

## CATEGORIZED ISSUES

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### ECONOMIC & COMMUNITY STABILITY

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#### Desired Conditions

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The Sawtooth NRA includes small, vibrant Western communities in a planned, sustainable economic environment, compatible with and complimentary to Sawtooth NRA core values. Communities comprise a stable core of residents who choose to live, work, play, and raise their families here while participating in their community. Stable, year-round economies with dependable revenues sustain a variety of businesses, community and visitor services.

Gateway communities, and communities within the Sawtooth NRA, enjoy economic and community stability, providing a quality living environment for residents, many of whom provide services and support to the Sawtooth NRA.

#### Housing

Well-planned, quality, affordable housing (including short- and long-term rentals and private home ownership) enhances the Western character and desirable living conditions for seasonal and year-round residents. This assists in the recruitment and retention of a dependable workforce within the designated communities of the Sawtooth NRA, many of whom directly contribute to maintaining or enhancing its core values.

#### Infrastructure

Adequate, functional and well-maintained infrastructure sustains safe and healthy services year-round to Sawtooth NRA communities and visitors. Power and communication grids, and functional and expandable water and sewer systems, meet the current and future demands of residents and visitors. Highways 21<sup>1</sup> and 75 provide year-round, open, safe, reliable routes between Sawtooth NRA communities and communities outside of the Sawtooth NRA.

#### Community Services

Designated communities within the Sawtooth NRA provide year-round, quality services. Emergency services, including fire, police, and medical, sustain residents' and visitors' basic needs for safety, health and welfare. Adequate school facilities, in conjunction with cultural opportunities and events, provide a stimulating and creative environment for residents and visitors. Local, state, and federal agencies share in providing these services. Extensive year-round information services, a variety of restaurants, lodging, guiding and other services provide a positive and memorable experience for residents and visitors. These services and others (grocery, merchants, gas stations, automotive repair, refuse management, etc.) enrich the community and visitor experience, and provide local employment opportunities.

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## Critical Issues

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### *Issue 1: Affordable Housing*

**Problem statement:** The designated communities within the Sawtooth NRA are at a crossroads, both economically and socially. High real estate costs create a barrier to businesses and families trying to

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<sup>1</sup> Not all workshop participants felt that it was desirable to keep Highway 21 open year-round -- that the challenging access was part of the overall rugged character of this area.

## ***ATTACHMENT 2, Sawtooth Vision 20/20 Strategic Plan***

establish themselves and create roots in the community. The lack of sufficient and affordable housing for short- and long-term rentals and seasonal workers, and similar unavailability of reasonably priced private homes for year-round residents, is impacting the ability of these communities to be sustainable and vibrant, and to provide services that support the core values specified in the legislation that created the Sawtooth NRA.

In addition, the lack of affordable housing in communities adjacent to the Sawtooth NRA impacts recruitment and retention of Forest Service and other local, state, and federal agency employees, and reduces the pool of potential private-sector employees available for support services within the Sawtooth NRA.

**Primary affected parties/interests:** Communities within the Sawtooth NRA, communities adjacent to the Sawtooth NRA, Forest Service and other agencies and their employees, visitors, and businesses

**Challenges to resolution:** Land availability and affordability of property; infrastructure; planned development for sustainable communities; community agreement on what defines a “sustainable community;” how to maintain Western character without becoming a tacky, theme park, cookie-cutter community; community involvement and consensus in the process; creating effective partnerships between the Sawtooth NRA, Forest Service, affected communities, and others.

### ***Issue 2: Infrastructure (roads, power, water, sewer, and communications)***

**Problem statement:** Infrastructure is not adequate to provide safe and healthy services to the community and visitors. Highway 21 is often closed in winter months due to the presence or threat of avalanches, which impacts both safety and visitation from Boise and other communities west of the Sawtooth NRA. Power and communication services experience frequent outages. Water and sewer systems are inadequate in some areas to meet the needs of local communities, as well as the increasing demand from summer visitation, and are unreliable in the winter months to meet the demand of visitors and residents alike.

**Primary affected parties/interests:** Residents, visitors, businesses, Forest Service and other agencies with a presence within the Sawtooth NRA.

**Challenges to resolution:** Lack of funding; lack of leadership; creating effective partnerships between the Forest Service, affected communities, and other partners.

### ***Issue 3: Community Services***

**Problem statement:** Community services (e.g. emergency services, medical services, information services, outfitting/guiding, merchants, food and lodging, etc.) are currently very seasonal, and difficult to obtain and sustain within the Sawtooth NRA and designated communities, given the limited existing financial, housing and staffing resources. Emergency services (police, fire, medical) rely largely on volunteers, and are difficult to staff. Declining school enrollment is making it difficult to maintain the numbers of teachers assigned to the Stanley school, which is discouraging families from staying in the community. There are currently no plans in place for the future expansion of services in these communities.

unity. There are currently no plans in place for the future expansion of services in these communities.

**Primary affected parties/interests:** Sawtooth NRA community residents, visitors, Forest Service staff, businesses, emergency services personnel.

**Challenges to resolution:** Being able to come up with a plan and vision that everyone agrees with, and the financial resources to sustain services; creating effective partnerships between the Forest Service, affected communities, and other partners.

### **FISH AND WILDLIFE**

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#### **Desired Conditions**

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The Sawtooth NRA serves an important role in conservation biology, demonstrating the importance of habitat connectivity, continuity and functionality within a broader ecosystem. It provides a living, interpretive classroom that encourages scientific research, public education and appreciation of the intrinsic values of fish and wildlife, as well as fish and wildlife populations adequate to support traditional hunting and fishing activities. The Idaho Department of Fish and Game, Forest Service, U.S. Fish and Wildlife Service and NOAA-Fisheries provide fisheries and wildlife expertise necessary to promote and sustain these important programs within the Sawtooth NRA. Partners in implementation include the Idaho Department of Water Resources, Idaho Transportation Department, and other federal, state and local agencies, interest groups and private citizens.

Appropriately managed forests promote a diversity of forested habitats, including aspen stands. Collaboration seeks to resolve conflicts and identify the desirable balances within the Sawtooth NRA between humans and wildlife, and between livestock grazing and wildlife and fisheries habitat. This results in mutual learning and understanding, creative problem-solving and peaceful coexistence.

#### **Salmon/Fisheries**

The Salmon River system historically provided 39% of all steelhead and 45% of all the spring/summer Chinook in the entire Columbia River basin, which provides an appropriate goal for restoration. Robust, harvestable and sustainable returns of wild Chinook, steelhead, and sockeye salmon invigorate and bolster resident fish species that depend on historic salmon runs. Local waterways contain sufficient flows for wild migration and are free of manmade obstructions and threats. People recognize the importance of fisheries for their intrinsic values, in addition to their economic benefit and contributions to sustainable communities and Sawtooth NRA values.

#### **Riparian Habitat**

The extent and health of riparian habitats approximate historic conditions. Properly managed and fully restored riparian areas exist throughout the Sawtooth NRA. Water flows are sufficient to sustain all native aquatic and/or riparian dependent species and age classes, including migratory needs both within and beyond the Sawtooth NRA. These habitats support a diverse array of native wildlife.

#### **Wildlife**

The Sawtooth NRA supports seasonal ranges and migration corridors that sustain diverse and viable wildlife populations. These habitats experience minimal obstructions and threats from human-generated features and uses, including roads and traffic, mining material pits, fencing, recreation, livestock grazing and invasive species. People recognize the importance of wildlife and game species for their intrinsic values and their economic benefits to the communities within the Sawtooth NRA, including preserving traditional harvestable game programs.

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## Critical Issues

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### *Issue 1: Salmon/Fisheries*

**Problem:** Declining salmon populations in the Sawtooth NRA have profound biological and cultural impacts, and significantly impair fisheries, recreation, and socio-economic and historic values of the Sawtooth NRA. Conditions outside the Sawtooth NRA and Idaho that affect fish passage and salmon survival rates currently limit recovery of Sawtooth NRA salmon runs. Local problems include nutrient loss, reduced streamflow, habitat modification and fragmentation, invasive species, and riparian degradation, affecting both resident native trout and salmon species.

**Primary affected parties/interests:** All stakeholders

**Challenges to resolution:** Historic uses within the Sawtooth NRA that are incompatible with productive fish habitats and/or populations; local political will to make improvements; inability to undertake the necessary actions outside the Sawtooth NRA to restore salmon runs by existing regional and federal processes; insufficient funding; insufficient interagency coordination; Snake River (and local) salmon runs are under-emphasized, with insufficient actions in place or contemplated to restore salmon within the Sawtooth NRA.

### *Issue 2: Riparian Habitat*

**Problem:** Healthy riparian habitat components, such as the extent of streamside vegetation, woody debris, and shade are not optimal in some areas and need improvement.

Flows in some streams and tributaries are insufficient due to consumptive water use, and may contain artificial barriers to fish passage, cause entrainment, etc.

**Primary affected parties/interests:** Landowners and ranchers, volunteers, cooperative partnerships, private citizens, fishing and hunting organizations and enthusiasts.

**Challenges to resolution:** Developing partnerships with landowners; negotiating agreements, leasing or acquiring water by developing new legal mechanisms where needed to re-water streams without loss of existing seniority for water rights holders; using willing buyer/willing seller transactions; funding

### *Issue 3: Wildlife*

**Problem:** Wildlife populations and associated habitats face increasing pressures from numerous existing and potential factors, including: conifer encroachment into aspen and meadow complexes, highway/wildlife interference (wildlife-vehicle collisions), impact on wildlife from motorized and non-motorized recreation, unsanctioned winter feeding by private citizens, unnatural obstructions to migration corridors, inappropriate and/or increased dispersed camping, wildlife-unfriendly fencing and disease transmission between domestic and wild animals.

In addition, social conflict exists over the management of predators and prey, and the role of trapping within the Sawtooth NRA. Some people see these relationships as a natural part of the system. Others feel the impacts from large predators on game species and domestic livestock and their potential threat to human life and property, need to be aggressively addressed.

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**Primary affected parties/interests:** Ranchers, recreating public, valley residents, local, state and federal agencies, including Idaho Fish and Game and the Forest Service.

**Challenges to resolution:** Planning and successful implementation of projects to resolve conflicts, real and perceived, dealing with the identified factors (approval, ability, money and staff).

### **HISTORIC, PASTORAL AND SCENIC**

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#### **Desired Conditions**

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Visitors and residents of the Sawtooth NRA experience a tangible sense of place when they cross the NRA boundaries. Open, diverse and relatively natural scenic vistas are dotted by buildings and other developments consistent with the historic scale and design that characterize the area. Scenic view corridors include traditional, sustainable land uses such as ranches, with the visible presence of livestock and agricultural equipment. Clean air and water, along with a dark night sky, are valued characteristics of the area. Recreational and commercial activities and transportation corridors within the Sawtooth NRA generally reflect a quieter and slower pace. Private lands afford reasonable access to public lands. Preserved historic buildings and sites offer both a glimpse into the past and an educational opportunity for residents and visitors.

#### **Land Development/Easements**

Areas undeveloped in 2006 largely remain undeveloped, native and/or pastoral in the future. Development harmonizes with the surrounding scenery, and with the historic character and scale of the area. Clear, mutually beneficial and enforceable conservation easements exist for all private lands where they are needed. Landowners provide reasonable public access across private lands to public lands. The Forest Service, State of Idaho, and Blaine and Custer Counties work cooperatively to ensure consistency between land development and the core values of the Sawtooth NRA. The Forest Service utilizes a variety of management tools when faced with non-compliant land development.

#### **Historic/Archaeological Properties and Structures**

Maps and inventories document the location, condition and priority of historic/archaeological properties and structures within the Sawtooth NRA. Decisions on whether or not to abandon, maintain or restore historic sites involve collaboration between the Forest Service, interest groups, the Idaho State Historic Preservation Office, the Sawtooth Interpretive and Historical Association, and private citizens.

#### **Historic and Pastoral Values**

Traditional land uses typifying the economic and social history of the Sawtooth NRA remain evident. Designated communities within the Sawtooth NRA are small, vibrant, and rustic, as defined by the legislation that established the Sawtooth NRA.

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### **Critical Issues**

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#### ***Issue 1: Land Development /Easements***

**Problem:** There are instances of land development on both private and state lands within critical view corridors of the Sawtooth NRA that are inconsistent with its historic, pastoral and scenic core values. While these developments represent a small percentage of total land development, their visual impacts can be significant and long lasting.

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In addition, it remains an ongoing challenge to ensure that private land development is compliant with Forest Service private land regulations and existing conservation easements.

There are several factors contributing to this challenge:

- Turnover in private landowners and the need to ensure that they are aware of the regulations and provisions of the conservation easements
- Ambiguous or inconsistently applied Forest Service regulations governing private land development, conservation easements, and the process for Forest Service review and approval of proposed developments
- Insufficient tools to address non-compliance beyond the extreme measure of condemnation, which limits the Forest Service's ability to enforce regulations and easements with uncooperative private landowners
- High land values, contributing to the potential for significant change in land uses as residents' exercise their "build-out" rights
- Idaho Department of Lands property within the Sawtooth NRA operates under mandates inconsistent with Sawtooth NRA core values

**Primary affected parties/interests:** Public, landowners and communities within the Sawtooth NRA, Forest Service, Blaine and Custer Counties, Idaho Department of Lands, private parties, real estate interests, and permitted and recreational residence owners.

**Challenges to resolution:** Limited federal funding, lack of effective enforcement tools, lack of interagency and jurisdictional coordination, and inadequate and outdated design standards.

### ***Issue 2: Historic/Archaeological Properties and Structures***

**Problem:** Many historic/archaeological sites within the Sawtooth NRA are unmapped. There is a lack of information as to their historic importance and condition. For those sites that are known, funding for preservation, maintenance and restoration activities is insufficient. As a result, many valuable historic/archaeological resources, both known and unknown, have fallen into disrepair and may be lost to future generations.

**Primary affected parties/interests:** Forest Service, interest groups, the Idaho State Historic Preservation Office, the Sawtooth Interpretive and Historical Association, and private citizens.

**Challenges to resolution:** Funding; locating sources of information about the properties; locating partners to help in inventory and in prioritizing maintenance and restoration needs; determining which agency or agencies will have ultimate authority and decision-making.

### ***Issue 3: Historic and Pastoral Values***

**Problem:** The historic and pastoral values of the Sawtooth NRA related to traditional ranching and agricultural practices, and the Western<sup>2</sup> character of Stanley and other designated communities within the Sawtooth NRA, are being lost as development occurs in a manner inconsistent with the historic

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<sup>2</sup> Again, inclusion of the term "Western" in this sentence was not supported by all workshop participants, some of whom felt that it was vague and unnecessary.

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character of the area. In addition, economic pressures, environmental conflict, and high land values are providing incentives for ranchers to sell their land to buyers who may have no interest in sustaining these traditional uses. As these traditional uses decline, their contributions to the scenic reminders of the historic and pastoral values of the Sawtooth NRA will significantly diminish.

**Primary affected parties/interests:** General public, tourism-based industry, Forest Service, communities, ranchers and agricultural businesses

**Challenges to resolution:** An economic situation where ranching and agricultural land uses provide less economic return than other land uses; lack of or inappropriate land use planning and zoning in Custer and Blaine counties; conflict issues between livestock grazers and opposing interest groups.

## **NATURAL, SUSTAINABLE ECOSYSTEMS**

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### **Desired Conditions**

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Healthy, sustainable and functioning natural ecosystems characterize the Sawtooth NRA, making it resilient to human disturbance. Effective education and enforcement of regulations minimize resource degradation from inappropriate recreational uses. The Sawtooth NRA supports wild places (areas with minimal human impact), including those without roads and motorized trails where natural processes dominate the landscape, providing opportunities for scientific study, public education and appreciation. Collaborative efforts between the Forest Service, other agencies, interest groups and private citizens resolve conflict among human activities, resulting in ecosystem sustainability.

#### **Fire**

Fire's natural role in the ecosystem is recognized, understood and adopted through appropriate wildland fire-use programs within the Sawtooth NRA. Forests resemble a patchy mosaic with disturbance size and intensity commensurate to vegetation type (e.g. lodgepole pine = high intensity fire). Within wildland-urban interface areas, a balance between vegetation screening and adequate defensible space exists, and surrounds fire-resistant structures and communities. New construction within fire-dependent vegetative types creates significant risks and social and economic impacts for society, and is discouraged. Limiting human interference with fire's natural role reduces fire-fighting costs and unacceptable environmental impacts.

#### **Invasive species**

Healthy, functioning native ecosystems limit the opportunity for non-native and unnatural plant and animal species to invade and establish. Active prevention and eradication programs inform employees, residents and visitors to the Sawtooth NRA about the need for early detection and ongoing prevention of invasive species establishment and proliferation.

#### **Wild Places**

Healthy and functional areas with minimal human impacts provide a cornerstone for natural systems and effective wildlife habitat. A limited network of well-maintained recreational trails and other facilities provide access to and through wild places. Wild places are important for many reasons, including their intrinsic, social and economic values.

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## Critical Issues

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### *Issue 1: Fire*

**Problem:** The absence of fire on the landscape has altered the composition, extent, and complexity of habitats in some areas to the point where unnaturally large fires cause unexpected environmental change. In addition, increasing private development in forested areas has exacerbated the risk to life and property from wildfires.

**Primary affected parties/interests:** Indigenous flora and fauna, homeowners, visitors, local businesses, fire fighters and emergency personnel, Forest Service, taxpayers.

**Challenges to resolution:** Reaching consensus on fire's natural role in the ecosystem; responsibly integrating fire back into the ecosystem; educating people about the advantages of fire in the ecosystem, as well as the inevitability of large fires when conditions are right (or wrong).

### *Issue 2: Invasive Species*

**Problem:** Invasive plants and animals introduced into the Sawtooth NRA through commercial activities (e.g. domestic livestock, heavy equipment) or recreational use (e.g. livestock feed, vehicles, or boats) threaten native terrestrial and aquatic habitats, animals, agriculture, and economic and recreation opportunities within the Sawtooth NRA. Invasive threats currently exist and new infestations are expected in the future. Timely response and treatment is critical to effective control. Establishment and expansion of invasive species threaten many of the core values within the Sawtooth NRA.

**Primary affected parties/interests:** Flora and fauna, recreationists, businesses, private landowners and ranchers, all agencies involved in the Sawtooth NRA.

**Challenges to resolution:** Changing behaviors that contribute to invasive species infestations (e.g., cleaning equipment, weed-free hay); treatment and containment of new infestations; complacency and lack of education regarding the consequences of inaction; partnerships for prevention and treatment; lack of funds for people and equipment for prevention and treatment; long-term commitment.

### *Issue 3: Wild Places*

**Problem:** The need to protect wild places as cornerstones of healthy, natural systems can conflict with some recreational, social and commercial interests within the Sawtooth NRA. There is a finite amount of land with limited human influence remaining in the Sawtooth NRA. Increasing the official protection of these places can be a contentious social and political issue.

**Primary affected parties/interests:** Indigenous flora and fauna, ranchers, recreationists, businesses, intrinsic wilderness advocates, government agencies.

**Challenges to resolution:** Separating fact from fiction; decades of positional debate by the full spectrum of interest groups; difficulty in recognizing the short- and long-term ecological and social costs and benefits of wild places.

## **RECREATION**

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### **Desired Conditions**

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The Sawtooth National Recreation Area provides a showcase for environmentally conscious recreation within outstanding scenic and sensitive natural resources. Residents and visitors find the deliberate lack of some modern conveniences and limitations on the nature and extent of their recreational activities to be a reasonable tradeoff for their experience in this pristine and rugged environment. The Forest Service manages recreation and effectively enforces designations and carrying capacities in partnership with other local, state and federal agencies, commercial outfitters, guides, permittees, interest groups and private citizens. Ongoing recreation planning and implementation occurs in coordination with county and other Forest Service plans, and accommodates continuous changes in recreation patterns, demand and technology.

#### **Recreation Uses**

A spectrum of well-managed recreational uses occurs in areas appropriate for their use across the Sawtooth NRA. Recreation management, and decisions about what types of recreation activities to manage for, emphasizes activities to help people experience and enjoy the primary values of Public Law 92-400 (Scenic, Natural, Pastoral, Historic, Fish and Wildlife, and Recreation). Recreation management also recognizes the potential impacts of recreation on the other values and seeks to minimize and (Wildlife). Recreation management also recognizes the potential impacts of recreation on these values and seeks to minimize negative effects.

Recreationists interact in a mutually cooperative and respectful manner within shared use areas and designated activity areas. Designations include those made for a variety of recreational uses for motorized (including “scenic overflights”) or non-motorized uses, and/or for areas designated for specific kinds of uses. Accessible semi-primitive motorized and non-motorized areas complement less accessible, harder to reach Wilderness. Recreational uses occur with respect for ecosystem and social capacities, as measured by established “Limits of Acceptable Change.” This minimizes user conflicts and resource damage and provides for the collective enjoyment of this and other core values within the Sawtooth NRA.

The Forest Service collaborates with local government, Idaho Parks and Recreation, commercial guides and interest groups for recreational infrastructure planning, construction and maintenance.

#### **Off-Road Vehicles and Travel Management**

An established and adequately enforced travel plan, along with informative and visible signage, provides opportunities and guidance for a variety of motorized and non-motorized travel through the Sawtooth NRA in harmony with Sawtooth NRA core values. The Forest Service, counties, local and state agencies, local interest groups, and private citizens work collaboratively to maintain, educate, and patrol travel routes.

#### **Visitor and Interpretive Services**

Year-round professional emergency services (police, fire, ambulance) provided by public and private entities, as well as quality routine non-emergency medical services, satisfy basic requirements for safety, health and welfare for both the community and visitors. Cities, counties and federal agencies proportionally share the funding for such services.

Extensive directional and educational guidance for visitors that connects them with the natural setting is provided year-round by Forest Service informational, historic and environmental interpretative services in partnership with the City of Stanley, local businesses and commercial outfitters and guides. Year-round

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restaurants, lodging, outfitting, guiding and other services provide a positive and memorable experience for residents and visitors.

Partnerships between federal agencies, local government and non-government organizations provide special interpretive events that capitalize on the available resources and help to improve the economic stability of Sawtooth NRA communities.

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### **Critical issues**

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#### ***Issue 1: Recreation Use***

**Problem:** Increasing primitive and developed recreation use is affecting the ability of the Forest Service and communities within the Sawtooth NRA to meet objectives for quality recreation experiences and activities within the framework of Sawtooth NRA core values. It is also creating unacceptable environmental impacts and an increased need for restoration of overused and abused recreation areas. If this increased demand is not adequately planned for and managed, it could result in threats to Sawtooth NRA core values.

**Primary affected parties/interests:** Residents, visitors, Forest Service, local government and businesses

**Challenges to resolution:** Determining how the area is currently being used by recreationists; determining its social and environmental capacity; lack of enforcement funding and personnel; partnerships to leverage funds and personnel; acceptance of use designations.

#### ***Issue 2: ORV and Travel Management***

**Problem:** The Sawtooth NRA is not well suited for intensive off-road vehicle use. Increasing demand for this type of recreation use, as well as instances of irresponsible off-road/off-trail use, threatens the core values identified in the legislation that established the Sawtooth NRA. There is inadequate infrastructure (e.g. a designated trail system with an adequate number of connecting and looping trails, trailheads, etc.) to meet an “appropriate level” of off-road vehicle use in this area. In addition, there is a lack of education, enforcement capability, and information for appropriate off-road vehicle use. Snowmobiles need to be better regulated so that they are kept on designated trails and open play areas, so that impacts from noise, light, exhaust fumes/motorized pollutants and conflicts with other users, wildlife and resources are minimized. Impacts of recreation (for example, from snowmobiles and hikers) on wildlife and habitat need to be evaluated. In addition, use of personal watercraft on Redfish Lake is increasing, and needs to be planned for and managed.

**Primary affected parties/interests:** All recreation users, land managers, enforcement personnel

**Challenges to resolution:** Lack of money for enforcement; political will; communicating the “recreation niche” served by the Sawtooth NRA; education about other areas of the Sawtooth National Forest and adjacent public lands where this use might be better suited; increased popularity of motorized recreational activities; identifying an appropriate level of ORV use within the framework of the SNRA core values.

***Issue 3: Visitor Services***

**Problem:** Given the existing financial, housing and staffing resources, visitor services (e.g. emergency services, medical services, information services, food and lodging, etc.) are too seasonal, and difficult to establish and sustain within Sawtooth NRA-designated communities. All levels of government are stressed by attempting to provide visitor service commensurate with the volume of summer tourism and tourists' expectations. Quality visitor services are available year-round in Ketchum, but are fewer in Stanley, which serves as a central point of contact for visitors within the NRA. There is no comprehensive plan for visitor services in Stanley or other Sawtooth NRA communities.

**Primary affected parties/interests:** Valley residents, visitors, Forest Service, business community, emergency services, City of Stanley.

**Challenges to resolution:** Being able to come up with a plan and vision that everyone agrees with; financial resources to sustain services balanced with economic feasibility; effective partnerships between the Sawtooth NRA, affected communities, and other parties.