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Fremont Roads Analysis Report Index

Roads Analysis: Fremont Existing Conditions

Roads Analysis Report Forest-Wide Assessment

Fremont Portion of the Fremont-Winema National Forests
December 2006

4. Existing Conditions

4.1 Analysis Area

The analysis area discussed in this document is the Fremont National Forest located in south-central Oregon . Some segments of roads from other jurisdictions, such as State, County, and USDOT, are also considered in this analysis. The study area includes over 6787 total miles of roads, however, the in-depth analysis is limited to approximately 907 miles of arterial and collector roads and 75 miles of high standard local roads under the jurisdiction of the Fremont National Forests.

Road Miles Studied in Depth

	Fremont National Forest
Arterial	192
Collector	715

High Standard Local	**75**
Total	**982**

4.2 Focus of Analysis

These were selected for in-depth study because they provide primary access to and through the National Forests and are best suited for analyzing the broad scale issues that are addressed through a forest-wide roads analysis. The remaining “local” roads will be analyzed through site-specific watershed and project analysis. These analyses may be independent “road analyses” or they may be incorporated in Watershed Analyses or in the NEPA analysis supporting projects.

4.3 Maintenance Level Classification (Refer to Table 4-1)

The Fremont National Forest transportation system includes over 6788 miles of Forest Service Roads. A primary road system was developed throughout the forests to provide essential access to communities and State or County highways. A secondary system was developed off the primary system to meet most other inter-forest land management needs. Most of the forest has gentle terrain that has made road construction relatively inexpensive and convenient; thus, the forests have been roaded extensively. Many of the roads are low standard dirt roads without surfacing.

Of the 6788 miles of Forest Service Roads in the forest transportation inventory, 14 percent of the road system is in the Maintenance Level 3, 4, and 5 categories, (maintained for standard passenger cars and subject to Highway Safety Act standards). In addition, the State and County road system provides an additional 89 miles of road suitable for passenger car travel. Maintenance Level 2 roads, (maintained for high clearance vehicles), accounts for 57% of the road system. The remaining 29% of roads are Maintenance Level 1 (intermittent access) roads. These roads may be either open or closed to access, depending on whether access is needed for projects or other reasons.

Table 4-1: Miles of Forest Service Roads by Maintenance Level for the:

MAINTENANCE LEVEL	Fremont National Forest
1 – Closed to public Use	1952
2 – Maintained for High Clearance Vehicles	3882
3 – Maintained Suitable for Passenger Cars, Low User Comfort, Aggregate Surface	737
4 – Maintained for Passenger Cars, Moderate Degree of User Comfort	217
5 - High Standard Paved Passenger Car Road, High Degree of User Comfort	0
TOTAL	**6,788**

4.4 Classifications of Roads

There are several road system classifications either in use today, or proposed for use, by the Forest Service that are important to any discussions about roads at the forest scale. These include the Highway Safety Act road system, the arterial/collector/local road system, the Forest Highway road system, and the Public Forest Service Road system. These road system classifications are briefly discussed below:

4.4.1 Highway Safety Act Road System (Refer to Table 4-1)

Forest Service maintenance level 3, 4, and 5 roads are subject to the Highway Safety Act of 1966. The Forest Service maintains a Memorandum of Understanding (MOU) with the Federal Highway Administration requiring that certain safety standards from the Highway Safety Act be met on all roads “open to public travel”, as defined in the MOU. Maintenance level 3-5 roads are given this designation because they are generally available and maintained for low-clearance passenger car use. The present Highway Safety Act Road System includes 954 miles on the Fremont National Forest . TA list of these roads is included in the Appendix (Table 1-4)..

4.4.2 Arterial/Collector/Local Road System (Refer to Table 4-2)

The arterial/collector/local road system is a classification system developed to describe the functionality of roads in the system. Arterial roads provide the main access across the Forests or from one major destination to the next. Collector roads connect to other collector roads and ultimately to arterial roads. These collector roads are so called because they collect large areas of the forest. Local roads are often short length roads, sometime dead-end roads that provide access to small specific areas of the Forest. These roads may access timber sales, recreation sites or other local destinations.

Table 4-2: The Arterial/Collector/Local Road System for the Fremont National Forest

Designation	Fremont National Forest (Miles)
Arterial	192
Collector	715
Local	5881

Total	6788

4.4.3 Forest Highway Road System (Refer to Table 4-3)

The Forest Highway Program is a federal program administered by the Federal Highway Administration with an objective of constructing and improving roads that connect National Forests to the main state transportation network . These forest highway routes may be state, county, or Forest Service roads that provide access to and through the National Forests. Designated Forest Highways qualify for federal funding for both improvements and enhancements under guidelines of the Forest Highway Program. Forest Highway funding can be used for planning, design, and construction work on designated routes as well as for other enhancement work along the routes such as parking areas, interpretive sites, bicycle lanes, etc. Tables 4-3 below lists the roads designated as Forest Highways within the analysis area.

Table 4-3: Forest Highway Road System for the Fremont National Forest *

FH #	Other #	FH Name	Length	County(s)
29	OR 31	Fremont From US 97 to US 395	121	Deschutes /Klamath/ Lake
31	US 395	Lakeview-Burns From OR 140 north of Lakeview to OR 31	22	Lake

78	CO 1193	Godowa Springs Road from OR 140 at Beatty to FDR 3462	9	Klamath
79	CO 1191	Sycan Road From CO 1193 near Beatty to FDR 345	4	Klamath
80	CO 1257	Ivory Pine Road From SR 140 to FDR 288	13	Klamath
81	CO 1210	Campbell Road From Ivory Springs Road to FDR 3411	3	Klamath
82	CO 1-11/11G/13	County Rds 1-11/11G/13 From OR140 west of Lakeview to the East Forest	10	Lake

		Boundary		
83	CO 1-11D	County Road 1-11D From CO 1-11 to the East Forest Boundary	3	Lake
84	CO 2-16	Thomas Creek Road From OR 140 to the East Forest Boundary	98	Lake
85	OR 140	Warner Highway From US 395 to East Forest Boundary	13	Lake

88	CO 4-11	County Road 4-11 From OR 31 west of Silver Lake South to the North Forest Boundary	5	Lake
89	CO 4-12	County Road 4-12 From OR 31 at Silver lake South to the North Forest Boundary	2	Lake
236	OR 70	Dairy to Bonanza Road From OR 140 to Market Street in Bonanza	11	Klamath

Note: Mileages shown represent the total length of the highway although it may not be entirely within the boundaries of the Fremont National Forest .

4.4.4 Public Forest Service Road System (Refer to Table 2-2 in the Appendix)

The Forest Service has been working closely with the Federal Highway Administration recently to develop a new Public Forest Service Road Program that is somewhat similar to the Forest Highway Program

discussed above. This program would also be funded under the Federal Lands Highway Program using Highway Trust Funds under SAFETEA. By definition, a Public Forest Service Road (PFSR) is a Forest Service road that is “open to public travel”, as in the definition of our Highway Safety Act roads. However, not all Highway Safety Act roads will qualify as Public Forest Service Roads. To qualify as a PFSR, the road must be a maintenance level 3, 4, or 5 road under the jurisdiction of the Forest Service, provide unrestricted access, and serve a compelling public need. Under this definition most of our Highway Safety Act roads that are arterials or collectors are listed as “potential” PFSR's; it is not anticipated that many local roads will fit this definition. Tables 4-4 shows the proposed PFSR's that the Fremont National Forest has selected to work on and include in the new program under the first round of funding (2004 – 2006), if the PFSR program is approved and funded.

Table 4-4: Proposed Public Forest Service Road Projects for the Fremont National Forest (FY 2004 – FY 2006).

Road	Project Name	Length (mi)	Estimate (M$)
27	27 Road	43	700
3752, 3814	Barnes Valley/Gerber Road	14	260
4017, 3752, 3790	Fishhole Barnes Valley Dog Lk	44	820
3315	Paisley High road	20	3,126
30	Pike's Crossing	17	4,070

33, 34	River Road/Dairy Creek	43	735
28	Thomas Creek Road	76	17,652

4.5 Management Direction

Management direction for the lands involved in this analysis is detailed in the Fremont National Forest Land and Resource Management Plan. Major amendments include the Northwest Forest Plan, the Sycan Wild and Scenic River Management Plan, the Inland Native Fish Strategy and the Eastside Screens. Forest Service transportation system management policy is outlined under Title 7700 of the Forest Service Manual (FSM) (USDA 1994) and associated FSH 7700 Handbooks. Objectives for the transportation system are to provide access to National Forest System Lands in order to accomplish management direction and protection. All Transportation activities should be integrated with land and resource management planning, incorporating interdisciplinary and cost-effective input to the transportation planning and design processes.

4.5.1 Fremont Land and Resource Management Plan – 1989

Goal: To plan, design, operate, and maintain a safe and economical transportation system providing efficient access for the movement of people and materials involved in the use and protection of the National Forest lands.

Objectives: The road management and development strategy in this Plan is to provide local roads needed for timber management and resource protection, to reconstruct the arterial and collector system to provide for joint use, and to reduce the cost and impact of roads while providing facilities that meet the resource management objectives of timber, wildlife, range, and recreation.

Approximately 48 percent of the total existing roadless area of the Forest is accessed for timber harvest under this Forest Plan. It is estimated that road construction in areas that are currently roadless will total 35 miles in the first decade and 36 miles in the second decade. By the end of the fifth decade, there will be 115 miles of road in currently unroaded areas. There will be a total of 190 miles of roads in these areas by the end of the tenth decade.

Other portions of the Forest are currently roaded, but the existing roads in these areas do not provide access to some timber stands. In addition, some existing roads will have to be reconstructed or relocated to provide timber access with minimum environmental effect. Over ten decades there will be an average of 9 miles per year of new road construction and 40 miles per year of reconstruction in these currently roaded areas.

The planned road densities of 0.5 and 3.0 miles of road per square mile in semiprimitive motorized and roaded modified settings, respectively, will result in the eventual closure of about 1,000 miles of road.

The proposed management for all existing Forest Development Roads is documented in the Forest Development Transportation Plan. This consists of a Transportation Information System, Bridge and Trail Inventories, and Primary and Secondary series maps. The Transportation Information System contains the road lengths, physical characteristics, and management Objectives. The Primary Series maps show all known Forest roads to a scale of 1:24,000. The Secondary Series map, which is the source of the Forest Visitor map, shows the roads that are maintained for passenger cars, plus those roads on which high clearance vehicle traffic is encouraged.

Monitoring of the Forest Plan for roads will generally be accomplished through maintenance of the Forest Development Transportation Plan.

The projected operational status of the forest development road system is as follows:

	Open & Maintained For Pass. Car		**Open & Maintained For High Clearance Vehicles**		**Long Term Closure ****		**Total Forest Mileage**
Decade	**Mi.**	**%**	**Mi.**	**%**	**Mi.**	**%**	**Mi.**
Current	1170	19	4980	80	82	1	6232
1st	1074	17	3383	54	1810	29	6267

5th	1091	17	3229	54	2026	29	6346

**** To meet 2.5 mile per square mile standard.**

Desired Future Condition In 10 Years : The principal access roads (arterials and collectors) will be readily identifiable Generally, they will have paved or gravel surfaces and look suitable for passenger car use. Signs will assist the traveler in finding his/her destination. Other roads will appear less inviting for use. Looking rough or primitive, most will be available for use by the more experienced traveler. Signing or gates will close some roads. A second noticeable change will be in the appearance and condition of the existing roadless areas. Roads will be constructed and timber will be harvested in portions of the Antler, Coleman Rim, Deadhorse Rim, Crane Mountain , and Hanan Trail Roadless Areas.

Desired Future Condition In 50 Years and Beyond: Most of the principal road system (arterials and collectors) would be completed and have paved or improved surfaces. A few may have State Highway or County Road designations. Most other roads would ether be closed or visually inviting only to seasoned forest travelers in high clearance vehicles. The addition of high-clearance roads into formerly unroaded areas would increase access for hunters, woodcutters, and others with high-clearance vehicles. However, total and overall road density on the Forest 's roaded lands would be reduced to less than 2.5 miles of road per square mile of land. To accomplish this, some less-traveled roads would be closed. As a result, there would be less harassment of big game animals and reduced watershed impacts in areas of closed roads. Additionally, a majority of the roads on about 20 percent of the Forest would be temporarily closed during big game hunting seasons.

Forestwide Standards and Guidelines:

- Road density will be the most economical system necessary to meet land management objectives. Overall density for the roaded area of the Forest will not exceed 2.5 miles per square mile.

- The Forest Transportation System will be planned to serve long-term multiple resource needs using area plans that integrate other resource, timber, and transportation requirements. The system will be the minimum necessary to provide access for the activities authorized under management area direction.

- Road design standards will be based on the following criteria:

    a. resource management objectives,

b. environmental constraints,

c. safety,

d. physical environmental factors,

e. traffic requirements,

f. traffic service levels,

g. vehicle characteristics,

h. road users,

i. economics.

Arterial and collector roads will be designed for traffic service levels A, B, or C. Local roads will be designed for traffic service levels C or D.

- All system roads will be operated and maintained to protect the resources, perpetuate the intended road management objective, and promote safety.
- Management of roads will be in accordance with the Highway Safety Act on roads intended to be used by the public for travel with normal passenger cars.
- Traffic management may be used to control access due to road structural limitations, safety considerations, road standards, limitations imposed by resource management, or resource management objectives, such as exclusion from winter range or providing a quality hunt.
- Signing necessary for traffic information and user control should be minimal and compatible with the direction for each management prescription.
- Road entrance information communicating road condition and purpose (mixed traffic, passenger car, high clearance, logging use, etc.) to Forest visitors will be provided for each Forest development road. Emphasis will be on providing this information at the road entrance.
- Short-term, nonpost-sale (temporary) roads will be closed within one year of timber purchaser completion of contractual requirements for portion of the timber sale served by the road.
- As appropriate, long-term, intermittent roads will be closed at the termination of sale or post sale activities. These roads will be maintained at maintenance level 1 until needed for re-entry.

- Decisions to eliminate or prohibit vehicle use on roads will be based on the following criteria:

    a. safety of expected road users;

    b. need to protect soil and water;

    c. need to maintain or improve fish and wildlife habitat;

    d. need to provide planned recreation experience opportunities;

    e. expected use and needs,

    f. maintenance costs

- Road and traffic management will be coordinated with county, state, and other federal agencies as well as adjacent Forests.

- Unless closed by other means, a road is considered ‘closed' if there is very little or no use on it and any use is not counter to resource management objectives.

- Generally, local roads should be reconstructed, operated, and maintained to encourage highway vehicle access to developed recreation sites.

- When vandalism is a problem, the Prohibit Traffic Scheme can be applied to seasonally closed sites. When vandalism is not a problem, road use may be seasonally discouraged.

- Access to undeveloped sites where there is a historical precedent of use will not be blocked without additional analysis.

Management Area Standards and Guidelines:

MA-1 Mule Deer Winter Range: Roads open to motorized vehicle traffic will be managed at a level of one mile or less of open road per square mile during the critical winter period, December 1 to March 31.

MA-2 Endangered and Threatened Species: Road closures may be necessary to protect nesting and hack sites when birds are present.

MA-3 Old-growth Habitat for Dependent Species Above the Management Requirement Level: Old-growth stands should not be bisected or dissected by new road or facility construction.

MA-4 Mineral Exploration/Development Activities: Mining development roads shall be constructed and maintained to assure adequate drainage and to eliminate or minimize damage to soil, water, and other

resource values. Mitigation measures and seasonal maintenance practices for mining access roads should be part of operating plan Direction applicable to Forest Development Roads used for commercial mining uses are found in the Facilities Standards and Guidelines. Roads no longer needed should be:

- Closed to vehicular traffic;
- Bridges and culverts removed;
- Cross-drains, dips, or water bars constructed; and
- The road surface shaped to as near a natural contour as practicable and stabilized.

MA-5 Timber and Range Production: Local road access for timber management shall be adequate for logging, post sale activities, and protection. Long-term local roads for timber access shall be planned, constructed, maintained, and operated to be economically efficient. During commercial hauling activities, public access shall be discouraged or prohibited. High clearance vehicles shall be accepted during post sale activities, and all low clearance motorized traffic shall be discouraged or eliminated after post sale activities. Generally, maintain commercial haul roads for low clearance vehicles, Levels 3,4,and 5. However, some commercial haul roads may be maintained for high clearance vehicles, Level 2. Following use for timber haul, local roads with planned future use will generally be open to high clearance access, Level 2, for forest visitor and administrative use unless significant reasons in the Road Management Objectives state otherwise.

MA-6 Scenic Viewsheds: None.

MA-7 Special Management Areas: Access is generally single to double lane, dirt or gravel roads. For the Dog Lake Special Management area: Access will be limited to administrative use on the east side of the management area. Unless management objectives state otherwise, existing roads serving no purpose will be obliterated.

MA-8 Research Natural Areas: None

MA- 9 Semiprimitive Recreation: For semiprimitive non-motorized recreation: No new roads may be built. Existing primitive roads will not be maintained. These roads will be left to close naturally. For semiprimitive motorized recreation: Primitive roads are maintained at a level passable for high-clearance vehicles. Road density should not exceed 0.5 mile per square mile of land. Where road density is exceeded, closures and/or obliteration will be considered.

MA-10 Wilderness: None.

MA-11 Wild and Scenic River Construction: All future roads shall be located and designed to remain visually inconspicuous from the river surface and riverbanks. Most Forest Service roads in the corridor should be closed to commercial traffic on weekends from mid-April through September. See also section 4.6.2 below.

MA-12 Utility and Transportation Corridors and Single Use Areas: None

MA-13 Developed Recreation: None

MA-14 Old-growth Habitat to Provide Management Requirements for Dependent Species: Old-growth stands should not be bisected or dissected by new road or facility construction.

MA-15 Fish and Wildlife Habitat and Water Quality: Construction of parallel roads will be minimized in the SMU of Class I, II, and III perennial streams or the WMU of lakes with high recreational, wildlife, or fisheries values. Arch or box culverts with open bottoms or bridges will normally be required on all Class I and II perennial streams on permanent road systems, to allow for fish passage. Existing roads within the SMU which parallel Class I, II, or 111 perennial streams will be relocated on an opportunity basis. Abandoned roadbeds will be rehabilitated.

MA-16 Minimum Management: New system roads will only be constructed in this management area for some objective other than timber management. The intent is that pre-roading with appropriated funds will not be done to access timber stands in these areas for future sales.

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