fuel buildups will be reduced by thinning, limbing, piling and burning." We question extensive fuel manipulation of this nature in a Congressionally designated wilderness area as being compatible with the intent of the Wilderness Act.

6. Page II-60, Developed Area Use, third paragraph discussed potential of future expansion of campground outside the Park. The "300 site campground which is being considered for the Apex siding" is no longer a valid discussion since the development is no longer being considered. The last sentence of this paragraph alludes to the hundreds of campers parking on National Forest lands due to inadequate facilities within the Park. Again, the impacts are expected to increase on National Forest lands in the future with no projected development. With the further designation of wilderness on the Grand Canyon National Park lands there will be little opportunity for future development within the Park. A coordinated planning effort between the NPS and the Forest Service is needed to reduce the impact of visitors during peak periods of visitation and their affect on both the National Park and adjoining National Forest

7. Page III-5, paragraph C1 (Visitor Use), this paragraph again states "it is possible that some individuals interested in these activities will seek alternative opportunities elsewhere." This is an indication again that should they severely restrict access within the wilderness areas; whether on foot, horseback, or whatever, these overflows will generate impacts on National Forest lands as is the situation presently with vehicular traffic.

8. Page V-1, the second paragraph again talks to overflow recreation needs onto surrounding land areas which in most cases would be National Forest lands. Again our concern should be expressed in the excess of 1,000,000 acres of National Park lands available, that their plans would automatically restrict all types of recreation use to the point that it would be necessary to overflow within the foreseeable future, onto lands administered by other agencies (particularly National Forest lands) and provide no plans for accommodations to provide these needed facilities in the future. Our greatest concern is that these lands once designated as wilderness areas by the Congress, would forever be limited in development or types of use available and the potential for expansion of facilities to handle present overflow conditions.

UNITED STATES DEPARTMENT OF AGRICULTURE
FOREST SERVICE

Tonto National Forest
102 South 28th Street
P. O. Box 13705
Phoenix, AZ 85002

8460

September 10, 1976



Hearing Officer
c/o Superintendent
Grand Canyon National Park
P. O. Box 129
Grand Canyon, AZ 86023

Dear Sir:

We appreciated receiving copies of the preliminary Wilderness Proposal and the related Draft Environmental Statement for the Grand Canyon National Park. Especially appreciated was the ample lead time for responses.

Although the Tonto National Forest is not directly involved in these proposals, we would like to take this opportunity to make a brief statement concerning them, since decisions made will undoubtedly have a bearing on other Wildernesses and Wilderness Study Areas in Arizona.

Basically, it is our feeling that the Park Service wilderness proposals are well thought out and are excellent proposals. If the pressures which will be brought to bear can be withstood, this area will make a valuable addition to the already established Wildernesses in our state. Hopefully, there can be inter-agency coordination on the many aspects of attempting to manage these designated areas as we all continue our efforts in this new management field.

Our primary concern centers on the designation of the Colorado River itself. The preliminary Wilderness Proposal indicates that the area above the "high-water line of the Colorado River" will be wilderness, while the area below this line will not. The first obvious difficulty we see is the definite legal location of this line and its interpretation by the public. Is this line readily visible or will it be marked? Secondly, we wonder if it is consistent to establish such a superior wilderness with a virtual major (water) highway through the heart of it. We can certainly recognize the desire to minimize the adverse economic impact on established outfitters; on the other hand, the long-term implications of omitting this area (even more or less temporarily) must be fully

2.

8460/September 10, 1976/Hearing Officer

considered. The Colorado River should be the ultimate challenge for recreationists and river-runners. It is our impression serious visitors and river-runners are actually being prohibited from even attempting this challenge, due to the assignment of limited capacities to people who have only a casual thrill-seeking "Coney Island" attitude about this river/wilderness experience. This is indeed unfortunate and seems to be tied to the widely publicized motorized "quicky" trips which we understand you are attempting to phase out.

It is our recommendation that the areas proposed for wilderness designation be substantially unchanged in your final plan, with the exception of the addition of the Colorado River which can have a realistic schedule established for the resolution of non-wilderness activities.

It is also noted that U. S. Highway 89Alt. and the Navajo Bridge appear to be within the proposed wilderness on the Wilderness Plan Maps. Is this what is intended?

Again, we would like to express our appreciation for the opportunity to review these documents. It is felt a superior job has been done which will have definite indirect effects on other Wildernesses within Arizona.

Sincerely,



BRUCE B. HRONEK
Forest Supervisor

UNITED STATES DEPARTMENT OF AGRICULTURE
SOIL CONSERVATION SERVICE

3008 Federal Building, Phoenix, Arizona 85025

October 13, 1976

• Mr. Merle E. Stitt, Superintendent
Grand Canyon National Park
P. O. Box 129
Grand Canyon, Arizona 86023

Dear Mr. Stitt:

Thank you for your letter of July 29, 1976, requesting our views and comments on the Preliminary Wilderness Proposal and the related Draft Environmental Statement for Grand Canyon National Park.

The documents have been reviewed and the following comments are offered on the environmental statement for your consideration.

On page II-6, last line, the statement would be improved by eliminating the words, "poorly developed podzolic mountain." Poorly developed has little meaning; podzolic is an archaic term; and the soils are not on mountains.

On page II-7, second paragraph, third and fourth lines, reference is made to the statement "Soils classification has either been extremely generalized, or excessively technical in detail and limited in scope." Perhaps the writer is referring to soil mapping rather than soil classification. This statement should be clarified.

We hope that these comments will be of assistance in preparing the final documents.

Sincerely,

For:


Thomas G. Rockenbaugh
State Conservationist

cc:
Council on Environmental Quality
722 Jackson Place, N.W.
Washington, DC 20006
Attention: General Council





DEPARTMENT OF THE ARMY
LOS ANGELES DISTRICT, CORPS OF ENGINEERS
P. O. BOX 2711
LOS ANGELES, CALIFORNIA 90033

SPLED-E

24 September 1976

Mr. Merle E. Stitt, Superintendent
Grand Canyon National Park
P. O. Box 129
Grand Canyon, Arizona 86023

Dear Mr. Stitt:

This is in response to a letter from your office dated 29 July 1976 which requested review and comment on the Draft Environmental Impact Statement for the Proposed Wilderness Classification, Grand Canyon National Park, Arizona.

The proposed plan does not conflict with existing or authorized plans of the Corps of Engineers. We have no comments concerning the environmental statement for this proposed action.

Thank you for the opportunity to review and comment on this draft report.

Sincerely yours,


TAICHI L. NISHIHARA
Acting Chief, Engineering Division



UNITED STATES DEPARTMENT OF COMMERCE
The Assistant Secretary for Policy
Washington, D.C. 20230

SEP 1 1976

Mr. Howard H. Chapman
Regional Director, Western Region
U.S. Department of the Interior
450 Golden Gate Avenue, Box 36063
San Francisco, California 94102

Dear Mr. Chapman:

Secretary Richardson asked that I give you the comments received, based on a Department of Commerce review, of the Preliminary Wilderness Proposal, Grand Canyon National Park.

I note with appreciation a provision in the proposal for retention of currently situated hydrologic and hydrometeorologic devices, as well as the recognition given to future need for these measuring instruments. Such devices gather water and climate data related to management of resources within as well as outside of the wilderness. The proposal's benefits (recreational, cultural, scientific, and historical) appear reasonable. However, it is impossible to know if this is a fact, because the study offers no estimates of the costs involved in making the various proposed changes. The lands are not free, some alternative costs are associated with changing their use. Provision should be made to provide for cost estimates of the proposed modifications in any successors to this preliminary study.

Thank you for the opportunity to make these comments.

Sincerely,


Robert S. Milligan
Deputy Assistant Secretary
for Policy Development and
Coordination





DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

REGIONAL OFFICE

30 FULTON STREET

SAN FRANCISCO, CALIFORNIA 94102

OFFICE OF
THE REGIONAL DIRECTOR

Office of Environmental Affairs

September 10, 1976

Superintendent
Grand Canyon National Park
P.O. Box 129
Grand Canyon, Arizona 86023

Dear Sir/Madam:

The Preliminary Wilderness Proposal and the related Draft Environmental Statement for Grand Canyon National Park have been reviewed in accordance with the interim procedures of the Department of Health, Education and Welfare as required by Section 102(2)(c) of the National Environmental Policy Act, PL 91-190.

The major concerns of this Department are related to possible impacts upon the health of the population, services to that population and changes in the characteristics of the population which would require a different level or extent of services. At this time we have no comments to offer.

The opportunity to review this Statement was appreciated.

Sincerely,


James D. Knochenhauer
Regional Environmental Officer

cc: CEQ



United States Department of the Interior

BUREAU OF INDIAN AFFAIRS
WASHINGTON, D. C. 20245

BY REPLY REFER TO:
Trust Services
Range 301.5 Hav.

Hearings Officer
c/o Superintendent
Grand Canyon National Park
Post Office Box 129
Grand Canyon, Arizona 86023

OCT 4 1976

Dear Sir:

This is in response to the July 23 letter from the Regional Director, Western Region, National Park Service to the Commissioner of Indian Affairs, concerning the preliminary wilderness study for Grand Canyon National Park and a draft environmental statement for the wilderness proposal.

Inasmuch as we were unable to provide written comments by the September 27 due date, a telephone call was placed to your office on September 28 to advise that we have now received written comments from the Truxton Canyon Agency and are forwarding same to you. Please excuse our failure to comply with the due date.

As we review the agency comments on the preliminary wilderness proposal as it pertains to the Hualapai Reservation and to the Havasupai Reservation; and the draft environmental statement, proposed wilderness classification as it pertains to the Hualapai Reservation and to the Havasupai Reservation, it appears that the Hualapai and Havasupai Tribes are not in total agreement with the National Park Service proposals. Under the circumstances, we are of the opinion that further meetings should be conducted with the respective tribal councils prior to completion of the documents.

Sincerely yours,

Director, Office of
Trust Responsibilities

Enclosure



Save Energy and 65 i Serve America!



United States Department of the Interior

BUREAU OF INDIAN AFFAIRS

Navajo Area Office

Window Rock, Arizona 86515

IN REPLY REFER TO:

Environmental Quality

Memorandum

To: National Park Service, U.S. Dep't. of the Interior,
Grand Canyon National Park, Grand Canyon, Arizona 86203

From: ACTING
Area Director

Subject: Review and comment on the Preliminary Wilderness Proposal and the Draft Environmental Impact Statement for the Grand Canyon National Park

We have reviewed the subject documents for possible affects upon the Navajo people and their resources within the jurisdiction and responsibility of this office. We note one possible area of concern:

Navajo lands within the landscape visible from within the proposed wilderness area could be deemed a part of the scenery necessary to maintain the integrity of that wilderness. Could the Tribe be prevented or hindered in any way from completing resource or industrial developments on tribal lands within the visible area if their presence in that area would detract from the aesthetic value of the proposed wilderness? Any restrictions placed on Navajo lands as a result of the proposed wilderness status would be cause for concern by this office and the Navajo Tribe.

Beyond this possible implication, we see no significant affect on those aspects of the Navajo people or their resources within our jurisdiction.

Val M. Brown





United States Department of the Interior
BUREAU OF INDIAN AFFAIRS
PHOENIX AREA OFFICE
P. O. Box 7007
Phoenix, Arizona 85011

IN REPLY REFER TO:

Real Prop. Mgmt.
300.1 - Truxton

September 20, 1976

Memorandum

To: Commissioner, Bureau of Indian Affairs
Attention: Chief, Division of Trust Facilitation,
EQ Code 214

From: Area Director

Subject: Preliminary Wilderness Proposal and Draft Environmental
Statement for Grand Canyon National Park (DES 76-28)

This office received direct copies of the subject documents, which were then forwarded to the Truxton Canon Agency for review and comment. We are forwarding the agency's comments herewith, as they were received by this office.


Acting Asst Area Director



Comments on the Preliminary Wilderness Proposal as it pertains to the Hualapai Reservation

1. On Page 3 the fourth paragraph states "The Colorado Riverbed Addition includes the Colorado River to the south shore high water level between river miles 164.8 (Tuckup Canyon) and mile 273.1 (Grand Wash Cliffs)." The map that was originally submitted with the Grand Canyon Enlargement bill showed the boundary of the Grand Canyon Park as the south bank of the Colorado River on the Hualapai Reservation subject to the concurrence of the Hualapai Tribe. The Tribe has never concurred with the boundary line and has always maintained that the northern boundary of the Hualapai Reservation is the middle of the Colorado River. In spite of their protests and the very language of Public Law 93-620, Section 5 which states "... (2) no land or interest in land, which is held in trust for any Indian tribe or nation, may be transferred to the United States under this Act or for purposes of this Act except after approval by the governing body of the respective Indian Tribe or nation.", the map included with the law shows the boundary as being on the south bank of the Colorado River. This in spite of the tribe's protests and Senator Goldwater's assurances (See attached letter of Sept. 5, 1975 from Senator Goldwater to Mr. Kent Frizzell) that such was not the intent of Congress. Now, the Park Service is taking it upon itself to interpret the map's language to mean the highwater level on the south shore. It appears more and more that the protests of the tribe and the Bureau means nothing but that the Park Service's desires will be granted. It is felt that a most vigorous stand must be taken by the parties involved to make a determination as to where the Park Service's boundary actually ends and the Tribe's begins. Otherwise, it appears the tribe will keep having their boundary moved back and the Park Services moved forward through attrition.
2. In the fifth paragraph, Page 3, the Park Service states that they are the only jurisdiction exerting control of river-running boat parties from Lees Ferry to Lake Mead. Again, the tribe feels that their northern boundary line is the middle of the river and that they have some jurisdiction over the river-running boat parties although they have been willing to let the Park Service handle the permitting of these parties. There is a question in the tribe's mind as to why they should not be reimbursed a portion of the fees paid for the privilege of running their share of the river and using Hualapai lands for camping.
3. The last sentence on Page 3 of the fifth paragraph leaves some unanswered questions. Any developments that the Tribe might make adjacent to the river or below the rim on the south side of the river would in all likelihood, be undesirable to the Park Service. This would not be true of the Tribe. It is extremely doubtful that the Tribe would want the Park Service trying to limit them on development activities on the Reservation.

4. On Page 9 under Government Reclamation Projects, no mention is made of the Hualapai Dam. Although, this is not proposed as a Government Reclamation Project, we feel that recognition of the fact should be noted and that the area on the north side of the river should be eliminated from any consideration of wilderness. This would be at least to the high water mark of the dam.
5. On Pages 10 and 11 under the Section on the River, the National Park Service indicates a trend towards eliminating the use of motors on the river and that they are recognizing it as a potential wilderness area (See Page 23, River Corridor). Again, we feel that the Hualapai Tribe is being dictated to as to what they may or may not be able to do on their lands. This is especially true if the middle of the river is their boundary line as they contend and they are supported in their contention.
6. On Page 26, under Special Provisions, the Nation Park Service advocates the Repeal of Reclamation Provision, Section 9 (b), Public Law 93-620. This provision was specifically included in Public Law 93-620 to insure the Tribe's interest in Hualapai Dam and to ensure that the way would be open to build it should it be feasible to do so. It is obvious that the Park Service is as dramatically opposed to this dam as possible and the Park Service is doing everything possible to prevent the Hualapai Tribe from bettering their financial position by construction of the Hualapai Dam. We strongly object to this section being removed from Public Law 93-620 and believe that every effort should be made to protect the Hualapai's interest in this.
7. On Page 34, under Potential Wilderness Additions of the Wilderness Preservation and Management Policy, we feel that this item as stated prevents the inclusion of either the River Corridor as a potential Wilderness area because of the tribe's ownership of a portion of the river or that the land immediately north of the river should be included in that portion that would be affected by the high water mark of the Hualapai Dam. The basis for our reasoning is that the Hualapai Reservation is non-qualifying land, adjacent to an area proposed for wilderness designation and that these lands will not be federal lands which would qualify for inclusion as a wilderness area. We can not see how the tribe would agree to these tribal lands and their half of the Colorado River adjacent to the reservation lands being included as wilderness areas at this time.
8. Also on Page 37 of the same section under Motorized or Mechanical Equipment, we can not see the tribe agreeing to the elimination of the use of motors on their half of the river. Failure on their part to eliminate the use of motors would preclude this area as being designated wilderness.

**Comments on Preliminary Wilderness Proposal as it pertains to the
Havasupai Reservation**

1. On Page 9, the section on Grazing comments on the Havasupai type of grazing on the Havasupai traditional use lands. At present, we fail to see how this would affect the wilderness proposal either way as we can not see the National Park Service permitting any improvements on this area, whether it is wilderness or not.
2. At present the section on Havasupai Traditional Use Lands on Pages 23 and 24 presents no problem as we see it. However, we feel that it should be clear that there may, at some further date, be developments on the enlarged Havasupai Reservation in accordance with an approved plan as set forth in Public Law 93-620, Section 10 (b) (4).
3. On Page 26, we concur with the Park Services decision not to designate the Havasupai Traditional Use Area of the Grand Canyon National Park as other than Potential Wilderness pending the outcome of the Havasupai Traditional Use Study.



United States Department of the Interior

BUREAU OF LAND MANAGEMENT

ARIZONA STATE OFFICE
2400 VALLEY BANK CENTER
PHOENIX, ARIZONA 85073

IN REPLY REFER

1793 (911)
Your reference
18

Memorandum

To : Superintendent, Grand Canyon National Park, National
Park Service, Grand Canyon, Arizona 86023

From : ^{ASSOCIATE} State Director, BLM - Arizona

Subject: Preliminary Wilderness Proposal and Related Draft
Environmental Statement, Grand Canyon National Park,
Arizona (DES 76-28)

We have reviewed the Preliminary Wilderness Proposal and the Draft Environmental Statement for the proposed Wilderness Classification, for the Grand Canyon National Park.

The Preliminary Wilderness Proposal presents the information, alternatives, and plan very adequately. The Draft Environmental Statement falls short of its intended purpose, primarily in the impact assessment chapter which is lacking in specifics.

Our specific comments are submitted by page number, following the format of the statement.

The Preliminary Wilderness Proposal (page 3) states "The National Park Service recognizes traditional Indian religious uses and will honor their continuation. Protection will be given to all shrines and sacred areas on park lands." No mention of shrines or sacred areas within the Park are addressed in the statement.

DES page

- II-4 The seismic activity and probability of a destructive earthquake are described as low in the central and eastern portions of the park. Comparable information should be given for the western portion of the park.
- II-8 The annual virgin runoff in the Colorado River at Lees Ferry is given. Define annual virgin runoff.
- II-18 The monitoring of visibility with the use of a laser beam by Dr. R. G. Layton is mentioned. An indication of the results of his experiments would be informative.

DES page

II-28 The use of rare and threatened should be clarified. Use of these terms should conform to the Endangered Species Act of 1973 (Public Law 93-205; 87 Stat. 884) or the Arizona Game and Fish Department of Threatened Wildlife of Arizona.

II-35 The 1973 "redbook" on "Threatened Wildlife of the United States" is no longer current. "Status - Undetermined" is not a classification under the Endangered Species Act of 1973. The current listing (except for subsequent amendments) is contained in the Federal Register, Vol. 40, No. 188, dated Friday, September 26, 1975.

II-56 The reference to the Navajos actively seeking to add 2.5 million acres of land to their reservation is incorrect.

Public Law 93-531 provided for final settlement of the long-standing conflict between the Navajo and Hopi Tribes within the joint use area. Section 11 of the Act authorizes and directs the Secretary of the Interior to transfer up to 250,000 acres of BLM land in Arizona or New Mexico for the Navajo Tribe. These lands are to be contiguous or adjacent, if possible, to the Navajo Reservation.

The Navajo Tribe has made application to the Bureau to acquire 250,000 acres in the House Rock Valley area of the Arizona Strip. The purpose of the land acquisition is to provide living space for the Navajos who would be displaced from the joint use area.

An Environmental Impact Statement is presently being prepared by the Bureau of Indian Affairs on the Navajo application.

III-1 Need list of mineral developments, mineral quantity and quality, jobs lost for all properties to be acquired by NPS.

III-2 Need an estimate of the megawatts not produced by potential hydroelectric plants and the amount of coal, oil or gas that would be used to produce that much power annually.

III-3

An assessment of air quality impacts of the fire management proposals of controlled burns and allowing natural fires to burn themselves out should be made.

Estimates of the number of over-canyon flights which will be cancelled and the income loss to be suffered by tour operators should be included.

The above information should be supplied also with reference to elimination of power boats on the Colorado River.

III-3 & 4 What are the numbers of trespass livestock, feral, and exotic animals that are to be controlled, and what is the cost to the taxpayer for this control?

Is exterior boundary fencing part of the proposal? If so, it should have been included in Chapter I. Impacts of the proposed fencing on restricting big game movements should be evaluated.

III-5

Some estimate should be made of increased use expected from wilderness designation.

How many campers and recreationists are expected to be forced onto adjacent BLM and Forest Service lands?

III-6

How many recreation experiences are expected to be lost because of road closures and motorized vehicle restrictions?

Limited access, as a result of the proposal, will obviously make it more difficult to evacuate anyone sick or injured.

What will be the impact on the grazing operators when their licenses are terminated in 1985? What will heirs lose in dollars because the lifetime permits cannot be inherited? Will either of these situations result in the collapse of a family unit business?

One aspect of impacts that has not been covered is the loss of Grand Canyon recreation opportunities in the back country by poor and aged citizens. Backpacking is a sport of the wealthy and healthy. Middle and low income families cannot afford mule trips. How many poor, retirees, or middle income families will be prevented from having a wilderness experience if they cannot be provided developed access into

the back country? How many old and handicapped citizens will not have an interior wilderness experience? Wilderness designations and NPS policy are subtly discriminatory to certain classes of citizens, irrespective of the fact that they have paid taxes to support the existence of wilderness areas.

We hope these comments will be helpful to you.

A handwritten signature in white ink, appearing to be 'D. H. King', written in a cursive style.

cc:
WO (260)
DM, Ariz Strip Dist



United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240
BUREAU OF MINES

Memorandum

To: Regional Director, National Park Service, San Francisco,
California

From: Deputy Assistant Secretary--Energy and Minerals *Rolland A. Reil*
1975

Subject: Preliminary wilderness proposal and draft environmental
statement, National Park Service, Grand Canyon National
Park, Arizona

This plan and environmental statement pertain to proposed wilderness classification for some 992,046 acres of Grand Canyon National Park, Arizona. An additional 121,000 acres are proposed for potential wilderness additions of which 95,000 acres are Havasupai use lands.

The environmental statement acknowledges that "The mineral potential of Grand Canyon is not known in any detail," but it goes on to state that hundreds of claims were located between 1874 and 1919, the year the park was established. Also, it recognizes the existence of small deposits of silver, gold, lead, uranium, copper, tungsten, molybdenum, antimony, salt, kyanite, selenium, tellurium, and asbestos. The statement does not provide a minimal professional evaluation of these deposits relative to their locations, types, grades, and future potential.

On page VII-1 assurance is given that the "commitment to wilderness can be reversed at some future time by Federal legislative action, should the consumptive use of the resources be deemed necessary for the well-being of the nation." Both documents should add however that without reasonably detailed on-the-ground studies, particularly for such areas as the Sanup Plateau, the potential value or use of these mineral resources to the Nation will never be recognized. Realistically, it also should be added that, in view of existing purposes for the National Park System, their search and development would be extremely unlikely. Even in case of dire need, time requirements for exploration and development would not permit their recovery to meet an emergency.

There is a contradiction in the draft statement between the first sentence of Mineral Potential, page II-4, and that of Impact on Natural Resources, page III-1. The former states that "The mineral potential of the Grand Canyon is not known in any detail," but the latter states that "The potential for fuel and mineral resources within the park is low." We believe the former is the truer statement, therefore the latter should be dropped.

Another rather vague implication was noted on page III-1. The statement is made that "There are no private lands with mineral resources which will be denied access by wilderness designation." However, this is followed by "Acquisition of existing valid claims and reserved mineral rights will be accomplished whether or not the lands receive wilderness status." Because the latter better states management philosophy for the National Park System, it would be better not to imply that private land owners can develop subsurface rights.

The draft environmental statement lacks the minimum information necessary to assess the impact of the proposed action on mineral resources of existing nonfederal lands. Because the Department of the Interior has the responsibility for national mineral adequacy, we believe that a better assessment of such potential should be basic to all Interior land planning.



IN REPLY REFER TO:

E3035

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF OUTDOOR RECREATION

PACIFIC SOUTHWEST REGIONAL OFFICE

BOX 36062

450 GOLDEN GATE AVENUE
SAN FRANCISCO, CALIFORNIA 94102

September 27, 1976

Memorandum

To: Superintendent, Grand Canyon National Park

From: Regional Director

Subject: Review of Preliminary Wilderness Proposal and the related
Draft Environmental Statement for Grand Canyon National Park.

In response to your letter of July 29, 1976, we have reviewed the preliminary wilderness proposal and the related draft environmental statement. In general, we find that the subject documents adequately discuss the recreation impacts and considerations. We note only that the section of Public Law 93-620 dealing with aircraft flights below the rims of the Canyon is Section 8 according to Appendix C, and not Section 7 as referred to on page IV-2.

We appreciate the opportunity to review these documents.


Frank E. Sylvester

cc: Regional Director, NPS
Western Region
Office of Environmental Affairs, WASO





United States Department of the Interior

BUREAU OF RECLAMATION
WASHINGTON, D.C. 20240

IN REPLY
REFER TO: 746
121.

OCT 6 1976

Memorandum

To: Director, National Park Service

From: Commissioner of Reclamation

Subject: Draft Environmental Statement for the Proposed Wilderness
Classification of Grand Canyon National Park, Arizona,
and Preliminary Wilderness Proposal (DES 76-28)

The subject documents have been reviewed by appropriate members of
our staff and we are providing the attached comments for your
consideration.

Enclosure

cc:
Hearing Officer
c/o Superintendent
Grand Canyon National Park



Bureau of Reclamation
Comments on the Draft Environmental Statement
on the proposed Wilderness Classification for
Grand Canyon National Park (DES 76-28) and
Preliminary Wilderness Proposal

Our general and technical comments on the proposed subject draft statement and accompanying Preliminary Wilderness Proposal of July 1976 are as follows:

Policy

Reclamation in general supports the overall proposed wilderness area classification for Grand Canyon National Park outlined in the draft Environmental Statement and the Preliminary Wilderness Proposal of July 1976. However, a comprehensive land-use study should be completed before large areas of land are designated for single-purpose use of a wilderness area.

Prior to enactment of Public Law 93-620 (the Grand Canyon National Park Enlargement Act) of January 3, 1975, which, among other things, enlarged Grand Canyon National Park downstream to Grand Wash Cliffs, Reclamation's proposals for power developments were limited to a small encroachment on the original park boundary which would result from the construction of Hualapai Dam. Now contrary to the erroneous thread of expression throughout the draft, Reclamation has an acute interest specifically in that portion of the expanded park affected by Lake Mead and upstream generally to the confluence of the Colorado with Kanab Creek which includes the Hualapai Damsite and Reservoir. We are obligated in connection with the proposed wilderness legislation, to point out the potentials which this legislation would virtually close the door on and which would preclude reexamination at a later date.

We believe the proposal should not preclude the use of a relatively small portion of the proposed wilderness area for possible future hydroelectric power generation. The limited nationwide potential for development of hydroelectric energy requires that all foreseeable remaining options for generation and transmission of this source of power should not be unreasonably jeopardized by the establishment of a single-purpose land use wilderness designation. The Congress, by passage of Public Laws 93-620 and 90-537 (the Colorado River Basin Project Act) implied an interest in directing policy on hydroelectric development between Hoover Dam and Glen Canyon Dam on the Colorado River. We believe it is a mandatory requirement for the Department of the Interior to again fully place the question of hydroelectric development before Congress in an objective manner to clearly provide for or against development at the Hualapai site. Our recommendation is that there be excluded from the wilderness designation legislation sufficient land area for the Hualapai project which includes a dam, reservoir, powerplant, access and

transmission line corridors, possibly a pumped storage site and upstream sediment control structures on the Little Colorado River and Kanab Creek. The Congress should have benefit of reviewing the anticipated long-range needs for hydroelectric development on the Colorado River and to compare this possible development with alternative power sources. This renewable resource could replace the annual consumption of 8.75 million barrels of oil or 2.4 million tons of coal each year.

The national impact of eliminating the Hualapai hydroelectric development is not adequately addressed in the draft. Without covering the problems of alternate energy sources using fossil fuels, the draft is incomplete in the presentation of impacts.

Repealing Section 9(b) of Public Law 93-620 by the proposed wilderness legislation would not completely eliminate the existing legislative authorities for power development on the Colorado River. Recognition must be given to reservations for power purposes on the river under the authorities of the Arizona Enabling Act of June 20, 1910 (36 Stat. 574), and the Act to Define the Exterior Boundary of the Navajo Indian Reservation in Arizona and for Other Purposes of June 14, 1934 (48 Stat. 960).

Flows of the Colorado River are regulated in accordance with the Supreme Court Decree in Arizona v. California which provides in order of priority for river regulation, improvement of navigation, flood control, irrigation, domestic uses, and power. Operating criteria to carry out the decree were developed jointly with the States and provide for fish and wildlife and recreational requirements. In carrying out these responsibilities, Reclamation has no significant latitude to deviate from the operating criteria. We would oppose any inference in the wilderness legislation that the National Park Service should be identified for specific control over water releases for recreational or river management purposes. Reclamation will continue working closely with the National Park Service in development and implementation of a river management plan within the framework of existing authorities and criteria for water releases.

We are reserving comments on the requirements for water measuring facilities along the Colorado River within potential wilderness areas pending completion of the National Park Service's study on motorboat operations and drafting of a river management plan. Overuse of the river in this connection and the setback above the high waterline for reservoir operation are subjects requiring detailed field level coordination in connection with river management planning.

The wilderness area boundary designation established at the line 300 feet horizontally back from the high water elevation of 1229 feet for Lake Mead is recommended by Reclamation. Since the lake elevation fluctuates daily, the adoption of any other wilderness area boundary could preclude Reclamation from operating within its area of responsibility which includes water measurements, quality evaluations, evaporation studies, and the control of natural slide areas.

Technical

Comments on Summary Report

Page 3, paragraph 1 - The use of "nation" in Section 5, PL 93-620 does not appear sufficient to warrant or imply separate "Nation" status as used in "Navajo Nation." The term Navajo Tribal Council would be more appropriate.

Page 9, under "Government Reclamation Projects" - Reclamation currently has no projects contemplated on lands formerly within the Lake Mead National Recreational Area. However future energy projects may be necessary as energy requirements of the Southwest increase.

Page 24, under "State and Private Inholdings and Outstanding Rights and Reservations" - This section does not recognize or acknowledge the reservations for power purposes - reserved under authority of the Statehood Enabling Act of June 20, 1910, Section 28 (36 Stat 574).

Comments on DES 76-28

Page x, Summary of Environmental Impact and Adverse Environmental Effects:

The statement that the action "will have no adverse impact upon the natural, archeological, or historic resources of the area" appears to conflict with a statement on page VIII-2 which states that "...formal designation of wilderness areas tends to increase their use and that such increase use... could result in permanent or long-term damage to fragile environmental resources..."

Page xi - Copies of the DES should be provided to the California State Clearinghouse because the proposed wilderness classification will affect the development of potential hydroelectrical sites and the river management plan suggests that regulation of the river may be desired by the NPS.

Page I-8, third paragraph under b. - A discussion of why the Slide Mountain area is being evaluated by Congress for National Park suitability or deletion should be included in the DES.

Page I-16, second paragraph - As stated on page x of the summary, the goals for the management of the Colorado River in Grand Canyon will be to perpetuate the wilderness river-running experience, and to attempt to mitigate the influences of man's manipulation of the river. Therefore the River Management Plan referred to on this page should be discussed in much greater detail especially as to objectives and methods for obtaining the objectives. Also the River Management Plan should be developed in conjunction with the Bureau of Reclamation, Upper and Lower Colorado Regions, Lower Colorado River Basin States, Water Resource Agencies and the State game and fish departments of Nevada and Arizona.

Chapters II and III - General Comments on Quantification

Quantification is lacking and should be added to the description and impacts. On some of the items, a range may be the best that can be provided at this time. The statements specifically needing quantification concern the bighorn sheep and burro-wild horse populations due to the conflicting interface between species and habitat destruction.

Hydroelectric generating capacity expressed as kilowatts or megawatts is reasonably known from the many studies available and needs to be specifically discussed. Estimates of generation expressed as megawatt-hours are also estimable and the conversion to Btu's to relate to fossil fuel equivalent should be evaluated. This relates not only to mineral resources which would be conserved but to the socioeconomic impact foregone in case the action is taken.

The discussion of specific water quality data for fecal coliform levels should be quantified and related in time as to the effectiveness of instituted and projected future regulation.

The public safety aspects of fatalities occurring in the river corridor and back country trails should be discussed with causes identified to the extent possible with the balance unclassified. The report is in effect silent about fatalities that have occurred.

Page II-4, second paragraph - Seismic activity is described for the central and eastern portions but is missing for the western portion.

This omission should be remedied by an expansion of the information.

Page II-8, first full paragraph - The Federal Government has also set aside water and land for power purposes by designation under the provisions of Section 28, Act of July 28, 1910 (36 Stat 575). These reservations are further recognized in 48 Stat. 960 Act of June 14, 1934, Section 1). These specific reservations should be recognized and acknowledged.

Page II-11, last paragraph - The average flows of the Colorado River through the Grand Canyon can reasonably be expected to increase in the near future as many of the mainstream reservoirs fill and excess flows have to be released.

The low dam referred to in this paragraph would aggravate the existing riparian problems that have occurred on the river since the closing of Glen Canyon Dam. The statement concerning the proposed low dam should either be deleted or discussed in greater detail.

Page II-12, last paragraph - The river possesses or has head but "develops" is believed to be inappropriate.

Page II-11, Table 2 - Marble Canyon Alternative at Mile 32.8 should be added and the Kanab Power diversion plan should be shown.

Page II-13, Table 2 Continuation - Hualapai-Mile 237.5 is preferred axis for the Bridge Canyon alternatives and is the site shown on Page II-14.

Page II-13, second paragraph - The Act contains two sections relating to power development. One section merely states that the Act shall not be construed as authorizing the study or construction of any dam on the mainstem of the river, (Section 303 (a)). The second section (Sec. 605) suspends the operation of Part I of the Federal Power Act which would be applicable to any non-Federal development until further consideration by the Congress. The phrasing of the last three sentences as an outright prohibition is grossly misleading.

The Marble Canyon-Kanab Power Tunnel plan should be acknowledged for historical accuracy as should the first hydroelectric plant that was constructed in the Grand Canyon using water from Roaring Springs to generate power used at the North Rim Lodge. Any remnants of the latter power system should be placed on the National Register of Historic Places. An addition to the sketch on page II-14 would be appropriate.

Page II-18, last paragraph, line 14 - There are no coal-fueled powerplants in the Henderson-Las Vegas area. The nearest coal-fired powerplants are the Mohave Generating Station at South Point, Nevada, and the Reid Gardner Generating Station at Moapa, Nevada.

Page II-28, I. Biota - The feral burro should be identified. Appendix E, F, & G should be substituted for B C, & D.

Page II-29, fourth full paragraph; Page II-31, third paragraph; Page II-38, first paragraph; Page II-40, last paragraph; Page III-3, under "Environmental Quality"; and Page III-3, under "Biotic Resources" - More specific information should be developed and provided about a management program to control the feral burro population and protect the future of the native bighorn sheep and other species.

Page II-34, last paragraph - Appendices F and G should be H and I.

Page II-35, under "Endangered or Threatened Species" - The danger of extinction for the avian species appears to be overplayed particularly as related to subspeciation and species at the extreme periphery of their recorded range. This is especially true with respect to the bald eagle and the osprey which is reported to have established one new nesting territory in the vicinity of Lees Ferry.

Pages II-41 and 42, under "Kaibab Squirrels" - Kaibab squirrels with bubonic plague endemic in the rodent population of northern Arizona and New Mexico as well as California, the role or recent rodent deaths, population decline, and public health should be discussed.

Pages II-44 and 45, under "Fire Management" - No Zone A fire management zone can be identified on the zone map. Perhaps a change in drafting application of stippling material is the cause.

Page II-49, under "Historical" - The first hydroelectric powerplant using water from Roaring Springs to provide power for the North Rim Lodge should be acknowledged and any remnants should be listed on the National Register of Historic Places.

Page II-50, first paragraph - The current corporate name for the Atchison, Topeka, and Santa Fe is Santa Fe Industries.

Page II-52, last paragraph - Pine Mountain Wilderness should be added.

Page II-56, seventh line under b. - The word "recreation" should be substituted for "reactional".

Page II-56, twelfth line - The designation of wilderness would impose more than an added restraint to the development of Hualapai Dam site. It would effectively eliminate it from further consideration.

Page II-56, last sentence under b. - The statement is made that Indian reservations are shown in relation to Grand Canyon National Park on page II-57. However, the Grand Canyon National Park is not shown on page II-57.

Page II-56, eighth line under c. - The acreage figure should be 250,000 instead of 2.5 million.

Page II-58, third and fourth paragraphs and Page II-59, first paragraph - The "if" assumptions about "Hualapai" (Bridge Canyon) Dam, promotional land sales and development and "water relatively available" appears to warrant further consideration in light of the documented difficulty in locating adequate water supplies. It appears that the "water relatively available" has further but unstatedly assumed that water from the Colorado River would be available from the "Hualapai Reservoir." In light of the commitments for Colorado River water and recently enacted subdivision regulations requiring demonstration to the Arizona Water Commission that a water supply is available prior to subdivision approval, it appears that a more reasoned discussion of the water source location is required. It is suggested that a careful review of surface, ground water, and Arizona State Laws be made to revise this section. Further, if access, electricity and water relatively available cause land values to soar, this would be an impact and should be discussed in Chapter III.

Page II-59, Table 9 - Subtotals and totals for 1972 and 1974 are incorrect.

Page III-2, first and second paragraphs - This material is descriptive and belongs in Chapter II.

Page III-2 third paragraph - Nonutilization of hydroelectric potential requires the utilization of fossil fuel or nuclear sources which are nonrenewable resources to replace the electrical power lost by nonuse of renewable resources. The draft statement should address the impacts of developing alternative sources of electrical power if the Hualapai Damsite is included in the wilderness area. Points that should

be addressed are: (1) air quality, (2) consumptive water uses, (3) transportation needs for fuels and electrical transmission, plus a cost comparison to the public of hydroelectrical generated power and fossil fuel and nuclear generated power. The nonutilization of the hydroelectric potential at Hualapai Damsite would require the consumption of 8.75 million barrels of oil or 2.4 million tons of coal each year if such energy were supplied by an alternative fossil-fuel plant.

Chapter IV - A specific discussion concerning future NPS programs for the management of feral burro populations should be included under mitigating measures.

The Service is understood to have existing legal authority to remove or drastically suppress the burro population and benefit the bighorn sheep. The last sentence on IV-2, fifth full paragraph about fencing and posting is professionally inadequate with respect to burro control.

Chapter V - In light of the sense of the phrasing with respect to "reclamation" projects contained in earlier sections, the quantification of potential adverse effects on energy production and fossil fuel conservation must be summarized and included.

Also there should be a discussion of the adverse effects this proposed wilderness classification will have on the cost of commercial rafting trips through the Grand Canyon to consumers. Points that should be covered include how limiting the number of private and commercial trips in the face of increasing demand will affect the cost of these trips. If the National Park Service controls the number of trips permitted, then possibly they should mitigate the rates by controlling them so that the average American can reasonably pay for such an experience.

Chapter IX - The Bureau of Reclamation was contacted in regards to the Grand Canyon Complex 1972 Wilderness Recommendation FES 73-68 (see page J-2). Section IX-6 shows that the coordination for the preparation of this DES and wilderness proposal has not included the Bureau of Reclamation nor the State and local water resources and land use agencies.

Appendix E - Mammals and Appendix G - Amphibians and Reptiles

Inclusion of habitat, status, and occurrence data similar to that for Birds - Appendix F would be of value to show native, introduced, common, and uncommon species.



UNITED STATES
DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE

(ES)

POST OFFICE BOX 1306
ALBUQUERQUE, NEW MEXICO 87103
September 22, 1976

Memorandum

To: Superintendent, Grand Canyon National Park,
Grand Canyon, Arizona

From: ^{Rolling} Regional Director, FWS (ES)

Subject: Preliminary Wilderness Proposal and related Draft Environmental
Statement, Grand Canyon National Park (DES 76-28)

We have reviewed the above documents and are in agreement with your wilderness proposal. The accompanying environmental statement adequately covers impacts on wildlife resources. The report recognizes the need for control of various wildlife species to keep population levels in line with available habitat. Such controls are essential if the existing quality of the habitat found within the park is to be maintained.

The opportunity to review your wilderness proposal and draft environmental statement is appreciated.

R. J. Stephens

cc:
Field Supervisor, FWS, Ecological Services, Phoenix, Arizona
Director, FWS, Washington, D.C. (EC)



Save Energy and 87 u Serve America!



United States Department of the Interior

GEOLOGICAL SURVEY
RESTON, VIRGINIA 22092

OFF : OF THE DIRECTOR

In Reply Refer To:
EGS-ER-76/28-MS760

Memorandum

To: Hearings Officer, Grand Canyon National Park,
Grand Canyon, Arizona

Through: ^{Deputy} Assistant Secretary--Energy and Minerals *William R. Reed*

From: ^{Acting} Director, Geological Survey

SEP 28 1976

Subject: Review of preliminary wilderness proposal and draft environmental statement for Grand Canyon National Park, Mohave and Coconino Counties, Arizona

We have reviewed the subject wilderness proposal and draft environmental statement as requested in a letter of July 23 from the Regional Director, National Park Service.

Although the mineral potential of the park is not well known, the draft statement presents a good summary of what is currently understood (p. II-4-6). Not noted, however, is the existence of 'lack Mine near the mouth of Hack's Canyon and a mine near Lee's Ferry. Small amounts, less than from the Orphan Mine, of uranium, copper, and mercury were produced from these two mines.

The draft statement lists 25 damsites (p. II-12-13) within the 277 mile reach of the Colorado River which have been identified as having potential for the generation of hydroelectric power. Two of the sites, Marble Canyon and Hualapai (Bridge Canyon), have received serious consideration for the construction of dams and powerplants by various organizations. The Kanab Creek Hydroelectric Power Project has also been considered for development. This project would divert Colorado River flows downstream from Marble Canyon Dam into a conduit and penstock for delivery to the Kanab Creek Hydroelectric Powerplant located at the headwaters of Hualapai Reservoir. The following table gives the statistics of the three potential projects:



	<u>Marble Canyon</u>	<u>Kanab Creek</u>	<u>Hualapai</u>
Maximum Static Head, ft:	305	965	671
Installed Capacity, Mw	600	1,505	1,500
Average Annual Energy, kwh x 10 ⁶	2,308	6,570	5,362
Equivalent Thermal Generation, barrels of oil annually	3,460,000	9,850,000	8,040,000

The quantities of hydroelectric power that will be forfeited if the Marble Canyon, Kanab Creek, and Hualapai Projects are not constructed should be mentioned in the final environmental statement.

Measures to minimize any increase in bacteriological contamination of the Colorado River that may result from fecal pollution of tributary streams (p. II-11) should be considered in the final statement.

Henry W. Carter
Acting Director



United States Department of the Interior

NATIONAL PARK SERVICE
Glen Canyon National Recreation Area
Box 1507

Page, Arizona 86040

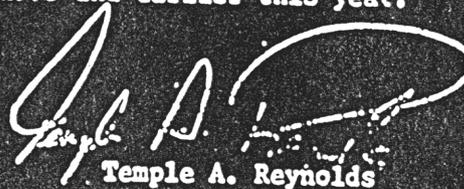
September 17, 1976

IN REPLY REFER TO:
D18
xL1417

Memorandum

To: Superintendent, Grand Canyon NP
From: Superintendent, Glen Canyon NRA
Subject: Grand Canyon Master Plan

We note here, and in the Draft Wilderness Management Plan of July 1976, that the Colorado River within Grand Canyon National Park is designated as Potential Wilderness Addition. We assume this would be only that portion of the river below high flow as controlled by Glen Canyon Dam. While most maps depicting the boundary of Grand Canyon National Park indicate a surface acreage deletion from Glen Canyon National Recreation Area (DSC 113/40,043 - 046,113/20,023), we are relieved to see this clarified on page 10 of the final Master Plan, paragraph three and illustrated in map DSC 113/40,041 (page 3). This conforms to our understanding of the boundary as set forth in our conversations during 1975 and earlier this year.



Temple A. Reynolds

cc: Mgr., DSC
Reg. Dir., RMR
Reg. Dir., WR ✓





United States Department of the Interior

NATIONAL PARK SERVICE
WESTERN ARCHEOLOGICAL CENTER
P.O. BOX 49008
TUCSON, ARIZONA 85717

IN REPLY REFER TO:

L7617
(WR)RWAC

August 12, 1976

Memorandum

To: Superintendent, Grand Canyon
From: Acting Chief, Western Archeological Center
Subject: Preliminary Wilderness proposals

We have reviewed the subject material and wish to offer the following comments:

We concur with the statement on page III-5 that wilderness stat³ will tend to provide an increased level of overall protection to cultural resources. We note; however, that wilderness designation does not afford cultural resources complete protection from vandalism and other adverse visitor impacts. Only a program of public education, surveillance, and enforcement of regulations when necessary can provide this.

We recommend that specific provision be made permitting archeological research in accordance with a Cultural Resources Management Plan, using methods and techniques that result in minimal intrusion or effects upon wilderness values.


Don P. Morris





DEPARTMENT OF TRANSPORTATION
UNITED STATES COAST GUARD

MAILING ADDRESS
COMMANDER (mcpss)
ELEVENTH COAST GUARD DISTRICT
UNION BANK BLDG.
400 OCEANGATE
LONG BEACH, CA. 90822

5922/13.03

21 OCT 1976

Mr. Merle E. Stitt
Superintendent
Grand Canyon National Park
Grand Canyon, Arizona 86023

Dear Mr. Stitt:

In response to your letter of 29 July 1976, the Preliminary Wilderness Proposal and related Draft Environmental Statement for Grand Canyon National Park have been reviewed by this office. The District Commander has no comments to submit. Thank you for the opportunity to review and comment on your proposal.

Sincerely,

A handwritten signature in cursive script, appearing to read "R. C. Hertica".

R. C. HERTICA
Captain, U. S. Coast Guard
Chief, Marine Safety Division
By direction of the District Commander

DEPARTMENT OF TRANSPORTATION
FEDERAL AVIATION ADMINISTRATION

WESTERN REGION
P O BOX 92007, WORLDWAY POSTAL CENTER
LOS ANGELES, CALIFORNIA 90009



September 8, 1976

Mr. Howard H. Chapman
Regional Director
Western Region
National Park Service
450 Golden Gate Avenue
P. O. Box 36063
San Francisco, CA 94102

Dear Mr. Chapman:

We have completed a review of your Draft Environmental Statement and Preliminary Wilderness Proposal for Grand Canyon National Park, Arizona.

Our findings indicate this proposal will not present any problem from an environmental viewpoint to any existing or presently planned FAA facilities.

We appreciate the courtesy extended in bringing this matter to our attention.

Sincerely,


W. BRUCE CHAMBERS
Regional Planning Officer



U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION
REGION NINE

Two Embarcadero Center, Suite 530
San Francisco, California 94111

NEVADA
HAWAII
GUAM
AMERICAN SAMOA

IN REPLY REFER TO

9ED

October 14, 1976

Mr. Merle E. Stitt
Superintendent
Grand Canyon National Park
P.O. Box 129
Grand Canyon, Arizona 86023

Dear Mr. Stitt:

We have reviewed the Draft Environmental Impact Statement (DES 76-28) for the proposed Wilderness Classifications in Grand Canyon National Park, Coconino County, Arizona, and have no specific comments to offer.

We appreciate this opportunity to review the subject Draft Statement.

Sincerely yours,

F. E. Hawley
F. E. Hawley
Regional Administrator



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION IX
100 CALIFORNIA STREET
SAN FRANCISCO, CALIFORNIA 94111

D-NPS-K61011-AZ.

SEP 17 1976

Superintendent
Grand Canyon National Park
P. O. Box 129
Grand Canyon National Park AZ 86023

Dear Superintendent:

The Environmental Protection Agency has received and reviewed the Draft Environmental Impact Statement for the proposed Wilderness Classification for Grand Canyon National Park, Grand Canyon, Arizona. EPA's comments on the draft statement have been classified as LO-1. The classification and date of EPA's comments will be published in the Federal Register, in accordance with our responsibility to inform the public of our views on proposed Federal Actions under Section 309 of the Clean Air Act. Our procedure is to categorize our comments on both the consequences of the proposed action and the adequacy of the Environmental Statement.

EPA appreciates the opportunity to comment on the draft of this environmental statement, and requests two copies of the final statement when available.

If you have any questions about our comments, please contact Patricia Sanderson Port, our EIS Coordinator. Ms. Port can be reached at (415) 556-3232.

Sincerely,

Paul De Falco, Jr.

Paul De Falco, Jr.
Regional Administrator

cc: Council for Environmental Quality
National Park Service
Regional Office
450 Golden Gate Avenue
Box 36063
San Francisco CA 94102

FEDERAL POWER COMMISSION
WASHINGTON, D.C. 20426

IN REPLY REFER TO:

OCT 1 1976

Honorable Thomas S. Kleppe
Secretary of the Interior
Washington, D.C. 20240

Dear Mr. Secretary:

This is in response to the letter of July 23, 1976, from the Regional Director, National Park Service, San Francisco, California, inviting comments of the Federal Power Commission on the preliminary wilderness proposal and the associated draft environmental statement for Grand Canyon National Park, Arizona.

As described in the reports of your Department, the areas proposed for wilderness designation consist of five units totaling 992,046 acres within the 1,211,104-acre Grand Canyon National Park. The proposal also recommends 120,965 acres within the park as potential wilderness additions to be added to the wilderness system at such time as the lands so qualify. The wilderness study is required by Public Law 93-620, the Grand Canyon National Park Enlargement Act, as amended.

The Commission staff has reviewed the wilderness proposal to determine its effects on matters affecting the Commission's responsibilities. Such responsibilities relate to the development of hydroelectric power and assurance of the reliability and adequacy of electric service under the Federal Power Act, and the construction and operation of natural gas pipeline facilities under the Natural Gas Act.

Establishment of the proposed wilderness would not affect the licensing responsibilities of the Federal Power Commission because Part I of the Federal Power Act excludes national parks from areas in which the Commission may issue licenses for hydroelectric power development. Furthermore, the Colorado



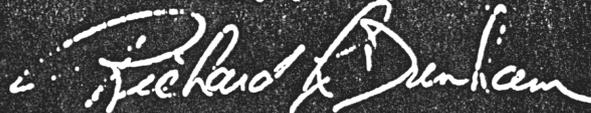
River Basin Project Act, Public Law 90-537, provides that Part I of the Federal Power Act shall not be applicable to the reaches of the main stream of the Colorado River between Hoover Dam and Glen Canyon Dam until and unless otherwise provided by the Congress. Public Law 93-620 retains this prohibition. The Colorado River corridor in the park, with an area of 17,009 acres including water surface, is proposed as potential wilderness addition.

The wilderness study indicates that the Bureau of Reclamation is currently working on a report identifying potential sites for power development in the area. The environmental statement notes that a number of sites on the Colorado River within the Grand Canyon have been surveyed for their hydroelectric power potential. It points out that should Congress decide that the national need for energy is greater than the national need for this national park to remain in a natural and unimpaired state, then the hydroelectric potential in the Grand Canyon could be utilized as an energy source.

The environmental statement notes that natural gas has not been drilled for within the park. It notes also that there are no geothermal resources present in Grand Canyon. According to Commission staff review, there are no natural gas pipeline facilities within the park area.

Based on its consideration of your Department's wilderness proposal for Grand Canyon National Park, the associated draft environmental statement, and the review by its own staff, the Commission concludes that the wilderness proposal would not affect any existing or potential electric power or natural gas facilities under the jurisdiction of the Federal Power Commission. It takes note of the observation in the draft environmental statement that the hydroelectric power potential in the Grand Canyon could be developed for energy needs should the Congress so decide.

Sincerely yours,



Richard L. Dunham
Chairman

**Congress of the United States
House of Representatives**

ALLAN T. HOWE, 2ND DISTRICT, UTAH

**COMMITTEES:
INTERIOR AND INSULAR AFFAIRS
PUBLIC WORKS AND TRANSPORTATION**

**WASHINGTON OFFICE:
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WASHINGTON, D.C. 20516
(202) 225-3011**

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2311 FEDERAL BUILDING
125 SOUTH STATE STREET
SALT LAKE CITY, UTAH 84111
(801) 524-8843**

**82 NORTH 100 EAST
THE FEDERAL BUILDING
CEDAR CITY, UTAH 84720
(801) 524-6080**

August 10, 1976

**Mr. Howard H. Chapman
Regional Director
United States Department of the Interior
National Park Service
Western Region
450 Golden Gate Avenue, Box 36063
San Francisco 94102**

Dear Mr. Chapman:

Thank you for sending me a copy of the preliminary wilderness study for Grand Canyon National Park as well as a draft environmental statement for this wilderness proposal.

I have reviewed the study and the draft environmental statement and find the proposal to be one which has substantial merit. It is extremely important to preserve this wonder of nature in the most undisturbed manner possible.

However, I am concerned that the existing grazing rights, as clarified under present park management policies and the Grand Canyon Enlargement Act of 1975, be affirmed under any wilderness designation and that the subjects of grazing and other multiple use concerns be fully addressed at all scheduled public hearings and subsequent policy meetings.

Sincerely,

**Allan T. Howe
MEMBER OF CONGRESS**

ATH:mcl



RAUL H. CASTRO
GOVERNOR

OFFICE OF THE GOVERNOR
STATE HOUSE
PHOENIX, ARIZONA 85007

IN REPLY
REFER TO

August 30, 1976

Hearings Officer
c/o Superintendent
Grand Canyon National Park
P. O. Box 129
Grand Canyon, Arizona 86023

Dear Sir:

This Office has reviewed the draft environmental statement and the preliminary wilderness proposal for a wilderness designation of land within the Grand Canyon National Park, published by the U. S. Department of Interior, July, 1976.

As Governor, I share with the citizens of our state the sense of privilege and obligation that the presence of the Grand Canyon within our boundaries imposes. We are, in a sense, stewards of a natural treasure that belongs to the world.

Two members of Arizona's Congressional Delegation, Senator Barry Goldwater and Representative Morris Udall, sponsored the federal legislation (P.L. 93-620) which mandated the current study of sections of the Grand Canyon for wilderness designation. Therefore, reviewing the proposal takes on added significance to us.

In general, the proposed wilderness designation appears to be compatible and complementary to the singular nature of the Grand Canyon. This Office would endorse the majority of the proposal, but excepts one proposed area which, in our opinion, should be relinquished to uses which may take precedence over wilderness. The area I refer to is the traditional Supai lands (see map), being reserved for the perpetual use of the Tribe. Although this area lies within the boundaries of the Grand Canyon Park, P.L. 93-620, mandating wilderness study, also mandates special use of this land by the Supai Indians. Plans and public hearings on the use proposals for this region are just getting underway. Final interpretation of uses by the Supai may be far into the future. In the meantime, I feel that the Tribe, the BIA and the Secretary of the Interior should be allowed to proceed in all fairness without intervening classifications of the lands involved.

Hearing Officer

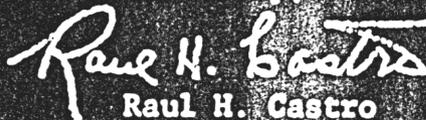
-2-

August 30, 1976

The proposal to make the River itself a wilderness increment is noted: such a designation would simply remove the use of powered engines on the river surface. I am advised that the National Parks is well underway on a scientific/social impact study to determine the ultimate designation for the River. Such a designation could be wilderness. This Office is not adverse to the idea of a wilderness Colorado River within the Canyon. The people could still boat the River, but the Colorado would be left in basic repose to run the canyons according to its natural ways.

I would like to congratulate the National Parks System for the careful work and research reflected by the publications we have read.

Sincerely,



Raul H. Castro
Governor

RHC:pbh

Enc.



THE UNIVERSITY OF ARIZONA

ARIZONA BUREAU OF MINES

OFFICE OF THE DIRECTOR
TUCSON, ARIZONA 85721

TEL. (602) 884-1943

September 16, 1976
B-151-WHD

MEMORANDUM

To: Arizona State Clearinghouse

From: Arizona Bureau of Mines
W. H. Dresher, Director

Re: State Clearinghouse Document Identifier Number 76-80-00-5
(Grand Canyon Draft Environmental Impact Statement and
Preliminary Wilderness Proposal - DES 76-28)

Our comments on the above referenced document are limited to those sections of Geology and Mineral Potential listed under part II, "Description of the Environment"; the "Mineral Resources Impact on Natural Resources" of part III; and Appendix D, "Geologic History of Grand Canyon".

Section C on Mineral Potential (pp. II-5 and II-6) leads one to believe a negative attitude is intended concerning the existence of mineral resources of the area. The first two sentences admit that metallic and nonmetallic deposits exist but little is known about the regional mineral potential. We would like to comment on several statements made in this section:

"Low tenor of ore bodies...has prevented significant mineral production from Grand Canyon...Copper mines... produced around turn of the century, before the owners discovered greater wealth in transporting tourists instead of copper ore on pack mules," (first paragraph, p. II-6).

Technology has advanced considerably since the turn of the century. So has world demands for mineral raw materials. Every year we are mining in more remote places, under more adverse conditions, and extracting lower-tenor ores. We don't know of too many mining companies today that use pack mules for ore transportation or tourism.

"No oil shale or coal-bearing strata are known to exist..."
(fourth paragraph, p. II-6)

Not known to exist because a thorough geologic evaluation has produced negative results or because National Park Service people could not find any published literature on the subject?

"Two wells (oil tests) have been drilled...Both wells were dry holes." (fourth paragraph, p. II-6)

Two dry holes do not make an oil field but neither does it indicate the absence of fossil fuels in a region. How many major fields were discovered with just two drill holes when until a few years ago nine out of ten wildcat wells drilled were dry holes? Northern Arizona is the source of the State's only oil and gas production.

"There are no geothermal resources..." (fourth paragraph, p. II-6)

Are geothermal resources merely theorized not to exist or are they known not to exist through detailed exploration?

"As outlined...potential for fuel and mineral resources... is low." (third paragraph, p. III-1)

The basis for this statement is an outline of mining and exploration history that is 20 to 80 years out of date.

"The low tenor (etc.)...prohibit economic withdrawal..."
(third paragraph, p. III-1)

Does this mean that the Department of the Interior will "prohibit economic withdrawal" on the basis of turn-of-the-century standards rather than by today's or tomorrow's standards?

The geologic history of Appendix D seems adequate for the purpose of this statement although it lacks any mention of economic geology and its relationship to rocks of different ages. The geologic description (sect. B, p. II-1, and II-4) references Appendix D as a summary of the area's geologic history. At least here it seems the National Park Service has withdrawn its attempt at presenting a short, concise geologic description in section B (P. II-1 and II-4) and in its place has substituted more of a traveler's guide.

Naturally, the Park Service wishes to place its arguments for the establishment of the area in as strong and positive a light as possible. This, however, does not absolve them of their responsibility to be factual and complete in their presentation.

In this regard, the potential for additional deposits of uranium, for example, similar to that at the Orphan mine (and of some importance to the solution of the nation's energy problems) was glossed over and the

~~State Valuation Report~~
September 15, 1976
Page Three

value of any such deposits at the realistically projected value of \$40 per pound of U_3O_8 as compared with the 1973-74 average price of \$6.50 per pound of U_3O_8 was ignored.

We urge the Park Service to be more rigorous in its treatment of the potential mineral-resources loss their action will effect, and if necessary to do the job adequately, to enlist the aid of those Federal agencies (e.g., U.S. Geological Survey and Bureau of Mines) possessing the required expertise that the Park Service obviously has not brought to bear on the problem.



ARIZONA DEPARTMENT OF TRANSPORTATION

HIGHWAYS DIVISION

206 South Seventeenth Avenue Phoenix, Arizona 85007

RAUL H. CASTRO
Governor

August 18, 1976

WILLIAM N. PRICE
State Engineer

WILL W. A. ORDWAY
Director

Mr. Merle E. Stitt
Superintendent
National Parks Service
Grand Canyon National Park
P.O. Box 129
Grand Canyon, Arizona 86023

RE: Grand Canyon National Park
Draft Environmental Statement
and Preliminary Wilderness
Preliminary Wilderness Proposal -
DES 76-28
State Identifier: 76-80-0045

Dear Mr. Stitt:

We have reviewed the Grand Canyon National Park Draft Environmental Statement and the Preliminary Wilderness Proposal for the Grand Canyon National Park area, submitted by the National Parks Service.

The proposals, as outlined, should cause no significant adverse impacts upon Arizona Department of Transportation projects underway or projected in the current Arizona Department of Transportation Five Year Transportation Construction Program.

We note on Page II-66, concerning Access and Circulation it is stated "numerous road proposals are under consideration by the Arizona Department of Highways which may affect the wilderness of Grand Canyon National Park". Six road construction projects are mentioned and the paragraph ends by stating that "priorities and funding have not been wholly committed on these projects at this time". It is also stated that "construction of any or all of the roads must be looked forward to as a possibility of the future".

We must point out the present Arizona Five Year Transportation Construction Plan has no provision for participation in these six road construction projects in the vicinity of Grand Canyon National Park and advanced planning for the next ten years of projects has no such provisions. It appears these projects would be on county roads, or off system roads, and reflect transportation system suggestions presented in the study by the Four Corners Regional Commission in 1968. We referred in depth to this study in our comments made to your office on July 12, 1974 in review of the Proposed Master Plan, Grand Canyon Complex and Master Plan (Preliminary Draft). We are attaching a copy of that letter with attachments to this letter of comment, since there have been no significant changes during this interim period. The Federally sponsored Four Corners



Mr. Merle E. Stitt

-2-

August 18, 1976

Regional Commission does propose a series of roadway which would tie together certain State and Interstate highways around the Grand Canyon Park area intended to improve circulation for tourists, the Indians, commerce and generally improve the economy of the area. This concept may be in opposition to the desires expressed in the wilderness classification proposal which hopes to limit traffic circulation near the park.

The only plan the ADOT has for construction in the vicinity of Grand Canyon National Park, during the next ten years, involves improving State Route 64 between Cameron and the east entrance to the Park. This will upgrade the existing highway to a 40 foot wide asphaltic concrete surface with some realignment, grade and drain as necessary.

The Arizona Department of Transportation has recently established a Transportation Planning Division which will, over the next few years, be developing a statewide transportation plan. The plans for Grand Canyon National Park will be taken into consideration during the study. Generally limited funding and priorities will then determine how this plan will be implemented.

We appreciate the opportunity to review and comment on this proposal.

Yours very truly,

WM. N. PRICE
State Engineer

James E. Durre

JAMES E. DURRE, Acting Manager
Environmental Planning Services

JED:ADG:bjw

Attachment

cc: Arizona Clearing House
ADOT Transportation Planning



ARIZONA DEPARTMENT OF TRANSPORTATION

N. Price
Assistant Director
State Engineer

HIGHWAYS DIVISION

July 12, 1974

Ms. Constance LaMonica
Arizona State Clearinghouse
Office of Economic Planning
and Development
1624 West Adams Street, Room 317
Phoenix, Az. 85007

Re: Proposed Master Plan,
Grand Canyon Complex and
Master Plan (Preliminary Draft)
State Identifier: 74-10-0065

Proposed Development Concept Plan
Grand Canyon Village-
Grand Canyon National Park and
Development Concept
State Identifier: 74-10-0065

Dear Ms. LaMonica:

The Environmental Planning Services of the Arizona Highways Division has reviewed the Proposed Master Plan for the Grand Canyon complex and the Proposed Development Concept Plan for Grand Canyon Village.

The proposals, as outlined, should cause no adverse impacts upon Arizona State Highway projects underway or projected in the Five Year Construction Program. Several projects are either underway or are programmed during the next five years; however, they involve improving and upgrading well established routes (SR 64, SR 64-US 180, US 89, and US 89A). Copies of pertinent sections of the Arizona Highways Division Five Year Construction Program approved for fiscal year 1974-75 and of the Arizona Highways Division project numbering reference are attached for information. Copies of our fiscal year 1973-74 Five Year Highway Construction Program are also attached to show the location of some of the projects; but as the current construction program indicates, most projects have slipped a year on the time table.

Consideration is being given to improving SR 67, between US 89A and the North Rim of Grand Canyon; however, the project has not been developed and has not been funded.

206 SOUTH SEVENTEENTH AVE 106

PHOENIX, ARIZONA 85007

HIGHWAYS • AERONAUTICS • MOTOR VEHICLE • PUBLIC TRANSIT • ADMINISTRATIVE SERVICES • TRANSPORTATION PLAN

The purpose of these projects is to bring these roads up to modern standards, and to provide safer and more pleasant driving experience for the ever increasing number of United States and foreign travelers visiting the Grand Canyon.

Under past agreement, the Arizona State Highway Department maintains highways only up to the Grand Canyon Park boundary lines and this should be considered if future plans call for enlarging the park to include portions of these existing highways.

It is noted on page 83 of the Draft Environmental Statement, Proposed Master Plan Grand Canyon Complex, Arizona: "Numerous road proposals are under consideration by the Arizona Department of Highways which may affect the planning for Grand Canyon complex. In essence, these proposals would result in the park being encircled by paved highways only a few miles away from its boundaries." The routes mentioned in this paragraph are the routes proposed during a 1968 study by the federally appointed Four Corners Regional Commission.

The Four Corners Regional Commission conducted a study of highway needs in the less developed areas of the states of Arizona, Colorado, New Mexico and Utah. They worked closely with state highway commissions and departments of the four states. The attached documents show the road projects selected and the proposed sponsoring agencies. The purpose of the study was to "plan a system of development of roads and highways which will tie into federal and state primary, secondary and interstate routes which are in existence or on the drawing boards. The roads will fill in the gaps through Indian reservations, public domain land, national forests and parklands - gaps which have hampered the flow of commerce between the states, contributed to the isolation of residents of rural areas and delayed economic development of the region."

The Commission stated when starting the study that "more detailed studies may be necessary to support the Commission's preliminary conclusions, but at the moment, we are in agreement that a rather extensive system of roads is necessary to:

- "1. Remove present impediments to full economic development on Indian-owned land within the numerous reservations in the region.
- "2. Encourage increased flow of commercial traffic between the states by building direct-route roads where few or none now exist, roads which in many cases also serve the next point.
- "3. Permit the tourist business to attain its full potential by construction of adequate loops to serve the large number of outstanding scenic and archaeological

Ms. Constance LaMonica

-3-

"attractions, a variety of recreation areas and Indian settlements."

The projects proposed in the Four Corners Regional Commission Study involving the Grand Canyon area are as follows:

1. Peach Springs-Pierce Ferry-Temple Bar.
2. From north of Tweep to Bunkerville and Mt. Turnbull to Littlefield.
3. Grand Canyon-Highway 67-State Route 89 to North Rim.
4. Cedar Ridge-west to Colorado River.
5. Page-Marble Canyon.
6. Arizona Highway 64-Lower Basin.
7. Kaibab Indian Reservation-Grand Canyon Park near Toroweap.
8. Peach Springs-Hilltop
9. Hilltop to Valle
10. Peach Springs to Diamond Creek.

Of these projects listed, only the road from Peach Springs to Hualapai Hilltop is funded and underway. It is being accomplished with 100 percent federal funding with the Bureau of Indian Affairs carrying on the coordination.

These roads were proposed to generally provide tourists better access to scenic areas, aid development of industries, tourist facilities and circulation which would improve the socio economic status of the Indian tribes located in this region. The attached annotated map shows the location of the routes mentioned above.

Funds available to the state and federal agencies will have a major bearing upon development of these selected routes. Increased traffic and development of out-of-park tourist facilities by commercial developers will also affect the priority and effort to improve these selected roads.

Thank you for the opportunity to review and comment upon your proposals for the Grand Canyon area.

Yours very truly,

Wm. N. Price
State Engineer

108

Mason G. Jones
MASON G. JONES

COMMENTS OF THE ARIZONA POWER AUTHORITY
ON PRELIMINARY WILDERNESS PROPOSAL
GRAND CANYON NATIONAL PARK

In 1975, the Arizona Environmental Planning Commission submitted its final report to the State Legislature and Governor of Arizona concerning a land use program for the state. Included in the report are policy statements of the Commission, among which appears the following:

"Coordinated governmental action should encourage the responsible development of the environmental and natural resources of the state."

The Planning Commission analyzed, as a part of its activities, the input from public hearings, questionnaire responses, and the testimony of public agencies and private use groups. The analysis produced a broad range of concerns relating to land use and the future of the state. One of the principal concerns growing out of their analysis is the necessity for a state land use program which will provide for the balanced use of the state's natural resources without unnecessary damage to the physical environment.

The Arizona Power Authority is a state agency which has been charged by law with the development of various hydroelectric resources, as well as other potential energy sources, in the State of Arizona. As such, the Authority is vitally concerned with any proposal which affects its ability to carry out the duties imposed upon it by the State Legislature. Wilderness proposals for the Grand Canyon National Park have an immediate and dramatic impact upon the Authority's responsibilities in the area of power and energy resources.

For many years, the State of Arizona has sought to develop the state's hydroelectric potential of the Colorado River. Indeed, Arizona's Enabling Act recognizes these resources, by withholding for future use, potential hydroelectric sites. Since 1956, under the direction of the Arizona Legislature and every Governor of Arizona in the intervening period prior to the passage of the Grand Canyon Enlargement Act, the Arizona Power Authority has been attempting to develop its potential hydroelectric power projects for the benefit of the State of Arizona. Among the projects which the Legislature has directed the Authority to develop, is the Hualapai (Bridge Canyon) Project.

The Hualapai Project would consist of a dam 390 feet high. The reservoir would be confined within the narrow gorge of the Colorado River. It would have a water surface approximating only four percent of the surface area of Lake Mead and its power plant would have a dependable capacity of at least 1,366,000 kw. Engineering studies updated to March, 1974, show that the Project could return net revenues of between \$25,000,000 and \$45,000,000 annually. These revenues could be used to assist the Hualapai Indians, to aid the development of water projects for the State of Arizona, and to help Arizona achieve a balance between water supply and demand.

The Hualapai Project offers great potential benefits not only to the State of Arizona, but also to the Hualapai Indian Tribe. The south portion of the dam and reservoir are located on the Hualapai Indian Reservation. The State of Arizona, represented by the Arizona Power Authority, has entered into an agreement with the Hualapai Tribe for the exclusive right to occupy and use tribal lands for the purpose of constructing, operating, and maintaining the Hualapai Project.

Electric energy generated at the Hualapai Project would reduce the amount of electric energy that would otherwise have to be generated at fossil fuel or nuclear plants. The use of a self-replenishable water resource to generate hydroelectric energy would conserve irreplaceable coal, gas and oil, and, through its pollution-free production of power, would minimize pollution of the atmosphere. It is estimated that the project would save 6,750,000 barrels of oil annually or 36,000,000,000 cubic feet of natural gas annually, which otherwise would have to be used to generate electricity.

Development in connection with the Hualapai Dam and Reservoir would greatly enhance the recreational resources of the State of Arizona. After completion of the dam, a fifty mile long blue lake well within the inner gorge of the canyon would offer a spectacular recreation experience for people who are physically or financially unable to run this section of the river in boats or rafts, while 190 miles of the turbulent, rushing waters of the Colorado River would be available for river runners.

The Arizona Power Authority, on several prior occasions, has submitted its objections to the proposed wilderness classification for the Grand Canyon National Park. A cursory examination of the Draft Environmental Statement shows that the Authority's objections and comments have gone unheeded. It is equally obvious that rather than approach the Authority's objections from an affirmative standpoint, the proposed wilderness classification has been purposely designed and worded so as to make it abundantly clear that any possible development of potential hydroelectric dam sites will be

foreclosed. Absolutely no effort has been expended to achieve any balance between environmental concerns and the electric energy needs of the State of Arizona and the Southwest.

As an example, consider the "Summary of Environmental Impact and Adverse Environmental Effects" which appears on page x of the Draft Statement. The Summary states in pertinent part:

"Wilderness designation may affect the development of potential dam sites within the Grand Canyon National Park by increased public recognition of wilderness values."

This statement, apart from being simply misleading, borders on prevarication. It is not the possibility of "increased public recognition of wilderness values" which wreaks havoc with the hydroelectric potential available to the Authority; what does affect the development of potential damsites is the purposefully designed and implemented recommendations which are contained in the proposal.

The Authority strenuously objects to the language which appears on page I-14, entitled "Repeal of Reclamation Provision, (Section 9(b) Public Law 93-620)." This proposal recommends that Section 9(b) be removed from the Grand Canyon National Park Enlargement Act simultaneously with legislation designating wilderness areas. After a long and difficult struggle, the Authority, through its joint efforts with the Hualapai Indians and other interested entities, succeeded in convincing Congress that the Grand Canyon National Park Enlargement Act should contain a provision which would authorize the Secretary of the Interior to permit areas formerly within Lake Mead Recreation Area to be developed and maintained as reclamation projects to meet the energy needs of the Southwest. Section 9(b) of Public Law 93-620 thus became a part of the park enlargement act.

To suggest now that the Congressional wisdom of preserving the availability of such areas for development of energy projects should be overturned and voided is to challenge the very foundation of the American legislative process. If Congress saw fit in 1975 to retain the availability of these areas for energy-producing purposes, why does the National Park Service and the Department of the Interior now have the temerity to challenge the wisdom of such legislative action?

The Draft Statement points out that existing federal law already precludes construction of hydroelectric dams in the Grand Canyon without specific consent of Congress (page III-2). The Authority recognizes this restraint, but only to the extent of the legislative intent as expressed in connection with previous enactments relating to this stretch of the Colorado River, specifically the Colorado River Basin Project Act.

It is obvious that the Congressional intent, at the time of the passage of the Grand Canyon National Park Enlargement Act, included the recognition that certain areas within the Lake Mead Recreation Area "may be necessary for the development and maintenance" of reclamation projects to meet energy needs. Certainly, if the Authority were to introduce a proposal to allow development and construction of the Hualapai Dam under existing legislation which recognizes Congressional intent to preserve the energy potential of these areas, the Authority's chances of success would be vastly superior than they would if Congress were to remove such reservation of rights. It goes without saying that specific legislation removing the reservation of rights would be an expression of Congressional intent that the availability of such areas for hydroelectric development was no longer important.

The removal and repeal of Section 9(b) of Public Law 93-620 would be the last battle in a long and apparently successful war on the part of environmentalists and their supporters to destroy totally, the hydroelectric potential which previous Congresses have protected and recognized.

Congressional approval for development of dam sites in the enlarged Grand Canyon National Park area would be at the present time very difficult but at least such approval could be sought with Congressional recognition of the value and potential of these areas having been preserved; if through amendment such Congressional recognition were removed and the area placed in a wilderness status, Congressional approval for development of such sites would be almost unthinkable. The Draft Statement itself states at page III-2: "Wilderness areas would therefore presumably be used for reclamation purposes only in cases where the agency could show that no feasible alternative is available ***." In other words, the only way a hydroelectric facility could be developed in the wilderness areas would be on a last resort basis which certainly was never the Congressional intent at the time of the passage of the Grand Canyon Enlargement Act of 1975.

What the Draft Environmental Statement therefore recommends is that Arizona's valuable and vital sources of hydroelectric energy be barricaded and barred from any possible use until the last remaining energy alternative of every kind and description has been exhausted before the wilderness area could be invaded for electric energy producing purposes.

To construct the Hualapai Project, Arizona and the Hualapai Tribe must first receive the approval of the United States Congress and must also comply with the National Environmental Policy Act. The Project would be subject to, and operated under, the jurisdiction of the Federal Power Commission. The socio-economic and environmental values of the affected reach of the Colorado River would be adequately protected under such circumstances, and there is no justification for including the dam site, reservoir areas and land needed for appurtenant structures within any wilderness proposal.

The Arizona Power Authority therefore insists that protective language be included in any wilderness recommendations in order to preserve, for future development, in accordance with the Arizona Power Authority Act and the State Water and Power Plan, Arizona's great natural hydroelectric resources on the Colorado River.

Dated: 9/16/76

Lester S. Ormsby
Lester. S. Ormsby
Administrator, Arizona Power Authority



RAUL M. CASTRO
GOVERNOR

Arizona
State Land Department

1624 WEST ADAMS
PHOENIX, ARIZONA 85007
602 - 271-4634



OFFICE OF
STATE LAND COMMISSIONER

September 20, 1976

Mr. Merle Stitt, Superintendent
GRAND CANYON NATIONAL PARK
Box 1290
Grand Canyon, Arizona 85023

Re: 76-80-0045

Dear Mr. Stitt:

The Natural Resource Conservation Division of the State Land Department has reviewed the two draft statements relating to a proposed wilderness designation within Grand Canyon National Park.

The Department has also read PL 93-620, the congressional mandate for a wilderness study. We have noted the sections within the legislation which designate Supai Traditional Lands and which request a special Department of Interior study of Tuckup Point, Jensen Tanks and Slide Mountain for their possible withdrawal from the Park system.

As you are aware, the State Land Department is in the process of developing a proposed comprehensive land exchange with the National Park Service. This exchange includes all state trust inholdings within the boundaries of the Grand Canyon National Park.

The Land Department does not see any detriments to Arizona in the adoption of this published proposal for a wilderness complex within the boundaries of the Grand Canyon.

Your environmental impact statement and your preliminary wilderness proposal both reflect careful work. Thank you for the opportunity you have given us to review them.

Sincerely,

Andrew L. Bettwy
State Land Commissioner

By: Peggy Spaw
Natural Resource Conservation Division

ALB:PS:fmr

115

cc: Clearinghouse

Dorothy H. Hall, STATE HISTORIC PRESERVATION OFFICER
STATE AND NATIONAL REGISTER OF HISTORIC PLACES

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Western Regional Office	
AUG 30 1976	
Regional Director	
Dep. Regional Dir.	
Exec. Assistant	
Administration	
Operations	
Public Affairs	
Planning	
Records Management	
Training	
Public Inquiries	
Public Affairs	
Regional Approval	
Action Taken	

August 27, 1976

Howard H. Chapman
United States Department of the Interior
National Park Service
Western Region
450 Golden Gate Avenue, Box 36063
San Francisco, California 94102

Dear Mr. Chapman:

I have reviewed the Draft Environmental Statement, Proposal Wilderness Classification for Grand Canyon National Park, Arizona.

The proposed wilderness classification will have no adverse effect on the cultural resources within the proposed wilderness. Discussions under "Description of the Environment, Cultural Resources" indicate that the National Park Service is in compliance with the National Environmental Act Sec. 101 (b) (4), the National Historic Preservation Act Sec. 106, and Executive Order 11593.

Sincerely,

Dorothy H. Hall

Dorothy H. Hall
State Historic
Preservation Officer

DHH:pw

RECEIVED
AUG 30 1976

ARIZONA
A. E.
RKS

STADANS STREET
X ARIZONA 85007
ON 602 271-4174

RAUL H. CASTRO
GOVERNOR

DOROTHY H. HALL
HISTORIC SITES
PRES. NATIONAL OFFICER

RJORIE H. WILSON
HISTORIAN

ME W. GARRISON
HISTORICAL HISTORIAN

el J. Parnes
Director

WA ACE VEGORS
DEPUTY DIRECTOR

ARIZONA

OFFICE
OF THE
GOVERNOR
L. H. CASTRO

OFFICE OF
ECONOMIC PLANNING AND DEVELOPMENT

1700 West Washington • Executive Tower • Room 505 • Phoenix, Arizona 85007

October 4, 1976

Mr. Merle Stitt, Superintendent
Grand Canyon National Park
Box 1290
Grand Canyon, Arizona 85023

Dear Mr. Stitt:

At the request of the Governor, the Office of Economic Planning and Development staff has reviewed the two draft statements relating to a proposed wilderness designation within the Grand Canyon National Park. Also, a review has been completed of Public Law 93-620, the Congressional mandate for a wilderness study.

The Grand Canyon Park Enlargement Act and the proposal reflect a necessary attempt to consolidate management of these areas under one jurisdiction. The proposal for a wilderness complex within the boundaries of the Grand Canyon National Park connotes a goal to further protect the ecological stability and integrity of the cultural resources of the Grand Canyon.

Generally, the objectives of the proposal look to meet the interests of the people of Arizona; however, a few issues of concern have been brought to my attention. Specifically, the issues have been addressed at public hearings and in review comments submitted to the State Clearinghouse.

Attention has been particularly focused by some to the language of section 9 (b) Public Law 93-620 which calls for the repeal of the reclamation provisions. The issue relates specifically to the building of Hualapai Dam and generally to all future hydroelectric dam sites on the Colorado River. It raises a policy question which must be examined regarding the balanced use of the state's natural resources in relation to future electrical energy demands. This policy will eventually be clarified, but this implication of resource management should not be ignored at this time.

Another issue, as you have addressed in the impact statement, relates to the economic impact of private interest groups and people. For example, the Hualapai tribe contends that

Mr. Merle Stitt
October 4, 1976
Page 2

the dam is the only economic development prospect available to them. Consideration should be given to these issues and means should be explored to minimize the impact on the well being of the groups concerned.

The staff of the Office of Economic Planning and Development will continue to apprise the Governor on the Wilderness proposal development and will further explore the impacts mentioned above.

Also, the comments of other state agencies will be formally submitted to you through the Arizona State Clearinghouse which is currently coordinating the formal review of the proposal for the State of Arizona.

Thank you for the opportunity to comment on the planning process of one of Arizona's most outstanding resources.

Sincerely,



Brent W. Brown
Executive Director

Mr. Wesley E. Steiner, Eng.
State Water Commission
222 N. Central Ave., Suite 8
Phoenix, Arizona 85004

State Application Identifier (SAI)

August 10, 1976 State Az. Number 76-80-

cc: Mrs. Jo Youngblood

This project is referred to you for review and comment. Please evaluate as to:

- (1) the program's effect upon the plans and programs of your agency
- (2) the importance of its contribution to State and/or statewide goals and objectives
- (3) its accord with any applicable law, order or regulation with which you are familiar
- (4) additional considerations

Economic Sec.	Arid Lands Studie
Indian Affairs	Environmental Sci
Game & Fish	SW Minerals Div
Mineral Res.	Archaeological &
Highway	Museum of No. Ar
Health	Land
Power	Az. Mining Ass'n
Water	OEPAD
Parks	Att'y General - Ag
AORCC	Region III
Bureau of Mines	Region IV
Agri. & Hort.	

Return this form to the clearinghouse no later than 15 working days from the date noted above. Please contact the clearinghouse if you need information or additional time for review.

- No comment on this project
 Proposal is supported as written
 Comments as indicated below

Comments: (Use additional sheets if necessary)

We object to the proposal that Section 9(b) P. L. 93-620 be removed by amendment. This section permits the utilization of areas formerly within the Lake Mead National Recreation Area for the development and maintenance of a Government reclamation project. The purpose of deletion of this section is to add an additional obstacle to the construction of Bridge Canyon Dam. The dam cannot be built without the approval of Congress under existing law. No additional controls or obstacles are justified.

Author's Signature

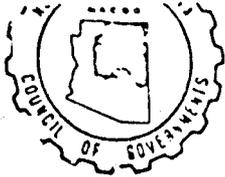
Wesley E. Steiner

Date

9/12/76

Telephone

257-7521



Northern Arizona Council of Governments

P.O. BOX 57 • FLAGSTAFF, AZ - 86001 • (602) 774-1895

WILLIAM C. WADE
EXECUTIVE DIRECTOR

Regional A-95 Review

TO: Mrs. Jo Youngblood
State Clearinghouse
1645 W. Jefferson, Suite 428
Phoenix, AZ 85007

RE: Project: National Park Service, Grand Canyon National Park
Grand Canyon National Park Draft Env. Statement, Wilderness Proposal
S.A.I. #: 76-80-0045

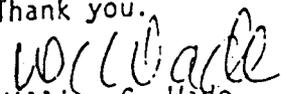
The Northern Arizona Council of Governments (NACOG) has completed its A-95 Review and Comment upon the above project. Action taken on this project notification is as follows:

- Proposal supported as described on the AZ-189 and any attachments.
- Proposal is supported with certain recommendations, provisions, etc.
- Proposal is not supported.

Please be aware that NACOG reserves the prerogative of making additional comments should new information become available to the Agency.

The Northern Arizona Council of Governments has appreciated this opportunity to review and comment on this project.

Thank you.


William C. Wade
Executive Director

Date: Aug. 30, 1976

SPARKS & SILER, P. C.
ATTORNEYS AT LAW

JOE P. SPARKS
E. DENNIS SILER

4234 WINFIELD SCOTT PLAZA
SCOTTSDALE, ARIZONA 85251
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TELEPHONE (602) 488-3570

PLEASE DIRECT REPLY TO
SCOTTSDALE OFFICE

September 24, 1976

Hearing Officer
& Superintendent, Grand Canyon National Park
P.O. Box 129
Grand Canyon, Arizona 86023

Re: Grand Canyon National Park
Wilderness Proposal
Havasupai Tribe

Dear Sir:

Thank you for your opportunity to comment on the Preliminary Wilderness Proposal dated July, 1976 and the Draft Environmental Statement for the Proposed Wilderness Classification DES 76-28 for the Grand Canyon National Park in Arizona.

Generally, the Havasupai Tribe is sympathetic and endorses wilderness proposals for areas within the Grand Canyon National Park. The Tribe however, must object at this time to the classification of any lands which are contiguous to the Havasupai Reservation, including Unit #5 of the recommended wilderness area and the Havasupai Use Lands, as "wilderness", until such time as the Havasupai Land Use Plan has been approved by the Secretary of the Interior and lodged with Congress for a period of ninety days.

The reason for such objection is that certain land use activities may be consistent with "park uses and values," as set forth in the P.L. 93-620 as the standard to be observed, but inconsistent with "wilderness uses and values" in contiguous lands administered by the National Park Service.

As you are aware, the legislation enlarging the Grand Canyon National Park sets out those uses which are permissible within the land confirmed in trust to the Havasupai Tribe and the Havasupai Use Lands within the Grand Canyon National Park. Since "wilderness" is recognized in the Wilderness Act as an area "where the earth and the community of life are untrammelled by man, where man himself is a visitor who does not remain", certain uses within the Havasupai Use Lands and the Havasupai Reservation may be inconsistent or detract from "wilderness uses and values" but may not be inconsistent or detract from "park uses and values" as set forth in the legislation.

In addition, certain improvements have been made in the Havasupai Use Lands over many generations at a number of springs. These include the construction of simple catchment basins for greater retention of water and metal pipes to improve water flow to the catchments. The Tribe may wish to locate other catchment basins at springs within the Havasupai Use Lands. The Tribe feels that the water offered by these springs will be beneficial to both the wildlife and the domestic livestock which use this area.

Under certain interpretations of the Wilderness Act and Guidelines adopted by the National Park Service, such catchments would be permissible, however specific provisions may be required in legislative inclusion of such wilderness areas in the Park to insure that such improvements could be made.

In conclusion, the Tribe would be willing to review its objections to the classification as "wilderness" of Unit #5, and the Havasupai Use Lands within the Grand Canyon National Park, subsequent to the time when implementation of the Havasupai Land Use Plan is permissible pursuant to the terms of P.L. 93-620.

The Tribe does support wilderness status for the Colorado River as an entity for its entire length within the Grand Canyon National Park. More particularly, it would support such status and a ban on motorized river traffic between the Colorado River at Royal Arch Creek and 164 Mile Rapids. This is substantially synonymous with the northern boundary of the Havasupai Use Lands within the Grand Canyon National Park.

On behalf of the Tribe, we would like to offer several suggestions concerning statements made in the Preliminary Wilderness Proposal of July, 1976 and the Draft Environmental Statement for the Proposed Wilderness Classification DES 76-28 as follows:

PRELIMINARY WILDERNESS PROPOSAL JULY, 1976

1. Page 23, Havasupai Traditional Use Lands - The quote setting forth the description of the Havasupai Traditional Use Lands is quoted improperly. It fails to reveal that a portion of the legislative authorization has been omitted. That portion reads "... on the Grand Canyon National Park boundary map describing section 3 of this Act, and consisting of approximately 95,300 acres of land, for grazing and other traditional purposes."

2. Page 23. The Havasupai Tribe does not agree that "This legislation appears to preclude man-made developments that would intrude on the natural landscape or that would be contrary to wilderness designation," in the event that such interpretation is construed to prohibit the minor improvement of springs within the Havasupai Use Land. As you know, these springs are reliable sources of year-round water and were a significant consideration by the Congress of the United States on allowing livestock of the Havasupai access to this area.

3. Page 23. Page 23 makes reference to a "...study currently being headed by the Bureau of Indian Affairs, together with the Havasupai Tribe and the National Park Service." The Havasupai Tribe is unfamiliar with that study and to its knowledge no such study is currently being conducted.

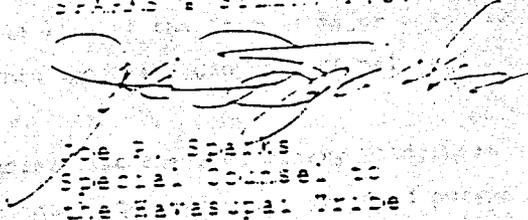
The Tribe is aware of a study to which the Tribe made formal objection to Mr. Merle E. Stitt, Superintendent, Grand Canyon National Park, Grand Canyon, Arizona on April 26, 1976 being conducted by Dr. Uler. That study purported to be a study of the Havasupai use of the Traditional Use Lands. In that letter, the Tribe objected to the study being conducted and did not participate in any significant manner in the study. In addition, the Tribe formally objects to the contents of such study and specifically objects to the fact that certain religious and archeological sites were set forth on computer maps which makes it possible for persons other than the Park Service and Havasupai Tribe to locate such sites as a matter of elementary interpretation.

4. Page 24. Page 24 states in part that "Grazing has traditionally occurred on this acreage without the intrusion of the works of man such as water tanks, roads, etc." Although the Tribe has not, nor does it intend to serve grazing purposes in the area by roads, it does desire to maintain existing water catchments at springs and perhaps make minor improvements at others. In this clarification it is accurate to state, "It is likely that this use will continue in this traditional manner."

5. Page 26 - Unresolved Issues - "The Havasupai Use area designation as potential wilderness addition is dependent on the outcome of Havasupai Traditional Use Study. This is inconsistent with the fact that no such study is being conducted nor does the legislation call for such a study. Please see Paragraph 3 above."

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... to the ... of the ... and ...

SPARKS & SILLER, P.C.



J. S. Sparks
Special Counsel to
the Navajo Tribe

196 221

cc: Mr. Marie Selles
Superintendent, Grand Canyon National Park
P.O. Box 117
Grand Canyon, Arizona

Mr. Thomas S. Pioppe
Department of the Interior
Interior Building
Washington, D.C. 20540

Mr. John Amthor, Jr.
Area Director
Bureau of Indian Affairs
P.O. Box 100
Tucson, Arizona 85711

Navajo Tribe of Indians
Clark Cook, Chairman
P.O. Box 10
Spartan, Arizona 85435

Commissioner of Indian Affairs
Morris Thompson
Department of the Interior
Interior Building
Washington, D.C. 20540

STATEMENT OF HUALAPAI TRIBAL COUNCIL REPRESENTATIVE
AT PUBLIC HEARING, PHOENIX, ARIZONA
AUGUST 27, 1976
REGARDING PRELIMINARY WILDERNESS PROPOSAL
GRAND CANYON NATIONAL PARK

My name is Earl Havatone and I am Chairman of the Hualapai Tribe. I appear here today because my people in the State of Arizona have to once again fight attempted infringements upon their reservation and the possible loss of the Tribe's major resource if the wilderness area within the Grand Canyon National Park is developed as proposed.

It is my understanding that the Preliminary Wilderness Proposal and Draft Environmental Statement were prepared pursuant to Public Law 93-620, Act of January 3, 1975. (88 Stat. 289, 16 U.S.C. 228)

As we understand it, Public Law 93-620 was created to further protect the outstanding scenic, natural and scientific values of the Grand Canyon, and we have no argument about this purpose. We do rise up to oppose the attempt to not only take away from the Hualapai Tribe a portion of its reservation, but also the request of the National Park Service to amend the reclamation provision, Section 9(b) of Public Law 93-620, which was the safeguard that the Hualapai Tribe fought to have included in the Act enlarging the Grand Canyon National Park when said Act was being considered by the Committees of Congress. The repeal of this provision would make it impossible for the building of Hualapai Dam, and would take away from the Tribe and the State of Arizona a much needed source of clean energy.

The Enlargement of the Grand Canyon National Park Act itself and the legislative history of the Act clearly show that Congress did not intend to affect the Hualapai land or resources within our reservation unless our Tribal Council approved such taking. Section 5 of the Act provides as follows:

"Notwithstanding any other provision of this Act

(1) land or interest in land owned by the State of Arizona or any political subdivision thereof may be acquired by the Secretary under this Act only by donation or by exchange and (2) no land or interest in land, which is held in trust for any Indian tribe or nation, may be transferred to the United States under this Act or for purposes of this Act except after approval by the governing body of the respective Indian tribe or nation."

We feel it is nothing but an attempt on the part of the National Park Service to soft-soap the Hualapai Tribe when it states in the Preliminary Wilderness Proposal:

"The National Park Service will cooperate with the Hualapai Tribe on the south side of the river to preclude undesirable development."

These are fine words, but what do they mean when they turn right around in the same Wilderness Proposal and attempt to include in the wilderness area that portion of the Hualapai Reservation that extends, under the Executive Order establishing the Reservation, to the Colorado River? The Preliminary Wilderness Proposal states, and I quote:

"The Colorado riverbed addition includes the Colorado river to the south shore high-water level between river miles 164.8 (Tuckpa Canyon) and mile 273.71 (Grand Wash Cliffs)."

and

"from mile 277 at the Grand Wash Cliffs extending to the mouth of the Paria River, the high-water line of the Colorado River will be the boundary. . ."

We violently oppose any such description of the high-water line as being the boundary of the Grand Canyon National Park within the boundaries of the Hualapai Reservation, for in

spite of the fact that the Superintendent of the Grand Canyon National Park has tried to maintain that the boundary on the map filed with the Grand Canyon Enlargement Act showed the high-water mark of the Colorado River as the boundary of the Hualapai Reservation, the legislative history and written statements from Senator Goldwater and the Solicitor of the Department of Interior establish that the boundary of the Hualapai Reservation was not changed by the Grand Canyon Enlargement Act, and Section 5 of the Act, as stated above, reaffirms that there could be no taking of our land except after approval by our Tribal Council.

On page 9 of the Wilderness Proposal it is stated that the Bureau of Reclamation is currently working on a report identifying potential sites for power development. However, it further states that reclamation projects are not contemplated on lands formerly within the Lake Mead National Recreational Area. This is not true, for there is now pending in the Congress of the United States a bill requesting the authorization of Congress for the Federal Power Commission to issue a permit for the building of Hualapai Dam. For years our Tribe has had a contract with the Arizona Power Authority to build Hualapai Dam and the building of this dam would enable the Hualapai Tribe to become economically independent and would furnish employment, not only to Hualapai tribal members, but to hundreds of other persons in the State of Arizona. With the establishment of Hualapai Dam our people would construct and operate recreational facilities on the south shore of the Colorado River. For over 30 years we have encouraged the development of Hualapai Dam because we recognize it as our only real source of economic^{development} and full tribal employment and at the same time recognize the need for this clean energy that would be produced, the energy which is so badly needed in our state.

The Hualapai Dam Project will offer great potential benefit,

not only to the Hualapai Tribe but to the State of Arizona. The south side of the dam and reservoir will be located on the Reservation. The State of Arizona, represented by the Arizona Power Authority, has entered into an agreement with the Hualapai Tribe for the exclusive right to occupy and use tribal lands for the purpose of constructing, operating and maintaining the Hualapai Dam Project. The project as presently planned would be a joint venture of the Hualapai Tribe and the State of Arizona. The Authority has agreed to market the power and energy of the Project for the mutual and equal benefit of the Authority and the Tribe.

Electric energy generated at the Hualapai Dam Project would reduce the amount of electric energy that would otherwise have to be generated by fossil fuel or nuclear plants. The use of a self-replenishing water resource to generate hydroelectric energy would conserve irreplaceable coal, gas and oil, and through its pollution-free production of power would minimize pollution of the atmosphere. It is estimated that over 6,000,000 barrels of oil a year would be saved through the operation of the Hualapai Dam Project.

We feel that this Wilderness Proposal is not written in the spirit that was intended by Congress in the 1964 Wilderness Act, nor in the enactment of the Grand Canyon National Park Enlargement Act, and it is obvious to our tribe that one of the main purposes of this Wilderness Proposal is to try and eliminate for all time the possibility of Hualapai Dam being built. This is reflected on page 26 of the Preliminary Wilderness Proposal of July 1976 where it calls for repeal of Reclamation Provision, Section 9(b) of Public Law 93-620. This section of the Enlargement Act authorizes the Secretary of the Interior to permit the utilization of those areas formerly within the Lake Mead National Recreational Area which may be necessary for the development and maintenance of a government reclamation project. Our tribal

representatives fought hard and long to have Section 9 made a part of the Grand Canyon Enlargement Act which would preserve existing reclamation provisions and make the building of Hualapai Dam possible.

We believe development of the Hualapai hydroelectric dam threatens neither the esthetic nor the ecological integrity of the area. It is obvious that designating the dam site in a wilderness area would jeopardize public support of the project.

Also in your Draft Environmental Statement on page II-56 where you talk about the Hualapai Indian Reservation, you admit in the Environmental Statement that "although development of the dam is precluded without specific act of Congress, wilderness designation would impose an added restraint to the dam". Also, in this same section of the Environmental Statement you again refer to the fact, and I quote. "The Hualapai also consider their northern boundary to be in the middle of the Colorado River rather than on the south shore." As I mentioned earlier in this statement, there has been a Solicitor's opinion on this issue of our northern boundary which opinion was issued from the office of the Solicitor of the Department of the Interior in a letter to Senator Goldwater dated October 23, 1975.

We are not in a position to favor or oppose the entire wilderness concept, but we are opposed to those parts of the Proposal that would make it more difficult for us to proceed with the development of our lands and resources, particularly with the development of the Hualapai hydroelectric dam project in Bridge Canyon.

We are not here opposing the making of the Grand Canyon National Park a wilderness area in certain respects, but we do insist that the necessary changes be made in the Wilderness Proposal and Draft Environmental Statement so that our reservation boundary

remain inviolate and so as to allow us to use our natural resources,
not only for our benefit but for the benefit of the State of
Arizona.

Respectfully submitted,

HUALAPAI TRIBE

By Carl Navatone

As the nation's principal conservation agency, the Department of the Interior has basic responsibilities to protect and conserve our land and water, energy and minerals, fish and wildlife, parks and recreation areas, and to ensure the wise use of all these resources. The department also has major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

Publication services were provided by the graphics and editorial staffs of the Denver Service Center.