

**Road Wrecked:**  
**Why the \$10 Billion Forest Service**  
**Road Maintenance Backlog Is Bad for Taxpayers**

**Taxpayers for Common Sense**  
**Washington, DC**

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This report is available online at [www.taxpayer.net/forest](http://www.taxpayer.net/forest).

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## Overview

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The U.S. Forest Service's road building and road maintenance programs waste millions of taxpayer dollars every year, the result of inefficient spending programs, outdated policies, and lack of accountability. The agency has recently attempted to repair its reputation for fiscal mismanagement, but entrenched programs and political influence have stymied this progress by allowing special interests to exert significant influence over agency objectives.

*Road Wrecked* is a case study of industry influence trumping the interests of American taxpayers. Taxpayers for Common Sense spent the past year collecting information from government publications, communicating directly with former and current agency staff, and analyzing Forest Service data obtained through a series of Freedom of Information Act requests.

This investigation has uncovered the following:

- The maintenance and capital improvement backlog on the national forest road system has surpassed \$10 billion.<sup>1</sup>
- California, Alaska, Montana, Oregon, Idaho, New Mexico, Arizona, Colorado, Washington and Utah account for over \$7 billion<sup>2</sup> of the \$10 billion backlog.
- Between fiscal years 1998 and 2002, the timber industry received more than \$140 million in subsidies for timber road construction<sup>3</sup> and most of the roads the Forest Service maintained were for use only by timber vehicles for timber extraction.<sup>4</sup>

Instead of creating performance and accountability goals for the Forest Service in an attempt to reduce the current backlog, Congress manipulates federal funds for political gain, which ultimately interferes with agency performance. According to former Forest Service Chief Jack Ward Thomas:

The Forest Service has consistently put in the budget for maintenance of roads - and at high standard. The Administration or the Congress or both had consistently not honored those requests and gave the Forest Service money for new roads that they did not ask for and refused money to maintain roads that were asked for. The Forest Service must spend the dollars it is allocated exactly as allocated in the budget. This [road backlog] doesn't have a thing to do with "capability" - it has to do with political priorities of those that control the purse strings.<sup>5</sup>

The federal deficit is expected to reach \$521 billion<sup>6</sup> in fiscal year 2004, and separate and independent analyses by Goldman Sachs, the Brookings Institution, and the Center for Budget and Policy Priorities estimate deficits between \$5 and \$5.5 trillion over the next ten years.<sup>7</sup> This grim fiscal picture makes it crucial that wasteful spending be eliminated, and the national forest road program is an excellent place to start. Instead of spending funds on new road construction, Congress and the administration should require that the Forest Service determine how the national forest road program can be of the greatest benefit to taxpayers.

## National Forest Road System

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At the end of fiscal year 2002 (the most recent year for which complete data is available), the national forest road system contained over 436,000 miles of “official” and “unofficial” roads to access 192 million acres of National Forests and grasslands managed by the U.S. Forest Service.<sup>8</sup> Forest Service lands cover an area roughly the size of Texas but contain a system of roads that is more than twice as long as the entire National Highway System (see Table 1).

Forest roads are divided into two categories: classified or “official” roads and unclassified or “unofficial” roads; these classifications define the Forest Service’s management and maintenance role. Classified roads lie entirely or partially within or adjoining the National Forest System, and are designated by the Forest Service as necessary for long-term motor vehicle access. The Forest Service assumes full management of these roads itself or shares management responsibilities with state or county entities or private citizens.

Road System	Miles
U.S. Forest System	383,112 <sup>9</sup>
U.S. Highway System	161,537 <sup>10</sup>

The Forest Service does not consider unclassified roads to be part of the forest transportation system and therefore does not maintain these roads.<sup>11</sup> Examples include unplanned roads, all-terrain vehicle tracks, and roads originally permitted or authorized by the Forest Service but not decommissioned upon expiration.<sup>12</sup>

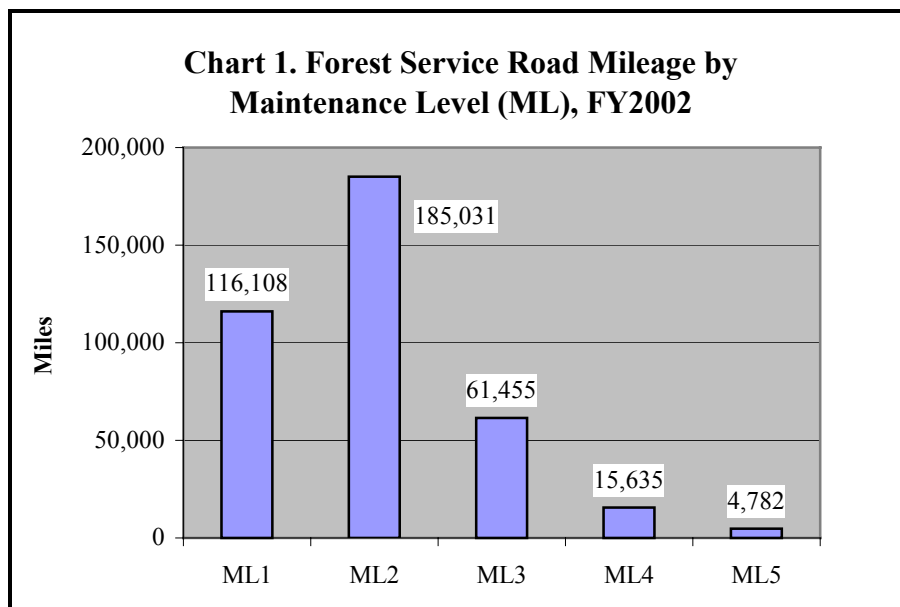
Fiscal Year	Classified Roads	Unclassified Roads	Total Road Miles
1998	383,518	51,903	435,421
1999	385,572	52,330	438,902
2000	384,219	23,919	408,138
2001	382,388	50,421	432,809
2002	383,112	52,920	436,032

A primary purpose of the Forest Service is to supply the nation’s timber, and the national forest road system was created to provide lumber companies convenient access to timber stands. Although the agency’s mission has evolved over the years to include management of lands for multiple uses, there has been no similar shift in road-building policies. A century-long preoccupation with road building and an ever-increasing strain on federal funds have together resulted in the Forest Service’s failure to adequately maintain its transportation infrastructure.

## Road Maintenance and Capital Improvement Backlog

A 2004 White House Office of Management and Budget evaluation of the Forest Service's Capital Improvement and Maintenance program found the agency failing in a number of critical program areas. It concluded that overall, the Forest Service "has been unable to demonstrate that it can maintain its current infrastructure needs."<sup>14</sup>

Forest Service roads are categorized along a gradient scale according to maintenance needs and operational status. They range from maintenance level (ML) 1 roads, which are impassable and closed to all vehicular traffic, to ML5 roads, which are in good working condition and open to all passenger cars (see Chart 1).<sup>15</sup> Most forest roads are currently designated as ML2, which are open for use by high-clearance vehicles such as logging trucks, but not by passenger cars.<sup>16</sup> Roads open to all passenger vehicles—ML5 roads—make up the smallest percentage of forest roads.<sup>17</sup>



The Forest Service estimates there to be a nearly \$8 billion backlog for road and bridge capital improvement and maintenance needs.<sup>18</sup> When indirect agency costs and administrative costs are factored in, the backlog stands at a staggering \$10.3 billion.<sup>19</sup> A Taxpayers for Common Sense (TCS) analysis of Forest Service road data found that national forests in ten states account for nearly 70 percent of the overall road maintenance backlog. California and Alaska lead the pack with backlogs in excess of \$1.1 billion and \$900 million, respectively (see Table 3).<sup>20</sup>

State	Deferred Maintenance		Capital Improvement Needs		Total
	Critical	Non-Critical	Critical	Non-Critical	
California	\$283,163,081	\$612,024,687	\$45,077,770	\$195,662,821	\$1,135,928,359
Alaska	\$20,381,539	\$80,739,112	\$0	\$800,223,129	\$901,343,780
Montana	\$98,826,658	\$390,853,423	\$13,143,622	\$166,368,819	\$669,192,522
Oregon	\$101,880,457	\$462,546,543	\$77,375,050	\$22,206,341	\$664,008,391
Idaho	\$129,547,529	\$410,232,582	\$31,499,387	\$89,020,853	\$660,300,351
New Mexico	\$136,896,223	\$344,204,393	\$8,524,549	\$22,109,317	\$511,734,482
Arizona	\$74,918,590	\$166,645,936	\$15,544,269	\$27,749,117	\$284,857,912
Colorado	\$50,496,088	\$148,371,472	\$21,997,711	\$11,247,028	\$232,112,299
Washington	\$20,429,867	\$156,816,906	\$1,657,016	\$18,939,726	\$197,843,515
Utah	\$27,109,594	\$93,852,101	\$370,289	\$62,098,013	\$183,429,997
<b>TOTALS</b>	<b>\$943,649,626</b>	<b>\$2,866,287,155</b>	<b>\$215,189,663</b>	<b>\$1,415,625,164</b>	<b>\$5,440,751,608</b>

In addition, every state in the top ten for maintenance backlogs also contains greater than one million acres of roadless areas (see Table 4). If these unroaded lands are opened to road construction sometime in the future, as has already happened in Alaska (see Tongass National Forest Case Study below), the backlog problem will be further compounded. Until the Forest Service takes the steps necessary to deal with the current backlog, it should not be building new roads that will only increase the future backlog problem.

State	Total NFS Land (acres)	Roadless Area Land (acres)
Alaska	22,083,000	14,779,000
Idaho	20,458,000	9,322,000
Montana	16,893,000	6,397,000
Colorado	14,509,000	4,433,000
California	20,698,000	4,416,000
Utah	8,179,000	4,013,000
Wyoming	9,238,000	3,257,000
Nevada	5,833,000	3,186,000
Washington	9,214,000	2,015,000
Oregon	15,658,000	1,965,000
Arizona	11,255,000	1,174,000
New Mexico	9,327,000	1,597,000

In addition to the direct costs of maintaining the massive forest transportation network, improper road maintenance adds to the price of these roads by contributing to erosion, declining water quality, spread of invasive species, increased risk of human-caused forest fires, and hazardous road conditions, none of which have been quantified in this report but all of which do or have the potential to increase the burden of the current road backlog on taxpayers.

## Timber Road Subsidies

The Forest Service spends tens of millions of dollars each year subsidizing timber companies for the cost of new timber road construction. These subsidies cost taxpayers almost \$140 million for fiscal years 1998 through 2002 (see Table 5).<sup>24</sup> By absorbing these costs, the federal government shields the timber industry from the true cost of doing business. Specified and Temporary Road Credits are two programs that currently provide these subsidies.

**Specified Road Credits:** Specified Road Credits (SRC) “compensate” timber companies for the cost of road design and construction by reducing the price the company pays for federal timber. When construction costs exceed initial estimates, the difference can still be deducted from the price of timber, providing no incentive for companies to minimize road construction costs.

SRCs were created through a subsidy trade-off in the Interior Appropriations Act of 1999 that terminated Purchaser Road Credits (PRC) in exchange for SRCs.<sup>26</sup> The primary difference between the two programs is that PRCs were applied to future timber sales, while SRCs are granted only for use on current sales. Although PRCs are no longer being issued, the government still spends millions each year on these subsidies because credits issued prior to its expiration must be honored. At the same time, the amount spent on SRCs continues to increase by tens of millions of dollars annually.<sup>27</sup>

Road Subsidy Program	Total Subsidies FY1998-2002
Specified Road Credits	\$ 77,502,869
Purchaser Road Credits	\$ 45,862,066
Temporary Road Credits	\$ 16,582,532
<b>TOTAL ROAD SUBSIDIES</b>	<b>\$ 139,947,467</b>

**Temporary Road Credits:** Temporary Road Credits (TRC) are little known timber industry subsidies that help defer costs for building temporary logging roads. Temporary roads are typically constructed for limited use during one or two seasons. These subsidies are not tracked through the Forest Service Capitol Improvement and Maintenance program because TRCs are used to build roads that will not ultimately become part of the Forest Service’s permanent road network. Like SRCs, TRCs are deducted directly from the appraised timber price. The TRC program cost taxpayers more than \$16 million for fiscal years 1998 through 2002.<sup>28</sup>

While taxpayers continue to spend tens of millions of dollars each year for new road construction, there is little or no public benefit from these programs. A 1997 study by the Congressional Research Service found that timber access was the primary purpose for 97 percent of new roads and 87 percent of road reconstruction from 1990 through 1997.<sup>30</sup> In addition, as of fiscal year 2002, 60 percent of forest roads were managed only for “high clearance” vehicles, including logging trucks and sport utility vehicles (see Table 6).<sup>31</sup> The funds spent by the Forest Service on road construction and maintenance in the publicly-owned national forests benefit private timber companies, not the American public.

Passenger Cars	80,000
High-Clearance Vehicles	220,000
Closed	81,000
<b>TOTAL MILES</b>	<b>≈ 381,000</b>

## Tongass National Forest - A Case Study

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The Tongass National Forest is an icon of the National Forest System. Unfortunately, fiscal irresponsibility and the long-standing entrenchment of federal timber and road-building programs in the Tongass have also made it a significant drain of taxpayer funds.

The Tongass currently has approximately 4,900 miles of roads, 3,579 miles of which are classified as “official” forest roads.<sup>32</sup> A TCS analysis of information obtained through a Freedom of Information Act request found that deferred road maintenance and capital improvement needs in the Tongass are approximately \$900 million (see Table 3). Further, the Forest Service has awarded timber companies with \$24.4 million worth of taxpayer-funded subsidies for construction and maintenance of Tongass logging roads over the past five years.<sup>33</sup> Opening the Tongass to additional road building will only add to the taxpayer burden.

Of the 3,579 miles of “official” Tongass forest roads, only 818 miles, or 23 percent, are open to passenger cars.<sup>34</sup> A Tongass roads analysis prepared for the Forest Service in January 2003 found that, “the availability of maintenance level 3, 4, and 5 roads (those open to passenger cars) in Southeast Alaska is sufficient to satisfy local demand for roaded recreation, subsistence, and community connectivity needs and demands in most districts.”<sup>35</sup> The push to open the Tongass to increased road construction is based on the administration’s intention to develop logging roads to subsidize the cost of doing business for timber companies but offers little benefit to most taxpayers.

<b>Table 7. Official Tongass Road Miles by Operational Maintenance Level</b>	
<b>Maintenance Level 1 &amp; 2</b>	2,761
<b>Maintenance Level 3, 4 &amp; 5</b>	818
<b>Total Miles</b>	<b>3,579</b>

Furthermore, the Tongass timber program is estimated to lose more than \$30 million annually through non-competitive and vastly under-valued timber sales.<sup>36</sup> In 2002, the Forest Service estimated market demand at 150 million board feet (MMBF) of timber,<sup>37</sup> but actual harvest levels were only 33.8 MMBF, less than 30 percent of the projected value.<sup>38</sup> This indicates a significant decline in the program’s present economic value. A recent analysis estimates that American taxpayers spent \$170,000 for every direct timber job created by logging in the Tongass National Forest in 2002<sup>39</sup>—more than four times the average U.S. household income for the same year.<sup>40</sup>

Despite the poor financial history of the Forest Service timber program and a significant road maintenance backlog, the Bush administration released its decision on December 30, 2003<sup>41</sup> to exempt the Tongass National Forest from the Roadless Area Conservation Rule.<sup>42</sup> As a result, the Forest Service has already begun laying the groundwork for 50 timber sales on the Tongass.<sup>43</sup> This decision will cost taxpayers twice—first by allowing subsidized timber sales and again by opening the door for additional road construction subsidies and maintenance.



## Recommendations

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The U.S. Forest Service's outdated policies and fiscal mismanagement have a detrimental effect on federal taxpayers. The public continues to subsidize corporate access to timber stands and the maintenance backlog continues to expand. Unfortunately, the expense of the forest roads program and the waste it produces are often left out of the annual Forest Service funding debate. Forest road priorities must be reorganized and agency accountability increased or forest road construction will continue to waste taxpayer dollars. TCS advocates the following changes to the national forest road system:

- **Reprioritize timber road system spending.** The Forest Service should determine how the national forest road program can be better managed and federal taxpayer dollars better utilized. All options should be considered, including on-going maintenance, decommissioning, and upgrading where applicable. Congress and the administration should encourage maintenance of the system with the best interest of taxpayers in mind.
- **Focus on road maintenance before construction.** Instead of spending money on new road construction, the Forest Service should instead implement a "fix it first" strategy that addresses problems with current infrastructure rather than adding to the taxpayer burden by building new roads, with reasonable exceptions for public health and safety, resource protection, and access to private lands.
- **Eliminate federal subsidies for timber road construction.** Timber companies should pay for design, construction, and maintenance of roads to access timber stands. These roads are a cost of doing business that should not be incurred by federal taxpayers.
- **Limit road construction on national forest lands by codifying the Roadless Area Conservation Rule of 2001.** This rule contains numerous exceptions that allow for wildfire management, resource protection, human health and safety, and industry access for approved natural resource extraction. Failure to establish more stringent parameters for road construction will increase the road maintenance crisis in our national forests and continue to cost taxpayers millions of dollars.
- **Acknowledge that certain stands of federal timber are too expensive to access.** Sections of our national forests have remained roadless because the cost of building roads in these areas is prohibitive and timber sales are unlikely to generate enough revenue to break even on the costs of road construction and long-term maintenance. If these areas are developed, taxpayers will pay tens of millions of additional dollars annually.

These changes would be a real signal from Washington of its concern for the long-term fiscal health of our nation and its intent to improve oversight of federal tax dollars. Reducing subsidies to timber companies for road building will be a tremendous benefit to federal taxpayers by reducing spending on road building, making money available to reduce the current backlog, and minimizing the future backlog growth. The needs of the timber industry should not be placed before the needs of American taxpayers.

## Appendix A: Forest Service Road Maintenance Policy Terms<sup>44</sup>

**Maintenance Level:** Defines the level of service provided by, and maintenance required for, a specific road, consistent with road management objectives and maintenance criteria.

**Maintenance Level 1:** Assigned to intermittent service roads during the time they are closed to vehicular traffic. The closure period must exceed 1 year. Basic custodial maintenance is performed to keep damage to adjacent resource to an acceptable level and to perpetuate the road to facilitate future management activities. Emphasis is normally given to maintaining drainage facilities and runoff patterns. Planned road deterioration may occur at this level. Appropriate traffic management strategies are “prohibit” and “eliminate”. Roads receiving level 1 maintenance may be of any type, class or construction standard, and may be managed at any other maintenance level during the time they are open for traffic. However, while being maintained at level 1, they are closed to vehicular traffic, but may be open and suitable for non-motorized uses.

**Maintenance Level 2:** Assigned to roads open for use by high clearance vehicles. Passenger car traffic is not a consideration. Traffic is normally minor, usually consisting of one or a combination of administrative, permitted, dispersed recreation, or other specialized uses. Log haul may occur at this level. Appropriate traffic management strategies are either (1) discourage or prohibit passenger cars or (2) accept or discourage high clearance vehicles.

**Maintenance Level 3:** Assigned to roads open and maintained for travel by a prudent driver in a standard passenger car. User comfort and convenience are not considered priorities. Roads in this maintenance level are typically low speed, single lane with turnouts and spot surfacing. Some roads may be fully surfaced with either native or processed material. Appropriate traffic management strategies are either “encourage” or “accept.” “Discourage” or “prohibit” strategies may be employed for certain classes of vehicles or users.

**Maintenance Level 4:** Assigned to roads that provide a moderate degree of user comfort and convenience at moderate travel speeds. Most roads are double lane and aggregate surfaced. However, some roads may be single lane. Some roads may be paved and/or dust abated. The most appropriate traffic management strategy is “encourage.” However, the “prohibit” strategy may apply to specific classes of vehicles or users at certain times.

**Maintenance Level 5:** Assigned to roads that provide a high degree of user comfort and convenience. Normally, roads are double-lane, paved facilities. Some may be aggregate surfaced and dust abated. The appropriate traffic management strategy is “encourage.”

**Deferred Maintenance:** Maintenance that was not performed when it should have been or when it was scheduled and which, therefore, was put off or delayed for a future period. When allowed to accumulate without limits or consideration of useful life, deferred maintenance leads to deterioration of performance, increased costs to repair, and decrease in asset value. Deferred maintenance needs may be categorized as critical or non-critical at any point in time. Continued deferral of non-critical maintenance will normally result in an increase in critical deferred maintenance. Code compliance (e.g. life safety, ADA, OSHA, environmental, etc.), Forest Plan Direction, Best Management Practices, Biological Evaluations other regulatory or Executive Order compliance requirements, or applicable standards not met on schedule are considered deferred maintenance. (Financial Health – Common Definitions for Maintenance and Construction Terms, July 22, 1998)

**Capital Improvement:** The construction, installation, or assembly of a new fixed asset, or the significant alteration, expansion, or extension of an existing fixed asset to accommodate a change of purpose. (Financial Health – Common Definitions for Maintenance and Construction Terms, July 22, 1998)

## Appendix B: Road Mileage by Maintenance Level and State, FY2002

State	Forest Service Road Mileage by Maintenance Level, FY2002				
	ML1	ML2	ML3	ML4	ML5
Alabama	457.02	871.62	463.47	118.54	29.18
Alaska	938.74	1,629.86	1,050.94	28.65	1.88
Arizona	2,188.94	23,148.84	2,532.08	351.91	165.03
Arkansas (includes OK)	4,159.09	5,705.32	1,233.22	88.97	48.95
California	6,460.56	26,886.79	8,163.95	1,841.36	917.50
Colorado (includes KS)	3,987.56	13,734.38	4,327.28	1,177.32	98.25
Florida	10.60	2,985.26	919.36	152.95	31.01
Georgia	114.11	786.12	453.95	161.29	22.52
Idaho	12,607.75	14,460.74	6,458.12	783.34	304.16
Illinois	263.19	253.59	121.83	13.10	3.30
Indiana	382.16	45.03	62.08	4.50	0.00
Kentucky	308.28	575.19	236.32	168.48	38.07
Louisiana	292.98	1,823.74	494.35	138.78	47.92
Michigan	3,234.05	5,822.54	727.37	705.43	191.76
Minnesota	1,089.30	2,577.03	602.08	440.95	78.76
Mississippi	834.53	1,041.88	742.89	225.94	4.56
Missouri	41.90	1,914.82	338.25	44.65	0.00
Montana	10,986.71	12,442.56	7,804.87	1,067.84	229.34
Nebraska	2.50	884.91	109.96	15.30	0.60
Nevada	338.36	4,851.79	1,052.65	87.57	14.84
New Hampshire (includes ME)	237.19	139.32	137.19	19.92	3.26
New Mexico	3,880.34	16,299.04	1,889.02	283.88	23.11
North Carolina	596.22	1,011.78	572.54	298.36	92.41
North Dakota	0.20	1,944.64	582.51	77.87	9.00
Ohio	36.60	14.09	27.71	8.78	5.99
Oregon	18,100.31	43,019.43	7,488.57	1,613.78	729.37
Pennsylvania	37.55	629.63	379.04	119.32	30.62
Puerto Rico	0.00	6.83	0.15	0.00	0.00
South Carolina	526.33	88.99	868.30	122.99	3.36
South Dakota	871.91	3,272.38	476.09	169.68	18.11
Tennessee	183.35	853.09	437.93	63.51	21.53
Texas	442.03	1,188.15	621.10	67.64	25.97
Utah	864.08	8,285.46	1,809.53	412.15	251.61
Vermont (includes NY)	69.18	101.74	34.45	41.33	2.50
Virginia	332.07	1,689.22	817.25	140.51	9.02
Washington	5,809.65	11,253.51	3,856.70	642.04	230.16
West Virginia	228.21	821.72	399.85	226.47	41.53
Wisconsin	646.07	1,676.20	1,184.62	1,146.48	181.42
Wyoming	971.27	2,558.34	731.19	287.47	3.61
<b>NATIONAL TOTALS</b>	<b>82,530.89</b>	<b>217,295.57</b>	<b>60,208.76</b>	<b>13,359.05</b>	<b>3,910.21</b>

## Appendix C: Road Backlogs by State, FY2002

(Figures account for direct projects costs and do not include agency indirect costs or program management costs)

State	Deferred Maintenance		Capital Improvements		Totals
	Critical	Non-Critical	Critical	Non-Critical	
Alabama	\$1,028,766	\$14,216,427	\$20,215	\$2,315,481	\$17,580,889
Alaska	\$20,381,539	\$80,739,112	\$0	\$800,223,129	\$901,343,780
Arizona	\$74,918,590	\$166,645,936	\$15,544,269	\$27,749,117	\$284,857,912
Arkansas (includes OK)	\$11,469,671	\$78,442,969	\$0	\$1,201,156	\$91,113,796
California	\$283,163,081	\$612,024,687	\$45,077,770	\$195,662,821	\$1,135,928,360
Colorado (includes KS)	\$50,496,088	\$148,371,472	\$21,997,711	\$11,247,028	\$232,112,299
Florida	\$2,899,658	\$33,471,395	\$34,305	\$0	\$36,405,358
Georgia	\$10,051,177	\$37,835,282	\$3,254,669	\$1,895,175	\$53,036,303
Idaho	\$129,547,529	\$410,232,582	\$31,499,387	\$89,020,853	\$660,300,351
Illinois	\$1,115,294	\$2,132,254	\$0	\$0	\$3,247,548
Indiana	\$6,729,047	\$7,965,513	\$1,338,838	\$0	\$16,033,398
Kentucky	\$828,408	\$7,899,668	\$0	\$1,278,240	\$10,006,316
Louisiana	\$2,757,993	\$19,309,602	\$0	\$1,244,586	\$23,312,181
Michigan	\$34,912,632	\$33,927,726	\$184,440	\$7,405,042	\$76,429,840
Minnesota	\$1,459,264	\$14,614,474	\$465,138	\$3,117,555	\$19,656,431
Mississippi	\$2,290,670	\$16,760,597	\$4,378,231	\$2,309,283	\$25,738,781
Missouri	\$703,309	\$11,391,602	\$5,041	\$4,115,380	\$16,215,332
Montana	\$98,826,658	\$390,853,423	\$13,143,622	\$166,368,819	\$669,192,522
Nebraska	\$2,022,369	\$3,219,908	\$317,579	\$62,621	\$5,622,477
Nevada	\$5,716,466	\$10,850,549	\$708,511	\$43,575,315	\$60,850,841
New Hampshire (includes ME)	\$691,421	\$9,924,884	\$0	\$0	\$10,616,305
New Mexico	\$136,896,223	\$344,204,393	\$8,524,549	\$22,109,317	\$511,734,482
North Carolina	\$19,064,106	\$18,518,392	\$3,472,311	\$238,943	\$41,293,752
North Dakota	\$1,712,722	\$81,098,931	\$2,793,896	\$3,085,347	\$88,690,896
Ohio	\$611,979	\$748,969	\$0	\$113,183	\$1,474,131
Oregon	\$101,880,457	\$462,546,543	\$77,375,050	\$22,206,341	\$664,008,391
Pennsylvania	\$860,539	\$16,459,971	\$141,032	\$2,165,377	\$19,626,919
Puerto Rico	\$38,335	\$30,872	\$24,408	\$27,088	\$120,703
South Carolina	\$3,403,865	\$32,758,547	\$0	\$2,947,273	\$39,109,685
South Dakota	\$9,246,485	\$47,505,178	\$22,802,605	\$8,428,010	\$87,982,278
Tennessee	\$2,179,523	\$16,961,372	\$1,628,113	\$14,953,822	\$35,722,830
Texas	\$14,310,572	\$58,315,298	\$8,194,407	\$52,228,411	\$133,048,688
Utah	\$27,109,594	\$93,852,101	\$370,289	\$62,098,013	\$183,429,997
Vermont (includes NY)	\$316,665	\$2,577,964	\$0	\$0	\$2,894,629
Virginia	\$4,200,173	\$12,768,965	\$606,602	\$1,800,443	\$19,376,183
Washington	\$20,429,867	\$156,816,906	\$1,657,016	\$18,939,726	\$197,843,515
West Virginia	\$1,874,309	\$13,737,598	\$0	\$0	\$15,611,907
Wisconsin	\$753,864	\$42,744,764	\$69,325	\$271,693	\$43,839,646
Wyoming	\$13,870,347	\$55,154,840	\$4,319,642	\$553,339	\$73,898,168
<b>NATIONAL TOTALS</b>	<b>\$1,100,769,255</b>	<b>\$3,567,631,666</b>	<b>\$269,948,971</b>	<b>\$1,570,957,927</b>	<b>\$6,509,307,819</b>

**Appendix D: Road Construction Subsidies by Region, FY1998-2002<sup>45</sup>**  
 (These figures do not include costs for road maintenance)

Forest Service Region	Road Subsidy Programs			Total Subsidies
	Specified Roads	Temporary Roads	Purchaser Road Credits	
Northern (1)	\$9,561,433	\$1,491,786	\$5,054,079	\$16,107,298
Rocky Mountain (2)	\$5,682,514	\$2,152,936	\$2,300,520	\$10,135,970
Southwestern (3)	\$88,568	\$0	\$96,570	\$185,138
Intermountain (4)	\$3,488,033	\$0	\$1,864,697	\$5,352,730
Pacific Southwest (5)	\$15,863,961	\$276,942	\$764,335	\$16,905,238
Pacific Northwest (6)	\$20,228,297	\$2,358,565	\$16,139,033	\$38,725,895
Southern (8)	\$7,030,817	\$4,552,177	\$15,102,048	\$26,685,042
Eastern (9)	\$9,006	\$1,450,045	\$1,719,348	\$3,178,399
Alaska (10)	\$15,550,240	\$4,300,081	\$2,821,436	\$22,671,757
<b>TOTALS</b>	<b>\$77,502,869</b>	<b>\$16,582,532</b>	<b>\$45,862,066</b>	<b>\$139,947,467</b>

## Appendix E: Roadless Area Conservation Rule<sup>46</sup>

The Roadless Area Conservation Rule allows for significant exceptions to limitations otherwise placed on new road construction and reconstruction, including:

- A road needed to protect public health and safety in cases of an imminent threat of flood, fire, or other catastrophic event that, without intervention, would cause the loss of life or property;
- A road needed to conduct a response action under the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) or to conduct a natural resource restoration action under CERCLA, Section 311 of the Clean Water Act, or the Oil Pollution Act;
- A road needed pursuant to reserved or outstanding rights, or as provided for by statute or treaty;
- Road realignment necessary to prevent irreparable resource damage that arises from the design, location, use, or deterioration of a classified road and that cannot be mitigated by road maintenance. Road realignment may occur under this paragraph only if the road is deemed essential for public or private access, natural resource management, or public health and safety;
- Road reconstruction for a safety improvement project on a classified road determined to be hazardous on the basis of accident experience or accident potential on that road;
- The Secretary of Agriculture determines that a Federal Aid Highway project, authorized pursuant to Title 23 of the United States Code, is in the public interest or is consistent with the purposes for which the land was reserved or acquired and no other reasonable and prudent alternative exists; or
- A road needed in conjunction with the continuation, extension, or renewal of a mineral lease on lands that are under lease by the Secretary of the Interior as of January 12, 2001 or for a new lease issued immediately upon expiration of an existing lease. Roads constructed or reconstructed for this must be obliterated when no longer needed for the purposes of the lease or upon termination or expiration of the lease, whichever is sooner.
- Maintenance of classified roads is permissible in inventoried roadless areas.

## Endnotes:

- <sup>1</sup> According to *Fiscal Year 2005 Forest Service Budget Justification*, annual road and bridge maintenance, deferred maintenance, and capital improvement costs total \$7,937,308,000. *Fiscal Year 2003 Forest Service Budget Justification* estimates that overall indirect agency costs add 18-20 percent to this total and that a conservative estimate of program management costs is 11 percent. For purposes of this report, we have added 30 percent to the estimated direct Forest Service spending, for a grand total of \$10,318,500,400.
- <sup>2</sup> This is a total of direct maintenance backlogs, indirect agency costs, and program management costs. This total does not include bridge costs.
- <sup>3</sup> Taxpayers for Common Sense analysis of information obtained from the Forest Service through a Freedom of Information Act request (on file with Taxpayers for Common Sense).
- <sup>4</sup> United States Department of Agriculture, Forest Service. 2004. *Fiscal year 2005 Forest Service Budget Justification*. p 15-28.
- <sup>5</sup> Email conversation between Mr. Thomas and Taxpayers Common Sense staff.
- <sup>6</sup> *Budget of the United States Government, Fiscal Year 2005*. 2004. p 10.
- <sup>7</sup> Committee for Economic Development, Concord Coalition, and Center on Budget and Policy Priorities. September 29, 2003. *Mid-Term and Long-Term Deficit Projections*. <http://www.cpbb.org/9-29-03bud.pdf>; The Brookings Institution, February 16, 2004. *The Budget Outlook: Updates and Implications*. William Gale & Peter Orszag. <http://www.brook.edu/view/articles/gale/20040216.htm>.
- <sup>8</sup> Department of Agriculture, Forest Service. *Fiscal Year 2002 Road Accomplishment Report*. 2003.
- <sup>9</sup> *Ibid.*
- <sup>10</sup> Bureau of Transportation Statistics. *Pocket Guide to Transportation*. 2004.
- <sup>11</sup> 36 CFR 212.1.
- <sup>12</sup> *Ibid.*
- <sup>13</sup> This information was obtained from Forest Service *Road Accomplish Reports* for fiscal years 1998 to 2002.
- <sup>14</sup> White House Office of Management and Budget, *Performance Assessment and Rating Tool 2004*, p 21. [http://www.whitehouse.gov/omb/budget/fy2005/pdf/ap\\_cd\\_rom/part.pdf](http://www.whitehouse.gov/omb/budget/fy2005/pdf/ap_cd_rom/part.pdf). p. 21.
- <sup>15</sup> *Supra* note 8. This information was obtained by adding together the stated totals for each maintenance level for all nine Forest Service Districts. Appendix A of this report lists maintenance level descriptions as adapted from the Forest Service Transportation System Maintenance Handbook.
- <sup>16</sup> *Ibid.*
- <sup>17</sup> *Ibid.*
- <sup>18</sup> *Supra* note 4.
- <sup>19</sup> *Supra* note 1.
- <sup>20</sup> These totals do not include indirect and management costs.
- <sup>21</sup> *Supra* note 3.
- <sup>22</sup> For a chart containing all 50 states, see Appendix C of this report. These figures are for roads only and do not include indirect or management costs.
- <sup>23</sup> United States Department of Agriculture, Forest Service. 2000. *Roadless Area Conservation Final Environmental Impact Statement, Appendix A—Inventoried Roadless Area Acreage Categories of NFS Lands Summarized by State*. [http://roadless.fs.fed.us/documents/feis/data/sheets/acres/appendix\\_state\\_acres.html](http://roadless.fs.fed.us/documents/feis/data/sheets/acres/appendix_state_acres.html)
- <sup>24</sup> *Supra* note 3.
- <sup>25</sup> *Ibid.* Appendix D lists subsidies for road construction and reconstruction by region for fiscal years 1998 through 2002.
- <sup>26</sup> See Section 329 of the Department of the Interior and Related Agencies Appropriations Act, 1999 (as contained in section 101(e) of division A of Public Law 105-277). Amends See 16 USC 535a.
- <sup>27</sup> *Supra* note 3.
- <sup>28</sup> *Ibid.*
- <sup>29</sup> *Supra* note 4.
- <sup>30</sup> Ross Gorte. 1997. Congressional Report Service, Environment and Natural resources Policy Division. *Forest Roads: Construction and Financing*.
- <sup>31</sup> *Supra* note 4.
- <sup>32</sup> United States Department of Agriculture, Forest Service, Tongass National Forest. 2003. *Fiscal Year 2002 Road Accomplishment Report*.
- <sup>33</sup> *Supra* note 3.
- <sup>34</sup> Department of Agriculture, Forest Service Region 10. 2003. *Fiscal Year 2002 Tongass National Forest Road Accomplishment Report*.
- <sup>35</sup> United States Department of Agriculture, Forest Service, Tongass National Forest. January 2003. *Tongass National Forest Forest-Level Roads Analysis*.
- <sup>36</sup> A Taxpayers for Common Sense analysis of the Tongass timber program found that in part, such losses could be attributed to the fact that 98 percent of sales in the Tongass National Forest took place in non-competitive markets. Percentages of non-competitive timber sales can be found by region at [www.taxpayer.net/forest](http://www.taxpayer.net/forest).
- <sup>37</sup> U.S. Department of Agriculture, Forest Service. February 2003. *Final Supplemental Environmental Impact Statement Roadless Area Evaluation for Wilderness Recommendations*.
- <sup>38</sup> Ian Robertson. Volume Harvested in Million Board Feet, Fiscal Year 1980-2002. Information obtained by Southeast Alaska Conservation Council through a Freedom of Information Act request, December 2002.
- <sup>39</sup> Based on data from: 1) Guy Robertson, Regional Economist, *U.S. Forest Service Employment in the Wood Products Industry in Southeast Alaska, 1982-2002* provided to Southeast Alaska Conservation Council, May 2003; 2) Guy Robertson, Regional Economist, *R10 Budget Expenditures by Fund Code*, U.S. Forest Service data for Alaska Region obtained by the Southeast Alaska Conservation Council through the Freedom of Information Act, December 2002; and 3) Department of Agriculture, Forest Service, Region 10, *Timber Cut and Sold on National Forests, Region 10 Fiscal 2002 Report*.
- <sup>40</sup> Carmen DeNavas-Walt, Robert W. Cleveland and Bruce H. Webster, Jr. September 2003. *Income in the United States: 2002*. <http://www.census.gov/prod/2003pubs/p60-221.pdf> . Average U.S. household income in FY2002 was \$42,409.
- <sup>41</sup> United States Department of Agriculture, Forest Service, Tongass National Forest. December 23, 2003. *Press Release: Road Protection Finalized for Tongass*. [http://www.fs.fed.us/r10/tongass/management%20news/news\\_releases/roadless\\_protection.html](http://www.fs.fed.us/r10/tongass/management%20news/news_releases/roadless_protection.html)

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- <sup>42</sup> Federal Register Notice. January 12, 2001. 36 CFR 212 et al. *Forest Service Transportation; Final Administrative Policy*. See also United States Department of Agriculture, Forest Service. November 2000. *Forest Service Roadless Area Conservation: Final Environmental Impact Statement*. <http://roadless.fs.fed.us/documents/feis/>.
- <sup>43</sup> United States Department of Agriculture, Forest Service. 2002. *Schedule of Proposed Action*.
- <sup>44</sup> *Supra* note 11.
- <sup>45</sup> *Supra* note 3.
- <sup>46</sup> *Supra* note 42.