

CHAPTER II

ALTERNATIVES INCLUDING THE PROPOSED ACTION

INTRODUCTION

This chapter describes the proposed action and two alternatives, including one alternative which represents no action. It presents different approaches to meeting the underlying needs identified in Chapter I. The alternatives provide a mix of activities and schedules centered around a particular emphasis or theme.

This chapter consists of the following four sections:

ALTERNATIVE DEVELOPMENT PROCESS outlines the process used to formulate the proposed action and alternatives.

ALTERNATIVES CONSIDERED, BUT ELIMINATED FROM DETAILED STUDY describes alternatives eliminated from detailed study and the reasons they were eliminated.

DETAILED DESCRIPTION OF THE ALTERNATIVES presents the overview and design of the three alternatives, including the following:

Mitigation Common To All Alternatives

Monitoring Common To All Alternatives

Alternative A. This is the "No Action" alternative as required by the National Environmental Policy Act and would not implement the proposed action.

Elements Common To B and C Alternatives. This subsection describes management direction that is common to Alternatives B and C.

Alternative B. Proposed Action. This alternative was used in scoping to identify issues and generate a variety of concepts for designing other alternatives. This alternative was derived from the selected alternative in the 1994 final environmental impact statement and record of decision for the Wild and Scenic Snake River Recreation Management Plan.

Alternative C. Preferred Alternative. This alternative was developed in response to issues and concerns raised during the scoping period. This alternative was derived from Alternative B with the objective of assessing the effect of the verified base period use levels and providing business flexibility within the overall goal of meeting the underlying needs identified in Chapter I.

Table II-1, which follows the detailed descriptions of alternatives, summarizes alternative management requirements.

COMPARISON OF THE ALTERNATIVES displays the differences in the alternatives using a summary format.

ALTERNATIVE DEVELOPMENT PROCESS

The proposed action is derived from the selected alternative of the 1994 Record of Decision implementing the Wild and Scenic Snake River Recreation Management Plan. A Forest Service interdisciplinary team (ID team) of resource specialists used opinions, comments, and suggestions gathered at internal and public scoping meetings to help define key issues identified in the proposed action. Alternative themes were developed by the ID team to respond to the issues generated by analyzing the proposed action. The alternative carried forward for detailed study is designed to resolve the significant issues surrounding the proposed action.

The alternatives are designed to achieve the purpose and need for action, desired future conditions (DFC) for the river corridor, the protection and enhancement of the outstandingly remarkable values (ORV's), and the recreation opportunity spectrum (ROS) for the river corridor as set forth in the River Recreation Management Plan.

ALTERNATIVES CONSIDERED, BUT ELIMINATED FROM DETAILED STUDY

In the development of alternatives, the planning team considered a wide variety of options for modifying the operational limitations featured in Alternative B in order to resolve the issues generated from the Proposed Action. See Analysis File for variations considered for each limitation. Many of these were not carried forward for detailed study as noted below:

Hells Canyon Alliance (HCA) Viability Analysis. HCA offered an analysis of commercial powerboat use levels needed for viability. Permission to use the information was later withdrawn by HCA.

Destinations. Several options were considered for reconfiguring the allowable commercial powerboat destinations including eliminating any limitation on destinations. The option most effective at providing business flexibility and still meeting the underlying needs identified in Chapter I was carried forward for detailed study in Alternative C.

Use Allocations and Launch Schedules. Several options were considered for reconfiguring the commercial powerboat launch allocation and schedule including eliminating the launch schedule entirely. The option most effective at providing business flexibility and still meeting the underlying needs identified in Chapter I was carried forward for detailed study in Alternative C.

Non-Motorized Period. Variations on the length of the Non-Motorized Period (NMP) from full elimination to something less than 24 days and the timing of the NMP from all days in July and August to spread in different ways across the primary season were considered. Economic analysis showed very little effect of the 24 non-motorized days on commercial outfitters. However, there were issues of timing of the non-motorized window. The option most effective at spreading the non-motorized window over the primary season was carried forward for detailed study in Alternative C.

Other Limitations. In addition to those above, options for other operational limitations were also considered. These options were eliminated because they could not meet the underlying recreational experience need and also provide business flexibility. Reference Analysis File.

DETAILED DESCRIPTION OF THE ALTERNATIVES

Described below are the mitigation measures and monitoring and evaluation elements common to all alternatives.

Mitigation Common To All Alternatives

Mitigation measures are designed to avoid, minimize, rectify, reduce, or compensate for environmental effects of implementing the proposed action and alternatives. Mitigation measures, applicable to the allocation of commercial use, are addressed in the River Recreation Management Plan relative to

transportation and storage of fuel (page 3), scenery management (page 15), and fish and wildlife (pages 16 and 17).

Monitoring And Evaluation Common To All Alternatives

Monitoring and evaluation elements for monitoring commercial use levels and effects on the river's Outstandingly Remarkable Values (ORVs) are addressed in Appendix D of the River Recreation Management Plan.

Alternative A - No Action

This is the "No Action" alternative as required by the National Environmental Policy Act. This alternative would not implement the proposed actions and provides a baseline from which to evaluate the action alternatives. This alternative would continue unlimited commercial powerboat use. The commercial use cap established in the Snake River Management Plan ROD of 10/21/94 would not be implemented with this alternative.

Implementation of this alternative would not contribute toward meeting the purpose and need for action identified in Chapter I (also see FEIS Chapter I and II). Commercial use levels for the wild and scenic sections would likely continue to increase, thus reducing the quality of recreation experience for many river users and precluding achievement of desired conditions established for the identified ORV's, short- or long-term. The effects of Alternative A are used as a frame of reference to compare the effects of implementing the action alternatives.

The specific management direction for Alternative A is as follows:

Commercial Powerboat Use

Launch Point Locations

Outfitters operating from Pittsburg Landing and Cache Creek are not allowed to launch from Hells Canyon Creek. Otherwise, there are no limits on launch point locations.

Area of Operations

There is currently no limit on the Area of Operations with the exception of Mainstream Outdoor Adventures, Inc., which is limited to the scenic section of the river.

Maximum and Minimum Numbers of Commercial Outfitters at Specific Portals

Currently, there are no limits on maximum or minimum numbers of permits at specific portals with the exception of Hells Canyon Creek where there is a maximum of two permits allowed. There are currently three permits located at Pittsburg Landing, fifteen permits at Cache Creek and one at Hells Canyon Creek.

Allocation of Use

In the Wild and Scenic corridors there would be no use level limits on commercial powerboats, year-round. Primary season base period (1988-92) average use was 1,283 boat days. 1993-94 average primary season use was 1,324 boat days. The vacant permit at Hells Canyon Creek would be filled with a maximum of one boat.

The temporary use permit would continue to be authorized on a yearly basis limited to the scenic section of the river.

Supply trips for Copper Creek Resort and Sheep Creek Cabin would continue to be unlimited.

Access to Sheep Creek Cabin would continue to be unlimited.

Timing and Duration of Non-Motorized Period

There would be no non-motorized period under Alternative A.

Launch Schedule

There would be no calendar of launches for daily use.

Party Size

Day use powerboat party size limits would continue to be established by Coast Guard capacity regulations. Overnight camping party size would continue to be limited to 30.

Trip Duration

There would continue to be no limits on which outfitters can provide an overnight camping experience.

Powerboat Length Limitation

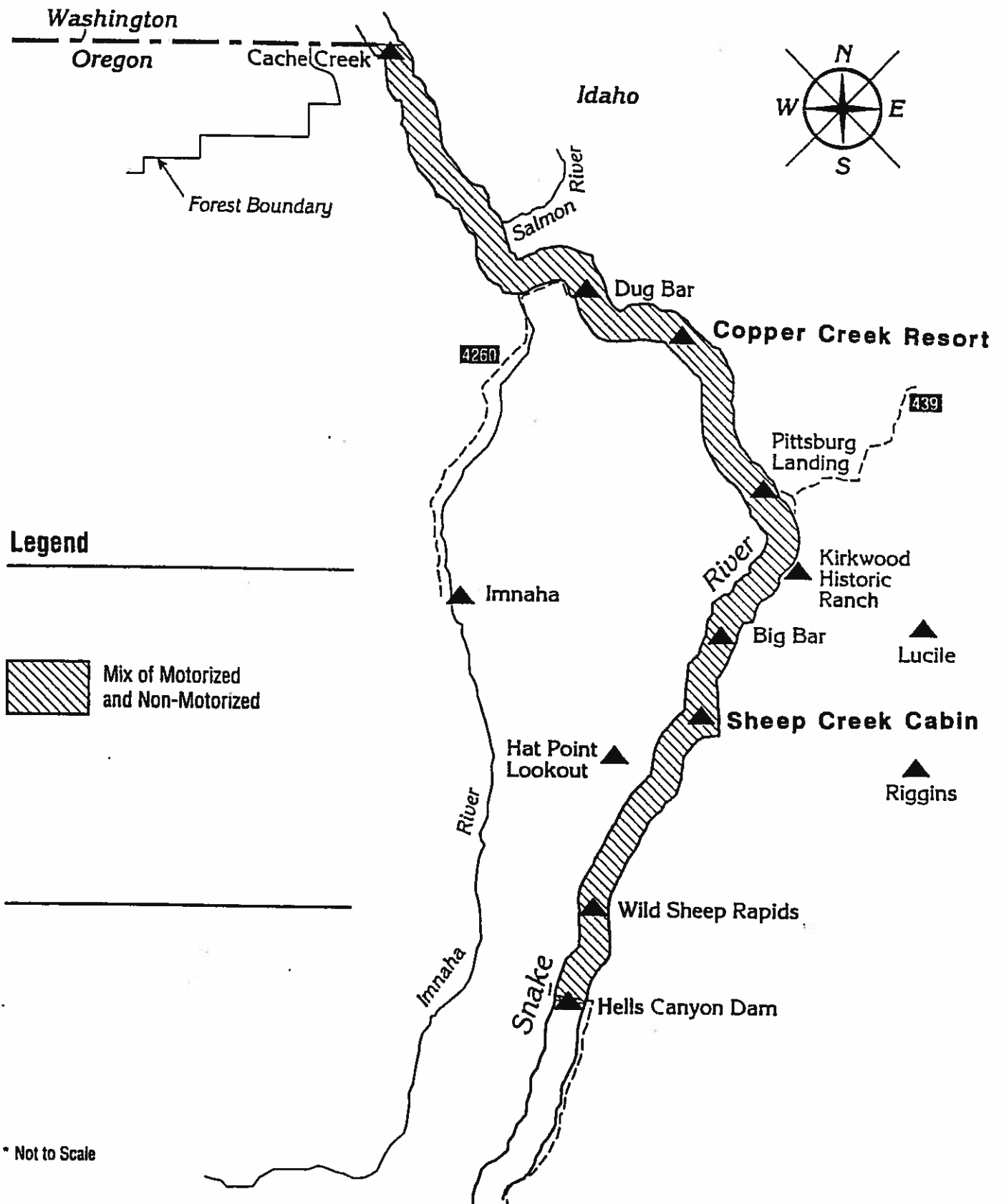
There would continue to be no limits on powerboat length.

Launching of Inflatables

There would continue to be no restrictions on the launching of inflatable craft from commercial powerboats.

Figure II-1

Alternative A—Primary Season



Commercial Floatcraft Use

Launch Point Locations

Commercial float trips could continue to launch from Hells Canyon Creek, Pittsburg Landing and Dug Bar.

Area of Operations

There is currently no limit on the area of operations for commercial multi-day float permits. Temporary one-day float permits would continue to be limited to use between Hells Canyon Creek and Pittsburg Landing.

Launch reservations would continue to be required only for commercial float trip launches in the wild river between Hells Canyon Creek and the top of Rush Creek Rapid during the primary season. Commercial launches from the remainder of the river would continue to be unlimited.

Maximum and Minimum Number of Permits

Currently, there are 16 commercial float permits. This is the maximum number of permits allowed on the river. Two of those are temporary. There are no limits on the minimum number of permits.

Allocation of Use

Currently, 224 primary season commercial launches from Hells Canyon Creek are allocated to 14 permittees as shown below. Two one-day float trip permits with a maximum of two boats per launch are limited to one launch per day for each commercial outfitter on alternating days, Monday through Friday only, during the primary season. This allocation would continue.

Commercial Float Allocation

Outfitter	Total Launches
Davis Whitewater Expeditions	14
River Odysseys West (ROW)	14
Canyon Outfitters, Inc.	21
Idaho Afloat	14
Hughes River Expeditions, Inc.	21
Heller Bar Excursions	14
Northwest Voyageurs	14
Peer's Snake River Rafting	14
Oregon Trail Adventures	14
Hells Canyon Adventures Raft	14
Freewater	14
Steen's Wilderness Adventures	14
Holiday River Expeditions of Idaho	14
Oars - Dories	14
Pool Dates	14
TOTAL	*224

* All launches would be allocated on a launch calendar. Existing float management guidelines would continue including trades and crossover. A minimum of three trips would be required to maintain priority use.

14 pool dates would continue to be available to the commercial outfitters

The two temporary permits would continue to be reauthorized on a yearly basis.

Timing and Duration of Non-Motorized Period

There would be no non-motorized period under Alternative A.

Launch Schedule

A limited daily use schedule would continue to be in effect with an initial commercial allocation of two multi-day launches per day. Temporary one-day float launches would be in addition to the basic commercial allocation..

Party Size

Commercial party size would continue to be limited to a maximum of 30 people during the primary season, and limited by conditions of use on permits during the secondary season for all river sections.

Number Of Floatcraft

Commercial float parties would continue to be limited to a maximum of 30 craft per party, based on maximum party size, in all river sections. One-day float permits would continue to be limited to two craft per trip.

Use of Kickers

Kickers would continue to be allowed in all sections of the river at any time.

Lower Salmon Coordination and Management

Lower Salmon commercial float trips would continue to be subject to the same party size and floatcraft limits as the Snake.

See Figure II-1 for a map of Alternative A.

ELEMENTS COMMON TO ALTERNATIVES B AND C

The following management elements are common to action alternatives B and C.

Management Elements Specific To Commercial Powerboat Use

Launch Point Locations and Maximum and Minimum Numbers of Permits

Manage the number of commercial powerboat permits to assure the continuation of business competition on the river. Maintain a variety of powerboat recreational services with quality experiences to visitors by establishing a maximum and minimum number of powerboat outfitter permits at all river portals.

Location	Minimum	Maximum
Hells Canyon Creek	2*	2* (1 existing)
Pittsburg Landing	3	4
Cache Creek	6	13**(15 existing)
TOTAL	10	19

* Based on a voluntary split of the business authorized by the existing special use permit at the option of the permit holder

** The single powerboat permit issued with temporary use only that authorizes trips from the Oregon/Washington border to Pittsburg Landing would not be reissued. If one of Cache Creek permits moved to Pittsburg Landing, maximum for Cache Creek would drop to 13.

NOTE:

An exception to the launch point location limitation is Snake River Outfitters which has historically launched from both Pittsburg Landing and Cache Creek portals. This activity would continue to be authorized under all alternatives.

This element of Alternative B was modified from the Proposed Action mailing of December 1995. In the proposed action mailing, Dug Bar was listed as a potential portal for basing commercial operations. This was removed as an element of the action alternatives. The condition of the Dug Bar road precludes efficiently basing a commercial operation from this location and there is no demonstrated need to do so.

Allocation of Use - Temporary Permit Sub-element

The temporary use powerboat permit would not be reauthorized. This use would be retired effective December 31, 1996 and not reassigned in order to manage Scenic river use to protect and enhance the recreation experience.

Party Size

A year-round maximum over-night party size of 24 persons (including guides) would be established for all sections of the river for commercial powerboats. This would not affect commercial powerboat day use party size which would continue to be regulated by U.S. Coast Guard vessel certifications.

Trip Duration

Trip duration would be managed based on historic use, i.e., day use only or overnight use as follows, to reduce competition for campsites and associated impacts to campsites:

<u>Authorization</u>	<u>Outfitter</u>
Day Use Only	Hells Canyon Adv., Intermountain Exc., S&S Outfitters, Heller Bar Exc.*, Idaho River Navigation*, Rivers Navigation*, Snake River Adv.*, Three Rivers Outfitters, Snake River Outfitters*, Snake Dancer Excursions, Z&S Outfitters, Inc.
Day Use and Overnight	HC Fish Charters, High Roller Excursions, Anderson River Adventures, River Quest Excursions, C.C. Lodge, Inc., River Adventures Ltd., Red Woods Outfitters

* These outfitters have separate special use authorizations for lodges or own private land within the Snake River corridor that would allow overnight use at those sites within the Hells Canyon National Recreation Area.

In addition, commercial power overnight use of the Cache Creek to Salmon confluence would be prohibited.

Management Elements Specific To Commercial Floatcraft Use

Area of Operations

Launch reservations would be required for commercial float trip launches in the wild river between Hells Canyon Creek and Pittsburg Landing.

Launch Point Locations and Maximum and Minimum Number of Permits

The number of commercial float permits would be managed to assure the continuation of business competition on the river. A variety of float recreational services with quality experiences to visitors would be maintained by establishing maximum and minimum number of float outfitter permits. A minimum number of 10 and a maximum number of 14 commercial float Special Use Permits would be authorized.

Allocation of Use - Pool Dates Sub-element

The commercial float allocation would continue as under Alternative A except the commercial pool would be reduced from 14 to 6. The other 8 launches would be allocated to private float parties.

Party Size

A year-round maximum party size of 24 persons (including guides) for all sections of the river for commercial floatboats would be established.

Number of Floatcraft

A maximum limit of eight floatcraft per commercial multi-day trip in all river sections year-round would be established, to achieve ROS settings for remoteness and social encounters while protecting and enhancing the Snake River's ORVs, and to address issues of fair and equitable access between commercial and private users.

Use of Kickers

The use of kickers on floatcraft in the wild river would be prohibited year-round, to meet ROS settings for remoteness and social encounters in the wild river by increasing the opportunity for periods of time where visitors are isolated from the sites and sounds of other users.

Lower Salmon River Coordination And Management

The recreational resource and resource impacts of commercial floaters originating on the Lower Salmon River when they enter the Snake River would be managed as follows:

- Groups with more than 24 people may camp between the confluence of the Lower Salmon River and Salmon Bar but would not be allowed to camp overnight elsewhere on the HCNRA.
- Groups originating on the Lower Salmon River would be limited to a maximum of eight boats per trip upon reaching the Snake River.

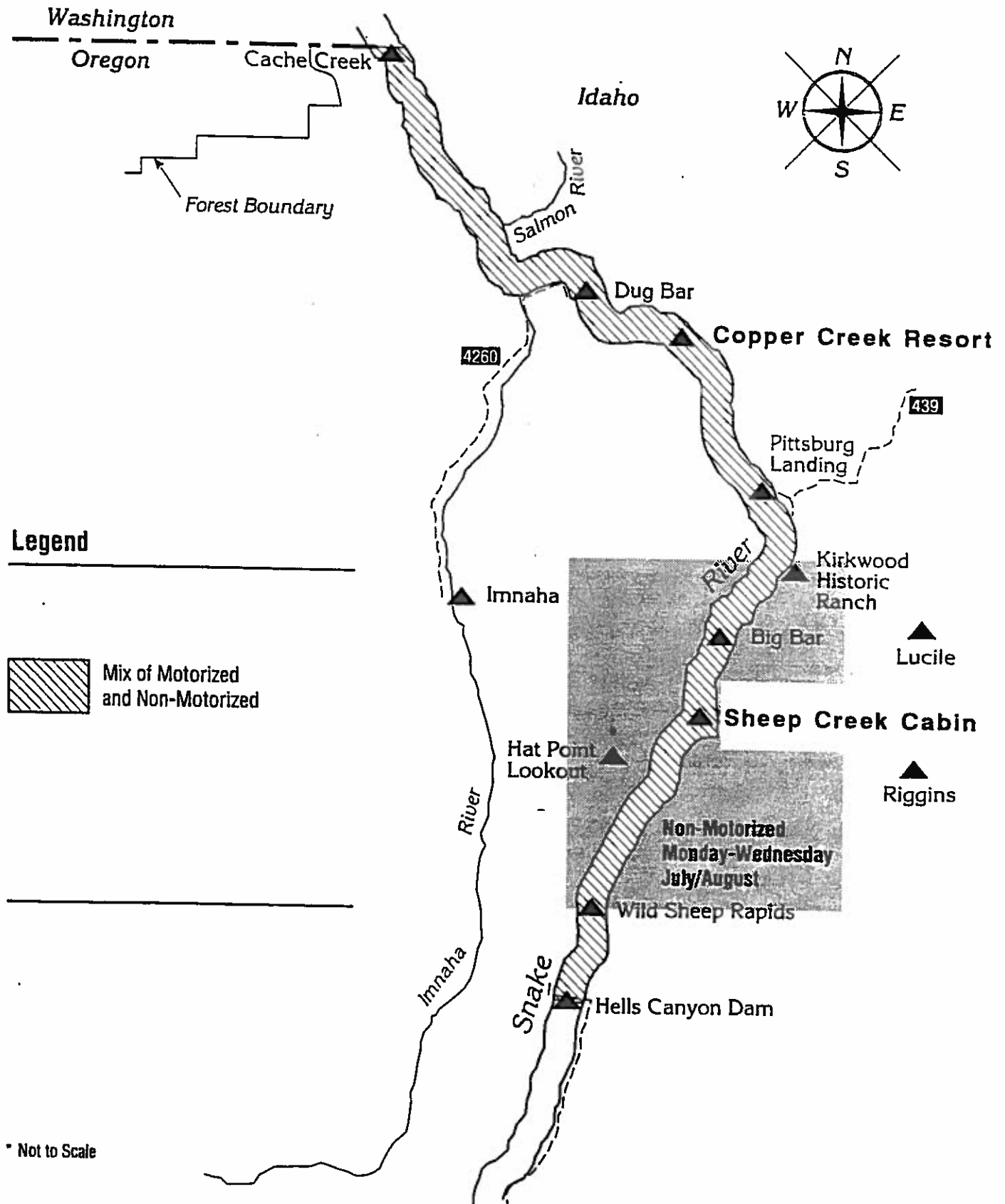
Phasing in the above direction would take place as detailed on FEIS pages II-7 and II-8. Full implementation would occur in 1998.

ALTERNATIVE B - PROPOSED ACTION

This alternative was used in the scoping process to identify issues and generate a variety of concepts for designing alternatives to the proposed action. The allocation element of Alternative B was modified subsequent to the Proposed Action mailing of December 1995. One of the tasks assigned by the Regional Forester in his July 1995 appeal decision was to examine actual use and verify or refine the numeric estimate of the cap. Alternative B reflects the verified numeric estimate of the cap for all permittees except Hells Canyon Adventures (HCA). In all cases, except for HCA, adjustments to the allocation based on verified use were less than 10% and did not affect the total cap. The verified and recalculated use for HCA was greater than estimated in the Snake FEIS. Because this level of use was not scoped for in the Proposed Action mailing to the public, the difference in HCA's use was not included in Alternative B (Proposed Action).

Figure II-2

Alternative B---Primary Season



Management Direction Specific To Commercial Powerboat Use

Area of Operations

Commercial operations for each powerboat outfitter permit in their primary area of operation would be managed year-round as follows in order to address social encounters with other competing river uses:

Area of Operation

Outfitter

Dam Downriver to Pittsburg Landing

Hells Canyon Adventures

N. Boundary Upriver to Dam

Intermountain Exc., Snake River Adv., Snake River Out., River Quest Exc., C.C. Lodge, Inc.

N. Boundary Upriver to Granite

S&S Outfitters, H.C. Fish Charters, High Roller Exc., River Adventures Ltd., Red Woods Out., Z&S Out., Inc.

N. Boundary Upriver to Rush Creek

Snake Dancer Exc., Anderson River Adv., Heller Bar Exc., Idaho River Navigation, Rivers Navigation, Three Rivers Outfitters

Allocation and Launch Schedule

Each powerboat outfitter would be authorized to operate during the primary season (112 days from May 22 through September 10) based upon the following boat day allocations. The maximum number of boat days to be allocated among 19 powerboat permits was determined in the ROD for the FEIS. This proposal deals specifically with the allocation of those boat days.

Commercial Power Boat Day Allocation*					
Outfitter	Total Boat Days	Wild Sheep ****	Wild ****	Kirkwood ****	Scenic ****
Hells Canyon Adventures	224	136	88		
Heller Bar Excursions	222		87	24	111
Snake River Adventures	139		52	18	69
Rivers Navigation	120		46	14	60
Idaho River Navigation	78		33	6	39
Snake Dancer Excursions	73		31	6	36
Cougar Country Lodge	65		24	9	32
River Quest Excursions	58		20	9	29
Snake River Outfitters	39		16	3	20
River Adventures, Ltd.	31		14	2	15
H.C. Fishing Charters	24		8	4	12
Intermountain Excursion	11		4	1	6
Z&S Outfitters, Inc.	6		3	0	3
Anderson River Adv.	6		3	0	3
Red Woods Outfitter	7		3	0	4
S&S Outfitters	7		3	0	4
High Roller Excursions	6		3	0	3
Three River Outfitters	4		2	0	2
Special**	88			88	
TOTAL***	1,208	136	440	184	448

* A boat day is defined as one boat on the river for one day on a specific trip. A minimum of three trips would be required to maintain priority use.

** Boat days spread equally between River Adventures, Ltd., H.C. Fishing Charters, Red Woods Outfitter for day trips between Pittsburg Landing and Kirkwood only.

*** All boats days would be allocated on a launch calendar with trading of boat days allowed within specific guidelines. Trading launches between commercial and private users would not be allowed.

**** Hells Canyon Adventures:

Wild Sheep = Can launch to Hells Canyon Creek-Wild Sheep segment of river

Wild = Can launch to Hells Canyon Creek-Pittsburg Landing segment of river

All Others

Wild = Can launch to Kirkwood-Hells Canyon Creek segment of river (as limited by Area of Operations)

Kirkwood = Can launch to Cache Creek-Kirkwood segment of river (except 88 special)

Scenic = Can launch to Cache Creek-Pittsburg Landing segment of river (Scenic section)

Timing and Duration of Non-Motorized Period

Permitted commercial powerboat access would be restricted to the section of wild river between the top of Wild Sheep Rapid and the upper landing at Kirkwood Historic Ranch, Monday through Wednesday each week, for a maximum of 24 days during the primary season between the Fourth of July and Labor Day weekends to provide an opportunity for non-motorized recreational experiences.

Launch Schedule

Each powerboat outfitter would be authorized to operate on a specific daily launch schedule during the primary season (112 days from May 22 through September 10). See Appendix B Outfitter and Guide, Operating Guidelines for details.

Powerboat Length

New commercial powerboats would be limited to 39.6 feet in overall length. Commercial outfitters would be allowed to operate existing boats that exceed this length only until those boats are replaced.

Launching of Inflatables

The launching of inflatable watercraft from commercial powerboats on all river sections would be prohibited year-round.

Refer to Appendix B for more complete operating guidelines for outfitters and guides.

Management Direction Specific To Commercial Floatboat Use

Launch Point Locations

All commercial float trips would only be permitted to originate from Hells Canyon Creek during the primary season to reduce congestion at other launch ramps and encounters in the scenic river. There would be no limitations in the secondary season.

Allocation of Use - Temporary Use Permits Sub-element

The two one-day float permits authorizing temporary use only from Hells Canyon Creek to Pittsburg Landing, would not be reissued. This would be for the purpose of achieving the ROS settings for the wild river by decreasing the congestion at launch sites, decreasing the number of encounters between float parties, decreasing the number of motorized encounters during jetbacks of the one-day float parties, and decreasing congestion at rapids and other popular sites.

Refer to Appendix B for more complete operating guidelines for outfitters and guides.

See Figure II-2 for a map of Alternative B.

ALTERNATIVE C - PREFERRED ALTERNATIVE

This alternative was developed in response to issues and concerns raised during the scoping period. This alternative was designed with the objective of providing business flexibility within the overall goal of meeting the underlying needs identified in Chapter I. The alternative provides business flexibility to respond to commercial powerboat walk-in traffic (i.e. customers not making trip plans in advance) by allocating boat days on a per time period basis rather than a rigid launch calendar. The alternative minimizes economic effects of operational limits while protecting ORVs, providing for a wide range of visitor recreation experiences and meeting the intended recreation experience.

Management Direction Specific To Commercial Powerboat Use

Area of Operations

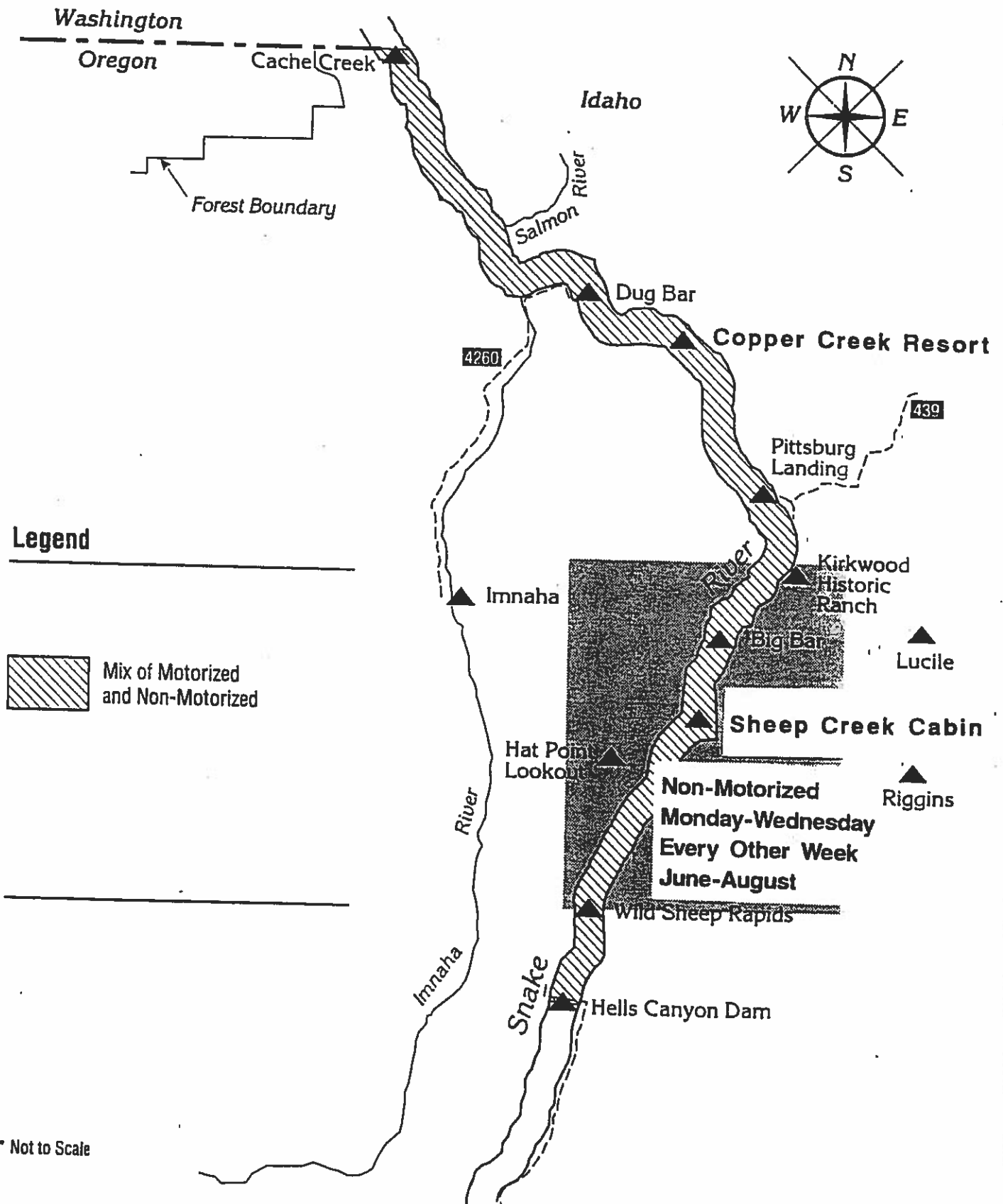
Commercial operations for each powerboat outfitter permit in their primary area of operations would be authorized as under Alternative B in order to address social encounters with other competing river uses. However, the area of operations would only be applied during the primary season. During the secondary season, there would be no limit on area of operations.

Allocation of Use

Each powerboat outfitter would be authorized to operate during the primary season (112 days from May 22 through September 10) based upon the following boat day allocations.

Figure II-3

Alternative C---Primary Season



Commercial Powerboat Monthly Allocation

Outfitter	May		June		July		August		September		Total		Total
	Wild	Kirkwood	Wild	Kirkwood	Wild	Kirkwood	Wild	Kirkwood	Wild	Kirkwood	Wild	Kirkwood	
Heller Bar Exc.	10	10	24	35	24	37	25	37	10	12	93	131	224
Snake River Adv.	5	6	15	22	16	23	16	23	6	7	58	81	139
Lower Navigation	4	6	13	19	13	19	14	19	5	6	49	69	118
Idaho Rivers Nav.	4	5	9	14	8	14	9	14	3	5	33	52	85
Snake Dancer Exc.	3	5	9	14	8	15	8	15	3	5	31	54	85
Cougar Country Lodge	3	4	8	16	7	16	7	16	3	5	28	57	85
River Quest Exc.	2	5	7	17	6	16	7	17	3	5	25	60	85
Snake River Outfitter	0	1	0	6	5	10	5	10	2	4	12	31	43
River Adventure Ltd.	1	2	3	7	4	8	4	8	1	2	13	27	40
H.C. Fishing Charter	1	1	3	6	2	6	3	6	1	2	10	21	31
Intermountain Exc.	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	5	6	11
Z&S Outfitters	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	3	3	6
Anderson River Adv.	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	3	3	6
Red Woods Outfitter	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	3	3	6
S&S Outfitters	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	3	3	6
High Roller Exc.	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	3	4	7
Three River Outfitter	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	3	3	6
Outfitter	Wild	Wild	Wild	Wild	Wild	Wild	Wild	Wild	Wild	Wild	Wild	Wild	
Hells Canyon Adv.	23	9	76	31	79	32	79	32	26	10	283	114	397
													1,381

A minimum of three trips would be required to maintain priority use.

Hells Canyon Adventures:

Wild Sheep = Can launch to Hells Canyon Creek-Wild Sheep segment of river
 Wild = Can launch to Hells Canyon Creek-Pittsburg Landing segment of river

All Others

Wild = Can launch to Kirkwood-Hells Canyon Creek segment of river (as limited by Area of Operations)
 Kirkwood = Can launch to Cache Creek-Kirkwood segment of river

Hells Canyon Adventures would be allocated use commensurate with their actual use during the 1988-92 base period. Hells Canyon Adventures base period use has been recalculated to be 397 boat days. Thus, the commercial powerboat cap is recalculated to be 1,381 boat days.

The seven smallest commercial outfitters (Intermountain Excursions, Z&S Outfitters, Anderson River Adventures, Red Woods Outfitter, S&S Outfitters, High Roller Excursions, and Three river Outfitters) could use their boat day allocation at any time during the primary season.

The 88 special boat days allocated under Alternative B would be reallocated in a different configuration and with a different use pattern. This is in response to comments concerning the marketability of this opportunity as configured under Alternative B.

In Alternative C, the 88 special boat days would be defined to include the Scenic River (from Cache Creek to Pittsburg Landing) and the Wild River from Pittsburg Landing to Kirkwood. They would be reallocated based on the following goals:

1. Provide public service at a minimum level of an average of five boat days per week throughout the primary season from the Pittsburg Landing portal (Hells Canyon Fishing Charter, Red Woods Outfitter, and River Adventures, Ltd.).
2. Provide public service at a minimum level of an average of five boat days per week per outfitter throughout the primary season from the middle-size Cache Creek portal outfitters (Idaho Rivers

Navigation, Snake Dancer Excursions, Cougar Country Lodge and River Quest Excursions).

3. Provide the level of service commensurate with past operating practices of Snake River Outfitters offering three day fishing trips in July, August, and September.

Holders of the Copper Creek and Sheep Creek facility permits would be allowed 16 and 4 cargo trips per primary season, respectively. These trips would be for the sole purpose of supplying the facilities only and could not be used for carrying passengers. The trips would not count against the outfitter cap. The trips would be tied to the facilities and would transfer to the new permittee should the permit change hands. Supply trips could only take place on weekdays (Monday through Thursday) for the purpose of reducing on-river congestion and encounters on weekends.

Up to a maximum of 25 of the Sheep Creek Granger-Thye permit holder's Kirkwood-only boat days would be converted to Wild river launches above Kirkwood and apportioned evenly throughout the primary season for the period that the permittee holds the permit in order to assure continued benefits of historic site protection. If the permittee drops or loses the permit, those boat days would revert back to Kirkwood-only status. If a permittee that successfully bids on the permit is allocated less than 25 Kirkwood-only boat days, then only the amount the permittee is allocated could be temporarily converted to Wild river boat days above Kirkwood and only for the time period that the permittee holds the Sheep Creek Granger-Thye permit.

Timing and Duration of Non-Motorized Period

No commercial powerboat access would be permitted to the section of wild river between the top of Wild Sheep Rapids and the upper landing at Kirkwood Historic Ranch, Monday through Wednesday every other week starting the first Monday of June through the end of August. When the Fourth of July coincides with a Monday, Tuesday or Wednesday of a scheduled non-motorized period, that period would be skipped. The every-other-week schedule would recommence the week following the Fourth of July. This schedule results in six three-day non-motorized periods in six of the next ten years and seven three-day non-motorized periods in four of the next ten years (1997 through 2006). This would provide an opportunity for a non-motorized recreational experience spread across the primary season.

Launch Schedule

Each powerboat outfitter would be authorized to operate on a launch schedule during the primary season (112 days from May 22 through September 10) based upon a flexible monthly or seasonal boat day allocation. See Allocation of Use above for a schedule of the monthly and seasonal use by outfitter.

Trip Duration

Overnight use would be authorized as shown under Management Elements Common to Alternatives B and C. However, commercial overnight use of the Hells Canyon Creek-Wild Sheep and Kirkwood-Pittsburg Landing segments would be prohibited in order to offset the higher commercial powerboat numbers permitted in these segments of the wild river (as compared to Alternative B).

Powerboat Length

New commercial powerboats would be limited to 42 feet in overall length (to prevent the negative visual appearance of double-decked, large boats and potential boat wake effect on other recreationists from large boats. Commercial outfitters could continue to operate existing boats that exceed this length only until those boats are replaced.

Launching of Inflatables

Launching of inflatable watercraft and transportation of people and equipment with a valid commercial float launch permit would be allowed from commercial powerboats. Using a powerboat to launch permitted inflatable watercraft trips would count against the boat day allocation of the commercial powerboat permit.

Refer to Appendix C for more complete operating guidelines for outfitters and guides.

Management Direction Specific To Commercial Floatboat Use

Launch Point Locations

All commercial float trips could only originate upstream from Pittsburg Landing during the primary season to reduce encounters in the scenic river. There would be no restrictions on launch point locations in the secondary season.

Allocation of Use - Temporary Float Permits Sub-element

Two one-day float permits would be authorized with temporary use only from Hells Canyon Creek to Pittsburg Landing under the following conditions:

1. Temporary use float launches must be within, not in addition to, the 5 launches per day launch schedule.
2. Holders of the temporary permits would only have access to cancelled or unused dates in the float launch calendar.
3. Up to 50% of historic base period use launch dates (15 and 4 for Hells Canyon Adventures and Snake River Adventures, respectively) could be confirmed after the March 16 confirmation period after all other commercial and private users. Any additional launches could be obtained 30 days prior to launch after all waiting lists are exhausted. Any open launches would be assigned by calendar.
4. Assignment of launch dates would be third priority behind private users and other commercial users.
5. Dates could be traded with other float outfitters.
6. This service to the public could be maintained as long as there is unused capacity in the launch schedule. The highest rate of filling launch dates in the recent past (1988-94) occurred in 1992 when 80% of the total allocated launches were used. Approximately 20% of the launch dates went unused. If and when private and other commercial float demand meets or exceeds the seasonal launch supply, the permits would not be reissued.
7. Permits for temporary use would only be issued to the existing permit holders and would not be issued to a new owner if a temporary use business was sold.
8. No one-day float launches would be allowed on a non-motorized day (for the purpose of reducing social encounters between parties traveling at different rates of speed). Only one one-day float may be launched per day.
9. A maximum of two floatboats per launch would be allowed.
10. Temporary float authorization would be limited to the primary season only.

Refer to Appendix C for more complete operating guidelines for outfitters and guides.

Table II-1 -- Summary of Alternative Management Requirements

	Alternative A	Alternative B	Alternative C
COMMERCIAL POWERBOAT USE			
Wild (Dam to Kirkwood)	P&S - Unlimited use	P- Avg. 7 launches/day (5.0/day in Kirkwood to Wild Sheep) except no motorized use M-W, Wild Sheep to Kirkwood in July and August. S - Unlimited use	P-Avg. 7 launches/day (5.5/day in Kirkwood to Wild Sheep) except no motorized use M-W, Wild Sheep to Kirkwood every other week June through August. S - Unlimited use
Wild (Kirkwood to Pittsburg Landing)	P&S - Unlimited use	P - Avg. 6 launches/day S - Unlimited use	P - Avg. 9 launches/day S - Unlimited use
Scenic	P&S - Unlimited use	P-8 launches/day. No overnight except at Copper Creek. S - Unlimited use	P - Included in above allocation S - Unlimited use
COMMERCIAL FLOATCRAFT USE			
Wild (Dam to Kirkwood)	P-2 launches/day, 1 one-day trip M-F. S - Unlimited use (except one-day permits)	P-2 launches/day, one-day trips could be included in multi-day allocations. S - Unlimited use	P - Same as Alt. B S - Unlimited use (except one-day permits)
Wild (Kirkwood to Pittsburg Landing)	P- Included in above allocation. S - Unlimited use	P-Included in above allocation. S - Unlimited use	P - Included in above allocation S - Unlimited use
Scenic	P&S - Unlimited use	P&S - Unlimited use	P&S - Unlimited use

P = Primary Use Season
S = Secondary Use Season

**Table II-1 -- Summary of Alternative Management Requirements
Commercial Powerboat Operational Limits**

	Alternative A	Alternative B	Alternative C
Launch Point Locations	Outfitters operating upstream from Pittsburg Landing can't launch at Hells Canyon Creek, otherwise unlimited	Limited to primary historical entry (year-round)	Same as B
Area of Operations	No limit (except temporary permit limited to Scenic)	Limited to historical areas, (year-round)	Same as B, except only in primary season
Min/Max Number of Permits	Hells Canyon Creek - 1, Pittsburg Landing - 3, Cache Creek - 15	Hells Canyon Creek 2-2 (1), Pittsburg Landing 3-4 (3), Cache Creek 6-14 (15)	Same as B
Primary Season Launch Allocation	None. Base period average use = 1,283 boat days. No limit, wild or scenic	1208 boat days limited cap (see Alt. B table) Wild & Scenic	1381 boat days (see Alt. C table) Wild & Kirkwood
Timing and Duration of Non-Motorized Window	None	24 days, 3 day (M,T,W) blocks from 7/4 to 9/1 from Kirkwood to Wild Sheep, no powerboats (8 weeks)	3 day blocks (M,T,W), start 1st Monday of June every other week except 4th of July if on M,T,W, go to next week to end of August. No powerboats from Kirkwood to Wild Sheep
Launch Schedule	None	Rigid launch calendar - first Friday before Memorial Day in May through September 10 (primary)	Flexible number of boat days per month - first Friday before Memorial Day in May through September 10 (primary)
Temporary Use Permit	One Permit	Permit not reauthorized	Same as B
Supply Trips	As needed	Within allocation	Copper Creek - 16, Sheep Creek - 4 (primary season)
Party Size	Day use limited by Coast Guard capacity regulations - 30 overnight	24 overnight. Coast Guard limit on day use based on boat capacity	Same as B
Trip Duration	Day use or overnight	11 powerboat outfitters limited to day use only, 7 powerboat outfitters allowed overnight use	Same as B
Jetboat Length	As required by Coast Guard	39.6 ft, as replaced	42 ft., as replaced
Launching of Inflatables	Allowed	Not allowed (Year-round)	Allowed only with valid float permit (year-round)
Sheep Creek Site	No limit to access	Within cap allocated	Convert maximum of 25 boat days to wild to permit holder to access site in primary season only for duration of permit at the site

**Table II-1 -- Summary of Alternative Management Requirements
Float Outfitters Operational Limits**

	Alternative A	Alternative B	Alternative C
Launch Point Locations	Hells Canyon Creek, Pittsburg Landing, Dug Bar (primary & secondary)	Hells Canyon Creek only (primary), no restriction in secondary	Above Pittsburg Landing (primary), no restriction in secondary
Max/Min Number Permits	16 (two temporary included)	10 - 14 (no temps)	10 - 16 (with two temps)
Float Allocation	2 Launches/day during primary for multi-day trips in wild section	Same, can use multi-launch for one day float	Same as B
Temporary Permits	2 temporary 1-day float permits with max of 1 launch per day (Mon - Fri only), primary only, no pool launches	Eliminate temporary float permits	Maintain temporary float permits within 2 commercial launches per day from cancelled or unused dates with max of 1 per day on motorized days
Pool Dates	14 commercial	6 commercial, 8 private	Same as B
Party Size	30 (primary season); permit limits in secondary	24 (year-round)	Same as B
Number of Float Craft	30	8 (Year-round)	Same as B
Use of Kickers	Allowed	None in wild (year-round), scenic okay (year-round)	Same as B
Lower Salmon River	Party size limit of 30	Parties >24 must camp within one mile of Salmon confluence (year-round).	Same as B
	Float craft limit of 30	Groups entering Snake must be $\leq$ 8 maximum boats (year-round)	Same as B

COMPARISON OF THE ALTERNATIVES

This section of Chapter II contains a narrative and graphic comparison of the alternatives. Tabular and written comparisons of the social and economic effects of implementing each alternative are presented.

ISSUE: Commercial boating use levels and operational limitations within the established allocation should meet the primitive or semi-primitive recreational settings with attributes that accommodate motorized and non-motorized use and provide a suitable mixture of outfitter provided services to the public.

Key Indicators:

Using the ROS classes, evaluate each alternative's ability to protect and enhance the recreation Outstandingly Remarkable Value (ORV) and Desired Future Conditions (DFC's) through the following settings:

- Capability of visitors to achieve the desired recreational experience: sense of remoteness, level of social encounters

- Capability to provide an appropriate level of visitor management
- Campsite competition
- Capability to provide a diversity of necessary outfitter services to the public

SUMMARY: Table II-2 -- Capability to Achieve Desired Recreation Experience

Alternative	A		B		C	
Analysis Category	Wild	Scenic	Wild	Scenic	Wild	Scenic
Desired Recreation Experience	L	L	H	M	H	M
Visitor Management	L	L	H	H	H	H
Campsite Competition	H	*	H	*	H	*
Diversity of Outfitter Services	M	L	M	M	H	H

H = High potential for achieving objective as discussed in Chapter III

M = Moderate potential for achieving objective as discussed in Chapter III

L = Low potential for achieving objective as discussed in Chapter III

* Acceptable for Alternatives B and C. Unacceptable for Alternative A.

Alternative A has a low potential to provide the desired recreation experience because encounters between users would continue to increase and the opportunity for a non-motorized experience would only occur on a sporadic basis dependent on daily powerboat use patterns that would be expected to fluctuate. Alternatives B and C have a high potential to achieve the desired recreation experience in the wild section based on providing a variety of experiences, both motorized and non-motorized.

Alternative A has a low potential to achieve the objective for visitor management with unregulated to high motorized use. Alternatives B and C have a high potential to meet the visitor management objectives in both the wild and scenic river through controlling and dispersing use.

Alternative A would have a high potential to achieve the campsite competition objective in the wild river but only if a campsite reservation system were implemented. Alternatives B and C have high potential in the wild river to achieve the objective for reduced campsite competition based on moderate use levels.

Alternative A has a low potential in the scenic river and a moderate potential in the wild river to achieve the objective of providing a diversity of outfitted services to the public. Alternative B has a moderate potential for providing a diversity of outfitted services to the public. Alternative C has a high potential for providing a diversity of outfitted services to the public.

ISSUE: Regulation of commercial boating use could affect the economic condition of current river-based special use permittees.

Economic effects to each outfitter were evaluated with the following key indicators.

Key Indicators:

- Change in Boat Days/Float Launches by Outfitter
- Change in Total Gross Revenue by Outfitter
- Scheduling Flexibility

Alternative A provides the greatest opportunity for growth for commercial outfitters because there are no restrictions on boat day use, and no additional restrictions on float use. Alternative B allocates 75 less boat days (industry wide) than was used on average during the Base Period (1988-92). Alternative C allocates 98 more boat days than was used on average during the Base Period. Alternative B eliminates the two temporary one-day float permits. Alternative C retains this service to the public. Alternative C potentially reduces gross revenue by 5% for the outfitter industry (power and float) compared to 11% and 8% decrease for power and float, respectively, under Alternative B.

Flexibility to schedule trips any day of the week is highest in Alternative A due to no new restrictions on use. Alternative C offers greater flexibility than Alternative B primarily due to allocating boat days on a monthly or season-long basis and spreading the non-motorized period from June to the end of August compared to a daily launch schedule under Alternative B with the non-motorized period concentrated in July and August. The launch schedule of Alternative C provides more flexibility to float outfitters than they are afforded under Alternative B for using jetback and jetout services .

Table II-3
Comparison of Alternatives
Allocation of Primary Season Boatdays Use

Outfitters	Alternative A (Base Period Average - Actual Use)					Alternative B Allocation					Alternative C Allocation					93-94 Actual Use Average
	Total	Wild Sheep	Wild	Kirk-wood	Scenic	Total	Wild Sheep	Wild	Kirk-wood	Scenic	Total	Wild Sheep	Wild	Kirk-wood	Scenic	Total
Hells Canyon Adventures	387	136	251	-	-	224	136	88	-	-	397	283	114	-	-	405
Heller Bar Excursions	228	-	125	1	102	222	-	87	24	111	224	-	93	131	-	224
Snake River Adventures	131	-	128	-	3	139	-	52	18	69	139	-	58	81	-	126
Rivers Navigation	111	-	100	2	9	120	-	46	14	60	118	-	49	69	-	33
Idaho River Navigation	62	-	50	-	12	78	-	33	6	39	85	-	33	52	-	137
Snake Dancer Excursions	75	-	71	1	3	73	-	31	6	36	85	-	31	54	-	87
Cougar Country Lodge	64	-	57	-	7	65	-	24	9	32	85	-	28	57	-	52
River Quest Excursions	50	-	46	4	-	58	-	20	9	29	85	-	25	60	-	42
Mainstream Outdoor Adventures	52	-	-	-	52	0	-	-	-	0	0	-	-	-	0	16
Snake River Outfitters	37	-	34	2	1	39	-	16	3	20	43	-	12	31	-	40
River Adventures, Ltd	30	-	16	9	5	61 ¹	-	14	32 ¹	15	40	-	13	27	-	43
Hells Canyon Fishing Charters	20	-	9	1	10	53 ²	-	8	33 ²	12	31	-	10	21	-	43
Intermountain Excursions	8	-	5	-	3	11	-	4	1	6	11	-	5	6	-	8
Z & S Outfitters, Inc.	4	-	3	-	1	6	-	3	-	3	6	-	3	3	-	25
Anderson River Adventures	4	-	4	-	-	6	-	3	-	3	6	-	3	3	-	2
Red Woods Outfitter	7	-	6	-	1	36 ²	-	3	29 ²	4	9	-	3	6	-	19
S & S Outfitters	6	-	2	-	4	7	-	3	-	4	7	-	3	4	-	8
High Roller Excursions	5	-	4	-	1	6	-	3	-	3	6	-	3	3	-	2
Three Rivers Outfitters	2	-	1	-	1	4	-	2	-	2	4	-	2	2	-	12
TOTAL	1,283	136	912	20	215	1,208	136	440	184	448	1,381	283	488	610		1324

- 1 - Includes 30 boat days that can only launch between Pittsburg and Kirkwood.
2 - Includes 29 boat days that can only launch between Pittsburg and Kirkwood.
Wild Sheep - can only launch in Hells Canyon Dam - Wild Sheep segment of wild river.
Wild - can only launch in wild segment of river (subject to Area of Operations).
Kirkwood - can only launch in scenic and Pittsburg - Kirkwood segments of river.
Scenic - can only launch in scenic segment of river.

Table II-4
Summary of Economic Effects
Changes to Boat Days/Launches, Gross Revenue, and Scheduling Flexibility

Outfitter	Alternative A			Alternative B			Alternative C		
Commercial Powerboat	Average Boat Days/Launches	Average Gross Revenues	Scheduling Flexibility	Change In Boat Days/Launches	Change In Gross Revenues	Scheduling Flexibility	Change In Boat Days/Launches	Change In Gross Revenues	Scheduling Flexibility
Armacoast	387	\$144,961	H	-163	-35%	L	10	-12%	M
Koch HBE	228	\$434,595	H	-6	-1%	L	-4	-2%	M
Koch IRN	62	\$159,787	H	16	-10%	L	23	-7%	M
Koch RN	111	\$224,482	H	9	-15%	L	7	-12%	M
Luther	131	\$172,961	H	8	-7%	L	8	0%	M
Alboucq	75	\$76,879	H	-2	-16%	L	10	-1%	M
Odegaard	50	\$31,819	H	8	-4%	L	35	37%	M
Riddle	37	\$66,817	H	2	-5%	L	6	6%	M
Taylor	64	\$166,983	H	1	5%	L	21	9%	M
Anderson	4	\$10,104	H	2	5%	L	2	7%	M
Bentz	8	\$9,700	H	3	15%	L	3	16%	M
Bream	6	\$4,034	H	1	7%	L	1	7%	M
Eddins	5	\$7,121	H	1	1%	L	1	3%	M
Lamm	52	\$67,382	H	-52	-100%	NA	-52	-100%	NA
Maxwell	2	\$42,341	H	2	6%	L	2	6%	M
Zapffe	4	\$41,868	H	2	4%	L	2	4%	M
Cook	20	\$25,202	H	4	7%	L	11	17%	M
Whitten	30	\$28,435	H	1	8%	L	10	19%	M
Woods	7	\$6,484	H	-	-13%	L	2	-11%	M
Totals:	1,283	\$1,721,955	H	-75	-11%	L	98	-5%	M
Commercial Float									
Wendt	11	\$91,574	H	-	-8%	L	-	-8%	M
Davis	8	\$23,309	H	-	-1%	L	-	-1%	M
Grubb	11	\$81,822	H	-	-2%	L	-	-2%	M
Hauptman	17	\$125,489	H	-	-5%	L	-	-5%	M
Howard	11	\$66,888	H	-	-6%	L	-	-6%	M
Hughes	17	\$156,283	H	-	-7%	L	-	-7%	M
Koch B&F	16	\$27,211	H	-	-	L	-	-	M
Peavey	12	\$49,934	H	-	-5%	L	-	-5%	M
Peer	5	\$21,433	H	-	-	L	-	-	M
Porily	6	\$18,590	H	-	-20%	L	-	-20%	M
Randle	32	\$57,502	H	-	-3%	L	-	-3%	M
Steele	10	\$32,059	H	-	-	L	-	-	M
Steen	9	\$31,371	H	-	-4%	L	-	-4%	M
Stewart	14	\$69,854	H	-	-1%	L	-	-1%	M
Armacoast	30	\$27,244	H	-30	-100%	NA	-	-	M
Luther	8	\$4,072	H	-8	-100%	NA	-	-	M
Totals:	217	\$884,634	H	-38	-8%	L	-	-5%	M

(1) Alternatives B and C are compared to Alternative A (Base Period) to determine changes in boat days or float launches, gross revenue, and scheduling flexibility
(2) Scheduling Flexibility: H= High; M = Medium; L = Low