



United States  
Department of  
Agriculture

Forest  
Service

Shoshone National  
Forest



# Shoshone National Forest Travel Management

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Scoping Document  
November 2017



for the greatest good

Dear Interested Commenter,

Enclosed is the revised Proposed Action (PA) for the Forest's Travel Management project. If you have been participating in the process for a while you might recall that we issued a PA in the spring of 2016. So why are we issuing a revised PA? There are a couple of reasons. First, after discussions with the Regional Office we determined that it was more efficient and effective to incorporate Subpart A (Minimum Road System) of the Travel Management rule (36 CFR 212) into the Forest's efforts. Second, because of the busy fire season we had in 2016, there was limited opportunity for Forest personnel to devote the necessary time to keep the process moving forward.

Besides incorporating Subpart A, this revised PA also captures modifications based on preliminary issues derived from comments received on the initial PA, field visits by Forest personnel, and input received from the additional informal comment period offered over the spring/summer of 2017.

Specifically, the modifications to the PA are as follows:

### **Wind River District**

1. Added access routes to four existing and well established dispersed sites which were overlooked previously.
2. Modified proposal WR-24 to include a dead end route for access to the POW camp due to cultural resource concerns (see Tables A1-A5 in the detailed scoping document located on the Forest website at: <https://www.fs.usda.gov/project/?project=48573>).
3. Modified proposal WR-07 so that it displayed a more realistic location on the ground.
4. Added five small sections of road and removed five small sections of road to be consistent with what is being proposed as part of the desired minimum road system.
5. Added a reroute for MT14 to address concerns over the amount of wet areas that have become apparent with the recent wet years. Under the PA, the existing trail would be decommissioned.
6. Converted a series of roads in the Burroughs Creek area to motorized off-highway vehicle (OHV) trails that would be open to all vehicles. This would allow for a loop opportunity for unlicensed (youth) riders. As a motorized OHV trail, all classes of vehicles, including passenger vehicles, would be required to display a Wyoming State ORV permit sticker. The result is that all users would provide revenue that can be used to maintain the system through the State Trails user fee program. The roads would still be used for future management activities such as timber sales or prescribed fires.

### **Washakie District**

7. Modified proposal WK-01 so that it displayed a more realistic location on the ground. Upon further field review, the initial route was likely to be too difficult and expensive.
8. Converted most of the road system, except for Sinks Canyon Road, the Loop Road and Limestone Road, to motorized OHV trails (see description in modification #6 above).

### **North Zone – Clarks Fork, Wapiti, and Greybull Ranger Districts**

9. Added access routes to seven, existing, well-established campsites that were overlooked previously.
10. Modified the PA for all proposed motorized trails to be open to ATVs/UTVs 64 inches in width.
11. Modified proposal NZ-01. The entire route is a motorized trail instead of a mix of existing road and new motorized trail and includes converting Forest Service Road 140 to a motorized OHV trail.

12. Modified NZ-07 to be a conversion to a motorized trail of 64 inches in width.
13. Added proposal NZ-26. In the original proposed action, the road closure was not included. The proposal now closes road 101.3I at the top of the ridge before the Silver Tip Basin because of the lack of an easement across the private property.
14. Added a minor road realignment to Elks Fork Road 424 to mitigate resource damage. The realignment was made during the June Fire in 2017.
15. Added a motorized trail loop to Eikster Lake – NZ-45A and NZ-45B. Both of these proposals would provide increased loop opportunities for unlicensed (youth) riders.
16. Modified proposal NZ-28 from reopening a section of road 220.2A to converting it to “Admin Only.” This is an ML 2 system road closed due to a landslide.
17. Dropped proposal NZ-14 which would have added a motorized trail. This was a result of a field review which confirmed steep/difficult terrain and unacceptable resource concerns if the new section was constructed.
18. Removed the high and low elevation winter area designation because there is not a clear distinction between amount of snow and conditions between the two bands on the NZ. Defining the elevational break on the ground would be infeasible, thus, creating a situation where enforcement would be unmanageable. The use in the “low” areas is sporadic in nature. Changed the winter snowmobile season dates from November 15 to May 15. The May 15 date occurs during a period of ample snow levels, good snowmobiling conditions and coincides with the typical date when the Beartooth Highway is plowed open.

Because of the addition of Subpart A to the process, the Forest held a series of meetings and field trips in the spring/summer of 2017 to explain the situation. There was also another informal comment period during the spring/summer of 2017 to allow the public as well as Forest personnel to submit comments on the tentative Minimum Road System and any other new proposals they wanted to be considered.

This revised PA would meet the project’s purpose and need as defined in the aforementioned scoping document. In summary, the PA would provide the following: 1) add, approximately, 17 miles of motorized routes which would increase motorized loop opportunities by, approximately, 77 miles; 2) increase the allowable width on, approximately, 35.5 miles of new and/or existing motorized trails to 64”; 3) convert, approximately, 10 miles of existing roads to motorized trails open to all vehicles which would increase youth rider opportunities; 4) add, approximately, 241 miles of seasonal restrictions to help with issues such as protecting road surfaces during the wet spring months; 5) address resource and enforcement concerns by closing, approximately, 25 miles of road; 6) add, approximately, 11 miles of ungroomed snowmobile trails; 7) limit the size of tracked vehicles on groomed snowmobile trails to provide for user safety; and 8) establish winter use seasons to be more consistent with neighboring national forests.

You are encouraged to read through the planning documents for this project on the Travel Management website: <http://www.fs.usda.gov/detail/shoshone/home/?cid=stelprd3846526> or request more information by contacting any of our offices listed on our Forest website: <https://www.fs.usda.gov/detail/shoshone/about-forest/offices>. We are hopeful that you will provide comments on the Proposed Action so that we may develop meaningful alternatives. If you commented on the initial PA and have no additional comments, there is no need to resubmit your original comments. The most successful projects are those which have a high level of interested public and agency participation. We look forward to hearing any specific comments that you have about this Proposed Action on your Forest.

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# **Introduction**

## ***Project Location and Background***

The Shoshone National Forest (SNF) is in the Middle Rocky Mountains in northwest Wyoming (Figure 1). The Shoshone consists of 2.4 million acres located primarily in Fremont, Hot Springs, and Park counties with portions in Sublette and Teton counties. Approximately, 75% of the Forest is characterized as back country which provides outdoor recreation opportunities such as backpacking, hunting, fishing, horseback riding and packing, mountain climbing, and rock climbing. Popular driving corridors provide infrastructure for sightseeing or for visitors traveling through the Shoshone on their way to other destinations. Within these corridors, visitors find opportunities for driving for pleasure, viewing scenery and wildlife, camping, picnicking, and hiking. The lands between the back country and travel corridors are transition areas where common opportunities include motorized access, off-highway vehicle riding, snowmobiling, mountain biking, hiking, dispersed recreation, hunting, fishing, horseback riding and packing, and opportunities for gathering forest products.

The project location is inclusive of the entire Shoshone National Forest where motorized use is permissible according to Management Area (MA) prescriptions in the 2015 Revised Land and Resource Management Plan (Forest Plan, pgs. 111-189). The project area excludes the following: MA 1.1 Wilderness, MA 1.1A Glacier Addition to the Fitzpatrick Wilderness, MA 1.3 Back country recreation year-round non-motorized, MA 1.6B Dunoir Special Management Unit, MA 2.3 Proposed research natural areas, and MA 3.5D Back country recreation and forest restoration (year-round non-motorized).

## ***Proposal Development***

Since September 2015, the Shoshone National Forest has held 16 public meetings, 4 cooperator meetings/conference calls, and 11 field trips to gather external input on the need for changes to the Motor Vehicle Use Map and winter motorized use.

In May 2016, the Forest released a proposed action for public comment. There were a total of 332 individual comments received on it. Some comments questioned if there was a need to consider Subpart A of the 2005 Travel Management Rule (36 CFR 212).

After reviewing this project, the Rocky Mountain Regional Office recommended to the Forest that, for the sake of efficiency and effectiveness, it was best to consider Subpart A in the travel management effort. The Forest then held a series of public meetings and field trips in the spring/summer of 2017 to explain and present a preliminary minimum road system (MRS). The public was given the opportunity to provide their thoughts on the MRS as well as submit any additional proposals for consideration. This informal comment opportunity yielded 4 new proposals from internal and external scoping efforts.

As a result of these prior scoping and planning efforts for this project, 136 district specific and two Forest-wide proposals were submitted for changes to the summer motorized travel system. For the winter travel system, there were 16 district specific and nine forestwide proposals submitted by interested agencies, members of the public, and staff of the Shoshone National Forest. To develop the Proposed Action, the SNF interdisciplinary team identified proposals through a screening process that considered rules and regulations, guidance from the Forest Supervisor, and input from public meetings and field trips.

## ***Forest Plan Direction***

The 2015 Forest Plan identified diverse goals for roads and trails that differ by Management Area (MA) emphases. In order to provide for multiple-use, these goals range from no motorized access permitted to reducing or limiting motorized access in some Management Areas and creating new opportunities for motorized access in others. Implementation of the Proposed Action would address prior public concerns identified during scoping of the Forest Plan and would improve conformance with the Management Area goals and underlying standards, guidelines, and desired conditions in the Forest Plan.

During the Forest Plan revision process comments were received from many users expressing a desire for the expansion of motorized recreation opportunities, especially loop opportunities, for summer motorized recreation. The availability and popularity of four-wheel drive and off-highway vehicles have resulted in an increased demand for motorized opportunities on the SNF. In response to public comments, the 2015 Forest Plan provides direction for the SNF to develop at least three summer motorized loop opportunities during the life of the plan (Forest Plan, RDTR-OBJ-05; Forest Plan, pg. 104). In addition to concerns raised about a desire for additional motorized recreation, during the Forest Plan revision process, the public also raised concerns about resource damage occurring on system roads and trails, as well as unauthorized use on closed roads/trails and user-created routes.

Because this was a common concern that had been expressed during the early public meetings the Forest convened an education and compliance workshop in February 2016. From this came a working group comprised of a variety of user groups which held meetings to recommend infrastructure, education, and enforcement strategies in a report to the Forest. The Forest spent the summer of 2017 implementing some of their recommendations including the placement of carsonites, rock barriers, and gates/fencing to block roads which were not National Forest System Roads included on the Motor Vehicle Use Map. This effort also included signing with corrected road numbers for system roads.

The Record of Decision (ROD) for the Forest Plan was signed in May of 2015 and signaled the initiation of the current Travel Management planning effort.

## ***2005 Travel Management Rule***

**Subpart A** of the 2005 Travel Management Rule (36 CFR 12) directs the responsible official to identify the minimum road system necessary to meet objectives of the Forest Plan, regulations, long-term funding expectations, and minimizes adverse impacts associated with maintenance, construction, and decommissioning. Those roads which are no longer needed to manage and administer the Forest are to be decommissioned or considered for conversion to other uses such as motorized or non-motorized trails.

The Forest began the process of identifying the minimum road system by reviewing roads for benefits and risks as part of the Travel Analysis Process (TAP). The results of the TAP were reported in the Travel Analysis Report (TAR) which was finalized and made available to the public for review including an informal comment period which ended August 31, 2017. The original scoping effort for Travel Management, the TAP and the resulting TAR, combined with input from the public and scoping comments, were used to develop the initial proposal for the minimum road system.

**Subpart B** of the Rule provides for a system of National Forest System roads, trails, and areas that are designated for motor vehicle use by the public which include class of vehicle and time of year that use

may occur. In addition, designation may include limiting use of motorized vehicles solely for the purpose of dispersed camping or big game retrieval.

This subpart directs the responsible official to consider the effects of designated roads, trails, and areas on natural and cultural resources, public safety, recreational opportunities, access needs, conflicts among uses, the need for maintenance and administration of roads, trails, and areas that would arise if the uses under consideration are designated, and the availability of resources for that maintenance and administration.

In addition to the criteria above, the responsible official shall consider effects with the objective of minimizing: damage to soil, watershed, vegetation, and other forest resources; harassment of wildlife and significant disruption of wildlife habitats; conflicts between motor vehicle use and existing or proposed recreational uses of National Forest System lands or neighboring Federal lands; conflicts among different classes of motor vehicle uses of National Forest System lands or neighboring federal lands; and compatibility of motor vehicle use with existing conditions in populated areas, taking into account sound, emissions, and other factors. The above are referred to as **minimization criteria**.

Designated roads, trails, and areas shall be identified on the Motor Vehicle Use Map (MVUM) which specifies the classes of vehicles and, if appropriate, the times of year for which use is designated.

**Subpart C** of the Rule provides for a system of National Forest roads, trails, and areas that are designated for over-snow vehicle use. The requirements governing designation of system roads, trails, and areas in Subparts A and B, including **minimization criteria**, also apply to decisions for over-snow vehicle use. These decisions for designation shall be reflected on an Over-Snow Vehicle Use Map (OSVUM).

## Purpose and Need

The purpose of the Travel Management project is to:

- Provide a manageable system of designated public motor vehicle access routes and areas consistent with the Forest Plan, Executive Orders 11644 and 11989, and the travel management regulations at 36 CFR 212 subparts A, B, and C.
- Identify a minimum road system and the roads, trails, and areas open to the public for motorized recreation and travel.
- Publish decisions associated with the designations of roads, trails, and areas open to the public in maps for both summer and winter travel.

The project is needed because:

- There is increasing demand for motorized routes to a growing user group on the Forest, particularly, with regard to motorized loop opportunities.
- The Regional Forester, in the Record of Decision for the revised SNF Land Management Plan, acknowledged the Forest's recognition of these needs and directed the SNF to analyze additional motorized opportunities during the Travel Management planning process.
- The Forest Service is required to administer and designate roads, trails, and areas for motor vehicle use through compliance with Federal Regulations (36 CFR Part 212, Travel Management; 36 CFR Part 295, Use of Motor Vehicles Off Forest Service Roads).
- Some existing roads and routes have resource concerns or enforcement issues.
- Designation of roads, trails, and areas for winter motorized travel are required to be published in an Over-Snow Vehicle Use Map (36 CFR 212).

## **Project Scope**

The Forest Supervisor (Responsible Official) of the Shoshone National Forest is charged with establishing the scope of the environmental analysis, including the scope of the actions and alternatives to be analyzed (40 CFR 1508.25). The following sideboards set by the Forest Supervisor were used to evaluate proposals received and will guide the analysis of the Proposed Action.

1. Proposals considered in the Proposed Action and any alternatives considered will be consistent with the Forest Plan. The recently approved Forest Plan (May 2015) is the result of an extensive collaborative process with a multitude of opportunities for public involvement and input. Current Forest Plan direction reflects the result of the effort and changing it at this point would be untimely.
2. The Shoshone will retain its character as a back country forest. Therefore, there will not be large-scale changes to the motorized or non-motorized recreational opportunities.

## **Existing Travel System**

The MVUM incorporates the existing designated road/motorized trail system. Over the years, the Forest has developed an extensive system of roads, trails, and areas for public motorized/mechanical transport recreation, which includes highway legal vehicles, off-highway vehicles (OHVs) such as all-terrain vehicles (ATVs) and Utility Task Vehicles (UTVs), motorcycles, and over-snow vehicles including snowmobiles.

Currently, there are approximately 926 miles of National Forest System roads open to the public, 36 miles of motorized trails, two miles of single-track (motorcycle) trail, 272 miles of snowmobile trails (groomed/ungroomed), and approximately 528,000 acres available for winter motorized use. The miles of system roads have declined by about 10 percent since 1989. New construction, which averaged about four miles per year in the first decade following the 1986 Forest Plan, dropped to less than one mile per year in subsequent decades. New construction, generally, results from the need for vegetation management projects. Decommissioning, averaging about six miles per year between 1990 and 2010, occurred on both system roads and non-system routes. The demand for this type of motorized recreation results in the continued presence, and sometimes creation, of unauthorized routes on the ground.

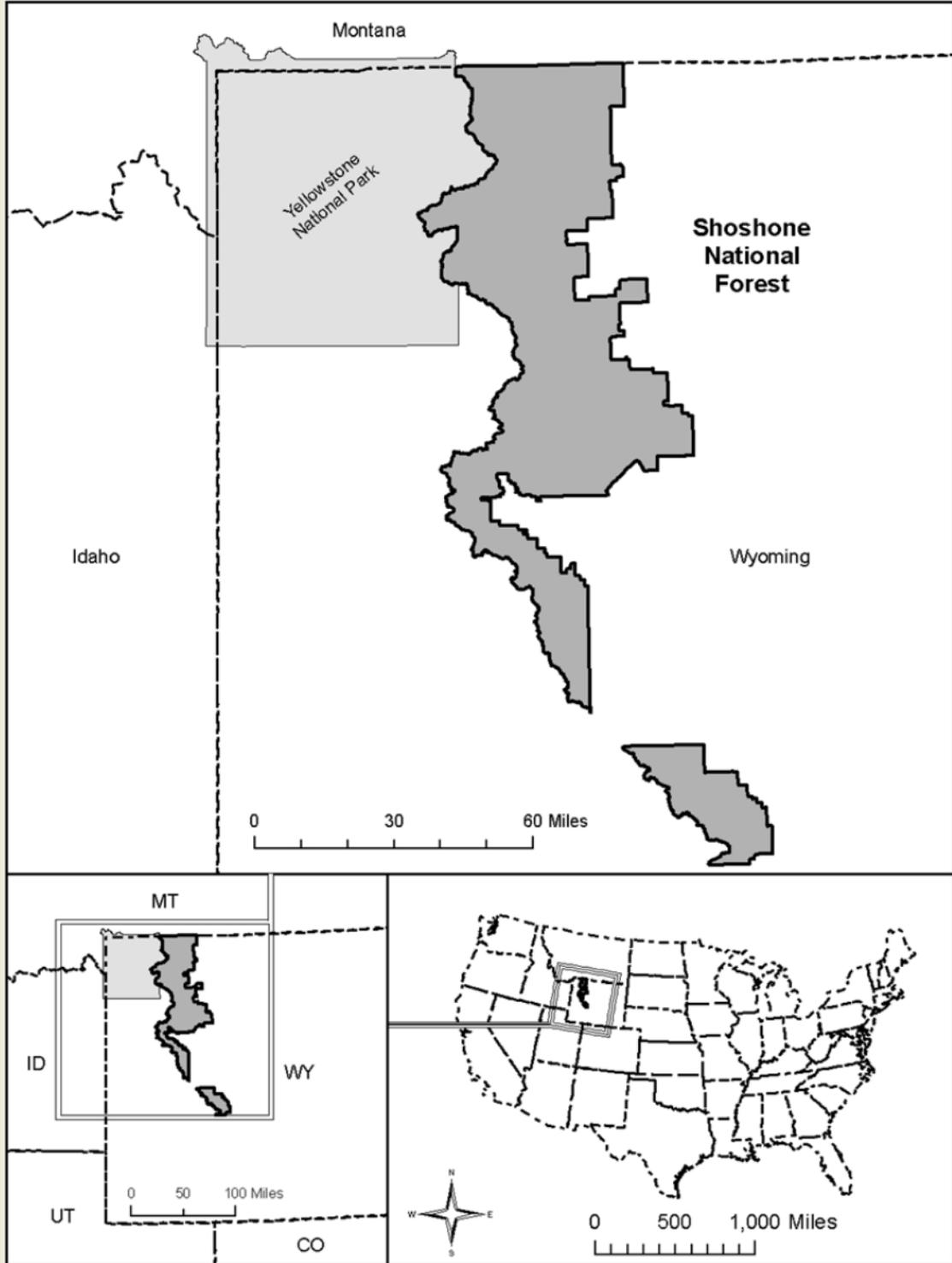


Figure 1. The Shoshone National Forest Travel Management project vicinity.

## Proposed Action

To address the purpose and need of the project, the Shoshone National Forest is proposing changes to motorized use on a forestwide scale through the following Proposed Action:

- In order to implement Subparts A and C (36 CFR 212), identify a minimum road system and designations of areas/roads/trails for over snow vehicles by following the Transportation Analysis Report (TAR) located at the following website: <https://www.fs.usda.gov/detail/shoshone/home/?cid=fseprd540333>. The Travel Analysis Report Maps for Subparts A and C are available at the above website as follows: NZ-01, WK-01, WR-01, NZ-A, WK-A, and WR-A; please also see the winter maps: Sho\_SubPartC\_CFNF, Sho\_SubpartC\_SFGB, Sho\_SubPartC\_WR, and Sho\_SubPartC\_WK.
- Add, approximately, 17 miles of motorized routes (roads and trails) to the system.
- Increase loop opportunities by, approximately, 77 miles.
- Designate 19 miles of existing motorized trails to allow for 64” width and allow use of vehicles that are less than 64” wide, have maximum tire pressure ratings of 12 psi, and weigh less than 2,000 lbs.
- Designate, approximately, 17 miles of new motorized trails for 64” width.
- Close, approximately, 25 miles of roads to address resource and/or enforcement concerns.
- Convert, approximately, 10 miles of road to a motorized trail (64 inch width) to reduce impacts on resources and increase motorized, youth rider opportunities.
- Add, approximately, 241 miles of seasonal restrictions on motorized roads and trails to protect road surfaces during the wet season.
- Add, approximately, 11 miles of ungroomed snowmobile trails.
- Close 1,354 acres of cross-country skiing area to motorized uses.
- Prohibit tracked over snow vehicles wider than untracked 64” UTV wheelbases (i.e., the standard width of UTV tires) from using groomed trails.
- Create three winter motorized seasons: 1) In the North Zone, seasonal restrictions will be November 15 to May 15 and all available areas are considered a “high elevation” zone; 2) In the Wind River District, there would be a “high elevation” zone with a season of November 15 to April 30 and a “low elevation” zone with a season of December 1 – April 1; 3) In the Washakie District, there would be a “low elevation” zone with a season of December 1 – April 1.
- To create feasible connections and loops it was necessary to propose minor motorized trail segments within an Inventoried Roadless Area. The SNF recognizes the value of these areas and has sought to offset the addition of motorized trail segments by closing some existing motorized routes in roadless areas. Consequently, within roadless areas, the addition of, approximately, 3.7 miles of new motorized trail would be paired with a closure of, approximately, 4.8 miles of existing roads. The 2001 Roadless Rule (36 CFR Part 294) does not prohibit the authorized construction of designated motorized trails within roadless areas.

**Table 1. Proposed changes to the Summer and Winter Motorized System**

		North Zone	Washakie	Wind River	Total Miles
<b>Summer Motorized Routes</b>	Existing Mileage	351	245	331	927
	Proposed Additions	14	10	18	42
	Proposed Subtractions	11	5	9	25
	Net Change in Miles	4	5	8	17
	<b>New Net Total Miles</b>	<b>355</b>	<b>250</b>	<b>339</b>	<b>944</b>
<b>Summer Seasonal Restrictions**</b>					
<b>Summer Seasonal Restrictions**</b>	Existing	212	73	43	328
	Additional	26	173	42	241
	<b>New Total</b>	<b>238</b>	<b>246</b>	<b>85</b>	<b>569</b>
<b>Summer Motorized Loops</b>					
<b>Summer Motorized Loops</b>	Existing Mileage	7	83	162	252
	Additional Loop Miles	11	14	52	77
	<b>New Total</b>	<b>18</b>	<b>97</b>	<b>214</b>	<b>329</b>
<b>Summer RARE II (Roadless)</b>					
<b>Summer RARE II (Roadless)</b>	Miles Proposed Added	1.8	1.5	0.4	3.7
	Miles Proposed Subtracted	0.3	2.8	1.7	4.8
	<b>Total Additional Miles</b>	<b>1.5</b>	<b>-1.3</b>	<b>-1.3</b>	<b>-1.1</b>
<b>Winter Motorized Trails (miles)</b>					
<b>Winter Motorized Trails (miles)</b>	Existing routes (groomed & ungroomed)	59	62	151	272
	Proposed Action Subtractions (0 proposals)	0	0	0	0
	Proposed Action Additions (2 proposals)	6	0	5	11
	<b>Proposed Action Mileage Added</b>	<b>6</b>	<b>0</b>	<b>5</b>	<b>11</b>
	<b>New Total</b>	<b>65</b>	<b>62</b>	<b>156</b>	<b>283</b>
<b>Winter Available Area (acres)</b>					
<b>Winter Available Area (acres)</b>	Existing Area Available for Winter Motorized	208,382	112,764	201,819	522,965
	<b>Proposed Action Area Subtractions (2 proposals)</b>	<b>0</b>	<b>0</b>	<b>1,354</b>	<b>1,354</b>
	<b>New Total</b>	<b>208,382</b>	<b>112,764</b>	<b>200,465</b>	<b>521,611</b>

Note: The above miles are approximations and are rounded up.

The increase in popularity of Utility Task Vehicles (UTV) has resulted in an increased demand for motorized opportunities. Most UTVs are too wide to fit on trails designed for vehicles 50 inches or less in width. Consequently, the larger UTVs using 50 inch routes can create trail damage and/or user conflict. Currently, the SNF does not have any motorized trails that are wider than 50 inches. UTVs are currently limited to existing open roads and must be street legal on roads meaning unlicensed users cannot operate UTVs on system roads. Constructing trails to be compatible with UTVs would provide additional trail experience opportunities for motorized recreationists. Converting some existing roads to trails compatible with UTVs would also provide additional motorized recreation opportunities.

A Forest Service trail is defined as a route 50 inches or less in width or a route over 50 inches wide that is identified and managed as a trail (36 CFR 212.1). The motorized trails proposed are identified as routes for vehicles either 50 or 64 inches wide. Along with identifying a system of roads, trails, and areas, the 2005 Travel Management Rule requires the Forest Service to identify the class of vehicles that will be allowed to use the various routes identified. The Forest is proposing to define the classes of vehicles allowed for use on motorized trails as follows:

- Single-track motorized trails will limit use to two-wheeled motorbikes.
- 50 inch trails will restrict use to ATVs that are less than 50 inches in width, have handlebar steering, and a seat designed to be straddled or UTVs that are less than 50 inches in width. Two-wheeled motorbikes would also be allowed on 50 inch trails.
- 64 inch trails will allow use of vehicles that are less than 64 inches wide, have maximum tire pressure ratings of 12 psi, and weigh less than 2,000 lbs. Two-wheeled motorbikes and ATVs and UTVs would also be allowed on 64 inch trails.

**Table 2: Motorized Trail (MT) Widths Breakdowns**

		North Zone	Washakie	Wind River	Total Miles
<b>Motorcycle Trails</b>	Single Track Existing Trail	0	2.0	0	<b>2.0</b>
<b>50 inch Motorized Trails</b>	Existing MT 50"	0	11.9	22.5	<b>34.4</b>
	New MT 50"	0	4.9	5.6	<b>10.5</b>
<b>64 inch Motorized Trails</b>	Existing MT 64"	0	0	0	<b>0.0</b>
	New MT 64"	10.3	1.9	4.7	<b>16.9</b>
	Convert 50" MT to 64"	0	0	18.6	<b>18.6</b>
	Convert Road to 64" MT	5.8	0	3.6	<b>9.4</b>
<b>Breakout of Motorized Trail Mileage</b>	Total Single Track Trail	0	2.0	0	<b>2.0</b>
	Total 50" Motorized Trail	0	16.8	28.1	<b>44.9</b>
	Total 64" Motorized Trail	16.1	1.9	26.9	<b>44.9</b>
	Closed Miles of Existing (50" only)	<b>0</b>	<b>3.2</b>	<b>1.9</b>	<b>5.1</b>
	<b>Total MT Miles (new &amp; existing)</b>	<b>16.1</b>	<b>17.5</b>	<b>53.1</b>	<b>86.7</b>

Note: The above miles are approximations and are rounded up.

## ***Project Design Features***

Project Design Features are included as a component of this Proposed Action and intended to prevent undesirable effects from proposed management activities. The implementation of the decision will be guided by the direction found in the Forest Plan, the 2005 Travel Management Rule (36 CFR 212), Forest Service Handbook 2509.25: Watershed Conservation Practices Handbook (FSH 2905), the Northern Rockies Lynx Management Direction, and the Final Conservation Strategy for the Grizzly Bear in the Greater Yellowstone Area. Other relevant direction will be adhered to in the planning, development, analysis, and implementation of travel management on the SNF. The interdisciplinary team may develop site-specific design features based on field analysis for the implementation of changes to the system.

## **How to Comment and Timeframe**

This Scoping Document is intended to disclose adequate information to allow the public to provide substantive comments on the proposed changes to the travel system on the Shoshone National Forest. If you commented on the initial Proposed Action and have no additional comments there is no need to resubmit your original comments. This is your opportunity to identify additional information and management opportunities that may be incorporated into the Proposed Action and/or alternatives to the Proposed Action. Substantive comments are within the scope of, and specific to, the project and have a direct relationship to the Proposed Action. Comments from this scoping notice and other comments received will be used to inform and improve the project.

With the planned Environmental Impact Statement and Draft Record of Decision, this scoping notice is subject to 36 CFR 218, the project-level, predecisional administrative review process. Because the proposed project is an activity implementing a land management plan and not authorized under the Healthy Forests Restoration Act, it is subject to 36 CFR 218 subparts A and B only.

Only individuals or organizations who submit timely and specific written comments about the proposed project during an established public comment period are eligible to file an objection. Public comment periods are established by the responsible official and include a request for comments during scoping, the 40 CFR 1506.10 comment period, or other public involvement opportunities where written comments are requested by the responsible official (36 CFR 218.5(a)(3)). Please note that duplicates of comments submitted during the first opportunity for public comment, published on May 26, 2016, do not need to be resubmitted.

The Forest Supervisor (Responsible Official) of the Shoshone National Forest is requesting your written comments during this scoping period. Specific written comments on the proposed project will be accepted for 30 calendar days following publication of a legal notice in the Cody Enterprise (36 CFR 218.25(a)(2)). The publication date in the Cody Enterprise is the exclusive means for calculating the comment period. Regulations prohibit extending the comment period.

Comments submitted by individuals or organizations must have evidence of timely submission, as defined by 36 CFR 218.25(a)(4) and meet the following requirements outlined in 36 CFR 218.25(a)(3):

- Name and postal address (an email address is recommended but not required)
- Title of the proposed project or activity
- Specific written comments as defined in 36 CFR 218.2 regarding the proposed project, along with supporting reasons
- Signature or other verification of identity upon request and identification of the individual or entity who wrote the comments. For comments listing multiple entities or multiple individuals, a signature or other means of verification must be provided for the individual authorized to represent each entity and for each

individual in the case of multiple names. A scanned signature or other means of verifying the identity of the individual or entity representative may be used for electronically-submitted comments.

- Individual members of an entity must submit their own comments to establish personal eligibility; comments received on behalf of an entity are considered as those of the entity only.

Send your written comments to the responsible official for this project: Acting Forest Supervisor, 808 Meadow Lane Avenue, Cody, WY 82414 or fax: 307-578-5112. You may also hand deliver your comments to the above address or any of the Ranger Districts during normal business hours, 8:00 a.m. to 4:30 p.m., Monday through Friday, excluding federal holidays. Electronic comments may be sent to [travel\\_management\\_comments@fs.fed.us](mailto:travel_management_comments@fs.fed.us) in an email message, or attached in portable document format (.pdf) or Word (.docx) format.

Comments received, including names and addresses of those who comment, will be part of the public record. The information will be available for public inspection and will be released if requested under the Freedom of Information Act. Comments submitted anonymously will be accepted and considered; however, the Forest will not be able to send subsequent environmental documents to anonymous commenters.

**This scoping document is available on the Forest website at**

**<https://www.fs.usda.gov/project/?project=48573>.**

**Additional details concerning the planning of this project (i.e., maps, meeting dates, and project timeline, and Travel Management Rule) are available at**

**<https://www.fs.usda.gov/detail/shoshone/home/?cid=stelprd3846526>.**

## Appendix A: Site-specific Changes of the Proposed Action

**Table A1. Proposed Changes to Motorized Travel on the North Zone (Clarks Fork, Wapiti, and Greybull Ranger Districts)**

Location	Proposal	Change Type	Rationale for Change*
Line Creek	NZ-01	Motorized Trail, 64 inches	Provides effective connector; opportunities for youth; low-moderate resource concerns
Morrison Jeep Trail	NZ-03	Gate, move uphill	Popular motorized recreation area; Provides shoulder season motorized opportunities; low resource concerns
Sweetwater	NZ-07	Closure, Convert Road to MT 64 inches	Modified from original proposal: bridge would be closed to full size vehicles, would be converted from road to 64 inch motorized trail to second crossing, and road would be closed above second crossing.
Timber Creek to Dick Lakes with Gwinn Fork	NZ-12	Motorized Trail, Road	Timber Creek to Dick Creek Lakes portion would displace current non-motorized users; motorized route not feasible in areas. Add Gwinn Fork old road back to the system. There is high recreation value on existing ML 1 road having low resource concerns with seasonal restriction. Adds 1.15 miles.
Gooseberry to Cottonwood	NZ-15	Motorized Trail, Road	Lower portion not feasible due to terrain; displaces non-motorized users; upper loop at Twin Lakes added; provides small, approximately, 2 mile loop. Adds 1.27 miles ML 2 road.
Beem Gulch	NZ-19	Seasonal Use Restriction	Added to comply with Forest Plan; adds a seasonal restriction. 2.78 miles.
Line Creek	NZ-20	Closure	Low benefit to closing roads; forecloses on opportunity NZ-1. Modified proposal is to close one redundant route. Close FSR 123.1B (1.48 miles)
Wood River	NZ-27	Road with restricted camping	No known resource concerns; increased ability to enforce compliance. Adds 0.09 miles.
Blackjack, Dick Creek	NZ-28	Closure	Modified proposal, road is closed due to sluffing, leave closed.

Location	Proposal	Change Type	Rationale for Change*
Upper Sunlight	NZ-29	Closure	Modified to close beyond upper vista point above Silver Tip Basin. Very popular motorized recreation area.
Little Rock Creek	NZ-30	Seasonal Use Restriction	Add seasonal restriction to be consistent with Forest Plan. Gate at bridge and 2.64 miles would be seasonally restricted.
Rattlesnake	NZ-34	Road	Provides management access at cow camp; small loop; low resource concerns. Adds 0.24 miles.
Fantan Lake Dispersed Spur	NZ-36	Road with restricted camping	No known resource concerns; increased ability to enforce compliance. Adds 0.09 miles.
Crandall Creek West Dispersed Spur	NZ-37	Road with restricted camping	No known resource concerns; increased ability to enforce compliance. Adds 0.16 miles.
Antelope Bench Dispersed Spur	NZ-38	Road with restricted camping	No known resource concerns; increased ability to enforce compliance. Adds 0.09 miles.
Paint Creek Dispersed Spur	NZ-39	Road with restricted camping	No known resource concerns; increased ability to enforce compliance. Adds 0.07 miles.
Carter Mountain Dispersed Spur	NZ-40	Road with restricted camping	No known resource concerns; increased ability to enforce compliance. Adds 0.13 miles.
Dry Fork Paint Creek	NZ-41	Seasonal Use Restriction	Soil and watershed resource protection concerns. 5.55 miles would become seasonally restricted.
Corral Creek	NZ-42	Seasonal Use Restriction	Soil and watershed resource protection concerns. 4.33 miles to seasonal restriction.

Location	Proposal	Change Type	Rationale for Change*
Phelps Mountain	NZ-43	Seasonal Use Restriction	Soil and watershed resource protection concerns. 10.52 seasonal restricted on forest, may gate below forest boundary on state land.
South Fork, Eikster Lake	NZ-45a	New Motorized Trail, 64 inch	New. Would add motorized trail loop; main access segment. 2.26 new miles.
South Fork, Eikster Lake	NZ-45b	New Motorized Trail, 64 inch	New, add looping motorized trail, lower loop connector. Need ID team evaluation. 1.40 miles.
Sulphur Creek	NZ-46	Closure	Similar to NZ-23 but closing road below private (to allow access) and decommission above private. 0.32 miles closed.
Elk Fork	NZ-47	Road - improved alignment	Hillside slumped; need new alignment to keep road open any further.
Sunlight Basin	NZ-49	Road	Access road over 300 feet to private land. It has been in existence for a long time. 0.11 new miles.
North Zone Ranger Districts	NZ-51	Closure	Roads identified in Travel Analysis Report to be closed.

**\*Some proposals were modified from the original proposal submitted by the public. These are indicated by the word “modified.”**

**Table A2. North Zone Seasonal Restriction Date Adjustments**

Road Name	Road	Previous Open Dates	New Open Dates	Restriction
Bald Ridge system	100	5/1-12/31	5/1-12/31	Watershed, Wildlife
Dead Indian Gulch	100.2A	5/1-12/31	5/1-12/31	Wildlife
Upper Sunlight, Sulphur Creek	101, 108	3/31-7/16, 9/30-12/1	7/1-3/31	Watershed, Wildlife
Riddle Flat	101.1B	5/1-12/19	5/1-12/31	Wildlife
Pat O'Hara	102		6/1-3/31	Watershed
Henry's Mill	103.2C	7/1-12/31	7/1-12/31	Watershed
Beem Gulch	105		5/1-12/31	Watershed, Wildlife
Antelope Butte	110	5/1-12/16	5/1-12/31	Roads, Wildlife
Russell Creek	111	5/1-12/15	7/1-12/31	Roads, Wildlife
Camp Creek	114, 115	7/16-12/15	7/1-12/31	Roads, Wildlife
Morrison Jeep Trail (upper)	120	7/16-12/1	7/16-11/31	Watershed
Little Rock Creek	121, 121.1B		5/1-12/31	Wildlife
Clay Butte	142	7/1 -12/1	7/1-11/30	Watershed
Beartooth Lake	146	5/21-12/1	6/1-11/31	Beartooth Highway
Island Lake	148	5/21-12/1	6/1-11/30	Watershed
Sawtooth/Fantan system	149	7/16-12/1	7/16-11/30	Watershed
Sunlight WMA system		5/1-12/15	5/1-12/15	Watershed, Wildlife

Road Name	Road	Previous Open Dates	New Open Dates	Restriction
Way West area	296.1A	5/1-12/17	5/1-12/31	Wildlife
Sunlight Picnic Access	296.3A	5/1-12/18	5/1-12/31	Wildlife
Rattlesnake Mountain system	401	6/1-11/30 (all), 12/1-5/31 (OHV)	6/1-12/31	Watershed, Wildlife
Elk Fork	424	5/1-12/31	6/16-12/31	Watershed, Wildlife
Sweetwater	435	5/1-12/32	6/16-12/31	Watershed, Wildlife
Blackwater	435	7/1-11/30	6/16-12/31	Watershed, Wildlife
Carter Mountain (boundary to Marquette gate)	474	5/16-12/31	5/16-3/31	Watershed
Carter Mountain (Marquette gate to private)	474.2C	7/1-10/14 (all), 10/15-11/14 (OHV)	7/1-12/31	Watershed
Carter Mountain (state section access)	474.2F	5/16-12/31	5/16-3/31	Watershed
Belknap system	474.2A & spurs	6/16-12/31	7/1-12/31	Watershed, Wildlife
Corral Creek	483		6/16-12/31	Watershed, Wildlife
South Fork Wood River & Brown Creek	201.1C, 201.1A	5/1-11/30	5/1-11/30	Watershed
Timber Creek to Dick Creek system	202, 203, spurs	5/1-12/31	5/1-12/31	Watershed, Wildlife
Phelps Mountain	207		7/1-12/31	Watershed, Wildlife

Road Name	Road	Previous Open Dates	New Open Dates	Restriction
Pickett Creek, North Pickett Creek	209	5/1-12/31	1/1-1/31, 5/1-12/31	Watershed, Wildlife
Carter (Meeteetse Creek access)	210	6/16-11/14	6/16-11/14	Watershed

**Table A3. Proposed Changes to Motorized Travel on the Wind River Ranger District**

Vicinity	Proposal	Change Type	Rationale for Change
Warm Springs Mountain	WR-07	Motorized Trail	Provides a large effective loop, provides legal access to an area currently without it
Bachelor Creek	WR-11	Motorized Trail	Provides a large effective loop, connects FSR 554 to MT 14, crosses small portion of roadless
Long Creek	WR-12	Motorized Trail	Provides an expanded loop, follows an existing road template
Warm Springs Mountain	WR-13	Motorized Trail	Provides a large effective loop, provides legal access to an area currently without it
Long Creek	WR-14	Motorized Trail	Provides an expanded loop with very minor amounts of construction.
Upper Wind River	WR-15	Closure	Road was for access to utility lines but lines are no longer there. Dead-end access with no dispersed camping sites present.
Long Creek	WR-16	Closure	Duplicate road
Warm Springs Mountain	WR-18	Closure	No known resource issues

Vicinity	Proposal	Change Type	Rationale for Change
Bald Mountain	WR-19	Closure	No known resource issues
Union Pass	WR-20	Closure	Dead-end route. No dispersed sites along this stretch. Will offset the mileage of WR-11.
Union Pass Road	WR-23	Motorized Trail	Provides access to good dispersed campsites along an existing road template.
Little Warm Springs	WR-24	Road	Access to POW camp interpretation project
Burroughs Creek	WR-25	Seasonal Use Restriction	Closure dates will provide protection for the native road surface during the wet spring months.
Bear Creek	WR-26	Motorized Trail to 64 inches	Current impacts to riparian and wetland areas, moving to lighter vehicles expected to reduce those impacts
Long Creek	WR-27	Motorized Trail	Provides a large effective loop; follows existing road template for large portion of route
Long Creek	WR-27a	Closure	With WR-27, no need for this short dead-end route
Long Creek	WR-29	Seasonal Use Restriction	Closure dates will provide protection for the native road surface during the wet spring months.
West Fork Long Creek	WR-40	Closure	Modified the proposal to close the portion of FSR 549 north of FSR 549.1C to eliminate some dead end routes and replace them with new loops
West Fork Long Creek	WR-43	Closure	Modified the proposal to close the portion of FSR 548 north of FSR 549 to eliminate some dead end routes and replace them with new loops
Spruce Cr	WR-55	Closure	Modified the proposal to close that portion of the route within the roadless area. Dead-end route. This will offset the mileage of WR-11.
Grandy Reservoir	WR-63	Road	Already an existing road template with no known resource issues

Vicinity	Proposal	Change Type	Rationale for Change
East Fork TH	WR-66	Road	Dispersed camp site access (0.16 miles)
East Fork TH	WR-67	Road	Dispersed camp site access (0.11 miles)
East Fork	WR-68	Road	Dispersed camp site access (0.05 miles)
Alkali Basin	WR-69	Road	Dispersed camp site access (0.09 miles)
Wayne's Creek	WR-70	Road	Dispersed camp site access (0.11 miles)
Bear Basin	WR-71	Road	Dispersed camp site access (0.37 miles)
Charlie Creek	WR-72	Road	Dispersed camp site access (0.12 miles)
Double Cabin	WR-73	Road	Dispersed camp site access (0.12 miles)
Warm Springs	WR-74	Road	Dispersed camp site access (0.09 miles)
Union Pass	WR-75	Road	Dispersed camp site access (0.06 miles)
Union Pass	WR-76	Road	Dispersed camp site access (0.10 miles)
Moon Lake	WR-78	Motorized Trail	New motorized trail reroute around riparian (1.79 miles), if constructed would close old section of MT 14 (1.91 miles)
Moccasin Basin	WR-79	Road	Dispersed camp site access (0.12 miles)
Warm Springs	WR-80	Road	Existing road identified as needed in the TAR (0.23 miles)
Warm Springs	WR-81	Road	Dispersed campsite access (0.31 miles)
Little Horse Cr	WR-83	Roads to MT, Open to All	System roads converted to all motorized use types and Motorized Trails (20.26 miles)
Pelham Lake	WR-84	Road	New open road (0.29 miles)
District Wide	WR-85	Road	4 roads identified by TAR, to be open for public use (2.89 miles)

Vicinity	Proposal	Change Type	Rationale for Change
District Wide	WR-87	Road	Five roads identified in the Travel Analysis Report to be closed (1.84 miles)
Camp Cr, MT11	WR-88	Convert Road to MT, 64 inches	Convert FSR 632 to Motorized Trail (extend to MT11); 0.16 miles converted.
District Wide	WR-90	Motorized Trail to 64 inches	Widen existing motorized trails to 64 inches (MT10, MT11, MT12, MT13, MT15)

**Table A4. Proposed Changes to Motorized Travel on the Washakie Ranger District**

Vicinity	Proposal Number	Change Type	Rationale
Willow Creek	WK-06	Road	Short segment adding to MVUM; hard to close (0.19 miles).
Willow Creek	WK-07	Road	Short segment adding to MVUM; hard to close (0.28 miles).
Freak Mountain	WK-10	Seasonal Use Restriction	Existing defacto seasonal restriction (52.7 miles).
Indian Ridge	WK-11	Motorized Trail	Conversion of FSR 352 to motorized trail;. will be addressed in alternatives
Shoshone Basin	WK-19	Closure	Modified proposal, close portion MT01 where WK-27 bypasses (3.23 miles).
Blue Ridge Road	WK-23	Seasonal Use Restriction	All existing road defacto seasonal restriction.
Pete's Lake	WK-26	Motorized Trail	Loop opportunity (1.54 miles).
Pete Lake to mid MT01	WK-27	Motorized Trail	New route around Pete's Lake joining MT-01 south of Shoshone Lake (3.39 miles).
Pass Creek	WK-30	Motorized Trail	Loop opportunity (1.81 miles).
South Pass	WK-32	Road	Dispersed camp site access (0.05 miles).

Vicinity	Proposal Number	Change Type	Rationale
South Pass	WK-33	Road	Dispersed camp site access (0.10 miles).
Willow Creek	WK-34	Road	Dispersed camp site access (0.26 miles).
District Wide	WK-35	Road	5 roads identified by TAR, to be open for public use (1.57 miles).
District Wide	WK-37	Close road	Roads identified by TAR to be closed.
District Wide	WK-40	Convert roads to all use types	System roads converted to all motorized use types and Motorized Trails (116.30 miles).

**Table A5. Proposed Changes to Motorized Travel, Forest and District-wide**

Location	Proposal	Change Type	Rationale for Change
Forestwide	SHO-02w	Development of two over snow travel seasons for lower elevation (Dec. 1 to March 30) and higher elevation (Nov. 15 to April 30)	Forest determined there was a need to address some concerns with motorized use during times of low snow depth. Considered neighboring Forest's direction. Modified proposal by changing dates and developing two zones.
Wind River	WR-11w	Width restriction on groomed snowmobile trails.	The narrow character of many of the groomed snowmobile trails does not leave enough room for larger tracked vehicles to safely share the trails with snowmobiles. Proposal was modified to cover whole forest.