# 111TH CONGRESS 2D SESSION **H.R. 4880**

To secure Federal ownership and management of significant natural, scenic, and recreational resources, to provide for the protection of cultural resources, to facilitate the efficient extraction of mineral resources by authorizing and directing an exchange of Federal and non-Federal land, and for other purposes.

## IN THE HOUSE OF REPRESENTATIVES

March 18, 2010

Mrs. KIRKPATRICK of Arizona introduced the following bill; which was referred to the Committee on Natural Resources

# A BILL

- To secure Federal ownership and management of significant natural, scenic, and recreational resources, to provide for the protection of cultural resources, to facilitate the efficient extraction of mineral resources by authorizing and directing an exchange of Federal and non-Federal land, and for other purposes.
  - 1 Be it enacted by the Senate and House of Representa-
  - 2 tives of the United States of America in Congress assembled,

#### **3** SECTION 1. SHORT TITLE.

4 This Act may be cited as the "Copper Basin Jobs5 Act".

#### 1 SEC. 2. DEFINITIONS.

2 In this Act:

3 (1) APACHE LEAP.—The term "Apache Leap"
4 means the approximately 822 acres of land depicted
5 on the map entitled "Apache Leap" and dated Janu6 ary 2009.
7 (2) FEDERAL LAND.—The term "Federal land"
8 means the approximately 2,406 acres of land located

9 in Pinal County, Arizona, depicted on the map enti10 tled "Southeast Arizona Land Exchange and Con11 servation Act of 2009–Federal Parcel–Oak Flat"
12 and dated January 2009.

13 (3) INDIAN TRIBE.—The term "Indian tribe"
14 has the meaning given the term in section 4 of the
15 Indian Self-Determination and Education Assistance
16 Act (25 U.S.C. 450b).

17 (4) NON-FEDERAL LAND.—The term "non-Fed18 eral land" means the parcels of land owned by Reso19 lution Copper that are described in section 4(a).

20 (5) OAK FLAT WITHDRAWAL AREA.—The term
21 "Oak Flat Withdrawal Area" means the approxi22 mately 760 acres of land depicted on the map enti23 tled "Oak Flat Withdrawal Area" and dated Janu24 ary 2009.

25 (6) RESOLUTION COPPER.—The term "Resolu26 tion Copper" means Resolution Copper Mining,
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1 LLC, a Delaware limited liability company, includ-2 ing any successor, assign, affiliate, member, or joint 3 venturer of Resolution Copper Mining, LLC. (7) SECRETARY.—The term "Secretary" means 4 the Secretary of Agriculture. 5 (8) STATE.—The term "State" means the State 6 7 of Arizona. (9) TOWN.—The term "Town" means the town 8 9 of Superior, Arizona.

### 10 SEC. 3. LAND EXCHANGE.

11 (a) IN GENERAL.—Subject to the provisions of this 12 Act, if Resolution Copper offers to convey to the United 13 States all right, title, and interest of Resolution Copper in and to the non-Federal land, and if the Secretary deter-14 15 mines that the public interest would be well served by making the exchange, the Secretary shall convey to Reso-16 17 lution Copper, all right, title, and interest of the United 18 States in and to the Federal land.

19 (b) COMPLIANCE WITH APPLICABLE LAW.—

(1) IN GENERAL.—Except as otherwise provided in this Act, the Secretary shall carry out the
land exchange under this section in accordance with
section 206 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1716) and other appli-

1	cable laws, including the National Environmental
2	Policy Act of 1969 (42 U.S.C. 4321 et seq.).
3	(2) Environmental review document.—
4	(A) IN GENERAL.—To the maximum ex-
5	tent practicable under the National Environ-
6	mental Policy Act of 1969 (42 U.S.C. 4321 et
7	seq.) and Council on Environmental Quality
8	regulations, the Secretary, in consultation with
9	the Secretary of the Interior and other affected
10	Federal agencies, shall prepare a single environ-
11	mental review document, which shall be used as
12	the basis for all decisions under Federal law re-
13	lated to the land exchange and connected agen-
14	cy decisions related to the proposed mine on the
15	Federal land.
16	(B) EFFECT OF PARAGRAPH.—Nothing in
17	this paragraph precludes the Secretary from
18	using separate environmental review documents
19	prepared in accordance with the National Envi-
20	ronmental Policy Act of 1969 (42 U.S.C. 4321
21	et seq.) or other applicable laws for exploration
22	or other activities not involving—

23 (i) the land exchange; or

1	(ii) the extraction of minerals in com-
2	mercial quantities by Resolution Copper on
3	or under the Federal land.
4	(c) CONDITIONS ON ACCEPTANCE.—
5	(1) TITLE.—Title to any non-Federal land con-
6	veyed by Resolution Copper to the United States
7	under this Act shall be in a form that is acceptable
8	to—
9	(A) the Secretary, for land to be adminis-
10	tered by the Forest Service; and
11	(B) the Secretary of the Interior, for land
12	to be administered by the Bureau of Land
13	Management.
14	(2) TERMS AND CONDITIONS.—The conveyance
15	of the Federal land and non-Federal land under this
16	Act shall be subject to such terms and conditions as
17	the Secretary and the Secretary of the Interior may
18	require.
19	(d) Consultation With Indian Tribes.—Prior to
20	making a public interest determination under subsection
21	(a), the Secretary shall engage in government-to-govern-
22	ment consultation with affected Indian tribes concerning
23	issues related to the exchange, in accordance with applica-
24	ble laws (including regulations).
25	(e) Appraisals.—

1	(1) IN GENERAL.—As soon as practicable after
2	the date of enactment of this Act, the Secretary and
3	Resolution Copper shall select an appraiser to con-
4	duct appraisals of the Federal land and non-Federal
5	land.
6	(2) Requirements.—
7	(A) IN GENERAL.—Except as provided in
8	subparagraph (B), an appraisal prepared under
9	paragraph (1) shall be conducted in accordance
10	with nationally recognized appraisal standards,
11	including—
12	(i) the Uniform Appraisal Standards
13	for Federal Land Acquisitions; and
14	(ii) the Uniform Standards of Profes-
15	sional Appraisal Practice.
16	(B) FINAL APPRAISED VALUE.—
17	(i) IN GENERAL.—After the final ap-
18	praised value is determined and approved
19	by the Secretary, the Secretary shall not
20	be required to reappraise or update the
21	final appraised value for a period of 3
22	years beginning on the date of the ap-
23	proval by the Secretary of the final ap-
24	praised value.

1	(ii) REAPPRAISAL.—Nothing in this
2	subparagraph precludes the Secretary,
3	prior to entering into an exchange agree-
4	ment with Resolution Copper, from requir-
5	ing a reappraisal or update of the final ap-
6	praisal if the Secretary determines that
7	such reappraisal or update is necessary.
8	(iii) Improvements.—Any improve-
9	ments made by Resolution Copper prior to
10	entering into an exchange agreement shall
11	not be included in the appraised value of
12	the Federal land.
13	(C) PUBLIC REVIEW.—Before imple-
14	menting the land exchange under this Act, the
15	Secretary shall make the appraisals of the land
16	to be exchanged (or a summary thereof) avail-
17	able for public review.
18	(3) Additional appraisal information.—
19	(A) IN GENERAL.—The appraiser selected
20	under this subsection shall prepare a detailed
21	income capitalization approach analysis, in ac-
22	cordance with the appraisal requirements re-
23	ferred to in paragraph (2)(A), of the market
24	value of the Federal land, even if the income
25	capitalization approach analysis is not the ap-

1	praisal approach relied on by the appraiser to
2	determine the market value of the Federal land.
3	(B) INCLUSION IN FINAL APPRAISAL RE-
4	PORT.—The income capitalization approach
5	analysis under subparagraph (A) shall be in-
6	cluded in the final appraisal report of the Fed-
7	eral land.
8	(f) Equal Value Land Exchange.—
9	(1) IN GENERAL.—The value of the Federal
10	land and non-Federal land to be exchanged under
11	this Act shall be equal or shall be equalized in ac-
12	cordance with this subsection.
13	(2) Surplus of federal land value.—
14	(A) IN GENERAL.—If the final appraised
15	value of the Federal land exceeds the value of
16	the non-Federal land, Resolution Copper
17	shall—
18	(i) convey additional non-Federal land
19	in the State to the Secretary or the Sec-
20	retary of the Interior, consistent with the
21	requirements of this Act and subject to the
22	approval of the applicable Secretary;
23	(ii) make a cash payment to the
24	United States; or

1 (iii) use a combination of the methods 2 described in clauses (i) and (ii), as agreed 3 to by Resolution Copper, the Secretary, 4 and the Secretary of the Interior. 5 (B) Amount of payment.—The Sec-6 retary may accept a payment in excess of 25 7 percent of the total value of the land or inter-8 ests conveyed, notwithstanding section 206(b) 9 of the Federal Land Policy and Management 10 Act of 1976 (43 U.S.C. 1716(b)).

11 DISPOSITION AND USE (C) OF PRO-12 CEEDS.—Any amounts received by the United 13 States under this paragraph shall be deposited 14 in the fund established under Public Law 90– 15 171 (commonly known as the "Sisk Act") (16 16 U.S.C. 484a) and shall be made available to the 17 Secretary, without further appropriation, for 18 the acquisition of land for addition to the Na-19 tional Forest System in the State.

20 (3) SURPLUS OF NON-FEDERAL LAND.—If the
21 final appraised value of the non-Federal land ex22 ceeds the value of the Federal land—

23 (A) the United States shall not make a
24 payment to Resolution Copper to equalize the
25 value; and

1	(B) except as provided in section 9, the
2	surplus value of the non-Federal land shall be
3	considered to be a donation by Resolution Cop-
4	per to the United States.
5	(g) Oak Flat Withdrawal Area.—
6	(1) IN GENERAL.—Subject to the provisions of
7	this subsection and notwithstanding any withdrawal
8	of the Oak Flat Withdrawal Area from the mining,
9	mineral leasing, or public land laws, the Secretary
10	may authorize Resolution Copper to carry out min-
11	eral exploration activities—
12	(A) under the Oak Flat Withdrawal Area,
13	so long as such activities would not disturb the
14	surface of the area; and
15	(B) on the Oak Flat Withdrawal Area (but
16	not within the Oak Flat Campground), so long
17	as such activities are conducted from a single
18	exploratory drill pad.
19	(2) CONDITIONS.—Any activities undertaken in
20	accordance with this subsection shall be subject to
21	such terms and conditions as the Secretary may re-
22	quire.
23	(3) TERMINATION.—The authorization for Res-
24	olution Copper to undertake mineral exploration ac-

1	tivities under this subsection shall terminate on the
2	earlier of—
3	(A) the date the land is conveyed to Reso-
4	lution Copper in accordance with this Act; or
5	(B) the date that is 3 years after the date
6	a special use permit is issued in accordance
7	with this subsection.
8	(h) Costs.—As a condition of the land exchange,
9	Resolution Copper shall agree to pay, without compensa-
10	tion, any costs that are—
11	(1) associated with the land exchange; and
12	(2) agreed to by the Secretary.
13	(i) INTENT OF CONGRESS.—
14	(1) IN GENERAL.—It is the intent of Congress
15	that the Secretary shall complete any necessary envi-
16	ronmental reviews and public interest determination
17	on the land exchange not later than 3 years after
18	the date Resolution Copper submits a mining plan of
19	operation to the Secretary.
20	(2) AGREEMENT.—If the Secretary determines
21	that the public interest would be well served by mak-
22	ing the land exchange, it is the intent of Congress
23	that the Secretary seek to enter into an exchange
24	agreement not later than 90 days after the date of
25	the public interest determination.

1	SEC. 4. CONVEYANCE AND MANAGEMENT OF NON-FEDERAL
2	LAND.
3	(a) CONVEYANCE.—On receipt of title to the Federal
4	land, Resolution Copper shall simultaneously convey—
5	(1) to the Secretary of Agriculture, all right,
6	title, and interest that the Secretary determines to
7	be acceptable in and to—
8	(A) the approximately 147 acres of land lo-
9	cated in Gila County, Arizona, depicted on the
10	map entitled "Southeast Arizona Land Con-
11	servation Act of 2009–Non-Federal Parcel–Tur-
12	key Creek" and dated January 2009;
13	(B) the approximately 148 acres of land
14	located in Yavapai County, Arizona, depicted on
15	the map entitled "Southeast Arizona Land Con-
16	servation Act of 2009–Non-Federal Parcel–
17	Tangle Creek" and dated January 2009;
18	(C) the approximately 149 acres of land lo-
19	cated in Maricopa County, Arizona, depicted on
20	the map entitled "Southeast Arizona Land Con-
21	servation Act of 2009–Non-Federal Parcel–
22	Cave Creek" and dated January 2009;
23	(D) the approximately 640 acres of land
24	located in Coconino County, Arizona, depicted
25	on the map entitled "Southeast Arizona Land
26	Exchange and Conservation Act of 2009–Non-

1	Federal Parcel–East Clear Creek" and dated
2	January 2009;
3	(E) the approximately 95 acres of land lo-
4	cated in Pinal County, Arizona, depicted on the
5	map entitled "Southeast Arizona Land Con-
6	servation Act of 2009–Non-Federal Parcel–The
7	Pond" and dated January 2009; and
8	(F) the approximately 110 acres of land lo-
9	cated in Pinal County, Arizona, depicted on the
10	map entitled "Southeast Arizona Land Con-
11	servation Act of 2009–Non-Federal Parcel–
12	Apache Leap South End" and dated January
13	2009, subject to the retained right of Resolu-
14	tion Copper to conduct underground activities
15	that—
16	(i) the Secretary determines would not
17	disturb the surface of Apache Leap; and
18	(ii) do not involve commercial mineral
19	extraction under Apache Leap; and
20	(2) to the Secretary of the Interior, all right,
21	title, and interest that the Secretary of the Interior
22	determines to be acceptable in and to—
23	(A) the approximately 3,050 acres of land
24	located in Pinal County, Arizona, identified as
25	"Lands to DOI" as generally depicted on the

1	map entitled "Lower San Pedro River" and
2	dated June 3, 2009;
3	(B) the approximately 160 acres of land
4	located in Gila and Pinal Counties, Arizona,
5	identified as "Lands to DOI" as generally de-
6	picted on the map entitled "Dripping Springs"
7	and dated June 3, 2009; and
8	(C) the approximately 940 acres of land lo-
9	cated in Santa Cruz County, Arizona, identified
10	as "Lands to DOI" as generally depicted on the
11	map entitled "Appleton Ranch" and dated June
12	3, 2009.
13	(b) Management of Acquired Land.—
14	(1) LAND ACQUIRED BY THE SECRETARY.—
15	(A) IN GENERAL.—Land acquired by the
16	Secretary under this Act shall—
17	(i) become part of the national forest
18	in which the land is located; and
19	(ii) be administered in accordance
20	with the laws applicable to the National
21	Forest System.
22	(B) BOUNDARY REVISION.—On acquisition
23	of land by the Secretary under this Act, the
24	boundaries of the national forest shall be modi-
25	fied to reflect the inclusion of the acquired land.

1	(C) LAND AND WATER CONSERVATION
2	FUND.—For purposes of section 7 of the Land
3	and Water Conservation Fund Act of 1965 (16
4	U.S.C. 4601–9), the boundaries of a national
5	forest in which land acquired by the Secretary
6	is located shall be deemed to be the boundaries
7	of that forest as in existence on January 1,
8	1965.
9	(2) LAND ACQUIRED BY THE SECRETARY OF
10	THE INTERIOR.—
11	(A) SAN PEDRO RIPARIAN NATIONAL CON-
12	SERVATION AREA.—
13	(i) IN GENERAL.—The following land
14	shall be added to, and administered as part
15	of, the San Pedro Riparian National Con-
16	servation Area in accordance with the laws
17	(including regulations) applicable to the
18	Conservation Area:
19	(I) The land acquired by the Sec-
20	retary of the Interior under subsection
21	(a)(2)(A).
22	(II) Any land acquired by the
23	Secretary of the Interior which is ad-
24	jacent to the San Pedro Riparian Na-
25	tional Conservation Area.

1	(ii) Management plan.—Not later
2	than 2 years after the date on which the
3	land is acquired, the Secretary of the Inte-
4	rior shall update the management plan for
5	the San Pedro Riparian National Con-
6	servation Area to reflect the management
7	requirements of the acquired land.
8	(B) DRIPPING SPRINGS.—Land acquired
9	by the Secretary of the Interior under sub-
10	section (a)(2)(B) shall be managed in accord-
11	ance with the Federal Land Policy and Man-
12	agement Act of 1976 (43 U.S.C. 1701 et seq.)
13	and applicable land use plans.
14	(C) LAS CIENEGAS NATIONAL CONSERVA-
15	TION AREA.—Land acquired by the Secretary of
16	the Interior under subsection $(a)(2)(C)$ shall be
17	added to, and administered as part of, the Las
18	Cienegas National Conservation Area in accord-
19	ance with the laws (including regulations) appli-
20	cable to the Conservation Area.
21	(c) SURRENDER OF RIGHTS.—In addition to the con-
22	veyance of the non-Federal land conveyed to the United
23	States under this Act, and as a condition of the land ex-
24	change, Resolution Copper shall surrender to the United
25	States, without compensation, the rights held by Resolu-

tion Copper under the mining laws and other laws of the 1 2 United States to commercially extract minerals under— 3 (1) Apache Leap; and property described 4 (2)the in subsection (a)(1)(E) (commonly known as "The Pond"). 5 6 SEC. 5. RECREATIONAL ACCESS AND IMPROVEMENTS. 7 (a) RECREATIONAL ACCESS AND FACILITIES.— 8 (1) IN GENERAL.—As a condition of the land 9 exchange under this Act, Resolution Copper shall 10 pay to the Secretary \$1,250,000, to improve access 11 and facilities for dispersed recreation and other out-12 door recreational activities as provided in paragraph 13 (2).14 (2) USE OF AMOUNTS.—The Secretary shall use 15 the amount paid in accordance with paragraph (1), 16 without further appropriation, to construct or im-17 prove road access, turnouts, trails, parking areas, or 18 facilities for dispersed recreation and other outdoor 19 recreational activities as the Secretary determines to 20 be appropriate. 21 (3) PREFERRED LOCATIONS.—To the maximum 22 extent practicable, the funds made available under 23 this subsection shall be used by the Secretary on na-

24 tional forest land—

	10
1	(A) in the general area north of Arizona
2	State Highway 60; or
3	(B) in the general area along Arizona
4	State Highway 177.
5	(b) DETERMINATION OF VALUE.—Amounts paid by
6	Resolution Copper under this section shall not be consid-
7	ered in determining the value of the Federal and non-Fed-
8	eral land under section 3(f).
9	SEC. 6. VALUE ADJUSTMENT PAYMENT TO UNITED STATES.
10	(a) ANNUAL PRODUCTION REPORTING.—
11	(1) IN GENERAL.—As a condition of the ex-
12	change, beginning on February 15 of the first cal-
13	endar year beginning after the date of commence-
14	ment of production of valuable locatable minerals in
15	commercial quantities from the Federal land con-
16	veyed to Resolution Copper under section 3, and an-
17	nually thereafter, Resolution Copper shall file with
18	the Secretary of the Interior a report indicating the
19	quantity of locatable minerals produced in commer-
20	cial quantities from the Federal land during the pre-
21	ceding calendar year.
22	(2) REPORT CONTENTS.—The reports under

(2) REPORT CONTENTS.—The reports under
paragraph (1) shall comply with any recordkeeping
and reporting requirements prescribed by the Sec-

retary or required by applicable Federal laws in ef fect at the time of production.

3 (b) PAYMENT ON PRODUCTION.—If the cumulative 4 production of valuable locatable minerals produced in com-5 mercial quantities from the Federal land conveyed to Resolution Copper under section 3 exceeds the quantity of 6 7 production of locatable minerals from the Federal land 8 used in the income capitalization approach analysis pre-9 pared under section 3(e)(3), Resolution Copper shall pay 10 to the United States, by not later than March 15 of each applicable calendar year, a value adjustment payment for 11 12 the quantity of excess production at the same rate as-13 sumed for the income capitalization approach analysis pre-14 pared under section 3(e)(3).

(c) STATE LAW UNAFFECTED.—Nothing in this section modifies, expands, diminishes, amends, or otherwise
affects any State law relating to the imposition, application, timing, or collection of a State excise or severance
tax.

(d) USE OF FUNDS.—The funds paid to the United
States under this section shall be deposited in the fund
established under Public Law 90–171 (commonly known
as the "Sisk Act") (16 U.S.C. 484a) and shall be made
available to the Secretary, without further appropriation,

for the acquisition of land for addition to the National 1 Forest System in the State. 2 3 SEC. 7. WITHDRAWAL. 4 Subject to valid existing rights, Apache Leap and any 5 land acquired by the United States under this Act is withdrawn from all forms of— 6 7 (1) entry, appropriation, or disposal under the 8 public land laws; 9 (2) location, entry, and patent under the mining 10 laws; and 11 (3) disposition under the mineral leasing, min-12 eral materials, and geothermal leasing laws. 13 SEC. 8. APACHE LEAP. 14 (a) MANAGEMENT.— 15 (1) IN GENERAL.—The Secretary shall manage 16 Apache Leap to preserve the natural character of 17 Apache Leap and to protect archeological and cul-18 tural resources located on Apache Leap. 19 SPECIAL USE PERMITS.—The Secretary (2)20 may issue to Resolution Copper special use permits allowing Resolution Copper to carry out under-21 22 ground activities (other than the commercial extrac-23 tion of minerals) under the surface of Apache Leap 24 that the Secretary determines would not disturb the

1	surface of the land, subject to any terms and condi-
2	tions that the Secretary may require.
3	(3) FENCES; SIGNAGE.—The Secretary may
4	allow use of the surface of Apache Leap for installa-
5	tion of fences, signs, or other measures necessary to
6	protect the health and safety of the public, protect
7	resources located on Apache Leap, or to ensure that
8	activities conducted under paragraph (2) do not af-
9	fect the surface of Apache Leap.
10	(b) Plan.—
11	(1) IN GENERAL.—Not later than 3 years after
12	the date of enactment of this Act, the Secretary, in
13	consultation with applicable Indian tribes, the Town,
14	Resolution Copper, and other interested members of
15	the public, shall prepare a management plan for
16	Apache Leap.
17	(2) Considerations.—In preparing the plan
18	under paragraph (1), the Secretary shall consider
19	whether additional measures are necessary to—
20	(A) protect the cultural, archaeological, or
21	historical resources of Apache Leap, including
22	permanent or seasonal closures of all or a por-
23	tion of Apache Leap; and
24	(B) provide access for recreation.

1	SEC. 9. CONVEYANCES TO TOWN OF SUPERIOR, ARIZONA.
2	(a) CONVEYANCES.—
3	(1) IN GENERAL.—On request from the Town
4	and subject to the provisions of this section, the Sec-
5	retary shall convey to the Town the following:
6	(A) Approximately 30 acres of land as de-
7	picted on the map entitled "Southeast Arizona
8	Land Exchange and Conservation Act of 2009–
9	Federal Parcel–Fairview Cemetery" and dated
10	January 2009.
11	(B) The reversionary interest and any re-
12	served mineral interest of the United States in
13	the approximately 265 acres of land located in
14	Pinal County, Arizona, as depicted on the map
15	entitled "Southeast Arizona Land Exchange
16	and Conservation Act of 2009–Federal Rever-
17	sionary Interest–Superior Airport" and dated
18	January 2009.
19	(C) The approximately 250 acres of land
20	located in Pinal County, Arizona, as depicted
21	on the map entitled "Southeast Arizona Land
22	Exchange and Conservation Act of 2009–Fed-
23	eral Parcel–Superior Airport Contiguous Par-
24	cels" and dated January 2009.
25	(b) PAYMENT.—

1	(1) IN GENERAL.—The Town shall pay to the
2	Secretary the fair market value for each parcel of
3	land or interest in land acquired under this section,
4	as determined by appraisals conducted in accordance
5	with section 3(e).
6	(2) REDUCTION.—If the final appraised value
7	of the non-Federal land exceeds the value of the
8	Federal land under section 3—
9	(A) the obligation of the Town to pay the
10	United States shall be reduced by an amount
11	not to exceed the excess value of the non-Fed-
12	eral land conveyed to the United States; and
13	(B) the amount donated by Resolution
14	Copper to the United States shall be reduced
15	accordingly.
16	(c) SISK ACT.—Any payment received by the Sec-
17	retary from the Town under this section shall be deposited
18	in the fund established under Public Law $90{-}171$ (com-
19	monly known as the "Sisk Act") (16 U.S.C. 484a) and
20	shall be made available to the Secretary, without further
21	appropriation, for the acquisition of land for addition to
22	the National Forest System in the State.

(d) TERMS AND CONDITIONS.—The conveyances
 under this section shall be subject to such terms and con ditions as the Secretary may require.