APPENDIX G

OUTFITTER AND GUIDE OPERATING GUIDELINES

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APPENDIX G

OUTFITTER AND GUIDE OPERATING GUIDELINES

These guidelines were developed to establish a method of managing outfitter-guide operations within the entire river corridor.

COMMERCIAL POWERBOAT ALLOCATION

The allocation of commercial powerboat use was analyzed based upon the following common elements:

1. Determination of a level of access that would address both historic and current use based upon the average daily numbers of commercial powerboat entries into the river corridor.

2. Existing priority use assignments which is a level of use assigned to an outfitter based upon guidelines developed by the Forest Service in cooperation with national outfitter organizations (including the Idaho Outfitters and Guides Association and the Idaho Outfitters and Guides Licensing Board) and other federal land management agencies. This number (currently expressed as service days) reflects the order of priority in determining which outfitters will retain their use of a limited resource in the event reductions in use are necessary. It is related to the level of past business activity.

3. The average of the highest two out of five years (1988-1992) of total commercial powerboat launches for each outfitter (priority use guidelines applied to launches).

4. The five-year average of use for each outfitter during the years 1988-1992.

5. The number of existing commercial powerboat permits (19).

6. The number of commercial powerboat businesses operating from each portal.

7. Historic records of use for each outfitter's business during the years 1988-1992 comparing the following:

   a. Primary type of business (day or overnight). This element would reflect total trip length and any dependence on overnight camping.

   b. Season of use (primary, secondary or both). This would indicate the level of dependence on use of the area of operation to conduct business during a particular time of year.

   c. Primary areas of operation within the river corridor and base of operations used by each outfitter or the outfitter from whom the business was purchased if a change of ownership occurred during that time period.

8. Availability of lodging on the Snake River for overnight use in lieu of camping overnight. The investment in lodging is considered to be a business decision that will benefit the outfitter and becomes a major component in marketing overnight trips. This is not an available option for all outfitters, especially those with smaller operations. For this reason, the opportunity for outfitters to lodge overnight guests in lieu of camping would be viewed as having a positive environmental

effect on the river resources by reducing impacts at campsites and reducing competition for campsites. As a result, outfitters with commercial lodging available as part of their operation would not be considered for allocation of overnight camping within the river corridor.

The objectives of these guidelines would be to manage commercial powerboat outfitters within their primary areas of operation, trip length and allocate use in the primary season based upon their historic operations. There would also be a need to assure commercial outfitter services operating on National Forest served the purpose of providing a public service available at all portals. Development of a launch reservation system for commercial powerboats would assure the number of boats entering the river on a daily basis did not exceed guidelines established in Alternative G.

Benefits of these objectives would result in the ability to reduce on-river encounters with other users and reduce competition for overnight camping with a subsequent reduction in impacts to campsites. Outfitters would continue to provide a public service to visitors which would maintain the viability of the commercial outfitting industry in Hells Canyon with the least disruption as possible to outfitters while protecting and enhancing ORV's within the river corridor.

Areas of Operation

The first objective of managing commercial powerboat use would be to limit commercial powerboat operations for each outfitter to their primary area of operation. Alternative G limits the maximum number of commercial powerboat permits on the Snake River to 19. Based upon analysis of areas of operation, commercial powerboat permits would be changed as follows in regard to authorized areas of operation:

Dam to Pittsburg

Armacost #1 [1]

Dam to the top of Wild Sheep Rapid

Armacost #2 [1]

From Pittsburg upstream to the bottom of Granite Creek Rapid and downstream to the mouth of the Salmon River

Cook
Whitten
Woods

Northern Boundary to Hells Canyon Dam

Bentz
Luther
Riddle
Odegaard [2]
Wieber

Northern Boundary to the Bottom of Granite Creek Rapid

Bream
Eddins [3]

Zapffe

Northern Boundary to the bottom of Rush Creek Rapid

Anderson
Koch - Heller Bar Excursions [4]
Koch - Myrna Bea Resorts [4]
Koch - Rivers Navigation [4]
Watson

Northern Boundary to the mouth of the Salmon

Maxwell [5]

No assigned area of operation within the HCNRA

Lamm [6]

[1] The existing single permit allowing use of two boats would be split into two, one-boat permits. Refer to the section **Powerboat Operations Based at Hells Canyon Creek** for more information concerning this change in allocation.

[2] This business changed ownership between the DEIS and the FEIS. In the DEIS this business was listed as Sword.

[3] This business changed ownership between the DEIS and the FEIS. In the DEIS this business was listed as B & B, Inc. The sale involved this business moving from Riggins to Lewiston. Therefore, the operating location has been changed to allow the new owner to originate trips from Cache Creek.

[4] These businesses changed ownership between the DEIS and the FEIS. In the DEIS these businesses were listed as Beamer.

[5] This business changed ownership between the DEIS and the FEIS. In the DEIS this business was listed as Gregg.

[6] This business changed corporate ownership between the DEIS and the FEIS. In the DEIS this business was listed as Doyle. This business was the temporary powerboat special use permit licensed and permitted to operate between the northern boundary and Pittsburg Landing only and would not be re-issued after 1994 under Alternative G.

Trip Length

The second objective of these guidelines would be to limit commercial powerboat outfitters to trip length, primarily determined on two factors: their historic record of overnight camping activity and whether or not they have other overnight lodging facilities available for their customers. Outfitters who met all of the following criteria would be assigned an allocation for overnight camping in the river corridor:

- Those who have historically offered overnight camping with guide services to clients.

- Those who do not have lodging facilities under permit from the Forest Service.

- Those who do not have lodging facilities on private land in the following areas:

  - On the Snake River within the HCNRA
  - On the Snake River outside of the HCNRA
  - On the Lower Salmon River and primarily accessed from the Snake River

Outfitters who may purchase existing businesses in the future or outfitters whose opportunity for overnight lodging was no longer available due to sale of business, loss of overnight lodging opportunity, sale of private land, etc. would be considered for an overnight camping allocation only if the business had a prior history of offering overnight camping or overnight lodging accommodations on the Snake River.

Overnight camping by commercial powerboat outfitters would not be allowed below the mouth of the Salmon during the primary season.

Drop camps would remain a business opportunity for all outfitters in the secondary season only and would be subject to the management requirements pertaining to drop camps as described in Alternative G.

Based on an analysis of these factors, commercial powerboat permits would be changed as follows:

Day-Use Only Permits	Day-Use and Overnight Camping[1]
Armacost #1	Anderson
Armacost #2	Eddins
Bentz	Cook
Bream	Odegaard
Koch-Heller Bar[2]	Whitten
Koch-Myrna Bea	Woods
Koch-Rivers Nav[2]	
Luther [3]	
Maxwell	
Riddle [4]	
Watson	
Wieber	
Zapffe	

[1] Maximum trip length of two days/one night during the primary season. Overnight trip requires two consecutive launch dates.
[2] Could overnight at Copper Creek (under Forest Service Permit).
[3] The outfitter that held the Forest Service Permit for Sheep Creek could overnight at that location. The permit is currently held by Luther.
[4] Could overnight on their private inholding on the Snake River.

Assignment of Use

A third objective would be to determine the amount of use that should be assigned to each outfitter.

Based on an analysis of historic use, a method was developed to establish the number and frequency of daily boat trips to be allocated to each outfitter during the primary season under the FEIS preferred Alternative G. Allocation of launches were determined in consideration of the following:

- Launches based upon priority use

- Launches based upon a five year launch average

The years used to determine the priority for assigning launches to each outfitter were 1988-1992, the primary years of growth in passenger capacity. The order of priority was based on historic launch activity of each outfitter during the primary season only.

The unit of measure for the allocation would be the number of daily boat trips where one commercial powerboat launch would equate to one boat trip. Outfitters who had not developed substantial use in the primary season over an extended time period prior to 1992 would have limited opportunity for access. This provided a ranking of outfitters in order of highest to lowest launch utilization during the primary season as follows:

1. Koch (Heller Bar Excursions)
2. Armacost
3. Luther
4. Koch (Myrna Bea Resorts)
5. Watson
6. Koch (Rivers Navigation)
7. Wieber
8. Whitten
9. Odegaard
10. Cook
11. Lamm
12. Riddle
13. Bentz
14. Woods
15. Bream
16. Anderson
17. Eddins
18. Zappfe
19. Maxwell

Based on this analysis, and using a maximum allocation of one confirmed launch per day per permit, the following launch allocations would be assigned:

DAILY LAUNCH ALLOCATIONS

Outfitters who would be allocated one confirmed launch seven days per week during the primary season:

Koch - Heller Bar-Northern Boundary to Pittsburg Landing only (scenic river)
Armacost #1-------Dam to Pittsburg Landing only (wild and scenic river)
Armacost #2-------Dam to top of Wild Sheep Rapid only (wild river)
Luther-----------------Northern Boundary to Pittsburg Landing only (scenic river)

Outfitters in this group who would be allocated one confirmed launch three days per week during the primary season to continue on into the Wild River:

Koch - Heller Bar----(wild river access)
Luther--------------------(wild river access)

Outfitters who would be allocated one confirmed launch five out of every seven days during the primary season:

Koch - Myrna Bea--Northern Boundary to Pittsburg Landing only (scenic river)
Watson-----------------Northern Boundary to Pittsburg Landing only (scenic river)

Outfitters in this group who would be allocated one confirmed launch three days per week during the primary season to continue on into the Wild River:

Koch - Myrna Bea-----(wild river access)
Watson--------------------(wild river access)

Outfitters who would be allocated two confirmed launches per day, two days per week (on Wednesday and Thursday only) during the primary season:

Koch - Rivers Navig.----Wednesday - scenic river only
Thursday - scenic and wild river

This allocation would permit continuation of mail service by the existing business which holds the contract with the U.S. Postal Service and would allow service to continue as part of an overnight trip year-round.

Outfitters who would be allocated two confirmed launches for access into both the wild and scenic river every eight days during the primary season on consecutive days in order to offer one day or overnight trips:

Odegaard
Whitten
Wieber

Outfitters who would be allocated one confirmed launch for access into both the wild and scenic river every eight days during the primary season:

Cook
Riddle

Outfitters who would have an optional allocation for launches for access into both the wild and scenic river due to their record of low use during the primary season:

Anderson
Bentz
Bream
Eddins
Maxwell
Woods
Zapffe

These outfitters would have the following options for allocation of their limited launches:

1. Each outfitter could select their assigned number of launches from a common pool of available dates but would have limitations on how close together the launches could be selected based upon the following:

   The number of launches assigned to the outfitter divided by the number of days in the primary season would establish the minimum amount of time between launches obtained using this method.

   This method of allocation would be optional on a yearly basis.

2. An outfitter could choose to waive an assigned allocation and obtain launches directly from the pool if dates were available.

3. An outfitter could choose to waive use on a permanent basis during the primary season and establish a secondary season business with all priority use service days assigned to the secondary season.

Outfitters who would have a special allocation of one confirmed launch every three days on a revolving basis for access from Pittsburg to Kirkwood Historic Ranch only during the primary season to address economic impacts to Idaho County:

Whitten
Cook
Woods

These special launches are in addition to any other launches assigned to each outfitter and are not available on days when the non-motorized period is in effect upstream from Kirkwood (Monday through Wednesday from the second Monday in July through the Wednesday prior to Labor Day).

Changes in Primary Season

If monitoring the levels of use in the river corridor indicated the dates of the primary season needed to be expanded, this allocation system would remain the same as long as the primary season dates did not exceed the period between May 1 and October 1. If it became necessary to expand the primary season outside of these dates, a new formula would be developed to determine allocations to outfitters based upon traditional uses that normally occured during that time period. For example, some outfitters in the optional allocation category during the primary season could have a specific number of assigned launches after October 1 if their level of use was higher during the fall because their business was primarily based upon fall steelhead fishing or chukar hunting. In contrast, outfitters with an assigned allocation in the primary season could have an optional allocation after October 1 if their business was primarily based on one day trips during the summer months.

The determination of commercial use allocations prior to May 1 or after October 1 would be based upon an analysis of the percentage of days per month each outfitter launched a trip into the river corridor. This determination would also be based upon the most recent 5 year period of time for which accurate commercial use data was available in order to prioritize commercial use by outfitter. However, any use allocation formula for this time period could not exceed the limits on commercial powerboat launches per day.

Location of Powerboat Business Opportunities

A fourth objective of managing commercial powerboat use would be to provide for public access to outfitter services at all portals and to provide options in services for the public by assuring business competition through issuance of multiple commercial permits.

The following guidelines would help assure quality service to visitors by encouraging business competition for prices and services offered by outfitters, opportunities for the public to obtain commercial services at a variety of river locations, and sustained commercial viability of outfitting businesses.

Minimum and Maximum Number of Powerboat Outfitters

Location	Minimum[1]	Maximum		Number of Businesses that could move to another portal
Hells Canyon Cr	2	2	(1 existing[2]	0
Pittsburg	2	3	(3 existing)	1
Dug Bar	2	2	(0 existing) This allows for a future option for an existing outfitter to sell to someone who desires to base out of this site or an existing outfitter to move to this site	0
Cache Cr	6	15[3]		2[4]
Total	12	19[3]		3

[1] Minimum numbers of outfitters are established at each site to assure continuation of services and to reduce the potential for monopolies. Numbers are based on access to the area, potential for onsite congestion, population base related to historic tourism potential and to provide business competition which will encourage quality service and options for both services and prices for customers. Once minimum permit numbers were reached at a specific location, the terms of the remaining permits would require their operations to base at that location in order for the business to be authorized to operate within HCNRA. This would require the buyer of one of these businesses to continue to operate from the same portal as part of the terms of the permit.

[2] Under Alternative G, the existing two boat permit would be terminated and two new permits would be issued, with a daily allocation of one boat each. Issuance of future permits would require basing operations at that site only for access into the HCNRA. See **Powerboat Operations Based on Hells Canyon Creek** for detailed information on this use.

[3] These figures would be dependent upon combining of multiple permits held by one outfitter, sale of businesses and movement of base of operations at some locations. The 15 existing permits for Cache Creek includes the permit that would not be renewed at the end of 1994.

[4] Two businesses would be limited to moving to Dug Bar only. Once moved, conditions of the permit would require the businesses to remain there.

Powerboat Operations Based at Hells Canyon Creek

In Alternative G, the single commercial powerboat business at Hells Canyon Creek which authorizes the use of two boats (currently held be Armacost) would be terminated. It would be replaced with two special use permits that authorize the use of one boat per permit. The historic volume of business associated with the single permit was recognized as the equivalent of an allocation of two boat trips per day throughout the primary season. The creation of two permits, with an allocation of one boat trip per day, would not increase the total use allocation or provide the existing outfitter with use that did not already exist at the site. Issuance of two special use permits for this use allocation would provide the following:

1. An opportunity for the existing owner to sell one business to reduce any economic impacts to his business structure as a result of Alternative G. Issuance of a single permit would not allow for a portion of a business to be sold.

2. An opportunity to eliminate the present on-site monopoly by one commercial powerboat business and to provide the possibility of a competitive business atmosphere at the launch site in the future, with a corresponding choice in services for the benefit of all visitors. This would be the result of the existing outfitter having the ability to sell one of the businesses.

3. An opportunity to manage commercial powerboat use at the site based upon the number of daily boat trips rather than assigning the number of boats allowed to be used in conducting the business.

4. Provide a minimum number of outfitters on site (2) without increasing the historic use allocation.

5. Address economic concerns from Baker County, Oregon and Adams County, Idaho by assuring a continuation of a variety of public services from Hells Canyon Creek on a year-round basis.

The permits would authorize use as follows:

1. Each permit would have a guaranteed allocation of one boat trip per day based on the allocation of use determined in Alternative G.

2. Areas of operation and conditions of use would be as follows:

   Permit #1

   a. Operations - Dam to Pittsburg (one trip per day). The daily trip could be to any destination between the Dam and Pittsburg and could be used for a variety of trip options, i.e., private or commercial jetback, all day tour, all day tour combined with a jetback, 2 hour scenic tour to the top of Wild Sheep, etc.

   b. During the non-motorized periods downstream from Wild Sheep Rapids, Permit #1 could only operate between the Dam and the top of Wild Sheep Rapids (one trip per day).

   c. Passengers could be originated from any location in the Wild River corridor. Passengers could not be originated at Pittsburg Landing until after 10:00 a.m. Pacific Time unless they were jetback customers.

   Permit #2

   a. Operations - Dam to top of Wild Sheep (one trip per day) throughout the primary season. Any variety of trip options could be offered.

   b. During the secondary season, use would be unlimited but restricted to the same area of operation (Dam to the top of Wild Sheep).

   c. Passengers could be originated at any location upstream from the top of Wild Sheep Rapid.

3. Special conditions of use that would apply to both permits during the primary season would be as follows:

   a. No boats operating on the river prior to 8:00 a.m. or after 6:00 p.m., seven days per week during the primary season. Exceptions would be made in the event of mechanical breakdown in order to return to Hells Canyon Creek following repairs or for the purpose of repairs.

b. Day use only.

c. No drop camps during the primary season.

Other special conditions that would apply to both of these permits would include the following:

1. The existing owner of the business, upon being issued two permits, would not be required to sell one or both businesses associated with the permits. However, a condition for issuance of all future special use permits issued for that site would require that when one or both businesses were sold, both businesses could not be sold to the same business entity, an entity who would have a financial interest in both businesses at the same time as a result of the sale, or an immediate family member of the seller or purchaser. This would eliminate any future potential for a monopoly.

2. A maximum of four boat trips per day would be possible between the two permits. The additional two boat trips could only be obtained from the common commercial powerboat pool available to all commercial powerboat outfitters.

   Pool dates would be managed as follows:

   a. Each permit would be allowed a maximum of one pool date per day.

   b. Any dates released to the pool by Permit #2 could only be used by Permit #1.

   c. Any dates released to the pool by Permit #1 could be used for day-use only above Pittsburg as follows:

      1. By Permit #2 to the top of Wild Sheep Rapid only

      2. By an outfitter with a scenic river launch only which would allow continuation of a trip into the Wild River

      3. By a Pittsburg based outfitter for day-use upstream from Pittsburg only.

   d. Any dates obtained from the pool by either permit #1 or Permit #2 would only be good between the Dam and the top of Wild Sheep Rapid.

   e. These trips could not increase total daily commercial powerboat trips into the Wild River under Alternative G.

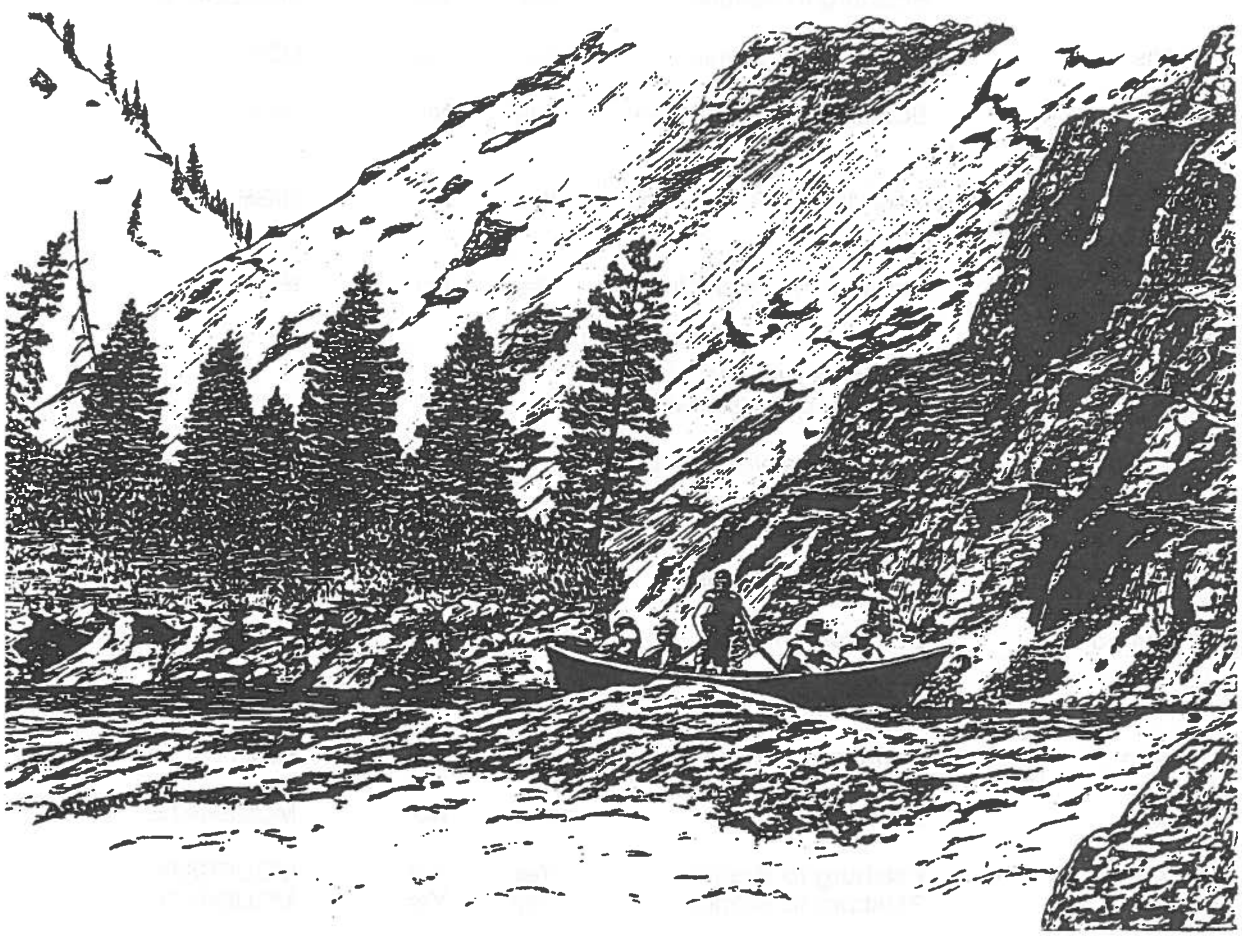
   f. Pool dates would not be available for use on days when the non-motorized period was in effect below Wild Sheep Rapid. On these days, both permits could only use their allocated maximum of one boat trip per day per permit.

3. The base of operations for both permits would be limited to Hells Canyon Creek only. Only the permits based at Hells Canyon Creek could originate passengers upstream from Wild Sheep Rapid. A condition for re-issuance of permits associated with sales of businesses at this site would require the businesses to continue to operate out of Hells Canyon Creek.

4. Trading dates with other outfitters would not be authorized.

Powerboat Operations Based at Pittsburg Landing

Outfitters based at Pittsburg Landing would have exclusive rights to originate commercial passengers at Pittsburg Landing prior to 10:00 a.m. Pacific Time each day during the primary season with the exception of jetback customers to Hells Canyon Creek. After 10:00 a.m. Pacific Time, any outfitter could pick up passengers at Pittsburg Landing. This will allow other outfitters to pick up occasional passengers at Pittsburg later in the morning or afternoon if they have available capacity within the Coast Guard certification limits for their jetboats. This will provide options for visitors at Pittsburg in the event Pittsburg-based outfitters do not have a trip scheduled on a particular day or to meet visitors' time schedules.



Summary of Outfitter Allocations During the Primary Season

Outfitter	Area of Operation	Day Use	Overnight Camping	Amount of Use
Anderson	Boundary to Rush Creek	Yes	Yes	LOW
Armacost #1	Hells Canyon Dam to Pittsburg Landing	Yes	No	HIGH
Armacost #2	Hells Canyon Dam to the top of Wild Sheep Rapids	Yes	No	HIGH
Bentz	Boundary to Dam	Yes	No	LOW
Bream	Boundary to Granite	Yes	No	LOW
Cook	Pittsburg to Granite Pittsburg to Salmon	Yes Yes	Yes Yes	MODERATE MODERATE
Eddins	Boundary to Granite	Yes	Yes	LOW
Koch Heller Bar Excur.	Boundary to Rush Creek	Yes	No	HIGH
Koch Myrna B. Resorts	Boundary to Rush Creek	Yes	No	HIGH
Koch Rivers Navigation	Boundary to Rush Creek	Yes	No	HIGH
Lamm	Permit would not be re-issued upon expiration at the end of the 1994 calendar year			
Luther	Boundary to Dam	Yes	No	HIGH
Maxwell	Boundary to Salmon	Yes	No	LOW
Odegaard	Boundary to Dam	Yes	Yes	MODERATE
Riddle	Boundary to Dam	Yes	No	MODERATE
Watson	Boundary to Rush Creek	Yes	No	HIGH
Wieber	Boundary to Dam	Yes	No	MODERATE
Whitten	Pittsburg to Granite Pittsburg to Salmon	Yes Yes	Yes Yes	MODERATE MODERATE
Woods	Pittsburg to Granite Pittsburg to Salmon	Yes Yes	Yes Yes	LOW LOW
Zapffe	Boundary to Granite	Yes	No	LOW

Daily Allocation of Commercial Powerboat Launches

A fifth objective would be to implement a launch reservation system for commercial powerboaters.

The method for allocation of commercial powerboat launches would be managed under a system similar to that used for commercial floaters which has operated successfully for many years. Under this type of launch allocation system, outfitters would have a certain number of assigned launches, the opportunity to obtain additional launches from a common pool, be on a waiting list for dates filled in case of cancellation, and trade dates between themselves. A launch calendar would be maintained by the Forest Service to manage the reservation program.

Each business would be assigned a specific number of launches which could be used for advertising and scheduling trips in advance. The following are general guidelines that could be changed, adjusted, or added to in order to improve the allocation system. The primary limitation on changes in the allocation system would be the requirement that any change could not affect the maximum daily allocation of boats on the river in Alternative G.

Common Pool

A common pool would be available for all outfitters to draw unassigned commercial launch dates. All pool dates would allow access to both the wild and scenic sections of the river on a single trip subject to restrictions on each outfitter's authorized area of operation and access limitations during non-motorized periods of time. All pool dates would be assigned prior to the start of the primary season in order for commercial powerboat outfitters to know all of the dates they would have available for booking trips.

The size of the pool would vary by year, depending on the date the Friday before Memorial Day occurs. The maximum number of days in the season beginning on May 22 and ending September 10 would be 112 days or 16 weeks. This would make seven pool dates available per week for a total of 112 pool dates. If the primary season were extended in the future, it would be done in one week increments, adding an additional seven pool dates per each week the season was extended.

Access to the pool would be prioritized as follows:

1. Outfitters who have an optional allocation, who would select dates in order of launch utilization history (see **Assignment of Use**). Outfitters with an optional allocation of less than three trips per primary season (minimum required) would be able to select a minimum of three dates.

   Maximum of 34 of 112 pool dates available

2. Outfitters who are authorized to conduct overnight trips and have an assigned allocation, but do not have an allocation large enough to allow assigned launches two days in a row. The following outfitters would be able to select up to half of their consecutive dates to allow them to provide overnight camping trips if these dates were still available after the outfitters in priority one had made their selections:

   Cook
   Riddle

   Maximum of 14 of 112 pool dates available (Maximum of seven dates per outfitter).

3. All outfitters with an assigned allocation would select pool dates in order of launch utilization history (see **Assignment of Use**) on an annual basis. This would not include any of the outfitters with an optional allocation. The total number of launches each outfitter could select would be based upon their percentage of total use. A maximum of one date could be selected by each outfitter on each round of selections until all pool dates were allocated. Outfitters with a smaller percentage of use would be able to participate in fewer selection rounds. If any outfitter chose

not to participate in the allocation of pool dates, this would increase the total number of dates available in the pool for other outfitters during the selection rounds.

Minimum of 64 of 112 pool dates available.

4. Upon allocation of all available pool dates, the reservation system would operate first-come, first-served by waiting list, open to all outfitters.

Waiting List

A waiting list would be established similar to the float reservation system waiting list. Outfitters who needed a launch for a particular day but did not have one of the assigned launches for that date, could be placed on a waiting list in order to obtain a launch if another outfitter cancelled. The waiting list would be maintained on a first-come, first-serve basis.

No more than one entry per outfitter could be on the waiting list per day. An outfitter could not obtain more than five different waiting list dates per day. An outfitter could hold a maximum of 20 waiting list dates. Additional dates could be obtained whenever an outfitter had a total of less than 20 waiting list dates.

Also, an outfitter could have no combination of entries on the launch calendar that would allow more than two boat launches per day per permit (two assigned launches, one assigned launch and one entry on the waiting list or two entries on the waiting list). Whenever permits were consolidated, this number would be increased to two times the number of original permits up to a maximum combination of six.

Trading of Launches

All outfitters could trade with each other for launches or could release dates they did not plan to use to the common pool for use by other outfitters. Trading of dates would require signed agreements between the outfitters involved and would need to meet the same requirements as trades between commercial floaters. Trades made on weekends would have to be in writing, signed by each outfitter involved and hand delivered to a Forest Service officer at the portal prior to entry. A FAX copy of this agreement would be acceptable providing the original signature of the owner of the commercial boat entering the river that day was on the FAX document.

Cross-Over

A system would be developed to allow both private and commercial powerboaters the ability to obtain vacant powerboat launches from each other's launch allocations.

Pittsburg-Based Outfitters' Special Launch Allocation

The special allocation of launches at Pittsburg would not be available for use by outfitters based at other locations. These launches could only be traded among the Pittsburg-based outfitters and would not be available from the common pool.

Number of Boats

All commercial powerboat outfitters would be allowed a maximum of two boat trips per day per permit. Additional boat trips above the daily launch allocation must be acquired through use of the powerboat pool waiting list or through trade with another powerboat outfitter. Additional launches acquired using these methods could not be used as a basis for establishing an increase in priority use. This could only be accomplished by purchase of another business. Total commercial boat trips per day could not exceed the maximum number of trips allowed per day as described in Alternative G.

In some situations, a maximum of one boat trip per day per permit would be allowed. The special allocation of launches at Pittsburg would allow for a maximum of one boat trip per day. Launches at Hells Canyon Creek during the non-motorized period downstream from Wild Sheep Rapids would allow a maximum of one boat trip per day per permit.

Overnight Trips

During the primary season, overnight camping trips within the river corridor (whether at a river campsite or at a lodge within the HCNRA or on the Lower Salmon) would require consecutive launch dates since all commercial powerboat use would be managed by the number of daily entries into sections of the river. The maximum trip length would be two days and one night during the primary season for outfitters who camped. Outfitters who had commercial lodging available could have overnight trips greater than one night as long as all overnight use occurred at the outfitter's facilities and the outfitter obtained launches to cover each day of the trip that utilized jetboat travel.

Penalties

Commercial powerboaters have a much shorter window of opportunity to release launches because of the volume of day use trips they charter. It is not uncommon for a business to book passengers the day prior to, or even the morning of a trip. Because of this, outfitters would not be penalized if they held onto their allocated launches or launches they obtained by trade in case a last minute trip was booked. However, in order to make an unused launch available after the opportunity to use a commercial launch had passed, there would be a cross-over system in place to allow a private powerboater to obtain the vacant launch.

A penalty would only be placed on outfitters for unused launches if the launch were acquired out of the commercial powerboat pool. In this situation, the outfitter would have to relinquish an allocated launch closest to that date in the following year. Not using a pool date could deny other private or commercial powerboaters the ability to access the canyon. This penalty would provide incentive for outfitters to not hold large numbers of pool dates for speculation of unbooked business.

Outfitters who obtained a launch date from the pool and later found out they would not be able to utilize that launch due to a change in bookings, could avoid a penalty by releasing the date back to the pool no later than two days prior to the launch date. If the date was released back to the pool less than two days prior to the launch date, but could still be assigned and used by another outfitter, there would also be no penalty. Pool dates could not be traded to another outfitter, they could only be released back to the pool for redistribution. If an outfitter held a launch date obtained from the pool and did not release or use the date, a penalty would be imposed in the following year by the following methods:

> Outfitters with assigned launch dates: Loss of the date closest to the date not utilized in the previous year. The launch date given up must provide access into the outfitter's maximum authorized area of operation.
>
> Outfitters with no assigned launch dates: Loss of access to the pool after initial allocation of launches for one primary season. This could affect the ability of the outfitter to book trips in the primary season and could result in failing to meet the minimum number of launch requirement for the primary season, and subsequent limitation to operating in the secondary season only.

Outfitters who had a record of holding their allocated launches but not using them would have their allocation reduced based upon the guidelines established for reduction of priority use. These guidelines would provide that outfitters who used less than 70% of their assigned launches in at least two out of five years would have their assigned launches reduced. Any launches that became available as a result of this type of action would be made available for allocation to other outfitters.

These penalties would be necessary in order to assure an outfitter could not inadvertently or intentionally do financial harm to another outfitter by holding launches for speculation on unbooked business, resulting in denying another outfitter a business opportunity to use the launch date.

COMMERCIAL FLOAT ALLOCATION

The objective of these guidelines would be to maintain the existing allocation system for commercial floaters in Alternative G but with adjustments in levels of use and operating guidelines.

The existing initial allocation of two commercial launches per day would be maintained during the primary season and the existing float reservation system would remain unchanged. The following changed conditions in Alternative G would affect commercial float outfitters:

Snake River Float Outfitters

1. Maximum party size would be 24 people including guides year-round.
2. Maximum number of boats per party would be eight year-round.
3. Kickers on rafts would not be allowed in the wild river year-round but would be allowed in the scenic river. They could not be transported in the wild river, even if they were not operated.
4. Commercial float trips would originate from the Hells Canyon Creek Launch Site only.
5. No special use permits would be issued specifically for conducting one- day float trips. One-day floats could still be run as part of the multi-day float allocation subject to the availability of jetbacks.
6. The sixteenth commercial float launch would not be filled and the launches available for this launch would be divided between private and commercial floaters on a 60/40 split. The outfitter portion of these launches would remain available as pool dates.
7. A minimum number of twelve float outfitters on the river would be allowed. This would assure adequate competition for services offered to the public, allow for some businesses to expand by purchase and consolidation of businesses, and provide for an equal number of both float and powerboat businesses on the river.
8. The maximum number of fifteen float outfitters on the river would be allowed, which would accommodate the existing situation. This number would be reduced to 12 as businesses were bought by existing float outfitters on the river.
9. A non-motorized period would be available for float trips on Monday through Wednesday from the 2nd Monday of July through the Wednesday prior to Labor Day each year. The non-motorized area would be between Wild Sheep Rapid and Kirkwood Historic Ranch. Launches on Sunday through Wednesday would all offer a significant component of a non-motorized experience during the course of the trip. The commercial float launch schedule would provide all outfitters with an equal level of access to this non-motorized opportunity. Within this eight week window, each outfitter would have four allocated launches, one on Sunday, one on Monday, one on Tuesday and one on Wednesday. Due to total river miles involved between Wild Sheep Rapid and Kirkwood Historic Ranch, the minimum opportunity for a non-motorized experience would be a Wednesday afternoon launch and the maximum opportunity would be a Sunday afternoon launch during this time period.

The following is the current list of commercial float outfitters authorized to operate on the Snake River under these guidelines:

Anderson	Peavey
Davis	Peer
Grubb	Porfily
Hauptman (2 Permits)	Randle [3]
Howard [1]	Steen
Hughes	Stewart
Koch [2]	Wendt [4]

[1] This business changed ownership between the DEIS and the FEIS. In the DEIS this business was listed as FASKEN.

[2] This business changed ownership between the DEIS and the FEIS. In the DEIS this business was listed as BEAMER.

[3] This business changed ownership between the DEIS and the FEIS. In the DEIS this business was listed as ARMACOST.

[4] This business changed corporate ownership between the DEIS and the FEIS. In the DEIS this business was listed as CHANG.

The launch reservation system for commercial floaters would operate under similar guidelines as the present allocation system with the ability to trade dates, obtain pool dates, cross-over between private and commercial, etc. An outfitter could also change groups on a yearly basis by trading with another outfitter. For example, an outfitter with Friday launches could trade with an outfitter for Monday launches if both outfitters agreed to the change.

Use trends over the years indicate shorter trips have gradually reduced commercial and private float use that originates from Hells Canyon Creek and travels below Pittsburg into the scenic river (reference analysis file for use data). Currently 75% of the float trip takeouts (including split trips) leave the river at Pittsburg Landing or above (by use of commercial jetback). Twenty-five percent of the float use takeouts for trips originating at Hells Canyon Creek occurs in the scenic river or below (Heller Bar). This use in the scenic river will be monitored on a yearly basis. If the number of commercial and private float trip takeouts for trips originating at Hells Canyon Creek exceeds 25% of total takeouts for two out of three consecutive years, this level of use will be capped. The maximum allocation for continuation of trips below Pittsburg will be set at 25% of available launches from Hells Canyon Creek as a means of managing on-river encounters and campsite competition in the scenic river.

Lower Salmon Float Outfitters Entering the Snake River

Conditions of use on operating plans for all Lower Salmon River commercial float outfitters would be changed to meet the intent of Snake River management goals in Alternative G. Through the memorandum of understanding between the Forest Service and the BLM, necessary changes would be made in the operating plans for Lower Salmon commercial floaters who travel on the Snake River. The following conditions in Alternative G would affect Lower Salmon commercial float outfitters:

Party Size

The maximum party size for Salmon River boaters is 30 persons. The maximum party size for Salmon River boaters who chose to camp along the Snake River within the HCNRA would be 24 persons with the following exception. Groups of up to 30 people, originating on the Salmon River could camp along the Snake River between the confluence with the Salmon River and Salmon Bar, approximately one mile downstream of the confluence.

Maximum Number of Boats Per Party

Groups originating on the Salmon River would be required to conform with the eight boats per party limit. Prior to entering the Snake River, groups with more than eight boats would be required to use one or more of the following techniques to achieve the eight boats per party limit:

1. Boats could "raft up" or tie together. Each group of "rafted up" boats would count as a single craft.

2. Boats could be deflated and stowed, or simply lifted out of the water and tied on top of a larger boat. For example, a kayak out of the water and tied on top of the gear on a raft would not count towards the eight boats per party maximum.

3. For a transition period of two years (1994 and 1995) groups of more than eight boats originating on the Salmon River could break up into sub-groups of eight or less. Sub-groups would be required to travel separately from each other and be of sufficient distance so as to remain out of sight from each other. Sub-groups could only regroup by having the first group pull in to shore. Craft would be considered pulled into shore if they were tied to shore or pulled onto the shore and unoccupied. On the third year (1996) this transition strategy would no longer be available to parties with more than eight boats.

OBJECTIVES COMMON TO ALL COMMERCIAL OUTFITTERS

Hours of Operation

The first objective of guidelines common to both commercial powerboaters and floaters would be to provide for an increase in periods of time where visitors were isolated from the sites and sounds of other users in the early morning and evening hours while in camp. To accomplish this objective during the primary season, commercial powerboats would not be allowed to start a new trip within the boundaries of the HCNRA prior to 8:00 a.m. Pacific Time; and all day use (one day trips, jetbacks, etc.) or the last day of an overnight trip would be required to terminate operations within the river corridor by 6:00 p.m. Pacific Time. During the secondary season, hours of operation would not be restricted.

Snake and Lower Salmon commercial float outfitters operating in the scenic river using outboard kickers would only be allowed to operate their outboards between 8:00 a.m. and 6:00 p.m. Pacific Time during the primary season.

Private Trips by Commercial Outfitters

Whenever commercial outfitters are on private trips or their boats are used for private, non-commercial trips within the river corridor, each entry would require them to obtain a permit under the same guidelines for access that apply to private river users on a year-round basis.

Commercial Manifest

The second objective of guidelines common to both commercial powerboaters and floaters would be to coordinate with other State and Federal agencies to assure that outfitters were meeting licensing requirements for guides and equipment. In order to accomplish this objective, a condition of each outfitter special use permit would require a manifest for each trip into the river corridor. Each manifest would list the zipcode of each passenger to verify total passengers per trip and be signed by all commercial guides/employees on the trip, verifying they had the appropriate state or Coast Guard licenses to conduct guided operations. A manifest would be completed prior to the beginning of each trip.

If boats normally used to conduct commercial outfitting services are being used on private trips, or if owners or employees of commercial outfitting businesses are entering the river corridor for private trips, a manifest would be required that included the name, address, telephone number and signature of the trip leader and all passengers verifying the trip was not commercial.

These manifests would be used for the following purposes:

1. To verify documentation of passengers and revenues reported by outfitters at the end of the year when conducting audits of commercial businesses as required by the terms of special use permits. The manifest would not require documentation of revenues or the names and addresses of passengers, only zipcode or country of residence for each passenger.

2. To gather demographic information (zipcode or country of residence) for future economic analysis.

3. To cooperate with other State and Federal agencies which license outfitters on the Snake River to assure compliance with rules and regulations pertaining to safety of passengers in regard to licensing of guides and meeting passenger capacities of commercial jetboats.

Validation of Use

The third objective of guidelines common to both commercial powerboaters and floaters would be to assure a public service was being provided. All outfitters would be required to run a minimum of three commercial trips with paying customers during the primary season to validate their use. If a float or powerboat outfitter failed to run this minimum number of trips in the primary season in any year, their use would be limited in all later years to operating in the secondary season only.

Failure to run a minimum of three commercial trips per year for outfitters limited to operating in the secondary season only would be addressed through the annual performance rating.

This requirement would assure a public service was being provided and also address the need to provide a fair opportunity for access to as many people as possible within the guidelines of Alternative G.

Priority Use

The fourth objective of guidelines common to both commercial powerboaters and floaters would be to resolve the issue of priority use and how it would be assigned to all outfitters.

Priority use would be based on service days and calculated for the five year period of time ending on December 31, 1989 (reference analysis file for letter to outfitters from Area Ranger). This priority use would be honored and included on each outfitter's permit. For the two permits at Hells Canyon Creek, the priority use would be split evenly between the two permits. In accordance with FSH 2709.11, ID 2709.11-92-2, 41.53f 2d, issuance of Priority Use is assigned at the discretion of the authorized officer (Area Ranger) and is dependent upon whether or not use capacity is available. No additional assignment of priority use based on service days would occur on the Snake River to provide for maximum flexibility in managing overall use. This would be particularly important during the initial implementation of a new river management plan in the event that adjustments in use between outfitters was necessary.

Since Alternative G would place limitations on use for all commercial outfitting, priority use assignments for service days could only increase through purchase of an existing business and transfer of the priority use to the purchaser. The number of launches or boats available for use by each outfitter during the year accommodates existing levels of priority use currently assigned as service days for each outfitter. Any future assignments of priority use would be based upon launches (float trips for commercial floaters and boat trips for commercial powerboaters) at the discretion of the Area Ranger.

For any individual powerboat business, future priority use in the primary season would be limited to a maximum number of boat trips per day into specific sections of the river based upon the yearly commercial powerboat launch schedule and the total number of boats which each outfitter was assigned. All additional use would be applied for and issued as temporary use only.

For commercial floaters, future priority use in the primary season would be limited to a maximum number of launches allowed to enter the HCNRA per season based upon the yearly commercial float launch schedule and the total number of launches per group to which each outfitter was assigned. All additional use would be applied for and issued as temporary use only.

Priority use in the secondary season would be assigned to outfitters who specialized in outfitting during that time period only.

Sale of Business and Consolidation of Permits

The fifth objective of guidelines common to both types of commercial users would be to manage the number of commercial permits to assure the continuation of business competition on the river, access to outfitter services at all portals, and address consolidation of activities of outfitters for effective administration of permits in order to assure public service was being provided rather than permits held for speculation.

In order to assure quality service and distinct choices for customers, special use permits would not be issued to individuals or stockholders that owned an interest in another powerboat or float businesses operating within the Snake River corridor. Nor could individuals who owned businesses on the Snake River buy into another existing Snake River business either as a shareholder or a partner without absorbing the business being purchased and retiring the purchased permit. The only exception would be that a permittee could own (sole proprietorship or partnership) or purchase corporate stock in another business up to a maximum of two businesses on the river if the businesses were based at different portals.

Consolidation of Existing Businesses with Multiple Permits

Businesses holding multiple float and/or power permits would be consolidated under a single permit and the resulting business would not be able to sell off portions of the business separately. Some permits would become combination float/power businesses on the river, emphasizing the relationship and validity of both motorized and non-motorized uses on the river and be used as one method of addressing social conflict between motorized and non-motorized commercial users on the river.

Outfitters currently holding more than one permit (float and/or power) on the river would have until December 31, 1996 to sell one or more of these permits if they did not wish to have their permits consolidated. An outfitter would have the discretion to request consolidation of all permits prior to this date.

After December 31, 1996, a condition for continued use of these permits would require all businesses of the outfitter to be consolidated under a single business with a combined number of boats, priority use, area of operations, seasons of use, and launch allocation systems. The Forest Service would coordinate with the States of Idaho and Oregon to determine how many State outfitter licenses and guide registrations would be required to operate the single business. The yearly commercial float and power launch schedules would include all launches and/or sections of the river for operation allowed under the former permits.

Existing businesses that would fall into this category include: [1]

Anderson --- 1 Powerboat business, 1 float business
Hauptman -- 2 Float businesses
Koch ---------- 3 Powerboat businesses, 1 float business [2]

[1]The DEIS listed 2 additional businesses, both of which held one-day float permits as the second permit. In the FEIS, permits that specifically authorize one-day commercial float operations would not be renewed, therefore the businesses which had this use would not be subject to consolidation.

[2]Since only one of these powerboat permits allows overnight camping, consolidation of these businesses would allow overnight use for all powerboat activities provided as all overnight use was at Copper Creek Resort which is also under permit to this outfitter.

Overnight use would still require enough launches on consecutive days to cover the length of the trip.

Management of Outfitter Facilities on Forest Service Land as a Result of Sale of Business

Copper Creek

Copper Creek would continue to be managed under a resort special use permit issued for a maximum of ten years per issuance. The buildings would continue to be owned by the permittee and the permit would be issued for occupancy of the land. The following conditions would apply in regard to sale of facilities:

1. The outfitter business, including the buildings associated with the resort, could only be sold to another Snake River outfitter because access to the resort requires river access associated with an existing outfitter business. The permit for occupancy of the land could be reissued to the new owner, but there would be no guarantee of reissuance as the result of a sale of business.
2. If the permittee decided to go out of business, the buildings would be removed at the expense of the permittee and the site would be naturalized.
3. The buildings could be sold to a new outfitter if they were included as part of a sale of an associated outfitting business. A permit for occupancy of the land could be reissued to the new owner, but there would be no guarantee of reissuance as the result of a sale of business.

Sheep Creek Cabin

Sheep Creek Cabin would be managed under authority of a Granger-Thye permit for a maximum term of five years. The permit for use of the buildings would require the holder to maintain a valid outfitter-guide permit to remain eligible to hold the permit for Sheep Creek. Loss or termination of the outfitter permit would result in termination of the permit to occupy the buildings at Sheep Creek.

The primary purpose for issuance of this permit would be to assure maintenance of the historic structures on site. At the end of each five year period, a prospectus would be issued and bids would be accepted from existing Snake River outfitters who were licensed to conduct outfitting and guiding services in Idaho. If a sale of business occurred during the term of the permit, the following options would be available:

1. Terminate the permit and re-advertise the opportunity through issuance of a prospectus to all interested Snake River Outfitters including the new owner of the outfitting business that had been associated with the permit.

2. Terminate the permit and do not re-advertise in association with an outfitting business.

Consolidation as a Result of Purchase for Business Expansion

The purchase of an existing business would become the main method of business expansion. A condition for issuance of a special use permit would require that the business purchased be absorbed into the business of the buyer. A portion of the business could not be sold at a future time. When a Snake River business was sold, the entire operation would be sold. This method of consolidating permits would become effective for all sales of businesses occurring on or after January 1, 1995.

When this occurred, it would be viewed as a consolidation of activities and the business of the seller would be absorbed into the business of the buyer, with the seller's permit being retired. The number of boats, priority use, area of operation, method of launch allocation, and any other conditions associated with the permit would be added to the permitted activities of the outfitter as part of the consolidation.

The overall effect could result in net attrition in powerboat businesses from 19 down to a minimum of 12 and float businesses from 15 down to minimum of 12. These minimum numbers of businesses would assure that outfitter services would continue to be located at all portals. This could or could not result in larger businesses operating on the Snake River but it would provide for business diversification, adding stability to the industry. Float/Power combination permits would also add to diversification and could further reduce the total number of businesses operating on the river to a minimum of 12.

Permits, or distinctly different portions of combination permits, i.e., float/power operations, in non-use status would have priority use reduced or the type of operations in non-use status would be terminated in accordance with Forest Service guidelines. If termination resulted, any use associated with the permit would be added to the outfitter pool. Upon termination, the permit would not be reissued unless the minimum number of commercial permits would not be met at each portal on the river for powerboat and floatboat operations. If this occurred, a prospectus would be issued to advertise the vacant business opportunity only after appropriate environmental analysis was completed.

Specific Conditions of Sales Required for Permit Issuance

Sale of Business (General)

Portions of a business could not be sold. Sale of business would include all operations conducted under authority of the special use permit with the exception of the special launch allocation for Pittsburg based outfitters as described below.

Sale of Powerboat Business

If a business which has an optional allocation in the primary season were sold to another Snake River Outfitter, the option for pool dates only would no longer be available and the purchaser would be required to select specific dates for allocation. For all other businesses, the launch allocation assigned to the seller would be reassigned to the buyer.

Sale of Float Business

If a business were sold to another Snake River outfitter, the business would be absorbed by the purchaser and combined under a single permit. The launch allocation of the seller would be assigned to the buyer which would include assignment to an additional launch group.

Sale of Hells Canyon Creek Based Powerboat Business

The businesses associated with the two permits at Hells Canyon Creek could only be under the co-ownership of the existing permit holder. Once sold, the permits at this location could not be combined under joint ownership again and the two businesses would have to exhibit complete financial separation from each other as a condition of permit issuance and continuing operation. Both permits would be limited to operating from this location only and no other outfitter could move their operation to this location.

Sale of Pittsburg Landing Based Powerboat Business

Since the specific purpose of the special allocation of launches from Pittsburg to Kirkwood was to offset economic impacts to Idaho County, the objective would be to make certain these launches remained based at Pittsburg Landing in the event of sale of business. To meet this objective, the following conditions would apply:

- The launches in the special allocation would only be authorized for use by Pittsburg-based outfitters.

- If one of the three existing Pittsburg based businesses were to be purchased by another Pittsburg-based outfitter, the purchaser could double their boat launches in the special allocation, running a trip two out of every three days to Kirkwood.

- The special allocation of launches would not be re-issued to a new business if the sale of business involved moving the base of operations away from Pittsburg Landing. In this situation, these launches would be reallocated to the remaining two Pittsburg-based outfitters, allowing them to each run a trip every other day. The same conditions would apply if one of the three Pittsburg-based outfitters decided to move their base of operations to Dug Bar or downstream from Cache Creek.

- The special allocation of launches at Pittsburg would be a separate system of launches and could only be traded among the Pittsburg-based outfitters.

The following are other conditions of sales of businesses that would apply to Pittsburg Landing-based outfitters. Issuance of a Forest Service permit would be contingent upon meeting these conditions:

- A maximum of one Pittsburg-based business could be sold and moved to either Dug Bar or based downstream from Cache Creek (in the event the business moved downstream of Cache Creek, the area of operation would change to include operation between the northern boundary of HCNRA and the mouth of the Salmon). The remaining two businesses would be required by the terms of their permits to operate from Pittsburg Landing only and subsequent issuance of a permit would be contingent upon the new owner continuing to base out of Pittsburg.

- If there were a minimum of two Pittsburg-based outfitters, no other outfitters would be allowed to move their operation to that location. However, Pittsburg-based outfitters could purchase and absorb businesses based downstream from Cache Creek in order to increase their guaranteed number of launches into different sections of the river.

Dug Bar Based Outfitters

A maximum of two outfitters could relocate to this portal but once relocated, the businesses could not move to a different location. However, Dug Bar-based outfitters could purchase and absorb businesses based downstream from Cache Creek in order to increase their guaranteed number of launches into all sections of the river.