

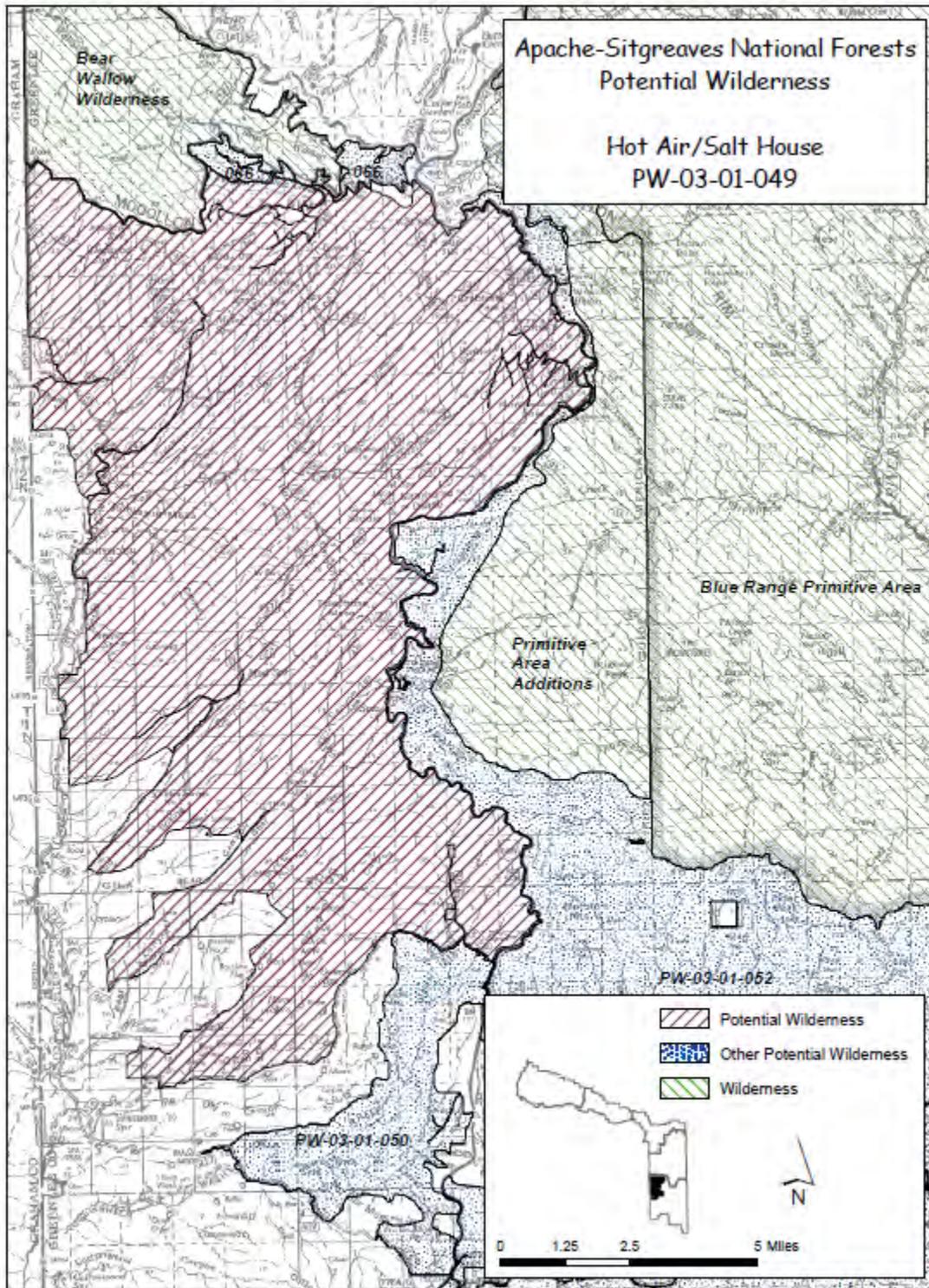
Apache-Sitgreaves National Forests Wilderness Evaluation Report

Hot Air/Salt House Potential Wilderness
PW-03-01-049

October 2012

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Introduction

As part of the Forest Plan Revision process for the Apache-Sitgreaves National Forests (Apache-Sitgreaves NFs), the Forest Service has prepared this Wilderness Evaluation Report for the Hot Air/Salt House potential wilderness.

Purpose

The Forest Service must evaluate all lands possessing wilderness characteristics for potential wilderness during plan revision. Completion of a potential wilderness inventory and evaluation is an essential step in the plan revision process. Wilderness is one of many special area designations the Forest Service considers during plan revision; it is one of three mandatory special area evaluations. If an area is recommended for wilderness designation, then the revised plan would contain desired conditions, objectives, guidelines, and/or standards that would protect its wilderness characteristics.

The Process

The wilderness evaluation process began with an inventory of potential wilderness, which includes areas of federal land over 5,000 contiguous acres and other areas that meet the criteria in FSH 1909.12, Chapter 70, Section 71, and then determined if those areas meet the definition of wilderness. Once a list of potential wilderness areas was created, each area was evaluated for capability, availability, and need. These evaluation factors are described in the introduction to each evaluation step and in Appendix A. This report summarizes the wilderness capability, availability, and need evaluations based on the best available information. This report also presents the potential effects of a wilderness or nonwilderness recommendation.

The Apache-Sitgreaves NFs will use this report to determine whether or not to make a preliminary administrative recommendation for wilderness designation for the Hot Air/Salt House potential wilderness. The Responsible Official's (Regional Forester) recommendation will be documented in the final revised Plan and the Environmental Impact Statement Record of Decision. Public comments on this report will be accepted and considered throughout the plan revision process. If a potential wilderness is recommended for wilderness, the recommendation will receive further review by the Chief of the Forest Service and the Secretary of Agriculture. If the Chief of the Forest Service intends to move forward with a wilderness recommendation, the Forest Service will complete a detailed analysis of the trade-offs and impacts in accordance with the National Environmental Policy Act, including further public review and comment. Ultimately, only Congress has the authority to designate wilderness.

Background

Name	Hot Air/Salt House
Number	PW-03-01-049
Acres	76,129
Ranger Districts	Clifton and Alpine
History (if applicable)	The potential wilderness overlaps Hot Air and Salt House Inventoried Roadless Areas (IRAs) (2001 Roadless Rule) by 53,120 acres and the Bear Wallow IRA by 409 acres. The area includes RARE II analysis areas 03141 Hot Air (31,700 acres) and 03140 Salt House (22,270 acres) (2000 Roadless Area Conservation FEIS).
Location, Vicinity, and Access	Approximately 30 miles north-northeast of Clifton, Arizona, in Greenlee County. It is located in the Apache-Sitgreaves NFs in eastern Arizona. Primary access is via U.S. Highway 191, Greenlee County road 67018, and Forest Road (FR) 515.
Geography and Topography	The area is characterized by very rugged, steep, broken country. The north boundary is the Mogollon Rim and the terrain slopes down to East Eagle Creek. A number of canyons dissect the area; there is little flat topography. Elevations range from around 9,000 feet on the Mogollon Rim to approximately 5,000 feet in Bee Canyon along the southwest boundary. Major landmarks include the Mogollon Rim, Baldy Bill Point, Black Mountain, Robinson Mesa, Telephone Mesa, and Hot Air, Robinson, Bear, Hog Trail, Salt House, Chitty, McBride, and Squirrel Canyons.
Surroundings	<p>U.S. Highway 191, the Coronado Trail Scenic Byway, and forest roads¹ delineate the east boundary. FRs 515 and 515A form the south boundary. The west boundary follows minor forest roads², intensively used areas, private lands, Greenlee County road 67018, and the forests boundary with the San Carlos Indian Reservation. Bear Wallow Wilderness and roads associated with FR 54³ define the north boundary. There are several pieces of private land adjacent to the west boundary⁴ and two pieces of private land along the southeast boundary⁵.</p> <p>The Blue Range Primitive Area is between 1 and 5 miles east of this potential wilderness. The U.S. Highway 191 corridor separates this area from the Blue Range Wilderness Presidential Addition and West Blue/San Francisco potential wilderness (PW-03-01-052) to the east. The FR 515 corridor separates this potential wilderness from Sheep Wash potential wilderness (PW-03-01-050) to the south.</p>

¹ Roads may be bounded on one or both sides by the potential wilderness. Where a road is bounded on both sides, a non-potential wilderness corridor or “cherrystem” surrounds the road. Forest roads along the east boundary include 578, 8469, 587, 587B, 587D, 587D1, 587D2, 587D3, 587D4, 8329, and 8462D. Roads that end at the potential wilderness boundary are not listed.

² Forest roads along the west boundary include 217F, 217H, 217I, 217J, 217J1, and 704.

³ Forest roads along the north boundary include 54, 54B, 54C, 54C1, 54D, 54D1, 54D2, 54D3, 54F, 54G, and 54U.

⁴ 1) T 01 S, R 28 E, sections 21 and 22; 2) T 01 N, R 28 E, sections 19 and 30; 3) T 01 N, R 28 E, section 19, 4) T 01 N, R 28 E, sections 7 and 18; 5) T 01 N, R 28 E, section 7; 6) T 01 N, R 28 E, sections 5 and 8; and 7) T 01 N, R 28 E, section 5 and T 02 N, R 28 E, sections 31 and 32.

⁵ 1) T 01 N, R 29 E, section 33 and 2) T 01 S, R 29 E, sections 3 and 4.

A large open pit mine is located over 10 miles south of the potential wilderness south boundary. Several water wells and associated facilities, operated by the mine, are located within 1 mile of the southwestern portion of the potential wilderness.

Special Designations

Very short sections of Eagle Creek eligible Wild and Scenic River (WSR) are located within the potential wilderness. The East Eagle Creek eligible WSR is located within the area. The Eagle National Recreation Trail traverses the potential wilderness from southwest to north. The Coronado Trail Scenic Byway borders the area on the east.

Vegetation

A mosaic of vegetation communities is found within Hot Air/Salt House potential wilderness. Vegetation types vary with elevation, aspect, and slope and include wet mixed conifer, dry mixed conifer, and ponderosa pine forests; Madrean pine-oak woodland; interior chaparral; semi-desert grassland; mixed broadleaf deciduous riparian and cottonwood-willow riparian forests; and wetland/cienega riparian areas. There are some old spruce, fir, and other conifers. Sensitive plants include Blumer's dock and *Wislizeni* gentian.

Vegetation is a WSR Outstandingly Remarkable Value (ORV) for Eagle Creek because of the quality of the riparian vegetation.

Appearance and Key Attractions

The potential wilderness is dominated by steep slopes, rugged canyons, and the Mogollon Rim. Vegetation varies considerably with elevation and aspect. Key attractions are wildlife for hunting and viewing.

CURRENT USES

Recreation

Current recreation activities are primarily hunting, hiking, horseback riding, and viewing scenery and wildlife. There are no developed recreation sites within the area, but a variety of sites can be found adjacent to the potential wilderness. These include 15 trailheads, a campground, 5 picnic areas, and 2 overlooks. All or portions of 27 trails (108.3 miles) provide non-motorized access into and through the potential wilderness. Most of the area has a recreation emphasis of Semi-Primitive Non-Motorized, with the remainder Semi-Primitive Motorized, Roaded Natural, and Rural.

Wildlife

Large wildlife species found in the area include elk, mule deer, black bear, javelina, and mountain lion. A variety of small animals and birds also inhabit the area. Northern goshawk (sensitive) post-fledging family areas and Mexican spotted owl (threatened) protected activity centers are found on lands within and adjoining the potential wilderness. Endangered Gila chub are found in Eagle and East Eagle Creeks. Threatened loach minnow and spokedace are also found in Eagle Creek. Eagle Creek has been designated as critical habitat for spokedace. Other threatened wildlife species include Chiricahua leopard frog. Candidate wildlife species include northern Mexican gartersnake. Other sensitive fish and wildlife species include roundtail chub, longfin dace, desert sucker, bald eagle, common black-hawk, Springerville silky pocket mouse, Arizona toad, northern leopard frog, lowland leopard frog, spotted bat, and zone-tailed hawk. There is potential habitat for the endangered Southwest willow flycatcher and the candidate western yellow-billed cuckoo. The potential wilderness is within the primary Mexican wolf recovery zone.

Fish species and habitat in Eagle and East Eagle Creeks are WSR ORVs because of the diversity of species and the high quality habitat for those species. Wildlife species and habitat in and around Eagle Creek are WSR ORVs because of the species diversity and the high quality habitat.

Range	The primary use of the potential wilderness is grazing. The potential wilderness includes parts of the East Eagle, Strayhorse, Mud Springs, AD Bar-Hogtrail, Baseline-Horsesprings, and Double Circle Allotments. There are 116.6 miles of fence; 38.7 miles of allotment boundary (of which 2.9 miles are forests boundary) and 77.9 miles of interior fence. There are also 19.6 miles of pipeline in the area.
Water	The Wild, Scenic, and Recreational sections of the eligible East Eagle Creek WSR are within the potential wilderness. Two small stretches of Eagle Creek (eligible as Recreational WSR) are also within the area. Other perennial streams include portions of Squirrel Canyon and Chitty and Salt House Creeks. The remaining drainages are intermittent or ephemeral. Of the 45 springs in the area, 30 have been developed. There are also 38 stock tanks and 3 trick tanks/guzzlers in the potential wilderness.
Minerals	As of 4/18/2009, there are approximately 3 millsite and 44 placer claims in the potential wilderness or adjacent to the southwest boundary. There are no mineral districts, mineral withdrawals, or coal, oil, gas, or geothermal leases in the potential wilderness.
Cultural Resources	There is considerable evidence of cultural resources. Prehistoric site density is believed to be low, but existing sites are probably significant. There are also historic resources related to early logging in the area.
Fire	Three hundred ninety-nine fires (most smaller than ¼ acre and the largest approximately 15,000 acres) occurred between 1967 and 2008. The majority were caused by lightning. Campfires, smoking, and arson were also causes. The three largest fires occurred in 2007 and 2008. One was lightning-caused and the other two were escaped prescribed burns. All three fires burned east out of the potential wilderness into the neighboring potential wildernesses. The 2011 Wallow Fire burned the northern portion of this potential wilderness.

Capability Evaluation

Wilderness capability describes the basic characteristics that make the area appropriate and valuable for wilderness designation, regardless of the area's availability or need. Five factors are used to determine capability: naturalness, level of development, opportunities for solitude or primitive and unconfined recreation, special features, and the ability of the Forest Service to manage the area as wilderness. The first four factors consider how the current conditions of the potential wilderness fit the definition of wilderness. Manageability is slightly different because it evaluates features of the area that would make it more or less difficult to manage as wilderness, such as size, shape, and juxtaposition to external influences. The following summarizes the information found in Appendix B.

Summary

Natural

High

The potential wilderness is essentially natural and the diversity of vegetation and wildlife species is a key feature. Vegetation includes wet mixed conifer, dry mixed conifer, ponderosa pine, mixed broadleaf deciduous riparian, and cottonwood-willow riparian forests; Madrean pine-oak woodland; interior chaparral; wetland/cienega riparian areas; and semi-desert grassland. The potential wilderness provides habitat for a wide variety of special status animal and plant species including Blumer's dock, *Wislizeni* gentian, northern goshawk, Mexican spotted owl, Gila chub, loach minnow, spikedace, Chiricahua leopard frog, northern Mexican gartersnake, roundtail chub, longfin dace, desert sucker, bald eagle, common black-hawk, Springerville silky pocket mouse, Arizona toad, northern leopard frog, lowland leopard frog, spotted bat, and zone-tailed hawk. Free-flowing, perennial streams within and adjacent to the potential wilderness include Eagle, East Eagle, and Salt House Creeks and portions of Warren, Robinson, Chitty, and Squirrel Canyons. There are no known impoundments or water quality concerns. East Eagle Creek is an eligible WSR with proposed classifications of Wild, Scenic, and Recreational. Eagle Creek is an eligible WSR with a proposed classification of Recreational. Mullein, a non-native plant, is found along area roads, but there are no records of the plant within the potential wilderness. Bull thistle, also non-native plant, has been found along a short section of U.S. Highway 191. Other non-native plants have been reported to be in the area, but no surveys have specifically been conducted. Crayfish occur in Eagle Creek, but only isolated sections of this creek are within or adjacent to this area. The night sky is generally not affected by ranch lights along Eagle Creek, but lights associated with an open pit mine create a glow to the south-southeast. The Wallow Fire did not affect the burned area's wilderness character because wildfire is considered a natural ecological process.

Undeveloped

Medium

There is evidence of human activity within the area including trails, old cabins, stock tanks, fences, pipelines, developed springs, and trick tanks/guzzlers.

Outstanding Opportunities for Solitude or Primitive and Unconfined Recreation

High

The potential wilderness has outstanding opportunities for primitive and unconfined recreation because of the area's size and rugged terrain. Recreation opportunities include horseback riding, backpacking, hiking, hunting, wildlife viewing, and photography. There are opportunities for solitude, but the signs of civilization are noticeable in conjunction with the private lands along the west boundary and the highway along the east boundary.

Special Features and Values

High

Special features and values include outstanding panoramic views, high potential for ecological and cultural research, and habitat for endangered, threatened, sensitive, and unique or rare plant and animal species (see list above in **Natural**).

Manageability

Low

The potential wilderness could be managed to protect its wilderness character. The area is somewhat isolated, but there are adequate access opportunities. There may be some conflicts between motorized and non-motorized recreation opportunities. There are several roads (FRs 8369, 515A, and 587) that are bounded on both sides by the potential wilderness. There is also one motorized trail which is adjacent to the potential wilderness.

OVERALL CAPABILITY

High

Potential Boundary Changes

No boundary changes have been identified for this potential wilderness.

Availability Evaluation

Availability criteria indicate the availability of a potential wilderness for wilderness designation by describing other resource and land use potentials for the area. Availability examines the potential impact of designating an area as wilderness to both the current and future land uses and activities. In essence, it is a summary of the trade-offs between wilderness and other uses. The following summarizes the information found in Appendix C. The letters below in parenthesis refer to the following required considerations: **a.** recreation, including tourism; **b.** wildlife species, populations, and management needs; **c.** water availability and use; **d.** livestock operations; **e.** timber; **f.** minerals; **g.** cultural resources; **h.** authorized and potential uses; and **i.** management considerations including fire, insects, disease, and presence of non-Federal lands.

Summary

Water Yield (c)

High

The area is of value for water yield. However, no impoundments are needed.

Habitat Management (b)

Low to Medium

Elk and mule deer habitat enhancement over the next 10 years will require use of power tools and/or equipment for thinning and prescribed fire.

Aquatic Restoration (b)

Medium

A long-term management plan for Chitty Creek is under preparation; management activities may include the use of motorized tools.

Vegetation Restoration (e, h, i)

Low to Medium

Over the next 10 years, prescribed burning will be needed to reduce biomass accumulations from recent wildfires. Salvage logging and thinning may also be needed.

Public Access Needed(a, g)

High

There are no unique characteristics that would require developed public access.

Land Use Authorizations (d, h, i)

Low

Current permitted grazing use and the ability to use motorized equipment and tools within the area to maintain range developments is critical to the operation and effectiveness of grazing management.

Adjacent Non-FS Lands (i)

Medium

There are private lands and the San Carlos Apache Indian Reservation adjacent to the west boundary. There are also private lands adjacent to the southeast boundary. The remainder of the area has no inholdings or adjacent private lands.

Cultural Resources (g)

Medium

There are two historic sites that could need stabilization. Motorized vehicle access to any TCPs or sacred sites is not needed.

Minerals (f)

Low to Medium - southwest corner

High - remainder of area

The southwest portion of the area has a moderate to high potential for future mineral uses. The remainder has a low potential for future mineral uses.

OVERALL AVAILABILITY

Medium

Need Evaluation

The evaluation criteria below indicate how the potential wilderness might fit into the National Wilderness Preservation System, which includes all wilderness areas in the United States. Need is considered at the regional level and must incorporate public participation. The criteria used to evaluate need include consideration of other wilderness and nonwilderness areas that provide opportunities for unconfined outdoor recreation or preservation of certain ecosystem characteristics. The following summarizes the information found in Appendix D.

Summary

Factor 1 - The location, size, and type of other wildernesses in the general vicinity and their distance from the proposed area. Consider accessibility of areas to population centers and user groups. Public demand for wilderness may increase with proximity to growing population centers.

Low

There are significant Wilderness lands (over 2.5 million acres) on the Apache-Sitgreaves NFs and within a 100-mile radius of Hot Air/Salt House potential wilderness and the forests. There are more than 1 million acres of Wilderness within a 130-mile radius of Tucson.

Factor 2 - Present visitor pressure on other wildernesses, the trends in use, changing patterns of use, population expansion factors, and trends and changes in transportation.

High

The potential wilderness would respond to a need for additional wilderness based on projected population increases, high use in two of the three Wilderness areas on the forests, underrepresentation of northeast Arizona in the National Wilderness Preservation System, and its location within a 130-mile radius of Tucson.

Factor 3 - The extent to which nonwilderness lands on the NFS unit or other Federal lands are likely to provide opportunities for unconfined outdoor recreation experiences.

Low

There are significant nonwilderness lands (over 5.4 million acres) available for unconfined outdoor recreation outside of designated Wilderness and the Blue Range Primitive Area on the Apache-Sitgreaves NFs and within a 100-mile radius of the forests. There are also significant nonwilderness lands (over 2.8 million acres) available within a 130-mile radius of Tucson.

Factor 4 - The need to provide a refuge for those species that have demonstrated an inability to survive in less than primitive surroundings or the need for a protected area for other unique scientific values or phenomena.

Medium

There are 15 Forest Planning Species (FPS) and habitat for 7 additional FPS that would benefit from primitive surroundings.

Factor 5 - Within social and biological limits, management may increase the capacity of established wildernesses to support human use without unacceptable depreciation of the wilderness resource.

Medium

Of the three wilderness areas on the Apache-Sitgreaves NFs, only Bear Wallow Wilderness could accommodate some increased use without affecting wilderness resources.

Factor 6 - An area's ability to provide for preservation of identifiable landform types and ecosystems. Consideration of this factor may include utilization of Edwin A. Hammond's subdivision of landform types and the Bailey-Kuchler ecosystem classification. This approach is helpful from the standpoint of rounding out the National Wilderness Preservation System and may be further subdivided to suit local, subregional, and regional needs.

High

Seven underrepresented ecosystems (cottonwood-willow riparian forest, dry mixed conifer forest, interior chaparral, Madrean pine-oak woodland, mixed broadleaf deciduous riparian forest, wet mixed conifer forest, and wetland/cienega riparian areas) occur across 85 percent of the potential wilderness. There are no underrepresented landforms.

OVERALL NEED

Medium

Effects of Recommendations

	RECOMMENDATION		
	WILDERNESS	NONWILDERNESS	
		LANDS WITH ROADLESS CHARACTER	NONWILDERNESS
MANAGEMENT DIRECTION	Manage to protect and maintain wilderness characteristics	Manage to protect and conserve the roadless character of lands identified in RARE II	Manage for multiple use, ecosystem restoration, and social and economic values
Wilderness Characteristics	EFFECTS ON WILDERNESS RESOURCES AND VALUES		
Natural Undeveloped Outstanding Opportunities for Solitude or Primitive and Unconfined Recreation Special Features and Values	Wilderness characteristics would be maintained and protected. The area would remain natural and generally undeveloped. Outstanding opportunities for solitude or primitive and unconfined recreation would continue to be present. Any existing special features and values would be protected.	Wilderness characteristics would be maintained. The area would remain natural and generally undeveloped. Outstanding opportunities for solitude or primitive and unconfined recreation would continue to be present. Any existing special features and values would be protected.	Wilderness characteristics would be diminished by management activities. Obvious signs of activities would cause the area to be removed from potential wilderness.
Resource/Use	EFFECTS ON OTHER RESOURCES AND USES		
Soils	Long-term soil productivity may increase because the acreage is generally not available for management activities. Shorter-term risks to soil productivity may be increased until fire-adapted ecosystems (especially ponderosa pine) are restored. Soil erosion risk would be reduced.	There is a slight potential for soil-disturbing activities related to restoration activities. There may be short-term soil erosion risks. Long-term soil productivity would not be affected. Treatments may reduce soil loss by reducing the risk of uncharacteristic wildfire.	The natural functions of watersheds could be affected by activities. The threat of soil erosion from associated motorized uses and land-disturbing activities would increase with the degree of use. However, mitigation would be required. Compaction from recreation uses in popular areas would likely continue. Treatments may reduce soil loss by reducing the risk of uncharacteristic wildfire.

				RECOMMENDATION		
		WILDERNESS	NONWILDERNESS			
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MANAGEMENT DIRECTION	Manage to protect and maintain wilderness characteristics	Manage to protect and conserve the roadless character of lands identified in RARE II	Manage for multiple use, ecosystem restoration, and social and economic values			
Water Quality and Quantity	The natural functions of watershed systems would be maintained. The risk of human-caused alterations, other than fire, affecting the watershed condition would be primarily limited to localized recreation activities. There could be short-term risks to watersheds until fire-adapted ecosystems (especially ponderosa pine) are restored. Water quality would more likely be affected by management outside of wilderness.	The effects would be the same as described for wilderness designation, except that restoration activities could result in short-term effects to water quality. Treatments may reduce sedimentation by reducing the risk of uncharacteristic wildfire.	Water quality could be affected by management activities. However, mitigation would be required to reduce effects to water quality. Management activities could be conducted to increase water yield. Treatments may reduce sedimentation by reducing the risk of uncharacteristic wildfire.			
Air Quality	There would be no direct effects to air quality specifically from wilderness designation. Wilderness designation would not preclude the use of planned or unplanned ignitions to accomplish specific resource objectives, which may result in short-term air quality impacts.	There may be some short-term direct effects to air quality from burning slash. Planned or unplanned ignitions could result in short-term air quality degradation.	There may be some short-term direct effects to air quality from fugitive dust from product removal and smoke from slash disposal. Planned or unplanned ignitions could result in short-term air quality degradation.			
Wildlife Habitat	Wilderness designation would provide greater protection for wildlife and wildlife habitat. Wildlife would not be harassed by motorized uses and habitat fragmentation would be minimized. Repair and replacement of existing wildlife improvements may be allowed, but new improvements and habitat enhancements would be rare and would be authorized only to protect and improve management of the wilderness resource.	The area would provide protection for wildlife and wildlife habitat. Wildlife habitat improvements could occur. Habitat fragmentation would be reduced because of minimal activities, but some short-term displacement could occur.	Vegetation treatments may result in a greater mosaic of habitat types and associated species diversity. Opportunities to restore and/or manipulate habitat would be available. There could be some wildlife harassment from motorized use. Fragmentation and loss of habitat from road construction may occur with increased activities.			
Aquatic Restoration	Natural processes would primarily affect aquatic species and their habitat. Motorized and mechanized travel and many management activities would not be allowed. Natural events and climatic variation would influence sedimentation, riparian vegetation, and nutrient cycles. Opportunities to do riparian area restoration may be precluded.	Effects would be similar to those described for wilderness designation. However, riparian area restoration/improvements, including streamside vegetation manipulation or direct habitat improvement of a stream, could be allowed.	Natural processes that affect aquatic habitats would be interrupted to a degree commensurate with activities. Motorized uses, road construction, and other land-disturbing activities may increase sedimentation and potentially adversely affect riparian habitat and nutrient cycles. However, the use of BMPs would mitigate most effects.			

MANAGEMENT DIRECTION	RECOMMENDATION		
	WILDERNESS	NONWILDERNESS	
		LANDS WITH ROADLESS CHARACTER	NONWILDERNESS
	Manage to protect and maintain wilderness characteristics	Manage to protect and conserve the roadless character of lands identified in RARE II	Manage for multiple use, ecosystem restoration, and social and economic values
Vegetation	Natural ecological succession would be allowed to continue and, over time, restore ecological conditions. Levels of insect infestation and disease could reach endemic levels as ecological systems move toward their historic ranges of variability. Dispersal of non-native plants would generally be limited to trail systems and river corridors. Plant diversity would be slow to change, but would move towards a dominance of mature trees and late successional habitats.	The effects would be similar to wilderness designation. However, activities could be allowed to restore ecological conditions or wildlife habitats. Ecological restoration could occur more rapidly than through natural processes alone.	Natural ecological succession could be interrupted by activities associated with other resource management objectives. Incidents of insects and disease would still occur, but would be more aggressively prevented or managed through vegetation treatment practices. The ability to detect and treat infestations would be greater than in wilderness and thus infestations could be prevented or contained earlier. Plant diversity would depend on the management objectives for the area.
Insects and Disease	Forest stands would be more likely to be over-mature and provide areas suitable for insect and disease outbreaks. Insect or disease control would not be permitted unless necessary to prevent unacceptable damage to resources on adjacent lands or unnatural loss to the wilderness resource from exotic pests. When necessary, control measures would have the least adverse effect on wilderness.	Response to insect and disease outbreaks would be more direct and rapid. A range of control and treatment options would allow more flexibility in containing outbreaks.	Response to insect and disease outbreaks would be more direct and rapid. A range of control and treatment options would allow more flexibility in containing outbreaks.
Non-Native Species	Non-native plants may be treated by grubbing or with chemicals when they threaten lands outside wilderness or when they are spreading within the wilderness, provided there are no serious adverse impacts on wilderness values.	Effects would be similar to those described for wilderness designation. Motorized or mechanized equipment may be used.	All options to address non-native plants would be available, including no treatment, hand pulling, herbicides, and biological control. Motorized and mechanized equipment can be used.

				RECOMMENDATION		
		WILDERNESS	NONWILDERNESS			
				LANDS WITH ROADLESS CHARACTER	NONWILDERNESS	
MANAGEMENT DIRECTION	Manage to protect and maintain wilderness characteristics	Manage to protect and conserve the roadless character of lands identified in RARE II		Manage for multiple use, ecosystem restoration, and social and economic values		
Recreation	Recreation use is managed to minimize the evidence of human use and provide outstanding opportunities for solitude and primitive recreation. Only primitive, non-mechanized access and recreation activities are permitted. Only those facilities required for the safety of users and protection of wilderness resources are provided. The use of mechanized tools for trail construction and maintenance would be restricted. In many cases, wilderness designation has elevated an area's visibility to the public, increasing its popularity and recreation use. Increased use can result in increased damage to trails and other resources, as well as reduced opportunities for solitude and other wilderness values.	Recreation use would be managed to minimize the evidence of human use. Public access would be limited to non-motorized uses and current activities and practices could continue to the extent that they do not adversely affect the roadless character. Mechanized tools could be used for trail maintenance.		Activities can reduce the primitive or semi-primitive recreational character through altered recreation settings, experiences, and access. The sights and sounds of human presence are usually increased by activities. Recreationists seeking a primitive or semi-primitive experience would choose not to visit such an area. Activities may also provide greater recreational access and more motorized and mechanized recreation experiences would be available.		
Visual Quality	Visual quality would be protected because ground-disturbing activities would be extremely limited. The Scenic Integrity Objective would be Very High. The long-term scenic characteristics would be representative of how the landscape would appear if relatively unaffected by human activity.	Visual quality would be maintained, but there could be some short-term changes, especially from restoration treatments. The Scenic Integrity Objective would be High to Very High.		The Scenic Integrity Objective would range from Low to High. There would be a greater potential for landscapes to show obvious signs of human activities. Scenic Integrity Objectives would constrain or modify activities to mitigate adverse effects to scenic resources, especially in areas seen from major recreation facilities and Scenic Byways.		
Cultural Resources	Cultural resources are already protected by law. Exclusion of ground-disturbing activities lessens threats to known and unidentified cultural resources. Fewer sites or resources may be identified.	Cultural resources are already protected by law. Project-level inventories may increase identification of previously unknown sites or resources. Mitigation measures would be applied at the project level.		Cultural resources are already protected by law. Project-level inventories associated with ground disturbing and other activities may increase identification of previously unknown sites or resources. Mitigation measures would be applied at the project level.		

	RECOMMENDATION		
	WILDERNESS	NONWILDERNESS	
		LANDS WITH ROADLESS CHARACTER	NONWILDERNESS
MANAGEMENT DIRECTION	Manage to protect and maintain wilderness characteristics	Manage to protect and conserve the roadless character of lands identified in RARE II	Manage for multiple use, ecosystem restoration, and social and economic values
Special Use Authorizations	Structures and other developments would be limited to those actually needed for management, protection, and use of the wilderness for the purposes for which the wilderness was established.	Special use authorizations would be allowed, subject to suitability.	Special use authorizations would be allowed, subject to suitability.
Range	Grazing allotments and developments would be managed under the Congressional Grazing Guidelines and allotment management plans.	Grazing allotments would continue to be managed under current allotment management plans, laws, policies, and regulations.	Grazing allotments would continue to be managed under current allotment management plans, laws, policies, and regulations.
Forest Products	Wilderness would be removed from the suitable timber base. No timber sales or fuelwood cutting would be permitted. Only fuelwood collection incidental to recreation would be allowed.	Management would focus on maintaining the roadless character. Some restoration of ecological conditions could occur. Non-commercial forest products could be a byproduct of the restoration treatments.	Timber production may be allowed, subject to suitability, law, policy, and regulation. Forest products, commercial and non-commercial, could be a byproduct of the restoration treatments.
Minerals	The area would be withdrawn from further mineral entry and leasing. Mineral development is possible in areas with valid existing rights. Consistent with the valid existing rights, operating plans would incorporate reasonable terms and conditions for the protection of the wilderness character, and provide for restoration as near as practicable of the disturbed lands promptly upon abandonment of operations.	Area would be open to mineral entry and leasing. Mechanized equipment and motorized access may be used. However, these activities and the reclamation of all disturbed lands are typically designed to minimize and mitigate impacts to the roadless character. Operating plans should incorporate reasonable terms and conditions for the protection of the roadless character and for the restoration of the disturbed lands.	These lands would be open to oil, gas, geothermal, and mineral development except where specifically withdrawn or restricted for other purposes. Although a full range of activities and methods may be allowed and employed, developments and activities would be mitigated to reduce adverse impacts to other resources.
Special Designations	Wilderness designation would increase the number and diversity of areas within the Southwestern Region and the National Wilderness Preservation System. There would be no effects to other special designations - the most restrictive management would apply.	The opportunity to recommend additional wilderness within the Southwestern Region would be foregone at this time. There would be no effects to other special designations. Any restrictions associated with other special designations could affect restoration activities.	The opportunity to recommend additional wilderness within the Southwestern Region would be foregone at this time. There would be no effects to other special designations. Any restrictions associated with other special designations could affect management activities.

				RECOMMENDATION		
		WILDERNESS	NONWILDERNESS			
			LANDS WITH ROADLESS CHARACTER	NONWILDERNESS		
MANAGEMENT DIRECTION	Manage to protect and maintain wilderness characteristics	Manage to protect and conserve the roadless character of lands identified in RARE II	Manage for multiple use, ecosystem restoration, and social and economic values			
Fire	Wilderness designation does not preclude the use of planned or unplanned ignitions to accomplish specific resource objectives. Mechanical treatments and timber harvest would not be allowed, which may increase the risk of uncharacteristic wildfires. Suppression actions would be guided by Minimum Impact Suppression Tactics (MIST).	The risk of uncharacteristic wildfires would be reduced because of the opportunity for ecosystem restoration activities. Planned or unplanned ignitions to accomplish specific resource objectives would be primary management approaches. Suppression actions would not be restricted. Tactics available for wildfire suppression would probably be less limited than wilderness, but the emphasis would be towards maintaining the roadless character. MIST should be used.	The risk of uncharacteristic wildfires would be reduced because of the opportunities to treat mechanically and harvest timber. The full range of suppression tactics and management approaches would be available for use.			
SOCIAL AND ECONOMIC EFFECTS						
	Local population numbers, income, or employment would generally not be affected.	Local population numbers, income, or employment would not be affected.	Local population numbers, income, or employment would not be affected unless major mineral activity occurs.			
	Costs related to the maintenance of range facilities could increase because of limitations on methods.	There could be some increased costs associated with the construction and maintenance of range facilities.	There would be no increased costs associated with the construction and maintenance of range facilities.			
	Timber production revenues would be foregone, if any commercial stands are suitable and harvestable.	Timber production revenues would be foregone, if any commercial stands are suitable and harvestable.	Revenues and jobs from timber production could increase, if any commercial stands are suitable and harvestable.			
	Local lifestyles would not be affected unless major mineral activity occurs.	Local lifestyles would not be affected unless major mineral activity occurs.	Local lifestyles would not be affected unless major mineral activity occurs.			
	Revenues associated with mineral development would be foregone, because the lands would be withdrawn from mineral entry.	Revenues could be generated, if minerals are found and developed.	Revenues could be generated, if minerals are found and developed.			

				RECOMMENDATION		
		WILDERNESS	NONWILDERNESS			
			LANDS WITH ROADLESS CHARACTER	NONWILDERNESS		
MANAGEMENT DIRECTION	Manage to protect and maintain wilderness characteristics	Manage to protect and conserve the roadless character of lands identified in RARE II	Manage for multiple use, ecosystem restoration, and social and economic values			
	Wilderness is recognized as contributing to healthy economies and healthy lifestyles. Direct benefits are derived from primitive recreation and as a “quality-of-life” factor to attract new businesses and residents. The wilderness characteristics/values that attract visitors to the area would be maintained.	The area would contribute to healthy economies and healthy lifestyles. The wilderness characteristics/values that attract visitors to wilderness would be maintained.	Management activities would contribute to local lifestyles and healthy economies. The wilderness characteristics/values that attract visitors to wilderness would be affected.			
	Ecosystem services (natural processes such as the air and water purification functions of undisturbed lands) would be protected and maintained,	Ecosystem services (natural processes such as the air and water purification functions of undisturbed lands) would be maintained,	Ecosystem services could be decreased with increased activities.			
	Opportunities for primitive recreation and public awareness of the values associated with wilderness, including spiritual and natural qualities, would be increased.	Opportunities for primitive and semi-primitive non-motorized recreation would be maintained.	Opportunities for primitive recreation would decrease. Opportunities for semi-primitive and more developed recreation could increase.			

Appendix A: Wilderness Evaluation Process

The following is summarized from Forest Service Handbook 1909.12, Chapter 70. This process is used by the Forest Service to determine whether there are areas that could be recommended for wilderness designation by Congress. The process includes three steps: an inventory of potential wilderness areas, an evaluation of the potential wilderness areas, and a determination if a recommendation will be pursued for any potential wilderness areas.

Inventory of Potential Wilderness Areas

The first step in the evaluation of potential wilderness is to identify and inventory all areas within National Forest System Lands that satisfy the definition of wilderness found in the 1964 Wilderness Act.

Areas identified through this process are called potential wilderness areas. This inventory of potential wilderness is not a land designation. It is completed with the express purpose of identifying all lands that meet the criteria for being evaluated for wilderness suitability and possible recommendation to Congress for wilderness designation.

The inventory of areas relies on local knowledge and judgment regarding unique, site-specific conditions of each area being considered. The boundaries of areas for the potential wilderness inventory should facilitate easy on-the-ground identification.

Inventory Criteria

Areas qualify for inclusion in the potential wilderness inventory if they meet the statutory definition of wilderness and meet either criteria 1 and 3 or criteria 2 and 3 below.

1. Areas contain 5,000 acres or more.
2. Areas contain less than 5,000 acres, but meet one or more of the following criteria:
 - a. Can be preserved due to physical terrain and natural conditions.
 - b. Self-contained ecosystems, such as an island, that can be effectively managed as a separate unit of the National Wilderness Preservation System.
 - c. Contiguous to existing wilderness, primitive areas, Administration-endorsed wilderness, or potential wilderness in other Federal ownership, regardless of their size.
3. Areas do not contain forest roads (36 CFR 212.1) or other permanently authorized roads, except as permitted in areas east of the 100th meridian (sec. 71.12).

Areas may be included in the potential wilderness inventory even though they include the types of areas or features listed in FSH 1909.12, 71.11.

On the Apache-Sitgreaves NFs, GIS was used to identify those areas that met the inventory criteria. Site-specific information was gathered from Ranger District (District) personnel to provide background information, identify features not shown in GIS, and determine where the Region 3 criteria on roaded areas, fingers, and extrusions should be applied.

Evaluation of Potential Wilderness Areas

An area recommended for wilderness must meet the tests of capability, availability, and need. In addition to the inherent wilderness quality it possesses, an area must provide opportunities and experiences that are dependent upon or enhanced by a wilderness environment. The ability of the Forest Service to manage the area as wilderness is also considered.

Capability

The capability of a potential wilderness is the degree to which an area contains the basic characteristics that make it suitable for wilderness recommendation without regard to its availability for or need as wilderness. The following characteristics are considered in evaluating a potential wilderness area:

1. Natural - an area is substantially free from the effects of modern civilization and generally appears to have been affected primarily by the forces of nature.
2. Undeveloped - the degree to which an area is without permanent improvements or human habitation.
3. Outstanding Opportunities for Solitude or Primitive and Unconfined Recreation - the capability of the area to provide solitude or primitive and unconfined types of recreation. This includes a wide range of experiential opportunities. Solitude is the opportunity to experience isolation from sights, sounds, and the presence of others from developments and evidence of humans.
4. Special Features and Values - an area is capable of providing other values such as those with ecologic, geologic, scientific, educational, scenic, historical, or cultural significance.
5. Manageability - the ability to manage an area as wilderness as required by the Wilderness Act and how boundaries affect manageability of an area.

Responses to the capability questions were drafted at the Apache-Sitgreaves NFs Supervisors Office and reviewed by District personnel. Any changes were incorporated into the capability evaluation.

If an area is found to not be capable of being wilderness (a rating of Low), it is not carried forward into the Availability Evaluation.

Availability

Areas determined to meet wilderness capability requirements are considered potentially available for wilderness designation. The determination of availability is conditioned by the value of and need for the wilderness resource compared to the value of and need for other resources. Other resource potential including current use and potential future use is analyzed for the various resources involved.

Constraints and encumbrances on lands may also govern the availability of lands for wilderness. The degree of Forest Service control over the surface and subsurface of the area is also considered. The Forest Service should have sufficient control to prevent development of incompatible uses that would negatively affect wilderness character and potential.

Responses to the availability questions were drafted by at the Apache-Sitgreaves NFs Supervisors Office and reviewed by District personnel. Any changes were incorporated into the availability evaluation.

Need

The need for an area to be designated as wilderness is determined through an analysis on a regional basis by evaluating such factors as the geographic distribution of areas and representation of landforms and ecosystems to which it contributes to the overall National Wilderness Preservation System. This need is demonstrated through a public involvement process, including public input to the evaluation report.

A set of GIS models, information papers, and analyses were provided by the Southwestern Regional Office. This information was synthesized at the Apache-Sitgreaves NFs Supervisors

Office and reviewed by District personnel. Any changes were incorporated into the need evaluation.

Documentation of Potential Wilderness Areas

Draft wilderness evaluation reports were developed for each potential wilderness; each report includes summaries of the capability, availability, and need assessments. The draft reports were made available for public comment in June 2009. Public comments were incorporated and information on the potential effects of wilderness and nonwilderness recommendations was added to the final evaluation reports. The effects of nonwilderness recommendation may be split to reflect nonwilderness, lands with roadless character, or primitive area categories.

Appendix B: Capability Evaluation Worksheet

Capability Characteristics

Natural

1. Presence of non-native species.

High - Non-native species are not evident.

Medium - Non-native species are evident in isolated spots.

Low - Non-native species are common or scattered throughout the area.

Rating: Medium - Mullein is found along roads near the area, but there are no GIS records of the plant within the potential wilderness. Bull thistle has also been found along a short section of U.S. Highway 191 in the vicinity of Blue Vista Overlook. Other non-native plants have been reported to be in the area, but no surveys have specifically been conducted. Crayfish, an introduced species, are found in Eagle Creek. Only isolated sections of Eagle Creek are within or adjacent to the potential wilderness. Crayfish may occur in lower Dry Prong and East Eagle Creeks, but their presence has not been verified.

2. Rivers within the potential wilderness are in free-flowing condition.

High - Rivers within the area are considered free-flowing.

Medium - Some rivers have impoundments or other issues that affect their free-flowing character.

Low - Rivers within the potential wilderness are seasonal or heavily impacted by impoundments.

Rating: High - Perennial streams within and adjacent to the area include Eagle, East Eagle, and Salt House Creeks and portions of Warren, Robinson, Chitty, and Squirrel Canyons. The remaining drainages are either intermittent or ephemeral. There are no known structures on any of the drainages. East Eagle Creek is an eligible WSR with proposed classifications of Wild, Scenic, and Recreational. Eagle Creek is an eligible WSR with a proposed classification of Recreational.

3. Quality of night-sky as affected by light pollution.

High - The night sky is clear with little to no interference from light pollution.

Medium - Some stars are visible and there is moderate degradation from light pollution.

Low - Few stars are visible at night and the presence of light pollution is evident.

Rating: Medium - There are no nearby population centers and the lights from ranches along Eagle Creek generally do not affect the night sky. The lights associated with an open pit mine create a glow to the south-southeast.

4. Presence of pollutants that degrade water.

High - All rivers/streams have been sampled and there are no water quality issues.

Medium - There are no known water quality issues within the area but the not all rivers/streams have been sampled.

Low - There are rivers within the area that are listed on the State Impaired Waters List (303d).

Rating: Medium - Only Eagle Creek has been sampled. No water quality concerns were found. The remaining streams have not been sampled; there are no known water quality issues.

5. Area provides elements of biological diversity and naturalness including unique habitats, TES or rare plants and wildlife.

High - Has critical or unique habitats and diverse ecological conditions.

Medium - Has a mix of habitats and ecological conditions.

Low - Has limited ecological conditions and habitats.

Rating: High - Biological diversity is high and essentially natural. The potential wilderness provides habitat for a wide variety of special status animal and plant species including Blumer's dock, *Wislizeni* gentian, northern goshawk, Mexican spotted owl, Gila chub, loach minnow, spokedace, Chiricahua leopard frog, northern Mexican gartersnake, roundtail chub, longfin dace, desert sucker, bald eagle, common black-hawk, Springerville silky pocket mouse, Arizona toad, northern leopard frog, lowland leopard frog, spotted bat, and zone-tailed hawk. Vegetation, Wildlife species, and Fish species and habitat are ORVs for the eligible WSRs adjacent to and within this potential wilderness.

6. Area contains a variety of natural resources including a variety of tree species and structures, intermingled grasslands or meadows, numerous recreation opportunities, diversity of wildlife habitats, and wildlife, etc.

High - Diverse amount of natural resources.

Medium - Mixed amount of natural resources.

Low - Limited amount of natural resource diversity.

Rating: High - Diversity of natural vegetation and wildlife species are key natural features. Vegetation includes wet mixed conifer forest, dry mixed conifer forest, Madrean pine-oak woodland, interior chaparral, ponderosa pine forest, semi-desert grassland, wetland/cienega riparian areas, mixed broadleaf deciduous riparian forest, and cottonwood-willow riparian forest. The potential wilderness also contains some areas of old spruce, fir, and other conifers. Hiking, hunting, wildlife viewing, and photography are the main recreation opportunities. Wildlife species and habitat are diverse because the varied topographic, soil, and vegetative conditions within the area combine with perennial streams to provide habitat for numerous wildlife species.

Undeveloped

7. Area has current or past evidence of human activity.

High - Little or no evidence of human activity.

Medium - Unnoticeable or unobjectionable human activity.

Low - Obvious evidence of human activity.

Rating: Medium - There is some evidence of human activity within the area including trails, old cabins, stock tanks, fences, pipe lines, developed springs, stock tanks, and trick tanks/guzzlers.

Outstanding Opportunities for Solitude or Primitive and Unconfined Recreation

8. Area provides physically and mentally challenging recreation opportunities that promote adventure and self-reliance.

High - Most of the area provides challenging recreation opportunities.

Medium - Some parts of the area have the potential for challenging recreation opportunities.

Low - Few parts of the area can provide challenging recreation opportunities.

Rating: High - The potential wilderness provides physically challenging recreation opportunities. The physical and mental challenges are increased by the area's size and diversity of terrain.

9. Opportunity to experience solitude and isolation from human activities while recreating in the area.

High - Significant feeling of being alone or remote from civilization.

Medium - Feeling of being alone is possible but signs of civilization are likely.

Low - Little opportunity of feeling alone.

Rating: Medium - The potential wilderness provides opportunities for solitude in most of the area. Signs of civilization are visible in conjunction with the highway along the east boundary, water wells near the southwest boundary, and the private lands along the west boundary.

10. Opportunity to engage in primitive and unconfined recreation such as backpacking, kayaking, hunting, fishing, etc.

High - There are many opportunities for engaging in primitive recreation.

Medium - There are some opportunities for engaging in primitive recreation.

Low - There are few to no opportunities to engage in primitive recreation.

Rating: High - There are opportunities for horseback riding/horse-packing, backpacking, hunting, wildlife viewing, and photography in the potential wilderness.

Special Features and Values

11. Area contains outstanding or distinct features like rock formations, panoramic views, etc.

High - Many distinct features or few but exceptional features.

Medium - Some distinct features.

Low - One or no distinct features.

Rating: High - There are outstanding panoramic views throughout the potential wilderness, especially from ridges and along the Highline Trail.

12. Area has potential for scientific research, environmental education, or historic/cultural opportunities.

High - Good potential for two or more types of these opportunities.

Medium - Potential for one type of opportunity.

Low - Little or no potential for this type of opportunity.

Rating: High - There is the potential for scientific research because of the ecological diversity of the area and the presence of historic and cultural resources.

13. Area contains unique or rare species of plants and/or animals.
High - Area has several unique or rare plants and/or animals.
Medium - Area has a few unique or rare plants and/or animals.
Low - Area has no unique or rare plants and/or animals.

Rating: **High** - The threatened loach minnow is found in Eagle Creek. The endangered Gila Chub is found in both Eagle and East Eagle Creeks. Northern goshawk post-fledging family areas and Mexican spotted owl protected activity centers are found on lands within and adjoining the potential wilderness. Sensitive plant species along Eagle Creek include Blumer's dock and *Wislizeni* gentian. Other rare or unique species include loach minnow, spikedace, Chiricahua leopard frog, northern Mexican gartersnake, roundtail chub, longfin dace, desert sucker, bald eagle, common black-hawk, Springerville silky pocket mouse, Arizona toad, northern leopard frog, lowland leopard frog, spotted bat, and zone-tailed hawk.

Manageability

14. Ability to manage the area for wilderness character, including distance and influence from outside activities; opportunity to access the area; and resource conflicts or encumbrances.
High - Isolated from areas of activity; controlled or limited access; no encumbrances or resource conflicts.
Medium - Somewhat isolated from areas of activity; adequate access opportunities; some resource conflicts and/or encumbrances.
Low - Areas of activity are nearby; many access opportunities; many resource conflicts and/or encumbrances.

Rating: **Medium** - The potential wilderness is somewhat isolated, but there are adequate access opportunities. There may be some conflicts between motorized and non-motorized recreation opportunities.

15. Motorized use within the area.
Yes - Has motorized vehicle use.
No - Does not have any motorized vehicle use.

Rating: **Yes** - There are several roads (FRs 515A, 587, and 8369) that are bounded on both sides by the potential wilderness. There is also one motorized trail adjacent to the potential wilderness.

Overall Capability: High

Appendix C: Availability Evaluation Worksheet

The letters below in parenthesis refer to the following required considerations: **a.** recreation, including tourism; **b.** wildlife species, populations, and management needs; **c.** water availability and use; **d.** livestock operations; **e.** timber; **f.** minerals; **g.** cultural resources; **h.** authorized and potential uses; and **i.** management considerations including fire, insects, disease, and presence of non-Federal lands.

Availability Characteristics

1. Areas that are of high value for water yield or on-site storage where installation and maintenance of improvements may be required. (**c**)

High - No impoundment needed.

Medium - Minor improvements will have an effect.

Low - Identified impoundment that will have an effect on wild characteristics.

Rating: **High** - The area is of value for water yield. However, no impoundments are needed.

2. Areas needing management for wildlife or aquatic animals that MIGHT conflict with wilderness management. (**b**)

High - Low management requirements with no motorized equipment required to meet objectives and infrequent entries.

Medium - Management requires helicopters but no motorized equipment on the ground and frequency is generally less than 10 years.

Low - Intense management (motorized equipment, helicopters, chainsaws, broadcast burning) and frequent entries (= or <5 yrs.).

Rating: **Low to Medium** - Ongoing restoration work and elk and mule deer habitat enhancement over the next 10 years will require use of power tools/equipment for thinning and prescribed fire.

3. Area needing active aquatic restoration activities. (**b**)

High - Properly functioning with no or little restoration activities needed.

Medium - Site-specific improvements needed.

Low - The majority of watershed needs attention.

Rating: **Medium** - Chitty Creek is identified as suitable for Gila trout reintroduction. However, 2007 monsoon rain and winter flood events scoured Chitty Creek, removing the riparian habitat, and changing the floodplain. A long-term management plan for Chitty Creek is under preparation and management activities may include the use of motorized tools.

4. Area needing active vegetative restoration activities due to specific species survival (such as White Bark Pine restoration) or identifiable fuel reduction activity to reduce the risk of uncharacteristic wildfire or known areas of severe insect infestation that will lead to heavy tree mortality. (**e, h, i**)

High - The area needs little vegetative restoration.

Medium - Areas needing high intensity management activities for a short time period (< or = 5 years). These areas could be available for wilderness after those activities are completed (like fuel reduction activities). Some intense restoration work over small areas could be accomplished without conflicting with wilderness management (species conservation work not requiring motorized equipment).

Low - The need for vegetation restoration is a higher priority and requires long-term management and mechanized or motorized equipment.

Rating: Low to Medium - Long-term activities are required for fuel reduction. Over the next 10 years prescribed burning will be needed to reduce biomass accumulations from recent wildfires. Salvage logging and thinning may also be needed.

5. Areas having such unique characteristics or natural phenomena that general public access should be developed to facilitate public use and enjoyment. **(a, g)**

High - Does not exist or minimal development will be provided.

Medium - Requires minor development or improvement that does not qualify as a developed recreation site but is a higher development level than is normally found within wilderness.

Low - Has a developed recreation site or features that warrant construction of a developed recreation site.

Rating: High - There are no unique characteristics that would require developed public access.

6. Lands committed through contracts, permits or agreements that would be in conflict with wilderness management (some minor permitted uses may be still be allowed). **(d, h, i)**

High - Current authorizations do not conflict with potential wilderness.

Medium - Current authorization(s) but can be terminated or there is long-term authorization or commitment but does not require motorized equipment for access or maintenance.

Low - Currently exists, must be retained (long-term commitments), and requires motorized equipment for access or maintenance.

Rating: Low - Current permitted grazing use and the ability to use motorized equipment along two major road corridors with the area and tools to maintain range improvement is critical to the operation and effectiveness of grazing management.

7. Forest Service has sufficient control to prevent development of irresolvable, incompatible use that would lessen wilderness character and potential. **(i)**

High - No inholdings and no non-federal lands adjacent to potential wilderness.

Medium - No inholdings but adjacent lands may be private.

Low - Inholdings exist.

Rating: Medium - There are private lands and the San Carlos Apache Indian Reservation adjacent to the west boundary. There are also private lands adjacent to the southeast boundary. The remainder of the area has no inholdings or adjacent private lands.

8. Cultural resource sites that may need stabilization are present. Motorized vehicle access to Traditional Cultural Properties (TCP) or scared sites is needed. **(g)**

High - No cultural resources stabilization and/or motorized vehicle access needed.

Medium - Minor stabilization and/or motorized vehicle access needed.

Low - Extensive stabilization of cultural resources needed or motorized vehicle access required.

Rating: Medium - There are two historic sites that could need stabilization. One is at the end of a cherrystemmed road; the other is accessed via a trail. Motorized vehicle access to any TCPs or sacred sites is not needed.

9. Mineral potential was evaluated using the *R3 Plan Revision Guidance: Minerals Information Related to the Evaluation of Potential Wilderness and Research Natural Areas*. This guidance uses several databases to consider the presence and status of mining claims, mineral leases, and mineral districts. Based on the information contained in the above databases, and as described in the Background section of this evaluation, there is low mineral potential for most of this potential wilderness. There is moderate to high mineral potential for the southwest corner of the area. (f)

Rating: **Low to Medium** - southwest corner
High - remainder of area

Overall Availability: Medium

Appendix D: Need Evaluation Worksheet

Additional information for Factors 1, 3, 4, and 6 can be found in the Wilderness Need Evaluation Tables document.

Factor 1 - The location, size, and type of other wildernesses in the general vicinity and their distance from the proposed area. Consider accessibility of areas to population centers and user groups. Public demand for wilderness may increase with proximity to growing population centers.

There are 27 Wilderness areas and 1 primitive area⁶ within a 100-mile radius of PW-03-01-049. The total acreage of these areas is 1,788,844 acres. The Forest Service (FS) manages 17 of these areas, the Bureau of Land Management (BLM) manages 8, and the National Park Service (NPS) manages 3.

Potential Wilderness	Wilderness Area within a 100-mile Radius	Wilderness Acreage	Distance from PW	Managing Agency
PW-03-01-049	Chiricahua	88,793	106	FS
	Chiricahua National Monument	12,161	99	NPS
	Saguaro	77,119	108	NPS
	Rincon Mountain	38,611	105	FS
	Dos Cabezas Mountains	11,855	86	BLM
	Pusch Ridge	56,743	107	FS
	Redfield Canyon	6,206	86	BLM
	Peloncillo Mountains	19,244	79	BLM
	Galiuro	75,585	81	FS
	Aravaipa Canyon	19,790	74	BLM
	North Santa Teresa	5,733	57	BLM
	Santa Teresa	28,769	61	FS
	Needle's Eye	6,277	73	BLM
	Fishhooks	11,400	38	BLM
	Aldo Leopold	206,700	90	FS
	White Canyon	6,981	100	BLM
	Gila	558,549	59	FS
	Superstition	158,920	100	FS
	Blue Range Primitive Area	179,819	13	FS
	Blue Range	35,815	25	FS
	Salt River Canyon	32,035	82	FS
	Bear Wallow	11,113	9	FS
	Salome	18,688	100	FS
	Sierra Ancha	18,198	90	FS
	Mount Baldy	7,627	35	FS
	Escudilla	5,210	38	FS
	Hellsgate	38,845	107	FS
Petrified Forest	52,058	97	NPS	
	TOTAL	1,788,844		

⁶ The Blue Range Primitive Area is the last remaining such area in the United States. It is managed almost like wilderness in accordance with Forest Service Manual 2320.3(11).

Existing Wilderness and Primitive Areas on the Apache-Sitgreaves NFs

Wilderness Lands on the Apache-Sitgreaves NFs		
Type	Number	Acres*
Wilderness	3	23,233
Primitive Area	1	180,007
TOTAL	4	203,240

* from DEIS for the ASNFs Land Management Plan.

The following table summarizes information found in the Wilderness Need Assessment Tables document. Only acres within the listed radius are shown; actual areas may be larger.

Wilderness and Potential Wilderness within a 100- or 130-mile* Radius of . . .				
. . .	Number of Wilderness	Wilderness Acres	Number of PW on ASNFs	PW acres on ASNFs
Apache-Sitgreaves NFs	46	2,355,715	-	-
Tucson (130 miles)	35	1,487,300	12	342,526

* A 130-mile radius was used for Tucson to reflect use of the forests from this city.

Rating criteria:

There are significant wilderness lands (over 2.5 million acres) on the Apache-Sitgreaves NFs and within a 100-mile radius of this potential wilderness and the forests. Because demand for wilderness is generally greater near population centers, potential wilderness within a 100- or 130-mile radius of a population center where there are less than 1 million acres of Wilderness within that radius is rated as **Medium**. Potential wilderness within a 100- or 130-mile radius of a population center where there are more than 1 million acres of Wilderness in that radius is rated as **Low**. Potential wilderness more than 100 or 130 air miles from a population center is rated as **Low**.

Rating: Low

Factor 2 - Present visitor pressure on other wildernesses, the trends in use, changing patterns of use, population expansion factors, and trends and changes in transportation.

Item 1

Each Federal agency that manages wilderness collects and reports visitor use information differently. The Forest Service reports wilderness use by each national forest, not each wilderness. The National Park Service collects backcountry visitor use only for overnight stays. The Bureau of Land Management reports use for each wilderness.

According to the 2001 National Visitor Use Monitoring study, approximately two percent of the Apache-Sitgreaves NFs users visited the three wilderness areas on the forests. This figure is similar to other non-urban forests in the Southwestern Region. More urban forests (Cibola and Coronado NFs) reported approximately 25 percent of their users visited wilderness areas.

Most of the wilderness use on the Apache-Sitgreaves NFs is concentrated in the two smaller wilderness areas, Mount Baldy and Escudilla. These areas are each less than 10,000 acres, are easily accessible by motor vehicles, and have limited trail systems. Visitor use in Mount Baldy is considered high with use concentrated on two of the three trails. Visitor use in Escudilla is considered moderate to high with use

concentrated on one trail. Encounters with other wilderness visitors in both areas are high. Use in Bear Wallow Wilderness is lighter because it is less accessible and is slightly larger. There are no accurate use figures for the Blue Range Primitive Area, which is managed almost like wilderness.

Approximately 70 percent of the Arizona visitors to the Apache-Sitgreaves NFs are from the Phoenix and Tucson metropolitan areas. Populations in these areas have increased much faster than in the more rural areas. Visitors from the four counties where the Apache-Sitgreaves NFs are located account for another 20 percent. In general, there has been no to moderate population growth in these counties. Recently, there have been major highway improvements between Phoenix and the Apache-Sitgreaves NFs.

It can be assumed that with increasing populations and improved transportation features, wilderness use would continue to increase in those wilderness areas on the Apache-Sitgreaves NFs that are easily accessible to the recreating public.

Item 2

The Apache-Sitgreaves NFs include three designated wilderness areas, the nation's only remaining primitive area, and 322,000 acres of inventoried roadless areas. Users of designated wilderness areas fit a profile similar to other forests' users: 1) they are predominantly male (81 percent), 2) white (91 percent) or Hispanic/Latino (6 percent), 3) between the ages of 31 and 60, and 4) often travel from the Phoenix and Tucson areas. NVUM data suggest that roughly 45,000 wilderness visits were made during fiscal year 2001 although the error rate on this data is very high (\pm 56 percent) because of the relatively low number of visitors interviewed (Kocis et al. 2002). There are no use figures specific to the Blue Range Primitive Area or the inventoried roadless areas.

Surrounding national forests (Coconino, Coronado, Gila, and Tonto NFs) all have much higher numbers of wilderness visits than the Apache-Sitgreaves NFs. Use on the Coconino, Coronado, and Gila NFs is high, while use on the Apache-Sitgreaves NFs and Tonto NF is medium.⁷

Regional Demand for Wilderness

1. Increased demand for additional wilderness in both Arizona and New Mexico should be anticipated based on population growth during the period of 1990 to 2000, which exceeded the national growth rate.
2. Assuming Arizona continues to grow at a rate greatly outpacing the national rate (predicted to be about 3 times the national rate), the number of visits to existing wilderness will continue to increase, and Arizona in particular could benefit from additional wilderness.
3. Demographics related to visitor race and ethnicity will affect the rate of increase in wilderness visits in the Southwestern Region. Even though the faster growing racial/ethnic groups have relatively low participation rates, wilderness use is still expected to increase because of the overall population growth rate.
4. Public demand increases with proximity to six population centers: Flagstaff, Phoenix, Tucson, Santa Fe, Taos, and Albuquerque. Consider wilderness recommendations within a 100-mile radius of those cities to provide for that demand.
5. Some additional public demand for wilderness in the Southwestern Region will occur from the influx of people moving to communities in the vicinity of the national forests.
6. In terms of geographic distribution of wilderness, the Southwestern Region is underrepresented with five percent fewer wilderness acres as compared with the representation nationally.

⁷ This is based on use categories developed by the Forest Service Wilderness Advisory Group, with low use defined as 0 to 10,000 visits, medium as 10,001 to 30,000 visits, and high being greater than 30,000 visits. Total wilderness use for a forest from NVUM was divided by the number of wilderness areas the forest is lead for, to get an average amount of use per wilderness.

Additionally, all quadrants in Arizona and New Mexico are underrepresented with the exception of the southwest and southeast quadrants in Arizona. The most underrepresented quadrants are southeast and northwest New Mexico and northeast Arizona, which are at 6 percent or less in the number of wilderness acres (compared with total federal wilderness acres).

7. Desirability of the scenic mountainous settings available in the rural communities within and adjacent to national forests in the Southwestern Region will attract new retirees and others, further contributing to a growth in wilderness visitation.

Rating criteria:

Based on projected population increases, high use in two of the three wilderness areas on the forests, and the underrepresentation of northeast Arizona in the National Wilderness Preservation System, those potential wilderness areas within a 100- or 130-mile radius of a population center are rated as **High**. All other potential wilderness areas are rated as **Medium**.

Rating: High

Factor 3 - The extent to which nonwilderness lands on the NFS unit or other Federal lands are likely to provide opportunities for unconfined outdoor recreation experiences.

The following tables summarize information found in the Wilderness Need Assessment Tables document. Only acres within the listed radius are shown; actual areas may be larger. The Recreation Opportunity System (ROS) acres are for National Forest System lands only. No ROS information is available for the Gila NF. Many of the ROS acres overlap designated Wilderness, the Blue Range Primitive Area, and IRAs.

Like Wilderness Lands on the Apache-Sitgreaves NFs		
Type	Number	Acres
Inventoried Roadless Area	17	321,949
ROS-Primitive		228,954
ROS-Semi-Primitive Non-Motorized		452,486
TOTAL ACRES		1,003,389

Like Wilderness Lands within a 100-mile Radius of the Apache-Sitgreaves NFs		
Type	Number	Acres
Inventoried Roadless Area	85	1,571,867
BLM Wilderness Study Area	17	279,320
NPS proposed wilderness	1	116,769
ROS-Primitive		833,442
ROS-Semi-Primitive Non-Motorized		1,697,112
TOTAL ACRES		4,498,510

Like Wilderness Lands within a 130-mile Radius of Tucson		
Type	Number	Acres
Inventoried Roadless Area	42	860,957
BLM Wilderness Study Area	6	42,180
NPS proposed wilderness	0	0
ROS-Primitive		709,021
ROS-Semi-Primitive Non-Motorized		1,219,760
TOTAL ACRES		2,831,918

Within a 130-mile radius of Tucson **and** on the Apache-Sitgreaves NFs, there are 189,810 acres managed for Semi-Primitive Non-Motorized recreation and 92,228 acres managed for Primitive recreation.

Rating criteria:

There are significant nonwilderness lands (over 5.4 million acres) available for unconfined outdoor recreation outside of designated Wilderness and the Blue Range Primitive Area on the Apache-Sitgreaves NFs and within a 100-mile radius of the forests. Therefore, all potential wilderness areas are rated as **Low**.

Rating: Low - There are also significant non wilderness lands (over 2.8 million acres) available within a 130-mile radius of Tucson.

Factor 4 - The need to provide a refuge for those species that have demonstrated an inability to survive in less than primitive surroundings or the need for a protected area for other unique scientific values or phenomena.

Forest Planning Species (FPS), as determined for Forest Plan Revision, were reviewed to determine if there were species on the Apache-Sitgreaves NFs that require primitive surroundings (natural conditions and low human disturbance) to survive. The Forest Planning Species list includes 30 mammals, 22 birds, 6 reptiles and amphibians, 13 fish, 12 invertebrates, and 25 plants. This list includes Endangered Species Act endangered, threatened, and candidate species; Southwestern Region sensitive species; and other species of interest. Only the endangered, threatened, candidate, and sensitive species are considered in this evaluation.

Through coordination with the planning wildlife and fisheries staff, it was determined that there are no endangered, threatened, candidate, or sensitive species that require primitive surroundings. However, there are 2 mammals, 7 birds, 6 reptiles and amphibians, 13 fish, 2 invertebrates, and 1 plant that would benefit from primitive surroundings.

Additional information on species that would benefit from primitive surroundings can be found in the Wilderness Need Evaluation Tables document.

Rating criteria:

High - Species or habitat for species that require primitive surroundings are present.

Medium - Species or habitat for species that would benefit from primitive surroundings are present.

Low - Neither species or habitat for species that require or would benefit from primitive surroundings are present.

There are no FPS on the forests that require primitive surrounding. Each potential wilderness has at least one FPS or has habitat for at least one FPS that would benefit from primitive surroundings. Therefore, all areas receive a **Medium** rating.

Rating: Medium - There are 15 FPS and habitat for 7 additional FPS that would benefit from primitive surroundings.

Factor 5 - Within social and biological limits, management may increase the capacity of established wildernesses to support human use without unacceptable depreciation of the wilderness resource.

There are three Wilderness areas on the Apache-Sitgreaves NFs, all on the Apache NF. Two, Mount Baldy and Escudilla, are less than 10,000 acres, are easily accessible by motor vehicles, and have limited trail systems. Visitor use in Mount Baldy is considered high with use concentrated on two of the three trails. Visitor use in Escudilla is considered moderate to high with use concentrated on one trail. Encounters with other wilderness visitors in both areas are high. For these two areas there are limited management opportunities to accommodate additional use. The third wilderness, Bear Wallow, is slightly larger, is more difficult to access, and has five trails. Visitor use is considered low. Here, additional use could be accommodated without affecting the wilderness.

Rating criteria:

High - Management of all wilderness areas on the forests could not increase capacity without further affecting the wilderness resource.

Medium - Management of one or more wilderness areas on the forests could increase capacity without further affecting the wilderness resource.

Low - Management of all wilderness areas on the forests could increase capacity without affecting the wilderness resource.

Because use in Bear Wallow Wilderness is relatively low, this wilderness could accommodate some increased use without affecting wilderness resources. Therefore, all potential wilderness areas are rated as **Medium**.

Rating: Medium

Factor 6 - An area's ability to provide for preservation of identifiable landform types and ecosystems. Consideration of this factor may include utilization of Edwin A. Hammond's subdivision of landform types and the Bailey-Kuchler ecosystem classification. This approach is helpful from the standpoint of rounding out the National Wilderness Preservation System and may be further subdivided to suit local, subregional, and regional needs.

The Southwestern Regional Office used the process outlined in Loomis and Echohawk (1999)⁸ to determine the underrepresented landforms and ecosystem types in Wilderness within Region 3.

The following underrepresented landforms (ecoregion subsection) are found on the Apache-Sitgreaves NFs: Burro Mountains oak-juniper woodland, Coconino Plateau woodland, and White Mountains scarp woodland-coniferous forest.

⁸ Loomis, John and Echohawk, J. Chris. 1999. Using GIS to identify under-represented ecosystems in the National Wilderness Preservation System in the USA. *Environmental Conservation*. 26 (1): 53-58.

The following underrepresented ecosystems (PNVTs) are found on the Apache-Sitgreaves NFs: cottonwood-willow riparian forest (CWRF), dry mixed conifer forest (DMCF), interior chaparral (IC), Madrean pine-oak woodland (MPOW), mixed broadleaf deciduous riparian forest (MBDRF), montane willow riparian forest (MWRF), montane/subalpine grasslands (MSG), spruce-fir forest (SFF), wet mixed conifer forest (WMCF), and wetland/cienega riparian areas (WCRA). The wet mixed conifer forest PNVT is used as a proxy for the aspen forest/woodland ecosystem because most of the aspen on the Apache-Sitgreaves NFs is found in this PNVT.

Tables detailing the acres of underrepresented landforms and ecosystems can be found in the Wilderness Need Evaluation Tables document.

Rating criteria:

High - Underrepresented ecosystems and landforms occur across 67 percent or more of the potential wilderness.

Medium - Underrepresented ecosystems and landforms occur across 34 to 66 percent of the potential wilderness.

Low - Underrepresented ecosystems and landforms occur across 33 percent or less of the potential wilderness.

Rating: High - Underrepresented ecosystems occur across 85 percent of the potential wilderness. This potential wilderness contains seven underrepresented ecosystems: cottonwood-willow riparian forest, dry mixed conifer forest, interior chaparral, Madrean pine-oak woodland, mixed broadleaf deciduous riparian forest, wet mixed conifer forest, and wetland/cienega riparian areas. There are no underrepresented landforms.

Overall Need: Medium