

Travel Management Rule Implementation Strategy



Rocky Mountain Region

United States
Department of
Agriculture
Forest Service
October 2005



We believe that off-highway vehicles are a legitimate use in the right place. That includes many places on national forest land. But it's a use that's got to be managed if we want to keep it. That's what our proposed new rule for OHV use on national forest land is all about: managing that use now to sustain it in the future. And if we want to sustain that use, then we've got to work together.

Forest Service Chief Dale Bosworth, Louisville, KY, October, 2004

This is not an easy issue to tackle, but if we wait a day, a week, or even a year, the impact on the land and the issues surrounding the problem will become even harder to deal with. We need to address the issue now.

Forest Service Chief Dale Bosworth,

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ATV use is the fastest growing segment of recreation motorized use.

Endorsement

The Rocky Mountain Region Travel Management Rule Implementation Strategy provides the needed direction for the implementation of the new Travel Management Rule. It provides the Region a strategy compatible with the National strategy. It will aid the Region in meeting the national targets for implementation of the rule. It provides flexibility for local managers and provides direction for on the ground implementation. Chief Dale Bosworth has identified unmanaged recreation as one of the four major threats to the national forest lands. By following this Strategy we believe we will proactively meet this challenge and manage the national forest system for generations to come while providing quality motorized recreation opportunities.

Bill Bass Forest Supervisor, Bighorn NF	Date	James Bedwell Forest Supervisor, Arapaho-Roosevelt NF, Pawnee NG	Date
Craig Bobzien Forest Supervisor, Black Hills NF	Date	Bob Leaverton Forest Supervisor, Pike-San Isabel NF, Cimarron and Comanche NG	Date
Charles Richmond Forest Supervisor, Grand Mesa, Uncompahgre, Gunnison NF	Date	Mark Stiles Forest Supervisor, San Juan NF	Date
Mary Peterson Forest Supervisor, Medicine Bow-Routt NF, Thunder Basin NF	Date	Rebecca Aus Forest Supervisor, Shoshone NF	Date
Don Bright Forest Supervisor, Nebraska NF	Date	Maribeth Gustafson Forest Supervisor, White River NF	Date
		/ S /	
Peter Clark Forest Supervisor, Rio Grande NF	Date	Sharon Friedman Director of Strategic Planning	Date
		/ S /	
Steven Sherwood Director of Recreation	Date	Glenda Wilson Director of Engineering	Date
		/ S /	
Richard Stem Deputy Regional Forester of Resources	Date	Rick Cables Regional Forester	Date

Introduction

The Chief of the Forest Service, Dale Bosworth, identified unmanaged recreation as one of the four significant threats to the national forests and grasslands. Unmanaged Off Highway Vehicle (OHV) use is a large part of this. With the Travel Management Rule (hereafter referred to as the Rule) finalized this year it is imperative that the Rocky Mountain Region follow a strategy to implement the Rule on all National Forests and Grasslands by September, 2009.

Recreational use of the national forest system has increased in recent decades. Since 1946, the number of visits to the national forest system has increased 15 to 20 times, to 214 million in 2001. The population of the United States and thus the recreational use of the national forests will continue to increase. Nationally, the number of Off Highway Vehicles (OHV) users has climbed sevenfold in the past 30 years, from approximately 5 million in 1972 to 36 million in 2000.

Providing for long-term sustainable use of national forests system lands and resources is essential to maintaining the quality of the recreation experience in the national forests. Motor vehicle use is an appropriate way to recreate in the national forests. The growing use of motor vehicles, however, is prompting the Forest Service to revise its management of this use so that the agency can continue to provide opportunities desired by the public, while sustaining national forest system lands and resources.



Rock crawling, a specialized fast growing sport.

Key Strategy Items

Key items in the strategy which will allow the region to focus and provide guidance towards successful implementation of the Rule by September, 2009 include:

- A Regional Travel Management Implementation Coordinator to provide focused leadership
- A Regional Travel Management oversight implementation team with co-lateral duties dedicated to this effort
- A Regional Training Cadre consisting of a combination of regional and forest staff to receive training and in turn provide training at forest and district levels as needed
- A schedule for implementation due to the RO by January 12, 2006 allowing the Region to submit the same to the WO by January 20, 2006 per November 2, 2005 letter.
- Forest Action Plans developed within 2 months after receiving regional training, scheduled for February 7-9 2006, addressing: a) the proposed planning approach required for designating motorized routes and areas, b) a planning and public involvement schedule, c) on-the-ground implementation schedules and d) an estimate of the budget being allocated for this effort.
- Implementation of the Rule through staged decisions and inventory leading to a desired travel management plan.
- National tracking and scheduling systems such as Work Plan to schedule work, track performance and maintain accountability
- The need for redirection of construction funds for on-the-ground implementation.
- Recognition of the need for reduction of and realignment of non-critical targets and programs to support the travel management effort. Program areas would need target reductions commensurate with the reallocation of funding in this multi-funded interdisciplinary effort.



Riders enjoying the National Forest.

Highlights of the Travel Management Rule

36 CFR 212.50 subpart B will provide for a system of national forest system roads, national forest system trails, and areas on national forest system lands that are designated for motor vehicle use by class and if appropriate, by season. Once these roads, trails, and areas are designated, motor vehicle use that is not in accordance with these designations would be prohibited, unless exempted from the designations.

Highlights of the Travel Management Rule include:

- Provides a national framework for local decisions
- The emphasis is on public participation
- Publication of the motor vehicle use map completes the designation process of roads, trails and areas and the prohibition of motorized vehicles off the designated system, going into immediate effect.
- Requires forests to designate roads, trails and areas open to motor vehicles, thus prohibiting motor vehicle use off the designated system
- Applies to all terrestrial motor vehicles – designation by class and, if appropriate, by time, the rule does not address over snow vehicles, aircraft, water craft and authorized use.
- Designation is at the district or forest level
- Designations are identified on a motor vehicle use map. This map is made available to the public on the internet and paper copies.
- Following local designation, prohibits motor vehicle use off the designated system
- The Rule does not apply to over-the-snow vehicles.

Purpose and Scope

The purpose of this report is to provide a region-wide strategy for the successful implementation of the Rule by September, 2009. The Rule requires each administrative unit or ranger district to designate roads, trails and areas for motor vehicle use by vehicle class and, if appropriate, by time of year.

This region-wide strategy also provides advice to the forests for needed on-the-ground implementation measures to make the Rule successful and suggestions for achieving a travel management plan by staged implementation.

The goals for the Rocky Mountain Region's travel management strategy are to:

- Fully implement the Rule over the entire Region by designating a system of roads, trails, and areas open for motorized use
- Be consistent within the Region and with the National efforts
- Stop the expansion of user made roads and trails by making decisions prior to the completion of travel management plans
- Integrate and implement with other program areas ensuring resource protection.
- Manage and sustain motorized use and access
- Integrates planning with field implementation, user education and enforcement
- Foster opportunities for partnerships
- Measure and display accomplishments.

Relationship of the designation process to land management planning

Land management plans determine suitability of uses and establish resource protection guidelines. Plan decisions do not designate roads, trails or areas pursuant to the proposed Rule and consequently the Plan decision by itself would not be enforceable under the new prohibition at 36 CFR 261.13. Rather, such designations would occur only after a NEPA decision separate from the plan decision is made. If there is no change in the current management, the forest may publish the motor vehicle use map with out further NEPA. If a designation decision would not be consistent with a plan, the plan would have to be amended to make it conform to the designation decision. Designations would culminate from a site-specific proposal and public involvement. Once designation decisions are made in a NEPA document, they would be enforceable pursuant to 36 CFR 261.



2003 Rocky Mountain ATV Jamboree

Current Situation

In April 2005 the forests and grasslands in the region were surveyed to determine the state of their transportation and travel management planning assessment specific to the Rule. Below is a summary of the findings and associated implications for work load analysis. Other data has been pulled from the 2004 National OHV survey and the FY04 Road Accomplishment Report. A more detailed report is included in the Appendix.

Forests in the Region are at different stages of travel management efforts. The following information is necessary to publish a motor vehicle use map as required by the proposed Rule:

- Data on system roads and motorized trails should be verified or validated in INFRA and spatially linked
- Data on unclassified routes that have potential for designation should be verified or validated in INFRA and spatially linked
- Verification of FS valid legal access.
- Engineering studies of motorized mixed use (licensed and unlicensed vehicles) on roads
- Travel Management Plan decisions for Motorized Use by vehicle class and time of year

Most of the Forests in the Region have a majority of their system road inventory in INFRA and linked to GIS but lack this same level of information for their motorized trail system. Applicable attribute data should be reviewed for accuracy.

Some Forests in the Region have areas open to cross-country travel with no specific line officer decision or due to 'passive allowance' of unregulated off-road motorized use resulting in established and highly used unclassified routes. These Forests will have a large workload with public involvement and a level of NEPA analysis. Working collaboratively with the public in collecting data associated with potential unclassified routes is recommended to forests working through this process.

Motorized mixed use (licensed and unlicensed vehicles) on public roads may be designated after completion of an engineering study. An engineering study will establish traffic control devices needed for user safety. No Forest in the Region has done an engineering study on any roads addressing the suitability of mixed motorized licensed and unlicensed vehicles. This needs to be completed prior to designating for mixed use. Guidance and training on mixed use analysis is being developed at a national level as road user safety considerations is a critical component of the designation process. This workload will impact all forests to varying degrees.

Care must be made in ensuring that the FS has valid existing rights of access on all routes that will be designated for public motorized use and shown on a Use map. Securing legal access into and through the national forest is an increasing concern, particularly along the Colorado Front Range. If existing or anticipated future access is an issue in designation, forest staff will need to identify and prioritize those routes. Securing access should include working with state and local governments, and with private landowners. Due to limited FS resources, the workload associated with procuring legal access may take years to complete.

Roles and Responsibilities

To effectively implement the Rule, several new roles are identified. These include:

- A Regional Travel Management Rule Implementation Coordinator
- A Regional oversight implementation team
- A Training Cadre.

Below is a discussion of these new roles as well as new responsibilities for current positions.

Regional Forester

- Provide leadership and assistance to Forest Supervisors in the development of Forest Action Plans through the Regional Office Directors
- During scheduled performance reviews, evaluate Forest Supervisor's success in achieving implementation of the Rule
- Review and respond to Forest Supervisors' requests for adjustments in targets due to implementation of the Rule as well as emergencies and unforeseen circumstances.

Directors Recreation, Engineering and Planning

- Provide oversight to Regional oversight implementation team
- Provide budget advice to Forests
- Review progress toward successful implementation of Forest Action Plans with Regional Travel Management Rule Implementation Coordinator and report to the Regional Forester.

Regional Travel Management Rule Implementation Coordinator

A Regional Travel Management Rule Implementation Coordinator position will be responsible for providing focused program leadership. Duties will include:

- providing technical advice and assistance to Forests in developing and implementing their Action Plans
- annually preparing year-end summary of Rule accomplishments including identification of critical items not accomplished
- coordinating with the National and other Regional efforts to share travel management techniques and success
- working with Forest Travel management coordinators to provide consistency and integration among Forests
- providing external coordination with other agencies
- collaborating with statewide and National partners
- developing and implementing the regional communication plan in coordination with the Regional Office Communication and Legislative Affairs staff
- preparing annual program of regional training
- assisting in coordination of law enforcement efforts

Regional Oversight Implementation Team

A Regional oversight implementation team should be set up to provide support to the Regional Travel Management Rule Implementation Coordinator. This team should consist of resource specialists with expertise in:

- NEPA
- Transportation planning
- Lands
- INFRA
- Mapping
- Communication and Legislative Affairs
- Law enforcement.
- Other resources (wildlife, soils, water, vegetation management)

The team is expected to develop issue papers for RF/RLT decisions addressing items that may need regional consistency in their approach. For example, this may include the issue of game retrieval and the often allowed 300 foot off-road access, both of which are Regional Forester decisions. It also may include a consistent date for forests to annually publish the motor vehicle use maps. The team responsibilities are expected to be needed at varying levels, not expected to exceed 20% of an individual's time, through FY 2009. Funding for team members would be through each individual's normal funding codes.

Regional Training Cadre

A training package has been developed nationally. A train-the-trainers session was held in September 2005 which targeted key regional leaders. Four people attended from R2. The Regional leaders will hold a region-wide training session with assistance of the National Cadre to train 3 key representatives from each forest. This will occur February, 7-9, 2006. The forest personnel will then train their respective forests or combination of forests within 6 months of the release of the rule.

The target audience will be:

- Line Officers
- Forest travel management coordinators
- Forest ID teams
- Law enforcement
- Partners
- Other interested forest staff.

Regional Law Enforcement

- Coordinate with the Regional Directors and Forest Supervisors to develop priorities for areas where concentrated law enforcement activities are needed.
- Work with Forest Supervisors to determine additional law enforcement staffing needs.

Forest Supervisors and District Rangers

It is recommended that each forest assign travel management to a program area and establish Forest and District Travel Management coordinators. The coordinator can either be a full-time or a co-lateral position depending on the forest's current state of travel management efforts. Each Travel Management Coordinator should have an understanding of the program needs and have the desire to work with the public. The Forest Supervisor/District Ranger is responsible for:

- Developing the forest action plan and submitting the plan to the Regional Travel Management implementation coordinator by April, 2006. Action Plans will clearly define and document Forest program priorities, and will identify existing and desired workforce capabilities, including staffing and skills. The plan must include a timeline with milestones for completing the implementation of the rule. Funding needs should be addressed including a proposed funding mix by fiscal year. Finally, the Plan will identify existing partnerships, roles and opportunities for better collaboration.
- Annually updating the Action Plan to adjust to emerging issues, respond to program budget direction, and allow better integration with other program needs. Annually, submit updates to the Regional Travel Management Rule Implementation Coordinator by April 15.
- Forest funding decisions
- Entering data on unclassified roads and trails, and specifically defined open areas from GPS data or maps into the Forest Service Geographic Information System (GIS) and INFRA database.
- Issuing Forest Orders where needed prior to designation.
- Developing the required use map according to the timetable in the forest Action plan.
- Coordinating with Law Enforcement Officer(s) to determine the focus of enforcement efforts.
- During scheduled performance reviews, evaluating the success of District Rangers, Resource Staff Officers, and other Primary Staff in accomplishing the Action Plan. Where failures exist in meeting program objectives, identifying corrective actions, (i.e. improve workforce capability, adjust targets if unrealistic, etc).
- Serving as the local contact for public involvement in the creation of the use map.

Forest Action Plans

The Rule focuses solely on designating a system of roads, trails and areas for motorized use. It does not require extensive inventory, or responding to all travel management issues. While it may be wise for some units to undertake the larger task of producing a full scale (all modes of travel) forest transportation plan, as a region, this approach may be very costly and time consuming. It could result in delaying the protection of the forests from unmanaged motorized recreation by not being able to take the needed on the ground actions to implement effective travel management. This strategy discourages undertaking unnecessary inventory and analysis to emphasize field implementation as soon as possible.

Forest Action Plans need to be developed that address planning, public involvement, on-the-ground implementation, and budget. Planning takes advantage of the flexibility of the Rule and encourages staged planning and decision making. On the ground implementation revolves

around the three “E’s”: engineering, enforcement, and education. These are actions to make a real difference on the ground as soon as possible. Unlike past efforts, the emphasis of this implementation strategy is on collaboration with our partners and action on the ground in addition to planning. Details of the process follow.

Planning

Planning includes all steps necessary to implement the Rule. The Rule gives responsible officials the flexibility to designate roads, trails, and areas for motor vehicle use in one step or several stages. Units can take advantage of this flexibility to expedite implementation of a prohibition on cross-country motor vehicle use, other than in designated areas. The strategy proposes a coarse filter approach to establish the current condition of an administrative unit or ranger district. Then based on its situation, a staged process for the implementation of the Rule would take place leading toward a motorized use forest transportation plan identified on the motor vehicle use map. Depending on the unit’s existing situation, the forest will work through some or all of the planning steps.

The particular approach depends on the current condition of travel management on the unit as shown below.

Condition A	Condition B	Condition C
<ul style="list-style-type: none"> • Cross-country travel prohibited or areas open have a specific decision allowing cross-country travel in a defined area • Roads, trails and areas identified for motor vehicle use • Absent an urgent need to change authorization or prohibition of motor vehicle use* 	<ul style="list-style-type: none"> • Cross-country travel allowed • Roads, trails and areas identified for motor vehicle use • Absent an urgent need to change authorization or prohibition of motor vehicle use* 	<ul style="list-style-type: none"> • Cross-country travel allowed or prohibited • Existing need to identify a system of roads, trails and areas for motor vehicle use due to historical allowance of unregulated cross-country travel

* As verified through public participation.

Administrative units or ranger districts in these conditions need to undertake the following actions:

Condition A	Condition B	Condition C
<ol style="list-style-type: none"> 1. Complete administrative actions to effect designations. 2. Publish motor vehicle use map. 3. If the forest identifies a need for change in the near future after the implementation of the Rule the forest can immediately begin the next step in the process to arrive at a more desirable transportation system. 	<ol style="list-style-type: none"> 1. Make decision to prohibit cross-county travel. 2. After that decision the administrative units or ranger districts are in condition A 	<ol style="list-style-type: none"> 1. Make decision to prohibit cross-county travel if needed. 2. Undertake comprehensive transportation planning and develop a proposed action to change authorization or prohibition of motor vehicle use. 3. The administrative units or ranger districts in this condition complete their travel management plan addressing motorized use before they can be in condition A.

Based on the preliminary reply to the state of transportation planning management at the forest level, the following units have been categorized into the three conditions. Some districts within the forest or grassland may differ from the forest condition. Within each condition class the actual condition may vary wildly and each unit will need to refine this first estimate and determine their exact condition to guide their planning process.

Condition A	Condition B	Condition C
White River NF Cimarron and Comanche NG Uncompahgre NF Grand Mesa NF Shoshone NF Medicine Bow-Routt NF	Bighorn NF Pike-San Isabel NF San Juan NF Pawnee NG Arapaho-Roosevelt NF Gunnison NF	Black Hills NF Nebraska NF Rio Grande NF Thunder Basin NG

The Planning Process:

This process follows the National direction as documented in the *Motor Vehicle Route and Area Designation Guide*, by the National OHV Implementation Team. Below is an outline of that process.

Step 1: Compile existing travel management direction and begin public involvement.

Compile existing direction specific to motorized management.

Public Involvement: Ensure a common understanding of the existing travel management direction and the scope of decisions to be made.

Outcome: *Wheeled motorized management baseline system.*

The unit compiles all existing information including:

- information on roads, trails and areas
- maps
- road and trail management objectives (RMO, TMO)
- monitoring reports
- legal access, ownership
- review of state vehicle codes and applicable local laws such as licensing and registration, safety, and motorized mixed-use on roads

After this compilation, if the existing management direction provides an adequate system of designated routes and areas (verified through public participation) and restricts motor vehicle use to the designated system or a need for change to existing management direction is identified but is not urgent, proceed to Step 5. This could be the case if a forest has just completed route designation through a travel management planning process.

For all forests, the issue of game retrieval and the often allowed 300 foot off-road access will need to be addressed. The Regional Forester is the responsible official for any limited use of motor vehicles within a specified distance of certain designated routes, solely for the purposes of dispersed camping or retrieval of downed big game.

If a responsible official determines motor vehicle use on a road, trail or area is causing considerable adverse effects, the responsible official can issue a temporary emergency closure.

Step 2: Assemble resource and social data for consideration

Develop spatial display of roads, trails and areas

Public Involvement: Build a foundation for continued participation in the designation process. Add value to the accuracy and completeness of the inventory by sharing information about user-created trails, joint collection of resource data, and collaborative learning about natural resource impacts.

Outcome: *Spatial display and database of information.*

There are alternative approaches to the inventory that could take place. The following community developed inventory approach is suggested.

The Forest establishes objectives for the inventory, defines standards for mapping, and commits to receive inventory data gathered by the communities of interest as a way to gain information about unclassified routes that are important to the user community. The unit must clearly explain to the public how their inventory data will be used.

The Forest Service could identify an initial set of user-created routes for consideration or may even identify high-priority corridors or zones according to defined criteria. Communities of interest can validate this initial list and identify additional routes for consideration. The user developed inventory of unclassified routes along with the Forest inventory of classified routes serve as the baseline.

It is not suggested that units attempt to create a complete inventory of existing user-created routes. This would be very costly and is only the preferred approach if units have made a commitment to partners, outside funds are available or the process is already well underway.

Step 3: Use Travel Analysis to Identify Proposal for Change.

Complete an evaluation for each road, trail and area under analysis

Public Involvement: Ensure the public has a chance to identify and respond to broad-scale issues

Outcome: *Documentation of the evaluation process and a set of proposals for changes to the forest transportation system which can be evaluated through the NEPA process*

The travel analysis process is similar to the roads analysis process used to evaluate NFS roads and propose changes to the road system and the road management objectives. The agency is proposing changes to adapt the roads analysis process to provide a comprehensive evaluation of motorized travel. Travel analysis includes a consideration of user needs, an evaluation of the supply of motorized recreation opportunities including those provided by private industry, information about demand, and the recreation niche for motor vehicle use on a unit.

The starting point for travel analysis is the existing system of roads and trails managed for motor vehicle use. Through the travel analysis, possible additions or changes to this system are identified. Travel analysis addresses motorized mixed use on roads, legal access across non-NFS lands, and system sustainability in a fiscal as well as an environmental sense. Travel analysis may include an initial screening of those user-created routes identified for consideration in Step 2. The rule contains general and specific screening criteria for designation of roads, trails and areas for motor vehicle use. These criteria address resource issues, use conflicts and recreation opportunities and funding considerations.

If travel analysis results in the conclusion that no changes to the system are needed, then no further analysis is needed and a unit can proceed to Step 5. There is no need to initiate the NEPA process to designate those classified roads, trails and areas that have long been available for motorized use or have a decision under NEPA to authorize use. However, if the FLRMP includes a specific decision leaving some or all of the forest open to cross-country travel, an amendment to the FLRMP would still be necessary to reflect the closure to cross-country travel under 36 CFR 261.13.

Step 4: Environmental Analysis and Decision Making

Complete analyses and, as necessary, prepare NEPA documents

Public Involvement: Identification of the need for change, participation through the NEPA process. Public participation is required in the designation or revision process including coordination with federal, state, county and other local governmental entities, and tribal governments.

Outcome: *Decisions to designate a system of roads, trails and areas for motor vehicle use as defined by 36 CFR 212.51*

Analysis and a decision under NEPA are required to add unclassified routes to the system, develop new routes or designate new OHV areas. No decision under NEPA is required to close unclassified routes or other motorized use in areas where cross-country travel is already prohibited. The NEPA process applies when an administrative unit has a proposal to change its authorization of motor vehicle use on NFS roads, trails and areas.

The decision to be made is what will be the system of roads, trails and areas that will be authorized for motorized use by class of vehicle and, if appropriate, season of use. The authorization decision may also include any decisions necessary to support a system of designated routes (e.g. identifying areas for camping and parking; specifying direction for hunting and game retrieval; and providing direction for emergency or administrative use). The FLRMP would need to be amended if the motorized cross-country travel prohibition is inconsistent with the existing plan.

Environmental analysis should focus on those specific changes the agency proposes to the baseline transportation system. NEPA is only triggered when the unit has a proposal and is preparing to move forward with it.

The prohibition in 36 CFR 261.13 on the use of motor vehicles off designated roads, trails and areas does not become effective until publication of the motor vehicle use map (Step 5). Closures through special orders will continue to be available to respond to “considerable adverse impacts” and other emergency situations (e.g. fire closures).

Step 5: Publish Motor Vehicle Use Map

Complete the designation process by publishing the motor vehicle use map

Public Involvement: Share decisions that translate into the designated system

Outcome: *Publication of motor vehicle use map*

Designating roads, trails and areas for motor vehicle use is an administrative function based on the compilation of decisions previously made for routes and areas. The responsible official translates decisions into a designated system by:

- Designating roads, trails and areas by vehicle class and, if appropriate, by the time of the year
- Identifying roads, trails and areas for motor vehicle use on a motor vehicle use map made available to the public (36 CFR 212.56)

Designation of roads, trails and areas for motor vehicle use requires the responsible official to consider consistency with trail and road management objectives (TMO, RMO). TMOs and

RMOs provide the on-the-ground manager the direction needed for day-to-day management of the trail or road. The motor vehicle use map will be developed using linked INFRA data and GIS spatial data. The motor vehicle use map must reflect nationally-consistent content, presentation, and data standards. The map is a single-purpose, inexpensive to produce, black-and-white map.

Publication of the motor vehicle use map completes the designation of routes. The maps must be available on the web and in hard copy from administrative units and ranger district offices and are published annually. The prohibitions of 36 CFR 261.13 goes into effect immediately upon publication of the motor vehicle use map.

Step 6: Implement Monitor, and Revise

Develop implementation schedule, enforcement plan, monitoring plan

Public Involvement: Distribute motor vehicle use map and other motorized decisions with the public

Outcome: *Identified steps to share, enforce and monitor Motorized system*

Implementation of motorized decisions requires developing a schedule of actions, an enforcement plan, and a monitoring plan. The results of the monitoring plan will provide information from which to evaluate whether conditional decisions need to be implemented or changed conditions merit additional evaluation and possibly a new decision.



Working together with users to identify important motorized routes.

On-the ground implementation

All Forests should immediately take steps to begin to manage the unmanaged motorized recreation occurring on our national forests and grasslands. These steps should be outlined in the implementation section of the Forest Action Plan. In many cases existing forest travel management is already in place but due to lack of resources the regulations are not being enforced. Regardless of a forest's current situation, many of the implementation actions are the same. The success of the rule as a tool for providing and regulating motorized use depends primarily on the ability of forests to implement it on-the-ground. A Forest that implements the Rule places themselves in a more favorable legal environment for the enforcement of travel management decisions.

The implementation section of the Forest Action Plan consists of three parts:

1. Education and Information – Sharing OHV decisions with users and providing opportunity information including the production and dissemination of the motor vehicle use map and the information/education plan and schedule of actions. Every effort should be made to ensure that all designated routes have route number signing corresponding with the motor vehicle use map as per the 2005 EM-7100-15 Sign and Poster Guidelines for the Forest Service or in Colorado the CNRG (Colorado National Resource Group) signing standards. Signing now will help the ability to enforce existing regulations and aid in the implementation of the rule. Work with the motorized user community to promote voluntary compliance though creating an understanding of the need to follow rules.

- Publication of motor vehicle use maps
- Publication of user education brochures
- The construction of visitor kiosks at key entry portals
- Carrying out meeting with both motorized and non-motorized user groups
- Installing road and trail signing
- Coordinating volunteer events to help involve the public with the challenges of providing and managing motorized recreation.
- Hosting and attending events with the motorized community to help educate users.
- Developing MOUs with local clubs to work on education projects.
- Coordination with other Federal, State, and local entities to provide a consistent message and more uniform signing and mapping standards.

2. Enforcement – Enforcing closures and other regulations and provide for public safety. Enforcement is every employees' responsibility not just law enforcement officers. Field presence signing, and public information are all key to successfully enforcing existing regulations and the rule. Encourage the motorized user community to use social pressure to create better compliance with the Rule.

- Enforcement plan and schedule of actions.
- Boots on the Ground, schedule to provide employee field presence.

- Coordination with other Federal, State, and local law enforcement officers.
- Working with volunteers to develop motorized trail hosts to help educate the public and provide greater field presence.

3. Engineering - Actions needed to create and maintain needed infrastructure and close and rehabilitate unneeded routes.

- Construction/reconstruction of routes/facilities
- The closure of unneeded routes.
- The protection of sensitive areas adjacent to motorized routes.
- Rehabilitation/decommissioning of routes and areas
- Maintenance schedule (periodic program of work).
- Begin working on recreation and trails master planning to provide high quality motorized recreation opportunities.



Mobile user education trailer at a motorized event.



Left Hand Canyon work day.

Funding Strategy

Designation will require a substantial commitment of agency resources over several years. Without additional dedicated funds, there needs to be refocusing of priorities to meet the four-year time frame.

There is wide agreement by the agency and our public that establishing a system of routes designated for motor vehicle use is the right thing to do and an urgent national priority. At the same time, there is no specific appropriation for this work. Every effort should be made to keep route and area designation costs to a minimum. The staged planning and decision making process is the best strategy to control costs.

Presently the region is not proposing an “off the top” special allocation. Instead the region is proposing that each forest develop its own multi-funding strategy. At a minimum, each forest needs to achieve full implementation of the Rule and needed on-the-ground implementation by September, 2009. Therefore it is being proposed that funding of motor vehicle route designation should come from multiple fund codes as described in the statement of purpose and need and the proposed action(s). Most program areas benefit from transportation planning, recreation is just one of the benefiting areas and should not be expected to fund the majority of the costs.

Determine the appropriate BLI(s) for the activities as described in the NEPA statement of purpose and need for the proposed action(s). For travel management planning, up to 5 BLIs in increments of not less than 20% per BLI can be used. Splits may be identified by their proportionate share using Primary Purpose for the proposed actions/purpose and need that are addressed in a NEPA analysis. Documentation of the rationale used for funding will reside in the Work Plan. The fund mix can vary by year. Construction/reconstruction of roads and trails must be paid out of CM funds.

Estimate of costs

The state of the forest report provides an estimate of the gap between where the units are now and the amount of work it will take to implement the Rule. However, the final costs depend on many other factors of which the largest is the scale and level of analysis or the specificity a forest decides to undertake. This strategy attempts to reduce planning and inventory costs and balance those costs with on-the-ground implementation expenditures.

Nationally, it has been estimated to cost each Forest approximately \$500,000 to \$1,000,000 to implement the Rule up to the point of publication of the Motor Vehicle Use Map. In this Region, we estimate the cost to complete planning and publish the Motor Vehicle Use Map to be \$250,000 to \$1,000,000 per Forest. The actual cost is dependent on the Forests travel management status, the level of complexity, the level of public controversy, and the state of the transportation inventory. A recent forest-wide travel management plan in this region cost over \$1,000,000 dollars to reach the draft stage.

Neither the National estimate nor the Regional estimate includes funding for law enforcement, user education, road and trail closures, or signing. Over the next four years and beyond, on-the ground implementation, including needed engineering activities such as sign plans, physical road closures, public education and information efforts, and law enforcement will cost \$200,000 to \$300,000 per year per forest. Additional infrastructure may need to be provided, such as trailheads, new and reconstructed routes, kiosks, and other recreation facilities. Partnerships with state government, local government, other non-governmental organizations and user groups can be a very important source of additional funding. At the Regional level, an additional \$3,000,000 per year is proposed to be allocated from the region's capital investment funding to address implementation needs.

Over the next four years, the region could expend between 24 and 40 million dollars under this scenario.

Implementation schedule by unit

The forest action plan will include an implementation schedule. Due to the amount of resources that may need to be committed to accomplish implementation of this Rule, the fact that there is no new funding, and the large workloads forests already have, Forest Action Plans may need to highlight possible target relief adjustments needed during the next four years. These will be negotiated between the Regional Forester and Forest Supervisor.

The implementation schedule will be closely monitored to assure that the region will meet its Rule implementation target.

Monitoring

This section addresses implementation monitoring. The following will be identified in the Forest's Action Plan. They will be yearly monitored and reported to the Regional Travel Management Rule Implementation Coordinator.

- Acres "DESIGNATED" by unit, forest or ranger district once a motor vehicle use map has been published under the Rule.
- Acres of "SYSTEM" by unit or district already limits motor vehicles to a specific managed system of NFS roads, NFS trails, and/or areas on NFS lands through special orders.
- Acres of "EXISTING" by unit or district restricts motor vehicles to "existing" routes by special order, including unauthorized, user-developed routes which may or may not be inventoried and have not yet been evaluated for designation.
- Acres of OPEN by unit or district (larger than individually designated "areas" under the Rule) are currently open to cross-country motor vehicle travel.
- Projected Date for Designation
- Miles of Existing NFS Roads on the unit or district.
- Miles of Existing NFS Roads Open to Motor Vehicle Use
- Miles of Existing NFS Trails
- Miles of Existing NFS Trails Open to Motor Vehicle Use
- Miles obliterated, Unclassified routes / rehabilitated miles
- Law enforcement incident reports and citations
- Miles of designated motorized trails
- Availability of motorized recreation opportunity maps by forest
- Percentage of signage, of trails signed to standard or number
- Miles of maintained travel routes to standard.
- Adapted miles or number of classified travel routes by user groups or individuals
- Hours of volunteer work.

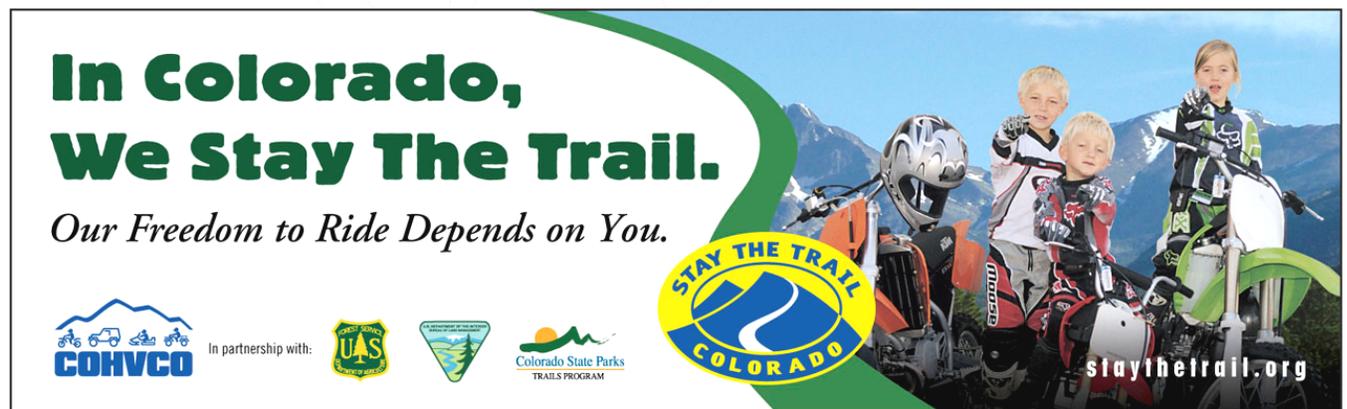
Partnerships

The Forest Service would like to build on the legacy of strong working partnerships – partnerships with local organized motorized riding groups, national organizations such as the National Off-Highway Vehicle Conservation Council and the Blue Ribbon Coalition, numerous conservation groups, and non-profits at both local and national levels who are interested in improving OHV use on public lands. Many of these groups have helped the Forest Service for years to provide user education, enhance motorized recreation opportunities and most importantly – to solve problems. We will need the continued assistance of all of these groups and others to successfully manage motor vehicle use and provide for the long-term sustainability

of national forest system lands and resources. In other words, public and partner involvement will continue to be critical in the success of this effort.

A large part of the Regional Travel Management Rule Implementation Coordinator's position will be to assist forest and districts to proactively engage in the development of partnership efforts. This can include, but is not limited to:

- a) Field trips to look at trails and roads with potential for inclusion in the OHV system.
- b) Workshops to review existing Forest/District inventory maps, correct inventory information, and add additional routes and areas.
- c) Meetings to brief parties on outcomes of inventories and the next steps in the process.
- d) Volunteers working with inventory teams to assist in locating routes and areas.
- e) Verifying jurisdictional questions in the county records
- f) Verify jurisdiction in the county records.
- g) Post signs and distribute maps of baseline map.
- h) User education contacts by visitors using similar mode.
- i) Eliminating evidence of user created routes.
- j) Installing signs on routes with known designations.
- k) Seek partnership opportunities to post and maintain routes.
- l) Organize volunteer OHV Host Patrols to provide user-to-user contact
- m) Organize groups to close user created routes.
- n) Install gates, signs and kiosks at trailheads and entry points.
- o) Assure that volunteers are properly trained & received needed training and a job hazard analysis is conducted for all projects.



Colorado user education program billboard.

Team members

Membership of Rocky Mountain Travel Management Team includes:

Team Leaders

Francisco Valenzuela, RHWR

Veronica Mitchell, ENG

Pam Skeels, Planning.

Consulting Members

Steve Sherwood, RHWR

Glenda Wilson, ENG

Tom Condos, GMUG

Roger Tarum, ARP

Janelle Smith, CLA

Core Team

Connie Clementson, GMUG

Cal Wettstein, WRNF

Rick Metzger, Shoshone

Jane Darnell, Wyoming

Chuck Dunfee, Law Enforcement

Rick Hudson, Black Hills

Steve Coupal, MBRNF