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Methow Valley, Chelan, and
Tonasket Ranger Districts

Chelan, Okanogan,
Whatcom, and Skagit
Counties, Washington



February 2013

Pack and Saddle Stock Outfitter-Guide Special Use Permit Issuance

Final Environmental Impact Statement Summary



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SUMMARY

Changes Between Draft and Final Environment Impact Statement

- Revised the Purpose and Need to add a Forest Plan Amendment addressing campsites within 200 feet of meadows, streams, lakes, and key interest areas.
- Incorporated information from revised 2012 Needs Assessment.
- Revised the Proposed Action to add a Forest Plan amendment to MA15B-21L to allow the pack and saddle stock outfitter-guides to use existing campsites within 200 feet of meadows, streams, lakes, and key interest areas.
- Updated the Public Involvement section to add information about release and review of the Draft EIS.
- As a result of comments on the DEIS, added a Significant Issue pertaining to the number of service days and barren core limitations in Alternative 2.
- As a result of comments on the DEIS, added an Other Issue pertaining to the economic impact of the pack and saddle stock outfitter-guides.
- Added Alternative 4 to address DEIS comments over service days and barren core
- Added Forest Plan amendments to Alternatives 2 and 3 to address campsites within 200 feet of meadows, streams, lakes, and key interest areas.
- Updated the visitor use information.
- Added environmental analysis of Alternative 4
- Added environmental analysis of forest plan amendment concerning camps within 200 feet of meadows, streams, lakes, and key interest areas.
- Added an Economic and Social Analysis.
- Made numerous, minor editorial and spelling corrections.

Pack and Saddle Stock Outfitter-Guide Special Use Permit Issuance Final Environmental Impact Statement Summary, February 2013

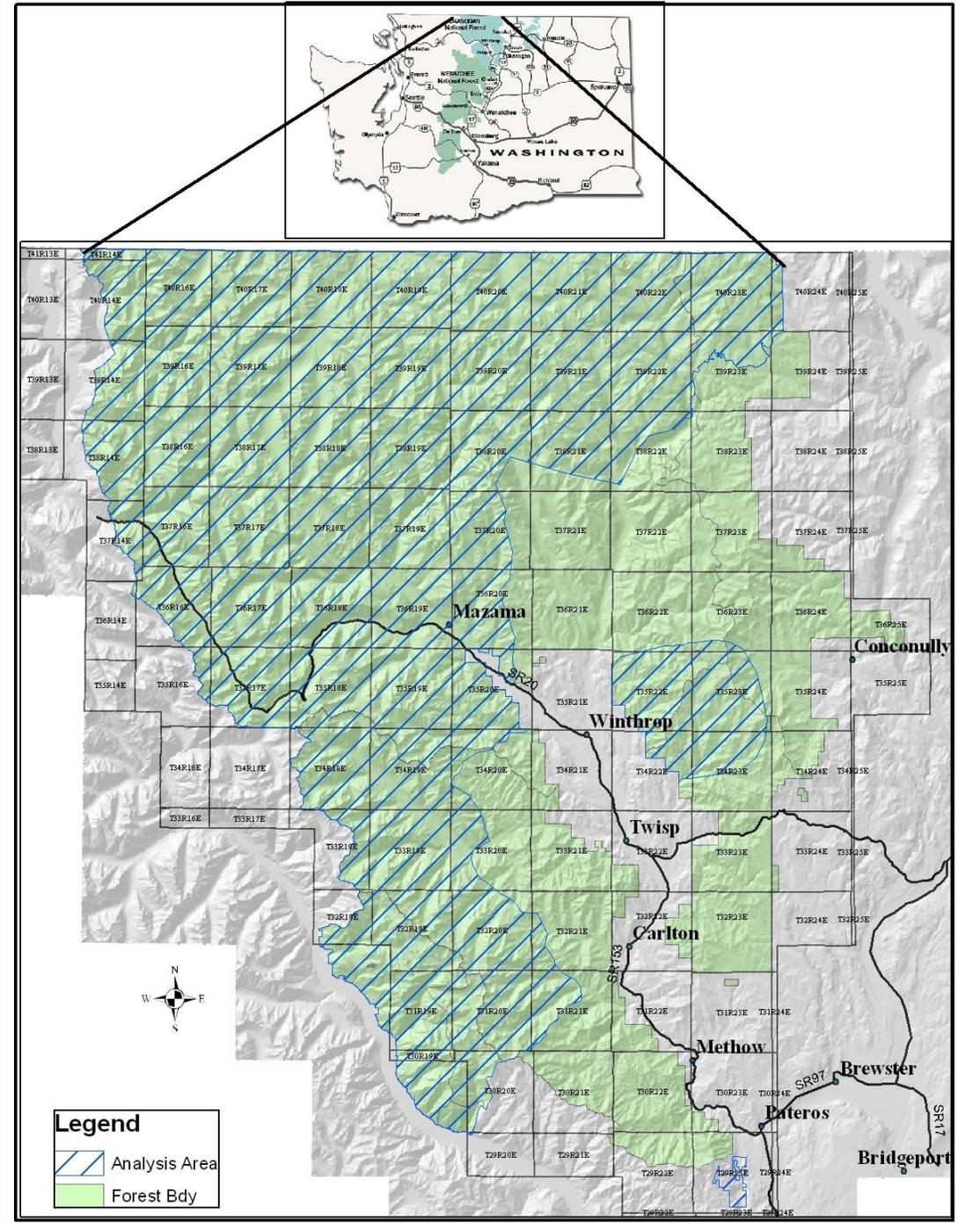
Introduction

Pack and saddle stock outfitters have been operating throughout the analysis area for the past 20 to 50 years. Some operated under 5-year term permits, while other operated under short-term permits (lasting less than one year). All the 5-year permits expired around 10 years ago, and since that time, all the businesses have been issued short-term permits annually to allow them to continue operations while the environmental analysis of the proposal to issue 10-year permits was completed.

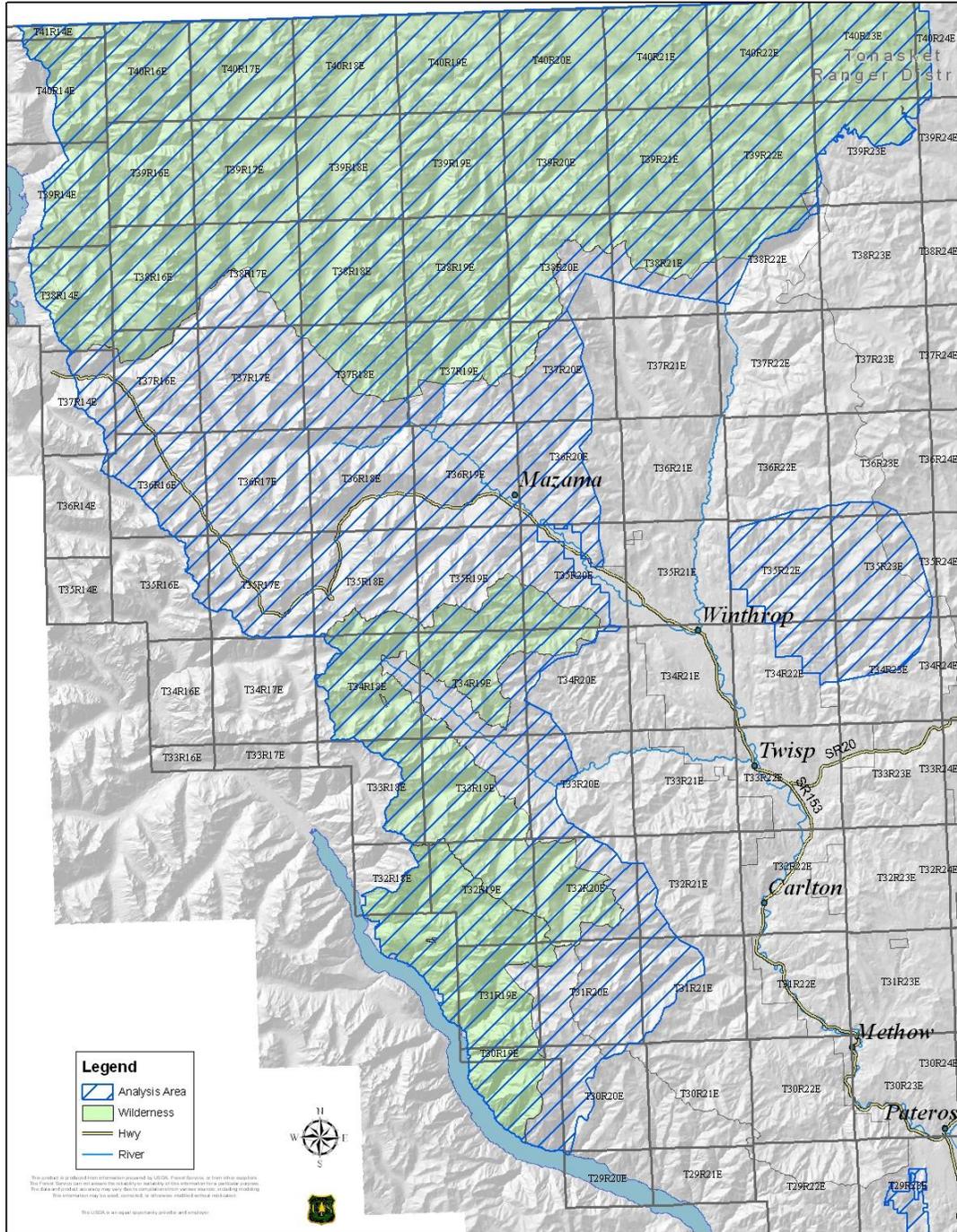
This document displays the analysis of issuing 10-year term pack and saddle stock outfitter-guide special use permits to these businesses or to other suitable businesses if those listed stop operations. The current combined number of actual service days for all existing short-term permits represents around 3% of the overall outfitted and non-outfitted visitor days (defined as one person for one day) across the analysis area, and approximately 15% of all pack and saddle stock use. The analysis area is shown on the Vicinity Map, page Summary-2 and the Analysis Area Map, page Summary-3.

The Forest Service has prepared this Final Environmental Impact Statement (FEIS) in compliance with the National Environmental Policy Act (NEPA) and other relevant Federal and State laws and regulations. This FEIS discloses the direct, indirect, and cumulative environmental effects that would result from implementing the proposed action and alternatives to the proposed action. The Record of Decision, which is the decision document associated with the FIES, is a separate document, written after completion of the FEIS.

Map S-1. Pack and Saddle Stock Outfitter-Guide Permit Vicinity Map



Map S-2. Pack and Saddle Stock Outfitter-Guide Permit Analysis Area



Purpose and Need for the Proposed Action

The purpose and need is the objectives of the analysis. It provides the underlying reasons for the Forest Service in developing the Proposed Action. The purpose and need for action of this analysis is three-fold:

- respond to special use permit applications from current pack and saddle stock outfitter-guides,
- protect wilderness character in the Pasayten and Lake Chelan-Sawtooth Wilderness Areas while providing necessary pack and saddle stock outfitter-guide commercial services,
- reconcile inconsistencies between forest plan standards and guidelines for barren core (see Glossary) in wilderness with party size limitations (currently 12 people and 18 head of stock), and the non-degradation policy and the prohibition on camps within 200 feet of meadows, streams, lakes, and special interest areas.

Respond to Permit Applications

Previously-issued term special use permits for the outfitter-guides listed at the beginning of this chapter have expired and each of the outfitter-guides has submitted an application for 10-year term permits. Part of the purpose and need for action is to respond to these applications.

The Forest Service Special Uses Handbook (FSH 2709.11, USDA Forest Service 2004a) specifies the steps to follow for proposals (applications) that have been accepted. Section 12.5 states a “proposal is considered a proposed action for the purposes of NEPA when it is accepted as a formal written application”. The Forest Plans either give priority to authorizations that provide a public service (Okanogan Forest Plan, page 4-47), or where there is a demonstrated public need or demand for recreation service (Wenatchee Forest Plan, page E-11). The Okanogan Forest Plan encourages the use of recreation service partnerships and special use authorizations where they are compatible with the goals of the management area (Okanogan Forest Plan, pages 4-38 to 4-39). The Wenatchee Forest Plan also recognizes that outfitter-guides provide valuable recreational opportunities for the segment of the public who do not have the expertise, equipment or physical capabilities to enjoy these experiences on their own (Wenatchee Forest Plan, page E-11).

Protect Wilderness Character While Allowing Minimum Commercial Services

FSH 2709.11 also includes the requirement to address the need for and role of outfitters in the Forest Plan. The Wilderness Act prohibits commercial services except “to the extent necessary for activities which are proper for realizing the recreational or other wilderness purposes of the areas.”

The Forest Service completed the analysis for both the need and extent necessary, and documented the findings in a paper titled “Determination of Need and Extent Necessary for Commercial Services (Outfitters and Guides) in the Pasayten Wilderness and Lake Chelan-Sawtooth Wilderness”, April 2012 (USDA Forest Service, 2012). This paper is referred to as the “2012 Needs Assessment” in this document. The following information is summarized from the Needs Assessment. Refer to **Appendix B** for the full document.

The 2012 Needs Assessment found there is a need for pack and saddle stock outfitter guides in wilderness. The criteria used for the evaluation included:

- Is the activity allowed in wilderness?
- Does the activity educate clients about the wilderness resource?
- Does the activity promote solitude, or primitive and unconfined recreation?
- Does the activity provide a public purpose, and does the level of skill, knowledge, equipment, and safety required for the activity support the need for commercial services?

Pack and saddle stock use is an appropriate mode of transportation in wilderness, since it does not include any mechanized or motorized equipment. Outfitter-guides teach their clients about wilderness directly in conversations about wilderness, and indirectly through demonstrating how to travel and stay in the wilderness without modern conveniences. Pack and saddle stock outfitter-guides trips promote solitude by taking clients to remote locations within wilderness, and letting them experience primitive and unconfined recreation. The outfitters also serve a public purpose by offering trips for recreation, scenic viewing, and historic use to the public. Their services are needed by an element of the public due to the fact that many people are not skilled in stock handling, do not own stock and equipment, do not have the knowledge of stock handling techniques that minimize resource damage, and would be endangering their lives or the lives of others because of the hazards associated with stock.

The minimum amount of commercial services needed to provide for recreation is not a number that can be precisely calculated. Rather, several factors are considered to establish a range of service days that would provide the minimum extent of commercial service. The factors include the:

- need for commercial services,
- historic number of service days,
- proportional relationship between outfitter and non-outfitted use levels,
- current resource conditions and impacts from recreation use on wilderness character,
- wilderness capacity, and
- anticipated changes in overall number of recreationists and need for outfitter guides.

Considering all the factors, the minimum extent of pack and saddle stock commercial services in the Pasayten ranges from approximately 1,735 to 2,170 service days. In the Lake Chelan-Sawtooth, the range is approximately 660 to 825 (Needs Assessment, 2012).

Reconcile Inconsistencies Between Forest Plan Wilderness Standards and Guidelines

Currently both the Okanogan and Wenatchee Forest Plans have inconsistent management direction regarding party sizes and maximum vegetation loss (barren core) sizes. There is also inconsistency between campsite proximity to meadows, streams, lakes, and special interest areas and the non-degradation policy (USDA, 1989a and USDA, 1990).

Wilderness standards and guidelines allow for a party size of 12 people and 18 head of stock (standard and guideline MA 15B-21N in the Okanogan Forest Plan, and Table IV-15, page IV-77, Wenatchee Forest Plan), yet campsites can have no more than 400 to 1,000 square feet of vegetation loss or barren core, depending on the Management Area or Wilderness Recreation Opportunity Spectrum Class (MA 15B-22b, Okanogan Forest Plan, and Table IV-5, page IV-77, Wenatchee Forest Plan). It is physically impracticable to fit pack and saddle stock outfitter-guide camps with 12 people and 18 head of stock inside areas of from 400 to 1,000 square feet

of bare mineral soil. There is a need to make campsite barren core standards and guidelines and party size allowances compatible for pack and saddle stock outfitter-guides in wilderness in order to provide the necessary pack and saddle stock outfitter-guide commercial services.

Currently, the Okanogan Forest Plan includes a standard and guideline that prohibits camping within 200 feet slope distance from meadows, lakes, streams, and key interest areas in the Pasayten and Lake Chelan-Sawtooth wilderness areas (MA15B-21L). The Wenatchee Forest plan does not include standards and guidelines restricting camping near these features. The established network of campsites includes approximately 500 sites in the Pasayten and 135 in the Lake Chelan-Sawtooth Wilderness. The pack and saddle stock outfitter-guides regularly use approximately 75 of those in the Pasayten and 24 in the Methow Valley Ranger District side of the Lake Chelan-Sawtooth, or a total of 99 within the area subject to the Okanogan Forest Plan requirement. Approximately 86 of these are within the 200-foot buffer around meadows, streams, lakes, and key interest points. The remaining 13 campsites would not be an adequate number for the pack and saddle stock outfitter-guide operations. As with the need to amend the barren core standards and guidelines, an amendment of MA15B-21 L is needed in order to provide the necessary pack and saddle stock outfitter-guide commercial services. Refer to **Appendix A** for a list of campsites, and which are within the buffer.

When the Forest Plans were adopted in 1989 and 1990, standards regarding acceptable campsite impacts were incorporated. Those standards were based on the science and literature available at the time, with the awareness that there were some long-standing existing campsites that exceeded the Forest Plans standards for acceptable size and were located close to meadows, streams, lakes, and key interest areas. These same campsites still exist and are currently used by both outfitter-guides and the non-outfitted public.

In the time between when the Forest Plans were published and the present (over two decades), substantial research on recreation impacts in wilderness has been conducted, and the results have consistently suggested that using existing, stable campsites is preferable to creating new campsites and degrading the wilderness character (Cole and Hall, 1992). Many of the sites that were not within standards at the time the plan was adopted are in improved or stable condition, although they remain outside Forest Plan standards. Refer to Figures A-1 and A-2 for details about each camp.

Even though wilderness condition has been on an upward or stable trend since designation, groups of 12 people and 18 head of stock perpetuate camps with a barren core in some areas. Generally, groups of 12 people and 18 head of stock could perpetuate barren cores in excess of the forest plan standards and guidelines. Amendment of the Forest Plans is a mechanism to create compatibility between barren core standards and party size allowances for pack and saddle stock outfitter-guide camps in wilderness that would not increase current levels of barren core and would allow these needed commercial services to continue.

The Forest Service also encourages people to use existing campsites to avoid wilderness degradation by controlling campsite density and keeping the wilderness condition on the current upward or stable trend. As with the amendment for barren core, amending the Okanogan Forest Plan to allow outfitter-guides to use existing campsites is a mechanism to prevent wilderness degradation from creation of new campsites.

Proposed Action

The proposed action is developed early in the process to authorize, recommend, or implement an action to meet stated purposes, needs, and goals based on the best known information. The original proposed action included in the DEIS and used for public scoping was modified. The Forest Service Handbook was revised after scoping and the number of service days in the proposed action was modified to meet current handbook direction for determining service days (FSH 2709.11, Chapter 40). In addition, a forest plan amendment was added that would allow the outfitters to use existing campsites within 200 feet of meadows, lakes, streams, and key interest areas. Refer to the Alternatives Considered but Eliminated section in Chapter 2 for the rationale for eliminating the original proposed action. The original proposed action was eliminated from further consideration (see Alternatives Considered but Eliminated in Chapter 2). The modified proposed action became Alternative 2 in this FEIS. It is described in detail in Chapter 2.

The Okanogan-Wenatchee National Forest Supervisor proposes to issue ten-year, term special use permits to the following pack and saddle stock outfitter-guide companies in the Pasayten Wilderness, Lake Chelan-Sawtooth Wilderness, Sawtooth Backcountry, North Cascades, Middle Methow, Bear/Ramsey/Volstead, and Alta Lake areas following completion of the analysis process (likely spring 2011):

- Cascade Wilderness Outfitters
- Deli Llama Wilderness Adventures
- Early Winters Outfitting
- North Cascade Outfitters
- North Cascade Safaris
- Sawtooth Outfitters

Permits could also be issued to other acceptable businesses if any of the above businesses cease operations, or have permits revoked, as long as the maximum annual service days presented below are not exceeded.

A maximum of 4,620 annual priority use service days would be assigned to the outfitters, or replacements. A service day is defined as one outfitter-guide client for one day. Each ten-year permit would include a specific number of priority use service days that would equal the highest amount of actual use each has had in the five years prior to the issuance date. Any days not assigned would be held in a pool that could be accessed by the outfitter-guides to cover days that exceed the number of assigned days (FSH 2709.11).

Permit areas include all MA 15B areas in the Pasayten and Lake Chelan-Sawtooth Wilderness Areas on the Okanogan National Forest, and the portion of the Lake Chelan-Sawtooth Wilderness on the Wenatchee National Forest allocated to Transition, Primitive, and Semi-Primitive, and the North Cascades, Sawtooth Backcountry, Bear/Ramsey/Volstead, Middle Methow, and Alta Lake areas. These areas are shown on **Map 1-3 in the Map Section** of this document.

The proposed action includes assigned site locations within wilderness for existing assigned camps at Bald Mountain, Sheep Mountain, Crow Lake, Beaver Creek, and Whistler. Assigned sites are locations authorized for exclusive occupancy and use for which a fee is paid by the permit holder (also called 'designated' or 'reserved' sites). All sites listed above are in the Pasayten Wilderness (refer to **Map 3.2-1 in the Map Section** of this document). Assigned sites are primarily used for guided horseback trips with cooked meals and most or all camping gear provided. Outfitter-guides can set up camps at these locations for the entire season. All camp equipment except hitch rails, corrals, and tent poles are removed from the campsite at season end and not cached over winter. Camp locations for all other trips are limited to existing camp locations. Equipment and supplies are not left at these locations for more than 24 hours when camp is not occupied. Assigned site locations allow better monitoring because use impacts would be solely from outfitter-guide activity. Additional assigned sites could be designated at existing campsites to allow for closer monitoring and subsequent modification of use to address resource concerns and assist in outfitter-guide operations if needed in the future.

The proposed action also includes assigned sites for base camps at the Andrews Creek, Billygoat, Slate Creek, and Crater Creek trailheads (Methow Valley Ranger District); Fish Creek camp (Chelan Ranger District). These locations are outside wilderness. Each location has corrals, watering troughs, and other improvements necessary to protect resources. All assigned camps and base camps are shown on **Maps 3.2-1 and 3.2-2 in the Map Section** of this document.

Forest Plan Amendments

The following standard and guideline would be added to the Okanogan and Wenatchee Forest Plans. It would pertain only to pack and saddle stock outfitter-guide operations in wilderness.

Pack and saddle stock outfitter-guides shall not be allowed to increase the existing amount of barren core (bare, mineral soil) in established campsites. In campsites where the existing amount of barren core exceeds 5,250 square feet, pack and saddle stock outfitter-guides shall not use more than 5,250 square feet of the barren core. All pack and saddle stock outfitter-guides shall use the same delineated, 5,250 square-foot area for each camp and shall not use any area outside of the delineated 5,250 square-foot area.

Standard and guideline MA15B-21L would be reworded as follows:

Campsites should be located at least 200 feet slope distance from meadows, lakes, streams, and key interest areas, except existing campsites used by pack and saddle stock outfitter-guides. Camping may be restricted or prohibited in certain areas to protect wilderness values.

Public Involvement

In the late 1990s, the Methow Valley Ranger District started receiving comments and concerns from a few individuals and groups about pack and saddle stock outfitter-guide activities in the Pasayten Wilderness. Field observations from some people indicated that recreation activities in general, and outfitter-guide activities in particular, did not meet Forest Plan standards and guidelines. In response to the concerns, the District developed a "Wilderness Recreation, Stock,

and Outfitter Use Strategy and Action Plan”, signed by the Forest Supervisor on April 24, 2000 (USDA Forest Service 2000e). This plan, and subsequent accomplishment reports and action plans were mailed to everyone who expressed concern or interest in the topic, inviting further comments on the situation.

A scoping letter requesting comments on the proposed action to issue pack and saddle stock outfitter-guide special use permits was mailed to persons and organizations on the District mailing list on November 15, 2000. The proposed action included a non-significant amendment to standard and guideline MA15B-22B to allow outfitter campsites in wilderness to exceed 400 square feet of vegetation loss. A total of 110 letters were received in response to the Wilderness Action Plan and the scoping letter.

Following publication of a notice of intent to file an environmental impact statement in the Federal Register on June 22, 2005, an updated scoping letter was mailed on June 23, 2005 to those who provided input on the Wilderness Action Plan or responded to the November 15, 2000 scoping letter, in addition to those on the Tonasket, Chelan, and Methow Valley Ranger District mailing lists. The proposal had changed to increase the number of service days, and to eliminate the Forest Plan amendment. Eleven letters were received in response to the scoping letter and Notice of Intent.

The proposed action was altered when the revised Forest Service Handbook 2709.11 was published, giving specific direction on calculating service days. An updated Notice of Intent was published in the Federal Register on July 21, 2010, correcting the estimated publication date and number of service days, and including specifics about the proposed forest plan amendment. A letter was also sent on July 30, 2010 to those on the project mailing list updating the DEIS release date, and explaining the proposed forest plan amendment.

The DEIS was distributed to approximately 200 people and organizations on August 31, 2010. The original 45-day comment period was extended to 60 days to accommodate requests for additional review time. Two hundred and fifty-eight comment letters were received. All comments were addressed in the FEIS, and additional analysis was added where needed. Alternative 4 was added to respond to concerns about the barren core limitations in Alternative 2, and to a concern that the number of service days in Alternative 2 would not be enough for the pack and saddle stock outfitter-guides if the demand for their services rebounded to levels seen ten years ago. The Forest Service also determined that an amendment of the standard and guideline prohibiting camping within 200 feet of meadows, lakes, streams, would be needed to implement the proposed action.

The Issue Tracking Form in the analysis file summarizes and responds to each comment. All letters are included in the analysis file.

Government-to-government letters were mailed to the Yakama Indian Nation and the Confederated Tribes of the Colville Reservation in June, 2005, requesting consultation on the proposal. Neither tribe identified concerns about the proposal. Consultation with the US Fish and Wildlife Service and the National Marine Fisheries Service was completed, and both agencies issued concurrence letters. Consultation with the State Historic Preservation Office was not required because the proposed action and alternatives would be excluded from case-by-case review by the Programmatic Agreement.

Issues

Issues are points of concern about environmental effects that may occur as a result of implementing the proposed action. Issues provide focus for the analysis of environmental effects and influence alternative development, including development of mitigation measures.

Significant Issues are used to formulate alternatives to the proposed action, prescribe mitigation measures, and analyze environmental effects. They are used to compare the alternatives in the Comparison of Alternatives Table in Chapter 2. Key Issues are referred to by the Council on Environmental Quality (CEQ) as significant because of the potential extent of their geographic distribution, duration of their effects, or intensity of interest or resource conflict, if not mitigated or otherwise addressed. Key Issues were identified by the Interdisciplinary (ID) Team and approved by the Responsible Official.

In addition to “Significant Issues,” “other” issues were raised. They were considered as this project was developed, analyzed and may have generated mitigation measures. However, they are less focused on the elements of the Purpose and Need and did not influence formulation of alternatives. They are addressed in the effects analysis (Chapter 3).

Finally some issues were; 1) outside the scope of the proposed action, 2) already decided by law or regulation, Forest Plan, or other higher level decision, 3) irrelevant to the decision to be made, or 4) conjectural and not supported by scientific or factual evidence. The Council on Environmental Quality NEPA regulations require identification and elimination from detailed study the issues which are not significant or which have been covered by prior environmental review (Sec. 1506.3). A summary of all public issues and their disposition is available in the project analysis file.

SIGNIFICANT ISSUES

Significant Issue 1: Current and proposed pack and saddle outfitted use does not comply with some Forest Plan wilderness standards and guidelines or with the Wilderness Act because the party size and amount of use perpetuates large camps and degrades the condition of the wilderness.

Some respondents considered conditions in the Pasayten and Lake Chelan-Sawtooth Wilderness Areas to be out of compliance with Forest Plan standards and guidelines and the Wilderness Act. Some felt that problems were created by the amount of pack and saddle stock outfitter-guide activity. Some were concerned about the number of hiker encounters with pack strings. Others commented on the size of the areas of vegetation loss and bare compacted soil, number of trees with exposed roots in campsites, number of trees damaged by recreation activities, and other standards and guidelines. Some comments described conflict between different user groups, and between outfitted and non-outfitted groups. Some expressed concern about wilderness degradation.

The effects are measured by:

- qualitative discussion about compliance with the Wilderness Act in terms of the qualities that make up wilderness character: untrammelled, undeveloped, natural, and opportunities for solitude or primitive and unconfined recreation.
- qualitative discussions about the standards and guidelines, focusing on those not being met, and the effect the proposed Forest Plan amendment will have on wilderness character.

These effects were analyzed, and are disclosed in the Wilderness section of Chapter 3.

Significant Issue 2: Current and proposed pack and saddle stock outfitted use could degrade wetlands and habitat for native plant species when pack and saddle stock trample wetland and riparian vegetation and graze in wetlands and other areas.

People expressed concern about the effect pack and saddle stock outfitter-guides are having on plants; that the current number of service days was leading to damaged wetlands. People were concerned that stock grazing was leading to changes in plant communities and loss of vegetative cover in wetlands and other areas. Some expressed concern about the effects of livestock manure and urine on plant species; these people generally felt that the proposed number of service days was too high.

The effects are measured by:

- estimated number of acres of wetland within 500 feet of pack and saddle stock camps;
- qualitative discussion about the effects of activities on the wetlands;
- effects determination statements for threatened, endangered, and sensitive plant species;
- qualitative discussion of the effects of grazing on plant composition.

These effects were analyzed, and are disclosed in the Botany section of Chapter 3.

Significant Issue 3: Current and proposed pack and saddle stock outfitted use could degrade some habitat for threatened, endangered, or sensitive wildlife species through increased encounters between people and animals, or through habitat degradation.

Comments expressed concern over the outfitter-guide effects on wildlife, specifically threatened, endangered, or sensitive species. These people generally felt that the proposed number of service days was too high.

The effects are measured by:

- effects determination statements for threatened and endangered wildlife species;

The effects are disclosed in the Wildlife section of Chapter 3 and in a Wildlife Biological Assessment (BA) completed for the analysis.

Significant Issue 4: Current and proposed pack and saddle stock outfitted use could degrade water quality and aquatic resources when pack and saddle stock cross streams on trails, or access water sources and damage riparian vegetation, break down stream banks, and degrade water quality.

Concern was expressed about the effects of outfitter-guide activities, specifically impacts from stock on water quality and aquatic resources. It was suggested that the number of service days be reduced to minimize impacts.

The effects on water quality and riparian habitat are measured by:

- effects determination statements from Biological Assessment for threatened and endangered fish species;
- quantitative estimates of the square feet of riparian areas affected by pack and saddle stock activities;
- qualitative discussion of compliance with Northwest Forest Plan Aquatic Conservation Strategy (ACS) and PACFISH Riparian Management (RMO) Objectives;
- qualitative discussion on compliance with state water quality standards and the Clean Water Act;
- effects of loose grazing on riparian areas, streams, and lakes,
- qualitative discussion about stream sedimentation;
- qualitative discussion of sediment from trails
- qualitative discussion of fecal coliform levels.

The effects were analyzed, and are disclosed in the Hydrology and Aquatics sections of Chapter 3 and in the Aquatic Biological Assessment completed for this analysis.

Significant Issue 5: The barren core limitations in Alternative 2 would not be large enough for a party of 12 people and 18 head of stock, and the number of service days in that alternative would not allow the businesses to respond to increases in demand for pack and saddle stock outfitter-guide services.

The current pack and saddle stock outfitter-guides, in addition to numerous individuals and organizations, expressed concern over the barren core limitations and number of service days in Alternative 2 in the DEIS. They felt that a larger barren core was needed. They also felt that the number of service days in Alternative 2 would not allow them to respond to demand for their services if that demand increased to the level seen ten years ago.

The effects on outfitter-guide operations were measured by:

- quantitative discussion on existing barren core in outfitter camps, and the amount of area needed for a party of 12 people and 18 head of stock
- qualitative discussion on the impacts to the businesses from the number of service days.

Alternative 4 was added to this FEIS to address these concerns. The environmental and social impacts of the alternative are included in Chapter 3.

OTHER ISSUES

In addition to resources associated with the Significant Issues, the public identified other concerns about the effects of the proposed action on a variety of other resources. These concerns were addressed through mitigation measures, or found to be unaffected by the proposed action or alternatives, and were not used in alternative formulation. The effects on them are described in Chapter 3 of this document. The issues include:

1. Pack and saddle stock outfitter-guides could introduce noxious weeds into currently weed-free areas, such as wilderness, in stock manure. *Mitigation measures were added to avoid introduction and spread of invasive species, and to require the pack and saddle stock outfitter-guides to participate in the species identification, mapping, surveying and control*
2. Pack and saddle stock outfitter-guides could degrade air quality with smoke from campfires. *An analysis of smoke from outfitter-guide campfires found that it would not degrade air quality, or violate the Clean Air Act. The analysis is included in Chapter 3.*
3. Firewood gathering by outfitter-guides could degrade the environment by removing down woody debris and limiting or eliminating this habitat component. *A mitigation measure was added that would prohibit outfitter-guides from using downed wood larger than 12 inches in riparian areas. Another mitigation measure would prohibit outfitters from cutting snags for firewood. The terrestrial wildlife analysis found that firewood gathering (of downed wood) would not limit habitat for species needed downed wood.*
4. Reducing the number of service days allowed could lead to some existing pack and saddle stock outfitters going out of business because of reduced revenues. *This was addressed in Alternative 4.*
5. Pack and saddle stock outfitter-guides could degrade the experience of other recreation users outside of wilderness by perpetuating conflicts between outfitted and non-outfitted user groups, increasing the number of people recreating in any given area, and adding to conflicts between user groups. *These concerns were analyzed in the Recreation section in Chapter 3. Infrequent conflicts between user groups have been reported in the past.*
6. Pack and saddle stock outfitter-guide activities could lead to soil damage and displacement in meadows and other areas by stock trampling, grazing, and crossing wet areas. *Mitigation measures were added to avoid or minimize impacts to soil and vegetation. Impacts to soil are included in the Soil section of Chapter 3.*
7. Pack and saddle stock outfitter-guide grazing could exceed Forest Plan standards and guidelines pertaining to forage utilization when stock are allowed to graze unconfined around campsites. *The range analysis found that forage utilization standards are not being exceeded. This is included in the Range section of Chapter 3.*
8. Pack and saddle stock outfitter-guides are important to the local economy. *An economic analysis was added to the FEIS. The results are included in the Economic and Social Analysis section of Chapter 3.*

Alternatives Considered in Detail

Alternative 1 is the No Action alternative. The Proposed Action is Alternative 2. Alternative 3 was developed to respond to the issues and would reduce annual service days to 3,125 and not include additional assigned sites. Alternative 4 was developed to respond to comments regarding barren core and party size that were received in response to the DEIS.

ALTERNATIVE 1--NO ACTION

Objective

Eliminate pack and saddle stock outfitter-guide recreation use within the analysis area.

Description

This alternative would not issue special use permits to pack and saddle stock outfitter-guides. There would be no commercial pack and saddle stock outfitter-guide operations within the analysis area.

Mitigation and Monitoring

No specific mitigation or monitoring would occur that is not already prescribed by the Forest Plans.

ALTERNATIVE 2

Objectives

Alternative 2 would:

- Provide pack and saddle stock outfitter-guide services in the analysis area, which includes the Pasayten and Lake Chelan-Sawtooth Wilderness Areas, North Cascades, Sawtooth Backcountry, Middle Methow, Bear/Ramsey/Volstead, and Alta Lake analysis area sub-units on the Methow Valley, Tonasket, and Chelan Ranger Districts.
- Resolve inconsistencies between Forest Plan standards and guidelines by amending the Okanogan and Wenatchee Forest Plans to allow larger wilderness campsite barren cores to accommodate the established party size (12 people and 18 head of stock), and by allowing outfitter-guides to use existing camps within 200 feet of meadows, streams, lakes, and key interest areas while managing the Wilderness areas to maintain wilderness character.
- Provide enough service days in the Pasayten and Lake Chelan-Sawtooth wildernesses to fall within the range of service days needed to meet the minimum extent necessary to provide commercial services for wilderness appropriate activities.
- Authorize the highest amount of actual use service days of the existing pack and saddle stock outfitter-guides over the past five years and create a pool of days that will give an opportunity for pack and saddle stock outfitter-guides to develop a modest amount of growth (25%). This follows Forest Service Handbook 2709.11, Chapter 40 direction for determining service days (US Forest Service, 2008a).

Description

This alternative would issue 10-year term special use permits for pack and saddle stock outfitter-guides on the Methow, Chelan, and Tonasket Ranger Districts. Assigned sites (camps and base camps) would allow closer monitoring and modification of operations to reduce the size of the barren core and address other resource concerns. Assigned camp sites would be used for most full-service camps. Appendix A includes a list of all authorized campsites. A total of 4,620

annual service days would be divided among the outfitters, or replacements who meet term permit requirements. The outfitters would have a total of 270 animal unit months for authorized grazing.

The service days would be distributed among the different portions of the analysis area, with each business receiving approximately the same proportion of service days it had in the past, compared to all pack and saddle stock outfitters. **Figure 2-1** shows the distribution in the different areas. When the 10-year permits are issued, the number of service days allocated to each outfitter would be determined by adding the highest actual use in the past 5 years, plus 25%. Any unallocated service days would be held in pool for outfitters to access on a year-to-year basis if and when demand exceeds individually allocated service days. The number of allocated service days would be adjusted at the 5-year mark in the 10-year permits using the same technique, without exceeding 4,620.

Figure S-1. Alternative 2: Number of Service Days by Area and Total

Area	Total Service Days
Pasayten Wilderness	2,000
Lake Chelan-Sawtooth Wilderness	720 (240 on Methow Valley) (480 on Chelan)
North Cascades	200
Sawtooth Backcountry	400 (140 on Methow Valley) (260 on Chelan)
Bear/Ramsey	100
North Cascades (Day Rides)	450
Alta Lake (Day Rides)	750
Middle Methow	0
Total	4,620

The day rides in the North Cascades and Alta Lake areas are horse riding or hiking with pack support for a portion of, or an entire day. Rides range from a half-hour to all day, with the majority lasting one hour. Day rides generally leave from private land adjacent to NFS land, and occur on trails seldom used by non-outfitted hikers or horseback riders.

The rest of the service days are for overnight camping. Five camp locations would be assigned to the horse and mule packers to allow closer monitoring. In the Pasayten Wilderness assigned sites (see **Map 1-4** in the Map Section of this document) would include camps at Bald Mountain, Sheep Mountain, and Beaver Creek, Crow Lake, and Whistler. Assigned sites would be used for full-service trips. Outfitters would be allowed to set up camps at these locations, and leave them for the entire season. All camp equipment except hitch rails, corrals, and tent poles would be removed from the camp at the end of the season, and would not be cached over the winter. Camp locations for all other trips would be limited to existing pre-approved locations (refer to Appendix A for the majority of consistently used campsites). Camping equipment and supplies could not be left in these locations for more than 24 hours when the camp is not occupied.

Existing base camps Andrews Creek, Billygoat, Crater Creek, and Slate Creek trailheads and at the Fish Creek Camp would also be assigned as described above. Each location would have corrals, livestock watering troughs, and other improvements necessary to protect resources. These base camps would provide places where outfitter-guides can keep pack and saddle stock during times of high use, and as starting locations where clients meet outfitters.

Forest Plan Amendments

A non-significant amendment would make standards for outfitter-guide campsites more compatible with party size limitations and provide for non-degradation of wilderness conditions as required in Okanogan Forest Plan (USDA Forest Service 1989b) (MA15B-21D, page 4-91). For the Wenatchee Forest Plan (USDA Forest Service 1990) the amendment would improve the compatibility of outfitter-guide campsites with some 'limits of acceptable change' indicators (Table IV-15, page IV-77). The amendment would only apply to pack and saddle stock outfitter-guides in the Pasayten and Lake Chelan-Sawtooth Wilderness Areas. The following standard and guideline would be added as standard and guideline MA15B-21BB to the Okanogan Forest Plan and to Table IV-15 on page IV-77 of the Wenatchee Forest Plan:

Pack and saddle stock outfitter-guides shall not be allowed to increase the existing amount of barren core (bare, mineral soil) in established campsites. In campsites where the existing amount of barren core exceeds 5,250 square feet, outfitter-guides shall not use more than 5,250 square feet of the barren core. All pack and saddle stock outfitter-guides shall use the same delineated, 5,250 square-foot area for each camp and shall not use any area outside of the delineated 5,250 square-foot area.

The Okanogan Forest Plan currently does not allow vegetation loss to exceed 400 square feet (MA15B-22B). The Wenatchee Forest Plan allows vegetation loss of up to 1,000 square feet (Table IV-15, page IV-77). Due to historical use, including large party-sizes and livestock grazing, some existing camps exceed 5,250 square feet. Continued use and short growing seasons have perpetuated some of these camps even though livestock grazing is no longer occurring and party size is now limited. It is physically impracticable to fit camps with 12 people and 18 head of stock inside areas of 400 to 1,000 square feet. Using computations (see **Appendix C**), 5,250 square feet was identified as an area in which 12 people and 18 head of stock could reasonably camp. This amendment would require outfitter-guides to identify the portion of the impacted area for consistent use. This would be included in the Camp Management Plan for each campsite. Areas outside of the designated area would not be used, allowing recovery to proceed. This amendment would improve the overall trend of non-degradation of wilderness conditions.

Another non-significant amendment to the Okanogan Forest Plan would allow pack and saddle stock outfitter-guides to use existing campsites within 200 feet of meadows, lakes, streams and key interest areas in the Pasayten and Lake Chelan-Sawtooth wilderness areas to avoid degradation of wilderness character and resources. The Wenatchee Forest Plan (USDA Forest Service 1990) does not have a standard and guideline restricting camping near these features. The Okanogan Forest Plan (USDA Forest Service 1989b) includes the following standard and guideline:

MA15B-21L - Campsites should be located at least 200 feet slope distance from meadows, lakes, streams, and key interest areas. Camping may be restricted or prohibited in certain areas to protect wilderness values.

There are approximately 75 established campsites regularly used by the pack and saddle stock outfitter-guides in the Pasayten Wilderness, and approximately 24 in the Okanogan portion of the Lake Chelan-Sawtooth Wilderness. Of these 99 existing campsites, 86 fall within 200 feet of meadows, streams or lakes or key interest areas. This amendment responds to public comments regarding inconsistency with Forest Plan Standards and Guidelines and would allow the pack and saddle stock outfitter-guides to use the established campsites in this 200-foot zone. The second sentence of the existing standard and guideline would not be amended and would still apply to outfitter-guide activities. This amendment would prevent degradation of wilderness conditions. The standard and guideline would be amended as follows:

MA15B-21L Campsites should be located at least 200 feet slope distance from meadows, lakes, streams, and key interest areas, except for established campsites used by pack and saddle stock outfitter-guides. Camping may be restricted or prohibited in certain areas to protect wilderness values.

Based on direction found in the Forest Service Manual 1926.51 (USDA Forest Service 2006a), these are non-significant amendments to both Forest Plans for the following reasons:

- The amendments apply only to outfitter-guide use areas in the Pasayten Wilderness and the Lake-Chelan-Sawtooth Wilderness (Okanogan Forest Plan Management Area 15B and Wenatchee Forest Plan Management Prescription W-1, primitive and semi-primitive wilderness classes). There are no established campsites designated for use by the pack and saddle stock outfitter in the Transition wilderness class.
- The amendment applies only to pack and saddle stock outfitter-guides and not to other users of wilderness. Outfitter-guide use is 10% of overall use in the Pasayten Wilderness and 2% of overall use in the Lake Chelan-Sawtooth Wilderness.
- The amendment is designed to avoid degradation of wilderness conditions and limit acceptable change; some existing impacts would diminish over time.
- No management area boundaries would change.

Therefore amendments are not significant because they are minor changes that do not significantly alter the multiple use goals and objectives for long-term land and resource management.

ALTERNATIVE 3

Objectives

Alternative 3 would:

- Provide pack and saddle stock outfitter-guide services in the analysis area, which includes the Pasayten and Lake Chelan-Sawtooth Wilderness Areas, North Cascades, Sawtooth Backcountry, Middle Methow, Bear/Ramsey/Volstead, and Alta Lake analysis area sub-units on the Methow Valley, Tonasket, and Chelan Ranger Districts.

- Reduce the number of service days to respond to concerns over botany, wetlands, aquatic habitat, wilderness character, and terrestrial wildlife.
- Reduce the number of service days to address concerns about water quality, wilderness, riparian habitat, wildlife, wetlands, and native plant species.
- Resolve inconsistencies between Forest Plan standards and guidelines by amending the Okanogan and Wenatchee Forest Plans to reduce maximum party size to 12 heartbeats, allow large enough campsite barren cores to accommodate the reduced party size, and by allowing outfitter-guides to use existing camps within 200 feet of dry meadows, but prohibiting camping within 200 feet of wetlands, streams, lakes, and key interest areas.
- Authorize the average number of used service days over the past five years, plus 25% for a modest amount of growth.

Description

This alternative would issue 10-year, term special use permits for outfitter-guides in wilderness and the backcountry on portions of three Ranger Districts. A total of 2,660 service days would be divided between the outfitters, or replacements for these outfitters who meet requirements for term permits. The outfitters would have a total of 150 animal unit months for authorized grazing.

The service days would be distributed among the different portions of the analysis area, with each business receiving approximately the same proportion of service days it had in the past, compared to all pack and saddle stock outfitters. **Figure 2-2** shows the distribution in the different areas. When the 10-year permits are issued, the number of service days allocated to each outfitter would be determined averaging the amount of actual use in the past 5 years. Any unallocated service days would be held in pool for outfitters to access on a year-to-year basis if and when demand exceeds individually allocated service days. The number of allocated service days would be adjusted at the 5-year mark in the 10-year permits using the same technique, without exceeding 2,660.

Figure S-2. Alternative 3: Number of Service Days by Area and Total

Area	Total Service Days
Pasayten Wilderness	1,000
Lake Chelan-Sawtooth Wilderness	320 (100 on Methow Valley) (220 on Chelan)
North Cascades	180
Sawtooth Backcountry	160 (70 on Methow Valley) (90 on Chelan)
Bear/Ramsey	50
North Cascades (day rides)	360
Alta Lake (day rides)	590
Middle Methow	0
Total	2,660

The day rides in the North Cascades and Alta Lake areas are horse riding or hiking with pack support for a portion of, or an entire day. Rides range from a half-hour to all day, with the majority lasting one hour. Day rides generally leave from private land adjacent to NFS land, and occur on trails seldom used by non-outfitted hikers or horseback riders.

The rest of the service days would be for overnight camping. Sheep Mountain, Crow Lake, and Whistler camps would be assigned sites in the Pasayten Wilderness. The pack and saddle stock outfitter-guides would not be allowed to use Bald Mountain and Beaver Creek camps because of their proximity to wetlands. Two additional existing campsites would be chosen and designated as assigned sites to replace Bald Mountain and Beaver Creek camps. Assigned sites would be used for full-service trips. Outfitters would be allowed to set up camps at these locations, and leave them for the entire season. All camp equipment except hitch rails, corrals, and tent poles would be removed from the camp at the end of the season, and would not be cached over the winter. Camp locations for all other trips would be limited to existing pre-approved locations (refer to Appendix A for the majority of consistently used campsites). Camping equipment and supplies could not be left in these locations for more than 24 hours when the camp is not occupied.

Existing sites for base camps at the Andrews Creek, Billygoat, Crater Creek, and Slate Creek trailheads, and at Fish Creek would be assigned as described above. Each location would have corrals, livestock watering troughs, and other improvements necessary to protect resources. These base camps would provide places where outfitter-guides can keep pack and saddle stock during times of high use, and as starting locations where clients meet the outfitters.

Forest Plan Amendments

A non-significant amendment to the Forest Plans would designate a reasonable amount of barren core in pack and saddle stock outfitter-guide camps in order to allow these needed commercial services to continue. For this alternative the following standards and guidelines would be added to the Okanogan and Wenatchee Forest Plans. These standard and guidelines would pertain only to pack and saddle outfitter-guide operations in the Pasayten and Lake Chelan-Sawtooth Wilderness Areas. The Okanogan Forest Plan would be amended by adding the following to MA15B-21N and the Forest Plan would be amended by adding the following to the party size limitation on page IV-74:

Pack and saddle stock outfitter-guides shall have a maximum party size of 12 (combination of people and stock).

The Okanogan Forest Plan would be amended by adding the following to MA15B-22B and the Wenatchee Forest Plan would be amended by adding the following to Table IV-15, page IV-77:

Pack and saddle stock outfitter-guides shall not be allowed to increase the existing amount of barren core (bare, mineral soil) in established campsites. In campsites where the existing amount of barren core exceeds 2,800 square feet, outfitter-guides shall not use more than 2,800 square feet of the barren core. All pack and saddle stock outfitter-guides shall use the same delineated, 2,800 square-foot area for each camp and shall not use any area outside of the delineated 2,800 square-foot area.

Another non-significant amendment to the Okanogan Forest Plan would allow pack and saddle stock outfitter-guides to use existing campsites within 200 feet of dry wetlands, but prohibit camping within 200 feet of wetlands, lakes, streams and key interest areas in the Pasayten and Lake Chelan-Sawtooth wilderness areas. The Wenatchee Forest Plan (USDA Forest Service 1990) does not have a standard and guideline restricting camping near these features and inconsistencies with this Forest Plan standard and guideline. The Okanogan Forest Plan (USDA Forest Service 1989b) includes the following standard and guideline (MA 15B-21L).

Campsites should be located at least 200 feet slope distance from meadows, lakes, streams, and key interest areas. Camping may be restricted or prohibited in certain areas to protect wilderness values.

There are approximately 75 established campsites regularly used by the pack and saddle stock outfitter-guides in the Pasayten Wilderness, and approximately 24 in the Okanogan portion of the Lake Chelan-Sawtooth Wilderness. Of these, 86 fall within 200 feet of meadows, streams, lakes, or key interest areas. "Meadow" is a vegetation description that applies to a broad range of conditions, from dry, open fields to wetlands (including wet meadows). Prohibiting camping within 200 feet of wetlands, streams, lakes, or key interest areas responds to concerns raised during the public review of the Draft Environmental Impact Statement about impacts to these features. There are 46 established campsites that are within 200 feet of wetlands, streams, lakes, and key interest areas, and pack and saddle stock outfitter-guides use would not be authorized in these. There would be 53 campsites available for pack and saddle stock use. The amended standard and guideline would read as follows:

MA15B-21L Campsites should be located at least 200 feet slope distance from dry meadows, wetlands, lakes, streams, and key interest areas, except for established campsites used by pack and saddle stock outfitter-guides within 200 feet of dry meadows. Camping may be restricted or prohibited in certain areas to protect wilderness values.

Based on direction found in the Forest Service Manual 1926.51 (USDA Forest Service 2006a), these are non-significant amendments to both Forest Plans for the following reasons:

- The amendments apply only to outfitter-guide use areas in the Pasayten Wilderness and the Lake-Chelan-Sawtooth Wilderness (Okanogan Forest Plan Management Area 15B and Wenatchee Forest Plan, WI-1 primitive and semi-primitive wilderness classes). There are no established campsites designated for use by the pack and saddle stock outfitter in the Transition wilderness class.
- The amendments apply only to pack and saddle stock outfitter-guides and not to other users of wilderness. Outfitter-guide use is 10% of overall use in the Pasayten Wilderness and 2% of overall use in the Lake Chelan-Sawtooth Wilderness.
- The amendments are designed to avoid degradation of wilderness conditions and limit acceptable change; some existing impacts would diminish over time.
- No management area boundaries would change.

Therefore the amendments are not significant because they are minor changes that do not significantly alter the multiple use goals and objectives for long-term land and resource management.

ALTERNATIVE 4

Objectives

Alternative 4 would:

- Provide pack and saddle stock outfitter-guide services in the analysis area, which includes the Pasayten and Lake Chelan-Sawtooth wilderness areas, North Cascades, Sawtooth Backcountry, Middle Methow, Bear/Ramsey/Volstead, and Alta Lake analysis area sub-units on the Methow Valley, Tonasket, and Chelan Ranger Districts.
- Resolve inconsistencies between Forest Plan standards and guidelines by amending the Okanogan and Wenatchee Forest Plans to allow large enough campsite barren cores to accommodate the established party size (12 people and 18 head of stock), and by allowing outfitter-guides to use existing camps within 200 feet of meadows, streams, lakes, and key interest areas, while managing the Wilderness Areas to maintain wilderness character.
- Increase service days in the Pasayten and Lake Chelan-Sawtooth wildernesses to meet the upper range of the minimum extent necessary determination.
- Establish a number of authorized service days that matches the highest amount used by the outfitters over the past ten years plus 25%. Assign service days to permits following handbook direction (highest actual use levels in the past five years), and create a pool of days with the remaining service days that will give an opportunity for pack and saddle stock outfitter-guides businesses to meet the demand for services seen in the early 2000s.

Description

This alternative would issue 10-year term special use permits for pack and saddle stock outfitter-guides on the Methow, Chelan, and Tonasket Ranger Districts. Assigned sites (camps and base camps) would allow closer monitoring and modification of operations to reduce the size of the barren core and address other resource concerns. Assigned camp sites would be used for most full-service camps. Drop and progressive camp locations would not be specified. A total of 6,700 annual service days would be divided among the outfitters, or replacements who meet term permit requirements, and a pool of priority use service days. The outfitters would have a total of 390 animal unit months for authorized grazing.

The service days would be distributed among the different portions of the analysis area, with each business receiving approximately the same proportion of service days it had in the past, compared to all pack and saddle stock outfitters. **Figure 2-3** shows the distribution in the different areas. When the 10-year permits are issued, the number of service days allocated to each outfitter would be determined by adding the highest actual use in the past 5 years, plus 25%. Any unallocated service days would be held in pool for outfitters to access on a year-to-year basis if and when demand exceeds individually allocated service days. The number of allocated service days would be adjusted at the 5-year mark in the 10-year permits using the same technique, without exceeding 6,700.

Figure S-3. Alternative 4: Number of Service Days by Area and Total

Area	Total Service Days
Pasayten Wilderness	2,170
Lake Chelan-Sawtooth Wilderness	825
North Cascades	200
Sawtooth Backcountry	805
Bear/Ramsey	100
North Cascades (Day Rides)	1,150
Alta Lake (Day Rides)	1,450
Middle Methow	0
Total	6,700

The day rides in the North Cascades and Alta Lake areas are horse riding or hiking with pack support for a portion of or an entire day. Rides range from a half-hour to all day, with the majority lasting one hour. Day rides generally leave from private land adjacent to NFS land, and occur on trails seldom used by non-outfitted hikers or horseback riders.

The rest of the service days are for overnight camping. Five camp locations would be assigned to the horse and mule packers to allow closer monitoring. In the Pasayten Wilderness assigned sites (see **Map 1-4** in the Map Section of this document) include camps at Bald Mountain, Sheep Mountain, and Beaver Creek, Crow Lake, and Whistler. Assigned sites would be used for full-service trips. Outfitters would be allowed to set up camps at these locations, and leave them for the entire season. All camp equipment except hitch rails, corrals, and tent poles would be removed from the camp at the end of the season, and would not be cached over the winter. Camp locations for all other trips would be limited to existing pre-approved locations (refer to Appendix A for the majority of consistently used campsites). Camping equipment and supplies could not be left in these locations for more than 24 hours when the camp is not occupied.

Existing base camps Andrews Creek, Billygoat, Crater Creek, and Slate Creek trailheads and at the Fish Creek Camp would be assigned as described above. Each location would have corrals, livestock watering troughs, and other improvements necessary to protect resources. These base camps would provide places where outfitter-guides could keep pack and saddle stock during times of high use, and as starting locations where clients meet outfitters.

Forest Plan Amendments

A non-significant amendment would make standards for outfitter-guide campsites more compatible with party size limitations and provide for non-degradation of wilderness conditions as required in Okanogan Forest Plan (USDA Forest Service 1989b) (MA15B-21D, page 4-91). For the Wenatchee Forest Plan (USDA Forest Service 1990) the amendment would improve the compatibility of outfitter-guide campsites with some 'limits of acceptable change' indicators (Table IV-15, page IV-77). The amendment would only apply to pack and saddle stock outfitter-guides in the Pasayten and Lake Chelan-Sawtooth Wilderness Areas. The Okanogan Forest Plan would be amended by adding the following to MA15B-22B and the Wenatchee Forest Plan would be amended by adding the following to Table IV-15, page IV-77:

Pack and saddle stock outfitter-guides are allowed to use existing barren core in established campsites, but shall not be allowed to increase the amount of barren core (bare, mineral soil).

The Okanogan Forest Plan currently does not allow vegetation loss to exceed 400 square feet (MA15B-22B). The Wenatchee Forest Plan allows vegetation loss of up to 1,000 square feet (Table IV-15, page IV-77). Due to historical use, including large party-sizes and livestock grazing, many existing camps exceed these levels. Continued use and short growing seasons have perpetuated barren core in some of these camps even though livestock grazing is no longer occurring and party size is now limited. It is physically impracticable to fit camps with 12 people and 18 head of stock inside areas of 400 to 1,000 square feet. The existing amount of barren core in campsites currently used by the outfitters is large enough to accommodate the party size. All campsites with more than 5,250 square feet of barren core would have a Camp Management Plan to track the barren core and ensure it is not increasing. This amendment would continue the overall trend of non-degradation of wilderness conditions, specifically related to campsite conditions.

Another non-significant amendment to the Okanogan Forest Plan would allow pack and saddle stock outfitter-guides to use existing campsites within 200 feet of meadows, lakes, streams and key interest areas in the Pasayten and Lake Chelan-Sawtooth wilderness areas to avoid degradation of wilderness character and resources. The Wenatchee Forest Plan (USDA Forest Service 1990) does not have a standard and guideline restricting camping near these features. The Okanogan Forest Plan (USDA Forest Service 1989b) includes the following standard and guideline (MA 15B-21L).

Campsites should be located at least 200 feet slope distance from meadows, lakes, streams, and key interest areas. Camping may be restricted or prohibited in certain areas to protect wilderness values.

There are approximately 75 established campsites regularly used by the pack and saddle stock outfitter-guides in the Pasayten Wilderness, and approximately 24 in the Okanogan portion of the Lake Chelan-Sawtooth Wilderness. Of these 99 existing campsites, 86 fall within 200 feet of meadows, streams or lakes or key interest areas. This amendment responds to public comments regarding inconsistency with Forest Plan Standards and Guidelines and would allow the pack and saddle stock outfitter-guides to use the established campsites in this 200-foot zone. The second sentence of the existing standard and guideline would not be amended and would still apply to outfitter-guide activities. This amendment would prevent degradation of wilderness conditions. The standard and guideline would be amended as follows:

MA15B-21K Campsites should be located at least 200 feet slope distance from meadows, lakes, streams, and key interest areas, except for established campsites used by pack and saddle stock outfitter-guides. Camping may be restricted or prohibited in certain areas to protect wilderness values.

Based on direction found in the Forest Service Manual 1926.51 (USDA Forest Service 2006a), these are non-significant amendments to both Forest Plans for the following reasons:

- The amendments apply only to outfitter-guide use areas in the Pasayten Wilderness and the Lake-Chelan-Sawtooth Wilderness (Okanogan Forest Plan Management Area 15B and

Wenatchee Forest Plan, WI-1 primitive and semi-primitive wilderness classes). There are no established campsites designated for use by the pack and saddle stock outfitter in the Transition wilderness class.

- The amendments applies only to pack and saddle stock outfitter-guides and not to other users of wilderness. Outfitter-guide use is 10% of overall use in the Pasayten Wilderness and 2% of overall use in the Lake Chelan-Sawtooth Wilderness.
- The amendments are designed to avoid degradation of wilderness conditions and limit acceptable change; some existing impacts would diminish over time.
- No management area boundaries would change.

Therefore the amendments are not significant because they are minor changes that do not significantly alter the multiple use goals and objectives for long-term land and resource management.

ENVIRONMENTAL CONSEQUENCES

Comparison of Alternatives

Figure S-4 provides a side-by-side description of each alternative and a summary of how each alternative responds to the Purpose and Need and each Significant Issue. See Chapter 1 for background on the issues, and Chapter 3 for a complete description of the effects and for the scientific basis for results in Figure 2-4.

Figure S-4: Comparison of Alternatives

	Unit of Measure	Current	Alternative 1	Alternative 2	Alternative 3	Alternative 4
Total Number of Service Days	Service Days	4,460	0	4,620	2,660	6,700
Total Number of Visitor Days (outfitted and private)	Visitor Days	168,300	163,840	168,460	166,500	170,540
Percent of Visitor Days Outfitted by Pack and Saddle Stock Outfitter-Guides	Percent	3%	0%	3%	2%	4%
Percent Change in Total Number of Visitor Days Compared to Current	Percent		-3%	+0.1%	-1%	+1%
Total Number of Pack and Saddle Stock Visitor Days	Visitor Days	28,880	24,420	29,040	27,080	31,136
Percent of Pack and Saddle Stock Visitor Days Outfitted	Percent	15%	0%	16%	10%	22%
Percent Change in Total Pack and Saddle Stock Visitor Days Compared Current	Percent		-15%	+0.6%	-6%	+8%
Percent Change in Service Days Compared to Current	Service Days		-100%	+4%	-40%	+50%
Forest Plan Amendment to Party Size			No Amendment	No Amendment (12 people/18 head of stock)	12 Heartbeats	No Amendment (12 people/18 head of stock)

	Unit of Measure	Current	Alternative 1	Alternative 2	Alternative 3	Alternative 4
Forest Plan Amendment to Camp Location			No Amendment	Outfitters allowed to use established campsites within 200 feet of meadows, lakes, streams, and special interest areas	Outfitters allowed to use established campsites within 200 feet of meadows. Prohibited from using campsites within 200 feet of wetlands, streams, lakes, and special interest areas.	Outfitters allowed to use established campsites within 200 feet of meadows, lakes, streams, and special interest areas
Forest Plan Amendment to Barren Core			No Amendment	Outfitters would be allowed to use up to 5,250 square feet of barren core. In camps with more, outfitters must reuse the same 5,250 square feet each time. Outfitters would be prohibited from creating additional barren core in any camp. Excess barren core would be restored.	Outfitters would be allowed to use up to 2,800 square feet of barren core. In camps with more, outfitters must reuse the same 2,800 square feet each time. Outfitters would be prohibited from creating additional barren core in any camp. Excess barren core would be restored..	Outfitters would be allowed to use existing barren core in established campsites, but would be prohibited from creating additional barren core.

Purpose and Need	Unit of Measure	Alternative 1	Alternative 2	Alternative 3	Alternative 4
1. Respond to Permit Applications for outfitter-guide permits.	Qualitative discussion	Would deny applications, and no pack and saddle stock outfitter-guide permits would be issued.	10-year permits would be issued with service day calculations consistent with FSH 2709.11 – highest actual use in past 5 years plus 25%.	10-year permits would be issued, but with 40% fewer service days compared to the current allowed use.	10-year permits would be issued with enough service days to match the highest actual use in the past 10 years plus 25%.
2. Protect wilderness character in the Pasayten and Lake Chelan-Sawtooth Wilderness Areas while providing necessary pack and saddle stock outfitter-guide commercial services.	Qualitative discussion	The wilderness character would be protected, but no pack and saddle stock commercial services would be provided for realizing recreational or other wilderness proposes.	Wilderness character would be protected since impacts to opportunities for solitude would be minor and localized. The number of service days would be within the range of the minimum extent necessary for realizing the recreational purposes of the areas would be provided.	Wilderness character would be protected since impacts to opportunities for solitude would be minor and localized. Pack and saddle stock commercial services would be provided, but for less than the minimum amount necessary for realizing the recreational purposes of the areas.	Wilderness character would be protected since impacts to opportunities for solitude would be minor and localized. The upper range of the minimum amount of pack and saddle stock commercial services necessary for realizing the recreational purposes of the areas would be provided.

Purpose and Need	Unit of Measure	Alternative 1	Alternative 2	Alternative 3	Alternative 4
<p>3. Make standards and guidelines for campsite barren core in wilderness compatible with party size for pack and saddle stock outfitter-guides.</p>	<p>Qualitative discussion</p>	<p>Forest Plans would not be amended, but there would be no pack and saddle stock outfitter-guide activities.</p>	<p>Forest Plan amendment would allow up outfitter-guides to use up to 5,250 square feet of barren core in existing camps that exceed that size. In established campsites, barren core would not be allowed to increase. This would be compatible with a party size of 12 and 18, although use patterns at campsites with over 5,250 square feet would be modified.</p>	<p>Forest Plan amendment would allow up outfitter-guides to use up to 2,800 square feet of barren core in existing camps that exceed that size. In established campsites, barren core would not be allowed to increase. This would be compatible with a party size of 12 heartbeats, although use patterns at campsites with over 2,800 square feet would be modified.</p>	<p>Forest Plan amendment would allow up outfitter-guides to use existing barren core in established campsites, but not increase the amount of barren core. This would be fully compatible with a party size of 12 people and 18 stock.</p>

Significant Issue	Unit of Measure	Alternative 1	Alternative 2	Alternative 3	Alternative 4
<p>1. Current and proposed pack and saddle outfitted use does not comply with some Forest Plan wilderness standards and guidelines or with the Wilderness Act because the party size and amount of use perpetuates large camps and degrades the condition of the wilderness.</p>					

Significant Issue	Unit of Measure	Alternative 1	Alternative 2	Alternative 3	Alternative 4
<p>a) Compliance with the Wilderness Act in terms of the qualities that make up wilderness character: untrammelled, undeveloped, natural, and opportunities for solitude or primitive and unconfined recreation.</p>	<p>Qualitative discussion</p>	<p>Pack and saddle stock outfitter-guides would not operate in wilderness. There would be a 32% reduction in the number of pack and saddle stock users in the Pasayten and a 6% reduction in the Lake Chelan-Sawtooth. The untrammelled and undeveloped qualities of wilderness character would be unaffected. There would be minor, localized beneficial impacts to the natural quality since fewer pack and saddle stock would be grazing, and potentially damaging stream banks at watering sites. Opportunities for solitude would also be beneficially impacted on a local, minor level with the reduced number of pack and saddle stock users.</p>	<p>There would be approximately 4% more pack and saddle stock users in the Pasayten, and no increase in the Lake Chelan-Sawtooth compared to current numbers. The untrammelled and undeveloped qualities would be unaffected. The natural quality of the Pasayten and Lake Chelan-Sawtooth wilderness areas would continue to receive minor, localized impacts. Opportunities for solitude would have minor, localized, negative impacts due to encounters and campsite size and location.</p>	<p>There would be a 14% decrease in the number of pack and saddle stock users in the Pasayten, and a 3% decrease in the Lake Chelan-Sawtooth. The untrammelled and undeveloped qualities would be unaffected. The natural quality would continue to have minor, localized impacts from stock grazing, and damage to stream banks at watering spots. Opportunities for solitude would improve slightly because of the decrease in pack and saddle stock users, but the increase would be small enough to likely go unnoticed by most users.</p>	<p>There would be approximately 6% more pack and saddle stock users in the Pasayten, and a 1% increase in the Lake Chelan-Sawtooth compared to current numbers. The untrammelled and undeveloped qualities would be unaffected. The natural quality of the Pasayten and Lake Chelan-Sawtooth wilderness areas would continue to receive minor, localized impacts. Opportunities for solitude would have minor, localized, negative impacts due to encounters and campsite size and location.</p>

Significant Issue	Unit of Measure	Alternative 1	Alternative 2	Alternative 3	Alternative 4
b)Compliance with Wilderness Management Tool (non-degradation policy)	Qualitative discussion	There would be no pack and saddle stock outfitter-guides. The elimination would reduce use at some existing sites, and lead to some natural restoration of barren core areas not used by the non-outfitted pack and saddle stock parties.	Pasayten and Lake Chelan-Sawtooth would continue on an improving trend, with no degradation. Forest Plan amendments would limit the amount of barren core outfitters can use, allowing natural restoration to occur in camps with existing barren cores exceeding 5,250 square feet, and allow use of existing campsites within 200 feet of meadows, lakes, streams and key interest areas. No new campsites would be created. Mitigation measures would insure that outfitter-guides do not further degrade the condition of the wilderness.	Pasayten and Lake Chelan-Sawtooth would continue on an improving trend, with no degradation. Forest Plan amendments would limit the amount of barren core outfitters can use, allowing natural restoration to occur in camps with existing barren cores exceeding 2,800 square feet. The reduced party size would help reduce size of barren core in campsites. Prohibiting camping in camps within 200 feet of wetlands, lakes, streams, and key interest areas would prevent continuing impacts to these campsites from outfitter-guides. Mitigation measures would insure that outfitter-guides do not further degrade the condition of the wilderness.	Pasayten and Lake Chelan-Sawtooth would continue on an improving trend, with no degradation. Forest Plan amendments would allow outfitters to use existing barren core in established campsites, but prohibit creation of additional barren core. Use of existing camps within 200 feet of meadows, lakes, streams and key interest areas would be allowed. No new campsites would be Mitigation measures would insure that outfitter-guides do not further degrade the condition of the wilderness.

Significant Issue	Unit of Measure	Alternative 1	Alternative 2	Alternative 3	Alternative 4
<p>c) Compliance with standards and guidelines, and the effect the proposed Forest Plan amendments will have on wilderness character</p>	<p>Qualitative discussion</p>	<p>No permits would be issued for pack and saddle stock outfitter-guides, so compliance with standards and guidelines would not be applicable.</p>	<p>Outfitter-guide activities would comply with amended standards and guidelines. The forest plan amendments would have minor, localized impacts on the opportunities for solitude by authorizing larger areas of barren core in outfitter camps compared to existing standards. The outfitters would be prohibited from creating new camps, or increasing the size of existing barren cores, so the result will be a slight decrease in the amount of barren core at large, established camps. The second forest plan amendment would allow outfitters to use established campsites within 200 feet of meadows, lakes, streams, and key interest areas.</p>	<p>Outfitter-guide activities would comply with amended standards and guidelines. The Forest Plan amendments would have minor, localized impacts on the opportunities for solitude by authorizing larger areas of barren core in outfitter camps compared to existing standards. The outfitters would be prohibited from creating new camps, or increasing the size of existing barren cores, so the result will a larger decrease in the amount of barren core at large, established camps, compared to Alternative 2. They would be prohibited from using campsites within 200 feet of wetlands, lakes, streams, or key interest areas, which would reduce the number of campsites available. This would degrade wilderness character in isolated areas.</p>	<p>Outfitter-guide activities would comply with amended standards and guidelines. The forest plan amendments would have minor, localized impacts on the opportunities for solitude by authorizing larger areas of barren core in outfitter camps compared to existing standards. The outfitters would be prohibited from creating new camps, or increasing the size of existing barren cores. The existing amount of barren core would remain. The second forest plan amendment would allow outfitters to use established campsites within 200 feet of meadows, lakes, streams, and key interest areas. This would avoid the necessity to create new camps, which would degrade wilderness character.</p>

Significant Issue	Unit of Measure	Alternative 1	Alternative 2	Alternative 3	Alternative 4
d)Total Number of Service Days in Pasayten Wilderness and total number of visitor days (outfitted and private)	Service Days Visitor Days	0 Service Days 16,900 Visitor Days	2,000 Service Days 18,900 Visitor Days	1,000 Service Days 17,900 Visitor Days	2,170 Service Days 19,070 Visitor Days
e) Total Number of Pack and Saddle Stock Visitor Days in Pasayten Wilderness (outfitted and private) and percent outfitted	Visitor Days Percent Outfitted	3,810 Pack & Saddle Visitor Days 0% outfitted	5,810 Pack & Saddle Visitor Days 34% outfitted	4,810 Pack & Saddle Visitor Days 21% outfitted	5,966 Pack & Saddle Visitor Days 36% outfitted
d)Total Number of Service Days in Lake Chelan-Sawtooth Wilderness and total number of visitor days (outfitted and private)	Service Days Visitor Days	0 Service Days 35,885 Visitor Days	720 Service Days 36,605 Visitor Days	320 Service Days 36,205 Visitor Days	825 Service Days 36,710 Visitor Days
d)Total Number of Service Days in Pasayten Wilderness and total number of visitor days (outfitted and private)	Visitor Days Percent Outfitted	12,095 Pack and Saddle Visitor Days 0 outfitted	12,815 Pack and Saddle Visitor Days 6% outfitted	12,415 Pack and Saddle Visitor Days 3% outfitted	12,920 Pack and Saddle Visitor Days 6% outfitted
2. Current outfitted use could degrade wetlands and habitat for native plant species.					
a) wetland within 500 feet of pack and saddle stock camps, and percentage of total wetlands in analysis area	Estimated number of acres and percent of total	86 1%	86 1%	25.2 0.3%	86 1%

Significant Issue	Unit of Measure	Alternative 1	Alternative 2	Alternative 3	Alternative 4
b) effects of activities on wetlands	Qualitative discussion	Pack and saddle stock outfitter-guides would have no impacts on wetlands. 10% reduction in pack and saddle stock would reduce localized impacts of grazing and trampling of vegetation in and around campsites. The damage to vegetation would continue to be isolated in context of all the wetlands in the analysis area.	Localized impacts to the 87 acres of wetlands would continue, but mitigation measures would minimize impacts from outfitter-guides. Outfitter-guide activities would meet the Aquatic Conservation Strategy Objectives, and the Riparian Management Objectives, so isolated impacts to wetlands would be within standards.	Localized impacts to the 25.2 acres of wetlands would continue, but mitigation measures would minimize impacts from outfitter-guides. Outfitter-guide activities would meet the Aquatic Conservation Strategy Objectives, and the Riparian Management Objectives, so isolated impacts to wetlands would be within standards.	Localized impacts to the 87 acres of wetlands would continue, but mitigation measures would minimize impacts from outfitter-guides. Outfitter-guide activities would meet the Aquatic Conservation Strategy Objectives, and the Riparian Management Objectives, so isolated impacts to wetlands would be within standards.
c) Determination statements for threatened endangered and sensitive plant species	Determination rating	"No effect" on any listed plant species. "No impact" on any sensitive plant species.	"No effect" on any listed plant species. "May impact individuals, but not likely to cause a trend toward Federal listing or a loss of population viability" on sensitive species.	"No effect" on any listed plant species. "May impact individuals, but not likely to cause a trend toward Federal listing or a loss of population viability" on sensitive species.	"No effect" on any listed plant species. "May impact individuals, but not likely to cause a trend toward Federal listing or a loss of population viability" on sensitive species.

Significant Issue	Unit of Measure	Alternative 1	Alternative 2	Alternative 3	Alternative 4
d) Effects of stock grazing on plant composition	Qualitative discussion	No grazing from outfitter stock, so no impacts on plant composition. The number of pack and saddle stock visitor days would be reduced by 15%. Pack and saddle stock grazing in and around campsites would not result in further modification of plant succession due to the limited amount of area where the animals graze, and the small number of animals compared to past use.	The number of pack and saddle stock visitor days would be virtually the same as the existing, 29,040 visitor days. Outfitter-guide pack and saddle stock grazing in and around campsites would not result in further modification of plant succession due to the limited amount of area where the animals graze, and the small number of animals compared to past use.	The number of pack and saddle stock visitor days would be reduced by 6%. Outfitter-guide pack and saddle stock grazing in and around campsites would not result in further modification of plant succession due to the limited amount of area where the animals graze, and the small number of animals compared to past use.	The number of pack and saddle stock visitor days would increase 8%. Outfitter-guide pack and saddle stock grazing in and around campsites would not result in further modification of plant succession due to the limited amount of area where the animals graze, and the small number of animals compared to past use.

Significant Issue	Unit of Measure	Alternative 1	Alternative 2	Alternative 3	Alternative 4
3. Current outfitted use could degrade some habitat for threatened, endangered or sensitive wildlife species through increased encounters with people or through habitat degradation.					
a) Determination statements from Biological Assessment for threatened, endangered or sensitive wildlife species	Determination rating	“No Effect” on any listed species.	“May affect, not likely to adversely affect” gray wolf, grizzly bear, lynx, northern spotted owl. “No effect” on all other listed species. “May impact individuals, but not likely to cause a trend toward Federal listing or a loss of population viability” great gray owl. “No impact” on all other listed species.	“May affect, not likely to adversely affect” gray wolf, grizzly bear, lynx, northern spotted owl. “No effect” on all other listed species. “May impact individuals, but not likely to cause a trend toward Federal listing or a loss of population viability” great gray owl. “No impact” on all other listed species.	“May affect, not likely to adversely affect” gray wolf, grizzly bear, lynx, northern spotted owl. “No effect” on all other listed species. “May impact individuals, but not likely to cause a trend toward Federal listing or a loss of population viability” great gray owl. “No impact” on all other listed species.

Significant Issue	Unit of Measure	Alternative 1	Alternative 2	Alternative 3	Alternative 4
4. Current pack and saddle stock outfitted use could degrade water quality and aquatic resources.					
a) Determination Statements from Biological Assessment for threatened, endangered, and sensitive fish species.	Determination rating	“No effect” on any listed species. “No impact” on sensitive species.	“May affect, not likely to adversely affect” bull trout, steelhead, and spring Chinook. “No effect” on all other listed species. “No impact” on sensitive species.	“May affect, not likely to adversely affect” bull trout, steelhead, and spring Chinook. “No effect” on all other listed species. “No impact” on sensitive species.	“May affect, not likely to adversely affect” bull trout, steelhead, and spring Chinook. “No effect” on all other listed species. “No impact” on sensitive species.
b) Compliance with Northwest Forest Plan Aquatic Conservation Strategy (ACS) and PACFISH Riparian Management Objectives (RMO)	Qualitative discussion	No permits would be issued for pack and saddle stock outfitter-guides, so compliance with ACS and RMOs would not be applicable.	Alternative would comply with the ACS and RMOs. Pack and saddle stock outfitter-guide activities would not retard or prevent attainment of ACSOs or RMOs. Impacts to water quality, streambank stability, vegetation, and aquatic habitat would be minor and localized.	Alternative would comply with the ACS and RMOs. Pack and saddle stock outfitter-guide activities would not retard or prevent attainment of ACSOs or RMOs. Impacts to water quality, streambank stability, vegetation, and aquatic habitat would be minor and localized.	Alternative would comply with the ACS and RMOs. Pack and saddle stock outfitter-guide activities would not retard or prevent attainment of ACSOs or RMOs. Impacts to water quality, streambank stability, vegetation, and aquatic habitat would be minor and localized..
c) Compliance with state water quality standards and the Clean Water Act	Qualitative discussion	No permits would be issued for pack and saddle stock outfitter-guides, so compliance with Clean Water Act would not be applicable	Alternative would comply with the Clean Water Act. Pack and saddle stock outfitter-guide activities would not alter water temperature or quality. No 303d listed waterways near outfitter-guide activities.	Alternative would comply with the Clean Water Act. Pack and saddle stock outfitter-guide activities would not alter water temperature or quality. No 303d listed waterways near outfitter-guide activities.	Alternative would comply with the Clean Water Act. Pack and saddle stock outfitter-guide activities would not alter water temperature or quality. No 303d listed waterways near outfitter-guide activities.

Significant Issue	Unit of Measure	Alternative 1	Alternative 2	Alternative 3	Alternative 4
d) Effects of loose grazing on riparian areas, streams and lakes	Qualitative discussion	Pack and saddle stock outfitter-guides would have no effect on riparian areas, streams, or lakes.	Loose grazing would disperse impacts, and minimize effects on riparian areas, streams, and lakes.	Loose grazing would disperse impacts, and minimize effects on riparian areas, streams, and lakes.	Loose grazing would disperse impacts, and minimize effects on riparian areas, streams, and lakes.
e)Stream sedimentation from stock grazing.	Qualitative discussion	No outfitter stock grazing, so no effect on stream sedimentation. pack and saddle stock outfitter-guide stock grazing.	Stream sedimentation from stock grazing and use would be low. It would not be detectable compared to ongoing channel and hill slope erosion, except at the point of disturbance in the stream channel. There would be no detectable difference in stream sedimentation between alternatives across the analysis area. Stream turbidity is not expected to change under any of the alternatives, because the suspended sediment would not change.	Stream sedimentation from stock grazing and use would be low. It would not be detectable compared to ongoing channel and hill slope erosion, except at the point of disturbance in the stream channel. There would be no detectable difference in stream sedimentation between alternatives across the analysis area. Stream turbidity is not expected to change under any of the alternatives, because the suspended sediment would not change.	Stream sedimentation from stock grazing and use would be low. It would not be detectable compared to ongoing channel and hill slope erosion, except at the point of disturbance in the stream channel. There would be no detectable difference in stream sedimentation between alternatives across the analysis area. Stream turbidity is not expected to change under any of the alternatives, because the suspended sediment would not change.

Significant Issue	Unit of Measure	Alternative 1	Alternative 2	Alternative 3	Alternative 4
g) Localized impacts where trails cross streams or where camps are located near water	Qualitative discussion	No impacts from pack and saddle stock outfitter-guides at trail stream crossings or camps near water. Overall 15% reduction in pack and saddle stock use would reduce impacts, however localized impacts to stream banks and other water features, including damage to riparian vegetation and reduction in water quality would occur from non-outfitted use. The isolated, localized impacts would not adversely affect riparian habitat conditions or water quality beyond the immediate areas.	There would be a 4% increase in pack and saddle stock outfitter-guide service days compared to current number, but only a 0.6% increase in all pack and saddle stock use. Small increase would not change conditions from current conditions. There would localized impacts to stream banks and other water features, including damage to riparian vegetation and reduction in water quality. The isolated, localized impacts would not adversely affect riparian habitat conditions or water quality beyond the immediate areas.	The 40% reduction in the number of pack and saddle stock service days would reduce impacts from outfitters. There would be an overall reduction in pack and saddle stock use of 6%. Impacts to stream banks and other water features, including damage to riparian vegetation and reduction in water quality would be reduced. The isolated, localized impacts would not adversely affect riparian habitat conditions or water quality beyond the immediate areas.	The 50% increase in pack and saddle stock visitor days would increase localized impacts to stream banks and other water features, including damage to riparian vegetation and reduction in water quality compared to the existing condition or Alternative 2. There would be an overall 8% increase in pack and saddle stock use. The isolated, localized impacts would not adversely affect riparian habitat conditions or water quality beyond the immediate areas.
h. Fecal coliform levels	Qualitative discussion	Outfitters would not operate, so stock would not contribute to background fecal coliform levels. Non-outfitted recreationists and stock, in addition to wildlife would result in fecal coliform in all waterways.	Short-term increases in fecal coliform levels at trail crossings and watering spots when stock are present. Fecal coliform would be quickly dissipated by rapidly moving water in streams. Clean Water Act standards for surface water would not be violated.	Short-term increases in fecal coliform levels at trail crossings and watering spots when stock are present. Fecal coliform would be quickly dissipated by rapidly moving water in streams. Clean Water Act standards for surface water would not be violated..	Short-term increases in fecal coliform levels at trail crossings and watering spots when stock are present. Fecal coliform would be quickly dissipated by rapidly moving water in streams. Clean Water Act standards for surface water would not be violated..

Significant Issue	Unit of Measure	Alternative 1	Alternative 2	Alternative 3	Alternative 4
5. Barren core limitations in Alternative 2 would not be large enough for a party of 12 people and 18 head of stock, and the number of service days in that alternative would not allow the businesses to respond to increases in demand for pack and saddle stock outfitter-guide services.					
a) amount of area needed for a party of 12 people and 18 head of stock	Qualitative discussion	No pack and saddle stock outfitter-guides would operate on National Forest System Land.	Approximately 95% of campsites used by outfitter-guides have less than 5,250 square feet of barren core. The 8 campsites exceeding 5,250 are some of the most frequently used sites, including 3 assigned sites. Altering use patterns in the large camps could be difficult and reduce the quality of the camping experience for the clients.	Approximately 85% of the campsites used by the outfitter-guides have less than 2,800 square feet of barren core. All the campsites most regularly used, including all the assigned sites, have more than 2,800 square feet of barren core. The reduced party size in Alternative 3 would help prevent creation of additional barren core.	Outfitters would be able to use existing barren core in established campsites. This would allow enough room for 12 people and 18 head of stock in every camp without changing the use patterns, or impacting the quality of the camping experience for clients.
b) impacts to the businesses from the number of service days	Qualitative discussion	No pack and saddle stock outfitter-guides would operate on National Forest System Land.	Each outfitter would have enough days to match the highest actual use in the past 5 years plus 25%. If demand increases to levels seen 10 years ago, the outfitters would not be able to meet the demand.	Each outfitter would have the number of service days equal to the average amount of annual use in the past 5 years. This would be a 40% reduction compared to current, and would substantially reduce business profits.	Each outfitter would have enough service days to match the highest annual use in the past 10 years plus 25%. If demand increases to levels seen 10 years ago, the outfitters would be able to meet those demands, increasing profits.

Other Issues	Unit of Measure	Alternative 1	Alternative 2	Alternative 3	Alternative 4
<p>Pack and saddle stock outfitter-guides could introduce noxious weeds into currently weed-free areas, such as wilderness, in stock manure.</p>	<p>Qualitative discussion</p>	<p>There would be no outfitter-guide pack and saddle stock that could potentially introduce weeds. The requirement for certified weed-free hay at Wilderness trailheads began in 2007, and everywhere on National Forest System Land in 2009 which substantially reduced the possibility of weeds being spread by non-outfitted pack and saddle stock users.</p>	<p>Outfitters would help identify and locate newly established weed populations, aiding in early treatment. The requirement for certified weed-free hay at Wilderness trailheads began in 2007, and everywhere on National Forest System Land in 2009 which substantially reduced the possibility of weeds being spread by non-outfitted pack and saddle stock users.</p>	<p>Outfitters would help identify and locate newly established weed populations, aiding in early treatment. The requirement for certified weed-free hay at Wilderness trailheads began in 2007, and everywhere on National Forest System Land in 2009 which substantially reduced the possibility of weeds being spread by non-outfitted pack and saddle stock users.</p>	<p>Outfitters would help identify and locate newly established weed populations, aiding in early treatment. The requirement for certified weed-free hay at Wilderness trailheads began in 2007, and everywhere on National Forest System Land in 2009 which substantially reduced the possibility of weeds being spread by non-outfitted pack and saddle stock users.</p>
<p>Pack and saddle stock outfitter-guides could degrade air quality with smoke from campfires.</p>	<p>Qualitative discussion</p>	<p>The Pasayten Wilderness is the only Class I Airshed in analysis area. There would be no pack and saddle stock outfitter-guide campfires, therefore no impact on air quality.</p>	<p>The Pasayten Wilderness is the only Class I Airshed in analysis area. It is unlikely that smoke from campfires would degrade air quality. Campfires are built with dry fuel, and burn rapidly, ventilating upwards. In addition, there would not be a large enough concentration of smoke given the dispersed location of campsites.</p>	<p>The Pasayten Wilderness is the only Class I Airshed in analysis area. It is unlikely that smoke from campfires would degrade air quality. Campfires are built with dry fuel, and burn rapidly, ventilating upwards. In addition, there would not be a large enough concentration of smoke given the dispersed location of campsites.</p>	<p>The Pasayten Wilderness is the only Class I Airshed in analysis area. It is unlikely that smoke from campfires would degrade air quality. Campfires are built with dry fuel, and burn rapidly, ventilating upwards. In addition, there would not be a large enough concentration of smoke given the dispersed location of campsites.</p>

Other Issues	Unit of Measure	Alternative 1	Alternative 2	Alternative 3	Alternative 4
<p>Firewood gathering by pack and saddle stock outfitter-guides could degrade the environment by removing down woody debris and limiting or eliminating this habitat component.</p>	<p>Qualitative discussion</p>	<p>No firewood would be gathered by pack and saddle stock outfitter-guides. Non-outfitted recreationists would continue gathering firewood on less than one tenth of one percent of the analysis area. There would be some loss of habitat, but abundant habitat exists away from these isolated spots.</p>	<p>Less than one tenth of one percent of the analysis area would be affected by firewood gathering. There would be some loss of habitat, but abundant habitat exists away from these isolated spots.</p>	<p>Less than one tenth of one percent of the analysis area would be affected by firewood gathering. There would be some loss of habitat, but abundant habitat exists away from these isolated spots.</p>	<p>Less than one tenth of one percent of the analysis area would be affected by firewood gathering. There would be some loss of habitat, but abundant habitat exists away from these isolated spots.</p>
<p>Reducing the number of service days allowed could lead to some existing pack and saddle stock outfitters going out of business because of reduced revenues.</p>	<p>Qualitative discussion</p>	<p>No pack and saddle stock outfitter-guide permits would be issued, so the existing companies would no longer be able to offer trips into the backcountry or wilderness. Most would likely go out of business.</p>	<p>Enough service days would be authorized to allow the existing businesses, or suitable replacements, to continue roughly the same amount of revenue as they have over the past 5 years, with an additional 25% available for a modest amount of growth.</p>	<p>The reduction in allowable service days and party size could force some businesses to close because of increased operating costs, and decreased opportunities to generate revenue.</p>	<p>The number of authorized service days would allow the existing businesses, or suitable replacements, to increase business to approximately 25% over levels from experienced 10 years ago. This alternative could lead to increased revenues if demand increases over current levels.</p>

Other Issues	Unit of Measure	Alternative 1	Alternative 2	Alternative 3	Alternative 4
<p>Pack and saddle stock outfitter-guides could degrade the experience of other recreation users outside wilderness.</p>	<p>Qualitative discussion</p>	<p>There would be no pack and saddle stock outfitter-guides, so no impact on the experience of other recreation users outside wilderness</p>	<p>Approximately 2% of the recreation use in the analysis area outside wilderness would be associated with outfitted pack and saddle stock use. Some conflict exists between outfitted and non-outfitted users, but the relatively small amount of outfitted use compared to non-outfitted use minimizes the frequency of conflict and contact.</p>	<p>Approximately 1% of the recreation use in the analysis area outside wilderness would be associated with outfitted pack and saddle stock use. Some conflict exists between outfitted and non-outfitted users, but the relatively small amount of outfitted use compared to non-outfitted use minimizes the frequency of conflict and contact.</p>	<p>Approximately 3% of the recreation use in the analysis area outside wilderness would be associated with outfitted pack and saddle stock use. Some conflict exists between outfitted and non-outfitted users, but the relatively small amount of outfitted use compared to non-outfitted use minimizes the frequency of conflict and contact.</p>

Other Issues	Unit of Measure	Alternative 1	Alternative 2	Alternative 3	Alternative 4
<p>Pack and saddle stock outfitter-guide activities could lead to soil damage and displacement in meadows and other areas by stock trampling, grazing, and crossing wet areas.</p>	<p>Qualitative discussion</p>	<p>Most existing detrimental soil damage occurred prior to implementation of the Forest Plans. There would be no impact to soils from pack and saddle stock outfitter-guide activities. There would be approximately 15% fewer pack and saddle stock in the analysis area with this alternative, but the existing areas of damage would continue to be used by non-outfitted pack and saddle stock, so the amount of area with damaged soil would likely not change. The vast majority of the analysis area is completely unaffected by recreation activities, so the isolated areas of soil damage are not resulting in unacceptable amounts of detrimental soil damage.</p>	<p>Most existing detrimental soil damage occurred prior to implementation of the Forest Plans. Pack and saddle stock outfitter-guides would continue to use campsites, trails, and grazing areas. There would be a small reduction in total barren core with the 5,250 square foot limitation on barren core, but when viewed at a landscape scale this reduction would be inconsequential. Soil in and around campsites, at stock watering areas, and trail crossings would continue to be compacted and displaced by outfitter-guides, but the vast majority of the analysis area is completely unaffected by recreation activities, so the isolated areas of soil damage are not resulting in unacceptable amounts of detrimental soil damage.</p>	<p>Most existing detrimental soil damage occurred prior to implementation of the Forest Plans. Pack and saddle stock outfitter-guides would continue to use campsites, trails, and grazing areas. There would be a small reduction in total barren core with the 2,800 square foot limitation on barren core, but when viewed at a landscape scale this reduction would be inconsequential. Soil in and around campsites, at stock watering areas, and trail crossings would continue to be compacted and displaced by outfitter-guides, but the vast majority of the analysis area is completely unaffected by recreation activities, so the isolated areas of soil damage are not resulting in unacceptable amounts of detrimental soil damage.</p>	<p>Most existing detrimental soil damage occurred prior to implementation of the Forest Plans. Pack and saddle stock outfitter-guides would continue to use campsites, trails, and grazing areas. There would no increase in barren core as a result of outfitter-guide activities. Soil in and around campsites, at stock watering areas, and trail crossings would continue to be compacted and displaced by outfitter-guides, but the vast majority of the analysis area is completely unaffected by recreation activities, so the isolated areas of soil damage are not resulting in unacceptable amounts of detrimental soil damage.</p>

Other Issues	Unit of Measure	Alternative 1	Alternative 2	Alternative 3	Alternative 4
<p>Pack and saddle stock outfitter-guide grazing could exceed Forest Plan standards and guidelines pertaining to forage utilization.</p>	<p>Qualitative discussion</p>	<p>There would be no outfitter-guide stock forage use with this alternative. Non-outfitted stock would continue to graze around campsites. Stock forage utilization would be well within allowable use standards and consistent with all standards and guidelines. There would continue to be localized areas of concentrated use associated with camps. With the closing of the wilderness livestock permits, forage use and resource impacts are still very far below the use and impacts under the old grazing allotment stocking rates.</p>	<p>Outfitter-guide stock forage utilization would be well within allowable use standards and consistent with all standards and guidelines. There would be localized areas of concentrated use associated with camps. With the closing of the wilderness livestock permits, even with outfitter-guide grazing, the forage use and resource impacts are still very far below the use and impacts under the old grazing allotment stocking rates.</p>	<p>Outfitter-guide stock forage utilization would be well within allowable use standards and consistent with all standards and guidelines. There would be localized areas of concentrated use associated with camps. With the closing of the wilderness livestock permits, even with outfitter-guide grazing, the forage use and resource impacts are still very far below the use and impacts under the old grazing allotment stocking rates.</p>	<p>Outfitter-guide stock forage utilization would be well within allowable use standards and consistent with all standards and guidelines. There would be localized areas of concentrated use associated with camps. With the closing of the wilderness livestock permits, even with outfitter-guide grazing, the forage use and resource impacts are still very far below the use and impacts under the old grazing allotment stocking rates.</p>
<p>Pack and saddle stock outfitter-guides are important to the local economy.</p>	<p>Number of Jobs Labor Income Total Sales</p>	<p>0 \$0 \$0</p>	<p>27.6 jobs \$922,451 \$1,340,359</p>	<p>15.9 jobs \$531,108 \$771,722</p>	<p>40 jobs \$1,337,753 \$1,943,811</p>

PREFERRED ALTERNATIVE

The Preferred Alternative is Alternative 4.