

FINAL

NORTH FORK JOHN DAY

MOTORIZED ACCESS AND TRAVEL MANAGEMENT PROGRAM



**MOTORIZED ACCESS AND
TRAVEL MANAGEMENT PROGRAM**

for the

**North Fork John Day
Ranger District**

**Umatilla National Forest
June 8, 1990**

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MOTORIZED ACCESS AND TRAVEL MANAGEMENT PROGRAM

INTRODUCTION

In late 1987, the District became acutely aware of increasing conflicts between differing recreational user groups, increasing vehicular harassment of elk on sensitive summer range, and the stark reality of having more miles of road than necessary for land stewardship functions. With this in mind, the District began looking for a better way to deal with the road management situation. The North Fork John Day Ranger District Motorized Access and Travel Management Program (Access Management Program) was developed to meet the needs of the public and protect forest resources. Under the general direction of the Umatilla National Forest Land and Resource Management Plan (Forest Plan), this program is responsive to public concerns while following good land management practices.

National Forest Lands belong to the people, giving them the right to access and use these lands. Use of motorized and other associated vehicles by the general public on National Forests is widespread. Common uses include hunting, sightseeing, fishing, mining, grazing, firewood gathering, motorbike riding, horseback riding, bicycling and mushrooming.

Vehicle operation has the potential to affect some natural resources, cause safety problems, and create user conflicts. Restrictions on the times and methods of access are developed to protect and manage resources while providing a variety of recreational experiences and management opportunities. Access management provides the opportunity to satisfy Forest visitor needs, while keeping operational consequences within acceptable limits.

Forest visitors and managers need a common understanding of the situation and a consensus on management guidelines for directing use. Public participation and understanding of access management was a significant component in the development of the Access Management Program. Alliances with groups and individuals were formed, and a Working Group evolved. (Working Group member names are located in Appendix F.) Input from the Working Group helped provide access and travel strategies which better meet the needs of Forest users.

Continuing public dialogue and understanding is equally important; therefore, the Working Group will provide input into reviews and yearly

updates of the Access Management Program. Additionally, an information and education strategy was developed (see Appendix A). The education strategy will create an understanding of the need for access management and how it works.

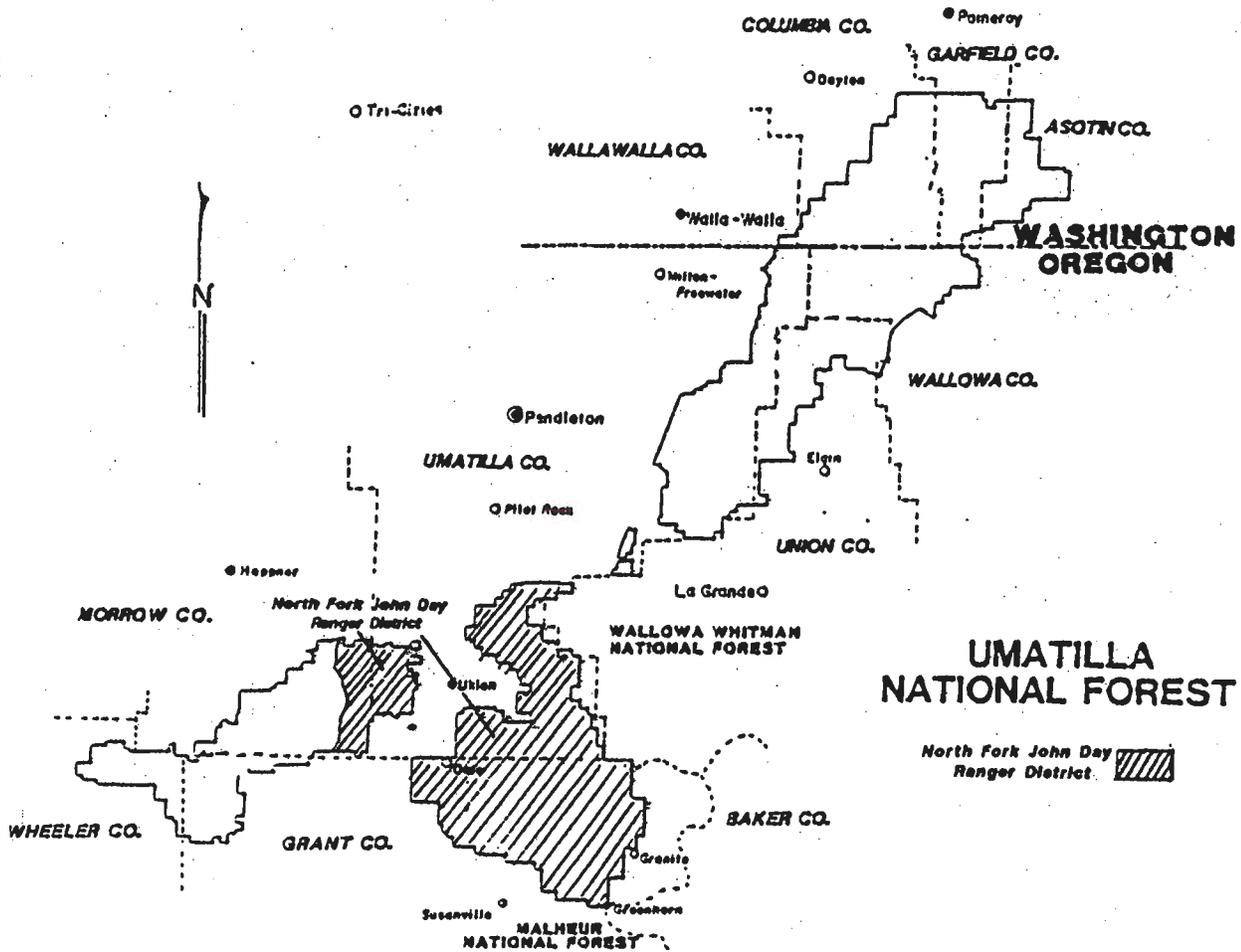
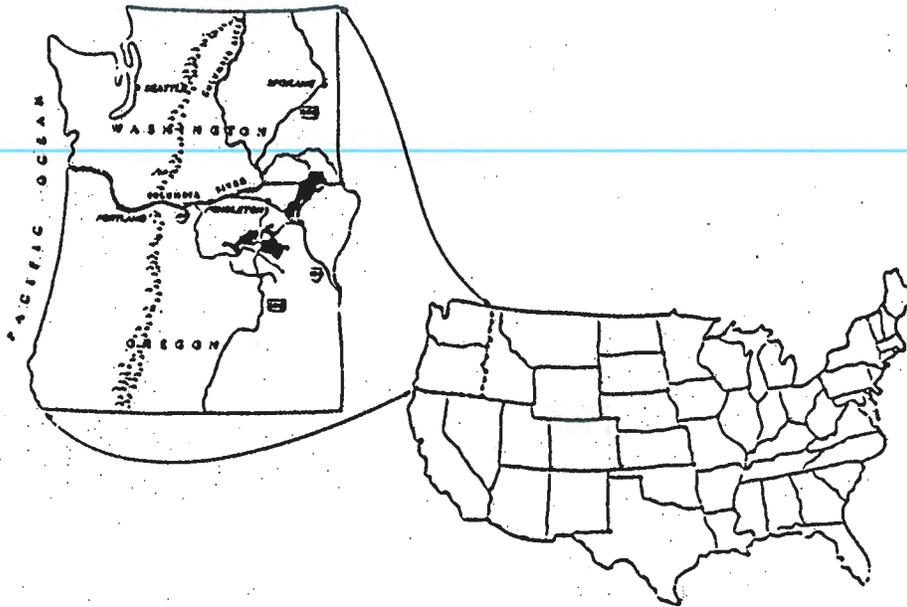
Located in the Umatilla National Forest of northeast Oregon (see Figure 1), the North Fork John Day Ranger District is experiencing increased recreation use which could affect big game habitat. To meet forest visitor recreation needs and protect natural resources, the Access Management Program divides the District into six access strategy areas. The areas include general forest, seasonal summer and winter elk habitats, an off-highway vehicle (OHV) complex, a scenic area, and a wilderness. Access in these areas will be managed by use of signs, symbols, and road entrance management techniques.

This document is divided into seven sections. This introduction is followed by a section describing the objectives of access management. The third section presents the anticipated changes in road and area access following program implementation. The next section provides information on the six access strategy areas. The fifth section depicts the use of symbols and signs. Road entrance management techniques and area closure methods are defined in the sixth section. The final section describes the exceptions to access restrictions in the access strategy areas.

A glossary of terms and eight appendices follow the Access Management Program. The appendices present additional information on: education, enforcement, implementation, administrative use, program development, scenic area management, the public working group, and program evaluation criteria. A list of references completes the package.

Figure 1.

VICINITY MAP



OBJECTIVES OF ACCESS MANAGEMENT

The overall intent of the Access Management Program is to:

- provide a variety of resource utilizations and protections;
- meet the needs of diverse publics;
- enhance user opportunities and experiences;
- prevent or reduce user conflict;
- use the Land and Resource Management Plan as the guiding document in the development of access strategies; and
- control and track administrative use.

The objectives of access management are to develop a program which is:

- **responsive to public and resource needs** while recognizing the need for compromise between all users, land managers, and public interests in many situations;
- **easily understood** by the general public;
- **useful in management of future activities** by providing guidelines for planning and resource program development;
- **consistent throughout the North Fork John Day Ranger District and with neighboring Districts and Forests** (the program will be consistent with regional and national direction and will be used as a prototype for the other Districts on the Forest); and
- **implementable and enforceable.**

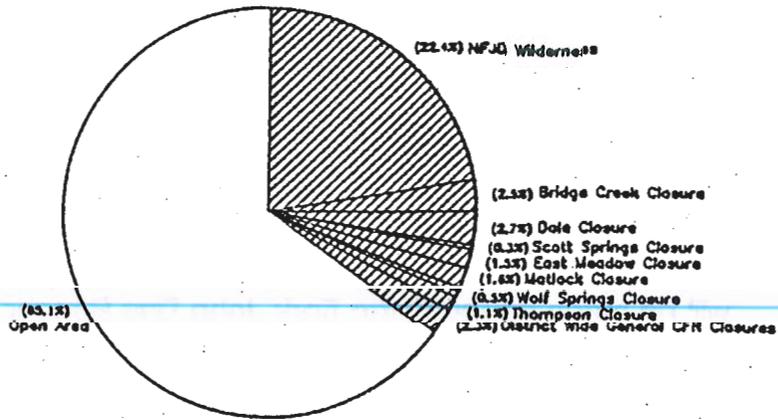
The Access Management Program will be monitored and evaluated on a yearly basis by the Public Working Group, the Ranger District Management Assistants (District RDMA), and District Engineering.

FUTURE CONDITIONS

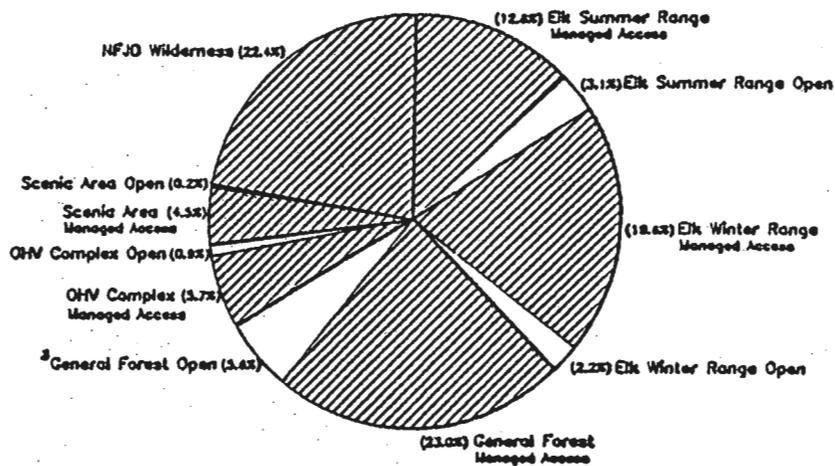
To meet the intent and objectives of the Access Management Program, especially in relation to providing adequate access, the following changes will be made on the North Fork John Day Ranger District:

- Motorized access will be limited, and the number of roads available for unrestricted travel will be significantly decreased by employing one or a combination of "Road Entrance Management Techniques." Methods used will be governed by their effectiveness for the given situation.
- There will be less roaded experiences provided on the District. A desired outcome indicated by public comments on the Proposed Forest Plan and the Working Group which provided input to this Access Management Program.
- Vehicle usage of roads will be reduced to enhance the hunting experience and to reduce the harassment of elk during use of seasonal transitory ranges that provide forage and cover.
- The Forest Plan has established Standards and Guidelines to enhance the Elk habitat provisions. The Access Management program provides the direction to aid in achieving these Habitat Effectiveness Index (HEI) Values. Initially some areas may not meet recommended HEI values, but adjustments will be made as a part of the timber sale planning process.
- All existing roads will be analyzed to determine whether they meet road-specific Road Management Objectives in providing access for land stewardship functions and recreational enjoyment in the National Forest. This will generally occur during the Timber Sale EA process. In some situations, specific roads may be analyzed on a case-by-case basis. If a road is unnecessary for land stewardship and recreational opportunities, vehicular traffic will be restricted by obliteration, entrance management camouflaging techniques, or physical closure device. If road use continues and endangers resources, a more formal regulatory signing prohibition will be utilized under Forest Service Regulation 36CFR 261.50(b).
- Generally, new roads constructed as a result of timber sale activity will have managed access. These roads will be evaluated during the EA process to determine whether they should remain "open" or be "closed." They will be assessed for their long-term value to

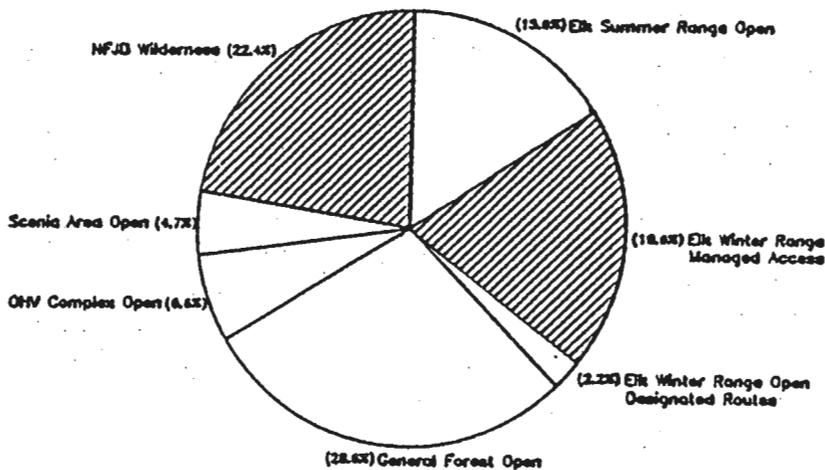
Present State of the District



State Of The District Under Access Management
Wheeled Motorized Access



Oversnow Vehicle Opportunity On The North Fork John Day



- (1) Roads identified as closed under this management plan may experience some administrative use.
- (2) Roads present on the ground may not appear as part of the managed system. These roads are considered closed.
- (3) Wheeled access percentages (open) were figured using total mile and a width of 300 ft. on each side of the road. These figures represent a percentage of the total District Acreage (468,970 acres). Forest trails open to OHV are not represented by this figure; therefore, actual general forest open to motorized travel is estimated to be around 10%.

ACCESS STRATEGY AREAS

There are six access strategy areas on the North Fork John Day Ranger District.

1. General Forest Access Strategy Area
2. Elk Winter Range Access Strategy Area
3. Key Elk Summer Range Access Strategy Area
4. OHV Trail Management Complex
5. Scenic Area
6. Wilderness

The relative location and size of these areas are depicted in Figure 2 (at the end of this section). A summary of restrictions for each area is presented below.

General Forest Access Strategy Area:

- All primary, secondary, and a significant number of "other" roads will remain open for travel yearlong and will be marked with a green dot.
- Those roads falling within migration zones, "other" roads not identified as being open yearlong (green dot roads) will be closed during the spring migration period of March 1 through June 30.
- Trails in General Forest are open to OHV yearlong.
- Open to oversnow vehicles when snow depth is 12" or greater.
- Four-wheel drive organizations will be afforded the opportunity to develop a trail system in General Forest. Upon notification by an organized group, the Forest Service will consult with said group(s) in the layout and design of the trail system. The opportunity for development will occur within a two-year period from date of implementation.

Exceptions:

- OHV use not allowed on the Lost Lake Forest Road 4500020
- Oversnow vehicles access to Lost Lake prohibited

Elk Winter Range Access Strategy Area:

- Designated roads and trails open to motorized vehicles from May 1 to November 30
- A green dot indicates designated open roads and trails
- OHV use not permitted off designated trails
- Area closed to *all* motorized vehicles, including oversnow vehicles, from December 1 to April 30

Exceptions:

To provide access to snow play areas outside elk winter range access strategy designation, the following roads are open to *all* motorized vehicles, including oversnow vehicles, yearlong:

All roads kept open by the county

Forest Road 10

Forest Road 3963

Forest Road 3969 from Hwy 395 to Junction 3974

Forest Road 3974

Forest Road 3980

Forest Road 52

Forest Road 54

Forest Road 5412

Forest Road 5415

Forest Road 5420

Forest Road 5450

Forest Road 55

Mixed use of these travel corridors by oversnow and wheeled passenger vehicles is not intended.

Plowed roads are intended for wheeled passenger vehicle use; designated roads with 12" or more snow are intended for oversnow vehicle use and may be groomed.

Key Elk Summer Range Access Strategy Area:

- Designated roads and trails open to motorized vehicles yearlong
- *A green dot indicates designated open roads and trails*
- No motorized vehicles will be allowed off designated roads from May 1 to November 30
- Oversnow vehicles permitted from December 1 to April 30.

OHV Trail Management Complex:

The OHV complex will offer OHV enthusiasts an area where they can experience a multitude of riding opportunities. Individual users and user groups will be consulted in the layout and design of the trail systems. The area will provide trails requiring skill levels from beginner to expert. Trails will be marked for easy identification and user safety. Trail systems will be constructed to provide loops and avoid backtracking. Adequate parking and camping facilities will be an integral part of the area development. Education and safety will play a substantial role in area development and use. Rules established for area use and safety will be enforced in a positive manner. The development of the area will utilize existing trails and roads while pursuing the development of new routes for motorcycles and four-wheelers. An OHV trail manager/enforcement officer will be present during the riding season to ensure management objectives are met.

- All riding activity confined to designated trails marked with a green dot
- Roads designated for vehicle use within the OHV complex will be marked with a green dot.

Scenic Area:

The Vinegar Hill/Indian Rock Scenic Area is noted for its unique scenic values and is managed to protect and enhance its natural landscape characteristics. The primary use of the area is dispersed recreation and viewing pleasure. The area provides these recreation opportunities in a semi-primitive natural setting. Existing roads and trails designated for motorized use will be maintained as presented in the co-op order between the Malheur and Umatilla National Forests (see Appendix G) and Forest Plans for both Forests. The co-operators will conduct a periodic review of designated roads to determine adequacy of access.

- Vehicle use limited to "green dot" designated routes, both roads and trails

Wilderness:

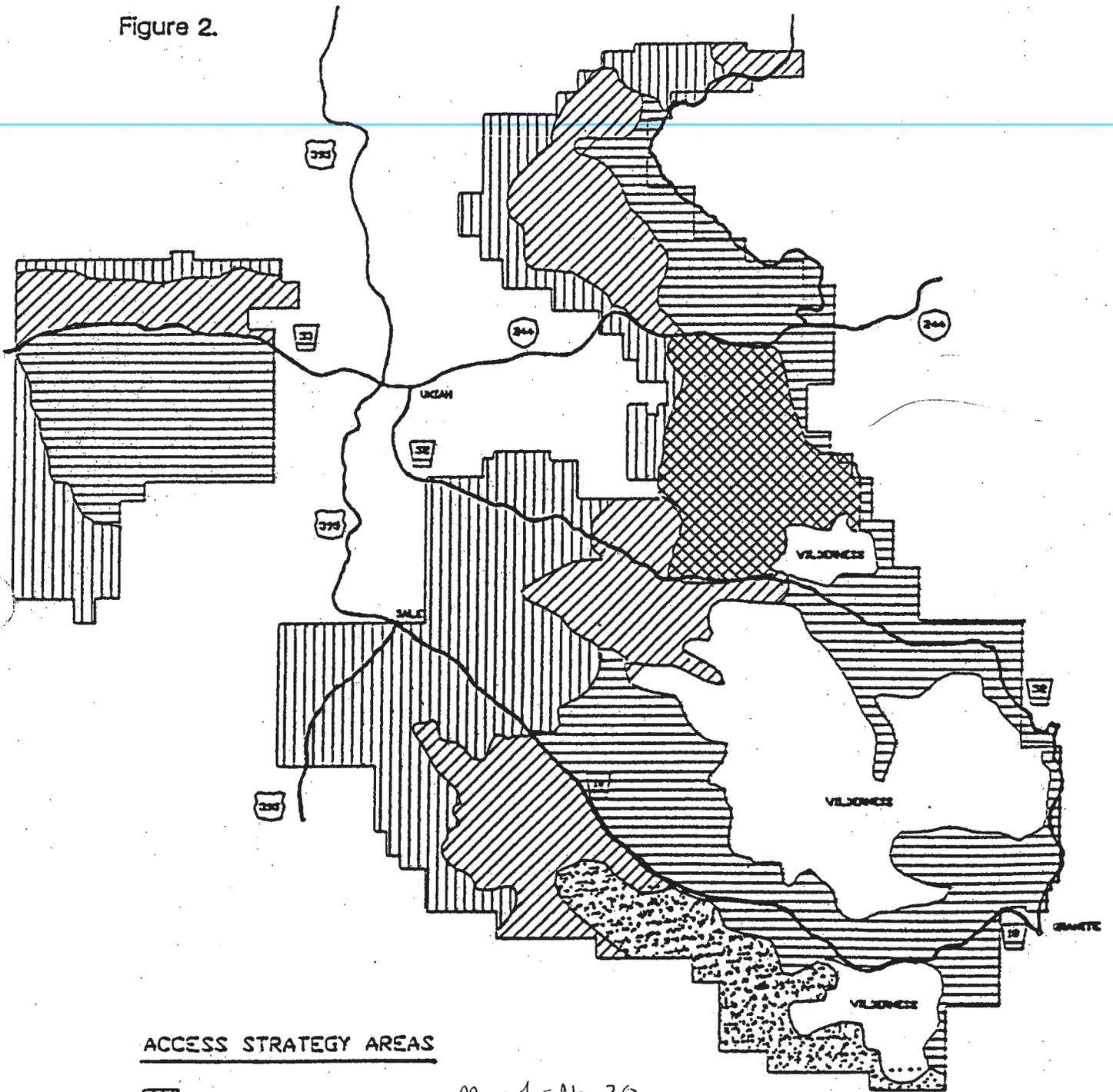
The North Fork John Day Wilderness was designated by the Oregon Wilderness Act of 1984.

- Use of any motorized equipment or mountain bikes prohibited

Exceptions:

- Activities reviewed and approved by the Forest Supervisor or Regional Forester; requires a very compelling reason or life-threatening emergency.

Figure 2.



ACCESS STRATEGY AREAS

-  ELK WINTER RANGE - May 1 - Nov 30
-  GENERAL FOREST
-  KEY ELK SUMMER RANGE May 1 - Nov 30
-  SCENIC AREA
-  OHV TRAIL MGMT. COMPLEX
-  WILDERNESS

ACCESS MANAGEMENT USING SYMBOLS AND SIGNS

A comprehensive, "positive message" signing system will help the traveling public understand access management. This signing system will also facilitate District management of access and travel within and through the six strategy areas. Large bulletin boards will be placed in highly visible locations, while travel management signs and existing primary, secondary, and other road markers will become miniature bulletin boards. The information displayed on these signs will more clearly define recreation and travel opportunities in the forest.

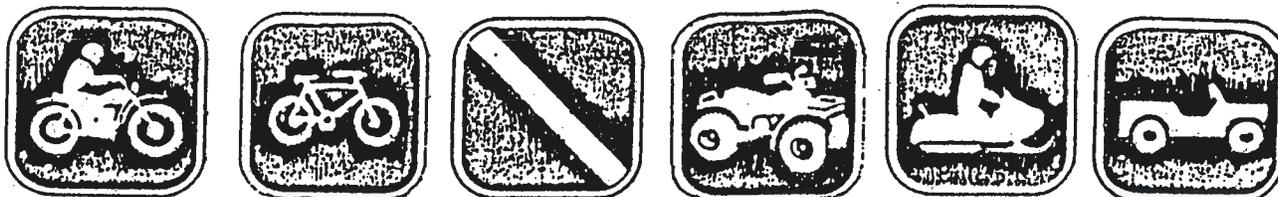
SYMBOLS

Special symbols will provide access information on travel management signs and road markers. These symbols will physically fit the posts of existing markers and will reduce the need for long, explanatory messages.

federal recreation symbols

Federal Recreation Symbols will be used to help convey the access management message. The symbols will be used to inform users of recreation opportunities and to aid in the explanation of access strategies. Using these symbols with a short, positive message explaining the reason for a restriction will help inform the public of management direction for the area or road. A red slash across any of the symbols indicates the activity is prohibited. Examples of Federal Recreation Symbols appear in Figure 3. The symbols will be placed on primary and secondary road signs, other road markers, and travel management signs as illustrated in Figures 5, 7, and 9.

Figure 3. Federal Recreation Symbols





green dot symbol

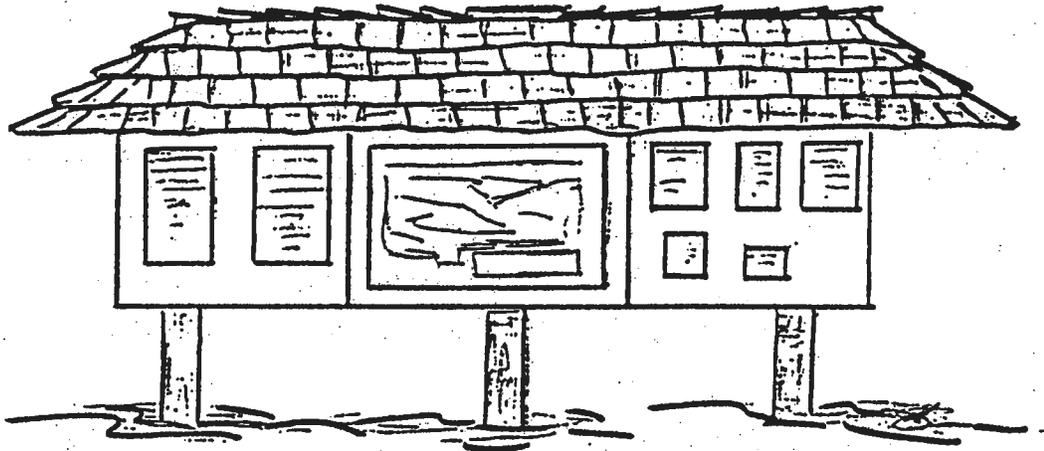
A green dot on any primary, secondary, other road, or trail sign indicates the route is open for unrestricted travel through or in closed areas. To facilitate public identification of roads, all primary and possibly secondary green dot roads will be signed with "names" within five years of Access Management Program implementation. Examples of green dot symbol use are presented in Figures 7 and 8.

SIGNS

Travel Information Bulletin Board

Where a road serves as a major forest access route or as the only access to a major network of roads, a large bulletin board will provide road use information appropriate for the area. As depicted in Figure 4, the display will inform users of permitted and restricted motorized use and present the reasons for any restrictions. Sign size will be appropriate for the area and expected visitation.

Figure 4. Travel Information Bulletin Board (Example Major Access Sign)



Travel Management Signs

Travel management signs describing area or road network closures and recreational opportunities will be placed in strategic, highly visible locations. These signs will be used primarily on road systems accessed at one point.

Figure 5. Travel Management Sign

Area where motorized vehicle access is restricted will be signed with a travel management sign.

	MESSAGE	TRAVEL MANAGEMENT SIGN	
A-	This AREA open to:		
B-	SYMBOL (X-country)	SYMBOL (snowmobile)	SYMBOL (snow shoe)
C-	Yearlong	11/30-3/30	12/1-4/30
D-	Closed to all other motorized vehicles, except on designated routes		
E-	to prevent erosion of sensitive soils		
F-	FS Shield		



Primary and Secondary Roads

The route markers in Figures 6 and 7 identify two types of National Forest roads maintained for automobile travel. These markers are posted at the entrance of primary and secondary routes. Primary routes usually offer the better choice for the traveler. Secondary routes may not be as smooth or as well maintained.

Figure 6. Primary Route Marker
Primary Road No.24,
maintained suitable for
automobile travel

Green Dot - This road is designated
as "Open to motorized travel"

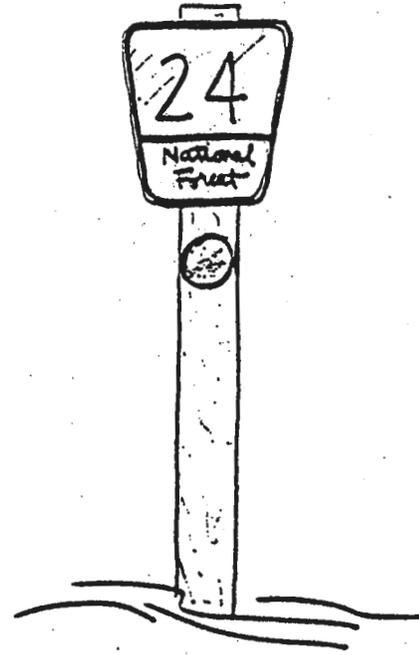
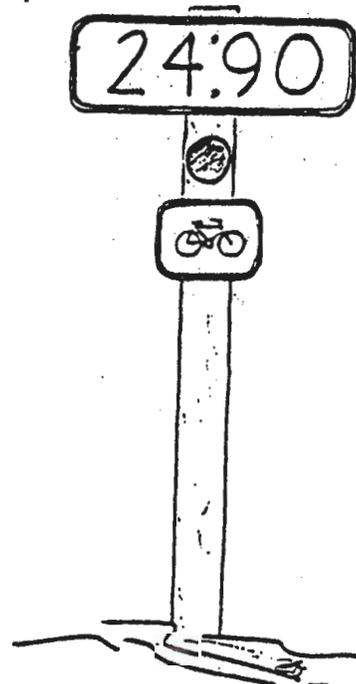


Figure 7. Secondary Route Marker
Secondary Road No.2490
off main Primary Road No.24, not
maintained specifically for
automobile travel.

Green Dot - This road is designated
as "Open to motorized travel"

Federal Recreation Symbol - Mountain
Bike opportunity possible.



Other Roads

Entrance management techniques, such as cross-ditching or roughened road bed, will generally denote other roads. These low standard roads are not maintained for passenger-car use and are not shown on all National Forest maps. When appropriate, Federal Recreation Symbols will be placed on the existing vertical route markers of those other roads that provide significant recreation opportunities. In some instances, vertical route markers (illustrated in Figures 8 and 9) will become miniature sign boards. However, when other roads provide little to no significant recreation opportunity or need for resource management, the entrances will be camouflaged or blocked to maintain the integrity of the area closure. This system will enhance the Regional Entrance Management Strategy, "Getting Around on National Forest Roads," and inform the public of reasons for access restrictions.

Figure 8. Vertical Route Marker (Example 1)

Other Road No.050, off Secondary
Road No.2490 not suitable for
passenger-car travel

Green Dot symbol designates road
open in closed area

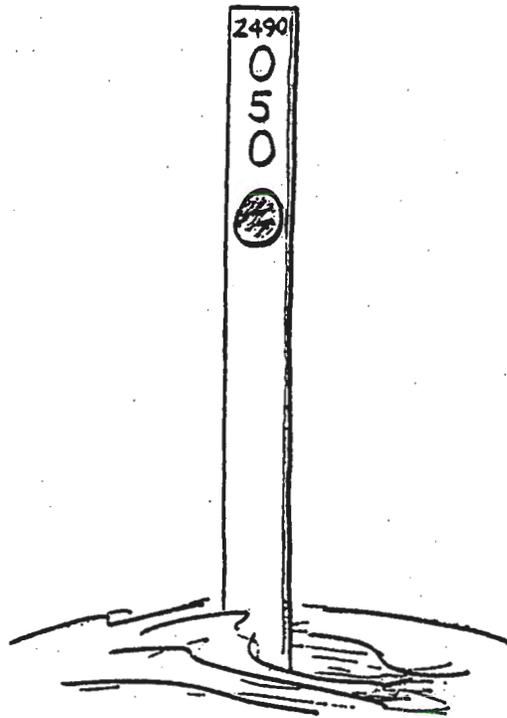


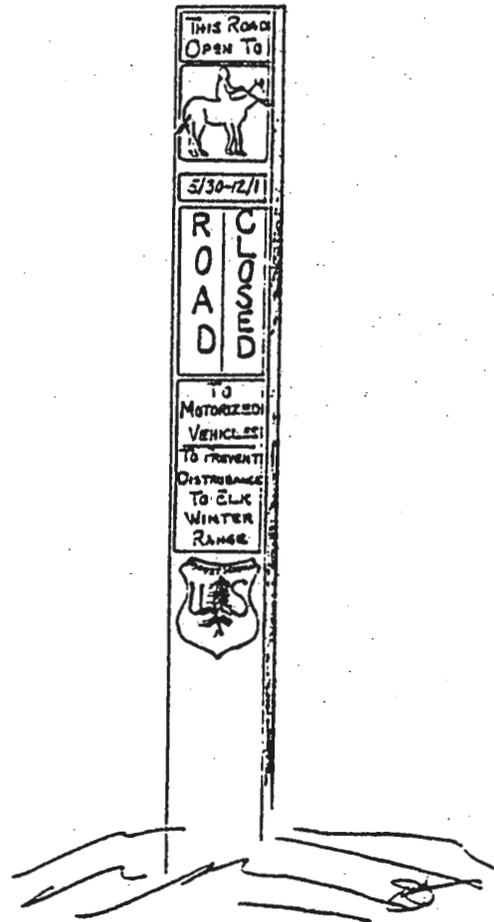
Figure 9. Vertical Route Marker (Example 2)

Other Forest roads with restricted motorized vehicle access will be signed with a vertical route marker. In this instance, the miniature sign board will display the reasons for the restrictions and the availability of the road for nonmotorized uses. If restrictions are ignored and vehicular use continues, regional entrance strategies, such as camouflage or earthen barricades, will be used. If vehicle use still continues to damage resources, citations will be issued.

MESSAGE

VERTICAL ROUTE MARKER

- A- This ROAD is open to
- B- SYMBOL (horse travel)
- C- May 30 - Dec 1
- D- Closed to all motorized vehicles
- E- to prevent disturbance to elk winter range
- F- FS Shield



ROAD MANAGEMENT TECHNIQUES USED TO IMPLEMENT ACCESS MANAGEMENT STRATEGIES

The simplicity of area closures lends itself to less signing and fewer gates unless lack of compliance necessitates enforcement measures. Area closures restrict vehicular use of roads to designated routes through or in the closed areas. This reduces the need for some gates and large numbers of road closure signs. Green dots on designated routes will provide a "welcome to use message" on routes through or in those closed areas providing year-round vehicular access.

The following road management techniques will be used on roads requiring vehicular traffic restrictions to meet the objectives of access strategy areas. These techniques are listed in the preferred order of implementation; i.e., from those requiring the least enforcement activities to those requiring the most. If the techniques at the beginning of the list result in the desired behavior (no road use), those further down the list will not be used.

1. **Obliterating** - Those roads no longer serving defined resource objectives or roads having fulfilled their purpose will be reclaimed and managed for resource purposes.

Accomplished by: Physical obliteration, scarifying and replanting the roadway

2. **Camouflaging** - Roads that can be effectively disguised to conceal their identity. These roads are needed for short periods of project use with long periods of inactivity.

Accomplished by: Recontouring a short section of road, planting or placing vegetation to purposely obscure the entrance.

3. **Blocking** - Roads with vehicle use which can be restricted by a nonsign device, design feature, or a natural event. Generally they are needed for future management activities (within 10 to 15 years).

Accomplished by: Grass-seeded earth berms or mounds, large boulders, different road surfacing textures, or other natural obstructions.

4. **Administrative Use Roads** - Those "closed roads" necessary to carry out legitimate limited seasonal administrative functions such

as timber sale activities, range permittee activities, mining operations, legitimate public access, etc. Land management activities are dynamic and change with the needs for land stewardship; therefore, those roads necessary for proper management may vary from year to year.

A "**Restricted Access - By Permit Only**" sign will be placed below the normal road closure sign. This additional sign will inform the public that road use is restricted to legitimate administrative activities. The intent of this sign is restore public confidence in District signs. If a road is closed, no vehicular use will be allowed. If the additional sign is present, seasonal administrative use will be allowed under a permit system. Administrative use will also occur on "green dot" designated routes, but the temporary sign will not be posted.

Accomplished by: Installing a temporary non-reflective, orange and black "Restricted Access - By Permit Only" sign below the existing Road Closed sign and instituting an Administrative Use Permit tracking system.

5. **Closing** - Those roads where all motorized use is prohibited by regulation (closed to everyone) and signed with a standard black on white "Road Closed" regulatory sign. Forest Service Regulation 36 CFR 261.50 (b) is the authority for a road closure. Operating a vehicle on these roads is subject to citation under 36 CFR 261.54 (a). Closed roads may be needed for future management activities, but may be currently closed during periods of nonmanagement activity to protect wildlife, resources, or to meet a specific recreation objective. This most restrictive method will be used when other operational methods fail to be effective or feasible.

Accomplished by: Prohibiting all motorized uses and actively enforcing this action through the use of a regulatory order. Physical structures include signed barricades and gates. All structures must adhere to the Manual on Uniform Traffic Control Devices (MUTCD) standards.

EXCEPTIONS WITHIN ACCESS STRATEGY AREAS

1. **Game Retrieval** - During the input phase of the Access Management Program and Forest Planning Process, a number of comments were received supporting limited access, while asking for concessions in game retrieval for physically impaired and senior hunters. In response to those requests, the North Fork John Day Access Management Program recognizes the need for access by physically impaired and seniors. However, at this time, specifics for development and implementation of this type of program have not been worked out.
2. **Wood Cutting** - Access to firewood areas is a concern of many forest users. The District recognizes the importance of providing fuelwood and will continue to provide areas and access for this activity. To accomplish management goals, special areas will be designated and any access restrictions lifted for specified periods of time. Effects on resources and wildlife will be considered when establishing wood cutting times. Any special cutting area openings will cover accessing routes, locations, and time frames for proper use.
3. **Emergencies** - Emergencies such as fire, law enforcement, search and rescue, or other such catastrophic events will be considered on an individual basis. Access will be granted or denied following a quick evaluation of the situation. When access is granted, the District Ranger or Acting Ranger will give verbal permission for entry.
4. **Cost Share Roads** - All cost share roads will be open for use and management of lands they access. These roads will be open yearlong. Existing agreements between the Forest Service and Cost Share Cooperators on the District will continue. In the future, cost share road closures will occur when mutual agreement is reached. These future, proposed closings will be considered individually and in relation to specific access strategy areas.

GLOSSARY

These definitions apply to the Motorized Access and Travel Management Program on this District. Meanings may differ when used in another context.

MOTORIZED VEHICLES

Passenger vehicles are comprised of jeeps, pickups, sedans, or any 4 or more wheeled vehicles with an enclosed or open-air area where the driver and passengers are seated.

Low clearance vehicles have 9 inches or less ground clearance. Vehicles included in this category are motor homes, sedans, camp trailers, etc.

High clearance vehicles are 4x4's, pickups, etc. and have ground clearance greater than 9 inches.

OHV vehicles are any motorcycle, moped, or other motorized off-highway recreation vehicle that travels on two or more low-pressure tires and has a saddle for the operator.

Oversnow vehicles/snowmobiles are self-propelled vehicles that: 1) are capable of traveling over ice or snow, 2) use endless belt tread or cleats in contact with surface as means of propulsion, 3) are steered wholly or in part by skis, sled-type runners, or endless track, and 4) are not registered as a vehicle other than as a snowmobile.

PRIMARY ROADS - Provide service to large land areas and usually connect with public highways or other primary roads to form an integrated network of primary travel routes. The location and standard are often determined by a demand for maximum mobility and travel efficiency rather than specific resource management service. Such roads are usually developed and operated for long-term land and resource management purposes and constant service.

SECONDARY ROADS - Serve smaller land areas and are usually connected to a primary road or public highway. They collect traffic from other roads or terminal facilities. The location and standard are influenced by both long-term multiple resource service needs and travel efficiency. Secondary roads may be operated for either constant or intermittent service, depending on resource management objectives for the area served by the facility.

OTHER ROADS - Connect terminal facilities with secondary or primary roads or public highways. The location and standard are usually

determined by the need to serve a specific resource activity rather than travel efficiency. Other roads may be developed and operated for either long or short-term service.

OPEN ROADS - Roads where public, commercial, and Forest Service motorized vehicle use is permitted yearlong or during designated time periods. Some roads will be open to motorized vehicle use, while other roads and trails will permit OHV use only. CAUTION: A road open to motorized vehicles is not an indication that the road is usable by all classes of motorized vehicles e.g., passenger cars, motor homes. Some of these roads are designed and maintained for use by high clearance vehicles only; others are maintained for use by low-clearance vehicles. A green dot will identify all open roads and designated trails.

CLOSED ROADS - Roads where all motorized use is prohibited by regulation (closed to everyone). A standard black on white "Road Closed" sign will identify all closed roads. Operating a vehicle on these roads is subject to citation.

TRAFFIC SERVICE LEVEL D - Roads characterized by intermittent volumes of single purpose, single use traffic; slow flow with alignment dictated by topography; and rough and irregular road surface which may not allow passage of low-clearance vehicles.

ADMINISTRATIVE USE - Limited to actual work accessed on "closed roads" or within closed areas. This does not include traveling through a closed area during official duty for convenience only. A permit system has been developed to administer this type of use. Based on demonstrated needs and conformance to permit criteria, administrative use will be granted to Forest Service employees, publics, permittees, and commercial users. Administrative use on "closed roads" will be identified during periods of use by a "Restricted Access - By Permit Only" sign.

ROAD MANAGEMENT OBJECTIVES (RMO) - Objectives establishing the intended purpose of an individual road based on management area direction and access management objectives. Road Management Objectives contain design criteria, operation criteria, and maintenance criteria.

WORKING GROUP - Informal associations of groups or individuals who have joined forces with the Forest Service to contribute ideas and participate in the formulation of management direction.

APPENDICES

APPENDIX A

EDUCATION STRATEGY

PROBLEM

Public use on the North Fork John Day Ranger District is increasing rapidly. Though increased use poses more management problems, people are welcome to visit and use their public lands in an environmentally ethical manner.

When people travel improperly, in the wrong places or at the wrong times, they damage vegetation, disturb wildlife, scar the landscape, erode soil, pollute water, or damage facilities. The presence of a large, essentially open, District road system has contributed to this situation.

In the past, compliance with travel planning has suffered because the public misunderstood the reasons for road closures. Also, the changing management philosophies through the years have led to a less-unified approach to access management.

Research and experience shows that people comply more readily with regulations if they understand the reasons for them. It is important that the community continues to be involved in the planning process and in a *continuing* dialogue on access issues.

A lack of ongoing environmental education and public involvement programs has failed to address the casual visitor, new members of the the community, or future concerns and issues. Teaching and reinforcement of environmental ethics in young people is necessary for the future success of the access management program.

AUDIENCE

Some seasonal users cause extensive damage to roads, trails, and unroaded areas during wet spring and fall conditions.

Off-highway vehicle users can damage roads, trails, unroaded areas, and wildlife by driving carelessly; damage often occurs when roadways and trails are saturated with moisture. Snowmobilers and all-terrain vehicle users may inflict stress on animals that are weak from rearing young or from lack of food.

Young operators often follow the practices of their elders. As they approach the legal driving age, they receive little or no information on how to use vehicles responsibly in wildland conditions.

Children are the citizens of tomorrow and are in their most impressionable age in grade school. Also, children frequently accompany their parents on camping trips, etc. and can exert a positive influence if they have been taught environmental ethics in school.

MESSAGE

Visitors to public lands should obtain a Travel Map from the Forest Service or obtain similar information from other agencies at offices nearest their destinations. Travel Maps show areas, roads, and trails open to vehicle use, those with restrictions, and those that are closed. Travel Maps will provide the reasons for closures and restrictions to promote understanding and compliance with the process. Maps may be distributed during public contact in the field, in dispensers at major entrance, travel information bulletin boards, at sporting-goods outlets, and with game management regulations.

Roads, trails, and unroaded areas are available for proper recreation vehicle use. Abuse of land, facilities, and resource --- or unsafe driving practices --- promote restrictions and closures. Some roads and areas are designated open to OHV's where laws, environmental concerns, and safety factors permit. Users are responsible for complying with legal and safety requirements on these roads. Non-compliance with laws or requirements may result in a citation or mandatory court appearance.

Where conditions are wet, driving techniques should be changed or travel should be delayed. Roads, trails, and unroaded areas are easily damaged as traffic increases. Ruts scar the landscape, destroy vegetation, and start channels for erosion; soil washes away, and streams fill with sediment. Damage is often costly or impossible to repair.

Certain roads, trails, and areas are closed during different seasons to protect wildlife rearing young, prevent surface damage, or protect newly planted trees or other vegetation. Vehicles are barred on old roads that are being restored to natural conditions. Vehicles should not enter closed areas noted on Travel Maps or marked by signs, gates, or other barriers.

Environmental ethics need to be emphasized in the schools by visits from Forest Service employees and by student participation in small projects such as planting trees on Arbor Day. Established educational

programs such as No Trace Camping, Woodsey Owl, Smokey Bear, and Tread Lightly should be instituted. Community involvement programs such as doing projects with the Boy Scouts, Girl Scouts, Camp Fire, Juvenile Court, 4H, and participants in the program defined by the Job Training Partnership Act (JTPA) should be stressed. The Access Management Program needs to be viewed in the larger context of respect for the environment in general and of our mission statement "*Caring for the Land and Serving the People.*"

ACTION ITEMS

Environmental ethics education and environmental education projects at local schools.	April/May, Ongoing once this process is implemented
Emphasis on environmental ethics when using human resource programs.	Outset of each project
Recognize forest visitors who are behaving responsibly by leaving thank you cards on vehicles and inviting their comments.	Ongoing
Display "Tread Lightly" material.	Ongoing
Informational packages for hunters.	Hunting season
Educate Forest Service Employees.	Immediately and Ongoing
Give District access management brochure to: Department of Motor Vehicles Department of Fish & Wildlife Mountain Bike Shops Motorcycle Shops	August 1990
Ensure all bulletin boards have up-to-date information.	ASAP & Ongoing
News articles for the media stressing what is new (such as an ORV Trail Complex), or explaining the management philosophy guiding the District.	Immediately and Ongoing
Effective law enforcement patrols by Level II and IV officers so that the public knows we care and that we are serious.	Ongoing

APPENDIX B

LAW ENFORCEMENT ACTION PROCESS

- Citable offenses will be handled under written administrative direction at the discretion of Law Enforcement Agents.

Discretion is based primarily on the integrity of the rationale offered by the first-time offender.

- Area closures with designated open routes delineated by "green dots" will greatly increase the effectiveness of Law Enforcement Agents because the dots will be recognized instantly by the road user. Effectiveness of enforcement is additionally enhanced by the "miniature sign board" concept where the motorized travel opportunities or prohibitions are displayed on the existing route marker at road entrances.

- Signing will be essential to allow for enforcement of regulations necessary to implement this action. The existing signing on the District consists of various types of signs informing public of travel restrictions and accessibility. The roads open to public travel and passable by standard four-wheeled passenger cars are currently signed with a primary or secondary route marker. On roads not open to public travel or where standard four-wheeled passenger car travel is discouraged, the current signing policy is to use an "ADMINISTRATIVE MARKER" which is a vertical route marker (other roads). Under implementation of the Access Management Program, all three types of the current route markers may contain additional information as displayed in the examples found in the section, "Access Management Methods Using Symbols and Signs."

- A green dot will be used on designated trails and roads open to travel by motorized vehicles through or in access strategy areas. The system will be widely recognized and understood by forest users, as "Green Means Go".

- A large travel information bulletin board will be established at major access points to the Forest. These boards will contain:

- * the area access information,
 - * the Supervisor's Order establishing enforcement and management authority,
 - * a list of the prohibitions,
 - * information about motorized opportunities, and
 - * other information pertinent to the area.
-

- Roads and trails open to snowmobile use in Elk Winter Range Access Strategy Areas will be signed with green dots. These signs will be visible when the snow depths cover other permanent signs. Only designated routes are open to oversnow use in Elk Winter Range Access Strategy Areas.
- Over the last eight years, the North Fork John Day Ranger District has used various travel management schemes ranging from risk monitoring and assessment to gates and passive enforcement. This experience with travel management revealed a need for more active enforcement. The nature of the District's recreation visitor traffics during the 6-8 weeks of big game hunting seasons are such that CFR orders are required to provide integrity to the area closure strategy of the Access Management Program. The intent is to use enforcement in high-risk closure areas and use less-restraining road management techniques in low-risk areas.

APPENDIX C

ACTION PLAN for the MOTORIZED ACCESS AND TRAVEL MANAGEMENT PROGRAM

Following is an Action Plan for the Motorized Access and Travel Management Program on the North Fork John Day Ranger District of the Umatilla National Forest. The Action Plan is an informational tool designed to succinctly identify the problem, present a solution, and outline items leading to the implementation of the Access Management Program. The initial implementation Action Plan will be updated every two weeks* as items change or to better serve the needs of the participants.

National Forest lands are designed to provide a wide spectrum of opportunities for the public. In order to protect and manage the resources a forest has to offer, while providing a variety of recreational experiences, restrictions on the time and method of access were deemed necessary. When motorized travel by public or Forest Service staff occurs at improper places or times, damage to soil and vegetation can occur and wildlife can be disturbed.

Over the years, the District constructed roads for timber sales without the use of an overall road construction plan. As roads were needed they were built; many remained open if the road was to be logged at a later date. The extensive miles of roads began to provide easy access to the increasing number of forest visitors. Uses included hunting, firewood gathering, sightseeing, motorbike riding, horseback riding, bicycling, and mushrooming.

Soon it became obvious that some type of restricted access was necessary as interests other than timber resources increased. Biologists realized that to sustain elk and deer populations, for which heaviest visitor use occurs, road mileage would need to be reduced. The District received a good deal of input from interested publics such as day-users and hunters. General consensus favored road closures. Nearly 10 years ago, the District began closing some of these roads. Some were closed because they did not meet resource needs; others were closed to protect sensitive soils and big-game habitat. The District did not explain the road closures, and forest visitors often found themselves locked out of their favorite areas.

The North Fork John Day Ranger District began work on access management two years ago to address forest access. Public participation and understanding is a significant component of the Program. Because public participation is

ACTION PLAN FOR ACCESS MANAGEMENT

TARGET DATE	RESPONSIBLE PARTY	ITEM AND DESCRIPTION	ACHIEVED
Dec 15	RDMA	ID Team in place	X
Dec 15		end of public input	X
Jan 1	NFJD and ODF&W	hunter input consolidated	X
Feb 15	Weber	final FS adjustments to map	X
Feb 21	Weber	discuss funds for implementation, obtain management code	X
Feb 27	Weber	update EA team	X
Mar 1	engineering	early partial sign order	X
Mar 5	ID Team	develop alternatives and select one	X
Mar 15	Weber, Vandiver	develop decision flowchart for permit system	X
Mar 15	ID Team	establish analysis file	X
Mar 27		develop ICO	X
Mar 30	Weber, Stapleton	inform and update working group	X
Mar 31	RDMA	method for changing of road closures	
Apr 15	engineering	develop standardized wording for signs by strategy areas	X
Apr 30	ID Team	complete EA	X
May 1	resources	entrance signs to contracting (\$ dependent)	X
May 11	District	finalize maps	
May 15	SO engineering	make final map adjustments	
May 15	RDMA, SO	review EA internally, print final copy	X
May 15	PIO	issue Decision Notice, advertise EA for review by public	
May 21	Heddle, McKeown, Graham	develop standardized methods for camouflage road junctions (paper)	
Jun 1	Kalb, Evans, Heddle	preparation for RDMA RMO meeting	
Jun 1	engin., Bryant	development of Monitoring Plan for FY91	
Jun 1	Bryant	complete work plans for implementation	
Jun 15	law enforcement/ Bryant	write closure orders	
July 1	RDMA/Sign Crew	develop priority list for camouflage and obliteration	
July 1	PIO	develop camouflage video	
Aug 1	engineering	develop computer method for tracking maps available to public	
Aug 1			
Sep 1	engin., resources	organize work days and prepare for work days (FS, Rocky Mtn Elk Foundation, etc)	
Sep 15	district	work days (FS, Rocky Mtn Elk Foundation, etc)	
Sep 15-30	district	help with first few weeks of enforcement	
Sep on	district	field experience for other forests	
Nov 1	engineering	develop electronic RMOs and road data base	
Nov 1	engineering	enter RMOs into data base	
Ongoing	resources	hunter education	
Ongoing	PIO	plan for additional public education	
Ongoing	PIO	open-house for other Forests	
Ongoing	PIO	district education	

APPENDIX D

ADMINISTRATIVE USE

Administrative use is limited to actual work accessed by "closed roads" or within closure areas. ~~This does not include traveling through a closure during official duty for convenience only.~~

As a rule, administrative use is infrequent in nature, short in duration, but necessary to accomplish specific work tasks. To accommodate activities of this nature and still maintain the integrity of the area or road closure, the following rules for administrative entry have been formulated:

1. Administrative use is to be tightly controlled and administered by the District Ranger through use of a permit system.
2. All forms of transport or entry must be explored rather than assuming that vehicular access is the only alternative.
3. Individuals or Forest Employees desiring a permit to enter into a restricted area must submit a request in advance of the actual trip.
4. Requests will identify the date or the inclusive dates for entry, the number of entries required, the number and type of vehicles to be used, and the purpose of the work trip.
5. All requests will be evaluated to determine the effect of the entry on the stated objective for closure.
6. If the entry is determined to be detrimental to the stated closure objective, entry will be denied or rescheduled to a more suitable time.
7. Additional restrictions may be added to the permit to aid in the mitigation of entry.
8. A permit must be in the vehicle during the time of entry.
9. Violations of the entry permit requirements may result in termination of the permit and denial of re-entry by motorized means.
10. Annual seasonal use permits will be issued to individuals, organizations, and companies that have valid operational use of the National Forest and can comply with requirements for permit issuance.

11. Administrative use will include Forest Service administration, public and commercial use, and permittee management activities on the National Forest.
12. Travel associated with active, operating timber sales is a form of administrative use; these areas will be considered open to the contractor and Forest Service during period of activity until the sale is closed. Public admittance to the sale areas will be prohibited.

13. Some permits for activities dependent on the season, the weather, or biological development (e.g., cone collection or tree planting) will need to be reserved.
14. The intent of the permit system is to track use. There is no intent by the North Fork John Day Ranger District to charge for permits.

APPENDIX E

DISTRICT PREPARATION FOR THE PROGRAM

This section provides the steps the North Fork John Day Ranger District followed to produce this Motorized Access and Travel Management Program.

1. Formulated objectives and basic outline of perceived process. Presented to Forest Staff and Rangers to inform and request comments.
2. Developed and set sideboards and guidelines for access needs to assure common selection criteria.
3. Reviewed all past road management documents and input for inclusion or exclusion in this program.
4. Solicited input from all departments; i.e., which roads need to remain open for job completion?
5. Determined which roads necessary to maintain adequate access within the Forest, including access to campgrounds and trailheads for the public.
6. Reviewed the Road Management Objectives, the roads to be closed, and the roads to be obliterated.
7. Started the Test Access Management Process in January of 1988. District employees, the Oregon Division of Fish and Wildlife, and the general public were informed and invited to provide input for the process. Personal trips were made to neighboring districts and forests and the Bureau of Land Management (BLM) to present the program.
8. Completed rough draft on 22 June 1988 and sent out for review.
9. Requested comments by 22 July 1988. Most were received by the requested date. In general, the comments were supportive of the concept, method, and context of the Program.
10. Scheduled final Program for distribution in September 1988 with implementation to follow one year later, as outlined in the Forest Plan. Due to the fire situation, this schedule will be delayed until 1990.

11. Conducted a series of five public meetings where Forest users elected nine peers to represent them in the review and preparation of a semi-final document.
12. Presented semi-final document for Forest Staff review July 21, 1989.
13. Incorporated staff comments; sent out to a nine-person public forum for their review in preparation of the final.

14. Presented semi-final program to Regional Director of Engineering August 8, 1989.
15. Presented semi-final program to ODF&W and RO for comment August 15, 1989.
16. Presented semi-final program for technical review in the areas of engineering, recreation, and wildlife to RO August 15, 1989.
17. Presented program to Rocky Mountain Elk Foundation and acquired them as a partner in implementation.
18. Distributed the Hunter/Public Information handout in the fall of 1989.
19. Present document to Public Working Group for final review in March 1990. Conducted a series of four public meetings with working group.
20. Prepare NEPA Decision Notice for release in Spring of 1990.
21. Implementation in the Fall of 1990.

APPENDIX F

WORKING GROUP

Name	Interest Represented
Norvel Arbogast	Motorized Use
Clint Barber	Mayor, Ukiah
Loren Hughes	Izaak Walton League/Conservation
Charles Kopp	Grazing
Bill Roesch	Mining
Ed Tarnasky	Wood Products Industry
Dan Turley	Non-motorized use
Randy Williams / Rich George	Umatilla Tribe
Don Wilt	Oregon Department of Fish and Wildlife

APPENDIX G

VINEGAR HILL - INDIAN ROCK
SCENIC AREA

ORDER NO. 0604-003

ORDER

USE OF VEHICLES OFF FOREST DEVELOPMENT ROADS

MALHEUR & UMATILLA NATIONAL FORESTS

Pursuant to 36 CFR, Sec. 261.50(a) and (b), the following acts are prohibited on the area, roads, and trails described in this order for the Malheur and Umatilla National Forests, until further notice.

- (1) Possessing or using a vehicle off forest development roads, 36 CFR 261.56.
- (2) Using any motorized vehicle on the forest development roads or segments listed. 36 CFR 261.54(a).
- (3) Using any motorized vehicle on the forest development trails or segments listed. 36 CFR 261.55(b).

Pursuant to 36 CFR Sec. 261.50(e), the following persons are exempt from this order:

- (1) Persons with a permit specifically authorizing the prohibited act or omission.
- (2) Any Federal, State, or local officer, or member of an organized rescue or firefighting force in the performance of an official duty.

SEE EXHIBIT A FOR THE AREA DESCRIPTION.

Done at Pendleton, Oregon this 30th day of June 1987.

/s/ *Kenneth L. Evans*
KENNETH L. EVANS
Forest Supervisor
Malheur National Forest

/s/ *James A. Lawrence*
JAMES LAWRENCE
Forest Supervisor
Umatilla National Forest

Violation of these prohibitions is punishable by a fine of not more than \$500 or imprisonment for not more than 6 months or both.

Title 16 USC, Section 551.

EXHIBIT A

VINEGAR HILL - INDIAN ROCK SCENIC AREA

AREA DESCRIPTION

Beginning at the boundary between Malheur and Umatilla National Forests near crossing of Forest Road 45 at Big Creek near 1/4 corner common to Sections 13 and 14, T.9S., R.33E., the Scenic boundary continues south on the east side of the 45 Road for approximately 5 miles to a point in the SENW Sec. 3, T.10S., R.33., where it continues ESE for 1/2 mile to Myrtle Creek, then 1/4 mile south along the Creek, then 1/2 mile east, then SSE for 1/2 mile to the summit of Myrtle Butte. From Myrtle Butte, the boundary goes 1/2 mile SE to Big Boulder Creek, then east for 1/2 mile, then NE for 1/4 mile, then E for 1/2 mile passing through the Junction of the 1004 Road and Trail 242 and on to the section line between Sections 7 and 12. From that point, the boundary continues SSE to Badger Creek, crosses the creek, and then NE for 1/2 mile to the ridgetop in the SWNE Section 7, T.10S., R.34E., then east for 1 1/4 mile to Wray Creek, then south for 1/2 mile along Wray Creek, then SE for 1 1/4 mile passing through a small saddle in the S-1/2, SW-1/4, Sec. 9, T.10S., R.34E. and on to the 4557 Road in the NWSE Sec. 16., T.10S., R.34E. From that point the boundary continues east for 1/2 mile, then SE for approximately 1 mile to Blackeye Creek, NWNW Sec. 23, T.10S., R.34E., then SE for 1/2 mile and east for 1/4 mile to a ridgetop in the SENE Sec. 23, T.10S., R.34E., then SE for 1/4 mile and east for 3/4 mile to the summit of a peak in NWSE Sec. 24, T.10S., R.34E. From that point, the boundary continues north for 1 mile to the 2010 Road in the NESE Sec. 13, T.10S., R.34E. The boundary crosses the 2010 Road and continues easterly along the northern edge of the 2010 Road and the old Greenhorn Road (unnumbered) for approximately 2 miles to a point in SWNE Sec. 17, T.10S., R.35E., then NE and north for 1/2 mile to the Umatilla Forest boundary at the section line between Sections 8 and 17, T.10S., R.35E., at a point 1/4 mile west of the section corner, Sections 8, 9, 16, and 17, T.10S., R.35E. From that point, the boundary continues east approximately 3/4 of a mile to a point on the section line between Sections 9 and 16, T.10S., R.35E. Then northerly and northeasterly around the western boundary of private land for approximately 1 mile to a point approximately 300 feet SW of the 150 Road, and paralleling this road in a northwesterly direction to a point on the north section line of Section 9, T.10S., R.35E. Then southwesterly for approximately 1 3/4 miles to a point on the section line between Sections 7 and 8, and on the ridgetop approximately 1/4 mile north of the section corner common to Sections 7, 8, 17, and 18. Then following the ridge northwesterly approximately 3/4 mile to a point on the ridgetop near the south center 1/16 corner of the NW 1/4 Section 7. Then directly north approximately 1 1/4 miles to the center 1/16 corner of the NW 1/4 Section 6, T.10S., R.35E. Then directly west 3/4 mile to the center 1/16 corner between the NW 1/4 and the NE 1/4 of Section 1. Then north 1 1/4 mile to the 1/4

corner between Sections 25 and 36, T.9S., R.34E. Then west 3/4 mile to the NW corner of private land, then south 1/4 mile, then west 1 mile to the center 1/16 corner of the NE 1/4 Section 34. Then south approximately 1/2 mile to the north edge of Trail No. 3002. Then west and south along Trail No. 3002 to a point near private land near the 1/4 corner between Sections 3 and 34. Then west to a point on Trail No. 6141 in the SESW of Section 34, T.9S., R.34E. Then northwesterly along the north edge of Trail No. 6141 to private land encompassing the Portland Mine. Then around the northeast boundary of private land to Trail No. 6141. Then northwest and north along Trail No. 6141 to Saddle Camp near the center of Section 28, T.9S., R.34E. Then north approximately 1/8 mile to a point on the ridgetop. Then proceeding northerly along the ridge for approximately 1/2 mile and then northwest for approximately 4 1/2 miles along the ridge between the North Fork and South Fork of Desolation Creek to a point on Trail 6141 in the NWNW of Section 7, T.9S., R.34E. Then northerly along the east edge of Trail 6141 for approximately 3/4 miles to a point in the NWSW of Section 6, T.9S., R.34E. Then westerly for approximately 1 1/4 miles along the south edge of Road 45 and through the south half of Section 1, T.9S., R.33E., to a point in the SWSW of Section 1. Then south along the east edge of Road 45 to the point of beginning.

Motor vehicles will be permitted within 300 feet of roads open to travel and exterior boundary roads for the purpose of camping.

All roads within the described area are closed to motor vehicles, except those listed below.

1. Road 813A from Road 45 to Indian Rock.
2. Road 2010 to Vinegar Hill.

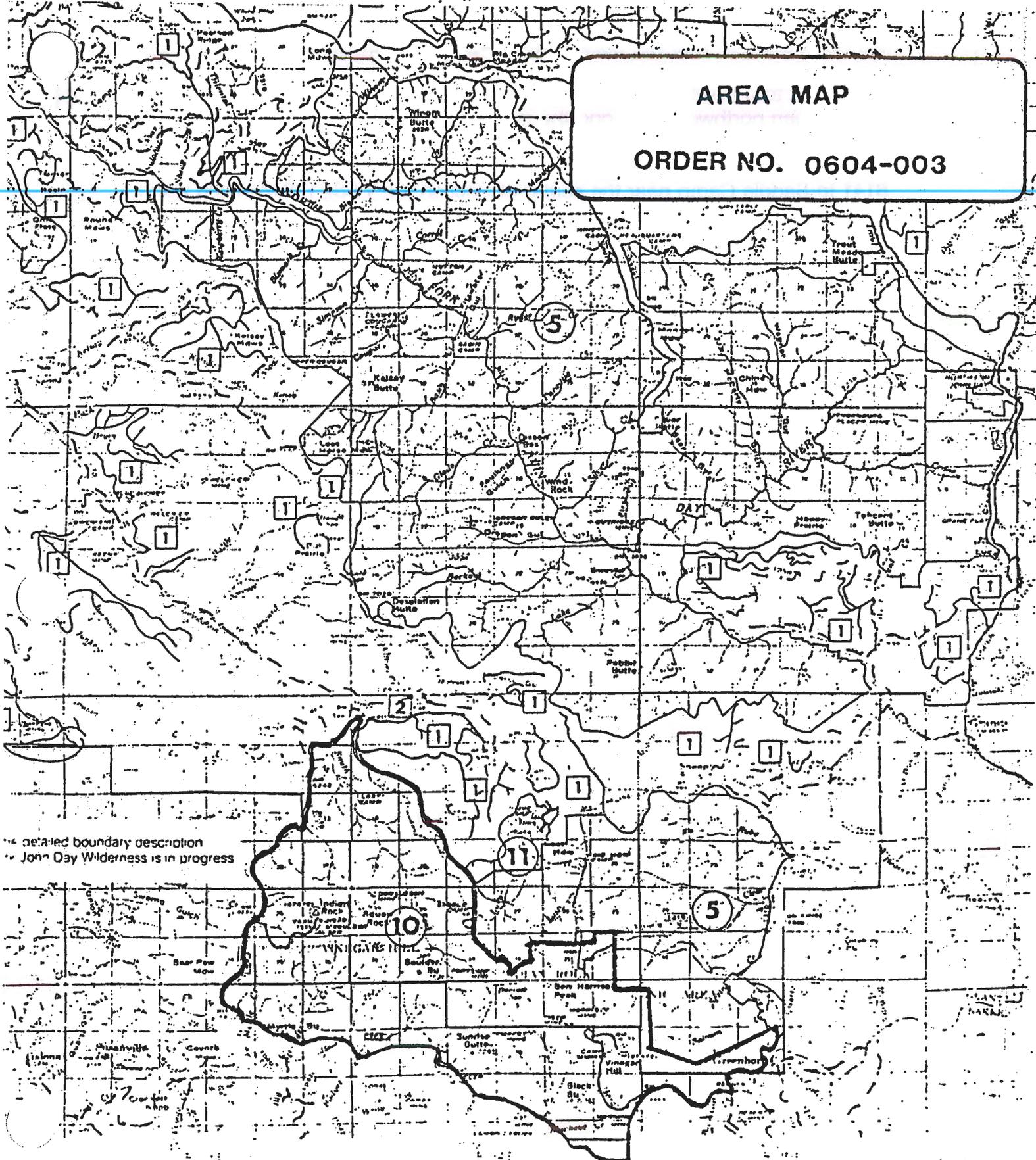
Snowmobile travel is allowed in the area from December 1 through May 1.

Pursuant to 36 CFR 261.50(e), the following persons are exempt from this order:

1. Persons with a permit specifically authorizing the otherwise prohibited act or omission.
2. Any Federal, State, or local officer, or member of an organized rescue or firefighting force in the performance of an official duty.

AREA MAP

ORDER NO. 0604-003



the detailed boundary description
of John Day Wilderness is in progress

APPENDIX H

EVALUATION CRITERIA

The Working Group developed the evaluation criteria listed below during meetings in April 1990. This group will meet in April 1991 and use these evaluation criteria to review implementation of the North Fork John Day Ranger District Motorized Travel and Access Management Program.

- Review sign placement and upkeep.
- Was equality for all motorized vehicles achieved?
- Were program goals and objectives met?
- Evaluate green dot system.
- Evaluate permit system.
- Law enforcement actions: increase or decrease?
- Did general public demonstrate acceptance of the program?
- Range permittees' number of trips to close gates: increase or decrease?

REFERENCES

Carsonite Company Literature.

Code of Federal Regulations: 36 CFR 261. 7-1-88 Edition,

FSH 7109.11 - Sign Handbook

FSH 7709.33 - Transportation Planning Handbook

Manual on Uniform Traffic Control Devices. 1988 EDITION.

Umatilla National Forest Proposed Land and Resource Management Plan. 1987.

Umatilla National Forest Draft Environmental Impact Statement. 1987.

**U.S. Government Printing Office:1985 - 593-027/21005 Region No. 6,
"Getting Around On National Forest Roads"**