



United States
Department of
Agriculture

Forest Service

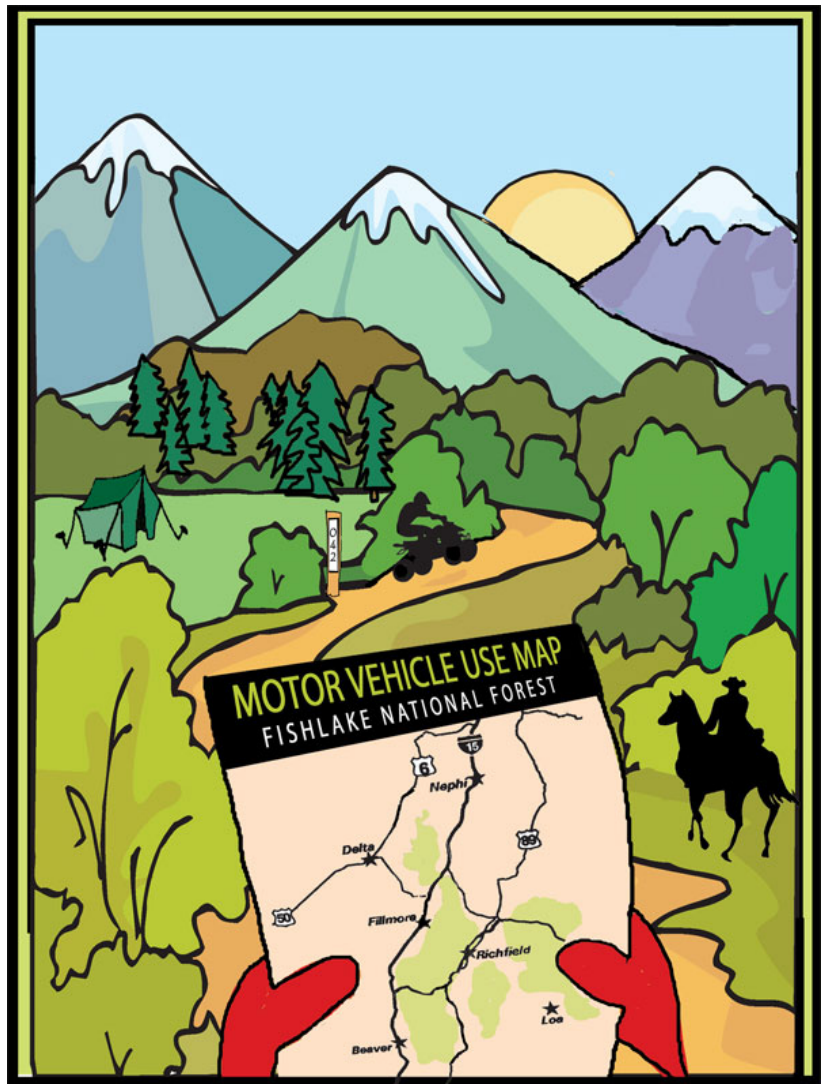
Intermountain
Region



RECORD OF DECISION

FOR THE

FISHLAKE NATIONAL FOREST OFF-HIGHWAY VEHICLE ROUTE DESIGNATION PROJECT



Record of Decision

Fishlake OHV Route Designation Project

**Lead Agency:
USDA Forest Service
Fishlake National Forest**

Beaver, Juab, Millard, Piute Sevier, Sanpete, and Wayne Counties, UTAH

December 13, 2006

Introduction

A Draft and Final Environmental Impact Statement (EIS) for the Fishlake OHV Route Designation Project have been prepared pursuant to the requirements of the National Environmental Policy Act (NEPA, 40 CFR 1500-1508), the National Forest Management Act (NFMA, 36 CFR 219), and the Fishlake National Forest Land Management Plan (Forest Plan) as amended. The Final EIS documents the analysis of five alternatives, including the “No Action” alternative and four action alternatives designed to meet the purpose and need for the project.

Background

There has been rapid growth in off-highway vehicle (OHV) use that was not anticipated when the 1986 Fishlake Forest Plan was written. Combined use on the Paiute and Great Western Trail systems has increased 205 percent since 1995 (Reid 2005). OHV registrations in Utah increased 212 percent from 1998 to 2004 (Hayes 2005). New retail sales of OHVs increased 163 percent between 1995 and 2001 (Motorcycle Industry Council 2002). Most of these vehicles are used on public lands (Fisher et. al. 2001, Motorcycle Industry Council 2001). The existing travel plan allows seasonal or yearlong, wheeled motorized cross-country travel on over 62 percent of the forest. This is not desirable or sustainable, especially given the existing numbers of users and expected growth. This is also inconsistent with the travel regulations 36 CFR parts 212, 251, 261, and 295 that were finalized on November 2, 2005.

The existing travel plan relies on an “open unless signed or mapped closed” enforcement scheme, which is complicated to interpret and difficult to administer. In addition, the lack of consistent travel policies between the Fishlake National Forest and other nearby forests and land management agencies is confusing for the public and inhibits cooperative law enforcement and successful prosecution of offenders.

All of the factors described above have contributed to the current situation where some motorized travel is occurring in areas and on routes where motorized use is prohibited. In some open areas, networks of user-developed routes continue to appear that are creating user conflicts and resource impacts. Problems do not occur equally throughout the forest. Some of this use has occurred in riparian areas and on highly erodible slopes. In other areas, use is very light and little or no effects from wheeled motorized cross-country travel are evident. Types of impacts include the introduction and spread of invasive plants, displacement and compaction of soils, impacts to rare plants, rutting of wetlands, disturbance of wildlife and livestock, damage to

cultural resources, and impacts to water quality, riparian and fisheries habitats. The majority of motorized impacts are occurring during hunting season and spring antler shed gathering, in play areas next to communities, and around popular dispersed camping areas.

The Fishlake National Forest goal is to manage the use of OHVs in partnership with other federal and State land management agencies, local governments, communities and interest groups to protect public lands and resources while providing opportunities for their safe use and enjoyment on designated roads, trails, and open use areas. .

To meet Forest Plan desired conditions, the Forest Service, cooperating agencies, and the public need greater certainty about which roads and trails are part of the managed system of motorized and non-motorized routes. Greater certainty is needed to

- ★ improve public understanding and adherence to travel rules, thus reducing the development of user-created routes,
- ★ reduce motorized conflicts with natural and cultural resources (Forest Plan pages IV-3 to IV-6),
- ★ coordinate public access across different land management agencies,
- ★ improve motorized and non-motorized recreation opportunities on the Fishlake National Forest in cooperation with our partners (Forest Plan page IV-3),
- ★ prioritize and budget for road and trail maintenance, including the need to identify and remedy public safety hazards (Forest Plan page IV-5).

The desired condition is to provide a range of motorized recreation opportunities, recognizing their legitimate use while minimizing the current or anticipated effects on wildlife and their habitat, soil, native vegetation, water, fish and other users (Forest Plan pages IV-2 to IV-6).

Purpose of and Need for Action

In order to comply with travel management regulations (36 CFR parts 212, 251, and 261, which incorporate Executive Orders 11644 and 11989) and Forest Plan direction, the Forest Supervisor has determined that there is a need to improve management and enforcement of the motorized travel policy on the forest. Specifically the purpose of and need for the proposed action is to

- ★ address the immediate need to better manage motorized cross-country travel,
- ★ create an implementable user friendly motorized travel plan that is simple to understand and is as consistent (seamless) as possible with adjacent public lands,
- ★ create a travel plan that is inherently easy to enforce to the fullest practical extent,
- ★ better accommodate current motorized use while addressing concerns related to future growth,

- ★ reduce the potential for motorized conflicts and impacts to other resource uses and values, and
- ★ increase user certainty about which roads and trails are part of the managed system of motorized and non-motorized routes.

The purpose of and need for action was developed over the course of 11 months as the forest conducted a pre-NEPA (NFMA) assessment. NFMA analyses included review of public comments from the OHV Event EA; consideration of results from the OHV, roadless, and dispersed camping Topical Working Groups from the forest plan revision process; and development of a supplemental forest-scale Roads Analysis and a mixed-use safety analysis. The environmental impact statement (EIS) documents the analysis of four action alternatives designed to meet the needs described.

Decision and Rationale for the Decision

Decision

Based upon my review of all alternatives, I have decided to implement Alternative 5 with the following modifications:

- ★ Route 1431 (0.85 miles): Change the designation as an authorized road that is open yearlong to a non-motorized trail to avoid conflicts with management area 3C direction.
- ★ Route 146 (0.87 miles): Change the designation from a road to a motorized trail that is open yearlong to reflect current route condition and use, and desired long-term management.
- ★ Route 419: Remove the end 1.22 miles of route as an authorized road that is open yearlong because the road was completely lost in post-fire floods on Oct. 5th and 6th, 2006. Also, change 0.55 miles from an open road to an open motorized trail to reflect post-flood conditions and desired management.
- ★ Route L_249 (0.48 miles): Change the designation as a motorized trail that is open yearlong to obliterate to avoid conflicts with management area 3A direction.
- ★ Route L_352 (0.47 miles): Change the designation from open yearlong to open seasonally to be consistent with the route that connects to L_352.
- ★ Route L_575 (0.23 miles): Change the designation as a motorized trail that is open yearlong to obliterate to avoid conflicts with management area 3A direction.
- ★ Route U0305 (0.16 miles) and route xt_032 (0.06 miles): Change the designation from an authorized route that is open yearlong to obliterate to correct an error. These routes, which had been located in and around a pond wetland, no longer exist.
- ★ Route U0419 (0.22 miles): Change the designation from obliteration to an authorized road that is open yearlong to correct an error. This route is needed for private land access.
- ★ Route R_1125 and a portion of R_1126 (0.32 miles): Change the designation from obliteration to administrative use for a route that may be used for accessing a cell tower site for the I-70 corridor.
- ★ Obliterate 1.5 miles of road to improve protection of occupied habitat for Last Chance townsendia. The routes would have been open seasonally.

The above changes are minor adjustments, but are done for important reasons. These designations were analyzed in other alternatives. All are within the range of what was analyzed. Potential environmental impacts should be somewhat less than disclosed for Alternative 5 in the FEIS since fewer miles or routes will be opened and because fewer modifications to semi-primitive non-motorized management areas will be needed. Attachment A of this document describes the details of my decision, including incorporated design features and mitigation.

My decision includes a non-significant Forest Plan amendment that is described in Attachment B. The Plan amendment is needed to assure consistency with the Forest Plan. Figure 1 displays the route network that will result from the selected alternative. Figure 2 displays the designated areas that will remain open. Figure 3 displays the winter use map, which was previously incorporated into the summer travel map, but will now be separate.

Rationale for the Decision

I appreciate the complexity and controversy associated with travel management. I do not take this travel management decision lightly as this important issue touches all aspects of management on the forest. It has implications for all those who care about and use the Fishlake National Forest. Throughout the public process on this route designation project, the Forest Leadership Team and I have listened carefully to the perspectives and ideas offered by all interested parties. Hundreds of situation specific judgments and tradeoffs are incorporated into this final decision reflecting the intent to balance our multiple use and resource protection responsibilities. Given the nature of this decision, it is clear that no individual or interest group is likely to find all aspects of my decision to their liking.

Due to the comprehensive nature of this decision and tremendous amount of route specific data that has been relied upon, I acknowledge that there may be minor errors in the database for the selected alternative. There may also be unintended consequences and unforeseen difficulties that will need to be addressed as we implement the new travel plan. This is not a rationale for not making a decision but rather an indication that the only way to succeed is to use an adaptive approach. Public support is vital to make the motorized travel plan work. We encourage sustained public participation and commit to listen and to work cooperatively to monitor our travel management plan for success and failure. We will adapt our management based on what we learn.

This decision does not address every issue or resource impact associated with motorized facilities or their use on the Fishlake National Forest. No single project can do so. However, this decision makes substantial progress on many fronts. First and foremost, this project ends the allowance of unrestricted wheeled motorized cross-country travel by generating a Motor Vehicle Use Map that will explicitly designate where and when motorized use is authorized and for what types of vehicles. I am confident that we have addressed many existing and potential resource impacts through specific route designations using options that include seasonal restrictions and obliteration. Key examples include route and area designation changes made to protect Last Chance Townsendia populations, critical big game winter ranges, and native cutthroat fisheries. Current user preferences, use conflicts, and enforcement considerations have been thoughtfully integrated into the chosen alternative, unlike the existing travel plan that is outdated and largely ineffective. The selected alternative will result in a travel plan that is simpler to understand and much more consistent with adjoining lands than what exists currently. This process has

Figure 1. Motorized route network resulting from the selected alternative.

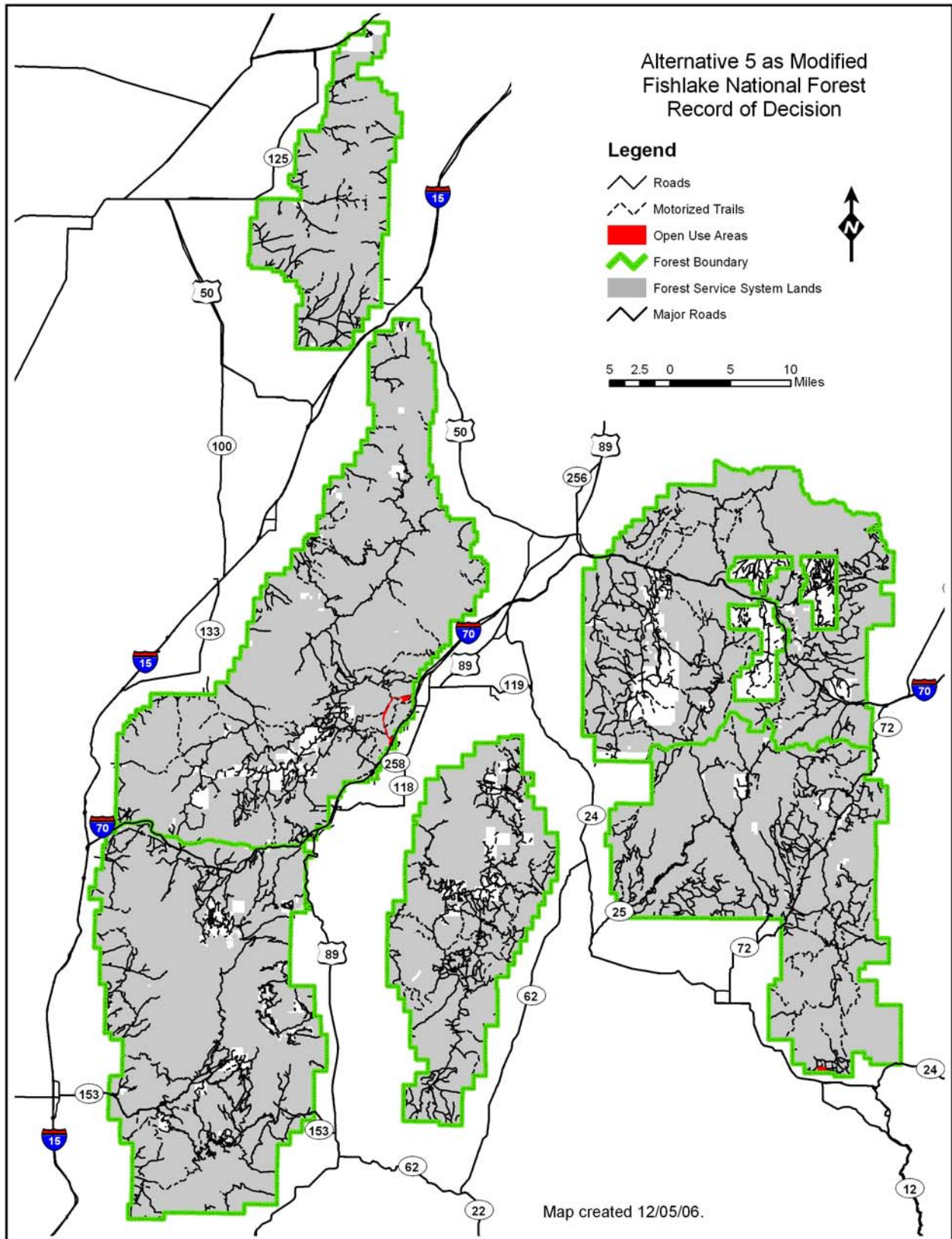


Figure 2. Existing open use areas that will remain open in the selected alternative.

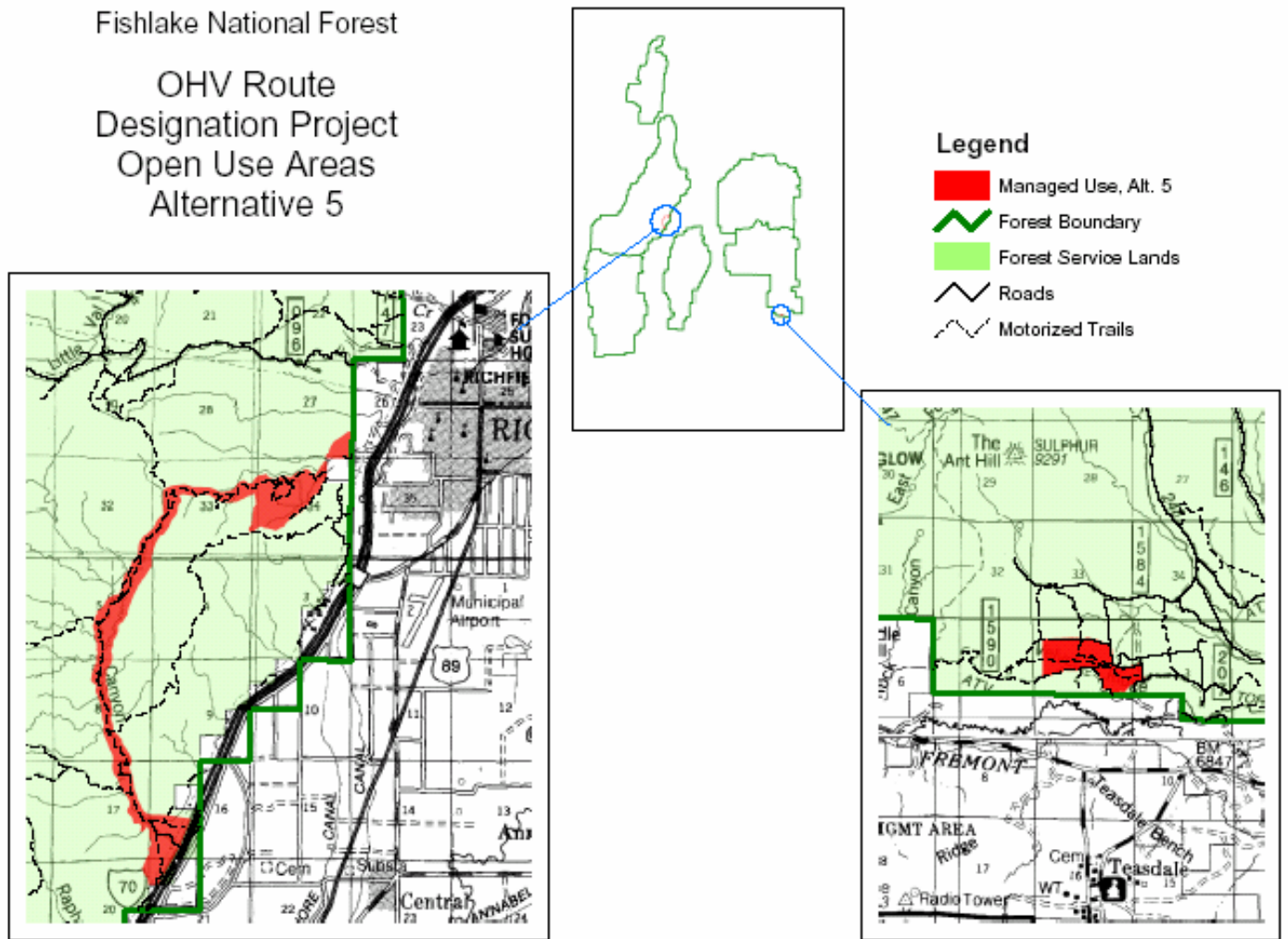
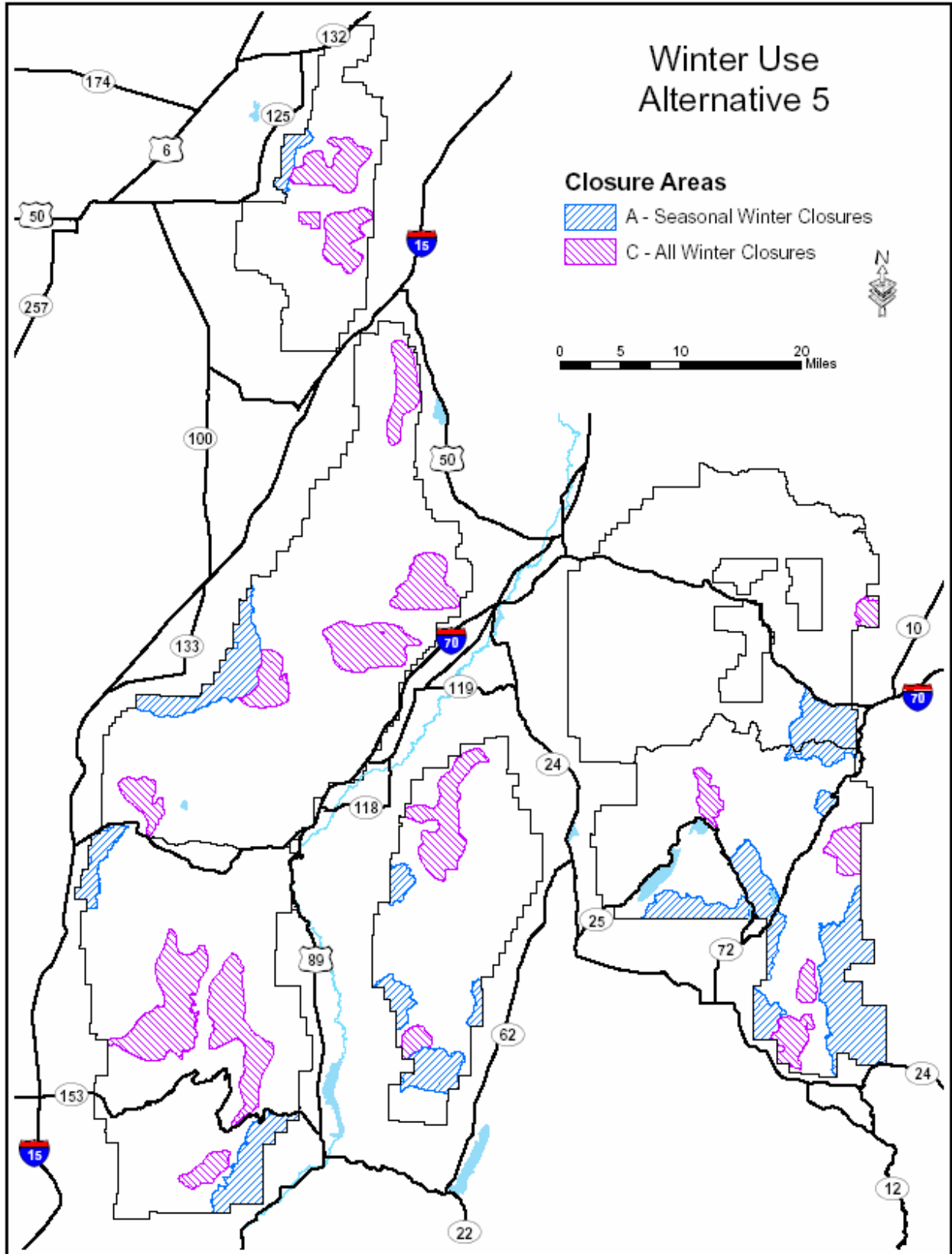


Figure 3. Winter over-snow vehicle closures resulting from proposed area restrictions in the selected alternative.



improved our understanding of the challenges that are not being addressed by this decision, and that information will guide us as we pursue future endeavors.

I have decided to defer major decisions with regards to winter use with the exception of making the adjustments necessary to protect critical winter range habitats for big game across the forest. I am doing so because I would like forest plan revision to inform the need for winter use restrictions, particularly as it relates to potential wilderness and backcountry designations. I anticipate that the forest will update the winter motor vehicle use map some time after the new land management plan is in place.

I recognize that case law and policy regarding inventoried roadless areas is in flux and could trigger future changes to our current proposals depending on the outcomes. This project does not construct any new routes even though new authorizations are being given to existing roads and trails. Therefore, the selected alternative does not permanently eliminate future management options with regards to inventoried roadless areas if future management requirements change.

When compared to the other alternatives, Alternative 5 as modified is preferred for several reasons. It is the most inclusive and complete with regards to the incorporation of site-specific comments from individuals, advocacy groups, and other government entities that commented on Alternatives 2, 3, and 4 and on the proposals from Three Forest Coalition. As such, it achieves the best balance between competing interests. Hundreds of miles of routes not in the inventory prior to release of the DEIS were scheduled to be obliterated by default. Public comments received during the DEIS helped the forest reassess which of these routes are appropriate additions to the motorized system.

Alternative 5 is the culmination of a route evaluation process that has benefited from iterative improvement as we have continually studied the route system, gathered new data, and solicited and received outside input. Alternative 5 maintains most existing dispersed camping opportunities while addressing cross-country travel impacts that have been occurring from cross-country travel between sites. Based on the inventory of existing campsites, Alternatives 2, 3, and 4 would reduce dispersed camping opportunities by 7, 16, and 31 percent respectively, at least in the short-term. Over time, access routes could be designated for any of the alternatives. In doing so, it is anticipated that the other alternatives would begin to look more like Alternative 5, which only results in a 2 percent site reduction. The campsite inventory indicates that 14 percent of existing sites have no legal motorized access under the current travel plan. Under the selected alternative, 16 percent would have no legal access.

Alternative 5 is in every sense an evolutionary improvement over the alternatives presented in the DEIS. Relative to the current motorized travel plan, Alternative 5 makes a substantial number of important improvements for enforceability and resource protection, and provides a better balance of recreational opportunities than exists currently. Alternative 5 also provides the best strategy for protecting critical big game winter ranges in light of the final definition for over snow vehicles in the new travel rule. This alternative meets requirements under the November 2, 2005 travel rule 36 CFR parts 212, 251, and 261. Alternative 5 is most consistent with the purpose of and need for action.

The Modified Proposed Action, Alternative 3, was identified as the preferred alternative in the DEIS. Between draft and final, the alternatives were reviewed for effectiveness in resolving

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

Alternative 4 is the environmentally preferred alternative that helps illuminate important resource protection issues and impacts to non-motorized users caused by motorized facilities and recreation. Alternative 4 shifts more towards non-motorized uses than current management and the other action alternatives. This alternative would make major changes to the Paiute ATV trail system and the Great Western Trail, and would eliminate “play” areas by Richfield and Torrey that are very popular with motorized users. These trail systems and areas form part of the core motorized trail system that has come to define motorized recreation opportunities on the Fishlake National Forest. Based on public responses, while there is broad based support for closing the forest to motorized cross-country travel, any major reduction of the Paiute and Great Western trail systems would impact a broad local, Regional and national motorized recreation community. Similarly, dispersed camping is a very important and popular recreation opportunity. Alternative 4 would result in a loss of motorized access to roughly 31 percent of the forest’s inventoried dispersed campsites with legal access. Generating a high level of opposition would put the viability of the entire project at risk. This runs counter to the most important immediate need expressed in the Purpose of and Need for Action, which is to close the forest to unrestricted motorized cross-country travel. Addressing all aspects of dispersed camping is outside the intent and scope of the route designation project. The combination of these factors would make public acceptance, implementation, and enforcement more difficult than it is currently. I have directed the forest to develop a dispersed recreation strategy to address the broader issues associated with dispersed use. The assessment was started this summer and will lead to actions designed to reduce existing impacts beginning with the areas that are being most heavily impacted currently.

Alternatives 2, 3, or 5 would take roughly 5 to 10 years to implement. The degree of changes in Alternative 4 would likely exceed the forest’s financial and logistic capacity to implement within that same period. I believe the forest’s resources are better served by a decision that can be reasonably implemented and garner a better level of public support. Due to the magnitude of modification to the existing route system in Alternative 4, there would be tremendous resistance to these changes that would not achieve a commensurate gain in resource protection.

Other Alternatives Considered

In addition to the selected alternative, I considered 16 other alternatives, 4 of those in detail. These are discussed below. A more detailed comparison of these alternatives can be found in the Chapter 2 of the FEIS.

Alternative 1

No Action

This alternative is required by NEPA regulations and provides a baseline to compare against the changes that the action alternatives would generate. This alternative represents a continuation of existing management under the current motorized travel plan. The FEIS clearly demonstrates that No Action has the greatest environmental impacts. It is also not responsive to the November 2, 2005 travel rule or Forest Plan requirements.

Alternative 2

Proposed Action

The Proposed Action was formulated to address the significant issues and the purpose of and need for action. Alternative 2 is the initial proposed action, released to the public with the Notice of Intent on June 7, 2004. This alternative reflected a first iteration for addressing a reasonable motorized route system, informed mostly by local agency professionals. The needs are to eliminate unrestricted wheeled motorized cross-country travel; to create an inherently simpler and enforceable travel plan that better accommodates current OHV use and addresses future growth; and to reduce the potential for motorized conflicts and impacts to other resource uses and values. Additional agency route inventory and public comment on this proposal identified numerous existing routes that had not yet been captured in the inventory used for this alternative. Therefore, this alternative shows those routes as slated for obliteration.

Alternative 3

Modified Proposed Action

Alternative 3 – The Modified Proposed Action changes specific route and area designations from Alternative 2 to respond to public comments and internal agency review and to account for the additional route inventory from 2004. Through public comment, numerous additional routes were identified. These were added for evaluation after being verified by district personnel. There are substantial differences in content between Alternatives 2 and 3 not readily evident through mileage comparisons. Mileages are similar for both alternatives, but many route designations are different. This is in part due to having motorized access additions compensated by deletions. However, careful evaluation and comparison of the two alternatives reveals the imprint from the route-specific public comments that helped create Alternative 3. This alternative defaults to obliteration for routes added to the inventory after the DEIS was released.

Alternative 4

Non-motorized Emphasis Alternative

The Non-Motorized Emphasis alternative combines suggestions from public comments and advocacy groups including Utah Forest Network, Three Forests Coalition, and the Utah Environmental Congress, to add greater emphasis on protection of wilderness characteristics and biological and physical resources. This is the environmentally preferred alternative because it has the least open miles of motorized routes and has no open use areas. Alternative development included some rule-based designations such as “no motorized trails in inventoried unroaded and undeveloped areas”. As such, it skips over the evaluation of management trade-offs and integration that often occurred on given routes where other

management options were available. Like Alternative 3, this alternative defaults to obliteration for routes added to the inventory after the DEIS was released.

Alternative 5

Final Preferred Alternative

The Final Preferred Alternative started with the same route and area designations as Alternative 3, but quickly diverged in response to public comments received after the availability of the DEIS was published in the Federal Register on August 5, 2005. Changes also reflect additional internal review by district and forest staff and resource specialists, including the addition of routes to the inventory. Features from the other action alternatives and from public proposals have been blended into this alternative. There are important differences of content between Alternative 5 and the other alternatives that are not readily apparent from simple mileage comparisons. Because of the iterative process used, this alternative is the most comprehensive review of the motorized and non-motorized route network and is the most inclusive of public and other government entity comments.

Public Involvement

The Notice of Intent (NOI) was published in the Federal Register on June 7, 2004. The NOI asked for comments on the proposed action by July 30, 2004. Immediately prior to release of the NOI, the Forest Service briefed local governmental officials, motorized advocacy groups, businesses, and environmental groups. Outreach following the NOI included public open houses in Richfield, Fillmore, Beaver, Loa, Junction, Salina and Salt Lake City, Utah. Subsequent to those open houses, comments on the project were reviewed and the proposed action was revised. Summary reports from the plan revision OHV, roadless, and dispersed camping Topical Working Groups (TwIGs) were reviewed. The forest developed two additional alternatives based on public concerns that also incorporated new route inventory data from the summer of 2004.

The project web site <http://www.fs.fed.us/r4/fishlake/projects/ohv.shtml>, press releases, and postings at some trailheads were used to disseminate information and gather comments. About 198 scoping responses from individuals, advocacy groups, State and other federal agencies were received and analyzed for content (see project file or [project web page](#)). Public open houses were held in Richfield, Fillmore, Loa, and Beaver Utah in August of 2005 following release of the DEIS. Twenty-four comments were received between the formal scoping period and the formal DEIS comment period. Fifty comments were received during the formal DEIS comment period and an additional 16 comments arrived after the formal comment period. A formal 45-day notice and comment period began on August 5, 2004. The response to comments document is located in the project file and on the project web site listed above. Tribal governments were also consulted.

Comments received show broad support for closing the forest to unrestricted wheeled motorized cross-country travel. The main disagreements result from divergent views of what is an appropriate “balance” between motorized and non-motorized use; what is the proper weighting between managing for multiple uses while providing for environmental protection; and, what constitutes the “existing” system of motorized and non-motorized routes. All users expressed concern over future growth of motorized use, but had different opinions on what constituted appropriate actions to address it. Motorized users expressed a need for more routes to avoid

overcrowding and to disperse impacts while non-motorized groups expressed the urgency to protect unroaded and undeveloped areas before their value is lost.

Primary issues evaluated in the FEIS are the need to assure adherence to and enforcement of the travel plan; the protection of critical mule deer winter range; the protection of Threatened and Endangered plant habitat; soil productivity; wetland and riparian area condition; fisheries and aquatic organisms and water quality; unroaded and undeveloped lands; and the availability of motorized and non-motorized recreation opportunities. The Forest Service created the alternatives described above to address these concerns.

Findings Required by Other Laws and Regulations

Alternative 5 as modified is consistent with the Forest Plan's long-term goals and objectives listed on pages [IV-1 to IV-7]. The project was designed in conformance with forest plan standards and incorporates appropriate Forest Plan guidelines. Biological Assessments have been prepared for this project to insure that the project complies with Endangered Species Act obligations. The U.S. Fish and Wildlife Service provided a letter of concurrence with the findings in the Biological Assessments. Determinations indicate the selected alternative “may affect, but is not likely to adversely affect” Last Chance townsendia, Bald Eagle, Yellow-billed cuckoo, and Utah prairie dog and will have “no effect” on Mexican spotted owl. Biological Evaluations were also prepared for sensitive plant and animal species. The evaluations determined that the project will either have “no impact”, or “may impact individuals, but will not likely contribute to a trend towards federal listing. A programmatic agreement between the Fishlake National Forest and the Utah State Historic Preservation Office was established to assure that the forest complies with the National Historic Preservation Act. The watershed and aquatics reports support that the selected alternative is consistent with the Clean Water Act.

Implementation

Implementation Date

If no appeals are filed within the 45-day time period, implementation of this decision may occur on, but not before, 5 business days from the close of the appeal filing period. When appeals are filed, implementation may occur on, but not before, the 15th business day following the date of the last appeal disposition.


Administrative Review or Appeal Opportunities

This decision is subject to appeal pursuant to Forest Service regulations at 36 CFR 215. Appeals must meet the content requirements of 36 CFR 215.14. Only individuals or organizations that submitted comments or otherwise expressed interest in the project during the comment period may appeal. Appeals must be postmarked or received by the Appeal Deciding Officer within 45 days of the publication of this notice in the *Richfield Reaper*. This date is the exclusive means for calculating the time to file an appeal. Timeframe information from other sources should not be relied on. Incorporation of documents by reference is not allowed. The Appeal Deciding Officer is Jack Troyer, Regional Forester. Appeals must be sent to: Appeal Deciding Officer, Intermountain Region USFS, 324 25th Street, Ogden, Utah 84401; or by fax to 801-625-5277; or by email to: appeals-intermtn-regional-office@fs.fed.us. Emailed appeals must be submitted in rich text (rtf), Word (doc) or portable document format (pdf) and must include the project name

in the subject line. Appeals may also be hand delivered to the above address, during regular business hours of 8:00 a.m. to 4:30 p.m. Monday through Friday.

Contact Person

For additional information concerning this decision or the Forest Service appeal process, contact Dale Deiter, Project Team Leader, Fishlake National Forest, 115 East 900 North, Richfield, UT 84701, phone: 435-896-9233.



MARY C. ERICKSON
Forest Supervisor
Fishlake National Forest



[DATE]

The U.S. Department of Agriculture (USDA) prohibits discrimination in all its programs and activities on the basis of race, color, national origin, gender, religion, age, disability, political beliefs, sexual orientation, or marital or family status. (Not all prohibited bases apply to all programs.) Persons with disabilities who require alternative means for communication of program information (Braille, large print, audiotape, etc.) should contact USDA's TARGET Center at (202) 720-2600 (voice and TDD). To file a complaint of discrimination, write USDA, Director, Office of Civil Rights, Room 326-W, Whitten Building, 14th and Independence Avenue, SW, Washington, DC 20250-9410 or call (202) 720-5964 (voice and TDD). USDA is an equal opportunity provider and employer.

REFERENCES CITED

- Fisher, A., D. Blahna, and R. Bahr. 2002. Off highway vehicle uses and owners preferences in Utah – Revised Final Report. Institute for Outdoor Recreation and Tourism. Department of Forest Resources, Utah State University. Logan, UT. Professional Report IORT PR2001-02. 73 pp.
- Hayes, F. 2005. Historic Department of Motor Vehicle tracking of OHV registrations in Utah. Microsoft Excel spreadsheet. Utah Division of Parks and Recreation.
- Motorcycle Industry Council, Inc. 2001. PowerPoint Presentation to OHV Management Workshop. Richfield, UT. May 14-18, 2001.
- Motorcycle Industry Council, Inc. 2002. MIC Retail Sales Report, based on actual sales registrations from Arctic Cat, Bombardier, Honda, Kawasaki, KTM, Polaris, Suzuki, and Yamaha. Off-highway includes dual motorcycles.
- Reid, M. 2005. Motorized Trail Use – 2004, Paiute ATV Trail, Great Western Trail. Fishlake National Forest Plan Monitoring Report. Forest Supervisors Office. Richfield, UT, 28 pp. plus attachments

ATTACHMENT A

Maps and descriptions of the Selected Alternative

Alternative 5 as modified adds 587 miles of unauthorized routes to and will remove 74 miles of authorized routes from the forest's existing motorized system. About 636 miles of unauthorized motorized routes will be obliterated and 23 miles converted to non-motorized trail. This action will result in a system of roughly 2,177 miles of road and 639 miles of trail for a combined total of 2,816 miles of motorized routes. Of the latter total, 2,739 of these miles will be open to the public. About 21 miles of the motorized trails will not have a vehicle size restriction, while the remainder will be limited to vehicles less than 50 inches in width. The amount of seasonally restricted routes will increase from 329 miles to 422 miles. The January 1st starting date for seasonal closures will remain, while the ending date for the closure period for nearly all of these routes will be lengthened from March 31 to April 15th. The existing configuration of the Paiute and Great Western Trail systems will be retained. Motorized travel off designated routes will be prohibited except in open use areas or as specified for access to dispersed camping, firewood gathering, emergency fire suppression, search and rescue, law enforcement, military operations, Forest Service administrative use, or for over-snow vehicle travel. Some changes in area restrictions for winter travel by over-snow vehicles will be applied to protect critical mule deer winter ranges. This alternative designates 690 acres in two open use areas west of Richfield, UT and 189 acres at Velvet Ridges above Torrey, UT where motorized cross-country travel will still be permitted. The selected alternative retains 157,467 acres of all-winter closure areas and re-delineates existing seasonal winter closures to a total of 136,470 acres.

This alternative also incorporates an implementation plan that identifies strategies for managing risks from motorized use and infrastructure, enforcement considerations, public education plans, monitoring requirements, and, strategic considerations for future travel planning decisions.

Management Requirements Common to All Alternatives

The following management guidance will continue.

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

- a. Aircraft;
- b. Watercraft;
- c. Over-snow vehicles [Note: Limited restrictions of over-snow vehicles are included in the selected alternative consistent with (§212.81)]
- d. Limited administrative use by the Forest Service;
- e. Use of any fire, military, emergency, or law enforcement vehicle for emergency purposes;
- f. Authorized use of any combat or combat support vehicle for national defense purposes;
- g. Law enforcement response to violations of law, including pursuit; and
- h. Motor vehicle use that is specifically authorized under a written authorization issued under Federal law or regulations.

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

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

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

The following definitions apply:

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

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

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

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

Management Requirements Common to All Action Alternatives

Motor Vehicle Use Map Definitions

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

1. Open Yearlong – Roads are open to all vehicles year round including roads that traverse areas closed to over-snow travel. Most trails are restricted to vehicles less than 50-inches in width year round. A limited number of trails are designated open to all vehicles. In either case, all trails with this designation are open even if the route traverse areas closed to over-snow travel.
2. Open Seasonally – Roads are open to all vehicles from April 16th to December 31st and are closed from January 1st to April 15th. Most trails are open to vehicles less than 50 inches in width from April 16th to December 31st and are closed from January 1 to April 15th, unless otherwise indicated. A limited number of trails with this designation are open to all vehicles, when outside the seasonal closure period. Some routes have unique closure dates. The Horseflat Canyon trail on the Fillmore District is open to vehicles less than 50 inches in width from June 1st to September 30th and is closed the remainder of the year. The paved road up Monroe Canyon, Forest Road 123 over the Tushar Mountains, the portion of the Great Western Trail over UM Yugo Saddle, and Forest Road 206 are seasonally gated closed for public safety and/or to prevent resource damage. Core closure dates for road 123 will be December 1 to July 20th and Yogo Pass will be closed from December 1 to June 20th at a minimum. The seasonal restriction dates on these routes will vary year-to-year depending on ice, snow and route conditions. The Monroe Canyon road is under city jurisdiction so they determine closure dates on that route.
3. Street Legal Only – Roads are only open to licensed street legal vehicles as defined by the State of Utah. These roads are open to motorized travel by all vehicles over adequate snow in the winter if the route is not plowed open, groomed for over-snow vehicles, or otherwise closed.
4. Administrative Use Only – Routes are open for administrative use only. Most of these roads and trails provide access to silvicultural treatment areas and administrative sites or special use authorizations such as mining operations, canals, hydropower sites, utilities, powerline corridors, and culinary water sources. Most of these routes will not be displayed on the motor vehicle use map and may or may not be closed with a gate or barrier. In either case, the routes are not intended to provide public access.
5. Special Designations – Forest Road 100 on the Fillmore District will have a special designation that allows motorized travel by street legal vehicles and OHVs greater than 50 inches in width. The special designation is proposed to create a safe and legal means

for side-by-side OHVs to access National Forest System lands directly out of Fillmore Utah.

6. Non-motorized Trails – Open to travel by foot, horses and mountain bikes unless signed otherwise. Closed to all motorized vehicles at all times, except by over-snow vehicles over adequate snow outside of over-snow closure areas.
7. Dispersed Camping – The limited use of motor vehicles within 150 feet of roads and motorized trails would be allowed solely for the purposes of dispersed camping. The following text will be added to the motor vehicle use map to clarify the intent of the distance designations. “Where allowed on this map, motor vehicles may travel up to 150’ from designated routes, for travel to an existing dispersed campsite along an existing track. Travel within the corridor for any other purpose is prohibited. Existing campsites can be distinguished by evidence of rock fire rings, old tent sites, and tracks from earlier vehicle access. This access does not authorize creation of new campsites or travel ways. Motorized travel between multiple dispersed campsites, establishment of motorized play areas, racetracks, or travel across wet meadows or riparian areas is prohibited.”
8. Parking – Parking at a safe distance alongside designated routes is permitted if wet meadows, stream corridors / riparian areas, and undisturbed areas are avoided. Closed gates should not be blocked.
9. Open Use Area – Designated area where cross-country travel by motorized vehicles is allowed yearlong with no restrictions on type of vehicle. Motorized cross-country travel in the absence of adequate snow is only allowed within designated open use areas.
10. Adequate Snow – Sufficient depth, density, and continuity of snow to prevent direct disturbance of ground cover when using an over-snow vehicle to travel cross-country. This definition recognizes that adequate snow conditions can be provided by a variety of conditions depending on factors such as current snow conditions, time of year, local climate, aspect, elevation, and vegetation types.
11. Seasonal Winter Closure – Cross-country travel over snow by any motorized vehicle, including over-snow vehicles is prohibited between January 1 and April 15th. All vehicle classes consistent with road or trail use allowances are permitted on routes designated as Open Yearlong. No motorized use is permitted in Research Natural Areas. Travel by over-snow vehicles over adequate snow is permissible outside seasonal and all winter over-snow closure areas. Fish Lake, Mill Meadow, and Forsyth Reservoir may be traversed by ATVs when the surface ice has sufficient depth, density, and continuity to safely support winter use.
12. All Winter Closure – Cross-country travel over snow by any motorized vehicle, including over-snow vehicles is prohibited at all times. All vehicle classes consistent with road or trail use allowances are permitted on routes designated as Open Yearlong. No motorized use is permitted in Research Natural Areas. Travel by over-snow vehicles over adequate snow is permissible outside seasonal and all winter over-snow closure areas.

13. With the exception of over-snow vehicles on adequate snow outside of restricted winter closure areas, motorized cross-country travel by OHVs for scouting, hunting, game retrieval, and antler shed gathering is prohibited.

Adaptive Management

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

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

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

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

Protection of Rare Plants and Habitat

The forest will monitor areas where individuals of Last Chance townsendia are known to occur near motorized routes and results will be shared with the U.S. Fish and Wildlife Service annually. If individual Last Chance townsendia plants become adversely affected by motorized recreation use, the forest will coordinate with the Service and make appropriate adjustments. Required design criteria for protection of Last Chance townsendia include the following measures as needed.

- Relocate routes with Last Chance townsendia growing in close proximity of the routes' tracks (see specialist report in the project file).
- Prohibit motorized access to dispersed camping areas where occupied or potential for Last Chance townsendia and other rare plant habitats occur. These recommendations are

established on a case-by-case basis. Routes where this prohibition is needed are specified in the selected alternative.

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

For other populations of rare plants or their habitats discovered after this plan is approved and implemented, possible impacts will be mitigated in accordance with recovery plans (US Fish and Wildlife Service 1993).

National Policy on Cultural Resources and Road and Trail Designations

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

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

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

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

Protection of Historic Properties

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

Road and Motorized Trail Obliteration

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

The selected alternative includes the installation of new barriers to eliminate or restrict motorized travel. Types of barriers will include large rocks and logs, designed steel and cement structures, and pole fences. These items will be used individually or in combination as needed.

Conversion of Motorized Routes to Non-motorized Trails

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

Hazardous Materials

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

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

- a) Stop spills,
- b) Contain the material,
- c) Notify the authorities listed in the petroleum and chemical products spill protection plan, and

- d) Collect, remove and dispose of the spilled material in a suitable location off National Forest System lands.

Invasive Plants and Aquatic Nuisance Species

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

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

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

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

Route Specific Requirements

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

ATTACHMENT B

Maps and descriptions of proposed non-significant Forest Plan Amendment

A non-significant Forest Plan amendment is needed for two reasons: to fix existing errors in the mapping of Management Area 3A (MA 3A), and to be consistent with proposed route designations associated with Alternative 5 as modified. Management areas were hand drawn in 1986 on 1:126,720 scale maps (1 inch = 2 miles) and were visually transferred to 1:24,000 scale mapping (2.64 inches = 1 mile) years later. Differences in map resolution, translation between scales, or human errors explain or partially explain some of the mapping inconsistencies. This amendment would correct these errors and would ensure that the proposed actions are consistent with the 1986 Forest Plan. The concept of management areas was not brought forward into the revised planning regulations published in 2006; however, management direction in the revised Forest Plan is similar in most cases. The Forest Planning team has reviewed this amendment to ensure that it does not conflict with the revised plan in its current draft state, acknowledging that plan components are subject to change until finalized. Following is the description of MA 3A from the 1986 plan:

Management emphasis is for nonmotorized recreation outside of wilderness. Recreation opportunities such as hiking, horseback riding, hunting and cross-country skiing are available. Seasonal or permanent restrictions on human use may be applied to provide seclusion for wildlife such as nesting for raptorial birds, big game rearing areas, and mammals (mountain lion, elk) with large home ranges. Visual resources are managed so that management activities are not visually evident or remain visually subordinate.

Investments in compatible resource uses such as livestock grazing and mineral exploration and development occur; but roads are closed to public use. Commercial and noncommercial tree harvest occur. The harvest method by forest cover type is clearcutting in aspen, shelterwood in ponderosa pine, Engelmann spruce-subalpine fir, and mixed conifers.

Management area descriptions for 1A, 2B, 4B, 6B, and 7A are available in the Forest Plan. Each of these management areas would increase in acreage because of areas being moved from MA 3A. Table B-1 shows a summary of the proposed 3A management area changes on the forest.

Table B-1. Summary of Proposed 3A Management Area Changes					
Route Designation Number	Route Miles	District	Acres Affected	Existing MA	Amended MA
430	0.15	Fillmore	1.32	3A	6B
tr_087	0.07	Fillmore	0.65	3A	4B
xt_148	0.34	Fillmore	2.90	3A	6B
xt_020_	0.39	Fremont River	3.32	3A	6B
143	0.39	Fremont River	3.49	3A	1A
Highway 24	0.78	Fremont River	46.27	3A	2B
1059	0.65	Beaver	53.26	3A	7A
Forest Totals	2.77		111.21		

Table B-2 lists the current and proposed route designations by alternative. An Alternative 1 designation of “undesigned closed” is considered to be a mapping error on the existing travel plan when the route was part of the route network in 1986, and is still part of the authorized route network. These route segments are not shown as open on the current travel plan because of the same errors and mapping limitations that lead to the need for the MA 3A amendment.

Table B-2. Summary of associated route designation changes.					
Route Designation Number	FROM	TO			
	Alternative 1	Alternative 2	Alternative 3	Alternative 4	Alternative 5
430	Authorized Road/Undesignated Closed	Authorized Road/Open Yearlong	Authorized Road/Open Yearlong	Authorized Road/Open Yearlong	Authorized Road/Open Yearlong
tr_087	Authorized Trail/Undesignated Closed	Authorized Trail/Open Yearlong	Authorized Trail/Open Yearlong	Authorized Trail/NM Trail	Authorized Trail/Open Yearlong
xt_148	Unauthorized Trail/Undesignated Closed	Authorized Trail/Gated Closed	Authorized Trail/Gated Closed	Authorized Trail/Gated Closed	Authorized Trail/Open Yearlong
xt_020	Unauthorized Trail/Undesignated Closed	Authorized Trail/NM Trail	Authorized Trail/NM Trail	Authorized Trail/NM Trail	Authorized Trail/Open Yearlong
143	Authorized Road/Street Legal Only	Authorized Road/Street Legal Only	Authorized Road/Street Legal Only	Authorized Road/Street Legal Only	Authorized Road/Street Legal Only
Highway 24	State Highway/Street Legal Only	State Highway/Street Legal Only	State Highway/Street Legal Only	State Highway/Street Legal Only	State Highway/Street Legal Only
1059 & 1060	Authorized Road/Open Yearlong	Authorized Road/Open Yearlong	Authorized Road/Open Yearlong	Authorized Road/Open Yearlong	Authorized Road/Open Yearlong

Figure B-1 displays boundary changes for the three motorized routes located on the Canyon Range on the Fillmore Ranger District. The northern two routes (430 and tr_087) and the one up John Williams Canyon (xt_148) are likely mapping errors resulting from map scale and resolution differences. The routes existed and were in use prior to development of the Forest Plan and it appears that the intent of the 1986 lines was to run the boundary along the end of the routes. Road 430 provides access to a spring that is used for the range allotment. tr_087 provides access to a non-motorized trail system. The forest discovered through this evaluation process that the northern 3A area had not been attributed in the GIS previously so it did not show up in past queries, but it is shown on the 1986 paper map. A 33-foot wide buffer is used on each side of the route to delineate the area that would be removed from MA 3A. A “cherry-stem” was deemed more appropriate for these cases because reshaping the line along these routes would take out more acreage and could appear arbitrary since there are not logical physical features to follow. The northern MA 3A boundary adjustments would reduce the existing acreage of the area from 3,547 to 3,545. The southern MA 3A boundary adjustments would reduce the existing acreage of the area from 5,581 to 5,578. xt_148 provides access to a spring development that is under Special Use Permit. The route existed when the Forest Plan was developed, but unfortunately, the full length was not mapped in the travel atlas, which is why it currently shows up as unauthorized.

Figure B-2 shows routes xt_020 and 143. xt_020 was built in 1895 to provide access to the Bicknell water system, which is under Special Use Permit. For an unknown reason this route was never added to the list of system routes in the travel atlas. It has been used as a motorized route for as long as there have been motorized vehicles that could traverse it. The route is in a "C" closure area on the current travel plan, which is closed to all motorized use. The motorized use to maintain the city water system is authorized and appropriate. Unfortunately, the closure to motorized recreation, an inappropriate use in MA 3A, has not been historically enforced. Alternatives 2, 3, and 4 propose to close this route with a gate to allow Bicknell access to their water system, but to prevent other motorized use within MA 3A. In Alternative 5, the gate location is moved south within MA 3A so that the gate is in a defensible location and to allow motorized users the opportunity to view the area we call "Little Bryce." The route offers spectacular vistas.

Road 143 provides access to the Sunglow Campground, a developed recreation site that was in existence prior to 1986. Presumably, the 1986 Forest Planners included this route in the 3A boundary by error or because the mapping technology could not display a narrow corridor. Similarly, Highway 24 in Figure B-3 isolates a sliver of National Forest System lands that either may have been easier to ignore than to map at 1:126,720 scale, or was an error.

A "cherry-stem" was deemed more appropriate for xt_020 and 143 because reshaping the line would take out more acreage and could appear arbitrary since there are not logical features to follow. Routes xt_020 and 143 would reduce MA 3A from 8,285 acres to 8,278 acres. The sliver isolated by State Highway 24 would be removed from the existing 11,643 acres of 3A resulting in 11,596 acres remaining.

Figure B-4 displays Forest Roads 1059 and 1060 that are designated as open on the current travel plan even though they are located in MA 3A. This is an error based on how the 1986 Forest Plan defines this management area. The correction requires moving the MA 3A boundary to the east side of roads 1059 and 1060. This boundary change reduces the MA 3A boundary from 9,988 acres to 9,935 acres.

The environmental impacts from the existing and proposed route designations have been considered in the cumulative effects analysis conducted for the Fishlake OHV Route Designation Project. No identified issues or concerns indicate that a significant Forest Plan amendment is needed. Therefore, the proposed changes will be addressed through a non-significant Forest Plan amendment.

My determination is that there is no need to amend the Forest Plan in order to close the forest to wheeled motorized cross-country travel. I base this assertion on the historical fact that the first motorized travel plan on the Fishlake National Forest was established through NEPA in 1976 in an Environmental Assessment. The next major modifications were again made through NEPA in the 1986 FEIS for the Forest Plan. Also, this interpretation is made considering that the November 2, 2005 travel regulations now provides the legal mechanism of closure to cross-country travel once a Motor Vehicle Use Map is created and distributed to the public.

Figure B-1. Fillmore Ranger District Management Area 3A Proposed Amendments.

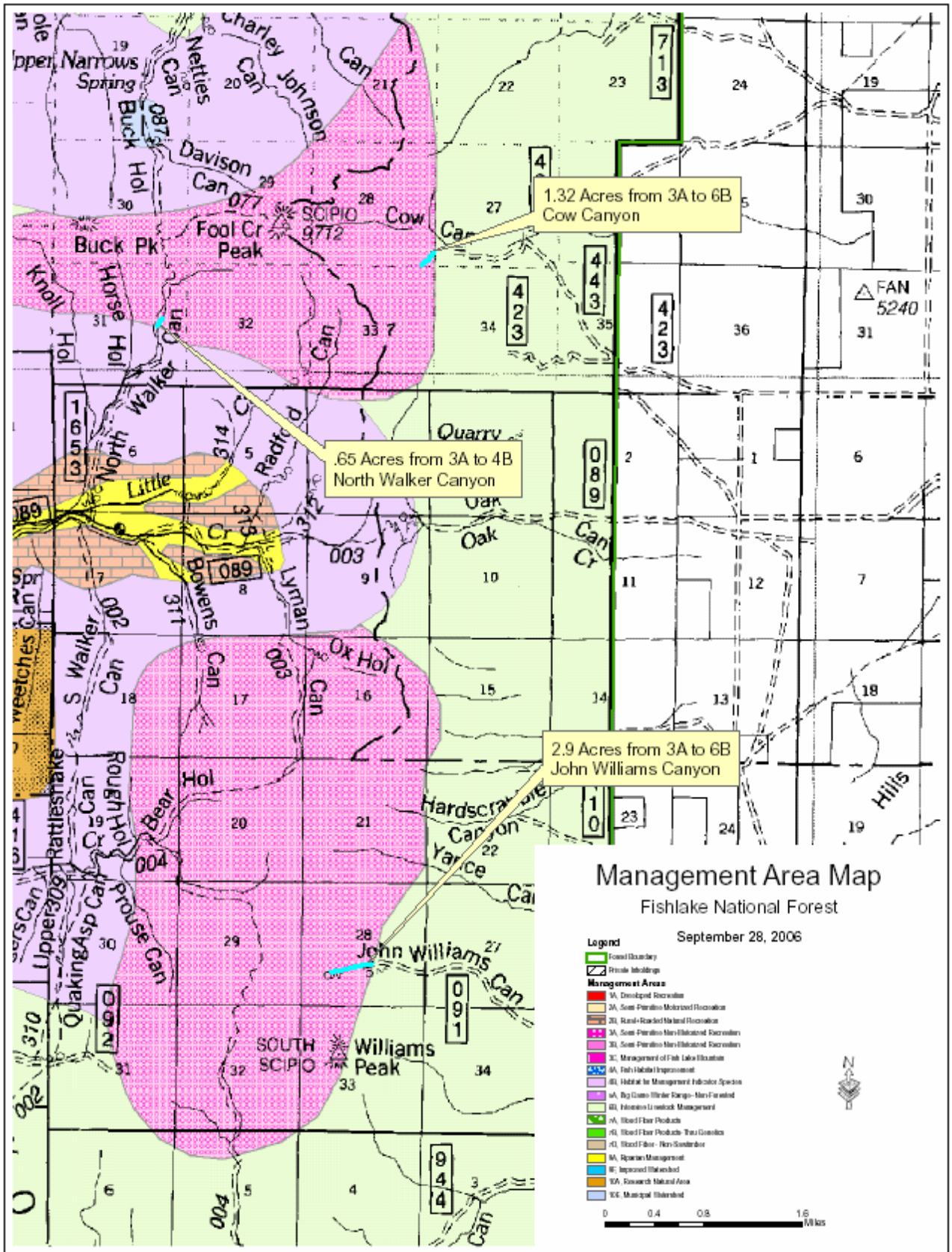


Figure B-2. Fremont River Ranger District Management Area 3A Proposed Amendments

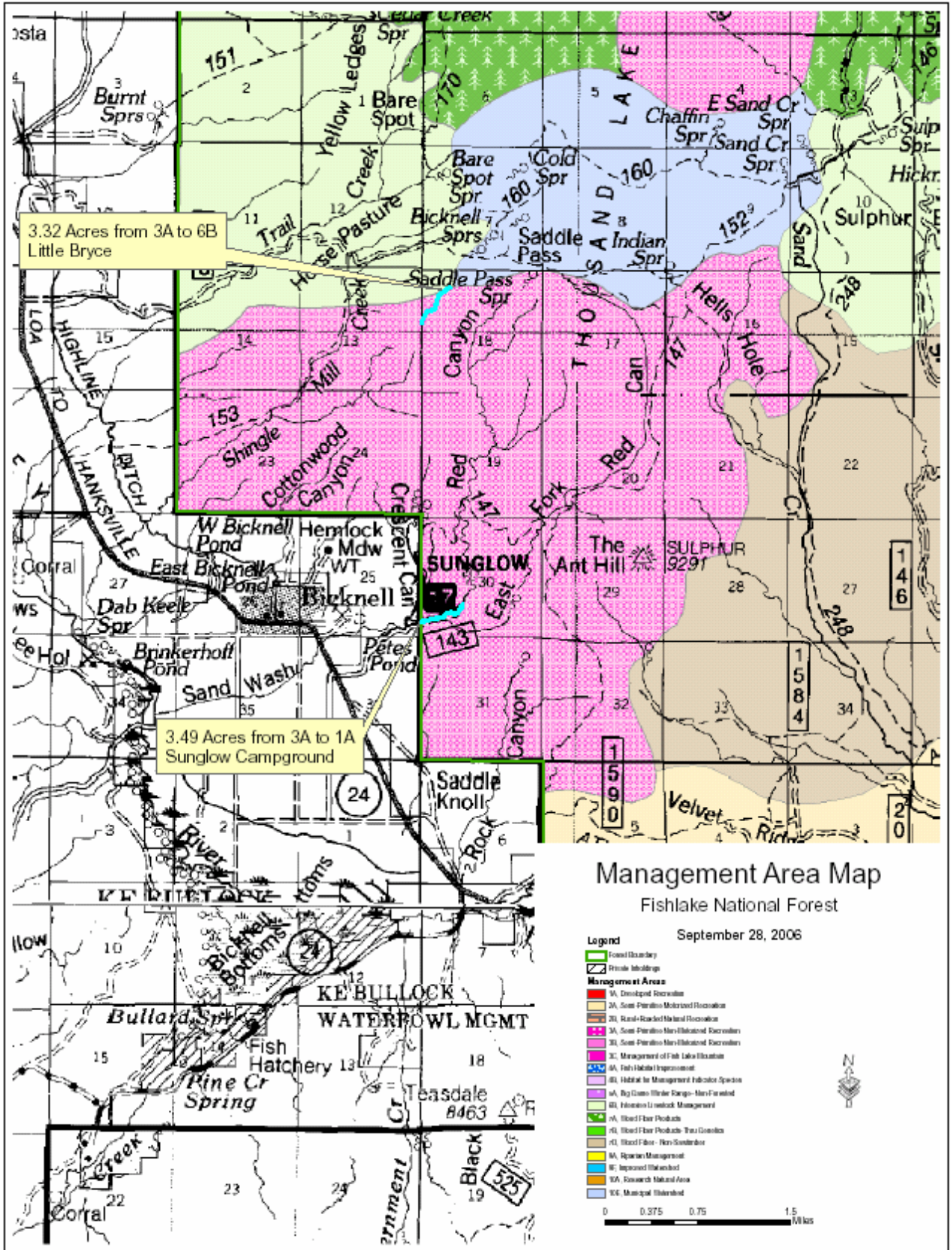


Figure B-3. Fremont River Ranger District Management Area 3A Proposed Amendments

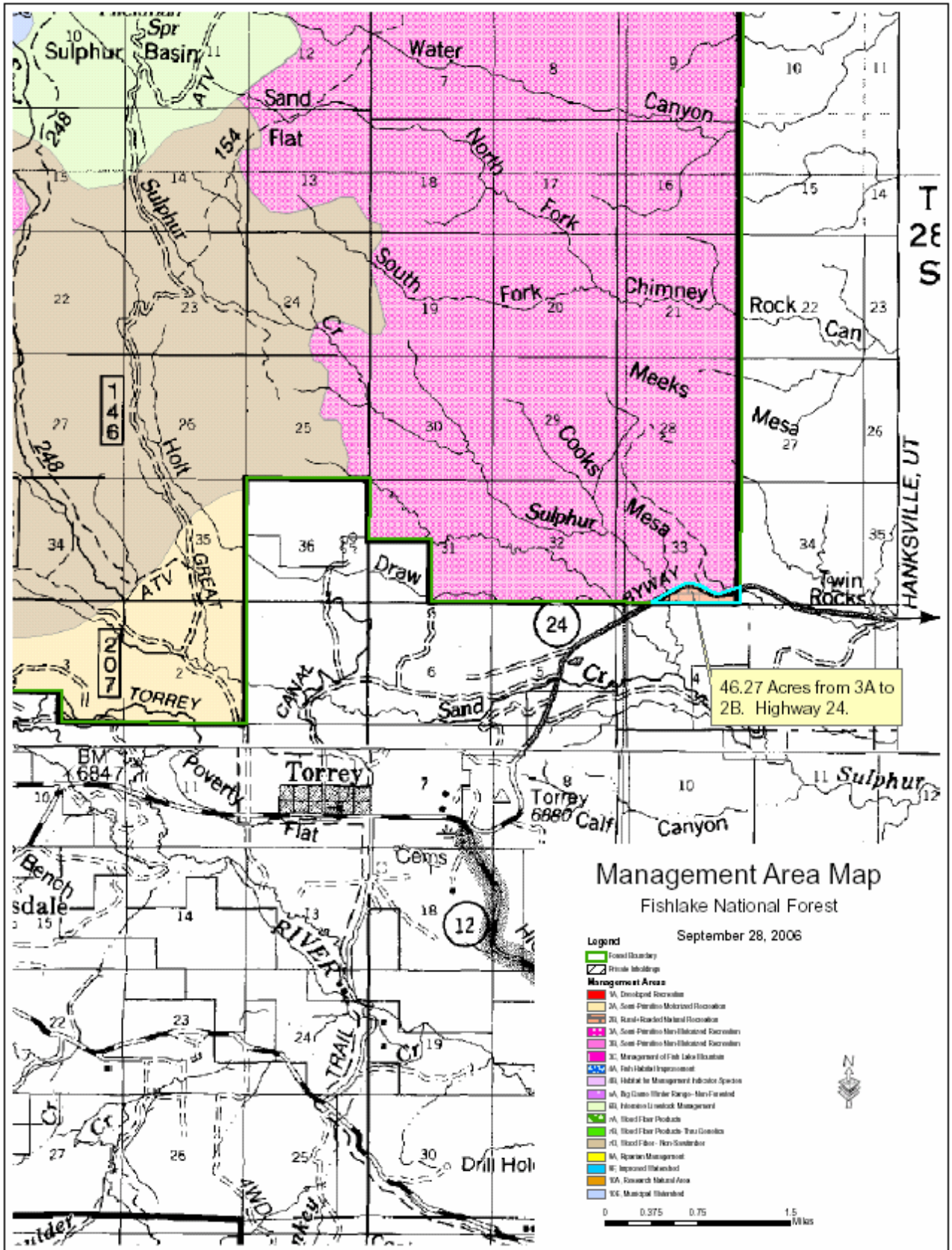


Figure B-4. Beaver Ranger District Management Area 3A Proposed Amendments

