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Carson National Forest Outfitter and Guide Needs Assessment



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Introduction

Providing recreation services and facilities is a key part of the Forest Service mission. To fulfill this responsibility, the agency relies upon many private, volunteer, organizational, and commercial partners. These partners, in turn, contribute their unique talents, equipment, financial resources, and the technical capabilities. Although many visitors possess the necessary knowledge, skills and equipment to enjoy the national forests, others may not have the capability to participate in an activity on their own. By permitting commercial services to operate on the Carson National Forest (CNF), this need can be met.

There are four steps the Forest Service takes to reach a decision regarding the amount and location of commercial services: a needs assessment, a visitor capacity analysis, an outfitter-guide allocation, and an environmental analysis.

An outfitter-guide “Needs Assessment” determines public and agency need for authorized outfitting and guiding activities (Forest Service Handbook (FSH) 2709.11 41.53e, Forest Service Manual (FSM) 2712.1). The need for outfitted and guided services in a particular area considers more than requests by proponents for conducting guided activities on the national forest. Public and agency need takes into consideration the range of recreation opportunities for the area based on recreation supply and demand, current outfitting and guiding activities, agency objectives that outfitter-guides can assist in achieving, and current non-guided opportunities. A needs assessment is not analysis conducted under National Environmental Policy Act (NEPA); rather, it provides support for agency proposals under the NEPA. Any decisions to change allocations for outfitter-guide authorizations will be made after appropriate environmental analysis.

A “Capacity Analysis” determines the estimated number of visitors that can use an area during a defined time period based on resource and setting capability.

Finally, an “Outfitter-guide Allocation” expressed as a percent of total visitor capacity available to outfitter-guides (in service days or range of service days) is prepared using the information from the two steps above.

Following completion of the needs assessment, capacity analysis and outfitter-guide allocation, the forest conducts an environmental analysis (NEPA) to authorize site-specific outfitter-guide use. The Deciding Officer will reference the needs assessment, capacity analysis and outfitter-guide allocation in the environmental analysis and decision.

Background

In 2008, the Forest Service released directives (FSH 2709.11) to more effectively manage the outfitter-guide program. Prior to the 2008 outfitter-guide directives, many national forests issued some temporary permits on an annual basis instead of issuing the permittee a priority permit. Several reasons for this exist. First, institutional outfitters (schools, non-profit education organizations) could not be issued a priority permit before 2008. Second, agency workload and

the NEPA process inhibited the issuance of some priority permits. Finally, it was standard practice for national forests to issue a temporary permit to a new outfitter-guide for several years to ensure their operations met agency objectives and forest direction.

Under the 2008 directives, the institutional use category was abandoned and temporary use is defined as: Short-term, non-renewable outfitting and guiding use that is authorized in increments of 50 service days, up to a maximum of 200 service days in a 180-day period. This changes how the CNF issues temporary permits since temporary use is now 200 service days or less and non-renewable.

Priority use is defined as: Authorization of use for up to 10 years, based on the holder's past use and performance and applicable programmatic or project decisions to allocate use, except as provided in 36 CFR Part 251, Subpart E, authorizations providing for priority use are subject to renewal (FSH 2709.11, sec. 41.531). To accommodate new outfitter-guide permittees, priority permits may be issued for two years with an option to extend for eight years based on satisfactory performance.

The primary agency direction for the preparation of a needs assessment can be found in FSH 2709.11 41.53e:

- Conduct a needs assessment to determine the public or agency need for authorized outfitting and guiding activities. A needs assessment may be conducted as part of public scoping during a NEPA analysis. Consider accessibility, size of the area, difficulty of the terrain, current levels of outfitting and guiding, and demographics of visitors to the area.
 - a. When conducting a needs assessment for outfitting and guiding activities in a wilderness area, assess whether these activities are necessary for realizing the recreational or other wilderness purposes of the area and the extent to which the activities may be authorized consistent with maintaining the wilderness character of the area.
 - b. Review previous needs assessments when reauthorizing use to ensure that they remain relevant to current and projected use trends, and update them if necessary.

Outfitters and guides must also meet agency objectives. These objectives are specifically outlined in the Forest Service Manuals (FSMs) and Forest Service Handbooks (FSHs). See Appendix A for specific objectives related to outfitter-guides.

Forest Service Mission

The Forest Service mission is: *To sustain the health, productivity and diversity of the Nation's forests and grasslands to meet the needs of present and future generations.* Outfitter- guides are expected to conduct their activities so that they meet the overall Forest Service mission. As set forth in law, this mission is to achieve quality land management under the sustainable multiple-

use management concept to meet the diverse needs of people. Objectives for outfitter-guides (FSH 2709.11, 42.53b) include:

- Provide for outfitting and guiding services that address concerns of public health and safety and that foster successful small businesses consistent with the applicable land management plan.
- Facilitate greater participation of youth and educational groups in their program.
- Be skilled and experienced individuals and conduct their activities in a manner that protects environmental resources and ensures that national forest visitors receive high-quality services.

Framework for Sustainable Recreation

The Agency's [Framework for Sustainable Recreation](#) identifies a vision, core principles and focus areas for contributing to the sustainability of national forests and adjacent communities. The recreation vision – Renewing body and spirit, Inspiring passion for the land – recognizes the spiritual, mental, and physical connections people make with the land. At its core, the Framework recognizes that many people connect to and know their national forests through recreation. To be relevant to future generations, the Forest Service must encourage people to experience the outdoors first hand and outfitter-guides are one of the primary partners to do so.

The outfitter-guide program contributes most significantly to the following focus areas:

- Forge Strategic Partnerships – Outfitter-guides are key partners in the delivery of recreation opportunities to a wide variety of forest visitors. Often, a guided trip is the first introduction someone has to a national forest. Outfitter-guides provide “recreational experiences, service activities, and environmental education for youth and adults that promote fitness, appreciation of nature and history, and citizen stewardship.”
- Promote Citizen Stewardship – People who understand and appreciate the natural and cultural environment are more likely to support long-term efforts to care for it. Through environmental education and learning opportunities, outfitter-guides provide first-hand experiences and help cultivate citizen stewards.
- Develop a Sustainable Financial Foundation – Outfitter-guides contribute to a sustainable financial foundation by delivering services and programs the Forest Service cannot. As commercial entities operating on the national forests, a portion of their revenue is returned to the Forest Service to be reinvested in program administration and land management activities.

Role of Outfitter-guides

Outfitter-guides can play a critical role in helping the CNF achieve the desired conditions for recreation opportunities in the following areas:

Education and Interpretation for Visitors

Many people want to know more about the natural and cultural features of the area they are visiting. While education and interpretation can be accomplished through signs, brochures and other static media, Freeman Tilden, the father of modern interpretation, said that “interpretation is revelation based upon information.” Outfitter-guides have a long reputation of turning information into a story and enhancing the experience of their clients.

The Wilderness Act and Forest Service policy calls for interpretation of natural and cultural resources to be done outside of wilderness. Yet, education and interpretation are often central to achieving the desired conditions in wilderness areas. Forest Service wilderness management direction (FSM 2323.83) states, “Verbal interpretative services by qualified wilderness rangers, volunteers, or permitted guides are acceptable.” Therefore, along with wilderness rangers and volunteers, outfitter-guides can deliver the appropriate message both inside and outside wilderness. The Forest can work with potential permittees to develop appropriate education and interpretation messages.

Protection of Sensitive Resources

Outfitter-guides are required to protect resources during their operations, so there is a greater opportunity for resource protection from guided versus unguided visitors. Outfitter-guide clients will have the opportunity to see and learn about unique cultural sites, the interconnected relationships of flora and fauna, and the effects, both positive and negative, of human activity on natural resources. With their captive and interested audience, outfitter-guides can discuss and demonstrate Leave No Trace and other resource protection techniques, and help instill a resource ethic in their clients. There is a strong accountability that critical resources are protected and not affected by the guides’ or their clients’ activities.

Building Positive National Forest Constituencies

Outfitter-guides can assist the Forest in developing public appreciation of the land, its diversity, and the need for protection and management. Through education and interpretation, outfitter-guides can highlight management challenges and advocate support for resource protection efforts. Guided clients may share these messages with their friends and family and become public land constituents themselves.

Fostering Access to Opportunities

The national forest environment can be intimidating to people who are not familiar with the outdoors. Outfitter-guides typically provide the knowledge, skills and/or equipment their clients don’t possess. Outfitter-guides have an opportunity to introduce people to something highly different from their daily lives. They also have specialized knowledge that helps people feel more comfortable in a new setting.

At 1.5 million acres, the forest offers a wide variety of year-round recreational activities. Elevations rise from 6,000 feet to 13,161 feet at Wheeler Peak, the highest in New Mexico. Cooler temperatures are a draw for people in summer. Hunting is a prized recreation activity in many portions of the forest. Winter activities include snowshoeing, skiing and snowmobiling. Taos Ski Valley, Red River and Sipapu Ski areas are all located on portions of the National Forest and provide downhill and Nordic skiing. The Enchanted Forest Cross Country Ski Area also provides Nordic skiing opportunities.

There are 330 miles of trail on the forest, 35 developed campgrounds, and twenty-three trails designated for OHV use. Fishing is a popular activity with over 400 miles of streams and many lakes available for bank and boat access. The Continental Divide Trail, a national scenic trail from the Mexico to Canada, passes through the forest. The Camino Real and the Old Spanish National Historic Trails are also located on this forest.

Wilderness Areas

The **Wheeler Peak Wilderness** was designated by Congress in 1964. It is located in the Sangre de Cristo Mountains and spans 18,897 acres of land northeast of Taos, New Mexico within the Questa Ranger District. Wheeler Peak, the highest point in New Mexico, is the highlight of this area rising to 13,161 feet. This feature attracts many visitors, making the Wheeler Peak Wilderness the most heavily used within the CNF. Many of the high peaks and ridges in this area are covered by alpine tundra, rare in the American Southwest. Rocky Mountain Bighorn sheep are abundant in this habitat type year-round. The Wheeler Peak Wilderness is also home to elk, mule deer, golden eagles, marmots, martens, picas, mountain lions, and black bears.

Limits of Acceptable Change Standards have been established for this wilderness. These can be found in Appendix B.

The **Pecos Wilderness** was designated by Congress in 1964. Jointly managed with the Santa Fe National Forest, the Pecos spans a total of 223,333 acres in the Sangre de Cristo Mountains southeast of Penasco and north of Santa Fe. The Carson manages about 25,000 acres north of the Santa Barbara Divide. This is the least visited portion of the wilderness. Currently, the Pecos is the largest wilderness area managed by the Carson and is under the jurisdiction of the Camino Real Ranger District. The topography and scenery are diverse creating myriad opportunities for recreation and special niches for some of New Mexico's more unusual wildlife. Elk, mule deer, black bear, turkey, and Rocky Mountain Bighorn sheep can all be found in the Pecos.

The **Latir Peak Wilderness** was designated by Congress in 1980 and spans a total of 20,000 acres north of Questa, New Mexico within the Questa Ranger District. This remote area contains deep forest cover interrupted by meadows and streams with alpine tundra and alpine lakes found at higher elevations. Cabresto Lake is the most popular access point to this area.

The **Cruces Basin Wilderness** was designated by Congress in 1980. This is the smallest wilderness on the CNF, spanning 18,000 acres just south of New Mexico/Colorado border. It is located northwest of Tres Piedras in the southern San Juan Mountains within the Tres Piedras

Ranger District. Lack of designation of trails and difficult access contribute to the pristine nature of this wilderness providing excellent opportunities for solitude. All trails in this wilderness are either informal, fisherman, or game trails with one well established route entering the wilderness from Osha Canyon on the southern border. Historically, this area was used by sheep herders for summer grazing. Carvings from these travelers can still be seen on many of the aspens along historical routes. Today cattle have replaced many of the grazing sheep, occupying several allotments within the basin. The lack of designated trails keeps this area relatively pristine, but also requires visitors to be able to navigate using a map and compass or GPS unit if planning to venture beyond established routes.¹

A Wilderness Study Area, the **Columbine-Hondo** portion of the forest, has been managed to preserve wilderness character since 1980. At 46,000 acres, it contains one of the tallest peaks in New Mexico (Gold Hill) and the headwaters of both the Rio Hondo and the Red River.

Needs Assessment Factors

The Recreation Niche

The CNF developed a recreation niche statement and setting map through the Recreation Facility Analysis process. The niche statement describes the unique characteristics, opportunities, settings, and activities of the forest's recreation program. Outfitter-guide services should be aligned with niche opportunities and settings.

The CNF's niche statement is the following:

Share the Culture, Love the Land

The Carson National Forest illustrates recreation and the traditional subsistence way of life working hand in hand. Area residents are tied to its past, from the 'ancients' through today. Many have an intimate connection with the resources that have sustained them for centuries. Trails and roads access the Forest for play and work purposes. Understanding these ties is critical to appreciating the Forest.

Settings, Special Places, and Values

Forest Overview – The Carson's recreational bounty is just part of its appeal. The tapestry of red rock canyons, golden aspen, green pine, black geologic basalt, red clays, and shimmering mica set the stage. The sage scented high desert, evergreen clad mountain sides and alpine meadows further create this visual diversity. Incredible New

¹ <http://www.fs.usda.gov/detail/carson/recreation/?cid=stelprdb5350400>. Accessed January 17, 2013.

Mexico skies light up the landscape that can be seen from the highest mountains in the state. The Carson National Forest is at the natural and cultural crossroads of New Mexico: critical for small community survival, especially for what it provides in access and infrastructure, and in the role it plays in the enhancement of the arts. Residents depend on the Forest for water, pasture lands, family gatherings and spiritual renewal.

Family Destinations – Group sites and forest dispersed areas where solitude can be found and yet social gatherings occur frequently, mainly at water related areas.

Travel Corridors – The vistas along the Enchanted Circle National Scenic Byway, Highways 84, 46, 285, and other major roads are the keys to enjoying the forest.

Wildlands – Gems of the Forest where solitude and vistas are guaranteed.

Concentrated Destinations - Actively managed developments that provide for high densities of recreationists in areas like the Red River Valley and Taos Ski Valley.

Activities/Opportunities/Experiences

Forest Overview – Trail opportunities are very popular across the Forest, including the Continental Divide National Scenic Trail, Wheeler Peak (the highest peak in NM), and the only designated OHV trails in the Region. Wildlife-centered recreation like fishing, viewing wild horses, and hunting occur across the entire forest, but is a focus in areas like the Valle Vidal, the Forest’s west side, and in the Sangre de Cristos where trophy big game are highly sought after. Four-season recreation opportunities like biking, hiking, skiing, snowmobiling and snowshoeing bring visitors back as “new residents”.

Family Destinations – Group Camping, Group Day-Use, Horseback Riding, Medicinal Herb, Pinon Nut and Firewood Gathering

Travel Corridors - Scenic Viewing, Driving for Pleasure, Environmental, Conservation and Heritage Education Opportunities

Wildlands – Day Hiking, Backpacking, Horseback Riding, Winter Sports

Concentrated Destinations – Winter Sports, Major Ski Areas (under special use permit), Camping, Adjacent Rafting, and Motorized Recreation.

Demand

It is important to look at trends to assist in determining the need for outfitter-guide services. The future of nature-based recreation participation is often cyclic, depending on economic, environmental and social factors. Some conclusions can be drawn from trends data. Recent events including the 2008 recession and subsequent rising unemployment rates could change the way Americans participate in recreational activities in the future. A demand analysis was prepared for this project, analyzing national, regional and local use. The full demand analysis can be found in Appendix C. Key points include:

- Nearly 50% of Americans ages six and older participated in outdoor recreation in 2009. That's a slight increase from 2008 and equates to a total of 137.8 million Americans.
- 42% of outdoor participants said the economy impacted how often they participated in outdoor activities in 2009.
- Between 2000 and 2007, the total people participating in nature-based activities grew by 3.1 percent while the number of days of participation grew about 32 percent.
- Significant changes occurred in 2008 including the recession, children and young adults' growing disinterest in outdoor recreation, and gas price increases.
- Nationally, the biggest growth areas through 2007 were viewing, photographing and visiting nature and OHV use. Between 2000 and 2007 some of the largest decreases in use were mountain biking and downhill skiing and the biggest increases were in walking and family gatherings outdoors.
- Regionally, activities that are popular include walking for pleasure and participation in "adventure" activities such as mountain biking and wilderness backpacking. This also includes sports that have elements of risk like zip lining, bungee jumping and rafting. However, some barriers to participation in recreational activities include an increasingly sedentary lifestyle and growing obesity rates. Factors that drive the need for diverse recreation opportunities include a fast rate of growth in the 65 and over age group and a higher rate than the national average of people living below the poverty line (18%).

Forest Recreation Use

In response to the need for accurate recreation use data, the Forest Service developed a permanent sampling system known as the National Visitor Use Monitoring (NVUM) project which has been implemented nationwide. All national forests and grasslands, including the CNF, completed two rounds of data collection as of 2009. The NVUM provides statistical recreation use information at the forest, regional, and national level. A 4-year cycle has been established for data collection. NVUM has standardized definitions of visitor use measurement to ensure that all national forest visitor measurements are comparable. These measurements include:

- National forest visit - The entry of one person upon a national forest to participate in recreation activities for an unspecified period of time. A national forest visit can be composed of multiple site visits.
- Site visit - The entry of one person onto a national forest site or area to participate in recreation activities for an unspecified period of time.
- Recreation trip - The duration of time beginning when the visitor left their home and ending when they got back to their home.

Of the eleven forests in the region (US Forest Service Region 3) the CNF ranks eighth in terms of annual visitation and fifth in terms of wilderness visits.

Table 1 displays annual visitation estimates on the CNF by site type.

Table 1. Annual Visitation Estimate²

Visit Type	Visits (1000s)
Total Estimated Site Visits	960
Day Use Developed Site Visits	442
Overnight Use Developed Site Visits	20
General Forest Area	440
Designated Wilderness Visits	57
Total Estimated National Forest Visits	901

Although most visitors participate in several recreational activities on the CNF, they were asked to identify their main activity and the average amount of hours they spent pursuing that activity (Table 2). Two primary activities dominate on this forest. Just over 40 percent of the visiting population participates in hiking and walking while on the forest; nearly 25 percent reported that it was their primary activity, spending over 2 hours on average engaging in that activity. Just over one third of the visits come to participate in downhill skiing, and nearly all reported that it was their primary activity. Those who participate in downhill skiing spend approximately 5.6 hours participating. Viewing scenery is also a popular activity on the CNF, although for most it is not their primary activity. Although hunting ranks eleventh in terms of activity participation, it has been included in the results below since the hours spent participating in this activity are significant.

Table 2. Participation in Activities on the CNF

Activity	% Participation	% Main Activity	Avg. Hours Spent Doing Main Activity
Hiking/Walking	51.9	24.7	2.5
Downhill Skiing	35.4	33.4	5.6
Viewing Natural Features	30.9	4.1	4.5
Relaxing	26.9	3.5	18.7
Viewing Wildlife	23.6	0.7	2.1
Driving for Pleasure	14.9	2.9	3.0
Cross Country Skiing	8.2	6.9	3.0
Fishing	7.2	5.8	5.7
Gathering Forest Products	6.5	2.3	2.8

² All data from National Visitor Use Monitoring Report for the Carson NF, FY 2008.

Nature Study	6.2	0.0	3.0
Hunting	5.1	5.0	21.1

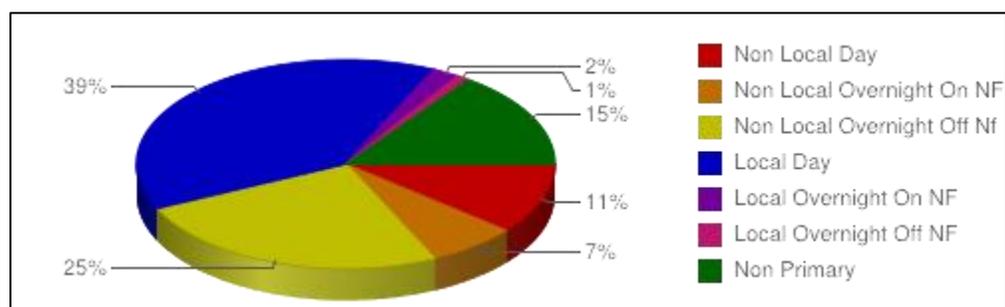
Demographic results show that almost 38 percent of visits are made by females.

Hispanic/Latinos (24.8%) are the most common racial or ethnic minority. Out of the eleven National Forests in Region 3, the CNF is second only to the Gila National Forest in the percent of Hispanic/Latino visitation. There are relatively few older people in the visiting population. Only about 3 percent of visits are made by people aged 70 and up. Most of the visits are made by people in their forties and fifties with just over 19 percent under the age of 16.

This forest serves a geographically mixed client base. Nearly 42 percent of visits come from people who live within 50 miles of the forest. However, 35 percent come from over 200 miles away, including 21 percent from over 500 miles away. Most visits to the CNF are day visits. The average visit lasts a little more than 13 hours; over half of the visits to this forest last less than 5 hours. About half of all visits to Wilderness on this forest last less than 3 hours. In comparison with the other forests in the region, time spent in undeveloped areas and in wilderness on the CNF is low, although visitors spend more than twice the amount of time at developed day use sites here.³

Less than ten percent of the visits involve recreating at more than one location on the forest. The mixed geographic base is echoed in the visit frequency. Almost 50 percent of the visits are made by people who visit at most 5 times per year. However, nearly 18 percent of visits, almost 1 of every 5 visits, comes from frequent visitors, those who visit more than 50 times per year.

Figure 2. Types of Visits



Visitor activity participation is a good indicator of the types of recreation opportunities and settings in current demand by recreation visitors. However, the results of the NVUM activity analysis do not identify the types of activities visitors would like to have offered on the national

³ National Visitor Use Monitoring, Region 3, FY 2005-2009.

forests. It also does not tell about displaced forest visitors, those who no longer visit the forest because the activities they desire are not offered.

When asked about crowding on a scale from one to ten, with ten being very crowded, visitor responses were nearly in the middle of the scale, with an average rating of 4.2 for the GFA and 4.5 for designated wilderness.

Wilderness visit demographics

Wilderness visitors were more likely to be male (58.1%) to female (41.9%). The overwhelming majority of visitors to wilderness identified themselves as white (97.7%) with the next closest ethnicity being Hispanic/Latino (7.7%). It should be noted that respondents could identify with more than one category, thus the total percentage is over 100%. The largest age group represented was in the 50-59 age range (24.7%) followed by the 30-39 age group (16.6%). The least amount of visitors came from the 16-19 age group, with 3%.

Stakeholder Input

(to be completed)

Outfitter-Guide Actual Use

Actual use is the amount of client days (commonly called service days) an existing outfitter-guide is authorized for under a special use permit in a given year. Often the amount authorized does not equal the amount actually used for various reasons including lack of demand, a poor economy, or even disasters like 9/11. While actual use numbers are not the sole basis for determining need, they can show public demand for outfitting and guiding.

When analyzing need, it can be helpful to look at what types of activities are consistently popular. The following table shows how service days used varied from activity offered. A table showing percent utilization by year and district can be found in Appendix E.

Occasionally the percent of utilization exceeds 100% for an activity. This can occur when an outfitter requests and is granted temporary service days under special circumstances. It can also occur when an outfitter uses more service days than are authorized.

The years 2006-2010 were used for this analysis, since 2011 data was incomplete.

The following criteria were used to rank actual use for existing permitted activities:

L: Actual use for the activity is <60% of authorized use over the last five years.

M: Actual use for the activity is 60-90% of authorized use over the last five years.

H: Actual use for the activity is >90% of authorized use over the last five years.

Table 3. Outfitter-guide percentage of service days used by year.

Activities	2006	2007	2008	2009	2010	Mean	Ranking
Climbing	N/A	73%	101%	118%	0%	73%	M
Fishing	4%	25%	4%	26%	43%	20%	L
Hiking	350%	64%	54%	87%	94%	130%	H
Horse Rides	100%	188%	100%	100%	160%	130%	H
Hunting	89%	64%	61%	42%	17%	57%	L
Jeep Tours	N/A	105%	90%	75%	N/A	90%	M
Mtn. Bike	9%	150%	33%	0%	0%	38%	L
Multi-sport (mixed)*	43%	104%	79%	33%	74%	67%	M
Multi-sport (non-motorized)	40%	20%	100%	60%	33%	51%	L

*Multi-sport (mixed) is multiple activities both motorized and non-motorized; use for individual activities were not recorded in the data provided so this category was necessary. Multi-sport (non-motorized) is the combination of non-motorized activities. The value “N/A” means that no days were authorized for an activity for that year; whereas “0%” means that days were authorized but none were used.

Evaluation Criteria

To determine need, the CNF analyzed activities that are occurring through authorized outfitter-guides and those that could reasonably occur in the future for both wilderness and non-wilderness settings.

Non-wilderness categories

The CNF developed nine evaluation categories and associated criteria to assess public and agency need for outfitter-guide services (Table 4). Appendix D contains the ranking of each activity across the nine categories.

Table 4. Non-Wilderness Evaluative Criteria.

Youth and Non-traditional Visitors, Including Disabled Visitors	
L	This activity offers extensive opportunities for youth or non-traditional visitors to participate; the need is low for O/Gs to provide services.
M	This activity offers moderate opportunities for youth and non-traditional visitors to participate; the need is moderate for O/Gs to provide services.
H	This activity does not offer opportunities for youth or non-traditional visitors to participate; the need is high for O/Gs to provide services.

Education/Interpretation/Stewardship	
L	This activity is not focused on nature-based education, does not allow for opportunities to educate the public when they are pursuing this activity or there is limited need for outfitters to include an education/stewardship message for this activity.
M	This activity allows for occasional opportunities for the public to learn about this forest and allows for moderate opportunity for education. There is a moderate need for outfitters to include an education/stewardship message for this activity.
H	This activity is focused on or provides a high level of opportunity for the public to learn and care for this forest or, due to the nature of this activity, it is essential that the outfitter include an education/stewardship message for this activity.
Knowledge, Skills and Ability	
L	The activity does not require the participant to learn new or unique skills or little time is required to master needed skills.
M	The activity requires the participant learn new or unique skills and the skills can be fairly easily taught.
H	The activity requires the participant to master unique, technical skills and considerable time and/or talent is needed to master the skills. Use of a guide is almost a prerequisite for a novice to participate in the activity.
Regional Availability	
L	Similar services are widely available within a reasonable distance (less than 2 hours' drive).
M	Similar services are somewhat available within the geographic area although dispersed in nature; visitors would need to drive more than two hours to participate.
H	Few similar services are offered, this opportunity is unique across the geographic area.
Resource Impacts	
L	The general public can participate in this activity without causing lasting resource damage (past one season) due to type of activity, season of use and easily understood regulations; common sense dictates actions.
M	There is a moderate potential for resource damage lasting past

	one season; the presence of an outfitter is beneficial and can mitigate this potential.
H	An outfitter is highly beneficial and sometimes essential in order for visitors to participate in this activity without causing resource damage.
Equipment	
L	No specialized equipment is necessary or it is available at enough price levels and choices that it is affordable for most (Binoculars, coolers, backpacks, and boots).
M	Specialized equipment needed for the activity is reasonably affordable, though one or two items may be expensive for some. Most people would not purchase the equipment without some confidence of repeated or continuous use (bicycles, tents, climbing equipment).
H	Specialized equipment needed for the activity is expensive to the point of being beyond the reach of the many people who might otherwise try the activity or would probably not be used on a regular basis without continued instruction (snowmobiles, horses, whitewater rafts)
Benefit to Local Economy	
L	Outfitter-guide opportunities for the activity would minimally benefit the local economy.
M	Outfitter-guide opportunities for the activity would somewhat support economic sustainability in local communities (e.g., utilize or foster small business, create seasonal jobs).
H	Outfitter-guide opportunities for the activity would actively promote economic sustainability in local communities (e.g., utilize or foster small business, create jobs, draw visitors specifically to participate in the activity or encouraging visitors to spend the night in nearby communities).
Safety/Risk	
L	There is low potential for serious injury or loss of life when participating in this activity.
M	There is moderate potential for serious injury or loss of life when participating in this activity. Outfitter-guides can mitigate safety risks with proper equipment and instruction.
H	There is high potential for serious injury or loss of life when participating in this activity. Outfitter-guides must have extensive

	training and/or certification to lead this activity.
Demand	
L	Little to no documented interest in the activity from the SCORP or other surveys, little/no letters of public inquiry about this activity, or little/no requests from current/potential outfitters about expanding their use.
M	Demand on the forest is steady or increasing slightly.
H	Significant increased or predicted higher public interest from SCORP or other surveys, several/many letters of public inquiry about this activities, or several/many requests from current/potential outfitters about expanding their use.

Wilderness and Extent Necessary

The need for commercial services in wilderness must be considered carefully, using existing policy and guidance. The Wilderness Act of 1964, Section 4(d)(6) states: “Commercial services may be performed within the wilderness areas designated by this Act to the extent necessary for activities which are proper for realizing the recreational or other wilderness purposes of the areas.”

To comply with this direction in the Act, an administering agency should 1) document how the activities provided by commercial services are “proper” in wilderness; 2) determine the spatial and temporal scope of commercial services that will be allowed to provide such activities and what portion of recreation use will be provided by commercial services; and 3) document the recreation or other wilderness purpose achieved by the commercial service.

The Act directs that administering agencies use achievement of the “recreational or other wilderness purposes” as the criteria for this determination of the need for commercial services.

In addition to the above specific direction on commercial services, the manager must make every decision regarding wilderness stewardship within the overall direction for wilderness management as provided by Section 4(b):

“Except as otherwise provided in this Act, each agency administering any area designated as wilderness shall be responsible for preserving the wilderness character of the area and shall so administer such area for such other purposes for which it may have been established as also to preserve its wilderness character. Except as otherwise provided in this Act, wilderness areas shall be devoted to the public purposes of recreational, scenic, scientific, educational, conservation, and historical use.”

The Act provides additional definition of what wilderness is and direction for management that is relevant to the commercial services discussion. Wilderness is as a place that:

Provides "...for the American people of present and future generations the benefits of an enduring resource of wilderness."

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

Is protected and managed so as to preserve its natural conditions..."

"...have outstanding opportunities for solitude or a primitive and unconfined type of recreation..."

For wilderness, the CNF developed separate evaluative categories to address the extent necessary for commercial services there (Table 5). Appendix D contains the ranking of each activity across the categories.

Table 5. Wilderness Evaluative Criteria.

Setting Dependency	
L	This activity can be pursued in other locations outside of wilderness and is not wilderness dependent.
M	It may not be specifically wilderness dependent, but opportunities outside of wilderness are limited and the presence of wilderness contributes to the experience of visitors.
H	There are no other locations outside of wilderness that can accommodate this type of use, either due to geography or experience, or this activity is wilderness dependent (for example, trips focused entirely on wilderness education).
Categories of Need	
L	This activity does not specifically target the categories of need listed above, although it does not preclude them.
M	This activity focuses in a collateral way on the categories of need.
H	This activity specifically focuses on one or more of the categories of need listed above.
Wilderness Character	
L	This activity, due to its location, size of group, season of use or other factor would likely affect wilderness character.
M	This activity, due to its location, size of group, season of use or other factor has a moderate potential to affect the wilderness character

H

This activity, due to its location, size of group, season of use or other factor would likely not affect wilderness character.

Public and Agency Need for Outfitter-guides

Using the information from the supply and demand analysis, stakeholder input, actual use analysis, and the evaluative criteria, an overall need determination was made for wilderness and non-wilderness activities across the forest. While the activities evaluated represent a comprehensive list of activities that commonly occur on the CNF, it would be impossible to identify every activity that could occur on the forest or that an outfitter-guide may want to offer services for. If the forest wants to consider any additional activities for outfitter-guide use, the activity can be run through the same evaluation process.

Another important factor to consider is that even if a need is identified, there may not be enough *capacity* to accommodate that need.

Need for Outfitter-guides (Non-Wilderness)

The outfitter-guide project team categorized activities into one of three possible lists. Two important caveats exist: (1) If an activity is identified as meeting public need for new or additional use, it does not mean that it can be accommodated everywhere, and (2) The lists of activities not currently permitted on the Forest is not all inclusive. Many other new activities could emerge in the future.

Process

Using the information from the evaluative criteria, including supply and demand, actual use analysis, and trend information, an overall need determination was made for non-wilderness and wilderness activities across the forest.

Then each factor was given individual scores:

Evaluative criteria

H = 5

M = 3

L = 1

Actual Use

H = 5

M = 3

L = 1

N/A = 1

Trend:

Y = 1

N = 0

Y= This activity was mentioned in the National Visitor Use Monitoring (NVUM) or the Statewide Comprehensive Outdoor Recreation Plan (SCORP) as one of the top activities (top 8 in SCORP, top ten in NVUM) for participation.

N= This activity was not mentioned in NVUM or SCORP as one of the top activities (top 8 in SCORP, top ten in NVUM) for participation.

Scoring:

7 and above=Higher need

5-6=Moderate need

<5=Lower need

Table 6. Non-Wilderness Summary of Need Rankings

Activity	Evaluative Criteria	Actual Use	Trend	Overall Need
Airborne activities	M	N/A	N	L
Avalanche awareness	H	N/A	N	M
Backcountry skiing	M	N/A	Y	M
Backpacking	M	N/A	Y	M
Big game hunting	H	L	Y	M
Biking, mountain	M	M	Y	H
Cross country skiing	M	N/A	Y	M
Day hiking	L	H	Y	H
Drop camps	M	N/A	N	L
Education	M	N/A	N	L
Fishing	H	L	Y	H
Gathering/Plant ID	M	N/A	Y	M
Horseback riding	H	H	N	H
Jeep Tours	H	L	N	M
OHV	H	N/A	N	M
Overnight pack trips	M	N/A	N	L
Photography	M	N/A	N	L
Rock climbing	H	M	Y	H
Sleigh rides	M	N/A	N	L

Activity	Evaluative Criteria	Actual Use	Trend	Overall Need
Snow kiting	M	N/A	N	L
Snowmobiling	M	N/A	N	L
Survival skills	H	N/A	N	M
Zip lines	H	N/A	N	M

The entire lists are as follows:

List 1. Activities for which there is a higher need for outfitter-guide use. Outfitter-guides can greatly enhance visitor experience and safety, reduce environmental impacts, and/or contribute to local economies.

Day hiking

Horseback riding

Fishing

Mountain biking

Rock Climbing

List 2. Activities for which there is a moderate need for outfitter-guide services. Outfitter-guides have a moderate potential to enhance visitor experience and safety, reduce environmental impacts, and/or contribute to local economies.

Avalanche Awareness

Backcountry skiing

Backpacking

Cross country skiing

Gathering plants

Jeep tours

OHV

Survival skills

Zip lines

List 3. Activities for which there is a lower need for outfitter-guide services; there is already plenty to serve the public and/or the use is maxed out for the limited terrain where it is possible (additional use may be considered on a compartment-by-compartment basis):

Airborne activities

Drop camps

Education

Overnight pack trips

Photography

Snow Kiting

Snowmobiling

Sleigh rides

Need for Outfitter-guides (Wilderness)

Based on a review of the indicators of extent necessary, activities were consolidated into three lists. Two important caveats exist: (1) If an activity is identified as meeting public need for new or additional use, it does not mean that it can be accommodated everywhere, and (2) The lists of activities not currently permitted on the forest is not all inclusive.

Process

Using the information from the evaluative criteria, including supply and demand, actual use analysis, and trend information, an overall need determination was made for non-wilderness and wilderness activities across the forest.

Then each factor was given individual scores:

Evaluative criteria

H = 5

M = 3

L = 1

Actual Use

H = 5

M = 3

L = 1

N/A = 1

Trend*

Y = 1

N = 0

Scoring:

7 and above=Higher need

5-6=Moderate need

<5=Lower need

Table 7. Summary of Need Ranking, Wilderness

Activity	Criteria Ranking	Actual Use	Trend	Overall Need
Avalanche Awareness	M	N/A	N	L
Backpacking	M	N/A	Y	M
Big game hunting	L	L	Y	L
Cross country skiing	M	N/A	Y	M
Drop camps	M	N/A	N	L
Education	H	N/A	N	M
Fishing	M	L	Y	M
Hiking	M	H	Y	H
Horseback riding	M	H	N	H
Overnight pack trips	M	N/A	N	L
Photography	H	N/A	N	M
Rock climbing	L	M	Y	M
Survival skills	M	N/A	N	L

*NVUM and SCORP results do not differentiate between wilderness and non-wilderness activity participation. Managers need to consider additional information such as existing permitted use and potential impacts when permitting use in wilderness.

The lists were compiled from the information above.

List 1. Activities for which there is a higher need for outfitter-guide use because it meets the category of need, is dependent on a wilderness (or this wilderness) setting, and will not negatively impact long-term conditions related to wilderness character.

Hiking

Horseback riding

List 2. Activities for which there is moderate need for outfitter-guide use because it mostly meets the category of need, is mostly dependent on a wilderness (or this wilderness) setting, and will not negatively impact long-term conditions related to wilderness character.

Backpacking

Cross Country Skiing

Education

Fishing

Photography

Rock Climbing

List 3. Activities for which there is a lower need for outfitter-guide use because there is a lower potential to meet category of need and/or a low setting dependency.

Avalanche Awareness

Big Game Hunting

Drop Camps

Overnight Pack Trips

Survival Skills

Conclusions

The activities identified through the evaluative process mostly reflect national and regional trends (Appendix C). Many of these activities would assist the Forest Service in meeting resource objectives (page 4) and align with the Forest niche statement (page 9). Some of the activities listed as having a high need also have high levels of service day utilization, which can indicate high demand for this activity. This need can either be met by issuing priority use permits, which speak to long-term needs and trends, or by setting aside a pool of temporary service days for activities where the need can be met by offering occasional or less frequent opportunities.

While a need may be identified for several activities, there may not be sufficient capacity to accommodate all of them. Outfitter-guide capacity is the amount and type of outfitter-guide use that can be accommodated consistent with the desired conditions. This can be described as social, biophysical, facility, and managerial capacity. For example, even though horseback riding trips have been identified as a high need for both wilderness and non-wilderness settings, there may be areas where the landscape cannot support additional use. The next step in determining the appropriate level of outfitted use is to balance the capacity with the identified need.

Appendix A. Agency Direction

Agency Policy

The Code of Federal Regulations (261.10(c)) prohibits “selling or offering for sale any merchandise or conducting any kind of work activity or service unless authorized by Federal law, regulation, or special-use authorization” on federal lands. On National Forest System lands, a special-use permit is required when any individual or organization is conducting outfitting and guiding activities or services for gain.

Forest Service Manual direction (FSM 2703.1) requires completion of an analysis of the need to use National Forest System lands for commercial activities prior to issuance of a special use permit for that activity. FSM 2703.1 states that the following items need to be considered when evaluating requests for use of National Forest System Lands:

- Determination that the proposed activity conforms to the Forest land and resource management plan).
- Environmental analysis of the project proposal (FSM 1950).
- Analysis of the need to use National Forest System lands.
- Analysis of the appropriateness of the use on National Forest System lands.

Forest Service policy contained within FSH 2709.11 41.53(c) includes the following:

- Authorize only those outfitting and guiding activities that are consistent with the applicable land management plan and that meet the screening criteria in 36 CFR 251.54(e) and FSH 2709.11, chapter 10.
- Do not authorize any development or permanent improvements in non-wilderness in the National Forest System for outfitting and guiding services, except when there is a demonstrated public need and the structures, improvements, or installations have negligible value and minimal impact on national forest resources, as with hitching posts, corrals, tent frames, permitted access routes, and shelters.
- Do not authorize any development, improvements, or installations in wilderness or areas for the purpose of convenience to the holder or the holder’s clients. Do not authorize any caches in wilderness areas. Do not authorize permanent structures, improvements, or installations in wilderness areas unless they are necessary to meet minimum requirements for administration of the area for the purposes of the Wilderness Act (16 U.S.C. 1133c).
- Work with other Federal agencies, State and local authorities, outfitters and guides, outfitting and guiding organizations, and other interested parties to ensure that outfitting and guiding activities are consistent with applicable laws and regulations and to identify unauthorized outfitting and guiding activities. Follow procedures in FSM 5300 in

investigating and preventing the occurrence of unauthorized outfitting and guiding activities.

- Do not issue a separate permit for outfitting or guiding activities (such as cross-country skiing or horseback riding) to a holder of a permit or term permit for a commercial public service site (such as a pack station or resort) when the outfitting or guiding activities are part of commercial public service site operations and the commercial public service site would not exist without the outfitting and guiding activities. Include the outfitting and guiding activities in a supplement to the term special use permit.
- Do not authorize use when an applicant owns no tangible assets, lacks the prerequisites to conduct outfitting and guiding (such as a state license, liability insurance, and equipment), and would serve only as an intermediary for others providing those services on National Forests System lands.
- Take into account applicable provisions of the Alaska National Interest Lands Conservation Act, 16 U.S.C. 3101-3126, in issuing and administering outfitting and guiding permits in the Alaska Region.

The primary Agency direction for the preparation of a Needs Assessment can be found in Forest Service Handbook 2709.11 41.53e:

- Conduct a needs assessment to determine the public or agency need for authorized outfitting and guiding activities. A needs assessment may be conducted as part of public scoping during a NEPA analysis. Consider accessibility, size of the area, difficulty of the terrain, current levels of outfitting and guiding, and demographics of visitors to the area.
 - a. When conducting a needs assessment for outfitting and guiding activities in a wilderness area, assess whether these activities are necessary for realizing the recreational or other wilderness purposes of the area and the extent to which the activities may be authorized consistent with maintaining the wilderness character of the area.
 - b. Review previous needs assessments when reauthorizing use to ensure that they remain relevant to current and projected use trends, and update them if necessary.

Outfitters and guides must also meet Agency objectives. These objectives are specifically outlined in the Forest Service Manuals (FSMs) and Forest Service Handbooks (FSHs).

Outfitter and Guide Administration Handbook

Guidance on preparing needs assessments is contained in the Outfitter and Guide Administration Guidebook (1997). The U.S. Forest Service Northern Region staff developed this guidebook with considerable assistance from the outfitting and guiding industry. The guidebook (Section III-B Needs Assessment) provides this information:

Responsibility for Determining Need:

- The basis on which any new use or additional use is permitted is the Forest Service’s determination of public need for such services.
- Recreation is part of the Forest Service’s multiple use mission and outfitters have a role within that mission.
- When assessing “need” the agency mission is to allow the National Forest to be accessible to a diverse range of customers in balance with the total recreation and other resource capability of the lands and waters.
- This assessment fulfills the National Forest Management Act (NFMA) portion of the analysis process. If the findings of this assessment are negative, i.e. there is no need for an outfitter to accommodate access needs for the target audiences, the process is ended. If the analysis indicates the need for an outfitter, the findings are used to construct a proposal which initiates the NEPA process.
- There are many factors which can influence the outcome of a needs determination. The complexity of a needs assessment is dependent upon site-specific factors such as the management situation and the specific proposal involved. Therefore the relative importance of the factors may vary among assessments.

Applicable Agency Objectives

Recreation objectives, stated in FSM 2302, that apply to outfitting and guiding in general are:

1. Serve visitors and local communities. Provide a broad range of nature- and heritage-based outdoor recreation and tourism opportunities for the responsible use and enjoyment of local communities and their visitors.
 - a. In collaboration with communities and other providers of outdoor recreation, use visitor and local community characteristics and preferences for recreation and tourism activities, settings, experiences, and benefits to guide recreation planning, management, marketing, and monitoring.
 - b. Identify and enhance recreational, scenic, and culturally distinctive landscapes that comprise special places to provide outstanding quality and diverse recreation opportunities.
 - c. Identify, analyze, and monitor the changing demographic composition of the country and regional market areas to adapt recreation settings, facilities, and programs for greater use, enjoyment and understanding of the National Forest System.
 - d. Strive to provide sustainable recreation opportunities and programs that equitably serve the needs of local communities and visitors.
2. Strive to protect and enhance natural, scenic, cultural, wilderness, and wild and scenic rivers resources.

- a. Create an integrated and sustainable program that fosters conservation of natural and cultural resources.
 - b. Reduce the impacts and conflicts resulting from recreational use through education, management, monitoring, and enforcement.
 - c. Preserve an enduring resource of wilderness and wild and scenic rivers for the benefit and enjoyment of present and future generations.
3. Address public safety through utilization of appropriate risk management approaches across the spectrum of recreation settings.

Forest Service Special Use objectives specifically for outfitting and guiding provided in FSH 2709.11, Chapter 40, Section 41.53b states:

1. Provide for outfitting and guiding services that address concerns of public health and safety and that foster successful small businesses consistent with the applicable land management plan.
2. Facilitate greater participation in the outfitting and guiding program by organizations and businesses that work with youth and educational groups.
3. Encourage skilled and experienced individuals and entities to conduct outfitting and guiding activities in a manner that protects environmental resources and ensures that national forest visitors receive high-quality services.

Forest Service Special Use policy for outfitting and guiding provided in FSH 2709.11, Chapter 40, Section 41.53c states:

1. Authorize only those outfitting and guiding activities that are consistent with the applicable land management plan and that meet the screening criteria in 36 CFR 251.54(e) and FSH 2709.11, chapter 10.
4. Work with other Federal agencies, State and local authorities, outfitters, and outfitter and guide organizations to ensure that outfitting and guiding activities are consistent with applicable laws and regulations and to identify unauthorized outfitting and guiding activities. Follow procedures in FSM 5300 in investigating and taking action to prevent the occurrence of unauthorized outfitting and guiding activities.

Wilderness

Objectives for wilderness management provided in FSM 2323.11 are to:

1. Provide, consistent with management of the area as wilderness, opportunities for public use, enjoyment, and understanding of the wilderness, through experiences that depend upon a wilderness setting.
2. Provide outstanding opportunities for solitude or a primitive and unconfined type of recreation.

Forest Service policy addressing recreation management in Wilderness found in FSM 2323.12 states:

1. Maximize visitor freedom within the wilderness. Minimize direct controls and restrictions. Apply controls only when they are essential for protection of the wilderness resource and after indirect measures have failed.
2. Use information, interpretation, and education as the primary tools for management of wilderness visitors.
3. Manage for recreation activities that are dependent on the wilderness environment so that a minimum of adaptations within wilderness are necessary to accommodate recreation.
4. Consistent with management as wilderness, permit outfitter-guide operations where they are necessary to help segments of the public use and enjoy wilderness areas for recreational or other wilderness purposes.

Forest Service policy addressing outfitter and guide operations in wilderness found in FSM 2323.13g states that managers should:

- Address the need for and role of outfitters in the forest plan. The plan must address the type, number, and amount of recreation use that is to be allocated to outfitters. Ensure that outfitters provide their service to the public in a manner that is compatible with use by other wilderness visitors and that maintains the wilderness resource.
- Approve only temporary structures and facilities for outfitter and guide operations necessary to properly meet their public service in a manner compatible with the wilderness environment. These structures shall be located away from main trails, streams, lakes, key interest features, and non-outfitted public use areas. Specify in forest plans, subsequent implementation schedules, or special use permits what improvements are permitted and their locations.
- Ensure that outfitters remove all equipment and material, other than structures authorized to remain such as dismantled structure frames and poles made of native material, from the wilderness at the end of each season. Do not permit caches, and phase out existing ones on a planned basis. Do not allow permanent improvements such as cabins, toilet buildings, or tent frames with floors and sides. Further direction for managing outfitter and guides operations is found in section 2324.3, FSM 2343, FSM 2700 and FSH 2309.19, the Wilderness Management Handbook.

Research Natural Areas

“Research Natural Areas are part of a national network of ecological areas designated in perpetuity for research and education and/or to maintain biological diversity on National Forest System lands. Research Natural Areas are principally for non-manipulative research, observation, and study” (FSM 4063.02).

The objectives, per FSM 4063.02 of establishing Research Natural Areas are to:

1. Maintain a wide spectrum of high quality representative areas that represent the major forms of variability found in forest, shrubland, grassland, alpine, and natural situations that have scientific interest and importance that, in combination, form a national network of ecological areas for research, education, and maintenance of biological diversity.
2. Preserve and maintain genetic diversity, including threatened, endangered, and sensitive species.
3. Protect against human-caused environmental disruptions.
4. Serve as reference areas for the study of natural ecological processes including disturbance.
5. Provide onsite and extension educational activities.
6. Serve as baseline areas for measuring long-term ecological changes.
7. Serve as control areas for comparing results from manipulative research.
8. Monitor effects of resource management techniques and practices.

FSM 4063.3 outlines the protection and management standards for RNAs, which must “support and promote the basic objectives and purposes of establishing the area.”

1. Ecological Processes. The prime consideration in managing Research Natural Areas is maintenance of natural conditions and processes. To the extent practicable, protect Research Natural Areas against human activities that directly or indirectly modify the integrity of the ecological processes.
5. Recreational Use. Recreational use should be restricted or prohibited if such use threatens or interferes with the objectives or purposes for which the Research Natural Area is established.
6. Special Orders. Where special orders are needed to limit, restrict, or control specific activities such as camping, seasons of use or other uses, that are not compatible with the objectives of the Research Natural Area, the Forest Supervisor issues orders pursuant to 36 CFR Part 261, Subpart B, to protect an area's features. Any such orders shall incorporate the special closure provisions of 36 CFR 261.53. (See FSM 5353 for penalties applicable to violations of orders.)
7. Roads, Trails, Fences, Signs, or Buildings. Do not permit new roads, trails, fences, or signs on an established Research Natural Area unless they contribute to the objectives or to the protection of the area. Boundary fencing is permitted for protection against livestock or excessive human use. Buildings are not permitted. In rare instances, temporary gauging stations and instrument shelters may be desirable. Follow procedures set forth at FSM 4063.31 for authorizing temporary physical improvements.

Appendix B. Forest Direction

The Carson Forest Plan Amendment (1990) set the following management prescriptions (Recreation 1-4)

Vision:

We recognize and accommodate the different needs of our visitors by providing facilities for differing-and sometimes conflicting-recreation uses. We give emphasis to specialized types of recreation, such as trail networks for cross country skiing, mountain biking, hiking, horseback riding, motorcycling, and snowmobiling. Special biological areas and unique resources, such as lakes and rivers, are managed to recognize and protect their fragile ecosystems. Day use facilities are provided near local communities. Recreation sites are clean, safer, well maintained, and provide universal access.

We actively work with communities and individuals to help them develop services and facilities which complement recreation opportunities on the National Forests. Partners and opportunities are sought to provide National Forest services and facilities.

Management Highlights:

Establish a full spectrum of trail opportunities, considering all modes of travel, ranging from opportunities for challenge and adventure, to opportunities for people with disabilities, and give special emphasis to the protection, development and management of specially designated areas and trails.

Wilderness:

Maintain an enduring high quality wilderness and provide a high quality recreational experience.

Forestwide Prescriptions:

The Carson National Forest provides a variety of recreational experiences for people from throughout the southwest, many other states and foreign countries. The Forest is a haven for those from Texas, Oklahoma, Kansas and New Mexico that seek climactic relief during the summer months. It is also the playground for many of the same people because of excellent Nordic and Alpine skiing and snowmobiling opportunities.

Standards and Guidelines:

Recreation Experience:

Provide the opportunity for the public to obtain a variety of recreation experiences by managing the natural resource setting and the activities that occur within it. Provide a spectrum of opportunities on the Forest from Semi-Primitive to Urban, with emphasis on the less developed end of the spectrum. Within the wildernesses, utilize the Wilderness Opportunity Spectrum as outlined in the wilderness prescriptions. For the remainder of the forest manage according to the following guidelines.

Rural and Urban (R and U)

Location - manage areas within ¼ mile of administrative sites, the Ghost Ranch Living Museum, winter sports sites, and other recreation sites adjacent to villages and towns to provide R and U recreation opportunities.

Setting – The natural environment may be substantially modified. Timber harvest and other resource practices should enhance the associated recreation use. Sights and sounds of other users may be readily evident, and human interaction is high. Facilities should be provided for intensified motorized recreational use.

Experiences and Activities – Group and individual interaction are emphasized, as are user conveniences. Controls, regulations, and law enforcement are obvious. Associated activities are motorized and mechanical in nature. Developed recreation activities predominate.

Roaded Natural (RN)

Location – Manage areas within ½ mile of paved highways and Forest all weather and heavily used dirt roads to provide a RN recreation opportunity. This will include most of the recreation sites that are not near villages and towns.

Setting – The environment should be predominantly natural appearing with moderate evidence of human intervention. Resource modification and utilization practices may be evident, but should be in harmony with the natural environment. Interaction between users should be low to moderate, but evidence of other users may be prevalent. Facilities should be designed for conventional motorized use, ranging from travel trailers to passenger cars to moderate clearance two wheel drive trucks.

Experience and Activities – Manage for a high opportunity for interaction with the natural environment, both passive (sightseeing) and active activities. Both motorized and non-motorized forms of recreation are possible and should be accommodated by convenience facilities. Regulations on user behavior is high at recreation sites and along heavy use corridors, but less than in the Rural/Urban class.

Semi-primitive Motorized (SPM)

Location – Manage areas within ½ mile of lower standard Forest roads and areas where off road vehicles are permitted to provide a SPM recreation opportunity. This includes Forest system roads where use is light and maintenance levels are low. Remote recreation sites where few facilities are provided are also included in this category (Goose Lake and Middle Fork fishing sites, etc.). Areas designated on the Travel Management Map as Area 2 may change from Semi-Primitive Non-Motorized (SPN) to SPM during the winter season.

Setting – The areas should be predominately natural appearing. Resource modifications should blend with the surrounding landscape character. User interaction should be low,

but evidence of other users may be apparent. On-site controls and restrictions of use may be present but are subtle. Facilities should be designed for four wheel drive and/or high clearance rugged vehicles.

Experience and Activities – There should be a high opportunity for interaction with the natural environment and a moderate opportunity for isolation from other people. User conveniences should be limited; users should experience self-reliance, challenge and risk. Associated activities may be motorized or non-motorized including jeep driving, bicycle riding, horseback riding and foot travel transportation modes. Dispersed recreation activities predominate.

Semi-primitive Non-motorized (SPN)

Location – Manage areas for a SPN experience that are farther than a ½ mile from motorized use roads, trails and areas. These areas are shown on the travel management map. Except for the road corridors, Area 1 on the map should be SPN year round. Except for the road corridors, Area 2 should be SPN in the summer, spring and fall.

Snowmobiles are permitted in Area 2. Area 9 is SPN from August 1 to January 15 and SPM the remainder of the year.

Setting – The environment should be natural appearing with little or no evidence of human intervention. No resource manipulation projects will occur in Management Area 20. In other areas, resource modification and utilization practices should emphasize recreation and wildlife concerns. Recreation user interaction should be low but there may be evidence of other users.

Experience and Activities – There should be a high opportunity for isolation from other people, independence, and closeness to nature, tranquility, self-reliance, challenge and risk. Activities can be mechanical but must be nonmotorized. Dispersed activities predominate.

Primitive (P)

No opportunities exist outside of the wilderness.

Capacities:

Establish capacities when needed for outfitter-guides and limit use to the established capacity.

Total allowable hunter outfitter-guide and service days on the Jicarilla Ranger District will be:

Species	Outfitters-Guides	Service Days
Mule deer	10	500
Elk	7	300
Mountain lion	7	350
Barbary sheep	Not limited	Not limited

If conditions warrant, the permitted outfitter-guide and service days can be adjusted up or down. Permits will be converted to priority use permits when possible.

Applications:

Encourage applications for outfitter-guides to provide needed recreation opportunities, issue permits, monitor activities, make performance evaluations and issue priority use permits when warranted.

Educate Public:

Enlist outfitters to exercise responsibility to educate the public they guide and serve about natural resources management and protection.

Management Area Prescriptions for Wilderness:

Williams, Horseshoe, Lost Lakes

- Permit only stove fires around Williams, Horseshoe and Lost Lakes in the Wheeler Peak Wilderness. Designate areas on official maps and on site. Increased administrative personnel presence will be provided on site. Additional closures will be made as needed to maintain wilderness values in accordance with limits of acceptable change.

Group Size Limit:

Manage all areas for a maximum group size of 15 people or 15 stock animals. Enforcement and user contact provided.

Outfitters/Guides:

- Schedule outfitter-guide activities to minimize impacts/ conflicts with other wilderness users.
- Establish capacities/seasons of use for outfitter guides using animals operating in Wheeler Peak. Establish capacities in other areas when conflicts with other users or impacts on wilderness values warrant.

Wheeler Peak Wilderness

In 2001 outfitter-guide service days were capped at 150 service days in summer and up to 30 additional service days for hunting (maximum two guides) in fall. This decision also instituted a policy of no overnight commercial use or hunts in Opportunity Class IV, the portion of the wilderness west of Taos ski valley, with the exception of bighorn hunts. LAC standards set in 1995 for this wilderness are:

WOS Class	I	II	III	IV
Location	West of TSV & Lake Fork Peak	East Quarter to Old Mike Peak	All trails but Williams Lake	Williams Lake Basin and Trail
Desired human	2 max	7 max	20 max	30 max

encounters				
Desired equestrian encounters	0	5 max	5 max	5 max
Desired camps in site	1 max	3 max	6 max	6 max

Garcia Park, Osha Mountain, Pecos Wilderness Limitations

A decision memo signed in November 2000 stated that no new o/g permits or increases in service days would be authorized pending a capacity study in the following areas: all sections within the legal description T20N-R12E, T20N-R13E, T21N-R12E, T21N-R13E (Pecos Wilderness) and all sections within T24N-R14E, T24N-R15E (Garcia Park and Osha Mountain area). Concerns listed were number and diversity of existing commercial and personal uses in the area; user conflict potential; existing and future conditions of the road/trail system; the District’s limited ability to monitor and maintain the existing and future road/trail system; and concern for public safety. The decision memo also noted that commercial proposals had increased in the past few years and that the existing, popular trail systems have a use threshold above which results in adverse resource impacts and/or user conflict situations.

Appendix C. Supply/Demand Analysis

National and Regional Trends

The future of nature-based recreation participation is often cyclic, depending on economic, environmental and social factors. Some conclusions can be drawn from trends data. Recent events including the 2008 recession and subsequent rising unemployment rates could change the way Americans participate in recreational activities in the future.

Projected Recreation Use—Long Term Trends

The most current publication *Projections of Outdoor Recreation Participation to 2050* (Bowker, 1999) projects future outdoor recreation participation and consumption as mandated by the Renewable Resources Planning Act (RPA). Based primarily on descriptive findings from the National Study for Recreation and the Environment (NSRE), long term projections in recreation participation have been assessed by comparing NSRE findings with those of national recreation surveys dating back to 1960.

Supply factors such as proximity and availability of recreation resources are important in determining whether and to what degree individuals recreate. Previous research has shown that the amount of outdoor recreation settings or opportunities available to an individual will affect the individual's choice and intensity of participation in given activities. For example, whether an individual skis and how often can in part be explained by the proximity of skiing opportunities. Likewise, most dispersed outdoor recreation activities, such as viewing wildlife, require access to wildlife habitat on private and public forests, ranges, and wetlands.⁴

According to research from the Outdoor Industry Foundation, when people feel overscheduled and lacking in leisure time they will generally gravitate towards activities that are perceived as low commitment and not requiring special equipment or skills. People are also currently attracted to activities which can be completed in a day, and near their home.⁵

Bowker's publication projects that the five fastest growing outdoor recreation activities in terms of activity days were visiting historic sites (116 percent growth), downhill skiing (110 percent growth), snowmobiling (99 percent growth), sightseeing (98 percent growth), and non-consumptive wildlife activity (97 percent growth). The five slowest growing activities were projected to be fishing (27 percent growth), primitive camping (24 percent growth), cross-country skiing (18 percent growth), off-road vehicle driving (seven percent growth), and hunting (minus-two percent growth). In all categories, off-road vehicle driving was expected to be in the top five slowest growing activities. Primitive camping was also in the top five slowest growing activities in all categories.

⁴ Projections of Outdoor Recreation Participation to 2050. Bowker, et al. 1999.

⁵ Colorado State Comprehensive Outdoor Recreation Plan, 2008.

Projected Recreation Use—Short Term Trends

In the decade since Bowker’s report was published, however, there have been significant changes in drivers of outdoor recreation trends. Nationally, the 2010 Outdoor Recreation Participation Report found that:⁶

- Nearly 50% of Americans ages six and older participated in outdoor recreation in 2009. That’s a slight increase from 2008 and equates to a total of 137.8 million Americans.
- 42% of outdoor participants said the economy impacted how often they participated in outdoor activities in 2009.
- 62% of outdoor participants travel one hour or less to participate in outdoor recreation.
- The participation rate in outdoor activities of Americans with walking routes near their home is 20% higher than those without, and the participation rate of those with nearby biking routes is nearly 25% higher than those without.
- This study continues to track an overall downward slide in outdoor recreation participation among 6 to 12 year olds.

In a 2009 report entitled “Recreation Demand Trends, an Update”, based on the most recent NSRE data (Cordell, et al) the authors conclude that outdoor recreation and especially nature based recreation were growing through 2007, but that significant changes occurred in 2008 including the recession, children and young adults’ growing disinterest in outdoor recreation, and gas price increases. This report suggests that climate change may be a “wild card” citing more frost free days, bark beetle damage, and fire, all of which can directly or indirectly impact people’s access to recreation.

However, the report suggests that it does appear that Americans continue to enjoy outdoor recreation. Between 2000 and 2007, the total people participating in nature-based activities grew by 3.1 percent while the number of days of participation grew about 32 percent. Over all 50 nature-based activities identified in the report, per capita days increased by more than 22 percent. The biggest growth areas through 2007 were viewing, photographing and visiting nature and OHV use. Between 2000 and 2007 some of the largest decreases in use were mountain biking and downhill skiing and the biggest increases were in walking and family gatherings outdoors. These findings appear to conflict with Bowker’s publication but could reflect short term driver changes such as reduced income due to the recession.

Analysis showed that participation in backcountry activities, including backpacking and day hiking was mixed but steady; hunting and fishing were steady; OHV use was increasing while skiing, snowboarding and snowmobiling were decreasing; and nature viewing and photography were increasing.⁷

⁶ <http://www.outdoorindustry.org/research.php>

⁷ Recreation Demand Trends, An Update. Cordell, et al. May 2009.

Regional Trends⁸

Community surveys conducted as part of the New Mexico Comprehensive State Outdoor Recreation Plan (SCORP) revealed that there are some barriers to outdoor recreation in the state. These include an increasingly sedentary lifestyle and growing obesity rates. Factors that drive the need for diverse recreation opportunities include a fast rate of growth in the 65 and over age group and a higher rate than the national average of people living below the poverty line (18%).

Figure C1. New Mexican Participation in Outdoor Recreation.⁹

Activity Category	# of Participants	% of Population
Bicycling <ul style="list-style-type: none"> Paved-road bicycling Off-road bicycling 	322,622	23%
Camping <ul style="list-style-type: none"> RV camping at a campsite Tent camping at a campsite Rustic lodging 	438,031	31%
Fishing <ul style="list-style-type: none"> Recreational fly Recreational non-fly 	190,499	13%
Hunting <ul style="list-style-type: none"> Shotgun Rifle Bow 	103,215	7%
Paddling <ul style="list-style-type: none"> Kayaking (recreational, sea, or whitwater) Rafting Canoeing 	66,906	5%
Snow Sports <ul style="list-style-type: none"> Downhill skiing, including telemark Snowboarding Cross-country or Nordic skiing Snowshoeing 	104,790	7%
Trail <ul style="list-style-type: none"> Trail running on an unpaved trail Day hiking on an unpaved trail Backpacking Rock climbing (natural rock or ice) 	584,852	41%
Wildlife Viewing <ul style="list-style-type: none"> Bird watching Other wildlife watching 	469,000	31%

*Wildlife-based participation is based on adult population 16 years of age and older living in New Mexico in 2005: 1,501,226 (US Census). Non wildlife-based participation is based on adult

⁸ New Mexico Statewide Comprehensive Outdoor Recreation Plan, 2010-2014.

⁹ New Mexico Statewide Comprehensive Outdoor Recreation Plan, 2010-2014.

population 18 years of age and older living in New Mexico in 2005: 1,414,523 (US Census). Detailed activity definitions and participation calculations are available in the technical reports.

New Mexico not only attracts those from out-of-state to take part in active outdoor recreation but also, with exceptional close-to-home recreation, generates economic activity from resident outdoor recreation participants.

New Mexico's 2008 estimated population was 2,029,633. By the year 2013, the State's population is projected to be 2,185,141, an increase of over 7.5 percent. The population by service area identifies the central part of the state as having the highest population (638,652) and the Northeast part of the state (the area where the CNF is located) as having the lowest population (118,848). The two counties with the highest population are Taos County (32,168) and San Miguel (29,625). Both are almost double the population of the remaining seven counties.

Population demographics indicate that there is a greater number of people of Hispanic origin and fewer American Indians. Only two of the nineteen Pueblo Indian communities are located in this area, the Taos and Picuris Pueblos in Taos County. Harding County is an older community when compared to other counties. Harding's median age is 50 years while other counties median age ranges from 36-44. Age distribution in the Northeast Service Area when compared to the State shows a greater number of "Baby Boomers" (represented by those between the ages of 45-63 years, and defined as born between the years 1946-1964) and "Matures" (those over 65 years).

A statewide survey conducted for the purposes of the SCORP provided a list of forty-one outdoor recreation activities and first asked respondents how frequently they and their immediate family participate in each activity. Activities having the highest incidence of participation included walking, picnics/relaxing, visiting open space and natural areas, hiking/backpacking, fishing and tent camping.

When asked how important is adding, expanding, or improving facilities to accommodate activities in New Mexico, the highest importance (75%-68%) was assigned to the activities of walking, fishing, visiting open space and natural areas, picnics/relaxing and tent camping.

Supply Analysis

There is an abundance of recreation providers located near the analysis area and many recreational opportunities for visitors exist. Statewide, the following opportunities exist:

42 percent of New Mexico's land base, or 52,207 square miles, is public land. These public lands are managed by various federal, state, tribal, and local government agencies.

New Mexico State Parks

With thirty-four parks distributed throughout the state's regions, the New Mexico State Parks Division manages over 117,000 acres not including water surface area in seventeen reservoirs.

New Mexico Department of Game and Fish

NM Department of Game and Fish manages 56 areas that provide primarily for fishing and hunting although many include camping, picnicking areas, trails and allow wildlife viewing.

New Mexico State Land Office

The New Mexico State Land Office manages some 22 million acres. Hunting, hiking, and horseback riding is permitted by permit on publicly accessible and noncommercial land.

Indian Tribe, Nation, and Pueblo Lands

New Mexico's 22 Indian tribes, nations, and pueblos account for about 11 percent of New Mexico's land area. These sovereign entities have long provided visitors the opportunity to learn about their unique and special cultures through outdoor events such as feast days, arts and crafts shows, and tours as well as golf, skiing, and rodeos.

New Mexico Transportation Department

The Department promotes alternative non-motorized transportation and multi-use trails.

Local Government (Counties/Municipalities/Public Schools)

Accessible outdoor recreation opportunities exist in the form of parks, fields, courts, pools, picnic areas, playgrounds, and trails.

National Park Service

The National Park Service (NPS) manages fourteen sites totaling 391,031 acres including visitor centers and trails to historic, cultural, and natural and scenic sites which were visited by over 1.5 million people in 2009.

Bureau of Land Management

The Bureau of Land Management (BLM) manages more than 12 million acres, most of which is open to outdoor recreation activities including backpacking, hiking, biking, whitewater boating, fishing, caving, off-road vehicle driving, picnicking, wildlife viewing, and cultural site touring.

U.S. Forest Service

The U.S. National Forest (USFS) manages over nine million acres of New Mexico's most ecologically diverse lands ranging in elevation from 4,000 to over 13,000 feet.

U.S. Fish and Wildlife Service

The U.S. Fish and Wildlife Service manages five National Wildlife Refuges (NWR) that are open for wildlife viewing as well as two national fish hatcheries, and an additional two NWR's that are currently closed or only open occasionally.

U.S. Army Corps of Engineers

The U.S. Army Corps of Engineers manages seven dams in New Mexico of which five include recreation areas.

Bureau of Reclamation

Eight of the Bureau of Reclamation reservoirs recreation areas are managed by the New Mexico State Parks including Brantley, Caballo, Heron, Leasburg Dam, Percha Dam, Sumner, El Vado, and Elephant Butte. Avalon Reservoir is managed by the Carlsbad Irrigation District.¹⁰

The following is a look at recreation providers closer to the project area.

Federal

National Forests:

San Juan National Forest: The San Juan includes approximately 1.8 million acres of federal lands administered by the U.S. Forest Service in Southwestern Colorado. The scenery ranges from high desert mesas and canyons to high alpine peaks and meadows. The area features a National Forest scenic byway, the San Juan Skyway and a Bureau of Land Management 4WD scenic byway, Alpine Loop Backcountry Byway. Visitors can enjoy a variety of outdoor activities including hiking, mountain biking, hunting, fishing, alpine and Nordic skiing, horseback riding, and camping. The San Juan National Forest shares management of three designated Wilderness areas: the Weminuche Wilderness, The Lizard Head Wilderness and the South San Juan Wilderness.

Santa Fe National Forest: Some of the finest mountain scenery in the Southwest is found in the 1.6 million acre Santa Fe National Forest. Elevations rise from 5,300 to 13,103 feet at the summit of Truchas Peak, located within the Pecos Wilderness. Within the forest there are four wilderness areas, three Wild and Scenic Rivers and one National Recreation Area. This forest has the full spectrum of activities for visitors including over 20 campgrounds, hundreds of miles of trails open to horseback riding and hiking, and many trails open to mountain biking.

Kiowa National Grasslands: Administered by the Cibola National Forest, two non-adjacent parcels of this prairie and canyon landscape offer hiking, wildlife viewing, and fishing in the Canadian River.

Bureau of Land Management¹¹:

The Taos Field office manages over 656,000 acres of public land. BLM public lands in North Central New Mexico include two Wild and Scenic Rivers – the Rio Grande and the Rio Chama – and three developed recreation areas – Wild Rivers, Santa Cruz Lake, and Orilla Verde.

Orilla Verde: The Orilla Verde area of the Rio Grande Gorge Recreation Area is nestled along the banks of the Rio Grande, within the steep-walled Rio Grande Gorge. The local terrain is comprised of rugged, wide open mesas and chiseled steep canyons. The elevation along the river is 6,100 feet and rises 800 feet at the gorge rim. The Taos Valley Overlook offers views of the Rio Grande Gorge and Sangre de Cristo Mountains from the mesa top above the river. Wildlife

¹⁰ New Mexico Statewide Comprehensive Outdoor Recreation Plan, 2010-2014.

¹¹ BLM, Taos Field Office. http://www.blm.gov/nm/st/en/fo/Taos_Field_Office.html

viewing, canoeing, rafting, fishing, biking and camping are pursued here. There are also many archeological sites.

Santa Cruz Lake Recreation Area: The Santa Cruz Irrigation District regulates water releases for agricultural use in the Santa Cruz Valley. The lake normally contains water year-round and may vary in depth as much as 30 feet. The local terrain is comprised of rugged, rolling foothills, with wide open mesas and chiseled steep canyons. The elevation at the lake is 6,285 feet and rises to 6,600 feet at the Overlook Campground. The eastern shoreline is fringed with juniper and Pinon pine, cottonwood, and a filigree of mountain mahogany. The west side is dominated by a large buttress of granite. Camping, boating, fishing and short day hikes are enjoyed here.

Sabinso Wilderness: The 16,030-acre Sabinoso Wilderness managed by the BLM, is a remote area in the northeastern portion of New Mexico. However, there is no legal public access to this wilderness.

Rio Chama WSR: The Rio Chama, a major tributary of the Rio Grande, flows through a multi-colored sandstone canyon whose walls increase to 1,500 feet above the river as you travel downstream. Co-managed by BLM and the Forest Service, 24.6 miles of the river is Congressionally designated as a Wild and Scenic River and flows through the Rio Chama Wilderness Study Area managed by the BLM, and the Chama River Canyon Wilderness managed by the FS. Boating is limited by permit.

Rio Grande WSR: The canyon provides a wide variety of recreational opportunities, including fishing and whitewater rafting. The Wild and Scenic River flows through the Rio Grande Gorge Recreation Area.

Wild Rivers Recreation Area: This area marks the confluence of the Red and the Rio Grande Rivers. Biking, scenic driving, fly fishing, camping and horseback riding are common activities here.

National Park Service:

Bandelier National Monument: This area south of Los Alamos is 33,000 acres and allows visitors a chance to explore cliff dwellings, backpack and day hike. A family and a group campground are available as well as backcountry camping beginning two miles from the visitor center. Horseback riding is sometimes allowed depending on trail conditions, but is subject to strict regulations regarding party size and number of stock groups. No overnight stock use is allowed in the park and currently there are no commercial stock-based outfitters permitted for this type of use. Cross country skiing and snowshoeing may be available on 7.4 miles roundtrip trails but is dependent on consistent snow. Interpretive programs are also available.

Capulin Volcano National Monument: This monument to the east of the project area is protected for its volcanic past. There is no camping allowed in the park and dogs are not allowed on the trails. Visitors can enjoy five miles of hiking trails, interpretive programs, scenic driving and limited bicycling.

Valles Caldera Trust: Created by Congress in 2000 from a private ranch, this 89,000 acre property, located in a volcanic mountain range, is managed by the Trust to allow for limited recreational activities including horseback riding, hiking, snowshoeing, skiing, hunting and fishing.

US Army Corps of Engineers:

Abiquiu Lake is a 4000-acre lake with a campground. Water skiing and fishing are popular here.

State:

State Wildlife Areas:

Several state wildlife areas are available near the project area. Access to all of these is through a Gain Access Into Nature (GAIN) permit or with the appropriate hunting license.

Urraca State Wildlife Area: This 14,000 acre area is available for elk and deer hunting, mountain biking and wildlife viewing.

W. A. Humphries State Wildlife Area: This area is 11,000 acres and available for elk and deer hunting, wildlife viewing, horseback riding and mountain biking.

Edward Sargent State Wildlife Area: At 20,000 acres in what is considered one of the prime elk hunting areas in New Mexico, visitors can camp, view wild life and fish. Access is restricted to designated areas from May 15-June 30 and during the fall elk hunts.

Rio Chama State Wildlife Area: This area is 13,000 acres and along deer and elk hunting, visitors can camp, ride horses, hike and bicycle on established roads, however, no non-hunting activities are allowed during the deer and elk hunts.

Heron Lake State Park: This park is located in a quiet setting with fishing, sailing, hiking and cross country skiing available. There are several campgrounds, picnic areas, and opportunities for dispersed camping.

El Vado Lake State Park: Located at a mountain lake with 80 campsites, this park is a year round recreation site. It offers boating and fishing in summer and cross country skiing in the winter. Horses can use the trails, but there are restrictions on their use.

Coyote Creek State Park: This park is located in the Sangre De Christo Mountains east of the project area. Visitors can fish, swim, view nature and camp.

Morphy Lake State Park: At 30 acres, this small park is used for fishing, ice fishing, camping and picnicking. The lake is stocked with trout and kokanee salmon.

Cimarron Canyon State Park: Located in the Colin Neblett Wildlife Area, this park offers hiking, wildlife viewing, snowshoeing, and camping are popular here.

Private/county providers:

Los Alamos County, mostly south of the CNF, has extensive open space, including a 58 mile trail network used by mountain bikers, hikers and horseback riders. White Rock Canyon is a deep

gorge with trails leading into the canyon and scenic vistas. The Tent Rocks of Pueblo Canyon are composed of welded volcanic ash spewed from a massive eruption of the Valles Caldera about 1.2 million years ago and are a scenic attraction. There are twelve public parks in Los Alamos and White Rock, offering picnicking and day hiking. There are small city parks in Taos and a Youth and Family Center there that offers opportunities for swimming, ice skating, rollerblading and other activities.

A wide variety of private providers exist around the area, though many offer services on the National Forest. Hot air ballooning, train tours, and a private cross country ski and snowshoe area are among the many offerings.

Appendix D. Evaluative Criteria

This appendix shows the complete ranking of activities by criteria.

Table D1. Non-Wilderness Need Ranking

Activity/ Criteria (H,M,L)	Youth and non- tradi- tional visi- tors	Educa- tion	KS As	Regio- nal availa- bility	Reso- urce Impac- ts	Equip- ment	Benef- it to Local Econ- omy	Saf- ety/ Risk	Dem- and	Ove- rall Need	Notes
Airborne activities	H	L	H	L	L	H	L	H	L	M	
Avalanche awareness	H	M	H	H	L	M	L	H	L	H	Little opportunity elsewhere in state
Backcountry skiing/snowboarding	L	M	H	M	L	M	L	H	L	M	Remote areas
Backpacking	L	H	M	M	L	L	L	L	L	M	
Big game hunting	M	M	M	L	M	H	H	M	H	H	Very popular
Biking, mountain	M	L	M	L	M	M	M	M	H	M	
Cross country skiing/snowshoeing	M	M	M	H	L	M	L	M	M	M	Remote, cold; hilly areas
Drop camps/packing	M	L	L	M	L	H	L	L	L	M	
Nature-based education	H	H	L	M	L	L	L	L	M	M	
Fishing	M	M	M	H	L	M	M	L	H	H	High interest
Gathering/plant id	M	H	L	M	M	L	L	L	M	M	ILLEGAL USE occurring
Hiking, day	L	M	L	L	L	L	L	L	H	L	Plenty of places available
Jeep touring	M	M	M	L	H	H	L	M	H	H	
Horseback riding (day)	H	M	M	L	M	H	L	H	M	H	
OHV	M	L	M	L	H	H	M	M	H	H	RED RIVER a popular area
Overnight pack trips	L	M	M	M	M	H	L	M	L	M	
Photography	H	M	L	L	L	H	L	L	L	M	
Rock climbing	H	M	H	L	M	M	L	H	M	H	
Sleigh/wagon rides	H	H	L	M	L	H	L	L	L	M	
Snow kiting	L	L	H	H	L	H	L	H	L	M	
Snowmobiling/	M	L	M	M	L	H	M	M	M	M	

Activity/ Criteria (H,M,L)	Youth and non- tradi- tional visitors	Educa- tion	KS As	Regio- nal availa- bility	Reso- urce Impac- ts	Equip- ment	Benef- it to Local Econ- omy	Saf- ety/ Risk	Dem- and	Ove- rall Nee- d	Notes
snowcat tours											
Survival/adventure skills	H	H	M	H	M	L	L	M	L	H	
Zip lines	H	M	M	H	M	M	M	M	H	H	Have had inquiries

Wilderness Criteria

Several criteria were developed directly from the Wilderness Act and guidance related to wilderness management.

Wilderness Character:

Wilderness character has been defined as “the combination of biophysical, experiential, and symbolic ideals that distinguishes wilderness from other lands. These ideals combine to form a complex and subtle set of relationships among the land, its management, its users, and the meanings people associate with wilderness.” The four aspects that make up wilderness character are the following:

Natural—Wilderness ecological systems are substantially free from the effects of modern civilization. This quality is preserved or improved, for example, by controlling or removing non-indigenous species or restoring ecological processes. This quality is degraded, for example, by the loss of indigenous species, occurrence of non-indigenous species, alteration of ecological processes such as water flow or fire regimes, effects of climate change, and many other factors.

Solitude or a primitive and unconfined type of recreation—Wilderness provides outstanding opportunities for solitude or primitive and unconfined recreation. This quality is primarily about the visitor wilderness experience and is influenced by settings that affect these opportunities. This quality is preserved or improved by management actions that reduce visitor encounters, signs of modern civilization inside the wilderness, agency-provided recreation facilities, and management restrictions on visitor behavior. In contrast, this quality is degraded by management actions that increase these.

Undeveloped—Wilderness retains its primeval character and influence, and is essentially without permanent improvement or modern human occupation. This quality is influenced by what are commonly called the “Section 4(c) prohibited uses,” which are the presence of modern structures, installations, habitations, and the use of motor vehicles, motorized equipment, or mechanical transport. This quality is preserved or improved by the removal of structures and refraining from these prohibited uses. It is degraded by the presence of

non-recreational structures and by prohibited uses, whether by the agency for administrative purposes, by others authorized by the agency, or when uses are unauthorized.

Untrammelled—Wilderness is essentially unhindered and free from the actions of modern human control or manipulation. This quality is influenced by any activity or action that controls or manipulates the components or processes of ecological systems inside wilderness. It is supported or preserved when such management actions are not taken. It is degraded when such management actions are taken, even when these actions are intended to protect resources, such as spraying herbicides to eradicate or control non-indigenous species, or reduce fuels accumulated from decades of fire exclusion.¹²

Of all of the aspects of wilderness character, solitude is the one that can be most affected by additional outfitter-guide permits and should be considered when evaluating the need for commercial services.

Categories of Need:

The following **categories of need** have been determined for this needs assessment:

Persons identified by the CNF who could not otherwise experience wilderness such as persons with physical or mental limitations , non-traditional visitors and/or populations that are essential to the cultivation of future stewards and citizen support and future support for this wilderness.

Setting dependency was analyzed to determine the level of reliance upon a Wilderness setting that the activity demanded in order to occur.

Table D2. Wilderness Need Ranking

Activity/Criteria (H,M,L)	Categories of need	Wilderness character	Setting dependency	Need ranking	Notes
Avalanche awareness	L	H	M	M	Time of year, location ensures lack of impact to solitude
Backpacking	M	M	H	M	Longer trails and destination wilderness. Could impact W. character in short term by impacting solitude, but not a long term impact
Big game hunting	L	M	L	L	Except bighorn; only in W
Cross-country skiing/snowshoeing	L	H	L	M	Wilderness character not affected due to oversnow, timing and season of use
Drop camps/packing	M	M	M	M	Moderate short term impact to W. character (solitude) in terms of encounters, but not long term
Education, nature-based	H	M	H	H	Moderate short term impact to W. character (solitude) in terms of encounters, but not long

¹² Keeping it Wild: an interagency strategy to monitor trends in wilderness character across the national wilderness preservation system. Landres et al, 2008.

Activity/Criteria (H,M,L)	Categories of need	Wilderness character	Setting dependency	Need ranking	Notes
					term
Fishing	L	H	L	M	Water-based activity and small groups have little effect on wilderness character
Hiking	M	M	H	M	Wheeler peak—highest in NM a big draw; people come here to climb it.
Horseback Riding (day)	M	M	L	M	Can be accommodated in other settings but does have a moderate potential to meet categories of need
Overnight pack trips	M	M	M	M	Could affect wilderness character (solitude) in the short term, but not a long term impact
Photography	H	M	H	H	Often focused on specific wilderness scenery (Wheeler)
Rock climbing	L	M	L	L	Terrain available elsewhere
Survival/adventure skills (high elevation)	M	H	M	M	Location of use and potential group size—less impact on wilderness character

Appendix E. Actual Use

These figures were derived from the CNF's actual use records, collected in March, 2013.

The following tables show the permitted service days, the actual used days, and the percent utilization by year for each district for each activity. Blank cells mean no days were authorized and/or used; this would also lead to blank cells under percent utilization. These blanks are similar the "N/A" value in the tables above. As with the previous tables 0% in the utilization column means that permitted service days were not used.

Activity	2005			2006			2007			2008			2009			2010			2011		
	Sum of Permitted Service days all districts	Sum of Total Actual Service Days Used	Sum of Percent Utilization	Sum of Permitted Service days all districts	Sum of Total Actual Service Days Used	Sum of Percent Utilization	Sum of Permitted Service days all districts	Sum of Total Actual Service Days Used	Sum of Percent Utilization	Sum of Permitted Service days all districts	Sum of Total Actual Service Days Used	Sum of Percent Utilization	Sum of Permitted Service days all districts	Sum of Total Actual Service Days Used	Sum of Percent Utilization	Sum of Permitted Service days all districts	Sum of Total Actual Service Days Used	Sum of Percent Utilization	Sum of Permitted Service days all districts	Sum of Total Actual Service Days Used	Sum of Percent Utilization
Camino Real																					
Climbing							30	0	0%	15	0	0%	24	0	0%						
Fishing	120	13	11%	120	5	4%	120	30	25%	63	4	6%	92	32	35%	49	27	55%	35	0	0%
Hiking	20	70	350%	20	70	350%	54	42	78%	50	0	0%	30	48	160%	30	32	107%	0	0	
Horse Rides	750	703	94%	1600	1600	100%	850	1600	188%	1600	1600	100%	1600	1600	100%	1600	2555	160%	1600	0	0%
Hunting	222	255	115%	212	166	78%	150	204	136%	120	210	175%	93	102	110%	172	30	17%	75	0	0%
Mtn. Bike	114	81	71%	181	26	14%	24	54	225%	120	48	40%	30	0	0%	27	0	0%	27	0	0%
Multi-sport (mixed)	2500	1379	55%	2500	1087	43%	2500	2600	104%	2500	1975	79%	2500	837	33%	1800	1324	74%	1400	1400	100%
Multi-sport (non-motorized)	1825	408	22%	1825	740	41%	1825	363	20%	30	30	100%	30	30	100%	30	10	33%	15	0	0%
Canjilon																					
Fishing							0	5		0	0		2	0	0%						
Hiking							24	0	0%	20	0	0%				4	0	0%			
Hunting							134	111	83%	189	69	37%	40	0	0%						
Multi-sport (non-motorized)				5	0	0%							20	0	0%						
El Rito																					
Climbing							10	0	0%	10	0	0%	15	0	0%	3	0	0%			
Fishing							7	5	71%	5	0	0%	12	11	92%						
Hunting							39	15	38%	55	0	0%	50	0	0%						
Multi-sport (non-motorized)				5	0	0%															
Jicarilla																					
Hunting	20	0	0%	135	63	47%	147	46	31%	110	72	65%	69	52	75%						

Activity	2005			2006			2007			2008			2009			2010			2011		
	Sum of Permitted Service days all districts	Sum of Total Actual Service Days Used	Sum of Percent Utilization	Sum of Permitted Service days all districts	Sum of Total Actual Service Days Used	Sum of Percent Utilization	Sum of Permitted Service days all districts	Sum of Total Actual Service Days Used	Sum of Percent Utilization	Sum of Permitted Service days all districts	Sum of Total Actual Service Days Used	Sum of Percent Utilization	Sum of Permitted Service days all districts	Sum of Total Actual Service Days Used	Sum of Percent Utilization	Sum of Permitted Service days all districts	Sum of Total Actual Service Days Used	Sum of Percent Utilization	Sum of Permitted Service days all districts	Sum of Total Actual Service Days Used	Sum of Percent Utilization
Questa																					
Climbing							25	0	0%	20	0	0%	40	0	0%						
Fishing	60	2	3%	60	3	5%	57	5	9%	56	2	4%	55	0	0%	36	0	0%			
Hiking							307	205	67%	307	231	75%	307	257	84%						
Hunting	76	96	126%	64	85	133%	131	27	21%	57	0	0%	117	3	3%						
Jeep Tours							1300	1368	105%	1300	1168	90%	1168	875	75%						
Mtn. Bike	54		0%	107	0	0%	12	0	0%	24	0	0%	30	0	0%	27	0	0%	27	0	0%
Multi-sport (mixed)	265	0	0%																		
Multi-sport (non-motorized)				5	0	0%															
Tres Piedras																					
Climbing							31	70	226%	40	86	215%	45	146	324%						
Fishing							12	4	33%	11	0	0%	15	3	20%	5	12	240%			
Hiking							48	32	67%	48	0	0%	48	31	65%						
Hunting	52	27	52%	46	92	200%	438	262	60%	511	287	56%	463	189	41%						
Multi-sport (mixed)	25	0	0%																		
Multi-sport (non-motorized)				5	0	0%															

Camino Real

Activities	2005	2006	2007	2008	2009	2010	2011	Mean
Climbing	N/A	N/A	0%	0%	0%	N/A	N/A	0%
Fishing	11%	4%	25%	6%	35%	55%	0%	19%
Hiking	350%	350%	78%	0%	160%	107%	N/A	174%
Horse Rides	94%	100%	188%	100%	100%	160%	0%	106%
Hunting	115%	78%	136%	175%	110%	17%	0%	90%
Jeep Tours	N/A							
Mtn. Bike	71%	14%	225%	40%	0%	0%	0%	50%
Multi-sport (mixed)	55%	43%	104%	79%	33%	74%	100%	70%
Multi-sport (non-motorized)	22%	41%	20%	100%	100%	33%	0%	45%

Canjilon

Activities	2006	2007	2008	2009	2010	Mean
Climbing	N/A	N/A	N/A	N/A	N/A	N/A
Fishing	N/A	N/A	N/A	0%	N/A	0%
Hiking	N/A	0%	0%	N/A	0%	0%
Horse Rides	N/A	N/A	N/A	N/A	N/A	N/A
Hunting	N/A	83%	37%	0%	N/A	40%
Jeep Tours	N/A	N/A	N/A	N/A	N/A	N/A
Mtn. Bike	N/A	N/A	N/A	N/A	N/A	N/A
Multi-sport (mixed)	N/A	N/A	N/A	N/A	N/A	N/A
Multi-sport (non-motorized)	0%	N/A	N/A	0%	N/A	0%

El Rito

Activities	2006	2007	2008	2009	2010	Mean
Climbing	N/A	0%	0%	0%	0%	0%
Fishing	N/A	71%	0%	92%	N/A	54%
Hiking	N/A	N/A	N/A	N/A	N/A	N/A
Horse Rides	N/A	N/A	N/A	N/A	N/A	N/A
Hunting	N/A	38%	0%	0%	N/A	13%
Jeep Tours	N/A	N/A	N/A	N/A	N/A	N/A
Mtn. Bike	N/A	N/A	N/A	N/A	N/A	N/A
Multi-sport (mixed)	N/A	N/A	N/A	N/A	N/A	N/A
Multi-sport (non-motorized)	0%	N/A	N/A	N/A	N/A	0%

Jicarilla

Activities	2005	2006	2007	2008	2009	Mean
Climbing	N/A	N/A	N/A	N/A	N/A	N/A
Fishing	N/A	N/A	N/A	N/A	N/A	N/A
Hiking	N/A	N/A	N/A	N/A	N/A	N/A
Horse Rides	N/A	N/A	N/A	N/A	N/A	N/A
Hunting	0%	47%	31%	65%	75%	44%
Jeep Tours	N/A	N/A	N/A	N/A	N/A	N/A
Mtn. Bike	N/A	N/A	N/A	N/A	N/A	N/A
Multi-sport (mixed)	N/A	N/A	N/A	N/A	N/A	N/A
Multi-sport (non-motorized)	N/A	N/A	N/A	N/A	N/A	N/A

Questa

Activities	2005	2006	2007	2008	2009	2010	2011	Mean
Climbing	N/A	N/A	0%	0%	0%	N/A	N/A	0%
Fishing	3%	5%	9%	4%	0%	0%	N/A	3%
Hiking	N/A	N/A	67%	75%	84%	N/A	N/A	75%
Horse Rides	N/A							
Hunting	126%	133%	21%	0%	3%	N/A	N/A	56%
Jeep Tours	N/A	N/A	105%	90%	75%	N/A	N/A	90%
Mtn. Bike	0%	0%	0%	0%	0%	0%	0%	0%
Multi-sport (mixed)	0%	N/A	N/A	N/A	N/A	N/A	N/A	0%
Multi-sport (non-motorized)	N/A	0%	N/A	N/A	N/A	N/A	N/A	0%

Tres Piedras

Activities	2005	2006	2007	2008	2009	2010	Mean
Climbing	N/A	N/A	226%	215%	324%	N/A	255%
Fishing	N/A	N/A	33%	0%	20%	240%	73%
Hiking	N/A	N/A	67%	0%	65%	N/A	44%
Horse Rides	N/A						
Hunting	52%	200%	60%	56%	41%	N/A	82%
Jeep Tours	N/A						
Mtn. Bike	N/A						
Multi-sport (mixed)	0%	N/A	N/A	N/A	N/A	N/A	0%
Multi-sport (non-motorized)	N/A	0%	N/A	N/A	N/A	N/A	0%