

Draft: April 19, 2012

A transportation policy plan to coordinate the  
Washington Forest Highway program into the future.

# Washington Forest Highway

LONG-RANGE TRANSPORTATION COORDINATION PLAN

2012-2032

Prepared by the Western Federal Highway  
Division in partnership with U.S. Forest  
Service & WA State Department of  
Transportation and in Cooperation with  
the Washington Association Of Counties.



**Washington State  
Department of Transportation**

## Abbreviations

ADT	average daily traffic
AOP	Aquatic Organism Passage
CFR	Code of Federal Regulations
Coordination Plan	Washington Forest Highway Long-Range Transportation Coordination Plan
CRAB	County Road Administration Board
DNR	Washington State Department of Natural Resources
FH	Forest Highway
FHWA	Federal Highway Administration
FR	Federal Register
GAO	US Government Accountability Office
GMA	Growth Management Act
MPO	Metropolitan Planning Organization
NEPA	National Environmental Policy Act
NFS	National Forest System
PIR	project identification report
PMS	pavement management system
RSA	road safety audit
RTP	regional transportation plan
SAFETEA-LU	Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users
SHSP	Washington State Strategic Highway Safety Plan: Target Zero
SMS	safety management system
STIP	state transportation improvement program
TEA-21	Transportation Equity Act for the 21 <sup>st</sup> Century
TIP	transportation improvement program
TMR	Travel Management Rule
USC	United States Code
USFS	US Department of Agriculture, Forest Service
WDFW	Washington Department of Fish and Wildlife
WFLHD	FHWA, Western Federal Lands Highway Division
WHCWG	Washington Wildlife Habitat Connectivity Working Group
WSDOT	Washington State Department of Transportation
WTP	Washington Transportation Plan

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# 1 Introduction

This 20-year transportation coordination plan describes the Washington Forest Highway Program and identifies the long-range goals for the program. This plan describes the process for coordinated planning and decision-making among the agencies responsible for the Washington Forest Highway Program. Those agencies are:

- Washington State Department of Transportation (WSDOT);
- US Department of Agriculture, Forest Service (USFS), Pacific Northwest Region (Region 6);
- Federal Highway Administration (FHWA), Western Federal Lands Highway Division (WFLHD).

The WFLHD administers the Washington Forest Highway Program in partnership with the USFS and WSDOT, collectively called the Tri-Agency. In addition, the Washington State County Road Administration Board (CRAB) attends Tri-Agency meetings to represent the counties in the state. A member of CRAB is involved in the Washington Forest Highway Program discussions, but does not have decision-making authority. Roles of the Tri-Agency members and the counties are defined in Appendix C, Roles of the Partner Agencies.

This Washington Forest Highway Long-Range Transportation Coordination Plan (Coordination Plan) is intended to help the Tri-Agency make investment decisions for planning, multi-modal alternatives, transportation enhancements, safety management, preservation, and construction on Forest Highways in Washington. Because funds are limited, it is essential to assess needs, set priorities, and manage and leverage funds efficiently from a variety of sources to meet transportation needs. This Coordination Plan provides a 20-year vision and mission for the Washington Forest Highway Program, as well as goals, a funding and investment strategy, criteria, and guidance—all of which are to be used to select projects that will receive Washington Forest Highway Program funding.

Another purpose of this document is to help transportation planners, transportation professionals, forest professionals, community representatives, and citizens who have an interest in improving Forest Highways understand the Forest Highway Program, thereby helping them to understand the types of projects eligible for program funding as well as how to participate in the planning and decision-making processes.

The Tri-Agency drafted this Coordination Plan. The plan was then made available for review and comment by other agencies and the public. Based upon input received during the comment period, this Coordination Plan was revised and finalized. However, this plan is intended to be a “living” document and, as such, will be reviewed and updated periodically (such as when new legislation is enacted) to remain current and relevant to the Washington Forest Highway Program.

## **1.1 What Are Forest Highways?**

A “Forest Highway” is a forest road under the jurisdiction of and maintained by a public authority and open to public travel. A total of approximately 31,200 miles of roadway are designated as Forest Highways in the United States. In general, Forest Highways must:

- be within or adjacent to National Forest System (NFS) lands;
- be necessary for access to protect, administer, utilize, and develop National Forest resources;
- be open to public travel; and
- provide a connection to other transportation systems (e.g., public roads, shipping points, etc.).

Forest Highways are a subset of Washington’s overall road system. They comprise about 1,860 miles of roadway in Washington, ranging from single-lane rural roads to state highways. Figure 1, Washington Forest Highways, shows the designated Forest Highways in Washington, as of 2009. Appendix A contains more information about the routes. The list of designated Forest Highways is not fixed. Routes can be added or removed at any time. Routes are designated by the WFLHD Division Engineer with concurrence from the USFS and state department of transportation. Further information regarding Forest Highway designation is provided in Appendix B– Forest Highway Background.

A Forest Highway is managed by a public authority other than FHWA. In Washington, Forest Highways are managed by WSDOT, the USFS, or a local (county) government. A Forest Highway may comprise several segments, each managed by a different authority, and a Forest Highway project may receive funding from several sources. Figure 1 and Appendix A indicate which public authorities have jurisdiction over the Forest Highways in Washington.

Some examples of Forest Highways in Washington include roads that cross the Cascade Mountains (like portions of US Highway 12, and State Route 410,) and that travel through scenic areas, like the Columbia River Gorge (State Route 14). Forest Highways also provide access to popular recreation areas such as Olympic National Park (like portions of US Highway 101) and North Cascades National Park (like portions of State Route 20). Forest Highways are also roads that lead directly into the forest, like Wind River Road (National Forest Service Route 30) leading to the south side of the Gifford Pinchot National Forest.

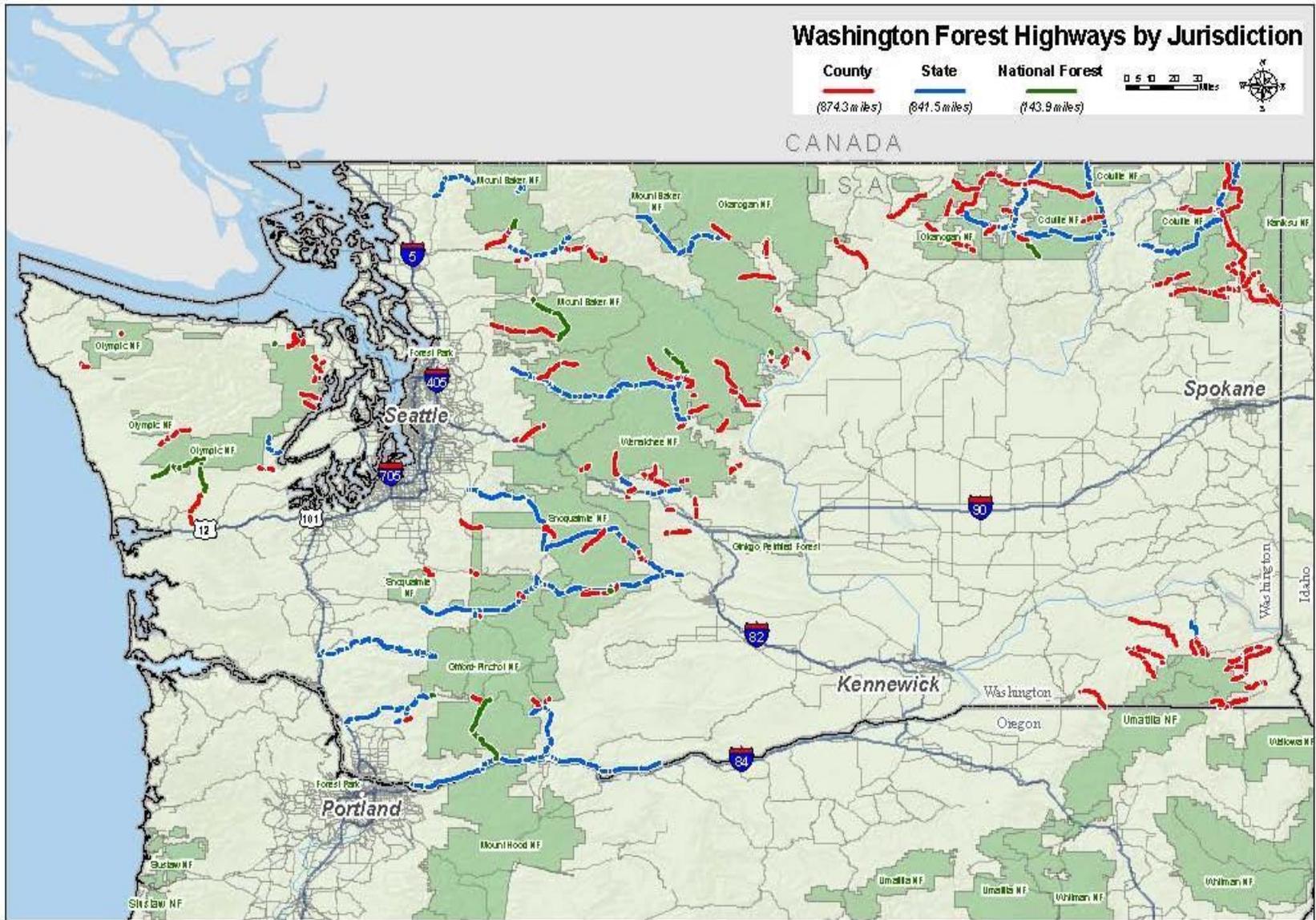


Figure 1. Washington Forest Highways by Jurisdiction



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## **1.2 Why Are Forest Highways Important?**

Forest Highways derive their importance from the National Forest System (NFS) lands to which they provide access. Forest Reserves, the precursors to today's National Forests, were established in 1891, through the National Forest Reserve Act. Through that act, forested lands could be kept in public ownership and managed for the good of all people, including future generations. With the establishment of the Forest Service in 1905, it was the first Chief Forester, Gifford Pinchot, who stated that the purpose of the National Forests is to provide the "greatest good for the greatest number in the long run." Pinchot's conservation philosophy is echoed in today's Forest Service mission, to "sustain the health, diversity, and productivity of the Nation's forests and grasslands to meet the needs of present and future generations."

Integral to fulfilling the Forest Service's mission, is providing access to NFS lands. Accessing those lands is part of our heritage, our culture, and our economy. We access NFS lands for recreation, resource extraction to support local economies, scientific research, education, and numerous other activities. People appreciate and have concern for their NFS lands when they can reach them, spend time in them, and enjoy them.

In addition, population growth and continuing human development are increasing the demand for access to NFS lands. More people are living closer to NFS and other federal lands as urban and suburban development expands. In Washington, Forest Highways are particularly important where almost 22 percent of the land is NFS lands. Approximately 9.3 million acres of NFS lands are within Washington's boundaries.

## **1.3 What Is the Washington Forest Highway Program?**

The Washington Forest Highway Program addresses the needs for safe and adequate transportation access to and through NFS lands for visitors, recreationists, resource users, and others that are not specifically addressed by other transportation programs. It provides funding and technical assistance to resurface, restore, rehabilitate, or reconstruct designated public roads that provide access to or are within NFS lands. Nationally, 41 states have Forest Highway Programs. Washington has approximately 1,860 miles of designated Forest Highways.

A reliable source of funding has not always been available to Forest Highways. Although Forest Highways were first defined in the Federal Highway Act of 1921, funding needed to develop and maintain the roads was small and inconsistent because selection for funding was based on the extent to which the roads were "of primary importance to the States, Counties, or communities...and on the Federal-Aid System." Because Forest Highways tended to be low-volume roads, they rarely ranked high using that criterion. Passage of the Surface Transportation Assistance Act in 1978 and its amendment in 1982 established the current Forest Highway Program, providing a specific funding source for Forest Highways so they no longer had to compete against state routes for funds. The legislation resulted in a consistent and reliable source of funding for the development and improvement of Forest Highways.

The Washington Forest Highway Program is administered by WFLHD in partnership with the USFS and WSDOT, together called the Tri-Agency. CRAB, representing counties in the state, attends Tri-Agency meetings and is involved in the Washington Forest Highway Program discussions, but does not have decision-making authority. Roles of the Tri-Agency and the counties are defined in Appendix C.

Typically Forest Highway funding is provided for the planning, design, construction, reconstruction, or improvement of designated Forest Highways, including bridges. Additionally, funds can be used to pay for any transportation project authorized in Title 23 of the United States Code (USC) such as transit facilities. See Appendix D.

Through the federal tax on gasoline, the Washington Forest Highway Program provides approximately \$11 million of federal transportation funding to Washington each year for Forest Highways. The Forest Highway funding is in addition to the approximately \$600 million of annual federal funding provided to WSDOT for transportation projects in the state.

Projects funded by the Washington Forest Highway Program occur on Forest Highways under various jurisdictions. Figure 2 shows Washington Forest Highway projects that were completed between 1983 and 2009. By comparing Figures 1 and 2, one can see that some projects were done entirely on WSDOT highways, others on county or USFS roads, and others on roads under the jurisdiction of more than one agency.

### **1.4 Why Do We Need Coordinated Transportation Planning?**

The Forest Highway Program requires transportation planning that is consistent with state and local transportation planning processes, and that clearly defines and offers opportunities for public input. The main objectives of such a planning process are:

- to develop and maintain a coordinated, “seamless” transportation system for public use, even though various segments of the system are under different jurisdiction;
- to help ensure that the most-needed projects receive funding and are implemented, so that the infrastructure remains in place to access Washington’s NFS resources and communities; and
- to lay the foundation for streamlined environmental review.

Residents and visitors in Washington want to get to their destinations safely and experience a quality natural environment when they arrive. To provide appropriate access to NFS lands, planners and decision-makers must consider a complex balance among transportation effectiveness, human safety, and environmental care. The Tri-Agency partners need to work together to effectively manage and implement the Washington Forest Highway Program and to wisely invest Forest Highway Program funds.





As noted in Section 1.1, roads designated as Forest Highways may be under the jurisdiction of one or more agencies, and they serve multiple purposes and a variety of users. Therefore, Forest Highway projects need to address multiple objectives. Limited funding and increased use of the Forest Highway transportation system contribute additional challenges to Forest Highway Program planning. The potential environmental effects of Forest Highway projects also need to be considered. Coordination among the Tri-Agency partners, as well as environmental resource and permitting agencies and the public, is required to implement projects efficiently and effectively, while addressing the vision, mission, and goals of the Washington Forest Highway Program.

Some general requirements for coordinated Forest Highway planning are set forth in Title 23 of the Code of Federal Regulations (CFR) Part 660, Subpart A – Forest Highways, which is provided in Appendix D of this document. Additional requirements are listed in Title 23 of the United States Code (23 USC), which is the federal surface transportation act.<sup>1</sup> Text of the statewide transportation planning requirements of Subsection 135 and 204 of 23 USC is provided in Appendix E of this document.

In 23 USC 135 (statewide planning for highways), the language related to the transportation planning requires each state to consider the concerns of Indian tribal governments and federal land management agencies that have jurisdiction over land within the boundaries of the state. In accordance with 23 USC 204, Forest Highway planning should follow a process consistent with the statewide and metropolitan planning organization (MPO) processes to ensure coordination for all public roads in a State. Also, Forest Highway planning requires consultation with Federal land management agencies, as described in Section 3.3.1.

## **1.5 What Is Included in this Plan?**

This Coordination Plan is presented in several chapters. The major substance of the plan is contained in Chapters 2 through 6.

Chapter 2 presents the 20-year vision, mission, and goals of the Washington Forest Highway Program, along with background information and guidance to help the Tri-Agency achieve those goals.

Chapter 3, Agency and Planning Coordination, describes the long-range plans that are particularly related to Washington's Forest Highways, including USFS National Land and Resource Management Plans ("Forest Plans") and motor vehicle use maps, WSDOT's long-range transportation plan, and county transportation system plans. Chapter 3 also describes

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<sup>1</sup> As of this writing, the current federal surface transportation act is the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), which was signed into law on August 10, 2005. SAFETEA-LU authorizes the federal surface transportation programs for highways, highway safety, and transit for the 5-year period 2005-2009. SAFETEA-LU is codified in 23 USC. At the writing of this draft, Congress extended SAFETEA-LU to September 30, 2011.

other factors and regulations that influence Forest Highway planning, including the federal laws that require planning coordination among the Tri-Agency partners.

Chapter 4 summarizes the process for selecting projects that will receive Forest Highway Program funds and describes the funding and investment strategy.

Chapter 5, Condition of the Network, presents data about Washington's Forest Highways that were gathered from existing management systems. All roads funded under the Forest Highway Program are required to have management systems in place to make investment decisions. Management systems are focused on the existing conditions and predicted future conditions of pavement, bridges, safety, and congestion.

Chapter 6, Future Planning Activities, outlines future actions that the Tri-Agency will undertake to implement and update this Coordination Plan.

Chapters 7 and 8 contain information to help readers better use this Coordination Plan and to learn more about the planning process and the Tri-Agency. Chapter 7 contains definitions of terms used in this Coordination Plan. Chapter 8 includes a list of the references used to prepare this plan.

## 2 Vision, Mission, and Goals of the Washington Forest Highway Program

The Tri-Agency Vision for the Washington Forest Highway Program defines the desired or intended future state of the program in terms of its fundamental objective and/or strategic direction set within the legislation establishing the program. The vision is a long-term view, describing how the Tri-Agency would like the world in which it operates to be.

The mission of the Washington Forest Highway Program defines the fundamental purpose of the program, succinctly describing why it exists and what it does to achieve its vision. The mission can last for many years or for the life of the program, or it may change as new legislation is passed.

Goals translate the vision and mission into an action plan. The goals are specific and realistic statements of intended future results.

### 2.1 20-Year Vision and Mission

The Tri-Agency developed a 20-year vision and mission for the program, as well as a set of specific goals, that are intended to guide long-range planning and funding priorities for Forest Highway projects in Washington.

#### **Washington Forest Highway Program 20-Year Vision:**

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*Washington will have a safe and efficient public road transportation system to and within Washington's National Forest System lands that balances USFS management objectives with the transportation needs of visitors, recreationists, and resource users.*

#### **Washington Forest Highway Program 20-Year Mission:**

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*The Washington Forest Highway Program will strive to meet USFS, community, and private goals to improve transportation access to Washington's National Forest System lands by providing funding, planning, design, and construction services while coordinating with federal, state, and local agencies and communities.*

## **2.2 Goals**

The goals are intended to guide the process for ranking and selecting projects for the Washington Forest Highway Program. (See Chapter 4 for a description of the project selection process.) The goals are based upon the project selection criteria established in 23 CFR 660.109 (which are listed in Section 4.2.2 of this Coordination Plan) but expand upon and refine those criteria to better address the particular needs of the Washington Forest Highway Program.

The Washington Forest Highway Program has five goals, which are discussed in more detail in the following sections. In evaluating and selecting projects, the Tri-Agency will consider all of the goals and try to balance the intent of each with the intents of the others.

The goals of the Washington Forest Highway Program are:

**Safety:** *Improve the safety of Forest Highways by identifying needs on a systematic basis and working with Forest Highway Program and other funding sources to address those needs.*

**Preservation:** *Preserve the Forest Highway infrastructure by working with other transportation partners to jointly and systematically identify and address those needs.*

**Economic Development:** *Enhance the economic health of local communities and the public value of the Forest Highway transportation system.*

**Mobility:** *Maintain or improve the ability to access the National Forest System lands while considering travel time and multiple modes of transportation.*

**Environmental Quality and Health:** *Protect and/or enhance the natural environment when designing and constructing transportation facilities.*

The individual goal areas are not necessarily independent, but instead they can be interdependent. Addressing one goal can result in a secondary effect that addresses other goal areas. In addition, each goal will be accompanied by performance measures and quantifiable targets. The Tri-Agency will use those measures and targets to evaluate how well the Washington Forest Highway Program is achieving the goals. The targets are not presented in this Coordination Plan; they will be developed and presented in short-term strategic plans, which the Tri-Agency will produce every 3 to 5 years. While this Coordination Plan provides framework for Forest Highway Program coordination over 20 years, the short-term strategic plans can be more adaptable to changes in funding, needs, and policy.

The Tri-Agency has options available to help achieve each of the above goals. In addition to the general call for projects, the Tri-Agency may issue separate calls specific to certain types of projects (such as safety projects) to encourage project sponsors to submit proposals for those types of projects. The Tri-Agency may also set aside a certain amount or percentage of Forest Highway Program funds for certain types of projects. Such set-asides may or may not be used in conjunction with separate calls for projects.

### 2.2.1 Safety

Providing travelers with a safe transportation system is a high priority of the Washington Forest Highway Program. Several processes and information sources, such as Safety Management Systems (SMS), crash data, and road safety audits (RSAs), will be used to identify safety needs and to evaluate and select safety projects. The Tri-Agency will also refer to the Washington State Strategic Highway Safety Plan: Target Zero (SHSP) for additional guidance and information. This approach will provide the Tri-Agency with objective, quantifiable means to evaluate the safety needs on a project proposed for Forest Highway funding. More information on the SHSP is presented in Section 3.1.3. The SHSP may also help project proponents develop proposals for safety projects.

#### Safety Goal:

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*Improve the safety of Forest Highways by identifying needs on a systematic basis and working with Forest Highway Program and other funding sources to address those needs.*

#### Safety Management Systems

SAFETEA-LU requires that Safety Management Systems (SMS) be developed and funded for all Federal Lands Highway Programs, including the Forest Highway Program. Implementing rules for the Forest Highway Program SMS are contained in 23 CFR 971.212. The full text of 23 CFR 971 is included in Appendix F of this Coordination Plan.

The federal lands SMS is a systematic process that will be used by the federal land management agencies and other project partners with the goal of reducing the number and severity of traffic accidents. The SMS is used so that all opportunities to improve roadway safety are identified, considered, implemented, and evaluated during all phases of transportation system planning, design, construction, maintenance, and operation by providing information for selecting and implementing effective transportation safety strategies and projects. The language in 23 USC 204 states that the Tri-Agency shall use SMS to ensure that safety is considered and implemented, as appropriate, throughout the transportation planning and development process and in making project selection decisions under 23 USC 204.

This Coordination Plan proposes a Forest Highway SMS designed specifically for the unique nature of the Forest Highways. The proposed Forest Highway SMS will provide the Tri-Agency with objective, quantifiable means to evaluate the safety needs on a project proposed for Forest Highway funding. The SMS will include the compilation and submission of crash data with project proposals and road safety audits.

### **Compilation and Submission of Crash Data with Project Proposals**

Washington Forest Highway project proposals will be accompanied by all available crash data. A summary for at least the past 5 years should be provided, although 7 to 10 years of crash data is preferred for low-volume roads. The crash data will be considered when project selections are made. Including documented crash histories in project proposals will ensure that the safety benefits of a proposed project are given appropriate consideration.

When ranking projects, the Tri-Agency will recognize, however, that complete and well-documented minor accident data may be lacking on some rural, low-volume routes. Such lack of data is largely because reporting of minor accidents is not required. In Washington, crashes such as 4WD (four-wheel drive vehicle) runoffs and other accidents without serious injury on rural routes are reported on a voluntary basis.

### **Road Safety Audits**

A road safety audit (RSA) is a formal safety performance examination of an existing or future road or intersection by an independent, multi-disciplinary, audit team. It qualitatively estimates and reports on potential road safety issues and identifies opportunities for improvements in safety for all road users (FHWA 2008). An RSA is intended to answer two questions:

- What elements of the road may present a safety concern: to what extent, to which road users, and under what circumstances?
- What opportunities exist to eliminate or mitigate identified safety concerns?

An RSA should be completed for each proposed project except, perhaps, for pavement preservation or enhancement projects. Typically, the RSA would be done concurrent with the Project Identification Report (see Section 4.2.3), but it may be done during another phase of project development. The level of detail of the RSA will be determined according to the size and complexity of the proposed project.

RSAs also may be completed on high-use Forest Highway routes with known traffic use conflicts or safety issues to identify and document safety needs on those routes and facilitate their ongoing management. Documented safety needs could be used in future Forest Highway project proposals for those routes or be used in applications for other funding sources.

## 2.2.2 Preservation

Preservation is defined as maintaining the transportation system that is currently constructed. Examples of preservation work include pavement overlays, chip seals, or additional gravel surfacing. Preservation involves making decisions about rehabilitation in a timely and effective manner so the transportation facility does not degrade beyond repair or to the point of needing major repair.

Preservation is a priority in the Washington Transportation Plan (WTP) (Washington Transportation Commission 2010) and a specific investment guideline in 23 USC 135 for Statewide Planning. It is further emphasized by the requirement, under 23 USC 204, to use management system data (pavement, bridge, safety) in making transportation investment decisions.

### **Preservation Goal:**

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*Preserve the Forest Highway infrastructure by working with other transportation partners to jointly and systematically identify and address those needs.*

### **Pavement Management System**

SAFETEA-LU requires that Pavement Management Systems (PMS) be developed and funded for all Federal Lands Highway Programs, including the Forest Highway Program. Implementing rules for the Forest Highway Program PMS are contained in 23 CFR 971.212. The full text of 23 CFR 971 is included in Appendix F of this Coordination Plan.

Pavement Management System information for the existing and future conditions of Forest Highways must be included with the project proposals when available. The Tri-Agency will consider how each proposed project will generally move the condition of the transportation facility to the desired condition.

### **Consideration of Alternative Funding Sources**

Prior to submitting a project proposal, the proposing agencies should consider their own financial capacity to fund a preservation project. Some agencies may have funds, other than Forest Highway Program funds, available for preservation projects. Other agencies, particularly rural counties, may have very limited funds for preservation on low-volume Forest Highways. In selecting projects for programming, the Tri-Agency will endeavor to approve Forest Highway funding where the proposing agencies have demonstrated the greatest need from a condition standpoint and the least capacity from a potential funding standpoint.

Proposing agencies, as well as the Tri-Agency, should also look for opportunities to leverage funds or other resources to address needs. Funds from one source could be supplemented by Forest Highway funds to implement a more comprehensive improvement project. Another example of leveraging, a county may be proposing a utility line replacement within a Forest Highway right-of-way, and that Forest Highway may also be in need of an overlay. By coordinating the projects, they would be accomplished more efficiently. The projects could be combined and phased so the utility line is replaced prior to the overlay, minimizing impacts on travelers and the local environment while reducing costs for the individual projects (as compared to doing the two projects separately). Investment strategies are further discussed in Chapter 4.

### **2.2.3 Economic Development**

The Washington Forest Highway Program seeks opportunities to enhance the economy of local communities and strives to provide the public with the best value for their tax dollars. The Tri-Agency needs to consider where to make key investments with limited Washington Forest Highway Program funds. It also needs to consider where economic development opportunities exist. The Tri-Agency partners need to work together to provide safe, adequate access to NFS lands for recreation, tourism, resource extraction, and other economic development opportunities. The Funding and Investment Strategy and Guidelines, in Section 4.1 of this Coordination Plan, are intended to help the Tri-Agency achieve that.

#### **Economic Development Goal:**

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*Enhance the economic health of local communities and the public value of the Forest Highway transportation system.*

#### **Access to and Use of NFS Lands and Resources**

By definition, Forest Highways must provide public access to and/or within NFS lands. Such access is critical to the use of NFS lands and their resources, such as timber, other forest products, minerals, and recreation opportunities—all of which contribute to local and regional (and even national) economies.

The Tri-Agency will consider how proposed projects would enhance access to and use of NFS lands and the potential related economic contributions. For example, a paving project may open travel to heavy trucks and provide a new route for hauling timber or mining products. Road improvements may create a shorter or safer travel route for industrial or recreation users, encouraging additional travel in an area and benefitting local businesses.

#### **Tourism**

Tourism may or may not be directly related to NFS lands. Some of Washington’s Forest Highways may be part of designated scenic byways, which are tourist destinations themselves. Economic benefits of tourism are generally related to travelers purchasing goods and services along the route.

Travelers may be encouraged to visit particular locations by providing attractions or services, or by otherwise enhancing a site. One way in which the Tri-Agency supports tourism is by setting aside funding for enhancement projects. Enhancements are road-related improvements such as, but not limited to, interpretative signs, kiosks, restrooms, viewpoints, and trailheads. Another type of enhancement project is improvements to designated Scenic Byway corridors. Forest Highway enhancement projects are designed to benefit the Forest Highway users. Enhancement projects must be located on, or in close proximity to, a designated Forest Highway. More information about the enhancement set-aside is in Section 4.3 of this Coordination Plan.

### 2.2.4 Mobility

Mobility is both the ability to get to a certain location (i.e., access) and the travel time required to make the journey. Mobility is also having a choice of the mode (car, truck, bicycle, feet, bus, etc.) for the journey that is accessible to all potential users, including th transportation disadvantaged (for example, those without a car, those unable to drive, those with physical disabilities). Many factors can affect mobility. Conditions such as narrow travel lanes, sharp curves, uneven pavement, landslide areas, lack of shoulders, and congestion can all affect travel time—or even the ability to reach a destination.

The focus for mobility in this Coordination Plan is to preserve and improve existing opportunities for access to NFS lands. The Tri-Agency will look for opportunities to improve mobility—for example, by improving reliability, travel times, or access to alternative modes of transportation. However, with limited funds from the various transportation funding sources, preserving the existing Forest Highway system is especially important.

#### **Mobility Goal:**

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*Maintain or improve the ability to access the National Forest System lands while considering travel time and multiple modes of transportation.*

#### **Reliability and Travel Times**

As noted above, many factors can affect travel time and reliability of roadways. Sometimes, they limit or close access to an area, such as when a road is too narrow or winding for trucks to pass, or when a landslide blocks travel. Examples of improvements that can be made to improve reliability and decrease travel time include:

- Pave roads with gravel surface or overlay/improve paved surface on rough roads,
- Modify alignment to reduce sharp curves,
- Widen roadway and/or clear zone to increase sight distance,
- Manage access to roadway (e.g. combine driveways or construct frontage road) to limit conflicts from vehicles entering and leaving roadway, and
- Stabilize slide areas and other areas of instability to improve driving surface and reduce potential for road closure.

It may not always be appropriate to decrease travel times. Travel time and speed need to be considered in light of the other goals of the Forest Highway Program, particularly safety and environmental quality and health. Quality of the travel experience may also be a consideration. The Tri-Agency will evaluate project proposals against each of the goals and relevant criteria.

### **Alternative Transportation Modes**

High levels of use at some national recreation sites have led to concerns that congestion is compromising the visitor experience and degrading natural, cultural, and historic resources. In many cases, congestion impacts are related more to the number of automobiles accommodated at the site than to the number of people visiting it. To respond to this issue, Section 3039 of TEA-21<sup>2</sup> required the Secretary of Transportation, in coordination with the Secretary of the Interior, to undertake a comprehensive study of alternative transportation needs in national parks and related federal lands. (See Section 3.4.3 of this Coordination Plan for more discussion.) The study was to identify opportunities for the application of alternative transportation systems to:

- Preserve sensitive natural, cultural, and historic resources;
- Reduce pollution;
- Relieve traffic congestion and parking shortages;
- Enhance visitor mobility and accessibility;
- Provide improved interpretation, education, and visitor information services; and
- Improve economic development opportunities for surrounding communities.

Generally, the concept of alternative modes of transportation is an urban consideration. In areas where the automobile dominates the mode of travel and the volumes of traffic cause congestion, other modes are being considered for moving people and goods. Forest Highways in Washington are generally in rural areas and typically carry relatively low volumes of traffic, especially when compared to urban roadways. The movement of goods and people relies primarily on cars and trucks, but consideration of other transportation modes is beginning to occur.

Providing access to an alternative transportation mode may be as simple as paving roadway shoulders for bicycles and pedestrians. Providing safe, accessible crossings or paths can also

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<sup>2</sup> TEA-21, the Transportation Equity Act for the 21<sup>st</sup> Century, is described in Section 3.2.8 of this Coordination Plan.

encourage bicycle and pedestrian use. Congestion can be managed, for example, by installing signs to route traffic for more efficient use of the roadway system.

As discussed in Section 3.4.3, a report was issued in 2004 that includes an assessment of needs for alternative transportation systems in lands managed by the USFS (Cambridge Systematics, Inc. 2004). Although only two sites in Washington (Stevens Pass Ski Area and Mather Memorial Scenic Byway) are addressed in the report, additional sites may also benefit from the use of alternative transportation systems.

### 2.2.5 Environmental Quality and Health

Many of the Forest Highways in Washington are older roads, built at a time when attention to environmental matters was not acknowledged or before environmental protection laws were enacted. Portions of those older roads remain today, along with several issues from past practices that need to be corrected. For example, some Forest Highways have culverts that block fish passage; some dissect habitat for fish or wildlife species; and some cross migration corridors, leading to collisions between wildlife and vehicles. Some Forest Highways are on steep slopes with continuous slides; some have undersized culverts and contribute sediment to nearby streams and wetlands; and some Forest Highways provide ready opportunities for noxious weed invasions.

#### **Environmental Quality and Health Goal:**

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*Protect and/or enhance the natural environment when designing and constructing transportation facilities.*

As the Tri-Agency implements the Washington Forest Highway Program, it seeks to be a leader in environmental quality and health, and will continue to emphasize projects that are designed to be environmentally friendly. This includes improving passage for fish and/or wildlife, purchasing credits in mitigation banks, developing interpretive signage or other environmental education opportunities, implementing best management practices to reduce or eliminate sedimentation of streams and wetlands, implementing measures to minimize the potential for spreading invasive or noxious weeds, and using native plants for revegetation efforts on disturbed roadsides.

Making informed decisions is essential for achieving environmental quality and health. When making decisions for allocating funds for each project, the Tri-Agency sometimes programs (i.e., identifies) the amount of funding that will be made available for all of project development, that is, from preliminary design through construction. However, phased programming allows the Tri-Agency to make better-informed decisions on complex projects about whether and how much to fund a project. It also ensures that construction funding decisions are not “pre-

decisional” (i.e., made before the National Environmental Policy Act [NEPA] process is complete) and, therefore, do not preclude analysis and selection of certain alternatives.

In phased programming, the Tri-Agency will first program funds for preliminary design and the NEPA process, during which project alternatives will be developed and evaluated. After the environmental decision document (the NEPA document) is issued, the Tri-Agency will program funds for project final design and construction.

### **Agency Coordination**

To address the requirements of Section 6001 of SAFETEA-LU (see Section 3.3.1) WFLHD will facilitate consultation among WSDOT, WFLHD, and the land and natural resource management agencies early in the planning process. To ensure environmental considerations are incorporated into the selection of the Washington Forest Highway projects, WFLHD environmental staff will work with the USFS staff at the National Forests that are proposing projects to assess project issues and to find environmental enhancement opportunities aligned with the Forest Plans that optimize future ecosystem health. Such considerations will be assessed in the review of project proposals.

### **Context Sensitive Solutions**

The FHWA has stated an objective to “improve the environmental quality of transportation decision making by incorporating context sensitive solutions principles in all aspects of planning and the project development process” (FHWA 2009a). To be “context sensitive,” project planning, design, and construction must all consider the total context within which a transportation facility will exist. The facility should be appropriate for its physical setting (i.e., should “fit in”) and should preserve scenic, aesthetic, historic, cultural, and environmental resources while maintaining safety and mobility. The project also should use available funds efficiently through practical design that provides a “best fit” solution for its context. Context Sensitive Solutions is a collaborative approach that involves all stakeholders, throughout the project development process, to develop a context sensitive transportation facility.

Washington Forest Highway projects will continue to incorporate Context Sensitive Solutions throughout all phases of Forest Highway project development, that is, planning, design, and construction.

### **Sustainable Design and Construction**

In recent years, there has been a trend toward more sustainable design and construction practices that are intended to reduce human impact on the environment while sustaining economic prosperity. Numerous programs have been developed to certify practices and developments as “green” or “sustainable.” They typically include metrics for various criteria, such as reduced energy use and waste production, to measure sustainability performance (or, how “green” a project is).

At least one program has been developed to assess sustainability performance of road projects—Greenroads. Greenroads™ is a sustainability performance metric for roadway design

and construction. It can be applied to new or reconstructed/rehabilitated roadways. The program awards credits for approved sustainable choices and practices. Credits are awarded for avoiding or reducing project impacts on the environment, improving human and wildlife health, and innovative design (Greenroads 2009). The program can be used to assess project sustainability.

In implementing proposed projects, sustainability will be evaluated in all phases of Forest Highway project development. Greenroads or a similar program can serve as a guide for recommending and assessing sustainable practices and performance.

### **Aquatic Organism and Wildlife Passage**

The Tri-Agency recognizes a need to reduce the negative effects of roadways on aquatic organisms and wildlife. As Forest Highway projects are developed, the partner agencies will work together to identify needs and opportunities to preserve or restore aquatic organism passage and wildlife corridors, and to develop appropriate crossings. Preservation and enhancement of corridors and important habitat will be considered in all phases of Forest Highway project development. Separate funding has been set aside in SAFETEA-LU for aquatic organism passage, as described in Section 4.4.

A number of other planning efforts provide guidance in this area. They include the Northwest Forest Plan, INFISH/PACFISH (USFS), Washington Comprehensive Wildlife Conservation Strategy (Washington Department of Fish and Wildlife [WDFW] 2005), Washington Connected Landscapes Project: Statewide Analysis (Washington Wildlife Habitat Connectivity Working Group [WHCWG] 2010) and the Western Governors' Association Wildlife Corridors Initiative (Western Governors' Association 2008). Sections 3.1.1 and 3.4.6 provide some information about those planning efforts.

Where roads interfere with aquatic organisms and/or wildlife movement, opportunities for safe crossings should be evaluated, especially for heavily traveled routes. Bridges or culverts allowing fish passage should be used where roads cross fish-bearing streams. For wildlife (mammals, reptiles, and amphibians), constructed crossings may be necessary to allow them to cross safely over or under busy roadways—particularly where the road interferes with wildlife's desired travel routes for food, shelter, social, migratory, or other needs.



*The safe passage opportunity at Casey Ponds (US 12) will improve as vegetative cover develops on the approaches to the bridge (WSDOT 2010)*

To be successful, wildlife passages need to be designed, located, and built appropriately. Typically, the habitat associations of animals such as wolves, elk, or fish are studied to identify the best crossing locations. Often, barrier fencing or walls must be built to achieve immediate and long-term use of crossing structures. Once the crossing structure and barrier are in place, the study species and other animals use the crossing.

### **Climate Change**

Climate change and the related effects are complex. The Tri-Agency understands that addressing the issues and effects of climate change requires:

- Incorporating climate change into program and project planning.
- Coordinating with other agencies and their climate change efforts.
- Adapting to current and anticipated effects of climate change and to new response strategies as they are developed.
- Reducing greenhouse gas emissions.

Addressing climate change, along with potential mitigation and adaptation for its effects, in transportation planning is important. Considering climate change early in the planning process will aid decision-making and improve efficiency at the program level, and will inform the analysis and decisions for project design and mitigation. Climate change can be considered as part of many planning factors, such as supporting economic vitality and global efficiency, increasing safety and mobility, enhancing the environment, promoting energy conservation, and improving the quality of life (FHWA 2009c).

Coordinated planning among the Tri-Agency partners, as well as other agencies, with regard to climate change is also important. In 2008, the Washington State Legislature approved the Climate Change Framework, which established limits for state greenhouse gas emissions and directed the Washington Department of Ecology to develop a comprehensive plan to reduce greenhouse gas emissions. WSDOT is part of the planning effort—working with the state’s Climate Action Team to develop and recommend tools and best practices to reduce vehicle

miles traveled in Washington State. Recommendations are presented in the final climate comprehensive plan, “Growing Washington’s Economy in a Carbon-Constrained World” (Washington Department of Ecology and Washington Department of Community, Trade and Economic Development 2008). That plan and other efforts can inform the Tri-Agency’s planning and decision-making processes.

The Washington Forest Highway Program needs to be adaptable so that it: 1) can address the current and anticipated effects of climate change and 2) can incorporate new strategies or methods for addressing climate change as they are developed. Rather than designing Forest Highway projects based on historical trends, the Tri-Agency needs to look forward and predict future trends. For example, climate change is affecting the frequency and intensity of storms. One effect of that is a greater quantity of stormwater runoff and more potential for roads to be flooded. By using current hydraulic and hydrologic models to estimate and predict water flows for roadways susceptible to flooding, engineers can design alternatives that are appropriate for the predicted conditions.

Numerous executive orders require federal agencies to reduce greenhouse gas emissions. Because most vehicles burn fossil fuels, they release greenhouse gases; burning less fossil fuel reduces greenhouse gas emissions. There are several ways in which the Washington Forest Highway Program can help reduce greenhouse gas emissions. Providing more opportunities for and encouraging the use of alternative transportation modes (such as walking, bicycling, and transit) can reduce the overall number of vehicle miles traveled (and thereby, the amount of fuel used and gas emissions). Reducing energy use by using sustainable construction methods and materials, such as recycled asphalt, can also reduce greenhouse gas emissions. See the “Sustainable Design and Construction” section above.

## **3 Agency and Planning Coordination**

This Coordination Plan links the Tri-Agency partners' long-range planning efforts related to Forest Highways. Each partner agency prepares its own long-range plans for managing the resources under its jurisdiction. The long-range plans that are particularly related to Washington's Forest Highways include: USFS Forest Plans and motor vehicle use maps, the WTP, and county transportation system plans. Those plans are described in this chapter. Projects proposed for funding under the Washington Forest Highway Program should be consistent with each of the plans. Additional information about the roles and responsibilities of each partner agency is provided in Appendix C, Roles of the Partner Agencies. This chapter also describes other factors and regulations that influence Forest Highway planning, including the regulations that require planning coordination.

When a partner's long-range plan is being updated, WFLHD will assist the partner agency to help define the purpose and uses of important access routes within, to, and through the National Forest, specifically those designated as Forest Highways. The purposes of such coordination are: to help identify projects that meet partner agency access objectives for those routes, and to ensure consistency of those projects with the partner agency's long-range plan.

### **3.1 Long-Range Plans**

#### **3.1.1 USFS Land and Resource Management Plans**

The management of National Forests is guided by existing laws, regulations, agency policy, and National Forest Land and Resource Management Plans (commonly referred to as "Forest Plans"). Forest Plans may be amended to reflect new science or changed circumstances. For example, emphasis on the protection of aquatic resources in late-successional forests was increased across the USFS Pacific Northwest Region when plans were amended by the Northwest Forest Plan decision in 1994, and PACFISH and INFISH decisions in 1995.

##### **Forest Plans**

The USFS has prepared a Forest Plan for every National Forest in the country. The Forest Plans are updated periodically. In general, each Forest Plan evaluates the existing conditions of the National Forest, defines desired future conditions, sets standards for visual quality (for example, along scenic byways, wild and scenic rivers, and wilderness areas), and provides direction for managing the forest resources.

Forest plans provide the framework in which project decisions can be made on case-by-case and site-specific bases. In relation to transportation planning, Forest Plans identify the types of travel that are suitable to particular parcels of land, based on desired future conditions and other plan designations. Transportation decisions are directly related to the stated management objective for specific areas. If the management objective for a certain area changes, site-specific plans for road and trail management must be made separately from the Forest Plan to bring travel into compliance with the plans. Decisions about specific roads and trails are made

through project-level analysis and decision documents in accordance with the National Environmental Policy Act (NEPA). Appendix G contains a summary of the functions and limitations of a Forest Plan.

### **Northwest Forest Plan, PACFISH and INFISH**

In 1993, the President convened a conference in Portland, Oregon, to end the impasse over management of Federal forest lands in the Pacific Northwest within the range of the Northern spotted owl. With the signing of the Northwest Forest Plan Record of Decision in 1994, a framework and system of standards and guidelines were established, using a new ecosystem approach to address resource management. The Northwest Forest Plan amended the Forest Plans within the range of the northern spotted owl with additional direction for managing old-growth-dependent species and at-risk fish populations. The Northwest Forest Plan amendment included additional standards and guidelines for transportation management in areas designated for late-successional forest habitat emphasis; key watersheds, areas that were determined to be crucial to at-risk fish and water quality and are a priority for watershed restoration; and within riparian reserves, the lands along streams and potentially unstable areas.

PACFISH and INFISH are ecologically-based interim strategies that provide additional direction to National Forests outside the range of the northern spotted owl. The PACFISH strategy, adopted in 1995, was designed to arrest the degradation and begin the restoration of aquatic habitat and riparian areas in watersheds that provide habitat for anadromous fish outside the range of the northern spotted owl. Similarly, INFISH, also adopted in 1995, provided interim direction to protect the habitat and populations of native fish outside the range of anadromous fish and east of the range of the northern spotted owl. Both strategies are considered to be an interim approach until Forest Plans are revised. As in the Northwest Forest Plan, the strategies include standards and guidelines for transportation management within riparian areas and guidance for key watersheds.

### **Aquatic Restoration Strategy**

In 2005, the USFS Pacific Northwest Region adopted an Aquatic Restoration Strategy. The restoration strategy, which does not amend the Forest Plans, provides guidance for watershed restoration that includes “passive” and “active” restoration. Passive restoration emphasizes the natural recovery of aquatic systems and the design of management activities to maintain or improve watershed conditions. Active restoration involves active intervention specifically designed to influence the natural processes needed for aquatic and watershed resources. Active restoration is emphasized in priority, focused watersheds and relies on the involvement of internal and external partnerships. Transportation management including road maintenance, road reconstruction and, in some cases, decommissioning activities that improve watershed and aquatic habitat conditions are key elements of the Aquatic Restoration Strategy.

### **3.1.2 Travel Management Rule**

The NFS transportation system is regulated under the Travel Management Rule (TMR) (36 CFR part 212, subpart B) adopted in 2005. One impetus for the new regulations was the large growth of off-road vehicle (OHV) capabilities and use and the resultant impacts on soil, water, wildlife habitat, and other recreational visitors. The TMR provides for a system of NFS roads, trails, and areas that are designated for motor vehicle use, including the class of vehicle and time of year. In designating NFS roads, trails, and areas on NFS lands for motor vehicle use, the responsible official shall consider effects on NFS natural and cultural resources, public safety, provision of recreational opportunities, access needs, conflicts among uses of NFS lands, the need for maintenance and administration of roads, trails, and areas that would arise if the uses under consideration are designated; and the availability of resources for that maintenance and administration. Designation of NFS roads on NFS lands is coordinated with appropriate Federal, State, county, and other local governmental entities and tribal governments.

Roads, trails, and areas designated as open to motor vehicles will be identified on a motor vehicle use map, which replaces the access and travel management map previously in use. The motor vehicle use maps specify the classes of vehicles and, if appropriate, the times of year for which use is designated. A complete inventory of NFS system roads is included in a unit's transportation atlas. After the roads, trails, and areas are designated, motor vehicle use, including the class of vehicle and time of year, not in accordance with these designations is prohibited.

### **3.1.3 Washington Transportation Plan**

The Washington State Transportation Commission developed the Washington Transportation Plan (WTP) 2030 (Washington State Transportation Commission 2010) as a comprehensive and balanced statewide transportation policy plan that reflects the multifaceted needs of the state's transportation system. WTP 2030 was developed at a time of uncertainty about economic conditions and federal policies, and of a pressing need to identify new revenues to maintain the state's existing transportation infrastructure.

WTP 2030 is grounded in three Foundational Themes, that is, the big ideas that matter most. They are:

- Washington faces a structural transportation funding problem, and additional revenue is essential. (This is related primarily to the fact that fuel tax revenues, the main source of transportation revenue in the state, are declining as vehicles become more fuel efficient, people find new ways of traveling, and some choose to drive less.)
- The state's transportation system needs to work as an integrated network, effectively connecting across modes and jurisdictions.
- Preservation and maintenance of the existing transportation system is the most critical need.

WTP 2030 was developed to be a concise, useful policy plan intended to inform future policy decisions by state leaders—in particular, decisions related to potential investment needs and transportation funding options. Toward that end, WTP 2030 includes a set of goals, principles, and policies that support larger policy outcomes for the state beyond the transportation system. The goals (RCW 47.04.280) are listed below and share similarities with the goals of this Coordination Plan. Creating jobs and improving the economy, supporting safe and healthy communities, reducing energy consumption, and addressing climate change are all desired outcomes that are woven into WTP 2030.

- **Economic Vitality:** To promote and develop transportation systems that stimulate, support, and enhance the movement of people and goods to ensure a prosperous economy.
- **Preservation:** To maintain, preserve, and extend the life and utility of prior investments in transportation systems and services.
- **Safety:** To provide for and improve the safety and security of transportation customers and the transportation system.
- **Mobility:** To improve the predictable movement of goods and people throughout Washington State.
- **Environment:** To enhance Washington’s quality of life through transportation investments that promote energy conservation, enhance healthy communities, and protect the environment.
- **Stewardship:** To continuously improve the quality, effectiveness, and efficiency of the transportation system.

### **Washington Strategic Highway Safety Plan: Target Zero**

The Strategic Highway Safety Plan: Target Zero (SHSP) (Washington Traffic Safety Commission and WSDOT 2010) was developed to identify Washington’s traffic safety needs and to guide investment decisions necessary to significantly reduce traffic fatalities and disabling injuries on the state’s roadways. SAFETEA-LU, the federal transportation program reauthorization act for 2005, required each state to develop and maintain a long-range Strategic Highway Safety Plan that identifies highway safety problems and opportunities and includes a program of projects. The SHSP meets those requirements for Washington State, and it is consistent with the WTP.

### **3.1.4 Washington Statewide Land Use Planning – the Growth Management Act**

In 1990, the Growth Management Act (GMA) was enacted by the Washington State Legislature. The GMA is codified primarily in Chapter 36.70A RCW (Revised Code of Washington). The GMA is intended to address rapid population growth and concerns with suburban sprawl, environmental protection, quality of life, and related issues. The GMA requires the fastest

growing counties and the cities within them to plan extensively in keeping with statewide planning goals on:

- sprawl reduction
- concentrated urban growth
- affordable housing
- economic development
- open space and recreation
- regional transportation
- environmental protection
- property rights
- natural resource industries
- historic lands and buildings
- permit processing
- public facilities and services
- early and continuous public participation
- shoreline management

Twenty-nine counties, comprising about 95 percent of the state’s population, are either required to fully plan under the GMA or have chosen to do so. The GMA requires the remaining ten counties to plan only for critical areas and natural resource land.

The GMA provides a framework for regional coordination, and counties planning under the GMA are required to adopt county-wide planning policies to guide plan adoption within the county and to establish urban growth areas. Local comprehensive plans must include elements related to land use, housing, capital facilities, utilities, and transportation; county plans must also include a rural element. Shoreline master program policies are also an element of local comprehensive plans.

The GMA establishes the primacy of the comprehensive plan. The comprehensive plan is the starting point for any planning process and the centerpiece of local planning. Development regulations (zoning, subdivision, and other controls) must be consistent with comprehensive plans. State agencies are required to comply with comprehensive plans and development regulations of jurisdictions planning under the GMA.

### **3.1.5 Regional Transportation Plans**

RTPs are the long-range (20-year) transportation and land use plans prepared by the state’s 10 designated MPOs, which are urban areas with populations of 50,000 or more, and the state’s 14 Regional Transportation Planning Organizations (RTPOs), which are voluntary associations of local governments within a county or contiguous counties. WSDOT actively participates in the RTP process with both the MPOs and RTPOs.

RTPOs were authorized as part of Washington’s 1990 Growth Management Act for local and regional coordination of transportation plans. The 14 RTPOs cover 38 of Washington’s 39 counties (San Juan County is not part of any RTPO). Unlike MPOs, which cover urbanized areas, RTPOs cover both urban and rural areas.

The federal government requires MPOs to develop and maintain RTPs in exchange for access to federal funding for transportation improvements. RTPOs receive state funding for their regional

transportation planning efforts. Each RTP is developed in coordination with existing planning processes, agencies, and transportation providers in the region. RTPs are updated every four years, and public involvement occurs at various points throughout the development and update of each RTP.

### **3.1.6 County Transportation Plans**

As noted above in Section 3.1.4, each county planning under the GMA is required to prepare a transportation element for its comprehensive plan. The county transportation plans are long-range (20-year) plans. They identify needed improvements to the county's roadways, bridges, bike, pedestrian, aviation and rail facilities. As required by the GMA, a prioritized transportation project list, financing strategies, and implementation measures are included in each county transportation plan.

## **3.2 Transportation Improvement Programs**

### **3.2.1 Forest Service Transportation Improvement Programs**

The Forest Service coordinates several transportation improvement programs at the regional scale through its regional offices. They are typically in the form of a capital investment program and several natural resource investment programs directed towards transportation. The programs are funded through agency appropriations in 23 USC 205, not through the highway trust fund. They are not required by law, regulation, or policy but are either best practices or are required by program direction contained within the Forest Service budget process. They can affect the Forest Highway program by either directly funding projects (partially or fully) that are Forest Highways under USFS jurisdiction or on Forest Service roads that directly link to Forest Highways.

The USFS Pacific Northwest Region maintains a three-year capital investment program for road and bridge projects on NFS roads. Projects are evaluated against a set of criteria that include safety/volume of use, preservation, importance of access, mobility, potential leveraging of funds, and meeting restoration goals.

The Pacific Northwest Region also creates a three-year program of projects that are directed towards environmental restoration on NFS roads and trails, specifically those projects that can improve watershed health. The projects are a result of a change in agency appropriations bills that began in 2008, called Legacy Roads and Trails. Projects are evaluated against a set of criteria in four major categories of work (improvements, aquatic organism passage, decommissioning/storage, and planning). An additional allocation is made for maintenance related work, primarily road drainage. The region uses the Aquatic Conservation Strategy as a base for prioritizing where funding is directed. Funds are directly allocated to the regions by the Forest Service office in Washington DC.

### **3.2.2 State and Regional Transportation Improvement Programs**

Washington’s Statewide Transportation Improvement Program, known as the STIP, is a four-year plan developed by WSDOT. The STIP includes a prioritized list of transportation projects and programs, and identifies the funding and scheduling for those projects and programs. The STIP includes projects on the federal, state, city, and county transportation systems, multimodal projects, and projects in the National Parks, National Forests, National Wildlife Refuges, and Indian tribal lands.

Regional transportation improvement programs (TIPs) are similar to the STIP, but they are prepared by the MPOs for each region. TIPs are the short-term investment plans for implementing projects envisioned in the RTPs.

### **3.2.3 Federal Lands Highway Transportation Improvement Program**

The Federal Lands Highway Transportation Improvement Program (TIP) is similar to the STIP and MPO TIPs. It is a five-year plan and includes a prioritized list of transportation projects, along with funding and scheduling information. The TIP also identifies “regionally significant” projects. Projects defined as “regionally significant” must follow the statewide or MPO planning process. For other projects, the transportation planning process need only be consistent with statewide or MPO planning processes.

Each division of FHWA’s Office of Federal Lands Highway<sup>3</sup> develops a TIP in cooperation with the federal land management agencies. The Office of Federal Lands Highway has responsibility for approval of the TIP, which is subsequently incorporated into the STIP. The projects included in the TIP are consistent with the STIP, RTPs, and long-range transportation plans of the federal land management agencies, such as the USFS. More information about how Forest Highway projects are included on the STIP and TIP is available in Section 4.2.

## **3.3 Federal Requirements for Coordinated Transportation Planning**

### **3.3.1 Federal Surface Transportation Act**

Congress has recognized the need for coordinated transportation planning for many years. The current and previous federal surface transportation acts required federal transportation agencies to coordinate their planning efforts with other transportation plans. Such a requirement is likely to be included in future federal surface transportation acts. This Coordination Plan was prepared, in part, to comply with such regulations.

The Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21) was enacted in 1998. In TEA-21 the Federal Lands Highway program was required to develop regulations for transportation planning that were more consistent with the planning regulations for state departments of

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<sup>3</sup> The Federal Lands Highway field organization consists of three divisions: Eastern Federal Lands, Central Federal Lands, and Western Federal Lands. WFLHD serves Oregon, Washington, Idaho, Montana, Wyoming, and Alaska.

transportation. The Forest Highway Program has responded to that requirement mainly through the defined Tri-Agency partnership of the Federal Lands Highway divisions, USFS, and state departments of transportation.

Enacted in 2005, SAFETEA-LU was TEA-21's successor. Section 6001 of SAFETEA-LU establishes the long-range planning requirements for transportation projects. This included provisions intended to enhance the consideration of environmental issues and impacts within long-range transportation planning processes, as well as in the NEPA process. Section 6001 of SAFETEA-LU also directs the FHWA and state departments of transportation to consult with land and natural resource management agencies, to compare maps of interest with those agencies, and to discuss issues early in planning process.

To meet the federal requirements for coordinated transportation planning, the Tri-Agency partners must coordinate with one another, as well as with interested natural resource agencies (e.g., US Fish and Wildlife Service, National Oceanic and Atmospheric Administration Fisheries Service, US Army Corps of Engineers, WDFW). Working together, the agencies need to identify environmental issues and to determine environmental review and permitting requirements and schedules. The Tri-Agency considers that information when determining schedules (and, potentially, phases) for project delivery.

### **3.3.2 Federal Lands Highway Program**

The Forest Highway Program is part of the Federal Lands Highway Program and, as such, must comply with statutes related to the Federal Lands Highway Program. Title 23 of the USC, as amended, is the federal statute related to highways. Title 23, subsection 204 includes the following language related to the Federal Lands Highway Program.

- (1) *In general. — Recognizing the need for all Federal roads that are public roads to be treated under uniform policies similar to the policies that apply to Federal-aid highways, there is established a coordinated Federal lands highways program that shall apply to public lands highways, park roads and parkways, refuge roads, and Indian reservation roads and bridges.*
- (2) *Transportation planning procedures. — In consultation with the Secretary of each appropriate Federal land management agency, the Secretary shall develop, by rule, transportation planning procedures that are consistent with the metropolitan and statewide planning processes required under sections 134 and 135.*
- (3) *Approval of transportation improvement program. — The transportation improvement program developed as a part of the transportation planning process under this section shall be approved by the Secretary.*
- (4) *Inclusion in other plans. — All regionally significant Federal lands highways program projects—*
  - a. *shall be developed in cooperation with States and metropolitan planning organizations; and*

- b. shall be included in appropriate Federal lands highways program, State, and metropolitan plans and transportation improvement programs.*
- (5) Inclusion in state programs. — The approved Federal Lands Highway transportation improvement program shall be included in appropriate State and metropolitan planning organization plans and programs without further action on the transportation improvement program.*
- (6) Development of systems. — The Secretary and the Secretary of each appropriate Federal land management agency shall, to the extent appropriate, develop by rule safety, bridge, pavement, and congestion management systems for roads funded under the Federal lands highways program.*

In 23 USC 135 (statewide planning for highways), the language related to the transportation planning requires each State to consider the concerns of Indian tribal governments and federal land management agencies that have jurisdiction over land within the boundaries of the State. Also, each State must develop a long-range statewide transportation plan, with a minimum 20-year forecast period for all areas of the State, which provides for the development and implementation of the intermodal transportation system of the State. Relevant language from 23 USC 135 is contained in Appendix E.

Generally, Forest Highway planning should follow a process consistent with the Statewide, MPO, and RTPO processes to ensure coordination for all public roads in a State. Also, Forest Highway planning requires consultation with federal land management agencies, as described in Section 3.3.1.

### **3.4 Other Factors that Influence Forest Highway Planning**

Several factors have been influencing the federal Forest Highway Program over recent years. They are described in this section. Some of those factors are changing areas of emphasis for the program, and other factors are reinforcing previous activities.

#### **3.4.1 Construction Costs**

Across the country, road and highway construction costs have shown volatility in recent years, but, overall, costs have continued to rise. The cost of rehabilitating some roadways has been increasing at a rate greater than US core inflation.

In addition, the amount of road rehabilitation that is deferred each year has been growing as a result of funding limitations and deteriorating infrastructure conditions. This has resulted in an increased pool of potential projects with a higher level of deterioration due to deferred maintenance.

Construction cost is a factor that should be considered when deciding how Washington Forest Highway funds will be invested. Specifically, planners and decision-makers should consider the best use of available funds to provide more miles of improved road or more road

deficiencies/conditions improved. Potential for combining or matching funds from various sources should also be evaluated.

### **3.4.2 Safety**

Safety is always a high priority in transportation, is one of the five goal areas, and is one of the selection criteria for Forest Highway project selection. SAFETEA-LU requires each state department of transportation to develop a Strategic Highway Safety Plan to address the state's highway safety needs (see Section 3.1.3). The Washington Forest Highway Program needs to consider how it can complement other safety planning efforts within the state. For example, if a route is designated as a critical access route or disaster evacuation route, that designation should be considered in making decisions about proposed funding and roadway improvements.

### **3.4.3 Multi-Modal Considerations**

States, MPOs, and federal land management agencies are now considering alternative transportation solutions in their transportation plans. Alternative transportation modes can be solutions for managing demand, providing access, and enhancing environmental quality, among other issues. Alternative transportation solutions may also provide additional funding opportunities. Likewise, the Washington Forest Highway Program may consider alternative transportation modes when evaluating and developing proposed projects.

Section 3039 of the TEA-21 required the Secretary of Transportation, in coordination with the Secretary of the Interior, to “undertake a comprehensive study of alternative transportation needs in national parks and related public lands managed by federal land management agencies in order to . . . encourage and promote the development of transportation systems for the betterment of the national parks and other units of the National Park System, national wildlife refuges, recreational areas, and other public lands in order to conserve natural, historical, and cultural resources and prevent adverse impact, relieve congestion, minimize transportation fuel consumption, reduce pollution (including noise and visual pollution), and enhance visitor mobility and accessibility and the visitor experience.” (FHWA 2001)

In response to the directive in TEA-21, FHWA and the Federal Transit Administration, in cooperation with the federal land management agencies, produced a “3039 Study” that assessed transit needs at in National Parks and other federal lands. Volume III of that study focused on NFS lands and, in particular, on 30 high-use sites in National Forests. The “Federal Lands Alternative Transportation System Study, Summary of Forest Service ATS Needs” (Cambridge Systematics, Inc. 2004) included two sites in Washington: the Mount Baker-Snoqualmie National Forest and the Okanagan-Wenatchee National Forest. The study identified options for expanded transit service near the Stevens Pass Ski Area, and a regional bike/hike trail system along the Mather Memorial Scenic Byway (see Figures 3 and 4).



The Skykomish Ranger District area of the Mt. Baker-Snoqualmie National Forest and the Stevens Pass Ski Area appear to have a high potential for the successful implementation of alternative transportation systems. The original alternative transportation proposal identified by Mt. Baker-Snoqualmie National Forest staff envisioned the expansion of the existing guest shuttle bus system linking the Stevens Pass Ski Area with the community of Sultan approximately 10 miles further west to the community of Monroe. Some of the initially defined benefits of the expanded shuttle bus system included the potential to reduce peak weekend traffic volumes and associated congestion along Route 2 through the communities of Monroe and Sultan during the ski season, and to reduce the need for expanded on-site guest parking areas at Stevens Pass. The expanded shuttle bus service also would facilitate access to the Forest via public transit by residents of the Seattle/Everett region.

The potential for expanding the existing alternative transportation services in the Route 2 corridor has been identified through a combination of large and growing visitation levels, both in the Forest itself and at the Stevens Pass Ski Area, a strong relationship between the National Forest and the Stevens Pass Ski Area, and recent successful efforts through the Scenic Byway Committee to improve visitor transportation and interpretive services along the Route 2 corridor and the associated Old Goat Trail.

*Source: Cambridge Systematics, 2004*

*Figure 3. Example of Proposed Alternative Transportation System Project in Washington: Stevens Pass Area Transit Expansion*

The Okanogan and Wenatchee National Forests cover a combined area of approximately 4.5 million acres. The Forest encompasses an area about 40 miles wide and 140 miles long along the east side of the Cascade Mountains in central Washington State, stretching from the Canadian border on the north to the Yakama Indian Reservation on the south. The potential for alternative transportation services in the Naches Ranger District has been identified through a combination of large and growing visitation levels; a strong and expanding relationship between the National Forest and adjacent Mt. Rainier National Park and Mt. Baker-Snoqualmie National Forest; and recent successful efforts to create a multi-agency, public-private sector partnership to develop a regional hiker-biker trail system named the Yakima Greenway.

The original alternative transportation proposal identified by Okanogan-Wenatchee National Forest staff envisioned the development of a bike route along the Mather Memorial Scenic Byway between the summit of Chinook Pass and the eastern portal of the scenic highway near Naches, and to develop an accessible hiker/biker trail leading from the scenic byway corridor to the recreation opportunities in the adjoining Bumping River drainage area. It is estimated that approximately 30 miles of trail would be provided along the Route 410 corridor, with an additional approximately 12 miles of trail to be developed in the Bumping River drainage area.



At the same time, it must be noted that the severe topography and the sensitive natural environment associated with the improvement of these two corridors, particularly in the western portions of the Route 410 corridor approaching Chinook Summit, pose significant engineering challenges. However, at a minimum, a more detailed engineering and environmental impact assessment study of the trail proposals appears to be warranted.

*Source: Cambridge Systematics, 2004*

**Figure 4. Example of Proposed Alternative Transportation Project in Washington: Mather Memorial Scenic Byway Bike-Hike System**

Following the studies done under Section 3039, Congress established the Paul S. Sarbanes Transit in the Parks Program (formerly the Alternative Transportation in Parks and Public Lands Program) to enhance the protection of national parks and federal lands and increase the enjoyment of those visiting them. Administered by the Federal Transit Administration in partnership with the Department of the Interior and the USFS, the program provides grants to fund capital and planning expenses for alternative transportation systems such as shuttle buses and bicycle trails in national parks and public lands. Projects carried out under this program must be consistent with other transportation policies of the Department of the Interior and other federal land management agencies.

The Transit in the Parks Program is not part of the Forest Highway Program. However, the Forest Highway Program has contributed funding for some projects that received grants under

the Transit in the Parks program – another example of combining funds from different sources to implement projects.

To date, the Washington Forest Highway Program has also contributed funding to a number of multi-modal efforts unrelated to the Transit in the Parks program. Examples include: a regional multi-modal transportation plan (Chinook Scenic Byway planning workshop), Klickitat River bike path, and several other bike and pedestrian projects.

### **3.4.4 Fluctuations in Revenue**

As many Washingtonians know, there has been a shift in economic activities associated with National Forests in the state. While National Forests in Washington continue to play a role in the state's economy, that role has shifted from timber production to recreation, and it has affected the Forest Highway Program.

The volume of timber harvested in Washington declined significantly between 1990 and 2002, from more than 5.5 billion board feet to less than 3.5 billion board feet (Washington Department of Natural Resources [DNR] 2006). During that period, the decline was greatest on national forests, where timber harvest declined 97 percent in western Washington and 85 percent in eastern Washington (DNR 2006).

Reduced timber harvest on NFS lands has reduced federal payments to counties, so the counties have less money available to provide services, such as road maintenance and construction. Without available funding, counties must defer maintenance and improvements to county roads, including Forest Highways. Counties are looking for other funding sources to meet their needs, such as the Federal Highway Program. While Federal Highway Program funds cannot be used for maintenance, they can be used for road improvements. If Federal Highway funds are used for improvements, county funds that would otherwise have been used for improvements could then be used for maintenance.

### **3.4.5 Economic Development Opportunities**

The economic impacts of tourism and recreation on federal lands nationwide have been studied in various contexts relating to impacts at the regional level; impacts to industry and recreational activities; and studies of individual parks, forests, tribal lands, and wildlife refuges. Some of the major findings and highlights are (FHWA 2009d):

- Federal lands welcome more than 550 million visitors annually.
- Visitors to federal lands spent \$39 billion in 2006, accounting for almost 7% of all tourism spending in the United States.
- Recreation activities at the local level support 373,000 jobs in the retail, dining, and hospitality sectors.
- Each year, approximately 790 miles of the nearly 300,000-mile federal public road system is improved. Road rehabilitation and maintenance impacts create new income and spending for local communities surrounding federal lands.

- From 2004-2009, it is estimated that funding for federal lands through the SAFETEA-LU transportation authorization will create over 20,000 jobs annually.

Compared to many other states, Washington contains a large number of National Forests. NFS lands comprise almost 22 percent of Washington's land area. In Washington, there are:

- 8 National Forests (5 percent of the 155 National Forests in the United States)
- Approximately 9.3 million acres of NFS lands (5 percent of all the NFS lands within the United States [USFS 2009])
- 7.4 million National Forest visits (8.4 million site visits) annually (about 4.2 percent of all National Forest visits nationally) (USFS 2010)
- 1,860 miles of Forest Highways (6 percent of the 31,200 miles of Forest Highways in the United States)

Washington's nickname, "The Evergreen State" was adopted in 1893 because of its vast conifer forests, which contribute to the state's economy as well as the region's ecosystems. Despite declines in timber harvest since 1990, the forest sector contributed approximately \$16 billion and 45,000 jobs (direct employment) plus 106,000 jobs (indirect employment) to the state's economy in 2005 (University of Washington 2006).

According to a report by the Outdoor Industry Foundation, outdoor recreation in the state is estimated to contribute more than \$11.7 billion annually to Washington's economy and to support 115,000 jobs across the state (Outdoor Industry Foundation 2006). Leading outdoor activities are wildlife viewing, trail sports (hiking, backpacking, rock climbing, etc.), camping, and bicycling. Other outdoor recreation measured in the Outdoor Industry Foundation report were fishing, paddling, snow sports, and hunting.

Considering the above information, it is apparent that Washington's NFS lands can, and do, make an appreciable contribution to the state's economy. Projects that improve access to or through NFS lands can, therefore, encourage economic development. Forest Highways provide access to National Forests, but also serve rural communities, and other public- and privately-owned forest lands. The Tri-Agency needs to consider the potential economic effects of the Forest Highway system and how Forest Highways can benefit economies in the areas they serve.

### **3.4.6 Aquatic Organism and Wildlife Conservation**

Each year, millions of animals are killed by vehicle collisions on roadways in the US. Such collisions also cause human injury and property damage. Roads can also act as barriers to movement of both aquatic and terrestrial species, affecting their ability to find food, breed, and thrive. As noted in the Washington Comprehensive Wildlife Conservation Strategy (WDFW 2005), transportation systems such as major highways and roads also cause habitat loss and fragmentation, and, when wildlife populations are low, roadkill mortality can be significant.

Mortality can also be significant for slow-moving animals such as turtles and salamanders, as well as wide-ranging carnivores that have to cross many roads.

The most important way to protect wildlife and aquatic organisms from the effects of roadways is to identify optimal habitat and ensure that roads that pass through it allow wildlife to move freely and safely. Wildlife corridors are areas within developed or roaded landscapes that are less-developed and set aside primarily for wildlife habitat. Within wildlife corridors, it is important to provide opportunities for wildlife and aquatic organisms to safely cross transportation facilities. In addition, the Western Governors' Association Wildlife Corridors Initiative (Western Governors' Association 2008) includes the following two action items.

- Make the preservation of Wildlife Corridors and Crucial Habitat priorities for transportation planning, design, and construction;
- Integrate conservation and transportation coordination, planning, and implementation across jurisdictions.

WSDOT and WDFW, along with other stakeholders, completed a statewide habitat connectivity analysis—the Washington Connected Landscapes Project: Statewide Analysis (WHCWG 2010). It identifies important wildlife linkages (zones where significant wildlife movements are expected) between habitat concentration areas statewide, and areas where wildlife need to get across roadways. The analysis identifies highway segments where wildlife movements are important to consider in transportation planning, project development, and operation of the transportation system.

WSDOT recognizes the importance of habitat connections at the policy level, as evidenced by Executive Order 1031, “Protections and Connections for High Quality Natural Habitats.” The policy sets environmental protection as a priority within the agency and establishes the principles and guidance that help coordinate WSDOT activities.

WSDOT also sponsored a research project that developed a passage assessment system to help WSDOT evaluate existing transportation infrastructure (bridges and culverts) for their suitability to provide safe passage for terrestrial wildlife (Kintsch and Cramer 2011). The passage assessment system differentiates, for different types of wildlife, structures that are currently functional, those that could be enhanced to become more functional, and those that are not functional for wildlife passage. In that manner, the system enables transportation agencies to identify locations where passage improvements would require new infrastructure investments and to make decisions related to wildlife passage in a cost-effective manner.

WSDOT is also incorporating measures to provide safe passage for aquatic and terrestrial wildlife. One example is the Hyak-to-Easton project along US 90, which includes a number of wildlife crossing structures and wildlife fencing. Another example is designing fish passage structures (such as box culverts) that are large enough to provide safe passage for some terrestrial wildlife, as well.

There are many examples of successful aquatic and wildlife crossings throughout the US. However, to be successful, wildlife passages need to be located, designed, and built appropriately. As Forest Highway projects are developed, the Tri-Agency will work together and with other agencies, such as WDFW, to identify needs and opportunities to enhance wildlife movements and to develop appropriate aquatic and terrestrial wildlife passage.

### **3.4.7 Public Input**

Forest Highway planning is also influenced by information and opinions expressed by tribes, agencies, local residents, businesses, special interest groups, and others members of the public. Public involvement occurs throughout the transportation planning processes used by the counties, USFS, WSDOT, and WFLHD. Although the Forest Highway public involvement and planning processes are distinct from those specific to the counties, USFS, and WSDOT, they build upon and are integrated with them.

Both long-term and short-term transportation planning efforts of the partner agencies provide opportunities for public involvement. Public involvement occurs during the various stages of transportation planning, and it affects:

- transportation policy (at the “policy level” of planning),
- transportation plans (at the “plan level” of planning), and
- transportation projects (at the “project level” of planning).

“Policy level” plans are the long-range transportation planning efforts that set transportation policy in Washington such as the WTP, regional transportation plans (RTPs) prepared by the state’s MPOs and RTPOs, county comprehensive land use plans, Forest Plans, and this Coordination Plan. Various techniques are used to gain public input to assure that policy-makers consider a broad range of issues, allowing the public to help shape transportation policy.

Public involvement activities that occur at the “plan level” include those related to the development of county transportation system plans, MPO/RTPO TIPs, the STIP, and the Federal Lands Highway TIP. Because those plans include lists of projects proposed for implementation, public input is used to inform the process of project selection. Therefore, there is some project-specific input at the plan level of public involvement.

Additional public involvement occurs after projects are included on the STIP, MPO/RTPO TIPs, county transportation system plans, and Federal Lands Highway TIP. The “project level” planning and public involvement occurs when developing specific transportation projects, such building a new bridge, widening a roadway to add bicycle lanes, or constructing a rest area. Public input is sought to identify community interests and concerns, and to help communities anticipate and prepare for project construction impacts.

Public involvement specific to Forest Highway projects is typically related to the NEPA process, which is the process used to evaluate and assess the potential environmental impacts of

proposed projects. All projects that include federal funding, such as Forest Highway projects, must comply with NEPA process. The NEPA process requires public outreach at several stages.

**Metropolitan Planning Organizations and Regional Transportation Planning Organizations**

As noted in Section 3.1.4, MPOs and RTPOs prepare the long-range RTPs for their regions. They also coordinate transportation planning within their areas and prepare regional, four-year TIPs. Each local agency must have at least one public hearing during the development of its TIP, and additional opportunities for public participation occur with the MPOs and RTPOs. Each MPO/RTPO is required to provide public involvement during the development of the regional TIP – at least one public meeting and/or public forum each year – giving the public opportunity to review and comment on the regional TIP. The public meeting is coordinated with all of the member jurisdictions within the region. Public input is used to inform the MPOs/RTPOs, WSDOT, and other sponsoring agencies (e.g., counties) about how projects proposed for the STIP would benefit or impact the community and the environment, and to provide other information that may be relevant to proposed projects.

The Tri-Agency will seek input from the MPOs/RTPOs regarding this Coordination Plan and will request additional input when this plan is updated.

## **4 Funding, Investment Strategy, and Project Selection Process**

This chapter summarizes the process for selecting projects that will receive Forest Highway Program funds and describes the funding and investment strategy. In brief, when developing or reviewing a project proposal, the Tri-Agency will consider:

- the Washington Forest Highway Program funding and investment strategy and guidelines,
- how the project meets the established criteria of 23 CFR 660, Subpart A – Forest Highways,
- the purpose of and need for the project,
- how the project addresses the goals of the Washington Forest Highway Program (see Chapter 2), and
- how the project aligns with transportation plans and other relevant planning documents.

### **4.1 Funding and Investment Strategy and Guidelines**

Funding for the Washington Forest Highway Program over the next 20 years is uncertain. Whether it remains at current levels, increases, or declines, the combined cost of the projects submitted in a call for projects will likely continue to exceed the amount of program funds available each year. The Tri-Agency must carefully consider the costs and benefits of each project; therefore, a funding and investment strategy is critical to the program’s success over the next 20 years.

The investment strategy of the Washington Forest Highway Program is to be able to select the “best” of the proposed projects—best combination of safety, preservation, economic development, mobility, and environmental quality—with the limited funds available. Project proposals that demonstrate how the project will address several of the investment guidelines generally will rank higher than other proposals.

The following investment guidelines will be used to refine the project selection criteria of 23 CFR 660 for use by the Washington Tri-Agency. The “best” projects, that is, the projects that will be selected for funding through the Washington Forest Highway Program are defined as the ones that:

- address a documented condition requiring relief (i.e., meet the stated purpose and need);
- are consistent with transportation planning for that corridor (e.g., Forest Plan, WTP, county transportation system plan) ;
- truly balance the objectives of transportation and land management;

- provide an opportunity for Forest Highway Program funds to be used where either other funding is less available or other funding has not yet addressed the condition; and
- leverage funds from other sources to increase project benefits. The intent here is to look into other planning efforts and, where appropriate, combine money from other sources with Forest Highway Program funds, making it possible to develop a project that provides greater benefit. Examples include:
  - combining Forest Highway funds with funds designated for recreation to provide additional pedestrian or bicycle improvements
  - combining Forest Highway funds with funds designated for fish and wildlife to enhance habitat in addition to project mitigation, and
  - combining Forest Highway funds with funds designated for an adjacent transportation project to develop a larger project with a consistent, coordinated design and with fewer construction impacts.

When developing or reviewing project proposals, the Tri-Agency should consider how each project meets the established criteria of 23 CFR 660, the Washington Forest Highway investment strategy and guidelines, and the goals of the Washington Forest Highway Program. The program goals are presented in Chapter 2 of this Coordination Plan.

The Tri-Agency is able to direct, or set aside, a certain percentage of program funds to a specific type of project. The Tri-Agency may create such set-asides to meet certain goals. For example, the Washington Tri-Agency has already emphasized enhancement projects by creating specific set-asides for such projects (see Section 4.3) and issuing separate project calls specifically related to those set-asides.

Some Forest Highway Program funds are also set aside specifically for aquatic organism (e.g., fish) passage. However, that money was set aside by Congress in SAFETEA-LU, and the USFS directs how the funds are spent. See Section 4.4 for more information.

## ***4.2 How Forest Highway Projects Are Selected***

### ***4.2.1 Proposal and Selection Process Overview***

The process for identifying and selecting projects that will receive Forest Highway Program funding is truly a partnership between WFLHD, USFS, and WSDOT with CRAB. Basically, the process consists of:

1. WFLHD issues a call for projects.
2. Project proposals are prepared and submitted by the USFS and state or local agency. Project proposals are submitted on specific forms.
3. The Tri-Agency ranks project proposals using established criteria; low-ranking projects may be dropped at this point, depending on available funding.

4. If needed, a Project Identification Report (PIR) and Road Safety Audit (RSA) are prepared to scope the project and its potential impacts, issues, and cost. Projects that have limited impacts or very basic scopes of work may not need a PIR or RSA. The PIR is also used to help define the purpose of and need for the project.
5. Based on the scoping reports, the Tri-Agency prioritizes projects on the Forest Highway Program.
6. WFLHD puts the Tri-Agency-approved projects on the STIP and the Federal Lands Highway TIP.

The Forest Highway Program project development and selection process is diagrammed below in Figure 5. In Washington, in addition to the call for projects, there are separate calls specifically for enhancement projects. This call is similar to the process identified below.

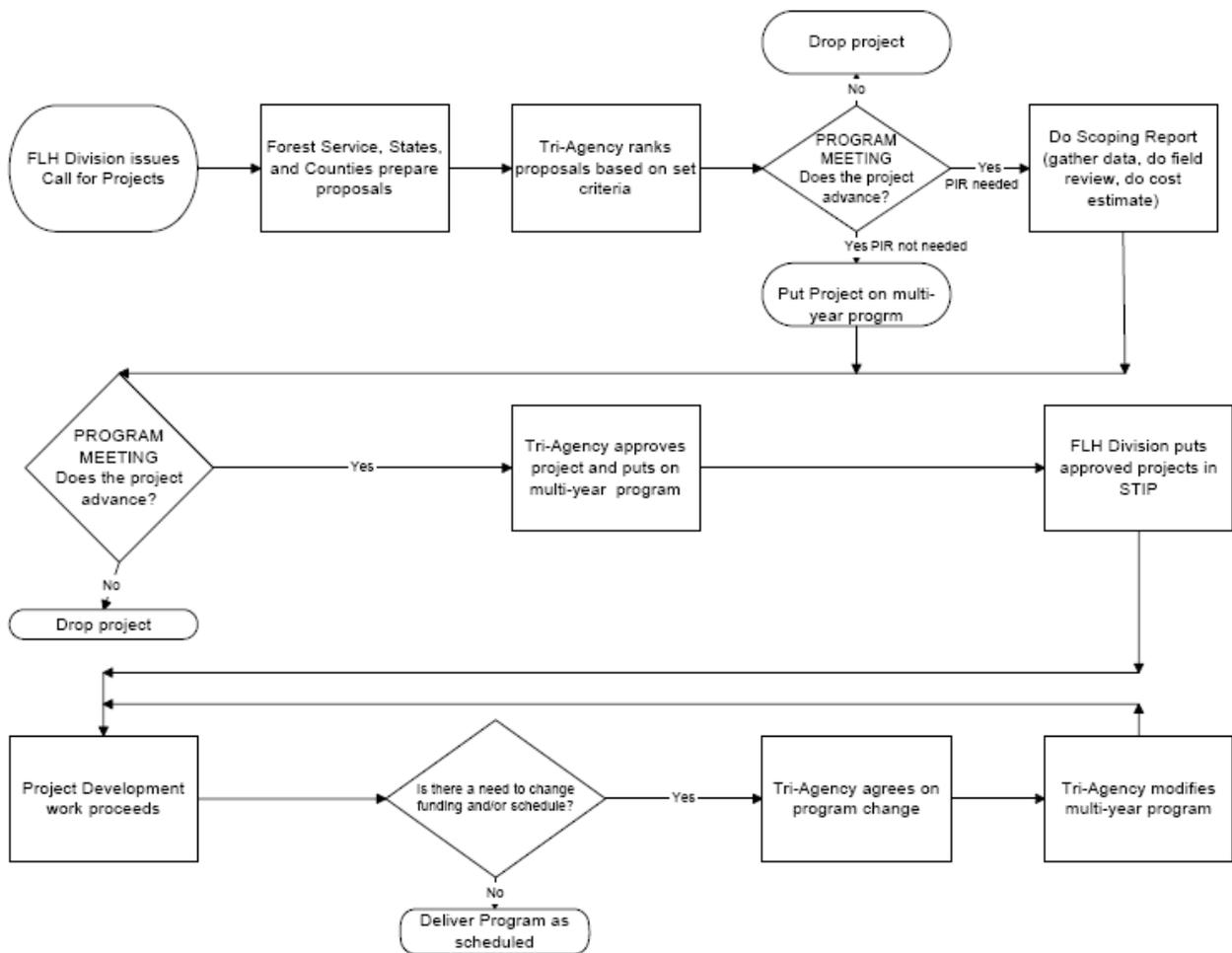


Figure 5. Typical Forest Highway Project Selection and Development Process

### **4.2.2 Selection Criteria**

23 CFR 660, Subpart A – Forest Highways, has established a list of seven criteria for FHWA to use with the USFS and state departments of transportation to jointly select the projects that will be included in the Forest Highway Programs for the current fiscal year and at least the next 4 years. The criteria to be considered are:

- The development, utilization, protection, and administration of the NFS and its resources;
- The enhancement of economic development at the local, regional, and national level, including tourism and recreational travel;
- The continuity of the transportation network serving the NFS and its dependent communities;
- The mobility of the users of the transportation network and the goods and services provided;
- The improvement of the transportation network for economy of operation and maintenance and the safety of its users;
- The protection and enhancement of the rural environment associated with the NFS and its resources; and
- The inventory results for Forest Highways from the pavement, bridge, and safety management systems.

While the criteria are presented in 23 CFR 660, the Washington Tri-Agency has latitude to emphasize one or more criteria, and to develop additional guidance for the types of projects that will rank higher. Chapter 2 of this Coordination Plan presents a set of goals that expand and refine the 23 CFR 660 criteria to meet the needs of the Washington Forest Highway Program for the next 20 years, 2011 to 2031.

Inventory results of the pavement and bridge management systems, which provide information about the existing conditions on Washington Forest Highways and represent one of the selection criteria, are presented in Chapter 5 of this Coordination Plan.

### **4.2.3 Scoping – Project Identification Report**

Preparing and issuing a PIR is a key step in the process of selecting and programming projects for the Washington Forest Highway Program. Project Information Reports are prepared for proposed projects that meet the goals and selection criteria and are within the funding amount proposed for Forest Highway programming. Project Information Reports are not prepared for proposed projects that have limited impacts or very basic scopes of work (e.g., paving or chip seal projects). For major rehabilitation, reconstruction, or new construction, the PIR is a key part of the project programming process.

A PIR is not an environmental or NEPA decision document. It is a planning-level or scoping document to gather data, perform field reviews, prepare cost estimates for preliminary alternatives, and inform the project selection and programming process. Stakeholder involvement at such an early stage helps identify potential issues, concerns, and avoidance opportunities. Comprehensive information about the project area and environment helps streamline the environmental review process and meet coordination and Context Sensitive Solutions objectives.

The most important element of a PIR is the joint development of an initial, but quality, statement of the purpose of and need for the proposed project. Although the project purpose and need is stated on completed project proposal forms, the quality and accuracy of that purpose and need statement varies. A PIR provides a multi-discipline team with the opportunity to review and develop a more robust purpose and need statement for the project.

#### **4.2.4 Purpose and Need**

A well-defined purpose and need statement explains to the public and government officials why limited tax dollars should be spent on a specific project.

A purpose and need statement essentially tries to answer two key questions:

What is the condition requiring relief (or, what is the problem that needs to be solved)?

Why does the condition need to be corrected (or, why does the problem need to be solved)?

The purpose and need statement should drive the development of project alternatives. Preliminary alternatives do not meet the purpose and need should be eliminated from further consideration.

A purpose and need statement is required for federally funded actions under 40 CFR 1502.13, and is required by other federal laws and regulations when the proposed project may affect wetlands, air quality, federal lands, and historic sites. Purpose and need statements must be included in NEPA documents.

### **4.3 Enhancement Set-Aside**

The Washington Forest Highway Program is one of three in the US that has funding set aside for enhancement projects. Enhancements are road-related improvements such as, but not limited to, interpretative signing, restrooms, viewpoints, trailheads, and culvert replacements for environmental mitigation. Forest Highway enhancement projects are designed to benefit the Forest Highway users. Enhancement projects must be located on, or in close proximity to, a designated Forest Highway.

The Tri-Agency issues calls for enhancement projects that are separate from the calls for major roadway improvement projects. The set-aside in Washington is currently 10 percent per year; however, the Tri-Agency evaluates and can adjust the set-aside each year.

The Washington Forest Highway Program has funded a wide range of enhancement projects that truly complement an existing Forest Highway, improve public safety, or enhance the environment. One example, the Sherman Pass Scenic Byway Accessible Trail Rehabilitation on the Colville National Forest, is illustrated below on Figure 6.

**WA PFH 20-1(2), Sherman Pass Scenic Byway, Accessible Trail Rehabilitation**  
Colville National Forest, 2001.

Project: Improved interpretive trails for accessibility at five interpretive sites; installed restroom facilities at two sites.



*Figure 6. Example Forest Highway Enhancement Project: Accessible Trail Rehabilitation*

#### **4.4 Aquatic Organism Passage Funds**

Section 1119, part (m) of SAFETEA-LU modified the Forest Highway Program so that up to \$10 million per year is to be used by the USFS for Aquatic Organism Passage (AOP) projects on Forest Highways and specific Forest Service roads. Though funded through the Forest Highway Program, the Tri-Agency does not oversee allocation of the AOP funds.

In accordance with federal regulations, the USFS creates a prioritized list of AOP projects each year. The Secretary of Agriculture has sole discretion over the AOP funds; the Tri-Agency does not decide how they are obligated (FHWA 2009b).

## 5 Existing Condition of Washington Forest Highway System

The designated Forest Highways are not intended to be a system of roads; they are part of the overall system of roads in Washington. All roads receiving Forest Highway Program funding are required to have management systems in place to guide investment decisions. Management systems are focused on pavement, bridges, safety, and congestion. Generally, a management system documents the existing condition of the asset (road or bridge) and predicts a future condition.

### 5.1.1 Pavement Condition

According to 2004 data, 1,564 miles of the 1,860 miles of Forest Highways in Washington are paved. Of the paved miles, 56 percent are in good condition, 87 percent are in good or fair condition, and 13 percent are in poor condition. Figure 7 and the table below show the condition of Washington’s paved Forest Highways, based on 2004 data.

#### Existing Conditions of Washington’s Forest Highways

Facility	Condition			
	Good	Good or Fair	Poor	Deficient
Forest Highways (paved)	56%	87%	13%	
Bridges on Forest Highways				25%

Source: Federal Lands Highway Roadway Inventory, 2004

### 5.1.2 Bridge Condition

In 2008, there were 289 bridges on Forest Highways in Washington. Of those, 72 (or 25 percent) were identified as in deficient condition. Recent events have focused public attention on bridge conditions. Each bridge on a Washington Forest Highway is inspected at set intervals and is included in the National Bridge Inventory System.

### 5.1.3 Safety

Safety is always a high priority in transportation. The FHWA, state departments of transportation, and the USFS continue to emphasize safety at national, regional, and local levels. SAFETEA-LU requires WSDOT to develop a Strategic Safety Plan to address the state’s highway safety needs.

Most Washington Forest Highways are in rural areas. Although crash data specific to Washington Forest Highways are not available, national and WSDOT crash data indicate that, although fewer traffic accidents (crashes) occur on rural roads, those that occur are often more serious than crashes in urban areas. According to the US Government Accountability Office







(GAO), about 60 percent of national traffic fatalities in 1999 occurred on rural roads, even though only about 40 percent of vehicle miles traveled was on rural roads (GAO 2001). When adjusted for miles traveled, the fatality rate from crashes on rural roads was nearly 2.5 times greater than the rate on urban roads (GAO 2001). In particular, all rural roads other than interstates had a relatively high number of accident fatalities when adjusted for miles traveled.

In Washington, about 56 percent of fatal crashes on state highways in 2009 occurred in rural areas (WSDOT 2010). The Washington number of fatal crashes on rural highways was about 1.3 times higher than the number of fatal crashes on urban highways (WSDOT 2010).

#### **5.1.4 Congestion**

Congestion is usually not an issue on Forest Highways in Washington, although there are some exceptions. The average daily traffic volumes (ADT) of Washington Forest Highways are shown on Figure 8.

As shown on Figure 8, traffic volumes exceed 5,000 ADT on parts of Washington's Forest Highway system. With such heavy traffic volumes, some of the state's Forest Highways experience traffic congestion. For highways accessing the Mt. Baker-Snoqualmie National Forest (Highway 542, US Highway 2, and State Route 410), regional transportation planning efforts are underway to study congestion and the possible remedies, including alternative modes of transportation.

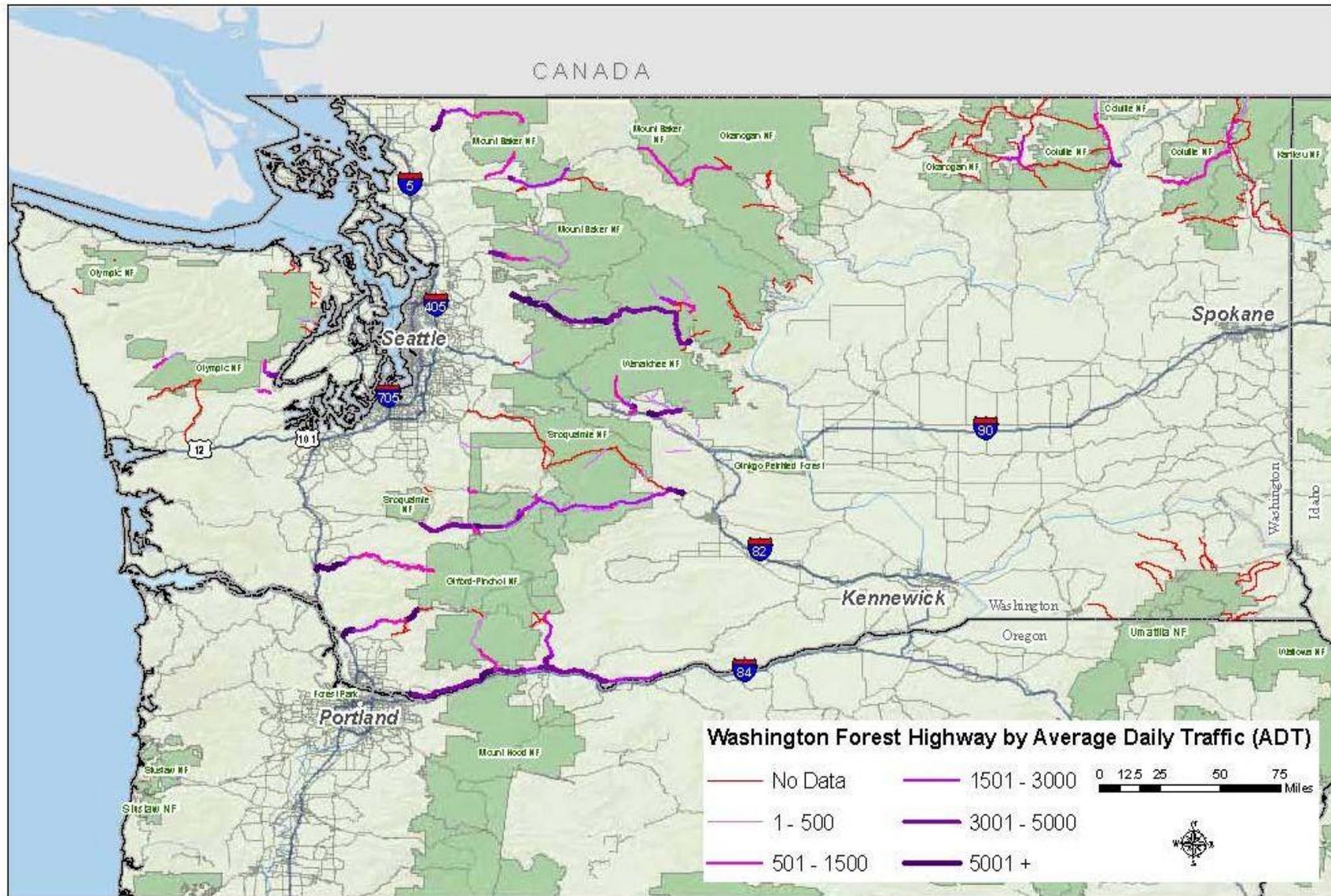


Figure 8. Average Daily Traffic (ADT) on Washington Forest Highways, 2004

## 6 Future Planning Activities

This Coordination Plan formalizes the Forest Highway Program project selection process, which begins with issuing a call for projects and then uses agreed-upon goals and criteria to evaluate, rank, and select projects that will receive Forest Highway Program funding and be advanced for development. To help the Tri-Agency meet the goals and objectives of the Washington Forest Highway Program, this Coordination Plan also outlines planning activities occurring within the 20-year timeframe for the plan, which are described below.

### **Action: Develop and Update Short-Term Strategic Plans**

The Tri-Agency will develop strategic plans and update them every 3 to 5 years. The strategic plans will contain quantifiable targets related to the goals and performance measures in this Coordination Plan. The Tri-Agency will use the performance measures and targets for ranking and selecting projects, and to evaluate how well the Washington Forest Highway Program is achieving its goals and mission. In setting targets, the Tri-Agency will consider the condition of the Forest Highway network; economic, social, and environmental changes and trends; and other information that may signify needs relevant to project ranking and selection.

### **Action: Periodically Review and Update the Forest Highway Network**

The Tri-Agency will periodically review the Washington Forest Highway network to determine whether routes continue to meet the criteria for being designated as Forest Highways. Routes may be added or dropped from the network, as the Tri-Agency deems appropriate.

### **Action: Periodically Review and Update this Coordination Plan**

This Coordination Plan is intended to be a “living” document and, therefore, will need to be reviewed at least every time new transportation legislation is enacted and updated as needed. Updates will be done to reflect changes in policy, rules or regulations, needs, objectives, or other things that may affect the project review and selection process. The Tri-Agency will review this Coordination Plan whenever new federal surface transportation legislation is enacted and will update this plan, as needed, to provide consistency with the act and implementing rules.

### **Action: Seek Public Input During Coordination Plan Update Process**

The Tri-Agency will make the updated plan available for review and comment by the public and other agencies. Comments will be sought through the MPOs and RTPOs (see Section 3.4.7) and agency coordination. Public input will be considered prior to adopting the updated Coordination Plan.

## **7 Definitions**

**Federal land management agencies** – United States government agencies responsible for management of public lands, including: US Department of Agriculture, Forest Service (USFS); US Department of the Interior (USDI), Bureau of Land Management (BLM); USDI, Fish and Wildlife Service (USFWS); and USDI, National Park Service (NPS).

**Forest Highway** – a forest road under the jurisdiction of, and maintained by, a public authority and open to public travel.

**Forest road** – a road wholly or partly within, or adjacent to, and serving the National Forest System and which is necessary for the protection, administration, and utilization of the National Forest System and the use and development of its resources.

**Jurisdiction** – the legal right or authority to control, operate, regulate use of, maintain, or cause to be maintained, a transportation facility, through ownership or delegated authority. The authority to construct or maintain such a facility may be derived from fee title, easement, written authorization, or permit from a federal agency, or some similar method.

**Metropolitan Planning Organization (MPO)** – an organization designated as the forum for cooperative transportation decision-making pursuant to the provisions of 23 CFR 450.

**National Forest System (NFS)** – lands and facilities administered by the US Department of Agriculture, Forest Service (USFS), as set forth in the Forest and Rangeland Renewable Resource Planning Act of 1974, as amended (16 USC 1601 note, 1600–1614). NFS lands include National Forests and National Grasslands; they do not include lands and facilities administered by other federal land management agencies, such as the Bureau of Land Management.

**Public Roads or Roads Open to public travel** – except during scheduled periods, extreme weather conditions, or emergencies, open to the general public for use with a standard passenger auto, without restrictive gates or prohibitive signs or regulations, other than for general traffic control or restrictions based on size, weight, or class of registration.

**Public authority** – a federal, state, county, town, or township, Indian tribe, municipal, or other local government or instrumentality with authority to finance, build, operate, or maintain toll or toll-free facilities.

**Road safety audit (RSA)** – a formal safety performance examination of an existing or future road or intersection by an independent, multi-disciplinary, audit team. It qualitatively estimates and reports on potential road safety issues and identifies opportunities for improvements in safety for all road users.

**Statewide transportation plan** – the official transportation plan that is: (1) Intermodal in scope, including bicycle and pedestrian features, (2) addresses at least a 20-year planning horizon, and (3) covers the entire State pursuant to the provisions of 23 CFR 450.

**Tri-Agency** – the agencies that administer the Washington Forest Highway Program. The Tri-Agency consists of the Western Federal Lands Highway Division of the Federal Highway Administration, the US Department of Agriculture Forest Service, and the Washington Department of Transportation.

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**Note: The web links identified below may have changed since the time they were accessed.**

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## **Appendix A: Washington Forest Highway Inventory (2010)**

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**Appendix A: Washington Forest Highway Inventory**

The following is a list of the designated Forest Highways in the State of Washington as of April 2011.

<b>FH No.</b>	<b>Name</b>	<b>Description</b>	<b>Forest</b>	<b>County(ies)</b>	<b>Segment Length (miles)</b>	<b>Jurisdiction</b>	<b>WFLHD Segment Length (miles)</b>	<b>Total Length (miles)</b>
5	Quinault South Shore Road	From the junction with US Hwy 101 near Quinault, northeasterly 7.9 miles on Quinault South Shore Road (CR 9340) to the Grays Harbor - Jefferson county line, and then northeasterly 4.1 miles on Quinault South Shore Road (CR 911607) to the Olympic National Park boundary.	Olympic	Grays Harbor	7.9	County	7.9	12.0
				Jefferson	4.1	County	4.1	
6	Mt. Baker Highway	From the intersection of State Route 542 and State Route 9 in Deming, northerly, easterly, and then southerly 43.0 miles on State Route 542 to the end of the route near Austin Pass.	Mt Baker-Snoqualmie	Whatcom	43.0	State	43.0	43.0
7	Mountain Loop Road	From the intersection of Mountain Loop Highway (CR 9896) and Green Mountain Road (NFSR 41), 2.7 miles west of Robe, easterly 23.6 miles on Mountain Loop Highway (CR 9896) to the junction with Mountain Loop Highway (NFSR 20) at Barlow Pass, then northerly 20.3 miles on Mountain Loop Highway (NFSR 20) to the junction with Mountain Loop Highway (CR 9896) at the Mount Baker - Snoqualmie National Forest boundary, then northerly 2.7 miles on Mountain Loop Highway (CR 9896) to the intersection with State Route 530 in Darrington. This route is the Mountain Loop Scenic Byway.	Mt Baker-Snoqualmie	Snohomish	46.6	County	23.6	46.6
						National Forest	14.0	
						County	9.0	
8	Stevens Pass	From the east city limits of Goldbar on US Hwy 2 at MP 26.5, southeasterly 73.9 miles on Stevens Pass (US Hwy 2) to the intersection with Leavenworth Road (CR 93350) in Leavenworth.	Mt Baker-Snoqualmie	Snohomish	14.2	State	73.9	73.9
				King	23.9			
				Okanogan-Wenatchee	Chelan			
11	Fairfax Forest Reserve	From the intersection of Fairfax Forest Reserve Road (CR 9735) and State Route 165, approximately 3.5 miles south of Carbonado, southeasterly 7.7 miles on Fairfax Forest Reserve Road (CR 97350) to the Olympic National Park boundary.	Mt Baker-Snoqualmie	Pierce	7.7	County	7.7	7.7
12	National Park Highway	From the intersection of State Route 410 and State Route 169 at Enumclaw, easterly 18.5 miles on National Park Highway (State Route 410) to the King - Pierce county boundary, then southerly 26.4 miles on National Park Highway (State Route 410) to the Mt. Baker - Snoqualmie Forest boundary, and then westerly 47.2 miles on National Park Highway (SR 410) to the intersection with State Route 12 approximately 4 miles west of Naches.	Mt Baker-Snoqualmie	King	18.5	State	92.1	92.1
				Pierce	26.4			
				Yakima	47.2			

**Appendix A: Washington Forest Highway Inventory**

<b>FH No.</b>	<b>Name</b>	<b>Description</b>	<b>Forest</b>	<b>County(ies)</b>	<b>Segment Length (miles)</b>	<b>Jurisdiction</b>	<b>WFLHD Segment Length (miles)</b>	<b>Total Length (miles)</b>
13	Morton - Yakima	From the intersection of US Hwy 12 and State Route 7 in Morton, easterly 92.3 miles on Morton-Yakima Road (US Hwy 12) to the west city limits of Naches.	Gifford Pinchot	Lewis	53.1	State	92.3	92.3
			Okanogan-Wenatchee	Yakima	39.2			
15	St. Helens	From the intersection of State Route 504 and I-5 (exit 49) in Castle Rock, easterly 52.2 miles on St. Helens Road (State Route 504) to the end of the route at the Johnson Ridge Observatory in the Mt. St. Helens National Volcanic Monument.	Gifford Pinchot	Cowlitz	47.2	State	52.2	52.2
				Skamania	5.0			
16	Lewis River	From the intersection of State Route 503 and I-5 (exit 21) at Woodland, northeasterly 31.5 miles on Lewis River Road (State Route 503) to the junction with NFSR 90 at the Skamania - Cowlitz county boundary, then easterly 24.1 miles on Lewis River Road (NFSR 90) to the intersection with Curly Creek Road (CR 2004).	Gifford Pinchot	Cowlitz	31.5	State	31.5	51.1
				Skamania	19.8	National Forest	19.6	
17	Mount Adams	From the intersection of State Route 141 and State Route 14 in Bingen, northerly 23.7 miles on Mt. Adams Road (State Route 141) to the intersection with State Route 141 at Trout Lake, then northerly 4.1 miles on Mt. Adams Road (CR 9149) to the Yakima - Klickitat county boundary (Gifford Pinchot National Forest boundary), then northerly 0.5 miles on Mt. Adams Recreation Area Road to the junction with NFSR 82.	Gifford Pinchot	Klickitat	27.8	State	23.7	28.3
					County	4.1		
				Yakima	0.5	National Forest	0.5	
20	Wauconda-Kettle Falls	From the intersection of State Route 20 and Toroda Creek Road (CR 9495) in Wauconda, southeasterly 11.6 miles on Wauconda-Kettle Falls Road (State Route 20) to the Okanogan - Ferry county boundary, then southeasterly 44.8 miles on Wauconda-Kettle Falls Road (State Route 20) to the intersection with US Hwy 395 at the Stevens - Ferry county boundary approximately 3 miles west of Kettle Falls.	Okanogan	Okanogan	11.6	State	56.4	56.4
			Colville	Ferry	44.8			
21	Inland Empire	From the west city limits of Kettle Falls on US Hwy 395, northwesterly 2.9 miles on Inland Empire Road (US Hwy 395) to the Stevens - Ferry county boundary, and then northerly 28.7 miles on Inland Empire Road (US Hwy 395) to the U.S. - Canada border.	Colville	Stevens	2.6	State	31.4	31.4
				Ferry	28.8			
22	Pend Oreille	From the intersection of State Route 31 and State Route 20 in Tiger, northerly 26.8 miles on Pend Oreille Road (State Route 31) to the U.S. - Canada border.	Colville	Pend Oreille	26.8	State	26.8	26.8

**Appendix A: Washington Forest Highway Inventory**

<b>FH No.</b>	<b>Name</b>	<b>Description</b>	<b>Forest</b>	<b>County(ies)</b>	<b>Segment Length (miles)</b>	<b>Jurisdiction</b>	<b>WFLHD Segment Length (miles)</b>	<b>Total Length (miles)</b>	
25	Baker Lake	From the intersection of Baker Lake Road (CR 9700) and State Route 20, approximately 5 miles east of Hamilton, northeasterly 11.8 miles on Baker Lake Road (CR 9700) to the junction with NFSR 11 at the Whatcom - Skagit county line (Mt Baker-Snoqualmie National Forest boundary), then northerly 3.8 miles on Baker Lake Road (NFSR 11) to the north end of the Sandy Creek bridge.	Mt Baker-Snoqualmie	Skagit	11.8	County	11.8	15.6	
				Whatcom	3.8	County	3.8		
26	State Route 123	From the intersection of State Route 123 and US Hwy 12, approximately 8 miles northeast of Packwood, northerly 2.7 miles on State Route 123 to the Mt. Rainer National Park boundary.	Mt Baker-Snoqualmie	Lewis	2.7	State	2.7	2.7	
27	Cascade River Road	From the intersection of Cascade River Road (CR 9795) and State Route 20, approximately 1 mile east of Marblemount, easterly 6.5 miles on Cascade River Road (CR 9795) to the Mt. Baker - Snoqualmie National Forest boundary, then northeasterly 11.3 miles on Cascade River Road (CR 9795) to the North Cascades National Park boundary.	Mt Baker-Snoqualmie	Skagit	17.8	County	17.8	17.8	
29	Middle Fork of the Snoqualmie River	From the intersection of 468th Avenue and I-90 (exit 34), northerly 0.6 miles on 468th Avenue to the intersection with SE Middle Fork Road (CR 9899), then northeasterly 12.2 miles on SE Middle Fork Road (CR 9899) to the intersection with NFSR 5640.	Mt Baker-Snoqualmie	King	12.8	County	12.8	12.8	
30	Wind River	From the intersection of Wind River Road (NFSR 30) and State Route 14, approximately 3 miles east of Stevenson, northwesterly 14.5 miles on Wind River Road (NFSR 30) to the intersection with Leete Road, and then northeasterly 15.8 miles on Wind River Road (NFSR 30) to the intersection with NFSR 32 at Lone Butte Snow Park.	Gifford Pinchot	Skamania	30.3	National Forest	30.3	30.3	
32	North Cascades	From the east city limits of Concrete on State Route 20, northeasterly 22.2 miles on North Cascades Road (State Route 20) to the North Cascades National Park/Ross Lake National Recreation Area boundary approximately 5 miles north of Marblemount, excluding the section of State Route 20 in North Cascades National Park, starting again at the North Cascades National Park boundary and continuing easterly 40.7 miles on North Cascades Road (State Route 20) to the intersection with Lost River Road (CR 9140).	Mt Baker-Snoqualmie	Skagit	33.9	State	62.9	62.9	
				Okanogan	Whatcom				6.8
					Chelan				5.1
					Okanogan				17.1

**Appendix A: Washington Forest Highway Inventory**

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33	Crystal Mountain	From the intersection of Crystal Mountain Boulevard (CR 33) and State Route 410 near the Mt. Rainier National Park boundary, northeasterly and then southeasterly 6.2 miles on Crystal Mountain Boulevard (CR 33) to parking lot A of Crystal Mountain Ski Resort.	Mt Baker-Snoqualmie	Pierce	6.2	County	6.2	6.2
37	Cooper Ranch Road	From the intersection of Cooper Ranch Road (CR 2065) and US Hwy 101, 0.5 miles south of Klahowya Campground, southerly 0.4 miles on Cooper Ranch Road (CR 2065) to the intersection with NFSR 29.	Olympic	Clallam	0.4	County	0.4	0.4
39	Palo Alto Road	From the intersection of Palo Alto Road (CR 5331) and US Hwy 101, approximately 3 miles southeast of Sequim, southerly 7.8 miles on Palo Alto Road (CR 5331) to the intersection with NFSR 28.	Olympic	Clallam	7.8	County	7.8	7.8
41	Woods Road	From the intersection of Woods Road (CR 5695) and US Hwy 101 in Blyn, southerly 1.7 miles on Woods Road (CR 5695) to the junction with NFSR 2850 near the Olympic National Forest boundary.	Olympic	Clallam	1.7	County	1.7	1.7
43	Snow Creek Road	From the intersection of Snow Creek Road (CR 3529) and US Hwy 101, 1 mile north of Lake Leland, southwesterly 1.0 miles on Snow Creek Road (CR 3529) to the intersection with Munn Road, and northwesterly 4.9 miles on Snow Creek Road (CR 3529) to the junction with NFSR 2850 near the Olympic National Forest boundary.	Olympic	Jefferson	5.9	County	5.9	5.9
44	Lords Lake Loop Road	From the intersection of Lords Lake Loop Road (CR 3423) and US Hwy 101, approximately 2 miles north of Quilcene, northwesterly 3.4 miles on Lords Lake Loop Road (CR 3423) to the intersection with NFSR 28.	Olympic	Jefferson	3.4	County	3.4	3.4
45	Penny Creek-Big Quilcene River Road	From the intersection of CR 3039 and State Route 101, approximately 2 miles southwest of Quilcene, westerly 1.5 miles on Penny Creek - Big Quilcene River Road (CR 3039) to the intersection with CR 3057, and then southerly 1.9 miles on Penny Creek - Big Quilcene River Road (CR 3057) to the junction with NFSR 27 near the Olympic National Forest boundary.	Olympic	Jefferson	3.4	County	1.5	3.4
						County	1.9	
46	Dosewallips Road	From the intersection of Dosewallips Road (CR 2500) and US Hwy 101, approximately 1 mile north of Brinnon, northwesterly 6.8 miles on Dosewallips Road (CR 2500) to an intersection with NFSR 2610 near the Olympic National Forest boundary.	Olympic	Jefferson	6.8	County	6.8	6.8

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48	Lake Cushman Road	From the intersection of Lake Cushman Road (State Route 119) and State Route 101 in Hoodspport, northwesterly 9.2 miles on Lake Cushman Road (State Route 119) to the intersection with the Staircase Road (NFSR 24).	Olympic	Mason	9.2	State	9.2	9.2
49	Skokomish Valley Road	From the intersection of Skokomish Valley Road (CR 4164) and US Hwy 101, approximately 1 mile south of the Skokomish Indian Reservation, northwesterly 5.6 miles on Skokomish Valley Road (CR 4164) to the intersection with NFSR 23 and a private road.	Olympic	Mason	5.6	County	5.6	5.6
61	Yale - Amboy	From the intersection of State Route 503 and CR 5414 in Amboy, northeasterly 7.1 miles on Yale - Amboy Road (State Route 503) to the intersection Clark - Cowlitz county boundary, and then northerly 3.5 miles on Yale - Amboy Road (State Route 503) to the intersection with Lewis River Road (State Route 503) approximately 1 mile east of Yale.	Gifford Pinchot	Clark	7.1	State	10.6	10.6
				Cowlitz	3.5			
62	Healy Road	From the intersection of Healy Road (CR 6462) and State Route 503 in Chelatchie, northeasterly 2.4 miles on Healy Road (CR 6462) to the junction with NFSR 54.	Gifford Pinchot	Clark	2.4	County	2.4	2.4
68	Pleasant Valley Road	From the intersection of Pleasant Valley Road (CR 9740) and State Route 7 (T14N R5E S5), approximately 14 miles north of Morton, northwesterly 3.5 miles on Pleasant Valley Road (CR 9740) to the junction with NFSR 74.	Gifford Pinchot	Lewis	3.5	County	3.5	3.5
71	State Route 131	From the intersection of State Route 131 and US Hwy 12 at Randle, southerly 2.1 miles on State Route 131 to the junction with NFSR 25 at the Gifford Pinchot National Forest boundary.	Gifford Pinchot	Lewis	2.1	State	2.1	2.1
72	Cispus River Road	From the intersection of Cispus River Road (CR 90009) and State Route 131, approximately 1 mile south of Randle, southeasterly 2.4 miles on Cispus River Road (CR 90009) to the junction with NFSR 23 at the Gifford Pinchot National Forest boundary.	Gifford Pinchot	Lewis	2.4	County	2.4	2.4
76	South Skate Creek Road - North Skate Creek Road	From the intersection of Skate Creek Road South (CR 916) and US Hwy 12 in Packwood, northerly 1.8 miles on Skate Creek Road South (CR 916) to a junction with NFSR 52 at the Gifford Pinchot National Forest boundary, and then from the intersection of Kernahan Road and	Gifford Pinchot	Lewis	1.7	County	1.7	5.3
				Lewis	17.8	National Forest	17.8	

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<b>FH No.</b>	<b>Name</b>	<b>Description</b>	<b>Forest</b>	<b>County(ies)</b>	<b>Segment Length (miles)</b>	<b>Jurisdiction</b>	<b>WFLHD Segment Length (miles)</b>	<b>Total Length (miles)</b>
		State Route 706, approximately 2.3 miles east of Ashford, southerly 0.9 miles on Kernahan Road to the junction with Skate Creek Road North (CR 981) at the Pierce - Lewis county boundary, then southeasterly 2.6 miles on Skate Creek Road North (CR 981) to the junction with NFSR 52 at the end of county maintenance.		Lewis	2.5	County	2.5	
				Pierce	0.9	County	0.9	
79	Snyder Road	From the intersection of Snyder Road (CR 1001) and US Hwy 12 in Packwood, easterly 0.8 miles on Snyder Road (CR 1001) to the junction with NFSR 1320 at the Gifford Pinchot National Forest boundary.	Gifford Pinchot	Lewis	0.8	County	0.8	0.8
80	Trout Lake Creek Road	From the intersection of Trout Lake Creek Road (CR 1727) and State Route 141, approximately 1.7 miles west of Trout Lake, northwesterly 4.1 miles on Trout Lake Creek Road (CR 1727) to the junction with NFSR 85 at the Klickitat - Skamania county line (Gifford Pinchot National Forest boundary).	Gifford Pinchot	Klickitat	4.1	County	4.1	4.1
81	Mount Adams	From the intersection of State Route 141 and Mt. Adams Road (CR 9149) in Trout Lake, southwesterly 5.5 miles on Mt. Adams Road (State Route 141) to the junction with NFSR 24 at the Klickitat - Skamania county line (Gifford Pinchot National Forest boundary).	Gifford Pinchot	Klickitat	5.5	State	5.5	5.5
82	Tieton Reservoir Road	From the intersection of Tieton Road (CR 2006, NFSR 1200) and US Hwy 12, approximately 7 miles east of the Lewis - Yakima county line, southerly and then easterly 16.0 miles on Tieton Road (CR 2006, NFSR 1200) to the intersection with US Hwy 12 approximately 2 miles east of Rimrock.	Okanogan-Wenatchee	Yakima	16.0	County	16.0	16.0
83	Peninsula Road	From the intersection of Peninsula Road (NFSR 711) and Tieton Reservoir Road (CR 2006, NFSR 1200), approximately 2 miles south of the intersection of Tieton Reservoir Road and US Hwy 12, westerly 1.2 miles on Peninsula Road (NFSR 711) to the boat ramp, then 0.2 miles on Peninsula Road (NFSR 711) to the end of the loop at the boat ramp parking lot.	Okanogan-Wenatchee	Yakima	1.4	National Forest	1.4	1.4
84	Nile Road	From the intersection of Nile Road (CR 1550) and State Route 410, approximately 9 miles south of Cliffdell, southeasterly 4.7 miles on Nile Road (CR 1550) to the intersection with State Route 410 approximately 14 miles south of Cliffdell.	Okanogan-Wenatchee	Yakima	4.7	State	4.7	4.7

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<b>FH No.</b>	<b>Name</b>	<b>Description</b>	<b>Forest</b>	<b>County(ies)</b>	<b>Segment Length (miles)</b>	<b>Jurisdiction</b>	<b>WFLHD Segment Length (miles)</b>	<b>Total Length (miles)</b>
85	Bumping River Road	From the intersection of Bumping River Road (CR 1050) and State Route 410 at American River, southwesterly 10.9 miles on Bumping River Road (CR 1050) to the junction with NFSR 1800, approximately 0.1 miles south of Bumping Lake.	Wenatchee	Yakima	10.9	County	10.9	10.9
86	Curly Creek Road	From the intersection of Curly Creek Road (CR 2004) and Wind River Road (CR 92135, NFSR 30) near Outlaw Creek, northwesterly 5.1 miles on Curly Creek Road (CR 2004) to the intersection with Lewis River Road (NFSR 90).	Gifford Pinchot	Skamania	5.1	County	5.1	5.1
88	Kachess Lake Road	From the intersection of Kachess Lake Road (CR 12650) and I-90 (exit 62), 10 miles southeast of the King - Kittitas county line, northeasterly 3.1 miles on Kachess Lake Road (CR 12650) to the intersection with Via Kachess Road (NFSR 4828).	Okanogan-Wenatchee	Kittitas	3.1	County	3.1	3.1
91	Salmon La Sac	From the intersection of State Route 903 and Bullfrog Road (CR 92275) at MP 4.2, northwesterly 5.9 miles on State Route 903 to the junction with Salmon La Sac Road (CR 21560), then northerly 10.6 miles on Salmon La Sac Road (CR 21560) to Salmon La Sac.	Okanogan-Wenatchee	Kittitas	16.5	State	5.9	16.5
						County	10.6	
92	Bullfrog Road	From the intersection of Bullfrog Road (CR 92275) and I-90 (exit 80), northeasterly 2.7 miles on Bullfrog Road (CR 92275) to the intersection with State Route 903, approximately 2 miles southwest of Roslyn.	Okanogan-Wenatchee	Kittitas	2.7	County	2.7	2.7
97	Teanaway Road	From the intersection of Teanaway Road (CR 28500) and State Route 970, approximately 3 miles west of Virden, northwesterly 7.3 miles on Teanaway Road (CR 28500) to an intersection with West Fork Teanaway Road (CR 25480) and North Fork Teanaway Road (CR 25880), then northwesterly 0.7 miles on West Fork Teanaway Road (CR 25480) to the intersection with Middle Fork Teanaway Road (CR 29510), then northwesterly 2.6 miles on Middle Fork Teanaway Road (CR 29510) to T21N R15E S27.	Okanogan-Wenatchee	Kittitas	10.6	County	7.3	10.6
						County	0.7	
						County	2.6	
98	North Fork Teanaway Road	From the intersection of North Fork Teanaway Road (CR 25880), Teanaway Road (CR 28500), and West Fork Teanaway Road (CR 25480), northerly 5.8 miles on North Fork Teanaway Road (CR 25880) to the intersection with NFSR 9737 and NFSR 9701 south of the Wenatchee National Forest boundary.	Okanogan-Wenatchee	Kittitas	5.8	County	5.8	5.8
101	Index Galena Road	From the intersection of Index-Galena Road (CR 5460, NFSR 63) and US Hwy 2 in Index, northeasterly 14.8 miles on Index - Galena Road (CR 5460, NFSR 63) to the intersection with NFSR 65.	Mt Baker-Snoqualmie	Snohomish	14.8	County	13.7	14.7
						National Forest	1.0	

**Appendix A: Washington Forest Highway Inventory**

<b>FH No.</b>	<b>Name</b>	<b>Description</b>	<b>Forest</b>	<b>County(ies)</b>	<b>Segment Length (miles)</b>	<b>Jurisdiction</b>	<b>WFLHD Segment Length (miles)</b>	<b>Total Length (miles)</b>
102	Lake Wenatchee Highway	From the intersection of Lake Wenatchee Highway (State Route 207) and US Hwy 2 in Coles Corner, northerly 4.9 miles on Lake Wenatchee Highway (State Route 207) to the intersection with Chiwawa Loop Road (CR 22), and then westerly 5.6 miles on Lake Wenatchee Highway (CR 868) to the intersection with White River Road (CR 167) and NFSR 65 approximately 1 mile northwest of Telma.	Okanogan-Wenatchee	Chelan	10.5	State	4.4	10.5
						County	6.1	
103	White River Road	From the intersection of White River Road (CR 167), Lake Wenatchee Highway (CR 868) and NFSR 65, approximately 1 mile northwest of Lake Wenatchee, northwesterly 6.3 miles on White River Road (CR 167) to the north end of the Napeequa River Bridge.	Okanogan-Wenatchee	Chelan	6.3	County	6.3	6.3
104	Cedar Brae Road	From the intersection of Cedar Brae Road (CR 413) and State Route 207, 3.6 miles north of the intersection of State Route 207 and US Hwy 2 at Coles Corner, westerly 3.8 miles on Cedar Brae Road (CR 413) to the intersection with NFSR 6607 near Camp Zanika Lache.	Okanogan-Wenatchee	Chelan	3.8	County	3.8	3.8
105	Chiwawa River Road	From the intersection of Chiwawa River Road (CR 572), Meadow Creek Road, and Chiwawa Loop Road (CR 22) near Fish Lake, northerly 1.0 miles on Chiwawa River Road (CR 572) to the intersection with Chiwawa River Road (NFSR 62) at the Wenatchee National Forest boundary, then northwesterly 10.0 miles on Chiwawa River Road (NFSR 62) to the end of pavement at Chiwawa River Road (NFSR 6200), then northwesterly 3.7 miles on Chiwawa River Road (NFSR 6200) to Rock Creek.	Okanogan-Wenatchee	Chelan	14.7	County	1.0	14.7
						National Forest	8.9	
						National Forest	4.8	
106	Chiwawa Loop Road	From the intersection of Chiwawa Loop Road (CR 22) and Chumstick Highway (State Route 209) at Plain, northwesterly 9.1 miles on Chiwawa Loop Road (CR 22) to the intersection with State Route 207 at the east end of Wenatchee Lake, south of Fish Lake.	Okanogan-Wenatchee	Chelan	8.7	County	8.7	8.7
107	Second Creek Road	From the intersection of Merry Canyon Road (CR 282) and Chumstick Highway (State Route 209), approximately 4 miles south of Plain, easterly 0.9 miles on Merry Canyon Road (CR 282) to the intersection with NFSR 7800 and NFSR 7801.	Okanogan-Wenatchee	Chelan	0.9	County	0.9	0.9
108	Eagle Creek Road	From the intersection of Eagle Creek Road (CR 112) and Chumstick Highway (State Route 209), approximately 2 miles north of US Hwy 2 in Leavenworth, northeasterly 5.8 miles on Eagle Creek Road (CR 112) to the intersection with NFSR 7500 and NFSR 7520.	Okanogan-Wenatchee	Chelan	5.8	County	5.8	5.8

**Appendix A: Washington Forest Highway Inventory**

<b>FH No.</b>	<b>Name</b>	<b>Description</b>	<b>Forest</b>	<b>County(ies)</b>	<b>Segment Length (miles)</b>	<b>Jurisdiction</b>	<b>WFLHD Segment Length (miles)</b>	<b>Total Length (miles)</b>
110	Nahahum Canyon Road	From the intersection of Nahahum Canyon Road (CR 109) and U Hwy 97/US Hwy 2 at Cashmere, northeasterly 5.4 miles on Nahahum Canyon Road (CR 109) to the intersection with NFSR 7412 at the end of pavement.	Okanogan-Wenatchee	Chelan	5.4	County	5.4	5.4
113	Liberty Road	From the intersection of Liberty Road (CR 38350) and US Hwy 97, approximately 15 miles northeast of Cle Elum, northeasterly 2.1 miles on Liberty Road (CR 38350) to the intersection with NFSR 9718.	Okanogan-Wenatchee	Kittitas	2.1	County	2.1	2.1
114	Green Canyon Road Reecer Creek Road	From the intersection of Green Canyon Road (CR 41792) and US Hwy 97, approximately 5 miles northwest of Ellensburg, northerly 4.9 miles on Green Canyon Road (CR 41792) to an intersection with Reecer Creek Road (CR 42410), then northerly 2.8 miles on Reecer Creek Road (CR 42410) to the intersection with NFSR 35.	Okanogan-Wenatchee	Kittitas	7.7	County	4.9	7.7
						County	2.8	
119	Entiat River Road	From the intersection of Entiat River Road (CR 371) and US Alt. 97 in Entiat, northwesterly 25.0 miles on Entiat River Road (CR 371) to the intersection with NFSR 51.	Okanogan-Wenatchee	Chelan	25.0	County	25.0	25.0
120	Mad River Road	From the intersection of Mad River Road (CR 119A) and Entiat River Road (CR 371) in Ardenvoir, northwesterly 2.1 miles on Mad River Road (CR 119A) the intersection with NFSR 5700 and NFSR 5800.	Okanogan-Wenatchee	Chelan	2.1	County	2.1	2.1
122	Upper Joe Creek	From the intersection of Upper Joe Creek Road (CR 5489) and Wapato Lake Road (CR 5465) at the southeast end of Wapato Lake, northerly 2.2 miles on Upper Joe Creek Road (CR 5489) to an intersection with Grade Creek Road (CR 188), then northerly 0.7 miles on Grade Creek Road (CR 188) to an intersection with NFSR 8200, then northerly 1.4 miles on NFSR 8200 to approximately 1 mile south of the Wenatchee National Forest boundary.	Okanogan-Wenatchee	Chelan	4.3	County	2.2	4.3
						County	0.7	
						National Forest	1.4	
123	Cooper Gulch Road	From the intersection of Cooper Gulch Road (CR 23B) and Boyd Loop Road (CR 23B), approximately 4 miles northwest of Chelan, northerly 2.9 miles on Cooper Gulch Road (CR 23B) to the intersection with NFSR 8020 approximately 0.5 miles north of the Wenatchee National Forest boundary.	Okanogan-Wenatchee	Chelan	2.9	County	2.9	2.9
124	Purtteman Gulch Road	From the intersection of Purtteman Gulch Road (CR 37) and Boyd Loop Road (CR 23B), approximately 3 miles	Okanogan-Wenatchee	Chelan	2.9	County	1.8	2.9

**Appendix A: Washington Forest Highway Inventory**

FH No.	Name	Description	Forest	County(ies)	Segment Length (miles)	Jurisdiction	WFLHD Segment Length (miles)	Total Length (miles)
		northwest of Chelan, northerly 1.8 miles on Purtteman Gulch Road (CR 37) to surface change at the intersection with NFSR 8010, then 1.1 miles on Purtteman Gulch Road (NFSR 8010) to the Wenatchee National Forest boundary.				National Forest	1.1	
125	Antoine Creek Road	From the intersection of Antoine Creek Road (CR 5957) and Apple Acres Road (CR 5905), 1.9 miles west of US Hwy 97, northwesterly 3.2 miles on Antoine Creek Road (CR 5957) to the intersection with Antoine Creek Road (CR 108) at the Chelan - Okanogan county line, then northwesterly 2.5 miles on Antoine Creek Road (CR 108) to the intersection with NFSR 8140 and Wadams Canyon Road (NFSR 2953).	Okanogan-Wenatchee	Chelan	3.1	County	3.1	5.7
				Okanogan	2.6	County	2.6	
127	East Chewack Road	From the intersection of East Chewack Road (CR 9137) and State Route 20 in Winthrop, northerly 7.7 miles on East Chewack Road (CR 9137) to the Okanogan National Forest boundary.	Okanogan-Wenatchee	Okanogan	7.7	County	6.5	7.1
						National Forest	0.6	
128	Conconully Road	From the intersection of Conconully Road (CR 9229) and Epley Road (CR 9246), approximately 2 miles northwest of Omak, northerly and then northwesterly 14.3 miles on Conconully Road (CR 9229) to Conconully State Park.	Okanogan-Wenatchee	Okanogan	14.3	County	14.3	14.3
130	Tonasket - Havillah Road	From the intersection of Tonasket - Havillah Road (CR 9467) and US Hwy 97 in Tonasket, northeasterly 15.9 miles on Tonasket - Havillah Road (CR 9467) to the intersection with NFSR 33 in Havillah.	Okanogan-Wenatchee	Okanogan	15.9	County	15.9	15.9
132	Aeneas Valley	From the intersection of Aeneas Valley Road (CR 9455) and State Route 20, approximately 12 miles east of Wauconda, southeasterly 18.6 miles on Aeneas Valley Road (CR 9455) to the Okanogan National Forest boundary at T35N, R31E, S22/23.	Okanogan-Wenatchee	Okanogan	18.6	County	16.7	18.6
						National Forest	1.9	
133	Toroda Creek Road	From the intersection of Toroda Creek Road (CR 9495) and State Route 20 in Wauconda, northeasterly 19.3 miles on Toroda Creek Road (CR 9495) to the intersection with NFSR 3575 and CR 502, 0.1 miles west of the Ferry - Okanogan county line	Okanogan-Wenatchee	Okanogan	19.2	County	19.2	19.2
134	West Kettle River Road	From the intersection of West Kettle River Road (CR 501), State Route 21, and Boulder - Deer Creek Road (CR 602)	Colville	Ferry	13.5	County	13.4	13.6

**Appendix A: Washington Forest Highway Inventory**

<b>FH No.</b>	<b>Name</b>	<b>Description</b>	<b>Forest</b>	<b>County(ies)</b>	<b>Segment Length (miles)</b>	<b>Jurisdiction</b>	<b>WFLHD Segment Length (miles)</b>	<b>Total Length (miles)</b>
		in Curlew, northwesterly 9.3 miles on West Kettle River Road (CR 501) to the intersection with Toroda Creek Road (CR 502) approximately 0.5 miles south of Toroda, then westerly 4.3 miles on Toroda Creek Road (CR 502) to the intersection with NFSR 3575, 0.1 miles west of the Okanogan - Ferry county line.		Okanogan	0.2	County	0.2	
135	Bamber Creek Road	From the intersection of Bamber Creek Road (CR 523) and West Kettle River Road (CR 501), approximately 1 mile south of Toroda, westerly 0.7 miles on Bamber Creek Road (CR 523) to the Curlew Job Corps Center.	Colville	Ferry	0.7	County	0.7	0.7
136	Trout Creek Road	From the intersection of West Curlew Creek Road (CR 203) and State Route 21 in Torboy, northwesterly 4.3 miles on West Curlew Creek Road (CR 203) to the intersection with CR 201 near Pollard, then westerly 2.8 miles on Trout Creek Road (CR 201) to the intersection with West Trout Creek Road (CR 514).	Colville	Ferry	7.1	County	4.3	7.1
						County	2.8	
137	Swan Lake Road	From the intersection of Swan Lake Road (CR 217) and State Route 20, approximately 2.5 miles west of Republic, southwesterly 4.9 miles on Swan Lake Road (CR 217) to the intersection with CR 212 near Snyder Ranch.	Colville	Ferry	4.9	County	4.9	4.9
138	Curlew-Danville Highway	From the intersection of Curlew-Danville Highway (State Route 21) and State Route 20, approximately 2 miles east of Republic, northerly 28.8 miles on the Curlew - Danville Highway (State Route 21) to the US - Canada border near Danville.	Colville	Ferry	28.8	State	28.8	28.8
140	Hall Creek Road	From the intersection of Hall Creek Road (CR 99) with State Route 20, approximately 6 miles southeast of Republic, southeasterly 3.3 miles on Hall Creek Road (CR 99) to the junction with NFSR 2054 at the Colville National Forest boundary, then southerly 2.0 miles on NFSR 2054 to the intersection with NFSR 600, then southeasterly 7.4 miles on NFSR 600 to the Colville Indian Reservation boundary.	Colville	Ferry	12.7	County	5.3	12.7
						National Forest	7.4	
141	Boulder-Deer Creek Road	From the intersection of Boulder-Deer Creek Road (CR 602), State Route 21, and West Kettle River Road (CR 501) in Curlew, easterly 23.1 miles on Boulder-Deer Creek Road (CR 602) to the intersection with US Hwy 395 approximately 3 miles south of Orient.	Colville	Ferry	22.8	County	22.8	22.8
142	Deadman Creek Road	From the intersection of Deadman Creek Road (CR 460) and US Hwy 395, approximately 1 mile south of Boyds, westerly 6.9 miles on Deadman Creek Road (CR 460) to the intersection with North Fork Deadman Creek Road (NFSR 6114).	Colville	Ferry	6.9	County	6.3	6.9
						National Forest	0.6	

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<b>FH No.</b>	<b>Name</b>	<b>Description</b>	<b>Forest</b>	<b>County(ies)</b>	<b>Segment Length (miles)</b>	<b>Jurisdiction</b>	<b>WFLHD Segment Length (miles)</b>	<b>Total Length (miles)</b>
147	Meadow Creek Road	From the intersection of Meadow Creek Road (CR 4702) and Alladdin Highway (CR 9435), approximately 1.5 miles north of Alladdin, southeasterly 4.2 miles on Meadow Creek Road (CR 4702) to the junction with Meadow Creek Road (CR 2695) at the Stevens - Pend Oreille county line, then easterly 7.2 miles on Meadow Creek Road (CR 2695) to the junction with Smackout Pass Road (CR 2714), then easterly 2.6 miles on Smackout Pass Road (CR 2714) to the intersection with Greenhouse Road (CR 2705), then northerly 0.1 miles on Greenhouse Road (CR 2705) to the intersection with Houghton Street (CR 2705), then easterly 0.4 miles on Houghton Street (CR 2705) to the intersection with State Route 31.	Colville	Stevens	4.1	County	4.1	14.4
				Pend Oreille	10.3	County	7.2	
						County	2.6	
						County	0.5	
148	Boundary Road	From the intersection of Boundary Road (CR 2975) and State Route 31 in Metaline, northerly 11.9 miles on Boundary Road (CR 2975) to the junction with NFSR 6270 at Crawford State Park, approximately 0.5 miles south of the US - Canada border.	Colville	Pend Oreille	11.9	County	11.9	11.9
149	Sullivan Lake Road	From the intersection of Sullivan Lake Road (CR 9345) and State Route 31, approximately 1 mile north of Metaline Falls, southeasterly and then southwesterly 17.7 miles on Sullivan Lake Road (CR 9345) to the intersection with State Route 31.	Colville	Pend Oreille	17.7	County	17.7	17.7
152	Le Clerc Road	From the intersection of North Le Clerc Road (CR 9325) and Sullivan Lake Road (CR 9345) at the east end of the lone Bridge, southerly 32.4 miles on North Le Clerc Road (CR 9325) to the junction with South Le Clerc Road (CR 9305) and King's Lake Road (CR 3389) at the east end of the Usk Bridge, then southeasterly 15.7 miles along South Le Clerc Road (CR 9305) to the Idaho - Washington state boundary just north of Newport.	Colville	Pend Oreille	48.1	County	32.4	48.1
						County	15.7	
153	King's Lake Road	From the intersection of King's Lake Road (CR 3389) and North Le Clerc Road (CR 9325) at the east end of the Usk Bridge near Usk, northeasterly 6.8 miles on King's Lake Road (CR 3389) to the junction with CR 3335 at King's Lake, then northeasterly 1.9 miles on King's Lake Road (CR 3335) to the junction with NFSR 5000 at the Colville National Forest boundary.	Colville	Pend Oreille	8.7	County	6.8	8.6
						County	1.8	
154	Bead Lake Road	From the intersection of Bead Lake Road (CR 3029) and South Le Clerc Road (CR 9305), approximately 1.0 miles west of the Idaho - Washington state boundary, northwesterly 10.6 miles on Bead Lake Road (CR 3029) to the junction with NFSR 5015 and CR 3318.	Colville	Pend Oreille	10.6	County	10.6	10.6

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<b>FH No.</b>	<b>Name</b>	<b>Description</b>	<b>Forest</b>	<b>County(ies)</b>	<b>Segment Length (miles)</b>	<b>Jurisdiction</b>	<b>WFLHD Segment Length (miles)</b>	<b>Total Length (miles)</b>
155	Ruby Creek Road	From the intersection of Ruby Creek Road (CR 2489) and State Route 20, approximately 9 miles south of Tiger at Blueslide, southwesterly 1.3 miles on Ruby Creek Road (CR 2489) to the intersection with a private road near Henry Brown Meadow.	Colville	Pend Oreille	1.3	County	1.3	1.3
156	Cusick Creek Road	From the intersection of Cusick Creek Road (CR 2441) and State Route 20, approximately 7.5 miles north of Cusick at Cusick Creek, westerly 1.4 miles on Cusick Creek Road (CR 2441) to the Colville National Forest boundary.	Colville	Pend Oreille	1.4	County	1.4	1.4
157	North Fork of Chewelah Creek Road	From the intersection of Immel Road (CR 3630) and US Hwy 395, 5.6 miles northwest of Chewelah, northeasterly 4.2 miles on Immel Road (CR 3630) to the junction with Sand Canyon Road (CR 2998), then northeasterly 8.6 miles on Sand Canyon Road (CR 2998) to the junction with NFSR 410.	Colville	Stevens	12.8	County	4.2	12.8
						County	8.6	

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158	Flowery Trail Road	From the intersection of Main Street (CR 2902) and US Hwy 395 in Chewelah, easterly 0.3 miles on Main Street (CR 2902) to an intersection with Ehorn Lane (CR 2902), then easterly 0.3 miles on Ehorn Lane (CR 2902) to the intersection with Flowery Trail Road (CR 2902), then easterly 13.2 miles on Flowery Trail Road (CR 2902) to the junction with Flowery Trail Road (CR 2110) at the Stevens - Pend Oreille county line, then easterly 9.0 miles on Flowery Trail Road (CR 2110) to the intersection with Westside Calispell Road (CR 9205), then easterly 1.6 miles on Westside Calispell Road (CR 9205) to the junction with McKenzie Road (CR 9216), then easterly and northeasterly 2.3 miles on McKenzie Road (CR 9216) to the intersection with State Route 20 at Usk.	Colville	Stevens	13.8	County	13.8	26.7
				Pend Oreille	12.9	County	9.0	
							1.6	
159	Middle Fork Road	From the intersection of Bartlette Road (CR 2030) and Flowery Trail Road (CR 2110), approximately 9.0 miles west of Usk, southeasterly 4.4 miles on Bartlette Road (CR 2030) to the intersection with Middle Fork Road (CR 2022), then easterly 1.1 miles on Middle Fork Road (CR 2022) to the intersection with Westside Calispell Road (CR 9205).	Colville	Pend Oreille	5.5	County	4.4	5.5
							County	
163	Tucannon	From the intersection of Tucannon Road (CR 9233) and US Hwy 12, approximately 2 miles south of the intersection of State Route 261 and US Hwy 12, southeasterly 20.7 miles on Tucannon Road (CR 9233) to the junction with NFSR 47 at the boundary of W.T. Wooten Wildlife Area.	Umatilla	Columbia	20.7	County	20.7	20.7
164	Iron Spring Road	From the intersection of 15th Street and Main Street (US Hwy 12) in Pomeroy, southerly 0.3 miles on 15th Street (State Route 128) to the junction with Peola Road (State Route 128) at the Pomeroy city limits, then southerly 13.1 miles on Peola Road (State Route 128) to the intersection with Iron Springs Road (CR 191), then southerly 3.1 miles on Iron Springs Road (CR 191) to the junction with NFSR 42 at the Umatilla National Forest boundary.	Umatilla	Garfield	16.5	State	13.1	16.5
							County	
165	Mountain Road	From the intersection of Mountain Road (CR 1070) and Peola Road (State Route 128), approximately 8 miles south of Pomeroy, southerly 7.5 miles on Mountain Road (CR 1070) to the junction with NFSR 40 at the Umatilla National Forest boundary.	Umatilla	Garfield	7.4	County	7.4	7.4
166	Pataha Creek Road	From the intersection of Pataha Creek Road (CR 185) and Peola Road (State Route 128), approximately 9 miles south of Pomeroy, southerly 5.7 miles on Pataha Creek Road (CR 185) to the junction with NFSR 4016 at the Umatilla National Forest boundary.	Umatilla	Garfield	5.7	County	5.7	5.7

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<b>FH No.</b>	<b>Name</b>	<b>Description</b>	<b>National Forest</b>	<b>County(ies)</b>	<b>Segment Length (miles)</b>	<b>Jurisdiction</b>	<b>Segment Length (miles)</b>	<b>Total Length (miles)</b>
168	Asotin Creek-South Fork Road	From the intersection of Asotin Creek Road (CR 110) and Cloverland Road (CR 105), approximately 2 miles west of Asotin, southwesterly 11.3 miles on Asotin Creek Road (CR 110) to the junction with South Fork Road (CR 110) and Lick Creek Road (CR 181), then southerly 0.4 miles on South Fork Road (CR 110) to the intersection with South Fork Road (CR 175) and Campbell Grade Road (CR 110), then southerly and westerly 8.8 miles on South Fork Road (CR 175) to the junction with NFSR 44 at the Umatilla National Forest boundary.	Umatilla	Asotin	20.5	County  County	11.7  8.8	20.5
169	Lick Creek Road	From the intersection of Lick Creek Road (CR 181), Asotin Creek Road (CR 110) and South Fork Road (CR 110), westerly 4.3 miles on Lick Creek Road (CR 181) to the junction with NFSR 41 at the Umatilla National Forest boundary.	Umatilla	Asotin	4.3	County	4.3	4.3
172	Mill Road	From the intersection of Mill Road (CR 201) and State Route 129 in Anatone, westerly 1.8 miles on Mill Road (CR 201) to the intersection with West Mountain Road (CR 235), then southwesterly 5.6 miles on West Mountain Road (CR 235) to the junction with NFSR 4304 at the Umatilla National Forest boundary.	Umatilla	Asotin	7.4	County  County	1.8  5.6	7.4
173	Grand Ronde River Road	From the intersection of Grande Ronde River Road (CR 100) and State Route 129, approximately 4 miles north of the Oregon - Washington state boundary, southwesterly 11.0 miles on Grande Ronde Road (CR 100) to the junction with Grand Ronde Road (CR 569) at the Oregon - Washington state boundary.	Umatilla	Asotin	11.0	County	11.0	11.0
174	Grouse Flats Grouse Creek	From the Umatilla National Forest boundary on Grouse Flats Road (CR 116), approximately 4 miles northwest of the Oregon - Washington state boundary, southeasterly 6.1 miles on Grouse Flats Road (CR 116) to the intersection with Grouse Creek Road (CR 111) at Grouse Creek, then southerly 1.9 miles on Grouse Creek Road (CR 111) to the junction with Grouse Creek Lane (CR 812) at the Oregon - Washington state boundary.	Umatilla	Asotin	8.0	County  County	5.8  1.9	7.7
175	Eckler Mountain Road	From the intersection of Eckler Mountain Road (CR 9124) and Fourth Street in Dayton, approximately 0.5 miles south of US Hwy 12, easterly 9.3 miles on Eckler Mountain Road (CR 9124) to the intersection with Skyline Drive (CR 1424), then southeasterly 6.8 miles on Skyline Drive (CR 1424) to the Umatilla National Forest boundary.	Umatilla	Columbia	16.1	County  County	9.3  6.8	16.1
176	North Touchet Road	From the intersection of Fourth Street and US Hwy 12 in Dayton, southeasterly 14.5 miles on North Touchet Road (CR 9115) to the junction with NFSR 64 at the Umatilla National Forest boundary.	Umatilla	Columbia	14.5	County	14.5	14.5

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178	Mill Creek Road	From the intersection of Mill Creek Road (CR 582), Isaacs Avenue, and US Hwy 12 Business Route, 0.85 miles east of the Walla Walla city limits, southeasterly 11.1 miles on Mill Creek Road (CR 582) to the end of pavement at the Oregon - Washington state boundary, approximately 0.8 miles south of Kooskooskie.	Umatilla	Walla Walla	11.1	County	11.1	11.1
180	Undie North Bogachiel Road	From the intersection of Undie Road (CR 1167) and US Hwy 101 at Bogachiel State Park, approximately 5.5 miles south of Forks, southeasterly 2.0 miles on Undie Road (CR 1167) to the junction with North Bogachiel Road (CR 1500) at the Jefferson - Clallam county boundary, then easterly 1.5 miles on North Bogachiel Road (CR 1500) to a junction with NFSR 2932.	Olympic	Clallam	2.0	County	2.0	3.5
				Jefferson	1.5	County	1.5	
183	Twisp River Road	From the intersection of Twisp River Road (CR 9114) and State Route 20 at Twisp, westerly 10.8 miles on Twisp River Road (CR 9114) to the intersection with CR 1090 (NFSR 43) near Buttermilk Creek.	Okanogan	Okanogan	10.8	County	10.8	10.8
184	Tacoma Creek Road	From the intersection of Tacoma Creek Road (CR 2389) and State Route 20 approximately 4 miles north of Cusick, northwesterly 4.4 miles on Tacoma Creek Road (CR 2389) to the intersection with Calicoma Road (CR 2341).	Colville	Pend Oreille	4.4	County	4.4	4.4
185	State Route-14	From the intersection of State Route 14 and 32nd Street near Gibson Creek in Washougal (MP 17.0), easterly 83.6 miles on State Route 14 to the west intersection with US Hwy 97.	Gifford Pinchot	Clark Skamania Klickitat	4.4 43.5 35.7	State	83.6	83.6
186	West Chewuck	From the intersection of West Chewuck Road (CR 1213) and State Route 20 in Winthrop, northerly 7.2 miles on West Chewuck Road (CR 1213) to the Okanogan National Forest boundary.	Okanogan	Okanogan	7.2	County	7.2	7.2
187	West Snider Road	From the intersection of Snider Road (CR 2071) and US Hwy 101 just west of Klahowya Campground, approximately 7.5 miles east of Sappho, northerly 0.4 miles on Snider Road (CR 2071) to the intersection with NFSR 3040.	Olympic	Clallam	0.4	County	0.4	0.4
188	Manastash Road	From the junction of Manastash Road (CR 53011) and Cove Road, approximately 4 miles southwest of Ellensburg, westerly 7.5 miles on Manastash Road (CR 53011) to the junction with NFSR 31.	Wenatchee	Kittitas	7.5	County	7.5	7.5
189	West Taneum Road	From the intersection of West Taneum Road (CR 56770) and Throp Cemetery Road, approximately 10 miles northwest of Ellensburg, westerly 2.0 miles on West Taneum Road (CR 56770) to the junction with NFSR 33	Wenatchee	Kittitas	2.0	County	2.0	2.0

**Appendix A: Washington Forest Highway Inventory**

<b>FH No.</b>	<b>Name</b>	<b>Description</b>	<b>National Forest</b>	<b>County(ies)</b>	<b>Segment Length (miles)</b>	<b>Jurisdiction</b>	<b>Segment Length (miles)</b>	<b>Total Length (miles)</b>
190	Woode & Steele Road	From the intersection of Woode and Steele Road (CR 22860) and Westside Road, approximately 4 miles southwest of Cle Elum, southwesterly 1.1 miles on Woode and Steele Road (CR 22860) to the junction with FDR 4510.	Wenatchee	Kittitas	0.8	County	0.8	0.8
191	Cascade Orchards (Icicle) Road	From the intersection of Icicle Road and US Hwy 2 in Leavenworth, southwesterly 4.3 miles on Icicle Road to the Snow Creek Trailhead.	Wenatchee	Chelan	4.3	County	4.3	4.3
192	Old River Road	From the intersection of Old River Road (CR 15050) and State Route 410, approximately 2 miles south of Cliffdell, northwesterly 1.1 mile on Old River Road (CR 15050) to the junction with Lost Creek Village Road (NFSR 1704).	Wenatchee	Yakima	1.1	County	1.1	1.1
194	Finney Creek Road	From the intersection Finney Creek Road (CR 6120) and Concrete - Sauk Valley Road, southeast of Concrete, westerly 5.1 miles on Finney Creek Road (CR 6120) to the junction with NFSR 17 at the Mt Baker - Snoqualmie National Forest boundary.	Mt Baker-Snoqualmie	Skagit	5.1	County	5.1	5.1
195	Bonaparte Lake Road	From the intersection of Bonaparte Lake Road (CR 4953) and State Route 20, approximately 3 miles west of Wauconda, northerly 5.8 miles on Bonaparte Lake Road (CR 4953) to the junction with NFSR 32 at Bonaparte Lake.	Okanogan	Okanogan	5.8	County	5.8	5.8
196	North Fork	From the intersection of North Fork Road (CR 2361), Maine Street (CR 9229), and Lake Street (CR 4015) in Conconully, northerly 1.7 miles on North Fork Road (CR 2361) to the junction with NFSR 38 at the Okanogan National Forest boundary.	Okanogan	Okanogan	1.7	County	1.7	1.7
197	Gold Creek Road	From the intersection of Gold Creek Road (CR 1034) and Gold Creek Loop Road (CR 1029), approximately 4 miles south of Carlton, westerly 1.2 miles on Gold Creek Road (CR 1034) to the junction with NFSR 4340 at the Okanogan National Forest boundary.	Okanogan	Okanogan	1.2	County	1.2	1.2
198	Lost River Road	From the intersection of Lost River Road (CR 9140) and State Route 20, approximately 0.5 miles southwest of Mazama, northwesterly 7.0 miles on Lost River Road (CR 9140) to the junction with NFSR 5400.	Okanogan	Okanogan	7.0	County	7.0	7.0
199	Oroville Toroda Road	From the intersection of Chesaw Road (CR 9480) and CR 4895, approximately 3.5 miles south of Chesaw, southeasterly 9.9 miles on Chesaw Road (CR 9480) to the intersection with Toroda Creek Road (CR 9495).	Okanogan	Okanogan	9.9	County	9.9	9.9

**Appendix A: Washington Forest Highway Inventory**

<b>FH No.</b>	<b>Name</b>	<b>Description</b>	<b>National Forest</b>	<b>County(ies)</b>	<b>Segment Length (miles)</b>	<b>Jurisdiction</b>	<b>Segment Length (miles)</b>	<b>Total Length (miles)</b>
200	Gold Creek Loop Road	From the intersection of Gold Creek Loop Road (CR 1029) and State Route 153, approximately 3 miles south of Carlton, southerly 1.6 miles on Gold Creek Loop Road (CR 1029) to the intersection with Gold Creek Road (CR 1034).	Okanogan	Okanogan	1.6	County	1.6	1.6
202	Cloverland Road	From the intersection of Cloverland Road (CR 105) and Asotin Creek Road (CR 110), approximately 2.9 miles west of Asotin, southwesterly 21.4 miles on Cloverland Road (CR 105) to the junction with NFSR 43 at the Umatilla National Forest boundary.	Umatilla	Asotin	21.4	County	21.4	21.4
203	Wynoochee Road	From the intersection of Wynoochee Valley Road (CR 59150) and US Hwy 12 at Montesano, northerly 18.8 miles on Wynoochee Valley Road (CR 59150) to the junction with NFSR 22 and Cougar Smith Road.	Olympic	Grays Harbor	18.8	County	18.8	18.8
206	Duckabush Road	From the intersection of Duckabush Road (CR 2274) and US Hwy 101, approximately 3 miles south of Brinnon, northwesterly 3.7 miles on Duckabush Road (CR 2274) to the junction with NFSR 2510 at the Olympic National Forest boundary.	Olympic	Jefferson	3.7	County	3.7	3.7
207	FDR-2870	From the intersection of NFSR 2870 and Taylor Cutoff Road, approximately 5 miles southwest of Sequim, southerly 0.9 miles on NFSR 2870 to the intersection with NFSR 2875 at the Olympic National Forest boundary.	Olympic	Clallam	0.9	National Forest	0.9	0.9
208	Camp Grisdale Road	From the junction of Camp Grisdale Road (NFSR 22) and Wynoochee Valley Road (CR 59190), 18.8 miles north of Montesano, northwesterly 15.0 miles on Camp Grisdale Road (NFSR 22) to the intersection with NFSR 2294, then northerly 0.8 miles on NFSR 2294 to the Wynoochee Dam Entrance Road.	Olympic	Grays Harbor	15.8	County  National Forest	15.8  0.8	16.6
209	Donkey Creek Road	From the intersection of Donkey Creek Road (NFSR 22) and NFSR 2294, near the Wynoochee Dam, westerly 21.7 miles on Donkey Creek Road (NFSR 22) to the intersection with US Hwy 101.	Olympic	Grays Harbor	21.7	National Forest	21.7	21.7
210	Tiger Highway	From the intersection of State Route 20 and US Hwy 395 in Colville, easterly 35.9 miles on State Route 20 to the intersection with State Route 31, approximately 1 mile south of Tiger.	Colville	Stevens Pend Oreille	28.6 7.3	State	35.9	35.9
216	Mission Ridge Road	From the intersection of Squilchuck Road (CR 711) and Wenatchee Heights Road, southwest of Wenatchee, southwesterly 2.6 miles on Squilchuck Road (CR 711) to the intersection with Mission Ridge Road (CR 711), then southwesterly 4.1 miles on Mission Ridge Road (CR 711) to the Mission Ridge Ski Area Parking Lot.	Wenatchee	Chelan	6.7	County	6.7	6.7

**Appendix A: Washington Forest Highway Inventory**

<b>FH No.</b>	<b>Name</b>	<b>Description</b>	<b>National Forest</b>	<b>County(ies)</b>	<b>Segment Length (miles)</b>	<b>Jurisdiction</b>	<b>Segment Length (miles)</b>	<b>Total Length (miles)</b>
217	Teanaway River	From the intersection of Teanaway River Road (State Route 970) and I-90 (Exit 83) at Cle Elum, easterly 10.4 miles on Teanaway River Road (State Route 970) to the intersection with US Hwy 97.	Wenatchee	Kittitas	10.4	State	10.4	10.4
218	Blewett Pass	From the intersection of State Route 970 and US Hwy 97, northerly 42.1 miles on US Hwy 97 to the intersection with US Hwy 2, approximately 4.5 miles southeast of Leavenworth.	Okanogan - Wenatchee	Kittitas	17.4	State	42.1	42.1
				Chelan	24.7			
<b>Total Miles</b>							<b>1859.7</b>	



## Appendix B: Washington Forest Highway Program Background

### Forest Highway Program History

In 1891, Congress authorized the creation of *Forest Reserves*, now called *National Forests*. Forests were to be conserved to assure a permanent national timber supply; to preserve scenic and wilderness areas for recreational use by the public; and to safeguard the steady flow of streams that supplied water for domestic, farm, and industrial use.

Federal participation in forest road construction began when Congress passed the Federal-Aid Road Act in 1916. This act appropriated \$10 million (\$1 million per year for 10 years) for the "...survey, construction, and maintenance of roads and trails within or only partly within the national forests when necessary for the use and development of resources upon which communities within and adjacent to the national forests are dependent..."

It was not until the passage of the Federal Highway Act of 1921 that two types of forest roads were defined:

- Forest Development Roads - those forest roads that are needed primarily for management of the national forests
- Forest Highways (FH) - those forest roads which must serve the national forests and also serve the communities within and adjacent to the national forests

During the first 50+ years of the program, most of the funds were expended on routes which were of primary importance to the states, counties, or communities within or adjacent to the national forests. Most of those routes were of statewide importance and were then, or later became, State Primary Highways.

The 1978 Surface Transportation Assistance Act (STAA) changed the direction of the Forest Highway Program by redefining Forest Roads, Forest Development Roads, and Forest Highways:

*The term "forest road or trail" means a road or trail wholly or partly within, or adjacent to, and serving the National Forest system and which is necessary for the protection, administration, and utilization of the National Forest system and the use and development of its resources.*

*The term "forest development road and trail" means a forest road or trail under the jurisdiction of the Forest Service."*

*The term "Forest Highway" means a forest road under the jurisdiction of, and maintained by, a public authority, and open to public travel.*

A primary effect of these new definitions was increased Forest Highway Program emphasis on local roads with less emphasis on state highways. This was possible because requirements that such routes be "...of primary importance to the States, Counties, or communities... and on the Federal-Aid System" had been eliminated.

Although many miles of roads have met the requirements for Forest Highway designation, funding for their improvement has remained in short supply. Congress had authorized an amount of \$33 million for each year from 1955 to 1982. Those funds were made available to Federal Highway Administration (FHWA) for expenditure in the various States according to an apportionment formula based on the area and value of the national forests in each State.

The 1982 STAA increased the annual funding for FH from \$33 million to \$50 million. The act also directed FHWA and the USFS to jointly develop new regulations for the administration of the Forest Highway Program. The regulations, which were issued on March 11, 1982, contained specific requirements for the designation of Forest Highway routes and for the selection of projects for Forest Highway Program funding. In addition, the 1982 STAA changed the method of distributing the funds, specifying that:

*On October 1 of each fiscal year, the Secretary shall allocate the sums authorized to be appropriated for such fiscal year for forest highways according to the relative needs of the various elements of the National Forest system as determined by the Secretary, taking into consideration the need for access as identified by the Secretary of Agriculture through renewable resource and land use planning, and the impact of such planning on existing transportation facilities.*

This temporarily changed the distribution of Forest Highway funds from an apportionment formula to an allocation based on needs. To assist in implementing this change, FHWA undertook an inventory and needs study in 1983 to determine the costs to improve the newly designated forest highways in each state.

In addition, various task groups made up of USFS and FHWA personnel identified other factors that could be used to determine Forest Highway Program fund allocation. Those factors were: value of forest resources, recreational visitor days (RVDs), volume of timber harvested, and acres of national forest. Using those factors along with costs from the inventory, FHWA and USFS developed a new formula to be used in allocating funds. The formula was used to allocate Federal Fiscal Year (FY) 1984 Forest Highway Program funds.

Before the new formula was formally adopted, a provision was added to the 1982 STAA that required the Forest Highway funds to be allocated using the area/value formula for 66 percent of the annual authorization and the new FHWA/USFS formula for the remaining 34 percent. That provision was used to allocate Forest Highway Program funds in FY 1985 and FY 1986.

The 1987 Surface Transportation and Uniform Relocation Assistance Act (STURAA) increased the annual Forest Highway Program authorization from \$50 million to \$55 million for FY 1987

through FY 1991. The funds were allocated the same as in FY 1985 and FY 1986, using the area/value formula for 66 percent of the annual authorization and the FHWA/USFS formula for the remaining 34 percent.

The 1991 Intermodal Surface Transportation Efficiency Act (ISTEA) combined the Forest Highway Program and Public Lands under the Public Lands Highway Program. Sixty-six (66) percent of the Public Lands Highway Program funds was allocated for use on Forest Highways using the same formula applied in FY 1987 through FY 1991. The formula used the area/value formula for 66 percent of the funding and the FHWA/USFS formula for the remaining 34 percent.

The 1998 Transportation Equity Act for the 21st Century (TEA-21) did not alter any of the allocation formulas for 66 percent of the Public Lands Highway Program funds, but it did increase the amount of funding for Forest Highways. The Forest Highway Program funds available were as shown in the table below.

<b>Year</b>	<b>TEA-21 Forest Highway Funds</b>
1998	\$ 129.4 Million
1999	\$ 162.4 Million
2000	\$ 162.4 Million
2001	\$ 162.4 Million
2002	\$ 162.4 Million
2003	\$ 162.4 Million

The remaining 34 percent of the Public Lands Highway funds are designated as discretionary Public Lands Highway funds. There is no legislatively prescribed formula for the distribution of those discretionary funds.

The discretionary Public Lands Highway funds available were as shown in the table below.

<b>Year</b>	<b>TEA-21 Public Lands Highway Funds</b>
1998	\$ 66.6 Million
1999	\$ 83.6 Million
2000	\$ 83.6 Million
2001	\$ 83.6 Million
2002	\$ 83.6 Million
2003	\$ 83.6 Million

Public Lands Highway Program discretionary funds are sometimes used to supplement Forest Highway Program funding of Forest Highway projects. There are legislative requirements for Public Lands Highways. To be eligible for discretionary Public Lands Highway Program funds, a proposed project must be:

1. A forest road under the jurisdiction of and maintained by a public authority and open to public travel.
2. A highway through inappropriate or unreserved public lands, non-taxable Indian lands, or other Federal reservations under the jurisdiction of and maintained by a public authority and open to public travel.

Approval to use discretionary Public Lands Highway funds is at the discretion of the Secretary of Transportation and has been delegated to the FHWA. The discretionary Public Lands Highway Program is administered by the state highway agency. The projects are proposed by the state and sent through the FHWA Federal-Aid Division Office. The project list is then forwarded to FHWA Headquarters in Washington, DC, where FHWA staff prioritizes the projects. Recommendations are made to the Federal Highway Administrator, who makes the final selection and approves projects for funding.

Discretionary Public Lands Highway Program funds do not require local matching funds, but supplemental funding of projects is encouraged. The discretionary funds are available for preliminary engineering and construction, but not for right-of-way acquisition. TEA-21 stated that, if a state received these funds, there would be no reduction in Federal-Aid highway funding to that state. Funds must be obligated in the fiscal year approved or they are withdrawn and redistributed.

TEA-21 also legislated the following program changes:

1. Allowed Public Lands funds to be used for the state/local share for Federal-Aid Highway funded projects.
2. Reduced the administrative takedown to 1.5%.
3. Placed an annual limit on Public Lands Highway funds.
4. Provided full obligation limitation for future fiscal year carryover funds.
5. Authorized funds, which exceed the obligation limitation for FY 1998 to 2003, to be distributed to the states as Surface Transportation Program funds. Those funds lose their funding designation and are not available for obligation by federal land management agencies.

In 2004 the Safe, Accountable, Flexible, Efficient Transportation Equity Act- A Legacy for Users (SAFETEA-LU) was passed. It continued the Forest Highway Program allocation procedure established in ISTEA and currently found in 23 USC 202(b)(2), as amended by section 1119(d) of SAFETEA-LU. SAFETEA-LU also added three new eligible activities for Forest Highway Program funds: Maintenance, Hunting and Fishing Access Signs, and Aquatic Organism Passage projects.

The Forest Highway funds available in SAFETEA-LU were as shown in the following table.

<b>Year</b>	<b>SAFETEA-LU Forest Highway Funds</b>
2004	\$162.4 Million
2005	\$171.6 Million
2006	\$184.8 Million
2007	\$184.8 Million
2008	\$191.4 Million
2009	\$198.0 Million

Allocations for the Washington Forest Highway Program, from 2002 to 2009, were as follows:

<b>Year</b>	<b>SAFETEA-LU Washington Forest Highway Allocations</b>
2002	\$10,190,874
2003	\$9,938,599
2004	\$10,724,630
2005	\$10,752,630
2006	\$10,248,552
2007	\$11,311,746
2008	\$11,773,822
2009	\$12,306,879
2010	\$12,306,879
Annual Average, 2002-2010	\$11,061,623

Because of the legislative and regulatory changes over the past decade, there is now more county involvement in the program. Providing access to National Forests often places transportation needs on the local roads connecting National Forests to the main state highways. Therefore, the objective of the Forest Highway Program has been clarified, i.e., to construct or improve roads serving the National Forest and its resources, and which connect the National Forest to the main state transportation network.

### **Forest Highway Designation**

Forest Highways are designated as such if they meet certain criteria. The list of designated Forest Highways is not fixed. Routes can be added or removed at any time. Forest Highway route designation may be requested by the state department of transportation, by the USFS, or by a county through the state. Routes are designated by the FHWA, Western Federal Lands Highway Division Engineer with concurrence of the USFS and state department of transportation. Routes do not have to be designated before a project can be proposed, but a route must be designated before Forest Highway funds are expended on it.

Route designation proposals must contain information on the criteria listed below and must be coordinated with the local USFS representatives who can provide information on USFS use of the proposed route. USFS support for the proposed designation is very important.

*The Forest Service Manual Chapter 7700*

*7741.1 - Route Designation: Forest highways are a special classification of forest roads. They are specifically designated State or local government roads that meet the criteria listed in 23 CFR 660.105. The designation of forest highways is not intended to form a "system" of roads. Instead, the purpose of the designation is to identify State and local government roads that qualify for construction and reconstruction funding under the forest highway program.*

The challenge is that the Forest Highway routes in Washington are not by themselves a "system" of roads, but are part of the state's road system. Also, Washington Forest Highways are ideally part of a seamless system of travel from, for example, an urban area, interstate highway, or state highway to the heart of a national forest. Many roads in the State of Washington will meet the definition of a Forest Highway; the key is what roads need all or part of the Forest Highway Program to truly meet the needs of accessing the National Forests.

To be designated as a Forest Highway, a route must:

1. Be wholly or partially within, or adjacent to, and serving the National Forest System (NFS) (23 USC 101).
2. Be necessary for the protection, administration, and utilization of the NFS (23 USC 101).
3. Be necessary for the use and development of NFS resources (23 USC 101).
4. Be under the jurisdiction of a public authority and open to public travel (23 CFR 660. 105).
5. Provide a connection between NFS resources and one of the following (23 CFR 660. 105):
  - a. A safe and adequate public road
  - b. Communities
  - c. Shipping points
  - d. Markets dependent on these resources
6. Serve one of the following (23 CFR S660.105):
  - a. Local needs such as schools, mail delivery, commercial supply
  - b. Access to private property within the NFS
  - c. A preponderance of NFS generated traffic
  - d. NFS generated traffic that has a significant impact on road design or construction.

The Tri-Agency periodically conducts a network analysis for the all the designated Forest Highway routes within the state. This analysis evaluates each route to assure it continues to

meet the designation criteria above. The following additional guidance has been developed as part of this analysis:

- Preponderance of traffic as a designation criterion is important when the other criteria do not apply. Preponderance is not rigidly defined as a percentage of total traffic. It is intended to address situations where National Forest System traffic constitutes a significant portion of the road use, such as in a major resort or ski area.
- Forest Highway designation is appropriate when the National Forest System traffic volumes and types have a substantial impact on the road design and construction.
- Forest Highway designations should be designed so that the Forest Highway related traffic gets all the way to the primary highway. Forest Highway termini should begin (or end) at the next highest functional level classification when applicable.
- A Forest Highway designation may include segments inside of the urbanized area boundary (urban functional classification), however, urban sections are generally not eligible for Forest Highway funding unless the use from National Forest generated traffic is causing the need for the project. Project proponents would need to clearly convey what the Forest Highway funds would be used for in the urban sections by stating how the Forest Highway traffic generated from the forest use or resource extraction brings about the need for the proposed project. For example, log or chip truck traffic may require modifications to an intersection or the addition of a left turn lane. Enhancement type projects serving National Forest visitors (gateways, restroom, kiosks , etc.) would also be an example of an eligible project for Forest Highway funding within an urbanized area.
- Generally Forest Highway Routes do not allow designation or funding for interstate construction.
- Generally the Forest Highway Routes prefer the through routes to be designated versus designating a segment at each end. The goal is to designate logical routes that are seamless to the Forest related traffic.
- Forest Highway routes that connect to a Public Forest Service Road or major USFS arterial are preferred to validate the transportation system need.
- Generally the goal is to avoid duplication of access to similar areas of the forest. Consider the following in designation:
  - Does your route proposed a duplicate access?
  - Is there a currently designated route that could be dropped, after the new route is designated?
  - What other public roads serve the same or area designation?
  - Are both routes providing valuable access to the Forest?

A clear understanding of the kind of forest related traffic using the route (mining, recreation, forest, grazing) is essential.



## **Appendix C: Roles of the Partner Agencies**

In each state, the Forest Highway Program is administered jointly by the FHWA, the USFS, and the state department of transportation. Forest Highway projects are selected and developed under tri-agency partnerships, with input from local counties. There are 41 tri-agency partnerships involving the USFS regions, FHWA Federal Lands Highway Divisions and the state departments of transportation.

A Memorandum of Agreement defines the roles and responsibilities of each partner in the Washington Tri-Agency. The partners' roles are summarized below.

### **Role of the Washington Department of Transportation**

1. Proposes routes for Forest Highway designation.
2. Reviews routes proposed by the USFS for Forest Highway designation.
3. Identifies needs and provides information on State Forest Highway routes and projects.
4. Represents the counties' interests in proposing Forest Highway routes and projects.
5. Proposes projects for inclusion in the Forest Highway Program.
6. Jointly selects, with FHWA and the USFS, projects for the Forest Highway Program.
7. Appoints a member to the Interagency Project Team to study location alternatives and to obtain environmental clearance for a project.
8. Obtains necessary right-of-way (for State Forest Highway projects) at State expense and maintains completed construction.
9. If applicable, enters into a project agreement with FHWA.
10. Leads or concurs in Forest Highway project Plans, Specifications, and Estimates (PS&Es) on State routes.
11. Inspects and approves final construction on State routes.
12. May contribute cooperative funds to assist the construction or improvement of a Forest Highway Project.

### **Role of the USDA Forest Service**

1. Identifies needs and provides forest resource information as required for route and project support.
2. Proposes routes for Forest Highway designation.

3. Reviews routes proposed by the State for designation.
4. Coordinates with the State and counties on proposed Forest Highway routes and projects.
5. Proposes projects for inclusion in the Forest Highway Program.
6. Jointly selects projects for inclusion in the Forest Highway Program with FHWA and the State.
7. Appoints a member to the Interagency Project Team to study location alternatives and to obtain environmental clearance for a project.
8. If applicable, enters into a project agreement with FHWA.
9. Leads or concurs in project PS&Es.
10. Inspects and approves final construction.
11. May contribute cooperative funds to assist in the construction or improvement of a Forest Highway Project.

#### **Role of Western Federal Lands Highway Division**

1. Administers program funds.
2. Reviews and designates proposed Forest Highway routes.
3. Develops PIR.
4. Jointly selects projects for the Forest Highway Program with the State and USFS.
5. Approves the program of projects.
6. Drafts project agreement.
7. Appoints a member to the Interagency Project Team to study location alternatives and to obtain environmental clearance for a project.
8. Designs the project and approves the PS&Es.
9. Advertises, awards, and administers the construction contract.
10. Makes final acceptance of Forest Highway construction projects.

#### **Role of the County**

While counties do not have a direct role in the decision-making process of the Forest Highway Program, they are involved in the program because many of the present Forest Highway needs are on roads under the jurisdiction of and maintained by counties. The county:

1. Works with the local forest engineer and State Highway representatives in identifying candidate Forest Highway routes and projects and coordinates with the local forest engineer

and State to ensure that they support the proposed route or project. The State Highway agency will propose the county project or route to the Tri-Agency group.

2. May contribute cooperative funds to assist in construction or improvement of a Forest Highway project.
3. Role will expand to include the following when a project on a county road is selected for Forest Highway funding:
  - a. Enters into a project agreement with FHWA.
  - b. Cooperates with FHWA and USFS in the development of the project.
  - c. Appoints a member to the Interagency Project Team to study location alternatives and to obtain environmental clearance for a project.
  - d. Concurs in the project PS&Es.
  - e. Inspects and approves final construction.
4. Accepts jurisdiction of and maintains the project when construction is completed.



## Appendix D: 23 CFR 660, Subpart A—Forest Highways

### Authority:

16 USC 1608–1610; 23 USC 101, 202, 204, and 315; 49 CFR 1.48.

### Source:

59 FR 30300, June 13, 1994, unless otherwise noted.

### §660.101 Purpose.

The purpose of this subpart is to implement the Forest Highway (FH) Program which enhances local, regional, and national benefits of FHs funded under the public lands highway category of the coordinated Federal Lands Highways Program. As provided in 23 USC 202, 203, and 204, the program, developed in cooperation with State and local agencies, provides safe and adequate transportation access to and through National Forest System (NFS) lands for visitors, recreationists, resource users, and others which is not met by other transportation programs. Forest Highways assist rural and community economic development and promote tourism and travel.

### §660.103 Definitions.

In addition to the definitions in 23 USC 101(a), the following apply to this subpart:

*Cooperator* means a non-Federal public authority which has jurisdiction and maintenance responsibility for a FH.

*Forest highway* means a forest road under the jurisdiction of, and maintained by, a public authority and open to public travel.

*Forest road* means a road wholly or partly within, or adjacent to, and serving the NFS and which is necessary for the protection, administration, and utilization of the NFS and the use and development of its resources.

*Jurisdiction* means the legal right or authority to control, operate, regulate use of, maintain, or cause to be maintained, a transportation facility, through ownership or delegated authority. The authority to construct or maintain such a facility may be derived from fee title, easement, written authorization, or permit from a Federal agency, or some similar method.

*Metropolitan Planning Organization (MPO)* means that organization designated as the forum for cooperative transportation decision making pursuant to the provisions of part 450 of this title.

*Metropolitan Transportation Plan* means the official intermodal transportation plan that is developed and adopted through the metropolitan transportation planning process for the metropolitan planning area.

*National Forest System* means lands and facilities administered by the Forest Service (FS), U.S. Department of Agriculture, as set forth in the Forest and Rangeland Renewable Resource Planning Act of 1974, as amended (16 USC 1601 note, 1600–1614).

*Open to public travel* means except during scheduled periods, extreme weather conditions, or emergencies, open to the general public for use with a standard passenger auto, without restrictive gates or prohibitive signs or regulations, other than for general traffic control or restrictions based on size, weight, or class of registration.

*Public authority* means a Federal, State, county, town, or township, Indian tribe, municipal or other local government or instrumentality with authority to finance, build, operate, or maintain toll or toll-free facilities.

*Public lands highway* means: (1) A forest road under the jurisdiction of and maintained by a public authority and open to public travel or (2) any highway through unappropriated or unreserved public lands, nontaxable Indian lands, or other Federal reservations under the jurisdiction of and maintained by a public authority and open to public travel.

*Public road* means any road or street under the jurisdiction of and maintained by a public authority and open to public travel.

*Renewable resources* means those elements within the scope of responsibilities and authorities of the FS as defined in the Forest and Rangeland Renewable Resource Planning Act of August 17, 1974 (88 Stat. 476) as amended by the National Forest Management Act of October 22, 1976 (90 Stat. 2949; 16 USC 1600–1614) such as recreation, wilderness, wildlife and fish, range, timber, land, water, and human and community development.

*Resources* means those renewable resources defined above, plus other nonrenewable resources such as minerals, oil, and gas which are included in the FS's planning and land management processes.

*Statewide transportation plan* means the official transportation plan that is: (1) Intermodal in scope, including bicycle and pedestrian features, (2) addresses at least a 20-year planning horizon, and (3) covers the entire State pursuant to the provisions of part 450 of this title.

#### **§660.105 Planning and route designation.**

(a) The FS will provide resource planning and related transportation information to the appropriate MPO and/or State Highway Agency (SHA) for use in developing metropolitan and statewide transportation plans pursuant to the provisions of part 450 of this title. Cooperators shall provide various planning (23 USC 134 and 135) information to the Federal Highway Administration (FHWA) for coordination with the FS.

(b) The management systems required under 23 USC 303 shall fulfill the requirement in 23 USC 204(a) regarding the establishment and implementation of pavement, bridge, and safety management systems for FHs. The results of bridge management systems and safety

management systems on all FHs and results of pavement management systems for FHs on Federal-aid highways are to be provided by the SHAs for consideration in the development of programs under §660.109 of this part. The FHWA will provide appropriate pavement management results for FHs which are not Federal-aid highways.

(c) The FHWA, in consultation with the FS, the SHA, and other cooperators where appropriate, will designate FHs.

(1) The SHA and the FS will nominate forest roads for FH designation.

(2) The SHA will represent the interests of all cooperators. All other agencies shall send their proposals for FHs to the SHA.

(d) A FH will meet the following criteria:

(1) Generally, it is under the jurisdiction of a public authority and open to public travel, or a cooperator has agreed, in writing, to assume jurisdiction of the facility and to keep the road open to public travel once improvements are made.

(2) It provides a connection between adequate and safe public roads and the resources of the NFS which are essential to the local, regional, or national economy, and/or the communities, shipping points, or markets which depend upon those resources.

(3) It serves:

(i) Traffic of which a preponderance is generated by use of the NFS and its resources; or

(ii) NFS-generated traffic volumes that have a substantial impact on roadway design and construction; or

(iii) Other local needs such as schools, mail delivery, commercial supply, and access to private property within the NFS.

#### **§660.107 Allocations.**

On October 1 of each fiscal year, the FHWA will allocate 66 percent of Public Lands Highway funds, by FS Region, for FHs using values based on relative transportation needs of the NFS, after deducting such sums as deemed necessary for the administrative requirements of the FHWA and the FS; the necessary costs of FH planning studies; and the FH share of costs for approved Federal Lands Coordinated Technology Implementation Program studies.

#### **§660.109 Program development.**

(a) The FHWA will arrange and conduct a conference with the FS and the SHA to jointly select the projects which will be included in the programs for the current fiscal year and at least the

next 4 years. Projects included in each year's program will be selected considering the following criteria:

- (1) The development, utilization, protection, and administration of the NFS and its resources;
- (2) The enhancement of economic development at the local, regional, and national level, including tourism and recreational travel;
- (3) The continuity of the transportation network serving the NFS and its dependent communities;
- (4) The mobility of the users of the transportation network and the goods and services provided;
- (5) The improvement of the transportation network for economy of operation and maintenance and the safety of its users;
- (6) The protection and enhancement of the rural environment associated with the NFS and its resources; and
- (7) The results for FHs from the pavement, bridge, and safety management systems.

(b) The recommended program will be prepared and approved by the FHWA with concurrence by the FS and the SHA. Following approval, the SHA shall advise any other cooperators in the State of the projects included in the final program and shall include the approved program in the State's process for development of the Statewide Transportation Improvement Program. For projects located in metropolitan areas, the FHWA and the SHA will work with the MPO to incorporate the approved program into the MPO's Transportation Improvement Program.

**§660.111 Agreements.**

(a) A statewide FH agreement shall be executed among the FHWA, the FS, and each SHA. This agreement shall set forth the responsibilities of each party, including that of adherence to the applicable provisions of Federal and State statutes and regulations.

(b) The design and construction of FH projects will be administered by the FHWA unless otherwise provided for in an agreement approved under this subpart.

(c) A project agreement shall be entered into between the FHWA and the cooperator involved under one or more of the following conditions:

- (1) A cooperator's funds are to be made available for the project or any portion of the project;
- (2) Federal funds are to be made available to a cooperator for any work;

(3) Special circumstances exist which make a project agreement necessary for payment purposes or to clarify any aspect of the project; or

(4) It is necessary to document jurisdiction and maintenance responsibility.

**§660.112 Project development.**

(a) Projects to be administered by the FHWA or the FS will be developed in accordance with FHWA procedures for the Federal Lands Highway Program. Projects to be administered by a cooperator shall be developed in accordance with Federal-aid procedures and procedures documented in the statewide agreement.

(b) The FH projects shall be designed in accordance with part 625 of this chapter or those criteria specifically approved by the FHWA for a particular project.

**§660.113 Construction.**

(a) No construction shall be undertaken on any FH project until plans, specifications, and estimates have been concurred in by the cooperator(s) and the FS, and approved in accordance with procedures contained in the statewide FH agreement.

(b) The construction of FHs will be performed by the contract method, unless construction by the FHWA, the FS, or a cooperator on its own account is warranted under 23 USC 204(e).

(c) Prior to final construction acceptance by the contracting authority, the project shall be inspected by the cooperator, the FS, and the FHWA to identify and resolve any mutual concerns.

**§660.115 Maintenance.**

The cooperator having jurisdiction over a FH shall, upon acceptance of the project in accordance with §660.113(c), assume operation responsibilities and maintain, or cause to be maintained, any project constructed under this subpart.

**§660.117 Funding, records and accounting.**

(a) The Federal share of funding for eligible FH projects may be any amount up to and including 100 percent. A cooperator may participate in the cost of project development and construction, but participation shall not be required.

(b) Funds for FHs may be used for:

(1) Planning;

(2) Federal Lands Highway research;

(3) Preliminary and construction engineering; and

(4) Construction.

(c) Funds for FHs may be made available for the following transportation-related improvement purposes which are generally part of a transportation construction project:

- (1) Transportation planning for tourism and recreational travel;
- (2) Adjacent vehicular parking areas;
- (3) Interpretive signage;
- (4) Acquisition of necessary scenic easements and scenic or historic sites;
- (5) Provisions for pedestrians and bicycles;
- (6) Construction and reconstruction of roadside rest areas including sanitary and water facilities; and
- (7) Other appropriate public road facilities as approved by the FHWA.

(d) Use of FH funds for right-of-way acquisition shall be subject to specific approval by the FHWA.

(e) Cooperators which administer construction of FH projects shall maintain their FH records according to 49 CFR part 18.

(f) Funds provided to the FHWA by a cooperator should be received in advance of construction procurement unless otherwise specified in a project agreement.

## Appendix E: 23 USC 135 and 204

The text below is excerpted from Title 23, Chapter 1, subsection 135 and Chapter 2, subsection 204. The entire text of Title 23 is available online at:

<http://www.fhwa.dot.gov/safetealu/legis.htm>

### Sec 135. Statewide transportation planning

#### (a) General Requirements. —

(1) Development of plans and programs. — To accomplish the objectives stated in section 134 (a), each State shall develop a statewide transportation plan and a statewide transportation improvement program for all areas of the State, subject to section 134.

(2) Contents. — The statewide transportation plan and the transportation improvement program developed for each State shall provide for the development and integrated management and operation of transportation systems and facilities (including accessible pedestrian walkways and bicycle transportation facilities) that will function as an intermodal transportation system for the State and an integral part of an intermodal transportation system for the United States.

(3) Process of development. — The process for developing the statewide plan and the transportation improvement program shall provide for consideration of all modes of transportation and the policies stated in section 134 (a), and shall be continuing, cooperative, and comprehensive to the degree appropriate, based on the complexity of the transportation problems to be addressed.

#### (b) Coordination With Metropolitan Planning; State Implementation Plan. — A State shall—

(1) coordinate planning carried out under this section with the transportation planning activities carried out under section 134 for metropolitan areas of the State and with statewide trade and economic development planning activities and related multi-state planning efforts; and

(2) develop the transportation portion of the State implementation plan as required by the Clean Air Act (42 U.S.C. 7401 et seq.).

#### (c) Interstate Agreements. —

(1) In general. — The consent of Congress is granted to two or more States entering into agreements or compacts, not in conflict with any law of the United States, for cooperative efforts and mutual assistance in support of activities authorized under this section related to interstate areas and localities in the States and establishing authorities the States consider desirable for making the agreements and compacts effective.

(2) Reservation of rights. — The right to alter, amend, or repeal interstate compacts entered into under this subsection is expressly reserved.

#### (d) Scope of Planning Process. —

(1) In general. — Each State shall carry out a statewide transportation planning process that provides for consideration and implementation of projects, strategies, and services that will —

(A) support the economic vitality of the United States, the States, non-metropolitan areas, and metropolitan areas, especially by enabling global competitiveness, productivity, and efficiency;

(B) increase the safety of the transportation system for motorized and non-motorized users;

(C) increase the security of the transportation system for motorized and non-motorized users;

(D) increase the accessibility and mobility of people and freight;

(E) protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;

(F) enhance the integration and connectivity of the transportation system, across and between modes throughout the State, for people and freight;

(G) promote efficient system management and operation; and

(H) emphasize the preservation of the existing transportation system.

(2) Failure to consider factors. — The failure to consider any factor specified in paragraph (1) shall not be reviewable by any court under this title or chapter 53 of title 49, subchapter II of chapter 5 of title 5, or chapter 7 of title 5 in any matter affecting a statewide transportation plan, the transportation improvement program, a project or strategy, or the certification of a planning process.

(e) Additional Requirements. — In carrying out planning under this section, each State shall consider, at a minimum —

(1) with respect to non-metropolitan areas, the concerns of affected local officials with responsibility for transportation;

(2) the concerns of Indian tribal governments and Federal land management agencies that have jurisdiction over land within the boundaries of the State; and

(3) coordination of transportation plans, the transportation improvement program, and planning activities with related planning activities being carried out outside of metropolitan planning areas and between States.

(f) Long-Range Statewide Transportation Plan. —

(1) Development. — Each State shall develop a long-range statewide transportation plan, with a minimum 20-year forecast period for all areas of the State, that provides for the development and implementation of the intermodal transportation system of the State.

(2) Consultation with governments. —

(A) Metropolitan areas. — The statewide transportation plan shall be developed for each metropolitan area in the State in cooperation with the metropolitan planning organization designated for the metropolitan area under section 134.

(B) Non-metropolitan areas. — With respect to non-metropolitan areas, the statewide transportation plan shall be developed in consultation with affected non-metropolitan officials with responsibility for transportation. The Secretary shall not review or approve the consultation process in each State.

(C) Indian tribal areas. — With respect to each area of the State under the jurisdiction of an Indian tribal government, the statewide transportation plan shall be developed in consultation with the tribal government and the Secretary of the Interior.

(D) Consultation, comparison, and consideration. —

(i) In general. — The long-range transportation plan shall be developed, as appropriate, in consultation with State, tribal, and local agencies responsible for land use management, natural resources, environmental protection, conservation, and historic preservation.

(ii) Comparison and consideration. — Consultation under clause (i) shall involve comparison of transportation plans to State and tribal conservation plans or maps, if available, and comparison of transportation plans to inventories of natural or historic resources, if available.

(3) Participation by interested parties. -

(A) In general. - In developing the statewide transportation plan, the State shall provide citizens, affected public agencies, representatives of public transportation employees, freight shippers, private providers of transportation, representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, providers of freight transportation services, and other interested parties with a reasonable opportunity to comment on the proposed plan.

(B) Methods. - In carrying out subparagraph (A), the State shall, to the maximum extent practicable-

(i) hold any public meetings at convenient and accessible locations and times;

(ii) employ visualization techniques to describe plans; and

(iii) make public information available in electronically accessible format and means, such as the World Wide Web, as appropriate to afford reasonable opportunity for consideration of public information under subparagraph (A).

Sec. 204. Federal Lands Highways Program

(a) Establishment.--

- (1) In general.--Recognizing the need for all Federal roads that are public roads to be treated under uniform policies similar to the policies that apply to Federal-aid highways, there is established a coordinated Federal lands highways program that shall apply to public lands highways, park roads and parkways, refuge roads, and Indian reservation roads and bridges.
- (2) Transportation planning procedures.--In consultation with the Secretary of each appropriate Federal land management agency, the Secretary shall develop, by rule, transportation planning procedures that are consistent with the metropolitan and statewide planning processes required under sections 134 and 135.
- (3) Approval of transportation improvement program.--The transportation improvement program developed as a part of the transportation planning process under this section shall be approved by the Secretary.
- (4) Inclusion in other plans.--All regionally significant Federal lands highways program projects--
  - (A) shall be developed in cooperation with States and metropolitan planning organizations; and
  - (B) shall be included in appropriate Federal lands highways program, State, and metropolitan plans and transportation improvement programs.
- (5) Inclusion in state programs.--The approved Federal lands highways program transportation improvement program shall be included in appropriate State and metropolitan planning organization plans and programs without further action on the transportation improvement program.
- (6) Development of systems.--The Secretary and the Secretary of each appropriate Federal land management agency shall, to the extent appropriate, develop by rule safety, bridge, pavement, and congestion management systems for roads funded under the Federal lands highways program.

## Appendix F: 23 CFR 971 (Forest Highway Program Management Systems)

### Subpart A- Definitions

- § 971.100 Purpose
- § 971.102 Applicability
- § 971.103 Definitions

### Subpart B- Forest Highway Program Management Systems

- § 971.200 Purpose.
- § 971.202 Applicability.
- § 971.204 Management systems requirements.
- § 971.206 Funds for establishment, development, and implementation of the systems.
- § 971.208 Federal lands pavement management system (PMS).
- § 971.210 Federal lands bridge management system (BMS).
- § 971.212 Federal lands safety management system (SMS).
- § 971.214 Federal lands congestion management system (CMS).

**Source:** 69 FR 9480, Feb. 27, 2004, unless otherwise noted.

### Subpart A—Definitions

- § 971.100 Purpose.

The purpose of this subpart is to provide definitions for terms used in this part.

- § 971.102 Applicability.

The definitions in this subpart are applicable to this part, except as otherwise provided.

- § 971.104 Definitions.

*Alternative transportation systems* means modes of transportation other than private vehicles, including methods to improve system performance such as transportation demand management, congestion management, and intelligent transportation systems. These mechanisms help reduce the use of private vehicles and thus, improve overall efficiency of transportation systems and facilities.

*Elements* mean the components of a bridge that are important from a structural, user, or cost standpoint. Examples are decks, joints, bearings, girders, abutments, and piers.

*Federal lands bridge management system (BMS)* means a systematic process used by the Forest Service (FS), the Fish and Wildlife Service (FWS), and the National Park Service (NPS) for

collecting and analyzing bridge data to make forecasts and recommendations, and that provides the means by which bridge maintenance, rehabilitation, and replacement programs and policies may be efficiently and effectively considered.

*Federal lands congestion management system (CMS)* means a systematic process used by the FS, FWS, and NPS for managing congestion that provides information on transportation system performance, and alternative strategies for alleviating congestion and enhancing the mobility of persons and goods to levels that meet Federal, State, and local needs.

*Federal Lands Highway Program (FLHP)* means a federally funded program established in 23 U.S.C. 204 to address transportation needs of Federal and Indian lands.

*Federal lands pavement management system (PMS)* means a systematic process used by the FS, FWS, and NPS that provides information for use in implementing cost-effective pavement reconstruction, rehabilitation, and preventive maintenance programs and policies, and that results in pavement designed to accommodate current and forecasted traffic in a safe, durable, and cost-effective manner.

*Federal lands safety management system (SMS)* means a systematic process used by the FS, FWS, and NPS with the goal of reducing the number and severity of traffic accidents by ensuring that all opportunities to improve roadway safety are identified, considered, implemented, and evaluated as appropriate, during all phases of highway planning, design, construction, operation and maintenance, by providing information for selecting and implementing effective highway safety strategies and projects.

*Forest highway (FH)* means a forest road under the jurisdiction of, and maintained by, a public authority and open to public travel.

*Forest Highway Program* means the public lands highway funds allocated each fiscal year, as is provided in 23 U.S.C. 202, for projects that provide access to and within the National Forest system, as described in 23 U.S.C. 202(b) and 23 U.S.C. 204.

*Forest Highway Program transportation improvement program (FHTIP)* means a staged, multiyear, multimodal program of transportation projects in a State area consistent with the FH transportation plan and developed through the tri-party FH planning processes pursuant to 23 U.S.C. 204, and 23 CFR 660 subpart A.

*Forest Service transportation plan* means the official FH multimodal, transportation plan that is developed through the tri-party FH transportation planning process pursuant to 23 U.S.C. 204.

*Highway safety* means the reduction of traffic accidents on public roads, including reductions in deaths, injuries, and property damage.

*Intelligent transportation system (ITS)* means electronics, communications, or information processing, used singly or in combination, to improve the efficiency and safety of a surface transportation system.

*Life-cycle cost analysis* means an evaluation of costs incurred over the life of a project allowing a comparative analysis between or among various alternatives. Life-cycle cost analysis promotes consideration of total cost, including maintenance and operation expenditures. Comprehensive life-cycle cost analysis includes all economic variables essential to the evaluation including user costs such as delay, safety costs associated with maintenance and rehabilitation projects, agency capital costs, and life-cycle maintenance costs.

*Metropolitan planning area* means the geographic area in which the metropolitan transportation planning process, required by 23 U.S.C. 134 and 49 U.S.C. 5303–5306, must be carried out.

*Metropolitan planning organization (MPO)* means the forum for cooperative transportation decision-making for the metropolitan planning area pursuant to 23 U.S.C. 134 and 49 U.S.C. 5303.

*National Forest System* means all the lands and waters reported by the FS as being part of the National Forest System, including those generally known as National Forests and National Grasslands.

*Operations* means those activities associated with managing, controlling, and regulating highway traffic.

*Secretary* means the Secretary of Transportation.

*Serviceability* means the degree to which a bridge provides satisfactory service from the point of view of its users.

*State* means any one of the 50 States, the District of Columbia, or Puerto Rico.

*Transportation facilities* mean roads, streets, bridges, parking areas, transit vehicles, and other related transportation infrastructure.

*Transportation Management Area (TMA)* means an urbanized area with a population over 200,000 (as determined by the latest decennial census) or other area when TMA designation is requested by the Governor and the MPO (or affected local officials). It also must be officially designated by the Administrators of the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA). The TMA designation applies to the entire metropolitan planning area(s).

*Tri-party* means the joint, cooperative, shared partnership among the Federal Lands Highway Division (FLHD), State Department of Transportation (State DOT), and the FS to carry out the FH program.

Subpart B—Forest Highway Program Management Systems

**§ 971.200 Purpose.**

The purpose of this subpart is to implement 23 U.S.C. 204, which requires the Secretary and the Secretary of each appropriate Federal land management agency, to the extent appropriate, to develop by rule safety, bridge, pavement, and congestion management systems for roads funded under the FLHP.

**§ 971.202 Applicability.**

The provisions in this subpart are applicable to the FS, the Federal Highway Administration, and the State DOTs that are responsible for satisfying these requirements for management systems pursuant to 23 U.S.C. 204.

**§ 971.204 Management systems requirements.**

(a) The tri-party partnership shall develop, establish, and implement the management systems as described in this subpart. If the State has established a management system for FH that fulfills the requirements in 23 U.S.C. 303, that management system, to the extent applicable, can be used to meet the requirements of this subpart consistent with 23 CFR 660.105(b). The management systems may be tailored to meet the FH program goals, policies, and needs using professional engineering and planning judgment to determine the nature and extent of systems coverage consistent with the intent and requirements of this rule.

(b) The tri-party partnership shall develop and implement procedures for the acceptance of the existing, or the development, establishment, implementation, and operation of new management systems. The procedures shall include:

- (1) A process for ensuring the output of the management systems is considered in the development of the FH program transportation plans and transportation improvement programs, and in making project selection decisions under 23 U.S.C. 204;
- (2) A process for the analyses and coordination of all management systems outputs to systematically operate, maintain, and upgrade existing transportation assets cost-effectively;
- (3) A description of each management system;
- (4) A process to operate and maintain the management systems and their associated databases; and
- (5) A process for data collection, processing, analysis, and updating for each management system.

- (c) All management systems will use databases with a common or coordinated reference system, that can be used to geolocate all database information, to ensure that data across management systems are comparable.
- (d) Existing data sources may be used by the tri-party partnership to meet the management system requirements.
- (e) The tri-party partnership shall develop an appropriate means to evaluate the effectiveness of the management systems in enhancing transportation investment decision-making and improving the overall efficiency of the affected transportation systems and facilities. This evaluation is to be conducted periodically, preferably as part of the FS planning process.
- (f) The management systems shall be operated so investment decisions based on management system outputs can be accomplished at the State level.

**§ 971.206 Funds for establishment, development, and implementation of the systems.**

The FH program funds may be used for development, establishment, and implementation of the management systems. These funds are to be administered in accordance with the procedures and requirements applicable to the funds.

**§ 971.208 Federal lands pavement management system (PMS).**

In addition to the requirements provided in §971.204, the PMS must meet the following requirements:

- (a) The tri-party partnership shall have PMS coverage of all FHs and other associated facilities, as appropriate, funded under the FLHP.
- (b) The PMS may be based on the concepts described in the AASHTO's "Pavement Management Guide."<sup>1</sup>

<sup>1</sup> "Pavement Management Guide," AASHTO, 2001, is available for inspection as prescribed at 49 CFR part 7. It is also available from the American Association of State Highway and Transportation Officials (AASHTO), Publication Order Dept., P.O. Box 96716, Washington, DC 20090-6716 or online at <http://www.transportation.org/publications/bookstore.nsf>.

- (c) The PMS may be utilized at various levels of technical complexity depending on the nature of the transportation network. These different levels may depend on mileage, functional classes, volumes, loading, usage, surface type, or other criteria the tri-party partnership deems appropriate.
- (d) The PMS shall be designed to fit the FH program goals, policies, criteria, and needs using the following components, at a minimum, as a basic framework for a PMS:

(1) A database and an ongoing program for the collection and maintenance of the inventory, inspection, cost, and supplemental data needed to support the PMS. The minimum PMS database shall include:

- (i) An inventory of the physical pavement features including the number of lanes, length, width, surface type, functional classification, and shoulder information;
- (ii) A history of project dates and types of construction, reconstruction, rehabilitation, and preventive maintenance. If some of the inventory or historic data is difficult to establish, it may be collected when preservation or reconstruction work is performed;
- (iii) A condition survey that includes ride, distress, rutting, and surface friction (as appropriate);
- (iv) Traffic information including volumes and vehicle classification (as appropriate); and
- (v) Data for estimating the costs of actions.

(2) A system for applying network level analytical procedures that are capable of analyzing data for all FHs and other appropriate associated facilities in the inventory or any subset. The minimum analyses shall include:

- (i) A pavement condition analysis that includes ride, distress, rutting, and surface friction (as appropriate);
- (ii) A pavement performance analysis that includes present and predicted performance and an estimate of the remaining service life. Performance and remaining service life may be developed with time; and
- (iii) An investment analysis that:
  - (A) Identifies alternative strategies to improve pavement conditions;
  - (B) Estimates costs of any pavement improvement strategy;
  - (C) Determines maintenance, repair, and rehabilitation strategies for pavements using life cycle cost analysis or a comparable procedure;
  - (D) Provides for short and long term budget forecasting; and
  - (E) Recommends optimal allocation of limited funds by developing a prioritized list of candidate projects over a predefined planning horizon (both short and long term).

(e) For any FHs and other appropriate associated facilities in the inventory or subset thereof, PMS reporting requirements shall include, but are not limited to, percentage of roads in good, fair, and poor condition.

**§ 971.210 Federal lands bridge management system (BMS).**

In addition to the requirements provided in §971.204, the BMS must meet the following requirements:

(a) The tri-party partnership shall have a BMS for the FH bridges funded under the FLHP and required to be inventoried and inspected under 23 CFR 650, subpart C, National Bridge Inspection Standards (NBIS).

(b) The BMS may be based on the concepts described in the AASHTO's "Guidelines for Bridge Management Systems."<sup>2</sup>

<sup>2</sup> "Guidelines for Bridge Management Systems," AASHTO, 1993, is available for inspection as prescribed at 49 CFR part 7. It is also available from the American Association of State Highway and Transportation Officials (AASHTO), Publication Order Dept., P.O. Box 96716, Washington, DC 20090-6716 or online at <http://www.transportation.org/publications/bookstore.nsf>.

(c) The BMS shall be designed to fit the FH program goals, policies, criteria, and needs using the following components, as a minimum, as a basic framework for a BMS:

(1) A database and an ongoing program for the collection and maintenance of the inventory, inspection, cost, and supplemental data needed to support the BMS. The minimum BMS database shall include:

- (i) The inventory data required by the NBIS (23 CFR 650, subpart C);
- (ii) Data characterizing the severity and extent of deterioration of bridge elements;
- (iii) Data for estimating the cost of improvement actions;
- (iv) Traffic information including volumes and vehicle classification (as appropriate);  
and
- (v) A history of conditions and actions taken on each bridge, excluding minor or incidental maintenance.

(2) A system for applying network level analytical procedures at the State or local area level, as appropriate, and capable of analyzing data for all bridges in the inventory or any subset. The minimum analyses shall include:

- (i) A prediction of performance and estimate of the remaining service life of structural and other key elements of each bridge, both with and without intervening actions; and

(ii) A recommendation for optimal allocation of limited funds through development of a prioritized list of candidate projects over predefined short and long-term planning horizons.

(d) The BMS may include the capability to perform an investment analysis, as appropriate, considering size of structure, traffic volume, and structural condition. The investment analysis may:

- (1) Identify alternative strategies to improve bridge condition, safety, and serviceability;
- (2) Estimate the costs of any strategies ranging from maintenance of individual elements to full bridge replacement;
- (3) Determine maintenance, repair, and rehabilitation strategies for bridge elements using life cycle cost analysis or a comparable procedure; and
- (4) Provide short and long-term budget forecasting.

(e) For any bridge in the inventory or subset thereof, BMS reporting requirements shall include, but are not limited to, percentage of non-deficient bridges.

**§ 971.212 Federal lands safety management system (SMS).**

In addition to the requirements provided in §971.204, the SMS must meet the following requirements:

- (a) The tri-party partnership shall have an SMS for transportation systems providing access to and within National Forests and Grasslands, and funded under the FLHP.
- (b) The SMS may be based on the guidance in “Safety Management Systems: Good Practices for Development and Implementation.”<sup>3</sup>

<sup>3</sup> “Safety Management Systems: Good Practices for Development and Implementation,” FHWA and NHTSA, May 1996, may be obtained at the FHWA, Office of Safety, Room 3407, 400 Seventh St., SW., Washington, DC 20590, or electronically at <http://safety.fhwa.dot.gov/medial/documents.htm>. It is available for inspection and copying as prescribed at 49 CFR part 7.

(c) The tri-party partnership shall utilize SMS to ensure that safety is considered and implemented, as appropriate, in all phases of transportation system planning, design, construction, maintenance, and operations.

(d) The SMS may be utilized at various levels of complexity depending on the nature of the facility and/or network involved.

(e) The SMS shall be designed to fit the FH program goals, policies, criteria, and needs and shall contain the following components:

- (1) An ongoing program for the collection, maintenance, and reporting of a database that includes:
  - (i) Accident records with detail for analysis such as accident type using standard reporting descriptions (e.g., right-angle, rear-end, head-on, pedestrian-related, etc.), location, description of event, severity, weather, and cause;
  - (ii) An inventory of safety appurtenances such as signs, delineators, and guardrails (including terminals);
  - (iii) Traffic information including volume and vehicle classification (as appropriate); and
  - (iv) Accident rates by customary criteria such as location, roadway classification, and vehicle miles of travel.
- (2) Development, establishment, and implementation of procedures for:
  - (i) Where appropriate, routine maintenance and upgrading of safety appurtenances including highway rail crossing safety devices, signs, highway elements, and operational features,
  - (ii) Identifying, investigating, and analyzing hazardous or potentially hazardous transportation system safety problems, roadway locations, and features;
  - (iii) Establishing countermeasures and setting priorities to correct the identified hazards and potential hazards.
- (3) Identification of focal points for all contacts at State, regional, tribal, and local levels to coordinate, develop, establish, and implement the SMS among the agencies.

(f) While the SMS applies to appropriate transportation systems providing access to and within National Forests and Grasslands funded under the FLHP, the extent of system requirements (e.g., data collection, analyses, and standards) for low volume roads may be tailored to be consistent with the functional classification of the roads. However, adequate requirements should be included for each roadway to provide for effective inclusion of safety decisions in the administration of the FH program.

**§ 971.214 Federal lands congestion management system (CMS).**

(a) For purposes of this section, congestion means the level at which transportation system performance is no longer acceptable due to traffic interference. For portions of the FH network outside the boundaries of TMAs, the tri-party partnership shall:

- (1) Develop criteria to determine when a CMS is to be implemented for a specific FH; and
- (2) Have CMS coverage for the transportation systems providing access to and within National Forests, as appropriate, that meet minimum CMS criteria.

(b) The tri-party partnership shall consider the results of the CMS when selecting the implementation of strategies that provide the most efficient and effective use of existing and future transportation facilities.

(c) In addition to the requirements provided in §971.204, the CMS must meet the following requirements:

(1) For those FH transportation systems that require a CMS, in both metropolitan and non-metropolitan areas, consideration shall be given to strategies that reduce private automobile travel and improve existing transportation efficiency. Approaches may include the use of alternative mode studies and implementation plans as components of the CMS.

(2) A CMS will:

- (i) Identify and document measures for congestion (e.g., level of service);
- (ii) Identify the causes of congestion;
- (iii) Include processes for evaluating the cost and effectiveness of alternative strategies to manage congestion;
- (iv) Identify the anticipated benefits of appropriate alternative traditional and nontraditional congestion management strategies;
- (v) Determine methods to monitor and evaluate the performance of the multi-modal transportation system; and
- (vi) Appropriately consider the following example categories of strategies, or combinations of strategies for each area:
  - (A) Transportation demand management measures;
  - (B) Traffic operational improvements;
  - (C) Public transportation improvements;
  - (D) ITS technologies; and
  - (E) Additional system capacity.

## Appendix G: Forest Plan Functions

The table below summarizes the functions and limitations of National Forest Land and Resource Management Plans (Forest Plans) related to a variety of topics.

### What a Forest Plan Does and Does Not Do

<b>Topic</b>	<b>The Forest Plan does...</b>	<b>The Forest Plan does not...</b>
Laws, regulations, and policies	Use guidance provided by the Forest Service Handbook, Forest Service Manual, and other federal regulations and policies to create an over-arching management plan for the National Forest.	Make law, regulations, or policy. The revised Forest Plan is not a policy-making document; it reflects agency policy and goals.
Budget for local Forest Service operations	Consider the financial feasibility of implementing Plan goals and objectives.	Determine funding levels for the National Forest (budget allocations are determined in other ways).
Travel management	Identify what kinds of travel are suitable to particular parcels of land, based on desired future conditions (DFCs) and other designations. This can vary by season.	Make the decision to open, close, or otherwise restrict use of a specific road or trail to certain modes of travel (such as ATVs or mountain bikes). If the management objective for certain parcels changes, site-specific plans for road and trail management will have to be made separately from the Forest Plan to bring travel into compliance. Decisions about specific roads and trails are made through project-level NEPA analysis and decision documents.
Timber harvests	Identify sustainable annual yields. Identify which lands are suitable for timber harvests for various objectives, including timber production.	Identify individual areas that will be offered for sale.
Timber sales	Provide direction and standards to determine where and how sales can take place, based on goals and objectives.	Approve any site-specific timber sale.
Grazing allotments	Analyze and disclose which lands are suitable for grazing. Describe the parameters or standards grazing practice shall attain.	Make decisions about what to do with vacant allotments or allotment management plans and permit renewals.

## Appendix G: Forest Plan Functions

<b>Topic</b>	<b>The Forest Plan does...</b>	<b>The Forest Plan does not...</b>
Land exchanges	Identify values and considerations to be evaluated in potential exchange of land parcels. Identify landscapes where opportunities to consolidate landownership patterns should or should not be pursued to meet DFCs and objectives.	Identify or prioritize specific parcels for exchanges. Guidance for required analyses for land exchanges is in Forest Service manuals and handbooks.
Ski areas	Identify which lands have DFCs, objectives, standards, and suitability that emphasize ski-based resorts.	Approve creation of any additional infrastructure such as lifts, runs, or snowmaking facilities.
Endangered species	Provide DFCs, objectives, and standards to ensure sustainable habitat conditions for species that have been listed for protection under the Endangered Species Act.	Decide which species will be protected under the Endangered Species Act. These decisions are made by the U.S. Fish and Wildlife Service (USFWS).
Hunting and wildlife management	Describe desired conditions, objectives, and standards for managing the habitat for many game and non-game species.	Set hunting seasons, designate areas as open or closed to hunting, or set harvest levels or hunting fees. Seasons and limits are set by Washington Department of Fish & Wildlife (except for migratory birds, which are set by USFWS.)
Wilderness	Recommend to Congress those areas that are capable and suitable for designation as wilderness. Allocate land to area designations that are managed for wilderness values.	Create or designate lands as Wilderness.
Wild, scenic and recreational rivers	Identify river segments eligible for further study as wild, scenic, or recreational under the nation's Wild and Scenic Rivers Act. Allocate land to river corridors that must be managed to maintain the values that provide eligibility for wild, scenic, and/or recreational rivers.	Designate those rivers as wild, scenic, or recreational. A finding of eligibility does not automatically launch further study.
Law enforcement	Emphasize cooperative partnerships and collaborative activities with stakeholder groups, local communities, and governments.	Include directives about law enforcement, specify enforcement staffing, or budget for those operations.

Source: [http://www.fs.fed.us/r2/gmug/policy/plan\\_rev/lwg/mtg\\_notes/unc\\_notes/10102002\\_plans\\_do\\_dont.shtml](http://www.fs.fed.us/r2/gmug/policy/plan_rev/lwg/mtg_notes/unc_notes/10102002_plans_do_dont.shtml)