1998

Cloud Peak Wilderness Management Direction Final Environmental Assessment for the Amendment to the Bighorn National Forest Land and Resource Management Plan

United States Forest Service

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CLOUD PEAK WILDERNESS MANAGEMENT DIRECTION

FINAL ENVIRONMENTAL ASSESSMENT FOR THE AMENDMENT TO THE
BIGHORN NATIONAL FOREST LAND AND RESOURCE MANAGEMENT PLAN

SUMMARY: I have reviewed the environmental analysis (EA) for Forest Plan Amendment Number 14. The environmental impacts of the selected action are not significant. Therefore, preparation of an Environmental Impact Statement is not required. I have decided to implement Alternative 2. The rationale for my Finding of No Significant Impact and the selection of Alternative 2 is described in this document. Revisions will be implemented in 1999.

Chief Dombeck's June 1, 1998 decision to prohibit fixed anchors in Congressionally designated wildernesses nationwide further supports my decision to prohibit fixed anchors in the Cloud Peak Wilderness.

INTRODUCTION

The purpose of this EA is to amend the Land and Resource Management Plan (LRMP) for the Wilderness Management Standards and Guidelines (S&Gs). The need for the revised S&Gs is to provide more defensible and measurable standards related to the items described in the Proposed Action. Current S&Gs do not provide sufficient direction to determine the trend of the Cloud Peak Wilderness (CPW) condition or require conflicting actions. The proposed S&Gs will facilitate determination of the trend of physical, biological and social aspects of the wilderness resource.

There are ten proposed revisions to the Standards and Guidelines.

1. The average group size currently entering the CPW is just over 3 people with most groups having only two people. One of the goals of the 1964 Wilderness Act is to provide "outstanding opportunities for solitude". Restricting group size to 10 people or fewer helps to maintain this aspect of the wilderness resource. Smaller groups also generally impact smaller areas at campsites.

2. Recreational livestock grazing utilization S&Gs are not set in the current S&Gs. Preliminary studies show utilization up to 80% in some lake basins when only recreational livestock grazing occurs. This exceeds even the standards set for areas where permitted livestock graze in the CPW.

3. The dog-on-lease requirement was one of the most difficult S&Gs to implement. During the ten years the dog-on-lease regulation was in place and for the four plus years it has been rescinded no complaints have been received by the Forest Service. Neither wildlife harassment nor negative encounters with other visitors have been reported. This revision of the Standard and Guideline completes the action needed to formally remove the regulation.

5. Mountaineering/Technical Rock Climbing is not addressed in the current LRMP direction. With the growing popularity of this activity it is necessary to address it in the S&Gs. Fixed anchors placed by technical rock climbers are routinely left in the rock faces. This standard will prohibit fixed anchors in the CPW. On June 1, 1998 Chief Mike Dombeck prohibited permanent fixed anchors in all National Forest System Congressionally designated wildernesses.

6. The presence of indigenous aquatic species such as the Rocky Mountain Region sensitive listed Northen Leopard frog indicates a need for setting S&Gs to protect habitat for them and associated species. The proposed guideline is intended to protect the habitat for aquatic organisms in lakes located in the Primitive Areas and to protect a sample of the habitat for aquatic organisms in a sample of lakes in the Primitive Areas. Implementation of this guideline will continue the partnership with the Wyoming Game and Fish Department and maintain each agency's respective role.

7. Campfires, especially in some of the popular lake basins, have consumed much of the dead and down woody material. In fact green trees are being cut in some areas for use in campfires. The removal of this dead and down woody material impacts the natural processes of soil building, nutrient cycling and indicates the presence of human activity in the CPW. The proposed S&Gs set minimum standards for the amount of dead and down material needed to maintain the natural processes associated with soil building and nutrient cycling in the CPW.

8. No S&Gs are set for establishment of an A (assigned) Site for Outfitter/Guides in the current LRMP.
proposed S&Gs allow for Assigned Sites in the Primitive MA's and not in the Primitive MA's. In the past some outsiders were permitted campsites in unstraddled areas and there have been instances of unacceptable impact in sensitive high elevation locations.

9. Current LRMP direction requires closing camp sites which have degraded to bare ground. Research reveals that groups experience from 12 to 15 trips per year over the same location. Revision of this S&G will concentrate impact to ground already scarred in the Semi-primitive MA's and prevent degradation to bare ground in the Primitive MA's.

10. The current "BC" MA's sets trail encounters at less than 20 other parties per day. Monitoring over the last 4 years shows encounters per day are less than 12. The current "outstanding opportunities for solitude" the S&G's for the Semi-primitive MA's are revised at less than 10 other parties per day.

The above revisions and corrections to the S&G's for the CPW would remove the conflicts between various S&G's in the current LRMP, will be easier to understand by the public, and allow for determination of trends of the physical, social and biological components of the wilderness resource. This will provide the public and the Forest Service with the necessary information to be apprised and at the same time, management actions are needed to preserve the wilderness resource on the Bighorn National Forest.

PUBLIC SCOPING

Public involvement began with the development of the Wilderness Implementation Schedule process in October 1981. During that process the public provided a list of issues. Resolution of these issues required amending the S&G's to eliminate inconsistencies and conflicts in management direction. The next step was the Study Group with all interested publics to present options for Forest Service consideration in revising the current S&G's. This process began in March 1984 with monthly meetings and concluded in June 1995.

The Proposed Action was developed by the Forest Service and formal scoping for this analysis began September 1986. The Bow River Basin Country Coalition of America and the Big Horn Mountain Country Coalition requestor-received and read petitions or comments from those during the scoping period. Scoping was conducted to determine the public's issues with the proposed changes to the current S&G's for wilderness management in the LRMP.

banned. This further supports my decision to amend the S&G's to include the standard prohibiting fixed anchor use in all areas.

Alternative 2 best meets the purpose and need in the EA and addresses the issues of the public. The three alternatives differ in group size, technical rock climbing standards, amount of dead and down woody material retention guidelines and outfitter/guides requirements. Alternative 2 sets group size at a level while still allowing more than 95% of the current groups to enter the CPW with Purpose and Need of limiting the amount of bare ground at campsites. No fixed anchors or use of battery, mechanical or motorized drills will allow for technical rock climbing but best protects the CPW for the long term by prohibiting permanent installation of anchors. The guideline for retention of dead and down woody material by MA's at 95% for Primitive MA's and 90% for Semi-primitive MA's is the only acceptable guideline. Setting the level for Alternative 4 level would extend the recovery period to an unacceptable long time. Requiring the use of temporary camps by outfitter/guides would lead to additional trips and increase the impact to the trails without/benefiting the protection of the wilderness resource.

My decision to amend S&G's for the CPW has very few direct, indirect, or cumulative effects to the goals, objectives, or outputs projected in the LRMP for the Bighorn National Forest. The amendment is based on current nature and therefore is not significant. This conclusion is based on the following reasons (FSH 1969.12, 5:32):

1)The affected area is 17 percent of the Forest acreage with no change in total forest acres managed as wilderness.

2)No change is expected in long-term relationships between the level of goods and services projected by the LRMP. There would be no changes with the outputs either directly or indirectly because of this amendment. These changes to the S&G's reflect current conditions and result in no significant impacts or effects.

3)The proposed amendment would not alter the desired future condition of the land, resources or the production of future goods and services.

The LRMP is being implemented as required by the Forest and Rangeland Renewable Resources Planning Act of 1974 (RPA, P.L. 93-378) and the National Forest Management Act of 1976 (NFMA, P.L. 94-588). This Forest Plan provides the framework for the action proposed here, and the action is being undertaken as one step in implementing the Forest Plan. The proposed amendment meets the Forest Plan Goals to manage and protect the wilderness resource. These goals are listed in the Forest Plan in Chapter III, page 4.

The Bighorn National Forest Plan is hereby amended (Attachment A) as required by the regulations and guidelines to be applied to two MA's within the CPW.

The selected alternative best meets the need for protection of the wilderness resource of the CPW. The revision from four to two MA's allows for the distinct differences between areas of the CPW which have trails from those areas which do not have trails.

The reduction in group size from the 25 people to 10 people matches the group size limits of the campsites and topographic restraints around the popular lake basins. The new law requires rest use in the flat terrain around and near the lakes and trails. The group size also assists with confining trampling to the current bare ground areas.

The recreational stock grazing standards are necessary as utilization at some lake basins has approached 80%. The standards selected are typical for permitted livestock management and will bring recreational livestock to the same standard as permitted livestock.

The revision of the dog on leash standard will eliminate the most contentious regulation for the CPW and still meet the objectives set in the LRMP.

The prohibition of motorized, mechanical or battery operated drills and the prohibition of fixed anchor/bolts is consistent with Chief Mike Dombeck's decision of June 1, 1998. The presence of sensitive species, such as the Northern Leopard Frog, necessitates attention in the S&G's. The guideline will assist in maintaining habitat for this species and associated species. The State of Wyoming will continue to manage the wildlife of the state and the Bighorn National Forest will manage the habitat in the CPW.

The setting of measurable guidelines for dead and down woody material will assist in managing the impacts which have reduced the dead and down woody material to extremely low levels.

The need to restrict Assigned Sites for Outfitter/Guides comes from previous authorizations allowing Assigned Sites in Primitive MA's. This
LEGAL NOTICe and APELL PROCESS

Legal notice of this decision will appear in the Sheridan Press. Appeals must be postmarked or received no later than 45 days after the publication of the legal notice in the Sheridan Press, as specified in 40 CFR 215.13. The Forest Supervisor shall promptly mail the decision document to those who request the specific document and to those who submitted comments on the proposed action either before or during the draft EA comment period. Copies of the EA will be provided upon request.

My decision is subject to administrative review pursuant to 36 CFR 215. Any appeal of my decision must be fully consistent with 36 CFR 215.14, Content of an Appeal, and must meet the following requirements:

1. State that the document is an appeal file pursuant to 36 CFR 215;
2. The name and address of the appellant, and, if possible, a telephone number;
3. Identification of the decision document by title and subject, date of the decision, and name and title of the deciding official;
4. Identification of the specific change(s) in the decision that the appellant seeks or portion of the decision to which the appellant objects;
5. State how the deciding official's decision fails to consider comments previously provided, and if applicable, how the appellant believes the decisions violates law, regulation, or policy.

Appeals must be filed with the Appeal Deciding Official:
Regional Forester, USDA Forest Service
PO Box 25127
Lakewood, CO 80225-0127

A concurrent copy must be sent to:
Abigail Kimbell, Forest Supervisor
USDA Forest Service
Big Horn National Forest
1909 S. Sheridan Avenue
Sheridan WY 82801

For additional information contact:
Kathryn Bulchin, District Ranger
Buffalo/Tensleep Ranger District
1425 Fort St.
Buffalo WY, 82834
Phone (307) 684-1100

If no appeal is received, implementation of this decision may occur, but not before 5 business days from the close of the appeal filing period. If an appeal is received, implementation may not occur for 15 days following the date of the appeal disposition.

[Signature]
Forest Supervisor

Jane 26, 1998
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FINAL ENVIRONMENTAL ASSESSMENT
CLOUD PEAK WILDERNESS REVISED STANDARDS AND GUIDELINES

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FINAL ENVIRONMENTAL ASSESSMENT
CLOUD PEAK WILDERNESS REVISED STANDARDS AND GUIDELINES BIGHORN NATIONAL FOREST

INTRODUCTION
The Bighorn National Forest prepared this draft environmen- tal assessment (EA) to evaluate the effects of the proposal to modify current Standards and Guidelines (S&Gs) for Wilderness Management contained in the Bighorn National Forest (BNF) Land and Resource Management Plan (LRMP). The assessment will be finalized and a Decision Notice (DN) issued after public comments on the draft EA are received and considered.

Decisions to be made based on this analysis include:
1. Whether or not to implement the proposed action or an alternative.
2. Based upon the significance of the environmental impacts of the project, the Forest Supervisor will determine whether or not to make a "Finding of No Significant Impact" (FONS). If there are significant impacts, an environmental impact statement will need to be done in accordance with the National Environmental Policy Act (NEPA) prior to issuance of the decision.
3. If the Forest Supervisor decides there are no significant impacts, per NEPA, she will issue a Decision Notice (DN). The DN will identify the alternative selected, the rationale why that alternative was chosen, appeal procedures, and other pertinent information. This draft EA will be revised, as appropriate, and issued as the Final Environmental Assessment.

Should one of the Alternatives be selected, an amendment to the BNF Land and Resource Management Plan (LRMP) will be prepared incorporating the revisions to the Wilderness Management Standards and Guidelines (S&Gs). The ten actions proposed are to improve the ability of the BNF to evaluate conditions and trends of the biological, physical and social resources in the Cloud Peak Wilderness (CPW).

The Rocky Mountain Region is making a distinction between "Standards" and "Guidelines." Standards are means to achieve goals and objectives and are firm direction. An amendment to the Forest Plan would be required if the Forest needed to deviate from a standard. Guidelines are suggested means. Deviation from a guideline for project implementation would require documented rationale in a project National Environmental Policy Act (NEPA) decision document. The ten actions are designated as either a "Standard" or a "Guideline."

The results of this Environmental Assessment (EA) will be the selection and implementation of one of the alternatives. This environmental analysis incorporates information received during public scoping.

This draft environmental assessment evaluates the effects of modifying current Standards and Guidelines for Wilderness Management contained in the draft Bighorn National Forest Land and Resource Management Plan. The assessment will be finalized and a Decision Notice (DN) issued. Public comments on the draft environmental assessment were received and considered. If the decision is to modify current Forest Plan Standards and Guidelines, the Forest Plan will be amended to reflect this decision.

The Forest Plan is used to guide resource management decisions. Modifying the current Forest Plan Standards and Guidelines for Wilderness Management may not immediately change on-the-ground wilderness management.

LOCATION
The project area is the Cloud Peak Wilderness located in the center of the Bighorn Mountains. The area includes 189,039 acres running down the hydrological divide of the Big Horn Mountains and is about 30 miles long and 15 miles wide. The area is included in the National Wilderness Preservation System (NWPS) by enactment of the 1984 Wyoming Wilderness Bill and the 1964 Wilderness Act.

PURPOSE AND NEED
The purpose of Forest Service's Wilderness management is non-degradation of the wilderness resource. The 1964 Wilderness Act directs the Forest Service according to Section 2. (a) of the act to:

"...these shall be administered for the use and enjoyment of the American people in such a manner as will leave them unimpaired for future use and enjoyment as wilderness, and so as to provide:

1. These areas, the preservation of their wilderness character....

and Section 2. (c)

"A wilderness, in contrast with those areas where man and his own works dominate the landscape, is hereby recognized as an area where the land and its community of life are untrammeled by man, where man himself is a visitor who does not remain. An area of wilderness is further defined to mean in this Act an area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation...."

The need for the revised S&G is to provide more definable and measurable standards related to the items described in the Proposed Action. Current S&Gs do not provide sufficient direction to determine the trend of the CPW condition and the proposed S&Gs will permit the determination of the trend of Physical, Biological and Social aspects of the Wilderness Resource.

1. TWO MANAGEMENT AREAS

The revision from two to four Management Areas (MAs) within the CPW simplifies for the agency and the public the different expectations and goals for management of the Wilderness resource. Four MAs require too many minute differences for the various S&Gs between MAs to be significant and understandable. The two planned MAs differentiate between trampled and untrampled areas. The untrampled areas are called "Pristine" and the trampled areas are called "Semi-Primitive." The major differences between these two MAs are all encounters, presence of trails and bare ground campsites in Semi-Primitive MAs versus no sign of campsites in these Pristine MAs and a slight difference in recreational grazing utilization requirements.

GROUP SIZE
The average group size currently entering the CPW is just over 3 people with most groups having just two people based on 1992 to 1997 monitoring data. One goal of the 1964 Wilderness Act is to provide "outstanding opportunities for solitude". Restricting group size to 10 people or fewer assists the Forest in managing this aspect of the Wilderness resource. Smaller groups confine their impact to a smaller area at campsites with fewer social trails between tent locations.

RECREATIONAL LIVESTOCK GRAZING UTILIZATION

Recreational livestock grazing utilization guidelines are not set in the current LRMP for all MAs. Preliminary analyses show utilization up to 80% in some central basins from just recreational livestock grazing. This exceed the standards set for areas where permitted livestock grazes in the CPW.

4. DOG RESTRAINT

The dog on leash requirement was one of the most unpopular requirements for visitors to the Cloud Peak Wilderness. Compliance with the regulation was less than 10% for the visitors bringing dogs to the CPW. Since 1994 the regulation has not been in force. This revision of the Standard and Guideline completes the action needed to formally remove the requirement.

5. MOUNTAINEERING/TECHNICAL ROCK CLIMBING

Mountaineering/Rock Climbing is not addressed in the current LRMP direction. With the growing popularity of this activity it is necessary to set a standard at this time. The 1964 Wilderness Act states "without permanent improvements." The term "permanent improvements" is defined to include all structural or nonstructural improvements that remain in one location for more than one season. As defined in Forest Service Manual 2320.5(E).

Fixed anchors/bolts placed by technical rock climbers are as a matter of practice left in the rock face for more than one season.

6. INDIGENOUS AQUATIC SPECIES HABITAT

The presence of indigenous aquatic species such as the Rocky Mountain Region sensitive listed Northern Leopard frog highlights the need for setting a guideline to protect indigenous aquatic species habitat. This helps meet one of the goals of the 1964 Wilderness Act to protect and manage the Wilderness resource so as to preserve its natural conditions. No scientific studies have been conducted to determine what indigenous aquatic species habitats are or historically were in the CPW. The proposed guideline is intended to prevent the habitat from being altered or degraded in the Pristine MAs and to protect a sample of the habitat for aquatic organisms in the Primitive MAs.

7. DEAD/DEADWOOD WOODY MATERIAL

Campfires, especially in some of the popular lake basins, have consumed much of the dead and down
woody material. In fact many areas are suffering from the cutting of green trees to be used in campfires. Current research documents the need for a minimum of 19 to 15 tons per acre of dead and down woody material impacts the natural processes of soil building, nutrient cycling and the visual presence of human activity in the CPW. The proposed guideline sets minimum standards for the amount of dead and down woody material needed to maintain the natural processes in the CPW.

8. ASSIGNED SITES FOR OUTFITTER/GUIDES

No Standard exists in the current LRMP for establishment of an Assigned site for Outfitter/Guides. Previously some outfitters were permitted in untrampled areas and were able to use one, created human impact in sensitive high elevation areas. These impacts are long-term and are inconsistent with Wilderness. The supplier of the proposed standard allows for Assigned Sites in the Primitive MA's but not in the Primitive MA's.

9. BARE GROUND PER CAMPSITE

Current LRMP direction requires closing camp sites which develop bare ground. The latest research documents that bare ground develops with as little as 15 trips over the same area. This guideline is revised to concentrate impact on already bare ground campsites on the semi-primitive MA's and to prevent bare ground in the Primitive MA's. This also follows the existing recommendations supported by the "Leave No Trace" camping ethics.

10. TRAIL ENCOUNTERS

The "west" 3/4 MA's set trail encounters per day at 20 less than 20 other parties. Monitoring over the last 4 shows encounters per day are 10 less than other parties. To prevent deterioration of the "outstanding opportunities for solitude" the guideline for the "semi-primitive" MA's will be revised to 10 parties per day.

The above revisions and corrections to the S&Gs for the CPW would result in a revision between various S&Gs in the current LRMP, are easier to understand, and allow for determination of trends of the Physical, Social and Biological conditions. The Bighorn Resource Management Plan (LRMP) manages areas for the management of the Cloud Peak Wilderness. These proposed actions were developed by the Irvine in the Purpose and Planning section.

The changes to the current LRMP for Wilderness MA's being considered in this EA are limited to the following items

1. TWO MANAGEMENT AREAS

2. GROUP SIZE

3. RECREATIONAL LIVESTOCK GRAZING UTILIZATION

4. DOG CONTROL

5. TECHNICAL CLIMBING

6. INIDIGENOUS AQUATIC SPECIES HABITAT

7. DEAD/DOWN WOODY MATERIAL

8. OUTFITTER/GUIDE ASSIGNED SITES

9. BARE GROUND PER CAMPSITE

10. TRAIL ENCOUNTERS

TRAIL ENCOUNTERS not to exceed 10 parties per day in MA's 1.13 (Guideline).

Chapter 2 - ALTERNATIVES

This chapter describes the alternatives considered. The alternatives were developed in response to issues raised during public involvement and environmental analysis.

ISSUES FROM SCOPING

Responses from the public range from budget concerns, to technical concerns and to specific concerns about the proposed actions. General comments received were from total support for the proposed changes, to the fees for recreational use of the CPW; institute a permit system now; increase the size of the CPW; and waive the permit. These issues do not directly relate to the proposed actions. MA's 1.13 and 1.11 are beyond the scope of this EA and no further analysis will be done on them. Group size, prohibiting fixed anchor, dead/drown woody material, and outfitter/guide assigned sites led to two additional alternatives being evaluated.

A fee system is not within the authority of the US Forest Service to impose. This would require Congressional action to implement. A permit system which would restrict numbers is a possible action and permitted by current LRMP direction. Historically the Forest Service has attempted all indirect methods to protect the Wilderness Resource before instituting a restricted permit system. No alternative for a fee system will be analyzed.

Budget is always a concern to people. The S&G sets the goals to be attained. They do not state the methods used to attain them. All resources, including Wilderness, need to have goals set in measurable and understandable terms. It is impossible for the Forest Service to predict future budgets for any resources.

Only a few comments were received on the change from four MA's to two MA's. One comment expressed a concern that additional restrictions may affect permitted use. The proposal does not restrict the public's use of the CPW to any set number at this time. One comment felt the CPW should be managed as all "Primitive". The across the board ban on MA's was a concern and will be discussed in the Environmental Consultation section. No additional alternatives will be analyzed. The No Action alternative provides a comparison with the proposed two MA's and an adequate range of alternatives to address the concerns.

ISSUES IDENTIFIED

The proposed changes in the Cloud Peak Wilderness (CPW) Management Areas (MA's) Standards and Guidelines (S&Gs) are the result of the Wilderness Implementation Schedule (WIS) signed in January 1994. In the WIS many of the concerns with the current S&Gs were outlined. Most of the concerns deal with conflicting directions in management of the various resources within a Wilderness. Also the latest research shows some of the S&Gs to be in conflict with the research findings. For instance, current research and the "Leave No Trace" program show one should concentrate in high use areas where bare ground is a concern. The current S&Gs require closing of all bare ground sites based on the previous philosophy that disturbing users lessens impact.

Beginning April 1, 1997, public comment was sought on the revised S&Gs with amending of nearly 500 notices to interested public, local government agencies and other potentially affected individuals. Two groups requested and received presentations on the Proposed S&Gs during the public comment period. About 10 responses were received from the public notices process. The responses have been summarized and are included as Appendix G of this EA. All letters are part of the planning record on file at the Buffalo Ranger District office.

From these public involvement efforts, issues were identified which created and defined alternatives for the analysis. These issues are group size, technical rock climbing, dead/drown woody material, and Outfitter/Guides' assigned sites. Alternatives 3 and 4 address options to the Proposed Action.

PROPOSED ACTION

The intent is to amend the Bighorn National Forest Land and Resource Management Plan (LRMP) to incorporate the revisions to the S&Gs for management of the Cloud Peak Wilderness. These proposed actions were developed by the Irvine in the Purpose and Planning section.

The changes to the current LRMP for Wilderness MA's being considered in this EA are limited to the following items

1. TWO MANAGEMENT AREAS

2. GROUP SIZE

3. RECREATIONAL LIVESTOCK GRAZING UTILIZATION

4. DOG CONTROL

5. TECHNICAL CLIMBING

6. INIDIGENOUS AQUATIC SPECIES HABITAT

7. DEAD/DOWN WOODY MATERIAL

8. OUTFITTER/GUIDE ASSIGNED SITES

9. BARE GROUND PER CAMPSITE

10. TRAIL ENCOUNTERS

TRAIL ENCOUNTERS not to exceed 10 parties per day in MA's 1.13 (Guideline).

Chapter 2 - ALTERNATIVES

This chapter describes the alternatives considered. The alternatives were developed in response to issues raised during public involvement and environmental analysis.

ISSUES FROM SCOPING

Responses from the public range from budget concerns, to technical concerns and to specific concerns about the proposed actions. General comments received were from total support for the proposed changes, to the fees for recreational use of the CPW; institute a permit system now; increase the size of the CPW; and waive the permit. These issues do not directly relate to the proposed actions. MA's 1.13 and 1.11 are beyond the scope of this EA and no further analysis will be done on them. Group size, prohibiting fixed anchor, dead/drown woody material, and outfitter/guide assigned sites led to two additional alternatives being evaluated.

A fee system is not within the authority of the US Forest Service to impose. This would require Congressional action to implement. A permit system which would restrict numbers is a possible action and permitted by current LRMP direction. Historically the Forest Service has attempted all indirect methods to protect the Wilderness Resource before instituting a restricted permit system. No alternative for a fee system will be analyzed.

Budget is always a concern to people. The S&G sets the goals to be attained. They do not state the methods used to attain them. All resources, including Wilderness, need to have goals set in measurable and understandable terms. It is impossible for the Forest Service to predict future budgets for any resources.

Only a few comments were received on the change from four MA's to two MA's. One comment expressed concern that additional restrictions may affect permitted use. The proposal does not restrict the public's use of the CPW to any set number at this time. One comment felt the CPW should be managed as all "Primitive". The across the board ban on MA's was a concern and will be discussed in the Environmental Consultation section. No additional alternatives will be analyzed. The No Action alternative provides a comparison with the proposed two MA's and an adequate range of alternatives to address the concerns.
The groups size proposal received the most comments. They ranged from concern for the right to assembly, to concern for organized groups use of the CPW, to the proposal is still too large, to day use should not be regulated. This chapter will show a reasonable range of alternatives for group size. These alternatives are 8 people and 1 head of livestock proposal of 10 people and 15 head of recreational stock. 15 people as backpackers and 10 people with 15 head of stock, and the present 25 people with maximum of 15 head of livestock. No alternatives will be analyzed for larger group size or unlimited group size for day-use as that does not meet the purpose and need for this analysis.

Livestock grazing issues vary from who would do the monitoring, to limiting the number of livestock to protect riparian areas, to concerns with permitted livestock, to all livestock being monitored. The alternatives will all use the recommended utilization guideline of 30% utilization for the Pristine MAs and 40% for the Semi-primitive MAs. These utilization S&Gs are the same as set for the permitted livestock. Any monitoring done in the CPW will be with the best techniques available and with trained personnel. No additional alternatives were developed because the proposed utilization S&Gs address these concerns. Whether or not Livestock grazing in Wilderness is outside the scope of this decision.

The “dog off leads” revision received few comments. The concern again seems to be with monitoring the S&Gs. No new alternative will be analyzed for this issue.

Mountaineering/Technical Rock Climbing received few comments. Most agreed with the proposed standard. However a few commenters felt bolts should be permitted. An alternative is analyzed to address this concern.

The guidelines of protecting indigenous aquatic resources received some comment. The proposed guideline have been reworded to state the habitat for indigenous aquatic species will be protected. This clarifies the role between the US Forest Service and the Wyoming Game and Fish Department. No other alternatives will be analyzed. The proposed action reviewed between Scoping and Draft EA addresses the concerns raised.

Dead and Down woody material received a wide range of comments. Again many commenters were concerned this guideline would be implemented. To give a reasonable range of alternatives one other S&G alternative will be made. It will set a guideline slightly less than the proposed action.

Outfitter/guide (OG) camp issues discussed the lack of cleanup at existing OG sites and some concern with requiring removal of camp between uses. Others commented on the need for a long-term use of one site and expressed agreement with the OG learning, practicing and teaching the “Leave No Trace” camping techniques. The alternatives analyzed will include the original proposed S&Gs and a slightly modified S&G which would allow summer long term camps.

The amount of bare ground per campsite drew comments from most respondents. The comments ranged again from how the monitoring would be done, to the S&Gs are too vague, to restoration of illegal sites, to support for the latest research and call for it to set S&Gs. The proposed S&G will be analyzed. The proposed action of 500 square feet of bare ground at Semi-primitive MAs will accommodate any of the proposed group size proposals.

Four commenters had concern with reducing the trail encounters for 20 Semi-primitive MAs. A few comments stated trail encounters are expected and some feel any use should not be regulated. The proposed action will be used in each alternative analyzed because it provides a reasonable range of alternatives with the current S&Gs of 20 encounters per day. Failing to set group size for day use does not meet the Purpose and Need of this EA and will not be analyzed.

Appendix G lists the public comments and issue responses to the scoping conducted.

ALTERNATIVE #1 (Appendix A): The No Action alternative required in all EAs.

Current LRMP S&Gs for Wilderness Management

ALTERNATIVE #2 - PROPOSED ACTION (Appendix B)

This alternative addresses the issues first highlighted during the Wilderness Implementation Schedule and recently developing issues.

1/ TWO MAs - Revise the Forest Plan from the current four MAs of Pristine, Primitive, Semi-primitive and Transition to two MAs of Pristine and Semi-primitive based on the numbering and theme of the Regional Planning Guides and the current S&G from the Bighorn LMP with the additions from this EA.

2/ GROUP SIZE - Maximum total party size limit is 10 people and 15 head of recreational stock with an allowance of an additional two (2) people if one member of the party is certified in Leave No Trace and has a copy of their certificate in possession. Parties larger than established limits may be allowed under permit on a case-by-case basis in extremely rare instances when compatible with other wilderness management objectives.

2/ RECREATIONAL LIVESTOCK GRAZING UTILIZATION - Control overnight grazing of recreational livestock to maintain natural processes where recreational livestock grazing occurs and where standards and guidelines in Management Prescriptions are exceeded.

In Pristine MAs, limit utilization of forage to not more than 40% of current annual growth for recreational livestock grazing in areas not grazed by permitted livestock.

In Semi-primitive MAs. limit utilization of forage to not more than 30% of current annual growth for recreational livestock grazing in areas not grazed by permitted livestock.

4/ DOG CONTROL - Require visitors to control dogs which they bring into the wilderness. Failure to keep dogs under control as evidenced by an unacceptable level of reports of harassment of other visitors or wildlife will require stricter control of dogs.

5/ MOUNTAINEERING/TECHNICAL ROCK CLIMBING - Mechanized tools are prohibited including motorized, electrical or mechanical drills. Do not use fixed anchors or bolts. Never remove live vegetation from rock. Do not scar, chisel, or glue bolts onto or deface the rock. Use environmental "come" chalk and clea. off heavily chalked holds. Use removable protection and natural features. Remove previously used slings from rappel sites.

6/ INDIGENOUS AQUATIC SPECIES HABITAT - In Pristine MAs protect the habitat of indigenous aquatic species. In Semi-primitive MAs protect the habitat of indigenous aquatic species in a representative sample of lakes.

7/ DEAD/DOWN WOODY MATERIAL - In Pristine MAs add to the existing S&Gs the requirement to prohibit campfires in any lake basin where the dead and down woody material is less than 90% of a natural occurring amount in campsite areas.

In Semi-Primitive MAs add to the existing S&Gs the requirement to prohibit campfires in any lake basin where the dead and down woody material is less than 90% of a natural occurring amount in campsite areas.

8/ OUTFITTER/GUIDE ASSIGNED SITES - In Pristine MAs no Assigned Sites permitted for Outfitter/Guide base camps.

In Semi-Primitive MAs Assigned Sites restricted to the current number permitted until an analysis indicates the number of assigned sites should be reviewed and the appropriate LRMP amendment completed. Require OGS to learn and practice “Leave No Trace” techniques. No caches allowed.

9/ BASEGROUND PER CAMPSITE - In Pristine MAs campsites are not evident in lake basins or other overnight settings. No bare ground from camped permitted.

In Semi-primitive MAs bare ground from campsites restricted to no more than 3% of the lake basin area suitable for camping or other human impacts such as horse restraints with no human caused horse area spots larger than 500 square feet. Concentrate use on already impacted legal sites. Do not close the legal heavily used sites.

10/ TRAIL ENCOUNTERS - In Semi-primitive MAs set the trail encounter S&G at less than 10 other parties per day.

ALTERNATIVE #3 (Appendix C)

This alternative provides a more restrictive alternative than Alternative #2. Group size and discouraging summer-use occupation of Outfitter/Guide Assigned Sites is addressed by this alternative.

1/ TWO MAs - Revise the Forest Plan from the current four MAs of Pristine, Primitive, Semi-primitive and Transition to two MAs of Pristine and Semi-primitive based on the numbering and theme of the Regional Planning Guides and the current S&Gs from the Bighorn LMP with the additions from this EA.

Also establish the number of current S&Gs will be either a Standard or a Guideline—

2/ GROUP SIZE - Maximum total party size limit is 10 people and 15 head of recreational stock with an allowance of an additional two (2) people if one member of the party is certified in Leave No Trace and has a copy of their certificate in possession. Parties larger than
established limits may be allowed under permit on a case-by-case basis in extremely rare instances when compatible with other wilderness management objectives.

3. RECREATIONAL LIVESTOCK GRAZING UTILIZATION - Control overnight grazing of recreational livestock to maintain natural processes wherever recreational livestock grazing may occur and where S&Gs in MAAs are exceeded.

In Primitive MAAs, limit utilization of forage to not more than 40% of current annual growth for recreational livestock grazing in areas not grazed by permitted livestock.

4. DOG CONTROL - Require visitors to control dogs which they bring into the wilderness. Failure to keep dogs under control as evidenced by an unacceptable level of reports of harassment of other visitors or wildlife in a calendar year will require strict control of dogs.

5. MOUNTAINEERING/TECHNICAL ROCK CLIMBING - Mechanical tools are prohibited in including motorized, electrical or mechanical drills. Do not place fixed anchors or bolts. Never remove live vegetation from rock. Do not scar, chisel, or glue holds onto or deface the rock. Use environmental "camo" chalk and clean off heavily chalked holds. Use removable protection and natural features. Remove previously used slings from raps, sites.

6. INDIGENOUS AQUATIC SPECIES HABITAT - In Primitive MAAs protect the habitat of indigenous aquatic species in a representative sample of lakes.

7. DEAD/DOWN WOODY MATERIAL - In Primitive MAAs add to the existing S&Gs the requirement to prohibit campfires in any lake basin where the dead and down woody material is less than 90% of a natural occurring amount in campsite areas.

In Semi-Primitive MAAs add to the existing S&Gs the requirement to prohibit campfires in any lake basin where the dead and down woody material is less than 90% of a natural occurring amount in campsite areas.

BOUTFITTER/GUIDE ASSIGNED SITES - In Primitive MAAs no assigned sites permitted for Outfitter/Guide base camps.

In Semi-Primitive MAAs assigned sites restricted to the current number permitted. Require O&Gs to learn and practice "Leave No Trace" techniques. No caches allowed. Encourage O&Gs to not set up summer or season long camps.

9. BARE GROUND PER CAMPSITE - In Primitive MAAs campsites are not evident in lake basins or other overnight settings. No bare ground from camping permitted.

In Semi-Primitive MAAs bare ground from campfires restricted to no more than 3% of the lake basin area suitable for camping or other human impacts such as horse restraint with no human caused bare ground spots larger than 500 square feet. Concentrate use on already impacted legal sites. Do not close the legal heavily used sites.

10. TRAIL ENCOUNTERS - In Semi-Primitive MAAs set the trail encounter S&G at less than 10 other parties per day.

ALTERNATIVE #4 (Appendix D)

This alternative provides a mid-range alternative for group size, technical rock climbing, and dead/down woody material. Group size is between Alternative 2 and 3. Technical Rock Climbing only prohibits motorized, mechanical, battery operated drills. The retention of dead/down woody material is reduced to 80% for the Primitive MAAs and to 65% for the Semi-Primitive MAAs.

1/2 TWO MA - Revise the Forest Plan from the current four MAAs of Primitive Primitive, Semi-Primitive and Transition to two MAAs of Primitive and Semi-Primitive based on the numbering and theme of the Regional Planning Guide and the current S&Gs from the Bighorn LMP with the additions from this EA. Also establish which of the new and current S&Gs will be either a Standard or a Guideline.

2/ GROUP SIZE - Maximum total party size limit is 15 backpackers or 10 people and 15 head of recreational stock with an allowance of an additional two (2) people if one member of the party is certified in Leave No Trace and has a copy of their certificate in possession. Parties larger than established limits may be allowed under permit on a case-by-case basis in extremely rare instances when compatible with other wilderness management objectives.

3/ RECREATIONAL LIVESTOCK GRAZING UTILIZATION - Control overnight grazing of recreational livestock to maintain natural processes wherever recreational livestock grazing may occur and where standards and guidelines in Management Prescriptions are exceeded.

In Primitive MAAs, limit utilization of forage to not more than 40% of current annual growth for recreational livestock grazing in areas not grazed by permitted livestock.

In Semi-Primitive MAAs, limit utilization of forage to not more than 30% of current annual growth for recreational livestock grazing in areas not grazed by permitted livestock.

4/ DOG CONTROL - Require visitors to control dogs which they bring into the wilderness. Failure to keep dogs under control as evidenced by an unacceptable level of reports of harassment of other visitors or wildlife in a calendar year will require strict control of dogs.

5/ MOUNTAINEERING/TECHNICAL ROCK CLIMBING - Mechanical tools are prohibited including motorized, electrical or mechanical drills. Never remove live vegetation from rock. Do not scar, chisel, or glue holds onto or deface the rock. Use environmental "camo" chalk and clean off heavily chalked holds. Use removable protection and natural features. Do not leave slings on rapped sites.

6/ INDIGENOUS AQUATIC SPECIES HABITAT - In Primitive MAAs protect the habitat of indigenous aquatic species; in Semi-primitive MAAs protect the habitat of indigenous aquatic species in a representative sample of lakes.

7/ DEAD/DOWN WOODY MATERIAL - In Primitive MAAs add to the existing S&Gs the requirement to prohibit campfires in any lake basin where the dead and down woody material is less than 80% of a natural occurring amount in campsite areas.

In Semi-Primitive MAAs add to the existing S&Gs the requirement to prohibit campfires in any lake basin where the dead and down woody material is less than 60% of a natural occurring amount in campsite areas.

BOUTFITTER/GUIDE ASSIGNED SITES - In Primitive MAAs no assigned sites permitted for Outfitter/Guide base camps. In Semi-Primitive MAAs assigned sites restricted to the current number permitted. Require O&Gs to learn and practice "Leave No Trace" techniques. No caches allowed.

9/ BARE GROUND PER CAMPSITE - In Primitive MAAs campsites are not evident in lake basins or other overnight settings. No bare ground from camping permitted.

In Semi-Primitive MAAs bare ground from campfires restricted to no more than 3% of the lake basin area suitable for camping or other human impacts such as horse restraint with no human caused bare ground spots larger than 500 square feet. Concentrate use on already impacted legal sites. Do not close the legal heavily used sites.

10/ TRAIL ENCOUNTERS - In Semi-Primitive MAAs set the trail encounter S&G at less than 10 other parties per day.

Refer to Table 1 for a matrix showing the differences between the various alternatives.

CHAPTER 3 - AFFECTED ENVIRONMENT AND ENVIRONMENTAL CONSEQUENCES

This chapter describes the Affected Environment and the Environmental Consequences for the proposed changes to the Cloud Peak Wilderness Standards and Guidelines. These environmental conditions form the basis for determining the changes and impacts predicted to occur for each alternative if implemented. The environmental consequences are described following the affected environment for each proposed Standard and Guideline.

1) TWO MANAGEMENT AREAS

Affected Environment

The current Bighorn NF LMRP has 4 MAAs. Monitoring of the trail encounters per day for 1993 through 1994 show two groupings. The 8A, Primitive MAAs, and the 8B, Primitive MAAs, have over the last four years had 2.3 and 2.6 trail encounters per day respectively. The 8C, Semi-Primitive MAAs, and 8D, Transition MAAs, have had 8.7 and 8.9 encounters per day respectively over the last four years. The other major differences are the CPW visitor's experience in the presence or absence of trails and the presence or absence of trail number junction signs. No other differences are readily noticeable to most visitors. The current LMRP has 121,224 acres in 8A, 45,352 acres in 8B, ...
27,493 acres in RC and 427 acres in RD. There are approximately 140 miles of FS designated and maintained trails in the CPW in current underground MAAs. The RD S&G, Transition MAAs, prohibits overnight recreational stock use and camping is to be restricted to designated campgrounds.

Environmental Consequences

Alternative #1, No Action

This would maintain the current conditions. The four current MAAs have some very minor differences in S&G. The current S&G requires the closure of bare ground campgrounds. This practice increases the total area of bare ground in the CPW due to the slow restoration of existing bare ground and the quick pruning of container grown on the new sites. As few as 12 to 15 trips across the same piece of ground at the high elevations found in CPW can cause bare ground to become reasonably bare. Both the RR and RC S&Gs allow for trails. The minor difference is the trail miles per square mile for each MAAs. The RD S&G is 1 mile per square mile and the RC S&G is 2 miles per square mile. The RD MAAs require designation of campgrounds with no other overnight camping allowed. No overnight livestock use would be permitted in the RD MAAs. Nearly 40% of the CPW use is to or through the current RD MAAs north of the West Temescal Trailhead (TT). Implementation of these current S&G could greatly decrease the use to this popular destination for visitors of the CPW.

Alternative #2, #3, and #4

These alternatives would create 2 MAAs for the CPW with the other proposed actions 1 through 10 amended into the framework of the current LRP direction and revised to the proposed Regional Office Planning guideline. One MAAs would be designated as L11, Primitive and the other would be designated as L13, Semi-primitive. These numerical designations follow the new system which will be used with all MAAs when Forest Plan revisions are done.

The trail mileage in the wilderness would drop to approximately 30 miles due to the elimination of Trail # 114 and #116. The major differences apparent to the CPW visitor will be the presence or absence of Forest Service designed and maintained trails. The Primitive MAAs will be managed as untraveled and the Semi-primitive MAAs will have designed and maintained Forest Service trails. Some minor amount of campsite sightings would be permitted in the L13, Semi-primitive MAAs for informational messages and trail junctions with trail names and numbers would be present.

The change to 2 MAAs would eliminate the prohibition on overnight livestock use on the West Temescal Trail as the RD MAAs would be eliminated. Any restrictions which might be placed on recreational stock use would be based on the range resources and the impact to campgrounds areas. Camping is restricted to designated sites in the current RD S&Gs. The revised S&Gs do not have this requirement.

Acres by MAAs for the revised MAAs are 132,026 for 8A(L11 Primitive) and 54,910 for 8C(L13 semi-primitive). This is an increase 12,805 acres for the Primitive MAAs and an increase of 26,517 acres for the Semi-primitive MAAs.

2) GROUP SIZE

Affected Environment

Group size in the CPW currently averages about 3.1 people per group. During the last three years just under 2.5% of the total groups registering exceed a group size of 10 people. Additionally group size does have direct effects on the amount of bare ground caused at each campsite and ties to the proposed S&G #9.

The average group size has varied little for the 4 years. In 1994 the CPW size entering the CPW was 3.3 people and in 1996 the average was under 3.1 people per group.

There are 27 special use permits issued to businesses providing outfitting/guiding (OGs) services for recreation activities within the CPW. The services provided include fishing trips, backpacking, horse pack trips, drop camps, horse day rides, big game hunting, mountain climbing, and environmental education and wilderness experience excursions. These activities add up to 3,135 days of authorized use in the CPW by the 27 OGs. Permitted OGs are required to follow the group size regulation. Group sizes for the OGs vary from as few as 4 riders and four horses to backpacker groups of 20 riders.

Environmental Consequences

Alternative #1

No change would be expected in the average group size if the current group size limit is retained. The allowance of 25 people per group will continue to increase the size of the campsite areas. The popular destinations in the CPW have limited areas available for campgrounds. These larger groups are less able to contain themselves within the average size campsite.

The groups at or near the limit of 25 people will sometimes occupy adjoining campites which lead to the formation and continued presence of social trails between the various campites. This adds to the amount of bare ground present in the CPW and causes increased soil erosion and tree root damage.

Cumulative Effects

The continued use by large groups of more than 10 people per group, particularly in meadows and vegetations loss around campites. The continued tree root damage around heavily impacted sites has already lead to tree mortality. Both tree mortality and the vegetation of trees in these areas are highly unlikely due to the compacted soil conditions and reduced water uptake by the soil around the heavily impacted campites. The loss of trees will probably cause the CPW users to choose new campites so their campites will be shaded. This will continue the process of soil compaction, soil erosion, and tree mortality. There would be no impact on the permitted OGs with this alternative.

The visitor use statistics for the CPW contain information on group size, origination and destination. Although there are no statistics on how much a visitor spends in the local area while using the wilderness, interviews with field personnel including wilderness rangers provided the following information:

1) The typical visitor uses the CPW as a destination. 2) Most of those visitors may camp at a trailhead to the wilderness the night before their trip to the CPW. 3) Some may incur costs at local grocery stores and gasoline stations.

4) Most of the wilderness visitors do not spend more than a day in the surrounding communities.

In this alternative, there would be no effect on the local economy. It is difficult to project the cumulative usage because the number of visitors continues to increase. In this alternative, the number of visitors continues to increase.

Alternative #2, #10 people and 15 head of recreational stock

About 70 groups out of the total of 3,070 per year or about 2.2% of the total groups have visited the CPW yearly from 1994 to 1996 have exceeded the proposed group size for this alternative. These groups would have to either reduce their group size to the 10 person limit or choose other backcountry destinations or split their group to a size which meets this group size. Since the total number of visitors using the wilderness is not expected to decrease under this alternative, there would be no negative effects on the economies of the local communities. This alternative will have little impact on existing use.

Five of the 27 permitted OGs currently take parties larger than this proposed alternative. If this group size is selected, these permitted OGs would need to adjust their group size. This could be accomplished by either taking smaller parties or by splitting the groups into smaller parties which would possibly require hiring additional guides. This alternative would not change the amount of authorized livestock from current authorizations.

This standard follows the recommendations set in the "Leave No Trace" (LNT) program developed by the National Outdoor Leadership School (NOLS). The recommendation from the LNT program is for a group size of 4 to 6 people. This standard would allow for a multiple of two or between 8 and 12 people per group. These small group sizes encourage cooking groups and tent accommodations. The BNF currently has three Master's of "Leave No Trace" instructors and at least 38 trained-trainers of LNT groups and group leaders for the allowance of two additional people per party. Either OGs or public groups may have two additional persons in their group if a member of the group is trained in LNT and has a copy of the certification of their training when in the CPW.

Cumulative Effects

The effects will be similar to Alternative 1. However with smaller group sizes the process of creating bare ground would be slower and may actually stabilize.

Alternative 3, 8 people and 8 head of recreational stock

Approximately 48 more public groups per year would have to alter their group size or choose alternate backcountry destinations as compared to Alternative 2. This is just slightly less than 4% of the total number of groups who visited the CPW from 1993 to 1996.
It is estimated five of the 27 permitted O&G would have to alter their group size to meet the new standard. Information was not available from all the permitted O&G on the size of the groups they take to the CPW. The permitted O&G may have to hire additional leaders to reduce their group size to meet this S&G.

This alternative may have slightly more impact than Alternative 2 on the general public’s visits to the CPW. The total number of visitors using the CPW is not expected to decrease significantly because many other factors contribute to the number of visitors to the CPW. This alternative would not have negative effects on the economies of the local communities.

Cumulative Effects

Similar effects as with Alternative 2.

Alternative 4, 15 people or 10 people and 15 head of recreational stock

This alternative would have slightly less impact than Alternative 2 on the general public’s visit to the CPW. The economic impact would also be slightly less as fewer than 1% of the groups visiting the CPW have over 15 people.

It is estimated that this group size would impact four of the current 27 permitted O&G. Either the O&G would have to hire an additional trip leader and split the group or reduce the size of their group to this limit. Three of the O&G affected use horses on day trips with 12 riders and 12 horses. These numbers would need to be reduced by 2 people to meet this group size.

Cumulative Effects

The same effects as Alternative 2.

3) RECREATIONAL LIVESTOCK GRAZING UTILIZATION

Affected Environment

The CPW includes portions of 17 livestock grazing allotments, 12 cattle and 5 sheep allotments. Three of these allotments are vacant at this time mainly due to the inability of a permittee to run livestock economically because of the remoteness of the areas and limited forage available. There are also 12 recreation horse allotments that have all or a portion of their boundaries included within the CPW. With the extensive amounts of rock outcrops, topographic and vegetation makeup of the area, livestock grazing on many areas is not feasible. Only an estimated 12% of the wilderness is considered capable of grazing permitted livestock or recreation horses.

Based on a review of the 1986 Soil Survey of Bighorn National Forest the majority of the area is high elevation with steep slopes featuring rock outcrops or rubble. The fixed planes and upland sites that do produce browse vegetation over the short growing season produce in the range of 3000 lbs/acre and 1500 to 2000 lbs of forage respectively. These areas are generally limited in size and scattered throughout the CPW making livestock management extremely difficult in most areas.

In Management Area 8A Pristine, recreation livestock use is currently being managed as season long use allowing not more than 30% of the current area, growth and no more than 40% trampling damage outside of current established allotments. Management areas 8B, 8C and 8D direct use to follow established standards within established allotments.

Environmental Consequences

Alternative #1, Current S&G

Only the 8A MAs has a specific utilization standard set for recreation livestock. Preliminary utilization monitoring shows areas such as the Lake Geneva area of the CPW are grazed up to 80% utilization by recreation livestock. Any grazing at this level has an unacceptable impact on the non-forested vegetation. Management of recreational grazing under this alternative requires the Forest Service to return to the standards set for the permitted livestock. These standards would require the same basic utilization S&G but does not clearly outline the utilization requirements.

Alternatives #2, #3, and #4

These three alternatives contain the same utilization standards for the two proposed MAs.

The effects of grazing are the same for all alternatives. Section 4 (d) (4) (2) of the Wilderness Act states:

"the grazing of livestock, where established prior to the effective date of this Act, shall be permitted to continue subject to such reasonable regulations as are deemed necessary by the Secretary of Agriculture."

Regulation of livestock grazing covered by Term Grazing Permits can be managed through the terms and conditions of the grazing permit and where available, the Allotment Management Plan. The "reasonable regulations" outlined in the Act refer to managing the vegetative resource in a stable productive condition.

Managing recreation livestock (horses, llama’s etc.) is a completely separate matter. Recreation livestock is not currently required to pay a fee or obtain a grazing permit and subsequently very little, if any, control is currently in place.

Sound management of the herbaceous vegetative resource requires control of the grazing animals in both time and amount of use. In the Rocky Mountain Regions’ Rangeland Analysis and Management Training Guide” Exhibit GRI: Grazing Response Index (4-75) provides a tool to assess the effects of annual grazing pressure, and the effects of repetitive defoliation during the growing season. The Index is based on frequency, intensity and opportunity.

FREQUENCY: Number of Defoliations Value

<table>
<thead>
<tr>
<th>Percent Value</th>
<th>1</th>
<th>2</th>
<th>3 or more</th>
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<tbody>
<tr>
<td>Intensity</td>
<td>+1</td>
<td>Light</td>
<td>&lt;50%</td>
</tr>
<tr>
<td></td>
<td>0</td>
<td>Moderate</td>
<td>40-55%</td>
</tr>
<tr>
<td></td>
<td>-1</td>
<td>Heavy</td>
<td>&gt;55%</td>
</tr>
</tbody>
</table>

OPPORTUNITY: Opportunity to grow or regrow

<table>
<thead>
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<th>Value</th>
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<th>Most of season</th>
<th>Some Chance</th>
<th>Little Chance</th>
<th>No Chance</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>+2</td>
<td>+1</td>
<td>0</td>
<td>-1</td>
<td>-2</td>
</tr>
</tbody>
</table>

The values for frequency, intensity, and opportunity are additive. The overall rating of the expected response to grazing is the sum of all three values. The result is a numerical value that is either positive, neutral, or negative. The index is a simple method to evaluate whether the grazing system has long term beneficial, neutral, or harmful effects to the herbaceous forage. Using the Grazing Response Index as a reference it is apparent: that without some controls on the frequency, intensity, and timing of herbaceous vegetation use it may be all but impossible to meet LEMP S&G. Currently there is no control of recreational stock grazing in the CPW. Therefore the CPW has repeated defoliations of the herbaceous vegetation around the heavily visited lakes.

This means that not only is the amount of herbaceous vegetation eaten by livestock important but also when and for how long the herbaceous vegetation is eaten. Repeated light season-long grazing can have as much impact on the herbaceous vegetation as one heavy grazing episode. Future actions may need to be taken to manage recreational stock if the Recreation stock S&G's are exceeded on a routine basis.

Cumulative Effects

Based on the amount of use many areas of the CPW receive, even if a prohibition on recreational stock grazing were enacted, vegetation impacts from trapping could still exceed levels allowing the vegetative resource to maintain itself. If that occurs then additional analysis needs to be completed to determine what measures would be necessary to meet the vegetative resource needs.

Maintaining or rebuilding a healthy and productive herbaceous vegetative resource is also one of our best methods of combating the spread of noxious weeds within the wilderness. With healthy, productive native vegetation the spread of weeds is slower and treatments more effective.

4) DOG CONTROL

Affected Environment

From 1985 until the summer season of 1994, the Bighorn NF had a dog-on-leash physically restrained. Compliance was estimated at less than 10% and immediately set up an adversarial position between the visitors and the Forest Service personnel. No more than two or three violations were written in any season while the prohibition was in place.

Environmental Consequences

Alternative #1

Retains the standard for requiring CPW visitors to have their dog-on-leash at all times. If compliance were 100% this would eliminate the possibility of conflict between dogs, wildlife and other visitors. However, as detailed in the Affected Environment section...
compliance with the dog-on-lead legislation was very low. Even with the low compliance during the ten years the dog-on-lead restriction was in place, there were no incidents reported to the Forest Service concerning dog-off-lead harassing wildlife or causing injury to other CPW wildlife visitors. Additionally, many of the horse users felt it was unsafe to have a dog-on-lead while riding.

Cumulative Effects
The non-compliance with the dog-on-lead added to the users disregard for the other wilderness regulations.

Alternative #2, #3, #4
The revised standard requires dogs to be under control at all times and three tenths of the wilderness. Monitoring would be done on a yearly basis to determine if dogs-off-lead are harming wildlife or other CPW visitors. In the future if it becomes necessary, implementing a Dog-on-lead or even stronger regulation on dogs in the CPW could be taken. It would only take a year or two to enforce compliance with a new requirement. The dog-on-lead issue has relatively minor long-term consequences.

Cumulative Effects
No known effects.

5) MOUNTAINEERING/TECHNICAL ROCK CLIMBING

AFFECTED ENVIRONMENT

The areas in the CPW conducive to mountaineering/rock climbing are relatively clear of fixed anchor/bolt and other permanent signs of climbing. Paul Kaem, a permitted climbing outfitter and guide, states there has been only one known ascent on the east face of Cloud Peak in the mid 1980’s. Mr. Kaem also mentioned there were approximately six bolts placed on the east face of Cloud Peak during this ascent. There was also an ascent of the Merlon in the summer of 1996. The Merlon is a tower of rock just to the east of Cloud Peak. According to an article in Climbing Magazine in the spring of 1997 on the ascent of the Merlon the Superfortress routes bolts were also placed. This supports the current situation that the CPW is mostly pristine with a very limited number of bolts placed. A current standard leaves the Cloud Peak Wilderness open to the possibility that new routes could be bolted.

Alternative #1, No Action

ENVIRONMENTAL CONSEQUENCES

With no standard set for this activity the presence of bolted routes will likely continue to grow. However motorized drills are prohibited under current policy and regulation. This lack of a standard will continue the debate about appropriate climbing techniques in the CPW.

Cumulative Effects

The effects of this standard in the preservation of the wilderness character to the highest level possible. The newly pristine rock in the CPW will be maintained with either of these Alternatives. These alternatives also address the potential implementation guidebook problems and the user created steep unstable trails.

Alternative #4, No motorized drills

ENVIRONMENTAL CONSEQUENCES

The consequences of this alternative fall between the No Action and Alternatives 2 and 3. BOLting done by hand requires much greater effort and should restrict the number of routes due to the increased effort of climbing and bolting. There will be some impacts from user created trails and sanitation but less than Alternative 1 and 3. It is not possible to quantify the consequence as it is not clear how many of the exact numbers of mountaineers climbing in the CPW.

6) INDIGENOUS AQUATIC SPECIES HABITAT

AFFECTED ENVIRONMENT

The Cloud Peak Wilderness contains a diverse arrangement of habitat types for indigenous aquatic species. Some habitats are occupied by aquatic species which are on the R3 Sensitive Species list. To date the Northern Leopard Frog, Rana pipiens, has been inventoried in at least four lakes in the CPW. The wood frog, Rana sylvatica occurs in Mosaine Creek and the West Fork Big Gooseundrainage near the CPW. Some of this habitat is also occupied by introduced species primarily trout. The responsibility and jurisdiction for managing all aquatic wildlife species is held by the State of Wyoming, whereas management of the habitat is the responsibility of the Forest Service.

Environmental Consequences

Users of National Forer-Current Lands especially in a Wilderness setting are responsible for their personal safety during any activity pursued on these lands. Visitors to Wilderness may include a degree of challenge and risk. Rock cliffs and faces are dangerous environments which no one makes climbers climb. Climbers need to factor into the decision to climb in the Cloud Peak Wilderness that fixed anchor/bolts are not permitted.

Cumulative Effects

This alternative overbooks the importance of habitat E- the indigenous aquatic species. Research in other places of the country show sharp declines in the amphibians present in high mountain lakes. This is a concern for the Cloud Peak Wilderness but no monitoring has been done in the CPW to confirm this possibility.

Alternatives #2, #3 an. #4 Protect Indigenous Aquatic Species Habitat

Alternatives 2, 3 and 4 contain guidelines for protection of habitat for indigenous aquatic wildlife species. These alternatives would implement guidelines specific to the aquatic habitat issue, therefore any of these alternatives are not as concerned with the effects on the CPW habitat. Setting a guidelines for protecting indigenous aquatic species habitat will assist in the maintenance of a minimum viable population of indigenous aquatic wildlife species.

Guidelines which limit grazing or have ground sites also would assist in the protection of water quality which in turn would indirectly protect aquatic species habitat.

Developing a guideline and working cooperatively with the State to protect indigenous aquatic species habitat will help assure that minimum viable populations of indigenous aquatic species will be maintained. Traditional management programs such as fish stocking will be jointly reviewed and evaluated to ensure that they are compatible with this guidelines established for the protection of indigenous aquatic species habitat.

7) DEAD/DOWN WOODY MATERIAL

AFFECTED ENVIRONMENT

Many of the popular lake destinations have little to no dead and down woody material due to its use as campfire fuel over the years. During the summer of 1996 ten of the most popular lake basins were inventoried to determine the amount of dead and down woody material present. The average amount of dead and down woody material was 2.1 tons per acre in the R3 inventoried campites. See Appendix E for a listing of each campsite with the amount of dead and down woody material in tons per acre. Recent research highlight the importance of dead and down
material, especially material larger than 3 inches in diameter and labeled Coarse Woody Debris (CWD). This research material is the project file. CWD is essential for soil nutrient building and maintenance, soil erosion protection, and maintenance of ecological integrity. After CWD is removed, more than 100 years and up to 300 years are needed to return CWD to the soil organic mantle. Recommendations for leaving 10 to 15 tons per acre in the Northern Rocky Mountains have been made by recent research. The naturally occurring amount of CWD in the CPW ecosystem is 20 to 25 tons per acre compared to the inventoried amount of just over 2 tons per acre at many CPW campsites.

Environmental Consequences

Alternative 1

Current S&G's allow campers based on meeting visual natural resource objectives or not violating biodiversity requirements. These criteria are subjective and open to various interpretations. The combination of campers using natural processes of soil building, nutrient recycling, and revegetation.

Cumulative Effects

Continuing the current S&G's allows for interpretation of meeting visual natural resource objectives. The continued use of CWD for campers will have long-term negative impacts on soil building and the nutrient and nitrogen cycles. The long-term (100 to 300 year) time frame in reincorporate CWD to replace the already lost CWD is a factor of natural processes to be protected within wilderness.

Alternative 2

The guideline proposed in this Alternative are measurable and repeatable. This specific guideline allows the public to understand the need for retention of CWD in the CPW to maintain natural processes. The best estimate is for levels of 90% in the Semi-primitive MAs and 95% in the Primitive MAs to restore CWD in the next 100 to 300 years. It opened campers would need to be managed until standards are met. Some lake basins may be placed under tighter management and may have fewer opportunities. Wood-burning fire. Management actions could include prohibitions or restrictions on wood-burning fires. The research indicates even if all CWD were maintained on sites, not burned in campers, between 100 to 300 years would be needed to reincorporate new CWD into the soil building process. Most of the CWD has been used by campers and some restrictions may need to be placed on the use of campfires by visitors in the near future. However, the specific impacts to visitors' use of campfires would be addressed at the implementation level EA.

Cumulative Effect

Setting a definable and measurable guideline: will allow the public to understand the scientific needs i.e. the need to protect CWD. Protection of the CWD will assist the wilderness resource to maintain natural processes. CWD is critical to soil nutrient cycling. The retention of most of the CWD could in the next 100 to 300 years restore the natural role of CWD in the soil building of the CPW.

Alternative 3

Same effects as Alternative 2 as the same guideline for retention of CWD are set.

Cumulative Effects

Same as for Alternative 2.

Alternative 4

The effects are similar as Alternative 2, however the guideline is set slightly lower. Soil building and nutrient cycling processes would be slower with -Alternative 2. The impacts on visitors' use of campfires would be analyzed at the implementation level EA.

Cumulative Effects

Similar to Alternative 2 and 3 but more time would be needed to restore natural processes of CWD. Time frames would be nearly double the 100 to 300 year time frames.

ASSIGNED SITES FOR OUTFITTER/GUIDES

Affected Environment

An "assigned site" is an outfitter campsite or other location that is authorized for occupancy and use by the Forest Service and for which a fee is paid by the special-use permit holder. Formerly this type of use site was called a "designated" or "reserved" site. An assigned site is requested by the permit holder. The site must be approved by the Forest Service and is subject to the Forest Service Authorized Officer's discretion. Assigned sites are identified in the special-use permit and operating plans. These assigned sites are often in use season long and may consist of several large tents, toilet shelters, temporary corrals, and other facilities.

In the CPW some outfitter/guide businesses conduct all or a part of their use from assigned campsites. Other businesses operate from lodge facilities or assigned campsites outside the wilderness area. The remaining backcountry operate by using temporary campsite locations within the wilderness area. There are 12 assigned sites used by outfitters in the CPW.

AIl facilities used by outfitter/guide businesses within the CPW are temporary structures. At the end of the use of these temporary structures must be disassembled and removed from the wilderness area. No equipment caches are authorized to be left in the CPW.

Environmental Consequences

Alternative 1 - No Action

This alternative represents no change from the current management of outfitter/guide operations or the use of assigned sites. Assigned sites could be allowed in all portions of the CPW. The location of assigned sites would remain at the discretion of the Forest Service Authorized Officer. The location of Assigned Sites under the current S&G's allows Assigned Sites in MA's IA which are to be managed as trails. This has led to the creation of trail-use and backcountry use in portions of the CPW where human caused impacts in the "Primitive" MA's had not occurred prior to permitting OGV Assigned Sites. As with public visitor use, the permitted OGV use which causes bare ground or new trails takes decades or longer to recover.

Alternative 2 - Proposed Action

The proposed standard would prohibit locating Assigned Sites in the current RA and most of the current R1 MA's. This proposed new current RB MA's would be combined into a 1.11 Primitive MA's. This would affect 1 outfitter business with an Assigned Site currently located in a RB MA but proposed to be located in the Primitive MA's under this Alternative. An alternative location would be permitted to this OGV. No additional Assigned Sites would be allowed within the CPW. This restricts the creation of any bare ground campgrounds in the 1.11, Primitive MA's.

Cumulative Effects

This standard would in time reduce the amount of bare ground campgrounds in the Primitive MA's and limit the number of campgrounds in the Semi-primitive MA's to current levels.

Alternative 3

This alternative we had the same effect as Alternative 2 on OGV assigned sites.

Also, OGV's would be encouraged not to set up season-long camps under this alternative. This could possibly increase the need for-hc based operations to use an additional pack animal for each trip. Some of the horse-based OGV's use traditional gear and equipment which is normally heavier and bulkier than some of the latest equipment requiring more pack animals. Additional stock would slightly increase trail wear and erosion potential. However OGV use accounts for only about 18% of the total use in the CPW. It would not be possible to quantify the increased erosion due to such a minor increase in stock use.

Cumulative Effects

Implementation of this standard would have similar effects as Alternative 2. The removal of season long camps would allow some slight reduction of bare ground areas. Sunlight and precipitation would help the herbaceous vegetation reestablish itself on those bare areas caused by season long camp set ups.

Alternative 4

This alternative would have the same effect as Alternative 2 on OGVs.

9) BARE GROUND PER CAMPSITE

Affected Environment

During the summer of 1996, campgrounds at the ten most heavily used Lake Basins in the CPW were inventoried using Col.'s "Area of Vegetation Loss;" i.e. Index of Campsite Impact. The average amount of bare ground per site was over 600 square feet. Nineteen sites were over 1000 square feet of bare ground with one campsite exceeding 3000 square feet of bare ground. Campsites were located using Global Positioning System technology. See Appendix F for a
of each campsite with the inv. storied amount of dead and down material at each campsite.

Environmental Consequences

Alternative #1

The present S&Gs deal with campsite by condition classes 1 through 5 on the S&G scale with 1 being nearly unchangeable and 5 being nearly unchangeable. Over 1,400 campsite were documented in the CPW and the unsurveyed showed sites both im-

proving and deteriorating. However it was very dif-

ficult to determine an overall trend in campsite con-

dition since comparisons were only numerical and dif-

ficult to tie to a known campsite. This S&G would

continue to provide total —— of sites but would

still be difficult to detect a trend of selected sites.

Cumulative Effects

The current S&Gs require the closure of campsite

when bare ground develops. Research shows that

barren soil is due to camping or human use at low

very low vegetation levels. As few as 12 to 15 trips per

year can leaf to bare ground. The current S&Gs then

continue to push the bare ground campgrounds

around the CPW. The bare ground impact occurs on

areas as visitors are forced to avoid previously used

sites which are managed as close to comply with the

S&Gs. This will lead to an increase in bare

ground unnecessarily to comply with the S&Gs.

Alternative #2, #3, and #4

This guideline establishes an upper limit for area

of bare ground per campsite. The Pristine MAs did not
tolerate any bare ground camp areas. This is con-

sistent with the pristine theme and the Wilderness Act

of an permanent sign of human use. In the Semi-

pristine MAs the maximum of 500 square feet of bare

ground would result in the tools for any of the group

uses proposed through the three Alternatives or

for the current group size of 25 p-ops. The

maximum is a specific even limit allows for

allowing to determine trend in sites and condition of

condition. Research shows that to eliminate bare ground would

require setting visits extremely low, such as 1 to 3 per

year to any one campsite. Bare ground can be created

with as few as 12 to 15 trips over the same piece of
ground. The presence thus, bare ground is going to

occur at current level due to popular destination.

However it is important to limit the amount

d values of the Wilderness. Other values include bio-

logical reservoirs for plants and animals and a source

of clean water for communities around the BWIF. Im-

pacts to these types of other wilderness resources are

highly likely if use is allowed to increase to the current

S&Gs. One impacted restoration of the Wilderness

Resource could take decades or possibly centuries.

Alternative #2, #3 and #4

The proposed L.13 MAs, Semi-primitive, currently

MA, BC and BD, average 8.3 trail encounters per day

during the summer use season. All three alternatives

would set the guideline for trail encounters to less than

10 per day. The basic philosophy of the Forest Ser-

vice for Wilderness Management is non-degradation of

the Wilderness. Setting the number of visitors per cer-

ners near the current numbers will allow action to

take in preventing increasing amounts of use and pro-

bably impacts. This would be in preventing increas-

ing amounts of bareground at campsite and provide

for better opportunities of solitude. This trail encoun-
ter guideline is more representative of research used

to establish national direction for Recreation Op-

portunity Spectrum Guidelines. The change from 20

entrants to 18 encounters per day has no

significant impact. Current monitoring shows en-

counter levels of less than nine other parties per day.

Cumulative Effects

Restricting trail encounters along with the other pro-

posed S&Gs would prevent continued degradation to

the Wilderness Resource. This guideline would help

preserve the Wilderness resource by restraining the

number of CPW visitors to just slightly more than the

at 4 year average has been. This would help maintain

the CPW natural processes as untrammelled as pos-

sible.

AMENDMENT TO THE FOREST PLAN ANALYSIS

AMENDMENT TO THE FOREST PLAN ANALYSIS

1. PURPOSE AND NEED:

The determination to amend a forest plan may arise from

several sources, including rec-recognitions of a Forest

interdisciplinary team based on their findings from forest

plan monitoring (36 CFR 219.12(k) and FSM 22.7), or

after an interdisciplinary team completes an environmental

analysis. After being advised by an interdisciplinary team

that a forest plan requires a change, the responsible

official shall:

1. Determine whether proposed changes to the plan are

significant or not significant in accordance with the

requirements of 36 CFR 219.10 (e) and (f), 36 CFR 219.12

(k), and sections 12.251 and 12.253 of the FSM;

2. Document the analysis of whether or not the change is

significant in a decision document; and,

3. Provide appropriate notification of the decision prior to

implement change.

This analysis for the Bighorn Land and Resource Plan

analysis discusses anticipated effects of proposed amend-

ment number 14 for the Cloud Peak Wilderness Revised

Standards and Guidelines. It also disclose whether or not

the proposed amendment is significant or not significant.

2. PROPOSED ACTION:

AFFECTED ENVIRONMENT: The affected environment is out-

lined in the Location Section on Page 1.

The proposed action is revision and/or addition of 18 Stan-

dards and Guidelines for the Management of the Cloud

Peak Wilderness and changing from 4 Management Areas to

2 Management Areas. No change in area is planned for

management of the Cloud Peak Wilderness.

Proposed Amendment number 14 would change from 4

Management Areas to 2 Management Areas and revise

and/or add 10 Standards and Guidelines.

The Standards and Guidelines for activities prescribed in

amendment 13 would be more restrictive than current

Standards and Guidelines. They are designed to provide

more specific direction to protect the Wilderness values

of the Cloud Peak Wilderness.

3. DIRECT AND INDIRECT EFFECTS:

The affected area is approximately 189,839 acres and does

not contain the allocation of Wilderness acres from the

Bighorn National Forest. The Standards and Guidelines that
direct Wilderness Resource protection would be approved.

Forest Plan Amendment Number 14 would not change exis-
ting Forest Plan goals, objectives and outputs. The pro-

posed changes could affect the visitor's use of the Cloud

Peak Wilderness by restricting the use of campfires, the

party size of groups, technical rock climbing or the timing of

recreational use. The Standards and Guidelines described in

this Environmental Assessment detail the effects of the

proposed actions.

Amendment No 14 would not directly or indirectly affect

future management on . e remaining 918,631 acres of the

Bighorn National Forest, nor would it affect the goals,

objectives, or outputs of the 1985 Forest Plan. The proposed

changes in Standards and Guidelines are for the Cloud
Peak Wilderness only and they would not apply to the other 918,431 acres of the planning area.

4. CUMULATIVE IMPACTS ANALYSIS

PAST ACTIONS:

The current Forest Land and Resource Management Plan was approved on October 6, 1984. There have been twelve non-significant amendments to this plan since it was approved and they are summarized below.

Forest Plan amendment number 1 updated the Ten-Year Timber Sale Summary (Appendix A)—Updated through 1990. Arterial and Collector Road Construction and Reconstruction Summary (Appendix B)—Updated through 1993. Trail Construction and Reconstruction Summary (Appendix C)—Updated through 1993 and Developed Recreation Site Construction/Reconstruction Summary (Appendix H)—Updated through 1993.

Forest Plan amendment number 2 updates the implementation schedule, including the Ten Year Timber Sale Summary in Appendix A, Trail Construction and Reconstruction Summary in Appendix C, and Developed Recreation Site construction and Reconstruction Summary in Appendix H. It is necessary to update these schedules annually to reflect changes in planned activities due to such factors as differences between program budgets and actual appropriations, economic considerations, site specific analysis, and other natural and physical factors.

Forest Plan Amendment number 3 updated the "Ten Year Timber Sale Summary" contained in Appendix A of the Forest Plan. Schedules are updated as needed to reflect changes in planned activities due to such factors as differences between program budgets and actual appropriations, economic considerations, site specific analysis, and other natural and physical factors. Changes in schedules do not represent a change in management direction.

Forest Plan Amendment number 4 changed and improved some of the monitoring requirements in wildlife, range, soils, water, riparian, and fish habitat. The Forest Interdisciplinary Team found during prior monitoring that some of the procedures and standards did not provide the best means of monitoring.

Forest Plan Amendment number 5 was issued to change the projected expenditures and returns shown in table III-1 of the Forest Plan. This updated the costs of plan implementation.

Forest Plan Amendment number 6 added the Forest's Recreation Strategy as Appendix J and the official designation of three scenic by-ways as Appendix K. These documents did not change the overall direction of the Forest Plan but did clarify the goals and objectives of the recreation program.

Forest Plan Amendment number 7 replaced the seven-year regeneration standard with a five-year generation standard which applied to final harvest of lodgepole pine. The amendment added additional Standards and Guidelines to be used in making a determination that regeneration can be assured within five years following final harvest. The amendment also made corrections to the lands designated as suited for timber harvest, reducing the amount of land suited for timber harvest by about 4,400 acres to 262,002 acres.

Forest Plan Amendment number 8 changed the visual quality objectives for the Twin Lakes Reservoir special-use permit area. Section 73, Table 5C, National Range 87, Sixth Principle Meridian. Specifically, visual quality objectives in management areas 46B and 99A were changed from Retention/Partial Retention to Maximum Modification. This change allows for the expansion of the Twin Lakes Reservoir to take place consistent with Forest Plan management direction.

Forest Plan Amendment number 9 changes management prescriptions on 83 acres of National Forest System Lands at the location of the planned Tie Huck Dam and Reservoir, located on the South Fork of Clear Creek. This amendment changes the visual quality management prescription 7E (visual management) to 3E (management prescription 3E) to 83 acres of management prescription 9E (water impoundment).

Forest Plan Amendment number 10 changed the timber suitability on a 22 acre expansion of Arapahoe Area Prescription 1A. The timber suitability on the 22 acres expansion area was changed from suited forest - land timber component (511 timber component) to unsuited forest land - land not appropriate for timber production (825 timber component).

Forest Plan Amendment number 11 changed the management prescriptions on 101 acres of National Forest System Lands located near Cones C-wcek, Tongue Ranger District. This amendment changes 96 acres of management prescription 4A (riparian management) to 101 acres of management prescription 9E (water impoundment).

Forest Plan Amendment number 12 changed the focus of management on 10,000 acres of National Forest System lands at the Medicine Wheel Site located on the Medicine Wheel Ranger District. This amendment changes management on 1.8% of the planning area in accordance with the

Medicine Wheel Historic Preservation Plan, Section IX, pages 23 to 66.

This section compares the changes in acres between the various Management Areas resulting from these twelve amendments.

<table>
<thead>
<tr>
<th>MGT.</th>
<th>CURRENT ALLOCATED</th>
<th>ALLOCATED</th>
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<tbody>
<tr>
<td>AREA EMPHASIS</td>
<td>1985</td>
<td>FORSET</td>
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<tr>
<td>1-A Existing &amp; Proposed Developed Recreation Facilities</td>
<td>912</td>
<td>912</td>
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<tr>
<td>1-B Existing &amp; Potential Winter Sports Sites</td>
<td>599</td>
<td>599</td>
</tr>
<tr>
<td>2-A Semi-Primitive Motorized Recreation Opportunities</td>
<td>43,370</td>
<td>43,370</td>
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<tr>
<td>3-B Rural &amp; Rambled Natural Recreation Opportunities</td>
<td>15,020</td>
<td>15,020</td>
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<tr>
<td>3-C Semi-Primitive Nonmotorized Recreation Opportunities</td>
<td>44,680</td>
<td>44,680</td>
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<tr>
<td>3-D Primitive Recreation in Unowned Areas</td>
<td>45,900</td>
<td>45,900</td>
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</tbody>
</table>

4-B Wildlife Habitat Management for One or More Management Indicator Species | 306,337 | 306,104 |

4-D Aspen Stand Management | 11,171 | 11,171 |

5-A Wildlife Winter Range in Non-Developed Areas | 15,020 | 15,020 |

5-B Wildlife Winter Range in Forested Areas | 18,153 | 18,153 |

6-A Livestock Grazing, Improve Forage Condition | 26,494 | 26,494 |

6-B Livestock Grazing, Maintain Forage Condition | 242,541 | 242,541 |

7-D Wood Fiber Production | 305,099 | 305,042 |

8-A Primitive Wilderness Opportunities | 122,224 | 135,629 |

8-B Primitive Wilderness Opportunities | 45,352 | 0 |

8-C Semi-Primitive Wilderness Opportunities | 27,493 | 54,919 |

8-D Transition Wilderness Opportunities | 427 | 0 |

9-A Riparian and Aquatic Ecosystem Management | 11,746 | 11,729 |

9-B Increase Water Yield | 4,000 | 4,000 |

9-E Needed Water Improvement Sites | 0 | 104 |

10-A Research Natural Areas | 1,220 | 1,220 |

10-C Scenic, Geologic, Historical, and Other Special Interest Areas | 165 | 165 |

10-D Wild and Scenic Rivers Corridors | 50,399 | 50,399 |

TOTAL FOREST ACRES | 1,197,679 | 1,197,679 |

The twelve amendments have not substantially altered the Forests' ability to produce goods or services projected in the original Forest Plan. Amendment 7 (resulting from a court order specific to regeneration on the Forest) did reduce the acres suitable for timber production by approximately 4,400 acres around amendment 10 reduced the
suitable timber base by an additional 22 acres. Overall the suitable timber base dropped from approximately 266,462 acres to 262,040 acres. This accounted for about a 1.7 percent decrease in the suitable timber base on the Forest.

The Management Area Summary shows that during the past ten years 206 acres have been adjusted to other allocations because of plan amendments. This amounts to .019 percent of the acres on the Forest. Management Area 1A, Recreation Facilities was increased by 22 acres, Management Area 4B, Wildlife, was decreased by 133 acres, Management Area 7E, Wood Fiber Production was decreased by 58 acres, Management Area 9A, Riparian was decreased by 15 acres, and Management Area 9E, Water Impoundment Sites was increased by 184 acres.

REASONABLY FORESEEABLE FUTURE ACTIONS:

The Staff of the Bighorn National Forest are beginning the revision of the forest plan which is scheduled for completion by late 1999. There are not any proposals for additional amendments to this existing plan. Consequently, there are no reasonably foreseeable future actions, when considered with the proposed action and past actions, that would affect the current goals, objectives and outputs. This includes Forest Service and non-Forest Service actions.

5. SUMMARY AND CONCLUSIONS:

Chapter 4

List of Preparers

<table>
<thead>
<tr>
<th>Name</th>
<th>Position and Responsibility</th>
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<tbody>
<tr>
<td>Craig Cope</td>
<td>Wilderness Coordinator/ID Team Leader</td>
</tr>
<tr>
<td>Harold Golden</td>
<td>Wildlife Biologist/Aquatic Resource</td>
</tr>
<tr>
<td>Thad Harper</td>
<td>Recreation Forester/Outfitter and Guides</td>
</tr>
<tr>
<td>Ron Stellingwerf</td>
<td>Range Management/Recreation stock</td>
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</table>

There would be very few direct, indirect, or cumulative effects to the goals, objectives, or outputs projected in the Forest Plan from Amendment Number 14. The proposed amendment is specific in nature and affects only a small portion of the planning area. Therefore the proposed amendment is not significant. This conclusion is based on the following reasons: (FSH 1909.12 5.32)

1. The affected area is 17% of the overall planning area.

2. No change is expected in long-term relationships between the levels of goods and services projected by the Forest Plan. There would be no changes with the outputs either directly or indirectly because of the proposed amendment. These changes to the S&Gs reflect current conditions and therefore result in no significant impacts or effects.

3. The proposed changes to the Standards and Guidelines are only for the Cloud Peak Wilderness and do not change the number of acres of the Bighorn National forest managed as Wilderness.

4. The proposed amendment would not alter the desired future condition of the land, resources or the production of future goods and services.
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<tbody>
<tr>
<td>Alternative #1</td>
<td>Retain 4 MAs</td>
<td>25 people w/ maximum of 15 head of stock</td>
<td>Retain standard of 30% in pristine and unspecified standards in other 3 MAs</td>
<td>Retain current standard of all dogs on leash</td>
<td>No S&amp;Gs</td>
<td>No S&amp;Gs</td>
<td>Prohibit campfires where Diversity Requirements are violated or Visual Resource objectives not met</td>
<td>No S&amp;G</td>
<td>No S&amp;Gs set for amount of bare ground plus require closure of campsites once bare ground develops</td>
<td>Trail encounters in B1 &amp; BC not to exceed 20 other parties per day</td>
</tr>
<tr>
<td>Alternative #2</td>
<td>Convert to 2 MAs</td>
<td>10 people &amp; maximum of 15 head of stock</td>
<td>Retain 30% utilization in 1.11 MAs Set 40% utilization in 1.13 MAs</td>
<td>Revise S&amp;G require visitors to keep their dogs under control</td>
<td>No motorized/mechanical/battery operated drills or fixed anchors/bolts</td>
<td>Preserve indigenous aquatic species habitat in 1.11 MAs &amp; preserve a representative sample in 1.13 MAs</td>
<td>Retain 95% of the natural amount of Dead/Down Woody material in 1.11MAs &amp; 90% of the natural amount of Dead/Down material in 1.13 MAs</td>
<td>No Assigned Sites in 1.11MAs &amp; Retain the current number of Assigned Sites in 1.13 MAs</td>
<td>Bare ground from campsites limited to 300 square feet each &amp; encourage use of existing bare ground areas in Ma 1.13 No bare ground campsites in Ma 1.11</td>
<td>Trail encounters not to exceed 10 other parties per day</td>
</tr>
<tr>
<td>Alternative #3</td>
<td>Same as Alternative #2</td>
<td>8 people &amp; maximum of 8 head of stock</td>
<td>Same as Alternative #2</td>
<td>Same as Alternative #2</td>
<td>Same as Alternative #2</td>
<td>Same as Alternative #2</td>
<td>Same as Alternative #2 plus encourage only temporary set up of camps</td>
<td>Same as Alternative #2</td>
<td>Same as Alternative #2</td>
<td>Same as Alternative #2</td>
</tr>
<tr>
<td>Alternative #4</td>
<td>Same as Alternative #2</td>
<td>15 backpackers or 10 people and 15 head of stock</td>
<td>Same as Alternative #2</td>
<td>Same as Alternative #2</td>
<td>Same as Alternative #2</td>
<td>Same as Alternative #2</td>
<td>Retain 80% of the Dead/Down Woody Material in 1.11MAs &amp; 65% of the Dead/Down Woody Material in 1.13 MAs</td>
<td>Same as Alternative #2</td>
<td>Same as Alternative #2</td>
<td>Same as Alternative #2</td>
</tr>
</tbody>
</table>
BIGHORN NATIONAL FOREST
FINAL ENVIRONMENTAL ASSESSMENT
CLOUD PEAK REVISED STANDARDS AND GUIDELINES
ALTERNATIVE 1, NO ACTION
CURRENT STANDARDS AND GUIDELINES
APPENDIX A
B. MANAGEMENT ACTIVITIES

| Wilderness Area | 01   Do not provide interpretive facilities at cultural resource sites, nor restore or enhance cultural resources for recreation purposes (0172) |
|-----------------|------|-----------------------------------------------------------------------------------------------------------------------------------|
| Management      | 02   Provide opportunities for human isolation, solitude, and self-reliance and challenge while traveling cross-country and on system trails. (0191) |
|                 | 03   Utilize a permit system to manage use levels and patterns during the summer use period based upon the following criteria: |
|                 | a.  When acceptable use levels, as specified in the individual prescriptions, are exceeded during 20 percent of the summer use season, or |
|                 | b.  When acceptable capacities, as specified in the individual prescriptions, in primitive or pristine management areas are exceeded on 10 percent or more of the days during the summer use season. |
|                 | c.  Apply a permit system to an entire wilderness, not just impacted portions of a wilderness. (0192) |
|                 | 04   Maximum total party size limit is 25 people or a combination of 25 people and/or head of recreational stock, except that no more than 15 head of recreational stock will be allowed in any party. Party size limits less than these will be established where biological physical resource capability cannot support that level of use. Parties larger than established limits may be allowed under permit on a case-by-case basis when compatible with other wilderness management objectives. (0194BI) |
|                 | 05   Prohibit competitive contest events, group demonstrations, ceremonies, and other similar events. (209) |
|                 | 06   Prohibit recreational stock along lake shores |
and streambanks except for watering and through-travel. (0204)

07 Require users camping overnight with recreational stock to carry cubed, pelleted, or rolled feed and/or certified weed-free hay where grazing is prohibited.

08 Control overnight grazing of recreational stock in alpine and Krumholz ecosystems according to use standards in Range Analysis Handbook (FSH2209.21) (206)

b. Allowable soil Disturbance criteria.

20% maximum disturbance on ranges with good-excellent soil stability condition on 0-15% slopes.

15% maximum disturbance on ranges with fair soil stability conditions on slopes less than 15% and good or better soil stability conditions on slopes of 16-25%.

10% maximum disturbance on ranges with fair soil stability conditions on slopes of 16-25% and good soil stability conditions on slopes of 26-45%. (6280)

09 Prohibit new range improvement structures other than corrals, fences, or water development essential to sustain current permitted numbers or protect resource values.

10 Implement revegetation only for rehabilitation of areas in less than "fair" range condition based upon their natural potential. Use only native species for revegetation. Implement only where natural vegetation possibilities are poor, and only where degradation was due to human activities. (0177)
11 Permit fish and wildlife research and management utilizing guidelines adopted by the International Association of Fish and Wildlife Agencies (FSM 2323.3)(0179)

12 See Mining Law Compliance and Administration and Minerals Management Activities in Forest Direction for minerals direction.(0476)

13 Maintain fire-dependent ecosystems using prescribed fires. Reclaim areas disturbed as part of fire control activities to meet the visual quality objective of retention.(0187BI)

14 Suppress man-caused wildfires.(0186)

15 Protect air quality related values from adverse effects a. See criteria and standards from air pollution. FSM 2120 (6286)

16 Control natural insect or disease outbreaks in wilderness only when justified by predicted loss of resource values outside of wilderness. Conduct analysis in accordance with FSM 3430.(0190)

17 Control problem animals on a case-by-case basis in cooperation with other agencies (FSM 2610) using methods directed at the offending animal but which present the least risk to other wildlife, and/or visitors.(0180)

18 Prohibit dogs, or require them to be physically controlled on a leash. Exceptions will be made for permittee’s working dogs, and for hunting dogs while hunting during legal seasons. (0202)
UNIFORM FOREST
MANAGEMENT PRESCRIPTION 8A
(Provide for pristine wilderness opportunities)

A. MANAGEMENT PRESCRIPTION SUMMARY

General Description and Goals:
Management emphasis is for the protection and perpetuation of essentially pristine bio-physical conditions and a high degree of solitude for both wildlife and humans with no perceptible evidence of past human use.

All resource management activities are integrated in such a way that evidence of current human use, including permitted and recreation livestock is not noticeable the following season, or so that natural biological processes are not adversely or artifically changed over time by human use.

B. MANAGEMENT REQUIREMENTS

<table>
<thead>
<tr>
<th>MANAGEMENT ACTIVITIES</th>
<th>GENERAL DIRECTION</th>
<th>STANDARDS &amp; GUIDELINES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Visual Resource</td>
<td>01 Design and implement management activities to maintain a pristine ecosystem.</td>
<td>a. The Adopted Visual Quality Objective (VQO) is (6132)</td>
</tr>
<tr>
<td>Management Preservation (A04)</td>
<td>(0218)</td>
<td>( )</td>
</tr>
<tr>
<td>Dispersed Recreation Management (A14 and 15)</td>
<td>01 Provide opportunities for primitive and unconfined recreation featuring solitude and to travel cross-country in an environment where success or failure is directly dependant on ability, knowledge and initiative. (0223)</td>
<td></td>
</tr>
</tbody>
</table>
|                        | 02 Emphasize recreation opportunities on the most primitive and of the recreation opportunity spectrum. Manage use to provide very infrequent contact with other groups or individuals. (0224) | a. Maximum use and capacity levels are:
- Trails and camp encounters during peak use days are less than 2 other parties per day. |
- Trails and area-wide use |
03 Limit specially permitted parties to not more than one per 2500 acres.

(0226 )  

04 Prohibit open fires in alpine, Krummholz, meadow acres and within riparian acres when:

a. Use of dead down wood for fuel is likely to violate diversity requirements, soil nutrient and erosion protection, or

b. Visual resource objectives for the area likely could not be met.

(0199 )  

05 Prohibit open fires when occurrence of fire-rings exceed Frissell class 1 site conditions on 10 percent or more of the known campsites within the management area.

(0251 )  

- Reduce the above use levels where unacceptable changes to the biophysical resource are likely to occur.

(6128 )  

Recreation
Management
(Private and other Public Sector)
(A16)

01 Manage outfitter-guide operations in the same manner as other visitors. Permit camping only in sites specified in outfitter-guide permits. Keep outfitter-guide activities harmonious with activities on non-guided visitors. Include outfitter-guide operations in calculations of level-of-use capacities.

(0208 )  

Wildlife and Fish Resource Management
(C01)

01 Manage human activity so that wildlife and plant species population dynamics and distribution occurs naturally. Prohibit fish stocking except for reintro-
duction of indigenous species or where stocking had been previously authorized and practiced.
a. Follow established utilization standards for for areas, within grazing allotments. (6130)

b. Limit utilization of forage to not more than 30 percent of current annual growth outside established allotments. (6342)
c. Limit trampling of forage to not more than 40 percent of current annual herbaceous vegetation growth, outside established allotments. (6344)

a. Follow procedures specified in Agricultural Handbook 537 for Utilizing the Universal Soil Loss Equation. (Cautions contained in WO 2550 letter dated 5/28/82 should be noted.) The guidance for K and T factors are in the National Soils Handbook 407.1 (a) (3) (xvii). (6159)
A. MANAGEMENT PRESCRIPTION SUMMARY

General Description and Goals:
Management emphasis is to provide for the protection and perpetuation of natural bio-physical conditions. On-site regulation of recreation use is minimal. Travel is cross country or by use of a low-density constructed trail system.

Visual Resource Management

01 Design and implement management activities so that the impact of man is not apparent and the area appears in a condition affected only by natural biotic Succession. (0230) ( )

Dispersed Recreation Management (A14 and 15)

01 Emphasize primitive recreation opportunities requiring a high degree of isolation, solitude, self-reliance and challenge while traveling cross-country or on system trails. (0231) ( )

02 Prohibit open fires in alpine, Krummholz, meadow areas and within riparian areas when:
- Use of dead and down wood for fuel is likely to violate diversity requirements, soil nutrient and erosion protection, or
- Visual resources objectives for the area likely could not be met. (0199) ( )

03 Manage use to provide a low incident of contact with other groups or individuals and to prevent un-acceptable changes to the biophysical resources. (0301) ( )

a. The adopted Visual Quality Objectives is Preservation. (6132) ( )

- Trail and camp encounters during peak use days are less than 6 other parties per day.
Manage sites to provide opportunity for moderate to high degree of solitude.

\( 0626 \) \( ( \ ) \)

Trail and area-wide use capacity:

<table>
<thead>
<tr>
<th>Use</th>
<th>Open Lands</th>
<th>Forest Level Lands &amp; Shrub Lands</th>
</tr>
</thead>
<tbody>
<tr>
<td>On Trails</td>
<td></td>
<td></td>
</tr>
<tr>
<td>( (PAOT/\text{Mile} 0.5-1.0 \times 2-3) )</td>
<td></td>
<td></td>
</tr>
<tr>
<td>( (6372) )</td>
<td></td>
<td></td>
</tr>
<tr>
<td>( b. \ Area-wide Capacity: )</td>
<td></td>
<td></td>
</tr>
<tr>
<td>( (PAOT/Area) )</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

| Open Lands | Alpine, \text{Krummholz} .002 | Rock, Mtn. grass .005 |
| Ponderosa Pine, Douglas fir, Riparian areas, White Pine .01 Spruce/Fir, Lodgepole Pine, Aspen .02 |
| \( (6336) \) |            |                                 |
| \( c. \ Reduce visitor use when the level of use exceeds capacity on more than 10 percent of the days during summer and fall use season. \) |            |                                 |
| \( (6374) \) |            |                                 |

\( a. \ Use a minimum site spacing of 500 feet. \)
\( (6338) \) \( ( \ ) \)

| \( \) | \( \ ) | \( \ ) |
| \( b. \ Occupied site guidelines (Maximum number of sites occupied at one time) \) | \( \) | \( \ ) |
| Lakes | \(<5 \text{ acres} \) | \(2\) |
|        | \(5-25 \text{ acres} \) | \(3\) |
| Recreation Management (Private and Other Public Sector) (A16) | 01 Manage outfitter-guide operations in the same manner as other visitors. Permit only in sites specified in outfitter-guide permits. Keep outfitter-guide activities harmonious with activities of non-guided visitors. Include outfitter-guide operations in calculations of level-of-use capacities. (02v8 ) |
| Range Resource Management (D02) | 01 Manage livestock and herbivorous wildlife forage use in accordance with FSM 2320.3 (36 CFR 293.7) (0182 ) |
| Special Use management (Non-Recreation) (J01) | 01 Manage surface occupancy activities authorized prior to wilderness designation to reduce impact on wilderness values consistent with the intent of the occupancy authorization. (0210 ) |
| Soil Resource Management (KA1) | 01 Restore soil disturbances cause by human use (past mining, grazing, trail construction and use, camping, etc.) to soil loss tolerance levels commensurate with the natural ecological processes for the treatment area. (0184 ) |

>25 acres 4 Depending on site Suitability/Availability Streams and Trails
Open areas 2sites/mile
Forest areas 4sites/mile (6340 ) ( )

a. Follow established utilization standards for areas, within grazing allotments. (6130 ) ( )
a. Follow procedures specified in Agriculture Handbook 537 for Utilizing the Universal Soil Loss Equation. (Cautions contained in WO 2550 letter dated 5/28/82 should be noted.) The guidance for K and T factors are in the
Transportation System Management (L01 & 20)

01 Locate and design roads to minimize the biophysical and visual impact, and to facilitate restoration.

(3141BI) ( )

02 Convert roads not needed for authorization activities to trails, or if they are not needed as part of the transportation system, restore them to the established VQO.

(0254) ( )

03 Construct or reconstruct trails only when needed to meet objectives of the wilderness transportation system.

(0255) ( )


(6159) ( )

b. Provide Frissel condition classes 1 and 2 campsites only.

(6133) ( )

a. Roads will not be authorized:
- On slopes steeper than 60%;
- In areas of high erosion hazard;
- In areas of high geologic hazard;
- In areas of low visual absorption capacity that are unlikely for successful restoration;
- In areas which would adversely affect threatened and endangered plant and animal species.

(6165) ( )


(6129) ( )

b. Schedule trail maintenance in accordance with Regional Acceptable Work Standards. (FSM 1310 R2 Id No. 1 7/22/82.)

(6131) ( )

a. Follow standards specified in FSH 7709.12, FSM 2323.11c and 2323.61d w/R-2 Supplement.

(6134) ( )
04 Construct bridges to only the standard necessary to accommodate the specified class of user. Construct bridges only where no safe opportunity exists to cross a stream or gorge during of normal flow. A safety hazard is a physical condition of a trail which may cause injury, is unusual or unexpected, and not readily identifiable by the trail user. It is not a condition which is easily identifiable and normally encountered for the type or location of the trail involved. The following examples illustrate this distinction: A hazard is a rotten bridge decking or handrail. A stream crossing where no bridge is provided and the user would expect this type and location of the trail is not a hazard. A hazard is a stable-appearing loose rock in a constructed treadway where all other rocks are stable. A trail treadway made of rocks in a near-natural position, many of which are loose, is not a hazard. A hazard is a perennial bog-hole on a horse trail. An intermittent bog-hole which will dry up by early summer or within a few days following a rain storm is not a hazard. A hazard is a section a trail treadway supported by rotten cribbing. A section of trail where the treadway is obviously slippery is not a hazard. A hazard is a marked ford with holes deeper than the normal channel. A deep ford with a consistent stream bed is not a hazard.

05 Use corduroy and/or puncheon treads across bogs where no safe and feasible bypass opportunity exists.

06 Close or sign system trails when not maintained to

a. Maintain trails in
the safe standard for the specified use: (0216) ( )

07 Use signs of unstained wood with routed letters and mounted on unstained posts. (0249) ( )

08 Provide signs at trail terminals and trail junctions only. Include only trail identification and identification of terminal points. (0250) ( )

FAO Construction 01 Prohibit construction of new administrative facilities or structures. In the event a substantial portion of the existing administrative facility and/or structure is destroyed, it will not be replaced. (0207) ( )

UNIFORM FOREST
MANAGEMENT PRESCRIPTION 8C
(Provide for semi-primitive wilderness opportunities.)

A. MANAGEMENT PRESCRIPTION SUMMARY
General Description and Goals:
Management emphasis is to provide for the protection and perpetuation of essentially natural bio-physical conditions. Solitude and a low level of encounters with other users or evidence of past use is not an essential part of the social setting. Human travel is principally on system trails. Designated campsites are used and show evidence of repeated, but acceptable levels of use.

All resource management activities are integrated in such a way that current human use leaves only limited and site-specific evidence of their passing. Areas with evidence of unacceptable levels of past use are rehabilitated and the affected area restored. Range allotments with authorized permanent structures, and authorized mineral exploration activities requiring multi-year surface occupancy facilities may be present within the area. Scientific and other authorized practices utilizing nonmotorized equipment, but requiring up to season-long occupancy are compatible.
<table>
<thead>
<tr>
<th>Visual Resource Management (A04)</th>
<th>General Direction Standards &amp; Guidelines</th>
</tr>
</thead>
<tbody>
<tr>
<td>01 Manage for maximum retention of the natural landscape. Design and locate management activities to meet the Visual Quality Objective of Preservation in all areas except where specific surface occupancy is authorized by Wilderness legislation. In these areas, the Visual Quality Objective is Retention.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Dispersed Recreation (A14 &amp; 15)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Provide semi-primitive recreation opportunities requiring predominately unmodified natural settings with a moderate to high degree of challenge and risk while traveling cross-country or on trails.</td>
</tr>
<tr>
<td>(0237 )</td>
</tr>
<tr>
<td>02 Prohibit open fires in alpine, Krummholz, meadow areas and within riparian areas when:</td>
</tr>
<tr>
<td>a. Use of dead and down wood for fuel is likely to violate diversity requirements, soil nutrient and erosion protection, or</td>
</tr>
<tr>
<td>b. Visual resource objectives for the area likely could not be met.</td>
</tr>
<tr>
<td>(0199 )</td>
</tr>
<tr>
<td>03 Permit undesignated sites in Frissell condition class 1 through 3 where unrestricted camping is permitted.</td>
</tr>
<tr>
<td>(0174 )</td>
</tr>
<tr>
<td>04 Manage summer use to allow moderate to high contact with other groups and individuals.</td>
</tr>
<tr>
<td>(0752 )</td>
</tr>
</tbody>
</table>

a. Areawide Capacity: (PAOT/Area) |
| Open lands |
| Alpine, Krummholz .004 |
| Rock, MTN. grass .008 |
| Forest and Shrub lands |
Ponderosa Pine, Douglas-fir, Riparian areas,
White Pine  .05
Spruce/fir, Lodgepole Pine, Aspen  .08
(6126)  ( )

b. Maximum use and capacity levels are:
- Trail and camp encounters during peak use days are less than 20 other parties per day.
- Trail capacity is displayed below:

<table>
<thead>
<tr>
<th>Use</th>
<th>Open Forest Level Lands &amp; Shrubs Lands</th>
</tr>
</thead>
<tbody>
<tr>
<td>On Trails</td>
<td>(PAOT/Mile) 2-3 9-11</td>
</tr>
<tr>
<td>(6346)</td>
<td></td>
</tr>
</tbody>
</table>

c. Reduce visitor use when the level of use exceeds capacity on more than 20 percent of the days during the summer use season.
(6019)

05 Reduce visitor use when the level of use exceeds capacity for more than 20 percent of the summer use season.
(0489)  ( )

06 Permits for parties larger than the established limit may be issued when their presence can be adequately screened from the sights and sounds of other parties in the area.
(0302)  ( )

07 Manage location of campsites to provide a moderate degree of solitude.

a. Locate campsites at least 300' apart.
08 Manage site use occupancy to maintain sites within Frissell condition class 3.

(3139BI) ( )

Recreation Management (Private and Other Public Sector) (A16)

01 Manage outfitter-guide operations in the same manner as other visitors. Permits camping only in sites specified in outfitter-guide permits. Keep outfitter-guide activities harmonious with activities of non-guided visitors. Include outfitter-guide operations in calculations of level-of-use capacities.

(0208 ) ( )

Range Resource Management (D02)

01 Manage livestock and herbivorous wildlife forage use in accordance with FSM 2320.3 (36 CFR 293.7).

(0182 ) ( )

Special Use Management (Non-Recreation) (J01)

01 Manage surface occupancy activities authorized prior to wilderness designation to reduce impact on wilderness values consistent with the intent of the occupancy authorization.

(0210 ) ( )

02 Permit only those uses authorized by wilderness legislation, which cannot be reasonably met on non-Wilderness lands.

(0211 ) ( )
01 Restore soil disturbances caused by human use (past mining, grazing, trail construction and use, camping etc.) to top soil loss tolerance levels commensurate with the natural ecological processes for the treatment area.

02 Convert roads not needed for authorized activities to trails, or if they are not needed as part of the transportation system, restore them to the established VQO.

Transportation System Management

01 Locate and design roads to minimize the biophysical and visual impact, and to facilitate restoration.

Soil Resource Management (KAl)

01 a. Follow procedures specified in Agricultural Handbook 537 for Utilizing the Universal Soil Loss Equation. (Cautions contained in WO 2550 letter dates 5/28/82 should be noted.) The guidance for K and T factors are in the National Soils Handbook 407.1 (a) (3) (xvii) (6159) ( )

2. Roads will not be authorized:
   - On slopes steeper than 60%;
   - In areas of high erosion hazard;
   - In areas of high geologic hazard;
   - In areas of low visual absorption capacity that are unlikely for successful restoration.
   - In areas which would adversely affect threatened and endangered plant and animal species.

3. Maintain trails in accordance with standards in the Trail Handbook. (FSH 7709.12.)

4. Schedule trail maintenance in accordance with Regional Acceptable Work Standards. (FSM 1110 R2 ID No. 1 7/22/82.)
03 Construct or reconstruct trails only when needed to meet objectives of the wilderness transportation system.

04 Construct bridges to only the standard necessary to accommodate the specified class of user. Construct bridges only where no safe opportunity existed to cross a stream or gorge during periods of normal stress flow. A safety hazard is a physical condition of a trail which may cause injury, is unusual or unexpected, and not readily identifiable by the trail user. It is not a condition which is easily identifiable and normally encountered for the type or location of the trail involved. The following examples illustrated this distinction.

A hazard is a rotten bridge deck or handrail. A stream crossing where no bridge is provided and the user would expect this on the type and location of the trail is not a hazard.

A hazard is a stable-appearing loose rock in a constructed treadway where all other rocks are stable.

A trail treadway made up of rocks in a near-natural position, many of which are loose, is not a hazard.

A hazard is a perennial bog-hole on a horse trail. An intermittent bog-hole which will dry up by early summer or within a few days following a rain storm is not a hazard.

A hazard is a section of trail treadway supported by rotten cribbing. A section of trail where the treadway is obviously slippery is not a hazard.

A hazard is a marked ford with holes deeper than the normal channel. A deep ford with a consistent stream bed is not a hazard.

05 Use corduroy and/or puncheon treads across bogs where no safe and feasible bypass opportunity exists.

06 Close or sign system trails when not maintained to the safe standard for the specified use.

a. Follow standards specified in FSH 7709.12, FSH 2323.11c and 2323.61d w/R-2 Supplement.
07 Use signs of unstained wood with letters and mounted on unstained posts.

(0249 )

08 Provide signs at trail terminals and trail junctions only. Include only trail identification and identification of terminal points.

(0205 )

FA & O
Construction
Reconstruction and Maintenance
(L24 and 25)

(0207 )

Trail Handbook (FSH 7709.12).

(6129 )

a. Follow standards specified in FSH 7109.11a and 11b.

(6158 )

UNIFORM FOREST
MANAGEMENT PRESCRIPTION 8D
(Provide for limited areas of high density day-use.)

A. MANAGEMENT PRESCRIPTION SUMMARY

General Description and Goals:
Management emphasis is to provide for the protection and perpetuation of essentially natural bio-physical conditions inside wilderness boundaries which are adjacent to and accessed from urban and rural developments or heavily used developed recreation sites. Human use is characterized by large numbers of day-users traveling relatively short distances into the wilderness. Management activities are integrated so that the bio-physical wilderness resources are protected from unacceptable change, and day-users are made aware of the purposes of wilderness management. Management is directed towards providing a generally natural appearing setting. A trail system directs the year within the area and leads the overnight user through to other management areas. Opportunities to make official visitor contacts are frequent. There are no development sites within the wilderness. Facilities such as bridges necessary for user safety or bio-physical resource protection may be present.
### B. MANAGEMENT REQUIREMENTS

<table>
<thead>
<tr>
<th>MANAGEMENT ACTIVITIES</th>
<th>GENERAL DIRECTION</th>
<th>STANDARDS &amp; GUIDELINES</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Visual Resource Management (A04)</strong></td>
<td>01 Manage for maximum retention of the landscape. Design and locate management activities to meet the Visual Quality Objective of Preservation in all areas except where specific surface occupancy is authorized by Wilderness legislation. In these areas, the Visual Quality Objective is Retention. (0173) ( )</td>
<td></td>
</tr>
<tr>
<td><strong>Dispersed Recreation Management (A14 &amp; 15)</strong></td>
<td>01 Provide semi-primitive recreation opportunities requiring a predominately unmodified natural setting with a low degree of challenge and risk and travel on system trails. (0245) ( )</td>
<td>a. Allow camping only in designated campsites. (9173BI) ( )</td>
</tr>
<tr>
<td></td>
<td>( ) ( )</td>
<td>b. Designated sites will be spaced only as required for reasonable screening between sites or at least 100 feet apart. (6358) ( )</td>
</tr>
<tr>
<td></td>
<td>( ) ( )</td>
<td>c. Close and restore Frissell condition class sites 4 and 5. (9070BI) ( )</td>
</tr>
<tr>
<td></td>
<td>( ) ( )</td>
<td>d. Prohibit recreation livestock except for through travel. (6362) ( )</td>
</tr>
<tr>
<td></td>
<td>( ) ( )</td>
<td>e. Require self-contained stoves, prohibit open campfires. (6364) ( )</td>
</tr>
<tr>
<td>02 Manage for day-use and through-travel and to prevent unacceptable changes to the bio-physical resources. (0243) ( )</td>
<td>a. Maximum use and capacity levels is reached when</td>
<td></td>
</tr>
<tr>
<td>03 Allow overnight camping only at designated sites where conflict with day-use can be avoided. ( ) ( )</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
trail and camp encounters during peak-use days are more than 20 other parties per day.

AREAWIDE CAPACITY
(FAOT/Acre)

Open Lands
Alpine, Krummholz .04
Rock, Mtn. Grass .08

Forest and Shrub Lands
Ponderosa pine, Douglas-fir, Riparian areas,
White Pine .5
Spruce/fir, Lodgepole pine, aspen .8

b. Reduce the above use level coefficients as necessary to reflect usable acres, patterns of use, and general attractiveness of the specific management area type as described in the ROS Users Guide, Chapter 25.

Reduce the above use levels where unacceptable changes to the biophysical resources will occur.

Recreation Management
(Private and Other Public Sector)
(A16)

Wildlife and Fish Resource Management

01 Permit only through-travel for outfitter-guide operations during the summer-use season.

01 Protect habitat requirements over human use, even on a short-term basis. Priorities are:
a. State and Federal classified threatened
or endangered species needs;
b. Permitted livestock where allowed by Wilderness legislation; and
c. Recreation livestock.

Range Resource Management (D02)

01 Prohibit grazing and trailing of permitted livestock except where no feasible alternative access to an allotment is available.

02 Manage meadows and lakeshores in "good" range condition. Limited areas of "fair" areas are permissible in areas of user concentration. However, "fair" areas must be exhibiting an upward trend.

03 Prohibit overnight use of recreational stock.

04 Maintain trailside vegetation in at least a satisfactory condition based on natural productivity of the area.

Special Use Management (Non-Recreation) (J01)

01 Manage surface occupancy activities authorized prior to wilderness designation to reduce impact on wilderness values consistent with the intent of the occupancy authorization.

02 Permit only those uses authorized by wilderness legislation, which cannot be reasonably met on non-Wilderness lands.

Soil Resource Management (KA1)

01 Restore soil disturbances caused by human use (past mining, grazing, trail construction and use, camping, etc.) to soil loss tolerance levels commensurate with the natural ecological processes for the treatment area.
02 Manage designated campsites to Frissell condition class 3.

01 Locate and design roads to minimize the bio-physical and visual impact, and to facilitate restoration.

(0242 ) ( )

(3141BI) ( )

02 Convert roads not needed for authorized activities to trails, or if they are not needed as part of the transportation system, restore them to the established VQO.

(0245 ) ( )

03 Construct or reconstruct trails only when needed to meet objectives of the wilderness transportation system.

(0255 ) ( )

National Soils Handbook 407.1 (a) (3) (xvii)

(6159 ) ( )

a. Roads will not be authorized:
- On slopes steeper than 60%;
- In areas of high erosion hazard;
- In areas of high geologic hazard;
- In areas of low visual absorption capacity that are unlikely for successful restoration;
- In areas which would adversely affect threatened and endangered plant and animal species.

(6165 ) ( )


(6129 ) ( )

b. Schedule trail maintenance in accordance with Regional Acceptable Work Standards. (FSM 1310 R2 ID No. 7/22/82.)

(6131 ) ( )

a. Follow standards specified in FSH 7709.12, FSM 2323.11c and 2323.61d w/R-2 Supplement.
04 Construct bridges to only the standard necessary to accommodate the specified class of user. Construct bridges only where no safe opportunity exists to cross a stream or gorge during periods of normal stream flow. A safety hazard is a physical condition of a trail which may cause injury, is unusual or unexpected, and not readily identifiable and normally encountered for the type or location of the trail involved. The following examples illustrate this distinction. A hazard is a rotten bridge decking or handrail. A stream crossing where no bridge is provided and the user would expect this on the type and location of the trail is not a hazard. A hazard is a stable-appearing loose rock in a constructed treadway where all other rocks are stable. A trail treadway made up of rocks is a near-natural position, many of which are loose, is not a hazard. A hazard is a perennial bog-hole on a horse trail. An intermittent bog-hole which will dry up by early summer or within a few days following a rain storm is not a hazard. A hazard is a section of trail treadway supported by rotten cribbing. A section of trail where the treadway is obviously slippery is not a hazard. A hazard is a marked ford with holes deeper than the normal channel. A deep ford with a consistent stream bed is not a hazard.

05 Use corduroy and/or puncheon treads across bogs where no safe and feasible bypass opportunity exists.

06 Close or sign system trails when not maintained to the safe standard for the specified use.

a. Maintain trails in accordance with standards in the Trail Handbook
07 Use signs of unstained wood with routed letters and mounted on unstained posts.

08 Provide signs at trail terminals and trail junctions only. Include only trail identification and identification of terminal points.

Prohibit construction of new administrative facilities or structures. In the event a substantial portion of the existing administrative facility and/or structure is destroyed, it will not be replaced.
EXISTING MANAGEMENT AREA PRESCRIPTIONS

LEGEND:

BA PRISTINE
BB PRIMITIVE
BC SEMI-PRIMITIVE
BD TRANSITION

BIGHORN NATIONAL FOREST FINAL ENVIRONMENTAL ASSESSMENT CLOUD PEAK REVISED STANDARDS AND GUIDELINES APPENDIX B - ALTERNATIVE 2
...
18. Require visitors to control dogs with the exceptions that a visitor may occur.

19. Protecting Rock Climbing: Rock climbing is prohibited except as noted.

UNIFORM FOREST

MANAGEMENT PRESCRIPTION 8A (1.11 PRISTINE) THEME

Pristine Wilderness areas are managed to protect and perpetuate their essentially pristine conditions. The natural processes and conditions are not measurably affected by human use.

Opportunities for solitude and self-reliance are excellent.

A. MANAGEMENT AREA DESCRIPTION

Pristine Wilderness areas are those where the natural processes and conditions have not, and will not, be measurably affected by human use. These areas are managed to provide opportunities for primitive and unconfined recreation featuring solitude and cross-country travel in an environment where success or failure is directly dependent on ability, knowledge, and initiative.

These areas of designated wilderness feature pristine environmental conditions and offer a high degree of solitude. The natural processes and conditions have not and will not be measurably affected by human use.

Vegetative composition and structure is undisturbed by human intervention. Vegetation in the area is mostly mature to over-mature unless regenerated by natural processes such as fire, insects, or disease. Evidence of the effects of fire and insects or disease may be present. Non-native plants are not likely to occur in this area. Forage for wildlife and livestock is available in meadows and natural openings, although availability may be limited due to topography and the short growing season.

Areas are managed to protect and enhance ecological conditions and functions which are not measurably affected by human use. Opportunities for solitude and self-reliance are excellent.

These areas of wilderness feature pristine environmental conditions and offer a high degree of solitude where the natural processes and conditions have not and will not be measurably affected by humans.

B. MANAGEMENT REQUIREMENTS

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<thead>
<tr>
<th>MANAGEMENT ACTIVITIES</th>
<th>MANAGEMENT DIRECTION</th>
<th>STANDARDS &amp; GUIDELINES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Visual Resources</td>
<td>Design and implement management activities to maintain a pristine ecosystem.</td>
<td>a. The Adopted Visual Quality Objective (VQO) is Protection (6123)</td>
</tr>
<tr>
<td>Management</td>
<td>(A04) (8218) ( )</td>
<td></td>
</tr>
<tr>
<td>Dispersed Recreation</td>
<td>01 Provide opportunities for primitive and Management unconfined recreation featuring solitude and to travel cross-country in an environment where success or failure is directly dependent on ability, knowledge and initiative. (8223)</td>
<td></td>
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<tr>
<td>(A14 and 15)</td>
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<tr>
<td></td>
<td>02 Emphasize recreation opportunities on the most primitive and of the recreation opportunity spectrum. Manage use to provide very infrequent contact with other groups or individuals. (8224)</td>
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<tr>
<td></td>
<td></td>
<td>a. Maximum use and capacity levels are:</td>
</tr>
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<td></td>
<td></td>
<td>Trail encounters from Memorial Day to Labor Day and during the fall hunting season; Average less than 2 other parties per day. Trails and area-wide use capacity:</td>
</tr>
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<td></td>
<td>(1) Open lands, meadow and alpine: 0.001 to 0.002 PACT per acre.</td>
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<td>(2) Forested lands and shrub lands: 0.003 to 0.007 PACT per acre.</td>
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<tr>
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<td></td>
<td>Reduce the above use levels where unacceptable changes to the biophysical resource are likely to occur. (6128)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>a. Campsites are not evident in lake basins or other overnight settings. No bare ground from</td>
</tr>
<tr>
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<td></td>
<td>03 Limit specially permitted parties to not more than one per 2500 acres. (8226) ( )</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Prohibit open fires in alpine, Krumholz, meadow areas and within riparian areas and/or in any lake basin where the dead and down woody material is less than 95% of a natural occurring amount in campsite areas.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>a. Campsites are not evident in lake basins or other overnight settings. No bare ground from</td>
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<td>05 Prohibit open fires when occurrence of fire-</td>
</tr>
<tr>
<td></td>
<td></td>
<td>rings exceed Frissell class 1 site conditions on 10 percent or more of the known campsite</td>
</tr>
<tr>
<td></td>
<td></td>
<td>a. Campsites are not evident in lake basins or other overnight settings. No bare ground from</td>
</tr>
</tbody>
</table>
within the management area.

camping permitted. (0251) ( )

Recreation
Management
(Private)
(A35)

Wildlife and
Fish Resource Management
(CRE)

Range Resource 01 Manage livestock and herbivorous wildlife forage
use in accordance with PSM 3280.3 (36 CFR 293.7)

Range Resource 01 Manage livestock and herbivorous wildlife forage
use in accordance with PSM 3280.3 (36 CFR 293.7)

Special Use
Management (Non recreation) non wildlands.

Soil Resource Management
(SRE)

a. Follow established utilization standards for areas, within grazing allotments. (6130 )
b. Limit utilization of forage to not more than 50 percent of current annual growth for areas used by recreational stock and not used by permitted livestock.
c. Limit trampling of forage to not more than 40 percent of current annual herbaceous vegetation growth, outside established allotments. (6344 )

Trail 01 Do not construct or reconstruct trails.
Construction and (0228) ( )
Reconstruction
(L22)
FA&O 01 Prohibit man-made structures and facilities.
Construction (9219) ( )
Reconstruction and Maintenance
(L24 and 25)

Aquatic Resource 01 Lakes and streams are managed to protect the
habitat for indigenous flora and fauna.

UNIFORM FOREST MANAGEMENT PRESCRIPTION 8C (1.13 SEMI-PRIMITIVE)

THEME

Semi-primitive wilderness areas are managed to protect natural
conditions and provide access to primitive or pristine areas of the
wilderness. Encounters with other users may be frequent due to
concentrated use. Past human use of the area is evident.

A. MANAGEMENT AREA DESCRIPTION

This prescription may not remain constant for the life of the
forest plan. The long-term intent of this prescription is to
mitigate those features which are inconsistent with the
Wilderness Act. These areas are commonly found adjacent to
primary access points such as developed trailheads or heavily
used recreation areas. They may also be found along major travel
where topography limits the ability to disperse use.

These areas of wilderness feature natural environmental conditions
and offer a moderate degree of solitude where the natural processes
and conditions have not been significantly affected by human use.
Areas are managed to protect natural conditions and provide access
to other segments of the wilderness. Encounters with other users
may be frequent due to the concentrated use. Human use and activities
within the area are evident.

These areas are adjacent to primary access points such as developed
trailheads or heavily used recreation areas.

(6159) ( )
<table>
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<tr>
<th>B. MANAGEMENT REQUIREMENTS</th>
<th>STANDARDS &amp; GUIDELINES</th>
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</thead>
<tbody>
<tr>
<td>MANAGEMENT GENERAL ACTIVITIES</td>
<td>MANAGEMENT DIRECTION</td>
</tr>
<tr>
<td>Visual Resource 01 Manage for maximum retention of the natural landscape. Design and locate management activities to meet the Visual Quality Objective of Preservation in all areas except where specific surface occupancy is authorized by Wilderness legislation. In these areas, the Visual Quality Objective is Retention.</td>
<td></td>
</tr>
<tr>
<td>Dispersed Recreation (A14 &amp; 15)</td>
<td>Provide semi-primitive recreation opportunities requiring predominately unmodified natural settings with a moderate to high degree of challenge and risk while travelling cross-country or on trails.</td>
</tr>
<tr>
<td>02 Prohibit open fires in alpine, Krummholz, meadow areas and/or in any lake basins where the dead and down woody material is less than 90% of the natural occurring amount in campsite areas.</td>
<td></td>
</tr>
<tr>
<td>03 In key lake basins restrict bare ground due to human use to no more than 1% of the lake basin area suitable for camping or other human impacts such as horse restraint areas with no human caused bare ground campsite larger than 500 square feet.</td>
<td></td>
</tr>
<tr>
<td>Key areas are those which historically receive the heaviest visitor use. West Twinloop Corridor, Loon Twin Lakes, Lake Solitude, Cliff Lakes loop area, Stul/Oconny Lakes, Lake Geneva, Highland Lake group, Seven Brothers Lakes area, and Sheer Lake areas are the key areas.</td>
<td></td>
</tr>
<tr>
<td>Concentrate use on already impacted legal sites. Do not close the legal heavily used sites.</td>
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</tr>
<tr>
<td>04 Mange summer use to allow moderate to high contact with other groups and individuals.</td>
<td></td>
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<tr>
<td>05 Reduce visitor use when the level of use exceeds capacity for more than 20 percent of the summer use season.</td>
<td></td>
</tr>
<tr>
<td>06 Permits for parties larger than the established limit may be issued when their presence can be adequately screened from the sights and sounds of other parties in the area.</td>
<td></td>
</tr>
<tr>
<td>07 Manage location of campites to provide a moderate degree of solitude.</td>
<td></td>
</tr>
<tr>
<td>a. Locate campites at least 300' apart. (6348)</td>
<td></td>
</tr>
<tr>
<td>b. Occupied Site Guidelines: (Maximum number sites occupied at one time.)</td>
<td></td>
</tr>
<tr>
<td>Lakes &lt; 5 acres 2</td>
<td></td>
</tr>
<tr>
<td>&gt; 5-25 acres 3</td>
<td></td>
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<tr>
<td>&gt; 25 acres 4</td>
<td></td>
</tr>
<tr>
<td>Streams</td>
<td></td>
</tr>
<tr>
<td>Open areas &lt;1/10 mile Forested areas &lt;1/2 mile. (6350)</td>
<td></td>
</tr>
<tr>
<td>b. Maximum use and capacity levels are:</td>
<td></td>
</tr>
<tr>
<td>- Trail encounters from Memorial Day to Labor Day and during hunting season: Average less than 10 other Parties per day.</td>
<td></td>
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<tr>
<td>- Trail capacity is displayed below:</td>
<td></td>
</tr>
<tr>
<td>Use Open Forest Level Lands &amp; Shrubs Lands</td>
<td></td>
</tr>
<tr>
<td>On Trails (PAC/FT/Mle): 2-3-9-11 (6360)</td>
<td></td>
</tr>
<tr>
<td>e. Reduce visitor use when the level of use exceeds capacity for more than 20 percent of the days during the summer use season. (619)</td>
<td></td>
</tr>
<tr>
<td>Recreation Management (Private and Other Public Sector) (A16)</td>
<td></td>
</tr>
<tr>
<td>01 Manage outfitter-guide operations in the same manner as other visitors. Permit camping only in sites specified in outfitter-guide permits. Keep outfitter-guide activities harmonious with activities of non-guided visitors. Include outfitter-guide operations in calculations of level-of-use capacities. Restrict Outfitter/Guide Assigned</td>
<td></td>
</tr>
</tbody>
</table>
a. Follow established utilization standards for areas within grazing allotments. (4330) ( )

b. Limit utilization of forage to not more than 45% of the current annual growth for recreational livestock grazing in areas not grazed by permitted livestock.

02 Convert roads not needed for authorized activities to trails, or if they are not needed as part of the transportation system, restore them to the established VQO. (0254) ( )

03 Construct or reconstruct trails only when needed to meet objectives of the wilderness transportation system. (0255) ( )

04 Construct bridges to only the standard necessary to accommodate the specified class of user. Construct bridges only where no safe opportunity existed to cross a stream or gorge during periods of normal stream flow. If a safety hazard is a physical condition of a trail which may cause injury, is unusual or unexpected, and not readily identifiable by the trail user. It is not a condition which is easily identifiable and normally encountered for the type or location of the trail involved. The following examples illustrate this distinction.

a. Maintain trails in accordance with standards in the Trail Handbook. (FSH 7709.12) (6129) ( )
b. Schedules trail maintenance in accordance with Regional Acceptable Work Standards. (FSH 1310 R2 ID No. 1 7/22/82) (6131) ( )

a. Follow standards specified in FSH 7709.12, FSH 3233.11c and 3233.61d w/ R2 Supplement. (6136) ( )

05 Use roadway and/or pavement tread across bogs where no safe and feasible by-pass opportunity exists. (0256) ( )

06 Close or sign system trails when not maintained to the safe standard for the specified use. (0214) ( )

a. Maintain trails in accordance with standards
PROPOSED MANAGEMENT AREA PRESCRIPTIONS
CLOUD PEAK WILDERNESS
BIGHORN NATIONAL FOREST

87. Use signs of sustained wood with noed letters and mounted on unsustainai posts.
88. Provide signs at trail terminals and trail junctions only. Include only trail identification and identification of terminal points.

AQUATIC RESOURCE
- Protect the habitat for indigenous flora and fauna in a representative sample of lakes in this Management Area.

LEGEND:
- Spruce Group Forest
- Red Group Forest
- Trailhead
- Trail
A'TERNATIVE 3 MINIMUM IMPACT PROPOSAL

B. MANAGEMENT ACTIVITIES

<table>
<thead>
<tr>
<th>Wilderness Area</th>
<th>01</th>
<th>Do not provide interpretive facilities at cultural resource sites, nor restore or enhance cultural resources for recreation purposes (0172)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Management</td>
<td>02</td>
<td>Provide opportunities for human isolation, solitude, and self-reliance and challenge while traveling cross-country and on system trails. (0191)</td>
</tr>
<tr>
<td></td>
<td>03</td>
<td>Utilize a permit system to manage use levels and patterns during the summer use period based upon the following criteria:</td>
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<tr>
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<td></td>
<td>a. When acceptable use levels, as specified in the individual prescriptions, are exceeded during 20 percent of the summer use season, or</td>
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<tr>
<td></td>
<td></td>
<td>b. When acceptable capacities, as specified in the individual prescriptions, in primitive or pristine management areas are exceeded on 10 percent or more of the days during the summer use season.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>c. Apply a permit system to an entire wilderness, not just impacted portions of a wilderness. (0192)</td>
</tr>
<tr>
<td></td>
<td>04</td>
<td>Maximum total party size limit is 8 people and 8 head of recreational stock with an allowance of an additional two (2) people if one member of the party is certified in &quot;Leave No Trace&quot; and has a copy of their certificate in possession. Parties larger than established limits may be allowed under permit on a case-by-case basis in extremely rare instances when compatible with other wilderness management objectives.</td>
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<tr>
<td></td>
<td>05</td>
<td>Prohibit competitive contest events, group demonstrations, ceremonies, and other similar events. (209)</td>
</tr>
<tr>
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<td>06</td>
<td>Prohibit recreational stock along lake shores</td>
</tr>
</tbody>
</table>
and streambanks except for watering and through-travel. (0204)

07 Require users camping overnight with recreational stock to carry cubed, pelleted, or rolled feed and/or certified weed-free hay where grazing is prohibited.

08 Control overnight grazing of recreational stock to maintain natural processes where over recreational stock grazing may occur and where Standards and Guidelines as shown in the Management Prescriptions are exceeded.

a. Base range condition on the Standards in Range Analysis Handbook (FSH2209.21)

b. Allowable soil Disturbance criteria.

20% maximum disturbance on ranges with good-excellent soil stability condition on 0-15% slopes.

15% maximum disturbance on ranges with fair soil stability conditions on slopes less than 15% and good or better soil stability conditions on slopes of 16-25%.

10% maximum disturbance on ranges with fair soil stability conditions on slopes of 16-25%, and good soil stability conditions on slopes of 26-45%. (6280)

09 Prohibit new range improvement structures other than corrals, fences, or water development essential to sustain current permitted numbers or protect resource values.

10 Implement revegetation only for rehabilitation of areas in less than "fair" range condition based upon their natural potential. Use only native species for revegetation. Implement only where natural vegetation possibilities are poor, and only where degradation was due to human activities. (0177)
11 Permit fish and wildlife research and management utilizing guidelines adopted by the International Association of Fish and Wildlife Agencies (FSM 2323.3) (0179)

12 See Mining Law Compliance and Administration and Minerals Management Activities in Forest Director for minerals direction. (0476)

13 Maintain fire-dependent ecosystems using prescribed fire. Reclaim areas disturbed as part of fire control activities to meet the visual quality objective of retention. (9001BI)

14 Suppress man-caused wildfires. (0186)

15 Protect air quality related values from adverse effects a. See criteria and standards from air pollution.

16 Control natural insect or disease outbreaks in wilderness only when justified by predicted loss of resource values outside of wilderness. Conduct analysis in accordance with FSM 3430. (0190)

17 Control problem animals on a case-by-case basis in cooperation with other agencies (FSM 2610) using methods directed at the offending animal but which present the least risk to other wildlife, and/or visitors. (0180)

18 Require visitors to control dogs which they bring into the wilderness. Failure to keep dogs under control as evidenced by an unacceptable level of reports of harassment of other visitors or wildlife in a calendar year will require stricter control of dogs.

19 Mountaineering/Rock Climbing - Mechanised tools are prohibited including motorised, electrical or mechanical drills. Do not place fixed anchors or bolts. Never remove live vegetation from rock. Do not scar, chisel or glue holds onto or deface the rock. Use
environmental "camo" chalk and clean off heavily chalked holds. Use removable protection and natural features. Do not leave slings on rappel sites.
UNIFORM FOREST
MANAGEMENT PRESCRIPTION 8A (1.11 PRISTINE)

THEME

Pristine Wilderness areas are managed to protect and perpetuate their essentially pristine conditions. The natural processes and conditions are not measurably affected by human use. Opportunities for solitude and self-reliance are excellent.

A. MANAGEMENT AREA DESCRIPTION

Pristine Wilderness areas are those where the natural processes and conditions have not, and will not, be measurably affected by human use. These areas are managed to provide opportunities for primitive and unconfined recreation featuring solitude and cross-country travel in an environment where success or failure is directly dependent on ability, knowledge, and initiative.

These areas of designated wilderness features pristine environmental conditions and offer a high degree of solitude. The natural processes and conditions have not and will not be measurably affected by human use.

Vegetative composition and structure is undisturbed by human intervention. Vegetation in the area is mostly mature to over-mature unless regenerated by natural processes such as fire, insects, or disease. Evidence of the effects of fire and insects or disease may be present. Non-native plants are not likely to occur in this area. Forage for wildlife and livestock is available in meadows and natural openings, although availability may be limited due to topography and the short growing season.

Areas are managed to protect and enhance ecological conditions and functions which are not measurably affected by human use. Opportunities for solitude and self-reliance are excellent.

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<td>(6132)</td>
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<td>(0218)</td>
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<td>Dispersed Recreation</td>
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<td>( )</td>
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<td>02 Emphasize recreation opportunities on the most primitive and of the recreation opportunity spectrum. Manage use to provide very infrequent contact with other groups or individuals.</td>
<td>a. Maximum use and capacity levels are: - Trail encounters from Memorial Day to Labor Day and during the fall hunting season: Average less than 2 other parties per day. - Trails and area-wide use capacity: (1) Open lands, meadow and alpine: 0.001 to 0.002 PACT per acre. (2) Forested lands and shrub lands: 0.003 to 0.007 PACT per acre. - Reduce the above use levels where unacceptable changes to the biophysical resource are likely to occur.</td>
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basin where the dead and down woody material is less than 95% of a natural occurring amount in campsite areas.

05 Prohibit open fires when occurrence of fire-rings exceed Frissell class 1 site conditions on 10 percent or more of the known campsites within the management area.

(0251 )

Recreation Management (Private) and other Public Sector) (A16)

Wildlife and Fish Resource Management (C01)

Range Resource Management (D02)

01 Manage outfitter-guide operations in the same manner as other visitors. No Assigned Site Outfitter/Guide base camps are permitted. Keep outfitter-guide activities harmonious with activities of non-guided visitors. Include outfitter-guide operations in calculations of level-of-use capacities.

(0208 )

01 Manage human activity so that wildlife and plant species population dynamics and distribution occurs naturally. Prohibit fish stocking except for reintroduction of indigenous species or where stocking had been previously authorized and practiced.

(0220 )

01 Manage livestock and herbivorous wildlife forage use in accordance with FSM 2320.3 (36 CFR 293.7)

(c182 )

a. Campsites are not evident in lake basins or other overnight settings. No bare ground from camping permitted.

b. Follow established utilization standards for areas, within grazing allotments. (6130 )

b. Limit utilization of forage to not more than 30 percent of current annual growth for areas used by recreational stock and not used by permitted livestock.

c. Limit trampling of forage to not more than 40 percent of current annual herbaceous vegetation growth, outside established allotments.
Special Use Management (Non-Recumbent) (K1A1)

01 Permit only those uses authorized by wilderness legislation which cannot be reasonably met on non-wilderness lands.

(K011) ( )

Soil Resource Management (K1A1)

01 Restore soil disturbances caused by human use (past mining, grazing, trail construction and use, camping, etc.) to soil loss tolerance levels commensurate with the natural ecological processes for the treatment area.

(K018) ( )

Trail Construction and Reconstruction (L22) FA&O

01 Do not construct or reconstruct trails.

(K0228) ( )

Construction and Maintenance (L24 and 25)

01 Prohibit man-made structures and facilities.

(K0219) ( )

Aquatic Resource

01 Lakes and streams are managed to protect the habitat for indigenous flora and fauna.

(6344) ( )

a. Follow procedures specified in Agricultural Handbook 537 for Utilizing the Universal Soil Loss Equation. (Cautions contained in WO 2550 letter dated 5/28/82 should be noted.) The guidance for K and T factors are in the National Soils Handbook 407.1 (a) (3) (xvii).

(6159) ( )

( )
UNIFORM FOREST
MANAGEMENT PRESCRIPTION 8C  (1.13 SEMI-PRIMITIVE)

THEME

Semi-primitive wilderness areas are managed to protect natural conditions and provide access to primitive or pristine areas of the wilderness. Encounters with other users may be frequent due to concentrated use. Past human use of the area is evident.

A. MANAGEMENT AREA DESCRIPTION

This prescription may not remain constant for the life of the forest plan. The long-term intent of this prescription is to mitigate those features which are inconsistent with the Wilderness Act. These areas are commonly found adjacent to primary access points such as developed trailheads or heavily used recreation areas. They may also be found along major trails where topography limits the ability to disperse use.

These areas of wilderness feature natural environmental conditions and offer a moderate degree of solitude where the natural processes and conditions have not been significantly affected by human use. Areas are managed to protect natural conditions and provide access to other segments of the wilderness. Encounters with other users may be frequent due to the concentrated use. Human use and activities within the area are evident.

These areas are adjacent to primary access points such as developed trailheads or heavily used recreation areas.

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<td>Visual Resource Management (A04)</td>
<td>01 Manage for maximum retention of the natural landscape. Design and locate management activities to meet the Visual Quality Objective of Preservation in</td>
<td></td>
</tr>
</tbody>
</table>
all areas except where specific surface occupancy is authorized by Wilderness legislation. In these areas, the Visual Quality Objective is Retention.

Dispersed Recreation
(A14 & 15)

Provide semi-primitive recreation opportunities requiring predominately unmodified natural settings with a moderate to high degree of challenge and risk while traveling cross-country or on trails.

(0237 )

02 Prohibit open fires in alpine, Krummholz, meadow areas and/or in any lake basin where the dead and down woody material is less than 90% of the natural occurring amount in campsites areas.

03 In key lake basins restrict bare ground due to human use to no more than 3% of the lake basin acres suitable for camping or other human impacts such as horse restraint areas with no human caused bare ground spots larger than 500 square feet.

Key areas are those which historically receive the heaviest visitor use. West Tensleep Corridor, Lost Twin Lakes, Lake Solitude, Cliff Lakes loop area, Stull/Coney Lakes, Lake Geneva, Highland Lake group, Seven Brothers Lakes area, and Sherd Lake areas are the key areas.

Concentrate use on already impacted legal sites. Do not close the legal heavily used sites.

04 Range summer use to allow moderate to high contact with other groups and individuals.

(0752 )

a. Area-wide Capacity:
   (PAOT/Area)

<table>
<thead>
<tr>
<th>Land Type</th>
<th>Capacity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alpine, Krummholz</td>
<td>.004</td>
</tr>
<tr>
<td>Rock, MTN. grass</td>
<td>.008</td>
</tr>
<tr>
<td>Forest and Shrub lands</td>
<td></td>
</tr>
<tr>
<td>Ponderosa Pine, Douglas-fir</td>
<td></td>
</tr>
<tr>
<td>Riparian areas, White Pine</td>
<td>.05</td>
</tr>
<tr>
<td>Spruce/fir, Lodgepole</td>
<td></td>
</tr>
</tbody>
</table>
b. Maximum use and capacity levels are:
- Trail encounters from Memorial Day to Labor Day and during hunting season: Average less than 10 other parties per day.
- Trail capacity is displayed below:

<table>
<thead>
<tr>
<th>Use</th>
<th>Open Forest Level</th>
<th>Lands &amp; Shrubs Lands</th>
</tr>
</thead>
<tbody>
<tr>
<td>On Trails</td>
<td>(PAO/mile) 2-3</td>
<td>9-11</td>
</tr>
<tr>
<td></td>
<td>(6346)</td>
<td></td>
</tr>
</tbody>
</table>

c. Reduce visitor use when the level of use exceeds capacity on more than 20 percent of the days during the summer use season. (6019)

05 Reduce visitor use when the level of use exceeds capacity for more than 20 percent of the summer use season.
(0489)  

06 Permits for parties larger than the established limit may be issued when their presence can be adequately screened from the sights and sounds of other parties in the area.
(0302)  

07 Manage location of campsites to provide a moderate degree of solitude.
(0628)  

a. Locate campsites at least 300’ apart.
(6348)  

b. Occupied
01 Manage outfitter-guide operations in the same manner as other visitors. Permit camping only in sites specified in outfitter-guide permits. Keep outfitter-guide activities harmonious with activities of non-guided visitors. Include outfitter-guide operations in calculations of level-of-use capacities. Restrict Outfitter/Guide Assigned Sites to the current number permitted. Require Outfitter/Guides to learn and practice "Leave No Trace" techniques. No caches allowed. Encourage Outfitter/Guides to not set up summer or season long camps.

Site Guidelines:
(Maximum number of sites occupied at one time.)
Lakes  < 5 acres  2
      5-25 acres  3
      >25 acres  4
Streams
      Open areas 3 sites/mile
      Forested areas 6 sites/m.

(6350)

Recreation Management
(Private and Other Public Sector) (A16)

Range Resource Management (D02)

Special Use Management (Non -Recreation) (J01)

01 Manage livestock and herbivorous wildlife forage use in accordance with FSM 2320.3 (36 CFR 293.7). (0182 ) ( )

(0208 ) ( ) a. Follow establish utilization standards for areas within grazing allotments. (6130 ) ( )
b. Limit utilization of forage to not more than 40% of the current annual growth for recreational livestock grazing in areas not grazed by permitted livestock.

01 Manage surface occupancy activities authorized prior to wilderness designation to reduce impact on wilderness values consistent with the intent of the occupancy authorization.
b. Schedule trail maintenance in accordance with Regional Acceptable Work Standards. (FSM 1310 R2 ID No. 1 7/22/82.)

(6131)  

a. Follow standards specified in FSH 7709.12, FSH 2323.11c and 2323.61d w/R-2 Supplement.

(6134)  

03 Construct or reconstruct trails only when needed to meet objectives of the wilderness transportation system.

(0255)  

04 Construct bridges to only the standard necessary to accommodate the specified class of user. Construct bridges only where no safe opportunity existed to cross a stream or gorge during periods of normal stress flow. A safety hazard is a physical condition of a trail which may cause injury, is unusual or unexpected, and not readily identifiable by the trail user. It is not a condition which is easily identifiable and normally encountered for the type or location of the trail involved. The following examples illustrated this distinction:

A hazard is a rotten bridge decking or handrail. A stream crossing where no bridge is provided and the user would expect this on the type and location of the trail is not a hazard.

A hazard is a stable-appearing loose rock in a constructed treadway where all other rocks are stable. A trail treadway made up of rocks in a near-natural position, many of which are loose, is not a hazard.

A hazard is a perennial bog-hole on a horse trail. An intermittent bog-hole which will dry up by early summer or within a few days following a rain storm is not a hazard.

A hazard is a section of trail treadway supported by rotten cribbing. A section of trail where the treadway is obviously slippery is not a hazard.

A hazard is a marked ford with holes deeper than the normal channel. A deep ford with a consistent stream bed is not a hazard.

(0214)  

(04)
(0210 ) (  )
02 Permit only those uses authorized by wilderness legislation, which cannot be reasonably met on non-Wilderness lands.

(0211 ) (  )

Soil Resource Management (KAI)
01 Restore soil disturbances caused by human use (past mining, grazing, trail construction and use, camping etc.) to top soil loss tolerance levels commensurate with the natural ecological processes for the treatment area.

(0184 ) (  )

Transportation System Management
01 Locate and design roads to minimize the biophysical and visual impact, and to facilitate restoration.

(0212 ) (  )

02 Convert roads not needed for authorized activities to trails, or if they are not needed as part of the transportation system, restore them to the established VQO.

(0254 ) (  )

a. Follow procedures specified in Agricultural Handbook 537 for Utilizing the Universal Soil Loss Equation. (Cautions contained in WO 2550 letter dates 5/28/82 should be noted.) The guidance for K and T factors are in the National Soils Handbook 407.1 (a) (3) (xvii)

(6159 ) (  )
a. Roads will not be authorized:
- On slopes steeper than 60%;
- In areas of high erosion hazard;
- In areas of high geologic hazard;
- In areas of low visual absorption capacity that are unlikely for successful restoration;
- In areas which would adversely affect threatened and endangered plant and animal species.

(6165 ) (  )

(FSH 7709.12.)

(6129 ) (  )
05 Use corduroy and/or puncheon treads across bogs where no safe and feasible bybass opportunity exists.

06 Close or sign system trails when not maintained to the safe standard for the specified use.
   (0216 ) ( )

07 Use signs of unstained wood with routed letters and mounted on unstained posts.
   (0249 ) ( )

08 Provide signs at trail terminals and trail junctions only. Include only trail identification and identification of terminal points.
   (0205 ) ( )

FA & O
Construction
Reconstruction
and Maintenance
(L24 and 25)

01 Prohibit construction of new administrative facilities or structures. In the event a substantial portion of the existing administrative facility and/structure is destroyed, it will be replaced.
   (0207 ) ( )

AQUATIC RESOURCE

Protect the habitat for indigenous flora and fauna in a representative sample of lakes in this Management Area.

   (6129 ) ( )
a. Follow standards specified in FSH 7109.11a and 11b.
   (6158 ) ( )
PROPOSED MANAGEMENT AREA PRESCRIPTIONS
CLOUD PEAK WILDERNESS
BIGHORN NATIONAL FOREST

LEGEND:
- NO E/F O
- NO S/E O
- Shape-Primitive
- Trailhead
- Trail

BIGHORN NATIONAL FOREST
FINAL ENVIRONMENTAL ASSESSMENT
CLOUD PEAK REVISED STANDARDS AND GUIDELINES
APPENDIX D - ALTERNATIVE 4
ALTERNATIVE 4 MID RANGE ALTERNATIVE

B. MANAGEMENT ACTIVITIES

<table>
<thead>
<tr>
<th>Wilderness Area</th>
<th>Management</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>01 Do not provide interpretive facilities at cultural resource sites, nor restore or enhance cultural resources for recreation purposes (0172)</td>
</tr>
</tbody>
</table>

02 Provide opportunities for human isolation, solitude, and self-reliance and challenge while traveling cross-country and on system trails. (0191)

03 Utilize a permit system to manage use levels and patterns during the summer use period based upon the following criteria:

a. When acceptable use levels, as specified in the individual prescriptions, are exceeded during 20 percent of the summer use season, or

b. When acceptable capacities, as specified in the individual prescriptions, in primitive or pristine management areas are exceeded on 10 percent or more of the days during the summer use season.

c. Apply a permit system to an entire wilderness, not just impacted portions of a wilderness. (0192)

04 Maximum total party size limit is 15 people or 10 people and 15 head of recreational stock with an allowance of an additional two (2) people if one member of the party is certified in "Leave No Trace" and has a copy of their certificate in possession. Parties larger than established limits may be allowed under permit on a case-by-case basis in extremely rare instances when compatible with other wilderness management objectives.

05 Prohibit competitive contest events, group demonstrations, ceremonies, and other similar events. (209)

06 Prohibit recreational stock along lake shores
and streambanks except for watering and through-travel. (0204)

07 Require users camping overnight with recreational stock to carry cubed, pelleted, or rolled feed and/or certified weed-free hay where grazing is prohibited.

08 Control overnight grazing of recreational stock to maintain natural processes where over recreational stock grazing may occur and where Standards and Guidelines as shown in the Management Prescriptions are exceeded.

a. Base range condition on the Standards in Range Analysis Handbook (FSH2209.21)

b. Allowable soil Disturbance criteria.

20% maximum disturbance on ranges with good-excellent soil stability condition on 0-15% slopes.

15% maximum disturbance on ranges with fair soil stability conditions on slopes less than 15% and good or better soil stability conditions on slopes of 16-25%.

10% maximum disturbance on ranges with fair soil stability conditions on slopes of 16-25%, and good soil stability conditions on slopes of 26-45%. (6280)

09 Prohibit new range improvement structures other than corrals, fences, or water development essential to sustain current permitted numbers or protect resource values.

10 Implement revegetation only for rehabilitation of areas in less than "fair" range condition based upon their natural potential. Use only native species for revegetation. Implement only where natural vegetation possibilities are poor, and only where degradation was due to human activities. (0177)
11 Permit fish and wildlife research and management utilizing guidelines adopted by the International Association of Fish and Wildlife Agencies (FSM 2323.3)(0179)

12 See Mining Law Compliance and Administration and Minerals Management Activities in Forest Direction for minerals direction.(0476)

13 Maintain fire-dependent ecosystems using prescribed fire. Reclaim areas disturbed as part of fire control activities to meet the visual quality objective of retention.(0187BI)

14 Suppress man-caused wildfires.(0186)

15 Protect air quality related values from adverse effects from air pollution. See criteria and standards.(FSM 2120 (6286)

16 Control natural insect or disease outbreaks in wilderness only when justified by predicted loss of resource values outside of wilderness. Conduct analysis in accordance with FSM 3430.(0190)

17 Control problem animals on a case-by-case basis in cooperation with other agencies (FSM 2610) using methods directed at the offending animal but which present the least risk to other wildlife, and/or visitors.(0180)

18 Require visitors to control dogs which they bring into the wilderness. Failure to keep dogs under control as evidenced by an unacceptable level of reports of harassment of other visitors or wildlife in a calendar year will require stricter control of dogs.

19 Mountaineering/Rock Climbing - Mechanised tools are prohibited including motorised, electrical or mechanical drills. Never remove live vegetation from rock. Do not scar, chisel or glue holds onto or deface the rock. Use
environmental "camo" chalk and clean off heavily chalked holds. Use removable protection and natural features. Do not leave slings on rappel sites.
UNIFORM FOREST
MANAGEMENT PRESCRIPTION 8A (1.11 PRISTINE)

THEME

Pristine Wilderness areas are managed to protect and perpetuate their essentially pristine conditions. The natural processes and conditions are not measurably affected by human use. Opportunities for solitude and self-reliance are excellent.

A. MANAGEMENT AREA DESCRIPTION

Pristine Wilderness areas are those where the natural processes and conditions have not, and will not, be measurably affected by human use. These areas are managed to provide opportunities for primitive and unconfined recreation featuring solitude and cross-country travel in an environment where success or failure is directly dependent on ability, knowledge, and initiative.

These areas of designated wilderness features pristine environmental conditions and offer a high degree of solitude. The natural processes and conditions have not and will not be measurably affected by human use.

Vegetative composition and structure is undisturbed by human intervention. Vegetation in the area is mostly mature to over-mature unless regenerated by natural processes such as fire, insects, or disease. Evidence of the effects of fire and insects or disease may be present. Non-native plants are not likely to occur in this area. Forage for wildlife and livestock is available in meadows and natural openings, although availability may be limited due to topography and the short growing season.

Areas are managed to protect and enhance ecological conditions and functions which are not measurably affected by human use. Opportunities for solitude and self-reliance are excellent.

These areas of wilderness feature pristine environmental conditions and offer a high degree of solitude where the natural processes and conditions have not and will not be measurably affected by humans.

B. MANAGEMENT REQUIREMENTS
<table>
<thead>
<tr>
<th>MANAGEMENT ACTIVITIES</th>
<th>GENERAL DIRECTION</th>
<th>STANDARDS &amp; GUIDELINES</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Visual Resource Management</strong></td>
<td>01 Design and implement management activities to maintain a pristine ecosystem.</td>
<td>a. The Adopted Visual Quality Objective (VQO) is Preservation.</td>
</tr>
<tr>
<td>(A04)</td>
<td>(0218) ( )</td>
<td>(6132) ( )</td>
</tr>
<tr>
<td><strong>Dispersed Recreation Management</strong></td>
<td>01 Provide opportunities for primitive and unconfined recreation featuring solitude and to travel cross-country in an environment where success or failure is directly dependant on ability, knowledge and initiative.</td>
<td></td>
</tr>
<tr>
<td>(A14 and 15)</td>
<td>(0223) ( )</td>
<td></td>
</tr>
<tr>
<td><strong>02 Emphasize recreation opportunities on the most primitive and of the recreation opportunity spectrum. Manage use to provide very infrequent contact with other groups or individuals.</strong></td>
<td></td>
<td>a. Maximum use and capacity levels are:</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Trail encounters from Memorial Day to Labor Day and during the fall hunting season: Average less than 2 other parties per day.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Trails and area-wide use capacity:</td>
</tr>
<tr>
<td></td>
<td></td>
<td>(1) Open lands, meadow and alpine: 0.001 to 0.002 PACT per acre.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>(2) Forested lands and shrub lands: 0.003 to 0.007 PACT per acre.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Reduce the above use levels where unacceptable changes to the biophysical resource are likely to occur.</td>
</tr>
<tr>
<td></td>
<td>(0224) ( )</td>
<td>(6128) ( )</td>
</tr>
<tr>
<td><strong>03 Limit specially permitted parties to not more than one per 2500 acres.</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(0226) ( )</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Prohibit open fires in alpine, Krummholz, meadow areas and within riparian areas and/or in any lake</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
basin where the dead and down woody material is less than 80% of a natural occurring amount in campsites areas.

05 Prohibit open fires when occurrence of fire-rings exceed Frissell class 1 site conditions on 10 percent or more of the known campsites within the management area.

| Recreation Management (Private) and other Public Sector (A16) | 01 Manage outfitter-guide operations in the same manner as other visitors. No Assigned Site Outfitter/Guide base camps are permitted. Keep outfitter-guide activities harmonious with activities of non-guided visitors. Include outfitter-guide operations in calculations of level-of-use capacities. |
| Wildlife and Fish Resource Management (C01) | 01 Manage human activity so that wildlife and plant species population dynamics and distribution occurs naturally. Prohibit fish stocking except for reintroduction of indigenous species or where stocking had been previously authorized and practiced. |
| Range Resource Management (D02) | 01 Manage livestock and herbivorous wildlife forage use in accordance with FSM 2320.3 (36 CFR 293.7) | a. Campsites are not evident in lake basins or other overnight settings. No bare ground from camping permitted. 

a. Follow established utilization standards for for areas, within grazing allotments. (6130 )

b. Limit utilization of forage to not more than 30 percent of current annual growth for areas used by recreational stock and not used by permitted livestock.

c. Limit trampling of forage to not more than 40 percent of current annual herbaceous vegetation growth, outside established allotments.
### Special Use Management (Non-Recreation) (KAI)

<table>
<thead>
<tr>
<th>Topic</th>
<th>Instruction</th>
</tr>
</thead>
<tbody>
<tr>
<td>Soil Resource Management (KAI)</td>
<td>01 Permit only those uses authorized by wilderness legislation which cannot be reasonably met on non-wilderness lands. (0211)</td>
</tr>
<tr>
<td></td>
<td>01 Restore soil disturbances caused by human use (past mining, grazing, trail construction and use, camping, etc.) to soil loss tolerance levels compatible with the natural ecological processes for the treatment area. (0184)</td>
</tr>
</tbody>
</table>

### Trail Construction and Reconstruction (L22) FA&O

<table>
<thead>
<tr>
<th>Topic</th>
<th>Instruction</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>01 Do not construct or reconstruct trails. (0228)</td>
</tr>
</tbody>
</table>

### Aquatic Resource

<table>
<thead>
<tr>
<th>Topic</th>
<th>Instruction</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>01 Lakes and streams are managed to protect the habitat for indigenous flora and fauna.</td>
</tr>
</tbody>
</table>

### Additional Information

a. Follow procedures specified in Agricultural Handbook 537 for Utilizing the Universal Soil Loss Equation. (Cautions contained in WO 2550 letter dated 5/28/82 should be noted.) The guidance for K and T factors are in the National Soils Handbook 407.1 (a) (3) (xvii). (6159)
UNIFORM FOREST
MANAGEMENT PRESCRIPTION 8C (1.13 SEMI-PRIMITIVE)

THEME

Semi-primitive wilderness areas are managed to protect natural conditions and provide access to primitive or pristine areas of the wilderness. Encounters with other users may be frequent due to concentrated use. Past human use of the area is evident.

A. MANAGEMENT AREA DESCRIPTION

This prescription may not remain constant for the life of the forest plan. The long-term intent of this prescription is to mitigate those features which are inconsistent with the Wilderness Act. These areas are commonly found adjacent to primary access points such as developed trailheads or heavily used recreation areas. They may also be found along major trails where topography limits the ability to disperse use.

These areas of wilderness feature natural environmental conditions and offer a moderate degree of solitude where the natural processes and conditions have not been significantly affected by human use. Areas are managed to protect natural conditions and provide access to other segments of the wilderness. Encounters with other users may be frequent due to the concentrated use. Human use and activities within the area are evident.

These areas are adjacent to primary access points such as developed trailheads or heavily used recreation areas.

B. MANAGEMENT REQUIREMENTS

<table>
<thead>
<tr>
<th>MANAGEMENT ACTIVITIES</th>
<th>GENERAL DIRECTION</th>
<th>STANDARDS &amp; GUIDELINES</th>
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<tbody>
<tr>
<td>Visual Resource</td>
<td>01 Manage for maximum retention of the natural landscape. Design and locate management activities to meet the Visual Quality Objective of Preservation in</td>
<td></td>
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</tbody>
</table>
all areas except where specific surface occupancy is authorized by Wilderness legislation. In these areas, the Visual Quality Objective is Retention.

Dispersed Recreation (A14 & 15)

Provide semi-primitive recreation opportunities requiring predominately unmodified natural settings with a moderate to high degree of challenge and risk while traveling cross-country or on trails.

02 Prohibit open fires in alpine, Krummholz, meadow areas and/or in any lake basin where the dead and down woody material is less than 60% of the natural occurring amount in campsite areas.

03 In key lake basins restrict bare ground due to human use to no more than 3% of the lake basin acres suitable for camping or other human impacts such as horse restraint areas with no human caused bare ground spots larger than 500 square feet.

Key areas are those which historically receive the heaviest visitor use. West Tensleep Corridor, Lost Twin Lakes, Lake Solitude, Cliff Lakes loop area, Stull/Coney Lakes, Lake Geneva, Highland Lake group, Seven Brothers Lakes area, and Sherd Lake areas are the key areas.

Concentrate use on already impacted legal sites. Do not close the legal heavily used sites.

04 Manage summer use to allow moderate to high contact with other groups and individuals.

a. Areawide Capacity:
   (PAOT/Area)
   Open lands
   Alpine, Krummholz .004
   Rock, MTN. grass .008
   Forest and Shrub lands
   Ponderosa Pine, Douglas-fir, Riparian areas,
   White Pine .05
   Spruce/fir, Lodgepole
05 Reduce visitor use when the level of use exceeds capacity for more than 20 percent of the summer use season.

(0489 )

06 Permits for parties larger than the established limit may be issued when their presence can be adequately screened from the sights and sounds of other parties in the area.

(0302 )

07 Manage location of campsites to provide a moderate degree of solitude.

(0628 )

Pine, Aspen .08
(6126 )

b. Maximum use and capacity levels are:
- Trail encounters from Memorial Day to Labor Day and during hunting season: Average less than 10 other Parties per day.
- Trail capacity is displayed below:

<table>
<thead>
<tr>
<th>Use Open</th>
<th>Forest Level Lands &amp; Shrubs Lands</th>
</tr>
</thead>
<tbody>
<tr>
<td>Trail On</td>
<td>(PAOT/Mile) 2-3 9-11</td>
</tr>
</tbody>
</table>

(6346)

c. Reduce visitor use when the level of use exceeds capacity on more than 20 percent of the days during the summer use season.

(6019)
Recreation Management (Private and Other Public Sector) (A16)

01 Manage outfitter-guide operations in the same manner as other visitors. Permit camping only in sites specified in outfitter-guide permits. Keep outfitter-guide activities harmonious with activities of non-guided visitors. Include outfitter-guide operations in calculations of level-of-use capacities. Restrict Outfitter/Guide Assigned Sites to the current number permitted. Require Outfitter/Guides to learn and practice "Leave No Trace" techniques. No caches allowed.

(0208 ) ( )

Range Resource Management (D02)

01 Manage livestock and herbivorous wildlife forage use in accordance with FSM 2320.3 (36 CFR 293.7).

(0182 ) ( )

Special Use Management (Non-Recreation) (J01)

01 Manage surface occupancy activities authorized prior to wilderness designation to reduce impact on wilderness values consistent with the intent of the occupancy authorization.

(0210 ) ( )

02 Permit only those uses authorized by wilderness

Site Guidelines:
(Maximum number of sites occupied at one time.)

Lakes
- < 5 acres 2
- 5-25 acres 3
- >25 acres 4

Streams
- Open areas 3 sites/mile
- Forested areas 6 sites/mile
(6350)
legislation, which cannot be reasonably met on non-
Wilderness lands.

(0211 ) ( )

Soil Resource
Management
(KA1)

01 Restore soil disturbances caused by human use (past a. Follow procedures
mining, grazing, trail construction and use, camping etc.) to top soil loss tolerance levels commensurate
with the natural ecological processes for the
management treatment area.

(0184 ) ( )

Transportation
System
Management

01 Locate and design roads to minimize the biophysical and visual impact, and to facilitate restoration.

(6159 ) ( )

02 Convert roads not needed for authorized activities to trails, or if they are not needed as part of the transportation system, restore them to the established VQO.

(0254 ) ( )

a. Roads will not be authorized:
- On slopes steeper than 60\%;
- In area of high erosion hazard;
- In areas of high geologic hazard;
- In areas of low visual absorption capacity that are unlikely for successful restoration;
- In areas which would adversely affect threatened and endangered plant and animal species.

(6165 ) ( )


(FSH 7709.12 )

(6129 ) ( )

b. Schedule trail maintenance in accordance
03 Construct or reconstruct trails only when needed to meet objectives of the wilderness transportation system.  
(0255) ( )  

04 Construct bridges to only the standard necessary to accommodate the specified class of user. Construct bridges only where no safe opportunity existed to cross a stream or gorge during periods of normal stress flow. A safety hazard is a physical condition of a trail which may cause injury, is unusual or unexpected, and not readily identifiable by the trail user. It is not a condition which is easily identifiable and normally encountered for the type or location of the trail involved. The following examples illustrated this distinction. A hazard is a rotten bridge decking or handrail. A stream crossing where no bridge is provided and the user would expect this on the type and location of the trail is not a hazard.  
A hazard is a stable-appearing loose rock in a constructed treadway where all other rocks are stable.  
A trail treadway made up of rocks in a near-natural position, many of which are loose, is not a hazard.  
A hazard is a perennial bog-hole on a horse trail.  
An intermittent bog-hole which will dry up by early summer or within a few days following a rain storm is not a hazard.  
A hazard is a section of trail treadway supported by rotten cribbing. A section of trail where the treadway is obviously slippery is not a hazard.  
A hazard is a marked ford with holes deeper than the normal channel. A deep ford with a consistent stream bed is not a hazard.  
(0214) ( )  

05 Use corduroy and/or puncheon treads across bogs where no safe and feasible bypass opportunity exists.  
(6134) ( )
06 Close or sign system trails when not maintained to the safe standard for the specified use.
   (0216 ) ( )

07 Use signs of unstained wood with routed letters and mounted on unstained posts.
   (0249 ) ( )

08 Provide signs at trail terminals and trail junctions only. Include only trail identification and identification of terminal points.
   (0205 ) ( )

   (6129 ) ( )

   a. Follow standards specified in FSH 7109.11a and 11b.
      (6158 ) ( )

FA & O
Construction
Reconstruction and Maintenance
(L24 and 25)

AQUATIC RESOURCE

   Protect the habitat for indigenous flora and fauna in a representative sample of lakes in this Management Area.
PROPOSED MANAGEMENT AREA PRESCRIPTIONS
CLOUD PEAK WILDERNESS
BIGHORN NATIONAL FOREST

LEGEND:
-primitive
- semi-primitive
- trailhead
- trail

BIGHORN NATIONAL FOREST
FINAL ENVIRONMENTAL ASSESSMENT
CLOUD PEAK REVISED STANDARDS AND GUIDELINES
APPENDIX E - INVENTORY OF DEAD AND DOWN MATERIAL
Cloud Peak Wilderness Campsite Inventory of Dead and Down Material

Page 1

Appendix E
Cloud Peak Wilderness Campsite Inventory of Dead and Down Material

Page 1
Cloud Peak Wilderness Campsite Inventory of Dead and Down Material

Page 2

[Graph showing the inventory of dead and down material at various campsites, with the Normal Range of Dead and Down Material indicated on the graph.]
BIGHORN NATIONAL FOREST
FINAL ENVIRONMENTAL ASSESSMENT
CLOUD PEAK REVISED STANDARDS AND GUIDELINES
APPENDIX F - INVENTORY OF SQUARE FEET OF BARE GROUND PER CAMPSITE
Cloud Peak Wilderness Campsite Inventory of Square Feet of Bare Ground/Campsite

Page 1

Appendix F
Cloud Peak Wilderness Campsite Inventory of Square Feet of Bare Ground Per Campsite

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BIGHORN NATIONAL FOREST
FINAL ENVIRONMENTAL ASSESSMENT
CLOUD PEAK REVISED STANDARDS AND
GUIDELINES
APPENDIX G - PUBLIC COMMENT AND ISSUE
RESPONSES TO SCOPING

Cloud Peak Wilderness
Proposed Standards and Guidelines
Public Comment and Issue Responses

STATE AGENCIES
S-01  Wyoming Game and Fish

OTHER GOVERNMENT AGENCIES
G-01  Washakie County Commissioners
G-02  Land Planning and Zoning Commission Big Horn County

INDIVIDUALS
I-01  Ray Holt
I-02  John R. Swanson
I-03  Kirk Strom
I-04  Tracey Jolly
I-05  David Atkins
I-06  Jane and Stan Wostenberg
I-07  Terry Punt
I-08  Allen Grant
I-09  Jack Smith
I-10  Rohn Smith
I-11  Wade Hart
I-12  Joe and Julie Peeley
I-13  James and Michael Allison
I-14  Sahats and John Evans
I-15  Robin Reints
I-16  Don Joslyn
I-17  Gary Anderson

ORGANIZATIONS
O-01  Bighorn Audubon Society
O-02  Wind River Multiple Use Advocates
O-03  Wyoming Outdoor Council
O-04  Big Horn Mountain Country Coalition
O-05  Cloud Peak Chapter Wilderness Watch
O-06  Big Horn Mountain Roundup
O-07  Alliance for the Wild Rockies
O-08  Powder River Back Country Horsemen of America

BUSINESS
B-01  Bear Track Inc.
B-02  Trails West Outfitters
B-03  National Outdoor Leadership School
B-04  SEMU Outfitter Guides Meeting 5/22/97
B-05  Paul Funn- Dairyland

Appendix G
I-07  I am in total support of the proposed changes and hope that they can be implemented.
Disposition: Comment noted.

B-02  I strongly agree with all ten proposed changes in the standards and guidelines.
Disposition: Comment noted.

I-06  People are willing to pay for their recreation; something you should consider.
Disposition: Comment noted.

O-03  The proposed revisions are a good step in protecting the area's wilderness values. We fully support each of the proposed revisions.
Disposition: Comment noted.

I-04  Charge fees for people to use the Cloud Peak Wilderness for groups of greater than 10 people.
Disposition: Outside the scope of this EA and our authority to charge.

B-01  It might be better to look at some type of permit system now rather than later to solve problems without restrictions.
Disposition: Outside the scope of this EA. B&G's currently allow a permit system if determined necessary through monitoring.

O-02  But is it possible that these changes cannot be made without revising the whole Forest Plan?
Disposition: This EA process is the method by which amendments when considered necessary are done to Forest Plans.

I-02  Designate the Cloud Peak Wilderness to include (at least) 480,000 acres.
Disposition: Outside the purpose and need of this project. Wilderness designations are done by the U.S. Congress.

I-01  I know the pressure is gradually increasing on the wilderness and change is inevitable.
All users would probably gladly pay for privilege of visiting wilderness areas.

Overuse will continue to be a problem into the future.
Boreal and Saw-whet Owls may be present in lower areas of CPW.
Disposition: Comments noted.

Groups over 10 would register at your district office, instead of at trailhead, so you could gather more information, fees, and accountability of visits.
Disposition: Registration is already required to enter the Cloud Peak Wilderness. Not used to develop an alternative. Registrations are done at locations convenient to Wilderness visitors to promote compliance.
Standard/Guideline #1. Two Management Areas

G-01 We are concerned that consolidation of management areas may result in additional use restrictions. What is the net increase in acreage classified as 'pristine' under the consolidation proposal, and how will this change affect permitted use?
Disposition: These issues are addressed in the Affected Environment and Environmental Consequences section.

I-06 The designations within wilderness of Pristine and Primitive may not be necessary...fewer people visit the Pristine Area because the geography is more of a challenge than the majority of visitors want.
Disposition: Comments noted. Management allocation part of the Forest Plan process.

G-02 Looks like a reasonable plan for the separation of 'Primitive and Pristine' management areas.
Disposition: Comments noted.

I-02 I urge that the Cloud Peak Wilderness be managed as a Pristine Sanctuary.
Disposition: Comments noted. Outside the scope of this EA.

S-01 Question on goal statement in 'pristine'. The statements 'all flora and fauna are indigenous and reflect natural biodiversity, and domestic livestock may be encountered during the season of grazing' appear to be conflicting.
Disposition: Permitted livestock grazing is legally authorized under the 1964 Wilderness Act and outside the scope of this EA. This is not analyzed in this EA.

Standard/Guideline #2. Group Size

G-02 We have concerns on the restrictions your standards and guidelines would place on the handicapped and groups such as the Boy Scout troops (usually have more than ten in a group).
Disposition: Alternative developed for groups up to 15 people.

O-04 With the proposed change in party size, how many less people will visit the area? What is the impact economically on the surrounding communities with this reduction?
Disposition: These issues are addressed in the Affected Environment and Environmental Consequences Section.

Exactly how many groups larger than ten entered the Wilderness during the study period?
Disposition: Displayed in analysis.

Using 10 as the group size automatically eliminates Boy Scout, Church Groups, etc.
Disposition: See response to G-02.

G-01 We support user education - as opposed to limitations on user group size, bare ground campsite closure, etc.
Disposition: Comments noted. Effects of limitation are addressed in the Affected Environment and Environmental Consequences sections.

I-11 I totally agree with the limiting the numbers in a group.
Disposition: Comment noted.

Will there be limited quotas on access to Cloud Peak?
Disposition: The current S&Os allow the agency to manage the total number of visitors entering the CPW. The Forest Service prefers to protect the Wilderness Resource by indirect management actions first. No changes are proposed to that S&O.

I-10 I certainly support its recommendations.

I-09 I feel the number may be a little too high.
Disposition: Comments noted.

I would like to suggest a maximum party size in the Pristine Management areas of 8 people and 8 head of recreational stock.
Disposition: Alternative analyzed to address a smaller group size.
I-08
It seems to me that opportunities for solitude are restricted more by the large number of small groups than by the larger groups (some families are larger than 10).

Disposition: Effects of different group sizes are evaluated in the Affected Environment and Environmental Consequences sections.

I-06
This seems to take away from the people’s right to assemble, but if you’re going to do it, do it!

Disposition: Comments noted.

I-05
This proposal provides no more protection for resources than currently provided.

Disposition: Comment noted. Effects of current situation and proposal are evaluated in the Affected Environment and Environmental Consequences section.

I recommend that we limit group size to a combination of 20 people and livestock, of which no more than 10 can be recreational livestock.

Disposition: A reasonable range of alternatives is analyzed. This group size is very close to the current S&Os which is analyzed under the No Action alternative.

I-04
By limiting access to areas many groups will not be able to utilize the Cloud Peak Wilderness Area.

Disposition: The effects of group size is analyzed in a reasonable range of alternatives.

Require people with groups of greater than 10 people register with the Forest Service.

Disposition: Individuals or groups entering the CFW are already required to complete a self-issuing registration to ensure visitors to the CFW are informed of the regulations in effect to protect the Wilderness resource.

Require people with groups of greater than 10 people to have one person be licensed in ‘leave no trace’ policies.

Disposition: This is part of each alternative for group size.

Require people with groups of greater than 10 people to limit the use of horses in and around the campsites.

Disposition: Current regulations control the use of horses around camp areas.

I-01
Disagree.

Disposition: Comments noted.

Identify a few areas within the wilderness area for larger groups - to confine their locality - keep present 25 head-count for these areas, change places when need is present.

Disposition: Outside the purpose and need. The purpose and need documents the need to reduce group sizes. The No Action alternative analyzes the present 25 person group count.

Allow some credit for drop-camps between 10 (proposed) and 25 (current).

Disposition: An alternative for 15 backpackers or 10 people and 15 head of recreational stock analyzed.

I-01
Put groups 10 or larger on a reservation/fee basis in order to make them more accountable.

Disposition: Outside the scope of this project.

B-03
Feel that 10 people and their associated pack stock is a manageable number we do not agree that the same number should apply to a group of backpackers. The social and resource impacts are very different and thus should be treated differently.

NOLS proposes a group size of fifteen.

Disposition: An alternative has been developed for 15 backpackers or 10 people and 15 head of recreational packstock.

There is no LNT certificate (other than Master of Leave No Trace) and no system in place to track or verify whether a certificate is valid.

Disposition: This issue is addressed in the Affected Environment and the Environmental Consequences section.

Larger groups could be driven into areas where they would not have gone if these groups were given a broader choice of alternatives.

Disposition: Comments noted.

0-04
Group size numbers should not apply to the ordinary day users of the wilderness area.

Disposition: This is outside the scope of this EIS. No alternative analyzed for group size larger than the current S&Os as the scoping document outlines the concerns with a group size of 25. Impacts from groups is more dependent on the size of the groups rather than if they are day or overnight users.
Grazing should pertain to all livestock to achieve good to excellent range condition. Impacts associated with livestock use in the wilderness may have permanently changed the composition of other indigenous aquatic species.

Disposition: Comments noted. Grazing standards for recreational livestock are addressed in this EA. Grazing of commercial livestock is outside the scope of this analysis.
Standard/Guideline #4. Dog Control

O-04 How are you going to arrive at 'as evidenced by and unacceptable level of reports of harassment.... etc'?

Disposition: The agency is required to do an annual report for the Wilderness resource which includes tracking of all incidents. This would include reports of harassment by dogs.

G-01 We have no concern regarding the revision of the 'dog control' standards.

I-11 Dogs have never been a problem. We have crossed paths with quite a few people who have dogs, some leashed, others not and I don't recall a problem ever arising.

Disposition: Comments noted.

I-07 Dogs should be on leashes.

Disposition: This is discussed in the Affected Environment and Environmental Consequences section.

I-06 Visitors whose dogs are allowed to become a nuisance should be held legally and financially responsible for them period. It should have nothing to do with a calendar year.

Disposition: Comment noted. Incidents between visitors are outside the legal mandate of the Forest Service and under the authority of the local county sheriff.

I-05 Management Activity: Wilderness, General Direction. 18: Change last sentence to read "Failure... in a calendar year will result in citations issued to offenders." Your current proposal punishes the whole for the sins of a few.

Disposition: Most incidents of violations of regulations are discovered after the offending parties are gone. Offending parties if identifiable may be dealt with under the Code of Federal Regulations. Comment noted.

Standard/Guideline #5. Mountaineering/Rock Climbing

O-04 Where is this education going to be presented to potential climbers?

Disposition: The agency has LNT brochures dealing with Climbing. Other groups and organisations also have included climbing ethics in their literature.

G-01 The mountaineering/rock climbing standards seem appropriate.

Disposition: Comment noted.

I-12 Before considering S&G's for this activity, consider climbing's overall impact on the wilderness experience. A fixed anchor or protection does not detract from a quality experience. A very small minority of wilderness visitors will ever see a climbing route in the Big Horns, let alone give it a try. We do believe fixed anchors should be allowed. However, we feel the method for installing the anchor must involve 'sweat labor', not the use of power drills. Power drills do not belong in the wilderness area under any circumstance.

Disposition: An alternative is analyzed addressing the placement of fixed anchors.

I-11 The issue with mountain climbers is an interesting one as I don't ever recall seeing any. I'll leave this issue for others to follow up on but again I do agree with the old saying of pack in what you pack out.

Disposition: Comment noted.

I-09 As a wilderness mountaineer, I strongly support the Forest Service proposal of not allowing mechanical drills and fixed anchors or bolts in the wilderness. Many sport climbers protest the prohibition of fixed anchors in wilderness areas feeling it makes ascent of the extreme routes unsafe, however, I feel these recreationalists need to accept the difference between developed sport climbing and wilderness mountaineering. The two sports are not the same and should not be treated the same.

I-07 I feel climbing abuses need to be regulated.

I-06 Fixed anchors already in place should be left, in the hope they will be used instead of everyone making their own trails/scars. It may make a bigger scar geting permanent anchors out. (All climbing should be done at climbers own risk.)

O-02 But is it possible that these changes cannot be made without revising the whole Forest Plan? Stop gap measures such as these should not be attempted if a revision of the whole Forest Plan is to be done in the near future.

I-03 We agree with banning of fixed anchors in the wilderness. Historically rock climbing was a very destructive sport. As technology continues to advance it will become even easier for the crack climber take only picture leave only chalkprints. I feel that for these reasons the crack climber should be allowed in the wilderness as long as he uses removable anchors.
We owe it to the rock to wait for technology to achieve this goal. The wilderness by definition is a place where man does not remain and neither should his climbing anchor.

Disposition: Comments noted. Alternative standards for climbing are addressed in the EA.

B-03

WILDF agrees that mechanized tools should be prohibited in the wilderness. Fixed anchors other than bolts (and in certain extreme safety situations bolts placed with hand drills) are necessary for safe retreat or descent in steeper terrain.

Disposition: An alternative is analyzed addressing the placement of fixed anchors with hand drills.

The use of environmental chalk is not likely to diminish the visual impact effectively. We agree that climbers should employ natural features and removable protection.

Disposition: Comments noted.

Standard/Guideline #6. Indigenous Aquatic Habitat

0-04 How? What management strategies are you proposing?

Disposition: First a SI must be selected and then the inventory work to determine the needs of the indigenous aquatic species before any management strategies can be developed. This is an implementation level issue.

I-12 Lakes and streams impacted by commercial grazing do need protection for the indigenous flora and fauna.

Disposition: Comment noted. This is outside the scope of this EA.

I-10 I recommend that water quality be considered as an important biological issue in the heavily used areas. This may require baseline stream sampling/analysis...

Disposition: Water quality was discussed with the Forest specialists. By the time water quality would be degraded and show up in water samples other indicators such as bare ground, over utilised herbaceous vegetation, or lack of Course Woody debris would already indicate the need to take management action.

I-06 Find out what is there first, then apply HIS's or the NEPA process necessary.

Disposition: Comment noted. Appendix E and I show some preliminary information of some baseline data. Monitoring of various aspects of the Wilderness Resource are ongoing. Air quality monitoring, campsites, Course Woody Debris, trail encounters, and violation are some of the items tracked with the limited staffing available.

I-05 I would hope we "protect" indigenous wildlife habitat in all areas under your management. When uses exceed acceptable levels, we expect management changes to protect the values present.

I-02 Preserve all indigenous aquatic species and their habitats.

Disposition: Comments noted.

B-01 Based on historical and scientific information, we believe most of the waters within the Cloud Peak Wilderness did not contain indigenous trout species.

Disposition: Comment noted.

Reverting these waters that now support introduced trout populations to non-sport fisheries under the auspices of protecting sensitive indigenous species would have a major impact on public use and enjoyment of the Cloud Peak Wilderness and may have little effective
impact on returning the waters to their pre-trout occupation conditions.

Disposition: First a S&G must be established. Monitoring is then needed to determine if a S&G is in compliance. These comments are an implementation level issue and are not analyzed in this EA.

Remind the Bighorn Forest of Executive Order 12962 which orders all federal agencies to provide for increased recreational fishing opportunities.

Disposition: This Executive Order contains the caveats of existing law and regulations. Comment noted.

We agree with the concept that some waters should be managed to protect indigenous aquatic species, but this should be determined on a case by case basis, not just universally applied to an entire management area.

Disposition: First a S&G must be selected and then any inventory work to determine the needs of the indigenous aquatic species habitat before any management strategies can be developed. This is an implementation level issue and is not analyzed in this EA.

Finally, we would like to remind the Bighorn National Forest the responsibility and jurisdiction to manage all aquatic wildlife species within the boundaries of the forest are held by the State of Wyoming.

Disposition: The proposed S&G has been reworded to reflect the respective roles of the State and the Federal agency.
Standard/Guideline #7. Dead and Down Woody Material

I-04 How will this be accomplished?
Disposition: Comment noted. Implementation to meet a SAG would be dealt with at the next level for project implementation.

I-13 The proposed restrictions of fire in the upper most parts of the Wilderness is unnecessary.
Disposition: The current SAG addresses fires in the alpine and krumholz. Changes to these SAGs are not part of the proposed action and will continue to prohibit campfires in these areas.

I-11 The firewood/down timber issue is really an interesting and challenging one. What do you do if you're backpacked in? Most people do not have the ability nor the strength to carry a lot of stoves and fuel and do rely on timber for fires and cooking.
Disposition: Addressed in the Affect Environment and Environmental Consequences section.

I-09 In Pristine Management areas, I feel this standard should be expanded to say that all signs of campfires must be removed and the fire site naturalized upon breaking camp.
Disposition: Comment noted.

I-09 In Pristine Management areas, I feel that this standard should be expanded to say that existing campfire rings must be used if present and any new fire site established in an area presently without an established fire site must be dismantled and naturalized upon breaking camp.
Disposition: The current Cloud Peak Wilderness regulations require the dismantling of all camp structures when leaving a campsite. This includes campfire rings.

I-07 Camping and building fires around the wilderness lakes is also a problem. Many areas are stripped of wood and over-used.
Standard/Guideline R6. Assigned Sites/Outfitters

I-12 We've seen outfitter s camps where stoves, cooking utensils, tents, etc. have been left throughout the year. We believe they should be responsible for removing all signs of their presence on a yearly basis. We agree with the proposed S&G change to not assign permanent site O/G base camps.

I-11 I agree with eliminating any established camps in the pristine areas.

Disposition: Comments noted. Failing to remove camp gear is a violation of special-use authorizations and if known by the Forest Service permit action can be taken to correct the problem.

B-02 I have concerns about the wording...setting up and tearing down a camp every time I take a pack trip will only cause more impact on the resources and would be time consuming on my part.

Disposition: An alternative has been developed and analyzed to address the issue of additional trips for camp set up.

Outfitter camps should not be seen by other wilderness users, then those camps should be relocated as to be out of sight of other people.

Disposition: Comment noted. An Outfitter special-use authorizations are renewed locations are selected for Assigned Sites which are out of sight of other camps. Observations of CPW visitors are necessary to assist the Forest Service attain this goal.

I-04 Outfitters should not be allowed on the wilderness; no summer long camp tents, no caches, no profit from wilderness areas, unless other business such as grazing, mining, and timbering are also allowed.

Disposition: Comment noted. The 1964 Wilderness Act authorized Outfitters to provide service for wilderness visitors.

I-05 If we are ever to get a grip on this, we need to ‘prohibit’ O/G’s from summer-long use of one site. “Encouraging” them to not set up summer-long camp tents will not achieve your objectives.

Disposition: Current Forest Service regulation permits summer long assigned sites. Prohibition of O/G assigned sites is outside the scope of this EA.

B-01 I am very concerned with the provision that would encourage O/G’s to not set up summer-long camp tents.

Disposition: Comment noted. An alternative was developed and analyzed to address this issue.

With the base camp operations already in place in the Bighorns it would be quite a burden to continually set up and take down camps all summer. It would severely restrict the amount of trips an outfitter could take. It would also create more trail impact packing camp in and out many times over a summer. This proposal places an extreme burden on any outfitting operations and could possibly eliminate outfitter camps.

Disposition: See the response to B-02.

I have no problem with incorporating “LNT” training into our outfitting operations, and already do so on a regular basis.

Disposition: Comment noted.
**Standard/Guidelines #9: Bare Ground per Campsite**

**0-04** No bare ground camping permitted? In new campsites?

**Disposition:** This issue is outlined in the Affected Environment and Environmental Consequences section.

**Who is going to monitor?**

**Disposition:** Monitoring is a routine part of management of the entire Bighorn National Forest including the Cloud Peak Wilderness and is done by either employees or volunteers working under the direction of the Forest Service.

**What about research that said keep people on existing bare ground?**

**Disposition:** This proposed §40 is designed to encourage Cloud Peak Wilderness visitors to use already bare ground camp sites if they are a legal distance from water.

**0-01** Opposed to limitations on .... bare ground camps sites.

**Disposition:** Comment noted. Effects addressed in the Affected Environment and Environmental Consequences section.

**I-13** I agree that there should be a change to encourage the use of bare areas around lakes and streams as camp sites.

**Disposition:** Comment noted.

**I-11** I agree with opening high impact campgrounds. I've never understood why they were allowed to be closed forcing campers to find and trample another site.

**Disposition:** Comment noted.

**I-10** The proposed strategy of deliberate concentration of impacts is appropriate for CPW. The marginal impact of increased use of existing campsites is far less than that of accelerated use of more remote or less popular sites.

**Disposition:** Comments noted.

**I-09** I agree that camping should be on high use areas, however, some of these existing sites are just too close to the water and should be closed.

I would like to see the 100 foot rule remain in place.

**Disposition:** Comments noted. No change is planned in the distance from water requirement of 100 feet.

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**I-06** I don't know how this can be avoided.

**Disposition:** Comment noted.

**B-01** I am concerned that the proposed guidelines regarding ....bare ground restrictions are based on percentages, are much too vague and would seem to rely on subjective measurements.

**Disposition:** This is addressed in the Affected Environment and Environmental Consequences section. The measurement of the bare ground sites is done using a scientifically reviewed method developed by David Cole titled "Area of Vegetation Loss: A New Index of Campsite Impact".

If some documentation could show which camp areas would be closed or which campsites would prohibit campfires, then a person could visualize this.

**Disposition:** These comments deal with implementation level actions.

**I-02** With an active restoration program concerning all of the bare ground areas.

**Disposition:** Comment noted.

**O-01** Don't understand what "concentrate use on already impacted sites. Do not close the legal heavily-used sites?" means.

**Disposition:** This is discussed in the Affected Environment and Environmental Consequences section.

**How will changes be enforced?**

**Disposition:** This comment deals with an implementation level action.

**B-03** We are pleased to see the recognition of new research and NPS ethics in addressing campsite impacts. This provision is a move in the right direction toward resource protection.

**Disposition:** Comment noted.
Standard/Guideline #10. Trail Encounters

I-13 The number of trail encounters is not something that I see as a dilemma - trails are the natural place that one expects to encounter others.

Disposition: Comment noted.

I-11 The number of trail encounters has been steadily on the increase for quite a while, but the past few years we have seen that number drop also but again that could be coincidental with the time we were camping.

Disposition: Comment noted.

I-05 Do not feel there is a problem with high visitor contact in the "pristine" area.
I support the limit of 2 contacts.

Disposition: Comments noted.

I do not support an allocation or permit system if that is envisioned.

Disposition: The authority to implement a permit system is already in the Cloud Peak Wilderness areas and is outside the scope of this EA.

0-06 We suggest that the allowance for encounters during the day be increased.

Disposition: Outside the scope of this EA and will not be analyzed. Encounters are indicator of the number of visitors to the CPW. The proposed encounter levels bring the CPW in agreement with the Primitive Recreation Opportunity Spectrum.
APPENDIX H

RESPONSES TO PUBLIC COMMENTS ON THE DRAFT CLOUD PEAK WILDERNESS EA FOR

THE AMENDMENT TO THE BIGHORN NATIONAL FOREST LAND AND RESOURCE MANAGEMENT PLAN

G=GOVERNMENT, B=BUSINESS, O=ORGANIZATION, 'I'=INDIVIDUAL.

G-01 Wyoming Game and Fish Department
G-02 Big Horn Mountain Country Coalition

B-01 Trails West Outfitters
B-02 Bear Track Inc
B-03 National Outdoor Leadership School
B-04 Jackson Hole Mountain Guides
B-05 Wilderness Ventures
B-06 The Peak

O-01 Bighorn Audubon Society
O-02 Cloud Peak Chapter Wilderness Watch
O-03 The Access Fund

I-01 David Atkins
I-02 John Evans
I-03 Armando Menocal
I-04 Dan Burgette
I-05 Joe & Julie Feeley
I-06 John Swanov
I-07 Brent Hawks
I-08 Mike Fisher
I-09 Jesse Stover
I-10 Ken Jern
I-11 Min Axon
I-12 Bruce Lamberson
I-13 Alexa Spivy & Jimmy Capra
I-14 Rosemary Carr
I-15 Andy Byerly
I-16 Michelle & Gardner Heaton
I-17 Todd Walther
I-18 Reed Burgette
I-19 Andy Parazette
I-20 Scott Snauffer
I-21 Dennis Jenn
I-22 Marcia A. Male
I-23 Rebecca Keen
I-24 Mark Cornish
I-25 Tom Indbrich
I-26 Tim Walther
I-27 Andy Rich
I-28 Kathryn F.
I-29 Cecilia Martenson
I-30 Jake
I-31 Jarson Campbell
I-32 Randy Roberts
I-33 Elizabeth Fortmatto
I-34 Armond M. Acer

1-35 Cindy Van Schaack
1-36 Chuck Schaefer
1-37 Ryan Hokanson
1-38 Ken Drine
1-39 John M. Maxfield
1-40 Paul W. Hunt
1-41 Todd Stymiest
1-42 J.W. Harper
1-43 Ryan Skar
1-44 Kevin Siehke
1-45 Kyle D. Chitty
1-46 Danielle Woodward
1-47 Dylan Lawrence
1-48 Bob Ouders
1-49 Partick Taft
1-50 Douglas G. Crawford
1-51 D. Ochiltree
RESPONSE TO EA COMMENTS

Comments received on the Draft Cloud Peak Wilderness EA ranged from "I agree with the preferred Alternative" to "This EA is a flawed document". The Interdisciplinary Team reviewed all comments and have organized them into the following major areas. The major issues are group size, prohibitions for certain climbing aids, and the need for a guideline for indigenous aquatic species habitat. A few comments were received on Leave No Trace requirements, dead/dry woody fuel standards, how bare ground would be dealt with concerning Outfitter/Guides, and measurement and enforcement of trail encounters of less than 10 other parties per day in Management Area 1.13. Many commenters questioned how a particular Standard or Guideline would be implemented and what the impacts may be to them or certain groups. This document is a planning level document which is setting the goal or target which the Forest Service is striving to reach or maintain for the Wilderness Resource. Implementation level questions would be addressed when and if further management actions become necessary to protect or improve Wilderness resource conditions.

ISSUE

GROUP SIZE

the proposed group size of 10 would unduly restrict larger organized groups from entering the Cloud Peak Wilderness.

Commenters - G-01, G-02, B-05, B-03

(response) The proposed Group size standard allows for parties larger than the established limits. As stated in the Standard these would be evaluated on a case-by-case basis.

"nothing solid in this draft EA on Economic Impact"

Commenters - G-02

(response) - It is not possible to be more certain about the economic effects without spending an inordinate amount of time and effort. The EA displays the best current with the information available. The Forest Service has no data to determine how many a wilderness user spends per day during a visit to the Cloud Peak Wilderness.

INDIGENOUS AQUATIC SPECIES HABITAT

"do not understand why the Forest Service has determined the need to address the State's responsibility for fish management"

"The Wyoming Game and Fish Department is obligated and will continue to manage waters on the Bighorn National Forest in cooperation with the Forest."

Commenters - G-01

"any plan that would adversely effect the current fish stocking programs with the Game and Fish"

Commenters - B-02

(response) Implementing Alternatives 2, 3, or 4 will not alter fish stocking practices. The Forest Service recognizes management of all wildlife species is the responsibility of the State. This Guideline is established to show the importance of habitat for indigenous aquatic species and the need to consider it in future management actions.

"semi-primitive Management Area appears as primitive elsewhere"

Commenter - G-01

(response) Corrections made.

"This Standard and Guideline #6 stands out as the singular proposal for which no need has been substantiated."

Commenter - G-01

(response) Additional documentation has been added to all the purpose and need sections.

"confusing whether each proposed action is a Standard or a Guideline."

Commenter - G-01

(response) Each proposed action will be labeled specifically as either a "Standard" or "Guideline".

Numbers 1.11 and 1.13 are not defined

Commenter - G-01

(response) These numbers are the new designators developed by the Regional Office. All Management Area (MAs) Prescription numbers will be revised when the Forest Plan is revised. The definition for each of these MAs are defined in the Appendices.

"undefined terms and phrases"

Commenter - G-01

(response) This document is an amendment to the Bighorn National Forest Land and Resource Management Plan. Definitions for most of the terms are in the Glossary, Appendix 1 of that document.

"Executive Order 12962 was not addressed in this document"

Commenter - G-01

(response) The comments on this order are listed in Appendix G of the Draft EA.

Chapter 3, Affected Environment - "The words "and probably ubiquitous" should be inserted after "indigenous" in the first sentence under Guideline #6, page 16.

Commenter - G-01

(response) Forest Service monitoring shows the Northern Leopard Frog is not widely distributed in the Cloud Peak Wilderness so no change was made.

"the negative implication that trout are responsible for the undocumented decline of the Northern Leopard frog in the Cloud Peak (Wilderness) is confusing"

Commenter - G-01

(response) Sentence added to Guideline #6 on page 16. Forest Service did not state in the draft EA that Northern Leopard Frogs were declining.

"acceptance of the Preferred Alternative has no substantive basis"
LEAVE NO TRACE

Public users of the Cloud Peak Wilderness are required to know Leave No Trace camping techniques if the groups wish to have two additional people. Permitted Outfitter/Guides are only encouraged to know and practice Leave No Trace techniques.

Commentator - G-01

(response) The difference between Outfitter/Guides and the public’s activities are that Outfitter/Guides are controlled by permit which specifically allow their operations. Outfitter/Guides are also subject to permit actions if necessary. The public is less regulated.

RANGE UTILIZATION AND CONDITION

"believe wilderness management should included a Standard and Guideline for range condition.”

Commentator - G-01

(response) This document tiers off the Forest’s Land and Resource Management Plan. The management direction in that document will be used to move towards the desired range condition.

alternatives need to be developed which address horse use levels, the source of the majority of the detrimental impacts

Commentators - I-01, I-06, I-15,

(response) The impacts of recreational horse grazing are addressed in the proposed Guideline #3. All valid methods of travel in the Cloud Peak Wilderness will be maintained. Appropriate management actions will be taken when necessary to protect the Wilderness resource.

DOWN/WOODY FUEL

This proposed Guideline will lead to camp fire restrictions

Commentators - B-01, B-02

(response) This is an implementation level issue. Monitoring does indicate a lack of adequate dead and down woody material to maintain soil health. The what, when, where, how of any restrictions to camp fires will be decided at the next decision level and will include public involvement.

BARE GROUND PER CAMPSITE

limiting bare ground per campsite to 500 square feet per campsite would be too limiting to Outfitter/Guides

Commentators - B-01, B-02

(response) The amount of bare ground per campsite is set as a guideline. Variance to this guideline can be done at the implementation level decision with adequate justification.

Appendix B, Alternative 2 under Dispersed Recreation 03 refers to bareground spots
Commentor - B-01 (response) Wording corrected from spots to campsites.

TRAIL ENCOUNTERS

How would this be enforced?

Commentors - B-02, O-03

(response) This is set as a guideline. By monitoring this and the other Standards and Guidelines the Forest will be able to determine when further management actions are needed to preserve the Wilderness Resource. For instance if trail encounter averages begin to rise above the guideline and other indicators also show degradation, some actions may need to be taken to discourage more visitors from visiting the Cloud Peak Wilderness.

no evidence to support this claim

Commentor - O-03

(response) Trail encounter standards are used as a measure of "crowding". Though this guideline may not be an absolute indicator of numbers of visitors, it is a relative indicator.