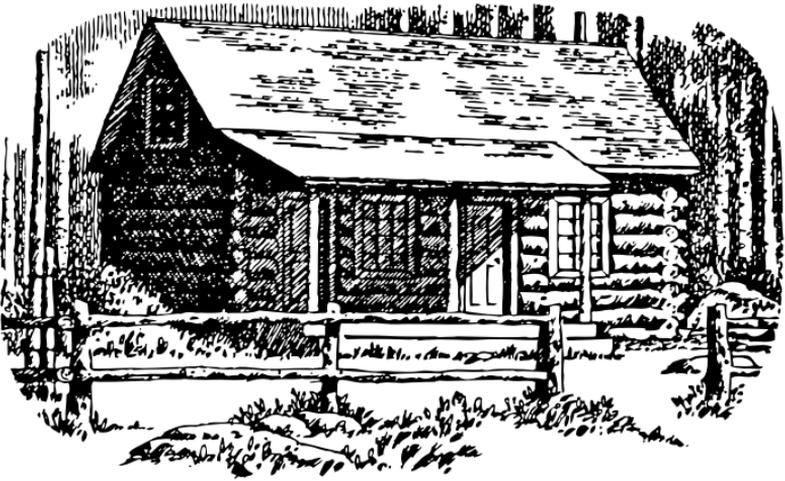


What You Should Know About

Private Land Ownership

in the

Sawtooth National Recreation Area



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WHAT YOU SHOULD KNOW ABOUT PRIVATE LAND OWNERSHIP IN THE SAWTOOTH NATIONAL RECREATION AREA

A Brief History...

The 756,000-acre Sawtooth National Recreation Area (Sawtooth NRA) includes more than 20,000 acres of privately owned land, primarily in the Sawtooth Valley and Stanley Basin, and along the Salmon River for approximately 25 miles downstream from Stanley, Idaho. When the U.S. Congress established the Sawtooth NRA in 1972, it sought to preserve and protect the Area's "natural, scenic, historic, pastoral, and fish and wildlife values and to provide for the enhancement of the recreation values associated therewith." The Statute that created the Sawtooth NRA (Public Law 92-400) appears in Appendix A.

Congress' effort to protect the Sawtooth NRA was in part aimed at preventing the development of high-density subdivisions that were beginning to spread throughout the area and mar its scenic beauty. Several subdivisions in particular were cause for concern and an indicator of things to come if preventative measures were not taken. These subdivisions were located on the west side of Highway 75, midway between the communities of Stanley and Sawtooth City, and contained more than 1,000 lots, an airstrip and a tangle of roads and overhead power lines.

Congress authorized the Forest Service to acquire land and development rights for the purpose of preserving and protecting the values for which the Sawtooth NRA was created. Since 1974, about 5900 acres have been purchased by the United States. Most structures and other improvements have been removed from those properties. In addition, conservation easements (sometimes called scenic easements) have been purchased to restrict development on private land, while allowing these lands to remain in private ownership.

To acquire scenic/conservation easements, the Forest Service negotiates with the landowner to purchase the right to permanently restrict certain uses of a property. From 1974 to 2005, the Forest Service acquired 91 scenic/conservation easements on approximately 17,000 acres comprising more than 85% of the total

private land base in the Sawtooth NRA. This acquisition program continues.

Significantly, Public Law 92-400 also directed the Secretary of Agriculture (the cabinet official with overall responsibility for the U.S. Forest Service) to publish regulations setting standards for the use, subdivision, and development of all privately owned property within the boundaries of the Sawtooth NRA. These regulations were codified in the Code of Federal Regulations (CFR). The Sawtooth NRA Private Land Regulations were published in 1974 at 36 CFR 292.14-16, and the 2004 amended version is found in Appendix B.

Complying with the Law and Regulations...

Public Law 92-400 and the Private Land Regulations apply to private property within the Sawtooth NRA. Landowners, prospective landowners, realtors, lenders, architects, builders, and local planning/zoning authorities should read and be familiar with Public Law 92-400 (the legislation in Appendix A), the Private Land Regulations (Appendix B), and the Sawtooth National Forest Land and Resource Management Plan.



Particular attention should be paid to the Private Land Regulations, which have standards to promote protection of Sawtooth NRA values. The regulations provide for a voluntary certification process, whereby landowners may obtain a determination from the Forest Service as to whether existing and proposed land uses or development, conform to the regulations. The process can help landowners plan their development in compliance with the regulations, and certification provides assurance to landowners their property is not subject to condemnation. Private land that is used or developed in a manner that is not compliant with the regulations may be acquired by the Secretary of Agriculture through condemnation proceedings. 16 U.S.C. 460aa-3b; 36 CFR 292.14(a).

Owners of land that has a scenic/conservation easement are obligated to comply with the terms and conditions of the particular easement. Many of these easements require the landowner to comply with the Private Land Regulations that were in effect at the time the easement was acquired. The Sawtooth NRA Private Lands and Easement Administrator regularly inspects these lands for compliance with the terms and conditions of easements owned by the United States, and to be sure activities or developments do not violate legally

enforceable restrictions which run with the land. Because the terms and conditions of scenic/conservation easements vary, and are legal and binding, landowners are advised to consult with private legal counsel and the Sawtooth NRA Private Lands and Easement Administrator when considering changes to their property. This will help assure landowners remain in compliance with the terms and conditions of the specific easements attached to their land.



Land Use Classifications...

Land use classifications for private land within the Sawtooth NRA were established in 1973. A map of the land classification is available for public review in the Sawtooth NRA Headquarters office. The Private Land Regulations define land uses in one of the following five categories:

- **Designated Communities:** (Sawtooth City, Stanley, and Lower Stanley) All properties within a designated community. Owners of land in the boundaries of Stanley, Lower Stanley and Sawtooth City should contact their community officials or representatives for standards and guidelines that may govern local development. Also refer to 36 CFR 292.16(d).
- **Residential:** Areas for residential development outside designated communities. The standards are found at 36 CFR 292.16(e).
- **Commercial:** Areas for commercial development outside designated communities. The standards are found at 36 CFR 292.16(f).
- **Agricultural:** All properties outside designated communities not placed in a residential or commercial land use category. The standards are found at 36 CFR 292.16(g).
- **Mineral:** Any areas in the above land use categories used for mineral operations. The standards are found at 36 CFR 292.16(h).

The Private Land Regulations established development standards for each land use category. Some standards are precise and don't need interpretation. For example, the Residential Classification establishes a "minimum building set back from property line – 10 feet." Other standards are more general and are subject to interpretation. For example, the Residential Classification calls for "building architecture compatible with the location and the pastoral environment, rustic in nature, harmoniously colored or natural wood finish or suitable wood substitutes, and non reflective roofs and sidings." Landowners that want to better understand the land

use classification of their property and the accompanying standards should contact the Sawtooth NRA Private Lands and Easement Administrator.

The Forest Service works with landowners to assure that development, improvement, and use of their property will not materially detract from the scenic, natural, historic, pastoral, and fish and wildlife values of the Sawtooth NRA 36 CFR 292.16(c)(2). One tool available to landowners is an Architectural Preferences Guide developed by the Forest Service. The Preferences Guide is found in Appendix C and provides development guidelines which have been determined to not materially detract from the values for which the Sawtooth NRA was established. While conforming to the Preferences Guide is not mandatory, adherence to the Preferences Guide assists landowners in designing development proposals that preserve and protect Sawtooth NRA values. Accordingly, development proposals that follow the Preferences Guide can be certified more expeditiously. Development proposals that do not adhere to the preferences may require a lengthier analysis and modification in order to obtain certification.

Understanding the Certification Process...



Certification is a voluntary process, initiated by the landowner, and offers landowners the opportunity to have their properties certified as being in conformance with the regulations (36 CFR 292.15(d), see Appendix B).

Landowners are encouraged to participate because certified properties help keep the Sawtooth-Stanley Basin and Salmon River corridor looking as they do – large areas of open space, punctuated by three small communities and scattered ranches, unobtrusive residences, and conveniently located commercial enterprises. The certification process facilitates a dialogue between the Forest Service and landowners regarding the proposed development and how it will affect the values of the Sawtooth NRA. The process gives the Forest Service the ability to assist the landowner with their understanding of the regulations, including the standards for developments in the Sawtooth NRA, thereby preventing costly misunderstandings. Additionally, properties that maintain their certified status may not be condemned by the United States for non-compliance with the regulations.

The certification process starts when a landowner notifies the Private Lands and Easement Administrator of their intent to make changes to their property. A land-

owner whose property is not certified may also seek to determine if existing uses conform to the Private Land Regulations. The process works best with an initial contact to informally exchange information relating to the nature of the development. The Private Lands and Easement Administrator will explain the regulations that apply to that particular property and review the design elements contained in the Preferences Guide (Appendix C). A variety of styles and elements may be acceptable depending on the building site and the other factors described in the Preferences Guide. Certification is tailored to each individual site and specific proposal.

Development proposals which the Private Lands and Easement Administrator believes violate the private land regulations or depart from the Architectural Preferences Guide require further discussion including the Area Ranger. This may include a site visit. An effort will be made to resolve the issues which could cause the proposed development to be denied certification.



After the informal discussion, the landowner should submit a one-page letter describing the nature of the development and a simple hand-drawn illustration. The Forest Service discourages formal architectural drawings at

this stage in the process so landowners will not incur unnecessary expenses should changes be required in order to make the proposed development certifiable. The letter and illustration should be sent to the Sawtooth NRA, Private Lands and Easement Administrator, 5 North Fork Canyon Road, Ketchum Idaho 83340. The proposal should be received by the Private Lands and Easement Administrator at least two weeks prior to the scheduled certification team meeting. The Administrator can provide the dates of scheduled certification meetings. The two-week advance allows the proposal to be reviewed and discussed, between the Private Lands Administrator and the landowner, to assure adequate information is available for the certification team to make a recommendation.

The initial proposal letter should include:

- Landowner name(s), address(es), and phone number(s).
- Structure dimensions (height, width, length).
- Exterior structure materials.
- Exterior colors.
- Overall square footage of the structure(s).
- Proposed use (dwelling, outbuilding, barn, irrigation...).
- Type of fencing, if applicable.
- Timeframes for development.

- Informal sketches of the development that show:
 - » Dimensioned plan and elevation view (front and side views). Do not use bar scales, instead give full dimensions.
 - » Building location in relation to the property boundaries.
 - » An informal site plan including any proposed vegetative screening (type and location) and any fencing.

Once the Private Lands and Easement Administrator receives the proposal, the landowner may wish to present the proposal in person to the Certification Team or if unable to attend may choose to have the Administrator make the presentation instead. The Certification Team is comprised of small group of Forest Service professionals who represent the Sawtooth NRA Values. Typically, the team meets once a month to review certification requests.

The Certification Team reviews the proposal for conformance with the Private Land Regulations, and the terms of the conservation or scenic easement if there is one attached to the property. The certification elements are applied to the specific site-characteristics. The Certification Team makes a recommendation to the Area Ranger who makes all decisions regarding certification.

Within 45 days after receiving the request for certification, the Area Ranger will:

- Issue the certification; or
- Notify the applicant that additional information is needed before action is taken on the request; or
- Notify the applicant that the action on the request is deferred for a certain time period and why; or
- Notify the applicant that certification is denied and why.

If the certification is denied, the landowner may appeal the decision. The appeal procedure is described in 36 Code of Federal Regulations, Part 251, Subpart C.

Because certification is voluntary, landowners whose applications are denied may request additional review of the certification application after the structure is built and screening is established.

CERTIFIED

When a proposal is approved, the landowner will be requested to provide the final design and landscaping plans. The Private Lands and Easement Administrator will make a site visit halfway through the building

process and again at the end to photo document the development for the files.

About Scenic/Conservation Easements...

The Forest Service seeks to protect the largest and/or most visible tracts of land with scenic/conservation easements. Conveying a scenic/conservation easement to another entity, such as the United States, is voluntary, but once conveyed - is legally binding. The landowner commits to limit development forever, even if the property changes ownership. The landowner retains title to the property and can use it according to the terms and conditions of the scenic/conservation easement, including those set forth in the Private Land Regulations, in effect at the time the easement is acquired. The owner who sells rights to the United States under an easement receives compensation for the appraised value.



Every scenic/conservation easement is unique and may contain different terms and conditions. Therefore, owners of property with scenic/conservation easements should be thoroughly familiar with the particular easement attached to their land. If you are thinking of purchasing a property with a scenic/conservation easement, you should ask the Private Lands and Easement Administrator for a copy of the easement. The easements are also recorded with the county.

In Closing...



The best results come when landowners, their architects and builders, and/or realtors choose to work with the Private Lands and Easement Administrator early and often in their planning for proposed changes related to private property within the Sawtooth NRA. Please take a few minutes to read the attached legislation (Appendix A), regulations (Appendix B), and the architectural preferences (Appendix C) and feel welcome to contact the Private Lands and Easement Administrator at (208) 727-5000.

Appendix A

SAWTOOTH NATIONAL RECREATION AREA ACT

Public Law 92-400

August 22, 1972

86 Stat. 612

AN ACT

To establish the Sawtooth National Recreation Area in the State of Idaho, to temporarily withdraw certain national forest land in the State of Idaho from the operation of the United States mining laws, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) in order to assure the preservation and protection of the natural, scenic, historic, pastoral, and fish and wildlife values and to provide for the enhancement of the recreation values associated therewith, the Sawtooth National Recreation Area is hereby established.

(b) The Sawtooth National Recreation Area (hereafter referred to as the "recreation area"), including the Sawtooth Wilderness Area (hereafter referred to as the "wilderness area"), shall comprise the lands generally depicted on the map entitled "Sawtooth National Recreation Area" dated June, 1972, which shall be on file and available for public inspection in the office of the Chief, Forest Service, Department of Agriculture. The Secretary of Agriculture (hereafter referred to as the "Secretary") shall, as soon as practicable after the date of enactment of this Act, publish a detailed description and map showing the boundaries of the recreation area in the Federal Register.

SEC. 2

(a) The Secretary shall administer the recreation area in accordance with the laws, rules and regulations applicable to the national forests in such a manner as will best provide (1) the protection and conservation of the salmon and other fisheries; (2) the conservation and development of scenic, natural, historic, pastoral, wildlife, and other values, contributing to and available for public recreation and enjoyment, including the preservation of sites associated with and typifying the economic and social history of the American West; and (3) the management, utilization, and disposal of natural resources on federally owned lands such as timber, grazing, and mineral resources insofar as their utilization will not substantially impair the purposes for which the recreation area is established.

(b) The lands designated as the Sawtooth Wilderness Area, which supersedes the Sawtooth Primitive Area, shall be administered in accordance with the provisions of this Act and the provisions of the Wilderness Act (78 Stat. 890), whichever is more restrictive, except that any reference in such provisions to the effective date of the Wilderness Act shall be deemed to be a reference to the effective date of this Act.

SEC. 3

(a) Except as provided in section 4, the Secretary is authorized to acquire by donation, purchase with donated or appropriated funds, exchange, bequest, or otherwise any lands, or lesser interest therein, including mineral interests and scenic easements, which he determines are needed for the purposes of this Act: Provided, That acquisitions of lands or interests therein for access to and utilization of public property, and for recreation and other facilities, shall not exceed five per centum of the total acreage of all private property within the recreation area as of the effective date of this Act.

As used in this Act the term "scenic easement" means the right to control the use of land in order to protect the esthetic values for the purposes of this Act, but shall not preclude the continuation of any use exercised by the owner as of the date of this Act.

(b) In exercising this authority to acquire lands, the Secretary shall give prompt and careful consideration to any offer made by an individual owning any land, or interest in land, within the boundaries described in subsection 1(b) of this Act. In considering such offer, the Secretary shall take into consideration any hardship to the owner which might result from any undue delay in acquiring his property.

(c) The Secretary may utilize condemnation proceedings without the consent of the owner to acquire private lands or interests therein pursuant to this section only in cases where, in his judgment, all reasonable efforts to acquire such lands or interests therein by negotiation have failed, and in such cases he shall acquire only such title as, in his judgment, is reasonably necessary to accomplish the objectives of this Act.

d) In exercising his authority to acquire property by exchange, the Secretary may accept title to any non-Federal property, or interests therein, located within the recreation area and, notwithstanding any other provision of law, he may convey in exchange therefor any federally owned property within the State of Idaho which he classifies as suitable for exchange and which is under his administrative jurisdiction. The values of the properties so exchanged shall be approximately equal or, if they are not approximately equal, they shall be equalized by the payment of cash to the grantor or to the Secretary as the circumstances require. In the exercise of his exchange authority, the Secretary may utilize authorities and procedures available to him in connection with exchanges of national forest lands.

(e) Nothing in this Act shall be construed as limiting the authority of the Secretary to acquire mineral interests in lands within the recreation area, with or without the consent of the owner. Upon acquisition of any such interest, the lands and/or minerals covered by such interest are by this Act withdrawn from entry or appropriation under the United States mining laws and from disposition under all laws pertaining to mineral leasing and all amendments thereto.

(f) Any land or interest in land owned by the State of Idaho or any of its political subdivisions may be acquired only by donation or exchange.

(g) Notwithstanding any other provision of law, any Federal property located within the recreation area may, with the concurrence of the agency having custody thereof, be transferred without consideration to the administrative jurisdiction of the Secretary for use by him in carrying out the purposes of this Act. Lands acquired by the Secretary or transferred to his ad-

ministrative jurisdiction within the recreation area shall become parts of the recreation area and of the national forest within or adjacent to which they are located.

(h) Except as otherwise provided, the Secretary shall have the authority to use condemnation as a means of acquiring a clear and marketable title, free of any and all encumbrances.

SEC. 4

(a) The Secretary shall make and publish regulations stating standards for the use, subdivision, and development of privately owned property within the boundaries of the recreation area. Such regulations shall be generally in furtherance of the purposes of this Act and shall have the object of assuring that the highest and best private use, subdivision, and development of such privately owned property is consistent with the purposes of this Act and with the overall general plan of the recreation area. Such regulations shall be as detailed and specific as is reasonably required to accomplish such objective and purpose. Such regulations may differ amongst the several parcels of private land in the boundaries and may from time to time be amended by the Secretary. All regulations adopted under this section shall be promulgated in conformity with the provisions of the Administrative Procedure Act. The United States District Court for the District of Idaho shall have jurisdiction to review any regulations established pursuant to the first sentence of this subsection, upon a complaint filed within six months after the effective date of such regulations, by any affected landowner in an action for a declaratory judgment.

(b) After publication of such regulations, no privately owned lands shall be acquired by the Secretary by condemnation unless he determines, in his judgment, that such lands are being used, or are in imminent danger of being used, in a manner incompatible with the regulations established pursuant to this section or unless such lands are determined to be necessary for access or development, in which case such acquisitions shall be subject to the 5 per centum limitation established in subsection 3(a) of this Act.

SEC. 5

The Secretary shall, as soon as practicable after the enactment of this Act, review the undeveloped and unimproved portion or portions of the recreation area as to suitability or nonsuitability for preservation as a part of the National Wilderness Preservation System. In conducting his review, the Secretary shall comply with the provisions of subsection 3(d) of the Wilderness Act of September 3, 1964 (78 Stat. 892), relating to public notice, public hearings, and review by State and other agencies, and shall advise the Senate and House of Representatives of his recommendations with respect to the designation as wilderness of the area or areas reviewed.

SEC. 6

The Secretary may cooperate with other Federal agencies, with State and local public agencies, and with private individuals and agencies in the development and operation of facilities and services in the area in furtherance of the purposes of this Act, including, but not limited to, the restoration and maintenance of the historic setting and background of the frontier ranch-type town of Stanley.

SEC. 7

Nothing in this Act shall diminish, enlarge, or modify any right of the State of Idaho, or any political subdivision thereof, to exercise civil and criminal jurisdiction within the recreation area or

of rights to tax persons, corporations, franchises, or property, including mineral or other interests, in or on lands or waters within the recreation area.

SEC. 8

The Secretary shall permit hunting and fishing on lands and waters under his jurisdiction within the boundaries of the recreation area in accordance with applicable laws of the United States and the State of Idaho, except that the Secretary may designate zones where, and establish periods when, no hunting or fishing shall be permitted for reasons of public safety, administration, or public use and enjoyment. Except in emergencies, any regulations of the Secretary pursuant to this section shall be put into effect only after consultation with the appropriate State fish and game department.

SEC. 9

The jurisdiction of the State and the United States over waters of any stream included in the recreation area shall be determined by established principles of law. Under the provisions of this Act, any taking by the United States of a water right which is vested under either State or Federal law at the time of enactment of this Act shall entitle the owner thereof to just compensation. Nothing in this Act shall constitute an express or implied claim or denial on the part of the Federal Government as to exemption from State water laws.

SEC. 10

Subject to valid existing rights, all Federal lands located in the recreation area are hereby withdrawn from all forms of location, entry, and patent under the mining laws of the United States.

SEC. 11

The Congress hereby recognizes and declares the need to take action to regulate the use of, and protect the surface values of, the Federal lands in the recreation area, and directs that rules and regulations necessary to carry out this section shall be promulgated and issued by the Secretary of Agriculture after consultation with the Secretary of the Interior. Such regulations shall include, when deemed necessary, provisions for control of the use of motorized and mechanical equipment for transportation over, or alteration of, the surface of such Federal Land in connection with any authorized activities on such land, including but not limited to mineral prospecting, exploration, or development operations.

SEC. 12

Patents shall not hereafter be issued for locations and claims heretofore made in the recreation area under the mining laws of the United States.

SEC. 13

There are authorized to be appropriated for the purposes of this Act not more than \$19,802,000 for the acquisition of lands and interests in lands and not more than \$26,241,000 for development. Money appropriated from the land and water conservation fund shall be available for the acquisition of lands, waters, and interests therein within the recreation area.

SEC. 14

(a) The Secretary of the Interior, in consultation with appropriate Federal, State, and local agencies, shall make a comprehensive analysis of the natural, economic, and cultural values of the recreation area and the adjacent Pioneer Mountains for the purpose of evaluating the potentiality of establishing therein a national park or other unit of the national park system. He

shall submit a report of the results of the analysis along with his recommendations to the Congress by December 31, 1974.

(b) His report shall show that in making the aforesaid recommendations he took into consideration, among other things--

(1) the feasible alternative uses of the land and the long- and short-term effect of such alternative uses upon, but not limited to, the following--

(A) the State and local economy,

(B) the natural and cultural environment,

(C) the management and use of water resources,

(D) the management of grazing, timber, mineral, and other commercial activities,

(E) the management of fish and wildlife resources,

(F) the continued occupancy of existing homesites, campsites, commercial and public recreation enterprises, and other privately owned properties and the future development of the same,

(G) the interrelation between recreation areas, wilderness areas and park lands, and

(2) the establishment of a national park in the mountain peaks and upland areas together with such portions of the national recreation area as may be necessary and appropriate for the proper administration and public use of and access to such park lands, leaving the valleys and low-lying lands available for multiple-use purposes.

(c) Any recommendation for the establishment of a unit of the national park system shall be accompanied by (1) a master plan for the development and administration of such unit, indicating proposed boundaries, access or other roads, visitor facilities, and proposed management concepts applicable to such unit; (2) a statement of the estimated Federal cost for acquisition, development, and operation of such unit; and (3) proposed legislation for establishment of such park administrative unit.

(d) There are authorized to be appropriated not more than \$50,000 to carry out the provisions of this section.

SEC. 15

If any provision of this Act is declared to be invalid, such declaration shall not affect the validity of any other provision hereof.

Approved August 22, 1972.

Appendix B

REGULATIONS COVERING LAND ACQUISITION, AND STANDARDS FOR USE, SUBDIVISION, AND DEVELOPMENT OF PRIVATE LANDS WITHIN THE SAWTOOTH NATIONAL RECREATION AREA, SAWTOOTH NATIONAL FOREST, IDAHO

(36 CFR 292.14 - 292.16)

(39 FR 11544, March 29, 1974,
as amended at 41 FR 29379, July 16, 1976;
54 FR 3368, January 23, 1989;
69 FR 55092, October 13, 2004.)

Authority: Provisions of Section 4(a), P.L. 92-400,
August 22, 1972

§292.14 INTRODUCTION.

(a) Purpose. In accordance with the provisions of the Act establishing the Sawtooth National Recreation Area (86 Stat. 612), the regulations of this subpart establish standards for the use, subdivision, and development of privately owned property within the boundaries of the Sawtooth National Recreation Area. The standards are in furtherance of the preservation and protection of the natural, scenic, historic, pastoral, and fish and wildlife values and to provide for the enhancement of the recreational values of the Recreation Area. Unless, in the judgment of the Secretary, such property is being used, or is in imminent danger of being used, in a manner incompatible with such standards, the property or any interest therein, may not be acquired by condemnation. However, private land or an interest therein, determined to be necessary for access to and utilization of public property, and for recreation and other facilities, may be condemned without regard to this restriction, subject however, to the limitation in §292.15(j).

(b) Amendment of regulations. Amendments to these regulations shall be made in accordance with the Administrative Procedures Act (60 Stat. 238, 5 U.S.C. 553), including the publishing of the amendments as a notice of proposed rulemaking with final adoption after interested persons have been given an opportunity to participate in the rulemaking through submission of comments.

(c) Definitions.

(1) Cluster-type development. Planned unit development which allows flexibility in neighborhood and subdivision lot design by dedicating or reserving the land so saved to open space.

(2) Community development plan. A narrative plan with maps which sets forth specific standards for desirable development of a community.

(3) Designated community. A populated area divided into lots, blocks, and streets, as platted and recorded in the official records of the county, containing residences and commercial establishments providing goods and services and retaining the atmosphere of a western frontier ranch-type town and so classified in §292.15(a).

(4) Dude ranching. Development oriented to furnish an outdoor recreational or educational experience related to ranching. Facility development is compatible with the pastoral environment, rustic in nature, and harmoniously colored.

(5) Mineral operations. All functions, work and activities in connection with exploration, development, mining or processing of mineral resources, except prospecting which will not cause significant surface disturbance and will not involve removal of more than a reasonable amount of mineral deposit for analysis and study.

(6) Private property. Lands or interests in lands not owned by Federal, State, or local governments but not including unpatented mining claims.

(7) Ranch-type character. A low profile, rambling, well-proportioned, rustic-appearing, rough-sawn wood or wood and stone structure or group of structures harmoniously situated within a natural environment.

(8) Residential outbuilding. Nonhabitable building detached from the residence, such as a garage, woodshed or storage building.

(9) Secretary. Secretary of Agriculture.

(10) Area Ranger. The Forest Officer having administrative authority for the Sawtooth National Recreation Area.

292.15 GENERAL PROVISIONS - PROCEDURES.

(a) Classification of private property. For the purpose of establishing specific standards applicable to the several parcels of private land within the boundaries, such properties are classified and assigned to land use categories, as shown on the Land Use Category Map dated December 15, 1973, as amended July 16, 1976, on file and available for public inspection in the office of the Area Ranger, Sawtooth National Recreation Area, Ketchum, Idaho. The classification of private properties is based on evaluation of scenic, natural, historic, pastoral, wildlife, and other values.

b) Land use categories. Land use categories shown on the map referred to in paragraph (a) of this section are:

(1) Designated community. All properties inside a designated community.

(2) Residential. Areas for residential development outside

designated communities.

(3) Commercial. Areas for commercial development outside designated communities.

(4) Agriculture. All properties outside designated communities not placed in a residential or commercial land use category.

(5) Mineral. Any areas in the land use in paragraphs (b)(1) through (4) of this section, used for mineral operations.

(c) Changes in classification. The Secretary may make changes in the classification of private lands set forth in paragraph (a) of this section by incorporating such changes in an amendment of these regulations.

(d) Certification of compliance with standards.

(1) Present use. Any owner of property may request in writing the Area Ranger to examine the present use of the property and issue a certification that such present use conforms to the applicable standards established in §292.16 for the land use category in which the property is placed. If after examination the Area Ranger determines that the present use of the property does so conform, he will issue a certification to this effect.

(2) Planned development or change in use. Any owner of property who proposes to change the use or develop his property for other than agricultural use, may submit to the Area Ranger a use or development plan setting forth the manner in which and the time by which the property is to be developed and the use to which the property is to be put. If the Area Ranger determines that the development and use plan conforms to the applicable standards established in §292.16 for the land use category in which the property is placed, he will issue a certification to this effect.

(3) Notification of action. Within 45 days after receipt of request for certification, the Area Ranger shall:

(i) Issue the certification.

(ii) Notify applicant that additional information is needed before action can be taken on the application.

(iii) Notify applicant that certification is denied, and reasons for denial.

(iv) Notify applicant that action on the request is deferred for a specified period of time for stated reasons.

(e) Qualified certifications.

(1) Any owner of a property classified residential or commercial under paragraph (a) of this section which had been improved and was being used for residential or commercial purposes on the effective date of these regulations, but which does not conform to the standards established for properties in the land use category in which the property is placed may nevertheless be issued a certification for period not to exceed 10 years so that the improvements may be made to conform to the standards. Such certification shall specify that it is only effective so long as the property is not subdivided, and is not further improved and the improvements existing on the effective date of these regulations, are not reconstructed, altered, or relocated, except to meet standards. The certification shall specify the date on which it shall terminate.

(2) If the Area Ranger determines, prior to certification,

that a part or all of a property, for which a request for certification is made, is needed for access to and utilization of public property or for recreation and other facilities, he may except from the certification that part of the property needed for these purposes.

(f) Revocation of certification. The Area Ranger will revoke a certification when he finds that the property is being used or developed not in conformance with the terms of the certification or the applicable standards established in §292.16 or is in imminent danger of being so used or developed. Notice of such revocation will be in writing and delivered to the owner in person or by certified mail. A partial revocation may be made when a portion of a property covered by a certification is determined to be needed for access to and utilization of public property or for recreation and other facilities.

(g) Effect of certification. Property for which a certification is held by the owner shall not be acquired by the Secretary by condemnation.

(h) Effect of noncompliance with standards. Property for which a determination has been made that it is being used or developed not in conformance with the applicable standards established in §292.16 for the land use category in which the property is placed may be acquired by the Secretary by condemnation.

(i) Acquisition by negotiated purchase.

(1) Any privately owned land or interest in land determined by the Secretary to be needed in furtherance of the objectives and purposes for which the Sawtooth National Recreation Area was established may be acquired by negotiated purchase, subject only to the limitation in paragraph (j) of this section.

(2) Property which has been developed for use prior to the effective date of these regulations, but which is not in conformance with applicable standards may be acquired by the Secretary through negotiated purchase and the Secretary may permit the owner or owners, their successors, or assigns to retain a right of use and occupancy of the improved property for a definite term not beyond December 31, 1988.

(j) Limitation on acquisitions. Acquisitions of lands or interests therein for access to and utilization of public property and for recreation and other facilities shall not exceed 5 percent of the total acreage of all private property within the Sawtooth National Recreation Area on August 22, 1972. A land acquisition plan shall be prepared by the Area Ranger and approved by the Regional Forester showing those properties needed for access to and utilization of public property or for recreation and other facilities. Said plan may be revised from time to time upon approval by the Regional Forester. Said plan shall be available for inspection by the public in the office of the Area Ranger.

(k) Land exchanges. Some parcels of Federal lands within the Sawtooth National Recreation Area are classified or may be subsequently classified in the overall general plan for the Recreation Area as suitable for selection through land exchange. Using existing land exchange authorities, these Federal lands may be made available for selection by parties owning land within the boundaries of the National Recreation Area to resolve some existing or potential land use conflicts. The values of the properties so exchanged shall be approximately equal,

or, if they are not approximately equal, they shall be equalized by the payment of cash. Federal lands which may be located within the boundaries of designated communities will be considered for exchange only after acceptable community development plans and ordinances have been implemented.

(l) Appeals. Any landowner who is adversely affected by a decision of the Area Ranger under these regulations may file an appeal under the provisions of 36 CFR Part 251, subpart C.

(m) Judicial review. The United States District Court for the District of Idaho shall have jurisdiction to review these regulations upon a complaint filed within 6 months after the effective date of these regulations by any affected landowner in an action for a declaratory judgment, as provided in the Act of August 22, 1972 (86 Stat. 612), section 4(a).

292.16 STANDARDS.

The standards established in these regulations are in furtherance of the preservation and protection of the natural, scenic, historic, pastoral, and fish and wildlife values and to provide for the enhancement of the recreation values of the Recreation Area.

(a) Applicability. The standards set forth in this section for each land use category shall apply to the private land in each such land use category as classified by the Secretary in accordance with §292.15.

(b) Changes in standards. Changes in and addition to the standards may be made from time to time through amendment of these regulations.

(c) General standards. The following standards apply to properties in all land use categories.

(1) Use and development of the property will be in conformance with applicable Federal, State, and local laws, regulations and ordinances.

(2) Development, improvement, and use of the property will not materially detract from the scenic, natural, historic, pastoral, and fish and wildlife values of the area.

(3) There will be adequate provision for disposal of solid and liquid waste originating on or resulting from use of the property.

(4) All new utilities will be underground.

(5) No structures or other improvements will be constructed in or encroaching upon streambeds, banks, and flood plains of live or intermittent streams. Streambeds, banks, and flood plains will not be disturbed, except as may be necessary to construct, operate, and maintain irrigation, fisheries, utilities, roads, and similar facilities or improvements. Any such necessary encroachment will avoid impeding water flow, sedimentation of streams, or entrance of deleterious material into streams.

(d) Designated communities.

(1) The following standards are established until replaced as provided for in subparagraph (d)(2) of this section.

(i) No buildings or structures, or part thereof, erected, constructed, reconstructed, altered, moved, or used for any purpose, except in conformance with the standards established herein.

- (ii) No excavation or topographic change, except that required for foundations, utilities, or roads, that would modify or change the scenic beauty of natural hillsides or mountain slope lands.
- (iii) Minimum 100-foot frontage on new building sites.
- (iv) All new buildings set in 10 feet from each side of property line.
- (v) All new buildings set back 20 feet from front property line.
- (vi) Only one single-family dwelling for each building site or lot.
- (vii) No new building to exceed two stories in height as determined from ground level.
- (viii) No building or structure erected with foundation pillars or stilts that exceeds 36 inches above ground level. Pillars or stilts, if used, must be enclosed.
- (ix) Minimum of 750 square feet for new residences.
- (x) All new buildings constructed of logs, shakes, rough lumber, rough wood, and native stone.
- (xi) Mobile or semimobile homes permitted only in existing mobile home parks.
- (xii) Nonreflective roofs on new buildings.
- (xiii) All new steps and walks constructed of wood.
- (xiv) Paints or stains to be of earth tones common to the area.
- (xv) All buildings and structures, including fences, to be maintained in a usable and serviceable condition or removed. Properties to be maintained in a clean and orderly condition.
- (xvi) Existing plus new buildings or structures cannot occupy more than 30 percent of the land surface on a lot less than 20,000 square feet in area. On any lot larger than 20,000 square feet, existing plus new buildings cannot occupy more than 6,500 square feet. Existing properties exceeding this amount as of the effective date of these regulations may not be further developed.
- (xvii) The standards in paragraphs (d)(1)(v), (vi), (ix), and (xvi) shall not apply to properties developed for commercial purposes.

(2) The Area Ranger shall cooperate with each designated community in the preparation of a community development plan and implementing ordinances which will assure that use and development of the private properties within the community will be consistent with the purposes for which the Sawtooth National Recreation Area was established and with the overall general plan of the Recreation Area. The Secretary may then, by amendment of these regulations, replace the standards adopted pursuant to paragraph (d)(1) of this section with the standards set forth in such community development plan and implementing ordinances as the standards applicable to that designated community.

(e) Residential.

(1) Vegetative cover and screening requirements. Any combination of vegetative screening, topography, and structure design that renders the residence inconspicuous and not obtrusive as seen from main travel routes.

(2) Buildings.

- (i) Not more than one residence on each separately owned contiguous property as recorded in the records of the appropriate county on date of publication of these regulations.
- (ii) Not more than two outbuildings with each resi-

dence. Aggregate square foot area of outbuildings not to exceed 850 square feet and to be limited to one story not more than 22 feet in height.

(iii) Dwelling size not less than 750 square feet of floor space.

(iv) Building architecture compatible with location and the pastoral environment, rustic in nature, harmoniously colored or natural wood finish or suitable wood substitutes, nonreflective roofs and sidings.

(v) Height of buildings to be in keeping with site characteristics and normally not exceeding on-site tree height, or 30 feet.

(vi) Sufficient setback of buildings from centerline of public roads for safety and unhampered traffic flow.

(vii) Minimum building setback from property line - 10 feet.

(3) No excavation or topographic change except that required for buildings, roads, and utilities.

(4) Removal of live trees and other vegetation limited to that necessary to accommodate buildings and roads and to allow installation of utilities.

(5) Roads designed, located, and constructed to minimize adverse esthetic impact and soil erosion.

(6) Owner identification and sale or rental signs not to exceed 2 square feet in size.

(7) Buildings and structures, including fences, to be maintained in a usable and serviceable condition or removed.

(8) No further reduction in size of residential ownerships except that which will not impair the objectives for which the Sawtooth National Recreation Area was established. A certification will be issued pursuant to §292.15(d) upon application in such cases.

(f) Commercial.

(1) General. Service provided must serve a need which cannot readily or adequately be provided in a designated community, and must be compatible with the purposes for which the Sawtooth National Recreation Area was established.

(2) Buildings.

(i) Building architecture to be compatible with the pastoral environment, rustic in nature, harmoniously colored or natural wood finish or suitable wood substitutes, nonreflective roofs and sidings.

(ii) Building height to be in keeping with building size, scale, setback from roads and property boundaries, site size, setting, building design and type of use.

(iii) Sufficient setback of buildings from centerline of public roads for safety and unhampered traffic flow.

(3) Only signs identifying the commercial enterprise being conducted on the property. Signs not to exceed 20 square feet in area, 6 feet in length, and 15 feet maximum height. Signs to be subdued in appearance and harmonizing in design and color with the surroundings. Signs not complying with the standard may be approved by certifications issued pursuant to §292.15(d) in special cases.

(4) No flashing lights.

(5) No new mobile or semimobile homes and mobile home

parks except where they may be located without substantially impairing or detracting from the scenic, natural, historic, pastoral, and fish and wildlife values of the area.

(g) Agriculture.

(1) Only structures which do not substantially impair or detract from the scenic, natural, historic, pastoral, and fish and wildlife values of the area and which are necessary for ranching or dude ranching, such as dwellings, barns, storage buildings, fences, corrals, irrigation facilities, roads, and utilities.

(2) Buildings to be of a ranch-type character with log or other rustic exterior with harmoniously colored or natural wood finish and non-reflective surfaces.

(3) Fences and other improvements to be in harmony with the western ranching atmosphere.

(4) Minimum setback of new buildings to be 150 feet from public roads where determined feasible by the Area Ranger.

(5) No further reduction in size of agricultural ownerships except that which will not impair the objectives for which the Sawtooth National Recreation Area was established. A certification will be issued pursuant to §292.15(d) upon application in such cases.

(6) No signs, billboards, or advertising devices except a property identification sign and one sale or rental sign not to exceed 2 square feet in area, harmonious in design and color with the surroundings. Signs not complying with this standard may be approved by certifications issued pursuant to §292.15(d) in special cases.

(7) Any tree removal and related slash disposal and soil erosion prevention measures to be conducted in a manner that will minimize detrimental effects to the site and adjoining lands.

(8) The general topography of the landscape to be unaltered except for incidental excavation or topographic change required by ranching activities.

(9) Structures and improvements, including fences, to be maintained in usable condition or removed. Those recognized as having historic or esthetic value may remain.

(10) Roads to be designed, located, and constructed to minimize esthetic impact and soil movement.

(11) Agricultural practices to be limited to hay production and pasture and range grazing in a manner which does not degrade water quality or result in accelerated soil erosion.

(h) Mineral operations. The standards set forth in this paragraph shall apply to a private property or portion thereof in any land use category which is used for mineral operations. To aid in determining whether a planned mineral operation will conform to these standards, the owner of the property shall submit to the Area Ranger a proposed plan of operations. If the Area Ranger determines that the proposed operation conforms to the standards established herein, he will approve the plan and such approval shall constitute the certification provided for in §292.15(d).

(1) Operations will be confined to those locations where

they may be conducted without substantially impairing or detracting from the scenic, natural, historic, pastoral, and fish and wildlife values of the area.

(2) The general standards set forth in paragraph (c) of this section shall apply to any mineral operations.

(3) The operations as described in the plan of operation and as they are carried out in accordance with the plan shall:

- (i) Comply with Federal and State air and water quality and waste disposal standards.
- (ii) Minimize adverse impacts on scenic values.
- (iii) Provide for prompt stabilization and restoration of areas disturbed by the operations.

Appendix C

FOREST SERVICE ARCHITECTURAL PREFERENCES GUIDE FOR PRIVATE LAND DEVELOPMENT WITHIN THE SAWTOOTH NATIONAL RECREATION AREA

The Backdrop...

All of the private lands within the Sawtooth National Recreation Area (Sawtooth NRA) are affected by the Private Land Regulations (36 CFR 292.14-16) that establish standards for use, subdivision, and development of the private lands in the Sawtooth NRA. The Forest Service is directed by the law (P.L. 92 -400) to preserve and protect the natural, scenic, historic, pastoral, and fish and wildlife values of the Sawtooth NRA. The Forest Service carries out this obligation by administration of the Private Land Regulations.

This document complements but does not replace the provisions in the law creating the Sawtooth NRA and the Private Land Regulations. It explains what the Forest Service considers when reviewing changes to uses on the private lands and provides practical examples of design elements for landowners to consider in their development plans.

The best results are achieved when landowners choose to work with the Forest Service Private Lands and Easement Administrator early and often in their planning. The Forest Service welcomes interaction with the landowners, their architects and builders, or realtors for any proposed change to private property within the Sawtooth NRA.

Looking at the Visual Impacts....

Every property has a distinctive contribution to protecting Sawtooth NRA values depending upon its location and physical attributes, which contribute directly to how a proposed structure will be viewed within the landscape. These are referred to as “Visual Absorption Capability factors.”

The following are features that the Forest Service considers in evaluating a development proposal. These

elements can either assist or “detract from” the ability of a landscape to absorb alteration and still retain a desired visual quality. They are presented here to help landowners determine how their proposed development might be designed to be visually compatible with objectives for protecting and preserving Sawtooth NRA values according to their property’s unique location.

- **Viewing Distance.** As the distance between the observer and the activity increases, generally a landscape’s ability to absorb visual impact increases. Usually sites located within ¼ mile of a viewing corridor are the most sensitive and critical.
- **Number of Viewers and Duration of View.** The Sawtooth NRA scenic byways receive over one million viewers per year. Properties with a short viewing duration will result in higher visual absorption capabilities; longer viewing durations result in a low visual absorption capability.
- **Screening.** Existing topographic or vegetative screening, between the activity or development and the viewing corridor will increase a site’s ability to mitigate visual impacts.
- **Existing Vegetation.** Building sites that utilize existing native stands of conifer, aspen, and even willow clumps for screening, benefit with a higher absorption capability.
- **Vegetative Patterns.** Landscapes with a higher diversity of vegetative patterns also have higher visual absorption capability. However, sites with uniform, low growing vegetation such as grass/sagebrush will provide little opportunity to visually absorb any impacts.
- **Slope.** Generally, as the slope increases toward the viewer, the ability of the site to absorb alteration decreases.
- **Soil Disturbance.** Soil disturbance that results in visible color contrast to surrounding vegetation would also reduce visual absorption of the site.
- **Focal Points.** Building sites located near ridge tops or other natural focal points will attract viewer attention and have less visual absorption capability. Building sites located near convergence points of steep landforms become a visual focal point and would also have a low visual absorption capability.

These visual absorption factors and the following

design preferences for a specific site are considered in each evaluation.

Preferences...

In the 1990s, Forest Service staff researched and conducted historical assessments and analyzed architectural styles and how they impact the Sawtooth landscape (Management Direction for the Rural Historic Landscape of the Sawtooth Region, Stone 1995; The Cultural Development of the Sawtooth National Recreation Area in Central Idaho, Walsworth 1996). The research and analysis identified a "Period of Significance from 1890-1945." Architectural features that dominated this period were the use of wood and stone materials, earth tone colors, simplistic roof lines, small and square or mullioned windows, modest sized structures, and clustered buildings. The Forest Service analysis revealed that the Sawtooth NRA core values could be preserved and protected by incorporating these characteristics into new development.

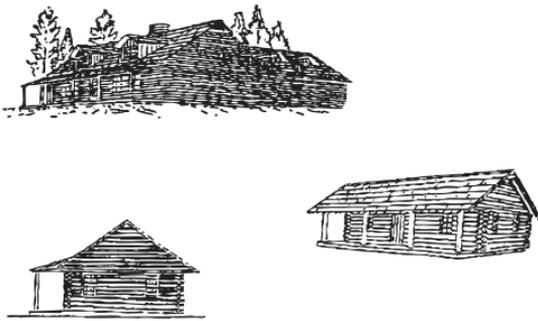
The "preferences" in this guide are not mandatory and do not replace the standards found in the Private Land Regulations (36 CFR 292.14-16). This guide is intended to assist landowners by providing more detailed information about a number of architectural elements for which it has been pre-determined that, when incorporated into development, will not materially detract from the scenic, natural, historic, pastoral, fish and wildlife values of the Sawtooth NRA (36 CFR 292.16(c)(2)). This guide is not comprehensive, and elements other than the identified preferences may still be appropriate. Additional analysis is usually required to determine whether proposed development which does not adhere to these preferences is in compliance with the Private Land Regulations. However, development complying with these preferences can usually be certified more expeditiously because the analysis has already been completed and the preferences have been pre-determined to not materially detract from the core values. The following guidelines draw from over thirty-five years of experience in implementing P.L. 92-400.

The preferences for the development of private lands within the Sawtooth NRA are:

1. Location of a building site. The location of your development could significantly impact the scenic, fish and wildlife values of the Sawtooth NRA. A carefully considered building site can maintain natural views from the travel corridors, minimize the need for costly mitigations, and avoid wetlands, ri-

parian areas, or wildlife habitat. For these reasons, the Sawtooth NRA staff appreciates the opportunity to meet with landowners on the site to discuss the selection of a building envelope that would complement the immediate environment and protect the Sawtooth NRA values. Owners should also consider risks from wildfire in locating development.

2. Architectural elements. Log and timber construction in simple building styles and shapes that use western ranch-type features (such as long sloping roofs, overhanging gable ends, and use of dormers) are preferred. Styles using “T” hidden wings or “V” broken wings can blend structures into the landscape. Clusters or groups of smaller buildings, rather than fewer larger buildings, typified historical development in the region.



3. Building height. Height is measured as the vertical distance from the highest point of the roof directly to natural grade. Low profile structures are preferred in open vegetation settings and are required on agriculturally classified lands. The low profile preference uses the industry standard height for a single story of 22 feet from the highest point of the roof directly to the natural grade. A taller structure may be acceptable on residential and commercial classified lands considering site specific characteristics.

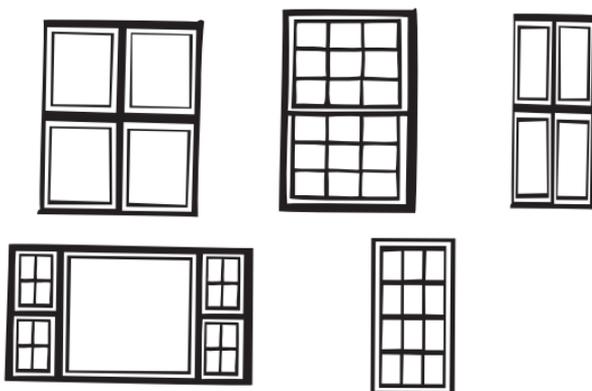
4. Exterior color. Earth tones common to the area that create the least amount of visual contrast with the vegetation and surrounding landscape are preferred. Generally darker browns work best; however, in some aspen or sagebrush sites grays or tans may also be appropriate. Color is a key element that helps the structure to “melt” into the surroundings.

5. Exterior finish and materials. The Private Land Regulations require wood or wood appearing materials (such as logs, squared timbers, rough lumber, board and batten, wood lap siding, T1-11, simulated wood concrete fabrication, shakes or shingles). Exterior finish materials that are not authorized

include stucco, plaster, brick, canvas, and vinyl or metal siding.

6. Roofs. Single ridgelines, roof pitches between 3:12 to 8:12, and dormers with a roof pitch between 7:12 to 12:12 are preferred. Desired roofing materials include composite shingle, shake or wooden shingle, simulated wood concrete fabrication, matte or flat finish metal. The Private Land Regulations require non-reflective material.

7. Windows. Traditional rectangular or square shapes that enhance a historic, rustic architectural style are preferred. Triangular, rounded or non-traditional shapes are discouraged as they tend to be a visual focus and therefore detract from the natural setting. The preference is that windows should encompass less than 30% of any individual exterior wall and that the maximum undivided window surface for a single window should be 25 square feet. True divided (mullion-style) windows are encouraged.



8. Accessory improvements. Antennas, towers, dishes, recreational vehicles, statuary and other non-traditional equipment should be out of public view, harmoniously colored to blend within the natural environment, and/or naturally screened. Other non-traditional accessories such as solariums, carports, second story decks, porte-cocheres, massive chimneys, and gazebos are some examples of other non-traditional features that do not subordinate themselves to the surroundings and can stand out in the Sawtooth NRA setting. Sign requirements are addressed in the regulations.

9. Lighting. Dark sky lighting is preferred and may be required by county ordinance. To minimize light pollution, use 150 watt (or less) bulbs in fixtures designed or shielded so emitted light rays are projected below a horizontal plane running through the lowest point on the fixture.

10. Utilities. All new utilities are required to be underground (36 CFR 292.16(c)(4)).

11. Landscaping. Only native plants are recommended. A tree planting guide is available. Non-indigenous species (such as blue spruce) detract from the natural and historic values of the NRA. Urban landscaping features such as decorative ponds and artificial mounds or berms are discouraged. The Sawtooth NRA staff can provide site-specific recommendations for landscaping that blends development with the natural surroundings.

12. Fences. Wildlife passable fencing is preferred. Characteristics of “wildlife-friendly” fencing include lower heights and higher bottom gaps, let-down sections, gaps, or gates that can be left open for winter passage. The preference is for a maximum height between 42 to 48 inches for worm, jack, post and pole, or wire fences, with an 18 inch minimum gap between the lowest rung or wire and the ground.

Log worm, jack, or post and pole fencing help to preserve the scenic, historic, and pastoral character of the Sawtooth NRA. Barbed wire fences with smooth bottom and top wires improve wildlife passage. Electrify only the top wire when using electric fencing. Woven-wire fencing is discouraged. Corrals, loading chutes, and entrance gates are considered on a case-by-case basis.

13. Building Footprint. The building footprint size is calculated as the total square footage of the building area in contact with the ground, including attached garages and enclosed extensions such as decks or porches. For residential and commercial properties in the open sage/grassland or transition settings, a larger footprint may be possible with low profile (single story) development.

Vegetative Setting	Distance of development from Travel Route		
	0 - ¼ miles	¼ to 2 miles	> 2 miles
Open Sage/Grassland	< 1800 sq ft.	< 2400 sq ft.	< 3000 sq ft.
Transition 1	< 1800 sq ft.	< 2400 sq ft.	< 3500 sq ft.
Forested	< 2400 sq ft.	< 3000 sq ft.	< 4000 sq ft.

The Transition vegetative setting is a transition between the Forested and Open Sage/Grassland vegetative settings.

Again, these preferences are not mandatory and serve only as a guide. This information should aid you in planning the development on your private land in such a way that the natural, scenic, historic, pastoral, and fish and wildlife values of the Sawtooth National Recreation Area are preserved and protected. Please contact your Forest Service Private Land & Easement Administrator early and often as you consider changes or new development on your property.



SAWTOOTH SOCIETY®

An independent, nonpartisan, nonprofit organization established in 1997 to help protect the 765,000 acre Sawtooth National Recreation Area

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“to assure the preservation and protection of the natural, scenic, historic, pastoral, and fish and wildlife values, and to provide for the enhancement of the recreational values associated therewith...”