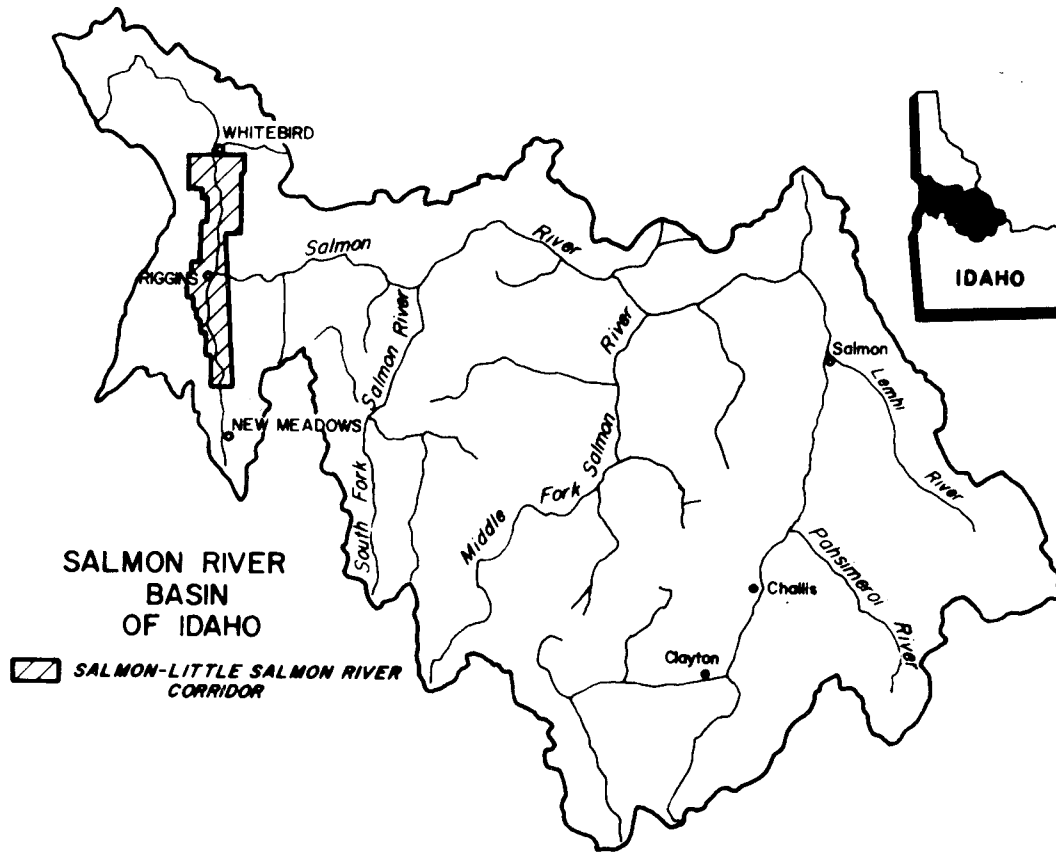


A Methodology Study To Develop Evaluation Criteria For Wild And Scenic Rivers



A THESIS

Landowner Perception of Recreationist Associated Conflicts in the Salmon-Little Salmon River Corridor of Idaho

by
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Moscow, Idaho
January, 1971

LANDOWNER PERCEPTION OF RECREATIONIST ASSOCIATED CONFLICTS
IN THE SALMON-LITTLE SALMON RIVER CORRIDOR OF IDAHO

A Thesis

Presented in Partial Fulfillment of the Requirement for the
DEGREE OF MASTER OF SCIENCE
Major in Geography

in the
UNIVERSITY OF IDAHO GRADUATE SCHOOL
by

EUGENE P. WEHUNT, JR.
January, 1971

BIOGRAPHICAL SKETCH

Eugene Pershing Wehunt, Jr., was born 15 June, 1943, in Augusta, Georgia. Following graduation from Clover Park High School, Tacoma, Washington, in 1961, the author attended Western Washington State College, receiving a Bachelor of Arts degree in Education in 1965. Prior to his acceptance to Graduate School at the University of Idaho, he was a junior high school social studies teacher for four years in Shelton and Tacoma, Washington. He and his wife, Bonnie, have one son, Christopher.

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ABSTRACT

Opposition at hearings prompted Congress to designate twenty-seven "study" rivers in the National Wild and Scenic Rivers Act. Landowners argued that the Act would increase recreationist associated land management problems. A spatial analysis of recreational pressures, subsequent recreationist associated problems, and selected public policies which influence landowner-recreationist conflicts were involved in this Scenic Rivers Methodology subproject.

Relatively developed and predominantly privately owned, a rural area of Idaho's lower Salmon River basin, herein termed the Salmon-Little Salmon River Corridor, is a complex pattern of management and ownership units adjacent to national forest lands and characterized by a narrow strip of land and water in which lateral mobility is limited by canyon walls rising from the rivers. The northern half of the Corridor is dominated by ranching along the Salmon River. The Little Salmon River flows through the southern half where residential land use dominates.

Sampling included 118 of 306 landowners. Influenced by thousands of recreationists routed into and through the Corridor by U. S. Highway 95, nine-tenths of the northern landowners claimed recreational use of their lands; hunting, fishing, and camping were the most common activities. Gates left open, vehicles not restricted to the roads, and disturbance to livestock were dominant problems. Responsibility was placed mainly on hunters, cyclists, and campers. Fifty-four percent enforced restrictive hunter access policies; campers and fishermen were only slightly less restricted. Posting was practiced by 43 percent.

Fisherman use of southern lands were claimed by 73 percent of the landowners; other uses were considerably less. Vandalism, perceived by 40 percent, was considered the main problem. Hunters, cyclists, and campers were main sources of problems. Fishermen, because of their overwhelming numbers, faced access restrictions by 36 percent of the landowners. Two-fifths of the landowners practiced posting; concern for their personal safety, privacy and financial liability were major reasons.

Regarding public policies and programs, almost two-thirds of all landowners believed the existing road system provides adequate access, intensifies land management problems, and thus indicated no need for additional roads. Almost 20 percent believed additional roads would provide increased public benefits.

Hunting regulations were considered to have adverse affects on the deer population and land use practices. A "Sportsman Access" program and "Operation Respect" may relieve recreationist associated adversities on private lands.

Landowner-recreationist conflicts have been influenced by an inadequate supply of roadside rest areas, campgrounds, toilets, litter disposal containers, and drinking water. Other facilities were considered adequate.

Believing the Wild and Scenic Rivers Act synonymous with government intervention and recreationist associated problems, 37 percent of the landowners expressed opposition to the Act; 20 percent favored the Act because of its preservation ideals, and 43 percent indicated no opinion.

Needs include (1) additional facilities to alleviate landowner-recreationist conflicts, (2) actions to reduce landowner financial liability when his lands are publically used, (3) landowner awareness that Federal condemnation of Corridor lands under the authority of the Act is

not possible, (4) landowner involvement in decision-making processes regarding the road system, the supply of recreation facilities, fish and game policies and programs, and wild and scenic rivers selection, (5) landowner awareness of the economic benefits he receives from recreation expenditures, (6) determination of the extent recreationists are restricted from lands because of cyclist associated land abuse, and (7) continuation of research into the nature of landowner-recreationist conflicts.

INTRODUCTION

On October 2, 1968, Public Law 90-542, known as the "Wild and Scenic Rivers Act," was signed by the President. The law is an attempt to balance national river harnessing policies with a river preservation policy. It declares ". . . that certain selected rivers of the Nation which, with their immediate environments, possess outstandingly remarkable scenic, recreational, geologic, fish and wildlife, historic, cultural, or other similar values, shall be preserved in free-flowing condition, and that they and their immediate environments shall be protected for the benefit and enjoyment of present and future generations."¹

Three classes of rivers are specified by the Act: wild, scenic, and recreational. A "wild river" is one free of impoundments and pollution and is accessible only by trails; the watershed and shoreline are essentially primitive. A "scenic river" is also largely primitive and free of impoundments, but accessible in places by roads. A "recreational river" is one readily accessible by road or railroad, may have development along its shoreline and may have undergone some impoundment or diversion in the past.²

Thirty-five rivers are listed in the Act, of which eight are designated for immediate inclusion and classification in the National Wild and Scenic Rivers System. Two of the eight "instant" rivers, the Middle Fork of the Salmon and the Middle Fork of the Clearwater River, are in Idaho. The other twenty-seven, termed "study" rivers, are listed for potential inclusion following comprehensive resource inventory and study to provide decision-making guidelines. Five of the study rivers, the Salmon, Bruneau, Moyle, Priest, and St. Joe Rivers, are in Idaho.

Although the Act gives primary responsibility to the Departments of the Interior and Agriculture for the river studies, it encourages State participation. In Idaho, the Water Resources Research Institute at the University of Idaho, in cooperation with the Idaho Water Resource Board, the Idaho Fish and Game Department, and the Idaho Department of Water Administration, organized a Scenic Rivers Methodology Study Unit to develop evaluation criteria for rivers inclusion, classification, and management in a National Wild and Scenic Rivers System.³ Scheduled for completion by July, 1971, its recommendations for alternative uses for the Salmon River basin will eventually be presented to Congress.

The Act specifies only the lower 237 miles of the 425-mile Salmon River for study category. This includes the river portion from the town of North Fork to its mouth at the confluence with the Snake River. If eventually included in the National Wild and Scenic Rivers System, the study portion of the Salmon River would undoubtedly contain segments as "wild", "scenic", and "recreational". The Salmon River flows through land both publicly and privately owned. It flows through sparsely populated and primitive land and densely populated and relatively developed land. It flows through some land that is accessible only by river or trail and some that is accessible by a major paved highway.

Near the lower end of the river is a stretch which, if included in the System, would probably be classified as recreational, inasmuch as the adjacent area is predominantly privately owned. This area includes a major federal highway and has a rural population oriented heavily to ranching. It is with this lower portion of the Salmon River, one of its major tributaries, the Little Salmon River, and the adjacent lands that this study is concerned.

Statement of the problem

Increased outdoor recreation activity throughout the United States poses problems to private landowners in rural areas, particularly those in proximity to good hunting, fishing, and camping areas. Similarly, the privately owned sector of the lower Salmon River basin of central Idaho is experiencing pressures and problems related to outdoor recreation. A spatial analysis of landowner perceived recreational pressures, subsequent recreationist associated problems, and selected government policies which influence landowner attitudes, policies, and practices toward the recreational use of his land were the problems dealt with in this study.

Elaboration of the study problem

The wild and scenic rivers concept that became Public Law 90-542 evolved from the Outdoor Recreation Resources Research Commission (ORRRC) Study of 1962. In one of its 27 reports, the Commission recommended

The establishment of reasonable classification schemes that adequately describe the nature of the resource involved would lead logically to the development of zoning regulations. Such regulations would preserve the unique, or promote the combination of recreational uses appropriate to the individual environments.⁴

The Commission went on to state

. . . there are values which in certain locations and under certain conditions need absolute preservation.⁵

Such recommendations were deemed of National interest and several bills (i.e. S. 1446, 89th Congress, and S. 119, 90th Congress) were introduced into Congress proposing nationwide wild and scenic rivers systems. Following these bills, but prior to the 1968 Act, numerous public hearings were held in key locations to provide opportunities for

groups and individuals to present statements pertaining to the inclusion or exclusion of streams or stream segments.

Opposition groups to the wild rivers focused on two issues, the effect on the local economies and fear of possible acquisition of land by Federal condemnation rights. Another opposition group consisted of the private owners of the land through which the streams flowed, and here the issue was one of landowner conflicts with the recreationists. At a hearing at Green River, Wyoming, on May 17, 1965, one large landowner objected to the Act in the following manner:

You cannot run people and cows together. That people do not respect the property of others is a known fact. Those fishermen who have permission to fish, etc., on private land are the ones who will respect it, for they know if they don't, they won't be invited back. But when they feel it is public, it is doubtful they will bother to clean up afterwards, as they feel they are paying taxes for someone else to do it, as they do on the forest ground. At the same time, how can you draw a line through your meadow, haystacks, corrals, etc., and say "you can't cross it?" How do you keep the dogs from chasing the cattle and wild game? And how do you keep from being sued when someone is hurt on the property you own and they are given free run of it? How do you keep them from throwing their cigarettes in your hay or barns, or keep their cars from crossing wet meadows to gain access to this area?⁶

A statement at a hearing at Washington, D.C., on April 14, 1967, showed similar concern with respect to the Shenandoah River of West Virginia when it was stressed that the people of Jefferson County

. . . do not want their land open to the public for recreation with all the additional problems of policing the land, providing access to rivers, and preventing and disposing of the litter and trash which the public is known to leave in its wake.⁷

Study objectives

With reference to such expressed landowner opposition, the following study objectives were formulated:

- 1) to ascertain the spatial distribution and intensity of specific problems as perceived by the landowner;
- 2) to determine the extent to which landowners label various types of recreationists for their problems;
- 3) to ascertain alternative landowner management policies and practices in view of present conflicts with the recreationists; and
- 4) to determine the impact of the road system, the hunting and fishing policies and programs, the supply of outdoor recreation facilities, and the Wild and Scenic Rivers Act on landowner attitudes, policies, and practices toward the recreationists.

FOOTNOTES

¹Wild and Scenic Rivers Act (Public Law 90-542, 90th Congress: October 2, 1968, Section 1b.

²Ibid., Section 2b.

³The Methodology Study involves fourteen subprojects: 1) forest and range resources, 2) minerals, 3) outdoor recreation, 4) commercial fisheries, 5) irrigation, 6) water quality control, 7) hydro-electric power, 8) flood control, 9) navigation, 10) transportation and access 11) anthropology, 12) history, 13) agriculture, and 14) water for municipal and industrial use.

⁴Outdoor Recreation Resources Research Commission, "Water for Recreation -- Values and Opportunitites," ORRRC Study Report No. 10, Washington, D.C., 1962, p. 56.

⁵Ibid., p. 56.

⁶"Statement of Mr. and Mrs. John R. Buyer, Presented by Margaret Buyer," National Wild Rivers System (Hearing before the Committee on Interior and Insular Affairs on S. 1446 at Green River, Wyoming, May 17, 1965, p. 443.

⁷"Statement of Mrs. Robert P. Leonard, Representing the Jefferson County Federation of Republican Women, Harpers Ferry, W. Va.," Wild and Scenic Rivers (Hearings before the Committee on Interior and Insular Affairs on S. 119 and S. 1092, Washington, D.C., April 13 and 14, 1967), p. 200.

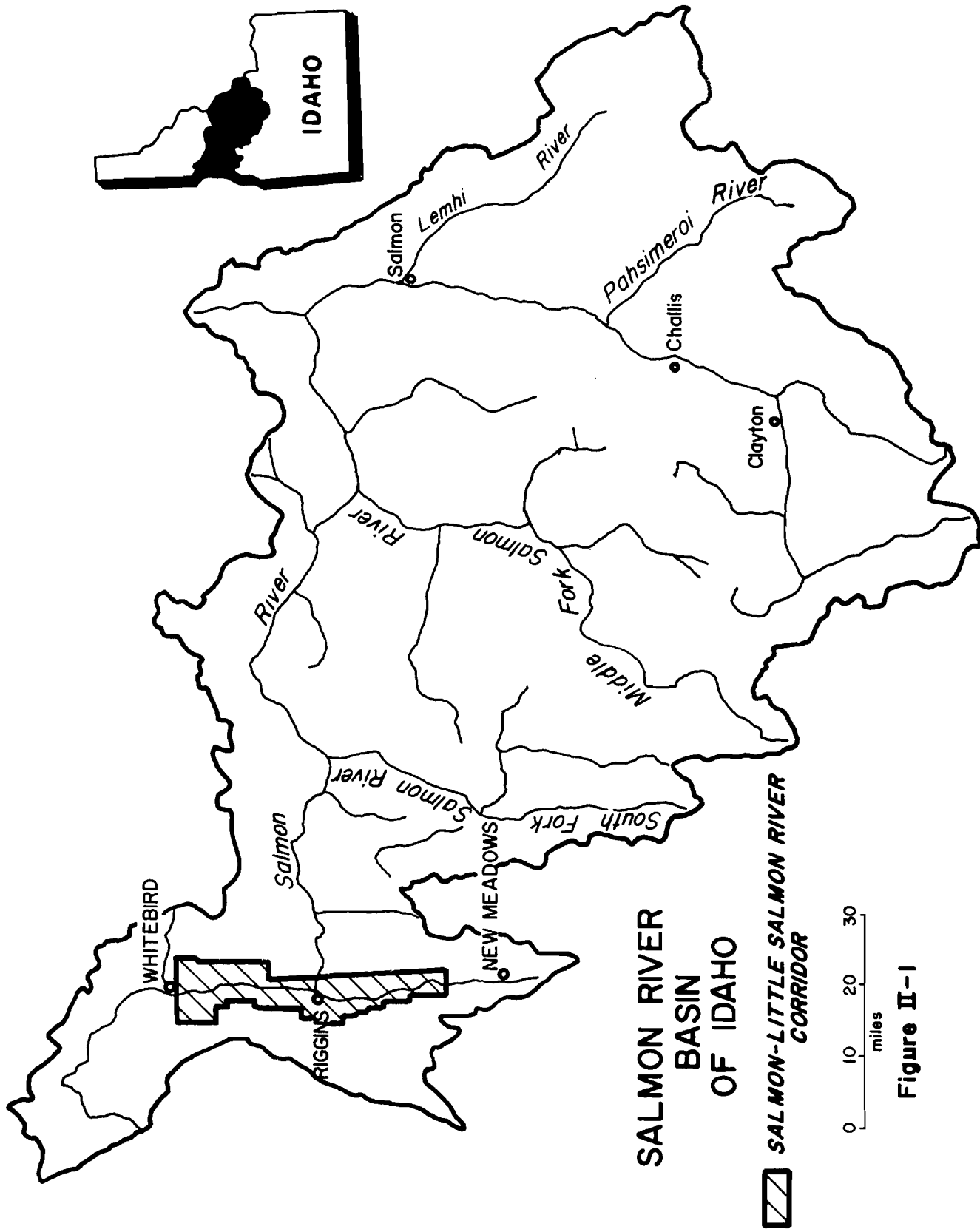
PROCEDURE

Selection of the study area

Most land in the Salmon River basin is publicly owned. There are, however, several sizable areas of private ownership focusing on the towns of Clayton, Challis, and Salmon in the eastern portion of the basin, and the towns of New Meadows, Riggins, and Whitebird in the western portion of the basin. The privately owned area between New Meadows and Whitebird, hereinafter referred to as the Corridor (Figure II-1), was selected as the study area; criteria for this designation is presented in a later section of this paper. It was felt that this area would potentially include the only major privately owned area in the Salmon River basin under "recreational" status of the Wild and Scenic Rivers Act, and thus require a different and perhaps a more complex approach to future decision making.

Estimating outdoor recreation use

Outdoor recreation use data in the Corridor are sparse and fragmentary. Future outdoor recreation development and management, particularly under the possible "recreational" status of the Wild and Scenic Rivers Act, will necessitate comprehensive user information. Two valuable data sources include a 1969 survey of Corridor user participation¹ and Idaho Highway Department traffic counts.² The number of recreationists visiting the Corridor during the 1970, 1980, and 2000 Summer tourist seasons was determined by multiplying the average annual 24-hour traffic volume, times (X) 120%, a correction factor that is assumed to account for higher traffic volume during the summer months (see Table IV-1), times (X) 2.5, which is assumed to represent the number of persons per vehicle³, times (X) 65%, which is



**SALMON RIVER
BASIN
OF IDAHO**

 **SALMON-LITTLE SALMON RIVER
CORRIDOR**

Figure II-1

assumed to represent vehicles bringing people to recreate⁴, times (X) 90, the approximate number of days between early June and early September.

Sampling the landowners

Names and mailing addresses of all private landowners in the Corridor were obtained from county assessor offices in Grangeville (Idaho County) and Council (Adams County). The names were stratified into four groups: 1) Salmon River area landowners with local mailing addresses; 2) Salmon River area landowners with non-local mailing addresses; 3) Little Salmon River area landowners with local mailing addresses; and 4) Little Salmon River area landowners with non-local mailing addresses (Table II-1.) It was assumed that local mailing addresses indicated resident landowners, while non-local mailing addresses constituted absentee landowners.

Assessor records showed 306 private landowners in the Corridor. Due to the overwhelming number of landowners living in Riggins, however, and because of the difficulty in distinguishing land holdings in Riggins from the adjacent rural land holdings, the town and environs in Section 15 of Township 24 North, Range 1 East was excluded from the study area. Problems in the Riggins area were assumed to be significantly different from those in the rest of the Corridor.

During June and July of 1970, 30 of the 69 landowners with local mailing addresses in the Salmon River area and 38 of the 124 Little Salmon area landowners with local mailing addresses were personally interviewed with a formally designed questionnaire⁵ (see Appendix). Locations of their residences were obtained through the cooperation of the local Forest Service Fire Protective Districts at Riggins and Slate Creek.

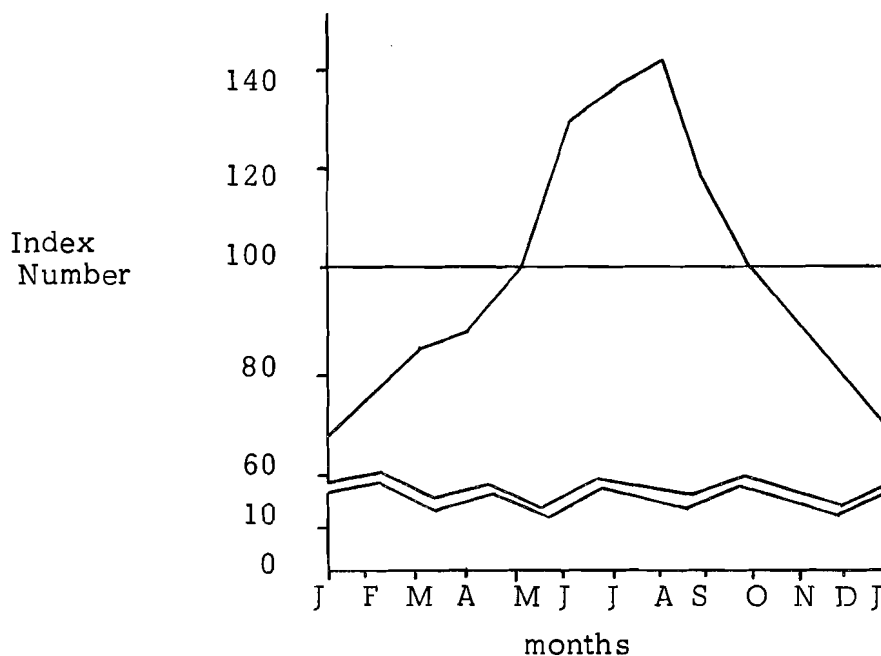
Location	Resident Landowners			Non-resident Landowners			Grand Totals		
	N	n	n/N %	N	n	n/N %	N	n	n/N %
Salmon River Area	69	30	43.5	22	5	22.7	91	35	38.5
Little Salmon River Area	<u>124</u>	<u>38</u>	<u>30.6</u>	<u>91</u>	<u>45</u>	<u>59.3</u>	<u>215</u>	<u>83</u>	<u>38.6</u>
TOTALS	193	68	35.2	113	50	44.6	306	118	38.6

Table II-1. Number of landowners (N), sample size (n), and sample percentages (%) in the Salmon-Little Salmon River Corridor.

Meanwhile, the same questionnaire, with an introductory letter and return envelope, was sent to all landowners with non-local mailing addresses, resulting in 5 (22.7%) responses in the Salmon River area and 45 (59.3%) in the Little Salmon River area. This brought response totals for the two areas to 35 (38.5%) and 83 (38.6%), respectively. The small sample size for the Salmon River mail response was offset by the more significant 30 personal interviews in this area.

Summation of the responses was done by physical tabulation. Control variables throughout the analysis, as presented on the tables, include the Salmon River Area, or northern portion of the Corridor, and the Little Salmon River Area, or southern portion. It is believed that landowner responses are influenced by both natural and human characteristics of their immediate environs, which differ in the two areas. Such differences will be set forth in the following chapter.

Figure II-2. Seasonal fluctuation of traffic volumes for the State of Idaho, 1968. Recorded monthly by automatic counters. (Source: Idaho Department of Highways).⁶



FOOTNOTES

¹The survey was conducted by the Idaho Water Resources Research Institute. This researcher helped conduct the survey during the peak of the Summer tourist season, 1 July to 2 September. See Appendix for questionnaire.

²The Idaho Department of Highways is planning a 1971 Summer "Origin and Destination" study along the Corridor segment of U. S. Highway 95 which should provide valuable data for future research and management decisions.

³A 1969 sample of 222 vehicles stopped at Corridor road construction sites revealed an average of 2.5 persons per vehicle. The sample was conducted by the author.

⁴Idaho State Parks, "Idaho Outdoor Recreation Plan," Boise, Idaho 1965, p. 39.

⁵The "Questionnaire on Landowner Interests and Opinions in the Lower Salmon River Corridor" was designed after a literature survey revealing the nature of landowner-recreationist conflicts. Literature survey findings are incorporated in this study.

⁶Figure may not be representative of the Corridor stretch of U.S. 95, for it represents a State average.

CORRIDOR CHARACTERISTICS

The Salmon-Little Salmon River Corridor (Figure III-1) is both an administrative¹ and a physical entity. Administratively, the Corridor includes approximately 160,000 acres (Table III-1), most of which is under private ownership. The boundaries of the 45-mile long Corridor approximate Nezperce and Payette National Forest boundary lines on the east and west. The southern extent of the Corridor is the Idaho-Adams county line south of Round Valley and just over nine and a half miles north of New Meadows (Figure II-1). The northern boundary follows the east-west section line lying just north of the mouth of Whitebird Creek, which parallels U.S. Highway 95 for a short distance as it enters the Salmon River canyon. The ownership of this strip, ranging from three to ten miles in width, is distinctive in the predominantly publicly owned Salmon River basin.

Table III-1. Ownership categories in the Salmon-Little Salmon River Corridor.

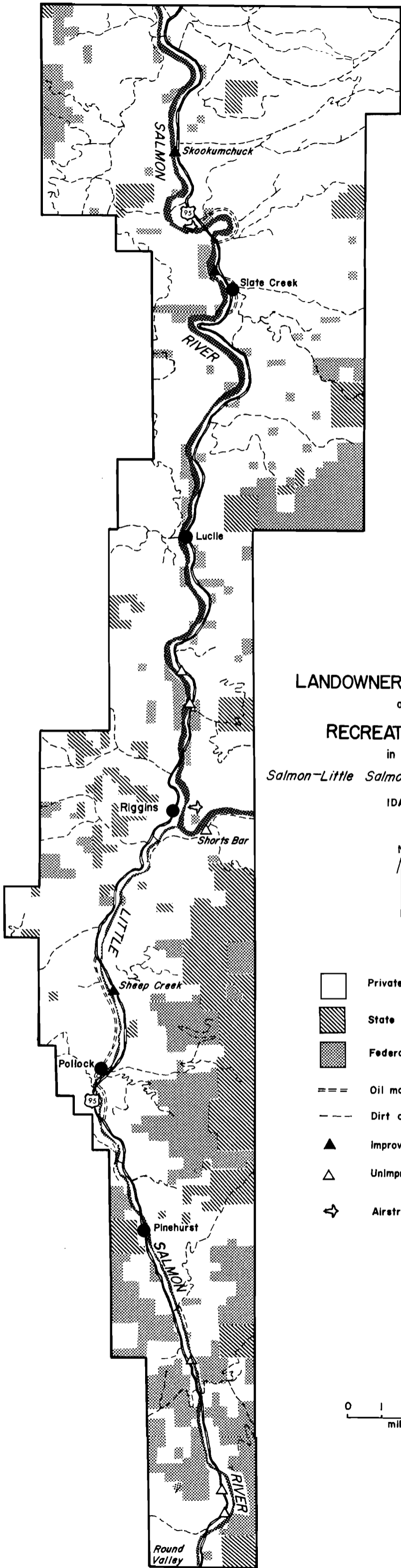
Ownership	Acres ²			Percent		
	Salmon Area	Little Salmon Area	Entire Corridor	Salmon Area	Little Salmon Area	Entire Corridor
State	5,520	9,780	15,300	5.7	15.9	9.6
Federal	10,560	15,180	25,740	10.8	24.6	16.2
Private	<u>81,400</u>	<u>36,660</u>	<u>118,060</u>	<u>83.5</u>	<u>59.5</u>	<u>74.2</u>
TOTALS	97,480	61,620	159,100	100.0	100.0	100.0

Although this study focuses on the area as an administrative corridor, there is a narrower physical, or geomorphological, corridor. Entering from the north or south along U.S. Highway 95, one's lateral mobility is severely limited by the steep canyon walls rising up from the Salmon and Little Salmon

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




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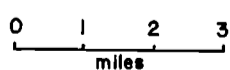
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LANDOWNERSHIP PATTERN
and
RECREATION SITES
in the
Salmon-Little Salmon River Corridor
IDAHO



-  Private land
-  State land
-  Federal land
-  Oil mat secondary road
-  Dirt or gravel secondary road
-  Improved recreation site
-  Unimproved recreation site
-  Airstrip

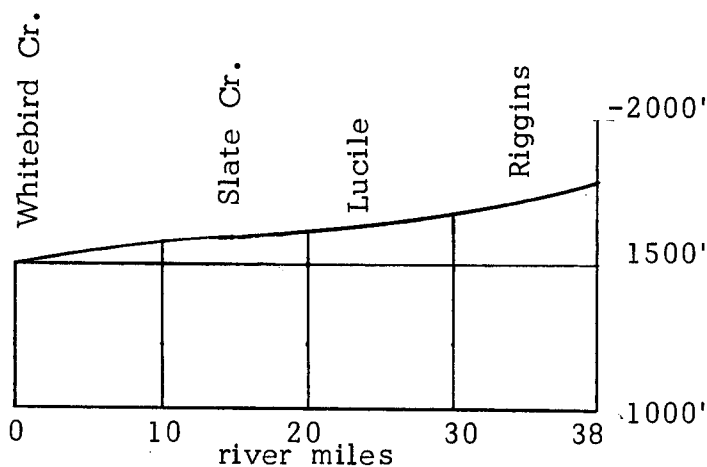


Rivers and acting as barriers to east-west movement. Here the rivers and canyon walls form a physical corridor. It is this narrow strip of land and water running the entire length of the study area that provides the main tourist attraction. From the Salmon River, Little Salmon River, and U.S. Highway 95, little can be seen of the pasture, crop, and forest lands that occupy most of the higher elevation of the study area. The profiles in Figure III-2 illustrate the degree to which the terrain has produced the physical corridor concept.

Natural Characteristics

There are two major rivers in the Corridor which have acted as dominant geomorphic and unifying agents. The Salmon River enters the Corridor from an easterly direction after flowing across much of central Idaho. At the townsite of Riggins, it turns abruptly northward as it flows along a major fault line. During its 38-mile journey through the northern portion of the corridor, the Salmon River has an average gradient of almost ten feet per mile (Figure III-3). Near Whitebird, a gauging station records an average discharge rate of 10,860 cfs. (Table III-2) Peak runoff usually occurs during May and June when the high altitude snows melt. (Figure III-4).

Figure III-3. Longitudinal profile of a 38-mile stretch of the lower Salmon River (Source: Idaho Water Resource Board, 1968).



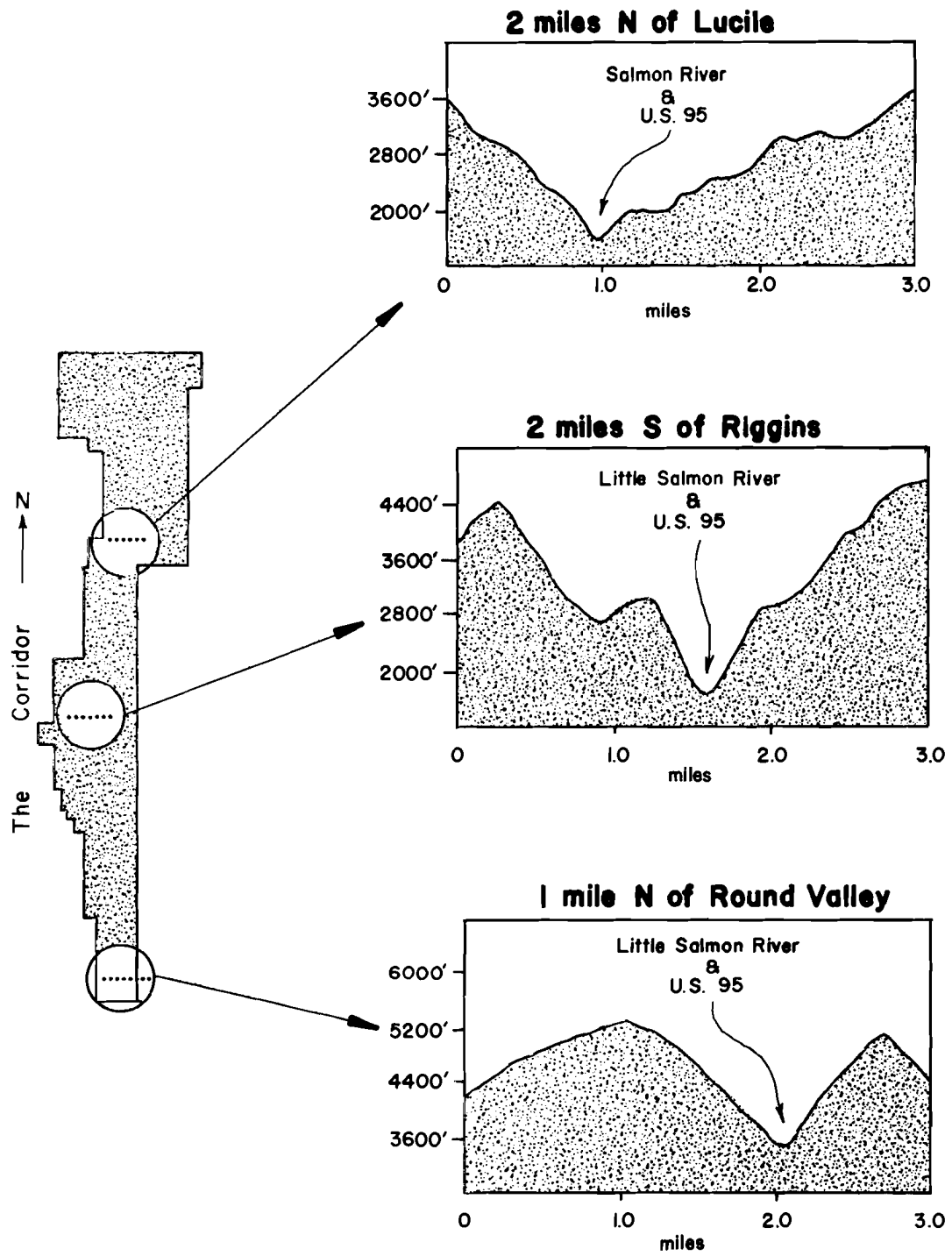
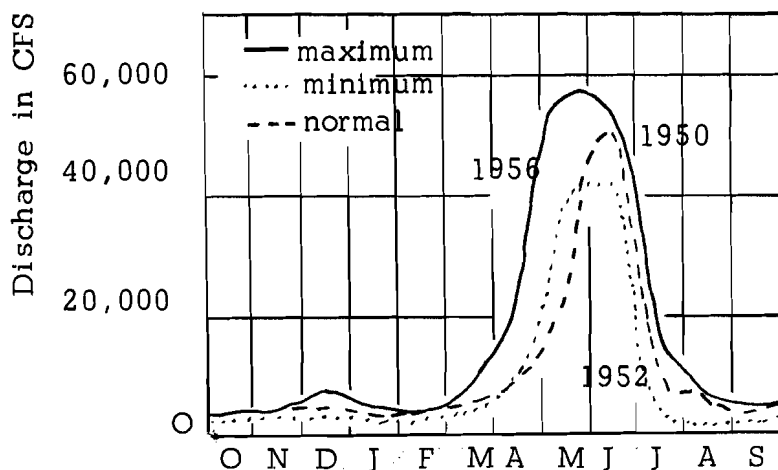


Figure III-2 Corridor profiles, Lower Salmon and Little Salmon River topography.

Table III-2. Summary of Streamflow records for the Salmon-Little Salmon River Corridor (Source: U.S. Geological Survey, 1964).

Stream and Station	Drainage Area (sq. mi.)	Discharge (cfs)		
		Average	Maximum	Minimum
Salmon River at Whitebird	13,550	10,860	120,000	1,580
Little Salmon River at Riggins	576	815	9,200	110

Figure III-4. Monthly maximum, minimum, and average discharge modified to reflect 1970 level of development for period 1928-57 for Salmon River at Whitebird. (Source: Idaho Water Resource Board, 1968).

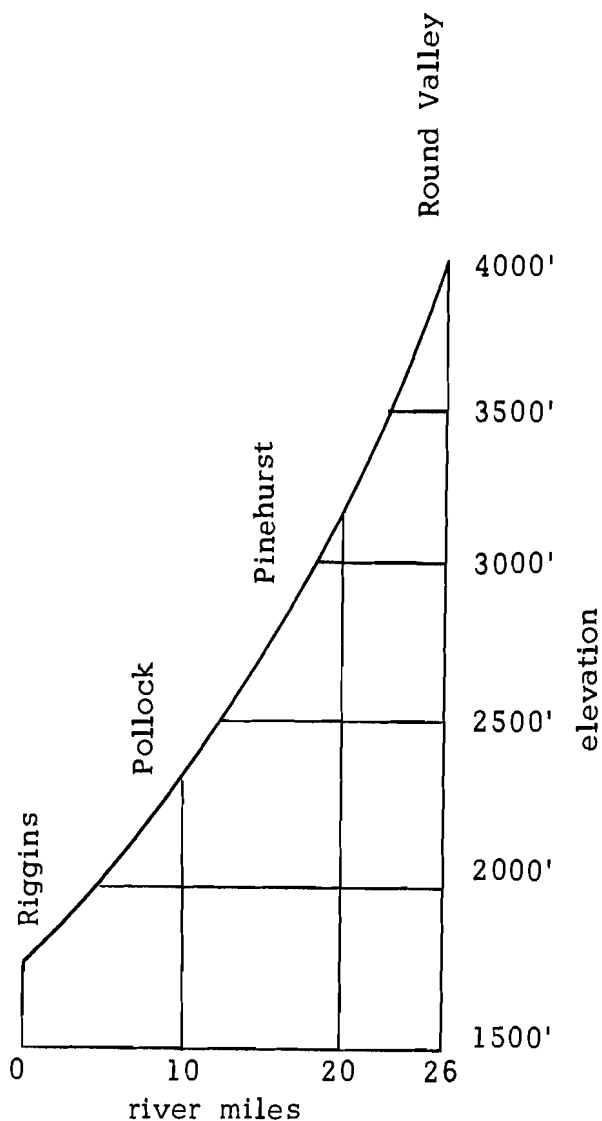


The lower Salmon River is seen by the casual observer as having long stretches of gently flowing waters interspersed with a few short stretches of rapids. Along the river bank, sparkling white sand bars and sheer rock cliffs are numerous.

Occupying the southern half of the fault is the Little Salmon River. It is the last major tributary of the Salmon River before it empties into the

Snake River. At the southern boundary of the Corridor, the northward flowing Little Salmon River meanders gently with a slight gradient. Just north of Round Valley, it abruptly changes its character, becoming a noisy, turbulent, exciting white water stream with a gradient of approximately 80 feet per mile (Figure III-5) and dominated by rapids, falls, and rare stretches of relatively quiet water. Twenty-six miles downstream from Round Valley and 2200 feet lower in elevation, the river joins the Salmon at Riggins with an average discharge rate of 815 cfs (Table III-2).

Figure III-5. Longitudinal profile of the Little Salmon River.
(Source: Idaho Water Resource Board, 1968).



Except for an extremely narrow flood plain and a few benches adjacent to the Salmon River, there is only a small amount of flat land. The area consists mainly of steep dissected mountains that place restraints on land use alternatives. The Corridor does have climatic advantages for agriculture with one of the longest growing seasons in Idaho, nearly 200 days, mild winters, hot summer temperatures, and an average annual precipitation of approximately 16 inches³ (Table III-3). These seasonal temperature conditions reduce the appeal of the Corridor valley for long term summer tourists and winter sports enthusiasts.

Man-made influences

During the 1860's, this portion of Idaho was influenced by the discovery of gold in the Salmon River area. Although greatest impact was east of the Corridor, signs of later mining activity, utilizing hydraulic mining methods, can still be seen along the river between Riggins and Whitebird. Old and new mining claims are still on the record books and plat maps of the county assessor.

Another significant event was the Homestead Act of 1862, as approximately 4 percent of the present-day rural landowners in the Corridor (9% in the Salmon River area and only 2.4% in the Little Salmon River area⁴) trace their ownership to this Act.

Today, the ownership pattern is a maze of public and private holdings. Of the estimated 160,000 acres within the Corridor boundaries, almost three-fourths is privately owned. A large amount of the public land in the Corridor includes sections 16 and 36 of each township, which were given to the State by the Federal government, and parcels of land administered by the Bureau of Land Management which remained in

Mean 1969 Temperatures

Station	J	F	M	A	M	J	J	A	S	O	N	D	Annual
Riggins R.S.	32	40	46	52	62	69	76	78	67	49	43	38	55
Slate Creek R.S.	35	40	45	52	60	68	74	77	65	54	46	38	54

Total 1969 Precipitation

Station	J	F	M	A	M	J	J	A	S	O	N	D	Annual
Riggins R.S.	2.7	1.3	.5	1.9	2.2	1.5	::	::	1.3	1.6	.7	2.4	16.1
Slate Creek R.S.	2.2	.9	1.0	1.9	2.4	2.3	.3	::	1.8	1.3	.6	1.0	15.7

Last spring minimum of 28° or below 32° or below 28° or below

Station	Date	Temp	Date	Temp	Date	Temp	Number of days between dates 28° or below	Number of days between dates 32° or below
Riggins R.S.	3-24	27	3-25	31	10-6	32	203	195
Slate Creek R.S.	3-14	26	4-21	31	10-6	26	206	168

Table III-3. Climatological data (1969) at two locations in the Salmon-Little Salmon River Corridor. (Modified from Climatological Data: Idaho Annual Summary 1969).

Federal ownership after creation of national forests and establishment of private homesteads and mining claims.

Highway 95, which passes through the Corridor, provides the most direct route between north and south Idaho. It is a major interstate route connecting population concentrations of southwestern United States (including California) with the outdoor tourist attractions of northern Idaho, western Montana, and adjacent portions of Canada (Figure III-6). For regional tourists, primarily from southwestern Idaho, this highway brings in hundreds of fishermen and hunters. It is the major ingress route to reach the Seven Devils and that portion of the Salmon east of Riggins. It is also the major egress route from the region for floaters and jet boaters who descend the main Salmon River. It is the only paved access to the lower portion of the Salmon River basin.

Through most of the Corridor, the highway is a two-lane, narrow, winding road which closely follows the Salmon and Little Salmon Rivers. Based on falling rock and slide hazards during extended rainy periods and on projected trends in traffic flow (Figure III-7), the Idaho Department of Highways has made large expenditures to widen and straighten several miles of the highway between Riggins and Whitebird.

Many miles of unpaved (dirt or gravel) roads that provide access from the Corridor to adjacent National Forest lands were started as mining or logging roads. Today they serve diverse purposes, including ingress and egress for the private landowner, the recreationist, the logger, and the Forest Service employee. These roads follow major east-west flowing tributaries and are maintained by the County Commissioners or locally controlled County Road Districts.

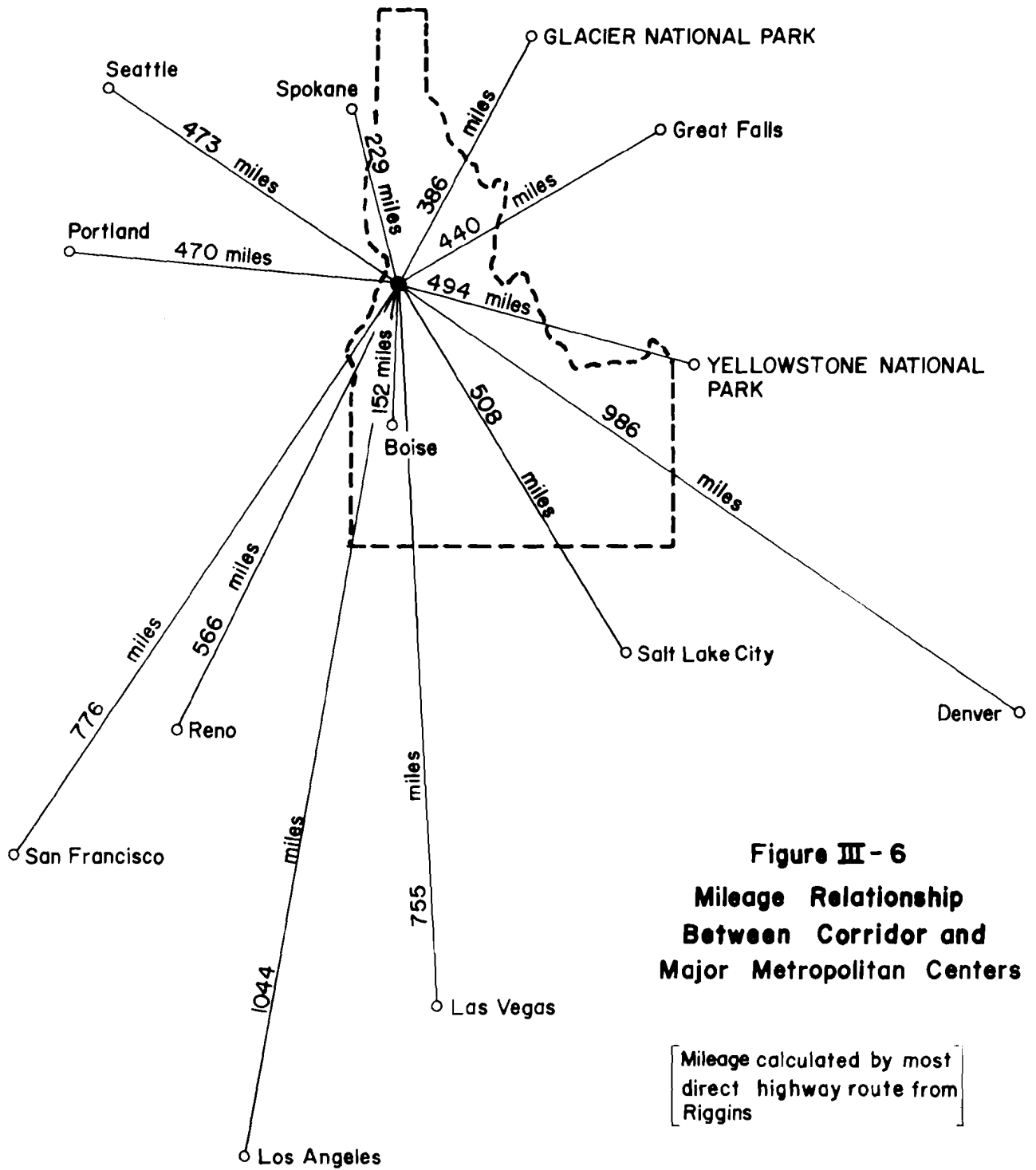
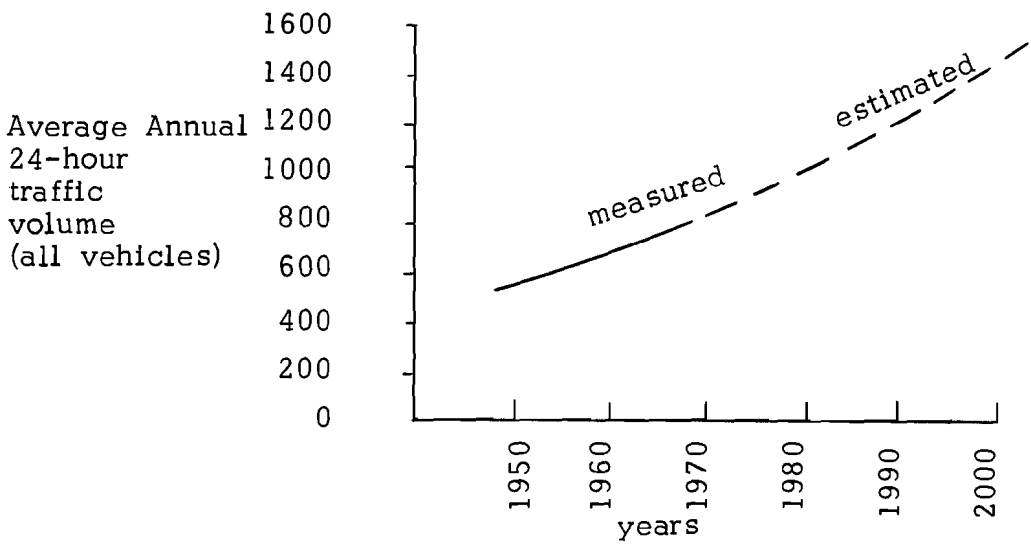


Figure III - 6
Mileage Relationship
Between Corridor and
Major Metropolitan Centers

[Mileage calculated by most direct highway route from Riggins]

Figure III-7. Average annual 24-hour traffic volume (all vehicles) on rural U.S. Highway 95 between Round Valley and Whitebird. (Constructed from 1950, 1957, 1967, 1968, and 1969 measured traffic counts and estimated traffic volume for the year 2000, Idaho Department of Highways).



The transportation system includes two unimproved emergency airstrips (Table III-4 and Figure III-1.) River transportation is limited to the few experienced high-powered outboard motor and jet boaters, and adventuresome floaters. There are no rail lines in the Corridor.

Table III-4. Airstrips in the Salmon-Little Salmon River Corridor. (Source: Idaho County Comprehensive Water & Sewer Plan, 1969).

<u>Location</u>	<u>Elevation</u>	<u>Runway Length</u>
Slate Creek	1,660'	2,600'
Riggins	1,800'	2,500'

Other than for Riggins, population data for the Corridor are obscured in county census tabulations. While population data for Riggins alone

suggest a decrease in Corridor population over the past decade (Table III-5), new land subdivisions, especially along the Little Salmon River, indicate that the rural population is increasing as a result of increased retirement and vacation home site interest.

Table III-5. Population of Riggins, Idaho. Parentheses denote unincorporated place at time of census. (Sources: 1920-1960 census from Idaho County Comprehensive Water & Sewer Plan, 1969; 1970 census (unofficial) from Mrs. Pat Merek, Riggins, Idaho, local census taker in the Corridor).

Location	1920	1930	1940	1950	1960	1970
Riggins	(240)	(188)	(311)	287	588	538

The population of the entire Corridor, including Riggins, is estimated at nearly 1,400, with approximately 850⁵ people permanently residing in the rural part of the Corridor. The summer population increases as absentee landowners come for weekend or vacation trips to their holdings.

The economy of the Corridor is mainly dependent upon lumbering, ranching, tourism, government, construction, and mining. Two sawmills, one located at Riggins near the mouth of the Little Salmon River and the other on the west bank of the Salmon River approximately two miles south of Whitebird, employ about 200 people.⁶

Sampled rural landowners indicated that approximately three-fourths in the Salmon River area and one-third in the Little Salmon River area are engaged in ranching, which includes the grazing of livestock and the growing of forage crops. Questionnaire responses indicated that about seven out of every ten landowners engaged in ranching (50% of all landowners) in

the northern portion of the Corridor do so on a full-time basis.⁷ In the southern portion, only an estimated one out of every four landowners engaged in ranching (less than 10% of all landowners) do so on a full-time basis.

According to several landowners, business is quite seasonal in nature, relying heavily on tourists during the Summer and the hunters and fishermen during the Fall. Retail services for both local and transient needs focus on Riggins and include restaurants, service stations, motels, and dry good stores. Several businesses are also located along U.S. Highway 95 south of Riggins, but few services are provided between Riggins and Whitebird.

The U. S. Forest Service provides most federal jobs in the area. With district ranger stations at Riggins and Slate Creek, the Forest Service staff manages thousands of acres of National Forest land adjacent to the Corridor.

The Idaho Highway Department directly or indirectly provides most construction oriented employment. Most of it focuses on the network of roads in the Corridor, where bridges have been built and road surfaces have been widened, straightened, and repaired. Little construction activity is oriented to housing.

The search for gold and other prospecting continues. A small vacuum dredge is searching the bed of the Salmon River for "flour" gold, but most local mining is concerned with crushed rock and natural gravels for road construction. Mining potential exists in and near the Corridor. Low-grade copper in the Seven Devils region, carbonate rock (limestone) north of Riggins, and "blacksand" deposits are future mining possibilities.⁸

FOOTNOTES

¹Administrative, in this context, does not refer to an area under the management of a single governing agency, but an area characterized by a complex pattern of management and ownership units different from the adjacent national forests and their single agency management.

²Acreage was estimated from Idaho Map 13, Bureau of Land Management, under the assumption that each section on the map was equivalent to 640 acres of land. Actual land surface acreage is probably greater within each section due to the rugged character of the landscape. Figures were not corrected to account for public ownership of transportation right-of-ways and water surfaces.

³It should be noted that temperatures are lower and precipitation greater at the southern end of the Corridor than in the area around Riggins and Slate Creek.

⁴Based on the 1970 "landowner" questionnaire findings under the assumption that acquisition of the land prior to 1900 would in all probability indicate land was acquired by "homesteading."

⁵Obtained by multiplying 3.23 (population per household according to U. S. Bureau of the Census, 1968) times the number of rural landowners in the Corridor. A lower population per household figure can probably be expected in the Corridor due to its retirement nature, but this may be offset by the number of landowners which have tenants living on their property.

⁶1969 Directory of the Forest Products Industry (San Francisco: Miller Freeman Publications, 1969), pp. 71, 76.

⁷It was assumed that landowners were involved in full-time ranching if their land is used for grazing of livestock (see question No. 13 of "landowner" questionnaire) and if their land is of great importance to their total personal income (see question No. 15 of "landowner" questionnaire).

⁸Idaho County Planning Commission, Idaho County Comprehensive Water and Sewer Plan (Idaho County, Idaho: 1969), p. 15.

THE NATURE OF LANDOWNER-RECREATIONIST CONFLICTS

Landowner-Recreationist Contact

With its Chinook salmon and steelhead trout runs, plentiful white-water and a narrow deep canyon, the nationally acclaimed Salmon River is a major tourist attraction of Idaho and the Pacific Northwest. Thousands of Idaho residents and out-of-state tourists annually visit the Salmon River country. While a few of these visitors get to experience the thrill of a jet boat or float trip down some segment of the river, most do not have the time, money or physical endurance for such an outdoor recreation experience. Therefore, they explore the area by one of the two paved highways, U.S. 93 or U.S. 95.

It is estimated that the 1970 Corridor summer recreationists numbered approximately 140,400. Expected increases by 1980 and 2000 may bring totals to 175,500 and 263,250, respectively. The totals represent all recreationists visiting the Corridor, regardless of activity or length of visit. An Idaho Water Resources Research Institute "user" survey provides additional information regarding the nature of the recreationist, dealing with specific recreational activity participation. Interview findings of 219 people stopped along the Salmon River, Little Salmon River, and U.S. 95 during July and August, 1969,¹ show sightseeing as the activity of greatest interest (Table IV-1). However, other activities are more relevant to this study as they bring the public into more direct contact with the rural landowners.

As most stays in the Corridor are of short duration (see Table IV-1), and as the lack of facilities does not present serious obstacles

Table IV-1. Percentages of 219 interviewees that participated in specific recreational activities and the number of days they participated in each activity within the Salmon-Little Salmon River Corridor in 1969. (Interviews conducted during July and August, 1969, by the Idaho Water Resources Research Institute).

<u>Activity</u>	<u>Participating Percentage</u>	<u>In 1969, how many days</u>	
		<u>have you spent</u>	<u>will you spend</u>
Sightseeing	81.3	2	2
Picnicking	60.7	1	0
Fishing	56.2	2	2
Camping	36.1	1	1
Swimming	16.4	0	0
Hunting	14.6	0	1
River Floating	2.3	0	0
Skin Diving	1.4	0	0
Motor Boating	1.4	0	0
Canoeing	0.9	0	0
Other	0.9	<u>0</u>	<u>0</u>
TOTALS		6	7

to such activities, picnicking and fishing receive considerable participation. Camping, which is somewhat curtailed by a lack of facilities, ranks next in public participation. Camping would be of greater significance if campgrounds were provided. Hunting participation, as portrayed in Table IV-1, is misleading as the data was gathered prior to the heavy influx of Fall hunters.

Once in the area, the tourist may come in contact with local residents. As a fisherman, hunter, camper, or other type of recreationist, he often uses or crosses both public and private lands. This contact has

generated reactions and conflicts between recreationists and landowners. It is difficult for these categories of recreationists to avoid private lands in the Corridor. Location of the boundaries of the public domain, be it State or Federal lands, is difficult to determine in the mountainous terrain. It is further complicated by many miles of winding, unpaved access roads, the complex ownership pattern, the few signs denoting landownership, and the lack of available large-scale maps showing ownership as related to convenient landmarks and roads. This may explain why nearly nine-tenths of the rural landowners in the Corridor feel that their lands are being used or crossed by the recreationist (Table IV-2).² Such feelings, it should be noted, may be the product of actually experiencing visible contact with the recreationist or signs left by the recreationist (i.e. campfire, gun shell, discarded fishing lures), or the product of presumptive experience as influenced by known encounters on other lands in the Corridor.

The Salmon River Area

Landowners in this section state that hunters utilize their lands more than any other group of recreationists. This area provides an ideal environment for whitetail deer, turkeys, and chukars. Although local property owners claim that hunters have practically eliminated the deer in the area, Fish and Game Department spokesmen point out that Corridor game counts reveal an over-abundance of deer.³ Thus, many hunters congregate in this area repeatedly for a two to four week hunting season. Occasionally, a two-deer season has been permitted for parts of the Corridor and adjacent lands. With respect to the 1970 turkey season, an Idaho Fish and Game spokesman pointed out:

Table IV-2. Percentage of rural landowners in the Salmon-Little Salmon River Corridor claiming their lands used or crossed by recreationists. (Salmon River Area sample size was 35, Little Salmon River Area sample size was 83, and Entire Corridor sample size was 118).

<u>Type of recreationist</u>	<u>% of landowners claiming recreationist using or crossing their lands</u>		
	<u>Salmon River Area</u>	<u>Little Salmon River Area</u>	<u>Entire Corridor</u>
Fishermen	63	73	69
Hunters	83	44	56
Campers	57	29	38
Picnickers	34	29	31
Cyclists	40	26	31
Rockhounds	34	12	19
Swimmers	29	11	17
Floaters	23	..	7
Others	14	4	7

Some of the better turkey spots in the Whitebird to Riggins area are the Adams Free Use Road near Whitebird, Deer Creek, Cow Creek, Race Creek, Slate Creek and Skookumchuck Creek. A lot of the lower areas along these creeks are on private lands so be sure and ask permission before hunting or stick to the National Forest land.⁴

Land used or crossed by the fisherman are those near the Salmon River and a few of the larger tributary streams (i.e. Slate Creek, Race Creek, Skookumchuck Creek, and John Day Creek). Many of the smaller streams are intermittent and without fish. Thus, fishing in this section occurs on fewer private land parcels than hunting. Of particular fishing interest are the steelhead that migrate upstream during the fall and winter months and the Chinook salmon that migrate upstream during the late spring and early summer. Some bass and trout are caught in the Salmon River, although the tributaries provide better trout fishing.

Camping and cycling in this area of the Corridor are most often associated with hunters.⁵ Instead of identifying and seeking public land or public camping sites, campers will occasionally choose the most expedient or convenient site to pitch a tent, park a camper, or build a fire without regard to ownership. The use of two-wheel vehicles (cycles) is regarded by some as the most practical means of scouring the countryside for hunting and carrying out the dead carcass after the kill.

Picnicking is most often associated with the sightseeing summer tourists stopping along the Salmon River or its tributaries. While not always aware of the few picnicking facilities along the Salmon River or in the nearby national forests, tourists will occasionally picnic on private lands adjacent to U.S. Highway 95 and the many unpaved access roads.

Although approximately one-third of the northern area landowners specify rockhounds as using or crossing their lands in search of souvenir

rocks or panning in sand and gravel stream banks for gold, they acknowledge that their numbers are relatively few.

The most popular swimming sites in this section of the Corridor are the sand bar at Skookumchuck Recreation Area, maintained by the Bureau of Land Management, and on privately owned Shorts Bar, maintained by the Idaho Fish and Game Department. As other sand bars are used, other private land bordering the Salmon River is occasionally crossed.

Most river floating on the Salmon River is done either on the Middle Fork or on the main river between Shoup and Riggins.⁶ Some who float the river between Riggins and Whitebird will occasionally trespass onto private lands for overnight camping, meal preparation, or in order to inspect hazardous rapids before venturing into them.

Other trespassing recreationists include history buffs and curiosity seekers who enter deserted wood, rock, or sod cabins on private lands in search of antique bottles and other artifacts of early settlement.

The Little Salmon River Area

Along the Little Salmon River increased land subdivision activity and population concentrations discourage big game and hunters. Only on the sparsely settled upper slopes do the landowners claim that deer, bear, and grouse are hunted.

With most of these landowners owning small lots along the Little Salmon River and its tributaries, it is mainly fishermen who cross or use private land holdings. Although the stream water and fish are publicly owned, the adjacent land exhibits a mosaic of private and public ownership. There are many miles of public access along the river by virtue of the highway right-of-way. However, the fisherman is still

compelled to cross private property as he follows the winding river or gains access to certain stretches of the river by the most direct path. Almost three-fourths of the area landowners claim their lands are either used or crossed by fishermen.

Campers and picnickers in the southern area tend to be summer tourists. Limited campsites for tents, campers, and trailers have resulted in the tendency for many tourists to pull off the highway onto any accessible and convenient land for a rest stop or an overnight stay. Highway Department roadside rest areas, where overnight camping is prohibited, are often filled with campers and trailers soon after sunset during the summer tourist season. Between one and two dozen vehicles have been reported seen at the Sheep Creek Rest Area near Pollock many nights from June to August.

Most rural landowners in the southern portion of the Corridor live along the narrow flood plain adjacent to the Little Salmon River and U.S. Highway 95 where the land surface is littered with boulders and gravels deposited by Spring floods. Here relatively few rockhounds use or cross privately owned lands.

There is little swimming in the Little Salmon. During early summer the river is too high and swift for safe swimming, and in late summer water diversion for irrigation by ranches in the New Meadows area creates a stream that is too shallow for swimming in most areas. Only a few deep pools offer swimming possibilities; one of the better sites is located just below the mouth of Boulder Creek adjacent to private lands.

The Perceived Problems

Access to private land for public recreational use is influenced by such considerations as vandalism, theft, fire, disturbance to livestock, open gates, vehicle trespass, and inadequate liability laws. A 1969 Idaho Fish and Game Department news release on landowner-sportsman problems noted:

There have been a number of recent acts of vandalism and carelessness that have increased the problems for landowners on Craig Mountain. Hunters may have considerable difficulty in obtaining access because of these poor citizens.

Allen Nelson, who owns the old Matheson Ranch, has had sugar placed in his truck's gas tank and a cow shot in the leg this year. Only hunters with written permission from him will be allowed access. He will have six range riders on his property rounding up cattle and they will be checking hunters also.

Bob Nelson, who owns a considerable amount of land on Craig Mt. and leases the old Howard property, had a serious act of carelessness occur recently. Someone left a gate open in the powerline road and about 400 of his cattle got out and went down on range he was saving for the winter. It's taking 10 range riders to round them up at the present time. He will have the major portion of his cattle in the area between Eagle and Swamp Creeks and hunters should be extremely careful in this vicinity. They should be doubly sure of their target before firing and close all gates.

James Forsman, another large landowner and President of the Lewiston-Landholder-Sportsman Council, has had all the windows shot out of his truck on Craig Mountain. Forsman admits it was probably caused by vandals and not a hunter. However, some of the careless hunters have caused serious problems for the landowner.⁷

Another access concern of the landowner is the financial liability he has when others are on his property. The courts recognize three categories of visitors on the lands, invitee, licensee, and trespasser, and the duties of the landowner theoretically differ according to the legal status of the persons on the premises.⁸ The large landholder feels that even posting his land "will not prevent a law suit, liability or even a judgment against the owner."⁹

The 1970 "landowner" questionnaire requested Corridor landowners to indicate, from a prepared list, the types of problems they have experienced on their lands over the past few years. The list included the following:

Vandalism

This refers to the willful destruction or defacement of property. The most common act seems to be identified by numerous bullet-riddled, broken, and defaced signs, often "NO TRESPASSING" signs, surrounding the property. Other acts include the burning of isolated cabins and fence posts for fire wood, the cutting of wire fences to gain access, and the shooting of holes in irrigation pipes with high-powered guns.

Theft

The most frequent theft item is gasoline. Stored in tanks near farm buildings for the operation of machinery on the larger ranches, it is often visible and accessible. Other items occasionally stolen include smaller equipment and tools from isolated cabins and farm buildings, and fruit from private orchards.

Disturbance to livestock

Cattle, sheep, and horses are often harassed. On fenced lands, livestock are frightened by the sounds of shooting. Some landowners have even reported finding livestock that have been maimed or killed as a result of a negligent hunter. On open range, motor vehicles tend to frighten and scatter livestock.

Gates left open

The easiest access onto private lands or private roads is through gates which may remain open and thus encourage new trespassers and even more scattering of livestock.

Vehicles not staying on roads

Fenced or not fenced, private lands are often entered and crossed from access roads by trespassing vehicles, especially four-wheel drive units and cycles. Driven across planted fields and among herds of cattle, they tend to accelerate erosion by channeling runoff in tire ruts.

Invasion of privacy

The use of private lands often occurs near the owner's home. He may be annoyed by a fisherman taking a shortcut across his yard to reach a fishing hole, a cyclist entering his driveway, or by someone setting up camp only a few yards from his front door.

Assumption that the land is public

As the pattern of landownership is unknown to most users, they may begin their outdoor recreation experiences on the public domain, but subsequently trespass unknowingly onto private lands. In many instances, access roads that appear to be public roads are actually private "field" roads.

Forest or grass fires

The fire danger is high during the hot, dry summers. Forest and grass fires on private lands have been caused by sparks from cycle mufflers as well as from untended or poorly located campfires.

Liability

Injuries occurring on private lands are sometimes considered, by the courts, as the fault of a negligent landowner who is then required to provide compensation.

A comparison between northern and southern area landowners reveals that almost every problem seems to be more acute in the Salmon River area, probably due to the more extensive use of the land for crops and livestock. The major problems experienced by these northern area landowners were gates left open, vehicles not staying on roads, and disturbance to livestock. Vandalism, experienced by 40 percent of the landowners in both areas of the Corridor, was the major problem noted by Little Salmon River area landowners (Table IV-3). Because of smaller lots and more fishermen, there was more sensitivity to the invasion of personal privacy in the Little Salmon River area.

It is not known if Corridor landowners have been sued as a result of injuries incurred by individuals on their lands. However, one question on this topic was included to determine whether the landowners felt they were taking a financial liability risk by permitting the public to use or cross their lands. In some areas of the Nation (i.e. the East and California), intense recreation pressure on private lands has led to increased concern for financial liability protection.¹⁰ Table IV-4

Table IV-3. Percentage of Salmon-Little Salmon River Corridor rural landowners that claim they have experienced specific problems on their Corridor lands. (Salmon River Area sample size was 35, Little Salmon River Area sample size was 83, and Entire Corridor sample size was 118).

<u>Type of problem</u>	<u>% of landowners claiming they have experienced the problem</u>		
	<u>Salmon River Area</u>	<u>Little Salmon River Area</u>	<u>Entire Corridor</u>
Vandalism	40	40	40
Gates left open	51	26	34
Vehicles not staying on roads	51	26	34
Assumption that land is public	43	29	33
Theft	37	29	31
Disturbance to livestock	49	18	28
Forest or grass fires	23	21	21
Invasion of Personal privacy	14	18	17

Table IV-4. Percentage of Salmon-Little Salmon River Corridor rural landowners that responded by answering "Yes" or "No" (No response means they did not answer the question) to the question "Do you feel that you are taking a liability risk by permitting the public to use or cross your land?" (Salmon River Area sample size was 35, Little Salmon River Area sample size was 83, and Entire Corridor sample size was 118).

<u>Landowner Response</u>	<u>% of landowners responding</u>		
	<u>Salmon River Area</u>	<u>Little Salmon River Area</u>	<u>Entire Corridor</u>
Yes	46	45	45
No	51	42	45
No Response	<u>3</u>	<u>12</u>	<u>9</u>
TOTALS	100	99	99

shows how the landowners were relatively evenly divided between those that felt they were definitely taking a risk and those that felt the public is responsible for any incurred injuries when they trespass onto their lands. It is not known whether landowner concern for such protection has changed with time.

Perceived Responsibility

Prior to the interviews, it was assumed that there were a predominance of fisherman created problems in much of the Corridor, based on the number of "NO TRESPASSING" signs on private lands near fishing streams, found in a previous summer reconnaissance. The interviews, however, indicate several other types of recreationists perceived by landowners as more significant irritants (Table IV-5).

Hunters

Although the overall rural corridor population density is low, landowner and recreationist activities and movements tend to be influenced by the rugged terrain. Private homes and farm buildings are located principally along the major tributaries, on the unpaved access roads where hunters concentrate in fall during the deer, turkey, and chukar hunting seasons. Over 60 percent of these landowners regard the hunter as one of his problems. The percentage is greatest in the Salmon River area; shorter distances to National Forest lands and denser population concentrations in the Little Salmon River area have reduced hunter interest in the southern portion of the Corridor.

Table IV-5. Percentage of rural landowners in the Salmon-Little Salmon River Corridor that label the various types of recreationists as creators of their problems.

<u>Type of Group</u>	<u>Salmon River Area</u>		<u>Little Salmon River Area</u>		<u>Entire Corridor</u>	
	<u>Landowners with problems</u>	<u>All landowners</u>	<u>Landowners with problems</u>	<u>All landowners</u>	<u>Landowners with problems</u>	<u>All landowners</u>
Non-recreationists	12	9	12	7	12	8
Recreationists	88	63	88	52	88	57
Hunters	84	60	49	29	62	39
Cyclists	60	43	40	23	47	30
Campers	52	37	30	18	38	24
Fishermen	28	20	30	18	30	18
Picnickers	24	17	14	8	18	11
Rockhounds	8	6	2	1	4	3
Swimmers	4	3	2	1	3	2
Floaters	..	..	..	..	..	..
Others	..	..	2	1	2	1
	n= 25	n=35	n=49	n=83	n=74	n= 118

Cyclists

Capable of operating where other vehicles are unable to travel, the cyclist ranks second to the hunter as a creator of landowner problems. As the cyclist is usually associated with hunting, many of the rural landowners link the hunter with the cyclist as a problem.

Campers

The shortage of developed campgrounds in the entire Corridor has resulted in some conflicts between campers and private landowners. The high Salmon River area percentage shown in Table IV-5 is again a reflection of the Fall hunting pressure. The Little Salmon River area percentage is primarily a reflection of the number of summer tourists and fishermen that pull off the highway in search of a suitable overnight campsite.

Fishermen

There is a feeling of tolerance toward fishermen among the landowners. According to the landowners, relatively few fishermen create problems. Only in the Little Salmon River area, and because of their large numbers, are the fishermen considered a problem.

Picnickers

There are few problems with picnickers. Traveling through the Corridor, the public will usually pull into one of the five unimproved or three improved roadside rest areas or into one of the many turn-out zones available on highway right-of-ways.

Swimmers, Floaters, and Other Recreationists

Other recreationist activities listed on the 1970 "landowner" questionnaire were seldom identified as sources of problems. Public swimming areas have removed most of the swimming pressure on private lands. Property owners report either no contact with floaters or that they enjoy visiting with the floaters when they stop on their lands. Other recreationists are too few to have created any widespread landowner problems.

Non-recreationists

About 10 percent of the landowners assign some blame for their vandalism and theft on local groups, predominantly youths (Table IV-6), rather than on recreationists.

Perceived responsibility source areas

Initial contact with Corridor landowners led this author to presume out-of-state recreationists as the cause for nearly all landowner problems. However, interview data (Table IV-6) show that problems are perceived to be a product of both local and non-local residents. Recreationists from the relatively densely populated Boise-Nampa-Weiser area are close enough to make one or two-day outings to the Corridor and were thus mentioned as a source of landowner problems.

As stressed earlier, U.S. 95 provides one of the major routes between southwestern United States and the border areas of British Columbia and Alberta; and it also provides the only paved access to the western portion of the famous "River of No Return." Thus, land-

Table IV-6. Percentage of rural landowners in the Salmon-Little Salmon River Corridor that identify residents of the local area, other Idaho residents, and out-of-staters as the creators of their problems.

<u>Area of Residence</u>	<u>Salmon River Area</u>		<u>Little Salmon River Area</u>		<u>Entire Corridor</u>	
	<u>Landowners with problems</u>	<u>All landowners</u>	<u>Landowners with problems</u>	<u>All landowners</u>	<u>Landowners with problems</u>	<u>All landowners</u>
Residents of Local Area	52	35	56	33	54	34
Other Idaho Residents	76	54	79	47	78	49
Out-of-staters	80	64	62	37	69	44
	n=25	n=35	n=49	n=83	n=74	n=118

owners also mentioned out-of-state tourists, especially from California, as a problem source.

FOOTNOTES

¹There is definitely a need for a year-round recreation study in this area.

²Unless otherwise cited, figures included within this and the following chapters were based on landowner responses to questions on the 1970 "Questionnaire on Landowner Interests and Opinions in the Lower Salmon River Corridor" (see Appendix). Questions were structured to ascertain what the landowner "perceives" regarding the recreation use of his land, the type of problems he experiences on his land, the type of groups creating such problems, the access policies and practices imposed by him, and his desires for additional access roads and recreational facilities. Caution must be exercised with respect to these percentages. While perception studies present valuable information about respondent attitudes, problems, and desires, they cannot be interpreted as actual measurement. Questionnaire response may be influenced by variables beyond the control of the interviewer, and therefore may exaggerate or minimize the importance of some issues.

³Stu Murrell, Regional Conservation Educator, Idaho Fish and Game Department, Lewiston, Idaho, telephone conversation on September 22, 1970.

⁴Stu Murrell, Regional Conservation Educator, Idaho Fish and Game Department, Lewiston, Idaho, "Turkey Season," Radio script for September 14-20, 1970.

⁵Statement is based on informal landowner discussion during the 1970 personal interviewing period and not on formal findings from the questionnaire.

⁶Most float trips on the Salmon River begin at Shoup (19 miles downstream from North Fork) or from Cork Creek Campground (46 miles downstream from North Fork) and end at a boatramp 29 miles upstream from Riggins.

⁷Stu Murrell, "Vandals Increase Landowner-Sportsman Problems on Craig Mountain," Idaho Fish and Game Department news release, Lewiston, Idaho, November, 1969.

⁸John M. Pierce, Liability and Insurance Protection Principals for Recreational Enterprises, Cooperative Extension Service, Bulletin 505, The Ohio State University, 1969, p. 2.

⁹Paul Casamajor, "Privately-Owned Forested Lands and Recreation in California," talk and discussion recorded from 14th Annual University of California Extension Forestry Field School, 1962, p. 5.

¹⁰Royce G., Cox, "Recreation -- Its Effects on Private Lands," Loggers Handbook, vol. XXVI, 1966, p. 140.

LANDOWNER REACTION

Private landowners deny access to a large portion of the public domain throughout the United States. J. H. Van Winkle, Chairman of Oregon State Game Commission, stated in 1960 "Access is, in my analysis of what anglers and hunters must contend with in all the years to come, the number one problem."¹ A 1958 study found that about 12 percent of the Federal hunting and fishing lands in 28 Colorado counties were not available for free public access. The unavailable Federal lands in each county ranged from 0.82 percent to 98 percent. Closure of private lands which provided access to public hunting areas was cited as the primary reason. Although the Colorado study indicated that nationally 82.17 percent of all public lands were open to free access, it did stress that the percentage appeared to be decreasing.² In upper Michigan, the amount of closed land increased 559 percent between 1928 and 1960; middle Michigan showed an increase of 326 percent during the same time period partly due to the growth of numerous large private hunting and fishing clubs.³

Denial of access to public lands for the purpose of recreation is a major concern in the West.⁴ Large private posted ranches and mining claims block access. Seven of nine western states considered this to be a major problem.⁵ Utah's outdoor recreation plan pointed out in 1966 that "Haste should be exercised in providing access to public land and water which are now isolated from use by private control of adjacent lands."⁶ Even in Idaho, where over two-thirds of the land is publically owned, the problem of public access to fishing and hunting areas has been

increasing each year, due to the posting of large ranches and mining claims.⁷

In the Corridor, access to the public domain is a minor problem as numerous county roads connect the main highway with the thousands of acres of outdoor recreation space provided by the Payette and Nezperce National Forests. Even most of the Bureau of Land Management and State lands are accessible by public roads.

Major Corridor problems are 1) the denial of public access to fish and game resources on or adjacent to private lands and 2) the increasing trend in denying public access to private lands suitable for camping, picnicking, and other recreational activities.

The public is in little danger of being denied fishing access to the Salmon River because much of it is along the highway right-of-way. The situation along the Little Salmon River is less satisfactory. Although many miles of stream bank lie within the highway right-of-way a considerable stretch of the river abuts privately controlled lands. Perennial tributaries of both rivers (i.e. Rapid River, Boulder Creek, and Slate Creek) are to a much greater extent surrounded by private holdings. Open and unrestricted access to these areas is declining.

Similarly, access to public game on private lands is increasingly being denied. Open, unrestricted access policy on the part of the landowners is declining. Reasons stem from the recreationists increasingly adverse impact upon the landowner's livestock, crops, land, equipment, and financial liability. According to landowners Corridor tourists were of little concern to landowners at one time as they were few and made little impact on the land. They often camped, picnicked, and hunted rocks on private property. Today, such activities still take place on private lands, and are done so not out of preference, but out of necessity. Public

lands and facilities to accommodate the increasing number of outdoor recreation enthusiasts are, according to both landowners and recreationists, inadequate.⁸ Instead of driving seven to twelve miles on poorly maintained, unpaved roads, the tourist-sportsman can often be found camping or picnicking on easily accessible and more convenient private lands. However, increased land subdivision, increased resident population, and increased landowner problems have led to restrictive access policies and posted lands.

Access Policies

Landowner access policies which refer to the recreationist fall into four categories which can be found in various parts of the country.

1) Closed access policy. The landowner does not permit the recreationist to use or cross his land in pursuit of an outdoor recreation experience.

2) Access by fee policy. Access by the recreationist can legally be gained only by prior payment of an access entrance fee. The visitor is, under this policy, classified an invitee by the courts.

3) Access by permission policy. Landowners allow the recreationist to use or cross their lands if he first seeks and gains permission. Under this policy, the visitor would be legally classified as a licensee.

4) Open access policy. There are no restrictions on access by the recreationist. These lands require no access fees nor prior permission.

Current enforcement of public access policies upon the use of private lands is presented in Table V-1. It must be stressed that percentages in the table may reflect landowner intent and not landowner

Table V-1. Percentage of landowners in the Salmon - Little Salmon River Corridor that enforce specific access policies upon the use of their lands by fishermen (F), hunters (H), campers (C₁), picnickers (P), cyclists (C₂) rockhounds (R), swimmers (S), floaters (F), and others (O).

Landowner Response		% of Landowners Responding								
		F	H	C ₁	P	C ₂	R	S	F	O
SALMON R. AREA (n = 35)	Landowners experiencing no contact with recreationist and thus enforcing no access policy	37	17	43	66	60	66	71	77	86
	Landowners experiencing contact with recreationist and thus enforcing									
	1) open access policy	37	29	20	17	8	20	20	19	10
	2) access by permission policy	20	31	8	6	6	6	6	4	2
	3) access by fee policy	..	..	3	..	..	..	..	..	..
4) closed access policy	5	23	26	11	26	8	3	..	2	
Totals		99	100	100	100	100	100	100	100	100
LITTLE SALMON R. AREA (n = 83)	Landowners experiencing no contact with recreationist and thus enforcing no access policy	27	56	71	71	74	88	89	100	96
	Landowners experiencing contact with recreationist and thus enforcing									
	1) open access policy	37	21	11	14	1	9	7	..	1
	2) access by permission policy	25	11	6	7	3	3	1	..	1
	3) access by fee policy	..	..	4	1	..	..	..	..	..
4) closed access policy	11	12	8	7	22	..	3	..	1	
Totals		100	100	100	100	100	100	100	100	99
ENTIRE CORRIDOR (n=118)	Landowners experiencing no contact with recreationist and thus enforcing no access policy	31	43	62	69	69	81	83	93	93
	Landowners experiencing contact with recreationist and thus enforcing									
	1) open access policy	37	23	15	15	4	13	11	6	5
	2) access by permission policy	23	18	6	7	4	3	3	1	1
	3) access by fee policy	..	..	4	1	..	..	..	..	..
4) closed access policy	9	16	14	8	23	3	3	..	1	
Totals		100	100	101	100	100	100	100	100	100

practices. But in either case, such landowner responses give a frame of reference concerning the present and future problems associated with outdoor recreation in the Corridor.

The Salmon River Area

As a result of problems experienced by landowners in this portion of the Corridor, three types of recreationists are in danger of losing some or all use privileges on private lands. They are cyclists, campers and hunters. Most landowners who had contact with cyclists regard this type of recreationist as most undesirable.

The problem of camper access to private lands is not as severe. A substantial percentage of the landowners already in contact with the camper still permit the use of their lands by them under either an open access policy, access by permission policy, or access by fee policy.

As noted in Chapter IV, hunters come into contact with more land in the northern portion of the Corridor than any other recreating group. It is surprising, therefore, to find only 23 percent of the landowners enforcing a closed access policy toward this group. Six out of every ten landowners have experienced contact with the hunter and will still permit access to his lands openly or with prior permission. It is believed that some of the landowners who permit hunting do so with reluctance, because of their inability to effectively enforce a closed access policy.

Few landowners in the Salmon River area have closed their lands to the other recreationist groups. This is partly because of the small number of rockhounds, swimmers, floaters, and antique bottle hunters that have trespassed onto private lands and to the relatively few problems they create. There is little threat to the fisherman's

access to private lands because of the sparse population near the Salmon River and its tributaries.

The Little Salmon River Area

Tolerance probably best characterizes the attitude of many landowners in this southern area. Since most are small landholders living along the river in a relatively congested residential setting, there is limited contact with campers, picnickers, cyclists, rockhounds, swimmers, and a minority of other recreationists. Few landowners that have experienced use of their lands by such groups enforce a closed access policy; more, however, understand the present access problems confronting the recreationists in an area dominated by private ownership, and thus enforce either an open access policy, an access by permission policy, or an access by fee policy. Only one of the above mentioned groups is seriously being limited in his recreational use of private lands at this time; as in the Salmon River area, most landowners who have experienced cyclist use and abuse of their lands enforce a closed access policy.

Landowners with a closed access policy for hunters are generally the few large landowners (100 acres or more) that devote their lands to the grazing of livestock. While a very small percentage of the smaller landowners enforce the closed access policy, the majority of the smaller holdings are used only as access routes and are therefore not closed to hunters.

The group of greatest concern to the landowners in the Little Salmon River area is fishermen. But again tolerance, at this time, best describes most landowners who have had contact with this group.

Although public access that infringes upon the privacy of landowners is discouraged, most landowners permit fisherman access if it is confined to the river banks and vacant lots.

Posting Practices

The Salmon River Area

Prior to 1950, according to landowners, conflicts were few and only occasionally would a property owner temporarily post his land. Posting was done to meet individual problems of brief duration and once resolved, signs were removed.

Most signs posted during the past fifteen years, however, have not been removed. Signs originally erected to curb one problem now serve as a combatant or precaution to an increasing number of problems of a more serious nature. Almost 50 percent of the present day rural landowners in the Salmon River area have owned their property 20 years or longer; some lands have not changed hands since they were homesteaded in the late 19th century. Nearly three-fifths of these long-time landowners now claim they have been forced to post their lands in order to protect themselves from increased trespassing and problems.

It is not just the long-time landowners who now post land. Forty percent of the landowners purchased their land no more than ten years ago and over two-fifths of these now post their land. Of the interviewed landowners in the Salmon River portion of the Corridor, 43 percent now post; 57 percent indicate they either plan to continue posting or begin posting in the near future, perhaps beginning with the 1970 hunting season. The average landowner in this area purchased his land approximately 23 years ago, but did not post it until 1967.

The Little Salmon River Area

Land has changed hands more frequently in the Little Salmon River area where the average landowner has only owned his land approximately 11 years and started posting it in 1968.

As in the Salmon River area, interviewed landowners indicated few problems before the 1950's, the time when widespread residential subdivision began. Of the present-day landowners who owned land in 1960 (43%), only 20 percent posted prior to that time. By 1970, however, the ratio for the same group reached almost one out of every three. There is some indication that nearly 40 percent of the long-time landowners will have their lands posted in the near future.

A lower percentage exists for the newer landowners, who purchased land since 1960. This segment represents 57 percent of the Little Salmon River area landowners. In 1970, only 24 percent were posting their lands. However, the increase in posted lands for this group is expected to reach about 40 percent in the near future as fishing pressure increases and tolerance to trespassing fishermen wanes.⁹

Reasons for Posting Lands

Salmon River Area

In this ranching area, protection of livestock is the main reason for posting. Other reasons are to protect personal property from vandalism and theft, to protect the land from fires, litter, and erosion, and to insure their personal safety, privacy, and avoid financial liability (Table V-2).

Table V-2. Reasons for present and future posting of private lands in the Salmon - Little Salmon River Corridor. (Salmon River Area sample size was 35, Little Salmon River Area sample size was 83, and Entire Corridor sample size was 118).

<u>Reason for posting</u>	<u>% of landowners giving reason</u>		
	<u>Salmon River Area</u>	<u>Little Salmon River Area</u>	<u>Entire Corridor</u>
Landowners not posting	43	62	56
Landowners posting			
1) To insure personal safety, privacy, and avoid financial liability	12	15	14
2) To protect personal property from theft and vandalism	12	9	10
3) To protect the land from fires, litter, and erosion	12	4	6
4) To protect livestock	15	3	7
5) To protect wildlife	3	2	3
6) No reason given	<u>3</u>	<u>5</u>	<u>4</u>
TOTALS	100	100	100

Little Salmon River Area

In this area, where greater emphasis is on retirement, summer, and vacation homes, 15 percent of the landowners indicated that they post their lands to insure personal safety, privacy, and avoid financial liability. Protection of personal property was the concern of 9 percent. Other reasons received only minor consideration.

FOOTNOTES

¹"Hunting in the United States -- Its Present and Future Role," ORRRC Study Report 6, Washington, D.C., 1962, p. 29.

²Ibid., p. 29.

³Ibid., p. 30.

⁴Bob Milek, "Access: The Key to Public Land Recreation," Field and Stream, vol. 73, April, 1969, p. 20.

⁵"Hunting in the United States -- Its Present and Future Role," op. cit., p. 43.

⁶"Comprehensive Plan for Utah," Parks and Recreation, vol. 1, June, 1966, p. 516.

⁷"The Problem of Public Access," Idaho Wildlife Review, vol. 12, March - April, 1960, p. 7.

⁸Bureau of Land Management's Salmon River Planning Unit states "The lack of recreation facilities limits the recreation use which may be attracted to this unit." It further states "The recreation resource in this unit faces a real and immediate threat of severe deterioration if facilities are not provided." In a later chapter of this paper, landowner and recreationist responses concerning facility needs will be presented. This too will indicate that facilities in the Corridor are inadequate.

⁹Similarly, in New York, "There is a limit to the tolerance of landowners in playing host to hordes of hunters and fishermen. Many reached that limit years ago and reacted by closing their lands to trespass by posting. More and more followed suit as populations increased and pressure grew." (Herbert E. Doig, "A Decade of Teaming Up," Conservationist, vol. 23, October, 1968, p. 5.).

IMPACT OF PUBLIC POLICIES

In addition to the natural factors mentioned in the preceding section of this paper, such human factors as the road system, the supply of outdoor recreation facilities, hunting and fishing policies and programs, and the Wild and Scenic Rivers Act also generate more visible recreationist contacts and possible conflicts. In turn, these influence subsequent private land management policies.

The road system

The many miles of unpaved public access roads winding through the "breaks" between U. S. Highway 95 and National Forest lands have opened thousands of acres of Corridor lands for public use. Originally built to serve ranchers and miners, they now provide easy access by cycles and four-wheel drive vehicles; a few are accessible by standard automobiles. Some rural landowners feel that roads going up virtually every major stream have encouraged hunters, fishermen, campers, cyclists, and rockhounds to trespass onto private lands.

Almost two-thirds of the rural landowners expressed opposition to additional roads (Table VI-1) on the premise that present roads now allowed visitors to travel throughout the area and that more roads would mean more recreationists, less fish and game, more land erosion, more litter, fewer primitive-like areas, and higher taxes (Table IV-2). Some landowners feel there are already too many roads.

A majority of the landowners that favor more roads own small home sites along the Little Salmon River and U. S. Highway 95 south of

Table VI - 1. Percentage of Salmon-Little Salmon River Corridor rural landowner response to the question "Would you like to see more access roads between U.S. Highway 95 and the National Forest boundary?" (Salmon River Area sample size was 35, Little Salmon River Area sample size was 83, and Entire Corridor sample size was 118).

<u>Landowner response</u>	<u>% of landowners giving response</u>		
	<u>Salmon River Area</u>	<u>Little Salmon River Area</u>	<u>Entire Corridor</u>
Yes	6	25	19
No	88	54	65
Non-response	<u>6</u>	<u>21</u>	<u>16</u>
Totals	100	100	100

Riggins. They felt more roads would benefit recreationists, perhaps including themselves, by opening new land for hunting, fishing, and sightseeing. More roads, they indicated, would also aid in firefighting.

Hunting and fishing policies and programs

Successful game management requires the cooperation of three important groups: sportsmen, landowners, and the management agency. In the Corridor, as previously noted, recreationists interested in harvesting fish and game often assume the roles of hunter, camper, and cyclist.

Many landowners also assume more than one role. They are conservationists, aware of the biological carrying capacity of land and the need for harvesting game. They are also, however, landowners who believe they should not have to cope with irresponsible recreationists and with government programs which they contend may benefit recreationists at the expense of landowners.

Table VI-2. Percentage of Salmon-Little Salmon River Corridor rural landowners that gave specific reasons for wanting (YES) or not wanting (NO) more access roads between U.S. Highway 95 and the National Forest boundary.

<u>Reason given for response</u>	<u>% of landowners giving reason</u>		
	<u>Salmon River Area</u>	<u>Little Salmon River Area</u>	<u>Entire Corridor</u>
YES response			
1) More roads would benefit the recreating public by opening up more land	3	8	6
2) More roads would provide better firefighting access	3	4	3
3) Other	..	3	2
4) No reason given	..	10	8
NO response			
1) Present road system provides adequate access	43	16	25
2) There are too many roads now, they have opened up the country too much, and they detract from the natural beauty	8	12	11
3) More roads would only bring in more recreationists, promote more litter, and create more erosion of the countryside	31	15	20
4) Other	3	1	2
5) No reason given	3	10	7
NON-response	6	21	16
TOTALS	100 n= 35	100 n= 83	100 n= 118

The Idaho Fish and Game Department also assumes two basic roles: first, the management of fish and game, whether on public or private lands, and second, the responsibility for providing some outdoor recreational opportunities.¹

Cooperation among these three groups has been somewhat limited. The following paragraphs will reveal the nature of conflicts between landowners and the Idaho Fish and Game Department, as well as the programs which have been introduced in an attempt to improve group relationships.

In 1960, landowners in the northwestern corner of the Corridor claimed an overabundance of deer on their grazing lands.² With their approval, a two-deer season was implemented, lasting through the 1967 season. In 1968, landowners criticized the two-deer limit for increasing hunter associated problems and for nearly destroying the deer population. The Fish and Game Department, attempting to improve relations with landowners, reverted back to the one-deer season. But landowners were still not satisfied. While the remainder of the Corridor is now hunted over a four-week period, the northwestern portion and adjacent lands has only a two-week hunting season.

Such cutbacks, according to the Fish and Game Department, are not founded upon sound management decisions.³ Contrary to landowner beliefs of game depletion and the need for protection from the increasing number of resident and non-resident hunters, game counts reveal an expanding deer population in the area.

To fulfill one of its delegated roles, the Fish and Game Department has undertaken a program identified by "Sportsman Access" signs. The program authorizes the State agency to purchase land where private land is blocking public access to the public domain, in most cases rivers and

lakes.⁴ Within the Corridor, there are several of these signs denoting public access from U. S. Highway 95 to the Salmon River. On a statewide basis the program has been called successful by providing greater recreational opportunities while directing recreationists to public lands and away from private lands. While such a program would alleviate some fisherman associated problems in the Corridor, it will not resolve problems associated with other recreationists on the large expanse of private land.

Two years ago, "Operation Respect" was begun by the Idaho Landholder-Sportsman Council,⁵ an organization of landholders, sportsmen, and Fish and Game Department personnel brought together for the purpose of resolving mutual problems. "Operation Respect," a statewide program, has been labeled a success in improving landholder-sportsman relationships. For one dollar, the hunter acquires an identification card and jacket patch to be shown to landowners when the hunter asks permission to enter private land. Corridor landowners have been somewhat skeptical of the program as they see it making the sportsmen beneficiaries at landowner expense.⁶ There is no local Landholder-Sportsman Council for the Corridor area. Thus, in the Spring of 1970, Fish and Game personnel met with some of the large landowners in the Little Salmon River area, at which time the landowners expressed concern about trespassers, but said they would try out the program.⁷

The supply of outdoor recreational facilities

The supply of outdoor recreational facilities now available within the Corridor is inadequate to meet the present needs. This has been recognized by the Bureau of Land Management,⁸ as well as by recreationists and landowners. Question number four on the 1969 "recreationists"

questionnaire (see Appendix) was designed to analyze the perceived need for specific outdoor recreational facilities within the Salmon River basin. Question number two on the 1970 "landowner" questionnaire (see Appendix) was designed to determine perception of similar needs by a sample of local landowners. The next few paragraphs summarize the numerical data presented in Table VI-3.

Interviewed landowners and recreationists in the Corridor differed little as to the changes they desired. The real differences between the two groups were the motives behind their responses. Although asked "What changes would you like to see?" and not "Why would you like to see such changes?", most interviewees answered the former question and then proceeded to the latter as they sought to justify their answer. Recreationist responses reflect the conveniences or inconveniences experienced in locating a parking area, a table, a campsite, or a toilet. Percentages in the "No Opinion" column for the recreationists are generally larger because of his non-committal attitude when not completely familiar with the area.

Landowners, on the other hand, had few "No Opinion" responses as they felt they knew the area and what was needed. What they felt was needed was often a reflection of their desire to keep the recreating public from abusing their lands. Facilities cannot decrease hunting and fishing pressures on private lands, but many landowners who have seen and experienced increased recreation interest in the Corridor over the past decade believed that facilities will tend to concentrate camping and picnicking, even during hunting season, on designated developed public lands instead of on undeveloped private lands. Thus, demand for improved roadside rest areas, improved campgrounds, litter disposal containers, toilets, and drinking water was high.

Table VI-3. Percentage of Salmon-Little Salmon River Corridor landowners and recreationists that would like to see changes occur in the number of specific types of outdoor recreational facilities in the Corridor.

<u>Type of Facility</u>	<u>% of landowners & recreationists giving responses</u>				<u>Totals</u>
	<u>More</u>	<u>Less</u>	<u>No Change</u>	<u>No Opinion</u>	
SALMON RIVER AREA LANDOWNERS (n = 35)					
1) Improved roadside rest areas	71	3	23	3	100
2) Improved campgrounds	77	3	17	3	100
3) Motels and/or cabins	11	3	66	20	100
4) Litter disposal containers	66	..	23	11	100
5) Toilets	74	..	17	9	100
6) Direction and information signs	37	6	49	9	101
7) Tourist information center	31	..	63	6	100
8) Boat launching areas	26	..	60	14	100
9) Drinking water	66	3	31	..	100
LITTLE SALMON RIVER AREA LANDOWNERS (n = 83)					
1) Improved roadside rest areas	67	3	25	6	101
2) Improved campgrounds	57	3	32	9	101
3) Motels and/or cabins	10	4	75	10	99
4) Litter disposal containers	52	1	39	7	99
5) Toilets	80	1	14	4	99
6) Direction and information signs	30	4	52	13	99
7) Tourist information center	19	4	67	10	100
8) Boat launching areas	14	3	55	28	100
9) Drinking water	61	3	32	4	100
RECREATIONISTS (n = 219)					
1) Parking areas	59	1	28	11	99
2) Fireplaces and firewood	41	1	29	29	100
3) Tables	53	1	30	16	100
4) Campgrounds	71	1	19	9	100
5) Lodges and/or cabins	13	4	49	34	100
6) Litter disposal	46	1	39	15	101
7) Toilets	74	..	18	8	100
8) Directional and informational signs	25	..	54	21	100
9) Boat launching areas	14	1	15	69	99
10) Hiking trails	17	..	17	65	99
11) Concessions	9	8	64	19	100

Partly due to the current popularity in campers and trailers, a majority of both landowners and recreationists responded with a "No Change" or "No Opinion" when asked about the need for additional motels and/or cabins. Landowners stressed that business is insufficient for existing motels and cabins, most of which lie along the Little Salmon River. Almost fifty percent of the recreationists, on the other hand, gave a "No Change" response based on their expressed feelings that the scenic beauty of the river and mountains would be inhibited by more commercial development.

Only a minority of interviewed people desired changes in the number of directional and informational signs. The same is true concerning a tourist information center. Landowners and recreationists alike felt that the single major highway through the Corridor presents no problems to motorists. If information about the Corridor or nearby points of interest is desired, service stations, restaurants, and stores are available. It was occasionally stressed by both groups, however, that initial signs giving motorists advanced notice of recreational facilities should be located several miles from the facilities. Such practice would undoubtedly encourage campers and picnickers to utilize public and not private lands.

The Wild and Scenic Rivers Act

Large private owners of commercial forest and crop land are being forced to open their lands because of sportsman and government pressure for additional outdoor recreation space. Often their land is closer and more accessible to centers of population than public lands. Some landowners feel threatened by government land acquisition or intervention for

the exclusive purpose of recreation and wildlife management.⁹ This fear extends to some landowners in the Salmon-Little Salmon River Corridor. Primary reasons for possible government intervention are not due to increasing recreation pressure, but to interest in preserving aesthetic values of the natural environment and insuring future access to and use of the river and adjacent areas. The following statements from the Wild and Scenic Rivers Act have promoted landowner concern in the Corridor:

The Secretary of the Interior and the Secretary of Agriculture are each authorized to acquire land and interest in land within the authorized boundaries of any component of the wild and scenic rivers system. . . .¹⁰

Nothing . . . shall preclude the use of condemnation when necessary to clear title or to acquire scenic easements or such other easements as are reasonably necessary to give the public access to the river and to permit its members to traverse the length of the area or of selected segments thereof.¹¹

Each component of the wild and scenic rivers system shall be administered in such a manner as to be included in said system without, insofar as is consistent therewith, limiting other uses that do not substantially interfere with public use and enjoyment of these values. In such administration primary emphasis shall be given to protecting its esthetic, scenic, historic, archeologic, and scientific features. Management plans for any such component may establish varying degrees of intensity for its protection and development based on the special attributes of the area.¹²

Concern about and distrust of government intentions has promoted some degree of landowner hostility toward recreationists and the Wild and Scenic Rivers Act. While much hostility is directed at the recreationists because of the problems he creates, some is directed at him because of what the landowner claims are potential recreationist adverse governmental actions in order to insure continued recreationist access and enjoyment. Some of this hostility is perhaps unfounded, for Section 6b of the Act prohibits the use of Federal condemnation under the authority of the Act in an area where at least 50 percent of the land is already Federally administered.

Rural landowners feel that ranching is, and will continue to be, the most important economic activity within the Corridor. Recreation, they continue, is seasonal, does not always contribute significantly to the economy, and interferes with ranching and other activities. Thus we find considerable reluctance among this group to support Federal legislation oriented toward preservation and recreation (Table VI-4).

Most landowners in the Salmon River area are ranchers and are concerned about the effects of the Wild and Scenic Rivers Act on their lands and economy. While most indicated support for a policy that would preserve the Salmon River in its free-flowing condition, many would not support the Act in its entirety. With two-thirds of Idaho already publicly owned and controlled, some felt that this was already too much public domain. Fear of possible property condemnation and land use restrictions explain why 50 percent of the Salmon River area landowners oppose the Act.

Approximately one-fourth of the Salmon River area landowners responded in favor of the Wild and Scenic Rivers Act. Despite expressed fear of government intervention, they believed that the preservation ideals¹³ of the Act would protect the scenic, aesthetic, and recreational qualities of the river from dams and commercialization.

As Table VI-4 indicates, the percentages of rural landowners favoring or opposing the Act was considerably lower in the Little Salmon River Area, as a result of the large number of "No Opinion" responses. While reasons for the "Favor" and "Oppose" responses were generally the same for both the northern and southern landowners, the seemingly apathetic attitude of most Little Salmon River Area, and a few Salmon River Area, landowners deserves as explanation. The Act specifies an administrative

Table VI-4. Percentage of Salmon-Little Salmon River Corridor rural landowners that responded with "Favor" "Oppose", or "No Opinion", and their reasons for such a response, when asked how they feel about the Wild and Scenic Rivers Act as it applies to the Corridor.

<u>Response & Reasons for Response</u>	<u>% of landowners giving responses</u>		
	<u>Salmon River Area</u>	<u>Little Salmon River Area</u>	<u>Entire Corridor</u>
FAVOR			
1) Preservation of the river and sport fisheries; no dams	6	8	7
2) Preservation of the area; no development or commercialization	9	3	5
3) Boost to the area economy	3	..	1
4) No reason given	<u>9</u>	<u>7</u>	<u>8</u>
Total Favor	27	18	21
OPPOSE			
1) Fear of government imposed land use restrictions that would stress preservation at expense of landowners	35	15	22
2) Fear of government condemnation rights	12	4	7
3) Would require more recreational facilities and more taxes	..	3	2
4) Should be restricted to remote areas only	..	1	1
5) No reason given	<u>3</u>	<u>6</u>	<u>5</u>
Total Oppose	50	30	37
NO OPINION			
1) Have little or no knowledge of the Act	18	17	17
2) No reason given	<u>6</u>	<u>36</u>	<u>26</u>
Total No Opinion	24	53	43
GRAND TOTALS	101	101	101

corridor of 320 acres per mile¹⁴ from North Fork to the river mouth. Thus, many Corridor landowners not directly adjacent to the Salmon River seemed little concerned about the Act, particularly along the Little Salmon where possible government condemnation or land use restrictions are unlikely.

FOOTNOTES

- ¹Idaho Outdoor Recreation Plan, 1965, p. 114.
- ²David Neider, Idaho Fish and Game Department Biologist, telephone conversation, September 28, 1970.
- ³Stu Murrell, Regional Conservation Educator, Idaho Fish and Game Department, Lewiston, Idaho, telephone conversation, September 22, 1970.
- ⁴David Neider, op. cit.
- ⁵"Program Aids Hunters in Idaho," The Spokesman-Review Hunting Guide, October 4, 1970, p. 5.
- ⁶David Neider, op. cit.
- ⁷Ibid.
- ⁸Salmon River Planning Unit, Bureau of Land Management, Boise, Idaho, 1970.
- ⁹Royce G. Cox, "Recreation -- Its Effects on Private Lands," Loggers Handbook, vol. 26, 1966, p. 30.
- ¹⁰Wild and Scenic Rivers Act, Public Law 90-542, 90th Congress, October 2, 1968, Section 6a.
- ¹¹Ibid., Section 6b.
- ¹²Ibid., Section 10a.
- ¹³Section 1b of the Act specifies "that the established national policy of dam and other construction at appropriate sections of the rivers of the United States needs to be complemented by a policy that would preserve other selected rivers or sections thereof in their free-flowing condition to protect the water quality of such rivers and to fulfill other vital national conservation purposes."
- ¹⁴Wild and Scenic Rivers Act, op. cit., Section 3b.

SUMMARY AND CONCLUSIONS

Public Law 90-542, passed on October 2, 1968, provided Congressional authority for a National Wild and Scenic Rivers System. Prior public hearings uncovered opposition from numerous interest groups, including private landowners. These landowners argued that recreationists are the source of serious land management problems and that government policies assuring public access to and movement along the rivers would aggravate the situation. Such opposition prompted Congress to designate twenty-seven of the thirty-five rivers mentioned in the Act for comprehensive resource inventory and study prior to deciding their fate. This is one of fourteen subproject reports on the Salmon River of Idaho intended to add information for the inventory and study.

The western portion of the Salmon River basin of Idaho is relatively developed and a predominantly privately owned area. Annually, U. S. Highway 95 routes thousands of recreationists into this area, herein termed the Salmon-Little Salmon River Corridor. Spatial relationships between the transportation system, drainage pattern, fishing and hunting resources, outdoor recreation facilities, and landownership pattern stimulate public use and abuse of private lands. Knowledge of landowner attitudes and reactions concerning recreationists was thus deemed essential to Wild and Scenic Rivers evaluation.

Relying on the perception of 118 of the 306 private landowners, findings of the 1970 Summer study indicated that recreation use of and associated landowner problems on private lands were generally more widespread in a sparsely populated ranching environment (Salmon River area) than in a relatively densely populated rural residential environment

(Little Salmon River area). Widespread use of private lands in the Salmon River area was most common by hunters, fishermen, and campers; perceived recreational use by picnickers, cyclists, rockhounds, swimmers, and floaters was less. Widespread use of privately owned Little Salmon River lands was limited to fishermen; hunters and campers, as well as the other recreationists, were claimed by a minority of landowners as users of their lands.

Land use differences between the two areas influenced not only recreational uses, but also the types of problems experienced by landowners. Gates left open, vehicles not restricted to the roads, and disturbance to livestock were the major problems of the northern area, while vandalism was the serious problem of the southern area. Almost every problem was experienced by a higher percentage of Salmon River landowners than Little Salmon River landowners.

The source of such problems was claimed to be recreationists, especially hunters, cyclists, and campers that resided outside the local area. This was especially true in the Salmon River area where hunters were held responsible by 60 percent, cyclists by 43 percent, and campers by 37 percent of the landowners. Fishermen, a major user of private lands throughout the Corridor, were considered a source of problems by approximately 20 percent in both areas. Other recreation groups received limited accusation.

The consequences of such perceived recreation use and abuse of private lands were restrictive access policies and imposed posting practices. Again, findings indicated differences between the two areas. Approximately one-fourth of the Salmon River landowners did not permit hunting, camping, or cycling on their lands; another 31 percent enforced an access by permission policy on hunters, making them the most restricted recreationist group in the northern area. In the Little Salmon

River area, the most restricted group was the fisherman, with 11 percent of the landowners prohibiting fisherman use of their lands, and 25 percent utilizing the access by permission policy.

The posting of private lands was also greater in the Salmon River area where 57 percent of the landowners indicated such a practice. There is no single reason that explains why these these landowners posted their lands; they indicated with equal regularity that it was done to insure personal safety and privacy and to avoid financial liability, to protect personal property from theft and vandalism, to protect the land from fires, litter, and erosion, and to protect livestock. Little Salmon River landowners, however, did indicate a concern for their personal safety, privacy, and financial liability as the major reason for posting. Some 38 percent posted their lands in 1970. A larger percentage of landowners throughout the Corridor indicated the probable use of "NO TRESPASSING" signs in the near future.

While landowners placed the responsibility of many of their land management problems on recreationists, and subsequently reverted to restrictive access policies and posting practices, there was indication that certain public policies have had an adverse affect on recreation use and abuse of private lands. Additional Corridor roads were opposed by 88 percent of the Salmon River landowners and 54 percent of the Little Salmon River landowners on the grounds that present roads allowed visitors to travel throughout the area and that more roads would mean more recreationists, less fish and game, more land erosion, more litter, fewer primitive-like areas, and higher taxes. Landowners favoring more roads (6% in the Salmon River area and 25% in the Little Salmon River area) claimed more roads would benefit hunters, fishermen, sightseers, and fire-fighters.

State authorized hunting seasons and bag limits have also been a source of antagonism between landowners and sportsmen, especially in the northern portion of the Corridor. Landowners have been quite vocal in their demands for regulations that would reduce hunter pressures and associated problems on their lands. They claimed that the length of the deer season and the number of permitted deer kills have adversely affected resident deer population and rural land use practices. Two statewide programs could possibly relieve the Corridor landowners of some of the recreationist associated pressures and problems. One is an Idaho Fish and Game Department sponsored "Sportsman Access" program oriented to fisherman access needs along lakes and streams. The other program is the Landholder-Sportsman Council sponsored "Operation Respect." Landowners have expressed their willingness to try the program, but have also expressed skepticism concerning a program they feel may benefit hunters at their expense.

Changes in the supply of specific outdoor recreational facilities in the Corridor were deemed desirable by landowners and recreationists. A majority of both groups perceived a need for additional improved roadside rest areas, improved campgrounds, and toilets. Other facilities in slightly less demand include litter disposal containers and drinking water. Facilities perceived to be in adequate supply were motels and cabins, directional and information signs, boat launching areas, hiking trails, and concessions; a tourist information center was perceived as not needed. Recreationist responses reflected the conveniences or inconveniences experienced in locating such facilities, whereas landowner responses reflected their desire to keep the recreating public from abusing their lands.

Another issue considered to be an influence on landowner attitude toward recreationists was the Wild and Scenic River Act. Corridor landowners believe the Act, as it will affect them, is synonymous with adverse government intervention for the purpose of insuring continued access to and enjoyment of the river and adjacent lands by recreationists which are a source of landowner problems. Thus 50 percent of the Salmon River landowners and 30 percent of the Little Salmon River landowners based their opposition to the Act mainly on such a basis. While one out of five Corridor landowners favored the Act, based on its desired preservation ideals, approximately two out of five landowners gave no opinion regarding the Act and its affect on Corridor lands; the majority own lands in the Little Salmon River area where the Act will not directly affect lands.

From the evidence presented, one may conclude the following:

(1) Several additional campgrounds to accomodate tents, trailers, and campers should be constructed along the Salmon and Little Salmon Rivers adjacent to U.S. Highway 95 by State, Federal, or private interests.

Although National Wild and Scenic River status may imply Federal control of recreational facilities, consideration should be given to government subsidy of private facilities to avoid future competition between private and government recreation ventures in one of the few areas of Idaho not dominated by public ownership. If private enterprise is not interested, it is recommended that the Bureau of Land Management initiate a recreational facilities development program.¹

(2) After an inventory of all public lands, there should be a development program providing space and rudimentary facilities (i.e. fireplaces and toilets) along unpaved Corridor side roads to encourage recreationists,

especially hunters, to camp or picnic on public rather than private property. Since a major use of these unpaved roads takes place during the hunting season, it is suggested that the Idaho Fish and Game Department or the State Parks Department initiate such a program following consultation with the local landowners. A widespread facilities development program for such purposes would be difficult to attain if dependent upon private lands and private financial investments. The payment of fees for use of campsites developed by private enterprise could well defeat the principal objective of such a program, namely to direct recreationists from private to public lands, and thereby reduce recreationist associated problems on private lands.

(3) There is a need for an inventory of all public lands between U. S. Highway 95 and the Little Salmon River, followed by a public program designed to replace narrow, highway shoulder pull-offs with wide, marked, off-highway parking areas. Such an undertaking could be a part of the Idaho Highway Department's construction program or the Idaho Fish and Game Department's "Sportsman Access" program. In any event, availability of adequate parking spaces would alleviate fisherman trespass and associated problems on private lands.

(4) Efforts should be made to adequately evaluate economic benefits resulting from outdoor recreation expenditures and passed on to Corridor landowners. A greater awareness, by landowners, of such benefits could possibly create increased tolerance toward recreationists.

(5) To encourage more landowners to permit wider public use of their lands, the State of Idaho should consider actions taken by New Hampshire, Pennsylvania, Louisiana, and Maine where liability to the property owner has been greatly reduced. "In effect . . . [the legislative acts] . . . say that a person is permitted on private property for various types of

recreation use, but the landowner shall not be liable for injuries suffered by the person."²

(6) A question that needs to be resolved in the Corridor, as well as throughout the Nation, is "To what extent are other recreationists restricted from using lands because of cyclist associated land abuse?" It is possible that landowners would be more receptive to other recreationists, and would be less likely to post their lands, if cyclists were not considered a subsequent source of problems.

(7) Based on the opportunities for swimming and rockhounding in the Corridor, it is assumed that associated conflicts will not significantly increase; the same may be said about river floaters, who probably will continue to find upstream stretches of the Salmon River more to their liking. Landowners, it is suggested, will continue to be more concerned with other recreationist groups and therefore pose no additional restrictions on these three groups.

(8) The present landownership and land use patterns must be recognized and accepted in any State or Federal outdoor recreation program. Government imposed land use restrictions or condemnation practices are not likely to be readily accepted by the private citizens in a State where landownership is overwhelmingly government controlled. Thus, while the preservation ideals of the Wild and Scenic Rivers Act are considered desirable by most landowners, efforts should be made to eliminate landowner fears of government intervention. Landowners should be made aware that Federal condemnation of Corridor lands under the authority of the Act is not possible.

(9) Landowner involvement in decision-making processes should be encouraged by holding public hearings, forming advisory groups, and by

the appointment of liason officers. Consequences of government policies and practices are not always restricted to public lands; they often affect private lands and private individuals. Thus, government decisions concerning the transportation system, the supply of outdoor recreational facilities, fish and game policies and programs, and wild and scenic rivers selection should be reached with landowner participation.

(10) There is a need for continued research into the nature of landowner-recreationist conflicts. One study that would parallel the foregoing effort, and contribute to it, would a) ascertain the distribution and intensity of specific problems as perceived by recreationists and b) ascertain the extent to which recreationists hold landowners responsible for inhibiting outdoor recreation experiences. Another research effort which has been overlooked involves the threshold of landowner-recreationist compatibility; in other words, at what point, in time or circumstances, is landowner-recreationist relationships strained sufficiently to promote a change in access policies or posting practices?

FOOTNOTES

¹B.L.M., a Federal land management agency, controls the bulk of publicly owned land along U. S. Highway 95. Skookumchuck Recreation Area has been developed and maintained as part of its land management program. Other than highway right-of-ways, the State owns little of the land.

²John G. Miles, "Advantages and Disadvantages of Recreation Development and Use of Private Lands," 14th Annual University of California Extension Forestry Field School, Berkely, California: 1962, pp. 7-8.

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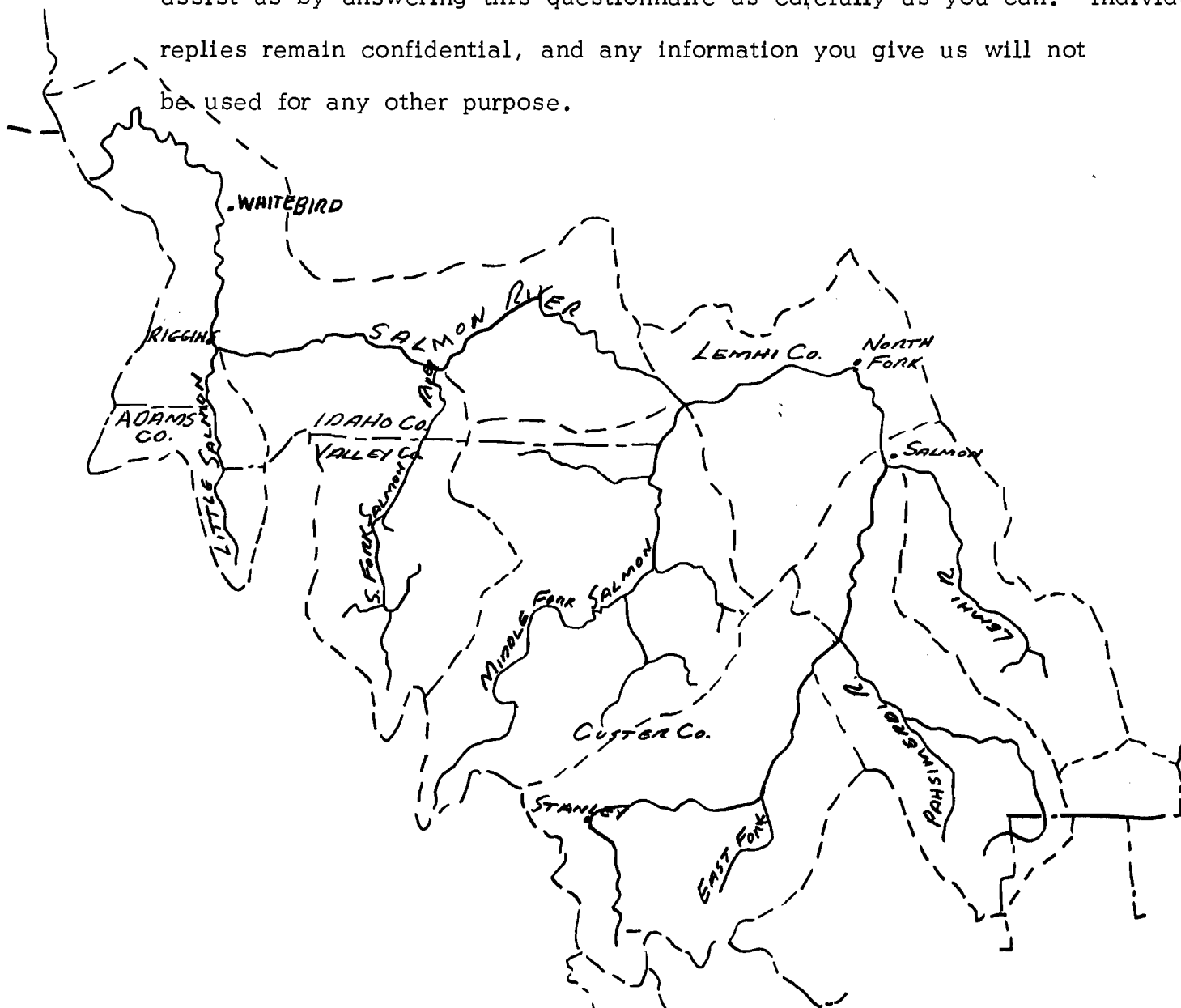
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APPENDIX

QUESTIONNAIRE ON USER OPINIONS OF RECREATION
ON IDAHO'S SALMON RIVER AND ITS TRIBUTARIES

The Salmon River has been designated by Congress for possible inclusion into the Nation's Wild and Scenic River System. For this reason, a study of the value and use of Idaho's Salmon River is being conducted by the Idaho Water Resources Research Institute.

Your personal opinion will be important in determining the type and extent of future development and use of the Salmon River area. Please assist us by answering this questionnaire as carefully as you can. Individual replies remain confidential, and any information you give us will not be used for any other purpose.



1. Is this your first trip to this area of the Salmon River? Yes _____ No _____

If no, how many trips have you made to this area in 1969? _____
 Previous years? _____

Have you visited any other areas of the Salmon River? Yes _____ No _____

2. Is visiting this part of the Salmon River the main reason for your trip?

Yes _____ No _____

If you answered NO, is the main reason for your trip:

- Business _____
- Day Off _____
- Weekend Trip _____
- Visiting with Friends _____
- or Relatives _____
- Part of an Extended _____
- Vacation _____
- Just Passing By _____
- Other (Please specify) _____

3. One of the goals of this study is to ascertain visitors' feelings toward development in the Salmon River area. Would you MOST prefer that this area of the Salmon River (Please check ONE):

- A. _____ Be left essentially as it is with little or no recreational development.
- B. _____ Be more fully developed for recreation. This might include large scale resort development and expanded camping and recreation facilities.
- C. _____ Be developed for both recreational and industrial-agricultural use. This might include some construction for both irrigation and power.
- D. _____ Be developed to its full industrial and agricultural potential. This would include the building of dams to provide for irrigation, power, and reservoir associated recreation.
- E. _____ No opinion.

4. The Salmon River area appeals to people for many different reasons.

	Which Activities Do You Participate In	In 1969, How Many Days Have You Spent	Will You Spend
Sight seeing	_____	_____	_____
Swimming	_____	_____	_____
Canoeing	_____	_____	_____
River floating	_____	_____	_____
Skin diving	_____	_____	_____
Camping	_____	_____	_____
Motor boating	_____	_____	_____
Fishing	_____	_____	_____
Hunting	_____	_____	_____
Picnicking	_____	_____	_____
Other (Please list)	_____	_____	_____

With regard to the Salmon River area, which do you regard as your most important activity? _____

5. With regards to the number of people you saw on this section of the Salmon, would you describe the river as:

Too Crowded _____ Not Used Enough _____
 Just Right _____ No Opinion _____

6. Based on your experience on this section of the river, would you like to see:

	More	Less	No Change	No Opinion	Comments
Parking areas	_____	_____	_____	_____	_____
Boat launching areas	_____	_____	_____	_____	_____
Directional and informational signs	_____	_____	_____	_____	_____
Concessions	_____	_____	_____	_____	_____
Lodges and/or cabins	_____	_____	_____	_____	_____
Campgrounds	_____	_____	_____	_____	_____
Toilets	_____	_____	_____	_____	_____
Fireplaces and firewood	_____	_____	_____	_____	_____
Tables	_____	_____	_____	_____	_____
Litter disposal	_____	_____	_____	_____	_____
Hiking trails	_____	_____	_____	_____	_____
Others (Please specify)	_____	_____	_____	_____	_____

7. Do you feel that for this section of the Salmon River, opportunities to enjoy the items listed below are:

	Excellent	Satisfactory	Unsatisfactory	No Opinion
Scenic beauty	_____	_____	_____	_____
Hunting	_____	_____	_____	_____
Fishing	_____	_____	_____	_____
Swimming	_____	_____	_____	_____
Camping	_____	_____	_____	_____
Photography	_____	_____	_____	_____
Boating	_____	_____	_____	_____
History of area	_____	_____	_____	_____
Other (please list)	_____	_____	_____	_____

A. Unique River Experience

Adventure	_____	_____	_____	_____
Isolation	_____	_____	_____	_____
Excitement of river	_____	_____	_____	_____
Personal enrichment	_____	_____	_____	_____
Communing with nature	_____	_____	_____	_____
Other (please list)	_____	_____	_____	_____

B. Participation Activities

Hiking	_____	_____	_____	_____
Sight seeing	_____	_____	_____	_____
Floating	_____	_____	_____	_____
Other (please list)	_____	_____	_____	_____

C. Other Features

Family unity	_____	_____	_____	_____
Escape from society	_____	_____	_____	_____
Scientific interest	_____	_____	_____	_____
Wildlife	_____	_____	_____	_____
Free Flowing pure water	_____	_____	_____	_____
Other (please list)	_____	_____	_____	_____

8. Of the above, which did you consider MOST important or enjoyable (Please list).

9. Did you fish in this area of the Salmon River? Yes ____ No ____.
Will you fish? Yes ____ No _____. (Fishing at time of interview? _____)

Please give the approximate number of species of fish you caught and then rank your satisfaction with the following types of fishing on the river?

	Number Of Fish	Excellent	Satisfactory	Unsatisfactory	No Opinion
Trout	_____	_____	_____	_____	_____
Salmon	_____	_____	_____	_____	_____
Steelhead	_____	_____	_____	_____	_____
Dolly Varden	_____	_____	_____	_____	_____
Other Species	_____	_____	_____	_____	_____

Please indicate the approximate number of Trout or Dolly Varden you caught in each size category:

10" or less	11" to 14"	15" or over
_____	_____	_____

10. What category best describes the group you are visiting the river with:

- Individuals _____
- Husband-Wife _____
- Family _____
- Family & friends _____
- Friends _____
- Other _____

Are you a member of any outdoor organization? Yes ____ No ____
Which? _____

11. How many are in your group? Males ____ Females ____ No. 18 and under-Boys _____
Girls _____

12. Are you a resident of Idaho? Yes ____ No ____
If yes, what town? _____ County? _____
If no, what is your state (or Nation) of residence? _____ Town? _____
What is your age? _____ Sex? _____
Relation to head of family? _____
Occupation _____ Title or Position _____

13. How many weeks vacation do you have each year? _____

14. Please indicate the category that best describes the location where you presently live and the population of your "metropolitan" area.

Location	Population
City center _____	Under 5,000 _____
Suburb of city _____	5,000 - 10,000 _____
Rural - not on a farm _____	10,000-25,000 _____
Rural - on a farm _____	25,000-100,000 _____
Other (Please specify) _____	100,000-1,000,000 _____
	Over 1,000,000 _____

15. What was the approximate total yearly income of your family in 1968?

Under \$2,999 _____	\$10,000 - 14,999 _____
3,000-4,999 _____	15,000-19,999 _____
5,000-6,999 _____	20,000-24,999 _____
7,000-9,999 _____	25,000 & over _____

16. What is the highest level of education you completed?

Grade 0-8 _____
 Grade 9-12 _____
 Some college _____
 College graduate _____
 Post-graduate degree _____

17. How many miles was your family car driven on this trip? _____

Did you come directly here? Yes _____ No _____

If you traveled as a group in your family car to get to the river, how much of the transportation costs were paid to you by non-family members of the group? _____

18. On this trip to the river, how much did your family spend for:

	Total	In Idaho	No. of Days
Transportation (Gas, repairs, etc).	_____	_____	_____
Lodging (Motels, Campground fees, etc.)	_____	_____	_____
Food and beverages	_____	_____	_____
Guide service	_____	_____	_____
Recreational supplies (Fishing gear, licenses, etc.)	_____	_____	_____
Rental of:			
Boats and motors	_____	_____	_____
Camping gear	_____	_____	_____
Other (Please list)	_____	_____	_____

Interviewer _____ Date _____ Time _____

Location _____

Weather _____ Temperature _____

River Condition _____

Important Comments: _____

July, 1970

Dear Sir:

Tourism and outdoor recreation participation in the Salmon River Basin have increased sharply in recent years. This trend is expected to continue.

The State of Idaho and the Idaho Water Resources Research Institute are conducting a study to determine the needs and interests of both the land owners and the recreationists. They feel that future recreational development must take into consideration the opinions and interests of the land owners. As one of the recorded land owners in the Salmon-Little Salmon River Valley, you are being contacted to provide basic information to the study. The information you provide will be used to generate statistical data helpful in regional planning and understanding of existing landowner-recreationist-natural resource relationships.

Individual replies will be held in strictest confidence. Thank you for your most important assistance in filling out this questionnaire.

Sincerely yours,

Eugene P. Wehunt
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QUESTIONNAIRE ON
LANDOWNER INTERESTS AND OPINIONS
IN THE LOWER SALMON RIVER CORRIDOR

The State of Idaho and the Idaho Water Resources Research Institute are conducting a study to determine the needs and interests of both the landowners and the recreationists.

Please assist us by answering the questionnaire as carefully as you can. Individual replies will be held in strictest confidence.

RECREATIONAL DEVELOPMENT:

1. One of the goals of this study is to ascertain the landowner's feeling toward development in the lower Salmon River area. Would you MOST prefer that this area of the Salmon River Basin (please check one):
 - a. be left essentially as it is with little or no additional recreational development.
 - b. be more fully developed for recreation. This might include large-scale resort development and expanded camping and recreation facilities and improved access.
 - c. be developed for both recreational and industrial-agricultural use. This might include some construction for both irrigation and power, and controlled timber harvest and mining.
 - d. be developed to its full potential. This would include the building of dams and roads to provide for irrigation, power, and reservoir associated recreation, timber harvest and mining.
 - e. no opinion.

2. Based on your observations concerning outdoor recreation facilities along the Salmon and Little Salmon Rivers between White Bird and Round Valley Creek, do you think any changes should be made in any of the following:

<input type="checkbox"/> a. Improved roadside rest areas.	
<input type="checkbox"/> b. Improved campgrounds	
<input type="checkbox"/> c. Motels and/or cabins	
<input type="checkbox"/> d. Litter disposal containers	
<input type="checkbox"/> e. Toilets	1. More
<input type="checkbox"/> f. Direction and information signs	2. Less
<input type="checkbox"/> g. Tourist information signs	3. No Change
<input type="checkbox"/> h. Boat launching areas	4. No Opinion
<input type="checkbox"/> i. Drinking water	
<input type="checkbox"/> j. Other (list) _____	

3. Please indicate your familiarity with the Wild and Scenic Rivers Act passed by Congress in 1968:
 - a. complete knowledge of contents
 - b. limited knowledge of contents
 - c. knowledge of title only
 - d. no knowledge of the Act

Based on your present knowledge of the Act, how do you feel about it as it applies to this area of the Salmon River Basin?

- a. favor
 b. oppose
 c. no opinion

Please give reasons for your answer: _____

4. Would you like to see more access roads between U. S. Highway 95 and the National Forest boundary? Yes No

Please give your reasons: _____

Do you think the standard and maintenance of the present access roads between U. S. Highway 95 and the National Forest Boundary are adequate?

Yes No

Please explain or give suggestions: _____

LANDOWNER-SPORTSMAN RELATIONS:

5. Please check all those that have used or crossed your land with or without permission during the past few years:

- | | |
|--|---|
| <input type="checkbox"/> a. Fishermen | <input type="checkbox"/> f. Rockhounds |
| <input type="checkbox"/> b. Hunters | <input type="checkbox"/> g. Floaters |
| <input type="checkbox"/> c. Campers | <input type="checkbox"/> h. Swimmers |
| <input type="checkbox"/> d. Picnickers | <input type="checkbox"/> i. Tourists |
| <input type="checkbox"/> e. Cyclists | <input type="checkbox"/> j. Others (List) _____ |

6. Please write (A) for each group that may use or cross your land by first paying a fee;
- (B) for each group that may use or cross your land by first asking permission;
- (C) for each group that may use or cross your land without first paying a fee nor asking permission;
- (D) for each group that may not use or cross your land under any circumstances.

- | | |
|--|---|
| <input type="checkbox"/> a. Fishermen | <input type="checkbox"/> f. Rockhounds |
| <input type="checkbox"/> b. Hunters | <input type="checkbox"/> g. Floaters |
| <input type="checkbox"/> c. Campers | <input type="checkbox"/> h. Swimmers |
| <input type="checkbox"/> d. Picnickers | <input type="checkbox"/> i. Tourists |
| <input type="checkbox"/> e. Cyclists | <input type="checkbox"/> j. Others (List) _____ |

7. Is your land posted with "NO TRESPASSING" signs? Yes No

If Yes. . . how many years ago did you first post your land? _____

. . . during what part of the year do you post your land
(i.e. all year, only hunting season, etc.) _____

If No . . . do you have any intention to post your land in the future?

Yes No.

. . . have you ever posted your land in past years Yes No
If yes, please tell when _____

Please explain why you have posted your land or why you intend to post
your land in the future: _____

8. Below is a list of problems that many landowners claim they have had
when the public is invited or trespasses onto their lands. Please check
all those that are applicable to you and your lands:

- | | |
|---|--|
| <input type="checkbox"/> a. vandalism | <input type="checkbox"/> f. invasion of your personal privacy |
| <input type="checkbox"/> b. theft | <input type="checkbox"/> g. assumption that the land is public |
| <input type="checkbox"/> c. disturbance to
livestock | <input type="checkbox"/> h. forest or grass fires |
| <input type="checkbox"/> d. leaving gates open | <input type="checkbox"/> i. other (Please list) _____ |
| <input type="checkbox"/> e. vehicles not staying on roads | |

9. Do you feel that you are taking a liability risk by permitting the public
to use or cross your land? Yes No

10. Please rank with a (1) the group that creates MOST of your problems;
(2) other groups that give you problems;
(3) groups that give you no problems.

- Residents of the local area
 Other Idaho residents
 Out of Staters

Do recreationists or non-recreationists create most of your problems:

- recreationists
 non-recreationists
 no distinction is made (both contribute equally)

Please check all of the following groups that have contributed to your
problems as a landowner during the past few years:

- | | |
|--|---|
| <input type="checkbox"/> a. Fishermen | <input type="checkbox"/> f. Rockhounds |
| <input type="checkbox"/> b. Hunters | <input type="checkbox"/> g. Floaters |
| <input type="checkbox"/> c. Campers | <input type="checkbox"/> h. Swimmers |
| <input type="checkbox"/> d. Picnickers | <input type="checkbox"/> i. Tourists |
| <input type="checkbox"/> e. Cyclists | <input type="checkbox"/> j. Others (list) _____ |

PROPERTY USE:

11. How many acres of land do you own in the lower Salmon River area between White Bird and Round Valley Creek? _____

How much river frontage do you own along the Salmon River _____

How much river frontage do you own along the Little Salmon River _____

12. Do you use any of your land between White Bird and Round Valley Creek for a . . .

- | | | |
|-------|-------|--|
| Yes | No | |
| _____ | _____ | a. permanent home occupied by owner? |
| _____ | _____ | b. permanent home occupied by tenant? |
| _____ | _____ | c. summer or vacation home? |
| _____ | _____ | d. business establishment (What kind? _____) |
| _____ | _____ | e. Other (list) _____ |

13. Are the following activities performed on your land between White Bird and Round Valley Creek?

- | | | |
|-------|-------|------------------------------|
| Yes | No | |
| _____ | _____ | a. mining |
| _____ | _____ | b. logging |
| _____ | _____ | c. grazing of livestock |
| _____ | _____ | d. growing of crops |
| _____ | _____ | e. other (please list) _____ |

14. Please check all seasons that you live on this property in the lower Salmon River area:

- a. None _____
- b. Spring _____
- c. Summer _____
- d. Fall _____
- e. Winter _____
- f. All Year _____

If you have tenants, please check all the season(s) that they occupy this property in the lower Salmon River area:

- a. Spring _____
- b. Summer _____
- c. Fall _____
- d. Winter _____
- e. All year _____
- f. No tenants _____

15. How important is this land to your total personal income?

- _____ a. great importance
- _____ b. moderate importance
- _____ c. minor importance
- _____ d. no importance

16. Do you plan to use your property in the lower Salmon River area in any different way in the future, such as building a home, a business establishment, mining, logging, public recreation, etc.?

____ Yes ____ No

If Yes, please explain: _____

17. How many years have you owned this property? _____

18. Where was your residence at the time you purchased this property? _____

19. Since you purchased the property between White Bird and Round Valley Creek, have you subdivided and sold any part of it? ____ Yes ____ No

If Yes, how many years ago did you first sell part of your land? _____

Do you have any intention of subdividing any of your property in this area in the future? ____ Yes ____ No ____ Maybe

20. In what city _____, County _____, and State _____ do you live MOST of the year?

21. Does any part of your property lie directly adjacent to . . .

Yes No

- | | | |
|-------|-------|--|
| _____ | _____ | a. the Salmon River? |
| _____ | _____ | b. the Little Salmon River? |
| _____ | _____ | c. a tributary of the Salmon River? |
| _____ | _____ | d. a tributary of the Little Salmon River? |
| _____ | _____ | e. U. S. Highway 95? |
| _____ | _____ | f. a paved secondary access road? |
| _____ | _____ | g. an unimproved secondary access road? |

ADDITIONAL COMMENTS: _____

Thank you very much for your cooperation.

(Please return this questionnaire in the stamped, self-addressed envelope as soon as possible).