Final Report
For
Salmon-Challis National Forest - Travel Analysis Process

Salmon-Challis National Forest

August 2015

Prepared by: _____ Date: 15 AUG 2015
Jeffrey J. Hunteman
NEPA Planner

Prepared by: _____ Date: 8/15/15
Michael Helm
GIS Analyst

Prepared by: _____ Date: 8/17/15
Pete Schuldt
Civil Engineer Technician

Recommended by: _____ Date: 8/19/15
Charles A. Mark
Forest Supervisor

Introduction

The Travel Analysis Process (TAP) is intended to identify opportunities for the national forest transportation system to meet current or future management objectives. The TAP examines key issues related to the portion of the forest transportation system under analysis, and provides information that allows integration of ecological, social, and economic concerns into future decisions, management options, and priorities. The USDA Forest Service is striving to find the appropriate balance between the benefits of access to the national forests and the costs of road-associated adverse effects.

The outcome of the TAP is a set of recommendations for the forest transportation system; it neither produces decisions nor allocates NFS lands for specific purposes. A thorough TAP supports subsequent National Environmental Policy Act (NEPA) processes, allowing individual projects to be more site-specific and focused, while still addressing cumulative impacts.

Direction for the TAP comes from Forest Service Handbook 7709.55 Chapter 20 Travel Analysis. This handbook direction was amended in January 2009. This analysis follows this direction and uses the six step process identified. The analysis area for this TAP is FS lands contained solely within the Salmon-Challis National Forest, excluding the Frank Church River of No Return Wilderness (FCRONR).

This Forest-wide TAP report will identify a potential minimum road system, identify and make recommendations, and inform future projects on the Salmon-Challis National Forest. These Travel Analysis Process results will be used to inform future analyses, decisions, and specific actions on the Salmon-Challis National Forest.

Step 1 – Setting up the Analysis

1.1 Interdisciplinary Team

The Interdisciplinary Team (ID Team) assigned to complete this analysis, and their roles, consists of the following personnel:

Jennifer Brady – Project Leader/Engineering
Jeff Hunteman – Project Leader/Planner
Mike Helm – GIS
Pete Schuldt – Engineering
David Deschaine – Hydrology/Watershed
Glenwood Brittain – Minerals
Trish Callaghan – Recreation
Todd Baumer – Fire
Amy Baumer – Public Information
Tim Canaday – Archaeology
Lynn Bennett – Timber/Fuels
Faith Ryan – Range
Gail Baer – Lands Special Uses
Mary Hammer- Fisheries/ Wildlife

1.2 Data Needs

To assess the Forest transportation system the team used GIS analysis with existing GIS data and transportation layers, existing information, local knowledge, and professional judgment. Key sources of information include:

- The Forest transportation database within Salmon-Challis National Forest SDE geodatabase at the Enterprise Data Center.
- The Forest transportation management system database (INFRA), which includes road and trail information.
- Natural Resource Manager (NRM) WILDLIFE database
- 1988 Salmon National Forest Land and Resource Management Plan as amended.
- 1987 Challis National Forest Land and Resource Management Plan as amended.
- Other resource specific GIS data compiled and maintained in the Salmon-Challis National Forest SDE geodatabase.
- Professional knowledge and experience of Forest and District personnel.
- Available digital imagery.

The team utilized ArcMap GIS as a principal analysis tool. ArcMap enabled analysis and displayed important spatial relationships, such as the road densities and the overall spatial arrangement of existing roads and trails.

Terminology

Roads known as system or classified roads are referred to as National Forest System (NFS) roads. Roads known as non-system roads are referred to as unauthorized routes. Most of the following terms relevant to this TAP were recently amended in the Forest Service Manual under FSM 7700-Travel Management, 7705-Definitions (WO Amendment 7700-2009-1, effective 1/8/2009). The following terms are used throughout this document and are clarified below:

Forest road: A road wholly or partially within or adjacent to, and serving the NFS that the Forest Service determines is necessary for the protection, administration, and utilization of the NFS and the use and development of its resources (WO Amendment 7700-2009-1, 36 CFR 212.1).

This includes Forest Service jurisdiction roads and roads under the jurisdiction of a public road authority such as a county or state. This also includes roads that are not designated for public motorized use but are part of the Forest Transportation System (such as private roads within the NF boundary). Only Forest Roads are to be included in the Forest Transportation Atlas which is simply a display of the system of roads, trails, and airfields of an administrative unit (INFRA).

National Forest System (NFS) road: A forest road that is part of the Forest Transportation System. Excludes roads or trails which under the jurisdiction of a public road authority such as a county or state (36 CFR 212.1).

Unauthorized road or trail: A road or trail that is not a Forest road or trail, or a temporary road or trail, and that is not included in a Forest Transportation Atlas (WO Amendment 7700-2009-1, 36 CFR 212.1). These roads and trails are on National Forest System land, and are not managed as part of the SCNF transportation system, such as unplanned roads, abandoned travel ways, and off-road vehicle tracks that have not been designated and managed as trails. Unauthorized roads and trails also include those that were once under permit (i.e. Special Use Permit) or other authorization (i.e. mining Plan of Operations) and were not decommissioned upon the termination of the authorization (36 CFR 212.1). In the past, the SCNF referred to these roads as Unauthorized, user created or Non-system roads or trails.

Temporary road: A road necessary for emergency operations or authorized by contract, permit, lease, or other written authorization that is not a Forest road or trail and that is not included in a Forest Transportation Atlas.

This can either be a road constructed for an activity or an existing unauthorized road that is used and/or improved for an activity. Temporary roads are to be decommissioned when they are no longer needed for the activity that authorized them.

Arterial Road: A NFS road that provides service to large land areas and usually connects with other arterial roads or public highways (WO Amendment 7700-2009-1, 36 CFR 212.1).

Collector Road: A NFS road that serves smaller areas than an arterial road and that usually connects arterial roads to local roads or terminal facilities (WO Amendment 7700-2009-1, 36 CFR 212.1).

Closure: A road or trail is closed to motorized vehicles by signing, gating, and/or blocking access to effectively prevent use by undesignated vehicles. Roads and trails can be closed to full sized vehicles and still allow ATVs or motorcycles if authorized.

Road Decommissioning: Activities that result in restoration of unneeded roads to a more natural state (FSM 7734).

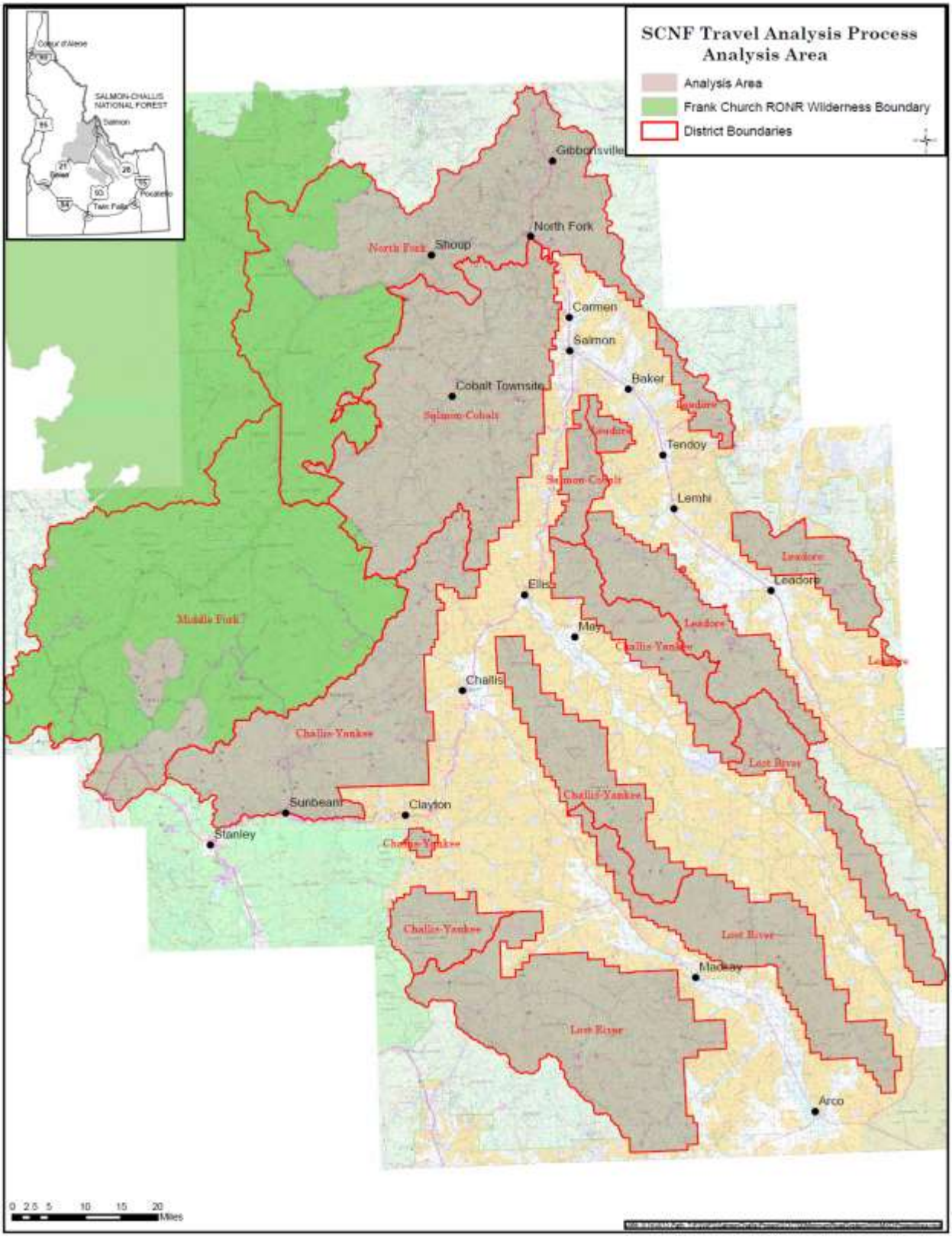
1.3 Scope of the Analysis

The scope of this analysis is existing national forest system roads on the SCNF outside of the Frank Church River of No Return Wilderness.

1.4 Scale of the Analysis

The scale of this analysis is at the Forest level. The entire Salmon-Challis National Forest, excluding Wilderness, was analyzed for this TAP. **Map 1** displays the analysis area.

Map 1: Analysis Area Overview



Step 2 – Describing the Situation

The Salmon-Challis National Forest (SCNF) lies in central Idaho with a diverse landscape. The SCNF encompasses 3.1 million non-wilderness acres in central Idaho within Custer, Lemhi, and Butte Counties and is comprised of six Ranger Districts: Challis-Yankee Fork, Middle Fork, Lost River, Leadore, Salmon-Cobalt, and North Fork. The SCNF shares boundaries with the Boise, Sawtooth, Bitterroot, Payette, Beaverhead-Deerlodge, and Caribou-Targhee National Forests, Bureau of Land Management (BLM), State of Idaho, and private lands. Roughly 1.3 million acres of the SCNF fall within the Frank Church River of No Return Wilderness. Approximately 2.3 million acres or 73% of the SCNF is classified as an Idaho Roadless Area. **Table 1** summarizes the SCNF road system as analyzed in the TAP process.

Table 1. Summary of existing NFS, Forest, and Private Road System

MAINTENANCE LEVEL	Miles
1 - BASIC CUSTODIAL CARE (CLOSED)	1,178
2 - HIGH CLEARANCE VEHICLES	2,127
3 - SUITABLE FOR PASSENGER CARS	356
4 - MODERATE DEGREE OF USER COMFORT	42
5 - HIGH DEGREE OF USER COMFORT	1
OTHER*	116
Total	**3,820**

** OTHER - This includes roads where the Forest lacks jurisdiction such as County or private roads. These roads are contained within the National Forest Administrative boundary or are needed for administrative access to the National Forest System lands and are tracked in the INFRA data base.*

Elevations on the SCNF range from 12,668 feet on Mount Borah to about 2,857 feet on the Salmon River. The overall emphasis of the Forest Plans is varied and ranges from commodity production of goods such as timber and range to wilderness where natural process manage the landscape. The SCNF supervisor's office is located in the city of Salmon, located in Lemhi County, and lies 130 miles south of Missoula Montana on Highway 93. At an elevation of 4,200 feet, it occupies the valley floor along the Salmon River with stunning mountains as the back drop.

National Forest System Road Maintenance

The Forest Service assigns operational and objective maintenance levels to all roads managed as part of the forest road system. The maintenance levels range from Level 1- *closed for periods greater than a year* to Level 5 which emphasizes free flowing traffic and high comfort levels. Public traffic may be allowed on maintenance levels 2-5 with level 1 roads reserved for intermittent administrative use associated with management treatments or forest protection. These maintenance levels indicate general maintenance guidance for the various classes of roads along with implied maintenance frequencies. In

general, roads with an assigned maintenance level of 3, 4 or 5 are maintained for low clearance passenger cars and will require more frequent maintenance than level 2 roads which are maintained for high clearance vehicles such as pickups and SUV's.

The SCNF TAP area contains approximately 3,703 miles of NFS roads. See **Table 1** for miles of road by Maintenance Levels.

- Maintenance Level 1 roads are closed to traffic and require minimal annual maintenance and no deferred maintenance.
- Maintenance Level 2 roads are considered passable by high clearance vehicles. They are typically scheduled for maintenance on an approximate 3 to 5 year cycle. The emphasis for design and maintenance on Level 2 roads is to minimize future maintenance needs by outsloping roads, installing armored dips, and spot armoring the road surface with coarse aggregate where needed. The estimated cost for annual maintenance for a Level 2 road averages $200 per year per mile. These costs vary widely on individual roads depending on the location, landform, gradient, and other factors.
- Maintenance Level 3 roads are maintained for passenger car travel. They are typically single lane roads with turnouts. Level 3 roads are often crowned with an inside ditch with cross drains, and receive maintenance yearly. Smoothness and ride have low emphasis but low clearance vehicles should not be hindered by surface irregularities. The estimated cost for annual maintenance for a Level 3 road is an average of $625 per year per mile.
- Maintenance Level 4 roads are maintained for passenger car travel. They are typically double lane roads and often have crushed aggregate surface. Level 4 roads are usually crowned with an inside ditch and cross drains, and receive semi-annual maintenance. Smoothness and ride have moderate emphasis and should remain fair to good throughout the use period. The estimated cost of annual maintenance for a Level 4 road is an average of $1,686 per mile.
- Maintenance Level 5 roads are maintained for passenger car travel. They are typically double lane roads and often have crushed aggregate or paved surface. Level 5 roads are usually crowned with an inside ditch and cross drains, and receive maintenance up to 3 times per year. The overall emphasis is on user comfort. The estimated cost of annual maintenance for a Level 5 road is an average of $2,529 per mile.

The cost by maintenance level is summarized in **Table 2** for the 2,526 miles of maintenance level 2-5 Forest Service System maintained roads in the SCNF TAP area. This number does not include the cost of maintenance items such as bridge and culvert replacement, asphalt replacement and storm damage.

Table 2. Annual Road Maintenance Costs

Operational Maintenance Level	Miles	Annual Maintenance Cost ($/mile)	Annual Cost
2	2,127	200	$425,400
3	356	625	$222,500
4	42	1,686	$70,800
5	1	2,529	$2,500
Totals	2,526		$721,200

**Table does not include ML-1 roads that do have low annual costs*

Funding of road maintenance activities comes from a variety of sources. The Forest annual road maintenance budget (CMRD) is one of the main sources of funding. Timber sales provide road maintenance by maintaining and improving roads that timber is hauled on, but there is little timber sale activity in this analysis area. Dust abatement on the Salmon River Road and the access roads to the Boundary Creek Launch Site in support of the river recreation program, is funded with fee collections from outfitters, guides and rafters. Most of these sources have been unstable in the recent past. The reduction in the Forest's road maintenance budget has resulted in reduced road maintenance in the analysis area. However, it should be noted that most public agencies including county, state, and Forest Service are rarely fully funded to maintain their road systems. Road maintenance is prioritized based on need and use.

Forest Plan and Travel Management Direction

The SCNF land management is guided by the 1988 Salmon and 1987 Challis National Forest Land and Resource Management Plans (Forest Plans). The Salmon Forest Plan has 18 specific Management Areas (MA) and associated prescriptions described on pages IV-93 thru IV-160 and summarized in Table IV E-1 on pages IV-95 thru 96 of the Salmon Forest Plan. The Salmon Forest Plan also has several additional management prescriptions that apply but are not mapped and indirectly applied to the 18 specific management areas as described on page IV-94 of the Salmon Forest Plan. **Table 3** displays the 18 specific management areas and acres of the SCNF guided by each.

Table 3: Management Areas within the analysis area

MA Number	ACRES
1A	900
2A	141,000
2A-1	119,300
2B	73,700
3A-4A	30,300
3A-5A	78,600
3A-5B	184,100
3A-5C	44,400
4A	83,200
4B-1	53,700

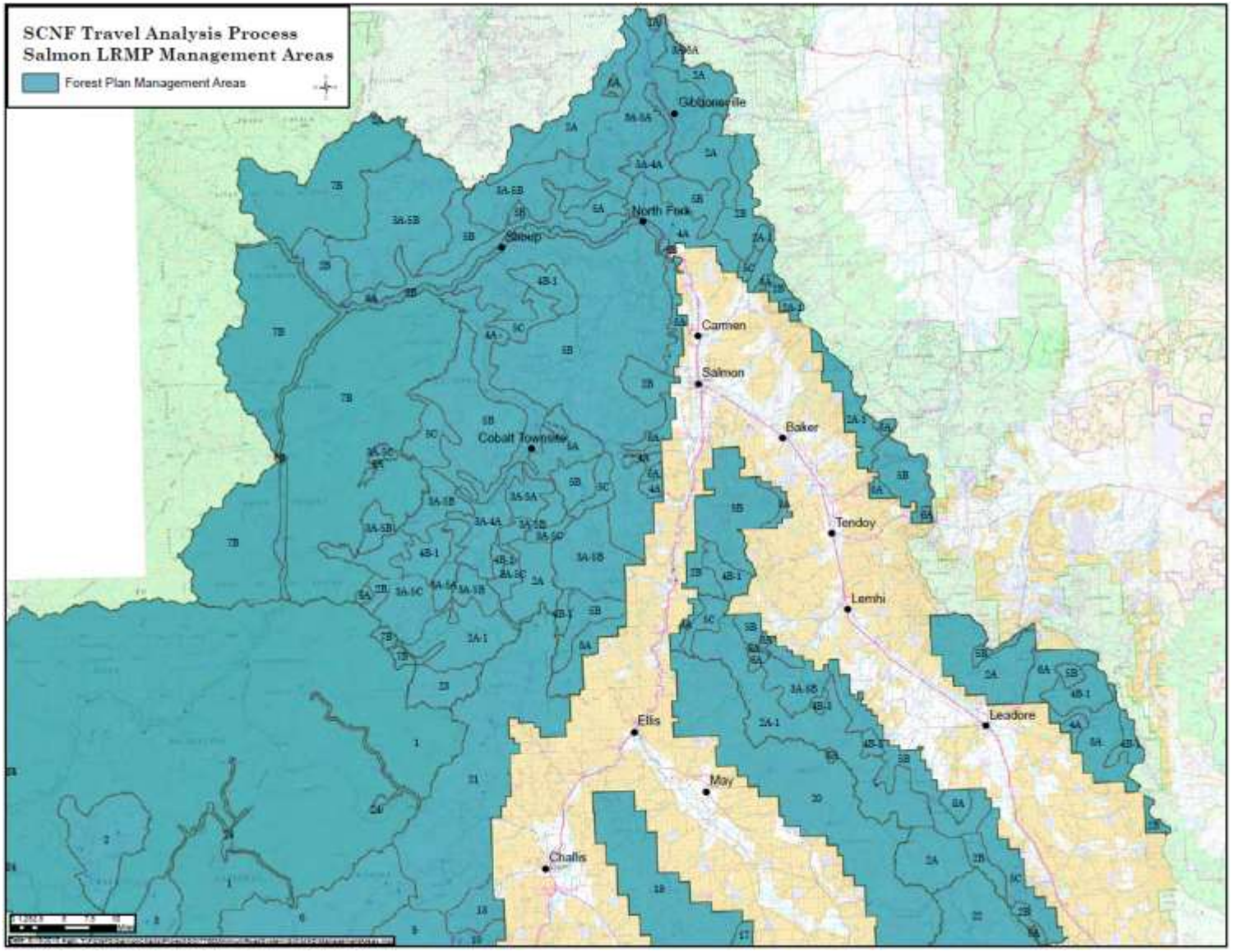
MA Number	ACRES
4B-3	4,000
5A	23,400
5B	384,000
5C	54,600
6A	10,300
6B	30,100
8A	72,700

The Challis Forest Plan has 25 Management Areas (MA) and associated prescriptions described on pages IV-45 thru IV-195. **Table 4** displays the 25 management areas and acres of the SCNF guided by each.

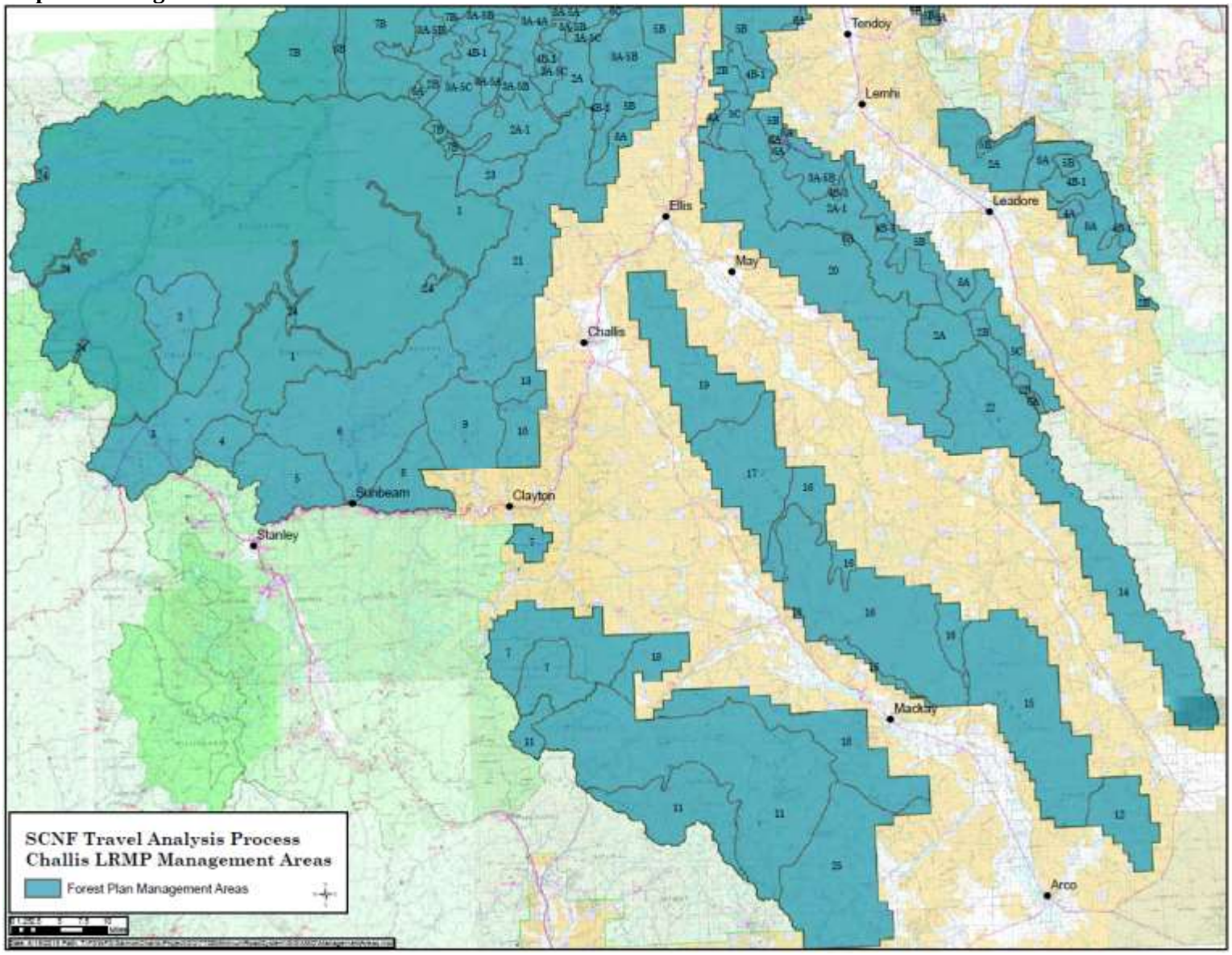
Table 4: Management Areas within the Challis Forest Plan portion of the analysis area

MA Number	ACRES
2	779,700
3	69,000
4	15,000
5	42,300
6	120,000
7	87,600
8	30,200
9	40,800
10	19,600
11	247,900
12	30,100
13	11,500
14	85,700
15	106,800
16	157,900
17	58,500
18	82,700
19	66,300
20	136,100
21	129,900
22	56,200
23	14,800
24	16,100
25	93,000

Map 2a: Management Areas



Map 2b: Management Areas



Step 3 – Identifying Issues

Road Rating Process and Criteria

Specific rating criteria for each category (including both risk and benefit) are described in Appendix A. The environmental and legal risk of each road was analyzed in each of the categories listed below:

- Fisheries and Water Quality
- Erosion Risk
- Stream Crossings
- Wildlife
- Threatened, Endangered, and Sensitive (TES) Plants
- Noxious Weeds
- Heritage Sites
- Research Natural Area
- Roadless
- Legal Road Access

Each road was also analyzed under the following benefit categories:

- Timber
- Fuels
- Fire Suppression Access
- Recreation Access
- Recreation Opportunities
- Minerals
- Range
- Noxious Weeds
- Emergency Access

The IDT identified these key issues with roads in the analysis area to guide the analysis and inform the IDT as to reasonable courses of action for each road.

Fisheries and Water Quality, Erosion Risk, and Stream Crossings

Drainage from the road surface, cut and fill slopes, and drainage ditches with a connection to stream channels have the potential to deliver sediment more readily. Specific erosion problems have been identified on many roads for which no BMPs (Best Management Practices) or ineffective or inadequate BMPs have been applied. These road segments have a high risk of contributing sediment.

Sub watersheds on the SCNF contain three fish species listed as “threatened” under the Endangered Species Act. Chinook salmon, steelhead, and bull trout are ESA listed as threatened. Critical habitat has been designated for all three species.

Forest roads can accelerate erosion and sediment delivery to streams (Gucinski et al. 2001; Trombulak and Frissell 2000; Furniss et al. 1991). The quantity and particle size of sediment delivered from roads to

streams depends on various factors including the distance and buffer potential between the road and stream, road gradient, road surface and drainage characteristics, and the amount of motorized traffic (Gucinski et al. 2001). Sediment yield to streams from roads generally increases in the following situations: when roads are closer to streams and lack riparian buffers (Belt et al. 1992), when road gradient increases (Gucinski et al. 2001; Bilby et al. 1989), when motorized use, including ATVs, increases (Dexter et al. 2008; Bilby et al. 1989; Reid and Dunne 1984), and when roads receive less maintenance and have unimproved surfaces resulting in rutting (Burroughs and King 1989; Bilby et al. 1989). Several studies document fish habitat or fish density changes associated with road density.

Salmonid survival and production are reduced as fine sediment increases, producing multiple negative impacts on salmonids at several stages. Increases in fine sediment entombs incubating eggs in redds, reduces egg survival by reducing oxygen flow, alters the food web, reduces pool volumes for adult and juvenile salmonids, and reduces the availability of rearing space for juveniles, rendering them more susceptible to predation (Bjornn et al. 1977; Suttle et al. 2004). Forest roads can also impact fish and fish habitat in the following ways:

- Altering channel morphology by constricting floodplains and intercepting and routing subsurface flow.
- Reducing riparian vegetation that provides stream shade.
- Intercepting and reducing recruitment of woody debris material into the stream channel (Gucinski et al. 2001; Trombulak and Frissell 2000; Furniss et al. 1991).
- Blocking movement of fish and other aquatic organisms at road stream crossings with inadequate culverts or other structures (Gucinski et al. 2001; Trombulak and Frissell 2000; Furniss et al. 1991).

Wildlife

Effects of roads on wildlife populations occur along three lines: direct effects, such as habitat loss and fragmentation; road use effects, such as vehicular collisions or complete avoidance; and additional facilitation effects, such as disturbance during biologically significant time periods, which can increase with road access.

Effects on vertebrates in relation to roads are summarized as follows:

- Road construction converts areas of habitat to non-habitat (Forman 2000, Hann and others 1997, Reed and others 1996); the resulting motorized traffic facilitates the spread of exotic plants and animals, further reducing quality of habitat for native flora and fauna (Bennett 1991, Hann and others 1997).
- Roads also create habitat edge (Mader 1984, Reed and others 1996); increased edge changes habitat in favor of species that use edges, and to the detriment of species that avoid edges or experience increased mortality near or along edges (Marcot and others 1994).
- Species dependent on large trees, snags, or logs, particularly cavity-using birds and mammals, are vulnerable to increased harvest of these structures along roads (Hann and others 1997). Motorized access facilitates firewood cutting, as well as commercial harvest, of these structures.
- Several large mammals are vulnerable to poaching, such as elk, bighorn sheep, wolf, and bear (Autenrieth 1978, Bruns, 1977, Chadwick 1973, Dood and others 1986, Greer 1985, Gullison and Hardner 1993, Horejsi 1989, Knight and others 1988, Lloyd and Fleck 1977, Luce and Cundy

1994, Mattson 1990, McLellan 1990, McLellan and Shackleton 1988, Mech 1970, Scott and Servheen 1985, Singer 1978,Thiel 1993, Van Ballenberghe and others 1975, Yoakum 1978).

- Carnivorous mammals such as marten (*Martes americana*), fisher (*M. pennanti*), lynx (*Lynxcanadensis*), and wolverine (*Gulo luscus*) are vulnerable to overtrapping (Bailey and others 1986, Banci 1994, Coulter 1966, Fortin and Cantin 1994, Hodgman and others 1994).
- Many species are sensitive to harassment or human presence, which often are facilitated by road access; potential reductions in productivity, increases in energy expenditures, or displacements in population distribution or habitat use can occur (Bennett 1991, Mader 1984). Examples of such road-associated effects are elk avoidance of large areas near roads open to traffic (Lyon 1983, Rowland and others 2000), with elk avoidance increasing with increasing rate of traffic (Wisdom and others 2000, Johnson and others 2000).

These multi-variable effects have strong management implications for landscapes characterized by moderate to high densities of roads. In such landscapes, habitats are likely underused by many species that are negatively affected by road-associated factors. The many factors associated with roads suggest that mitigating such effects succeeds best at large scales, when focused on multiple species, and when based on a combination of aggressive road obliteration and protection of roadless areas (Trombulak and Frissell 2000).

TES Plants

Interest in the conservation of rare plant species has increased greatly since the passage of the Endangered Species Act in 1973. Many federal land management agencies such as the US Forest Service (USFS) and Bureau of Land Management (BLM), have adopted policies to ensure the continued survival of officially designated US Fish and Wildlife Service (USFWS) Endangered, Threatened, and candidate plant species. The USFS has also established an official sensitive species program to document plants of special management concern and to prevent the need for listing.

The access that roads provide and the development that can occur along roads could increase the risk of trampling and collecting of plant species. Roads also dissect and/or occupy habitat for plant species. Weed invasion into occupied sites and habitat could also be a problem because the SCNF is generally highly susceptible to weed invasion in many areas of the Forest.

Noxious Weeds

Some plant species, such as early succession species and non-native introductions, utilize the mineral soils and disturbed areas created by road construction and maintenance to become established. There is a positive correlation between the presence of roads and invasive species in susceptible areas, as roads are often the main corridors for weed dispersion. Roads provide a seed bed as weeds detach from vehicle frames and tires. With increased road use, invasive/noxious weed spread increases incrementally due to increased opportunity of weeds to become established.

Heritage Sites

Cultural themes across the SCNF are robust and include Ancestral Native American, Settlement, Transportation, Ranching, Timber, Recreation, CCC, Chinese Heritage and Forest Service Administration. Portions of the SCNF were used by ancestors of the Nez Perce and Shoshone-Bannock

for hunting, fishing, gathering, trading, camping at hot springs and conducting sacred ceremonies. The Salmon River is traditional salmon and steelhead fishing ground.

Roads play an interesting role in our management of cultural resources as they not only access significant sites, but are themselves of historical interest. For example, wagon roads brought miners to mining areas.

Roads also provide access to cultural sites that can have unintended consequences. Travel off of designated routes as provided for in the Motor Vehicle Use Map could disturb sites if vehicles travel on them or dispersed camping is located on sites. Road access can also provide access for individuals that collect artifacts illegally.

Research Natural Areas (RNA), Proposed Wilderness, and Idaho Roadless Areas (IRA)
The SCNF has a considerable amount of land administered as RNA or IRA, including the IRAs that where proposed wilderness is recommended.

The identification and establishment of a national network or RNAs is Congressionally mandated in the National Forest Management Act (36 CFR Sec. 219.25; 36 CFR 251.23) and states, "Forest planning shall provide for the establishment of RNAs. Planning shall make provision for the identification of examples of important forest, shrubland, grassland, alpine, aquatic, and geologic types that have special and unique characteristics of scientific interest and importance...and that are needed to complete the National network of RNAs."

Idaho Roadless Rule designated areas of the SCNF to a variety of themes (36 CFR 294). Roadless themes describe a management prescription under which that portion of the IRA will be managed, including wild land recreation that provides the framework for proposed wilderness. Idaho Roadless does limit the amount road construction and reconstruction that can take place by theme. However, existing roads in IRA can be managed and future decisions are made during applicable travel management processes.

While roads may occur in many of these areas, disturbance can be attributed to roads. One of the primary concerns of roads is the disturbance to solitude in areas adjacent to the travel way. Similar to other resources, roads can also provide access that contributes to the inadvertent impacts of roadless character and important forest, shrubland, grassland, alpine, aquatic, and geologic types within RNAs.

Legal Road Access
Many roads on the SCNF cross properties not administered by the Forest Service Proper easement across other ownerships is necessary to conduct administrative activities and provide public access to SCNF administered lands. Roads that do not have easement for access can pose a risk for inadvertent trespass of private individuals and those engaged in the administration for the Forest.

Timber and Fuels
The ability to access areas of the SCNF for administrative purposes is essential to provide for proper management of the Forest in a reasonably effective manner.

Using a variety of logging systems is an important tool in restoring and managing forest vegetation and requires roads to accommodate the various systems. Similarly fuels management conducts a host of activities from commercial timber removal, timber stand improvement of non-commercial timber, and prescribed burning. Roads provide access for the efficient execution of the fuels program. Restoration activities to accomplish vegetation objectives focus on areas that are departed from the desired conditions and are contained in Wildland Urban Interface areas on the SCNF.

Fire Suppression

The SCNF has an active fire suppression need to support communities, provide for safety, and conserve values at risk. Access provides a means for personnel to access areas in support of the wildland operations. Perhaps most import is the ingress and egress provide by roads in WUI areas and other areas were the need to get fire personnel in safely and members of the public out safely exist.

Recreation Access and Opportunities

Roads are the backbone of recreation across Forest system lands. Everything from campsites to trailheads to boat launches are accessed via roads. Hunters, gatherers, and firewood programs all depend on effective road systems to provide needed access. Some features of the roads themselves, like scenic overlooks, provide recreational value. Road closures and obliterations are opposed by some segments of the public and local governments, while other people and entities enjoy the benefits of less roaded landscapes.

Minerals

The SCNF has a variety of mineral deposits that are developed or have potential for development. There are many mining claims on the SCNF; but few have been developed to a point where approved plans of operation exist. This area has a long history of mineral development, and the potential for small-scale and large-scale mineral development is high. Due to anadromous fisheries, IRAs, and proximity to wilderness, management sensitivity is high as well. An effective road system can support mineral activities being developed by legal right or for other purposes such as gravel pits.

Range

There are many active allotments on the SCNF including Cattle and Horse and Sheep and Goat grazing allotments. Maintenance of such range improvements as allotment boundary and pasture division fences, water developments and livestock handling facilities is vital to desirable livestock distribution on the allotments. Annual vehicle access to many of these range improvements is critical to maintaining them to standard to maintain proper forage utilization levels and control of permitted livestock. Access to all active and inactive allotments is also important for rangeland resources to perform long term monitoring, an activity recommended to be repeated roughly once every five years.

Noxious Weeds

Roads also serve an important role in the treatment of noxious weeds. Roads do create a vector for introduction and spread, but once established the treatment of noxious is expedited through road access. Roads provide the needed access to treat weeds economically and provide for more acreage of treatment when compared to non-motorized access.

Step 4 – Assessing Benefits, Problems, and Risks

The IDT conducts a needs-based analysis as impacted by the risk assessment and resource issues.
The ID team identified benefits and risks of authorized roads in the TAP area by rating the risks or benefits according to each resource criteria. A matrix which calculated the overall risk and benefit was used to determine a recommendation.

The specific resource criteria are as follows:

Fisheries and Water Quality
The risk to water quality was evaluated by assessing the percent of route that is located in an RHCA. (Pacfish/Infish RHCAs are defined as 300ft from perennial fish bearing streams, 150ft from perennial non fish bearing streams, and 100ft from seasonally flowing or intermittent streams). High risk was assigned to routes with greater than 25% of the route in RHCA, medium to routes with 10-25% within an RHCA, and low with less than 10% in an RHCA

Erosion Risk
The erosion risk was evaluated by assessing the percent of route that is located on landtypes with a high surface erosion hazard rating. High risk was assigned to routes with greater than 50% occurring on high surface erosion landytpes, medium with 10-49% occurring on high surface erosion landtypes, and low with less than 10% of the route on high surface erosion landytpes.

Stream Crossings
The risk associated with stream road interactions was evaluated by assessing the number of stream crossings by route. High risk was assigned to routes with greater than 4 stream crossing per route, medium with 1-3 crossings per route, and low with no stream crossings.

Wildlife
The risk to wildlife was evaluated by assessing route density. High was assigned to areas with a road density of greater than 1.7 miles per square mile, medium to areas with 0.7 to 1.7 miles per square mile, and low with less than 0.7 miles per square mile.

TES Plants
High risk was assigned to routes that intersect or provide access to plant habitat and low was assigned to roads that do not.

Noxious Weeds
High risk was assigned to roads that are open for travel and low was assigned to closed roads.

Heritage Sites
Risk was evaluated based on the presence of known National Register eligible heritage sites within or immediately adjacent (10 m) to the existing roadway. High was assigned to routes that are in or within 10 meters of a known National Register Eligible heritage sites and a high potential exists to affect the site. Medium was assigned to routes that are in or within 10 meters of a known National Register Eligible

heritage sites with a medium potential to affect the site and low to roads where no sites are within 10 meters.

Research Natural Areas (RNA)
High risk was assigned to roads within research natural areas or proposed wilderness and low was assigned to roads not within RNAs or proposed wilderness.

Idaho Roadless
High risk was assigned to roads with greater than 40% of the road in IRA, medium to roads 20 – 40% within an IRA, and low to roads with less than 20% in IRA.

Legal Road Access
High risk was assigned to those roads where no legal access currently exists.

Timber Resource
In areas of suitable timber base high benefit was assigned to roads where the road is needed to efficiently pursue Forest Plan goals and objectives, including the production of forest products, forest health restoration activities, and activities to benefit other natural resources. Low was assigned to roads not needed in the future to pursue Forest Plan goals and objectives related to restoration of vegetative diversity

Fuels
The benefit to fuels was evaluated using past, present, or foreseeable fuels project areas, and the Wildland Urban Interface (WUI). High was assigned to roads that are the primary access to any WUI watershed, and planned, future, or previously completed fuels management projects that will require maintenance in the short or long term future. Low was assigned to roads that are not needed in the foreseeable future to pursue Forest Plan goals or objectives related to fuels management and that do not provide access into any planned, potential or ongoing fuels projects

Fire Suppression
High benefit was assigned to all roads that provide primary or alternate emergency ingress and egress to WUI areas or access to weather stations, medium to roads that provide access outside WUI areas and roads that provide access to facilities related to fire suppression, and low to roads that do not provide current high clearance vehicle access but could be used for fire suppression access with additional road work.

Recreation Access and Opportunities
Access benefit was evaluated to developed and dispersed recreation areas, trailheads, campgrounds, and other points of interest. High was assigned to roads that provide access to recreation uses that require access by passenger car. Examples are developed sites such as picnic areas or campgrounds. Medium was assigned to roads that provide access to regularly used dispersed recreation sites and areas where high clearance vehicle are acceptable for access. And, low was assigned to roads that provide limited access to seldom used dispersed recreation sites and roads with no access to developed facilities.

Road benefits were evaluated for providing a recreation opportunity such as hunting, firewood collection, driving for pleasure and scenic viewing. High was assigned to roads that are scenic roads that are often used for driving for pleasure, popular hunting routes, heavily used firewood access routes, and high clearance roads popular for 4-wheel driving. Medium was assigned to roads that are sometimes used for these activities and low was assigned to those that are seldom used.

Minerals

High benefit was assigned to roads that provide access to active mineral or energy production sites, medium to roads that provide access to areas with known mineral potential, and low to roads with access to unknown or limited mineral potential.

Range

High benefit was assigned to roads that provide access to allotments and low to roads that do not provide access to allotments.

Noxious Weeds

High benefit was assigned to roads in 6th order hydrologic units that have over two percent of the area with infestations, medium to those hydrologic units with 0.6 to two percent, and low those hydrologic units with less than 0.6% of the area with infestations.

Emergency Access

High was assigned to roads that provide access for emergency activities such as search and rescue.

Road Recommendation Matrix

The benefits and risks of routes within the analysis area were assessed in the TAP. Using the rating criteria each route was evaluated through the rating matrix. Recommendations were developed by subtracting the overall risk associated with a road from the overall benefit. Based on the positive, negative, or neutral outcome from the road rating table, the following matrix (**Table 5**) was used to make an initial management recommendation for each road.

Following this automated rating process, roads were reviewed to determine a final recommendation against several factors and allowing for professional judgement. For example, if a road was accessed by a road that is being recommended as not needed for the minimum road system, the road requiring access would also be recommended to not be included. If a road is currently being managed as a trail or a road is primarily used to access a motorized trail the road may be recommended for conversion to a trail and the road would be recommended for removal from the minimum road system.

Table 5: Road Recommendations Matrix

Benefit – Risk Outcome	Recommendation
Positive	Not Needed for Minimum Road System
Neutral	Not Needed for Minimum Road System
Negative	Needed for Minimum Road System

Step 5. Describing Opportunities and Setting Priorities

Identify management opportunities and priorities.
Based on the results of Step 4 recommendations were made for the future disposition and management of each route. The final management strategy will be determined at the project level. Designation/access management recommendations will carry forward in project level analysis and any conflicts in those recommendations will be resolved at that level. Forest-level direction would be to prioritize recommendations based on criteria such as priority watersheds, planned projects, identified access needs, and public interest.

Opportunities that Respond to Key Issues
The following opportunities were identified during creation of the risk/benefit criteria. These opportunities align with the key issues identified in Step 3.

General Opportunities Responsive to Risk Issues

- Opportunity: Decommission routes not necessary to the forest transportation system and experiencing water quality related problems.
- Opportunity: Improve or maintain routes necessary for the forest transportation system.
- Opportunity: Specific routes will be further evaluated by the Interdisciplinary Team in future NEPA analysis.

Opportunities Specific to Recreation Issues

- Opportunity: If feasible, convert identified routes to motorized trails.

Opportunities Specific to Legal Access Issues

- Opportunity: When needed, obtaine proper easement agreements to access roads.

General Opportunities Responsive to Benefit Issues

- Opportunity: Continue to identify and maintain access for future administrative and/or public needs.
- Opportunity: Improve or maintain routes optimum (with the least resource problems) for access for future needs.

Step 6 – Results

Prepare a summary of the findings of the analysis. This report, along with the spreadsheet and the map will be the primary product used to guide project level analysis and will be incorporated into the final Forest TAP report.

The final recommendations of the Salmon-Challis National Forest TAP ID Team are contained within the *TAP Master Ratings* table (**Appendix B**) and final maps (**Appendix C**). A summary of results by recommendation is listed in the **Table 6**. It should also be noted, the TAP process gave the Forest a better understanding of the public's interest and ideas with regard to the Salmon-Challis system of roads and is summarized in the notes of the *TAP Master Ratings* table (**Appendix B**) along with **Appendix D that contains the comments that were received**.

Table 6. Summary by Recommendation

	Recommendation			
MAINTENACE LEVEL	**Not Needed for MRS**	**Needed for MRS**	**Convert to Motorized Trail**	**Grand Total**
1 - BASIC CUSTODIAL CARE (CLOSED)	**172**	**860**	**145**	**1,177**
2 - HIGH CLEARANCE VEHICLES	**55**	**2,047**	**25**	**2,127**
3 - SUITABLE FOR PASSENGER CARS	**0**	**356**	**0**	**356**
4 - MODERATE DEGREE OF USER COMFORT	**0**	**42**	**0**	**42**
5 - HIGH DEGREE OF USER COMFORT	**0**	**1**	**0**	**1**
Grand Total	**227**	**3,306**	**170**	**3,703**

**OTHER roads as described in Table 1 were not tracked on the spreadsheet located in Appendix B. The Forest Service has no jurisdiction.*

The direction and process used for the TAP was designed to be used for Forest-level TAPs, and is intended to be a broad scale look at the transportation system that identifies which roads are needed for the future use and management of the SCNF. It was also designed to identify broad scale environmental risks associated with the transportation system. The TAP ID team was directed to keep in mind that the TAP only gives recommendations, and any decisions will be made at the project level and subject to the NEPA process and further public, Tribe, and agency input. It is expected that project level decisions will be informed by better data than that used for the TAP. The TAP ID Team did not attempt to prioritize one recommendation or route over another, thus no prioritization outside of Forest Plan direction should be inferred from the results.

The value of the TAP is that it identifies subsets of needed and unneeded roads. The TAP will help to focus project level analysis. At the onset of the TAP process one of the first Forest-level products developed was the Risk/Benefit Criteria. The purpose of the Risk/Benefit Criteria was to be a guide in how to assign a quantitative value to all resources as they pertain to a particular route. It was understood

during the development process that this guide will not necessarily fit every situation and that some minor modifications may be needed to fit specific needs. The process and criteria were designed to be flexible enough to cover a wide range of conditions. It should be noted that this guide is not without the issues that come with attempting to fit a broad range of resources under a single matrix. The main concern here is that this analysis may be too coarse to provide an accurate portrayal of certain resource attributes, and the guide may not be consistent across all resources and from route to route.

Both the risk and benefit data used in the analysis came from GIS or other readily available data. No new data was gathered to aid the process. Field level road data was generally not used for this process unless it was readily available. The quantitative ranking of each resource presents a challenge in that there is often no clear crosswalk to assign a numerical value to largely qualitative resources.

Given the scope, scale, and intent of the TAP process it is the final recommendation that the Forest has accurately identified the following subsets and deemed the determination consistent with the Forest Plan; 227 miles are not needed for the MRS, 3,306 miles are needed for the MRS, and 170 miles are not needed for the MRS and could be converted to motorized trails.

Appendices

Appendix A: Risk/Benefit Criteria

Appendix B: Salmon-Challis National Forest TAP Final Ratings Table

Appendix C: Salmon-Challis National Forest TAP Final Maps

Appendix D: Public Comment

Appendix A

Subpart A Analysis: Risks and Benefits Criteria

Risks

Fisheries and Water Quality		GIS
The risk to water quality was evaluated by assessing the percent of route that is located in an RHCA. (Pacfish/Infish RHCAs are defined as 300ft from perennial fish bearing streams, 150ft from perennial non fish bearing streams, and 100ft from seasonally flowing or intermittent streams)	2 - High: Greater than 25% of the route in the RCA	AquaticRHCA300ft AquaticRHCA150ft AquaticRHCA100ft (these layers are based on AquaticFishPresence, P and fish presence Y or U equals 300ft, P and fish presence N equals 150ft, IE equals 100ft.)
	1 – Medium: 10-25% of route within RCA	
	0 - Low: Less than 10% of route in the RHCA	

Erosion Risk		GIS
The erosion risk was evaluated by assessing the percent of route that is located on landtypes with a high surface erosion hazard rating.	2 - High: Greater than 50% of route occurs on high surface erosion landtype	GeosciLandtype (LTA_EROS_HAZ High and Very High)
	1 – Medium: 10-49% of route occurs on high surface erosion landtype	
	0 - Low: Less than 10% of route occurs on high surface erosion landtype	

Stream Crossings		GIS
The risk associated with stream road interactions was evaluated by assessing the number of stream crossings by route.	2 - High: Greater than 4 stream crossings per route	Perennial Crossings and perennial_opermaint1_type by route
	1 – Medium: 1-3 stream crossings per route	
	0 - Low: No stream crossings	

Wildlife		GIS
The risk to wildlife was evaluated by assessing route density. (Levels 1-5)	2– High High road density (> 1.7 miles/ sq. mile)	Open and closed system route density by HUC 6
	1– Medium Moderate road density (0.7 to 1.7 miles/ sq. mile	
	0 – Low Low road density (<0.7 miles/ sq. mile)	

TES Plants		
	2 - High Road intersects/ accesses sensitive plant habitat.	
	0 - Low Road does not intersect/ access sensitive plant habitat.	

Noxious Weeds		
	2 - High Open road.	
	0 - Low Closed road.	

Heritage Sites		
Evaluated based on the presence of known National Register eligible heritage sites within or immediately adjacent (10 m) to the existing roadway.	2 - High Known National Register Eligible heritage sites within or immediately adjacent (10 m) to the existing roadway with a high potential for affecting National Register qualities.	
	1 - Medium Known National Register Eligible heritage sites within or immediately adjacent (10 m) to the existing roadway with a medium potential for affecting National Register qualities.	
	0 - Low No known National Register Eligible heritage sites within or immediately adjacent (10 m) to the existing roadway.	

Research Natural Area		
Road location within research natural area or proposed wilderness.	2 - High Road is within research natural area or proposed wilderness.	FLRMP_ResearchNaturalArea FLRMP_PropWilderness
	0 - Low Road is not within a research natural area or proposed wilderness.	

Roadless		
Road located within roadless area.	2 – High Greater than 40% of road within roadless area.	FLRMP_IdahoRoadlessRule
	1 – Medium 20% to 40% of road with roadless area.	
	0 – Low Less than 20% of road in roadless area.	

Road Access		
	2 – High No legal access to the road. (No easement for road across adjacent property.)	

Benefits

Timber Resource		
In areas of suitable timber base.	2 – High Route needed to efficiently pursue Forest Plan goals and objectives, including the production of forest products, forest health restoration activities, and activities to benefit other natural resources.	FLRMP_MgmtArea (3A-5A, 3A-5B, 3A-5C, 5A, 5B, 5C for north zone, not sure what to do with south zone)
	0 - Low Route not needed in the future to pursue Forest Plan goals and objectives related to restoration of vegetative diversity	

Fuels		
The benefit to fuels was evaluated using past, present, or foreseeable fuels project areas, and the Wildland Urban Interface (WUI).	2 – High Roads that are the primary access to any WUI watershed, and planned, future ,or previously completed fuels management projects that will require maintenance in the short or long term future.	FireManagementUnit
	0 – Low Travel routes that are not needed in the foreseeable future to pursue Forest Plan goals or objectives related to fuels management and that do not provide access into any planned, potential or ongoing fuels projects.	

Fire Suppression Access		
The benefit to access was evaluated for fire suppression access.	2 - High All roads that provide primary or alternate emergency ingress and egress to WUI areas or access to weather stations, etc.	FireManagementUnit
	1 - Medium Roads that provide access outside WUI areas and roads that provide access to facilities related to fire suppression.	
	0 - Low Roads that do not provide current high clearance vehicle access but could be used for fire suppression access with additional road work.	

Recreation Access		
Access to developed and dispersed recreation areas, trailheads, campgrounds, and other points of interest.	2 - High Access to recreation uses that require access by passenger car. Examples are developed sites such as picnic areas or campgrounds.	
	1 - Medium Access to regularly used dispersed recreation sites and areas where high clearance vehicle are acceptable for access.	
	0 - Low Limited access to seldom used dispersed recreation sites and roads with no access to developed facilities.	

Recreation Opportunities		
Road provides a recreation opportunity such as hunting, firewood collection, driving for pleasure and scenic viewing.	2 - High Scenic roads that are often used for driving for pleasure. Popular hunting routes. Heavily used firewood access routes. Also could include high clearance roads popular for 4-wheel driving.	
	1 - Medium Routes sometimes used for listed recreation opportunities.	
	0 – Low Routes seldom used for listed recreation opportunities.	

Minerals		
	2 – High Road provides access to active mineral or energy production sites.	
	1 - Medium Road provides access to area with known mineral potential.	
	0 - Low Road provides access to area with unknown or limited mineral potential.	

Range		
	2 - High Open road provides access to allotments.	rmu_unit
	0 – Low Road does not provide access to allotment.	

Noxious Weeds		
	2 - High HUC 6 infestation $\geq$ 2%	S_USA.InvasivePlantCurrent
	1 -Medium HUC 6 infestation $\geq$ .6% and <2%	
	0 - Low HUC 6 infestation < .6%	

Emergency Access		
	2 - High Road provides access for emergency activities such as SAR.	All system roads.

Appendix D

External Input

From: Jim & Tina Hawkins [mailto:hawkins@custertel.net]
Sent: Thursday, May 21, 2015 12:43 PM
To: Weaver, Diane L -FS; Wood, Katherine L -FS
Cc: Doyle Lamb; lbaker@co.custer.id.us; lin.hintze@gmail.com; wayne_butts@hotmail.com
Subject: Subpart A

Ladies, not sure who was to receive this, so you both get. Attached is a partial evaluation of the roads subject to subpart A consideration. We have looked at the roads on the maps you provided us and made our recommendations on the attached Excel sheet. The risks are in red, benefits in black, changes are in green and differences are recorded in blue. Comments/justification(s) follows each road. There are several roads on the maps that are not listed on the sheets and vice versa. You mentioned that the sheets were an old iteration, but what happened to the roads? As time allows, we will review all the roads using the criteria used for the attached roads. Your format was either yes (2) with an open road or no (0) with a closed road as you evaluated noxious weeds. While we agree that roads can be a cause for spread of noxious weeds, it is not yes/no. We therefore created a one (1) for those areas where weeds were present in <2% of the area. Following are several roads that were not on the forms that we mark as open. They are on the Lost River District. They are:

40247 reopen, provides a loop
40654 reopen, provides a loop
4070 UTV trail between Stewart Canyon and Corral Creek Cow Camp
40309 active mining claim
4192 reopen, dispersed recreation, convert ATV trail
4094 provides a loop, 50" or less
4092 open 2 wheeler, provides a loop.

I hope we have all the numbers in the right column and the math is correct. Our comments as to the "whys" will help if things are not in the right place. These comments are submitted on behalf of the Custer County Commissioners. If you have questions, let met know. Jim Hawkins for Custer County Commissioners

ID	NAME	ADMIN_ORG	miles	RHCA	Landtypes	CrossingSa	densityrat	SensitiveP	NoxiousWee	CultRisk	RNAPropWil	Roadless	RoadAccess	TimberRati	FuelsRatin	FireWUI	RecAccesR	RecOppRati	MineralsRe	RangeRatin	NoxiousW_1	EmergencyA	RISK	BENEFIT	DIFF	Recommenda
40050	BLOCK CR. SPUR	041302	0.54	0	1	0	1	0	1	1	0	2	0	2	0	0	0	0	0	2	1	2	6	7	1	No live water, efemeral at best, no weeds, low cultural
40059	LICK CR. TIMBER SALE	041302	1.49	2	1	1	1	0	0	0	0	0	0	2	1	2	0	2	0	0	1	2	7	10	3	Little oportunity for erosion, community protection zone, reforestation, hunting access,
40066	ELLIS CR.	041302	1.06	0	1	0	1	0	1	0	0	2	0	2	0	0	0	2	0	2	0	2	7	9	1	little chance for erosion, low risk of noxious weeds, recreational opportunities
40106	DRY CANYON	041302	0.63	0	0	0	1	0	1	0	0	0	0	0	0	0	2	0	0	2	0	2	2	6	4	no live water, efemeral at best, no weeds, recreation access, okay to drop
40189	LAWSON-MIDDLE FK	041302	0.45	0	1	0	1	0	1	0	0	0	0	0	0	0	0	2	0	2	0	2	2	6	3	make an OHV trail
40284	CRANE BASIN	041302	0.15	0	2	0	1	0	1	0	0	0	0	0	0	0	0	2	0	2	0	2	4	6	2	Convert to Motorbad Trail
40635	TWIN CREEK LOOP 3	041302	0.66	0	2	0	1	0	0	0	0	2	0	2	1	0	0	2	0	0	0	2	5	7	2	recreational opportunities
40636	TWIN CREEK LOOP 2	041302	0.35	0	2	0	1	0	0	0	0	2	0	2	1	0	0	0	0	0	0	2	5	5	0	recreational opportunities
40643	PAT CR-WEST FORK SPUR 1	041302	0.48	0	2	0	1	0	0	0	0	1	0	0	0	0	0	2	0	0	0	2	4	4	0	recreational opportunities
40703	WATER TANK	041302	1.04	2	0	0	1	2	1	0	0	0	0	2	1	0	0	0	0	2	0	2	0	7	1	range maintainance,
40724	HOLE IN ROCK SPUR 1	041302	0.94	0	2	0	0	0	1	0	0	2	0	0	0	0	0	2	0	2	0	2	5	6	1	recreational opportunities, provides loop
40725	HOLE IN ROCK SPUR 2	041302	0.85	0	2	0	0	0	1	0	0	2	0	0	0	0	0	2	0	2	0	2	5	6	1	recreational opportunities, provides loop
40726	HOLE IN ROCK SPUR 3	041302	0.67	0	2	0	0	2	1	0	0	2	0	0	0	0	2	2	0	2	0	2	7	9	1	recreational opportunities, provides loop
40238	LOWER HARDEN SPUR 8	041303	0.70	2	1	0	0	0	0	0	0	0	0	2	1	0	0	0	2	0	0	2	3	7	4	recreational opportunities
40342	SAWMILL CR. JEEP RD.	041303	0.82	2	0	1	1	0	0	1	0	0	0	2	1	1	0	2	0	0	0	2	5	7	2	recreational opportunities, provides loop
40363	MCFADDEN MINE	041303	1.51	0	1	0	0	0	0	1	0	0	0	2	2	2	0	0	2	0	0	2	2	9	7	recreational opportunities, minerals
40143	NAVARRO	041304	1.12	2	2	2	1	0	0	0	0	0	0	2	1	0	0	2	0	2	1	2	7	9	2	open to the end, do not stop at 4200, recreation access
40144-C	ALDER CREEK SPUR C	041304	0.19	2	2	0	0	0	0	0	0	0	0	0	0	0	0	2	0	0	0	2	4	4	0	within dispersed camping area
40429	METHODIST CR.	041304	0.58	2	2	0	1	0	0	0	2	2	0	2	2	0	1	2	0	0	1	2	9	10	1	convert to OHV trail
40489	GRANT CR.	041304	0.66	2	2	1	0	0	0	0	0	2	0	2	1	0	1	1	2	0	1	2	7	10	3	active mining claims
40505	STEEP CLIMB MINE	041304	0.87	1	2	1	0	0	0	1	2	0	0	2	1	0	0	2	2	0	0	2	7	9	2	active mining claims
40518	WEST FK. FISHING ACCESS	041304	0.31	2	2	0	0	0	0	0	0	0	0	0	0	0	2	2	0	0	0	2	4	5	1	recreational access, creates a loop
40525	BIG BLIND CANYON	041304	0.14	1	0	0	0	0	0	0	0	2	0	0	0	1	2	0	0	0	0	2	3	5	2	convert to OHV trail

40590	MIDDLE BROWN CANYON	041304	0.59	2	2	0	0	0	0	0	0	2	0	2	1	0	1	2	0	0	0	2	6	9	2	convert to OHV trail
40621	LITTLE FALL CREEK SPUR	041304	0.90	2	2	1	1	0	0	0	0	2	0	2	1	0	1	2	0	0	1	2	8	9	1	convert to OHV trail
40623	WEST FORK FISHING ACCESS SPUR	041304	0.23	1	2	0	0	0	2	0	0	0	0	0	0	0	1	2	0	2	0	2	5	7	2	recreational access, creates a loop, handicapped access
40666	ROCK CR. DAM	041304	0.75	2	0	0	0	2	0	0	0	0	0	0	0	0	1	2	0	0	0	2	4	5	1	convert to OHV trail, makes a loop
40756	ANTELOPE USER #3	041304	0.32	2	2	0	1	0	0	0	0	0	0	2	1	2	0	2	0	0	0	2	5	9	4	within dispersed camping area
40759	ANTELOPE USER #6	041304	0.06	2	2	0	0	0	0	1	0	0	0	2	1	2	0	2	0	0	1	2	5	10	5	within dispersed camping area
40760	ANTELOPE USER #7	041304	0.09	2	2	0	0	0	0	1	0	0	0	2	1	2	0	2	0	0	1	2	5	10	5	within dispersed camping area
40763	LEADBELT USER #1	041304	0.29	2	2	0	1	0	0	1	0	0	0	2	2	2	0	2	0	0	0	2	6	10	4	within dispersed camping area
40763-A	LEADBELT USER #1 SPUR A	041304	0.03	2	2	0	1	0	0	0	0	0	0	2	1	2	0	2	0	0	0	2	5	9	4	within dispersed camping area
40763-B	LEADBELT USER #1 SPUR B	041304	0.03	2	2	0	1	0	0	0	0	0	0	2	1	2	0	2	0	0	0	2	5	9	4	within dispersed camping area
40769	COPPER BASIN USER #3	041304	0.06	1	1	0	0	0	0	0	0	0	0	0	0	0	1	2	0	0	0	2	2	7	3	needed to complete road, approximately 300 ft in the middle of a well used loop
40781	WILDHORSE USER #10	041304	0.09	2	2	0	0	0	0	0	0	0	0	0	0	0	1	2	0	0	0	2	4	5	1	within dispersed camping area
40781-A	USER TEN SPUR A	041304	0.02	2	2	0	0	0	0	0	0	0	0	0	0	0	1	2	0	0	0	2	4	5	1	within dispersed camping area
40781-B	USER TEN SPUR B	041304	0.01	2	2	0	0	0	0	0	0	0	0	0	0	0	1	2	0	0	0	2	4	5	1	within dispersed camping area
40782	WILDHORSE USER #11	041304	0.06	2	2	0	0	0	0	0	0	0	0	0	0	0	1	2	0	0	0	2	4	1	1	within dispersed camping area
40824	PASS CREEK USER #1	041304	0.09	2	2	1	1	0	0	1	0	0	0	2	2	2	0	0	0	0	1	2	7	9	2	within dispersed camping area

Salmon- Challis National Forest Travel Analysis

May 26, 2015

Name: Stanley B Davis

E-mail: Stealheadstan@Hotmail.com

Address: 1503 Leadore Ave, Salmon, Id 83467

Please share your input with us on the recommendations for the minimum road system.

are you banking all Road Closures To open closed Roads

Leave All Roads open - Fire protection

Open The Road To The Nabob mine at Spring Cr. To provide An option for evacuation from Fire & Heavy Snow.

Re open The road To Juranoa Lookout again for fire protection.

Designate All F.S. Roads as public Access To private property - don't let Them be private driveways

60042-A — great place for A Hunting Camp. Have used it.

60440
60437 — should be Trails NOT Closed

60726 — Fire protection Route for Humans To escape

~~60242~~/60242 - Reconnect for public escape from Fire

Subpart A Meeting with Lemhi County on July 28, 2015
Present: John Jakovac, Jay Davis, Jay Winfield, and Ken Gebhardt

Pepper Ridge Road 61025

- Ridge Road important for access.
- Don't agree with removing from system.
- There is already game security with other gated roads.
- Keep as is. No other access.
- Ridge road, no erosion issues, might be timber access in future.

Deep Creek Road 61020

- Needed for recreational access

Perreau Creek Road 60027

- Subpart A recommendation is to convert to trail.
- There is a rock pit at the end.
- Why would you have a trail to a rock pit?
- Why is this labeled 6077 on MVUM map?

Leesburg Road 60242

- This road is on private land. No issues/concerns with recommendation.
- Important as main connector road.
- Use to be main road.

North Fork Cow Camp Road 65072

- Agree with resource concerns along stream.
- Important for recreation access.
- **60050-E** – No comments.
- **65072-A** – May be important for future timber access.

General Comment: Overall, a road that is directly adjacent to one another, it makes sense to remove one road, i.e. 60446. There may be times when both roads are needed though. It's important to make road specific decisions based on the situation and need.

Rabbits Foot Road 60383

- Need to consider recreational values.
- Evaluations are not justified.
- Access is important here.
- Dispersed recreation values are high.
- Along creek.

Subpart A Meeting with Lemhi County on July 28, 2015
Present: John Jakovac, Jay Davis, Jay Winfield, and Ken Gebhardt

60175 Road

- Not considered for recreational value and needs to be.
- Opportunities for dispersed camping off Camus Creek Road.

Ebenezer Road 60437

- Not currently on MVUM
- Recreation access for fishing and dispersed recreation is important.

Colson Creek 60440

- Recreation access for fishing and dispersed camping were not considered.

East Fork Spring Creek 60042-A

- Risks are close in value to benefits. 10 vs. 11. No further comment.

Newland Bridge 60332

- Why valued for roadless?
- 2 for fuels? Benefit?/2 for fire? Benefit?
- Important for access down to the bridge.
- Recreation values were not considered.
- Consider maintaining road at least to the River.
- Consider removing the road from the administrative pasture.

12 Mile Area

- All roads are currently gated.
- There is one current trail open (blue)
- All road roads are currently closed and do not show on the MVUM

Gold Bug West 650653

- Benefits outweigh risks 9:1.
- May not be good turn around area.
- Road may be important for emergency access.
- Consider keeping route as a trail.
- Only road in the 12 mile area that was commented on.

Reservoir Creek 60279

- Potentially use as trail (non-motorized)
- There are resource issues along the road.
- Good accessible horse country.

Subpart A Meeting with Lemhi County on July 28, 2015
Present: John Jakovac, Jay Davis, Jay Winfield, and Ken Gebhardt

Meadow Creek 64018

- No concerns with recommending as a trail because access would continue.

Bull Creek 64021/64021-A

- Not currently on MVUM
- Enforcement issues behind gates.
- Important for emergency access.

Perk Canyon 64023

- Not currently on MVUM
- Enforcement issues behind gate.

Big 8 Mile 60726

- Important for access and wood cutting.

Big 8 Mile60726-A

- Need to consider recreation access.
- District comments were not incorporated (Jay Winfield)

60008 – No comment.

60452-A - No Comment

Goldstone Area 64025

- Currently shown as trail. No issues.

60036 – No comment.

60257 – No comment

Spruce Spur 60134 –A/B

- Mostly jammer roads
- No recreational values noted.
- Not currently on MVUM.
- Maybe consider main road through as open.

Twin Creek 60156 A

- No major comments but interest in future ATV trails.

Subpart A Meeting with Lemhi County on July 28, 2015
Present: John Jakovac, Jay Davis, Jay Winfield, and Ken Gebhardt

Bradley Gulch 60254

- Need to make sure this stays as motorized trail segment.
- Consistent with remainder of trail system and loops.

60237 – Agree with trail and trailhead.

Saw Mill Gulch 60051

- Why convert to a trail when there is a chance of just increasing non-compliance issues? Just maintain as a road.
- Recreation values were not considered.

Black Road 65003

- Still a good road bed and used often by locals.
- Issues with maintain culverts likely
- Benefits outweigh risks.
- Many washouts on road and will continue
- Needs continued maintenance.
- Why would be convert the end of the Black Rock Road to a trail?
- At least "leave as is"
- Frequently used as a loop.

Meeting Notes: The intent of the meeting with Lemhi County was to review roads that were recommended to be closed as part of the Forest's Subpart A process (the red segments on the map provided). All red roads were reviewed and comments were noted when relevant. These notes will become part of the project record.

It was also noted that Jay Davis should be included on the public scooping list of contacts.

In general, roads were not given any points for recreational values during the evaluation and it was asked that they all be evaluated with recreation values as they were reviewed during the meeting on the 28th.

10 July 2015

Dear Salmon-Challis N.F. Travel Analysis Team,

Thank you for the opportunity to comment on the Travel Management Plan Subpart A Travel Analysis. Backcountry Hunters and Anglers works to ensure America's outdoor heritage of hunting and fishing in a natural setting, through education and work on behalf of wild pubic lands and waters. The potential implications of road-related policies for wildlife management are diverse and complex. While road access is important for various reasons, wildlife security and protection of critical habitat and migratory routes is paramount for maintaining our hunting and fishing opportunity on public lands. Benefits of proposed road closures may include:

a) Increasing the total amount of effective habitat for elk, deer and other wildlife;
b) Improvements in diet quality when big game and other wildlife are able to forage undisturbed in areas previously avoided due to excessive motorized traffic;
c) Decreased damage to crops and haystacks from elk on private land during the fall and winter seasons, due to lessened disturbance from traffic on public land.
d) Increasing hunting opportunities on public land by enticing big game to remain on public land rather than moving to private land where hunting may not be allowed or is prohibitively expensive.

Given the limited time frame for commenting, I did not have time to delve into the specific risk/benefit ranking leading to road closure or conversion to motorized trail recommendations for specific roads on the Salmon-Challis. While I attended one public meeting, there was not formal presentation, which left a lot to the imagination for the folks who did attend. Hence, I was only able to fully review the risk/benefit criteria and my comments here are specific to those criteria.

The analysis used one risk standard (road density) applied to all wildlife. I understand this standard was combined with others (such as proportion of road within roadless areas) and I agree that road density may provide a good metric to capture well-studied impacts of roads such as: a) wildlife avoidance of open roads and 2) vulnerability of big game to both legal and illegal hunter harvest that increases as open road density increases. However my concern is that the assessment does not effectively capture the impact even a low density of roads can have to wildlife habitat security and movement.

An area containing a low density of roads, or even a single road, can have a large disturbance impact if it bisects or fragments critical habitat for certain wildlife. For instance, a road that bisects bighorn sheep and mountain goat habitat can have a large disturbance impact if motorized use is substantial. I suggest that additional metrics should be considered in the analysis for both fish and wildlife. For instance,

results from research at Starkey suggested that a road-effects model based on distance bands provides a more spatially explicit and biologically meaningful tool than a traditional model based on road density (Rowland et al. 2000, 2005).

I would encourage a broader scoping and assessment that incorporates the best current and available data and information from Idaho Department of Fish and Game, NOAA, and the Fish and Wildlife Service. These agencies can provide data on wildlife migration and dispersal movements and critical wildlife habitats, which, if incorporated as overlays, may help identify roads that bisect, fragment, or increase disturbance in migratory pathways, critical wintering, foraging, and nursery areas.

Thank you for considering my comments and concerns.

Sincerely,

Toni K. Ruth
Wildlife Biologist and High Divide Coordinator
Backcountry Hunters & Anglers
Phone: 208.993.1680
www.backcountryhunters.org

The Sportsmen's Voice for Our Wild Public Lands, Waters, and Wildlife

Citations:

Rowland, Mary M., et al. "Effects of roads on elk: implications for management in forested ecosystems." *The Starkey Project: a synthesis of long-term studies of elk and mule deer. Reprinted from the 2004 Transactions of the North American Wildlife and Natural Resources Conference, Alliance Communications Group, Lawrence, Kansas, USA*. 2005.

Rowland, M. M., M. J. Wisdom, B. K. Johnson, and J. G. Kie. 2000. Elk distribution and modeling in relation to roads. *Journal of Wildlife Management.* 64:672-84.