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WILDERNESS AND WILD RIVER CARRYING CAPACITY MANAGEMENT:
A CASE STUDY OF USE PERMIT ALLOCATION ON
THE MIDDLE FORK OF THE SALMON RIVER

A Proposal

Submitted to: The Director,
Wilderness Research Center
College of Forestry, Wildlife and Range Sciences
University of Idaho
Moscow, Idaho 83843

by

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Principal Investigator

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PREFACE

This proposal has been developed for review by the College of Forestry, Wildlife and Range Sciences and by other interested agencies. It is to serve as a solicitation of comments on possible funding sources. The following pages contain:

- 1) A general reference to the wilderness carrying capacity issue and associated methods of managing use within capacity constraints.
- 2) A problem statement pertaining to the rapidly growing controversy over allocating wilderness and wild river use permits where use quotas have been established.
- 3) A research approach to the use allocation question through a case study of the Middle Fork of the Salmon River, Idaho Primitive Area.
- 4) An appendix with excerpts from pertinent legislation and Forest Service administration policies.

Although this proposal is developed specifically for the Middle Fork, study results will apply to other "float" rivers, and the increasing number of wilderness areas where use quotas exist.

No part of this proposal may be used without permission from the principal investigator.

INTRODUCTION

A number of authors have discussed wilderness¹ carrying capacity and/or management procedures implemented after capacity constraints have been determined (Wagar, 1964 and 1968; Hendee et al., 1968; Held, 1972; Lucas, 1973; Hendee and Lucas, 1973; Stankey, 1973; Fazio, 1974; Lime and Buchman, 1974; and Schomaker, 1975). Wilderness managers generally have combined this and other available information with management objectives and adapted one or more of several management techniques to heavily used areas. The majority of these techniques relate to modifying time of use, length of visit, geographical distribution of use, party size, method of travel, behavior, or user numbers. Actual management applications are either indirect, through education and persuasion, or direct, through administrative regulations such as mandatory permit requirements.

As evidenced by the introductory paragraph, much work has been conducted on wilderness carrying capacity and the techniques employed in limiting user impacts. Until recently, the anticipated future determination of carrying capacities for all wilderness areas was thought, by many, to be a panacea for the ills of wilderness management (Nash, 1976). Although carrying capacity continues to be an issue of major importance, and one in which more applied research is needed, a new and highly significant problem has arisen as a direct result of that issue: Once

¹In this paper wilderness, unless capitalized to specifically mean classified Wilderness, refers collectively to Wilderness Areas, Primitive Areas, Wild Rivers, and National Park backcountry areas.

carrying capacity quotas are established how is use to be allocated within those quotas? Or more directly, who has "rights" to wilderness and in what order? The evolution of this problem has taken place only in the last several years but it is rapidly gaining national prominence.

PROBLEM STATEMENT

Use permits are now required in nearly 50 percent of the classified Wilderness Areas administered by the Forest Service (Hendee, 1974). They are mandatory in numerous backcountry areas of the National Parks as well. It has been found that the vast majority of users have supported, or at least accepted, this management technique (Hendee, 1974). The two basic purposes for using permits are: 1) to provide valuable user information to managing agencies, and/or 2) to regulate user numbers through permit quotas. The use of quotas as a direct remedy for problems of carrying capacity is not a new idea. For example, Nash (1973) suggested that Americans have long been involved with carrying capacity quota restrictions to many of their activities such as admission to theatres, sporting events and public transportation. Thus, the establishment of wilderness use quotas is not difficult for most users to comprehend.

Despite the relative acceptance of wilderness permit requirements, several controversies have developed over alleged inequities in permit allocation systems; a Seattle climbing organization is preparing a lawsuit against the Park Service to change the use rationing system on Mt. Rainier (Penberthy, 1975), in the Northeast the Forest Service is experiencing some public disapproval of the use allocation plan for the Great Gulf Wilderness Area (DeFelice, 1975), but perhaps the most prominent controversies emerging are those associated with our nation's float trip rivers.

An association of noncommercial river runners¹ (Public Wild River Environmental Project, 1974) has openly questioned Forest Service and other public trust agency procedures which allow commercial river outfitters to operate when private citizens are being refused permits to float the same river. In their basic argument, noncommercial users ask whether curtailment of their use, to the benefit of commercial outfitters, is a proper exercise of management discretion. Another nationwide group with similar attitudes (Wilderness Public Rights Fund, 1975) recently voted to begin legal action against the Department of the Interior to change what they consider to be commercially biased permit allocations on the Colorado River. However, noncommercial river runners are not alone in their discontent. Commercial outfitters have also been at odds with agency procedures. The Grand Canyon is probably the most noteworthy example where commercial outfitters and the National Park Service have been involved in litigation pertaining to use quotas, permit allocations and other management policies (Huser, 1975).

The triad of interests directly concerned with these use controversies (managing agencies, commercial outfitters and noncommercial user groups) has suggested that research can resolve the issues and determine "the answers" (Brickler, Johnson and Larson, 1974). Research is decidedly necessary to proper resolution of conflicts associated with wilderness use but it must be coordinated as one input to decision and policy making. Other inputs include political climate, agency mandate and policy, and on-site management requirements.

The phenomenal growth of use on the Middle Fork of the Salmon River

^{1/}Noncommercial, in this case, identified private users organized into nonprofit, "share the expense," trips.

is a prime example of that observed in many wilderness areas and on other western rivers such as the Colorado, the Green, the Yampa, the Selway, the Snake, and the main Salmon. Godfrey and Peckfelder (1972) reported that between 1962 and 1971 the number of Middle Fork floaters increased more than 500 percent. As a result, use on the Middle Fork emerged as a major management consideration of the Forest Service. With regard to heavy use, along with possible sanitation problems, ecological impacts, sociological impacts, and maintenance of wilderness and wild river qualities, a permit quota system was established on the Middle Fork in 1973. In this system the Forest Service allocates use permits to commercial outfitters and assigns a specified number of user days to each outfitter as part of the permit. All outfitters are automatically assigned the same amount of use and at present the total allotment going to commercial outfitters is slightly greater than 50 percent of the use capacity. Remaining use permits are available to noncommercial users on a first come first serve basis.

A number of important factors associated with use of the Middle Fork present a unique opportunity for management research: 1) the established permit quota system; 2) the location of the Middle Fork in the Idaho Primitive Area; 3) the representation of increased use in wilderness areas and on other float rivers; and 4) the Congressional designation of the Middle Fork as a Wild and Scenic River (Public Law 90-542, 1968). Therefore, timely development of the proposed study has the potential for making significant contributions to both wilderness and wild river management by furthering efforts to solve the growing controversies over use allocation.

RESEARCH OVERVIEW

Purposes and Objectives

Several authors have discussed various aspects of use allocation as they relate to national forests, wilderness areas and other common property resources (Hardin 1968 and 1969, Haefele 1974, Anderson 1975, Clawson 1975). Some suggested mechanisms for allocation systems include pricing, lotteries, queues (first come first serve), historical precedent, safety requirements, and tests of skill and knowledge. The primary purpose of the proposed study is to investigate these use allocation mechanisms, and other possible alternatives, in terms of their social, legal and managerial desirability for the Middle Fork.

In addition, to properly comment on the wilderness rights question it shall be necessary to develop an in-depth understanding of relevant legislative and administrative mandates in relation to the evolving meaning of public wilderness. Although judicial interpretation will ultimately be involved, ensuing decisions must be based, in part, on professional evaluations (and substantive research data) such as those which can result from this proposed investigation.

Major policy and management implications affecting short and long term use considerations will emanate from this study. The complexity of the circumstances requires broad and knowledgeable input from researchers fully aware of the use situation. Therefore, the study team shall work within a research interface concept between the Forest Service, commercial outfitters and users, and non commercial user groups (Figure 1).

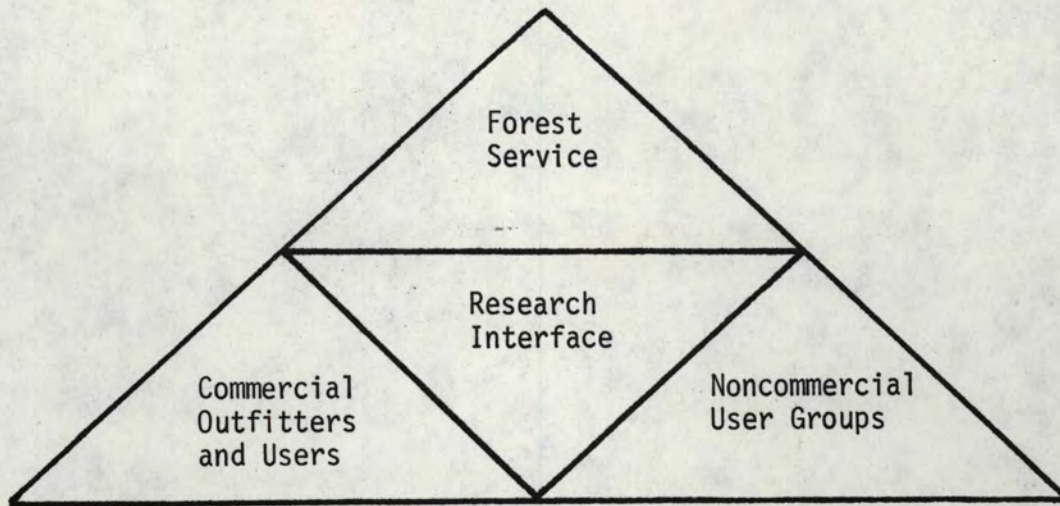


Figure 1. Research interface (adapted from Brickler, Johnson and Larson, 1974).

Through this research concept the study team will examine the major dimensions of use allocation on the Middle Fork. The specific research objectives are to:

- 1) Identify the various types of wilderness use allocation mechanisms which might be employed by managers under permit quota circumstances. II,
- 2) Identify management decision criteria (e.g., user attitudes and preferences, and management objectives and policies) which can be used to ascertain the utility of alternative mechanisms identified in #1.
- 3) Estimate the potential impact of on-site application of alternative allocation mechanisms by determining: III.
 - a) the attitudes of the study area sub-populations (e.g., outfitters, commercial users, noncommercial users, and managers) with regard to suggested mechanisms;
 - b) the criteria used by the sub-populations to accept or reject suggested mechanisms; and

- c) the areas of conflict between and among the sub-populations surveyed.
- 4) In light of analyses of the information gathered in obtaining objectives 1-3, assess the management tradeoffs involved in application of the various use allocation mechanisms to the study area.
- 5) Evaluate the relevance of the Middle Fork research results to other areas with similarly established use quotas and also evaluate the Wilderness use rights question.

Procedures

There are seven main procedures developed for obtaining the project objectives: 1) initial planning; 2) baseline field information collection; 3) formalization of a self-administered questionnaire; 4) IV pre-testing of the questionnaire; 5) full-scale field application; 6) data analyses; and 7) evaluation and reporting of study results. Within the listed procedures the first four are of a preparatory nature and are designed to develop better knowledge of the significant variables involved in the research setting. For the most part these four procedures comprise the first year of the study. Procedures five through seven represent the concentrated research operations of the second and final year and depend to a large degree on the success of the first year's research.

1. Initial planning entails outlining the overall project and is largely represented by this proposal. The general research plan is strongly based on an ongoing familiarity with pertinent managerial, legal and academic literature which will assist in identifying management mechanisms and decision

criteria of objectives one and two. The plan is further formulated for decisions concerning the scope of the study, its objectives, the research approach, the time schedule for implementation and completion, and personnel and budgetary requirements.

2. The procedure for collection of baseline field information consists of three on-site techniques: interviewing, participant observation, and operational processes for deriving information from records and documents.

The semi-standardized interview technique (Phillips, 1966) was selected for use in the baseline field study due to its positive attributes for research of this type. The researchers are required to ask specific questions of as wide a range of respondents as possible and record answers on interview response forms. The specific questions relate to the respondents' socioeconomic backgrounds, the use allocation issue, and the general river running situation, but the interviewers are free to probe beyond the answers to these questions. This permits flexibility in collecting information on the types of questions to which the second year of the research project must be directed. V

As stated by Katz (1953) it is desirable in baseline investigation procedures for researchers to spend at least some time in the capacity of participant observers. Information from interview respondents will be supplemented through study team member participation in river activities and by observation of individuals' reactions to particular river use circumstances. Although this technique presents a practical difficulty in terms of time consumption, there is no substitute for having researchers participate in, and perform, some of the roles of the respondents they

are studying. When involved in participant observation members of the research team will keep detailed daily records to substantiate their initial perceptions. This is necessary as the succession of daily experiences could result in recall inaccuracies.

Researchers will also study records and documents available from the Forest Service and commercial outfitters and examine operational VI processes for deriving data from these records and documents. Such data are of value in understanding the research setting and can serve as a measure of variables in the overall project (e.g., total numbers of users, numbers of noncommercial applicants unable to secure permits, and periods of heaviest use).

3. From the data and knowledge provided by the baseline field study the investigators will formalize a self-administered questionnaire to more specifically address the research issues. The self-administered questionnaire was selected due to several advantages: 1) it de-emphasizes external pressures on respondents to select "socially acceptable" answers; 2) the expense of this method is comparatively small; and 3) the small expense allows the drawing of a large sample. The questionnaire will follow a closed ended, or fixed alternative, format. This produces greater uniformity among respondents along the specific dimensions of the investigation, as opposed to the more open ended questions of the interviews. However, the self-administered questionnaire will have space provided at the end for any "additional comments" from respondents.

4. Pre-testing shall consist of mailing self-administered questionnaires to a randomly selected sample of interview VII

respondents from the first field season. Questionnaires used in the final field season will incorporate necessary changes indicated by evaluation of the returned responses.

5. For full-scale field application the research team will randomly distribute approximately 1,500 to 2,000 self-administered questionnaires to the study population (including the various sub-populations identified in the first field season).¹ There is, however, an exception to the random distribution of questionnaires with regard to managers and commercial outfitters. The relatively small numbers of these individuals will necessitate provision of questionnaires to each potential respondent. River runners are to receive questionnaires as they depart from the several trip termination points. This will prevent mutilation or loss of questionnaires which might occur on the river if they were distributed at the beginning of the trip. Also, in opposition to mailing, if respondents perceive the questionnaire as important enough for researchers to distribute it in person this can provide more incentive to complete and return the questionnaire.²
6. Data analyses begin after the questionnaires have been received at research headquarters. Coding of responses and application of SPSS computer formats (Nie, et. al., 1975)

^{1/} Along with the questionnaire respondents will be given a postpaid envelope addressed to research headquarters and a cover letter stating the purpose of the study, the need for their responses, and instructions to return the completed questionnaire as soon as possible.

^{2/} Mailed questionnaires usually have a smaller percentage of returns than those involving contact with the researcher (Phillips, 1966). True

will then take place. Univariate descriptors, tests of significance and bivariate crosstabulations will constitute the major types of statistics used.

7. Evaluation and reporting of the study results shall include interpretation of perceptions and attitudes of respondents as well as determination of the relative merits of possible use allocation mechanisms and management decision criteria. Assessments will be made with regard to the specific wilderness use allocation system on the Middle Fork, and any indicated management changes shall be recommended to the Forest Service for review. In the latter portion of this procedure the study team will evaluate the relevance of the Middle Fork project to other similar areas, with respect to use allocation and user rights. Project publications will appear in recognized professional journals.

BUDGET

Study to run June '76 - June '78	1976/77	1977/78
I. Salaries		
Utter (Graduate Assistant) 2 years @ \$5,000/yr.	5,000	5,000
Godfrey, 4 mos. @ \$1,700/mo.	3,400	3,400
Irregular Help (field assistant)	1,200	1,200
II. Staff Benefits		
16% of faculty	544	544
8% of Grad. and I. H.	496	496
III. Travel		
Auto, 15,000 mi. @ .16/mi.	1,200	1,200
Per diem		
10 days @ \$15/day (out of state)	300	300
10 days @ \$15/day (out of state)	300	300
60 days @ \$10/day	600	600
60 days @ \$10/day	600	600
IV. Operating Expenses		
mailing	50	400
materials	325	325
office supplies and copying	200	200
field supplies	400	400
secretarial asst.	600	600
phone	100	100
computer work	150	1,500
V. Capital Outlay	500	500
VI. Publication Costs	200	600
VII. Overhead - 72.69% of Salaries		
Funding Agency, 50%		
University of Idaho matching 22.69% (4,356)	<u>4,800</u>	<u>4,800</u>
	\$20,965	\$23,065

QUALIFICATIONS OF THE PRINCIPAL AND
ASSOCIATE INVESTIGATORS

E. Bruce Godfrey, Ph. D. Associate Professor of Agricultural and
Forest Economics

Education: B. S. - Utah State Univ., 1967
M. S. - Utah State Univ., 1968
Ph. D. - Oregon State Univ., 1971

Experience:

Teaching: Economics of Conservation
Economics of Natural Resources Development
Range Improvement and Management Planning
Farm Management

Research: Wild River Recreational Carrying Capacity
Economics of Multiple Use Allocations
Economics of Range Improvements
An Analysis of Rangeland Policies in the
U. S.
Economics of Big Game Hunting in Idaho
Characteristics of the Idaho Forest Industry

Publications: Recreational Carrying Capacity & Wild
Rivers: a Case Study of the Middle Fork of
the Salmon River. Proceedings of the Western
Agricultural Econ. Assn. 1972 (with Robert
Peckfelder).

Use Rates, Resource Flows and Efficiency of
Public Investments in Range Improvements.
American Journal of Agricultural Economics.
Vol. 54, No. 4. 1972 (with Joe Stevens).

Range Land Improvement Practices in Idaho.
Forest, Wildlife and Range Exp. Sta., Infor-
mation Series No. 1 April 1972.

An Economic Analysis of Range Improvements
in the Oakley Valley Area of S. Idaho.
Idaho Agri. Exp. Sta. Progress Report No.
159. Sept. 1972.

Affiliations: American Economics Association
Western Ag. Economics Association
American Ag. Economics Association
Society for Range Management

Presentations: Numerous to range managers, ag. business
and federal government employees.

Jack G. Utter, M. S.

Ph. D. student - Forestry Science

Education:

B. S. Natural Resource Recreation
University of Arizona, 1973
M. S. - Watershed Management-Water Quality,
University of Arizona, 1975.

Experience:

Teaching:

Teaching Assistant-
Natural Resource Recreation
Wilderness Management

Research:

Research Assistant-Colorado River Float
Trip Carrying Capacity Study
Arizona Recreational Water Quality Study
International Biological Project:
Desert Biome.

Publications:

Santa Catalina Recreation Plan,
Coronado National Forest. Published by
Department of Watershed Management,
University of Ariz. 1973. 500pp (Co-author)

Impact of recreation use and development on
water quality in Arizona. Proceedings of
the Eisenhower Symposium, Aspen, Co. Sept.
1975. (with S. K. Brickler).

Affiliations:

Society of American Foresters
Wildlife Society

Presentations:

Several to resource management personnel,
American Indian tribal leaders, radio and
television.

COOPERATING ADVISORS

Stanley K. Brickler, Ph.D.
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Wilderness Public Rights Fund. 1975. Newsletter. J. Monroe (Coordinator). P. O. Box 308, Orinda, CA. pp. 5.

APPENDIX

Excerpts From Pertinent Legislation and Administration Policies

Wilderness Act of 1964

The stated purpose of Public Law 88-577 was, "to establish a National Wilderness Preservation System for the permanent good of the whole people, and for other purposes."

Section 2. (a) of the act states that wilderness areas

"...shall be administered for the use and enjoyment of the American people in such a manner as will leave them unimpaired for future use and enjoyment as wilderness, and so as to provide for the protection of these areas, the preservation of their wilderness character, and for gathering and dissemination of information regarding their use and enjoyment as wilderness;..."

Section 4. (b) states that

"Except as otherwise provided in this Act, each agency administering any area designated as wilderness shall be responsible for preserving the wilderness character of the area and shall so administer such area for such other purposes for which it may have been established as also to preserve its wilderness character..."

Wild and Scenic Rivers Act of 1968

The stated policy of the Congress in Public Law 90-542 was, "that certain selected rivers of the Nation which, with their immediate environments, possess outstandingly remarkable scenic, recreational, geologic, fish and wildlife, historic, cultural, or orther 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."

Section 3. (a) states

"The following rivers and the land adjacent thereto are hereby designated as components of the national wild and scenic rivers system:

- (7) Salmon, Middle Fork, Idaho--From its origin to its confluence with the main Salmon River; to be administered by the Secretary of Agriculture."

Section 10 (a) states

"Each component of the national wild and scenic rivers system shall be administered in such a manner as to protect and enhance the values which caused it 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."

Title 36 Code of Federal Regulations

Section 293.2 Objectives.

". . . National Forest Wilderness shall be so administered as to meet the public purposes of recreational, scenic, scientific, educational, conservation and historical uses;... In carrying out such purposes, the National Forest Wilderness resources shall be managed to promote, perpetuate, and where necessary, restore the wilderness character of the land and its specific values of solitude, physical and mental challenge, scientific study, inspiration, and primitive recreation."

Section 292.2 (b) "Wilderness will be made available for human use to the optimum extent consistent with the maintenance of primitive conditions".

Section 293.2 (c). "In resolving conflicts in resource use, wilderness values will be dominant..."

Section 293.3 Control of Uses.

"To the extent not limited by the Wilderness Act, ... the Chief, Forest Service, ... may require permits for, or otherwise limit or regulate use of National Forest land, including but not limited to, camping, campfires, and grazing of recreation livestock."

Forest Service Manual. Title 2300 Chapter 2320. "WILDERNESS AND PRIMITIVE AREAS. Parts of National Forests managed to maintain their wilderness resources are Wildernesses and Primitive Areas."

Section 2323.11d. "Commercial Wilderness Camps."

"Outfitting and guiding wilderness visitors is an important

service, especially in the vast and more remote wildernesses of the West.

Outfitting and guiding services facilitate use and enjoyment of some wildernesses. This service shall be planned and administered to meet public needs while maintaining the wilderness resource. Outfitters' operations shall be so administered as to be harmonious with those of wilderness visitors who do not employ guides."

Section 2323.12a Permit and Registration Systems.

"A permit or registration system can be an important management tool, particularly where the impact of visitor use is endangering the wilderness resource or where for any reason a need exists to obtain information about or to exert an influence over the number and distribution of visitors. At the discretion of Regional Foresters, all persons may be required to register at or near the point of entrance and/or to obtain a permit before entering a wilderness."

Section 2323.12c (2a) Visitor Numbers.

"Regional Foresters may also...limit the number of visitors using a specific Wilderness when a wilderness resource is threatened or damaged by excessive numbers of people. When such measures are necessary, provision will be made to ensure that permitted use is allotted on a fair and impartial basis."*

*emphasis added.

All best personal wishes.

March 11, 1976

Roderick Nash
Professor of History and
Environmental Studies

Dr. David Lime
U.S. Forest Service
North Central Forest Experiment Station
Folwell Avenue
St. Paul, Minn. 55108

Dear Dave:

Having just responded at some length to Clyde Fasick's request for suggestions regarding the rivers symposium next January, I find reason to write to you again.

First, I want to be sure you are aware of the Selway River trip (a joint Nash-USFS venture) that starts July 10 and that could well result in some heavy thinking and influential writing on the subject of wild river management for recreational purposes. We're hoping you can make it.

In the second place, I ran into a bright young graduate student at the University of Idaho named Jack Utter at a wilderness conference on Mt. Hood last weekend. I have known of his interests from an earlier visit to Moscow, but had not seen them developed to any extent. Now he has an impressive, revised proposal and, I believe, a firmer grasp of the theory and implications of his research problem. I write to you (and Bob in Missoula) simply because I think Utter is one of the most promising younger students of wilderness policy who should be encouraged in any way that we-not-so-grizzled veterans of the field can. Moreover, I feel his topic is soon destined to be one of the most pressing issues in the whole wilderness field. Carrying capacity policy always necessitates allocation when the demand presses against the limits of supply. Who will be allowed into a wilderness? The question is dynamite, as the recent Mt. Hood conference demonstrated. Utter's work will give us a research handle on the problem. If it is within your capability to support his work, or to recommend that it be supported, I hope you will extend a helping hand.

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Dr. David Lime

All best personal wishes.

Cordially,

Roderick Nash
Professor of History and
Environmental Studies

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12 March 1976

DEPARTMENT OF SOCIOLOGY

To: Jack Utter

From: Bill Catton

Subject: The Middle Fork proposal

[First, I like this proposal.] Reading it was nevertheless a personally disturbing experience. Somehow I missed the gist of the Preface first time through. After getting to the end of the document and pondering what I'd read, it seemed to me I'd have more readily seen what it all meant if it had been preceded by a short statement telling what each part dealt with -- first part presents the general issue of wilderness carrying capacity, second part shows how use permit allocation to cope with this arouses controversy, third part describes proposed research on the constraints affecting such use permit allocation, etc. Then I turned back to the Preface and found that was precisely what I'd been told. Maybe for readers who can't help being obtuse the middle part of the Preface should be emphasized somehow, e.g., by putting a box around "The following pages contain..." and the four numbered items under it, and within the numbered items underlining the key phrases -- "...wilderness carrying capacity issue..." "...controversy over allocating...use permits..." "A research approach..."

The second paragraph on p. 3 and the first paragraph on p. 4 were particularly interesting to me.

[The statement of purposes and objectives, pp. 6-8, seems not only cogent, but is explicit enough to communicate effectively to a funding agency and keep the project oriented without being so cut-and-dried as to leave no room for new insights to emerge in the course of the study.]

On p. 8, in the first paragraph under procedures, the thought occurred to me that the value of the first year's work lies so thoroughly in preparing for the second year that it would be a sad waste if economizing pressures at the source of funds happened to result in the project being cut off at the end of one year. The second year is as essential as the second half of a pregnancy. The first year is essential, too, in the same way as the first half of a pregnancy.

On p. 9, I was glad to see the emphasis given to the element of participant observation in the baseline investigation. I would urge that participant observation be considered important in the second year, too, however.

The statement of research procedures from baseline onwards, pp. 10-12, seems well thought out, and is described broadly enough to allow appropriate flexibility as knowledge is gained in the course of the project.

Budget seems appropriate; postage item might need to be increased to allow for rising rates, depending on length anticipated for questionnaire, and possible follow-up mailings.

One nit I must pick: there are two places on p. 6, one place on p. 10, and two on p. 12 where the word "shall" sounds too stilted; change it to "will."



University of Idaho

Inter-Office Memorandum

Date 7 April, 1976

To Dean Ehrenreich

From Jack Utter

Subject Attached

J. U.

I thought you might be interested to see several of the positive responses I have received regarding the Godfrey - Utter proposal. The more significant statements have been outlined to economize your time.

You are welcome to keep these copies.

environ. assessment. & mobility

MONTANA COOPERATIVE WILDLIFE RESEARCH UNIT

UNIVERSITY OF MONTANA
MONTANA FISH AND GAME COMMISSION
WILDLIFE MANAGEMENT INSTITUTE
FISH AND WILDLIFE SERVICE, UNITED STATES DEPARTMENT OF THE INTERIOR

UNIVERSITY OF MONTANA
MISSOULA, MONTANA 59801

6 April 1976

Jack G. Utter, Ph.D. Student
Wilderness Research Center
College of Forestry, Wildlife
and Range Sciences
University of Idaho
Moscow, Idaho 83843

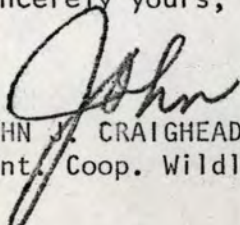
Dear Jack:

I am sorry to be so late in responding to your letter of 9 March, but I have been out of the state and am now trying to catch up on correspondence. I have reviewed your proposal - Wilderness and Wild River Carrying Capacity Management... - and I believe it is an excellent proposal, one that certainly deserves funding.

I was impressed with your statement of the problem, and I think that your purposes and objectives are very pertinent to the problem of increasing use of our rivers for recreational purposes. Your plan to coordinate your work closely with the Forest Service, commercial outfitters, and non-commercial groups is, I think, the only feasible approach to a problem of this kind. I have no specific comments to make, but it has been evident to me that the problem of determining carrying capacity of our major recreational rivers and arriving at an equitable allocation of use between commercial outfitters and non-commercial groups is becoming more critical every year.

I have some personal observations and perhaps biases on the way in which some of our rivers are being used. I feel that many of the rivers are being overly commercialized and I believe your study would provide objective analysis to whether this is true on the Middle Fork. In the course of your study, I would strongly suggest that you try to visit the Upper Snake River and observe the commercial float trips in the Jackson Hole Valley. Also, some knowledge of the commercialization which has occurred on the Madison River between Quake Lake and Ennis would be well worth a personal visit. My impression of the Hell's Canyon run is that in another year or two it will be in the same category with the Middle Fork. I hope the Forest Service will be able to fund your study. I'm sending the extra copy of your proposal to my brother and, hopefully, he will have time to respond.

Sincerely yours,


JOHN J. CRAIGHEAD, LEADER
Mont. Coop. Wildl. Res. Unit

JJC:nlh
Xc: F.C. Craighead

May 4, 1976

Dr. Gordon H. Jacobs, Program Manager
Regional Environmental Systems
Division of Advanced Environmental
Research and Technology, Rm. 1128
National Science Foundation
18th & G Streets
Washington, D.C. 20550

Dear Dr. Jacobs:

In my earlier conversations with you I mentioned a research proposal (enclosed) that had been drafted by Dr. Godfrey and one of his doctoral candidate students, Jack Utter. I believe the proposal has considerable merit as the following comments which Godfrey and Utter have received imply:

"I have reviewed your proposal - Wilderness and Wild River Carrying Capacity Management ... - and I believe it is an excellent proposal, one that certainly deserves funding. I was impressed with your statement of the problem, and I think that your purposes and objectives are pertinent ... It has been evident to me that the problem of determining carrying capacity of our major recreation rivers and arriving at an equitable allocation of use between commercial outfitters and noncommercial groups is becoming more critical every year."

--- Dr. John J. Craighead, Leader
Montana Cooperative Wildlife
Research Unit

"Your very impressive research proposal on carrying capacity policy addresses a topic soon destined to be one of the most pressing issues in the entire wilderness field."

--- Dr. Roderick Nash, Chairman
Department of Environmental Studies
University of California
at Santa Barbara

"The results from this type of study would make a very significant contribution to wilderness and wild river carrying capacity management."

--- Dr. David W. Lime
Principal Geographer
North Central Forest Experiment Station
United States Forest Service

Dr. Gordon H. Jacobs
May 4, 1976
Page 2

"I like this proposal. It seems not only cogent but is explicit enough to communicate effectively to a funding agency the need for its implementation."

--- Dr. William R. Catton, Jr.
Professor of Sociology
Washington State University

The Godfrey-Utter proposal is designed to coordinate and improve several established methodologies which have not been used in a study of this type. The more unique feature of the project lies in the integrative approach of combining social, legal and managerial research in a substantive investigation of various wilderness and wild river use allocations.

The study results will have national significance as indicated by the contents of the proposal and by the above professional responses. The results will serve as key references to future evaluations and adaptations of use allocation mechanisms to areas where user carrying capacity quotas are being established to protect wilderness experiences and delicate natural ecosystems.

Both Dr. Godfrey and Jack Utter have conducted research on carrying capacity issues in the past and are amply qualified to investigate the knotty problems raised in the proposal. Would you, therefore, please: (a) review the proposal draft and (b) correspond with me regarding possible funding. I shall look forward to your reply.

Sincerely yours,

John H. Ehrenreich
Dean and Director
Wilderness Research Center

JHE:ms
Enc.

UNITED STATES DEPARTMENT OF AGRICULTURE
FOREST SERVICE

329-3320
TELEPHONE: 382-6551
AREA CODE 406

FEDERAL BUILDING MISSOULA, MONTANA 59801

a. What is the optimum level of recreation use?
What is the maximum level of recreation use?

b. What is the optimum size and the relationship
between commercial and non-commercial parties?

July 1, 1976

Dean John Ehrenreich
College of Forestry
University of Idaho
Moscow, Idaho 83843



Dear John:

We asked some additional people to review your proposal by Utter and Godfrey. Here are some of their comments:

1. All who reviewed the proposal agreed that research concerning the Recreation Carrying Capacity of the Middle Fork of the Salmon River is certainly needed. However, there was some feeling that not all of the objectives as stated on pages 7 and 8, if accomplished, would be as helpful to management as they might be if changed or modified. For example, allocation mechanisms are stressed. Allocation of use is an administrative problem and allocation decisions must be made by the administrator following public involvement in management planning. Prior to public involvement, however, relevant facts must be gathered and various management alternatives developed for presentation. Research can play a vital role in obtaining the facts and proposing alternatives. With this in mind, it appears to us that the portion of the study concerned with allocation should include evaluating the "public need" for commercial and non-commercial boating activities, rather than to investigate allocation mechanisms alone. In other words, research is needed on the relative demands for commercial and non-commercial activities, the values of each, the experience levels of the individuals involved and possible trade-offs. Projections on future recreation use in relation to public needs would also be important.

2. Here are some needs to help solve some Middle Fork Salmon management problems and to aid in preparation of a comprehensive recreation management plan. If the proposed study could be designed to answer at least some of their questions the results would be much more useful to management.