

IDAHO WILDERNESS PROPOSALS

HEARING

BEFORE THE

SUBCOMMITTEE ON NATIONAL PARKS, FORESTS
AND PUBLIC LANDS

OF THE

COMMITTEE ON
NATURAL RESOURCES
HOUSE OF REPRESENTATIVES

ONE HUNDRED THIRD CONGRESS

SECOND SESSION

ON

H.R. 1570 and H.R. 3732

BILLS IS TO DESIGNATE CERTAIN LANDS IN THE STATE OF IDAHO AS
WILDERNESS, AND FOR OTHER PURPOSES

MARCH 15, 1994—WASHINGTON, DC

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DESIGNATING CERTAIN LANDS IN THE STATE OF IDAHO AS WILDERNESS, AND FOR OTHER PURPOSES

TUESDAY, MARCH 15, 1994

HOUSE OF REPRESENTATIVES,
COMMITTEE ON NATURAL RESOURCES,
SUBCOMMITTEE ON NATIONAL PARKS, FORESTS,
AND PUBLIC LANDS,
Washington, DC.

The subcommittee met at 10 a.m., in room 1324, Longworth House Office Building, the Honorable Bruce Vento, chairman of the subcommittee, presiding.

Mr. VENTO. The Subcommittee on Parks, Forests, and Public Lands will be in order.

This morning we are meeting to hear two measures, H.R. 1570 and H.R. 3734, which is really the final product worked on by our colleague on the subcommittee, Congressman Larry LaRocco, deals with the Idaho roadless issue and wilderness designation.

[The bills may be found at end of hearing.]

STATEMENT OF HON. BRUCE F. VENTO, A U.S. REPRESENTATIVE FROM THE STATE OF MINNESOTA, AND CHAIRMAN, SUBCOMMITTEE ON NATIONAL PARKS, FORESTS, AND PUBLIC LANDS

Mr. VENTO. I am well aware that Congressman LaRocco has worked very hard to try to develop some common ground, some consensus in the First District of Idaho with wilderness proposals, and I am aware that significant controversy still persists, from the communication and a clear reading of the unusual language proposed in the most recent measure. Notwithstanding that, as I said, this recent measure supercedes his earlier measure, H.R. 1570, so this hearing will focus on the final product.

H.R. 3732, would designate wilderness areas and special management areas in five national forests in the First Congressional District.

Congressman LaRocco's bill is an important bill because of the richness of the wild land resource in Idaho. Idaho has more national forest roadless lands, than any other State other than Alaska. They total 9.3 million acres.

Furthermore, many of the areas are not in mountain ranges isolated from one another, such as is the case in Montana, but are contiguous to one another and contiguous to America's largest des-

ignated wilderness areas, the Frank Church-River of No Return Wilderness and the Selway Bitterroot Wilderness.

Together, these wilderness areas and roadless areas form the largest single block of roadless areas in the lower 48 States, in fact, the largest block of wilderness in the world. So it is with a certain awe and a certain caution and reverence, that the committee approaches this issue in terms of designation. It is enormously important to our future and to what happens in these areas.

The unique situation allows natural ecosystems to operate really more free of human disturbance in central Idaho than in almost any other place in our Nation or in the world. It has maintained a complex biodiversity that includes some of America's rarest and most endangered species.

Also contributing to the pristine qualities of this block of wild lands is its remoteness from large urban centers and industrial pollution. In Idaho we have the unusual opportunity to dedicate for study and for the American people a relatively natural, untouched ecosystem.

This is why it is important that we learn more about the dramatic proposals to classify these lands today and in the future. I appreciate the fact that most of our witnesses have traveled all the way from Idaho to be here. I know that there is more interest in this, and we will have further hearings on other, more ambitious undertakings in the future, before we act on the Idaho measure.

Congressman Hansen.

**STATEMENT OF HON. JAMES V. HANSEN, A U.S.
REPRESENTATIVE FROM THE STATE OF UTAH**

Mr. HANSEN. Thank you, Mr. Chairman.

Mr. Chairman, thank you for holding these hearings on the Idaho issues. I welcome Gray Reynolds, Deputy Chief of the Forest Service. I look forward to hearing from him.

I also look forward to listening to today's witnesses, who have traveled all the way from Idaho to testify on H.R. 3732, which is Mr. LaRocco's wilderness bill. I commend my colleague's courage in crafting his own bill for a State that has not yet enacted its own RARE-II wilderness bill, something Utah did in 1984 with the Garn-Hansen bill.

After a quick glance at this bill, I note several unique characteristics. First, this is not a State-wide bill, but only includes lands in the First Congressional District. Second, I don't recall seeing a wilderness bill that included a water quality provision, as contained in Section 207. Finally, I am interested in learning from the Forest Service about Title 4, which includes an ambitious list of creeks that are slated for restoration and rehabilitation.

I look forward to working with my colleague from Idaho, and hope that we can facilitate this. I am interested in the statement you made, Mr. Chairman. You said this will have the largest single block, and I guess Gray Reynolds will be able to respond to that. Up to this point I guess we felt the title belonged in Utah, in the Uinta Mountains, with 487,000 acres in one piece, the Uinta Mountains, which has been the largest single block in the Lower 48, not that I am contending for who is ahead on this thing. [Laughter.]

Mr. VENTO. I will be happy to help you along.

Mr. HANSEN. I know you would. Thanks for your help, but I wanted to put it in northern Minnesota.

Mr. VENTO. I wouldn't want to see you be second, Jim.

Mr. HANSEN. That is quite all right. Thank you.

Mr. VENTO. Northern Minnesota, we have only got 1 million or so in the Superior area, so we are not really in the running, but we are really very proud of it in terms of its quality.

I am pleased to have your observations and presence, Congressman Hansen, and of course I want to again commend my colleague, Congressman LaRocco. I know that he has been working for a long time on this, and it is a controversial matter in his State and across the Nation. It would be easier just to walk away and hold the high moral ground, but I respect him for the work he is doing and the effort on the ground in Idaho.

Congressman LaRocco.

**STATEMENT OF HON. LARRY LaROCCO, A U.S.
REPRESENTATIVE FROM IDAHO**

Mr. LaROCCO. Thank you, Mr. Chairman. I want to especially thank you for scheduling this hearing today and showing a keen interest in issues of such importance to me and my constituents, and I want to acknowledge that many of my constituents are here and have come back at their own expense to testify at this important hearing.

I have been bending your ear on Idaho wilderness legislation since I arrived in Washington 4 years ago, so you know what a milestone it is to me to be holding a Washington hearing to begin moving my bill through the legislative process. Although there will continue to be opportunities to improve H.R. 3732 through the committee and legislative process, much work has been done to bring us this far.

Mr. Chairman, I would like to tell you a little about what it takes to introduce a wilderness bill in Idaho. In December 1992, I began a series of eight town meetings across the First District which were attended by more than 2,000 Idaho citizens. I devoted some 27 hours to listening to 326 speakers express their views at the microphone concerning management of Idaho's roadless lands.

Let me summarize the repeated themes I heard during those meetings. First, Idahoans stated the timing was right. Second, they called for certainty and asked that the bill be more than just a wilderness bill. Third, they expressed a desire to focus on specific areas. Fourth, they indicated a need to protect current jobs and create new jobs. Fifth, I heard that wilderness values are changing. Beyond recreation, many Idahoans expressed concerns about wild-life habitat, water quality, and healthy forest ecosystems.

During the several months following the town meetings, I assigned two professional staff members, experienced in natural resource issues, to follow up on the town meetings by interviewing groups and individuals who expressed deep concern about the outcome of an Idaho wilderness bill.

More than 120 contacts were made, including representatives from academia, the timber industry, loggers, labor unions, scientists, biologists, tree planters, elected officials, outfitters and guides, jet boaters, Federal and State agencies, ORV users, hun-

ters, anglers, miners, ranchers, farmers, educators, environmentalists, snowmobilers, and Native Americans.

I also sought out the latest and best science available, and worked with respected technical experts. They applied GAP analysis, using a computerized system to compare layers of resource information.

I reviewed other wilderness proposals, including the McClure-Andrus effort of 1988. Past efforts to resolve this issue became building blocks in the process.

Then, on March 31, 1993, I introduced H.R. 1570, the Idaho Wilderness, Sustainable Forests and Communities Act of 1993. Because much of the content of H.R. 1570 is in my current bill, I would like to review some of the high points.

H.R. 1570 called for designation of wilderness areas on all five national forests within my congressional district. In addition, a number of special management areas were proposed. Prescriptions for these SMA's were to reflect congressional intent for management emphasis, not unlike that for the Smith River National Recreation Area in California, and set reasonable, verifiable constraints on activities which could occur in the areas.

In developing the prescriptions, care was taken to not micromanage the areas, recognizing that most land management decisions are best left to scientists and professional land managers. Additionally, future advances in the science of land management should not be precluded by tying the hands of tomorrow's land managers.

I also included a demonstration project for the St. Joe National Forest, with the goal of investing in good sites to grow more timber volume on lands already roaded. Following location of these highly productive sites, they would be intensively managed for timber, using mostly uneven-aged management and silvicultural practices including precommercial thinning, fertilization, pruning, and planting of diverse species. A citizens advisory group would help monitor the program's effectiveness, and the program would terminate after 10 years.

In an effort to provide certainty on forest lands which are already roaded, the bill called for restoration of forests and watersheds and authorized jobs to carry out those activities.

Mr. Chairman, as you know, the condition of many roaded areas requires that future management and production options be severely restricted until restoration efforts are in place. Further, the listing of the chinook salmon under the Endangered Species Act provides a further catalyst for restoring these lands.

Because of this extensive backlog of restoration work on Idaho's forests, my legislation would provide not just an economic stimulus package, but a long-term economic stability initiative. The jobs created would not be just temporary jobs, but real jobs to support families. The skilled workers needed to implement restoration activities include sawyers, heavy equipment operators, woods workers, carpenters, engineers, and farm equipment operations, as well as forest management professionals.

In response to the concern expressed at my town meetings, I directed the Secretary to review the water quality standards for the Panhandle National Forest. The review would determine if the

standards are sufficient to protect fisheries, watersheds, and water quality, and if the standards are being properly implemented.

Mr. Chairman, following introduction of H.R. 1570, I held two field hearings in Lewiston and Boise. Subsequently, my staff and I had innumerable discussions with State and local officials, interest group representatives, and concerned Idahoans. This time, the discussions were about a concrete legislative proposal which I had laid on the table. I heard ideas from literally thousands of Idahoans from all backgrounds who, if nothing else, show a common interest in resolving the issue of Idaho's roadless areas.

As a result, on January 25th of this year I introduced a revised bill, H.R. 3732, to reflect what I saw as an emerging consensus. That is the bill which is before us today.

Mr. Chairman, H.R. 3732 reflects my agreement with Governor Andrus on Meadow Creek and on protection of Idaho's water. My revised bill takes a step beyond the conventional "no buffer zone" language and provides a process whereby citizens can have concerns about private property rights addressed. H.R. 3732 makes provisions in each of the five national forests in the First District. I would like to quickly outline some of the primary changes.

Upon introduction of my original bill, I promised I would address the issue of water rights during the legislative process. With the advise and agreement of Governor Andrus, the language I have included would prohibit the assertion of any claim, based on this act or any other act, for any U.S. water rights for areas designated as wilderness or special management areas in my bill. It would also prohibit the use of eminent domain for acquiring either water or water rights within areas designated in my bill.

Several ongoing efforts continue to hold promise to address this contentious issue, including compromise language recently enacted for wilderness in Colorado as well as the Snake River adjudication process.

The bill attempts to exclude any water facilities, such as empoundments, ditches, and pipelines, from the wilderness boundaries proposed in my bill. If, through oversight, any such facility is included, I will work to make sure that continued access to these facilities is permitted.

On private property rights, the bill expands the original language to protect private property rights beyond any previous wilderness legislation enacted into law. This bill would establish a process whereby an owner of property adjacent to wilderness established under this bill could file a claim for compensation for any reduction in property value. Of course, it is often true that private property adjacent to wilderness increases in value.

In addition, this bill retains language from my original bill to prohibit the creation of buffer zones around a wilderness to the detriment of any adjacent private property.

I will try and get through my opening statement here.

Mr. VENTO. Without objection, the gentleman can proceed longer than the five minutes. Is there any objection?

[No response.]

Mr. VENTO. Hearing none, I think, and at some point you may want to in fact go to the map and point out some of the differences.

So in that sense, I realize you have done a lot of work on this and you want to—

Mr. LAROCO. I don't want to unload the whole bill here. I have just got a couple more statements, if I may.

Mr. VENTO. I think you might want to, in fact, make some other statements in terms of the presentation on this at some point. That might be most useful to the Members that are present.

Mr. LAROCO. My bill strengthens the timber management language for the special management areas in Boundary County and the Idaho Panhandle National Forest, in recognition of the recent cutbacks in Federal timber sales and recovery actions for species listed or proposed to be listed under the ESA. It also provides for an economic analysis to assess the impacts of recovery actions for endangered species.

My bill still provides for the intensive forest management demonstration projects to gather information on increasing wood fiber production through advanced silvicultural practices on areas within Boundary County and portions of the St. Joe National Forest.

On the Clearwater, my bill removes some 20,000 acres within the timber base from the proposed Great Burn and Lewis and Clark Wilderness. Specifically, it withdraws Fish Lake and the Fish Lake Trail from the Great Burn area.

The bill proposes an additional 7,000 acres to be added to the Selway Bitterroot Wilderness. These are lands located in the White Sand and Beaver Creeks on the Powell Ranger District.

The bill removes some 123,000 acres of special management areas in East Weitas Creek and the Vanderbilt Hill area. The bill includes language to assure, upon enactment, that boundaries established will take precedence over the boundaries set in the September 1993 Clearwater Agreement. To forestall any delay in revising the Clearwater Forest Plan, I have directed the Forest Service to report to Congress if the plan is not revised by December 31, 1996.

On the Nez Perce, with the agreement of Governor Andrus, the bill removes the west side of Meadow Creek from the Meadow Creek additions to the Selway Bitterroot Wilderness, a reduction of some 58,000 acres. Management decisions on the West Meadow Creek would be based on the watershed protection projects provided in the legislation.

On the Payette, the bill removes the addition of the Frank Church-River of No Return Wilderness. It extends the Patrick Butte Wilderness proposal to the north to the Payette National Forest boundary, adding 6,000 acres, and I have got other additions on there.

I will just touch on release language here, Mr. Chairman, and then I will be done, because I think this is an important issue.

There has been much confusion about what release language accomplishes. I have tried to include release language in my legislation which is standard in most wilderness bills, but I want to be clear about what this language does and does not do.

It states that both the Forest Service and Congress have studied the roadless areas in Idaho for their suitability as wilderness.

It states that the national forest lands in Idaho which were not designated as wilderness or as special management areas are re-

leased for multiple use under the direction of the forest plans or other statutory requirements.

It states that for 10 years, or until the forest plans are revised, whichever period is longer, the released lands do not have to be protected to maintain their suitability for future designation as wilderness. But, because wilderness is considered a multiple use under the Multiple Use Sustained Yield Act, the Forest Service still has the option to manage them as wilderness.

It clarifies that during the plan revision process, which could last for several years, released lands will remain released.

It states that once the revised plans are implemented, areas which are not recommended for wilderness designation during the revision do not have to be managed to maintain their wilderness suitability, but areas which are recommended for wilderness during the revision process shall be managed to protect their suitability for wilderness designation.

It insulates from judicial review the wilderness determination decisions made during the forest plan revision, but allows judicial review on other plan decisions.

It relieves the Forest Service from the obligation to conduct a statewide review of roadless lands to determine if they are suitable for wilderness.

Then I have two things that it does not do. It does not limit judicial review on any action but wilderness determination made during forest plan revisions, and so allow as actions under the National Forest Management Act, National Environmental Policy Act, Endangered Species Act, and other environmental laws to be reviewed in court.

And it does not limit or prohibit appeals.

I just want to say that my legislation, in closing, Mr. Chairman, does not cover the Second Congressional District. An equal amount of roadless lands yet to have wilderness decisions by Congress lie in the Second District.

It is not easy to leave those Second District areas out of an Idaho wilderness discussion or legislation. In several cases the same area is split between the two districts, like the Sawtooth complex. Furthermore, since Idaho's great Salmon River ecosystem is split between two districts, many areas of crucial importance to that ecosystem and thus to my constituents are in the Second District and are not included in my bill.

The best example is the 500,000 acre Boulder White Clouds Wild Area, the most heavily used unprotected wild area in Idaho, of special importance to the people of Boise and Treasure Valley who live in my district. I want Idahoans to know that the fact that the White Cloud and other Second District areas are not in my legislation does not mean I don't care about them.

In closing, Mr. Chairman, I want to express my deep appreciation for the participation of many concerned Idahoans. Without their help, I would have never been able to draft a wilderness bill responsive, in my belief, to the needs of Idaho. Some of those people are here today to testify, and I look forward to hearing from them again. I appreciate their continuing interest.

Again, thank you, Mr. Chairman, for this opportunity and for your indulgence in this long opening statement. I ask also unani-

mous consent that the proceedings of Idaho hearings in August that I held be made part of the record.

Mr. VENTO. What was your request?

Mr. LAROCO. I ask unanimous consent that the proceedings of the Idaho hearings that I held in August out in Idaho be made part of this official record.

Mr. VENTO. Let me examine that. I think we might want to reference it, in terms of the file, in the event that we do printing, that would be the only concern, but we certainly want to reference the proceedings. I think that would at least be appropriate, and let us look at the length of it before we make a decision, in the event that we go to printing.

[The hearing referred to can be found in the committee hearing record files.]

Without objection, I ask unanimous consent that all Members' opening statements in their entirety be made part of the record, and the statements of the witnesses, hearing no objection.

[The statement of Mr. LaRocco follows:]

Statement of Hon. Larry LaRocco, a U.S. Representative from Idaho on
H.R. 3732

Mr. Chairman, thank you for scheduling this hearing, today. I have been bending your ear on Idaho wilderness legislation since I arrived in Washington four years ago, so you know what a milestone it is to me to be holding a Washington hearing to begin moving my bill through the legislative process.

Although there will continue to be opportunities to improve H.R. 3732 through the Committee and legislative process, much work has been done to bring us this far. Mr. Chairman, I would like to tell you a little about what it takes to introduce a wilderness bill in Idaho.

In December of 1992, I began a series of eight town meetings across the First District which were attended by more than 2,000 Idaho citizens. I devoted some 27 hours to listening to 326 speakers express their views at the microphone concerning management of Idaho's roadless lands.

Let me summarize the repeated themes I heard during those meetings: First, Idahoans stated the timing was right. Second, they called for certainty and asked that the bill be more than just a wilderness bill. Third, they expressed a desire to focus on specific areas. Fourth, they indicated a need to protect current jobs and create new jobs. Fifth, I heard that wilderness values are changing. Beyond recreation, many Idahoans expressed concerns about wildlife habitat, water quality and healthy forest ecosystems.

During the several months following the town meetings, I assigned two professional staff members, experienced in natural resource issues, to follow up on the town meetings by interviewing groups and individuals who expressed deep concern about the outcome of an Idaho wilderness bill.

More than 120 contacts were made including representatives from: academia, the timber industry, loggers, labor unions, scientists, biologists, tree planters, elected officials, outfitters and guides, jet boaters, Federal and State agency personnel, ORV users, hunters, anglers, miners, ranchers, farmers, educators, environmentalists, snowmobilers and Native Americans.

I also sought out the latest and best science available and worked with respected technical experts. They applied GAP analysis using a computerized system to compare layers of resource information.

I reviewed other wilderness proposals including the McClure-Andrus wilderness effort of 1988. Past efforts to resolve this issue became building blocks in the process.

Then, on March 31, 1993 I introduced H.R. 1570, the "Idaho Wilderness, Sustainable Forests and Communities Act of 1993." Because much of the content of H.R. 1570 is in my current bill, I would like to review some of the high points.

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In developing the prescriptions, care was taken to not "micromanage" the area, recognizing that most land management decisions are best left to scientists and professional land managers. Additionally, future advances in the science of land management should not be precluded by tying the hands of tomorrow's land managers.

I also included a demonstration project for the St. Joe National Forest with the goal of investing in good sites to grow more timber volume on lands already roaded. Following location of these highly productive sites, they would be intensively managed for timber using mostly uneven-aged management and silvicultural practices including pre-commercial thinning, fertilization, pruning, and planting of diverse species. A citizens advisory group would help monitor the program's effectiveness, and the program would terminate after 10 years.

In an effort to provide certainty on forest lands which are already roaded, the bill called for restoration of forests and watersheds and authorized jobs to carry out those activities.

Mr. Chairman, as you know, the condition of many roaded areas require that future management and production options be severely restricted until restoration efforts are in place. Further the listing of the chinook salmon under the Endangered Species Act provides a further catalyst for restoring these lands.

Because of this extensive backlog of restoration work on Idaho's forests, my legislation would provide not just an economic stimulus package, but a long-term economic stability initiative. And the jobs created would not be just temporary jobs, but real jobs to support families. The skilled workers needed to implement restoration activities include sawyers, heavy equipment operators, woods workers, carpenters, engineers, and farm equipment operations, as well as forest management professionals.

In response to the concern expressed at my town meetings, I directed the Secretary to review the water quality standards for the Panhandle National Forest. The review would determine if the standards are sufficient to protect fisheries, watersheds, and water quality and if the standards are being properly implemented.

Mr. Chairman, following introduction of H.R. 1570, I held two field hearings in Lewiston and Boise. Subsequently, my staff and I have had innumerable discussions with State and local officials, interest group representatives, and concerned Idahoans. This time, the discussions were about a concrete legislative proposal which I had laid on the table. I heard ideas from literally thousands of Idahoans from all backgrounds who, if nothing else, shared a common interest in resolving the issue of Idaho's roadless areas.

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On Water Rights:

Upon introduction of my original bill, I promised I would address the issue of water rights during the legislative process. With the advice and agreement of Governor Andrus, the language I have included would prohibit the assertion of any claim, based on this Act or any other Act, for any U.S. water right for areas designated as wilderness or special management area in my bill. It would also prohibit the use of eminent domain for acquiring either water or water rights within areas designated in my bill.

Several ongoing efforts continue to hold promise to address this contentious issue including compromise language recently enacted for wilderness in Colorado as well as the Snake River adjudication process.

The bill attempts to exclude any water facilities, such as impoundments, ditches and pipelines, from the wilderness boundaries proposed in my bill. If, through oversight any such facility is included, I will work to make sure that continued access to these facilities is permitted.

On Private Property Rights:

The bill expands the original language to protect private property rights beyond any previous wilderness legislation enacted into law. This bill would establish a process whereby an owner of property adjacent to wilderness established under this bill could file a claim for compensation for any reduction in property value. Of course, it is often true that private property adjacent to wilderness increases in value.

In addition, this bill retains language from my original bill to prohibit the creation of buffer zones around a wilderness to the detriment of any adjacent private property.

On the Idaho Panhandle National Forests:

My bill strengthens the timber management language for the Special Management Areas in Boundary County in recognition of the recent cutbacks in federal timber sales and the recovery actions for species listed or proposed to be listed under the Endangered Species Act. It also provides for an economic analysis to assess the impacts of recovery actions for endangered species.

My bill still provides for intensive forest management demonstration projects to gather information on increasing wood fiber production through advanced silvicultural practices on areas within Boundary County and portions of the St. Joe National Forest.

On the Clearwater National Forest:

My bill removes some 20,000 acres within the timber base from the proposed Great Burn and Lewis and Clark Wilderness. Specifically, it withdraws Fish Lake and the Fish Lake trail from the Great Burn area.

The bill proposes an additional 7,000 acres to be added to the Selway Bitterroot Wilderness. These are lands located in White Sand and Beaver Creeks on the Powell Ranger District.

The bill removes some 123,000 acres of Special Management Areas in East Weitas Creek and the Vanderbilt Hill area.

The bill includes language to assure that, upon enactment, the boundaries established will take precedence over the boundaries set in the September 1993 Clearwater Agreement. To forestall any delay in revising the Clearwater Forest Plan, I have directed the Forest Service to report to Congress if the Plan is not revised by December 31, 1996.

On the Nez Perce National Forest:

With the agreement of Governor Andrus, the bill removes the west side of Meadow Creek from the Meadow Creek additions to the Selway Bitterroot Wilderness, a reduction of some 58,000 acres.

Management decisions on West Meadow Creek would be based on the watershed protection projects provided in the legislation.

On the Payette National Forest:

The bill removes the addition to the Frank Church River of No Return Wilderness.

It extends the Patrick Butte Wilderness proposal to the north to the Payette National Forest boundary adding 6,000 acres.

The French Creek Wilderness proposal was extended north to include the French Creek break lands adding some 5,000 acres. The French Creek Special Management Area included in H.R. 1570 has been removed.

The four-wheel drive trail along the South Fork of the Salmon River bisecting the Secesh proposed wilderness was removed from wilderness as well as the adjacent private property.

On the Boise National Forest:

The Johnson Creek Special Management Area was removed.

And, in addition to snowmobiles, the Snowbank Special Management Area will now allow the use of off-road vehicles for administrative purposes.

On Release Language:

Mr. Chairman, there has been much confusion about what release language accomplishes. I have tried to include release language in my legislation which is standard in most wilderness bill, but I want to be clear about what this language does and does not do.

- It states that both the Forest Service and Congress have studied the roadless areas in Idaho for their suitability as wilderness.

- It states that the national forest lands in Idaho which were not designated as wilderness or as special management areas are released for multiple use under the direction of the forest plans or other statutory requirements.
- It states that for 10 years, or until the forest plans are revised, whichever period is longer, the released lands do not have to be protected to maintain their suitability for future designation as wilderness. But, because wilderness is considered a multiple use under the Multiple Use Sustained Yield Act, the Forest Service still has the option to manage them as wilderness.
- It clarifies that during the plan revision process, which could last for several years, the released lands will remain released.
- It states that, once the revised plans are implemented, areas which are not recommended for wilderness designation during the revision do not have to be managed to maintain their wilderness suitability, but area which are recommended for wilderness during the revision process shall be managed to protect their suitability for wilderness designation.
- It insulates from judicial review the wilderness determination decisions made during the forest plan revision, but allows judicial review on other plan decisions.
- It relieves the Forest Service from the obligation to conduct a statewide review of roadless lands to determine if they are suitable for wilderness.

This is what my release language does NOT do:

- It does not limit judicial review on any action but wilderness determinations made during forest plan revisions, and so allows actions under the National Forest Management Act, National Environmental Policy Act, Endangered Species Act, and other environmental laws to be reviewed in court.
- It does not limit or prohibit appeals. Much to the credit of Idaho's Senior Senator Larry Craig, a new appeals process was enacted last Congress which limits frivolous appeals and sets a deadline for individuals to file an appeal and a limit on the Forest Service's response time.

Mr. Chairman, I want to say I deeply appreciate the participation of many concerned Idahoans. Without their help I would never have been able to draft a wilderness bill responsive to the needs of Idaho. Some of those people are here today to testify and I look forward to hearing from them again. I appreciate their continued interest. Again, thank you Mr. Chairman for this opportunity.

Mr. LAROCO. I ask unanimous consent that interested parties have time to submit testimony.

Mr. VENTO. Yes. The record will be open for 10 days. We could leave it open longer if that is your request, but why don't we consider that? We usually keep it open for 10 business days. Is that sufficient?

Mr. LAROCO. Could we do it for two weeks, Mr. Chairman?

Mr. VENTO. We could do it for 15 working days, sure.

Mr. LAROCO. Thank you very much.

Mr. VENTO. That would be three weeks, actually. Hearing no objection, so ordered.

Mr. Thomas, thank you for your patience.

**STATEMENT OF HON. CRAIG THOMAS A U.S. REPRESENTATIVE
FROM WYOMING**

Mr. THOMAS. Thank you, Mr. Chairman. I will be very brief. I do need to go to the floor, so I will be brief.

I appreciate your opening comment. I know how much work goes into it, and I know how important it is to you.

My philosophy is that the people of Idaho ought to have a major input into this, of course, but there are some generic issues that do affect us all. One of them is the reserved water right issue which is inherently in each of these bills, and I think it is important, as it affects all of us. The release language is also something that is sort of generic, and I think is important, so I am interested in what you are doing.

And Mr. Reynolds, it is good to see you again, sir. You are getting to be a regular here, and we are pleased for that.

Thank you, Mr. Chairman.

Mr. VENTO. Mr. Doolittle, did you have any opening comments for us this morning.

Mr. DOOLITTLE. No, Mr. Chairman.

Mr. VENTO. We are pleased to see you present this morning at the hearing.

Mr. VENTO. We are pleased to welcome Gray Reynolds, the Associate Chief of the Forest Service.

Mr. Reynolds, please proceed with your testimony at this time.

**STATEMENT OF GRAY REYNOLDS, DEPUTY CHIEF, FOREST
SERVICE, U.S. DEPARTMENT OF AGRICULTURE**

Mr. REYNOLDS. Thank you, Mr. Chairman.

I appreciate the opportunity to present the views of the Department of Agriculture concerning H.R. 1570 and H.R. 3732, bills to designate certain lands in the State of Idaho as wilderness and for other purposes. We will first direct our remarks to the Idaho wilderness legislation that will focus on H.R. 3732.

Mr. Chairman, we commend Mr. LaRocco for his efforts to complete a wilderness bill for national forests in his congressional district, which includes all or parts of the Boise, Clearwater, Nez Perce, Payette, and Idaho Panhandle National Forests. Although it is our preference to see a bill addressing the entire State of Idaho, we understand the desire to try to move ahead at this time.

The debate over wilderness designation in Idaho has gone on for many years. The difficulty in resolving the issue has resulted in

considerable uncertainty, and we concur with the desire to resolve the wilderness question. However, the Department of Agriculture does not support enactment of H.R. 3732, unless amended to address concerns noted below.

H.R. 3732 would designate 19 additions to the National Wilderness Preservation System totaling approximately 1.3 million acres, and 14 special management areas totaling 283,000 acres within the affected national forests. The bill would release the remaining national forest roadless areas in Idaho to management under forest plans. The bill also addresses the issue of water rights, management of designated management areas, and would provide for restoration and rehabilitation projects on certain national forests in Idaho.

Even though H.R. 3732 would designate more wilderness than was recommended in forest plans, we support the wilderness designations because the areas involved still provide an acceptable balance between wilderness and nonwilderness uses in the national forests affected by the bill. Support for the wilderness designations is contingent upon protection for all wilderness resources, including water.

Briefly, I will address the several concerns we have regarding the bill.

We have serious reservations about the language of section 107 concerning private property rights. This section of the bill would permit adjacent property owners to file claims against the government if they believe the value of their land has been reduced because the Federal land has been designated as wilderness.

We believe such language is ill-advised. We suggest that existing procedures for placing claims against the government under the Tucker Act are adequate to respond to the landowners' concerns about possible loss of property value.

A key to resolving the Idaho wilderness issue is whether the wilderness water resource is adequately protected. Our position has been that protecting wilderness values generally requires full natural flows, less any valid rights which exist at the time of designation. The bill in effect prevents the Forest Service from obtaining water rights to protect the wilderness resource, while allowing others to assert claims to divert or impound water that would otherwise flow through the wilderness.

Without either allowing the Forest Service to obtain necessary water rights to protect wilderness values or preventing others from diverting water in these areas, we do not believe the water-related wilderness values could be adequately protected. We do not believe wilderness should be designated unless all wilderness values and characteristics can be adequately protected. Without this protection, possible diversions impoundments, or other developments may make it impossible to protect the wilderness character of these areas.

We do not object to the release language. The language ties release of areas to the analysis and recommendations in the forest plans. We support that general approach.

We have concerns about the large acreage and divergent management schemes for the many special management areas in the bill.

We recognize the Congress' prerogative to legislate management direction for Federal lands.

However, in many cases the bill would only fix into law existing management direction as described in forest plans. The desire to have the special management designations may be addressing the concern that management direction contained in forest plans can be modified in the future.

Although we understand this concern, we believe that flexibility and the ability to respond to changing public needs and demands provided by the forest planning process is important. A basic tenet of the National Forest Management Act is to endorse the concept of professional resource management, with provisions for a high level of public involvement in developing and revising plans.

We believe the forest planning process can be responsive to both the public's interest in protecting special areas and the need for flexibility to respond to changed conditions. The knowledge, information, and technology available to managers are also dynamic. Research findings often change basic assumptions about what is the best way to manage.

We believe the ecosystem management approaches that we are striving to implement will go far in addressing the current concerns that special management areas are intended to resolve. We recommend that the special management areas in this bill be deferred, and that we work with the subcommittee to assist in oversight concerning the effectiveness of ecosystems management approaches.

In summary, we feel this bill provides a framework for resolving the wilderness issue on the five national forests, and would like to work with the committee and the delegation to enact a wilderness bill for the State of Idaho acceptable to both the administration and Congress. That concludes my remarks.

Mr. VENTO. Thank you, Mr. Reynolds, for your testimony and observations with regard to this measure.

The bill apparently has in the Second District, I understand, about 4.6 million acres of wilderness study area, and designates about 1.3 million acres of wilderness. So about a third of it is designated and substantial portions, I guess, 300,000 or 400,000 acres are released to special study or special management areas.

Mr. REYNOLDS. That is right.

Mr. VENTO. In terms of the magnitude of the bill, it obviously reflects pretty well in terms of being a large piece of policy. It isn't just a small piece.

There are some inherent problems, I guess, as was outlined by my colleague when he said the Salmon River watershed and other areas are in both parts of the State, but that is not uncommon even between States. We deal with the Selway Bitterroot and the Sawtooth-Absaroka area in Montana. We have the same problem, don't we?

Mr. REYNOLDS. That is true.

Mr. VENTO. So even between States sometimes we don't always do it, but there are proposals to deal with that. But, in any case, we have tried to keep these in parcels that we can resolve them, I guess.

You have outlined some of the same concerns I have with regard to the bill. I still have concerns about the release language in the bill, the issue of private property rights and the sort of suggesting about decreasing in value. I don't know that there is any documentation to that, is there?

Mr. REYNOLDS. Not that I am aware of.

Mr. VENTO. I am not aware of any documentation. I suppose that from one perspective you hear certain concerns about it, but on the other hand if we actually increased value, I think it would sound sort of ludicrous to go back and collect more, I guess, if we add value to something. I think that that on its face shows the difficulty of the issue.

The bill includes many designations called management areas, the legislative provisions amending existing forest plans. I think this is an effort on the part of my colleague, to try to get ahead of the curve in terms of the ecosystem management issue.

For instance, the bill would mandate over 40 specific ecosystem restoration and rehabilitation projects. These are essentially outside of wilderness areas, I believe, and are these the most important projects? You have this list of 40 projects.

The ecosystem approach, that is reflected in Congressman LaRocco's effort here, is it in sync with what the Forest Service is doing? And then these 40 specific projects, what problems do they represent? So I really have two questions. Let's try the ecosystem one first.

Mr. REYNOLDS. In the last two years since Dale Robertson announced that the Forest Service was moving forward with an ecosystem approach, there has been a lot of activity on the national forests, a look at the aspects of a broader impact of landscape analysis.

I think that we have the full authority at this point in time to move forward with the ecosystem approach. The things that are becoming available to us today, we are getting more information and better typing, mapping capabilities to deal with the broader aspects of some of these issues, to deal with some of these species, such as the anadromous fishery. That covers such large areas and requires such different conditions for their spawning habitat.

I think we have full authority. I think prescriptive management tends, over a period of time, to create real serious management problems. If we just look at some of the things that have happened in the last 10 years since our forest plans were approved, we see the tremendous information changes that we are dealing with today.

We are concerned that prescriptive legislation will create a problem that will be very difficult to deal with in the future. We would prefer to deal with the ecosystem approach with full public involvement.

Mr. VENTO. You mentioned in your statement that there is sort of a growth of information and detail that continues to be presented and challenges the Forest Service managers that are attempting to apply policy on the land. Is that what you are referring to when you say you have something that is in line?

I tried to, in the Pacific Northwest, suggest several bills. First we dealt with Dr. Thomas' all areas. Then we tried to deal with the

Soho's and the timber targets and doing other things. I found myself in a situation where the information kept jumping ahead of the lines that we were drawing in terms of old growth ecosystems or study areas, reserve areas, or whatever we called them at that time. Obviously we weren't getting the wilderness, but it was the same subset of problems, isn't it?

Mr. REYNOLDS. I think one of the challenges we are faced with is trying to meet the needs of the various pieces of legislation that we are working with today. When you start dealing with this ecosystem approach to management, we are trying to get assessments at the province levels about the effects on large-scale areas of land and the planning needs.

The requirements that we have to go through in order to move forward with forest planning and then with project planning is a very slow, tedious process. It is important to get the public involvement up front, but the time needed for the processes, and the legal requirements that we have to meet, are making it very difficult for us to move our program forward rapidly.

One of the real values, I think, that Congressman LaRocco has woven in this bill, is the release of this large area of roadless areas. We understand the need to go in and evaluate those, but the wilderness question will have been addressed by Congress, assuming the bill passed. We wouldn't have to deal with that issue, which would reduce the time frames to some extent, and moving forward with management programs on those national forests.

That is our concern about legislating special management areas. It further constrains, to some extent, the requirements and the expectation that Congress is setting for management of these lands, rather than letting us look at the capability and suitability of the land and how it can be developed in relationship to these broader landscape questions.

Mr. VENTO. I hear what you are saying. I think we constantly go back, and having absolute flexibility in terms of the land managers or whatever designations we do, obviously some of the special management areas and the language Congressman LaRocco is using for certain designations in the ecosystem management, as well as the 40 specific ecosystem restoration and rehabilitation projects are an effort to try to assuage the concerns about what the policy path might be in the Forest Service that would not be consistent with his views, the views of his constituents concerning these areas.

The alternative is, I suppose, to designate more wilderness or less wilderness, depending upon what the direction is of these projects. So in the end I think the real question is, how well does this language fit the implementation of ecosystem management, or the rehabilitation and restoration projects fit with the current and future Forest Service policy? I think I know the answer.

Mr. REYNOLDS. We don't think it provides for long term direction and flexibility that we need in our forest planning process, to relate to the various issues that we would be faced with in the future. We certainly applaud the intent, and I think the biggest concern that we are all trying to deal with is recognizing that the protection of the basic resources is critical, but the management aspects and the management needs change dramatically with fire, with insects, with a lot of different factors, and we are just concerned about pre-

scriptive language in areas that are open for multiple use management purposes.

Mr. VENTO. There is only one other question. Specifically, the bill requires the Forest Service to open an airstrip within the Frank Church-River of No Return Wilderness, called the Jackson Bar or Wilson Bar. This air strip is supposed to be closed, but apparently there has been some effort, improperly in fact, to cut down trees and do other things. Do you want to comment on that particular issue, Mr. Reynolds?

Mr. REYNOLDS. Yes, let me try to explain.

When the Frank Church-River of No Return Wilderness bill was enacted, there were 24 airstrips that were designated to be open. To allow airplane use on the Jackson Bar airstrip, commonly referred to as Wilson Bar airstrip on the Nez Perce, was not spoken to in the enabling legislation.

There has been confusion for a number of years as to what the status of that particular airstrip should be, and I believe a couple of years ago the supervisor of the Nez Perce issued a letter to close that airstrip. It created a lot of problems, because across the river there is an airstrip called the MacKey Bar airstrip. MacKey Bar is a private strip, and they started charging for recreational pilots who use that airstrip. That created a real conflict.

We have gone back and checked with General Counsel. General Counsel looked at the enabling legislation from Frank Church and found that Wilson Bar was not closed, so we support the Congressman's efforts to clearly state from the congressional standpoint that this airstrip should be open.

Mr. VENTO. How many airstrips are there in Frank Church?

Mr. REYNOLDS. If this bill would pass, that would give us a total of 25.

Mr. VENTO. How many do we need?

Mr. REYNOLDS. Twenty-five. [Laughter.] We have gone through our planning process.

Mr. VENTO. For safety or administrative purposes? What do we need them for? Is there any effort to realistically look at these? I know we were commenting and someone said, well, they flew in to have a cup of coffee or something.

Mr. REYNOLDS. There has been a very strong effort, in wilderness planning on the Frank Church, to look at each of those airstrips and to determine the kind of development necessary to provide for safe landing and takeoff and meet the needs of the Frank Church. It was very clear that the airstrip question was one of the questions that was dealt with in Frank Church legislation, and the Congress agreed with that. We have looked at those and feel very strongly that in an area of 2.2 million acres, 25 airstrips is not a serious problem.

Mr. VENTO. Of course, we have many areas that are 1 million acres and have no airstrips, so I don't know. The point is, I think we need some sort of review of this. These are all on Forest Service land? There is no private ownership of these lands, is that correct?

Mr. REYNOLDS. I think there are a few of those that are on private land.

Mr. VENTO. I think we just need to look. We don't permit or anything in this particular area yet, with regard to air landings or use.

How do you monitor this? Is there any limitation in terms of where we are going?

Mr. REYNOLDS. Now we have—part of the wilderness management program in the Frank Church is to work with the State of Idaho and to assure that each of those airstrips is safe and that it is on a map, and that the management activities that occur there are consistent with the legislation that created the Frank Church—River of No Return wilderness.

Mr. VENTO. I am well aware, Mr. Reynolds, that you have to work not just with the State of Idaho but with the FAA and others when you get into this, and pretty soon you are down the road and you have got yourself in a situation where no one can argue for safety.

Today—as a matter of fact, as we are meeting I have been invited to attend a briefing and announcement by Assistant Secretary Frampton and Secretary Pena, where they in fact are coming to an agreement and putting out new regs with regard to overflights in parks, which is something we have been interested in for a long time. The reason I mentioned it is because I think it really represents—

Mr. REYNOLDS. Let me just mention one other thing.

Mr. VENTO. I think we just need the same sort of efforts in such areas as Frank Church where we have these airstrips. I frankly can't sit here and make judgments about this, but I think as we are dealing with this Idaho issue I would like to see, from my perspective, a better effort on the part of the Forest Service—I know you can't do it alone—with the FAA to deal with the aircraft use in these areas, because quite candidly with that number of airstrips, that is one every 100,000 acres of wilderness in the Frank Church. Is that right?

It could be a tremendous impact in terms of that particular resource, and defeat the purpose of the wilderness in years to come, unless we have some sort of recognition of how the use is and what has taken place and how we might limit it, and you can't do that alone.

Mr. REYNOLDS. Let me just state one other thing that is going on right now. A year ago we announced in a national symposium on the Frank Church that we were moving ahead with a planning effort, utilizing pilots and all the outfitters and guides and the general public, all the users, on limits of acceptable change. That process is looking very specifically at all of the questions in the Frank Church for the long term.

That planning process should be completed within the next 18 months. As a result of that, we will look at the whole question about these airstrips and see how it relates to the feelings that we are getting from the general public and the various groups, and see what those recommendations are, and get back with the chairman and the committee on that.

Mr. VENTO. I think from a policy standpoint we might want to recognize that in whatever efforts, not obviously to attempt to close them so much as to address the intensity of use and frequency and so forth, to make certain it is related to the wilderness type of experience and purpose. I just want to mention that to my colleagues, because I think now is the time to do it.

We have got the FAA and others interested in this process. We have got Secretary Pena's attention and Secretary Babbitt is doing an outstanding job in terms of trying to work on this. It is not an easy question. You can't do it alone, Gray, so I hope we can look at this, if not within the context of this legislation, at least in some other.

Mr. Hansen.

Mr. HANSEN. Thank you, Mr. Chairman.

Mr. Reynolds, these airstrips that the chairman brought up, you say some of them are private and some of them are in the forest wilderness areas or proposed wilderness areas. Do they have a field base operator? They are just a strip, aren't they, most of them?

Mr. REYNOLDS. They are just strips, dirt strips.

Mr. HANSEN. I have flown in there. You have got to have a lot of guts to go into some of those areas. It takes a pretty good pilot to even set down in some of those areas. I have decided finally to go around and forget it a couple of times.

You don't have services, is that right? I mean, you don't go in there. There is nobody to take care of it. I hope the chairman realizes that these are pretty remote areas and the accessibility question becomes kind of a big factor.

On page 3 of your testimony, on private property rights, you got into talking about this bill of Mr. LaRocco's would give people who were adjacent to the land the right to sue because of the devaluation of their property, because they felt that a wilderness had devalued their property if it was contiguous, I assume, close to it. Are there any cases of that?

We passed the Utah RARE-II in 1984, and I remember a lot of the so-called environmental groups saying, "Oh, it's going to increase the economy." It didn't. We tried to do a study. Wilderness doesn't increase the economy of any area. That is a myth.

What would they say? I mean, what is the allegation? How would it decrease? I can understand it, if you found an endangered species on it, and you owned some property and it was private property, like all over Utah and Nevada and Wyoming—excuse me, California—on the desert tortoise. A lot of those people own that ground. It had a certain value, and all of a sudden they discovered a desert tortoise, and the ground all of a sudden is worthless because you can't do anything with it.

I can't see for the life of me where wilderness would have an issue on it. I guess someone would take that and try it, but have you got a case anywhere in the Forest Service where someone has filed an action against the Forest Service because they have ground next to a wilderness area and they felt the ground had been devalued?

Mr. REYNOLDS. In general it is hard for me to understand, but there are possibilities of having an ownership that was very close to a trail head where there would be a lot of public access coming to enter the wilderness, and that use would be seen by some private landowners as devaluing their property.

I am not aware of any studies that have been done or any land appraisals, but I can imagine some situations where people bought property and wanted to get away from everybody and there was a

trail head nearby. They may feel that that is not in line with why they wanted to own the property.

Mr. HANSEN. Of course, they would have to prove by actual appraisals that the value of the property had gone down. I guess my question is, do you know of a case anywhere, of a case in which the Forest Service has been sued because of property next to a wilderness area? Do you personally know of a case where any of your folks are—

Mr. REYNOLDS. Let me just check.

[Pause.]

Mr. REYNOLDS. No, we are not aware of it.

Mr. HANSEN. So you are just kind of estimating that this could occur in this bill? I have a hard time believing that it could occur, but I can surely see that if you found a ring-tailed rufous on it and somebody had put that as an endangered species, that may be a different situation.

Let me ask you another, if I may. Given the constraints against land disturbance in the 1964 Wilderness Act, the need to obtain permits, and the controls available under the Clean Water Act and the Endangered Species Act, what need is there for a wilderness reserve water right? I set you up with four. I know you are familiar with those. I just wondered, if you take the requirements of those four acts, why do you need Federal reserve water rights?

Mr. REYNOLDS. The question relates to the development of land that would be above a wilderness, where water could be impounded or diverted in a manner that it would change the natural flow. We are not talking about consumptive uses, now. We are talking about nonconsumptive in-stream flow, but in those situations you could divert water and it would change the natural situation for those resources, dependent on the natural flow. That is the situation that we are talking about, Congressman.

Mr. HANSEN. I can't see any in this bill that would create that problem, but I look at the 1964 Wilderness Act, where even the definition of the term "wilderness" is so clean and pristine, untrammled by man, as if man was never there, no roads, all the dicta that fell out, no cattle ponds, no nothing. It would seem to me that this becomes wilderness that you could very well go in and disturb the flow.

And I look at the FLPMA and the permits that are required, the Clean Air Act, the Endangered Species Act. Probably that is one of those issues we would have to sit down and take the four or five acts and list what they do, and then see where they don't, where that leaves you some room to play with.

I can't see that in my own mind right now. I am not sure you are not right. You very likely could be, but I can't see it myself.

Mr. Chairman, I think that is all the questions I have for Mr. Reynolds. Thank you very much. I appreciate your testimony.

Mr. LAROCO [presiding]. Thank you very much.

Thank you for your testimony, Gray. I appreciate your qualified support. Let me make a couple of comments, and just go to the Wilson airstrip.

The reason this was included in the bill was to clean up the confusion you had mentioned that was in the Central Idaho bill, now known as the Frank Church Wilderness bill. When you look at the

enabling legislation, it wasn't deleted but it wasn't closed, and a lot of people are using it, so I think we ought to include it for safety reasons.

Plus, I think, Chairman Vento, we will get out a map on that. If you look at the distance between airstrips, you will see that it is pretty remote out there, and I think there is a question of giving the Forest Service direction as to whether they should maintain that strip, because they don't have any direction that is clearcut right now. This is more of a cleanup issue than anything.

There has been a lot of support out in Idaho for the aviators that use the area. In my bill right now, with regard to the Mallard-Larkin or any other area, there are no airstrips that are authorized or kept open because they simply aren't there. The Central Idaho area did have a lot of traffic in that area.

Let me hit on the private property issue, because you just mentioned it. That language that I put into the bill was taken from the Letchegue Caves bill. It seemed to be reasonable where we set up an avenue for American citizens to simply have a claims process. If they felt that they had a claim, there would be a process established there.

I am sure the Forest Service deals with a lot, but there aren't many claims, to my knowledge, that come before the Forest Service with regard to the devaluation of property. But, you know, in discussions with the rest of the Idaho delegation I might say that we had concern about private property rights. It seems to be creeping into more bills that come through the committee, and we wanted to address it in a way that was not precedent-setting, so I disagree with you to a certain extent. The committee will have to deal with that.

I would like to get your views on outfitters and guides, if I may. I know there is going to be testimony later on. I hope you can stay for it, Mr. Reynolds. There is some question about the legality of the outfitters and guides, which are really part of the wilderness experience, and having the ability to reserve campgrounds and so forth. They have been granted no judicial relief.

I left out this issue in my bill, but I would like to hear what your position is, if you can articulate it today for us. If not, then I would ask that you send us something so we can proceed.

Mr. REYNOLDS. We will be happy to send you a copy of the settlement agreement that was concurred with in court this year. It was related to the wilderness cache issue. It has been an issue that we have been working our way through with the Idaho outfitters and guides and others over the last five or six years.

We feel very strongly that the outfitters and guides have a very legitimate requirement, very legitimate right to operate in wilderness as long as it is under our special use permitting authority. The questions that have been batted back and forth is the whole question of wilderness caches and the historic use by outfitters, as opposed to the needs today to protect the pristine nature of the area while you are still providing public use for a large number of the public. I think a copy of the settlement agreement would probably help you understand where we are with the outfitter and guides today on that issue.

Mr. LAROCO. Would you recommend that we move ahead in this legislation to redress the area through legislation, through language in the bill to resolve the uncertainty that you now feel?

Mr. REYNOLDS. Well, it wasn't treated in this bill, but I don't think that is necessary. I think we have the full authority. We have what I consider, at least, a very strong working relationship with outfitter and guides.

I think that settlement agreement was entered into between the outfitter and guides and the Forest Service to go in and address the question of caches, and we have successfully resolved that issue. I think we need to let the Forest Service and outfitter and guides show how we are going to administer that agreement now on the ground.

Mr. LAROCO. I would like to hear a statement. I read the last paragraph of your testimony and it was a little vague, about an Idaho bill and so forth. Assuming this bill makes it through the House, let's just make that assumption, for the five national forests in my district, and it passes the House, is that helpful to you on the ground to know which areas this body is thinking of in terms of wilderness, if we can make it through this hearing, mark-up, and onto the floor?

Mr. REYNOLDS. Certainly it is. It would be a big help.

Mr. LAROCO. I would say, with regard to water rights, the gentleman from Utah raised some good points here about water rights. These are mainly headwaters. People would stand in line for a long time in terms of water rights, which now are possessed by the Federal Government even though they are not designated wilderness.

We have the adjudication process ongoing. We tried to build upon the water rights legislation for Colorado. Even in the birds of prey legislation here, under the keep-it-simple rule, I drafted this language which came from the Attorney General's office and the specialists in that office, as well as having the Governor of the State of Idaho sign off on it.

There is always the potential to be more explicit about States' rights and primacy and so forth. We did not go that route just to say that there would be no assertions in this bill. Obviously, you can always raise the specter, and this room has been the scene of many discussions about impoundments and diversions to States south of us and all of that stuff, but I don't see the danger in this bill with this language. We will fight that out, I guess, and I understand your position on that.

With regard to the special management areas, let me just say in my years of involvement in working on wilderness legislation, the Forest Service always wants the process to continue. You normally don't favor the Congress messing around in areas outside the wilderness boundaries, and I understand that.

We have a history in Idaho, in the Gospel-Hump Wilderness, for example, in moving ahead and creating special management schemes. A lot of these special management areas really bubbled up from the rocks, from the local communities.

I would direct your attention to Boundary County, for example. Almost 80 percent of that county is federally owned. We have Selkirk caribou habitat, we have grizzly habitat, we have Cootey sturgeon that is about to be listed, and I am trying to work on listing

to keep it off the list. But the issue is that there has been no critical habitat designated there, so we put in that there would be a study of the economic impact by the Department of Commerce in here.

We looked at certain management schemes in there, dealing with the mistrust and distrust of the Forest Service on all sides of this, just trying to get certainty, get resolution, and move the ball down the field and help these communities, help understand what their futures look like. I think Boundary County is a perfect example of that.

Obviously, we will go ahead with the demonstration projects in the St. Joe. We looked at the water study project on Meadow Creek and in that area. I did delete the Weitas Creek Special Management area. Actually, both the environmental community and people representing the woods workers, people that work in the woods, and the wood products industry, they didn't like that idea, so I deep-sixed it. I took it out. I tried to minimize this. As I said in my opening statement, I tried to avoid micromanagement.

I guess as we move this bill along we will see if we keep those to a minimum, but hopefully give some certainty to the people on the ground. I think that concludes my questions, Mr. Chairman.

And about that Minnesota wilderness bill, Mr. Hansen, that you had prepared—

Mr. HANSEN. The two of us are sponsoring that.

Mr. VENTO. They ought to just defeat the accumulated wilderness of Utah and Idaho, is that right?

Mr. HANSEN. I move we pass that out.

Mr. LAROCCHO. Thank you very much for being here, and I look forward to the other witnesses that have made the effort to be here.

Mr. VENTO. Thank you, Mr. Reynolds.

The next panel of witnesses includes Samuel H. Penney, chairman of the Nez Perce Tribal Executive Committee of Lapwai, Idaho; Craig Gehrke of The Wilderness Society of Boise; David Sawyer, the Idaho Conservation League, Sandpoint, Idaho; Pat Ford, Boulder-White Clouds Council of Boise, Idaho; and Scootch Pankonin, the Idaho Outfitters and Guides Association of Washington, D.C. We are very pleased to welcome these witnesses, who are mostly from Idaho or wish they were. Scootch was from Idaho, too.

I was in the back room with a group of realtors that are working on FHA, and they told me to come back out and save the trout streams, so I think that is sort of typical of the view that people have of some of these special areas in Idaho and in our Nation. They are not always thinking of their own development or own interests. They are really concerned about these resource values.

We are pleased to welcome the witnesses. Their statements have been made part of the record. First, we will turn to Mr. Samuel Penney. Mr. Penney, welcome back. It is good to see you again, and please proceed with your statement. It has been made part of the record. If you can keep your presentation to about five minutes, it will probably help us facilitate the schedule today. Please proceed.

**STATEMENT OF SAMUEL N. PENNEY, CHAIRMAN, NEZ PERCE
TRIBAL EXECUTIVE COMMITTEE, LAPWAI, ID**

Mr. PENNEY. Thank you, Mr. Chairman. My name is Sam Penney, chairman of the Nez Perce Tribal Executive Committee, which is the nine-member elected governing body of the Nez Perce Tribe. I would like to thank you for the opportunity to provide comments today on this important bill for the State of Idaho, the management of our wilderness.

I would also like to point out that we strongly support Congressman LaRocco's efforts to move this bill forward. Originally, the Nez Perce Tribe exclusively occupied a vast territory of about 13 million acres which included north central Idaho, southeastern Washington, and northeastern Oregon. In addition to these areas that were exclusively used and occupied, the Nez Perce people extended their hunting, fishing, trading, and other food-gathering activities westward down the Columbia River, and to the east to the area which is presently the State of Montana.

In the treaty of 1855 the tribe reserved the right to hunt on open and unclaimed lands and fish at all usual and accustomed places outside the current reservation, and the nature and scope of these rights are determined by several court cases. The Nez Perce Tribe is on the same level as other governmental entities holding management responsibility, rather than being recognized as just another interested party.

I would like to also point out, Mr. Chairman, that the Nez Perce Tribe is involved in Regions 1, 4, and 6 of the U.S. Forest Service. We have a memorandum of agreement that we participate on some of the activities in those areas of the area I just described, of our territory.

Although we are not clear as to the underlying negotiations that led to the amendment to the bill, our comments address the general concern of the Nez Perce Tribe regarding the fact that so much of the designated wilderness and special management areas are now released from protection. We agree that jobs in Idaho are important, but it is the traditional view of the Nez Perce people that the environment and the various components that make up the ecosystem are interrelated. If one aspect of the system is disturbed, the entire system suffers. Piecemeal protection does not afford the necessary protection that native species of plants and wildlife need in order to survive.

In regard to the Meadow Creek area and the release of 58,000 acres of wilderness designation in the Selway Bitterroot Wilderness, the Nez Perce Tribe has been working on a major restoration effort for spring chinook salmon in that area. In 1993, the tribe outplanted about 100,000 chinook salmon parr. And extensive monitoring and evaluation study is being conducted on downstream migrants to determine the potential for more extensive salmon and steelhead production in the Meadow Creek area.

Water quality, habitat protection, and minimizing sediment sources will be essential to the success of anadromous fish recovery in Meadow Creek. The strategic plan for such recovery requires that the stream management zones are assured adequate protection from logging practices along Meadow Creek. If the intent is to

release so much of the area from logging, stream-side management zones will be critical in restoring the anadromous fish resource.

The Meadow Creek area is also a critical area for resident fish populations, including cutthroat and bull trout. There is also the gray wolf and grizzly who also inhabit these areas. As I mentioned before, our cultural tradition of looking at the entire circle of life rather than each area or species individually reflects our statements today that the pristine qualities of the Meadow Creek area should be protected by extension of the wilderness designation.

The plan to prohibit the creation of buffer zones around a wilderness that would prove to be a detriment to any adjacent private property owners should be carefully reviewed. If the particular use of that private property has the effect of damaging the environment to the extent that species are endangered or habitat in the adjacent wilderness area is ruined, a determination should be made that prohibits such use.

The addition of 1,000 acres of wilderness at the head of Bear Creek in the Nez Perce National Forest is responsible public policy. The tribe is concerned that the release of 20,000 acres at Fish Lake and Fish Trail in the Great Burn area of the Clearwater National Forest will be a serious mistake. Our hope is that buffer zones will be required in the stream-sided management zones to assist in the protection of fish habitat. The protection of these water zones will be important to the survival of these fish populations as well as other wildlife.

Tomorrow, Mr. Chairman, the Nez Perce Tribe, along with the Federal negotiation team and the State negotiation team and the tribal negotiation team, will be meeting in Boise, our first ever meeting regarding the Snake River Basin adjudication. This does have some bearing on this bill, I believe, because of the in-stream flow issues. As I read Congressman LaRocco's statements that it would be addressed later on in this process, I just want to inform you that we are underway in the Snake River Basin adjudication.

Mr. Chairman, in conclusion I would like to share with you that the document that I have been reading, and I will quote from it to sum up my statements, states that the wildlife resources can be conserved only by eternal vigilance in balancing the forces of natural growth and replacement against the destructive forces of man's exploitation.

And then in regard to some of the fisheries issues, when the spawning areas themselves have been destroyed or rendered unsuitable, equally serious results have followed. Deforestation following logging operations and excessive grazing have, in countless places, removed covering vegetation over spawning streams, with the result that the temperature of the water has been raised beyond the tolerance of many species.

Soil erosion has covered with mud the gravel where eggs are normally deposited. The rapid runoff of drainage waters caused by deforestation has scoured the stream beds, destroyed spawning, fry, and fish food. Pollution from mines, smelters, industry plants and cities has rendered other once-productive spawning areas unfit for fish life.

If the cycle is to be continued unbroken, the entire system must be protected. And I read this document with great interest, Mr.

Chairman. The date of this document that I just quoted from, from the United States Senate on April 9, 1937, adopted Senate Resolution 113, and that is almost 50 years ago today, and yet some of the same problems, especially in these wilderness areas, are still taking place.

I would like to thank you, Mr. Chairman, and Congressman LaRocco for having me here today. It is my pleasure to present this testimony on behalf of the Nez Perce Tribe.

[The statement of Mr. Penney may be found at end of hearing.]

Mr. VENTO. Thank you, Mr. Penney, for your statement. We will be back with some questions.

Our next witness is Craig Gehrke of The Wilderness Society of Boise. Craig?

**STATEMENT OF CRAIG GEHRKE, THE WILDERNESS SOCIETY,
BOISE, ID**

Mr. GEHRKE. Thank you, Mr. Chairman. My name is Craig Gehrke, State Director of the Idaho Office of The Wilderness Society. I am pleased to have this opportunity to appear before you to discuss H.R. 3732. This testimony is submitted on behalf of both The Wilderness Society and The Sierra Club.

Both The Wilderness Society and The Sierra Club have been very much involved in Idaho's wilderness issues for many years. We were there for the designation of the Gospel-Hump, Hell's Canyon, and Frank Church-River of No Return Wilderness. We have also been very much involved in the decade-long effort to pass post-RARE-II national forest wilderness legislation for Idaho.

Both our groups appreciate Congressman LaRocco's efforts to address Idaho's wilderness issues. The process with which he has gone through to develop this bill has been the most meaningful discussion of Idaho wilderness we have seen in the past decade, and we appreciate his efforts. We know it is a tough issue.

It is unfortunate, however, that our groups cannot support H.R. 3732 at this time for various reasons, including both flaws in policy management and area designations. I just want to briefly focus on two issues from my written testimony that will be submitted for the record, the first being the release language question.

Our groups firmly oppose release language in this bill as being unneeded and also changing the way national forest planning would be done in Idaho. As you are well aware, release language was originally developed to get the Forest Service out of the wilderness review for the first round of forest plans.

Since Idaho and Montana haven't had wilderness bills yet, the Forest Service did the wilderness review with their forest plans, which conservationists challenged but the court held was legally sufficient. Therefore, wilderness lands in Idaho have already been released by the forest plans. Roadless lands in Idaho are not locked up for certainty and in fact wilderness area development is occurring.

The other point to keep in mind with H.R. 3732's release language is that it does appear to take the wilderness review and postpone it from the regular forest planning process to 10 years from passage of this act. The way we read this, essentially the Forest Service will do a wilderness review unrelated to the forest plan-

ning process when the plan is revised. We think this is bad policy. We think that a wilderness review done separate from the forest planning process is going to end up being shortchanged and tacked on as an afterthought.

The other point I want to discuss in my oral testimony are the special management areas on the Panhandle National Forest. There are two forests in Idaho which have been badly degraded from decades of road building and logging. One is the Idaho Panhandle in northern Idaho. The other one is the Targhee National Forest in eastern Idaho. Both forests have been badly fragmented by clearcuts and miles of logging road which have threatened the integrity of the remaining ecosystems on these forests.

The fate of the wilderness areas on the Panhandle in particular is not only going to affect resources found on the forest, but resources off the forest as well. Downstream from the Idaho Panhandle watershed is Coeur d'Alene and the Spokane River watershed basin, an area that has been significantly contaminated by lead, cadmium, zinc, and other heavy metals from a century of mining activity.

During a 100-year period mining companies dumped about 72 million tons of tailings into the Coeur d'Alene River System. Residues from these tailings have killed migrating swans since 1900. Heavy metals are accumulating at the bottom of Lake Coeur d'Alene, threatening the lake's fishery and recreational potential.

Decades of logging and road building in the Panhandle have altered the function and structure of the forest watersheds, increasing water yields with peak flows and high energy that are eroding away the stream banks, filling in pools and widening the stream channels. These flood waters are disgorged onto the Coeur d'Alene River's contaminated flood plain, stirring up metals and moving them downstream toward Lake Coeur d'Alene and the Spokane River. Intensive timber management on the St. Joe, the other major water source for Lake Coeur d'Alene, threatens to increase nutrient loading in the lake, which will exacerbate the existing contamination situation caused by the heavy metals.

The 1992 Monitoring Report for the Idaho Panhandle Forest identified a forest-wide decline in the water quality tied to decades of road building and logging. The roadless areas on the Idaho Panhandle Forest play a very important role in holding together watersheds that have already been severely impacted by roading and logging downstream. We believe the protection of these headwater areas is critical to the long-term protection and maintenance of the Panhandle's watersheds.

H.R. 3732 takes several wilderness areas on the Panhandle and creates special management areas where logging is sanctioned if not actually encouraged. Mr. Chairman, the last thing the Idaho Panhandle Forest needs is congressionally designated areas where logging is sanctioned. Designating wilderness areas for logging on the Panhandle is simply going to exacerbate the deterioration of the forest watersheds.

While H.R. 3732 recommends specific watershed restoration projects, it makes no sense to spend millions rehabilitating watersheds while at the same time risking further watershed collapse by roading and logging in roadless areas. The Sierra Club and The

Wilderness Society support a prohibition of logging and road construction in all roadless areas in the Idaho Panhandle not designated as wilderness, pending a reversal of the forest-wide downward trend in water quality and restoration of degraded watersheds. With the risk of total watershed collapse so great, and with so very little leeway for mistakes, we believe such aggressive steps must be taken to prevent any further loss of ecosystem integrity.

The rest of my comments regarding areas and the other provisions will be submitted to the hearing record.

[The statement of Mr. Gehrke may be found at end of hearing.]

Mr. VENTO. Thank you, Mr. Gehrke. We have some questions, I am sure, on some of the testimony that you have offered, but we appreciate your insights and your earlier letter.

Mr. Sawyer represents the Idaho Conservation League, from Sandpoint, Idaho. Welcome, and please proceed with your statement.

STATEMENT OF DAVID SAWYER ON BEHALF OF THE IDAHO CONSERVATION LEAGUE, SANDPOINT, ID

Mr. SAWYER. Thank you, Mr. Chairman. The Idaho Conservation League and its 3,000 members thanks the committee for the opportunity to give testimony on H.R. 3732, the Idaho Wilderness Sustainable Forests and Communities Act of 1994.

I am on ICL's board of directors, as well as a Sandpoint City Council member, living in the heart of the First District, surrounded by the Panhandle National Forest, in a city under transition from historic resource dependence to a sustainable diversified economy.

Representative LaRocco and ICL agree that the link between Idaho's future and its wilderness lands can be a positive one. To this end, we have worked tireless with our Representative, beginning with town meetings of last year, through hundreds of letters, meetings with staff in Idaho and in DC, and 1,500 citizen petitions, culminating in our offer of 29 pages of amendments to the bill.

Despite our genuine attempt to mold a vision that gets beyond past polarities and partisan politics, we do not and cannot support this bill without major modifications. The ICL board of directors voted unanimously on February 27th to "vigorously oppose the LaRocco bill."

Basic to our opposition is its absolute failure to take an ecosystem approach in wilderness designations. Conservation biologists and activists understand that the value of wilderness is threaded together with that of water quality, wildlife, and biological diversity. The limited land designations and inappropriate special management areas and demonstration projects in this bill do not support ecosystem integrity.

For example, despite being one of the two most important anadromous fish-spawning grounds in the Lochsa drainage, 10,000 acres in the critical headwaters of Fish Creek, included in Representative LaRocco's earlier H.R. 1570, have been dropped out of this bill and are now open to logging.

Terrestrial habitat for endangered mountain caribou, grizzly bear, and gray wolves are equally compromised by the bill. Corridors such as Weitas Creek and Vanderbilt Hill in the Clearwater,

Salmon River Breaks on the Payette, are linkages allowing vital genetic mixing of populations critical within Idaho and across State and national boundaries.

In the area of water quality, the 18-month Panhandle National Forest study called for in the bill must be turned into immediate action to stop watersheds from unraveling any further. With the Panhandle receiving only 32 percent of needed water quality funding in 1992, and over 100 drainages currently demanding rehabilitation work, Dave Cross, the Panhandle National Forest fisheries program manager, has made it clear. "We already have evidence that there is serious decline in fish habitat . . . The data has been collected and analyzed . . . The question is now what are we going to do about it."

As a tool for creating economic health in rural communities, the bill's focus on certainty in the flow of timber is an inappropriate approach. Economist Thomas Powers of the University of Montana found that "protected landscapes are a critical part of the economic base of Idaho . . . Further damage to that landscape through extension of roaded logging into Idaho's remaining wildlands threatens Idaho's economic future while providing very few current jobs."

Representative LaRocco's proposal for forest watershed restoration is sound but needs to be backed up with funds, not studies, and must include money for road rehabilitation for the massive infrastructure of roads, 10,000 miles on the Panhandle, that are currently unraveling.

Representative LaRocco, we do not need more "timber booms and no timber busts" that have best this Nation from Minnesota to Troy, Montana. We need sustainable, diversified economic strategies that depend on all our resources—human, technical, and natural—rather than just the capital of our forests. A National Forests survey last year found 68 percent of respondents agreeing that the Panhandle National Forest should be managed more for wilderness; 73 percent agreeing with this on the Clearwater National Forest.

H.R. 3732 is flawed. Experience has shown that we cannot cut up drainages into fragments of intensive logging development and wilderness without losing wildlife, fish, and water quality. The bill should be opposed and killed. With emergency room first aid it may be kept alive, but without major reconstructive surgery it will not address the long-term sustainability of wild ecosystems or rural communities.

ICL is working with The Wilderness Society, Alliance for the Wild Rockies, Greater Yellowstone Coalition, and many others to ensure the long-term protection of the northern Rockies. We need to broaden our thinking to perceive the whole complete landscapes of native vegetation, animals, and free-flowing, clean water. We must embrace a new future where timber is but a facet in the jeweled complex of our forest world. The solutions and support are there. We need only act on them. ICL is committed to that future.

Thank you for the opportunity to testify today, Mr. Chairman.

[The attachments to David Sawyers's statement may be found at end of hearing.]

Mr. VENTO. Thank you, Mr. Sawyer. We will proceed with the other witnesses and come back with a question or two in a moment.

Mr. Pat Ford is from the Boulder-White Clouds Council, Boise, Idaho.

STATEMENT OF PAT FORD ON BEHALF OF THE BOULDER-WHITE CLOUDS COUNCIL, BOISE, ID

Mr. FORD. Chairman Vento, Congressman LaRocco, thank you. My name is Pat Ford. I live in Boise. I am going to speak today as an advocate for wild areas in eastern Idaho and south central Idaho, the Second District, Congressional District.

I was raised in Idaho, in Idaho Falls. I was executive director of the Idaho Conservation League for five years, from 1979 to 1984; the northwest regional editor of High Country News for two years, in 1990 and 1991. I am a board member of the Greater Yellowstone Coalition, and I am currently a staff member with the Save Our Wild Salmon Coalition, working on salmon restoration in the Columbia River Basin.

I am speaking today for both the Boulder-White Clouds council and the Greater Yellowstone Coalition. I have submitted a written statement for the Boulder-White Clouds Council, and Greater Yellowstone Coalition's associate program director Bart Kohler has submitted a written statement, as well, on H.R. 3732.

We also appreciate Congressman LaRocco's efforts on this bill, in putting it together. I want to extend my personal appreciation, as one who has watched the inaction on Idaho wilderness since 1980, since Frank Church left this body. Congressman LaRocco has taken the first major step towards trying to finally do something with this issue and trying to do it in a very difficult situation, with a bit of a land mined road ahead, but he has done it, and he deserves a lot of congratulations for that initiative and leadership. He is the only member of the delegation to have shown it.

But given the fact that there are serious problems regarding release, regarding water rights and other language in the bill; that there is no ecosystem study language, no protections for ecosystem linkages in wildlife corridors, particularly in the Second District; that there is no language emphasizing restoration of the Targhee National Forest, which Craig mentioned; and finally our overriding concern that not one acre of wilderness is designated in Idaho's Second District by this bill, we have to go on record today, both organizations, in opposition to H.R. 3732.

Our opposition is not Congressman LaRocco's fault, the reasons for it, but it is a great fault nevertheless in the bill. The perspective is that you have, in eastern and south central Idaho, the two largest relatively intact wild ecosystems in the entire 48 States, and the wild corridor between them along the Idaho-Montana border.

You mentioned central Idaho in your opening statement, Mr. Chairman. That area is only partially covered by H.R. 3732. The Greater Yellowstone ecosystem, of which the Idaho wildlands are a significant portion, is not covered at all in H.R. 3732, and the wildland corridor which links those two ecosystems along the Continental Divide is also not covered.

I wanted to talk briefly about both central Idaho and the Yellowstone ecosystem in terms of error and omissions. I have given you, Mr. Chairman, just a little packet on central Idaho here. The first item is a map showing the wildlands in what I will call the Salmon River ecosystem, the Salmon River Basin. As you can see, there is a lot, some of it already designated, all thanks to Senator Church, I should add, and all of the remaining undesignated areas. This does not cover BLM roadless land. It would show much more. The yellow areas, almost all of that is roadless as well.

If you look at the bottom of the map, the biggest single chunk at the headwaters of the Salmon River, of roadless lands still remaining unprotected in the Salmon River Range, and indeed it is the biggest unprotected chunk of national forest land in the entire 48 States, it is the Boulder-White Clouds roadless area.

What I have done, then, on the next page is try to give you a sense of that area in terms of two photographs superimposed on a backing map of the area. The Boulder-White Clouds is a ecosystem of its own.

If you look at the top photo on the left, you see what the western side of the White Clouds looks like, and rather than show you the high peaks, this photo is taken from the high peaks looking back down to the country, down the lake chain. What you see there on the left is mountain goat and bighorn sheep habitat, fairly high, and what you see down as you get into the lake chain, in the forested land, is elk habitat in summer. This is where the animals summer, on the west side of the Boulder-White Clouds roadless area.

If you look at the right-hand photograph on the bottom, you see where they winter. This is what the east side of the Boulder-White Clouds roadless area looks like. It is open country. It is rolling country. It is lower. This is where the animals winter, so they move in that pattern of west to east, summer to winter, through this 500,000 acre area.

It is an ecosystem in itself, and it is in our view the key wildland ecosystem left in central Idaho to protect. It is also the most popular unprotected wild area in Idaho. It also has more support for wilderness than any other area in Idaho. It has business endorsements. Attached to my written testimony are statements from chambers of commerce, city councils, county commissions, in support of the area. Also attached to my written testimony are statements from Bethine Church, the widow of Frank Church, and from Congressman Seiberling, former chairman of this committee.

I would like to turn now to the Greater Yellowstone ecosystem. The Idaho wildlands of that area are a vital part of the ecosystem for fish, wildlife, watershed purposes, and they are important to the long-term health ecologically of the entire ecosystem. GYC believes that it is critical to have wilderness designation for a number of important roadless areas in the ecosystem. The Centennials Italian Peaks, those are all areas on the Idaho-Montana border; Pali-sades, Bear Creek, Caribou Mountain, Stump Creek, and Diamond Peak, those are all areas south and a bit west of Yellowstone Park. We have a whole list of the areas in the written testimony that Bart Kohler has submitted.

Wilderness is clearly the highest and best multiple use designation for these wild lands. The wilderness values of many of the areas that I have mentioned were recognized by Governor Andrus and Senator McClure when they tried briefly to pass wilderness legislation in 1988.

The Greater Yellowstone Coalition appreciates your longstanding interest, Mr. Chairman, in protecting Yellowstone Park and the areas around it, the parts of the ecosystem. We appreciate your interest in packaging the Great Divide areas on the Montana-Idaho border with the solid proposals from Montana. We look forward to working with you to deliver the protection that these Idaho parts of the Greater Yellowstone Ecosystem need.

I wanted to close by going back to the big picture of these two ecosystems. The omission of the Yellowstone ecosystem areas in Idaho, of half of the Salmon ecosystem areas in Idaho, and of the Great Divide areas which link them, might be okay if two other conditions obtained. One would be action by the rest of Idaho's congressional delegation on wilderness, and the second would be ongoing protection on the ground of the wildland values by the Forest Service.

Neither condition obtains. Idaho's Senators are taking no action on wilderness in this Congress. We see little sign they will seek to move legislation in the next Congress. In other words, the long-suspended animation for Idaho wilderness continues, despite Congressman LaRocco's best efforts to move it ahead.

On the ground, the Forest Service continues what I call in my written statement "permanent interim nonmanagement" of these wild areas. There is no policy or guideline for protecting these areas in this long-extended interim, including, I might add, their own wilderness recommendations. How they are managing their own recommendations and the areas we are proposing in the Second District differs by forest. It differs even by ranger district within forests.

Two examples. The Centennials on the Montana-Idaho border, there are seven timber sales in the Targhee Forest five-year plan proposed in the roadless areas that would cut away at its edges. According to the Targhee Forest plan, those sales should not be offered because they detract from the wilderness values of that area, but they are going to be offered and they will occur unless conservationists are successful on appeals.

The second example is back to the Boulder-White Clouds, off-road vehicle and snowmobile management in that area. The Forest Service is allowing off-road vehicle use and snowmobile use within their own recommended wilderness, as well as our wider proposed wilderness, under a 1982 travel plan. It still is in effect despite the 1987 forest plan to decree that the wilderness suitability of those areas and their own recommendations would be protected.

There has been no updated travel plan, and so you still have travel management, 12 years old now in that area, that is encouraging use, leading to greater use, and over time eroding wilderness suitability. The result is a slow and sometimes sudden erosion of wilderness suitability.

Those are two examples. There are others in the Second District. It has been happening for a decade. It continues today. So we—and

by "we" I mean the Greater Yellowstone Coalition, the Boulder-White Clouds Council, and I think I can speak for the southern Idaho conservationists generally—therefore urge you, Mr. Chairman, Congressman LaRocco, and this subcommittee to assert congressional responsibility and concern for these wildlands in this Congress, in the Second District, by including the deserving Second District areas in this bill. Help protect these two great ecosystems and the corridor that links them together.

Thank you.

[The statement of Mr. Ford may be found at end of hearing.]

Mr. VENTO. Thank you very much, Pat, for sharing the correspondence and the other things with us from my former colleague and mentor, John Seiberling. I appreciate that.

Again, I am certain that Larry LaRocco appreciates having Mrs. Church, Bethine Church's comments in the record, as well, because they do reflect his hard work, the comments do.

Finally, on this panel we have Ms. Scotch Pankonin of the Idaho Outfitters. Scotch?

STATEMENT OF SCOTCH PANKONIN, WASHINGTON REPRESENTATIVE, AMERICA OUTDOORS, ON BEHALF OF THE IDAHO OUTFITTER AND GUIDES ASSOCIATION

Ms. PANKONIN. Thank you, Mr. Chairman. I am actually Washington representative for America Outdoors, which is the North American trade association for outfitters and guides, but I am testifying today on behalf of the Idaho outfitters and guides. There are just short of 400 small businesses in Idaho. Roughly half of those are associated directly in their operations with congressionally designated areas such as wilderness.

They frankly viewed passage of the Wilderness Act 30 years ago with fear and loathing. They were afraid of the restrictions that it would put on their businesses. It took about a decade for them to recognize that they could live with Wilderness Act management, but that in fact it protected for them what is fundamental to their business, which is landscapes, fish and wildlife habitat.

They have been very active in the community, their own communities, as well as this subcommittee and elsewhere in government, supporting wilderness designation. I am very sorry that today we are not able to support the LaRocco bill as written. This has to do with the acreages. It has to do with something mentioned earlier, the lack of language to protect outfitter operations in wilderness.

My testimony lists specifically some additional wilderness acreage which we will be talking with the bill's sponsor about adding back. What these areas have in common is that they are outfitted areas. There are details in the testimony about various areas which are important to elk habitat. There is wilderness boundary that goes down the middle of a drainage, which we didn't think was a sensible place to put it. There are some old growth areas. There is a road that is of particular concern, that we would not like to see built.

The outfitter language is probably what is unique to our concerns about the bill. What we would have liked to have seen in this bill is language that clarifies the role of outfitting and guides congruent with Sections 4[b] and [c] of the Wilderness Act. This language

seeks to protect access for the outfitted public and the continued reasonable use of structures such as corrals, hitch racks, spring boxes, base logs. These are structures which are capable of being removed, either seasonally or taken altogether if the outfitter permit is not renewed or expires.

I also specifically would mention other wilderness management tools such as reserved or assigned camps, with launch times, launch sites, priority use, as proper management practices. The need for this language requires some understanding of IOGA's past history, particularly in the Frank Church Wilderness area.

Outfitters were given assurance by Frank Church in 1980, when the Central Idaho Wilderness Act, now Frank Church, was being designated, that this act would not unduly restrict access for the outfitted public. That act recognizes historic use of the wilderness area by the outfitted public.

In 1985, when the Frank Church-River of No Return Wilderness Management Plan was finalized, outfitters learned of changes that would require a considerable change in their traditional camp set-ups in the Frank Church Wilderness. There is absolutely no doubt that these changes were called for.

There were a couple of issues there. One is that the camps were just plain messy. The other one was some clarification, or agreement perhaps, on what would be under the act the "minimum necessary structures" to be allowed as tools under the act to manage stock and outfitted use in the area.

Idaho outfitters and guides, as well as the Forest Service, knew that change like that was not going to come easily. We have got some old-timers that have been doing it the way great grandpa did it for an awful long time. They entered into an agreement with the Forest Service in 1990 that gave a three-year period to make this change.

Essentially it was made by investing in a couple of low-impact camping set-ups. These were used essentially by our old-timers. They came full circle. The approach of having these folks buy in really worked. We had a lot of back country clean-ups that included not only some of our own messes but those left by the nonoutfitted public and some Forest Service materials that were in there.

This concluded last year. We thought the project was very successful. It was not done either on the same time frame or in the same way as an organization called Wilderness Watch was comfortable with. Before the three-year agreed time period was over, Wilderness watch had sued. In its second year, they sued the Forest Service. That case was resolved this year.

Wilderness Watch is attempting today to claim victory in the ruling by Judge Hogan of the Federal District Court in Washington, D.C. We do not believe it is so, that Wilderness Watch can claim a "victory" in this case.

Judge Hogan ruled that the Forest Service violated the Wilderness Act in its administration of outfitter and guide activities by allowing structures and caches in a manner that gave the appearance of permanent occupancy. Judge Hogan asked Wilderness Watch and the Forest Service to submit a joint remedial plan. They were unable to agree upon a joint plan, so they submitted them

separately. Judge Hogan adopted the Forest Service or the agency's plan.

The language we are seeking for H.R. 3732 reiterates Judge Hogan's order, and I repeat, reiterates that order, not in any way overturning any finding or order issued by Judge Hogan. Gray Reynolds was asked a few minutes ago whether he thought this language was necessary, and he said no, he felt the Forest Service could continue managing as they have done and as Judge Hogan has upheld.

We don't disagree with that at all. The Forest Service does have that authority. The manner in which they have managed outfitters and guides has been upheld. The Forest Service believes it. Judge Hogan believes it. The difficulty is that others don't. They are just going to persist in this.

I am not much given to legislation which simply reiterates that the law is the law, but in this case you have got a situation where both the user group whose practices were questioned by this litigation are claiming victory, as well as the advocacy group that brought the litigation similarly claiming victory. There is clearly some confusion here, and I think a little reiteration that the law is the law might in fact be helpful to the Forest Service, which I expect will continue to be under this pressure.

We will give that language to the subcommittee very shortly. It is still in a little just short of last step of clearance through IOGA's board of directors and other people who have been involved in the development of this. We hope to work closely with Mr. LaRocco. We certainly do support the acreages which are in the bill. We just wish there were more, and will be talking to you about that, as well as the outfitter language.

Thank you, Mr. Chairman, for the opportunity to testify.

[The statement of Ms. Pankonin may be found at end of hearing.]

Mr. VENTO. Thank you. Mr. Bart Kohler's testimony will be made part of the record at this point, too.

[Mr. Kohler's statement may be found at end of hearing.]

Mr. VENTO. I understand there is no ability to accommodate all those who wanted to testify, but the record, at the request of Mr. LaRocco, will remain open for 15 working days, which is nearly a month. We should have a pretty good record, and I can assure you we will try to go over these statements—we can't do justice in 5 minutes—and look forward to your further clarification of the language being requested.

This language, Ms. Pankonin, is specific to Idaho. It isn't necessarily generic to the entire Wilderness Act, but it really relates to something in Idaho. Is that correct?

Ms. PANKONIN. It is specific to Idaho wilderness as it is drafted.

Mr. VENTO. I am concerned because I think the literal reading of it appeared to me to apply generally to the Wilderness Act. If we get into that there will probably be a lot of suggestions for amendments that would create, in itself, a controversy.

Ms. PANKONIN. It was carefully drafted, sir, to be specific to Mr. LaRocco's bill, because of just that problem.

Mr. VENTO. I am being called away to the floor to manage a couple of bills, but I would like to conclude my questioning of this group. I really can't do justice, as I said, even in 5 minutes of ques-

tioning, so we may submit some questions in writing to you. Then I will turn over the gavel to Mr. LaRocco to ask some questions—I think he may have some questions of this group—and then to recess the hearing. We will come back at, let's say, 1:45 for the last panel on the schedule, on the agenda.

Mr. Penney, I did pay attention to your remarks, in terms of your concerns. I am well aware that you have testified on other measures here and are involved in a whole host of different things, speaking up for the Native Americans and the Nez Perce that have a broad interest in these issues.

I did pay attention to all of the statements that you made concerning ecosystems. Basically, Mr. Gehrke, you agree or disagree with most, I think, that Congressman LaRocco in his bill seemed to try to embrace the ecosystem management of the forest. Of course, you heard my exchange with Mr. Reynolds concerning that. Do you have any comments on that?

Mr. GEHRKE. I think that this was a first step towards trying to get your hands around this big concept of ecosystem management. We don't think H.R. 3732 makes it, though, because we still see again to a limited degree fragmentation of watersheds, particularly with wilderness. We have a boundary really down the stream in one case.

Mr. VENTO. I understand the boundary issue, especially with Districts 1 and 2, but you even say in his district there were still boundary problems?

Mr. GEHRKE. That is correct. That would be most areas.

Mr. VENTO. The idea, of course, is obviously under the regime that existed in the Forest Service. Now one of the principal scientists that wrote some of our most advanced studies and led efforts is now leading the Forest Service. Does that make any difference, in terms of nonwilderness areas, to you?

Mr. GEHRKE. Probably foolishly so. It makes me more hopeful that the Forest Service will indeed get into ecosystem management, because we do have some of the brightest minds running the Forest Service now with ecosystem management.

Mr. VENTO. Let me proceed to Mr. Sawyer on that same question. Mr. Sawyer, do you understand my question?

Mr. SAWYER. Are you referring back to the special management areas and Mr. Reynolds' comments on that?

Mr. VENTO. I am talking about the fact that the regime at the Forest Service has changed now, and that there are actually the leaders of the various plans and programs now leading the Forest Service.

Mr. SAWYER. Well, it would be nice to believe that 2 years down the road, when we have another set of elections, that the changes that we have seen would continue in a positive direction. But given the political volatility of the agency historically, I question whether we will see the positive results that have gone on so far continue.

Mr. VENTO. I understand.

Mr. Ford, do you understand that question, and do you have any comment relative to it?

Mr. FORD. Mr. Chairman, the Second District of Idaho, on the ground there has been no change in forest supervisors since the new leadership in Washington, DC, nor any change I am aware of,

with a slight exception on the Targhee National Forest, of forest service policies as a result of that new leadership.

Mr. VENTO. I have to go, but one of the other issues, of course, is that most all of these wilderness areas in Idaho are court-designated as a result of a decision, apparently, and not legislative studies. That means that the Forest Service, once it exhausts the administrative appeal process, is free to move ahead in the absence of congressional action on these areas.

Mr. FORD. That is correct, Mr. Chairman.

Mr. VENTO. So the problem is, it isn't the sort of situation where you have the leverage, as it were, with the congressional study areas. Therefore, it means that actions can take place that can really cause the unraveling of any type of plan that you or I or Congressman LaRocco may have with regard to these areas. Do you agree with that?

Mr. FORD. I agree with that. That is a major concern in southern Idaho.

Mr. VENTO. Mr. Sawyer, do you agree with that?

Mr. SAWYER. Yes. The potential roadless sales that are planned? Yes.

Mr. VENTO. So they are actually right in the wilderness areas. There seems to be a misunderstanding, in other words, that if this thing just were to remain undecided for some period of time, that apparently something would happen that would change all of the Congressmen and Senators in that particular region and permit a broader package to be enacted. So this is obviously the pragmatic or the real effect of what is going on, Mr. Gehrke. You agree, I guess, with this, too?

Mr. GEHRKE. Yes.

Mr. VENTO. I think it is important, with that in mind, therefore, to try to come to agreement. I would like to see things done on a broader basis. I would like to take another look at it, but at the moment I don't have that ability to have my will on some of these issues, so I have to deal sometimes with the way things are.

We appreciate your statements. Let me turn the gavel over to Mr. LaRocco so I can go manage some bills on the floor dealing with some noncontroversial river designations. Mr. LaRocco then will recess, and we will be back at 1:45.

Mr. LAROCO [presiding]. I want to thank the chairman for his interest in this issue. I want to say if the chairman were here, but I will say it for the record, that I am not disheartened by the testimony that you all have given today.

I think somebody who just walked into the room and heard the testimony might think that it is all over and that this thing is dead on arrival. I know there were some very constructive statements, well-intentioned statements, and heartfelt statements made on good scientific data and on natural resources data, and I take them to heart.

With that I would say, you know, we should maybe have a give-and-take here, and I have some questions, and see where we can move the process. I do want to get on the record—maybe I could, Craig, and perhaps Pat, and maybe also Mr. Sawyer—that the conservation community not too long ago did enter into negotiations with individuals from the timber industry to try and see if this

issue could be resolved in the State of Idaho. Is that not correct, Craig?

Mr. GEHRKE. That is correct.

Mr. LAROCO. You were party to that, as well, weren't you?

Mr. GEHRKE. That is right.

Mr. LAROCO. Pat, you were a member of the team at one point?

Mr. FORD. Yes, Congressman. Those two committees had meetings in southern Idaho that went absolutely nowhere. For about two months there was something potentially occurring in southern Idaho, again.

Mr. LAROCO. Mr. Sawyer, ICL had sanctioned the involvement in that. Isn't that correct?

Mr. SAWYER. I believe they were involved, but it was before my time.

Mr. LAROCO. There was a reference made to politics and people changing office. The declarations of wilderness obviously happen in this room and other rooms in the Congress. It is a congressionally designated decision.

I have a couple of questions. Can we quantify in the First District the number of timber sales that are now being prepared, Craig, in the five national forests encompassed in this bill?

Mr. GEHRKE. I don't have that information for you. I only know that State-wide it is something like 200 in wilderness areas. I can't tell you what it is for the First District.

Mr. LAROCO. Is it evenly distributed there?

Mr. GEHRKE. I would suspect it is more in the First District because there is more timber there.

Mr. LAROCO. Would anybody disagree with that? Mr. Sawyer?

Mr. SAWYER. That is close.

Mr. LAROCO. With regard to, Mr. Sawyer, you had mentioned on the authorization and the appropriations on the jobs, I want to say that this is an authorization bill. I fully recognize that the appropriations has to come later. The purpose in identifying these projects in the bill is to authorize them.

Actually, I should have mentioned to Mr. Reynolds when he was here earlier that I actually went to the Forest Service and asked them to designate certain projects that they felt would move the ball down the field with regard to restoration projects. This came directly from the Forest Service.

By delineating these in the bill, the attempt is to authorize them. The next step would be to appropriate, but since we are not an appropriating committee, and we try and recognize the difference, this is limited in that scope. So I just want to mention that by putting them on the radar screen and actually putting them in the bill, we are trying to move this forward.

I would say for the record, just to my colleagues who are not here but who may read this record, that the Panhandle National Forest has different drainages. They are not all the same. For example, the drainage up in the Boundary County and the Bonners Ferry district is different than the Coeur d'Alene.

Just to use the terminology we use in Idaho, the districts and the drainages and watersheds that have been hammered in, say, the Idaho Panhandle National Forest for the Coeur d'Alene River are not necessarily the same up in Boundary County.

Craig, the reason I wanted to get into the number of timber sales in the First District is to address the release question. Soon we will address that issue in this committee during mark-up for the Montana bill. That could set a template for what happens in this bill, as well, because that is a generic issue. It is not one unique to this bill.

In the Montana bill, just for the record, you would be supporting a no release provision in that, as well?

Mr. GEHRKE. That is correct.

Mr. LAROCO. I guess, Mr. Sawyer, you would be?

Mr. Penney, you have talked about Meadow Creek, which is, in my terminology, a fish factory. Through your testimony you certainly verified that.

This was my legislation, and the designation of only part of the drainage was an accord that Governor Andrus and I came to by setting up the 10-year watershed study there, which attempted to look at that before any management activities were initiated in that area. Apparently the language doesn't satisfy your needs as it now stands. Is that correct?

Mr. PENNEY. That is correct, Congressman. The tribe has done some extensive work in Meadow Creek. When the field season comes about here shortly, we will be back out in the field, and I think one of the things that makes our project different than some of the others is that we actually have people stay on-site to monitor some of the activities that we are doing. Rather than just going in and putting fish in the streams and leaving them, we are staying there to do extensive monitoring on how they survive in that area.

Mr. LAROCO. I wanted to look at your statement, Craig, supporting the prohibition on logging and road construction in the Idaho Panhandle Forest. Is there, in your opinion, any merit in the section of the bill that I had in there with regard to water standards in the Panhandle, in terms of monitoring by the Secretary to determine the adequacy?

Mr. GEHRKE. No. In my opinion, I don't think you need the study. I think that they know what the problems are, and that you should go about fixing them. I am not sure a study looking at the standards is needed now.

Mr. LAROCO. It was intended to deal with the water issue. I got the idea actually from John Osborne, who testified at the first and second town meeting I had up in Coeur d'Alene. I am not sure people on the ground would support the prohibition on logging in those areas. That leaves me in a dilemma on how to move forward on the Panhandle. I am trying to deal with that issue.

Mr. Sawyer, does the ICL support the Long Canyon wilderness proposal that I have up there in northern Idaho?

Mr. SAWYER. Yes, we do.

Mr. LAROCO. Do you have any comments on the Selkirk Crest up there?

Mr. SAWYER. In conversation with some members of Boundary Backpackers, I understand we would like to see some of the boundaries moved a little bit further south, and to no longer have the provision for recreational vehicle use, motorized vehicles.

Mr. LAROCO. I appreciate that.

And, Ms. Pankonin, the Deputy Chief had mentioned the word "settlement" when I had asked him in the give-and-take about whether they needed legislation. I am confused on that settlement issue. Has there been a settlement between the Forest Service and the outfitters on this, or is it a settlement between the courts?

Ms. PANKONIN. It is the 1990 agreement that I referred to, which was an agreement between the Forest Service and the outfitters and guides on how to approach the cache and camp issue over a three-year period. I will have to check for you.

I believe that in the course of Judge Hogan's court consideration, there is an aspect of it that is also referred to as a settlement issue, so let me look into what distinguishes the two. I am not sure of the context in which Mr. Reynolds used the term, now, and there are apparently two ways you can use it and be right.

Mr. LAROCCO. I appreciate the clarification for the committee on the need to address it in an Idaho bill rather than, for example, the Montana bill which is moving to mark-up. You have no intention, then, of dealing with that issue in the Montana bill, but you are looking for something in the Idaho?

Ms. PANKONIN. We are looking for it in the Idaho bill. I think the outfitters, both in Idaho and nationally, are very sensitive to the question of generically opening up the wilderness bill on management issues. You have done so yourself a little bit with some provisions of your bill, but that is your problem. I don't want to take it on.

Mr. LAROCCO. I appreciate that. What shall we do with Meadow Creek, then, Craig? You don't support what is in the bill now. Should we just go back to the way it was in the central Idaho bill and address it, and leave it out of wilderness and put it into the forest plan? What is a solution to that? I tried.

Mr. GEHRKE. Congressman LaRocco, if you handed me the pen and the map, I will put Meadow Creek in the wilderness system.

Mr. LAROCCO. That is right. You wouldn't take it out. You would put it all in. Somebody called me from the Elk City mill the other day and told me that my proposal sucked, and said that Bargamin Creek and Running Creek should be taken out of the wilderness part of that. You wouldn't support that?

Mr. GEHRKE. No, I don't think we can get behind that proposal.

Mr. LAROCCO. Okay, so your idea would be to go back to my original proposal. It appears that perhaps my original proposal suited you at least a little bit better.

Let me tell you what I was trying to do on the Clearwater National Forest. I was trying to remove the lands that are in the timber base, create special management areas for those 20,000 acres that would give the Forest Service specific direction, and the thought was that perhaps you could log some of those areas from existing road systems during winter months and not harm the resources. I thought I was onto something there. Apparently I wasn't, in your opinion.

Mr. GEHRKE. Again, we supported your proposals for the Clark boundaries in the first bill. We think you still need to do some work on the Mallard-Larkin boundary, on the southern part down around Henry Ridge. We do appreciate taking out the Bighorn-

Weitas Special Management Area. We don't like the idea of congressionally-designated SMAs.

We would to some degree agree with the Forest Service that there needs to be some flexibility with the management in there for some of those places. Again, we know it is a crap shoot taking Forest Service management, but it is one we would rather take, rather than getting into the congressionally designated special management schemes.

Mr. LAROCO. On the St. Joe demonstration project, I think your testimony stated that you are concerned and disturbed that there are no maps and boundaries of that drainage. Would maps and boundaries create any higher level of support for that type of activity, or is it just a "Hell, no"?

Mr. GEHRKE. No, it is not a "Hell, no." We need to see where it is at. We are also concerned, though, too, about the prospect of nutrient loading in the St. Joe and in the Coeur d'Alene, and the phrase in the bill about fertilization causes me some problems, because the idea of having fertilization washing in the St. Joe and going down the Coeur d'Alene River could exacerbate the nutrient loading that is going on in that lake, so we are concerned about that.

The way it is written now, we need to see maps, we need to see the extent of this project. We think we need to better define what kind of intensive work is going on, because if it looks like it is going to exacerbate the Lake Coeur d'Alene situation, then we will have to oppose the demonstration project. Right now that is our main concern. What is that demonstration project going to do to Lake Coeur d'Alene?

Mr. LAROCO. I have a great deal of concern about water. Meadow Creek is where we started. I started down to do the water study and do the historical rate of sedimentation in there, which I think is building scientific consensus, if you will, about looking at that approach on the land. That is a possibility that I would take a look at, and I appreciate your specific comments on that.

On Lime Creek, Pat, there were tremendous efforts to come up with some consensus on that special management area. Are you supportive of that? It does leak into the Second District a little bit?

Mr. FORD. Yes, Congressman, it does. Yes, southern Idaho conservations I think, although some would prefer to see Lime Creek as a wilderness, generally are willing to support the proposal worked out by Friends of Lime Creek, and your bill covers the portion of that within your district in terms of enforcing or acceding to that agreement.

If Friends of Lime Creek were here, there is no doubt that they would strongly support that portion of your bill. Southern Idaho conservationists, in the tradition of grassroots democracy, generally support the folks on the ground, in the areas, who feel what would work best in those areas.

I should add, perhaps, that Lime Creek is the only area in the Second District I can think of—it is the only area in the Second District where some kind of special management language, if you will, is supported by members of the conservation community.

Mr. LAROCO. Craig, I will finish here in a minute, but could you give me some words of support on how you came to support the

Breadwinner area, for example? It is very close to Boise, a large concentration of people there who would look for recreational opportunities there. Maybe you could articulate the trade-offs in that area, and why this Congress should look favorably on a small wilderness area like that, and what the attributes are.

Mr. GEHRKE. I think there are a couple of things. The main one is that we very much believe that there needs to be additional representation in the wilderness system of the ponderosa pine habitats, particularly in the Boise National Forest. There aren't many undisturbed ponderosa pine habitats left. They are all intensively managed for timber production for some time now.

The Peace Rock area has that representation that we hope to get included in your bill, and breadwinner does, too. Breadwinner also is a migration corridor for elk and mule deer that come down along the river there, the middle fork of the Boise, in winter. It also includes the north fork of the Boise, which has a bull trout population, and as you know, the bull trout population are suffering in the northern Rockies.

The other point is, I firmly believe that it is in Boise's best interests to have accessible wilderness areas as part of the diversification of the recreational experience there.

You could do lots of things on the Boise Forest right now. You could ride a trail bike, and go horseback riding. If you want to go to the wilderness, though, you have to drive all the way to the Sawtooth or the Frank Church. That is a fairly long drive from Boise.

We think in metropolitan areas, in urban areas like the Treasure Valley, pointing to a wilderness area a couple of hours from town, maybe even an hour and a half from town like Breadwinner, is a plus for the community.

Mr. LAROCO. Thank you. I might mention here on the record that my first bill actually wasn't wholeheartedly endorsed, but the Fish and Game Commission thought that it was a reasonable start. They now have concerns about it.

Can anybody on this panel identify what they seemed to like in the first bill, in terms of species diversity, both vegetative and vertebrate species and the protection of those? I know you don't want to speak for them.

You are not obligated to speak for them, but I think it would be important somehow to get it on the record of what values they found to be protected in the first bill and what they found to be smiling about at that point. Does anyone want to tackle that touchy question?

Mr. GEHRKE. Congressman LaRocco, I think that when I have talked to some Fish and Game folks, in the latest version of the bill they were disappointed to see Fish Creek go out of the proposed Lewis and Clark Wilderness Area, and I believe they were disappointed in Meadow Creek and how Meadow Creek was treated. Beyond that, I couldn't venture.

I know another reason they still have concern is regarding their helicopter access to Snow Peak in Mallard-Larkins, where they want to have continued access to the mountain goat herd there for transplant, and the conservation community told them that we would try to work with them to ensure that that use is recognized

as preexisting before Mallard-Larkin would be designated as wilderness. We wanted to be able to work with them to continue that transplanting operation in Mallard-Larkin, should it become a wilderness area.

Mr. LAROCO. But that first proposal, in terms of the GIS system and GAP analysis and other tools we now have with regard to the identification of species and so forth, the overlays on the maps looked pretty good originally on 1570 with regard to species protection, and sort of as an addition to the existing wilderness system. Would you not agree with that?

Mr. GEHRKE. In terms of fish and game, I assume? I guess that is right.

Mr. LAROCO. Scotch, one last question with regard to the deletion of the Breaks as the addition to the River of No Return Wilderness. You had mentioned it in your testimony, I think down around Republic Flats where I had deleted the addition. How many outfitters operate in that area? Is that the Thrash?

Ms. PANKONIN. I think it is Jim Thrash's operation. I am not aware if there is another. Let me check on that. Jim and I talked about it last week, but we did not discuss other outfitters.

Mr. LAROCO. He operates out of the Warren unit up there, is that right?

Ms. PANKONIN. Yes, Warren Outfitters is the name of the company.

Mr. LAROCO. You heard my comments earlier. I know you were all in the hearing room when I talked about the Wilson Bar proposal. I think the illegal destruction of those trees was very unfortunate for this whole issue.

I notice it made its way into your testimony, and I would much rather have discussed this issue without that occurring, without the occurrence of that. I think it adds a certain element to this that takes us away from dealing with the facts and what had been intended in the Central Idaho Wilderness originally and what exists on the ground. That is something that we will continue to take a look at.

I deeply appreciate your traveling all the way here. This is incredibly important, and I appreciate your general supportive statements about this issue. Even my colleague from Utah, Mr. Hansen, used the word "courage" in tackling these things, because they tackled it in 1984, and any Member who sits on this committee knows how dicey this is and how polarized things can be.

I have to tell you I continue to feel that the people of Idaho want this issue resolved, and I think it is my responsibility to try and advance the ball as far as we can get it, to give the land managers an idea of what is going on, to give the kids in high schools in the timber-dependent communities an idea of whether they have jobs in the woods, so that we can move on with the ecosystem protection and management.

I think I could go on about how I feel about ecosystem protection and where the Forest Service is taking us, and to say that I don't think we can put everything in preserves as some have proposed. I think we are going to have to be smart, because of the checkerboard management of private lands, State lands, Federal lands,

and the multiple uses that are required by the recreating and the user public out there.

So this is a good faith attempt, and I appreciate your good faith, criticisms, and constructive ideas, and I look forward to working with you subsequent to this hearing.

Mr. Penney.

Mr. PENNEY. Thank you, Congressman. I would like to make one final comment regarding this issue. I attended the President's White House Conference that he had in Portland on April 2, 1993, and unfortunately the State of Idaho, the Governor, the Nez Perce Tribe, we were in attendance but we weren't at the table at that time.

When I returned home there was an article in the paper, statements by Governor Andrus and others regarding the forest in general. And I think what we are finding, and it relates back to your statement that you said about the call you got from Elk City, Idaho, my disagreement during that forest conference was that that would have a direct impact on the State of Idaho and also on the Nez Perce Tribe.

I think what we are seeing is that once some of these areas are released in this bill for logging or whatever should happen in those areas, I don't think there is any guarantee that any local timber company will be awarded those bids. We read in the paper occasionally where Oregon, Washington, they are purchasing these timber sales.

The other thing I would like to mention is, as far as jobs for Nez Perce tribal members, I live in Kamyai. The primary industry is the logging industry. We have several tribal members that do work in that industry, Weyerhaeuser, the Potlatch Corporation, so we look with great interest as this progresses.

Again, I would like to thank you for being able to be part of this hearing.

Mr. LAROCOCO. Thank you, Mr. Penney.

We are going to recess, and the next panel, there will be people sitting in your chairs from the forest products industry, representing wood workers and so forth. I am sure they would agree with your statement that just because there was land released to the forest plans and so forth, it does not automatically mean that there are trees being cut.

Lands that are outside the wilderness simply go to the forest plan and under the precedents that have been established, so some of the ads that are now running in Boise, Idaho against this bill, looking at doom and gloom and massive clearcutting, road building, and siltation and sedimentation, I think are mischaracterization of what this is all about. It is about certainty, and I hope that is recognized.

According to the chairman, then, this hearing will be recessed until 1:45. See you then.

[Whereupon, at 12:35 p.m., the hearing recessed, to reconvene at 1:45 p.m. the same day.]

AFTERNOON SESSION—1:54 P.M.

Mr. VENTO. The Subcommittee on Parks, Forests and Public Lands will resume its sitting.

I'd like to call the second panel.

Mr. George Enneking, County Commissioner from the State of Idaho, representing the Association of Idaho Counties actually and he's from Grangeville, Idaho.

Dave Halley, the Idaho AFL-CIO from Lewiston, Idaho.

And we have Jim Riley, the Intermountain Forestry Industry Association, Cour d'Alene.

Dan Johnson, Resource Organization on Timber Supply, Nez Perce, Idaho.

And finally, Ms. Sandra Mitchell, representing Idaho State Snowmobile Association and the Idaho Trail Machine Association.

Welcome and I regret that I wasn't able to get back quite on time. Hopefully, we'll be able to conclude in the hour as other matters are pending for each of us, I'm sure.

If you take about five minutes with your statement, and then Congressman LaRocco and I and others that may arrive may have a few questions for you.

Your statements have all been made part of the record by previous request.

Mr. Enneking, is it? I'm sorry, George, if I mispronounced that. Please proceed with your statement.

STATEMENT OF MR. GEORGE ENNEKING, IDAHO COUNTY COMMISSIONER, REPRESENTING THE ASSOCIATION OF IDAHO COUNTIES, GRANGEVILLE, ID

Mr. ENNEKING. Thank you, Mr. Chairman, and Congressman LaRocco.

My name is George Enneking. I am currently the Chairman of the Idaho County Commissioners. I currently cochair the Idaho Association of the Counties Public Lands Committee, and I'm the Idaho Board member of the Western Interstate Region of Counties, and I'm the Chairman of the National Association of Counties Natural Resource Payment Subcommittee.

I want to thank you very much for this opportunity to appear before you today to testify on H.R. 3732, which address wilderness in the State of Idaho.

My testimony will be from the local government point of view.

First let me give you some facts and figures about Idaho County and the State of Idaho.

Idaho County contains 5.5 million acres, of which 4.5 million acres are public lands. There are all or parts of six national forests within the county. Within the county are four wilderness areas; namely, Frank Church River of No Return, Selway-Bitterroot, Gospel Hump, and Hell's Canyon, totaling the largest amount of wilderness in the lower 48 states. The citizens of Idaho County are very concerned, and rightly so, about how much wilderness is enough. Our lumber mills are being forced to curtail their operations, which is putting our people out of work.

Because of the Endangered Species Act, our revenue from the 25 percent funds for roads and schools will be greatly reduced, putting that burden on the local property tax.

For example, in fiscal year 1992, Idaho County received \$4.4 million for roads and schools from the 25 percent fund. In fiscal year 1993, the total was \$4 million. Present timber sales are 25 percent

of previous years. With increased prices and consultation, maybe, just maybe, we will receive \$2 million in 1995. The total county budget at present is approximately \$7 million and having to pick up an additional \$2 million shortfall from the 25 percent fund will be devastating.

Idaho County receives \$434,000 from Payment in Lieu of Taxes under the present formula. The portion of our current budget that provides the services, such as search and rescue, law enforcement, solid waste, road access, court, et cetera, for public lands is approximately \$1.2 million, which means that the private taxpayers are subsidizing the Federal government for public lands within the county.

Adding additional wilderness will only compound the problem. In 1980, an agreement was reached with the late Senator Frank Church that we would no longer have to give up more land to wilderness. We feel that we have been betrayed.

The Meadow Creek area is an extremely important timber base for Elk City. Without this base, the future of the Elk City mill and the town are in jeopardy. With present and ever improving technology, Meadow Creek can be managed for timber harvest with little or no effect on the environment.

On the Payette Forest, the areas of impact—primarily in Idaho County—will be similar.

Not only does this mean a loss of timber sales in both the Nez Perce, Clearwater, and Payette within Idaho County, it will also reduce the timberland base, impacting long term sales volumes.

I sincerely compliment Congressman LaRocco on his efforts to resolve this issue. However, adding more wilderness to this county, causing more hardships for our citizens is, in my estimation, not the answer.

I would suggest releasing all remaining roadless areas to the Forest Planning process with no more wilderness.

I would also like to compliment Congressman LaRocco on his efforts regarding Forest Health. Forest Health has become a major problem with our forests because of past management. Now that this is being recognized, hopefully with harvest in impacted areas rather than let burn policy, the problem may not be corrected.

Again, I would like to thank you for speaking here today. I would also like to put in a little plug for our Payment In Lieu of Taxes, which will be coming up before this Committee hopefully in the very near future. It has been a great concern to the counties across the states, the whole United States, and we could sure use some help in that regard.

Also, with your permission, I would like to introduce a fellow colleague from Idaho, Jim Wilson, Chairman of Clearwater County Commissioners, who is here today. And I would like to ask your permission to allow his written testimony to be put in the record.

Mr. VENTO. Yes, that will be done. Thank you, Commissioner.

[The statement of Mr. Wilson may be found at the end of hearing.]

Mr. VENTO. And we can't have everyone make an oral statement or we wouldn't conclude our hearing in a very timely manner.

Let me call on the next witness and then we'll come back with a question or two in a moment, but Mr. Dave Halley, the Idaho AFL-CIO from Lewiston.

Mr. Halley.

**STATEMENT OF MR. DAVID HALLEY, IDAHO AFL-CIO,
LEWISTON, ID**

Mr. HALLEY. Chairman Vento, Congressman LaRocco, my name is David Halley. I'm here today to give testimony on behalf of the Idaho State AFL-CIO.

I would like to extend a personal thank you to Congressman LaRocco for allowing me this opportunity to be here.

I'm also a member for the United Paper Workers International Union Local 712 of Lewiston, Idaho. Our sister local, Number 608, has asked me to first read the following statement:

The United Paperworkers International Union Local Number 608 officially and proudly goes on record supporting Congressman Larry LaRocco's Wilderness and Forest Health Bills. The membership believes that these two pieces of legislation show great thought and leadership and were crafted to truly begin making a difference.

Respectfully submitted by Rian VanLueven, President, Local Number 608.

The official position of the Idaho State AFL-CIO is the following, and I quote:

"Therefore be it resolved: That the convention go on record supporting language in bill form that would address the release of roadless areas so that they will be managed with a balance between the environment, nature, and the community, and that the delegates to this convention need to realize that to accomplish the required release language, it may result in an additional wilderness area in Idaho."

Although we have a growing number of members today that believe the time has come to support Congressman LaRocco's bold move concerning wilderness in Idaho, we also have those members who want no additional wilderness without resolve to release language.

Whether you add to the wilderness base or delete wilderness from it, the controversy remains. Whether you are an environmental extremist, a true conservationist, a lands manager, or a timber company executive, you can find scientists or science that will support your own agenda.

This continues to separate these groups further and further apart, and brings constant controversy to the table.

Our experiences have shown that the Forest Service is still the best source of science and information that we have today.

We must look beyond the controversies if we are to do what is right for our forests and our nation.

Please help us put an end to the continual decline in Idaho's forest health and the needless erosion of entire rural communities which make up most of Idaho and have shaped its history.

The debate does not end with wilderness alone. Timber harvesting, as it relates to roadless areas, is of great importance. It has been said that in order to have true ecosystem management, all

boundaries should be removed. Then the entire landscape could be managed with the goal of maintaining and improving forest health, ecosystem diversity, and economic stability.

Therefore, since we have wilderness, it is of great importance to remove restrictions on management of roadless acres so that they won't have an adverse impact on adjacent wilderness areas. Just because insects and fire are natural doesn't mean they are desirable. In fact, mother nature, left to herself, can be a cruel harvester, capable of destroying even the animals that the law has charged us with protecting.

A symposium dealing with forest health was held recently in Sun Valley, Idaho. Over 30 scientists were in attendance and a consensus was reached that Idaho's national forests are in critical condition.

This in large part is due to large stands of dead and dying trees, most in southern Idaho, from bug infestation, and in northern Idaho from root disease and from years of drought throughout the state.

Dr. Jay O'Laughlin of the University of Idaho Forestry Program was in attendance at the Symposium. Dr. O'Laughlin has stated that Idaho's forests are poised for catastrophic fires, the likes of which this nation has never seen before.

We in the organized labor movement believe that this is more than just a jobs issue. We all need to do what is right for the entire ecosystem. We need to bring Idaho, a state that has become divided over natural resource issues, back together.

When considering more wilderness, the overall health of our national forests must be considered.

In closing, organized labor believes Congressman LaRocco's wilderness bill, by itself, will not end the controversy, but coupled with his seven point plan is a step in the right direction, and our resolution supports this approach.

Thank you, Congressman LaRocco, for you have represented all labor and you have earned our sincerest respect. You have taken a leadership role and we thank you for giving us this opportunity to speak on the wilderness issue and for recognizing that our voice is different from that of the environmental community and industry.

At the end of the panel discussion, I'd be happy to answer any questions you might have.

Mr. VENTO. Thank you, Mr. Halley.

Mr. Riley.

STATEMENT OF JAMES S. RILEY, EXECUTIVE VICE PRESIDENT, INTERMOUNTAIN FOREST INDUSTRY ASSOCIATION

Mr. RILEY. Thank you, Mr. Chairman, Mr. LaRocco. Thank you for this opportunity to testify.

I'll submit my written statement for the record, and in my oral statement here just highlight a few of my general views about this bill and the situation before us.

This legislation is born of a sincere and commendable interest, in my view, on your part, Congressman LaRocco, and other members of this Committee and the delegation, to try to address the growing forest policy crisis in Idaho.

I had hoped to come here today to testify in support of this legislation on behalf of all of our members. We have spent countless hours working with you and your staff and interacting with others in the state, trying to fashion a bill which would address the objectives you set out for yourself.

I'm sorry to say, today, that I can't do that. We cannot support this bill as drafted. In fact, it's our studied opinion that HR 3732 will only further exacerbate an already intolerable forest management paralysis in our state.

There's no issue probably more perplexing and more vexing to our industry than the question of wilderness. We've been involved in this debate for the better part of three decades, always working to try to find some satisfactory resolution of the issue. A wilderness designation per se, as probably comes as no surprise to you, is not our area of interest, but we've worked with others to whom it is to try to find a solution to the overall problem.

In the first two decades of the sixties and the seventies, those were the decades of discussion, compromise and decisions. The myth that we have not done the job for wilderness in Idaho should be partially put to rest by the six bills already enacted for the state, designating more than four million acres.

The myth that we have not done the job to follow up on "RARE II" ought to also be put to rest. The Frank Church River of No Return bill, then called the Central Idaho's Wilderness Act, passed in 1980 after RARE II was complete and specifically addressed the RARE II recommendations.

Each of these bills importantly included tradeoffs in the state. Some areas were designated wilderness with agreement that others would be released and in most cases, specific reference was made to areas to be available for timber management and other purposes to support local communities.

I want to underscore that because the decade of eighties has turned out to be a decade of retrenching, recanting, and renegotiating.

I want to underscore what George Enneking said; that there's been a loss of trust in the wilderness process in many of Idaho's communities, and a feeling of betrayal by the government as we now go back and revisit some of those very same consensus decisions reached before.

In the eighties, we went through the McClure-Andrus compromise discussions over their bill. We followed through on the process and spent a lot of hours in negotiations with various parties in the process approved by the State Legislature, then on to Governor Andrus' Wilderness Timber Supply Task Force of last year and the year before, and now on to discussions about this bill.

The one thing that is painfully clear today is that we are further apart than ever. When you listen to the testimony of the previous panel, you hear wilderness proponents' demands have grown considerably larger than ever before while their support for the balancing provisions of release and certainty have diminished.

Perhaps it's time that we just simply recognize that new wilderness designations do not fit today's forest policy opportunities and challenges in the State of Idaho. Wilderness designations seem to be out of step with today's reality.

They're out of step with the view our forest scientists tell us in increasing numbers that Idaho's forests are unhealthy because they contain more trees than the ecosystem can support, not too few.

They're out of step with reality today because history lessons of the seventies and the eighties show us that it's just improper to try to promote, sustain multiple use management in Idaho forests by intensively concentrating timber management in small areas while leaving vast areas unmanaged.

And they're out of step with reality today with the emerging forest science of ecosystem management and the perplexing challenge of developing ecosystem-based multi-species management plans to meeting the inflexible single species management requirements of the Endangered Species Act.

And they are grossly out of step with reality today with the urgent need in our State of Idaho to foster consensus and cooperation among our people, rather than continued conflict and polarization.

We recognize that the special management provisions of your bill in Title II were born of the intent to try to bring back balance and compromise to this legislation, and we applaud that effort.

We have some concerns about how that's done and believe that it will only further confuse some situations, rather than resolve them, but the intent is admirable.

Also we recognize that the release language you included is an essential element to try to preclude passage of a bill and then open the door for the Forest Service to immediately have to engage in yet another round of deliberations.

Congressman, you know as well as anyone in this room the sense of frustration and panic faced by the men and women of Idaho's forest communities today.

We wake up each morning to confront a federal government which has become paralyzed by conflicting policies and bureaucratic entanglements. And each day, we see our forests deteriorate further from a host of pathogens which thrive on the over-stocked, overcrowded, and unmanaged stands.

And each month, we learn of our neighbors and friends who have been newly laid off due to cutbacks or reductions due to log shortages in local businesses and the associated community hardships that brings about.

And nearly each day, we hear of yet new policies being foisted upon Idaho forests from either here in Washington, drafted by some faceless bureaucrat, or the National Marine Fisheries office in Portland or maybe the Fish and Wildlife Service Offices in Seattle or Denver, all of which make little practical sense when we try to apply them on the ground in Idaho.

And yet the resource managers who take the time to come to Idaho and look at our forests realize that our forests are resilient and flexible and there's tremendous opportunities to have more for everyone.

At the turn of the last century, nearly 50 million acres of western land burned each year and thousands of lives were lost fighting these huge fires. The Congress then properly directed the Forest Service to control fires in the west and they've done an admirable job of doing that.

We didn't think about it at the time, and didn't ask ourselves what would replace those fires in our forest ecosystems, but we know today, trees replaced the fires, and sometimes ten times as many trees as ever existed in the same stands before. And that led to the forest health crisis that this Committee is well aware of in Idaho. It's been studied at great length.

And I'd like to submit, for part of the record, a most recent report entitled the "Forest Health Conditions in Idaho." This is an executive summary provided by the Idaho Forest, Wildlife and Range Policy Analysis Group.

Now that we face the turn of the next century right before us, Congress I think faces an important opportunity to take the blinders off and to address the forest management challenges in the future in a new way. You need to break the pattern of addressing every forest management policy issue by creating yet more reserves.

Reserves are not the answer in Idaho. You can call them wilderness areas, you can call them old growth reserves, you can call them riparian reserves, you can call them grizzly bear reserves, or just reserve reserves; they don't fit the forest conditions.

There's probably a role in the future, I believe, for more wilderness in Idaho but right now, in the face of our forest health problems and the problems we have making the Endangered Species Act and other laws work, it's time to get about the business, we believe, of getting on with forest health management and with the Endangered Species Act questions that you've raised.

That concludes my general views, and with these submissions for the record, I'd be happy to answer any questions.

[Prepared statement of Mr. Riley may be found at end of hearing.]

Mr. VENTO. Mr. Johnson has a statement.

If you want to summarize it, Mr. Johnson, please proceed.

STATEMENT OF MR. DAN JOHNSON, RESOURCE ORGANIZATION ON TIMBER SUPPLY (ROOTS), NEZ PERCE, ID

Mr. JOHNSON. Thank you, Congressman Vento.

Congressman LaRocco and members of the Committee, on behalf of Resource Organization on Timber Supply or "ROOTS", thank you for the opportunity to present our views on legislation to establish new wilderness areas in Idaho.

ROOTS is an Idaho non-profit organization, consisting of labor unions, logging contractors, and timber industry entities whose mission it is to represent its members in Clearwater and Nez Perce National Forest, decisions which influence timber management.

My purpose for testifying before you today is to inform you of ROOTS' position on HR 3732 and to discuss the potential impacts of HR 3732 on current and future Clearwater and Nez Perce National Forest land management decisions.

First I will present ROOTS' brief analysis of the four titles of HR 3732 as they relate to wilderness and timber management.

Secondly, I will summarize this analysis in a short statement.

In terms of wilderness in Idaho, there are currently 5.8 million acres of designated wilderness lands within a hundred miles of roadless areas on the Clearwater National Forest.

One out of five acres of national forest lands in Idaho is designated wilderness. Three out of four of those acres meet the physical definition of timberland.

ROOTS' position on new wilderness designations in Idaho is that only lands recommended by the current forest plans should be considered in HR 3732.

Wilderness designation for many of Idaho's roadless areas may unnecessarily forego present and future options for ecosystem management.

Land management agencies must define the relevant ecological units of ecosystem management in the Intermountain region before making further wilderness decisions.

After these ecological units have been defined, then we can assess further wilderness prospects, their function and location.

And in fact we may already have excessive wilderness which would impact our ability to manage whole ecosystems.

In reference to Title II, prescriptive management language should be an all-or-nothing approach to land management planning. It makes no sense to us to consider the whole rather than the individual parts.

In HR 3732, it is unclear how prescriptive management language would enhance national forest planning. Furthermore, it's difficult to assess what impacts this language may have on expected timber production from national forest lands.

In Title III, release language in HR 3732 should be abandoned in favor of certainty language. We're speaking of certainty language as it may apply to the supply of timber coming from national forest lands. Release language in any form has not been an effective tool for predictable resource development. However, if release language must be written, then we propose that hard release language be written for all of Idaho's roadless lands.

The Clearwater National Forest settlement agreement referred to in HR 3732 was designed to resolve management issues and allow the Forest to manage their timber sale program at a reduced level. However, every decision involving timber management has been appealed by groups or individuals not signatory to the settlement agreement. The combination of these two events has resulted in a dysfunctional timber sale program on the Forest. Nothing in HR 3732 changes this situation.

I might add too that settlement agreements and appeals are being used to reduce timber management programs on national forest lands across the United States.

Title IV, the communities surrounding the Clearwater and Nez Perce National Forests are not timber-dependent communities—at least that's not how we like to think about them. Rather, they're forest products producing communities and the women and men who live and work there are proud of that fact.

It is somewhat incomplete to discuss the need to rehabilitate the natural resources of Idaho's national forests without mentioning the reduced funding national forests have received. Many of the rehabilitation projects mentioned in HR 3732 would have been carried out had the national forests been funded at forest plan levels, to be sure. Nonetheless, we support any opportunity to improve existing resource conditions on the forests.

The water quality and fisheries resources of the Clearwater National Forest are in better condition than they were when the Forest Plan was signed in 1987.

I had to throw that in.

In closing, ROOTS only supports wilderness designations for lands recommended by current forest plans. We would like to see more extensive and more clear prescriptive language written. We need certainty language to resolve timber management concerns. And we welcome the opportunity to improve upon already improving already improving forest resource conditions on our national forest lands.

Congressman LaRocco, ROOTS deeply appreciates the effort and the hard work you've put in to settle this issue. As you know, ROOTS is a pretty diverse organization, when you mix management and labor and you throw in the loggers, and I think it's fair to say that we have a pretty diverse opinion within that organization on wilderness. Those who think it sucks, as you so eloquently stated earlier or quoted someone else,——

[Laughter.]

Mr. Johnson [continuing]. To those folks who will support you in anything that you do. So we're working under that, in that environment.

We would like to encourage you to continue your effort with forest health legislation and support for stewardship contracts. These are needed to put some timber on the market and address forest health problems until the current management gridlock is broken.

Thank you.

Mr. VENTO. Finally, the last witness is Sandra Mitchell, who's with the Idaho State Snowmobile Association and other Machine Association, or Trail Machine.

STATEMENT OF MS. SANDRA MITCHELL, REPRESENTING IDAHO STATE SNOWMOBILE ASSOCIATION AND THE IDAHO TRAIL MACHINE ASSOCIATION, BOISE, ID

Ms. MITCHELL. Trail Machine, yes, sir.

Mr. VENTO. Welcome and your statement's part of the record, if you will summarize.

Ms. MITCHELL. Congressman LaRocco, we share, with everyone else here, appreciation for your efforts. However, our organizations don't quite appreciate the results of your effort but we do appreciate you trying.

In Idaho, we are blessed with an abundance of wilderness, some 3,962,000 acres, giving us more land dedicated to that purpose than any state other than Alaska. These include the Selway-Bitterroot, the Frank Church-River of No Return, Gospel-Hump, Hell's Canyon and Sawtooth, all jewels in the nation's wilderness system.

Designation of the present wilderness system displaced many recreationists from cherished lands. The Seven Devils Scenic Area was, for example, very popular for motorized trail riding; bikers adopted and maintained much of its trail system. However, with designation of Hells Canyon Wilderness in 1975, they found themselves instant persona non grata, no longer welcome in an area they loved. Trail riders have been squeezed slowly and relentlessly into smaller and smaller places, many of which are the object of

the current Idaho Wilderness Bill. As you might expect, backs to the wall, they're ready to fight for their last remaining quality riding areas.

So who are these mechanized recreationists who value wild lands for their activities. In Idaho, some 40,000 O.H.V.'s and 28,000 snowmobiles are registered annually. This doesn't include out-of-state machines or bicycles.

About one out of every 26 Idahoans registers one or more machines, bringing in over \$350,000 annually to be spent on trail maintenance or other related projects. With the registration fees, adopt a trail programs, and other volunteer projects, motorized trail users and snowmobilers cover much of their own land use expenses. They pay their way.

These folks go to wild and undeveloped lands to find their recreation for many of the same reasons others visit wilderness. They want the challenge of wild lands, scenic beauty, remoteness and quality destinations, such as alpine lakes with fishing. Their numbers include young and old, the physically challenged, and those who love any challenge.

These people pose little threat to the integrity of our wild land resources. Trail machines, including the popular mountain bikes, confine their activities to the developed transportation systems. These facilities, if properly designed and maintained, can accommodate this use with little or no impact to resources.

Technology has reduced noise, exhaust fumes and other potential impacts to a minimum. Snowmobiles travel the wild lands at a time of year when their impact is negligible. Traveling above the land on snow, they leave no lasting evidence of their passing. They avoid steep ground and timbered areas, preferring high open ridges that offer views and don't impede travel.

No one else is there to object to their activity. The areas they ride are largely devoid of wildlife because of winter's deep snows. Of all recreation activities, motorized or non-motorized, snowmobiling has one of the least impacts on resources.

Many of the roadless areas proposed as wilderness in HR 3732 have long histories of mechanized recreation. Red Mountain, for example, has served trail bikers for over 30 years and contains miles of suitable trails. Patrick Butte and French Creek have likewise been used by snowmobilers. In spite of long traditions of use by mechanized recreationists, these areas are considered to have all of the attributes needed for additions to the wilderness system. Obviously, these activities have had little impact on scenic and other resources of roadless lands.

In the spectrum of recreation opportunities provided by our national forests, we have wilderness on one end of the scale and roaded, developed areas on the other. Most of us want experience that fits somewhere between these two extremes. The roadless areas under consideration for wilderness currently meet these needs. With a few exceptions, wilderness designation will tear them away from their current users, concentrating mechanized recreation to smaller and smaller areas of less and less quality.

Congressman LaRocco, we urge you to reconsider this bill and to reconsider the areas that you have included. Many of them are used now and will be used in the future by mechanized

recreationists. Our numbers are growing and they'll continue to grow, and we need those wild lands.

[Prepared statement of Ms. Mitchell may be found at end of hearing.]

Mr. VENTO. Thank you for your testimony.

Now, let's see now, the last panel was the panel in support of the bill? No. This panel is the panel in support of the bill.

Well, I think what it indicates is that this bill obviously has a lot of interest and people are still staking out their negotiating positions here, it seems like to me.

But we did like to get into that PILT line there. I think that Congressman Williams has been working on me, with Congressman LaRocco to get this bill up so that they can deal with the issues.

Obviously, the changes in forest health come from a lot of manifestations. In fact, last week, Congressman LaRocco was instrumental in bringing the program along with the American Forests presentation, and provided a briefing for members on exactly that topic.

Working and recognizing that, as timber harvests are curtailed for whatever reason, whether it's a listing or other factors, that in fact there needs to be some investment in these areas, these watersheds, and trying to look at this.

His bill tries to set up special management areas. I think that what I gathered from some of the statements was that this was actually taking away Forest Service flexibility. That's what the Forest Service says. Of course, they always say that.

But I was sort of surprised to hear that some of the witnesses here—I think that the reason Congressman LaRocco—actually, he can state this better than I—actually sought those types of watershed projects and other things in the bill, was to assure and answer concerns about trying to restore some of the areas that need restoration.

And Mr. Enneking—pardon me, I'm mispronouncing your name. Pronounce it for me, will you?

Mr. ENNEKING. Enneking.

Mr. VENTO. Enneking. What do you think about designating or identifying some of these special areas that need work, these watershed areas?

Mr. ENNEKING. I'm not that familiar with how everything works, so I probably, some of these other folks could probably answer this better.

But from my perspective, I would view this as probably double-layered management where we have forest plans now, a forest plan system that work through these kinds of problems.

I would caution that we didn't end up with this layer and then that layer and then that layer and not being able to get through the bureaucracy.

Mr. VENTO. Okay. Anyone else? Mr. Riley, I would expect.

Mr. RILEY. Mr. Vento, our association, our industry has been strong advocates of the watershed improvement and restoration programs on Federal lands in Idaho.

In fact, we've talked with Congressman LaRocco and others extensively about the land stewardship contracting and format for doing that.

We've pioneered projects in northern Idaho where forest product companies can actually be active in doing the work.

What we're looking for is opportunities for our folks to engage in the work in the woods. We have trained woods workers who are very experienced at this and believe numerous opportunities exist.

Mr. VENTO. We had some concerns about that in the last round that came out in terms of how it was being provided and whether or not small contractors were going to have an opportunity to participate.

I guess you probably know both sides of that particular issue?

Mr. RILEY. Right. And we've advocated that we can get a lot more of this work done a lot quicker if you'd allow the opportunity for those projects to be included as part of normal timber sale business, and while people are in the woods, they can take care of the whole job.

Mr. VENTO. Yes, that's something to be explored, but I think the problem was that if you're harvesting or you're not harvesting, it didn't split it off or break it off into the types of contracts, and there were some other limitations in it.

So that was a concern.

I understand your position therefore.

Mr. Enneking mentioned the forest plans and the layering issue, but one of the problems we're faced with now is we keep getting new information in terms of landscapes and pretty dramatic changes in terms of modifying the forest plans.

It might be a listing of a vertebrate species like the Chinook salmon or something of that nature that is going to necessitate some change in the forest management plan.

And when we start dealing with not being able to appeal, not limiting and limiting things, obviously there's a need, there's a concern.

I understand that you want to have some certainty and predictability but eliminating appeal also takes away the accountability element that might be there for someone to raise questions about what's happening. It could even be, it doesn't have to necessarily be from the standpoint of the environmentalist; it could actually be from someone on the other side, the Forest Service or the forest industry itself has filed appeals on occasion.

So it's pretty well worked through, but the problem is now we're getting new information coming in and isn't it a concern, in terms of eliminating appeals in anything?

Mr. RILEY. Well, Mr. Vento, I think when you look at what's going on in Idaho today, we have forest plans which are barely, in some cases, five years old where they're being announced for revision. Those are being overlaid by new planning efforts out of the east side FEMAT team that's being done for Idaho. Those are being overlaid by species management plans for the salmon and species management plans and recovery plans for the grizzly bear.

We've got our Federal agency managers doing so much planning, they're never doing any implementing at all. And then those things become appealed, they become litigated, and we're caught in this endless planning paralysis that never produces any sort of real management scenario.

We would advocate a process that was flexible, that looked at the ecosystem, that arrived at a plan, and then that plan could be, with a proper period of review, could be implemented and then changed when new information arose under proper system, without just getting trapped in this endless planning cycle.

Mr. VENTO. But this has nothing to do necessarily with wilderness. All of that's taking place irrespective of any type of wilderness type of suggestion. It isn't just the wilderness areas you're talking about. It's not just the study areas you're talking about.

Mr. RILEY. Well, that's right.

I can't help but note on Thursday, this Committee will mark up the Montana Wilderness Bill, which includes in it an extensive new provision to do ecosystem planning in addition to all these other plans that are currently going on in Montana as yet another layer in an already over burdened system.

And Congressman LaRocco's bill will include some new projects, some new tests, some new—you know, if we can't replace the existing planning process with what's new, and maybe that's what we should do, rather than just lay more and more planning on top of something that already doesn't work.

Mr. VENTO. The point, Mr. Riley, is that most of these plans have not come out of current laws or initiatives. In fact, it's probably been the successful efforts to prevent Congress from acting that has resulted in the proliferation and lack of direction with regards to forest policies. At various times, we have dealt with or tried to deal with those issues legislatively, but it's only been in the last year that there really has been any effort to try and really resolve some of the issues that are, for instance, in Region Six and other areas that are causing that difficulty.

So it's sort of getting ahead of the curve that needs to be done, and getting out of a state of denial, the fact that with endangered species whatever the problem is.

So it's hardly the legislation that is proposed or is being acted on, hopefully in the near future from Montana, that is necessarily the problem. In fact, I think that cuts through some of the issues and gets us to the goal of proper utilization of those resources.

Mr. LaRocco, did you have any questions of this panel?

Mr. LAROCO. I do, Mr. Chairman.

I want to thank this panel for being here today too, and giving their forthright testimony.

I was rather eloquent while you were out of the room earlier, but I was actually quoting somebody out of Elk City who had a colorful statement about my efforts on Meadow Creek, Mr. Chairman.

So, Mr. Johnson was correct. He used the right word anyway. [Laughter.]

Mr. LAROCO. You know, I have been trying to move this process along.

I want to say, just parenthetically, that during our discussion that you had, Mr. Chairman, with the panel here, we discussed a number of things that I've been active in. I would have bet you a big lunch that Commissioner Enneking would have brought up the PILD issue because it's really important to him, and I've been working on that issue.

We brought up forest health. I've been working on that.

We talked about the stewardship program. I just introduced a bill on that, so that we could move that forward.

On many fronts, I've been active to try and resolve issues that just keep bubbling up from the rocks.

And I think you heard Mr. Riley give you a litany of things that I think are of great concern to the forest products industry on the ground.

And I've heard it many times and I've looked at the timber sale program for every district in my wonderful district, and they are plummeting for the most part.

So I'm concerned about all these things.

But let me, Jim, if I may, Jim Riley, this is not a hostile question; it is a historical view of things. Because I think that what has happened, and maybe you can indicate to the Committee and to the Chairman, what is going on in Idaho.

I mean it was three years or so ago that the timber industry actually, I think, up front supported negotiated wilderness in Idaho. They thought it was a good idea. And I had already asked the earlier panel about that.

Two years ago, the industry requested that the Governor's task force look into prescriptive language—that was the Task Force on Timber Supply—as an alternative to wilderness or to help create some certainty and resolve that certainty question.

And then not too long ago, I think my release language was more or less advocated and supported by the timber industry when it was on a Montana wilderness bill.

And now I've heard your testimony today. It's sort of like this doesn't do it at all. And one could read even into that no wilderness, don't do this, or maybe get the other problems solved before you do it.

So the question is what gives, what is taking place. Maybe you've already given the Chairman and this Committee that answer in terms of the whole layers of problems that have been occurring because of the Endangered Species Act, Salmon, FEMAT, the pack fish, other things.

Would you mind commenting on this, on the whole development of where we've been? I asked the other panel in fairness about whether they were there at the table, and I've tried to listen to both sides and tried to be that person in the middle.

Mr. RILEY. Well, I think Congressman, if you look back on the six wilderness bills that have been enacted for Idaho, you will find that there was forest product industry support in fair measure for each of those six bills.

In the course of developing those six bills, there were local and in some cases, regional or state-wide discussions about what the tradeoffs were in those bills. Because at that point in time, that was the linchpin issue for a lot of folks.

You point out correctly that four years ago, I believe now, when the State of Idaho created the deliberation process, I spent many, many hours with Dennis Bear at the Sierra Club and actually in his wine cellar in Moscow, looking at maps and talking about ways to solve this problem.

And the closer Dennis and I seemed to get about solving these issues, the farther away others, you know, who represent the pro-wilderness point of view seemed to get.

I really think that three things have changed. The first of which is that there is no longer a sincerity about bringing about resolution. There are some advocates, proponents of well, there are some proponents of the wilderness debate that just view this as being put one train on the track and get one step now and you take the next step later and whatever you can get. Everything is renegotiable, everything's done.

And if we can't have true balance in these equations, I mean there's not the grounds for compromise anymore.

The second thing is that as the planning process for the Forest Service has become so incredibly complex and impossible under this myriad of laws, simply resolving the wilderness question doesn't make a lot of difference anymore as to what will or won't happen on a national forest.

You find that the cold mallard area, which was addressed so eloquently in the Frank Church bill, is now under litigation and an injunction's in place for reasons that don't have anything to do with the wilderness issue anymore, all right.

And so because of that, simply just getting wilderness behind it doesn't mean anything in the context of resolving the debate.

And third, you know, I think we face today a situation where we need such complete rework of the entire process to get our forests back to managed the way they ought to be and the way they could be in the State of Idaho, that these simple all-or-nothing type of solutions are not relevant to today's problem.

We have the technology today. We ought to have the intellectual capacity to progress beyond just reserves as being the answer to these issues.

So I would offer that. The reason why we're having trouble gaining passage of the Montana bill or an Idaho bill, I worked on both of them, is not because of the lack of leadership in Congress; it's because there's no consensus in the state because of these very polarized points of view that these all-or-nothing proposals always generate.

And if we can get back to win wins, we can then build consensus and we can move legislation. It won't look like a wilderness bill, but move legislation that'll solve these problems.

Mr. LAROCO. Well, I appreciate that. I feel like Heathrow Airport here. The mortars are coming in from all sides.

Mr. RILEY. You ought to be in Orpheno. [Laughter.]

Mr. LAROCO. I've been in Orpheno.

Let me say, though, that this wilderness bill does not look like the wilderness bills of old. The Gospel Hump wilderness bill, or the Central Idaho Wilderness Bill.

There are certain unique features in here. I mean, the restoration features of it, the SMAs, the watershed projects and so forth. I mean, we're trying to break new ground and I think the Chairman, quite frankly, is open to this as long as we don't get too wild and crazy with regard to the establishment of precedents.

We're trying to work within a framework. But yet there's a hearing going on right now in this room with regard to slow-up. There's

a whole new ball game. Two days we'll be in this room and we'll be marking up a wilderness bill saying let's see if we can move this along towards resolution.

At that point, if there is resolution, then Idaho's the last fast track to—lands in the United States which has instant constituencies that don't support, by the way, your position on this.

So I'm trying to make it win as best I can.

Mr. Halley, I appreciate your supportive statements. I'll tell you what, it's been a long day and you almost brought this Congressman to tears. I appreciate that.

And labor I think has, and your organization, the AFL-CIO, I think deserves a lot of credit for studying these issues, rolling up your sleeves and showing your identity on this issue and how you feel about it, and not getting dragged around by anybody, and standing up for what you feel is right.

And I appreciate that to no end.

And I think you mentioned my seven-point program. And that's a recognition right there that it's a multifaceted approach to resolve the issues on the ground in our great state.

So I appreciate that and I hope that you'll tell your brothers and sisters that I appreciated that support. I don't think it will go unnoticed by this Committee, nor by me particularly.

And Ms. Mitchell, I appreciate your testimony.

For the record, you have been in consultation with Ernie Lombard representing Trail Machines?

Ms. MITCHELL. Yes.

Mr. LAROCO. And so forth. So that your testimony was both with regard to machines that don't leave tracks and others that—

Ms. MITCHELL. That run on trials, right. And either one make any impact.

Mr. LAROCO. I don't either. I don't either.

To Mr. Lombard's credit, I did get maps that had trail numbers and I tried to use that in the development of the bill, and I'll be showing those to the Chairman as well.

Ms. MITCHELL. I'm sure you have ours, too, don't you, our maps?

Mr. LAROCO. Yes, I do. I do indeed.

As a matter of fact, I think the testimony in Boise, or was it Lewiston, you had said that 1570, my original bill, was just specifically with regard to snowmobiles, was a recognition of some of the concerns that you had earlier, and that there were certain parts of the bill that—

Ms. MITCHELL. That we could have lived with and would have lived with.

Mr. LAROCO. Right.

Ms. MITCHELL. The areas that we had particular concern with were the areas that I talked with Charlie Mosher about, and those were the—Patrick and French and the Payette, and we told him those were areas that are ridden heavily by snowmobilers and will continue to be ridden.

And as technology improves, we're going to go higher and higher and stake out larger—in your new bill.

Mr. LAROCO. Mr. Johnson, I want to say that—

Mr. VENTO. Does that mean that if they go higher and higher, they'll—and they can land in—

[Laughter.]

Ms. MITCHELL [continuing]. Well, we could. Open it up, we'll go.

Mr. LAROCO. Mr. Johnson, in your testimony with regard to Title III, I think there's a statement here. Let me address it and see if I'm reading this correctly.

You said we're speaking of certainty language as it may apply to the supply of timber coming from national forest lands.

Are you suggesting an establishment of ASQ levels in a bill?

Mr. JOHNSON. No, I'm not, and that never came up. I think really what it is is through the ROOTS organization, we're really committed to the forest plans, and that's how we try to—the Forest Service to manage their lands, you know, whether we like the decisions that were made in that forest plan or not, that's what we abide by.

And so the certainty I'm speaking of is if we've made a decision to manage an area for timber, and as Chairman Vento brought up, things are changing fast, and those were written under a separate—under the laws that existed then. You know, those plans are flexible. They can be amended, things like that.

But at least let's do what the plan says we're going to do. That's what I'm talking about. So that we can manage it for all the resources.

Mr. LAROCO. I think some of the opposition to my bill is coming from people who actually felt that I adhered to the plan too much. You heard the Forest Service perhaps testify earlier that it was beyond the forest plans.

But that's what came out at the hearings. This was an adjunct, if you will, to the public input that was provided during the comment period. And actually some people pointed to a weakness in my bill because I have put into special management areas almost what was in the plan, the forest plans.

So in some way, I've tried to use that as a template for putting the certainty into this because of the mistrust and distrust that I heard during all of the town meetings that I had. So I was trying to listen to that.

Well, let's see, Commissioner Enneking, I'm happy that you recognized your fellow Commissioner, Mr. Jim Wilson, from Clearwater County. I certainly want to welcome him to the hearing. And to my other constituent sitting behind, Jerry Clemmon, in the green and white shirt back there and his buds, sitting to the right and left, and I can't come up with the names, but welcome and Jim, good to see you, sir.

Commissioner Enneking, every time we talk, you bring up Chairman Vento's name with regard to PILT. Speak now or forever hold your peace.

You can do it on my time if you want. I just don't want you to get out of the room and say, darn, I wish I had leaned on him a little bit heavier about PILT.

You are the national spokesman for PILT and the cost of living and the backer of Congressman Williams' bill, and I think Chairman Vento knows where you stand. But I wouldn't want you to leave the hearing room without one last shot here. It is important to you.

Mr. ENNEKING. Thank you, Congressman LaRocco.

Chairman Vento, I'm sure that when you bring it before the Committee, I'll be here.

Mr. LAROCO. That's right. This is a tuneup.

I would say, Mr. Chairman, that George Enneking and his statistics about Idaho County really point to how vast that county is and the commitment that they've made to wilderness in this country. It is a huge, sprawling absolutely beautiful area that has been written up in many journals and magazines about the management of the Nez Perce National Forest.

These are tough decisions and Idaho County has epitomized I think the commitment to wilderness and land management decisions, and we've been in there trying to work on these issues as we were in Grangeville and held stormy meetings at the Elks Club there. And I remember coming out one day after that meeting on Gospel Hump and my old boss, Frank Church, was hanging in effigy and we got through that area, and then we worked on Central Idaho and then Cove Mallard, and it's a wonderful, beautiful area that I hope you can see more of over the Easter break.

And I just want to thank this panel for their contributions. I want to plow ahead for some strange reason, but let me state that it is not strange, actually. I think that it's my job, as a member of the House of Representatives, to try and resolve issues.

I still think that there's a light at the end of the tunnel for this. I'm hopeful. I'm not going to give up on this issue, and I'm going to work with this Committee and all of you to see if we can piece together various parts of this testimony to come up with a proposal and a markup that I can bring to this Committee as a substitute and move this process forward.

I take this two-year term very seriously, I might add, and that I just fear that without this commitment that we may be hostage to people who don't have the same commitment and don't go back to Grangeville and live there and work in the woods and raise their families in these communities.

And if I did step on any toes with regard to that timber-dependent category—I forgot who mentioned that. Was that you, Mr. Johnson?

That was unintentional. I understand that these are vernacular colloquial terms that are embedded in our brain, and to the men and women that work in the woods, they have my deepest admiration. I'm very concerned about their kids and what their future looks like and the certainty.

Mr. Halley, you have a closing statement?

Mr. HALLEY. Yes. I'd just like to mention that I thank you for your comments as far as organized labor taking a look at this.

A lot of the reasons that we decided to go ahead with this and support in theory is that we've seen what happens on the West Coast when a plan comes out. In particular, I've been very involved in the Option Nine and trying to get some relief for the guys on the West Coast. And a plan comes out and it's not acted upon.

Option Nine, we were asked to accept it and it promised 1.3 billion board feet by the end of 1993 for some immediate relief, a lifting of the court injunction, 1.2 billion for 1994, and here we are al-

most on the first anniversary of the Forest Conference with nothing. You know, it hasn't even gone back to Judge Dwyer yet.

So we see the Wilderness Bill as important because it's a base line. Something needs to be settled, like you said, the certainty.

We think the Forest Health Act is every bit as much a part of this Wilderness Bill as the Wilderness Bill itself, because with Jack Ward Thomas taking over the Forest Service and going to an ecosystem management approach, we should be able to take a look at every square inch of Idaho, you know. And when you're talking millions of acres, and that's just the forests, look at every square inch, do what's best for it, I have to drive from McCall to Sandpoint, you know, skiing and I drive to the Washington coast and the Oregon coast all the time.

In the two years I've been working on natural resource issues, I started out at fourteen years old planting trees in the Silver Valley, and I can't drive by a piece of bare ground now without thinking there should be some trees growing there, and I can't drive by a stand of trees without thinking, you know, some of those can be cut down.

And that's the kind of approach that organized labor wishes to see for all Idaho.

Mr. LAROCO. Well, thank you very much, and thank you, Mr. Chairman. I hope it's recognized by all those that have testified today that you have a commitment to these issues and you've certainly given me every courtesy that any member could ask for in terms of a member coming to this Committee, wanting to serve on this Committee, and wanting to tackle tough problems.

You've extended to me—

Mr. VENTO. I'll let you get into all the trouble you want to.

Mr. LAROCO. Thank you. [Laughter.]

That's right. That's right. It's my choice.

Mr. VENTO. In fact, I encourage you to.

Mr. LAROCO. Thank you.

Mr. VENTO. Well, I think the thing is that there is a lot of controversy here. The easy thing would be to probably avoid it. You're going to get a lot of criticism today, which is not easy. But you have my respect.

I think that in the old Roman adage, you'd rather be respected than loved. It's not easy. Because I think we really want the latter, rather than the former.

But I think to get something done, I think that wilderness legislation is one of the only things moving, sort of moving anyway, with regards to the Congress and the administration, at least moderately moving.

This is of course in Idaho and Montana, we've got the toughest Forest Service areas that remain, and so often I don't know that it's necessarily, as was pointed out, bad faith as it is so much new information that's coming down.

As you looked at the drop in terms of the harvest levels in Idaho County in the revenue difference which speaks to maybe we ought to be looking at a different way in terms of how those counties are funded or how we distribute receipts, or what we can do to address that.

But what's happened with some of it is there's so many answers to come from simply a wilderness bill which we really can't address. There are other areas that have to be. And of course, many would like to put all of their chips into wilderness, all the land, because they are not satisfied with the policy path that the Forest Service has been on.

But hopefully, some of that will be changed by virtue of the fact they're trying to address the problem. I have no doubt with respect to what was, with the FEMAT program what was being attempted there is the right thing. They can't get the judge or they can't get the things in order, but I think at least it's a step in the right direction.

And the Committee and most of the members that have been active in this issue looking for positive solutions have been supportive of that process, partly because we haven't got any choice in terms of the law and the courts, and partly because we think it's what we have to do.

But I can't control the information, the new information that comes out that changes the basis on which we manage forests. That's part of the issue with regards to forest health. But I understand if you come up here with your chest bared with regards to all of the issues in this, that that doesn't leave you any opportunity for change down the road, and it may not be accepted. It may end up being just another political response to what is your best effort.

But you still have to do it. I think we're trying to do it. And I think that Congressman LaRocco is an honest broker as well as others who are working on this, and I hope that I can withstand the pressure and do the right thing by him in terms of the efforts and risks he's taken in presenting this today.

And there are some parts I disagree with, that I won't go along with, but there are other things I think that we have to look at very carefully in terms of making it work in the field and on the ground.

So with that said, I appreciate your effort, respect your effort. I don't know that I love your effort. But in any case, we appreciate the witnesses and their patience.

We stand adjourned.

[Whereupon, at 2:15 p.m., Tuesday, March 15, 1994, the Committee was adjourned, subject to call of the Chair; and the following was submitted for the record:]

103D CONGRESS
1ST SESSION

H. R. 1570

To designate certain lands in the State of Idaho as wilderness, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

MARCH 31, 1993

Mr. LAROCO introduced the following bill; which was referred jointly to the Committees on Natural Resources and Agriculture

A BILL

To designate certain lands in the State of Idaho as wilderness, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE AND TABLE OF CONTENTS.**

4 (a) **SHORT TITLE.**—This Act may be cited as the
5 “Idaho Wilderness, Sustainable Forests and Communities
6 Act of 1993”.

7 (b) **TABLE OF CONTENTS.**—The table of contents for
8 this Act is as follows:

Sec. 1. Short title and table of contents.

Sec. 2. Findings.

Sec. 3. Purposes.

TITLE I—IDAHO WILDERNESS

- Sec. 101. Panhandle National Forest.
- Sec. 102. Clearwater National Forest.
- Sec. 103. Nez Perce National Forest.
- Sec. 104. Payette National Forest.
- Sec. 105. Boise National Forest.
- Sec. 106. Salmon National Forest.
- Sec. 107. Sawtooth National Forest.
- Sec. 108. Challis National forest.
- Sec. 109. Targhee National Forest.
- Sec. 110. Caribou National Forest.
- Sec. 111. Administration and general provisions.
- Sec. 112. Grazing.

TITLE II—IDAHO FOREST MANAGEMENT

- Sec. 201. Panhandle National Forest.
- Sec. 202. Clearwater National Forest.
- Sec. 203. Nez Perce National Forest.
- Sec. 204. Payette National Forest.
- Sec. 205. Boise National Forest.
- Sec. 206. Salmon National Forest.
- Sec. 207. Sawtooth National Forest.
- Sec. 208. Challis National forest.
- Sec. 209. Targhee National Forest.
- Sec. 210. Caribou National Forest.
- Sec. 211. Management plans.
- Sec. 212. Map and description.
- Sec. 213. Water quality on the Panhandle National Forest.
- Sec. 214. Monitoring of management areas.

TITLE III—RELEASE TO MULTIPLE USE

- Sec. 301. Wilderness review.

TITLE IV—IDAHO RURAL ECONOMIC DEVELOPMENT

- Sec. 401. Findings and purposes.
- Sec. 402. Ecosystem restoration and rehabilitation projects.
- Sec. 403. Authorization of appropriations.

1 **SEC. 2. FINDINGS.**

- 2 Congress finds the following:
- 3 (1) The State of Idaho contains some 9,000,000
- 4 roadless acres of land owned by the Federal Government
- 5 and managed by the Forest Service. This vast roadless
- 6 tract of primitive and undeveloped land is the largest
- 7 unroaded area within a State in the conterminous United
- 8 States and is of immense national significance.

1 (2) Certain of these wildlands should be incorporated
2 into the National Wilderness Preservation System to pro-
3 vide statutory protection for lands containing diverse habi-
4 tats and watersheds vital to resident and anadromous fish-
5 eries and wildlife; to preserve scenic, historical and cul-
6 tural values; to promote scientific research; and to provide
7 for primitive recreation, solitude, and physical and mental
8 challenges.

9 (3) Congressional resolution of disputes over future
10 management of Idaho's vast roadless lands is necessary
11 to assure a dependable and sustainable supply of timber
12 from Federal lands so that natural resource-based com-
13 modity production continues as an important part of rural
14 life in Idaho.

15 (4) Congressional direction is required through the
16 establishment of management areas on identified roadless
17 lands to ensure effective implementation of forest plans
18 for national forests in Idaho.

19 (5) A key to creating sustainable economies in Ida-
20 ho's rural communities is prudent and ecological manage-
21 ment of the land to assure long-term productivity.

22 (6) Idaho's roadless areas are vital to the State's
23 growing tourism industry, outfitting and guiding,
24 backcountry recreation, and municipal watersheds.

1 (7) Idaho's roadless lands released by this Act for
2 nonwilderness purposes provide valuable dispersed recre-
3 ation opportunities for motorized and nonmotorized users.

4 (8) There have been several confirmed sightings, and
5 hundreds of probable sightings, of gray wolf in Idaho's es-
6 tablished wilderness and roadless areas.

7 **SEC. 3. PURPOSES.**

8 The purposes of this Act are to—

9 (1) provide a comprehensive, statutory frame-
10 work for the protection, administration, and man-
11 agement of certain roadless wildlands of Idaho
12 through—

13 (A) the addition of certain roadless lands
14 to existing wilderness areas;

15 (B) the designation of certain roadless
16 lands as management areas, wildlife corridors, a
17 recreation area, an historic area, and a forest
18 demonstration project;

19 (C) the addition to the National Wilder-
20 ness Preservation System of certain roadless
21 lands;

22 (D) the release of certain National Forest
23 System lands for multiple-uses other than wil-
24 derness in accordance with title III of this Act;
25 and

1 (2) ending the controversy over which roadless
 2 lands within Idaho will be designated wilderness,
 3 while assuring that certain roadless lands better
 4 suited for special management be managed by the
 5 Forest Service under title II of this Act, and those
 6 lands better suited for multiple use other than wil-
 7 derness will be managed by the Forest Service under
 8 applicable laws including the laws, rules, and regula-
 9 tions generally applicable to the National Forest
 10 System and applicable land management plans.

11 **TITLE I—IDAHO WILDERNESS**

12 **SEC. 101. PANHANDLE NATIONAL FOREST.**

13 In furtherance of the purposes of the Wilderness Act
 14 (16 U.S.C. 1131-1136), the following lands in the State
 15 of Idaho are hereby designated as wilderness and therefore
 16 as components of the National Wilderness Preservation
 17 System:

Name of Wilderness Area	Approximate Acreage
Salmo-Priest	19,200
Long Canyon	39,040
Scotchman Peaks	21,120

18 **SEC. 102. CLEARWATER NATIONAL FOREST.**

19 In furtherance of the purposes of the Wilderness Act
 20 (16 U.S.C. 1131-1136), the following lands in the State
 21 of Idaho are hereby designated as wilderness and therefore
 22 as components of the National Wilderness Preservation
 23 System:

Name of Wilderness Area	Approximate Acreage
Mallard-Larkins	158,080
The Great Burn	179,200
Lewis and Clark	53,760
Selway-Bitterroot Additions	31,360

1 **SEC. 103. NEZ PERCE NATIONAL FOREST.**

2 (a) DESIGNATION.—In furtherance of the purposes of
3 the Wilderness Act (16 U.S.C. 1131-1136), the following
4 lands in the State of Idaho are hereby designated as wil-
5 derness and therefore as components of the National Wil-
6 derness Preservation System:

Name of Wilderness Area	Approximate Acreage
Selway-Bitterroot Addition	160,000

7 (b) BOUNDARY ADJUSTMENT.—Section 4(a)(1) of
8 the Endangered American Wilderness Act of 1978 (Public
9 Law 95-237; 92 Stat. 43) is amended by striking “which
10 comprise about two hundred and six thousand acres, as
11 generally depicted under the category ‘Wilderness’ on a
12 map entitled ‘Gospel-Hump Planning Unit’ and dated
13 January 1978,” and inserting “which comprise 205,933
14 acres, as generally depicted under the category ‘Wilder-
15 ness’ on a map entitled ‘Gospel-Hump Revised Bound-
16 aries’ and dated March 1983,”.

17 **SEC. 104. PAYETTE NATIONAL FOREST.**

18 In furtherance of the purposes of the Wilderness Act
19 (16 U.S.C. 1131-1136), the following lands in the State
20 of Idaho are hereby designated as wilderness and therefore

1 as components of the National Wilderness Preservation
2 System:

Name of Wilderness Area	Approximate Acreage
French Creek	37,760
Patrick Butte	42,240
Needles	95,800
Secesh	116,200
Frank Church-River of No Return Addition	27,520

3 **SEC. 105. BOISE NATIONAL FOREST.**

4 In furtherance of the purposes of the Wilderness Act
5 (16 U.S.C. 1131-1136), the following lands in the State
6 of Idaho are hereby designated as wilderness and therefore
7 as components of the National Wilderness Preservation
8 System:

Name of Wilderness Area	Approximate Acreage
Needles	3,970
Hanson Lake	14,200
Red Mountain	88,000
Ten Mile-Black Warrior	78,800
Peace Rock	106,240

9 **SEC. 106. SALMON NATIONAL FOREST.**

10 **SEC. 107. SAWTOOTH NATIONAL FOREST.**

11 **SEC. 108. CHALLIS NATIONAL FOREST.**

12 **SEC. 109. TARGHEE NATIONAL FOREST.**

13 **SEC. 110. CARIBOU NATIONAL FOREST.**

14 **SEC. 111. ADMINISTRATION AND GENERAL PROVISIONS.**

15 (a) ADMINISTRATION.—Subject to valid existing
16 rights, the wilderness areas designated under this title
17 shall be administered by the Secretary of Agriculture
18 (hereinafter in this Act referred to as the “Secretary”)

1 in accordance with the provisions of the Wilderness Act
2 governing areas designated by that Act as wilderness, ex-
3 cept that any reference in such provisions to the effective
4 date of the Wilderness Act (or any similar reference) shall
5 be deemed to be a reference to the date of enactment of
6 this Act.

7 (b) NAME.—Each wilderness area named in a table
8 contained in this title shall be the area referenced in that
9 table, as generally depicted on the map entitled “_____”
10 and known by the name given to it in that table, except
11 that the Selway-Bitterroot Additions on the Clearwater
12 and Nez Perce National Forests made by sections 102 and
13 103 shall be added to, and administered as part of, the
14 Selway-Bitterroot Wilderness and the Frank Church-River
15 of No Return Addition on the Payette National Forest
16 made by section 104 shall be added to, and administered
17 as part of, the Frank Church-River of No Return Wilder-
18 ness.

19 (c) MAPS AND DESCRIPTIONS.—As soon as prac-
20 ticable after enactment of this Act, the Secretary shall file
21 a map and a legal description of each wilderness area des-
22 ignated under this title with the Committee on Natural
23 Resources and the Committee on Agriculture of the House
24 of Representatives and with the Committee on Energy and
25 Natural Resources of the Senate. Each such map and de-

1 scription shall have the same force and effect as if in-
2 cluded in this Act, except that correction of clerical and
3 typographical errors in such legal description and map
4 may be made. Each such map and legal description shall
5 be on file and available for public inspection in the Office
6 of the Chief of the Forest Service, United States Depart-
7 ment of Agriculture.

8 (d) **BUFFER ZONES NOT INTENDED.**—The Congress
9 does not intend that designation of wilderness areas in the
10 State of Idaho lead to the creation of protective perimeters
11 or buffer zones around each wilderness area. The fact that
12 nonwilderness activities or uses can be seen or heard from
13 areas within a wilderness shall not, of itself, preclude such
14 activities or uses up to the boundary of the wilderness
15 area.

16 (e) **WILDLIFE AND FISH.**—As provided in section
17 4(d)(7) of the Wilderness Act, nothing in this Act shall
18 be construed as affecting the jurisdiction or responsibil-
19 ities of the State of Idaho with respect to wildlife and fish
20 in the national forests in the State of Idaho.

21 **SEC. 112. GRAZING.**

22 Grazing of livestock in wilderness areas designated by
23 this Act, where established prior to the date of enactment
24 of this Act, shall be administered in accordance with the
25 provisions of section 4(d)(4) of the Wilderness Act (16

1 U.S.C. 1133(d)(4)), as further interpreted by section 108
2 of Public Law 96-560.

3 **TITLE II—IDAHO FOREST** 4 **MANAGEMENT**

5 **SEC. 201. PANHANDLE NATIONAL FOREST.**

6 (a) **GENERAL MANAGEMENT DIRECTIVE.**—The man-
7 agement areas and historic area designated by this section
8 shall be administered in accordance with applicable laws
9 including this Act; the laws, rules, and regulations applica-
10 ble to the National Forest System; and the document enti-
11 tled “Forest Plan Idaho Panhandle National Forests”,
12 adopted in August 1987, as such plan may be revised or
13 amended from time to time.

14 (b) **SELKIRK CREST MANAGEMENT AREA.**—

15 (1) **DESIGNATION.**—The area on the Panhandle
16 National Forest, comprised of approximately 21,120
17 acres as generally depicted on the map entitled “Sel-
18 kirk Crest Management Area—Proposed”, is des-
19 ignated as the Selkirk Crest management area.

20 (2) **MANAGEMENT EMPHASIS.**—The manage-
21 ment of the Selkirk Crest management area shall be
22 in accordance with the memorandum of understand-
23 ing relating to such area, entered into between the
24 Forest Service and the State of Idaho on May 6,

1 1971, as it may be modified by agreement of the
2 parties.

3 (c) OTHER MANAGEMENT AREAS.—

4 (1) DESIGNATIONS.—The following areas on
5 the Panhandle National Forest, as generally de-
6 picted on the map entitled “Panhandle National
7 Forests Management Areas—Proposed”, are hereby
8 designated as management areas:

Name of Area	Approximate Acreage
Continental Mountain	5,760
Saddle Mountain	6,400
Farnham/Russell	24,320
Burton Peak	8,960
Katka Peak	10,880
Bald Eagle	3,840
Timber/Buck	7,684

9 (2) MANAGEMENT EMPHASIS.—The manage-
10 ment areas designated by paragraph (1) shall be
11 managed to provide for the sustainable growth and
12 production of commercially valuable wood products
13 and general public use on lands suitable for timber
14 production while managing identified grizzly bear
15 and caribou habitat.

16 (d) MARBLE CREEK HISTORIC AREA.—

17 (1) DESIGNATION.—The area on the Panhandle
18 National Forest, comprised of approximately _____
19 acres as generally depicted on the map entitled
20 “Marble Creek Historic Area—Proposed”, is des-
21 ignated as the Marble Creek historic area.

1 (2) MANAGEMENT.—(A) The Marble Creek his-
2 toric area shall be managed to interpret and pro-
3 mote the history of logging. Nothing in this sub-
4 section shall be construed to inhibit logging in the
5 area, except as provided in subparagraph (B).

6 (B) The Marble Creek historic area includes a
7 high country component, comprised of approximately
8 _____ acres generally known as the Grandmother
9 Mountain area. The management emphasis of the
10 Grandmother Mountain area shall be primitive, non-
11 motorized recreation and the area shall be managed
12 to promote fishing, hunting, and wildlife habitat.
13 Logging shall not be permitted in the Grandmother
14 Mountain area.

15 (e) ST. JOE FOREST DEMONSTRATION PROJECT.—

16 (1) IN GENERAL. The Secretary shall conduct
17 a demonstration project on the St. Joe National
18 Forest. The purpose of the project shall be to dem-
19 onstrate the change in timber volume as a result of
20 investing in good sites on lands already roaded.

21 (2) SITES.—Within the 6-month period begin-
22 ning on the date of the enactment of this Act, the
23 Forest Service shall locate sites on the St. Joe Na-
24 tional Forest outside wilderness or other areas where
25 timber harvest is not permitted and where timber

1 productivity is greater than 70 cubic feet per acre
2 per year. These sites shall be intensively managed
3 for timber production using mostly uneven-aged
4 management and silvicultural practices, including
5 pre-commercial thinning, fertilization, pruning, and
6 planting of diverse species. The selection of sites
7 under this paragraph does not preclude the identi-
8 fication of small, high class sites below 5,000 feet in
9 altitude which should be excluded from such man-
10 agement for genetic and biological purposes.

11 (3) MONITORING AND APPLICABLE STAND-
12 ARDS.—The Forest Service shall continually monitor
13 the demonstration project to determine the change
14 in timber volume. Water quality standards and old-
15 growth standards, as such standards may be modi-
16 fied from time to time, shall remain in effect on the
17 lands affected by the demonstration project carried
18 out under this subsection.

19 (4) ADVISORY GROUP.—The Secretary shall ap-
20 point a citizens advisory group to provide guidance
21 and advice to the Forest Service in implementing
22 this subsection. The advisory group shall be com-
23 prised of 5 local individuals and shall represent di-
24 verse interests.

1 (5) **EXISTING TIMBER SALES.**—Implementation
2 of this subsection shall not affect timber sales under
3 contract or near completion of preparation as of the
4 end of the 6-month period referred to in paragraph
5 (2).

6 (6) **SUNSET.**—The demonstration project car-
7 ried out under this subsection shall terminate at the
8 end of the 10-year period beginning on the date of
9 the enactment of this Act.

10 **SEC. 202. CLEARWATER NATIONAL FOREST.**

11 (a) **GENERAL MANAGEMENT DIRECTIVE.**—The wild-
12 life corridors designated by this section shall be adminis-
13 tered in accordance with applicable laws including this
14 Act; the laws, rules, and regulations applicable to the Na-
15 tional Forest System; and the document entitled the
16 “Clearwater National Forest Plan”, adopted September
17 1987, as such plan may be revised or amended from time
18 to time.

19 (b) **VANDERBILT WILDLIFE CORRIDOR.**—

20 (1) **DESIGNATION.**—The area on the Clearwater
21 National Forest, comprised of approximately 41,600
22 acres as generally depicted on the map entitled
23 “Vanderbilt Wildlife Corridor—Proposed”, is des-
24 signated as the Vanderbilt wildlife corridor.

1 (2) MANAGEMENT EMPHASIS.—The manage-
2 ment emphasis for the Vanderbilt wildlife corridor
3 shall be on wildlife habitat. Where possible, timber
4 harvest shall make use of existing roads or aerial
5 yarding systems. Road construction should be subor-
6 dinate to wildlife habitat and water quality, and,
7 where road construction is necessary, obliteration
8 after assurance of successful regeneration is pre-
9 ferred.

10 (c) WEITAS CREEK WILDLIFE CORRIDOR.—

11 (1) DESIGNATION.—The area on the Clearwater
12 National Forest, comprised of approximately 81,280
13 acres as generally depicted on the map entitled
14 “Weitas Creek Wildlife Corridor—Proposed”, is des-
15 ignated as the Weitas Creek wildlife corridor.

16 (2) MANAGEMENT EMPHASIS.—The manage-
17 ment emphasis for the Weitas Creek wildlife corridor
18 shall be on wildlife habitat. Where possible, timber
19 harvest shall make use of existing roads or aerial
20 yarding systems. Road construction should be subor-
21 dinate to wildlife habitat and water quality, and,
22 where road construction is necessary, obliteration
23 after assurance of successful regeneration is pre-
24 ferred.

1 **SEC. 203. NEZ PERCE NATIONAL FOREST.**

2 (a) **GENERAL MANAGEMENT DIRECTIVE.**—The man-
3 agement area designated by this section shall be adminis-
4 tered in accordance with applicable laws including this
5 Act; the laws, rules, and regulations applicable to the Na-
6 tional Forest System; and the document entitled the “Nez
7 Perce National Forest Plan”, adopted October 1987, as
8 such plan may be revised or amended from time to time.

9 (b) **UPPER MEADOW CREEK MANAGEMENT AREA.**—

10 (1) **DESIGNATION.**—The area on the Nez Perce
11 National Forest, comprised of approximately 32,640
12 acres as generally depicted on the map entitled
13 “Upper Meadow Creek Management Area—Pro-
14 posed”, is designated as the Upper Meadow Creek
15 management area.

16 (2) **MANAGEMENT EMPHASIS.**—The manage-
17 ment emphasis for the Upper Meadow Creek man-
18 agement area shall be on water quality and anad-
19 romous fish habitat while timber shall be managed
20 to yield primarily an uneven-aged stand structure
21 with minimum level of low impact roads. Roads con-
22 structed after the date of enactment of this Act shall
23 be closed, drainage structures removed, road fills
24 pulled back to the original ground level, and the dis-
25 turbed area revegetated.

1 **SEC. 204. PAYETTE NATIONAL FOREST.**

2 (a) **GENERAL MANAGEMENT DIRECTIVE.**—The man-
3 agement areas designated by this section shall be adminis-
4 tered in accordance with applicable laws including this
5 Act; the laws, rules, and regulations applicable to the Na-
6 tional Forest System; and the document entitled the
7 “Payette National Forest Plan”, adopted _____, as such
8 plan may be revised or amended from time to time.

9 (b) **RAPID RIVER MANAGEMENT AREA.**—

10 (1) **DESIGNATION.**—The area on the Payette
11 National Forest, comprised of approximately 37,760
12 acres as generally depicted on the map entitled
13 “Rapid River Management Area—Proposed”, is des-
14 ignated as the Rapid River management area.

15 (2) **MANAGEMENT EMPHASIS.**—The manage-
16 ment emphasis for the Rapid River management
17 area shall be on water quality, anadromous fish
18 habitat, and recreation. No roads may be con-
19 structed.

20 (c) **FRENCH CREEK MANAGEMENT AREA.**—

21 (1) **DESIGNATION.**—The area on the Payette
22 National Forest, comprised of approximately 10,240
23 acres as generally depicted on the map entitled
24 “French Creek Management Area—Proposed”, is
25 designated as the French Creek management area.

1 (2) **MANAGEMENT EMPHASIS.**—The manage-
2 ment emphasis for the French Creek management
3 area shall be on water quality and anadromous fish
4 habitat. To protect the steep breaklands, timber may
5 not be harvested, and no roads may be constructed,
6 in the area designated as “A” on the map referred
7 to in paragraph (1). Timber may be harvested with-
8 in the area designated as “B” on the map referred
9 to in paragraph (1).

10 (d) **JACKSON BAR AIRSTRIP.**—The Jackson Bar Air-
11 strip, commonly known as the Wilson Bar Airstrip, on the
12 south side of the Salmon River on the Payette National
13 Forest, section 28, R8E, T24N, within the Frank Church
14 River of No Return Wilderness shall be left open for use
15 by recreation aviators.

16 **SEC. 205. BOISE NATIONAL FOREST.**

17 (a) **GENERAL MANAGEMENT DIRECTIVE.**—The man-
18 agement areas and recreation area designated by this sec-
19 tion shall be administered in accordance with applicable
20 laws including this Act; the laws, rules, and regulations
21 applicable to the National Forest System; and the docu-
22 ment entitled the “Boise National Forest Plan”, adopted
23 August 1987, as such plan may be revised or amended
24 from time to time.

25 (b) **JOHNSON CREEK MANAGEMENT AREA.**—

1 (1) DESIGNATION.—The area on the Boise Na-
2 tional Forest, comprised of approximately 174,100
3 acres as generally depicted on the map entitled
4 “Johnson Creek Management Area—Proposed”, is
5 designated as the Johnson Creek management area.

6 (2) MANAGEMENT EMPHASIS.—The manage-
7 ment emphasis for the Johnson Creek management
8 area shall be on anadromous fish habitat, with tim-
9 ber and range activities implemented so that anad-
10 romous fish habitat is maintained or improved and
11 scenic quality in visually sensitive areas is protected.
12 Management activities for other resources shall be
13 consistent with anadromous fish, wildlife, and visual
14 resources.

15 (c) BREADWINNER MANAGEMENT AREA.—

16 (1) DESIGNATION.—The area on the Boise Na-
17 tional Forest, comprised of approximately 40,829
18 acres as generally depicted on the map entitled
19 “Breadwinner Management Area—Proposed”, is
20 designated as the Breadwinner management area.

21 (2) MANAGEMENT EMPHASIS.—The manage-
22 ment emphasis for the Breadwinner management
23 area shall be on wildlife habitat, with timber and
24 range activities implemented so that wildlife habitat
25 is maintained or improved and scenic quality in vis-

1 ually sensitive areas is protected. Management ac-
2 tivities for other resources shall be consistent with
3 wildlife and visual resources.

4 (d) SNOWBANK MANAGEMENT AREA.—

5 (1) DESIGNATION.—The area on the Boise Na-
6 tional Forest, comprised of approximately 21,760
7 acres as generally depicted on the map entitled
8 “Snowbank Management Area—Proposed”, is des-
9 ignated as the Snowbank management area.

10 (2) MANAGEMENT EMPHASIS.—The manage-
11 ment emphasis for the Snowbank management area
12 shall be on recreation. Snowmobile use shall be per-
13 mitted, but the Secretary may not establish perma-
14 nent trails or roads or allow the use of other motor
15 vehicles, motorized equipment, or other form of me-
16 chanical transport.

17 (e) LIME CREEK—SOLDIER MOUNTAINS RECRE-
18 ATION AREA.—

19 (1) DESIGNATION.—The area on the Boise Na-
20 tional Forest, comprised of approximately 28,800
21 acres as generally depicted on the map entitled
22 “Lime Creek—Soldier Mountains Recreation Area—
23 Proposed”, is designated as the Lime Creek—Sol-
24 dier Mountains Recreation Area (hereafter in this
25 subsection referred to as the “recreation area”).

1 (2) ADMINISTRATION.—(A) The Secretary shall
2 administer and manage the recreation area so as to
3 preserve the area's predominantly roadless char-
4 acter, with no additional road construction per-
5 mitted, and to enhance scenic and watershed values,
6 wildlife habitat, and dispersed recreation.

7 (B) The Secretary may, in his discretion and in
8 accordance with Executive Orders 11644 and 11989,
9 permit limited use of the area by motorized vehicles
10 and equipment on roads and trails existing on April
11 1, 1993, for administrative purposes (including trail
12 maintenance), for activities associated with existing
13 levels of livestock grazing, and for recreational vehi-
14 cle access where such access was established prior to
15 April 1, 1993, but only where such uses are compat-
16 ible with the protection and propagation of fish and
17 wildlife within the recreation area.

18 **SEC. 206. SALMON NATIONAL FOREST.**

19 **SEC. 207. SAWTOOTH NATIONAL FOREST.**

20 **SEC. 208. CHALLIS NATIONAL FOREST.**

21 **SEC. 209. TARGHEE NATIONAL FOREST.**

22 **SEC. 210. CARIBOU NATIONAL FOREST.**

23 **SEC. 211. MANAGEMENT PLANS.**

24 (a) CHANGE TO CONFORM TO THE PROVISIONS OF
25 ~~THIS ACT.~~—The Secretary shall modify the existing land

1 and resource management plans for the national forests
2 affected by this Act to incorporate the provisions of this
3 Act in their entirety. This incorporation shall not be treat-
4 ed as a revision or amendment to the forest plan for the
5 purposes of section 6 of the Forest and Rangeland Renew-
6 able Resources Planning Act of 1974.

7 (b) GENERAL APPLICABILITY OF EXISTING
8 PLANS.—The management areas, wildlife corridors, his-
9 toric area, and recreation area designated by this title
10 shall be managed in accordance with applicable laws in-
11 cluding this Act and the laws, rules, and regulations appli-
12 cable to the National Forest System and, except as other-
13 wise specifically provided in this Act, in accordance with
14 the applicable land management plan for each such area
15 in effect on April 1, 1993, and revisions or amendments
16 to such plans that may be adopted from time to time that
17 are not inconsistent with this Act or such laws, rules, and
18 regulations.

19 (c) RULE OF CONSTRUCTION.—Except as provided in
20 subsection (a), nothing in this Act shall be construed to
21 affect or modify the process of revising or amending land
22 and resource management plans pursuant to section 6 of
23 the Forest and Rangeland Renewable Resources Planning
24 Act of 1974.

1 **SEC. 212. MAP AND DESCRIPTION.**

2 As soon as practicable after enactment of this Act,
3 the Secretary shall file a map and a legal description of
4 each management area, wildlife corridor, historic area,
5 and recreation area designated under this title with the
6 Committee on Natural Resources and the Committee on
7 Agriculture of the House of Representatives and with the
8 Committee on Energy and Natural Resources of the Sen-
9 ate. Each such map and description shall have the same
10 force and effect as if included in this Act, except that cor-
11 rection of clerical and typographical errors in such map
12 and legal description may be made. Each such map and
13 legal description shall be on file and available for public
14 inspection in the Office of the Chief of the Forest Service,
15 United States Department of Agriculture.

16 **SEC. 213. WATER QUALITY ON THE PANHANDLE NATIONAL**
17 **FOREST.**

18 (a) **IN GENERAL.**—The Secretary shall review the
19 water quality standards in effect on the date of the enact-
20 ment of this Act on the Panhandle National Forest to de-
21 termine if such standards are sufficient to protect fish-
22 eries, watersheds and water quality on that national for-
23 est. If the Secretary finds that such standards—

24 (1) are not sufficient, the Secretary shall de-
25 velop water quality standards which are sufficient to
26 protect fisheries, watersheds and water quality on

1 the national forest and include such standards in the
2 report required by subsection (b); or

3 (2) are sufficient but are not being met, the
4 Secretary shall address why such standards are not
5 being met in the report required by subsection (b).

6 (b) REPORT.—Within 18 months after the date of the
7 enactment of this Act, the Secretary shall submit a report
8 to the Congress which shall include the findings of the
9 Secretary under subsection (a) and any other matter re-
10 quired to be included in the report by subsection (a). Each
11 report shall contain a summary of the comments received
12 pursuant to subsection (c).

13 (c) PUBLIC COMMENT.—The Secretary shall provide
14 an opportunity for public comment on the report before
15 submitting the report to Congress under subsection (b).

16 **SEC. 214. MONITORING OF MANAGEMENT AREAS.**

17 (a) IN GENERAL.—The Secretary shall review exist-
18 ing monitoring efforts by the State, Federal Government,
19 and Indian tribes for each of the management areas, wild-
20 life corridors, historic area, and recreation area designated
21 by this title to determine whether such efforts assure that
22 adequate information is available to assure compliance
23 with applicable standards in the land and resource man-
24 agement plan applicable to the management area. If under
25 such efforts adequate information—

1 (1) is not available, the Secretary shall develop
2 and implement a monitoring program to collect in-
3 formation that is needed; and

4 (2) is available, the Secretary shall, upon the
5 availability of such information, use such informa-
6 tion when implementing activities under the plan.

7 (b) REPORT.—Not later than four years after the
8 date of the enactment of this Act and every four years
9 thereafter, the Secretary shall submit a report to Congress
10 that assesses the effectiveness of these designations made
11 by this title to assure proper management of the des-
12 ignated areas, and the monitoring of those areas, includ-
13 ing the types of information being collected by the Sec-
14 retary pursuant to subsection (a). Each report shall con-
15 tain a summary of the comments received pursuant to sub-
16 section (c).

17 (c) PUBLIC COMMENT.—In implementing this section
18 and before submitting a report to Congress under sub-
19 section (b), the Secretary shall provide an opportunity for
20 public comment, including comment by scientists, inter-
21 ested agencies, and user groups.

22 **TITLE III—RELEASE TO** 23 **MULTIPLE USE**

24 **SEC. 301. WILDERNESS REVIEW.**

25 (a) FINDINGS.—The Congress finds that—

1 (1) the Department of Agriculture has studied
2 the suitability of roadless areas for inclusion in the
3 National Wilderness Preservation System; and

4 (2) the Congress has made its own review and
5 examination of National Forest System roadless
6 areas in the State of Idaho and the environmental
7 impacts associated with alternative allocations of
8 such areas.

9 (b) JUDICIAL REVIEW.—On the basis of such review,
10 the Congress hereby determines and directs that without
11 otherwise passing on the question of the legal and factual
12 sufficiency of the wilderness suitability review of the land
13 and resource management plans and their associated envi-
14 ronmental impact statements for National Forest System
15 lands in the State of Idaho completed prior to the enact-
16 ment of this Act, determinations and recommendations as
17 to the suitability of roadless areas for inclusion in the Na-
18 tional Wilderness Preservation System and the environ-
19 mental analyses directly related to such determinations
20 and recommendations (prior to the revision of such plans)
21 shall not be subject to judicial review, except that—

22 (1) except for determinations and recommenda-
23 tions on suitability for inclusion in the National Wil-
24 derness Preservation System, nothing in this section
25 shall preclude judicial review of land and resource

1 management plans or decisions implementing such
2 plans or any decisions made concerning the manage-
3 ment of National Forest System lands other than
4 the suitability determinations; and

5 (2) except for wilderness suitability determina-
6 tions, nothing in this section shall preclude judicial
7 review of Forest Service regional guides and other
8 departmental policies of general applicability, nor
9 prevent a court from invalidating forest planning de-
10 cisions which fail to comply with applicable law.

11 (c) RELEASE.—Those National Forest System lands
12 in the State of Idaho which were not designated as wilder-
13 ness or management areas, wildlife corridors, historic
14 area, or recreation area by this Act shall be managed for
15 multiple use in accordance with land and resource man-
16 agement plans developed pursuant to section 6 of the For-
17 est and Rangeland Renewable Resources Planning Act of
18 1974, as amended by the National Forest Management
19 Act of 1976, and other applicable law, and those areas
20 need not be managed for the purpose of protecting their
21 suitability for wilderness designation prior to or during re-
22 vision of the land and resource management plans.

23 (d) PLAN REVISIONS.—In the event that revised land
24 management plans in the State of Idaho are implemented
25 pursuant to section 6 of the Forest and Rangeland Renew-

1 able Resources Planning Act of 1974, as amended by the
2 National Forest Management Act of 1976, and other ap-
3 plicable law, areas not recommended for wilderness des-
4 ignation need not be managed for the purpose of protect-
5 ing their suitability for wilderness designation for a mini-
6 mum of 10 years after the date of enactment of this Act,
7 and areas recommended for wilderness designation shall
8 be managed for the purpose of protecting their suitability
9 for wilderness designation.

10 (e) FURTHER REVIEW.—Unless expressly authorized
11 by Congress, the Department of Agriculture shall not con-
12 duct any further statewide roadless area review and eval-
13 uation of National Forest System lands in the State of
14 Idaho for the purpose of determining their suitability for
15 inclusion in the National Wilderness Preservation System.

16 (f) REVISIONS.—As used in this section, and as pro-
17 vided in section 6 of the Forest and Rangeland Renewable
18 Resources Planning Act of 1974, as amended by the Na-
19 tional Forest Management Act of 1976, the term “revi-
20 sion” shall not include an amendment to a land and re-
21 source management plan.

22 TITLE IV—IDAHO RURAL 23 ECONOMIC DEVELOPMENT

24 SEC. 401. FINDINGS AND PURPOSES.

25 (a) FINDINGS.—The Congress finds the following:

1 (1) Idaho's rural communities are faced with
2 the need to diversify their economic base.

3 (2) The natural resources and the infrastruc-
4 ture of Idaho's national forests need to be rehabili-
5 tated to enhance the quality of Idaho's national for-
6 ests.

7 (3) Solutions to these issues can be complemen-
8 tary if employment opportunities are created that
9 accomplish the much needed natural resources work,
10 including the backlog of work which has accumu-
11 lated over time in Idaho.

12 (b) PURPOSE.—The purposes of this title are to in-
13 crease the ability of the Secretary of Agriculture to provide
14 additional assistance under existing authority of such Sec-
15 retary to rural communities located in or near national
16 forests in the State of Idaho to aid in diversifying these
17 communities' economic bases and to complete needed eco-
18 system restoration and rehabilitation projects to improve
19 the quality of Idaho's national forest resources.

20 **SEC. 402. ECOSYSTEM RESTORATION AND REHABILITATION**
21 **PROJECTS.**

22 (a) IN GENERAL.—The Secretary shall utilize the au-
23 thority of the National Forest-Dependent Rural Commu-
24 nities Diversification Act of 1990 (7 U.S.C. 6611 et seq.)
25 to effect the purposes of this title and shall promote eco-

1 system restoration and rehabilitation programs and
2 projects through technical assistance, grants, and coopera-
3 tive agreements with agencies of the State of Idaho, local
4 governments, organizations, private corporations, and
5 landowners.

6 (b) ECOSYSTEM RESTORATION.—Rehabilitation
7 projects which may be carried out under subsection (a)
8 include—

9 (1) rehabilitation of watersheds and riparian
10 areas;

11 (2) closure of timber and other roads, obliteration
12 of temporary roads, and revegetation and sta-
13 bilization of road cuts and fills;

14 (3) reduction of nonpoint source pollution
15 through revegetation;

16 (4) restoration and enhancement of fish and
17 wildlife habitat;

18 (5) silvicultural treatment of forest stands to
19 restore vigor, improve health, and reduce risk of
20 wildfire;

21 (6) riparian-related pasture fencing on range al-
22 lotments;

23 (7) rehabilitation of mines;

24 (8) inventory, treatment, and control of noxious
25 weeds; and

1 (9) maintenance of existing trails currently in
2 substandard condition.

3 (c) **PRIORITIZING PROJECTS.**—In establishing prior-
4 ity projects for the purposes of this section, the Secretary
5 shall give priority to the following:

6 (1) Implementation of projects which will allow
7 for future flexibility in commodity products from
8 limited watersheds and which would assist in chi-
9 nook salmon recovery efforts.

10 (2) Repair of high-volume recreation roads
11 which would greatly reduce sedimentation into criti-
12 cal anadromous fish waterways.

13 (d) **PRIORITY PROJECTS.**—In carrying out this sec-
14 tion, the Secretary shall give priority to the following
15 areas:

16 (1) **PANHANDLE NATIONAL FOREST.**—Priority
17 drainages listed as unscheduled in the forest plan for
18 the Idaho Panhandle National Forests (1987):

19 (A) **COEUR D'ALENE RIVER DRAINAGE.**—

20 (i) Steamboat Creek.

21 (ii) Flat Creek.

22 (iii) Downey Creek.

23 (iv) Bootjack Creek.

24 (v) Lieberg Creek.

25 (vi) Lavern Creek.

- 1 (vii) Cougar Creek.
- 2 (viii) Cabin Creek.
- 3 (ix) Comfey Creek.
- 4 (x) Browns Creek.
- 5 (xi) Haystack Creek.
- 6 (xii) Cottonwood Creek.
- 7 (xiii) Miners Creek.
- 8 (xiv) Fortier Creek.
- 9 (xv) Tie Creek.
- 10 (xvi) Cascade Creek.
- 11 (B) ST. JOE DRAINAGE.—
- 12 (i) Gold Creek.
- 13 (ii) Bruin Creek.
- 14 (iii) Quartz Creek.
- 15 (C) ST. MARIES RIVER DRAINAGE.—
- 16 (i) Fish Hook Creek.
- 17 (ii) Norton Creek.
- 18 (iii) West Fork Mary.
- 19 (iv) Little East Fork Emerald.
- 20 (v) Catspur.
- 21 (2) CLEARWATER NATIONAL FOREST.—
- 22 (A) Lolo Creek.
- 23 (B) Eldorado Creek.
- 24 (C) Yoosa Creek.
- 25 (D) Crooked Fork.

- 1 (E) Pete King.
- 2 (F) Canyon Creek.
- 3 (G) Deadman Creek.
- 4 (H) China Creek.
- 5 (I) Osier Creek.
- 6 (J) Laundry Creek.
- 7 (K) Sheep Creek.
- 8 (L) Sneak Creek.
- 9 (M) South Fork Beaver Creek.
- 10 (N) Quartz Creek.
- 11 (3) NEZ PERCE NATIONAL FOREST.—Projects
- 12 listed in the document entitled “Economic Sustain-
- 13 ability and Diversification Options, 1993”.
- 14 (4) PAYETTE NATIONAL FOREST.—
- 15 (A) Ruby Road.
- 16 (B) Grouse Creek Road.
- 17 (C) Lake Creek Road.
- 18 (D) California Lake.
- 19 (E) Projects listed in the document enti-
- 20 tled “South Fork Salmon River Restoration
- 21 Strategy”, dated March 1989.
- 22 (5) BOISE NATIONAL FOREST.—
- 23 (A) MIDDLE FORK SALMON.—
- 24 (i) Elk Creek (trib to Bear Valley
- 25 Creek).

- 1 (ii) Bear Valley Creek.
- 2 (B) SOUTH FORK SALMON.—
- 3 (i) Upper South Fork Salmon.
- 4 (ii) Johnson Creek.
- 5 (C) BOISE RIVER.—
- 6 (i) Mores Creek.
- 7 (ii) Grimes Creek.
- 8 (iii) Lower South Fork Boise.
- 9 (iv) Upper South Fork Boise.
- 10 (v) North Fork Boise.
- 11 (D) PAYETTE RIVER.—
- 12 (i) Middle Fork Payette.
- 13 (ii) Squaw Creek Basin.
- 14 (e) PRIORITY COMMUNITIES.—In implementing this
- 15 section, the Secretary shall give priority consideration to—
- 16 (1) the areas of highest unemployment that are
- 17 in or near national forests in the State of Idaho; and
- 18 (2) rural communities in the State of Idaho
- 19 that have historically been dependent on national
- 20 forest system lands.
- 21 (f) RURAL COMMUNITY.—For the purposes of this
- 22 title, the term “rural community” has the same meaning
- 23 given such term by section 2374(3) of the National For-
- 24 est-Dependent Rural Communities Diversification Act of
- 25 1990 (7 U.S.C. 6612(3)).

1 **SEC. 403. AUTHORIZATION OF APPROPRIATIONS.**

- 2 There is authorized to be appropriated such sums as
3 may be necessary to carry out this Act.

○

103D CONGRESS
2D SESSION

H. R. 3732

To designate certain lands in the State of Idaho as wilderness, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

JANUARY 25, 1994

Mr. LAROCO introduced the following bill; which was referred jointly to the Committees on Natural Resources and Agriculture

A BILL

To designate certain lands in the State of Idaho as wilderness, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE AND TABLE OF CONTENTS.**

4 (a) **SHORT TITLE.**—This Act may be cited as the
5 “Idaho Wilderness, Sustainable Forests and Communities
6 Act of 1994”.

7 (b) **TABLE OF CONTENTS.**—The table of contents for
8 this Act is as follows:

Sec. 1. Short title and table of contents.

Sec. 2. Findings.

Sec. 3. Purposes.

TITLE I—IDAHO WILDERNESS

- Sec. 101. Panhandle National Forest.
- Sec. 102. Clearwater National Forest.
- Sec. 103. Nez Perce National Forest.
- Sec. 104. Payette National Forest.
- Sec. 105. Boise National Forest.
- Sec. 106. Administration and general provisions.
- Sec. 107. Private property rights.
- Sec. 108. Grazing.

TITLE II—IDAHO FOREST MANAGEMENT

- Sec. 201. Panhandle National Forest.
- Sec. 202. Nez Perce National Forest.
- Sec. 203. Payette National Forest.
- Sec. 204. Boise National Forest.
- Sec. 205. Management plans.
- Sec. 206. Map and description.
- Sec. 207. Water quality on the Panhandle National Forest.
- Sec. 208. Monitoring of management areas.

TITLE III—RELEASE TO MULTIPLE USE AND WATER RIGHTS

- Sec. 301. Wilderness review.
- Sec. 302. Water rights.

TITLE IV—IDAHO RURAL ECONOMIC DEVELOPMENT

- Sec. 401. Findings and purposes.
- Sec. 402. Ecosystem restoration and rehabilitation projects.
- Sec. 403. Authorization of appropriations.

1 **SEC. 2. FINDINGS.**

2 Congress finds the following:

3 (1) The State of Idaho contains some
 4 9,300,000 roadless acres of land owned by the Fed-
 5 eral Government and managed by the Forest Serv-
 6 ice. This vast roadless tract of primitive and unde-
 7 veloped land is the largest unroaded area within a
 8 State in the conterminous United States and is of
 9 immense national significance.

10 (2) Certain of these wildlands should be incor-
 11 porated into the National Wilderness Preservation
 12 System to provide statutory protection for lands con-

1 taining diverse habitats and watersheds vital to resi-
2 dent and anadromous fisheries and wildlife; to pre-
3 serve scenic, historical and cultural values; to pro-
4 mote scientific research; and to provide for primitive
5 recreation, solitude, and physical and mental chal-
6 lenges.

7 (3) Congressional resolution of disputes over fu-
8 ture management of Idaho's vast roadless lands is
9 necessary to assure a dependable and sustainable
10 supply of timber from Federal lands so that natural
11 resource-based commodity production continues as
12 an important part of rural life in Idaho.

13 (4) Congressional direction is required through
14 the establishment of management areas on identified
15 roadless lands to ensure effective implementation of
16 forest plans for national forests in Idaho.

17 (5) A key to creating sustainable economies in
18 Idaho's rural communities is prudent and ecological
19 management of the land to assure long-term produc-
20 tivity.

21 (6) Idaho's roadless areas are vital to the
22 State's growing tourism industry, outfitting and
23 guiding, backcountry recreation, and municipal wa-
24 tersheds.

1 (7) Idaho's roadless lands released by this Act
2 for nonwilderness purposes provide valuable dis-
3 persed recreation opportunities for motorized and
4 nonmotorized users.

5 (8) There have been several confirmed
6 sightings, and hundreds of probable sightings, of
7 gray wolf in Idaho's established wilderness and
8 roadless areas.

9 **SEC. 3. PURPOSES.**

10 The purposes of this Act are to—

11 (1) provide a comprehensive, statutory frame-
12 work for the protection, administration, and man-
13 agement of certain roadless wildlands of Idaho
14 through—

15 (A) the addition of certain roadless lands
16 to existing wilderness areas;

17 (B) the designation of certain roadless
18 lands as management areas, an historic area,
19 and forest demonstration projects;

20 (C) the addition to the National Wilder-
21 ness Preservation System of certain roadless
22 lands; and

23 (D) the release of certain National Forest
24 System lands for multiple-uses other than wil-

1 derness in accordance with title III of this Act;
 2 and
 3 (2) end the controversy over which roadless
 4 lands within Idaho will be designated wilderness,
 5 while assuring that certain roadless lands better
 6 suited for special management be managed by the
 7 Forest Service under title II of this Act, and those
 8 lands better suited for multiple use other than wil-
 9 derness will be managed by the Forest Service under
 10 applicable laws including the laws, rules, and regula-
 11 tions generally applicable to the National Forest
 12 System and applicable land management plans.

13 **TITLE I—IDAHO WILDERNESS**

14 **SEC. 101. PANHANDLE NATIONAL FOREST.**

15 In furtherance of the purposes of the Wilderness Act
 16 (16 U.S.C. 1131–1136), the following lands in the State
 17 of Idaho are hereby designated as wilderness and therefore
 18 as components of the National Wilderness Preservation
 19 System:

Name of Wilderness Area	Approximate Acreage
Salmo-Priest	19,000
Long Canyon	39,000
Scotchman Peaks	24,000
Mallard-Larkins	123,000

20 **SEC. 102. CLEARWATER NATIONAL FOREST.**

21 In furtherance of the purposes of the Wilderness Act
 22 (16 U.S.C. 1131–1136), the following lands in the State

1 of Idaho are hereby designated as wilderness and therefore
 2 as components of the National Wilderness Preservation
 3 System:

Name of Wilderness Area	Approximate Acreage
Mallard-Larkins	77,000
The Great Burn	225,000
Lewis and Clark	43,000
Selway-Bitterroot Additions	38,000

4 The provisions of this Act relating to the Clearwater Na-
 5 tional Forest shall supersede section 2(a) of the settlement
 6 agreement entered into on September 23, 1993, in The
 7 Wilderness Society, et al. v. Robertson, et al., Civil No.
 8 93-0043-S-HLR (D. Idaho), and Sierra Club v. Robert-
 9 son, Civil No. 93-0044-S-HLR (D. Idaho). No later than
 10 December 31, 1996, the Secretary shall submit a report
 11 to the Committee on Natural Resources and the Commit-
 12 tee on Agriculture of the House of Representatives con-
 13 cerning progress of implementing section 1 of such settle-
 14 ment agreement.

15 **SEC. 103. NEZ PERCE NATIONAL FOREST.**

16 (a) DESIGNATION.—In furtherance of the purposes of
 17 the Wilderness Act (16 U.S.C. 1131-1136), the following
 18 lands in the State of Idaho are hereby designated as wil-
 19 derness and therefore as components of the National Wil-
 20 derness Preservation System:

Name of Wilderness Area	Approximate Acreage
Selway-Bitterroot Addition (East Meadow Creek)	102,000
Selway-Bitterroot Addition (Bear Creek/Montana line) ...	1,000

1 (b) BOUNDARY ADJUSTMENT.—Section 4(a)(1) of
 2 the Endangered American Wilderness Act of 1978 (Public
 3 Law 95–237; 92 Stat. 43) is amended by striking “which
 4 comprise about two hundred and six thousand acres, as
 5 generally depicted under the category ‘Wilderness’ on a
 6 map entitled ‘Gospel-Hump Planning Unit’ and dated
 7 January 1978,” and inserting “which comprise 205,933
 8 acres, as generally depicted under the category ‘Wilder-
 9 ness’ on a map entitled ‘Gospel-Hump Revised Bound-
 10 aries’ and dated March 1983,”.

11 **SEC. 104. PAYETTE NATIONAL FOREST.**

12 (a) IN GENERAL.—In furtherance of the purposes of
 13 the Wilderness Act (16 U.S.C. 1131–1136), the following
 14 lands in the State of Idaho are hereby designated as wil-
 15 derness and therefore as components of the National Wil-
 16 derness Preservation System:

Name of Wilderness Area	Approximate Acreage
French Creek	43,000
Patrick Butte	48,000
Needles	96,000
Secesh	116,000

17 (b) EXCLUSIONS.—The Secesh Wilderness des-
 18 igned by subsection (a) shall not include—

19 (1) the South Fork of the Salmon River 4WD
 20 trail (Forest Service trail number 076); and

21 (2) the adjacent private lands located along the
 22 trail referred to in paragraph (1).

1 The Secretary of Agriculture shall maintain such trail to
2 prevent erosion and stream sedimentation.

3 **SEC. 105. BOISE NATIONAL FOREST.**

4 In furtherance of the purposes of the Wilderness Act
5 (16 U.S.C. 1131-1136), the following lands in the State
6 of Idaho are hereby designated as wilderness and therefore
7 as components of the National Wilderness Preservation
8 System:

Name of Wilderness Area	Approximate Acreage
Needles	4,000
Hanson Lake	14,000
Red Mountain	88,000
Ten Mile-Black Warrior	79,000
Peace Rock	94,000

9 **SEC. 106. ADMINISTRATION AND GENERAL PROVISIONS.**

10 (a) ADMINISTRATION.—Subject to valid existing
11 rights, the wilderness areas designated under this title
12 shall be administered by the Secretary of Agriculture
13 (hereinafter in this Act referred to as the “Secretary”)
14 in accordance with the provisions of the Wilderness Act
15 governing areas designated by that Act as wilderness, ex-
16 cept that any reference in such provisions to the effective
17 date of the Wilderness Act (or any similar reference) shall
18 be deemed to be a reference to the date of enactment of
19 this Act.

20 (b) NAME.—Each wilderness area named in a table
21 contained in this title shall be the area referenced in that
22 table, as generally depicted on the map entitled “_____”

1 and known by the name given to it in that table, except
2 that the Selway-Bitterroot Additions on the Clearwater
3 and Nez Perce National Forests made by sections 102 and
4 103 shall be added to, and administered as part of, the
5 Selway-Bitterroot Wilderness and the Frank Church-River
6 of No Return Addition on the Payette National Forest
7 made by section 104 shall be added to, and administered
8 as part of, the Frank Church-River of No Return Wilder-
9 ness.

10 (c) MAPS AND DESCRIPTIONS.—As soon as prac-
11 ticable after enactment of this Act, the Secretary shall file
12 a map and a legal description of each wilderness area des-
13 igned under this title with the Committee on Natural
14 Resources and the Committee on Agriculture of the House
15 of Representatives and with the Committee on Energy and
16 Natural Resources of the Senate. Each such map and de-
17 scription shall have the same force and effect as if in-
18 cluded in this Act, except that correction of clerical and
19 typographical errors in such legal description and map
20 may be made. Each such map and legal description shall
21 be on file and available for public inspection in the Office
22 of the Chief of the Forest Service, United States Depart-
23 ment of Agriculture.

24 (d) BUFFER ZONES NOT INTENDED.—The Congress
25 does not intend that designation of wilderness areas in the

1 State of Idaho lead to the creation of protective perimeters
2 or buffer zones around each wilderness area. The fact that
3 nonwilderness activities or uses can be seen or heard from
4 areas within a wilderness shall not, of itself, preclude such
5 activities or uses up to the boundary of the wilderness
6 area.

7 (e) WILDLIFE AND FISH.—As provided in section
8 4(d)(7) of the Wilderness Act, nothing in this Act shall
9 be construed as affecting the jurisdiction or responsibil-
10 ities of the State of Idaho with respect to wildlife and fish
11 in the national forests in the State of Idaho.

12 **SEC. 107. PRIVATE PROPERTY RIGHTS.**

13 (a) PROCEDURE.—Any owner of lands adjacent to
14 any area designated as wilderness by this Act who claims
15 any reduction in value of such lands as a result of the
16 designation of wilderness by this Act, or the management
17 as wilderness of lands designated as wilderness by this
18 Act, may file with the Secretary a claim for compensation
19 for such reduction.

20 (b) NEGOTIATIONS.—The Secretary is authorized to
21 enter into negotiations with a party filing a claim under
22 subsection (a) to determine appropriate compensation, if
23 any, with respect to such claim. The Secretary shall pay
24 compensation with respect to any such a claim to the ex-

1 tent required by the Fifth Amendment to the Constitution
2 of the United States.

3 (c) OTHER REMEDIES.—Nothing in this section shall
4 be construed as increasing or diminishing the ability of
5 any party to seek compensation pursuant to other applica-
6 ble law, including (but not limited to) section 1491 of title
7 28, United States Code (commonly referred to as the
8 “Tucker Act”), or as precluding or limiting any defenses
9 or claims otherwise available to the United States or any
10 other party in connection with any action seeking such
11 compensation.

12 **SEC. 108. GRAZING.**

13 Grazing of livestock in wilderness areas designated by
14 this Act, where established prior to the date of enactment
15 of this Act, shall be administered in accordance with the
16 provisions of section 4(d)(4) of the Wilderness Act (16
17 U.S.C. 1133(d)(4)), as further interpreted by section 108
18 of Public Law 96-560.

19 **TITLE II—IDAHO FOREST**
20 **MANAGEMENT**

21 **SEC. 201. PANHANDLE NATIONAL FOREST.**

22 (a) FINDING.—Congress finds that:

23 (1) 78 percent of Boundary County is Federal
24 land, and the full spectrum of public use of these
25 timberlands, including motorized and nonmotorized

1 recreation and timber production, has been heavily
2 restricted to protect four species listed under the
3 Endangered Species Act of 1973 including grizzly
4 bear, woodland caribou, bald eagle, and the gray
5 wolf. An additional nine species found in the county
6 are candidates for listing under the Endangered
7 Species Act of 1973, including the Kootenai white
8 sturgeon, bull trout, harlequin duck, lynx, northern
9 goshawk, wolverine, and three plants.

10 (2) Direct employment in the wood products in-
11 dustry accounts for nearly 20 percent of all employ-
12 ment in the county. The regional reduction in Fed-
13 eral timber supply played a significant role in the
14 January 1994 closure of two Crown Pacific mills lo-
15 cated in Long Lake, Washington, and Superior,
16 Montana.

17 (3) The reduced timber harvest on Federal
18 lands has greatly increased pressure to quickly har-
19 vest timber on private lands in the county.

20 (b) SELKIRK CREST MANAGEMENT AREA.—

21 (1) DESIGNATION.—The area on the Panhandle
22 National Forest, comprised of approximately 21,000
23 acres as generally depicted on the map entitled “Sel-
24 kirk Crest Management Area—Proposed”, is des-
25 ignated as the Selkirk Crest management area.

1 (2) **MANAGEMENT EMPHASIS.**—The manage-
 2 ment of the Selkirk Crest management area shall be
 3 in accordance with the memorandum of understand-
 4 ing relating to such area, entered into between the
 5 Forest Service and the State of Idaho on May 6,
 6 1971, as it may be modified by agreement of the
 7 parties.

8 (c) **OTHER MANAGEMENT AREAS.**—

9 (1) **DESIGNATIONS.**—The following areas on
 10 the Panhandle National Forest, as generally de-
 11 picted on the map entitled “Panhandle National
 12 Forests Management Areas—Proposed”, are hereby
 13 designated as management areas:

Name of Area	Approximate Acreage
Continental Mountain	6,000
Saddle Mountain	6,000
Farnham/Russell	24,000
Burton Peak	9,000
Katka Peak	11,000
Bald Eagle	4,000
Timber/Buck	8,000

14 (2) **MANAGEMENT EMPHASIS.**—The manage-
 15 ment areas designated by paragraph (1) shall be
 16 managed to provide for the sustainable growth and
 17 production of commercially valuable wood products
 18 and general public use on lands suitable for timber
 19 production while managing identified grizzly bear
 20 and caribou habitat. Timber harvest shall emphasize
 21 reduction of stand density, increased species diver-

1 sity and forest health. Treatment priorities should
2 be in areas with significant insect and disease activ-
3 ity. A full range of recreation opportunities should
4 be provided, including motorized and non-motorized.

5 (d) IMPACT ANALYSIS.—

6 (1) REQUIREMENT.—With respect to the lands
7 described in paragraph (2), the Secretary of Com-
8 merce shall compile such information regarding the
9 economic impact and other relevant impact of des-
10 ignating such lands as critical grizzly bear habitat as
11 would be required to be compiled by section 4(b)(2)
12 of the Endangered Species Act of 1973 if such Sec-
13 retary were to make such designation of such lands.

14 (2) LANDS.—Paragraph (1) shall apply to all
15 Federal lands within the Kaniksu National Forest in
16 the State of Idaho which as of the date of enactment
17 of this Act are being managed so as to maintain the
18 value of such lands as habitat for grizzly bears.

19 (3) COMMENTS AND TRANSMITTAL.—(A) In im-
20 plementing this subsection, the Secretary of Com-
21 merce shall seek the comments of Idaho Department
22 of Commerce and the University of Idaho.

23 (B) Not later than 1 year after the date of en-
24 actment of this Act, the Secretary of Commerce
25 shall transmit all information compiled pursuant to

1 this section, and all comments received thereon, to
2 the Secretary of Agriculture, the Governor of Idaho,
3 and the Commissioners of Boundary County, Idaho.

4 (e) MARBLE CREEK HISTORIC AREA.—

5 (1) DESIGNATION.—The area on the Panhandle
6 National Forest, comprised of approximately _____
7 acres as generally depicted on the map entitled
8 “Marble Creek Historic Area—Proposed”, is des-
9 ignated as the Marble Creek historic area.

10 (2) MANAGEMENT.—(A) The Marble Creek his-
11 toric area shall be managed to interpret and pro-
12 mote the history of logging. Nothing in this sub-
13 section shall be construed to inhibit logging in the
14 area, except as provided in subparagraph (B).

15 (B) The Marble Creek historic area includes a
16 high country component, comprised of approximately
17 45 acres, generally known as the Grandmother
18 Mountain area and which shall hereafter be known
19 as the “Jack Johnston Recreation Area”. The man-
20 agement emphasis of the Jack Johnston Recreation
21 Area shall be primitive, non-motorized recreation
22 and the area shall be managed to promote fishing,
23 hunting, and wildlife habitat. Logging and road con-
24 struction shall not be permitted in the Jack John-
25 ston Recreation Area.

16

1 (f) ST. JOE FOREST DEMONSTRATION PROJECT.—

2 (1) IN GENERAL.—The Secretary shall conduct
3 a demonstration project on the St. Maries and
4 Palouse Ranger Districts on the St. Joe National
5 Forest. The purpose of the project shall be to dem-
6 onstrate the change in timber volume and its rela-
7 tionship with water, wildlife, and other values result-
8 ing from investment in good sites on lands already
9 roaded.

10 (2) SITES.—Within the 6-month period begin-
11 ning on the date of the enactment of this Act, the
12 Forest Service shall locate sites on the St. Joe Na-
13 tional Forest outside wilderness or other areas where
14 timber harvest is not permitted and where timber
15 productivity is greater than 70 cubic feet per acre
16 per year. These sites shall be intensively managed
17 for timber production using mostly uneven-aged
18 management and silvicultural practices, including
19 pre-commercial thinning, fertilization, pruning,
20 planting of diverse species, and tree improvement
21 through genetic experimentation. The selection of
22 sites under this paragraph does not preclude the
23 identification of small, high class sites below 5,000
24 feet in altitude which should be excluded from such
25 management for genetic and biological purposes.

1 (3) MONITORING AND APPLICABLE STAND-
2 ARDS.—The Forest Service shall, in cooperation with
3 the University of Idaho, continually monitor the
4 demonstration project to determine the change in
5 timber volume, water quality, soil erosion, wildlife
6 presence, and investment return. Water quality
7 standards and old-growth standards, as such stand-
8 ards may be modified from time to time, shall re-
9 main in effect on the lands affected by the dem-
10 onstration project carried out under this subsection.

11 (4) ADVISORY GROUP.—The Secretary shall ap-
12 point a citizens advisory group to provide guidance
13 and advice to the Forest Service in implementing
14 this subsection. The advisory group shall be com-
15 prised of 5 local individuals and shall represent di-
16 verse interests.

17 (5) EXISTING TIMBER SALES.—Implementation
18 of this subsection shall not affect timber sales under
19 contract or near completion of preparation as of the
20 end of the 6-month period referred to in paragraph
21 (2).

22 (6) SUNSET.—The demonstration project car-
23 ried out under this subsection shall terminate at the
24 end of the 20-year period beginning on the date of
25 the enactment of this Act.

1 **SEC. 202. NEZ PERCE NATIONAL FOREST.**

2 (a) **GENERAL MANAGEMENT DIRECTIVE.**—The man-
3 agement area designated by this section shall be adminis-
4 tered in accordance with applicable laws including this
5 Act; the laws, rules, and regulations applicable to the Na-
6 tional Forest System; and the document entitled the “Nez
7 Perce National Forest Plan”, adopted October 1987, as
8 such plan may be revised or amended from time to time.

9 (b) **RAPID RIVER MANAGEMENT AREA.**—

10 (1) **DESIGNATION.**—The area on the Payette
11 National Forest, comprised of approximately 19,000
12 acres as generally depicted on the map entitled
13 “Rapid River Management Area—Proposed”, is des-
14 ignated as the Rapid River management area.

15 (2) **MANAGEMENT EMPHASIS.**—The manage-
16 ment emphasis for the Rapid River management
17 area shall be on water quality, anadromous fish
18 habitat, and recreation. No roads may be con-
19 structed.

20 (c) **WEST MEADOW CREEK WATERSHED PROTEC-**
21 **TION PROJECT.**—

22 (1) **PURPOSE.**—The Secretary shall conduct a
23 project on the lands described in paragraph (2) in
24 order to determine the feasibility and desirability of
25 decisionmaking with respect to management of Na-

1 tional Forest lands utilizing the methodology and
2 procedure described in this subsection.

3 (2) LANDS.—The project required by this sub-
4 section shall encompass management decisions af-
5 fecting the lands generally depicted on the map enti-
6 tled “West Meadow Creek Area” dated _____,
7 1994.

8 (3) METHODOLOGY.—In order to carry out the
9 project required by this subsection, the Secretary
10 shall determine—

11 (A) the historical range of variability of in-
12 herent components and processes of ecosystems,
13 including but not limited to water quality and
14 quantity, and fish and wildlife populations and
15 habitat, and vegetation density and structure;

16 (B) conditions of the relevant ecosystem
17 components and processes as of the date of the
18 enactment of this Act; and

19 (C) the range of desired future conditions
20 among the relevant ecosystem components and
21 processes.

22 (4) PUBLIC INVOLVEMENT.—Determinations
23 about the range of desired future conditions among
24 relevant ecosystem components and processes shall
25 be made with public participation.

1 (5) MANAGEMENT.—For a period of 10 years
2 beginning on the date of enactment of this Act, the
3 lands referred to in paragraph (2) shall be managed
4 to reach and maintain the range of desired future
5 conditions, as determined pursuant to paragraph
6 (3). After such period, the Secretary may continue
7 to manage such lands in such manner to the extent
8 the Secretary determines appropriate and desirable.

9 (6) REPORT.—No later than _____ years after
10 the date of enactment of this Act, the Secretary
11 shall report to the appropriate committees of the
12 House of Representatives and the Senate concerning
13 the implementation of this subsection and the fea-
14 sibility and desirability of utilizing the methodology
15 and procedures described in this subsection in con-
16 nection with the management of other lands within
17 the National Forest System.

18 (d) KANIKSU FOREST/BOUNDARY COUNTY DEM-
19 ONSTRATION PROJECT.—(1) The Secretary shall conduct
20 a demonstration project on the Kaniksu Forest within
21 Boundary County. The purpose of the project shall be to
22 demonstrate the change in timber volume as a result of
23 investing in good sites on lands both roaded and unroaded.
24 (2) SITES.—Within the 6 month period beginning on
25 the date of enactment of this Act, the Forest Service shall

1 locate sites on the roaded area of the Kaniksu National
2 Forest within Boundary County outside wilderness or
3 other areas where timber harvest is not permitted and
4 where timber productivity is greater than 50 cubic feet
5 per acre per year. Roadless sites that are included under
6 this provision shall be within the Farnum/Russell Special
7 Management Area. These sites shall be intensively man-
8 aged for timber production using systems consistent with
9 sustaining ecosystem health and productivity. These sys-
10 tems will have strong elements associated with classic
11 even-aged systems, while still maintaining structure that
12 is more commonly associated with uneven-aged systems.
13 Silvicultural practices shall include thinning, fertilization,
14 pruning, planting of diverse tree species originating from
15 genetically superior stocks. Provisions included in (f) (3),
16 (4), (5), and (6) of this section shall apply.

17 **SEC. 203. PAYETTE NATIONAL FOREST.**

18 (a) **GENERAL MANAGEMENT DIRECTIVE.**—The man-
19 agement areas designated by this section shall be adminis-
20 tered in accordance with applicable laws including this
21 Act; the laws, rules, and regulations applicable to the Na-
22 tional Forest System; and the document entitled the
23 “Payette National Forest Plan”, adopted _____, as such
24 plan may be revised or amended from time to time.

25 (b) **RAPID RIVER MANAGEMENT AREA.**—

1 (1) DESIGNATION.—The area on the Payette
2 National Forest, comprised of approximately 38,000
3 acres as generally depicted on the map entitled
4 “Rapid River Management Area—Proposed”, is des-
5 ignated as the Rapid River management area.

6 (2) MANAGEMENT EMPHASIS.—The manage-
7 ment emphasis for the Rapid River management
8 area shall be on water quality, anadromous fish
9 habitat, and recreation. No roads may be con-
10 structed.

11 (c) JACKSON BAR AIRSTRIP.—The Jackson Bar Air-
12 strip, commonly known as the Wilson Bar Airstrip, on the
13 south side of the Salmon River on the Payette National
14 Forest, section 28, R8E, T24N, within the Frank Church
15 River of No Return Wilderness shall be left open for use
16 by recreation aviators.

17 **SEC. 204. BOISE NATIONAL FOREST.**

18 (a) GENERAL MANAGEMENT DIRECTIVE.—The man-
19 agement areas and recreation area designated by this sec-
20 tion shall be administered in accordance with applicable
21 laws including this Act; the laws, rules, and regulations
22 applicable to the National Forest System; and the docu-
23 ment entitled the “Boise National Forest Plan”, adopted
24 August 1987, as such plan may be revised or amended
25 from time to time.

1 (b) BREADWINNER MANAGEMENT AREA.—

2 (1) DESIGNATION.—The area on the Boise Na-
3 tional Forest, comprised of approximately 41,000
4 acres as generally depicted on the map entitled
5 “Breadwinner Management Area—Proposed”, is
6 designated as the Breadwinner management area.

7 (2) MANAGEMENT EMPHASIS.—The manage-
8 ment emphasis for the Breadwinner management
9 area shall be on wildlife habitat, with timber and
10 range activities implemented so that wildlife habitat
11 is maintained or improved and scenic quality in vis-
12 ually sensitive areas is protected. Management ac-
13 tivities for other resources shall be consistent with
14 wildlife and visual resources.

15 (c) SNOWBANK MANAGEMENT AREA.—

16 (1) DESIGNATION.—The area on the Boise Na-
17 tional Forest, comprised of approximately 22,000
18 acres as generally depicted on the map entitled
19 “Snowbank Management Area—Proposed”, is des-
20 ignated as the Snowbank management area.

21 (2) MANAGEMENT EMPHASIS.—The manage-
22 ment emphasis for the Snowbank management area
23 shall be on recreation. Snowmobile use shall be per-
24 mitted, but the Secretary may not establish perma-
25 nent trails or roads or allow the use of other motor

1 vehicles, motorized equipment, or other form of me-
2 chanical transport other than for administrative pur-
3 poses.

4 (d) LIME CREEK—SOLDIER MOUNTAINS RECRE-
5 ATION AREA.—

6 (1) DESIGNATION.—The area on the Boise Na-
7 tional Forest, comprised of approximately 29,000
8 acres as generally depicted on the map entitled
9 “Lime Creek—Soldier Mountains Recreation Area—
10 Proposed”, is designated as the Lime Creek—Sol-
11 dier Mountains Recreation Area (hereafter in this
12 subsection referred to as the “recreation area”).

13 (2) ADMINISTRATION.—(A) The Secretary shall
14 administer and manage the recreation area so as to
15 preserve the area's predominantly roadless char-
16 acter, with no additional road construction per-
17 mitted, and to enhance scenic and watershed values,
18 wildlife habitat, and dispersed recreation.

19 (B) The Secretary may, in his discretion and in
20 accordance with Executive Orders 11644 and 11989,
21 permit limited use of the area by motorized vehicles
22 and equipment on roads and trails existing on Janu-
23 ary 25, 1994, for administrative purposes (including
24 trail maintenance), for activities associated with ex-
25 isting levels of livestock grazing, and for recreational

1 vehicle access where such access was established
2 prior to January 25, 1994, but only where such uses
3 are compatible with the protection and propagation
4 of fish and wildlife within the recreation area.

5 **SEC. 205. MANAGEMENT PLANS.**

6 (a) CHANGE TO CONFORM TO THE PROVISIONS OF
7 THIS ACT.—The Secretary shall modify the existing land
8 and resource management plans for the national forests
9 affected by this Act to incorporate the provisions of this
10 Act in their entirety. This incorporation shall not be treat-
11 ed as a revision or amendment to the forest plan for the
12 purposes of section 6 of the Forest and Rangeland Renew-
13 able Resources Planning Act of 1974.

14 (b) GENERAL APPLICABILITY OF EXISTING
15 PLANS.—The management areas, historic area, and forest
16 demonstration projects designated by this title shall be
17 managed in accordance with applicable laws including this
18 Act and the laws, rules, and regulations applicable to the
19 National Forest System and, except as otherwise specifi-
20 cally provided in this Act, in accordance with the applica-
21 ble land management plan for each such area in effect
22 on January 25, 1994, and revisions or amendments to
23 such plans that may be adopted from time to time that
24 are not inconsistent with this Act or such laws, rules, and
25 regulations.

1 (c) **RULE OF CONSTRUCTION.**—Except as provided in
2 subsection (a), nothing in this Act shall be construed to
3 affect or modify the process of revising or amending land
4 and resource management plans pursuant to section 6 of
5 the Forest and Rangeland Renewable Resources Planning
6 Act of 1974.

7 **SEC. 206. MAP AND DESCRIPTION.**

8 As soon as practicable after enactment of this Act,
9 the Secretary shall file a map and a legal description of
10 each management areas, historic area, and forest dem-
11 onstration projects designated under this title with the
12 Committee on Natural Resources and the Committee on
13 Agriculture of the House of Representatives and with the
14 Committee on Energy and Natural Resources of the Sen-
15 ate. Each such map and description shall have the same
16 force and effect as if included in this Act, except that cor-
17 rection of clerical and typographical errors in such map
18 and legal description may be made. Each such map and
19 legal description shall be on file and available for public
20 inspection in the Office of the Chief of the Forest Service,
21 United States Department of Agriculture.

22 **SEC. 207. WATER QUALITY ON THE PANHANDLE NATIONAL**
23 **FOREST.**

24 (a) **IN GENERAL.**—The Secretary shall review the
25 water quality standards in effect on the date of the enact-

1 ment of this Act on the Panhandle National Forest to de-
2 termine if such standards are sufficient to protect fish-
3 eries, watersheds and water quality on that national for-
4 est. If the Secretary finds that such standards—

5 (1) are not sufficient, the Secretary shall de-
6 velop water quality standards which are sufficient to
7 protect fisheries, watersheds and water quality on
8 the national forest and include such standards in the
9 report required by subsection (b); or

10 (2) are sufficient but are not being met, the
11 Secretary shall address why such standards are not
12 being met in the report required by subsection (b).

13 (b) REPORT.—Within 18 months after the date of the
14 enactment of this Act, the Secretary shall submit a report
15 to the Congress which shall include the findings of the
16 Secretary under subsection (a) and any other matter re-
17 quired to be included in the report by subsection (a). Each
18 report shall contain a summary of the comments received
19 pursuant to subsection (c).

20 (c) PUBLIC COMMENT.—The Secretary shall provide
21 an opportunity for public comment on the report before
22 submitting the report to Congress under subsection (b).

23 **SEC. 208. MONITORING OF MANAGEMENT AREAS.**

24 (a) IN GENERAL.—The Secretary shall review exist-
25 ing monitoring efforts by the State, Federal Government,

1 and Indian tribes for each of the management areas, his-
2 toric area, and forest demonstration projects designated
3 by this title to determine whether such efforts assure that
4 adequate information is available to assure compliance
5 with applicable standards in the land and resource man-
6 agement plan applicable to the management area. If under
7 such efforts adequate information—

8 (1) is not available, the Secretary shall develop
9 and implement a monitoring program to collect in-
10 formation that is needed; and

11 (2) is available, the Secretary shall, upon the
12 availability of such information, use such informa-
13 tion when implementing activities under the plan.

14 (b) REPORT.—Not later than four years after the
15 date of the enactment of this Act and every four years
16 thereafter, the Secretary shall submit a report to Congress
17 that assesses the effectiveness of these designations made
18 by this title to assure proper management of the des-
19 ignated areas, and the monitoring of those areas, includ-
20 ing the types of information being collected by the Sec-
21 retary pursuant to subsection (a). Each report shall con-
22 tain a summary of the comments received pursuant to sub-
23 section (c).

24 (c) PUBLIC COMMENT.—In implementing this section
25 and before submitting a report to Congress under sub-

1 section (b), the Secretary shall provide an opportunity for
2 public comment, including comment by scientists, inter-
3 ested agencies, and user groups.

4 **TITLE III—RELEASE TO MUL-**
5 **TIPLE USE AND WATER**
6 **RIGHTS**

7 **SEC. 301. WILDERNESS REVIEW.**

8 (a) FINDINGS.—The Congress finds that—

9 (1) the Department of Agriculture has studied
10 the suitability of roadless areas for inclusion in the
11 National Wilderness Preservation System; and

12 (2) the Congress has made its own review and
13 examination of National Forest System roadless
14 areas in the State of Idaho and the environmental
15 impacts associated with alternative allocations of
16 such areas.

17 (b) JUDICIAL REVIEW.—On the basis of such review,
18 the Congress hereby determines and directs that—

19 (1) without otherwise passing on the question of
20 the legal and factual sufficiency of the wilderness
21 suitability review of the land and resource manage-
22 ment plans and their associated environmental im-
23 pact statements for National Forest System lands in
24 the State of Idaho completed prior to the enactment
25 of this Act, determinations and recommendations as

1 to the suitability of roadless areas for inclusion in
2 the National Wilderness Preservation System and
3 the environmental analyses directly related to such
4 determinations and recommendations (prior to the
5 revision of such plans) shall not be subject to judi-
6 cial review, except that—

7 (A) except for determinations and rec-
8 ommendations on suitability for inclusion in the
9 National Wilderness Preservation System, noth-
10 ing in this section shall preclude judicial review
11 of land and resource management plans or deci-
12 sions implementing such plans or any decisions
13 made concerning the management of National
14 Forest System lands other than the suitability
15 determinations; and

16 (B) except for wilderness suitability deter-
17 minations, nothing in this section shall preclude
18 judicial review of Forest Service regional guides
19 and other departmental policies of general ap-
20 plicability, nor prevent a court from invalidating
21 forest planning decisions which fail to comply
22 with applicable law; and

23 (2) the wilderness suitability review and evalua-
24 tion of those National Forest System lands in the
25 State of Idaho which were reviewed by the Depart-

1 ment of Agriculture in the Land and Resource Man-
2 agement Plans, and those lands referred to in sub-
3 section (g), shall be deemed an adequate consider-
4 ation of the suitability of such lands for inclusion in
5 the National Wilderness Preservation System, and
6 the Department of Agriculture shall not be required
7 to review the wilderness option prior to the first re-
8 vision of the Land and Resource Management Plans
9 to occur after 10 years following enactment of this
10 Act, but shall review the wilderness options there-
11 after when the plans are revised, which revisions will
12 ordinarily occur on a 10-year cycle, or at least every
13 15 years.

14 (c) **RELEASE.**—Those National Forest System lands
15 in the State of Idaho which were not designated as wilder-
16 ness or management areas, historic area, or forest dem-
17 onstrations projects by this Act shall be managed for mul-
18 tiple use in accordance with land and resource manage-
19 ment plans developed pursuant to section 6 of the Forest
20 and Rangeland Renewable Resources Planning Act of
21 1974, as amended by the National Forest Management
22 Act of 1976, and other applicable law, and those areas
23 need not be managed for the purpose of protecting their
24 suitability for wilderness designation prior to or during re-
25 vision of the land and resource management plans.

1 (d) PLAN REVISIONS.—In the event that revised land
2 management plans in the State of Idaho are implemented
3 pursuant to section 6 of the Forest and Rangeland Renew-
4 able Resources Planning Act of 1974, as amended by the
5 National Forest Management Act of 1976, and other ap-
6 plicable law, areas not recommended for wilderness des-
7 ignation need not be managed for the purpose of protect-
8 ing their suitability for wilderness designation for a mini-
9 mum of 10 years after the date of enactment of this Act,
10 and areas recommended for wilderness designation shall
11 be managed for the purpose of protecting their suitability
12 for wilderness designation.

13 (e) FURTHER REVIEW.—Unless expressly authorized
14 by Congress, the Department of Agriculture shall not con-
15 duct any further statewide roadless area review and eval-
16 uation of National Forest System lands in the State of
17 Idaho for the purpose of determining their suitability for
18 inclusion in the National Wilderness Preservation System.

19 (f) REVISIONS.—As used in this section, and as pro-
20 vided in section 6 of the Forest and Rangeland Renewable
21 Resources Planning Act of 1974, as amended by the Na-
22 tional Forest Management Act of 1976, the term “revi-
23 sion” shall not include an amendment to a land and re-
24 source management plan.

1 (g) ROADLESS AREAS LESS THAN 5,000 ACRES.—
2 The provisions of this section shall also apply to those Na-
3 tional Forest System roadless lands in the State of Idaho
4 which are less than 5,000 acres in size.

5 **SEC. 302. WATER RIGHTS.**

6 Nothing in this Act, or any other Act, shall be con-
7 strued as providing the basis for assertion of any claim
8 for any United States water right for lands designated as
9 wilderness or special management areas by this Act. Noth-
10 ing in this Act shall be construed as authorizing the use
11 of eminent domain to acquire water or water rights for
12 such lands.

13 **TITLE IV—IDAHO RURAL**
14 **ECONOMIC DEVELOPMENT**

15 **SEC. 401. FINDINGS AND PURPOSES.**

16 (a) FINDINGS.—The Congress finds the following:

17 (1) Idaho's rural communities are faced with
18 the need to diversify their economic base.

19 (2) The natural resources and the infrastruc-
20 ture of Idaho's national forests need to be rehabili-
21 tated to enhance the quality of Idaho's national for-
22 ests.

23 (3) Solutions to these issues can be complemen-
24 tary if employment opportunities are created that
25 accomplish the much needed natural resources work,

1 including the backlog of work which has accumu-
2 lated over time in Idaho.

3 (b) **PURPOSE.**—The purposes of this title are to in-
4 crease the ability of the Secretary of Agriculture to provide
5 additional assistance under existing authority of such Sec-
6 retary to rural communities located in or near national
7 forests in the State of Idaho to aid in diversifying these
8 communities' economic bases and to complete needed eco-
9 system restoration and rehabilitation projects to improve
10 the quality of Idaho's national forest resources.

11 **SEC. 402. ECOSYSTEM RESTORATION AND REHABILITATION**
12 **PROJECTS.**

13 (a) **IN GENERAL.**—The Secretary shall utilize the au-
14 thority of the National Forest-Dependent Rural Commu-
15 nities Diversification Act of 1990 (7 U.S.C. 6611 et seq.)
16 to effect the purposes of this title and shall promote eco-
17 system restoration and rehabilitation programs and
18 projects through technical assistance, grants, and coopera-
19 tive agreements with agencies of the State of Idaho, local
20 governments, organizations, private corporations, and
21 landowners.

22 (b) **ECOSYSTEM RESTORATION.**—Rehabilitation
23 projects which may be carried out under subsection (a)
24 include—

35

- 1 (1) rehabilitation of watersheds and riparian
- 2 areas;
- 3 (2) closure of timber and other roads, obliteration
- 4 of temporary roads, and revegetation and stabilization
- 5 of road cuts and fills;
- 6 (3) reduction of nonpoint source pollution
- 7 through revegetation;
- 8 (4) restoration and enhancement of fish and
- 9 wildlife habitat;
- 10 (5) silvicultural treatment of forest stands to
- 11 restore vigor, improve health, and reduce risk of
- 12 wildfire;
- 13 (6) riparian-related pasture fencing on range al-
- 14 lotments;
- 15 (7) rehabilitation of mines;
- 16 (8) inventory, treatment, and control of noxious
- 17 weeds; and
- 18 (9) maintenance of existing trails currently in
- 19 substandard condition.
- 20 (c) **PRIORITIZING PROJECTS.**—In establishing prior-
- 21 ity projects for the purposes of this section, the Secretary
- 22 shall give priority to the following:
- 23 (1) Implementation of projects which will allow
- 24 for future flexibility in commodity products from

1 limited watersheds and which would assist in chi-
 2 nook salmon recovery efforts.

3 (2) Repair of high-volume recreation roads
 4 which would greatly reduce sedimentation into criti-
 5 cal anadromous fish waterways.

6 (d) PRIORITY PROJECTS.—In carrying out this sec-
 7 tion, the Secretary shall give priority to the following
 8 areas:

9 (1) PANHANDLE NATIONAL FOREST.—Priority
 10 drainages listed as unscheduled in the forest plan for
 11 the Idaho Panhandle National Forests (1987):

12 (A) COEUR D'ALENE RIVER DRAINAGE.—
 13 All creeks located within the Coeur D'Alene
 14 River drainage and the Coeur D'Alene River.

15 (B) CLARK FORK DRAINAGE.—

16 (i) Lightning Creek.

17 (ii) Grouse Creek.

18 (iii) Trestle Creek.

19 (C) ST. JOE DRAINAGE.—

20 (i) Gold Creek.

21 (ii) Bruin Creek.

22 (iii) Quartz Creek.

23 (D) ST. MARIES RIVER DRAINAGE.—

24 (i) Fish Hook Creek.

25 (ii) Norton Creek.

37

- 1 (iii) West Fork Mary.
 2 (iv) Little East Fork Emerald.
 3 (v) Catspur.

4 (2) CLEARWATER NATIONAL FOREST.—

- 5 (A) Lolo Creek.
 6 (B) Eldorado Creek.
 7 (C) Yoosa Creek.
 8 (D) Crooked Fork.
 9 (E) Pete King.
 10 (F) Canyon Creek.
 11 (G) Deadman Creek.
 12 (H) China Creek.
 13 (I) Osier Creek.
 14 (J) Laundry Creek.
 15 (K) Sheep Creek.
 16 (L) Sneak Creek.
 17 (M) South Fork Beaver Creek.
 18 (N) Quartz Creek.

19 (3) NEZ PERCE NATIONAL FOREST.—Projects
 20 listed in Part I of the document entitled “Economic
 21 Sustainability and Diversification Options, 1993”.

22 (4) PAYETTE NATIONAL FOREST.—

- 23 (A) Ruby Road.
 24 (B) Grouse Creek Road.
 25 (C) Lake Creek Road.

1 (D) California Lake.

2 (E) Projects listed in the document enti-
3 tled "South Fork Salmon River Restoration
4 Strategy", dated March 1989.

5 (5) BOISE NATIONAL FOREST.—

6 (A) MIDDLE FORK SALMON.—

7 (i) Elk Creek (trib to Bear Valley
8 Creek).

9 (ii) Bear Valley Creek.

10 (B) SOUTH FORK SALMON.—

11 (i) Upper South Fork Salmon.

12 (ii) Johnson Creek.

13 (C) BOISE RIVER.—

14 (i) Mores Creek.

15 (ii) Grimes Creek.

16 (iii) Lower South Fork Boise.

17 (iv) Upper South Fork Boise.

18 (v) North Fork Boise.

19 (D) PAYETTE RIVER.—

20 (i) Middle Fork Payette.

21 (ii) Squaw Creek Basin.

22 (e) PRIORITY COMMUNITIES.—In implementing this
23 section, the Secretary shall give priority consideration to—

24 (1) the areas of highest unemployment that are
25 in or near national forests in the State of Idaho; and

1 (2) rural communities in the State of Idaho
2 that have historically been dependent on national
3 forest system lands.

4 (f) **RURAL COMMUNITY.**—For the purposes of this
5 title, the term “rural community” has the same meaning
6 given such term by section 2374(3) of the National For-
7 est-Dependent Rural Communities Diversification Act of
8 1990 (7 U.S.C. 6612(3)).

9 **SEC. 403. AUTHORIZATION OF APPROPRIATIONS.**

10 There is authorized to be appropriated such sums as
11 may be necessary to carry out this Act.

○

BACKGROUND

H.R. 3732, IDAHO WILDERNESS, SUSTAINABLE FORESTRY
AND COMMUNITIES ACT OF 1994

The State of Idaho has the largest amount of national forest roadless lands in the nation outside of Alaska. They total 9.3 million acres and are part of the largest, single contiguous block of wildlands in the lower 48 states. Some of these lands are contiguous to two of the nation's largest designated wilderness areas, the Frank Church-River of No Return Wilderness and the Selway-Bitterroot Wilderness. Wildlife resources include some of America's largest elk, deer and bighorn sheep herds as well as threatened and endangered species such as grizzly bear, woodland caribou, bald eagle, the gray wolf and chinook salmon.

Idaho and Montana are the only two states left that have not had statewide wilderness bills enacted which address the national forest roadless area issue. H.R. 3732 which supersedes an earlier bill (H.R. 1570) would resolve part of roadless area issue in Idaho. Idaho has two Congressional Districts and the bill includes only lands within the First District which is the western and northern parts of the state. Five national forests are affected--the Boise, Clearwater, Payette, Nez Perce and Idaho Panhandle. Idaho has five additional national forests in the Second District.

H.R. 3732 would designate 1.265 million acres of wilderness in 20 new wilderness areas or additions to existing wilderness areas. It also designates almost 300,000 acres of special management areas in 14 areas. These include a variety of designations such as Management Areas, Recreation Areas (not National) and a Historic Area. Most of the Management Areas encourage timber harvesting and some legislate national forest plan provisions. The bill includes two demonstration projects, 1 watershed protection project and many ecosystem restoration and rehabilitation projects. These projects involve experimental logging.

Other provisions include assistance to rural communities, a water quality study, release language, water rights language that specifically denies wilderness a water right, and compensation claims for private landowners whose lands may have decreased in value because of wilderness designation.

DESIGNATIONS IN H.R. 3732

Boise National Forest:

Wilderness:

Red Mountain	88,000
Hanson Lake	14,000
Ten Mile/Black Warrior	79,000
Needles	4,000
<u>Peace Rock</u>	<u>94,000</u>
Total	271,000

Special Management Areas:

Breadwinner	41,000
Lime Creek	29,000
<u>Snowbank</u>	<u>22,000</u>
Total	92,000

Payette National Forest:

Wilderness:

Patrick Butte	48,000
French Creek	43,000
Needles	96,000
<u>Secesh</u>	<u>116,000</u>
Total	303,000

Special Management Area:

Rapid River	38,000
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Nez Perce National Forest:

Wilderness:

Selway Bitterroot Add.	102,000 (East Meadow)
Selway Bitterroot Add.	1,000 (Bear Creek/Mt. line)

Special Management Area:

Rapid River	19,000
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Clearwater National Forest:

Wilderness:

Mallard Larkin	77,000
Great Burn	225,000
Lewis and Clark	43,000
<u>Selway Bitterroot Add.</u>	<u>38,000</u>
Total	383,000

Idaho Panhandle National Forests:

Wilderness:

Mallard Larkin	123,000
Scotchman Peaks	24,000
Salmo Priest	19,000
<u>Long Canyon</u>	<u>39,000</u>
Total	205,000

Special Management Areas:

Marble Creek	?
Selkirk Crest	21,000
Continental Mountain	6,000
Saddle Mountain	6,000
Farnham/Russell	24,000
Burton Peak	9,000
Katka Peak	11,000
Bald Eagle	4,000
Timber Buck	8,000
<u>Jack Johnston</u>	<u>45,000</u>
Total	133,000

Total Wilderness:	1,265,000
Special Management Areas:	282,000
<u>Released to Forest Plans</u>	<u>3,040,000</u>
Total	4,586,000

Special Projects

- St. Joe Forest Demonstration Project, Idaho Panhandle National Forest
- Kaniksu Forest/Boundary County Demonstration Project, Idaho Panhandle National Forest
- West Meadow Creek Watershed Project, Nez Perce National Forest
- Ecosystem Restoration and Rehabilitation Projects, Idaho Panhandle, Clearwater, Nez Perce, Payette and Boise National Forests



Nez Perce

TRIBAL EXECUTIVE COMMITTEE

P.O. BOX 305 • LAPWAI, IDAHO 83540 • (208) 843-2253

TESTIMONY OF
 SAMUEL N. PENNEY, CHAIRMAN
 NEZ PERCE TRIBAL EXECUTIVE COMMITTEE
 ON AMENDMENTS TO IDAHO WILDERNESS,
 SUSTAINABLE FORESTS AND COMMUNITIES ACT

March 15, 1994

Hello, I am Samuel Penney, Chairman of the Nez Perce Tribal Executive Committee (NPTEC). NPTEC is the nine-member elected governing body of the Nez Perce Tribe. I thank you for the opportunity to provide comments on what continues to be a very important issue to everyone in the state of Idaho --the management of our wilderness.

The Nez Perce Reservation is situated in the northcentral Idaho area and encompasses some 760,000 acres. Originally, the Nez Perce Tribe exclusively occupied a vast territory of about thirteen million acres, which included northcentral Idaho, southeastern Washington and northeastern Oregon. In addition to the areas that were exclusively used and occupied, the Nez Perce people extended their hunting, fishing, trading, and other food gathering activities westward down the Columbia River, and to the east to the area that is presently the state of Montana.

In the 1855 treaty with the United States, the size of the federally recognized homelands was reduced, but a very significant provision was included in that treaty. That provision reserved to the Nez Perce the right to hunt on open and unclaimed lands and fish at all usual and accustomed places outside the current reservation boundaries. The nature and scope of these rights, as determined by several court cases, included the right of the Tribe to participate in the management of the lands and waters in these off-reservation areas. This co-management authority is extremely important to the tribe because protection of these natural resources also protects our traditional, cultural practices. This authority should also serve to place the Nez Perce Tribe on the same level as other governmental entities holding management responsibility, rather than being recognized as just another "interested party".

Although we are not clear as to the underlying negotiations that led to the

amendment to the bill, our comments address the general concern of the Nez Perce Tribe regarding the fact that so much of the designated wilderness and special management areas are now released from protection. We agree that jobs in Idaho are important. But it is the traditional view of the Nez Perce people that the environment and the various components that make up the ecosystem are interrelated. If one aspect of the system is disturbed, the entire system suffers. Piecemeal protection does not afford the necessary protection that native species of plants and wildlife need in order to survive.

In regard to the Meadow Creek area and the release of 58,000 acres of wilderness designation in the Selway Bitterroot Wilderness, the Nez Perce Tribe has been working on a major restoration effort for spring Chinook salmon in that area. In 1993, the Tribe outplanted about one hundred thousand chinook salmon parr. An extensive monitoring and evaluation study is being conducted on downstream migrants, to determine the potential for more extensive salmon and steelhead production in the Meadow Creek area. Additional fish will be outplanted this year from the broodstock reared by the Nez Perce tribe.

Water quality, habitat protection, and minimizing sediment sources will be essential to the success of anadromous fish recovery in Meadow Creek. The strategy plan for such recovery requires that the stream-side management zones are ensured adequate protection from logging practices along the Creek. If the intent is to release so much of the area from wilderness designation for logging, stream-side management zones will be critically important in rehabilitating the habitat and restoring the anadromous fish resource.

The Meadow Creek area is also a critical area for resident fish populations, including cutthroat and bull trout. The grey wolf and grizzly bear recovery are also important aspects of this ecosystem and the entire Selway Bitterroot Wilderness area. As I mentioned before, our cultural tradition of looking at the entire circle of life, rather than each area or species individually, reflects our statements today that the pristine qualities of the Meadow Creek area should be protected by extension of the wilderness designation.

The plan to prohibit the creation of buffer zones around a wilderness that would prove to be a detriment to any adjacent, private property owner should be carefully reviewed. If the particular use of that private property has the effect of damaging the environment to the extent that species are in danger or habitat in the adjacent wilderness area is ruined, a determination should be made that prohibits that particular use.

The addition of 1000 acres of wilderness at the head of Bear Creek in the Nez Perce National Forest is responsible public policy. Although we need further clarification on exactly where that addition is located, the protection afforded by the designation

will have a positive effect on native wildlife and anadromous fish. Conversely, the release of 20,000 acres at Fish Lake and Fish Lake trail in the Great Burn area of the Clearwater National Forest will be a serious mistake. Our hope is that buffer zones be required in the stream-sided management zones to assist in the protection of fish habitat. This is particularly important to the 123,000 East Weitas Creek and Vanderbilt Hill release from Special Management designation. The East Weitas drainage is a prime cutthroat-trout production area. Protection of the watershed will be important to the survival of this population.

To offset the loss of protection in the Clearwater National Forest, there are 7,000 acres added to the Selway Bitterroot Wilderness on the Powell Ranger District at White Sand and Beaver Creeks. Again, without more intense scrutiny as to whether this area is at the headwaters or in the area of a side drainage, we cannot place a value on this addition. The Tribe believes that any protection afforded to this area, which contains valuable chinook-producing habitat is positive.

The apparent allowance of environmentally sensitive timber harvest in the Nez Perce National Forest at Rapid River, will not afford the protection for this critical area than we believe is needed. Considering the fact that watershed protection is required to be a priority, if such harvest occurs, enforcement of these priorities should be implemented.

As a matter of general policy direction, the Nez Perce Tribe would like to see more wilderness designations rather than less, which is the effect of the revisions set forth in HR 1570. However, we deeply appreciate your dedication and leadership, Representative LaRocco, in formulating a plan and for soliciting feedback from the people of Idaho, including the Nez Perce Tribe.

We would be happy to work with you and the committee staff to assure that this legislation will meet our mutual goals of protecting the environment and providing employment for our Idaho communities. Thank you.



THE WILDERNESS SOCIETY

STATEMENT OF CRAIG GEHRKE, IDAHO STATE DIRECTOR, THE WILDERNESS SOCIETY ON H.R. 3732, THE "IDAHO WILDERNESS, SUSTAINABLE FORESTS AND COMMUNITIES ACT OF 1994" BEFORE THE SUBCOMMITTEE ON NATIONAL PARKS, FORESTS AND PUBLIC LANDS, COMMITTEE ON NATURAL RESOURCES, UNITED STATES HOUSE OF REPRESENTATIVES, March 15, 1994

Mr. Chairman, I am Craig Gehrke, the State Director of the Idaho Office of The Wilderness Society. I am pleased to have this opportunity to appear before you on behalf of The Society's 300,000 members to discuss H.R. 3732, the Idaho Wilderness, Sustainable Forests and Communities Act of 1994. This testimony is also submitted on behalf of the Sierra Club.

Both The Wilderness Society and Sierra Club have been involved in Idaho's wilderness issue for many years, including the designation of the Gospel-Hump, Hells Canyon, and Frank Church - River of No Return Wilderness Areas. We have been intensively involved in Idaho's decade-long effort to pass post-RARE II national forest wilderness legislation.

The Wilderness Society and Sierra Club appreciate Congressman LaRocco's efforts to resolve at least some part of Idaho's national forest wilderness debate. Idaho has many outstanding areas which deserve permanent protection as wilderness. These areas will enrich the overall diversity of the National Wilderness Preservation System. As written, however, The Wilderness Society and the Sierra Club cannot support H.R. 3732. H.R. 3732 contains fundamental flaws which threaten the integrity of some of the best remaining wilderness ecosystems in the lower 48 states.

RELEASE LANGUAGE

There is no need for release language or similar provisions in this legislation. Release language assumes this legislation is a final resolution to the roadless area issue in Idaho. This bill is far from that. There will be additional wilderness bills for Idaho in the future, and significant roadless area protections are going to be needed for future ecosystem management plans now being developed by the U.S. Forest Service. We oppose including any release language in this bill.

H.R. 3732 removes the wilderness review process from the national forest planning process by scheduling the next wilderness review 10 years from passage of this legislation. Separating the wilderness review from a planning process designed to

consider all the multiple uses of the national forests is illogical and erodes the integrity of the overall planning process. Future wilderness reviews will surely be shortchanged if they're tacked on as an afterthought following the completion of a forest plan.

For the first time since the advent of forest planning the Forest Service may develop a vision for forest management not driven by political timber goals. At this time it is vital that we not tie the hands of forest managers by precluding a wilderness review for a decade.

Additionally, while H.R. 3732 designates wilderness areas only in Idaho's First Congressional District, the release language is written to apply statewide. H.R. 3732 "releases" over half of Idaho's roadless lands -- those in the second district -- with no concurrent wilderness designations. To date there is no indication that Idaho's Second District Congressman intends to offer any sort of wilderness proposal for his district. H.R. 3732 relieves him of that task by releasing all the roadless lands in his district.

The Wilderness Society and Sierra Club oppose the inclusion of any release language provisions in any Idaho wilderness legislation. The concept of release language is an artifact from wilderness bills passed between the lawsuit invalidating RARE II and the first round of national forest land management plans. Release language was designed for Congress to rule that RARE II was legally sufficient and to relieve the Forest Service of the obligation of reviewing the wilderness suitability of roadless lands during the planning process for the first generation of land management plans.

The adequacy of the forest plan wilderness suitability analysis was challenged by conservationists. The court ruled that unlike RARE II this analysis was legally sufficient. Thus, roadless lands not recommended for wilderness in the forest planning process in both Idaho and Montana have already been effectively "released" from wilderness consideration during the current generation of forest plans. There is no need to have Congress provide further "release" in an Idaho wilderness bill.

Contrary to popular belief, Idaho's roadless national forest lands are not "tied up" due to the lack of wilderness legislation. The Forest Service has over 200 timber sales in roadless lands not recommended for wilderness. In fact, extensive timber harvesting and roadbuilding is occurring in the Cove - Mallard roadless area on the Nez Perce National Forest, and is under analysis for the French Creek roadless area on the Payette National Forest.

Our greatest concern is that release language could be interpreted to preclude challenges to subsequent development projects within released roadless areas. While this may not be the intent of release language, there is a real risk that such a misinterpretation could occur. Development activities within a roadless area must be free from any possible limits on administrative and judicial review.

WATER RIGHTS

The Wilderness Society and Sierra Club believe that Congress should expressly recognize the existence of federal reserved water rights in wilderness bills. The water right language in H.R. 3732 not only denies a water right to wilderness areas designated in this particular piece of legislation but also disavows a water right established by past wilderness legislation. This is a concept that The Wilderness Society and Sierra Club absolutely oppose. The *Winters v. United States* Supreme Court ruling stated that when the Congress sets aside public lands for special purposes it simultaneously and implicitly sets aside enough water to fulfill those purposes. H.R. 3732 strikes at the heart of that standard.

It is not our intent to create a "super" right to water in wilderness areas. A wilderness water right does not defeat or come before any valid existing water right. It has as a priority the date the wilderness area is created. Thus it is likely to be junior to most other water rights. Congress has historically deferred to state procedural law to quantify and perfect federal water rights, and that deference is not changed for wilderness water rights.

Because wilderness does not take water out of a stream, a doctrine of federal reserved water right for wilderness can coexist with the prior appropriation doctrine. Nearly all the national forest roadless areas under consideration for wilderness designation in Idaho are headwater areas, and thus a reserved water right would have no effect on downstream prior appropriations. If a non-headwater area is under consideration for wilderness, then that specific case should be examined to see if a conflict exists.

SPECIAL MANAGEMENT AREAS ON THE IDAHO PANHANDLE NATIONAL FORESTS

Of Idaho's ten national forests, two have been severely impacted by decades of roadbuilding and logging - the Idaho Panhandle in the far northern part of the state and the Targhee in the eastern corner. Both forests have been badly fragmented by clearcuts and miles of logging roads which threaten the long-term integrity of the remaining ecosystems on these forests. The degree of ecosystem decline on the Idaho Panhandle is further evidenced by four listed species and nine candidate species for listing under the Endangered Species Act.

The fate of the roadless areas on the Idaho Panhandle National Forest will affect not only resources found on the forest but resources off the forest as well. Downstream from the Panhandle Forest watersheds is the Spokane River-Coeur d' Alene Lake Basin, an area significantly contaminated with lead, cadmium, zinc and other heavy metals resulting from a century of mining activity. During a 100-year period mining companies dumped about 72 million tons of mine tailings into the Coeur d' Alene River system. Lead residues have annually killed migrating tundra swans since about 1900. The South Fork of the Coeur d' Alene River remains toxic to fish. Heavy metals are accumulating in the bottom of Lake Coeur d' Alene, threatening the lake's fishery and recreation potential.

Decades of logging and roadbuilding on the Idaho Panhandle Forest have altered the function and structure of the forest watersheds, increasing water yields with high peak

flows and high energy that erode away streambanks, fill in pools, and widen stream channels. Flood waters are disgorged onto the Coeur d' Alene River's contaminated floodplain, churning up heavy metals and moving them downstream toward Lake Coeur d' Alene and the Spokane River. Intensive timber management on the St. Joe River, the other major water source for Lake Coeur d' Alene, threatens to increase nutrient loading in the lake, exacerbating the existing contamination situation caused by heavy metals.

The mountain watersheds which make up the Panhandle National Forest are unraveling. The 1992 Monitoring Report for the Idaho Panhandle National Forest identified a forest-wide decline in water quality tied to decades of roadbuilding and logging. The roadless areas on the Idaho Panhandle Forest play an important role in holding together watersheds already severely impacted by past development activities. Many of the Panhandle Forest's roadless lands are relatively small, isolated tracts at the heads of drainages. Protection of these headwater areas is critical to the long-term protection and maintenance of the Panhandle's watersheds.

H.R. 3732 takes several roadless areas on the Panhandle Forest and creates special management areas where logging is sanctioned if not actually encouraged. The last thing the Idaho Panhandle Forest needs is congressionally-designated areas where logging is encouraged. Designating roadless areas for logging on the Panhandle exacerbates the deterioration of the forest's watersheds.

Since the 1987 Idaho Panhandle Forest Plan was implemented, 64 percent of the watersheds now display varying conditions of deterioration ranging from unacceptable, i.e. clearly before forest plan standards, to deterioration is likely and field verification is needed. The 64 percent encompasses all watersheds, including roadless area watersheds. If only roaded, developed watersheds were examined the percentage of damaged watersheds would be much higher. With few exceptions, wherever drainages have been entered for logging and roadbuilding significant damage to watersheds has occurred.

The Wilderness Society and Sierra Club support a prohibition on logging and road construction in all roadless areas on the Idaho Panhandle Forest not designated as wilderness. All remaining roadless areas must be maintained in their existing undeveloped status pending reversal of the Panhandle Forest's downward trend in water quality and restoration of degraded streams. With the risk of total watershed collapse so great and with so little leeway for mistakes, aggressive steps must be taken to prevent the loss of ecosystem integrity.

While H.R. 3732 recommends specific watershed restoration projects, it makes no sense to spend millions rehabilitating watersheds while at the same time risking further watershed collapse by roading and logging roadless areas. It is far safer and more economically sensible to begin the long process of watershed restoration on the Idaho Panhandle with a moratorium on roadless area development.

OTHER SPECIAL MANAGEMENT PROVISIONS

St. Joe Demonstration Project

The St. Joe Demonstration Project as outlined in H.R. 3732 is far too open-ended. Despite repeated requests, we have yet to see maps showing exactly where this demonstration project would be located. The Wilderness Society and Sierra Club will not support this demonstration process based merely on H.R. 3732's promise to produce a map of the sites six months following passage of the legislation. This project must be clarified and carefully defined. A national forest intensively managed for timber production will certainly eventually run up against the biological constraints of the area, particularly given its location upstream of Lake Coeur d' Alene. For example, all steps must be taken to avoid exacerbating nutrient loading of Lake Coeur d' Alene from intensive forestry practices like fertilizing in the upper watershed areas.

Jackson Bar Airstrip

The Wilderness Society and Sierra Club oppose provisions within H.R. 3732 to open the Jackson Bar airstrip to recreation aviator use. The Jackson Bar strip, also known as the Wilson Bar strip, did not have any history of established use in 1980 at the time of the Central Idaho Wilderness Act, and has been legally closed by the Forest Service for many years. As recently as last year illegal "improvements" (tree cutting) by private users have occurred in an attempt to force the Forest Service to open the strip. H.R. 3732 rewards these illegal act by congressionally opening the strip and thereby creating a dangerous precedent and encouraging similar such actions.

There are already at least 24 airstrips within the Frank Church - River of No Return Wilderness. Another strip on the edge of the wilderness within the Salmon River canyon is not needed.

Outfitter operations

The Wilderness Society and Sierra Club support the Idaho Outfitter and Guide Association in its efforts to ensure that wilderness designation does not cause an onerous burden on existing operations. Outfitting and guiding is an appropriate use within wilderness areas so long as wilderness values are protected.

Private Property Provisions

The Wilderness Society and Sierra Club oppose the private property rights provision in H.R. 3732. There is no need to include such language in a wilderness bill. To our knowledge there is no history of wilderness designation drastically lowering the values of adjacent properties. In fact, we suspect the opposite is true. To include language like that included in H.R. 3732 only encourages a series of frivolous compensation claims from disgruntled, anti-wilderness nearby land owners.

Gospel - Hump Wilderness boundary clarification

The clarification of the existing Gospel-Hump Wilderness boundary to include the area 1500 feet downstream from the Wind River pack bridge on the Nez Perce National Forest should be retained in H.R. 1570.

WILDERNESS DESIGNATIONS**Idaho Panhandle National Forests**

The Wilderness Society and Sierra Club support the wilderness boundaries in H.R. 3732 for Scotchman's Peak and Salmo-Priest. We recommend an extension of the Long Canyon Wilderness boundary south along the Selkirk Crest to include Harrison Lake.

We also recommend wilderness designation for two other roadless areas on the Idaho Panhandle Forest - the Boulder Mountain/Katka Peak area and Lake Estelle. Boulder/Katka is an extension of the Cabinet-Yaak-Selkirk ecosystem and supports a full range of habitat types found on the Panhandle National Forest. The area provides habitat for grizzly bears, caribou and wolves and is the only area in the lower continental U.S. where all three endangered species are in residence. Designation of this wilderness would be a positive step towards permanent protection of the diversity of forest habitat types, plants and animals of the upper Panhandle Forest.

The Lake Estelle area is steep, with average slopes at least 45 percent and many greater than 60 percent. The Lake Estelle Wilderness would provide a critical wildlife migration and recolonization zone in the upper Panhandle Forest leading east to Montana, north to Canada, and south to the Clearwater National Forest.

Clearwater National Forest

Lewis and Clark proposed wilderness - The upper Fish Creek drainage was included in last year's version of this bill. This drainage should be returned to this proposed wilderness area.

Mallard-Larkins proposed wilderness - H.R. 3732's inclusion of the Snow Peak/Buck Creek area and the Foehl Creek drainage within the proposed Mallard-Larkins is a tremendous step towards creating a biologically-sound wilderness. These critical areas must be maintained in H.R. 3732. Report language can be developed to allow continued use of helicopters for mountain goat transplants from Snow Peak as long as such use conforms with the "minimum management tool" concept already in use for wilderness areas.

The Fern and Star Creek drainages should be included within the Mallard-Larkins. Inclusion of this area would protect the unique disjunct coastal plant community which extends beyond the existing Aquarius Research Natural Area into the roadless area. Inclusion of this area would also protect approximately 1,000 acres of old growth cedar and Douglas fir stands.

The southeast boundary of Mallard-Larkins should be expanded down to the North Fork of the Clearwater River at Kelly Forks Ranger Station. This would protect a corridor between Mallard-Larkins and the Great Burn Wilderness to aid species dispersal and seasonal wildlife migrations. Expansion of the wilderness in this area would also finally resolve the controversy over the possible extension of the Indian Henry Ridge Road. This road, if extended through this area, would be just one more barrier to wildlife movement and migrations on the Clearwater National Forest. The last thing the Clearwater Forest needs is another east-west road interrupting wildlife migrations.

Great Burn proposed wilderness - The Great Burn Wilderness should be expanded to include the Swamp Ridge area to protect a valuable stand of old growth cedar which survived the 1910 fire. The Forest Service recently cancelled a timber sale in this area because of the need to protect this remnant old growth stand.

Vanderbilt Hill - Vanderbilt Hill roadless area should be designated a 41,000-acre wilderness. Vanderbilt Hill contains some of the wildest country on the Clearwater National Forest and provides some of the best habitat for wolves and grizzly bears on the forest. Year after year reliable reports of grizzly sightings occur from Mallard-Larkins to the Great Burn. Vanderbilt Hill provides a key connection between these two areas. Vanderbilt also supports an outfitting operation.

Nez Perce National Forest

Meadow Creek proposed wilderness -- The wilderness boundaries should be expanded to return them to those originally proposed in the earlier version of this legislation, with the addition of the first few miles upstream of the mouth of Meadow Creek. To draw a wilderness boundary down the middle of a drainage mocks any approach to ecosystem, landscape-based management.

Payette National Forest

Frank Church - River of No Return Wilderness Addition - Return the Salmon River Breaks Addition to the Frank Church Wilderness which was in the previous version of this bill.

French Creek/Patrick Butte proposed wilderness - These two areas should be combined and connected through the addition of 7,000 acres in the Elkhorn Creek drainage. All trails used as boundaries should be included within the wilderness area. Surrounding a wilderness area with trails open to off-road vehicles will destroy the solitude and sense of peace which wilderness visitors often seek. The sound of motorized use will travel far within wilderness areas if motorized trails are used for boundaries. Subsequent trail work and re-routing could also result in a relocation of a wilderness boundary by the management agency, which is not allowed under the current congressional designation process.

Boise National Forest

Peace Rock proposed wilderness - An important addition to this area is the remaining roadless lands of the Middle Fork of the Payette River watershed down to Boiling Springs, including the tributary Bull Creek. This area contains one of the richest biological resources available for wilderness designation in southwest Idaho. Along with the Breadwinner area, this section of the Peace Rock roadless area contains important ponderosa pine habitat types and a large concentration of vertebrate species. The GAP analysis of the U.S. Fish and Wildlife Service shows that these ponderosa pine habitat types are some of the most biologically diverse areas in the state.

It is extremely important that undisturbed ponderosa pine habitats are protected on the Boise National Forest. The Boise Forest is implementing an aggressive salvage and thinning program to restore the forest to a state more closely approximating historic conditions. Open stands of ponderosa pine are an important component of the desired future condition of the Boise Forest. It is necessary that undisturbed ponderosa pine sites be preserved for use as "controls" for comparison purposes to gauge the success of these efforts.

Tranquil Basin within the Peace Rock area must be better protected by wilderness designation than it currently is H.R. 3732. The boundaries near Tranquil Basin should be extended west to better insulate this important elk calving and rearing area from disturbances of motorized recreation.

Breadwinner proposed wilderness - This area should be changed from a special management area to wilderness. Like Peace Rock, the ponderosa pine habitat types of the Breadwinner area represent one of the most diverse habitat types in the state. The area is also a major wildlife wintering area which is extremely important given the loss of wintering habitat across the Middle Fork of the Boise River due to the Foothills Fire last year.

Red Mountain proposed wilderness - The Wilderness Society and Sierra Club supports the boundaries for the Red Mountain wilderness area.

Ten Mile - Black Warrior proposed wilderness - The boundaries for the Ten Mile - Black Warrior wilderness should be modified to include trails used as boundaries. Like the wilderness proposals on the Payette Forest, motorized trails ringing a wilderness area destroy the solitude of the affected wilderness.

Idaho's Second Congressional District

The Wilderness Society and Sierra Club believe that roadless areas and wilderness designation in Idaho's Second Congressional District must be part of any congressional wilderness discussion. There are candidate wilderness areas of national significance within the Second District, particularly in the Greater Salmon and Yellowstone Ecosystems. Roadless areas within the Second District face immediate threats from logging, roadbuilding, and off-road vehicle damage.

SUMMARY

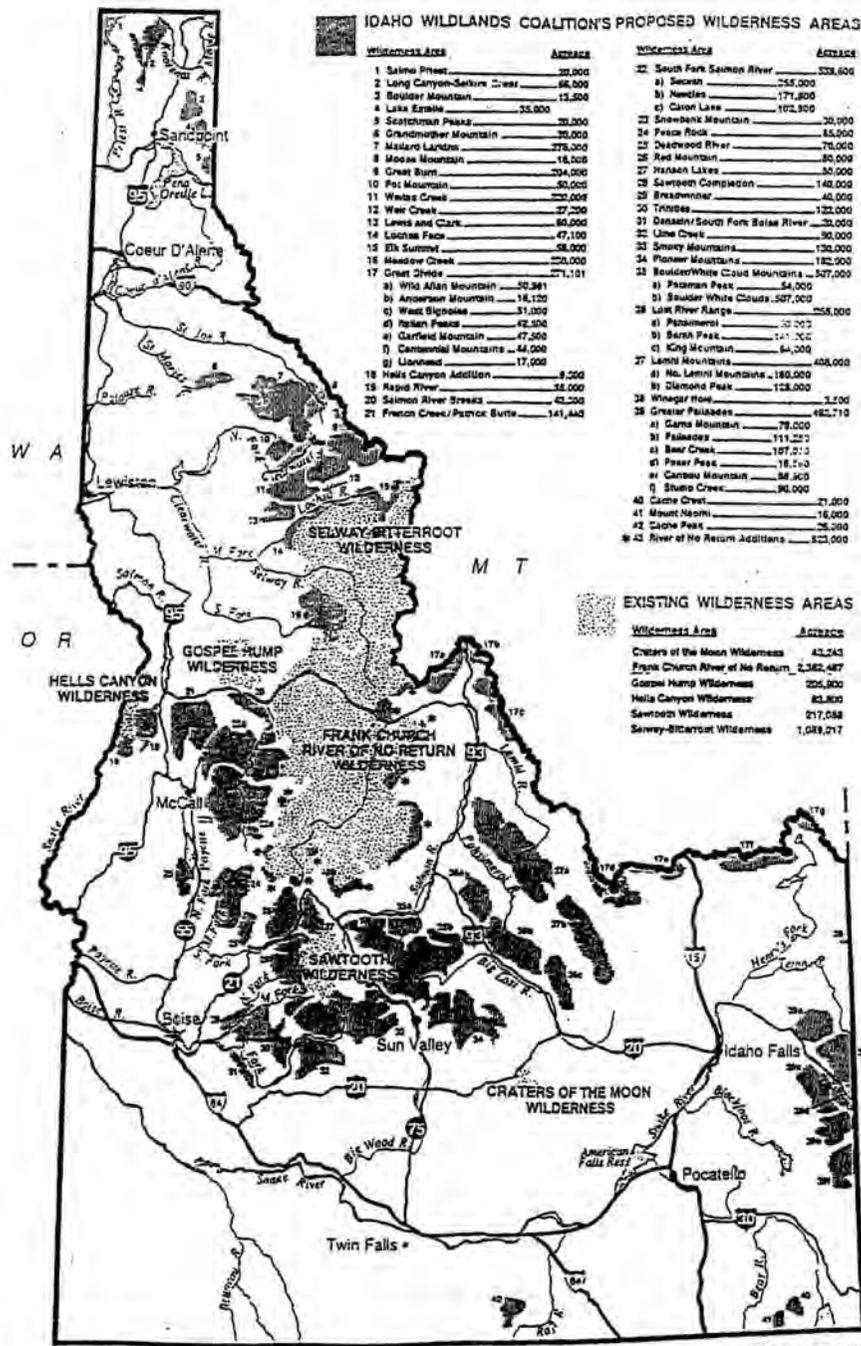
The Wilderness Society and Sierra Club appreciates Congressman LaRocco's efforts to address Idaho's wilderness issue. We believe the changes we are proposing to H.R. 3732 will strengthen what we believe should be the primary goal of this legislation, which is to add deserving candidate areas to the National Wilderness Preservation System. We are ready to work with Congressman LaRocco to incorporate these proposed changes.

Attachments to Statement of David Sawyer

Critical Changes for Rep. LaRocco Idaho Wilderness Bill
H.R. 3732

1. Include Frank Church-River of No Return Addition, Salmon River Breaks, Payette National Forest, 27,520 acres in HR 1570.
2. Include upper Fish Creek in Lewis and Clark Wilderness, Clearwater National Forest, 10,000 acres in HR 1570
3. Delete Special Management Areas on Panhandle NF: Continental Mountain; Saddle Mountain; Farnham/Russell; Burton Peak; Katka Peak; Bald Eagle; Timber/Buck. Release to Forest Plan.
4. Keep Selkirk Crest Management Area as non-motorized recreation area, Panhandle NF.
5. Include West Meadow Creek as Wilderness, Nez Perce NF, combining 32,640 acres SMA and 58,000 acres designated Wilderness in HR 1570a, for a total 192,000 acres Meadow Creek.
6. Connect and combine French Creek and Patrick Butte Wilderness through addition of about 7,000 acres, designated wilderness, in Elkhorn Creek drainage leading to the northern boundary of Payette NF.
7. Include northern portion Great Burn Wilderness, from Little Moose Ridge to Swamp Ridge, adding 15,000 acres, Clearwater NF.
8. Keep Jackson Bar airfield closed, Payette NF.
9. Make the South Fork 4wd road a special use permit access route to private inholdings, not an exclusion splitting the Secesh Wilderness, Payette NF.
10. Delete release provision, page 31.

IDAHO WILDLANDS COALITION'S PROPOSED WILDERNESS AREAS



Wilderness Area Acreage

- 1 Salmo River 30,000
- 2 Long Canyon-Salmon River 86,000
- 3 Boulder Mountain 13,500
- 4 Lark Estate 35,000
- 5 Scotchman Peaks 30,000
- 6 Grandmother Mountain 30,000
- 7 Malara Landen 275,000
- 8 Moose Mountain 16,500
- 9 Great Burn 304,000
- 10 Pot Mountain 50,000
- 11 Weitz Creek 220,000
- 12 Weir Creek 27,200
- 13 Lewis and Clark 60,000
- 14 Lochsa Face 47,100
- 15 Elk Summit 58,000
- 16 Meadow Creek 220,000
- 17 Great Shiva
 - a) Wild Alibi Mountain 52,381
 - b) Anderson Mountain 18,120
 - c) West Blignoise 51,000
 - d) Raven Pass 42,500
 - e) Garland Mountain 27,500
 - f) Conventual Mountains 44,000
 - g) Ulanhard 17,000
- 18 Hells Canyon Addition 9,200
- 19 Rapid River 38,000
- 20 Salmon River Breaks 65,500
- 21 French Creek/Patrick Burn 141,848

Wilderness Area Acreage

- 22 South Fork Salmon River 538,600
- a) Swarth 255,000
- b) Hamilton 171,800
- c) Canon Lake 112,800
- 23 Snowbent Mountain 30,000
- 24 Peace Rock 15,000
- 25 Deakwood River 70,000
- 26 Red Mountain 30,000
- 27 Hansen Lakes 50,000
- 28 Sampson Complex 140,000
- 29 Breakdowner 40,000
- 30 Tribble 120,000
- 31 Dessest/South Fork Boise River 30,000
- 32 Ume Creek 90,000
- 33 Smoky Mountains 130,000
- 34 Pioneer Mountains 182,000
- 35 Boulder/White Cloud Mountains 527,000
- 36 Peznan Peak 54,000
- 37 Boulder White Clouds 507,000
- 38 Lost River Range 258,000
- 39 Penhams 30,000
- 40 Bone Peak 141,000
- 41 King Mountain 64,000
- 27 Lamo Mountains 408,000
- 42 No. Lemhi Mountains 180,000
- 43 Diamond Peak 128,000
- 38 Whagor Flow 3,100
- 39 Greater Palisades 482,719
- 4) Gans Mountain 78,000
- 5) Palisades 111,250
- 6) Bear Creek 107,013
- 7) Pinar Peak 18,513
- 8) Carsons Mountain 36,400
- 9) Stubs Creek 96,000
- 40 Cache Creek 21,000
- 41 Mount Naomi 16,000
- 42 Grove Peak 26,000
- 43 River of No Return Additions 123,000

EXISTING WILDERNESS AREAS

Wilderness Area Acreage

- Craters of the Moon Wilderness 43,243
- Frank Church River of No Return 2,382,487
- Gospee Hump Wilderness 205,800
- Hells Canyon Wilderness 83,800
- Sawtooth Wilderness 217,058
- Sawrey-Bitterroot Wilderness 1,089,217

The heart of Wilderness

ICL board member David Sawyer feels that debates about Wilderness need to include more than issues, acres and political action. The following comes from his testimony at Rep. Larry LaRocco's town meeting in Sandpoint on Dec. 14.

Good evening Mr. LaRocco, I would like to take a slightly different approach. Rather than speak to your minds, I would like to try and reach your hearts. For personally, I do not believe that this debate is over jobs, or habitat, but over our unwillingness to see the land as sacred. It is time we start.

Clearly, people have not moved to and invested in Idaho for our malls and factories but for our forests and mountains. Here, in the arena of politics, talk of Wilderness still evokes somber and gloom images cast in the dust of centuries-old arguments that are cold and remote, fraught with numerical games. While on the ground in the crystal air of the Sawtooths or the fragrant shelter of the ancient woods, wilderness communicates a message — unmediated by the press, by the economy or by our own self-inflicted delusion that progress has subdued nature and set us free from her hands — that we are still an indigenous people.

We need Wilderness as much as we need each other. People who are greening the state of Idaho through tourism and recreation unconsciously recognize their need to commune with wilderness — with that original face of God hewn into the Centennials, the Selmo Priest, the Gospel Hump. They are listening to the voice of the village, leaving the barbarism of American urban life behind, retreating back to a fascination with the untamable beauty of Idaho's rich and verdant lands.

For these are the vistas that turn our souls poetic: "Blue mountains, constantly walking, marching out to the sea, shouldering the sky for awhile, and slipping back into the water," (Gary Snyder).

There is the bear of our myths and memory, paying for grub in a fallen ancient cedar, breathing life into the mysteries, into the transcendent presence of what we can never domi-

nate but must learn to celebrate.

So what are we waiting for? How long need we witness the brutish culture our urban world has created for our youth and not embrace the powerful effectiveness of programs like Outward Bound in healing battered hearts, before we see Wilderness can work miracles of transformation?

When will we honor our Christian heritage? When Jesus needed to confirm his mission and earth-shattering message, he didn't go to K-Mart — he marched forth into the wilderness to face the powerful forces that shape this world and, in their way, ourselves.

Our hearts know the facts; all our hearts know the facts. That there are few tracks left to follow back to that council of all beings held deep in the shelter of the ancient forest, where a place sits waiting for us to return.

Gentlemen, the parameters of our debate must be redefined, for Wilderness is not a commodity. It cannot be exchanged on the free-market. Rather, it is the sacred last link to that great chain of being out of which we have drawn our myths, our motifs, our mysteries and our motivations.

David Sawyer is a Sandpoint city councilman, shipping manager for the alternative energy company Backwoods Solar, and an ICL board member.



*David Sawyer
Board Member,
Sandpoint*

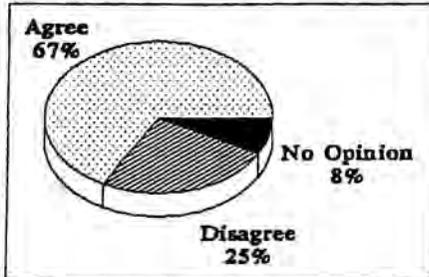


Boulder Mountains in the proposed Boulder/White Clouds Wilderness in central Idaho.

Management Agency (13%)

- People who disagree that the Forests have a good mix of uses (16%)

The Panhandle National Forests should be managed more for wilderness values. Two out of three people (68%) agree with this statement (41% strongly agree); 25% disagree with it (9% strongly disagree); and 8% have no opinion.



The following demographic patterns are found:

=> The following are more likely to agree with this statement:

- Age group 18-34 (91-95%)
- People who have lived in the community for 10-19 years (83%)
- People who do not feel that an association represents their views: 58% as compared with 46% among those who do
- People who use the Panhandle Forests for river recreation (87%)
- People who feel that the Forest Service is an Outdoor Recreation Agency (87%)
- People who disagree with more timber harvest (82%) and that the Forests have a good mix of uses (89%)

=> The following are more likely to strongly agree with this statement:

- Age group 25-34 (69%)
- Income \$20-40,000 (53-57%)
- People who have lived in the community for less than

Natural Resource Industries as Part of Total Income
Idaho, 1969-89 (Constant 1989\$)

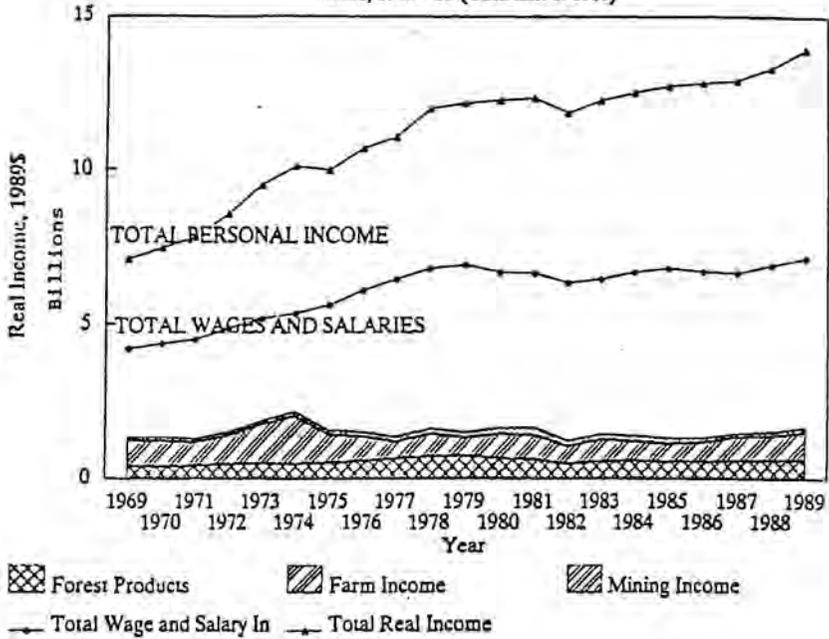


Figure 3

If one looks at the natural resource industries in terms of the income they generate for Idaho residents rather than the employment they provide, the picture does not change much. Again, one sees flat or declining trends in income from the extractive industries while the overall income being obtained by Idahoans has expanded steadily. The result is an ongoing shrinkage in relative importance of these natural resource industries as a source of income for Idaho residents.

undeveloped wildlands. At the time of the study (the summer of 1980), 1.2 million acres of wilderness had already been designated in Colorado, about 2 percent of the state's area. Another 1.4 million acres had been proposed for wilderness status out of Colorado's 10 million acres of wildlands. Considerable controversy surrounded the decision on how much of this land should receive wilderness protection. The study was designed to help in that decisionmaking.

Because non-use values need not be connected to recreational or tourist use or to any other commercial or market-related activities, we cannot study people's actual market choices in order to measure these values; we have to turn to survey techniques. The Colorado study, after clearly explaining the land-use decision that needed to be made, asked heads of households to state the maximum amount their households would be willing to pay each year to protect various amounts of wilderness in Colorado. They were then asked to divide this stated value between recreational use, existence, and option and bequest values. These "bids" from the sample population to protect wildlands were combined with socioeconomic data and analyzed.

Wilderness-recreation use values were also estimated using market-related behavior, namely the willingness to incur the costs associated with travel to a wilderness area. As distance from an area increases, the costs associated with making use of the area also increase. By studying how usage varies with distance, we can determine the intensity of demand for that area's recreational potential. The travel costs tell us something about the sacrifices people actually make in order to enjoy a wilderness area for recreation.

For Colorado residents the pattern of travel costs indicated that wilderness recreation was worth \$18.50 per visitor day. If this value is aggregated over all Colorado wildlands—in-state as well as out-of-state users—the annual recreational value associated with 2.6 million acres of actual and proposed wilderness was \$28 million per year. For all 10 million acres of roadless wildlands, the recreational value was \$77 million per year. These annual values are being enjoyed now and will continue to be enjoyed by a growing population. The present value of these streams of annual future recreational values came to \$710 million for the 2.1 million acres of wilderness and \$2 billion for the 10 million acres when a 4 percent discount rate was used.

Clearly there is a substantial direct economic value associated with recreational use of wilderness. But the non-use values revealed by this analysis were much larger. These preservation values were estimated to be \$24.75 per Colorado household for the 2.6 million acres of existing and proposed wilderness and \$46.20 per household for all 10 million acres of wildlands. In addition, it was estimated that to households outside of Colorado who were less familiar with these areas and lived farther from them, preservation of the 2.6 million acres was worth \$1.37 per household while preservation of the full 10 million acres was worth \$2.19 per household.

When these non-use preservation values are aggregated over the entire U.S.

population, following the socioeconomic characteristics of the sample, the total annual value of preserving Colorado wilderness was \$135 million per year for the 2.6 million acres and \$295 million per year for the 10 million acres. These annual values, too, will continue to be enjoyed each year and will grow with the expanding population. The present value of these future streams of non-use preservation benefits is \$3.1 billion for the 2.6 million acres of wilderness and \$5.1 billion for the 10 million acres if a 4 percent discount rate is used. Note that these non-use values are 2.6 to 4.4 times larger than the recreational use values.

The total economic value of preserving Colorado wilderness when both recreational use values and non-use preservation values are taken into account is \$3.8 billion for the 2.6 million acres of existing and proposed wilderness and \$7.1 billion for all 10 million acres of unroaded wildlands (Walsh et al., 1982; all dollar values in 1985 dollars).

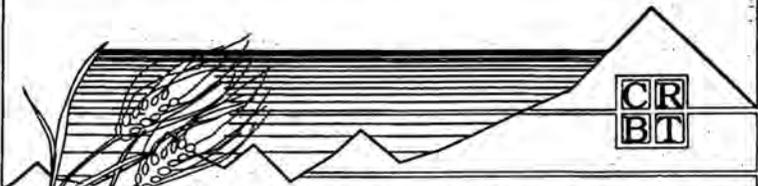
These are anything but trivial values. They easily outstrip the value of these lands for timber production. It was for that reason that in 1984 the Colorado state government officially opposed U.S. Forest Service plans to significantly increase the level of roaded timber development in the unclassified wildlands. Colorado pointed out that three-quarters of the value produced on U.S. Forest Service lands in Colorado was recreation-related. Only 15 percent was timber related. If the non-recreational preservation values were included, the figures would be even more lopsided.

It is important to understand that the economic value of the Grand Canyon and Colorado wildlands are direct economic values enjoyed by people, not "tourist dollars." We have not discussed tourists' spending at all nor its potential impact on local economies. Those are not the type of economic values associated with natural beauty that we have been discussing.

Our exclusive focus on the value associated with direct enjoyment of a natural area is based on several considerations. First, it is often the local population, not tourists, that makes the heaviest use of the surrounding natural environment. That is not true for unique national treasures like Grand Canyon, but for most natural environments it is. There is absolutely no reason to ignore the value the local population obtains from these areas. This is especially true given the likelihood that the local population moved there, or resists moving away, because it places a high value on what is unique to that area. The local population may value local environmental qualities more highly than non-residents.

Second, as pointed out above several times, it is not only users, local and non-local, who take value in preserving natural treasures. The general population with no current plans to use a natural area may still value maintaining the area's qualities. As we have seen, these non-use preservation values may be much larger than the values obtained from use, only a part of which is tourist use. This is especially likely to be the case if the natural area has unique features.

Finally, tourist expenditures are not all benefits. These expenditures primarily offset the costs the tourist imposes: the gasoline consumed, the food eaten, etc.



Center for Resourceful Building Technology

fostering efficient resource use in building

P.O. Box 3866
Missoula, MT 59806
406 - 549 - 7678

The home building industry is facing a scarcity of top quality construction lumber and durable wood products.

This decline in availability and quality of dimensional lumber is creating the need to develop new technologies and products that efficiently use natural resources while keeping housing costs within the average family's reach.

For years, efforts to improve efficiency in homes have focused on reducing the energy costs of operating buildings, while neglecting approaches to conserving energy and resources in the actual construction process. To be truly efficient, the energy required to manufacture building materials, as well as the total resources used during construction, must also be considered.

Along with the depletion of raw materials over the last several decades, the industrial processing of primary resources has created an inventory of partially processed and discarded waste. Fortunately, economic and environmental considerations are stimulating efforts to recycle and reuse these previously discarded materials.

Agricultural and industrial wastes such as straw, paper, mine tailings, plastics, and glass are promising resources for the manufacture of building materials. But much remains done in developing secondary uses for valuable resources.

In response to this need, the Center for Resourceful Building Technology (CRBT) was established in 1990 to foster efficient energy and resource use within the building industry. CRBT conducts research, coordinates demonstration projects, and provides information on resource efficient technologies and materials to home builders, architects and consumers through publications and lectures. Through such efforts, CRBT promotes resource-efficient building design, materials, and construction.

The future health of the building industry depends on an efficient, sustainable use of both materials and energy. By incorporating regional waste and alternative fiber supplies into the manufacture of building materials, using primary resources more efficiently, and reducing waste at the job-site, home construction can become more environmentally and economically sustainable.

ReCRAFT 90

A NATIONAL DEMONSTRATION HOUSE FOR INNOVATIVE
AND RESOURCE EFFICIENT BUILDING TECHNOLOGY

ReCRAFT 90 is a demonstration project of the Center for Resourceful Building Technology.

Built in Missoula, Montana, and completed in the spring of 1992, ReCRAFT 90 demonstrates new products and systems that exemplify an efficient use of resources in their manufacture. ReCRAFT 90 is also very energy efficient.

Designed for a cold northern climate, this 2,400 sq. ft. house is bermed into the southwest facing hillside, orienting high-performance windows to allow natural daylighting while optimizing energy efficiency. With a low-infiltration design, ReCRAFT 90 includes a whole-house ventilation system to provide fresh indoor air. The selection of interior finish materials insures a healthy living environment.

Through projects such as ReCRAFT 90, CRBT hopes to create an increased awareness for the potential of using more efficient technologies and materials in home construction. To further this goal, CRBT has also published the Guide to Resource Efficient Building Elements, an 80-page reference to sources of innovative and resource efficient building methods and materials.



ReCRAFT 90 - Resource Efficient Materials Selection

- Wall panels made partially from recycled newspaper
- Engineered wood fiber beams and trim
- Engineered wood I-beam floor joists
- Fiber-cement composite roofing slates and lap siding
- Floor tiles made from recycled glass
- Urethane made from linseed oil, pine resins, softwood flour, cork and jute
- Paper honeycomb structural floor panels
- Paving bricks made from oil-containing soil
- Carpeting made from recycled plastic milk bottles
- Insulation made from recycled newspaper
- Carpet underlayment made from recycled textile fibers

RESOURCE EFFICIENT BUILDING MATERIALS

In identifying a product or material as being resource efficient, we suggest you consider four main criteria.

- Does the product provide an efficient use of the primary resources from which it is made?
- Does the product contain recycled secondary resource materials?
- Does it provide an environmentally sound alternative to traditional primary resource intensive materials?
- Is the product durable, and cost-competitive with traditional materials over the life of the house?

FIND THEM IN THE GREBE

As awareness of the environmental implications of home building increases, the building products industry is responding with a variety of recycled and resource efficient products.

To provide builders, architects, and consumers with a reference to suppliers of alternative building products, CRBT has compiled the Guide to Resource Efficient Building Elements, an 83-page booklet listing recycled and resource efficient building products. The GREBE includes descriptions of each product along with our criteria for listing the product in the guide. CRBT also has compiled a reference packet listing other demonstration projects and related publications on healthy and sustainable building practices.

For a copy of CRBT's Guide to Resource Efficient Building Elements, and/or to receive information about our slide/lecture presentation, fill in and return the form below.



Boulder-White Clouds Council

Box 653
Boise Idaho 83701
208-345-9067

Box 3519
Ketchum Idaho 83340
208-726-1065

TESTIMONY OF PAT FORD
BOULDER-WHITE CLOUDS COUNCIL
BEFORE THE U.S. HOUSE SUBCOMMITTEE ON PUBLIC LANDS
IDAHO WILDERNESS LEGISLATION - HR 3732
MARCH 15, 1994

Mr. Chairman Vento, Congressman LaRocco, and members of the subcommittee,

Thank you for the opportunity to speak today. I am Pat Ford, representing the Boulder-White Clouds Council. The Council is a grassroots organization of nearly 1000 people, mostly Idahoans, who use and care for the public lands of the upper Salmon River Country in central Idaho. We are named for the Boulder Mountains and White Cloud Peaks, which share center stage with the Sawtooth Mountains in this wonderful mountain area.

I speak today for and about all the unprotected wildlands in and adjacent to the upper Salmon River. 2.5 million acres of wild but so far unprotected public land lie here. The largest single chunk, at 500,000 acres, is the Boulder-White Clouds wild area.

I must speak for these lands because HR3732 does not. Congressman LaRocco's bill does not include any of these upper Salmon wildlands, since it covers only Idaho's First Congressional District. This is not Cong. LaRocco's fault; he has encouraged participation in his initiative by other members of the Idaho delegation. But it is nevertheless a grave fault with the bill. Idaho Wilderness legislation which does not include areas in the Second Congressional District is not just a half-measure. It prevents proper allocation decision on lands straddling the two Districts, yet whose natural values and use patterns are inextricable. And, it aids and abets a steady erosion of Wilderness suitability for these unconsidered areas.

The boundary line between Idaho's First and Second Congressional Districts bisects the wildest large ecosystem left in the 48 states - the Salmon River watershed. This watershed contains some 11 million acres, of which some 8 million is still wild. Wilderness is the defining characteristic of this ecosystem, upon which its other natural values depend. Those of us who know and use this vast drainage, and nearly all of those within the agencies who manage its public lands, believe the future of its wildlands should be considered as a whole.

Boulder-White Clouds Council Testimony, March 15, 1994
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Congressman LaRocco has proposed Wilderness/non-Wilderness allocations for about one-half of the Salmon River ecosystem. But the salmon, elk, wolves, bighorn sheep, eagles, and people who inhabit and use Salmon River Country constantly migrate across the purely political dividing line between the two Congressional Districts. Sound preservation (or development) decisions cannot be made without reference to the entire ecosystem and its many interconnections.

For instance, HR3732 proposes certain additions to the existing Sawtooth Wilderness. But immediately adjacent additions proposed by the Forest Service and conservationists are not dealt with one way or another - because they are in the Second District. Yet both the Forest Service and conservationists made their recommendations based upon wildland values shared across that arbitrary line: wildlife migrations, recreation patterns, lack of commodity values, and watershed protection.

Interconnections extend well beyond areas immediately adjacent to each other. Highly migratory animals, such as wolves and salmon, tie the fate of upper Salmon River areas like the Boulder-White Clouds to lower Salmon areas like the Payette Crest. Human use is another key interconnection. People who use the Salmon River Ecosystem have no clue that a political boundary bisects their experience. Recreation use, of land and water, continuously crosses the First/Second District line - often several times in the course of a single hike or hunt.

The Salmon River Ecosystem must be seen, managed, and used with clear reference to the whole. This is as true of Congressional action on potential Wilderness as it is of water quality protection measures, big game management, or threatened and endangered species management (this latter is an excellent example of a linking value ecosystem-wide). HR3732 does not provide that clear reference, because it artificially cuts the Ecosystem in half.

Wilderness/non-Wilderness allocation in Salmon River Country is not just another decision. Let me repeat: this is the largest nearly-intact natural ecosystem in the 48 states. To decide its wildlands future is in large part to decide its whole future. It runs counter to all the new lessons we are trying to learn in land management to decide half the future of a single ecosystem. HR3732 does exactly that.

The Boulder-White Clouds Wild Area: the biggest and best

The fate of the Boulder-White Clouds wild area is a surrogate for the fate of Salmon River Country. At 550,000 acres, it is the largest unprotected wild area left on the National Forests of the West. It also embraces significant BLM acreage. It contains virtually the entire watershed of the East Fork of the Salmon River, which contains endangered salmon and ESA-petitioned wild steelhead.

The White Clouds is itself an ecosystem. The large elk and bighorn sheep herds which summer in its high peaks move east to and across the East Fork to winter in valley bottoms and

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broad plateaus. One of Idaho's three biggest mountain goat populations is found wholly within the wild area. Wolverine, wolf, bear, eagles, wild horses, and antelope are among the many other species present. Protect this vast 800 square mile wild area, and you have protected a remarkable on-site ensemble of fish, wildlife, and water - second in the entire Salmon River watershed only to that within the Frank Church River of No Return Wilderness.

The White Clouds are also the most popular undesignated wild area in Idaho, with over 14,000 visits per year. Recreation use is as varied as the wildlife - hunting, fishing, hiking, boating, camping, day-hikes to low lakes, etc. Over 95 percent of this recreation use within the wild area is non-motorized - wilderness recreation in all but name.

Recreation is the dominant economy of central Idaho, which is why over 100 local businesses have endorsed a White Clouds Wilderness. Attached to this testimony are resolutions from three local city councils, a local county commission, and central Idaho's largest chamber of commerce in support of a 500,000 acre Wilderness. Also attached is a resolution of support from the Federation of Western Outdoor Clubs, whose member groups include 300,000 people.

The White Clouds have had more support from more economic and political sectors, in and out of Idaho, for longer than any other unprotected wild area in the Northern Rockies. Attached to this testimony are two further evidences: letters of support for a 500,000 acre White Clouds Wilderness from Bethine Church, wife of Idaho's Wilderness statesman Frank Church, and from John Seiberling, former chairman of this subcommittee.

And yet the area remains undesignated, and is not included in HR3732. We urge the subcommittee to correct this omission by adding the 500,000 acre Boulder-White Clouds Wilderness proposal to HR3732. This addition is not just a nice thing to do for a magnificent area in the Salmon River Ecosystem. It is imperative given the on-the-ground erosion of this wild area, under the unwatchful eyes of its Forest Service and BLM managers.

Permanent Interim Management of central Idaho wildlands

Central Idaho wildlands, with the White Clouds the best example, are caught in a vise between continuing Congressional inaction on Idaho Wilderness and Forest Service failure on the ground to protect Wilderness suitability over time. This vise tightens with each year.

In 1982, central Idaho National Forests made significant Wilderness recommendations in the RARE II process. In 1986 and 1987, those Forests ratified and in a few cases altered those Wilderness recommendations in individual Forest Plans. Of course, these recommendations fell far short of protecting all the wild lands in Salmon River Country - but they were a start.

In the absence since of any Idaho Wilderness legislation, these wildlands have fallen into a kind of black hole. For seven or eight years, millions of acres of wild lands awaiting Congressional action have not been managed as Wilderness. The Forest Service has not managed

Boulder-White Clouds Council Testimony, March 15, 1994
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its own Wilderness recommendations as Wilderness. Each year the Forest Service says that Congressional action is the answer for long-term management of these areas, and each year's absence of such action extends what we call the "permanent interim management" into which these areas have fallen. Each Forest manages them differently; in some cases, ranger districts on the same Forest manage recommended Wilderness differently. Over time, this confusion and lack of action has inevitably led to erosion of Wilderness suitability and support. This erosion continues today.

The Boulder-White Clouds are an excellent example. The Sawtooth and Challis Forests recommended 220,000 acres for Wilderness in 1987 Forest Plans. The Challis Forest allowed off-road vehicle use in its small portion of the recommendation until 1993, when it closed the area to this non-Wilderness use. The Sawtooth Forest has continued to allow ORV use on many trails throughout its Wilderness recommendation, with the inevitable result: greater use, greater damage, and ongoing erosion of the Forest's own Wilderness recommendation.

In the last two winters, new powerful snowmobiles have begun to invade the White Clouds each winter. Snowmobilers are going deep into the Forest's recommended Wilderness, accessing steep and remote areas impossible just a few years ago. This use is growing. It is completely unregulated by the Forest. It is eroding Wilderness suitability and support.

To sum up: the most popular wild area in Idaho - the one with by far the greatest level of local, regional, national, recreational, and economic support - and a key wild element of the great Salmon River Ecosystem, is being slowly squeezed from two sides.

One side is continuing Congressional inaction on Idaho Wilderness, as the majority of Idaho's Congressional delegation continues to avoid action. As this subcommittee well knows, this inaction is now 13 years old. We see little or no sign of any change. Idaho's delegation has deliberately avoided committing to Wilderness action in the 1995-95 Congress, much less the current one.

The other side is continuing Forest Service avoidance of interim management standards which would preserve Wilderness suitability for the area. This avoidance is not just for the total wild area, but for the Forest Service's own Wilderness recommendation. This avoidance is not simply of the right interim standards, but of any interim standards. There is absolutely no sign on the ground of any change in this avoidance. The Sawtooth Forest is still operating on its 1982 Travel Plan, and has made no changes in motorized travel management of any kind since the Wilderness recommendation was made in 1987. The Challis Forest sensibly decided, after great pressure, to manage its small piece of the White Clouds Wilderness recommendation as Wilderness for the rest of this extended interim. The Sawtooth Forest, which manages most of the area, steadfastly refuses to do the same, and indeed refuses to even make a decision about whether it will do the same or not.

Boulder-White Clouds Council Testimony, March 15, 1994
Page 5

New mining proposals are also surfacing for the White Clouds, further adding to the speed with which the vise closes on this magnificent, widely regarded, but continuously threatened area.

The Boulder-White Clouds Council and those who use and care for the White Clouds, have no choice but to ask this subcommittee for help. Neither our delegation nor the Forest Service will help. We urge you to include the 500,000 acre Boulder-White Clouds Wilderness, in either HR3732 or as a companion measure which moves on the same track. While neither course will result in Congressional passage of a White Clouds Wilderness, it will accomplish two extremely important things for the White Clouds. It will signal Idaho's Congressional delegation to finally get serious about moving Wilderness legislation. And it will signal the Forest Service to accept the responsibility it now shirks: to preserve the White Clouds wild area's Wilderness suitability until Congress acts.

Thank you.

Attachments



CITY OF Sun Valley

RESOLUTION NO. 93-4

CENTRAL IDAHO WILDERNESS RESOLUTION

WHEREAS, the recreation-based economies of Sun Valley and Ketchum generate over \$7,500,000 in sales tax revenue for the State of Idaho; and

WHEREAS, a healthy community-based economy in central Idaho depends upon continued wildland and wild river recreation of the highest quality; and

WHEREAS, Sun Valley and Ketchum serve as a wilderness gateway to the Boulder-White Cloud, Pioneer, Smoky and Sawtooth Mountains; and

WHEREAS the magnificent natural heritage of central Idaho's Salmon River Ecosystem -- fish, wildlife, and watersheds must be preserved for the future and serve as the basis for sustainable human economies; and

WHEREAS, our businesses and quality of life depend upon the natural heritage.

THEREFORE, the City of Sun Valley urges Idaho's Congressional delegation and the United States Congress to:

1. Designate a 500,000 acre Boulder-White Clouds Wilderness;
2. Designate further Wilderness in the Pioneer, Smoky, and Sawtooth Mountains; and
3. Direct that all the public lands in the Salmon River Ecosystem be managed to protect fish, wildlife, wild rivers, and watersheds, and to generally ensure sustainable recreation use by the people of Idaho and the nation.

PASSED this 23rd day of September, 1993.

CITY OF SUN VALLEY

By Ruth M. Lieder
Ruth Lieder
Mayor

ATTEST:

Shirley Nelson Marquette

RESOLUTION NO. 541
CENTRAL IDAHO WILDERNESS RESOLUTION

WHEREAS, the recreation-based economies of Ketchum and Sun Valley generate over \$7,500,000 in sales tax revenue for the State of Idaho; and

WHEREAS, a healthy community-based economy in central Idaho depends upon continued wildland and wild river recreation of the highest quality; and

WHEREAS, Ketchum and Sun Valley serve as a wilderness gateway to the Boulder-White Cloud, Pioneer, Smoky and Sawtooth Mountains; and

WHEREAS the magnificent natural heritage of central Idaho's Salmon River Ecosystem -- fish, wildlife, and watersheds must be preserved for the future and serve as the basis for sustainable human economies; and

WHEREAS, our businesses and quality of life depends upon the natural heritage.

THEREFORE, the City of Ketchum urges Idaho's Congressional delegation and the United States Congress to:

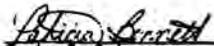
1. Designate a 500,000 acre Boulder-White Cloud Wilderness;
2. Designate further Wilderness in the Pioneer, Smokey, and Sawtooth Mountains; and
3. Direct that all the public lands in the Salmon River Ecosystem be managed to protect fish, wildlife, wild rivers, and watersheds, and to generally ensure sustainable recreation use by the people of Idaho and the nation.

PASSED this 22nd day of September, 1993.

CITY OF KETCHUM

By 
Guy P. Coles
Mayor

ATTEST:


Sandra E. Cady
City Clerk

SUN VALLEY / KETCHUM

CHAMBER OF COMMERCE

P.O. BOX 2420 • SUN VALLEY, IDAHO 83353 • 1-800-634-3347 • 208-726-3423 • FAX 726-4533

CENTRAL IDAHO WILDERNESS RESOLUTION

WHEREAS, the recreation-based economies of Ketchum and Sun Valley generate over \$7,500,000 in sales tax revenue for the State of Idaho; and

WHEREAS, a healthy community-based economy in central Idaho depends on continued wild land and wild river recreation of the highest quality; and

WHEREAS, Ketchum and Sun Valley serve as a wilderness gateway to the Boulder-White Cloud, Pioneer, Smoky and Sawtooth Mountains; and

WHEREAS, the magnificent natural heritage of central Idaho's Salmon River Ecosystem - fish, wildlife, and watersheds - must be preserved for the future and serve as the basis for sustainable human economies; and

WHEREAS, our businesses and quality of life depend upon that natural heritage, we therefore urge Idaho's Congressmen and the U.S. Congress:

- to designate a 300,000 acre Boulder White Cloud Wilderness

- to designate further Wilderness in the Pioneer, Smoky and Sawtooth Mountains; and

- to direct that all the public lands in the Salmon River Ecosystem be managed to protect fish, wildlife, wild rivers and watersheds, and to generally ensure sustainable recreation use by the people of Idaho and the nation.

Signed

Claudia V. McCain

Date

9-20-93

Claudia V. McCain
President, Board of Directors
Sun Valley-Ketchum Chamber of Commerce

788-5505
MARY GREEN
Clerk, Auditor and Recorder

788-5555
JERRY FEMLING
Sheriff

788-5535
TED UNRIG
Assessor

788-5530
MARILYN LANIER
Treasurer

788-5545
FRITZ HAEMMERLE
Prosecuting Attorney

BOARD OF COUNTY COMMISSIONERS

BLAINE COUNTY
P.O. BOX 400 - HAILEY, IDAHO 83333
(208) 788-5500

TOM BLANCHARD, Chairman, Bellevue, ID • RUPERT HOUSE, Member, Hailey, ID • LEONARD HARLIG, Member, Sun Valley, ID

August 12, 1992

Senator Larry Craig
United States Senate
302 Dirksen Building
Washington, D.C. 20510

Dear Senator Craig,

The Blaine County Commissioners want to thank you for coming to our community to take input on the impact of future wilderness designations.

We want to emphasize the critical role wilderness plays in our area. The Smokies, the Pioneers, and the 500,000 acre Boulder-White Cloud proposals surround our community. These areas are both accessible from Blaine County and visible as you approach our community. Their continued existence as pristine, natural areas is essential to our continued success as a destination resort.

Wilderness translates into dollars in our community. There are many back country jobs associated with guiding and supporting the countless people who annually visit our area. Additionally, the wilderness impact carries far beyond its boundaries. Wilderness draws people. Open any local promotional and you will see pictures of back country scenes inviting visitors into our area. These visitors have created a unique environment in the Wood River Valley which supports a strong economic community. They buy homes; they shop locally; they use local labor to support their recreational life style. It is no secret that when the nation suffered a recession the Sun Valley area continued to grow and provided income for workers living as far away as Twin Falls, Boise, and Pocatello. Land values continue to grow, making this one of the primary investment areas of Idaho. Simply put, wilderness creates value, and with value, jobs.

Because of the strong economic influence, wilderness in this area is a politically popular concept. Consider the McClure/Andrus proposal hearings in which the Blaine County Commissioners and the mayors of Ketchum And Sun Valley gave strong testimony to the value placed on wilderness. Review the hearings recently held by Representative Crapo in which an impressive array of local community leaders came forward to encourage the designation of as large an area for wilderness as possible. Wilderness is a concept which we can support because it adds to our economic viability

page 2

and because it is the right thing to do in light of dwindling resources. You have an opportunity here in Central Idaho to protect significant natural values while at the same time serving the economic interests of the local community.

In closing we wish to thank you again for visiting our area. We assure you that your support for wilderness in the central mountain area will be well received by our community.

Sincerely,

Tom Blanchard, Chairman
Blaine County Commission

c: ✓Dirk Kempthorne, U.S. Senate
Mike Crapo, U.S. House of Representatives
Larry LaRocco, U.S. House of Representatives

Member Clubs 1993-1994

American Wilderness Enthusiast, CO
 Angler Fishing Club Astoria, OR
 California Alpine Club San Francisco, CA
 Cascade Yalms, WA
 Chocomaun Salen, OR
 Clatsop Trail Association Vancouver, WA
 Contra Costa Hills Club Oakland, CA
 Friends of the Three Sisters Wilderness
 Eugene, OR
 Dismal Club Los Angeles, CA
 Hobbiesmen Spokane, WA
 Howl Bear Crag State Road Blvd, OR
 Idaho Alpine Club Idaho Falls, ID
 Klamath Club Port Angeles, WA
 Mounts Portland, OR
 Mounts Wilderness Assoc. Helena, MT
 Mountaineers South, WA
 Mt. Baker Hiking Club Bellingham, WA
 Mt. St. Helens Club Longview, WA
 Odisians Eugene, OR
 Olympian Hikers, WA
 Pacific Coast Trail Conference Eugene, OR
 Preserve Area Ridgebacks Committee
 Lawrence, CA
 Fremontia Vancouver, WA
 Regional Public Association Redding, CA
 Southern Alpine Club Salem, OR
 Southern Audubon Society Seattle, WA
 Sierra Club San Francisco, CA
 Sierra Club Los Angeles Chapter
 Los Angeles, CA
 Sierra Club Mother Lode Chapter
 Sacramento, CA
 Sierra Club - Spokane Spokane, WA
 Friends of the Three Sisters Wilderness
 Eugene, OR
 Sierra Club Western Canada Victoria, B.C.
 Tri-State Audubon Society Tacoma, WA
 Translata Conservation Club
 San Francisco, CA
 Trails Club of Oregon Portland, OR
 Washington Alpine Club Seattle, OR
 Willamette Audubon Society Longview, WA
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FEDERATION OF WESTERN OUTDOOR CLUBS

Established for Mutual Service and for the Promotion of the Proper Use, Enjoyment and Protection of Scenic Wilderness and Outdoor Recreation Resources. Established 1932.

To: Pat Ford
 Boulder-White Cloud Council
 P.O. Box 653
 Boise, Idaho 83701

November 23, 1993

Dear Pat:

At its 1993 Annual Meeting at Snoqualmie Pass in October, the Federation of Western Outdoor Clubs discussed the environmental concerns about these unique wild-lands for which your organization, as well as other outdoor groups, is seeking more protection. A number of those present at the FWOC meeting recalled that the proposed open-pit mining in the White Cloud's Castle Peak area (in the 1970s) is what galvanized many citizens of Idaho into active opposition to such mining. The results were that the incumbent pro-mining/development Idaho Governor was defeated in the next election, the Sawtooth National Recreation Area was established by Congress to protect some of the Central Idaho country, and viable and effective grass-roots environmental groups sprung up throughout the state.

After a full-ranging discussion the Board of Directors and Members Clubs of the FWOC passed the resolution on the next page. Note that these Member Clubs affiliated with the FWOC, as listed on the left, have a combined membership of several hundred thousand people who live in the western U.S. This resolution, therefore, represents the views of several hundred thousand U.S. citizens, who all want to see unique lands, such as the Boulder-White Clouds given proper protection.

Feel free to apply this Resolution in support of the Council's efforts to ensure the Boulder-White Clouds finally get the protection they so richly deserve.

Very truly yours,

State Vice President- Idaho
 Federation of Western Outdoor Clubs

CC: Jack Walker - President FWOC
 Lynn Stone - Boulder/White Cloud Council

(over)

FEDERATION OF WESTERN OUTDOOR CLUBS**1993 RESOLUTION****BOULDER-WHITE CLOUDS WILDERNESS LEGISLATION**

The 500,000 acre Boulder-White Cloud roadless area in central Idaho is one of the largest unprotected pieces of wild-land left in the United States. It is also the most popular unprotected wild area in Idaho, with over 12,000 visits by hikers and horse trail riders annually.

By virtue of its size, the area contains the year-around ranges and the migratory corridors for large and stable populations of wildlife; including elk, bighorn sheep, mountain goats, bears, and wolverines. In addition, the East Fork of the Salmon watershed, which contains the White Clouds, is productive habitat for the endangered Salmon River Salmon, as well as habitat for cutthroat, rainbow, and golden trout.

The Boulder-White Cloud's wild areas also anchor the recreation-based enterprises, which are a major contributor to central Idaho's economy.

The integrity of this unique and largely intact eco-system is threatened by mineral exploration, potential open-pit mining operations, as well as by increased motorized use. That use causes the destructive and illegal establishment of new trails and roads, with resultant adverse impacts on the lands and wildlife habitats.

Idaho's Congressional delegation has introduced plans to enact National Forest Wilderness legislation into the current session of the U.S.Congress.

Therefore, the Federation of Western Outdoor Clubs, on behalf of its many thousands of affiliate members throughout the U.S. strongly endorses the designation of a 500,000 acre Boulder-White Cloud Wilderness. The Federation especially urges Idaho's Congressional delegation, as well as members of Congress from the Western U.S. States, to ensure establishment of this unique mixture of mountains and high and wide-open meadows as a Wilderness Area. Such protection will be for the enduring benefit of Idaho's citizens, the many visitors to this area from other parts of the U.S., as well as for the benefit of the many visitors coming from other countries.

JOHN F. SEIBERLING
2370 MARTIN ROAD
AKRON, OHIO 44333

March 11, 1994

Hon. Bruce Vento, Chairman
Subcommittee on National Parks, Forests & Public Lands
House of Representatives
Washington, D. C. 20515

Dear Bruce,

I was delighted to learn that you are going to hold a hearing on wilderness area legislation for National Forest roadless areas in Idaho. Among the fifty states, I rank Idaho next to Alaska for its magnificent reservoir of spectacular, pristine wilderness lands.

Congressman Larry LaRocco's bill, I am told, makes a good start toward protecting prime areas in Northern Idaho, but does not deal with National Forest lands outside his Congressional District. That would leave out Central and Eastern Idaho, where there are some equally magnificent areas. It would be hard to pick any one of them as deserving protection more than the others, but if you had to pick just one, I would give highest priority to the Boulder-White Clouds, including not just the Castle Peak area but as much as possible of the entire roadless portion of the ecosystem.

Idaho wilderness is truly one of our great national treasures. Preserving as much of it as possible could and should be made a national issue, just as Alaska was. Needless to say, I would be willing to help you in such an effort any way I can.

Warmest regards to you and my other friends on the Committee.

Sincerely,



Bethine Church

March 2, 1994

Congressman Bruce Vento and Members
 Subcommittee on National Parks, Forests & Public Lands
 U.S. House of Representatives
 Washington, D.C. 20515

Dear Chairman Vento and Members,

I regret I am unable to attend your March 15 hearing on Congressman Larry LaRocco's HR3732. I would like to be present for two reasons: to support Cong. LaRocco's courageous initiative to break Idaho's Wilderness gridlock, and to urge that the Boulder-White Clouds wild area be added to the bill.

My husband Frank wrote the last Idaho Wilderness legislation to pass Congress, in 1980. It created the great central Idaho Wilderness which now bears his name: the Frank Church River of No Return Wilderness. Larry LaRocco, as a member of Frank's staff then, played an important role in that achievement.

Now, 13 years later, Larry, like Frank, is choosing to lead. Idaho Wilderness has become a tough, divisive issue — the kind only a leader can resolve. I admire Larry for taking it on, because progress on Wilderness is very much in Idaho's interest.

I wish I saw similar leadership from Idaho's other Congressional members. Their failure to join Larry in pursuing legislation now is disheartening. But I agree fully with Larry's choice to move forward alone, both to fulfill his duty to Idaho and as the most direct way to secure early action from the full delegation. Chairman Vento and Subcommittee Members, please help Larry pass Idaho Wilderness legislation in the U.S. House in 1994.

And as you do so, I hope you will add a magnificent wild area extremely dear to Frank's heart and to mine. That area is the Boulder-White Clouds, a wonderful ecosystem of irreplaceable watersheds, peaks, meadows and world-class wildlife and salmon habitat. My father and Mother homesteaded

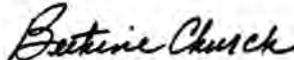
Chairman Bruce Vento &
Subc. on National Parks, Forest & Public Lands
March 2, 1994
Page Two

Robinson Bar Ranch on Warm Springs Creek in the White Clouds, a tributary to the Main Salmon River. This was in 1914 when my Father returned from war service with the National Guard at the Mexican Border. He had been in an accident and was not well — and the Ranch restored his health. Over the years, Robinson Bar Ranch was a legacy to all the Clark children and then to the Church children. When the 1970s effort to create the Sawtooth NRA first began, Frank felt that he could be criticized for having an inholding in the area. We, our children and my Mother's half sister (the other co-owner) gave up the legacy of a lifetime: 123 acres in the heart of God's country for \$140,00. This property is worth millions now.

Yet Frank and I never regretted the decision to sell the Ranch because he felt so deeply that integrity was one of the greatest parts of political service. He backpacked, flew in by helicopter and climbed all over the White Clouds and Boulders. This is the largest, most popular, and to my eyes the most beautiful, unprotected wild area left in Idaho. Indeed it is an area worthy of statutory Wilderness.

HR3732, as now written, only includes Cong. LaRocco's First Congressional District. If the Subcommittee decides to consider Second District areas in the bill, please include the 500,000 acre Boulder-White Clouds. It should be forever wild; if you help make it so, the people of Idaho and the nation (especially this particular resident of both) will be forever grateful. Thank you so much.

Sincerely,



Bethine Church
480 N. Walnut Street
Boise, Idaho 83712



The national voice of the outfitting industry.

STATEMENT OF

**SCOTCH PANKONIN
WASHINGTON REPRESENTATIVE
AMERICA OUTDOORS**

**in behalf of the Idaho Outfitter and Guides Association
before the**

**SUBCOMMITTEE ON NATIONAL PARKS, FORESTS, AND PUBLIC LANDS
COMMITTEE ON NATURAL RESOURCES
U.S. HOUSE OF REPRESENTATIVES**

Testimony on

**H.R. 3732, The Idaho Wilderness, Sustainable Forests
and Communities Act of 1994**

**WASHINGTON, D.C.
March 15, 1994**

Mr. Chairman, thank you for the opportunity to testify today. My name is Scootch Pankonin, and I am the Washington Representative for America Outdoors, the North American trade association for outfitters and guides.

I'm testifying today in behalf of the Idaho Outfitters and Guides Association (IOGA). It is a statewide organization representing 70-plus percent (280) of the 394 outfitting companies in Idaho. These are land and water based recreation businesses which meet professional licensing standards administered by the State of Idaho, as well as the requirements for special use or other kinds of permits administered by the federal land management agencies.

Since passage of The Wilderness Act 30 years ago, three generations of Idaho outfitters and guides have operated their businesses under the restrictions and opportunities afforded by the Act. Early fears and resistance to the Act began to evaporate in the mid 1970s under the leadership of then-president Norm Guth. The shift, albeit a cautious one, reflected a growing awareness that a scarred landscape and the reduction of fish and wildlife habitat was a far greater threat to our industry than learning to live with management regulations which we feared.

Since that time, outfitters and guides have worked in their communities and with this subcommittee in support of the principles of Wilderness management and for specific designations for much of Idaho's remarkable wild areas. The protection of fisheries and wildlife habitat and the watersheds upon which they depend is fundamental to the outdoor recreation experience we offer to the outfitted public.

IOGA actively lobbied for designation of the largest Wilderness in the lower 48, the Central Idaho Wilderness Act of 1980 (the River of No Return Wilderness, subsequently renamed in 1983 to honor the late Senator Frank Church). In the late 1980s and early '90s, IOGA increased its activities in wilderness designation, hoping at that time for an effective resolution of the negotiations between Senator Jim McClure, Governor Andrus and the mediation attempt funded by the Idaho Legislature.

Today, over 90 river and land based businesses are connected to the rural economies of central Idaho, the resources of the Main and Middle Forks of the Salmon River, and to the 2.3 million acre las base of the Frank Church-River of No Return Wilderness. In addition, another 70-plus Idaho outfitting businesses operate in the state's other designated wilderness areas (the Selway Bitterroot, Hells Canyon, the Gospel Hump and the Sawtooth) and along the Wild and Scenic Rivers adjacent to these areas (the Selway, the Lochsa, the Snake River and the Main Salmon).

However, with designation of these 4.2 million acres have come some frustration and conflict for the industry -- exactly the kinds of management fears which held the industry back from embracing Wilderness designations in earlier years. I'll come back to these management concerns later in my testimony.

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The Idaho Outfitters and Guides Association cannot support H.R. 3732 as written. IOGA participated actively in the development of Congressman LaRocco's bill, only to find that important areas of the land base recommended by IOGA for wilderness designation have been dropped. For outfitters, this wilderness bill is a jobs bill, and omission of these potential wilderness areas means that an industry which attracts an estimated \$60 million a year into the Idaho economy has been substantially disregarded.

Further, access to Wilderness for the outfitted public has been challenged in Idaho, as it is being challenged nationwide. Language recommended by IOGA to protect wilderness access for the outfitted public is not contained in H.R. 3732.

For the record, IOGA does strongly support the additions to the National Wilderness System which have been retained in H.R. 3732. Specifically IOGA urges this subcommittee to retain the areas recommended by various of our member outfitters: the Mallard Larkins, the Great Burn, Lewis and Clark, Selway-Bitterroot Additions, French Creek, Patrick Butte, and Ten Mile-Black Warrior.

Additional Wilderness Acreage

Deficiencies in the current bill from IOGA's perspective can be corrected by adding back lands which were deleted from the original Idaho Wilderness bill drafted in 1993. These include but are not limited to the following: the west side of Meadow Creek and the Frank Church-River of No Return Wilderness Addition (the Salmon River Breaks area).

In the Meadow Creek area, the wilderness boundaries should be expanded to return to those originally proposed in the earlier version of this legislation. This is valuable elk habitat and a hunting outfitter area for four established businesses. It makes no sense to draw a wilderness boundary down the middle of a drainage as currently reflected in H.R. 3732.

On the Payette Forest, IOGA recommends that the Frank Church-River of No Return Wilderness Addition be reinstated. Again, this is valuable big game habitat with old growth ponderosa pine and is connected to a family-operated outfitting business.

Additionally, the IOGA supports the addition of Fern and Star Creek drainages in the Mallard Larkins. Also, the southeast boundary of Mallard Larkins should be expanded down to the North Fork of the Clearwater River at Kelly Forks Ranger Station. This would protect a corridor between Mallard Larks and the Great Burn Wilderness to aid seasonal wildlife migration.

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Expansion of the wilderness in this area would also finally resolve the controversy over the possible extension of the Indian Henry Ridge Road. This road, if extended through this area, would provide yet another barrier to wildlife movement and migrations on the Clearwater National Forest. The last thing the Clearwater Forest needs is another east-west road interrupting wildlife migration.

The Great Burn Wilderness should be expanded to include the Swamp Ridge area to protect a valuable stand of old growth cedar that escaped the 1910 fire, as well as elk habitat that is used as both calving and summer range area.

Need For Outfitter Language

A serious omission in H.R. 3732 is language which clarifies the role of outfitting and guiding that is congruent with sections 4 (b) and (c) of The Wilderness Act. This language seeks protection of access for the outfitted public and the continued reasonable use of structures (corrals, hitch racks, spring boxes and base logs) as minimum necessary tools for resource protection by the Forest Service in management of outfitted stock use in Wilderness.

The language also would specifically mention other wilderness management tools such as reserved or assigned camps, river launch tames, launch sites and priority use as proper management practices. The outfitter language is consistent with provisions of the Act which preclude permanent improvements or human habitation in Wilderness and reaffirms, again consistent with the Act, that permitted use of wilderness shall not imply any property right or ownership by the commercial service provider.

The need for this language requires some understanding of IOGA's successful effort to self-correct industry practices and litigation which evolved alongside this effort.

The issue dates back to assurances given the Idaho outfitters in 1980 by Frank Church that the Central Idaho Wilderness Act would not unduly restrict access and the historic use of the wilderness area by the outfitted public -- "...such protection can be provided without conflicting with established uses" (CIWA, 1980).

Prior to passage of the CIWA, Senator Church recognized the problems that the Idaho outfitting and guiding industry was having with those who had a "purist" approach to wilderness management. During his March 1977 address at the First Annual Wilderness Distinguished Lecture Series at the University of Idaho, Senator Church said:

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I believe, and many citizens agree with me, that the agencies are applying provisions of The Wilderness Act too strictly, and thus misconstruing the intent of Congress as to how these areas should be managed.

Such policies (purity) are misguided. If Congress had intended that wilderness be administered in so stringent a manner, we would never have written the law as we did.

It is not the intent of Congress that wilderness be administered in so pure a fashion as to needlessly restrict their customary public use and enjoyment. Quite the contrary, Congress fully intended that wilderness be managed to allow its use by a wide spectrum of Americans.

In 1985 when the Frank Church-River of No Return Wilderness Management Plan was finalized, outfitters learned of the changes required by the Forest Service in traditional camp set ups. There is no doubt that changes were called for. Such changes were also found to be needed at Ranger Stations and at many backcountry settings frequented by non-outfitted recreation users and other wilderness visitors -- old practices needed to be changed.

For outfitters, the issues were two fold. One, messy camps existed in some areas, and two, an answer was needed to the question of what constitutes legitimate "minimum necessary structures" to be allowed as tools under the Act to manage stock and outfitted use in the area.

The minimum necessary criteria comes from section 4(c) of the 1964 Wilderness Act, language also contained in the 1980 CIWA:

PROHIBITIONS OF CERTAIN USES

(c) Except as specifically provided for in this Act, and subject to existing private rights, there shall be no commercial enterprise and no permanent road within any wilderness area designated by this Act and, except as necessary to meet the minimum requirements for the administration of the area for the purpose of this Act (including measures required in emergencies involving the health and safety of persons within the area), there shall be no temporary road, no use of motor vehicles, motorized equipment or motorboats, no landing of aircraft, no other form of mechanical transport, and no structure or installation within any such area.

Acknowledging that change would not come easily, nor be immediately affordable, to some "Old Timers" in the outfitting industry, the Forest Service entered into an agreement in 1990 with the Idaho Outfitters and Guides Association which prescribed a transition into low-impact upland camp practices over a three year period.

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Key elements of the 1990 plan were:

- 1) After a three year period of testing and evaluating new, lightweight portable equipment (primarily stoves), the outfitters agreed to replace the old, heavy stoves that were cached and eliminate the practice of caching.
- 2) Using a mutually agreed decision tree, agency persons and the outfitters would work together at the site to determine what structures (corrals, hitch racks, spring boxes, base logs) are the minimum necessary at a camp for the purpose of protection of the wilderness resource.

From IOGA's perspective, the process outlined in the 1990 plan allowed outfitter members the opportunity to "buy in" on the need for change. IOGA's officers and Board put their necks out on the line, trusting that their leadership could bring about a willing investment in more progressive low-impact equipment and practices.

And it worked. Old Timers who grumbled most loudly at the beginning of the debate ultimately became leaders in their industry's effort to self-correct its use and impact on wilderness resources, or they realized their alternative and are no longer outfitting in the wilderness.

But the three-year goal agreed upon by IOGA and the Forest Service wasn't fast enough for a Montana-based organization, Wilderness Watch, founded by retired Forest Service wilderness manager Bill Worf.

Wilderness Watch filed suit against the Forest Service. Part of Worf's case was capable of attracting universal agreement: "The Forest Service has done a lousy job in wilderness management." Your own subcommittee, Mr. Chairman, has undoubtedly had the most effective impact on spurring this agency toward a better performance in wilderness management, and IOGA concurs in that effort.

The point on which we disagreed with the Wilderness Watch pleading was the value and success of our agreement to remedy the problems in "The Frank". A lot of Idaho citizens, agency managers and outfitters worked hard for three years to clean up the camps, other accessible areas of The Frank where the general public had left a collection of trash, and to agree on the minimum necessary structures for future outfitted use.

That agreement had even inspired the Forest Service to clean up its own operations and to review its own use of structures in wilderness.

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Wilderness Watch is attempting today to claim victory in the ruling by Judge Hogan in the Federal District Court in Washington, D.C. It isn't so. Judge Hogan ruled that the Forest Service violated the Wilderness Act in its administration of outfitter and guide activities by allowing structures and caches in a manner that gave the appearance of permanent occupancy.

The judge asked Wilderness Watch and the Forest Service to submit a joint remedial plan to correct the agency's violation. Worf and the agency were unable to agree upon a joint plan, and each submitted their own. The Forest Service plan was based on the 1990 three-year plan that was negotiated between IOGA and the Forest Service. Worf's plan would have eliminated reserved or assigned camps and all structures. The judge adopted the agency plan.

The language which we are seeking in H.R. 3732 reiterates Judge Hogan's order. And I repeat: reiterates that order, not in any way overturning any finding or order issued by Judge Hogan. The language seeks to make clear in the law what Judge Hogan had already found to be the law as expressed by the 1964 Wilderness Act and the 1980 Central Idaho Wilderness Act.

The specific language related to outfitter and guide service in wilderness areas will be provided to the subcommittee in the near future and well before the subcommittee contemplates mark-up of H.R. 3732.

Wilderness Watch chose its judicial venue for a hearing on Bill Worf's interpretation of the Act, and they lost. IOGA believes that its outfitter members are more than justified now in seeking affirmation in the designation of new wilderness in Idaho that the wilderness practices and course of self-correction upheld in principle and in law by the Federal District Court are appropriate and consistent with the purposes and requirements of The Wilderness Act.

IOGA will be working with the sponsor of H.R. 3732 over the next few weeks for the purpose of adding back acreages proposed for wilderness designation and to secure the language needed to assure future access to wilderness in Idaho for the outfitted public. We hope those changes to H.R. 3732 will have the support of this subcommittee. IOGA would certainly welcome changes which make it possible to wholeheartedly support passage of H.R. 3732.

Thank you, Mr. Chairman and members of the subcommittee, for the opportunity to testify.



Greater Yellowstone Coalition

STATEMENT OF BART KOEHLER, ASSOCIATE PROGRAM DIRECTOR; BEFORE THE HOUSE NATURAL RESOURCES SUBCOMMITTEE ON PUBLIC LANDS; RE: HR 3732 - "THE IDAHO WILDERNESS, SUSTAINABLE FORESTS AND COMMUNITIES ACT OF '94". (Hearing held on 3/15/94)

Good morning, Chairman Vento and members of the Subcommittee on Public Lands. My name is Bart Koehler and I am an Associate Program Director for the Greater Yellowstone Coalition. GYC greatly appreciates the opportunity to present this testimony on the Idaho Wilderness issue.

GYC respects the fact that Congressman La Rocco has taken considerable time and effort to wrestle with this difficult issue. We appreciate his leadership role on an issue that is so important to Idaho residents and to so many Americans across the country.

However, given the fact that there are serious problems regarding release, water rights and other language; that many deserving wild areas in Northern Idaho are left out; that there is no ecosystem study language, and no protections for ecosystem linkages and wildlife corridors in Idaho's Second District; that there is no language emphasizing restoration of the Targhee National Forest; and finally, that not one acre of wilderness is designated in Idaho's Second District by this bill -- we must go on record today in strong opposition to HR 3732.

We are here today because we firmly believe that roadless areas and wilderness designations in Idaho's Second District must be a part of any Congressional wilderness discussion. GYC has drafted a tri-state wilderness proposal for Greater Yellowstone. Whether you take our approach, or an approach along the lines of the Northern Rockies Ecosystems Protection Act, or continue to approach wilderness issues on a state by state basis ---- we feel that it is imperative that the wildlands of Greater Yellowstone within Idaho's Second District be a major part of an overall package.

We strongly believe that a number of roadless areas within the Greater Yellowstone Ecosystem in Eastern Idaho clearly deserve to be designated as Wilderness because of their value as habitat for wildlife and fish, their scenic and recreational qualities, and their ecological importance to the long-term health of the Greater Yellowstone Ecosystem.

For the record, we want to voice our rock-solid support for Wilderness designation for the following areas in Idaho's portion of Greater Yellowstone: Centennials, Lionhead, Garfield-Red Conglomerate, Italian Peaks, Henry's Fork Canyon, Winegar Hole, Gams Mountain, Palisades, Bear Creek, Poker Peak, Caribou Mountain, Stump Creek/Diamond Peak, and the Giraffe Creek area in the Gannett Hills. In our view, Wilderness is clearly the highest and best multiple use designation for these wildlands.

We have attached copies of maps for your review, and understand that your staff has more detailed copies on file.

Prior to discussing the values of these wildlands in detail, we wanted to go on record regarding several policy questions associated with HR 3732.

POLICY ISSUES AND LANGUAGE

As we noted in our 2/10/94 letter to you, Chairman Vento, we have a number of serious concerns over the language found in HR 3732:

*We oppose including any release language in this bill. Not only is there no need for release language in this bill, we'd like to emphasize that as written -- the release language applies statewide. What this means is that since there are absolutely no wilderness designations proposed in Idaho's Second District, then all the roadless lands in this key part of Idaho are released. This causes a doubly troublesome situation. The best way out of this "rock and hard place" is simply to strike the release section, and designate our wildland proposals as wilderness.

*We believe that Congress should expressly recognize the existence of federal reserved water rights in wilderness bills. The water right language in HR 3732 not only denies a water right to wilderness areas in this bill, but also disavows a water right established by past wilderness

laws. This is absolutely unacceptable.

* We support the Idaho Outfitters and Guide Association in its efforts to ensure that wilderness designation does not cause an onerous burden on existing guiding and outfitting operations. Outfitting and guiding are appropriate uses within wilderness areas, so long as wilderness values are protected.

*There is no Ecosystem Study language which in any way resembles the language in the Montana Wilderness Bill. We recommend that language which is stronger than the current Montana Bill be included, and language which includes Montana and Wyoming in the study, be added to this bill. Furthermore, it should include interim protection for roadless areas.

*There is no language which recognizes the importance of and establishes strong protections for Ecosystem Linkages and Wildlife Corridors. Ecosystem Linkages serve to connect Greater Yellowstone with other large wildland ecosystems in the Rocky Mountains -- including Central Idaho and the Greater Glacier/Bob Marshall Complex. Wildlife Corridors serve as critical travel zones for wildlife within Greater Yellowstone. Many of these lands should be protected as Wilderness, while others need special management directives. We have attached draft maps which show these linkages and corridors within our region. Please note that the Ecosystem Linkage Areas along the Continental Divide between Montana and Idaho, and the Borderlands between Idaho and Wyoming are vitally important and absolutely need protection.

*There is no designation of public land Restoration Areas within the Targhee National Forest. We firmly recommend that much of the Targhee should be designated for major restoration efforts -- including planting trees, closing roads, rehabilitating fish and wildlife habitat, plus rehabilitating and maintaining trails, campgrounds and other recreation, cultural and/or historic sites. We appreciate Congressman La Rocco's interest in Stewardship Contracts (change to Sustainable Forestry and Restoration Contracts) and feel that this type of program could be put to good use on the Targhee National Forest. We have attached a draft map outlining the boundaries of our proposed Targhee N.F. Restoration Area, as well as other proposed restoration areas in Greater Yellowstone.

***EASTERN IDAHO WILDLANDS DESERVE WILDERNESS PROTECTION**

Prior to presenting descriptions of each of our proposed wilderness areas, it is instructive to examine the resource-based conflicts and job-related impacts. The following should be noted: 1) Actual conflicts with potential timber sales are minimal; 2) The potential for oil and gas development is virtually non-existent; 3) There should be little or no negative impacts from existing grazing operations, since the Wilderness Act states that existing grazing permits shall continue, plus the 1980 amendments to the Act allow for the maintenance of various grazing related developments and facilities. Furthermore, Wilderness serves to protect watersheds which are vital for providing consistent flows of high quality water; 4) Boundaries have been drawn to avoid hard-rock mining conflicts; 5) The growth industries in Eastern Idaho are directly related to the quality of life found there. This quality of life will be enhanced by granting lasting protection for our recommended wilderness areas.

The **Centennial Mountains**, along the Great Divide, play a critical ecological role in Greater Yellowstone by providing high quality Douglas fir habitat, and vital natural "land bridge" connecting Yellowstone with other critically important large wildland ecosystems -- Greater Salmon, the Selway-Bitterroot and the Northern Continental Divide. This biological corridor and ecosystem linkage zone allows grizzly bears and other wildlife to disperse and migrate to and from the Park. The limestone bluffs on the crest of range harbor unique plant communities, now under investigation by the Idaho Heritage programs. And the area boasts 13 species of special concern listed in Montana, and five listed in Idaho. The area includes excellent trout fisheries and as the Henry's Fork Foundation has noted, "Wilderness....to protect the quality of these high mountain streams near their sources will be important...". In general this proposed wilderness is a fairly narrow band along the Centennial Range ridgeline. This proposal would protect the quality of the high mountain streams, while still allowing the remainder of the Centennials to be managed as a special management area in recognition of its high value as a wildlife corridor and ecosystem linkage. Most of the Montana side of the Centennials has been proposed for Wilderness by federal agencies -- including 23,000 acres of BLM lands -- and by conservation groups. In fact,

a small portion of the Centennial Range -- the Mt. Jefferson area in the Beaverhead National Forest -- has been proposed for wilderness by Montana's Congressman Pat Williams, as a unit of the Great Divide Wilderness (and is supported by the Forest Service). We believe that both sides of the Centennials deserve attention and protection. We urge that roughly 44,000 acres of Idaho's Centennials be designated as wilderness.

Garns Mountain, located in what is locally known as the Big Hole Mountains, is an ecologically diverse 78,000-acre roadless area which harbors abundant wildlife habitat for elk, deer, moose, and black bear. Bald and golden eagles and thousands of ducks winter on the South Fork of the Snake River on its southwest edge. Burns and Pine Creeks are particularly significant trout fisheries in the area, supporting 50-60 percent of all spawning activity in the South Fork of the Snake River.

The magnificent **Lionhead Roadless** area along the Continental Divide is classified as Management Situation I Grizzly Bear habitat and is a vital link in the wildlife corridor connecting the Greater Yellowstone Ecosystem to the Greater Salmon Ecosystem. Because of its wildlife and primitive recreation values, the Lionhead area is one of the three areas that the 1981 Targhee Forest Plan recommended for Wilderness designation. Consequently, it has been managed over the last decade to protect its wilderness resource values. This is an area full of elk, moose, bear and bighorn sheep, with six alpine lakes and an excellent fishery in Targhee Creek. The Idaho Legislature has designated Targhee Creek as a Natural River, permitting no new developments, diversions, or alterations. There are no timber conflicts in this area. Adjacent roadless lands in Montana have been proposed for Wilderness in Congressman Pat Williams' Montana Wilderness Bill. This area is roughly 17,000 acres in size, comprised of Forest Service and BLM recommended wilderness lands.

The **Caribou Mountain Roadless Area** is a spectacular area providing important big game habitat and prime hunting opportunities for sportsmen. Its unstable, highly erosive soils make it unsuitable for the roading and timber activity that currently threaten the area. The west slopes of Caribou Mountain drain directly into Grays Lake National Wildlife Refuge, home of the endangered whooping crane. With the restoration of the roads near the summit of Caribou Mountain following Newmont's

unsuccessful exploration project, this portion of the proposal is again suitable for Wilderness designation. Because of an abundance of aspen, in a rich mosaic of grasslands and conifers, this area is noted for its large elk herds (one of the highest concentrations of elk in Idaho), as well as for large populations of moose and deer. Several streams are considered by Idaho Fish and Game as extremely critical habitat for the Fine Spotted Snake River Cutthroat Trout. Much of the area is off-limits to dirt bikes and ORVs. A large part of the 89,000 acre area was recommended for wilderness by the Idaho Fish and Game Commission.

The **Stump Creek/Diamond Peak Roadless Area** on the southern edge of the Caribou Range includes one of the highest concentrations of elk in Idaho. It also includes critical elk winter range. It is also excellent habitat for moose and deer. The Fine-Spotted Snake River cutthroat trout, a designated Species of Special Concern by the Idaho Department of Fish and Game, inhabit waterways throughout this area. Colorful red soils create a "painted forest" appearance. Because of the area's highly unstable red and grey clay soils, road building and timber harvest in Stump Creek would greatly aggravate slumping and debris flows that occur naturally throughout the area. (Past timber and road activities have had demonstrated adverse consequences on soil stability in nearby areas.) The Idaho Fish and Game Dept. recommended this area for wilderness, and we urge that 90,000 acres of this area be so designated by Congress. (A small portion of this roadless area is located across the border in Wyoming.)

The steep and rugged **Palisades** have long been the centerpiece of conservationists' proposal for Wilderness in eastern Idaho. With 111,000 acres, the Palisades includes very valuable wildlife habitat for a diversity of species including grizzlies, black bear, elk, deer, bighorn sheep, mountain lion and mountain goats. The area supports good stream and lake fisheries, and provides dramatic views from its crests. The total acreage of this area straddling the Idaho-Wyoming border is almost 250,000 acres. The Idaho portion of the Palisades abuts a Congressionally designated 135,000 acre Wilderness Study Area in Wyoming. There is very little timber of any commercial use within the proposed Wilderness, and past oil and gas exploration has led to little interest or enthusiasm by industry for development in this area. Much of the area is managed by the Forest Service as a "backcountry area" which is closed to all motorized

recreational use -- the rest has heavy restrictions. A large part of this area was proposed for wilderness in the McClure-Andrus proposal.

Boasting some of the most important elk summer range, winter range and calving areas in Idaho, **Bear Creek** has been supported for Wilderness designation by Idaho Department of Fish and Game. It provides one of the highest value winter ranges in eastern Idaho, and is excellent habitat for deer and moose. The South Fork of the Snake runs along the northeast corner of this area, which is rich habitat for a variety of birds, including bald eagles and other riparian-dependent species plus an excellent trout fishery. The habitat and topography of this area is varied, and the ridges and high country of the 107,000 acre Bear Creek area allow dramatic views of the surrounding areas, including Palisades Reservoir and the Snake River. As with the Palisades, there has been considerable oil and gas exploration over the years, but there appears to be little conflict currently because industry's interest has nearly evaporated. **Poker Peak**, just to the east of the Bear Creek is an 18,560 acre area worthy of wilderness designation. Most of Bear Creek and all of Poker Peak were proposed for wilderness as part of the McClure-Andrus proposal. We recommend all of both areas for wilderness designation by Congress.

Winegar Hole is a small area adjacent to Wyoming's designated Winegar Hole Wilderness, and lies just south of Yellowstone Park's southern border. The 3,500 acre area is an important marshland, and includes small lakes and wetlands habitat for a variety of birds, as well as big game including elk and moose. In addition, this small pocket of rich habitat supports the threatened grizzly bear, which is particularly important since the quality of nearby grizzly habitat has been severely degraded. The spectacular Falls River forms the northern boundary.

Garfield Mountain/Red Conglomerate Peaks rises in rugged splendor to 10,250 feet along the Continental Divide. It is remote and wild country, that provides excellent habitat for big game, and dramatic views from the crest. To the east of the better known Italian Peaks and to the west of the better known Centennial Range, this area is an unsung part of the critically important biological corridor along the Great Divide. It is an important ecosystem linkage zone between the vast wildlands of Greater Yellowstone and Central Idaho. (Recent reports of grey wolves

attest to this fact.) Real resource conflicts are few. Many Montana conservation groups have proposed their side of the divide for wilderness. We urge that you designate 47,500 acres of Idaho as wilderness.

The Idaho proposal for the **Italian Peaks** matches a similar conservationists' proposal in Montana. The stark and striking landscape in the Italian Peaks, of which 42,500 acres are proposed in Idaho for Wilderness, gives the visitor a good sense of the vastness of western corner of the Greater Yellowstone Ecosystem on top of the Great Divide. The area supports summering elk and mountain goats and a variety of other species. Conflicts with extractive resources in this spectacular area are few. Congressman Pat Williams has proposed a large portion of the Montana half of Italian Peaks for wilderness in his Montana Wilderness Bill. The area was also recommended for wilderness by the Forest Service. Author Ralph Maughan has this apt description: "In the Italian Peaks, mountain goats and bighorn sheep ply the cliffs. Elk graze the highland meadows and deer the forest. An occasional moose wanders by. Raptors search the land from the sky. Every so often there are reports of grizzly bear and wolves. This is wild territory."

A small but important 5,000-acre area, the **Henry's Fork Canyon** clearly deserves recognition. Starting just below Lower Sheep Falls, this seven mile stretch of world class trout water runs wildly southward below Snake River Butte to the Targhee Forest boundary, near the confluence of the Warm River. The roadless area surrounds the magnificent Upper and Lower Mesa Falls. It is an incomparable trout fishery and scenic area.

The relatively unknown **Giraffe Creek-Gannett Hills** area sits astride the Idaho-Wyoming border, south of Stump Creek. The Idaho portion within the Caribou National Forest is the smaller portion (roughly 10,000 acres) of the roadless area, with most of it located in Wyoming. Much of this area in Idaho is off-limits to motorbike and ORV use. A significant part of the Wyoming side is managed for backcountry hunting, dispersed recreation and wildlife security. This relatively gentle country has excellent fish and wildlife values. In fact Giraffe Creek is one of the only streams within the Caribou National Forest that functions as habitat for the rare Bonneville Cutthroat Trout.

*Note: It should be noted that in several instances (Palisades, Bear Creek, Caribou, Gannett Hills, Henrys Fork, and Red Conglomerate Peaks) that our wilderness proposal acreage figures are larger than proposals for these areas listed in the Northern Rockies Ecosystems Protection Act. GYC's boundaries closely resemble the Idaho Conservation League proposals.

** Also note: Gams Mountain, Palisades, Bear Creek, Poker Peak, Caribou Mountain, and Stump Creek/Diamond Peak are also known as the **Greater Palisades Wilderness Complex**.

Chairman Vento, when you grapple with the future of the Great Divide and Greater Yellowstone wildlands, it is useful and instructive to look back at the efforts of Senator James McClure and Governor Cecil Andrus several years ago. In their proposed legislation, the Wilderness values of Poker Peak, Palisades, Bear Creek, Winegar Hole, Lionhead and Italian Peaks were clearly recognized -- although we had a different view of some of the specific boundaries. Clearly we hope that you will see fit to move well beyond their proposals and protect more of the Great Divide and Greater Yellowstone.

We greatly appreciate your longstanding interest in protecting the wildlands of Greater Yellowstone as Wilderness. We also appreciate your interest in packaging the Great Divide proposals and matching them up with the solid proposals for Montana.

Finally, we look forward to working with you to develop wilderness proposals which recognize the importance of the vital wildlands in Greater Yellowstone and the Great Divide. We urge you to designate these areas as Wilderness in accordance with our testimony today.

Thanks for this opportunity to present our views.

Barb Koehler



Greater Yellowstone Coalition

PROPOSED IDAHO WILDERNESS AREA KEY TO ATTACHED MAP

8.	Great Divide Complex	381,200
	[Includes: Earthquake 30,200; Lionhead 17,000; Centennials 92,000 (including FS, BLM and Sheep Experiment Station); Garfield: 42,000 in MT and 47,500 in ID; Italian Peaks: 50,000 in MT and 42,500 in ID; Tendeys 60,000] <i>Idaho portion of Centennials is roughly 44,000 acres.</i>	
9.	Henry's Fork	5,000
10.	St. Anthony Dunes (BLM)	20,000
11.	Falls River Addition (to Winegar Hole)	3,500
12.	Jedediah Smith Additions	50,000
13.	Garns Mountain	78,000
14.	Islands (BLM)	5,000
15.	Palisades (ID portion= 111,250; WY portion= 135,840)	247,090
16.	Bear Creek	107,000
17.	Poker Peak	18,560
18.	Caribou Mtn.	88,900
19.	Stump Creek/Diamond Peak	90,000
20.	Grayback	200,000
21.	Salt River	210,000
22.	Gannet Hills	45,000

*Idaho portion contains roughly 10,000 acres.



Greater Yellowstone
Coalition

**Wildland Ecosystems
and Possible
Ecosystem Linkages**



LEGEND

- National Forests
- National Parks and National Recreation Areas
- Ecosystem Linkages
- Designated Wildlands





BOARD OF COUNTY COMMISSIONERS

CLEARWATER COUNTY
P. O. BOX 586 DROFIND, IDAHO 83544 (208) 476-3615

March 15, 1994

MR CHAIRMAN
DISTINGUISHED MEMBERS OF THIS SUB-COMMITTEE:

Before I give Clearwater County's comments concerning H.R. 3732, the Clearwater County Commissioners would like to thank our Congressman, Larry LaRocco for keep a campaign promise. Congressman LaRocco promised to try to come up with a solution to the Wilderness issue in Idaho by involving our citizens. Congressman LaRocco has devoted untold hours and many sleepless nights to work on his solution. He deserves to be complimented for his efforts.

I am Jim Wilson, Chairman of the Clearwater County Commissioners. Clearwater County, the Crown Jewel of the Gem State, has been embroiled in the Wilderness debate for more than three decades. We have heard all the arguments both pro and con concerning Wilderness.

I can remember the only real argument my father and I had. As a young man I felt that the Selway Bitterroot area of North Central Idaho should be set aside as Wilderness. My father felt that the only way we could protect our renewable resources was by managing activities upon the land. He had heard the stories of the 1910 fires, where three million acres burned in two days. He had lived through the wildfires of the 1930's in North Central Idaho. He based his opinion on the experience and knew that you either use it or lose it. He also knew that the resulting environmental consequences from losing it are greater than wise use. I lost my father in a logging accident in 1965 still thinking he was wrong when he told me "The environment is not the Sierra Clubs objective but control of humans is." Experience has shown that my father was right and I was wrong.

The Clearwater County Commissioners have numerous reasons for opposing Congressman LaRocco's position and Bill H.R. 3732.

Forest health, as well as economic health, demands that we actively work to access and wisely utilize our renewable resources. Scientific studies show a tremendous problem on our public lands that require our attention.

We must actively manage our public lands to insure that the various plants and animals that depend on public lands have the opportunity to survive. The fires that occurred in California show that nature does not care about rat habitat. A system of fire lines would have saved rat and human habitat.

The best management of these public lands allows us to provide for our citizens needs over time. Our renewable resources can provide for each generation of Americans.

Non-renewable resources are available for the American public from these lands. Studies conducted for congress show that there are deposits of precious minerals available from some of these lands. I refer you to Bureau of Mines Study MCA 1592 and the U.S.G.S. study 91-589.

We that earn our living from the land are also the best caretakers of the land and resources. We realize that we need to manage the lands and resources so that future generations can make their own decisions about these places. I have found this to be true of the majority of our citizens. It does not matter if you are a miner, rancher, farmer, fisherman or logger. We that work on the lands also recreate on the same lands. We have created the access that allows the general public, the aged the young and the handicapped to also get out and enjoy these public lands and waters.

The Clearwater County Commissioners feel that R.A.R.E. I and II studies commissioned by congress and conducted by the U.S. Forest Service or B.L.M. are fatally flawed. Clearwater County owns multiple R.S.2477 Rights of Way though some of these proposed wilderness area. Other counties effected by this proposal hold similar rights-of-way. These R.S. 2477 Rights-of-Way have been upheld by court decisions, as recently as November 30, 1993, in the Ninth Circuit Court of Appeals. These Rights-of-Way carry similar rights as private property. The Supreme Court of our great nation recently upheld private property rights in the South Carolina Costal Commission vs. Lucas. Mr. Lucas won this case and the counties will win if these go to court.

With the advent of eco-system management, we no longer need to set aside lands as Wilderness. Eco-system management demands that these lands proposed for Wilderness be managed for environmental health. The great burn of 1910 was not caused by the activities of man but can be prevented from reoccurring by the activities of man.

Clearwater County, as per Idaho Code, has developed a comprehensive land use plan. In this plan the Clearwater County Commissioners are directed by our citizens to oppose Wilderness Proposals for Clearwater County. This plan also defines the custom and culture of our county and the importance of public lands not only to our past but also for our future.

A federal court of appeals decision in 1987 defines the roll of local land planning and its application to federal lands. This decision concerning the California Costal Commission vs. Granite Rock Company, 480 U.S. 572, says State land use planning is allowed on Federal lands as long as such land use planning does not include zoning. Federal agencies cannot claim "Constitutional Supremacy" if the agency can comply with both federal law and the local land use plan. Clearwater County's plan does not zone federal land but rather shows the importance of these lands in the development of our custom and culture. Clearwater County's Comprehensive Plan has been in effect since 1962. It was last updated, throughout the public hearing process, September 28th 1992. This is our wise directive from the citizens of Clearwater County. The vast majority of citizens, whether

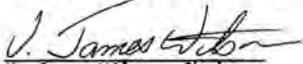
Democrat or Republican, have decided we need no additional Wilderness. The Clearwater County Commissioners agree unanimously and strongly with this position. We have the Selway-Bitterroot and Frank Church-River of No Return Wilderness Areas located within our geographic and economic area. This decision to oppose additional Wilderness comes from experience and not somebodys fantasy about how this should be.

Clearwater County is not alone in its opposition to additional Wilderness. The Idaho Association of County governments has adopted and supports a resolution calling for no additional Wilderness in Idaho.

We urge you to respect these decisions of the citizens who must live with the reality of your actions and not with the fantasy promoted by the socialist-preservationists groups.

I wish to leave you with the words of my mother, who at the age 71 still gets up by 4:00 A.M. to go to work six days a week. "Jim you tell those people in Washington, D.C. that we do not need anymore damn Wilderness in Idaho."

Respectfully Submitted by:



V. James Wilson, Chairman
Board of County Commissioners
Clearwater County, Idaho

STATEMENT OF

JAMES S. RILEY
EXECUTIVE VICE PRESIDENT

INTERMOUNTAIN FOREST INDUSTRY ASSOCIATION

ON

THE IDAHO WILDERNESS, SUSTAINABLE FORESTS AND
COMMUNITIES ACT

BEFORE THE

HOUSE NATURAL RESOURCES SUBCOMMITTEE ON PUBLIC LANDS

WASHINGTON, D. C.

MARCH 15, 1994

Congressman LaRocco and Members of the Committee;

Intermountain Forest Industry Association is pleased to present our views on legislation to establish new wilderness areas in Idaho, H. R. 3732. Headquartered in Coeur d'Alene, IFIA represents forest products manufacturers, loggers and truckers, and industrial timber growers throughout the northern Rockies.

Your efforts to visit with your constituents to hear their concerns over a broad spectrum of forest management issues and over your earlier version of this legislation is commendable. This bill, H. R. 3732 is marginally better than its predecessor. Our members wish we could support it, and desperately hoped this bill would encompass the concepts needed for a wilderness bill to be equitable and to actually solve some of the problems we are encountering with the Forest Service timber sale program. Unfortunately, this bill fails to include useful provisions, and we oppose it.

As we pointed out in our testimony on your bill last August, conflicts abound in the national forests, with appeals of timber sales, litigation and outright acts of terrorism plaguing those of us who make our living from the woods. We try to maintain cordial, professional relationships with responsible members of the environmental community in Idaho, but our ability to frankly discuss the issues with them leads us to conclude that we have never been farther apart in the potential for us to agree on how much timber should be harvested, where, and how. Notice that amendments proposed to this bill by the environmental community that call for not only more wilderness, but an end to any roadbuilding in the remaining roadless areas, and the deletion of any release language whatsoever. This is a huge step away from the middle ground that must be sought if there is to be a bill for Idaho.

As you have recently verified, Forest Service timber sale levels are dropping, and are now around 200 million board feet, about one-fourth of the amount we need to sustain our industry. Frankly, we suspect that projection is optimistic, and the actual F.Y. 95 volume will be less. There is a sense of panic among timber workers and within timber communities. Adding to this are the efforts of the Clinton Administration, which seems all too willing to abandon the scientifically developed timber sale levels from the national forests in favor of the greatly reduced amounts that the Administration must believe are politically safer, at least in the short term. As a result, the Forest Service seems to have lost direction and even hope. They are foundering in a sea of uncertainty, unable to make even the simplest of decisions.

With that fairly dismal backdrop, the question we must ask is whether H. R. 3732, as drafted, will help solve the problems. While the bill is certainly optimistically named, our conclusion is that it will be of no help in restoring the Forest Service's timber sale program to an adequate, yet sustainable level. In summary, we have these concerns.

The release language provisions of the bill must be retained, and may prove useful in foreclosing future legal challenges which might argue that the Forest Service failed to adequately review roadless lands for wilderness suitability. However, the language will do virtually nothing to either expedite current development of timber sales or to limit the legal challenges that can be brought against them. Any limited benefit of the release language is more than outweighed by the

vague nature of the prescriptive language for the special management areas. These provisions would overturn and rewrite carefully crafted forest plan prescriptions, and are so vague that they will only invite more of the very legal challenges we must foreclose if we are to have a stable timber sale program. Finally, the bill would designate areas of suitable timber land as wilderness, and we oppose such designations.

Release Language

We'd like to elaborate on each of these concerns, starting with release language. It is one of the most controversial and misunderstood aspects of the debate over the future of Idaho's roadless lands. Not only is the concept complicated legally, both the media and the participants in the debate further confuse the debate by casually using but hardly ever defining the term. For example, "hard release" has become a euphemism for what is necessary for us if the resolution of the issue is to be equitable, but, when pressed, hardly anyone can give you a precise legal definition of the term.

"Release" was born of the need for and remains a matter of equity as a part of wilderness legislation. In 1982, the Ninth Circuit Court of Appeals ruled that the Forest Service failed to

adequately review roadless areas for wilderness suitability in the "RARE II" process. This effectively stopped all timber sales planned for some of those areas, and threatened yet another comprehensive review of roadless lands, "RARE III", if you will.

Congress stepped in with a simple deal--each state would pass wilderness legislation, and then Congress, as part of that legislation, would declare the RARE II process for that state "legally sufficient" and no longer subject to legal challenge. Such a declaration established equity as part of the wilderness bill for that state. Wilderness advocates got "wilderness", a land use designation that is not appealable and has all the certainty that the law can provide. For those of us who's livelihoods depend on cutting trees, we got some assurances that timber sales planned for roadless areas could proceed without the threat that they would be held up because the Forest Service had not adequately assessed the wilderness attributes of each roadless area. Congress even envisioned that it, too, would benefit from the deal by gaining a ten year period of "peace" from the wilderness fight.

Equity is the important principle here, not the legal disinfection of RARE II. One of the most important aspects of the state-sponsored wilderness negotiations was that the environmental negotiators recognized our need for "certainty" with respect to the management of the nonwilderness lands. For our part, we recognized their desire to have additional areas designated as wilderness. Such recognition of the needs of other parties is the essence of an equitable deal. It is that equity that we still seek. Just as the states with wilderness bills got, for a couple of years, expedited and shortcut legal analysis of timber sales in roadless areas by Congresses removal of the "RARE II" obstacle, we need now to remove some of the obstacles that are thrown up to block timber sales today.

Such language is relatively easy to write. Basically, it must either (1) establish who has standing to bring administrative or court challenges against Forest Service timber sales, (2) place limits on the kinds of challenges that can be brought, or (3) expedite or shortcut the legal analysis the Forest Service must complete prior to offering timber sales. This is no different than the old RARE II release language which both limited the kinds of legal challenges which could be brought against timber sales by eliminating challenges over the wilderness suitability and which expedited the Forest Service's legal analysis by making clear that there was no further need to analyze the wilderness suitability of roadless areas.

What is needed now is to expand these same concepts that were timely immediately after the RARE II decision to address the problems that keep national forest timber off the market today. Virtually every timber sale is now appealed, more as a way to simply demoralize the Forest Service and to stop logging than from a genuine concern over a legitimate problem with a sale. The appeals take all forms, but we can blunt their effect and re-establish the process not as an obstructionist tactic but as a way to scrutinize legitimate issues. To do this, we firmly believe that it is reasonable and equitable to place some limits on those who can bring the appeals, limit the issues which can be raised in the appeal, and expedite the Forest Service's legal analysis process. That was Congress's clear intent a decade ago, and the need for different language which carries out that intent has not diminished.

There are persistent myths that unless a wilderness bill is passed, the Forest Service cannot get into any roadless area. Those are myths, nothing more. Since a "RARE II" wilderness bill did not pass for Idaho, the Forest Service was forced to take the long way home by completing a "RARE III". The agency did so, as part of the forest planning process, and as we speak, we are logging in some roadless areas. Entry into those areas was accomplished by legally sound environmental analyses, supported by the appeals court decision in *ICL v. Mumma*, which established the forest plans accompanied by individual environmental impact statements for roadless area management as an adequate analysis of roadless areas.

We now have, then, a legal blueprint for entering roadless areas in the absence of statutory language which would have expedited the process. It is a slow and cumbersome process, which is often contentious, with groups opposing logging in the area raising all arguments to prevent that, including arguments that the areas should be designated wilderness. We would be very interested in statutory language that would expedite that process and which would foreclose some of the arguments against the timber sales in the area envisioned by the forest plan.

However, nothing in the release language included in H. R. 3732 will change that blueprint. Furthermore, very little in that release language expedites or shortcuts the Forest Service's environmental analysis process necessary for entering roadless areas. If the language were to pass, the Forest Service would still have to complete a full environmental impact statement on its decision to enter a roadless area, and that decision would still be subject to all the appeals that anyone, in any part of the country might bring to overturn it, no matter how frivolous or clearly obstructionist their arguments might be.

As we noted earlier in our testimony, the release language included H. R. 3732 does nothing to change the status quo. That does not mean it is without value, however. It does preclude the possibility that some smart lawyer somewhere will successfully advance an argument that, for some reason, the Forest Service's review of roadless lands for wilderness suitability is somehow flawed. Probably more importantly, the language forestalls for at least ten years yet another study of roadless lands for their wilderness suitability. Without that provision, national forests will be forced to undertake "RARE IV" when they revise their forest plans. For some forests, that process will begin within three to five years.

The release language in your bill has merit, limited as it may be. As such, it must be retained. But no one should assume that these release provisions will do anything to put more timber on the market today. They will have no effect on how the Forest Service plans for and offers timber sales. They will also have no effect on the kinds and amounts of legal challenges that can currently be brought against those sales.

Special Management Areas and Prescriptive Language

Title II of your bill establishes a number of "special management areas". In doing so, the bill seeks to replace the judgment of the Forest Service through the forest planning process on how these areas are to be managed with the judgment of Congress. Generally speaking, it is difficult for us to conclude that Congress is in a better position to thoughtfully make on the

ground management decisions than Forest Service managers guided by the local publics that they serve.

There may be instances when all agree that a statutory change in forest plan prescriptions is desirable. For us to find prescriptive language desirable, it must, first, provide some promise that the changed management of the area will result in more timber being offered from it than the original prescription, and, second, limit need for the Forest Service to consider only those alternatives that would carry out the management direction that Congress has prescribed. It is also possible that we might agree that the original forest plan prescription for the area in question is badly flawed, and a statutory "fix" is useful, but we suspect there are few such situations.

The "special management areas" described in H. R. 3732 do little except restrict logging in some areas not designated as wilderness. Some of these areas have timber sales planned for them, and your new prescriptions will cancel them. Areas effected in this manner include Rapid River, West Meadow Creek (for which the "project" described in the bill is incomprehensible), and Lime Creek.

Other SMAs call for demonstration projects or studies, all with the ostensible purpose of increasing timber production. Unfortunately, these prescriptions are more rhetorical than useful. Perhaps nowhere is the gap between the rhetoric of this bill and the reality that there are few timber sales being offered on public lands greater than on the northern Panhandle. The "Findings" beginning on page 11 tell the story well--restrictions on logging due, in large part, to the Endangered Species Act, increased, unsustainable logging on private lands and mill closures. Congressman, you have grasped the picture very well.

Unfortunately, the provisions of the bill do nothing to correct the situation. The "management emphasis" set forth in the bill for Continental Mountain, Saddle Mountain, Farnham/Russell, Burton Peak, Katka Peak, Bald Eagle and Timber/Buck is not significantly different from the current forest plan direction for these areas. So, one must ask why passage of this bill will result in timber being offered from these areas when no sales are forthcoming now. We cannot find a reason.

The "impact analysis" for these areas is nothing more than gratuitous window dressing. Gathering data on the impacts of designating critical habitat for grizzly bears is an academic, agency "make work" effort. The result, at best, will be that when we wind up in the unemployment line, at least we'll know why we're there.

The Kanitsu/Boundary County Demonstration Project on pages 20-21 is baffling. As we understand it, the roadless areas in the Farnham/Russell Special Management Area along with other, roaded areas throughout Boundary County will be intensively managed, "using systems consistent with sustaining ecosystem health and productivity." That phrase, alone, will keep the lawyers busy arguing whether the first sale offered subsequent to the enactment of this provision meets that vague standard.

The next phrase, "These systems will have strong elements associated with classic even-aged systems, while still maintaining structure that is more commonly associated with uneven-aged systems" will keep the foresters scratching their heads. We have no idea what this section is intended to do, and can virtually assure the Congress that, no matter what the intent is, the vague and contradictory language in the section will keep anything from happening in these areas.

The only effect that we can foresee from such special management provisions is mass confusion among the professional land managers and unbridled glee within the legal profession. We honestly do not have an earthly clue how some of these prescriptions can be carried out practically, let alone in a way that the courts will agree meets Congress's intent in enacting them. You might look at the "prescriptive management" recommendations of the Governor's Timber Supply Task Force for some ideas on new forest plan provisions that might be more suitable.

Again, if prescriptive language is to be useful, then it must change the forest plan in a way that provides some likelihood that the new method of management will provide more timber than the old. This, of course, could include those prescriptions that the environmental community might find more palatable, thereby reducing the potential for legal challenges to the implementation of the original forest plan prescriptions. In addition, if any new prescriptions are adopted by Congress, then it is imperative that Congress also make clear the Forest Service has only the legal obligation under NEPA and NFMA to consider those alternatives that would implement the prescription, not alternatives that envision "no action".

Suitable Timber Land As Wilderness

Others within our industry have undoubtedly let you know of their concerns over the inclusion of specific potential timber producing areas as wilderness. In a general sense, our industry opposes including lands where timber can be grown and harvested in an environmentally and economically sound manner. We also urge you to request from the Forest Service a full analysis of the effect your bill would have on the allowable sales quantity for each national forest. The same analysis might also speak to the effects of the "special management" designations within each forest.

H. R. 3732 does include as wilderness lands where timber can be grown. Such designations indeed become a bitter pill to swallow when there are no assurances that timber will be forthcoming from the nonwilderness areas. The failure to provide those assurances makes this wilderness legislation an inequitable deal.

It is an equally disappointing that we now find ourselves fighting over areas where we believed we had some resolution years ago. No area better typifies this as Meadow Creek, which was not only released from further consideration as wilderness nearly twenty years ago, but released with the specific direction from Congress that roads would be built within it and logging take place. Now, two decades later, we're back again, fighting the same old fight in the same old forum, probably in the very room where we sought resolution years ago. All that has become certain is the fight itself.

Indeed, it is the lack of equity and certainty that is the major shortcoming in H. R. 3732. We applaud your effort in undertaking this issue, but we cannot support the result. The wilderness issue in Idaho is, in fact, may be as resolved as it will be for the foreseeable future. Forest plans have allocated some roadless lands for timber and other uses, and recommended that others be designated as wilderness. Roadless areas are being entered, although the process is tedious and legally complex. However, nothing in H. R. 3732 will change that, and without provisions that either expedite the Forest Service's ability to implement the forest plans and limit the legal challenges that can be brought against them, we see little value in any wilderness legislation.

You clearly recognize our problem--timber sale levels from the national forests are approaching a minimal level, perhaps even zero, and we cannot live without them. Yet, you, the Congress and certainly the Administration seem only to want to skirt the edges of this basic issue rather than taking it on by establishing new and clear direction for the Forest Service to sell timber from these public lands. Wilderness bills will not solve the problem.

Thank you for the opportunity to present our views, and I'll be happy to answer any questions.

WILDERNESS TESTIMONY

H.R. 3732

BY

**IDAHO TRAIL MACHINE ASSOCIATION
IDAHO STATE SNOWMOBILE ASSOCIATION**

MARCH 15, 1994

The Current Wilderness System

In Idaho we are blessed with an abundance of wilderness, some 3,962,000 acres, giving us more land dedicated to that purpose than any state other than Alaska. These include the Selway -Bitterroot, the Frank Church-River of No Return, Gospel-Hump, Hells Canyon and Sawtooth, all jewels in the Nation's Wilderness system. Now we are attempting to decide what should be done with Idaho's remaining roadless lands, some 9,300,000 acres consisting of tracts of various sizes scattered throughout the state, areas left after the most suitable wilderness lands were designated.

Wilderness is designated to preserve an "enduring resource of wilderness". While human uses can be accommodated, these opportunities are very narrow and constrained. Many activities, such as the use of bicycles, O.H.V.'s and snowmobiles, are flatly prohibited. The Act makes reference to "use and enjoyment as wilderness", "solitude or a primitive and unconfined type of recreation." It is clear, however, that maintenance of the wilderness resource, untrammled by man, is the dominant concern. While some recreation may take place there, it must not interfere with its primary purpose as wilderness. The place these lands occupy on the recreation opportunity spectrum is at the extreme primitive end of the scale. The density of human use that can be tolerated, while maintaining a quality wilderness resource and wilderness experience, is low.

Displacement of Motorized Recreation

Designation of the present wilderness system displaced many recreationists from cherished lands. The Seven Devils Scenic Area was, for example, very popular for motorized trail riding; bikers adopted and maintained much of its trail system. However, with designation of Hells Canyon Wilderness in 1975, they found themselves instant persona non grata, no longer welcome in an area they loved. Trail riders have been squeezed slowly and relentlessly into smaller and smaller spaces, many of which are the object of the current Idaho Wilderness Bill, H.R. 3732. As you might expect, backs to the wall, they are ready to fight for their last remaining quality riding areas.

Mechanized Recreationists

So who are these mechanized recreationists who value wild lands for their activities? In Idaho some 40,000 O.H.V.'s and 28,000 snowmobiles are registered annually. This doesn't include out-of-state machines or bicycles.

activities? In Idaho some 40,000 O.H.V.'s and 28,000 snowmobiles are registered annually. This doesn't include out-of-state machines or bicycles. About 1 out of every 26 Idahoans registers one or more machines, bringing in over \$350,000 annually to be spent on trail maintenance or other related projects. With the registration fees, adopt a trail programs and other volunteer projects, motorized trail users and snowmobilers cover much of their own land use expenses; they pay their way. These folks go to wild and undeveloped lands to find their recreation for many of the same reasons others visit wilderness. They want the challenge of wild lands, scenic beauty, remoteness and quality destinations, such as alpine lakes with fishing. Their numbers include young and old, the physically challenged and those who love any challenge.

Impacts of Mechanized Recreation

These people pose little threat to the integrity of our wild land resources. Trail machines, including the popular mountain bicycles, confine their activities to the developed transportation systems. These facilities, if properly designed and maintained, can accommodate this use with little or no impact to resources. Technology has reduced noise, exhaust fumes and other potential impacts to a minimum. Snowmobiles travel the wild lands at a time of year when their impact is negligible. Traveling above the land on snow, they leave no lasting evidence of their passing. They avoid steep ground and timbered areas, preferring high open ridges that offer views and don't impede travel. No one else is there to object to their activity. The areas they ride are largely devoid of wildlife because of winter's deep snows. Of all recreation activities, motorized or non-motorized, snowmobiling has one of the least impacts on resources.

Many of the roadless areas proposed as wilderness in H.R. 3732 have long histories of mechanized recreation. Red Mountain, for example, has served trail bikers for over 30 years and contains miles of suitable trails. Patrick Butte and French Creek, have likewise been used by snowmobilers. In spite of long traditions of use by mechanized recreationists, these areas are considered to have all of the attributes needed for additions to the wilderness system. Obviously, these activities have had little impact on scenic and other resources of roadless lands.

Objectives of H. R. 3732

This bill fails to achieve many of the findings listed in Section 2 or purposes listed in Section 3. Wilderness is a place where nature rolls the dice, with results that are neither good nor bad. Sometimes wilderness forests burn; sometimes they are devastated by insect and disease. Nature doesn't care if a fire burns old growth, or if that old growth provides critical habitat for a rare or endangered species. Sometimes wilderness conditions are beneficial to certain wildlife

species; sometimes they are not. If a primary objective is to benefit wildlife or certain species of fish, there may be better choices than wilderness designation which excludes many management tools. Proactive management to benefit wildlife has no place in wilderness. Nature, we sometimes forget, has destroyed 90% of the life forms that have inhabited our little planet.

Placing lands in the wilderness system "to preserve"-- "historical and cultural values"-- "to promote scientific research" is a misguided objective. Wilderness designation assures that these resources will probably not be preserved and interpreted. Forest Service wilderness policy has prevented restoration or stabilization of many historic structures, electing instead benign neglect, allowing these structures to melt into the ground. Other structures are recorded, then burned. Policy does not support on-site interpretation; off-site interpretation has been rare. This is done in support of the Wilderness Act's vision of an area of land "without permanent improvements or human habitation---with the imprint of man's work substantially unnoticeable". The primary value of wilderness to research is to serve as a baseline or control. However, far from promoting scientific research, wilderness designation stifles it. Scientists are very limited in what they can do and how it can be done. If it involves any type of structure, or modification to the natural environment, it is inappropriate. Another designation, such as national recreation area or backcountry would go much further towards accomplishing these objectives, while still providing recreation, solitude, and physical and mental challenges. Research natural area designation is more appropriate for lands with high research potential.

This is, of course, not an "Idaho Wilderness Bill", a bill that resolves once and for all the issue of which roadless lands will be wilderness and which will receive no further consideration. It encompasses only part of the state, leaving the relevant issues unresolved for the balance.

Designation of some roadless lands as wilderness contributes nothing to insure a dependable and sustainable supply of timber. This assumes that there are only two choices for management, wilderness or timber production. There are, of course, many options. Wilderness designation of some lands assures that they can not be considered for any other purpose. However, non-designation assures nothing. The lands may remain undeveloped and used for what ever purposes are outlined in forest resource management plans; they may be roaded and their vegetation managed for various purposes.

Be assured that every project, plan or activity, including those outlined for special management areas, will be heatedly contested by one group or another. As long as appeals and litigation provide effective means of preventing development,

those weapons will be wielded with abandon. Current and potential listing of various species under the endangered species act, a seemingly endless supply of well-meaning money and an over-population of attorneys assure lubrication and fuel for the appeals/litigation machine. The ten years of Title III's release language will pass quickly in this environment, one where every green timber sale takes a minimum of 5 years from inception to award, if everything goes right. We will then fight the wilderness battle again on those lands which remain unroaded.

The direction given for management areas amounts to micro management of the National Forests by statute. This sets an alarming precedent, dropping detailed management planning into the political arena. Funding and personnel may have to be diverted from higher priority tasks to meet these inflexible statutory requirements. Details of management are best handled in the forest resource management plans.

An Alternate Designation

In the spectrum of recreation opportunities provided by our national forests we have wilderness on one end of the scale and roaded, developed areas on the other. Most of us want an experience that fits somewhere between these extremes. The roadless areas under consideration for wilderness currently meet those needs. With a few exceptions, wilderness designation will tear them away from their current users, concentrating mechanized recreation into smaller and smaller areas of less and less quality. This simply isn't acceptable. We need opportunities to recreate on quality wild lands, something more than the unsuitable leftovers from the wilderness and development debates.

The American people deserve some quality wild lands where recreation and associated resources can be featured in management. We desperately need places where:

- mechanized uses can be accommodated with suitable trails leading to scenic vistas or lakes full of trout,
- wildlife can be featured and habitat managed,
- obstacles to migrating salmon can be removed, habitat improved and populations supplemented,
- recreation sites can be hardened to accommodate human use with minimal impacts,
- trail users can find trails of varying difficulty,
- trails can be maintained with state of the art equipment and even groomed to accommodate winter and summer uses.

There is no reason we can't have an outstanding backcountry recreation system,

except that we have let a few people dominate the allocation of public lands and believed their myth that only wilderness designation will afford protection.

We urge you to approach the allocation of Idaho's remaining roadless areas with the best interests of the citizens of this state and the nation at the forefront. If you do this, you will not add to the wilderness system already in place. You will, instead, forge history, designating many of our remaining roadless areas as "Backcountry", featuring recreation, wildlife and water quality in the legislation. Other lands should be permanently released from future consideration as either wilderness or backcountry.

We strongly oppose the bill as written and request that the issues addressed in it be reconsidered.



National Audubon Society Coeur d'Alene Chapter • P.O. Box 361 • Coeur d'Alene, ID • 83816-0361

March 21, 1994

Chairman Bruce Vento
House Office Building
Washington, DC 20515

Dear Chairman Vento,

This letter is written with the intent of being included in the hearing record for HR 3732. We inform you that our chapter does not support this bill because in it's present form it does not afford strong enough protection for the wildlands and wildlife of Idaho. We object to the inclusion of release language which has no place in a wilderness designation bill and we think has been included to try to gain support for the bill from the industry sector. The National Forest planning process provides for review of roadless lands on a site-specific basis and through such review we hope that the value of unroaded areas to the very survival of ecosystems will be carefully weighed against the short-term benefits resulting from road building and consequent forest destruction.

We object to the inclusion of special management language in the bill. To guarantee any certainty of the timber supply is impossible in light of the current condition of the watersheds, the result of a history of overcutting and mismanagement in both publicly and adjacent privately owned forests. We are intimately acquainted with the severely degraded condition of the Coeur d'Alene River drainage. We have worked hard to successfully appeal several timber sales which would have exacerbated the condition. We cannot afford any more loss of water quality in northern Idaho and are vehemently opposed to logging and road construction of any kind in roadless areas on the Panhandle National Forest, our immediate neighborhood.

We think that it is absurd to designate wilderness without protecting the water upon which all life therein is dependent. Wilderness areas will not endure without a guarantee of water rights. We also would like to make known our objection to the "takings" language in HR 3732. The protection of the last remnants of wildlands and intact ecosystems is ultimately for the benefit of all life upon this planet. All the properties affected by this bill are federal (belonging to all citizens), none are privately owned. Any compensation for a "taking" is unnecessary and uncalled for.

We are furthermore extremely disappointed with the omission from the bill of a number of roadless areas which are in need of full wilderness protection. The Sekirk Crest and The Upper St. Joe must be included in any Idaho Wilderness bill for these are the two pristine areas most accessible to us and our community. The Boulder Mountain, Katka Peak, Vanderbilt Hill, Wetco Creek, Fish Creek, Salmon River Breaks roadless areas have also been omitted, to name a few more critical areas. In all, only 1.2 acres of a possible 4.5 million acres in our Congressional District are granted partial protection under HR 3732. The boundaries of a number of the proposed wilderness areas cut across watersheds, thus fragmenting ecosystems. This is unacceptable. The bill does not adequately serve to protect, let alone restore ecosystems. It precludes the possibility of additional wilderness designation for at least 10 years despite the likelihood that new information and concerns will arise. All remaining undisturbed wildlands must be preserved as the foundation for healthy ecosystems, abundant wildlife, and biological diversity. We implore you to block the passage of HR 3732 in its present, seriously flawed, form. Thank you.

Sincerely,

Ellen Seriven

Ellen Seriven
Conservation Chair
E. 14825 Killarney Lake Rd
Cataldo, ID 83810



SOCIETY FOR AMERICAN ARCHAEOLOGY

For the House Natural Resources Committee
Subcommittee on National Parks, Forests and Public Lands

Submitted for the Record

H.R. 3732, the Idaho Wilderness, Sustainable Forests and Communities Act of 1994

March 29, 1994

The Society for American Archaeology (SAA) is pleased offer the following comments on H.R. 3732, the Idaho Wilderness, Sustainable Forests and Communities Act. The Society applauds the efforts to bring a comprehensive Idaho wilderness bill to the floor of Congress. The support to the chairman and committee members is especially appreciated.

The Society urges the committed to elevate the importance of cultural resource management in the wilderness area. Cultural resource management should not be just a minor technical compliance issue. It should be a key element in integrated heritage ecosystem management throughout Idaho. *Heritage resources* are integrated natural and cultural resources whose interrelationships make up ecosystems.

Idaho has a complex biological, geological, and atmospheric ecosystem which includes human beings for at least 14,000 years. This has left a modern natural and cultural resource heritage that has interacted for thousands of years, each ecological subsystem influencing and modifying the other. Natural and cultural resources have always, and do now, function together as an integrated ecosystem. Humans cannot be excluded as participants in managed ecosystems today, any more than their participation in prehistoric and historic ecosystems can be denied. Good management of the cultural heritage resources in wilderness, as in all other lands, can provide critical information about changing non-human natural heritage resources over thousands of years. Scientific analysis of past land-human relationships in Idaho can provide well-founded data for twenty-first century management plans for these integrated natural and cultural ecosystems.

H.R. 3732 would be enhanced by including specific direction to the Secretary of Agriculture to affirmatively plan to and then conserve and manage the cultural resources in those wildernesses, and by incorporating cultural resource stewardship in Idaho's rural economic development.

The Central Idaho Wilderness of 1980 (P.L. 96-312), the model for H.R. 3732, provided specific direction in Section 8 for the development and conduct of a cultural resource management plan within what is now the Frank Church-River of No Return Wilderness and Salmon River component of the National Wild and Scenic Rivers System. Including similar language in H.R. 3732 would improve the bill. We suggest adding in the Sec. 2 Findings, the following:

(9) Idaho's record of its centuries of human use are an invaluable account of natural and cultural ecosystems, of scientific value in management planning and fundamental to Idaho's recreation and tourism industry.

Further guidance could be provided in the Sec. 106 Administration and General Provisions, such as follows:

(f) CULTURAL RESOURCES.~As provided in Section 8 of the Central Idaho Act of 1980 (94 Stat. 951), the Secretary of Agriculture shall cooperate with the Secretary of the Interior, with the Coeur d'Alene, Kootenai, Nez Perce, and Shoshone-Bannock Tribes, and with agencies and institutions of the State of Idaho, in conducting a cultural resource management program within the wildernesses designated in this Act.

(1) This program will encourage scientific research into past cultural and natural heritage ecosystems, and will be based on adequate inventory data (including documentation of all historic cabins and other structures) supplemented by test excavation and traditional oral data where appropriate.

(2) The program will include a public interpretation program, and will provide for the protection of significant cultural resources from vandalism and looting as well as destruction from natural deterioration where appropriate.

The language of Sec. 205 (Management Plans) and Sec. 208 (Monitoring of Management Areas) is generic enough that it would cover cultural resource management in the new wildernesses without adding specific language. The Idaho State Historic Preservation Officer, Indian tribes, and concerned cultural resource professionals and avocationalists, and the general public, will ensure that cultural heritage materials are managed adequately. We suggest that language directing the specific inclusion of cultural resources in these management plans and monitoring reports, with particular attention to the Marble Creek Historic Area, be included in the Committee report.

Cultural resources are important economic assets, and their use and benefit could be enhanced in addressing them in Title IV--Idaho Rural Economic Development. In the Sec. 401 Findings and Purpose, the Society suggests the following language be considered.

(a) FINDINGS.~

(4) The cultural resources located in Idaho's national forests are an important part of our national heritage, and their management needs to include collection of information useful to support heritage tourism and rehabilitation or stabilization of appropriate cultural resources to support interpretation to enhance rural economic bases. Such information collection and public interpretation currently are inadequate to provide strong support for cultural heritage tourism.

(5) Solutions to these issues can be complementary if employment opportunities are created that accomplish the much needed cultural resources identification, documentation, rehabilitation, and interpretation work, including the backlog of work accumulated over time in Idaho.

Thank you for your continuing support for cultural heritage preservation and management in Idaho and throughout the country. The cultural elements of heritage ecosystem management are a critical element in learning how to effectively manage complex ecosystems, and an important element in Idaho's continuing economic growth.

TAFT 2116 Inland Empire Way #35 Spokane WA 99204 509-456-7597

14 March 1994

Chairman Bruce Vento
House Office Building
Washington DC 20515

For the Hearing Record HR 3732

Dear Chairman Vento —

I understand HR 3732 calls for compensation of landowners for theoretical 'losses' deriving from wilderness designation of adjacent lands. The idea that land adjacent to a viable ecosystem will be injured is laughable and appears to be part of an unwarranted grab for the taxpayer's money.

The 'takings' language in the bill is unwarranted.

Thank you for your attention —

Jim Taft

For the Hearing Record HR 3732

Idaho does need a wilderness bill so that the forest service can know which areas could be applied to other multiple uses.

The wilderness bill written by Rep. LaRocco has many good points but some are unacceptable.

1. The idea of compensating private property owners for losses due to being adjacent to wilderness is a bad idea. Adjacent properties could actually increase in value. The government (taxpayers) should not be responsible for such "takings" mentality.

2. There is language written which would guarantee a certain amount of timber available to harvest in the national forest land of the northern panhandle of Idaho. There is a lot of good timber growing land in this area and a viable timber industry should be able to continue indefinitely. To guarantee a harvest level does not consider the harvest levels in the past nor wildlife and watershed concerns. This would negate good forest practices.

3. I'm not sure if I understand the aspect of this bill relating to water rights.

-over-

The water and streams are an essential part of a wilderness. Water rights should be allowed after the water leaves the wilderness but not within its boundaries,

Please do not accept this ~~wild~~ wilderness bill as written. Let's pass a wilderness bill but consider the before mentioned points.

Thank You

Allen H. Rose

Allen H. Rose

HCR 62 Box 140

Moyie Springs, Idaho

83845

William F. Hughes
P.O. Box 2651,
Hailey, Id. 83333

Rep. Bruce Vento
U.S. House of Rep.
Washington, D.C. 20515

Dear Bruce,

Please enter into the Hearing Record my opposition to HR 3732. It is in every way inadequate, and will subjugate more Public Land to exploitation by special interests. As a Representative from Minnesota, you understand the significant contrasts between land protected from resource development and that excluded. Sustained yield dialogue was occurring a century ago, even as the expansive forests of the Great Lakes region were devastated.

Idaho has enjoyed recent economic good health, as the exodus from beleaguered California continues. Unfortunately, our society measures 'growth' with dollars. These short-term benefits will vanish, as the frightening reality of associated impacts remains for generations to come. In the past, leaders withdrew vast acreages of western lands from potential private ownership, and placed them in the Public Trust. Perhaps their real intent was to generate revenue by selling rights to extract the various resources, with little concern or knowledge of the impact of these activities upon the land. We are the beneficiaries of their actions, regardless of their motives. The results have been curious. Pacific forests have been decimated, salmon populations eliminated, entire mountains ground into dust. Elsewhere the woods stayed quiet, fish prospered, ~~and~~ and mountains stood tall. Access to these areas was more difficult, the resources less valuable, the people fewer. Our Nation's Natural Heritage is priceless and of profound significance. Wilderness represents our evolution from scared bipeds scrambling to exert some control over their existence, to a global society obsessed with power and control, the resulting wars and poverty a testament to mankind's success. The battle for preservation of our remaining natural assets, must be won for the generations that follow.

Democracy, defined as government by the people. To the world we glorify its principles with a righteousness usually born of religion. Yet at home, over time, these principles have become convoluted. Our representative government invariably chooses to represent the economic interests of a few over the best interests and will of the majority. The Idaho delegation are simply puppets of the extractive industries that fund their campaigns. Mr. Ja Rocco's 'Wilderness Bill' is the antithesis of the concept of wilderness, neglecting the continuity that must be maintained to protect a specific ecosystem or watershed. The suspect boundaries established in HR 3732 are probably taken from timber sale area maps dictated by Forest Service harvest schedules, rather than the usual natural boundaries or land features. This argument for continuity can be applied to management and budget considerations also. To withdraw all remaining roadless areas from resource development will ultimately save the taxpayers billions on both deficit timber sales, and giveaway mineral leases and grazing permits, activities which which always eventually require restoration or support at taxpayer expense. Given these economic and ecological truths, it becomes obvious that a catatonic bureaucracy would be most effective implementing the only management alternative for which it has ever exhibited any aptitude-- NOTHING!!!!

DESIGNATE IT ALL WILDERNESS!

We proceed with our eyes to the ground, upon a path with which we are all too familiar. We do so because it is comfortable, at one time, obviously the best way to proceed. Eventually the path grows worn, down, down, down, until it is a tunnel, and we find ourselves stumbling in the darkness, but still we ~~proceed~~ continue because it is the course long ago proven, any departure from which, considered heresy. Finally the tunnel becomes our tomb, when by simply lifting our head and changing direction, we might have moved forward in the light.

Please Bruce, prove their is vision in government beyond the next election, vote no on HR3732.

Sincerely,

William F. Hughes
William F. Hughes

HADPSON

THE FORESTS OF THE FIRST DISTRICT ARE FAR LESS PRODUCTIVE THAN ELSEWHERE IN THE COUNTRY, AND REFORESTATION EFFORTS ARE OFTEN FUTILE, WITH SITE CONVERSION FROM FIR TO PINE COMMONPLACE OUT OF NECESSITY.

March 23, 1994

The Honorable Bruce Vento
U.S. House of Representatives
Washington, DC 20515

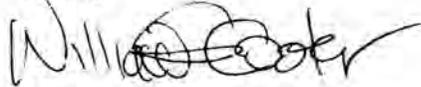
Dear Representative Vento:

I would like to take this opportunity to express some concepts which I ask you to enter into the hearing record for HR 3732, Representative LaRocco's 1994 Idaho Wilderness Bill.

As I examine this piece of legislation, I am disheartened to see the level of protection in the 1994 version much diluted when compared with the previous 1993 Bill. While up to 4.5 million roadless acres could be candidates for protection, the 1994 Bill provides partial protection for a mere 1.2 million acres in the First District. The selection of boundaries for the Wilderness Area perpetuates a pattern of watersheds senselessly fragmented in ways that make no ecological sense. I see little in this legislation that would make a substantial contribution to protecting or restoring entire landscapes, and the Bill would perpetuate this state of affairs by allowing no additional wilderness designations in the region for 10 years. Many specific areas are curiously not mentioned. For instance, I feel there is good evidence to provide protection from such tracts as Selkirk Crest, Boulder Mountain, Katka Peak, the Upper St. Joe, Vanderbilt Hill, Weitas Creek, Fish Creek, Meadow Creek, the Salmon River Breaks, and Breadwinner.

I strongly object to the apparent haste with which the hearings have been organized. I urge you to consider additional time to allow all interested groups to gather evidence and make their opinions known.

Sincerely,



William S. Cooter, Ph.D.
12013 N. Exeter Way
Raleigh, NC 27613

March 25, 1994

Chairman Bruce Vento
House Office Building
Washington, D. C. 20515

for the Hearing Record--H.R. 3732

Dear Chairman Vento,

I want to express my opposition to HR 3732 as it is currently written.

- Wilderness quality lands in Idaho must not be denied future protection. Rep. LaRocco's bill must not include "release language" that prevents the Forest Service from considering wildlands for preservation.
- Water is essential to wilderness. Rep. LaRocco's bill must not include language that precludes a wilderness water right.
- The "takings" language in the bill should be removed. All the lands in this bill are federal; private property is not affected at all.
- No area in our national forest should be legislatively designated for logging. All national forest lands must be managed for the health of the ecosystem. The "special management" timber areas in Rep. LaRocco's bill should be removed.
- Key wilderness quality lands have been left out of this bill such as Meadow Creek, Boulder Mountain, Katka Peak, Weitas Creek, Fish Creek, the upper St. Joe, Vanderbilt Hill, the Slmon River Breaks, and more. All remaining undisturbed wildlands must be preserved as the foundation for healthy ecosystems, abundant wildlife, and biological diversity.

Sincerely,



Preston K. Andrews
915 East Third Street
Moscow, ID 83843

March 25, 1994

Chairman Bruce Vento
House Office Building
Washington, D. C. 20515

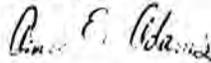
for the Hearing Record--H.R. 3732

Dear Chairman Vento,

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Sincerely,



Anne E. Adams
915 East Third Street
Moscow, ID 83843

March 15, 1994

Representative Bruce Vento
 Chair, Subcommittee on Public Lands, National Parks & Forests
 U.S. House of Representatives
 Washington D.C. 20515

Regarding H.R. 3732, Idaho Wilderness, Sustainable Forests and
 Communities Act of 1994

Dear Congressman Vento,

We, the undersigned environmental leaders and grassroots activists from the state of Idaho, on behalf of our groups and as individuals, vehemently oppose H.R.3732. We respectfully submit these comments to be entered into the hearing record for Congressman LaRocco's proposed "Idaho Wilderness, Sustainable Forests and Communities Act of 1994".

Mr. LaRocco claims that this revision of his 1993 bill reflects an emerging consensus of Idahoans. To the contrary, the additional language and other changes in HR 3732 have compounded the problems in the original bill and created additional problems. In spite of efforts over the past year to work with Rep. LaRocco to improve the bill, it has taken the wrong direction.

HR 3732 is admittedly a "jobs bill"; its purpose is to provide timber to corporations. As such it is the antithesis of a "Wilderness" bill. It calls for the absolute minimum in wilderness designation and maximum development of released wild lands.

The following is a review of the most glaring problems in H.R. 3732 and reasons why it is unacceptable:

Title I: Idaho Wilderness

The administration and the Forest Service have committed to "ecosystem management" for future land management. The time is at hand for unequivocal pursuit of this new goal which encompasses biodiversity protection and resource sustainability. In sharp contrast to this positive step forward by the government and its agencies, Mr. LaRocco has offered an anachronistic, compromise "Wilderness" bill, based on political expediency.

The wilderness designations, which have been reduced in the new version, would constitute islands of Wilderness in a sea of development, with no consideration for the integrity of ecosystems or the necessity to connect core reserve areas.

According to conservation biologists, wildlife corridors are an essential and integral component in ecosystem dynamics.

Title I constitutes the minimum, i.e., isolated areas that for years everyone has assumed would eventually achieve wilderness status. No new science or vision here.

The bill ignores current scientific data that supports an ecosystem approach to wildlands preservation and ignores the wildlands' potentially enormous value to Idaho's economic future.

Sec. 107, Private Property Rights has been added to Title I. It provides for claims for compensation to be filed against the government by private property owners who contend that the value of their property has been reduced due to adjacent lands being designated as wilderness. It requires the Secretary to determine the appropriate compensation and pay compensation for any such claims.

The ramifications of this statute in terms of private property "takings" law are far reaching. Ultimately, taxpayers will bear the financial burden of the compensation and/or the inevitable and costly government litigation of such claims.

This section certainly adds a new twist to wilderness legislation. It encourages citizens to voice their opposition to wilderness by filing such claims. It is one of many indicators that at its core, this bill is anti-wilderness. In fact, private property values would more likely be enhanced by proximity to wilderness than reduced.

Title II: Idaho Forest Management.

This section insures that the majority of the intact wildlands designated under this title will be managed for timber. LaRocco's proposal to legislate land management is unacceptable. Legislating management prescriptions that call for logging and road building in designated "special management" roadless areas precludes citizen challenges and judicial review of such plans. This constitutes maximum "hard release".

Sec. 201. Panhandle National Forest. (d) Impact, is an attempt to undermine and destroy the Endangered Species Act (ESA). Mr. LaRocco would require the Secretary of Commerce to complete an analysis of the economic impact and other relevant impact of designating the special management areas listed in Title II located in Boundary County as "critical" grizzly bear habitat under the ESA.

This requirement to analyze economic impacts is expanded in (2) **Lands** to include "all Federal lands within the Kaniksu NF in the State of Idaho which... are being managed so as to maintain the value of such lands as habitat for grizzly bears." This refers to existing Grizzly Bear Recovery Areas.

Requiring the government to implement studies of the economic impacts of existing recovery plans for listed species is unacceptable. It would undermine the intent of the ESA by making economic considerations a priority in management decisions in recovery areas.

Furthermore, if the economic impacts of managing for recovery of listed species are to be studied, so must the economic impacts of all other environmental constraints, such as water quality and big game security and habitat. Managing for grizzly bear recovery is not the only factor limiting harvest on federal lands in Boundary County which are targeted by this requirement.

A wilderness bill is hardly the appropriate vehicle to require a government inquiry into the economic impacts of grizzly bear recovery in Boundary County.

Sec. 202, The Kaniksu Forest/Boundary County Demonstration Project, which is mistakenly listed under "Nez Perce National Forest" instead of "Panhandle National Forest", constitutes a back-room deal that was cut without consultation with local conservationists.

The language in this section is worse than the ill-conceived St. Joe Demonstration project. Timber productivity has only to be greater than 50 cubic feet per acre per year, opening even lower production sites to logging. The language calls for the roadless Farnam/Russell "Special Management Area" to be "intensively managed for timber...[using] classic even-aged systems", i.e., clearcut.

The Farnam and Russell areas are among the few remaining lowland roadless areas in the Idaho Panhandle and are critical to maintaining the exceptional species diversity that still exists there. These areas are part of the Long Canyon-Selkirk Crest ecosystem, all of which should be designated wilderness. This area is particularly critical for caribou recovery.

Sec. 208, Monitoring of Management Areas.

This section is unacceptably weak. The Forest Service is in massive non-compliance with monitoring required and promised under existing laws and Forest Plans, due to drastic funding shortfalls and institutional aversion. Current four year reports have not

been done. Requiring additional reports every four years is too little, too late.

Title III: Release to Multiple Use.

This section mandates that the remainder of the released areas will be managed according to the Forest Plans. These plans do not reflect the most recent scientific information and emerging conclusions regarding the habitat needs of many species of fish and wildlife.

The populations of many native species, such as Bull Trout and Westslope Cutthroat Trout, have declined dramatically and will continue to decline, if managed according to the forest plans. The continued existence of these species, as well as those already listed under the Endangered Species Act, is at risk. The severe degradation of water quality, fish and wildlife habitat has been recently attested to by outspoken agency personnel.

The result will be further loss of habitat that can support healthy fish and wildlife populations, reducing state-wide fishing and hunting opportunities, an important component in Idaho's economy.

In addition, the bill states that the Forest Service "need not" manage the released lands for the purpose of protecting their suitability for wilderness designation. This guarantees that the intrinsic values of undeveloped wildlands will no longer be considered in management decisions for these areas. Furthermore, language in the bill that eliminates citizens' ability to challenge development of these lands on the basis of their specific value as wildlands is unacceptable.

HR 3732 postpones further review of the wilderness option by the Department of Agriculture until 10 years after enactment of the bill. This would put the next review in 2007, at the earliest, if the Forest Service completed its forest plan revisions in a timely manner. By that time the wilderness option for most released lands will no longer exist due to destruction of their roadless character.

Sec. 302, Water Rights

This anti-wilderness section contains language which could allow the destruction of natural systems in wilderness areas by allowing their waters to be diverted for other uses.

Title IV: Idaho Rural Economic Development.

The list of projects and priority areas under **Sec. 402. Ecosystem Restoration and Rehabilitation** is commendable. It acknowledges the need for rural communities to diversify their economic base and the need to restore and rehabilitate watersheds that have been abused by past activities. In this section, Mr. LaRocco has taken a positive step toward ecosystem recovery and finding a viable solution to job losses in timber dependent communities.

While this section of the bill acknowledges that the long term solution to the problem of economic stability in timber dependent communities lies in diversification, the rest of the bill pretends to provide stability through the release of Idaho's wild lands to development. In so doing, the bill encourages timber communities to postpone facing inevitable changes.

Some important questions need to be answered regarding the certainty of timber supply that will be provided by H.R. 3732. Preliminary research has shown that the Forest Service grossly overestimated the timber on which the ASQ's are based in several forests, among them the Clearwater and the Idaho Panhandle. The amount of timber actually available in the remote, fragile, and inaccessible areas released by this bill is highly questionable.

In summary, logging these lands will provide short term profits for coastal timber giants that can outbid local industry; but it will provide neither timber nor jobs for Idahoans in the long term. The long term economic and ecological values provided by Idaho's unprotected wild lands will be destroyed if this bill is enacted.

In closing, we urge you to oppose this anti-wilderness legislation. Thank you for your serious consideration of our concerns.

From the following:

David P. Boswell, Selkirk-Priest Basin Association
Priest River, Idaho

Barry Rosenberg, Selkirk-Priest Basin Association
Director, Forest Watch Program, Inland Empire Public Lands Council,
Spokane, Washington
Priest Lake, Idaho

Dave Bodner, member, Boundary Backpackers,
Idaho Conservation League, Bonners Ferry Chapter
Bonners Ferry, Idaho

Gerry Snyder, Clearwater Forest Watch Coalition
Idaho Conservation League, Moscow Chapter
Moscow, Idaho

Jonathan Marvel, Idaho Watershed Project
Hailey, Idaho

Will Caldwell, Idaho Sporting Congress
Ketchum, Idaho

Ron Mitchell, Idaho Sportsmans Coalition
Boise, Idaho

Leroy Lee, Citizens for Environmental Quality
Santa, Idaho

Paul Sieracki, Bonners Ferry Forest Watch
Naples, Idaho

Diane Williams, Sandpoint Forest Watch
Sandpoint, Idaho

Kelley Mitchell, Palouse Forest Watch
Potlatch, Idaho

Mike Mihelich, Fernan Forest Watch
Coeur d'Alene, Idaho

Cass Davis, INWARD
Moscow, Idaho

Liz Sedler, Idaho Coalition for Ecosystem Protection
Sandpoint, Idaho

March 15, 1994

Representative Bruce Vento
U.S. House of Representatives
Washington, D.C. 20515

Ref: HR 3732

Dear Representative Vento:

Larry LaRocco's wilderness bill, HR 3732 is bad legislation and must be stopped. I voice my opinion as an Idahoan and as a US citizen. My recommendation to you is that all Americans should concern themselves with the protection that wilderness status provides the special and unique places in this country (whether or not they live in Idaho).

America needs to act now to protect roadless areas from those who would destroy such places for short term economic gain. America's thirst for wilderness continues to grow. We need to protect as many acres of roadless areas as we can to satisfy America's present and future wilderness needs.

LaRocco's bill provides only partial protection of 1.2 million acres out of 4.5 million roadless acres in First District. That's not enough! This bad bill splits watersheds and ignores the scientific community's cry to protect entire ecosystems. As the Forest Service and BLM move toward ecosystem management and a new direction to preserve biodiversity, where we as a country be if there are no intact ecosystems left?

Please enter these comments into the hearing record for HR 3732.

HR 3732 is bad for Idaho and bad for Americans.

Sincerely,



Sue Schmidt
6867 Albert Lane
Idaho Falls, ID 83401

March 14, 1994
1770 Heyburn Ave E #8
Twin Falls, ID 83301

Rep. Bruce Vento
US House of Representatives
Washington, DC 20515

Representative Vento,

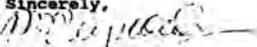
As you are the chair of the US House subcommittee of Natural Resources on National Parks, Forests and Public Lands, I am sending this to you with the request that these comments regarding Representative LaRocco's proposed wilderness bill, HR 3732, be entered into the hearing record.

I am opposed to Rep. LaRocco's bill for several reasons. I do agree that more wilderness should be designated within the state of Idaho, of which I have been a resident for more than ten years. Idaho has many natural areas bordering on the unique; in particular, the various lava fields of the Snake River Plain, on which I live, have features found only rarely in other parts of the continental United States. Some of these natural areas have already been protected as Wilderness Areas or Wilderness Study Areas; unfortunately, others have not and have been degraded by lava rock removal (basically a form of strip-mining which is not reversible), livestock grazing, agricultural uses (almost always marginal), and other time-honored but destructive western land-use practices. While most of the discussion within Idaho has centered not on these areas but on the other, more conventionally photogenic mountainous regions, these should not be ignored; they are probably much more biodiverse than the relatively sterile alpine regions, for example.

Nonetheless, all of the wilderness within Idaho is important to me; I wish it had been more important to my forebears. Thus I am opposed to Rep. LaRocco's wilderness bill. Under it, Idaho's wilderness would suffer. It would overall be less protected than it is now. Most of the roadless acreage in the First District is excluded from this bill (roughly one-fourth would be partially protected). Ecosystems would be fragmented, and this is simply inexcusable given what we now know about the necessity of maintaining the integrity of entire systems.

While I am aware that the political process is greased by compromise, some compromises are not admissable, and this bill represents one such compromise. Please register my opposition to HR 3732. Thank you.

Sincerely,


W. Duane Reynolds



Kootenai Environmental Alliance

P.O. Box 1515 Coeur d'Alene, ID 83814-1515

The Honorable Bruce Vento
U. S. House of Representatives
Washington, DC 20515

March 17, 1994

Dear Congressman Vento:

Subj: Idaho Wilderness

We wish to make the following comments part of the record regarding Congressman LaRocco's wilderness bill, HR 3732.

1. The proposed bill contains release language for roadless lands that is unacceptable. The 4.5 million acres of roadless lands on the National Forests in the First District here need to be protected, not just the 1.2 million acres proposed in HR 3732.

2. There are also provisions regarding special management language that are only there for the benefit of logging companies and not for the protection of the remaining roadless areas. There should be no legislatively mandated areas of the National Forests that are designated for logging. The Forest Service needs to obey laws such as NFMA and NEPA and consider all aspects of multiple use.

3. There are a number of ecologically important areas within the Mr. LaRocco's District that were left out of his bill that should have been included. These areas include; both sides of Meadow Creek, Salmon River Breaks, Boulder Mountain, Katka Peak, Vanderbilt Hill, upper St. Joe, Fish Creek, Weitas Creek, and Breadwinner.

4. Due to the number of problems with the proposed HR 3732, we do not support the bill as it is currently written, and we are asking that your committee vote NO on this bill.

Sincerely,

J. M. Mihelich

Chairman, Forest Practices Committee

March 17, 1994

The Honorable Bruce Vento
 U.S. House of Representatives
 Committee on Natural Resources
 Subcommittee on National Parks, Forests and Public Lands
 House Office Building
 Washington D.C. 20515

Dear Mr. Vento:

I ask that this letter be placed in the hearing record for HR 3732 on Idaho Wilderness areas introduced by Mr. LaRocco.

Congressman LaRocco deserves credit for trying to resolve this issue. His bill is the best one introduced in the long history of dealing with the roadless lands in Idaho, but it is gravely deficient:

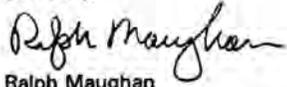
1. The 2nd congressional district of Idaho is entirely absent from the bill. This part of Idaho has an even greater wilderness resource than the 1st district. The 2nd district includes close to a million acres of roadless area in the → Greater Yellowstone Ecosystem and the largest undesignated national forest roadless area in the lower 48 states -- the White Cloud and Boulder mountains of south central Idaho. I'm amazed the areas adjacent to Yellowstone and Grand Teton National Parks would be totally ignored by Congress. It also has the three highest mountain ranges in the state: the Lost Rivers, Lemhis, and Pioneers (all three are rich in roadless areas).
2. A number of important First district roadless areas are left out. The following deserving areas are not in his bill: the west side of Meadow Creek (see below); the Selkirk Crest; Boulder Mountain, Breadwinner (a nearly treeless area near Boise); Fish Creek and Weitas Creek. **The bill has good boundaries for the Mallard-Larkins.**
3. The bill is a very old fashioned wilderness bill with little recognition of ecosystems. I think the best example of point no. 3 is Meadow Creek, long a matter of contention between the timber industry and wilderness supporters. H.R. 3732 would designate one side of Meadow Creek canyon wilderness and one side would be logged, a textbook example of political rather than ecosystem-based thinking.

To his credit, Mr. LaRocco is trying to deal with unemployment in Northern Idaho in the timber industry. The primary reason for this is overcutting and mechanization. Wilderness has only a slight effect on timber employment, and timber jobs are an ever-lessening factor in our economy.

I know most members of the committee are not familiar in detail with Idaho or its economy; but Idaho is not a depressed state. It suffered only slightly in the recent recession. Presently its economy is booming. Too much growth is a major issue.

There is no need to deal away vast tracts of wilderness as a necessary sacrifice for jobs. Although it was not the case in the 1980s, Idaho is doing well today, but we need more Wilderness, not less.

Sincerely,

A handwritten signature in cursive script that reads "Ralph Maughan".

Ralph Maughan
734 North 12 th
(mailing address: Box 8264)
Pocatello, Idaho 83209-8264

(this is in the 2 nd district of Idaho)



COLLEGE OF ARTS AND SCIENCES
 Department of Biological Sciences
 Campus Box 8007
 POCA TELLO, IDAHO 83209-8007
 (208) 236-3765
 Fax (208) 236-4570

March 16, 1994

To:
 Rep. Bruce Vento
 U.S. House of Representatives
 Washington, D.C. 20515

From:
 Eric Snyder
 Stream Ecology Center
 Idaho State University
 Pocatello, ID 83209

Dear Mr. Vento,

Please enter into hearing record that I do NOT believe that HR 3732 is beneficial to Idaho wilderness, nor for that matter, to Idaho business. If hindsight is to serve us in the present, than it should be obvious that the mainstay of Idaho in the future is the fact that a substantial portion of the state is dedicated to wilderness. This is of benefit not only to us in the short term, but more importantly, to our children and grandchildren in the long term. Wilderness is becoming increasingly valuable, not only in an aesthetic sense, but also in a free market, business sense and this value is guaranteed to increase as more and more wildness is impacted by urbanization, logging, and other man-induced activities.

Of particular concern with the LaRocco Bill is the partial protection of only 1.2 million acres, out of 4.5 million roadless acres in First District. The Bill would also spit watersheds along streams in headwater locations in areas which are already severely fractured. As a stream ecologist I know that it is imperative to protect these headwater regions, including the entire drainage basin. The basin surrounding the headwaters determines the relative health of these small systems, and the headwaters then serve to determine the health of the downstream river reaches and segments. This continuum is inherently obvious when one considers the unidirectional flow of river systems.

Furthermore, the Bill has no terms for restoration of disturbed ecosystems. Given the fact that a large portion of the environment has been disturbed, and that public opinion has shown increasing awareness of this disturbance and subsequently a desire to restore some of these areas, provisions for restoration should automatically be included in any wilderness legislation.

Also, the Bill would allow no further establishment of wilderness for the next 10 years.

Finally, there are specific areas of Idaho wilderness which would be excluded from the Bill. These are as follows: Selkirk Crest, Boulder Mountain, Katka Peak, Upper St. Joe, Vanderbilt Hill, Weitas Creek, Fish Creek, Meadow Creek, Salmon River Breaks, Breadwinner, etc... To any individual who has spent time in these areas, to exclude them from protection is a tragedy, as they are rich in wildlife and scenic beauty which are mainstays of the State of Idaho and the people who live here.

Sincerely



Eric B. Snyder

March 14, 1994

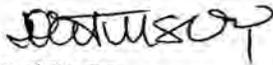
Rep. Bruce Vento
U. S. House of Representatives
Washington D. C. 20515

Dear Sir,

I am writing to voice my opposition to the 1994 version of HR 3723, Rep, Larry LaRocco's Idaho wilderness bill. This short sighted bill

- Splits watersheds along creeks and in headwaters in a way that does little to protect or restore ecosystems.
- Offers only partial protection of 1.2 million acres out of 4.5 million roadless acres in the First District.
- Leaves out local areas such as Boulder Mountain, fish Creek, Meadow Creek, Salmon River Breaks, the Upper St. Joe and more...

I appreciate the chance to express my concerns and respectfully request my comments be entered into the hearing record.



Joel Tinsley
54 South St.
Blackfoot, ID 83221

March 14, 1994

Rep. Bruce Vento
U. S. House of Representatives
Washington D. C. 20515

Dear Sir,

I am writing to voice my opposition to the 1994 version of HR 3723, Rep, Larry LaRocco's Idaho wilderness bill. This short sighted bill:

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- Leaves out local areas such as Boulder Mountain, fish Creek. Meadow Creek, Salmon River Breaks, the Upper St. Joe and more...

I appreciate the chance to express my concerns and respectfully request my comments be entered into the hearing record.

Barbara Kracher

Barbara Kracher
54 South St.
Blackfoot, ID 83221

March 17, 1994

Representative Bruce Vento
 U.S. House of Representatives
 Washington, D.C. 20515

RE: HR 3732

Dear Representative Vento:

I would like to take this opportunity to express my opposition to HR 3732 as proposed by Idaho's Larry LaRocco regarding Idaho's Wilderness. It is important that you and other members of your subcommittee understand that many of us Idahoans feel LaRocco is selling Idaho's wilderness needs very short.

The way to protect core ecosystems is by designation of whole watersheds -- not bits & pieces, as proposed by LaRocco. This bill will open far more wilderness to development rather than offer protection.

Rep. LaRocco's bill must not include "release language" that prevents the Forest Service from considering wildlands for preservation in the future. This language is a ploy to gain timber industry support.

The "special management" timber areas in HR 3732 should be removed. All national forest lands should be managed for their health, not someone's profit.

Water is essential to wilderness. This bill does not protect the "lifblood" of a healthy ecosystem. It would deny a water right for areas already designated.

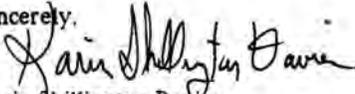
While Rep. LaRocco does advocate protection for key areas, many very important areas are left out. For example, only one side of Meadow Creek is protected -- how ludicrous! Just a sample of areas not included, which should be: The Salmon River Breaks, Fish Creek, Vanderbilt Hill, Katka Peak, Weitas Creek, the upper St. Joe, Breadwinner, and portions of the Selkirk Crest.

Plus, LaRocco's bill only considers Idaho's first Congressional District. I would support the addition of areas in the Second District as well -- like the Boulder-White Clouds and the Greater Yellowstone Ecosystem.

I am not just a transplanted "environmentalist" with an ax to grind. I am a 52 year old housewife, third generation Idahoan (my grandfather drew up the original town plat for Rupert, Idaho in 1903; my father was one of Idaho's largest cattle operators and potatoe farmers. He has hunted and fished extensively all over Idaho. I have hiked, fished, and explored many of the areas ideally suited for wilderness -- those areas that do not have wilderness status are being irreparably damaged by misuse. I hope with all my heart that my children and grandchildren will be able to enjoy Idaho's incredible WILDERNESS.

I request that my comments be in the hearing records.

Sincerely,



Karin Shillington Davies
916 Rocking Horse Road
Box 117
Ketchum, Idaho 83340

March 14, 1994

for the Hearing Record—H.R. 3732

Dear Chairman Vento,

I am writing to express my strident opposition to HR 3732 as it currently reads. There are several aspects of Rep. LaRocco's bill which are unacceptable.

Quality wilderness lands in Idaho must not be denied future protection. Rep. LaRocco's bill *must not* include "release language" that prevents the Forest Service from considering wildlands for preservation.

As water is essential to wilderness, Rep. LaRocco's bill *must not* include language that precludes a wilderness water right.

The "takings" language in the bill should be removed as all the lands in this bill are federal; private property is not affected at all.

No area in our national forest should be legislatively designated for logging. All national forest lands *must* be managed for the health of the ecosystem. The "special management" timber areas in Rep. LaRocco's bill should be removed.

Finally, key wilderness quality lands have been left out of this bill including Meadow Creek, Boulder Mountain, Katka Peak, Weitas Creek, Fish Creek, the upper St. Joe, Vanderbilt Hill, the Salmon River Breaks, and more. All remaining undisturbed wildlands must be preserved as the foundation for healthy ecosystems, abundant wildlife, and biological diversity.

As an Idahoan, these issues are of utmost importance to me and my family. I would urge you to consider, as an alternative, the Northern Rockies Ecosystem Protection Act, which was introduced by Carolyn Maloney back in September. This act, which I believe best represents Idaho's wilderness needs, has been co-sponsored by many in congress while Rep. LaRocco's bill currently shares no sponsorship.

Sincerely,

H. Michael Bunnell
1105 W. Idaho
Boise Id. 83702

For the Hearing Record -- HR 3732

Dear Chairman Vento:

I'd like to go on record as opposing HR 3732 in its present form.

The wilderness quality land remaining in Idaho must not be denied protection, now or in the future. Mr. LaRocco's bill should not include "release language" preventing the Forest Service from considering preservation for various areas.

I've lived here for 37 years and each year when I go to the forest I find more and more of it gone, as well as the creatures that lived there in prior years. Sometimes I feel like "stop the world and let me off" before everything of beauty and quality is completely destroyed.

Since water is essential to every living thing including wilderness areas, Rep. LaRocco's bill must not include language that precludes a wilderness water right.

The so called "takings" language in the bill certainly should be deleted. Since all these lands are federal; there's no private property involved.

No area in a national forest should be legislatively designated for logging. They should be managed for the health of the entire ecosystem. Remove the "special management" areas in La Rocco's bill. For 100 years or more, timber, mining and ranching interests have used public lands as if it were their private domain. Since nothing else in the world is the same as 100 years ago, these interests must come into the modern world and admit they don't own public land.

Since so many wilderness quality lands are omitted from this bill, (Meadow Creek, Fish Creek, the upper St. Joe, the Salmon River Breaks with their Mt. Sheep population, Boulder Mtn., and more) For a healthy ecosystem, continued habitat for wildlife and biological diversity, changes must be made in HR 3732.

My personal support would go to HR 2638. Biological corridors are essential to prevent in-breeding and future generations of mutants and deformed wildlife.

Thank you.

Joyce Marker
 Mrs. Joyce Marker
 900 E. Washington St.
 Boise, Idaho 83712
 (Mar. 17, 1994)

P.O. Box 568
 Ucon, Idaho 83454
 10 March 1994

Representative Bruce Vento
 U.S. House of Representatives
 Washington, D.C. 20515

Dear Representative Vento,
 Please enter into the House having heard my strong
 opposition to HR 3732 as proposed by Representative
 Larry La Rocco.
 This proposal would cause unimaginable stress to
 wildlife and the reduction of watersheds would real
 havoc in the ecosystem as a whole.
 Watersheds should remain contiguous to preserve
 biological diversity and a whole balance of nature.
 Wilderness is a natural resource that should be
 protected from roads, unimaginative and uncontrolled
 logging and real estate development.
 Partial protection of 1.2 million acres out of 4.5 million
 acres of roadless acres in the First District is unacceptable.
 HR 3732 is giving away our natural heritage to special,
 short sighted interests and leaving nothing for future generations.
 Many local areas such as Boulder Mtn., Fish Creek, and
 dozens more are left completely unprotected.

Respectfully,
 Myron B. Kroll
 Dorothy R. Kroll



Greater Yellowstone Coalition

Record

3/15/94

The Honorable Bruce Vento; Chairman
House Subcommittee on Public Lands
U.S. House of Representatives
Washington, D.C. 20515

Dear Bruce:

On behalf of GYC, I wanted to go on record in support of Congressman Mike Crapo's HR 3554 -- a bill which directs an exchange for part of Squirrel Meadows in the Targhee National Forest.

I am personally familiar with Squirrel Meadows. It is a rich wildlife area just inside the Wyoming border, right across the road from the Winegar Hole Wilderness area. It is within Situation 1 Grizzly Habitat.

GYC is happy to endorse this land exchange proposal. It will benefit wildlife and recreation values in Squirrel Meadows, it will benefit cabin owners (which have these cabin sites under lease at this time) in the Island Park area of Idaho without serious disruption or impact to adjacent Targhee National Forest lands, and it will benefit Ricks College. Overall, this is a good solid proposal, which is clearly in the public interest.

Furthermore, in our recent testimony before the House Appropriations Subcommittee on Interior, GYC supported the LWCF purchase of the remainder of Squirrel Meadows which is not owned by Ricks College.

Thanks for the opportunity to offer this hearing statement.

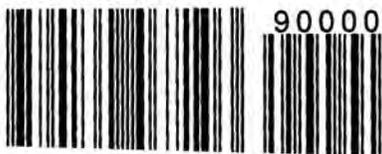
Best regards,

Bart Koehler
Associate Program Director

P.O. Box 1874 • Bozeman, Montana 59771 • (406) 586-1593 • FAX (406) 586-0851



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