

Draft last updated: May 17, 2011

Dixie National Forest Motorized Travel Plan

Implementation Plan

Version 2.0

May 2011

Document available at www.fs.fed.us/r4/dixie/mtp/implementation

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Chapter 1: Introduction

1.1. Background and Motorized Travel Plan Decision

The Dixie National Forest is the largest of the five national forests in Utah, covering close to two million acres and stretching for over 200 miles. The Forest is located in Garfield, Iron, Kane, Piute, Wayne, and Washington counties in southcentral and southwestern Utah. There are currently four ranger districts on the Forest: Cedar City, headquartered in Cedar City; Escalante, headquartered in Escalante; Pine Valley, headquartered in St. George; and Powell, headquartered in Panguitch. The Supervisor's Office is collocated with the Cedar City Ranger District in Cedar City.

In March 2006 the Teasdale Ranger District on the Dixie National Forest and the Loa Ranger District on the Fishlake National Forest were consolidated into the Fremont River Ranger District. This new ranger district is administered by the Fishlake National Forest, though the area that was the Teasdale Ranger District remains part of the Dixie National Forest. As the Motorized Travel Plan analysis was initiated prior to the reorganization, the Teasdale portion of the Fremont River Ranger District was included.

A Draft Environmental Impact Statement for the Motorized Travel Plan (MTP) was published in May 2008, and a Final Environmental Impact Statement and Record of Decision were published in April 2009. Prior to the MTP decision the forest had approximately 5,200 miles of system and non-system (unauthorized or illegal) routes. The decision designated approximately 2,700 miles of motorized routes as open to public use, and approximately 1,000 miles of routes as administratively available for permitted activities and for official resource management. The MTP decision also eliminated motorized cross-country travel (travel off of designated routes) on the forest.

1.2. Purpose of Implementation Strategy

The purpose of this document is to identify a strategy and guideline for implementation of the Dixie National Forest Motorized Travel Plan. The goal of this plan is to provide for the long term sustainability of motor vehicle access to and quality motorized recreation opportunities on the Dixie National Forest in a manner that protects natural and cultural resources.

1.3. How This Plan Will Be Updated

This plan is meant to be adaptive in nature to address the dynamic needs of the implementation process. Subsequently, this plan will be updated as needed. Recommended changes or additions to the plan received from the public, forest employees, the MTP Implementation Taskforce, and the MTP Steering Committee will be reviewed and approved by the Forest Leadership Team (Appendix Q). The most current version of the Implementation Plan will be posted on the Forest's webpage (<http://www.fs.fed.us/r4/dixie/>).

1.3.1 MTP Steering Committee

The Motorized Travel Plan Implementation Steering Committee consists of the MTP project team lead, Forest Staff Officers (or appropriate appointee), two District Rangers, and the Forest Supervisor. The committee's roles are as follows:

- Provide oversight of the implementation process.
- Address implementation issues as they arise.
- Inform the FLT on small d decisions and present big D decisions as necessary.
- Coordinate staff areas to ensure integration and target accomplishment.
- Provide the FLT with implementation progress updates.
- Coordinate with MTP Taskforce and forest employees and inform FLT of pertinent information and recommended requests or recommendations.
- Update Implementation Strategy annually (not IA priorities).

1.3.2 MTP Implementation Task Force

The Motorized Travel Plan Implementation Taskforce consists of community participants (7-8), one District Ranger, MTP Implementation Team Leader. The taskforce's roles are as follow:

- Meet quarterly
- Consider Forest Service Implementation Plan.
 - Provides yearly input into plan development modification (after first year).
- Monitors MTP implementation and provides feedback to the Steering Committee about areas of success and challenge.
- Listens to public concerns about implementation
 - Troubleshoots options for solving problems – may recommend ideas to Forest Leadership Team through the Steering Committee.
- Makes recommendations to Steering Committee about how the Forest can expand capacity to implement motorized travel plan quicker, more broadly, or in specific areas (e.g., brings money, time, expertise, etc. to the table).

1.4. Roles and Responsibilities

This implementation plan is intended to be applied to those National Forest System lands administered by the Dixie National Forest. The Fishlake National Forest will be responsible for implementing the MTP decision on the Teasdale portion of the Fremont River Ranger District. The Dixie and Fishlake National Forests will coordinate implementation efforts to ensure consistency and clarity of road designation. For example, if a road crosses the boundary between the Escalante and Fremont River Ranger Districts, and is designated as closed under the MTP decision, the two forests will ensure that both ends of the road are closed.

1.5 Implementation Efforts to Date

The Dixie National Forest has been actively implementing the Motorized Travel Plan. At the end of Fiscal Year 2010, the forest had implemented an element of all four “E’s”. The following is a summary of implementation activities in 2010.

Education

Forest employees:

- Participated in many community events where we handed out maps and talked to people about the MTP.
 - Enterprise 24th Parade, Duck Creek Days, Washington County Fair, Bryce Canyon ATV Rally, Iron County Fair, Cedar City Outdoor Fest, St George Interagency Visitor Center Brown-bag Lunch, and many more.
- Developed an MTP education trailer and set up road-side information stops and contacted over 1,000 visitors.



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- Used an AM radio transmitter along Highway 14 to inform visitors about changes in motor vehicle travel.
- Produced two maps (MVUM and Travel Maps). All are free to the public!
 - Printed Maps—the forest spent over \$26,000 on MVUMs and \$5,500 on Travel Maps. UT Parks and Recreation printed over 20,000 Travel Maps for the forest, saving the forest over \$40,000.
 - Printed maps and displays were distributed to local businesses across the forest.
 - On-line versions of both the MVUM and Travel Map.
 - Garmin GPS unit background maps.
- Installed many new signs informing the public about motorized travel.
 - Open roads and trails were signed.
 - Portal signs were installed at major access locations on the forest informing the public that travel off designated roads and trails is prohibited.
- Developed a *Tread Lightly* cinema “pre-view” that showed in movie theaters in southern Utah.
- Made many in-field public contacts with seven-day a week staffing.
- Conducted an internal education session on each of the four districts.
- Produced a Motorized Travel Plan information brochure.

Engineering

The Forest Road Crew and other employees:

- Improved over 20 miles of forest roads and maintained 610 miles.
- Completed three Implementation Areas (Haycock/Duck-Swains, Pretty Tree Bench, and Mt Dutton North).
 - Decommissioned over 225 miles of closed routes.
 - Physically managed (with gates or other closures) an additional 240 miles of administrative routes.
- Worked with the Utah Dedicated Hunter volunteer program to install a restrictive barrier to keep motor vehicles off of non-motorized trails.

- Installed two major ATV trail bridges and improved over half a mile of the Duck Creek ATV Trail on the Cedar City Ranger District.
- Repaired flood damage to the Casto Canyon ATV Trail on the Powell Ranger District three different times.

Enforcement

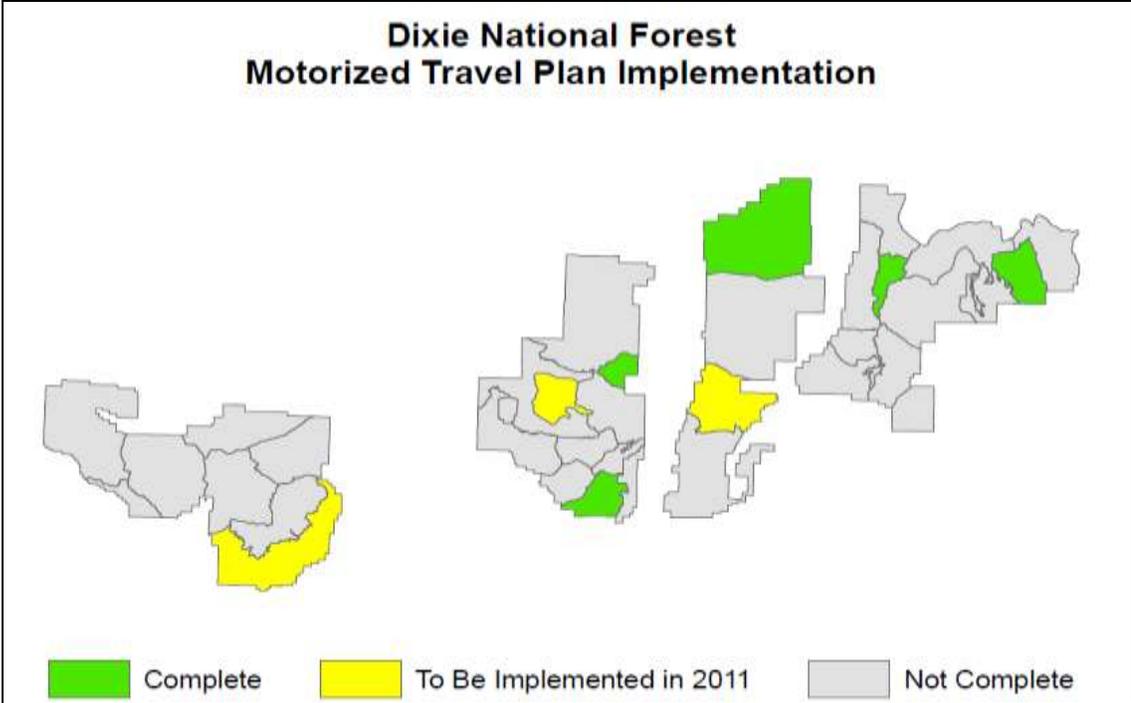
- The forest hired one additional Law Enforcement Officer, for a total of two.
- Each district staffed an additional Forest Protection Officer (FPO).
- FPOs and LEOs issued 56 violation notices related to motor vehicle use.
- Employees documented 129 incidents of illegal motor vehicle use (Incident Reports).

Evaluation

- The forest monitored the effectiveness of the physical implementation in the Duck-Swains (School Wash) Implementation Area. Work was completed in the summer of 2009.

Management Action	# Mgt Actions	% Successful	% Revegetated	Comment
Coarse Woody Debris	6	67%	100%	Wood/debris were moved
Need to Change Decision	2	100%	100%	Both routes are open routes that are not being used. District will propose to close.
No Action/No Visible Route	8	100%	100%	
Restrictive Barrier-Boulder	25	96%	96%	One instance of driving around boulders noted.
Rip/Seed/Barrier-Boulder	42	86%	86%	Some closures naturally did not have vegetation.
Over-all Total	83	90%	96%	

*Confidence level of 95%, confidence interval of 6.26 and a population of 132



Chapter 2. Education

2.1. Objectives of the Education Plan

- Forest users understand appropriate motorized use on the forest.
- Forest users know how to get information on open routes.
- Forest users know how to report violations of appropriate uses.
- Youth are educated about why motorized uses need to be limited to the designated system (resource considerations).
- Media provide accurate information about appropriate forest uses.
- Forest employees know how to approach the public and are versed in key messages for helping people use the forest appropriately.
- User groups (e.g., ATV clubs) and advocacy groups understand the forest's commitment to implementing the travel plan decision.

2.2. Audiences

- Local media: radio, newspaper, television
- Local businesses: ATV-oriented, sporting goods, forest communities, eating establishments, gas stations (pumps), outfitters and guides
- Local government, county tourism councils, county trails and natural resource committees
- State government: State Parks, Division of Wildlife Resources, Public Lands Policy Office
- School children: Washington, Iron, Garfield, Wayne, and Kane County School Districts
- Employees: frontliners, visitor centers, field-going employees, Forest Protection Officers
- Other agency partners: Bureau of Land Management (BLM), National Park Service (NPS), State of Utah, local business, and Garfield and Kane Counties.
- Bryce Canyon Natural History Association, Arizona Strip Interpretive Association
- Out-of-town Users: Las Vegas, Wasatch Front
- Homeowner associations
- Camping users
- Campground hosts, concessionaires, good host training
- ATV clubs
- Community groups
- Environmental groups
- Other user Groups: Cycling clubs, Backcountry Horsemen
- Implementation Task Force

2.3. Key Messages

- Motorized use on the forest is limited to the designated route system.

- A map of designated routes is available at Forest Service offices and on the forest website.
- Responsible motorized travel includes:
 - Travel only on designated routes.
 - Obey all State and Federal laws pertaining to motor vehicle use (registration, helmets, etc.)
 - Avoid travel on routes when they are wet/muddy to prevent road/trail damage.
 - Do not harass wildlife.
 - Respect other forest visitor's experiences.
 - Use established access routes to dispersed campsites.
 - Do not create play areas/loops next to dispersed campsites.
- Travel off designated routes is subject to citation.
- The Forest Service manages a variety of multiple-uses and must protect opportunities for all users.
- Designated routes will be signed.
- Travel on unsigned routes may be a violation of travel regulations.
- If you see violations of appropriate use, know the steps to report (e.g., document, call the Forest Service).
- The Implementation Task Force is a public venue for bringing concerns about the system and uses.
- Implementation of this decision is happening in stages across the forest.
 - Implementation areas (IAs) have been identified by district staff using an interdisciplinary approach; IAs provide focus for implementation.
 - Additional attention may be placed on roadless areas, high concentrated use areas, fragile areas, and other areas identified by the public.
- Dispersed camping is allowed within 150 feet of designated routes unless it is in a designated dispersed camping area.
- Requirements for firewood gathering are outlined in the firewood gathering permit.
- Administrative uses (such as maintenance of livestock permits or access to private lands) are provided for by administrative routes or by the permit.
- Routes that previously were available for public use (prior to the decision) are being closed for a variety of reasons including:
 - Route is duplicative.
 - Route creates natural resources damage (e.g., damage to wildlife, cultural resources, soils, water, etc.).
 - Route was intended for short-term administrative use only.
- Users need to "Protect their Privilege."

2.4. Four Education Focus Areas

Education efforts will occur in four areas:

1. Developing and implementing education programs for youth, adults, and forest employees,
2. Improving signs and sign coordination,
3. Developing information materials, and
4. Working with the media to present stories about proper motorized uses.

2.4.1. Education Action Plan

2011 MTP EDUCATION ACTION PLAN

The MTP Steering committee met January 4, 2010 and the following items were agreed upon for the Action Plan.

ACTION #1: Communication to Communities		
<p>Description: Communication to communities (including local municipalities and commissioners) must occur after Rx is completed and prior to implementation of key areas.</p> <p>2009-Implemented Areas: Griffin Springs IA (D4) and School Wash IA (D2).</p> <p>2010- Implemented Areas Haycock (D2), N. Dutton (D3), and Pretty Tree Bench (D4).</p> <p>2011-Areas planned to be Implemented Oak Grove (D1), Middle Mammoth (D2), and N. Paunsaugunt (D3).</p>	<p>Who: Forest Coordinator: District Rangers OR MTP Coordinators for Districts Participating Employees:</p>	<p>When: Prior to each key implementation And after areas have been implemented.</p>
ACTION #2: Training for Permanent employees		
<p>Description: Topic Examples for Training: -Training on safety -Talking Points -Dealing with disgruntled folks -Role playing exercises</p>	<p>Forest Coordinator: Forest LEO & PAO Participating Employees: All</p>	<p>When: April 7</p>
ACTION #3: Training for Seasonal employees		
<p>Description: Topic <i>Examples</i> for training: -Training on safety -Talking Points-what they are, how to use them -Dealing with disgruntled folks -Role playing exercises -field trip to a site where it</p>	<p>Forest Coordinator: District Rangers and Staff Group Participating Employees:</p>	<p>When: Pine Valley District- May 9th –coordination with Micah Suwyn Cedar City District- May 18 Powell District- June 7th</p>

has been implemented. Have discussion of how it has been implemented, what the concerns were and how it has improved.		Escalante District- June 6th
ACTION #4: ATV INDUSTRY Day/User Group Field Trip with Forest Specialists		
Description: -Engage local industry dealers /advocates by going out for a field visit – look at closure/ improvement Invite BLM rep. Chris H.-State- has some 4 wheelers	Planning: PAO/Forest Coordinator/Task Force Invitations: District Rangers Participating Employees:	When: July or August
ACTION #5: Engage Media-Radio, PSA's, Talk shows, surrogates		
Description: Develop and Implement Media Plan including a Media Day Use Media Contact List (Attached)	Forest Coordinator: PAO Participating Employees: PAO and District Rangers	When:
ACTION #6: Districts Sign up for Large Events- Sign up on attached event list!		
Description: Large Events in Southern Utah Need to be attended by Employee Leadership for Implementation -OT sign up for critical weekends -Funding for overtime/ flex time	Forest Coordinator: Participating Employees:	When: See Event List Appendix M
ACTION #7: Forest MTP Brochure		
Description:	Forest Coordinator: PAO & Jessica Grow Participating Employees: Districts-	When: Spring 2011
ACTION #8: Give Updates to Forest Key Contacts		
Targeted Briefings to Key Contacts	PAO, District Rangers, Forest Supervisor	Spring, June, September

Long-term Actions

- Work with Garfield, Iron, Kane, Washington, and Wayne County School Districts to incorporate Motorized Travel Curriculum into K-12 instruction.

- Meet with Key Audiences yearly to remind them about proper use and how they can help.
- Continue yearly employee training on Motorized Travel, emphasizing how every employee has a responsibility to help educate and enforce.

2.4.2. Informational Signing

Signs explaining the MTP will be installed at trailheads and roadside informational sites.

2.4.2.1. MTP Informational Trailhead Signing

The standard MTP informational trailhead sign (shown at Appendix K) will be placed at both motorized and non-motorized trailheads that have single or triple panel kiosks. The sign will be updated as needed.

2.4.2.2. Roadside Informational Site Signing

Many roadside informational sites, such as interpretive sites and travel/camping information kiosks, currently exist on the forest. Roadside informational sites can provide a means for additional MTP information. Appropriate sites will be determined, and actions will be taken to expand the information dissemination capabilities. These actions may include expanding the available parking, constructing or reconstructing kiosks, and fabricating or redesigning interpretive and informational panels

Chapter 3. Engineering

3.1. Implementation

The Engineering portion of the Implementation Plan will be implemented at two levels: a forest – wide approach and by smaller geographic areas called Implementation Areas (IAs).

3.1.1. Forest-wide Implementation

Implementation items addressed under a forest-wide approach are as follows:

3.1.1.1. Route Signing

- Roads designated open to public motor vehicle use will be signed according to the Sign and Poster Guidelines for the Forest Service (EM 7100-15 [Forest Service Engineering: Programs, Signs and Posters](#)). In addition to the direction provided in the manual, the forest will use green u-channel metal posts with aluminum signs on Maintenance Level 2, 3 and 4 roads.
- Motorized trails designated open to public motor vehicle use will be signed according to the Sign and Poster Guidelines for the Forest Service (EM 7100-15) and the State of Utah Statewide OHV Trail Signing Standards (included as Appendix I) or online at: (http://static.stateparks.utah.gov/docs/nrcc_trail_sign_standards.pdf)

3.1.1.2. Portal Signing

- Portal signs will be installed at the forest boundary and at the entrance to key secondary routes to notify forest visitors about travel restrictions (see Appendix B, Maps of District Sign Locations). Three sign sizes will be used based on the speed that routes are traveled: Large (42" x 96"), Medium (24" x 68"), and Small (24" x 18"). The sign sizing is based on guidance provided in chapter 6b of the Sign and Poster Guidelines (EM 7100-15). The signs will look as follows:

Figure 1. Example of Large and Medium Signs

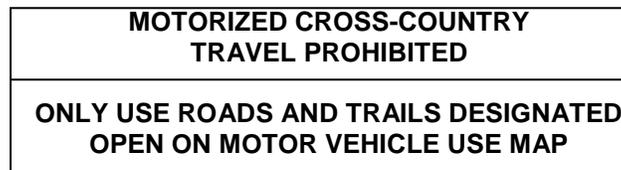
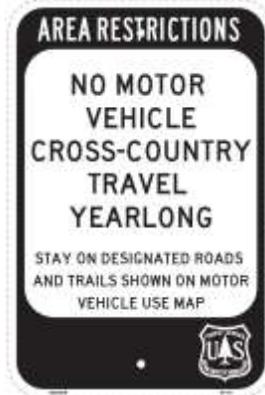


Figure 2. Example of Small Sign

The following table displays the number of each sign needed by each district and the associated approximate cost of the signs as of 2009. The total cost of installing the portal signs will be approximately twice the cost of the signs.

Table 1. Cost of Signs, FY2009

District	Number of Signs Needed			
	Small	Medium	Large	Total
D1	20	18	4	42
D2	53	19	5	77
D3	31	7	2	40
D4	20	12	1	33
Total	124	56	12	192
Approx. Cost Per Sign	\$32.50	\$138.50	\$342.16	
Total Cost	\$4,030.00	\$7,756.00	\$4,105.92	\$15,891.92

Costs do not include sign posts, installation hardware, or cost of installation.

3.1.2. Implementation Area Implementation

Implementation Areas (IAs) are geographic sub-units of each district that were developed to focus the physical route closure efforts of the Motorized Travel Plan (IAs listed in Appendix A). Using the following criteria, the District Staff determined the IA boundaries using an interdisciplinary approach:

- Travel patterns
- Road densities
- Resource considerations (e.g., big game winter range)
- Recent (previous), current, and future decision boundaries
- Geographic features/physical landscape.

There are seven IAs on D1, nine IAs on D2, four IAs on D3, and ten IAs on D4, for a total of 31 IAs. The top 15 IAs were prioritized at a forest level using several criteria. The ranking was not based on a strict application of numeric values for the criteria, but rather on managers'

knowledge of the IAs and a subjective application of the criteria. Some criteria were critical in certain IAs and did not apply in others (Appendix L Forest and District IA Prioritization Maps).

The top 15 IAs were prioritized at a forest level using the following criteria:

- Target accomplishment (an assigned incremental metric of annual accomplishment; e.g., acres of terrestrial habitat improvement)
- A mix of IA complexity—large and small areas, many routes/few routes
- Amount of resource impacts from motor vehicles
- Other resource concerns (e.g., big game winter range)
- Potential partnerships
- Potential stewardship projects
- Potential state grants
- Dates of previous decisions

IAs will be implemented in the order of priority as funding is available. Ideally the forest would implement four IAs a year.

3.1.2.1. Physical Route Management

Although the Motorized Travel Plan states the allowed uses of a route, it does not provide details on how to physically manage the route for the identified allowed uses. The method of physical route management, or prescription, will be assigned by District Staff using an interdisciplinary team approach. The prescriptions will be electronically documented and spatially referenced using the Dixie National Forest MTP Implementation Mobile Application (Appendix E Mobile Application User Guide). In order to maintain consistency across the forest and present a recognizable approach to the public, there is a menu of management options for each type of closure or restriction used in the MTP implementation (see Appendix D, Prescription Descriptions). A separate NEPA document may be required depending on the potential resource impacts. All roads with the exception of closed routes will be signed with a road number sign. Prescription options are different for each route classification under the MTP decision. The following is a list of prescription options based on route classification.

3.1.2.1.1. Closed Routes

Closed routes are routes that are closed to all motor vehicle use. Closed routes consist of U routes, classified roads, and illegal routes. The intent for closed routes is that they will blend back into the landscape. Closed routes will not be shown on maps. The closure methods will be one of the following:

<u>Decision</u>	<u>Prescription Options</u>
Closed	Coarse Woody Debris
	No Action/No Visible Route
	No Action/Restricted Elsewhere
	Recontour/Seed/Barrier-Boulder
	Recontour/Seed/Barrier-Metal Fence
	Recontour/Seed/Barrier-Wood Fence
	Restrictive Barrier-Boulder
	Restrictive Barrier-Metal Fence
	Restrictive Barrier-Wood Fence
	Rip/Seed/Barrier-Boulder

Rip/Seed/Barrier-Metal Fence
 Rip/Seed/Barrier-Wood Fence
 Need to Change Decision

Closed routes will have the following sign on a fiberglass post:



3.1.2.1.2. Administrative Routes

Administrative roads are Maintenance Level 1 roads that are closed to public motor vehicle use but may be used for administrative or permitted purposes. Administrative routes were divided into two categories: current use and future use.

Current Use Administrative Routes

Current use administrative roads are described as routes that forest employees or permittees use routinely for official resource management purposes (range improvements, water line maintenance) or private property access. There are 11 types of current use administrative routes that will be managed with the following methods.

Administrative road (current); closed to public use

<u>Decision</u>	<u>Prescription Options</u>
Admin-Current	Heavy Gate Light Gate Need to Change Decision No Action/Restricted Elsewhere Restrictive Barrier-Boulder Restrictive Barrier-Metal Fence Restrictive Barrier-Wood Fence Sign (Only in Administrative Areas)

Administrative road (current); motorized trail (50") open for public use

<u>Decision</u>	<u>Prescription Options</u>
Admin-Current/Moto Trail	Need to Change Decision No Action/Restricted Elsewhere Restrictive Barrier-Boulder/Side Gate Restrictive Barrier-Metal/Side Gate Restrictive Barrier-Wood/Side Gate

Administrative road (current); non-motorized trail open for public use

<u>Decision</u>	<u>Prescription Options</u>
Admin-Current/NM Trail	Need to Change Decision No Action/Restricted Elsewhere Restrictive Barrier-Boulder/Side Gate Restrictive Barrier-Metal/Side Gate Restrictive Barrier-Wood/Side Gate

Administrative road and permittee road; closed to public use

<u>Decision</u>	<u>Prescription Options</u>
Admin/Perm	Heavy Gate Light Gate Need to Change Decision No Action/Restricted Elsewhere

Administrative road and permittee road; motorized trail (50") open for public use

<u>Decision</u>	<u>Prescription Options</u>
Admin/Perm/Moto Trail	Need to Change Decision No Action/Restricted Elsewhere Restrictive Barrier-Boulder/Side Gate Restrictive Barrier-Metal/Side Gate Restrictive Barrier-Wood/Side Gate

Administrative road and permittee road; non-motorized trail open for public use

<u>Decision</u>	<u>Prescription Options</u>
Admin/Perm/NM Trail	Need to Change Decision No Action/Restricted Elsewhere Restrictive Barrier-Boulder/Side Gate Restrictive Barrier-Metal/Side Gate Restrictive Barrier-Wood/Side Gate

Administrative road, permittee access, and private land access; closed to public access

<u>Decision</u>	<u>Prescription Options</u>
Admin/Perm/PVT	Heavy Gate Light Gate Need to Change Decision No Action/Restricted Elsewhere

Administrative road, permittee access, and private land access; motorized trail (50”) open for public use

<u>Decision</u>	<u>Prescription Options</u>
Admin/Perm/PVT/Moto Trail	Need to Change Decision No Action/Restricted Elsewhere Restrictive Barrier-Boulder/Side Gate Restrictive Barrier-Metal/Side Gate Restrictive Barrier-Wood/Side Gate

Administrative road, permittee access, and private land access; non-motorized trail open for public use

<u>Decision</u>	<u>Prescription Options</u>
Admin/Perm/PVT/NM Trail	Need to Change Decision No Action/Restricted Elsewhere Restrictive Barrier-Boulder/Side Gate Restrictive Barrier-Metal/Side Gate Restrictive Barrier-Wood/Side Gate

Administrative road and private land access; closed to public access

<u>Decision</u>	<u>Prescription Options</u>
Admin/PVT	Heavy Gate Light Gate Need to Change Decision No Action/Restricted Elsewhere

Administrative road and private land access; motorized trail open for public use

Decision

Admin/PVT/Moto Trail

Prescription Options

- Need to Change Decision
- No Action/Restricted Elsewhere
- Restrictive Barrier-Boulder/Side Gate
- Restrictive Barrier-Metal/Side Gate
- Restrictive Barrier-Wood/Side Gate

Current use administrative roads will be gated or have a restrictive barrier as listed above with the exception of frequently used administrative sites where forest employee/representatives are usually present (Duck Creek Bunkhouse, Dave’s Hollow Work Station).

Routes that access administrative sites will have the following sign on a 4x4 treated wood post or green u-channel post:



Gates that are placed on current use administrative roads that provide access to permittees and private property will be double-locked to allow access to authorized users. Gated administrative roads will have either a heavy or light gate installed (see Appendix H, Restrictive Barrier Drawings). When determining the gate type both snow-load and potential vandalism should be considered. Both style gates will include the following sign located on the gate between the Object Marker signs (center):



Future Use Administrative Routes

Future use administrative routes are described as routes that are not frequently used but are still needed for future official resource management purposes (vegetation management). There are 11 types of future use administrative routes that will be managed with the following methods.

Administrative road (future); closed to public use

Decision

Admin-Future

Prescription Options

- Coarse Woody Debris
- Heavy Gate
- Light Gate
- Need to Change Decision
- No Action/No Visible Route
- No Action/Restricted Elsewhere
- Restrictive Barrier-Boulder/Side Gate
- Restrictive Barrier-Metal/Side Gate
- Restrictive Barrier-Wood/Side Gate
- Rip/Seed/Barrier-Boulder
- Rip/Seed/Barrier-Metal Fence
- Rip/Seed/Barrier-Wood Fence

Future use administrative routes will have the following sign on a fiberglass post:



Administrative Future/Motorized Trail

Administrative future use road/motorized trails are designated for ATVs and OHVs that are 50 inches or less in width. These trails will have barriers that restrict motor vehicles wider than 50 inches.

Decision

Admin-future/Moto Trail

Prescription Options

Need to Change Decision

No Action/Restricted Elsewhere
Restrictive Barrier-Boulder
Restrictive Barrier-Metal
Restrictive Barrier-Wood

Administrative Future/Non-motorized Trail

Administrative future use roads/Non-motorized trails are routes designated for non-motorized use only. These routes are closed to motor vehicle use and, when necessary, will have barriers (rock, wood, metal) to restrict motor vehicle use.

Decision
Admin-future/NM Trail

Prescription Options
Need to Change Decision
No Action/Restricted Elsewhere
Restrictive Barrier-Boulder
Restrictive Barrier-Metal
Restrictive Barrier-Wood

3.1.2.1.3. Access Restricted Routes

Access restricted routes are routes that have travel restrictions. Access restricted routes are classified into five categories: seasonal closure, full-size vehicles only, motorized trails, motorized trail designated for vehicles 50 inches or less, and non-motorized trails. They will be restricted using the following methods:

Seasonal Closure

Seasonal closure routes are roads that are temporarily closed for resource protection and management.

Decision
Seasonal

Prescription Options
Heavy Gate
Light Gate
No Action/Restricted Elsewhere
Need to Change Decision

The gates will be signed with the following sign with the appropriate explanation:



Full-size Vehicle Only Routes

Full-sized vehicle only routes are open to full-sized vehicles only. These routes are closed to OHV/ATV motor vehicles.

Decision

Full Size Only

Prescription Options

Sign
Need to Change Decision

These routes will be signed with the following signs (or similar):

Motorized Trails (OHV)

Motorized trails are routes designated for the use of OHV/ATV only. Full-sized vehicles are prohibited on motorized trails. These trails are managed to provide an OHV/ATV experience. Currently there are very few of these trails on the forest.

Decision

Moto Trail (OHV)

Prescription Options

No Action/Restricted Elsewhere
Restrictive Barrier-Boulder
Restrictive Barrier-Metal
Restrictive Barrier-Wood
Need to Change Decision

Motorized trails will have the following sign on a fiberglass post:



Motorized Trail (50 inches or less)

Motorized trails designated for motor vehicles 50 inches or less in width are designed for ATVs and OHVs that are 50 inches or less wide. These trails will have barriers that restrict motor vehicles wider than 50 inches.

Decision

Prescription Options

Moto Trail (50")

No Action/Restricted Elsewhere
Restrictive Barrier-Boulder
Restrictive Barrier-Metal
Restrictive Barrier-Wood
Need to Change Decision

These trails will be signed with the following signs either on a fiberglass post or a 4x4 treated wood post:



Non-motorized Trails

Non-motorized trails are routes designated for non-motorized use only. These routes are closed to motor vehicle use and, when necessary, will have barriers (rock, wood, metal) to restrict motor vehicle use.

Decision
NM Trail

Prescription Options
No Action/Restricted Elsewhere
Restrictive Barrier-Boulder
Restrictive Barrier-Metal
Restrictive Barrier-Wood
Need to Change Decision

These trails will have the following sign on a fiberglass post:



Illegal Roads/Trails

Illegal roads and trails are routes that were not part of the original inventory and are therefore closed routes. These routes are closed to motor vehicle use and, when necessary, will have barriers (rock, wood, metal) to restrict motor vehicle use.

These trails will have the following sign on a fiberglass post:



3.1.2.2. Mapping Errors and Need to Change Decision

Although there was a thorough review of MTP maps/data and previous decisions by both Forest Service personnel and the public for the last five years, there is a chance there may be errors with the decision map. Potential errors will become more obvious as the district personnel visit each route to perform route prescriptions and the forest users visit these areas.

3.1.2.2.1 What is considered a mapping error?

A mapping error is an error in the decision map/data that is contrary to a previous decision reference in the MTP Final Environmental Impact Statement (2-20). These errors will be corrected according to the previous decision.

Routes that are identified as “need to change decision” that are not supported under a previous decision will need addition NEPA to change the decision.

Chapter 4. Enforcement

4.1. Safety

Employee safety is the most important element to performing law enforcement activities. Employees must follow Forest Service Handbook policy and direction. Many aspects of this document pertain to safety, including the communication plan and training requirements. Never compromise employee safety when performing law enforcement activities.

4.2. Tools

4.2.1. Public Contacts

MTP implementation will bring about a massive change in how the public uses the forest. During the first years of implementation it is critical that forest employees demonstrate the Forest Service's commitment to the success of the MTP by contacting the public at every opportunity and providing accurate information about the new travel regulations.

All forest employees have a responsibility to maintain the positive image of the Forest Service with forest users and our local communities. When contacting the public, employees should act as "Good Hosts" for national forest system lands. Avoid confrontation with users or community members. If problems arise during public contacts, contact line officers, the Forest Public Affairs Officer, or Forest Law Enforcement.

All employees should strive to make contacts with the public during the normal course of their field duties. Even an employee conducting a field survey should take the time to speak to a member of the public if the opportunity is available. Violations do not have to be observed in order to make a contact. Most forest users have questions about the forest and are glad when someone representing the Forest Service stops to talk with them.

4.2.2. Patrols

4.2.2.1. Regular and Busy Weekend Patrols

The majority of visitors to the Dixie National Forest visit on weekends. In order to make the Dixie National Forest's Motorized Travel Plan (MTP) a success it is critical to have a law enforcement presence on weekends, especially busy weekends. Due to the limited number of Forest Protection Officers (FPOs) and fulltime Law Enforcement Officers (LEO) it is important to identify busy weekends to maximize enforcement efforts. In addition, it is important to have all forest personnel, including non-FPO certified employees from all disciplines, participate in patrol efforts on busy weekends. Non-FPOs must be paired up with FPOs or LEOs to participate in enforcement efforts.

It is important to have an enforcement presence on all weekends from May to October; however the following table lists those weekends that are historically busier than others.

Table 2. Busy Weekends on the Dixie National Forest

Holiday/Event	Date	Area/Ranger District
Early Spring	Mid-March to Mid-May	Pine Valley Ranger District: Oak Grove, Browse, Danish Ranch Road, and Enterprise Reservoir.
Memorial Day Weekend	Fourth Monday in May (three-day Weekend)	Entire Forest; Concentrated high use levels around Enterprise Reservoir and Pine Valley Campground; Duck Creek Village and Yankee Meadows; Red Canyon and the East Fork.
Independence Day	July 4	Entire Forest, especially the higher elevation areas.
Pioneer Day	July 24	Entire Forest, especially the higher elevation areas. The Duck Creek Chili Cook-off, traditionally held this weekend; draws thousands of people to the Duck Creek area.
Opening of General Archery Deer, Spike Elk, Bull Elk Hunt	Third Saturday in August (four weeks long)	Entire Forest, especially in the higher elevation areas. Past trends have shown more use on D2, D3, and D4 than D1.
Labor Day Weekend	First Monday in September (three-day weekend)	Entire Forest; Concentrated high use levels around Enterprise Reservoir and Pine Valley Campground; Duck Creek Village and Yankee Meadows; Red Canyon and the East Fork.
Opening of Muzzle Loader Deer Hunt	Third Wednesday in September (10 days)	Entire Forest, especially in the higher elevation areas.
Opening of General Riffle Elk Hunt	First Saturday in October (10 days)	Cedar Mountain general elk unit (South of Hwy 14), Boulder Mt. Spike Elk Hunt
Opening of Paunsaugunt Riffle Deer Hunt	First Saturday in October (10 days)	East Fork
Opening of General Deer Riffle Hunt	Third Saturday in October (9 days)	Entire Forest, especially in the middle to low elevation areas. Past trends have shown more use on D1 than on D2.

Hunt dates tend to change from year to year; seasons must be checked annually.

4.2.2.2. Saturation Patrols

In an attempt to maximize the efforts of the limited number of law enforcement employees on the forest, saturation patrols should routinely be executed. A saturation patrol is a procedure in which a number of law enforcement patrol units are dedicated to a limited geographic area for the purpose of creating law enforcement presence. Saturation patrols are concentrated enforcement efforts that focus on the distribution of education materials and enforcement of forest laws and regulations. In addition, saturation patrols provide additional safety to employees when making forest visitor contacts and issuing citations.

During saturation patrols employees should attempt to contact all forest visitors they encounter within the identified focus area. A variety of transportation methodologies (ATV, truck, foot, bicycle) should be used to cover all levels of travel routes/areas (all roads, trails, and dispersed camp sites). To ensure all routes/areas are covered efficiently in the focus areas, a pre-field briefing and coordination meeting should be conducted. In addition, an after action review should be conducted to improve future saturation patrol efforts.

Saturation patrol focus areas should be based on the Motorized Travel Plan Implementation Areas (IAs). Focus areas should be prioritized by recently and/or previously implemented IAs and identified problem areas. When scheduling saturation patrols, the district should consider the identified busy weekends.

It is important to have all Forest personnel, including non-FPO certified employees from all disciplines, participate in saturation patrol efforts.

4.2.2.3. Patrol Focus Areas

Enforcement efforts need to be conducted forest-wide, however additional patrols and law enforcement presence will be focused on seasonal closures and Implementation Areas that have been or are currently being implemented. It is important to have a law enforcement/education presence in areas that have restrictions/closures to communicate the forest's commitment to the implementations efforts to the public. A list of district seasonal closures will be maintained at each District Office and a master list will be maintained at the Supervisor's Office.

4.3. Consistency and Helpful Hints

4.3.1. Tolerances: Defining Enforcement Decision Space

Education is the primary methodology of ensuring compliance with forest rules and regulations. However, education efforts do not always ensure compliance and violations notices must sometimes be issued. The following are considerations when deciding if a violation notice needs to be issued to a forest visitor.

- **Intent of the individual's action.** Employees should consider the individual's intent, and determine if the action was driven by ignorance of the law or misunderstanding of the law. For example, did the individual pull off of a road to park at a safe distance to avoid causing an accident (a few feet), or did the individual travel an excessive distance off a designated route?
- **Assessment of individual's knowledge of forest laws and regulations.** Some forest laws and regulations are common sense behavior issues and are well known, while others are not. When considering issuing a violation notice, employees should take into account the visitor's knowledge of the forest, the presence of signage and/or education materials, and previous contact with Forest Service employees or volunteers. For example, has the visitor frequently visited the forest and therefore should know the rules; did the individual drive by a "do not drive on meadow" sign; was the individual contacted recently by a forest employee? In addition, some consideration should be given to the duration of existence of the laws or regulations being violated. For example, was motorized travel off of designated routes previously prohibited in this area?

- **Need for an incident report.** Even if a violation notice is not issued, an incident report should be completed. This form includes a copy of the written documentation of the incident that can be provided to the violator. It does not carry a penalty and does not become part of a permanent record, but serves as a reminder to the violator of the regulations and that we are keeping track of these incidents, and may serve as a future deterrent.

4.3.2. Information Needed to Prosecute

- A good Probable Cause (PC) statement (who, what, when, where, why, and how) is necessary to prosecute a violation. If PC statements do not include all the necessary information the case may be dropped. A long story does not need to be written, but all of the facts that led the employee to writing the citation should be articulated well.
- What the suspect says is very powerful information that should be included in the PC statement. It is important to write down what the suspect states in the PC statement. Questions like, “Did you see the sign?,” “Do you have a map of the area?,” and “How long have you been riding in this area?” are good questions to ask. Always document the individual’s responses.
- A picture is worth a thousand words! Take pictures of pertinent signs in the area; pictures of the damages from the individuals going off a designated route; pictures of the motor vehicle off a designated route; any images that may help explain the reason the violation was issued. If the case goes to trial, often the prosecutor will want pictures of the violation, resulting damage, and the areas the violation occurred in. Employees should take as many pictures as possible of useful elements of the case. Although it is important to take pictures, employees need to be respectful of the individual.

4.3.3. Useful Equipment

The following tools may help with law enforcement efforts.

- **Current maps, brochures, and closure information.** It is crucial to use current and accurate information to educate the public and enforce laws and regulation.
- **Digital camera.** A digital camera is important to document violations and/or resource damage. Make sure the batteries are charged and there is space on the data card.
- **Binoculars.** Binoculars are a useful tool to survey areas from a distance to determine if a possible situation may be dangerous.
- **Global Positioning System (GPS).** A GPS is an important tool used to document the location of a violation or the location of resource damage. A GPS is also useful tool for navigating in unfamiliar areas.
- **Trail cameras/trail counters.** Trail cameras and trail counters can be useful tools to determine when violations are occurring and temporally focus law enforcement efforts.
- **Personal Digital Assistants (PDAs) with the MTP database.** PDAs can be loaded with the MTP database, and the status of all routes in an area can be accessed to answer questions about a route. The MTP GIS data can be accessed in the field using ArcPad and a GPS unit. The Implementation Crew uses this system to identify each road and the associated decision and route prescription.

4.3.4. Closure Orders

36 CFR 261.13 is the Code of Federal Regulations (CFR) number to be used by employees when writing violation notices for laws/rules imposed under the MTP. Note that a critical element in this regulation is that the designated routes must be identified on a motor vehicle use map:

Sec. 261.13 Motor vehicle use.

Fine: \$150.00

After National Forest System roads, National Forest System trails, and areas on National Forest System lands have been designated pursuant to 36 CFR 212.51 on an administrative unit or a Ranger District of the National Forest System, and these designations have been identified on a motor vehicle use map, it is prohibited to possess or operate a motor vehicle on National Forest System lands in that administrative unit or Ranger District other than in accordance with those designations, provided that the following vehicles and uses are exempted from this prohibition:

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

4.3.5. Communication Plan

It is required that all employees have adequate communication capabilities when performing law enforcement activities. Due to poor cell phone coverage in most areas of the forest, Forest Service radios are necessary to meet the adequate communications requirements.

All employees must know how operate Forest Service radios. Training on operation should include, but is not limited to, proper maintenance, selecting appropriate tones, selecting appropriate repeaters, appropriate and effective communications, and the ability to identify when a radio transmission is reaching a repeater.

Color Country Dispatch is available for check-in/check-out for employees performing law enforcement duties provided that:

- Employees provide dispatch with their phone number and their supervisor's phone number. Phone numbers will be used in the event the FPO forgets to check out. Forest Law Enforcement Officers (LEOs) will refresh this list annually at the FPO refresher.
- FPOs will not perform routine check-in/check-out with dispatch when the Color Country is experiencing emergency situations, such large or multiple fires. However, if an employee feels unsafe or is experiencing an emergency situation, then they should immediately call dispatch. Emergency situations have priority on the radio channels in all situations. Dispatch will determine when they are too busy to do routine check-in/check out procedures. If dispatch is unavailable to perform check-in/check outs, then an

alternative communication plan will be established between employees and their supervisors. The alternative communication plan must direct employees to check-in/check-out with co-workers or supervisors frequently.

- Not only should FPOs check-in/check-out with dispatch frequently, they should also notify dispatch in the event when they are going into a camp to issue a violation notice. However it is not required to call dispatch for every contact.
- Employees must reference established response areas when they check-in/check-out. This will allow dispatch to track employees in the event that dispatch receives a law enforcement call or an employee does not check back in (see Appendix C, Maps of Law Enforcement Response Areas).

4.3.6. Training Needs

All employees should know the background legislation, planning process, and subsequent implications of the Dixie National Forest Motorized Travel Plan Decision. More information is provided in the Education Plan section beginning on page 7.

Currently there are 26 permanent employees and 11 seasonal employees on the Dixie National Forest that are certified as Forest Protect Officers (see Appendix F, Annual FPO Call List) Employees should be encouraged by their supervisors to obtain and maintain FPO certification.

4.3.7. MOUs with Other Law Enforcement Agencies

A Memorandum of Understanding (MOU) already exists between the Federal agency's in Utah.

- Federal type 1 officers (not FPOs) can stop on another agencies land and deal with a violation in progress. This MOU does not state that a BLM officer will go on a planned routine patrol on the forest. This MOU is set up for officers to deal with situations when encountered when crossing other agencies land or something is observed where no other officers are available.

*-In the works-*meeting with the DWR officers to inform them on the MTP and what it means and how they can help.

Chapter 5. Monitoring and Accomplishment Reporting

5.1. Monitoring Implementation Efforts

The forest will monitor motor vehicle activities to ensure that travel management actions are effective in meeting the intent of the Motorized Travel Plan. Monitoring the effectiveness of the Dixie National Forest MTP implementation efforts is critical to the improvement of this plan. In addition to annual tracking of regionally assigned targets that relate to implementation efforts, such as Miles of Road Maintained to Standard, monitoring of implementation efforts will take four forms:

1. Route closure effectiveness,
2. Number of motor vehicle law enforcement violations and incident reports recorded,
3. Number of Motorized Travel Plan education products and presentations, and
4. Number of new illegal routes recorded.

These four monitoring elements collectively will be used as a metric to monitor overall implementation effectiveness. Monitoring data will be reported annually in the Dixie National Forest MTP Implementation Effectiveness Monitoring Report.

5.1.1. Road Closure Effectiveness

Road closure effectiveness will be monitored using the Dixie National Forest MTP Implementation Mobile Application (see user manual in Appendix E). A sample of previously implemented route closure locations will be randomly selected from each implementation area (IA) for monitoring. Monitoring of route closures will occur the first year and the fifth year after implementation. Results from effectiveness monitoring will be used to evaluate different route management methodologies, closed route rehabilitation rates, and overall implementation effectiveness.

5.1.2. Number of Motor Vehicle Violations/Incident Reports

The number of motor vehicle violations and incident reports will be monitored annually using the Forest Service LEMAR (Law Enforcement Monitoring and Reporting) tracking system. LEMAR data will be used to track trends in motor vehicle violations, warnings, and incident reports.

5.1.3. Number of MTP Education Products and Presentations

The number of Motorized Travel Plan education products produced and presentations made will be documented annually. Although the visitor surveys would be the most common and effective means to monitor the effectiveness of products and presentations, the cost of completing these surveys is prohibitive. The number of products and presentation does however provide information about the potential numbers of individuals receiving MTP information.

5.1.4. Number of Illegal Routes Recorded

The number of illegal routes recorded will be documented and entered into the GIS database annually. The number of illegal routes will be recorded using the MTP Implementation Mobile Application. The data will be used to dispatch resource response crews to address the route in the short-term and will be added to the GIS database to document the route so it will be addressed during that IA's implementation. The number of illegal routes will be used as a metric of public compliance with the MTP Record of Decision.

5.2 Funding

The execution of the Dixie National Forest MTP Implementation Plan will be an expensive, multi-year commitment. The forest plans to fund the project with a number of BLIs and internal funding sources. The forest has also been working with the State of Utah OHV Grant program, Bryce Canyon Natural History Association (BCNHA), and numerous OHV groups to secure additional funding sources. The forest plans to expand its partnership base to include wildlife habitat improvement organizations (RMEF, UDWR, etc).

5.3. Accomplishment Reporting

The Dixie National Forest will annually draft a report documenting implementation accomplishments. The report will include both assigned targets and non-assigned target accomplishments.

5.3.1. Assigned Target Accomplishment

The forest will accomplish targets in multiple program areas during the implementation process. Because the targets are resource specific (e.g., Wildlife, Roads, Trails, etc.) and not all implementation areas will involve all resource areas, target accomplishment will vary annually between programs. Targets attached to the Forest's annual budget that may be accomplished during the MTP implementation process are as follows:

- Recreation (NFRW):
 - Number of interpretive and conservation education plans implemented
- Roads (CMRD):
 - Miles of road maintained to standard
 - Miles of road decommissioned
- Trails (CMTL):
 - Miles of trail improved to standard
 - Miles of trail maintained to standard
- Wildlife (NFWF):
 - Miles of inland stream habitat enhanced
 - Acres of non-threatened/endangered terrestrial habitat enhanced
- Vegetations and Watershed Management (NFWV):
 - Acres of water or soil resources protected, maintained or improved to achieve desired watershed conditions.

Acronyms

CFR	Code of Federal Regulations
D1	District 1 (Pine Valley Ranger District)
D2	District 2 (Cedar City Ranger District)
D3	District 3 (Powell Ranger District)
D4	District 4 (Escalante Ranger District)
EM	Engineering Manual
FPO	Forest Protection Officer
GPS	Global Positioning System
IA	Implementation Area
LEO	Law Enforcement Officer
MOU	Memorandum of Understanding
MTP	Motorized Travel Plan
NEPA	National Environmental Policy Act
NM	Non-motorized
OHV	Off-highway Vehicle
PC	Probable Cause
U route	Unauthorized route

List of Appendices

All appendices are separate files. All may be updated independently of the body of this plan as needed.

- Appendix A: Implementation Areas
- Appendix B: Maps of District Sign Locations
- Appendix C: Maps of Law Enforcement Response Areas
- Appendix D: Prescription Descriptions
- Appendix E: MTP Personal Digital Assistant (PDA) Instructions
- Appendix F: Annual FPO Call List
- Appendix G: FPO Direction in the Forest Service Manual
- Appendix H: Restrictive Barrier Drawings
- Appendix I: Statewide OHV Trail Signing Standards
- Appendix J: Motor Vehicle Travel Information Brochure
- Appendix K: Travel Restrictions Sign
- Appendix L: Dixie Forest Priority Implementation Areas (map)
- Appendix M: Education Event List (2011)
- Appendix Q: Implementation Plan Decision Flow