

# Snake River through Jackson Hole Snake River Management Plan



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**Teton County, Wyoming**

**2018 Revision**

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## 1. Introduction

The Snake River through Jackson Hole in Teton County, Wyoming includes the roughly 33 miles of river from Moose to Hoback, between Grand Teton National Park and Bridger-Teton National Forest (see Figure 1). The river offers residents and visitors outstanding opportunities for boating, fishing, and riverside recreation, with spectacular views of the Teton and Gros Ventre mountain ranges.

The river flows through private land in most of this corridor, but there are parcels of public land managed by the County, State, and BLM. Several BLM parcels, including boating access at Wilson and South Park, are being transferred to Teton County. With increasing and largely unregulated recreation use, Teton County recognized the need for a management plan to address use and potential impacts on the river and adjacent public lands. This plan will manage recreation access, facilities, and public use to protect or enhance the quality of recreation opportunities and other resource values in the corridor.

This ***Snake River Management Plan, 2018 Revision*** is part of a larger planning process that included a review of existing information, field work, interviews with experienced users and stakeholders, work with County Commissioners, the Parks Board, and staff, and considerable public involvement (described below). This “2018 Revised Plan” updates the 2015 Final Plan (“2015 Plan”) that guided river management from 2015-2017. This 2018 Revised Plan includes adaptive management processes that allow the County to adjust management actions or amend the plan based on new information or issues.



## **Purpose and need**

Recreation use of the Snake River through Jackson Hole was largely unmanaged before 2014. Grand Teton National Park (GTNP) and Bridger-Teton National Forest (BTNF) managed use on adjacent National Wild and Scenic River (WSR) segments, and the Bureau of Land Management (BLM) and State of Wyoming developed access facilities at Wilson and South Park. However, management between the WSR segments was focused on site-specific facilities rather than types and amounts of use or the quality of recreation opportunities.

Recreation use on the river had increased over the previous two decades, particularly commercial fishing and scenic trips. Commercial use was unregulated; although most outfitters and guides appeared to operate professional-quality trips, no requirements ensured this.

Users, stakeholders, and Teton County recognized this management deficit. With BLM transferring management of several parcels to the County, the State of Wyoming providing funds to develop access and recreation facilities at South Park, and GTNP and BTNF completing plans for adjacent WSR segments, the time was right to develop an overall vision and specific management priorities for the Snake River through Jackson Hole.

Teton County funded a planning process to review management options and develop a plan for consideration by Commissioners, stakeholders, and the public in 2013-2014. The purpose of the plan was to manage recreation access, facilities, and public use to protect or enhance the quality of recreation opportunities and other resource values in the corridor.

Teton County recognized that the 2015 Plan would probably need adjusting after the first three years. A separate document contains the ***Three Year Review (2015-2017) and Recommendations for Plan Revision***. Those recommendations, including direction from the Teton County Board of County Commissioners during the 2018 review process, have been integrated into this ***Snake River Management Plan, 2018 Revision***.

## **Planning area**

The plan addresses river recreation use on the Snake River between the designated WSR segments managed by GTNP and BTNF. Technically, the Snake River through Jackson Hole begins one mile downstream of Moose Bridge and ends at the confluence of the Snake and Hoback rivers. Because users do not actually access the river at these boundaries, the plan considers use from Moose (the first access above the upper boundary) to Astoria (the first access below the lower boundary).

The plan focuses on the river and adjacent public lands but considers use that occurs on or originates from private land, as well as potential conflicts between river uses and private landowners. The “river corridor” generally refers to the active floodplain, often defined as the area between the levees (when levees are present).

The planning area has been further divided into three segments based on access, use levels, and character of the corridor:

- Moose to Wilson (14.3 miles)
- Wilson to South Park (13.2 miles)
- South Park to Hoback (5.2 miles)

## 2. Planning process

This Snake River Management Plan, 2018 Revision was developed by Confluence Research and Consulting (Confluence) for Teton County. The larger planning process included developing the 2015 Final Plan (from 2013-2015) and conducting the Three Year Review for the 2018 Revision, as well as annual adjustments from 2015-2017. Summaries of the 2015 planning and three year review processes are given below, ordered chronologically.

### **Defining issues**

Assembled information about the river and recreation use, and defined issues the plan would address. Developed multiple information sources, including documents, fieldwork, and interviews with experienced users and stakeholders. A Summary of Issues was published in August 2013.

### **Developing the range of alternatives**

Interactive decision-making with Teton County Commissioners at two public meetings in December 2013 and January 2014, covering about 50 issues and management options for each.

### **Draft Plan**

Draft Plan released in February 2014. It summarized purpose and need, the planning area, river recreation resources, and possible management actions (including capacities) organized into four general alternatives. The Draft Plan presented a range of choices for Commissioners, stakeholders, and the public to consider.

### **Public comment on Draft Plan**

The Draft Plan was reviewed from February to April 2014. The public and stakeholders could comment through an online survey and at public meetings; a Summary of Public Comment was published in June 2014.

### **Use monitoring**

Several management actions considered in the Draft Plan relied on information about river use. Use counts from 2010-2013 provided a start but had some shortcomings. More comprehensive information collected in 2014 was summarized in an October 2014 report, and the 2015 Plan included mandatory commercial use registration that provided additional data.

### **Draft Preferred Alternative and public comment**

The Draft Preferred Alternative was developed in October 2014, with a recommendation from Confluence based on work with staff, direction from Commissioners, public comment, and strategies from other rivers. Stakeholders and the public were invited to comment through November, including an open house and follow-up Commissioners' meeting.

## **Revised Preferred Alternative**

A Revised Preferred Alternative was developed for Commissioners to consider in December 2014. After additional public comment and a few changes, Commissioners adopted the Revised Preferred Alternative.

## **2015 Final Plan**

Teton County Staff and Confluence developed a Final Plan in February 2015, integrating the Draft Plan, the Revised Preferred Alternative, and direction from the Commissioners.

## **Implementing the 2015 Plan**

The 2015 Plan included several different types of decisions. While some were implemented immediately upon adoption of the plan, others required phased development, further planning, or additional funding. The County also recognized that implementation would be a learning process, and the plan allowed adaptive management as use data were developed and new issues arose. Capacities and allocation procedures were adjusted in 2016 and 2017, after consultation with Commissioners.

## **2015-2017 Three Year Review and 2018 Plan Revision**

The 2015 Plan provided for a revision, based on three years of experience with capacities, allocations, the registration system, facility development, and other management actions. Confluence and County staff developed that information from October 2017 through February 2018. Public comment included an October open house, two Parks Board meetings, a dedicated workshop for Commissioners and the public, and two additional Commissioners meetings. Confluence summarized this process in an April report, "Three Year Review and Recommendations for Plan Revision." That report, with additional input from Teton County staff and the BCC through the 2018 revision process, provides the basis for this 2018 Revised Plan.

## **Other planning assumptions**

As with the 2015 Plan, this 2018 Revised Plan describes Teton County's initiatives for lands it manages. It does not modify existing management actions, regulations, ordinances, or laws adopted by other managing agencies on adjacent lands or with overlapping jurisdictions. In general, existing management programs (e.g., State of Wyoming fish, game, exotic species, and motorized regulations; County wildlife ordinances) were treated as baseline assumptions. The plan fits with Wild and Scenic River plans for the adjacent segments in GTNP and BTNF and assumes existing NPS and USFS commercial use management programs remain the same.

Planning assumed existing land ownership patterns, which include a mix of public and private lands within or adjacent to the river corridor. The plan does not comment on the extent of private land ownership in the active floodplain, which varies for individual properties due to case law or settlement agreements from the 1970s and 1980s (ERO, 2008). The Plan includes actions to address potential conflicts between river uses and adjacent riparian landowners.

Discussions are ongoing about transferring several BLM parcels (or management responsibilities for them) to the County. Planning assumed these parcels remain public lands available for recreation, open space, and wildlife

habitat as specified in BLM's Snake River Resource Management Plan (BLM, 2004) and Snake River Corridor Management/Ownership Transfer Plan (ERO, 2008). The River Management Plan complements the County-BLM transfer process, which may include additional management prescriptions for individual parcels.

### **3. Plan objectives**

Comprehensive river plans include objectives to provide overall direction. The following list was developed after reviewing other river plans and considering the values expressed by Commissioners, stakeholders, or the public for the Snake River through Jackson Hole.

- Provide a diversity of high quality river recreation opportunities.
- Develop appropriate facilities to provide for recreation use of the river.
- Ensure that recreation development is consistent with the river's natural setting, scenery, and recreation opportunities.
- Establish capacities that protect high quality recreation opportunities.
- Minimize conflicts between different types of recreation uses.
- Minimize congestion and conflict at boat launches and other public use areas.
- Manage commercial use to provide a diversity of high quality opportunities.
- Allocate commercial use fairly and within capacities to provide for trip diversity, competition, new entries, and to maintain public resource values.
- Develop a patrol/enforcement presence that protects resource values, enhances river stewardship, and promotes public safety.
- Develop fee programs to help support management of the Snake River in Jackson Hole.
- Maintain positive relationships with private landowners and seek collaborative ways to meet the interests of landowners and river users.
- Work cooperatively with local, county, state, and federal agencies/departments to support their programs and achieve this plan's objectives.

## 4. Recreation and resource values

### Moose to Wilson

- The segment from Moose to Wilson is about 14.4 miles (following the main channel as it meanders through the floodplain). A “line” following the middle of the floodplain is about 13 miles long.
- The river drops about 20 feet per mile with fast Class I water; sweepers and some braids produce Class II riffles or waves.
- The braided channel meanders across a wide floodplain that is often constrained by levees that protect private property from flooding. Levees run along both sides of the river for most of the segment below the GTNP boundary.
- Most use is boating-based and focused on fishing or scenic floating.
- Fishing generally occurs from boats, but some anglers wade or fish from the bank.
- Commercial fishing trips are typically 5-7 hours (full day trips), but some outfitters offer half-day trips. Scenic float trips take about two to three hours.
- Commercial trips with permits from GTNP originate from Moose, although others start from private land (e.g., Snake River Ranch North about RM 8.5). Most trips take out at Wilson launch, although some continue downstream to South Park or private take-outs (e.g., Snake River Ranch South about RM 21.5).
- GTNP manages commercial use with daily, weekly, and monthly limits and percent-of-gross fees. The park charges private boaters a seasonal fee to boat in the park.
- There is little public land after the river crosses the Park boundary (east side about RM 2.5; west side about RM 6.4). There are a few BLM parcels in the floodplain, but few boaters appear to use them. If boaters stop, they tend to use land between the levees to avoid conflicts with landowners. A recreation easement also applies on some properties that extend into the channel.
- The river supports outstanding fish and wildlife. Wyoming Game and Fish estimated nearly 700 cutthroat trout per mile in 2013, higher than the long-term average of about 500 fish per mile. Bald eagle habitat supports resident and migratory bald eagles; there are several active nests in the reach. Other species present in the corridor include elk, mule deer, moose, black bear, river otters, mink, muskrat, beaver, trumpeter swans, herons, ducks, teal, bufflehead, mergansers, osprey, hawks, and several varieties of songbirds.

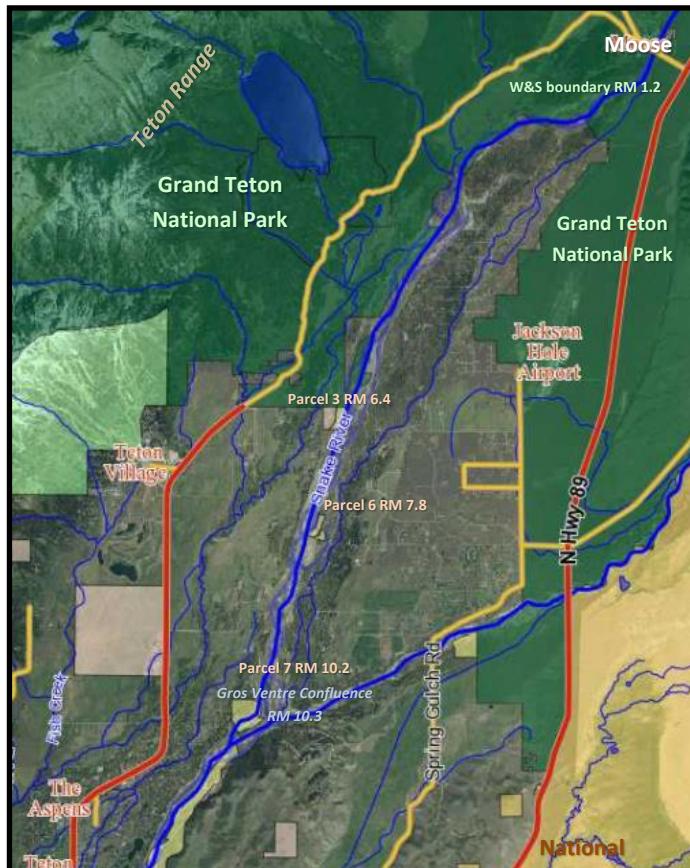


Figure 2. Moose to Wilson

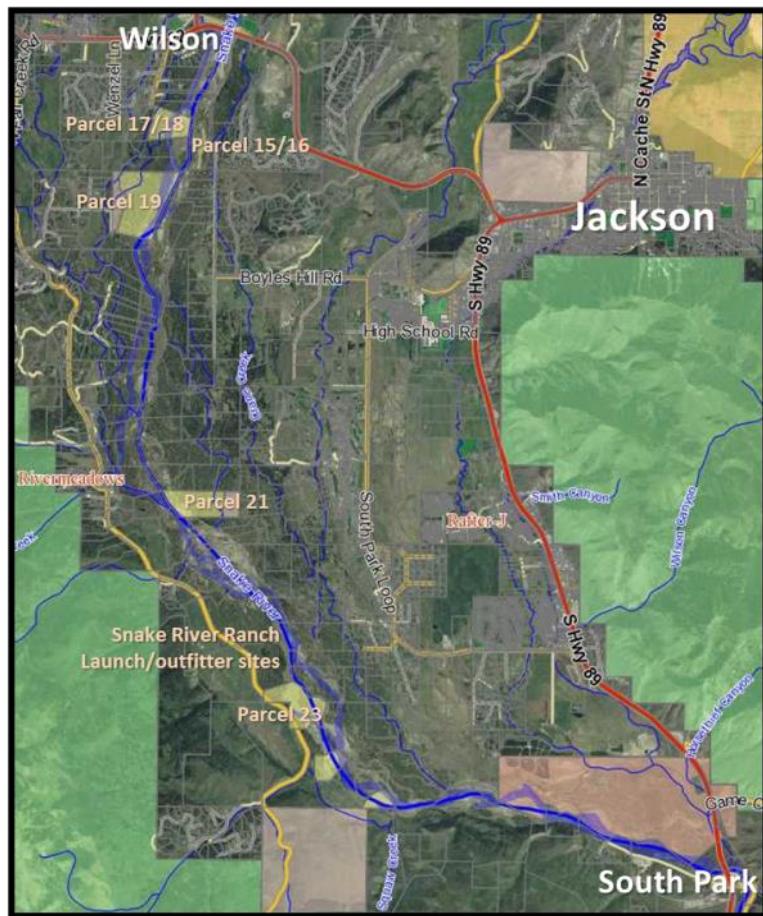


- There is a cluster of public lands and existing or planned recreation facilities near Wilson Bridge, including: a new Pathways footbridge across the river, new recreation facilities at Rendezvous Park, improvements at Emily's Pond Park, and improvements at Wilson Launch.
- Registration data from 2015 through 2017 consistently show peak season commercial use averages about 5 to 15 fishing and 4 to 8 scenic boats (about 10 to 15 total) per day. Private use may add 5 to 10 boats per day.
- Use is considerably lower on this reach than for Wilson to South Park (see below). Upstream in GTNP, the highest use reach (Deadman's to Moose) averages about 50 boats per day in peak season.
- Commercial fishing use is higher from August through mid-September, while commercial scenic use peaks in June and July.



## Wilson to South Park

- The segment from Wilson to South Park is 13.2 miles (following the main channel as it meanders through the floodplain). A line following the middle of the floodplain is about 12 miles long.
- The river drops about 16 feet per mile with Class I water; sweepers and braids sometimes produce Class II riffles or waves.
- The channel is less braided than Moose to Wilson, but still meanders across a wide floodplain.
- Levees along most of the segment constrain the channel to protect private property from flooding.
- Most use is boating-based and focused on fishing or scenic floating.
- Fishing generally occurs from boats, but some anglers wade or fish from the bank.
- Commercial fishing trips are typically 5-7 hours (full day trips), but some outfitters offer half day trips. Scenic floating trips take about two to three hours.
- Commercial trips generally originate from Wilson and take out at South Park.
- Prior to the 2015 plan, anyone could offer commercial trips, and there were no permits or fees. The Snake River Fund collected voluntary fees (\$1 per person) from most outfitters, used to manage access sites, minimize ramp congestion, and maintain facilities.
- There is little public land, with the exception of a few BLM parcels and the launch areas on either end. Few boaters appear to stop at public land parcels, although some use beaches and islands between the levees.
- One exception is BLM Parcel 23, which saw increased use (including car-based camping, boat-based camping, and outfitter access) through 2013. Access changes in 2014 (eliminating vehicle access to the levee; a developed parking lot and day use area on leased Snake River Ranch property addressed commercial use and eliminated overnight camping at the site).
- There are two private camps/picnic areas, both located on Snake River Ranch property. One outfitter uses a picnic site that is visible from the main channel about RM 21.3; another outfitter has a camp/picnic area about RM 21.6, on a backwater slough that is screened from the river.
- As with the segment upstream, Wilson to South Park has outstanding fish and wildlife. The river corridor supports resident and migratory bald eagles, with 10 occupied nests in 2013 (six of which produced young). Other species include elk, mule and white-tailed deer, moose, river otters, mink, muskrat, beaver, trumpeter swans, herons, ducks, teal, bufflehead, mergansers, osprey, hawks, and several varieties of songbirds.

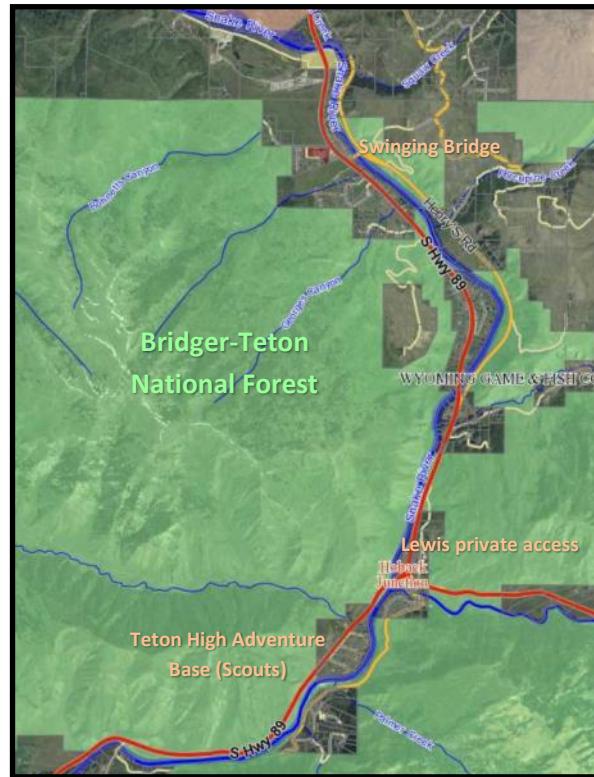


- South Park has had major development changes. Wyoming Game and Fish provided grant funding to develop access and recreation facilities on the BLM Parcel on the river right side, which were developed for 2016. Private use has continued at “von Gontard’s Landing” on the river left side.
- Wilson has had fewer development changes in recent years, but several are planned (see below).
- Counts from the registration system (2015 through 2017) indicate that peak season commercial use levels average about 15 to 25 fishing boats, 30 to 40 scenic boats, and as many as 20 small boats (canoes and kayaks) per day (about 50 to 80 total). Private use may add 10 to 20 boats per day.
- Total use is considerably higher on this reach than for Moose to Wilson (see above), similar to the highest use segment in GTNP (Deadman’s Landing to Moose at about 50 boats per day) but lower than the whitewater reach in BTNF (which can exceed 120 boats per day).
- Based on recent year counts from Jul-Sep, about 60% of all boats are on scenic trips, while 40% are on fishing trips. The fishing proportion shifts from about 25% of all boats in July to about 50% in September.
- Use increased substantially in the 15 years prior to the 2015 Plan; in 2001, total use rarely exceeded 30 boats per day.



## South Park to Hoback

- The segment from South Park to Hoback is 5.2 miles.
- The river drops about 17 feet per mile and offers fast Class I water, although occasional constrictions produce Class II riffles or waves.
- The river has a single-thread channel that contrasts with braided reaches upstream.
- Most commercial use is boat-based fishing, with registration data consistently showing 5 to 10 fishing boats per day in peak months. Scenic trips are rare, averaging less than 1 boat per day.
- Fishing generally occurs from boats, even though BTNF public land is adjacent to much of this reach.
- Commercial fishing occurs on half-day trips from South Park to a private land take-out at Hoback (about RM 32.5), or farther into BTNF.
- BTNF manages commercial use from its border at South Park downstream and has fees and capacities. The WSR designation begins at the Snake / Hoback confluence.
- There were several private accesses in the past, but BTNF discouraged their use in the 80s and 90s to distinguish this segment's lower density opportunities. A few private overnight camping areas were also eliminated.
- Some outfitters with BTNF permits put in at South Park and continue below Hoback as part of the BTNF program. Others (including some with BTNF permits) offer trips that end on private land at Hoback, and their use may not have been included in BTNF capacities. BTNF will manage this use in the future; SRJH collects fees for use of South Park.
- The Snake River Fund has collected voluntary fees from some outfitters in the past; revenues have been used to manage access sites, minimize ramp congestion, and develop new facilities.
- Scout canoe/kayak trips sometimes occur on this segment (usually starting from Wilson); they take out at Teton High Adventure Base (THAB) about RM 33.5, just downstream of Hoback.
- There is some public land along the reach, including the public launch at South Park and the small informal use area on river left at Swinging Bridge (with limited parking). Few outfitters use Swinging Bridge, which is more often used by private tubers.
- Astoria is the first major public access downstream of the segment, where BTNF has developed a small boat ramp, approximately 25 parking spaces, and a vault toilet.



## 5. Issues

A Summary of Issues was developed for the 2015 Plan (Confluence, 2013). It was based on a workshop at the June 2013 Summit on the Snake, meetings with County commissioners and staff, fieldwork, existing documents, (including a scoping document by the County), and interviews with experienced users, outfitters, guides, landowners, and resource agency staff. General categories of issues included:

- Crowding, congestion, and development at access areas
- On-river social impacts
- Types of use and user conflicts
- Signs of use and biophysical impacts
- Capacities and commercial use management

Management actions in the Plan have addressed these issues, although it's fair to say there are different views about each one, and about the balance between more intensive use, on-the-ground conditions, and the amount of infrastructure and regulation.

## 6. Management Actions

This chapter describes management actions to address the issues above. Management actions are organized by topic (and numbered within categories; note that a few numbers have changed slightly from the 2015 Plan).

- A. Allowable uses
- B. Facilities and access
- C. Capacities
- D. Commercial use management & certification
- E. Allocation
- F. Fees
- G. Other management programs

### **Overall Management Theme**

An Overall Management Theme was developed by applying the Recreation Opportunity Spectrum (ROS) concept, a planning tool that helps agencies and the public describe the type of place they have (or want in the future). ROS frameworks recognize that agencies provide recreation opportunities by managing biophysical, facility, social, and management conditions; users encounter conditions and have recreation experiences. ROS arrays conditions along a continuum from low to high use, development, and management intensity – from “primitive to paved” or “wilderness to Disneyland.” Any opportunity along the spectrum can be managed for high quality, but different conditions produce opportunities for different types of experiences, and agencies should choose them by design rather than letting them happen by default.

Tradeoffs among management choices are implicit in the ROS concept. Higher levels of use or development provide opportunities for more users but may change the type of opportunity (less-natural settings or more congestion). Higher levels of use or development also require more intensive management. Desired conditions and associated management actions should “fit together” as packages.

After considering the four alternatives in the Draft Plan, public comment, and direction from the Commissioners, the 2015 Final Plan adopted the Overall Management Theme defined in Table 1. The goal of this theme was to stabilize commercial use near average peaks, eliminating the busiest days from 2010-2014, with commensurate development, group sizes, social conditions, commercial use, and management intensity. That theme is carried forward in this 2018 Revised Plan.

**Table 1. Overall theme: Stabilize use near average levels in recent years**

|                             |  |
|-----------------------------|--|
| <b>Development</b>          | Facilities designed for current average use, but able to handle slightly higher peaks.   |
| <b>Group sizes</b>          | Preference for small-medium groups but allow some large groups (with stipulations).      |
| <b>Social conditions</b>    | Solitude not expected at launches, but sometimes available on the river.                 |
| <b>Commercial use</b>       | Accommodate current average use; keep use under current peaks.                           |
| <b>Management intensity</b> | Lower-intensity actions applied first, with regulation and incentive programs as needed. |

## **A. Allowable Uses**

This section describes the types of recreation uses that will be allowed on the river or adjacent public lands and waters.

### **Motorized use**

#### ***Action A-1. Motorized boating regulations.***

Following Wyoming Game and Fish Commission boating regulations adopted in September 2013, non-motorized use opportunities will be provided from Moose to Hoback during high use season from April through Labor Day, but motorized boats will be allowed from South Park to Hoback in the fall, winter, and early spring. The motor ban includes electric trolling motors. These regulations considered safety (e.g., minimizing encounters between motorized and non-motorized craft in sometimes narrow and shallow channels), potential environmental impacts (e.g., erosion from boat wakes, effects on fisheries), and the quality of experiences (e.g., reducing noise, managing for experience types).

#### ***Action A-2. Off-highway vehicle use regulations.***

Following previous BLM decisions about Off-Highway Vehicle use on lands it manages in the planning area (BLM, 2004), this plan limits OHV use to designated roads including:

- Munger Mountain road
- Levee road at the Walton parcel
- Levee road west of the Snake River and south of Wilson Bridge
- Access road to the Wilson boat ramp
- Evans Gravel road
- Fall Creek road

These ORV regulations are consistent with previous landowner and recreation easement agreements, including those on levees that were adjudicated in 1980s settlements. There is no intention to re-open ORV use on levee roads that have been closed.



## Non-motorized boats

The Snake River through Jackson Hole is largely Class I-II. It is commonly boated in diverse craft including whitewater rafts, non-whitewater rafts, drift boats, hard shell kayaks, inflatable kayaks, canoes, stand-up paddle boards (SUPs), river boards, pack rafts, and float/inner tubes. When in good condition and operated with appropriate skill, all are suitable for the SRJH.

### ***Action A-3. Education to encourage appropriate craft for private users.***

No regulations prohibit specific craft for private users (commercial boat regulations are discussed below). However, the County encourages private boaters to use craft in good condition and discourages inner/float tubes from Moose to near South Park, which is braided and has more sweepers than South Park to Hoback. This is intended to reduce “trips in trouble” that increase resource impacts or require search and rescue. The County recognizes a lack of PFD use among private tubers and rafters downstream of South Park and works with BTNF to develop boater safety education.

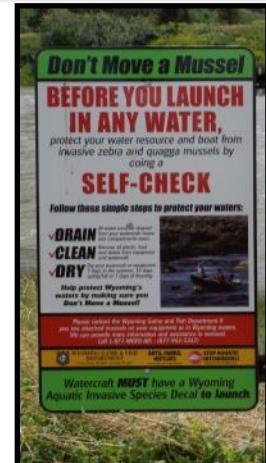


### **Invasive species regulations for watercraft**



### ***Action A-4. Cooperate with State aquatic invasive species programs.***

The County supports the Wyoming Game and Fish Commission (WGFC) aquatic invasive species regulations, educational efforts, and inspection/enforcement program. The WGFC has existing regulations and funds an active inspection and enforcement program (“drain, clean, dry”) to reduce the spread of invasive species that decrease biodiversity and naturalness.



## Day use activities on public land

Identifying public land and acceptable day use activities is important in a river corridor with mixed ownership. Additional background on this topic (revised from the 2015 Plan and Three Year Review) is summarized below, followed by descriptions of two actions.

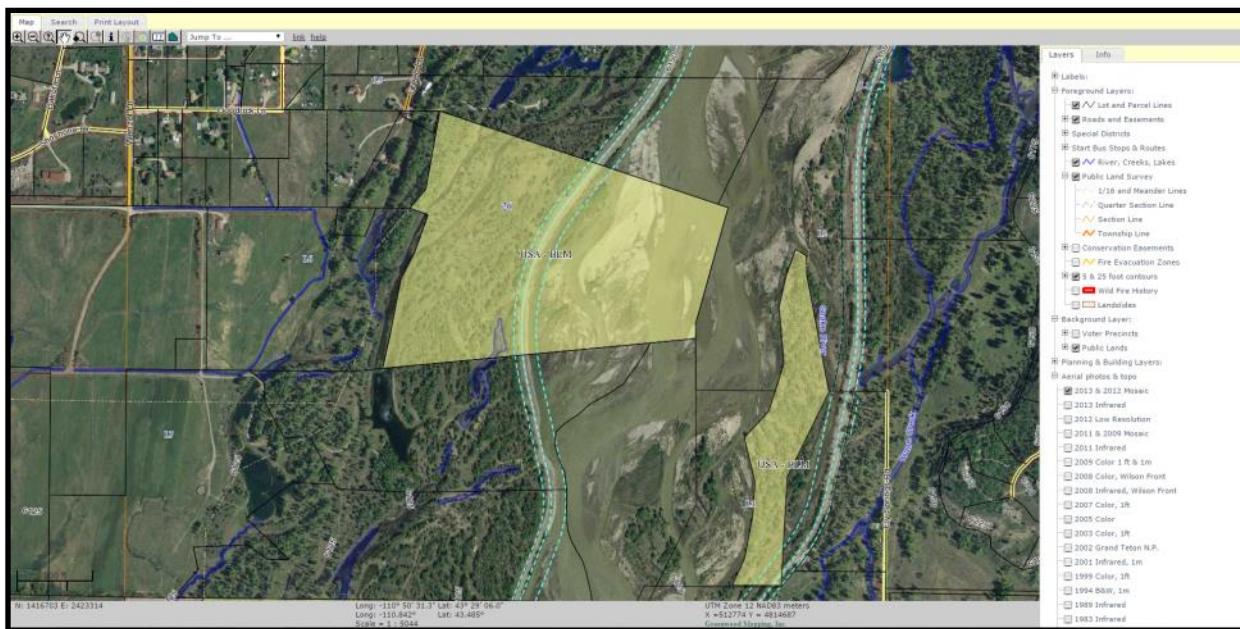
- Wyoming boaters can float for recreation purposes on public waters flowing over private land (Day v. Armstrong, 362 P.2d 137, Wyoming 1961). According to the Wyoming Public Land Access Guide (BLM 2013), this right extends to portages or “incidental touching” while navigating the river. Unless there is a recreational easement, this does not apply to wading or anchoring while fishing, or recreation activities such as swimming, relaxing, or camping.
- There is a complex pattern of private land, public land, and public recreation easements in the corridor from litigation in the 1970s and 1980s involving BLM and individual riparian landowners (ERO, 2006). Different private property boundaries are defined by parts of the levees, the water’s edge, the middle of the floodplain, or the “thread of the Snake River, which changes regularly” (BLM 2004, Appendix 5). Some private lands in the active floodplain also have recreation easements that allow the public to anchor, wade-fish, or use beaches (but not camp) in the floodplain (between the levees), while others do not. It is the position of the Teton County Attorney that commercial use is allowed under the recreational easements.
- Some floaters on the Snake River – including private and commercial users – get out of their boats to fish, relax, swim, picnic, or offer instruction/education. These users are trespassing if the land is private and without a recreation easement. Shore-based commercial use is also prohibited on BLM parcels (aside from Wilson and South Park).
- Although BLM parcels have been mapped, it is challenging to identify the exact locations of private properties, public recreation easements, or public lands in an active floodplain that often ranges from 1,000 to 4,000 feet wide.
- Teton County supplied information for a smart phone-based mapping application in 2015 (Avenza), which integrates GPS data and digital maps to show users’ their location relative to public lands. Users and landowners gave positive reviews and noted its general accuracy. However, the information is not available on print maps. Most private landowners do not post their lands in the active floodplain or discourage day use/stops if boaters 1) stay in the floodplain or between the levees; 2) limit the length of stops; 3) are not large commercial trips; and 4) observe “Leave No Trace” practices. Other landowners have posted their lands or actively discourage boaters from using them. Many river users have learned to avoid these areas, and better information can help.
- Maps may need periodic revisions to keep current with channel and/or landowner changes.
- The Snake River Fund started a research and mapping project motivated by these issues. They have expressed interest in a cooperative effort, which the County endorses.



#### Action A-5. Develop accurate maps that identify private and public land.

Boaters and landowners continue to need better information about the locations of private and public land in the corridor. This action involves continued research to develop accurate maps (in print, digital, and GPS-accessible formats) that identify public land parcels, or properties with recreational easements. The information should be integrated into the Avenza GPS-based software application.

Another goal is to eliminate the need for on-site signs identifying public land. Although several other rivers in the west have signing programs in mixed ownership corridors, the Snake River's dynamic alluvial channel, current level of naturalness, and low-development aesthetic suggest a "maps-before-signs" policy to address this problem.



*Additional research is needed to accurately identify public lands and easements on Teton County's GIS maps.*

#### Action A-6. Develop a brochure to help boaters and landowners coexist.

A parallel informational brochure will be developed to summarize rules and norms for public use in the SRJH corridor. The brochure will include information about existing laws and regulations on public lands and recreational easements, agency and landowner responsibilities for identifying private land, and recommendations for reducing conflicts between river users and landowners. It will be developed through a public process and encourage collaboration between agencies, river users, and landowners. The brochure should be integrated with geographic information from Action A-5 and should be posted at boat launches and made available in digital and print formats.

## Camping on public lands

There has been uncertainty among the public about whether camping is allowed on public lands in the corridor. Background information includes:

- The 2004 BLM Plan for BLM parcels do not explicitly prohibit camping, although court decisions or settlements with adjacent landowners may have specified “no camping” for certain parcels.
- Unless otherwise specified, camping by non-commercial users is generally allowed on BLM lands for up to 14 days. Some stakeholders are concerned that camping will eventually produce unacceptable impacts.
- Local private floaters occasionally camp on BLM parcels; most of this use appears to be boat-based, but vehicle-based camping occurred on Parcel 23 prior to 2014 (discussed below). Camping regulations could allow access on individual parcels by boats, vehicles, or both.
- No camping-specific complaints were reported in 2015-2017.
- The 2015 plan called for a camping inventory, assessment of demand, and decision-making in 2018. Those tasks were not completed because the BLM parcel transfer process has taken longer than expected.

### ***Action A-7. Address camping on public land in the corridor by spring 2020.***

The County still intends to initiate a three-year process to make definitive decisions about whether camping will be prohibited or allowed at specific public land sites in the corridor. The Plan calls for staff to work with the Snake River Fund and other stakeholders to:

- Assess demand for camping in the corridor.
- Assess the location and frequency of current camping use.
- Determine if current or potential camping locations are on public lands (BLM parcels to be transferred to the County).
- Assess characteristics of locations and potential impacts from camping use. This assessment will help determine if camping at specific locations is causing or will cause unacceptable impacts to natural resources, adjacent private landowners, and other river users.
- Criteria for choosing potential camping sites will include distance from sensitive habitat (e.g., eagle nests), distance by sight and sound to adjacent residences, screening from the river, eddies for landing, low gradient banks and sparse vegetation at boat landings (to prevent vegetation loss), minimal wet or boggy areas (to prevent erosion), and space for multiple tents. Appendix C provides a draft On-site Camping Assessment Form to help with this evaluation.
- Decide if camping should be prohibited (and specify reasons) on a site-by-site basis.
- If camping is allowed, the process will also decide:
  - If camping will be limited to boat-based users, vehicle/walk-in users, or both.
  - If regulations are needed to address fires, human waste, food storage, chainsaw use, target shooting, or other camping-related impacts. These issues have public safety, experiential, and resource/habitat protection implications.
  - If there should be seasonal camping closures (e.g., during wet periods, sensitive nesting seasons, fire risk).
  - Camping group size limits, which may vary by location.
- If camping is allowed and demand for camping exceeds the supply, designated sites could be available through a reservation system. This would enforce a camping capacity, minimize competition, ensure campers had a site to

themselves, and increase accountability to minimize impacts. A camping reservation system would increase administrative costs and off-site management presence.



## **B. Facilities and access**

This section of the plan broadly describes river access and facilities in the planning area managed by Teton County, including Wilson, South Park, and BLM Parcel 23. Improvements at these sites are based on 2015 decisions in Teton County's parallel but independent site planning process, so descriptions in this 2018 Revised Plan are not binding. This River Management Plan does not address facilities at Moose (managed by GTNP) or locations downstream from South Park (managed by BTNF).

### **Wilson**

This 11-acre area has about 450 feet of river front just north of the Highway 22 Bridge (Figure 5). It is a take-out and put-in for boating trips, as well as an informal community park for walking, sunbathing, swimming, fishing, dog exercise, and general riverside recreation.

- The area is currently accessed from the Moose-Wilson Road via a 1,400 foot levee access road.
- The area is adjacent to a complex of public lands and trails:
  - Rendezvous Park, a 40-acre natural park with about 1,000 feet of river front, a former gravel quarry being developed by the Rendezvous Lands Conservancy.
  - Teton County's Emily Stevens Park, about 12 acres with open space, a pond, about 25 parking spaces, restrooms, and access to a trail on the levee north through BLM Parcels 9/10.
  - BLM Parcels 9/10 (about 320 acres) include islands in the active floodplain, cottonwood uplands, and the Walton Quarry Levee. The 2.9 mile public levee trail is popular with hikers, dog walkers, anglers, and skiers (groomed in winter).
  - Teton County's Pathways multi-use trail system connects Jackson and Wilson and includes a footbridge across the river (opened in spring 2015).
  - Teton County's Stilson Park to the west has 8.5 acres of sports fields, with toilets and parking (sometimes used as overflow parking for boaters).

### ***Existing facilities***

- A gravel access road about 1,400 feet long, with parallel parking possible along roughly 85% of its length. A limited gravel parking lot near the river has about 20 spaces. Total parking is about 60 spaces, if used efficiently.
- Two gravel launching beaches. The upstream beach is about 100 feet long and has a steeper gradient. The downstream beach is about 80 feet long and has a lower gradient.
- A gravel beach currently stretches under Wilson Bridge and is commonly used for relaxing and general riverside recreation (technically off the BLM parcel but part of the highway right of way). This beach was larger and offered better swimming conditions in previous years.
- Double-sided vault toilet and river information kiosk.

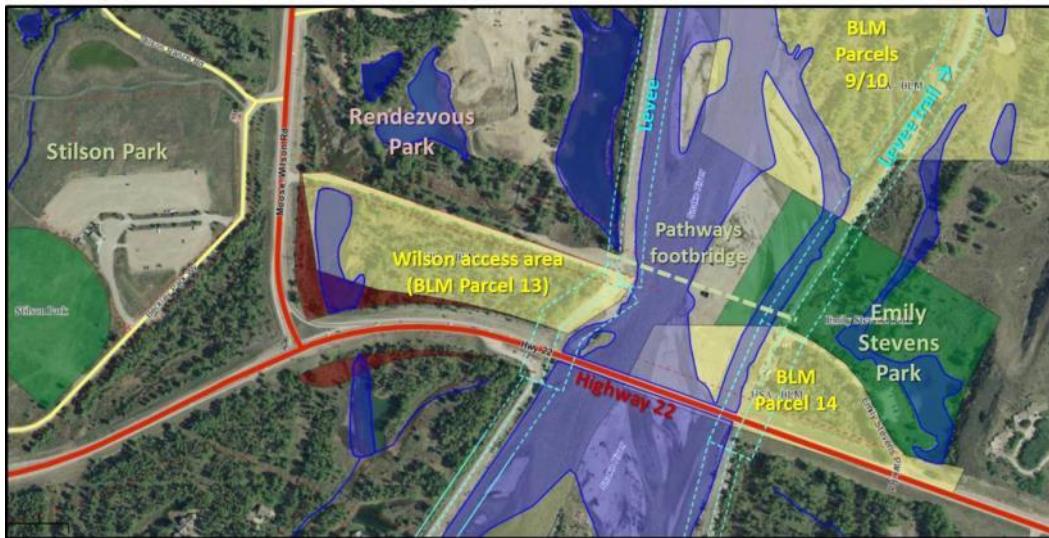


Figure 5. Wilson Access Area.

#### Action B-1: Improvements at Wilson

Several improvements were outlined in the 2015 Plan; some have been completed while others have been revised in response to funding and USACE permitting constraints. Improvements scheduled for Fall 2018 focus on better organization of parking, traffic flow, and rigging areas (all west of the levee) rather than major improvements to the ramps themselves on the levee face. No work has been planned for launch ramps below mean high water until 2020 (this requires a USACE permit). High water in 2017 substantially eroded some parts of the existing gravel ramps, reducing the capacity of the launch area.

Other longer-term Wilson improvements include:

- New road alignment to accommodate Pathways multi-use trail and reduce resource impacts.
- Off-road parking, about 30 spaces. Many could be used by vehicles with trailers (two spaces each).
- Parallel parking along access road, about 30 spaces (30 vehicles or 15 with trailers).
- Total parking in the area will be about 60 spaces (same as the existing situation, but better-organized). Overflow parking available at Stilson Park.
- One-way loop to launching/staging area.
- Angled three-lane hardened ramp (upstream beach) designed for efficient trailer-based launching.
- Angled and better-defined two-lane gravel ramp (downstream beach).
- Defined boat tie-off areas between the ramps.
- Defined commercial trip “briefing area” with benches.
- Defined rigging area near launches (no parking allowed).
- Separate walking path and Pathways multi-use trail connecting launch with Stilson Park overflow parking.
- Better-defined areas for launching versus general river use (e.g., relaxing, swimming) to minimize conflicts between boaters and non-boaters.

## South Park

Prior to 2015, the primary access area at South Park was on leased private land on river left (also known as von Gontard Landing, after the property's owners), managed by Wyoming Game and Fish with assistance from the Snake River Fund. This site has about 400 feet of river front underneath and downstream of the Highway 89/189/191 Bridge (Figure 6). It has been used as a take-out and put-in for boating and tubing trips, and as an informal community park for swimming, sunbathing, fishing, dog exercise, and general riverside recreation.

### ***Existing facilities (von Gontard Landing on river left)***

- The area is accessed from Highway 89/189/191 on the river left side via a short steep gravel road.
- A 600-foot gravel road parallels the highway, with some parallel parking and six small “pocket lots” (about 30 total spaces, if used efficiently).
- There is limited “pocket lot” parking along the beach/launching area with about 20 spaces; informal signs discouraging parking in some of these are often ignored.
- Total parking in the area is about 50 spaces, if used efficiently. Less than half are configured for vehicles with trailers (which occupy two spaces).
- Overflow parking was informally available along Munger Mountain Road on BLM parcel 26 (river right side), but this required walking across the bridge (minimal shoulder and no curbed sidewalk).
- There are limited and poorly defined rigging/staging and launching areas along the 400 feet of beach. The vehicle turnaround area is tight and easily obstructed.
- Taken together, there is “at-one-time” space for two launching lanes (one at each beach) and perhaps a dozen boats tied off for rigging.
- Two portable toilets.
- River information kiosk.



Figure 6. South Park access area.

#### ***Action B-2: Improvements at South Park***

South Park underwent major re-development in 2014-15, primarily the river right launch area (west bank, across the river from von Gontard Landing). Major improvements included a three lane ramp, a smaller unpaved ramp, paved parking (about 60 total spaces), restrooms, and organized traffic flow to the launch and rigging areas.

Development at the site initially raised some concerns. Most focused on the decision to use a river-cobble ramp, rather than a fully-paved/concrete ramp that would require a US Army Corps of Engineers 404 permit for in-channel development. The county responded before the 2016 season by adding smaller-diameter gravel in the upper parts of the ramp to make it more user-friendly, concrete ramps at the water's edge, and eddy-making ramp extensions for high water periods.

The County, Wyoming Game and Fish, and the von Gontard family have been in discussions about a long-term lease. This would allow continued public use of the river left site for recreation, including swimming, private boat launching, and parking, although access will be limited during 2018 highway bridge construction. The river right County site remains the location for all commercial use.

A second phase of development, including a separate site development plan, will be considered if existing facilities prove inadequate. Potential improvements include:

- Increased parking capacity (on the upstream side of highway).
- Trail and road underpasses to connect areas upstream and downstream of the highway.
- Additional restrooms and a picnic shelter (upstream side of highway).
- Vegetative screening to reduce highway noise and aesthetic impacts in launch area.

#### ***Action B-3: Integrate South Park improvements with other planned or potential development***

Future improvements at South Park will be integrated with planned highway development and possibly an in-channel whitewater park. Highway improvements, including replacement of the Snake River Bridge at South Park, are proceeding and expected to be completed by 2019. The highway will go from two lanes plus shoulders to five plus shoulders and a Pathway non-motorized multi-use route. Construction crews have been using South Park land upstream of the bridge, where the Jackson Hole River Parks Project (whitewater play feature and associated development) and Phase II South Park development have been proposed.

The River Parks Project was not endorsed by Teton County Commissioners in August 2017 and remains a grassroots proposal with some permitting hurdles. The 2018 Revised Plan remains neutral on the project, which will be addressed by Teton County in the future. If the development occurs and attracts greater use, the County will re-assess South Park site design and facilities to be sure they protect the quality of existing and future uses.

## Parcel 23

The area known as BLM Parcel 23 includes two parcels totaling about 90 acres on river right near RM 22, between Wilson and South Park (Figure 7). The larger northern parcel includes gravel bar islands, the main channel of the river, some mature cottonwood uplands, and part of the Taylor Creek Number 3 Levee. It has about 2,500 feet of river front along the levee or vegetated uplands, split at the levee by a corner of private land. It can be accessed from the river or Fall Creek Road. The smaller southern parcel has cottonwood forest, part of the Sewell Levee, and pasture/corrals/grazing lease associated with an adjacent ranch. It has about 1,600 feet of river front along upland vegetation or the levee. With access from Fall Creek Road, use on the northern parcel has increased in recent years, prompting discussions about new access or development.

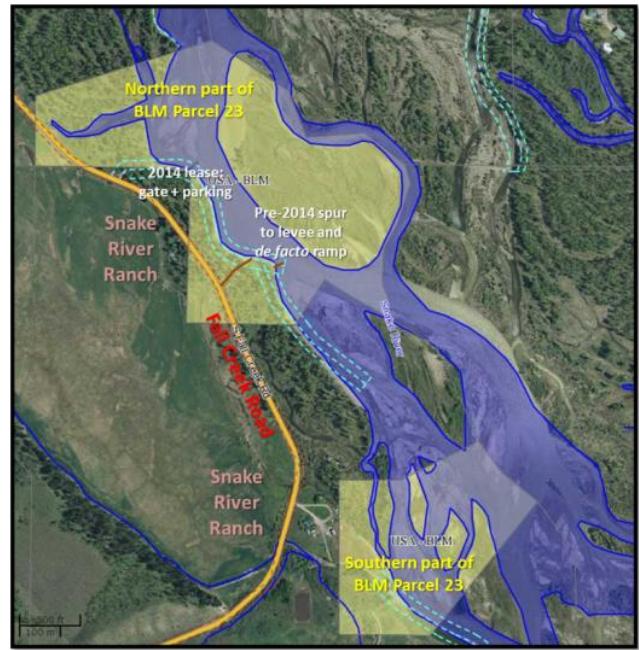
### ***Existing facilities and use***

- In recent years prior to 2014, several fishing guides used the northern parcel as a boat launch. A rough ramp was developed from a “bendway weir” (short jetty perpendicular to the levee), allowing trailer launching.
- The northern parcel was sometimes used by private boaters to picnic or launch, or road-based day users to fish or relax by the river. Prior to 2014, some also used the area for vehicle-based camping (occasionally for days or weeks).
- The area was previously accessed by boat or through an unlocked gate off Fall Creek Road. The access road ran about 370 feet to the levee, with the weir 150 feet farther downstream. A one-lane gravel road on the top of the levee has occasional wider areas used for parallel parking or campsites.
- In 2014, a small parking lot was developed on property leased from Snake River Ranch. Vehicle access to the river was prohibited, providing opportunities for walk-in use and carry-in boat launching.
- The levees do not connect the northern and southern parcels.

### ***Impacts and issues***

Prior to the 2014 changes in vehicle access, there were several issues raised by increasing use at the site.

- Although the area was seldom crowded, but with limited parking or space to maneuver vehicles on the levee road, even low use could create congestion.
- The bendway weir was not designed as a boat launch; it is an erosion control structure to reduce habitat impacts from the levee.
- Some fishing guides were concerned that a more-developed Parcel 23 launch would increase half-day trips, increasing competition for fishing water or exacerbating congestion at South Park.
- Long-term campers were producing site impacts (e.g., fire rings, litter, human waste), fire hazards, and possibly impacting wildlife.



**Figure 7. BLM Parcel 23.**

### **Parcel 23 actions**

#### **Action B-4. Allow carry-in boat launching but limit river access to a single trail at Parcel 23.**

The 2015 Plan closed the informal vehicle-accessible launch. The levees and wing dams were not designed for launching boats or vehicle use. The ramp also created traffic, attracted higher use (particularly commercial use), reduced naturalness, and impacted traditional low density “local” experiences. The County developed a single well-defined trail to an appropriate launch area. This 2018 Revised Plan finalizes this action.

#### **Action B-5. Support a land exchange that consolidates public and private land at Parcel 23.**

There have been ongoing discussions between BLM, the County, and an adjacent landowner about a land exchange that would increase public land along the river (east side of Fall Creek Road) while consolidating private land on the west side of the road. The County has continued to lease a portion of the Snake River Ranch property from 2015 through 2017. BLM parcels will probably be transferred under the Recreation and Public Purposes Act (not a separate act of Congress), which requires recreation facility development on any transferred parcels. This 2018 Revised Plan continues to support these goals. If negotiations are successful, two additional actions are planned:

#### **Action B-6. Relocate the 10-vehicle parking area at Parcel 23.**

The temporary parking area developed in 2014 on private land is in clear view of the river and decreases naturalness for walk-in and floating users, so a better site will be developed. The parking area will remain gravel (permeable surface) with space for 10 vehicles, maintaining the lower density opportunities available at this site.



#### **Action B-7. Address camping at Parcel 23 by spring 2020.**

Consistent with Action A-7, the County will assess camping use at Parcel 23 and make a definitive decision about whether it should be prohibited, allowed, or encouraged at sites on the parcel. This will use the process outlined in Action A-7, with the following additional considerations:

- Parcel 23 has been used for unregulated camping in the past, with some remaining impacts (e.g., fire rings, litter). While camping sites could be developed, camping changes the nature of the area. If camping is allowed, sites will be in less-sensitive areas with screening from the river and road.
- Because of easy road access, consistent enforcement and management presence will be needed to prevent long-term camping (an historical problem) and enforce low-impact regulations (e.g., fire pans, human waste carry-out).
- Even if camping is allowed, trash services will not be provided; this is an undeveloped site where users are expected to apply “leave no trace” practices.
- The County may consider developing a restroom in the area if human waste impacts cannot be addressed by education. Because of concerns that a restroom may attract river users, it would be located near the road for drive-in use, ease of maintenance, and to discourage floaters from making this a “pit stop.” The objective is to maintain low use, non-commercial experiences at Parcel 23.



***Action B-8. Prohibit commercial use of Parcel 23.***

Prior to 2014, several fishing outfitters used Parcel 23 to launch boats for half day trips. The 2015 Plan formally closed vehicle-based launching and commercial passenger exchanges. There were concerns that such use would increase traffic on Fall River Road and congestion at the Parcel 23 parking area, changing the nature of this lower density, “local” area. The 2018 Revised Plan continues this. The public or other outfitters can report violations using commercial boat identification numbers.

## **C. Capacities**

The 2015 Plan established capacities for boating use on the river. Capacities have a long history in natural resource management and help address social and resource impacts. With roots from Hardin's "tragedy of the commons," capacities recognize that environments have limits, and ever-increasing use is likely to degrade conditions and become unsustainable. Capacities in many recreation settings followed public concern about parks being "loved to death."

### **Capacities in this plan**

- Capacities have units of use, timing, and location components. Capacities in this plan are expressed as ***boats per day on a particular segment***.
- The focus on boats per day makes sense because ***major social impacts*** include ramp space and parking at access areas, both ***directly related to the number of boats***. Boats per day are also related to numbers of groups and people, which affect launch area congestion, on-river encounters, fishing water competition, and boats passing anglers. The plan also specifies ***limits for boats per trip and people per boat***; these work with capacities to keep impacts at acceptable levels.
- Commercial capacities were developed for all three segments in 2015, but they were ***binding only from Wilson to South Park***. Capacities are distributed among outfitters through an allocation system and managed with a registration system. The goal is to make sure capacities are not exceeded.
- Capacities from Wilson to South Park were adjusted in 2015 (after the first year of registration use data) and are finalized in this 2018 Revised Plan.
- The plan also identifies ***advisory capacities*** from Moose to Wilson and South Park to Hoback. These capacities will be finalized after the 2020 season, based on 2018-2020 data.
- For all segments, the plan specifies ***capacities for commercial use in three sectors***: scenic trips, fishing trips, and "small boat" trips.
  - ***Scenic trips*** are shorter (usually under 3 hours), involve few to no stops, and do not include fishing, usually in rafts with up to 12 passengers.
  - ***Fishing trips*** are full or half-day trips that often stop or slow to fish, usually in drift boats or rafts with 2 to 3 clients plus a guide. The plan allows for a limited number of instruction-focused fishing trips with larger groups or more people per boat.
  - ***Small boat trips*** usually involve fleets of 1- and 2-person craft such as kayaks, canoes, or standup paddle boards. Scenic or fishing trips are occasionally accompanied by one or more "tagalong" small boats.
- The plan includes ***capacities for private use*** on all segments, although they are ***advisory rather than binding***. Private capacities are a small proportion of total use, are less likely to be exceeded in the near future and will not be managed through an allocation system. They have been included for completeness, recognizing that county population growth and increased rental-based private use could prompt interest in private capacities in the future.
- All capacities refer to the ***highest use that is acceptable*** for a segment or sector. The plan assumes use will eventually reach capacities on many days during the peak season, although lower use levels will probably occur in the shoulder- and off-seasons. On most rivers, capacities eventually become "everyday use levels."
- All capacities ***consider existing commercial use limits on adjacent river segments*** in GTNP (which affect use from Moose to Wilson) and BTNF (which affect use from South Park downstream).

- Until Teton County establishes binding capacities from Moose to Wilson or South Park to Hoback, ***this plan does not limit GTNP or BTFN permittees*** (or outfitters that use those segments to/from private launches). However, all other management actions in this plan are in effect for all three segments.
- Several outfitter/guides put in or take out on private land (particularly on the segment from Moose to Wilson). The plan assumes ***all outfitter/guides*** offering trips in the corridor will ***participate in the commercial use management program***, and their trips are accounted for in capacities.

### **Limits on group sizes and people per boat**

The plan defines limits on commercial trip configurations. These limits allow typical trips provided in recent years, while constraining larger trips that cause congestion at launches or large group encounters on the river. Unless otherwise noted, all actions apply to all three segments.

#### **Action C-1. Commercial fishing trip and boat limits.**

**Standard Fishing Trips** (on all three segments) are limited to...

- Three passengers and one guide per boat.
- Three boats per trip.
- Nine total passengers (3 boats x 3 passengers each).

**Large instruction-based fishing trips from Wilson to South Park** are an exception to the standard trip limits described above. They are available to any fishing outfitter and will be allocated through the in-season reservation system (see below). Large fishing trips are limited to...

- One trip per outfitter per day.
- Two boats.
- Ten total passengers (distributed in one or two boats).
- Large-group trips are not allowed on any parts of the ramps or adjacent rigging/parking areas EXCEPT during “large group windows” at Wilson:

8:30am to 9:15am

10:30am to 11:15am

After 12:30 pm

Groups waiting for a large-group window can park along the access road.

**Large fishing trips for a single client from Wilson to South Park** will also be accommodated on a limited basis.

- Each outfitter is allowed only one large trip per day.
- No more than 3 passengers plus guide per boat.
- No more than 4 fishing boats may launch or travel together.
- This includes a single outfitter using four boats or multiple outfitters combining boats on a trip for a single client.
- Large-group trips are not allowed on any parts of the ramps or adjacent rigging/parking areas EXCEPT during “large group windows” at Wilson:

8:30am to 9:15am

10:30am to 11:15am

After 12:30 pm

Groups waiting for a large-group window can park along the access road.

- Outfitters cannot combine two or more standard trips to create a *de facto* large trip. Standard trips with three or fewer boats shall have at least 15 minutes separation between boats of the same outfitter (or other outfitters serving the same client). This must occur while occupying put-in and take-out ramps and traveling down the river.

**Action C-2. Commercial scenic trip and boat limits.**

**Standard scenic trips** (on all three segments) are limited to...

- Twelve passengers and one guide per boat
- Boats under 20 feet long
- Three boats
- 36 total passengers (3 boats x 12 passengers each)

**Large scenic trips from Wilson to South Park** are an exception to the standard trip limits described above. They are available to any scenic outfitter and will be allocated through the in-season reservation system (see below). Large scenic trips are limited to...

- One trip per day per outfitter.
- Four or five boats, 12 passengers plus one guide per boat (a maximum of 60 passengers and 5 guides on five boats)
- Large-group trips are not allowed on any parts of the ramps or adjacent rigging/parking areas EXCEPT during “large group windows” at Wilson:

8:30am to 9:15am

10:30am to 11:15am

After 12:30 pm

Groups waiting for a large-group window can park along the access road.

- Outfitters cannot combine two or more standard trips to create a de facto large trip. Standard trips with three or fewer boats shall have at least 15 minutes separation between boats of the same outfitter (or other outfitters serving the same client). This must occur while occupying put-in and take-out ramps and traveling down the river.
- No on-river stops unless outfitters have arrangements with a private landowner

**Special use trips from Moose to Wilson** are an exception to the standard trip limits described above. They are available to any outfitter. These trips are limited to...

- Six boats, 12 passengers, and one guide per boat (72 passengers total + 6 guides).
- Two trips per year per outfitter
- Five trips per year total (all outfitters)
- Scheduling at least 10 days in advance of trips to allow the County to notify other commercial and private users
- Scheduled to avoid peak use times of the day, week, and season to reduce ramp congestion (e.g., trips will not arrive at Wilson in mid-afternoons on Saturdays from mid-July through Labor Day).

This action was designed to allow but not encourage rare large group events (such as weddings that have occurred in the past), reduce their impacts when they occur, and discourage marketing.

**Action C-3. Commercial small boat trip and boat limits.**

Small boats are defined as kayaks, inflatable kayaks, canoes, inflatable canoes, SUPs, fish-cats, pack rafts, 1 to 2 person catarrafts (under 14 feet), tubes, and similar craft generally designed for one or two people. Commercial outfitters use these boats as “fleet trips” or “tagalongs.”

Fleet trips include instructional trips and scouting trips (e.g., from Teton High Adventure Base, other regional troops in canoes and kayaks). Tagalongs refer to a few small boats that accompany a scenic or fishing trip.

**All small boats:**

- No more than three people per boat.
- Trips are available to any outfitter (with small boat trip operating plans and appropriate guide experience; see certification below).
- Trips will be allocated through the in-season reservation system.

**Fleet Trips:**

- Wilson to Hoback only (not Moose to Wilson).
- Twenty boats maximum (including guide boats).
- Require an outfitter operating plan that identifies the type(s) of small boats, describes guide-to client ratios (boats and people), and meets certification requirements (see below).
- Trips with 10 or more boats cannot put in during peak use times at Wilson (7:30 to 9:30 am) or take out during peak use times at South Park (2:30 to 5:30 pm).
- Teton High Adventure Base (THAB) trips are allowed on Mondays through Thursdays during the higher use season (July 1 through September 15), providing more capacity for regional scouting groups and avoiding times of greater private use on weekends.
- THAB is allowed one trip per day (20 boats total).
- County staff will encourage scout or instructional groups to practice self-rescue where it minimizes impacts to other users (e.g., away from put-in and take-out ramps).

**Tagalongs:**

- Allowed on all three segments (subject to GTNP or BTFN regulations as appropriate)
- No more than three boats may tagalong with a scenic or fishing trip
- Total number of boats per trip cannot exceed six
- No tagalongs on large scenic trips (Wilson-South Park) or special use trips (Moose-Wilson)

**Action C-4. Large private boating groups.**

Private boating groups larger than 15 people are requested to contact Teton County before boating on any SRJH segment. Although private group size limits are not required, contact ensures trip leader(s) can learn about river rules, etiquette, and scheduling to minimize impacts such as launch congestion during peak use periods. If such groups become more frequent and routinely fail to contact Teton County, special use permit requirements will be considered as an adaptive management action. If implemented, such permits would be consistent with BTFN group size regulations, and no fee would be charged.

**Moose to Wilson Capacities**

Advisory capacities for Moose to Wilson are given below for commercial fishing, commercial scenic, and private trips. There are no commercial small boat trips, which have been historically rare on this swifter segment with many sweepers. GTNP manages commercial use originating from Moose, but the Park allows higher use than these capacities. Use from private land on this segment (e.g. Snake River Ranch North) is not currently limited and could also increase. Capacities apply to trips that use any part of the river between Moose and Wilson, regardless of whether they launch from Moose (in GTNP) or private land.

Data from 2015-2017 show remarkably consistent use patterns. The advisory capacity was much higher than actual use on any day and would not have constrained commercial use originating from GTNP or private lands downstream of Moose. For the 2018 Revised Plan, the County decided not to change advisory capacities or make them binding. The County will

continue to require registration of all commercial trips on the segment, require outfitters who use private launches to document permission, and enhance monitoring from 2018 to 2020. The BCC will then set binding capacities to minimize peaks and stabilize use at the high end of the three year averages.

***Action C-5. Advisory commercial capacities for Moose to Wilson.***

Advisory commercial use capacities:

- 25 boats per day on commercial fishing trips
- 10 boats per day on commercial scenic trips
- **35 boats per day on all commercial trips**

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***Action C-6. Advisory private capacities for Moose to Wilson.***

Non-binding private use capacities are 10 boats per day. A voluntary private use registration system and occasional take-out counts at Wilson will help monitor this use. If monitoring indicates daily use commonly exceeds capacity, the County will initiate more systematic monitoring and consider adaptive management.

***Effects of implementing capacities***

Moose to Wilson currently has considerably lower use than Wilson to South Park. If use remains below current peaks, the Moose to Wilson segment will continue to provide distinctive lower-density and small group opportunities, while reducing access congestion associated with take-outs at Wilson. If use is allowed to increase, more people would get to use the segment, but they will experience more launch congestion, on-river encounters, and fishing competition.

## Wilson to South Park capacities

Binding capacities for Wilson to South Park are given below for separate categories: commercial fishing, commercial scenic, and commercial small boats. Advisory capacities have been developed for private trips. Capacities apply to trips that use any part of the river between Wilson and South Park, regardless of whether they launch from Wilson or private land.

### ***Action C-7. Commercial capacities for Wilson to South Park.***

Binding commercial capacities from Wilson to South Park are in Table 2.

**Table 2. Commercial capacities (boats per day) for Wilson to South Park.**

|                         | Capacity<br>“Good conditions” |
|-------------------------|-------------------------------|
| Commercial Fish         | 25                            |
| Commercial Scenic       | 45                            |
| Commercial Small Boat   | 20                            |
| <b>Total Commercial</b> | <b>90</b>                     |

### ***Action C-8. Advisory private capacities for Wilson to South Park.***

Recommended non-binding private use capacities are 30 boats per day. A voluntary private use registration system and occasional take-out counts at South Park will monitor this use. If monitoring indicates daily use commonly exceeds capacity, the County will initiate more systematic monitoring and consider adaptive management.

### ***Effects of implementing capacities***

If use is kept at or below recommended capacities, crowding, congestion, and conflict are likely to remain at acceptable levels. If use increases to over-capacity levels, more people will be able to use the segment, but they are likely to experience more launch congestion, on-river encounters, and fishing competition.

## **South Park to Hoback Capacities**

Advisory capacities for South Park to Hoback are given below for commercial fishing, commercial scenic, commercial small boats, and private trips. Capacities apply to trips that use any part of the river between South Park and Hoback, regardless of where they put in or take out.

Capacities are advisory in this 2018 Revised Plan because BTFN manages commercial use on this segment. However, BTFN commercial use management could allow use to exceed the County's recommended capacities, and there are challenges in managing use that takes out on private land. These capacities define "good conditions" and allow the County to assess whether those conditions are being provided in the future.

Data from 2015-2017 show consistent use patterns. The advisory capacity was much higher than actual use on any day and would not have constrained commercial use traveling into BTFN or to private lands downstream. For the 2018 Revised Plan, the County decided not to change advisory capacities or make them binding. The County will continue to require registration of all commercial trips on the segment, require outfitters who use private launches to document permission, and enhance monitoring from 2018 to 2020. The BCC will then set binding capacities to minimize peaks and stabilize use at the high end of the three year averages.

### ***Action C-9. Advisory commercial capacities for South Park to Hoback.***

Commercial use capacities:

- 25 boats per day on commercial fishing trips
- 10 boats per day on commercial scenic trips
- 20 boats per day on commercial small boat trips
- - **55 boats per day on all commercial trips**

### ***Action C-10. Advisory private capacities for South Park to Hoback.***

Non-binding private use capacities are 50 boats or tubes per day. A voluntary private use registration system and occasional put-in counts at South Park will monitor this use. Monitoring will track tubes and boats separately and allow consideration of separate capacities. If monitoring indicates daily use commonly exceeds capacity, the County will initiate more systematic monitoring and work cooperatively with BTFN to consider adaptive management. In general, the management direction is to prevent growth of tubing use that has created traffic, congestion, and other problems on this segment in recent years.

### ***Effects of implementing recommended capacities***

If use remains below current peaks, crowding, congestion, and conflict are likely to remain at acceptable levels. If use exceeds these capacities, more people will be able to use the segment, but they are likely to experience more launch congestion, on-river encounters, and fishing competition.

## **D. Commercial use management and certification**

The next three sections of the 2018 Revised Plan describe how commercial use is managed. Section D addresses commercial management terms, certification, and other requirements. Section E addresses allocation systems, and Section F addresses fees. Taken together, commercial use management provides for stable and efficient commercial use, changes in numbers of outfitters or their individual levels of use, and revenue to support the river management program, all within the constraints of capacities and other management actions to protect resources and the quality of experiences.

### **Definitions**

Several terms in commercial use management have technical meanings; the following are provided to reduce confusion.

- ***Commercial use.*** Users pay an outfitter for equipment, services, and expertise during trips, and are accompanied by guides or other paid staff. Commercial users are also called passengers or clients, who are different from outfitters or guides.
- ***Private use.*** Users take trips without guides and share costs, chores, and expertise. They may rent boats or other equipment, or pay for shuttles, but are still considered private as long as no guide accompanies them.
- ***Rental and shuttle services.*** Commercial operators who provide gear or services but do not provide guides that accompany trips.
- ***Outfitters.*** Any person or company providing on-river services for monetary compensation (e.g. fishing, scenic, or small boat trips as defined in this plan). Outfitters may or may not accompany trips (they may hire guides to do this).
- ***Guides.*** People who lead or accompany commercial trips down the river (may include scenic rafting guides, fishing guides, safety boaters, instructors on small boat trips, “swampers” or others that facilitate trips on the river). Some guides may work for more than one outfitter.
- ***Outfitter-guides.*** People who own a commercial use company and accompany trips as a guide.
- ***Off-river support.*** People that work for outfitters (e.g., drivers, boat riggers, office or warehouse staff), but do not accompany trips down the river.
- ***Certification.*** Minimum qualification standards for all outfitters (e.g., insurance requirements, first aid, business license); in this plan, certification is independent of allocation.
- ***Allocation.*** Capacities define how much use will be allowed (“the size of the pie”); allocation defines how use will be distributed among users (“who gets the pieces”). Allocation in this plan addresses ways of distributing use among outfitters within commercial sectors. Additional allocation terms are defined in Section E below.

## Certification

Outfitters are required to meet basic requirements of professionalism, safety, and trip quality before operating on the river. The following actions identify minimum certification requirements, annual certification deadlines and logistics, boat identification requirements, on-river stipulations, and additional recommended practices.

### ***Action D-1. Require outfitters to meet certification requirements (and renew them each year).***

#### *Term of certification*

- All outfitters are required to complete the Term Certification requirements to offer commercial trips on the Snake River through Jackson Hole during a Three (3) Year Term.
- Annual re-certification will be required before the second and third years of the term (for outfitters who want to offer trips in all three years).
- The first Three Year Term begins May 1, 2018 and ends October 31, 2020. Subsequent terms will follow from 2021 to 2023, 2024 to 2026, and so on.
- Separate certifications (and associated fees) are required for any outfitter operating more than one type of trip (e.g., both scenic and fishing trips).
- Net growth in the number of outfitters is limited to 10 percent per sector per three-year term. For example, if there were 30 fishing outfitters at the start of a three-year term, no more than three new outfitters may become certified during that three-year term.

#### *Certification costs and deadlines*

- Term Certification within a Three (3) Year Term will be \$350 per outfitter per sector.
- Annual re-certification for a second or third year of the Three Year Term will be \$150 per sector per year.
- Term and Annual Recertification documents are due to TCJPR between December 1<sup>st</sup> and March 1<sup>st</sup> for the upcoming term or season. All outstanding invoices must be paid prior to certification approval. TCJPR will process certification documents within five business days of receipt of documents.
- Upon confirmation of certification, outfitters will have access to the registration system beginning January 15 for the upcoming season.
- If an outfitter is eligible for a pre-season allocation (see discussion in Section E below), allocations must be purchased by March 1. Un-purchased allocations after March 1 will be returned to the in-season reservations pool.
- Some certification information may be amended by outfitters as needed during a season (e.g., details of insurance coverage, names on guide lists), but outfitters will not be allowed to modify the types of trips they offer, or major elements of operating plans described during certification.

*Term Certification checklist*

The following information is required for all outfitters utilizing Teton County facilities and operating on the SRJH. Please provide current copies of the following:

- Proof of independent company registration with Wyoming Secretary of State.
- General liability insurance of at least \$1,000,000 per occurrence and \$2,000,000 annual aggregate. Policy shall include a watercraft endorsement. Policy shall name Teton County/Jackson Parks and Recreation as an additional insured.
- Livery insurance of at least \$1,000,000 combined single limit for vehicles that will transport clients and passengers. Policy shall name Teton County/Jackson Parks and Recreation as an additional insured.
- Policies for liability and livery insurance must remain in effect during the entire time the outfitter offers trips. Policies updated throughout the year should be sent to the River Recreation Programmer at TCJPR.
- Certificate of Workers Compensation Insurance when applicable.
- Signed copy of the On River Agreement for the current year (see Appendix D Forms).
- Completed Outfitter Operating Plan that describes intended SRMP operations (see Appendix D Forms for example).
- A copy of a marketing brochure for the SRJH outfitting business.
- A link to the web page describing outfitter SRJH trips.
- Completed Staff, Guide, and Equipment List for all staff, guides, vehicles, trailers and boats that will accompany trips on the river or be used at access areas.
- For staff, guides, and equipment added after the Term Certification, a new Staff, Guide, and Equipment List must be submitted electronically prior to operating. Email the completed form to the River Recreation Programmer at TCJPR.
- Proof of a minimum of First Aid/CPR certification is required for all guides on trips. Swiftwater Rescue or equivalent is recommended.
- \$350 Payment for certification (required at the time of submittal).
- Proof of authorization to use private put-ins and take-outs or public put-ins and take-outs in GTNP and/or BTNF must be registered with TCJPR annually.

Certification requirements, deadlines, or costs as described above may be amended by TCJPR to address unforeseen issues or keep pace with program costs or inflation.

*Annual Re-certification checklist (for second and third years of a Three Year Term)*

- General liability insurance of at least \$1,000,000 per occurrence and \$2,000,000 annual aggregate. Policy shall include a watercraft endorsement. Policy shall name Teton County/Jackson Parks and Recreation as an additional insured.
- Livery insurance of at least \$1,000,000 combined single limit for vehicles that will transport clients and passengers. Policy shall name Teton County/Jackson Parks and Recreation as an additional insured.
- Policies for liability and livery insurance must remain in effect during the entire time the outfitter offers trips. Policies updated throughout the year should be sent to [mestes@tetoncountywy.gov](mailto:mestes@tetoncountywy.gov).
- Certificate of Workers Compensation Insurance when applicable.
- Signed copy of On River Agreement for the current year.
- Completed Staff, Guide and Equipment List for all staff, guides, vehicles, trailers and boats that will accompany trips on the river or be used at access areas.
- For staff, guides and equipment added after the pre-season certification, a new Staff, Guide and Equipment List must be submitted electronically prior to operating. Email the completed form to the River Recreation Programmer at TCJPR.
- Proof of a minimum of First Aid/CPR certification is required for all guides on trips. Swiftwater Rescue or equivalent is recommended.
- \$150 Payment for re-certification (required at the time of submittal).
- Proof of authorization to use private put-ins and take-outs or public put-ins and take-outs in GTNP and/or BTNF must be registered with TCJPR annually.

***Action D-2. Boat and vehicle identification requirements.***

All boats and vehicles used in commercial outfitting will have a boat or vehicle number, outfitter name, and annual sticker. The sticker will indicate current year certification, and the number (unique to each boat and vehicle) allows identification on the river or ramp. Boat and vehicle numbers increase accountability of individual guides and allow them to work for more than one outfitter; outfitter names on boats are allowed but not required. This action allows the public to identify guides, simplifies compliance checks, reduces contact between rangers and guides, and helps outfitters keep track of each other and unauthorized guides.



*Specifications for boat identifications*

- Every fishing and scenic boat must have a unique 3 digit number registered with TCJPR.
- Numbers will be offered serially starting with 001 and ending with 999.
- Outfitters are responsible for properly identifying their boats, per the following criteria:
  - ID numbers will be at least three inches high in block numbers of the same sans serif font.
  - Numbers need to be permanently displayed in a color contrasting to the boat hull.
  - Duct tape, electrical tape, and other temporary numbers are not acceptable.
- TCJPR will issue an annual certification sticker that should be affixed directly forward of the boat number.

- If an outfitter is permitted with the NPS (GTNP) or USFS (BTNF) and has a unique identification number already permanently displayed on a boat, no additional identification is required aside from the SRJH annual certification sticker. The boat number must be registered with TCJPR.
- Boats are certified for a specific calendar year (identified by the annual sticker).
- Outfitters must remove the SRJH identification number before selling their boat.
- For boats sold to another SRJH-permitted outfitter, the selling outfitter has 5 days to notify the County of the sale, and the new owner must register the number with TCJPR before use. There is no fee for such changes.
- Not all small boats (defined earlier) will be required to have a number, but at least one boat or person in each small boat trip needs to have a number displayed for identification purposes. A bib on a paddler is acceptable on these trips; numbers must otherwise conform to specifications.

*Specifications for vehicle identification*

- All vehicles used to transport clients, guides, or boats must have a current SRMP sticker, and a unique identification number that meets all the same requirements as boat numbers. Vehicle numbers are assigned at the time of certification.
- If an outfitter is permitted with the NPS (GTNP) or USFS (BTNF) and has a unique identification number already permanently displayed on a vehicle, no additional identification is required aside from the SRJH annual certification sticker. The number must be registered with TCJPR.
- Trailers attached to vehicles with SRJH stickers do not need additional identification. Trailers that are detached or left without a vehicle at TCJPR launch areas will need a unique identification number and annual sticker.

**Action D-3. On-river stipulations for all commercial trips.**

All outfitters will be required to adhere to on-river stipulations (best practices) as listed below.

- **Aquatic invasive species.** Permittee agrees to display a current aquatic invasive species decal from WYGF for each boat used on the river, per state regulations.
- **Boats in good condition.** Permittee agrees to maintain boats in good condition for their intended use and capacity.
- **Human waste disposal.** Permittee agrees to use the restrooms and make them available to clients at put-in and take-out sites.
- **Repair of damage.** The permittee shall exercise diligence in protecting from damage lands, waters, facilities, and resources at the put-in and take-out sites. The permittee shall be liable for the repair of any damage to lands, water, facilities, or resources resulting from the activities of the permittee, his/her agents, employees, or clients.
- **Renewal.** The issuance of this permit does not confer any rights of renewal or preferences for renewal despite investments made by the permittee or for other reasons. Permits do not vest.
- **Vehicle use.** The permittee must properly register, license, insure, and maintain, in accordance with federal and state laws and regulations, all vehicles used to transport clients and employees. The permittee must ensure that vehicles used receive periodic safety inspections and that any necessary repairs are performed.
- **Habitat violations:** Permittees agree that it is their legal responsibility to ensure that clients do not violate any river or State resource or Wyoming Game & Fish regulations or laws while using permittee's services. If a permittee takes a client bank fishing, it is their responsibility to ensure that the area is open and that clients can legally fish there.
- **Trespassing:** Permittees are responsible for ensuring that clients do not trespass on private lands while using permittee's services.
- **Suspension or revocation.** The permittee has read and agreed to the terms of the permit and understands that the breach of any terms is cause for suspension or revocation. Further, it is expressly understood and agreed that permits may be revoked with cause at the discretion of the authorizing officer without compensation to the permittee or liability to the authorizing agency. Suspensions and revocations shall apply to the full permit, not to individual guides or boats. Hearings shall be conducted before the Parks and Recreation Advisory Board.
- **Permit transferability.** Permits are non-transferable, and the permittee shall not sublet or enter into any third party agreements involving the privileges authorized by this permit.
- **Indemnification.** The permittee shall indemnify, save harmless and defend the County, its officers, agents and employees from liability of any nature or kind, including costs and expenses for, or on account of any and all legal actions or claims of any character whatsoever resulting from injuries or damages sustained by any person or persons or property as a result of any error, omission or negligent act of the permittee relating to its performance of this permit.
- **Signing the On-river Agreement and Annual Permit each year.** Permittees will read and indicate that they understand the On-river Agreement that lists the stipulations above. The outfitters' signatures on the agreement and associated Annual Permit indicate they will make their best effort to ensure all staff and clients follow permit stipulations.

***Action D-4. Other recommended outfitter practices.***

Teton County has identified several other “best practices” that are recommended for commercial use providers. These are currently recommended but will be considered for future on-river stipulations if voluntary adherence is insufficient to address impacts. These best practices will be promoted through future education programs.

- Outfitters should carry a human waste system (e.g., CleanWaste WAG bag, Restop bags) to remove solid waste from the corridor.
- Commercial activity at ramps should be limited to boat launching or retrieval, or very short briefings. No organized meals at ramps.
- All clients/passengers and guides should wear PFDs.

***Action D-5. Penalties for non-compliance with certification or in-season operation requirements.***

The County has developed penalties for non-compliance with elements of Actions D-1 to D-4. Penalties will increase with the frequency and severity of violations.

- First offense = written warning
- Second offense = fine equal to 3x the individual boat fee per boat offense
- Third offense = fine equal to 5x the individual boat fee per boat offense
- Fourth and subsequent offenses = fine equal to 8x the individual boat fee per boat offense, and loss of certification for the following season.

All penalties must be paid within seven (7) days of issuance to continue to run trips.

***Action D-6. Develop a voluntary “guide orientation course” to increase professionalism and consistency.***

The County will develop a course to address topics such as ramp and on-river etiquette, minimum impact practices, safety and rescue protocols, and interpretive opportunities. It will be developed in cooperation with outfitters, guides, private users, and stakeholder groups, perhaps as part of the annual “Summit on the Snake.” Contingent on funding, the County will look for opportunities to team with other agencies and SRF to develop this in the next Three Year Term (2018-2020). Initial attendance will be voluntary. The goal is to have a majority of guides take the course by 2023, and 90% by 2026. Attendance may become a certification requirement if problems are associated with non-attending guides.



***Action D-7. Clarify rules for outfitters that own more than one company***

In 2015, two **scenic outfitters** (who operated two **companies** each, four total) applied for separate certifications (and pre-season allocations) for each of their companies. These companies had separate business licenses and BTFN permits, and documented historical use separately when applying for certification, which the County granted. Public comment raised questions about this decision, and it received Commissioners' attention before the 2016 season and during the 2017-18 plan revision process. The Three Year Review describes the issues in greater detail, leading to the following additional certification requirements for outfitters that own more than one company.

To be eligible for access to pre-season allocations and in-season reservations, each **company** must:

- Submit an independent application for certification for each company between December 1st and March 1st of the upcoming season. Access to the registration system shall not occur until certification approval.
- Maintain and utilize an independent reservation system.
- Maintain and utilize separate and independent web pages, marketing materials, and associated documents.
- Provide separate and unique certificates of liability and worker's compensation insurance when applicable.
- Provide proof of independent company registration with the Wyoming Secretary of State.
- Ensure that clients who purchase a trip from Company A are transported on Company A shuttles and float on company A equipment with Company A employees.
- Not move clients from one company's boat to another company's boat on county facilities. It should be determined at the time clients purchase a trip whether the company can run the trip as a group, and if the configuration of clients in a singular company's boat(s) is suitable for the river trip.
- Ensure that its guides have a primary company of employment. A guide can work for two companies but should not be routinely swapped between companies during the course of one day.
- Ensure that company equipment (including buses, vans, shuttle rigs, boats, etc.) is not shared between companies unless specific authorization has been granted by the County. Such authorization shall only be for special circumstances and not be made as part of routine operations. All equipment must be clearly marked with the company name. Equipment shall not be shared and cannot be marked with two or more company names.

## **E. Allocation and reservation systems**

Binding commercial capacities for Wilson to South Park will be managed through daily allocation systems as described below.

**Pre-season allocations** in the fishing and scenic sectors will be distributed to individual outfitters for a specified 2.5 month season in each sector (see details below), while **in-season reservations** will be available to all certified outfitters on a first-come/first-served basis (see details below). Taken together, the two systems will allow daily use (in boats per day) up to the capacity levels specified in Action C-7.

**All commercial trips utilizing the Wilson and South Park Boat Ramps between May 1<sup>st</sup> and October 31<sup>st</sup> must be reserved prior to launch time.**

### **Allocation objectives**

The allocation system is designed to efficiently manage commercial use within capacities to protect high quality experiences, while providing for small outfitters and new businesses, and ensuring the County rather than outfitters control access to a public resource. Specific objectives include:

- **Simple and easy to understand.** Although allocation can be complex, the system reduces “red tape” when possible.
- **Efficient use of capacity.** The system handles cancellations and no shows, allowing other outfitters to use space on the river when it is available.
- **Flexibility.** Weather, flows, or other factors may affect use of an allocation/reservation, so the system allows outfitters to re-schedule when space is available.
- **Minimizes outfitter ability to “work the system.”** Incentives and disincentives will minimize “loopholes” inherent in any system (see discussion below).
- **Avoid encouraging use beyond capacities.** The incentives system will discourage outfitter marketing to attract use greater than recommended capacities.
- **Agency costs.** The system minimizes long-run agency costs of an allocation program, while recognizing some higher start-up costs (e.g., for developing an online system).
- **Outfitter costs.** The system integrates allocations/reservations with registration and fee collection through a web-based system to minimize administrative and participant time and effort.
- **Allow new and smaller outfitters to compete.** A substantial in-season reservations pool allows new or smaller outfitters to develop their businesses and compete for pre-season allocations in future cycles.
- **Minimize outfitter “ownership” of allocations.** Policies regarding pre-season allocations, in-season reservations, and fee payment are designed to ensure public ownership of access, which is a public resource.
- **Business stability for outfitters.** Outfitters, agencies, and the public benefit from stable outfitters that provide consistently high quality products because they are “in it for the long run.”

## Wilson to South Park allocation actions

Details of the specific pre-season allocation and in-season reservation systems are described below for Wilson to South Park, the only segment with binding commercial capacities for the 2018-2020 term.

- Capacities and allocations are handled on a daily basis (e.g., 45 scenic boats per day, 25 fishing boats per day).
- Up to 50% of capacity in each sector is eligible to be distributed by pre-season allocations.
- At least 50% of capacity (plus any unclaimed pre-season allocations) in each sector is distributed through an in-season reservations pool. When a capacity cannot be evenly divided (e.g., 25 cannot be split any closer than 12 and 13), the extra boat will be allocated to the in-season pool.
- Both pre-season allocations and in-season reservations are handled through the registration system. Companies are limited to 4 boats per day in the fishing sector and 7 boats per day in the scenic sector by the “15 percent rule” (no company may obtain more than 15% of the sector capacity, with rounding).
- Pre-season allocations only apply to the Wilson to South Park Segment for the 2.5 month season in each sector (discussed below). All other scenic and fishing use is distributed through the in-season reservations pool.
- All small boat trips and the one-a-day large fishing and scenic trips are allocated entirely through in-season reservations.
- Table 3 summarizes the number of boats per day available within allocation systems, and the maximum boats per day for any one outfitter.

**Table 3.** Pre-season allocations and in-season reservations (boats per day) by sector for Wilson to South Park based on capacities specified in Table 2).

|  | Pre-season allocations | In-season reservations pool | Total     |
|--|------------------------|-----------------------------|-----------|
| Fishing  | 12                     | 13                          | 25        |
| Scenic   | 22                     | 23                          | 45        |
| Small boat   | None                   | 20                          | 20        |
| <b>Total</b>                                       | <b>34</b>              | <b>56</b>                   | <b>90</b> |
| <b>Maximum boats per day for any one outfitter</b> |                        |                             |           |
| Fishing  | 2                      | 4                           |           |
| Scenic   | 3                      | 7                           |           |

***Action E-1. Allocate half of commercial fishing and scenic capacities through pre-season allocations.***

- Pre-season allocations will be 50% or less of the daily capacity in each sector during the peak use season.
- Peak season for the fishing sector is 2.5 months from July 1 through September 15 (77 days)
- Peak season for the scenic sector is 2.5 months from June 16 through August 31 (77 days).
- Allocations in future terms will be based on the 2.5 month average in the Wilson to South Park segment from the previous three year term.
- To be eligible for a pre-season allocation, an outfitter must average at least 0.75 boats per day for the 2.5 month period. Eligibility for more boats per day requires averaging the next highest integer plus 0.75 (e.g., 1.75 rounds up to 2.0 boats, but 1.74 or less rounds down to 1.0).
- Outfitters may purchase all or a portion of the boats per day that their eligibility allows. They must pay for the pre-season allocation at the point of sale.
- The same procedures apply in subsequent years in the three-year term.
- Pre-season allocation eligibility for the upcoming term will be calculated by January 15 of the new term and can be purchased during the new term between January 15 and March 1. After March 1, remaining pre-season allocations will be added to the in-season reservation pool.
- All purchased pre-season allocations that are cancelled at least 48 hours before the scheduled launch time will be fully refunded.
- All unclaimed pre-season allocations are added to the in-season reservation pool.
- All cancelled boats are added to the in-season reservation pool (as if they had not been purchased in the first place).
- If there are insufficient boats to provide pre-season allocations for all eligible outfitters, the County will allocate one boat to all eligible outfitters before awarding more boats to outfitters that are eligible for more boats. If there are more outfitters that meet a threshold than available boats, the outfitter(s) with the highest average(s) will receive the allocation.
- All pre-season allocation boats must be registered prior to use of the rigging areas or boat launches at public access points (e.g., Moose, Wilson, or South Park). If an outfitter is accessing the river at a private ramp, they must be registered before traveling down the river.
- During a three year term, if a company is sold, the purchased allocation associated with company can only be transferred to the new outfitter for the remainder of the that season. The following season's allocation for that outfitter will be returned to the pool. That outfitter must rely completely on the pool system for the remainder of the three year term.
- For the next three year term, that outfitter will be eligible for allocations based on their two and a half month average for each year of operation but inclusive of the whole three year term.

***Action E-2. Allocate remaining commercial fishing and scenic capacities through in-season reservations.***

- The in-season reservations pool will have at least 50% of the daily capacity in each sector during the corresponding peak use seasons.
- During non-peak periods, 100% of use is allocated through the in-season reservations pool.
- All pre-season allocation boats not purchased, or those cancelled during the season, are added to the in-season reservations pool.

- If an outfitter purchases a boat through the in-season reservations pool, they must pay for the boat at the point of sale.
- All in-season reservations that are cancelled at least 48 hours before the scheduled launch time will be fully refunded.
- Any cancelled reservations go back into the in-season reservations pool.
- All in-season reservation boats must be registered prior to use of the rigging areas or boat launches at public access points (e.g., Moose, Wilson, or South Park). If an outfitter accesses the river at a private ramp, they must be registered before traveling down the river.

***Action E-3. Allocate commercial large fishing and scenic capacities through in-season reservations.***

- One large instruction-based fishing trip (up to 10 clients in two boats) will be available per day per outfitter through the in-season reservation system.
- One large fishing trip with a single client-group (up to 12 passengers in four boats) will be available per day per outfitter through the in-season reservation system.
- One large scenic trip (up to 12 passengers x 4 or 5 boats; no more than 60 passengers total) will be available per day through the in-season reservation system.
- These are available to any outfitter certified in the sector, although they must have described this use in their operating plan (submitted during Initial Certification).
- Reservations will be made through the web-based calendar system.
- Trips must launch in the designated large trip windows as discussed in Action C-1.

***Action E-4. Allocate all commercial small boat capacities through in-season reservations.***

- Up to 20 small boats per day (total for fleet trips or tagalongs) will be available through the in-season reservation system.
- These are available to any outfitter certified in a sector, although they must have described this use in their operating plan (submitted with Initial Certification materials).
- Reservations will be made through the web-based calendar system.

***Proposed Bid-Prospectus System (Action E-5) in 2015 Plan***

Following from County staff and Confluence recommendations, Commissioners decided **not** to develop a bid-prospectus element as proposed in the 2015 Plan, choosing instead to modify the existing daily system. This decision is mentioned for completeness (and to account for the full list of actions in the 2015 Plan).

**Other allocation issues**

***New outfitters during a Three Year Term.***

- New outfitters may enter the system by becoming certified but are not eligible for pre-season allocations during any part of that three-year term. All new outfitters must rely solely on the in-season reservation pool system for boats until a new three-year term begins.

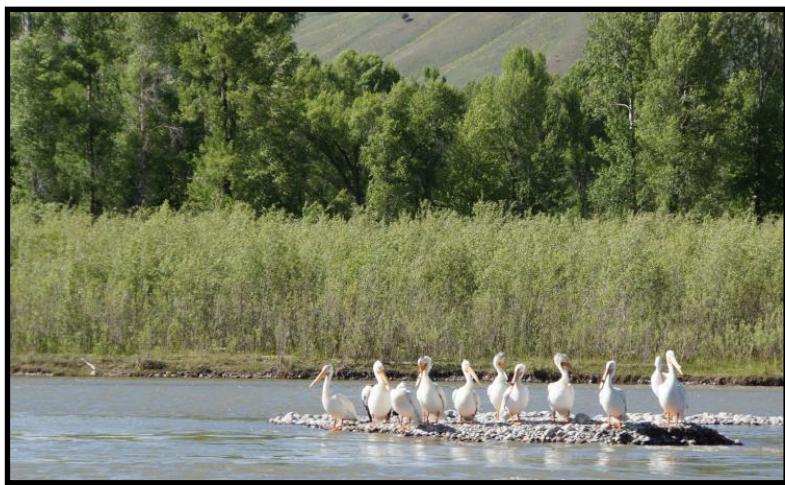
- When a new three-year term begins, they are eligible for pre-season allocations based on their two and a half month average for each year of operation but inclusive of the whole three year term.
- Net growth in the number of outfitters is limited to 10 percent per sector per three-year term. For example, if there were 30 fishing outfitters at the start of a three-year term, no more than three new outfitters may become certified during that three-year term.

#### ***Donated Trip policy***

Outfitters who donate trips to NGO, Teton County schools, or other charitable organizations will not have those trips counted against pre-season allocations, as long as those were scheduled through the in-season reservation system (and did not exceed capacities). Fees will also be waived for trips serving those on an approved “donated trips list” from the County.

#### ***Cumulative sector use***

Information about individual outfitters’ trips will not be routinely publicized, but cumulative totals by sector may be made public. This can help other outfitters and private boaters gage likely use levels for certain dates.



## Other segment allocation actions

### ***Action E-6: Require outfitters to register all commercial trips on other segments.***

Capacities in this plan were initially developed after considering use estimates from several sources. Commercial use registration from 2015-2017 produced high quality data describing use on the Wilson to South Park segment, informing decisions about capacities and allocation. Data for the 1) Moose to Wilson and 2) South Park to Hoback segments also showed consistent use patterns. However, registration compliance for these segments is less certain, and some outfitters may mistakenly believe that use of private launches or overlapping jurisdiction with GTNP/BNF obviates registration with the County.

This 2018 Revised Plan specifies that outfitters are required to register all trips, outfitters using private access need to document that permission, and binding capacities for these other segments will be set after 2020 based on registered use. Coupled with targeted registration monitoring on a sample of days over the next three years, use levels on these reaches will provide a clear basis for capacities.

The online registration system will be developed to handle these trip registrations and tally trips by sector/segment. This will allow everyone to anticipate daily use and become calibrated to what they experience on the river (much as river runners become calibrated to flows on a gage). In deciding which segment to register/reserve trips or counting toward capacities, the following guidelines are:

Moose to Wilson includes trips...

- From Moose or private land between Moose and Wilson (e.g., Snake River Ranch North) to Wilson.

Wilson to South Park includes trips...

- From Wilson to South Park.
- From Wilson to private land downstream of South Park or into BNF (without a stop at South Park); this includes scouting trips that take out at THAB.
- From Wilson to private land between Wilson and South Park (e.g., Snake River Ranch South).
- From private land between Wilson and South Park (e.g., Snake River Ranch South) to South Park.

South Park to Hoback includes trips...

- From South Park to private land downstream (e.g., Lewis Ramp).
- From South Park into BNF.

***Action E-7. Develop an allocation-compliance program.***

The County has adopted a schedule of non-compliance penalties that will be enforced with on-site photo techniques for 2018-2020. Targeted monitoring on a random sample of days – with greater consequences for non-compliance – is designed to increase compliance.

**Other commercial management actions**

***Action E-8. Develop guidelines for commercial launches, camps, and picnic areas on private land.***

Some existing commercial outfitters access the river or use picnic/camping areas on private land. Several put in at Snake River Ranch North (about RM 8.5), and at least one takes out at Snake River Ranch South (about RM 21.5, with a picnic area visible from the river). Another operates a picnic/overnight facility about RM 21.8, on a slough screened from the river. No other launches appear active at this time.

Facilities offering food or overnight lodging operate under County regulations/licenses, but no regulations address launches from private land. Private land launches may relieve congestion at public launches, but they also increase the level of development and commercialization on the river, and complicate capacity compliance. Camps, picnic areas, or launches visible from the main channel may decrease naturalness.

There are no current regulations addressing the number, scale, location, or use of these sites in order to minimize development, impacts, or commercialization on the river. After a review of management authority, the County should assess potential impacts from such sites and develop guidelines for mitigating them (e.g., encouraging screening of facilities from the river, proper human waste disposal). Such guidelines should be adopted before additional sites are authorized. The goal is to minimize impacts on resources or the quality of experiences.

Voluntary guidelines will specify appropriate vegetative screening from the main channel, types and scales of facilities, and distances from private residences. The County will work with outfitters and landowners to develop and apply these guidelines to existing and proposed sites by the end of 2020.

***Action E-9. If guidelines are insufficient for controlling impacts, require permits for commercial sites on private land.***

If guidelines do not control impacts at existing sites, the County will develop formal regulations that require permits. These permits will include stipulations about facility numbers, locations, scale, and/or screening.

## **F. Commercial use fees**

Fees can help pay for facilities and managing impacts and have been designed to provide the County sufficient revenue to manage the river program. Fees are designed to meet a cost-recovery goal, not reduce congestion or reduce outfitter use.

The County has developed a revised fee schedule for commercial use for this 2018 Revised Plan. The schedule includes fees for certification and general commercial use.

### ***Action F-1. Assess commercial certification fees***

These fees are designed to cover costs of certifying the 40+ outfitters that have been operating on the river in recent years. The Term Certification Fee is \$350, and the Annual Re-certification Fee is \$150. For an outfitter certifying in one sector for all three years of a term, the cost is equal to the estimated certification fees in the 2015 Plan (\$650).

### ***Action F-2. Assess daily per boat commercial use fees***

These are assessed on all trips that use the SRJH, regardless of whether they originate or end in GTNP, BTNF, or on private land. Fees are differentiated by the facilities used (see Action E-6 for deciding which trips are associated with different segments). The online registration system will calculate fees based on Table 4, and all fees are due at the “point of sale” (at the time of registration for either pre-season allocations or in-season reservations). Refunds will be available for cancellations made 48 hours prior to the scheduled launch time.

**Table 4.** Fee schedule (dollars per boat) for different segments and boat types.

|                   | Moose to Wilson | Wilson to South Park* | South Park to Hoback |
|-------------------|-----------------|-----------------------|----------------------|
| <b>Fishing</b>    | \$18            | \$28                  | \$18                 |
| <b>Scenic</b>     | \$18            | \$28                  | \$18                 |
| <b>Small boat</b> | \$4             | \$4                   | \$4                  |

\*Commercial boats using one county launch pay \$18, those using two county launches pay \$28.

All small boats using one or two county launches pay \$4.

***Action F-3. Assess supplemental fees for pre-season allocations***

This possible fee, which was proposed as a part of implementing a bid-prospectus system, is ***no longer proposed***. It is mentioned here for completeness (and to account for the full list of Actions in the 2015 Plan).

***Action F-4. Consider future fees for outfitter parking at Wilson and South Park.***

The County may consider parking fees at Wilson or South Park to reduce parking congestion, discourage day-long parking, or increase revenue. Parking fees will not be assessed unless monitoring shows parking occupancy levels exceed 90% on more than 20% of days during the busy season (July 1 through Sep 15). Fees may be assessed at Wilson, South Park, or both.



## **G. Other management actions**

### ***Action G-1. Develop a Leave No Trace (LNT) education program.***

This action will coordinate and prioritize education messages and the mechanisms used to disseminate them. The program will include access point kiosks, brochures, public service announcements on local media, river ranger contacts, and outreach with schools and scouting groups. Based on public comment and discussions with County staff and monitors, higher priority LNT topics include:

- Alcohol use among tubers (below South Park).
- On-river etiquette (reducing ramp conflicts, ramp congestion, and passing anglers on the river).
- Human waste disposal for all-day fishing trips.

Other LNT messages may include invasive species control, human-wildlife impacts, fire hazards, and minimizing dog waste and dog-wildlife interactions.

### ***Action G-2. Organize an annual river clean-up event.***

In cooperation with other agencies and conservation groups, the County will support the volunteer-organized annual river-clean-up event. This will allow staff and volunteers to address trash that accumulates in the corridor (often from non-recreation sources). An on-river assessment of BLM parcels may identify public lands that require additional attention.

### ***Action G-3. Develop a professional river management and patrol program with appropriate staff and equipment.***

Contingent on funding, the County will purchase a boat and trailer to conduct limited river patrols with an education and monitoring focus. This will also allow technicians to begin camp inventory and impact monitoring (see additional actions in the plan).

The goal is to have the County develop staff with focused responsibilities to implement this plan. Responsibilities include but are not limited to conducting on-site contacts at access areas and on-river patrols to disseminate education/etiquette information, promote safe river use, inventory or monitor public land parcels, and encourage compliance with plan regulations (e.g., commercial capacities and allocations, group size limits).

The County continues to estimate that one full-time and one seasonal employee are needed to conduct a mix of office and field duties. River patrols will not focus on law enforcement. Field staff are anticipated to have resource rather than law enforcement backgrounds and will encourage compliance rather than writing tickets (violations will be treated as civil procedures). With most commercial use violations, administrative penalties can be weighed and assessed at a later time.

A systematic commercial boat identification system (Action D-2) will help improve compliance checks. There may be opportunities for partnerships with SRF to integrate ramp ambassador responsibilities with a County river patrol program.

#### **Action G-4. Continue the river ambassador program?**

This action resumes a previous SRF-funded river ambassador program at Wilson and South Park. The part-time position during peak season focuses on use monitoring, user education, and facilitating ramp use. Access improvements at both locations, in combination with capacities, may reduce the need for this program, but 2015-2017 experience suggests an education/facilitation presence would still be helpful.

If this position cannot be funded, the County plans to redirect technician effort to include more ramp facilitation and public outreach over the next three-year period. Based on data from the registration system, effort should focus on Wilson from mornings through mid-day, and South Park in the afternoons. Compliance monitoring can occur in both locations but should be targeted sampling rather than a census of all trips.

#### **Action G-5. Initiate a phased cooperative ecological monitoring program.**

By the start of the 2020 season, the County will work with SRF and other stakeholders to organize and facilitate a “working group” of regional agencies and conservation groups to develop a framework for addressing recreation-related ecological issues on the SRJH. The group will review existing information and programs, prioritize issues, develop indicators and potential standards of resource health, and review monitoring options for key indicators. A report will document findings.

Following this, the County will explore funding options and partnerships to write and implement a monitoring program. After three to five years of monitoring (between 2020 and 2023), the County will reconvene the “working group” to review monitoring findings and consider management responses. If findings suggest the need for adjustments to recreation management decisions (e.g., capacities or education initiatives), adaptive management allows plan amendments.

This action is needed to address a range of potential ecological issues that may affect recreation experiences. High quality recreation experiences depend on the health of natural resources, and monitoring will track resource health, along with impacts related to recreation use.

This plan focuses on managing recreation use, but it can also protect ecological resources. Wyoming Game and Fish is the lead agency managing fish and wildlife populations in the corridor, and over 90% of the corridor is on or adjacent to private land, but the County can influence recreation use or other activities.

A preliminary list of ecological issues is provided below, based on a review of resource documents and interviews with agency staff. The list is not prioritized, and inclusion means only that a source identified the issue as a concern.

- Levee effects on extent of alluvial features and associated riparian habitats.
- Extent and succession of upland cottonwood stands.
- Number and size of dumps/refuse on public parcels.
- Noxious weeds on public lands.
- Impacts of grazing, fences, or other range practices on vegetation (when allowed on public parcels).
- Effects of regulated flows from Jackson Lake on ecological resources.
- Amount of large wood (sweepers) and related floodplain and aquatic habitat.
- Development and recreation use impacts on bald eagle/raptor nesting and foraging.
- Development and recreation use impacts on other avian populations and habitats.
- Development and recreation use impacts on deer, bears, and other mammals.



In most cases, effective management is more likely if monitoring identifies causes of impacts or trends. This will require specificity about ecological resources (e.g., species, life stages, habitats, behaviors) and possible recreation or other human-related impacts (e.g., type, amount, timing of recreation use or development).

## Appendix A: Estimated river miles

CRC estimated river miles from Moose launch to Astoria using Google Earth (imagery date August 2, 2013) applying two different methods. The plan applies the “main channel method.”

- The “**main channel method**” traced a path along the main channel. This is similar to a boater’s path traveling down the river but produces longer distance estimates because the main channel meanders across the wide floodplain from Moose to South Park. This method may produce slightly different estimates for imagery from different years (because of natural channel changes).
- The “**middle of the floodplain method**” traced a straighter path that followed the middle of the floodplain defined by levees or obvious topographic/vegetation features. It produces shorter distance estimates. This method is not likely to change much from year to year, but it does not represent the actual miles of river experienced by boaters. Below South Park, both methods estimate the same mileages.

**Table B-1. River miles of key locations using two different estimating methods.**

| River mile | Main channel method | Middle of floodplain method | Location  | Reach lengths<br>Main channel method<br>(Floodplain method)      |
|------------|---------------------|-----------------------------|---|--|
| 0.0        | 0.0                 | 0.0                         | Moose launch (Grand Teton National Park)              | Moose launch to Wilson launch<br>14.3 miles<br>(13.2 miles)      |
| 0.2        | 0.2                 | 0.2                         | Moose Bridge  |  |
| 1.2        | 1.2                 | 1.2                         | End of NPS Wild and Scenic River                      |  |
| 2.5        | 2.3                 | 2.3                         | GTNP boundary corner (park on river right below here) |  |
| 6.4        | 5.8                 | 5.8                         | BLM Parcel 3, GTNP boundary ends                      |  |
| 7.8        | 7.0                 | 7.0                         | BLM Parcel 6  |  |
| 8.5        | 7.6                 | 7.6                         | Upper Snake River Ranch (private land put in)         |  |
| 10.2       | 9.2                 | 9.2                         | BLM Parcel 7  |  |
| 10.3       | 9.5                 | 9.5                         | Gros Ventre River confluence                          |  |
| 14.4       | 13.2                | 13.2                        | Wilson launch   |  |
| 14.5       | 13.3                | 13.3                        | Wilson Bridge   | Wilson launch to South Park Bridge<br>13.2 miles<br>(11.7 miles) |
| 15.4       | 14.2                | 14.2                        | BLM Parcels 17-18                                     |  |
| 15.7       | 14.4                | 14.4                        | BLM Parcels 15-16                                     |  |
| 16.1       | 14.7                | 14.7                        | BLM Parcel 19   |  |
| 19.6       | 17.8                | 17.8                        | BLM Parcel 21   |  |
| 21.5       | 19.4                | 19.4                        | Lower Snake River Ranch (private land launch/camps)   |  |
| 22.2       | 20.1                | 20.1                        | BLM Parcel 23   |  |
| 27.4       | 24.9                | 24.9                        | South Park Bridge                                     | South Park Bridge to Hoback<br>5.2 miles<br>(5.2 miles)          |
| 27.6       | 25.2                | 25.2                        | New South Park launch                                 |  |
| 31.0       | 25.6                | 25.6                        | Highway crosses Snake                                 |  |
| 31.2       | 25.8                | 25.8                        | Snake River KOA                                       |  |
| 32.8       | 30.3                | 30.3                        | Hoback River confluence, start FS Wild and Scenic     |  |

## Appendix B: Floodplain / channel width estimates

**Table C-1. Estimated typical widths of the floodplain and main channel at different locations (August low flows).**

| Approx. river mile <sup>1</sup> | Typical main channel width | Typical floodplain width | Location                                    | Comments                       |
|---------------------------------|----------------------------|--------------------------|---|--------------------------------|
| 0.0                             | 270                        | --                       | Moose launch                                | Single thread channel.         |
| 1.2                             | 270                        | 2,900                    | End of NPS W&S                              | No levees.                     |
| 3.5                             | 200                        | 3,900                    | Widest floodplain from Moose to Wilson      | No levees constrain floodplain |
| 6.4                             | 250                        | 1,800                    | Parcel 3                                    | Levees on both sides.          |
| 7.8                             | 160                        | 2,100                    | Parcel 6                                    | Levees on both sides           |
| 10.3                            | 150                        | 1,400                    | Gros Ventre confluence                      | Levee on west side.            |
| 13.5                            | 170                        | 1,200                    | Above Wilson Bridge                         | Levees on both sides.          |
| 14.3                            | 180                        | 900                      | Wilson Bridge                               | Levees on both sides.          |
| 15.0                            | 150                        | 1,400                    | Below Wilson Bridge                         | Levees on both sides.          |
| 15.7                            | 110                        | 2,200                    | Parcel 15-16 widest                         | Levees on both sides.          |
| 19.6                            | 130                        | 1,100                    | Parcel 21 narrowest                         | Levees on both sides.          |
| 21.0                            | 140                        | 5,300                    | Widest floodplain from Wilson to South Park | Far levees on both sides.      |
| 27.2                            | 290                        | --                       | South Park Bridge                           | Single thread channel.         |
| 32.6                            | 200                        | --                       | Hoback confluence                           | Single Thread channel.         |

<sup>1</sup>Main channel method.

## Appendix C: Camping Assessment Form

### Campsite Assessment Form

BLM Parcel Number \_\_\_\_\_ Campsite ID (assign for each site on parcel) \_\_\_\_\_ River mile \_\_\_\_\_

GPS coordinates: \_\_\_\_\_

| Attribute               | Issues   | Notes |
|-------------------------|--|-------|
| Boating access/landing  | Eddy for landing?<br>Trees for tying off?<br>Proximity to main channel?<br>On/off levee? |       |
| Vegetation              | Cottonwood forest?<br>Brushy river bar?<br>Meadow/open range?                            |       |
| Signs of use            | Presence of fire rings, litter, etc.?  |       |
| Sleeping areas          | Size: S(<3), M(3-4), L(>5)<br>Beach, cobble, or meadow?                                  |       |
| Kitchen area            | Size?<br>Proximity to boats?   |       |
| Beach                   | Bar vs. upland along river?  |       |
| Levee orientation       | Presence or absence?<br>River or upland side?  |       |
| Road or trail proximity | Presence of levee or other road?<br>Presence of trail?                                   |       |
| Screening from homes    | Estimated distances<br>Can tents be screened?<br>Can boats be screened?                  |       |
| Screening from river    | On main channel?<br>Back channel options?  |       |
| Grazing evidence        | Potential for conflict with land use   |       |
| Other notes             | Evidence of dumping<br>Adjacent land uses (quarry)<br>Etc.                               |       |

## **Appendix D: County commercial use management forms**

Teton County developed the following forms for certifying and distributing pre-season allocations among commercial outfitters in 2015 and 2018. They include:

- On-river agreement (2 pages)
- Outfitter operating plan (2 pages)
- Authorization for use of private land (1 page)
- Staff, Guide and Equipment List (1 page)
- Certification Information and checklists (4 pages)
- Permit (5 pages)



### On River Agreement

**On River Stipulations** ("permittee" refers to the outfitter as well as their guides and/or employees)

- **Aquatic invasive species.** Permittee agrees to display a current aquatic invasive species decal from WYGF for each boat used on the river, per state regulations.
- **Boats in good condition.** Permittee agrees to maintain boats in good condition for their intended use and capacity.
- **Human waste disposal.** Permittee agrees to use the restrooms and make them available to clients at put-in and take-out sites.
- **Repair of damage.** The permittee shall exercise diligence in protecting from damage lands, waters, facilities, and resources at the put-in and take-out sites. The permittee shall be liable for the repair of any damage to lands, water, facilities, or resources resulting from the activities of the permittee, his/her agents, employees, or clients.
- **Renewal.** The issuance of this permit does not confer any rights of renewal or preferences for renewal despite investments made by the permittee or for other reasons. Permits do not vest.
- **Vehicle use.** The permittee must properly register, license, insure, and maintain, in accordance with federal and state laws and regulations, all vehicles used to transport clients and employees. The permittee must ensure that vehicles used receive periodic safety inspections and that any necessary repairs are performed.
- **Habitat violations:** As a permittee it is your legal responsibility to ensure that your clients do not violate any river or State resource or Wyoming Game & Fish regulations or laws while under your services. If you are taking a client bank fishing, it is your responsibility to ensure that the area is open and you can legally fish there.
- **Trespassing:** As a permittee it is your legal responsibility to ensure that your clients do not trespass on private lands while under your services.
- **Suspension or revocation.** The permittee has read and agreed to the terms of the permit and understands that the breach of any terms is cause for suspension or revocation. Further, it is expressly understood and agreed that this permit may be revoked with cause at the discretion of the authorizing officer without compensation to the permittee or liability to the authorizing agency. Suspensions and revocations shall apply to the full permit, not to individual guides or boats. Hearings shall be conducted before the Parks and Recreation Advisory Board.
- **Permit transferability.** This permit is non-transferable and the permittee shall not sublet or enter into any third party agreements involving the privileges authorized by this permit.



Snake River Management Plan 2018

### On River Agreement

#### Indemnification

The permittee shall indemnify, save harmless and defend the County, its officers, agents and employees from liability of any nature or kind, including costs and expenses for, or on account of any and all legal actions or claims of any character whatsoever resulting from injuries or damages sustained by any person or persons or property as a result of any error, omission or negligent act of the permittee relating to its performance of this permit.

#### Signature block

I have read and understand the above listed stipulations. I understand that my permit can be put on probation or revoked if my permitted activities violate the permit, including those activities conducted by myself, my guides and other employees, and my clients. I will make my best effort to ensure that all staff and clients are in compliance with the permit stipulations.

\_\_\_\_\_  
Permittee Signature

\_\_\_\_\_  
Date

\_\_\_\_\_  
Permittee Name

\_\_\_\_\_  
Business Name

\_\_\_\_\_  
Business Address

\_\_\_\_\_  
Business Phone

\_\_\_\_\_  
Business Website



**Snake River Management Plan**  
**2018 Outfitter Operating Plan**

*Please complete the following to provide Teton County with a thorough description of your operations.*

Business Name: \_\_\_\_\_

Main Contacts: \_\_\_\_\_

Mailing Address: \_\_\_\_\_

Physical location of office: \_\_\_\_\_

Phone: \_\_\_\_\_ Email: \_\_\_\_\_

Business Website: \_\_\_\_\_

Describe the types of trips offered. If utilizing any private launches or stops, attach documentation of permitted use and landowner name/contact information:

|   |  |  |  |
|---|--|--|--|
| Trip Type (1/2 day fishing, full day fishing, scenic, etc.) |  |  |  |
| Put in  |  |  |  |
| Take out  |  |  |  |
| Estimated start time(s) from ramp                           |  |  |  |
| Estimated trip duration                                     |  |  |  |
| Stopping locations  |  |  |  |

|   |  |  |  |
|---|--|--|--|
| Trip Type (1/2 day fishing, full day fishing, scenic, etc.) |  |  |  |
| Put in  |  |  |  |
| Take out  |  |  |  |
| Estimated start time(s) from ramp                           |  |  |  |
| Estimated trip duration                                     |  |  |  |
| Stopping locations  |  |  |  |



## **Snake River Management Plan 2018 Outfitter Operating Plan**

Describe the type(s) of craft (size, maximum number of passengers per boat, raft/row/paddle, etc.):

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**Describe your ramp, launch and parking procedures including transportation of clients and boats, client locations on ramp, safety briefings, equipment distribution, use of shuttle services, etc:**

What are the proposed price for your river trips?

### What is the client to guide ratio for trips:

\_\_\_\_\_

\_\_\_\_\_

**Please describe your emergency procedures and safety protocols and how you minimize the likelihood of Search & Rescue incidents:**

## **Authorization for use of private or public lands in and adjacent to SRJH**

SRJH outfitters who utilize the Wilson and South Park Boat Ramps and operate on USFS, GTNP and/or private lands that are not accessible to the public in and adjacent to the SRJH corridor, must provide written proof of authorization annually to use such lands.

This includes outfitters who operate on lands or waters adjacent to the SRJH corridor in GTNP and/or BNF that have a valid National Park Service Concession Contract, U.S. Forest Service Concession Contract, Commercial Use Authorization, or Special Use Permit. It also includes outfitters who utilize private land that is not accessible to the public in the SRJH corridor.

**Outfitters must submit one or both of the following documents that provide proof of authorization to operate on USFS, GTNP and/or private lands in and adjacent to the SRJH corridor:**

- A valid National Park Service Concession Contract, U.S. Forest Service Concession Contract, Commercial Use Authorization, or Special Use Permit for Grand Teton National Park and/or Bridger-Teton National Forest.
- A signed authorization for use of private land that is not accessible to the public in and adjacent to SRJH that includes the following information:
  - Name of property owner
  - Outfitters name
  - Physical address of access point
  - Start and end date of authorized use
  - Signature of property owner or designated agent
  - Date of authorization



## 2018-2020 Term Certification Information

- “Outfitter” means any company providing any on-river services for compensation (e.g. fishing, scenic, or small boat trips as defined in the Snake River Management Plan).
- All outfitters will be required to complete the Term Certification requirements to be a certified outfitter in the Snake River Management Plan for a three (3) year term beginning May 1, 2018 and ending October 31, 2020. Term certification documents must be submitted to TCJPR between Dec. 1, 2017 and March 1, 2018.
- Annual re-certification is required for certified outfitters before the 2019 and 2020 season. Annual re-certification costs for year two (2) and year three (3) will be \$150 per year.
  - If an outfitter is eligible for an allocation, allocations must be purchased by March 1, 2019 for the 2019 season and March 2, 2020 for the 2020 season. Un-purchased allocations after the March deadline will be returned to the pool.
- New outfitters wishing to become a certified outfitter during the current term must submit the documents and materials outlined in the Term Certification Checklist between Dec. 3, 2018 and March 1, 2019 or Dec. 2, 2019 and March 2, 2020 (See Term Certification Checklist on following page.) Term Certification costs to enter the three (3) year term will be \$350 per sector, per outfitter.
- Net growth in the number of outfitters is limited to 10 percent per sector per three-year term. For example, if there were 30 fishing outfitters at the start of a three-year term, no more than three new outfitters may become certified during that three-year term.
- Separate certifications are required for any outfitter operating both scenic and fishing trips. Term Certification will be required at the start of every three-year term.
- Some certification information may be amended as needed during a season (e.g., details of insurance coverage or names on guide lists, but not types of trips or major elements of operating plans).
- Certification requirements or costs as described above may be amended by TCJPR to address unforeseen issues or keep pace with program costs or inflation.

## 2018 – 2020 Term Certification Checklist

The following information is required for all outfitters utilizing Teton County facilities and operating on the Snake River from Moose to Hoback. Please provide and attach current copies of the following:

- Proof of independent company registration with Wyoming Secretary of State.
- General liability insurance of at least \$1,000,000 per occurrence and \$2,000,000 annual aggregate. Policy shall include a watercraft endorsement. Policy shall name Teton County/Jackson Parks and Recreation as an additional insured. \*
- Livery insurance of at least \$1,000,000 combined single limit for vehicles that will transport clients and passengers. Policy shall name Teton County/Jackson Parks and Recreation as an additional insured. \*
- Certificate of Workers Compensation Insurance when applicable.
- Signed copy of the **On River Agreement** for the current year.
- Completed **Outfitter Operating Plan** that describes intended SRMP operations.
- A copy of a marketing brochure for SRMP outfitting business.
- A link to the web page describing outfitter SRMP trips.
- Completed **Staff, Guide and Equipment List** for all staff, guides, vehicles, trailers and boats that will accompany trips on the river or be used at access areas. \*\*
- Proof of a minimum of First Aid/CPR certification is required for all guides on trips. Swiftwater Rescue or equivalent is recommended.
- \$350 Payment for certification (required at the time of submittal).
- Proof of authorization to use private put-ins and take-outs or public put-ins and take-outs in GTNP and/or BTNF must be registered with TCJPR annually.

\*The policies for liability and livery insurance must remain in effect during the entire time the outfitter offers trips. Policies updated throughout the year should be sent to the River Recreation Programmer at TCJPR.

\*\* For staff, guides and equipment added after the pre-season certification, a new Staff, Guide and Equipment List must be submitted electronically prior to operating. Email the completed form to the River Recreation Programmer at TCJPR.

## 2019 & 2020 Annual Re-certification Information

- “Outfitter” means any company providing any on-river services for compensation (e.g. fishing, scenic, or small boat trips as defined in the Snake River Management Plan).
- Annual re-certification is required for certified outfitters before the 2019 and 2020 season. (See Annual Re-certification Checklist on following page.) Returning outfitters must submit re-certification documents to TCJPR between Dec. 3, 2018 and March 1, 2019 for the 2019 season and between Dec. 2, 2019 and March 2, 2020 for the 2020 season. TCJPR will process re-certification documents within five (5) business days of receipt of documents. Upon confirmation of certification, outfitter will have access to reservation system beginning January 15 for the upcoming season. Annual re-certification costs for year two (2) and year three (3) will be \$150 per year.
  - If an outfitter is eligible for an allocation, allocations must be purchased by March 1, 2019 for the 2019 season and March 2, 2020 for the 2020 season. Un-purchased allocations after the March deadline will be returned to the pool.
- Separate certifications are required for any outfitter operating both scenic and fishing trips. Term Certification will be required at the start of every three-year term.
- Some certification information may be amended as needed during a season (e.g., details of insurance coverage or names on guide lists, but not types of trips or major elements of operating plans).
- Certification requirements or costs as described above may be amended by TCJPR to address unforeseen issues or keep pace with program costs or inflation.

## 2019 & 2020 Annual Re-certification Checklist

If you were a certified outfitter in the first or second year of a three-year term, please provide and attach current copies of the following:

- General liability insurance of at least \$1,000,000 per occurrence and \$2,000,000 annual aggregate. Policy shall include a watercraft endorsement. Policy shall name Teton County/Jackson Parks and Recreation as an additional insured. \*
- Livery insurance of at least \$1,000,000 combined single limit for vehicles that will transport clients and passengers. Policy shall name Teton County/Jackson Parks and Recreation as an additional insured. \*
- Certificate of Workers Compensation Insurance when applicable.
- Signed copy of **On River Agreement** for the current year.
- Completed **Staff, Guide and Equipment List** for all staff, guides, vehicles, trailers and boats that will accompany trips on the river or be used at access areas. \*\*
- Proof of a minimum of First Aid/CPR certification is required for all guides on trips. Swiftwater Rescue or equivalent is recommended. \*\*
- \$150 Payment for re-certification (required at the time of submittal).
- Proof of authorization to use private put-ins and take-outs or public put-ins and take-outs in GTNP and/or BTFN must be registered with TCJPR annually.

\*The policies for liability and livery insurance must remain in effect during the entire time the outfitter offers trips. Policies updated throughout the year should be sent to the River Recreation Programmer at TCJPR.

\*\* For staff, guides, equipment and updated First Aid/CPR certifications added after the pre-season certification, a new Staff, Guide and Equipment List must be submitted electronically prior to operating. Email the completed form to the River Recreation Programmer at TCJPR.

## Snake River through Jackson Hole

### Commercial Use Permit

Subject to provisions of the terms, conditions, and stipulations specified in the Snake River Management Plan, 2018 Revision, permission is granted to the permittee named below to use lands and waters under the administration and jurisdiction of Teton County for commercial activities specified in this permit. Questions regarding these terms and conditions should be directed to the River Recreation Programmer at Teton Co/Jackson Parks and Recreation Dept.

| PERMIT  |           |
|---|-----------|
| Company Name:   | Permit #  |
| Term:   | Expires:  |
| PERMITTEE INFORMATION   |           |
| Name of owner (permittee)   |           |
| Name of primary contact (if different from above)   |           |
| Permittee mailing address   |           |
| Permittee website   |           |
| Permittee phone number(s)   |           |
| Permittee email   |           |
| TYPE AND LOCATION OF COMMERCIAL ACTIVITY  |           |
| <input type="checkbox"/> Guided Fishing<br><input type="checkbox"/> Scenic Float Trips<br><input type="checkbox"/> Small Craft/Instruction<br><input type="checkbox"/> Other, Description _____   |           |
| <input type="checkbox"/> Moose to Wilson (has documented Authorization for Use of Private or Government Land)<br><input type="checkbox"/> Wilson to South Park<br><input type="checkbox"/> South Park downstream (has documented Authorization for Use of Private or Government Land)   |           |
| ALLOCATION ELIGIBILITY  |           |
| Scenic <input type="checkbox"/> Yes <input type="checkbox"/> No   | Quantity: |
| Fishing <input type="checkbox"/> Yes <input type="checkbox"/> No  | Quantity: |
| ALL PERMITTEES – SIGNATURE REQUIRED BELOW   |           |
| <p>I acknowledge that I am required to comply with the requirements and terms of this permit. I agree to comply with Teton County's rules and regulations and I understand that failure to comply may result in a citation and/or the revocation of this permit. I further understand that the provision of false information, or the failure to keep this application or other permit information updated, are grounds for revocation of the permit.</p> |           |
| <b>THIS IS NOT VALID UNTIL SIGNED BY THE PERMITTEE AND THE AUTHORIZED OFFICER</b>   |           |
| Permittee's Signature:  | Date:     |
| Teton County River Manager Signature:   | Date:     |

**SEE ATTACHED TERMS & CONDITIONS FOR PERMIT REQUIREMENTS.**

## Terms and Conditions

1. All persons receiving a Commercial Use Permit for the Snake River through Jackson Hole River Corridor, herein referred to as "SRJH," shall comply with the terms, conditions, and stipulations specified in the Snake River Management Plan, 2018 Revision, herein referred to as "SRMP," including those specified in appendices such as the "On-river agreement," and "Outfitter certification checklists." Failure to comply may result in penalties and loss of commercial outfitter operating privileges as described in the SRMP.
2. The permittee shall comply with all Federal, State, and local laws, rules, ordinances, regulations, orders, postings, or written requirements applicable to the area or operations covered by this Commercial Use Permit.
3. The permittee shall ensure that all persons operating under the authorization have obtained all required Federal, State, and local licenses or permits.
4. The permittee is responsible for ensuring that all agents of the permittee comply with the terms and conditions of this permit. The permittee shall make every reasonable effort to ensure compliance with these requirements by all clients, customers, participants, or spectators under the permittee's supervision.
5. Permittees who operate on lands or waters adjacent to the SRJH corridor in Grand Teton National Park must also have a valid National Park Service Concession Contract, Commercial Use Authorization, or Special Use Permit.
6. Permittees who operate on lands or waters adjacent to the SRJH corridor in Bridger-Teton National Forest must also have a valid U.S. Forest Service Concession Contract, Commercial Use Authorization, or Special Use Permit.
7. Permittees who operate on private land in the SRJH corridor must have written authorization to use such lands.
8. This Commercial Use Permit is not a property right and no value shall be assigned to or claimed for the permit, or for the occupancy or use of lands or related waters granted thereupon. The permit privileges are not to be considered property on which the permittee shall be entitled to earn or receive any return, income, price or compensation. The permit is not transferable and is void when a business is sold or transferred. Upon the sale or transfer of a permitted business, the permittee shall notify the new owner that they are required to obtain a new permit from Teton County following processes outlined in the SRMP.
9. The permittee must assume responsibility for inspecting the permitted area for any existing or new hazardous conditions (e.g., changing river or weather conditions, fallen limbs or trees, submerged objects, hazardous wildlife, or other hazards) that present risks for which the permittee assumes responsibility.
10. The permittee will provide for the safety and well-being of the public participating in the activity. This includes having appropriately trained personnel and adequate first aid and safety equipment while performing the permitted activities.
11. In the event of default on any mortgage or other indebtedness, such as bankruptcy, creditors shall not succeed to the operating rights or privileges of the permittee.
12. The authorized officer, or other duly authorized representative of Teton County, may examine any of the records or other documents related to the permit, the permittee, or the permittee's operator, employee, or agent for up to three years after the expiration of the permit.
13. The permittee is responsible for the actions of himself/herself, employees, contractors, clients, participants, and guests on both public and private lands.

14. Teton County reserves the right to alter the terms, conditions, or stipulations of a permit at any time for reasons such as policy changes, administrative procedure changes, stipulation changes, impacts to resource values, user conflicts, etc.

## Permit Regulations

### Annual Re-certification

- Annual re-certification is required for returning outfitters before the 2019 and 2020 season. Returning outfitters must submit re-certification documents to TCJPR between Dec. 3, 2018 and March 1, 2019 for the 2019 season and between Dec. 2, 2019 and March 2, 2020 for the 2020 season. TCJPR will process re-certification documents within five (5) business days of receipt of documents.
- Upon confirmation of certification, outfitter will have access to reservation system beginning January 15 for the upcoming season.
- Annual re-certification costs for year two (2) and year three (3) will be \$150 per year.
- Some certification information may be amended by outfitters as needed during a season (e.g., details of insurance coverage, names on guide lists), but outfitters will not be allowed to modify the types of trips they offer, or major elements of operating plans described during term certification.
- Separate certifications (and associated fees) are required for any outfitter operating more than one type of trip (e.g., both scenic and fishing trips).

### Requirements for outfitters that own more than one company

- Maintain and utilize an independent reservation system.
- Maintain and utilize separate and independent web pages, marketing materials, and associated documents.
- Ensure that clients who purchase a trip from Company A are transported on Company A shuttles and float on company A equipment with Company A employees.
- Must not move clients from one company's boat to another company's boat on county facilities. It should be determined at the time clients purchase a trip whether the company is capable of running the trip as a group, and if the configuration of clients in a singular company's boat(s) is suitable for the river trip.
- Ensure that its guides have a primary company of employment. A guide can work for two companies but should not be routinely swapped between companies during the course of one day.
- Ensure that company equipment (including buses, vans, shuttle rigs, boats, etc.) is not shared between companies unless specific authorization has been granted by the County. Such authorization shall only be for special circumstances and not be made as part of routine operations. All equipment must be clearly marked with the company name. Equipment shall not be shared and cannot be marked with two or more company names.

### Reservation System

- Upon confirmation of certification, outfitter will have access to reservation system beginning January 15 for the upcoming season.
- Outfitters shall receive a user name and password to logon to Teton Counties reservation system for the term. Contact the permit administrator for assistance.

- All commercial trips utilizing the Wilson and/or South Park Boat Ramps between May 1 and October 31 must be reserved prior to launch time. All reservations are point of sale and must be paid for at the time of reservation.
- In-season reservations are available to certified outfitters on a first-come/first-served basis. All reservations, allocation or in-season will receive a refund if cancelled at least 48 hours prior to the scheduled launch time. All cancelled boats will be returned to the in-season reservation pool and are available to all outfitters.

### **Allocation System**

- If an outfitter is eligible for an allocation, allocations must be purchased between January 15 and March 1 for the upcoming season. Un-purchased allocations after the March deadline will be returned to the pool.
- Pre-season allocations only apply to the Wilson to South Park Segment for the 2.5 month season in each sector. All other scenic and fishing use is distributed through the in-season reservations pool.
- All pre-season allocation boats not purchased, or those cancelled during the season, are added to the in-season reservations pool.

### **Transfer of Allocations**

- During a three year term, if a company is sold, the purchased allocation associated with that company can only be transferred to the new outfitter for the remainder of that season. The following season's allocations for that outfitter will be returned to the pool. That outfitter must rely completely on the pool system through the remainder of the 3-year term.
- For the next three year term, that outfitter will be eligible for allocations based upon their 2 ½ month average for each year of operation but inclusive of the whole three year term.

### **Fees**

- All fees for both scenic and fishing shall be \$28/boat utilizing both a County put-in and take-out.
- All fees for both scenic and fishing shall be \$18/boat utilizing one County put-in or take-out.
  - To be eligible for this fee, outfitters must provide proof of authorization to use private put-ins and take-outs or public put-ins and take-outs in Grand Teton National Park and/or Bridger-Teton National Forest annually during certification.
- Small boats utilizing either, or both county facilities shall be \$4 per boat.

### **Compliance/Enforcement**

- Failure to comply with any of the rules, regulations or policies of the Snake River Management Plan shall result in the following penalties:
  - First offense = written warning.
  - Second offense = fine equal to 3x the individual boat fee per boat offense.
  - Third offense = fine equal to 5x the individual boat fee per boat offense.
  - Fourth and subsequent offenses = fine equal to 8x the individual boat fee per boat offense, and loss of certification for the following season.
- All penalties must be paid within seven days of issuance to continue to run trips.

### **Boat Identification**

- Every fishing and scenic boat must have a unique 3 digit number registered with TCJPR.
- Numbers will be offered serially starting with 001 and ending with 999.
- Outfitters are responsible for properly identifying their boats, per the following criteria:
- ID numbers will be at least three inches high in block numbers of the same sans serif font.
- Numbers need to be permanently displayed in a color contrasting to the boat hull.
- Duct tape, electrical tape, and other temporary numbers are not acceptable.
- TCJPR will issue an annual certification sticker that should be affixed directly forward of the boat number.
- If an outfitter is permitted with the NPS (GTNP) or USFS (BTNF) and has a unique identification number already permanently displayed on a boat, no additional identification is required aside from the SRJH annual certification sticker. The boat number must be registered with TCJPR.
- Boats are certified for a specific calendar year (identified by the annual sticker).
- Outfitters must remove the SRJH identification number before selling their boat.
- For boats sold to another SRJH-permitted outfitter, the selling outfitter has 5 days to notify the County of the sale, and the new owner must register the number with TCJPR before use. There is no fee for such changes.
- Not all small boats (defined earlier) will be required to have a number, but at least one boat or person in each small boat trip needs to have a number displayed for identification purposes. A bib on a paddler is acceptable on these trips; numbers must otherwise conform to specifications.

### **Vehicle Identification**

- All vehicles used to transport clients, guides, or boats must have a current SRMP sticker, and a unique identification number that meets all the same requirements as boat numbers. Vehicle numbers are assigned at the time of certification.
- If an outfitter is permitted with the NPS (GTNP) or USFS (BTNF) and has a unique identification number already permanently displayed on a vehicle, no additional identification is required aside from the SRJH annual certification sticker. The number must be registered with TCJPR.
- Trailers attached to vehicles with SRJH stickers do not need additional identification. Trailers that are detached or left without a vehicle at TCJPR launch areas will need a unique identification number and annual sticker.