

**Baseline Information for Outfitters and Guides
Needs Assessments in USFS Region 4:
Final Report**

Prepared for:
U.S. Forest Service—Region 4

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ABSTRACT

Outfitters and guides provide the opportunity for a chaperoned recreation experience that may be desired or needed by the visitor for a variety of reasons. Outfitters and guides provide these services as an extension of the USFS mission, and outfitting and guiding have become an important segment of visitor days for the visitor, agency, resources, and the economy.

Federal regulations require that commercial outfitters on National Forest lands be authorized through a Special Use Permit (SUP), and a needs assessment is required for this authorization in order to determine the public “need” for a service to aid visitors in experiencing National Forests. This research is intended to provide baseline information that will help the National Forests in Region 4 conduct National Forest specific needs assessments.

This research was accomplished in three phases. Phase One involved analysis of the Special Use Data Base for Region 4. Phase Two utilized multiple methods to determine potential uses relating to outfitting and guiding on National Forest lands. Sixty-three USFS personnel and 155 outfitters and guides were interviewed by telephone for this phase of the project. Phase Three involved the development of an estimation of selected recreation outfitting and guiding criteria for USFS Region 4 National Forests based on data generated from an internet survey in which a total of 78 outfitters and guides responded. Gathering such information enables SUP administrators to develop their own “spectrum of permitting opportunities” that would be relevant at the district and National Forest level.

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Mission of the Institute for Outdoor Recreation and Tourism:

The Institute for Outdoor Recreation and Tourism (IORT) conducts a program of research, extension, and teaching for the benefit of the people of Utah, our country, and the world, directed at improving our understanding of the relationships between outdoor recreation and tourism, natural resources management, community economic vitality, and quality of life.

Through statewide collaboration and cooperation, IORT will be a source for the creation, communication, and transfer of knowledge on resource-based recreation and tourism issues affecting social, economic, and environmental systems, in order to assist Utah's citizens in making decisions that enhance both community and resource sustainability.

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INTRODUCTION/BACKGROUND

Outfitters and guides provide the opportunity for a chaperoned recreation experience that may be desired or needed by the visitor for a variety of reasons, such as the lack of specialized equipment or knowledge. Outfitters and guides provide these services as an extension of the USFS mission, and outfitting and guiding have become an important segment of visitor days for the visitor, agency, resources, and the economy.

Federal regulations require that commercial outfitters on National Forest lands be authorized through a Special Use Permit (SUP). An assessment of the need to use National Forest lands is required for this authorization and this process is termed a "Needs Assessment." The purpose of a needs assessment is to determine the public "need" for a service to aid visitors in experiencing National Forests. Some of the factors that are involved in making the decision of a needs assessment are agency mission and management objectives, opportunities, demand and supply, and other input. Needs assessments are complex, site-specific, and are done by each Forest in a region. This research is intended to provide baseline information that will help the National Forests in Region 4 conduct National Forest specific needs assessments.

The objectives for this research are to:

1. Inventory outfitter permits granted in each forest in the Intermountain Region through analysis of the Special Use Data Base provided by Region 4. Type of activity by number of outfitters per forest will be presented indicating the current supply of outfitting in each Forest.
2. Determine the current levels of use by outfitted activity; permitted use versus actual use.
3. Analyze U.S. and region wide trends of emerging recreation activities (if available) through the interviewing of recreation managers, outfitters, sporting goods store managers, along with a review of the literature. This will provide an idea of what future needs for outfitting may occur.
4. For each activity identified, determine the relative need for an outfitter based on safety concerns, agency resource concerns, skills needed, equipment needed, level of knowledge necessary, and accessibility issues. An outfitter need spectrum of opportunities will be developed to be used as a guide in determining how need differs across activities.

This research was accomplished in three phases. Phase One involved analysis of the Special Use Data Base for Region 4 and verified and expanded on information contained in the existing database through phone surveys. Phase Two utilized multiple methods to determine potential uses on National Forest lands. Phase Three involved the development of an estimation of selected recreation outfitting and guiding criteria for USFS Region 4 National Forests based on data generated from an internet survey for outfitters and guides, and resulted in the development of a tool for determining a "spectrum of permitting opportunities" that would be relevant at the district and National Forest level.

2: Results from Region 4 Individual National Forests Surveys of USFS Personnel and Outfitters/Guides.

2a: Introduction

Methods: Forest Service Personnel

One aspect of gathering baseline information for the *Region 4 Outfitter & Guide Needs Assessment* was contacting USDA Forest Service personnel that are involved with recreation and the administration of Special Use Permits (SUPs). An initial contact for each National Forest was provided by Region 4 Recreation Planners. From this initial contact, a “snowball” sampling method was used to obtain additional Forest Service personnel. Each respondent was asked if there were any other personnel who were knowledgeable about outfitter and guide operations and SUP administration who they thought would be helpful to contact in order to gather additional information. This question was asked of all respondents until all Forest Service personnel that had experience with outfitters/guides and SUPs was exhausted.

In all, 63 Forest Service personnel were interviewed over the phone using questions from a survey instrument developed by Utah State University (USU) research scientists and Region 4 staff. The survey instrument was composed of nineteen questions, and the interview took between fifteen minutes to an hour depending on the length of responses.

The survey instrument (Appendix A) included components of: supply and demand, new and emerging trends in recreational activities, training on SUP administration, the process of applying and issuing SUPs, the clarity of the New Rule for SUP administration, public feedback about outfitter and guide activity, and aspects of illegal outfitting and guiding. Content analysis was used on the completed surveys. The data were also entered into a database and analyzed using a statistics program, Statistical Package for Social Sciences (SPSS) version 17.0. The following results are prefaced with the question asked in italics.

Methods: Outfitter Guides

Using the Special Use Data Set (SUDS), a call list was developed by removing duplicate applications and looking up contact information. Contact information was obtained through systematic web searches for company names. In all, 155 outfitters and guides were interviewed. Interviews lasted approximately 15 to 20 minutes on average. Interviews were recorded (with permission of the interviewees) via voice recorder connected to the phone line. Interviews were later transcribed and a content analysis was performed. Content analysis coded responses were added into the Statistical Package for Social Sciences (SPSS) version 17.0. Data was analyzed using SPSS and results were written up along with actual statements from respondents to provide a more complete picture of the findings. The following results are prefaced with the question asked in italics.

The following reports preliminary results from Phase One’s telephone surveys on the 12 National Forests in Region 4. Interviewees included personnel in each forest who are involved with administration of Special Use Permits (SUP) as well as outfitters and guides who operate on the forests.

2b: Ashley National Forest

FOREST SERVICE PERSONNEL: ASHLEY NATIONAL FOREST

A total of five Forest Service personnel were contacted during November 16, 2010, to December 06, 2010.

“How long have you been involved with the administration of outfitter-guide Special Use Permits?”

The five Ashley personnel have a mean of 6.6 years of experience with a median of 4 years. The minimum was 2 year, and the maximum was 15 years of involvement.

“Have you received any supplemental training on the administration of Special Use Permits? (If yes) What supplemental training did you receive? (If no) Have you requested any supplemental training on the administration of Special Use Permits?”

All five have received formal training. Three said they have received training on the new policy, and two said they have received training from Region 4. One said they would like additional training on how to carry out the new process from the beginning to the end, and they would also like additional training on SUDS.

“Have you received any indications of public demand for outfitter-guide services on the (Forest/Ranger District) that do not currently exist? (If yes) For which service(s) does this demand exist?”

Three (60%) have received *public* demand for outfitter/guide services that do not currently exist on the Ashley National Forest. The services mentioned by respondents are: shoreline fishing on the reservoir, fly fishing classes on the river, shuttles, photography, taking/selling pictures of people rafting, wagon rides, and aerial tours (Table 2b-1.).

Table 2b-1: Public demand for outfitter/guide services that do not currently exist on the Ashley.

Activity	Number of Responses	Percentages ¹
Shoreline fishing	2	67%
Aerial tours	1	33%
Fly-fishing classes	1	33%
Shuttles	1	33%
Photography	1	33%
Taking/selling photos of people rafting	1	33%
Wagon rides	1	33%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=3.

“Have you received any indications of public demand for additional use days for permitted outfitter-guide services? (If yes) For which service(s) does this demand exist?”

One (20%) respondent had an indication of *public* demand for additional use days for permitted outfitters/guides. The activities mentioned were hunting and wilderness therapy (Table 2b-2).

Table 2b-2: Public demand for additional use days for outfitters/guides services on the Ashley.

Activity	Number of Responses	Percentages ¹
Hunting	1	100%
Wilderness Therapy	1	100%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=1.

“Have you received feedback from the non-outfitted public about outfitted/guided activity on the (Forest/Ranger District)?”

None have received feedback from non-outfitted public about outfitter/guide activity.

“Are you aware of any illegal outfitter-guide activity on the (Forest/Ranger District)? (If yes) For which activity(ies)?”

Three (60%) were aware of illegal outfitting/guiding on the Ashley National Forest. Two said they knew of illegal hunting outfitting/guiding. One said they were aware of it on the reservoir and river (assuming Flaming Gorge and the Green River below Flaming Gorge), but they did not specify what activities. One said there are people illegally outfitting/guiding wilderness backpacking trips (Table 2b-3).

Table 2b-3: Illegal outfitting/guiding activities the respondents were aware of, or suspected on the Ashley.

Activity	Number of Responses	Percentages ¹
Hunting	2	67%
Wilderness backpacking	1	33%

¹Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=3.

“Are there any outdoor recreation activities occurring on the (forest/ranger district) that you would consider new activities or emerging recreation trends? (If yes) For which activity(ies)?”

Two (60%) said there were new activities and/or emerging recreational trends on the Ashley National Forest. The activities and trends mentioned are: extreme rock crawling, Utility Terrain Vehicles (UTV), wade fishing, ice fishing, and snow kiteboarding (Table 2b-4).

Table 2b-4: Recreation activities and trends respondents considered new or emerging on the Ashley.

Activity	Number of Responses	Percentages ¹
Extreme rock crawling	1	50%
Ice fishing	1	50%
Snow kiteboarding	1	50%
UTVs	1	50%
Wade fishing	1	50%

¹Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=2.

“Which, if any, outdoor recreation activities do you think have been growing in popularity recently?”

All gave activities that have been growing in popularity. Off road vehicle use, wilderness backpacking, ice fishing, and OHVs were all activities that respondents said have been growing in popularity. One respondent said use on the reservoir has been growing faster than on the river (Table 2b-5).

Table 2b-5: Recreational activities mentioned by respondents that have been growing in popularity on the Ashley.

Activity	Number of Responses	Percentages ¹
Off road vehicles	2	40%
Ice fishing	1	20%
Use on the reservoir	1	20%
Wilderness backpacking	1	20%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=5.

“Do you feel the process of applying for and issuing Special Use Permits is efficient?”

Yes ☐

No ☐

(If no) What problems do you regularly encounter? (and)

What suggestions do you have to correct those problems?”

All five had concerns or comments on the process of applying for and issuing SUPs. One said the application is vague and it is hard to decipher how certain activities fall under specific categories (e.g., educational class trips). One said the issuance of temporary one year permits are, at times, inefficient because they need to be reissued every year. One said the process could use some work, but did not specify any details. One said that requesting prospectus should be abandoned and the issuance of permits should be market based, not question based. One said the process would be efficient but the lack of a stable personnel base results in the process's inefficiency.

Problems encountered:

- Fitting certain activities into a SUP can be difficult (e.g., educational class trips),
- One year permits can take up a lot of time because they need to be reissued every year,
- Requesting prospectus from outfitters/guides, and
- Forest Service personnel changing positions and/or leaving the district.

Three had suggestions to manage these issues.

Suggestions to manage issues:

- More and better training,
- Develop a Special Use Permitting process that is based on the market, and
- Have a stable base of Forest Service personnel.

“Do you feel that the new Forest Service outfitter and guide policy is clear to you and other recreation or permitting personnel?”

Yes ☐

No ☐

(If no) What is unclear about these regulations and guidelines? (and)

Do you have any suggestions to improve correct those problems?”

Two (40%) felt the policy was not clear to them and other Forest Service personnel. One said they researched the policy, and then held meetings with outfitters/guides. At these meetings, the respondent said they did not feel comfortable answering questions outfitters/guides had with the amount of information they had on the new policy (this respondent did not give any specific details). The other said the way water based outfitting/guiding is conducted is not clear to them and others, so they resorted back to launch days to limit confusion.

Parts of the new policy that are unclear, or issues that cause concern:

- Not having enough information to answer questions from outfitters/guides and
- Water based recreation.

Two had suggestion to remedy their concerns.

Suggestion to improve or correct these issues:

- Have a specialist that can be reached to answer questions and clear confusion and
- Use launch days instead of user days.

“Are you at all familiar with other agencies’ administration of outfitter-guide permits?

Yes ☐

No ☐

(If yes) How do you feel the Forest Service’s outfitter-guide permitting process compares?

About the same ☐

Worse ☐

Better ☐

(If worse and/or better) In what ways is it (better and/or worse)?”

Three were familiar with the BLM’s process of issuing outfitter/guide permits. When asked to compare the process with the Forest Service’s process, two said the BLM is about the same. One said they are different in the way they issue their permits, and who they issue permits to. They continued by saying the BLM’s permits are given to outfitters/guides that have equipment and can show they are economically sound. They also said the way the Forest Service issues permits allows people to get permits and then turn around and sell the permit to make a profit.

OUTFITTERS AND GUIDES: ASHLEY NATIONAL FOREST

Outfitters and guides were contacted by telephone and interviewed from November 22, 2010, through January 10, 2011. We contacted a total of eleven outfitters/guides that were permitted to operate on the Ashley National Forest.

“What outdoor recreation activities did you receive a permit for?”

Of the eleven respondents contacted, seven offered fishing services (67%) and four (36%) offered backpacking. Hunting and sightseeing were the next most common services. All other services were mentioned once. Table 2b-6 displays the activities respondents were permitted for, and the number of respondents that offered these activities.

Table 2b-6: Outdoor recreation activities that the respondents have been permitted for on the Ashley.

Activity	Number of Respondents	Percentages ¹
Fishing trips	7	67%
Backpacking	4	36%
Hunting trips	2	18%
Sight seeing	2	18%
Camping	1	9%
Canoeing	1	9%
Caving	1	9%
Horseback riding	1	9%
Shuttle services	1	9%

¹Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents. Number of respondents, n=11.

“How many allotted service days did the permit(s) cover?” and “How many days did you use?”

Five (45%) knew or estimated the amount of days they were allotted and the amount of days they used. Table 2b-7 shows the amount of days allotted, days used, if the days were launch or service, and the services provided by these five respondents.

Table 2b-7: Estimated amount of days allotted vs. days used with services provided on the Ashley.

Days Allotted	Days Used	Percentages ¹	Launch or Service Days ²	Service Provided
50	35	70%	Service	Fishing
1,000	589	59%	Service	Fishing, Sightseeing
500	300	60%	Service	Fishing
19	19	100%	Service	Backpacking
190	30	16%	Service	Hunting, Fishing, Horseback riding

¹Percent of days used.

²Outfitters/ guides answer the question in Service Days or Launch Days depending on the services they provide. This column specifies if the respondent answered the question in Service or Launch days.

“In thinking back about the process of applying for and issuing the Special Use Permit, how long did the whole process take?”

Two (18%) gave the time the initial process took, which was three and six months. Six (55%) talked about the renewal process, which took an hour to one day. When talking about the renewal process respondents said it was timely and easy.

“Was the process efficient?”

Eight (73%) felt the process was efficient, and three (27%) felt the process was not efficient.

“What problems did you encounter?”

Of the three who said the process was not efficient, one said the process is complicated because they have to fill out different outfitter/guide applications for different agencies to be permitted to operate in different areas. The example they used is having to fill out different applications for the Ashley National Forest and the Grand Staircase-Escalante National Monument.

One said the process was inefficient because of the Forest Service’s lack of communication and knowledge regarding SUPs. They said a lot of time is wasted because Forest Service personnel could not make decisions and/or answer questions about the respondent’s permit (i.e., the Forest Service employee who was talking to the respondent had to ask someone else and then call the respondent back at a later time). The respondents said they would not receive calls back or they would get a call back and the person they were talking to from the Forest Service would say they have to ask someone else to get an answer to the respondent’s question, which would take more time.

The third person said the process is inefficient because the Forest Service is short handed, and there is not enough personnel to handle things efficiently.

“What suggestions do you have to correct those problems?”

All three had suggestions to increase the efficiency of the permitting process.

One said there needs to be a consistent permitting process throughout the state.

One said there needs to be more training for Forest Service personnel so they can answer questions and make decisions quickly and effectively.

Lastly, one said the Forest Service needs to hire more personnel so things can be taken care of in a timely matter.

“Do you receive, or have you received similar types of permits from other land management agencies?”

Five (45%) have permits with other National Forests and/or other land management agencies. Four said the other permitting agency(ies) they receive permits from have a better process than the Ashley, three said the other agency(ies) are worse, and one said the process is similar to the Ashley (Table 2b-8).

Table 2b-8: Respondents who received permits from other land management agencies, and respondents ranking the permitting process to the Ashley.

Agencies	Number of Responses	Percentages ¹	About the Same	Better	Worse
Bureau of Land Management	2	18%	0	1	1
State Lands	1	9%	0	1	0
Other National Forests	1	9%	0	0	1
National Park Service	2	18%	1	0	1
Fish & Wildlife Service	1	9%	0	1	0
Bureau of Reclamation	1	9%	0	1	0

¹Percentages are calculated by dividing the number of responses by the number of respondents. Number of respondents, n=5.

“What impact does the Forest Service Special Use Permit have on your business operations?”

Four (36%) said the SUP is crucial for their business. Two (18%) said the SUP burdens their business operations by limiting the areas, times, and number of clients they can have. Five (45%) said the SUP gives them the ability to provide a public service (i.e., it allows people to do things they would not be able to do otherwise). Two respondents are involved in outdoor programs for educational institutions, and they said the SUP allows students to learn skills and have opportunities and experiences they would not have otherwise.

“What changes in bookings and interest in your services have you perceived over the past 10 years or since you began operations?”

Of the nine (82%) that responded to the question, four have seen an increase in bookings, four have seen a decrease in bookings, and two said business has stayed steady. Some outfitters/guides offer more than one activity. Table 2b-9 shows all of the individual activities offered by these nine outfitters/guides and if the interest in these activities has declined, stayed the same, or increased.

Table 2b-9: Changes in booking interests on the Ashley.

Type of Service Provided	Declining	Same	Growing	Growing (%) ¹	Total (n)
Fishing trips	2	1	3	50%	6
Backpacking	0	1	1	50%	2
Hunting trips	2	0	0	0%	2
Camping	0	1	0	0%	1
Canoeing	0	0	1	100%	1
Caving	0	0	1	100%	1
Horseback riding	1	0	0	0%	1
Sightseeing	0	0	1	100%	1
Wilderness therapy	1	0	0	0%	1

¹ The “Growing (%)” column gives the percent of services where the booking interests have been growing. Number of respondents, n=9.

“What forms of marketing or advertising does your business do to attract clients for your services on the Ashley?”

Ten responded to the question, and all ten (100%) used websites/internet for marketing (Table 2b-10). Brochures (30%) are the next most common form of marketing.

Table 2b-10: Forms of marketing used by respondents operating on the Ashley.

Activity	Number of Respondents	Percentages ¹
Website/Internet	10	100%
Brochures	3	30%
Magazines	2	20%
Outdoor expos	2	20%
Radio	2	20%
Word of mouth	2	20%
Booking agencies	1	10%
Donating services	1	10%

¹ Respondents were given an opportunity to give more than one answer. Number of respondent, n=10. Percentages are calculated by dividing the number of responses by the number of respondents.

“Does your business engage in service projects or community service?”

Nine (82%) participate in service projects or community service. The types of services provided by respondents are maintenance and restoration projects on public lands, donating services (this includes donating to individuals and groups with disabilities, conservation organizations, and community events), and volunteering and supporting non-profits. When asked if they received any benefits to their businesses, some said they gain a positive reputation in the community, some said it helps with marketing, and one said it helps employees and students be more involved in the community, which helps them “smile more.”

2c: Boise National Forest

FOREST SERVICE PERSONNEL: BOISE NATIONAL FOREST

A total of four Forest Service personnel were contacted during November 17, 2010, to December 08, 2010.

“How long have you been involved with the administration of outfitter-guide Special Use Permits?”

The four Boise personnel have a mean of 6.2 years of experience with a median of 4.5 years. The minimum was 8 months, and the maximum was 15 years of involvement.

“Have you received any supplemental training on the administration of Special Use Permits? (If yes) What supplemental training did you receive? (If no) Have you requested any supplemental training on the administration of Special Use Permits?”

All four have received formal training on the administration of SUPs.

“Have you received any indications of public demand for outfitter-guide services on the (Forest/Ranger District) that do not currently exist? (If yes) For which service(s) does this demand exist?”

None of the respondents has received indications of *public* demand for outfitter/guide services that do not currently exist on the Boise National Forest. One respondent did say they do receive requests from potential outfitter/guides that do not have a SUP, but this respondent did not specify what activities were requested.

“Have you received any indications of public demand for additional use days for permitted outfitter-guide services? (If yes) For which service(s) does this demand exist?”

None of the respondents has received indications of *public* demand for additional use days for currently permitted outfitter/guide services.

“Have you received feedback from the non-outfitted public about outfitted/guided activity on the (Forest/Ranger District)?”

One (25%) said they do not usually receive feedback from the public, but the feedback they do receive comes during the scoping portion of the NEPA process.

“Are you aware of any illegal outfitter-guide activity on the (Forest/Ranger District)? (If yes) For which activity(ies)?”

One (25%) said they were aware of illegal outfitting/guiding for hunting, rafting, and trail rides (the type of trail riding was not specified) (Table 2c-1).

Table 2c-1: Illegal outfitting/guiding activities the respondents were aware of, or suspected on the Boise.

Activity	Number of Responses	Percentages ¹
Hunting	1	100%
Rafting	1	100%
Trail Rides	1	100%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=1.

“Are there any outdoor recreation activities occurring on the (forest/ranger district) that you would consider new activities or emerging recreation trends? (If yes) For which activity(ies)?”

Three (75%) said there were new activities and/or emerging recreational trends on the Boise National Forest. The activities and trends mentioned are: mountain biking, rock climbing, and UTVs (Table 2c-2).

Table 2c-2: Recreation activities and trends respondents considered new or emerging on the Boise.

Activity	Number of Responses	Percentages ¹
Mountain Biking	1	33%
Rock Climbing	1	33%
UTVs	1	33%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=3.

“Which, if any, outdoor recreation activities do you think have been growing in popularity recently?”

All gave activities that have been growing in popularity. Mountain biking and river rafting/river use were both mentioned by two (50%) respondents. All other activities were mentioned once (Table 2c-3).

Table 2c-3: Recreational activities mentioned by respondents that have been growing in popularity on the Boise.

Activity	Number of Responses	Percentages ¹
Mountain Biking	2	50%
River Rafting/River Use	2	50%
ATVs	1	25%
Hiking	1	25%
Motorcycles	1	25%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=4.

“Do you feel the process of applying for and issuing Special Use Permits is efficient?”

Yes ☐

No ☐

(If no) What problems do you regularly encounter? (and)

What suggestions do you have to correct those problems?”

Two (50%) felt the process is not efficient. One said the process is lengthy and takes one to two years to complete. The other said the application is too technical for the people who are filling it out, therefore, applications are filled out incorrectly.

Problems encountered:

- Lengthy application process and
- Overly technical application.

When asked what suggestions they had to improve the issues, the respondent who said the process is lengthy said there is nothing that can be done about the length of the process because it is the law. They continued by saying that they are upfront with applicants by letting them know the process will be lengthy. The other respondent said the application should be easier to understand and shortened.

Suggestions to manage issues:

- Make the application easier to understand and
- Shorten the application.

“Do you feel that the new Forest Service outfitter and guide policy is clear to you and other recreation or permitting personnel?”

Yes ☐

No ☐

(If no) What is unclear about these regulations and guidelines? (and)

Do you have any suggestions to improve correct those problems?”

One (25%) felt the policy was not clear to them and other recreation/permitting personnel. The parts of the policy that this respondent said were unclear are how the Capacity Analysis relates to the Needs Assessment, and Pool Days.

Parts of the new policy that are unclear, or issues that cause concern:

- How Capacity Analysis relates to the Needs Assessment and
- Pool Days.

The suggestions this respondent gave to remedy their concerns were: more training, more clarification on Capacity Analysis, and more clarification on Pool Days.

Suggestions to improve or correct these issues:

- More training and
- Clarification on Capacity Analysis and Pool Days.

“Are you at all familiar with other agencies’ administration of outfitter-guide permits?”

Yes ☐

No ☐

(If yes) How do you feel the Forest Service’s outfitter-guide permitting process compares?

About the same ☐

Worse ☐

Better ☐

(If worse and/or better) In what ways is it (better and/or worse)?”

None of the respondents was familiar with other agencies’ permitting process.

OUTFITTERS AND GUIDES: BOISE NATIONAL FOREST

We contacted a total of four outfitters/guides that were permitted to operate on the Boise National Forest. Outfitters and guides were contacted by telephone and interviewed from October 8, 2010, through November 15, 2010.

“What outdoor recreation activities did you receive a permit for?”

Of the four outfitters/guides we contacted, two are permitted for hunting (50%), two are permitted for kayaking (50%), and one is permitted for river rafting. Table 2c-4 displays the activities respondents were permitted for, and the number of respondents that offered these activities.

Table 2c-4: Outdoor recreation activities that the respondents have been permitted for on the Boise.

Activity	Number of Respondents	Percentages ¹
Hunting	2	50%
Kayaking	2	50%
River Rafting	1	25%

¹Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents. Number of respondents, n=4.

“How many allotted service days did the permit(s) cover?” and “How many days did you use?”

Two (50%) knew or estimated the amount of days they were allotted and the amount of days they used. Table 2c-5 shows the amount of days allotted, days used, if the days were launch or service, and the services provided by these four respondents.

Table 2c-5: Estimated amount of days allotted vs. days used with the services provided on the Boise.

Days Allotted	Days Used	Percentages ¹	Launch or Service Days ²	Service Provided
-	240	-	Service	Hunting
14,700	13,300	90%	Service	River Rafting and Kayaking
-	35	-	Service	Hunting
45	45	100%	Service	Kayaking

¹Percent of days used.

²Outfitters/ guides answer the question in Service Days or Launch Days depending on the services they provide. This column specifies if the respondent answered the question in Service or Launch days.

“In thinking back about the process of applying for and issuing the Special Use Permit, how long did the whole process take?”

Three (75%) gave the time the initial process took them, which was two weeks, one month, and three months. One did not give the time the initial process took, but they did say the paperwork took them a few hours to fill out and then the application went back and forth between them and

the Forest personnel to revise the application to making sure all of the needed information was filled out correctly.

“Was the process efficient?”

Of the three who responded to the question, two felt the process was efficient and one felt the process was not efficient. One of the respondents who felt the process was efficient said, “...they have been very helpful and it has been very efficient...they worked really hard on making sure I had what I needed ...”

“What problems did you encounter?”

The respondent who felt the process was inefficient did not specify any specific issues with the process.

“What suggestions do you have to correct those problems?”

This respondent did not give any suggestion.

“Do you receive, or have you received similar types of permits from other land management agencies?”

Three (75%) have permits with other National Forests and/or other land management agencies. Two have permits from the BLM, one has a permit from the state of Idaho, one has a permit from Boise City, and one has a permit from the Caribou-Targhee National Forest. Only one compared the other agencies’ permitting processes to the Boise National Forest’s process, which they ranked the Boise National Forest’s process worse than the BLM and the state of Idaho (Table 2c-6). Though, they did say the Forest Service permit is of much greater value to them than the other permits they hold. When the other respondents were asked to compare the permitting processes to the Boise National Forest’s process, they responded by saying they are different systems, and cannot be compared. The respondent who holds a permit from the Caribou-Targhee National Forest did not compare the process to the Boise National Forest’s process.

Table 2c-6: Respondents who received permits from other land management agencies, and respondents ranking the permitting process to the Boise.

Agencies	Number of Responses	Percentages ¹	About the Same	Better	Worse
Bureau of Land Management	1	25%	0	1	0
State Lands	1	25%	0	1	0

¹Percentages are calculated by dividing the number of responses by the number of respondents. Number of respondents, n=1.

“What impact does the Forest Service Special Use Permit have on your business operations?”

One said the SUP is 100% of their business, and without it they could not operate. One said the SUP allows them to feel comfortable while taking clients out because they are doing it legally. One of the respondents who offer hunting services did not mention the SUP, but they did talk about how recent road closures have had a large impact on their business because they are not able to take clients to specific areas anymore. The other respondent who offers hunting services said the SUP is an annoyance for them to obtain.

“What changes in bookings and interest in your services have you perceived over the past 10 years or since you began operations?”

One respondent who offers hunting services said, “We have seen a decrease in our hunters due to the game population decreasing from the wolf population.” The other who offers hunting services said they have seen no changes, but concluded by saying they are still new to the business. The respondent who offers kayaking classes said they have always had a cap on the number of students they can take out, so the number of people they are taking out has not changed. Table 2c-7 shows all of the individual activities offered by these three outfitters/guides and if the interest in these activities has declined, stayed the same, or increased.

Table 2c-7: Changes in booking interests on the Boise.

Type of Service Provided	Declining	Same	Growing	Growing (%) ¹	Total (n)
Hunting	1	1	0	0%	2
Kayaking	0	1	0	0%	1

¹ The “Growing (%)” column gives the percent of services where the booking interests have been growing. Number of respondents, n=3.

“What forms of marketing or advertising does your business do to attract clients for your services on the Boise?”

Internet, word of mouth, and magazines are the most common forms of marketing used (Table 2c-8). Brochures and radio were only mentioned once.

Table 2c-8: Forms of marketing used by respondents operating on the Boise.

Activity	Number of Respondents	Percentages ¹
Website/Internet	2	50%
Word of mouth	2	50%
Magazines	2	50%
Brochures	1	25%
Radio	1	25%

¹ Respondents were given an opportunity to give more than one answer. Number of respondent, n=4. Percentages are calculated by dividing the number of responses by the number of respondents.

“Does your business engage in service projects or community service?”

Three (75%) participate in service projects or community service. The types of services provided by respondents are maintenance and restoration projects on public lands and donating services (this includes donating to individuals and groups with disabilities, public service providers, kids groups, Boy and Girl Scouts, and at risk teens). When asked if they received any benefits to their businesses, respondents said they gain a positive reputation in the community, their services provide clean and maintained areas where they take clients, and it helps with marketing.

2d: Bridger-Teton National Forest

FOREST SERVICE PERSONNEL: BRIDGER-TETON NATIONAL FOREST

A total of five personnel were contacted between June 24, 2010, and September 9, 2010.

“How long have you been involved with the administration of outfitter-guide Special Use Permits?”

The five Bridger-Teton personnel have a mean of 15.8 years of experience with a median of 12 years. The minimum was 7 years and the maximum was 28 years.

“Have you received any supplemental training on the administration of Special Use Permits? (If yes) What supplemental training did you receive? (If no) Have you requested any supplemental training on the administration of Special Use Permits?”

All five have received training on SUP administration. Of the five, three have been instructors for SUP administration, and two of the three are actively involved in designing and instructing the courses on the current policy change for SUP administration. All but one specifically said they have received training on the new policy for outfitter/guide SUP.

“Have you received any indications of public demand for outfitter-guide services on the (Forest/Ranger District) that do not currently exist? (If yes) For which service(s) does this demand exist?”

Four (80%) received indications of public demand for outfitter-guide services that do not currently exist. Though, most of the activities mentioned by respondents are activities that are currently permitted. The activities mentioned were: game retrieval services, transportation services (from the airport to the forest and/or wilderness), hunting drop camp services (outfitters pack a customer's gear into the forest for them, or an outfitter lets a customer use the outfitter's camp. This is not guided hunting, fishing, etc. It is an outfitter transporting gear or letting someone use their camp.), filming, paragliding, river rafting, kayaking, fishing, hiking, and ice climbing (Table 2d-1).

Table 2d-1: Public demand for outfitter/guide services that do not currently exist on the Bridger-Teton.

Activity	Number of Responses	Percentages ¹
Filming	1	25%
Fishing	1	25%
Game Retrieval	1	25%
Hiking	1	25%
Hunting Drop Camp	1	25%
Ice Climbing	1	25%
Kayaking	1	25%
Paragliding	1	25%
River Rafting	1	25%
Transportation	1	25%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=4.

Along with the activities mentioned by respondents, we were also given the Bridger-Teton National Forest's Outfitter-Guide Needs Assessment & Resource Capability report (dated April 2010). Included in the document is a list of activities that are, "*New activities for further analysis because they met indicators for need or have been determined useful for forest managers in some areas.*" In Part 1. on pg.5

List 3: The activities listed are:

- Game retrieval services (non-motorized; typically horse bases),
- ATV tours,
- Yurt/hut-based winter use (non-motorized),
- Activities geared toward children and youth, and
- Activities catering to underserved segments of the community (disabled, other cultures, etc.).

Comparing the activities given by the respondents and the activities listed in the Bridger-Teton Outfitter-Guide Needs Assessment & Resource Capability document, there was one activity found in both: game retrieval service.

"Have you received any indications of public demand for additional use days for permitted outfitter-guide services? (If yes) For which service(s) does this demand exist?"

One (20%) received requests from the *public* for additional Use Days for permitted outfitters and/or guides. The respondent said the additional use days were requested for human powered activities such as paddle boarding, hiking, and backpacking (Table 2d-2).

Table 2d-2: Public demand for additional use days for outfitters/guides services on the Bridger-Teton.

Activity	Number of Responses	Percentages ¹
Backpacking	1	100%
Hiking	1	100%
Paddle Boarding	1	100%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=1.

“Have you received feedback from the non-outfitted public about outfitted/guided activity on the (Forest/Ranger District)?”

All have received feedback from non-outfitted *public* about outfitter/guide activity in the form of concerns and/or complaints. Two respondents mentioned receiving complaints about outfitters running the public from an area the outfitter considers “theirs.” Another two respondents received concerns and/or complaints from the public about there being too many outfitters. One said the public feels there are too many outfitters and guides for hunting, and the other has received concerns about certain areas being commercialized by allowing outfitter/guide use. Heli-skiing was also an activity the public has expressed concerns to FS personnel. One respondent said they have been contacted by dissatisfied customers who want their money back from the outfitter/guide.

Though all have received negative feedback, some have also received positive feedback. One respondent mentioned having received a call from an individual who had an outfitter go out of their way to help them, and this individual called the FS letting them know they appreciated the help.

“Are you aware of any illegal outfitter-guide activity on the (Forest/Ranger District)? (If yes) For which activity(ies)?”

All were aware of, or suspected illegal outfitting and/or guiding. Hunting and fishing were the only two activities that were mentioned by multiple respondents (Table 2d-3). School trips was mentioned in the context of being an activity that is done illegally but the violator does not know they are doing anything wrong. Multisport trips was mentioned as being an area where illegal activity is hard to catch. These people usually have a SUP for multiple activities such as mountain biking and kayaking, but do not have a SUP for hiking, and during the trip the outfitter/guide will take the group on a guided hike.

Table 2d-3: Illegal outfitting/guiding activities the respondents were aware of, or suspected on the Bridger-Teton.

Activity	Number of Responses	Percentages ¹
Hunting	3	60%
Fishing	2	40%
Backcountry Skiing	1	20%
Backpacking	1	20%
Climbing	1	20%
Dog Walking Services	1	20%
Drop Camps ²	1	20%
Hiking	1	20%
Horse Delivery ³	1	20%
Horse Packing	1	20%
Kayaking	1	20%
Mountain Biking	1	20%
Multisport Trips	1	20%
Paragliding	1	20%
Rafting	1	20%
School Trips	1	20%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=5.

² "Drop Camps" are where an outfitter takes a customer and their gear to a location and sets up their camp but does not guide their hunting, fishing, etc. trip. Then after the customer's trip is over the outfitter will then take down the camp and pack out the customer and their gear.

³ "Horse Delivery" is where an outfitter will drop off horses at a trailhead for a customer, but will not guide their trip.

"Are there any outdoor recreation activities occurring on the (forest/ranger district) that you would consider new activities or emerging recreation trends? (If yes) For which activity(ies)?"

All mentioned new activities (Table 2d-4), and a few mentioned new trends in recreation. Snow bikes (motorized and non-motorized) were mentioned by all respondents. Two said that alterations to motorized equipment for winter recreation is becoming more popular, such as ATVs with tracks and motorized snow bikes. Two said there has been a shift in the time people want to participate in activities. For example, people still raft and horseback ride, but instead of a weeklong wilderness trip, people want a one to three hour trip so they can ride horses, then eat lunch and go rafting. One respondent mentioned an individual that offers guided hikes, and the demand for this service is very high. Another said activities that kids can participate in have increased in popularity.

Table 2d-4: Recreation activities and trends respondents considered new or emerging on the Bridger-Teton.

Activity	Number of Responses	Percentages ¹
Snow Bikes (motorized & non-motorized)	5	100%
ATVs with tracks	2	40%
Kite Skiing	2	40%
Short Trips	2	40%
Alternative Kayaking	1	20%
Kids Activities	1	20%
Paragliding	1	20%
Snow Cats	1	20%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=5.

“Which, if any, outdoor recreation activities do you think have been growing in popularity recently?”

Four (80%) gave activities that have been growing in popularity (Table 2d-5). Two said the amount of day use is increasing. Activities that people can do in a day such as wildlife tours, day hikes, short raft trips, horseback rides, paragliding, and water based activities like fishing are all very popular. Both mentioned the transition from multiday pack trips to short horseback rides. Also, motorized activities like ATVs, motorcycles, and snowmobiles were mentioned to still be growing in popularity.

Table 2d-5: Recreational activities mentioned by respondents that have been growing in popularity on the Bridger-Teton.

Activity	Number of Responses	Percentages ¹
Horseback rides	2	50%
ATVs	1	20%
Backpacking	1	20%
Day hikes	1	20%
Fishing	1	20%
Motorcycles	1	20%
Paragliding	1	20%
Rafting	1	20%
Snowmobiles	1	20%
Wildlife tours	1	20%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=4.

“Do you feel the process of applying for and issuing Special Use Permits is efficient?”

Yes ☐

No ☐

(If no) What problems do you regularly encounter? (and)

What suggestions do you have to correct those problems?”

All five said the process is inefficient or cumbersome. One said the process is difficult on the Bridger-Teton because there are so many permits already issued. Another said the process is not meant to be fast. In a different context, one said simple things take too long which exhausts too much of their time. Four made comments about the issues which are creating inefficiency in the process.

Problems regularly encountered:

- Two talked of the lack of time and personnel to handle the workload involved with SUPs.
- Another two talked about how the policy is interpreted differently, which leads to confusion, inconsistency, and ultimately inefficiency.

Four had suggestion on how to manage these issues.

Suggestions to correct problems:

- Lessen the workload by streamlining parts of the policy, and decrease the number of forms that need to be filled out,
- Revisit the policy and clarifying parts that are leading to confusion,
- More personnel to better handle the workload, and
- More training to help build consistency.

“Do you feel that the new Forest Service outfitter and guide policy is clear to you and other recreation or permitting personnel?”

Yes ☐

No ☐

(If no) What is unclear about these regulations and guidelines? (and)

Do you have any suggestions to improve correct those problems?”

All five said the new policy was clear, or somewhat clear to them. Though, one felt the new policy was not clear to many recreation personnel. When asked what was unclear about the new policy, none gave specific parts they felt were unclear. Though, three (60%) did mention overarching issues they felt were of notable concern.

Parts of the new policy that caused concern:

- One said the policy is too elaborate, which results in having to keep referring back to the policy. And elaborate as the policy is, it leaves many things up to interpretation.
- Another said the policy is not conducive to many agency workings (i.e., the policy does not work with processes already in place).
- It was also mentioned by another respondent that much is left to interpretation by the new policy, and they receive different answers to questions depending on who they talk to.

Suggestion to improve or correct those problems:

- The parts of the policy that are causing confusion need to be revisited and clarified.

“Are you at all familiar with other agencies’ administration of outfitter-guide permits?

Yes ☐

No ☐

(If yes) How do you feel the Forest Service’s outfitter-guide permitting process compares?

About the same ☐

Worse ☐

Better ☐

(If worse and/or better) In what ways is it (better and/or worse)?”

Two (40%) said they were familiar with other agencies’ administration of outfitter/guide permits. One said they are just different, so a comparison cannot be made. The other said the National Park Service is worse, and the Bureau of Land Management acts like outfitting and guiding is not going on. This respondent continued by saying the Forest Service cares about their outfitters and guides and wants to keep them around, which pushes the outfitters/guides to do a better job.

OUTFITTERS AND GUIDES: BRIDGER-TETON NATIONAL FOREST

We contacted a total of eighteen outfitters/guides that were permitted to operate on the Bridger-Teton National Forest. Outfitters and guides were contacted by telephone and interviewed from September 16 through December 2, 2010.

“What outdoor recreation activities did you receive a permit for?”

Of these eighteen, ten (56%) were permitted for hunting. Other common activities included horseback riding (33%), fishing (22%), and backpacking (17%). Table 2d-6 displays the activities respondents were permitted for, and the number of respondents that offered these activities.

Table 2d-6: Outdoor recreation activities that the respondents have been permitted for on the Bridger-Teton.

Activity	Number of Respondents	Percentages ¹
Hunting trips	10	56%
Horseback riding	6	33%
Fishing trips	4	22%
Backpacking	3	17%
River rafting	2	11%
Stock pack trips	2	11%
Backcountry skiing	1	6%
Camping	1	6%
Heli-skiing	1	6%
Hiking	1	6%
Rock climbing	1	6%
Snowshoeing	1	6%
School Trips	1	6%
Wagon trains	1	6%

¹Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents. Number of respondents, n=18.

“How many allotted service days did the permit(s) cover?” and “How many days did you use?”

Twelve (67%) knew or estimated the amount of days they were allotted and the amount of days they used. Table 2d-7 shows the amount of days allotted, days used, if the days were launch or service, and the services provided by these twelve respondents.

Table 2d-7: Estimated amount of days allotted vs. days used with services provided on the Bridger-Teton.

Days Allotted	Days Used	Percentages ¹	Launch or Service Days ²	Service Provided
2580	2064	80%	Service	Hunting
1200	540	45%	Service	Hunting, Horseback riding, Stock pack trips, Fishing
1	1	100%	launch	River rafting
3	3	100%	launch	River rafting
2525	973	39%	Service	Backpacking, Horseback riding, Wagon train
400	300	75%	Service	Hunting, Horseback riding
150	125	83%	Service	Hunting, Horseback riding
450	443	98%	Service	Hunting, Horseback riding
200	185	93%	Service	Rock climbing, Backcountry skiing, hiking, School trips
1200	900	75%	Service	Heli-skiing
300	168	56%	Service	Backpacking, Camping
500	350	70%	Service	Hunting, Horseback riding

¹Percent of days used.

²Outfitters/ guides answer the question in Service Days or Launch Days depending on the services they provide. This column specifies if the respondent answered the question in Service or Launch days.

“In thinking back about the process of applying for and issuing the Special Use Permit, how long did the whole process take?”

Fourteen (78%) either gave the amount of time the initial process took, or commented on the renewal process. Five said the initial process took between three weeks to one month, three said the process took 3-6 months, and two said the process took years. Four commented on the renewal process saying the renewal process is reasonably fast and painless.

“Was the process efficient?”

Eleven (65%) felt the process was efficient. Six (35%) felt the process was not efficient.

“What problems did you encounter?”

Four felt the process was not efficient because of personal conflicts with Forest Service personnel. Two of the four said the personnel they had issues with were either fired or transferred.

One respondent was affiliated with an outdoor program at a university. This person felt the process was inefficient because of regular policy changes, which changes applications and creates confusion. This respondent also felt the applications they are given to fill out are not compatible with the university because they are geared towards outfitters and guides. This

creates a lot of back-and-forth communication between the respondent and Forest Service personnel to make sure all of the information is filled out and complete.

Another respondent had issues with the Forest Service writing the NEPA document for the outfitter's business. This respondent felt the Forest Service was neither efficient nor adequate to do NEPA, especially when the respondent is the one paying for the document's completion.

“What suggestions do you have to correct those problems?”

Two suggested firing or transferring the Forest Service personnel they were having issues with.

The respondent affiliated with the university said there should be an application specifically for school permits.

The respondent having issues with the Forest Service doing NEPA said there should be a third party doing the NEPA process.

“Do you receive, or have you received similar types of permits from other land management agencies?”

Fourteen (78%) had recreational permits outside of the Bridger-Teton National Forest. Over half (56%) of the outfitter/guides we contacted are permitted to operate on BLM land (Table 2d-8). Of the people that have permits from the BLM, six (60%) said the process is better than the Bridger-Tetons' process of applying for and issuing SUPs. Three had permits from other National Forests, and the other National Forests ranked the same, better, and worse than the Bridger-Teton. One had a permit to operate on state land, which was ranked better. Another had a permit from the National Park Service, which was ranked worse than the Bridger-Teton.

Table 2d-8: Respondents who received permits from other land management agencies, and respondents ranking the permitting process to the Bridger-Teton.

Agencies	Number of Responses	Percentages ¹	About the Same	Better	Worse
Bureau of Land Management	10	56%	1	6	3
Other National Forests	3	17%	1	1	1
State Lands	1	6%	0	1	0
National Park Service	1	6%	0	0	1

¹Percentages are calculated by dividing the number of responses by the number of respondents. Number of respondents, n=18.

“What impact does the Forest Service Special Use Permit have on your business operations?”

Fifteen said the SUP is important for their business operations, most of which said the SUP is an essential component to their business and without it they could not survive as an outfitter/guide.

“What changes in bookings and interest in your services have you perceived over the past 10 years or since you began operations?”

The people who have been experiencing a decline in the number of bookings accredited the decline on one of two topics: struggling economy and lack of interest in multiday backcountry trips. One respondent from a university outdoor program mentioned cutting back the amount of consecutive days they go on backcountry trips, and also mentioned other programs doing the same because the interest is not there from students. Two outfitters that offer both summer activities such as stock pack trips, wagon train, overnight backcountry trips, and fall activities such as hunting said the demand for their multiday summer services has declined but the demand for their hunting services has stayed the same or grown. Most outfitters that said they have been affected by the falling economy said business was growing; some mentioned having to turn-down customers because they were overbooked before the economic downfall. Table 2d-9 shows booking interests for the services respondents offer.

Table 2d-9: Changes in booking interests on the Bridger-Teton.

Type of Service Provided	Declining	Same	Growing	Growing (%) ¹	Total (n)
Hunting trips	4	2	4	50%	10
Horseback riding	3	1	2	33%	6
Fishing trips	2	0	2	50%	4
Backpacking	2	0	1	33%	3
River rafting	0	2	0	0%	2
Stock pack trips	2	0	0	0%	2
Backcountry skiing	1	0	0	0%	1
Camping	1	0	0	0%	1
Heli-skiing	0	0	1	100%	1
Hiking	0	0	1	100%	1
Rock climbing	0	0	1	100%	1
Snowshoeing	0	0	1	100%	1
School Trips	0	0	1	100%	1
Wagon trains	1	0	0	0%	1

¹ The “Growing (%)” column gives the percent of services where the booking interests have been growing. Number of respondents, n=18.

“What forms of marketing or advertising does your business do to attract clients for your services on the Bridger-Teton?”

The most common form of marketing used was websites/internet, used by fourteen (82%) respondents (Table 2d-10). Word of mouth (29%) and magazines (24%) were the next most common forms of marketing.

Table 2d-10: Forms of marketing used by respondents operating on the Bridger-Teton.

Activity	Number of Respondents	Percentages ¹
Website/Internet	14	82%
Word of Mouth	5	29%
Magazines	4	24%
Outdoor Shows	3	18%
Brochures	2	12%
Radio	2	12%
Posters	1	6%

¹ Respondents were given on opportunity to give more than one answer. Number of respondent, n=17. Percentages are calculated by dividing the number of responses by the number of respondents.

“Does your business engage in service projects or community service?”

Of the seventeen we contacted, thirteen (87%) participate in community service. The types of services provided by respondents included donating services and goods to fundraisers, community events, and charities. Some also participant in trail maintenance and public land clean-ups. When asked if they received any benefits to their businesses, most responded by saying the only benefits they receive are community good standing along with some advertisement and networking

2e: Caribou-Targhee National Forest

FOREST SERVICE PERSONNEL: CARIBOU-TARGHEE NATIONAL FOREST

A total of five personnel were contacted during November 16, 2010, to April 25, 2011

“How long have you been involved with the administration of outfitter-guide Special Use Permits?”

The five Caribou-Targhee personnel have a mean of 16.6 years of experience with a median of 15 years. The minimum was 1 year, and the maximum was 39 years of involvement.

“Have you received any supplemental training on the administration of Special Use Permits? (If yes) What supplemental training did you receive? (If no) Have you requested any supplemental training on the administration of Special Use Permits?”

Four (80%) have received formal training, and all four specified that they have received training on the new policy for administering outfitter/guide SUPs. One said they have not received training, but they have requested it.

“Have you received any indications of public demand for outfitter-guide services on the (Forest/Ranger District) that do not currently exist? (If yes) For which service(s) does this demand exist?”

One (20%) has received indications of *public* demand for outfitter/guide services that do not currently exist on the Caribou-Targhee National Forest. The services mentioned by this respondent are: snowmobile and horse drop-offs at trailheads (Table 2e-1).

Table 2e-1: Public demand for outfitter/guide services that do not currently exist on the Caribou-Targhee.

Activity	Number of Responses	Percentages ¹
Snowmobile and Horse Drop-offs at Trailheads	1	100%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=1.

“Have you received any indications of public demand for additional use days for permitted outfitter-guide services? (If yes) For which service(s) does this demand exist?”

Three (60%) have received indications of *public* demand for additional use days for permitted outfitters/guides. One said fishing on the South Fork of the Snake could maybe use more use days, one said before the economy declined there was a demand for additional use days for fishing on the Henry’s Fork and day-use horseback riding, and one said overnight and day-use horseback riding has been growing in demand (Table 2e-2).

Table 2e-2: Public demand for additional use days for permitted outfitters and guides on the Caribou-Targhee.

Activity	Number of Responses	Percentages ¹
Fishing	2	67%
Horseback Riding	2	67%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=3.

“Have you received feedback from the non-outfitted public about outfitted/guided activity on the (Forest/Ranger District)?”

Two (40%) have received feedback from non-outfitted public about outfitter/guide activity. The feedback they receive from the public is mostly negative, and both said when they look into the complaints they find that the complaint is usually invalid or it was a private party that was causing issues, not outfitters/guides.

“Are you aware of any illegal outfitter-guide activity on the (Forest/Ranger District)? (If yes) For which activity(ies)?”

Three (60%) were aware of, or suspected, illegal outfitting/guiding on the Caribou-Targhee National Forest. One suspected that both big game hunting and fishing on the South Fork of the Snake were being illegally outfitted/guided. One said they were aware of snowmobiling and they suspected fishing, but said fishing is really hard to prove. One said they suspected illegal hunting outfitting/guiding (Table 2e- 3).

Table 2e-3: Illegal outfitting/guiding activities the respondents were aware of, or suspected on the Caribou-Targhee.

Activity	Number of Responses	Percentages ¹
Fishing	2	67%
Hunting	2	67%
Snowmobiling	1	66%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=3.

“Are there any outdoor recreation activities occurring on the (forest/ranger district) that you would consider new activities or emerging recreation trends? (If yes) For which activity(ies)?”

Three (60%) said there were new activities and/or emerging recreational trends on the Caribou-Targhee National Forest. Two talked of the trend from traditional fall activities such as hunting to summer use and day use activities such as horseback riding, mountain biking, and hiking. One said there has been an increase in mountain biking (Table 2e-4).

Table 2e-4: Recreation activities and trends respondents considered new or emerging on the Caribou-Targhee.

Activity	Number of Responses	Percentages ¹
Trend towards Summer/Day Use	2	67%
Mountain Biking	1	33%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=3.

“Which, if any, outdoor recreation activities do you think have been growing in popularity recently?”

All gave activities that have been growing in popularity. ATVs, motorbikes, and winter use such as Nordic skiing and yurts were all activities that respondents said have been growing in popularity. Respondents said ATV use is increasing faster than motorbike use (Table 2e-5).

Table 2e-5: Recreational activities mentioned by respondents that have been growing in popularity on the Caribou-Targhee.

Activity	Number of Responses	Percentages ¹
ATVs	3	60%
Motorbikes	3	60%
Nordic Skiing	1	20%
Yurts	1	20%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=5.

“Do you feel the process of applying for and issuing Special Use Permits is efficient?”

Yes ☐

No ☐

(If no) What problems do you regularly encounter? (and)

What suggestions do you have to correct those problems?”

One (20%) said they thought the process is efficient. Two (40%) said they felt the process was efficient for renewing permits, but they felt the process is not efficient for permitting new activities and additional outfitters/guides. They accredited the process's inefficiency to not having the Needs Assessment and Capacity Analysis completed. One (20%) said the process of bidding out outfitter/guide services is not efficient. They continued by saying that people who can show they have a good business plan and financial backing to run an outfitting/guiding business should be given the opportunity. One (20%) said the process is efficient, but when events that require SUPs do not use Forest Service preapproved insurance companies it takes a long time to get other insurance policies approved so the event can take place.

Problems encountered:

- Permitting new activities and additional use,
- Not having the Needs Assessment and Capacity Analysis completed,

- Bidding out outfitter/guide operations, and
- Approving insurance policies that are not preapproved by the Forest Service.

Three had suggestions to manage these issues.

Suggestions to manage issues:

- Clear direction on how to do a Needs Assessment and Capacity Analysis,
- Have the Needs Assessment and Capacity Analysis completed, and
- Give outfitters/guides that have a good business plan and financial backing a SUP.

“Do you feel that the new Forest Service outfitter and guide policy is clear to you and other recreation or permitting personnel?”

Yes ☐

No ☐

(If no) What is unclear about these regulations and guidelines? (and)

Do you have any suggestions to improve correct those problems?”

One (20%) felt the policy was not clear to them and other Forest Service personnel. They said Pool Days (i.e., where they come from, how to use them, and how many to use) and the 5-10 year reallocation of days was not clear to them and the public. They continued by saying they understood how the 5-10 year reallocation of days works; they just did not understand why it is done. Three (60%) said the policy is clear, or mostly clear, to them. One (20%) said the policy is clear to them, what is not clear is how to do a Needs Assessment and Capacity Analysis. They continued by saying there is no clear direction on how to do them, and they are not sure how to identify if the public has need for new and/or additional outfitter/guide services.

Parts of the new policy that are unclear, or issues that cause concern:

- Pool Days,
- 5-10 year reallocation of days, and
- Needs Assessment and Capacity Analysis.

One had suggestion to remedy their concerns.

Suggestion to improve or correct these issues:

- Clear direction on how to do a Needs Assessment and Capacity Analysis.

“Are you at all familiar with other agencies’ administration of outfitter-guide permits?”

Yes ☐

No ☐

(If yes) How do you feel the Forest Service’s outfitter-guide permitting process compares?

About the same ☐

Worse ☐

Better ☐

(If worse and/or better) In what ways is it (better and/or worse)?”

Two were familiar with the other agencies' process of issuing outfitter/guide permits. When asked to compare the process with the Forest Service's process, one said the BLM is more liberal with the way the allocate use days, and the other said the BLM and the National Park Service are more straight forward with what they are asking outfitters/guides in the application process. They concluded by saying the Forest Service's new outfitter/guide policy should create a less vague application.

OUTFITTERS AND GUIDES: CARIBOU-TARGHEE

We contacted a total of twelve outfitters/guides that were permitted to operate on the Caribou-Targhee National Forest. Outfitters and guides were contacted by telephone and interviewed from December 06, 2010, through January 13, 2011.

“What outdoor recreation activities did you receive a permit for?”

Of the twelve we contacted, eleven responded to the question, of which five offer backpacking (45%), four offer fishing (36%), four offer horseback riding (36%), three offer hunting (27%), three offer snowmobiling (27%), and all the other activities were mentioned once. Table 2e-6 displays the activities respondents were permitted for, and the number of respondents that offered these activities.

Table 2e-6: Outdoor recreation activities that the respondents have been permitted for on the Caribou-Targhee.

Activity	Number of Respondents	Percentages ¹
Backpacking	5	45%
Fishing	4	36%
Horseback Riding	4	36%
Hunting	3	27%
Snowmobiling	3	27%
Hang Gliding	1	9%
Backcountry Skiing/Snowboarding	1	9%
Camping	1	9%
Hiking	1	9%
Photography Tours	1	9%
Yurts	1	9%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents. Number of respondents, n=11.

“How many allotted service days did the permit(s) cover?” and “How many days did you use?”

Ten (91%) knew or estimated the amount of days they were allotted and the amount of days they used. Table 2e-7 shows the amount of days allotted, days used, if the days were launch or service, and the services provided by these ten respondents.

Table 2e-7: Days Allotted vs. Days used on the Caribou-Targhee.

Days Allotted	Days Used	Percentages ¹	Launch or Service Days ²	Service Provided
100	55	55%	Service	Hunting
63	31	49%	Service	Horseback Riding
2,050	Most of them	-	Service	Backcountry Skiing/Snowboarding, Yurts, Hiking, Backpacking
50	45	90%	Service	Backpacking
527	527	100%	Service	Backpacking
200	198	99%	Service	Hang Gliding
100 ³	60	60%	Service	Fishing
100 ³	100	100%	Service	Horseback Riding
100 ³	100	100%	Service	Snowmobiling
370	100	27%	Service	Hunting, Fishing, Horseback Riding, Backpacking
500	500	100%	Service	Fishing
100	90	90%	Service	Hunting, Fishing, Backpacking, Photography Tours, Horseback Riding, Camping, Snowmobiling

¹Percent of days used.

²Outfitters/ guides answer the question in Service Days or Launch Days depending on the services they provide. This column specifies if the respondent answered the question in Service or Launch days.

³These days are from one outfitter who offers these three services (i.e., fishing, horseback riding, and snowmobiling). They gave the days allotted and days used for each activity.

“In thinking back about the process of applying for and issuing the Special Use Permit, how long did the whole process take?”

Ten (83%) gave the time the initial process took. The initial process had a mean time of 5.6 weeks with a median time of four weeks. The minimum time was two weeks and the maximum time was sixteen weeks. When talking about the length of time the process took, some gave the time it took the Forest Service to complete their portion of the process, but then concluded by saying the time was longer due to the Idaho Outfitters and Guides Licensing Board. Some also said the Forest Service is quite efficient, but the Idaho Outfitters and Guides Licensing Board is not. One gave the time it took to renew their permit, which was four hours.

“Was the process efficient?”

Eleven (92%) responded to question, and all eleven said the process is efficient.

“Do you receive, or have you received similar types of permits from other land management agencies?”

Six (50%) have permits with other National Forests and/or other land management agencies. The Bureau of Land Management’s and other National Forest’s processes was ranked about the same as the Caribou-Targhee’s process for administering outfitter/guide permits. Idaho State Parks and Recreation was ranked worse, and two ranked the National Park Service’s process as being worse than the Caribou-Targhee’s process (Table 2e-8).

Table 2e-8: Respondents who received permits from other land management agencies, and respondents ranking the permitting process to the Caribou-Targhee.

Agencies	Number of Responses	Percentages ¹	About the Same	Better	Worse
Bureau of Land Management	2	33%	2	0	0
Idaho State Parks and Recreation	1	17%	0	0	1
Other National Forests	2	33%	2	0	0
National Park Service	3	50%	1	0	2

¹Percentages are calculated by dividing the number of responses by the number of respondents. Number of respondents, n=6.

“What impact does the Forest Service Special Use Permit have on your business operations?”

Of the eleven that responded to the question, ten (83%) said the SUP is crucial for their business. One said the SUP is a component of the services they offer, but it is not an essential for their operation.

“What changes in bookings and interest in your services have you perceived over the past 10 years or since you began operations?”

Of the six (50%) that responded to the question, seven have seen an increase in bookings and one has seen a decrease in bookings on the Caribou-Targhee National Forest. Some outfitters/guides offer more than one activity, which is why the “Total (n)” equals eight. Table 2e-9 shows all of the individual activities offered by these six outfitters/guides and if the interest in these activities has declined, stayed the same, or increased.

Table 2e-9: Changes in booking interests on the Caribou-Targhee.

Type of Service Provided	Declining	Same	Growing	Growing (%) ¹	Total (n)
Fishing trips	0	0	2	100%	2
Horseback riding	1	0	1	50%	2
Snowmobiling	0	0	2	100%	2
Hang Gliding	0	0	1	100%	1
Hunting trips	0	0	1	100%	1

¹ The “Growing (%)” column gives the percent of services where the booking interests have been growing. Number of respondents, n=6.

“What forms of marketing or advertising does your business do to attract clients for your services on the Caribou-Targhee?”

Eleven (92%) used websites/internet for marketing (Table 2e-10). Magazines (50%) and Brochures (42%) were the next most common forms of marketing.

Table 2e-10: Forms of marketing used by respondents operating on the Caribou-Targhee.

Activity	Number of Respondents	Percentages ¹
Website/Internet	11	92%
Magazines	6	50%
Brochures	5	42%
Hunting Television Shows	2	17%
Word of Mouth	2	17%
Booking Agents	1	8%
Phone Books	1	8%
Posters	1	8%
Trade Shows	1	8%
Vacation Guide Books	1	8%

¹ Respondents were given on opportunity to give more than one answer. Number of respondent, n=12. Percentages are calculated by dividing the number of responses by the number of respondents.

“Does your business engage in service projects or community service?”

Six (50%) participate in service projects or community service. The types of services provided by respondents are maintenance and restoration projects on public lands, donating services (this includes donating services to war veterans and Boy Scouts), sitting on boards that are focused on land conservation, and volunteering and supporting non-profits. When asked if they received any benefits to their businesses, some said they do not see any benefits, and other said they have seen benefits but they did not specify what benefits they receive.

2f: Dixie National Forest

FOREST SERVICE PERSONNEL: DIXIE NATIONAL FOREST

A total of five personnel were contacted during November 12, 2010, to December 6, 2010.

“How long have you been involved with the administration of outfitter-guide Special Use Permits?”

The five Dixie personnel have a mean of 11.6 years of experience with a median of 10 years. The minimum was 5 year, and the maximum was 22 years of involvement.

“Have you received any supplemental training on the administration of Special Use Permits? (If yes) What supplemental training did you receive? (If no) Have you requested any supplemental training on the administration of Special Use Permits?”

Of the five, four (80%) have received formal training on the administration of SUPs, and one has received informal training. The one who has not received formal training continued by saying no formal training has taken place for them to take part in. Another respondent said trainings do not take place often enough, and it is hard for new hires to receive training.

“Have you received any indications of public demand for outfitter-guide services on the (Forest/Ranger District) that do not currently exist? (If yes) For which service(s) does this demand exist?”

Only one (20%) has received *public* demand for outfitter/guide services that do not currently exist on the Dixie National Forest. The service this respondent mentioned was helicopter rides to the top of a peak in the forest (Table 2f-1.).

Table 2f-1: Public demand for outfitter/guide services that do not currently exist on the Dixie.

Activity	Number of Responses	Percentages ¹
Helicopter Rides to Mountain Peaks	1	100%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents n=1

“Have you received any indications of public demand for additional use days for permitted outfitter-guide services? (If yes) For which service(s) does this demand exist?”

One (20%) respondent had an indication of *public* demand for additional use days for permitted outfitters/guides. The activities this respondent mentioned are ATVs and biking (Table 2f-2).

Table 2f-2: Public demand for additional use days for permitted outfitters and guides on the Dixie.

Activity	Number of Responses	Percentages ¹
ATVs	1	100%
Biking	1	100%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=1.

“Have you received feedback from the non-outfitted public about outfitted/guided activity on the (Forest/Ranger District)?”

None has received feedback from non-outfitted public about outfitter/guide activity.

“Are you aware of any illegal outfitter-guide activity on the (Forest/Ranger District)? (If yes) For which activity(ies)?”

All were aware of, or suspected illegal outfitting and/or guiding. Only two mentioned specific activities where they knew of, or believed, illegal activity to be taking place. ATVs and hunting were the two activities mentioned (Table 2f-3).

Table 2f-3: Illegal outfitting/guiding activities the respondents were aware of, or suspected on the Dixie.

Activity	Number of Responses	Percentages ¹
Hunting	2	100%
ATV	1	50%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents n=2.

“Are there any outdoor recreation activities occurring on the (forest/ranger district) that you would consider new activities or emerging recreation trends? (If yes) For which activity(ies)?”

Three (60%) talked of emerging recreational trends on the Dixie National Forest. Specific activities mentioned were rappelling and rock climbing, and two trends were also mentioned, which were classroom activities and non-motorized winter use (Table 2f-4).

Table 2f-4: Recreation activities and trends respondents considered new or emerging on the Dixie.

Activity	Number of Responses	Percentages ¹
Classroom Activities	1	33%
Non-Motorized Winter Use	1	33%
Rappelling	1	33%
Rock Climbing	1	33%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents n=3.

“Which, if any, outdoor recreation activities do you think have been growing in popularity recently?”

All gave activities that have been growing in popularity. Biking was mentioned by four (80%) respondents, and climbing, ATVs, and hunting were only mentioned once (Table 2f-5).

Table 2f-5: Recreational activities mentioned by respondents that have been growing in popularity on the Dixie.

Activity	Number of Responses	Percentages ¹
Biking (Mountain and/or Road)	4	80%
ATVs	1	20%
Climbing	1	20%
Hunting	1	20%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents.

“Do you feel the process of applying for and issuing Special Use Permits is efficient?”

Yes ☐

No ☐

(If no) What problems do you regularly encounter? (and)

What suggestions do you have to correct those problems?”

Of the five, three (60%) felt the process is efficient, and one (10%) said they feel the process is efficient as long as it is followed correctly, and another (10%) said there are parts of the process that are time consuming. Budgeting and insurance were mentioned as parts of the process that take time, though no specific details were given about why budgeting and insurance take time. NEPA was mentioned by two respondents as part of the process that takes time, and one said there is a great deal of paperwork involved in the process.

Problems encountered:

- Large amounts of paperwork,
- Insurance,
- Budgeting, and
- NEPA

None had suggestions to manage these issues.

“Do you feel that the new Forest Service outfitter and guide policy is clear to you and other recreation or permitting personnel?”

Yes ☐

No ☐

(If no) What is unclear about these regulations and guidelines? (and)

Do you have any suggestions to improve correct those problems?”

Three (60%) said they feel the new policy is clear to them, and two (40%) said they did not feel the policy is clear to them. Of the two that felt the policy is not clear, one said they do not know how to implement the new policy on a district that does not issue new permits, and the other did not mention specific parts or issues with the policy, but they did say more training is needed for everyone who handles SUPs.

Parts of the new policy that are unclear, or issues that cause concern:

- How to implement the new policy on a district that does not issue new permits.

Two had suggestion to clarify parts of the new policy that are unclear.

Suggestion to improve or correct these issues:

- Two suggested having additional training to build consistency and manage confusion.

“Are you at all familiar with other agencies’ administration of outfitter-guide permits?”

Yes ☐

No ☐

(If yes) How do you feel the Forest Service’s outfitter-guide permitting process compares?

About the same ☐

Worse ☐

Better ☐

(If worse and/or better) In what ways is it (better and/or worse)?”

One was familiar with the BLM’s process of issuing outfitter/guide permits. When asked to compare the process with the Forest Service’s process, they said the BLM is about the same. They continued by saying the main differences between the two are billing and acronyms.

OUTFITTERS AND GUIDES: DIXIE NATIONAL FOREST

We contacted a total of ten outfitters/guides that were permitted to operate on the Dixie National Forest. Outfitters and guides were contacted by telephone and interviewed from October 22, 2010, through December 10, 2010.

“What outdoor recreation activities did you receive a permit for?”

Of the ten we contacted, three offered fishing services (30%) and three (30%) offered hunting services. Mountain biking was the next most common service, which was offered by two (20%) respondents. All other services were mentioned once. Table 2f-6 displays the activities respondents were permitted for, and the number of respondents that offered these activities.

Table 2f-6: Outdoor recreation activities that the respondents have been permitted for on the Dixie.

Activity	Number of Respondents	Percentages ¹
Fishing trips	3	30%
Hunting trips	3	30%
Mountain biking	2	20%
Canyoneering	1	10%
Hiking	1	10%
Horseback riding	1	10%
Rock climbing	1	10%
Mountain bike shuttle services	1	10%
Wagon rides	1	10%
Wilderness therapy	1	10%

¹Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents. Number of respondents, n=10.

“How many allotted service days did the permit(s) cover?” and “How many days did you use?”

Four (40%) knew or estimated the amount of days they were allotted and the amount of days they used. Table 2f-7 shows the amount of days allotted, days used, if the days were launch or service, and the services provided by these four respondents.

Table 2f-7: Estimated amount of days allotted vs. days used with the services provided on the Dixie.

Days Allotted	Days Used	Percentages ¹	Launch or Service Days ²	Service Provided
120	120	100%	Service	Fly Fishing
14	10	71%	Service	Hunting
20	5	25%	Service	Mountain Biking Shuttle Service
700	350	50%	Service	Mountain Biking

¹Percent of days used.

²Outfitters/ guides answer the question in Service Days or Launch Days depending on the services they provide. This column specifies if the respondent answered the question in Service or Launch days.

³Each row displays information for individual respondents.

“In thinking back about the process of applying for and issuing the Special Use Permit, how long did the whole process take?”

Five (50%) said the initial process took two to eight weeks, with a mean of 4.6 weeks and a median of 4 weeks. One (10%) respondent said the process took one year, but they accredited the time on outside factors, not on the Forest Service. Three (30%) said the renewal process took between two to three hours. One (10%) said the process “took a long time,” but they did not give a specific amount of time.

“Was the process efficient?”

Seven (70%) felt the process was efficient, and three (30%) felt the process was not efficient.

“What problems did you encounter?”

All three said there was too much paperwork. One said they are on a five-ten year permit and every year they have to fill out and give information the Forest Service already has.

One said the process was not efficient because they were getting the “runaround.”

One said the process takes too long and goes through too many people.

One said Forest Service personnel seem overworked, and do not handle the process efficiently.

“What suggestions do you have to correct those problems?”

Some mentioned cutting down the amount of paperwork to make the process more efficient.

One said the Forest Service personnel need to set deadlines with the outfitters/guides saying when they will have things completed, and stick to them.

Two said parts of the process need to be streamlined to make the process more efficient.

“Do you receive, or have you received similar types of permits from other land management agencies?”

Seven (70%) have permits with other National Forests or other land management agencies. All had permits with the BLM, three with other National Forests, two have permits to operate on state lands, and two had permits with the National Park Service (Table 2f-8).

The majority said the process of applying for and receiving outfitter/guide permits from other National Forests/land management agencies was similar or worse than the Dixie (i.e., the Dixie ranked the same or better).

Table 2f-8: Respondents who received permits from other land management agencies, and respondents ranking the permitting process to the Dixie.

Agencies	Number of Responses	Percentages ¹	About the Same	Better	Worse
Bureau of Land Management	7	100%	3	3	1
Other National Forests	3	43%	2	0	1
State Lands	2	29%	1	1	0
National Park Service	2	29%	2	0	0

¹Percentages are calculated by dividing the number of responses by the number of respondents. Number of respondents, n=7.

“What impact does the Forest Service Special Use Permit have on your business operations?”

Of the eight (80%) that responded to the question, some said without the SUP they would not have a business, and others said their Dixie SUP is not the only permit they have, but it is a crucial component of their business.

“What changes in bookings and interest in your services have you perceived over the past 10 years or since you began operations?”

Of the nine (90%) that responded to the question, three have seen an increase in bookings, two have seen a decrease in bookings (both accredited the decrease on the economy), and two said business has stayed steady (Table 2f-9).

Two talked of recent trends they have seen. One said there has been a decrease in demand for overnight trips and an increase in demand for day trips. The other said there has been a change in the way people book their trips. They continued by saying that in the past people would book their trips months in advance, and now people are booking their trips one month to one week before they go.

Table 2f-9: Changes in booking interests on the Dixie.

Type of Service Provided	Declining	Same	Growing	Growing (%) ¹	Total (n)
Fishing trips	0	1	1	50%	2
Hunting trips	1	0	1	50%	2
Canyoneering	0	0	1	100%	1
Hiking	0	0	1	100%	1
Horseback riding	0	1	0	0%	1
Mountain biking	0	0	1	100%	1
Mountain bike shuttle service	0	0	1	100%	1
Rock climbing	0	0	1	100%	1
Wagon rides	0	1	0	0%	1
Wilderness therapy	1	0	0	0%	1

¹ The “Growing (%)” column gives the percent of services where the booking interests have been growing. Number of respondents, n=9.

“What forms of marketing or advertising does your business do to attract clients for your services on the Dixie?”

The most common form of marketing used was websites/internet, which was used by all ten (100%) respondents (Table 2f-10). Trade shows (40%) and Magazines (30%) were the next most common forms of marketing.

Table 2f-10: Forms of marketing used by respondents operating on the Dixie.

Activity	Number of Respondents	Percentages ¹
Website/Internet	10	100%
Trade Shows	4	40%
Magazines	3	30%
Word of Mouth	2	20%
Brochures	1	10%

¹ Respondents were given an opportunity to give more than one answer. Number of respondent, n=10. Percentages are calculated by dividing the number of responses by the number of respondents.

“Does your business engage in service projects or community service?”

Seven (70%) participate in service projects or community service. The two types of services provided by respondents are maintenance and restoration projects on public lands and donating services to individuals with disabilities. One also mentioned volunteering at the county fair. When asked if they received any benefits to their businesses, most responded by saying they did not.

2g: Fishlake National Forest

FOREST SERVICE PERSONNEL: FISHLAKE NATIONAL FOREST

A total of two personnel were contacted on December 1, 2010, and December 03, 2010.

“How long have you been involved with the administration of outfitter-guide Special Use Permits?”

Of the two Fishlake personnel we contacted, one has three years of experience and the other has six years of experience administering SUPs.

“Have you received any supplemental training on the administration of Special Use Permits? (If yes) What supplemental training did you receive? (If no) Have you requested any supplemental training on the administration of Special Use Permits?”

Of the two, one has received training on the administration of SUPs and the other has not. The one who has not received training has requested training, and said there is a training (i.e., Special Uses 101) scheduled in the near future.

“Have you received any indications of public demand for outfitter-guide services on the (Forest/Ranger District) that do not currently exist? (If yes) For which service(s) does this demand exist?”

Neither has received any indication of public demand for outfitter/guide services that do not currently exist on the Fishlake National Forest.

“Have you received any indications of public demand for additional use days for permitted outfitter-guide services? (If yes) For which service(s) does this demand exist?”

Neither has received any indication of public demand for additional use days for permitted outfitter/guide services.

“Have you received feedback from the non-outfitted public about outfitted/guided activity on the (Forest/Ranger District)?”

One (50%) has received feedback from non-outfitted public about outfitter/guide activity. The feedback they have received is that there are too many outfitters/guides on the Fishlake National Forest.

“Are you aware of any illegal outfitter-guide activity on the (Forest/Ranger District)? (If yes) For which activity(ies)?”

One (50%) said they were aware of, and the other said they suspected, illegal hunting outfitting/guiding (Table 2g-1).

Table 2g-1: Illegal outfitting/guiding activities the respondents were aware of, or suspected on the Fishlake.

Activity	Number of Responses	Percentages ¹
Hunting	2	100%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=2.

“Are there any outdoor recreation activities occurring on the (forest/ranger district) that you would consider new activities or emerging recreation trends? (If yes) For which activity(ies)?”

One (50%) said utility terrain vehicles (UTVs) have been a fairly new trend on their Forest/District (Table 2g-2).

Table 2g-2: Recreation activities and trends respondents considered new or emerging on the Fishlake.

Activity	Number of Responses	Percentages ¹
Utility Terrain Vehicles	1	100%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=1.

“Which, if any, outdoor recreation activities do you think have been growing in popularity recently?”

OHV/ATVs were mentioned by both respondents as activities that have been growing in popularity (Table 2g-3).

Table 2g-3: Recreational activities mentioned by respondents that have been growing in popularity on the Fishlake.

Activity	Number of Responses	Percentages ¹
OHV/ATV	2	100%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=2.

“Do you feel the process of applying for and issuing Special Use Permits is efficient?”

Yes ☐

No ☐

(If no) What problems do you regularly encounter? (and)

What suggestions do you have to correct those problems?”

Both felt the process of applying for and issuing SUPs is efficient.

“Do you feel that the new Forest Service outfitter and guide policy is clear to you and other recreation or permitting personnel?”

Yes ☐

No ☐

(If no) What is unclear about these regulations and guidelines? (and)

Do you have any suggestions to improve correct those problems?”

One said they felt the new policy is clear to them and other recreation/permitting personnel, and the other said they felt the policy is about 60% clear. When asked what parts of the policy are unclear, they responded by saying “permit tenure” is unclear to them.

Parts of the new policy that are unclear:

- Permit tenure

No suggestions were given to clarify questions.

“Are you at all familiar with other agencies’ administration of outfitter-guide permits?”

Yes ☐

No ☐

(If yes) How do you feel the Forest Service’s outfitter-guide permitting process compares?

About the same ☐

Worse ☐

Better ☐

(If worse and/or better) In what ways is it (better and/or worse)?”

Neither was familiar with other agencies’ permitting process enough to compare them to the Forest Service’s permitting process.

OUTFITTERS AND GUIDES: FISHLAKE NATIONAL FOREST

We contacted a total of six outfitters/guides that were permitted to operate on the Fishlake National Forest. Outfitters and guides were contacted by telephone and interviewed from October 14, 2010, through November 16, 2010.

“What outdoor recreation activities did you receive a permit for?”

Of the six we contacted, three (50%) were permitted for hunting outfitting/guiding, and all the other activities were only mentioned once (Table 2g-4).

Table 2g-4: Outdoor recreation activities that the respondents have been permitted for on the Fishlake.

Activity	Number of Respondents	Percentages ¹
Hunting	3	50%
ATV Riding	1	17%
Backcountry skiing/snowboarding	1	17%
Backpacking	1	18%
Filming	1	17%
Snowshoeing	1	17%
Yurts	1	17%

¹Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents. Number of respondents, n=6.

“How many allotted service days did the permit(s) cover?” and “How many days did you use?”

Five (83%) knew or estimated the amount of days they were allotted and the amount of days they used. Table 2g-5 shows the amount of days allotted, days used, if the days were launch or service, and the services provided by these five respondents.

Table 2g-5: Estimated amount of days Allotted vs. days used with the services provided on the Fishlake.

Days Allotted	Days Used	Percentages ¹	Launch or Service Days ²	Service Provided
5	5	100%	Service	ATV Riding ³
9	9	100%	Service	Hunting
20	0	0%	Service	Hunting
8	8	100%	Service	Backpacking
Seven Months	200-300 days on average	-	Service	Backcountry Skiing/Snowboarding Snowshoeing, Yurts

¹Percent of days used.

²Outfitters/ guides answer the question in Service Days or Launch Days depending on the services they provide. This column specifies if the respondent answered the question in Service or Launch days.

³This respondent said later in the interview that the event they hold attracts approximately 500 individuals.

“In thinking back about the process of applying for and issuing the Special Use Permit, how long did the whole process take?”

Four (67%) gave a range of times the renewal process took them, which was from a half-an-hour to two days. Two (33%) gave times that were much longer, which were a month-and-a-half and six months.

“Was the process efficient?”

Four (67%) felt the process was efficient, and two (33%) felt the process was not efficient.

“What problems did you encounter?”

Of the two who said the process was not efficient, one said the process is lengthy, and the other said they would like a five or ten year permit along with only having one permit for the entire Fishlake National Forest (i.e., not a permit for each of the individual Districts on the Forest).

“What suggestions do you have to correct those problems?”

Both had suggestions to remedy their concerns.

One said the permitting process should be outsourced to an outside consultant, and the other said they would like to be switched to a five or ten year Priority Use Permit and have their permits consolidated to cover the entire Fishlake National Forest.

“Do you receive, or have you received similar types of permits from other land management agencies?”

Five (83%) have permits with other National Forests and/or other land management agencies, but only four (67%) ranked the other process(es) to the Fishlake National Forest’s permitting process. All five have permits with the BLM, two with the NPS, one with state parks, and one with another National Forest (Table 2g-6). The two who said the BLM’s permitting process is better than the Fishlake’s process said it is better because it is faster.

Table 2g-6: Respondents who received permits from other land management agencies, and respondents ranking the permitting process to the Fishlake.

Agencies	Number of Responses	Percentages ¹	About the Same	Better	Worse
Bureau of Land Management	4	100%	2	2	0
State Parks	1	25%	1	0	0
Other National Forests	1	25%	1	0	0
National Park Service	2	50%	1	0	1

¹Percentages are calculated by dividing the number of responses by the number of respondents. Number of respondents, n=4.

“What impact does the Forest Service Special Use Permit have on your business operations?”

Three (50%) said the SUP is crucial for their business, and without it they could not operate. Two (33%) said without the SUP they would be operating illegally, so the SUP keeps them from getting fined. And, one said the SUP allows them to hold an event that brings in approximately 500 people from thirty different states to Utah.

“What changes in bookings and interest in your services have you perceived over the past 10 years or since you began operations?”

Of the five (83%) that responded to the question, four have seen an increase in bookings and one said business has stayed steady. Table 2g-7 shows all of the individual activities offered by these five outfitters/guides and if the interest in these activities has declined, stayed the same, or increased.

Table 2g-7: Changes in booking interests on the Fishlake.

Type of Service Provided	Declining	Same	Growing	Growing (%) ¹	Total (n)
Hunting	0	1	1	50%	2
ATV Riding	0	0	1	100%	1
Backcountry Skiing/Snowboarding	0	0	1	100%	1
Backpacking	0	0	1	100%	1
Yurts	0	0	1	100%	1

¹ The “Growing (%)” column gives the percent of services where the booking interests have been growing. Number of respondents, n=5.

“What forms of marketing or advertising does your business do to attract clients for your services on the Fishlake?”

Websites/internet is used by five (83%) respondents for marketing (Table 2g-8). Word of mouth (50%) and magazines (33%) are the next most common forms of marketing.

Table 2g-8: Forms of marketing used by respondents operating on the Fishlake.

Activity	Number of Respondents	Percentages ¹
Website/Internet	5	83%
Word of Mouth	3	50%
Magazines	2	33%
Brochures	1	17%
Hunting Videos	1	17%
Mailing Lists	1	17%
Trade Shows	1	17%

¹Respondents were given an opportunity to give more than one answer. Number of respondent, n=6. Percentages are calculated by dividing the number of responses by the number of respondents.

“Does your business engage in service projects or community service?”

Two (33%) engage in service projects and/or community service. One said they offer a conservation ride during the event they host, and the other participates in public land clean-ups and also provides education to Search and Rescue. When asked if they see benefits from these services, one said it gives participants a great opportunity to meet land managers and see firsthand the challenges that public land managers are facing concerning off-road vehicle use, and the other said it has built great relationships between them and the local Search and Rescue.

2h: Humboldt-Toiyabe National Forest

FOREST SERVICE PERSONNEL: HUMBOLDT-TOIYABE

A total of four personnel were contacted during November 15, 2010, through November 22, 2010.

“How long have you been involved with the administration of outfitter-guide Special Use Permits?”

The four Humboldt-Toiyabe personnel have a mean of 5.4 years of experience with a median of 2.6 years. The minimum was 1 year, and the maximum was 15 years of involvement.

“Have you received any supplemental training on the administration of Special Use Permits? (If yes) What supplemental training did you receive? (If no) Have you requested any supplemental training on the administration of Special Use Permits?”

Of the four, one has received formal training on the administration of SUPs. Of the three who have not received formal training, one said they have received on-the-job training but has not requested additional training, one has requested training, and one has not requested training.

“Have you received any indications of public demand for outfitter-guide services on the (Forest/Ranger District) that do not currently exist? (If yes) For which service(s) does this demand exist?”

All received indications of public demand for outfitter-guide services that do not currently exist. Though, some of the activities mentioned by respondents are activities that are currently permitted. The activities are listed along with the number of respondents that mentioned the activity (Table 2h-1).

Table 2h-1: Public demand for outfitter/guide services that do not currently exist on the Humboldt-Toiyabe.

Activity	Number of Responses	Percentages ¹
OHV tours (i.e., ATVs, jeeps)	4	100%
Winter Activities (i.e., yurt skiing, snowcat skiing, cross-country skiing)	2	50%
Hiking	2	50%
Mountain biking	2	50%
Climbing	2	50%
Fishing	1	25%
Horseback Riding	1	25%
hunting	1	25%
Rafting	1	25%
Zip Line	1	25%

¹Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents.

“Have you received any indications of public demand for additional use days for permitted outfitter-guide services? (If yes) For which service(s) does this demand exist?”

None of the respondents has any indications of *public* demand for additional use days for permitted outfitters and/or guides.

“Have you received feedback from the non-outfitted public about outfitted/guided activity on the (Forest/Ranger District)?”

All have received feedback from non-outfitted *public* about outfitter/guide activity. Two have received negative feedback from the public concerning horse pack trips and horseback riding. One respondent stated that hikers are the source of horse related feedback. One respondent said non-outfitted/guided public does not like outfitter/guide activity concerning hunting. This respondent continued by saying the topic comes up regularly at sportsmen’s meeting. One respondent said they have not received feedback during the last year. This respondent indicated they have mitigated issues, and these issues are no longer a problem.

“Are you aware of any illegal outfitter-guide activity on the (Forest/Ranger District)? (If yes) For which activity(ies)?”

All were aware of, or suspected illegal outfitting and/or guiding. Only two mentioned specific activities where they knew of, or believed, illegal activity to be taking place. ATVs, biking, and hunting were the three activities mentioned (Table 2h-2).

Table 2h-2: Illegal outfitting/guiding activities the respondents were aware of, or suspected on the Humboldt-Toiyabe.

Activity	Number of Responses	Percentages ¹
ATV	1	50%
Biking	1	50%
Hunting	1	50%

¹ Respondents were given an opportunity to give more than one answer.

Percentages are calculated by dividing the number of responses by the number of respondents n=2.

“Are there any outdoor recreation activities occurring on the (forest/ranger district) that you would consider new activities or emerging recreation trends? (If yes) For which activity(ies)?”

Three (75%) said there were new activities or emerging recreational trends on their district. Zip lines were mentioned by two respondents, and all other activities were only mentioned once (Table 2h-3).

Table 2h-3: Recreation activities and trends respondents considered new or emerging on the Humboldt-Toiyabe.

Activity	Number of Responses	Percentages ¹
Zip Lines	2	67%
Geocaching	1	33%
Kite Boarding	1	33%
Paintball/Airsoft ²	1	33%
Ropes Courses	1	33%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents n=3.

² Airsoft is similar to paintball, but instead of shooting balls of paint an Airsoft gun shoots small plastic balls.

“Which, if any, outdoor recreation activities do you think have been growing in popularity recently?”

All gave activities that have been growing in popularity. Two said ATVs, one said OHVs, and one said motorized use, which we combined into one category (i.e., ATVs/OHVs/Motorized Use). All four mentioned mountain biking, and all the other activities were only mentioned once (Table 2h-4).

Table 2h-4: Recreational activities mentioned by respondents that have been growing in popularity on the Humboldt-Toiyabe.

Activity	Number of Responses	Percentages ¹
ATVs/OHVs/Motorized Use	4	100%
Mountain Biking	4	100%
Hang Gliding	1	25%
Hiking	1	25%
Snowshoeing	1	25%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents.

“Do you feel the process of applying for and issuing Special Use Permits is efficient?”

Yes ☐

No ☐

(If no) What problems do you regularly encounter? (and)

What suggestions do you have to correct those problems?”

All portrayed the process as being neither efficient nor inefficient. Two (50%) said the process is not cumbersome, but both said they do not issue new permits because the Needs Assessment and Capacity Analysis are not completed. Two (50%) commented on the NEPA process saying there are problems funding the process, and there are not enough personnel to complete it efficiently. One (25%) said the process is as good as it is going to be.

Problems regularly encountered:

- Having an appropriate amount of funding and personnel to complete NEPA.
- Not having the Needs Assessment and Capacity Analysis completed.

One (25%) had a suggestion on how to manage these issues.

Suggestions to correct problems:

- More money and personnel to complete the NEPA process.

“Do you feel that the new Forest Service outfitter and guide policy is clear to you and other recreation or permitting personnel?”

Yes ☐

No ☐

(If no) What is unclear about these regulations and guidelines? (and)

Do you have any suggestions to improve correct those problems?”

Two felt the policy was not clear to them, and the other two felt the policy was somewhat clear. Of the two that felt the policy is fairly clear, one said they are going to receive formal training and the policy should be fully clear afterward, the other said they feel the policy is fairly clear, but they know problems will come up when it is time to actually use the new policy.

Parts of the new policy that are unclear, or issues that cause concern:

- Pool days,
- Difference between client days and use days,
- Funding based from SUDs data that is not accurate.

Two had suggestion to clarify parts of the new policy that are unclear.

Suggestion to improve or correct these issues:

- Two suggested having additional training to build consistency and manage confusion.

“Are you at all familiar with other agencies’ administration of outfitter-guide permits?”

Yes ☐

No ☐

(If yes) How do you feel the Forest Service’s outfitter-guide permitting process compares?

About the same ☐

Worse ☐

Better ☐

(If worse and/or better) In what ways is it (better and/or worse)?”

All were familiar with the BLM, and when asked to compare the permitting process, most said the processes are just different. One went into more detail by saying the land the two agencies manages is different, so the BLM’s process works for them but it would not work for the Forest Service. Another said there are pros and cons with both the BLM and the Forest Service. They continued by saying the BLM’s process is easier, but the BLM does not manage their outfitters and guides as well as the Forest Service.

OUTFITTERS AND GUIDES: HUMBOLDT-TOIYABE

We contacted a total of twenty outfitters/guides that were permitted to operate on the Humboldt-Toiyabe National Forest. Outfitters and guides were contacted by telephone and interviewed from October 13, 2010, through January 10, 2011.

“What outdoor recreation activities did you receive a permit for?”

Of the twenty we contacted, eighteen responded to the question, of which nine (50%) were permitted for hunting, and seven (39%) were permitted for fishing. Table 2h-5 displays the activities respondents were permitted for, and the number of respondents that offered these activities.

Table 2h-5: Outdoor recreation activities that the respondents have been permitted for on the Humboldt-Toiyabe.

Activity	Number of Respondents	Percentages ¹
Hunting trips	9	50%
Fishing trips	7	39%
Horseback riding	3	17%
Backpacking	2	11%
Stock pack trips	2	11%
Camping	1	6%
Cross-Country skiing	1	6%
Dog sledding	1	6%
Hiking	1	6%
Jeep tours	1	6%
River rafting	1	6%
Shuttle services	1	6%
Sleigh-Carriage rides	1	6%

¹Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents. Number of respondents, n=18.

“How many allotted service days did the permit(s) cover?” and “How many days did you use?”

Nine (45%) knew or estimated the amount of days they were allotted and the amount of days they used. Table 2h-6 shows the amount of days allotted, days used, if the days were launch or service, and the services provided by these nine respondents.

Table 2h-6: Estimated amount of days allotted vs. days used with the services provide on the Humboldt-Toiyabe.

Days Allotted	Days Used	Percentages¹	Launch or Service Days²	Service Provided
25	21	84%	Service	Hunting
4	4	100%	?	Fishing
96	50	52%	Service	Fishing
164	164	100%	Service	Backpacking
100	75	75%	Service	Hunting, Fishing, Stock Pack Trips
88	98	111%	Service	Fishing
400	400	100%	Service	Hunting, Backpacking, Hiking, Horseback Riding
435	435	100%	Service	Hunting, Fishing, Shuttle Service, Horseback Riding, Stock Pack Trips
12	0	0%	Service	Hunting

¹Percent of days used.

²Outfitters/ guides answer the question in Service Days or Launch Days depending on the services they provide. This column specifies if the respondent answered the question in Service or Launch days.

“In thinking back about the process of applying for and issuing the Special Use Permit, how long did the whole process take?”

Twelve (60%) either gave the amount of time the initial process took, or commented on the renewal process. Ten gave us the time it took for the initial process, which ranged from 2 weeks (in 1987) to six years. The mean time it took respondents to receive a permit from the Humboldt-Toiyabe was 27.4 months with a median of 21 months. Two gave the time it took for the renewal process, one said the process took 30 minutes and the other said it took about 2 days.

“Was the process efficient?”

Eighteen responded to the question, and of these eighteen, four (22%) felt the process was efficient and fourteen (78%) felt the process was not efficient.

“What problems did you encounter?”

There were four categories of problems these fourteen respondents encountered: too many/complicated forms, lack of communication from Forest Service personnel, process is overly long and time consuming, and personal conflicts.

Five (36%) said the form for SUPs are too complicated and time consuming. Some also said the forms are too generic and do not fit what the respondent is trying to do. For example, one made the comparison of filling out a form for mining when you are an outfitter/guide. Some also talked of the financial burden the forms impose because of the time it takes to fill them out, and the time it takes to correspond with Forest Service personnel to get the forms filled out correctly.

Four (29%) said the whole process is long and drawn out. Two said the Forest Service has limited personnel to process and issue SUPs efficiently.

Three (21%) said what made the process inefficient was the lack of communication from the Forest Service (i.e., Forest Service personnel not returning calls to help respondents clear up confusion and respondents being “left in the dark” about the status of their permits).

Two (14%) talked of personal conflicts with Forest Service personnel that they accredited to the processes’ inefficiency.

“What suggestions do you have to correct those problems?”

Nine had suggestion to correct the issues they encountered.

Some suggested that Forest Service personnel need to keep in better contact with outfitters and guides. For example, if an issue with an outfitter’s SUP application occurs, the Forest Service should contact the outfitter immediately so the issue can be resolved quickly. Also, the Forest Service should let outfitters and guides know when changes are going to occur so outfitters/guides are not caught off guard.

Some suggested simplifying the application process by simplifying the wording in the application, reduce the amount of forms that need to be filled out, and forms should be more specific to the people filling them out (i.e., school trips, outfitters and guides, etc.).

Some said the overall process needs to be more efficient. The suggestions respondents gave included: having more Forest Service personnel for the SUP process, give more time to Forest Service personnel for the SUP process, and making the application clearly defined so applicants are not searching to find the people they need to talk to about specific question.

“Do you receive, or have you received similar types of permits from other land management agencies?”

Fifteen (75%) had recreational permits outside of the Humboldt-Toiyabe National Forest. Of them, eleven (73%) have permits with the BLM, two with state land, three with other National Forests, three with the Fish & Wildlife Service, and three with the National Park Service (Table 2h-7). All but one said the other agencies they receive permits from have a better permitting process than the Humboldt-Toiyabe. The respondent who said the Humboldt-Toiyabe’s permitting process is better than the other agency they receive a permit from did not clarify what agency they felt has a worse permitting process.

Ten described why the process is more difficult through the Humboldt-Toiyabe than through other Forests and agencies. Most said the amount of forms and the wording in the forms makes the process harder. One said they do not mind giving the information to the Forest Service, but the forms make it difficult to understand what information the Forest Service wants from them, which leads to taking time calling the Forest Service and asking questions. Another said the process is not user friendly. It was also asked from one respondent why their permit from another National Forest only has an application with eight pages and the Humboldt-Toiyabe’s application is 213 pages.

Table 2h-7: Respondents who received permits from other land management agencies, and respondents ranking the permitting process to the Humboldt-Toiyabe.

Agencies	Number of Responses	Percentages ¹	About the Same	Better	Worse
Bureau of Land Management	11	73%	0	11	0
Other National Forests	3	20%	0	3	0
State Lands	2	13%	1	1	0
Fish & Wildlife Service	3	20%	0	3	0
National Park Service	3	20%	0	3	0

¹Percentages are calculated by dividing the number of responses by the number of respondents. Number of respondents, n=15.

“What impact does the Forest Service Special Use Permit have on your business operations?”

Fifteen said the SUP is important for their business operations, most of which said the SUP is an essential component to their business and without it they could not survive as an outfitter/guide.

“What changes in bookings and interest in your services have you perceived over the past 10 years or since you began operations?”

All six respondents that offer hunting services have seen an increase in business over the last ten years or since they have begun operation. Three who offer fishing services have seen an increase in business, one said business has stayed constant, and two said business has declined (one respondent who has seen a decrease in business said they have seen a decrease in demand for their services on the Forest, but the demand for their services on private land has grown). Table 2h-8 shows booking interests for services respondents offer.

Though, many mentioned the economy affecting their business, most said the trends in their bookings have slowed but they are still increasing. Some respondents said the demand for their services has increased greatly in recent years with no mention of the economic downfall.

Some respondents mentioned trends in clientele and client’s interests. One respondent said the majority of the clients they used to serve were wealthy individuals, but now they are serving mostly “working class” individuals. Another said client’s interest for longer trips has decreased, and now people are more interested in half-day and day trips. This respondent accredited the shift in client’s interest to the inability to pay for longer trips because of the economic downfall. One respondent who offers camping said the demand for their service has decreased recently, but over the duration of time they have been in business, they said these kinds of trends are common (i.e., camping will be popular for five years, then interest will fall and then it will rise again).

Table 2h-8: Changes in booking interests on the Humboldt-Toiyabe.

Type of Service Provided	Declining	Same	Growing	Growing (%) ¹	Total (n)
Hunting trips	0	0	6	100%	6
Fishing trips	2	1	3	50%	6
Horseback riding	0	0	2	100%	2
Backpacking	0	0	1	100%	1
Camping	1	0	0	0%	1
Cross-country Skiing	0	1	0	0%	1
Dog Sledding	0	1	0	0%	1
Hiking	0	0	1	100%	1
Jeep Tours	1	0	0	0%	1
River Rafting	1	0	0	0%	1
Stock pack trips	0	0	1	100%	1
Sleigh/Carriage Rides	0	0	1	100%	1

¹ The “Growing (%)” column gives the percent of services where the booking interests have been growing. Number of respondents, n=15.

“What forms of marketing or advertising does your business do to attract clients for your services on the Humboldt-Toiyabe?”

The most common form of marketing used was websites/internet, which was used by eighteen (95%) respondents (Table 2h-9). Brochures (37%) and Word of mouth (32%) were the next most common forms of marketing.

Table 2h-9: Forms of marketing used by respondents operating on the Humboldt-Toiyabe.

Activity	Number of Respondents	Percentages ¹
Website/Internet	18	95%
Brochures	7	37%
Word of Mouth	6	32%
Magazines	5	26%
Outdoor Shows	4	21%
Billboards	2	11%
Donating Services	2	11%
Hotels/Lodges	1	5%
Radio	1	5%

¹ Respondents were given on opportunity to give more than one answer. Number of respondent, n=19. Percentages are calculated by dividing the number of responses by the number of respondents.

“Does your business engage in service projects or community service?”

Fifteen (75%) participate in community service. The types of services provided by respondents included maintenance and restoration projects on public lands, donating services and goods to a wide variety of fundraisers, some of which are cancer foundations, restoration and conservation funds, underprivileged groups, and veterans, and also community groups such as Boy/Girl

Scouts and churches. When asked if they received any benefits to their businesses, most responded by saying they receive community good-standing, improved public lands, and advertising.

2i: Manti-La Sal National Forest

FOREST SERVICE PERSONNEL: MANTI-LA SAL NATIONAL FOREST

A total of four personnel were contacted during November 12, 2010, through November 19, 2010.

“How long have you been involved with the administration of outfitter-guide Special Use Permits?”

We contacted a total of four Manti-La Sal recreation personnel, but only two administer SUPs. One has 12 years of involvement and the other has about 20 years of involvement with outfitter/guide permits.

“Have you received any supplemental training on the administration of Special Use Permits? (If yes) What supplemental training did you receive? (If no) Have you requested any supplemental training on the administration of Special Use Permits?”

Both have received training on the recent SUP policy change. The two that do not administer SUPs have not requested training.

“Have you received any indications of public demand for outfitter-guide services on the (Forest/Ranger District) that do not currently exist? (If yes) For which service(s) does this demand exist?”

Two (50%) have received *public* demand for outfitter/guide services that do not currently exist on the Manti-La Sal National Forest. The services mentioned by respondents are: horseback rides and stock pack trips in the La Sal Mountains and rock climbing in Maple Canyon (Table 2i-1).

Two respondents have received requests from potential outfitters/guides. The activities potential outfitters/guides requested were: ice climbing, climbing in Maple Canyon and Joe’s Valley, ATVs and OHVs, and kiteboarding.

Table 2i-1: Public demand for outfitter/guide services that do not currently exist on the Manti-La Sal.

Activity	Number of Responses	Percentages ¹
Horseback Rides and Stock Pack Trips in the La Sal Mountains	1	50%
Rock Climbing in Maple Canyon	1	50%

¹Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=2.

“Have you received any indications of public demand for additional use days for permitted outfitter-guide services? (If yes) For which service(s) does this demand exist?”

One (25%) respondent had an indication of *public* demand for additional use days for permitted outfitters/guides. Mountain biking and the shuttles that take mountain bikers to the top of the La Sal Mountains are services that this respondent said there is demand for additional use days.

“Have you received feedback from the non-outfitted public about outfitted/guided activity on the (Forest/Ranger District)?”

Two (50%) have received feedback from non-outfitted public about outfitted/guided activity. One said they have received comments about limiting the number of shuttles taking mountain bikers to trailheads in the La Sal Mountains. The comments are from other users (i.e., horseback riders, hikers, etc.) concerned about the amount of mountain bikers coming down the trails at high speeds. This respondent also said they have received comments about hunting outfitter/guides blocking roads and claiming areas as “theirs” to keep other hunters out of the area. The other respondent said they have received calls from the public to notify the Forest Service about possible illegal hunting outfitters/guides.

“Are you aware of any illegal outfitter-guide activity on the (Forest/Ranger District)? (If yes) For which activity(ies)?”

One respondent said they were aware of some cases of illegal outfitting/guiding in the past and they took action to stop it. The activities where illegal outfitting/guiding was taking place were hunting and wilderness therapy. Another respondent is aware of illegal outfitting/guiding for mountain biking and mountain bike shuttle services. They also suspected illegal motorcycle guiding and guided hunting, but they said illegal guided hunts are hard to prove (Table 2i-2).

Table 2i-2: Illegal outfitting/guiding activities the respondents were aware of, or suspected on the Manti-La Sal.

Activity	Number of Responses	Percentages ¹
Hunting	2	100%
Motorcycle riding	1	50%
Mountain biking	1	50%
Mountain bike shuttles	1	50%
Wilderness therapy	1	50%

¹Respondents were given an opportunity to give more than one answer.

Percentages are calculated by dividing the number of responses by the number of respondents, n=2.

“Are there any outdoor recreation activities occurring on the (forest/ranger district) that you would consider new activities or emerging recreation trends? (If yes) For which activity(ies)?”

All gave activities they considered new activities and/or emerging recreational trends. Three (75%) mentioned bouldering, two (50%) mentioned snow kiteboarding, two (50%) mentioned downhill mountain biking (respondents also talked of illegal trail building and alteration with tracks, ramps, jumps, etc. related to downhill mountain biking), one (25%) mentioned mountain bike shuttle services, and one (25%) mentioned wilderness therapy (Table 2i-3).

Table 2i-3: Recreation activities and trends respondents considered new or emerging on the Manti-La Sal.

Activity	Number of Responses	Percentages ¹
Bouldering	3	75%
Snow kiteboarding	2	50%
Downhill mountain biking	2	50%
Mountain bike shuttle service	1	25%
Wilderness therapy	1	25%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=4.

“Which, if any, outdoor recreation activities do you think have been growing in popularity recently?”

All gave activities that have been growing in popularity. ATV/UTV (75%), bouldering/rock climbing (50%), and mountain biking (50%) were all activities mentioned by multiple respondents (Table 2i-4).

Table 2i-4: Recreational activities mentioned by respondents that have been growing in popularity on the Manti-La Sal.

Activity	Number of Responses	Percentages ¹
ATV/UTV	3	75%
Bouldering/Rock climbing	2	50%
Mountain biking—all forms	2	50%
Backcountry skiing/Winter use	1	25%
Snowmobiles	1	25%
Wilderness therapy	1	25%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=4.

“Do you feel the process of applying for and issuing Special Use Permits is efficient?”

Yes ☐

No ☐

(If no) What problems do you regularly encounter? (and)

What suggestions do you have to correct those problems?”

Both respondents that have experience with SUPs felt the process is fairly efficient.

“Do you feel that the new Forest Service outfitter and guide policy is clear to you and other recreation or permitting personnel?”

Yes ☐

No ☐

(If no) What is unclear about these regulations and guidelines? (and)

Do you have any suggestions to improve correct those problems?”

Of the two who are familiar with SUPs, one said they felt the process is clear after the training they received, and the other said they did not feel the process is fully clear. This respondent said the policy is interpreted differently by recreation personnel. They also said making the transition from the old policy to the new policy is challenging.

Parts of the new policy that are unclear, or issues that cause concern:

- The policy is being interpreted differently amongst recreation personnel and
- Making the transition from the old policy to the new policy.

One had suggestion to remedy their concerns.

Suggestion to improve or correct these issues:

- Clarification on the policy so it can be interpreted consistently and
- Clarification on how to make the transition from the old policy to the new policy.

“Are you at all familiar with other agencies’ administration of outfitter-guide permits?”

Yes ☐

No ☐

(If yes) How do you feel the Forest Service’s outfitter-guide permitting process compares?

About the same ☐

Worse ☐

Better ☐

(If worse and/or better) In what ways is it (better and/or worse)?”

One was familiar with the BLM’s process of applying for and issuing outfitter/guide permits, and they said the process is fairly similar.

OUTFITTERS AND GUIDES: MANTI- LA SAL NATIONAL FOREST

We contacted a total of twelve outfitters/guides that were permitted to operate on the Manti-La Sal National Forest. Outfitters and guides were contacted by telephone and interviewed from October 8, 2010, through January 12, 2011.

“What outdoor recreation activities did you receive a permit for?”

Of the twelve we contacted, four offered backpacking services (33%) and three (25%) offered hiking. Mountain biking and mountain bike shuttle services were the next most common services. All other services were mentioned once. Table 2i-5 displays the activities respondents are permitted for, and the number of respondents that offer these activities.

Table 2i-5: Outdoor recreation activities that the respondents have been permitted for on the Manti-La Sal.

Activity	Number of Respondents	Percentages ¹
Backpacking	4	33%
Hiking	3	25%
Mountain Biking	2	17%
Mountain Bike Shuttle Service	2	17%
Camping	1	8%
Dirt Bike Tours	1	8%
Environmental Education	1	8%
Guided Ski Trips	1	8%
Llama Packing Trips	1	8%
Rock Climbing	1	8%
Ski Huts	1	8%

¹ Respondents were given on opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents. Number of respondents, n=12.

“How many allotted service days did the permit(s) cover?” and “How many days did you use?”

Eight (67%) knew or estimated the amount of days they were allotted and the amount of days they used. It is unknown as to why three respondents reported using more days than what they were allocated (i.e., they did not mention or bring to attention any reason why they used more days).

The respondent who offers the llama packing service explained why they did not use any days over the recent year by saying, “I’m getting old and...with the economy everything has fallen off in the last three years.”

Table 2i-6 shows the amount of days allotted, days used, if the days were launch or service, and the services provided by these eight respondents.

Table 2i-6: Estimated amount of days allotted vs. days used with the services provided on the Manti-La Sal.

Days Allotted	Days Used	Percentages ¹	Launch or Service Days ²	Service Provided
100	100	100%	Service	Mountain Bike Shuttle Service
1350	1800	133%	Service	Mountain Bike Shuttle Service
1000	450	45%	Service	Mountain Biking
200	280	140%	Service	Camping, Hiking, Environmental Education
200	185	93%	Service	Mountain Biking
330	380	115%	Service	Ski huts, Guided ski trips
120	0	0%	Service	Llama Pack Trips
35	0	0%	Service	Backpacking, Hiking

¹Percent of days used.

²Outfitters/ guides answer the question in Service Days or Launch Days depending on the services they provide. This column specifies if the respondent answered the question in Service or Launch days.

“In thinking back about the process of applying for and issuing the Special Use Permit, how long did the whole process take?”

Nine (75%) said it takes between one to four hours of their time to renew their permit, and most said the process is quick and easy. Some said their requirements for filling out the application takes them only a few hours, but the overall process takes about a month before their permit is reissued.

“Was the process efficient?”

Eight (67%) felt the process was efficient, two (17%) said the process varies from year to year depending on if there has been a recent turnover in Forest Service staff, and two (17%) felt the process was not efficient.

Of the two that felt the process varies from year to year, one said, “It would have been [efficient] but everybody previously quit or moved on, [but] they did the best they could.” The other said, “Sometimes they are very efficient, but when that position is switched around...new people fall behind, [but] then the next year they are on top of it.”

“What problems did you encounter?”

Of the two who said the process was not efficient, one said they were told there would be no problem getting an additional permit so they planned around getting that permit. Then when they applied for the permit they were denied, which had a large impact on their business. The other said there is not enough recreational staff to complete things in a timely manner, and the number of user days for their permit was decreased without consulting them, which was not enough days for them to make a return on their investment. Because the number of user days was decreased without consulting them beforehand, and not being able to make a return on their investments, time was spent going back and adjusting the number of days so they could make a profit. The complaint from this outfitter was that the Forest Service did not include or update them on the

decisions they were making on this outfitter's permit, and as a result time was spent on both sides correcting the issue.

Though, while one of these outfitters was talking about the issues they have encountered with their SUP from the Manti-La Sal, they concluded by saying, "Of all the [forests I receive permits from], I would say [the] Manti- La Sal is the best."

"What suggestions do you have to correct those problems?"

Both outfitters said they would like there to be more dialog between the Forest Service and permit holders when changes are being made to their permits.

One said the Forest Service needs to have schedules and completion dates for SUP application.

"Do you receive, or have you received similar types of permits from other land management agencies?"

Twelve (100%) have permits with the BLM, three (25%) have permits to operate on state land, five (42%) have permits with other National Forests, and five (42%) have permits with the National Park Service (Table 2i-7).

Two said the question is not what agency is better to work with, it is what region or district is easier to work with. One said, "There are districts of the Forest Service that are a pleasure to work with, then there are districts of the Forest Service that are not easy to work with, and that goes the same for the BLM." The other said, "Honestly, it is not between the Forest Service and the BLM, it is between the different districts...[and] who is in the office. It varies between one...to the next, and a lot of the time it just depends on the time of the year."

Table 2i-7: Respondents who received permits from other land management agencies, and respondents ranking the permitting process to the Manti-La Sal.

Agencies	Number of Responses	Percentages ¹	About the Same	Better	Worse
Bureau of Land Management	12	100%	9	3	0
State Lands	3	25%	3	0	0
Other National Forests	5	42%	4	0	1
National Park Service	5	42%	4	0	1

¹Percentages are calculated by dividing the number of responses by the number of respondents. Number of respondents, n=12.

"What impact does the Forest Service Special Use Permit have on your business operations?"

Seven (58%) said the SUP is crucial for their business. One (8%) said the SUP burdens their business operations by limiting the areas and times they can operate. Two (17%) said the SUP gives them the ability to provide opportunities for the public to enjoy the outdoors. One (8%)

said the Forest Service SUP is not crucial to their business, but it does allow them to employ guides throughout the winter. Lastly, one (8%) said this year the SUP has taken away time and added stress because of changes and misunderstandings that occurred with their permit.

“What changes in bookings and interest in your services have you perceived over the past 10 years or since you began operations?”

All twelve responded to the question. The respondents who offer mountain bike shuttles both said they have seen a “huge” increase in demand and bookings. The respondent who offers dirt bike tours also said there is a large demand for their service. Though, one recent trend they have noticed is the people they are taking out are far less experienced than they used to be (i.e., most of their previous customers had experience riding dirt bikes, and now very few have experience). One respondent offers environmental education, hiking, and camping to school groups, and said they have seen a decrease in the number of school groups they take out since the economic recession. Some of the respondents who offer backcountry trips said in recent years the demand for backcountry experiences has decreased. Respondents also talked of the decrease in demand for longer trips, and people are booking trips days to weeks, instead of months, in advance. Table 2i-8 shows all of the individual activities offered by these twelve outfitters/guides and if the interest in these activities has declined, stayed the same, or increased.

Table 2i-8: Changes in booking interests on the Manti-La Sal.

Type of Service Provided	Declining	Same	Growing	Growing (%) ¹	Total (n)
Backpacking	1	3	0	0%	4
Hiking	1	1	1	33%	3
Mountain Biking	2	0	0	0%	2
Mountain Bike Shuttle	0	0	2	100%	2
Camping	1	0	0	0%	1
Dirt Bike Tours	0	0	1	100%	1
Environmental Education	1	0	0	0%	1
Guided Ski Tours	0	1	0	0%	1
Llama Pack Trips	1	0	0	0%	1
Rock Climbing	0	1	0	0%	1
Ski Huts	0	1	0	0%	1

¹ The “Growing (%)” column gives the percent of services where the booking interests have been growing. Number of respondents, n=12.

“What forms of marketing or advertising does your business do to attract clients for your services on the Manti-La Sal?”

Ten (91%) use the internet or have a website to market their services. Brochures and word of mouth were the next most common forms of advertising, and both were used by four (36%) respondents (Table 2i-9).

Table 2i-9: Forms of marketing used by respondents operating on the Manti-La Sal.

Activity	Number of Respondents	Percentages ¹
Website/Internet	10	91%
Brochures	4	36%
Word of Mouth	4	36%
Banner	1	9%
Magazines	1	9%
Phone Book	1	9%

¹ Respondents were given an opportunity to give more than one answer. Number of respondent, n=11. Percentages are calculated by dividing the number of responses by the number of respondents.

“Does your business engage in service projects or community service?”

All twelve participate in service projects or community service. The types of services provided by respondents are maintenance and restoration projects on public lands, donating services and equipment for youth groups and public land projects, and volunteering and supporting non-profits. When asked if they received any benefits to their businesses, some said they gain a positive reputation in the community, some said it helps their business by having well maintained trails, and some said it helps with marketing by networking and gaining exposure.

2j: Payette National Forest

FOREST SERVICE PERSONNEL: PAYETTE NATIONAL FOREST

A total of three Payette personnel were contacted during June 14, 2010, through June 22, 2010.

“How long have you been involved with the administration of outfitter-guide Special Use Permits?”

The three FS personnel we contacted had approximately 7, 15, and 30 years of experience administering SUPs.

“Have you received any supplemental training on the administration of Special Use Permits? (If yes) What supplemental training did you receive? (If no) Have you requested any supplemental training on the administration of Special Use Permits?”

Two (67%) respondents have received training on the administration of SUPs. Only one clarified that the training was on the new protocol. One has not received any formal training on the administration of SUPs, but they have requested training.

“Have you received any indications of public demand for outfitter-guide services on the (Forest/Ranger District) that do not currently exist? (If yes) For which service(s) does this demand exist?”

Two (67%) have received indications of *public* demand for outfitter/guide services that do not currently exist on the Payette National Forest. Both mentioned snowmobiling as a service the *public* has demand for. One respondent expanded by saying the public is wary of going out by themselves on snowmobiles. Mountain biking was also mentioned by one respondent as being a service the *public* has indicated a demand for (Table 2j-1).

Table 2j-1: Public demand for outfitter/guide services that do not currently exist on the Payette.

Activity	Number of Responses	Percentages ¹
Snowmobiling	2	100%
Mountain Biking	1	50%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=2.

“Have you received any indications of public demand for additional use days for permitted outfitter-guide services? (If yes) For which service(s) does this demand exist?”

None of the respondents has received indications from the *public* for additional Use Days for permitted outfitter/guide services.

“Have you received feedback from the non-outfitted public about outfitted/guided activity on the (Forest/Ranger District)?”

All but one (67%) has received feedback from non-outfitted *public* about outfitter/guide activity. The feedback they specified falls into the category we have labeled “general concerns or complaints.” These respondents have received phone calls from the public when the public suspects illegal outfitting and/or guiding. The public has also contacted these respondents with questions about outfitters and/or guides such as: what are they doing up there?, why do they get the best campsites?, why can they have so many horses?, etc.

“Are you aware of any illegal outfitter-guide activity on the (Forest/Ranger District)? (If yes) For which activity(ies)?”

Two (67%) said they were aware of, or suspected, illegal outfitting and guiding. Both mentioned taking action towards the activity, or suspected activity, to stop it. Hunting and snowmobiling were the two activities that were mentioned where illegal outfitting/guiding may be taking place (Table 2j-2).

Table 2j-2: Illegal outfitting/guiding activities the respondents were aware of, or suspected on the Payette.

Activity	Number of Responses	Percentages ¹
Hunting	1	50%
Snowmobiling	1	50%

¹Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents n=2.

“Are there any outdoor recreation activities occurring on the (forest/ranger district) that you would consider new activities or emerging recreation trends? (If yes) For which activity(ies)?”

Two (67%) respondents said there were new trends in recreation on their districts. These activities were backcountry skiing and wolf viewing (Table 2j-3).

Table 2j-3: Recreation activities that the respondents considered new or emerging on the Payette.

Activity	Number of Responses	Percentages ¹
Backcountry Skiing	1	50%
Wolf Viewing	1	50%

¹Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents n=2.

“Which, if any, outdoor recreation activities do you think have been growing in popularity recently?”

All three respondents said there were recreational activities that have been growing in popularity recently. These activities are displayed in Table 2j-4.

Table 2j-4: Recreational activities mentioned by respondents that have been growing in popularity on the Payette.

Activity	Number of Responses	Percentages ¹
ATV	2	67%
Backcountry Skiing	2	67%
River Rafting	1	33%
Mountain Biking	1	33%
Snowmobiling	1	33%
Wolf Hunting	1	33%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents n=3.

“Do you feel the process of applying for and issuing Special Use Permits is efficient?”

Yes ☐

No ☐

(If no) What problems do you regularly encounter? (and)

What suggestions do you have to correct those problems?”

Of the three, two felt the process is inefficient, and one said the process is efficient but there are not enough resources to complete the process efficiently. The factors that were mentioned by respondents that result in the process’s inefficiency are listed below.

Problems encountered:

- Lack of time and personnel to handle the workload involved with SUPs,
- Not conducive to non-traditional activities (i.e., goat packing),
- Everybody interprets it differently: you get a different answer depending on who you talk to, and
- Aspects of the new regulations are not compatible with the processes and diversity in the field.

All three encountered issues with SUP administration. Below are suggestions given by respondents to remedy the issues respondents have encountered.

Suggestions to correct problems:

- Resources (i.e., additional personnel and funds) and
- Clarification on the new policy.

“Do you feel that the new Forest Service outfitter and guide policy is clear to you and other recreation or permitting personnel?”

Yes ☐

No ☐

(If no) What is unclear about these regulations and guidelines? (and)

Do you have any suggestions to improve correct those problems?”

All three felt the new policy was not completely clear to them. Though, one respondent mentioned they thought the policy was a step in the right direction.

Parts of the new policy that are unclear:

- The Idaho Outfitter and Guide Licensing Boards’ place in the new policy,
- Pools,
- Interpretation of the new policy (we were not given specifics), and
- Permitting non-traditional activities.

Suggestion to improve or correct those problems:

- Training,
- Supplemental information and clarification on implementation, and
- More resources (i.e., personnel and funding).

One respondent summarized by saying that it was not the policy that is necessarily getting in the way; funding is the outlying issue that does get in the way.

“Are you at all familiar with other agencies’ administration of outfitter-guide permits?”

Yes ☐

No ☐

(If yes) How do you feel the Forest Service’s outfitter-guide permitting process compares?

About the same ☐

Worse ☐

Better ☐

(If worse and/or better) In what ways is it (better and/or worse)?”

None of the respondents was familiar with other agencies’ process for administering outfitter/guide permits.

OUTFITTERS AND GUIDES: PAYETTE NATIONAL FOREST

We contacted a total of nine outfitters/guides that were permitted to operate on the Payette National Forest. Outfitters and guides were contacted by telephone and interviewed from June 10, 2010, through June 23, 2010.

“What outdoor recreation activities did you receive a permit for?”

Of the nine we contacted, five (56%) were permitted for hunting. The next most common activities respondents were permitted for are camping (33%), fishing (33%), and horseback riding (33%). Table 2j-5 displays the activities respondents were permitted for, and the number of respondents that offered these activities.

Table 2j-5: Outdoor recreation activities that the respondents have been permitted for on the Payette.

Activity	Number of Respondents	Percentages ¹
Hunting Trips	5	56%
Camping	3	33%
Fishing Trips	3	33%
Horseback riding	3	33%
Hiking	2	22%
Backcountry Skiing	1	11%
Backpacking	1	11%
Cat Skiing	1	11%
Cross-Country Skiing	1	11%
Environmental Education	1	11%
Stock Pack Trips	1	11%
School Trips	1	11%

¹Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents. Number of respondents n=9.

“How many allotted service days did the permit(s) cover?” and “How many days did you use?”

Only three (33%) could estimate the amount of days they were allotted and the amount of days they used. Table 2j-6 shows the amount of days allotted, days used, and the services provided by these three respondents.

Table 2j-6: Estimated amount of days allotted vs. days used with the services provided on the Payette.

Days Allotted	Days Used	Percentages ¹	Launch or Service Days ²	Service Provided
500	464	93%	Service	Hunting, Horseback Riding, Stock Pack Trips
230	100	43%	Service	Hunting, Horseback Riding
350	325	93%	Service	Hunting, Fishing

¹Percent of days used

²Outfitters/ guides answer the question in Service Days or Launch Days depending on the services they provide. This column specifies if the respondent answered the question in Service or Launch days.

“In thinking back about the process of applying for and issuing the Special Use Permit, how long did the whole process take?”

Of the seven that responded to the question, four (57%) had no issues with the permitting process. The range of time these four gave was from 1 to 2 months for the process. A few also gave comments such as, “...this particular forest (Payette) seems to get things done quickly...” “...wasn’t a big deal at all.” “They (the permits) were pretty expeditiously dealt with.” Though, three (43%) had issues with the process. These individuals all experienced around one year of time to be issued a permit. Two of the three that experienced problems attributed to the lengthy time to the Idaho Outfitter and Guide Licensing Board.

“Was the process efficient?”

Of the eight, six (75%) said the process was efficient. Some of these respondents said, “...as far as paperwork goes, they are very easy to get along with.” “...wasn’t a problem at all.” Only two (25%) felt the process was inefficient.

“What problems did you encounter?”

Both thought the process was inefficient because of its bureaucratic nature.

“What suggestions do you have to correct those problems?”

Only one had a suggestion to correct the issues, and that was to shorten the process by making it less complicated.

“Do you receive, or have you received similar types of permits from other land management agencies?”

Four (44%) have permits outside of the Payette National Forest, and one of the four has two permits outside of the Payette. Table 2j-7 shows where the respondents have permits, and how the other permitting entity compares to the Payette’s permitting process. Both the BLM and the State Lands were ranked better than the Payette, but the Salmon Challis National Forest was ranked worse.

Table 2j-7: Respondents who received permits from other agencies, and respondents ranking the permitting process to the Payette.

Agencies	Number of Responses	Percentages ¹	About the Same	Better	Worse
Bureau of Land Management	2	50%	0	2	0
State Lands	1	25%	0	1	0
Salmon-Challis National Forests	2	50%	0	0	2

¹Percentages are calculated by dividing the number of responses by the number of respondents. Number of respondents that have permits outside of the Payette n=4.

“What impact does the Forest Service Special Use Permit have on your business operations?”

Of the eight, six (75%) said the SUP is the foundation of their business, and if they did not have it they would not be able to stay in business.

“What changes in bookings and interest in your services have you perceived over the past 10 years or since you began operations?”

Of the eight, only three (38%) respondents said the demand for their services has been stable or growing. One of which said the demand for their hunting service has declined, but the demand for fishing has been growing. The other two (25%) respondents that said the demand for their services has been growing offer less traditional activities such as: backcountry skiing and cross-country skiing; and environmental education/camping/backpacking/hiking for school groups. Three for the four that offer hunting services directly accredited the decline in demand on wolves. Only three of the eight mentioned the economy having a negative effect on their business. One respondent accredited fire as being the reason there has been less of a demand for their services. Table 2j-8 shows all of the individual activities offered by these eight outfitter/guides, and if the interest in these activities has declined, stayed the same, or increased.

Table 2j-8: Changes in booking interests on the Payette.

Type of Service Provided	Declining	Same	Growing	Growing (%) ¹	Total (n)
Hunting Trips	4	0	0	0%	4
Camping	2	0	1	33%	3
Fishing Trips	2	0	1	33%	3
Horseback riding	2	0	0	0%	2
Hiking	1	0	1	50%	2
Backcountry Skiing	0	0	1	100%	1
Backpacking	0	0	1	100%	1
Cat Skiing	1	0	0	0%	1
Cross-Country Skiing	0	0	1	100%	1
Environmental Education ²	0	0	1	100%	1

¹ The “Growing (%)” column gives the percent of services where the booking interests have been growing. Number of respondents n=8.

²This respondent mentioned that they offer environmental education to mostly school groups.

“What forms of marketing or advertising does your business do to attract clients for your services on the Payette?”

All nine (100%) used the internet as a form of marketing (Table 2j-9). One respondent went on to say that outdoor expos used to be their most effective way of attract clients, and even though they still attend the outdoor expos, the internet is where they attract nearly 100% of their clients. Four (44%) said they used word of mouth as a form of marketing, which was the second most prevalent form of marketing.

Table 2j-9: Forms of marketing used by respondents operating on the Payette.

Activity	Number of Respondents	Percentages ¹
Website/Internet	9	100%
Word of Mouth	4	44%
Brochures	2	22%
Magazines	2	22%
Radio	2	22%
Outdoor Expos	1	11%

¹ Respondents were given on opportunity to give more than one answer. Number of respondent n=9. Percentages are calculated by dividing the number of responses by the number of respondents.

“Does your business engage in service projects or community service?”

Of the nine people we contacted, seven (78%) participate in community service. These seven offer a wide range of services such as donating their services, participating in non-profits, being active in the community and working with kid groups, and restoration projects. And when asked if they have seen any benefits to their business, most said they see no benefit financially, but they do see benefits in the environment, community, public relations, and collaboration with land management agencies.

2k: Salmon-Challis National Forest

FOREST SERVICE PERSONNEL: SALMON-CHALLIS NATIONAL FOREST

A total of eight personnel were contacted during May 5, 2010, through May 20, 2010.

“How long have you been involved with the administration of outfitter-guide Special Use Permits?”

The eight Salmon-Challis personnel we contacted have a mean of 14.0 years, and a median of 15.0 years of involvement with the administration of Special Use Permits (SUP). The minimum was zero years and the max was 25.0 years of involvement.

“Have you received any supplemental training on the administration of Special Use Permits? (If yes) What supplemental training did you receive? (If no) Have you requested any supplemental training on the administration of Special Use Permits?”

All but one has received supplemental training on administering SUPs. The most common trainings mentioned were: Special Uses 101, trainings on the new policy for outfitter/guide SUPs, and Cost Recovery. The one individual who has not received supplemental training on SUPs has not received it because SUPs are not part of their work responsibilities.

Even though most have received training on SUPs, three said they still would like additional training. (Requests for additional training come up more towards the end of this section when respondents were asked. *“Do you feel the process of applying for and issuing Special Use Permits is efficient?”* and *“Do you feel that the new Forest Service outfitter and guide policy is clear to you and other recreation or permitting personnel?”*.)

“Have you received any indications of public demand for outfitter-guide services on the (Forest/Ranger District) that do not currently exist? (If yes) For which service(s) does this demand exist?”

None of the respondents has received indications of *public* demand for outfitter-guide services that do not currently exist on the Salmon Challis.

“Have you received any indications of public demand for additional use days for permitted outfitter-guide services? (If yes) For which service(s) does this demand exist?”

None of the respondents has received any indications of *public* demand for additional Use Days for permitted outfitters/guides.

“Have you received feedback from the non-outfitted public about outfitted/guided activity on the (Forest/Ranger District)?”

All but one has received feedback from non-outfitted public about outfitter/guide activity. Most of this feedback falls into the category labeled “general concerns or complaints.” Though, some

have received positive feedback from the *public* about outfitters/guides including comments on a good trip with an outfitter/guide. The general concerns and complaints given by the *public* fall into a wide category from the *public* thinking there are too many outfitters and guides, to individual conflicts with outfitters and guides. Some of the *public* feels in competition with outfitters and guides in hunting, fishing, and floating (these are the main areas where the public has expressed concern). Some of the respondents talk of the negative feedback in past tense, and expressed that they have worked to correct the issues and feel that the conflict has been managed.

“Are you aware of any illegal outfitter-guide activity on the (Forest/Ranger District)? (If yes) For which activity(ies)?”

Three (38%) said they “suspected” illegal outfitting and guiding. The respondents did mention activities they thought illegal outfitting and guiding may be happening, but they never indicated that they were aware of individual cases. Table 2k-1 show which activities the respondents suspected to be illegally outfitted/guided.

There were comments given by respondents as to why illegal outfitting and guiding is not an issue on the Salmon-Challis National Forest. One of these reasons given was that the Idaho Outfitter and Guides Licensing Board is very effective at policing illegal activity. Another reason given was that outfitters and guides are also effective at policing illegal activity themselves.

Table 2k-1: Illegal outfitting/guiding activities the respondents suspected on the Salmon-Challis.

Activity	Number of Responses	Percentages ¹
Fishing	2	67%
Horseback Riding Trips	1	33%
Hunting	1	33%
Equipment Rental and Transport ²	1	33%
River Rafting	1	33%

¹Respondents were given an opportunity to give more than one answer.

Percentages are calculated by dividing the number of responses by the number of respondents n=3.

²“Equipment Rental and Transport” is when a client pays for the transportation of their rental (i.e. boat, ATV, etc.) to a trailhead or launch-point.

“Are there any outdoor recreation activities occurring on the (forest/ranger district) that you would consider new activities or emerging recreation trends? (If yes) For which activity(ies)?”

Four (50%) said there were new activities or emerging recreational trends on the Salmon-Challis National Forest (Table 2k-2). Though, respondents made it clear that traditional activities (i.e. hunting, fishing, horseback riding, etc.) are still the dominant recreational activities in the area.

Table 2k-2: Recreation activities that the respondents considered new or emerging on the Salmon-Challis.

Activity	Number of Responses	Percentages ¹
Jet Skiing on the Salmon River	1	25%
Mountain Biking	1	25%
Mountaineering	1	25%
Rockhounding	1	25%
Visiting Historical Sites	1	25%

¹ Respondents were given an opportunity to give more than one answer.

Percentages are calculated by dividing the number of responses by the number of respondents n=4.

“Which, if any, outdoor recreation activities do you think have been growing in popularity recently?”

All eight respondents identified activities that have been growing in popularity. Table 2k-3 displays the number of respondents that mentioned the activity to be growing in popularity.

Table 2k-3: Recreational activities mentioned by respondents that have been growing in popularity on the Salmon-Challis.

Activity	Number of Responses	Percentages ¹
ATV	3	38%
River Rafting	3	38%
Hiking	1	13%
Horseback Riding	1	13%
Hunting	1	13%
Jet Boating	1	13%
Mountaineering	1	13%
Steelhead Fishing	1	13%

¹ Respondents were given an opportunity to give more than one answer.

Percentages are calculated by dividing the number of responses by the number of respondents n=8.

“Do you feel the process of applying for and issuing Special Use Permits is efficient?”

Yes ☐

No ☐

(If no) What problems do you regularly encounter? (and)

What suggestions do you have to correct those problems?”

Of the seven people that responded to the question, three felt the process was not efficient, one said they thought the process was efficient, one felt the that the process was somewhat efficient, and two said they did not know the process well enough to comment. Four (57%) respondents gave comments on the process. These comments are outlined and summarized below.

Problems that are regularly encountered:

- Lack of time and personnel to handle the workload involved with SUPs,
- Lack of information on how to implement Cost Recovery and Special Use regulations,
- Lack of training on recent policy changes, and
- Aspects of the new regulations are not compatible with the processes and diversity in the field.

Consistent themes were expressed about some concerns and challenges that Salmon-Challis personnel are facing with the Special Use Permitting process. There were concerns that Cost Recovery is going to put a lot of financial strain on small outfitter and guide operations. Also concerning Cost Recovery, respondents felt there was a lack of direction on how to implement it. Most respondents felt the new regulations were moving in a good direction, but all are faced with challenges with implementing the new policy with the current amount of resources available. There are also aspects of the new regulations that will not work in the field the way they are meant to, or require changes in current management plans. For example, a wilderness area already has a system and limits on how many people can launch and float at a time, but the new regulations are not consistent with the currently functioning management plan. One respondent said, “They make changes and blame us when they don’t work. They don’t fully understand what is happening in the field.”

Suggestions that were given to correct those problems:

- More resources to carry out the process (i.e. people and money),
- Better State and Federal coordination, and
- More training on how to apply new regulations.

Overall, most respondents felt there was a need for better coordination between the field and policy makers, and more resources to get caught up and implement the new regulations. The need for more training was commonly mentioned by respondents during interviews.

“Do you feel that the new Forest Service outfitter and guide policy is clear to you and other recreation or permitting personnel?”

Yes ☐

No ☐

(If no) What is unclear about these regulations and guidelines? (and)

Do you have any suggestions to improve correct those problems?”

Of the seven that responded to the question, five (71%) felt the new policy is *not* clear, and two (29%) said they did not know the new policy well enough to comment.

Parts of the new policy that are unclear:

- The intent of the new policy—what is trying to be accomplished, and
- How to implement the policy.

Most people we talked to said they thought the new policy was clear, what they thought was confusing was why there is a new policy and how do they implement it. Most of the confusion was centered on the implementation of the new policy. The biggest question was: how is the transition going to happen? Respondents do not think there are currently enough resources to make the change. There were other concerns expressed about how this change was going to be made without affecting current outfitters' and guides' business operations. There was confusion on how the new policy was going to be applied to wilderness areas that have their own management plans. There was concern on how the policy is going to apply to Idaho because of the Idaho Outfitter and Guides Licensing Board. Respondents expressed frustrations about trying to contact somebody for guidance on policy implementation, and receiving multiple answers depending on who they talk to.

Suggestion to improve or correct those problems:

- Training,
- Supplemental information and clarification on implementation, and
- More personnel.

The transition from current operations to having the new policy full functioning is the crux that most Salmon-Challis personnel are experiencing. The recommendations given by respondents to help them through this process are: an outline that describes why there is a new policy, how to implement the new policy, and what the end result is supposed to look like. Though, as mentioned above, the transition process is the main issue that is raising the most concerns and confusion. Almost all respondents mentioned that they would like some form of direction on how to make the change, and someone to contact to answer question.

“Are you at all familiar with other agencies’ administration of outfitter-guide permits?”

Yes ☐

No ☐

(If yes) How do you feel the Forest Service’s outfitter-guide permitting process compares?

About the same ☐

Worse ☐

Better ☐

(If worse and/or better) In what ways is it (better and/or worse)?”

Four (50%) of the Salmon-Challis personnel were familiar with other agencies administration of outfitter/ guide permits. From those that are familiar with other agencies, most responded that it is too hard to compare: “They are just different.”

OUTFITTERS AND GUIDES: SALMON-CHALLIS NATIONAL FOREST

We contacted a total of twenty-one outfitters/guides that were permitted to operate on the Salmon-Challis National Forest. Outfitters and guides were contacted by telephone and interviewed from May 4 through May 24, 2010.

“What outdoor recreation activities did you receive a permit for?”

Of the twenty-one we contacted, twelve were permitted for river rafting, ten for fishing, five for hunting, five for hiking, three for jet boating, two for camping, two for mountain biking, and all the other activities were mentioned once. Table 2k-4 displays the activities respondents were permitted for, and the number of respondents that offer these activities.

Table 2k-4: Outdoor recreation activities that the respondents have been permitted for on the Salmon-Challis.

Activity	Number of Responses	Percentages ¹
River Rafting	12	57%
Fishing	10	48%
Hunting	5	24%
Hiking	5	24%
Jet Boating	3	14%
Camping	2	10%
Mountain Biking	2	10%
Alternative Stock Pack Trips ²	1	5%
Backpacking	1	5%
Film & Photography Workshops	1	5%
Kayaking	1	5%
Rock Climbing	1	5%

¹Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents n=21.

²“Alternative Stock Pack Trips” are stock pack trips using goats, lamas, etc.

“How many allotted service days did the permit(s) cover?” and “How many days did you use?”

Of the twenty-one respondents we contacted, fifteen (71%) estimated the amount of days they used, but only twelve (57%) could guess about how many days they were given, and only nine (43%) could give us an estimate of both days allotted and days used (Table 2k-5). Though we asked the amount of “service days,” half of the respondents said they did not know how many service days they had, or had used, because they were given “launch days.” Also, many respondents mentioned the amount of days used over recent years being below average because of the economic downfall. Table 2k-5 gives days allotted, days used, percent of days used, if they were “service days” or “launch days,” and what services were provided by these nine outfitters/guides.

Table 2k-5: Estimated amount of days allotted vs. days used with the services provided on the Salmon-Challis.

Days Allotted	Days Used	Percentages ¹	Launch or Service	Service Provided ³
25	16	64%	Launches	River Rafting, Fishing, hike, climb
100	75	75%	Days	Hike, Mountain Biking, ASPT ²
100	100	100%	Days	Fishing
12	11	92%	Launches	Camp, Hike, Fishing, Hunting
12	8	67%	Launches	River Rafting
22	22	100%	Launches	Fishing, River Rafting
17	6 ⁴	35%	Days	Backpacking
10	5	50%	Launches	River Rafting
10	8	80%	Launches	River Rafting

¹Percent of days used

²"ASPT" Alternative Stock Packing Trips

³On some it is hard to tell what service is attached to the days allotted and used.

⁴Days used was cut short because the party was evacuated due to fire danger.

"In thinking back about the process of applying for and issuing the Special Use Permit, how long did the whole process take?"

This question was answered in multiple contexts. Some respondents gave the time it took for the initial process, while others gave us the amount of time it takes to renew their permit. In a few instances, respondents gave us both the initial and renewal time. Some respondents also mentioned recent complications that have extended the initial and/or the renewal process far beyond the average range of time.

Eight people told us the approximate amount of time it took for the initial process, which ranged from two months to one year with a mean of 4.4 months. Most people said the renewal was timely with a range of under an hour to about two weeks. Five respondents talked about the process being somewhat instantaneous in the past, but their most recent renewal was time consuming. In one case, a respondent who has been in business for approximately ten years said the past renewals were instantaneous, but the most recent renewal took almost three years. This person accredited the delay to the Forest Service permit administrator position that was vacant for approximately a year and a half, and also suspected the implementation of new directives slowed the process. Another respondent had similar problems with their most recent renewal, and accredited the complications and lag time to the vacant administrator position, and the time it took the administrator to get caught up on the workload.

"Was the process efficient?"

Of the eighteen that responded to the question, eight (44%) felt the process was efficient, six (33%) felt the process was not efficient, and four (22%) felt the process was efficient in the past but their most recent experience was not.

“What problems did you encounter?”

Nine people described the problems they encountered during the permitting process. Five (56%) directly accredited the inefficacy to the vacant permit administrator position. Four (44%) described the Forest Service’s lack of communication and slow response to questions being the reason the process was inefficient. It is possible that these two reasons for inefficiency could be directly related.

“What suggestions do you have to correct those problems?”

Eight people had suggestions to make the process more efficient. Three (38%) suggested limiting the amount of people the process has to go through. For example, respondents mentioned giving the permit administrator more authority to make decisions on a case-by-case basis to speed up the process. One respondent said he would like to see better coordination between the Forest Service and the Idaho Outfitters and Guides Licensing Board. Another said they would like to see outfitters more actively involved in policy decisions at a local level. One said the Forest Service needs more staff to lessen the workload on Forest Service personnel to make things more efficient. Two respondents said they did not know the policy and/or the process well enough to make any comment on how to improve it.

“Do you receive, or have you received similar types of permits from other land management agencies?”

Nineteen (90%) have permits with other National Forests and/or other land management agencies (Table 2k-6). Thirteen have permits with the BLM, of which ten ranked the BLM as having a better permitting process. The National Park Service was the only agency with a permitting process ranked worse than the Salmon-Challis’s permitting process, ranked worse by one of three individuals who have permits with the National Park Service.

Table 2k-6: Respondents received who received permits from other agencies, and respondents ranking the permitting process to the Salmon-Challis.

Agencies	Number of Responses	Percentages ¹	About the Same	Better	Worse
Bureau of Land Management	13	87%	3	10	0
State Lands	1	7%	0	1	0
Other National Forests	2	13%	0	2	0
National Park Service	3	20%	0	2	1

¹Percentages are calculated by dividing the number of responses by the number of respondents.

“What impact does the Forest Service Special Use Permit have on your business operations?”

Over 70% of the people we talked to say the Forest Service Special Use Permit was a crucial part of their operation, and without it they could not be in business. The following comments were given about the importance of the SUP.

“We have to have in order to have a business, so it’s a huge impact.” “It’s critical; it’s one of the things we must have in order to operate. Without a SUP, there’s no river company.” “I couldn’t be in business without that.” “Well for us it’s everything because

we are on the Forest Service land.” “Without it, we’d be out of business.” “It has everything to do with it. It is 100% of whether I survive as a small business.”

“What changes in bookings and interest in your services have you perceived over the past 10 years or since you began operations?”

The economic downfall has largely affected outfitter/guide operations in this region. Most people mentioned a steady to fast incline in bookings prior to the economic downfall, and then experienced a rapid decline afterward (Table 2k-7). One respondent said, “2007 was our best year, 2008 was down, 2009 was our worst, and this year the phone hasn’t even rung.” In contrast, none of the outfitters and/or guides on the Uinta-Wasatch-Cache mentioned their booking interests declining. Though, some did mention the downfall having an effect on their business, they followed by saying their overall bookings have stayed steady. One speculation as to why the Salmon-Challis has been hit harder by the downfall may be due to its remote location. This means people still want to recreate, but they are less willing and/or able to travel longer distances to do so. This could account for the economic downfall not having as large of an effect on the Uinta-Wasatch-Cache as it has on the Salmon-Challis.

Table 2k-7: Changes in booking interests on the Salmon-Challis.

Type of Service Provided	Declining	Same	Growing	Growing (%) ¹	Total (n)
River Rafting	7	1	3	(27%)	11
Fishing	5	2	3	(30%)	10
Hunting	4	1	0	(0%)	5
Hiking	3	1	1	(20%)	5
Jet Boating	0	2	1	(33%)	3
Camping	1	1	0	(0%)	2
Mountain Biking	2	0	0	(0%)	2
Alternative Stock Pack Trips ²	1	0	0	(0%)	1
Backpacking	0	0	1	(100%)	1
Film & Photography Workshops	0	0	1	(100%)	1
Kayaking	1	0	0	(0%)	1
Rock Climbing	1	0	0	(0%)	1

¹The “Growing (%)” column gives the percent of services where the booking interests have been growing.

“What forms of marketing or advertising does your business do to attract clients for your services on the Salmon-Challis?”

Of the people we contacted, 90% used the internet as a form of marketing. Word of mouth and printed forms of marketing were other popular forms used (Table 2k-8).

Table 2k-8: Forms of marketing used by respondents on the Salmon-Challis.

Activity	Number of Responses	Percentages ¹
Website/Internet	18	90%
Magazines	8	40%
Word of Mouth	7	35%
Brochures	6	30%
Newspaper	5	25%
Previous customer mailing lists	3	15%
Posters/Billboards	2	10%
No Forms of Marketing	1	5%

¹Respondents were given on opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents.

“Does your business engage in service projects or community service?”

Out of the Twenty-one people that responded to the question, sixteen (76%) said they participate in community service.

When asked what types of services they provided, eleven (73%) said they donated their services to the community and/or organizations. For example, one outfitter offers wilderness river trips to cancer survivors in conjunction with a non-profit. The most common services donated by outfitters were river rafting and fishing, and two offered backcountry trips in the form of stock packing and backpacking. Outfitters donate these trips and services to non-profits for fundraisers, church groups, and school groups. Seven (47%) mentioned participating in service projects, one of which organizes a annual river clean-up that has been taking place over the last ten years. When asked if they see any benefits to their business from these donations, most responded by saying that is just part of being active and involved in the community.

2l: Sawtooth National Forest

FOREST SERVICE PERSONNEL: SAWTOOTH NATIONAL FOREST

A total of two personnel were contacted on November 17, 2010.

“How long have you been involved with the administration of outfitter-guide Special Use Permits?”

Of the two we contacted, only one has experience administering SUPs. This respondent said they have been involved with the administration of SUPs for 18 years.

“Have you received any supplemental training on the administration of Special Use Permits? (If yes) What supplemental training did you receive? (If no) Have you requested any supplemental training on the administration of Special Use Permits?”

One (50%) has received training on the new policy for administering SUPs.

“Have you received any indications of public demand for outfitter-guide services on the (Forest/Ranger District) that do not currently exist? (If yes) For which service(s) does this demand exist?”

One (50%) said they have received an indication of *public* demand for a service that does not currently exist on the Sawtooth National Forest. The service this respondent mentioned was snowcat skiing (Table 2l-1).

Table 2l-1: Public demand for outfitter/guide services that do not currently exist on the Sawtooth.

Activity	Number of Responses	Percentages ¹
Snowcat Skiing	1	100%

¹Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=1.

“Have you received any indications of public demand for additional use days for permitted outfitter-guide services? (If yes) For which service(s) does this demand exist?”

One (50%) had an indication of *public* demand for additional use days for permitted outfitters/guides. The activity mentioned was single track mountain biking (Table 2l-2).

Table 2l-2: Public demand for additional use days for permitted outfitter/guide services that do currently exist on the Sawtooth.

Activity	Number of Responses	Percentages ¹
Single Track Mountain Biking	1	100%

¹Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=1.

“Have you received feedback from the non-outfitted public about outfitted/guided activity on the (Forest/Ranger District)?”

One said they do not receive any feedback for non-outfitted/guided public, and the other said they receive very little feedback. This respondent continued by saying the little feedback they do receive is mostly positive.

“Are you aware of any illegal outfitter-guide activity on the (Forest/Ranger District)? (If yes) For which activity(ies)?”

Both said they have had illegal outfitting/guiding in the past, but currently they are not aware of any. Neither specified which activities were being illegally outfitted/guided.

“Are there any outdoor recreation activities occurring on the (forest/ranger district) that you would consider new activities or emerging recreation trends? (If yes) For which activity(ies)?”

Both gave an activity they considered new, or an emerging recreational trend. Dog sledding and kite skiing were the two activities mentioned (Table 2l-3).

Table 2l-3: Recreation activities and trends respondents considered new or emerging on the Sawtooth.

Activity	Number of Responses	Percentages ¹
Dog Sledding	1	50%
Kite Skiing	1	50%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=2.

“Which, if any, outdoor recreation activities do you think have been growing in popularity recently?”

Both gave activities they considered to be growing in popularity recently on the Sawtooth National Forest. The activities given by respondents were: ATVing, backcountry skiing, skiing, snowcat skiing, and snowmobiling (Table 2l-4).

Table 2l-4: Recreational activities mentioned by respondents that have been growing in popularity on the Sawtooth.

Activity	Number of Responses	Percentages ¹
ATVing	1	50%
Backcountry Skiing	1	50%
Skiing	1	50%
Snowcat Skiing	1	50%
Snowmobiling	1	50%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=2.

“Do you feel the process of applying for and issuing Special Use Permits is efficient?”

Yes ☐

No ☐

(If no) What problems do you regularly encounter? (and)

What suggestions do you have to correct those problems?”

Both felt the process is fairly efficient in most cases, but one said the process is not very efficient for some types of activities such as hiking. However, they did not specify why the process is not efficient for those types of activities (i.e., hiking).

“Do you feel that the new Forest Service outfitter and guide policy is clear to you and other recreation or permitting personnel?”

Yes ☐

No ☐

(If no) What is unclear about these regulations and guidelines? (and)

Do you have any suggestions to improve correct those problems?”

One said they felt the policy is clear to them, but they did not feel the new policy is applicable to their district/forest. The other said the policy is not clear to them, and that it added more work to a system that does not have the staff to support the process.

Parts of the new policy that are unclear, or issues that cause concern:

- The policy is not applicable to their district/forest and
- There is not enough staff to carry out the process.

One had suggestion to remedy their concerns.

Suggestion to improve or correct these issues:

- Make the policy more flexible and more specific to each district.

“Are you at all familiar with other agencies’ administration of outfitter-guide permits?”

Yes ☐

No ☐

(If yes) How do you feel the Forest Service’s outfitter-guide permitting process compares?

About the same ☐

Worse ☐

Better ☐

(If worse and/or better) In what ways is it (better and/or worse)?”

Neither was familiar with other agencies’ administration of outfitter/guide permits.

OUTFITTERS AND GUIDES: SAWTOOTH NATIONAL FOREST

We contacted a total of seven outfitters/guides that were permitted to operate on the Sawtooth National Forest. Outfitters and guides were contacted by telephone and interviewed from February 7, 2011 through March 14, 2011.

“What outdoor recreation activities did you receive a permit for?”

Of the seven we contacted, four offer fishing (57%), three offer horseback riding (43%), two offer hunting (29%), and two offer overnight stock pack trips (29%). All other services were mentioned once. Table 21-5 displays the activities respondents were permitted for, and the number of respondents that offered these activities.

Table 21-5: Outdoor recreation activities that the respondents have been permitted for on the Sawtooth.

Activity	Number of Respondents	Percentages ¹
Fishing trips	4	57%
Horseback riding	3	43%
Hunting trips	2	29%
Pack Trips	2	29%
Hiking	1	14%
Paragliding	1	14%
River Rafting	1	14%

¹Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents. Number of respondents, n=7.

“How many allotted service days did the permit(s) cover?” and “How many days did you use?”

Five (71%) knew or estimated the amount of days they were allotted and the amount of days they used. Table 21-6 shows the amount of days allotted, days used, if the days were launch or service, and the services provided by these five respondents.

Table 21-6: Estimated amount of days allotted vs. days used with the services provided on the Sawtooth.

Days Allotted	Days Used	Percentages ¹	Launch or Service Days ²	Service Provided
2346	1955	83%	Service	River Rafting
170	170	100%	Service	Fishing
4500	2400	53%	Service	Fishing, Horseback Riding, Hunting, Pack Trips
644	244	38%	Service	Horseback Riding, Hunting, Pack Trips
80	80	100%	Service	Fishing

¹Percent of days used.

²Outfitters/ guides answer the question in Service Days or Launch Days depending on the services they provide. This column specifies if the respondent answered the question in Service or Launch days.

“In thinking back about the process of applying for and issuing the Special Use Permit, how long did the whole process take?”

Six (86%) responded to the question, and all six gave the time it takes to renew their permit. One said it takes about twenty hours to renew their permit, one said it takes around two weeks, and four said it takes them around three to four months to renew their permit. One also said they have been applying for a ten year permit, which has taken them about five years.

“Was the process efficient?”

Six responded to the question, five (83%) felt the process was efficient, and one (17%) felt the process was not efficient.

“What problems did you encounter?”

The respondent who did not feel the process is efficient said the application was complicated. They said, “No one could explain [the application] to you; no one could sit down and tell you ‘this is what we are asking you to do.’” They also said the application was not applicable to the region in which they operate, “It was a piece of paper that was written by someone who had no clue about...our area...” In addition, they said there are laws that the Forest Service is trying to implement that do not make sense with other laws in the area, “...there are salmon in the river, and we’re not allowed to float over them, but the State Fish and Game has a fishing season for them at the same time.”

“What suggestions do you have to correct those problems?”

This respondent did not have any suggestion on how to correct the issues they encountered, though, they did say the process needs to be more efficient. They concluded by saying, “Here we are trying to deal with the business speed of the world, and yet, dealing with the Forest Service... you feel you need to hire someone...to deal with [the SUP administration].”

“Do you receive, or have you received similar types of permits from other land management agencies?”

Three (43%) have permits with other National Forests and/or other land management agencies. All three have permits with the BLM, and all said the process is faster and easier than the Sawtooth’s process. One has a permit with the Salmon-Challis National Forest, and they said the process was worse than the Sawtooth’s process (Table 21-7).

Table 21-7: Respondents who received permits from other land management agencies, and respondents ranking the permitting process to the Sawtooth.

Agencies	Number of Responses	Percentages ¹	About the Same	Better	Worse
Bureau of Land Management	3	100%	0	3	0
Other National Forests	1	33%	0	0	1

¹Percentages are calculated by dividing the number of responses by the number of respondents. Number of respondents, n=3.

“What impact does the Forest Service Special Use Permit have on your business operations?”

Five (71%) said the SUP is crucial for their business. Two (29%) said they could operate without the SUP, but having the SUP allows them to provide many more opportunities to their customers.

“What changes in bookings and interest in your services have you perceived over the past 10 years or since you began operations?”

Only two reported an increase in bookings (i.e., Fishing and Paragliding). All other respondents said there has been a decrease in the number of bookings, most of which accredited the decline to the struggling economy. One said, “Well it peaked in about 2007 when the economy was good, and then it...fluctuates with the economy...” Table 21-8 shows all of the individual activities offered by these six outfitters/guides, and if the interest in these activities has declined, stayed the same, or increased.

Table 21-8: Changes in booking interests on the Sawtooth.

Type of Service Provided	Declining	Same	Growing	Growing (%) ¹	Total (n)
Fishing Trips	2	0	1	33%	3
Horseback Riding	2	0	0	0%	2
Hunting Trips	1	0	0	0%	1
Pack Trips	1	0	0	0%	1
Hiking	1	0	0	0%	1
Paragliding	0	0	1	100%	1
River Rafting	1	0	0	0%	1

¹ The “Growing (%)” column gives the percent of services where the booking interests have been growing. Number of respondents, n=6.

Some talked of trends in recreation that they have observed over the time they have been in business. One said, “I’ve been in business for 40 years [and one thing I have observed is] there are way less people interested in long term backcountry trips. Way more people are interested in short term, easy access trail rides for an hour, or less than a half-day.”

One outfitter who offers multiple activities (i.e., hunting and summer recreation) talked about the changes they have seen over the time they have been in business. They said, “...the number on question [we get from potential clients] is, ‘how are the wolves impacting you?’...The fact the Sawtooth National Recreation Area does deal with known wolf numbers...they come and go,

they have high points and low points. [Overall], I would say the bookings for the big game hunts by clients [that] are new to us tend to be later (i.e., booking less in advance) because they are shopping...” When talking about the summer recreation component of their business, they said, “What we saw with the economic impact on the non-consumptive side was that we lost a whole level of recreationists that would be interested a commercial opportunities, [meaning] because of the economy we lost families. We lost people that have children because they cannot afford to put that kind of money out for a single opportunity.”

“What forms of marketing or advertising does your business do to attract clients for your services on the Sawtooth?”

All seven (100%) use websites/internet for marketing (Table 21-9). Brochures (57%) are the next most common form of marketing.

Table 21-9: Forms of marketing used by respondents operating on the Sawtooth.

Activity	Number of Respondents	Percentages ¹
Website/Internet	7	100%
Brochures	4	57%
Chamber of Commerce	2	29%
Magazines	2	29%
Newspapers	2	29%
Word of mouth	2	29%
Billboards	1	14%
Donating Services	1	14%
Radio	1	14%

¹ Respondents were given on opportunity to give more than one answer. Number of respondent, n=7. Percentages are calculated by dividing the number of responses by the number of respondents.

“Does your business engage in service projects or community service?”

All (100%) participate in service projects or community service. The types of services provided by respondents are maintenance and restoration projects on public lands, donating services (this includes donating to individuals and groups with disabilities, conservation organizations, kids’ organizations, school groups, church groups, veterans, and community events), and volunteering and supporting conservation organizations. When asked if they received any benefits to their businesses, some said they gain a positive reputation in the community, some said it helps with marketing, and some said it is just part of living in a small community.

2m: Uinta-Wasatch-Cache National Forest

FOREST SERVICE PERSONNEL: UINTA-WASATCH-CACHE NATIONAL FOREST

A total of thirteen personnel were contacted during April 19, 2010, through May 13, 2010.

“How long have you been involved with the administration of outfitter-guide Special Use Permits?”

The thirteen have a median of 4.0 years and a mean of 7.4 years of involvement with the administration of Special Use Permits (SUP). The minimum was zero years and the maximum was 27.0 years of involvement.

“Have you received any supplemental training on the administration of Special Use Permits? (If yes) What supplemental training did you receive? (If no) Have you requested any supplemental training on the administration of Special Use Permits?”

Three (23%) said they have not received supplemental training. Of these three (23%), one did not request supplemental training, and two have requested supplemental training on issuing SUPs.

Ten (77%) have received SUDS training. Five (38%) have only had SUDS training with no additional training on administering SUPs. Of those that have had training on SUPs, only one respondent mentioned having received up-to-date training on the new rules and regulations for administering SUPs.

Overall, four (31%) have requested training on SUP administration, but have not received it.

“Have you received any indications of public demand for outfitter-guide services on the (Forest/Ranger District) that do not currently exist? (If yes) For which service(s) does this demand exist?”

Six (46%) have received indications of *public* demand for outfitting/guide services that do not currently exist on the Uinta-Wasatch-Cache National Forest (Table 2m-1). Though, some, if not all of the services that were mentioned by the respondents do currently exist. For example, “Hunting” was mentioned the most as an outfitter/guide service the public has indicated a demand for, but there are currently guides and outfitters that offer hunting services.

Table 2m-1: Public demand for outfitter/guide services that do not currently exist on the Uinta-Wasatch-Cache.

Activity	Number of Responses	Percentages ¹
Hunting	4	67%
ATVs	1	17%
Fly Fishing	1	17%
Hiking	1	17%
Mountain Biking	1	17%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents, n=6.

“Have you received any indications of public demand for additional use days for permitted outfitter-guide services? (If yes) For which service(s) does this demand exist?”

None of the respondents has received indications of *public* demand for additional Use Days for permitted outfitter/guides.

“Have you received feedback from the non-outfitted public about outfitted/guided activity on the (Forest/Ranger District)?”

This question was included into the survey after a conversation with a respondent. This conversation was about the general concerns and complaints the *public* had about outfitter/guide activity on the Forest. This question was given to ten (77%) of the thirteen people interviewed on the Uinta-Wasatch-Cache. Of the ten people given the question, six (60%) have received feedback about outfitter/guide activity in the form of concerns and/or complaints. Examples of the type of concerns and complaints the six respondents had received included:

- Outfitters/guides running the public out of an area that the outfitter/guide considered “theirs,”
- Public concerned about allowing guiding for backcountry/alpine skiing in specific areas,
- Non-guided hunters not liking outfitted/guided hunting, and/or the amount of outfitted/guided hunting occurring on the Forest/Ranger District, and
- Basic recreational use conflict involving outfitters/guides.

Some respondents indicated that they have only had a single case where the public has contacted them, and others indicated that there have only been a few cases over a long period of time.

“Are you aware of any illegal outfitter-guide activity on the (Forest/Ranger District)? (If yes) For which activity(ies)?”

Ten (77%) said they were aware of illegal outfitter/guide activity. Table 2m-2 lists the number of respondents that were aware of illegal outfitting and guiding along with the activity mentioned.

Table 2m-2: Illegal outfitting/guiding activities the respondents were aware of, or suspected on the Uinta-Wasatch-Cache.

Activity	Number of Responses	Percentages ¹
Hunting	6	46%
Mountain Biking	4	31%
Snowmobile	4	31%
Hiking	3	23%
ATV/OHV	2	15%
Backcountry Skiing	2	15%
Cross-Country Skiing	2	15%
Rock Climbing	2	15%
Snowshoeing	2	15%
Other ²	5	38%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents n=10.

² The “Other” row consists of five activities that were only mentioned once from the respondents. These activities are: Backpacking, Dog Sledding, Filming, Horseback Riding, and University/Class Trips.

“Are there any outdoor recreation activities occurring on the (forest/ranger district) that you would consider new activities or emerging recreation trends? (If yes) For which activity(ies)?”

Ten (77%) said there were new activities or emerging recreational activities on their districts. Table 2m-3 displays the number of respondents that mentioned the activity to be new or emerging.

Table 2m-3: Recreation activities and trends respondents considered new or emerging on the Uinta-Wasatch-Cache.

Activity	Number of Responses	Percentages ¹
Geocaching	3	30%
Heli-skiing	3	30%
Mountain Biking	2	20%
Mountain Biking (Freeride Downhill)	2	20%
Rock Climbing	2	20%
Ski Biking	2	20%
Other ²	10	100%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents n=10.

² The “Other” row consists of ten activities that were only mentioned once from the ten respondents. These activities are: Backcountry Skiing, BASE Jumping, Cross-Country Skiing, Dog Sledding, Kite Boarding, Mushroom Hunting, Snow Cats, Snowmobiles, UTVs, and Yurts.

“Which, if any, outdoor recreation activities do you think have been growing in popularity recently?”

All thirteen mentioned activities that have been growing in popularity on their districts. Table 2m-4 displays the number of respondents that mentioned the activity to be growing in popularity.

Table 2m-4: Recreational activities mentioned by respondents that have been growing in popularity on the Uinta-Wasatch-Cache.

Activity	Number of Responses	Percentages ¹
ATV	6	46%
Snowmobiling	5	38%
Rock Climbing	4	30%
Geocaching	3	23%
Mountain Biking	3	23%
Mountain Biking (Freeride Downhill)	3	23%
Backcountry Skiing	2	15%
Camping	2	15%
Cross-Country Skiing	2	15%
OHV	2	15%
Snowshoeing	2	15%
Other ²	11	84%

¹ Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents n=13.

² The “Other” row consists of eleven activities that were only mentioned once by the respondents. These activities are: Back Country Fishing, Backpacking, Heli-Skiing, Hiking, Horseback Riding, Ice Climbing, Mushroom Hunting, UTV, Weddings, Wilderness Backpacking, and Yurts.

“Do you feel the process of applying for and issuing Special Use Permits is efficient?”

Yes ☐

No ☐

(If no) What problems do you regularly encounter? (and)

What suggestions do you have to correct those problems?”

Of the thirteen respondents, eight (62%) thought the process was efficient, and five (38%) felt that the process was not efficient.

Problems regularly encountered:

- Getting caught up in the cumbersome nature of the process and
- SUDS.

Some of the respondents said the process is cumbersome, which leads to time spent by FS personnel and outfitters/guides clearing up confusion and filling out applications correctly. It was mentioned that outfitters/guides are getting confused with all of the things the FS needs from them, which in turn leads to more work for FS personnel trying to get fees paid, applications

filled out correctly, sending things back to outfitters/guides, etc. Some respondents mentioned that minor details get lost and it takes time to get everything set up correctly and taken care of.

Some of the respondents mentioned having issues with SUDS. The issues they had were not being able to edit incorrect information once the permit is closed/printed. Also, respondents said the program itself was inefficient to use.

Suggestions to correct these issues:

- More resources (i.e., personnel and money),
- Simplify a selection of permits to cut down workload, and
- Cut down the number of times outfitters/guides get billed.

More resources to help with the workload was mentioned as a way to help make the process more efficient. There was also the suggestion to take a select few permits that do not necessarily need to be as cumbersome and streamline them. This may cut down the workload on a percentage of the permits by making them easier to work with. Limiting the number of times FS personnel have to collect information and/or bills from outfitters/guides (e.g., only having one bill outfitters and guides need to pay instead of multiple bills). This could limit the amount of time FS personnel spend sending letters to outfitters and guides to collect payments. As for SUDS, one respondent suggested having hard copies for permits that could be filled out and entered into SUDS later to limit the number of errors.

“Do you feel that the new Forest Service outfitter and guide policy is clear to you and other recreation or permitting personnel?”

Yes ☐

No ☐

(If no) What is unclear about these regulations and guidelines? (and)

Do you have any suggestions to improve correct those problems?”

Of the thirteen, three (23%) said they felt the policy is clear. The remaining ten (77%) said they did not feel the new policy was clear, or have not read the new policy.

What respondents felt was unclear about the new policy:

- The transition from the old policy to the new policy,
- The level of NEPA needs to be done,
- Service Day Pools, and
- Temporary SUP policy.

There was a lot of concern towards how the transition was going to be made from the old policy to the new policy for administering outfitter/guide SUPs. There were also details about the policy that were unclear. For example, the level of NEPA that will need to be completed was mentioned as being confusing. Many respondents brought up Service Pool Days as being confusing. One respondent mentioned Temporary SUP policy.

Suggestions to correct these problems:

- Trainings,
- Supplemental material to help interpret the new policy, and
- An outline of how the transition from the old policy to the new policy is going to be made.

Trainings and supplemental material were commonly mentioned to help clear up confusion. As mentioned before, there was a lot of concern as to how the transition from the old policy to the new policy was going to be made, so respondents said some clarification and direction on how to make the change would be useful.

“Are you at all familiar with other agencies’ administration of outfitter-guide permits?”

Yes ☐

No ☐

(If yes) How do you feel the Forest Service’s outfitter-guide permitting process compares?

About the same ☐

Worse ☐

Better ☐

(If worse and/or better) In what ways is it (better and/or worse)?”

None of the USFS personnel on the Uinta-Wasatch-Cache were familiar enough with other agencies’ administration of outfitter and guide permits to make any comparison.

OUTFITTERS AND GUIDES: UINTA-WASATCH-CACHE NATIONAL FOREST

We contacted a total of twenty-five outfitters/guides that were permitted to operate on the Uinta-Wasatch-Cache National Forest. Outfitters and guides were contacted by telephone and interviewed from May 4 through May 24, 2010.

“What outdoor recreation activities did you receive a permit for?”

Of the twenty-five we contacted, eight (32%) offer hunting (Table 2m-5). Hiking (16%) was the second most common activity outfitters/guides were permitted for. Of noteworthy interest, none of the outfitters and guides that were contacted on the Uinta-Wasatch-Cache National Forest was permitted as fishing guides.

Table 2m-5: Outdoor recreation activities that the respondents have been permitted for on the Uinta-Wasatch-Cache.

Activity	Number of Responses	Percentages ¹
Hunting	8	32%
Hiking	4	16%
Backcountry Skiing	3	12%
Snowmobiling	3	12%
Backpacking	2	8%
Mountaineering	2	8%
Rock Climbing	2	8%
Shuttle Service	2	8%
Snowshoeing	2	8%
Other ²	9	36%

¹ Respondents were given on opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents n=25.

² The “Other” row consists of nine activities that were only mentioned once from the twenty-five respondents. These activities are: Environmental Education, Filming & Photography Workshops, Hand-Carting, Horseback Riding, Ice Climbing, Mountain Biking, Snow Operations Training, Wilderness Therapy Trips, and Yurts.

“How many allotted service days did the permit(s) cover?” and “How many days did you use?”

Table 2m-6 is an estimation of the days allotted and days used, along with the services that were provided by the outfitters/guides. Only ten (40%) outfitters/guides could estimate the number of days allotted and used.

Table 2m-6: Estimated amount of days allotted vs. days used with services provided on the Uinta-Wasatch-Cache.

Days Allotted	Days Used	Percentages ¹	Service Provided
60	10	17%	Hunting
20	13	65%	Hunting
850	750	88%	Rock Climbing, Mountaineering, Ice Climbing, Backpacking, Hiking, Snowshoeing, Backcountry Skiing
21	10	50%	Hunting
5	5	100%	Film and Photography Workshops
750	Close to all of them	-	Snowmobiling
350	Close to all of them	-	Horseback Riding
144	72	50%	Snow Cat Trainings
560	Low 500s	-	Backcountry Skiing
350	250	71%	Snowmobile Rentals with Trailhead Drop off and Pick up

¹Percentages are the percentages of days used.

“In thinking back about the process of applying for and issuing the Special Use Permit, how long did the whole process take?”

Seventeen (68%) of the twenty-five were able to give a response that ranged from one month to twenty-four months. Six (35%) received their permits within one month of their application, three (17%) received it in two months, and three (17%) received it in three months—bringing the total to twelve (70%) applications being received within 3 months. Four (23%) received their permits between four and six months, and one applicant (5%) received their permit after a twenty-four month wait.

“Was the process efficient?”

Fifteen (60%) felt that the process was efficient, and most of the fifteen had comments about the processes efficiency.

“What problems did you encounter?”

Ten (40%) felt the permitting process was inefficient. Many talked of the overbearing requirements. There was also talk of a lack of communication, which increases confusion. One of the outfitters said, “I couldn’t get a hold of anyone, so I finally just gave up.” Some talked of the “...bureaucratic feet dragging,” and “...just waiting for that last signature.” Many felt there was an unnecessary amount of “hoops and paperwork.” Some also talked of Forest Service personnel turnover, which made it hard to build a relationship and system of working through things.

“What suggestions do you have to correct those problems?”

Six (24%) gave suggestions on how the Forest Service could improve the permitting process. Some mentioned decreasing the number of people they need to talk to do decrease confusion. Furthermore, respondents said getting the right information to the right people the first time would also eliminate confusion. There were also suggestions of having the permitting personnel take things on a case-by-case basis (e.g., some outfitters felt they were being put into obscure categories, which lead to confusion and inefficacy). The overall theme expressed by outfitters and guides to correct the problems they encountered was to eliminate confusion, and having someone they can contact to answer question the first time around.

“Do you receive, or have you received similar types of permits from other land management agencies?”

Table 2m-7 displays the number of outfitters and guides that hold permits with other agencies, and also shows how the outfitters and guides ranked their permitting experience compared to the Uinta-Wasatch-Cache.

Table 2m-7: Respondents received who received permits from other agencies, and respondents ranking the permit process to the Uinta-Wasatch-Cache.

Agencies	Number of Responses	Percentages ¹	About the Same	Better	Worse
Bureau of Land Management	10	40%	2	5	3
State Lands	6	28%	0	5	1
Other National Forests	4	24%	0	2	2
Department of Natural Resources	1	4%	0	0	1
National Park Service	1	4%	0	1	0

¹Percentages are calculated by dividing the number of responses by the number of respondents.

“What impact does the Forest Service Special Use Permit have on your business operations?”

Twenty-three (92%) felt that having a special use permit had a large impact on their business operations. Comments include “Without it I can't do it [guiding]” “If they don't give us one [SUP] then we can't hunt their ground, so it's a big deal” “...It's probably the biggest factor towards the success of my business.”

“What changes in bookings and interest in your services have you perceived over the past 10 years or since you began operations?”

Eight (32%) stated that bookings have remained stable, while the remaining seventeen (68%) felt that bookings were growing (Table 2m-8). “More and more every year.” “...definitely busier.” “...interest has changed because of the recession...I don't think that the demand is any different; it's just the ability to pay.” “...about the same. It is down now because of the economy” “I get a lot of requests for our services. More requests than what we offer...”

Table 2m-8: Changes in booking interests on the Uinta-Wasatch-Cache.

Type of Service Provided	Declining	Same	Growing	Growing (%) ¹	Total (n)
Hunting	0	2	6	(75%)	8
Hiking	0	1	3	(75%)	4
Backcountry Skiing	0	1	2	(67%)	3
Snowmobiling	0	0	3	(100%)	3
Backpacking	0	1	1	(50%)	2
Mountaineering	0	0	2	(100%)	2
Rock Climbing	0	0	2	(100%)	2
Shuttle Service	0	1	1	(50%)	2
Snowshoeing	0	0	2	(100%)	2
Environmental Education	0	1	0	(0%)	1
Filming & Photography Workshops	0	0	1	(100%)	1
Hand-Carting	0	1	0	(0%)	1
Horseback Riding	0	0	1	(100%)	1
Ice Climbing	0	0	1	(100%)	1
Mountain Biking	0	0	1	(100%)	1
Snow Operations Training	0	1	0	(0%)	1
Wilderness Therapy Trips	0	0	1	(100%)	1
Yurts	0	0	1	(100%)	1

¹ The “Growing (%)” column gives the percent of services where the booking interests have been growing.

“What forms of marketing or advertising does your business do to attract clients for your services on the Uinta-Wasatch-Cache?”

There were various forms of marketing used by the outfitters and guides we contacted. Nineteen (76%) used the internet and/or websites as a form of marketing (Table 2m-9). Other popular forms of marketing include brochures, word of mouth, and magazines.

Table 2m-9: Forms of marketing used by respondents on the Uinta-Wasatch-Cache.

Activity	Number of Responses	Percentages ¹
Website/Internet	19	76%
Brochures	7	28%
Word of Mouth	6	24%
Magazines	5	20%
Booking Agents/Destination Management Companies	4	16%
Newspaper	3	12%
Outdoor Shows	3	12%
Posters/Billboards	3	12%
Chamber of Commerce	2	8%
Hotels/Lodges	2	8%
No Forms of Marketing	2	8%
Radio	2	8%
Local Concessionaires	1	4%
Marketing Teams	1	4%
Other ²	2	8%

¹Respondents were given an opportunity to give more than one answer. Percentages are calculated by dividing the number of responses by the number of respondents n=25.

²The “Other” category consists of two non-traditional forms of marketing. These were: 1) Advertising only to Brigham Young University Alumni, and 2) Advertising through the respondent’s second business which is a taxicab service.

There were some outfitters and guides who expressed their concerns about illegal outfitting and guiding. Some felt the process of applying for, and being issued a SUP is a long and cumbersome process, and along with the fees they pay they are not receiving proper benefits (e.g., protection from illegal outfitters and guides). For example, some say they encounter illegal outfitting and guiding regularly, and the people that do not follow the proper procedures are not being punished. These outfitters and guides that do follow the proper procedures feel they are not being protected from illegal outfitting and guiding as they should be by the Forest Service. Overall, they want to have all of their bases covered and do the right thing, but they feel a great deal of frustration when illegal outfitters and guides can operate with little worry of ever having action taken against them.

3: Combined National Forests' Surveys of USFS Personnel and Outfitters/Guides

3a: *Introduction*

Results from the telephone interviews of USFS personnel and outfitters/guides on the 12 National Forests in Region 4 were combined into one data set. Even though the study was designed to acquire information on the individual forests level, it may be of interest to compare results from certain questions. Differences or similarities may prompt policy actions, such as where additional training may be needed or where there is saturation of certain guiding operations on particular National Forests. A total of 63 USFS personnel and 155 outfitters and guides in the region were contacted. The following results are prefaced by the survey question asked in italics

3b: *SUMMARY OF SELECTED RESULTS FROM USFS PERSONNEL SURVEYS*

“Have you received any indications of public demand for outfitter-guide services on the (Forest/Ranger District) that do not currently exist?”

USFS personnel on nine of the twelve (75%) National Forests in Region 4 have had some indications of public demand for outfitter-guide services that do not currently exist, and there is quite a variety in these identified services (Table 3b-1). All but three of the National Forests indicated at least one outfitter-guide service for which public demand exists. The Humboldt-Toiyabe had the highest number of activities demanded at 13, followed by the Bridger-Teton with eight activities, the Ashley with five activities, and the Manti-La Sal with four activities. There was no indication of public demand for outfitter-guide services on the Boise, Fishlake, or Salmon-Challis.

Table 3b-1: Matrix of public demand for outfitter/guide services that do not currently exist.

Recreation Activities	Region 4 Forests												Number of Forests
	Ashley	Boise	Bridger-Teton	Caribou-Targhee	Dixie	Fishlake	Humboldt-Toiyabe	Manti-La Sal	Payette	Salmon-Challis	Sawtooth	Uinta-Wasatch-Cache	
Transportation Services			•	•	•		•						4
Mountain Biking							•		•			•	3
Snowmobile			•	•					•				3
ATV/OHV trips							•					•	2
Cross-country skiing							•	•					2
Fly fishing			•									•	2
Hiking							•					•	2
Horseback riding							•	•					2
Hunting							•					•	2
River trips			•				•						2
Rock climbing							•	•					2
Aerial tours	•												1
Filming			•										1
Fishing							•						1
Fly fishing classes	•												1
Game carcasses packing service			•										1
Hunting drop camps			•										1
Ice climbing			•										1
Shoreline Fishing	•												1
Shuttle services	•												1
Snow cat skiing											•		1
Stock packing								•					1
Wagon rides	•												1
Winter camping							•						1
Yurt							•						1
Zipline							•						1
No. of Activities/Forest	5	0	8	2	1	0	13	4	2	0	1	5	

“Have you received any indications of public demand for additional use days for permitted outfitter-guide services? (If yes) For which service(s) does this demand exist?”

Five of the twelve (42%) National Forests indicated public demand for additional use days for permitted outfitter-guide services (Table 3b-2). Bridger-Teton National Forest had additional use days requested for three different activities (backpacking, hiking, and river trips). Three of the national forests had additional use days requested for two activities each (Caribou-Targhee for fishing and horseback riding; Dixie for ATV/OHV trips; Manti-La Sal for freeride mountain biking and transportation services). The Payette had additional use days requested for snowmobile activities. Overall, ten different activities were identified for which there was public demand for additional use days for permitted outfitter-guide services. However, no activity had additional use days requested on more than one National Forest.

Table 3b-2: Matrix of outfitter/guide services that additional use days have been demanded by the public.

Recreation Activities	Region 4 Forests												Number of Forests
	Ashley	Boise	Bridger-Teton	Caribou-Targhee	Dixie	Fishlake	Humboldt-Toiyabe	Manti-La Sal	Payette	Salmon-Challis	Sawtooth	Uinta-Wasatch-Cache	
ATV/OHV trips					•								1
Backpacking			•										1
Fishing				•									1
Freeride mountain biking								•					1
Hiking			•										1
Horseback riding				•									1
Hunting					•								1
River trips			•										1
Snowmobile									•				1
Transportation Services								•					1
No. of Activities/Forest	0	0	3	2	2	0	0	2	1	0	0	0	

“Are you aware of any illegal outfitter-guide activity on the (Forest/Ranger District)? (If yes) For which activity(ies)?”

USFS personnel on every National Forest, except for the Sawtooth, indicated knowledge of illegal outfitter and guide activity on their forest (Table 3b-3). Uinta-Wasatch-Cache National Forest personnel mentioned 14 different illegal outfitter and guide activities, and Bridger-Teton National Forest personnel mentioned 11 different illegal outfitter and guide activities. The remainder of the forests ranged from one to four illegal outfitter and guide activities. USFS personnel on all of the National Forests, again except for the Sawtooth, identified hunting as an illegal outfitter and guide activity on the forest.

Table 3b-3: Matrix of illegal outfitting/guiding activities of which USFS respondents are aware.

Recreation Activities	Region 4 Forests												Number of Forests
	Ashley	Boise	Bridger-Teton	Caribou-Targhee	Dixie	Fishlake	Humboldt-Toiyabe	Manti-La Sal	Payette	Salmon-Challis	Sawtooth	Uinta-Wasatch-Cache	
Hunting	•	•	•	•	•	•	•	•	•	•		•	11
Horseback riding		•	•							•		•	4
ATV/OHV trips					•		•					•	3
Backpacking	•		•									•	3
Fishing trips			•	•						•			3
Mountain biking			•					•				•	3
Snowmobile trips				•					•			•	3
Backcountry skiing			•									•	2
Hiking			•									•	2
University/Class trips			•									•	2
Vehicle rental and transport services								•		•			2
Climbing			•										1
Cross-country skiing												•	1
Dog sledding												•	1
Dog walking			•										1
Filming												•	1
Hunting drop camps			•										1
Motorcycle tours								•					1
River rafting		•											1
Rock climbing												•	1
Snowshoeing												•	1
No. of Activities/Forest	3	3	11	3	2	1	2	4	2	4	0	14	

“Are there any outdoor recreation activities occurring on the (forest/ranger district) that you would consider new activities or emerging recreation trends? (If yes) For which activity(ies)?”

USFS personnel on every National Forest indicated new and emerging recreation trends occurring in the National Forests (Table 3b-4). Forests ranged from a low of one activity (Caribou-Targhee for mountain biking) to a high of 16 new and emerging activities in the Uinta-Wasatch-Cache National Forest. A wide variety of activities were mentioned as new or emerging in more than one forest, with snow kite boarding mentioned in six of the twelve National Forests, and rock climbing, mountain biking, and UTV riding mentioned as new or emerging in four of the National Forests.

Table 3b-4: Matrix of new recreation activities or emerging trends USFS employees are aware of.

Recreation Activities	Region 4 Forests											Number of Forests	
	Ashley	Boise	Bridger-Teton	Caribou-Targhee	Dixie	Fishlake	Humboldt-Toiyabe	Manti-La Sal	Payette	Salmon-Challis	Sawtooth		Uinta-Wasatch-Cache
Snow Kite boarding	•		•				•	•			•	•	6
Rock climbing		•			•					•		•	4
Mountain biking		•		•						•		•	4
UTV riding	•	•				•						•	4
Backcountry skiing					•				•			•	3
Cross-country skiing					•							•	2
Dog sledding											•	•	2
Education trips					•		•						2
Kids’ activities			•					•					2
Mountain biking (Freeride downhill)								•				•	2
Ski biking			•									•	2
Snow ATV’s/Motorcycles			•					•					2
Zip lines						•	•						2
Airsoft							•						1
BASE jumping												•	1
Bouldering								•					1
Extreme rock crawling	•												1
Geocaching												•	1
Heli-skiing												•	1
Ice fishing	•												1
Jet skiing										•			1
Mushroom hunting												•	1
New/different river trips			•										1
Paintball							•						1
Paragliding			•										1
Rappelling					•								1
Rock hounding										•			1
Shuttle services								•					1
Snow cats												•	1
Snowmobiling												•	1
Visiting historic sites										•			1
Wade fishing	•												1
Wilderness therapy								•					1
Wolf viewing									•				1
Yurts												•	1
No. of Activities/Forest	5	3	6	1	5	2	5	7	2	5	2	16	

“Which, if any, outdoor recreation activities do you think have been growing in popularity recently?”

USFS personnel on all twelve National Forests identified activities that have been growing in popularity (Table 3b-5). The greatest number of identified activities growing in popularity were in the Uinta-Wasatch-Cache National Forest at 21, followed by the Manti-La Sal at 13, the Salmon-Challis at 9, and Bridger-Teton at 8. All twelve National Forests in Region 4 are experiencing growth in popularity of ATV usage. Mountain biking, hiking, snowmobiling, backcountry skiing, OHV riding, and rock climbing are activities growing in popularity in at least one-third or more of the National Forests in the region.

Table 3b-5: Matrix of recreation activities that Forest Service employees perceive to be growing in popularity.

Recreation Activities	Region 4 Forests											Number of Forests	
	Ashley	Boise	Bridger-Teton	Caribou-Targhee	Dixie	Fishlake	Humboldt-Toiyabe	Manti-La Sal	Payette	Salmon-Challis	Sawtooth		Uinta-Wasatch-Cache
ATV	•	•	•	•	•	•	•	•	•	•	•	•	12
Mountain biking	•	•			•		•		•	•		•	7
Hiking		•	•				•			•		•	5
Snowmobiling			•					•	•		•	•	5
Backcountry skiing				•					•		•	•	4
OHV	•					•		•				•	4
Rock climbing					•			•	•			•	4
Backpacking	•		•									•	3
Cross-country skiing				•							•	•	3
Hunting					•			•		•			3
Ice climbing					•			•				•	3
Mountain biking (Freeride downhill)							•	•				•	3
River rafting		•							•	•			3
Snowshoeing				•			•					•	3
UTV riding	•							•				•	3
Yurts				•				•				•	3
Backcountry fishing								•				•	2
Geocaching								•				•	2
Horseback riding			•							•			2
Motorbikes			•	•									2
Paragliding			•				•						2
Bouldering								•					1
Camping												•	1
Cat skiing											•		1
Day use			•										1
Heli-skiing												•	1
Ice fishing	•												1
Jet boating										•			1
Motorized use							•						1
Mountain climbing										•			1
Mushroom hunting												•	1
Road biking					•								1
Steelhead fishing										•			1
Weddings												•	1
Wilderness backpacking												•	1
Wilderness therapy								•					1
Wolf hunting									•				1
No. of Activities/Forest	6	4	8	6	6	2	7	13	7	9	5	21	

“Do you feel the process of applying for and issuing Special Use Permits is efficient?”

Yes ☐

No ☐

A wide range of responses were given by USFS personnel as to the efficiency of the permitting process (Table 3b-6). All four respondents from Bridger-Teton National Forest stated they did not feel the process was efficient. However, 42% (five out of twelve) of the National Forests in the Intermountain Region unanimously agreed that the permitting process was efficient. The overall mean percentage (58%) suggests most USFS personnel feel that the permitting process is efficient.

Table 3b-6: Summary of permit process efficiency.

National Forest	Percent who answered yes	n
Ashley	25%	4
Boise	67%	3
Bridger-Teton	0%	4
Caribou-Targhee	80%	5
Dixie	100%	4
Fishlake	100%	2
Humboldt-Toiyabe	100%	3
Manti-La Sal	100%	2
Payette	20%	5
Salmon-Challis	25%	4
Sawtooth	100%	1
Uinta-Wasatch-Cache	62%	13
Region 4 Overall	58%	50

“Do you feel that the new Forest Service outfitter and guide policy is clear to you and other recreation or permitting personnel?”

Yes ☐

No ☐

USFS personnel have a wide range of understanding of the Special Use Permit (SUP) policy (Table 3b-7). Salmon-Challis did not have any personnel that felt that the policy was clear, while all surveyed personnel from three National Forests (25%) felt it was clear. The overall average percentage of only 46% suggests there are a sizable number of USFS personnel who feel unsure about some aspects of the policy.

Table 3b-7: Summary of outfitter and guide policy clarity.

National Forest	Percent who answered yes	n
Ashley	40%	5
Boise	75%	4
Bridger-Teton	100%	2
Caribou-Targhee	67%	3
Dixie	60%	5
Fishlake	100%	1
Humboldt-Toiyabe	50%	4
Manti-La Sal	100%	1
Payette	17%	6
Salmon-Challis	0%	5
Sawtooth	50%	2
Uinta-Wasatch-Cache	38%	8
Region 4 Overall	46%	46

3c: Summary Points

- USFS personnel on nine of the twelve (75%) National Forests in Region 4 have had some indications of public demand for outfitter-guide services that do not currently exist, and there is quite a variety in these identified services (Table 3b-1).
- USFS personnel on five of the twelve (42%) National Forests indicated public demand for additional use days for permitted outfitter-guide services (Table 3b-2).
- USFS personnel on every National Forest, except for the Sawtooth, indicated knowledge of illegal outfitter and guide activity on their forest (Table 3b-3). USFS personnel on all of the National Forests, except for the Sawtooth, identified hunting as an illegal outfitter and guide activity on the forest.
- USFS personnel on every National Forest indicated new and emerging recreation trends occurring in the National Forests (Table 3b-4). A wide variety of activities were mentioned as new or emerging in more than one forest, with snow kite boarding mentioned in six of the twelve National Forests, and rock climbing, mountain biking, and UTV riding mentioned as new or emerging in four of the National Forests.
- USFS personnel on all twelve National Forests identified activities that have been growing in popularity (Table 3b-5). All twelve National Forests in Region 4 are experiencing growth in popularity of ATV usage. Mountain biking, hiking, snowmobiling, backcountry skiing, OHV riding, and rock climbing are activities growing in popularity in at least one-third or more of the National Forests in the region.
- A wide range of responses were given by USFS personnel as to the efficiency of the permitting process (Table 3b-6). The overall mean percentage (58%) suggests most USFS personnel feel that the permitting process is efficient.
- USFS personnel have a wide range of understanding of the Special Use Permit (SUP) policy (Table 3b-7). The overall average percentage of only 46% suggests there are a sizable number of USFS personnel who feel unsure about some aspects of the policy.

3d: SUMMARY OF SELECTED RESULTS FROM OUTFITTERS AND GUIDES SURVEYS

Response Rate

The response rate for outfitters and guides was calculated by first cleaning the reports received from SUDS data by removing old and duplicate records. Valid phone numbers were what remained after removing records for which no information could be found, or wrong or disconnected phone numbers.

National Forests with large populations of outfitters and guides on Special Use Permits, such as the Bridger-Teton and Salmon-Challis, were sampled using random sampling techniques. Up to five attempts were made to reach an outfitter/guide by telephone, after which no further attempts were made. Of the remaining valid numbers, the respondents were those that completed the telephone survey.

There was a wide range of response rates with the highest being the Salmon-Challis (80.8%) and the Boise with the lowest (30.8%). Table 3d-1 presents response rates for each National Forest and overall response rate.

Table 3d-1: Response rate of outfitters and guides.

Region 4 National Forests	Population of Outfitters and Guides for Selected Forests	Selected Sample	Ineligible	Valid Phone Numbers	Respondents	Non-Respondents	Response Rate
Ashley	35	35	17	18	11	7	31.7%
Boise	33	33	20	13	4	9	30.8%
Bridger-Teton¹	380	90	40	52	18	32	36.0%
Caribou-Targhee	80	80	52	28	12	16	42.9%
Dixie	76	76	43	33	10	23	30.3%
Fishlake	58	58	38	20	6	14	30.0%
Humboldt-Toiyabe	92	92	56	36	21	15	58.3%
Manti-La Sal	73	73	43	30	11	19	36.7%
Payette	38	38	25	13	9	4	69.2%
Salmon-Challis¹	138	47	21	26	21	5	80.8%
Sawtooth	38	38	19	19	7	12	36.8%
Uinta-Wasatch-Cache	57	57	18	39	25	14	64.1%
Region 4 Overall	1098	717	392	325	155	170	47.7%

¹ Sample derived from a random sampling of outfitters and guides.

“How many allotted service days did the permit(s) cover?” and “How many days did you use?”

Of the 115 outfitters and guides on the 12 National Forests in Region 4 participating in the telephone survey, 82 (71.3%) provided usable information of estimations of their allotted services days permitted and days actually used. Table 3d-2 presents a summary of this information.

Across the twelve National Forests in Region 4, the total percentage of outfitters and guides’ allotment days used ranged from a low of 52.4% on the Fishlake to a high of 95.8% on the Manti-La Sal. The Boise, Humboldt-Toiyabe, and Manti-La Sal all had over 90% of allotments used. The Caribou-Targhee, Payette, Salmon-Challis, Uinta-Wasatch-Cache all had between almost 82% and slightly over 87% of allotments used. The Ashley, Bridger-Teton, Dixie, Fishlake, and Sawtooth all had less than 64% of allotments used. Overall, across the twelve National Forests in Region 4, outfitters and guides used almost 78% of their allotted service days permitted.

Table 3d-2: Summary of estimated allotted service days and estimated service days used by respondents by National Forest.

National Forest	Days Allotted	Days Used	% Allotment Used	n
Ashley	1,759	973	55.3%	5
Boise	14,700	13,345	90.5%	2
Bridger-Teton	9,509	6,052	63.6%	12
Caribou-Targhee	2,210	1,806	81.7%	11
Dixie	854	485	56.8%	4
Fishlake	42	22	52.4%	4
Humboldt-Toiyabe	1,324	1,237	93.4%	9
Manti-La Sal	3,335	3,195	95.8%	8
Payette	1,080	889	82.3%	3
Salmon-Challis	308	251	81.5%	9
Sawtooth	7,740	4,849	62.6%	5
Uinta-Wasatch-Cache	3,110	2,710	87.1%	10
Region 4 Overall	45,971	35,814	77.9%	82

“Was the process efficient?”

A majority of outfitter and guide respondents from every National Forest in Region 4, except for Humboldt-Toiyabe, stated they felt the permitting process was efficient (Table 3d-3). One-hundred percent of the Caribou-Targhee respondents felt the process was efficient. Only 32% of respondents in the Humboldt-Toiyabe felt the permitting process was efficient. In the other ten National Forests, respondents feeling the permitting process was efficient ranged from 56% to 83%. Overall, 62% of outfitters and guides on the 12 National Forests in Region 4 felt the permitting process was efficient.

Table 3d-3: Summary of permit process efficiency as perceived by outfitters/guides by National Forest.

National Forest	Percent who answered yes	n
Ashley	73%	11
Boise	67%	3
Bridger-Teton	65%	17
Caribou-Targhee	100%	11
Dixie	60%	10
Fishlake	67%	6
Humboldt-Toiyabe	32%	19
Manti-La Sal	64%	11
Payette	63%	8
Salmon-Challis	56%	16
Sawtooth	83%	6
Uinta-Wasatch-Cache	60%	25
Region 4 Overall	62%	143

“Do you receive, or have you received, similar types of permits from other land management agencies?” If “Yes”, “How would you rate the other agency’s permitting process compared to the U.S. Forest Service?”

On the twelve National Forests in Region 4, 152 (98.1%) out of 155 outfitters and guides stated they received or had received similar types of permits from other land management agencies, which included the Bureau of Land Management, National Park Service, Fish & Wildlife Service, Bureau of Reclamation, other National Forests outside of Region 4, and State Land Management Agencies.

These respondents were asked to rank the other agencies’ permitting process compared to the National Forest in Region 4 as being a better process, about the same process, or a worse process. As presented in Table 3d-4, of these respondents, 78 (51.3%) ranked the other agencies’ permitting process as better than the National Forest in Region 4 (ranged from 0% of respondents on the Caribou-Targhee to 100% of respondents on the Boise); 47 (30.9%) ranked the other agencies’ permitting process as about the same as the National Forest in Region 4 (ranged from 0% of respondents on the Boise, Payette, and Sawtooth to 80% of respondents on the Manti-La Sal); and 27 (17.8%) ranked the other agencies’ permitting process as worse than the National Forest in Region 4 (ranged from 0% of respondents on the Boise, and Humboldt-Toiyabe to 40% of respondents on the Payette). Therefore, of note, a slight majority (51.3%) of outfitters and guides on National Forests in Region 4 ranked the other agencies’ permitting process as better. Based on these findings, it may be beneficial for personnel issuing Special Use Permits on the 12 different National Forests in Region 4 to examine other agencies’ permitting processes in order to improve outfitters and guides perceptions of their own permitting process.

Table 3d-4: Summary of respondents who received permits from other land management agencies and their ranking of that permitting process compared to the U.S. Forest Service, by National Forest.

National Forest	Number of Positive Responses (100%))	Ranked Better (%)	Ranked About the Same (%)	Ranked Worse (%)
Ashley	8	4 (50%)	1 (12.5%)	3 (37.5%)
Boise	2	2 (100%)	0 (0%)	0 (0%)
Bridger-Teton	15	8 (53%)	2 (13%)	5 (33%)
Caribou-Targhee	8	0 (0%)	5 (62.5%)	3 (37.5%)
Dixie	14	4 (28.6%)	8 (57%)	2 (14%)
Fishlake	8	2 (25%)	5 (62.5%)	1 (12.5%)
Humboldt-Toiyabe	22	21 (95.5%)	1 (4.5%)	0 (0%)
Manti-La Sal	25	3 (12%)	20 (80%)	2 (8%)
Payette	5	3 (60%)	0 (0%)	2 (40%)
Salmon-Challis	19	15 (79%)	3 (15.8%)	1 (5.3%)
Sawtooth	4	3 (75%)	0 (0%)	1 (25%)
Uinta-Wasatch-Cache	22	13 (59.1%)	2 (9%)	7 (31.8%)
Region 4 Overall	152	78 (51.3%)	47 (30.9%)	27 (17.8%)

“What changes in bookings and interest in your services have you perceived over the past 10 years or since you began operations?”

There is a wide range of perceptions among outfitters and guides on the National Forests in Region 4 with respect to changes in booking and interest in services (Table 3d-5). Many outfitters and guides stated that up until the economic slowdown, which began in 2008, they had continuous growth. There were other factors attributed to changes as well, according to the specifics of each forest.

Of note is that none of the outfitters-guides on the Boise National Forest perceived any growth in their bookings and interest in services over the past ten years ($n = 3$), and only one of eight respondents (12.5%) on the Payette National Forest perceived growth. However, 50% to 83% of respondents on the Caribou-Targhee, Fishlake, Humboldt-Toiyabe, Manti-La Sal, Sawtooth, and Uinta-Wasatch-Cache indicated growth in their bookings and interest in services, with five of six respondents (83.3%) indicating such growth on the Caribou-Targhee.

Also of note is that over half (51.4%) of outfitter and guide respondents region-wide perceive bookings and interest in services are growing, even during a time of economic slowdown.

Table 3d-5: Summary of perceived changes in outfitter and guides' bookings and interest in service by National Forest.

National Forest	Declining	Same	Growing	Growing (%) ¹	Total (n)
Ashley	2	2	3	42.8%	7
Boise	1	2	0	0.00%	3
Bridger-Teton	4	3	6	46.2%	13
Caribou-Targhee	1	0	5	83.3%	6
Dixie	2	2	3	42.9%	7
Fishlake	0	1	3	75.0%	4
Humboldt-Toiyabe	3	2	8	61.5%	13
Manti-La Sal	1	2	3	50.0%	6
Payette	6	1	1	12.5%	8
Salmon-Challis	8	4	6	33.3%	18
Sawtooth	2	0	2	50.0%	4
Uinta-Wasatch-Cache	0	8	17	68.0%	25
Region 4 Overall	30	27	57	51.4%	111

¹ The “Growing (%)” column gives the percent of respondents where the booking interests have been growing.

3e: Summary Points

- Across the twelve National Forests in Region 4, the total percentage of outfitters and guides' allotment days used ranged from a low of 52.4% on the Fishlake to a high of 95.8% on the Manti-La Sal (Table 3d-9). Overall, across the twelve National Forests in Region 4, outfitters and guides used almost 78% of their allotted service days permitted.
- A majority of outfitter and guide respondents from every National Forest in Region 4, except for Humboldt-Toiyabe, stated they felt the permitting process was efficient (Table 3d-10). Overall, 62% of outfitters and guides on the 12 National Forests in Region 4 felt the permitting process was efficient.
- On the twelve National Forests in Region 4, 152 (98.1%) out of 155 outfitters and guides stated they received or had received similar types of permits from other land management agencies (Table 3d-11). A slight majority (51.3%) of outfitters and guides on National Forests in Region 4 ranked the other agencies' permitting process as better. Based on these findings, it may be beneficial for personnel issuing Special Use Permits on the 12 different National Forests in Region 4 to examine other agencies' permitting processes in order to improve outfitters and guides perceptions of their own permitting process.
- There is a wide range of perceptions among outfitters and guides on the National Forests in Region 4 with respect to changes in booking and interest in services (Table 3d-12). Many outfitters and guides stated that up until the economic slowdown, which began in 2008, they had continuous growth. There were other factors attributed to changes as well, according to the specifics of each forest. Over half (51.4%) of outfitter and guide respondents region-wide perceive bookings and interest in services are growing, even during a time of economic slowdown.

4: AVAILABLE RECREATION TREND SUMMARY DATA NATIONALLY AND IN USFS REGION 4 AREA

Introduction

While a recent and highly publicized article in the Proceedings of the National Academy of Sciences (Pergams & Zaradic, 2008) suggested that Americans are losing interest in many outdoor recreation activities and nature in general, an examination of the academic and agency literature on outdoor recreation participation implies that this is not universally the case. The perception of declining outdoor recreation activity appears to be based on declines in *per capita* participation, as was investigated by Pergams and Zaradic (2008). In other words, the percentage of Americans engaging in outdoor recreation may be declining (at least in some cases). However, from the perspective of a Forest Service recreation planner, actual numbers of recreationists visiting a Forest or Ranger District are far more pertinent figures from which to base judgments about any public need for outfitted/guided services that may exist, rather than the percentage of the population that these individuals represent. Actual numbers of Americans engaging in recreation activities appear to be increasing in many cases, fueled primarily by U.S. population growth (Cordell et al., 2004).

In order to assemble published data on recreation trends for specific activities on a national, regional, and state level, we have drawn on hunting and fishing license/permit data and three sources of survey data: the USDI Fish & Wildlife Service's (USFWS) *National Survey of Fishing, Hunting, and Wildlife-Associated Recreation*; the *National Recreation Survey/National Survey on Recreation and the Environment* (NRS and NSRE, respectively), now overseen by the USDA Forest Service (USFS), Southern Research Station; and the Outdoor Foundation's (formerly the Outdoor Industry Foundation) outdoor recreation participation studies. Hunting and fishing license/permit sales figures were taken from the USFWS and wildlife management agencies in states containing Region 4's National Forests.

Unfortunately, the three sources of survey data frequently present very different estimates of both recreation activity participation and, in some cases, even the overall direction of participation trends (Figures 4-1 and 4-2; more detailed tables are presented later in this chapter). Based on large sample sizes, transparency in descriptions of methodology, and the reputation of the U.S. Census Bureau that collected the data, we believe the USFWS survey data is probably the most reliable of the three, though side-by-side comparison of trend estimates from all three sources, when possible, will be beneficial. However, the USFWS data pertain only to wildlife-based activities. The three surveys do not, moreover, deal with the same activities in every case, nor do they necessarily address activities in comparable manners. For example, the Outdoor Foundation data address "camping (car/backyard/RV)" and "camping (RV)," while the NRS/NSRE survey addresses "primitive camping" and "developed camping."

We have attempted to compile this data in a way that facilitates side-by-side comparisons of specific activities between the data sources and, when possible, gives both national and regional perspectives of trends. This is complicated in some cases by limitations in the presentation of data in the published sources from which these were drawn. Overall, dissimilarities between estimates suggest a need for reexamination of methodologies and, perhaps, a more systematic

approach to studies of recreation participation levels and trends. This also suggests that these data should be interpreted as rough estimates of use at a broad scale, and placed in proper context next to USFS personnel's perceptions of use trends based on on-the-ground contact with visitors to the specific Forests or Ranger Districts in question.

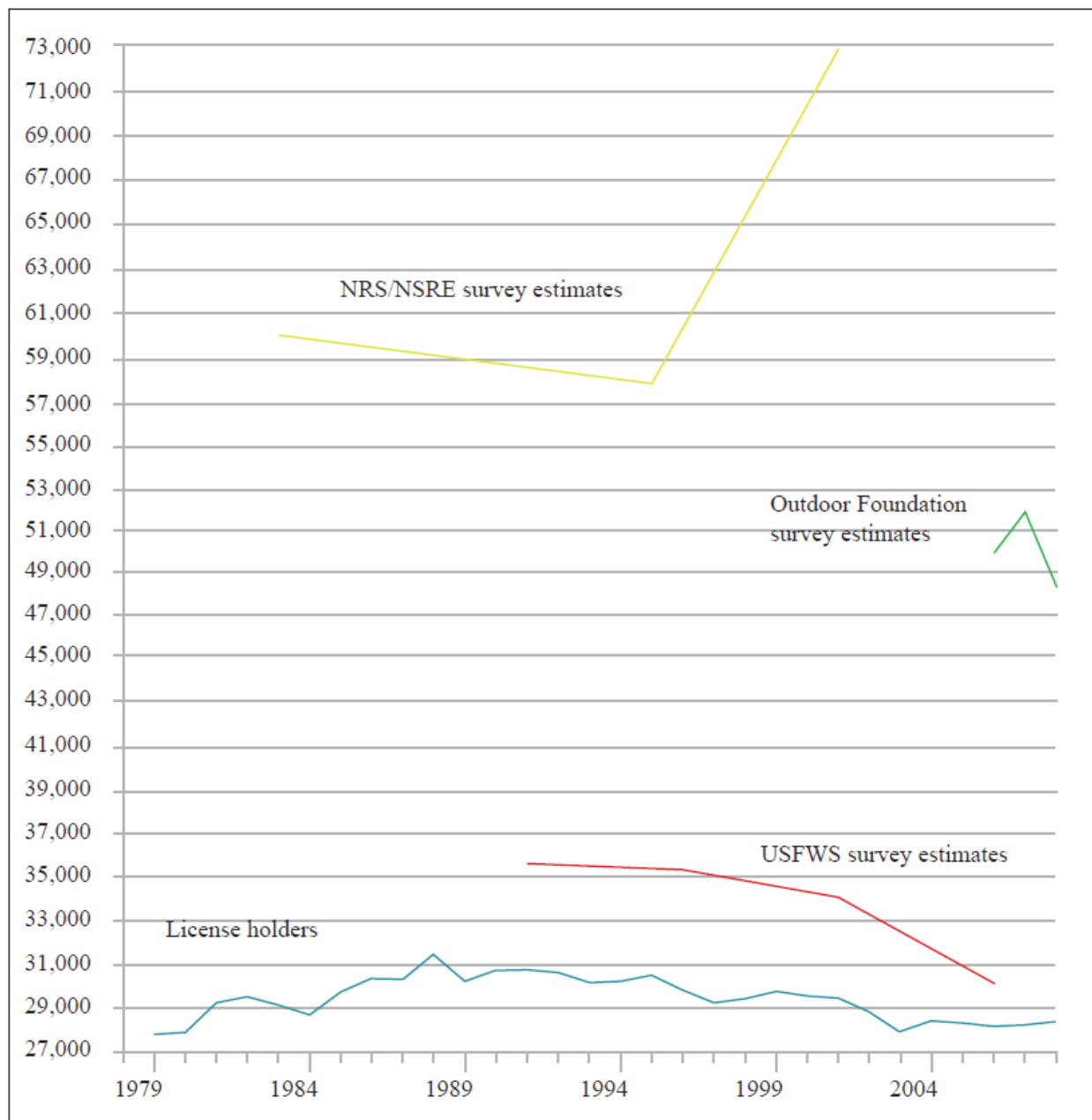


Figure 4-1: Comparison between estimates of U.S. anglers and USFWS records of fishing license holders (in thousands).

Because of the dissimilar use estimates and divergent methodologies discussed above, results from the three surveys are presented one at a time below. We have attempted, as far as was

possible, to create comparable data tables from each study. We recommend that assessments of wildlife-based recreation activities be compared between all three studies and the state fish and game data, and that non-wildlife-based activities be compared between NRS/NSRE and Outdoor Foundation data in order to gain the proper background information from which to begin a needs assessment process. In addition, this section concludes with state level comparisons of USFWS survey and state permit sales data on hunting and fishing.

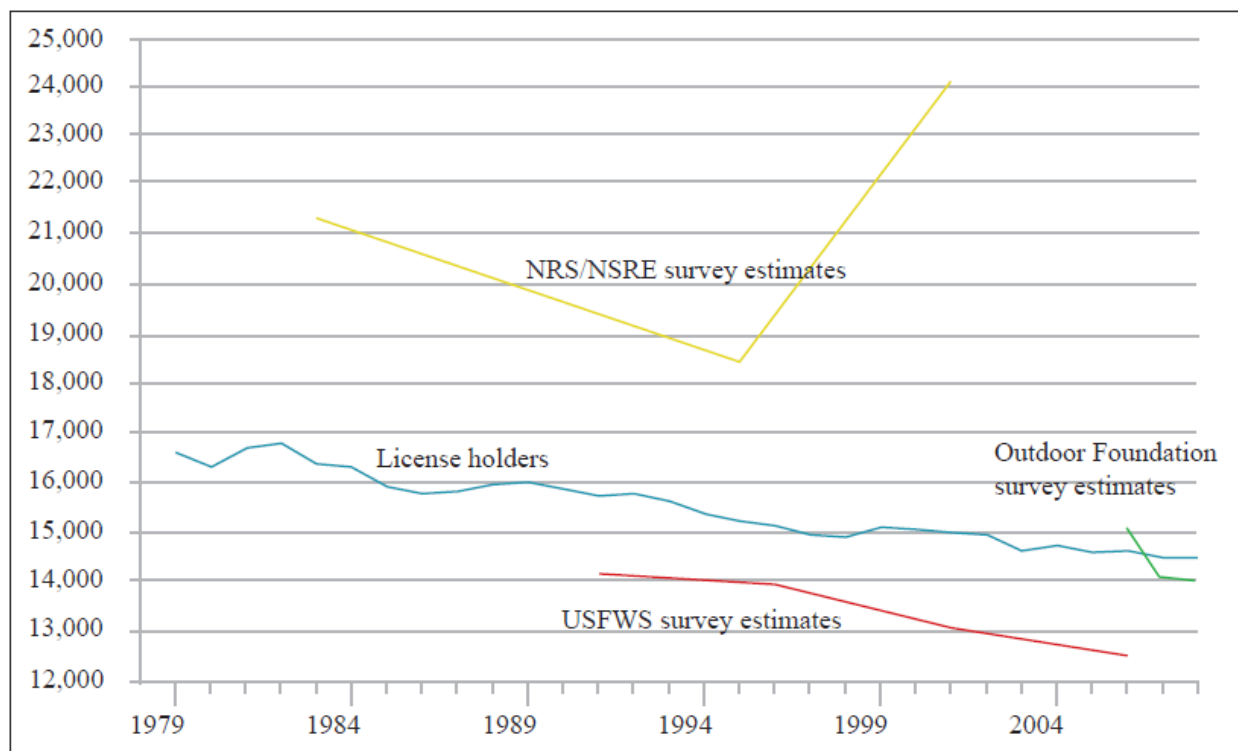


Figure 4-2: Comparison between estimates of U.S. hunters and USFWS records of hunting license holders (in thousands).

National Recreation Survey/National Survey on Recreation and the Environment

The NRS/NSRE study is unique among the surveys drawn upon in this review of outdoor recreation trends in that it covers a greater time period: 1960 to 2001 (and beyond this for two activities). The number of activities for which this long-term data is available is somewhat limited however (Table 4-1). More recent versions of the survey present increasing numbers of outdoor recreation activities studies.

Some issues arise with this data due to the populations from which samples were drawn, for example, 12-year-olds and older for early surveys and 16-year olds and older for later iterations. This is noted in table footnotes when relevant. Inconsistencies in the source material also present limitations of data from these surveys. These inconsistencies occur both in the presentation and omission of results in the available reports, and in the degree of specificity with which results are reported at times.

National Trends

The long-term trends represented in Table 4-1 generally show upward participation across activities. Hunting, horseback riding, and sailing seem to present exceptions to this. The substantial increases in fishing shown here are not corroborated by USFWS survey data (see below).

Bicycling, as represented in the table does not specifically reflect mountain biking, nor was the activity popular during the entire time period covered (Cordell et al., 2004). As this is the type of biking activity most likely to require USFS outfitter-guide Special Use Permits, NRS/NSRE data is unlikely to produce useful inferences about mountain biking trends (Outdoor Foundation data below specifically examines mountain biking).

Table 4-1: Long-Term recreation participation trends according to NRS and NSRE data.

	1960		1965		1982-1983		1994-1995 ¹		2000-2001	
	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%
Bicycling	13	10%	25.8	18%	60.2	37%	63.3	29%	93+ ²	41%
Horseback Riding	11.7	9%	17.2	12%	16.9	9%	16.2	8%	23.3	10%
Camping	13	10%	18.7	13%	38.9	21%	58- ²	29%	78+ ²	33+ ² %
Hunting	20.9	16%	23+ ²	16%	22.6	12%	20.6	10%	26+ ²	11.6%
Fishing	43.1	33%	48.8	34%	64.0	34%	63.3	32%	80- ²	34.7%
Canoeing/ Kayaking	2.6	2%	4.3	3%	15.0	8%	17	8%	28- ²	12%
Sailing	3.9	3%	5.7	4%	11.3	6%	10.6	5%	NA	NA
Swimming	61.3	47%	71.8	50%	99.7	53%	116+ ²	55%	NA	55%
Snow Skiing	2.6	2%	5.7	4%	16.9	9%	25.4	12%	33.3	14.5%

Note: *ns* are presented in millions. Numbers and percentages in this table represent Americans over 12 years old (for 1994-1995 and 2000-2001, numbers for 12- to 15- year-olds were estimated based on data from 16- to 24-year-olds); values and percentages were presented with inconsistent numbers of decimal places in source material and this was not altered for this table. Exact values were not presented for the cells marked “NA”—those interested should consult Cordell et al. (2004) for graphical representations.

¹ The *ns* and percentages presented are the most current available in the source material, though based on discrepancies between the values in Cordell et al. (1999) and Cordell et al. (2004), we are concerned that some of these values may be based on different total population estimates. Moreover, the two sources presented estimated numbers of participants and percentages inconsistently, so use estimates and percentages for some activities were drawn from different sources. Therefore, values for 1994-1995 should therefore be viewed as very rough estimates.

² “+” and “-” indicate the terms “more than” and “nearly,” respectively, in the source material.

Sources: Cordell et al. (1999; 2004).

Outdoor recreation trend estimates for 1982 to 2001 are displayed in Table 4-2. More activities are presented here. Again, upward trends in use are almost ubiquitous. We should note that both wildlife and bird watching in this survey are not differentiated between at-home and away-from-home activities. At-home wildlife watching appears to represent a substantial portion of all wildlife watching (see USFWS survey below) but is unlikely to be of great interest to USFS outfitter-guide special use permit administration personnel.

Table 4-2: Recreation participation from 1982 to 2001 according to NRS and NSRE Data.

	1982-1983		1994-1995		2000-2001	
	<i>n</i> ¹	% ²	<i>n</i>	%	<i>n</i>	%
Backpacking	8.8(9)	5%	14.8	7.6%	22.8	10.7%
Bicycling	56.5(61)	32%	56.1	28.7%	84.2	39.5%
Developed Camping	30.0(33)	17%	40.5	20.7%	56.2	26.4%
Primitive Camping	17.7(18)	10%	27.4	14.0%	34.1	16.0%
Canoeing/Kayaking	(15)	8%				
Canoeing			13.8	7.0%	20.7	9.7%
Kayaking			2.6	1.3%	7.4	3.5%
Hiking	24.7(26)	14%	46.7	23.8%	70.9	33.3%
Driving Off-Road	19.4(20)	11%	27.3	13.9%	37.2	17.5%
Fishing	60.1(64)	34%	57.9 ³	28.9% ³	72.7	34.1%
Warmwater			39.9	20.4%	48.2	22.6%
Coldwater			20.3	10.4%	28.9	13.6%
Ice			3.9	2.0%	6.2	2.9%
Anadromous			8.9	4.5%	9.4	4.4%
Floating/Rafting			14.9	7.6%	20.3	9.5%
Horseback Riding	15.9(17)	9%	13.9	7.1%	20.6	9.7%
Hunting	21.2(22)	12%	18.6 ³	9.3% ³	24.1	11.3%
Big Game			13.9	7.1%	17.9	8.4%
Small Game			12.7	6.5%	15.4	7.2%
Migratory Bird			4.2	2.1%	5.0	2.4%
Motorboating	33.6(35)	19%	45.9	23.5%	52.0	24.4%
Jetskiing			9.3	4.7%	20.3	9.5%
Picnicking	84.8(90)	48%	96.0	49.1%	116.1	54.5%
Rock Climbing			7.3	3.7%	9.2	4.3%
Mountain Climbing			8.8	4.5%	12.9	6.0%
Sailing	10.6(11)	6%	9.3	4.8%	10.9	5.1%
Sightseeing	81.3(86)	46%	110.9	56.6%	110.3	51.8%
Cross-Country Skiing	5.3(6)	3%	6.4	3.3%	8.1	3.8%
Downhill Skiing	10.6(12)	6%	16.5	8.4%	18.2	8.5%
Snowboarding			4.4	2.3%	10.4	4.9%
Snowmobiling	5.3(6)	3%	7.0	3.6%	11.8	5.6%
Swimming in Natural Water	56.5(59)	32%	76.3	39.0%	89.0	41.7%
Waterskiing	15.9(17)	9%	17.5	8.9%	17.4	8.2%
Wildlife Watching			61.1	31.2%	95.2	44.7%
Bird Watching	21.2(22)	12%	52.8	27.0%	69.0	32.4%

Note: Except where noted, *ns* and percentages in this table represent the Americans age 16 and older who reported they engaged in an activity over the past year; *ns* are reported in millions.

¹ Numbers in parentheses represent the estimated number of Americans over the age of 12 participating in an activity.

² Percentages from 1982-1983 represent the percentage of the U.S. population over the age of 12 (not 16) participating in an activity.

³ The values for fishing and hunting came from Cordell et al. (1999) as they were not presented in Cordell et al. (2004). Based on differences between values published in Cordell et al. (1999) and Cordell et al. (2004) for other activities, we believe these figures would probably be revised downward slightly using the population estimates and perhaps other aspects of methodology used in Cordell et al. (2004). (Values for 1982-1983 are identical in Cordell et al. (1999) and Cordell et al. (2004).)

Sources: Cordell et al. (1999; 2004); Cordell & Overdevest (2001).

More recent trend data is available for two activities: Off-Highway Vehicle (OHV) use and bird watching (Table 4-3 and Table 4-4). Both activities show increases in popularity, though the popularity of OHV recreation does not appear to be growing at the same dramatic rate displayed between 2000 and 2003, at least in this data.

Table 4-3: OHV recreation trends between 1999 and 2004 according to NSRE data.

	1999-2000		2000-2001		2001-2002		2002-2003		2003-2004	
	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%
Participated in OHV Recreation	35,977	16.8%	36,370	17.0%	39,801	18.6%	48,874	22.8%	51,007	23.8%

Note: Numbers and percentages represent Americans age 16 and older; *ns* are reported in thousands.

Source: Cordell et al. (2005).

Table 4-4: Bird watching participation between 1994 and 2006 according to NSRE data.

	1994-95		1999-2000		2001-03		2004-06	
	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%
Participated in Birdwatching ¹	54,416	27.0%	70,994	33.2%	69,652	31.6	81,471	35.3%

Note: Numbers and percentages represent Americans age 16 and older; *ns* are reported in thousands.

¹ This would appear to include at-home bird watching as well as bird watching trips away from home.

Source: Cordell et al. (2007).

Regional Trends

Due to incompatibility between results describing the 12 and older population and the 16 and older population, and the manner it was presented in the source material (Cordell et al., 2004), Table 4-5 does not show changes between each survey period, but rather shows change between the 1982-1983 and 2000-2001 survey periods and between the 1994-1995 and 2000-2001 survey periods. Also, in the source material, the latter survey period comparison shows only the activities demonstrating the greatest growth rather than all or a broader subset of activities. Further complicating the reader's sense of regional recreation trends, the source material presents change between 1982 and 2001 as percentages, while changes between 1994 and 2001 are presented as numbers of participants with a percentage of change between the two survey periods.

Table 4-5: Comparison of national and regional change in activity participation according to NRS and NSRE data.

	Change Between 1982-1983 & 2000-2001				Change Between 1994-1995 & 2000-2001 ¹					
	U.S. % of Population Participating		West ² % of Population Participating		U.S. Participation (in millions) & Change			Mountain ³ Participation (in millions) & Change		
	1982-83	2000-01	1982-83	2000-01	1994-95	2000-01	% Change	1994-95	2000-01	% Change
Backpacking	5%	11.1%	9%	16.9%	14.8	22.8	+53.8%	1.6	2.4	+50.6%
Bicycling	32%	40.7%	31%	42.8%	56.1	84.2	+50.0%	3.4	5.5	+62.2%
Developed Camping	17%	26.8%	25%	33.4%						
Primitive Camping	10%	16.6%	16%	24.0%						
Canoeing/ Kayaking	8%	12.1%	6%	9.7%						
Canoeing					13.8	20.7	+50.7%	0.5	0.9	+75.5%
Kayaking					2.6	7.4	+185.7%	0.1	0.4	+330.0%
Day Hiking	14%	33.3%	23%	45.8%	46.7	70.9	+51.8%	4.3	6.3	+45.0%
Driving Off-Road	11%	18.3%	14%	21.4%						
Fishing	34%	34.7%	32%	32.2%						
Ice Fishing					3.9	6.2	+59.5%	0.4	0.6	+53.7%
Horseback Riding	9%	10.2%	13%	11.5%						
Hunting	12%	11.6%	9%	10.4%						
Motorboating	19%	24.8%	18%	21.8%						
Jetskiing					9.3	20.3	+119.3%	0.5	1.5	+226.1%
Picnicking	48%	53.9%	55%	57.4%						
Sailing	6%	5.3%	7%	5.0%						
Sightseeing	46%	51.4%	49%	51.4%						
Downhill Skiing	6%	9.1%	12%	11.7%						
Snowboarding					4.4	10.4	+134.8%	0.3	1.0	+223.3%
Cross-Country Skiing	3%	3.9%	5%	4.5%						
Swimming in Natural Waters	32%	42.8%	27%	40.1%						
Snowmobiling	3%	5.9%	2%	6.0%	7.0	11.8	+70.2%	0.6	1.1	+100.0%
Waterskiing	9%	8.8%	9%	9.3%						
Wildlife Watching					61.1	95.2	+55.8%	4.3	7.0	+65.0%
Bird Watching	12%	31.8%	12%	30.1%						

¹ Figures were only given for the fastest growing recreation activities for 1994-1995 to 2000-2001 participation growth.

² The makeup of the *West* is not identified in the source material but should presumably include all of USFS Region 4.

³ The *Mountain* region consists of Arizona, Colorado, Idaho, Montana, Nevada, New Mexico, Utah, and Wyoming.

Source: Cordell et al. (2004).

Outdoor Foundation/Outdoor Industry Foundation Recreation Participation Surveys

Outdoor Foundation/Outdoor Industry Foundation (the organization changed its name between survey reports used; henceforth, Outdoor Foundation) survey data were collected using two different methodologies; one prior to 2006 and one after (Outdoor Industry Foundation, 2006; The Outdoor Foundation, 2009). Most notably, this change involved the population being sampled. First, this population was Americans 16 and older, and later this was expanded to Americans six and older. Unfortunately, great discrepancies between the pre- and post-2006 data raise substantial concerns for us regarding the accuracy of the earlier data (and possibly the later data as well). The earlier data appears to be somewhat inflated in many, if not most, cases.

Nevertheless, we feel the inclusion of this often cited trend data gives USFS personnel the opportunity to compare Outdoor Foundation data with other data sources so that they may use or dismiss it as they see fit. If nothing else, it may corroborate other sources on the direction of trends for a specific activity.

National Trends

Table 4-6 displays trends for a variety of outdoor recreation activities over the 1998 to 2008 period. In addition to the discrepancies between pre- and post-2006 data mentioned above, several of the activities are defined in somewhat different manners between the two methodologies (see Table 4-6 footnotes). If one discounts the large drop-off in all activities between 2005 and 2006 (attributing it to methodological issues), the overall pattern appears to be one of growth, though levels of some activities appear to be roughly stable (e.g., fishing) or even decreasing (e.g., hunting).

Regional Trends

Table 4-7 compares *per capita* use trends for the western U.S. with that of the country as a whole. Unfortunately, this regional data was only available for the period of 1998 to 2005. This is the period which appears to have substantially inflated use levels, and this should be kept in mind when using these data.

Table 4-6: Recreation participation from 1998 to 2008 according to Outdoor Foundation/Outdoor Industry Foundation data.

	1998		1999		2000		2001		2002		2003		2004		2005		2006 ¹		2007 ¹		2008 ¹	
	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%
Backpacking	16.3	7.8%	16.4	7.8%	13.7	6.4%	15.7	7.3%	14.2	6.5%	13.7	6.2%	13.3	6.0%	13.5	6.0%	7.1	2.6%	6.6	2.4%	7.9	2.8%
Mountain Biking	50.5	24.0%	46.7	22.2%	47.6	22.3%	56.1	26.1%	52.0	23.9%	51.0	23.2%	51.2	23.0%	50.0	22.3%	6.8	2.5%	6.9	2.5%	7.6	2.7%
Camping (Car/Backyard/ RV) ²	66.4	31.5%	59.3	28.1%	64.5	30.2%	66.8	31.0%	65.6	30.2%	68.9	31.4%	65.7	29.6%	68.1	30.4%	43.1	15.7%	39.8	14.4%	42.4	15.2%
Camping (RV)																	16.9	6.2%	16.2	5.8%	16.5	5.9%
Canoeing	18.0	8.6%	17.5	8.3%	18.0	8.4%	24.0	11.2%	22.2	10.2%	22.4	10.2%	22.3	10.0%	20.8	9.3%	9.2	3.3%	9.8	3.5%	9.9	3.6%
Climbing (Sport/Indoor/Boulder) ³							8.9	4.1%	9.9	4.5%	8.5	3.9%	7.5	3.4%	9.2	4.1%	4.7	1.7%	4.5	1.6%	4.8	1.7%
Climbing (Natural Rock)	5.0	2.4%	5.7	2.7%	5.0	2.4%	4.9	2.3%	6.7	3.1%	4.6	2.1%	4.5	2.0%	5.0	2.2%						
Climbing (Traditional/Ice/ Mountaineering)																	1.6	0.6%	2.1	0.8%	2.3	0.8%
Fishing (Fly/Freshwater/Other/ Saltwater)													80.4	36.2%	77.3	34.5%	49.7	18.1%	51.8	18.7%	48.2	17.2%
Fishing (Fly)							13.4	6.2%	11.4	5.2%	12.7	5.8%	18.2	8.2%	14.7	6.6%	6.1	2.2%	5.8	2.1%	5.9	2.1%
Fishing (Freshwater/Other) ⁴													76.5	34.5%	74.2	33.1%	43.1	15.7%	43.9	15.8%	40.3	14.4%
Hiking	72.2	34.3%	72.6	34.5%	66.9	31.3%	75.8	35.2%	73.1	33.6%	71.7	32.6%	75.2	33.9%	76.7	34.2%	29.9	10.9%	30.0	10.8%	32.5	11.6%
Hunting															26.4	11.8%	15.1	5.5%	14.1	5.1%	14.0	5.0%
Kayaking (Sea/Tour/Sit- on-Top/Whitewater)							8.7	4.0%	10.2	4.7%	10.0	4.6%	10.1	4.6%	12.6	5.6%						
Kayaking (Recreational)																	4.1	1.5%	5.1	1.8%	6.2	2.2%
Kayaking (Sea/Touring)							6.3	2.9%	7.8	3.6%	5.8	2.6%	5.7	2.6%	5.6	2.5%	1.1	0.4%	1.5	0.5%	1.8	0.6%
Kayaking (White Water)							2.6	1.2%	3.9	1.8%	1.8	0.8%	2.2	1.0%	2.2	1.0%	0.8	0.3%	1.2	0.4%	1.2	0.4%
Rafting	9.7	4.6%	8.9	4.2%	9.7	4.6%	12.4	5.7%	11.8	5.4%	10.3	4.7%	9.5	4.3%	10.6	4.7%	3.6	1.3%	4.6	1.7%	4.7	1.7%
Sailing																	3.4	1.2%	4.1	1.5%	4.2	1.5%
SCUBA Diving																	3.0	1.1%	3.0	1.1%	3.2	1.2%
Skiing (alpine/Downhill)																			10.4	3.7%	10.3	3.7%
Skiing (Cross-Country)	8.8	4.2%	7.6	3.6%	7.4	3.5%	12.4	5.8%	13.6	6.2%	9.4	4.3%	9.7	4.4%	10.0	4.5%			3.5	1.3%	3.8	1.4%
Snowboarding																			6.8	2.5%	7.2	2.6%
Telemarking (Downhill)	1.3	0.6%	3.8	1.8%	4.7	2.2%	3.9	1.8%	3.2	1.5%	4.2	1.9%	3.6	1.6%	3.5	1.6%			1.2	0.4%	1.4	0.5%
Snowshoeing	2.8	1.3%	3.9	1.9%	5.2	2.4%	5.4	2.5%	5.9	2.7%	5.9	2.7%	4.8	2.1%	5.5	2.4%			2.4	0.9%	2.9	1.0%
Wildlife Viewing ⁵																	20.3	7.4%	23.0	8.3%	24.1	8.6%
Birdwatching ⁵							18.3	8.5%	18.3	8.4%	16.1	7.3%	15.0	6.8%	15.6	7.0%	11.1	4.0%	13.5	4.9%	14.4	5.2%
Motorized Off-Road											40.0	18.2%	41.8	18.8%	42.4	18.9%						

¹ Discrepancies between figures prior to 2006 and data from 2006 to 2008 are the result of different methodologies. Data from 1998 to 2005 represent Americans at least 16 years old; data from 2006 to 2008 represent Americans at least six years old.

² For 1998 to 2005 this is *car camping* and *camping away from the car*.

³ For 2001 to 2005 this is a measure of *natural rock*, *artificial wall*, and *ice climbing*.

⁴ For 2004 to 2005 this is a measure of all *non-fly fishing* (i.e., including saltwater fishing).

⁵ For 2001 to 2005 respondents were asked about trips one-quarter mile or more from home; for 2006 to 2008, respondents were asked about trips one-quarter mile from their home or vehicle.

Sources: Outdoor Industry Foundation (2006); The Outdoor Foundation (2009).

Note: *ns* represent millions of participants; percentages are of U.S. population; blank cells represent data not available.

Table 4-7: Comparison of western¹ regional and national outdoor recreation participation trends between 1998 and 2005 according to Outdoor Foundation/Outdoor Industry Foundation data.

	1998		1999		2000		2001		2002		2003		2004		2005	
	% West ²	% U.S.	% West ²	% U.S.	% West ²	% U.S.	% West ²	% U.S.	% West ²	% U.S.	% West ²	% U.S.	% West ²	% U.S.	% West ²	% U.S.
Backpacking	9%	7.8%	10%	7.8%	9%	6.4%	9%	7.3%	9%	6.5%	9%	6.2%	10%	6.0%	10%	6.0%
Mountain Biking	29%	24.0%	27%	22.2%	27%	22.3%	32%	26.1%	27%	23.9%	26%	23.2%	26%	23.0%	29%	22.3%
Camping (Car/Away from Car)	34%	31.5%	38%	28.1%	40%	30.2%	43%	31.0%	39%	30.2%	38%	31.4%	40%	29.6%	42%	30.4%
Canoeing	6%	8.6%	6%	8.3%	6%	8.4%	10%	11.2%	6%	10.2%	7%	10.2%	7%	10.0%	5%	9.3%
Climbing (Natural Rock/Artificial Wall/Ice)							6%	4.1%	5%	4.5%	5%	3.9%	5%	3.4%	6%	4.1%
Climbing (Natural Rock)	2%	2.4%	5%	2.7%	3%	2.4%	3%	2.3%	4%	3.1%	3%	2.1%	3%	2.0%	4%	2.2%
Fishing (Fly/Non-Fly)													34%	36.2%	34%	34.5%
Fishing (Fly)							8%	6.2%	7%	5.2%	6%	5.8%	10%	8.2%	10%	6.6%
Fishing (Non-Fly)													31%	34.5%	31%	33.1%
Hiking	37%	34.3%	47%	34.5%	44%	31.3%	47%	35.2%	42%	33.6%	40%	32.6%	46%	33.9%	46%	34.2%
Hunting															11%	11.8%
Kayaking (Sea/Tour/Sit-on-Top/Whitewater)							5%	4.0%	7%	4.7%	5%	4.6%	5%	4.6%	6%	5.6%
Kayaking (Sea/Touring)							4%	2.9%	5%	3.6%	4%	2.6%	3%	2.6%	3%	2.5%
Rafting	4%	4.6%	7%	4.2%	6%	4.6%	8%	5.7%	7%	5.4%	4%	4.7%	6%	4.3%	6%	4.7%
Skiing (Cross-Country)	9%	4.2%	6%	3.6%	5%	3.5%	7%	5.8%	7%	6.2%	4%	4.3%	5%	4.4%	6%	4.5%
Telemarking (Downhill)	1%	0.6%	2%	1.8%	3%	2.2%	3%	1.8%	2%	1.5%	3%	1.9%	2%	1.6%	2%	1.6%
Snowshoeing	1%	1.3%	4%	1.9%	4%	2.4%	4%	2.5%	4%	2.7%	4%	2.7%	3%	2.1%	3%	2.4%
Birdwatching ³							10%	8.5%	9%	8.4%	7%	7.3%	7%	6.8%	7%	7.0%
Motorized Off-Road											18%	18.2%	24%	18.8%	24%	18.9%

¹ The West consists of Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, Montana, Oregon, Utah, Washington, and Wyoming.

² Percentages of participants for the west were given only in integers in the source material.

³ Respondents were asked about trips one-quarter mile or more from home.

Source: Outdoor Industry Foundation (2006).

Note: Percentages are of U.S. or regional population; blank cells represent data not available.

USDI Fish & Wildlife Service National Survey
of Fishing, Hunting, and Wildlife-Associated Recreation

As stated previously, this source of recreation trend data appears to be the most reliable. Unfortunately, it deals only with fishing, hunting, and wildlife watching. For these activities, however, other trend data should probably be validated against these numbers. The data presented cover the 1991 to 2006 time period.

National Trends

National trends generally show a recent (since 1985) decrease in angling, and small game and migratory bird hunting (Tables 4-8 and 4-9). Non-residential (i.e., away-from-home) wildlife watching appears to have decreased in participation over the long run, though this has showed shorter-term increases in popularity.

Residential (at-home) wildlife watching and bird watching are included for reference since the activities are not separated in the NRS/NSRE data, above, and in many other sources outside of this report. Outdoor Foundation survey data dealt with activities occurring one-quarter mile or more from respondents' home or vehicle. While this definition is more restrictive, eliminating home-based activities from consideration, it also excludes vehicle-based outdoor recreation activities (i.e., roadside wildlife viewing). More than half of both wildlife viewing and bird watching occur at home according to the USFWS data.

Regional/State Trends

Tables 4-10 through 4-13 show regional data relevant to USFS Region 4. Tables 4-10 and 4-11 show data for the *mountain* region which includes most of Region 4, while Tables 4-12 and 4-13 cover the *pacific* region which includes the state of Nevada.

State level data is presented in Tables 4-14 through 4-17. These display the prevalence of outdoor recreation activities in the state and include participants who are residents of the state in question as well as those who are not.

Throughout, older data (1955-1985) and more recent data (1991-2006) are presented in different tables due to differing methodologies used in these surveys; most notably, more recent surveys sampled those 16 years old and older, while older surveys sampled those 12 years old and older.

Table 4-8: Wildlife-based outdoor recreation participation (in thousands) by U.S. population at least 12 years old 1955-1985.

	1955		1960		1965		1970		1975		1980		1985	
	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%
Anglers	20,813	17.6%	25,323	19.3%	28,348	20.0%	33,158	21.4%	41,299	24.0%	41,873	22.7%	45,345	23.2%
Freshwater Anglers	18,420	15.6%	21,677	16.5%	23,962	16.9%	29,363	18.9%	36,599	21.3%	35,782	19.4%	39,122	20.0%
Hunters	11,784	10.0%	14,637	11.2%	13,583	9.6%	14,336	9.2%	17,094	9.9%	16,758	9.1%	16,340	8.4%
Big Game	4,414	3.7%	6,277	4.8%	6,566	4.6%	7,774	5.0%	11,037	6.4%	11,047	6.0%	12,576	6.4%
Small Game	9,822	8.3%	12,105	9.2%	10,576	7.5%	11,671	7.5%	14,182	8.3%	12,496	6.8%	11,130	5.7%
Waterfowl	1,986	1.7%	1,955	1.5%	1,650	1.2%	2,894	1.9%	4,284	2.5%	3,177	1.7%	3,201	1.6%
Population	118,366	100.0%	131,226	100.0%	141,928	100.0%	155,230	100.0%	171,860	100.0%	184,691	100.0%	195,659	100.0%

Note: Readers should be aware of differences in methods and the population from which the sample was drawn in this table and Table 4-9; comparisons between the two should be viewed tentatively.

Source: USDI Fish & Wildlife Service (2002).

Table 4-9: Wildlife-based outdoor recreation participation (in thousands) by U.S. population at least 16 years old 1991-2006.

	1991		1996		2001		2006	
	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%
Anglers	35,578	18.7%	35,246	17.5%	34,071	16.0%	29,952	13.1%
Freshwater Anglers ¹	30,186	15.9%	28,921	14.4%	27,913	13.1%	25,035	10.9%
Hunters	14,063	7.4%	13,975	6.9%	13,034	6.1%	12,510	5.5%
Big Game	10,745	5.6%	11,288	5.6%	10,911	5.1%	10,682	4.7%
Small Game	7,624	4.0%	6,945	3.4%	5,434	2.6%	4,797	2.1%
Migratory Bird	3,009	1.6%	3,073	1.5%	2,956	1.4%	2,293	1.0%
Wildlife Watchers	76,111	40.1%	62,868	31.2%	66,105	31.1%	71,132	31.0%
Non-residential	29,999	15.8%	23,652	11.7%	21,823	10.3%	22,977	10.0%
Bird Watchers	56,307	29.6%	45,991	22.8%	45,951	21.6%	47,693	20.8%
Non-Residential Bird Watchers	24,690	13.0%	17,711	8.8%	18,580	8.8%	20,025	8.7%
U.S. Resident Population	189,964	100.0%	201,472	100.0%	212,298	100.0%	229,245	100.0%

¹ Not including Great Lakes anglers.

Source: USDI Fish & Wildlife Service (1993; 1997; 2002; 2007; 2009a).

Table 4-10: Percentage of population (in thousands) at least 12 years old participating in wildlife-based recreation in the Mountain¹ Region 1955-1985.

	1955		1960		1965		1970		1975		1980		1985	
	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%
Fishing	1,112	24.6%	1,372	26.3%	1,261	25.1%	1,769	31.3%	2,252	29.7%	2,500	27.3%	2,765	27.1%
Hunting	796	17.6%	1,120	21.4%	988	19.6%	980	17.3%	1,159	15.3%	1,268	13.8%	1,241	12.1%
Population	4,529	100.0%	5,222	100.0%	5,029	100.0%	5,656	100.0%	7,576	100.0%	9,160	100.0%	10,215	100.0%

¹ The *Mountain* region includes Idaho, Utah, and Wyoming in USFS Region 4; other states represented are Arizona, Colorado, Montana, and New Mexico.

Note: Readers should be aware of differences in methods and the population from which the sample was drawn in this table and Table 4-9; comparisons between the two should be viewed tentatively.

Source: USDI Fish & Wildlife Service (2002).

Table 4-11: Percentage of population (in thousands) at least 16 years old participating in wildlife-based recreation in the Mountain¹ Region 1991-2006.

	1991		1996		2001		2006	
	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%
Fishing	2,079	20.6%	2,411	20.1%	2,443	18.4%	2,084	13.3%
Hunting	1,069	10.6%	1,061	8.9%	1,020	7.7%	868	5.5%
Non-Residential Wildlife Watching	2,215	21.9%	1,967	16.4%	2,019	15.2%	2,004	12.8%
Population	10,092	100.0%	11,966	100.0%	13,308	100.0%	15,651	100.0%

¹ The *Mountain* region includes Idaho, Utah, and Wyoming in USFS Region 4; other states represented are Arizona, Colorado, Montana, and New Mexico.

Source: USDI Fish & Wildlife Service (2007).

Table 4-12: Percentage of population (in thousands) at least 12 years old participating in wildlife-based recreation in the Pacific¹ Region 1955-1985.

	1955		1960		1965		1970		1975		1980		1985	
	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%
Fishing	2,252	16.6%	2,971	19.5%	3,744	21.4%	4,030	20.0%	5,386	23.4%	5,747	21.9%	5,829	20.3%
Hunting	1,116	8.2%	1,279	8.4%	1,433	8.2%	1,466	7.3%	1,607	7.0%	1,531	5.0%	1,310	4.6%
Population	13,570	100.0%	15,268	100.0%	17,523	100.0%	20,199	100.0%	23,012	100.0%	26,299	100.0%	38,725	100.0%

¹ The *Pacific* region includes only Nevada in USFS Region 4; other states represented are Alaska, Hawaii, California, Oregon, and Washington.

Note: Readers should be aware of differences in methods and the population from which the sample was drawn in this table and Table 4-10; comparisons between the two should be viewed tentatively.

Source: USDI Fish & Wildlife Service (2002).

Table 4-13: Percentage of population (in thousands) at least 16 years old participating in wildlife-based recreation in the Pacific¹ Region 1991-2006.

	1991		1996		2001		2006	
	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%
Fishing	4,505	15.3%	4,501	14.2%	4,111	11.9%	3,094	8.4%
Hunting	1,101	3.7%	1,203	3.8%	837	2.4%	798	2.2%
Non-Residential Wildlife Watching	5,035	17.1%	3,648	11.5%	3,793	11.0%	3,856	10.5%
Population	29,508	100.0%	31,787	100.0%	34,498	100.0%	36,681	100.0%

¹ The *Pacific* region includes only Nevada in USFS Region 4; other states represented are Alaska, Hawaii, California, Oregon, and Washington.

Source: USDI Fish & Wildlife Service (2007).

Note: Numbers of recreationists are reported in thousands.

Table 4-14: Wildlife-based recreation in Idaho by residents and non-residents.

	1991	1996	2001	2006
Anglers	365,000	484,000	416,000	350,000
Fishing Days	3,157,000	4,411,000	4,070,000	4,301,000
Hunters	193,000	248,000	197,000	187,000
Hunting Days	2,168,000	3,301,000	2,100,000	2,117,000
Non-Residential Wildlife Watchers	382,000	304,000	451,000	506,000
Non-Residential Wildlife Watching Days	3,439,000	2,107,000	3,610,000	5,165,000
Non-Residential Birdwatchers	NA	200,000	340,000	400,000
Non-Residential Bird Watching Days	NA	NA	2,017,000	3,346,000

Source: USDI Fish & Wildlife Service (1998a; 2003a; 2008a).

Note: Respondents represent U.S. Population at least 16 years old.

Table 4-15: Wildlife-Based recreation in Nevada by residents and non-residents.

	1991	1996	2001	2006
Anglers	171,000	224,000	172,000	142,000
Fishing Days	1,218,000	1,976,000	1,575,000	1,526,000
Hunters	57,000	52,000	47,000	63,000
Hunting Days	565,000	650,000	490,000	615,000
Non-Residential Wildlife Watchers	451,000	271,000	309,000	416,000
Non-Residential Wildlife Watching Days	2,940,000	1,394,000	1,567,000	2,298,000
Non-Residential Birdwatchers	NA	217,000	205,000	341,000
Non-Residential Bird Watching Days	NA	NA	1,024,000	1,697,000

Source: USDI Fish & Wildlife Service (1998b; 2003b; 2008b).

Note: Respondents represent U.S. Population at least 16 years old.

Table 4-16: Wildlife-Based recreation in Utah by residents and non-residents.

	1991	1996	2001	2006
Anglers	317,000	406,000	517,000	375,000
Fishing Days	2,672,000	3,926,000	5,238,000	3,822,000
Hunters	177,000	143,000	198,000	166,000
Hunting Days	1,354,000	1,660,000	2,455,000	1,715,000
Non-Residential Wildlife Watchers	415,000	433,000	530,000	518,000
Non-Residential Wildlife Watching Days	2,985,000	2,802,000	4,414,000	3,927,000
Non-Residential Birdwatchers	NA	286,000	410,000	419,000
Non-Residential Bird Watching Days	NA	NA	3,043,000	2,186,000

Source: USDI Fish & Wildlife Service (1998c; 2003c; 2008c).

Note: Respondents represent U.S. Population at least 16 years old.

Table 4-17: Wildlife-Based recreation in Wyoming by residents and non-residents.

	1991	1996	2001	2006
Anglers	301,000	413,000	293,000	203,000
Fishing Days	2,348,000	2,415,000	2,497,000	1,691,000
Hunters	135,000	136,000	133,000	102,000
Hunting Days	1,054,000	1,442,000	1,304,000	904,000
Non-Residential Wildlife Watchers	552,000	583,000	416,000	521,000
Non-Residential Wildlife Watching Days	3,526,000	2,875,000	3,924,000	3,009,000
Non-Residential Birdwatchers	NA	377,000	331,000	386,000
Non-Residential Bird Watching Days	NA	NA	3,303,000	2,334,000

Source: USDI Fish & Wildlife Service (1998d; 2003d; 2008d).

Note: Respondents represent U.S. Population at least 16 years old.

USFWS Fishing and Hunting License Holder Data

Data collected by the USFWS records annual numbers of state fishing and hunting licenses and individual fishing license holders (i.e., individuals who purchase more than one license in a year are not counted twice). These data are presented in Tables 4-18a and 4-18b, and 4-19a and 4-19b. In order to assist readers in identifying the directions and magnitudes of trends, these data are also displayed graphically in Figures 4-3 through 4-6.

Table 4-18a: National fishing license holders trends data (1979-1993).

	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
United States	27,947.4	27,994.9	29,234.8	29,511.9	29,130.5	28,776.5	29,776.1	30,359.5	30,345.7	31,478.5	30,176.0	30,731.8	30,742.2	30,623.8	30,184.8
Idaho	432.8	395.1	442.0	408.2	425.7	406.7 ¹	444.6	424.1	430.5	392.5	398.0	417.9	388.2	420.9	408.3
Nevada	169.2	171.4	172.8	175.5	173.1	175.5	186.1	173.2	170.4	156.2	157.9 ²	142.9	140.8	133.2	145.3
Utah	446.4	487.0	417.1	431.2	372.8	391.7	395.6	406.7	394.4	393.6	396.0	400.6	410.8	443.2	449.5
Wyoming	279.5	268.6	273.1	271.6	259.2	227.6	251.3	245.8	247.9	242.0	238.1	242.5	249.9	261.9	207.9

¹ The hunting and fishing license numbers for Idaho for 1984 appeared to have been switched in the source material; based on this assumption, we have taken the liberty of correcting the reversal.

² The hunting and fishing license numbers for Nevada for 1989 appeared to have been switched in the source material; based on this assumption, we have taken the liberty of correcting the reversal.

Note: All license holder numbers are in thousands.

Source: USDI Fish & Wildlife Service (2009b).

Table 4-18b: National fishing license holders trends data (1994-2008).

	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006 ³	2007 ³	2008
United States	30,243.2	30,498.0	29,839.9	29,188.5	29,323.4	29,713.1	29,585.7	29,452.4	28,859.6	27,908.3	28,466.9	28,199.1	28,128.9	28,138.8	28,390.6
Idaho	449.6	420.0	413.3	406.5	422.9	449.5	439.6	419.2	411.1	396.0	403.7	407.6	415.1	415.1	430.6
Nevada	155.3	156.1	159.2	160.1	163.9	174.7	170.6	161.5	147.2	136.3	124.4	118.3	123.9	123.9	112.5
Utah	499.0	515.0	491.0	462.5	468.5	457.1	453.5	455.7	404.7	370.3	373.8	386.1	425.4	425.4	430.4
Wyoming	284.7	277.0	287.0	267.4	280.6	301.2	306.2	279.6	262.8	258.2	247.6	247.4	253.9	253.9	244.1

³ In the source material, 2006 and 2007 have identical data for most states; this is almost certainly a data entry error for one or both of the years.

Note: All license holder numbers are in thousands.

Source: USDI Fish & Wildlife Service (2009b).

Table 4-19a: National hunting license holders trends data (1979-1993).

	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
United States	16,551.9	16,257.1	16,658.9	16,748.5	16,372.9	16,257.7	15,879.6	15,773.2	15,812.5	15,918.5	15,960.8	15,797.3	15,718.8	15,746.7	15,627.8
Idaho	241.8	238.0	261.8	249.5	249.9	244.8 ¹	250.0	238.3	247.6	227.7	238.7	241.5	236.8	246.4	253.2
Nevada	49.6	52.2	54.0	74.8	55.1	57.1	56.2	59.1	59.7	61.0	57.1 ²	53.7	52.8	51.6	51.5
Utah	250.1	287.6	239.5	246.3	251.8	232.5	230.1	217.9	224.1	236.7	231.1	230.3	233.6	233.4	204.8
Wyoming	211.8	193.5	187.9	179.3	187.5	171.3	176.8	168.1	145.9	141.3	145.9	146.5	153.1	162.1	203.8

¹ The hunting and fishing license numbers for Idaho for 1984 appeared to have been switched in the source material; based on this assumption, we have taken the liberty of correcting the reversal.

² The hunting and fishing license numbers for Nevada for 1989 appeared to have been switched in the source material; based on this assumption, we have taken the liberty of correcting the reversal.

Note: All license holder numbers are in thousands.

Source: USDI Fish & Wildlife Service (2009b).

Table 4-19b: National hunting license holders trends data (1994-2008).

	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006 ³	2007 ³	2008
United States	15,343.3	15,232.8	15,144.3	14,906.8	14,888.7	15,144.6	15,044.3	14,990.6	14,966.4	14,679.0	14,726.4	14,575.5	14,623.6	14,453.8	14,448.0
Idaho	247.1	235.4	234.9	234.4	228.0	250.2	249.2	246.8	246.3	245.4	250.6	254.7	255.1	255.1	256.7
Nevada	52.6	55.4	55.8	55.4	57.6	59.5	60.3	61.3	61.5	60.8	58.7	60.4	64.0	64.0	65.0
Utah	164.1	166.8	212.8	191.7	196.8	190.1	171.7	167.4	159.7	154.9	153.5	148.8	157.2	157.2	165.0
Wyoming	136.0	125.1	127.0	114.6	131.5	136.7	147.4	138.9	137.6	137.7	136.8	139.1	146.0	146.0	149.6

³ In the source material, 2006 and 2007 have identical data for most states; this is almost certainly a data entry error for one or both of the years.

Note: All license holder numbers are in thousands.

Source: USDI Fish & Wildlife Service (2009b).

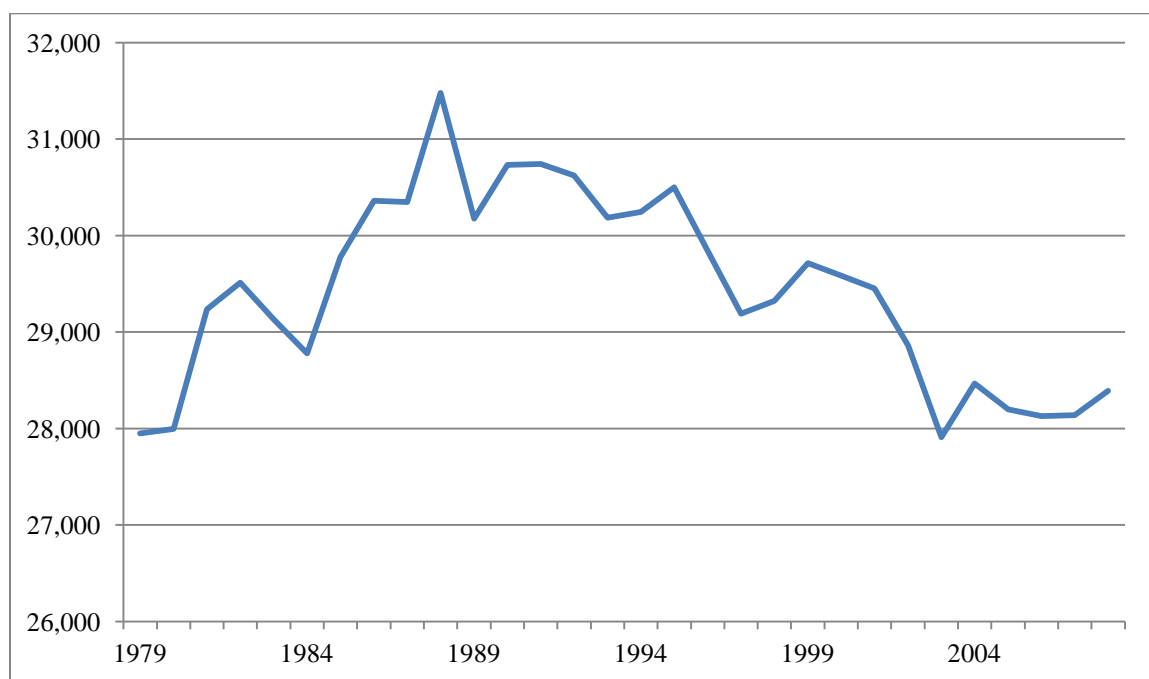


Figure 4-3: U.S. fishing license holders 1979-2008 (in thousands).

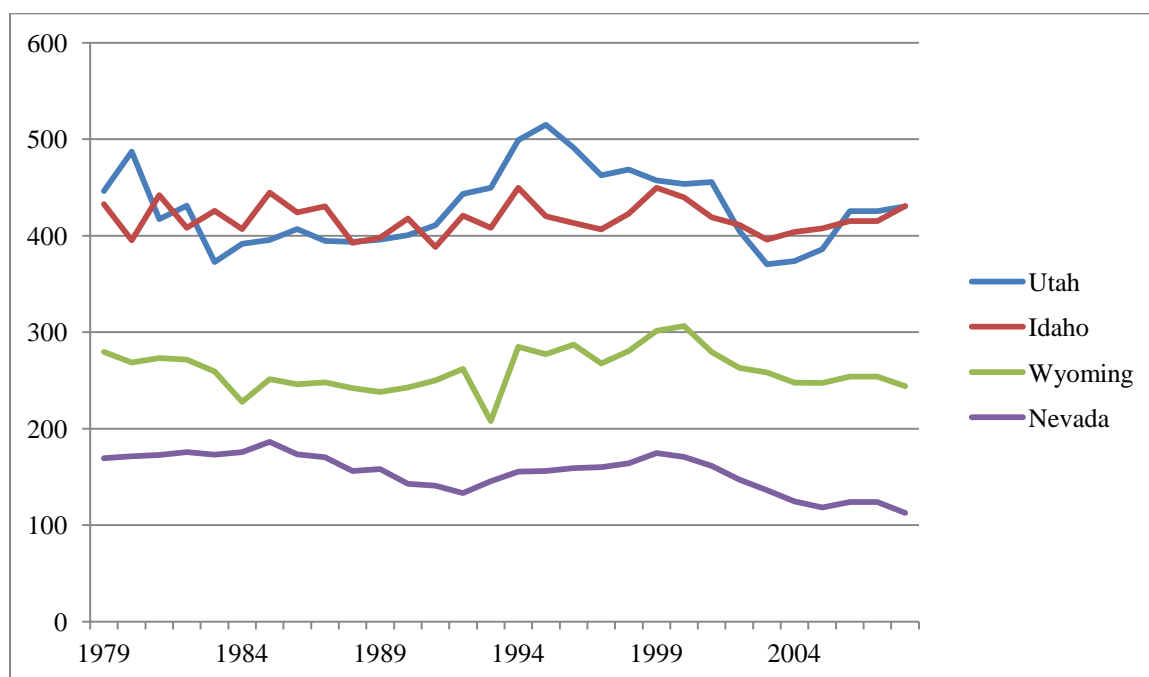


Figure 4-4: U.S. Fishing license holders by state 1979-2008 (in thousands).

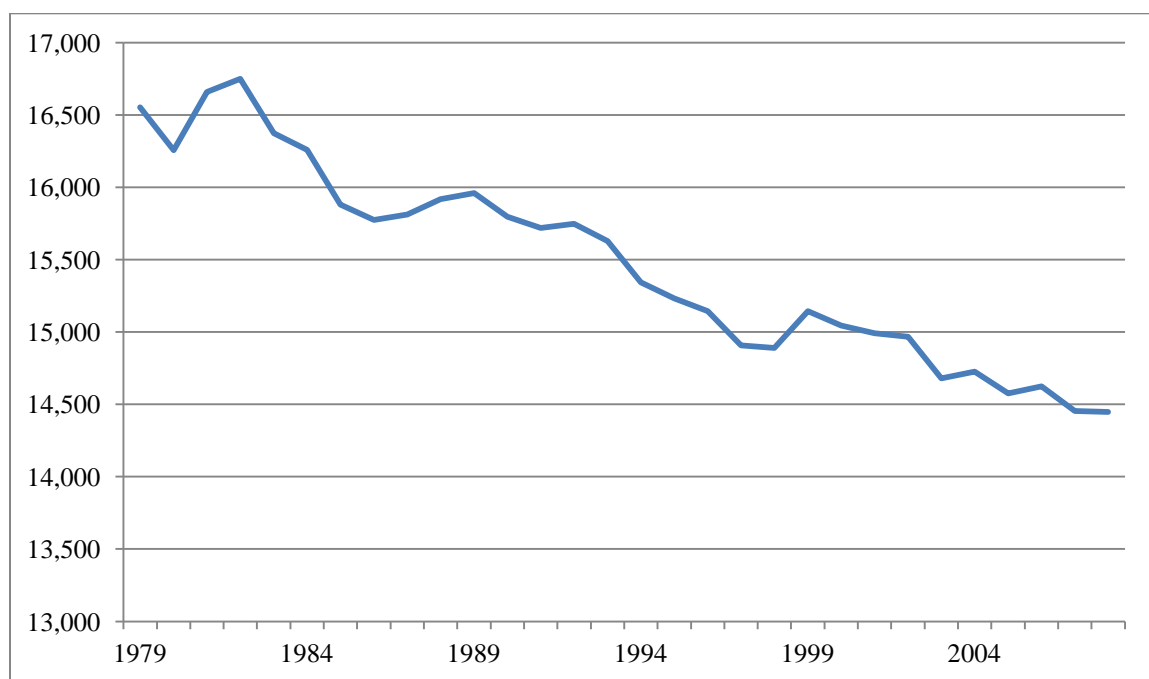


Figure 4-5: U.S. Hunting license holders 1979-2008 (in thousands).

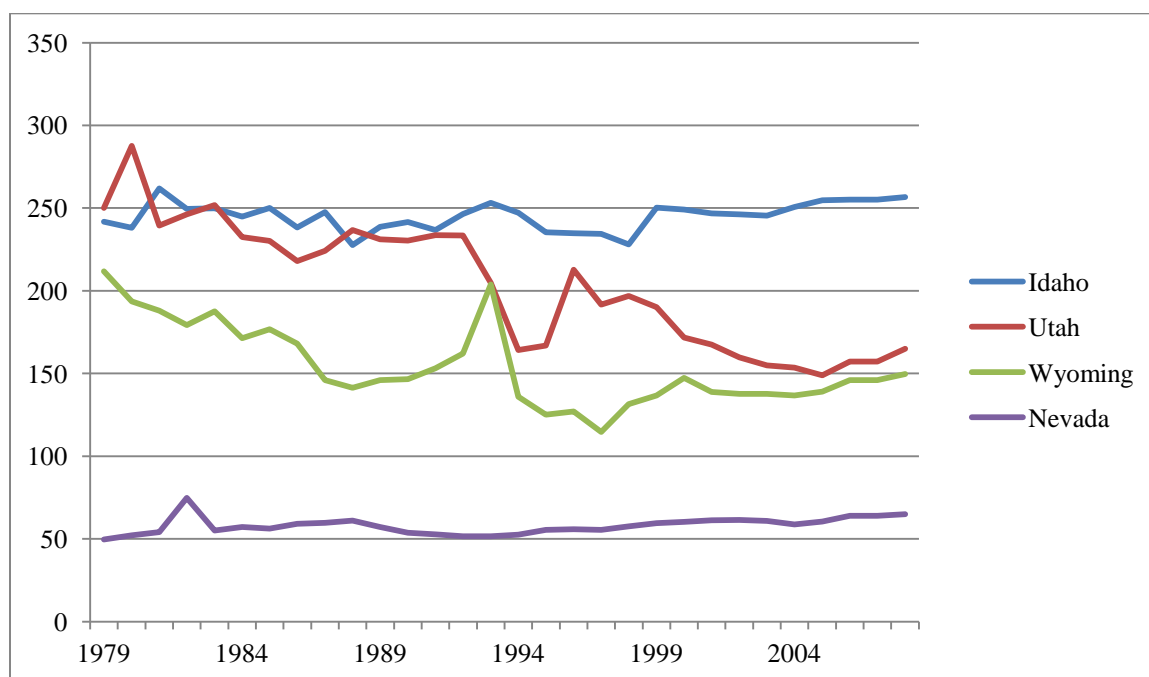


Figure 4-6: U.S. hunting license holders by state 1979-2008 (in thousands).

Comparison Between USFWS Survey Data and Hunting and Fishing License Holder Data

Figures 4-7 through 4-14 below compare the fishing and hunting license holder numbers to fishing and hunting participants estimated from the USFWS survey data discussed previously at the state level. This is useful because some individuals may not require licenses (e.g., U.S. servicemen and servicewomen on leave) depending on the state. In addition, this comparison has the potential to validate the accuracy of data (particularly the survey data).

Idaho

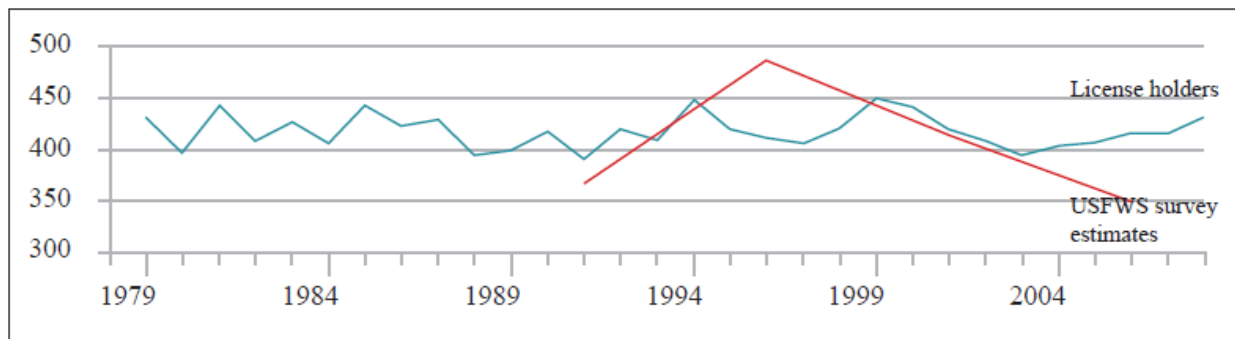


Figure 4-7: Comparison between Idaho fishing license holders (1979-2008) and estimates of anglers from the USFWS survey (in thousands).

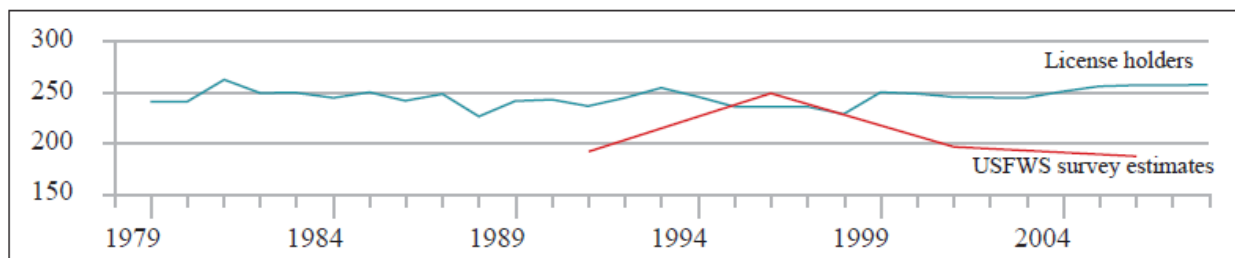


Figure 4-8: Comparison between Idaho hunting license holders (1979-2008) and estimates of hunters from the USFWS survey (in thousands).

Nevada

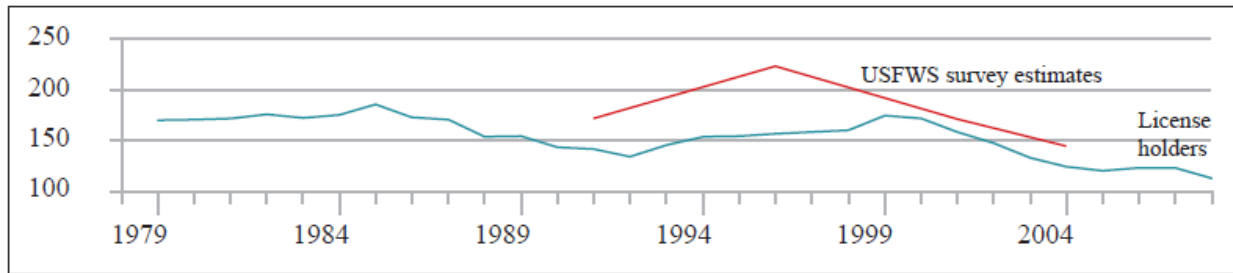


Figure 4-9: Comparison between Nevada fishing license holders (1979-2008) and estimates of anglers from the USFWS survey (in thousands).

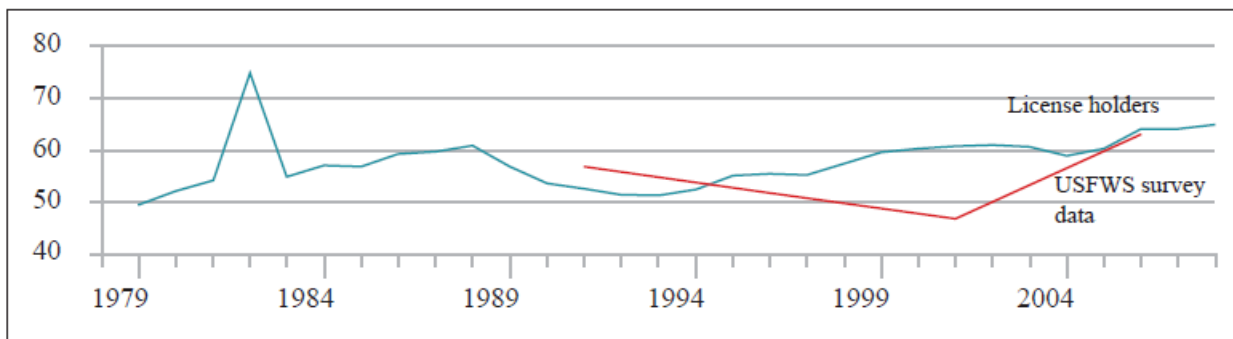


Figure 4-10: Comparison between Nevada hunting license holders (1979-2008) and estimates of hunters from the USFWS survey (in thousands).

Utah

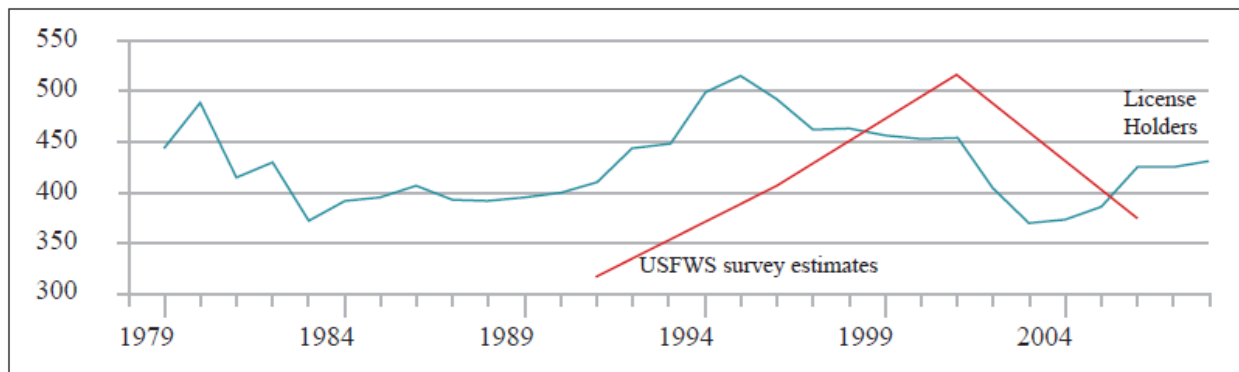


Figure 4-11: Comparison between Utah fishing license holders (1979-2008) and estimates of anglers from the USFWS survey (in thousands).

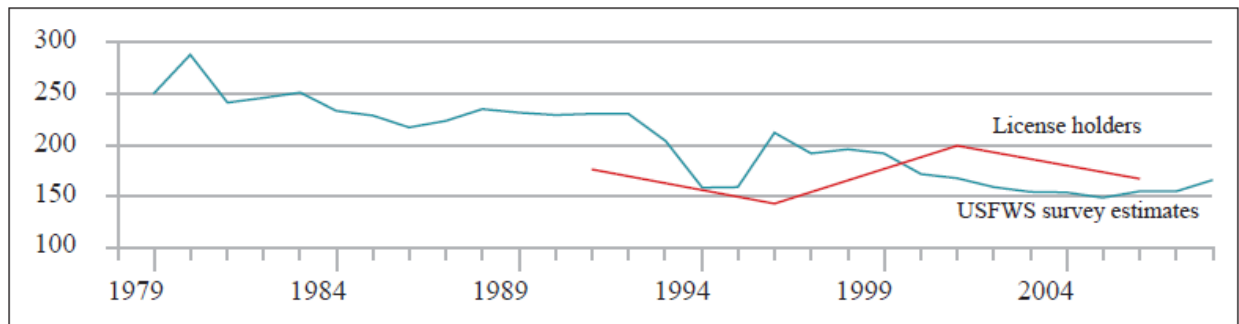


Figure 4-12: Comparison between Utah hunting license holders (1979-2008) and estimates of hunters from the USFWS survey (in thousands).

Wyoming

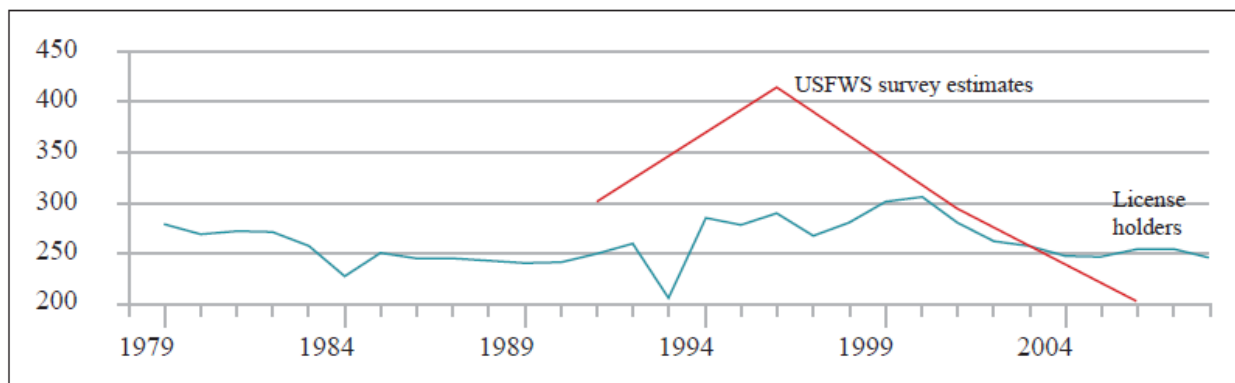


Figure 4-13: Comparison between Wyoming fishing license holders (1979-2008) and estimates of anglers from the USFWS survey (in thousands).

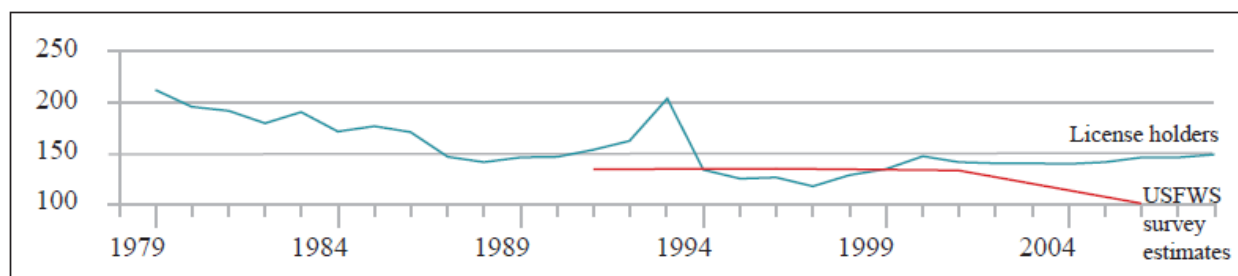


Figure 4-14: Comparison between Wyoming hunting license holders (1979-2008) and estimates of hunters from the USFWS survey (in thousands).

State Fish and Game Agency License and Permit Data

In addition to the hunting trends displayed above, data from Idaho, Utah, and Wyoming illustrate hunting license purchase trends in a greater depth (Tables 4-20a through 4-23). These data are divided based on the type of game pursued and may be helpful for USFS personnel desiring this level of detail for the three Region 4 states in question.

Table 4-20a: Idaho Fish and Game permit and tag sales by year (1990-1999).

	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
Fishing Permits										
Res. Salmon ¹	4,842	5,550	9,066	10,995	11,730	13,375	15,306	20,125	16,442	15,585
Res. Steelhead ¹	33,821	30,534	40,895	41,095	36,400	34,699	39,318	38,695	45,119	42,146
Non-res. Salmon/Steelhead	3,514	3,928	4,825	4,179	2,512	2,231	2,246	3,081	2,745	2,942
Res. Sturgeon ¹	3,616	4,109	4,868	5,368	6,162	6,523	6,108	6,674	0	0
Res. Waterfowl ¹	20,910	23,414	25,161	28,146	31,430	35,950	36,235	35,710	36,352	36,659
Res. Migratory Bird ¹							39,372	42,743	45,119	46,724
Res. Upland Game ¹	43,174	42,215	44,254	40,032	44,981	46,359	51,162	50,679	50,963	55,314
Res. Sage/Sharptail Grouse ¹	0	0	0	0	0	0	0	0	0	0
Turkey	4,418	7,305	9,942	12,624	14,815	17,312	19,802	19,694	21,751	25,642
Deer	172,872	166,358	178,377	171,389	152,504	153,774	134,272	143,871	135,516	137,515
Elk	95,550	88,093	96,955	98,487	76,814	75,654	100,527	107,233	106,316	105,573
Pronghorn	3,332	8,365	9,531	8,216	1,023	3,144	2,926	3,081	2,890	2,569
Bear	18,793	13,506	13,093	10,499	10,518	10,252	23,435	28,633	24,163	31,143
Mountain Lion	1,360	785	793	768	887	961	16,617	15,677	16,547	17,885
Mountain Goat	93	84	79	78	78	59	59	67	68	56
Bighorn Sheep	204	262	257	168	169	118	116	102	109	105
Moose	501	498	499	668	669	793	793	821	825	1003
Gray Wolf										
Sandhill Crane										
Resident Package (Deer, Elk, Bear)		3,863	5,005	5,021	5,463	5,769	5,885	6,316	6,944	5,944

¹ Non-resident figures are not listed for these permits.

Source: Data courtesy of Ed Mitchell and Craig Wiedmeier, Idaho Fish and Game.

Table 4-20b: Idaho Fish and Game permit and tag sales by year (2000-2009).

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Fishing Permits										
Res. Salmon ¹	22,628	41,126	34,346	31,814	33,977	25,704	24,767	24,366	30,292	30,298
Res. Steelhead ¹	42,008	50,828	57,412	56,243	53,655	52,377	51,799	53,037	53,320	55,001
Non-Res. Salmon/Steelhead	4,567	11,347	11,360	11,097	10,980	8,412	8,434	8,805	9,641	10,604
Sturgeon ¹	0	0	0	0	0	0	0	0	0	0
Res. Waterfowl ¹	19,602	0	0	0	0	0	0	0	0	0
Res. Migratory Bird ¹	49,323	48,354	47,686	54,561	49,352	48,048	49,739	49,506	45,287	43,217
Res. Upland Game ¹	23,155	0	0	0	0	0	0	0	0	0
Res. Sage/Sharptail Grouse ¹	12,975	12,925	13,757	22,877	17,731	17,416	17,412	16,090	14,704	13,016
Turkey	29,583	26,881	29,118	31,180	31,497	32,644	32,936	34,101	32,806	31,543
Deer	135,200	142,783	140,435	133,292	135,896	139,039	141,714	147,076	147,914	139,301
Elk	96,446	96,743	95,141	95,182	97,240	97,724	98,786	98,949	95,463	89,169
Pronghorn	2,563	2,801	2,829	2,797	2,964	2,991	3,236	3,478	3,553	3,355
Bear	30,472	29,274	31,159	32,015	33,163	33,670	34,350	36,851	34,404	33,249
Mountain Lion	19,330	19,449	20,640	20,588	21,694	22,483	23,202	23,357	23,101	22,188
Mountain Goat	54	54	47	39	40	57	56	49	7	45
Bighorn Sheep	93	89	79	73	74	84	82	86	85	87
Moose	1,001	1,158	1,150	1,221	1,241	1,092	1,094	1,157	1,166	1,022
Gray Wolf										26,433
Sandhill Crane					246	369	398	452	397	585
Resident Package (Deer, Elk, Bear)	1,886	0	0	0	0	0	0	0	0	0

¹ Non-resident figures are not listed for these permits.

Source: Data courtesy of Ed Mitchell and Craig Wiedmeier, Idaho Fish and Game.

Table 4-21a: Nevada Department of Wildlife license, tag, and stamp sales by year (1979-1980 through 1993-1994).

	1979 to 1980	1980 to 1981	1981 to 1982	1982 to 1983	1983 to 1984	1984 to 1985	1985 to 1986	1986 to 1987	1987 to 1988	1988 to 1989	1989 to 1990	1990 to 1991	1991 to 1992	1992 to 1993	1993 to 1994
Fishing	136,576	137,406	126,673	132,918	125,074	126,157	137,378	124,167	119,172	107,038	116,752	109,601	99,869	92,372	103,133
Trout Stamp	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	89,903	85,364	83,939	76,764	85,373
Combination	0	0	17,406	16,858	19,023	23,057	24,777	25,262	26,289	26,527	26,560	26,784	29,137	27,682	26,832
Hunting	52,236	54,017	51,731	40,646	42,409	35,132	30,507	39,136	36,773	38,439	34,063	31,517	27,804	27,145	25,867
Duck Stamp	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	15,600	13,170	13,109	10,087	11,401
Deer Tag	NA	NA	24,755	23,053	24,124	25,118	34,667	42,933	39,347	51,011	34,847	31,346	26,584	28,138	16,017
Elk Tag	NA	NA	14	15	13	49	95	103	129	182	200	243	240	210	215
Pronghorn Tag	NA	NA	745	811	757	718	891	976	1,039	1,342	1,378	1,475	1,913	1,925	1,569
Desert Bighorn Tag	NA	NA	89	89	110	119	126	130	134	136	133	134	126	113	123
California Bighorn Tag	NA	NA	0	0	0	3	3	3	3	4	3	3	5	10	12
Rocky Mtn. Bighorn Tag	NA	NA	0	0	0	0	3	4	2	2	2	2	1	0	0
Mountain Goat Tag	NA	NA	5	0	3	0	3	2	2	2	4	4	6	6	7
Mountain Lion Tag	281	374	589	580	379	459	490	459	507	507	623	430	619	497	544

Source: Nevada Department of Wildlife (2010).

Table 4-21b: Nevada Department of Wildlife license, tag, and stamp sales by year (1994-1995 through 2008-2009).

	1994 to 1995	1995 to 1996	1996 to 1997	1997 to 1998	1998 to 1999	1999 to 2000	2000 to 2001	2001 to 2002	2002 to 2003	2003 to 2004	2004 to 2005	2005 to 2006	2006 to 2007	2007 to 2008	2008 to 2009
Fishing	103,213	111,902	112,837	120,347	122,396	130,127	123,633	114,480	102,877	95,884	90,295	97,528	101,009	101,243	99,454
Trout Stamp	85,063	91,547	81,740	86,824	84,084	90,735	91,600	84,833	76,230	68,111	63,377	66,083	NA	NA	NA
Combination	27,013	28,694	30,246	31,190	31,714	34,029	34,357	35,273	34,784	32,912	29,478	28,871	29,874	29,871	29,023
Hunting	25,057	25,919	26,562	26,628	26,801	27,662	27,273	27,968	29,593	30,904	31,830	33,940	36,284	34,444	34,755
Duck Stamp	9,881	10,741	11,413	14,445	14,378	12,907	13,450	11,984	11,203	10,195	9,725	10,432	NA	NA	NA
Deer Tag	17,460	20,014	24,717	20,186	24,077	24,023	26,420	23,813	17,484	14,892	16,010	16,920	18,167	18,599	16,997
Elk Tag	240	306	510	783	1,119	1,274	1,621	1,359	1,836	1,821	1,972	2,616	2,360	3,080	2,723
Pronghorn Tag	1,299	1,387	1,211	1,173	1,283	1,521	1,615	1,518	1,682	1,846	1,921	2,393	2,705	2,737	2,476
Desert Bighorn Tag	125	126	126	113	113	126	132	143	140	133	138	148	154	172	175
California Bighorn Tag	20	25	32	35	41	47	43	37	41	39	35	38	41	43	42
Rocky Mtn. Bighorn Tag	0	2	2	3	5	5	4	3	3	6	6	6	6	9	13
Mountain Goat Tag	10	12	9	6	12	11	18	23	23	23	24	28	29	29	29
Mountain Lion Tag	554	618	617	1,007	767	789	1,052	936	1,191	1,354	1,392	1,183	1,487	1,721	3,768

Source: Nevada Department of Wildlife (2010).

Table 4-22a: Utah hunters afield by year and game pursued (1979-1993).

	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
Big Game															
Deer	222,127	222,542	225,173	237,836	245,618	199,428	217,114	202,549	210,516	248,685	235,712	231,432	222,981	228,747	146,008
Elk	38,069	19,621	21,425	22,342	21,659	29,008	29,287	29,483	31,758	37,930	38,861	43,263	47,082	47,924	48,372
Pronghorn	310	310	339	445	515	733	730	859	1,054	883	1,092	1,347	1,577	1,730	1,873
Moose	127	118	116	106	107	130	120	155	155	176	209	283	296	303	299
Bison	27	27	27	28	28	36	45	56	56	67	67	184	91	18	51
Desert Bighorn Sheep	18	19	18	11	10	14	15	14	12	15	12	15	13	11	17
Rocky Mountain Bighorn													3	3	6
Rocky Mountain Goat			1	1	3	4	3	4	4	4	5	6	6	8	7
Black Bear	196	177	227	188	176	184	230	302	262	394	556	119	119	124	136
Cougar ¹												527	525	525	591
Upland Game															
Band-Tailed Pigeon	62	62	67	51	NA	NA	NA	NA	NA	11	23	9	15	18	8
Chukar	15,210	15,100	12,907	11,326	10,418	9,846	7,930	9,397	11,276	11,237	10,910	11,195	10,577	11,125	10,128
Cottontail	33,385	25,156	25,906	26,714	22,467	18,616	14,059	13,992	20,322	24,076	22,878	23,070	21,137	20,509	17,578
Snowshoe Hare	6,787	4,048	3,554	4,245	3,544	3,796	3,365	3,277	3,702	4,725	4,895	4,095	3,427	3,732	2,755
Dove	34,903	32,627	30,060	31,756	28,258	30,573	28,183	26,583	22,553	22,457	21,696	22,700	22,632	18,021	19,725
Forest Grouse	21,993	19,511	14,329	12,384	13,414	11,511	12,646	12,117	14,831	16,947	16,987	14,591	14,421	15,000	12,029
Sage Grouse	16,927	15,219	10,083	8,997	9,201	8,283	7,586	7,233	7,060	8,499	9,002	9,014	8,018	7,393	6,594
Sharp-Tailed Grouse															
Hungarian Partridge	3,435	3,359	3,545	2,590	2,889	1,523	1,157	1,257	2,010	2,471	2,136	2,305	2,662	3,198	2,090
Quail	5,632	4,156	4,946	4,368	4,012	3,654	3,065	2,432	2,549	2,671	3,111	2,614	2,644	2,861	3,649
Pheasant	87,462	84,868	83,408	85,368	77,847	76,840	69,889	59,987	57,118	54,514	50,382	47,025	42,813	41,640	39,640
Sandhill Crane											60	53	70	0	33
White-Tailed Ptarmigan				21	13	20	10	14	9	15	3	11	13	11	10
Turkey													550	504	507

¹ The measure used for cougars was total permits purchased rather than hunters afield.

Sources: Bernales et al. (2008a; 2008b; 2008c; 2008d).

Table 4-22b: Utah hunters afield by year and game pursued (1994-2008).

	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Big Game															
Deer	89,980	103,071	109,394	112,391	112,389	99,851	103,336	96,524	102,718	90,770	86,505	85,931	88,452	82,747	91,750
Elk	50,976	43,598	41,074	47,370	46,861	52,637	49,905	45,176	43,164	46,098	44,251	40,615	41,975	46,442	49,742
Pronghorn	1,301	1,310	704	928	1,195	1,195	791	826	840	717	848	1,129	1,672	1,596	2,077
Moose	157	177	153	171	170	147	123	204	233	163	228	240	325	364	403
Bison	90	102	48	56	81	102	52	92	47	60	41	23	22	141	165
Desert Bighorn Sheep	19	30	29	29	31	32	33	30	40	44	42	40	41	45	41
Rocky Mountain Bighorn	6	6	6	3	5	4	9	12	13	13	12	13	20	22	27
Rocky Mountain Goat	10	12	19	19	19	20	29	30	36	41	46	65	93	96	93
Black Bear	153	156	174	176	181	199	194	NA	NA	NA	NA	NA	NA	NA	NA
Cougar ¹	659	791	872	1,496	1,180	1,021	887	1,442	1,463	1,325	1,006	1,404	1,092	1,211	1,162
Upland Game															
Band-Tailed Pigeon	13	59	37	58	68	49	53	86	58	107	60	52	71	69	63
Chukar	8,455	9,097	10,197	9,665	9,283	14,388	14,056	7,338	6,944	8,118	6,265	11,565	6,245	4,971	6,627
Cottontail	12,709	13,840	14,470	12,263	10,585	15,475	15,797	8,620	7,483	8,685	6,358	12,575	7,401	6,794	8,543
Snowshoe Hare	1,565	1,983	2,276	1,912	1,093	2,139	1,855	417	658	686	525	612	496	550	619
Dove	20,743	20,896	23,180	22,594	18,030	20,926	23,916	13,715	13,619	14,625	13,210	15,849	10,904	10,017	13,430
Forest Grouse	9,827	10,088	14,702	10,206	20,310	41,041	24,338	14,260	13,020	15,669	14,259	13,371	11,532	8,193	12,189
Sage Grouse	5,133	5,987	5,574	4,178	3,559	4,830	1,456	1,242	521	767	1,077	1,231	1,070	1,083	838
Sharp-Tailed Grouse					235	332	364	309	71	249	218	170	152	149	179
Hungarian Partridge	1,899	2,294	2,299	2,328	2,350	6,211	3,349	2,596	2,694	2,656	2,253	4,345	2,148	1,099	1,475
Quail	2,936	4,374	4,622	3,637	3,211	4,002	3,828	3,140	2,394	2,537	2,099	3,519	2,809	2,073	2,468
Pheasant	36,705	38,391	41,854	37,622	35,130	36,211	41,074	26,468	22,149	20,773	13,457	26,864	16,521	13,764	16,936
Sandhill Crane	39	41	39	42	42	82	99	107	86	79	67	76	105	141	157
White-Tailed Ptarmigan	4	20	12	18	45	34	65	114	59	114	61	98	61	58	61
Turkey	390	410	486	568	563	740	1,011	1,317	1,498	1,427	1,279	1,656	2,429	2,799	6,831

¹ The measure used for cougars was total permits purchased rather than hunters afield.

Sources: Bernales et al. (2008a; 2008b; 2008c; 2008d).

Table 4-23: Wyoming Game and Fish Department license sales by year (1998-2008).

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Fishing	475,996	488,928	497,338	400,996	368,952	361,976	356,252	349,979	357,662	362,918	315,152
Deer	76,452	79,419	85,960	85,624	85,200	84,557	82,049	84,533	88,405	91,014	89,540
Elk	61,607	63,028	63,596	62,493	62,013	59,428	58,182	56,550	57,682	59,384	60,626
Pronghorn	34,094	38,467	43,095	36,851	39,720	43,826	44,850	51,430	58,456	65,322	69,159
Bighorn Sheep	255	258	268	282	258	248	251	236	240	244	249
Moose	1,227	1,304	1,393	1,406	1,386	1,189	927	798	768	769	715
Mountain Goat	12	16	16	17	16	16	16	20	20	20	20
Bison	4	19	25	44	59	56	52	49	52	277	307
Black Bear	2,052	2,125	2,157	2,422	2,907	2,890	2,949	2,904	2,986	3,252	3,257
Mountain Lion	1,006	1,264	1,436	1,397	1,545	1,608	1,530	1,548	1,553	1,680	1,759
Turkey	3,718	5,082	7,235	7,509	7,182	7,674	8,404	7,960	8,146	8,733	8,915
Game Bird/ Small Game ¹	32,110	35,057	36,393	31,739	28,826	28,005	28,350	29,472	29,923	28,818	26,234

¹ Represents the sum of *Game Bird*, *Small Game*, and *Game Bird/Small Game* combination licenses sold.

Sources: Wyoming Game and Fish Department (2009; 2008; 2003).

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5: An Estimation of Selected Recreation Outfitting and Guiding Criteria for USFS Region 4 Forests

5a: Introduction

Methods: Internet Surveys

One aspect of gathering baseline information for the *Region 4 Outfitter & Guide Needs Assessment* was to survey recreation experts in regards to activities for which they have experience in guiding. This survey was designed to gain an understanding, from the point of view of outfitters and guides, concerning aspects of outfitted recreation activities.

Outfitters and guides that responded to the original telephone surveys were asked to provide an email address for a follow-up survey. The survey was developed using Survey Monkey, an internet-based survey company (see Appendix A). In May and June 2011, an invitation was sent to all of the provided emails, in which the purpose for the survey and a link to the survey was provided. A total of 155 email invitations were sent out, and 10 were sent back as undeliverable, for a total of 144 potential respondents. A thank you note was sent to respondents who completed the survey and a reminder for non-respondents to participate in the survey was sent out two more times about a week and a half to two weeks apart. A total of 78 outfitters and guides responded to the survey for a response rate of 54.2%.

Purpose of Study

The purpose of this research is to test the idea that underlying factors in an outdoor recreation activity on USFS—Region4 lands will assist planners in determining whether an outfitting/guiding company is best suited to serve the recreating public. Although this model may only be one part of assessing viability of an outfitted/guide service in an area, the hope is that administrators and managers will explore some of the aspects that recreationists consider when deciding to visit their area and whether visitors will be best served by an outfitter or guide.

Six factors, or aspects, involved in outdoor recreation were identified:

1. Skill needed to participate;
2. Cost of necessary equipment;
3. Resource impact by engaging in the activity;
4. Likelihood of accidental injury;
5. Complexity of USFS rules and regulations; and
6. Access difficulty for both ambulatory and non-ambulatory visitors.

Two additional items that may be of interest to USFS permit administrators were also included. Respondents were asked whether or not they felt the number of outfitters in the area where they operate was adequate. They were also asked to gauge the public's interest in having outfitted or guide services for the various recreation activities.

The 78 respondents identified 30 guided outdoor recreation activities from the list provided on the survey instrument (Appendix A) and rated the eight items or aspects described above. The

following notes are referenced with a superscript number in the first column on Tables 5b-1 through 5b-33 in the next section.

¹Skill = Skill required for activity:

- 1 = An individual can easily learn on their own.
- 2 = An individual needs direction from others.
- 3 = Requires technical training.

²Equipment = Equipment required for activity:

- 1 = Low cost to acquire.
- 2 = Moderate cost to acquire.
- 3 = High cost to acquire.

³Impacts = Potential for resource impacts from activity:

- 1 = Activity has little impact to the resource.
- 2 = Activity has moderate impact to the resource.
- 3 = Activity has high impact to the resource.

⁴ Safety concerns for activity:

- 1 = Low chance of accidents.
- 2 = Moderate chance of accidents.
- 3 = High chance of accidents.

⁵ Knowledge needed of rules and regulations for activity:

- 1 = Minimal number of rules and regulations.
- 2 = Moderate number of rules and regulations.
- 3 = High number of rules and regulations.

⁶ Guides for activity provide access to the backcountry for those lacking skills, knowledge, or ability to do so on their own:

- 1 = Guides do not improve accessibility.
- 2 = Guides may provide improved accessibility.
- 3 = Without guides this activity would not be accessible.

⁷ Competition from other outfitters offering activity in your area:

- 1 = No other outfitters offering services.
- 2 = Few competing outfitters.
- 3 = Many competing outfitters.

⁸ Demand for outfitted activity in your is:

- 1 = Little public interest.
- 2 = Moderate public interest.
- 3 = High public interest.

5b: Internet Survey Results

OUTFITTERS AND GUIDES: OUTDOOR RECREATION EXPERT SURVEY

Jeep tours

One individual from the Dixie National Forest responded as an outfitter/guide offering jeep tours (Table 5b-1).

Table 5b-1: Responses for Jeep tours^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	0 (0%)	1 (100%)	0 (0%)
Equipment ²	0 (0%)	0 (0%)	1 (100%)
Impacts ³	0 (0%)	0 (0%)	1 (100%)
Safety ⁴	0 (0%)	1 (100%)	0 (0%)
Rules ⁵	0 (0%)	0 (0%)	1 (100%)
Accessibility ⁶	0 (0%)	1 (100%)	0 (0%)
Competition ⁷	0 (0%)	0 (0%)	1 (100%)
Demand ⁸	0 (0%)	1 (100%)	0 (0%)

^aN=1

^bCells show the number of respondents and percent of respondents in parenthesis.

ATV tours

Two individuals from the Uinta-Wasatch-Cache National Forest responded as outfitters/guides offering ATV tours (Table 5b-2).

Table 5b-2: Responses for ATV tours^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	0 (0%)	2 (100%)	0 (0%)
Equipment ²	0 (0%)	0 (0%)	2 (100%)
Impacts ³	0 (0%)	1 (50%)	1 (50%)
Safety ⁴	0 (0%)	2 (100%)	0 (0%)
Rules ⁵	1 (50%)	1 (50%)	0 (0%)
Accessibility ⁶	0 (0%)	2 (100%)	0 (0%)
Competition ⁷	0 (0%)	1 (50%)	1 (50%)
Demand ⁸	0 (0%)	1 (50%)	1 (50%)

^aN=2

^bCells show the number of respondents and percent of respondents in parenthesis.

One guide commented:

“Guides prevent ATV's from going into closed areas and keep impact low.”

Dirt Bike Tours

One individual from the Manti-La Sal National Forest responded as an outfitter/guide offering dirt bike tours (Table 5b-3).

Table 5b-3: Responses for dirt bike tours^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	0 (0%)	0 (0%)	1 (100%)
Equipment ²	0 (0%)	1 (100%)	0 (0%)
Impacts ³	1 (100%)	0 (0%)	0 (0%)
Safety ⁴	0 (0%)	1 (100%)	0 (0%)
Rules ⁵	0 (0%)	0 (0%)	1 (100%)
Accessibility ⁶	0 (0%)	0 (0%)	1 (100%)
Competition ⁷	0 (0%)	1 (100%)	0 (0%)
Demand ⁸	0 (0%)	0 (0%)	1 (100%)

^aN=1

^bCells show the number of respondents and percent of respondents in parenthesis.

Dog Sledding

One individual from the Uinta-Wasatch-Cache National Forest responded as an outfitter/guide offering dog sledding (Table 5b-4).

Table 5b-4: Responses for dog sledding^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	0 (0%)	0 (0%)	1 (100%)
Equipment ²	0 (0%)	0 (0%)	1 (100%)
Impacts ³	0 (0%)	1 (100%)	0 (0%)
Safety ⁴	0 (0%)	1 (100%)	0 (0%)
Rules ⁵	0 (0%)	1 (100%)	0 (0%)
Accessibility ⁶	0 (0%)	0 (0%)	1 (100%)
Competition ⁷	0 (0%)	1 (100%)	0 (0%)
Demand ⁸	0 (0%)	0 (0%)	1 (100%)

^aN=1

^bCells show the number of respondents and percent of respondents in parenthesis

The outfitter/guide commented:

“At least one outfitter has been running commercial dogsledding tours at Smith and Morehouse/other locations on Mirror Lake with no permit.”

River rafting

Ten individuals responded as outfitters/guides offering river rafting. Results are shown on Table 5b-5. There were outfitters from eight of the National Forests who participated in the survey. The Salmon-Challis National Forest had the most respondents with five. Bridger-Teton had three respondents; Caribou-Targhee, Payette, and Sawtooth National Forests had two respondents each; and Humboldt-Toiyabe and Manti-La Sal each had one respondent.

Table 5b-5: Responses for river rafting^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	0 (0%)	5 (50%)	5 (50%)
Equipment ²	0 (0%)	2 (20%)	8 (80%)
Impacts ³	8 (80%)	2 (20%)	0 (0%)
Safety ⁴	3 (30%)	7 (70%)	0 (0%)
Rules ⁵	2 (20%)	3 (30%)	5 (50%)
Accessibility ⁶	0 (0%)	5 (50%)	5 (50%)
Competition ⁷	0 (0%)	4 (40%)	6 (60%)
Demand ⁸	0 (0%)	5 (50%)	5 (50%)

^aN=10

^bCells show the number of respondents and percent of respondents in parenthesis.

One guide commented:

I have been a professional river guide for 46 years, and have been a professional river outfitter for 35 years. Americans love the great family rafting trip, and the people who book these trips rely on outfitters to provide safe services, great camps, and terrific meals. Private boaters make up a big part of the rafting public, and their needs are very different. Outfitted clients are a wonderful and economically and politically influential addition to the constituency of people who support wild and scenic rivers, public lands, wilderness, National Parks....

Horseback riding

Seven individuals responded as an outfitters/guides offering horseback riding (Table 5b-6). There were outfitters from six of the National Forests who participated in the survey. The Uinta-Wasatch-Cache National Forest had the most respondents with three. The Ashley and Salmon-Challis National Forests each had two respondents, and Bridger-Teton, Dixie, and Manti-La Sal National Forests each had one respondent.

Table 5b-6: Responses for horseback riding^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	0 (0%)	6 (85.7%)	1 (14.3%)
Equipment ²	0 (0%)	1 (14.3%)	6 (85.7%)
Impacts ³	3 (42.9%)	4 (57.1%)	0 (0%)
Safety ⁴	0 (0%)	6 (85.7%)	1 (14.3%)
Rules ⁵	1 (14.3%)	5 (71.4%)	1 (14.3%)
Accessibility ⁶	0 (0%)	5 (71.4%)	2 (28.6%)
Competition ⁷	0 (0%)	6 (85.7%)	1 (14.3%)
Demand ⁸	0 (0%)	3 (42.9%)	4 (57.1%)

^aN=7

^bCells show the number of respondents and percent of respondents in parenthesis.

One respondent stated:

I believe horseback riding is as critical to outdoor forest enjoyment as ANY other recreational pursuit. Compared with other mechanical means of enjoying the forest, horses have very little impact and are more socially acceptable, in my opinion. Horses are so expensive to maintain on an annual basis that I believe outfitters offering horseback riding and horseback related activities make horseback enjoyment affordable to an average family who lives in the city.

Pack trips

Nine individuals responded as outfitters/guides offering pack trips (Table 5b-7). There were outfitters from eight of the National Forests who participated in the survey, and some outfitters operated in multiple National Forests. The Salmon-Challis National Forest had the most respondents with three. The Ashley National Forest had two respondents; Dixie, Fishlake, Humboldt-Toiyabe, Manti-La Sal Sawtooth, and Uinta-Wasatch-Cache National Forests each had one respondent.

Table 5b-7: Responses for pack trips^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	0 (0%)	6 (66.7%)	3 (33.3%)
Equipment ²	1 (11.1%)	1 (11.1%)	7 (77.8%)
Impacts ³	4 (44.4%)	5 (55.6%)	0 (0%)
Safety ⁴	2 (22.2%)	7 (77.8%)	0 (0%)
Rules ⁵	0 (0%)	8 (88.9%)	1 (11.1%)
Accessibility ⁶	0 (0%)	5 (55.6%)	4 (44.4%)
Competition ⁷	1 (11.1%)	8 (88.9%)	0 (0%)
Demand ⁸	0 (0%)	6 (66.7%)	3 (33.3%)

^aN=9

^bCells show the number of respondents and percent of respondents in parenthesis.

University/School class trips

Four individuals responded as outfitters/guides offering university/class trips (Table 5b-8). There were outfitters from five of the National Forests who participated in the survey, and some outfitters operated in multiple National Forests. The Bridger-Teton National Forest had the most respondents with three. The Caribou-Targhee, Payette, and Salmon-Challis National Forests had two respondents each; Sawtooth National Forest had one respondent.

Table 5b-8: Responses for university/school class trips^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	0 (0%)	1 (100%)	0 (0%)
Equipment ²	0 (0%)	2 (50%)	2 (50%)
Impacts ³	2 (50%)	2 (50%)	0 (0%)
Safety ⁴	1 (25%)	3 (75%)	0 (0%)
Rules ⁵	0 (0%)	1 (25%)	3 (75%)
Accessibility ⁶	0 (0%)	3 (75%)	1 (25%)
Competition ⁷	0 (0%)	1 (100%)	0 (0%)
Demand ⁸	0 (0%)	2 (50%)	2 (50%)

^aN=4

^bCells show the number of respondents and percent of respondents in parenthesis.

Ice climbing

One individual from the Uinta-Wasatch-Cache National Forest responded as an outfitter/guide offering ice climbing (Table 5b-9).

Table 5b-9: Responses for ice climbing^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	0 (0%)	0 (0%)	1 (100%)
Equipment ²	0 (0%)	1 (100%)	0 (0%)
Impacts ³	1 (100%)	0 (0%)	0 (0%)
Safety ⁴	0 (0%)	0 (0%)	1 (100%)
Rules ⁵	0 (0%)	1 (100%)	0 (0%)
Accessibility ⁶	0 (0%)	1 (100%)	0 (0%)
Competition ⁷	0 (0%)	1 (100%)	0 (0%)
Demand ⁸	0 (0%)	1 (100%)	0 (0%)

^aN=1

^bCells show the number of respondents and percent of respondents in parenthesis.

Hunting trips

Eighteen individuals responded as outfitters/guides offering hunting trips (Table 5b-10). There were outfitters from nine of the National Forests that participated in the survey, and some outfitters operated in multiple National Forests. The Humboldt-Toiyabe National Forest had the most respondents with four. The Dixie, Manti-La Sal, Salmon-Challis, Uinta-Wasatch-Cache National Forests had three respondents each; Ashley National Forest had two respondents; Bridger-Teton and Sawtooth National Forests had one respondent each.

Table 5b-10: Responses for hunting trips^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	1 (5.6%)	12 (66.7%)	5 (27.8%)
Equipment ²	0 (0%)	9 (50%)	9 (50%)
Impacts ³	13 (72.2%)	5 (27.8%)	0 (0%)
Safety ⁴	8 (44.4%)	9 (50%)	1 (5.6%)
Rules ⁵	1 (5.6%)	8 (44.4%)	9 (50%)
Accessibility ⁶	1 (5.6%)	13 (72.2%)	4 (22.2%)
Competition ⁷	1 (5.6%)	10 (55.6%)	7 (38.9%)
Demand ⁸	1 (5.6%)	10 (55.6%)	7 (38.9%)

^aN=18

^bCells show the number of respondents and percent of respondents in parenthesis.

Comments from guides included:

It's Not the Legal Outfitters that bring the competition, it is the illegal ones that cause the most problem up in your area that you're assigned to. The illegal outfitters don't follow any Rules, Forest OR fish and game. And it gives a BIG BLACK EYE to the industry.

Hunting Outfitters/Guides in Idaho are licensed and permitted to specific hunting units and areas unlike Utah. Our demand for service is specific to an area is some cases because tags are specific to certain hunting units such as Elk, Goat, Sheep, Moose, and Antelope. More and more sportsmen and women are spending less and less time with their weapons of choice therefore; I see an ever increasing need for outfitter services in order to educate clients and increase success, i.e. harvest. Also, access to country by horseback is essential in this area. Access is limited without the use of livestock, which our seasoned mountain horses provide to the hunting public. IDF&G manage harvest numbers based upon established criteria and objectives for each Region of the state. Therefore there are no wildlife resource impacts associated with this activity.

Because the state wildlife agencies dictate the number of hunters that are allowed in the woods at any given time due to quotas on permit tags, limiting or increasing guiding permits has little or no effect on the USFS resources. A certain percentage of the general hunting public use guides and outfitters, so they decide which outfitters are spending time on the forest. For example, if the USFS issued 100 special use permits for guiding and outfitting elk hunters in a particular area and that area was issued 100 permit tags for elk then approximately 10 people would hire a guide. They would choose from the 10 outfitters that were permitted and that is how many outfitters would be guiding on USFS for that particular season. It really doesn't matter if there are 50 or 1000 permitted outfitters, as long as the permits are limited by the state game agency, only a small portion of guides will be used by the people that require them. The better guides will get the work and the others will eventually stop applying and paying for USFS permits. In some states that I work in, they allow unlimited amount of outfitter permits (AZ) and in some states they allow very limited amount of outfitter permits (NV). I believe that AZ does it the best way because it allow the general hunting public to decide which outfitter to choose for their trip, instead of having to choose from a very small pool of permitted outfitters like in NV. In both states the special use permits issued by the USFS don't limit the number of people that use a guide, but Nevada limits who you have to choose from. I believe that allows for complacency on the part of the outfitters in NV because they don't have as much competition as the outfitters in AZ.

One outfitter/guide that operates on the Humboldt-Toiyabe wrote:

On Nevada USFS land the guides are limited so the demand for guides is high. We are constantly turning away hunts because we do not carry all of the permits. The permitted guides cannot and do not keep up with the demand, but control who guides where. Not sure why this is because the guides should not control the land, such as BLM anyone can guide statewide with no issues. Why does the USFS limit the guides working the area? It amounts to loss revenue for everyone, doesn't make any sense! Government land is for the people! All people, why can only a few use it? Once the Department of Wildlife issues the tags the tag holders are going to hunt regardless if they are guided or not. Doesn't it make sense to have people who know and follow all of the rules and are held at a higher standard hunt them on our land??? Stop the grandfathered in attitude and let everyone use the land so everyone benefits from it, not just a few.

Another respondent said:

“Outfitters and guides have always and will continue to be available for the hunters that do not have the resources to venture into wilderness areas and back country that is not accessible by motorized means.”

Fishing trips

Eleven individuals responded as outfitters/guides offering fishing trips (Table 5b-11). There were outfitters from five of the National Forests who participated in the survey, and some outfitters operated in multiple National Forests. The Ashley, Bridger-Teton, and Humboldt-Toiyabe National Forests had the most respondents with three each. The Dixie and Salmon-Challis National Forests had one respondent each.

Table 5b-11: Responses for fishing trips^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	0 (0%)	8 (72.7%)	3 (27.3%)
Equipment ²	1 (9.1%)	10 (90.9%)	0 (0%)
Impacts ³	9 (81.8%)	1 (9.1%)	1 (9.1%)
Safety ⁴	5 (45.5%)	6 (54.5%)	0 (0%)
Rules ⁵	0 (0%)	6 (54.5%)	5 (45.5%)
Accessibility ⁶	1 (9.1%)	10 (90.9%)	0 (0%)
Competition ⁷	0 (0%)	6 (54.5%)	5 (45.5%)
Demand ⁸	0 (0%)	4 (36.4%)	7 (63.6%)

^aN=11

^bCells show the number of respondents and percent of respondents in parenthesis.

Comments from guides included:

“The Forest Service in our area needs to open up more waters for commercial guided trips so use is spread out.”

“We educate our clients on non-native invasive species (snails/mussels), keeping equipment clean (avoiding transfer), safety, minimal impact and etiquette.”

“Guides should not allow customers to kill fish on guided fishing trips. Catch and Release should be promoted”

“Fly fishing needs to be a separate category. Most anglers need help with hatches as well as techniques unique to fly fishing as well as best water to fish.”

“With the country in a deep recession and unemployment at record highs in this area, the Federal Government, through the US Forest Service, is denying people like me who want to work the ability to work due to their restrictive permit process!”

Snowmobile Trips

Four individuals responded as outfitters/guides offering snowmobile trips (Table 5b-12). There were outfitters from two of the National Forests that participated in the survey, and some outfitters operated in multiple National Forests. The Uinta-Wasatch-Cache National Forest had three respondents and the Bridger-Teton National Forest had one respondent.

Table 5b-12: Responses for Snowmobile trips^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	0 (0%)	4 (100%)	0 (0%)
Equipment ²	0 (0%)	0 (0%)	4 (100%)
Impacts ³	4 (100%)	0 (0%)	0 (0%)
Safety ⁴	1 (25%)	2 (50%)	1 (25%)
Rules ⁵	2 (50%)	2 (50%)	0 (0%)
Accessibility ⁶	0 (0%)	4 (100%)	0 (0%)
Competition ⁷	0 (0%)	3 (75%)	1 (25%)
Demand ⁸	0 (0%)	2 (50%)	2 (50%)

^aN=4

^bCells show the number of respondents and percent of respondents in parenthesis.

Wilderness trips

Twenty-two individuals responded as outfitters/guides offering fishing wilderness trips (Table 5b-13). There were outfitters from all Region 4 National Forests that participated in the survey, and some outfitters operated in multiple National Forests. The Salmon-Challis National Forest had the most respondents with five. The Bridger-Teton, Fishlake, and Payette National Forests had four respondents each. The Ashley, Dixie, Humboldt-Toiyabe, and Sawtooth National Forests had three respondents each. The Caribou-Targhee and Uinta-Wasatch-Cache National Forests each had two respondents. The Boise National Forest had one respondent

Table 5b-13: Responses for wilderness trips^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	2 (9.1%)	16 (72.7%)	4 (18.2%)
Equipment ²	2 (9.1%)	16 (72.7%)	4 (18.2%)
Impacts ³	13 (59.1%)	9 (40.9%)	0 (0%)
Safety ⁴	8 (36.4%)	11 (50%)	3 (13.6%)
Rules ⁵	1 (4.5%)	14 (63.6%)	7 (31.8%)
Accessibility ⁶	0 (0%)	20 (90.9%)	2 (9.1%)
Competition ⁷	2 (9.1%)	15 (68.2%)	5 (22.7%)
Demand ⁸	1 (4.5%)	16 (72.7%)	5 (22.7%)

^aN=22

^bCells show the number of respondents and percent of respondents in parenthesis.

Comments from guides included:

To minimize resource impact, ensure compliance with applicable rules and regulations regarding permitting and travel in wilderness areas and to minimize risk guides and instructors are vital to educating the public about wilderness trips and travel. Outdoor education schools and organizations provided a valuable resource to the public and land agencies in education and skill acquisition and development.

The public interest is gaining with the addition of more wilderness areas and limited access. Licensed Outfitters offer access with higher safety and knowledge for the resource areas.

Better communication between outfitters and the forest service would be helpful. A better understanding of the horse trail system on the forest, by the forest service would be helpful also. There are trails that are unsafe, especially for novice horse people, on this district. This is not a complaint, just a needed comment.

Every year we encounter people attempting to utilize the wilderness without a guide who are either lost, injured, are out of food because they misjudged the amount of time it would take to navigate the terrain, have a sick/injured horse or horse that has lost shoes and assorted other problems most having to do with poor planning and equipment and/or lack of knowledge of the area.

We do wilderness therapy. So wilderness trips with the backpacking component. Lots of rules and policies. Can be cheap and can be minimal impact if done right. Getting the education and knowing the area.

Environmental Education

One individual from the Dixie National Forest responded as an outfitter/guide environmental education (Table 5b-14).

Table 5b-14: Responses for environmental education^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	0 (0%)	1 (100%)	0 (0%)
Equipment ²	0 (0%)	1 (100%)	0 (0%)
Impacts ³	1 (100%)	0 (0%)	0 (0%)
Safety ⁴	0 (0%)	1 (100%)	0 (0%)
Rules ⁵	0 (0%)	1 (100%)	0 (0%)
Accessibility ⁶	0 (0%)	1 (100%)	0 (0%)
Competition ⁷	0 (0%)	0 (0%)	1 (100%)
Demand ⁸	0 (0%)	1 (100%)	0 (0%)

^aN=1

^bCells show the number of respondents and percent of respondents in parenthesis.

Camping

Three individuals responded as outfitters/guides offering camping (Table 5b-15). There were outfitters from four of the National Forests who participated in the survey, and some outfitters/guides operated in multiple National Forests. The Ashley, Humboldt-Toiyabe, Salmon-Challis, and Uinta-Wasatch-Cache National Forests each had one respondent.

Table 5b-15: Responses for camping^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	2 (66.7%)	1 (33.3%)	0 (0%)
Equipment ²	1 (33.3%)	2 (66.7%)	0 (0%)
Impacts ³	1 (33.3%)	1 (33.3%)	1 (33.3%)
Safety ⁴	1 (33.3%)	2 (66.7%)	0 (0%)
Rules ⁵	1 (33.3%)	1 (33.3%)	1 (33.3%)
Accessibility ⁶	0 (0%)	3 (100%)	0 (0%)
Competition ⁷	0 (0%)	2 (66.7%)	1 (33.3%)
Demand ⁸	0 (0%)	0 (0%)	3 (100%)

^aN=3

^bCells show the number of respondents and percent of respondents in parenthesis.

Backcountry skiing

Seven individuals responded as outfitters/guides offering backcountry skiing (Table 5b-16). There were outfitters from six Region 4 National Forests who participated in the survey, and some outfitters/guides operated in multiple National Forests. The Uinta-Wasatch-Cache National Forest had the most respondents with three. Bridger-Teton and Caribou-Targhee National Forests each had two respondents. Payette, Salmon-Challis, and Sawtooth National Forests each had one respondent.

Table 5b-16: Responses for backcountry skiing^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	0 (0%)	1 (14.3%)	6 (85.7%)
Equipment ²	0 (0%)	5 (71.4%)	2 (28.6%)
Impacts ³	7 (100%)	0 (0%)	0 (0%)
Safety ⁴	0 (0%)	6 (85.7%)	1 (14.3%)
Rules ⁵	4 (57.1%)	2 (28.6%)	1 (14.3%)
Accessibility ⁶	0 (0%)	6 (85.7%)	1 (14.3%)
Competition ⁷	2 (28.6%)	4 (57.1%)	1 (14.3%)
Demand ⁸	1 (14.3%)	5 (71.4%)	1 (14.3%)

^aN=7

^bCells show the number of respondents and percent of respondents in parenthesis.

Comments from guides included:

“Current guide and outfitters seem to be effective in meeting rising demand.”

“Dangers are dramatically increased without backcountry ski guides or sufficient training.”

Mountain Biking

Five individuals responded as outfitters/guides offering mountain biking (Table 5b-17). There were outfitters/guides from six National forests who participated in the survey, and some outfitters/guides operated in multiple National Forests. The Bridger-Teton National Forest had the most respondents with two. Caribou-Targhee, Salmon-Challis, Sawtooth, and Uinta-Wasatch-Cache National Forests each had one respondent

Table 5b-17: Response for mountain biking^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	2 (40%)	3 (60%)	0 (0%)
Equipment ²	0 (0%)	4 (80%)	1 (20%)
Impacts ³	1 (20%)	4 (80%)	0 (0%)
Safety ⁴	0 (0%)	4 (80%)	1 (20%)
Rules ⁵	1 (20%)	4 (80%)	0 (0%)
Accessibility ⁶	0 (0%)	5 (100%)	0 (0%)
Competition ⁷	1 (20%)	4 (80%)	0 (0%)
Demand ⁸	1 (20%)	1 (20%)	3 (60%)

^aN=5

^bCells show the number of respondents and percent of respondents in parenthesis.

Comments from guides included:

“The education guides provide to the public significantly reduces the potential impact from mountain bikes. They keep riders on the trails and discuss when not to ride (muddy trails, etc.).”

“This applies more to the BLM than the FS...Bikers are camping on the mesa's without facilities. I am concerned with the damage that they do. I wish that camping and rest rooms would be provided (with a fee) on Gooseberry Mesa east of Hurricane, UT.”

Hang gliding

Two individuals responded as outfitters/guides offering hang gliding (Table 5b-18). There were outfitters/guides from two of the National Forests who participated in the survey, and some outfitters/guides operated on multiple National Forests. The Caribou-Targhee and Sawtooth National Forests each had one respondent.

Table 5b-18: Responses for hang gliding^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	0 (0%)	0 (0%)	2 (100%)
Equipment ²	0 (0%)	1 (50%)	1 (50%)
Impacts ³	2 (100%)	0 (0%)	0 (0%)
Safety ⁴	0 (0%)	2 (100%)	0 (0%)
Rules ⁵	1 (50%)	1 (50%)	0 (0%)
Accessibility ⁶	0 (0%)	1 (50%)	1 (50%)
Competition ⁷	2 (100%)	0 (0%)	0 (0%)
Demand ⁸	0 (0%)	2 (100%)	0 (0%)

^aN=2

^bCells show the number of respondents and percent of respondents in parenthesis.

Kayaking

Two individuals responded as outfitters/guides offering kayaking (Table 5b-19). There were outfitters/guides from five of the National Forests who participated in the survey, and some outfitters/guides operated in multiple National Forests. The Payette National Forest had the most respondents with two. The Bridger-Teton, Caribou-Targhee, Salmon-Challis and Sawtooth National Forests each had one respondent.

Table 5b-19: Responses for kayaking^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	0 (0%)	1 (50%)	1 (50%)
Equipment ²	0 (0%)	2 (100%)	0 (0%)
Impacts ³	2 (100%)	0 (0%)	0 (0%)
Safety ⁴	0 (0%)	2 (100%)	0 (0%)
Rules ⁵	1 (50%)	1 (50%)	0 (0%)
Accessibility ⁶	0 (0%)	2 (100%)	0 (0%)
Competition ⁷	0 (0%)	2 (100%)	0 (0%)
Demand ⁸	0 (0%)	1 (50%)	1 (50%)

^aN=2

^bCells show the number of respondents and percent of respondents in parenthesis.

Rock climbing

Six individuals responded as outfitters/guides offering rock climbing (Table 5b-20). There were outfitters/guides from six of the National Forests who participated in the survey, and some outfitters/guides operated in multiple National Forests. The Bridger-Teton and Uinta-Wasatch-Cache National Forests had the most respondents with three each. The Caribou-Targhee, Payette, Salmon-Challis and Sawtooth National Forests each had one respondent.

Table 5b-20: Responses for rock climbing^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	0 (0%)	2 (33.3%)	4 (66.7%)
Equipment ²	1 (16.7%)	4 (66.7%)	1 (16.7%)
Impacts ³	1 (16.7%)	5 (88.3%)	0 (0%)
Safety ⁴	1 (16.7%)	4 (66.7%)	1 (16.7%)
Rules ⁵	1 (16.7%)	5 (83.3%)	0 (0%)
Accessibility ⁶	0 (0%)	6 (100%)	0 (0%)
Competition ⁷	1 (16.7%)	4 (66.7%)	1 (16.7%)
Demand ⁸	0 (0%)	5 (83.3%)	1 (16.7%)

^aN=6

^bCells show the number of respondents and percent of respondents in parenthesis.

One guide commented:

Education and competent guiding and instruction is critical to decrease risk and impact with rock climbing. It is a technical field that requires experience and sound judgment. Therefore guides, instructors, outdoor education schools and organizations are critical for the public to enter and develop in this activity.

Snow operations training

Two individuals responded as outfitters/guides offering snow operations training (Table 5b-21). There were outfitters from three of the National Forests that participated in the survey, and some outfitters/guides operated in multiple National Forests. The Bridger-Teton, Caribou-Targhee, Uinta-Wasatch-Cache National Forests each had one respondent.

Table 5b-21: Responses for snow operations training^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	0 (0%)	0 (0%)	2 (100%)
Equipment ²	0 (0%)	1 (50%)	1 (50%)
Impacts ³	2 (100%)	0 (0%)	0 (0%)
Safety ⁴	2 (100%)	0 (0%)	0 (0%)
Rules ⁵	1 (50%)	1 (50%)	0 (0%)
Accessibility ⁶	0 (0%)	1 (50%)	1 (50%)
Competition ⁷	1 (50%)	1 (50%)	0 (0%)
Demand ⁸	1 (50%)	0 (0%)	1 (50%)

^aN=2

^bCells show the number of respondents and percent of respondents in parenthesis.

One comment addressed the demand for their services:

Our training primarily deals with Snowcat Operator training but also includes winter survival and snowmobile training. While our training does not necessarily have a lot of public interest, we do have a healthy demand from the commercial sector including government and utilities.

Shuttle services

Two individuals responded as outfitters/guides offering shuttle services (Table 5b-22). There were outfitters/guides from two of the National Forests who participated in the survey, and some outfitters/guides operated on multiple National Forests. The Manti-La Sal and Salmon-Challis National Forests each had one respondent.

Table 5b-22: Responses for shuttle services^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	1 (50%)	1 (50%)	0 (0%)
Equipment ²	0 (0%)	1 (50%)	1 (50%)
Impacts ³	2 (100%)	0 (0%)	0 (0%)
Safety ⁴	1 (50%)	1 (50%)	0 (0%)
Rules ⁵	0 (0%)	2 (100%)	0 (0%)
Accessibility ⁶	2 (100%)	0 (0%)	0 (0%)
Competition ⁷	0 (0%)	1 (50%)	1 (50%)
Demand ⁸	0 (0%)	1 (50%)	1 (50%)

^aN=2

^bCells show the number of respondents and percent of respondents in parenthesis.

Heli-skiing

One individual responded as an outfitter/guide offering heli-skiing (Table 5b-23). His operation was on two National Forests, the Bridger-Teton and Caribou-Targhee.

Table 5b-23: Responses for heli-skiing^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	1 (100%)	0 (0%)	0 (0%)
Equipment ²	0 (0%)	1 (100%)	0 (0%)
Impacts ³	1 (100%)	0 (0%)	0 (0%)
Safety ⁴	1 (100%)	0 (0%)	0 (0%)
Rules ⁵	1 (100%)	0 (0%)	0 (0%)
Accessibility ⁶	0 (0%)	0 (0%)	1 (100%)
Competition ⁷	0 (0%)	1 (100%)	0 (0%)
Demand ⁸	0 (0%)	0 (0%)	1 (100%)

^aN=1

^bCells show the number of respondents and percent of respondents in parenthesis.

Yurts

Seven individuals responded as outfitters/guides offering yurts (Table 5b-24). There were outfitters/guides from nine National Forests, and some outfitters/guides operated in multiple National Forests. The Uinta-Wasatch-Cache National Forest had the most respondents with three. The Caribou-Targhee and Sawtooth National Forests each had two respondents. The Bridger-Teton, Dixie, Fishlake, Humboldt-Toiyabe, Payette, and Salmon-Challis National Forests each had one respondent.

Table 5b-24: Responses for yurts^a.

Aspect	1	2	3
Skill ¹	2 (28.6%)	5 (71.4%)	0 (0%)
Equipment ²	2 (28.6%)	1 (14.3%)	4 (57.1%)
Impacts ³	4 (57.1%)	3 (42.9%)	0 (0%)
Safety ⁴	6 (85.7%)	1 (14.3%)	0 (0%)
Rules ⁵	4 (57.1%)	3 (42.9%)	0 (0%)
Accessibility ⁶	0 (0%)	7 (100%)	0 (0%)
Competition ⁷	2 (28.6%)	5 (71.4%)	0 (0%)
Demand ⁸	1 (14.3%)	3 (42.9%)	3 (42.9%)

^aN=7

^bCells show the number of respondents and percent of respondents in parenthesis.

Comments from guides included:

“As owners of the yurts, they are expensive to maintain, clean, and require a large amount of labor in their set up and take down each year. The yurts are for winter use only so the impact is on snow.”

“Weekend nights during the winter (high season for yurts) are almost always booked at the yurt with many reservation requests unable to be filled. Demand for yurt usage has increased significantly in the past five years.”

Backpacking

Nine individuals responded as outfitter/guides offering backpacking (Table 5b-25). There were outfitters/guides from nine of the National Forests who participated in the survey, and some outfitters/guides operated in multiple National Forests. The Bridger-Teton and Uinta-Wasatch-Cache National Forests had the most respondents with three each. The Caribou-Targhee National Forest had two respondents. The Ashley, Fishlake, Payette, Salmon-Challis, and Sawtooth National Forests each had one respondent.

Table 5b-25: Responses for backpacking^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	4 (44.4%)	5 (55.6%)	0 (0%)
Equipment ²	2 (22.2%)	7 (77.8%)	0 (0%)
Impacts ³	7 (77.8%)	2 (22.2%)	0 (0%)
Safety ⁴	5 (55.6%)	4 (44.4%)	0 (0%)
Rules ⁵	4 (44.4%)	4 (44.4%)	1 (11.1%)
Accessibility ⁶	1 (11.1%)	8 (88.9%)	0 (0%)
Competition ⁷	1 (11.1%)	6 (66.7%)	2 (22.2%)
Demand ⁸	3 (33.3%)	3 (33.3%)	3 (33.3%)

^aN=9

^bCells show the number of respondents and percent of respondents in parenthesis.

One respondent commented:

“Current guide and outfitters seem to be effective in meeting rising demand.”

Sightseeing

Two individuals responded as outfitters/guides offering sightseeing (Table 5b-26). There were outfitters/guides from two of the National Forests that participated in the survey, and some outfitters/guides operated in multiple National Forests. Ashley and Dixie National Forests each had one respondent.

Table 5b-26: Responses for sightseeing^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	1 (50%)	1 (50%)	0 (0%)
Equipment ²	1 (50%)	1 (50%)	0 (0%)
Impacts ³	0 (0%)	2 (100%)	0 (0%)
Safety ⁴	2 (100%)	0 (0%)	0 (0%)
Rules ⁵	2 (100%)	0 (0%)	0 (0%)
Accessibility ⁶	0 (0%)	2 (100%)	0 (0%)
Competition ⁷	0 (0%)	1 (50%)	1 (50%)
Demand ⁸	1 (50%)	0 (0%)	1 (50%)

^aN=2

^bCells show the number of respondents and percent of respondents in parenthesis.

Cross-country skiing

Four individuals responded as outfitters/guides offering cross-country skiing (Table 5b-27). There were outfitters/guides from seven National forests who participated in the survey, and some outfitters/guides operated in multiple National Forests. The Caribou-Targhee National Forest had the most respondents with two. The Bridger-Teton, Manti-La Sal, Payette, Salmon-Challis, Sawtooth and Uinta-Wasatch-Cache National Forests each had one respondent.

Table 5b-27: Responses for cross-country skiing^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	2 (50%)	2 (50%)	0 (0%)
Equipment ²	3 (75%)	1 (25%)	0 (0%)
Impacts ³	4 (100%)	0 (0%)	0 (0%)
Safety ⁴	2 (50%)	2 (50%)	0 (0%)
Rules ⁵	4 (100%)	0 (0%)	0 (0%)
Accessibility ⁶	0 (0%)	4 (100%)	0 (0%)
Competition ⁷	1 (25%)	2 (50%)	1 (25%)
Demand ⁸	1 (25%)	3 (75%)	0 (0%)

^aN=4

^bCells show the number of respondents and percent of respondents in parenthesis.

Snowshoeing

Seven individuals responded as outfitters/guides offering snowshoeing (Table 5b-28). There were outfitters from six of the National Forests who participated in the survey, and some outfitters operated in multiple National Forests. The Uinta-Wasatch-Cache National Forest had the most respondents with five. The Caribou-Targhee National Forest had two respondents. The Bridger-Teton, Payette, and Salmon-Challis National Forests each had one respondent.

Table 5b-28: Responses for snowshoeing^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	5 (71.4%)	2 (28.6%)	0 (0%)
Equipment ²	7 (100%)	0 (0%)	0 (0%)
Impacts ³	7 (100%)	0 (0%)	0 (0%)
Safety ⁴	4 (57.1%)	3 (42.9%)	0 (0%)
Rules ⁵	7 (100%)	0 (0%)	0 (0%)
Accessibility ⁶	0 (0%)	7 (100%)	0 (0%)
Competition ⁷	1 (14.3%)	4 (57.1%)	2 (28.6%)
Demand ⁸	0 (0%)	5 (71.4%)	2 (28.6%)

^aN=7

^bCells show the number of respondents and percent of respondents in parenthesis.

Hand-carting

One individual responded as an outfitter/guide offering hand-carting in the Uinta-Wasatch-Cache National Forest. Results are shown on Table 5b-29.

Table 5b-29: Responses for hand-carting^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	0 (0%)	1 (100%)	0 (0%)
Equipment ²	0 (0%)	1 (100%)	0 (0%)
Impacts ³	1 (100%)	0 (0%)	0 (0%)
Safety ⁴	0 (0%)	1 (100%)	0 (0%)
Rules ⁵	0 (0%)	1 (100%)	0 (0%)
Accessibility ⁶	1 (100%)	0 (0%)	0 (0%)
Competition ⁷	1 (100%)	0 (0%)	0 (0%)
Demand ⁸	1 (100%)	0 (0%)	0 (0%)

^aN=1

^bCells show the number of respondents and percent of respondents in parenthesis.

The comment from the respondent:

“[My operation] has little impact on the resource because hand carts stay on the dirt roads.”

Hiking

Nine individuals responded as outfitters/guides offering hiking (Table 2b-30). There were outfitters/guides from seven of the National Forests that participated in the survey, and some outfitters/guides operated in multiple National Forests. The Uinta-Wasatch-Cache National Forest had the most respondents with four. The Bridger-Teton and Caribou-Targhee National Forests had two respondents each. The Dixie, Payette, Salmon-Challis, and Sawtooth National Forests each had one respondent.

Table 5b-30: Responses for hiking^a.

Aspect	1 ^b	2 ^b	3 ^b
Skill ¹	9 (100%)	0 (0%)	0 (0%)
Equipment ²	9 (100%)	0 (0%)	0 (0%)
Impacts ³	7 (77.8%)	2 (22.2%)	0 (0%)
Safety ⁴	7 (77.8%)	2 (22.2%)	0 (0%)
Rules ⁵	7 (77.8%)	2 (22.2%)	0 (0%)
Accessibility ⁶	0 (0%)	9 (100%)	0 (0%)
Competition ⁷	2 (22.2%)	6 (66.7%)	1 (11.1%)
Demand ⁸	3 (33.3%)	6 (66.7%)	0 (0%)

^aN=9

^bCells show the number of respondents and percent of respondents in parenthesis.

5c: Spectrum of Permitting Opportunities

One of the ways to use information obtained from the eight items, or aspects, used in the internet survey instrument is to view this as a scale along which an administrator would demarcate points that establish areas that help define various “spectrums of permitting opportunities.” For example, a high score for a recreation activity could help determine that outfitting/guiding operations are desirable or necessary, whereas a lower value signifies that permitting outfitters or guides, although perhaps a luxury, is not desirable or necessary for public participation in that activity in an area on National Forest lands.

A way of calculating scores along that scale is to take the average value of each of the eight items for each recreation activity and then add those averages together for a mean sum. Examples are shown in Tables 5c-1, Table 5c-2, and Table 5c-3.

Because the mean values were obtained from outfitters and guides “experts” operating on different forests and districts throughout Region 4, there is a wide range of variability. Variability may be due to the number of respondents for a particular recreation activity, geographical differences between National Forests, administrative differences between national and state policies, etc.

Following the process described above, Table 5c-1 shows the activities with the highest mean scores. In general, respondents indicated most of these nine activities require a relatively high level of technical training (skill), investment in equipment, and knowledge of rules and regulations.

Table 5c-1: Recreation activities with highest mean values.

Activity	Skill ¹	Equipment ²	Impacts ³	Safety ⁴	Rules ⁵	Accessibility ⁶	Competition ⁷	Demand ⁸	Sum of Means	# Respondents
Jeep Tours	2.0	3.0	3.0	2.0	3.0	2.0	3.0	2.0	20.0	1
ATV Tours	2.0	3.0	2.5	2.0	1.5	2.0	2.5	2.5	18.0	2
Dirt Bike Tours	3.0	2.0	1.0	2.0	3.0	3.0	2.0	2.0	18.0	1
Dog Sledding	3.0	3.0	2.0	2.0	2.0	3.0	2.0	3.0	18.0	1
River Rafting	2.5	2.6	1.2	1.7	2.3	2.5	2.6	2.5	17.9	10
Horseback Riding	2.1	2.7	1.6	2.1	2.0	2.3	2.1	2.6	17.5	7
Pack Trips	2.3	2.7	1.6	1.8	2.1	2.4	1.9	2.3	17.1	9
School Class Trips	2.0	2.5	1.5	1.8	2.5	2.3	2.0	2.5	17.1	4
Ice Climbing	3.0	2.0	1.0	3.0	2.0	2.0	2.0	2.0	17.0	1

Table 5c-2 shows eleven activities with relatively moderate sum of means particularly in terms of resource impacts, safety concerns, and level of skill required to participate in most of these recreation activities.

Table 5c-2: Recreation activities with moderate mean values.

Activity	Skill¹	Equipment²	Impacts³	Safety⁴	Rules⁵	Accessibility⁶	Competition⁷	Demand⁸	Sum of Means	# Respondents
Hunting Trips	2.2	2.5	1.3	1.6	2.4	2.2	2.3	2.3	16.8	18
Fishing Trips	2.3	1.9	1.4	1.5	2.5	1.9	2.0	2.6	16.1	11
Snowmobile Trips	2.0	3.0	1.0	1.8	1.5	2.0	2.3	2.5	16.1	4
Wilderness Trips	2.1	2.1	1.4	1.8	2.3	2.1	2.1	2.2	16.1	22
Environmental Education	2.0	2.0	1.0	2.0	2.0	2.0	3.0	2.0	16.0	1
Camping	1.3	1.7	2.0	1.7	2.0	2.0	2.3	3.0	16.0	3
Backcountry Skiing	2.9	2.3	1.0	2.1	1.6	2.1	1.9	2.0	15.9	7
Mountain Biking	1.6	2.2	1.8	2.2	1.8	2.0	1.8	2.4	15.8	5
Hang Gliding	3.0	2.5	1.0	2.0	1.5	2.5	1.0	2.0	15.5	2
Kayaking	2.5	2.0	1.0	2.0	1.5	2.0	2.0	2.5	15.5	2
Rock Climbing	2.3	2.0	1.8	2.0	1.8	2.0	1.8	1.8	15.5	6


As expected, the ten activities with the lowest scores (Table 5c-3) include hiking, riding in a shuttle, snowshoeing, sight-seeing, and staying in a yurt. Because most of these activities are somewhat benign, skills required, equipment needs, safety risks, and knowledge of rules and regulation were scored relatively low.

Table 5c-3: Recreation activities with lowest mean values.

Activity	Skill ¹	Equipment ²	Impacts ³	Safety ⁴	Rules ⁵	Accessibility ⁶	Competition ⁷	Demand ⁸	Sum of Means	# Respondents
Snow Operations Training	3.0	2.5	1.0	1.0	1.5	2.5	1.5	2.0	15	2
Shuttle Services	1.5	2.5	1.0	1.5	2.0	1.0	2.5	2.5	14.5	2
Heli-Skiing	1.0	2.0	1.0	1.0	1.0	3.0	2.0	3.0	14.0	1
Yurts	1.7	2.3	1.4	1.1	1.4	2.0	1.7	2.3	13.9	7
Backpacking	1.6	1.8	1.2	1.4	1.7	1.9	2.1	2.0	13.7	9
Sight Seeing	1.5	1.5	2.0	1.0	1.0	2.0	2.5	2.0	13.5	2
Cross-Country Skiing	1.5	1.3	1.0	1.5	1.0	2.0	2.0	1.8	12.1	4
Snowshoeing	1.3	1.0	1.0	1.4	1.0	2.0	2.1	2.3	12.1	7
Hand-Carting	2.0	2.0	1.0	2.0	2.0	1.0	1.0	1.0	12.0	1
Hiking	1.0	1.0	1.2	1.2	1.2	2.0	1.9	1.7	11.2	9

Based on the data presented in Table 5c-1, Table 5c2, and Table 5c-3 above, recreation activities with highest mean values, moderate mean values, and lowest mean values, as rated by outfitter/guide “experts,” can be placed along a “spectrum of permitting opportunities,” as presented in Figure 5c-1, and either considered highly desirable or necessary, or moderately desirable or necessary, or not desirable or necessary, or not desirable or necessary.

Figure 5c-1: Outfitted/guided services desirable or necessary, moderately desirable or necessary, or not desirable or necessary based on recreation activities with highest, moderate, and lowest mean values, as rated by outfitter/guide “experts.”

Outfitted/guided services <i>highly</i> desirable or necessary (Highest Mean Values)		Outfitted/guided services <i>moderately</i> desirable or necessary (Moderate Mean Values)		Outfitted/guided services <i>not</i> desirable or necessary (Lowest Mean Values)
				
Jeep Tours		Hunting Trips		Snow Operations Training
ATV Tours		Fishing Trips		Shuttle Services
Dirt Bike Tours		Snowmobile Trips		Heli-Skiing
Dog Sledding		Wilderness Trips		Yurts
River Rafting		Environmental Education		Backpacking
Horseback Riding		Camping		Sight Seeing
Pack Trips		Backcountry Skiing		Cross-Country Skiing
School Class Trips		Mountain Biking		Snowshoeing
Ice Climbing		Hang Gliding		Hand-Carting
		Kayaking		Hiking
		Rock Climbing		

It must be acknowledged, in this case, that the data are only from a total of 78 outfitters and guides out of 144 (response rate of 54.2%) who responded to the internet survey, and that the data is combined from all outfitters and guides respondents in all twelve National Forests in Region 4. This is a small sample of outfitters and guides, and may not be representative of all outfitters and guides on all the districts in all twelve of the National Forests in Region 4.

However, it may be useful to think of such an approach as a valuable tool for determining the need for outfitting and guide services on various districts and National Forests as a whole, throughout Region 4. For example, it may be useful for Special Use Permits administrators in various districts to have outfitters and guides complete the Outfitter and Guides Permitting Criteria Internet Survey (Appendix A) in order to gain knowledge of the need for outfitting and guide services. This would be relatively easy to do, as the survey is not long or complicated, and could be filled out when outfitters and guides apply for or renew their Special Use Permit. Gathering such information would enable administrators to develop their own “spectrum of permitting opportunities” that would be relevant at the district and National Forest level.

Appendix A-Survey Instruments

Forest Service Personnel Telephone Survey Questions

Outfitter and Guides Telephone Survey Questions

Outfitter and Guides Permitting Criteria Internet Survey

Forest Service Personnel Telephone Survey Questions

- 1) How long have you been involved with the administration of outfitter-guide Special Use Permits?
- 2) What types of recreation special use permits have you been involved with? For example, has it been all types recreation permits or just a few specific types?
- 3) Have you received any supplemental training on administration of Special Use Permits? (*If yes*) What supplemental training did you receive? (*If no*) Have you requested any supplemental training on administration of Special Use Permits?
- 4) Have you received any indications of public demand for outfitter-guide services on the (Forest/Ranger District) that do not currently exist? (*If yes*) For which service(s) does this demand exist? (*Probe*: Any specific requests?)
- 5) Have you received any indications of public demand for additional use days of permitted outfitter-guide services? (*If yes*) For which service(s) does this demand exist? (*Probe*: Any specific requests?)
- 6) Have you received feedback from the non-outfitted public about outfitted/guided activity on the (Forest/Ranger District)? (*If yes*) What are these perceptions and for which activities?
- 7) Are you aware of any illegal outfitter-guide activity on the (Forest/Ranger District)? (*If yes*) For which activity(ies) is this activity taking place?
- 8) Are there any FS or other law enforcement personnel who may be knowledgeable about illegal outfitter-guide activity on the (Forest/Ranger District)?

Name: _____

Title: _____

Agency: _____

Contact Information: _____

- 9) Are there any outdoor recreation activities occurring on the (forest/ranger district) that you would consider new activities or emerging recreation trends? (*If yes*) For which activity(ies)?
- 10) Which, if any, outdoor recreation activities do you think have been growing in popularity recently?
- 11) Do you have contact information for any outfitter-guides or potential outfitter-guides who may have been denied Special Use Permits, or who contacted the (Forest/Ranger District) about obtaining a permit, or any other outfitter guides not in the SUDS database who may be useful in obtaining baseline information for Needs Assessments?

12) Also we'd like to send you a list of the outfitter-guides we obtained from the SUDS data so you can compare it to any lists you might have so we can assess the completeness of the SUDS data and allow us to contact as many outfitter-guides as possible.

(For the information is not immediately available, tell the respondent we would like to contact him/her again later.)

(if information is not immediately available)

Date: _____

Time: _____

Okay, I will call you on (repeat date) at (repeat time) . Do you have any questions for me at this time? *(Thank them for their help.)* ***(Record information in telephone log and continue interview)***

13) Are there any other Forest Service personnel who handle outfitter-guide Special Use Permitting you think we should contact?

Name: _____

Title: _____

Contact Information: _____

14) Are there any personnel at other state or federal agencies who deal with outfitter-guides who you think it would be useful for us to contact?

Name: _____

Title: _____

Agency: _____

Contact Information: _____

15) Do you feel the process of applying for and issuing the Special Use Permits is efficient?

Yes ☐

No ☐ ***(If no)*** 15a) What problems do you regularly encounter? *(and)*

15b) What suggestions do you have to correct those problems?

16) Do you feel that the new Forest Service outfitter and guide policy is clear to you and other recreation or permitting personnel?

Yes ☐

No ☐ ***(If no)*** 16a) What is unclear about these regulations and guidelines? *(and)*

16b) Do you have any suggestions to improve correct those problems?

17) Are you at all familiar with other agencies' administration of outfitter-guide permits?

Yes ☐

No ☐

17a) ***(If yes)*** How do you feel the Forest Service's outfitter-guide permitting process compares? About the same ☐ Worse ☐ Better ☐

17b) ***(If worse and/or better)*** In what ways is it (better and/or worse)?

18) One aspect of the research we are conducting is to examine possible future trends in nature-based outfitting and guiding industry. Could I call you back at a future date and ask you to discuss with me what your thoughts are regarding the outlook for outfitting/guiding on _____ (National Forest/Ranger District)? (*Record information in telephone log.*)

19) I have one last question to ask before we are finished. An important part of assessing future needs for outfitter and guides on ____(forest name)____ (National Forest/Ranger District) is to have experts rate different aspects of outfitted/guided outdoor recreation activity. Some of the aspects of this include cost of equipment, skill level, and safety concerns. Would you be willing to respond to a short survey I will send you in a few months asking you to rate the activities you have knowledge of? (*If yes, get contact information, preferably e-mail address.*)

Thank you for your time. I really appreciate the information you have provided us and hope our data proves useful for the _____ (National Forest/Ranger District).

Outfitter and Guides Telephone Survey Questions

(If this is a call back, reintroduce yourself, explain the project, and remind them that you are following up on the initial contact call.)

Before we start, I want to assure you that all of your responses to my questions will be kept confidential. There is no possibility that anyone can associate you with the answers to these questions. I would like to get your permission to record our conversation. It would help speed up the interview process and I will go back later and transcribe our conversation. Can I start the recorder? (Yes ☐: No ☐)

(For archival reasons, state the code number of the respondent immediately after beginning the recording.)

1) I want to begin by verifying that you applied for a special use permit to operate on Forest Service land.

Yes ☐ (*If yes, continue below.*)

No ☐ (*If no, probe to find out if they have an idea why their name is in the USFS database. Thank them for their time and record information in telephone log.*)

If the respondent is listed as "Application Approved" or "Pending Signature" under "Status" in the SUDS data, ask them:

Forest Service Records list your Special Use Permit status as ____ (*App. Approved/Pending Signature*) _____. What is the current status of your Outfitter/Guide Special Use Permit?

2) Did you receive the permit(s) you applied for?

Yes ☐ (*If yes, continue below.*)

No ☐ (*If no, go to Question Set #3*)

3) What outdoor recreation activities did you receive a permit(s) for?

4) What forest(s) and district(s) did the permit(s) cover?

5) How many allotted service days did the permit(s) cover?

6) How many days did you use?

7) In thinking back about the process of applying for and issuing the special use permit, how long did the whole process take?

8) Was the process efficient?

Yes ☐

No ☐ (*If no*) 8a) What problems did you encounter? (*and*)

8b) What suggestions do you have to correct those problems?

9) Do you receive or have you received similar type of permits from other land management agencies?

No ☐

Yes ☐ *(If yes)* 9a) Which other agencies do you receive permits from?

9b) Is the process about the same, worse, or better than your experience with the Forest Service? (Whatever agency(ies) they mention, have then rank against USFS)

About the same ☐

Worse ☐

Better ☐

(If worse and/or better) 9c) In what ways is it (better and/or worse)?

10) What impact does the Forest Service Special Use Permit have on your business operations? *(Probe)*

11) What changes in bookings and interest in your services have you perceived over the past 10 years or since you began operations? (For instance do more people participate in the activities that you provide than did ten years ago?)

12) What forms of marketing or advertising does your business do to attract clients for your services on the _____ *(forest name)* _____?

13) Does your business engage in service projects or community service? If so what kind of service do you provide? Have you seen any benefits to your business due to your service activities?

14) Is your business a part of a larger corporation? If so, what corporation?

15) Is your business locally based within the vicinity of _____ *(forest name)* _____?

16) How many people do you hire full time/ part time/ seasonally?

17) What percentage of your employees do you hire locally within the vicinity of _____ *(forest name)* _____? (Probe for reasons why or why not local hiring)

18) What percentage of your supplies do you purchase locally within the vicinity of _____ *(forest name)* _____? (Probe for reason of purchase location)

19) Do you provide environmental education and interpretation to your clients? *(Probe for what types of interpretation and received response [if asked, define environmental education and interpretation as education about natural, cultural and historic objects and our connections with them])*

20) Do you practice and require your clients to practice low impact recreation techniques? *(Probe what techniques they use and whether clients follow the guidelines)*

21) Would you consider yourself an ecotourism or nature tourism provider?

([Ecotourism-educate traveler-provide conservation funds-benefit economic development and political empowerment to local community-foster respect for different cultures and human rights])

([Nature tourism-responsible travel to natural areas which conserves the environment and improves the welfare of local people thus providing incentives to conserve wildlife habitats upon which the industry depends by placing an increased value on remaining natural areas])

22) Do you provide access for those with physical challenges or disabilities? *(Probe in what ways they are able to provide access and to what populations)*

23) What percentage of your clientele would you consider belonging to a minority group or member of any other underserved populations such as low income or inner city teenagers?

24) Are there other outfitting or guide companies operating on the (forest name) that you feel would help us gather additional information about future special use permit issues? *(If yes, get contact information.) (Probe for other organizations and businesses such as guiding organizations, suppliers, and manufacturers.)*

25) One aspect of the research we are conducting is to examine possible future trends in nature based outfitting and guiding industry. Could I call you back at a future date and ask you to discuss with me what your thoughts are regarding the outlook for your services? *(Record information in telephone log.)*

26) I have one last question to ask before I let you go. An important part of assessing future needs for outfitter and guides on (forest name) is to have experts rate different aspects of the activity they are familiar with. Some of the aspects include cost of equipment, skill level, and safety concerns. Would you be willing to respond to a short survey I will send you in a few months asking you to rate the activities you have knowledge of? *(If yes, get contact information, preferably e-mail address.)*

Thank you for your time. I really appreciate the information you have provided us.

(Record information in telephone log.)

Outfitter and Guides Permitting Criteria Internet Survey

Introduction

As an expert in the field, we value your knowledge about the activities that you are familiar with. Please choose the first activity that you are familiar with from the list below. You will be directed to rate eight different aspects of the activity, such as skill level and safety concerns. After you rate your first activity choice you will be allowed to choose another activity from the list. You will be given the opportunity to rate as many activities that you have experience with. When you have finished rating activities, please choose the final choice "No further familiar activities" to exit the survey. Once again your participation is appreciated. Thank you.

Please place a check in the box next to the first activity on the list that you have an expert level of knowledge about.

List of Guided Outdoor Recreation Activities

- ☐ Alternative Stock Pack Trips (i.e. goats, lamas, etc.)
- ☐ ATV Tours
- ☐ Backcountry Skiing
- ☐ Backpacking
- ☐ Camping
- ☐ Canyoneering
- ☐ Cat Skiing
- ☐ Cross-Country Skiing
- ☐ Dirt Bike Tours
- ☐ Dog Sledding
- ☐ Environmental Education
- ☐ Filming and/or Photography Workshops
- ☐ Fishing trips
- ☐ Hand-Carting
- ☐ Hang Gliding
- ☐ Heli-skiing
- ☐ Hiking
- ☐ Horseback Riding
- ☐ Hunting trips
- ☐ Ice Climbing
- ☐ Jeep Tours
- ☐ Jet Boating
- ☐ Kayaking
- ☐ Mountain Biking
- ☐ Mountaineering
- ☐ Pack Trips
- ☐ River Rafting
- ☐ Rock Climbing
- ☐ Shuttle Service

- ☐ Sightseeing
- ☐ Sleigh/Carriage Rides
- ☐ Snow Operations Training
- ☐ Snowmobile trips
- ☐ Snowshoeing
- ☐ University/School Class Trips
- ☐ Wagon Train
- ☐ Wilderness trips
- ☐ Yurts
- ☐ No further familiar activities

1) Skill required for _____.

An individual can easily learn on their own.

An individual needs direction from others.

Requires technical training.

2) Equipment required for _____.

Low cost to acquire.

Moderate cost to acquire.

High cost to acquire.

3) Resource use knowledge required for _____.

Activity has little impact to the resource.

Activity has moderate impact to the resource.

Activity has high impact to the resource.

4) Safety concerns for _____.

Low chance of accidents.

Moderate chance of accidents.

High chance of accidents.

5) Knowledge needed of rules and regulations for _____.

Minimal number of rules and regulations.

Moderate number of rules and regulations.

High number of rules and regulations.

- 6) Guides for activity provide access to the backcountry for those lacking skills, knowledge, or ability to do so on their own.

Guides do not improve accessibility.

Guides may provide improved accessibility.

Without guides this activity would not be accessible.

- 7) Competition from other outfitters offering _____ in your area.

No other outfitters offering services.

Few competing outfitters.

Many competing outfitters.

- 8) Demand for outfitted _____ in your area.

Little public interest.

Moderate public interest.

High public interest.