

Chapter 2. Description of the Alternatives

Introduction

This chapter presents the alternatives for managing motorized access on National Forest system lands administered by the Fishlake National Forest and is presented in seven sections:

Development of Alternatives: The origin of each of the alternatives studied in the FEIS.

Management Requirements Common to All Alternatives: Rules and definitions that apply to all of the alternatives, including No Action.

Management Requirements Common to All Action Alternatives: Rules, definitions, and requirements that only apply to action alternatives 2, 3, 4, and 5.

Alternatives Considered in Detail: Provides detailed descriptions of the proposed alternatives, including No Action.

Comparison of Alternatives: Contrasts differences among the alternatives in terms of response to primary issues and provides summaries of environmental effects by alternative.

Selection of the Preferred Alternative: Provides the rationale that identifies Alternative 5 as the preferred alternative.

Alternatives Eliminated from Detailed Study: Describes alternatives that were considered and provides rationale for not analyzing them in detail.

Development of Alternatives

The forest began a pre-NEPA [NFMA] assessment in August of 2003 to define management, social, and resource issues and desired conditions relevant to the existing travel plan. This resulted in development of the Purpose of and Need for Action that describes the scope of issues being addressed. This allowed the forest to clarify a purpose for undertaking further analyses as well as refining the need for prompt action. The pre-NEPA assessment included verifying and updating the GIS database for route locations, designations, and status. Records from this process are included in the project file and are incorporated by reference.

The Forest Supervisor, District Rangers and their staff, and forest resource specialists actively participated in the pre-NEPA efforts to establish the existing and desired conditions, to identify management issues and opportunities, and to develop the proposed action and alternatives. A draft supplement to the existing Dixie and Fishlake National Forests Roads Analysis and a mixed-use safety hazard assessment were also prepared for this project. These documents inform the needs for change that led to the proposed action as well as the Final EIS. In accordance with the findings from the pre-NEPA assessment, a proposed action was developed and released to the public on June 15, 2004.

The following sources of public comments informed the pre-NEPA process and are incorporated by reference:

- ★ Public comments received for the 2001 OHV Event Environmental Assessment for the Rocky Mountain and Fillmore Jamborees. The assessment covered all of the Fishlake and portions of the Dixie and Manti-LaSal National Forests as well as Richfield BLM.

- ★ OHV and travel management comments received to date by mail or at public meetings for Forest Plan revision efforts.
- ★ Meeting notes and final presentations and reports from the Forest Plan revision Topical Working Groups (TWiGs) for OHVs, dispersed camping, and undeveloped area suitability. These records are included in the OHV project file and are incorporated by reference.

The proposed route designations are assigned to existing roads and trails. The forest used multiple criteria to determine which routes to authorize and which to remove from the travel system as the proposed action was developed. Rather than apply criteria mechanically in a GIS or in a matrix, we relied on the collective knowledge of district personnel and forest specialists to integrate the criteria into their route-by-route decisions. Applying criteria mechanically such as “no routes within 100 feet from streams or no routes in roadless areas” results in illogical discontinuous travel networks and fails to evaluate and integrate tradeoffs between competing resource and management needs. That approach is also expressly limited by the resolution and accuracy of the GIS data used and suffers from the fact that continuous data has to be split into categories in order to be represented spatially. A Microsoft Access database was used to capture the particular collection of reasons a given route was changed from existing conditions and is located in the project file. The criteria used over numerous iterations to develop the action alternatives are as follows:

- ★ Factoring the need for the route with the ability to implement and enforce a given designation or closure
- ★ Minimizing known use conflicts
- ★ Providing consistent access to adjoining BLM, National Park, State, county, city, and private lands
- ★ Minimizing use conflicts on lands adjacent to National Forest System lands
- ★ Considering compatibility of motorized use near populated areas
- ★ Minimizing conflicts among different classes of motorized use
- ★ Providing access to existing dispersed camping sites
- ★ Providing loop route riding opportunities
- ★ Providing for access to scenic overlooks
- ★ Providing a balanced mix of motorized and non-motorized recreation opportunities
- ★ Providing for active mineral exploration activities and mines
- ★ Providing access to private lands
- ★ Providing access to utilities and powerline corridors
- ★ Providing access to communication sites
- ★ Providing access to water sources and improvements
- ★ Reducing the obligations for route maintenance and administration responsibilities
- ★ Promotion of public safety
- ★ Consistency with forest recreation and travel management objectives
- ★ Minimizing damage to soil, watershed, riparian areas and wetlands, vegetation (Threatened and Endangered plants in particular), and other resources
- ★ Minimizing wildlife harassment and significant habitat disruption (critical mule deer winter range in particular)
- ★ Protection of National Forest resources
- ★ Not designating open motorized routes in the existing “C” closure areas from the existing travel plan (Alternative 2 only)
- ★ Avoiding designations that would require changes to semi-primitive non-motorized areas identified in the Forest Plan

The above criteria were used to make decisions on the fate of unauthorized roads and trails. However, the criteria also led to changes to authorized Forest Roads and Trails as is evident in each action alternative. The need to meet legal requirements for environmental protection played a major role in route and area designation decisions even though many other criteria were addressed. This is evident in site-specific route and area designation decisions, project mitigations, and in the list of primary issues analyzed.

Public comments from scoping, additional route and resource inventories from the 2004 and 2005 field season, and continued application of the criteria led to the creation of Alternative 3, which modifies the proposals in Alternative 2.

After reviewing Alternatives 2 and 3, the Forest Leadership Team felt that an additional alternative was needed to capture a range of other issues raised by some groups and individuals. Other issues included increasing non-motorized recreation opportunities, not adding any routes that are currently unauthorized, increasing protection of unroaded and undeveloped areas, and not allowing any open use areas. This led to the development of Alternative 4, which was built by applying the following criteria against the updated draft roadless area inventory being developed for Forest Plan Revision:

- ★ Retain only authorized roads in inventoried undeveloped (roadless) areas and allow no motorized trails in roadless except for the main stems of the Paiute and Great Western Trails. The side trails on these systems within roadless would be closed.
- ★ Do not add any unauthorized route in or out of roadless unless needed to maintain motorized access to private lands, and uses authorized under special use permit such as utilities, powerline corridors, and culinary water sources.
- ★ For routes being closed by the two preceding criteria, convert the motorized route to a non-motorized trail if it forms part of a logical system or travels to a notable location. Otherwise, obliterate the route.
- ★ Use Alternative 3 route designations for existing authorized routes outside of the inventoried roadless areas.
- ★ Allow no motorized open use areas.

The final preferred alternative, Alternative 5, has been formalized between draft and final to capture modifications to Alternative 3 and to incorporate desired attributes from the other alternatives. The changes are the result of a substantial amount of additional internal review and consideration of public comments. These reviews also led to inclusion and disposition of additional routes to the GIS inventory.

Considering the broader context of the entire transportation system was necessary to make route-by-route designations that provide both desired access and resource protection. District and forest personnel have spent hundreds to thousands of hours in an effort to make the travel plan as comprehensive and integrated and as error free as possible. Only alternatives within the scope of the purpose and need or that respond to significant issues have been evaluated in detail.

Alternative 1 – No Action is required by NEPA regulations and provides a baseline to compare the changes that the action alternatives would generate. This alternative represents a continuation of existing management under the current motorized travel plan.

Alternative 2 – The Proposed Action was formulated to address the significant issues, and purpose and need identified in Chapter 1. The needs are to 1) eliminate unrestricted motorized cross-country travel, 2) to create an inherently simpler and enforceable travel plan that better accommodates current OHV use and addresses future growth, and 3) reduce the potential for

motorized conflicts and impacts to other resource uses and values. Alternative 2 is the proposed action that was released with the Notice of Intent. By default, all routes inventoried during or after the summer 2004 are proposed for obliteration in Alternative 2 because the alternative was released before the inventory was completed.

Alternative 3 – The Modified Proposed Action changes specific route and area designations in Alternative 2 to respond to public comments and internal reviews, and to account for the additional route inventory from 2004. This alternative represents incremental progress towards a preferred alternative. There are substantial differences in content between Alternatives 2 and 3 that are not readily evident through mileage comparisons. Mileages are similar for both alternatives, but many route designations are different. This is in part due to having motorized access additions compensated by deletions. However, careful evaluation and comparison between the two alternatives reveals the imprint from the route-specific public comments that the forest received.

Alternative 4 – The Non-Motorized Emphasis alternative combines suggestions from public comments and advocacy groups including Utah Forest Network, Three Forests Coalition, and the Utah Environmental Congress. This alternative emphasizes protection of wilderness characteristics and biological and physical resources.

Alternative 5 – The Final Preferred Alternative started out by modifying Alternative 3 to respond to public comments received after the availability of the DEIS was published in the Federal Register on August 5, 2005. Changes also reflect additional internal review by district and forest staff and resource specialists, including the additional routes. Features from the other action alternatives and from public proposals have been blended into this alternative. There are important differences of content between Alternative 5 and the other alternatives that are not fully readily visible from simple mileage comparisons.

All existing routes and areas on the forest that are open or closed to motorized travel were specifically considered during the development of the proposed action and alternatives. **However, each action alternative only includes those items that result in changes in the authorization or designation of a route or area relative to the existing condition.** Adding an unauthorized route to the travel atlas, closing an open Forest Road or Trail, or changing management from a road to a trail or vice versa constitutes a change that is presented in the action alternatives. Adding a route in areas previously closed to motorized use or closing a route in open areas, regardless of whether or not it is authorized, are other examples of changes that are included in the action alternatives as well. Several routes are depicted incorrectly on the current travel map, which show up as “changes” in the proposed action even though it is really reflecting the need to fix known errors. The districts had identified the errors and provided the needed corrections to the mapping service that produced the 1997 map. Unfortunately, the corrections were not incorporated.

The proposed actions partially or totally resolve the issues associated with the Purpose of and Need for Action, including the following:

- ★ addressing the immediate need to better manage motorized cross-country travel, - by explicitly designating appropriate seasons of use and vehicle types for open routes, and through judicious use of designated open use areas
- by closing the forest to motorized cross-country travel including for the purposes of game retrieval and antler shed hunting

- by addressing dispersed camping impacts such as “baby-sitting syndrome”, travel between sites, and creation of new sites and access routes
- by making it known and unambiguous through the motor vehicle use map, enforcement and education that the development of user-created routes is not acceptable
- ★ creating an implementable user-friendly motorized travel plan that is simpler to understand and is as consistent (seamless) as possible with adjacent public lands,
 - by following the requirements of the national travel rule, which will provide greater consistency among all National Forests
 - by separating summer and over-snow vehicle use maps and using only explicit route and area designations
 - by choosing dispersed camping distance designations that are as consistent as possible with other land management agencies adjacent to the forest and in the State of Utah
 - by cooperating with other agencies and land owners to make designations at National Forest boundaries consistent with management on adjacent lands and private inholdings
- ★ creating a travel plan that is inherently easy to enforce to the fullest practical extent,
 - by making the travel plan simpler and more user friendly as described above
 - by considering site-specific enforcement issues while assigning designations to routes and areas
 - by using a motor vehicle use map for enforcement rather than on the ground signage that can be manipulated
 - by using physical barriers and obliterating unneeded routes to make more obvious which routes are open and which are closed
- ★ better accommodating current OHV use while addressing concerns related to future growth,
 - by creating an explicit inventory of roads and trails with explicit motorized authorizations
 - by halting unmanaged growth of the motorized route network and eliminating unrestricted cross-country travel
 - by factoring current and anticipated use patterns and preferences into route and area designation decisions at a site-specific level
 - by incorporating site-specific public comments into route and area specific decisions

- ★ reducing the potential for motorized conflicts and impacts to other resource uses and values,
 - by closing the forest to unrestricted motorized cross-country travel
 - by factoring resource specific environmental concerns into route and area designations at the site-specific level including potential and occupied habitat for Last Chance Townsendia and big game winter range
 - through site-specific mitigations and restoration including use of adaptive management, and implementation of physical barriers and route obliteration
 - through increased emphasis on public education and enforcement
 - by creating a known quantity in terms of what is the legitimate system of roads and motorized trails that can be properly monitored and maintained

- ★ increasing user certainty about which roads and trails are part of the managed system of motorized and non-motorized routes.
 - by providing explicit route and area designations on a motor vehicle use map that is based on a complete and updated travel atlas
 - by increasing public education and awareness of the new travel plan
 - by eliminating motorized use of non-motorized trails

Consistent with the travel rule, which incorporates Executive Order 11644, the deciding official has considered the general and specific criteria at 36 CFR 212.55 while designating routes and areas for motorized use.

General Criteria:

Examples of actions taken:

- Effects on National Forest System natural and cultural resources, public safety, provision of recreational opportunities, access needs, conflicts among uses of National Forest System lands, the need for maintenance and administration of roads, trails, and areas that would arise if the uses under consideration are designated; and the availability of resources for that maintenance and administration.
 - Supplementing the forest-wide Roads Analysis for the Fishlake National Forest and conducting a mixed-use safety analysis.
 - Soliciting and incorporating comments from the public, local and State governments, and other land management agencies in the proposed actions.
 - Conducting analyses of existing and anticipated environmental impacts related to the existing and proposed motorized travel plans and documenting the findings in this FEIS.

Specific Criteria:

Effects on the following, with the objective of minimizing:

Examples:

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| <p>(1) Damage to soil, watershed, vegetation, and other forest resources;</p> | <ul style="list-style-type: none"> - Closing the forest to motorized cross-country travel. - Factoring site-specific resource protection needs into route and area designations, which include obliteration. |
| <p>(2) Harassment of wildlife and significant disruption of wildlife habitats;</p> | <ul style="list-style-type: none"> - Updating seasonal route and area use restrictions to account for current big game needs and use patterns. |
| <p>(3) Conflicts between motor vehicle use and existing or proposed recreational uses of National Forest System lands or neighboring Federal lands;</p> | <ul style="list-style-type: none"> - Incorporating public comments and local knowledge of conflicts into route and area designation decisions. - Separating motorized and non-motorized use. - Coordinating directly with neighboring Division of Wildlife, BLM, and Capitol Reef National Park land managers to assure consistency and to avoid conflicts. |
| <p>(4) Conflicts among different classes of motor vehicle uses of National Forest System lands or neighboring Federal lands.</p> | <ul style="list-style-type: none"> - Separating mixed-use where needed for public safety or to meet management objectives. - Incorporating public comments and local knowledge of conflicts into route and area designation decisions. |
| <p>(5) Compatibility of motor vehicle use with existing conditions in populated areas, taking into account sound, emissions, and other factors.</p> | <ul style="list-style-type: none"> - Incorporating comments from city and county governments into route and area designations. - Maintaining community linkages provided by the Paiute and Great Western Trails. |
| <p>(6) Speed, volume, composition, and distribution of traffic on roads; and compatibility of vehicle class with road geometry and road surfacing.</p> | <ul style="list-style-type: none"> - Conducting a Mixed-use Safety Analysis that incorporates current information and lessons learned from past accidents on specific routes. - Specifying necessary mitigation on routes where mixed-use is allowed. |
| <p>(7) Rights of access; valid existing rights; and the rights of use of National Forest System roads and National Forest System trails under § 212.6(b). (e) Wilderness areas and primitive areas.</p> | <ul style="list-style-type: none"> - Assuring that access to private land inholdings and special uses are maintained. - Considering management objectives on adjoining lands when making use designations on National Forest System lands. - Avoiding the encouragement of use where public right-of-ways do not exist and asserting public rights that do. |

A consideration applicable to all of the above criteria is that the forest will continue to use adaptive management to improve management strategies and to address unanticipated undesirable consequences. The alternatives are discussed further under the section, Alternatives Considered in Detail.

Management Requirements Common to All Alternatives

The following management guidance is common to all alternatives and will continue regardless of which alternative is selected.

The following vehicles and uses are exempted from the prohibitions to motorized cross-country travel by 36 CFR part 212.51:

- a. Aircraft;
- b. Watercraft;
- c. Over-snow vehicles [Note: Limited restrictions of over-snow vehicles are included in the proposed actions consistent with (§212.81)]
- 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; and
- h. Motor vehicle use that is specifically authorized under a written authorization issued under Federal law or regulations.

The Forest Service will continue to use infrastructure and resource inventories, forest monitoring, landscape analysis and watershed assessments, or activity plans for geographical areas to identify needed adjustments to the transportation facilities and uses. Future site-specific planning could identify opportunities to address access or resource protection needs. This includes construction of new routes and redesigning, moving, or obliterating existing routes. The Forest Service will continue to monitor impacts from road and trail facilities and route use and will prioritize and address resource issues on an ongoing basis. This is standard procedure.

The Forest Supervisor may continue to issue travel management orders pursuant to part 261, subpart B, and impose temporary, emergency closures based on a determination of considerable adverse effects pursuant to §212.52(b)(2). This includes considerable adverse impacts to soil, vegetation, wildlife, wildlife habitat, cultural resources, Threatened or Endangered species, other authorized uses, or other resources. The agency can maintain this closure until the effects are mitigated or eliminated and measures are implemented to prevent future recurrence. The proposed actions do not in any way limit this existing authority

The route designation process would use existing designations if No Action is chosen, which would be difficult to implement because only routes in restricted areas are explicitly designated currently. The forest would also have to go through a process to designate vehicle types by route.

We will consult with the U.S. Fish and Wildlife Service in accordance with Section 7 of the Endangered Species Act. The act requires consultation to ensure that any site-specific plan (1) is not likely to jeopardize continued existence of any species listed or proposed to be listed, or (2) does not destroy or adversely modify critical habitat. Access standards in effect for existing recovery plans will be followed. In addition, the authorized officer retains authority to immediately close areas, roads, or trails if motorized use is causing or will cause considerable adverse environmental effects to species listed or proposed to be listed.

The following definitions apply to all alternatives:

Road: A motor vehicle route over 50 inches wide, unless identified and managed as a trail. A road may be authorized, unauthorized, or temporary.

Trail: A route 50 inches or less in width, or a route over 50 inches wide that is identified and managed as a trail. A trail may be authorized, unauthorized, or temporary.

Off-Highway Vehicles (OHVs): Any motor vehicle designed for or capable of cross-country travel on or immediately over land, water, sand, snow, ice, marsh, swampland, or other natural terrain. Vehicle types include but are not limited to sport utility vehicles, jeeps, ATVs, minibikes, amphibious vehicles, over-snow vehicles, off-highway motorcycles, go-carts, motorized trail bikes, and dune buggies. Wheelchairs that are designed solely for use by a mobility-impaired person for travel are not included in this definition. *Most issues associated with over-snow vehicles are outside the scope of this project. However, exceptions are noted and addressed where necessary.*

Over-snow vehicle: A motor vehicle that is designed for use over snow and that runs on a track or tracks and/or a ski or skis, while in use over snow.

Management Requirements Common to All Action Alternatives

The following management guidance applies only to Alternatives 2, 3, 4, and 5.

Motor Vehicle Use Map Definitions

All action alternatives for the travel plan use the following definitions, which require that motorized travel by a given vehicle class occur only on designated routes and areas during designated times. The motor vehicle use map is the legal instrument used to enforce the motorized travel allowances and restrictions. Ultimately, the use map will be created using information from the INFRA (infrastructure) database. The proposed travel plan will use the following route and area designations:

1. **Open Yearlong** – Roads are open to all vehicles year round including roads that traverse areas closed to over-snow travel. Most trails are restricted to vehicles less than 50-inches in width year round. A limited number of trails are designated open to all vehicles. In either case, all trails with this designation are open even if the route traverse areas closed to over-snow travel.
2. **Open Seasonally** – Roads are open to all vehicles from April 16th to December 31st and are closed from January 1st to April 15th. Most trails are open to vehicles less than 50 inches in width from April 16th to December 31st and are closed from January 1 to April 15th, unless otherwise indicated. A limited number of trails with this designation are open to all vehicles, when outside the seasonal closure period. Some routes have unique closure dates. The Horseflat Canyon trail on the Fillmore District is open to vehicles less than 50 inches in width from June 1st to September 30th and is closed the remainder of the year. The paved road up Monroe Canyon, Forest Road 123 over the Tushar Mountains, the portion of the Great Western Trail over UM Yugo Saddle, and Forest Road 206 are seasonally gated closed for public safety and to prevent resource damage. Core closure dates for road 123 will be December 1 to July 20th and Yogo Pass will be closed from December 1 to June 20th at a minimum. The seasonal restriction dates on these routes will vary year-to-year depending on ice, snow and route conditions. The Monroe Canyon road is under city jurisdiction so they determine closure dates on that route.

3. Street Legal Only – Roads are only open to licensed street legal vehicles as defined by the State of Utah. These roads are open to motorized travel by all vehicles over adequate snow in the winter if the route is not plowed open, groomed for over-snow vehicles, or otherwise closed.
4. Administrative Use Only – Routes are open for administrative use only. Most of these roads and trails provide access to silvicultural treatment areas and administrative sites or special-use authorizations such as mining operations, canals, hydropower sites, utilities, powerline corridors, and culinary water sources. Most of these routes will not be displayed on the motor vehicle use map and may or may not be closed with a gate or barrier. In either case, the routes are not intended to provide public access.
5. Special Designations – Forest Road 100 on the Fillmore District will have a special designation that allows motorized travel by street legal vehicles and OHVs greater than 50 inches in width. The special designation is proposed to create a safe and legal means for side-by-side OHVs to access National Forest System lands directly out of Fillmore Utah.
6. Non-motorized Trails – Open to travel by foot, horses, and mountain bikes unless signed otherwise. Closed to all motorized vehicles at all times, except by over-snow vehicles over adequate snow outside of over-snow closure areas.
7. Dispersed Camping – The limited use of motor vehicles within 150 feet [Alternatives 3, 4, and 5 or 300 feet for Alternative 2] of most roads and motorized trails would be allowed solely for the purposes of dispersed camping. The following text will be added to the motor vehicle use map to clarify the intent of the distance designations. “Where allowed on this map, motor vehicles may travel up to 150' [or 300' for Alternative 2] from designated routes for travel to an existing dispersed campsite along an existing track. Travel within the corridor for any other purpose is prohibited. Existing campsites can be distinguished by evidence of rock fire rings, old tent sites, and tracks from earlier vehicle access. This access does not authorize creation of new campsites or travel ways. Motorized travel between multiple dispersed campsites, establishment of motorized play areas, racetracks, or travel across wet meadows or riparian areas is prohibited.”
8. Parking – Parking at a safe distance alongside designated routes is permitted if wet meadows, stream corridors / riparian areas, and undisturbed areas are avoided. Closed gates should not be blocked.
9. Open Use Area – Designated area where cross-country travel by motorized vehicles is allowed yearlong with no restrictions on type of vehicle. Motorized cross-country travel in the absence of adequate snow is only allowed within designated open-use areas.
10. Adequate Snow – Sufficient depth, density, and continuity of snow *to prevent direct disturbance of ground cover when using an over-snow vehicle to travel cross-country*. This definition recognizes that “adequate snow” can be provided by a variety of situations depending on factors such as current snow conditions, time of year, local climate, aspect, elevation, and vegetation types.
11. Seasonal Winter Area Closure – Cross-country travel over snow by any motorized vehicle, including over-snow vehicles is prohibited between January 1 and April 15th. All vehicle classes consistent with road or trail use allowances are permitted on routes designated as Open Yearlong. No motorized use is permitted in Research Natural Areas. Travel by over-snow vehicles over adequate snow is permissible outside seasonal and all winter over-snow closure areas. Fish Lake, Mill Meadow, and Forsyth Reservoir may be

traversed by ATVs when the surface ice has sufficient depth, density, and continuity to safely support winter use.

12. All Winter Area Closure – Cross-country travel over snow by any motorized vehicle, including over-snow vehicles is prohibited at all times. All vehicle classes consistent with road or trail use allowances are permitted on routes designated as Open Yearlong. No motorized use is permitted in Research Natural Areas. Travel by over-snow vehicles over adequate snow is permissible outside seasonal and all winter over-snow closure areas.
13. With the exception of over-snow vehicles on adequate snow outside of seasonal and all winter over-snow closure areas, motorized cross-country travel by OHVs for scouting, hunting, game retrieval, and antler shed gathering is prohibited.

Adaptive Management

The action alternatives include an implementation plan outlined in Appendix B. The implementation plan includes recommendations from the forest scale Roads Analysis supplement, and describes monitoring requirements. The implementation plan provides recommendations that promote adaptive management of the transportation system and motorized travel plan.

About 84 percent of existing inventoried dispersed campsites have legal access under the current motorized travel plan although seven percent of that total are in unrestricted areas farther than 300 feet from open roads. Alternatives 2, 3, 4, and 5 would initially allow motorized access to 77, 69, 53, and 82 percent, respectively, of the inventoried campsites. The forest will inventory roughly 20 percent per year of routes that use distance designations for dispersed camping. Distance designations will be removed from routes that do not provide desirable existing dispersed camping opportunities. Most dispersed camping corridors will be removed once access routes to campsites are inventoried, properly assessed, and designated on a motor vehicle use map. The forest will inventory and designate existing routes to some existing undeveloped campsites that are further than 150 feet (Alternatives 3, 4 and 5) or 300 feet (Alternative 2) from open motorized routes provided other resource issues are not a concern. See Appendix B for further details on how this will occur.

The inventory of routes includes some travelways where user created two tracks are only visible as compressed vegetation rather than as dirt ruts or graded prisms. Except where these routes provide access to desired dispersed campsites, it is not the intent of this project to designate these travel ways as system routes. Substantial effort has been made not to include these as open in the proposed alternatives, but the forest route inventory is not perfect. User created routes that are only defined by compressed vegetation will usually be removed from the inventory if discovered during project implementation, even if designated as open in the final EIS.

Route designations that cannot be effectively enforced and where mitigations cannot provide required resource protections over time will be obliterated.

Protection of Rare Plants and Habitat

The forest will monitor areas where individuals of Last Chance townsendia are known to occur near motorized routes and the results shared with the U.S. Fish and Wildlife Service annually. If individual Last Chance townsendia plants become adversely affected, the forest will coordinate with the Service and make appropriate adjustments.

Relocate routes that have individuals of Last Chance townsendia growing in proximity of the routes' tracks (see specialist report and Appendix B).

Prohibit motorized access to dispersed camping areas where occupied or potential for Last Chance townsendia and other rare plant habitats occur. These recommendations are established on a case-by-case basis. Routes where this prohibition is needed are specified in the proposed actions.

Do not permit fuel wood gathering in areas of occupied or potential habitat for Last Chance townsendia in accordance with recovery plan (US Fish and Wildlife Service 1993).

Mitigate possible impacts to rare plants or their habitats for populations that are discovered after this plan is approved and implemented in accordance with the Last Chance townsendia recovery plan (US Fish and Wildlife Service 1993) or other recovery plans that may be written.

National Policy on Cultural Resources and Road and Trail Designations

Section 106 of the National Historic Preservation Act (NHPA) and the Advisory Council on Historic Preservation's (ACHP) implementing regulations, *Protection of Historic Properties* (36 CFR Part 800) require that federal agencies take into account the effect of their undertakings on historic properties and that agencies provide the ACHP (through the State Historic Preservation Officer, SHPO, and the Tribal Preservation Officer, THPO) with an opportunity to comment on those undertakings. The following categories of proposals shall be considered "undertakings" with the potential to affect historic properties, triggering evaluation under Section 106 of NHPA, 36 CFR Part 800:

- Construction of a new road or trail [none is occurring in this project]
- Obliteration of an existing road or trail
- Authorization of motor vehicle use on a route currently closed to vehicles
- Formal recognition of a user-developed (unauthorized) route as a designated route open to motor vehicles

These undertakings will be surveyed and our report will be submitted to the USHPO for review consistent with the programmatic agreement between the Fishlake National Forest and the State Historic Preservation Office (Agreement 06-MU-11040800-030). Heritage resources found eligible for inclusion on the National Register of Historic Places will have impacts generated by motorized vehicle travel mitigated. Mitigation, in consultation with the USHPO, can include a variety of options including avoidance, protection (e.g., barriers, interpretation), excavation or a Historic American Engineering Building Survey (HAEBs). In addition, a certain number of sites will be monitored on an annual basis to determine possible resource damage. Avoidance, protection, and interpretation will be employed to make sure the forest meets its commitment under Section 106 of the NHPA. A route will not be added to the motor vehicle use map or obliterated unless the determination of effect including mitigation is "no adverse effect".

The Area of Potential Effect (APE) for a designated road, trail or open use area shall include corridors or zones adjacent to the road, trail or area that the forest determines to be subject to direct or indirect effects due to local environmental factors or the proximity of particularly sensitive resources. This will include road, trail, or area surfaces, passing or parking areas, and campsites or other features established as part of the road or trail. It shall also include additional affected areas or properties if the designation would facilitate increased access to those historic properties.

Protection of Historic Properties

Boulders, other natural barriers, and fencing, should be employed where ATVs continue to re-enter historic properties. In all cases, where historic properties are visible from the designated road, trail or area, the site must be signed as a protected historic site (USDA 27-7).

Road and Motorized Trail Obliteration

The Fishlake OHV Route Designation Project EIS will make the decision to permanently close specific routes using active or passive restoration techniques. There are some locations where active restoration, such as use of a Dixie harrow, may necessitate additional documentation or surveys before implementing. The scope of subsequent NEPA documentation will determine how to close the given route not whether to close the route after the decision is made for the Fishlake OHV Route Designation EIS. All prescriptions for route obliteration will include installation of self-maintaining cross drainage and removal of structured stream crossings, assuring that natural channel dimensions and gradient are restored. Routes subject to natural or induced slope instability will be recontoured. All obliterations will use signage, barriers, or recontouring of slope contours to prevent motorized use of the obliterated route. All obliterations will use signage, barriers, and/or recontouring of slope contours to prevent motorized use of the obliterated route. All obliteration in the rare plant study area will be coordinated with the forest rare and invasive plants coordinator and the forest botanist. Types of active restoration techniques to be used include (1) Dixie harrow treatments in grass and sage brush vegetation types, (2) installation of barriers and waterbars, or (3) use of excavators to implement partial or full recontouring as appropriate to given site conditions. The detailed design criteria for obliteration are located in Appendix B.

Each action alternative includes the installation of new barriers to eliminate or restrict motorized travel. Potential types of barriers include use of large rock and logs, designed steel and cement structures, and pole fences. These items will be used individually or in combination as needed.

Conversion of Motorized Routes to Non-motorized Trails

Any road or trail to be converted to non-motorized use will be stabilized prior to closing the route to motorized use. This includes installation of self maintaining drainage, stabilizing unstable cut-and-fill slopes, and removing structured stream crossings as described Appendix B.

Hazardous Materials

Equipment used for road and trail maintenance, obliteration and barrier installations will be inspected daily to ensure there are no leaks. When discovered, leaks will be promptly repaired. Any changing of hoses, parts, or refueling by heavy equipment will be conducted at least 300 feet away from streams, tributaries, and wetlands. Petroleum and chemical products storage containers with capacities of more than 200 gallons, stationary or mobile, will be stored far enough away to prevent leakage from reaching live water, a minimum of 300 feet. Dikes, berms, or embankments will be constructed to contain the volume of petroleum and chemical products stored within the tanks. Diked areas will be sufficiently impervious and of adequate capacity to contain spilled petroleum and chemical products. In the event that any leakage or spillage enters any live water, the operator will immediately notify the Forest Service. The storage site will be determined during the pre-operational meeting. This measure is intended to minimize the potential for hazardous material spills, and infiltration into the soil or delivery to streams if a spill occurs.

All waste oil and lubricants will be collected and transported to proper disposal facilities off public lands. In case of unauthorized release of hazardous materials, and petroleum products, the responsible party must:

- a) Stop spills,
- b) Contain the material,
- c) Notify the authorities listed in the petroleum and chemical products spill protection plan, and
- d) Collect, remove and dispose of the spilled material in a suitable location off National Forest System lands.

Invasive Plants and Aquatic Nuisance Species

Machinery used for obliteration or to install large signs, gates, and barriers will be washed and inspected before being hauled to the project area. This aids equipment inspections and helps prevent new infestations of invasive species. If the equipment works in weed-infested areas or waters with aquatic nuisance species, it will be washed in a suitable designated location prior to moving to the next site. Treatment of equipment that has been used in whirling disease positive water bodies will follow existing guidelines that have been established by the forest. These requirements will be coordinated with the forest invasive plants coordinator and fisheries biologist. Routes proposed for obliteration within 1 mile of inventoried invasive plant locations are noted in the fishlake_travel_plan_changes.mdb Microsoft Access database, which is located in the project file.

Monitor roads and trails systematically with the focus of early detection and rapid response. Increase the level of monitoring for invasive plants that may become established at dispersed use sites. Use the highest level of monitoring for invasive plants at high-use campsites and trailheads.

Increase the level of monitoring in the open use areas and the major routes leading to these areas. It is anticipated that these areas will have proportionately more visitors. Increased use translates to increased risk for the introduction of seed from invasive plant species.

Educate and strongly recommend to the public that all OHVs be washed and free of any weed seed before coming onto the forest. This is especially critical for vehicles coming in from outside the seven counties that envelop the forest [Beaver, Juab, Millard, Piute, Sanpete, Sevier, and Wayne], because new species can be introduced to the forest.

Route Specific Requirements

Numerous route and area specific implementation requirements are recorded from the route-by-route evaluations. This information can be found in the Access database that contains the criteria and rationale used for the route designations and is located in the project file.

Alternatives Considered in Detail

This section describes the No Action Alternative and four other alternatives for management of motorized use on the Fishlake National Forest. All action alternatives comply with the National Forest Management Act (NFMA) of 1976, and are subject to compliance with all valid statutes on NFS lands. Impacts to resources are considered through the National Environmental Policy Act of 1969.

Alternative 1, No Action

This alternative would continue current direction and is used as the baseline condition for comparing with the other alternatives. The Forest Service would continue to manage motorized use under existing direction and regulations. This alternative responds to a number of concerns we heard from the public comments, such as the proposed action being too restrictive, and effects on the ground not warranting any change from current management.

Over 909,000 acres currently open seasonally or yearlong to motorized, wheeled cross-country travel would remain open. Site-specific planning and enforcement of OHV regulations would occur at current levels. Roughly 44 percent of all non-motorized trails on the forest would continue to be open to motorized users except where signed closed with a barrier. The motorized network of unauthorized routes would continue to grow.

The current travel plan partly responds to those who desire an “open unless signed or mapped closed” policy. The “current” 1997 Forest Recreation Map uses the following designations:

- 1) “A” Area Restriction: All motorized vehicles prohibited January 1 – March 31, except travel permitted on roads designated on this map. Open (no restrictions) April 1 – December 31.
- 2) “B” Area Restriction: All motorized vehicles restricted yearlong to routes as shown on this map except over-snow machines operating on adequate snow.
- 3) “C” Area Restriction: National Forest areas closed yearlong to all motorized vehicles.
- 4) Open to ALL VEHICLES - In “A”, “B” and “C” restricted areas, routes are colored with a solid or dashed green highlight for roads and trails respectively. In unrestricted areas, open routes are displayed without a highlight or not displayed at all. “A” restricted areas are treated as unrestricted outside of the January 1 to March 31st seasonal closure period.
- 5) Street Legal Only – ROADS open to licensed vehicles and operators ONLY. (The most common reason – safety hazards associated with unlicensed vehicles and operators).
- 6) Administrative Use Only – Roads open to administrative use only.
- 7) Non-motorized trails – Implicitly open to motorized use in unrestricted areas, unless signed or closed with a barrier. These routes are closed to all motorized use in “B” and “C” area restrictions.
- 8) Motorized Cross-country Travel Exemptions in Restricted Areas:
 - a. Entry and exit from temporary campsites within 300 feet of designated roads.
 - b. Gathering firewood, by permit, within 300 feet of designated roads.
 - c. Persons with a permit or contract specifically authorizing the otherwise prohibited act.
 - d. Any Federal, State, or local officer, or member of an organized search and rescue or firefighting force in the performance of an official act.
 - e. Forest Service administration personnel in the performance of official duties.

NOTE: The Paiute ATV trail map supplements and updates the 1997 recreation map. The main and side-trails are considered open to ALL VEHICLES on roads and open to vehicles with less than 50-inch wheel widths on trails even if shown as closed or restricted on the 1997 map.

There are numerous ways to summarize the proposed changes associated with each alternative. Several tables are presented to help the reader understand and appreciate the breadth and

complexity of what is being proposed. Tables 2-1 through 2-6 summarize the existing conditions and changes that would be expected under current management. Tables that show detailed designation and authorization changes for Alternatives 2, 3, 4, and 5 are located in Appendix E.

Table 2-1 provides acreage summaries for each of the area restrictions used by the current motorized travel plan. Figure 2-1 shows current winter use closure areas based on the existing area restrictions.

Table 2-1. Alternative 1 - Area summary of current motorized travel plan restrictions on the Fishlake National Forest (total of 1,454,380 acres).				
District	Closed Seasonally to Motorized Travel* "A" Restriction	Open to Travel on Designated Routes Only "B" Restriction	Closed to All Motorized Travel Yearlong "C" Restriction	Undesignated/Unrestricted*
Fillmore	13,458 acres	59,139 acres	72,865 acres	325,924 acres
Beaver	6,391 acres	56,479 acres	48,038 acres	186,536 acres
Richfield	95,255 acres	143,235 acres	22,785 acres	161,112 acres
Fremont River	11,426 acres	109,878 acres	32,847 acres	109,012 acres
FOREST TOTAL	126,530 acres	368,730 acres	176,535 acres	782,585 acres
* category permits wheeled motorized cross-country travel seasonally or all year.				

The three travel map area designations and the undesignated/unrestricted category shown in Table 2-1 result in six different “designations” when applied to the routes. Official designations for routes include Open Seasonally, Open Yearlong, Street Legal Vehicles Only, and Administrative Use Only. De facto designations are Undesignated Open and Undesignated Closed. The mileages in each class are summarized in Table 2-2. Figure 2-2 displays a key for 3 map extents that display the routes open to motorized travel in the current and proposed travel plans. The maps for the current travel plan are shown in Figures 2-3, 2-4, and 2-5. These maps do not show use designations, or appropriate vehicle types or seasons of use. However, more information is available on the color maps included on the CD-ROM that accompanies the FEIS. Alternatively, the detailed color maps can be viewed interactively on the map server at http://maps.fs.fed.us/tm_jsp/r4/fishlake/Map.jsp. Careful review of these maps is necessary to appreciate the complexity and breadth of the proposed action alternatives.

Figure 2-1. Current winter use closures based on existing motorized use area restrictions.

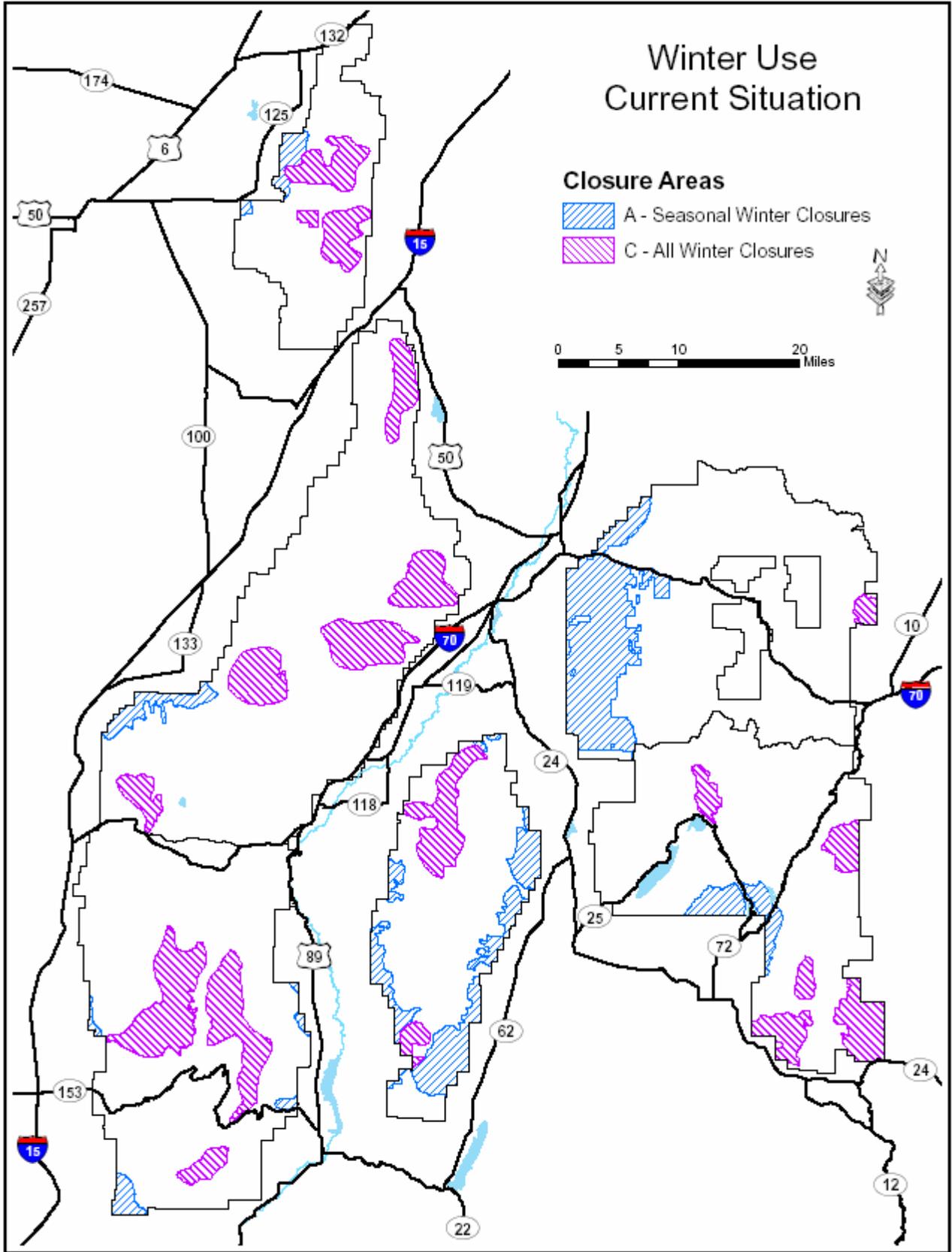


Figure 2-2. Key for the maps that display motorized route networks for the alternatives.

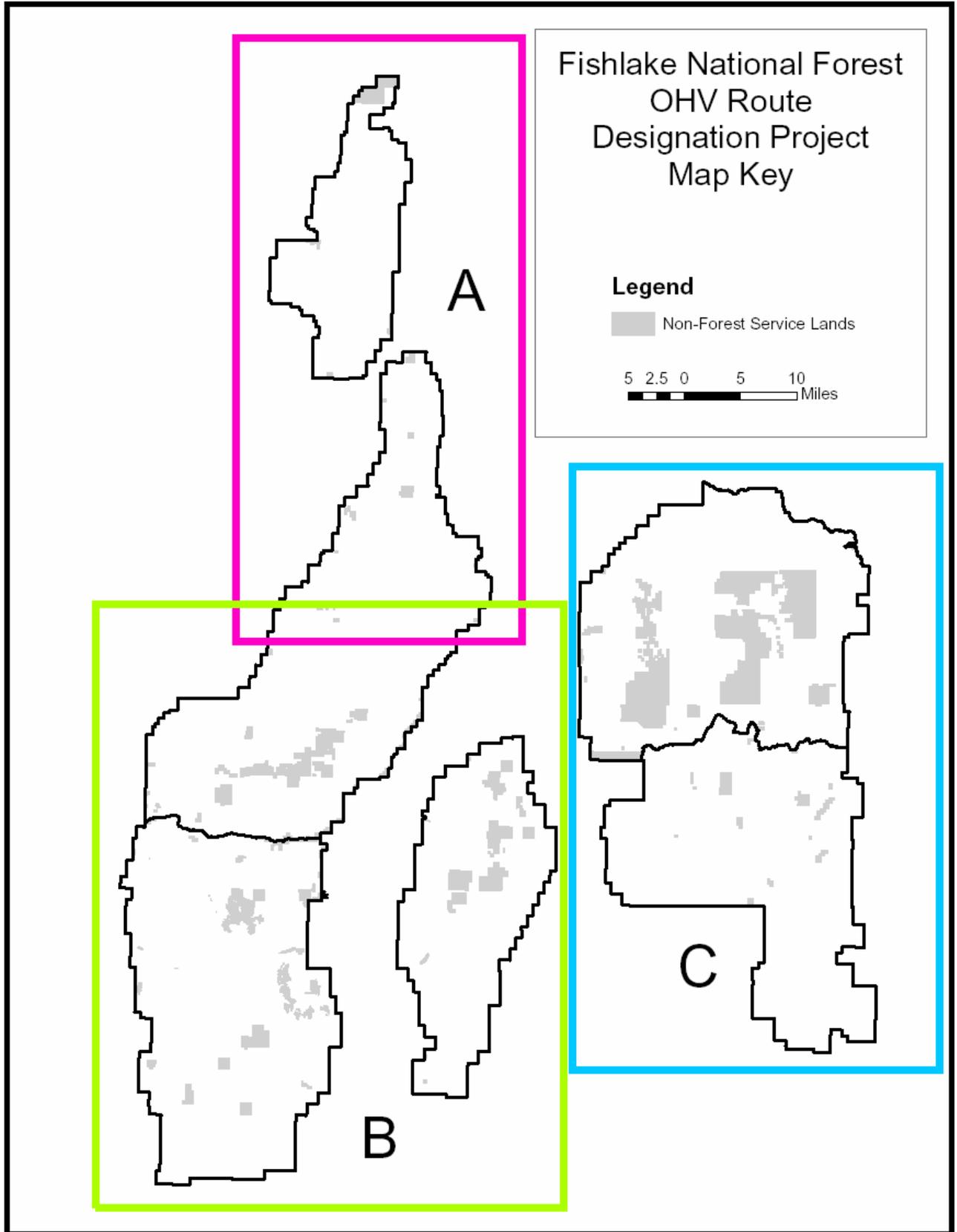


Figure 2-3. Map A – open motorized routes in the existing motorized travel plan.

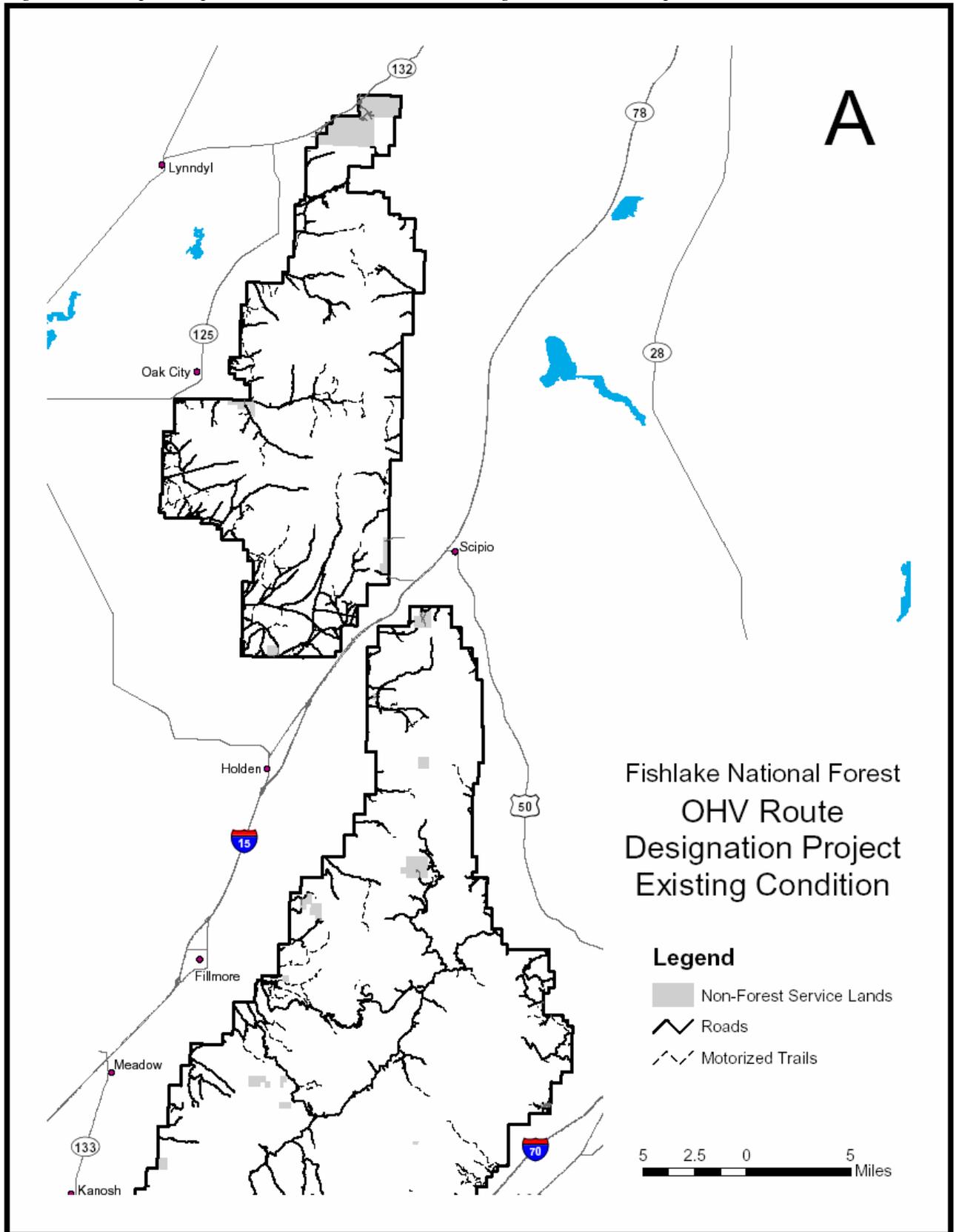


Figure 2-4. Map B – open motorized routes in the existing motorized travel plan.

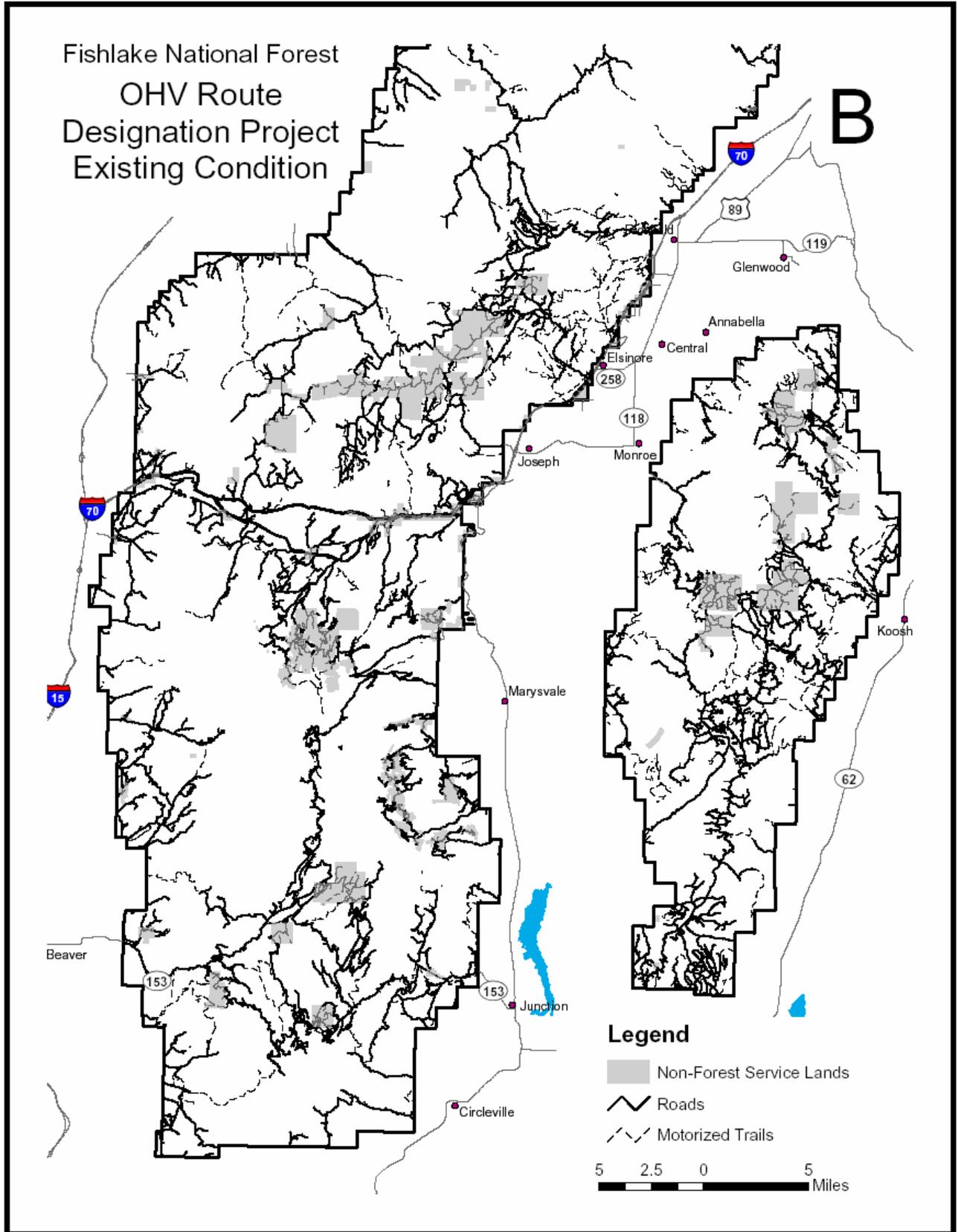


Figure 2-5. Map C – open motorized routes in the existing motorized travel plan.

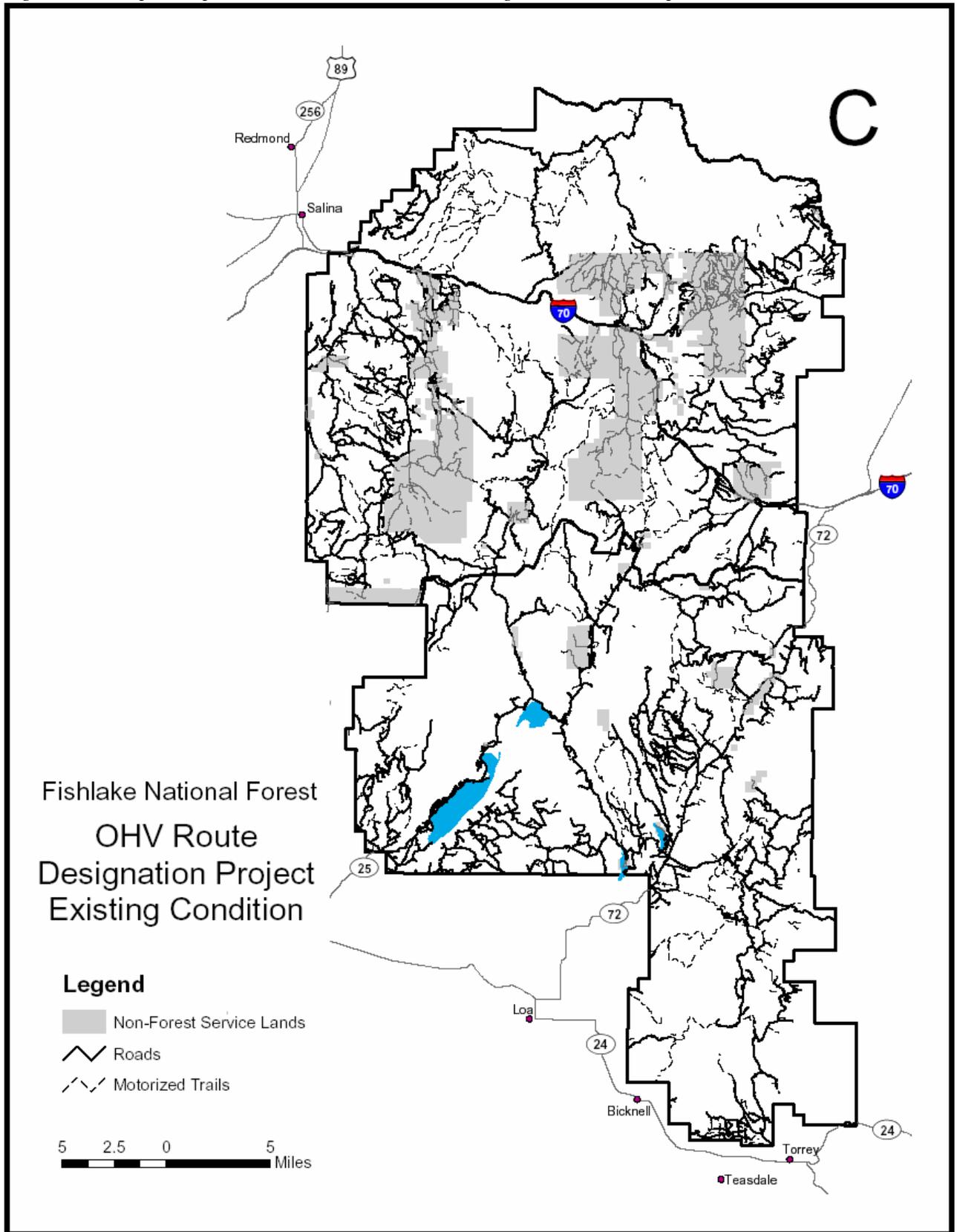


Table 2-2. Alternative 1 – Motorized route mileage summary for the current travel plan (grand total of all motorized routes in table = 3,540.2 miles).

District	Open Yearlong	Open Seasonally	Street Legal Vehicles Only	Administrative Use Only	Undesignated Open	Undesignated Closed
Fillmore	556.7	30.6	22.9	0.0	249.6	45.2
Beaver	394.6	34.1	69.2	10.3	113.0	54.6
Richfield	592.5	231.4	65.4	13.9	264.7	123.2
Fremont River	315.3	32.5	67.7	5.4	137.0	110.4
FOREST TOTAL	1,859.1	328.6	225.2	29.6	764.3	333.4

Proposed changes to a route’s status relative to the existing travel plan come in a few flavors. The first strictly relates to whether or not a given road or trail is tracked in the travel atlas and the infrastructure database (INFRA) as an authorized route. Only roads and trails that are part of the travel atlas can have motorized use designations on a motor vehicle use map. At the same time, it is necessary to determine whether routes are managed as a road, a trail, or as non-motorized trails. This part of the designation is critical because it determines suitable uses and appropriate maintenance levels. The distinction between Forest Trail and Forest Road is important because the latter influences boundary delineations for undeveloped areas in the roadless inventory. Table 2-3 shows that there are no changes in route designations in either case for Alternative 1. Finally, use designations specify the type and seasonality of use allowed on motorized routes.

Table 2-3. Alternative 1 - Road and trail miles for the Fishlake National Forest where route type authorization would be changed.

FROM	TO			
	Forest Road	Forest Motorized Trail	Forest Non-motorized Trail	Obliterate
Forest Road	0	0	0	0
Forest Motorized Trail	0	0	0	0
Forest Non-motorized Trail	0	0	0	0
Unauthorized Road	0	0	0	0
Unauthorized Motorized Trail	0	0	0	0
Unauthorized Non-motorized Trail	0	0	0	0

Changes in route designation, type and authorization can occur individually or in combination. Table 2-4 breaks out these changes for roads and trails on the forest.

Table 2-4. Alternative 1 - Forest route mileage summary of proposed use designation and authorization changes.				
Route Type	Change in Use Designation Only	Change in Authorization Only	Change in Use Designation and Authorization	No Changes
Forest Roads *	0	0	0	1,971.5
Forest Motorized Trails	0	0	0	330.3
Forest Non-motorized Trails	0	0	0	891.9
Unauthorized Roads	0	0	0	554.4
Unauthorized Motorized Trails	0	0	0	684.1
Unauthorized Non-motorized Trails	0	0	0	128.1
Forest Totals	0	0	0	4,560.3

* State, Federal, and County roads located on forest are added for completeness even though they are not Forest Roads.

The forest has many existing physical barriers that are designed to prevent or restrict motorized use on roads and trails. Table 2-5 shows that no new barriers are proposed in Alternative 1.

Table 2-5. Alternative 1 - Number of new travel barriers by use restriction and type.		
Use Restriction	Closure Type	Number
Closure to All Motorized Use	Barrier	0
Closure to Motorized Vehicles > 50 inches in width	Barrier	0
Seasonal Closure to All Motorized Use	Gate	0
Administrative Use Only	Gate	0

Alternative 2, Proposed Action

This alternative responds to the Purpose of and Need for Action identified in Chapter 1. It responds to public requests for improved management of OHV use on the Fishlake National Forest, especially with regards to closing the forest to motorized cross-country travel. This alternative was released with the publication of the Notice of Intent (NOI). Public comments received during the NOI scoping period are directed at this alternative.

Alternative 2 adds 450 miles of unauthorized routes to and removes 47 miles of authorized routes from the forest’s existing motorized system. About 775 miles of unauthorized motorized routes would be obliterated, and 18 miles converted to non-motorized trail. This would result in a system of roughly 2,139 miles of road and 552 miles of trail, for a combined total of 2,691 miles of motorized routes. Of the latter total, 2,634 of these miles would be open to the public. The amount of seasonally restricted routes would increase from 329 miles to 390 miles. The ending date for the seasonal closure period that starts on January 1st would be lengthened from March 31 to April 15th. The existing configuration of the Paiute and Great Western Trail systems would be retained. Motorized travel off designated routes would be prohibited, except as specified for open use areas, over-snow vehicles, and access to dispersed camping, firewood gathering, emergency fire suppression, search and rescue, law enforcement, military operations, and Forest Service administrative use. Some changes in area restrictions for winter travel by over-snow vehicles are proposed to protect critical mule deer winter ranges. Alternative 2 designates 780 acres in three open use areas west of Richfield, UT and 193 acres at Velvet Ridges above Torrey, UT where motorized cross-country travel would be permitted. These areas are open to motorized cross-country travel in the current travel plan.

The most frequent change proposed in the action alternatives is to route use designations. All of the action alternatives rely on the explicit designation of routes and open use areas to show what is open to motorized travel. As a result, area restrictions will not be necessary on the summer motor vehicle use map. Area designations will still be needed to depict restrictions on over-snow travel. By contrast, area restrictions are the primary means for designating routes in the current travel plan. This creates implied, rather than explicit route designations in unrestricted areas. Table 2-6 provides a summary of the area restrictions associated with Alternative 2.

Table 2-6. Alternative 2 - Area summary of proposed motorized travel plan restrictions on the Fishlake National Forest (total of 1,454,380 acres for ² and ⁴).				
District	Seasonal Winter Closure¹	Travel on Designated Routes Only²	All Winter Closure³	Open Use Area⁴
Fillmore	0 acres	470,607 acres	21,352 acres	780 acres
Beaver	0 acres	297,444 acres	14,886 acres	0 acres
Richfield	0 acres	422,386 acres	15,277 acres	0 acres
Fremont River	0 acres	262,970 acres	18,125 acres	193 acres
FOREST TOTAL	0 acres	1,453,407 acres	69,641 acres	973 acres

Table 2-6. Alternative 2 - Area summary of proposed motorized travel plan restrictions on the Fishlake National Forest (total of 1,454,380 acres for ² and ⁴).				
District	Seasonal Winter Closure¹	Travel on Designated Routes Only²	All Winter Closure³	Open Use Area⁴
¹ this area designation is the same as the “A” area restriction on the current travel plan, but only appears on the over-snow vehicle use map in Alternative 2. ² this is the same as the “B” areas on the current travel plan, and will not need to be shown on the summer motor vehicle use map because except for open use areas, the entire forest will be restricted to designated routes only. ³ this is similar to the “C” restrictions on the current travel plan, but would only appear on the over-snow vehicle use map. ⁴ this is the same as the unrestricted areas on the current travel plan, except that it is officially designated in the action alternatives and would be shown on the motor vehicle use map.				

Figure 2-6 displays winter closure areas that would result from the proposed area restrictions. Figures 2-7, 2-8, and 2-9 display routes that would be open to motorized travel under Alternative 2. Figure 2-10 displays the open use areas from Alternative 1 that would be left open in Alternative 2. Detailed maps are included on the CD-ROM that accompanies the FEIS. They can be reviewed interactively on the map server link from the [project web page](#).

Figure 2-6. Alternative 2 - winter use closures resulting from proposed area restrictions.

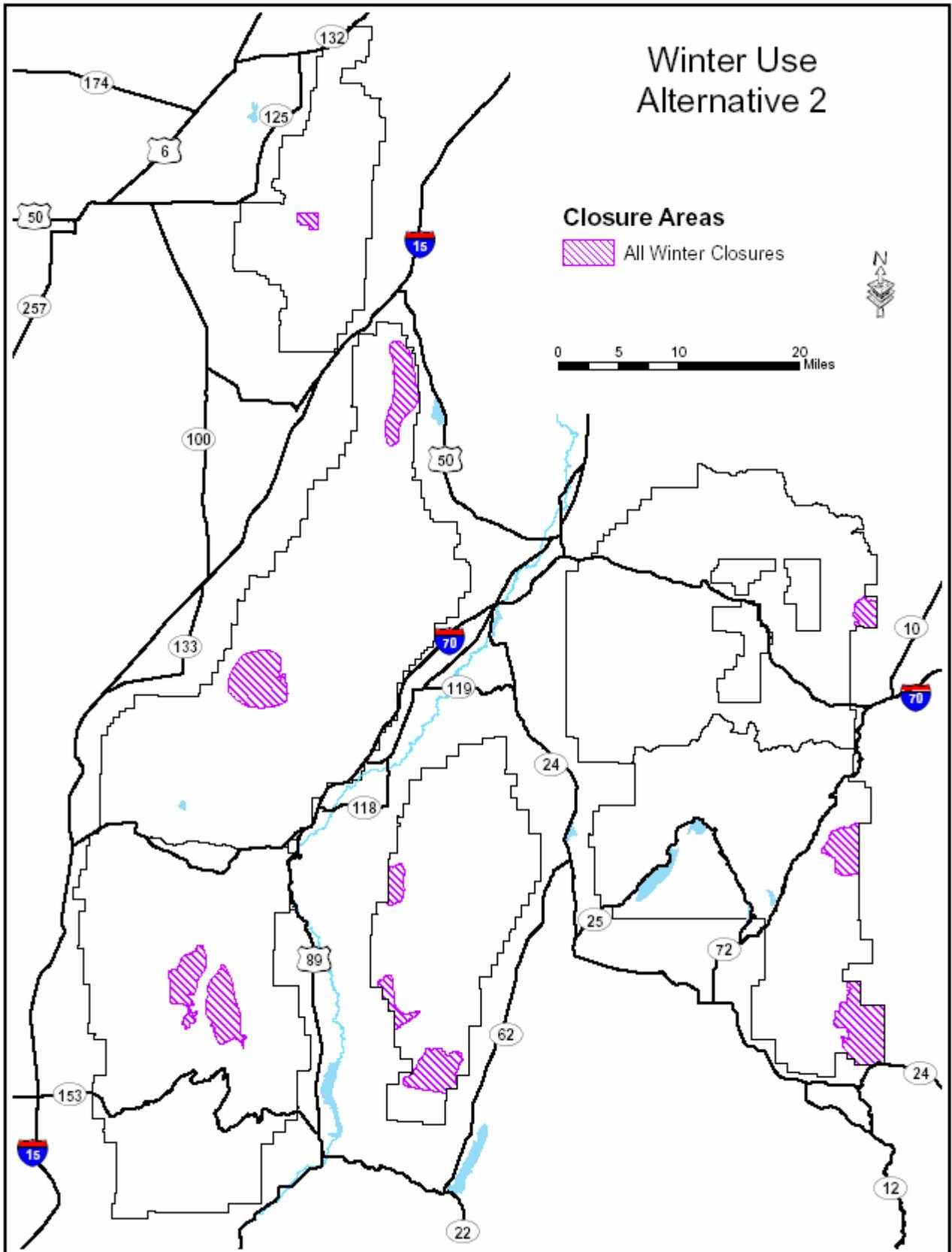


Figure 2-7. Alternative 2, Map A – designated motorized routes.

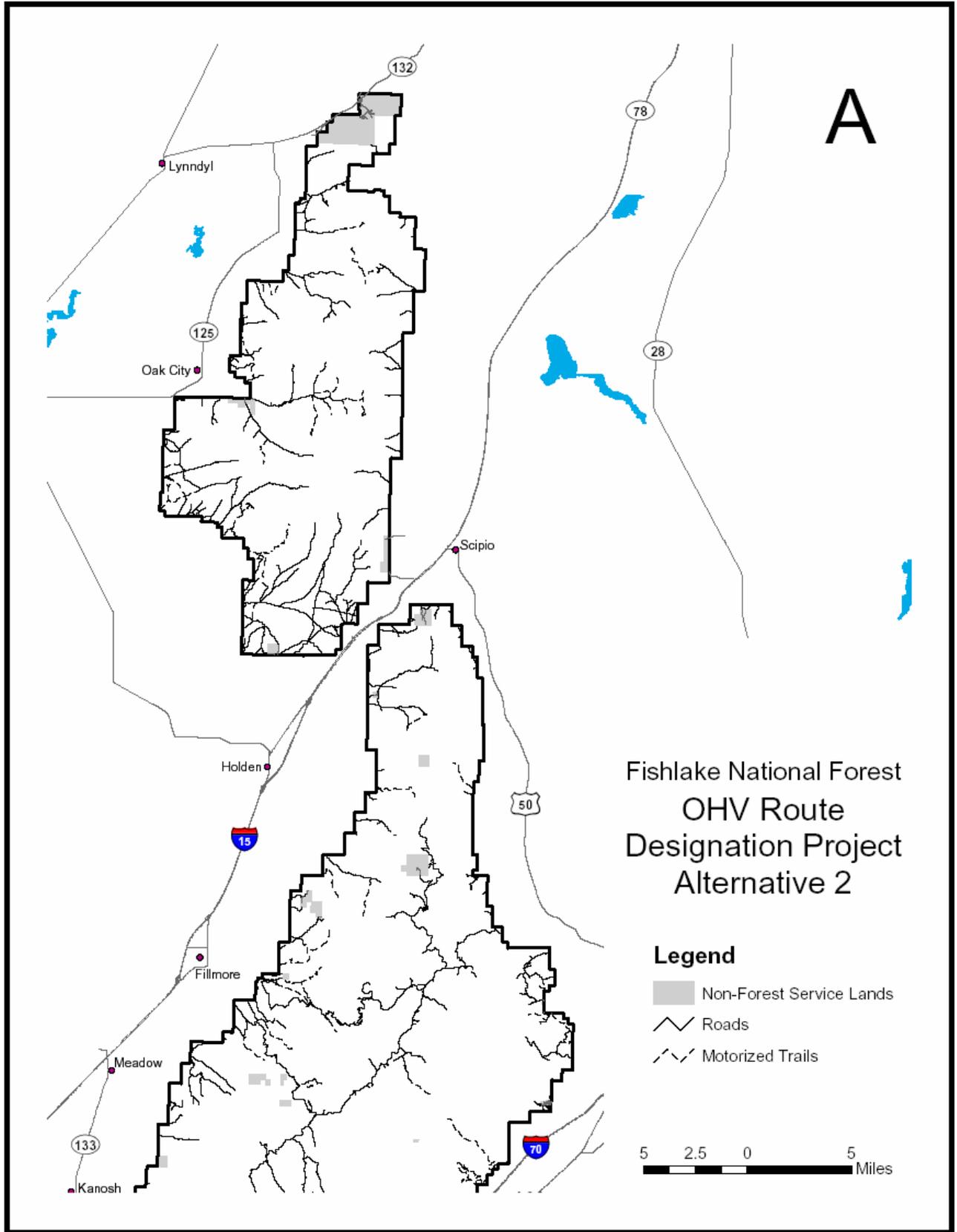


Figure 2-8. Alternative 2, Map B – designated motorized routes.

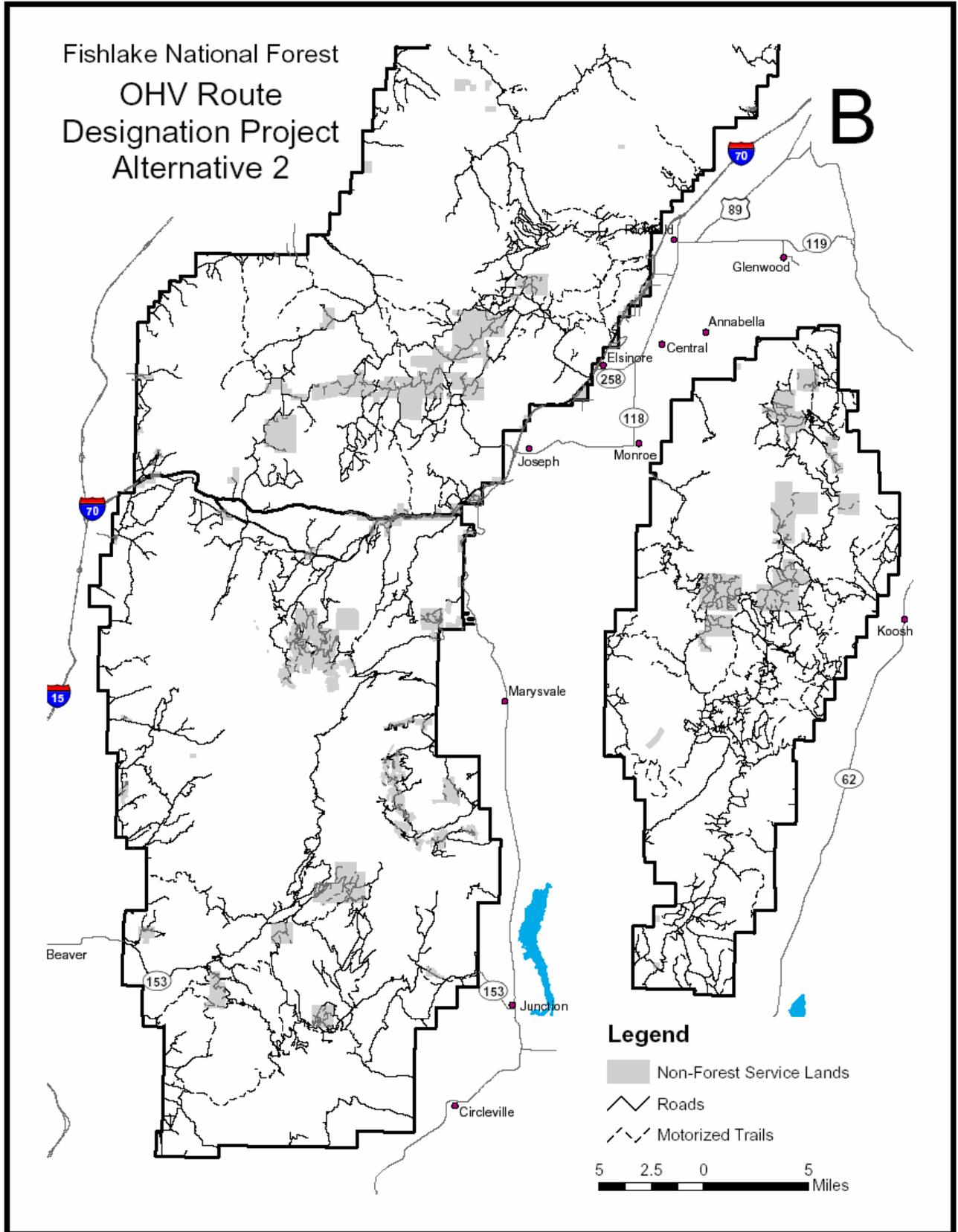


Figure 2-9. Alternative 2, Map C – designated motorized routes.

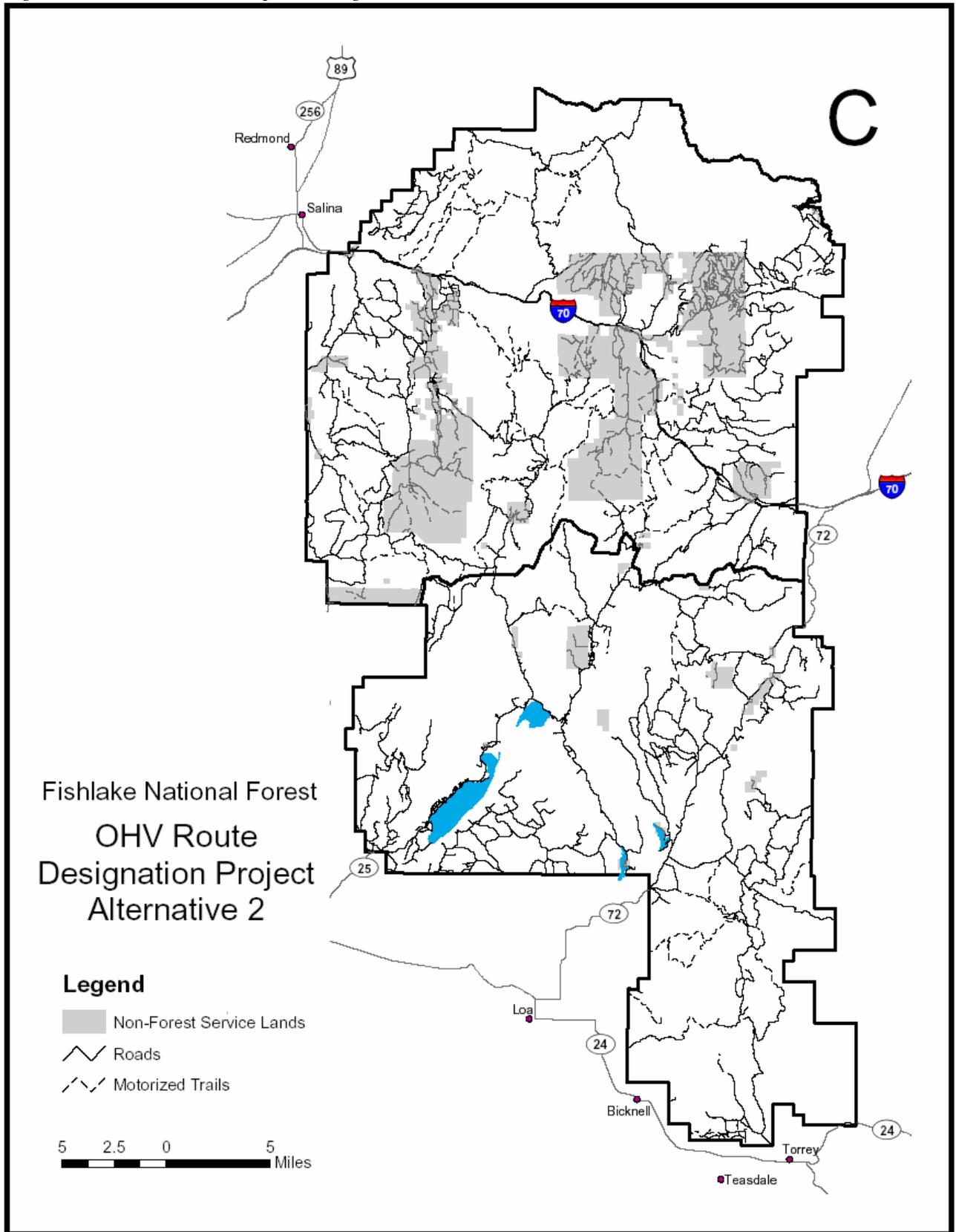


Table 2-7 shows the mileages for motorized route designations that would result from implementing Alternative 2. The data are displayed by ranger district. The action alternatives either create explicit designated routes or result in the route being obliterated.

Table 2-7. Alternative 2 – Motorized route mileage summary (grand total of all motorized designations = 2,690.5 miles).						
District	Open Yearlong	Open Seasonally	Street Legal Vehicles Only	Administrative Use Only	Undesignated Open	Undesignated Closed
Fillmore	718.9	17.6	24.9	0.4	0	0
Beaver	347.0	26.4	119.3	18.5	0	0
Richfield	644.5	242.8	65.4	18.2	0	0
Fremont River	264.4	103.3	59.9	19.0	0	0
FOREST TOTAL	1,974.8	390.1	269.5	56.1	0	0

Table 2-8 shows the types of changes that yield the mileages shown in Table 2-7. Tables that show detailed route status changes for Alternatives 2 are located in Appendix E.

Table 2-8. Alternative 2 – Road and trail miles for the Fishlake National Forest where use designations would be changed.			
FROM	TO	Roads	Trails
Open Yearlong	Open Seasonally	145.6	24.7
	Street Legal Only	39.8	0
	Administrative Use Only	4.7	0
	Non-motorized	8.6	9.3
	Obliterated	29.3	0.4
Open Seasonally	Open Yearlong	55.6	8.5
	Street Legal Only	0	0
	Administrative Use Only	1.0	0
	Non-motorized	0	0
	Obliterated	62.9	63.4
Street Legal Only	Open Yearlong	12.1	0
	Open Seasonally	0	0
	Administrative Use Only	1.1	0
	Non-motorized	0.3	0
	Obliterated	0	0
Administrative Use Only	Open Yearlong	0	0

Table 2-8. Alternative 2 – Road and trail miles for the Fishlake National Forest where use designations would be changed.			
FROM	TO	Roads	Trails
	Open Seasonally	0	0
	Street Legal Only	0	0
	Non-motorized	0	0
	Obliterated	0	0
	Open Yearlong	128.0	93.1
	Open Seasonally	23.0	29.7
	Street Legal Only	8.7	0.3
	Non-motorized	1.6	7.9
	Obliterated	181.4	288.5
	Open Yearlong	46.1	31.3
	Open Seasonally	8.8	16.6
	Street Legal Only	9.0	0
	Non-motorized	3.4	7.4
	Obliterated	70.6	125.6
	Open Yearlong	0	3.2
	Open Seasonally	0	4.5
	Street Legal Only	0	0
	Administrative Use Only	0	3.0
	Obliterated	0	24.6

Table 2-9 displays the changes to route types associated with Alternative 2. Road and trail mileages are presented for the forest.

Table 2-9. Alternative 2 - Road and trail miles for the Fishlake National Forest where route type authorization would be changed.				
FROM	TO			
	Forest Road	Forest Motorized Trail	Forest Non-motorized Trail	Obliterate
Forest Road		21.6	10.8	45.6
Forest Motorized Trail	1.3		9.3	1.0
Forest Non-motorized Trail	0	5.6		0.1
Unauthorized Road	243.7	9.0	3.1	298.5
Unauthorized Motorized Trail	0.3	191.6	15.3	476.9

Table 2-9. Alternative 2 - Road and trail miles for the Fishlake National Forest where route type authorization would be changed.

FROM	TO			
	Forest Road	Forest Motorized Trail	Forest Non-motorized Trail	Obliterate
Unauthorized Non-motorized Trail	0	5.2	98.4	24.5

Table 2-10 breaks out the individual and combined changes in use designation and authorization that are proposed to the existing travel plan for Alternative 2. Road and trail mileages are summarized for the forest. Note that a majority of the existing route designations and authorizations are not changing from current conditions, and thus are not included in this alternative.

Table 2-10. Alternative 2 - Forest route mileage summary of proposed use designation and authorization changes.

Route Type	Change in Use Designation Only	Change in Authorization Only	Change in Use Designation and Authorization	No Changes
Forest Roads*	277.5	18.8	59.2	1,616.0
Forest Motorized Trails	48.9	0	2.3	279.1
Forest Non-motorized Trails	5.6	0	0.1	886.2
Unauthorized Roads	298.9	34.7	220.8	0
Unauthorized Motorized Trails	178.3	25.6	480.2	0
Unauthorized Non-motorized Trails	24.5	98.4	5.2	0
Forest Totals	833.7	177.5	767.8	2,781.3

* State, Federal, and County roads located on forest are added for completeness even though they are not Forest Roads.

A critical part of making the motorized travel plan easier to enforce is making clear what is open and what is closed. Route obliteration and installation of new barriers are an important part of the strategy. Table 2-11 shows the number of new barriers that would be constructed in Alternative 2. The map showing the location of these barriers is included on the CD-ROM maps and on the interactive map server linked to the [project web page](#). The new barriers add to existing physical barriers that are already used to prevent or restrict motorized use on roads and trails on some routes. Most barriers would be used to prevent motorized users from driving on non-motorized

trails. However, some would be designed to prevent full sized vehicles from driving onto motorized trails. The forest needs gates to assure compliance on some of the seasonal closures, and to control access to administrative sites or permitted special uses where public access is not needed or desired.

Table 2-11. Alternative 2 - Number of new travel barriers by use restriction and type.		
Use Restriction	Closure Type	Number
Closure to All Motorized Use	Barrier	163
Closure to Motorized Vehicles > 50 inches wide	Barrier	1
Seasonal Closure to All Motorized Use	Gate	17
Administrative Use Only	Gate	22

Alternative 3, Modified Proposed Action

The Modified Proposed Action changes specific route and area designations in Alternative 2 to respond to public comments, internal reviews, and to account for the additional route inventory from 2004. This alternative represents incremental progress towards a preferred alternative and is another iteration of applying the criteria described in the Development of Alternatives. Alternative 3 corrects errors in Alternative 2 that were discovered after release of the proposed action, including those identified by the public. There are substantial differences in content between Alternatives 2 and 3 that are not readily evident in the mileage comparisons, which are similar for both alternatives. This is due in part to having different, but offsetting additions and deletions to motorized access in each alternative. Careful evaluation and comparison between the alternatives reveals the imprint from the route-specific public comments that the forest received. The ATV access provided to the south end of Fish Lake in Alternative 3, but prohibited in Alternative 2 is but one example of many. To make this change work, we must 1) enforce day use-only restrictions on the south end of Fish Lake, and 2) build fences to prevent motorized travel to the lakeshore and across wet meadows, which is occurring presently. Similar implementation requirements for this and other routes are tracked in the fishlake_travel_plan_changes.mdb Microsoft Access database, which is located in the project file.

Alternative 3 adds 465 miles of unauthorized routes to and would remove 50 miles of authorized routes from the forest's existing motorized system. About 756 miles of unauthorized motorized routes would be obliterated and 24 miles converted to non-motorized trail. This action would result in a system of roughly 2,132 miles of road and 582 miles of trail for a combined total of 2,714 miles of motorized routes. Of the latter total, 2,667 of these miles would be open to the public. The amount of seasonally restricted routes would increase from 329 miles to 381 miles. The ending date for the seasonal closure period that starts on January 1st would be lengthened from March 31 to April 15th. The existing configuration of the Paiute and Great Western Trail systems would be retained. Motorized travel off designated routes would be prohibited except for open use areas, over-snow vehicles, or as specified for access to dispersed camping, firewood gathering, emergency fire suppression, search and rescue, law enforcement, military operations, and Forest Service administrative use. Some changes in area restrictions for winter travel by over-snow vehicles are proposed to protect critical mule deer winter ranges. The preferred alternative designates 780 acres in three open use areas west of Richfield, and 189 acres at Velvet Ridges above Torrey, where motorized cross-country travel would still be permitted. Alternative 3 proposes changes to the open use area boundary at Velvet Ridges to reduce potential for impacting sensitive plants and to make the boundary more manageable. These areas are all open to motorized cross-country travel in the in the current travel plan.

Table 2-12 provides a summary of the area restrictions associated with Alternative 3. Figure 2-11 displays winter closure areas that would result from the proposed area restrictions. Figures 2-12, 2-13, and 2-14 display routes that would be open to motorized travel under Alternative 3. Figure 2-15 displays the open use areas from Alternative 1 that would be left open in Alternative 3. Detailed maps are included on the CD-ROM that accompanies the FEIS. They can be reviewed interactively on the map server link from the [project web page](#).

Table 2-12. Alternative 3 - Area summary of proposed motorized travel plan restrictions on the Fishlake National Forest (total of 1,454,380 acres for ² and ⁴).				
District	Seasonal Winter Closure¹	Travel on Designated Routes Only²	All Winter Closure³	Open Use Area⁴
Fillmore	0 acres	470,607 acres	1,204 acres	780 acres
Beaver	0 acres	297,444 acres	3,022 acres	0 acres
Richfield	0 acres	422,386 acres	15,277 acres	0 acres
Fremont River	0 acres	262,974 acres	0 acres	189 acres
FOREST TOTAL	0 acres	1,453,411 acres	19,503 acres	969 acres
¹ this area designation is the same as the “A” area restriction on the current travel plan, but only appears on the over-snow vehicle use map in Alternative 3. ² this is the same as the “B” areas on the current travel plan, and will not need to be shown on the summer motor vehicle use map because except for open use areas, the entire forest will be restricted to designated routes only. ³ this is similar to the “C” restrictions on the current travel plan, but would only appear on the over-snow vehicle use map. ⁴ this is the same as the unrestricted areas on the current travel plan, except that it is officially designated in the action alternatives and would be shown on the motor vehicle use map.				

Table 2-13 shows the mileages for motorized route designations that would result from implementing Alternative 3. The data are displayed by ranger district.

Figure 2-11. Alternative 3 - winter use closures resulting from proposed area restrictions.

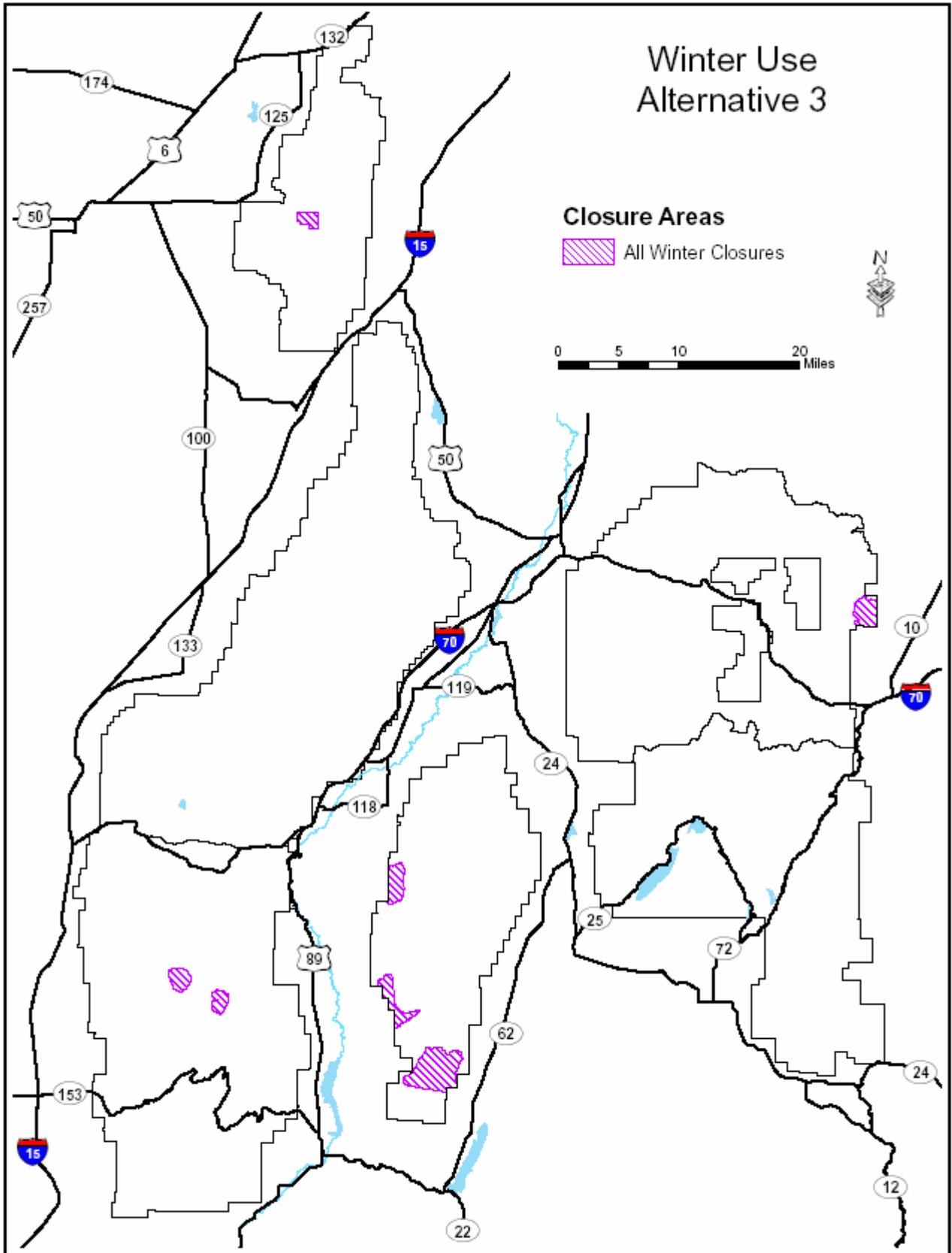


Figure 2-12. Alternative 3, Map A – designated motorized routes.

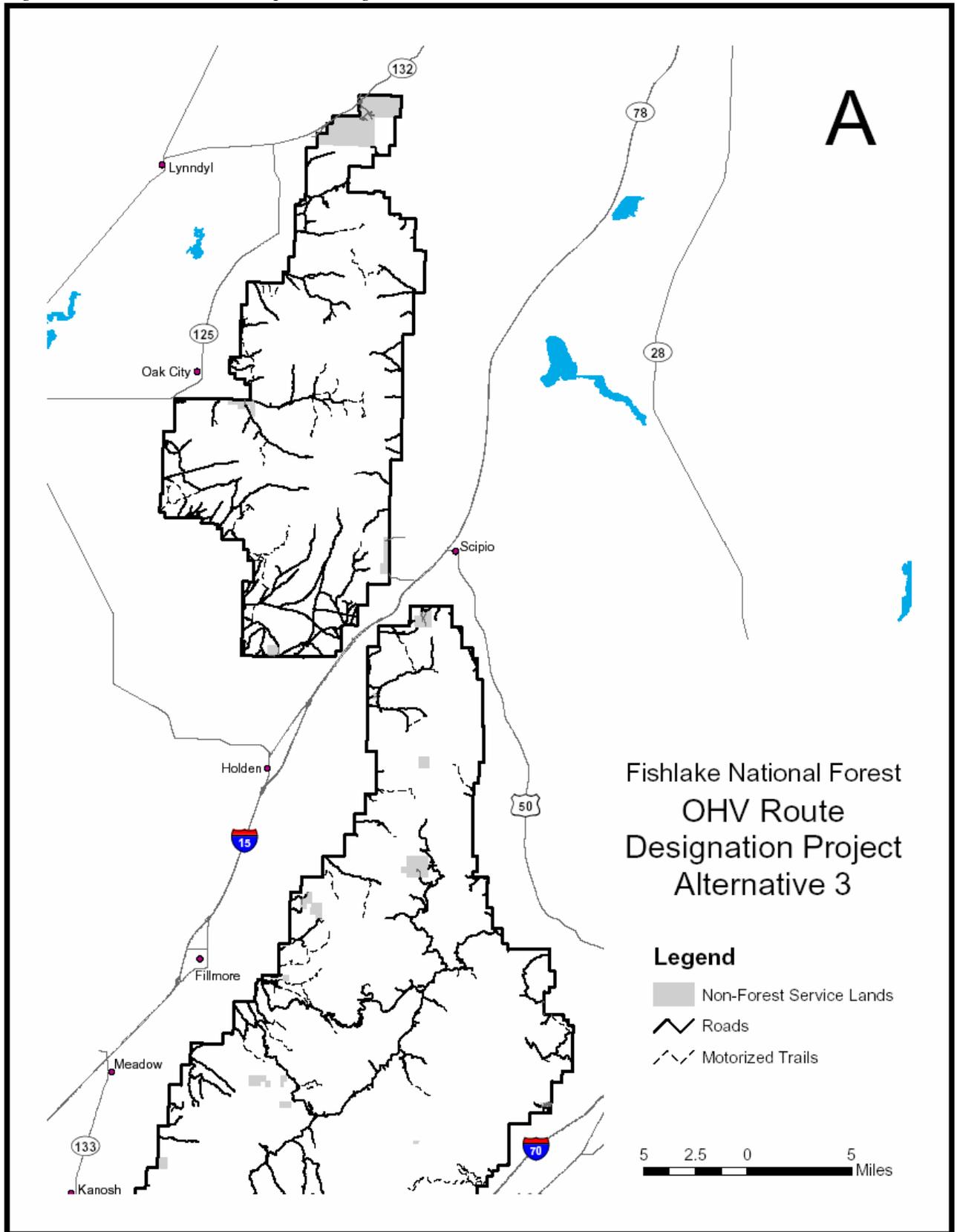


Figure 2-13. Alternative 3, Map B – designated motorized routes.

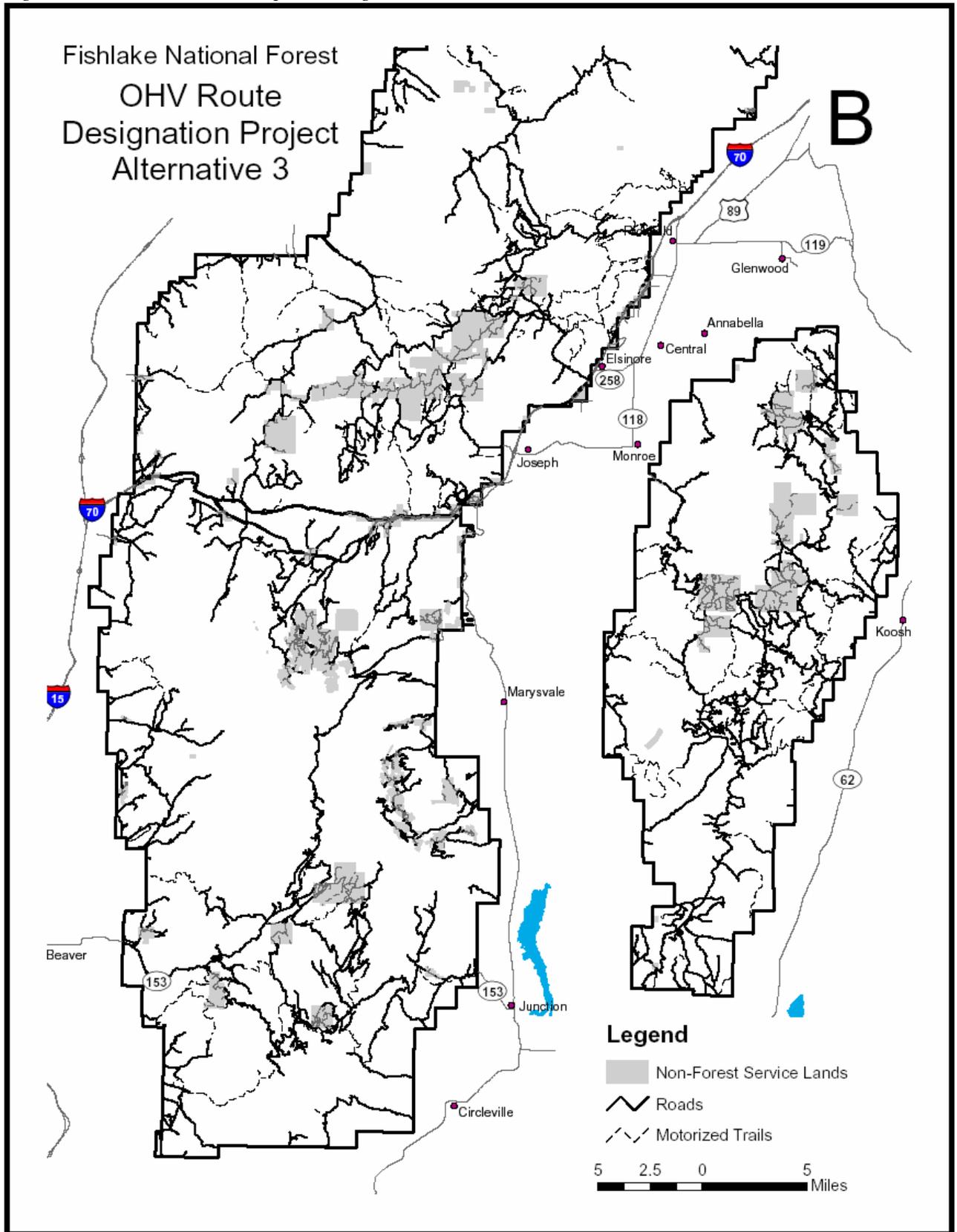


Figure 2-14. Alternative 3, Map C – designated motorized routes.

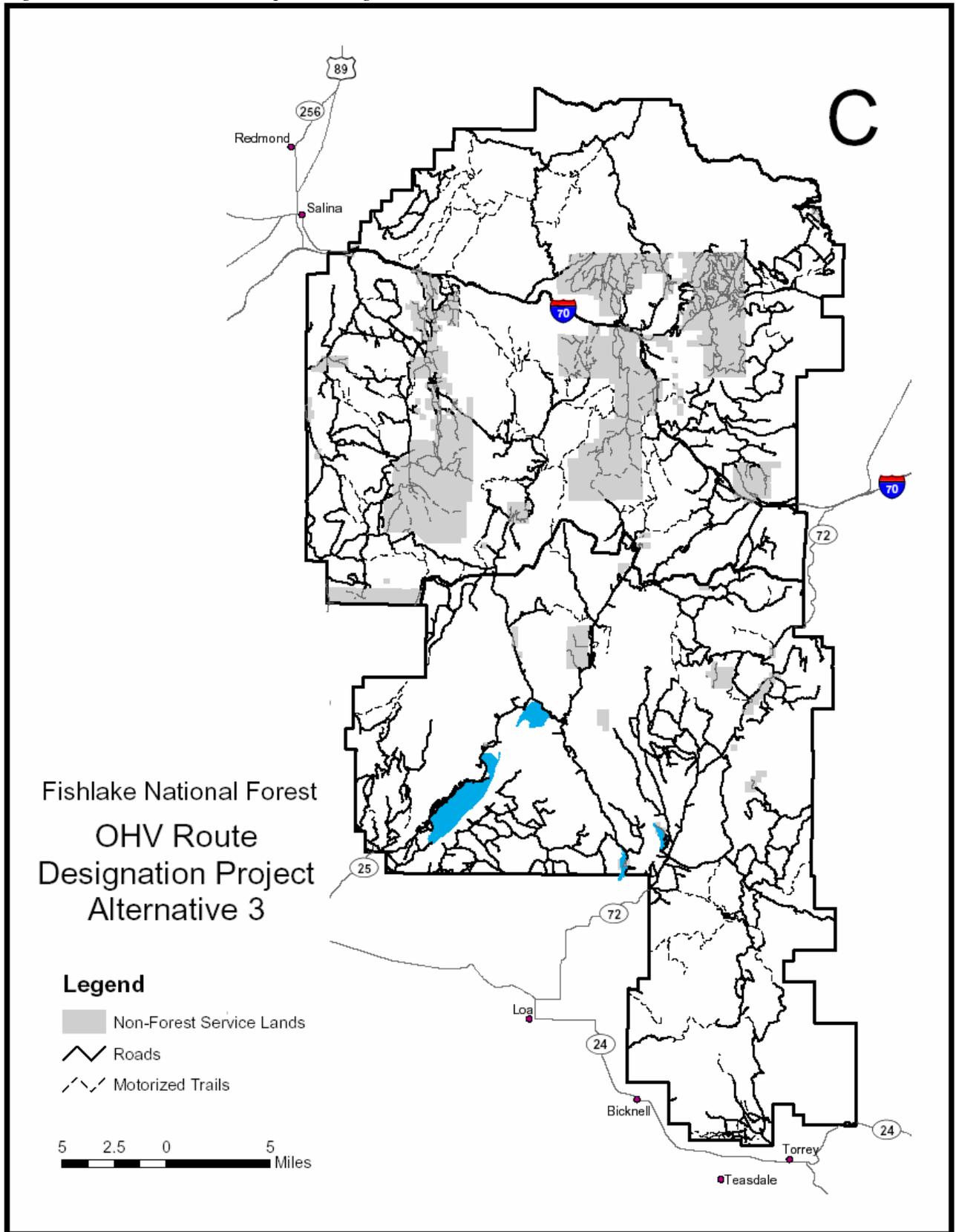
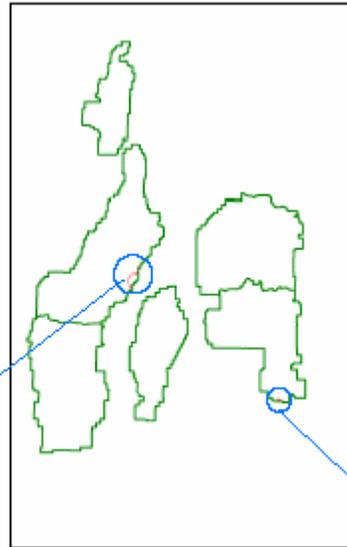
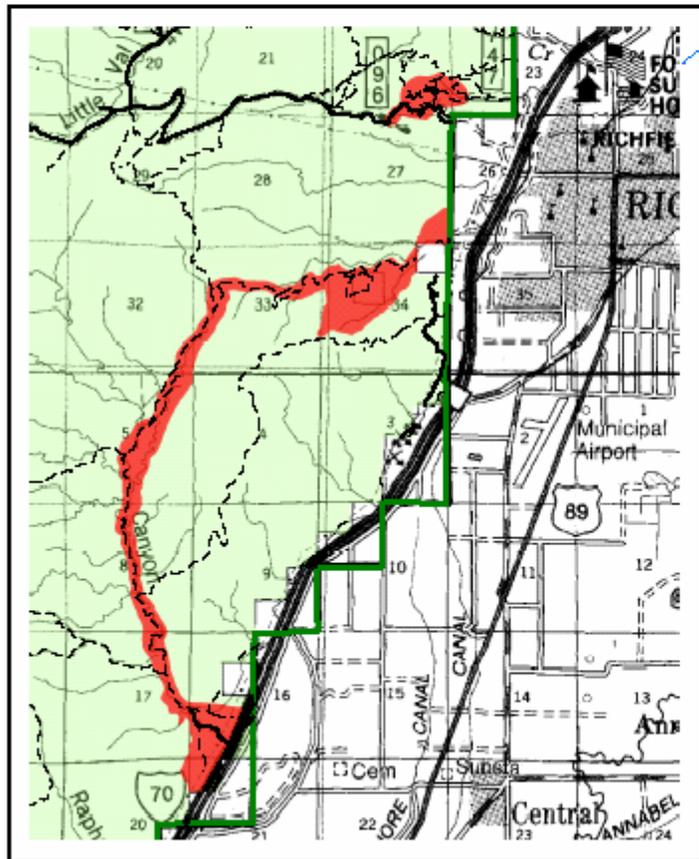


Figure 2-15. Alternative 3 - designated open use areas.

Fishlake National Forest

OHV Route
Designation Project
Open Use Areas
Alternative 3



Legend

- Managed Use, Alt. 3
- Forest Boundary
- Forest Service Lands
- Roads
- Motorized Trails

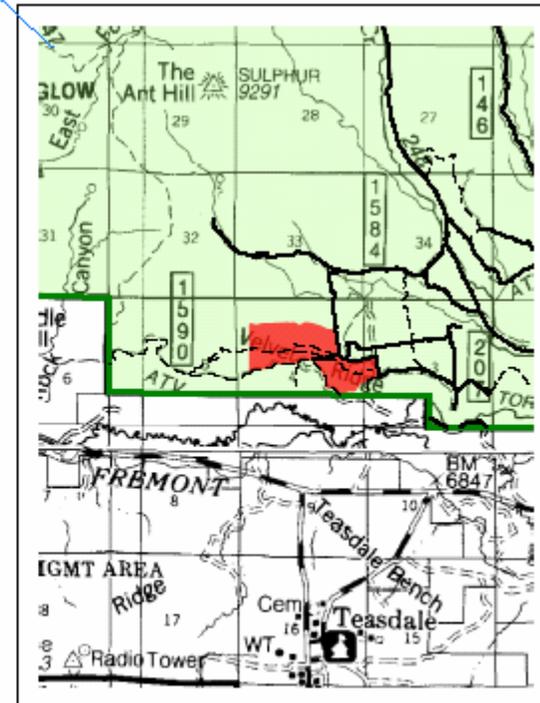


Table 2-13. Alternative 3 - Motorized route mileage summary (grand total of all motorized designations = 2,714.3 miles).

District	Open Yearlong	Open Seasonally	Street Legal Vehicles Only	Administrative Use Only	Undesignated Open	Undesignated Closed
Fillmore	712.9	17.6	24.9	1.6	0	0
Beaver	349.7	29.4	121.6	19.2	0	0
Richfield	655.3	212.9	65.4	15.7	0	0
Fremont River	299.6	120.8	56.7	11.2	0	0
FOREST TOTAL	2,017.4	380.6	268.6	47.7	0	0

Table 2-14 shows the types of changes to use designations that would create the mileages shown in Table 2-13. Tables that show detailed designation and classification changes for Alternatives 3 are located in Appendix E.

Table 2-14. Alternative 3 - Road and trail miles for the Fishlake National Forest where use designations would be changed.

FROM	TO	Roads	Trails
Open Yearlong	Open Seasonally	135.8	15.2
	Street Legal Only	40.6	0
	Administrative Use Only	6.2	0
	Non-motorized	9.9	14.7
	Obliterated	32.1	0.4
Open Seasonally	Open Yearlong	54.7	8.1
	Street Legal Only	0	0
	Administrative Use Only	0.8	0
	Non-motorized	0.2	0.2
	Obliterated	64.1	65.2
Street Legal Only	Open Yearlong	12.1	0
	Open Seasonally	0	0
	Administrative Use Only	1.1	0
	Non-motorized	0.3	0
	Obliterated	0	0
Administrative Use Only	Open Yearlong	0	0
	Open Seasonally	0	0
	Street Legal Only	0	0

Table 2-14. Alternative 3 - Road and trail miles for the Fishlake National Forest where use designations would be changed.			
FROM	TO	Roads	Trails
	Non-motorized	0	0
	Obliterated	1.0	0
Undesignated Open	Open Yearlong	114.8	102.4
	Open Seasonally	29.0	30.3
	Street Legal Only	8.5	0
	Non-motorized	1.6	10.6
	Obliterated	190.2	275.1
Undesignated Closed	Open Yearlong	62.6	35.2
	Open Seasonally	10.5	19.3
	Street Legal Only	7.5	0.2
	Non-motorized	4.2	9.8
	Obliterated	61.6	116.4
Non-motorized	Open Yearlong	0	23.4
	Open Seasonally	0	5.3
	Street Legal Only	0	0
	Administrative Use Only	0	3.0
	Obliterated	0	27.1

Table 2-15 displays the changes to route types associated with Alternative 3. Road and trail mileages are presented for the forest.

Table 2-15. Alternative 3 - Road and trail miles for the Fishlake National Forest where route type authorization would be changed.				
FROM	TO			
	Forest Road	Forest Motorized Trail	Forest Non-motorized Trail	Obliterate
Forest Road		21.0	13.2	48.8
Forest Motorized Trail	1.3		14.6	1.0
Forest Non-motorized Trail	0	25.0		6.0
Unauthorized Road	241.3	9.8	3.1	300.2
Unauthorized Motorized Trail	1.4	206.0	20.6	456.0
Unauthorized Non-motorized Trail	0	6.7	100.3	21.1

Table 2-16 breaks out the individual and combined changes in use designation and authorization that are proposed to the existing travel plan for Alternative 3. Road and trail mileages are summarized for the forest. Note that a majority of the existing route designations and authorizations are not changing from current conditions, and thus are not included in this alternative.

Table 2-16. Alternative 3 - Forest route mileage summary of proposed use designation and authorization changes.				
Route Type	Change in Designation Only	Change in Authorization Only	Change in Designation and Authorization	No Changes
Forest Roads*	270.3	19.1	63.9	1,618.1
Forest Motorized Trails	44.8	0	2.3	283.2
Forest Non-motorized Trails	25.0	0	6.0	860.9
Unauthorized Roads	300.6	34.3	219.5	0
Unauthorized Motorized Trails	459.4	23.9	200.8	0
Unauthorized Non-motorized Trails	21.1	100.3	6.7	0
Forest Totals	1,121.2	177.6	499.2	2,762.2

* State, Federal, and County roads located on forest are added for completeness even though they are not Forest Roads.

Table 2-17 shows the number of new barriers that would be constructed in Alternative 3. A map showing the location of these barriers is included on the CD-ROM maps and on the interactive map server linked to the [project web page](#).

Table 2-17. Alternative 3 - Number of new travel barriers by use restriction and type.		
Use Restriction	Closure Type	Number
Closure to All Motorized Use	Barrier	173
Closure to Motorized Vehicles > 50 inches wide	Barrier	3
Seasonal Closure to All Motorized Use	Gate	20
Administrative Use Only	Gate	23

Alternative 4, Non-motorized Emphasis Alternative

The Non-motorized Emphasis alternative combines suggestions from public comments and advocacy groups such as Utah Forest Network, Three Forests Coalition, and the Utah Environmental Congress, to add greater emphasis to protection of wilderness characteristics and biological and physical resources.

Alternative 4 adds 44 miles of unauthorized routes to and would remove 61 miles of authorized routes from the forest’s existing motorized system. About 1,113 miles of unauthorized motorized routes would be obliterated and 84 miles converted to non-motorized trail. This action would result in a system of roughly 1,926 miles of road and 196 miles of trail for a combined total of 2,122 miles of motorized routes. Of the latter total, 2,066 of these miles would be open to the public. The amount of seasonally restricted routes would decrease from 329 miles to 231 miles due to obliteration of routes in winter range. The ending date for the seasonal closure period that starts on January 1st would be lengthened from March 31 to April 15th. Removing side-trails that are located in the current inventory of unroaded and undeveloped areas would modify the existing configuration of the Paiute and Great Western Trail systems. Motorized travel off designated routes would be prohibited except for open use areas, over-snow vehicles, or as specified for access to dispersed camping, firewood gathering, emergency fire suppression, search and rescue, law enforcement, military operations, and Forest Service administrative use. Some changes in area restrictions for winter travel by over-snow vehicles are proposed to protect critical mule deer winter ranges. Alternative 4 would have no open use areas where motorized cross-country travel would be permitted.

Table 2-18 provides a summary of the area restrictions associated with Alternative 4. Figure 2-16 displays winter closure areas that would result from the proposed area restrictions. Figures 2-17, 2-18, and 2-19 display routes that would be open to motorized travel under Alternative 4. Detailed maps are included on the CD-ROM that accompanies the FEIS. They can be viewed interactively on the map server link from the [project web page](#).

Table 2-18. Alternative 4 - Area summary of proposed motorized travel plan restrictions on the Fishlake National Forest (total of 1,454,380 acres for ² and ⁴).

District	Seasonal Winter Closure ¹	Travel on Designated Routes Only ²	All Winter Closure ³	Open Use Area ⁴
Fillmore	0 acres	471,387 acres	1,204 acres	0 acres
Beaver	0 acres	297,444 acres	3,022 acres	0 acres
Richfield	0 acres	422,386 acres	15,277 acres	0 acres
Fremont River	0 acres	263,163 acres	0 acres	0 acres
FOREST TOTAL	0 acres	1,454,380 acres	19,503 acres	0 acres

¹ this area designation is the same as the “A” area restriction on the current travel plan, but only appears on the over-snow vehicle use map in Alternative 4.

² this is the same as the “B” areas on the current travel plan, and will not need to be shown on the summer motor vehicle use map because except for open use areas, the entire forest will be restricted to designated routes only.

³ this is similar to the “C” restrictions on the current travel plan, but would only appear on the over-snow vehicle use map.

⁴ this is the same as the unrestricted areas on the current travel plan, except that it is officially designated in the action alternatives and would be shown on the motor vehicle use map.

Figure 2-16. Alternative 4 - winter use closures resulting from proposed area restrictions.

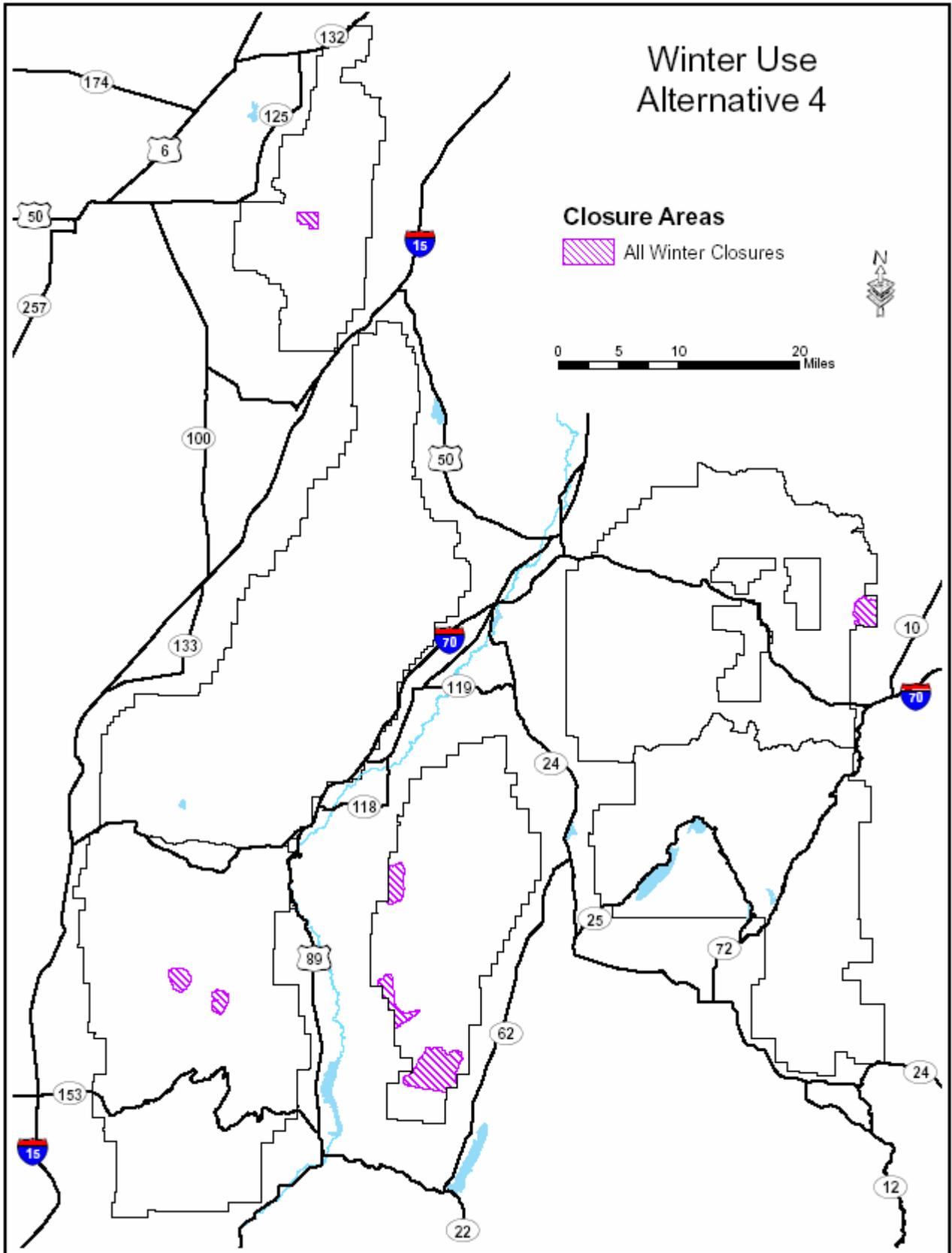


Figure 2-17. Alternative 4, Map A – designated motorized routes.

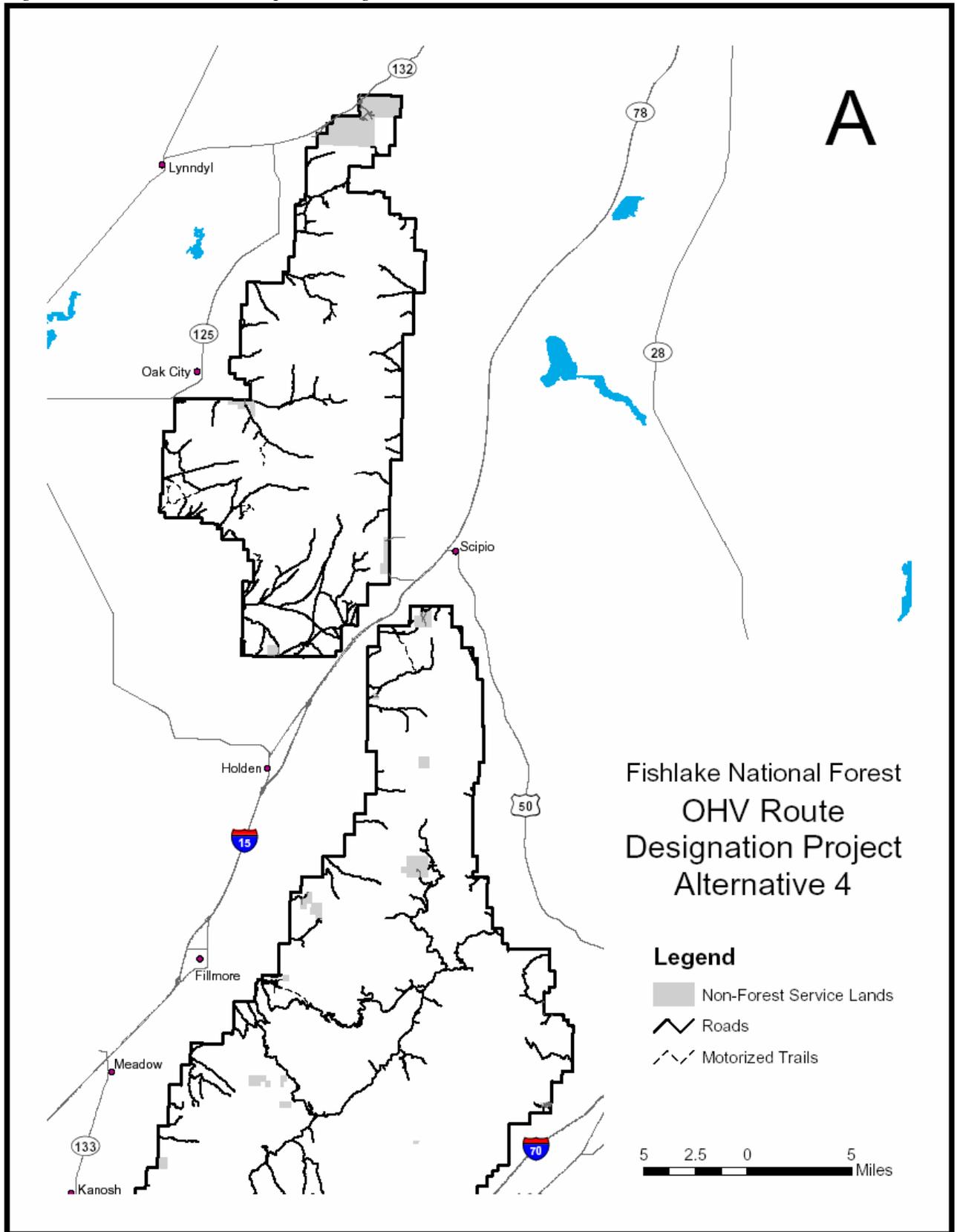


Figure 2-18. Alternative 4, Map B – designated motorized routes.

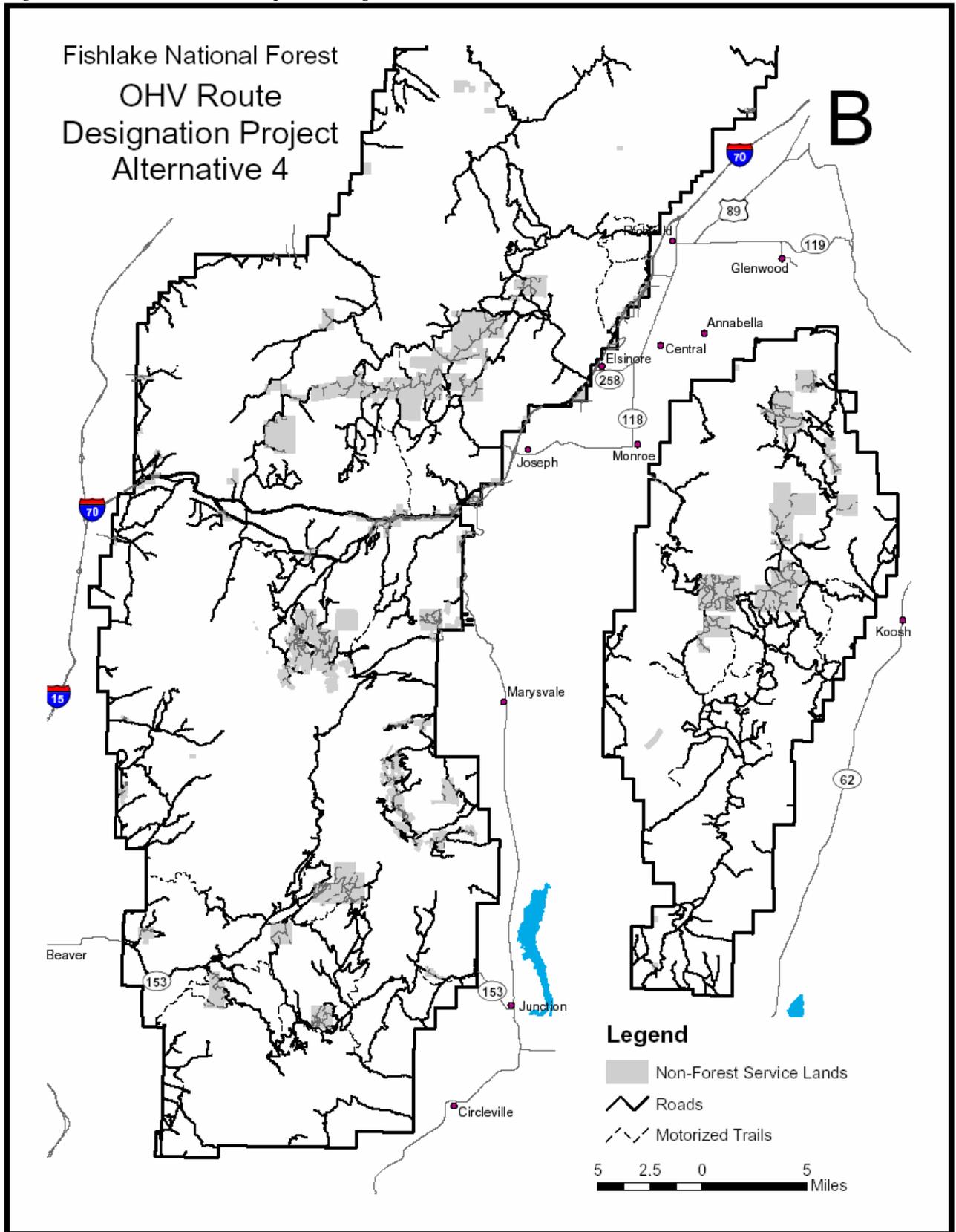


Figure 2-19. Alternative 4, Map C – designated motorized routes.

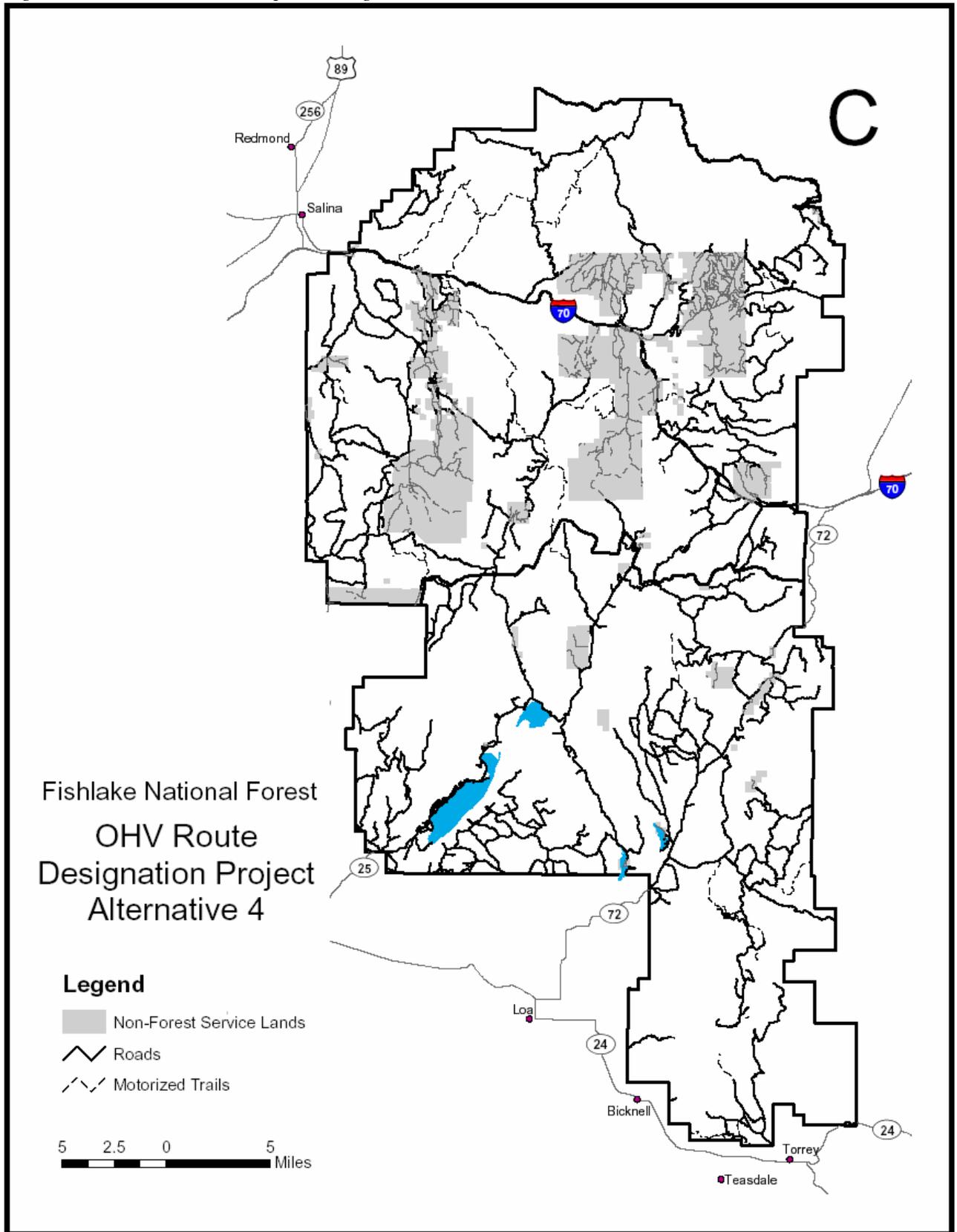


Table 2-19 shows the mileages for motorized route designations that would result from implementing Alternative 4. The data are displayed by ranger district.

Table 2-19. Alternative 4 - Motorized route mileage summary (grand total of all motorized designations = 2,122.3 miles).						
District	Open Yearlong	Open Seasonally	Street Legal Vehicles Only	Administrative Use Only	Undesignated Open	Undesignated Closed
Fillmore	506.2	6.3	23.6	5.2	0	0
Beaver	311.7	27.6	113.0	21.1	0	0
Richfield	518.0	113.3	65.4	14.4	0	0
Fremont River	241.3	83.3	56.3	15.4	0	0
FOREST TOTAL	1,577.3	230.6	258.3	56.1	0	0

Table 2-20 shows the types of changes that yield the mileages shown in Table 2-19. Tables that show detailed route status changes for Alternatives 4 are located in Appendix E.

Table 2-20. Alternative 4 - Road and trail miles for the Fishlake National Forest where use designations would be changed.			
FROM	TO	Roads	Trails
Open Yearlong	Open Seasonally	135.8	6.7
	Street Legal Only	40.6	0
	Administrative Use Only	6.6	1.7
	Non-motorized	9.9	132.7
	Obliterated	35.1	5.9
Open Seasonally	Open Yearlong	44.1	0
	Street Legal Only	0	0
	Administrative Use Only	0.6	0
	Non-motorized	2.9	16.2
	Obliterated	97.1	88.6
Street Legal Only	Open Yearlong	12.1	0
	Open Seasonally	0	0
	Administrative Use Only	1.1	0
	Non-motorized	0.3	0
	Obliterated	0	0

Table 2-20. Alternative 4 - Road and trail miles for the Fishlake National Forest where use designations would be changed.			
FROM	TO	Roads	Trails
Administrative Use Only	Open Yearlong	0	0
	Open Seasonally	0	0
	Street Legal Only	0	0
	Non-motorized	0	0
	Obliterated	1.0	0
Undesignated Open	Open Yearlong	6.1	0.8
	Open Seasonally	2.9	2.1
	Street Legal Only	1.3	0
	Non-motorized	10.5	39.6
	Obliterated	319.4	375.8
Undesignated Closed	Open Yearlong	27.5	0.5
	Open Seasonally	4.0	0.0
	Street Legal Only	4.4	0.2
	Non-motorized	6.3	30.9
	Obliterated	102.2	148.6
Non-motorized	Open Yearlong	0	2.0
	Open Seasonally	0	0
	Street Legal Only	0	0
	Administrative Use Only	0	3.0
	Obliterated	0	29.8

Table 2-21 displays the changes to route types associated with Alternative 4. Road and trail mileages are presented for the forest.

Table 2-21. Alternative 4 - Road and trail miles for the Fishlake National Forest where route type authorization would be changed.				
FROM	TO			
	Forest Road	Forest Motorized Trail	Forest Non-motorized Trail	Obliterate
Forest Road		15.6	13.2	51.8
Forest Motorized Trail	1.3		152.3	9.3
Forest Non-motorized Trail	0	3.1		6.0
Unauthorized Road	33.9	0.8	16.8	503.0
Unauthorized Motorized Trail	0.2	7.1	67.2	609.6

Table 2-21. Alternative 4 - Road and trail miles for the Fishlake National Forest where route type authorization would be changed.

FROM	TO			
	Forest Road	Forest Motorized Trail	Forest Non-motorized Trail	Obliterate
Unauthorized Non-motorized Trail	0	1.9	102.4	23.8

Table 2-22 breaks out the individual and combined changes in use designation and authorization that are proposed to the existing travel plan for Alternative 4. The numbers are summarized by route type for the forest. Note that a majority of the existing route designations and authorizations are not changing from current conditions, and thus are not included in this alternative.

Table 2-22. Alternative 4 - Forest route mileage summary of proposed use designation and authorization changes.

Route Type	Change in Designation Only	Change in Authorization Only	Change in Designation and Authorization	No Changes
Forest Roads*	270.7	13.7	67.0	1,620.2
Forest Motorized Trails	149.1	0	22.1	158.9
Forest Non-motorized Trails	3.1	0	6.0	882.8
Unauthorized Roads	503.4	9.4	41.6	0
Unauthorized Motorized Trails	609.6	0	74.5	0
Unauthorized Non-motorized Trails	23.8	102.4	1.9	0
Forest Totals	1,559.7	125.5	213.1	2,661.9

* State, Federal, and County roads located on forest are added for completeness even though they are not Forest Roads.

Table 2-23 shows the number of new barriers that would be constructed in Alternative 4. A map showing the location of these barriers is included on the CD-ROM maps and on the interactive map server linked to the [project web page](#).

Table 2-23. Alternative 4 - Number of new travel barriers by use restriction and type.		
Use Restriction	Closure Type	Number
Closure to All Motorized Use	Barrier	237
Closure to Motorized Vehicles > 50 inches wide	Barrier	0
Seasonal Closure to All Motorized Use	Gate	13
Administrative Use Only	Gate	32

Alternative 5, Final Preferred Alternative

The Final Preferred Alternative blends elements from each of the other action alternatives in response to route and area specific concerns identified by the public and through internal reviews. This alternative also accounts for the additional route inventory incorporated in 2005 and 2006 and represents the culmination of applying the criteria described in the Development of Alternatives. Alternative 5 fixes errors in Alternative 2, 3, and 4 that were discovered after release of the DEIS, including those identified by the public. There are substantial differences in content between Alternative 5 and the other action alternatives that are not readily evident in the mileage comparisons. This is due in part to having different, but offsetting additions and deletions to motorized access in each alternative. Careful evaluation and comparison between the alternatives reveals the imprint from the route-specific public comments that the forest received. Implementation requirements are tracked in the fishlake_travel_plan_changes.mdb Microsoft Access database, which is located in the project file.

Alternative 5 adds 587 miles of unauthorized routes to and would remove 73 miles of authorized routes from the forest's existing motorized system. About 635 miles of unauthorized motorized routes would be obliterated and 23 miles converted to non-motorized trail. This action would result in a system of roughly 2,181 miles of road and 639 miles of trail for a combined total of 2,820 miles of motorized routes. Of the latter total, 2,742 of these miles would be open to the public. The amount of seasonally restricted routes would increase from 329 miles to 424 miles. The ending date for the seasonal closure period that starts on January 1st would be lengthened from March 31 to April 15th. The existing configuration of the Paiute and Great Western Trail systems would be retained. Motorized travel off designated routes would be prohibited except for open use areas, over-snow vehicles, or as specified for access to dispersed camping, firewood gathering, emergency fire suppression, search and rescue, law enforcement, military operations, and Forest Service administrative use. Some changes in area restrictions for winter travel by over-snow vehicles are proposed to protect critical mule deer winter ranges, but areas currently closed to all motorized travel are otherwise left unaltered. The preferred alternative designates 690 acres in two open use areas west of Richfield, UT and 189 acres at Velvet Ridges above Torrey, UT where motorized cross-country travel would be permitted. Like Alternative 3, Alternative 5 proposes changes to the open use area boundary at Velvet Ridges to reduce potential for impacting sensitive plants and to make the boundary more manageable. Contrary to Alternatives 2 and 3, the most northern open use area on the Fillmore district would be dropped in Alternative 5. This would be done to protect cryptobiotic soils in the area, and for public safety. The open use areas remaining are open to motorized cross-country travel in the current travel plan.

Table 2-24 provides a summary of the area restrictions associated with Alternative 5. Figure 2-20 displays winter closure areas that would result from the proposed area restrictions. Figures 2-21, 2-22, and 2-23 display routes that would be open to motorized travel under Alternative 5. Figure 2-24 displays the open use areas from Alternative 1 that would be left open in Alternative 5.

Detailed maps are included on the CD-ROM that accompanies the FEIS. They can be viewed interactively on the map server link from the [project web page](#).

Table 2-24. Alternative 5 - Area summary of proposed motorized travel plan restrictions on the Fishlake National Forest (total of 1,454,380 acres for ² and ⁴).				
District	Seasonal Winter Closure¹	Travel on Designated Routes Only²	All Winter Closure³	Open Use Area⁴
Fillmore	23,308 acres	470,697 acres	68,111 acres	690 acres
Beaver	20,987 acres	297,444 acres	48,038 acres	0 acres
Richfield	30,264 acres	422,387 acres	22,436 acres	0 acres
Fremont River	61,911 acres	262,974 acres	18,882 acres	189 acres
FOREST TOTAL	136,470 acres	1,453,501 acres	157,467 acres	879 acres
¹ this area designation is the same as the “A” area restriction on the current travel plan, but only appears on the over-snow vehicle use map in Alternative 5. ² this is the same as the “B” areas on the current travel plan, and will not need to be shown on the summer motor vehicle use map because except for open use areas, the entire forest will be restricted to designated routes only. ³ this is similar to the “C” restrictions on the current travel plan, but would only appear on the over-snow vehicle use map. ⁴ this is the same as the unrestricted areas on the current travel plan, except that it is officially designated in the action alternatives and would be shown on the motor vehicle use map.				

Table 2-25 shows the mileages for motorized route designations that would result from implementing Alternative 5. The data are displayed by ranger district.

Figure 2-20. Alternative 5 - winter use closures resulting from proposed area restrictions.

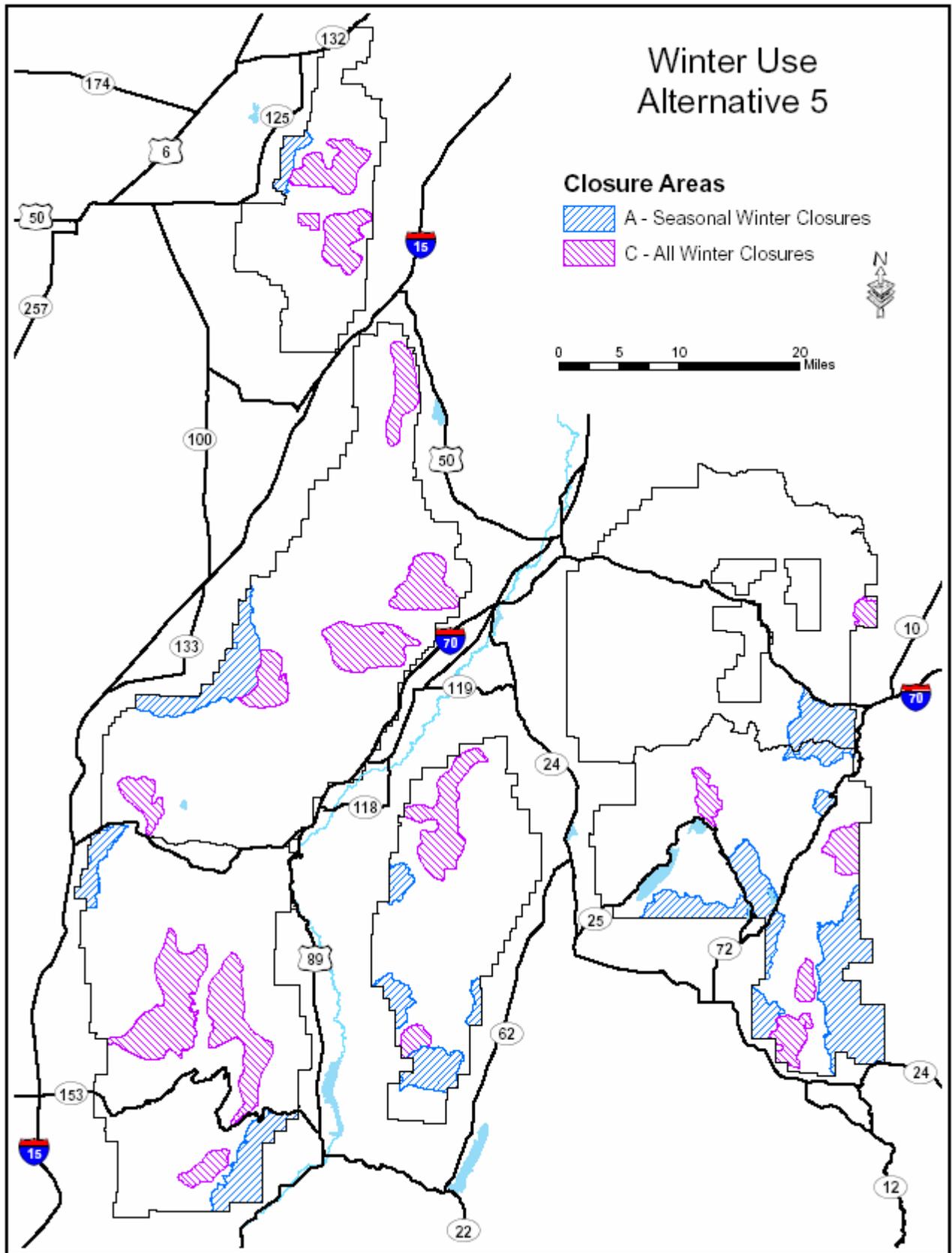


Figure 2-21. Alternative 5, Map A – designated motorized routes.

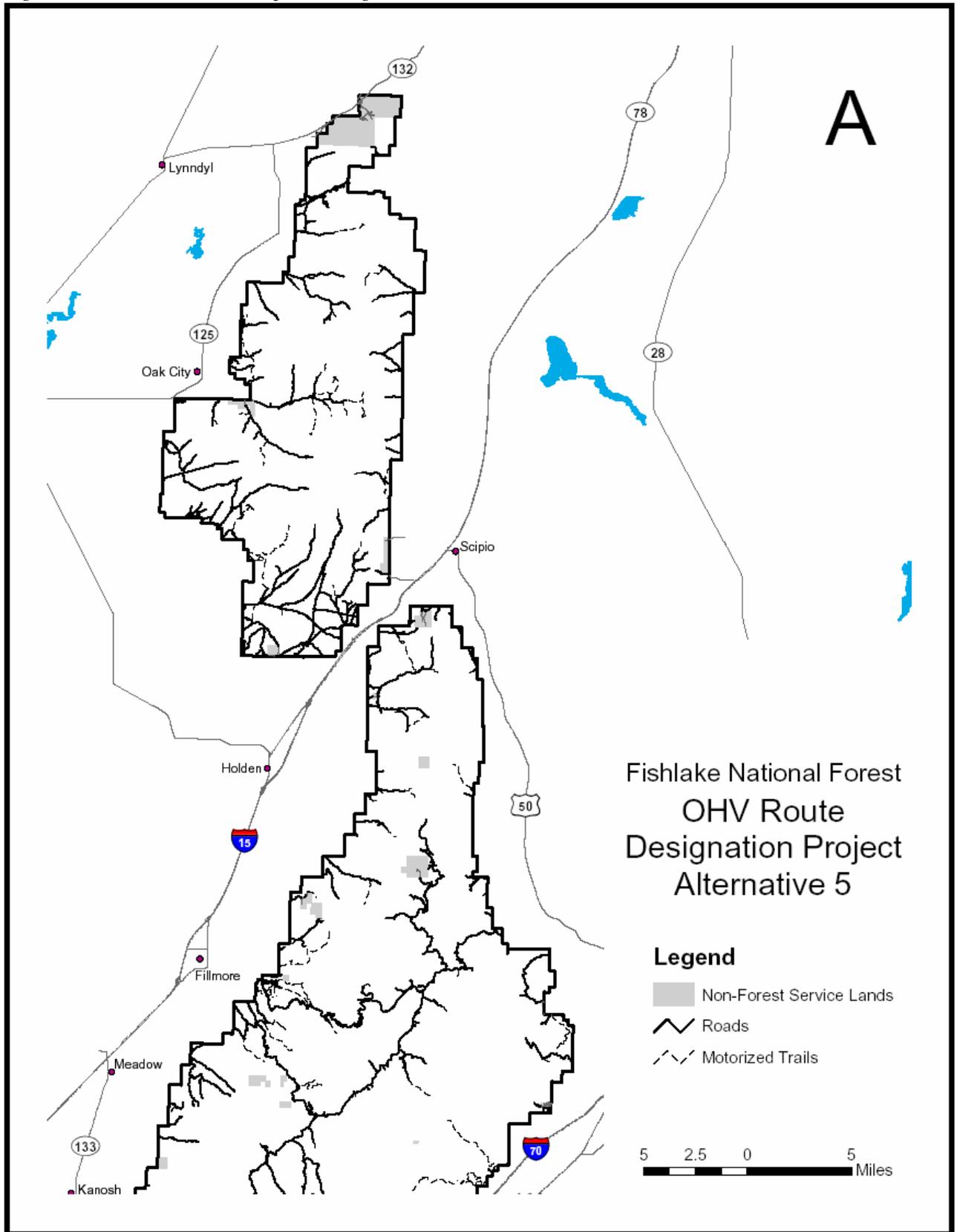


Figure 2-23. Alternative 5, Map C – designated motorized routes.

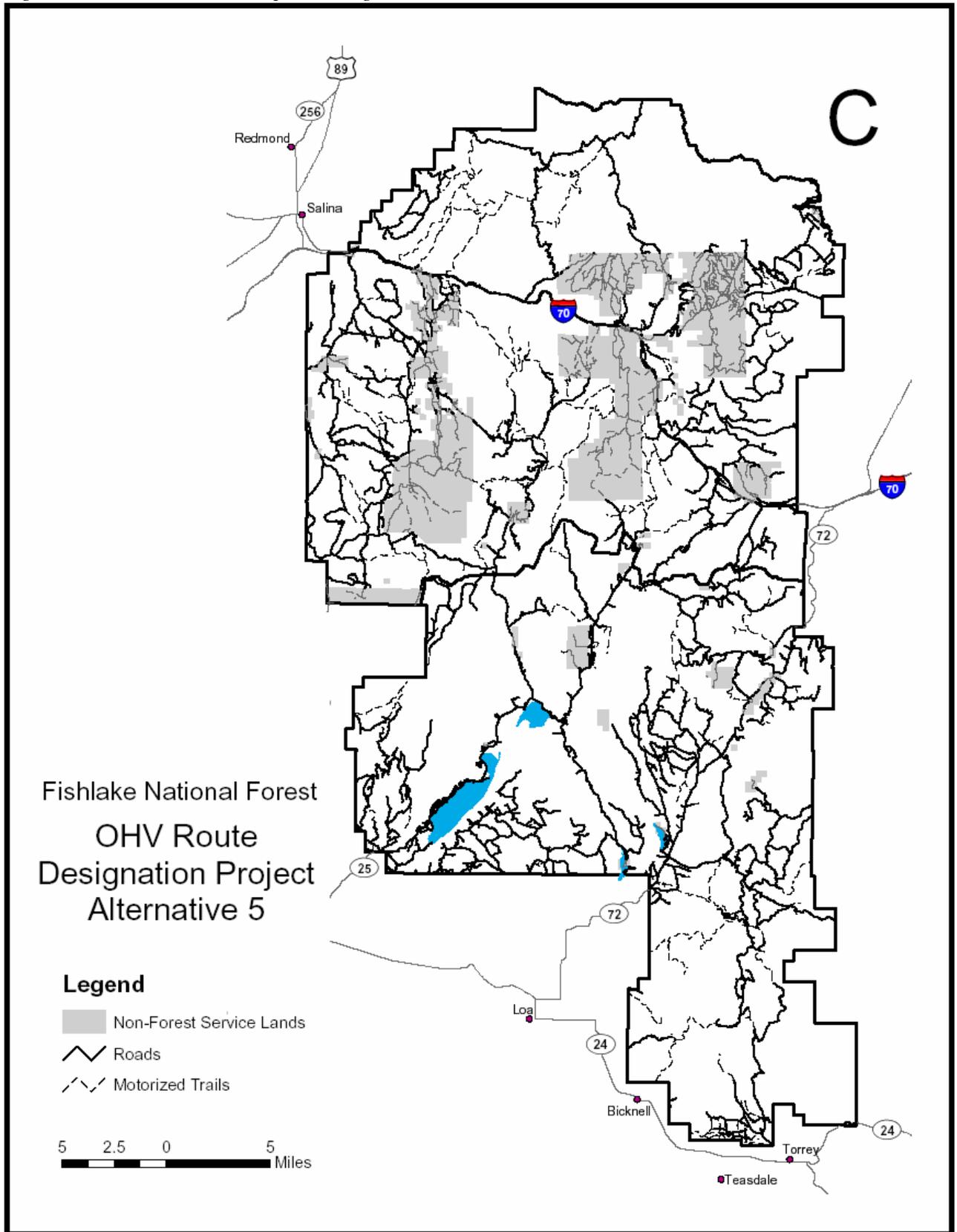
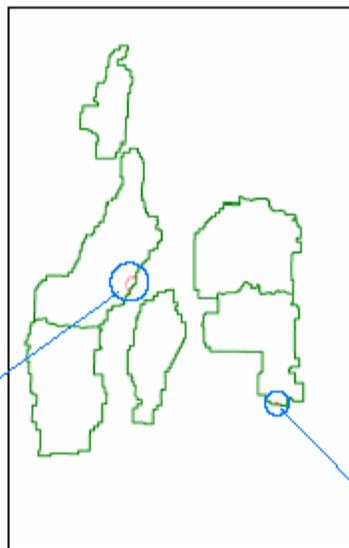
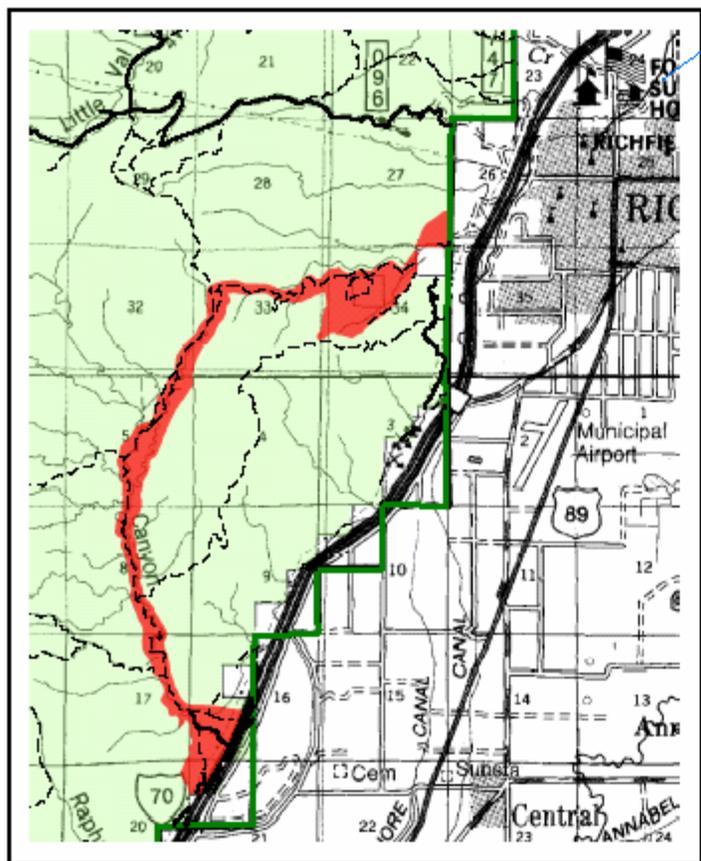


Figure 2-24. Alternative 5 - designated open use areas.

Fishlake National Forest

OHV Route
Designation Project
Open Use Areas
Alternative 5



Legend

- Managed Use, Alt. 5
- Forest Boundary
- Forest Service Lands
- Roads
- Motorized Trails

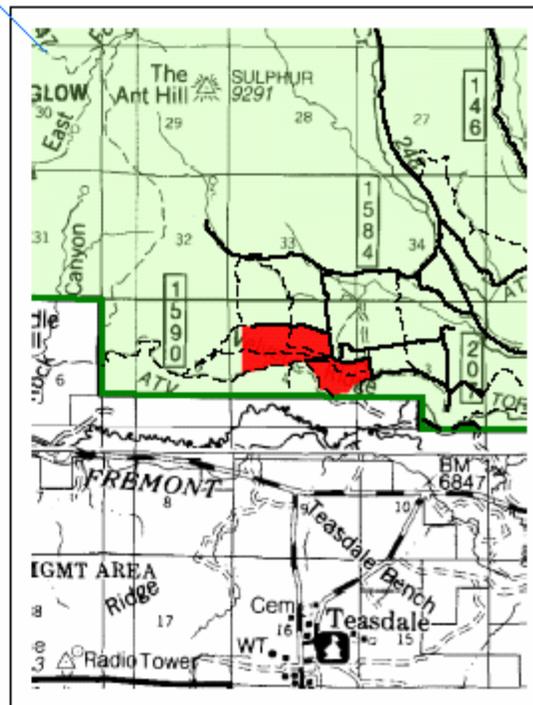


Table 2-25. Alternative 5 - Motorized route mileage summary (grand total of all motorized designations = 2,820.2 miles).

District	Open Yearlong	Open Seasonally	Street Legal Vehicles Only	Administrative Use Only	Undesignated Open	Undesignated Closed
Fillmore	710.5	17.6	25.2	0.5	0	0
Beaver	371.1	29.5	106.8	38.7	0	0
Richfield	651.8	232.8	71.8	16.6	0	0
Fremont River	321.1	143.6	59.9	22.6	0	0
FOREST TOTAL	2,054.5	423.6	263.7	78.4	0	0

Table 2-26 shows the types of changes that yield the mileages shown in Table 2-25. Tables that show detailed route status changes for Alternatives 5 are located in Appendix E.

Table 2-26. Alternative 5 - Road and trail miles for the Fishlake National Forest where use designations would be changed.

FROM	TO	Roads	Trails
Open Yearlong	Open Seasonally	144.4	17.7
	Street Legal Only	35.9	0
	Administrative Use Only	8.2	0
	Non-motorized	7.6	11.2
	Obliterated	48.3	7.7
Open Seasonally	Open Yearlong	54.3	6.8
	Street Legal Only	0	0
	Administrative Use Only	0.8	0.6
	Non-motorized	0.2	0.2
	Obliterated	54.8	63.2
Street Legal Only	Open Yearlong	12.3	0
	Open Seasonally	0.4	0
	Administrative Use Only	1.1	0
	Non-motorized	0.3	0
	Obliterated	0	0
Administrative Use Only	Open Yearlong	0	0
	Open Seasonally	0	0
	Street Legal Only	0	0
	Non-motorized	0	0

Table 2-26. Alternative 5 - Road and trail miles for the Fishlake National Forest where use designations would be changed.			
FROM	TO	Roads	Trails
	Obliterated	1.4	0
Undesignated Open	Open Yearlong	147.2	111.6
	Open Seasonally	43.3	38.9
	Street Legal Only	7.7	0
	Non-motorized	2.4	11.5
	Obliterated	134.4	250.6
Undesignated Closed	Open Yearlong	74.9	43.4
	Open Seasonally	8.2	0
	Street Legal Only	8.9	0
	Non-motorized	5.4	7.3
	Obliterated	39.6	108.1
Non-motorized	Open Yearlong	0	26.1
	Open Seasonally	0	5.2
	Street Legal Only	0	0
	Administrative Use Only	0	3.0
	Obliterated	0	29.8

Table 2-27 displays the changes to route types associated with Alternative 5. Road and trail mileages are presented for the forest.

Table 2-27. Alternative 5 - Road and trail miles for the Fishlake National Forest where route type authorization would be changed.				
FROM	TO			
	Forest Road	Forest Motorized Trail	Forest Non-motorized Trail	Obliterate
Forest Road		41.5	11.8	63.3
Forest Motorized Trail	1.6		11.2	9.4
Forest Non-motorized Trail	0	27.6		8.2
Unauthorized Road	322.3	12.8	4.2	215.2
Unauthorized Motorized Trail	2.6	242.3	19.0	420.2
Unauthorized Non-motorized Trail	0.1	6.5	99.8	21.6

Table 2-28 breaks out the individual and combined changes in use designation and authorization that are proposed to the existing travel plan under Alternative 5. Road and trail mileages are presented for the forest. Note that most of the existing route designations and authorizations are not changing from current conditions, and thus are not included in this alternative.

Table 2-28. Alternative 5 - Forest route mileage summary of proposed use designation and authorization changes.				
Route Type	Change in Designation Only	Change in Authorization Only	Change in Designation and Authorization	No Changes
Forest Roads *	273.4	39.5	77.1	1,581.5
Forest Motorized Trails	42.9	0	11.0	276.4
Forest Non-motorized Trails	27.6	0	8.2	856.1
Unauthorized Roads	215.5	39.5	299.4	0
Unauthorized Motorized Trails	422.1	26.7	235.3	0
Unauthorized Non-motorized Trails	21.6	99.8	6.7	0
Forest Totals	1,003.1	205.5	637.7	2,714.0

* State, Federal, and County roads located on forest are added for completeness even though they are not Forest Roads.

Table 2-29 shows that number of new barriers that would be constructed in Alternative 5. A map showing the location of these barriers is included on the CD-ROM maps and on the interactive map server linked to the [project web page](#).

Table 2-29. Alternative 5 - Number of new travel barriers by use restriction and type.		
Use Restriction	Closure Type	Number
Closure to All Motorized Use	Barrier	175
Closure to Motorized Vehicles > 50 inches wide	Barrier	3
Seasonal Closure to All Motorized Use	Gate	20
Administrative Use Only	Gate	21

Comparison of Alternatives

Tables 2-30 through 2-33 compare the proposed changes among alternatives. Table 2-35 contains a summary of the main components of each alternative. Table 2-36 reviews the environmental consequences described in Chapter 3 for each of the alternatives. See Chapter 3 for specific information about the effects of each alternative. More specific route status changes are described in Appendix E.

Table 2-30 displays a summary of the proposed changes and resulting area designations for each alternative. This table reveals that substantial changes to area designations are being proposed in the action alternatives.

Table 2-30. Comparison of Alternatives – Area designation acreage summaries.						
Area Designations		Alternative 1	Alternative 2	Alternative 3	Alternative 4	Alternative 5
Open Use Areas¹	change	0	- 908,142	-908,146	-909,115	-908,236
	result	909,115	973	969	0	879
Designated Routes Only	change	0	+ 1,084,677	+ 1,084,681	+ 1,085,650	+ 1,084,771
	result	368,730	1,453,407	1,453,411	1,454,380	1,453,501
Seasonal Winter Closure²	change	0	-126,530	-126,530	-126,530	+ 9,940
	result	126,530	0	0	0	136,470
All Winter Closure²	change	0	- 106,894	-157,032	-157,032	- 19,068
	result	176,535	69,641	19,503	19,503	157,467
¹ includes Alternative 1 “A” area designations that are unrestricted from April 1 to December 31, but does not include distance designations for dispersed camping for any alternative. ² technically these classes have more acreage if you include restricted areas, which do not get adequate snow for over-snow vehicle use, or where terrain limits motorized winter use.						

Table 2-31 displays a summary of the proposed changes and resulting route designations for each alternative. The table shows substantial changes in route designations are occurring as well. However, proportionally much less differs relative to the alteration of area designations shown in Table 2-30.

Table 2-31. Comparison of Alternatives – Route designation mileage summary.						
Route Designations		Alternative 1	Alternative 2	Alternative 3	Alternative 4	Alternative 5
Open Yearlong	change	0	+ 115.7	+ 158.3	- 281.8	+ 195.4
	result	1,859.1	1,974.8	2,017.4	1,577.3	2,054.5
Open Seasonally	change	0	+ 61.5	+ 52.0	- 98.0	+ 95.0
	result	328.6	390.1	380.6	230.6	423.6
Street Legal Only	change	0	+ 44.3	+ 43.4	+ 33.1	+ 38.5
	result	225.2	269.5	268.6	258.3	263.7
Administrative Use Only	change	0	+ 26.5	+ 18.1	+ 26.5	+ 48.8
	result	29.6	56.1	47.7	56.1	78.4
Undesignated Open	change	0	- 764.3	- 764.3	- 764.3	- 764.3
	result	764.3	0	0	0	0

Table 2-31. Comparison of Alternatives – Route designation mileage summary.						
Route Designations		Alternative 1	Alternative 2	Alternative 3	Alternative 4	Alternative 5
Undesignated Closed	change	0	- 333.4	- 333.4	- 333.4	- 333.4
	result	333.4	0	0	0	0
Forest Total Motorized Open to Public	result	3,177.2	2,634.4	2,666.6	2,066.2	2,741.8

The proposed actions change how, where, and when motorized use is authorized. Table 2-32 provides a summary of the results from proposed changes in route types for each alternative.

Table 2-32. Comparison of Alternatives – Route type mileage summary.						
Route Type		Alternative 1	Alternative 2	Alternative 3	Alternative 4	Alternative 5
Forest Roads¹	change	0	+ 167.3	+ 160.9	- 45.3	+ 210.0
	result	1,971.5	2,138.8	2,132.4	1,926.2	2,181.5
Forest Motorized Trails	change	0	+ 221.3	+ 251.5	- 134.3	+ 308.5
	result	330.3	551.6	581.8	196.0	638.8
Forest Non-motorized Trails	change	0	+ 131.3	+ 120.9	+ 342.7	+ 110.3
	result	891.9	1,023.2	1,012.8	1,234.6	1,002.2
Unauthorized Roads	change	0	-554.4	-554.4	-554.4	-554.4
	result	554.4	0	0	0	0
Unauthorized Motorized Trails	change	0	- 684.1	- 684.1	- 684.1	- 684.1
	result	684.1	0	0	0	0
Unauthorized Non-motorized Trails	change	0	- 128.1	- 128.1	- 128.1	- 128.1
	result	128.1	0	0	0	0
Forest Total Motorized	result	3,540.3	2,690.4	2,714.2	2,122.2	2,820.3
Forest Total Non-motorized	result	1,020.0	1,023.2	1,012.8	1,234.6	1,002.2

¹ State, Federal, and County roads located on forest are added for completeness even though they are not Forest Roads.

Table 2-33 compares total miles of obliteration for roads and trails by alternative.

Table 2-33. Comparison of Alternatives – Route obliteration mileage summary.					
Route Type	Alternative 1	Alternative 2	Alternative 3	Alternative 4	Alternative 5
Forest Road	0	45.6	48.8	51.8	63.3
Forest Motorized Trail	0	1.0	1.0	9.3	9.4
Forest Non-motorized Trail	0	0.1	6.0	6.0	8.2
Unauthorized Road	0	298.5	300.2	503.0	215.2
Unauthorized Motorized Trail	0	476.9	456.0	609.6	420.2
Unauthorized Non-motorized Trail	0	24.5	21.1	23.8	21.6
Forest Totals	0	846.6	833.1	1,203.5	737.9

Barriers are an important component of the proposed actions that should improve compliance with the travel plan. Table 2-34 compares the number and type of proposed barriers by alternative.

Table 2-34. Comparison of Alternatives – Proposed barrier summary.						
Use Restriction	Closure Type	Alternative 1	Alternative 2	Alternative 3	Alternative 4	Alternative 5
Closure to All Motorized Use	Barrier	0	163	173	237	175
Closure to Motorized Vehicles > 50 inches in width	Barrier	0	1	3	0	3
Seasonal Closure to All Motorized Use	Gate	0	17	20	13	20
Administrative Use Only	Gate	0	22	23	32	21

Table 2-35 summarizes the major features of the proposed actions for comparison. Table 2-36 contrasts the anticipated environmental consequences that would result from implementing each alternative, including No Action.

Table 2-35. Summary of Alternatives

Motorized Travel Plan Feature	Alternative 1 Current Mgt. - No Action	Alternative 2 Proposed Action	Alternative 3 Modified Proposed Action	Alternative 4 Non-motorized Emphasis	Alternative 5 Final Preferred Alternative
Area open to motorized cross-country travel	Over 909,000 acres (62+ % of the forest) not including the 300-ft. dispersed camping / fuel wood exemption from roads in restricted areas.	973 acres (0.07 % of the forest) in three designated open use areas west of Richfield, UT and one at Velvet Ridges.	969 acres (0.07 % of the forest) in three designated open use areas west of Richfield, UT and one at Velvet Ridges.	0 acres (0 % of the forest) in designated open use areas	879 acres (0.06 % of the forest) in two designated open use areas west of Richfield, UT and one at Velvet Ridges.
Percent of the forest within a specified distance from motorized routes.	0 to ½ mile: 71.8 % 0 to 1 mile: 91.1 % 0 to 2 miles: 98.9 % 0 to 3 miles: 99.9 %	0 to ½ mile: 65.1 % 0 to 1 mile: 87.4 % 0 to 2 miles: 98.2 % 0 to 3 miles: 99.8 %	0 to ½ mile: 65.2 % 0 to 1 mile: 87.4 % 0 to 2 miles: 98.2 % 0 to 3 miles: 99.8 %	0 to ½ mile: 57.6 % 0 to 1 mile: 82.3 % 0 to 2 miles: 97.0 % 0 to 3 miles: 99.6 %	0 to ½ mile: 65.6 % 0 to 1 mile: 87.6 % 0 to 2 miles: 98.3 % 0 to 3 miles: 99.8 %
Size of the motorized route network	3,540 total miles with 3,137 miles open to public, – includes authorized and unauthorized routes, 330 miles of authorized motorized trail	2,691 total miles with 2,634 miles open to public – authorized routes only including 552 miles of motorized trail	2,714 total miles with 2,667 miles open to public – authorized routes only including 582 miles of motorized trail	2,122 total miles with 2,066 miles open to public – authorized routes only including 196 miles of motorized trail	2,820 total miles with 2,742 miles open to public – authorized routes only including 639 miles of motorized trail
Size of the non-motorized trail network	1,020 total miles of authorized and unauthorized routes, but many trails legally and illegally used by motorized users	1,023 total miles of authorized routes exclusively for non-motorized use	1,013 total miles of authorized routes exclusively for non-motorized use	1,235 total miles of authorized routes exclusively for non-motorized use	1,002 total miles of authorized routes exclusively for non-motorized use
Ability to leave roads and trails for dispersed camping	Entry and exit from temporary campsites within 300 ft. of designated roads.	Motorized travel to temporary campsites must occur on an existing route that is within 300 feet from an open designated road or trail, until access route is designated on (MVUM).	Motorized travel to temporary campsites must occur on an existing route that is within 150 feet from an open designated road or trail until access route is designated on the motor vehicle use map (MVUM).		
Firewood gathering cross-country access with OHV	Implicitly allowed in unrestricted areas or within 300 ft. from designated roads in closed areas.	Motorized cross-country travel is acceptable within the provisions of a valid permit to use firewood or other forest products in designated areas.			

Motorized Travel Plan Feature	Alternative 1 Current Mgt. - No Action	Alternative 2 Proposed Action	Alternative 3 Modified Proposed Action	Alternative 4 Non-motorized Emphasis	Alternative 5 Final Preferred Alternative
Big game hunting cross-country access with OHV	Implicitly allowed off designated routes in unrestricted areas even though it is against forest policy.	Only by non-motorized means.			
Game Retrieval and Antler Shed Gathering cross-country access with OHV	Implicitly allowed off designated routes in unrestricted areas even though it is against forest policy.	Only by non-motorized means.			
Access via OHV's by permittees, contractors and others doing business with national forests	Motorized cross-country travel is acceptable within the provisions of a valid special use permit or valid contract with the Fishlake National Forest in designated areas.				

Table 2-36. Summary of Environmental Consequences

Identified Environmental Issue	Alternative 1 Current Mgt. - No Action	Alternative 2 Proposed Action	Alternative 3 Modified Proposed Action	Alternative 4 Non-motorized Emphasis	Alternative 5 Final Preferred Alternative
<p>Adherence to and Enforcement of Travel Plan</p>	<p>No Action maintains an overly complex motorized travel plan that is inconsistent with the management being instituted on other public lands in Utah. This alternative is inherently the most difficult to enforce.</p>	<p>This alternative results in a motorized travel plan that is much simpler than Alternative 1, but uses a 300-foot dispersed camping distance designation that is inconsistent with the trend of other public lands in Utah.</p>	<p>This alternative results in a motorized travel plan that is much simpler than Alternative 1 and is the second most consistent alternative with relation to route designations on adjacent BLM lands and Capitol Reef National Park</p>	<p>This alternative results in a motorized travel plan that is much simpler than Alternative 1. The proposed obliterations and conversions to non-motorized trails create some inconsistencies with adjacent BLM and other adjacent lands and the closure of open use areas would be difficult to enforce.</p>	<p>This alternative results in a motorized travel plan that is much simpler than Alternative 1 and is the most consistent alternative because it results in seamless route designations with adjacent BLM lands and Capitol Reef National Park</p>
<p>Critical Mule Deer Winter Range</p>	<p>No Action maintains the highest route densities and the most acres of unrestricted travel in critical winter range for mule deer. The seasonal closure period for this alternative is two weeks shorter than it is for the action alternatives and relies on outdated delineations of winter range. This alternative provides the least protection for winter habitat as a result.</p>	<p>This alternative reduces motorized route densities and essentially eliminates unrestricted travel in critical mule deer winter range. Over-snow travel closures add additional protection on Monroe Mountain. This alternative benefits protection of mule deer winter habitat.</p>	<p>This alternative reduces motorized route densities and essentially eliminates unrestricted travel in critical mule deer winter range. Over-snow travel closures add additional protection on Monroe Mountain. This alternative benefits protection of mule deer winter habitat.</p>	<p>This alternative results in the lowest motorized route densities and essentially eliminates unrestricted travel in critical mule deer winter range. From a route density standpoint, this alternative provides the most protection for mule deer winter habitat.</p>	<p>This alternative reduces motorized route densities and essentially eliminates unrestricted travel in critical mule deer winter range. Over-snow travel closures add additional protection across the forest based on the new definition of an over-snow vehicle. From a winter use standpoint, this alternative provides the most protection for mule deer winter habitat</p>
<p>Threatened and Endangered Plant Impacts</p>	<p>Increased motorize use combined with ongoing impacts associated with motorized routes and unrestricted areas would begin to impact populations of Last Chance townsendia.</p>	<p>Protection of Last Chance townsendia and its habitat was emphasized in all of the action alternatives. Protective measures included converting motorized routes to non-motorized trails and obliterating routes in occupied habitat. There are no routes with distance designations for dispersed camping in habitat for Last Chance townsendia. The action alternatives improve protection of occupied and potential habitats.</p>			

Identified Environmental Issue	Alternative 1 Current Mgt. - No Action	Alternative 2 Proposed Action	Alternative 3 Modified Proposed Action	Alternative 4 Non-motorized Emphasis	Alternative 5 Final Preferred Alternative
Soil Productivity	This alternative has the most miles of motorized routes and acres of unrestricted cross-country travel on soils with geologic hazards, shallow depths, and high potential for erosion, puddling, and compaction. No Action has the greatest potential for short- and long-term adverse impacts.	This alternative results in substantial reductions in motorized route miles and acres of open use on sensitive soils. This alternative would improve conditions for long-term soil productivity.	This alternative results in substantial reductions in motorized route miles and acres of open use on sensitive soils. This alternative would improve conditions for long-term soil productivity.	This alternative has the fewest number of miles of motorized routes and acres of open use on sensitive soils. As such, this alternative is the most beneficial for protecting long-term soil productivity.	This alternative has the highest motorized route densities of the action alternatives, but has fewer acres of open use than Alternatives 2 and 3. This alternative would improve conditions for long-term soil productivity.
Wetland and Riparian Area Condition and Function Fisheries and Aquatic Organisms	This alternative allows motorized cross-country travel on roughly 235,497 acres within wetland and riparian influence zones and maintains the highest densities of motorized routes in riparian. No Action has the greatest potential for short- and long-term adverse impacts.	This alternative reduces motorized route densities, and significantly reduces potential for motorized cross-country travel within wetlands and riparian influence zones. This alternative would improve wetland and riparian condition and aquatic habitats.	This alternative reduces motorized route densities, and significantly reduces potential for motorized cross-country travel within wetlands and riparian influence zones. This alternative would improve wetland and riparian condition and aquatic habitats more than Alternative 2.	This alternative has the fewest number of miles of motorized routes, and acres where motorized cross-country travel is permitted within wetlands and riparian areas. This alternative results in the most beneficial impacts to wetlands and riparian areas and aquatic habitats.	This alternative reduces motorized route densities, and significantly reduces potential for motorized cross-country travel within wetlands and riparian influence zones. This alternative would improve wetland and riparian condition and aquatic habitats more than Alternative 2.
Unroaded and Undeveloped Lands	This alternative allows motorized cross-country travel on roughly 502,391 acres of unroaded and undeveloped lands, and does not change existing densities of motorized routes in these same areas. No Action has the most potential to adversely impact current and potential wilderness character.	This alternative reduces unauthorized motorized route densities and essentially eliminates motorized cross-country travel in unroaded and undeveloped lands. However, “The Rocks” would likely be removed from future wilderness consideration by authorizing a 0.7-mile road that bisects the undeveloped area.	This alternative reduces unauthorized motorized route densities and essentially eliminates motorized cross-country travel in unroaded and undeveloped lands. However, “The Rocks” would likely be removed from future wilderness consideration by authorizing 3.2 miles of road within the undeveloped area.	This alternative would have the least amount of cumulative impacts to undeveloped character. This alternative authorizes only ½ mile of road in one undeveloped area and eliminates many existing roads and motorized trails in several other areas. “The Rocks” area would not be adversely impacted.	This alternative reduces unauthorized motorized route densities and essentially eliminates motorized cross-country travel in unroaded and undeveloped lands. However, “The Rocks” would likely be removed from future wilderness consideration by authorizing 3.2 miles of road within the undeveloped area.

Identified Environmental Issue	Alternative 1 Current Mgt. - No Action	Alternative 2 Proposed Action	Alternative 3 Modified Proposed Action	Alternative 4 Non-motorized Emphasis	Alternative 5 Final Preferred Alternative
<p data-bbox="138 786 411 875">Motorized and Non-motorized Recreational Opportunities</p>	<p data-bbox="443 345 716 521">This alternative allows the most potential for wheeled motorized cross-country travel and has the highest mileage of motorized routes.</p> <p data-bbox="453 683 705 948">There would be no change in existing motorized dispersed camping opportunities. About 16 percent of inventoried campsites would continue to have no legal motorized access.</p> <p data-bbox="443 987 716 1224">Non-motorized trails would continue to be open to motorized use in unrestricted areas. Illegal use of non-motorized trails in closed areas would continue at current or increasing levels.</p>	<p data-bbox="753 345 1026 553">This alternative would greatly reduce the potential for wheeled motorized cross-country travel and would reduce motorized route mileages relative to No Action.</p> <p data-bbox="753 683 1026 829">This alternative would reduce motorized access to inventoried dispersed campsites by about 7 percent.</p> <p data-bbox="753 987 1026 1224">Motorized use would no longer be allowed on non-motorized trails. Illegal use of non-motorized trails would be less than current levels because of new barriers, and route and area designations.</p>	<p data-bbox="1064 345 1337 553">This alternative would greatly reduce the potential for wheeled motorized cross-country travel and would reduce motorized route mileages relative to No Action.</p> <p data-bbox="1064 683 1337 829">This alternative would reduce motorized access to inventoried dispersed campsites by about 16 percent.</p> <p data-bbox="1064 987 1337 1224">Motorized use would no longer be allowed on non-motorized trails. Illegal use of non-motorized trails would be less than current levels because of new barriers, and route and area designations.</p>	<p data-bbox="1375 345 1648 643">This alternative would greatly reduce the potential for wheeled motorized cross-country travel and would greatly reduce motorized route mileages relative to No Action. This alternative has the fewest motorized routes.</p> <p data-bbox="1375 683 1648 829">This alternative would reduce motorized access to inventoried dispersed campsites by about 31 percent.</p> <p data-bbox="1375 987 1648 1317">This alternative has the highest mileage of non-motorized trails. Motorized use would no longer be allowed on non-motorized trails. Illegal use of non-motorized trails would be less than current levels because of new barriers, and route and area designations.</p>	<p data-bbox="1686 345 1959 643">This alternative would greatly reduce the potential for wheeled motorized cross-country travel and would reduce motorized route mileages relative to No Action. This alternative has the most motorized routes of the action alternatives.</p> <p data-bbox="1686 683 1959 948">The number of inventoried dispersed campsites accessible by motorized vehicles would be very similar to No Action, but would provide the most designated routes to dispersed sites.</p> <p data-bbox="1686 987 1959 1317">This alternative has the lowest mileage of non-motorized trails. Motorized use would no longer be allowed on non-motorized trails. Illegal use of non-motorized trails would be less than current levels because of new barriers, and route and designations.</p>

Selection of the Preferred Alternative

The Modified Proposed Action, Alternative 3, was identified as the preferred alternative in the DEIS. Between draft and final, the alternatives were re-reviewed for effectiveness in resolving motorized and non-motorized travel planning issues including avoidance of unnecessary impacts to the human environment, responsiveness to public concerns, and compliance with USDA-FS statutory authority and the travel management rule in 36 CFR parts 212 and 261. This resulted in numerous route and area specific changes to Alternative 3 that have been incorporated into the Final Preferred Alternative, Alternative 5. Features from other alternatives such as Alternative 4 are blended into Alternative 5 as well. The ability of the forest to implement and enforce the travel plan continued to be a primary concern. The No Action alternative is required by NEPA. But, it is not a viable management alternative given the need for change expressed in Chapter 1 and the existing and potential impacts identified with current management in Table 2-36 and Chapter 3 of the FEIS. No Action is inconsistent with the Forest Plan and with 36 CFR 212.51 that requires the forest to designate open routes and areas so that motorized cross-country travel can be properly managed.

Alternative 5 is preferred for several reasons. First, this alternative is the most inclusive in terms of incorporating site-specific comments from individuals, advocacy groups, and other governmental agencies that commented on Alternatives 2, 3, and 4 and on the proposals from Three Forest Coalition. As such, it achieves the best balance between competing interests. Recall that Alternative 2 was the proposed action, which was based on an informed, but mostly internal assessment of what would be a reasonable motorized system. Hundreds of miles of routes not in the inventory prior to release of the DEIS were scheduled to be obliterated by default. Public comments received during the DEIS helped the forest reassess which of these routes are appropriate additions to the motorized system.

Alternative 5 has had the most hours of internal review because the iterative process is cumulative. Numerous errors and unintentional consequences that would result from Alternative 2 and 4, and to a much lesser extent, from Alternative 3 were identified and corrected in Alternative 5 when district and forest resource specialists re-evaluated the DEIS alternatives. Public comments also pointed out inconsistencies in the alternatives presented in the DEIS. Alternative 5 is in every sense an evolutionary improvement over the alternatives presented in the DEIS. Relative to the current motorized travel plan, Alternative 5 makes a substantial number of important improvements for enforceability and resource protection, and provides a better balance of recreational opportunities than exists currently. Alternative 5 is most consistent with the purpose and need for action.

Alternative 4 is the environmentally preferred alternative that helps illuminate important resource protection issues and impacts to non-motorized users caused by motorized facilities and recreation. Alternative 4 shifts more towards non-motorized uses than current management and the other action alternatives. However, the alternative makes major changes to the Paiute ATV trail system and the Great Western Trail, and would eliminate “play” areas by Richfield and Torrey that are very popular with motorized users. These trail systems and areas form part of the core motorized trail system that has come to define motorized recreation opportunities on the Fishlake National Forest. Based on public responses, most of the motorized community that supports closing the forest to motorized cross-country travel are not supportive of reducing the opportunities provided by the Paiute and Great Western trails. Similarly, dispersed camping is a very important and popular recreation opportunity that generates substantial public opposition from a much broader base of forest users if appreciably changed. Alternative 4 would result in a loss of motorized access to roughly 31 percent of the forest’s inventoried dispersed campsites.

Generating a high level of opposition would put the viability of the entire project at risk. This runs counter to the most important immediate need expressed in the Purpose of and Need for Action, which is to close the forest to unrestricted motorized cross-country travel. Addressing all aspects of dispersed camping is outside the intent and scope of the route designation project. However, dispersed recreation hotspots are being assessed in a separate strategic evaluation commissioned in 2006 by the Forest Supervisor. The combination of these factors could make public acceptance, implementation, and enforcement more difficult than it is currently.

Alternatives 2, 3, or 5 would take roughly 5 to 10 years to implement. The degree of changes in Alternative 4 would likely exceed the forest's financial and logistic capacity to implement within that same period. It is counterproductive to generate substantial public opposition by selecting a management option that cannot be implemented in a reasonable period. The forest uses adaptive management to address new or unintended consequences from its management actions, including those from unmanaged recreation. Given the long implementation periods even for the other action alternatives, corrective courses of action can be taken at any time to mitigate or eliminate environmental impacts. This ability lessens the potential differences in environmental benefits assumed present in Alternative 4, that are not assumed for Alternative 5. The Fishlake OHV Route Designation Project addresses a major portion of motorized use impacts, but will not be the last or only effort to better manage motorized recreation on the Fishlake National Forest.

Alternatives Eliminated From Detailed Study

The following alternatives were eliminated from detailed study because they do not meet the purpose and need or cannot be implemented due to technical, legal, or other constraints.

Issue a Forest-wide Emergency Closure Order

Some individuals and groups suggested that a forest-wide Emergency Closure Order [36 CFR part 261] should be issued to address considerable adverse resource impacts caused by motorized recreation. The forest could then designate a route system under less restrictive time frames. Suggested processes for route designation cover the range of options considered in this chapter. This alternative would have achieved a closure to motorized cross-country travel sooner than directly designating a travel network, but would appreciably increase the total amount of time and resources needed to develop and complete an updated motorized travel plan. This would use resources that could otherwise be used to implement the new travel plan.

The Emergency Closure Order would have to describe what a road or trail is and would have to specify by description which subset of "existing" routes would be open to motorized use until the travel plan is updated. Both tasks are problematic for the public to understand and for the Forest Service to enforce because of the high degree of variability in road, trail, and site conditions on the ground. The forest feels that it is more logical to explicitly state and display where and when motorized use is allowed as part of the same process where the forest is specifying where motorized use is not allowed. In addition, the forest does not have enough detailed resource specific monitoring information to conclude that an emergency closure is justified forest-wide. The response to comments document (public concern 1800) contains additional discussion that describes why this option was not pursued.

Start the Travel Plan with a Blank Map

Some individuals and groups suggested that the forest should start with a blank map and add routes back to the motorized system one-by-one only after confirming through a thorough analysis that the route provides needed access, is not redundant, and has minimal resource

impacts and use conflicts. This approach ignores the reality that the Fishlake National Forest is managing a large system of roads and trails that has been in development at least since the 1870s. Most of the route system on the forest was constructed and in use prior to current environmental standards and requirements. In many cases, it is not possible to remove a route or eliminate its impacts to resources. An extreme example is the I-70 corridor that substantially impacts wildlife and aquatic habitats. There are numerous other examples where the forest must work within the existing route network configuration for now and make incremental reductions in impacts over time.

The travel rule does not require prior route designation decisions to be revisited. Travel rule response to comments state, “The Department believes that reviewing and inventorying all roads, trails, and areas without regard to prior travel management decisions and travel plans would be unproductive, inefficient, counter to the purposes of this final rule, and disrespectful of public involvement in past.”

Even with adequate information and ample resources to conduct the analysis, this alternative would substantially delay closing the forest to motorized cross-country travel due to the complexity of the task. Therefore, this alternative is not responsive to the Purpose of and Need for Action. It is not possible or feasible to deal with all transportation related issues in one document or project when working at the forest scale. This is why the project scope has to be carefully managed (see also, Chapter 1 – Questions from Scoping). However, the forest is addressing known and anticipated resource issues and use conflicts to the fullest practical extent in the action alternatives studied in detail.

Retain all “Existing” Routes as Open to Motorized Use

Several individuals and groups indicated that the forest should consider an alternative that would close the forest to motorized cross-country travel, but would leave open all “existing” motorized routes. The forest considered this as a simplistic way to get the motorized cross-country travel closure enacted quickly. However, there was a strong desire by the Forest Leadership Team to opportunistically address known resource impacts where possible. In addition, they wanted to improve the management and balance of non-motorized and motorized recreation opportunities provided by the route system.

In theory, all that would have to be done to create this alternative would be to eliminate “A” area restrictions and unrestricted areas on the existing travel map associated with Alternative 1. In reality, the current travel plan does not explicitly designate all legal open routes. The public is often not aware of what constitutes the legal system of existing motorized routes (see Chapter 1 discussion of the Purpose of and Need for Action). Hundreds of miles of existing motorized roads and trails are not shown on the current travel plan. Some of those are open to motorized use while others are not. Therefore, the specifics of this request are very ambiguous. In addition, statutory and policy requirements direct the Forest Service to minimize access redundancy and reduce resource impacts and user conflicts over time. The Dixie and Fishlake Roads Analysis and the Roads Analysis supplement prepared for the Fishlake OHV Route Designation Project both acknowledge the need to reduce the number of miles of routes on the forest in order to reduce resource impacts and to create a system that is more in line with road and trail maintenance budgets. Therefore, this alternative is not considered in detail.

Construct New Motorized and Non-motorized Routes

Some individuals and groups asked the forest to develop new roads and trails to improve motorized or non-motorized recreation opportunities or access to local communities. Addressing

new construction in a forest-wide analysis would greatly add to the project complexity and length of time necessary to complete a closure of the forest to motorized cross-country travel. New route construction requires much more time and information to assess than existing routes. This is not a wise use of limited resources until the more pressing issues of motorized cross-country travel are addressed. The forest has documented construction needs and other known transportation issues that need more localized analyses. These can be found in Appendix B.

Close the Forest to All Forms of Cross-country Travel

A few individuals requested that the forest be closed to all forms of cross-country travel, including mountain bikes, horseback, foot travel. Forest monitoring clearly indicates that motorized cross-country travel is essentially the only type of cross-country travel creating appreciable resource concerns at present. This alternative would not meet the purpose and need and is not consistent with the multiple use mandate of the Forest Service. This alternative is also inconsistent with 36 CFR 261.51 which expressly exempts (1) aircraft; (2) watercraft; (3) over-snow vehicles; (4) limited administrative use by the Forest Service; (5) use of any fire, military, emergency, or law enforcement vehicle for emergency purposes; (6) Authorized use of any combat or combat support vehicle for national defense purposes; (7) law enforcement response to violations of law, including pursuit; and (8) motor vehicle use that is specifically authorized under a written authorization issued under Federal law or regulations.

Close to All Traffic Except Search and Rescue and Emergency Military Traffic

While this alternative was suggested, it has little support among agency officials. This restriction would prohibit cross-country travel by fire engines, fuel treatment contractors, and others to accomplish the purpose and need of this proposal. The intent of this project is to provide for responsible use of the forests while balancing environmental impacts. The lack of options to administratively protect the forest would cause secondary effects of the alternative that outweigh the benefit of restricting cross-country travel. Wildfires near communities would be difficult to fight in many cases when fire engines could not leave roads for initial attack of the fire. Fire engines, ATVs and motorcycles are currently used to suppress fires, haul supplies, and facilitate reconnaissance of wildfires.

Allow no Motorized Cross-country Travel Exemption for Dispersed Camping

Members of the public and some Forest Service personnel suggested this option. If applied literally, this creates a system where dispersed camping could only occur at designated sites, which is an additional proposed action. The forest is considering designating dispersed camping in select areas (see Roads Analysis supplement), but the need is not warranted forest-wide at this time. The forest has assembled a team to better assess and evaluate dispersed recreation issues and prepare management recommendations for the leadership team. Completing an adequate inventory and analysis to facilitate designation of dispersed campsites forest-wide would substantially lengthen the NEPA process by broadening the project scope and complexity and the number of alternatives to be considered. This would increase the time required to complete the EIS, which is counter to the immediate need to address motorized cross-country travel as expressed in the purpose and need. The forest has developed a strategy whereby most distance designations for dispersed camping will be eliminated over about five-years (i.e. about 20 percent of the system per year). This will be accomplished by dropping distance designations on routes with no desirable dispersed camping opportunities and by designating access routes where

campsite access is needed. This strategy is largely implemented with the route designations in Alternative 5.

Create a Game Retrieval Exemption for Motorized Cross-country Travel

Several individuals requested that the forest provide for exemptions to permit motorized cross-country travel for game retrieval. Individuals who are elderly or disabled make the request most often. All of the action alternatives studied in detail allow legally tagged game to be picked up and transported from open designated routes only. The Fishlake National Forest allowed game retrieval when the first travel plan was issued in the late 1970s. The privilege was abused to the point that the allowance quickly eliminated. For many years since, forest policy has been that motorized cross-country travel for game retrieval is not permitted. Unfortunately, the current travel plan implicitly permits motorized cross-country travel for game retrieval in unrestricted areas. To this day, the most numerous and notable off road impacts and travel plan violations on the Fishlake National Forest typically occur during hunting season. Scouting and stalking of game on ATVs is the primary source of impact, but retrieving game is a concern as well.

Based on the new travel rule, the Regional Forester, in consultation with Forest Supervisors of Utah and Idaho, have determined that game retrieval will not be allowed on any National Forest lands in Region 4. Legally tagged game may be retrieved using non-motorized means only. There is no consistent, logical, or enforceable means to assure that a given cross-country exemption for game retrieval will not result in an undesirable user conflict with other hunters and recreationists, or that can dependably avoid resource impacts. The forest is also interested in retaining a fair chase for wildlife. This policy is consistent with current and planned restrictions on other forests, the BLM, and other public lands in Utah. Before the new travel rule, there was no incentive or logical reason for the Fishlake National Forest to be the only public lands in Utah with such an exemption. With the travel rule in place, the Forest Supervisor no longer has the authority to do so in any case.

The Forest Service is prohibited from creating a special motorized cross-country travel exemption only for elderly or disabled persons because it discriminates against other motorized users. The Forest Service is required to provide equal opportunities. In all alternatives, all users, including the elderly and those with disabilities are afforded the same motorized access opportunities and are subject to the same rules and restrictions. Restrictions on motor vehicle use that are applied consistently to everyone are not discriminatory.

Allow Open Use Areas on Soils that are Resistant to Motorized Cross-country Travel

The basis of this alternative would be to allow cross-country travel on sites that have soils capable of sustaining motorized use. Soil damage is a commonly perceived resource impact from cross-country travel. Some OHV users said they only go to areas where soils will not be impacted. This alternative would examine the use of erosion-resistant soils that comprise roughly 12 percent of the Fishlake National Forest. These soils are resistant to soil erosion and are capable of revegetation without great expense. Outside of areas with these types of soils, most motorized cross-country travel would be prohibited. The alternative is not enforceable because there is no practical way to delineate these areas on the ground and there would still be potential to create non-soil related impacts such as introducing or spreading invasive plants, damaging Threatened and Endangered plant habitats, impacting cultural resources, or displacing wildlife. Therefore, it is not consistent with the Purpose of and Need for Action to reduce the potential for resource impacts.

Create Special Route Designations for Motorized Single-Track Trails

Some individuals and motorized user groups requested that some non-motorized trails either be shared with or dedicated solely to off-highway motorcycles. To date, the forest has not intentionally managed solely for off-highway motorcycles on single-track trails. However, the opportunity has implicitly been available on non-motorized trails provided they are not signed as closed to motorized use and are located in unrestricted areas of the current travel plan. Legal and illegal use of non-motorized trails by motorcycles and ATVs has made it difficult for the forest to sustain quality non-motorized recreation opportunities and adequate resource protection in some areas. The extent of illegal use is reflected in the number of barriers that are proposed in the action alternatives to keep motorized vehicles off non-motorized trails. Most of the non-motorized trail system is highly interconnected. Consequently, converting trails from non-motorized to motorized single-tracks or permitting shared use with non-motorized users would make it even more difficult to protect the integrity of the remaining non-motorized trail system and the quality of non-motorized recreation opportunities.

Shared use is currently resulting in undesirable user conflicts between motorized and non-motorized users (see public comments in project file). Perpetuating these conflicts would be inconsistent with the Purpose of and Need for Action. All alternatives offer thousands of route miles that are open to motorized use, including off-highway motorcycles. Many provide a semi-primitive experience characteristic of the experience achieved on non-motorized trails. Not all specialized motorized recreation opportunities have to be provided on the Fishlake National Forest. Single-track opportunities are provided on other public lands in Utah. However, the forest is open to future discussions that would look at options for constructing single-track trail or converting motorized or non-motorized trails to single-track use. The complexity and potential controversy require that this be addressed as a separate planning project. This level of refinement in motorized use would delay the closure of the forest to motorized cross-country travel, which is more urgent.

Create Special Route Designations and Closures for Mechanized Trail Use

Some individuals and groups requested that the forest develop designations and restrictions for mechanized trail use such as mountain biking. Neither Forest Plan monitoring nor public input substantiates that mechanized trail use and cross-country travel is creating adverse resource impacts or user conflicts at current and anticipated levels of use. The forest does not have enough use information on non-motorized trails to inform or warrant special single-track designations for mechanized use. In addition, adding mechanized use to the project scope would delay achieving the much more immediate and important need of closing the forest to motorized cross-country travel. Therefore, this alternative does not fit within the project Purpose of and Need for Action.

Create Special Route Designations and Closures for Over-snow Vehicles

An alternative to include a full assessment of over-snow vehicle use in the proposal was eliminated from detailed study because the issues involving over-snow vehicle access are much more limited and are different enough to warrant separate analysis. The route designation project addresses motorized, wheeled vehicles such as motorcycles, ATVs, 4-wheel drive vehicles, etc. Addressing over-snow vehicle use, except in critical areas, would complicate and lengthen the EIS process significantly. Over-snow vehicle use on the Fishlake National Forest is not nearly as pervasive as other OHV use and user conflicts or resource impacts are minimal. Over-snow vehicles are usually driven on a layer of snow so the timing, types, and magnitudes of environmental effects (i.e. erosion, sedimentation, weed spread) are different than those of motorized wheeled vehicles, which come into direct contact with vegetation and the ground.

Limited restrictions on over-snow travel are included in the proposed actions to protect critical mule deer winter ranges, which are a critical resource issue in this EIS. Fully addressing winter travel management would complicate and lengthen the EIS process significantly, which would divert time and resources from more pressing issues related to the motorized travel plan.

“Closed Unless Posted Open” and “Open Unless Posted Closed”

Some groups and individuals requested that the forest either use a “closed unless posted open” or an “open unless posted closed” policy to designate open and closed routes and areas. Utah law states that routes are closed unless posted open. Both of these alternatives are problematic because of their reliance with signing on the ground. Not only are the signs expensive to install and difficult to maintain, but both strategies are subject to manipulation. Under the “closed unless posted open” scenario, a motorized user can move a “route open” sign to a route that is closed to motorized use and a non-motorized user can remove a “route open” sign if he or she desires to close a route that is open to motorized use. Under the “open unless posted closed” scenario, a motorized user can remove “route closed” signs to open a route and a non-motorized user can move a “route closed” sign to close an open route. The new travel management rule ended this debate. National Forests are now required to produce a Motor Use Vehicle Map that shows by vehicle types, when and where routes and areas are open to motorize travel (36 CFR 212.56). The BLM is also converting to travel plans that rely mostly or wholly on designated routes.

Utah Forest Network’s Sustainable Multiple Use / Comprehensive Proposal

Several environmental groups represented by the Utah Forest Network submitted a route designation map and a document containing proposed new Forest Plan Standards relating to everything from wilderness recommendations to management of dispersed camping, hiking and mountain biking, equestrian use, and rock climbing. Their proposal included two mapped options for designated routes on the Fishlake National Forest. Their proposed action would obliterate about 1,600 miles of authorized and unauthorized motorized routes. This action would result in a system of 1,056 miles of motorized routes on the forest of which 1,031 miles would be open to the public. Some of the actions of this proposal would require the preparation of separate Environmental Assessments or Environmental Impact Statements in order to implement. For example, under their proposal, there would be no motorized cross-country travel exemptions; so dispersed campsites would have to be designated through some process. Much of the motorized sections of the Great Western Trail would be converted to non-motorized use, and access to some developed sites such as Adelaide Campground would be eliminated.

This proposal is not studied in detail because it includes several elements that are outside the project scope and would require several Forest Plan amendments to take effect. It does not consider the long-established use by motorized recreationists or the socio-economic consequences of eliminating such a large portion of the motorized route and dispersed camping network. These actions would take two or three decades or more to implement, given current and anticipated forest budgets. This alternative would also result in incongruent management with adjoining State, private, and BLM lands. Analyzing this alternative in detail in the FEIS would substantially increase the range and complexity of alternatives that need to be studied in detail. All of these factors would result in a significant delay in closing the forest to motorized cross-country travel. Therefore, this alternative fails to meet the Purpose of and Need for Action.

Utah Environmental Congress Wilderness Protection Alternative

Utah Environmental Congress requested that the Forest Service analyze an alternative that does not add any unauthorized routes or have any motorized trails within the boundaries of their wilderness proposal. Alternative 4 was developed in part to represent UEC's interest and results in a motorized system that has fewer miles than strict application of UEC's criteria would create. The reason is that the current draft forest roadless inventory used for the development of Alternative 4 covers more area than the UEC wilderness proposal. Therefore, the UEC alternative is represented within the range of alternatives studied in detail. In addition, UEC signed on with and participated in the development of the "Natural Heritage" alternative submitted by the Three Forest Coalition (see below), which replaced the original UFN and UEC alternative proposals described here and above.

Three Forest Coalition / Utah Environmental Congress "Natural Heritage" Proposals

Three Forest Coalition and Utah Environmental Congress developed two proposals that they called "Natural Heritage" alternatives. The first they termed a "subset" alternative that was intended to fit within the scope of the current route designation project. The second they termed "comprehensive". It represents their longer-term plan for the motorized system on the Fishlake National Forest. The subset option was derived using a set of criteria that includes (1) adopting closures proposed by the Forest Service, (2) giving special consideration to designations within critical mule deer winter range, and (3) obliterating routes through wetland and dry tundra vegetation types and within 150 feet from perennial streams and wetlands. Their proposal also included design features such as making open route designations provisional, requiring that ATVs be registered with the forest and having unique id-tags legible at 150 feet, and requirements for citizen monitoring.

The "subset" Natural Heritage proposal adds 18 miles of unauthorized routes and removes 160 miles of authorized routes from the forest's existing motorized system. About 1,044 miles of unauthorized motorized routes would be obliterated and 177 miles converted to non-motorized trail. This action would result in a system of 1,821 miles of road and 34 miles of trail for a combined total of 1,855 miles of motorized routes. Of the latter total, 1,806 of these miles would be open to the public. The amount of seasonally restricted routes would increase from 266 miles to 302 miles.

The "comprehensive" Natural Heritage proposal adds 33 miles of unauthorized routes and removes 560 miles of authorized routes from the forest's existing motorized system. About 1,055 miles of unauthorized motorized routes would be obliterated and 151 miles converted to non-motorized trail. This action would result in a system of 1,387 miles of road and 47 miles of trail for a combined total of 1,431 miles of motorized routes. Of the latter total, 1,382 of these miles would be open to the public. The amount of seasonally restricted routes would decrease from 266 miles to 181 miles due to routes being obliterated in winter range.

Both proposals convert portions of the Paiute ATV trail and significant portions of the Great Western Trail to non-motorized use. Neither option provides designation for dispersed camping. For reference, only 49 percent of inventoried dispersed campsites on the forest are located within 150 feet from designated routes in the "subset" scenario, with 42 percent within 150 feet in the "comprehensive" scenario. Thus, motorized access to a large portion of inventoried existing dispersed campsites would be closed to the public.

A letter supporting these proposals was signed by members of Western Resource Advocates, Red Rock Forests, The Wilderness Society, Wildlands CPR, Southern Utah Wilderness Alliance, Utah Environmental Congress, and Grand Canyon Trust. The first versions of these proposals were sent on the 14th of March 2005 and the final versions were received on the 14th of April 2005. These groups requested that the “subset” alternative be analyzed in detail in the DEIS. However, the proposal was sent in too late to be evaluated by the ranger districts and the interdisciplinary team and would have added months of analysis time to prepare the DEIS. This is in part related to technical reasons with the GIS coverage that they provided [see response to DEIS comments and the project file]. This would have impacted the ability of the forest to get the DEIS out in time for the public to review the proposals during field season. The proposals are not fully complete in terms of specifying travel barriers and over-snow closures although this could likely be remedied with more time.

The “subset” alternative makes enough changes to the existing motorized system that it would realistically exceed the forest’s capacity to implement within the next 5 to 10 years. The loss of motorized access to such a large proportion of dispersed campsites and the move to designated camping only on the entire forest greatly exceeds the intent and scope of the route designation project. This alternative would also result in incongruent management with adjoining State, private, and BLM lands. The Forest Service does not have the authority or the resources to require ATV registration as described. The “subset” alternative may not meet the Purpose of and Need for Action for these reasons. A detailed description and maps of the TFC / UEC proposals were included on the CD-ROM that accompanied the DEIS to allow public review and comment. The “subset” alternative is also available on the [project map server](#). The “comprehensive” option would take decades to implement and is clearly outside the scope for this project.

Subsequent forest reviews and discussions with TFC failed to reveal appreciable differences between the sub-set proposal and Alternative 4 (see DEIS response to comments in the project file). The forest did compare differences between the sub-set proposal and the preferred alternative to help improve our understanding of TFC’s core issues. The “most egregious” route list provided by TFC from their development of the “subset” alternative was used to reassess designations in the final preferred alternative. Several route designation changes were made in Alternative 5 to address their concerns, including obliteration of additional authorized routes.