

APPENDIX B

ALTERNATIVE B

OUTFITTER AND GUIDE OPERATING GUIDELINES

These guidelines establish the method of managing river outfitter-guide operations within the entire Snake 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 use, recent use based upon the average daily numbers of commercial powerboat entries into the river corridor and additional launches into the scenic river to mitigate loss of opportunity in the wild river.
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 boat days 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 identify 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 between 1988 and 1992.

d. Number of boats used per trip.

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 generally would not be considered for allocation of overnight camping within the river corridor. This would include outfitters who have Granger-Thye Permits allowing overnight use of government owned buildings. An exception would be made if an outfitter's use records reflected a substantial amount of their business between 1988 and 1992 was dependent upon use of campsites for overnight trips and their lodging facilities were on private land located outside of the NRA boundary.

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 calendar for commercial powerboats would assure the number of boats entering the river on a daily basis did not exceed guidelines established in the Recreation Plan.

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. This 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. The Recreation Plan limits the maximum number of commercial powerboat permits on the Snake River to 19. Areas of operation would be applicable on a year round basis. Periodically, a portion of the area of operation will not be available for motorized use as a result of the non-motorized periods in the wild river. Based upon analysis of areas of operation, commercial powerboat permits would be changed as follows in regard to authorized areas of operation:

Dam down river to Pittsburg  
Armacost #1<sup>1</sup>

Northern Boundary of HCNRA up river to Hells Canyon Dam  
Bentz  
Luther  
Riddle  
Odegaard  
Taylor<sup>2</sup>

Northern Boundary of HCNRA up river to the Bottom of Granite Creek Rapid  
Bream  
Cook  
Eddins  
Whitten  
Woods  
Zapffe

Northern<sup>3</sup> Boundary of HCNRA up river to the bottom of Rush Creek Rapid  
Alboucq  
Anderson  
Koch - Heller Bar Excursions  
Koch - Idaho Rivers Navigation  
Koch - Rivers Navigation  
Maxwell

<sup>1</sup>The existing single permit allowing use of two boats would be split into two, one-boat permits at the option of the permit holder. Refer to the section Powerboat Operations Based at Hells Canyon Creek for more information concerning this option.

<sup>2</sup>This business changed ownership between the FEIS and the EA. In the FEIS this business was listed as Wieber.

<sup>3</sup>This business changed ownership between the FEIS and the EA. In the FEIS this business was listed as Watson.

#### Trip Duration

The second objective of these guidelines would be to manage commercial powerboat outfitters' trip duration, 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 a substantial number of overnight camping trips 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 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 except at sites which may become available through issuance of a Granger-Thye Permit. All river-based outfitters would be eligible to bid on any future prospectus for Granger-Thye Permits. This type of fee permit would allow an outfitter to use government owned buildings for overnight lodging of guests. This would also allow outfitters with day use only allocations an opportunity to offer overnight trips.

All overnight trips on the Snake River require the use of consecutive boat days, regardless of whether the overnight trip is at a lodge or river campsite for all days that a boat stays with the trip.

Drop camps would remain a business opportunity for all outfitters year round and would be subject to the management requirements pertaining to drop camps as described in the Recreation Management Plan.

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

Day-Use Only Permits

Day-Use and Overnight Camping<sup>7</sup>

Alboucq<sup>1</sup>  
Armacost  
Bentz<sup>2</sup>  
Bream<sup>2</sup>  
Koch-Heller Bar<sup>3</sup>  
Koch-Idaho Rivers Nav<sup>3</sup>  
Koch-Rivers Nav<sup>3</sup>  
Luther<sup>4</sup>  
Maxwell<sup>2</sup>  
Riddle<sup>5</sup>  
Zapffe<sup>6</sup>

Anderson  
Eddins  
Cook  
Odegaard  
Taylor  
Whitten  
Woods

<sup>1</sup>Could overnight at another outfitter's lodge within the canyon.

<sup>2</sup>Could overnight on their private land on the Lower Salmon River.

<sup>3</sup>Could overnight at Copper Creek (under Forest Service Permit).

<sup>4</sup>The outfitter that held the Forest Service Permit for Sheep Creek could overnight at that location. The permit is currently held by Luther.

<sup>5</sup>Could overnight on their private inholding on the Snake River.

<sup>6</sup>Could overnight on their private land downstream from the HCNRA boundary.

<sup>7</sup>Overnight trips require the use of consecutive boat days. Some of these outfitters also have access to lodges on private land downstream from the HCNRA boundary where they could overnight.

#### 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 operating from scenic river portals during the primary season. Allocation of boat days were determined in consideration of the following:

- Maximum length of the primary season at time of plan implementation (May 22 through September 10)
- A maximum of 8 commercial launches per day originating in the scenic river (Pittsburg Landing and downstream). An additional 88 boat days identified as part of the use cap in the FEIS involve a separate allocation and will be discussed later in this document.
- Boat days based upon priority use
- Boat days based upon a five year boat day average
- Credit for historic trip length
- Credit for number of boats used per trip

The years used to determine the priority for assigning boat days to each outfitter were 1988-1992, the primary years of growth in passenger capacity. The order of priority was based on historic boat day activity of each outfitter during the primary season only. The unit of measure for the allocation would be in boat days where one commercial powerboat entering the HCNRA would equate to one boat day for each day of the trip. Outfitters who had not developed substantial use prior to the end of the 1992 primary season would have limited opportunity for primary season access. The following is a description of how the commercial powerboat boat days were calculated:

The maximum primary season at the time of plan implementation was used to determine the total number of days available to distribute use. Based upon the maximum primary season from May 22 thru September 10, this was equal to 112 days.

A total of 8 boats per day originating in the Scenic River (Cache Creek, Dug

Bar or Pittsburg) X 112 days provides the opportunity for 896 boat days throughout the primary season. Of these 8 boat days, 4 (one half) would be authorized to also operate in the Wild River each day. (The other two wild river boat days would be allocated to Hells Canyon Creek for travel in the Wild River. In addition, there would be a special allocation of one commercial powerboat launch per day between Pittsburg Landing and Kirkwood. Allocation and management of these launches is discussed later in this document).

Initial allocations of use were based upon boat days. Boat days were considered to be the most accurate representation of past use since consideration is made for both the total number of boats used during a trip and the total duration of a trip (i.e., overnight trips) as reported by outfitters on annual use reports. As a result, use for each outfitter was calculated based upon boat days. As a general rule, boat day allocations reflect actual use of the river for outfitters who operate more than one boat per day or those who run overnight trips. Boat days credit each outfitter with the maximum possible number of boats that they operated each year. Identifying maximum historic use based upon boat days then allows direct correlation of boat days to launches (i.e., 1 boat day = 1 launch).

In order for qualified outfitters to be able to offer overnight trips, outfitter boat days were assigned to the maximum practical extent in 3 day blocks of time. This would allow for overnight trips up to three days in length as well as one or two day trips and would provide outfitters who qualified for overnight trips to have some discretion in planning the length of a trip, i.e., 1, 2 or 3 day trip. Overnight use would create no cumulative increase in total use in the river corridor since each block of time was assigned per boat per outfitter.

Two factors were reviewed to determine how to distribute the total number of 8 daily scenic river boat days among the existing outfitters. The final allocation of boat days was a combined average of each outfitter's priority use and their 5 year average, using 1988-1992 as the base years for boat day analysis. This provided equal weight and consideration of both factors as follows:

5 year average - credit for consistent performance over time which demonstrates how well a business is providing continual service to the public.

Priority Use - meets the obligation of the agency to the outfitting industry by considering Forest Service guidelines that were developed with industry involvement.

The average number of boat days determined through this process was then reduced by 1% to account for the difference in the average length of the regulated season for each year from 1988-1992 under the existing CMP (114 days) with the new initial maximum primary season length in the FEIS (112 days). This provided a preliminary assignment of boat days to each outfitter that totaled 972 boat days, requiring an allocation reduction of 7.8% for each outfitter. This is not a reduction in actual use but a reduction in the inflated use level created by the application of the priority use factor. The reduction allowed distribution of total outfitter

use to meet the maximum allocation of 896 boat days in a 112 day primary season, which is still greater than actual average use levels for the base period.

Since only 4 of the 8 boats per day would be authorized to continue a trip into the Wild River, boat days allocated per outfitter were divided to distribute use equally. This would allow all outfitters an equal opportunity for access, with 1/2 of their use assigned for operation in both the wild and scenic river on a single trip and 1/2 of their use assigned to use in the Scenic River only.

Boat day access for Armacost was based on the maximum use of 2 boats in the water at Hells Canyon Creek and one trip for each boat for each day of the 112 day primary season.

The following is the final allocation of outfitter use based upon this boat day distribution in order of outfitter priority and, with the exception of Armacost, includes any changes to the each outfitter's boat day allocation as a result of verification of each outfitter's use per the Regional Forester's appeal decision:

OUTFITTER	TOTAL BOAT DAY ALLOCATION	LAUNCH SUBGROUP WILD AND SCENIC	LAUNCH SUBGROUP SCENIC ONLY
ARMACOST	224	224 <sup>1</sup>	0
KOCH-HBE	222	111	111
LUTHER	139	70	69
KOCH-RN	120	60	60
KOCH-IRN	78	39	39
ALBOUCQ	73	37	36
TAYLOR	65	33	32
ODEGAARD	58	29	29
RIDDLE	39	19	20
WHITTEN	31	16	15
COOK	24	12	12
BENTZ	11	5	6
WOODS	7	3	4
BREAM	7	3	4
ANDERSON	6	3	3
EDDINS	6	3	3
ZAPFFE	6	3	3
MAXWELL <sup>2</sup>	4	2	2
SPECIAL <sup>2</sup>	88	88	0
TOTAL	1,208	760	448

<sup>1</sup>Limited to 88 for the entire wild and scenic river within area of operation, and 136 from Hells Canyon Dam to the top of Wild Sheep only to account for the 24 non-motorized days per season.

<sup>2</sup>The following outfitters would have a special allocation (total of 88 boat days) of one confirmed launch every three days for day use only 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).

#### Daily Allocation of Commercial Powerboat Launches

A fifth objective would be to implement a daily launch calendar for commercial powerboaters.

The method for allocating daily launches for commercial powerboaters 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 are assigned to specific launch groups with a specific number of assigned launch dates that can be used for advertising and scheduling trips in advance. In addition, outfitters have the ability to trade dates with other outfitters. The calendar would be managed by the Forest Service to assure compliance with the daily use allocations for powerboaters in different sections of the river. All available boat days allocated to outfitters would be assigned to specific dates.

The daily launch allocation for outfitters originating trips in the scenic river (Cache Creek and Pittsburg Landing) was developed as follows:

Outfitters were assigned to 4 launch groups, with each group containing 224 launches. Within each launch group, each outfitter's allocation was assigned to 2 subgroups of 112 launches each, with one subgroup authorizing travel in both the wild and scenic river and the other subgroup authorizing travel in the scenic river only.

Each outfitter was then assigned a specific number of 3 day blocks of launches in each subgroup based upon their individual use allocation.

The 112 day primary season was split in half between July 16 and July 17. Outfitter use was assigned proportionately between the first and second halves of the season. Use was also assigned in order of priority based upon each outfitter's volume of use, i.e., largest outfitters use assigned first, and smallest outfitters last. This approach reflects the significant service to the public provided by the larger outfitters and the limited amount of service to the public provided by the smaller outfitters. Use was assigned outwards from July 16th forward to May 22 and from July 17th out to September 10. Use was assigned in 3 day blocks of time for each outfitter, with any leftover days not divisible by 3 being assigned on the fringes of the season in blocks of 1 or 2 days.

Minor adjustments were made only if use could not be distributed in a consistent pattern of 3 day blocks of launches for an outfitter, if an adjustment was to the benefit of a larger outfitter, or if an adjustment



allowed an outfitter with a smaller allocation to have launches on consecutive days. If the primary season is extended, the same pattern for commercial power groups will continue on the Commercial Powerboat Launch Calendar for all dates between May 1 and October 1, inclusive.

The following is the final launch schedule assignment for outfitters on the Snake River who originate their trips from scenic river portals:

COMMERCIAL POWERBOAT LAUNCH CALENDAR A  
All Scenic River Portals  
Launch Groups 1 and 2

224 Days  
Launch Group 1

Koch-Heller Bar  
Koch-Rivers Nav

224 Days  
Launch Group 2

Koch-Rivers Nav  
Koch-Id Riv Nav  
Cook-HC Fish Ch  
Anderson-AR Adv

224 DAYS  
LAUNCH GROUP 1

224 DAYS  
LAUNCH GROUP 2

<u>MONTH &amp; DAY</u>		<u>112 DAYS W&amp;S LAUNCH</u>	<u>112 DAYS SCENIC ONLY</u>	<u>112 DAYS W&amp;S LAUNCH</u>	<u>112 DAYS SCENIC ONLY</u>
MAY	22	Koch-RN	Koch-RN	Koch-RN	Koch-RN
	23	Koch-HB	Koch-HB	RN	RN
	24	thru	thru	Koch-IRN	Koch-RN
	25	9/10	9/10	IRN	RN
	26			IRN	RN
	27			RN	IRN
	28	V	V	RN	IRN
	29			RN	IRN
	30			IRN	RN
	31			IRN	RN
	JUNE	1			IRN
2				RN	Cook
3				RN	Cook
4				RN	Cook
5				IRN	RN
6				IRN	RN
7				IRN	RN
8				RN	IRN
9				RN	IRN
10				RN	IRN



AUGUST	1			Cook	RN
	2			Cook	RN
	3			Cook	RN
*	4			RN	IRN
*	5			RN	IRN
*	6			RN	IRN
	7			IRN	RN
	8			IRN	RN
	9			IRN	RN
	10			RN	IRN
*	11			RN	IRN
*	12			RN	IRN
*	13			Anderson	RN
	14			Anderson	RN
	15	Koch-HB	Koch-HB	Anderson	RN
	16	thru	thru	RN	Cook
	17	9/10	9/10	RN	Cook
*	18			RN	Cook
*	19			IRN	RN
*	20	v	v	IRN	RN
	21			IRN	RN
	22			RN	IRN
	23			RN	IRN
	24			RN	IRN
*	25			Cook	RN
*	26			Cook	RN
*	27			Cook	RN
	28			IRN	RN
	29			IRN	RN
	30			IRN	RN
	31			RN	IRN
SEPTEMBER	1			RN	IRN
	2			RN	IRN
	3			IRN	RN
	4			IRN	RN
	5			IRN	RN
	6			RN	IRN
	7			RN	IRN
	8			RN	IRN
	9	Koch-HB	Koch-HB	RN	RN
	10	Koch-HB	Koch-HB	RN	RN

\* 1997 NON-MOTORIZED DATES.  
USE IS NOT AUTHORIZED  
UPSTREAM FROM KIRKWOOD HISTORIC  
RANCH ON NON-MOTORIZED DATES.

COMMERCIAL POWERBOAT LAUNCH CALENDAR A  
All Scenic River Portals  
Launch Groups 3 and 4

224 Days  
Launch Group 3

Luther-SR Adven  
Alboucq-S Dancer  
Maxwell-3 Rivers  
Koch-River Nav.  
Taylor-Cougar Ctry  
Whitten-R. Adven.  
Riddle-SR Outftrs.  
Bentz-Intermtn.  
Eddins-High Roller

224 Days  
Launch Group 4

Taylor-Cougar Ctry  
Odegaard-River Quest  
Riddle-SR Outftrs  
Whitten-R Adven.  
Bentz-Intermtn.  
Zapffe-Z&S Outfitter  
Woods-RW Outfitter  
Bream-S&S Outfitters  
Eddins-High Roller  
Maxwell-3 Rivers

224 DAYS  
LAUNCH GROUP 3

224 DAYS  
LAUNCH GROUP 4

<u>MONTH &amp; DAY</u>		<u>112 DAYS W&amp;S LAUNCH</u>	<u>112 DAYS SCENIC ONLY</u>	<u>112 DAYS W&amp;S LAUNCH</u>	<u>112 DAYS SCENIC ONLY</u>
MAY	22	Alboucq	Luther	Eddins	Odegaard
	23	Whitten	Luther	Eddins	Odegaard
	24	Luther	Whitten	Riddle	Bream
	25	Luther	Riddle	Riddle	Bream
	26	Luther	Bentz	Riddle	Bream
	27	Luther	Luther	Riddle	Bentz
	28	Luther	Luther	Taylor	Bentz
	29	Luther	Luther	Taylor	Eddins
	30	Alboucq	Luther	Odegaard	Eddins
	31	Alboucq	Luther	Odegaard	Eddins
	JUNE	1	Alboucq	Luther	Odegaard
2		Luther	Alboucq	Woods	Riddle
3		Luther	Alboucq	Woods	Riddle
4		Luther	Alboucq	Woods	Riddle
5		Alboucq	Luther	Taylor	Odegaard
6		Alboucq	Luther	Taylor	Odegaard
7		Alboucq	Luther	Taylor	Odegaard
8		Luther	Luther	Odegaard	Taylor
9		Luther	Luther	Odegaard	Taylor
10		Luther	Luther	Odegaard	Taylor
11		Luther	Alboucq	Riddle	Taylor
12		Luther	Alboucq	Riddle	Whitten
13		Luther	Alboucq	Riddle	Whitten

JUNE	14	Alboucq	Luther	Taylor	Odegaard
	15	Alboucq	Luther	Taylor	Odegaard
	16	Alboucq	Luther	Taylor	Odegaard
	17	Luther	Luther	Whitten	Taylor
	18	Luther	Luther	Whitten	Taylor
	19	Luther	Luther	Whitten	Taylor
	20	Luther	Alboucq	Odegaard	Riddle
	21	Luther	Alboucq	Odegaard	Riddle
	22	Luther	Alboucq	Odegaard	Riddle
	23	Alboucq	Luther	Taylor	Woods
	24	Alboucq	Luther	Taylor	Woods
	25	Alboucq	Luther	Taylor	Woods
	26	Luther	Luther	Bentz	Taylor
	27	Luther	Luther	Bentz	Taylor
	28	Luther	Koch-RN	Maxwell	Taylor
	29	Maxwell	Luther	Riddle	Odegaard
	30	Luther	Alboucq	Riddle	Odegaard
JULY	1	Luther	Alboucq	Riddle	Odegaard
	2	Alboucq	Luther	Taylor	Whitten
	3	Alboucq	Luther	Taylor	Whitten
	4	Alboucq	Luther	Taylor	Whitten
	5	Luther	Luther	Odegaard	Taylor
	6	Luther	Luther	Odegaard	Taylor
	* 7	Luther	Luther	Odegaard	Taylor
	* 8	Luther	Alboucq	Whitten	Riddle
	* 9	Luther	Alboucq	Whitten	Riddle
	10	Luther	Alboucq	Whitten	Riddle
	11	Alboucq	Luther	Taylor	Odegaard
	12	Alboucq	Luther	Taylor	Odegaard
	13	Alboucq	Luther	Taylor	Odegaard
	* 14	Luther	Alboucq	Odegaard	Taylor
	* 15	Luther	Alboucq	Odegaard	Taylor
	* 16	Luther	Alboucq	Odegaard	Taylor
	17	Alboucq	Luther	Riddle	Whitten
	18	Alboucq	Luther	Riddle	Whitten
	19	Alboucq	Luther	Riddle	Whitten
	20	Luther	Alboucq	Taylor	Odegaard
	* 21	Luther	Alboucq	Taylor	Odegaard
	* 22	Luther	Alboucq	Taylor	Odegaard
	* 23	Alboucq	Luther	Whitten	Taylor
	24	Alboucq	Luther	Whitten	Taylor
	25	Alboucq	Luther	Whitten	Taylor
	26	Luther	Alboucq	Odegaard	Riddle
	27	Luther	Alboucq	Odegaard	Riddle
	* 28	Luther	Alboucq	Odegaard	Riddle
	* 29	Luther	Luther	Taylor	Zapffe
	* 30	Luther	Luther	Taylor	Zapffe
	31	Luther	Luther	Taylor	Zapffe

AUGUST	1	Alboucq	Luther	Bentz	Taylor
	2	Alboucq	Luther	Bentz	Taylor
	3	Koch-RN	Luther	Bentz	Taylor
	* 4	Luther	Alboucq	Riddle	Odegaard
	* 5	Luther	Alboucq	Riddle	Odegaard
	* 6	Luther	Alboucq	Riddle	Odegaard
	7	Luther	Luther	Taylor	Whitten
	8	Luther	Maxwell	Taylor	Whitten
	9	Luther	Maxwell	Taylor	Whitten
	10	Alboucq	Luther	Odegaard	Taylor
	* 11	Alboucq	Luther	Odegaard	Taylor
	* 12	Alboucq	Luther	Odegaard	Taylor
	* 13	Luther	Alboucq	Whitten	Riddle
	14	Luther	Alboucq	Whitten	Riddle
	15	Luther	Alboucq	Whitten	Riddle
	16	Luther	Luther	Taylor	Odegaard
	17	Luther	Luther	Taylor	Odegaard
	* 18	Luther	Luther	Taylor	Odegaard
	* 19	Alboucq	Luther	Odegaard	Taylor
	* 20	Alboucq	Luther	Odegaard	Taylor
	21	Alboucq	Luther	Odegaard	Taylor
	22	Luther	Alboucq	Riddle	Whitten
	23	Luther	Alboucq	Riddle	Whitten
	24	Luther	Alboucq	Riddle	Whitten
	* 25	Luther	Luther	Taylor	Odegaard
	* 26	Luther	Luther	Taylor	Odegaard
	* 27	Luther	Luther	Taylor	Odegaard
	28	Alboucq	Luther	Whitten	Taylor
	29	Alboucq	Luther	Whitten	Taylor
	30	Alboucq	Luther	Whitten	Taylor
	31	Luther	Alboucq	Odegaard	Riddle
SEPTEMBER	1	Luther	Alboucq	Odegaard	Riddle
	2	Luther	Alboucq	Odegaard	Riddle
	3	Luther	Luther	Zapffe	Bentz
	4	Luther	Luther	Zapffe	Bentz
	5	Luther	Luther	Zapffe	Bentz
	6	Alboucq	Luther	Bream	Odegaard
	7	Eddins	Luther	Bream	Odegaard
	8	Taylor	Luther	Bream	Odegaard
	9	Luther	Taylor	Odegaard	Woods
	10	Luther	Alboucq	Odegaard	Bream

\* 1997 NON-MOTORIZED DATES.  
USE IS NOT AUTHORIZED  
UPSTREAM FROM KIRKWOOD HISTORIC  
RANCH ON NON-MOTORIZED DATES.

COMMERCIAL POWERBOAT LAUNCH CALENDAR B  
Pittsburg Landing - Special Allocation  
Launch Group 5

The special allocation of launches at Pittsburg Landing would be identified as Launch Group 5 and assigned in order of priority based on historic use with the initial allocation of one boat per day beginning with Whitten on May 22nd, Cook on May 23rd, Woods on May 24th, Whitten on May 25th, Cook on May 26th, Woods on May 27th, etc. Launches would not be available on Mondays, Tuesdays and Wednesdays when the non-motorized periods were in effect in the wild river. During these periods, the same launch rotation would continue in order to provide consistency in the schedule throughout the season but launches would not be allowed on those days.

112 Days  
Launch Group 5

Whitten - R Adventures  
Cook - HC Fish Ch  
Woods - RW Outfitter

<u>MONTH &amp; DAY</u>		<u>PITTSBURG TO KIRKWOOD ONLY</u>	<u>MONTH &amp; DAY</u>		<u>PITTSBURG TO KIRKWOOD ONLY</u>
MAY	22	Whitten	JUNE	19	Cook
	23	Cook		20	Woods
	24	Woods		21	Whitten
	25	Whitten		22	Cook
	26	Cook		23	Woods
	27	Woods		24	Whitten
	28	Whitten		25	Cook
	29	Cook		26	Woods
	30	Woods		27	Whitten
	31	Whitten		28	Cook
JUNE	1	Cook		29	Woods
	2	Woods		30	Whitten
	3	Whitten	JULY	1	Cook
	4	Cook		2	Woods
	5	Woods		3	Whitten
	6	Whitten		4	Cook
	7	Cook		5	Woods
	8	Woods		6	Whitten
	9	Whitten		* 7	Cook
	10	Cook		* 8	Woods
	11	Woods		* 9	Whitten
	12	Whitten		10	Cook
	13	Cook		11	Woods
	14	Woods		12	Whitten
	15	Whitten		13	Cook
	16	Cook		* 14	Woods
	17	Woods		* 15	Whitten
	18	Whitten		* 16	Cook

<u>MONTH &amp; DAY</u>	<u>PITTSBURG TO KIRKWOOD ONLY</u>
JULY 17	Woods
18	Whitten
19	Cook
20	Woods
* 21	Whitten
* 22	Cook
* 23	Woods
24	Whitten
25	Cook
26	Woods
27	Whitten
* 28	Cook
* 29	Woods
* 30	Whitten
31	Cook
AUGUST 1	Woods
2	Whitten
3	Cook
* 4	Woods
* 5	Whitten
* 6	Cook
7	Woods
8	Whitten
9	Cook
10	Woods
* 11	Whitten
* 12	Cook
* 13	Woods
14	Whitten
15	Cook
16	Woods
17	Whitten
* 18	Cook
* 19	Woods
* 20	Whitten
21	Cook
22	Woods
23	Whitten
24	Cook
*25	Woods
*26	Whitten
*27	Cook
28	Woods
29	Whitten
30	Cook
31	Woods

<u>MONTH &amp; DAY</u>	<u>PITTSBURG TO KIRKWOOD ONLY</u>
SEPTEMBER 1	Whitten
2	Cook
3	Woods
4	Whitten
5	Cook
6	Woods
7	Whitten
8	Cook
9	Woods
10	Whitten

\* 1997 NON-MOTORIZED DATES.  
LAUNCHES ARE NOT AUTHORIZED  
ON NON-MOTORIZED DATES.



COMMERCIAL POWERBOAT LAUNCH CALENDAR C  
Hells Canyon Creek Portal  
Launch Groups 6 and 7

The commercial powerboat launches at Hells Canyon Creek would be identified as Launch Groups 6 and 7, allowing one boat per day in each launch group. Boat days would not be assigned to Launch Group 7 unless the outfitter in Launch Group 6 chose to exercise the option of selling 50% of the business, at which time, 50% of the boat day allocation would be assigned to Launch Group 7. In the interim, Launch Group 6 would allow two boat trips per day, with one trip to the top of Wild Sheep Rapid and one trip to Pittsburg Landing except on non-motorized days.

112 DAYS<sup>1</sup>  
LAUNCH GROUP 6

112 DAYS  
LAUNCH GROUP 7

<u>MONTH &amp; DAY</u>		HELLS CANYON DAM TO:
		<u>1) TOP OF WILD SHEEP</u>
		<u>2) PITTSBURG LANDING</u>
MAY	22	Armacost
	23	Armacost
	24	Armacost
	25	Armacost
	26	Armacost
	27	Armacost
	28	Armacost
	29	Armacost
	30	Armacost
	31	Armacost
JUNE	1	Armacost
	2	Armacost
	3	Armacost
	4	Armacost
	5	Armacost
	6	Armacost
	7	Armacost
	8	Armacost
	9	Armacost
	10	Armacost
	11	Armacost
	12	Armacost
	13	Armacost
	14	Armacost
	15	Armacost
	16	Armacost
	17	Armacost
	18	Armacost
	19	Armacost
	20	Armacost
	21	Armacost
	22	Armacost
	23	Armacost
	24	Armacost
	25	Armacost

JUNE	26	Armacost
	27	Armacost
	28	Armacost
	29	Armacost
	30	Armacost
JULY	1	Armacost
	2	Armacost
	3	Armacost
	4	Armacost
	5	Armacost
	6	Armacost
	* 7	Armacost
	* 8	Armacost
	* 9	Armacost
	10	Armacost
	11	Armacost
	12	Armacost
	13	Armacost
	* 14	Armacost
	* 15	Armacost
	* 16	Armacost
	17	Armacost
	18	Armacost
	19	Armacost
	20	Armacost
	* 21	Armacost
	* 22	Armacost
	* 23	Armacost
	24	Armacost
	25	Armacost
	26	Armacost
	27	Armacost
	* 28	Armacost
	* 29	Armacost
	* 30	Armacost
	31	Armacost
AUGUST	1	Armacost
	2	Armacost
	3	Armacost
	* 4	Armacost
	* 5	Armacost
	* 6	Armacost
	7	Armacost
	8	Armacost
	9	Armacost
	10	Armacost
	* 11	Armacost
	* 12	Armacost
	* 13	Armacost
	14	Armacost

AUGUST	15	Armacost
	16	Armacost
	17	Armacost
	* 18	Armacost
	* 19	Armacost
	* 20	Armacost
	21	Armacost
	22	Armacost
	23	Armacost
	24	Armacost
	* 25	Armacost
	* 26	Armacost
	* 27	Armacost
	28	Armacost
	29	Armacost
	30	Armacost
	31	Armacost
SEPTEMBER	1	Armacost
	2	Armacost
	3	Armacost
	4	Armacost
	5	Armacost
	6	Armacost
	7	Armacost
	8	Armacost
	9	Armacost
	10	Armacost

\* 1997 non-motorized dates. Use is only authorized between Hells Canyon Dam and the top of Wild Sheep Rapid on non-motorized dates.

<sup>1</sup>224 boat days for the permit unless permit holder exercises option to sell 50% of the business.

## Changes to Launch Calendars

The commercial powerboat calendars could be adjusted in order to improve the calendars for use by outfitters. Implementation of any changes to a powerboat calendar would take place upon consensus by the commercial powerboat permittees in the launch groups affected by the adjustments and concurrence by the Forest Service that the change was manageable and met guidelines of the River Management Plan. The primary limitation on changes to any calendar would be the requirement that any change could not affect the maximum daily allocation of boats on the river as identified in the Recreation Plan.

## Trading of Launches

Trading of dates would require signed agreements between the outfitters involved and would need to meet the same requirements as trades between commercial floaters including submitting the trade agreement to the Forest Service in advance of the trip. Trades made on weekends or at other times when the Forest Service office was closed 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 with signatures would be acceptable providing the original signature of the owner of the commercial boat entering the river that day was on the FAX document. A trade could not increase an outfitter's area of operation, i.e., the trade only allows access on a specific date, not access into an unauthorized section of river.

Outfitters in Launch Groups 1, 2, 3 and 4 (Calendar A) could trade launch dates among themselves. A trade would not change the status of a launch that authorized use only in the scenic river, i.e., a scenic river only launch could not authorize use in the wild river. A trade would also not change the status of a permit, i.e., a day use only permittee could not offer overnight trips by trading a date with a permittee who was authorized to conduct overnight trips.

The special allocation of launches at Pittsburg (Launch Group 5, Calendar B) 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 only be available for day use only.

The launches at Hells Canyon Creek (Launch Groups 6 and 7, Calendar C) would not be available for use by outfitters based at other locations. These launches could only be traded among the outfitters based at Hells Canyon Creek for day use only.

## Cross-Over

In order to assure optimum availability of launches assigned for private powerboaters, there would be no cross-over system between private and commercial powerboaters to utilize vacant launches between groups.

## Pool

Since all available commercial powerboat launch dates would be assigned, there would be no pool of vacant launch dates.

## Number of Boats

Each outfitter is allowed boat access based on Launch Calendars A, B and C. Each entry of an outfitter's name on the calendar(s) authorizes the outfitter to be on the specified section of river with one boat on that date.

Additional boats above the daily allocation must be acquired through trade with another powerboat outfitter. Each trade would allow one additional boat per day per permit. Additional launches acquired using these methods could not be used as a basis for establishing an increase in priority use.

Total commercial boat trips per day could not exceed the maximum number of trips allowed per day as described in the Recreation Plan.

## 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 boat days since all commercial powerboat use would be managed by the number of daily entries into sections of the river. The maximum campsite stay length would be three days and two nights in the wild river and four days and three nights in the scenic river per campsite during the primary season for outfitters who camped. Outfitters who used commercial lodging could have stay lengths of greater duration as long as all overnight use occurred at the outfitter's facilities and the outfitter used the required number of boat days to cover each day of the trip that utilized jetboat travel.

## Penalties

Commercial powerboaters often have a short window of opportunity for booking trips 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. As a result, there would be no penalty to outfitters if they did not use an allocated boat day.

Outfitters who exhibited a distinct pattern of non-use of allocated boat days 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 unless there were mitigating circumstances that were considered to be generally outside the control of the outfitter. This could include, but not be limited to adverse weather conditions, river flows or fire activity. Any launches that became available as a result of this type of action would be re-allocated to other outfitters.

## Location of Powerboat Business Opportunities

A fifth objective of managing commercial powerboat use would be to provide for public access to outfitter services at all portals except Dug Bar, 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 <sup>1</sup>	Maximum	Number of Businesses that could move to another portal
Hells Canyon Cr	2	2 (1 existing) <sup>2</sup>	0
Pittsburg	3	4 (3 existing)	0
Dug Bar <sup>3</sup>	0	0 (0 existing)	0
Cache Cr	6	14 (14 existing) <sup>4</sup>	1 <sup>5</sup>
Total	10 <sup>6</sup>	19 <sup>6</sup>	1

<sup>1</sup>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 on-site 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 those 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.

<sup>2</sup>At the option of the permit holder, the existing single permit authorizing use of two boats could be terminated and two new permits would be issued with an equal division of the allocated boat days and one boat per permit allowed. Issuance of the existing single permit and the proposed additional permit would require basing operations at that site only for access into the HCNRA. See Powerboat Operations Based at Hells Canyon Creek for detailed information on this use.

<sup>3</sup>Since no powerboat business has ever been solely based at Dug Bar, and in conformance with the Draft Hells Canyon National Recreation Area Comprehensive Management Plan (1996), moving to this location for a base of operations would not be an option. However, all outfitters could pick up and drop off passengers at this location in compliance with their individual areas of operation.

<sup>4</sup>The 14 existing permits for Cache Creek reflect the number of existing outfitters operating from this site that hold priority use permits. If the option was exercised in footnote 5 below, the maximum number of permits at this portal would change to 13 and the minimum number of permits at the Pittsburg portal would change to 4.

<sup>5</sup>There is an option for one priority use business to move from Cache Creek to Pittsburg Landing as a base of operations.

<sup>6</sup>These figures would be dependent upon voluntary combining or splitting of businesses associated with existing permits, and sale of businesses. The total of 19 maximum permits includes the existing priority use permits and the outfitter exercising the option described in footnote 2 above. If the options in footnotes 2 and 5 were exercised, the minimum total would change to 12.

#### Powerboat Operations Based at Hells Canyon Creek

The single commercial powerboat business at Hells Canyon Creek which authorizes the use of two boats (currently held by 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 the Recreation Plan. Issuance of a single permit would not allow for a portion of the above 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 number of boats authorized to operate from that site.
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.

Each permit would authorize use as follows:

1. Each permit would have an allocation of 50% of the total original boat days allocated in the Recreation Management Plan (56 boat days for each permit authorizing use from Hells Canyon Dam to Pittsburg and 56 boat days for each permit authorizing use from Hells Canyon Dam to the top of Wild Sheep Rapid). This would provide each permit holder the ability to advertise a minimum of one trip per day throughout the primary season. Allocations would be authorized on a launch calendar for Launch Groups 6 and 7, and distributed equally between the 2 outfitters on an every other day basis.
2. Areas of operation and conditions of use would be identical for both permits as follows:
  - a. Year round Area of Operations - Dam to Pittsburg. The daily trip would be based on the boat day allocations and associated schedules for each permit 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, scenic tour to the top of Wild Sheep, drop camps, etc.
  - b. During the non-motorized periods downstream from Wild Sheep Rapids, all trips would be limited to operations between the Dam and the top of Wild Sheep Rapids only. This would result in the conversion of 12 boat days for each outfitter, resulting in a maximum of 44 boat days for each outfitter that could travel from Hells Canyon Dam to Pittsburg during the primary season.
  - c. Passengers could be originated from any location between Hells Canyon Dam and Pittsburg Landing, inclusive year round.
  - d. All operations would limited to day use only, year round.

Special permit management 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. The ability to trade boat days would only be implemented when there were 2 separate businesses operating from the site. Trading dates with outfitters operating from other portals would not be authorized.



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 from locations upstream of 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.

#### Origination of Passengers

Outfitters operating out of the Scenic River can originate commercial passengers at any location downstream from Wild Sheep Rapid. The outfitter(s) based at Hells Canyon Creek is/are the only outfitter(s) authorized to originate passengers above Wild Sheep Rapid.

Summary of Outfitter Allocations During the Primary Season

Outfitter	Area of Operation	Day Use	Overnight Camping	Amount of Use
Alboucq	Boundary to Rush Creek	Yes	No	MODERATE
Anderson	Boundary to Rush Creek	Yes	Yes	LOW
Armacost	Hells Canyon Dam to Pittsburg Landing	Yes	No	HIGH
Bentz	Boundary to Dam	Yes	No	LOW
Bream	Boundary to Granite	Yes	No	LOW
Cook	Boundary to Granite	Yes	Yes	MODERATE
Eddins	Boundary to Granite	Yes	Yes	LOW
Koch-HBE	Boundary to Rush Creek	Yes	No	HIGH
Koch-IRN	Boundary to Rush Creek	Yes	No	MODERATE
Koch-RN	Boundary to Rush Creek	Yes	No	HIGH
Luther	Boundary to Dam	Yes	No	HIGH
Maxwell	Boundary to Rush Creek	Yes	No	LOW
Odegaard	Boundary to Dam	Yes	Yes	MODERATE
Riddle	Boundary to Dam	Yes	No	MODERATE
Taylor	Boundary to Dam	Yes	Yes	MODERATE
Whitten	Boundary to Granite	Yes	Yes	MODERATE
Woods	Boundary to Granite	Yes	Yes	LOW
Zapffe	Boundary to Granite	Yes	No	LOW

**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, the allocation system and method for assigning launch dates 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 occurred during that time period. For example, some outfitters with a low allocation of use during the primary season could have a greater number of assigned boat days after October 1 if their level of

historic use was higher during the fall because their business was primarily based upon fall steelhead fishing or chukar hunting. In contrast, outfitters with a large boat day allocation in the primary season could have a smaller 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 a formula using monthly analysis of the percentage of days per month each outfitter launched a trip into the river corridor. This monthly boat day analysis would be based on an average of secondary season use per month for the most recent 5 year period of time for which 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 power boat days per day established for the primary season.

### COMMERCIAL FLOAT ALLOCATION

The objective of these guidelines would be to maintain the existing allocation system for commercial floaters 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 conditions, identified in the Recreation Plan 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 (outboard engines) on float craft could not be used in the wild river year-round but would be allowed in the scenic river. They could be transported in the wild river if they were stored out of sight as cargo (in a duffel or closed container) where they were not readily accessible for use. They could not be mounted while being transported in the wild river, even if they were not in use.
4. During the primary season commercial float trips would originate from the Hells Canyon Creek 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 or ground transportation.
6. The vacant commercial float launch would be permanently retired and the launches made available 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 ten float outfitters with priority use permits would be established on the river. This would assure adequate competition for services offered to the public, allow for some businesses to expand by purchase and consolidation of businesses. This would increase the potential for a business to conduct more trips on the river but within the total allocation, thereby providing more consistent employment opportunities for outfitter staff.
8. The maximum number of fourteen float outfitters with priority use permits would be allowed on the river, which would accommodate the existing situation. This number would be reduced to 10 through attrition and associated retirement of special use permits if businesses were bought by existing float outfitters on the river for business expansion purposes.
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 maximum eight week period (24 days maximum), 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:

Steele <sup>1</sup>	Peavey
Davis	Peer
Grubb	Porfily
Hauptman <sup>2</sup>	Randle
Howard	Steen
Hughes	Stewart
Koch	Wendt

<sup>1</sup>This business changed ownership between the FEIS and the EA. In the FEIS this business was listed as ANDERSON.

<sup>2</sup>This business changed between the FEIS and the EA. The FEIS identified this business as the holder of two special use permits. The business associated with the second permit was sold and the permit was permanently retired as a result of a 50/50 sale of the business between Hauptman's other corporation and Hughes. Launches associated with this business were evenly distributed between Hauptman's remaining permit and Hughes, and added to their previous launch allocations.

The launch reservation system for commercial floaters would operate under similar guidelines as the present allocation system with assignment of each outfitter to a commercial float group. The following is the float group assignment:

COMMERCIAL FLOAT GROUPS

Group 1

Hells Canyon Adventures, RAFT (Geoff Randle)  
ROW Inc. (River Odysseys West, Inc.) (Peter Grubb)

Group 2

Heller Bar Excursions (Jim and Jill Koch)  
Canyon Outfitters, Inc. & Hughes River Expeditions  
(Hauptman) (Hughes)

Group 3

Freewater (Dave Steele)  
Oregon Trail Adventures (Leonard Porfily)

Group 4

Peer's Snake River Rafting (Darryl Peer)  
Northwest Voyageurs (Jeff Peavey)

Group 5

Davis Whitewater Expeditions (Lyle Davis)  
OARS - DORIES, Inc. (George Wendt)

Group 6

Canyon Outfitters, Inc. #1 (George Hauptman)  
Idaho Afloat (Bruce Howard)

Group 7

Holiday River Expeditions of Idaho, Inc. (Frogg Stewart)  
A Limited Number of Commercial Pool Launches

Group 8

Steen's Wilderness Adventures (Jim Steen)  
Hughes River Expeditions, Inc. (Jerry Hughes)

Each launch group would operate within a standardized commercial float launch calendar where each outfitter was assigned to a particular launch date as follows:

COMMERCIAL FLOAT LAUNCH CALENDAR  
Launch Groups in Parentheses (\*)

<u>MONTH &amp; DAY</u>	<u>LAUNCH GROUP</u>	<u>MONTH &amp; DAY</u>	<u>LAUNCH GROUP</u>	<u>MONTH &amp; DAY</u>	<u>LAUNCH GROUP</u>
MAY 22	(2)	JULY 6	(7)	AUGUST 20	(4)
23	(3)	7	(8)	21	(5)
24	(4)	8	(1)	22	(6)
25	(5)	9	(2)	23	(7)
26	(6)	10	(3)	24	(8)
27	(7)	11	(4)	25	(1)
28	(8)	12	(5)	26	(2)
29	(1)	13	(6)	27	(3)
30	(2)	14	(7)	28	(4)
31	(3)	15	(8)	29	(5)
JUNE 1	(4)	16	(1)	30	(6)
2	(5)	17	(2)	31	(7)
3	(6)	18	(3)	SEPTEMBER 1	(8)
4	(7)	19	(4)	2	(1)
5	(8)	20	(5)	3	(2)
6	(1)	21	(6)	4	(3)
7	(2)	22	(7)	5	(4)
8	(3)	23	(8)	6	(5)
9	(4)	24	(1)	7	(6)
10	(5)	25	(2)	8	(7)
11	(6)	26	(3)	9	(8)
12	(7)	27	(4)	10	(1)
13	(8)	28	(5)	ALLOCATIONS IF 11	(2)
14	(1)	29	(6)	PRIMARY SEASON 12	(3)
15	(2)	30	(7)	EXPANDS 13	(4)
16	(3)	31	(8)	14	(5)
17	(4)	AUGUST 1	(1)	15	(6)
18	(5)	2	(2)	16	(7)
19	(6)	3	(3)	17	(8)
20	(7)	4	(4)	18	(1)
21	(8)	5	(5)	19	(2)
22	(1)	6	(6)	20	(3)
23	(2)	7	(7)	21	(4)
24	(3)	8	(8)	22	(5)
25	(4)	9	(1)	23	(6)
26	(5)	10	(2)	24	(7)
27	(6)	11	(3)	25	(8)
28	(7)	12	(4)	26	(1)
29	(8)	13	(5)	27	(2)
30	(1)	14	(6)	28	(3)
JULY 1	(2)	15	(7)	29	(4)
2	(3)	16	(8)	30	(5)
3	(4)	17	(1)	OCTOBER 1	(6)
4	(5)	18	(2)		
5	(6)	19	(3)		

If the primary season is expanded to the entire month of May, the same pattern for commercial float groups will continue on the Commercial Float Calendar the expansion of the primary season to October 1 is shown for comparison).

In addition, all commercial float outfitters would continue to be able to trade dates, obtain pool dates, cross-over between private and commercial, etc. An outfitter could also change launch groups on a yearly basis by trading with another outfitter. For example, an outfitter in Group 1 could trade for all positions on the launch calendar with an outfitter in Group 6 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. This is in consideration of the additional float use that enters the Snake River via the Lower Salmon 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 the Recreation Plan. 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 the Recreation Plan 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 Snake River's 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 one year (1997), 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. In 1998 this transition strategy would no longer be available to parties with more than eight boats. This transition period only applies to float groups originating their trips on the Lower Salmon River.

## OBJECTIVES COMMON TO ALL COMMERCIAL OUTFITTERS

### Private Trips by Commercial Outfitters

The first objective of guidelines common to both commercial powerboaters and floaters is to manage private use of the river corridor by commercial outfitters. Whenever any individual identified as a commercial outfitter or their employees/guides are on private trips, or their boats used in their commercial operations 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. Private trips will not be reported on actual use reports submitted at the end of each year.

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.

### Commercial Manifest

A 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 zip code 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 year-round and presented at the portal upon entry into the river corridor.

Lower Salmon commercial float outfitters would not be required to complete a manifest for each trip.

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 zip code or country of residence for each passenger.

2. To gather demographic information (zip code 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

A 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 year to validate their use. Failure to run a minimum of three commercial trips per year 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 by the public within the guidelines of the Recreation Plan.

#### Priority Use

A 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 2709.11-95-11, 41.53h 2, 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. The number of launches (floaters) and boat days (powerboaters) assigned to each outfitter would be included on the face of their special use permit, but launches and boat days would not be assigned as priority use.

Since the Recreation Plan 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 assigned to the special use permit being sold 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 (floaters) and boat days (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 days into specific sections of the river based upon the yearly commercial powerboat launch calendar. Any additional use could

be 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 calendar and the total number of launches per group to which each outfitter was assigned. All additional use, such as launches obtained from the pool, would be applied for and issued as temporary use only.

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

### **Business Ownership**

A 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, resulting in the permanent absorption of the business activities and retirement of 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. Business arrangements made prior to 1996 would be exempt from this requirement.

### **Existing Businesses with Multiple Permits**

A single Special Use Permit could be issued to businesses holding multiple float and/or power permits at the option of the permit holders. The single permit would authorize all operations that were previously authorized by the multiple permits. A separate operating plan may be required for each business and the commercial float and power boat day schedules would include all launches and boat days authorized for all of the operations. In the event of a sale of one of the businesses, the amount of use associated with that business could be separated from the permit to allow re-issuance of a permit to the new owner. Some permits would be issued as combination float/power permits 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 conflicting uses between motorized and non-motorized commercial users on the river.

### **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 could continue to 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 as a component of protection of the cultural Outstandingly Remarkable Value in the wild river corridor. At the discretion of the Forest Service, and at the end of each five year period, a prospectus would be issued and bids would be accepted from existing Snake River power and float 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.

The Forest Service would not be obligated to reissue the prospectus at the end of a expired 5 year term.

#### Growth as a Result of Purchase for Business Expansion

The purchase of an existing business would become the main method of business expansion beyond growth made possible by filling all available seats, or acquiring larger capacity powerboats or rafts. 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 (See specific rules for operations at Hells Canyon Creek).

This method of managing sales of businesses to other Snake River outfitters would become effective for all sales of businesses occurring on or after January 1, 1996. An outfitter(s) would have the option of requesting this method of consolidation prior to this date.

When the above 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, 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. If the purchased business allowed use in a larger area of operation, only those launches which were associated with the purchased business could utilize that area of operation. Consolidation of use would not provide for an increase in area of operation for the entire business.

Two or more Snake River outfitters could purchase a single business as long as a bona fide sale would occur, i.e., personal property changed ownership as part of the sales agreement. In this situation, the entire Snake River business would be required to be sold and the special use permit associated with that business permanently retired. Any use associated with the business being sold would be absorbed into the businesses of the buyers. The controlling factors in validating this type of sale are (1) the entire business being sold must cease to exist as a separate entity and (2) the special use permit for the business being sold must be permanently retired upon fulfillment of the financial obligations of the purchaser as documented in the sales agreement. The permit for the business being sold would be placed in an inactive status until the financial obligations of the sale were met, at which time it would be permanently retired.

The overall effect could result in net attrition in priority use powerboat businesses from 19 down to a minimum of 10 and priority use float businesses from 14 down to minimum of 10. 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 11.

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 re-distributed proportionately among the remaining outfitters. Proportionate re-distribution would be implemented consistent with the allocation decisions found elsewhere in this document. 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 but portions of a business could be distributed among multiple purchasers if the purchasers were also Snake River outfitters. 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 were sold to another Snake River powerboat outfitter(s), the business would be absorbed by the purchaser(s) and the boat day allocation combined with the use authorized in the special use permit(s) held by the purchaser(s). In all other sales transactions, the boat day allocation assigned to the seller would be reassigned to the buyer.

#### **Sale of Float Business**

If a business were sold to another Snake River float outfitter(s), the business would be absorbed by the purchaser(s) and combined with the use authorized in the special use permit(s) held by the purchaser(s), including assignment to an additional launch group as appropriate. In all other sales transactions, the launch allocation of the seller would be assigned to the buyer.

#### **Sale of Hells Canyon Creek Based Powerboat Business**

At the option of the permit holder, if two permits were issued for all use associated with the powerboat business based at Hells Canyon Creek, and the business associated with one of these permits was sold, the permits at this location could not be combined under joint ownership again. Under these conditions, the two businesses would have to exhibit complete operational and 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 which originated from Pittsburg Landing for trips between Pittsburg Landing and Kirkwood Historic Ranch.
- 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 special allocation of boat days 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 to another Pittsburg based business only. The remaining two businesses would be required by the terms of their permits to operate from Pittsburg Landing only.
- 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 boat days into different sections of the river.