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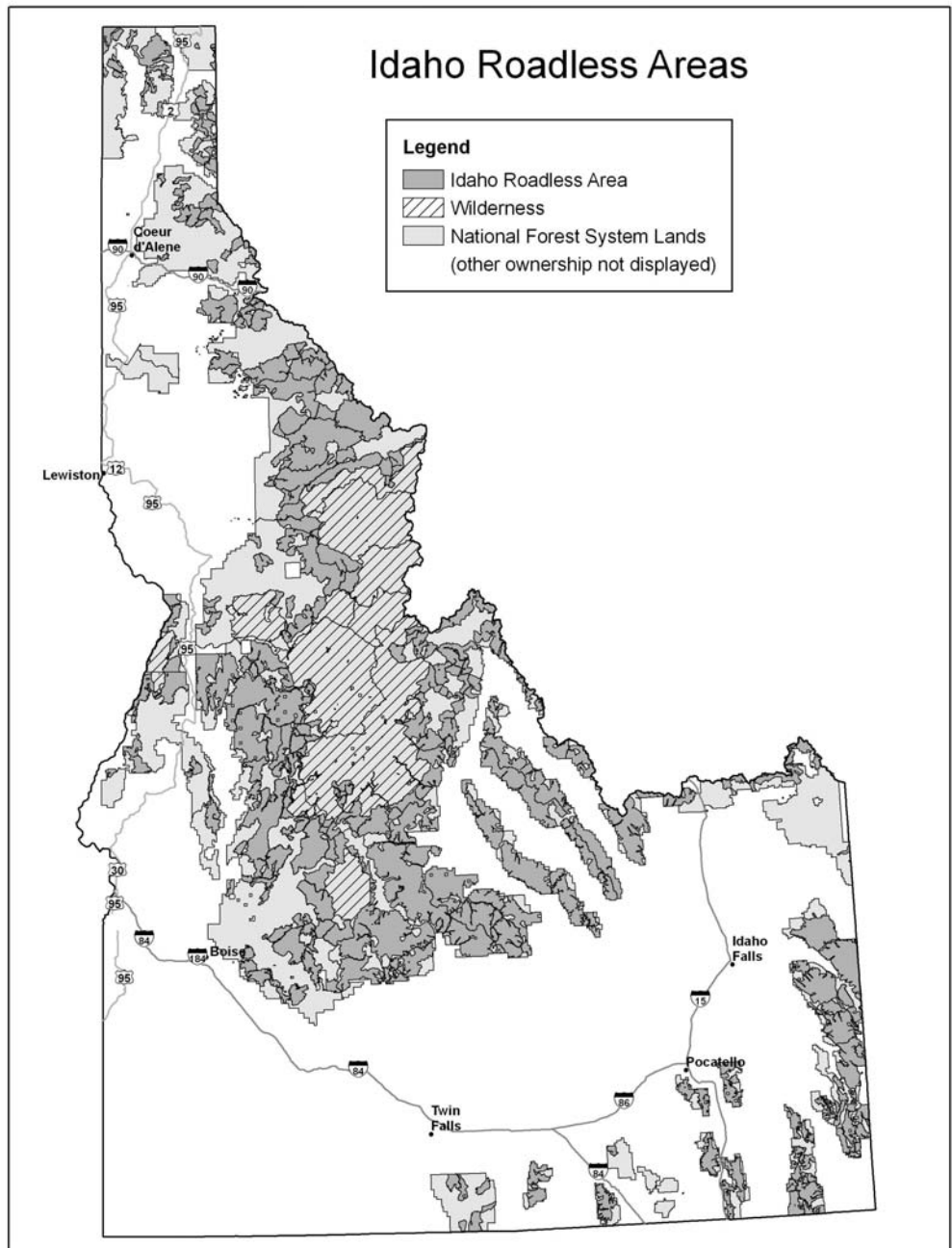


# Roadless Area Conservation

## National Forest System Lands in Idaho

### Final Environmental Impact Statement

#### *Summary*



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# ROADLESS AREA CONSERVATION NATIONAL FOREST SYSTEM LANDS IN IDAHO FINAL ENVIRONMENTAL IMPACT STATEMENT

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**Abstract:** The U.S. Department of Agriculture, Forest Service, is proposing to promulgate a rule in response to the Idaho State Petition presented by then Governor James Risch on November 29 and 30, 2006, to the Roadless Area Conservation National Advisory Committee. This final environmental impact statement (EIS) discloses the environmental and economic effects of the Proposed Rule. The purpose of the Proposed Idaho Roadless Rule is to provide State-specific direction for the conservation and management of inventoried roadless areas within the State of Idaho. The Proposed Idaho Roadless Rule integrates local management concerns with the national objectives for protecting roadless area values and characteristics. The Proposed Idaho Roadless Rule would designate a system of lands titled Idaho Roadless Areas and would establish five management themes for individual roadless areas: Wild Land Recreation; Primitive; Special Areas of Historic and Tribal Significance; Backcountry/Restoration; and General Forest, Rangeland, and Grassland. The proposed themes span a continuum that includes at one end a restrictive approach emphasizing passive management and natural restoration approaches, and on the other end, active management designed to sustain forests, rangelands, and grasslands. This continuum accounts for stewardship of the uniqueness of each individual roadless area's landscape and the quality of roadless characteristics in that area.

The final EIS evaluates three alternatives in addition to the Proposed Action: management direction for Idaho Roadless Areas provided by the 2001 Roadless Rule, Existing Plans, and a modification of the Proposed Action, the Modified Idaho Roadless Rule. The Modified Rule is the preferred alternative.

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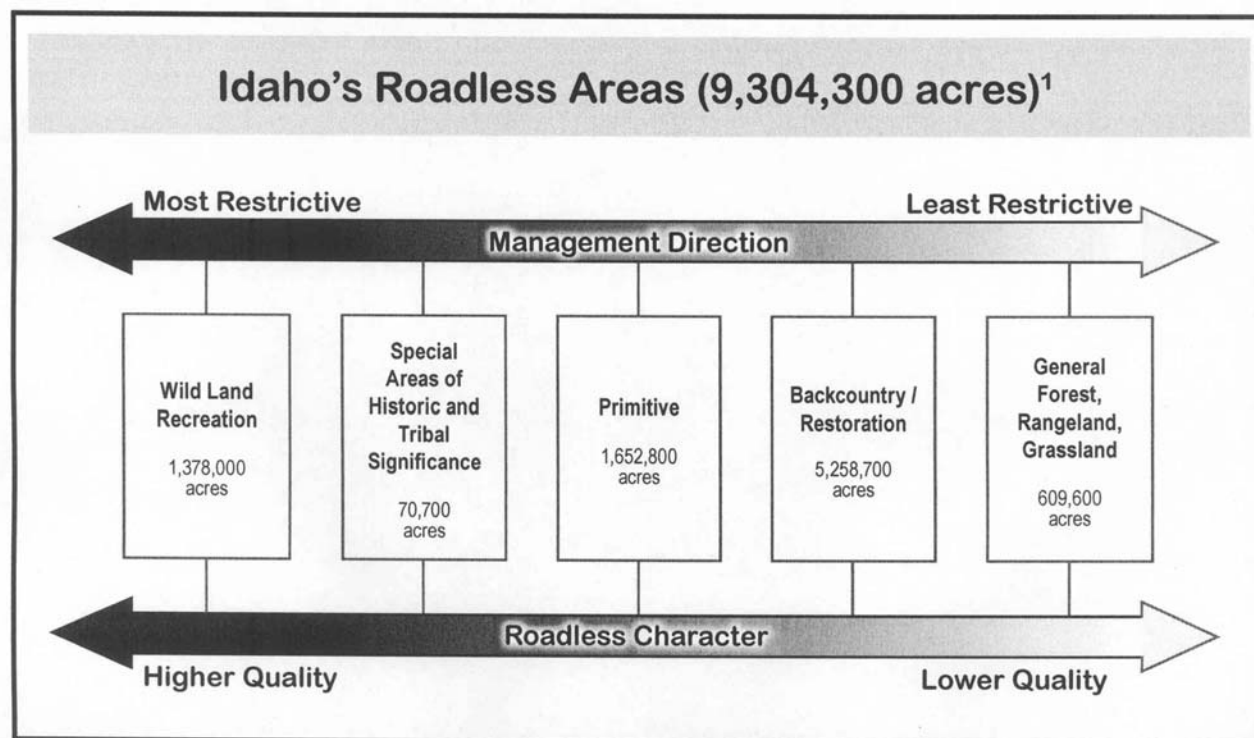
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## SUMMARY

### S.1 PROPOSED ACTION (IDAHO ROADLESS RULE)

The Forest Service is proposing to promulgate a State-specific rule in response to the Idaho State Petition presented by Governor James Risch on November 29 and 30, 2006, to the Roadless Area Conservation National Advisory Committee (RACNAC). The Proposed Idaho Roadless Rule would designate a system of lands called Idaho Roadless Areas and establish five management area themes for individual roadless areas: Wild Land Recreation; Primitive; Special Areas of Historic and Tribal Significance; Backcountry/Restoration; and General Forest, Rangeland, and Grassland. The proposed themes span a continuum (fig. S-1) that includes at one end a restrictive approach emphasizing passive management and natural restoration approaches, and on the other end, active management designed to sustain forest, rangeland, and grassland management. This continuum accounts for stewardship of the uniqueness of each individual roadless area’s landscape and the quality of roadless characteristics in that area.



<sup>1</sup> 334,500 acres of forest plan special areas will be managed in accordance with applicable current and future forest plans

Figure S-1. Idaho Roadless Rule Continuum

Allocation to a specific theme is not intended to mandate or direct the Forest Service to propose or implement any action; rather, the themes provide an array of permitted and prohibited activities regarding:

- Timber cutting, sale, or removal;
- Road construction and reconstruction;
- Mineral activities.

The Proposed Action also provides for the ability to accommodate necessary corrections and modifications in the future.

## S.2 PURPOSE OF AND NEED FOR ACTION

The purpose of the Proposed Idaho Roadless Rule is to respond to the State's Petition to provide State-specific direction for the conservation and management of inventoried roadless areas within the State of Idaho. The Proposed Idaho Roadless Rule integrates local management concerns with the national objectives for protecting roadless area values and characteristics.

The management direction is based on individual roadless characteristics for lands (1) containing outstanding or unique features, where there is minimal or no evidence of human use; (2) containing culturally significant areas; (3) containing general roadless characteristics, where human uses may or may not be more apparent; and (4) displaying high levels of human use, while:

- Protecting communities, homes, and property from the risk of severe wildfire or other risks existing on adjacent Federal lands;
- Protecting forests from the negative effects of severe wildfire and insect and disease outbreaks; or
- Protecting access to property, by ensuring that States, Tribes, and citizens owning property within roadless areas have access to that property as required by existing laws.

The Secretary, aware of the long, unresolved debates over the management of inventoried roadless areas in the absence of wilderness legislation for the State of Idaho, considered the State's Petition, the advice and recommendations of the RACNAC, and associated public comments; the Secretary determined that there is a need to consider regulatory direction for roadless area management specific to the State of Idaho.

## S.3 PUBLIC INVOLVEMENT

A notice of intent to prepare an EIS on Roadless Area Conservation; National Forest System Lands in Idaho was published in the *Federal Register*, April 10, 2007 (68, FR 17816). About 38,000 comments were received, of which 32,000 were form letters<sup>1</sup>, while the remaining letters consisted of original responses or form letters with additional original text.

The 90-day comment period on the draft EIS started December 21, 2007, with the publication of the notice of availability in the *Federal Register*, 72 FR 72708. The published comment period was to end on March 13, 2008. The Proposed Rule was published in the *Federal Register* on January 7,

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<sup>1</sup> Form letters are five or more letters that contain identical text but are submitted by different people.



2008, with the publication of the notice of proposed rulemaking and a request for a 90-day comment period (USDA Forest Service 2008a (73, FR 1135)). The comment period for the draft EIS was extended to April 7, 2008, to coincide with the end of the comment period for the Proposed Rule.

Throughout Idaho, public meetings were held in 16 communities during January and February 2008. The communities included Boise, Bonners Ferry, Cascade, Challis, Coeur d' Alene, Council, Grangeville, Hailey, Idaho Falls, Kellogg, Lewiston, Mackay, Orofino, Pocatello, Salmon, and Twin Falls. Another public meeting was held in Washington, DC, on January 17, 2008.

In addition to these meetings, the RACNAC held four meetings across the country between January and April to discuss the development of their recommendations for changes to the Proposed Rule. These meetings were open to the public and their meeting notes were posted on the internet.

About 139,120 comments were received by the close of the comment period, of which approximately 8,780 were non-form letters (see appendix R, Response to Comments for more information). These comments were considered in the development of the Modified Idaho Roadless Rule and this final EIS. The interdisciplinary team reviewed and responded to comments in appendix R of the final EIS, Response to Comments, and updated the EIS based on those comments.

## S.4 ISSUES

The Forest Service identified as significant issues those resources that could directly or indirectly be affected as a result of implementation of the Proposed Action. The Forest Service identified the following significant issue during scoping. This issue represents possible effects of implementing the Proposed Idaho Roadless Rule:

- Changes to roadless characteristics.

In addition to this issue, the EIS analyzes the following:

- Ability to address forest health and fire ecology;
- Ability to utilize minerals and energy resources;
- Social factors; and
- Economic factors.

## S.5 ALTERNATIVES

This environmental impact statement (EIS) examines four alternatives establishing regulatory direction:

1. Direction based on the 2001 Roadless Rule (2001 Roadless Rule);
2. Direction based on existing forest plans (Existing Plans);
3. Direction based on the Petition, as presented to the RACNAC (Proposed Idaho Roadless Rule);

4. Direction based on modifications to the Proposed Idaho Roadless Rule (Modified Idaho Roadless Rule).

The Idaho Roadless Rule would designate a system of lands called Idaho Roadless Areas. These lands would be managed within a spectrum of five management themes: Wild Land Recreation; Primitive; Special Areas of Historic and Tribal Significance; Backcountry/Restoration; and General Forest, Rangeland and Grassland. To aid in analyzing effects and to better compare alternatives, the management prescriptions in the 2001 Roadless Rule and Existing Plans were placed in a management theme that would be the closest equivalent. Table S-1 describes each theme’s management emphasis and the number of acres represented by that theme, by alternative.<sup>2</sup> To account for all acreage identified as a roadless area, the table lists other forest plan special areas, which are not affected by this proposed rule.

**Table S-1. Number of acres represented by Idaho Roadless Rule themes and equivalent themes for the 2001 Roadless Rule, Existing Plans, Proposed Idaho Roadless Rule, and Modified Idaho Roadless Rule**

Theme	2001 Roadless Rule	Existing Plans	Proposed Idaho Roadless Rule	Modified Idaho Roadless Rule
Wild Land Recreation	0	1,320,500	1,378,000	1,479,700
Primitive	0	1,904,100	1,652,800	1,772,700
Special Areas of Historic and Tribal Significance	0	0	70,700	48,600
Similar to Backcountry/Restoration*	9,304,300	0	0	0
Backcountry/Restoration Backcountry/Community Protection Zone	0	4,482,000	5,258,700	5,312,900 442,000
General Forest, Rangeland, and Grassland	0	1,263,200	609,600	405,900
<b>Other lands**</b>				
Forest plan special areas (appendix Q, table Q-1)	0	334,500	334,500	334,500
Totals	9,304,300	9,304,300	9,304,300	9,304,300

\*The 2001 Roadless Rule is similar to the Backcountry theme for timber cutting and discretionary mineral activities, except for the allowance for road construction/reconstruction to access phosphate deposits, and the allowance for road construction/reconstruction to facilitate timber cutting in specific situations.

\*\* The Idaho Roadless Rule would not apply to these other special areas.

<sup>2</sup> Note the acres have been updated from the draft EIS based on corrections; see appendix E of the final EIS for more detail. Throughout this document, all acreage values are approximate and have been rounded.

Each alternative addresses only management actions associated with timber cutting, road construction/reconstruction, or future discretionary mineral-related actions for saleable or leasable minerals, because these particular activities have been identified as having the greatest likelihood of altering roadless area values and characteristics. Road construction/reconstruction or timber cutting under any alternative would be designed based on applicable forest plan standards and guidelines (for example, protection of riparian areas or habitat needs for species).

The following subsections generally describe each alternative. In-depth discussion on management direction can be found in chapter 2 of the EIS.

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### **ALTERNATIVE 1. THE 2001 ROADLESS RULE (NO ACTION)<sup>3</sup>**

This alternative presents a roadless area management regime based on the approach set out in the 2001 Roadless Rule (see 36 CFR 294, subpart B [2004]; 66 *Fed. Reg.* 3244 [Jan. 12, 2001]). The purpose of the 2001 Roadless Rule was to ensure that inventoried roadless areas sustain their values for this generation and for future generations. By sustaining these values, a continuous flow of benefits associated with healthy watersheds and ecosystems was expected.

Timber cutting activities and road construction/reconstruction were identified as having the greatest likelihood of altering and fragmenting landscapes, and the greatest likelihood of resulting in an immediate, long-term loss of roadless area values and characteristics; therefore, these activities were prohibited, with certain exceptions in each roadless area.

The rule allows for road construction or reconstruction in the case of reserved or outstanding rights, or as provided for by statute or treaty. This would include roads associated with locatable mineral activities pursuant to the General Mining Law of 1872.

The 2001 Roadless Rule was the product of a national process and established management direction at the national level with limited focus on State or local issues.

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### **ALTERNATIVE 2. EXISTING PLANS**

Management direction in this alternative represents a roadless area management regime based on each forest's land and resource management plan (forest plan). Each forest's plan is unique to its planning area; collectively the forest plans provide a broad range of management from wilderness to intensive management. Overall, as national forests have revised their forest plans, the trend has been to move more roadless areas into management prescriptions that conserve roadless characteristics. When developing or revising their forest plans, each forest or group of forests collaborates with the public and interested parties to develop management direction for their roadless areas. Generally, forest plans allow or limit an array of activities in roadless areas.

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### **ALTERNATIVE 3. IDAHO ROADLESS RULE<sup>4</sup> (PROPOSED ACTION)**

The Proposed Action represents a strategy for the conservation and management of Idaho Roadless Areas that takes into account State and local situations and unique resource

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<sup>3</sup> As of the printing of this EIS, the 2001 Roadless Rule is in operation by court order and represents the legal status quo and operating management direction for these lands. In the absence of the 2001 Roadless Rule, management would be governed by each forest's land management plan.

<sup>4</sup> The Idaho Roadless Rule includes clarifications made by Governor Risch at the November 29 and 30, 2006, RACNAC meeting.

management challenges, while it recognizes and integrates the national interest in maintaining roadless characteristics.

Building from each forest's existing or proposed forest plan<sup>5</sup>, the Proposed Idaho Roadless Rule assigned individual roadless areas within five broad management themes: Wild Land Recreation; Special Areas of Historic or Tribal Significance; Primitive; Backcountry/Restoration; and General Forest, Rangeland, and Grassland. These themes span a continuum (fig. S-1) that includes at one end, a restrictive approach emphasizing passive management and natural restoration approaches, and on the other end, active management designed to accomplish sustainable protection of roadless characteristics. The continuum accounts for stewardship of the uniqueness of each individual roadless area's landscape and the quality of roadless characteristics in that area.

The Proposed Idaho Roadless Rule would not apply to other special areas (referred to as "forest plan special areas" such as research natural areas; wild and scenic rivers (designated, eligible, and suitable); special interest areas; visual corridors; and the like (table S-1). These areas would be managed according to applicable current and future forest plan direction. These lands are included in the discussion for sake of completeness; however, the Proposed Action does not recommend management direction for these 334,500 acres.

Allocation to a specific theme is not intended to mandate or direct the Forest Service to propose or implement any action; rather, the themes provide an array of permitted and prohibited activities related to timber cutting, sale, and removal; road construction/reconstruction; and discretionary mineral activities.

As in the 2001 Roadless Rule, timber cutting and road construction/reconstruction are identified as the management activities having the greatest potential for altering landscapes and causing immediate changes to roadless values and characteristics; therefore, a continuum of prohibitions and permissions was proposed for each roadless area.

The Proposed Action also establishes prohibitions and permissions for discretionary mineral activities because of potential effects on roadless characteristics. Further, the Proposed Action, like the 2001 Roadless Rule, allows for road construction/reconstruction in the case of reserved or outstanding rights, or as provided for by statute or treaty. This would include roads associated with locatable mineral activities pursuant to the General Mining Law of 1872. Finally, the Proposed Action provides additional direction regarding common variety minerals, which are the sole discretion of the Secretary of Agriculture (Secretary) to manage.

Again, like the 2001 Roadless Rule, the Proposed Action does not seek to restrict retroactively any existing mineral authorizations<sup>6</sup>. However, the Proposed Action would establish limitations on the future exercise of discretion available to Forest Service line officers. It does not seek to impose restrictions on decision-making that Congress has assigned to the Department of the Interior. The Proposed Action also does not affect or seek a withdrawal of the mineral estate; such matters are subject to a separate statutory process established in the Federal Land Policy and Management Act (FLPMA). Instead, the Proposed Action would be applied only where

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<sup>5</sup> Existing plans referred to here include the Boise, Caribou, Challis, Payette, Salmon, Sawtooth, Caribou, and Wallow-Whitman. Proposed plans referred to here are the Clearwater, Idaho Panhandle, Kootenai, and Nez Perce.

<sup>6</sup> Mineral authorizations include those for salable, leasable, and locatable minerals.

Forest Service line officers have discretionary authority to influence whether and how the activity may occur.

The Proposed Action does not address grazing, travel management, or wildland fire use. Management direction related to those activities would be regulated by other existing regulatory and analytical processes (for example, travel planning).

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**ALTERNATIVE 4. MODIFIED IDAHO ROADLESS RULE (PREFERRED ALTERNATIVE)**

A fourth alternative was developed, the Modified Idaho Roadless Rule, that changes portions of the Proposed Action based on public comment, including but not limited to tribal government-to-government consultation, recommendations from the RACNAC, consultation with adjacent States, and input from the public at large.

Modifications from the Proposed Action primarily related to four concerns:

1. The amount and type of roadless areas placed in the various themes;
2. The permissions for road construction and reconstruction to facilitate timber cutting, sale, and removal in the Backcountry theme;
3. The permission for road construction and reconstruction to access phosphate deposits in the Backcountry theme;
4. The public comment requirements to make changes in the future.

Other less substantive changes are also reflected in the Modified Rule based on public comment.

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## S.6 COMPARISON OF ALTERNATIVES

**Table S-2. Comparison of Alternatives—Benefits and Costs**

	<b>2001 Roadless Rule</b>	<b>Existing Plans</b>	<b>Proposed Rule</b>	<b>Modified Rule</b>
<b>Local resource concerns</b>				
<b>Forest health</b>				
Insects and disease	Most of the 1.44 million acres currently at risk of 25 percent mortality or significant growth loss (i.e., high-risk forests) would remain untreated. Projected treatments on 9,000 acres likely to be effective over 15 years.	Opportunities for treatment of high-risk forests: 187,500 acres of high-risk forests in GFRG; 755,800 acres in Backcountry. Projected treatments on 40,500 acres likely to be effective over 15 years.	Opportunities for treatment of high-risk forests: 25,600 acres in GFRG; 939,400 acres in Backcountry. Opportunities to treat GFRG. Opportunity for treatment in Backcountry if done for forest health or to reduce hazardous fuels. Projected treatments on 18,000 acres likely to be effective over 15 years.	Opportunities for treatment of high-risk forests: 39,600 acres in GFRG <sup>(1)</sup> ; 877,000 acres in Backcountry, of which 56,600 acres are in the community protection zone (CPZ). Opportunities to treat GFRG. Opportunity for treatment in Backcountry if done in the CPZ or to reduce significant risk of wildland fire effects to at-risk communities or municipal water supply systems. Projected treatments on 15,000 acres likely to be effective over 15 years.
Noxious weeds – potential for noxious weed spread	Spreading is unlikely given limited potential for soil disturbance. 42,250 acres of weeds currently found in Idaho Roadless Areas.	Some potential for spreading based on acreage assigned to GFRG (1.26 million acres); the limited degree of projected road construction, timber cutting, and mineral activity would minimize the potential for spreading. 5,170 acres of weeds currently found in GFRG.	Some potential for spreading based on acreage assigned to GFRG (609,600 acres); the limited degree of projected construction, harvest, and mineral activity would minimize the potential for spreading. 2,750 acres of noxious weeds currently found in GFRG.	Some potential for spreading based on acreage assigned to GFRG (405,900 acres); the limited degree of projected construction, harvest, and mineral activity would minimize the potential for spreading. 3,070 acres <sup>(1)</sup> of noxious weeds currently found in GFRG.
Climate change	Carbon dioxide releases may vary as a function of projected activity levels (the 2001 rule being the lowest, Existing plans the highest potential for releases). Effects of climate change on forest vegetation may vary as a function of active management (the 2001 rule having the lowest and existing plans the highest capacity for active management). However, the magnitude and rapidity of climate change and cumulative impacts is uncertain, particularly at the finer scales such as Idaho Roadless Areas. Variable impacts across alternatives are therefore not quantified.			

	2001 Roadless Rule	Existing Plans	Proposed Rule	Modified Rule
<b>Fuels management</b>				
Ability to treat	<p>Road construction not permitted in conjunction with treatments on 100 percent of the wildland-urban interface (WUI)/community protection zone (CPZ).</p> <p>Treatments more expensive; insignificant acreage treated relative to acres at risk. Limited capacity to treat high priority condition class 2 and 3 areas.</p> <p>Projected harvests could treat 2 percent of high priority areas (fire regimes I, II, and III; condition classes 2 and 3) within WUI/CPZ or less than half a percent of high priority areas overall.</p> <p>Does not directly permit timber cutting to reduce risk of unwanted wildland fire.</p>	<p>Prescribed burning is permitted in 100 percent of the WUI/CPZ or to protect community water supply areas</p> <p>Mechanical treatments are permitted on 89 percent of the WUI/CPZ.</p> <p>Mechanical treatments with road construction are permitted on 65 percent of the WUI/CPZ.</p> <p>Mechanical treatments are permitted in 93 percent of the community water supply areas.</p> <p>Mechanical treatments with road construction are permitted in 47 percent of the community water supply areas.</p> <p>Projected harvests could treat 10 percent of high-priority areas (fire regimes I, II, and III; condition classes 2 and 3) within WUI/CPZ or 1 percent of high-priority areas overall.</p> <p>May permit timber cutting to reduce risk of unwanted wildland fires.</p> <p>May permit fuel reduction to reduce wildland fire risks to municipal water supply systems.</p>	<p>Prescribed burning is permitted in 100 percent of the WUI/CPZ or to protect community water supply areas</p> <p>Mechanical treatments are permitted on 89 percent of the WUI/CPZ.</p> <p>Mechanical treatments with road construction are permitted on 67 percent of the WUI/CPZ.</p> <p>Mechanical treatments are permitted in 92 percent of the community water supply areas.</p> <p>Mechanical treatments with road construction are permitted in 58 percent of the community water supply areas.</p> <p>Projected harvests could treat 4 percent of high priority areas (fire regimes I, II and III, condition classes 2 and 3) within WUI/CPZ or less than half a percent of high priority areas overall.</p> <p>Directly permits timber cutting to reduce risk of unwanted wildland fires in the Primitive, Backcountry, and GFRG themes.</p> <p>Permits fuel-reduction activities to reduce wildland fire risks to municipal water supply systems in the Primitive, Backcountry, and GFRG themes.</p>	<p>Prescribed burning is permitted in 100 percent of the WUI/CPZ or to protect community water supply areas</p> <p>Mechanical treatments are permitted on 87 percent of the WUI/CPZ.</p> <p>Mechanical treatments with road construction are permitted on 66 percent of the WUI/CPZ.</p> <p>Mechanical treatments are permitted in 92 percent of the community water supply areas.</p> <p>Mechanical treatments with road construction are permitted in 16 percent of the community water supply areas.</p> <p>Mechanical treatments with road construction are permitted in 42 percent of the community water supply areas only when the significant risk conditions are met.</p> <p>Projected harvests could treat 4 percent of high priority areas (fire regimes I, II, and III; condition classes 2 and 3) within WUI/CPZ.</p> <p>Directly permits timber cutting to reduce risk of unwanted wildland fires in the Backcountry and GFRG themes.</p> <p>Permits fuel-reduction activities to reduce wildland fire risks to municipal water supply systems in the Primitive, Backcountry, and GFRG themes.</p>
Potential for increase in human-caused fire starts	No increase.	Potential for increase.	No measurable increase.	No measurable increase.

	2001 Roadless Rule	Existing Plans	Proposed Rule	Modified Rule
<b>Timber cutting – projected</b>				
Timber harvest (acres over 15 years)	9,000	40,500	18,000	15,000
Harvest (MMBF/year) <sup>(2)</sup>	3.0 (2 percent of annual average)	13.36 (11percent of annual average)	5.84 (5 percent of annual average)	5.04 (4 percent of annual average)
<b>Roads – projected (miles over 15 years)</b>				
Construction - permanent	12	72	12	12
Construction - temporary	3	33	26	21
Reconstruction	0	75	23	17
<b>Total</b>	15.0	180	61	50
Decommissioning	1.0	3.2	2.7	2.4
<b>Leasable minerals</b>				
	No existing leases on NFS land. Trend data not available to project reasonably foreseeable activity. Current lease applications include 7,033 acres within roadless areas.			
Geothermal development	Negligible opportunities for development.	No opportunities on 38 percent of acreage. Development opportunities on 53 percent of Backcountry theme (2,354,100 suitable acres) and on 58 percent of GFRG theme (737,800 suitable acres). <sup>(3)</sup> 7,033 under current lease applications accessible.	No opportunities on 93 percent of acreage; Development opportunities on 63 percent of GFRG theme (382,400 suitable acres). <sup>(3)</sup> 7,033 under current lease applications would not be accessible.	Negligible opportunities for development.
Phosphate - reasonably foreseeable development and output (short term within 15 years)	1,100 acres of road construction and mining disturbance proposed in Sage Creek and Meade Peak Roadless areas; development expected over the next 15 years. Projected output is equal (2,000,000 tons per year) across all alternatives because (i) none of the alternatives prohibit road construction and reconstruction associated with existing leases and (ii) existing leases are expected to meet demand in reasonably foreseeable future.			
Phosphate – additional acres under lease in roadless areas	6,100 acres of remaining unmined phosphate currently under lease in seven roadless areas; development expected to be spread out over 50 or more years.			



	2001 Roadless Rule	Existing Plans	Proposed Rule	Modified Rule
Phosphate – long-term leasing of unleased phosphate deposits (50 or more years)	Opportunities to recover phosphate from Idaho Roadless Areas are negligible.	Estimated 613 million tons of phosphate deposits from 13,620 unleased acres available for development. ½-mile buffer could affect additional 1,910 acres.	Estimated 593 million tons of phosphate deposits from 13,190 unleased acres available for development. ½-mile buffer could affect additional 1,850 acres. Road construction prohibited in Wild Land Recreation, SAHTS Primitive, Backcountry theme acres.	Estimated 260 million tons of phosphate deposits from 5,770 unleased acres available for development. ½-mile buffer could affect additional 810 acres. Road construction prohibited in Wild Land Recreation, SAHTS Primitive, Backcountry themes, and 910 acres of GFRG themes.
<b>Social</b>				
Values and beliefs	Most environmental functions retained, roadless characteristics remain intact.	Most environmental functions retained, some roadless characteristics changed.	Most environmental functions retained, few roadless characteristics changed.	Most environmental functions retained, few roadless characteristics changed.
Collaborative environment	Local communities feel left out.	Local communities engaged.	Local community interests integrated with national values.	Local community interests integrated with national values. Modifications made based on public comment.
Lifestyles	Significant risks to natural resource conditions near communities remain.	Significant risks to natural resource conditions near communities reduced.	Significant risks to natural resource conditions near communities reduced.	Significant risks to natural resource conditions near communities reduced.
	Undeveloped recreation and cultural opportunities continue.	Many undeveloped recreation and cultural opportunities continue.	Most undeveloped recreation and cultural opportunities continue.	Most undeveloped recreation and cultural opportunities continue.
<b>Roadless characteristics</b>				
<b>Physical resources - soils</b>				
Acres of highly sensitive soils where road construction/reconstruction is permitted (Backcountry and GFRG)	0	2,049,300	2,121,300	253,500 (GFRG and Backcountry / CPZ)
Acres of highly sensitive soils where road construction is conditionally permissible	0	0	0	1,786,400

	2001 Roadless Rule	Existing Plans	Proposed Rule	Modified Rule
Effects from road construction on high hazard soils	<p>Forest Plan management direction that provides guidance on road construction on sensitive soils would apply across all alternatives; therefore even though road construction could be permitted forest plans may provide design criteria to minimize effects, such as avoidance or mitigation practices.</p> <p>No or negligible effect from road building associated with timber cutting. Effects on soils are equal for road construction associated with phosphate mining over next 15 years. Effects on high-hazard soils from long-term future (50 or more years) phosphate leases are likely under the Existing Plans and the Proposed Rule, but limited risk under the Modified and 2001 Rules.</p>			
<b>Physical resources - water</b>				
Effect of road construction, reconstruction, and timber harvest on listed streams and drinking water	Negligible effect.	Minimal effect.	Negligible effect.	Negligible effect.
Effect of mining on listed streams and drinking water	<p>Overlap with unleased phosphate in roadless areas: Three 303(d) streams (one in roadless areas due to selenium); 640 acres of community water supplies (groundwater). Possible effect on 303(d) streams from selenium – mitigation required at time of analysis.</p>	<p>Overlap with unleased phosphate in roadless areas: Three 303(d) streams (one in roadless areas due to selenium); 640 acres of community water supplies (groundwater). Possible effect on 303(d) streams from selenium – mitigation required at time of analysis.</p>	<p>Overlap with unleased phosphate in roadless areas: Three 303(d) streams (one in roadless areas due to selenium); 640 acres of community water supplies (groundwater). Possible effect on 303(d) streams from selenium – mitigation required at time of analysis.</p>	<p>Overlap with unleased phosphate in roadless areas: Three 303(d) streams (one in roadless areas due to selenium); 640 acres of community water supplies (groundwater). Possible effect on 303(d) streams from selenium – mitigation required at time of analysis.</p>
Selenium Mitigation	<p>Mine development or expansion would use a variety of environmental commitments and best management practices to reduce the potential for selenium mobilization and migration from the mine site. Operators would be required to monitor impacts on water, soils, vegetation, wildlife, and fisheries. Analysis for the preferred alternative for Smoky Canyon predicts that groundwater quality protection standards or surface water quality standards would not be exceeded.</p>			

	2001 Roadless Rule	Existing Plans	Proposed Rule	Modified Rule
<b>Threatened, endangered, proposed, candidate and Forest Service sensitive species and biodiversity</b>				
Effects on terrestrial and aquatic animal species or habitats	Activities undertaken pursuant to any of the alternatives may affect individuals, but no measurable change in populations is expected. Management direction in forest plans, such as INFISH, PACFISH, Southwest Idaho Ecogroup aquatic direction, grizzly bear habitat management, or lynx direction, for threatened and endangered species would apply. Projects and development would be subject to NEPA and other regulatory requirements related to monitoring and mitigation for sensitive species.			
	Beneficial.	Beneficial in Wild Land Recreation, Primitive, or SAHTS; some potential risk of adverse effects in management prescriptions similar to Backcountry and GFRG.	Beneficial in Wild Land Recreation, Primitive, or SAHTS; limited potential risk of adverse effects for activities occurring in Backcountry; some potential risk in GFRG, but less than Existing Plans.	Beneficial in Wild Land Recreation, Primitive, SAHTS, or Backcountry outside CPZ; limited potential risk of adverse effects for activities occurring in Backcountry CPZ; some potential risk in GFRG, but less than Existing Plans or the Proposed Rule.
Effects on biodiversity of botanical species	Beneficial.	Beneficial in Wild Land Recreation, Primitive, or SAHTS; some potential risk of adverse effects for activities conducted in the GFRG and BCR themes.	Beneficial in Wild Land Recreation, Primitive, or SAHTS; some potential risk of adverse effects for activities conducted in the GFRG and BCR themes, but less than Existing Plans.	Beneficial in Wild Land Recreation, Primitive, or SAHTS, Backcountry outside CPZ; some potential risk of adverse effects for activities conducted in GFRG and Backcountry CPZ but less than Existing Plans or the Proposed Rule.
<b>Number of occurrences of known threatened and candidate plant populations, by theme</b>				
Wild Land/ Primitive/ SAHTS	0	0	0	0
Backcountry	16	9	9	11 (6 in Backcountry CPZ)
GFRG	0	2	2	0
Forest plan special areas	0	5	5	5
<b>Number of occurrences of known sensitive plant populations, by theme</b>				
Wild Land Recreation	0	81	90	102
Primitive/SAHTS	0	97	82	100
Backcountry	686	284	336	312 (46 in Backcountry CPZ)
GFRG	0	55	9	3
Forest plan special areas	0	169	169	169

	2001 Roadless Rule	Existing Plans	Proposed Rule	Modified Rule
<b>Scenic integrity</b>				
	<b>Potential for change in scenic integrity – based on activity projections</b>			
Acres that stay in High to Very High scenic integrity	9,228,000	9,242,980	9,234,740	9,276,230
Acres likely to change to High or Moderate scenic integrity because of timber cutting or road construction/reconstruction	9,000	40,500	18,000	15,000
Acres likely to change from High to Low because of development of existing phosphate leases	7,200 acres associated with development of existing phosphate mining leases under all alternatives.			
Acres likely to change to Moderate or Low scenic integrity because of phosphate mining over the long term (50 or more years)	0	13,620	13,190	5,770
<b>Recreation</b>				
	Feeling of solitude or remoteness may change in areas where projected road construction and timber cutting occur (see above for projected activity levels, by alternative).			
Dispersed recreation (including hunting and fishing)	No measurable change to dispersed recreation opportunities.	No measurable change to dispersed recreation opportunities, except if unleased phosphate deposits (13,620 acres) are developed.	No measurable change to dispersed recreation opportunities, except if unleased phosphate deposits (13,190 acres) are developed.	No measurable change to dispersed recreation opportunities, except if unleased phosphate deposits (5,770 acres) are developed.
	In general, the magnitude of shifts in recreational opportunity spectrum classes is slight across the alternatives because: (i) differences in road construction are minimal, and (ii) many constructed roads are likely to be temporary and not accessible for recreation purposes. As a consequence, changes in dispersed compared to developed recreation opportunities are small across alternatives. Relative differences include the following:			
Recreation opportunities <sup>(4)</sup>	Relatively high potential for maintaining existing dispersed recreation opportunities; little potential for increasing developed recreation.	Greatest opportunity for developed and road-based recreation to occur and expand, but magnitude of shift is tempered by limited amount of construction projected to occur.	High level of protection for dispersed recreation; foreseeable threats from construction and development are remote.	High level of protection for dispersed recreation; foreseeable threats from construction and development are remote.

	2001 Roadless Rule	Existing Plans	Proposed Rule	Modified Rule
	There are no foreseeable developments under any of the alternatives.			
Developed recreation – ability to construct or reconstruct roads to access new or expanded developed recreation areas	No road construction/reconstruction permitted to access new developed recreation sites (9.3 million acres).	Road construction/reconstruction generally permitted to access new developed recreation sites in management prescriptions similar to Backcountry and GFRG (5.7 million acres).	Road construction/reconstruction permitted to access new developed recreation sites management in GFRG (.6 million acres).	Road construction/reconstruction permitted to access new developed recreation sites management in GFRG (.4 million acres).
	Existing permits are unaffected. No foreseeable ski area expansions or developments into Idaho Roadless Areas over next 15 years.			
Special uses – ski areas	Expansion or development with roads not permitted.	Expansion or development as permitted by the forest plan.	Existing ski areas with development and any additional development authorized in their master development plans are in FPSA theme and the rule does not apply.	Existing ski areas with development and any additional development authorized in their master development plans are in FPSA theme and the rule does not apply.
Special uses – outfitters and guides	Existing permits are unaffected. None of the alternatives directly affect the processing or administration of special use permits. Potential for adverse effects are limited because projected levels of activity would be relatively small and localized within any outfitter’s area of operation. Recreational experience may change in some areas where activities occur, but outfitter and guide services are not expected to be affected because of the dispersed nature of the activities.			
Hunting and fishing	No effect on opportunities.	Opportunities could be affected in locations of phosphate leasing and geothermal development. No effect from timber cutting and limited road construction.	Opportunities could be affected in locations of phosphate leasing and geothermal development. No effect from timber cutting and limited road construction.	Opportunities could be affected in locations of phosphate leasing. No effect from geothermal development. No effect from timber cutting and limited road construction. Additional protections provided to 257,700 acres moved from GFRG to Backcountry because of big game habitat.
<b>Wilderness</b>				
Existing wilderness areas (1,723,300 acres of Idaho Roadless Areas are adjacent to existing wilderness)	Limited to no indirect effects on wilderness from activities in roadless areas.	158,300 acres of GFRG and 841,900 acres of Backcountry adjacent to wilderness. Limited potential for impacts on wilderness experience.	9,400 acres of GFRG and 951,000 acres of Backcountry adjacent to wilderness. Limited potential for impacts on wilderness experience.	9,400 acres of GFRG and 951,000 acres of Backcountry adjacent to wilderness. Limited potential for impacts on wilderness experience.

	2001 Roadless Rule	Existing Plans	Proposed Rule	Modified Rule
Recommended wilderness	No change or effect on recommended wilderness in existing plans.	Existing plans recommend 1,320,500 as wilderness.	No change to recommendations in existing plans. 1,378,000 acres in Wild Land Recreation, implying 57,500 acres of additional protection over existing plans. Changes include: Borah Peak increase by 700 acres Boulder White Clouds, net increase of 37,200 acres (some portions added, some changed to primitive) Hoodoo increase by 40,600 acres Grandmother Mountain increase by 6,800 acres Salmo/Priest increase by 800 acres Selkirk increase by 5,900 acres Scotchmans net increase by 1,100 acres Mallard Larkins, net decrease 33,000 acres (10,900 acres Backcountry (Clearwater and Idaho Panhandle; and 22,100 acres SAHTS Idaho Panhandle) Winegar Hole decrease by 2,600 acres	No change to recommendations in existing plans. 1,479,700 acres in Wild Land Recreation, implying 159,200 acres of additional protection over existing plans. Changes include: Borah Peak increase by 700 acres Boulder White Clouds, net increase of 37,200 acres (some portions added, some changed to primitive) Hoodoo increase by 40,600 acres Grandmother Mountain increase by 6,800 acres Salmo/Priest increase by 800 acres Selkirk increase by 16,600 acres Scotchmans net increase by 1,100 acres Rapid River net increase 68,400 acres Mallard Larkins, net decrease 10,400 acres (6,400 acres Primitive (Clearwater) and 4,000 acres Backcountry (Idaho Panhandle) Winegar Hole decrease by 2,600 acres
Roadless area characteristics associated with wilderness	Majority of roadless areas retain their existing character. Based on projections, 99.9 percent unaffected over the next 15 years.	Areas developed could have reduced roadless area character. Activities in GFRG may not change roadless character if prior activities are still evident.		
		Based on projections, 99.55 percent of roadless areas unaffected over the next 15 years.	Based on projections, 99.9 percent of roadless areas unaffected over the next 15 years.	Based on projections, 99.9 percent of roadless areas unaffected over the next 15 years.
<b>Other Resource and Service Areas where Relative Impacts are Insignificant or Negligible</b>				
Livestock grazing	Differences in activity, revenue, and operating costs are expected to be minimal across alternatives; existing processes will regulate management direction related to grazing (allotments and permitted use).			
Leasable minerals: oil, gas, and coal	Differences in activity and revenue associated with oil, gas, and coal development are expected to be minimal based on existing trends and inventories.			
Locatable minerals: gold, silver, lead, etc.	None of the alternatives would affect rights of reasonable access to prospect and explore lands open to mineral entry and develop valid claims under the General Mining Law of 1872. Rights to reasonable access continue.			

	<b>2001 Roadless Rule</b>	<b>Existing Plans</b>	<b>Proposed Rule</b>	<b>Modified Rule</b>
Saleable minerals (sand, stone, gravel, pumice, etc.)	Differences in production of saleable minerals are projected to be minimal across alternatives because of the relative inefficiencies of providing saleable minerals from Idaho Roadless Areas.			
Road Construction allowed for CERCLA violations	Road construction to address CERCLA violations is allowed in all alternatives.			
Energy corridors	None of the proposed corridors designated for oil, gas, and/or electricity under section 368 of the Energy Policy Act are within Idaho Roadless Areas. Opportunities for non-section-368 corridors within Idaho Roadless Areas are a function of the themes assigned to the areas proposed for corridor development; differences in opportunities across alternatives cannot be discerned.			
Wind and biomass energy	Low potential for wind energy in Idaho Roadless Areas because of technological, logistical, and environmental issues associated with constructing wind turbines in the more mountainous roadless areas. Biomass energy could be a by-product from any alternative. It is unlikely that any medium- to large-scale wood biomass in roadless areas would be conducted independently.			
Non-timber products	Current access for the harvest of non-timber products is not expected to change under the Proposed and Modified Rules. Assignment of roadless acres to themes that restrict road construction may limit access opportunities for some individuals, but construction may also reduce availability of some species.			
Cultural resources	Prior to management actions taking place on the ground under any alternative or theme, cultural resource inventories and appropriate mitigation are required by law. Differences in risk to cultural resources are based on the amount of projected road construction; the higher the projection the higher the potential risk. Existing plans have the highest risk (low to moderate). The Proposed Rule has a low risk based on projections; but this risk is further reduced in the Modified Rule because of the prohibitions associated with road construction for discretionary minerals (other than specific phosphate areas in GFRG); and the reduction in areas where roads could be constructed to facilitate hazardous fuel reduction projects. There is low potential for disturbance/vandalism under all alternatives with the exception of low to moderate potential under existing plans.			
Affected Indian Tribes	Roads, timber cutting, sale, or removal and mining may alter the character of places that have historic or cultural value, thereby diminishing those values. The exercise of treaty rights and traditional uses of Idaho Roadless Areas would not measurably change under any of the alternatives because hunting, fishing, and botanical gathering would not be affected overall. There may be some localized effects associated with phosphate development.			
Wildland fire use and prescribed fire	The alternatives do not affect wildland fire use. The alternatives could affect the use of prescribed fire in certain situations where timber cutting needs to occur to reduce fuels or in some cases create a fuel bed prior to burning. These limitations would primarily be in the Wild Land Recreation theme in the Proposed and Modified Rules. However, prescribed fire may be used in all themes.			
Air quality	Negligible effects on air quality from fuel reduction projects are expected; subject to strict guidelines for minimizing impacts.			
<b>Agency costs</b>				
Roads	Reasonably foreseeable changes in Agency costs associated with roads (administration, construction, maintenance) are not likely to be significant under the Proposed or Modified Rules relative to the 2001 Roadless Rule given the types of roads constructed (e.g., temporary, single-purpose, and/or built by the user), relative levels of construction/reconstruction projected, and flat budget expectations.			

	2001 Roadless Rule	Existing Plans	Proposed Rule	Modified Rule
Timber and vegetation/fuel treatments	Accessing sites and implementing treatments in remote areas, dominated by roadless characteristics can be costly. Revenue from timber sales are often used to offset the costs of treatments. There is slight potential for gains in net revenues for some forest units (e.g., Idaho Panhandle) under the Modified and Proposed Rules, as well as Existing Plans, relative to the 2001 Rule, but projected changes in harvest are relatively small and may not result in significant changes to aggregate volumes from all National Forest System lands.			
	Highest cost per acre and less efficient treatments due to road construction prohibitions.	Second highest cost per acre for treatments in the WUI and community public water system (CPWS) areas.	Lowest cost per acre for treatments in the WUI and CPWS areas (and equal to the final rule in the WUI).	Lowest cost per acre for treatments in the WUI (and equal to the proposed rule). Lowest cost per acre for treatments in CPWS areas if using "significant risk determination" for CPWS; otherwise, cost per acre is second highest for CPWS areas.

(1) More acres are shown under the Modified Rule than the Proposed Rule because of the different set of lands placed in GFRG. Change is primarily from lands in GFRG theme on the Salmon National Forest in the Modified Rule.

(2) Percentage of average harvest on all National Forest System land within Idaho that occurred between 2002 and 2006. Harvest primarily attributable to stewardship and treatments for forest health and fuels management.

(3) The alternatives do not provide direction on where and when OHV use would be permissible.

(4) Suitability based on areas with acceptable slopes for leasing (<40 percent slope).

Table S-3. Comparison of Alternatives—Distributional Effects and Economic Impacts

	2001 Roadless Rule	Existing Plans	Proposed Rule	Modified Rule
<b>Timber Cutting</b>				
Jobs per year (1)	17	75	35	30
Labor Income per year (1)	\$453,300	\$1,909,100	\$851,600	\$744,500
Location of jobs: BEA economic areas (EA)	Northern EA (Idaho Panhandle National Forests)	Northern (Idaho Panhandle), Southeastern (Caribou-Targhee National Forest), and Central (Clearwater and Nez Perce National Forests) EAs	Northern (Idaho Panhandle), and Southeastern (Caribou-Targhee National Forest) EAs	Northern (Idaho Panhandle), and Southeastern (Caribou-Targhee National Forest) EA
<b>Leasable minerals: phosphate</b>				
Jobs and labor income (1)	No changes in jobs (582/year) or labor income (\$23.5 million) contributed by phosphate on existing leases within Idaho Roadless Areas, because none of the alternatives affect existing leases.			
	No new leases in roadless areas likely to be feasible.	Jobs and income from new leases on unleased phosphate reserves within Idaho Roadless Areas in the Southeastern EA are expected to occur in the future over an extended period of time (50 or more years).		
<b>Road construction</b>				
Jobs per year (1)	2	12	4	4
Labor Income per year (1)	\$52,900	\$462,500	162,400	135,600



	2001 Roadless Rule	Existing Plans	Proposed Rule	Modified Rule
Location of Jobs: BEA Economic Areas (EA)	Northern and Southeastern EAs	Northern, Southeastern, and Central EAs	Northern and Southeastern EAs	Northern and Southeastern EAs
<b>Revenue sharing and resource-dependent counties</b>				
Resource-dependent counties where potential opportunities decrease	Opportunities increase for all timber-dependent counties under the Modified or Proposed Rule relative to the 2001 Rule. Opportunities for mining-dependent counties (e.g., Caribou, Oneida, Power, and Bannock) remain the same based on reasonably foreseeable phosphate output (over the next 15 years), which remains constant across alternatives.			
	Potential opportunities decrease for the following timber-dependent counties under the Modified or Proposed Rule relative to Existing Plans (2): <i>Northern EA:</i> Boundary, Bonner, Kootenai, Benewah, Latah, Ferry (WA), Pend Oreille (WA), Shoshone, and Stevens (WA). <i>Central EA:</i> Clearwater, Idaho, Lewis, Nez Perce, and Asotin (WA). <i>Southeastern EA:</i> Bear Lake.			
Revenue sharing	Payments to counties are expected to remain the same under all alternatives as long as the Secure Rural Schools and Community Self-Determination Act remains in effect. Mineral-based payments to States are a function of leasable receipts, but no differences in phosphate production are projected across alternatives over the next 15 years.			
Adverse impacts to small entities	Greatest potential given prohibitions in roadless areas; most protective of sectors that benefit from resource conditions associated with roadless areas.	Least potential given fewest prohibitions and theme assignments; least protective of sectors that benefit from resource conditions associated with roadless areas.	Limited potential for losses of small entity opportunities. Opportunity losses are not expected to result in significant adverse economic impacts and/or affect substantial numbers of small entities, including recreational special use permit holders that may benefit from resource conditions associated with roadless characteristics.	

(1) Jobs and income contributed annually (in 2007 dollars). Based on projected levels of timber harvest, road construction, and phosphate mining output per year, conversion of physical output to final demand (\$) and application of regional economic multipliers.

(2) Counties where 10 percent of total labor income is attributable to timber-related sectors and that are located in economic areas (EAs) where there is a significant net decrease in acreage assigned to the GFRG theme.





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