



United States
Department of
Agriculture

Forest Service
Pacific Southwest
Region

Shasta-Trinity
National Forest

March 2010

R5-MB-210c



Motorized Travel Management

Record of Decision



Lead Agency: US Forest Service
Responsible Official: J. Sharon Heywood, Forest Supervisor
Shasta-Trinity National Forest
3644 Avtech Parkway
Redding, CA 96002

For Further Information, Contact: Tom Kisanuki, Environmental Coordinator
Shasta-Trinity National Forest
3644 Avtech Parkway
Redding, CA 96002
(530) 226-2500
(530) 226-2490 (TTY/TTD)
(530) 226-2470 (fax)

The U.S. Department of Agriculture (USDA) prohibits discrimination in all its programs and activities on the basis of race, color, national origin, age, disability, and where applicable, sex, marital status, familial status, parental status, religion, sexual orientation, genetic information, political beliefs, reprisal, or because all or part of an individual's income is derived from any public assistance program. (Not all prohibited bases apply to all programs.) Persons with disabilities who require alternative means for communication of program information (Braille, large print, audiotape, etc.) should contact USDA's TARGET Center at (202) 720-2600 (voice and TDD). To file a complaint of discrimination, write to USDA, Director, Office of Civil Rights, 1400 Independence Avenue, S.W., Washington, D.C. 20250-9410, or call (800) 795-3272 (voice) or (202) 720-6382 (TDD). USDA is an equal opportunity provider and employer.

Contents

Contents	i
Introduction.....	1
Project Location	1
Background	1
Purpose and Need	4
Regulation of Cross Country Motor Vehicle Travel to Protect Cultural and Natural Resources	4
Additions and Changes to the NFTS to Meet Recreation Goals in the Forest Plan.....	4
Consistency of the Forest Plan with Subpart B of the Travel Management Regulations	5
Decision	5
Prohibition of cross-country Travel	5
Additions to the NFTS and Open Areas	5
Changes to the NFTS	6
Route changes to Modified Alternative 2 included in this decision	7
Mitigation Measures included in the Decision.....	7
Amendment of the Shasta-Trinity National Forest Land and Resource Management Plan	8
Best Available Science	8
How Public Comments Shaped the Decision	8
Rationale for My Decision.....	9
Balancing OHV Use and Protection of National Forest Resources	10
Meeting the Purpose and Need	11
Regulation of Cross Country Motor Vehicle Travel to Protect Cultural and Natural Resources	11
Additions and Changes to the NFTS to Meet Recreation Goals in the Forest Plan.....	12
Consistency of the Forest Plan with the Travel Management Rule	14
Conclusion	14
Public Participation	15
Tribal Consultation.....	17
Coordination with Local Governments.....	17
Implementation Strategy	18
Maintaining and Administering the NFTS.....	19
Alternatives Considered in Detail, but Not Selected.....	20
Alternative 1 (No Action)	20
Alternative 2.....	20
Alternative 3.....	21
Alternative 4.....	22
Alternative 5.....	23
Environmentally Preferable Alternative	24
Legal and Regulatory Compliance	24
Forest Plan Consistency	24
Forest Plan Amendment.....	24
Travel Management Regulations	28
Findings Required by Other Laws and Regulations	30
Special Area Designations	32
Administrative Review or Appeal Opportunities.....	33
Implementation Date	33
Contact Person	34

Record of Decision Attachment 1	35
Changes and Additions to the NFTS.....	35
Routes Added as Roads Open for All Vehicle Classes.....	35
Routes Added as Motorized Trails for All Trail Class Vehicles.....	37
Routes Added as Motorized Trails for Vehicles 50 Inches and Less in Width.....	38
Routes Added as Motorized Trails for Motorcycles.....	38
Open Areas.....	38
Changes to the NFTS to Authorize Motorized Mixed Use.....	39
Errata	40
References Cited in the Record of Decision.....	41

Introduction

This Record of Decision (ROD) documents my decision on the Motorized Travel Management Project (Project) on the Shasta-Trinity National Forest (Forest). This Project was undertaken to implement provisions of the 2005 Travel Management Rule (codified at 36 CFR Part 212, Subpart B). This travel management rule was designed to enhance management of National Forest System lands; sustain natural resource values through more effective management of motor vehicle use; and provide opportunities for motorized recreation experiences on National Forest System lands. The Final Environmental Impact Statement (FEIS) discloses the environmental impacts associated with the agency's original proposed action, a no-action alternative, and four additional action alternatives developed to meet the purpose and need and respond to significant issues raised by the public.

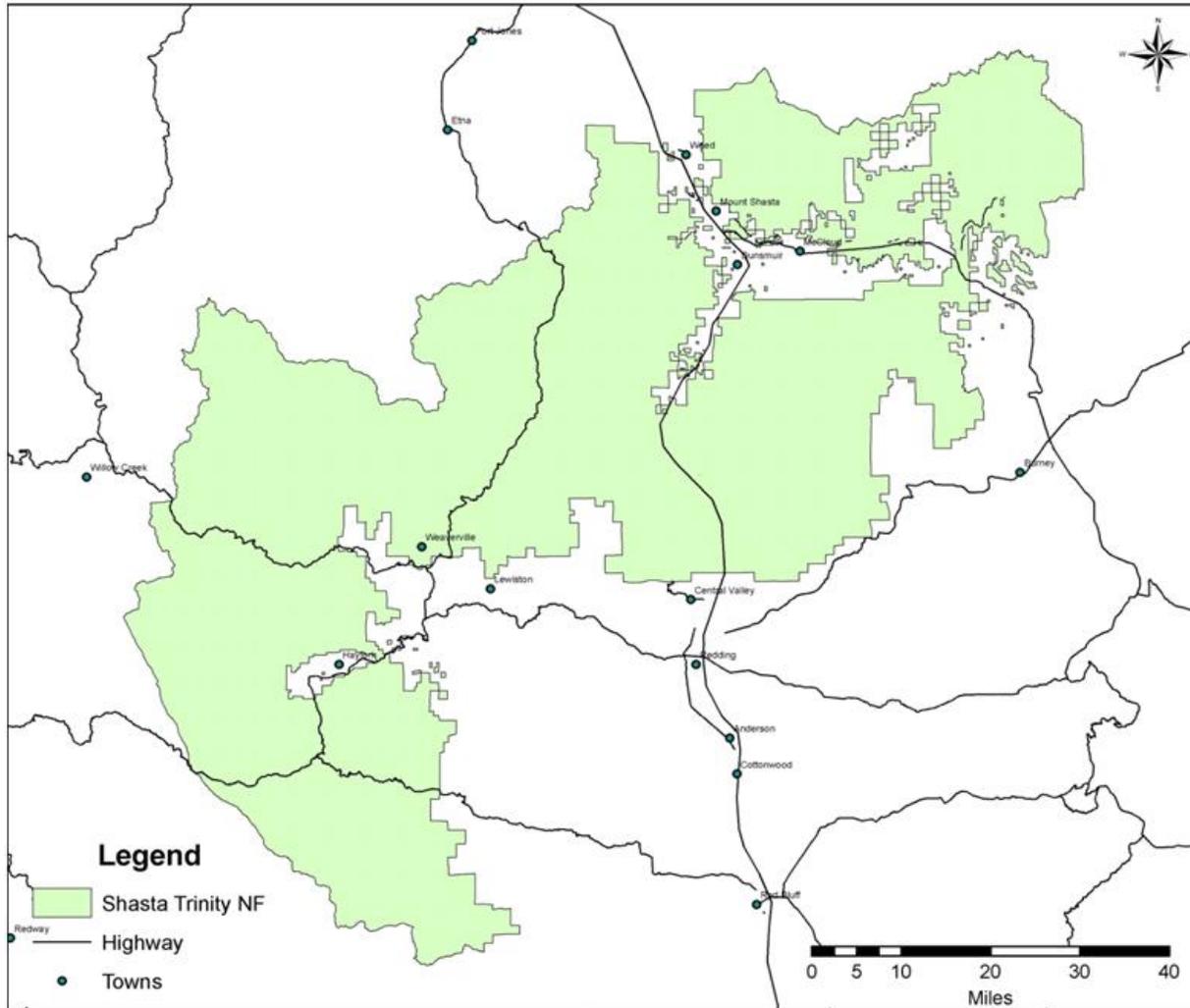
Project Location

The Project location is the Shasta-Trinity National Forest. The 2.1 million acre Shasta-Trinity National Forest is located in the Klamath and Cascade mountains in northern California. (See Figure 1) The Forest is bounded on the north by the Klamath National Forest; on the east by the Modoc and the Lassen National Forests, on the west by the Six Rivers and Mendocino National Forests and on the south by the Central Valley of California. Private, state, county, other federal lands and other ownerships are excluded from the project area.

Background

In the process of making this decision, I began by looking at the current National Forest Transportation System (NFTS), existing unauthorized routes and motorized recreational use of the Shasta-Trinity National Forest by the public. The 2005 Travel Management Rule was developed in response to increased use of the National Forests by motor vehicles and the effects of that use on ecological, physical, cultural and social resources. From 1982 to 2000, the number of people driving off-highway motor vehicles (OHV) in the United States more than doubled (70 Fed. Reg. 68264 – November 9, 2005). Like many other National Forests, the Shasta-Trinity National Forest experienced a substantial increase in OHV use during this same period. I know and appreciate that the vast majority of OHV users are conservation-minded; however, while OHVs provide motorized access and recreation opportunities, they can also cause soil compaction and erosion, spread noxious weeds and negatively affect other cultural and natural resources that are part of the Forest. In some parts of the Forest, water quality, wildlife habitat and other resources are impaired by roads. I believe the majority of these impacts are not caused maliciously or deliberately, but they are occurring on the Forest nonetheless (FEIS, Chapters 3.0-3.14).

Figure 1: Project Location



Shasta-Trinity National Forest
Travel Management EIS
Vicinity



BRO - March, 2009

The existing NFTS open to motorized travel on the Shasta-Trinity National Forest is comprised of approximately 5,161 miles¹ of roads and 74 miles of motorized trails. Approximately 4,013 miles of system roads are available for high clearance vehicles and OHV use on the Forest - about five times the length of Interstate 5 within the state of California.² No other national forest in California has as many miles of routes available to all motor vehicle classes. The Forest also jointly manages the 52,000 acre Chappie-Shasta OHV area with the Bureau of Land Management. Riders must remain on the 250 miles of designated routes in the Chappie-Shasta OHV area.

In addition to these authorized routes, the Forest Service has inventoried 5,219 unauthorized routes that total another 1,252 miles throughout the Forest (FEIS, page 3). Many of these routes have existed on the ground and have been used for a long time; however, they were never added to the authorized NFTS through a documented decision process. A portion of these routes may have been developed for purposes other than recreation access; some were created by past firefighting efforts, firewood gathering, vegetation management projects and other access needs. These routes were not designed or intended for long-term use and are not part of the NFTS. Although some have been in use for decades, others were created more recently as Forest OHV users pioneered new routes to access destinations. These 1,252 miles of unauthorized routes were not designed to best meet public recreation or access needs and in many cases adversely affect national forest resources.

Adding all of these routes to the NFTS for OHV travel, as some suggested, would increase OHV routes in the NFTS on the Forest to 5,339 miles³ - a 30% increase from the current condition. While reviewing the NFTS, I considered our ability to maintain this road system, and noted that we currently are maintaining just 14% of the NFTS to standards (FEIS, page 546), and that there is a substantial deferred maintenance issue associated with the existing road system (FEIS, page 542). I believe maintaining these routes in addition to the existing NFTS to standards would be prohibitively expensive. Most of the repair needs on these routes would become deferred maintenance, compounding an existing problem. I do, however, take the existence of these user-created routes as an expression of public demand for a variety of motorized recreation. This is supported by a recreation goal in the Shasta-Trinity National Forest Land and Resource Management Plan (Forest Plan) to provide a variety of high quality outdoor recreation experiences (Recreation Goals, Forest Plan, p. 4-5). In our analysis of this Project, all of these unauthorized routes were considered for possible addition to the NFTS.

Subpart B of the Final Travel Management Rule requires designation of those roads, trails, and areas that are open to motor vehicle use on National Forests (codified in the Code of Federal Regulations (CFR), 36 CFR 212.50). Only roads and trails that are part of a NFTS may be designated for motorized

¹ Maintenance level 2, 3 and 4 Roads are open to motor vehicle travel. Maintenance Level 1 roads are part of the NFTS but are closed and not available for motorized travel by the public.

² Total miles in the NFTS and miles by maintenance level displayed in this Record of Decision vary by as much as 5% from those used in the analysis because roads that have NFTS road numbers but are in private jurisdictions were included in the analysis as NFTS roads. These roads were shown correctly on the maps in the DEIS as other jurisdictions, not as NFTS roads. See the errata in Attachment 1 of the ROD.

³ Maintenance Level 2 (4013 miles), plus all motorized trails (74 miles) plus unauthorized routes (1,252 miles).

use. Designations are made by class of vehicle and, if appropriate, by time of year. Part 261 – Prohibitions, 36 CFR 261.13 Subpart A of the final rule, prohibits the use of motor vehicles off designated roads, trails and areas, as well as, use of motor vehicles on roads and trails that are not consistent with the designations. In accordance with the Travel Management Rule and following a decision on this environmental analysis, the Shasta-Trinity National Forest will publish a Motor Vehicle Use Map (MVUM) designating all NFTS roads, trails and areas that are designated for motor vehicle use. The MVUM shall specify the classes of vehicles and the times of year for which use is designated. Designation includes provision for parking within one vehicle length from the edge of the road where it is safe to do so without causing damage to national forest system resources or facilities.⁴

The unauthorized routes not added to the NFTS in this decision may in the future be considered for removal from the landscape and restoration to the natural condition, conversion to foot or equestrian trails, or addition to the NFTS and designation on a future MVUM. Future decisions associated with changes to the NFTS and MVUM depend on available staff and resources and may trigger the need for additional environmental analysis, public involvement and documentation

Purpose and Need

The following needs have been identified for this project.

Regulation of Cross Country Motor Vehicle Travel to Protect Cultural and Natural Resources

OHVs impact cultural and natural resources (FEIS, Chapter 3.0-3.14). The proliferation of unplanned, unauthorized and non-sustainable roads, trails and OHV areas adversely affects the environment. The number of user-created routes continues to grow each year and many routes have environmental impacts and safety concerns that have not been addressed. Subpart B of the travel management regulations is intended to prevent resource damage caused by unmanaged motorized travel. In order to implement Subpart B of the Travel Management Rule and to meet the goals of the Forest Plan for protection of resources and biodiversity (Forest Plan, page 4-4), there is a need to regulate cross-country motor vehicle travel by the public.

Additions and Changes to the NFTS to Meet Recreation Goals in the Forest Plan

Motorized recreation is an important public use of the Forest. Implementation of Subpart B of the Travel Management Rule will reduce acres and miles of motorized recreation opportunities relative to current levels. As a result, there is a need to consider limited changes to the NFTS such as additional routes, changes in vehicle class and season of use to meet the recreation goals in the Forest Plan (Forest Plan page. 4-5) for a variety of high quality outdoor recreation experiences.

⁴ See Forest Service Manual 7716.1

Consistency of the Forest Plan with Subpart B of the Travel Management Regulations

There is a need for consistency between the Forest Plan and the travel management regulations, CFR Part 212 Subpart B. Currently the Forest Plan (1995) is not fully consistent with these regulations. Motor vehicle travel by the public off designated routes in some areas of the Forest is authorized by the current Forest Plan. For example, the Forest Plan Record of Decision (page 7) states, “The Plan permits Off-Highway-Vehicle (OHV) use as follows: 586,609 acres closed; 1,259,688 acres restricted; and 275,250 acres open to OHV use.” In addition, the Forest Plan states on page 3–16, “The Forest’s OHV Plan⁵ designates 239,175 acres to cross-county travel.” This is in conflict with the Travel Management Rule at 36 CFR 212.50(a) which states, “Motor vehicle use off designated roads and trails and outside designated areas is prohibited by 36 CFR 261.13.”

Decision

Based on the analysis in the Shasta-Trinity National Forest Motorized Travel Management Project FEIS and associated project record, I have decided to implement Modified Alternative 2 (the Selected Alternative). I believe Modified Alternative 2 best meets the purpose and need and responds to issues identified during scoping by providing access to motorized recreation opportunities while protecting natural and cultural resources within the project area. Modified Alternative 2 was developed in response to public comments. In making this decision, I note that the Shasta-Trinity National Forest currently has a diverse NFTS with over 4,000 miles of designated routes available to all motor vehicles for motorized recreation, more than any other National Forest in California. My decision includes the following main components...

Prohibition of cross-country Travel

Within the project area, (See Figure 1) implementation of Modified Alternative 2 will prohibit cross-country travel by motor vehicles on 1,599,122 acres of National Forest. My decision will allow motor vehicle travel by the public on NFTS roads, trails and in open OHV areas only.

Additions to the NFTS and Open Areas

To maintain a diverse level of motorized recreational opportunities on the Forest while protecting natural, heritage and recreation resources, I have decided to:

- Add 21.19 miles of high-clearance native surface roads to the NFTS. These roads will be open to all vehicles (highway-legal and non-highway-legal as defined by the California Vehicle Code) and are listed in Attachment 1 of this Record of Decision. Season-of-use conditions described for each route in the FEIS would apply. These additions result in an NFTS open to all vehicles of approximately 4,034 miles.

⁵ This OHV Plan was referenced in the Forest Plan, but was never completed.

- Add 10.91 miles of motorized trails. These trails are listed in Attachment 1 of this Record of Decision. Of these motorized trails, 5.98 miles are open to all vehicle classes, 3.97 miles are open to vehicles 50 inches and less in width and 0.96 miles are open to motorcycles only. These additions result in an NFTS motorized trail system of approximately 85.14 miles.
- Add 44,047 acres of open areas below the high water mark of Shasta Lake and Trinity Lake. These open areas are described in Modified Alternative 2 in the FEIS for the purpose of accessing water-based recreation opportunities. These areas are restricted to street-legal vehicles with a 15mph speed limit.

Changes to the NFTS

In order to facilitate longer loop rides and provide access to motorized recreation opportunities, my decision authorizes motorized mixed use on 21.31 miles of Maintenance Level 3 roads⁶ as shown in Attachment 1 of this Record of Decision. The California Highway Patrol must also approve these routes for motorized mixed use. If the California Highway Patrol concurs with motorized mixed use on these routes, they will be so shown on the Motor Vehicle Use Map.

Table 1: Summary of Additions and Changes to the NFTS

Type of Change	Route Type	Current NFTS	Selected Alternative Adds	Total NFTS with Selected Additions and Changes
Unauthorized Routes Added to the NFTS	Roads open to all vehicles	4,013.24 miles	21.19 miles 46 routes	4,034.43 miles of roads available for all vehicles.
	Motorized Trails	16.74 miles	5.98 miles 19 routes	22.72 miles of motorized trails available for all vehicles.
	Motorized Trails Vehicles 50" and less in width	55.48 miles	3.97 miles 15 routes	59.45 miles vehicles 50" and less.
	Motorcycles only	2.01 miles	0.96 miles 3 routes	2.97 miles motorcycles only
	Subtotal Motorized Trails	74.23 miles	10.91 miles 36 routes	85.14 miles total Motorized trails
Addition of Open Areas	Below High Water Mark Areas in Shasta and Trinity Reservoirs	0	44,047 acres open areas	44,047 acres open areas
Changes to the NFTS:	Mixed Use on Maintenance Level 3 Roads	0	21.31 miles	21.31 miles Motorized Mixed Use
Total	All	4087.47 miles roads and motorized trails	53.41 miles of roads and motorized trails and 44,047 acres open areas	4,140.88 miles roads and motorized trails and 44,047 acres open areas

⁶ The Forest Service uses "maintenance levels" to describe the level of service provided by and maintenance required for a give route. See the Glossary (FEIS page 621) for definitions of maintenance levels.

Route changes to Modified Alternative 2 included in this decision

I have elected to make the following changes in Modified Alternative 2 based on my review of the FEIS and project record:

- Route U1B005A (0.09 miles or about 500 feet in length), which accessed the Midas Mine dispersed camping site, crosses an intermittent stream several times and is located primarily in the riparian reserve. After discussing this route with resource specialists on the Shasta-Trinity National Forest, I believe this route has potential adverse watershed impacts including sediment and bank erosion. Based on this information, I have elected not to add this route to the NFTS.
- Naturally occurring asbestos (NOA) thresholds for road aggregate are established by the California Air Resources Board (CARB). Field testing of surface rock on routes in the Beaughton and Dubakella soil families determined the presence of NOA in surface rock samples (FEIS, page 575). Where NOA levels exceed thresholds established by the CARB, a health risk and exposure assessment needs to be completed before these routes can be added to the NFTS. Mitigations proposed in the FEIS for these routes included capping with crushed rock to cover the NOA. After reviewing the assessment needs associated with routes that may include NOA, the cost of this mitigation and the uncertainty of the actual extent of NOA, I have elected not to add the routes shown in table 2 below to the NFTS, which total 3.49 miles.

Table 2: Routes associated with NOA deleted from Modified Alternative 2

Route	Length of Route in Miles	Miles within Serpentic Soils	Soil Family	Probability of NOA Presence ⁷	Type of Route
Pm211	1.43	0.32	Beaughton	Likely	Motorized trail for vehicles 50" and less in width
U30N36B	0.86	0.19	Dubakella	Possible	Motorized trail for vehicles 50" and less in width
Rm1603	0.29	0.29	Dubakella	Possible	Motorcycles only
U29N33B	0.91	0.03	Beaughton	Likely	Motorized trail for vehicles 50" and less in width

Mitigation Measures included in the Decision

My decision includes the implementation of mitigation measures described in the FEIS that are designed to minimize, reduce, or eliminate impacts on natural and cultural resources. Required mitigation measures are identified by route in Appendix D and L of the FEIS. In order to address resource concerns, routes needing mitigation will be closed to motorized use until required mitigations are completed. Once

⁷ Probability represents the professional opinion of the Forest Soil Scientist.

these mitigations are successfully implemented, these routes will be designated on the Forest's Motor Vehicle Use Map (MVUM) and open for public use.

Amendment of the Shasta-Trinity National Forest Land and Resource Management Plan

My decision amends the Forest Plan to be consistent with Subpart B of the Travel Management Rule by changing Standards and Guidelines 16(e) for Recreation on page 4-24 to permit OHV use as designated on the MVUM by the Forest and removes other references that authorize cross-country motorized travel off of designated routes.

Best Available Science

All practicable means to avoid or minimize environmental harm have been adopted in the design of the Selected Alternative. I have included all of the project design features and mitigation measures that I believe are necessary to avoid, minimize or rectify impacts on the resources potentially affected. My decision is based on an evaluation of the record that shows a thorough review of relevant best available scientific information. The resource analyses disclosed in Chapter 3 of the FEIS identify the analysis methodologies and scientific references which informed the analysis and the limitations of the analysis.

How Public Comments Shaped the Decision

In response to the DEIS, the Forest Service received 175 comment letters from individuals, organizations, agencies, and elected officials. These 175 letters generated approximately 1,200 separate comments. FEIS Appendix I describes the process used to assess and consider public comments on the DEIS and includes the Forest Service's responses to public concerns. After my review of public comments, I determined that the Proposed Action was basically sound but lacked elements requested by the public. I directed the interdisciplinary team to develop a Modified Alternative 2 that used Alternative 2 as a foundation, but was more responsive to significant issues identified in Chapter 1 of the FEIS and concerns raised during the public comment period.

The concerns that I addressed in Modified Alternative 2 were:

- Providing for motorized mixed use on Maintenance Level 3 roads while also considering public safety. In response to public comments and requests from county government, motorized mixed use is proposed in the Selected Alternative on 21.31 miles of Maintenance Level 3 roads that were originally considered in Alternative 5. While there is a level of risk from vehicle and OHV collisions with this proposal, allowing motorized mixed use on these Maintenance Level 3 routes connects approximately 35 Maintenance Level 2 roads and provides approximately 128 miles of connected OHV routes as a result. This is responsive to public comments requesting more loop and connected routes and to significant issue #1, Reduced Motorized Access and Recreation Opportunity.

- Providing increased access to dispersed recreation opportunities. In response to public comments, 37 routes totaling 10.77 miles considered in Alternative 5 were added to Modified Alternative 2⁸. These are primarily routes that provide access to dispersed recreation opportunities or loop rides. This is responsive to public comments requesting more access to dispersed recreation opportunities and to significant issue #1, Reduced Motorized Access and Recreation.
- Removing routes from consideration in the Selected Alternative that may adversely affect cultural or natural resources. All of the routes proposed in Alternative 2 were reexamined. Thirty seven routes totaling 19.26 miles were not carried forward to Modified Alternative 2 because they may adversely affect natural or cultural resources, Inventoried Roadless Areas, private lands or serve as substantial vectors for the spread of noxious weeds. This is responsive to public comments and significant issue #3, Motor Vehicle Impacts.

Rationale for My Decision

The Shasta-Trinity National Forest is, in many ways, the headwaters of northern California with two of California's largest rivers, the Sacramento and the Trinity, originating on the Forest. The Sacramento, California's longest river and the lifeblood of the great Central Valley, begins in springs fed by the snow and glaciers of Mt. Shasta. Shasta Lake, the largest reservoir in California, is formed where the McCloud, the Pitt and the Sacramento rivers join behind Shasta Dam. The Wild and Scenic Trinity River heads in the Trinity Alps Wilderness, collects its South Fork tributary from deep forests of the Yolla Bolly Wilderness and provides cold, clear waters for salmon, steelhead and whitewater adventure. Shasta Lake and Trinity Lake have hundreds of thousands of recreational visits each year, and both provide water for agriculture and communities in the Central Valley. Both rivers and their tributaries flow through landscapes of old growth forests and snow-capped mountain peaks. The Shasta-Trinity National Forest includes habitats that range from 750 feet above sea level where the Trinity River crosses the Forest boundary, to the summit of Mt. Shasta at 14,162 feet. On the west side of the Forest, more than 100 inches of rain falls each year in some places. On the east side of Mt. Shasta, there are places that get less than 10 inches of precipitation in a year. This diversity of environments provides habitat for threatened or endangered species including Coho salmon and northern spotted owls. There are dozens of species of rare or sensitive plants and animals that are dependent on the integrity of this landscape for their survival.

Embedded within this landscape are communities that take their identities and livelihoods in part from the natural resources of the Forest and the recreational opportunities it provides. Both motorized and non-motorized recreation are important programs on the Forest. According to the National Visitor Use Monitoring survey, there were over three million recreational visits to the Shasta-Trinity National Forest in 2002 (FEIS, page 95). In terms of commercial uses, the Forest provides millions of board feet of sustainable timber production to local lumber and veneer mills each year to help meet America's need for wood products. There are also commercial grazing and special uses authorized by permit. In reaching

⁸ As noted above, 4 of these routes totaling 3.49 miles were subsequently dropped from consideration in this decision because of issues associated with NOA.

my decision, I considered the current NFTS available for OHV use on the Shasta-Trinity National Forest (already the largest of any national forest in California), the purpose and need for action, the issues, the Forest Plan and associated amendments, current policies and regulations, effects on natural and cultural resources as disclosed in the FEIS and a full range of alternatives. For information about OHV use and impacts on national forest resources, I drew upon the local knowledge and experience of both employees and the public. This included the resource management and scientific expertise of Forest staff, as well as comments I received from the public identifying potential changes to the transportation system that would provide better access to important recreation destinations or protection of forest resources. It is against this backdrop that I considered the question of public motor vehicle use of the Shasta-Trinity National Forest. By understanding these elements, I was able to select an alternative that recognizes and respects traditional public uses and access, while seeking to minimize impacts to natural and cultural resources.

Although my decision will reduce the number of miles of motorized routes people are using as compared to the existing condition, I believe it strikes a balance between reductions promoted by some and increases supported by others and considers the capacity of the existing NFTS to provide motorized recreation opportunities. This decision implements a permanent prohibition on cross-country travel that will reduce detrimental effects on natural resource conditions. Importantly, it implements this prohibition while ensuring public motorized access to recreation opportunities across the Shasta-Trinity National Forest. My rationale for selecting Modified Alternative 2 follows.

Balancing OHV Use and Protection of National Forest Resources

The opinions and facts that swirl around this topic are as diverse as the resources of the Shasta-Trinity National Forest and the many publics who, in one way or another, use and enjoy this landscape. Throughout this process I have listened to the diverse and often conflicting perspectives held by the public concerning implementation of the Travel Management Rule. Comments on the DEIS provided additional information and ran the full gamut from “no restrictions” to “restrict everything.” One theme that did run through the diversity of opinions is that people care about and are connected to the Shasta-Trinity National Forest.

No single alternative could possibly meet all of these diverse interests and opinions. My selection of Modified Alternative 2 is intended to strike a balance between use and access of the Forest with protection of its many resources and the diverse values of Forest users.

Modified Alternative 2 enhances motorized recreation opportunities by:

- Providing for motorized mixed use while providing for public safety. I note that the addition of motorized mixed use to Modified Alternative 2 joins 35 Maintenance Level 2 roads providing an additional 128 miles of connected access for OHV riding.
- Providing access for dispersed recreation opportunities. For example, a number of routes were added in Indian Valley to provide motorized access to a popular recreation area that has a record of motorized recreation use.

- Connecting segments of routes open to all motorized vehicles to create loop rides. For example, routes 29N75, U29N73G, 30N29 and PM216 connect several miles of existing NFTS routes in the Forest Glenn area.
- Increasing the diversity of routes on the Forest, particularly motorized trails. The Selected Alternative adds 36 motorized trails totaling 10.91 miles on the NFTS.

Modified Alternative 2 provides protections for natural resources by:

- Prohibiting cross-country motorized travel as required by Subpart B of the Travel Management Rule on approximately 1.6 million acres of the Shasta-Trinity National Forest
- Selecting routes for addition to the NFTS that are not likely to adversely affect designated critical habitat for northern spotted owls, Coho salmon or other natural resources.
- Providing a monitoring and mitigation plan to ensure protection of natural resources.

Modified Alternative 2 provides protection for cultural resources by:

- Selecting routes for addition to the NFTS that do not affect Prescription XI lands, which are those lands allocated in the Forest Plan to be managed for the protection of cultural resources⁹.
- Authorizing only street legal vehicles with a 15 mph speed limit below the high water mark of Shasta and Trinity Lakes, both of which have numerous significant cultural sites.
- Providing a monitoring and mitigation plan to ensure protection of cultural resources.

Meeting the Purpose and Need

Regulation of Cross Country Motor Vehicle Travel to Protect Cultural and Natural Resources

I believe that the Selected Alternative provides the needed protection to natural and cultural resources of the Shasta-Trinity National Forest by prohibiting cross country travel by motor vehicles as required by Subpart B of the Travel Management Rule, by carefully selecting routes for addition to the NFTS, and developing appropriate conditions of use for those routes.

The permanent prohibition of cross-country travel ends the proliferation of unplanned routes by prohibiting motorized cross-country travel on approximately 1.6 million acres of the Shasta-Trinity National Forest. This reduction benefits natural and cultural resources across the Forest by providing protection from damage caused by cross-country motorized travel.

When deciding which routes to add to the NFTS, significant impacts to forest resources were avoided by careful selection of routes. Routes that had potential resource conflicts, required extensive repairs or mitigations, may have adversely affected critical habitat for ESA-listed species or would negatively

⁹ Prescription XI is a management prescription in the Forest Plan (page 4-50) that applies to sites that have been determined to be eligible for the National Register of Historic Places.

impact cultural resources were not included in the Selected Alternative. For example, 15 routes in the Proposed Action that were in designated critical habitat for northern spotted owls, 3 routes that may have impacted watershed resources and 4 routes that may have impacted cultural resource Prescription XI sites were removed from consideration in development of Modified Alternative 2 (FEIS, page 45-46). Routes included in the Selected Alternative as shown in Attachment 1 of this Record of Decision were chosen to provide motorized access for recreation while avoiding impacts to natural and cultural resources (FEIS, page 44-45). For example, none of the routes in the Selected Alternative impact designated critical habitat for northern spotted owls (FEIS, page 597) or require amendment of the Forest Plan to allow OHV use on culturally significant Prescription XI sites (FEIS, page 598). Additionally, as required by the Forest Plan, season-of-use restrictions have been applied for bald eagles and northern goshawks, both of which are sensitive species (FEIS, page 29; FEIS, Appendix B).

Open areas on the bottoms of Shasta and Trinity Lakes are designated for highway legal vehicles only, with a 15 mph speed limit to protect natural and cultural resources and to be consistent with the Memorandum of Understanding (MOU) with the Bureau of Reclamation (December 31, 1986) for Trinity Lake and for Shasta Lake to *“be administered by the [Forest]Service in a manner coordinated with other purposes of the Central Valley Project for outdoor recreation, conservation of scenic historic and other values contributing to the public enjoyment...”* The open areas are not intended to be used by vehicles for hill climbing, jumping, fast turns, high speed, etc (i.e. not an OHV play area) but to provide access to recreation activities on the lake shore while conserving natural and cultural resources. The Selected Alternative authorizes only street legal vehicles on the open areas below the high water mark of Shasta and Trinity Lakes primarily because cultural sites are at risk of further damage from OHV use (FEIS, page 375; FEIS, Appendix L). Restricting access to highway legal vehicles only with a 15 mph speed limit minimizes the likelihood of vehicles primarily designed for off-road uses being operated in a manner that damages natural and cultural resources, or is inconsistent with the MOU with the Bureau of Reclamation for management of the areas (FEIS, page 378).

My decision will protect sensitive wildlife habitats, stream courses and watersheds and the significant cultural and historic sites that occur in the Shasta-Trinity National Forest. I carefully considered each potential route to be added to the NFTS, as well as the specified class of vehicle and season of use. This was done in the context of the wide range of recreation desires of the visiting public, the existing Transportation System, the intermingling of public and private lands, and the need to provide protection for soils, streams, watersheds, plant and animal habitats, and cultural resources.

Additions and Changes to the NFTS to Meet Recreation Goals in the Forest Plan

In my evaluation of the NFTS of the Forest, I found that there is already an extensive transportation network – over 4000 miles - of roads open to all classes of motor vehicles including OHVs, that provides access to large areas of the Forest. For many years, roads were routinely added to the Forest transportation system based on project-level decisions that provided access for forest management activities and to developed recreation areas. What did not get added to the NFTS were the many short

road segments that provide motorized access to dispersed camping, picnicking and fishing sites. As a result, many dispersed recreation opportunities are not accessible by motor vehicle via the present NFTS. The Selected Alternative addresses this need by adding primarily short road segments (and occasionally longer road and motorized trail segments) to the NFTS to provide access to dispersed recreation sites and connect loop roads where possible. Route additions in all of the alternatives were necessarily constrained by the cost of adding and maintaining routes, and the need to protect cultural and natural resources.

The Selected Alternative adds routes requested by the public that provide access to dispersed recreation or make loop routes. For example, on the South Fork Management Unit the 1.4 mile “Dubakella South” motorized trail provides a loop route; other routes provide access to numerous dispersed recreation sites, many with water, such as 9 Mile Camp and the Big Flat of Naufus in the Indian Valley area. On the National Recreation Area, fishing access at Lewiston Lake, shoreline access at Trinity Center and numerous dispersed recreation opportunities are maintained by added routes or open areas. On the Shasta-McCloud Management Unit, a number of routes were added to provide loop rides. On the Trinity River Management Unit, access to the river for fishing and other recreation is provided by proposed additions to the NFTS. Open areas below the high water mark at Shasta Lake and Trinity Lake provide access to lake shorelines for dispersed camping, fishing, boating and other water-based recreation.

Motorized mixed use is the use of roads by both street legal and non-street legal vehicles. My decision makes provisions for motorized mixed use on 21.31 miles of existing Maintenance Level 3 roads. These routes were selected because they were requested by the public and connect approximately 128 miles of OHV riding opportunities on 35 different Maintenance Level 2 routes (FEIS, page 585). This facilitates extensive loop rides and reduces the need to trailer non-street legal OHVs between Maintenance Level 2 routes. I understand that many publics desired more motorized mixed use routes, or asked that all NFTS routes be open to non-street legal OHVs. While I appreciate these comments, and agree that OHV use of existing Maintenance Level 3 roads has little environmental impact, I must also consider public safety in making this decision. Public safety is a central element of the NFTS (Regional Forester’s Memo, January 13, 2009). The Forest Service evaluated Maintenance Level 3 routes considered for motorized mixed use for both probability and severity of a collision between street legal and non-street legal vehicles (FEIS, Appendix C). If the probability or the severity of a collision was considered to be high, I elected not to change the NFTS to authorize motorized mixed use on those routes at this time. The routes that were selected for motorized mixed use were all rated as low or moderate risk for crash probability or severity by a qualified professional engineer. I believe this strikes a reasonable balance between public safety and access for non-street legal OHVs.

This decision will provide motorized access to sites and routes that are important to Forest users for camping, sightseeing, exploring, fishing, hiking, boating and hunting. I believe the NFTS resulting from this decision shows the emphasis that has been placed on providing public access to the Forest and diversifying an already extensive NFTS to provide a variety of outdoor recreation experiences as directed by the Forest Plan (page 4-5).

The Selected Alternative provides public motor vehicle use for the future and results in a more manageable system of roads and trails. Management objectives for conserving rare plant and animal species and their habitats, protecting important cultural heritage sites, conserving Inventoried Roadless Areas, and enhancing watershed values are also achieved with adoption of the Selected Alternative.

The Forest will continue to analyze the existing NFTS to look for opportunities for improvement. It is important to emphasize that this travel management decision was designed to look only at unauthorized routes; this effort was not designed to identify and analyze new road and trail construction opportunities or route decommissioning projects. The Shasta-Trinity National Forest is committed to working with the public to further enhance the motorized recreation experience. I am optimistic that this can be achieved while protecting forest resources and mitigating conflicts with other users. We look forward to implementation of this decision and to working collaboratively with the public to make further progress.

Consistency of the Forest Plan with the Travel Management Rule

Subpart B of the Travel Management regulations implements the Executive Orders that direct Federal agencies to ensure the use of off-road vehicles on public lands will be controlled and directed so as to protect the resources of those lands, to promote the safety of all users of those lands, and to minimize conflicts among the various uses of those lands. The Travel Management regulations implement those orders by requiring designation of roads, trails and areas for motor vehicle use and prohibiting motor vehicle use off the designated system. The Selected Alternative, Modified Alternative 2, fully implements this direction. Publication of a Motor Vehicle Use Map (MVUM) in 2010 will complete this designation process by designating the roads, trails, and areas open for public motorized use. Temporary local Forest Orders restricting OHV use for the protection of national forest resources will be rescinded at that time. The prohibition of motor vehicle use off the designated system will take effect permanently once the MVUM is published. For more about the criteria used to make this decision compliant with the Travel Management regulations, see the Legal and Regulatory Compliance section, Travel Management Regulations below.

My decision amends the Forest Plan to be consistent with Subpart B of the Travel Management Rule by changing Standards and Guidelines 16(e) for Recreation on page 4-24 to permit OHV use as designated on the Motor Vehicle Use Map published by the Forest and removes other references that authorize cross-country motorized travel off of designated routes.

Conclusion

I make this decision carefully, and with full consideration for all of the comments received from the public. When reviewing the FEIS, I found that no single alternative met the diverse needs of all forest users. I believe Modified Alternative 2, which was developed from all public comments, best meets the identified Purpose and Need for this project because it balances the need for regulation of motor vehicle travel to protect cultural and natural resources with the need for additions and changes in the NFTS to meet the recreation goals in the Forest Plan. The Selected Alternative fully implements Subpart B of the

Travel Management Rule. My decision also amends the Forest Plan so that it is consistent with the Travel Management Rule.

Public Participation

Off Highway Vehicle recreation has been a part of the Shasta-Trinity National Forest as long as there have been OHVs. The Forest Plan recognized this use and made numerous references to OHVs being part of the recreational fabric of the Forest. Throughout this process, the interdisciplinary team for this project has relied on public input and participation to inform and shape this decision. The complete record of public participation in this project is in Chapter 1 of the FEIS.

Public meetings held early in the process were designed to share information about the five-step OHV route designation process and the Travel Management Rule, the steps necessary to implement the rule, and to develop an inventory of the unauthorized routes across the Shasta-Trinity National Forest. The Forest Service recognized that a thorough inventory of unauthorized routes would be a desirable starting point for travel management planning and that the knowledge provided by the public would also be important. Open houses held in 2005 sought the public's help in identifying unauthorized routes that would be included in the inventory. The public was asked to provide information about routes, especially in remote or lesser-known locations, and vehicle types used. Collaborative sessions and meetings were held in various locations as travel management planning continued with the objectives of sharing information, providing updates on the process, reviewing timelines, and identifying future opportunities for public involvement.

Key components of public participation included:

- Posting of information on the Forest website in 2005, with periodic updates since then
- Seven public workshops or meetings
- Seven meetings with County Boards of Supervisors or their representatives
- Eight meetings with interest groups or their representatives
- Two public meetings with the Lassen National Forest.
- Formal and informal consultations with Tribes in government-to-government discussions
- Many discussions from all perspectives of this project with concerned publics
- Four public open houses after publication of the DEIS

Throughout these various and diverse forums, my staff and I listened to and considered public input. We used that input to develop the Proposed Action for this project. On Aug. 8, 2008, the Forest Service published a notice of intent to prepare an environmental impact statement in the Federal Register (FR Volume 73, Number 154) for the Shasta-Trinity National Forest Motorized Travel Management EIS, including a description of the proposed action. A legal notice requesting public comment was placed in the local papers (Record Searchlight, 08/08/08; Mount Shasta Herald, 08/13/08; Trinity Journal,

08/13/08). The public comment period ended Sept. 6, 2008. A notice of public scoping was mailed to approximately 590 groups and individuals, and the opportunity to comment was posted on the Forest's website. Approximately 210 individuals and organizations responded, including approximately 37 individuals, one Federal agency (EPA), four County representatives (Shasta and Trinity Counties), members of a local homeowners association, members of off-highway vehicle recreation groups, and members of environmental organizations. The commenting organizations represent a variety of local, state and national perspectives. Along with narrative comments expressing support, opposition, or requests for revisions and new alternatives, many respondents included lists of routes requested to be designated for motor vehicle use or excluded from designation. Comments were submitted via letter, email, fax, phone calls, and office visits. All comments were analyzed to identify significant issues associated with the proposed action, and to ensure analysis of a full range of alternatives to address those issues. Comments received in scoping were used to develop the DEIS.

The 45-day comment period for the DEIS began with publication of the Notice of Availability in the Federal Register (Vol. 74, No. 122) on Friday, June 26, 2009. In response to public requests for additional time, the Forest extended the comment period to allow for 60 days total (Federal Register Vol. 74, No. 146, July 31, 2009). In addition to the Federal Register notices, the Forest published legal ads in three local newspapers: the Mount Shasta Herald, the Redding Record-Searchlight, and the Trinity Journal. The Forest's public involvement efforts also included publication of the DEIS and maps on the Forest's website, and assigning staff dedicated to ensuring that requests from the public during the comment period were addressed promptly. Four public informational meetings were held at locations around the Forest to clarify the analysis and accept comments on the DEIS.

As I interpreted public comments, the highest priorities for adding routes were:

- Well-established routes that access dispersed recreation areas.
- Trails for OHV/ATVs and motorcycles, and roads that connect to make loop rides possible.
- Making provisions for mixed use of Maintenance Level 3 roads with highway legal and non-highway legal vehicles.

The highest priorities I understood from public comments for excluding routes from the MVUM were:

- Routes in habitat for threatened or endangered species.
- Routes in Inventoried Roadless Areas.
- Routes that may impact water quality or cause soil erosion.

I believe the modifications that resulted in the development of Modified Alternative 2 are responsive to these comments and public priorities.

Tribal Consultation

Consultation with federally recognized and other local tribes associated with the Shasta-Trinity National Forest has been pursued throughout travel management planning. The following nine tribal organizations received information and the opportunity to comment on the proposed action:

- Pit River Tribe
- Quartz Valley Indian Reservation
- Hoopa Tribe
- Redding Rancheria
- Colusa Indian Community Council
- Winnemem Wintu Tribe
- Shasta Indian Nation
- The Shasta Tribe, Inc.
- Nor-Rel-Muk Nation

Following the public comment period, meetings were held with the Pit River Tribe and the Winnemem Wintu Tribe to discuss travel management planning and provide preliminary information on the alternatives being considered. Further consultation with tribal governments is planned as Subpart A of the Travel Management Rule is implemented.

Coordination with Local Governments

The Shasta-Trinity National Forest lies primarily in parts of Siskiyou, Shasta and Trinity County. The Forest Service has informed the respective counties of the scope of the decisions being made, the potential impacts to users and has invited comments from local governments (FEIS, page 13). Consistent with the coordination requirements of the Travel Management Rule, Shasta-Trinity National Forest staff met regularly with local county governments to inform, listen and respond to concerns regarding travel management planning on the Shasta-Trinity National Forest as follows.

- **February 2008:** Meeting with the Natural Resource Policy Advisor for Siskiyou County.
- **March 2008:** Meeting with Siskiyou County Board of Supervisors; joint meeting with Klamath National Forest to provide an update on the travel management process and timelines.
- **October 2008:** Shasta County Board of Supervisors.
- **September 2008:** Meeting with Trinity County Resource Conservation District Board Members; provided proposed action information and suggested a process for providing comments to share with their Board of Directors.
- **Winter 2008:** Siskiyou County Board of Supervisors (public forum).
- **January 2009:** Attendance at meeting hosted by Shasta County with counties in northern California and the OHV community to discuss Forest Service travel management.
- **February 2009:** Trinity County Board of Supervisors meeting to summarize the travel management alternatives.

- **November, 2009:** Shasta County Board of Supervisors to discuss motorized mixed use of maintenance level 3 roads.

County comments and Resolutions are documented in Appendix K of the FEIS. Alternative 1, the No Action alternative is generally the most responsive alternative for travel management objectives as stated by the counties in resolutions or by letter. While the No Action alternative would generally meet the objectives of the counties, as noted elsewhere in this Record of Decision, Alternative 1 would not meet the requirements to implement Subpart B of the Travel Management Rule or the goals of the Forest Plan to provide a wide variety of outdoor recreation experiences (Forest Plan, p. 4-5) while also protecting the wild and scenic character and rich biodiversity of the Shasta-Trinity National Forest (Forest Plan p. 4-4).

Implementation Strategy

I believe the most effective way to implement this decision is with the cooperation of the public and by education and collaboration as opposed to regulation and enforcement. A law enforcement strategy is, however, included in Appendix E of the FEIS. My decision includes the following implementation strategy:

- Produce a Motor Vehicle Use Map (MVUM) based on the Selected Alternative and make it available to the public at no cost. This map will be the legal document that designates NFTS roads, trails and areas on the Forest that may be legally traveled with a motor vehicle, as well as the allowed vehicle class, and any seasonal or other use restrictions.
- Promulgate a Forest Order that restricts the lake bottoms of Shasta and Trinity Lakes to a 15 mph speed limit.
- Revise and reissue this MVUM as needed to accommodate future changes in the NFTS roads and trails on the Shasta-Trinity National Forest.
- Implement mitigation measures for specific roads and motorized trails that will be added to the NFTS as well as the “Open Areas” at Shasta Lake and Trinity Lake. This decision’s mitigation measures, relative to each specific route to be added to the NFTS and “Open Areas,” are included in Appendix D of the FEIS. Mitigations for protection of cultural resources are documented in Appendix L of the FEIS. The mitigation measures specified for each route must be implemented prior to opening the route for public motorized use (in other words, prior to designating the route on the MVUM). Scheduling of mitigation measures will be prioritized based on the following considerations:
 - roads and motorized trails where route location or deteriorated condition may have substantial adverse effects on riparian, watershed, threatened, endangered or sensitive species or significant cultural resources. Because of the way routes were selected for addition to the MVUM, I anticipate that any necessary repairs to prevent resource damage will be relatively minor;

- mitigation measures that are relatively inexpensive and easy to implement (for example, signage or simple barriers) such as the sign plan associated with motorized mixed use of Maintenance Level 3 routes;
- roads and motorized trails that provide Transportation System connectivity, access to important destinations, or key public benefits and recreation opportunities. Upon completion of the required mitigation, the route will appear as a designated public road or motorized trail on subsequent revisions of the MVUM.
- Supplement the MVUM by signing NFTS roads and trails that are open to public use on the ground with a road or trail number and applicable regulatory information. This work is a priority, but may not be completed in the first season of implementation.
- Continue working with groups interested in the management of NFTS roads and trails and “Open Areas” on the Shasta-Trinity National Forest by providing stewardship opportunities for the public. Activities of these groups could include, but are not limited to:
 - Developing a public volunteer strategy to identify opportunities for the public to help implement, enforce, maintain and fund the designated route system.
 - Expanding a volunteer group capable of supporting ongoing resource protection measures, disseminating public information, conducting effectiveness and resource monitoring, and helping maintain NFTS infrastructure (including signs, kiosks, roads, trails and restoration efforts).
 - Developing a public education strategy to educate forest visitors about the designated route system, assist the public with reading the MVUM, and educate forest visitors about best practices for minimizing impacts resulting from motorized travel activities.
 - Assisting with the implementation of actions included in this decision, such as mitigations, signage, monitoring and maintenance.
 - Provide law enforcement as available and appropriate support of this decision as described in Appendix E of the EIS.

Maintaining and Administering the NFTS

This decision will not significantly impact road maintenance costs (FEIS, page 604; FEIS, Appendix J, Appendix F). The Shasta-Trinity National Forest already has an extensive backlog of deferred maintenance so I must be judicious in selection of routes to add to the NFTS. That is one of the primary reasons routes that require extensive mitigation or repair were not added to the system at this time. Securing adequate funding to complete needed maintenance of the Forest Transportation System is an ongoing challenge in the face of declining revenue from timber sales and cooperative road agreements, as well as decreases in appropriated funding. I expect that the Forest, in collaboration with the OHV community will need to pursue grant funding more aggressively, further prioritize needed maintenance, as well as explore more creative solutions such as road maintenance agreements or volunteer trail adoption programs. I am committed to maintaining NFTS roads and trails consistent with their established

management objectives. The Forest Service will need the help of the OHV community particularly for motorized trails that do not have other sources of funding for maintenance. We look forward to working collaboratively to maintain the routes we have in the NFTS, so that in the future, additional routes can be considered for inclusion.

Alternatives Considered in Detail, but Not Selected

In addition to the Selected Alternative, I considered five other alternatives in detail, which are summarized below. A more detailed comparison of these alternatives can be found in Chapter 2 of the FEIS.

Alternative 1 (No Action)

The No Action Alternative represents the existing conditions and provides a baseline for comparing the other alternatives. Under the No Action Alternative, the 1995 Shasta-Trinity National Forest Land and Resource Management Plan (Forest Plan) would continue to guide management of the project area. The Travel Management Rule would not be implemented and no Motor Vehicle Use Map (MVUM) would be produced. Specifically, the No Action Alternative would include no prohibition of cross-country travel, including continued motor vehicle use of approximately 1,252 miles of various unauthorized routes outside of wilderness. No unauthorized routes would be added to the NFTS and those routes would continue to have no status or authorization as NFTS facilities. No changes would be made to the current NFTS, which includes 4013 miles of roads open to all motor vehicles and 74 miles of motorized trails.

There are a number of reasons for not selecting this alternative. The primary reason, however, is that it would not meet the purpose and need for the decision. Motor vehicle use on the forest would continue without sufficient management. Although currently drivers are prohibited from operating vehicles off NFTS roads in a manner that damages or unreasonably disturbs the land, wildlife or vegetative resources (36 CFR 261.15(h)), allegations of resource damage are difficult to substantiate using existing authority. As a result, current difficulties associated with prosecuting OHV damage to natural resources would continue under Alternative 1. This alternative would have the greatest likelihood of route proliferation, which would be unacceptable in terms of effects to wildlife, biological diversity, fisheries, soils and water quality. Considering trends in OHV use, this alternative has the potential to create serious resource problems in the future. The No Action alternative would also fail to implement Subpart B of the Travel Management Rule.

Alternative 2

Alternative 2 was the original Proposed Action for this project. This Alternative was developed during preparation of the Draft Environmental Impact Statement for this Project to be responsive to the Purpose and Need. Alternative 2 included:

- Prohibition of cross-country motor vehicle travel off of designated roads, trails and areas.
- Addition of 44.2 miles of unauthorized routes as NFTS Roads or Trails.

- Addition of 44,047 acres of open areas below the high water mark of Shasta Lake and Trinity Lake.
- No changes to the NFTS to allow mixed use.

This alternative was not selected because, after reviewing public comments, I felt it could be improved to better meet the Purpose and Need for the Project. Alternative 2 included several routes that had inherent resource conflicts including possible adverse impacts to critical habitat of the northern spotted owl, cultural resources, watershed values or excessive mitigation needs. After reviewing these routes, I determined that they should not be added to the NFTS at this time. Additionally, in my opinion Alternative 2 did not provide sufficient diversity of motorized access to dispersed recreation opportunities. Alternative 2 also failed to make any provision for motorized mixed use of maintenance level 3 roads, which was a significant issue for the public (FEIS, Appendix I).

Alternative 2 was the basis for Modified Alternative 2 as many of the parts of these alternatives are identical. After the routes with resource conflicts were dropped and additional motorized trails and provisions for motorized mixed use were added, I felt Modified Alternative 2 better met the purpose and need for the Project because it reduced environmental consequences while providing a wider diversity of motorized access when compared to Alternative 2.

Alternative 3

Alternative 3 responds to the issues of conflicts with non-motorized recreation and natural and cultural resources by adding no new facilities (i.e., roads and motorized trails) to the NFTS. None of the currently unauthorized routes would be added to the NFTS under this alternative. This is the most restrictive of the action alternatives with respect to OHV use. Like Alternative 1, this alternative also provides a baseline for comparing the long-term impacts of other alternatives that propose changes to the NFTS in the form of new facilities. Alternative 3 included:

- Prohibition of cross-country motor vehicle travel off of designated roads, trails and areas.
- No Addition of unauthorized routes NFTS Roads or Trails.
- No addition of open areas below the high water mark of Shasta Lake, Trinity Lake or Iron Canyon Reservoir.
- No changes to the NFTS to allow motorized mixed use.

Because this alternative would not add any routes or open areas to the system, effects on cultural, biological and physical resources would be minimal. No mitigations would be needed to reduce effects of motor vehicle use on forest resources. This alternative would provide the fewest opportunities for loop rides and motorized recreation because it makes no additions to the NFTS and designates no open areas.

While Alternative 3 arguably provides the most environmental protections, it does so at the expense of motorized recreation, access and motorized dispersed recreation because it does not address the need to diversify the existing NFTS. I believe that restricting use to existing system roads would eliminate a

number of desired motorized dispersed recreation opportunities described by public comments. In my opinion, Modified Alternative 2 provides a better approach because it provides substantially more motorized access and diversity of routes than Alternative 3, while balancing the need for protection of natural and cultural resources. For these reasons I did not select Alternative 3.

Alternative 4

Alternative 4 responds to the issue of protecting resources and minimizing impacts to non-motorized recreation experience by avoidance of Inventoried Roadless Areas (IRAs). Motorized mixed use is proposed on approximately 30.41 miles of existing NFTS maintenance level 3 roads in order to improve connections between existing and proposed routes. Areas for OHV use include Shasta Lake, Trinity Lake and Iron Canyon Reservoir below the high water mark. Alternative 4 included:

- Prohibition of cross-country motorized travel off of designated roads, trails and areas.
- Addition of 15.56 miles of unauthorized routes as NFTS Roads or Trails.
- Addition of 44,476 acres of open areas below the high water mark of Shasta Lake, Trinity Lake and Iron Canyon Reservoir to highway legal vehicles with a 10 mph speed limit.
- 30.41 miles of changes in the NFTS to allow motorized mixed use.

This alternative substantially improved access to dispersed sites and facilitated the creation of some loop trails with the addition of motorized mixed use as compared to Alternative 3. It also provided more diversity in designated areas with the addition of Iron Canyon Reservoir than either Alternative 2 or 3.

While this alternative increased recreational opportunities to some extent, I believe more routes could be added to the NFTS without negatively affecting Forest resources. I also reviewed the engineering evaluation of mixed use routes in Appendix C of the FEIS, and noted that a professional engineer had determined that many of the ML 3 roads proposed for mixed use had a high level of crash probability and severity if motorized mixed use were authorized. Safety is a primary consideration in designation of routes. I am not willing to change the NFTS to allow mixed use on Maintenance Level 3 roads that have a high probability of a crash occurring, or a high severity rating in the event of a collision between an OHV and another vehicle.

I also reviewed the feasibility of designating Iron Canyon Reservoir as an open area for all motor vehicles. Iron Canyon Reservoir is currently part of a hydropower facility. It is subject to significant daily fluctuations in water level because it is used to respond to peak demands for power by releasing more water for power production and then refilling. When power demands decline, the amount of water released slows, and the reservoir begins to refill raising water levels several feet in the space of a few hours. In the past, there have been vehicles trapped by this fluctuating water level. I cannot ensure public safety if this area is designated as an OHV area because of these fluctuations in pool level. (2770 Memo, Oct. 15, 2009, FEIS, Appendix I) In addition, the State Water Resource Control Board (SWRCB) has expressed concerns about sediment generated in the Iron Canyon facility by OHV use, and recommended

that Iron Canyon not be designated as an OHV area (SWRCB Memo, August 25, 2009, FEIS, Appendix I). Therefore, because of public safety and resource concerns, I have decided not to designate Iron Canyon Reservoir for OHV use.

I believe the Selected Alternative, Modified Alternative 2, provides more opportunities for diverse motorized recreational experiences than Alternative 4 because it adds nearly twice as many miles of roads and trails open to all vehicles (32.1 miles) as does Alternative 4 (15.56 miles). Modified Alternative 2 also makes provisions for mixed use, but does not include the high risk roads that are part of Alternative 4. Modified Alternative 2 provides for open areas at Shasta and Trinity Lakes, but does not create the public safety hazards associated with motor vehicle use in Iron Canyon Reservoir. Therefore, I believe Modified Alternative 2 better meets the purpose and need for the Project than does Alternative 4.

Alternative 5

Alternative 5 emphasizes access and motorized recreation opportunity. This alternative was designed to provide the maximum number of routes requested by the public and to respond to the significant issues regarding recreation access and diverse motorized recreation experiences. Alternative 5 analyzed:

- Prohibition of cross-country motorized travel off designated roads, trails and areas.
- Addition of 106.12 miles of unauthorized routes as NFTS Roads or Trails.
- Addition of 44,476 acres of designated areas below the high water mark of Shasta Lake, Trinity Lake and Iron Canyon Reservoir open to all vehicle classes with a 10 mph speed limit.
- 30.41 miles of changes in the NFTS to allow mixed use.

Alternative 5 adds the most miles of roads and trails of any of the action alternatives. I reviewed the effects of this alternative closely since it had the largest number of routes submitted by the public and was also responsive to the public's request for more motorized mixed use routes.

While this alternative adds the most routes, it also has the highest resource impacts on watershed resources, terrestrial and aquatic wildlife habitats, cultural resources, soil resources and has the highest potential to spread non-native invasive species when compared to the other action alternatives (FEIS, Chapter 3.15). Alternative 5 is the same as Alternative 4 with respect to motorized mixed use and the addition of Iron Canyon Reservoir. As in Alternative 4, I am not selecting mixed use routes that have a high risk of collision, or a high severity if a collision occurs, nor am I adding Iron Canyon Reservoir to the NFTS.

In reviewing Alternative 5, 10.77 miles of routes were identified that would provide access to dispersed camping areas without an unacceptable level of impact on national forest resources. To be responsive to the public's comments on access to dispersed sites and to provide for dispersed recreation, I have added 7.28 miles of these routes to Modified alternative 2 (the Selected Alternative)¹⁰. I believe

¹⁰ Four routes totaling 3.49 miles of the original 10.77 miles were dropped in this decision because of issues associated with NOA.

Modified Alternative 2, with selected routes from Alternative 5 to facilitate dispersed recreation, strikes a better balance between access and impacts to national forest resources than does Alternative 5.

Environmentally Preferable Alternative

The environmentally preferable alternative is often interpreted as the alternative that causes the least damage to the biological and physical environment; however, other factors relevant to this determination are provided in Section 101 of the National Environmental Policy Act (NEPA). These include fulfilling the responsibilities of each generation as a trustee of the environment for succeeding generations; assuring safe, healthful, productive, and aesthetically and culturally pleasing surroundings for all Americans; and achieving a balance between population and resource use which will permit high standards of living and a wide sharing of life's amenities. Based on my consideration of these factors and the effects disclosed in the FEIS, I consider Alternative 3 to be the environmentally preferable alternative. My reasons for selecting Modified Alternative 2 instead of Alternative 3 are provided above.

Legal and Regulatory Compliance

Forest Plan Consistency

Based on the assessment in the FEIS (FEIS, page 170), I find the Motorized Travel Management Project to be consistent with the Aquatic Conservation Strategy of the *Shasta-Trinity National Forest Land and Resource Management Plan* (Forest Plan 4-53).

This decision is consistent with the requirements for Survey and Manage species in the *Record of Decision and Standards and Guidelines for Amendments to Survey and Manage, Protection Buffer, and other Mitigation Measure Standards and Guidelines* (Wolcott et al, 2010, Project Record,).

An assessment of project effects on fish and wildlife management indicator species (Forest Plan 3-11, 24-26) was completed and is in the project record (Briggs, 2009; Wolcott, 2010).

This decision is in accordance with current policy and follows the standards established in Forest Service Manual direction for Sensitive Species (FSM 2670.32) as required by the *Shasta-Trinity Land and Resource Management Plan* (Forest Plan 4-5).

My decision includes one amendment to the management direction contained in the Forest Plan. Information about this amendment and the evaluation of significance under the National Forest Management Act (NFMA) is provided below.

Forest Plan Amendment

Background: The Shasta-Trinity Forest Plan currently has provisions that allow motorized cross country travel. The Forest Plan currently states (page 3-16), "The Forests' OHV Plan designates 239,175 acres to cross-country travel..." The Record of Decision (page 7) for the Shasta-Trinity National Forest states, "The Plan permits Off-Highway-Vehicle (OHV) use as follows: "... 275,250 acres open to OHV use."

This direction is in conflict with the Travel Management Rule at 36 CFR 212.50(a) which states, “Motor vehicle use off designated roads and trails and outside designated areas is prohibited by 36 CFR 261.13.” This amendment removes references to cross-country or open OHV travel, and adds the following sentences to Standard and Guidelines for Recreation 16(e) on page 4-24 to make the Forest Plan consistent with Subpart B of the Travel Management Rule:

Motorized travel, including OHV / ATV use, is permitted only on designated routes shown on the Shasta-Trinity National Forest Motor Vehicle Use Map. As required by 36 CFR 161.13, Subpart B, motorized cross-country travel on routes that are not designated on the Forest Motor Vehicle Use Map is prohibited unless otherwise part of a permitted activity or administrative use.

Evaluation of Significance

The National Forest Management Act (NFMA) requires that proposed forest plan amendments be evaluated for whether they would constitute a significant change in the long-term goods, outputs, and services projected for the national forest. The following criteria are used to determine the significance of forest plan amendments (Forest Service Manual 1926.51-52).

1. Actions that do not significantly alter the multiple-use goals and objectives for the long-term land and resource management.

Permitting OHV use on designated routes as described in this amendment is consistent with the overall management philosophy of the Shasta-Trinity National Forest to realize integrated multiple resource land management in the context of Ecosystem Management. This goal is to be achieved through the implementation of an environmental agenda that has three major facets:

- **Preservation** - the protection of unique landscapes and their wild and scenic characteristics for the indefinite future.
- **Biodiversity** - at all ecosystem scales, the maintenance of a rich diversity of plants, fish and wildlife.
- **Sustainable Development for People** - providing high quality recreational experiences, a long term sustained yield of timber, forage and other resource products, and services consumed by society. This last facet will be compatible with the Preservation and Biodiversity goals (Forest Plan 4-4).

In addition, this Amendment is consistent with specific objectives for:

- a) Biological Diversity (Forest Plan 4-4) because permitting OHV travel only on designated routes reduces impacts on terrestrial and aquatic biota and maintains the diversity and quality of habitats that support viable populations of plants, fish and wildlife (FEIS, Chapters 3.03, 3.04, 3.05, 3.06)
- b) Heritage Resources (Forest Plan 4-4) because permitting OHV travel only on designated routes preserves significant historic and prehistoric sites (FEIS, Chapter 3.06)

- c) Facilities (Forest Plan 4-4) because permitting OHV travel only on designated routes protects wildlife, contributes to water quality objectives and provides recreational access (FEIS, Chapters 3.01, 3.02, 3.03, 3.04, 3.05)
- d) Fisheries (Forest Plan 4-4) because permitting OHV travel only on designated routes protects wild trout and salmon habitat (FEIS, Chapters 3.03, 3.04).
- e) Recreation (Forest Plan 4-5) because permitting OHV travel only on designated routes provides for a variety of high quality outdoor recreation experiences for all users (FEIS, Chapter 3.01).
- f) Riparian Areas (Forest Plan 4-5) because permitting OHV travel only on designated routes will maintain or improve riparian habitat (FEIS, Chapters 3.02, 3.03, 3.04)
- g) Soils (Forest Plan 4-5) because permitting OHV travel only on designated routes will prevent excessive surface erosion, mass wasting and cumulative watershed impacts (FEIS, Chapters 3.02, 3.13)
- h) Water (Forest Plan 4-6) because permitting OHV travel only on designated routes maintains water quality by preventing soil erosion (FEIS, Chapters 3.02, 3.13).

After reviewing the FEIS, I find no discernible effect on other goals in the Forest Plan for the Shasta-Trinity National Forest.

Objectives in a Forest Plan are quantifiable, time-specific statements of accomplishment related to goals. In the Recreation section of the Forest Plan, there is an objective to provide 239,175 acres of open, useable OHV areas (Forest Plan Table 4-2). Subpart B of the Travel Management Rule makes this objective moot. I note that the Motorized Travel Management project provides 44,047 acres of open areas in Shasta and Trinity Lakes and 4,144 miles of roads and trails open to OHV use.

Based on this evaluation, I find that this amendment does not significantly alter the Forest Plan's multiple-use goals and objectives for long-term land and resource management.

2. Adjustments of management area boundaries or management prescriptions resulting from further on-site analysis when the adjustments do not cause significant changes in the multiple-use goals and objectives for long-term land and resource management.

This project does not change management area boundaries or management prescriptions; therefore there is no effect on the Forest Plan with respect to this criterion.

3. Minor changes in standards and guidelines.

This amendment changes one standard and guideline in the Forest Plan (Recreation 16(e), page 4-24) to require OHVs to travel on designated routes or within designated areas as shown on the MVUM. There are six other references in the Standards and Guidelines (4-24, 4-44, 4-47, 4-48, 4-49, 4-65) that refer to OHVs on designated routes or within designated areas. Based on this evaluation, I find

that this amendment brings the Standards and Guidelines for Recreation into alignment with other resource Standards and Guidelines and constitutes a minor change in the Forest Plan.

4. Opportunities for additional projects or activities that will contribute to achievement of the management prescription.

This amendment provides many opportunities for collaborative projects with the public that will contribute to achieving the goals of the Forest Plan. Therefore, I find the Motorized Travel Management project is consistent with this criterion for non-significant amendments of Forest Plans.

5. Changes that would significantly alter the long-term relationship between levels of multiple-use goods and services originally projected (see section 219.10(e) of the planning regulations in effect before November 9, 2000 (see 36 CFR parts 200 to 299, revised as of July 1, 2000)).

This amendment does not affect any program outputs and does not change the output of multiple use goods and services of any programs. Implementation of the Travel Management Rule only affects public access. Law enforcement, administrative and motor vehicle use underwritten authorizations are not affected, therefore land management activities by and large are unaffected by the amendment. Permitting OHVs on designated routes affects only estimated acres of open OHV areas described in the Forest Plan. These open areas were rendered moot by publication of Subpart B of the Travel Management Rule. Therefore, I find this amendment does not constitute a significant amendment of the Forest Plan with respect to the delivery of multiple use goods and services.

6. Changes that may have an important effect on the entire land management plan or affect land and resources throughout a large portion of the planning area during the planning period.

This amendment contributes to meeting Forest Plan goals in biological diversity, heritage resources, facilities, fisheries, recreation, riparian areas, soils and water. It affects only OHV use on undesignated routes. This amendment is fully consistent with goals in the Forest Plan and reinforces existing Standards and Guidelines which refer to permitting OHV use only on designated routes.

Finding of Non-Significance, and Amendment of the Forest Plan

The proposed amendment is fully consistent with the Forest Plan goals to provide a broad range of recreation opportunities balanced with protection of other resource goals and multiple use values. Therefore, I find that adoption of this amendment is not significant in the context of the NFMA.

I hereby amend the 1995 *Shasta-Trinity National Forest Land and Resource Management Plan* with this non-significant amendment to add the following sentences to the Standards and Guidelines for Recreation 16(e) on page 4-24:

Motorized travel, including OHV/ATV use, is permitted only on designated routes shown on the Shasta-Trinity National Forest Motor Vehicle Use Map. As required by 36 CFR 161.13, Subpart B, motorized cross-country travel on routes that are not designated on the Forest Motor Vehicle Use Map is prohibited unless otherwise part of a permitted activity or administrative use.

Travel Management Regulations

The Travel Management regulations require that certain criteria be considered when designating routes for motor vehicle use (36 CFR 212.55(a) through (e)). These criteria have been considered at all stages of this process beginning with the development of the underlying Purpose and Need (FEIS, Chapter 1), development of the alternatives, analysis of effects (as documented in the “Compliance with the Forest Plan and Other Direction” sections of each resource’s analysis in Chapter 3 of the FEIS), and ultimately my selection of Modified Alternative 2. Throughout the ROD and the FEIS, there are many specific examples of how I considered the Travel Management Rule criteria in making this decision. The following details have been included to underscore the importance I gave to these criteria in my decision:

- **Cultural resources:** My decision reduces effects to cultural resources by mitigating all identified and potential adverse effects to cultural sites associated with use of routes added to the transportation system (FEIS, page 381, 598; FEIS, Appendix L). Any route that required amendment of the Forest Plan to allow access to Prescription XI lands was dropped in this decision, reducing the possibility of adverse impacts (FEIS, page 598). Further, this decision is in full compliance with Programmatic Agreements with the State of California for compliance with section 106 of the National Historic Preservation Act for protection of cultural resources (FEIS, page 381; Henn, 2010).
- **Public safety:** The Selected Alternative authorizes the use of proposed Maintenance Level 2 roads or motorized trails that have been determined to be generally safe (FEIS, Appendix C). In addition, public safety has been my top priority when considering whether to allow motorized mixed use on passenger car roads and is reflected in my decision to authorize mixed use only on selected routes that have been evaluated to have a low or moderate crash probability and severity (FEIS, page 605; FEIS, Appendix C.).
- **Access to public and private lands:** When identifying routes to add to the NFTS, I focused on meeting the needs of the public by providing access to the most desired routes and areas on the Forest. In addition, my decision will not impact access to private lands because this project does not designate roads or trails through private lands where the Forest Service does not have right-of-way. Furthermore, no existing rights-of-way for adjacent private landowners are changed.
- **Maintenance of the NFTS:** Availability of resources for maintenance and administration of roads, trails and areas designated for addition to the NFTS was a central consideration in my selection of routes. As stated previously, the Selected Alternative will not substantially increase annual operations and maintenance costs compared to current levels (FEIS, page 604).
- **Minimizing damage to soil, watershed, vegetation and other forest resources:** Routes added to the NFTS as part of my decision satisfy federal and state water quality requirements and are not expected to adversely impact water quality (FEIS, page 169, 170; FEIS, Appendix D). My decision minimizes impacts to both soil and water resources, including riparian and aquatic habitats, by only adding routes where adverse impacts could be either avoided or mitigated to acceptable levels. The Biological Evaluation for Sensitive Plants and Fungi (Miller, 2009) and the analysis presented in

Chapter 3.07 of the FEIS determined that my decision is not likely to result in a trend toward federal listing or loss of viability for any sensitive plants or fungi (FEIS, page 600). Route selection focused on avoiding new routes becoming vectors for Non-Native Invasive Species (FEIS, Chapter 3.08, page 601; Miller, 2009). The full analysis displaying these effects can be found in Chapter 3 of the FEIS.

- **Minimizing harassment of wildlife and significant disruption of wildlife habitat:** Routes with known or potential conflicts with rare wildlife species or their habitat were not proposed for addition to the NFTS unless mitigation measures were identified to minimize or eliminate the conflict (FEIS, Chapter 3.05). Measures taken to protect goshawks and bald eagles, both sensitive species, include season of use restrictions as shown in Attachment 1 of this Record of Decision. The Biological Evaluation (BE) for Wildlife (Moser, 2009) documents a finding of either **no effect**, or **may impact individuals, but is not likely to lead to a trend in federal listing** for all wildlife species on the 2007 Regional Forester's Sensitive Species List. The Biological Evaluation (BE) (Briggs, 2009) for Sensitive aquatic species on documents a finding of **no effect**. A BE (Miller, 2009) for Sensitive plants, lichens and fungi species on the Regional Forester's Sensitive Species list documents a finding of either **no effect** or **may affect individuals but is not likely to cause a trend toward federal listing** for all species.
- **Minimizing conflicts between motor vehicles and existing or proposed recreational uses of National Forest System lands:** This decision does not add any routes in Wilderness Areas, "Wild" portions of the Wild and Scenic Trinity River (FEIS, 123), Inventoried Roadless Areas (FEIS, page 602), primitive or semi-primitive non-motorized recreation settings (FEIS, page 585). The Selected Alternative, when compared to Alternatives 1, 2 and 5 reduces the amount of the general forest area where noise can be anticipated. In other words, less area is potentially affected by OHV noise, which reduces potential conflicts with other recreational uses of the Forest (FEIS, page 585). There is also a slight decrease of routes within 0.5 miles of neighboring private lands from 23 miles in the Proposed Action to 14.15 miles in Modified Alternative 2 (FEIS, page 585). The effect of this reduction is less potential noise, dust and potential conflicts between OHV uses and neighboring lands.
- **Minimizing conflicts among different classes of motor vehicle uses of National Forest System lands or neighboring federal lands:** None of the route additions or changes to the NFTS on the Shasta-Trinity National Forest connect to other federal ownerships, so there are no conflicts between route additions or changes to the NFTS and other federal lands. Open areas designated in the Selected Alternative on Shasta and Trinity Lakes are managed in a manner consistent with the existing Memorandum of Understanding (MOU) with the Bureau of Reclamation (December 31, 1986) for those reservoirs. All route designations were screened for consistency with the Forest Plan. As described previously, mitigation associated with motorized mixed use proposals have been designed to maintain safety for the public and minimize conflicts between different vehicle classes on passenger car roads (FEIS, page 605; FEIS, Appendix D). None of the routes proposed for addition to the NFTS dead-end on private lands, or connect to private roads where the Forest Service does not have an easement.

- **Compatibility of motor vehicle use with existing conditions in populated areas, taking into account sound, emissions, etc:** Although most route additions are far from populated areas, there are 14.15 miles of routes proposed for addition to the NFTS within 0.5 miles of neighboring private lands (FEIS, page 585). These routes already exist and are currently used by the public, so the effect from adding them to the NFTS would be similar to what is currently experienced.
- **Speed, volume, composition and distribution of traffic on roads:** Based on the analysis disclosed in the FEIS, I have determined that limitations dictated by the terrain, site distance and condition of the road surface make proposed additions to the NFTS appropriate as high clearance vehicle roads or motorized trails rather than passenger car roads. Signs to warn drivers of the class of vehicles authorized and expected on particular routes will be posted as part of the implementation of this decision. Signs will be placed where roads open to all vehicles intersect with roads open to highway legal vehicles only. Authorized vehicles will be shown on or adjacent to all route markers. Maintenance Level 3 NFTS routes where motorized mixed use is authorized will be signed appropriately to warn drivers of mixed use (FEIS, page 605, FEIS, Appendix C).
- **Compatibility of vehicle class with road geometry and road surfacing:** As described above, routes added to the NFTS will be entered into the System as either Maintenance Level 2 roads or motorized trails based on vehicle compatibility considerations and the need to provide a range of different recreational opportunities. The analysis of each Maintenance Level 3 road proposed for motorized mixed use considered the compatibility of each vehicle class with the road geometry and surfacing based on an assessment of the type and size of vehicle.

Findings Required by Other Laws and Regulations

The National Environmental Policy Act at 40 CFR 1502.25(a) directs “to the fullest extent possible, agencies shall prepare draft EIS concurrently with and integrated with ...other environmental review laws and executive orders.” Each resource section in the FEIS includes a list of applicable laws, regulations, policies and Executive Orders that are relevant to that resource. Surveys, analyses and findings required by those laws are specifically addressed in Chapter 3 of the FEIS. These laws include:

- **National Forest Management Act:** The NFMA requires projects to be consistent with the Forest Plan (16 USC 1604(i)) as amended. My decision to prohibit cross country motorized travel, add selected routes to the NFTS and allow motorized mixed use on selected routes is consistent with the intent of the Forest Plan’s long-term goals (Forest Plan, pages 4-4 through 4-6). The project was designed to conform to Forest Plan goals, desired conditions, and standards and guidelines. See the preceding Forest Plan Consistency section.
- **Clean Water Act:** All Action Alternatives and the Selected Alternative were designed to comply with the Clean Water Act (CWA) and its implementing regulations and policies. My decision involves no dredging, filling or ground disturbing activities. All mitigations regarding the addition of unauthorized routes to the NFTS include implementation of Best Management Practices for the

protection of water quality (FEIS, page 169). In the course of developing this Project, the Forest consulted with the State Water Resource Control Board concerning management of Iron Canyon Reservoir (SWRCB Memo, August 25, 2009, FEIS, Appendix I). The SWRCB recommended OHV use not be authorized on the lake bottom of Iron Canyon Reservoir. In response to the SWRCB recommendation and other factors, Iron Canyon Reservoir is not included in the Selected Alternative.

- **Porter-Cologne Water Quality Control Act:** The Porter Cologne Water Quality Control Act is a California statute that establishes the State Water Resources Control Board and nine Regional Water Quality Control Boards. The Forest Service works collaboratively with the Regional Water Quality Control Boards to achieve the objectives of the Clean Water Act on National Forest lands. For management actions on National Forest System lands, the Forest Service Pacific Southwest Region (Region 5) entered into a 1981 management agency agreement with the State of California requiring the Forest Service to institute a water quality management program to meet applicable water quality objectives and protect beneficial uses. Under the agreement, implementation of State-approved and EPA-certified BMPs is considered sufficient to protect water quality (FEIS, Page 169).

Activities on the STNF are monitored regularly to confirm implementation and effectiveness of BMPs. Annual BMPEP monitoring reports are located in the project files and on the internet at <http://fs.usda.gov/goto/stnf/planningdocs>.

- **Clean Air Act:** The Project is consistent with the requirements of the Clean Air Act (FEIS, page 581)
- **Endangered Species Act and Forest Service Sensitive Species:** I find the Selected Alternative to be consistent with the Endangered Species Act (ESA). Analyses of federally listed species under the ESA and consultation with the National Oceanic and Atmospheric Administration – National Marine Fisheries Service and the US Fish and Wildlife Service have been completed, fulfilling the Section 7 of the ESA consultation requirements.

Consultation with US Fish and Wildlife Service was completed via programmatic agreement at the Regional level for all listed wildlife species including the northern spotted owl. This decision is consistent with that agreement (Wolcott, 2010). The Biological Assessment (BA) (Wolcott, 2010) documents a finding of **may affect, not likely to adversely affect** for the northern spotted owl, and **no effect on principle component elements** of designated critical habitat (FEIS, page 597).

With respect to ESA compliance for aquatic species for the Selected Alternative, a finding of **no effect** is documented in the Supplemental Biological Assessment (BA) and BE (Brock, 2010) for Central Valley spring-run Chinook and Central Valley steelhead, and a finding of **may affect, not likely to adversely affect** is documented in the BA/BE and supplement (Briggs, 2009; Mease, 2010) for Southern Oregon/Northern California Coast coho salmon (FEIS, page 589).

With respect to ESA compliance for plants, fungi and lichens, there are no known Threatened or Endangered plants, fungi or lichens on the Shasta-Trinity National Forest; however the Forest is within the range of two ESA listed species - *Arabis macdonaldiana* (McDonald's rock-cross) and

Orcuttia tenuis (Slender Orcutt grass). The BA/BE (Miller, 2009) determined that proposed routes had **no affect** these species or their designated critical habitat (FEIS, page 600).

- **Magnuson-Stevenson Act:** An assessment of Essential Fish Habitat (EFH) as required by the Magnuson-Stevenson Act determined that routes considered for addition to the NFTS in Alternative 5 will not adversely affect coho salmon and Chinook salmon EFH (Briggs, 2009). All of the routes in the Selected Alternative were part of this EFH assessment; therefore the Selected Alternative will not adversely affect EFH.
- **Migratory Bird Act:** As analyzed in the FEIS (FEIS, page 347-348), the Project is in compliance with the Migratory Bird Treaty Act and Executive Order 13186.
- **Executive Order 13112 Invasive Species 64 FR 6183 (February 8, 1999):** Consistent with this Order, this project has incorporated feasible and prudent mitigation measures in the Selected Alternative to minimize risk of harm caused by invasive species. As documented in the noxious weed risk assessment contained in the project record, all high risk routes that have known high priority weeds within 100 feet will be treated in the early stages of project implementation (FEIS, page 462) (Miller, 2009).
- **National Historic Preservation Act:** This project was designed to meet this act by following the Programmatic Agreement among the U.S.D.A. Forest Service, Pacific Southwest Region, U.S.D.A. Forest Service, Intermountain Region's Humboldt-Toiyabe National Forest, California State Historic Preservation Officer, and Advisory Council on Historic Preservation Regarding the Process for Compliance with Section 106 of the National Historic Preservation Act for Designating Motor Vehicle Routes and Managing Motorized Recreation on the National Forests in California (2005) (FEIS, page 362).
- **Environmental Justice:** Executive Order 12898 relating to Environmental Justice requires an assessment of whether implementation of this decision would disproportionately affect minority or low income populations. The socio-economic analysis determined impacts to local communities are expected to be negligible, and there is no reason to suspect that any impacts would disproportionately affect minority and low-income populations (FEIS, page 524)

Special Area Designations

I have determined that the Selected Alternative complies with laws, regulations and policies that pertain to the following special areas. In addition, I believe this decision enhances the values that make these special areas unique by ending motorized cross country travel off designated routes.

- **Research Natural Areas.** No routes within RNAs are added to the NFTS (FEIS, Appendix G).
- **Special Interest Areas.** No routes within SIAs are added to the NFTS (FEIS, page 565; Appendix G).
- **Inventoried Roadless Areas.** No routes within IRAs are added to the NFTS (FEIS, page 602).

- **Wilderness Areas.** No routes are added to the NFTS within Wilderness Areas (FEIS, Appendix G).
- **Wild and Scenic Rivers.** The Selected Alternative proposes route additions that access scenic and recreation sections (not wild) of the Trinity River, a designated Wild and Scenic River (WSR). Road access to such sections would be consistent with their use description and would meet standards and guidelines of the Forest Plan for Wild and Scenic rivers (FEIS, page 123).

Administrative Review or Appeal Opportunities

This decision is subject to appeal pursuant to 36 CFR 215. In accordance with the April 24, 2006 order issued by the U. S. District Court for the Missoula Division of the District of Montana in Case No. CV 03-119-M-DWM, only those individuals and organizations who provided comments during the comment period are eligible to appeal [36 CFR 215.11(a), 1993 version]. Appeals must be filed within 45 days from the publication date of the legal notice in the Redding *Record-Searchlight*. Notices of appeal must meet the specific content requirements of 36 CFR 215.14. An appeal, including attachments, must be filed (regular mail, fax, e-mail, hand-delivery, express delivery, or messenger service) with the appropriate Appeal Deciding Officer [36 CFR 215.8] within 45 days following the publication date of the legal notice. The publication date of the legal notice is the exclusive means for calculating the time period to file an appeal [36 CFR 215.15 (a)]. Those wishing to appeal should not rely upon dates or timeframe information provided by any other source.

Appeals must be submitted to Regional Forester, USDA Forest Service, 1323 Club Drive, Vallejo, CA 94592, (707) 562-8737. Appeals may be submitted by FAX [(707) 562-9091] or by hand-delivery to the Regional Office, at the address shown above, during normal business hours (Monday-Friday, 8:00 a.m. to 4:00 p.m.). Electronic appeals, in acceptable [plain text (.txt), rich text (.rtf) or Word (.doc)] formats, may be submitted to appeals-pacificsouthwest-regional-office@fs.fed.us with Subject: Shasta-Trinity Motorized Travel Management.

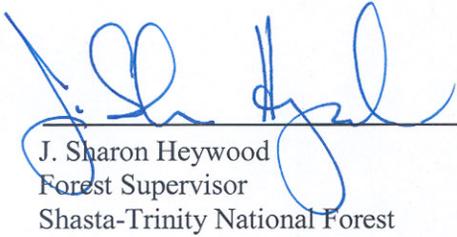
For electronically mailed appeals, the sender should normally receive an automated electronic acknowledgment from the agency as confirmation of receipt. If the sender does not receive an automated acknowledgment of the receipt of the appeal, it is the sender's responsibility to ensure timely receipt by other means [36 CFR 215.6(a)(4)(iii)].

Implementation Date

If no appeals are filed within the 45-day appeal period, implementation of the decision may occur on, but not before, five business days from the close of the appeal filing period. When appeals are filed, implementation may occur on, but not before, the 15th business day following the date of the last appeal disposition.

Contact Person

The FEIS and supporting documents are available for public review at the Shasta-Trinity National Forest Supervisor's Office, 3644 Avtech Parkway, Redding, CA 96002, (530) 226-2500. For further information on this decision, contact Tom Kisanuki, Environmental Coordinator, Shasta-Trinity National Forest at (530) 226-2500



J. Sharon Heywood
Forest Supervisor
Shasta-Trinity National Forest

11 Mar 10
Date

Record of Decision - Attachment 1

Changes and Additions to the NFTS

Routes Added as Roads Open for All Vehicle Classes¹¹

Route Number	Length (Miles)	Vehicle Class	Season of Use	Monitor	Mitigation Required
IV001	0.02	All Vehicle Classes			
IV002	0.01	All Vehicle Classes			
IV007	0.06	All Vehicle Classes			
IV008	0.01	All Vehicle Classes			
IV009	0.07	All Vehicle Classes			
IV010	0.07	All Vehicle Classes			
IV011	0.03	All Vehicle Classes			
IV012	0.02	All Vehicle Classes			
IV013	0.04	All Vehicle Classes			
IV015	0.07	All Vehicle Classes			
IV016	0.04	All Vehicle Classes			
IV017	0.02	All Vehicle Classes			
IV018	0.05	All Vehicle Classes			
IV020	0.06	All Vehicle Classes			
IV021	0.04	All Vehicle Classes			
JM72	0.06	All Vehicle Classes	July 10-January 31 for Bald eagle	Sediment / erosion	
NRA2	0.30	All Vehicle Classes		Sediment / erosion	
NRA3	0.22	All Vehicle Classes		Non-native invasive species	Pull weeds
pm304	0.03	All Vehicle Classes			
rm1036	2.16	All Vehicle Classes		endemic plants	Leave felled hazard trees; Barriers to protect Cultural resources
SE416	2.04	All Vehicle Classes			
SE508	0.12	All Vehicle Classes			
SFMU17	0.04	All Vehicle Classes			
SFMU18	0.03	All Vehicle Classes	August 16 - December 31 for Northern goshawk		
SFMU5	0.06	All Vehicle Classes			
SFMU7	0.01	All Vehicle Classes			Leave felled hazard trees
TC349	0.22	All Vehicle Classes		Sediment / erosion	

¹¹ Route U1B005A (0.09 miles or about 500 feet in length) which accessed the Midas Mine dispersed camping site was removed from the list of additions to the NFTS by the Forest Supervisor in the Record of Decision because of potential watershed and fisheries impacts. The route appears on lists in the FEIS but not in this Appendix.

**Motorized Travel Management Final Environmental Impact Statement
Record of Decision - March 2010**

Route Number	Length (Miles)	Vehicle Class	Season of Use	Monitor	Mitigation Required
TC838	0.14	All Vehicle Classes			
TC857	0.49	All Vehicle Classes			
TC899	0.06	All Vehicle Classes			
U1S39B	0.23	All Vehicle Classes		Sediment / erosion	
U29N28D	1.55	All Vehicle Classes			
U30N27S	0.05	All Vehicle Classes			
U30N29E	0.74	All Vehicle Classes			
U36N35AA	0.71	All Vehicle Classes			
U36N35AB	0.10	All Vehicle Classes			
U40N13D	0.71	All Vehicle Classes			Leave felled hazard trees
U40N35A	0.65	All Vehicle Classes		Non-native invasive species	Pull weeds
U40N84AA	1.59	All Vehicle Classes		Non-native invasive species	Pull weeds
U40N88XCB	0.49	All Vehicle Classes			
U40N91YA	0.63	All Vehicle Classes		Non-native invasive species	Pull weeds
U41N18A	2.52	All Vehicle Classes			
U41N18AA	2.08	All Vehicle Classes			
U42N18AA	2.43	All Vehicle Classes			
U4N12L	0.06	All Vehicle Classes			
U4N12LA	0.06	All Vehicle Classes			

Routes Added as Motorized Trails for All Trail Class Vehicles

Route Number	Length (Miles)	Vehicle Class	Season of Use	Monitor	Mitigation Required
TC856	0.04	All Trail Class Vehicles		Sediment/erosion	
IV014	0.06	All Trail Class Vehicles			
TC1829	0.14	All Trail Class Vehicles		Sediment / endemic plants	
TC319	0.12	All Trail Class Vehicles			Leave felled hazard trees
SW256	0.33	All Trail Class Vehicles			
rm1226	0.10	All Trail Class Vehicles			
rm090	0.07	All Trail Class Vehicles			
TC1489	1.78	All Trail Class Vehicles		endemic plants	
NRA1	0.60	All Trail Class Vehicles		Sediment /erosion	Leave felled hazard trees
SW234	0.14	All Trail Class Vehicles			
U29N73G	0.98	All Trail Class Vehicles		Endemic plants	
U34N26DA	0.26	All Trail Class Vehicles		Non-native invasive species	Pull weeds
U34N26DAA	0.09	All Trail Class Vehicles			
U414A	0.59	All Trail Class Vehicles		Sediment / erosion	
U414C	0.19	All Trail Class Vehicles		Sediment / erosion	
U414CA	0.12	All Trail Class Vehicles		Sediment / erosion	
U414D	0.15	All Trail Class Vehicles		Sediment / erosion	
U414F	0.18	All Trail Class Vehicles		Sediment / erosion	
U414FA	0.04	All Trail Class Vehicles		Sediment / erosion	

Routes Added as Motorized Trails for Vehicles 50 Inches and Less in Width

Route Number	Length (Miles)	Vehicle Class	Season of Use	Monitor	Mitigation Required
pm216	0.34	50" and less in width			
rm1101	0.29	50" and less in width			
rm145	0.37	50" and less in width			
rm146	0.56	50" and less in width			
rm720	0.27	50" and less in width		endemic plants	
SFMU9	0.02	50" and less in width			
TC508	0.24	50" and less in width			
TC851	0.07	50" and less in width		Sediment/erosion	
TC855	0.32	50" and less in width		Sediment/erosion	
TC860	0.05	50" and less in width		Sediment/erosion	
U29N31H	0.26	50" and less in width			
U29N73E	0.14	50" and less in width			
UOHV01X	0.36	50" and less in width			
UOHV02J	0.53	50" and less in width			
UOHV18	0.15	50" and less in width		Non-native invasive species	Pull weeds

Routes Added as Motorized Trails for Motorcycles

Route Number	Length (Miles)	Vehicle Class	Season of Use	Monitor	Mitigation Required
rm1216	0.39	Motorcycle	05/01-10/30	erosion	
UOHV50A	0.43	Motorcycle			
UOHV50C	0.14	Motorcycle			

Open Areas

Areas below the high water mark of Shasta and Trinity Lakes are designated as open areas to provide for access to the water's edge for water-based recreation. Vehicles are restricted to highway legal vehicles with a 15 mph speed limit in order to protect cultural and natural resources. Cultural sites will be monitored for damage from motorized vehicles. If damage to cultural resources results from motorized vehicles use, the area where the damage occurred will be closed to motorized vehicle travel to protect cultural resources. Additional mitigations to protect cultural sites from motor vehicle damage will be developed in consultation with the State Historic Preservation Office of California.

Changes to the NFTS to Authorize Motorized Mixed Use

Route	Name	Surface	Beginning Milepost	Ending Milepost	Miles	Crash Probability/ Crash Severity
4N08	Miners Creek	Improved native material	1.32	4.23	2.91	L / M
4N08	Miners Creek	Improved native material	8.83	8.99	0.16	L / M
33N52	Hayfork Bally	Crushed aggregate or gravel	3.27	4.40	1.13	L / M
33N47	Soldier Creek	Crushed aggregate or gravel	7.72	7.97	0.24	L / M
33N47	Soldier Creek	Crushed aggregate or gravel	1.37	2.84	1.47	M / M
5N04	Big Mountain	Crushed aggregate or gravel	6.97	8.35	1.38	L / M
2N07	Post Mountain	Crushed aggregate or gravel	3.76	4.86	1.09	L / M
1N12	Copper Mine	Crushed aggregate or gravel	0.00	0.99	0.99	L / M
29N28	String Bean Creek	Native material	6.49	6.81	0.31	L / M
27N06	Tomhead Mountain	Native material	1.73	3.70	1.97	L / M
40N45	Bear Creek	Native material	2.17	4.76	2.59	L / M
28N10	Stuart Gap	Crushed aggregate or gravel	8.90	9.73	0.83	L / M
30N29	Bramlet	Crushed aggregate or gravel	3.60	5.52	1.93	L / M
29N75	Upper Smokey	Crushed aggregate or gravel	0.00	1.39	1.39	L / M
41N36	Lava Spur aka Porcupine Butte	Crushed aggregate or gravel	1.70	3.05	1.35	L / M
34N17	Fenders Ferry	Native material	20.46	22.03	1.57	L / M

All routes authorized for motorized mixed use must be approved by the California Highway patrol and signed as motorized mixed use routes for public safety before they are added to the Motor Vehicle Use Map. A sign plan is in the project record.

Errata

The following changes occurred between the time the FEIS was completed, and this ROD was signed. Attachment 1 reflects these changes.

- Route U1B005A (0.09 miles or about 500 feet in length) which accessed the Midas Mine dispersed camping site was removed from the list of additions to the NFTS by the Forest Supervisor in the Record of Decision because of potential watershed and fisheries impacts. The route appears on lists in the FEIS but not in this Attachment.
- Routes PM211, RM1603, U30N36B and U29N33B were deleted from modified alternative 2 because field testing in soil families associated with these routes showed naturally occurring asbestos. Due to uncertainty about assessment requirements, the cost of mitigation and the possible extent of NOA, these routes were not added to the NFTS.
- Mileage differences in the NFTS: When the analysis was done to describe the existing NFTS, it included approximately 203 miles of Level 2 roads on private lands that had a Forest Service road number in the INFRA database, but for which the Forest Service did not have an easement. The maps provided with the DEIS and FEIS correctly show these roads as other jurisdictions and not part of the NFTS; however the narrative in the FEIS incorrectly included them as NFTS system miles. While it is not technically correct to describe these road segments as part of the NFTS, this discrepancy does not change or undermine the outcomes or rankings of the analysis or public access because:
 - Including road mileages in private jurisdiction as part of the NFTS affects only descriptions of the existing NFTS. No unauthorized routes proposed for addition to the NFTS, or proposed changes in the NFTS in any of the action alternatives are directly connected to these erroneously identified road segments. This discrepancy does not affect any loop ride or motor vehicle recreational opportunity currently being considered through site-specific analysis in this FEIS for addition to the NFTS.
 - This discrepancy in Level 2 routes is a very small portion of the NFTS on the Shasta-Trinity National Forest. These private roads that are incorrectly identified as NFTS routes comprise less than 5% of the Level 2 routes on the Forest. The effect of this discrepancy is to slightly overstate the size and environmental consequence of the existing NFTS by an average of about 0.07 miles (less than 400 feet) per square mile at the watershed scale.
 - The FEIS analysis describes relative values between alternatives, not absolute rankings, and affects all alternatives equally. The only place this discrepancy occurs is in descriptions of the total NFTS Level 2 routes. This discrepancy did not affect the decisionmakers's ability to discern differences between the action alternatives.
- Route IV014 (about 0.06 miles or about 300 feet in length) was changed from a road to a motorized route open to all trail class vehicles to match available access.

- Route TC856 (about 0.04 miles or about 200 feet in length) was changed from a motorized trail for vehicles 50 inches and less in width to a motorized route open to all trail class vehicles to match available access.

References Cited in the Record of Decision

- Briggs, K.C. 2009. Biological Assessment / Biological evaluation for Threatened, Endangered, Proposed and Sensitive Species that may be affected by Motorized Travel Management, USDA Forest Service, Shasta-Trinity National Forest. Project Record
- Briggs, K.C. 2009. Herptofauna (Amphibian and Reptile) Biological evaluation, USDA Forest Service, Shasta-Trinity National Forest. Project Record
- Briggs, K.C. 2009. MIS Project Level Assessment, Effects of Project on MIS Habitats, USDA Forest Service, Shasta-Trinity National Forest. Project Record
- Brock, W.A. 2010. Biological Assessment / Biological evaluation for Threatened, Endangered, Proposed and Sensitive Species that may be affected by Motorized Travel Management on Shasta-Trinity National Forest on the Lower Sacramento Basin 4th Field Watershed, USDA Forest Service, Shasta-Trinity National Forest. Project Record
- Henn, Winfield. 2010 File Code 2360, Heritage Resources memo. Route Designation Travel Management Project EIS, Forest Service, Shasta-Trinity National Forest. Project Record
- Mease, C. 2010. Biological Assessment / Biological Evaluation for Threatened, Endangered, Proposed and Sensitive Species that may be affected by Motorized Travel Management on the Shasta-Trinity National Forest Trinity River 4th Field Watershed; Changes to Routes located within Riparian Reserves of Coho Salmon Designated Critical Habitat, Supplement #2, USDA Forest Service, Shasta-Trinity National Forest. Project Record
- Miller, T.R. 2009. Shasta-Trinity National Forest Public Wheeled Motorized Travel Management EIS: Biological Evaluation of Potential Effects to Threatened, Endangered and Sensitive Plant Species, USDA Forest Service, Shasta-Trinity National Forest
- Moser J. 2009. Wildlife Biological Evaluation for the Travel Management Project Environmental Impact Statement, USDA Forest Service, Shasta-Trinity National Forest. Project Record
- USDA Forest Service, Shasta-Trinity National Forest. 1995. Land and Resource Management Plan.

USDA Forest Service. 2006. Programmatic agreement among the U.S.D.A. Forest Service Pacific Southwest Region, U.S.D.A. Forest Service Intermountain Region's Humboldt-Toiyabe National Forest, California State Historic Preservation Officer, and Advisory Council on Historic Preservation regarding the process for compliance with section 106 of the National Historic Preservation Act for designating motor vehicle routes and managing motorized recreation on the national forests in California. On file, USDA Forest Service Pacific Southwest Region, Vallejo, CA.

Wolcott, K., 2010, Wildlife Biological Assessment for the Travel Management Project Environmental Impact Statement. Project Record

Wolcott, K., 2010. Management Indicator Species Report, USDA Forest Service, Shasta-Trinity National Forest. Project Record

Wolcott, K. Nelson, J., Crumpton, P. 2010, Survey and Manage Species Analysis, USDA Forest Service, Shasta-Trinity National Forest. Project Record