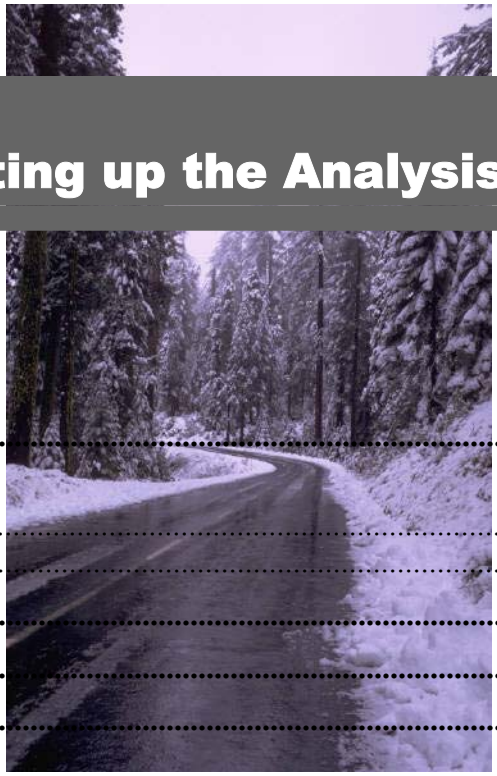

Chapter 2 Setting up the Analysis

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Objectives of the Analysis

Establish the Level and Type of Decision-Making the Analysis will Inform

This roads analysis report will be used to support the Umatilla National Forest Plan revision; subsequent watershed, area, or project-scale roads analyses; and other future site-specific road related NEPA analysis and decision-making. It is intended to identify prioritized opportunities that address watershed health or road maintenance.

Identify Scale/Analysis Area

The analysis will:

- Be at the Forest scale for the Umatilla National Forest (1.4 million acres) in Region 6 of the National Forest System.
- Concentrate on the Forest's primary transportation system. This system is predominately objective maintenance level (ObML) 3, 4, and 5 roads (those maintained for low clearance vehicle use). Operational Maintenance Level (OpML) 1 and OpML 2 collectors were also included in the analysis.
- Be spatial or Geographic Information System (GIS) based whenever possible.
- Use only existing information and data.

Team Members

Name	Area of Responsibility
Craig Busskohl	Soils, Land Stability
Caty Clifton	Hydrology
Linda Dillavou	Writer-Editor
Vicky Erickson	Plants, Threatened, and Endangered Species, Unwanted Vegetation
Tommy Fulgham	Recreation, Heritage, Social Sciences
Charlie Gobar	Terrestrial Wildlife, Threatened, and Endangered Species
David Hatfield	Team Leader, Planning
Andrew Lacey	GIS and Database Analysis
Dave Powell	Ecology, Silviculture, Timber
John Sanchez	Aquatic, Threatened, and Endangered Species
Terry Warhol	Transportation Planning

Analysis Plan

This analysis considered 1,423 miles of road with Forest Service jurisdiction: 117 miles of ObML 1, collectors; 364 miles of ObML 2 collector roads; 644 miles of ObML 3 roads; 190 miles of ObML 4 roads, and 108 miles of ObML 5 roads. These road miles were subdivided into road segments already established and used in the INFRA database. This step facilitated identifying forest-scale values and risks. It is expected that subsequent watershed and project-scale analyses will identify specific social values and environmental risks for specific miles of road. Based on the forest-scale road related issues (Chapter 4) the team identified three social-economic value factors and six environmental-ecological risk factors.

The three value factors were:

1. Recreation use values
2. Upland forest values
3. Resource management values

The six risk factors were:

1. Watershed risk
2. Aquatic risks
3. Wildlife risk
4. Noxious Weeds
5. Financial risks (annual and deferred maintenance costs)
6. Engineering concerns

The roads analysis team developed a low, medium, or high classification protocol for the three value factors and the six risk factors (Appendix A) and then all road segments were classified into a single low, medium, or high rating for the three value factors and the six risk factors. All value and risk ratings were then averaged into a single, low, medium, or high rating for each road segment. Medium values and medium risks were collected along an x-axis or y-axis and defaulted into the adjacent high value or high risk quadrant so that effectively no medium categories were possible in the final allocation. This resulted in each road segment having a set of descriptive coordinates that indicated their averaged value and risk (e.g., high value, low risk). The descriptive coordinates for each road segment (and associated road miles) were plotted on a graph with four quadrants representing the following categories:

- High Value, Low Risk
- High Value, High Risk
- Low Value, High Risk
- Low Value, Low Risk

Once the roads were assigned one of the four categories, recommendations for future actions could be limited to those categories. This simplified the final product and made it possible to map the possible future road system at the forest–scale. The results of this exercise are listed in the Road Management Category column on the road matrix table (Appendix B) and in the Road Risk-Value Graph (Chapter 6, Figure 1). Only those roads under Forest Service jurisdiction, or those short portions of county, state, or private roads where the Forest Service is the primary maintainer, were assigned categories. The resource-specific analyses for the three social-economic value factors and six environmental-ecological risk factors were also used to help respond to the questions in Chapter 5 – Assessing Benefits, Problems, and Risks.

Information Needs

The IDT identified the following information sources for use in the analysis:

- Umatilla National Forest Travel Management Decisions
- Heppner Ranger District – July 1992
- Pomeroy Ranger District – July 1993
- North Fork John Day District – July 1992
- Walla Walla District – July 1993
- Social and economic assessment (Umatilla Forest Plan, 1990)
- Deferred and annual maintenance costs in INFRA
- INFRA travel routes
- Potential Public Forest Service Road (PFSR) project submittals
- Suitable Timber Base (Umatilla Forest Plan, 1990)
- Inventoried roadless areas (Umatilla Forest Plan, 1990)

The IDT also identified the following GIS base map needs:

- Roads (all)
- Trails
- 5th-level watersheds
- Streams and riparian areas
- Geological hazards
- Landtype associations and soil map units
- Management Area prescriptions from 1990 Forest Plan
- 1990 recreation opportunity spectrum inventory
- Developed recreation sites
- Land status
- Occurrence of threatened and endangered species

Communications Plan

The IDT was concerned about the possibility of public confusion on what this forest-scale roads analysis process was and was not. Because the process would not involve an action proposal resulting in a decision, it would be difficult to collect public input at the forest scale.

The communication effort was low-key, informative, aimed at stakeholders with a direct and meaningful interest in National Forest road system management. This was appropriate for three main reasons. First, this is not a NEPA analysis requiring a legally mandated level of public scoping and involvement (that will come later, when road-specific decisions are made). Second, this effort was to be completed in a few months, necessitating an adequate, but not overdone, public involvement effort. Finally, numerous public scoping efforts related to road and travel management NEPA decisions have preceded this analysis. Because of these on-going contacts with the public about road related issues, an adequate base of knowledge exists and will be considered to identify opportunities.

The IDT felt that county commissioners and tribal representatives, who have the actual road management knowledge and information that could be useful in identifying mutual (county, tribe, and Forest Service) opportunities and issues, were the key contacts for public involvement.

Public Contacts

Over the past 15 years, the Umatilla National Forest has been heavily involved in Access and Travel Management. During this time, many contacts were made with local, county and state officials. Some of these were formal contacts with the District Ranger making presentations at monthly commissioner meetings. Some were more informal with the District Ranger, District staff, and/or Forest Engineering Staff making contacts with individual commissioners, mayors, clubs and groups. Forest Service representatives explained the Roads Analysis Process; provided copies of the January 12, 2001, and December 14, 2001, Federal Roads Policy and Rule; and discussed mutual road-related issues and potential opportunities. In addition, the commissioners were asked to review the already identified issues, clarify them if necessary, and offer any new issues.

Generally, there was agreement that existing level 3, 4, and 5 roads are the main transportation system and are important for public access and management of the forest. None of the existing level 3, 4, and 5 roads are expected to be closed.

Figure 1. Map of the Umatilla National Forest