

Table of Contents

Executive Summary	3
Capacity Analysis and Allocation Objectives.....	4
Process for Determining Numerical Visitor Capacity.....	4
Process Overview.....	4
Phase 1 - Define Analysis Areas and Determine Need to Address Capacity.....	4
Phase 2 - Establish Desired Conditions and Social Capacity Experience.....	5
Phase 3 – Estimate Capacity for each Compartment and Allocate Use	8
Other Considerations	11
Capacity Analysis by Compartment	13
Jicarilla.....	13
West Side GFA.....	15
Trout Lakes.....	16
East Side Questa GFA.....	18
Camino Real GFA.....	20
Camino Real East Side GFA	22
Valle Vidal	23
Latir Peak.....	25
Columbine-Hondo.....	27
Cruces Basin	29
Pecos Wilderness	31
Wheeler Peak Wilderness.....	33
Allocation Recommendations	34
Monitoring Plan	36
Managerial Capacity	36
Conclusions	39
Using this O-G Program Analysis.....	39
References	41

Executive Summary

This document estimates visitor capacity and recommends outfitter-guide allocations by geographic area, or compartment, on the Carson National Forest. Standards for encounters and group size were used to establish a maximum theoretical visitor capacity for each compartment. Since the Forest Plan only contains guidelines for desired party size, these standards served as the baseline for determining typical party sizes for a range of social experiences across the forest.

For each compartment, an interdisciplinary team identified desired conditions and assigned the most appropriate social experience. The team also determined the site-specific management considerations, values, issues and suitable outfitter-guide activities in each compartment.

Compartment capacity was established by identifying the season of use, the limiting factor to visitor use, and the opportunity for visitors to disperse throughout the compartment. Recommendations for an allocation of outfitter-guide service days per compartment were determined after consideration of the availability for additional use and are displayed as a percentage of the total visitor capacity. Management considerations for outfitter-guide management are included for each compartment.

A summary table is located on page 38 which details the need to address capacity by compartment and the recommended and maximum outfitter-guide allocations in service days.

Several compartments showed some capacity available for outfitter-guides, although a check will need to be done on how many service days are already being used in those compartments. A few were limited by social factors such as crowding and user conflicts, while a few compartments had other resource impact concerns, in particular impacts to wildlife. In some circumstances, the presence of outfitter-guides was identified as being beneficial to alleviating known resource impacts. Conclusions and how to use this capacity analysis and allocation are included at the end of this document.

Introduction

Resource and social impacts of recreation use constitute long-standing issues in the field of recreation and wilderness management, and these issues are often addressed within the context of visitor capacity. Social capacity is the level of use beyond which social impacts such as crowding and conflict exceed desired conditions. Environmental or resource capacity occurs when biophysical factors cannot withstand a level of use, thereby creating unacceptable changes to resources such as soils and vegetation. These biophysical and social desired conditions are judgments that managers must make, with appropriate input from stakeholders.

Capacity Analysis and Allocation Objectives

The objective of this analysis is to establish numerical visitor capacity estimates that can be used to support how much use will be allocated to outfitter and guides. The intent is to establish a baseline for estimating a current level of use appropriate for outfitter and guides with the understanding that subsequent monitoring will help refine visitor capacity estimates and appropriate allocations for both commercial and non-commercial use over time (as new information becomes available). I know we need to tweak the table (I think it was an indicator and threshold table) and fine tune it a little more but the monitoring will really resonate with the rangers I think.

Process for Determining Numerical Visitor Capacity

The numerical visitor capacity estimates for the Carson National Forest are based on the work of the Interagency Visitor Use Management Council (<https://visitorusemanagement.nps.gov/>). The Visitor Use Management Framework Guide suggests that numerical visitor capacity estimation can be applied most effectively through formulation of thresholds and indicators for biophysical conditions (resource capacity) and for the visitor experience (social capacity).

There is no perfect approach to determining visitor capacity. For small, linear features such as a river corridor, managers may choose to use available campsites and parking spaces. Some capacity analyses have considered "useable acres", though this can be problematic as visitors tend to concentrate in favorite areas. This analysis considered available data, visitor use patterns, known resource and social issues, and desired conditions from both the Forest Plan and from the interdisciplinary team.

Process Overview

This capacity analysis considered both biophysical conditions and visitor experience in making numerical visitor capacity estimates within the context of three phases:

- Define Analysis Areas and Determine Need to Address Capacity
- Establish Desired Conditions for Social Experience is this based on ROS settings?
- Estimate Capacity for each Compartment and Allocate Use

Phase 1 - Define Analysis Areas and Determine Need to Address Capacity

The capacity analysis began by mapping analysis areas or compartments where the current visitor use or demand is below, meeting, or exceeding social and/or resource capability. Compartments for this analysis were based on how visitors use the forest. The purpose of this phase is to determine which compartments have a low, moderate or high need to address capacity based on a broad overview of social, managerial and/or resource issues and concerns within the compartment.

Capacity mapping resulted in three situations: (a) areas where visitor use or demand is not an issue (low need to address capacity), (b) areas where visitor use or demand is moderate and/or resource concerns exist (moderate need to address capacity), (c) areas where visitor use or demand is high and/or resource concerns exist (high need to address capacity).

In this phase, 12 compartments were considered by an interdisciplinary team. The team identified the need to address capacity based on a series of questions related to social, environmental and/or managerial concerns.

Phase 2 - Establish Desired Conditions and Social Capacity Experience

This phase established desired conditions and quantified a maximum amount of acceptable use based on the desired visitor experience for various landscape-level social experiences across the Forest (referred to as Social Experience Desired Conditions).¹

Desired conditions, as well as thresholds, can sometimes be found in existing plans but in many cases they will need to be developed. Even thresholds in existing plans may need to be adapted or supplemented. The Carson Forest Plan provides standards that form the specific thresholds for one wilderness (Wheeler Peak); however explicit thresholds for all wilderness and non-wilderness areas were not established. ROS definitions and norms as well as professional, informed judgment was used to establish desired conditions and thresholds for various Social Experience Desired Conditions in non-wilderness and wilderness (see Table 1).

Desired conditions for visitor experience are based on social indicators. Indicators are specific quantitative variables that define the resource and social conditions to be managed (Cole and Carlson 2010) Encounters are a commonly used indicator of visitor experience used to reveal levels of unacceptable social impacts such as crowding and user conflicts. Encounters occur when individuals or groups of people recreating see each other on a trail, road, campsite or other location within the landscape. Group size is also commonly used, since some visitors prefer encounters with smaller groups rather than large ones, although research suggests tolerance can also be tied to behavior. Other indicators sometimes used include perceived crowding, opportunities for solitude and the amount of human presence that can be expected in an area, though these are largely dependent on individual preference and tolerance. The social indicators used to establish visitor capacity analysis were:

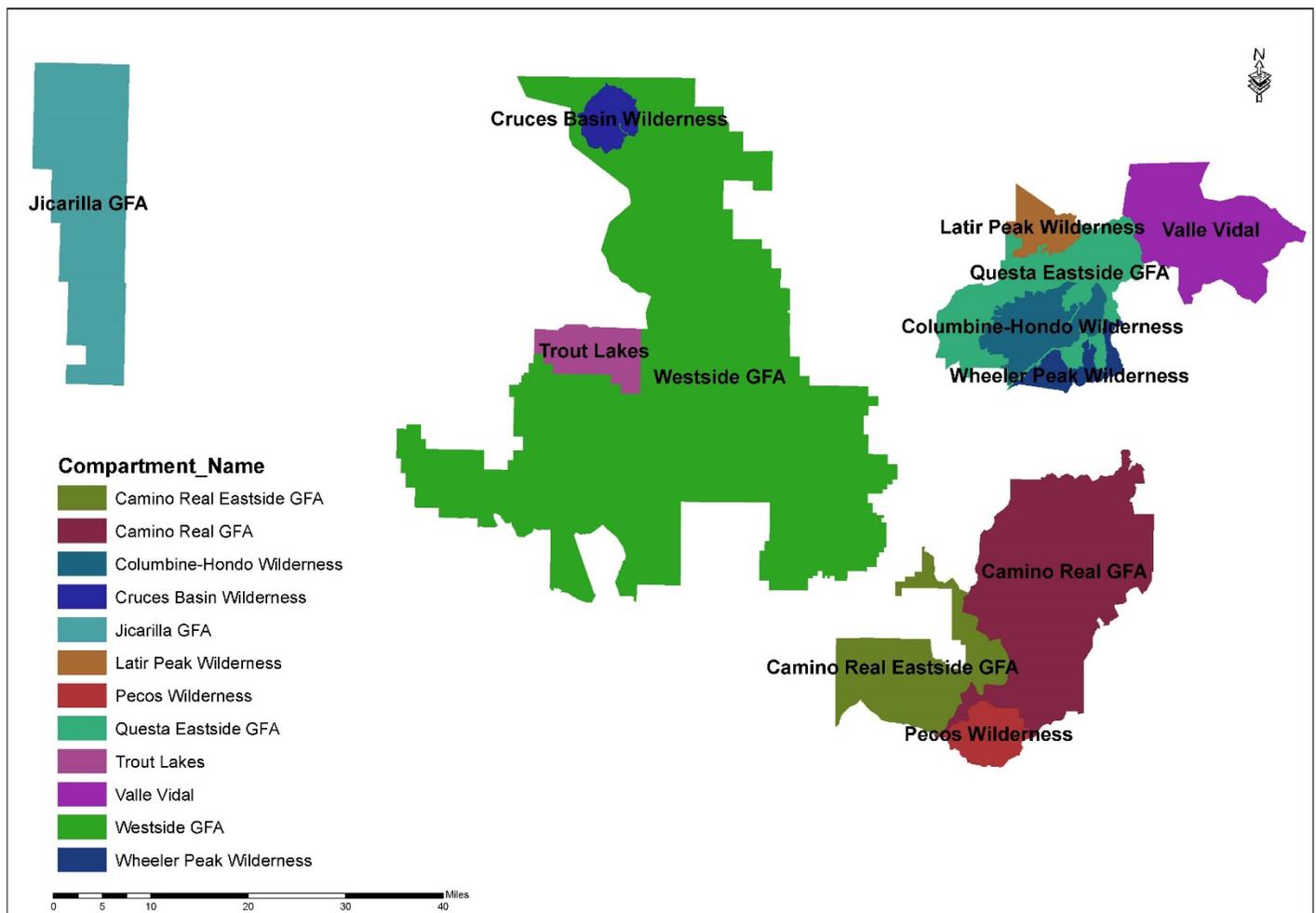
- Maximum encounters per day
- Maximum group size

¹ Social Experience is a descriptor based on desired conditions, typically encounters and group size that is applied to a compartment. Experiences range from the more primitive to the urban interface, and can be derived from Forest Plan standards, ROS class standards, and a desired range of visitor social experience

thresholds are near to being reached, unacceptable impacts are occurring, or if there are large fluctuations in hunting, management actions to mitigate these factors should occur.

Management recommendations for managing guided hunting include working with outfitters to disperse or select appropriate campsites, recommending less-crowded compartments, trails, and roads, and placing stipulations in permits to avoid resource and social impacts.

Figure 1. Compartments



Phase 3 – Estimate Capacity for each Compartment and Allocate Use

During Phase 3, further consideration of Forest Plan direction as well as social and resource values and issues related to visitor capacity is given to the compartments which were mapped during Phase 1. As described in [“A Guide to Numerical Visitor Capacity in Wilderness, David Cole and Tom Carlson, 2010”](#), an entire compartment must be allocated to just one dominant social experience. The maximum level of capacity for that

desired social experience is then adjusted to reflect the specific issues at the compartment level. For example, in one compartment the concern might be disturbance to wildlife; in another it might be crowding. Consequently, the optimum social capacity amount established in Phase 2 would need to be reduced in order to address resource issues and concerns at the compartment level. The maximum compartment capacity will be determined by the most limiting of the thresholds. A look at opportunities may also result in reduction of the social capacity threshold. For example, a compartment may have only one or two access points and very few trails. Terrain may funnel visitors into one main area. All of these factors affected capacity.

The steps for this Phase are summarized as follows:

1. Identify desired social experience for the compartment
 - a. Identify maximum capacity based on season of use.
2. Identify issues, indicators and thresholds for the compartment.
 - a. Use additional management direction and results from Phase 1.
3. Determine the estimated visitor capacity for the compartment.
 - a. Identify the limiting social and/or resource factor for the compartment.
 - i. Adjust capacity based on the limiting factor.
 - b. Determine the limiting opportunity factor for the compartment.
 - i. Adjust capacity based on the opportunity factor.
4. Recommend a range of service days for outfitter-guides.
 - a. Determine desired interaction with outfitter-guides
 - b. Recommend a range of service days based on interaction factor (see table 4) and on other factors discussed above.

Adjustment Factors

This framework emphasizes consideration of limiting factors as the basis for estimating capacity at the compartment level. A determination of the most limiting factor or critical issue, as well as the severity of the factor is used as the primary driver for adjusting/reducing capacity. Adjustments are made in a two-step process which involves a reduction for the most limiting social or environmental factor followed by a reduction that accounts for the opportunity to disperse. Tables 4 and 5 describe the factors and criteria used to reduce compartment maximum capacities where needed. The reduction percentages were determined using professional judgment of the relative impact of the factor. For example, a limiting factor that was severe enough to rank as “High” was determined to reduce theoretical capacity by 50%, due to potential displacement, restrictions, or changes to visitor experience. This is shown as a framework in which to determine a numerical capacity where it is needed. Where numerical capacity is not necessary, other tools such as limitations on both guided and unguided groups, targeted and specific monitoring, or timing/location requirements can be used.

Table 3: Social and/or Resource Limiting Factors and Percent Reduction

Resource Severity	Definition (Wilderness & Non-Wilderness)	Percent Reduction from Maximum Capacity
Low	Low potential exists for an environmental or social factor to limit capacity and occasional instances may occur (e.g. conflicts, crowding, and impacts to environmental resources); however, instances are very limited.	None
Medium	Moderate potential exists for an environmental or social factor to limit capacity; documented instances have occurred (e.g. conflicts, crowding, impacts to environmental resources); instances occur on a site-specific and occasional basis.	25%
High	High potential exists for an environmental or social factor to limit capacity; there are on-going instances of impacts to the limiting factor from visitor use (e.g. conflicts, crowding, impacts to environmental resources); instances occur regularly and over a large part of the compartment.	50%

Table 4: Opportunity to Disperse and Percent Reduction

Opportunity to Disperse	Definition (Wilderness & Non-Wilderness)	Percent Reduction from Limiting Factor
Low	Opportunities for visitors to disperse are limited due to small compartment size (less than 50,000 acres), terrain, a low number of trails/roads; few desired destinations with high scenic/recreational qualities, length of season and/or few access points and parking.	50%
Medium	Opportunities for visitors to disperse are moderate due to moderate compartment size (50,000 to 100,000 acres), terrain and moderate number of trails/roads, a moderate number of desired destinations with high scenic/recreational qualities, length of season and/or a moderate number of access points and parking.	25%
High	Opportunities for visitors to disperse are high due to large compartment size (more than 100,000 acres), terrain, a high number of trails/roads, a high number of desired destinations, length of season and/or a high number of access points and parking.	None

Allocation of Use

Once visitor capacity was established for each compartment, a recommendation of allocation of use to commercial/non-commercial sectors was made. Allocation can best be supported by collaborating with stakeholders and focusing monitoring on data needed to determine which group (i.e., commercial vs. non-commercial) may be causing the greatest social and/or resource impacts and at what specific locations. Thus, allocation between guided and unguided visitors used an allocation factor based on the availability for additional use (as displayed in Table 6). The percentages were determined using the current situation and a reasonable amount of growth.

Table 5: Outfitter and Guide Allocation Factors

Compartment Availability	Definition (Wilderness & Non-Wilderness)	Percent Allocation
Low	<p>For this rating, two of these factors should be present:</p> <ol style="list-style-type: none"> 1) Size, terrain, destinations, campsites, access points, and/or # of trails may limit the ability to disperse use and/or accommodate larger or more frequent groups. 2) Resource concerns related to visitor use may exist in a large portion of the compartment, and/or monitoring indicates that additional use (guided/unguided) could likely not be accommodated in the majority of the compartment. 3) Visitors generally expect and the desired condition is for remoteness, solitude, and few encounters with others. Most activity types and group sizes are similar in nature., 	5 %
Medium	<p>For this rating, two of these factors should be present:</p> <ol style="list-style-type: none"> 1) Compartment size, terrain, destinations, access points and/or # of trails provide an ability to disperse use and/or accommodate larger or more frequent groups in at least 50% of the compartment. 2) Resource concerns related to visitor use are limited to specific sites and impacts from guided use can be avoided by stipulations in the outfitter's permit. Monitoring indicates that some additional use (guided/unguided) could be accommodated, though not in all places and all seasons. 3) Visitors generally expect and the desired condition is for a dispersed recreation experience, with occasional encounters with others. There may be a mix of activity types and group sizes. 	10%
High	<p>For this rating, two of these factors should be present:</p> <ol style="list-style-type: none"> 1) Compartment size may be large and/or terrain, access points, destinations, access and/or trails provide a high ability to disperse use and/or accommodate larger groups. 2) Resource concerns are relatively low and monitoring indicates additional use (guided/unguided) could be accommodated. 3) Visitors generally expect and the desired condition is for a variety of recreation experiences, from developed to dispersed and remote. There is a mix of activity types and group sizes. 	15%

Other Considerations

Numerical capacity estimates are not meant to be static. Changing conditions and application of new information can cause managers to revise capacity numbers. For example, construction of new trails, or conversely, lack of maintenance on existing trails, can either increase or decrease capacity in an area. Listing of an endangered species, designation of special areas and increases in visitor use can contribute to a change in capacity. Managers should revisit numerical capacity on a regular basis to ensure they reflect the most current research, monitoring and information. (See Appendix C)

Compartments with Low Need to Address Capacity

Compartments that showed a low need to address capacity do not typically receive an allocation range or a visitor capacity determination in a capacity document. *Where environmental/ experiential values are threatened by excessive use, capacity estimates should be specific. Where values are not threatened, capacity can be addressed effectively, without specific numerical capacities, by developing objectives/standards and rough approximations of capacity. If current use is far below capacity, more rigorous analysis and precise capacities are unwarranted* (Cole, 2011). Instead, it is recommended that managers allocate outfitter-guide use at a low

percentage of the theoretical capacity for that social experience and carefully monitor standards and indicators. Should standards become close to being exceeded, a number of management actions can take place. These should apply to all visitors unless it can be determined that outfitter-guide use is contributing to degradation of resources.

Reducing Use in Areas over Capacity

Managers may discover that current outfitter-guide use exceeds the capacity recommendations in this document. There are some options to consider:

Attrition: As outfitters retire, do not allow new businesses to apply for those permits.

Priority service day review: As directed in the 2008 policy change, a review of the last five years of actual use should be undertaken for all priority use permit holders. This often serves to effectively reduce the number of service days that are authorized, as businesses commonly hold many more days than they actually use each year.

Reducing use on existing permits: While not an attractive option to permit holders, this can be a way to reach desired allocation levels. Outfitters could be offered service days in similar compartments that are not close to reaching the capacity recommendations.

Priority and Temporary Use Pools

In some compartments, the existing outfitter-guide authorizations may be well below the recommendations. Managers have the option to continue with the status quo and monitor limiting factors or, based on need, may wish to maintain pools of service days available to businesses on a year-by-year basis based on a set of criteria (for example, a business may have a one-time increase that is not expected to carry forward into subsequent years). This allows managers to be more flexible with allocations instead of being locked into administering priority use permits that may not be needed each season. A set number of service days would be authorized on a first-come, first served basis with a deadline for requests and would be granted based on public and agency need as identified in the Needs Assessment, the validity of the request and the reasons for it, existing managerial capacity for administering the permit to standard, and other criteria as determined by the Forest.

Capacity Analysis by Compartment

Jicarilla

Acres: 157,860
 Operating Season: Year-round
 Need to Address Capacity: Low
 Dominant Social Capacity Experience: Backcountry

Desired Social Conditions/Thresholds, Values and O-G Activities

Desired Social Conditions	Desired Social Thresholds	Values	O-G Activities
<ul style="list-style-type: none"> Low to moderate contact with other visitors 	<ul style="list-style-type: none"> 20 encounters/day Group size = 25 	<ul style="list-style-type: none"> Large road system provides opportunities 	<ul style="list-style-type: none"> Hunting, photography

Compartment Issues, Indicators and Thresholds

Issues	Severity (H,M,L)	Indicator/Measure	Threshold	Threshold Rationale	Potential Management Actions
Impacts to visitor experience from crowding/conflicts	L	Encounters # of encounters per day	Encounter threshold not exceeded 80% of the time ² .	A high level of encounters can affect social experience	Encourage use in lower use seasons; suggest alternate routes; permit system, quotas
Impacts to resources from visitor use	L	Observed changes in population due to energy expenditure of deer in winter habitat from lion and bear hunting	No documented change (birth, death rates) from energy expenditure in avoiding hunters	Concern expressed from specialist over impacts from this activity	Work with conservation department to educate/control impacts Seasonal closures
Managerial difficulties	L	# of complaints from permitted O-Gs regarding unauthorized guiding	No more than 1-2 per season	People permitted by the BLM camp on USFS; time to investigate and respond to complaints causes managerial time and effort	Work with BLM to educate and enforce; include information in BLM permits Provide maps and signs on hunter websites

Allocation Recommendation

Availability Factor	Low	Medium	High
Encounter frequency, types of activities, expectations		X	

Site Specific Management Adjustments/Recommendations:

- The need to address capacity was identified as low in this compartment. Consider monitoring thresholds and involving stakeholders before relying only on numerical capacity.

² This threshold allows for the variance in encounters that can result from increased visitation—on holidays, weekends, or during specific events, encounters may be higher; 80% of the year or use season, encounters would fall within the desired range.

- Since visitor use is heaviest during hunting season consider working with outfitters to disperse use and camping locations if conflicts arise. When the five-year service day analysis occurs for priority permits, determine if a pool of days could be made available from unused service days to meet additional demand.

West Side GFA

Acres: 765,406
Operating Season: Year-round
Need to Address Capacity: Low
Dominant Social Capacity Experience: Backcountry

Desired Social Conditions/Thresholds, Values and O-G Activities

Desired Social Conditions	Desired Social Thresholds	Values	O-G Activities
<ul style="list-style-type: none"> Moderate contact with other visitors 	<ul style="list-style-type: none"> 20 encounters/day Group size = 25 	<ul style="list-style-type: none"> High level of varied opportunities High draw for hunting 	<ul style="list-style-type: none"> Current: fly fishing, hunting, mountain biking, hiking, photography

Compartment Issues, Indicators and Thresholds

Issues	Severity (H,M,L)	Indicator/Measure	Threshold	Threshold Rationale	Potential Management Actions
Impacts to visitor experience from crowding/conflicts	L	Encounters # of encounters per day	Encounter threshold not exceeded 80% of the time	A high level of encounters can affect social experience	Encourage use in lower use seasons; suggest alternate routes; permit system, quotas
Impacts to resources from visitor use	L	N/A	N/A	Low level of concern indicated by specialists; develop thresholds as needed	Monitor visitor use impacts
Managerial difficulties	L	# of instances of reported unauthorized guiding	No more than 1-2 per season	Unauthorized guiding has been identified as a concern in this area; law enforcement is limited	Work with law enforcement and conservation department to enforce and educate clients to ensure their guide is authorized

Allocation Recommendation

Availability Factor	Low	Medium	High
Encounter frequency, types of activities, expectations			X

Site Specific Management Adjustments/Recommendations:

- The need to address capacity was identified as low in this compartment. Consider monitoring thresholds and involving stakeholders before relying only on numerical capacity.
- In areas where campsites are heavily used during hunting season, consider working with outfitters to self disperse, select different sites, or potentially assign sites.

Trout Lakes

Acres: 34,623
 Operating Season: Year-round
 Need to Address Capacity: Moderate
 Dominant Social Capacity Experience: Backcountry

Desired Social Conditions/Thresholds, Values and O-G Activities

Desired Social Conditions	Desired Social Thresholds	Values	O-G Activities
<ul style="list-style-type: none"> Low to moderate contact with other visitors 	<ul style="list-style-type: none"> 20 encounters/day Group size = 25 	<ul style="list-style-type: none"> Attractive lake destinations Campgrounds and facilities 	<ul style="list-style-type: none"> Current: Fishing, hunting, hiking, photography

Compartment Issues, Indicators and Thresholds

Issues	Severity (H,M,L)	Indicators	Threshold	Threshold Rationale	Potential Management Actions
Impacts to visitor experience from crowding/conflicts	H	Encounters # of encounters per day	Encounter threshold not exceeded 80% of the time	A high level of encounters can affect social experience	Encourage use in lower use seasons; suggest alternate routes; permit system, quotas
Impacts to resources from visitor use	M	Change in vegetation loss due to camping	No increase in veg loss that would not recover in one season	Vegetation loss has been observed at campsites and can cause erosion/soil loss	Education Seasonal restrictions Closures Designated campsites
Managerial difficulties	M	# of citations for illegal use	% increase in citations over baseline (2017)	Moderate amount of illegal use in this compartment makes management difficult and strains capacity.	Education Barriers Restoration of unauthorized routes

Limiting Factor Reduction

Maximum Social Experience Capacity	Compartment Limiting Factor	Severity			Adjusted Capacity
		High	Medium	Low	
		.5	.75	0	
182,500 visitor days	Social	X			91,250 visitor days

Opportunity Factor Reduction

Adjusted Compartment Capacity	Opportunity Factor	Opportunity			Adjusted Capacity
		High	Medium	Low	
		0	.75	.5	
91,250 visitor days	Opportunity to disperse			X	45,625 visitor days

Allocation Recommendation

Availability Factor	Low	Medium	High
Encounter frequency, types of activities, expectations	X		

Site Specific Management Adjustments/Recommendations:

- Only permit 10% or another low, reasonable number of campsites in developed campgrounds to outfitters to alleviate the problem of them taking over the entire campground.
- Impacts to vegetation from camping at Trout Lakes were identified by the team; consider assigning sites to outfitters and closing/revegetating/hardening others.
- OHV off road use is causing impacts in this area, according to the team. Ensure that outfitters are not contributing to this problem. Consider adding OHV education to those permits that use this type of transport.
- Improve/harden dispersed camping areas or install barriers etc. to restrict access to sensitive areas.

East Side Questa GFA

Acres: 90,342
 Operating Season: Year-round
 Need to Address Capacity: Moderate
 Dominant Social Capacity Experience: Backcountry

Desired Social Conditions/Thresholds, Values and O-G Activities

Desired Social Conditions	Desired Social Thresholds	Values	O-G Activities
<ul style="list-style-type: none"> Low to moderate contact with other visitors 	<ul style="list-style-type: none"> 20 encounters/day Group size = 25 	<ul style="list-style-type: none"> Diversity of terrain and opportunities Large area with room to spread out 	<ul style="list-style-type: none"> Current: Hunting, jeep tours, fishing

Compartment Issues, Indicators and Thresholds

Issues	Severity (H,M,L)	Indicators	Threshold	Threshold Rationale	Potential Management Actions
Impacts to visitor experience from crowding/conflicts	M	Encounters # of encounters per day	Encounter threshold not exceeded 80% of the time	A high level of encounters can affect social experience	Encourage use in lower use seasons; suggest alternate routes; permit system, quotas
Impacts to resources from visitor use	H	Off road driving	Less than .5 mi/total user created trails per season	Off road driving is an issue in this compartment	Education with ATV rental companies; rehab; restrictions
Managerial difficulties	H	# # of positive performance evaluations	90% of outfitters will receive positive performance evaluations	Resolving performance issues strains capacity	Probation for non compliance Rewards for positive evaluations

Limiting Factor Reduction

Maximum Social Experience Capacity	Compartment Limiting Factor	Severity	Factor	Reduction	Adjusted Capacity
		High .5	Medium .75	Low 0	
182,500 visitor days	Resource issues from off road driving		X		136,875 visitor days

Opportunity Factor Reduction

Adjusted Compartment Capacity	Opportunity Factor	Opportunity	Factor	Reduction	Adjusted Capacity
		High 0	Medium .75	Low .5	
136,875 visitor days	Opportunity to disperse			X	68,437 visitor days

Allocation Recommendation

Interaction Factor	Low	Medium	High
Encounter frequency, types of activities, expectations		X	

Site Specific Management Adjustments/Recommendations:

- Due to intensive, concentrated motorized use in the north (Questa/Red River) consider permitting no more motorized outfitter-guide use than already exists. If a decision is made to permit more motorized use, work with outfitters to adopt segments of motorized roads and trails to help maintain.
- Include permit stipulations forbidding camping in historic cabins.
- No outfitter-guides on 4th of July canyon road due to soils and watershed problems.
- Concentrated fishing use occurs in this area.
- Roaded permits are using the majority of service days in this area. Consider the opportunities for non road based activities. If roaded activity proposals are accepted road/trails must be sustainable to support this use. To reach sustainability work with outfitters to adopt road and trail segments to increase maintenance on these routes.
- There may be an opportunity for mountain biking if the needs assessment supports it.

Camino Real GFA

Acres: 219,062
Operating Season: Year-round
Need to Address Capacity: Moderate
Dominant Social Capacity Experience: Backcountry

Desired Social Conditions/Thresholds, Values and O-G Activities

Desired Social Conditions	Desired Social Thresholds	Values	O-G Activities
<ul style="list-style-type: none"> Low to moderate contact with other visitors 	<ul style="list-style-type: none"> 20 encounters/day Group size = 25 	<ul style="list-style-type: none"> Scenic vistas Offers a variety of opportunities and experiences 	<ul style="list-style-type: none"> Current: Hunting, OHV, mountain biking, fishing, hiking, snowshoeing, horseback riding,

Compartment Issues, Indicators and Thresholds

Issues	Severity (H,M,L)	Indicators	Threshold	Threshold Rationale	Potential Management Actions
Impacts to visitor experience from crowding/conflicts	H	Encounters # of encounters per day	Encounter threshold not exceeded 80% of the time	High level of ownership among local residents/potential for conflicts with increased use	Encourage use in lower use seasons; suggest alternate routes; permit system, quotas
Impacts to resources from visitor use	M	Increase in soil loss due to ground disturbance from visitor use	No increase over current situation (2017)	Soil resources are non-renewable and there is zero tolerance for disturbance.	Education; closures, restrictions addition of more motorized trails to provide opportunities for managed motorized recreation
Managerial difficulties	M	Level of new trail maintenance needed due to visitor use	No more than 5% over baseline (2017)	Concern over trail sustainability in this area	Seasonal restrictions Reroutes Closures

Limiting Factor Reduction

Maximum Social Experience Capacity	Compartment Limiting Factor	Severity	Factor	Reduction	Adjusted Capacity
		High .5	Medium .75	Low 0	
182,500 visitor days	Impacts to soils and vegetation		X		136,875 visitor days

Opportunity Factor Reduction

Adjusted Compartment Capacity	Opportunity Factor	Opportunity	Factor	Reduction	Adjusted Capacity
		High 0	Medium .75	Low .5	

Adjusted Compartment Capacity	Opportunity Factor	Opportunity	Factor	Reduction	Adjusted Capacity
136,875 visitor days	Opportunity to disperse		X		102,656 visitor days

Allocation Recommendation

Availability Factor	Low	Medium	High
Encounter frequency, types of activities, expectations	X		

Site Specific Management Adjustments/Recommendations:

- The team anticipated that conflicts would be expected in this area with large increases in outfitter-guide use due to the heavy use and “ownership” by locals. When permitting new use, consider low levels and for activities that do not conflict with existing uses.
- The team indicated that concentrated uses would impact resources in this compartment. Consider permitting only those services that do not cause ground disturbance.
- The team identified that due to trail condition, the sustainability of OHV outfitters is low without those outfitters working with the forest to maintain roads/trails. Consider permitting these uses outside of this compartment if no trail maintenance agreements are in place.

Camino Real East Side GFA

Acres: 90,186
 Operating Season: Year-round
 Need to Address Capacity: Low
 Dominant Social Capacity Experience: Backcountry

Desired Social Conditions/Thresholds, Values and O-G Activities

Desired Social Conditions	Desired Social Thresholds	Values	O-G Activities
<ul style="list-style-type: none"> Low to moderate contact with other visitors 	<ul style="list-style-type: none"> 20 encounters/day Group size = 25 	<ul style="list-style-type: none"> Scenic vistas Offers a variety of opportunities and experiences 	<ul style="list-style-type: none"> Current: Hunting, OHV

Compartment Issues, Indicators and Thresholds

Issues	Severity (H,M,L)	Indicators	Threshold	Threshold Rationale	Potential Management Actions
Impacts to visitor experience from crowding/conflicts	L	Encounters # of encounters per day	Encounter threshold not exceeded 80% of the time	High level of ownership among local residents/potential for conflicts with increased use	Encourage use in lower use seasons; suggest alternate routes; permit system, quotas
Impacts to resources from visitor use	L	Adherence to travel management: # of letters of non compliance issued to outfitters	Less than 3 instances per year	Driving of closed forest roads is an issue in this compartment	Education on permits; rehab; restrictions
Managerial difficulties	M	# of instances of reported unauthorized guiding	No more than 1-2 per season	Unauthorized guiding has been identified as a concern in this area; law enforcement is limited	Work with law enforcement and conservation department to enforce and educate clients to ensure their guide is authorized

Allocation Recommendation

Availability Factor	Low	Medium	High
Encounter frequency, types of activities, expectations			X

Site Specific Management Adjustments/Recommendations:

- Few concerns were expressed—this is a large area with mostly dispersed, day use.
- A level of illegal guiding is known to take place in this compartment. The presence of authorized outfitters may alleviate this concern, particularly if the demand for the unauthorized use (type, location) is known and can be offered legally.
- Issues with trash dumping and off-road driving have been noted here. The presence of authorized outfitters could assist with compliance in this area.

Valle Vidal

Acres: 101,288
Operating Season: Spring, summer, fall (240 days)
Need to Address Capacity: Low
Dominant Social Capacity Experience: Backcountry

Desired Social Conditions/Thresholds, Values and O-G Activities

Desired Social Conditions	Desired Social Thresholds	Values	O-G Activities
<ul style="list-style-type: none"> Low to moderate contact with other visitors 	<ul style="list-style-type: none"> 20 encounters/day Group size = 25 	<ul style="list-style-type: none"> High historic and scenic value Premier elk viewing and hunting 	<ul style="list-style-type: none"> Fishing, hiking, Scouts

Compartment Issues, Indicators and Thresholds

Issues	Severity (H,M,L)	Indicator/Measure	Threshold	Threshold Rationale	Potential Management Actions
Impacts to visitor experience from crowding	M	Encounters # of encounters per day, especially at fishing spots	Encounter threshold not exceeded 80% of the time	High level of ownership among local residents/potential for conflicts with increased use	Encourage use in lower use seasons; suggest alternate routes; permit system, quotas
Impacts to resources from visitor use	L	Human caused damage to cultural/archeological/historic sites % increase in incidents of damage to sites	No increase over current situation (2017)	Cultural resources are non-renewable and there is zero tolerance for disturbance.	Education; closures, restrictions
Managerial difficulties	L	# of instances of reported unauthorized guiding	No more than 1-2 per season	Unauthorized guiding has been identified as a concern in this area; law enforcement is limited	Work with law enforcement and conservation department to enforce and educate clients to ensure their guide is authorized

Allocation Recommendation

Availability Factor	Low	Medium	High
Encounter frequency, types of activities, expectations		X	

Site Specific Management Adjustments/Recommendations:

- The need to address capacity was identified as low in this compartment. Consider monitoring thresholds and involving stakeholders before relying only on numerical capacity.

- The team identified that this is a compartment that is known for its solitude and natural integrity. Carefully consider these values when permitting additional outfitter-guide use.
- The team identified congestion at fishing areas; consider not permitting any additional outfitter-guide use there or have outfitters work together to resolve congestion.
- Due to the temptation of closed roads and lack of available opportunities, consider no additional OHV permitted use unless OHV outfitters participate in conservation education related to why road closures are necessary.

Latir Peak

Acres: 20, 911
Operating Season: Spring, summer, fall (240 days)
Need to Address Capacity: Low
Dominant Social Capacity Experience: Remote (Wilderness)

Desired Social Conditions/Thresholds, Values and O-G Activities

Desired Social Conditions	Desired Social Thresholds	Values	O-G Activities
<ul style="list-style-type: none"> Low contact with other visitors 	<ul style="list-style-type: none"> 15 encounters/day Group size = 15 	<ul style="list-style-type: none"> Peaks over 12,000 feet, alpine meadows and lakes Abundance of wildlife 	<ul style="list-style-type: none"> Current: hunting

Compartment Issues, Indicators and Thresholds

Issues	Severity (H,M,L)	Indicator/Measure	Threshold	Threshold Rationale	Potential Management Actions
Impacts to visitor experience from crowding	L	Encounters # of encounters per day	Encounter threshold not exceeded 80% of the time	High level of ownership among local residents/potential for conflicts with increased use	Encourage use in lower use seasons; suggest alternate routes; permit system, quotas
Impacts to resources from visitor use	L	# of documented impacts to soils and water quality from trail use	No more than 1 per trail system	Trail locations were identified as being inappropriate	Relocation Education on proper use/seasons of avoidance
Managerial difficulties	L	# of motorized incursions	No new over baseline (2017)	Motorized incursions were identified in this area; impacts wilderness character	Education Citations Barriers Patrols

Allocation Recommendation

Availability Factor	Low	Medium	High
Encounter frequency, types of activities, expectations	X		

Site Specific Management Adjustments/Recommendations:

- The need to address capacity was identified as low in this compartment. Consider monitoring thresholds and involving stakeholders before relying only on numerical capacity.
- Due to limiting factors being rated low by the team, the maximum outfitter-guide allocation for this compartment listed here is high. Caution is recommended when considering allocating new use.
- A modest amount of outfitter-guide service days in a low range (200-500) could be allocated while indicators are monitored. Should conditions change, the need to determine capacity should be revisited.

- The team identified a value of this compartment as opportunities for solitude. Carefully consider the impacts of authorizing additional outfitter-guide use here; smaller groups and less crowded seasons of use would be factors to consider.

Columbine-Hondo

Acres: 44,483
Operating Season: Spring, summer, fall (240 days)
Need to Address Capacity: Low
Dominant Social Capacity Experience: Remote (Wilderness)

Desired Social Conditions/Thresholds, Values and O-G Activities

Desired Social Conditions	Desired Social Thresholds	Values	O-G Activities
<ul style="list-style-type: none"> Low contact with other visitors 	<ul style="list-style-type: none"> 15 encounters/day Group size = 15 	<ul style="list-style-type: none"> Easy access from town Scenery and terrain features 	<ul style="list-style-type: none"> Current: hiking, hunting

Compartment Issues, Indicators and Thresholds

Issues	Severity (H,M,L)	Indicator/Measure	Threshold	Threshold Rationale	Potential Management Actions
Impacts to visitor experience from crowding	M	Encounters # of encounters per day	Encounter threshold not exceeded 80% of the time	High level of ownership among local residents/potential for conflicts with increased use	Encourage use in lower use seasons; suggest alternate routes; permit system, quotas
Impacts to resources from visitor use	L	# of documented impacts to soils and water quality from trail use	No more than 1 per trail system	Trail locations were identified as being inappropriate	Relocation Education Education on proper use/seasons of avoidance
Managerial difficulties	L	# of conflicts reported that need resolution	No more than 1-2 per season	Managing conflicts drains capacity.	Education Encourage use in lower use seasons Restrictions

Allocation Recommendation

Availability Factor	Low	Medium	High
Encounter frequency, types of activities, expectations	X		

Site Specific Management Adjustments/Recommendations:

- The need to address capacity was identified as low in this compartment. Consider monitoring thresholds and involving stakeholders before relying only on numerical capacity.
- The team identified this compartment as one that is used heavily by locals. When authorizing new outfitter-guide use, consider impacts to local residents.
- Some trails are located in inappropriate areas. Analyze the effects of additional users if authorizing trail-based outfitters.

- Conflicts have been reported between different types of users (horseback, llama users, and hikers). Consider the potential conflicts of adding additional use types in this compartment.
- Parking was identified as an issue in this compartment. Consider authorizing only outfitters who use drop-offs or shuttles.

Cruces Basin

Acres: 18, 867
 Operating Season: Spring, summer, fall (240 days)
 Need to Address Capacity: Moderate
 Dominant Social Capacity Experience: Remote (Wilderness)

Desired Social Conditions/Thresholds, Values and O-G Activities

Desired Social Conditions	Desired Social Thresholds	Values	O-G Activities
<ul style="list-style-type: none"> Low contact with other visitors 	<ul style="list-style-type: none"> 15 encounters/day Group size = 15 	<ul style="list-style-type: none"> Opportunities for solitude Scenic vistas 	<ul style="list-style-type: none"> Current: hunting

Compartment Issues, Indicators and Thresholds

Issues	Severity (H,M,L)	Indicators	Threshold	Threshold Rationale	Potential Management Actions
Impacts to visitor experience from crowding/conflicts	H	Encounters # of encounters per day	Encounter threshold not exceeded 80% of the time	A high level of encounters can affect social experience	Encourage use in lower use seasons; suggest alternate routes; permit system, quotas
Impacts to resources from visitor use	M	Change in vegetation loss due to camping	No increase in veg loss that would not recover in one season	Vegetation loss has been observed at campsites and can cause erosion/soil loss	Education Seasonal restrictions Party size restrictions Closures Designated campsites
Managerial difficulties	L	Incidents of illegal activity (incursions, illegal guiding)	No incidents reported/season over baseline (2017)	Difficult access to area makes it difficult to cite and catch illegal activities	Education for guided clients to ensure their guide is authorized Barriers Enlist current guides/public to report

Limiting Factor Reduction

Maximum Social Experience Capacity	Compartment Limiting Factor	Severity	Factor	Reduction	Adjusted Capacity
		High .5	Medium .75	Low 0	
54,000 visitor days ³	Impacts to soils and vegetation		X		40,500 visitor days

Opportunity Factor Reduction

Adjusted Compartment Capacity	Opportunity Factor	Opportunity	Factor	Reduction	Adjusted Capacity
		High 0	Medium .75	Low .5	
40,500 visitor days	Opportunity to disperse			X	20,250 visitor days

Allocation Recommendation

³ 82,125 was the maximum capacity; it was reduced here for the length of season.

Availability Factor	Low	Medium	High
Encounter frequency, types of activities, expectations	X		

Site Specific Management Adjustments/Recommendations:

- Visitor use is low in this compartment. When authorizing additional outfitter-guide use, consider impacts to opportunities for solitude.
- Motorized intrusions have been mentioned as a concern. The presence of outfitter-guides who can observe and report this use may be beneficial.

Pecos Wilderness

Acres: 25,019 (Carson)
 Operating Season: Spring, summer, fall (240 days)
 Need to Address Capacity: Moderate
 Dominant Social Capacity Experience: Remote (Wilderness)

Desired Social Conditions/Thresholds, Values and O-G Activities

Desired Social Conditions	Desired Social Thresholds	Values	O-G Activities
<ul style="list-style-type: none"> Low contact with other visitors 	<ul style="list-style-type: none"> 15 encounters/day Group size = 15 	<ul style="list-style-type: none"> Spectacular topography Opportunities for long backpack trips 	<ul style="list-style-type: none"> Current: hunting. Request for backpacking

Compartment Issues, Indicators and Thresholds

Issues	Severity (H,M,L)	Indicators	Threshold	Threshold Rationale	Potential Management Actions
Impacts to visitor experience from crowding/conflicts	H	Encounters # of encounters per day	Encounter threshold not exceeded 80% of the time	A high level of encounters can affect social experience	Encourage use in lower use seasons; suggest alternate routes; permit system, quotas
Impacts to resources from visitor use	M	Change in vegetation loss due to camping	No increase in veg loss that would not recover in one season	Vegetation loss has been observed at campsites and can cause erosion/soil loss	Education Seasonal restrictions Party size restrictions Closures Designated campsites
Managerial difficulties	L	# of patrols	At least one per season	Difficult access means little monitoring	Volunteers, other O-Gs enlisted to assist Limit visitors and/or O-Gs if cannot monitor use impacts

Limiting Factor Reduction

Maximum Social Experience Capacity	Compartment Limiting Factor	Severity	Factor	Reduction	Adjusted Capacity
		High .5	Medium .75	Low 0	
54,000 ⁴ visitor days	Social	X			27,000 visitor days

Opportunity Factor Reduction

Adjusted Compartment Capacity	Opportunity Factor	Opportunity	Factor	Reduction	Adjusted Capacity
		High 0	Medium .75	Low .5	
27,000 visitor days	Opportunity to disperse			X	13,500 visitor days

Allocation Recommendation

⁴ 84,125 was the maximum capacity; it was reduced here for length of season

Availability Factor	Low	Medium	High
Encounter frequency, types of activities, expectations	X		

Site Specific Management Adjustments/Recommendations:

- Assign reserved sites to outfitters to avoid long-term claiming of multiple sites. Require takedown of equipment and property unless back-to-back trips are planned.
- Consider multi-forest permits with the Santa Fe NF so that outfitters can travel out of the riparian corridor where crowding exists and offer other experiences to their clients.
- Consider reducing maximum party size for all visitors including outfitters to reduce impacts to vegetation from camping (a concern listed by the team).

Wheeler Peak Wilderness

Acres: 19,165
 Operating Season: 240 days
 Need to Address Capacity: High
 Dominant Social Capacity Experience: Remote (Wilderness)

Desired Social Conditions/Thresholds, Values and O-G Activities

Desired Social Conditions	Desired Social Thresholds	Values	O-G Activities
<ul style="list-style-type: none"> Low contact with other visitors 	<ul style="list-style-type: none"> 15 encounters/day Group size = 15 	<ul style="list-style-type: none"> Spectacular topography Opportunities for long backpack trips 	<ul style="list-style-type: none"> Current: hunting

Compartment Issues, Indicators and Thresholds

Issues	Severity (H,M,L)	Indicators	Threshold	Threshold Rationale	Potential Management Actions
Impacts to visitor experience from crowding/conflicts	H	Encounters # of encounters per day	Encounter threshold not exceeded 80% of the time	A high level of encounters can affect social experience	Encourage use in lower use seasons; suggest alternate routes; permit system, quotas
Impacts to resources from visitor use	H	Wildlife habituation due to human interaction	No incidents reported	Occurring instances of wildlife habituation and disturbance from high use levels	Education Quotas
Managerial difficulties	M	# of conflicts reported that need resolution	No more than 1-2 per season	High level of use and types of uses drains capacity.	Education Encourage use in lower use seasons Restrictions

Limiting Factor Reduction

Maximum Social Experience Capacity	Compartment Limiting Factor	Severity			Adjusted Capacity
		High	Medium	Low	
54,000 visitor days ⁵	Social	.5	.75	0	27,000 visitor days
		X			

Opportunity Factor Reduction

Adjusted Compartment Capacity	Opportunity Factor	Opportunity			Adjusted Capacity
		High	Medium	Low	
27,000 visitor days	Opportunity to disperse	0	.75	.5	13,500 visitor days
				X	

Allocation Recommendation

⁵ Reduced for length of season

Availability Factor	Low	Medium	High
Encounter frequency, types of activities, expectations	X		

Site-Specific Management Recommendations/Adjustments:

- No additional guided use on the Williams lake trail (TR 62)
- No additional guided use on the Bull of the woods/Wheeler peak tr (Tr 90)
- For new proposals give preference to those that engage youth. All new proposals for outfitted use in Wheeler Peak must incorporate conservation education.
- Monitor encounter data closely and adjust capacities as needed; consider allocating service days well below this level until it is ascertained that additional use over the 150 days that were authorized in the past can be sustained. Use the needs assessment/wilderness extent necessary determinations when authorizing new use.

Allocation Recommendations

The table below shows a range of outfitter-guide service days per compartment that could be considered based on the need to address capacity, limiting factors, and desired outfitter-guide interaction. Visitor behavior rather than absolute numbers often determine impacts, so managers should be aware of trigger points and monitor levels of guided use to determine the causes of unacceptable impacts.

The first step would be to determine the authorized days already occurring by compartment to compare the recommended allocation with the existing situation. It is likely in some cases that the authorized days are already at that level. In situations where the authorized days do not reach the recommended, additional service days could potentially be authorized as long as the management recommendations are considered. It is advised in these situations that the entire recommended authorization not be authorized immediately; a portion could be authorized and effects monitored.

For Low Need Compartments:

As discussed above, if few issues and concerns exist that would limit capacity in an area, no absolute overall allocation number is recommended. Focus should be on indicators and measures and ensuring that resource and social thresholds are not being exceeded.

Table 6. O-G service day recommendations

Compartment	Need to Address Capacity	Social Experience/Availability (Table 6)	Range of Allocation to Consider	Maximum O-G Allocation
Jicarilla	Low	Backcountry/Medium	No allocation number: base allocations on existing use, thresholds, and social experience. Backcountry/Medium Availability generally has a low to moderate allocation (10-20%)	Low need to address capacity; consider management recommendations
West Side GFA	Low	Backcountry/High	No allocation number: base allocations on existing use, thresholds, and social experience. Backcountry/Medium Availability generally has a low to moderate allocation (10-20%)	Low need to address capacity; consider management recommendations
Trout Lakes	Moderate	Backcountry/Low	Up to 5%; consider conflicts and existing uses before allocating to the top of this range	Up to 2,281 service days
East Side Questa GFA	Moderate	Backcountry/Medium	Up to 10%, consider management recommendations	Up to 6,843 service days
Camino Real GFA	Moderate	Backcountry/Low	Up to 5%; consider management recommendations	Up to 5,132 service days
Camino Real East Side GFA	Low	Backcountry/High	No allocation number: base allocations on existing use, thresholds, and social experience. Backcountry/High Availability generally has a higher allocation (10-20%)	Low need to address capacity; consider management recommendations
Valle Vidal	Low	Backcountry/Medium	No allocation number: base allocations on existing use, thresholds, and social experience. Backcountry/Low Availability generally has a lower allocation (5-10%)	Low need to address capacity; consider management recommendations

Compartment	Need to Address Capacity	Social Experience/Availability (Table 6)	Range of Allocation to Consider	Maximum O-G Allocation
Latir Peak	Low	Remote/Low	No allocation number: base allocations on existing use, need, thresholds, and social experience. Remote/Low Availability generally has a limited allocation (1-10%)	Low need to address capacity; consider management recommendations
Columbine-Hondo Wilderness	Low	Remote/Low	No allocation number: base allocations on existing use, need, thresholds, and social experience. Remote/Low Availability generally has a limited allocation (1-10%)	Low need to address capacity; consider management recommendations
Cruces Basin Wilderness	Moderate	Remote/Low	Up to 5%; consider wilderness character	Up to 1,012 service days
Pecos Wilderness	Moderate	Remote/Low	Up to 5%; consider wilderness character	Up to 675 service days
Wheeler Peak Wilderness	High	Remote/Low	Up to 5%; consider wilderness character	Up to 675 service days

Monitoring Plan

Guidelines for monitoring indicators and standards are listed below. Frequency of monitoring will depend on severity of the limiting factor.

- **Once-yearly inspections of outfitter permits, based on potential impacts and locations.**
- **Interdisciplinary review of limiting factors and capacity numbers on a five year basis.**
- **Analysis of utilization of service days by activity on a yearly basis; five year review and adjustments as directed by policy**
- **Encounters/group size monitored as practical by field employees, particularly in those compartments with limited capacity**

Managerial Capacity

The following table was developed by permit administrators from two forests⁶ and shows the general amount of time each required task should take. Depending on local conditions, available assistance, NEPA requirements and other factors, these hours may vary significantly. This is presented as a starting point for discussion.

⁶ Gifford-Pinchot and Carson National Forests, with input from the Humboldt-Toiyabe NF.

There are several steps in permit administration to administer a permit to standard. Often managerial capacity can become the limiting factor to allowing additional outfitter-guides on a district. While this analysis shows there is abundant capacity for more outfitter-guides, managerial capacity probably does not exist currently on the Forest. Options for managers include hiring additional staff using cost recovery funds, selecting other employees with capacity to perform certain tasks (e.g. billing or centralization of tasks) or not authorizing additional outfitters. If the third option is selected, the district must be able to articulate to prospective outfitters and the public the costs of permit administration and the reasons why the need is not going to be met.

Tasks and Costs Associated with Permit Administration

Task	Time (Hrs.)
Meet with proponent	1.00
Written Proposal Submitted/	
Review SF-299 for completeness	0.50
Check Proposal for Required Information	1.00
Follow Up Q&A	1.00
Canvas other forests of operation for performance	0.25
Proposal Triggers Pre-Application Consideration	
Enter information in SUDS application screens	0.50
Initial Screening	
Brief supervisor for initial approval	0.50
Review SUDS for unpaid bills	0.50
Consult other permits; verify no conflicts	0.50
Consult other forest where permit holder operates	0.50
Initial Screening Results Letter	1.00
Second Level Screening	
Presume most were addressed in depth in above	0.50
Site visit, photos, narrative and doc findings	12.00
Second Level Screening Letter	
Email Results and Notify Of Application Acceptance	2.00
Application Processing	
Cost Recovery Fee Estimate	
NEPA Team Meeting	2.00
Collect Specialists Task List w/ hrs. Estimate	1.00
Create and Review Cost Recovery Estimate	1.00
Create Bill, Cover Letter and Mail	1.00
Create SUP & Enter into SUDS	4.00
Work with Applicant to Develop Operating Plan (OP)	4.00
Review Insurance & Acknowledgement of Risk	4.00
Review Advertising and Website	0.5
Submit SUP & OP for FS Review & Track	1.00
Mail Pkg for Permit Holder Signature w/ Cover Letter	1.00
Submit to Authorized Officer for Signature w/ Cover Letter	1.00
Mail Executed SUP and OP to Permit Holder	
Advance Fee Calculations (Estimate) and SUDS Entry	1.00
Create Bill for Collection, Cover Letter and Mail	1.00
Verify Payment	0.50
Fee Reconciliation	
Review quarterly Actual Use & Revenue Reports	1.00

Task	Time (Hrs.)
Reconcile Payments Against Actual Revenue	1.00
Complete SUDS rent screens	0.50
Create BFC & Cover Letter and Mail	1.00
Verify Payment	0.50
Inspection Documentation	
Inspection Documentation (in office)	0.50
Performance Appraisal and Document	1.00
Total Hours	50.25

- Bold Font = Steps listed on 36 CFR 251 Special Uses Checklist
- Yellow highlight = Items that are directly influenced by access, difficulty of monitoring, and other local conditions.

With approximately 261 days per each FTE (2088 hours) additional permit administrators could help meet the need demonstrated here. For example, just one new permit administrator would allow for administration of up to 41 permits (depending on complexity). This would greatly assist in managing the workload and meeting public and agency need.

Conclusions

The Carson National Forest Needs Assessment showed that there is a need for commercial services for some activities in both wilderness and non-wilderness settings. Rock climbing, fishing, hiking and mountain biking showed a higher need in non-wilderness, while hiking and horseback riding ranked as higher needs in wilderness areas. This analysis shows that the visitor social experience is occasionally a limiting factor, though rarely at all times and in all seasons. Hunting season, in particular, is the most popular and limiting. More information is needed on types of activities and use levels that cause direct, long-term impacts to wildlife. Should specific information become available, capacity *may* increase if effective visitor management can be accomplished to avoid these impacts.

Capacity is rarely static; the numbers listed above are estimates which could fluctuate depending on visitor behavior, outside influences that change distribution of wildlife, and many other factors. Limiting factors may change in severity and others can emerge.

Using this O-G Program Analysis

The *Needs Assessment* provides a framework in which to evaluate current services and future requests. When considering authorizing additional service days to existing operators or to authorize a new commercial service, the ranking lists generated by the Needs Assessment by activity should be consulted. If an activity was rated as

having a lower need, it may still be authorized; however, the Needs Assessment should assist in determining priorities, since it examines public and agency need. There may be other providers who can offer the lower-need services.

If an activity has been shown to meet a demonstrated need, consideration should be made of the area in which the activity is proposed. If that compartment has a high limiting factor and few opportunities for dispersal available, and existing visitor use is close to the capacity, care should be taken before authorizing additional services. Managers may wish to allocate outfitter-guide use at the low end of the capacity available in any compartment in order to evaluate the sustainability of that enterprise and its effect on the compartment's values and resources.

Managerial capacity must be considered when evaluating need and capacity for additional commercial services. Some activities due to their location and type may be more difficult to monitor and administer to standard than others. In other cases, the presence of outfitter-guides may be assist managers in monitoring visitor use and impacts.

This allocation does not determine what type of activity and who provides it (e.g. the businesses formerly known as institutional vs. traditional types of outfitters). This is intended for flexibility and changing management options. New proposals should be evaluated according to the findings of the Needs Assessment and public and agency benefit. Managers may wish to allocate a specific percentage of overall allocation to different types of providers, or to establish temporary and priority use pools.

New outfitter-guide permits and renewals of existing permits will need to authorize outfitter-guides by compartment instead of blanket forest or district-wide authorizations. The exception is hunting, which due to state-defined units may range over several compartments. Hunting actual use records should be evaluated at the end of each season to determine how this use is affecting capacity.

Thresholds are meant to be adaptive. This does not mean that unacceptable impacts to resources can occur, but as new information becomes available or new regulations are proposed, thresholds may change. This document should be updated if this occurs. Capacity may need to be revised if conditions change.

When new permits are issued, the NEPA to authorize them should reference the Needs Assessment and Capacity Analysis. For efficiency, a programmatic document can be used. For commercial services in wilderness, the NEPA document must include a discussion of any impacts to wilderness character and how this activity meets the public purposes of wilderness as defined by the Wilderness Act of 1964.

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