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WILDERNESS MANAGEMENT
REGIONS 1 AND 4

Discussions at the Regional-Region 4 Idaho Supervisor's Meeting, May 5 and 6, 1971, identified apparent differences in policy and application of wilderness management between the two Regions. A working committee was selected to identify the extent of these differences and to attempt to reach agreement between Regions. The working committee included Assistant Regional Foresters for Information and Education and Recreation and Lands for both Regions and Supervisors of the Payette and Nezperce National Forests.

In the interval, meetings have been held at Denver and Portland, at which Wilderness management was discussed. Representatives from both Regions 1 and 4 participated.

As a preliminary step, it was necessary to identify, in some detail, the situation in Region 1 and Region 4 and the extent of the differences that exist. Assistant Division Chiefs Vince Price and Henry Ziminski met in Missoula, July 29 and 30, 1971, for this purpose and developed a staff paper entitled "Wilderness Management - Principal Differences Between Regions 1 and 4." A copy is enclosed.

The full committee met in Boise, Idaho, August 27, 1971, and reached general agreement on the points identified.

General

Although there are some current differences in overall philosophy towards wilderness management, the two Regions are more nearly together on specifics than anticipated.

In Region 1, past practices in Wilderness management have been somewhat permissive. Recently there has been a strong effort to tighten Wilderness management and to bring it into conformance with the Wilderness Act and the Chief's instructions. In so doing, the Region has created a reputation for "purity" in interpretation and administration of the Wilderness resource. In-Service training and Out-Service public discussion have helped to establish this reputation. Field personnel have responded well and in turn, reflect this trend in management. The public impression that has been created does not, in all cases, reflect the true situation. Concern expressed by the outfitters and guides has helped to emphasize this. There appears to be a need for a more accurate representation of Wilderness management policy, both In-Service and with the public and with user groups. This can be done in complete conformance with Washington Office instructions.

Region 4 has tended to have a double standard for Wilderness management, i.e., the Idaho Primitive Area as compared to other Wilderness units. Wilderness objectives and the Chief's policy are understood. However, many nonconforming uses exist in the Idaho Primitive Area. "Grandfather" provisions for established use of aircraft, motor boats, and livestock grazing as provided by the Wilderness Act, are recognized.

To operate during the interval until reclassification of the Idaho Primitive Area is completed, requires that the Forests recognize and work with the existing uses and situations that are there. Many interim decisions have been necessary to cope with the day-to-day administration of outfitter use. At the same time the Region has resisted prejudging the outcome of the Idaho Primitive Area reclassification study. In having to deal on a day-to-day basis with these many nonconforming uses, the Forests involved have deferred, in some cases, proper application of Wilderness management.

Several Region 4 manual supplements predate the Wilderness Act and are in conflict with Washington Office policy. These need to be corrected promptly. In addition to WO policy a principal source of direction for Wilderness management in Region 4 is found in the multiple use guide, and considerable emphasis is given to coordination of Wilderness values with other resource values within and adjacent to wildernesses.

No attempt was made to resolve the problem of outfitter fishing camps along the Salmon River. This is covered in a separate inter-Regional letter. The possible designation of all or part of the study section of the Salmon River as a wild and scenic river needs to be resolved before it is determined if the river camps will be within Wilderness or within some category of River classification.

The following numbered items correspond to the staff paper enclosed.

II. FSM - 2320 (Wilderness and Primitive Areas)

- A-1. Overland transportation of heavy equipment is subject to approval by the Chief except in specified cases of emergency. FSM 2326.11-2. Washington Office instructions are adequate and being adhered to by both Regions. The Region 4 supplement is obsolete and can be eliminated.

- A-2. Landing of Aircraft including helicopters--Requires Chief's approval except at established approved airstrips, and in specific cases of emergency. FSM 2326.11 adequately covers the situation and is adhered to by both Regions. Region 4 supplement is obsolete.

- A-3. Both Regions approve use of powersaw and other hand power tools for emergencies, heavy trail maintenance, and the construction of trails and other improvements.

Both Regions restrict such use of power equipment where possible to periods of low public use. This may not necessarily be the same time of year for all areas. In some areas harvest period of public use may be during the hunting season.

The Regions agreed that the outfitters will not be permitted to use power equipment in Wildernesses except in those cases where they are doing work for the Forest Service. For example, clearing a trail by prior agreement and then only with the same restrictions as apply to the Forest Service. On this item the Regional policies are compatible but the tone of instructions differ greatly and the Rangers have provided different application on the ground. Region 1 has been the more restrictive. The Regions should exchange supplements and wherever possible adopt the same wording.

- A-4 Approval of new landing strips. Region 4 has attempted to recognize special situations in the Idaho Primitive Area. A Region 4 supplement predates the Wilderness Act and is obsolete. Washington Office instructions in FSM 2326.11 cover the situation adequately and are acceptable to both Regions. A Regional supplement seems unnecessary.

III. FSM - 2700 (Outfitters and Guides)

- A. This item deals with camps outside of Wildernesses but is related.

Region 1 encourages a dispersed recreation use in backcountry and has discouraged any kind of improvement in backcountry areas outside of Wilderness, although they

are not prohibited where the need justifies. Region 4 is more willing to recognize a need for backcountry improvements. The apparent difference between Regions is the amount of emphasis given. Region (2) will revise their manual supplement. An attempt will be made to use similar manual language.

- B. Electric fences were determined to be temporary structures and allowable under wilderness policy. It was agreed that electric fences may be allowed for both private use or by the outfitters. A temporary installation will be required and must be removed at the end of each season or period of use.

Other items involving administration of outfitter permits were discussed and resolved as follows:

Powersaw use - previously covered under II-A-3.

Outfitter camps - Improvements within Wildernesses will be of primitive materials where feasible (FSM 2323.63). Materials brought into the Wilderness for temporary use will be hauled out again. Native materials which are obtained within the Wilderness may be disassembled and stored in the Wildernesses for future use.

Camps will be temporary and disassembled after each season or period of use. Camp equipment will be removed and not cached.

IV. Multiple Use Management Guides

- A-1. The difference in Regional philosophy was not entirely resolved but an agreement was reached on specific situations. Rustic structures will be allowed at those

Wilderness camps where there is an unavoidable concentration of use and sanitation must be provided. Both Regions will emphasize education of Wilderness users to take care of their own sanitary needs when in dispersed areas.

Both Regions recognize the need for a variety of trail standards within Wilderness ranging from a reasonably good trail which can be made safe to primitive trails where only a route marker exists and to extensive areas with no trails at all. Both Regions are and will continue to do trail maintenance within the Wildernesses with the priority given to heavily used routes and trails which will assist in dispersal.

- A-2. Range improvements as necessary to protect Wilderness values are permissible in the Chief's policy. A distinction is made between new and old improvements. It was agreed that the individual Wilderness management plan should recognize if there is a need for range improvements and specify their extent and method of construction within the application of the Chief's policy.
- A-3. The degree of emphasis is the primary difference here. Both Regions recognize that fires occurring in some locations in Wilderness need not be extinguished while in other situations aggressive fire control action is necessary. Action to be taken will be prescribed in individual Wilderness management plans. Regions should use similar wording in supplements and multiple use guides.
- A-4. See item II-A-1, R-4 multiple use guides need clarification to remove inference that ingress and egress to private land except mining claims can be by motorized means.
- A-5. Differences here are in emphasis and degree. Region 4 recognized the need for radio, certain housing, and other administrative facilities to manage Wilderness. Region 1 recognized them only

as an exception rather than the rule. The management plan for each Wilderness must analyze the need and develop recommendations. Regions should exchange multiple use guide language.

- B-1. Justification for use of mechanical transportation is adequately covered by WO instructions. Region 4 will revise guide to remove economics as justifiable reason.
- B-2. Basic policy compatible but tone of instructions differ. Mutually agreeable language should be developed. Wilderness management plan should develop each situation and determine need.
- B-3. Differences on sign policy not adequately resolved. Region 4 contends that some signing for enjoyment of wilderness experience is acceptable (FSM 2323.61h allows). Region 1 disapproves all such signs. We understand that wilderness signing is covered in new issuance of Sign Handbook. Agreed to defer decision to it.
- B-4. Region 4 will review and revise wording to conform with WO instructions.
- B-5. Trail standards and trail maintenance previously covered under IV-A-1. Principal difference is in emphasis. Wilderness trail standards are covered in new trail handbook and will be reference document for both Regions.
- B-6. Both Regions agree that temporary electric fences may be acceptable for management of recreation stock. Region 1 will revise multiple use guide. *and FSM Supp. if field approve*
- B-7. General agreement on 1975 target date for removal of incompatible commercial wilderness camp improvements (except for river camps which are dealt with separately) was set.

Storage of material in Wilderness limited to native materials.
Camps to be disassembled after each season or period of use.

- B-8. No agreement reached. Further discussion needed. Region 4 will review their multiple use guide language and submit to Region 1 for comment. Division of Timber Management should take the lead.
- B-9. Chief's instructions do not authorize use of herbicides in Wildernesses to reduce fire hazard. Region 4 will revise multiple use guide.
- B-10. Both Regions at variance with Chief's policy. WO statement adequate and allows needed flexibility when needed. Suggest Regional statements be eliminated from guide.

Summary

Deliberations of the working committee have been helpful to clarify the situations in both Regions and agreement has been reached on a number of items. Agreement at the Regional level will not resolve the problem, however, until this understanding is correctly related to the field and is reflected in day-to-day administrative action.

There are still significant differences in philosophy and emphasis on Wilderness management between Regions. These will lessen as time goes by but they are still prominent at this time.

We think the process of getting together can be hastened by the following:

- A. Exchange multiple use guide writeups and, so far as possible, use similar language.

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- B. Exchange manual supplements and, so far as possible, use the same supplements - particularly when dealing with permitted use by outfitters and guides.

- C. Hold an interregional Wilderness workshop for Rangers and other personnel actively involved in Wilderness administration. Include, as a minimum, people in Idaho directly involved with the Salmon River outfitter group. Workshops should cover the Wilderness Act and specifics of camps, improvements, permits, and other items on which there needs to be uniform application. Suggested date - April 1972. (The interregional workshop may need to be preceded by a Region 4 workshop. Region 1 has previously had such a meeting.)

Enclosure