SD\| S

# NEW WILDERNESS STUDY AREAS 



## Roadies Area Review and Evaluation

CI Report No. 11, "New Wilderness Study Areas," supersedes the earlier CI Report No. 9, "Proposed New Wilderness Study Areas," issued in January 1973.

Roadless Area Review and Evaluation

## Introduction

The Forest Service, U. S. Department of Agriculture, pioneered the concept of wilderness management on the Nation's public lands in 1924 when it designated a 433,000-acre area in the Gila National Forest in New Mexico to receive protection of its unique wilderness values. This was the first of many such National Forest areas to receive special wilderness protection and management by the Forest Service.

The Wilderness Act of 1964 established a National Wilderness Preservation System . . . "to secure for the American people of present and future generations the benefits of an enduring resource of wilderness." The original components of this Wilderness System were 54 National Forest areas containing 9.1 million acres which the Forest Service had designated as wilderness, wild or canoe areas.

The Wilderness Act also directed the Forest Service to review for suitability as Wilderness 34 National Forest Primitive Areas, containing another 5.5 million acres. This review of Primitive Areas is considered to be the first order of Wilderness business for the Forest Service. To date, twelve of these Primitive Areas have been reviewed and legislatively designated as Wilderness. Another 11 areas, totaling 1.7 million acres have been reviewed and await action by Congress. The Forest Service is presently conducting reviews on 11 remaining Primitive Areas, 2.4 million acres, and fully expects to have these reviews completed on schedule in 1974. One additional National Forest area that had not previously been identified as a Primitive Area has been legislatively designated as a Wilderness.

Thus, at the present time, there are 67 legislatively established units of the National Wilderness Preservation System totaling 10.7 million acres within the National Forests. This is 97.3 percent of the entire Wilderness System. Another 4.1 million acres of Primitive Areas are currently managed as Wilderness. In addition, there are a number of other National Forest reserved areas where development activity is limited or prohibited. These areas have been designated as Research Natural Areas or Botanical, Archeological, Historical, and Memorial Areas; together, they total over one million acres.

Roadless Areas
In addition to the designated Wilderness and Primitive Areas and other reserved areas, there are many roadless and undeveloped areas in the 187 million-acre National Forest System which might qualify for Wilderness. Public use of National Forests has increased steadily in recent years, especially those uses which have impacts on the natural environment. The Forest Service realized several years ago that it needed to take further steps to identify areas for future wilderness study and to withhold development on these lands until they could be fully studied. Accordingly, the Forest Service has inventoried and reviewed for potential uses all roadless areas 5,000 acres or larger in the National Forest System as well as smaller roadless areas which are contiguous to existing Primitive Areas or Wildernesses. The inventory identified a total of 1,449 such areas in the National Forest System, encompassing 55.9 million acres. With the aid and advice of the public, these areas have been reviewed and evaluated for all possible uses, including potential wilderness use. Primarily, this extensive review sought to:

1. Insure optimum protection and use of the lands and resources of the remaining unroaded and undeveloped areas in the National Forest System through a nationwide analysis of all such areas, rather than a consideration of each area separately at different times;
2. Provide a systematic means of selection of areas with high wilderness potential as New Study Areas;
3. Provide continued recognition of wilderness values, and assure continued management of undeveloped areas to protect their wilderness characteristics until more detailed studies could be completed and a determination reached as to their classification for wilderness or for other purposes;
4. Provide for orderly and meaningful involvement of the public in considering the best use of National Forest roadless and undeveloped areas;
5. Provide a national perspective on the wilderness resource in relation to other National Forest resources.

A result of the review has been the selection of those new National Forest areas that are to be studied for wilderness suitability.

## The Review Process

As a part of its review process the Forest Service solicited public comment on roadless areas that might be considered for study. It obtained a substantial amount of useful information which became essential to the study. In general, the public involvement process used mass mailings to key individuals and organizations; talks to civic and private groups; meetings and reports with other agencies; contacts with the radio, television and print media; advisory groups and boards; ad hoc committees; and public meetings. Maps of unroaded and undeveloped areas were made available to facilitate public review of the areas; individual areas were discussed with the pub1ic and comment was solicited as to which areas should become new wilderness study areas. A total of over 300 meetings were held which were attended by more than 25,000 people and which stimulated more than 50,000 oral and written comments. This is the most extensive public involvement effort ever undertaken by a government agency.

The apparent relative wilderness value in the 1,449 inventoried roadless areas was the primary criterion considered in the selection of new study areas. Other broad considerations used in selecting areas were: (a) dispersal of the future wilderness system as widely as possible; (b) representation of as many ecosystems as possible; and (c) identification of those roadless areas most likely to have the greatest wilderness value relative to other potential values.

After consideration of all criteria and an analysis of public comment, each Forest Service Region developed a list of proposed areas. These lists were then sent to the Chief of the Forest Service for further analysis and review based on national considerations.

The full inventory of 1,449 roadless areas was again reviewed using all the information available, including public comment. As a result of this review, 235 proposed new study areas were identified. A Draft Environmental Statement on the selection of those areas was filed with the Council on Environmental Quality on January 18, 1973. The public was invited to comment on the Draft Statement before a final selection of new study areas was made.

The Forest Service received approximately 8,00C written expressions of public comment on the Draft Statement in the form of letters, petitions, and coupons. This public response underwent a thorough analysis and evaluation. Each letter or document received was recorded and reviewed.

In the selection of the final list of new study areas, a number of areas were either deleted or added to the list of proposed areas. These additions or deletions were made as a result of public comment, recommendations from legislators or other government agencies, and corrections in data. Four factors were of primary importance in the
"final" decision-making analysis:

1. Public Input - reflected the comments of the public, legislators, or other government agencies regarding new study areas;
2. Quality Index - wilderness quality of roadless areas measured in quantitative terms;
3. Cost/Effectiveness - reflected the value of other resource uses foregone compared to relative wilderness values, as expressed in non-monetary terms;
4. Judgmental - the foregoing factors were used in combination to temper judgment in deciding the selection of new study areas.

The final list of New Wilderness Study Areas identified consists of 274 areas totaling $12,289,000$ acres. Included are 46 areas containing 4.4 million acres which had already been officially committed to study by prior Forest Service decisions or Congressional action. Two of the areas on the list are located in the eastern half of the country; another is in Puerto Rico.

The selected New Wilderness Study Areas will be protected from activities which would compromise their wilderness values until administrative study or the legislative process determines their acceptability or unacceptability as classified Wilderness. The selection of study areas at this time does not preclude identification of other areas for wilderness study at a future date. Included in the land use planning process for the remaining inventoried roadless areas is a requirement for filing an Environmental Statement before any activities are taken which would change the wilderness character of those areas.

A final Environmental Statement on New Wilderness Study Areas was filed with the President's Council on Environmental Quality in October 1973.

Following is the list of New Wilderness Study Areas.
LIST OF NEW WILDERNESS STUDY AREAS
(NOTE: AREAS OF LESS THAN 5,000 ACRES ARE CONTIGUOUS TO ESTABLISHED

## IDENT.

 OR NEW STUDY AREAS) | GROSS |
| :--- |
| ACRES |

AREA NAME
Nellie Juan
Petersburg Creek Area
Tracy Arm Fords Terror
Russell Fiord
King Salmon Cape Areas
Granite Fiords

Secret Mountain Red Rock
Fossil Creek Headwaters
Wet Beaver Creek
Portal Peak
Jones Ridge
Erickson
Black Rock
Tumacacori
Kanab Creek
Sadde Mountain
Granite Mountain
Castle Creek
Verde
Hells Gate
Sierra Ancha
Salome
Alder Creek
Goldfield
Lime Creek
Superstition Additions
Chugach
North Tongass
North Tongass
North Tongass
South Tongass
South Tongass

Coconino
Coconino
Coconino
Coronado
Coronado
Coronado
Coronado
Coronado
Kaibab
Kaibab
Prescott
Prescott
Tonto
Tonto
Tonto
Tonto
Tonto
Tonto
Tonto
Tonto

## Alaska

Arizona
REGION \&

|  |  | GROSS |
| :--- | :--- | ---: |
| FOREST | AREA NAME | ACRES |
|  |  |  |
| Angeles | Sheep Mountain | 31,680 |
| Angeles | Cucamonga | 3,500 |
| Inyo | San Joaquin | 5,500 |
| Inyo | Paiute | 62,260 |
| Inyo | White Mountains | 101,360 |
| Inyo/Sequoia | Upper Kern Inyo | 130,625 |
| Klamath | Johnson | 4,400 |
| Klamath | Snoozer | 20,000 |
| Klamath | Shackleford | 4,440 |
| Klamath | Etna | 6,170 |
| Klamath | Portuguese | 28,216 |
| Klamath/Six River/ | Salmon Trinity Alps Pa | 204,643 |
| Shasta Trinity | Addition | 9,818 |
| Eldorado/Stanislaus | Mokelumne | 32,000 |
| Los Padres | Madulce | 24,365 |
| Sequoia/Sierra | High Sierra Pa Addition | 24,740 |
| Shasta-Trinity | Mt. Shasta | 21,280 |
| Shasta-Trinity | Mt. Shasta NR | 39,980 |
| Sierra | N. Fork San Joaquin | 80,205 |
| Stanislaus | Carson Iceberg | 45,000 |
| Tahoe | N. Fork American | 53,820 |
| Toiyabe | Carson Iceberg | 56,908 |
| Toiyabe | Hoover Wilderness Extension |  |
|  |  | 22,000 |

[^0] Maroon Bells Snowmass
Whetstone Creek Whetstone Creek Beaver Castle
Beaver Castle
W. Elk W. E1k Ruby Anthacite Ruby Anthacite
Abyss Lake
Lost Creek
Chama S. San Juan Ruby Anthacite
Abyss Lake
Lost Creek
Chama S. San Juan Chama S. San Juan
Sangre De Cristo Snow Mesa Bristol Head Zapata
Montgomery Pass Montgomery Pass
East Rawah Shipman Park Shipman Park
Indian Peaks Commanche - Big So. Neota - Flattops Neota - Flattops
Davis Peak Davis Peak Mad Creek Mad Creek
Mad Creek Rainbow Lakes
 Never Summer
 Commanche - Big So. Never Routt
 Gunnison Gunnison Gunnison Gunnison Gunnison uostuun Gunnison Gunnison Gunnison uosṭuung uosṭuung学 Rio Grande Rio Grande
 Rio Grande Roosevelt Roosevelt Roosevelt $\stackrel{3}{4}$
$\stackrel{1}{4}$
$\vdots$
0
0
0 Roosevelt $\Perp$
$\stackrel{\rightharpoonup}{3}$
$\Delta$
$\vdots$
0
0
0
0 Routt Routt Routt Routt シ Routt

Colorado

| STATE | IDENT. <br> AREA REGIQN | FOREST | AREA NAME | GROSS <br> ACRES |
| :---: | :---: | :---: | :---: | :---: |
| Colorado (Cont'd) | SB - 2 | San Isabel | Mt. Massive | 19,300 |
|  | SD - 2 | San Isabe1 | Collegiate | 70,000 |
|  | SJ1-2 | San Isabe1 | Electric Peak | 14,600 |
|  | SK - 2 | San Isabe1 | Colony | 24,640 |
|  | SO-2 | San Isabel | Greenhorn Mountain | 33,000 |
|  | SP - 2 | San Isabe1 | Spanish Peaks | 32,000 |
|  | EA - 2 | San Juan | V - Rock | 13,210 |
|  | EC - 2 | San Juan | Blanco River Divide | 39,000 |
|  | EE - 2 | San Juan | Sand Creek | 29,600 |
|  | EP - 2 | San Juan | Lizard Head | 13,800 |
|  | WI - 2 | White River | Main Elk | 28,800 |
|  | WJ - 2 | White River | Canyon Creek | 30,700 |
|  | WV - 2 | White River | Maroon Bells Snowmass West | 52,650 |
|  | WW - 2 | White River | Maroon Bells Snowmass East | 24,315 |
|  | WX - 2 | White River | Chair Mountain | 8,300 |


| $n_{n}^{n}$ |
| :---: |
|  |  |
|  |  |





| GROSS |
| :--- |
| ACRES |


Upper Big Deer Creek Area
Boulder Mountain
Smokey Mountains
Palisades Back Country
Lion Head Wilderness
$\quad$ Candidate
Italian Peaks Wilderness
Candidate
Salmon
Sawtooth
Sawtooth
Targhee
Targhee
Targhee
Salmon
Sawtooth
Sawtooth
Targhee
Targhee
Targhee Candidate
TATE


Humboldt
Humboldt
Humboldt
Inyo
Toiyabe
Wasatch
Wasatch

Apache
Carson
Carson
Carson
Carson
Carson
Carson
Carson
Cibola
Cibola
Cibola
Cibola
Gila
Gila
Gila
Lincoln
Lincoln
Lincoln
Santa Fe
Santa Fe
Santa Fe
Santa Fe
Santa Fe
Santa Fe
$48-6$
$57-6$
$59-6$
$50-6$
$58-6$
$55-6$
$604-6$
$46-6$
$53-6$
$43-6$
$G 10-6$
$56-6$
Malheur
Mt. Hood Zigzag Mountain 17,990
Sky Lakes
Kalmiopsis
Cummins Creek Lower Minam
Mt. Jefferson
E1 Cacique
Carribean

## 

Joyce Kilmer-Slickrock Diamond Peak
Mt. Washington Gearhart Mountain Strawberry Mountain Mt. Hood 107,900
17,400

O
in
n
8,488


1/

Washington

| STATE | $\begin{gathered} \text { IDENT. } \\ \text { AREA } \quad \text { REGION } \\ \hline \end{gathered}$ | FOREST | NAME | GROSS <br> ACRES |
| :---: | :---: | :---: | :---: | :---: |
| Washington (Cont'd) | D01-6 | Snoqualmie | Grizzly Peak | 55,900 |
|  | D04 - 6 | Snoqualmie | Mt. Index | 18,890 |
|  | D05 - 6 | Snoqualmie | Miller River | 38,000 |
|  | D06 - 6 | Snoqualmie | Monte Cristo | 22,740 |
|  | D07 - 6 | Snoqualmie | Lake Dorothy | 6,040 |
|  | D08 - 6 | Snoqualmie | Mt. Thompson Rampart | 2,850 |
|  | D12-6 | Snoqualmie | Little Bald Mountain | 21,400 |
|  | H06 - 6 | Wenatchee | Lake Wenatchee | 88,600 |
|  | HO8-6 | Wenatchee | Kitan | 69,100 |
| Wyoming | BD - 2 | Big Horn | Cloud Peak Contiguous | 62,200 |
|  | BH - 2 | Big Horn | Rock Creek | 34,090 |
|  | BI - 2 | Big Horn | Piney Creek | 17,200 |
|  | BJ - 2 | Big Horn | Little Goose | 34,960 |
|  | BK - 2 | Big Horn | Twin Lake Coney Lake | 3,660 |
|  | 43-4 | Bridger | Sweetwater Mid Slope | 11,340 |
|  | 49-4 | Bridger | Silver Creek Toboggan Lakes | 10,060 |
|  | 53-4 | Bridger | Snake Lake | 3,400 |
|  | 75-4 | Bridger | Southern Wyoming Range | 72,000 |
|  | 44-4 | Cache | Sweetwater Needles | 12,160 |
|  | MA1 - 2 | Medicine Bow | Sheep Mountain | 13,900 |
|  | $M B-2$ | Medicine Bow | Snowy Range | 17,805 |
|  | MP1 - 2 | Medicine Bow | Laramie Peak | 10,420 |
|  | LA - 2 | Shoshone | Beartooth | 39,780 |
|  | LB - 2 | Shoshone | Reef | 14,000 |
|  | LI - 2 | Shoshone | Trout Creek | 27,000 |
|  | LJ - 2 | Shoshone | Wapiti Valley North | 19,480 |
|  | LK - 2 | Shoshone | Wapiti Valley East | 480 |
|  | LL - 2 | Shoshone | Sleeping Giant | 5,160 |
|  | LM - 2 | Shoshone | Wapiti Valley South | 40,000 |


| I DENT. |  |  |  |  | GROSS ACRES |
| :---: | :---: | :---: | :---: | :---: | :---: |
|  | AREA | REGION | FOREST | NAME |  |
|  | LN | - 2 | Shoshone | South Fork | 7,300 |
|  | LN1 | - 2 | Shoshone | South Fork | 75,700 |
|  | LP | - 2 | Shoshone | Francs Peak | 55,700 |
|  | LW | - 2 | Shoshone | Dunoir | 15,200 |
|  | LY | - 2 | Shoshone | Middle Fork | 74,360 |
| 1/ | 336 | - 4 | Targhee | Palisades Back Country | 74,675 |
|  | 343 | - 4 | Targhee | West Slope Tetons Wilderness Candidate | 167,275 |
|  | 363 | - 4 | Teton | Teton Corridor | 28,156 |
|  | 382 | - 4 | Teton | Gros Ventre | 145,500 |

QUESTIONS AND ANSWERS
Q. Why is the Forest Service reviewing its undeveloped areas for study as potential Wilderness?
A. This is the logical next step in the Forest Service contribution toward formation of an optimum wilderness system. The basic system was established in 1964 when passage of the National Wilderness Preservation Act blanketed in all of what were then National Forest Wilderness and Wild Areas. The Forest Service is now engaged in the study of Primitive Areas in the National Forests for possible recommendation of wilderness status to the President and Congress. The review is on schedule and is expected to be finished by the end of 1974, as Congress directed. In anticipation of meeting this deadline, the Forest Service moved toward rounding out the system with a 1967 directive from the Chief calling for the selection of new study areas as part of the continuing multiple use planning and management of all National Forest System lands. He then directed Regional Foresters to recommend additional roadless areas from this inventory for study after the Primitive Area studies are completed. The order was given additional impetus because of the realization that wilderness resource could be lost with certain kinds of development. By identifying areas early, they would be assured of protection until studies could be conducted on them.
Q. What is the Forest Service view regarding the need for wilderness?
A. The Forest Service believes that wilderness is a priceless part of our American heritage which should be preserved for future generations, both for scientific and spiritual values. It was Forest Service men, such as Arthur Carhart, Aldo Leopold, and Robert Marshall, who were the first to realize the value of the wilderness and campaign for its maintenance in the natural resource storehouse.

Long before there was any public outcry for a wilderness system, the Forest Service had developed a concept of wilderness management and begun administratively to designate portions of the National Forest System for this purpose. The first such wilderness was established in the Gila National Forest of New Mexico in 1924. Finally, when the National Wilderness Preservation System was established in 1964, all its initial components were in the National Forests.

The Forest Service does not believe that all public forests should be wilderness. There is a great need for the products which public forest lands can and must provide. The Forest Service objective is to provide an optimum mixture of wilderness and other resources.
Q. Under what authority has the Forest Service conducted the Roadless Area Review?
A. National Forest lands are managed by the Forest Service under the Organic Administration Act of 1897, the Weeks Act of 1911, and the Multiple Use - Sustained Yield Act of 1960. The Roadless Area Review was conducted as part of Forest Service management of the National Forest System as authorized by these Acts.
Q. What are factors that make some roadless areas suitable for Wilderness study and others not?
A. Criteria for selection of candidate wilderness include such obvious characteristics as scenic quality, size, isolation, variety of potential wilderness experience and activities.

Other factors of particular value in choosing proposed areas for this review included dispersal of areas throughout the National Forest System; selection of areas containing wilderness values over and above value of foregone opportunities to produce other goods and services for society; location of areas accessible to population centers; selection of areas representing a variety of ecosystems.
Q. What influence did public comment have on the selection of new study areas
A. At every stage of the selection process, from local to national level, public expressions of opinion were important deciding considerations in picking the areas for study. On the local level, public comment was actively sought to help make the initial selection of proposed areas. From public meetings, letters, ad. vice from civic organizations, public agencies or advisory groups, the local Forest Supervisor identified public sentiment for designation or management of an area. He used this information to make his recommendations to the Regional Forester. The Regional Forester, in turn, considered these expressions of local comment as well as those received at the regional level to make his recommendation to the Forest Service Chief in Washington. Public comment on the list of 235 Proposed New Study Areas announced on January 18, 1973, requested additional areas and the list was expanded.
Q. Why are there so few proposed study areas East of the 100 th Meridian?
A. Of the 187 million acres within the National Forest System, 87 percent are in the Western United States and 13 percent are in the East. Most of the eastern National Forests were acquired well after the initial establishment of the Forest Reserves from the Public Domain and were logged over or developed in other ways. The Wilderness Act defines Wilderness "as an area where the earth and its community of life are untrammeled by man, where man himself is a visitor and does not remain." This is further defined to mean "an area of undeveloped Federal land retaining its primeval character and influences, without permanent improvements or human habitation, and which is protected and managed so as to preserve its natural conditions." There are few National Forest areas in the East which can meet this definition; two areas in the East, plus one in Puerto Rico were found which apparently do qualify as New Study Areas.
Q. What will be the social, economic and ecological impacts of the selection of New Study Areas?
A. The selection of New Study Areas may generate social and economic impacts of major significance, but not ecological impacts. The selected areas, during the interim period of study, will be managed strictly to maintain their present characteristics. Ecological impacts will be negligible during the study period, but secondary economic and social impacts could be considerable as discussed in the Environmental Statement. The environmental, economic, and social impacts of land use alternatives for each area will be further evaluated when each area is studied in depth, and a separate environmental statement will be issued before any action is taken.
Q. What would be the effect on the National Forests allowable harvest if all 1,449 Roadless Areas were selected as New Study Areas?
A. Under the law, all National Forest resources including timber must be managed on the basis of sustained-yield. Allowable harvest roles for each National Forest are calculated on the assumption of a planned, orderly development of the commercial forest lands in the timber growing bases. Areas which are to be studied for possible classification are removed from the timber growing base and placed in a deferred status. This is essential since the orderly development contemplated in the allowable harvest calculations is precluded. If all inventoried Roadless Areas were to be designated as New Study Areas, there would be an immediate reduction in the allowable harvest for the National Forests of 2.3 billion board feet or about 17 percent.
Q. How can the public be assured that the non-selected roadless areas will be given additional consideration for selection as New Study Areas?
A. The Chief of the Forest Service has declared that the Forest Service will file environmental statements under the National Environmental Policy Act (NEPA) covering all inventoried roadless areas before taking any action which would change their wilderness character and prevent further consideration of an area for inclusion in the National Wilderness Preservation System. Thus until an environmental statement is filed covering a particular area, no activities such as harvesting timber or building roads will occur.
Q. Will water quality deteriorate on roadless areas not selected as New Study Areas?
A. The Forest Service has cooperated with Federal and State water pollution agencies to meet the Nation's water management objectives. The Forest Service has a strong watershed management program, and water quality management is made a part of all activities under the multiple use principle. Water quality will be protected under all existing laws, regulation standards, and policies. The present proposal will not affect water quality to any significant degree.
Q. When will the studies begin on the selected areas?
A. Some of the studies will be started as soon as funds and manpower are available to conduct them, but the first order of business is the completion of Primitive Area Reviews, now under way. The schedule set by Congress through the Wilderness Preservation Act must be met first. Then the Forest Service can go on to consider the possibilities of adding to the System.
Q. How can more specific information be obtained on a particular roadless area?
A. More information on a roadless area may be obtained from the Regional Forester or Forest Supervisor administering the area. A list of all Regional and National Forest Offices and their addresses, FS-13, "Field Offices of the Forest Service," is available from Forest Service, U. S. Department of Agriculture, Washington, D. C. 20250.
Q. Where may the Final Environmental Statement be obtained?
A. Personal copies can be ordered from:

Nationa1 Technical Information Service
Department of Commerce
Port Royal Road
Springfield, Virginia 22151
Those who wish to review a copy may do so at the following Forest Service Offices:

District Ranger
Forest Supervisor
Regional Forester
Chief


[^0]:    California

