



United States
Department of
Agriculture

Draft Environmental Impact Statement



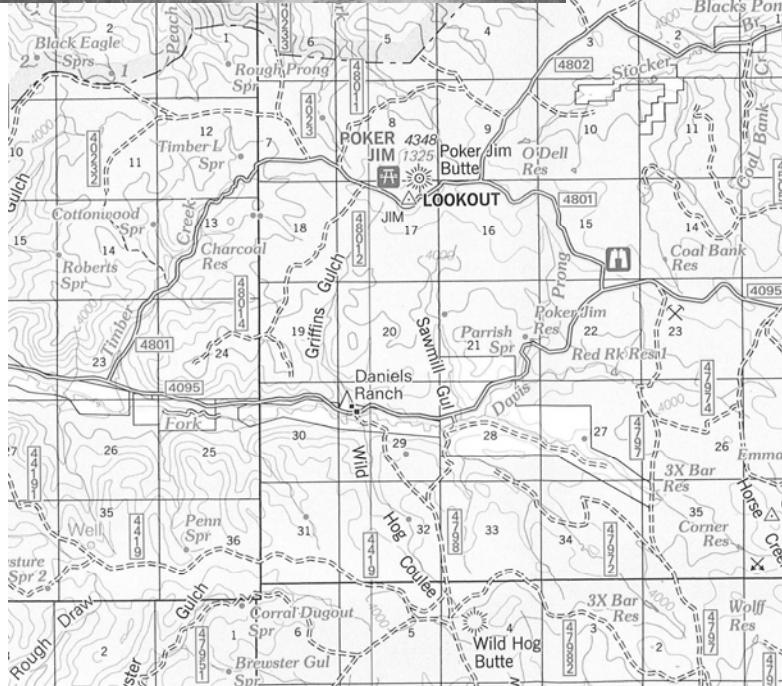
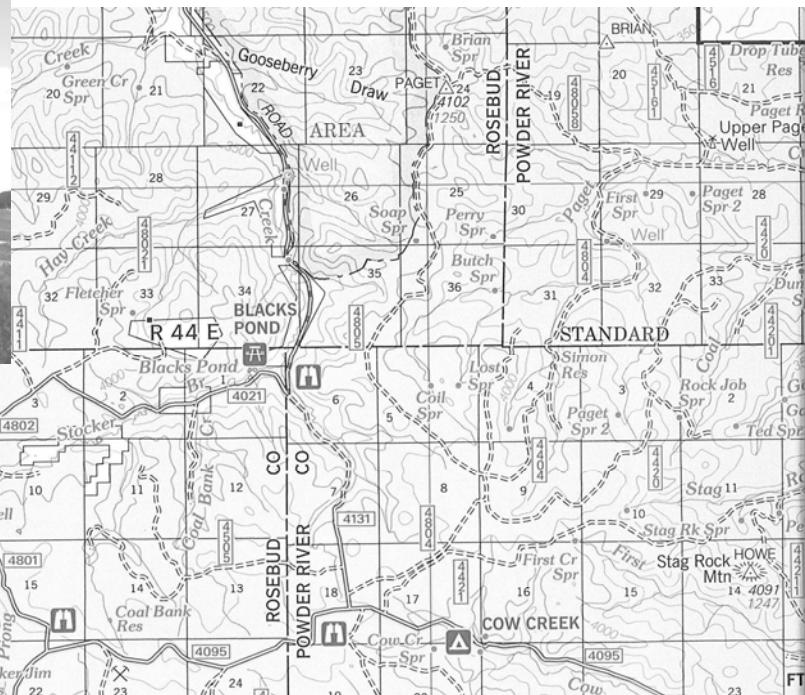
Forest
Service

Ashland Travel Management

Ashland Ranger District
Custer National Forest

Rosebud and Powder River Counties of Montana

September 2008



The U.S. Department of Agriculture (USDA) prohibits discrimination in all its programs and activities on the basis of race, color, national origin, gender, religion, age, disability, political beliefs, sexual orientation, or marital or family status. (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 USDA, Director, Office of Civil Rights, Room 326-W, Whitten Building, 14th and Independence Avenue, SW, Washington, DC 20250-9410 or call (202) 720-5964 (voice and TDD). USDA is an equal opportunity provider and employer.

**ASHLAND RANGER DISTRICT
TRAVEL MANAGEMENT
Final Environmental Impact Statement**

Custer National Forest - Ashland Ranger District

Lead Agency: **USDA Forest Service**

Responsible Official: **Steve E. Williams, Forest Supervisor
Custer NF, 1310 Main St.
Billings, MT 59105**

For Information Contact: **Doug Epperly, Project Coordinator
Custer NF, 1310 Main Street
Billings, MT 59105
(406) 657-6205 ext. 225**

Abstract: The Forest Service is proposing to designate routes for public motorized use within the Ashland Ranger District of the Custer National Forest. The new travel management decision would designate system roads and trails for public motorized uses and specify the type of vehicle and season of use for each route. Motorized off-route travel would be prohibited, except where designated for access to dispersed vehicle camping. Over-snow vehicle use is not part of the decision to be made in this analysis. The two action alternatives considered in this draft EIS represent a broad range of public sentiment regarding road and motorized trail management, and frame the significant issues related to the decision to be made. The alternative of taking no action is also considered in this EIS. The preferred alternative is Alternative B.

Reviewers should provide the Forest Service with their comments during the review period of the draft environmental impact statement. This will enable the Forest Service to analyze and respond to the comments at one time and to use information acquired in the preparation of the final environmental impact statement, thus avoiding undue delay in the decisionmaking process. Reviewers have an obligation to structure their participation in the National Environmental Policy Act process so that it is meaningful and alerts the agency to the reviewers' position and contentions. Vermont Yankee Nuclear Power Corp. v. NRDC, 435 U.S. 519, 553 (1978). Environmental objections that could have been raised at the draft stage may be waived if not raised until after completion of the final environmental impact statement. City of Angoon v. Hodel (9th Circuit, 1986) and Wisconsin Heritages, Inc. v. Harris, 490 F. Supp. 1334, 1338 (E.D. Wis. 1980). Comments on the draft environmental impact statement should be specific and should address the adequacy of the statement and the merits of the alternatives discussed (40 CFR 1503.3).

Written comments must be postmarked by the Postal Service, e-mailed, faxed, or otherwise submitted by 11:59 p.m. on the 45th calendar day following publication of the Notice of Availability (NOA) in the Federal Register. Hand delivered comments must be time and date imprinted at the Custer National Forest Supervisors Office by the close of business on the 45th calendar day following publication of the NOA in the Federal Register.

Send Comments To: **Doug Epperly, Project Leader
Custer National Forest
1310 Main Street
Billings, MT 59105**

Send Electronic Comments To: comments-northern-custer-ashland@fs.fed.us with subject line entitled:
“Ashland DEIS Comments”

TABLE OF CONTENT

Chapter 1: Purpose and Need, and Proposed Action

1.1 BACKGROUND	1-1
<i>1.1.1 AGENCY TRAVEL MANAGEMENT PLANNING</i>	<i>1-1</i>
<i>1.1.2 DISTRICT TRAVEL MANAGEMENT SYSTEM AND PLANNING.....</i>	<i>1-1</i>
<i>1.1.3 FOUR THREATS TO FOREST AND GRASSLAND HEALTH</i>	<i>1-2</i>
<i>1.1.4 ROADS ANALYSIS.....</i>	<i>1-2</i>
<i>1.1.5 GENERAL LOCATION AND GEOGRAPHIC SETTING</i>	<i>1-3</i>
<i>1.1.6 DOCUMENT STRUCTURE.....</i>	<i>1-4</i>
1.2 PURPOSE AND NEED	1-4
1.3 PROPOSED ACTION.....	1-4
1.4 SCOPE OF DECISION TO BE MADE.....	1-5
<i>1.4.1 DECISIONS TO BE MADE.....</i>	<i>1-5</i>
<i>1.4.2 DECISIONS THAT WILL NOT BE MADE</i>	<i>1-5</i>
1.5 LEGAL FRAMEWORK.....	1-5
<i>1.5.1 AUTHORITY FOR TRAVEL MANAGEMENT PLANNING</i>	<i>1-6</i>
<i>1.5.2 EXECUTIVE ORDER 11644 AS AMENDED BY EXECUTIVE ORDER 11989</i>	<i>1-6</i>
<i>1.5.3 EXECUTIVE ORDER 13443</i>	<i>1-6</i>
<i>1.5.4 2005 MOTORIZED TRAVEL RULE.....</i>	<i>1-6</i>
<i>1.5.4.1 Designation Criteria</i>	<i>1-6</i>
<i>Access Needs.....</i>	<i>1-8</i>
<i>Accessibility</i>	<i>1-8</i>
<i>Conflicts Among Uses of National Forest System Lands</i>	<i>1-8</i>
<i>Safety.....</i>	<i>1-8</i>
<i>Maintenance.....</i>	<i>1-10</i>
<i>1.5.4.2 Administrative Use</i>	<i>1-11</i>
<i>1.5.4.3 Public Rights-Of-Way Access</i>	<i>1-12</i>
<i>1.5.4.4 Revised Statute (R.S.) 2477 Rights-Of-Way.....</i>	<i>1-12</i>
<i>1.5.5 MINIMUM ROAD SYSTEM (36 CFR 212.5(B)(1)).....</i>	<i>1-13</i>
<i>1.5.6 REGIONAL TRAVEL MANAGEMENT PLANNING GUIDANCE</i>	<i>1-13</i>
<i>1.5.6.1 MOTORIZED GAME RETRIEVAL.....</i>	<i>1-13</i>
<i>1.5.6.2 Motorized Cross-Country Areas</i>	<i>1-13</i>
<i>1.5.7 1986 CUSTER NATIONAL FOREST LAND AND RESOURCES MANAGEMENT PLAN.....</i>	<i>1-13</i>

Chapter 2: Public Participation, Issues and Alternatives

2.1 INTRODUCTION	2-1
2.2 PUBLIC PARTICIPATION SUMMARY	2-1
<i>2.2.1 PUBLIC SCOPING.....</i>	<i>2-1</i>
<i>2.2.2 NOTICE OF INTENT.....</i>	<i>2-2</i>
2.3 SIGNIFICANT ISSUES	2-2

TABLE OF CONTENT

2.3.1 <i>RECREATION</i>	2-2
2.3.2 <i>CULTURAL RESOURCES</i>	2-3
2.3.3 <i>WILDLIFE</i>	2-3
2.4 OTHER ISSUES	2-4
2.4.1 <i>WATER QUALITY, FISHERIES, AND AQUATICS</i>	2-4
2.4.2 <i>SOILS</i>	2-4
2.4.3 <i>VEGETATION</i>	2-5
2.4.4 <i>ECONOMICS</i>	2-5
2.4.5 <i>AIR QUALITY</i>	2-5
2.4.6 <i>HIKING AND RIDING AREAS (MANAGEMENT AREA J)</i>	2-6
2.4.7 <i>ENFORCEMENT</i>	2-6
2.5 ALTERNATIVES CONSIDERED IN DETAIL	2-7
2.5.1 <i>ALTERNATIVE A (EXISTING CONDITION)</i>	2-7
2.5.2 <i>ALTERNATIVE B (PREFERRED ALTERNATIVE)</i>	2-9
2.5.3 <i>NO ACTION ALTERNATIVE</i>	2-10
2.5.4 <i>ELEMENTS COMMON TO ALL ALTERNATIVES</i>	13
2.5.4.1 Administrative Exemptions.....	13
2.5.4.2 Administrative Sites	13
2.5.4.3 System Roads with Forest Service Maintenance Obligations	13
2.5.4.4 Roads Under Permit	13
2.5.4.5 No Legal Right-of-Way for Public Access	13
2.5.4.6 Designated Routes Required to be Part of the National Forest System.....	13
2.5.4.7 Dispersed Vehicle Camping Authorized Only on National Forest System Lands	13
2.5.4.8 Implementation	14
2.6 ALTERNATIVES CONSIDERED BUT DROPPED FROM DETAILED ANALYSIS	14
2.6.1 <i>PARTNERSHIP ALTERNATIVE</i>	14
2.6.2 <i>SEPARATE MOTORIZED AND NON-MOTORIZED USES</i>	15
2.6.3 <i>ESTABLISH TRIGGERS FOR ROUTE CLOSURES</i>	15
2.6.4 <i>ADMINISTRATIVE ROUTES BE DESIGNATED FOR PUBLIC MOTORIZED USE</i>	15
2.6.5 <i>DO NOT DESIGNATE ROAD #4797</i>	15
2.6.6 <i>ROUTES SHOULD NOT BE DESIGNATED ON HIGHLY ERODIBLE SOILS, RIPARIAN AREAS, WETLANDS, WET MEADOWS, AND Ephemeral PONDS</i>	16
2.7 COMPARISON OF EFFECTS	16
2.8 MONITORING	16
2.9 FOREST SERVICE PREFERRED ALTERNATIVE	17

Chapter 3: Affected Environment and Environmental Consequences

3.1 INTRODUCTION.....	3-1
3.1.1 <i>DIRECT AND INDIRECT EFFECTS</i>	3-1
3.1.2 <i>CUMULATIVE EFFECTS</i>	3-1

TABLE OF CONTENT

3.1.2.1	Past, Present, and Reasonably Foreseeable Activities	3-1
3.1.3	<i>ENVIRONMENTAL JUSTICE</i>	3-2
3.1.4	<i>NATIVE AMERICAN TREATY RIGHTS</i>	3-3
3.1.5	<i>UNAVOIDABLE ADVERSE EFFECTS (40 CFR 1502.16)</i>	3-3
3.1.6	<i>RELATIONSHIP BETWEEN SHORT TERM USE AND LONG TERM PRODUCTIVITY (40 CFR 1502.16)</i>	3-3
3.1.7	<i>IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES (40 CFR 1502.16)</i>	3-3
3.1.8	<i>ENERGY REQUIREMENTS AND CONSERVATION POTENTIAL (40 CFR 1502.16)</i>	3-4
3.2	AFFECTED ENVIRONMENT AND ENVIRONMENTAL CONSEQUENCES – SIGNIFICANT ISSUES....	3-4
3.2.1	<i>RECREATION</i>	3-4
3.2.1.1	Affected Environment – Recreation.....	3-4
3.2.1.2	Environmental Consequences - Recreation.....	3-9
3.2.1.3	Conclusion - Recreation.....	3-16
3.2.2	<i>CULTURAL RESOURCES</i>	3-17
3.2.2.1	Affected Environment – Archaeological Resources and Tradition Cultural Properties.....	3-19
3.2.2.2	Environmental Consequences – Archaeological Resources and Tradition Cultural Properties	3-24
3.2.2.3	Conclusion – Archaeological Resources and Traditional Cultural Properties	3-30
3.2.3	<i>WILDLIFE</i>	3-30
3.2.3.1	Affected Environment – Threatened And Endangered Species Black-footed Ferret.....	3-36
3.2.3.2	Environmental Consequences – Threatened And Endangered Species: Black-footed Ferret	3-37
3.2.3.3	Affected Environment – Sensitive Species: Bat Species	3-38
3.2.3.4	Environmental Consequences – Sensitive Species: Bat Species.....	3-39
3.2.3.5	Affected Environment – Management Indicator Species: Big Game Species	3-40
3.2.3.6	Environmental Consequences – Management Indicator Species: Elk	3-42
3.2.3.7	Affected Environment – Migratory Birds	3-44
3.2.3.8	Environmental Consequences – Migratory Birds	3-46
3.2.3.9	Affected Environment – General Wildlife	3-48
3.2.3.10	Environmental Consequences – General Wildlife	3-52
3.2.3.11	Conclusion - Wildlife.....	3-54
3.3	AFFECTED ENVIRONMENT AND ENVIRONMENTAL CONSEQUENCES – OTHER ISSUES.....	3-56
3.3.1	<i>WATER QUALITY, FISHERIES, AND AQUATICS</i>	3-56
3.3.1.1	Affected Environment – Water Quality	3-56
3.3.1.2	Environmental Consequences – Water Quality.....	3-66
3.3.1.3	Conclusion - Water Quality	3-70
3.3.1.4	Affected Environment – Fisheries and Aquatics.....	3-70
3.3.1.5	Environmental Consequences – Fisheries and Aquatic.....	3-79
3.3.1.6	Conclusion - Fisheries and Aquatics.....	3-82
3.3.2	<i>SOILS</i>	3-83
3.3.2.1	Affected Environment – Soils.....	3-83
3.3.2.2	Environmental Consequences - Soils.....	3-86
3.3.2.3	Conclusion - Soils	3-90
3.3.3	<i>VEGETATION</i>	3-90
3.3.3.1	Affected Environment – Vegetation	3-90
3.3.3.2	Environmental Consequences – Vegetation.....	3-93
3.3.3.3	Conclusion - Vegetation.....	3-96

TABLE OF CONTENT

3.3.3.4 Affected Environment – Weeds	3-96
3.3.3.5 Environmental Consequences – Weeds	3-100
3.3.3.6 Conclusion - Weeds	3-101
3.3.3.7 Affected Environment – Sensitive Plants.....	3-102
3.3.3.8 Environmental Consequences – Sensitive Plants	3-104
3.3.3.9 Conclusion - Sensitive Plants	3-107

Chapter 4: Consultation, Distribution, List of Preparers, References, and Glossary

4.1 CONSULTATION	4-1
4.1.1 <i>PUBLIC PARTICIPATION SUMMARY</i>	4-1
4.1.2 <i>CONSULTATION WITH OTHERS</i>	4-1
4.2 DISTRIBUTION	4-1
4.3 LIST OF PREPARERS	4-2
4.4 REFERENCES.....	4-5
4.4.1 <i>CHAPTER 1: PURPOSE AND NEED, AND PROPOSED ACTION</i>	4-5
4.4.2 <i>CHAPTER 2: PUBLIC PARTICIPATION, ISSUES AND ALTERNATIVES</i>	4-5
4.4.2.1 Air Quality.....	4-5
4.4.2.2 Hiking and Riding Areas (Management Area J).....	4-5
4.4.2.3 Alternatives Considered in Detail.....	4-5
4.4.3 <i>CHAPTER 3: AFFECTED ENVIRONMENT AND ENVIRONMENTAL CONSEQUENCES</i>	4-6
4.4.3.1 Recreation.....	4-6
4.4.3.2 Cultural Resources.....	4-6
4.4.3.3 Wildlife.....	4-7
4.4.3.4 Water Quality	4-10
4.4.3.5 Fisheries and Aquatics.....	4-11
4.4.3.6 Soils	4-13
4.4.3.7 Vegetation	4-14
4.4.3.8 Weeds	4-14
4.4.3.9 Sensitive Plants.....	4-14
4.5 GLOSSARY.....	4-16

Appendices

- Appendix A: 2005 Motorized Travel Rule
- Appendix B: Forest Plan Direction
- Appendix C: Alternative Details by Route
- Appendix D: Opportunities

Index

Map Section

- Alternative A
- Alternative B
- No Action Alternative