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# Route and Area Designation Implementation Guide



DRAFT

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*Trail Dozer at Work*



*Trail Marker, Lewis and Clark National Forest*



*Motorcyclists, Fishlake National Forest*

# Chapter 1 – Introduction and Understanding the Travel Management Decision

## A. Introduction

The purpose of this guide is to assist Forest Service employees responsible for implementing route and area designations (made under the travel management rule at 36 CFR 212, Subpart B) and managing off-highway vehicle use at the field level. This guide identifies key tasks which, if accomplished, will help units successfully implement designations. Many of these tasks should be accomplished prior to producing the motor vehicle use map (MVUM). The guide is also intended to provide ideas for finding resources to accomplish the work and for organizing and prioritizing tasks.

This guide does not provide management direction. Field units may adopt their own approaches or use any elements they find useful, as long as the actions taken are consistent with law, regulation and policy.

Successful implementation will be demonstrated by the protection of National Forest and grassland resources, promotion of public safety and minimization of conflicts among the various uses of the National Forests and grasslands while providing for quality motorized recreation opportunities in appropriate locations. It is important to always keep these goals in mind when designing an implementation plan.

Successful implementation will require the following:

- ◆ **A long-term commitment and support from forest leadership, including adequate funding and staffing.** To facilitate this, a steering committee could be formed, including line officers, key staff and law enforcement. The role of the steering committee would be to provide resources and direction to the implementation team.
- ◆ **Support from the public.** It is important to maintain and improve the relationships with the public that were built during the planning process. Volunteers and partners may be willing to help in many ways including route maintenance, route construction and rehabilitation, monitoring, support for resource protection objectives, compliance with the MVUM and education of other forest visitors.
- ◆ **Support from other agencies and partners.** Many other Federal, State and local agencies have a stake in the outcome and may have funding opportunities.
- ◆ **An integrated effort among the many programs that have a stake in the outcome.** To be successful, implementation cannot be the responsibility of just one program area. An interdisciplinary team approach is suggested.
- ◆ A willingness to continually evaluate our efforts and constantly strive to improve.

Following is the structure for this guide:

**Chapter 1 - Introduction and Understanding the Decision** – This section includes the purpose of the guide, provides insights about what is needed for successful implementation and highlights the importance of understanding the decision. Employees involved in implementation may be different from those involved in travel planning. It is especially important for those who were not involved in the planning side to understand the decision and its rationale. It is also important to understand the changes from the historic situation.

**Chapter 2 - Identifying the Tasks to be Completed** – This section identifies the tasks to be completed for successful implementation. These tasks are organized by the four Es which include Education, Engineering, Enforcement and Evaluation.

**Chapter 3 - Identifying the Resources to get your job done** – This section provides advice about how to obtain the resources needed to complete implementation tasks, with a focus on utilizing volunteers and partners.

**Chapter 4 - Developing an Implementation Plan** – This section provides guidance on how to organize key tasks to help ensure their completion. This section also provides suggestions for building an implementation plan including a checklist of items to consider for inclusion.

**Sign Guide Appendix** – This is an appendix to Chapter 2, Engineering Section.

## B. Understanding the Decision

Understanding the decision is important, particularly if you are responsible for implementation, but were not involved in the planning process.

This section helps to achieve this understanding by offering a series of questions designed to help to identify the topics that will be important to implementing your specific decision.

**What were the significant issues in the environmental analysis and decision making?**

These issues help you know who is interested and potentially what they need to be informed and educated about during implementation. They may also give you clues about how difficult it may be to implement, enforce and administer.

**Who was actively engaged in the collaboration and decision making process?**

Knowing who participated and who was active in the environmental analysis and decision making process can help you know who your audiences are for the implementation process. Knowing who is interested in the various aspects of the decision also provides information on who may be willing to be volunteers or partners in implementation.

**How does your decision change current management?** Changes in management resulting from your decision are critically important and should be a focus in the implementation plan. Understanding these changes can help focus education efforts, identify needed signing, inform the enforcement strategy and affect the content of monitoring and evaluation plans.

Other questions to ask include:

- ◆ Were any roads converted to motorized trails?
- ◆ Was a motorized mixed use analysis done and specific decisions made relative to the types of users on particular routes?
- ◆ Were safety issues identified with recommended mitigation?
- ◆ Where any roads or trails identified to be decommissioned?
- ◆ What changes in recreational opportunities do the designations make?
- ◆ Which roads have been designated and how many miles?
- ◆ Have any areas been designated? Acreage?
- ◆ Are loop trails provided?
- ◆ Is motorized big game retrieval permitted?
- ◆ How is dispersed camping being accommodated?
- ◆ What law enforcement issues, if any, were considered or addressed during the planning process?
- ◆ What changes were made to allowed motor vehicles or season of use?
- ◆ How is vehicle width handled in the decision relative to current management?
- ◆ Were any decisions made that resulted in specific restrictions on unconventional modes of travel or vehicle classes, such as restrictions to tracked vehicles?
- ◆ Is there a transition strategy in place that provides for minimal public use disruption? (For instance, in a case where the decision was to close a set of trails and substitute that opportunity in another area, it may be important and less disruptive to leave the existing system open until the new system is ready to be put into service).
- ◆ Were any specific commitments made to consider adding motor vehicle route opportunities in the future?

Once you determine what changes may occur as a result of your travel planning decisions, you are ready to move into the subsequent section in identifying specific tasks.



*ATV Rider, Fishlake National Forest*

# Chapter 2 – Identifying the Tasks to be Completed

## A. Education

### Purpose

The purpose of this section is to outline recommendations and key tasks needed for effective communication with external and internal audiences regarding motor vehicle use and management on National Forest System lands.

### Desired Outcome

The desired outcome of implementing the recommendations and key tasks is:

1. Increased understanding and acceptance of travel management decisions,
2. Widespread adoption of safe and responsible motor vehicle operation practices and
3. Promotion of citizen stewardship.

Benefits of these outcomes include increased compliance with route and area designations, decreased vandalism, fewer inadvertent violations, enhanced protection of natural and cultural resources, improved etiquette among visitors, and enhanced safe and responsible motor vehicle recreation experiences for all.

### Key Tasks

#### **1. Develop an Education Plan**

- 1.1. Background
- 1.2. Goals and Objectives
- 1.3 Audiences
- 1.4. Message
- 1.5. Delivery Methods
- 1.6. Delivery Strategy
- 1.7. Evaluation

#### **2. Create Supplemental Products to the MVUM As Needed**

#### **3. Integrate Education with Engineering, Enforcement and Evaluation**

The following sections describe each of these tasks in more detail.

#### **1. Develop an Education Plan**

Developing an education plan should be a collaborative effort. Collaboration between forest staff, key stakeholders and forest visitors will help identify target audiences, key

messages and effective methods of message delivery. Education efforts should be closely coordinated with public affairs staff.

In general, an education plan should include the following elements:

### **1.1. Background**

Explain the need for the plan, issues needing to be addressed and changes in on the ground management as a result of implementing travel management decisions.

### **1.2. Goals and Objectives**

Identify the purpose of the education plan and what the unit hopes to achieve through clearly stated goals and measurable objectives. The goals and objectives should focus on improving understanding and acceptance of travel management decisions and enhancing safe and responsible motor vehicle recreation.

### **1.3. Audiences**

Identify the internal and external target audience. Some visitors and employees may not be fully aware of travel management decisions regardless of the amount of outreach and public collaboration that a forest conducted previously. In addition, forest visitors may not be aware of the changes to allowed motor vehicle use until they arrive on the forest. An individual's level of awareness and acceptance may be influenced by how engaged that person was in the travel management planning process, perceptions of change represented by the decisions, the desired recreation opportunities, familiarity with the forest, number of visits per year and how well the motor vehicle use map (MVUM) is understood. As decisions are implemented, the target audiences may need to be modified.

All Forest Service employees should be informed, knowledgeable and aware of the travel management decisions and how they impact their operations and program areas. Internal information sharing and trainings will ensure that all employees receive the same message and in turn communicate a consistent message to external audiences.

The potential internal and external target audience may include:

#### **External**

- Motorized and non-motorized visitors
- Media
- State and local law enforcement agencies
- Forest Service permit holders (forest products, grazing, mining, special uses, etc.)
- Federal, State and local government officials and representatives
- Tribes
- Volunteers and partners
- Local businesses and business groups

- Environmental groups

### **Internal**

- Visitor Information and Support Services staffs
- Public Affairs Officers
- Law Enforcement and Forest Protection Officers
- All field-going employees (PFT and Seasonal)
- Tribal Liaison
- Resource specialists
- Line officers
- Litigation and Appeals Staff, and FOIA Coordinators

### **1.4. Message**

Clearly identify the key points to be communicated. What does your audience need to know about the travel management decision and its implementation? The message must be consistent but may need to be tailored to reach different target audiences. Key stakeholders can help identify effective messages.

Key messages to consider:

- It is the responsibility of each visitor to obtain a copy of the MVUM annually.
- Designations will differ from unit to unit. It is the responsibility of each visitor to understand the designations and rules and regulations for each area they visit.
- Visitors must stay on designated roads and trails and in designated areas on National Forest System lands. Designations may vary by class of vehicle and time of year.
- Motor vehicle uses not consistent with the designations shown on the MVUM are prohibited. Motor vehicle use that is specifically authorized under a written authorization issued under Federal law or regulations is exempted from the designations. Written authorizations may be issued for firewood gathering, contracted work, road use, and special uses. Also, limited administrative use by the Forest Service is exempted from designations.
- Reminders of any seasonal designations.
- Reminders to respect private lands when designated routes pass through them.
- Use of proper equipment (e.g. helmets, spark arresters, etc.).
- State motor vehicle traffic laws apply to National Forest System lands.

## Off-Highway Vehicle Program Route and Area Designation Implementation Guide

### Chapter 2, Identifying the Tasks to be Completed – Engineering

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- Announcement of the current year MVUM identifies any changes to previous year's system.
- Motorized recreation is a valid use of National Forest System lands in the right place and under the right conditions.
- Engagement of volunteers and partners will help ensure successful implementation of route and area designations.

Additional messages may be identified based on other issues, such as applicable State OHV laws, safety concerns, trail etiquette and trespass concerns.



*Young ATV Riders, Humboldt-Toiyabe National Forest*

#### **1.5. Delivery Methods**

Identify current methods and approaches that are working. Develop additional tools as needed. The effectiveness of any given method will depend on target audience demographics, the recreational pursuit or opportunity they seek and familiarity with the Forest Service travel management planning process.

There are two points in time that are critical when communicating with external audiences: (1) before they travel to the forest and (2) after they arrive. There are many advantages to reaching visitors before they arrive:

- ◆ They understand that they need to obtain an MVUM.
- ◆ They understand that operating a motor vehicle on National Forest System lands comes with a responsibility to know the rules and regulations.
- ◆ They know where they can ride.
- ◆ They know the type of opportunity available to them and how long to plan their trip. For example, if they are looking for an 8-hour adventure, but there

are only 2 miles of trails designated for their vehicle type, they will know before arriving that it would probably make sense to go elsewhere.

- ◆ They know what they need to bring to be prepared.
- ◆ Recreationists are more likely to comply with designations when user expectations are being met or there is a high likelihood their expectation will be met.

Methods for delivering information to visitors prior to their arrival at a forest include:

- ◆ **Public service announcements.** Examples are provided below in the section on resources.
- ◆ **Websites – both agency Web sites and partner groups.** Examples are provided below in the section on resources.
- ◆ **Frequently asked question handouts.** Examples are provided below in the section on resources.
- ◆ **Brochures and other printed materials.** Examples are provided below in the section on resources.
- ◆ **Informational meetings and workshops.** Hold Forest Service-sponsored meetings specifically to talk about one or more key messages.
- ◆ **Engage partners and OHV clubs.** Attend local club meetings to share key messages. Consider asking State fish and game agencies to publish OHV information in hunting and fishing regulation publications.

Methods for communicating with visitors after they arrive:

- ◆ **Route markers and signs.** The MVUM, in conjunction with route markers, should be sufficient to clearly communicate where motor vehicle use is allowed and not allowed. The use of travel management signs may provide additional clarification in special situations. Signing is covered in more detail in the engineering section and the Sign Guide Appendix.
- ◆ **Kiosks and bulletin boards.** Kiosks and bulletin boards provide opportunities to display MVUMs and other related travel management information at all times of the day.
- ◆ **Brochures and other printed materials.** Brochures and other printed materials are especially effective if they are readily accessible at gateways such as kiosks, trailheads and displays outside of visitor centers.
- ◆ **Face to face contact.** Front desk employees, recreation staff, law enforcement officers, forest protection officers, other field going employees and volunteers can explain the designations, direct recreationists interested in motor vehicle opportunities to areas that will provide a quality experience and share stewardship and volunteer opportunities that are available. While this method

does not reach as many people as the other tools, it is one of the most effective methods of communication.

### 1.6. Delivery Strategy

This includes a schedule and a budget. Identify the tasks, responsibilities and deadlines. Also identify the cost for staff time needed, production of brochures and other printed materials and signing. It is important to acknowledge that education is an ongoing process and messages and delivery methods may need to be revised as travel management decisions are implemented.

### 1.7. Evaluation

Periodically review the education plan with internal and external audiences to ensure the goals and objectives are being met. Providing opportunities for visitors to stay engaged in the travel management implementation process allows for valuable feedback and insight as to what elements of the education plan are effective and what areas need to be revised or further developed.



*Sound Testing, Los Padres National Forest*

### 1.8. Other Pointers

Things to keep in mind while developing an education plan:

- **Stay positive.** Focusing entirely on “thou shall not” does not promote cooperation with forest visitors. Ensure that contact personnel know what motorized recreation opportunities are available and can make suggestions regarding enjoyable places to ride. When working with the media promote the opportunities and experience as well as the prohibitions.
- **Volunteers and partners.** Use educational efforts to reach out to potential volunteers and partners. Forest visitors and “peer to peer” interactions can play an integral role in educating other visitors about responsible use, informing visitors about available OHV opportunities, and can act as the “eyes and ears” of forest staff by relaying information about what is happening on the ground. Volunteers can also assist in maintaining and constructing trails, habitat restoration projects, and installing signs and barriers. They can distribute printed materials such as MVUMs and brochures.
- **The first two or three years will require the greatest effort.** It will take several years for people to understand the designations (including seasonal restrictions) and become aware of how motor vehicle management has

changed. It is important to note that travel management, like all visitor management, is a dynamic ongoing process.

- **Maintain and improve relationships.** During the travel management planning process forests worked collaboratively with a variety of groups. It is important to update the groups periodically and keep them informed on progress and next steps. This task can be accomplished through a variety of delivery methods, including newsletters, Web updates, emails, conference calls and traditional media outlets. Continue to visit with key groups and invite everyone to participate in implementing and monitoring travel management decisions.

## 2. Create Supplemental Products to the MVUM as Needed

The MVUM is the primary enforcement tool for route and area designations and its primary purpose is to identify the roads, trails and areas where motor vehicle use is allowed. The MVUM was not designed to be used as a navigational tool. Each MVUM must be available, free of charge to the public, both in hard copy form and electronically posted, on each forest Website.

To address the need for navigation friendly tools that can be used in conjunction with the MVUM, the WO is working with the Geospatial Service and Technology Center in Salt Lake City to develop an Interactive Travel Map (ITM). The ITM is national in scope and will display route and area designations for any unit that has published an MVUM. For more information about the ITM, go to: [http://pcdeh6zfk91.ds.fs.fed.us:8080/TA\\_MVUM/](http://pcdeh6zfk91.ds.fs.fed.us:8080/TA_MVUM/). The WO anticipates that the ITM will be available for public use by the end of 2010.

Supplemental products to the MVUM can be developed but keep in mind that the initial MVUM should remain a priority and work on supplemental products should not hinder or take priority over the MVUM. Units should focus on developing supplemental products that enhance visitor understanding and acceptance of motor vehicle designations, increase compliance, decrease violations and that assist the visitor in planning their outing.

These products can provide a wealth of additional information about route and area designations, challenge level, other forest uses, route conditions and terrain and other natural features that may be encountered along a route. Be sure that any information shown on the supplemental products is consistent with the MVUM and that the MVUM is referenced. Units are advised to use the same roads and trails data layers (including road and trail numbering) used to develop the MVUM for their supplemental products. Units should work with the Web manager to ensure that the information is accurate and complies with Section 508 of the Rehabilitation Act. Information needs to be accessible and easy to find.

Supplemental products may be in the form of brochures, posters, maps or downloadable data. Developing these products is an excellent opportunity to work with volunteers, partners organized clubs and forest visitors.

### 3. Integrate Education with Engineering, Enforcement and Evaluation

Education on its own cannot ensure successful implementation of travel management decisions and designations. Education plans should integrate aspects of engineering, enforcement and evaluation efforts where possible.

Educating forest visitors on what types of route markers and signage to look for relates to the engineering efforts on the ground. Educating visitors on how to read and understand the MVUM and the consequences (citations, fines etc.) for non-compliance may result in minimizing intentional and inadvertent violations, reducing enforcement issues. The benefits resulting from effective education will lead to better results identified through evaluation of the designated transportation system and implementation efforts.

## Resources

### Sample Plans and Templates

- ◆ Southern Region OHV Strategic Communication Plan  
<http://fswweb.wo.fs.fed.us/rhwr/ohv/comm/comm-tools.shtml>
- ◆ Forest OHV Communication Plan Template (Southern Region)  
<http://fswweb.wo.fs.fed.us/rhwr/ohv/comm/comm-tools.shtml>

### Information and Education Toolbox

- ◆ [http://fswweb.r10.fs.fed.us/staffs/rlm/interp\\_ed/index.shtml](http://fswweb.r10.fs.fed.us/staffs/rlm/interp_ed/index.shtml)

### External message examples

- ◆ Medicine Bow – Routt  
[http://fswweb.mbr.r2.fs.fed.us/travel\\_management/travel\\_management.shtml](http://fswweb.mbr.r2.fs.fed.us/travel_management/travel_management.shtml)

### Public Service Announcement Examples

(Before using any of these, be sure to check with the appropriate organization regarding any restrictions on their use.)

- ◆ <http://staythetrail.org/media/index.php>
- ◆ <http://www.treadlightly.org/page.php/education-psa/PSAs.html#print>

### Example Websites

- ◆ Southern Region Ride4Keeps Program <http://www.fs.fed.us/r8/ride4keeps/>
- ◆ Idaho OHV Public Information Project  
<http://www.fs.fed.us/r8/kisatchie/maps/index.html>
- ◆ Utah State Parks OHV Website <http://stateparks.utah.gov/ohv>
- ◆ Minnesota Department of Natural Resources OHV Website  
<http://www.dnr.state.mn.us/ohv/index.html>

- ◆ What You Need to Know – Beaverhead-Deerlodge National Forest  
[http://fs.usda.gov/Internet/FSE\\_DOCUMENTS/stelprdb5052360.pdf](http://fs.usda.gov/Internet/FSE_DOCUMENTS/stelprdb5052360.pdf)
- ◆ OHV Trail Riding – Boise National Forest, Recreation  
<http://fs.usda.gov/boise/>
- ◆ OHV Trail Riding – Allegheny National Forest  
[http://www.fs.fed.us/r9/forests/allegheny/recreation/atv\\_trails/](http://www.fs.fed.us/r9/forests/allegheny/recreation/atv_trails/)

### Frequently Asked Questions

A list of “Frequently Asked Questions” or “Facts or Fictions” can be a useful tool for both internal and external audiences.

- ◆ FAQs with canned answers: <http://fsweb.wo.fs.fed.us/rhwr/ohv/comm/comm-tools.shtml>
- ◆ Possible FAQs for local answers:  
<http://fsweb.wo.fs.fed.us/rhwr/ohv/comm/comm-tools.shtml>
- ◆ Fact and Fiction – Apache and Sitgreaves NFs  
<http://www.fs.fed.us/r3/asnf/news/2008/20080331-travel-management-rule.shtml>
- ◆ FAQ – R3 <http://www.fs.fed.us/r3/projects/travel-mgt/faq.shtml>
- ◆ FAQ – R5 <http://www.fs.fed.us/r5/routedesignation/rd-faq.php>

### Brochure and Printed Material Examples

- ◆ Coronado NF - OHV Information Sheet:  
[http://www.fs.fed.us/r3/coronado/forest/recreation/ohv/wy\\_brochure\\_backcountry\\_touring.pdf](http://www.fs.fed.us/r3/coronado/forest/recreation/ohv/wy_brochure_backcountry_touring.pdf)
- ◆ Dixie NF Please Stay on Designated Roads and Trails flyer:  
[http://www.fs.fed.us/r4/dixie/news/2006/dnf\\_d4\\_no\\_xcountry\\_0418\\_flyer.pdf](http://www.fs.fed.us/r4/dixie/news/2006/dnf_d4_no_xcountry_0418_flyer.pdf)
- ◆ Tread Lightly! Responsible OHV Use brochures: <http://www.treadlightly.org/>
- ◆ Cibola NF – Sandia RD Safety First Poster:  
[http://fsweb.r3.fs.fed.us/rec/documents/TravelManagementDocs/Implementation\\_PostMVUM\\_Posters/Sandia\\_TM\\_safety\\_poster.pdf](http://fsweb.r3.fs.fed.us/rec/documents/TravelManagementDocs/Implementation_PostMVUM_Posters/Sandia_TM_safety_poster.pdf)
- ◆ Cibola NF – Sandia RD Respect and Protect Poster:  
[http://fsweb.r3.fs.fed.us/rec/documents/TravelManagementDocs/Implementation\\_PostMVUM\\_Posters/Sandia\\_TM\\_poster.pdf](http://fsweb.r3.fs.fed.us/rec/documents/TravelManagementDocs/Implementation_PostMVUM_Posters/Sandia_TM_poster.pdf)
- ◆ Cibola NF – Sandia RD Grab a Map Poster:  
[http://fsweb.r3.fs.fed.us/rec/documents/TravelManagementDocs/Implementation\\_PostMVUM\\_Posters/MVUM\\_Display\\_layout1.pdf](http://fsweb.r3.fs.fed.us/rec/documents/TravelManagementDocs/Implementation_PostMVUM_Posters/MVUM_Display_layout1.pdf)

### Supplemental Map Products Examples

- ◆ GSTC Draft Interactive Travel Map  
[http://pcdeh6zfk91.ds.fs.fed.us:8080/TA\\_MVUM/index.html](http://pcdeh6zfk91.ds.fs.fed.us:8080/TA_MVUM/index.html)
- ◆ Little Belts Travel Atlas [http://www.fs.fed.us/r1/lewisclark/maps/littlebelts-travel-atlas14aug2009\\_redu.pdf](http://www.fs.fed.us/r1/lewisclark/maps/littlebelts-travel-atlas14aug2009_redu.pdf)
- ◆ Gooseberry ATV Trails <http://fs.usda.gov/fishlake>

### Policy and Regulation

- ◆ FSM 1600 Public Affairs Programs [http://www.fs.fed.us/cgi-bin/Directives/get\\_dirs/fsm?1600!](http://www.fs.fed.us/cgi-bin/Directives/get_dirs/fsm?1600!)
- ◆ FSH 1609.11 Publications Handbook  
<http://fsweb.wo.fs.fed.us/directives/fsh/1609.11/>
- ◆ USDA Departmental Regulation RE: Web Services  
<http://www.ocio.usda.gov/directives/doc/DR3430-001.htm>
- ◆ USDA Web Data Guide  
<http://fsweb.wo.fs.fed.us/pao/internet/documents/style/usda-web-style-guide-v2.0.pdf>

### Reports and Analyses

- ◆ A Review and Analysis of Five OHV Communication Programs  
[http://extension.usu.edu/iort/files/uploads/pdfs/OHV\\_tech.pdf](http://extension.usu.edu/iort/files/uploads/pdfs/OHV_tech.pdf) This document provide examples and advice that is helpful for identifying target audiences, involving stakeholders, developing messages and identifying delivery methods.



*Information Board*

## **B. Engineering: Managing Designated Roads, Trails and Areas (Including Corridors for Dispersed Camping and Big Game Retrieval)**

### **Purpose**

The purpose of this section is to identify work required to manage roads, trails and areas that are designated for motor vehicle use. These projects may include implementing physical changes to the transportation system identified in travel management decisions, completion of sign planning and installation, updating and maintaining the transportation atlas and producing and revising the MVUM on an annual basis.

### **Desired Outcomes**

The desired outcome of this section is to assist forests with successfully implementing travel management decisions, effectively managing the system of designated routes and areas and producing a MVUM and subsequent annual revisions. Successful implementation of travel management decisions and effective management of road and trail systems minimizes impacts to natural and cultural resources, provides enhanced safe and responsible motor vehicle recreation experiences, minimizes conflicts between uses and increases the public understanding and compliance with the system of designated routes and areas.

### **Key Tasks**

There are key engineering tasks and strategies that can be used to successfully implement travel management decisions and to properly manage the system of designated routes and areas. These tasks can include:

#### **1. Develop an Implementation Plan to Identify and Prioritize Needed Projects and Tasks**

##### **1.1 Maintain and Manage Existing Designated Routes**

1.1.1 Perform Condition Surveys

1.1.2 Install or Relocate Traffic Barriers

1.1.3 Plan for and Install Needed Signs

1.1.4 Develop and Implement Annual Maintenance Plans

##### **1.2. Implement Changes to the Route System**

1.2.1 Prepare Supplemental Environmental Analysis

1.2.2 Add New System Routes

1.2.3 Convert or Transfer Existing Routes to Other Systems

1.2.4 Decommission Routes

1.2.5 Implement Motorized Mixed Use Mitigation

1.3 Manage Designated Areas and Corridors

1.3.1 Manage Designated Areas

1.3.2 Manage Motor Vehicle Use for Big Game Retrieval and Dispersed Camping

**2. Maintain the Transportation Atlas**

2.1 Update Infra/I-WEB Information

2.1.1 Record Current Motor Vehicle Designations in the Access and Travel Management Module (ATM)

2.1.2. Develop or Revise Road and Trail Management Objectives

2.2 Update GIS Databases

2.3 Produce and Revise Motor Vehicle Use Maps (MVUM)

**3. Integrate Engineering with Enforcement, Education and Evaluation**

The following sections describe each of these tasks in more detail.



*ATV Rider, Fishlake National Forest*

## 1. Develop an Implementation Plan to Identify and Prioritize Needed Projects and Tasks

Travel management decisions and NEPA analysis documents should be reviewed in order to develop an implementation plan. The plan should identify any changes, additions, deletions and mitigation needed to manage and implement a system of designated roads, trails, areas and corridors designated for motorized dispersed camping and/or big game retrieval. The implementation plan should identify and prioritize these projects and tasks such as those shown below and include completion strategies, schedules and staff responsibilities. Refer to Chapter 4 – Developing an Implementation Plan.

### 1.1. Maintain and Manage Existing Designated Routes

Roads and trails designated for motor vehicle use should be appropriately maintained and managed for the designated use. Field surveys may be needed to determine if the route is currently suitable for the designated use. Gates or other physical barriers may be necessary to prevent unauthorized use. Signs may be needed to assist the public in understanding where they may legally operate motor vehicles. This will aid in tracking and ensuring completion of travel management related projects.

#### 1.1.1. Perform Condition Surveys

Perform route condition surveys as needed to provide up-to-date knowledge of existing road and trail conditions. Condition surveys provide important inputs that can guide the forest as it implements travel management decisions, particularly in identifying reconstruction and maintenance work items needed for the route to safely accommodate the designated motor vehicle use. Surveys are also important in identifying appropriate decommissioning activities. Frequency and intensity of condition surveys will vary with the road maintenance level or Trail Class.

Identified tasks should be included in a decommissioning plan, project reconstruction or improvement plan or an annual road or trail maintenance plan (Refer to Section 1.1.4).

The Infra Travel Routes database is capable of storing all road and trail survey data. Two processes have been developed for roads and trails for conducting field inventory and condition assessment surveys. The Electronic Road Log (ERL) and Trail Condition and Assessment Survey (TRACS) each comply with the Forest Service deferred maintenance protocols by incorporating standardized terminology, data fields and business rules for collecting and recording condition data.

For **roads**, refer to FSH 7709.59, Chapter 60 and the Deferred Maintenance Website ([http://fsweb.r1.fs.fed.us/e/deferred\\_mtce/DeferredMaintenance.htm](http://fsweb.r1.fs.fed.us/e/deferred_mtce/DeferredMaintenance.htm)) for information on using ERL.

For **trails**, refer to FSH 2309.18 and the FS RHR Integrated Business Systems Website (<http://fsweb.wo.fs.fed.us/rhwr/ibsc/tr-cost.shtml>) for the TRACS user guide which provides instructions, examples and forms for completing a survey.

### 1.1.2. Install or Relocate Traffic Barriers

Appropriate restriction devices such as gates, stiles, barriers or signs should be installed or relocated as necessary to prevent motor vehicles from traveling on undesignated routes. Seasonal designations are usually managed with gates and or signs. Motorized restrictions of a year or more are typically managed with physical barriers such as fences, bollards, earth berms, rocks or vegetation or with specific entrance treatments like disking and ripping the roadbed, while allowing for other non-motorized uses such as walking/hiking.

For considerations in selecting barriers refer to *Vehicle Barriers their Use and Planning Considerations*

([http://fsweb.mtdc.wo.fs.fed.us/php/library\\_card.php?p\\_num=0623%201201P](http://fsweb.mtdc.wo.fs.fed.us/php/library_card.php?p_num=0623%201201P)). This document provides information on a variety of barrier types including bollards, fences, gates, large rocks and wooden guardrails. This document also includes construction drawings for barriers.

User safety should be a primary consideration in determining the type and location of any barrier. Barriers should be located and installed at locations where a safe turnaround in advance of the barrier either exists or can easily be constructed. Advance warning signs may be needed to advise the traveler of the barrier ahead.

Cables, chains or single-wire barriers shall **never** be used across any route.

Information on appropriate signing of traffic barriers (size of signs, shape, retroreflectivity, placement, color, etc) is found in the Manual on Uniform Traffic Control Devices (MUTCD): <http://mutcd.fhwa.dot.gov/> and EM-7100-15 Sign and Poster Guidelines for the Forest Service:

[http://fsweb.wo.fs.fed.us/eng/roads\\_trails/signs\\_05/index.htm](http://fsweb.wo.fs.fed.us/eng/roads_trails/signs_05/index.htm).

### 1.1.3. Plan for and Install Needed Signs

Ensuring that the public clearly understands the designations shown on MVUMs is critical to successful implementation of the Travel Management Rule. One of the most effective methods of communicating the information on the MVUM is through the use of appropriate signs and posters that are clear, uniform and consistent on all National Forests and Grasslands. Agency-wide consistency and uniformity in the use of signs to communicate travel management decisions will provide the foundation for Travel Management Rule implementation and enforcement. Lack of sign uniformity and consistency will most likely lead to confusion, undermine public support and make implementation of the travel management rule difficult.

Consistent use of appropriate route markers to identify the designated routes is an important key to helping the public understand the MVUM and know where they can legally take motor vehicles. At a minimum, all designated routes displayed on the MVUM should be clearly marked on the ground with route markers.

The Signing for the Travel Management Rule (Sign Guide Appendix) provides an overview of current Forest Service signing policy and provides specific guidance for signing routes and areas.



*Entering Motor Vehicle Restriction Area Sign*

#### **1.1.4. Develop and Implement Annual Maintenance Plans**

Develop or update annual road and trail maintenance plans, based on the system of designated roads and trails and the results of condition surveys and other information gathered from Road and Trail Managers, maintenance crews and other staff.

The plans will help to identify and prioritize projects and maintenance activities that implement the travel management decisions and will assist in determining the correct installation of gates and other traffic barriers, signs and entrance treatments. This plan will help identify funding opportunities and priorities and will identify areas where these activities can be integrated into other forest and district programs and projects.

Maintenance plans should record accomplished tasks such as the installation of gates and other traffic barriers, signs and other maintenance or reconstruction activities.

#### **1.2. Implement Changes to the Route System**

Use an Implementation Plan (Chapter 4) to document the changes, additions, deletions and mitigation needed to manage and implement the system of designated roads and trails. Supplemental environmental analysis may be needed to accomplish these changes.

##### **1.2.1. Prepare Supplemental Environmental Analysis**

Some projects or implementation activities may require site specific environmental analysis that may have been deferred in the travel management decisions. Examples of possible projects include:

- The NEPA document and decision may have recognized the need to decommission system routes and/or rehabilitate unauthorized routes; and to implement habitat restoration on these routes. However the required environmental analysis, biological analysis and heritage surveys were deferred until the project implementation is imminent.
- A new trail or a reroute of part of a trail was identified, but the site-specific location and analysis was deferred to a separate project.
- The need for additional trailhead facilities or other staging or parking areas designed to accommodate trailers and provide camping opportunities for motorized recreationists was identified, but supplemental analysis is needed to identify the scope and specific design of the facilities.
- In cases where there is a proliferation of routes to camping sites within a corridor and cross-country travel is occurring, additional analysis may be required and designation of routes proposed to the dispersed camping sites.

Environmental analysis for these types of projects should be prioritized and can be completed independently of other environmental analyses.

### **1.2.2. Add New System Routes**

Travel management decisions may have determined that additional routes are needed in order to provide a broader spectrum of motorized recreation opportunities for the public. Adding new routes to the National Forest System can be accomplished by a variety of methods including:

- 1. Constructing a new NFS road or trail**
- 2. Designating a ML 1 road as a trail (coincident route)**

One possible method of adding a new trail route could be making the trail coincidental with an operational maintenance level 1 road. When a road is intended for intermittent use by highway-legal vehicles (maintenance level 1) and continuous use by other motor vehicles, the route should be designated as both a National Forest System road and a National Forest System trail (FSH 7709.59, Section 11.1).

The financial responsibility for maintenance of a route shared by a NFS road and a NFS trail depends on the current use of the route (FSM 7731.11, paragraph 6).

The route is recorded in Infra as both a road and a trail. Consider using the same route number and marker for both the ML 1 road and the trail.

A decision to manage a ML 1 road as a coincident trail should also consider to the Objective Maintenance Level of the road and whether mixed use would be suitable or not during the time the road is no longer maintained at a ML 1 but is open to highway traffic at a maintenance level 2 through 5. It may be appropriate to undesignated routes being used for short periods of logging activities for both safety and financial reasons.

### **3. Acquiring an existing route from other parties**

Existing routes may be added to the NFS system through different methods of acquisition including land exchange, conveyance, purchase, acquisition, sale and rights-of-ways. When any of these methods are implemented, follow agency guidance related to maintaining jurisdictional records.

#### **1.2.3. Convert or Transfer Existing Routes to Other Systems**

Often, a decision has been made to convert or transfer an existing route from one system to another system. No construction is needed as the route exists on the ground.

Reconstruction or realignment may be needed to accommodate the designated vehicle type. When this occurs, the route is removed from the original system and is added to the other system.

#### **Convert a Road to a Trail**

When existing roads are no longer needed for highway vehicle travel, they may be considered for conversion to trails (See FSM 7703.27 for factors to consider). Key considerations include whether the route would provide a recreation experience consistent with desired trail management objectives, long-term maintenance needs and available funding. Also see FSM 2353.28j for a description of the types of recreation opportunities typically provided on a trail versus a road. When conversion decisions are made, the road is removed from the road system and added to the trail system. In some situations, additional work on the ground may be needed to provide a high quality trail recreation experience.

To help identify the work needed to convert roads to trails, consider the following:

1. Carefully review and/or revise trail-specific design parameters to accommodate the managed use(s) and the designed use for the trail. Adjustments may be needed in the design tread width and grade, clearing limits, turning radii and other factors. For example, a trail prescription may identify the narrowing of the tread width and clearing limit to meet the intended design parameters and provide the desired trail experience. These types of adjustments may occur naturally over time or designed and implemented through on-site field work. Design parameters for motorcycle, ATV and four-wheel-drive may be found in FSH 2309.18, 23.
2. Consider minor or major re-alignment of trail segments as needed to provide the desired trail experience.
3. Review and assess both existing and needed route structures including drainage and crossing structures. This assessment may consider opportunities to modify existing structures or to construct new structures that are more appropriate for trail vehicles.
4. Review and assess the existing signs and make appropriate adjustments before the route is managed as a trail.

### **Convert an Unauthorized Route to a System Route**

An existing road or trail that is not a forest road or trail or a temporary road or trail and that is not included in the transportation atlas is an unauthorized route (FSM 2353.05, FSM 7705).

When an unauthorized road is needed to provide long-term access, it can be considered for addition to the road or trail system. An unauthorized road or trail can be converted to a system road or trail **only** when supported by the appropriate environmental analysis. For roads, see Scenario #1 in the Travel Routes Data Dictionary for guidance on editing I-Web data for unauthorized roads. Reconstruction of the existing route may be necessary to accommodate the designated use.

### **Transfer a System Route to another Party**

Existing routes may be removed from the NFS system through different methods of transfer including land exchange, conveyance, purchase, acquisition, sale and rights-of-ways. When any of these methods are implemented, follow agency guidance related to maintaining jurisdictional records.

Maintain jurisdictional records in the Landownership Records (FSM 5490) and in the transportation system inventory (FSH 7709.55). Record any authorization data in Infra Authorizations Module.

#### **1.2.4. Decommission Routes**

Decommissioning roads involves restoring roads to a more natural state. Activities used to decommission a road include, but are not limited to, the following: reestablishing former drainage patterns, stabilizing slopes, restoring vegetation, blocking the entrance to the road, installing water bars, removing culverts, reestablishing drainage-ways, removing unstable fills, pulling back road shoulders, scattering slash on the roadbed, completely eliminating the roadbed by restoring natural contours and slopes, or other methods designed to meet the specific conditions associated with the unneeded road (36 CFR 212.5(b)(5)).

When prioritizing route decommissioning projects, the highest priority should be placed on routes with the greatest potential for negative impact on natural resources. Priority should also be placed on projects that will result in improved compliance with the MVUM by eliminating access to other unneeded or unauthorized routes. The method of route decommissioning may have been determined in the travel management decision. If not, subsequent analysis will be needed.

Decommission a route by reestablishing vegetation and, if necessary, initiating restoration of ecological processes interrupted or adversely impacted by the unneeded route. Decommissioning includes applying various treatments, including one or more of the following:

1. Reestablishing former drainage patterns, stabilizing slopes and restoring vegetation,
2. Blocking the entrance to a road or installing water bars,

3. Removing culverts, reestablishing drainages, removing unstable fills, pulling back road shoulders and scattering slash on the roadbed,
4. Completely eliminating the roadbed by restoring natural contours and slopes (recontouring) and
5. Other methods designed to meet the specific conditions associated with the unneeded road.

For more guidance on decommissioning routes refer to FSM7734.

Refer to the Travel Routes Data Dictionary posted at [http://fsweb.r6.fs.fed.us/eng/travel\\_routes/user\\_board/](http://fsweb.r6.fs.fed.us/eng/travel_routes/user_board/), Scenario #2 for guidance on modifying Infra Linear Events to reflect the road decommissioning.

### **1.2.5. Implement Motorized Mixed Use Mitigation**

Motorized mixed use can occur in one of two ways:

- A NFS road is designated for use by both highway-legal and non-highway-legal motor vehicles. The road is recorded only in the roads database.
- A road and trail are coincident and the use occurs simultaneously. There must be a record in both the road and the trail database.

Decisions to manage mixed use must be based on application of engineering judgment, an engineering study or if appropriate, supported by state law.

Implement mitigation methods identified in the engineering analysis such as signs, speed controls, user education, modifications to road geometry, regulating the timing of either the commercial hauling or recreation use and other safety measures. Refer to FSM 7715.77 and FSH 7709.55, 32.21.

During periods of use by commercial highway-legal vehicle traffic, the financial responsibility for traffic generated maintenance is generally borne by commercial users. When the route is only open to non-highway legal vehicles as a NFS trail, maintenance needs resulting from user traffic is the responsibility of the Forest Service Trails Program. Responsibility for custodial non-traffic generated maintenance should be determined and coordinated at the local level (FSM 7731.11, paragraph 6).

### **1.3. Manage Designated Areas and Corridors**

Specific areas and dispersed camping and big game retrieval corridors may be designated for motor vehicle use including designations for types of vehicles and if appropriate, time of year. It is beneficial to establish objectives and benchmarks for managing these areas and corridors.

#### **1.3.1. Manage Designated Areas**

Direction on designated area management is provided in FSM 7715.73 Area Designations.

Travel management decisions should provide the description of the geographical boundaries of the designated areas. Accurate area descriptions must be included on the MVUM using easily identifiable geographical features. Signing may be used to supplement the identification of area boundaries; however, signing alone is generally insufficient.

Management objectives need to be developed for the designated area and should include Recreation Opportunity Spectrum (ROS) objectives as defined in the Forest Land and Resource Management Plan, requirements for wildlife protection, soil and water protection, noise abatement and other applicable objectives. The ROS objectives should include the expected recreational experience, setting and managerial constraints. The management objectives should also include strategies for managing cross-country use.

### **1.3.2. Manage Motor Vehicle Use for Big Game Retrieval and Dispersed Camping**

Designation of NFS roads and trails may include the limited use of motor vehicles within a specified distance off those routes and other public roads and trails that crosses National Forest System lands solely for the purposes of dispersed camping or big game retrieval. Direction on designated dispersed camping and big game retrieval corridor management is provided in FSM 7715.74 Motor Vehicle Use for Big Game Retrieval and Dispersed Camping.

Signs at the beginning and ending of designated corridors may be used to supplement the identification of corridors on the MVUM. Signs may also be used to help establish the distances allowed off the designated route; however, signing alone may be insufficient. Physical barriers and other deterrent methods may also be needed. Accurate corridor descriptions, distances and allowed uses within corridors must be included on the MVUM.

Coordinate with state fish and game departments as needed.

## **2. Maintain the Transportation Atlas**

FSM 7711 requires each administrative unit of the NFS to develop and maintain current records on forest roads, trails and airfields in a Travel Management Atlas. The atlas shall be available to the public at the headquarters of that administrative unit (36 CFR 212.2(a)).

The atlas reflects the current inventory and management of a route, not the desired future management. It consists of:

1. Inventories of all existing NFS road, trails and airfields,
2. Inventories of forest roads important to the management of the unit, including other Federal, State, local and private roads,
3. Road and trail management objectives for NFS routes,
4. Identification of needed and unneeded NFS roads,
5. Travel management decisions,

6. Changes in road management status including decommissioning a road, converting a road to other uses, adding a new road to the forest transportation system or transfer of jurisdiction over a forest transportation facility,
7. Road management priorities,
8. Geographic information system (GIS) layers and
9. Maps, including the MVUM.

### **2.1. Update Infra and I-Web Information**

An important component of access and travel management is maintaining the transportation atlas. Current and accurate data in the transportation atlas allows forests to record and track travel management decisions and monitor how the existing road and trail systems are managed and maintained. The transportation atlas should be kept current so that the most accurate information is used to make necessary adjustments to management and maintenance strategies. The process of maintaining data is an ongoing and dynamic process.

Determine jurisdiction (FSM 7703.3) on all designated existing transportation system facilities as appropriate. Maintain jurisdictional records in the landownership records (FSM 5490) and in the transportation system inventory (FSH 7709.55). Record any authorization data such as easements and permits in the Infra Authorizations Module.

The I-Web Travel Routes database shall be used to store all road and trail data. There are several modules that are used to record specific types of data shown in the table below.

Information in these modules should be updated as needed.

**Modules Used to Record Specific Types of Data**

Module	Data	Documentation
Linear Events	Linear attributes that occur along a road or trail and have an associated length such as surface type and jurisdiction.	Roads Travel Routes Data Dictionary Trails Data Dictionary
Record of Events	Date related events such as construction, surveys, designations and decisions.	
Route Features	Features or structures that occur at a point or points along a road or trail such as signs, gates, cattle guards and guardrails.	
Access and Travel Management	Travel management along the length of the road or trail or for a travel management area.	ATM Data Dictionary
Work Items	Maintenance and CIP needs along a road or trail.	Infra On-Line-Help
RMO - Road Management Objectives	The management objectives of the road.	RMO Data Dictionary
TMO - Trail Management Objectives	The management objectives of the trail.	Trails Fundamentals and TMO Training Reference Package
Authorizations	Existing or needed authorizations on a road or trail.	Authorizations Data Dictionary

Road data dictionaries for Travel Routes, ATM, RMO and Authorizations are posted at:

[http://fsweb.r6.fs.fed.us/eng/travel\\_routes/user\\_board/](http://fsweb.r6.fs.fed.us/eng/travel_routes/user_board/)

The *Trails Data Dictionary* for linear events, features and tasks is posted at:

<http://fsweb.wo.fs.fed.us/rhwr/ibsc/tr-cost.shtml>

The *Trail Fundamentals and Trail Management Objectives Training Reference Package*

can be found at: <http://fsweb.wo.fs.fed.us/rhwr/ibsc/tr-fund.shtml>

**2.1.1. Record Current Motor Vehicle Designations in ATM**

The ATM Module stores the results of forest travel management decisions and management objectives regarding motorized and non-motorized uses of its roads, trails and areas. For the purposes of this section, we will limit information on the ATM module to motor vehicle use only.

**ATM data shall be recorded for all motor vehicle designations as the Motor Vehicle Use Map (MVUM) is generated directly from the ATM module.** An important component of implementation and monitoring is to maintain data in the ATM module, as

route and area designations change. ATM data should be reviewed and revised annually, prior to the MVUM updates.

ATM data can also be used to develop other various maps, products and reports, including interactive access and travel Web pages, winter travel maps, general travel management maps, visitor maps and specific trail maps.

The ATM module must include a record of the:

- **Modes of Travel** – The motor vehicle type that a route or area is designated for such as Highway Vehicles or Standard Terra OHVs.
- **Travel Management Strategy** – An indication of how and to what extent the uses of the road, trail or area are managed. Strategies include encourage and manage, accept, discourage, eliminate and prohibit.
- **Travel Management Dates (time of year)** – “From and through dates” during which specific uses are allowed or restricted.
- **Applies To** – The group that the allowed or restricted use affects, such as public or administrative traffic or both.



*Partners and Visitors*

### **2.1.2. Develop or Revise Road and Trail Management Objectives**

**Road Management Objectives (RMOs) and Trail Management Objectives (TMOs) are required for each National Forest System (NFS) road and trail** and document the intended management purpose, design, and operation and maintenance criteria. RMOs and TMOs require written approval by the responsible official and are included in the applicable forest transportation atlas. Refer to FSM 7714, FSH7709.59 Chapter 10, Section 15.2, FSM 2353 and FSH 2309.18 Sections 12 and 14.

Management objectives may have changed on some routes as a result of a travel management decision. Ensure the RMOs and TMOs are developed and updated as needed and are consistent with designation decisions. It is paramount to update the existing system data and create new RMOs and/or TMOs to reflect both management guidance and changes to physical conditions on the ground.

Projects that would be associated with changed or new management objectives include:

- Previously unauthorized routes have been added to the system and are now designated for motor vehicle use.
- Trails that were originally designed and constructed for non-motorized uses such as hiking are now designated for motorized use and may need substantial reconstruction or improvement to meet trail standards for the vehicle class designations.
- Routes that were originally designed for one vehicle type and may require reconstruction and/or realignment to accommodate a different vehicle class.
- NFS roads that are being converted to NFS trails.
- NFS trails that are now sharing a route with a NFS road (coincident route).

### **Road Management Objectives**

Road Management Objectives (RMOs) are recorded either as electronic documents in the RMO module or as hard copy documents. **The official RMO is the hard copy signed in ink by the approving line officer (7709.59, ch.11.3).** Use the process outlined in FSH 7709.59, Chapter 10, for documenting RMOs. Also refer to FSM 7730.3.

Roads constructed on National Forest System lands are required to be designed to standards appropriate for the intended uses, considering safety, cost of transportation and impacts on land and resources (16 USC 1608(c)). RMOs guide how the road is to be located, designed, constructed, operated and maintained to meet the specific resource management objectives for the area accessed by the road. The objectives are also the basis for the road inventory, signing and mapping and the rules and regulations which apply to the use of the road.

All available information needs to be collected to provide the background for developing access management objectives and road management objectives. At a minimum, the RMO should contain a summary of management area direction, needs for coordination of uses, access management objectives and the design, operation and maintenance criteria for the road.

Other types of information may include the management emphasis for the area; the type and extent of resource activities for timber, wildlife, recreation, minerals, soils and water; environmental constraints; designation of dispersed camping corridors and mitigating and protection measures to be employed.

### **Trail Management Objectives**

Trail Management Objectives (TMOs) document the intended purpose and management of a National Forest System trail based on management direction, including access objectives (FSM 2353.05). TMOs are recorded electronically in the Infra Trails module, with signed hard copies retained at the local Forest Service office.

TMOs provide a basis for assessing the condition of the trail and identifying the work needed to meet appropriate standards. This information is especially important for

designated NFS trails that were not previously managed for motor vehicle use. Document the applicable managed use(s) and designed use and identify the applicable design parameters to guide trail maintenance or reconstruction needed to accommodate the managed use(s). For national direction, definitions and instructions regarding TMOs refer to FSM 2353, FSH 2309.18 and instructions and reference documents posted under Trail Fundamentals on the FS RHR Integrated Business Systems Website (<http://fsweb.wo.fs.fed.us/rhwr/ibsc/tr-cost.shtml>).

## **2.2. Update GIS Databases**

Spatial data must also constantly be maintained. Linkages between GIS and I-Web should be reviewed on a regular basis. Update the geographical information system (GIS) by utilizing aerial photo interpretation, Global Positioning System (GPS) surveys, other digital map data and on-the-ground verification. As implementation occurs in the field, the changes in information should be entered into GIS as soon as possible. Maintaining this information is key to providing an accurate and reliable MVUM on an annual basis and other map products.

## **2.3. Produce and Maintain Motor Vehicle Use Maps (MVUM)**

MVUMs are mandatory for all FS units and shall display all motor vehicle designations. The MVUM is a combination of ATM Infra data and GIS spatial data and cartographic efforts.

Once the initial MVUMs have been published, they must be reviewed, revised as necessary to reflect changes since the previous MVUM and reissued on an annual basis (FSM 7711.3). Edits are made to the transportation atlas (tabular and spatial data) as projects are implemented, barriers are installed, routes are decommissioned and other transportation data is updated are critical to producing accurate MVUM revisions.

Refer to the Motor Vehicle Use Map Production Guide for instructions on producing and maintaining MVUMs. The guide may be found at: <http://gis.gsc.wo.fs.fed.us/wo/mvum/step-3.php> .

Refer to the Education Chapter for guidance on developing products supplemental to the MVUM.

## **3. Integrate Engineering with Enforcement, Education and Evaluation**

Engineering efforts need to be integrated closely with education and enforcement efforts to successfully implement travel management decisions. Evaluation is critical for identifying concerns and improving the system over time.

Consider educational opportunities for sharing implementation objectives, timelines, milestones and accomplishments with the public, especially those individuals and groups who participated in the collaboration process. These opportunities may include posting information on the forest Web site, periodic newsletters and press releases to share major accomplishments. This effort could make the public feel comfortable with contributing information during the planning period and would assist the Forest Service in maintaining relationships with the public.

Review draft copies of brochures and other travel management informational products. Check for consistency between on the ground conditions and the information being disseminated to the public.

Sign plans should support the travel management education program. Route markers are important for MVUM compliance so the users can orient themselves on the ground. Trailheads and other staging areas are key locations for connecting with motorized recreationists. Carefully sited bulletin boards can provide a location for posting information and distributing MVUMs and other OHV related materials.

Enforcement personnel are instrumental in identifying problems that can be corrected through engineering or recreation management. The Law Enforcement and Investigations Management Attainment Reporting System (LEIMARS) database can be used to visually display areas with frequent violations, crashes, and investigation reports. Consider mitigation to reduce or eliminate violations and crashes including additional signage or installation of traffic barriers. (See the enforcement section for more information and links to the LEIMAR database.)

Any employee or volunteer with field assignments should have an understanding of the designated system, should be able to interpret the MVUM, provide opportunities for motorized and non-motorized recreation and contact information for the public to obtain additional information if needed. Encourage field-going personnel to carry copies of the MVUM for distribution if requested while out in the field. Provide a process for reporting problems, concerns and questions related to travel management and road and trail conditions.

Condition surveys are an important component of evaluation and monitoring. Tracking changes over time will inform future maintenance plans and help in the identification of changes needed to the motorized route system.

## **Resources**

### **Trail Maintenance Guidance**

Forest Service national design parameters for motorized designed uses may be found at FSH 2309.18, Section 23.2. Use these to identify trail-specific design parameters to accommodate the identified managed use(s) and the identified designed use, incorporating any needed adjustments based on consideration of trail topography, managed use(s) or other applicable considerations (Per FSH 2309.18, Section 14.4 and 14.5).

Additional Forest Service Trails Management and Maintenance Information may be found at:

- ◆ FS 2309.18 Trails Management Handbook
- ◆ Forest Service Standard Specifications for Construction and Maintenance of Trails (EM-7720-103)
- ◆ Forest Service Health and Safety Code Handbook (FSH 6709.11)

- ◆ Trail Bridges and Structures (FSM 7722 and FSM 7736)

- ◆ FS RHR Integrated Business Systems Trail Data Management:  
<http://fsweb.wo.fs.fed.us/rhwr/ibsc/tr-cost.shtml>.

This link provides planning, inventory and management concepts applicable to all National Forest System Trails, including the identification of Trail Management Objectives, TRACS and annual reporting requirements and results.

- ◆ FS National Engineering Website:

[http://fsweb.wo.fs.fed.us/eng/roads\\_trails/drawspec.htm](http://fsweb.wo.fs.fed.us/eng/roads_trails/drawspec.htm)

This Website provides links to drawings and specifications for trails and trail features such as trailheads, bridges, signs and kiosks.

- ◆ FS Technology and Development Centers Publications Search:  
[http://fsweb.sdtc.wo.fs.fed.us/pubs/search\\_all.shtml](http://fsweb.sdtc.wo.fs.fed.us/pubs/search_all.shtml)

San Dimas and Missoula Technology and Development Centers have developed print publications, videos and CDs related to constructing and managing OHV trails. Most of these publications are available for download and videos can be requested from the Technology Centers.

Recommended Technology and Development Center publications:

- ◆ The Trail Construction and Maintenance Notebook
- ◆ OHV Design Handbook (still under development)
- ◆ Groenier, James Scott. 2008. Geosynthetics for Trails in Wet Areas: 2008 Edition
- ◆ Meyer, Kevin G. 2002. Managing Degraded Off-Highway Vehicle Trails in Wet, Unstable and Sensitive Environments
- ◆ Vachowski, Brian. 1998. Cattle guards for off-highway vehicle trails. Tech. Rep. 9823-2826-MTDC
- ◆ Vachowski, Brian; Maier, Neal. 1998. Off-highway vehicle trail and road grading equipment. Tech. Rep. 9823-2837-MTDC
- ◆ MTDC Staff. 1994. Trails in Wet Areas Turnpike and Puncheon Construction
- ◆ Video: Construction Trail Switchbacks. Request from FHWA at:  
[http://www.fhwa.dot.gov/environment/rt\\_pubs.htm](http://www.fhwa.dot.gov/environment/rt_pubs.htm)
- ◆ Videos: Surface Water Control Techniques for Trail Maintenance, Trails in Wet Areas—Turnpike and Puncheon Construction, Basic Trail Maintenance, Handtools for Trail Work—Part 1 and Part 2 and An Ax to Grind

### Examples of Forest Service OHV Trail Systems:

- ◆ East Fork Rock riding area Deschutes National Forest:  
<http://www.fs.fed.us/r6/centraloregon/recreation/cohvops/efrindex.shtml>
- ◆ Oregon Dunes National Recreation Area:  
<http://www.fs.fed.us/r6/siuslaw/recreation/ohv/index.shtml>
- ◆ Ocala National Forest:  
<http://www.fs.fed.us/r8/florida/ocala/recreation/ohv.overview>
- ◆ Fishlake National Forest:  
<http://www.fs.fed.us/r4/fishlake/recreation/ohv/index.shtml>
- ◆ Rubicon OHV Trail: <http://www.fs.fed.us/r5/eldorado/recreation/trails-moto/rubicon/>
- ◆ Cleveland National Forest:  
<http://www.fs.fed.us/r5/cleveland/recreation/ohv/index.shtml>

### Sign Resources

- ◆ Refer to Sign Guide Appendix

### Other Resources

- ◆ State of Minnesota Department of Natural Resources. 2007. “Trail Planning, Design and Development Guidelines.” Trails and Waterways Division, St. Paul, MN
- ◆ Wernex, Joe. 1994. Off-Highway Motorcycle and ATV Trails Guidelines for Design, Construction, Maintenance and User Satisfaction. Pickerington, Ohio. American Motorcyclist Association.
- ◆ Crimmins, Tom. Management Guidelines for OHV Recreation. National Off-Highway Vehicle Conservation Council.  
<http://www.nohvcc.org/newsletter/prbook.asp>
- ◆ NOHVCC OHV Library: <http://nohvcclibrary.forestry.uga.edu/mgtsub.html>

The following FS Website provides links to drawings and specifications for trails and trail features such as trailheads, bridges, signs and kiosks.

- ◆ FS Technology and Development Centers (San Dimas and Missoula) Publications Search: [http://fsweb.sdtc.wo.fs.fed.us/pubs/search\\_all.shtml](http://fsweb.sdtc.wo.fs.fed.us/pubs/search_all.shtml)

## C. Enforcement

### Purpose

The purpose of this section is not to establish enforcement policy for travel management but rather to provide a framework to address non-compliance with motor vehicle designations shown on the motor vehicle use map (MVUM) through properly trained, equipped and educated employees and others to document non-compliance. While enforcement is not the only option, it is a necessary component of a comprehensive compliance strategy including education, engineering and evaluation.

### Desired Outcome

The desired outcome of enforcement is compliance with the designations shown on the MVUM. The number and location of documented enforcement actions related to travel management would signify whether compliance is being achieved. The benefits of compliance include protection of resources, public and employee safety and decreased costs.

### Key Tasks

This section identifies six key enforcement associated tasks to assist with gaining compliance with the route and area designations shown on a MVUM. Depending on the location of the unit, these may not be the only enforcement related tasks and some may require additional work not specifically addressed in order to be successful. The key tasks are:

- 1. Request Appropriate Forfeiture of Collateral Amounts**
- 2. Coordinate with Magistrates and Prosecuting Attorneys**
- 3. Develop a Compliance Strategy**
  - 3.1. The grace concept
  - 3.2. The enforcement concept
- 4. Use Employees and Volunteers to Assist with Compliance**
- 5. Coordinate with Key Partner Agencies**
- 6. Integrate Enforcement with Engineering, Education and Evaluation**

The following sections describe each of these tasks in more detail.

#### **1. Request Appropriate Forfeiture of Collateral Amounts for Violations**

A fine associated with a Forest Service Violation Notice is a forfeiture of collateral which has been set by the United States District Court in the jurisdiction where the violation occurs. Under the Federal Rules of Criminal Procedure, the district court judge (or the chief judge) of the United States District in each judicial District usually issues a court

order, commonly referred to as a local rule, for a forfeiture of collateral schedule to apply across the Federal court district for which they are responsible. Often this forfeiture of collateral schedule will have various subparts that address the violations of specific Federal agencies. While the Forest Service may be asked to provide input to the forfeiture of collateral schedule that will apply to Forest Service violations, it is ultimately the United States District Court that sets the forfeiture of collateral (fine) that it determines is acceptable. A forfeiture of collateral (fine) is often set at an amount that the court feels to be a balance between being great enough to be a deterrent to such violations, but not so great as to require numerous court hearings by those seeking only to have their fines reduced. Under Rule 58 of the Federal Rules of Criminal Procedure, payment of the pre-established fixed sum forfeiture of collateral represents payment in lieu of a court appearance and also ends the case. The forfeiture of collateral schedule established by one United States District Court does not apply to any other United States District Court. There are 94 United States District Courts. Some States have more than one. In addition, some National Forests may have lands in more than one United States District Court judicial district. Following is a link to the U.S. Courts Website:

<http://www.uscourts.gov/courtlinks/>

Because of the above procedures, it is **vital** important that a forfeiture of collateral schedule has been updated for the motor vehicle use prohibitions (violations) at 36 Code of Federal Regulations (CFR) 261.13 prior to implementation and enforcement of the MVUM. The MVUM prohibitions were inserted in a CFR revision effective November 2005. Rather than add the new MVUM prohibitions to the end of the existing prohibitions in Subpart A, there was significant rewording and renumbering of the prohibitions from sections 261.13 to 261.23. Therefore, use of a forfeiture of collateral schedule from the United States District Court dated prior to November 2005 for affixing forfeitures of collateral to Violation Notices will probably result in a forfeiture of collateral amount that is improper and inconsistent with the intent of the District Court because the forfeiture of collateral schedule amounts established by the court are specific to the prohibition (violation) and the prohibition that was numbered 36 CFR 261.13 prior to November 2005 is significantly different from the prohibition with that same number after November 2005.

It should be noted that although the wording of these new prohibitions became effective in November 2005, the MVUM prohibitions were specifically written so as not to take effect until the publication of a MVUM for the affected unit. In most cases this allowed from one to several years lead time for the United States District Court to revise their forfeiture of collateral schedule. However, the court may be unaware of revisions to the CFR that would affect its forfeiture of collateral schedule unless informed by the Forest Service.

In order to verify that the forfeiture of collateral schedule has been updated, contact local Forest Service Law Enforcement personnel. They should have and be using the most current copy of the court's forfeiture of collateral schedule.

If the forfeiture of collateral schedule has not been revised to include the motor vehicle prohibitions, seek assistance from the local Forest Service Law Enforcement and

Investigations Patrol Captain to initiate the process. Often this is a formal process involving the office of the United States Attorney and may take from weeks to months to accomplish. Often the entire forfeiture of collateral schedule for violations of an agency's prohibitions is revised rather than issuing a separate court order for a particular prohibition.

## 2. Coordinate with Magistrates and Prosecuting Attorneys

Forest Service Law Enforcement and Investigations personnel have regular contact with the United States Magistrate Judge(s) and prosecuting attorneys from the U.S. Department of Justice that have jurisdiction over the area(s) in which they are assigned. The most common contact is during court proceedings. Most magistrates and prosecutors are open to scheduling meetings to discuss issues as long as specific pending cases are not discussed. If a meeting has not occurred concerning the Travel Management Rule or the MVUM specifically, the local Forest Service law enforcement and investigations patrol captain and/or law enforcement officer should seek to set up such a meeting. The format of the meeting can range from an informal get together in the office to a scheduled "day on the forest."

Forest Service participants at the meeting should include not only law enforcement, but other Forest Service staff as well, who should be encouraged to attend and present information, in a briefing format. A rough outline of a meeting might include:

- ◆ Past approach to travel management
- ◆ Any existing prohibitions addressing travel management on the unit
- ◆ A few photos of the type of damage the regulations are designed to prevent
- ◆ A good clean copy of the travel management changes that relate to the prohibitions from the CFR  
[http://fsweb.wo.fs.fed.us/rhwr/ohv/rules/final\\_rule.pdf](http://fsweb.wo.fs.fed.us/rhwr/ohv/rules/final_rule.pdf)
- ◆ An example copy of a MVUM (this may be from another unit because if the unit already has a MVUM, this discussion with the magistrate is overdue)
- ◆ How the Forest Service intends to deal with travel management using the MVUM
- ◆ What supplemental signing has been or will be installed
- ◆ How the Forest Service intends to handle violations in conjunction with the court
- ◆ Ask for and listen to suggestions from the magistrate

## 3. Develop a Compliance Strategy

There is no single comprehensive compliance strategy that will work for all units in all locations. Some units that have already implemented their MVUM went forward with a formal step by step process and others took a less structured approach. However, experience indicates that any approach without enforcement will achieve limited success;

therefore, it is imperative that Forest Service law enforcement and investigations (LEI) personnel be involved early on in the process because LEOs are more apt to be the agency employees charged with obtaining compliance on a regular and ongoing basis long after others involved in travel management have been directed to other projects.

Rather than the Forest Service completely reinventing a compliance strategy, there are resources that contain relevant information that can be consulted.

One resource is the Wildlands CPR group whose stated mission is to promote watershed restoration through road removal, prevent new road construction and stopping off-road vehicle abuse. They have produced a publication entitled “Six Strategies for Success Effective Enforcement of Off-Road Vehicle Use on Public Lands” which lays out a basic framework of a compliance strategy that evolved from interviews of many Federal land managers including past and present Forest Service employees. This publication is available at:

<http://www.wildlandscpr.org/files/uploads/PDFs/SixStrategiesEnforcementReport.pdf>

The Wildlands CPR strategy begins with a commitment to enforcement.

There are currently at least two variations concerning enforcement of the prohibitions that would be most applicable to travel management: the grace concept and the enforcement concept, both outlined below.

### **3.1. The Grace Concept**

Engage in an education campaign to get the information disseminated concerning the new prohibitions and the effective date and then begin immediate targeted enforcement of the prohibitions on or very shortly after, the implementation date. Most violations observed will be addressed with a warning notice which will serve to further reinforce the message that there is a new prohibition in place. At some not too distant future pre-determined date, violations will then normally be addressed with Violation Notices. This approach is not meant to preclude Violation Notices being issued before that date based on the circumstances of the contact, but rather to allow users to be informed of upcoming changes to what they may have experienced during prior visits.

This concept has the potential to create future enforcement problems since it creates an expectation that violations will not result in a penalty; therefore, the unacceptable behaviors are slower to change. When the date to issue Violation Notices arrives, there is a backlash. Despite this potential problem, this approach may be the only alternative to units that do not have an up-to-date forfeiture of collateral schedule at the time of the implementation.

### **3.2. The Enforcement Concept**

Engage in an education campaign to disseminate information concerning the new prohibitions and the effective date. Begin immediate targeted enforcement of the prohibitions on or very shortly after, the implementation date (when the MVUM is available). Most violations observed may be addressed with a violation notice which will serve to further reinforce the message that there are new prohibitions in place and the Forest Service is serious about enforcing them. Failure to address violations with

Violation Notices weakens this concept and unacceptable behaviors will take longer to change. The effectiveness of this approach is absolutely dependant on the availability of the MVUM, signing and information. If the public notice is not adequate, this approach should not be attempted.

Whichever approach or some variation thereof, is utilized, documentation of violations is imperative. Documentation may be in the form of incident reports (in the cases where a violator is generally unknown), warning notices (when the identity of the violator is known, but for some other reason circumstances of the violation may not warrant a violation notice) or a violation notice (where a violation occurred and the identity of the violator is known and there are no known circumstances to mitigate or explain why the prohibited action was taken). In all contacts, whether a violation notice is issued or not, all employees, including LEOs, should take the opportunity to explain and educate. There are certain actions that LEI personnel may take to clearly emphasize that enforcement of this prohibition will be a priority:

- ◆ Utilize high profile patrols and surveillance in identified problem areas.
- ◆ Work during the identified problem periods, including holidays and weekends.
- ◆ Supplement Forest Service patrols with patrols by cooperating law enforcement agencies.
- ◆ Patrol with and be seen with cooperating law enforcement agency officers.
- ◆ Utilize the most effective and efficient means of patrol for the area being patrolled (i.e., all-terrain vehicle, snowmobile, 4 x 4 or aircraft).
- ◆ Ensure all violations are documented.
- ◆ Follow through on complaints.



*FS Employee on Patrol*

#### **4. Use Employees and Volunteers to Assist with Compliance**

LEOs are not the only employees that can be utilized to gain regulatory compliance. All Forest Service employees have a responsibility to observe and report in a timely manner all violations of Federal laws and regulations to law enforcement personnel or line officers. Properly trained forest protection officers (FPOs) perform many of the same compliance duties relating to travel management, including completing incident reports and issuing warning notices or violation notices. FPOs should be receiving technical direction from LEOs when engaging in law enforcement functions. Yearly recertification is required of FPOs. LEOs and FPOs should take time to get to know each other and have well established communication. LEOs should review violation documentation completed by FPOs.

Volunteers are a great resource. They often represent the agency when no agency employee is present. They provide information, assistance and they encourage compliance. However, since they are not employees of the Forest Service they cannot take direct enforcement actions on violations of Forest Service regulations. Volunteers that will be involved in travel management should be fully aware that they are not to undertake enforcement, but rather provide information and education and provide LEOs with information regarding violations. LEOs and volunteers should get to know each other and have well established communication.

In addition to receiving job safety training, FPOs and volunteers should be provided basic personal safety awareness training. All employees and volunteers should have methods to communicate with law enforcement personnel in a timely manner (radio, pager, cell phone, etc.). They should also be fully informed of the travel management decisions on the unit including application, use and navigation of the MVUM. They need to understand the MVUM and be able to relate it to others that may have questions so that a user is provided correct information during the contact.

For violations observed by volunteers as well as employees not authorized to engage in enforcement activities, a small simple card can be produced to record their observations. Typically law enforcement personnel have cards or a similar system for collecting information. The terminology for this type of card would be a field contact card or a field interview card. However for non-law enforcement personnel and volunteers to document and report violations or problems relating to travel management, a simpler card can be produced.

For ease of use and carrying, the card need not be larger than a 3½ inch by 5 inch index card. It should be produced on card stock similar to index cards to provide a firm surface for writing. Information to be recorded on the card would include the minimum required information to produce a record in the Law Enforcement and Investigations Management Attainment Reporting System (LEIMARS) (represented by the shaded entries on the example shown on the next page) as well as any other information that would aid law enforcement personnel in addressing the violation. This may include where, when and for how long the violation was observed, the identity or description of the individual observed and type of vehicle involved. The card could also provide a mechanism for

delivering digital photographs of violations. This card would then be given to enforcement personnel.

The front of a sample card:

<b>Travel Management Issue Reporting Card (Front)</b>				
Person who observed issue	<input style="width: 90%;" type="text"/>	Date completed	<input style="width: 90%;" type="text"/>	
Date of issue (if different)	<input style="width: 90%;" type="text"/>	Time occurred	<input style="width: 90%;" type="text"/>	
<b>Place Observed</b>	<input style="width: 95%;" type="text"/>			
<b>What Was Observed</b>	<input style="width: 95%;" type="text"/>			
How Long Observed	<input style="width: 95%;" type="text"/>			
<b>Vehicle Observed</b>				
Color	Make	Wheels (circle) 2 3 4 other	Came From	Direction of Travel
<input style="width: 90%;" type="text"/>	<input style="width: 90%;" type="text"/>	<input style="width: 90%;" type="text"/>	<input style="width: 90%;" type="text"/>	<input style="width: 90%;" type="text"/>
<b>Operator (if known)</b>				
Name	<input style="width: 95%;" type="text"/>			
Address	<input style="width: 95%;" type="text"/>			
Sex (circle) M    F	Race	Height	Weight	Hair color
<input style="width: 90%;" type="text"/>	<input style="width: 90%;" type="text"/>	<input style="width: 90%;" type="text"/>	<input style="width: 90%;" type="text"/>	<input style="width: 90%;" type="text"/>
<b>Clothing</b>	Hat/helmet Color	Shirt Color	Pants Color	Other
<input style="width: 90%;" type="text"/>	<input style="width: 90%;" type="text"/>	<input style="width: 90%;" type="text"/>	<input style="width: 90%;" type="text"/>	<input style="width: 90%;" type="text"/>
Given to law Enforcement	<input style="width: 95%;" type="text"/>			

**Off-Highway Vehicle Program Route and Area Designation Implementation Guide**  
**Chapter 2, Identifying the Tasks to be Completed – Enforcement**

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The back of a sample card might provide space for additional information, preprinted contact information such as the local district office, emergency numbers, law enforcement officer, trails manager and recreation technician.

<b>Travel Management Issue Reporting Card (Back)</b>		
<b>Additional Information</b>		
<b>District Office</b>		<b>Law Enforcement Officer</b>
Green and Gold Ranger District (800) 555-1212 1234 Front Range Road Anywhere, USA 56789		John X. Sample (800) 555-1213
<b>Trails Manager</b>	<b>EMS</b>	<b>Sheriff</b>
Jill Dozer (800) 555-5555	911	911
<b>Recreation Tech</b>		
Isaac Deere (800) 555-5555		

Enforcement personnel should follow up on each report and inform the reporting party of the action taken. The best situation would be one in which enforcement is rarely required due to the self compliance of the forest visitor. Often user groups themselves attempt to impose acceptable behavior standards upon those less inclined to follow the rules. There are usually three distinct groups. The largest group is also the group that attempts to abide by the rules. Another, usually significantly smaller group will not abide by the rules. The third group usually is made up of people not aware of the rules and regulations but may be following the actions of another group. The role of enforcement is informing the public as well as correcting unacceptable acts. This will also reinforce the self compliance created by the groups.

Unfortunately, there are sure to be situations that will not appear to fit the travel management program as conveyed by signing, the MVUM, information or education. Exemptions to the prohibition at 36 CFR 261.13 include:

- (a) Aircraft;
- (b) Watercraft;
- (c) Over-snow vehicles;
- (d) Limited administrative use by the Forest Service;
- (e) Use of any fire, military, emergency or law enforcement vehicle for emergency purposes;

- (f) Authorized use of any combat or combat support vehicle for national defense purposes;
- (g) Law enforcement response to violations of law, including pursuit;
- (h) Motor vehicle use that is specifically authorized under a written authorization issued under Federal law or regulations; and
- (i) Use of a road or trail that is authorized by a legally documented right-of-way held by a State, county or other local public road authority.

The exemptions most likely to occur are those involving administrative use by the Forest Service which will tend to produce feelings of, “Why can’t I do that?”; law enforcement use, “Why do they get to do that?”; and written authorizations for motor vehicle use not covered by the travel management rules, “I saw so-and-so do it.”

Many of the same exemptions apply to over-snow vehicle use:

- (a) Limited administrative use by the Forest Service;
- (b) Use of any fire, military, emergency or law enforcement vehicle for emergency purposes;
- (c) Authorized use of any combat or combat support vehicle for national defense purposes;
- (d) Law enforcement response to violations of law, including pursuit;
- (e) Use by over-snow vehicles that is specifically authorized under a written authorization issued under Federal law or regulations; and
- (f) Use of a road or trail that is authorized by a legally documented right-of-way held by a State, county or other local public road authority.

These exemptions have the potential of creating uncomfortable questions by users, but they are valid exemptions under the Travel Management Rule and Forest Service personnel should not hesitate to identify them as such.



*Volunteers, National Forests in Florida*

## **5. Coordinate with Key Partner Agencies**

Federal agencies, including the Forest Service, have the right to manage their lands differently than management of non-Federal lands. Travel management is no exception. The Forest Service, State highway patrol, county sheriff, State departments of natural resources and State fish and game departments are also concerned with motor vehicle travel. Depending on the location of the unit, other agencies may be involved.

The Forest Service should meet with other agencies and include LEI, field personnel and management to brief them on the Travel Management Rule, its applicability and who can enforce what and where. Providing MVUMs when available will be very beneficial. In general, non-Forest Service law enforcement personnel cannot enforce travel management prohibitions. Some States or counties may have laws or ordinances that can be enforced and no agency should be discouraged for enforcing what they have a valid right to enforce. “Ride-alongs” and “show-me” days are valid ways to educate other agency personnel.

## **6. Integrate Enforcement with Engineering, Education and Evaluation**

A clear commitment to enforcement depends on properly managing designated routes and areas (engineering), adequate education efforts and evaluation of enforcement efforts.

Effective engineering and education efforts will reduce the need for many enforcement patrols.

Engineering can prevent or reduce inadvertent violations, resource damage, crime vulnerability and getting lost. The strategic goal is to remove the opportunity to commit a violation, while not adding or taking away from what was previously offered. This can be summarized as:

- ◆ Logical design of routes.
- ◆ Installation of barricades, gates and other natural obstacles.
- ◆ Signing, both directional and informational, to ensure the public stays on designated roads, trails and designated areas.
- ◆ Physically closing and/or rehabilitating decommissioned or unauthorized roads and trails.

Education should focus on employees as well as specific user groups, school groups, recreation users and the public. The goal is to develop responsible and concerned forest users. In summary:

- ◆ Ensure that LEOS as well as all employees understand the MVUM and the reasoning behind it.
- ◆ Routes should be posted with markers and signs (ties to the Engineering element of proper OHV management).
- ◆ Assure MVUMs are easily available to public.
- ◆ Distribute additional brochures promoting responsible use with the maps.
- ◆ Conduct environmental interpretation activities in local communities, at schools and with special interest groups affected by the MVUM.
- ◆ Use of all forms of the media (television, radio and newspapers), especially prior to implementation and during high use periods.
- ◆ Utilize high visibility prevention patrols and public information checkpoints, especially during the peak use periods.
- ◆ Work with United States Attorney's Office press officers to prepare news releases of successful prosecutions or arrests, which may include offender names, criminal penalties and court ordered restitution.

Evaluation is another key to successful enforcement. This includes monitoring and identifying changes needed to be more successful in implementing route and area designations. Each violation that is documented on an incident report, warning notice or violation notice is recorded with a latitude and longitude position and entered into the Law Enforcement and Investigations Management Attainment Reporting System (LEIMARS). Creating any other process or system of records to track or monitor travel management should not be considered. LEIMARS has the capability to produce statistical reports that can identify when, where and what violation occurred as well as the type of

vehicle. The quality and usefulness of these reports is directly tied to the data gathered on the original documents. At a minimum, a LEIMARS record requires, among other information, latitude and longitude as well as the region, forest, district, State and county where the offense occurred and the offense itself. Using this retrieval information, graphical representations including maps may be created in ARCGIS of individual violations and all violations of specific prohibitions over a given timeframe. Clusters of points on such a map indicate that something at that point is creating an area of high enforcement activity. This may be because there is a trailhead, ineffective signing, undesignated travel ways or other situations.

For this to be an effective input to monitoring, all violations need to be recorded. Even if no violation notice is issued, a warning notice or an incident report can be used to document the situation and thereby be a part of the monitoring process.

Another important aspect of evaluation is providing feedback to line officers regarding issues and successes. Statistical reports from LEIMARS, printed ARCGIS maps or simple conversations with line officers by Forest Service patrol captains or LEOs are some of the methods of providing feedback to line officers. Forest Service law enforcement personnel typically submit weekly reports of significant activity in their areas. A copy of this is often routed to line officers. Any travel management issues may be mentioned here.

Digital photos are an inexpensive and effective way to convey visual images of issues as well as successes. These can also be stored for potential use in presentations highlighting the same issues. A periodic meeting to review the MVUM, prior to preparing the next map, is a good way to focus attention on what is working, what is not and potential reasons.

Whatever method is employed, it is important to not wait to provide this input. The longer a potential problem goes unaddressed, the more time, energy and funds it takes to fix it.

No one of the above elements is more or less important than the other. Enforcement, engineering, education and evaluation must be equal parts of a successful compliance strategy.

## **Resources**

In conjunction with the publication of the Travel Management Final Rule, the Forest Service produced an informational document that provides basic information on the rule, the need and implementation.

[http://www.fs.fed.us/recreation/programs/ohv/ohv\\_use.pdf](http://www.fs.fed.us/recreation/programs/ohv/ohv_use.pdf)

Recognizing that the management of off-highway vehicle (OHV) use would present a number of challenges, the Forest Service held a National OHV Collaboration Summit, in San Diego, CA on April 11 – 13, 2005. The proceedings of this summit include a number of case studies on units that have already undertaken some manner of travel management. In one study cited on the Daniel Boone National Forest, enforcement began after

appropriate signing and information. Word of the enforcement efforts spread quickly and illegal use declined by a reported 90 percent in less than 60 days:

<http://www.fs.fed.us/recreation/programs/ohv/CaseStudyReport.pdf>

In September 2004, the Forest Service National Off-Highway Vehicle Implementation Team Management Team produced a report including a number of case studies representing different aspects of implementation:

[http://fsweb.wo.fs.fed.us/rhwr/ohv/route/ohv\\_case\\_study\\_sept2004.doc](http://fsweb.wo.fs.fed.us/rhwr/ohv/route/ohv_case_study_sept2004.doc)

In January 2000, the Bureau of Land Management (BLM) embarked on a national management strategy for Motorized Off-Highway Vehicle Use on Public Lands. Their plan was published in January 2001. In their strategy, the BLM recognized an increased need for law enforcement personnel to ensure compliance (see numbered page 16 of their strategy). While the BLM strategy also addressed many of the same issues that the Forest Service is facing, some BLM solutions are somewhat different than those of the Forest Service: [http://www.blm.gov/ohv/OHV\\_FNL.pdf](http://www.blm.gov/ohv/OHV_FNL.pdf)



*Restoration Work*



## D. Evaluation

### Purpose

The purpose of this section is to provide general guidance on the development and implementation of a monitoring and evaluation program. Effective monitoring provides for the timely and cost effective collection and assessment of relevant data, enabling managers to make needed changes to meet desired objectives.

### Desired Outcomes

Implementation of a monitoring and evaluation program will greatly improve the likelihood of successfully implementing travel management decisions and provide for responsive, adaptive management. The desired outcomes include:

- ◆ Compliance with the travel management rule.
- ◆ A collaborative approach that incorporates information from multiple disciplines and levels within the agency, as well as input from stakeholders, partners and forest visitors.
- ◆ A process for making revisions to the designated system based on appropriate environmental analysis and public involvement.
- ◆ Using evaluation of the monitoring data to adjust management, including planning the engineering program of work, the educational strategy and enforcement.

### Key Tasks

This section identifies four key tasks to assist with the development and implementation of a monitoring and evaluation program. These tasks are:

- 1. Monitor and Evaluate the Effects of Motor Vehicle Use**
- 2. Annually Review Designations and Revise As Needed**
- 3. Incorporate Evaluation Results with Forest Plan Revisions**
- 4. Integrate Evaluation with Engineering, Education and Enforcement**

The following sections describe each of these tasks in more detail.

#### **1. Monitor and Evaluate the Effects of Motor Vehicle Use**

Route designations are not permanent. The Travel Management Rule requires units to monitor effects of motor vehicle use on designated roads, trails and in designated areas (36 CFR 212.57) and to revise designations as necessary (36 CFR 212.54). Review FSM 7704.7 and FSM 7717.1 for additional information on monitoring requirements and responsibilities.

Document what effects will be monitored, what protocols will be followed and how often and when the monitoring should occur. Use applicable criteria in 36 CFR 212.55 as a basis for identifying effects to monitor. The NEPA documents associated with the designation decision may identify specific monitoring requirements.

Monitoring programs should emphasize realistic, cost-effective commitments that can be met. Several types of monitoring can be used including project implementation monitoring, effectiveness monitoring, program monitoring and validation monitoring. The following defines each of these monitoring types and provides example monitoring objectives related to travel management:

- ◆ Project implementation monitoring evaluates compliance with land management plans and project decisions, including any required mitigation measures. Example monitoring objectives may be:
  - Are implementation actions consistent with the travel management decision, including mitigation?
  - Has phased implementation occurred, such as adding a road or trail to later editions of the MVUM, once mitigation or construction is completed?
- ◆ Effectiveness monitoring evaluates the effectiveness of management actions in achieving desired outcomes. An example monitoring objective is:
  - Are education and enforcement efforts effective in reducing intentional and unintentional violations?
  - Are mitigation measures achieving their desired results?
  - Are there safety issues such as documented crashes?
- ◆ Program monitoring tracks and evaluates ecological, social and economic trends. Example monitoring objectives are:
  - Are long-term outcomes envisioned in the travel management rule achieved at the local level?
  - What are the effects from motorized use of the designated system on water quality?
  - What public safety issues have developed through the use of the designated system?
  - Are access needs being met?
  - Is the designated system reducing conflicts among uses?
- ◆ Validation monitoring verifies assumptions and models used in project implementation. Example monitoring objectives may be:
  - Are assumptions and models used in project analysis still valid?
  - Are anticipated recreation opportunities and experiences being provided?

- Is the designated system sustainable in terms of maintenance and administration needs?

The continued involvement of the public, user groups and other partners is a key aspect of successful monitoring. Partners and other stakeholders can assist with monitoring and evaluation. Involving them can help strengthen relationships that developed during the travel planning process. They can assist with gathering and evaluating data, as well as provide valuable insight on proposed changes to the system. Forest visitors can report violations, identify what is working well and also identify problem areas. More information is available in the volunteer and partnership chapter.

One technique for evaluating the effectiveness of travel management implementation and the system of designated routes is maintaining a database of public comments and concerns. This could include both comments made at visitor centers or other public contact centers, comments received via the unit's visitor info email inbox, mail or through field personnel.

A process for notifying stakeholders should be identified for sharing findings, proposing changes and highlighting successes. It is also important to share this information with line officers, resource specialists, neighboring forests and districts and the public, particularly when there are proposed or approved changes to the system or when changes have been successfully implemented. Information sharing can be done through newsletters, monitoring reports and updates on the forest Website.

According to the Forest Service Inventory and Monitoring Institute, an effective monitoring program should:

- ◆ Be targeted to specific objectives and designed to answer specific questions.
- ◆ Focus on the appropriate spatial and temporal scale to answer those questions.
- ◆ Involve collaboration with others (e.g., other agencies, interested publics, researchers and nongovernmental organizations) to share the workload (including obtaining data from other sources), gain expertise and build credibility and trust.
- ◆ Use the best available science and established protocols to collect and evaluate the data.
- ◆ Use current information management techniques and tools.
- ◆ Contain stringent selection criteria so that monitoring is conducted only if it is feasible, realistic and affordable.
- ◆ Emphasize evaluation as much as collection of data.

Evaluation is the review of the monitoring data and results in the compilation and distribution of reports detailing: (1) program costs; (2) positive and negative effects of travel management decisions on public safety, natural and cultural resources and visitor satisfaction; (3) annual accomplishments; (4) program of work for upcoming year; and (5) recommendations for changes to the designation or the manner in which the current designation is being implemented and managed.

## **2. Annually Review Designations and Revise as Needed**

Designations identified on the MVUM are subject to revision. An effective monitoring and evaluation program should assess the decisions that have been implemented and identify the need to change them. The importance of monitoring and evaluation and the possibility of future changes should be effectively communicated with the public and cooperating agencies.

The preamble to the Travel Management Rule states that: “The Department supports the concept of adaptive management and agrees that monitoring and, if needed, revision of motor vehicle designations will be an ongoing part of travel management. Since the system of designated routes and areas will change over time, the Department anticipates that local units will publish new motor vehicle use maps annually and update signs as necessary or appropriate.”

FSM 7711.3 (6) further requires MVUMs to be reviewed and reissued annually. Reissued maps will reflect any revisions to designations. Publishing on a predictable, well-established schedule will create a transparent process that encourages the public to stay engaged and know when to provide input, enhances expectations and understanding of the rule, the designations and the map and helps avoid situations in which a user innocently relies on an obsolete MVUM.

Some of the changes to the system of roads, trails and areas designated for motor vehicle use may include adding routes to the system, eliminating some routes and changing designations including motor vehicle classes or seasons of use. Revisions to designations are subject to 36 CFR 212.54. In most cases, these changes (including connected actions and cumulative effects) are addressed on a site-specific basis and do not trigger reconsideration of decisions about the whole system of designated routes and areas on a forest or district.

Orders closing a route or area will continue to be issued when motor vehicle use is directly causing or will directly cause, considerable adverse effects pursuant to 36 CFR 212.52(b)(2) and in other emergency situations (e.g., fire closures). Ideally, however, the designated system will be managed so that considerable adverse effects do not occur. Early identification of potential problems and close work with forest visitors will help minimize and mitigate impacts before they become unacceptable.

Occasionally (e.g., when a new species is listed under the Endangered Species Act), there may be a need to fundamentally shift the system of designated routes and areas across a large portion of a forest or district. In these cases, a broad travel analysis leading to proposed changes and further NEPA analysis may be appropriate.

## **3. Incorporate Evaluation with Forest Plan Revisions**

As forests initiate forest plan revisions, there is an opportunity to integrate travel management evaluation into the forest plan monitoring program. The preamble to the rule states that: “The Department is adding ‘consistent with the applicable land management plan, as appropriate and feasible’ to § 212.57 of the final rule to clarify that monitoring should be incorporated into land management plans under 36 CFR 219.11 to the extent possible ‘to avoid redundant monitoring requirements.’”

#### 4. Integrate Evaluation with Engineering, Education and Enforcement

An effective monitoring and evaluation program affects all aspects of travel management and is intertwined with and informs engineering, education and enforcement activities. Monitoring the effectiveness of engineering, education and enforcement can improve their contributions to travel management. Up-front planning is required to ensure that each of these activities is integrated throughout implementation.

For example, monitoring and evaluation can be used to confirm the effectiveness of various engineering activities, such as trail design to prevent erosion or sign placement to improve compliance with the designations. Evaluation can also assist in identifying projects where additional signs or traffic control devices are needed to improve compliance. On the ground review of designated roads and trails will also identify areas where maintenance is needed to reduce impacts to natural and cultural resources. Similarly, evaluation of education efforts can help with identifying tools to increase understanding of the designations and the purpose of travel management, which can in turn increase compliance with the MVUM.

#### Resources

##### Sample travel management monitoring plans

- ◆ <http://fsweb.wo.fs.fed.us/rhwr/ohv/monitoring/sample-docs.shtml>

**PowerPoint on monitoring for travel management** was produced by the National Off-Highway Vehicle Conservation Council and is specific to trail monitoring:

<http://www.nohvcc.org/education/monitoring.pdf>

##### Example monitoring and action forms

- ◆ Fishlake National Forest OHV Use Checklist: - <http://fs.usda.gov/fishlake>
- ◆ Daily Diary and Patrol Log:  
<http://fsweb.wo.fs.fed.us/rhwr/ohv/monitoring/sample-docs.shtml>
- ◆ Road and Trail Action Form:  
<http://fsweb.wo.fs.fed.us/rhwr/ohv/monitoring/sample-docs.shtml>

##### Sample EMS documents

- ◆ <http://fsweb.wo.fs.fed.us/rhwr/ohv/monitoring/sample-ems-docs.shtml>
- ◆ Monitoring and Evaluation Guides and Handbooks for Volunteers and Partners: <http://www.partnershipresourcecenter.org/resources/monitoring-evaluation/>



*Hardened Trail, Mark Twain National Forest*

# Chapter 3 – Implementation Strategies (Funding, Partnerships and Volunteers)

## Introduction

The MVUM has been printed and released and a long list of implementation tasks have been identified and prioritized. Now, how do forests complete all this work? There are many funding options, as well as opportunities to work with partners and volunteers, to address all aspects of travel management including engineering, education, enforcement and evaluation.

The following sections discuss funding supplemental to appropriations, partners and volunteers, as they relate to travel management.

### 1. Identify Opportunities for Funding Supplemental to Appropriations

- 1.1 Grants
- 1.2 Resources for Grants
- 1.3 Recreation Enhancement Act

### 2. Working with Partners

- 2.1 Agreements
- 2.2 National Partners
- 2.3 Regional and Local Partners

### 3. Working with Volunteers

- 3.1 Finding Volunteers Interested in Travel Management Projects
- 3.2 Resources

### 1. Identify Opportunities for Funding Supplemental to Appropriations

There are a variety of funding opportunities beyond appropriated funds for completing travel management related projects. Key funding opportunities include grants and fees derived through the Recreation Enhancement Act. The first step is to review the list of tasks and identify those that may be suitable for applying for grants or other funding opportunities.

#### 1.1. Grants

Prior to filling out a grant application it is important to review the list of implementation tasks and identify those that may be suitable for grants or other funding opportunities. Next, funding options must be prioritized. Once a decision is made to proceed with a grant application, adequate staff time must be allowed for preparing the grant application package. If the requested funding is granted, additional staff time will be needed for managing the funds, completing required reporting for the granting entity and monitoring work progress.

Successful grant writing is often as much an art form as a science. While you will certainly need to adhere to well-defined proposal submission guidelines, you're likely to find that your odds for

success will increase dramatically if you are willing to pick up the phone and begin building relationships with potential funding organizations.

The following section provides resources for grants and grant writing:

## **1.2. Resources for Grants**

### **Partnership Resource Center <http://www.partnershipresourcecenter.org>**

The Partnership Resource Center is a robust source of information for building vibrant partnerships. This Website lists multiple funding opportunities, Forest Service resources for grants and grant management and resources for enhancing skills in grant development and writing. Go to “Fund my Project” from the home page.

### **Recreational Trails Program <http://www.fhwa.dot.gov/environment/rectrails/index.htm>**

The Recreational Trails Program (RTP) provides funds to States to develop and maintain recreational trails and trail-related facilities for both non-motorized and motorized recreational trail uses.

The RTP is an assistance program of the Department of Transportation Federal Highway Administration (FHWA). Federal transportation funds benefit recreation including hiking, bicycling, in-line skating, equestrian use, cross-country skiing, snowmobiling, off-road motorcycling, all-terrain vehicle riding, four-wheel driving or using other off-road motorized vehicles.

Each State administers its own program. To contact your State RTP Administrator for guidance on State policies and project eligibility requirements, visit:  
<http://www.fhwa.dot.gov/environment/rectrails/rtpstate.htm>

### **National Trails Training Partnership**

[www.americantrails.org/resources/funding](http://www.americantrails.org/resources/funding)

This Website provides links to a variety of local, State, Federal and private grant and partnership opportunities.

### **National Forest Foundation Grant Programs**

Non-profit organizations can apply for matching funding twice a year for hands-on stewardship projects with measurable, on-the-ground benefits to National Forests and Grasslands. Go to:  
<http://nationalforests.org/conserve/grantprograms/ontheground/map>.

### **State OHV registration programs**

Many States administer grant programs from funds received from OHV registration to develop and maintain trails. The links below provide some of the examples for State grant programs:

- ◆ **Oregon** <http://www.oregon.gov/OPRD/ATV/Grants.shtml>
- ◆ **Utah** <http://stateparks.utah.gov/grants/ohv>
- ◆ **Montana** <http://fwp.mt.gov/recreation/grants/ohv/default.html>
- ◆ **Colorado** <http://parks.state.co.us/Trails/Grants/>

- ◆ **California** [http://ohv.parks.ca.gov/?Page\\_id=1164](http://ohv.parks.ca.gov/?Page_id=1164)

### **Grant Opportunities through OHV Dealerships and Retailers**

Some OHV dealerships and retailers offer grants meant to promote safe and responsible riding. Below are examples of some opportunities available nationally. Local retailers are often supportive of such initiatives and may be interested in providing funding to local OHV clubs to accomplish projects on the ground or support safety and education initiatives. As discussed further below, developing a close, productive working relationship with local OHV clubs can expand your funding opportunities.

#### **Yamaha OHV GRANT Initiative**

([http://www.yamaha-motor.com/outdoor/ohv\\_grants/ohv\\_grants\\_home.aspx](http://www.yamaha-motor.com/outdoor/ohv_grants/ohv_grants_home.aspx))

The Yamaha OHV Access Initiative is a proactive, grassroots program supported by Yamaha dealers and customers nationwide promoting safe, responsible riding and sustainable, open riding areas. Through the OHV Access Initiative, Yamaha Motor Corp., U.S.A. will provide GRANTS to deserving organizations to help further the program's goal of Guaranteeing Responsible Access to our Nations Trails. Yamaha encourages clubs, associations and agencies to submit detailed applications for their specific needs. Each quarter, Yamaha will accept applications from organizations such as non-profit or tax exempt OHV riding clubs and national, State and local government agencies and associations. A committee then reviews each application and awards GRANTS to deserving projects.

As of this printing, the Yamaha OHV Access Initiative has provided \$250,000 towards Forest Service projects supporting responsible OHV access.

#### **Polaris T.R.A.I.L.S Grant Program**

<http://www.pi54.com/ATV/PDFs/TRAILSGrantAppForm.pdf>

The purpose of Polaris' grant program is to provide grants to U.S. National and State ATV organizations for trail development and maintenance projects, safety and education initiatives, lobbying and other projects to increase or maintain land access.

Grant funding is limited to a maximum of \$10,000 per request. Organizations may apply for two grants per year. All organizations must be 501c3, 501c7 or non-profit organizations.

### **1.3. Recreation Enhancement Act**

The Recreation Enhancement Act allows the Secretary of Agriculture to establish, modify, charge and collect recreation fees at Federal recreation lands and waters as provided for in the Act. REA benefits visitors to Federal public lands by reinvesting a majority of revenue back to the site of collection. More information on REA may be found at:

<http://fsweb.wo.fs.fed.us/rhwr/recfee/>.

Following are some OHV related projects which receive funding through REA:

In 2007 the Ocala National Forest implemented a fee for OHV riders to use the new Wandering Wiregrass and Ocala North OHV Trail Systems. Fees are \$10.00 for a 1 to 3 day pass per operator; a 7-day pass is \$25.00 per operator. These passes are sold at the trailhead entrances. Annual passes are \$75.00 per operator and are sold at Visitor Centers and District Offices.

The South Pedlar ATV Trail System on the Glenwood-Pedlar Ranger District of the George Washington/Jefferson National Forests has a fee for a 19-mile ATV trail system. More information on the trail is available at:

[http://www.fs.fed.us/r8/gwj/gp/recreation/trails/atv\\_ohv/index.shtml](http://www.fs.fed.us/r8/gwj/gp/recreation/trails/atv_ohv/index.shtml).

The San Bernardino National Forest supports OHV management through their “Adventure Pass.”

For more information go to: <http://fsweb.wo.fs.fed.us/rhwr/recfee/docs-rpt-2008/r5-san-bernardino-fy08.pdf>

## **2. Working with Partners**

Partners are critical to the successful implementation of travel management decisions in many areas. Partnerships offer an opportunity for both the agency and its partners to achieve their goals and to facilitate grant opportunities. To obtain grants, often a non-Federal match is required, either through monetary contributions or in-kind contributions (for example materials or volunteer labor). Some funding opportunities are only available to non-profit organizations. There are dozens of private and public organizations that are eager to fund efforts related to the design, development, maintenance and monitoring of motorized trails. Don't overlook local, State (especially if they have an OHV “sticker” program), Federal and tribal government agencies that you probably work with on a regular basis.



*Forest Service Training using UTVs*

Partners may be interested in including road, trail and area designation maps in their publications or developing more detailed maps displaying the designations and opportunities. Local and State law enforcement agencies may partner to assist with enforcement.

### **2.1. Agreements**

The requirements for different agreement “instruments” are very specific. For comprehensive guidance, users should consult the following resources:

The Washington Office has a grants and agreements Website that identifies grants and agreements contacts for the WO and each region. This Website also addresses Forest Service policies and applicable regulations, provides all necessary templates and forms and provides training tools including an Agreements Desk Guide. This Website is located at:

<http://fsweb.wo.fs.fed.us/aqm/grants/index.php>

Involving grants and agreements specialists early in the process of developing a formalized partnership agreement will assure that partnerships get started on the right track.

The Partnership Resource Center is another valuable Website with a great deal of information on partnerships. Of particular note is “The Partnership Guide” which addresses building relationships with partners, how non-profits work, challenges in working with partners and how to communicate successes. This guide may be found at:

<http://www.partnershipresourcecenter.org/resources/partnership-guide/>

## **2.2. National Partners**

- ◆ National Off-Highway Vehicle Conservation Council (NOHVCC)  
<http://www.nohvcc.org/>
- ◆ Blue Ribbon Coalition <http://www.sharetrails.org>
- ◆ The Wilderness Society <http://wilderness.org>
- ◆ Wildlands CPR <http://wildlandscpr.org>

## **2.3. Regional and Local OHV Partner Examples**

- ◆ Huckleberry Flats OHV Trail  
<http://www.fs.fed.us/r6/willamette/recreation/ohv/huckleberry/index.html>
- ◆ Rocky Mountain Region Guide for Collecting Route Information  
<http://fsweb.r2.fs.fed.us/travel-mgmt/>
- ◆ Colorado Off-Highway Vehicle Coalition TIGeR Mapping Project  
<http://tiger.cohvco.org/>

## **3. Volunteers**

Volunteers can assist with all aspects of travel management, including engineering, education, enforcement and evaluation. Many groups are interested in maintaining and constructing trails, habitat restoration projects and installing signs and barriers. Volunteers may be interested in patrolling trails or distributing MVUMs and other information for responsible ridership. They can also report OHV violations.

### **3.1. Finding Volunteers Interested in Travel Management Projects**

While it is likely that members of the motorized recreation community will be the first to volunteer, keep in mind that there are potentially many other groups that have a vested interest in the designation, maintenance, monitoring and enforcement of a sustainable system of roads, trails and areas for motor vehicle use. When considering who your stakeholders are and which individuals and groups might be interested in participating in volunteering, consult with the travel management planning interdisciplinary (ID) team on your forest, in particular, those individuals who were involved in “left-side” analysis and any public involvement or collaboration efforts.

You might also consider individuals and groups with the following interests:

- ◆ Recreation: motorized and non-motorized
- ◆ Hunting
- ◆ Fishing

- ◆ Wildlife Viewing
- ◆ Habitat Conservation
- ◆ Watershed Restoration
- ◆ Wilderness
- ◆ Industry: motorized a non-motorized recreation
- ◆ Other Agencies: local, county, State, Federal and tribal

If, on the other hand, it appears that you do not have any readily identifiable individuals or groups to engage in partnerships or as volunteers, consider consulting the volunteer coordinator assigned to your region or research station. A list of volunteer coordinators is available at <http://www.fs.fed.us/volunteer/volunteer-coordinators.shtml>.

Finally, you may want to consult one or more of the national level databases that provide volunteer lists and placement services for public lands agencies, including the Forest Service (see Resources).

### **3.2. Resources**

#### **Websites Offering General Guidance for Forest Service Volunteer Programs**

- ◆ **Youth, Volunteer and Hosted Programs Website** at <http://fsweb.wo.fs.fed.us/rhwr/yvh/>. Of particular interest is the Forest Service Volunteer Coordinator Guide. This guide addresses the following:
  - Law and policy
  - The importance of a volunteer coordinator
  - Liability concerns
  - What volunteers can do
  - Recruitment, the application process and evaluation
  - Volunteer agreements
  - Training, safety and supervision
  - Use of equipment
  - Uniforms
  - Reimbursement and record keeping
  - Recognition

On this same Website, go to the “Volunteer Resources” page for a list of volunteer program tools and resources including a number of volunteer partner organizations, other Federal agency programs and volunteer forms.

- ◆ **Forest Service Partnership Resource Center** offers on-line resources for volunteers and Forest Service employees who work with volunteers (<http://www.partnershipresourcecenter.org/resources/volunteers/index.php>).

### Websites that Assist with Volunteer Recruitment

- ◆ **Volunteer.gov/gov** (<http://www.volunteer.gov/gov/>). This easy-to-use portal provides information about public sector volunteer opportunities. Users can search for opportunities by keyword, State, activity, partner and date. Volunteer.gov/gov, part of the USA Freedom Corps Network, is a partnership between the U.S. Department of Agriculture, other State and Federal agencies and the Corporation for National and Community Service (<http://www.nationalservice.org/>).

Units can also post volunteer opportunities to Volunteer.gov/gov but you must have an administrative profile to do this. Contact your unit or regional volunteer coordinator to find out how to get a profile or to have the volunteer coordinator post the opportunity for you.

- ◆ **American Hiking Society’s “Get Outside” Directory** (<http://www.americanhiking.org/events/> )
- ◆ **AARP’s Community Service Programs** (<http://www.aarp.org/volunteer/>)

### Examples of Successful OHV Volunteer Programs

- ◆ **Adopt-A-Trail Program on the San Bernardino National Forest**  
<http://www.sbnfa.org/ohvadopt.php>
- ◆ **Central Oregon OHV Volunteers**  
<http://www.fs.fed.us/r6/centraloregon/recreation/cohvops/volunteers.shtml>
- ◆ **San Bernardino National Forest Foundation OHV Education Outreach**  
<http://www.sbnfa.org/ohvtrail.php>

### Sample Adopt-A-Trail Program Conditions

- ◆ [http://www.wilderness.net/toolboxes/documents/volunteerPartner/Adopt-a-Trail%20Agreement\\_template.rtf](http://www.wilderness.net/toolboxes/documents/volunteerPartner/Adopt-a-Trail%20Agreement_template.rtf)

### Monitoring Guidance

- ◆ <http://www.partnershipresourcecenter.org/resources/monitoring-evaluation/index.php>



*Motorcycle Enthusiast at Kiosk, Pacific Southwest Region*

## Chapter 4 – Developing an Implementation Plan

The purpose of this section is to assist in defining a strategy that utilizes the appropriate tools to successfully implement travel management decisions. Typically most decisions require multiple years to fully implement and require a great deal of planning and preparation. The implementation plan should be dynamic and flexible, so that implementation can be responsive to new information received through monitoring, public and employee feedback and other sources.

### Steering Committee

Many forests establish a travel management implementation steering committee. A steering committee improves accountability and can provide direction when problems are encountered. Committee members should include line officers, representatives from the recreation and engineering staff, a NEPA specialist, law enforcement and public contact and other specialists depending on the issues related to travel management. The committee will function best if small, perhaps four to six people and should meet regularly regarding the implementation plan, at least quarterly.

The role of the committee is to layout a multi-year plan and to serve as a clearinghouse for issues and identify solutions. They may report directly to the district ranger or forest supervisor and where appropriate to the regional office on implementation progress and possible issues. This committee should also:

- Report back to stakeholders and other interested individuals about the implementation progress,
- Identify funding and resource needs and make recommendations for budgeting and work force planning to forest leadership teams,
- Provide oversight for the annual reissuance of the MVUMs and
- Review monitoring reports.

### Implementation Leader

Just as an IDT leader is paramount to a good NEPA process, an implementation leader is equally important to successful implementation of route and area designations. The individual should have good project management skills, people skills and an understanding of the issues related to the decision. The implementation leader is the interface between the steering committee and the field and may be the point of contact for interested publics and partners. This individual is responsible for keeping implementation on course and meeting milestones set by the district ranger or forest supervisor and steering committee.

### Integration of Resource Programs

Integration and collaboration among resource areas is important to successful implementation. Integrate resource programs to focus on accomplishing targets and maximizing financial capacity.

A steering committee can work with resource program leaders to develop an ongoing strategy to fund and implement travel management decisions. Projects that meet multiple resource objectives can result in multiple target accomplishment while meeting the goals of the implementation plan.

### **Incorporating Tasks from Chapter 2**

Tasks identified in Chapter 2 are provided in the table entitled “List of Chapter 2 Tasks” (<http://fsweb.wo.fs.fed.us/rhwr/ohv/implementation/documents/ListOfChapter2Tasks.doc> ). This may be useful in identifying what to include in the Implementation Plan. Not every ranger district or National Forest will need to initiate every task on the list. Units can identify and select the tasks that are responsive to their travel management decisions and issues. The desired outcome is to have an annual plan and a long range plan of work with goals and milestones.

### **Suggested Elements to Include in an Implementation Plan**

- ◆ Projects and tasks that need to be completed
- ◆ Priority of projects and tasks to help develop an annual work plan with a focus on the highest priority projects first
- ◆ Timeline including various milestones - A Gantt chart or other technique may be useful to help communicate the milestones, track progress and identify conflicts between plan elements
- ◆ Implementation cost
- ◆ Possible funding sources (appropriated dollars, partners, volunteers, grants, etc.)
- ◆ Methods for completing the work (force account, volunteers, contracts, etc.)
- ◆ Person and staff responsible for ensuring completion
- ◆ Template for Implementation Plan:

### **Examples**

- ◆ Template for Implementation Plan:  
(<http://fsweb.wo.fs.fed.us/rhwr/ohv/implementation/documents/ImplementationPlanTemplate.doc> )
- ◆ Dixie National Forest Implementation Guide:  
<http://fsweb.dixie.r4.fs.fed.us/projects/mtp/index.shtml>

## **Chapter 5 – List of Preparers**

Ken Anderson, Team Leader, Wallowa-Whitman National Forest

Nancy Brunswick, Cibola National Forest

Tom Condos, Grand Mesa, Uncompahgre and Gunnison National Forests

Ruth Doyle, Southwestern Region

Tera Little, Southwestern Region

Rob Potts, National Forests and Grasslands in Texas

Andy Sadler, Francis Marion and Sumter National Forests

Donna Sheehy, Northern Region

Deidre St. Louis, Washington Office



# Sign Appendix – Signing for the Travel Management Rule

The following sections discuss signing for the Travel Management Rule.

## 1. Introduction

- 1.1 Signs and Travel Management
- 1.2 Sign Plans – The First Step
  - 1.2.1 Travel Management Sign Plans
- 1.3 Sign Standards and Guidelines

## 2. Sign Types

- 2.1 Route Markers
  - 2.1.1 Route Markers for Roads
  - 2.1.2 Route Markers for Motor Vehicle Trails
- 2.2 Portal Signs
- 2.3 Travel Management Signs
- 2.4 Boundary Signs
- 2.5 Visitor Information Boards
- 2.6 Posters

## 3. Special Situations

- 3.1 Coincident Routes and Mixed Use Routes
  - 3.1.1 Highway-legal Vehicles Only Sign
  - 3.1.2 Route Markers on Maintenance Level 1 Coincident Routes
- 3.2 Dispersed Camping Sites
- 3.3 Reference Location Signs (Mile Post Markers)



*Interagency OHV Trailhead Sign*

## 1. Introduction

The objective of the Signs and Travel Management section of the Implementation Guide is to achieve agency-wide consistency in the use of signs to reinforce travel management decisions so that visitors traveling across the country can expect to encounter similar signing on all National Forests and Grasslands. This section provides an overview of current Forest Service signing policy, standards, principles and guidelines as they relate to implementation of the Travel Management Rule and other travel management decisions. The Signs and Travel Management section addresses the use of typical signs and common signing situations. It does not address every type of sign or poster that may be used, unusual situations or placement and installation requirements.

More complete information on all Forest Service signs and posters, requirements, details, technical data and specifications and placement and installation information is contained in:

- FSM 7716.42
- EM7100-15 *Sign and Poster Guidelines for the Forest Service*
- MUTCD – *Manual on Uniform Traffic Control Devices*:  
<http://www.mutcd.fhwa.dot.gov/>

### **1.1. Signs and Travel Management**

Ensuring that the public clearly understands the designations shown on the Motor Vehicle Use Map (MVUM) is critical to successful implementation and enforcement of the Travel Management Rule.

Because 36 CFR 261.13 moves us toward a "closed unless designated open" situation, the MVUM, in conjunction with route markers, should be sufficient to clearly communicate where motor vehicle use is allowed and not allowed. The use of travel management signs may provide additional clarification in special situations. However, use of these signs may also cause confusion for users since not all closed roads and areas will be signed. Use of travel management signs to supplement the MVUM is optional and should be well thought out in a sign plan that considers long term sign maintenance costs and consistency within and across unit boundaries.

Agency-wide consistency and uniformity in the use of signs to help communicate travel management decisions will assist in implementation and enforcement efforts. Lack of sign uniformity and consistency will most likely lead to confusion, which will undermine public support and will make implementation and enforcement of the Travel Management Rule difficult.

Signing all routes as either open or closed is not consistent with current sign policy or guidelines and is unnecessary to fulfill the requirements of the Travel Management Rule. Units are not to use such signing. Although some units have used this sign strategy to manage access in the past, enforcing travel management decisions with this type of signing could be problematic. In most cases, experience has shown this practice to be ineffective in preventing the proliferation of unauthorized routes and results in additional sign procurement, installation and maintenance costs.

### **1.2. Sign Plans – The First Step**

Units should determine specific sign strategies prior to issuing the MVUM by developing sign plans.

Planning is essential for accomplishing FS signing objectives in an orderly, consistent and cost-effective manner. Sign plans provide the framework for managing an effective and consistent sign program. They help identify the signs needed so unnecessary signs are not installed or existing signs can be removed.

Sign plans address specific sign needs, identify the appropriate use of signs and posters and document all sign related decisions. They may contain all signs and posters that pertain to Forest Service facilities, activities and access or may address only one aspect of signing, such as the following:

- Administrative sites and boundary identification
- Traffic control devices for roads and trails
- Recreation sites and opportunities
- Travel management
- Interpretive programs and other points of interest
- Construction, maintenance and incident management activities

Plans should contain relevant physical, technical and management information needed to effectively administer the sign and poster program, such as the following:

- Inventories
- Historical records
- Action plans including sign procurement, installation, removal and maintenance
- Accomplishment documentation
- Inspection and maintenance records

Sign plans are prepared by the district ranger and approved by the forest supervisor (FSM 7160.42c). The forest sign coordinator assists the district ranger in preparing sign plans and reviews and approves all sign requisitions prior to signs being ordered.

Refer to EM 7100-15, Chapter 2, Plans and Documentation for detailed information on developing and documenting sign plans. For examples of existing sign plans, contact your forest or regional sign coordinator.

### **1.2.1. Travel Management Sign Plans**

Travel management sign needs should be assessed at a large scale considering forest-wide objectives for implementation and resources available for sign installation, replacement, removal and maintenance. Units should also consider current motor vehicle uses, mixed traffic designations and areas of potential enforcement challenges of motor vehicle designations.

A sign plan will result in signs that are consistent in appearance and placement; help users better understand and follow the MVUM; and will likely result in improved user compliance. An MVUM combined with a carefully planned strategy to provide the minimum number of appropriate signs, will reduce the burden on agency resources for maintenance and improve the recreational experience for forest users through better understanding of travel management rules and designations.

It is highly recommended that when a unit develops a travel management sign plan, that they focus on the minimum signs needed to begin implementation, for example, the route marker. Additional signs such as portal signs or travel management signs may always be installed at a later date, if the need arises. It is much easier to add new signs than to remove signs that the public has become dependent on. If a unit elects to use signs in addition to the route marker to help implement the MVUM, they should be used consistently and be coordinated with adjacent units as necessary. If a unit has existing travel management signs that do not meet current sign standards, a schedule to remove or transition to the current standards should be included in the sign plan.

### **1.3. Sign Standards and Guidelines**

All units shall implement and comply with existing agency sign policy, standards and guidelines when signing for implementation of the Travel Management Rule.

Standards for placement, installation and sign design including colors, shapes and sizes shall not be modified. If different or unusual conditions or special vehicle designations exist, consult with the forest or regional sign coordinator for assistance and approval if necessary.

According to FSM 7103, Forest Service signs and posters should be planned, designed, procured, installed and maintained according to the guidance in the Engineering Management (EM) series administrative document, EM-7100-15, "Guidelines for Forest Service Signs and Posters." EM 7100-15 chapters that are of significance to travel management signing include:

**Chapter 2 – Plans and Documentation.** This chapter provides guidelines for developing, documenting and maintaining a comprehensive sign plan.

**Chapters 3, 3A, 3B, 3C and 3D – Traffic Control Devices.** These chapters provide guidelines for signs located on roads, including regulatory, warning and guide signs, placement and installation instructions and sign drawings. This information is also applicable for motorized trails.

**Chapters 5, 5A and 5B – Trail Signs.** These chapters provide guidelines for signs located on **trails**, including regulatory, warning and guide signs, placement and installation instructions and sign drawings

**Chapters 6, 6A and 6B – Travel Management Signing.** These chapters provide guidelines for signing travel management activities including motorized and non-motorized uses, placement and installation instructions and sign drawings. This chapter is undergoing some changes as we move forward with implementing the Travel Management Rule, primarily with the wording on some signs and addition of new signs. .

**Chapters 10, 10A and 10B – Visitor Information Signing.** These chapters provide guidelines for visitor information signing.

## 2. Sign Types

There are several types of signs that are used to implement the Travel Management Rule and other travel management decisions.

The most important sign is a route marker. Every reasonable effort should be made to ensure that all designated motor vehicle routes have route markers that correspond with the MVUM upon release of the MVUM or as soon as practical and that these route markers are maintained.

Other signs may be used to supplement the MVUM and route markers as determined in the sign plan. They include:

- Portal signs
- Travel management signs
- Boundary signs
- Visitor information boards
- Posters

### 2.1. Route Markers

Consistent use of appropriate route markers to identify the designated routes is an important key to helping the public understand the MVUM and know where they can legally take motor vehicles.

At a minimum, all designated routes displayed on the MVUM should be clearly marked on the ground with route markers. Route numbers displayed on signs must match the route numbers displayed on the MVUM.

Route markers are important for:

- Route identification of all NFS routes, regardless of motor vehicle designations.
- Guidance for public, administrative and emergency access.
- Successful enforcement of the MVUM.
- Users to know where they are and to navigate through the forest.
- Users to understand which routes are designated for motor vehicles.

Route markers should be installed on all NFS roads and trails regardless of whether they are shown on the MVUM. There may be authorized routes that are open to administrative or permitted use that also require route markers even though they will not be displayed on the MVUM. Route markers also communicate the difference between closed system roads and unauthorized or decommissioned roads. First priority should be given to identifying routes shown on the MVUM. Route markers on other routes should then be installed as resources and needs allow.

Units should not use any other marking system in conjunction with route markers or in addition to route markers to indicate MVUM designations such as red, green and yellow symbols, white arrows, colored posts, flagging, etc.

Route Markers should be placed:

- Only on roads and trails under Forest Service jurisdiction.
- At each NFS road or trail junction.
- At the point where Forest Service jurisdiction begins if there is no junction.

Route markers may be used for reassurance when:

- It is not readily apparent which route the user may be on.
- Beyond intersections on highly traveled routes.
- Periodically along the route with no more than 5 miles between reassurance markers.

### 2.1.1. Route Markers for Roads

There are three types of route markers for roads:

#### Distinctive route markers (M1-7)

- Are used on significant, highly traveled arterial or collector roads that encourage passenger car traffic during normal season of use.
- Are typically used on Maintenance Levels 4 or 5 roads.
- Shall be retroreflective white on brown.
- Only 2 sizes are available:



M1-7

- 18-inch for roads with speeds up to 40 mph.
- 24-inch for roads with speeds over 45 mph.

### Horizontal route markers (FM1-7H)

- Are used on local or collector roads that encourage/accept passenger car traffic during normal season of use.
- Are used on Maintenance Levels 3, 4 or 5 roads.
- Shall be retroreflective white on brown.
- Letter/number size is:
  - 4-inch for roads with speeds up to 30 mph.
  - 5-inch for roads with speeds 35 to 50 mph.
  - 6-inch for roads with speeds over 55 mph.



### Vertical route markers (FM1-7V)

- Are used only on maintenance level 1 and 2 roads.
- Should be retroreflective if the sign needs to be seen at night.
- Minimum letter and number size is 3 inches.
- May be :
  - A brown and white retroreflective panel.
  - Retroreflective letters/numbers mounted on a flexible post.
  - A routed post on ML1 roads or ML 2 roads not open at night.



### 2.1.2. Route Markers for Motor Vehicle Trails

There are several methods for identifying motor vehicle trails.

#### #1) Vertical OHV Route Marker

This marker is similar to the road vertical route marker. It is distinguished by the word “TR” at the top of the marker.

Signs may be:

- A brown and white retroreflective sign on a steel post or
- Retroreflective letters mounted on a flexible post.
  - Minimum letter size for both is 2-inch.

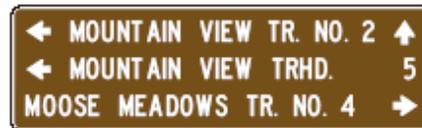


(Note - In rocky areas where it is difficult to drive flexible posts, the flexible post can be mounted on a steel post which is then driven into the ground.)

## #2) Route information with destinations

The trail name and number and its directions are combined with trail destinations on the same sign (FRD).

- Signs are brown and white retroreflective.
- Minimum letter size is 2 inches if located on a trail.
- Reference EM 7100-15, Chapter 5 for sign layout rules. Do not sign trail destinations on roads if the road traffic cannot legally drive to that destination.



## #3) Route information

The trail name and number and its directions are shown on the sign.

- Signs are brown and white retroreflective.
- Minimum letter size is 2 inches if sign is located on a trail.
- If sign is located on a road, reference EM 7100-15, Chapter 3 and Chapter 3A for letter sizes and sign layout.



## #4) Federal Recreation Symbol assembly

The trail identification and its directions are combined with **one** primary federal recreation symbol.

- Signs are brown and white retroreflective.
- Symbol size based on the speed of approaching traffic.
- Reference EM 7100-15, Chapter 3A for sign layout.
- Minimum letter size for ID number is 2 inches for trails.
- Appropriate when the symbol accurately reflects the designated vehicle.



## 2.2. Portal Signs

Portal Signs are:

- Used to inform the public that they are entering an area with motor vehicle travel restrictions and that they should have a MVUM.
- **Optional** – they are not required for enforcement. The MVUM is the enforcement tool.
- Regulatory but not specific enough to be enforceable – no dates/vehicle classes.
- Not needed on every NFS road or trail! Consolidate installations when feasible.

If a unit elects to use portal signs, they should be used consistently over the entire area covered by the MVUM.

Portal sign standards:

- Black letters and border on retroreflective white background.
- Size based on the speed of the approaching vehicle.
- Messages may be modified or customized based on local motor vehicle designations after a review and approval by the regional sign coordinator.
- Combine messages when possible such as with restrictions on snowmobiles.

Appropriate locations for portal signs include:

- Principal or key access routes at National Forest boundaries.
- At or as close as practical to the point of restriction.
- County, township, state or federal roads which pass through National Forests.
- Arterial and collector NFSRs.
- Installations which would minimize the number of signs.

Coordinate with:

- Other jurisdictions to install signs on non-FS routes.
- Your Forest or Regional Sign Coordinator when modifying messages

**Portal Sign # 1:**

May be used for areas with no motorized over-snow (snowmobile) designated routes. The sign only refers to motor vehicles use shown on the MVUM.



**Portal Sign #2:**

May be used if there is also an over-snow vehicle use map (OSVUM). The sign does not refer to a specific map product.



**2.3. Travel Management Signs**

Ideally, the MVUM, in conjunction with route markers, should be sufficient to clearly communicate where motor vehicle use is allowed and not allowed. However, in some situations, the use of travel management signs may provide additional clarification. Use of travel management signs to supplement the MVUM is optional and should be well thought out in a sign plan that considers long term sign maintenance costs and consistency across unit boundaries.

**2.3.1. Travel Management Signs and Decals**

- Clearly display the prohibited uses – not the allowed uses.
- Are a regulatory sign – shall be black and white.
- Are posted at the point of prohibition, typically on or next to a gate or other device.
- Are not used on open ML 3, 4 or 5 roads.

- Should refer to the MVUM or Over-Snow Vehicle Use Map when appropriate
- Should match the vehicle designation on the MVUM or CFR order
- Typical sign sizes – 12” x 18” or 18” x 24” or decals for carsonite posts
- **Are required** for forest CFR orders issued under subpart B such as:
  - Prohibitions on non-motorized, mechanized or over-snow use.
  - Short-term or emergency prohibitions on designated routes or areas.
- **Are not required** for:
  - Motor vehicle designations.
  - Enforcement of the MVUM.
- **May be used** to draw attention to certain Motor Vehicle restrictions:
  - In trespass or other problem areas with poor compliance from the public when other methods are ineffective.
  - For educational purposes when the prohibition is new to the public.
  - When a route has been open historically to motor vehicles.
  - To avoid confusion with other prohibitions on non-motorized, mechanized or over snow use.



### 2.3.2. Messages

- Are customized and the message must be appropriate for each situation.
- Keep it simple! Work with your Forest or Regional Sign Coordinator if in doubt Remember – the more complex the designations, the more difficult the signing.
- Use word messages instead of federal recreation symbols:
  - For clearer understanding.
  - To combine vehicle classes such as:

- for Highway Vehicles and Standard Terra OHVs – use “MOTOR VEHICLES”
- for Highway Vehicles, Standard Terra OHVs and motorized Over-Snow Vehicles – use “MOTOR VEHICLES and SNOWMOBILES”
- If the symbol is not representative of the specific vehicle designation.
- For instance, there are no symbols for designating vehicle width, tracked OHVs, OHVs or UTVs.

Following are several examples showing how travel management signs may be used for certain situations.

### 2.3.3. Examples

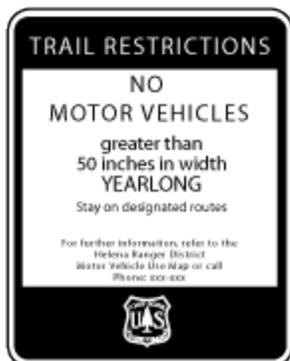
#### Example 1: Motor Vehicle Use occurring on an unauthorized trail

Post in the center of the trail. It can be used in conjunction with trail decommissioning treatments.



#### Example 2: Motor Vehicle Use occurring past the dispersed camping corridor distance indicated on the MVUM

The sign is placed at the end of the designated dispersed camping distance to prevent further access beyond the designated corridor. Only those administrative activities with a written authorization, such as a special use permit, wood cutting permit or grazing permit can use motor vehicles beyond this sign.



#### Example 3: Short-term Emergency – all use is prohibited

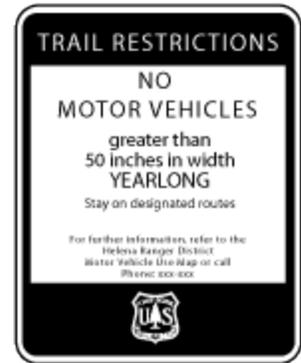
The route or area is closed to ALL types of traffic, including foot traffic by a Forest Order. This option is seldom used except in emergencies such as fire or weather closures or special management situations such as protection of an eagle-nesting site.

**The sign is required for enforcement as it is under a Forest Order.** Placement should occur at the point of restriction.



**Example 4: Trail designated for Motor Vehicles less than or equal to 50”**

The sign is used where the trail width may physically allow wider vehicles but the motor vehicle designation is for OHVs less than 50 inches in width.



**Example 5: Wilderness Trail – no motorized or mechanized vehicles**

Placement should occur prior to the wilderness boundary and at suitable locations to allow motorized and mechanized vehicles to turn around.

**Example 6: Trail seasonally designated for motorcycles only**

The sign is used where the trail width may physically allow wider vehicles but the motor vehicle designation is for motorcycles only.



Note – the more complex the designations, the more difficult the signing.



**Example 7: ML 2-5 Road is not designated for public motor vehicles and not shown on the MVUM. Administrative motor vehicle use is allowed or permitted.**

The sign may be used where the road allows administrative motor vehicles traffic and possible misunderstandings occur when the public sees permitted motor vehicle use occurring behind the gate – such as a road that permits motorized handicap hunting access.

**Example 8: ML 2-5 road seasonally designated for motor vehicles**

The sign may be used where the road (or trail) is designated for seasonal motor vehicles use and violations are occurring.



**2.4. Boundary Signs**

Boundary signs are:

- Used to put the public on notice that they are entering or leaving a designated motor vehicle area allowing cross-country use.
- **Optional** – not required for enforcement. The MVUM is the enforcement tool.
- A regulatory sign.
- Inter-visible placed to clearly delineate the boundary on the ground.
- Not to be used on open ML 3, 4 or 5 roads.

Boundary sign standards:

- Black letters and border on retroreflective white background.
- Sign panel or a decal.
- Messages are customized based on area Motor Vehicle designations.
- Combine messages when possible with other area designations such as an area designated for motorized over-snow use.
- Area Name should correspond to the name on the MVUM.
- Install Entering and Leaving signs back-to-back.

Appropriate locations for boundary signs include:

- Boundaries not clearly delineated by natural features.
- Areas where potential for confusion exists.
- Problem areas with trespass or poor compliance from the public

### 2.4.1. Examples

#### Entering Area Boundary Sign or decal # 1

May be used when entering an area designated for motor vehicle cross-country travel.



## Leaving Area Boundary Sign or decal # 2

May be used when leaving areas designated for cross-country travel by motor vehicles



## 2.5. Visitor Information Boards

Travel management information can be included on visitor information boards at trailheads and campgrounds or be displayed on a visitor information board located at a forest entrance or at administrative offices such as district and supervisor offices.

Visitor information boards provide important public information including:

- Recreation activities
- Visitor registration provisions
- Environmental awareness, safety and emergency information
- Travel management information such as:
  - Travel Management Rule requirements and local designations
  - MVUM or Over Snow Vehicle Use Maps
  - “You are here” locations
  - Explanation of signing
  - Equipment requirements

They should be maintained to look professional and not appear cluttered and disorganized. Follow direction in the *Built Environment Image Guide* (BEIG) and EM 7100-15 – Chapter 10

Consider the following when selecting locations for visitor information boards:

- Safety
- Available parking without blocking the road
- Approach sight distance to allow vehicles to get off and on the road

Consider using advance guide signs on ML 3-5 roads if the:

- Average daily traffic is above 100 vehicles or,
- Vehicle speeds are greater than 25 mph.

### 2.5.1. Guide Sign Options



### 2.5.2. Guide Sign Standards:

- Size based on the speed of the approaching vehicle.
- Retroreflective white letters and border on brown background.
- Advance placement distance based on speed (Table 3C-2, EM 7100-15).

### 2.6. Posters

- Posters provide information on:
  - Seasonal and temporary activities or conditions
  - Specific travel management information
- Are not permanent signs
- Should be maintained to look professional
- Can be creative
- Not subject to the same requirements as Traffic Control Signs
- Should be coordinated with the Regional Office Sign Coordinator if it is a custom order
- Custom posters shall be ordered through the Government Printing Office
- Refer to Chapter 11, EM 7100-15

### 2.6.1. Examples

Following are examples of posters that have been developed specific to the travel management rule and the MVUM. All proposed posters should be submitted to your regional sign coordinator for review.

#### Poster #1 – Hunting Notice

This type of poster should be coordinated with the local State fish and game office

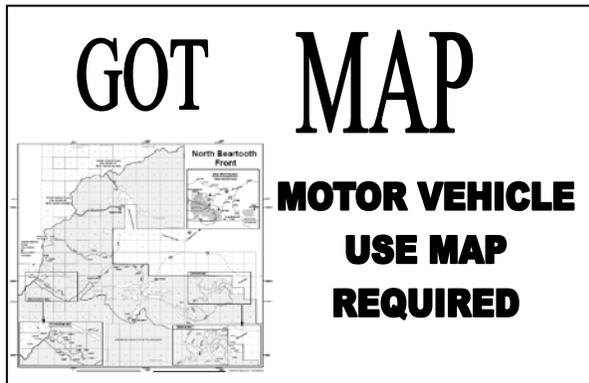


#### Poster #2 – Generic Notice

This poster can be used in any location. It can be used with cooperators who maintain OHV trails, OHV groups or others. This type of poster might be very useful where compliance with travel management decisions is difficult to enforce.



## Educational Posters



### 3. Special Situations

#### 3.1. Coincident Routes and Mixed Use Routes

National Forest System (NFS) roads are designed primarily for use by highway-legal vehicles (motor vehicles that are licensed or certified for general operation on public roads within the State) such as a passenger car or log truck. Some NFS roads also provide recreational access for non-highway legal OHVs either as a coincident route or a mixed use route.

A **coincident route** is defined as a single route that is managed as part of two different inventoried routes in the Forest Transportation Atlas. An example is an NFSR that is also a National Forest System trail. There are two types of coincident routes:

1. **Concurrent coincident route:** a coincident route on which the uses are simultaneous and must be managed for mixed traffic.
2. **Separate coincident route:** a coincident route on which the uses are not simultaneous but separate so the route is not managed for mixed traffic.

Separate use periods may occur by:

- Specific times such as weekday and weekend
- Seasons such as a summer road and a winter snow trail

Motorized **mixed use** is defined as designation of a NFS road for use by both highway-legal and non-highway-legal motor vehicles. The use occurs at the same time but the road is not managed as a trail.

Designating NFS roads for both highway-legal and off-highway legal vehicles involves safety and engineering considerations. Decisions to manage and sign coincident routes and mixed use routes must be informed by engineering analysis.

Refer to FSH 7709.55, Chapter 30, Engineering Analysis, EM-7700-30, *Guidelines for Engineering Analysis of Motorized Mixed Use on National Forest System Roads* and EM 7100-15, Section 3A.7.3 *Coincident Routes for specific signs and requirements*. Mitigation is generally necessary for road segments with high probability and high severity of crashes and for roads with low probability and high severity of crashes. Mitigation may be necessary for road segments with high probability and low severity of crashes. If signing is identified as needed for mitigation, routes shall be signed before concurrent use occurs.

Examples of signing to mitigate crash risk include:

1. “Share the Road” signs
2. Standard State or local signs (if approved for Forest Service roads) where users are accustomed to State or local signs that do not conform to Forest Service Standards.
3. Route marking to ensure that non-highway-legal vehicle routes and motorized mixed use routes are clearly identified.
4. “Highway-Legal Vehicles Only” signs may be used to clearly identify the termini of road sections designated for motorized mixed use.
5. Motorized trail crossing signs may be used where motorized trails cross the road.
6. Other appropriate regulatory and warning signs contained in EM 7100-15, Sign and Poster Guidelines, which are consistent with the MUTCD and USDA Forest Service standards.
7. Signing installed on roads should be designed to meet all requirements of the MUTCD and EM 7100-15, Sign and Poster Guidelines.

### 3.1.1. Highway-legal Vehicles Only Sign

To assist in signing of coincident routes and routes designated for highway-legal vehicles only, the WO has approved a new regulatory sign.

#### Use

- At the beginning of a road where “non-highway legal vehicle” use is not allowed for the entire length.
- At intersections where “non-highway legal vehicle” traffic can access the road designated for “highway-legal vehicles only” from other mixed use roads or OHV trail systems.



- Where “non-highway legal vehicle” traffic is no longer allowed after sections of where it has been allowed.
- After the appropriate engineering analysis to warrant its use.
- In states where street legal OHVs driven by licensed drivers are allowed on all public roads and are considered to be a highway-legal vehicle. Using a sign with the ATV symbol with the red slash is not appropriate in those locations to reinforce the highway-legal vehicle designation and may be confusing as the ATV or other OHV may actually be a highway-legal vehicle.

18 x 24	3 inch letters	low-volume road; Low speed < 35mph,
24 x 30	4 inch letters	low volume or conventional road, speed = > 40 mph

### 3.1.2. Route Markers on Maintenance Level 1 Coincident Routes

A Maintenance Level 1 road is marked with a vertical route marker and the road is also managed as a designated motor vehicle trail (coincident route). If the motor vehicle trail follows the same route as the maintenance level 1 road, use the same number as the road and use the road vertical route marker to identify the route on the ground. It is not necessary to install another route marker for the trail in addition to the existing road marker. A small sticker with the word “TR” could be applied to the top of the road vertical route marker if there is room on the sign. This sticker would remain as long as the road is classified in an operational maintenance level 1 category.

### 3.2. Dispersed Camping Sites

Signing specific dispersed camping sites within a corridor designated for dispersed camping is not necessary. If dispersed camping is allowed within designated corridors, then any place along that corridor is legal for dispersed camping as long as there is no resource damage occurring. Such signing would require additional monitoring and increased maintenance needs.

If corridors are not designated and routes to dispersed sites are designated as a road or trail instead, then a standard route marker is all that is necessary.

### 3.3. Reference Location Signs (Mile Post Markers)



D10-1

Reference location signs (D10-1) are intended to serve as mile point location guides for motorists and as a means to identify road locations. Reference location signs may be erected on any NFSR. Reference location signs are fully retroreflective and have white legend and borders on green background when used on NFSRs. They may have a white legend and borders on brown background when used on NFSTs. Use of the heading MILE shall be used to distinguish the reference location sign from the vertical route marker.

**3.3.1. Reference Location Sign Sizes**

Item	D10-1	FD10-1a	FD10-1b
		Low-volume roads <400 SADT	
	Conventional road >400 SADT (inches)	Typical, 40 mph and + (inches)	Minimum, <35 mph (inches)
Width	10	6	5
Numbers (ASA)	6 (Series D)	4 (Series D)	3 (Series D)
MILE heading (ASA)	4 (Series D)	2 (Series B)	2 (Series B)

**Reference Location Signs should be used when:**

1. Changes in seasonal designations occur along a route and are noted on the MVUM by mile post tick marks;
2. Dispersed camping is designated between certain mile posts; or
3. It is not obvious as to where the designation actually begins or changes on the ground.

Use the exact mile post number as shown on the MVUM. Decimals are shown as follows.



D10-1a