

# **OUTFITTER/GUIDE NEEDS ASSESSMENT**

**FOR THE**

## **SALMO PRIEST WILDERNESS**

**Colville National Forest  
Idaho Panhandle National Forests**



**October 2005**

**OUTFITTER/GUIDE  
NEEDS ASSESSMENT**  
For the Salmo Priest Wilderness

**Table of Contents**

<b>Background Information</b> .....	1
<b>Process Overview</b> .....	3
<b>Part I Agency Mission and Objectives</b>	
Forest Service Mission.....	5
Forest Service Objectives.....	5
Forest Objectives	
Colville National Forest.....	9
Idaho Panhandle National Forests (IPNF).....	11
Forest Service Outfitter Administration Guidebook.....	13
Conclusion – Consistency with Agency Objectives.....	14
<b>Part II Opportunities and Consideration of Activities Needed</b>	
A) Skills and Equipment	
Basic Skills.....	15
Day Hikes.....	15
Winter Recreation.....	16
Mountaineering.....	16
Packstock.....	16
Alternative Packstock.....	17
Hunting and Fishing.....	17
Special Populations.....	18

B) Knowledge	
Educational Outings.....	19
Summary of Conclusions.....	20
<b>Part III Resource Capability</b>	
<b>Management Objectives</b>	
Limits of Acceptable Change (LAC) – Physical Aspect.....	21
Use Levels.....	23
Limiting Factors.....	23
<b>Part IV Social Capacity</b>	
Limits of Acceptable Change (LAC) – Social Aspect.....	27
<b>Part V Demand and Supply</b>	
Types of Permits.....	30
Activities.....	30
<b>Part VI Input From Others</b>	
Public Involvement.....	31
Consultation with Other Agencies.....	31
List of Contributors.....	31
<b>Literature Cited.....</b>	<b>33</b>



# Outfitter/Guide

## Needs Assessment

### For the Salmo-Priest Wilderness

---

## Background Information

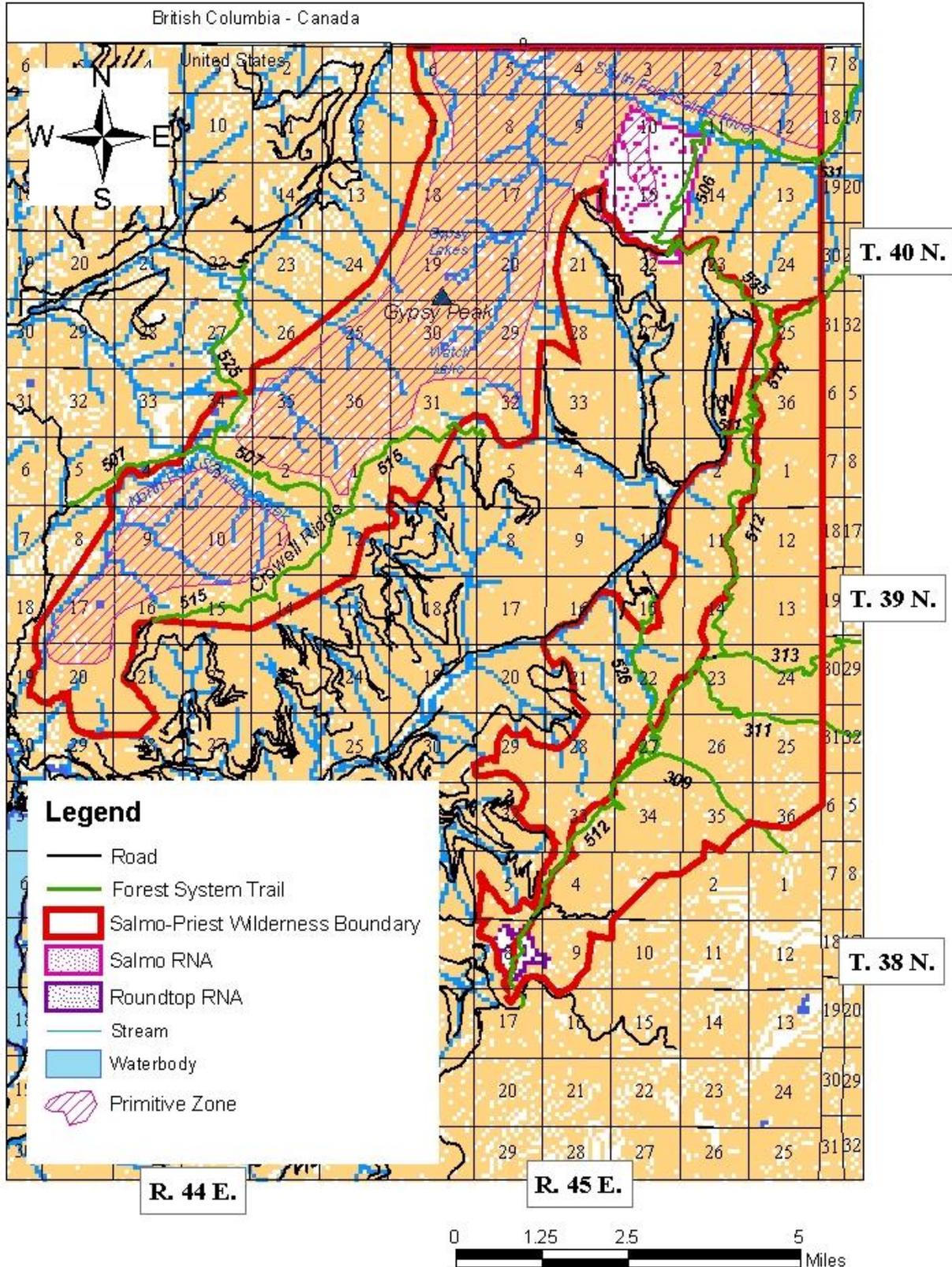
The Colville National Forest is challenged with the task of developing a program for Outfitter/Guide operations. Currently there is little mention or direction for managing resources and activities specific to outfitter guides in the Colville National Forest Land and Resource Management Plan (Forest Plan). This presents a dilemma for forest managers who are faced with demands from businesses to provide services. The current Forest Plan does not provide guidance to determine if there is a public need for commercial use nor does it provide guidance on the capacity of the land for commercial use. Sullivan Lake Ranger District is especially impacted by continual requests from commercial enterprises interested in providing some type of service within the Salmo-Priest Wilderness. Refer to the following page for a map of the Salmo-Priest Wilderness.

This assessment is for the Salmo-Priest Wilderness. It is intended to provide the foundation and framework from which to make decisions on allocations to commercial activities in this wilderness. Limitations on recreation use in the Salmo-Priest Wilderness have been in place for over twenty years. With changes over time in activities, use patterns, and resource conditions, it is necessary to manage for reasonably foreseeable use levels, including a possible split between private and commercial uses. The overall goal is to achieve an acceptable balance in recreational activities and uses. Demand for access, as well as changes in types of activities, require that management decisions be fair and equitable, and based on rationale that is articulated to the public and implemented consistently by decision makers.

The Wilderness Act states, “Commercial services may be performed ...to the extent necessary for activities which are proper for realizing the recreational or other purposes of the areas.” Forest Service policy (FSM 2720) allows for commercial activities in a manner that protects environmental resources and insures that high quality services are available to visitors. Forest Service policy for wilderness management directs us to “Address the need for and role of outfitters and guides in the forest plan. The plan must address the type, number, and amount of recreational use that is to be allocated to outfitters and guides” (FSM 2323.13g).

In assessing the “public need” for providing commercial services, the agency ensures that services reflect agency mission, follow laws and established policy, and meet management objectives. Allocations for commercial uses within wilderness must be based on an assessment of the need for and the ability to provide high quality and sustainable recreational activities within Wilderness. This document provides the rationale for determinations of need for outfitted services in the Salmo-Priest Wilderness, and is the predecessor of new management direction, which will determine the amount and type of use to be allocated to commercial operators.

# Salmo-Priest Wilderness



In the mid-1990s Limits of Acceptable Change (LAC) were developed and implemented for the Salmo-Priest Wilderness. Methodology for these capacity calculations were suitable for the time, but more recent research has led towards approaches that do not solely rely upon the amount of use. This research recognizes that the type, timing, and pattern of use are more critical to determining acceptability than merely the amount of use (Washburne 1982, Cole 1982; McCool et al 1987).

## **Process Overview**

This needs assessment is a systematic analysis of the need for and role of outfitters and guides in the Salmo-Priest Wilderness. The parts of this assessment are described below to provide an overview of the process used in this analysis.

- Part I Agency Mission and Objectives**
- Part II Opportunities and Consideration of Types of Activities Needed**
- Part III Resource Capability**
- Part IV Social Capacity**
- Part V Demand and Supply**
- Part VI Input from Others**

In Part I, “Agency Mission and Objectives,” goals of the wilderness management program for the Agency and on the Colville National and Panhandle National Forests are outlined and consideration is given to whether or not the Forests need commercial outfitting and guiding to help fulfill the mission of caring for the land and serving people.

In Part II, “Opportunities and Consideration of Types of Activities Needed,” activities are identified through a qualitative discussion that determines the need for certain types of activities within this wilderness, as well as the role of outfitters in meeting management objectives.

In Part III, “Resource Capability,” an assessment is made of the existing condition as related to use levels, natural resource concerns, and capability. This section of the assessment can and should be considered a breakaway section. It looks at all use, and is not used to determine specific commercial effects, but to provide a summary of conditions, potential conflicts, and areas of risk or concern.

In Part IV, “Social Capacity,” an assessment is made of the existing condition and capacity of the Wilderness with regards to social factors.

In Part V, “Demand and Supply,” the current availability of outfitted service on the Colville National Forest is discussed, and

In Part VI, “Input From Others,” comments received from interested parties (individuals, businesses, agencies, etc.) are summarized.

All known records of recreational use and resource conditions were gathered and analyzed. Recreation use data from the 1980s and early 1990s was used to measure trends. A use profile

was created compiling current levels of both non-commercial and commercial (unauthorized) types of activities currently going on by trailhead. Resource specialists identified any known conflicts or concerns with this level of use. The product was a compilation of profiled use and resource conditions. It indicates areas of concern, conflict, or monitoring needed. It informs managers of risks.

Conflicts or concerns (“limiting factors”) were identified and rated. Only when indications suggested, was there made an association of impacts or conditions with types of uses, i.e. commercial, stock/hiker. This method allowed for and facilitated integration of resource information, without any single resource dominating. This is significant in that one of the unique attributes of wilderness is that it is a whole resource, not an assemblage of parts. “Manage wilderness as one resource rather than a series of separate resources” (FSM 2320.6)

This portion of the assessment can be maintained and managed with this information management approach as needed for site-specific projects, decisions, and as a tool for program management.

# Part I

## Agency Mission and Objectives

---

### Forest Service Mission

Outfitters and guides need to conduct their activities so that they meet the overall Forest Service Mission of “Caring for the Land and Serving People.” As set forth in law, this mission is to achieve quality land management under the sustainable multiple-use management concept to meet the diverse needs of people. It includes:

- *Advocating a conservation ethic in promoting the health, productivity, diversity, and beauty of forests and associated lands.*
- *Listening to people and responding to their diverse needs in making decisions.*
- *Protecting and managing the National Forests so they best demonstrate the sustainable multiple-use management concept.*
- *Providing work, training, and education to the unemployed, underemployed, elderly, youth, and disadvantaged in pursuit of our mission.*

### Forest Service Objectives

Outfitters and guides must also meet Agency objectives. These objectives are specifically outlined in the Forest Service Manuals (FSMs) and Forest Service Handbooks (FSHs). Recreation objectives, stated in FSM 2302, that apply to outfitting and guiding in general are:

- 1. To provide nonurbanized outdoor recreation opportunities in natural appearing forest and rangeland settings;*
- 2. To protect the long-term public interest by maintaining and enhancing open space options, public accessibility, and cultural, wilderness, visual, and natural resource recreation values; and*
- 5. To provide outdoor recreation opportunities and activities that:*
  - a. Encourage study and enjoyment of nature,*
  - b. Highlight the importance of conservation;*
  - c. provide scenic and visual enjoyment; and*
  - d. Instill appreciation of the nation’s history, cultural resources, and traditional values.*

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

- 1. As identified in forest land and resource management plans, provide for commercial outfitting and guiding services that address concerns of public health and safety and that foster small businesses.*
- 2. Encourage skilled and experienced individuals and entities to conduct outfitting and guiding activities in a manner that protects environmental resources and ensures that National Forest visitors receive high quality services.*

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

- 1. Authorize only those outfitting and guiding activities that are consistent with forest land and resource management plans.*
- 3. Do not authorize any development, improvements, or installations in wilderness on the National Forest System for the purpose of convenience to the holder or the holder's clients.*

*Do not authorize any caches in wilderness. The authorized officer may not authorize permanent structures, improvements, or installations in wilderness unless they are necessary to meet minimum requirements for administration of the area for the purposes of the Wilderness Act (16 U.S.C. 1133c).*

- 4. Work with other Federal agencies, State and local authorities, outfitters, and outfitter and guide organizations to ensure that outfitting and guiding activities are consistent with applicable laws and regulations and to identify unauthorized outfitting and guiding activities. Follow procedures in FSM 5300 in investigating and taking action to prevent the occurrence of unauthorized outfitting and guiding activities.*

Objectives for wilderness management provided in FSM 2323.11 are to:

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

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

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

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

*Address the need for and role of outfitters in the forest plan. The plan must address the type, number, and amount of recreation use that is to be allocated to outfitters. Ensure that outfitters provide their service to the public in a manner that is compatible with use by other wilderness visitors and that maintains the wilderness resource.*

*Approve only temporary structures and facilities for outfitter and guide operations necessary to properly meet their public service in a manner compatible with the wilderness environment. These structures shall be located away from main trails, streams, lakes, key interest features, and non-outfitted public use areas. Specify in forest plans, subsequent implementation schedules, or special use permits what improvements are permitted and their locations.*

*Ensure that outfitters remove all equipment and material, other than structures authorized to remain such as dismantled structure frames and poles made of native material, from the wilderness at the end of each season. Do not permit caches, and phase out existing ones on a planned basis. Do not allow permanent improvements such as cabins, toilet buildings, or tent frames with floors and sides. Further direction for managing outfitter and guides operations is found in section 2324.3, FSM 2343, FSM 2700 and FSH 2309.19, the Wilderness Management Handbook.*

**The permitting of non-motorized, recreational outfitting/guiding in the Salmo-Priest Wilderness is consistent with Forest Service recreation management goals and objectives.**

Within the Salmo Priest Wilderness boundary lies the designated Salmo Research Natural Area (RNA). The Salmo RNA was designated in 1973, prior to designation of the Wilderness (USDA Forest Service 1973). The Salmo RNA surrounds the Salmo Mountain Lookout and runs north

to the South Fork Salmo River. Forest Trail 506 (Salmo Basin Trail) runs through the center of the Salmo RNA.

By definition, an RNA is "A physical or biological unit in which current natural conditions are maintained insofar as possible. These conditions are ordinarily achieved by allowing natural physical and biological processes to prevail without human intervention. However, under unusual circumstances, deliberate manipulation may be utilized to maintain the unique feature that the Research Natural Area was established to protect" (Federal Committee on Ecological Reserves 1977 & FSM 4063.05).

Per FSM 4063.02 objectives of establishing research natural areas are to:

1. *Preserve a wide spectrum of pristine representative areas that typify important forest, shrubland, grassland, alpine, aquatic, geological, and similar natural situations that have special or unique characteristics of scientific interest and importance that, in combination, form a national network of ecological areas for research, education, and maintenance of biological diversity.*
2. *Preserve and maintain genetic diversity.*
3. *Protect against serious environmental disruptions.*
4. *Serve as reference areas for the study of succession.*
5. *Provide onsite and extension educational activities.*
6. *Serve as baseline areas for measuring long-term ecological changes.*
7. *Serve as control areas for comparing results from manipulative research.*
8. *Monitor effects of resource management techniques and practices.*

By Forest Service Policy "Research Natural Areas may be used only for research, study, observation, monitoring, and those educational activities that maintain unmodified conditions" (FSM 4063.03).

Standards for protection and management of an RNA must support and promote the basic objectives and purposes of establishing the area. The following standards are provided in FSM 4063.3:

1. *Protect research natural areas against activities that directly or indirectly modify ecological processes. The prime consideration in managing research natural areas is maintenance of unmodified conditions and natural processes.*
5. *Prohibit any form of recreational use if such use threatens or interferes with the objectives or purposes for which the research natural area is established.*

6. *Where special orders are needed to limit, restrict, or control specific activities such as camping, seasons of use, or other uses, that are not compatible with the objectives of the research natural area, the Forest Supervisor shall issue orders pursuant to 36 CFR Part 261, Subpart B, to protect an area's features. Any such orders shall incorporate the special closure provisions of 36 CFR 261.53 (see FSM 5353 for penalties applicable to violations of orders).*
7. *Do not permit roads, trails, fences, or signs on an established research natural area unless they contribute to the objectives or to the protection of the area. Boundary fencing is permitted for protection against livestock or excessive human use. Buildings are not permitted. In rare instances, temporary gauging stations and instrument shelters may be desirable. Follow procedures at FSM 4063.31 for authorizing temporary physical improvements.*

**The permitting of non-motorized recreational outfitting/guiding within the Salmo RNA would be consistent with management of the RNA if activities were confined only to use of the existing trail tread of Forest Trail 506.**

## **Forest Objectives**

The Salmo-Priest Wilderness lies within the management jurisdiction of two National Forests (Colville National Forest and Idaho Panhandle National Forests) in two Regions (the Pacific Northwest Region (Region 6) and the Northern Region (Region 1)) of the National Forest System. This results in a unique multi-Region complex of wilderness management, where the methods in which these resource needs are met must be adaptable, in order to support each other's goals and objectives. There is a need to provide services that are compatible with adjacent forest's land and resource management objectives.

### **Colville National Forest (CNF)**

The Colville National Forest Land and Resource Management Plan (USDA 1988), hereafter referred to as the Forest Plan, states on page 4-2 that the Forest Management Goal for wilderness is to "Preserve the natural conditions and outstanding opportunities for solitude in the Salmo-Priest Wilderness Area."

The Forest Management Objectives for projected Wilderness use at this time (Decade 2 - Table 4.1 on page 4-4) would be 3,300 Recreation Visitor Days (RVDs). Recreation Visitor Days are a measure of recreation use of a site area. One recreation visitor day consists of 12 hours of recreation use of a site or area.

The resource summary for the recreation program within inventoried roadless areas states on page 4-7 that "Outfitter-guide operations necessary to take advantage of recreation opportunities may be permitted."

The resource summary for the wilderness program (page 4-9) states:

*The Salmo-Priest Wilderness will be managed to preserve the wilderness character of the area and administered to provide such uses consistent with the Wilderness Act of 1964 and the Washington State Wilderness Act of 1984. The occurrence of caribou and grizzly bear, endangered and threatened species, in this Wilderness Area will affect its management and use.*

*The Forestwide Standards and Guidelines, and Management Prescription 9 provide detailed management information. Overall management actions will reduce the presence and/or the impacts of human activities within the Wilderness. Necessary trails will be reconstructed and unnecessary ones obliterated. The principles implied in the questions “Is it required for management of the area as wilderness?” and if so, “Is it the minimum tool necessary to accomplish the job?” will guide the project work done by Forest Service personnel.*

*The physical, social, and managerial setting within the Wilderness will be monitored to assure that wilderness attributes are maintained above Region Six guidelines. Degradation of key resources will not be permitted. Principles of “Limits of Acceptable Change” (i.e. the amount of human-cause change allowed in selected ecological and social factors within wilderness which would not result in a loss of the wilderness character) will be utilized in managing the Wilderness.*

*An overall capacity for wilderness visitor use has been estimated. During the next decade, this capacity estimate will be reviewed and refined to enable the managers to be more geographically specific. Visitor use tends to concentrate in certain areas, and at some point capacity could be reached in localized areas, necessitating management action, while the overall area remains well below capacity.*

Forestwide Standards and Guidelines for recreation (pages 4-35 and 4-36) state that managers are to:

*Provide for a broad range of ROS [Recreation Opportunity Spectrum] settings and recreational opportunities such as hunting fishing, gathering forest products, viewing scenery, camping, hiking, and floating.*

*Encourage partnership arrangements with user groups and other recreation providers to develop and maintain a diverse and balanced range of recreational services and facilities.*

The Salmo-Priest Wilderness Area was designated as Management Area (MA) 9 by the Forest Plan. The management goal identified by the Forest Plan (page 4-109) is as follows:

*The goal of wilderness management is to feature naturalness, opportunities for solitude, challenge, and inspiration, and within these constraints to provide for recreational, scenic, scientific, education, and historical uses. In carrying out this goal, a non-degradation policy of management shall be followed. The non-*

*degradation principle directs that each wilderness must essentially be as wild as it was at the time of classification, or if conditions are not known and cannot be reconstructed for the time of classification, the first Wilderness condition inventory should be used as the bench mark for maintaining wilderness conditions. Additionally, regulations direct that conditions shall be improved in situations where natural processes are not operating freely, and where the values for which a wilderness was created are impaired.*

The Salmo-Priest Wilderness was divided into two Wilderness Recreation Opportunity Spectrum (WROS) zones. The two zones in the Salmo-Priest are the Semi-primitive and the Primitive Zones. Definitions of these zones can be found on page 4-110 of the Forest Plan.

On November 20, 1995, the decision was made to amend the Forest Plan (Forest Plan Amendment 16 (USDA1995)) to formally adopt Limits of Acceptable Change (LAC) as Standards and Guidelines for MA 9, the portion of the Salmo-Priest Wilderness administered by the Colville National Forest. Refer to Part III. Resource Capability- Use Levels and Limiting Factors, Management Objectives for detailed information about the LAC.

Specific management direction for lands in MA 9 (page 4-112) is as follows:

<i>Permits</i>	<i>Permit commercial outfitting and guiding where there is a demonstrated management and public need and it is compatible with general public use and remains within the WROS and wildlife objectives.</i>
----------------	--

Issuing permits to authorize outfitting and guiding in designated areas could be consistent with direction in the Colville National Forest Land and Resource Management Plan.

### **Idaho Panhandle National Forests (IPNF)**

The Idaho Panhandle National Forests Land and Resource Management Plan (USDA 1987), hereafter referred to as the Forest Plan, states on page II-1 that the Forest-Wide Management direction goals, applicable to outfitting/guiding and the Salmo Priest Wilderness are to:

- 2. Provide for a variety of dispersed recreation opportunities.*
- 6. Manage the IPNF to provide a share of the Regional goals for wilderness management acres/*
- 7. Manage special areas for the unique qualities that precipitated their designation; i.e., Wild and Scenic Rivers, Scenic Areas, Botanical Areas, etc.*

The resource summary for the wilderness program states on page II-4 of the Forest Plan that:

*Wilderness areas will be managed according to the objectives for the Wilderness Act of 1964 and the legislation related to their specific designations.*

*Carrying capacity studies will be conducted as needed to determine the limits on types and amounts of recreation use. Limits will be related to what can be tolerated while maintaining long-term opportunities for wilderness experiences.*

The resource summary for the lands program states on page II-10 of the Forest Plan that:

*Private uses of National Forest land will be permitted when in compliance with Forest Service regulations and policies.*

The estimated projected outputs and activities for the period of 1998-2007 (Table II-1 on page II-13) would be 63,600 Recreation Visitor Days (RVDs) annually. NOTE: The IPNF Forest Plan includes 146,700 acres of proposed wilderness in addition to the 9,440 acres of designated wilderness they administer for the total area (MA 11) that would receive these visits.

Forestwide Standards for recreation provided on pages II-24 and II-25 of the Forest Plan state:

- 1. The Forest will continue to provide a share of recreation opportunities and diversity in relation to other public and private entities; recreation planning and operations will be coordinated with other federal, state, local and private recreational managers.*
- 2. Forest Service recreational programs will be complementary with other public and private programs where possible.*
- 3. Consult with recreational users and other recreational suppliers to coordinate public need.*
- 4. Evaluate and authorize service by the private sector on National Forest lands that complement National Forest objectives.*
- 7. Provide a broad spectrum of dispersed and developed recreation opportunities in accord with identified needs and demands. Enhance user experiences by on and off site interpretation.*

The Salmo-Priest Wilderness Area was included as approximately six percent of the area designated as Management Area 11 by the Forest Plan. The management goal identified by the Forest Plan (page III-48) is as follows:

*Manage the classified Salmo-Priest Wilderness to protect wilderness characteristics pending completion of the specific management direction. Manage those lands proposed for wilderness to protect their wilderness characteristics pending a Congressional decision and:*

- provide opportunities for public use, enjoyment and understanding of the wilderness resource*
- provide opportunities for a primitive and semi-primitive recreation experience*

Specific management direction for lands in MA 11 regarding Wilderness (page III-49) is as follows:

*Wilderness Management*

*Upon Classification, specific management direction will be written for each area and incorporated into the Forest Plan as an amendment.*

*Visitor use and distribution will be determined and managed to a level compatible with the wilderness resource to prevent loss of solitude or unacceptable depreciation of the wilderness qualities.*

*Existing structures will be protected until historic values and long-term needs are evaluated in the specific wilderness management direction.*

*Visitor Information Service (VIS)*

*Emphasis on-site personal contact, provide off-site interpretation.*

On January 23, 1996, the decision was made to amend the Forest Plan (Forest Plan Amendment 5 (USDA 1995)) to formally adopt Limits of Acceptable Change (LAC) as Standards and Guidelines for the portion of the Salmo-Priest Wilderness administered by the Idaho Panhandle National Forests (IPNF). Refer to Part III. Resource Capability- Use Levels and Limiting Factors, Management Objectives for detailed information about the LAC.

**Issuing permits to authorize outfitting and guiding in designated areas could be consistent with direction in the Idaho Panhandle National Forests Land and Resource Management Plan. The Forest, however, is not entertaining new outfitter/guide permits within the Salmo-Priest Wilderness at this time, therefore no new outfitting/guiding operations will be authorized on lands administered by the IPNF.**

### **Forest Service Outfitter- Guide Administration Guidebook**

The Outfitter-Guide Administration Guidebook provides how to do or “hands on” direction for considering, providing, and administering guided recreation opportunities on National Forest System lands. It directs that needs assessments show how a proposed guided activity would further agency goals of:

1. *Education and interpretation for visitors.*
2. *Protection of sensitive resources.*
3. *Building positive National Forest constituencies.*
4. *Fostering access to opportunities.*
5. *Curbing illegal outfitting.*

Guided, non-motorized recreation activities in the Salmo-Priest Wilderness would allow participants to view and experience at close hand the tremendous environmental complexity of

the Wilderness. Participants have the opportunity to see and learn about relationships of the Forest and land with the uniquely diverse flora and fauna present, and the effects, both positive and negative, of human activity on wilderness resources. Authorized guides are required by terms of their permit to protect resources during their operations. Therefore, there would be a strong accountability that critical resources, such as Threatened and Endangered species and habitat, and heritage resources are protected and not affected by the guides' or their clientele's activities. This provides a stronger opportunity for protection of these resources, more than for unguided recreation activity in the Wilderness.

Guided recreation activities that use facilities designed for that activity (e.g. trails) are relatively low impact activities. They would provide rewarding experiential opportunities.

Outfitters and guides can assist the agency in developing a public appreciation of the land, its diversity and need for protection and management. The nature of the outfitter's operations provides a potential platform for agency interpretive and educational efforts.

A successful guided operation could contribute to the local economy and quality of life. Tourism is being recognized as a potential, if not already, key developing industry within northeast Washington. Guided ventures would support and complement other local tourist oriented endeavors and other Tri-County (Stevens, Pend Oreille and Ferry County) businesses that are oriented towards or at least partially depend upon tourism.

The proposed activity directly and indirectly supports the objectives outlined in the Guidebook.

### **Conclusion – Consistency with Agency Objectives**

Guided non-motorized recreation activities would be consistent with Forest Service wilderness and recreation management goals and objectives outlined in Forest Service Manuals, Handbooks, and desk guides. The activity is in accord with wilderness and recreation direction in the Forest Plan of the Colville National Forest and its Standards, Guidelines, and prescriptions for the Salmo-Priest Wilderness.

Although the activity is in accord with wilderness and recreation direction in the Forest Plan of the Idaho Panhandle National Forests Plan and its Standards, Guidelines, and prescriptions for the Salmo-Priest Wilderness, the Idaho Panhandle National Forest currently has a policy stating that no new special use permits for outfitting/guiding will be issued for activities proposed on lands that forest. Therefore, guided non-motorized recreation activities inlands administered by the Idaho Panhandle National Forests, the eastern portion of the Salmo-Priest Wilderness and portions of Forest Trails 506 and 512 in Idaho, would not be consistent with policies of the Idaho National Forest.

## Part II

### Opportunities and Consideration of Activities Needed

**The objective of this section is to determine** what types of commercial services are appropriate and needed, and the role of outfitters in the Salmo-Priest Wilderness. The criteria used include: A) Skills and Equipment, B) Knowledge.

#### A) Skills and Equipment

##### Basic Skills

The Salmo-Priest Wilderness offers a unique landscape for recreational activities. The terrain is steep and includes the highest peak in eastern Washington (Gypsy Peak – 7,309 feet). Cross-country travel at the higher elevations can be mildly challenging, however, the openness of the rocky landscape enables a person with good basic route finding skills to travel easily. This makes many parts of the area quite accessible for a person with good basic skills in wilderness travel.

Wilderness areas are places of challenge, risk, and self-reliance. Part of the wilderness experience is to face unknowns and have the necessary skill to be self-reliant. As society becomes more urban, many of these basic skills (how to camp, hike, read a map, use a compass, understand backcountry etiquette and leave no trace techniques) are being lost. Training needed to obtain these basic wilderness skills does not necessarily need to take place within designated wilderness.

Because of the popularity and demand on these areas, and the opportunities to learn these skills in a non-wilderness setting, there is less of a need for guided services for teaching basic skills in designated wilderness. However, trips that serve a higher level of training, teaching the intermediate level wilderness traveler, are appropriate in a wilderness setting. These activities would be supported by a curriculum that teaches proper etiquette, ethics and appropriate wilderness behavior, instilling in visitors wilderness values. *Conclusions: For the most part, the learning of basic skills (how to camp, hike, read a map, use a compass, understand backcountry etiquette) should be conducted outside wilderness. Overnight, self-propelled backpacking, where more intermediate skills and challenging levels of wilderness travel are needed, is appropriate, if the guides are adequately trained and certified for the types of activities and risks.*

##### Day Hikes

The skills needed to travel in wilderness vary by activity. Many people are capable of day hikes. Some people are capable of very challenging day hikes. These activities are gaining in popularity, indicating that more people are acquiring the necessary skills and abilities. In addition, there is no special equipment necessary to conduct this activity and the cost is not prohibitive. *Conclusion: There does not appear to be a need for outfitters to provide services for day hiking, other than services provided to groups or individuals with special needs, such as people with disabilities, or in support of educational outings.*

## Winter Recreation

Summer months in the Selkirk Mountains are characterized by a mild climate, while winter, spring, and fall can be either mild or harsh. Winter storms are generally short in duration. Storm patterns in the region can deposit moderate amounts of snow at one time and can make travel difficult and dangerous.

Winter travel requires specialized skills and equipment. Winter use requires that the user have the capability of traveling with skis or snowshoes in difficult conditions and weather and possess skills in snow camping. Avalanche dangers exist, and proper training is needed for traveling in these terrains and being aware and knowledgeable. Winter recreation exposes the user to a high degree of risk and challenge. Some recreationists possess the necessary skills and equipment for short duration and easy trips. Fewer people have the ability to take trips of higher challenge and longer duration in the winter. *Conclusions: There is a need for guided services in the winter, with appropriate certification.*

## Mountaineering

The peaks in the Salmo-Priest Wilderness do not require technical equipment or technical skills to ascend. Although trends indicated that mountaineering skills, including technical rock climbing, are increasing in popularity, the opportunity for a quality mountaineering experience in this wilderness is virtually non-existent. *Conclusion: Because of the lack of appropriate landscapes, there does not appear to be a need for guided services for activities involving technical climbing, mountaineering.*

## Packstock

Packstock activities are a long-standing tradition in the Pacific Northwest. At one time, this was the primary method of travel in the backcountry. Prior to the advent of modern backpacking equipment, most travelers used stock to access and/or support backcountry travel. Stock use for accessing the wilderness is appropriate when the party traveling is not capable of carrying their equipment. There are three categories of stock related service: spot, dunnage, and full service trips. Variations exist but are generally covered in one of these categories.

- ***Spot trips*** are defined as: Clients riding on stock to a destination with a guide supported with packstock for equipment and gear. The riding and packstock and the guide do not stay with the party.
- ***Dunnage trips*** are defined as: Packers using packstock to carry equipment and supplies for clients who are hiking to a pre-arranged destination, and/or pre-arranged re-supplies for clients on long duration trips.
- ***Full service trips*** are defined as: A guide, cook, or other paid employee of the operator accompanies the clients for the duration of the trip.

- **Day rides** are defined as: Clients riding stock, accompanied by a guide, for periods of a day or less. No overnight equipment is involved.

These types of stock supported services require skilled stock handling and care. The public generally does not have access to personal stock and equipment, nor to the specialized skills necessary to travel with stock in the wilderness. The skills and equipment required for pack and riding stock activities are unique and require the acquisition of skills and equipment not typically available to an average visitor. The cost of acquiring the skills and equipment is also prohibitive for the average person. *Conclusion: There is a need for packstock services in this wilderness.*

### **Alternative Packstock**

With the advance of lightweight backpacking equipment, there is proportionately less use of stock than fifty years ago. There have also been advances in lightweight packstock equipment. This has resulted in stock users minimizing impacts associated with shod packstock backcountry travel.

With the increase in foot travel and backpacking in the 1960s and 1970s conflicts began to emerge between hikers and stock users. This conflict continues to pose issues and cause tension between visitors. With the conflicts that exist between users and activities there is a need for outfitters and guides to conduct their activities in ways that reduce conflicts that exist between legitimate activities in National Forest Wilderness. *Conclusions: There is a need to encourage stock users to seek opportunities to use alternative packstock (ie: llamas), and/or lightweight equipment, fewer animals, as well as educating stock users in leave no trace camping with stock. There is also a need to explore ways to reduce impacts and conflicts related to traditional packstock. Non-traditional packstock operations might be a way to relieve this tension and still provide packstock support.*

### **Hunting and Fishing**

Hunting and Fishing are activities commonly associated with traditional outfitting and guiding. Support for the trip may be through use of packstock (see previous section). The activity itself is led by an individual that “guides” the client(s). For the purpose of this Needs Assessment, there are two categories of guiding service: day trips and full service trips. Variations exist but are generally covered in one of these categories.

- **Day trips** are defined as: Clients being led or transported to and from a destination in a single day by a guide. The client is supported with equipment and gear for a one-day hunting/fishing activity and no camps are located on NFS lands.
- **Full service trips** are defined as: A guide, cook, or other paid employee of the operator accompanies the clients for the duration of the trip. The client is supported with equipment and gear for a multi-day hunting or fishing activity and overnight camps may be located on NFS lands.

An increasing number of visitors come from urban environments. These visitors may not be familiar with the area and the fish and/or wildlife species that inhabit it, including several species listed as threatened and endangered. The need for education in backcountry etiquette and assistance in identifying fish and wildlife species is key. Outfitters and guides must possess training and skills in communication, understanding of “leave no trace” ethics and public land management objectives. It is critical that they must be able to provide positive identification of animal species being hunted or fish species being angled. *Conclusions: There is a need for services and guides for hunting and fishing that provide educational opportunities for clients in support of resource management and threatened and endangered species and other fish and wildlife management.*

## **Special Populations**

With the improvement of health care and a greater emphasis on living a healthy lifestyle, people are living longer and participating in vigorous recreational activities including taking trips into wilderness areas. People in their 60s, 70s, and 80s spend time in the mountains still engaged and actively self propelling themselves through the landscape. More so, these populations require differing levels of assistance which can be met by packstock support. *Conclusion: The Forest wishes to provide non-motorized recreation services to meet the needs of aging populations.*

This along with low income, inner-city youth, people with physical and mental disabilities, underserved emerging and elderly populations are areas that the Forest would like to promote outfitter-guided operations that serve this clientele. *Conclusion: There is a need for non-motorized recreation services that provide access for special populations.*

## **B) Knowledge**

### **Educational Outings**

There is a need for outfitters and guides to provide services to educate the public regarding the wilderness resource. Many people choose to go with a guide in order to enrich their experience. Trends indicate that activities like wildlife viewing and bird watching are increasing. This indicates that the public wants to add value to their experience through learning and appreciating.

An increasing number of visitors come from urban environments, so the need for wilderness education and its unique values and resources is key. This includes instilling an understanding of ecological processes so that a person traveling in the wilderness appreciates the relationship between human activities and our effects on natural processes.

The format for providing wilderness education may take many forms ranging from informal outings provided by non-profit organizations to structured curriculums by accredited institutions.

Outfitters and guides must possess training and skills in communication, understanding of wilderness values, “leave no trace” ethics, and public land management objectives. Operators on National Forest System lands must support the management objectives and act as role models for land stewardship. *Conclusions: There is a need for services and guides that provide educational, culturally enriching, and learning opportunities, and for programs and commercial services that provide for experiential learning and/or educational curriculum specific to this wilderness.*

*There is also a need for outfitters that support management objectives and provide services that demonstrate reduced resource impacts through a curriculum or practices that are models of lands stewardship.*

## Summary of Conclusions

*For the most part, the learning of basic skills (how to camp, hike, read a map, use a compass, understand backcountry etiquette) should be conducted outside wilderness.*

*Overnight, self-propelled backpacking, where more intermediate skills and challenging levels of wilderness travel are needed, is appropriate, if the guides are adequately trained and certified for the types of activities and risks.*

*There does not appear to be a need for outfitters to provide services for day hiking, other than services provided to groups or individuals with special needs, such as people with disabilities, or in support of educational outings.*

*There is a need for guided services in the winter, with appropriate certification.*

*Because of the lack of appropriate landscapes, there does not appear to be a need for guided services for activities involving technical climbing, mountaineering.*

*There is a need for packstock services in this wilderness.*

*There is a need to encourage stock users to seek opportunities to use alternative packstock (ie: llamas), and/or lightweight equipment, fewer animals, as well as educating stock users in leave no trace camping with stock. There is also a need to explore ways to reduce impacts and conflicts related to traditional packstock. Non-traditional packstock operations might be a way to relieve this tension and still provide packstock support.*

*There is a need for services and guides for hunting and fishing that provide educational opportunities for clients in support of resource management and threatened and endangered species and other fish and wildlife management.*

*The Forest wishes to provide non-motorized recreation services to meet the needs of aging populations.*

*There is a need for non-motorized recreation services that provide access for special populations.*

*There is a need for services and guides that provide educational, culturally enriching, and learning opportunities, and for programs and commercial services that provide for experiential learning and/or educational curriculum specific to this wilderness. There is also a need for outfitters that support management objectives and provide services that demonstrate reduced resource impacts through a curriculum or practices that are models of lands stewardship.*

## Part III

### Resource Capability – Use Levels and Limiting Factors

---

#### Management Objectives

In the Salmo-Priest Wilderness, management actions have been in place for nine years to protect the quality of the experience and the resources. Limits of Acceptable Change (LACs) were established to identify thresholds of impacts which would serve as trigger points for additional management systems (such as backcountry permits). These limits were determined to be necessary in the late 1980s when Forest Plans were developed.

#### Limits of Acceptable Change (LAC) – Physical Aspect

As part of the Forest Plans developed for the Colville and Idaho Panhandle National Forests, a Wilderness Limits of Acceptable Change (LAC) Implementation Schedule was established. In November 1995 and January 1996 the decisions were made to amend the Colville and Idaho Panhandle National Forests Forest Plans, respectively, to include the LAC as Standard and Guidelines for management of the Salmo-Priest Wilderness.

The following are the LAC affect the resource capability for the Salmo-Priest Wilderness:

#### WRS Classification

The Wilderness Resource Spectrum (WRS) designations will change to more accurately describe the resource and social settings that are found in the Salmo-Priest Wilderness.

The Primitive WRS designation will be 14, 784 acres and the Semi-Primitive designation will be 25,153 acres. (Refer to Appendix A, Map 4 and Appendix F of the EA [Salmo-Priest Wilderness Standards and Guidelines Environmental Assessment] for proposed WRS map and class descriptions).

#### *Campsite Condition*

*Two indicators will be used to describe and measure campsite condition. These are “amount of barren core mineral soil per campsite”, and “amount of vegetation loss, aside from barren core, per campsite.” “Barren core mineral soil” is defined as that central area of impact, surrounding and including any campfire ring, where surface vegetation has been eradicated by frequent or prolonged use. This area may be small or quite large. It may also include adjacent tent pad areas which are devoid of vegetation. Barren core areas typically are very slow to revegetate themselves naturally.*

*“Vegetation loss aside from barren core” is defined as those areas within a campsite where partial vegetation loss has occurred, or where individual areas which have lost all vegetation are very small. These are often located near the site periphery where use is less frequent or prolonged than at the more centrally located barren core. Because there*

*is less damage to both soils and vegetation, there is more potential to re-establish vegetation quickly than barren core areas.*

*Amount of Barren Core Mineral Soil Per Established Campsite*

*Semi-Primitive Zone: Maximum total of 8,000 square feet allowed. No site will exceed 400 square feet.*

*NOTE: Combined losses of barren core plus vegetation loss aside from barren core (below) shall not exceed 625 square feet.*

*Primitive Zone: No vegetation loss allowed. New established campsites will be naturalized.*

*Amount of Vegetation Loss, Aside from Barren Core, Per Established Campsite*

*Semi-Primitive Zone: Total maximum allowable not to exceed 3240 square feet. No site will exceed 400 square feet.*

*NOTE: Combined losses of vegetation loss plus barren core (above) shall not exceed 625 square feet.*

*Primitive Zone: No vegetation loss allowed. New established campsites will be naturalized.*

*Monitoring: Sites will be monitored. Field personnel will complete a site impact analysis for campsites on a rotational basis of every 2 to 3 years. Personnel will also monitor trail and human impacted site conditions during the course of their travels.*

*Monitoring of use patterns, activities and levels will take place annually.*

*If an area is exceeding the barren core mineral soil standard a determination will be made as to whether the area will naturally recover within two growing seasons prior to any active vegetation reestablishment.*

## Use Levels

One source of information on use levels is the National Visitor Use Monitoring (NVUM) effort that was conducted on the Colville National Forest from October 2002 through September 2003. Based on the report of National Visitor Use Monitoring Results (USDA 2004), it was estimated that over 7,000 people visited the Salmo-Priest Wilderness. Site visits are defined by NVUM as “The entry of one person onto a national forest site or area to participate in recreation activities for an unspecified period of time.”

More specific use levels, tied to trail use, were calculated from trail registration cards. This estimated use was calculated in Recreation Visitor Days (RVDs). One RVD consists of 12 hours of recreation use of a site or area. The table below displays the estimated trail use for 2004.

Trail	Current Use (RVDs)
#309	No data available/Trail not maintained
#311	No data available
#313	No data available/Trail not maintained
#506 – Salmo Basin	463
#507* – North Fork	52
#512 – Shedroof Divide	165
#511 - Shedroof Cutoff	309
#515 – Crowell Ridge	105
#525 – Slate Creek	-0-
#526 – Thuncer Creek	704
#531 – Salmo Cabin	Data not kept separate from Trail #506
#535 – Salmo Divide	562
<b>Totals</b>	<b>1,798</b>

\*Use counts for Trail #507 were taken from trailhead registration counts for Trail #553, Red Bluff Trail and Trail #522, Holiday Trail. Access to Trail #507 is via Trails #553, #515, and #522. The count for Trail #515 is kept separate for this table.

## Limiting Factors

In this section resource concerns were identified as they related to recreation use. The wilderness resource, as mentioned previously, is a combination of resources. Its over-riding value is not one resource or single species, single use, or single purpose. It is an assemblage of resources and management of the wilderness implies a need to view data on a range of elements and to integrate the data to understand the health and condition of the system.

Recreation use data from the 1980s and early 1990s was used to measure trends. By compiling current levels of use, and types of activities conducted at certain trailheads, a use profile was created.

Resource specialists reviewed the baseline use data and assessed the resource capability of this level and the type of use. They used data from Federal files, research papers, resource management reports, documented observations, and communication with resource managers. Resource specialists identified any known conflicts or concerns with this level of use.

Campsite condition surveys utilizing standard protocol for measuring impacts at campsites were conducted from 1987 through 1994. Campsites were revisited every two to three years. Results of these surveys were used to develop a baseline for recreation and resource conditions.

Upon adoption of LAC (Forest Plan Standards and Guidelines) campsites were determined to either meet or exceed standards. Three campsites were found to exceed standards and of these one has been successfully closed and rehabilitated.

For the purpose of this Needs Assessment, conflicts, concerns, or risks were identified as “limiting factors.” Resource specialists individually rated trails or special areas within the Wilderness as green (no known concerns), yellow (some concerns but should be monitored), or red (strong concerns; management action may be needed). Only when there were clear indications was there mention of an association of impacts or conditions with types of uses, i.e. packstock/hiker.

This method allowed for and facilitated integration of resource information. This allowed for an emphasis of wilderness as a whole-resource, not just a collection of single resources. In merging the individual ratings into one overall rating, the classification took on the dimension of assessing how many yellow and red concerns there were. This influenced whether the overall rating was green, yellow, or red.

The following resources were examined in conducting the assessment:

- Wildlife and fisheries
- Campsite conditions
- Recreational stock suitability
- Water quality
- TES\* - terrestrial
- TES\* - botanic
- Public safety considerations
- Use trends
- Heritage resources
- Trail conditions
- Soil conditions
- Riparian health
- TES\* - aquatic
- User conflicts
- Use patterns

*\*TES – threatened, endangered, or sensitive species.*

Each unit of analysis was assessed and concerns were ranked as follows:

<b>Green</b>	No known concerns.
<b>Yellow</b>	Some concerns but none where reducing use would affect the concern.
<b>Red</b>	Very strong concern; current use is having an unacceptable effect on resource quality.

For example, if there were potential habitat, but no known occurrences of a TES species, it would most appropriately fit into the yellow. If there is a known population and recreational use is occurring in the same area, it might be classified as red. If only a portion of a trail passes through an area of concern, the trail as a whole might be classified as yellow. The resource specialists made these determinations using the best available science, knowledge, and data.

The final product in this exercise was a catalogue of risks or threats. It provides an index to be used by managers and decision makers in assessing and evaluating potential actions and consequences of management actions.

**Table III-1. Summary of Limiting Factors**

Trail or Area	Rating	Factors Affecting Rating
#309	Red	No new permitted O/G use per Forest policy
#311	Red	No new permitted O/G use per Forest policy
#313	Red	No new permitted O/G use per Forest policy
#506 – Salmo Basin	Yellow	Site-specific concerns where trail passes through Salmo Research Natural Area and crosses South Fork Salmo River fisheries. Habitat for threatened and endangered species of wildlife.
#507 – North Fork	Yellow	Site specific concerns where trail passes near North Fork Sullivan Creek – municipal watershed for Town of Metaline Falls. Habitat for threatened and endangered species of wildlife.
#512 – Shedroof Divide	Yellow	Site specific concerns where trail passes through proposed Roundtop Research Natural Area and in areas with seasonally wet soils. Habitat for threatened and endangered species of wildlife.
#511 – Shedroof Cutoff	Yellow	Habitat for threatened and endangered species of wildlife
#515 – Crowell Ridge	Yellow	Habitat for threatened and endangered species of wildlife
#525 – Slate Creek	Yellow	Habitat for threatened and endangered species of wildlife
#531 – Salmo Cabin	Yellow	Site specific concerns for heritage resources, campsite exceeding standards, crossing of South Fork Salmo River fisheries, and areas with seasonally wet soils. Habitat for threatened and endangered species of wildlife.
#535 – Salmo Divide	Yellow	Habitat for threatened and endangered species of wildlife.
Primitive Zone	Yellow/Red	Habitat for threatened and endangered species of wildlife. Packstock use prohibited per Forest Plans
Salmo RNA	Yellow	Habitat for threatened and endangered species of wildlife. Use restricted to trail only.

Trail or Area	Rating	Factors Affecting Rating
Roundtop RNA Candidate	Yellow	Habitat for threatened and endangered species of wildlife. Use restricted to trail only.

Monitoring of physical conditions within the Wilderness has been completed per Forest Plan direction. Current use is below the thresholds for physical factors set by LAC. It has been determined that there may be opportunities for outfitter/guide operations within the Wilderness without imposing limits on non-commercial use by the public. A specific analysis of potential impacts of outfitting/guiding and resulting determination of activities, locations, and service days would be addressed in the environmental analysis prepared in accordance with the National Environmental Policy Act (NEPA).

## Part IV

# Social Capacity

---

### Limits of Acceptable Change (LAC) – Social Aspect

The following are the LAC affecting the social capacity the Salmo-Priest Wilderness:

#### WRS Classification

The Wilderness Resource Spectrum (WRS) designations will change to more accurately describe the resource and social settings that are found in the Salmo-Priest Wilderness.

The Primitive WRS designation will be 14, 784 acres and the Semi-Primitive designation will be 25,153 acres. (Refer to Appendix A, Map 4 and Appendix F of the EA [Salmo-Priest Wilderness Standards and Guidelines Environmental Assessment] for proposed WRS map and class descriptions).

#### Solitude While Traveling and Party Size

##### *Social Setting Objectives*

*Each WROS zone is to be managed for different social objectives. Encounters with other people should be limited to an 80 percent chance of encountering 2 or fewer groups per day but not to exceed an average of 2.4 groups per day during the primary use season in the Semi-Primitive Zone. Encounters with other people should be limited to a 90 percent chance of encountering 1 or fewer groups per day but not to exceed an average of 1.2 groups per day during the primary use season in the Primitive Zone.*

##### **NOTE: EXPLANATION OF PERCENTAGES**

*The percent chance of encounters while traveling (above) and while in camp (see under Campsite Solitude, below), are based upon a high use season of 100 days, extending from about June 10 through September 15 of each year. A 90 percent chance, for example, of encountering 1 or fewer parties while traveling in the Primitive Zone means that the particular standard applies to 90 out of the 100 high use days of each year. Thus on 10 out of the 100 days a traveler may expect to encounter two or more parties per day.*

*Group Size shall be limited to 12 people and stock combined in the Semi-Primitive Zone. Larger groups of up to 20 people and stock combined may be allowed by written*

*permit from the District Ranger when it is deemed compatible with wilderness resource objectives.*

*Group or party size shall be limited to 8 people in the Primitive Zone. Use of pack stock animals therein shall be prohibited.*

*Monitoring: These standards will be monitored by a combination of trail registration cards, mechanical counters and personal observations.*

#### *Campsite Solitude*

*Semi-Primitive Zone: Within sight or sound of an occupied campsite there will be a 90 percent chance of seeing or hearing 1 or fewer camping parties.*

*Primitive Zone: Within sight or sound of an occupied campsite there will be a 90 percent chance of seeing or hearing 1 or fewer camping parties.*

*Monitoring: The campsite inventory will be utilized. During the use season, field personnel will survey the high use sites and informally ask visitors how many other groups were camped within sight or sound of the on the previous evening.*

#### *Motorized and Mechanized Equipment*

*Use of motors or mechanized equipment is prohibited. The Forest Supervisor may approve exceptions for emergencies involving threats to life, health, or property. The Regional Forester may approve use of mechanized equipment for other situations.*

### Resource Objectives

#### *Campsite Density*

*Semi-Primitive Zone: An average of 1 established campsite per 2.0 square miles, for a maximum of 20 sites will be allowed. No new established sites will be allowed within 1/4 mile of an existing site. A maximum of 1 established site will be permitted at the Trail #506 river crossing and a maximum of 6 established sites will be permitted in the Salmo basin. All sites will be located a minimum of 100 feet from lakes, rivers, and streams, including those sites in the Salmo basin. Recreational or other stock will not be permitted to be grazed or held within 100 feet of the edge of any stream, lake or other water body.*

*Primitive Zone: No established campsites allowed.*

***Note:** Established campsites are those where the impacts of human presence are obvious (i.e. fire ring, compacted soil, loss of vegetation, etc.). Camping outside of established campsites at distances greater than 100 feet from the edge of water bodies is allowed when following No Trace Camping guidelines.*

***Monitoring:** A campsite inventory will be maintained and updated every two years. Naturalization of established campsites above the densities specified above will be carried out annually.*

Monitoring has been completed per Forest Plan direction. Current use is below the thresholds for social factors set by LAC for both the Primitive and Semi-Primitive Zones. It has been determined that there may be opportunities for outfitter/guide operations within the Wilderness without imposing limits on non-commercial use by the public. A specific analysis of potential impacts of outfitting/guiding and resulting determination of activities, locations, and service days would be addressed in the environmental analysis prepared in accordance with the National Environmental Policy Act (NEPA).

As mentioned in previous sections, there is potential for conflicts between users of packstock and hikers. The conflicts include damage to trail tread resulting from use of traditional packstock, manure left on trails, and actions by hikers that may startle packstock. These conflicts would not be specific to outfitter/guide use but result from non-commercial public use as well. It is felt that they may be decreased through continued education of all users on trail etiquette and support of the use of alternative packstock. In addition, there may be an opportunity to address some concerns through specifications made a part of permits that may be issued.

There is potential for conflict associated with competition for favored campsites during periods of peak use. This conflict can be avoided by specifying locations of camps, if appropriate, and periods of use. The environmental analysis would identify any areas in which overnight camps for outfitting/guiding would be prohibited.

## Part V

### Demand/Supply

---

### Types of Permits

The Colville and Idaho Panhandle National Forests do not currently have permits authorizing outfitting and guiding in the Salmo-Priest Wilderness. Outfitting and guiding activities that are conducted within the wilderness at this time are not authorized.

For the purpose of this needs assessment, temporary special use permits would be considered for issuance for areas within the Salmo-Priest Wilderness:

Temporary Special Use Permittees are those that typically obtain one year, temporary permits for operations. These types of permittees could become eligible for 5-year terms under a “priority use” permit. Authorized activities could include backpacking, and stock supported backpacking activities, but primarily backpacking.

### Activities

**Winter guiding** - Involves travel/access predominantly on skis or snowshoes, winter camping skills and activities in potentially hazardous avalanche terrain.

**Backpacking** - Involves accessing the wilderness on foot while physically carrying your own camping equipment.

**Packstock supported** - Involves the use of traditional, predominantly shod stock such as horses and mules for riding access and/or carrying supplies/equipment in support of persons accessing the wilderness on foot.

**Day rides** - Riding stock for wilderness that does not involve any overnight use.

**Alternative packstock** - Involves a type of packstock (llamas and goats are examples) that has not had a long historical presence in wilderness and is used for carrying supplies/equipment in support of persons accessing the wilderness on foot.

**Hunting** – Involves the location and taking of wildlife in accordance with State hunting regulations.

**Fishing** – Involves the location and taking of fish in accordance with State fishing regulations.

**Credited education** - Involves a curriculum that receives high school or college credit upon successful completion.

## Part VI

### Input From Others

---

#### **Public Involvement**

Public input was received during the development and eventual adoptions of the LAC for the Salmo-Priest Wilderness, beginning in 1988 and continuing until 1993. Some comments were received that spoke specifically to outfitting and guiding in the Wilderness. Areas of interest, expressed by those participating, included: trail management and the effects of human impact on access within the Wilderness; maintaining or restoring wilderness conditions where degraded; and managing campsites density and visitor distribution.

#### **Consultation With Other Agencies**

Kalispel Tribe of Indians  
Spokane Business Council  
Colville Business Council  
Washington State Department of Fish and Wildlife  
Pend Oreille County (Commissioners)

#### **List of Contributors**

##### **Prepared By:**

Kim Di Rienz – Special-Uses Coordinator, Newport & Sullivan Lake Ranger Districts

##### **Resources Specialists:**

##### ***Priest Lake Ranger District, Idaho Panhandle National Forests***

Dale Schrempp – Wilderness Manager  
Debbie Butler – Recreation Special Uses Coordinator  
Kathy Murphy – District Ranger

##### ***Sullivan Lake Ranger District, Colville National Forest***

Michael Borysewicz – Wildlife Biologist  
John Ogmundson – Wilderness Manager & Trails Coordinator  
Betty Higgins – District Ranger

##### ***Colville National Forest – Supervisor’s Office***

Kathy Ahlenslager – Botanist  
Amanda Kunzman – Fisheries Biologist  
Bert Wasson – Hydrologist  
Nancy Glines – Soils Scientist  
Steve Kramer – Archeologist  
Jann Bodie – Assistant Recreation Staff

**Reviewed By:**

Mike Heilman – Special Uses, Pacific Northwest Regional Office, Forest Service  
Susan Sater – Wilderness Program Leader, Pacific Northwest Regional Office, Forest Service  
Rick Brazell – Forest Supervisor, Colville National Forest  
Craig Newman – Forest Recreation and Lands Officer, Colville National Forest  
Ranotta McNair – Forest Supervisor, Idaho Panhandle National Forests

## Literature Cited

- Cole, D.N. 1982. Wilderness campsite impacts: effects of amount of use. USDA Forest Service Research Paper INT-284
- McCool, S.F., D.N. Cole, R.C. Lucas, G.H. Stankey. 1987. Maintaining wilderness quality through the limits of acceptable change planning system. In: Stankey, G.H. and S.F. McCool compilers: Proceedings—Symposium on Management of Park and Wilderness Reserves, 4<sup>th</sup> World Wilderness Congress, September 11-18, 1987, Estes Park, CO USA
- USDA Forest Service, 1973. Establishment Report for Salmo Research Natural Area, and associated documents. Colville National Forest. Colville, WA.
- USDA Forest Service. 1987. Forest Plan, Idaho Panhandle National Forests. United States Department of Agriculture - Forest Service, Northern Region.
- USDA Forest Service. 1988. Colville National Forest Land and Resource Management Plan and associated documents. United States Department of Agriculture - Forest Service, Pacific Northwest Region.
- USDA Forest Service. 1995. Salmo-Priest Wilderness Standards and Guidelines Environmental Assessment. Colville National Forest and Idaho Panhandle National Forests. Colville, WA.
- USDA Forest Service. 2004. National Visitor Use Monitoring Results, Colville National Forest. . United States Department of Agriculture - Forest Service, Pacific Northwest Region, Colville National Forest.
- Washburne, R.F. 1982. Wilderness recreational carrying capacity: are numbers necessary? *Journal of Forestry* 80(1): 726-7

