

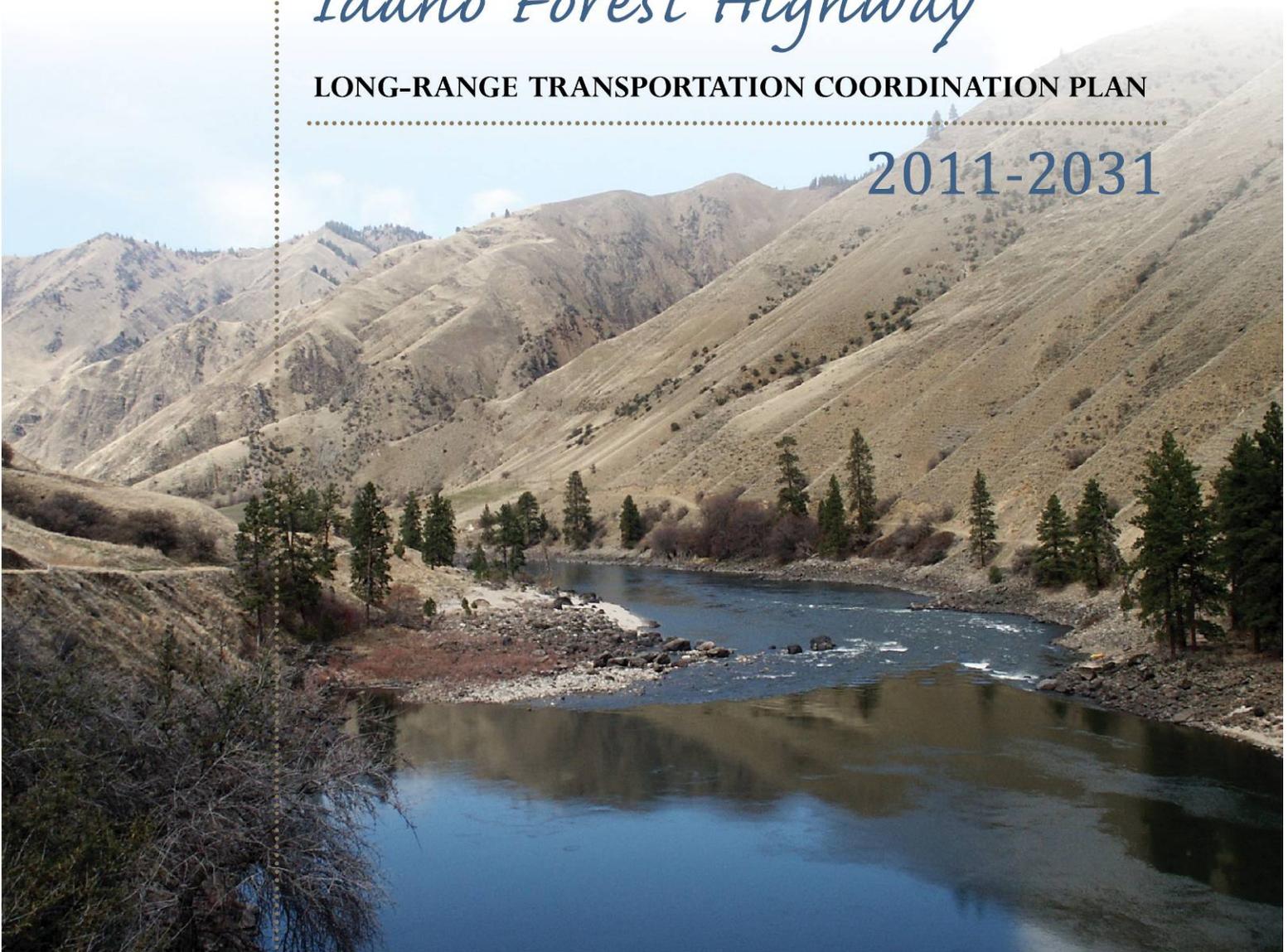
Draft: September 19, 2011

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

Idaho Forest Highway

LONG-RANGE TRANSPORTATION COORDINATION PLAN

2011-2031



Prepared by the Western Federal Lands
Highway Division in partnership with U.S.
Forest Service & Idaho Transportation
Department and in cooperation with the
Local Highway Technical Assistance Council.



Abbreviations and Acronyms

ADT	average daily traffic
AOP	Aquatic Organism Passage
ATS	Alternative Transportation System
CFR	Code of Federal Regulations
Coordination Plan	Idaho Forest Highway Long-Range Transportation Coordination Plan
FH	Forest Highway
FHWA	Federal Highway Administration
FR	Federal Register
IFG	Idaho Fish and Game
ITD	Idaho Transportation Department
LHTAC	Local Highway Technical Assistance Council
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	Idaho Strategic Highway Safety Plan
SMS	safety management system
SNRA	Sawtooth National Recreation Area
STIP	state transportation improvement program
TEA-21	Transportation Equity Act for the 21 st Century
TIP	transportation improvement program
USC	United States Code
USFS	US Department of Agriculture, Forest Service
WFLHD	FHWA, Western Federal Lands Highway Division

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1 Introduction

This 20-year transportation coordination plan describes the Idaho 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 Idaho Forest Highway Program. Those agencies are:

- Idaho Transportation Department (ITD);
- US Department of Agriculture, Forest Service (USFS), Northern Region (Region 1); and Intermountain Region (Region 4); and
- Federal Highway Administration (FHWA), Western Federal Lands (WFLHD).

The Idaho Forest Highway Program is administered by WFLHD in partnership with the USFS and ITD, together called the Tri-Agency. The Local Highway Technical Assistance Council (LHTAC) attends Tri-Agency meetings and is involved in the Idaho Forest Highway Program discussions, but does not have decision-making authority. Roles of the Tri-Agency members are defined in Appendix C, Roles of the Partner Agencies.

This Idaho 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 Idaho. Because funds are limited, it is essential to assess needs, set priorities, and efficiently manage and leverage funds from a variety of sources to meet transportation needs. This Coordination Plan provides a 20-year vision and mission for the Idaho 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 Idaho 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 Idaho 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 Idaho’s overall road system. They comprise approximately 1,708 miles of roadway in Idaho, ranging from single-lane rural roads to interstate freeways. Figure 1, Idaho Forest Highways, shows the designated Forest Highways in Idaho, as of 2009. A list of Idaho’s Forest Highways is in Appendix A. 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 Idaho, Forest Highways are managed by ITD, 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 indicates which public authorities have jurisdiction over the Forest Highways in Idaho.



Cascade Warm Lakes Forest Highway

Some examples of Forest Highways in Idaho include roads that cross the Rocky Mountains (like portions of Highway 12 or the link to the remote community of Atlanta on Forest Highway 82). Forest Highways also provide access to popular recreation areas, like Sun Valley and McCall, Idaho.

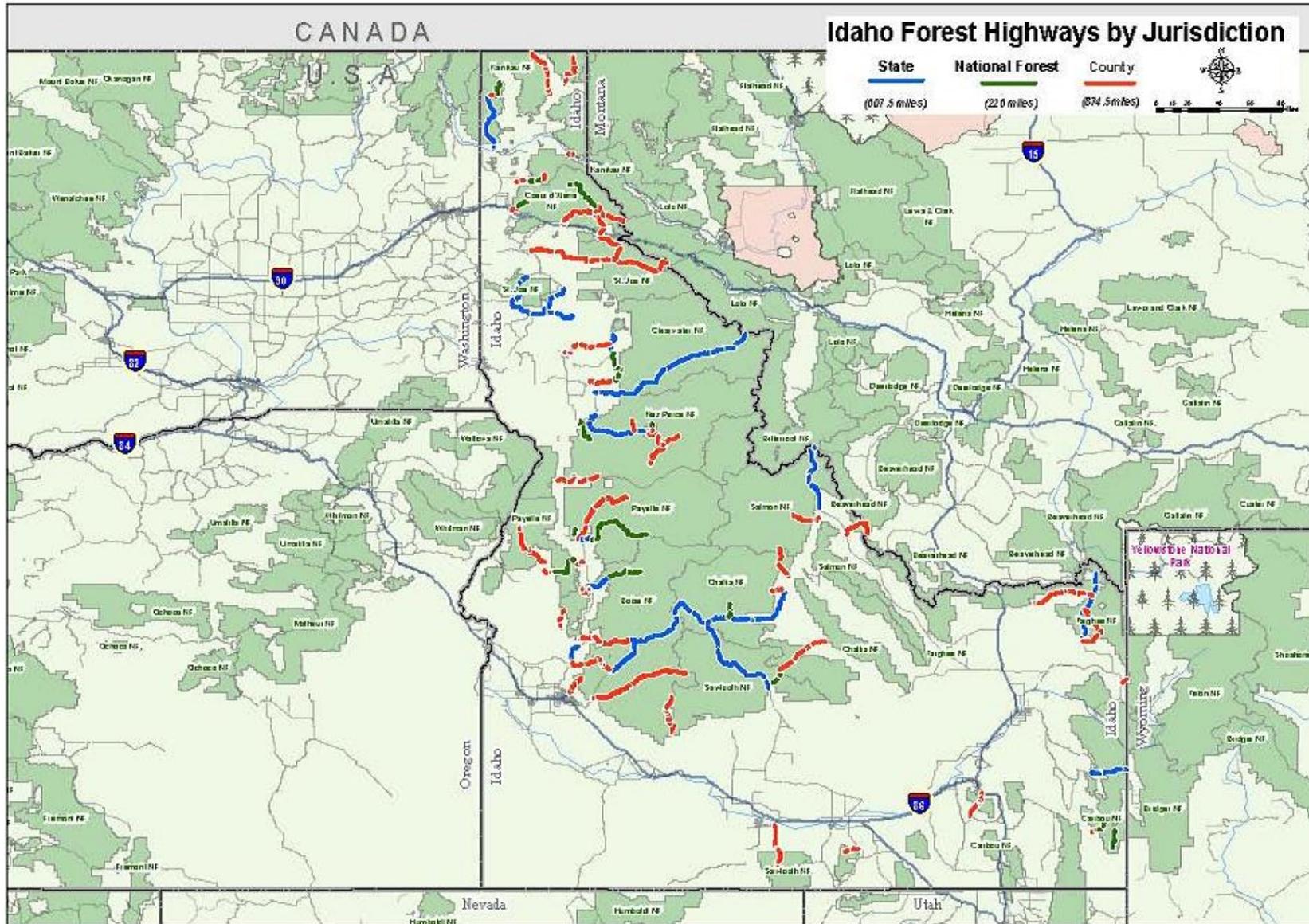


Figure 1. Idaho Forest Highways by Jurisdiction

1.2 Why Are Forest Highways Important?

Forest Highways derive their importance from the 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."



Sawtooth National Forest

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, 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 Idaho, Forest Highways are particularly important because about 38 percent of the land is NFS lands. Nearly 20.5 million acres of NFS lands (about 10.6 percent of all the NFS lands in the United States [USFS 2009]) are within Idaho's boundaries.

1.3 What Is the Idaho Forest Highway Program?

The Idaho 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. Idaho has approximately 1,708 miles of designated Forest Highways.

A reliable source of funding has not always been available to Forest Highways. Though Forest Highways were first defined in the Federal Highway Act of 1921, funding needed to develop and maintain these 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 this 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.

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 Idaho Forest Highway Program provides approximately \$13 million of federal transportation funding to Idaho each year for Forest Highways. The Forest Highway funding is in addition to the approximately \$166 million of annual federal funding provided to ITD for transportation projects in the state.

Projects funded by the Idaho Forest Highway Program occur on Forest Highways under various jurisdictions. Figure 2 shows Idaho 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 ITD highways, others on county or NFS 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 jurisdictions;

Introduction

- to help ensure that the most-needed projects receive funding and are implemented, so that the infrastructure remains in place to access Idaho's NFS resources and communities; and
- to lay the foundation for streamlined environmental review.

Residents and visitors in Idaho 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 Idaho 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 Idaho 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.¹ Text of the statewide transportation planning requirements of Subsections 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 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 March 31, 2012.

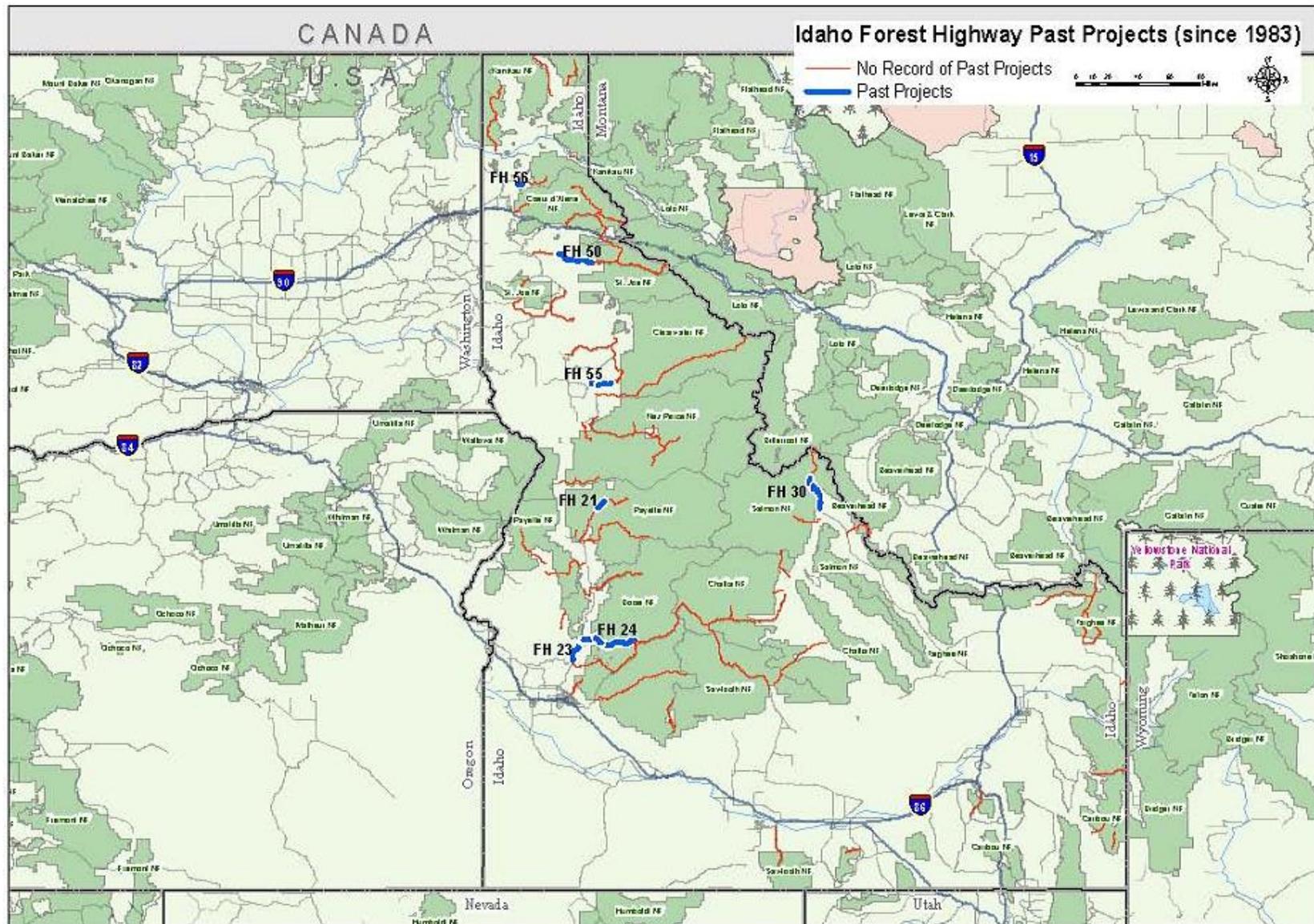


Figure 2. Idaho Forest Highways Past Projects (1983-2009)

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 Idaho 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 Idaho's Forest Highways, including USFS National Forest Land and Resource Management Plans ("Forest Plans"), USFS motor vehicle use maps, ITD's long-range transportation plan, and county comprehensive plans. Chapter 3 also describes 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 Idaho'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 utilize this Coordination Plan and to learn more about the planning process and 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 Idaho Forest Highway Program

The Tri-Agency Vision for the Idaho 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 Idaho 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 Mission and Vision 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 Idaho.

Idaho Forest Highway Program 20-Year Vision:

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

Idaho Forest Highway Program 20-Year Mission:

The Idaho Forest Highway Program will strive to meet USFS, community, and private goals to improve transportation access to Idaho'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 Idaho 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 Idaho Forest Highway Program.

The Idaho 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 Idaho 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 needs and address them.*

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.*

These 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 is accompanied by performance measures and quantifiable targets. The Tri-Agency will use those measures and targets to evaluate how well the Idaho 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 Idaho 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 Idaho Strategic Highway Safety Plan (SHSP) developed by ITD 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 3.1.4. The SHSP may also help project proponents develop proposals for safety projects.

Safety Goal:

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 utilize 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. This 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

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 Idaho, 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?

A RSA should be completed for each proposed project except, perhaps, for pavement preservation or enhancement projects. The RSA could be done concurrent with the Project Identification Report (see Section 4.2.3) or 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 through such actions as 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 Idaho Transportation Plan, “Idaho’s Transportation Vision, 2004-2034” (Idaho’s Transportation Partners 2004) and a specific investment guideline in 23 USC 135 for Statewide Planning. It is further emphasized by the requirement, under 23 USC 204, to utilize management system data (pavement, bridge, safety) in making transportation investment decisions.

Preservation Goal:

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

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 E 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 Idaho 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 Idaho 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:

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 Idaho'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 funding enhancement work in conjunction with forest highway projects. Enhancements are road-related improvements such as, but not limited to, interpretative signs, kiosks, restrooms, viewpoints, and trailheads. Enhancement work also includes improvements to scenic byway corridors. Forest Highway enhancement improvements are designed to benefit the Forest Highway users.

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. 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:

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-21² 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 Idaho 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

² TEA-21, the Transportation Equity Act for the 21st Century, is described in Section 3.3.1 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 one site in Idaho is addressed in the report, additional sites may be also benefit from the use of alternative transportation systems.

2.2.5 Environmental Quality and Health

Many of the Forest Highways in Idaho are older roads, built at a time when attention to environmental matters was not acknowledged or before environmental protection laws were enacted. While the past is the past, portions of these older roads remain today. 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:

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

As the Tri-Agency implements the Idaho 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 aquatic organisms and/or other wildlife, 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 (i.e., 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 ITD, 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 Idaho 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

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.

Idaho 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 project, 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 4.3.

A number of other planning efforts provide guidance in this area. They include the PACFISH and INFISH Management Strategies (USFS), the Western Governors' Association Wildlife Corridors Initiative (Western Governors' Association 2008), and the Boise River Wildlife Linkage Partnership. Section 3.4.6 provides 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 there is no natural alternative and the road interferes with wildlife's desired travel routes for food, shelter, social, migratory, or other needs.



Completed fish passage project



Deer using culvert crossing under US 93 in Montana. Photo by K. Foresman (Transportation Research Board, no date)

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 Idaho, ITD and the MPOs are involved in efforts related to climate change. In 2009, those efforts include ITD's Gas Emissions Reduction Action Plan. The studies and results of those efforts and others can inform the Tri-Agency's planning and decision-making processes.

The Idaho 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 that the Idaho 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 partner's long-range planning efforts related to Forest Highways. Each partner agency and county prepares its own long-range plans for managing the resources under its jurisdiction. The long-range plans that are particularly related to Idaho's Forest Highways include: USFS Forest Plans, ITD's long-range transportation plan ("Idaho's Transportation Vision 2004-2034"), and county comprehensive plans. Those plans are described in this chapter. Projects proposed for funding under the Idaho Forest Highway Program should be consistent with each of the plans. Additional information about the roles and responsibilities of each partner agency and the counties 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 in, 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 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 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 region when plans were amended by the PACFISH and INFISH decisions in 1995.

Forest Plans

The USFS has prepared a Land and Resource Management Plan (commonly referred to as 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, evaluates and 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 forest plan. Decisions about specific roads and trails are made

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

PACFISH and INFISH

USFS Regions 1, 4, and 6 and Bureau of Land Management's Montana, Idaho, Nevada, Oregon, and Washington offices have made commitments to improve aquatic resources through the PACFISH and INFISH Management Strategies. The PACFISH and INFISH Management Strategies are ecologically-based strategies that provide direction for improving aquatic resources in the Upper Columbia River Basin and the Upper Missouri River Basin in Montana. 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.³ 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. The PACFISH and INFISH strategies are considered to be an interim approach until USFS Forest Plans are revised. The strategies include standards and guidelines for transportation management within riparian areas and guidance for key watersheds.

Currently, there are no similar, formalized strategies for managing terrestrial connectivity issues. The USFS has informal agreements with Idaho Fish and Game (IFG) and ITD for managing highway crossings with regard to terrestrial crossings and terrestrial connectivity issues.

3.1.2 Travel Management Rule

The NFS transportation system is regulated under the Travel Management Rule (36 CFR part 212, subpart B), adopted in 2005. One impetus for the regulations was the large growth of off-road vehicle (OHV) use and capabilities and the resulting impacts on soil, water, wildlife habitat, and other recreational visitors. The Travel Management Rule 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.

Designated roads, trails, and areas 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 roads is included in each forest unit's transportation atlas. After the

³ Within the range of the northern spotted owl, the Northwest Forest Plan provides direction for management of federal forest lands.

roads, trails, and areas are designated, motor vehicle use not in accordance with the designations, including the class of vehicle and time of year, is prohibited.

3.1.3 Idaho Transportation Plan

“Idaho on the Move” (ITD 2010b) is the state’s long-range (20-year) transportation plan. The plan includes objectives and strategies related to three long-range goals: improving transportation safety, enhancing mobility, and supporting Idaho’s economic vitality. The plan describes ITD’s investment strategies, management principles (which reflect ITD’s philosophy toward serving Idaho’s citizens), and implementation plan.

According to ITD, performance management is critical to successful implementation of the long-range plan. Performance management is a continual process, and,

“ITD’s performance management framework directly links planning and investment activities to system and agency performance. Examples of this framework include:

- ***System management tools** that ensure objective and transparent data are used to support transportation decision-making and evaluate performance.*
- ***Performance planning** that establishes measurable and tangible performance targets.*
- ***ITD’s process for making near and long-term investments** based on objective data and collaborative decision-making.*
- ***Performance monitoring and reporting processes** that gauge progress toward performance targets and to ensure citizens have access to transparent performance information.*
- ***ITD’s continuous improvement model** that allows ongoing learning by staff to maximize the impact of our strategies and investments.” (ITD 2010b)*

“Idaho on the Move” provides an implementation schedule with action items clearly related to the performance management process. The implementation schedule shows scheduled updates of the various ITD plans, such as the highway plan and highway safety plan, and identifies internal ITD actions as well as actions to be undertaken with stakeholder and public involvement.

3.1.4 Idaho Strategic Highway Safety Plan

Idaho’s Strategic Highway Safety Plan (SHSP) (ITD 2010a) is a statewide coordinated safety plan that provides a comprehensive framework for programs and projects to reduce highway fatalities and serious injuries on all public roads. The SHSP is a data-driven, comprehensive plan that establishes statewide goals, emphasis areas, and strategies. It provides guidance for other safety plans, is consistent with ITD’s annual strategic plan and the Statewide Transportation Improvement Program (STIP), and is used to guide transportation investment decisions in Idaho.

Idaho's selected performance measures and goals are based on a five-year moving average for fatalities, serious injuries, and fatality rate. It also sets an annual goal for seat belt use. ITD issued its first SHSP in 2005; an update was issued in 2010.

To comply with the federal requirements, ITD develops and publishes a list of safety improvement projects in its annual Highway Safety Performance Plan and Annual Report. Those safety improvement projects are scheduled into the STIP. Such projects, if proposed on a designated Forest Highway, may be good candidates for Forest Highway Program funding because: 1) they would already be included on the STIP, demonstrating consistency with other transportation plans, and 2) there may be an opportunity to combine state funds with Forest Highway Program funds.

3.1.5 Regional Transportation Plans

Regional Transportation Plan (RTPs) are the long-range (20-year) transportation and land use plans prepared by the state's designated MPOs—urban areas with populations of 50,000 or more. Idaho's MPOs are: Kootenai, Lewis and Clark Valley, COMPASS (i.e. Community Planning Organization of Southwest Idaho, which includes the cities of Nampa and Boise), Bonneville, and Bannock. All of the state's MPOs are near National Forests.

The federal government requires MPOs to develop and maintain RTPs in exchange for access to federal funding for transportation improvements. 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 Comprehensive Plans

Each county comprehensive plan serves as a decision-making framework and policy guide for decisions concerning the future physical development of the county, and the facilities and services that support that development. Those facilities include the county's transportation system. County comprehensive plans are updated when conditions change or on a periodic basis.

3.2 Transportation Improvement Programs

3.2.1 State and Regional Transportation Improvement Programs

Idaho's Statewide Transportation Improvement Program, known as the STIP, is a four-year plan developed by ITD. 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.

3.2.2 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 Highway⁴ 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 21st 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 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.

SAFETEA-LU, enacted in 2005, 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

⁴ The Federal Lands Highway field organization consists of three divisions: Eastern Federal Lands, Central Federal Lands, and Western Federal Lands. WFL serves Oregon, Washington, Idaho, Montana, Wyoming, and Alaska.

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, IFG). 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 D.

Generally, 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.

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. The Idaho Forest Highway Program is affected by rising costs of construction and is simply unable to deliver as many miles of road construction today as 10 years ago.

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 Idaho 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 a 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 Idaho 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 Idaho Forest Highway Program should 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 one site in Idaho, on the Sawtooth National Forest near the Sun Valley-Ketchum resort complex. The study suggests implementing a permanent winter shuttle service between Galena Lodge and Sun Valley-Ketchum, plus potential summer shuttle service (see Figure 3). The study also identified a trail at Redfish Lake and shoulder and safety improvements along state highway 75 in the Wood River Valley.

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.

Sawtooth National Recreation Area (Sawtooth National Forest) Transit Expansion and Pedestrian/Bicycle Trail

Central Idaho's Sawtooth National Recreation Area (SNRA) encompasses 756,000 acres of pristine alpine wilderness, glacial lakes, high peaks, and open valleys. The SNRA appears to have a high need for ATS, primarily because of its high level of visitation and proximity to the Sun Valley-Ketchum resort complex. Anticipated increases in outdoor recreational visitors, especially cross-country skiers in the North Valley area, will push existing parking facilities over capacity in the near future, creating a potentially more dangerous situation than already exists. Therefore, the SNRA needs to immediately manage short-term transportation impacts to the site.



During the 2002-2003 winter seasons, the regional travel demand management organization, Wood River Ride Share, in cooperation with the Blaine County Recreation District and the USFS, staged a successful demonstration of a limited-schedule, free-fare shuttle between Sun Valley- Ketchum and the Galena Lodge cross-country skiing area in the southern portion of the SNRA.

North Valley-Galena Express Demonstration

Based on the demonstration project, implementation of a permanent winter shuttle service would be relatively straightforward because of the demonstrated strong support from local business and a growing demand for recreational shuttle services. Expansion of the Galena Lodge to Sun Valley-Ketchum shuttle service to the peak summer visitation season also appears worthy of additional investigation. Additional alternative transportation system improvements have been identified and include a pedestrian/bicycle trail at Redfish Lake in the Sawtooth Valley, and shoulder and safety improvements along State Route 75 in the Wood River Valley.

Source: Cambridge Systematics, Inc. 2004

Figure 3. Example of Proposed Alternative Transportation System Project in Idaho: Sawtooth National Recreation Area Shuttle Service

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.

3.4.4 Fluctuations in Revenue

As many Idahoans know, there has been a shift in economic activities associated with National Forests in the state. Timber harvest levels on National Forests have declined significantly over the last two decades and are now near their lowest levels since World War II (Brandt et al. 2010). While National Forests in Idaho 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.

Forest products companies operate in 30 of Idaho's 44 counties (Idaho Forest Products Commission 2010). 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.

3.4.5 Economic Development Opportunities

The economic impacts of tourism and recreation on federal lands 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, Idaho contains a large number of National Forests. National Forest System lands comprise about 39% of Idaho's land area. In Idaho, there are:

- 12 National Forest Units and 1 National Grassland (7 percent of the total 175 National Forest Units and Grasslands in the United States)
- Approximately 20.5 million acres of NFS lands (10.6 percent of all the NFS lands within the United States [USFS 2009])
- 8.1 million National Forest visits (9.8 million site visits) annually (about 5 percent of all federal lands visits nationally) (USFS 2010)

- 1,708 miles of Forest Highways (5.5 percent of the 31,200 miles of Forest Highways in the United States)

Forests make a significant contribution to Idaho's economy. In relation to the size of the total state economy, Idaho's forest products industry is one of the most significant in the nation. In 2004, Idaho ranked 8th among all states in lumber production (Cook and O'Laughlin 2006). Idaho's wood and paper industries account for nearly one-fifth of all the labor income generated in the state, and more than one-tenth of the state's total employment (Idaho Forest Products Commission 2010). Even in 2009, while the forest products industry was negatively affected by the collapse of the US housing industry and related global financial crisis, the sales value of Idaho's primary wood and paper products industry was just over \$1.4 billion and the number of industry workers was about 10,800 (Brandt et al. 2010).

According to a report by the Outdoor Industry Foundation, outdoor recreation in the state is estimated to contribute more than \$2.2 billion annually to Idaho's economy and to support 37,000 jobs across the state (Outdoor Industry Foundation 2006). Leading outdoor activities are camping, wildlife viewing, trail sports (hiking, backpacking, rock climbing, etc.), and bicycling. Other outdoor recreation activities measured in the Outdoor Industry Foundation report were fishing, snow sports, paddling, and hunting.

Considering the above information, it is apparent that Idaho'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 also act as barriers to movement of both aquatic and terrestrial wildlife species, affecting their ability to find food, breed, and thrive.

Recognizing the importance of considering wildlife and aquatic organism movement in the Forest Highway Program, the Tri-Agency supports the following action items from the Western Governors' Association Wildlife Corridors Initiative (Western Governors' Association 2008):



*Motorists meet elk on Idaho roadway
(Boise River Wildlife Linkage Project 2010)*

- 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.

Part of preserving wildlife corridors is providing safe road crossings for wildlife and aquatic organisms. Partnerships throughout Idaho, primarily between ITD and IFG, are involved in a number of efforts to do so. One example is the Boise River Wildlife Linkage Project, which involves ITD and IFG plus the City of Boise, Ada and Boise counties, the USFS, and other partners. The partnership is mainly focused on reducing vehicle-wildlife collisions on Highway 21. Its largest project is construction of a highway underpass for wildlife combined with wildlife fencing; project construction began in 2010. Signs showing the tally of wildlife killed along Highway 21 to educate motorists of the danger of wildlife-vehicle collisions. The project is illustrated in the photos below (Boise River Wildlife Linkage Project 2010).



Proposed underpass near milepost 18, Highway 21



Photo simulation of completed underpass



Project construction



Tally sign on Highway 21

There are many examples of successful aquatic and wildlife crossings throughout the US. However, wildlife passages are not always successful. They need to be located, designed, and built appropriately. As Forest Highway projects are developed, the partner agencies will work

together and with other agencies, such as ODFW, to identify needs and opportunities to enhance wildlife corridors and to develop appropriate aquatic and wildlife crossings.

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, ITD, and WFLHD. Although the Forest Highway public involvement and planning processes are distinct from those specific to the counties, USFS, and ITD, 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 Idaho, such as the state’s long-range transportation plan, RTPs prepared by the state’s MPOs, 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 of 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 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 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.

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 Idaho 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 Idaho Forest Highway Program (see Chapter 2),
- how the project aligns with transportation plans and other relevant planning documents, and

4.1 Funding and Investment Strategy and Guidelines

Funding for the Idaho Forest Highway Program may remain at current levels or may experience minor increases in the next 20 years. In either case, 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 Idaho 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 will generally 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 Idaho Tri-Agency. The “best” projects, that is, the projects that will be selected for funding through the Idaho 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, Idaho's long-range transportation plan, 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 Idaho Forest Highway investment strategy and guidelines, and the goals of the Idaho 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 and, if desired, issue 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 4.3 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 ITD with LHTAC. 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 4. In Idaho, in addition to the call for projects, there are separate calls specifically for enhancement projects. This call is similar to the process identified below.

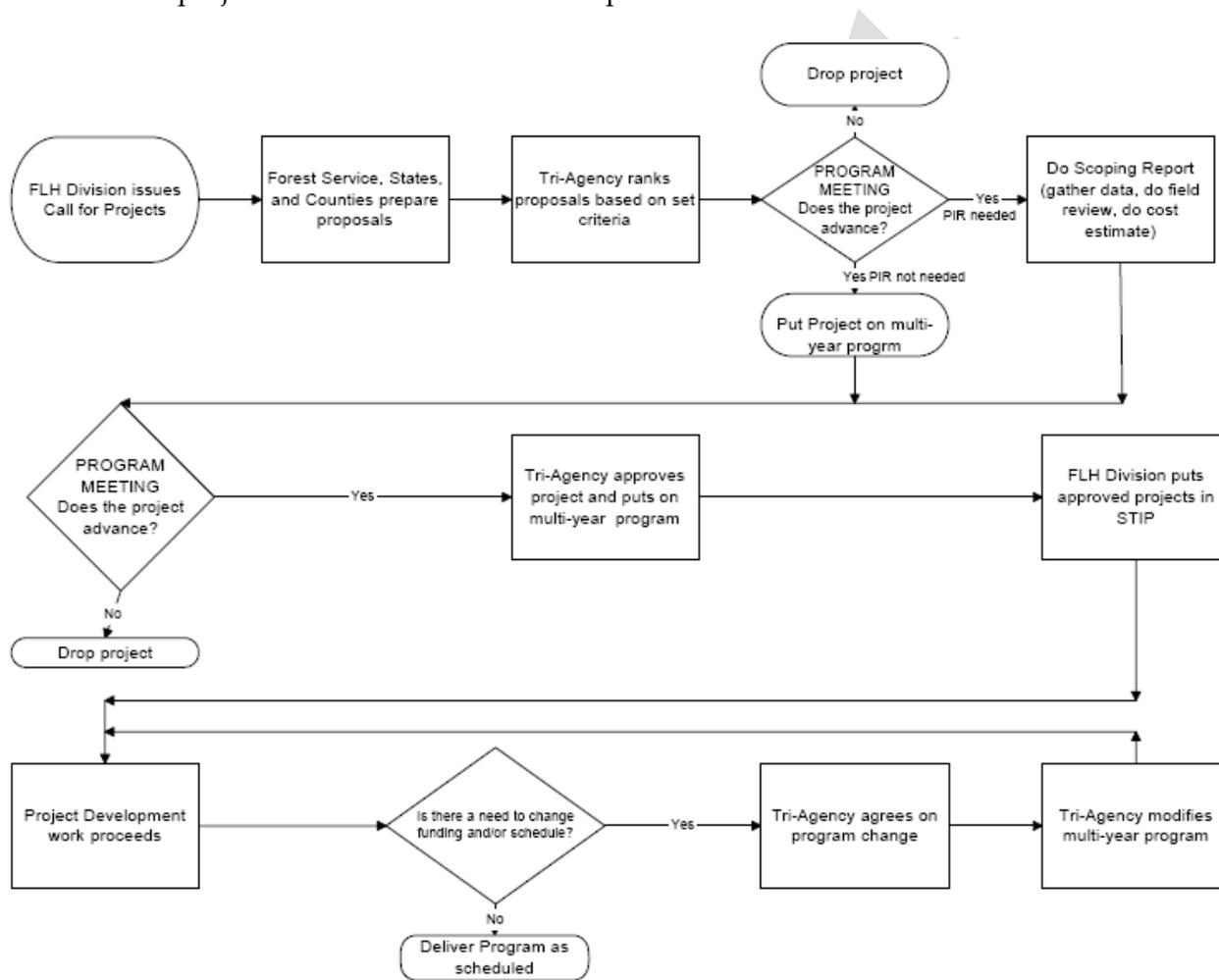


Figure 4. Typical Forest Highway Project Selection and Development Process

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 CFR 660, the Idaho 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 CFR 660 criteria to meet the needs of the Idaho Forest Highway Program for the next 20 years, 2011 to 2031.

Inventory results of the pavement, bridge, and safety management systems, which provide information about the existing conditions on Idaho 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 the PIR is a key step in the process of selecting and programming projects for the Idaho Forest Highway Program. The PIR is prepared for proposed projects that meet the goals, selection criteria and are within the funding amount proposed for Forest Highway programming. PIRs 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.

The 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 will help 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 the PIR is the 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. The 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.

The 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 the problem need to be solved)?

The purpose and need statement should drive the development of project alternatives. Preliminary alternatives that are determined to 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 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.

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 Condition of Idaho 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 Idaho. 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

Based on current data, 1,284 miles of the total 1,708 miles of Forest Highways in Idaho are paved. Of the paved miles, 61 percent were in good condition, 85 percent were in good or fair condition, and 15 percent were in poor condition based on a 2004 condition inventory.

The table below shows the condition of Idaho’s paved Forest Highways, based on the 2004 data. Figure 5 shows Idaho’s Forest Highways by road condition. Figure 6 shows Idaho’s Forest Highways by surface type.

Existing Conditions of Idaho’s Forest Highways

Facility	Condition			
	Good	Good or Fair	Poor	Deficient
Forest Highways (paved)	76%	99%	1%	
Bridges on Forest Highways				11%

Source: Federal Lands Highway Roadway Inventory, 2004

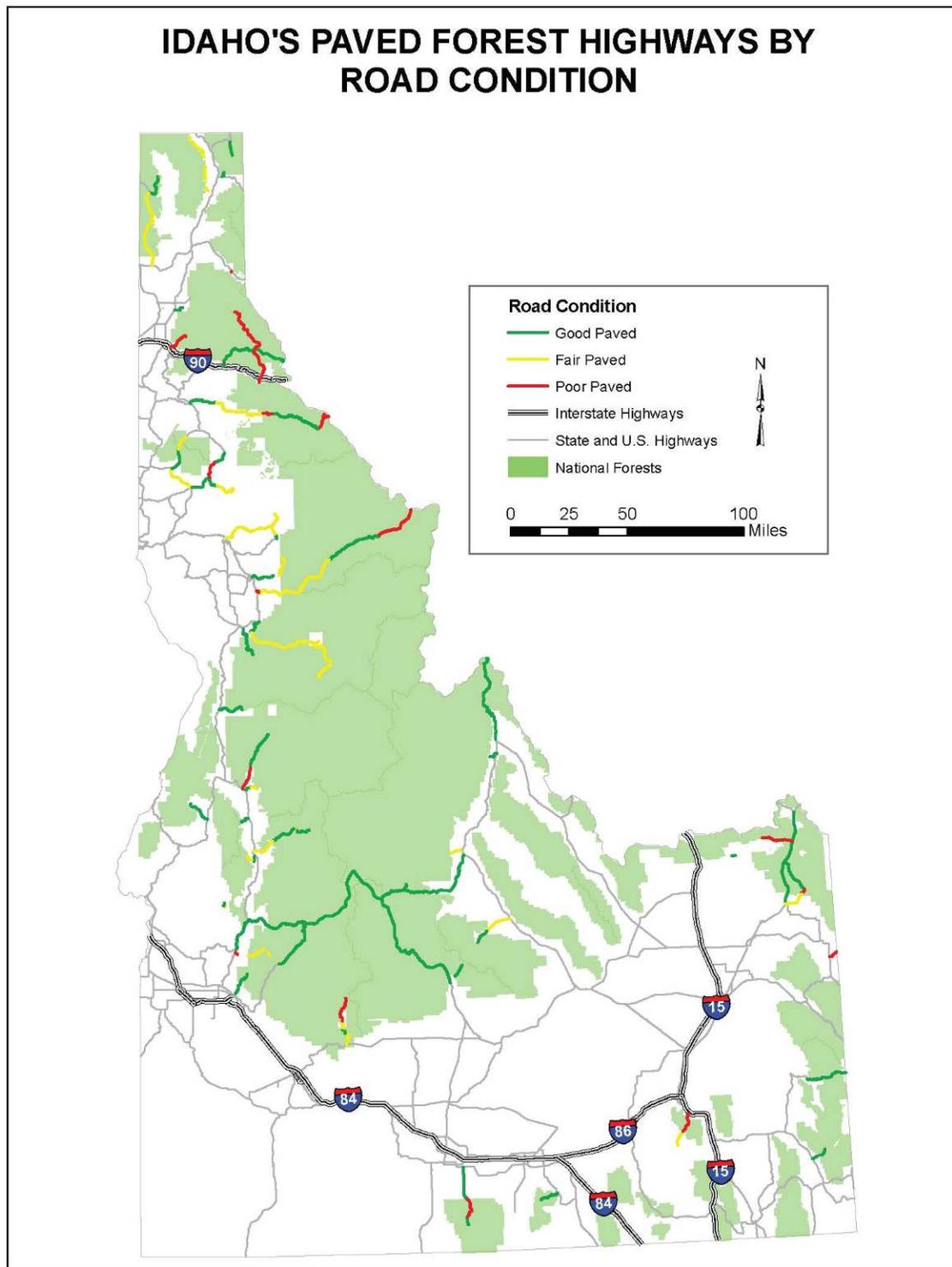
5.1.2 Bridge Condition

In 2004, there were 239 bridges on Forest Highways in Idaho. Of those, 26 (about 11 percent) were identified as in deficient condition, which is shown in the table above. Recent events have focused public attention on bridge conditions. Each bridge on an Idaho Forest Highway is inspected at set intervals and is included in the National Bridge Inventory System.

5.1.3 Safety

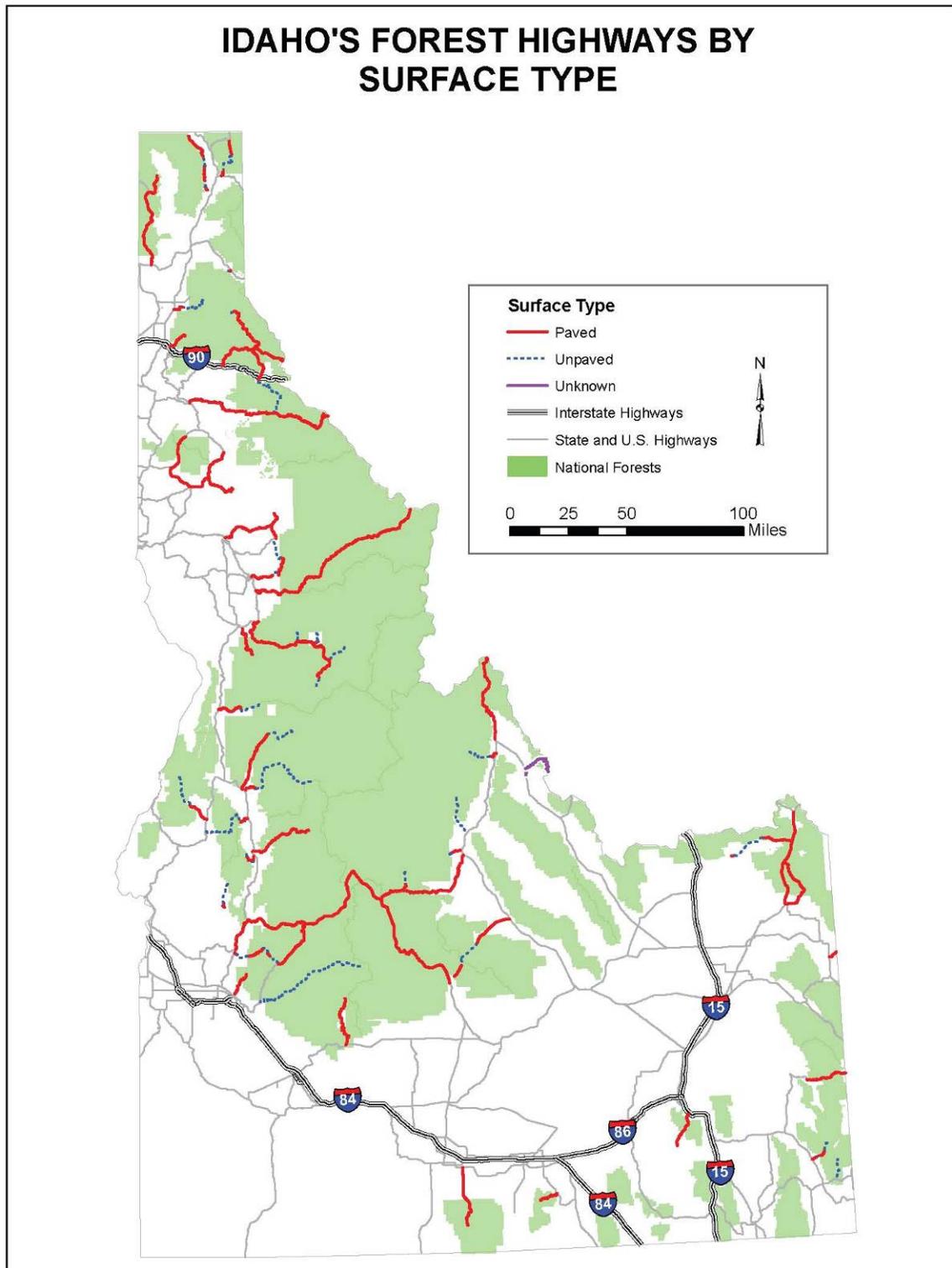
Safety is always a high priority in transportation. FHWA, state departments of transportation, and the USFS continue to emphasize safety at national, regional, and local levels. SAFETEA-LU requires ITD to develop a Strategic Safety Plan to address the state’s highway safety needs.

Most Idaho Forest Highways are in rural areas. Although crash data specific to Idaho Forest Highways are not available, national and ITD crash data indicate that serious crashes are more likely to occur on rural highways than on highways in urban or suburban areas.



Source: Federal Lands Highway Roadway Inventory, 2004

Figure 5. Road Condition of Idaho Forest Highways, 2004



Source: Federal Lands Highway Roadway Inventory, 2004

Figure 6. Idaho Forest Highways by Road Surface Type, 2004

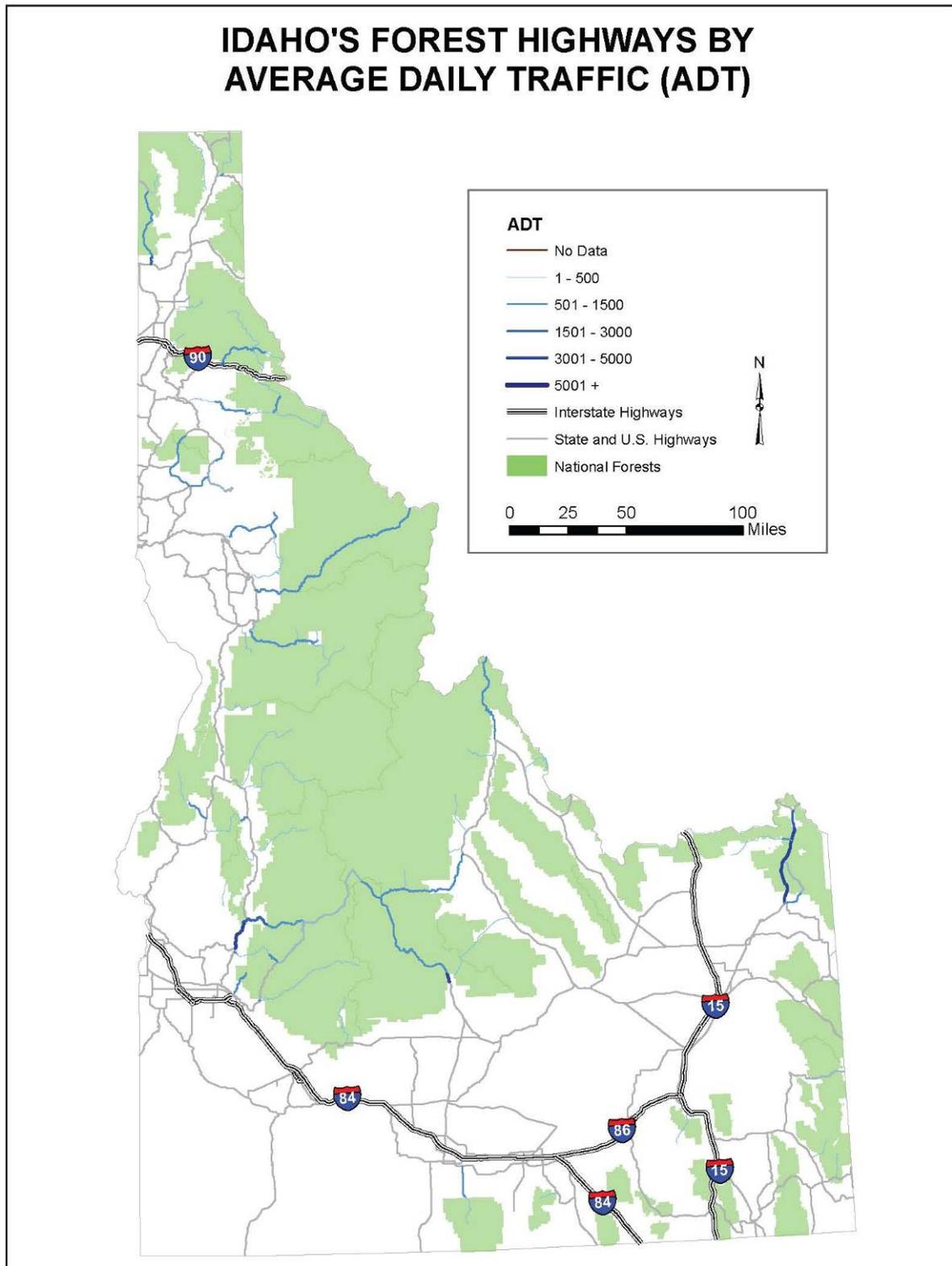
National statistics suggest that, although fewer traffic accidents (crashes) occur on rural roads, those that occur are often more serious than crashes in urban areas. According to the US Government Accountability Office (GAO), about 60 percent of national traffic fatalities in 1999 occurred on rural roads, even though only about 40 percent of vehicle miles traveled were on rural roads (US 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 (US GAO 2001). In particular, all rural roads other than interstates had a relatively high number of accident fatalities when adjusted for miles traveled.

In Idaho, about 77 percent of fatal crashes in 2008 occurred on rural roads, while 39 percent of all crashes occurred on rural roads (ITD 2009). The number of fatal crashes on rural highways was more than 3.3 times higher than those on urban highways (ITD 2009). In 2008, 88 percent of the total road mileage in Idaho was classified as rural roadway – probably the main reason that Idaho’s fatality rate is higher than that of the US as a whole (ITD 2009).

5.1.4 Congestion

Congestion is usually not an issue on Forest Highways in Idaho, although there are some exceptions. The average daily traffic volumes (ADT) of Idaho Forest Highways are shown on Figure 7.

As shown on Figure 7, traffic volumes are 3,000 to 5,000 ADT on parts of Idaho’s Forest Highway system. With such heavy traffic volumes, some of Idaho’s Forest Highways experience traffic congestion. Alternative transportation modes, such as shuttle service, and other improvements are also being considered to reduce traffic congestion in some areas, such as the Sawtooth National Recreation Area, near the Sun Valley-Ketchum resort complex.



Source: Federal Lands Highway Roadway Inventory, 2004

Figure 7. Average Daily Traffic (ADT) on Idaho 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 Idaho Forest Highway Program, this Coordination Plan also outlines future planning activities, 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 Idaho 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 Idaho 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 5 years 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

For each update of this Coordination Plan, the Tri-Agency will solicit and consider input from the public and other agencies. The Tri-Agency will make draft plan updates available for review and comment, seeking input through public outreach and agency coordination.

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.

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 group of agencies that administer the Idaho Forest Highway Program. This group includes the Western Federal Lands Highway Division of the Federal Highway Administration, the US Department of Agriculture Forest Service, and the Idaho 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: Idaho Forest Highway Inventory

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The following lists the designated Forest Highway for the State of Idaho as of April 29, 2010.

FH No.	Name	Description	Forest	County(ies)	Segment Length (miles)	Jurisdiction	Segment Length (miles)	Total Length (miles)
6	Priest River Road	From the intersection of State Route 57 and US Hwy 2 in Priest River, northerly 36.7 miles on Priest River Road (State Route 57) to the intersection with FDR 1339, 0.5 miles north of Nordman.	Kaniksu	Bonner	36.7	State	36.7	36.7
9	Enaville-Thompson Pass	From the intersection Enaville - Thompson Pass and I-90 (exit 43), west of Enaville, easterly 38.4 miles on Enaville - Thompson Pass to the Idaho - Montana state line at Thompson Pass.	Coeur d'Alene	Shoshone	38.4	County	38.4	38.4
15	Harvard - Emida Highway	From the intersection of Harvard - Emida Highway (State Route 6) and State Route 9 at Harvard, northerly 10.4 miles on the Harvard - Emida Highway (State Route 6) to the Latah - Benewah county boundary, and then northerly 8.0 miles on the Harvard - Emida Highway (State Route 6) to the intersection with Sanders Road in Emida. This is part of the White Pine Scenic Byway.	St. Joe	Latah	10.4	State	18.4	18.4
			Nez Perce	Benewah	8.0			
16	Lewis and Clark Highway	From the intersection of US Hwy 12 and State Route 13 in Kooskia, northeasterly 101.3 miles on the Lewis and Clark Highway (US Hwy 12) to Lolo Pass at the Idaho - Montana state boundary. This is part of the Lewis and Clark Trail and the Northwest Passage Scenic Byway.	Nez Perce	Idaho	101.3	State	101.3	101.3
18	Elk City Highway	From the intersection of State Route 14 and State Route 13, 2 miles south of Harpster, easterly 46.7 miles on the Elk City Hwy (State Route 14) to the intersection with CR 443 in Elk City.	Nez Perce	Idaho	46.7	State	46.7	46.7
21	Warren Wagon Road	From the intersection of Warren Wagon Rd. (FDR 21) and State Route 55 in McCall, northeasterly 22.5 miles on Warren Wagon Rd. (FDR 21) to the Valley - Idaho county line, and then northeasterly 21.5 miles on Warren Wagon Rd. (FDR 21) to the Forest Service Guard Station in Warren.	Payette	Valley	22.5	County	44.0	44.0
				Idaho	21.5			

Appendix A: Idaho Forest Highway Inventory

FH No.	Name	Description	Forest	County(ies)	Segment Length (miles)	Jurisdiction	Segment Length (miles)	Total Length (miles)		
22	Cascade - Warm Lake	From the intersection of Cascade - Warm Lakes (FDR 22) and State Route 55 in Cascade, northeasterly 10.9 miles along Cascade - Warm Lakes Rd. (FDR 22) to the Boise National Forest boundary, then northeasterly 13.2 miles along Cascade - Warm Lakes Rd. (FDR 22) to the intersection with FDR 579, and then 10.2 miles on FDR 579 to the intersection with Johnson Creek Rd (FDR 413), 8.5 miles east of Warm Lake.	Boise	Valley	24.1	County	10.9	34.3		
					10.2	National Forest	23.4			
23	North Fork Payette Highway	From the intersection of State Route 55 and State Route 52 at Horseshoe Bend, northerly 13.9 miles on N. Fork Payette Hwy (State Route 55) to the intersection with the Banks - Lowman Road at Banks.	Boise	Boise	13.9	State	13.9	13.9		
24	Banks - Lowman Highway	From the intersection of Banks - Lowman Hwy (FDR 24) and State Route 55 in Banks, easterly 8.3 miles on the Banks - Lowman Hwy (FDR 24), and then easterly 24.5 miles on the Banks - Lowman Hwy (FDR 24) to the intersection of State Route 21 in Lowman.	Boise	Boise	8.3	County	32.8	32.8		
					24.5					
25	Idaho City - Stanley Highway	From the intersection of State Route 21 and Main Street in Idaho City, northeasterly 91.8 miles on the Idaho City - Stanley Hwy (State Route 21) to the intersection with State Route 75 in Stanley.	Boise	Boise	66.4	State	90.4	90.4		
					Salmon-Challis				Custer	13.3
					Sawtooth					10.7
26	Ketchum - Challis Highway	From the intersection of State Route 75 and 4th Street in Ketchum, northwesterly 62.6 miles on the Ketchum - Challis Hwy (State Route 75) to the Sawtooth - Salmon-Challis National Forest boundary, and then northeasterly 51.5 miles on the Ketchum - Challis Hwy (State Route 75) to the intersection with US Hwy 93, 3 miles south of Challis. This is part of the Sawtooth Scenic and Salmon River Scenic Byways.	Sawtooth	Blaine	45.3	State	114.1	114.1		
			Salmon-Challis	Custer	68.8					
30	Salmon - Montana State Line Highway	From intersection with US Hwy 93 and Lemhi Hole Road in Salmon, northerly 44.1 miles on the Salmon - Montana State Line Hwy (US Hwy 93) to the Idaho - Montana State line at Lost Trail Pass. This is part of the Salmon River Scenic Byway and part of the historic Lewis and Clark Trail.	Salmon-Challis	Lemhi	44.1	State	44.1	44.1		

FH No.	Name	Description	Forest	County(ies)	Segment Length (miles)	Jurisdiction	Segment Length (miles)	Total Length (miles)
34	Yellowstone Park Highway	From the intersection with US Hwy 20/191 and State Route 47 in Ashton, northeasterly 42.0 miles on the Yellowstone Park Hwy (US Hwy 20/191) to the intersection with State Route 87, 4 miles south of the Idaho - Montana State line.	Targhee	Fremont	42.0	State	42.0	42.0
40	Wayan - Freedom Highway	From the intersection with State Route 34 and the Wayan Loop Road (FDR 1203) at Wayan, easterly 19.4 miles on the Wayan - Freedom Hwy (State Route 34) to the intersection with Caribou Rd. (CR 114) at the Montana - Wyoming state line, 1 mile north of Freedom, Wyoming. This is part of the Pioneer Historic and Oregon Trail-Bear Lake Scenic Byways.	Caribou	Caribou	19.4	State	19.4	19.4
48	McCall - Yellow Pine	From the intersection of Park Street and State Route 55 in McCall, easterly 0.3 miles on Park Street to the intersection with Davis Avenue, then northerly 0.3 miles on Davis Avenue to the intersection with Lick Creek Road, then easterly 2.6 miles on Lick Creek Road to Lake Drive, then easterly 5.6 miles on Lick Creek Road to FDR 412, then easterly 41.1 miles on FDR 412 to the intersection with FDR 413 at Yellow Pine.	Payette	Valley	49.9	State	3.2	49.9
						State	5.6	
						Forest Service	41.1	
49	Bitterroot - Big Hole Highway	From 215 feet east of the intersection of Montana State Route 43 and US Hwy 93, north of the Idaho - Montana state line at Lost Trail Pass, easterly 1.1 miles on the Bitterroot - Big Hole Hwy (MT State Route 43) to the Idaho - Montana state line at Chief Joseph Pass.	Salmon-Challis	Lemhi	1.1	State	1.1	1.1
50	St. Joe River Road	From the intersection of FDR 50 and State Route 3 in St. Maries, easterly 13.8 miles on FDR 50 to the Benewah - Shoshone county boundary, and then easterly 26.5 miles on FDR 50 to the Idaho Panhandle National Forest boundary, and then southeasterly 34.3 miles on FDR 50 to the intersection with Gold Creek Rd, and then easterly 13.4 miles on Gold Creed Rd. to the Idaho - Montana state line.	Idaho Panhandle	Benewah	13.8	County	88.0	88
				Shoshone	74.2			

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FH No.	Name	Description	Forest	County(ies)	Segment Length (miles)	Jurisdiction	Segment Length (miles)	Total Length (miles)
54	Pierce - Headquarters	From the intersection with State Route 11 and FDR 250 in Pierce, northerly 13.7 miles on Pierce - Headquarters (State Route 11) to the intersection with FDR 246 and FDR 247 at Headquarters.	Clearwater	Clearwater	13.7	State	13.7	13.7
55	Kamiah - Pierce Highway	From the intersection of Tom Taha/Glenwood Rd and Woodland Rd, 0.2 miles northeast of Kamiah, easterly 11.3 miles on Tom Taha/Glenwood Rd , northeasterly 9.7 miles on Lolo Creek Rd (FDR 100) to the Clearwater National Forest boundary, then northerly 6.1 miles on Lolo Creek Rd . (FDR 100) to the Idaho - Clearwater county boundary, then northwesterly 13.0 miles on Lolo Creek Rd . (FDR 100) to the intersection with Rhodes Creek Rd. (FDR 250), and then northerly 0.5 miles on Rhodes Creek Rd . (FDR 250) to the intersection with State Route 11 at Pierce.	Clearwater	Idaho	25.6	County	11.3	40.6
				Clearwater	15.0	Forest Service	28.8	
						County	0.5	
56	Bunco Road	From the intersection of Bunco Road and US Hwy 95, 15 miles north of Coeur d' Alene, easterly 7.0 miles on Bunco Rd. to the intersection with FDR 332, and then easterly 6.6 miles on FDR 332 to the intersection with FDR 278.	Idaho Panhandle	Kootenai	13.6	County	7.0	13.6
						Forest Service	6.6	
57	Elk City - Dixie	From the intersection of FDR 222 and State Route 14, 3 miles southwest of Elk City, southerly 30.4 miles on CR 222 to the intersection with Forest Service Trail # 210 in Dixie.	Nez Perce	Idaho	30.4	County	30.4	30.4
58	Harvard - Deary Cutoff Road	From the intersection of State Route 9 and State Route 6 at Harvard, southeasterly 13.4 miles on the Harvard - Deary Cutoff Rd. (State Route 9) to the intersection with State Route 8, 1 mile west of Deary.	Clearwater	Latah	13.4	State	13.4	13.4
59	Grangeville - Salmon	From the intersection of FDR 221 and Mt. Idaho Rd, 1 mile south of Grangeville, southerly 3.8 miles on Grangeville - Salmon North Section (FDR 221) to the Nez Perce National Forest boundary, then 12.4 miles on Grangeville - Salmon North Section (FDR 221) to the end of the route at MP 19. Continuing southerly 2.8 miles on Grangeville - Salmon South Section (CR 221) to the intersection with FDR 263.	Nez Perce	Idaho	19.0	County	3.8	19.0
						Forest Service	12.4	
						County	2.8	

FH No.	Name	Description	Forest	County(ies)	Segment Length (miles)	Jurisdiction	Segment Length (miles)	Total Length (miles)
60	Salmon River Road	From the intersection of Salmon River Rd (CR 1614) and US Hwy 95 at Riggins, easterly 23.2 miles on Salmon River Rd. (CR 1614) to the Carey Creek boat launch parking lot.	Nez Perce	Idaho	23.2	County	23.2	23.2
61	Pine Road	From the intersection of Pine Rd (FDR 61) and US Hwy 20, 12 miles west of Hill City, northerly 18.2 miles on Pine Rd. (FDR 61) to the intersection with FDR 156 at Pine, then northerly 9.1 miles on FDR 156 to the intersection with FDR 172 in Featherville.	Boise	Elmore	27.3	County	18.2	27.3
						County	9.1	
62	Mesa Falls Byway	From the intersection with State Route 47 and US Hwy 20/191 in Ashton, northeasterly 12.3 miles on State Route 47 to the intersection with FDR 294, and then northerly 16.0 miles on FDR 294 to the intersection with US Hwy 20/191, 6 miles south of Island Park. This route is the Mesa Falls Scenic Byway.	Targhee	Fremont	28.3	County	12.3	28.3
							16.0	
63	Council - Cuprum	From the intersection of FDR 2 and US Hwy 95 in Council, northwesterly 28.4 miles on FDR 2 to the intersection with FDR 105 at Bear Junction.	Payette	Adams	28.4	County	28.4	28.4
64	Rock Creek Road	From the intersection of CR G3 and US Hwy 30 at Hansen, southerly 28.3 miles on Rock Creek Rd. (CR-G3) to the intersection with FDR 541 at the entrance to Diamondfield Jack Campground and Snow Play Area at the Magic Mountain Ski Area.	Sawtooth	Twin Falls	18.8	County	28.3	28.3
				Cassia	9.5			
65	Kilgore - Yale	From the intersection of CR A2 and US Hwy 20/191, 4 miles south of Macks Inn, westerly 30.3 miles on Kilgore - Yale (CR A2) to the intersection with STC 6862, 1 mile due south of Kilgore. This is part of the Nez Perce Trail.	Targhee	Fremont	13.0	County	30.4	30.4
				Clark	17.4			
66	Trail Creek Road	From the Sawtooth National Forest boundary, 2 miles northeast of Sun Valley, northeasterly 8.7 miles on Trail Creek Rd. (FDR 408) to the Blaine - Custer county boundary, and then 28.6 miles on Trail Creek Rd. (FDR 208) to the intersection with US Hwy 93, 7 miles southeast of Dickey.	Sawtooth	Blaine	8.7	National Forest	8.7	37.3
			Salmon-Challis	Custer	28.6	County	28.6	

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FH No.	Name	Description	Forest	County(ies)	Segment Length (miles)	Jurisdiction	Segment Length (miles)	Total Length (miles)
67	Grangemont Road	From the intersection of Michigan Ave and State Route 7 in Orofino, easterly 2.5 miles along Michigan Ave to the east city limits of Orofino, and then northeasterly 23.6 miles on Grangemont Rd to the intersection with State Route 11, 5 miles north of Pierce.	Clearwater	Clearwater	26.1	County	26.1	26.1
68	Elk River - Deary	From the intersection of State Route 3/8 and State Route 9 in Deary, easterly 10.0 miles along State Route 3/8 to the intersection with State Route 8, and then southeasterly 18.3 miles on State Route 8 (STC-4809) to 1st Street in Elk River.	Clearwater	Latah	10.0	State	10.0	28.3
				Clearwater	18.3		18.3	
69	Moon Pass Road	From the intersection of Moon Pass Rd. (FDR 456) and St. Joe River Rd (FDR 50) in Avery, northerly 29.0 miles on Moon Pass Rd. (FDR 456) over Moon Pass to the intersection with Queen Street in Wallace.	Idaho Panhandle	Shoshone	29.0	County	29.0	29.0
70	Dobson Pass Road	From the intersection of Dobson Pass Rd. (FDR 456) and Pine Street in Wallace, northerly 16.2 miles on Dobson Pass Rd. (FDR 456) to the intersection with Enaville - Thompson Pass, 1.5 miles south of Prichard.	Idaho Panhandle	Shoshone	16.2	County	16.2	16.2
71	St. Marie River Road	From the intersection of State Route 3 and State Route 3/8 in Bovill, northerly 15.2 miles on State Route 3 to the intersection with Poplar Road near Clarkia.	Idaho Panhandle	Latah	9.0	State	15.2	15.2
				Shoshone	6.2			
72	Nordman - Beaver Creek Road	From the intersection with Reeder Bay Rd. (FDR 1339) and State Route 57 at Nordman, easterly 4.0 miles on Reeder Bay Rd. (FDR 1339) to the intersection with Hagman Rd. (FDR 2512), and then northerly 7.7 miles on Hagman Rd. (FDR 2512) to the entrance of the Beaver Creek campground.	Idaho Panhandle	Bonner	11.7	County	4.0	11.7
						Forest Service	7.7	
73	West Side Kootenai	From the intersection of CR 18 and CR 2, 2 miles west of US Hwy 95 and 5 miles southwest of Bonners Ferry, northerly 29.1 miles on West Side Kootenai Rd. (CR 18, FDR 417) to the intersection with FDR 281, approximately 1 mile south of the U.S. - Canada border.	Idaho Panhandle	Boundary	29.1	County	29.1	29.1
74	East Side Pend Orielle	From the intersection with East Side Pend Orielle/Lakeview Rd. (FDR 278) and Bunco Rd. (FDR 332), northeasterly 10.4 miles on East Side Pend Orielle/Lakeview Rd. (FDR 278) to the intersection with the road to Lakeview.	Idaho Panhandle	Kootenai	6.6	Forest Service	6.6	10.4
				Bonner	3.8	County	3.8	

FH No.	Name	Description	Forest	County(ies)	Segment Length (miles)	Jurisdiction	Segment Length (miles)	Total Length (miles)
75	Howell Canyon Road	From the intersection of Howell Canyon Rd. (FDR 549) and State Route 77, 4 miles south of Albion, westerly 11.4 miles on Howell Canyon Rd. (FDR 549) to the termini at the Harrison Mountain Lookout.	Sawtooth	Cassia	11.4	County	11.4	11.4
76	Grand Targhee Road	From the intersection with E. Ski Hill Rd. (FDR 9) and State Route 33 in Driggs, northeasterly 4.0 miles on E. Ski Hill Rd. (FDR 9) to the Idaho - Wyoming state Line.	Targhee	Teton	4.0	County	4.0	4.0
77	Upper Red River Road	From the intersection with Upper Red River Rd. (FDR 234) and CR 222, 10 miles southeast of Elk City, northeasterly 10.2 miles over Upper Red River Rd. (FDR 234) to the entrance to the Red River Hot Springs Lodge.	Nez Perce	Idaho	10.2	County	10.2	10.2
78	Elk Creek Road	From the intersection of CR 1199 and State Route 14 in Elk City, westerly 0.1 miles on CR 1199 to the intersection with CR 1854, then northerly 3.1 miles on CR 1854 to the intersection with CR 443, and then northerly 2.1 miles on CR 443 to the Nez Perce Forest boundary.	Nez Perce	Idaho	5.3	County	0.1	5.3
						County	3.1	
						National Forest	2.1	
79	Bogus Basin Road	From the intersection of Bogus Basin Rd. (FDR 297) and Hill Rd in Boise, northerly 8.9 miles on Bogus Basin Rd. (FDR 297) to the Boise National Forest boundary, and then northeasterly 6.9 miles on Bogus Basin Rd. (FDR 297) to the intersection with Bogus Basin Creek Road at the Bogus Basin Ski Area.	Boise	Ada Boise	8.6 7.2	County	8.9	15.8
							6.9	
80	Fernan Lake Road	From the intersection of Sherman Ave. and I-90 (exit 15) in Coeur D' Alene, northeasterly 4.6 miles on Sherman Ave. (CR 108) to the Idaho Panhandle National Forest boundary, and then northeasterly 6.3 miles Fernan Lake Rd. (FDR 268) to the intersection with FDR 612 and FDR 499.	Idaho Panhandle	Kootenai	10.9	County	4.6	10.9
						Forest Service	6.3	
81	Ola Road	From the intersection of Ola Rd. (FDR 618) and High Valley Rd in Ola, northerly 11.4 miles on Ola Rd. (FDR 618) to the intersection with FDR 653, and then northeasterly 0.4 miles on FDR 653 to the Boise National Forest boundary.	Boise	Gem	11.8	County	11.4	11.8
							0.4	
82	Atlanta Road	From the intersection of Middle Fork Rd. (FDR 268) and State Route 21 at Lucky Peak Lake, northeasterly 67.2 miles on Middle Fork Rd. (FDR 268) to the intersection with Main Street in Atlanta.	Boise	Ada	0.3	County	67.2	67.2
				Boise	64.9			
				Elmore	2			

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FH No.	Name	Description	Forest	County(ies)	Segment Length (miles)	Jurisdiction	Segment Length (miles)	Total Length (miles)
83	Harris Creek Road	From the intersection of FDR 307 and State Route 55 in Horseshoe Bend, easterly 29.4 miles on Harris Creek Rd (FDR 307) to the intersection with Centerville Road in Idaho City.	Boise	Boise	29.4	County	29.4	29.4
84	Mink Creek Road	From the intersection of Mink Creek Rd (FDR 231), the Bannock Highway, and West Portneuf Road, southwest of Pocatello, southerly 16.1 miles on Mink Creek Rd (FDR 231) to the Upper Rattlesnake Creek Road.	Caribou-Targhee	Bannock	9.1	County	16.1	16.1
				Power	7			
85	Georgetown Canyon Road	From the intersection of Georgetown Canyon Rd. (FDR 102) and US Hwy 30 at Georgetown, northeasterly 11.7 miles on Georgetown Canyon Rd. (FDR 102) to the Bearlake - Caribou county line.	Caribou-Targhee	Bear Lake	11.7	County	3.5	11.7
						Forest Service	8.2	
86	Crow Creek Road	From the intersection of Crow Creek Rd. (FDR 111) and US Hwy 89, 8 miles east of Montpelier, northerly 13.1 miles along Crow Creek Rd (FDR 111) to the Bearlake - Caribou county line.	Caribou-Targhee	Bear Lake	13.1	Forest Service	13.1	13.1
87	Custer Motorway	From the intersection with Garden Creek Road and 1st Street in Challis, westerly 4.4 miles along Garden Creek Road to the end of pavement, and then westerly 1.7 miles along FDR 70 to the Salmon - Challis National Forest boundary.	Salmon-Challis	Custer	4.4	County	6.1	6.1
					1.7			
88	Yankee Fork Road	From the intersection of Yankee Fork Rd (FDR 13) and State Route 75 at Sunbeam, northerly 8.5 miles along Yankee Fork Rd (FDR 13) to the intersection with FDR 172 and FDR 70, 2 miles west of Custer.	Salmon- Challis	Custer	8.5	Forest Service	8.5	8.5
89	Morgan Creek Road	From the intersection of Morgan Creek Rd (FDR 55) and US Hwy 93, 9 miles north of Challis, northerly 19.4 miles along Morgan Creek Rd. (FDR 55) to the Custer - Lemhi county line.	Salmon-Challis	Custer	19.4	County	19.4	19.4
90	Council - Donnelly	From the intersection of Middle Fork Rd (FDR 186) and US Hwy 95, 5 miles south of Council, easterly 6.6 miles over Middle Fork Rd (FDR 186) to the Payette National Forest boundary, then northeasterly 18.0 miles on Middle Fork Rd (FDR 186) to the Adams - Valley county line, then southeasterly 4.9 miles on Middle Fork Rd. (FDR 186) to the intersection with Norwood Rd (FDR 422), and then southeasterly 4.1 miles on Norwood Rd (FDR 422) to the intersection with State Route 55 in Donnelly.	Payette	Adams	24.6	County	6.6	33.6
						Forest Service	22.9	
				Valley	9	County	4.1	

FH No.	Name	Description	Forest	County(ies)	Segment Length (miles)	Jurisdiction	Segment Length (miles)	Total Length (miles)
91	Williams Creek Road/Moccasin Creek Road	From the intersection of Williams Creek Rd/Moccasin Creek Rd. (FDR 21) and US Hwy 93, 5 miles south of Salmon, easterly 17.3 miles along Williams Creek Rd/Moccasin Creek Rd (FDR 21) to the intersection with FDR 98.	Salmon-Challis	Lemhi	17.3	County	17.3	17.3
92	Coeur d'Alene River Road	From the intersection of FDR 208 and Enaville - Thompson Pass at Prichard, northwesterly 6.2 miles along Coeur d' Alene River Rd. (FDR 208) to the end of pavement, and then westerly 22.8 miles on Coeur d' Alene River Rd. (FDR 6310) to intersection with Spruce Ridge Rd. (FDR 3099).	Idaho Panhandle	Shoshone	29	County	6.2	29
						National Forest	22.8	
93	Cabarton Road	From the intersection with Cabarton Road (FDR 17A) and State Route 55 in Cascade, southerly 3.3 miles along Cabarton Road (FDR 17A) to the intersection with West Mountain Road, and then northwesterly 5.4 miles along West Mountain Road to the intersection with Anderson Creek Road.	Boise	Valley	3.3	County	8.7	8.7
					5.4			
94	Meadow Creek Road	From the intersection of Meadow Creek Rd. (FDR 229) and US Hwy 2, 2 miles east of US Hwy 95, northeasterly 10.4 miles along Meadow Creek Rd (FDR 229) to the intersection with CR 32, and then northerly 10.4 miles long CR 32 to the intersection with US Hwy 95, 3.7 miles south of the U.S. - Canada border.	Idaho Panhandle	Boundary	10.4	County	20.8	20.8
					10.4			
95	Newsome Creek Road	From the intersection with Newsome Creek Rd. (FDR 1958) and State Route 14, east of Elk City, northerly 6.9 miles along to Newsome Creek Rd. (FDR 284) to the Newsome town site.	Nez Perce	Idaho	6.9	County	6.9	6.9
96	Johnson Creek Road	From the intersection with Old Highway 200 at the city limits of Clark Fork, southerly 0.4 miles along Johnson Creek Road to the intersection with FDR 278, and then westerly 2.3 miles over Johnson Creek Road (FDR 287) to the Idaho Panhandle National Forest boundary.	Idaho Panhandle	Bonner	0.4	County	2.7	2.7
					2.3			

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FH No.	Name	Description	Forest	County(ies)	Segment Length (miles)	Jurisdiction	Segment Length (miles)	Total Length (miles)
97	Warm Springs Road	From the intersection of Tendoy Lane and State Route 28, 0.3 miles northwest of Tendoy, easterly 0.2 miles on Tendoy Lane to the intersection with Old Highway 28 in Tendoy, then northerly 2.8 miles on Old Highway 28 to the intersection with Warm Springs Road (FDR 185), then northeasterly and southerly 22.8 miles on Warm Springs Road (FDR 185) to the junction with FDR 13, then northeasterly 0.1 miles on FDR 13 to the Montana - Idaho state line at Lemhi Pass. This is the Lewis and Clark National Back Country Byway and Adventure Road.	Salmon-Challis	Lemhi	25.9	County	25.9	25.9
98	Goose Lake Road	From the intersection with Goose Lake Rd. (FDR 50207) and State Hwy 55, approx. 6 miles north of McCall, northerly 6.8 miles on Goose Lake Road (FDR 50207) to the intersection with FDR 50281 at the Brundage Mountain Resort.	Payette	Adams	6.8	Forest Service	6.8	6.8

Total Miles 1708.0

Appendix B: Idaho 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.

Year	TEA-21 Forest Highway Funds
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.

Year	TEA-21 Public Lands Highway Funds
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.

Year	SAFETEA-LU Forest Highway Funds
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 Idaho Forest Highway Program, from 2002 to 2009, were as follows:

Year	SAFETEA-LU Idaho Forest Highway Allocations
2002	\$12,616,957
2003	\$12,304,626
2004	\$13,277,783
2005	\$13,277,783
2006	\$12,688,367
2007	\$14,004,670
2008	\$14,576,750
2009	\$15,236,709
2010	\$15,236,709
Annual Average, 2002-2010	\$13,691,150

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 Idaho are not by themselves a "system" of roads, but are part of the state's road system. Also, Idaho 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 Idaho 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 cooperator 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 jointly administered by the USFS, FHWA, 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 (date) defines the roles and responsibilities of each partner in the Idaho Tri-Agency. The partners' roles are summarized below.

Role of the Idaho Transportation Department

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. 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. 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 & 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 Highway Program.

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

Subpart A—Definitions

§ 971.100 Purpose.

§ 971.102 Applicability.

§ 971.104 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."¹

¹ "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."²

² "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.”³

³ “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/media/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

Topic	The Forest Plan does...	The Forest Plan does not...
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

Topic	The Forest Plan does...	The Forest Plan does not...
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 State Departments 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