

preliminary wilderness proposal  
july 1976

GRAND CANYON

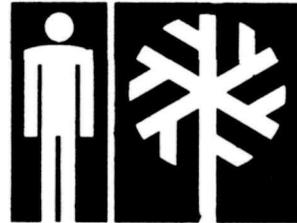


NATIONAL PARK / ARIZONA

This report was prepared pursuant to Public Law 88-577 of September 3, 1964 (the Wilderness Act). Publication of the findings and recommendations herein should not be construed as representing either the approval or disapproval of the Secretary of the Interior. The purpose of this report is to provide information and alternatives for further consideration by the National Park Service, the Secretary of the Interior, and other Federal agencies.

United States Department of the Interior / National Park Service

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
<b>Total</b>	<b>1,131,508</b>		<b>992,046</b>	<b>120,965</b>

### 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.

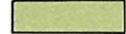
Special consideration of problems particular to each of the geographic areas is necessary for clarity. Therefore, the unit will be described by physiographic regions.

### **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

**LEGEND**

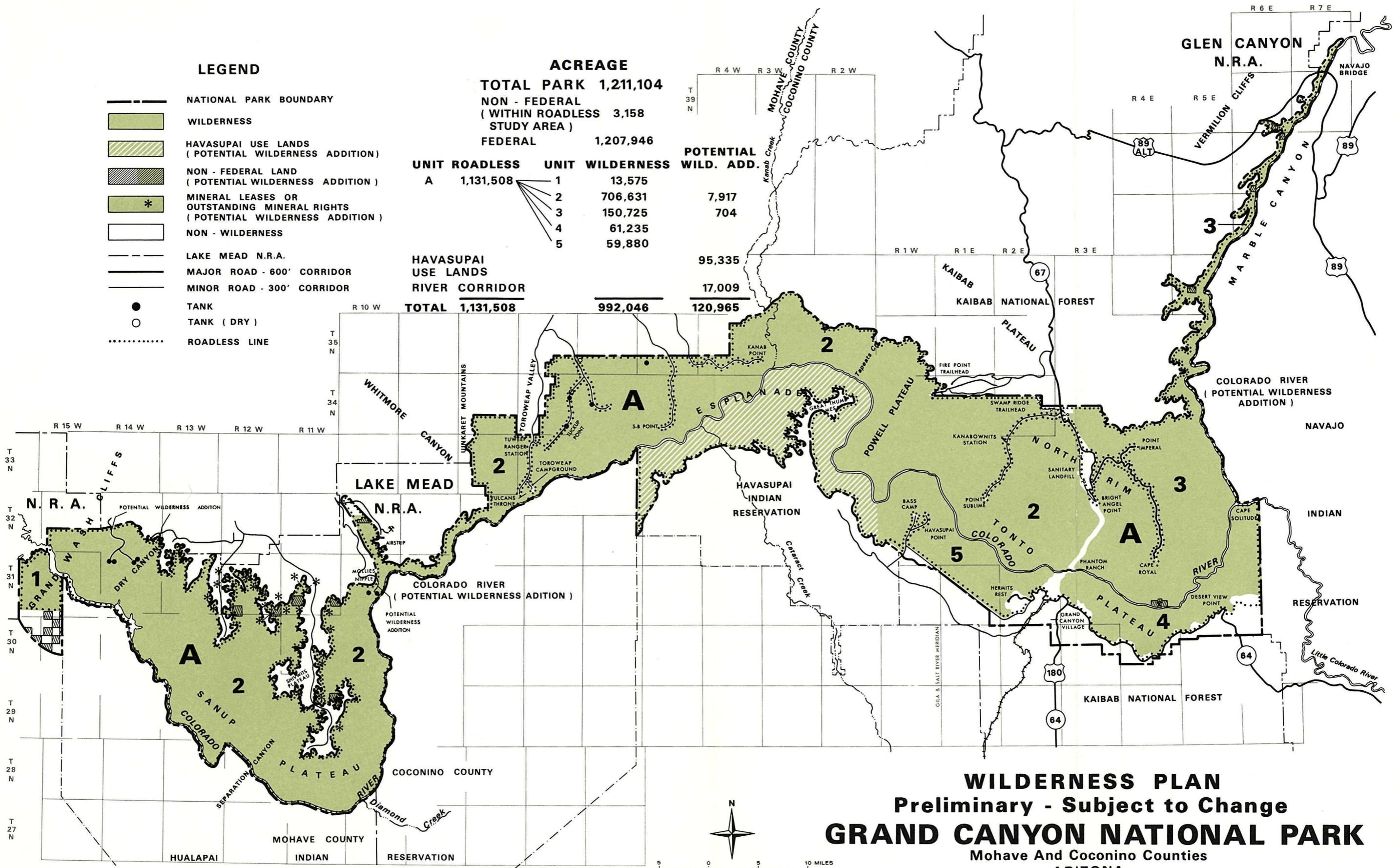
-  NATIONAL PARK BOUNDARY
-  WILDERNESS
-  HAVASUPAI USE LANDS  
( POTENTIAL WILDERNESS ADDITION )
-  NON - FEDERAL LAND  
( POTENTIAL WILDERNESS ADDITION )
-  MINERAL LEASES OR  
OUTSTANDING MINERAL RIGHTS  
( POTENTIAL WILDERNESS ADDITION )
-  NON - WILDERNESS
-  LAKE MEAD N.R.A.
-  MAJOR ROAD - 600'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

**ACREAGE**

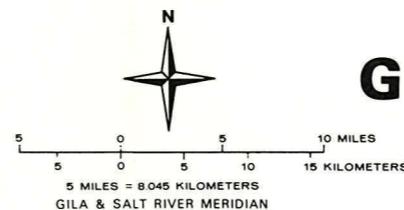
TOTAL PARK 1,211,104  
 NON - FEDERAL  
 ( WITHIN ROADLESS 3,158  
 STUDY AREA )  
 FEDERAL 1,207,946

UNIT ROADLESS	UNIT WILDERNESS	POTENTIAL WILD. ADD.
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**



**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 untrammled 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.

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, and 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.

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