

May 27, 1970

2320

STUDY PLAN
FOR
IDAHO PRIMITIVE AREA

I. Background

The Idaho Primitive Area was established by the Chief of the Forest Service in 1931. It was enlarged to 1,232,744 acres by the Chief in 1937. It lies within the Salmon, Boise, Challis, and Payette National Forests.

Most of the area is within the drainage of the Middle Fork of the Salmon River. The remainder drains directly into the main Salmon River.

II. Objectives of Study

A. Comply with provisions of the Wilderness Act (P.L. 88-577), which provides that all Primitive Areas existing on the date of the Act be studied and:

1. Reviewed as to their suitability or nonsuitability for preservation as Wilderness.

2. Reported to Congress not later than September 3, 1974, as to the findings of such review.

B. Study areas of land contiguous to the Primitive Area boundary that have been or may reasonably be considered by the Forest Service or others to have Wilderness qualities subject to manpower and fund limitations of the USGS and USBM to complete their minerals studies within the time limits established by the Wilderness Act. Lands outside the study area identified as having potential wilderness values will be evaluated by the Forest having jurisdiction.

C. Collect, compile, and evaluate the basic information necessary for the development of the suitability report to Congress in conformity with the Act.

D. Provide for appropriate public and State and Federal agency involvement in the study. Involve the above in basic study and provide opportunities to receive inputs from them during the course of the study.

E. Hold public hearings as required by the Wilderness Act and prepare final report and recommendations for submission to the President.

III. The Idaho Primitive Area Study Area

<u>National Forest</u>	<u>Acreage Within Idaho Primitive Area</u>			<u>Acreage</u>	
	<u>Gross - N.F., State & Private</u>	<u>N.F.</u>	<u>State and Private</u>	<u>Contiguous Area (est)</u>	<u>Total Study Area</u>
Boise	226,778	223,996	2,782	0	226,778
Challis	74,670	74,280	390	95,000	169,670
Payette	689,712	685,581	4,131	45,000	734,712
Salmon	<u>241,584</u>	<u>240,422</u>	<u>1,162</u>	<u>65,000*</u>	<u>306,584</u>
Total	1,232,744	1,224,279	8,465	205,000	1,437,744

*Including Horse Creek Area

The study area includes the Idaho Primitive area and some unroaded areas which are immediately adjacent to the Idaho Primitive Area. Due to the large area involved, the USGS and USBM will be unable to analyze areas in addition to the study area prior to 1973. It is possible that during the course of the study or during subsequent evaluations and public hearings, additional adjacent areas of land with Wilderness qualities may be identified. Such land will be identified for study as potential Wilderness additions at a later time when USGS and USBM mineral report can be obtained. The Horse Creek area includes 55,000 acres which will be studied as a separate part.

IV. Study Procedures

All correspondence concerning the Idaho Primitive Area study will bear a 2320 file designation.

The coordinating aspect of the study of the Idaho Primitive Area will be the responsibility of the Assistant Regional Forester, Division of Recreation and Lands. The study coordinator under the direction of the Assistant Regional Forester will be the Wilderness and Primitive Area specialist in the Branch of Winter Sports and Dispersed Area Management. The four Forest Supervisors and the Assistant Regional Forester, Recreation and Lands, will serve as a steering committee. This steering committee will approve the study plans, functional plans, and review and approve all functional reports and resource inventories. The study summary brochure and final reclassification proposal will be developed by the steering committee for approval by the Regional Forester. It is anticipated the study coordinator, under the general supervision of the branch chief, will work directly with this committee and will initially develop most of the basic documents, except for functional and special reports which have been assigned to the various functional divisions.

It is expected that the salaries of most Regional Office technical specialists participating in the study will be financed by the Division to which assigned. Travel and other costs will be financed by Recreation and Lands. The National Forests will be expected to provide general support to the study.

Much inventory data is already available in R&L, other Regional Office Divisions, and on the Forests involved. Requests by functional Divisions to the Forest for information, field trips, or study assistance by technical specialists should be made through the study coordinator. Reports prepared by the specialists will contain a brief summary at the front of the report.

It is proposed that the technical study will proceed about as follows:

1. During June-October of 1970, review the data now available, gather supplemental or new field data and information from the Forests involved, and, where appropriate, from State or other Federal agencies.
2. Provide preliminary timber survey data about March 15, 1970.
3. The soil and hydrologic analysis fieldwork will be completed during the summer of 1970 with a draft report available for use by the other study teams about February 1, 1971.
4. During the early winter of 1970-71, evaluate data collected. Review progress with the steering committee by January 1, 1971.
5. During June-October of 1971, gather supplemental data.
6. Technical specialists will submit their draft reports to the study coordinator, Division of Recreation and Lands, by December 1, 1971.
7. Technical specialists will submit their final reports to the study coordinator by February 1, 1972.

V. Resource Inventory and Appraisal

Inventory and appraisal will include the Idaho Primitive Area and other adjacent lands within the study area. The Horse Creek Area should be considered as a separate unit in each report. Technical specialists will contact appropriate individuals or groups who may have pertinent input.

Contiguous lands announced for deferred management will be studied by the National Forest having jurisdiction with assistance from the study coordinator. Sufficient data will be gathered to make basic decision concerning its suitability or unsuitability for wilderness.

A. Wilderness Resource. Assignment: Division of Recreation and Lands.

Describe the character and attributes of the Idaho Primitive Area to include the total study area as required by FSM 2321.11b. This evaluation should consider:

1. Land use factors, uses, and activities.
2. The environment, presented to the wilderness user.
3. The challenge, available to the visitor such as adventure, solitude, excitement, and self-reliance.
4. Primitive recreational opportunities, describing the variety of opportunities for primitive and unconfined types of recreation.
5. Opportunities for scientific study.

B. Recreation Resource. Assignment: Recreation and Lands.

1. Make an analysis of the recreational uses, including purpose, length of stay, season, and trend.
2. Describe patterns of use and access. Evaluate the use by boaters and the effects aircraft have on recreational use patterns.
3. Describe the effects and magnitude of commercial outfitters, including packers and guides and boaters on recreational activities and patterns of use.
4. Analyze data gathered to determine where use is occurring, patterns of past and existing use, use generated by roads and airfields, projected use, and the ability of the area to meet the future recreational demands. Potential Inputs: Idaho Outfitters and Guides Association, Idaho Fish and Game Department, Department of Aeronautics for State of Idaho.

C. Soils and Hydrology. Assignment: Soil and Water Management.

1. A soil hydrologic reconnaissance to determine the hazard to management and the potentials and suitability for uses. It will include:
 - a. Soil reconnaissance including a written report discussing potentials for timber, wildlife, recreation, mine development, and road construction.
 - b. Identify productivity of soils in a general manner on a map particularly in those areas where timber stands occur on loggable terrain.
 - c. Watershed conditions reconnaissance.
 - d. Interpretation of general soils and hydrology.
2. It has been agreed with Region 1 that the same reconnaissance intensity be made on the Idaho Primitive Area as on the Idaho Batholith. Inconsistency

between this reconnaissance intensity and the limitations established above needs to be resolved.

3. Soil and hydrologic information will be of value to studies in other fields. A date of February 1, 1971, would be a logical completion date for the study and preliminary draft report as well as the mapping. This is the only report required prior to the date specified in Section IV. Potential Inputs: Idaho Water Resources Board.

D. Water Resource. Assignment: Soil and Water Management.

1. Evaluate the water production potential for the Idaho Primitive Area.
2. Incorporate the information from the Stage I report of the Columbia-North Pacific River Basin studies.
3. The report should consider general water quality, as well as onsite uses of water. Potential Inputs: Idaho Water Resources Board.

E. Timber Resource. Assignment: Timber Management.

1. Assemble timber-type maps in atlas form for the Idaho Primitive Area and adjacent study areas.
2. Prepare a tabular report of timber data as derived from the 1969 timber inventory for the Idaho Primitive Areas as a unit. Include such data as:
 - a. Total volume by size, classes, type, species, including commercial or noncommercial timber-type evaluation.
 - b. Tabulate the acreage by similar categories.
 - c. Tabulate acreages by standard site classes.
 - d. Prepare a rough estimate of the full sustained yield potential for the study area.
3. Prepare a narrative timber resource evaluation for the Idaho Primitive Area. Further describe and evaluate each major drainage or logical compartment. Judgments should be made considering species, volume potential, allowable cuts, loggability, and economic operability. Soils and hydrologic analysis will be available for consideration prior to completion of this report and should be helpful in writing the narrative.
4. A map presentation of drainage or compartment examination should accompany the report. Potential Inputs: South Idaho Forestry Association.

F. Archeology. Assignment: Recreation and Lands, Operation to develop the contract.

1. This study should consist of a review of the available publications on the subject plus limited field reconnaissance surveys.

2. The report should be a general treatment of the subject with specific detailed data presented for a few of the more significant archeological sites or situations.

G. History. Assignment: Victor Goodwin, Soil and Water Management.

1. Research historical data available.

2. Prepare historical report which should be a summary of existing historical information.

3. Provide a bibliography which will be used to cite more extensive historical information available on the Idaho Primitive Area. Potential Inputs: Idaho Historical Association.

H. Fire Control. Assignment: Fire Control and State and Private Forestry.

1. Review the history of fire and fire activities within the study area.

2. Inventory and evaluate fuels.

3. Evaluate the present detection, prevention, presuppression, and control practices.

4. Identify fire's past role in perpetuating the resource in the study area. Determine the long-range effects of fire control practices in altering or maintaining the vegetative types.

5. Consider alternate future objectives in all fire activities, including equipment needs and uses. Potential Inputs: Idaho State Land Board.

I. Airfields and the Use of Aircraft. Assignment: Fire Control and State and Private Forestry.

1. Report the historical and existing use of aircraft in the Idaho Primitive Area.

2. Analyze the existing situation concerning aircraft use and the condition of airfields and heliports and helispots. Provide an inventory and map showing airfields and heliports and helispots.

3. Consider the needs for fixed wing aircraft and helicopters for administrative and fire control uses, as well as private and State agency use.

4. Evaluate the existing practices concerning the clearing of heliports and helispots for going fires.

5. Discuss the future needs for existing airfields and the possible effects of reducing aircraft use. Potential Inputs: Idaho Department of Aeronautics Federal Aviation Agency.

6. Discuss the use of herbicides, fertilizers, and irrigation practices and airfields in the Primitive Area.

J. Transportation System. Assignment: Engineering.

1. Describe and inventory existing and needed roads and trails leading to and within the study area.

2. Map existing and proposed new construction or needed reconstruction. Estimate the cost of such improvements.

3. Consider any State or Federal highway plans which might affect the study area.

4. Consider the signing program for the area.

5. Provide traffic count data on major access routes, where available. Potential Inputs: Forest Service, Idaho State Department of Public Roads.

K. Lands Status and Uses. Assignment: Recreation and Lands, Operations, and Engineering.

1. List, describe, and photograph each tract of alienated land, including a discussion of the current use, existing improvements, and where possible, an estimate of the approximate market value.

2. Show on the map and describe all land status, including withdrawals, easements, FPC licenses, etc.

3. List and describe all administrative improvements, including buildings and communications.

4. Report the status of property lines.

L. Ecological Analysis. Assignment: Range Management coordination with Soil and Watershed Management, Wildlife Management, and Timber Management.

1. Conduct ecological study with a primary aim of identifying areas of scientific value, such as pristine plant communities or unusual plant associations or unusual plant and animal relationships.

2. Describe the future ecological trends under continued wilderness management. Potential Inputs: Idaho State University, University of Idaho.

M. Range Resource. Assignment: Range Management.

1. Describe the history and current situation of grazing use by all kinds of livestock. Include quantitative data on grazing uses on alienated land, as well as National Forest land.

2. Major emphasis should be placed on evaluating the use by pack and saddle stock. Particularly consider trend and management needs on areas of concentrated use. Potential Inputs: Idaho Cattlemen Association, Idaho Woolgrowers Association, and Idaho Outfitting and Guides.

N. Fisheries. Assignment: Wildlife Management.

1. Provide a map, including:

- a. Identification of all important fishing lakes and streams, and
- b. Condition and stocking of lake and stream fishery.

2. Prepare a written report concerning the present condition and management needed to perpetuate or improve fishery or fishery habitat.

3. Record existing use and evaluate the anticipated future use and potentials of the resource. Potential Inputs: Idaho Cooperative Fisheries Research Unit, University of Idaho, Idaho State Fish and Game Department, Bureau of Sports Fisheries and Wildlife.

O. Wildlife. Assignment: Wildlife Management.

1. Make a reconnaissance survey and habitat inventory of wildlife species, evaluating their relative abundance and identifying rare or endangered species.

2. Identify areas of conflicting uses.

3. Evaluate habitat management needs, such as improvement projects and development of potential habitat. Potential Inputs: Idaho State Fish and Game Department, Cooperative Wildlife Unit, University of Idaho, Intermountain Forest and Range Experiment Station, Bureau of Sports Fisheries and Wildlife, and Idaho State University.

P. Insect and Disease. Assignment: Timber Management.

1. Describe the history and current status of insect and disease threats to vegetation within the study area.

2. Estimate the trend and potential under continued wilderness management.

Q. Research. Assignment: Recreation and Lands

1. List and discuss known past and current research projects.
2. Consider the potential values of the study area for future administrative studies and research activities.
3. Evaluate the new University of Idaho study center. Consider their research plans and the effect they might have on the study area. Potential Inputs: INT-IF&RES, University of Idaho, Frank and John Craighead.

R. Mineral Report

1. The mineral study and report is now in progress by USGS and USBM.
2. A rough draft report ready for evaluation and interpretation is scheduled for completion by March 1972.

S. Social-Economic Evaluation. Assignment: Recreation and Lands and Range Management Economics as part of the summary report.

1. Gather preliminary data on population.
2. Review study plans to assure that necessary data will be gathered as part of the functional and special reports.
3. Prepare report. Potential Inputs: University of Idaho, Idaho Department of Commerce and Development, INT-IF&RES, Wilderness Research Information, and Idaho State University.

VI. Development of Final Report

- A. Resource inventories and functional reports will be provided as an author's final draft for review for sufficiency by the steering committee. Each report will contain a summary which will not exceed one-tenth the length of the original report. Due date: January 1, 1971.
- B. Resource inventories and functional reports will be finalized after review by Assistant Regional Forester, Recreation and Lands, and Forest Supervisors. Final reports due: April 1, 1972.
- C. Review and evaluate public comments concerning all phases of the Wilderness proposal. Assignment: Four Forest Supervisors with coordination by Assistant Regional Forester, Recreation and Lands. Completion date: May 1, 1972.
- D. Prepare a summary report based on the resource inventories and functional reports. A social-economic evaluation will be developed as a part of this summary. Assignment: Study coordinator in cooperation with steering committee. Completion date: September 1, 1972.

E. Prepare brochure presenting Forest Service Wilderness proposal. Assignment: Forest Supervisors and study coordinator. Completion date: January 1, 1973.

F. Prepare formal legal description and map of the suitability proposal based on the recommendations of the steering committee. Assignment: Recreation and Lands. Completion date: January 1, 1974.

G. Prepare and process reclassification in accordance with FSM 2321.23 through 2321.8, to be completed following Washington Office review of public hearing testimony. Assignment: Forest Supervisors and the Assistant Regional Forester of Recreation and Lands. Anticipated completion date: February 1, 1974

VII. Public and Interagency Involvement and Special Considerations

A. On July 29, 1968, a letter signed by Regional Foresters Iverson and Rahm was sent to over 400 individuals and groups announcing the study of the Idaho and Salmon River Breaks Primitive Areas. Recommendations and suggestions as to possible wilderness classifications were solicited. These were requested to reach us by November 1, 1969, so as to be most helpful in the preparation of the proposal. Recommendations and suggestions received after this date will also be considered. Forest Supervisors are to review and make their recommendations concerning out-Service proposals to the Regional Forester by November 1, 1970. Assignment: Division of Recreation and Lands consider out-Service comments, Forest Supervisors' recommendations concerning these comments, and prepare consolidated recommendations for consideration of Regional Forester by December 15, 1970.

B. An I&E Analysis and Action Plan will be developed for the study. The plan will be prepared by April 15, 1970.

C. Each portion of the study of the Idaho Primitive Area and contiguous terrain will be correlated with similar studies being made of the adjacent Salmon River Breaks Primitive Area in R-1.

D. The Horse Creek drainage on the Salmon National Forest is involved in the study area and is closely related to the R-1 Salmon River Breaks Primitive Area. It will be necessary for the Salmon National Forest and the Division of Recreation and Lands to collaborate with R-1 on the study of this area. Functional and special reports will include Horse Creek as a separate unit in each report. Functional and special reports may be called for by the committee for individual parcels of land.

E. The Wild and Scenic River Act of October 2, 1968, established the Middle Fork Salmon River as a component of the National Wild and Scenic Rivers System. The Act also included the main Salmon River from North Fork downstream as a potential addition to the system. Portions of both rivers are within the Idaho Primitive Area. During the course of the Idaho Primitive Area study, detailed planning will already be done for the Middle Fork Salmon River,

and a study will be underway for the main Salmon. Persons involved with the Idaho Primitive Area study should make themselves aware of the planning details for the Middle Fork and the study findings for the main Salmon.

VIII. Information and Documents Already Available

- A. The Primitive Area case folder. The Division of Recreation and Lands has a substantial volume of general and miscellaneous material.
- B. Sierra Club report of exploration and reconnaissance of the Idaho Primitive Area--May 1964.
- C. Map covering Idaho and Salmon River Breaks Primitive Areas - one-fourth inch = 1 mile.
- D. Notes of March 1968 Idaho Primitive Area administrative meeting. These are on file in the Division of Recreation and Lands and contain considerable amount of inventory data.
- E. Comments and opinions from Western Conservation Council show-me-trip, August 1968.
- F. "An Analysis of Mountain Lion Predation Upon Mule Deer and Elk in Idaho Primitive Area," by Maurice Hornocker.
- G. "Ecology and Elk Use of High Mountain Meadow in Idaho Primitive Area," by Larry Wing.
- H. Ranger District Multiple Use Plans.
- I. Field evaluation of Middle Fork and Main Salmon River by Parker and Baird, July 1965.
- J. Various Publications on Wildlife, and Wild Rivers by Frank and John Craighead.
- K. River Plan and Multiple Use Plan for the Idaho Primitive Area.
- L. Transportation System Plan.
- M. Bighorn Sheep in Idaho, Idaho Fish and Game Department by Dwight R. Smith.
- N. Mountain Goat in Idaho, Idaho Fish and Game Department, by Stewart M. Brandenburg.

IX. Critical Path

A coordinated time study chart is attached to provide an open view of timing of various activities and I&E planned public involvement.