

# **Travel Management Rule Implementation Rocky Mountain Region**

## **FOREST ACTION PLAN**



### **Grand Mesa, Uncompahgre and Gunnison National Forests**



FY 2006 - 2009

Rocky Mountain Region  
USDA Forest Service

May 22, 2006

## **Travel Management Rule Implementation ACTION PLAN**

**The Grand Mesa, Uncompahgre and Gunnison National Forests have prepared this action plan for the implementation of the 2005 Travel Management Rule. We currently have every acre closed to cross-county motorized summer travel and plan to have every route designated by mid fiscal year 2008.**

I approve this action plan and will strive to implement the strategy according to the stated time line(s).

Signed \_\_\_/s/ Charles S. Richmond\_\_\_\_\_

Forest Supervisor

Date: \_5/24/06\_\_\_\_\_

Rocky Mountain Region  
USDA Forest Service

Action Plan prepared by:

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**Introduction**

This action plan is meant to be reviewed and adjusted as necessary to reflect emerging needs, shifting priorities, or changes in available funding. This Forest Action Plan addresses two processes: planning and *on-the-ground* implementation. This Action Plan is designed to serve as a tool for implementation of the 2005 Travel Management rule on the Grand Mesa, Uncompahgre and Gunnison National Forests National Forests, and is prepared for use in:

- Project scheduling in a forest-wide, strategic manner in line with forest priorities.
- Allocating forest-wide resources for travel management.
- Establishing an implementation team with specific responsibilities.
- Coordination with other National Forests
- Monitoring and evaluation progress of planned activities.

**Travel Management Approach**

As our name implies we are three separate units with two different approaches. Two Forests have completed TP’s and one has an interim TP.

- ▮ **The Grand Mesa Travel Plan** was completed in 1994. During the past twelve years, the Forest has produced a Visitor Recreation Map depicting the decision made in 1994. An implementation plan was prepared in 1994 and the Forest has been slowly implementing the actions/activities identified in the plan. A winter recreation visitor map was produced in 1996 depicting the winter travel opportunities and restrictions on the GM.
- ▮ **The Uncompahgre Travel Plan** was completed in 2000. It was a result of extensive collaboration with the many users of the National Forest. Over 83 public meetings were held in the surrounding communities adjacent to the Uncompahgre forest. In the last 6 years the Forest has been implementing the decision with a focus approach on signing and public information releases using radio and newspaper. Within the next two months the Forest will produce a recreation visitor map that has the travel management decision included on the map. In 2006 the Forest will begin to “tweak” the 2000 decision using the lessons learned and improved information and gathered over the last 6 years.
- ▮ **The Gunnison Interim Travel Plan** was completed in 2001. The interim plan was designed to stop the proliferation of users created routes by restricting travel to existing roads and trails. The interim plan did not assign which routes would be motorized versus non-motorized. In 2006 the Gunnison will begin to designate routes by vehicle class and season of use. The line officers and their staff will begin to share with the public baseline transportation and potential changes to the transportation system during the summer of 2006. A strong focus will be placed on the “leftside of the NEPA triangle” actions and collaboration in FY2006. The public will be involved and solicited for comment during this phase. Field trips are planned with the various interested parties. The next phase will focus on the travel analysis of the routes to be considered. In spring of 2007 the Forest will begin the Environmental Assessment phase and proposed to have a draft document by the fall of 2007.

**Organizational Capacity**

The 2005 Travel Management Rule implementation responsibilities are as listed below. The Forest has two internal groups, the Forest Steering Committee and the Travel Plan Implementation (TPI) Group. The Steering Group is comprised of Staff, Line and technical experts. This group is comprised of 8 individuals. The TPI Group has members from every district and all disciplines. Approximately 20 individuals are involved in this group.

Unit	Staffing	Responsibilities
<b>EXISTING</b>		
SO Eng	Tom Condos	National Travel Management Rule Cadre, Forest Coordination with RO., FSC
GVRD	Loren Paulson	Grand Valley District Program Lead; EMS lead for Travel Management

Paonia	John Williams	Paonia District Program Lead
Norwood	Kathy Peckham	Norwood District Program Lead
Ouray	Kathy Peckham	Ouray District Program Lead
SO ENG	Kate Doran	Training Cadre, FSC
Gunnison	Greg Austin	Training Cadre
SO Planning	Gary Shellhorn	Training Cadre; Gunnison Travel IDT Leader
SO ENG	Chris Strobl	INFRA-GIS (MVUM); FSC; Training Cadre
GVRD	Connie Clementson	R-2 Strategic Team Member, FSC
OURAY	Tammy Randall-Parker	FSC
PAONIA	Levi Broyles	FSC
SO PLNG	Jeff Burch	FSC
PAO	Vacant – PAO	FSC
Norwood	Dave Closson - LEI	FSC

FSC - Forest Steering Committee member

**Forest Training**

The forest is planning to provide (or has provided) training for the Forest and Districts Staffs

Date	Location	Staff
February 2006	Montrose	LE&I SW
April 2006	Gunnison	Gunnison National Forest Staff
June 2006	Delta	Forest Employees
July 2006	Montrose	County Road Managers and Crew Foremen

The Forest employees and users have a good understanding of Travel Management because of the already completed plans and because of our current Forest revision process. However, our goal is to get representatives for each sub unit, and all line officers to attend this training along with specialists that have forest planning and travel management related responsibilities.

We have decided to provide a partners training opportunity in June 2006 at Montrose, CO. Our goal is to help the public better understand the rule and the scope of our decisions and proposed timeline. Our plan is to work with the regional office to assist us in this effort.

**The Planning Process:**

This process follows the National direction as documented in the *Motor Vehicle Route and Area Designation Guide*. Below is an outline of that process. These charts can be used at the forest or grassland level or district level. Enter month by calendar year for each step. Each step becomes a milestone to help monitor implementation. The implementation schedule will be closely monitored to assure that the region will meet its rule implementation target. The projected date for designation is the date of the motorized vehicle use map publication.

<b>UNIT: Grand Mesa &amp; Uncompahgre National Forests</b>						
<b>Fiscal Year</b>	<b>Step 1: Compile existing travel management direction and begin public involvement</b>	<b>Step 2: Assemble resource and social data for consideration</b>	<b>Step 3: Use Travel Analysis to Identify Proposal for Change</b>	<b>Step 4: Environmental Analysis and Decision Making</b>	<b>Step 5: Publish Motor Vehicle Use Map</b>	<b>Step 6: Implement Monitor, and Revise</b>
<b>06</b>	NA	NA	NA	NA	GMNF – August	on-going
<b>07</b>					UNF - September	on-going
<b>08</b>						on-going
<b>09</b>						on-going

<b>UNIT: Gunnison National Forest</b>						
<b>Fiscal Year</b>	<b>Step 1: Compile existing travel management direction and begin public involvement</b>	<b>Step 2: Assemble resource and social data for consideration</b>	<b>Step 3: Use Travel Analysis to Identify Proposal for Change</b>	<b>Step 4: Environmental Analysis and Decision Making</b>	<b>Step 5: Publish Motor Vehicle Use Map</b>	<b>Step 6: Implement Monitor, and Revise</b>
<b>06</b>	April –June	June-September				
<b>07</b>			October-March	April-September		
<b>08</b>				October-November	December	May
<b>09</b>						ongoing

## On-The-Ground Implementation

All Forests should immediately take steps to begin to manage the unmanaged motorized recreation occurring on our national forests and grasslands. These follow the basic “3Es” Education and information, Engineering and Enforcement”. While the target established by the Washington Office is designation by publication of the MVUM it is well understood that without on-the-ground actions, the designation alone will not solve the travel management challenge. These steps are outlined below.

### **Education and Information**

Provide a short narrative describing the forest general approach to education and education on the forest.

<b>Education and Information</b>						
<b>Actions:</b>	Publication of recreation opportunity motor vehicle use maps	Publication of user education brochures	The construction of visitor kiosks at key entry portals	Carrying out meeting with both motorized and non-motorized user groups	Hosting and attending events with the motorized community to help educate users	Other actions:
Fiscal Year						
<b>06</b>	The new Unc Visitor Map will combine route designation and visitor information on the same map	Newspaper insert on the NVUM & front desk brochures	GM & Unc installing Kiosks since 2001	On-going and as needed	On-going and as needed	Radio message on the “Buckskin” radio network in the fall; Inholder meetings to discuss the annual changes and implementation planned
<b>07</b>	The new GM Visitor Map will combine route designation and visitor information on the same map	Newspaper insert on the NVUM & front desk brochures	GM & Unc installing Kiosks since 2001	On-going and as needed	On-going and as needed	Radio message on the “Buckskin” radio network in the fall; Inholder meetings to discuss the annual changes and implementation planned
<b>08</b>		Newspaper insert on the NVUM & front desk brochures	GM & Unc installing Kiosks since 2001	On-going and as needed	On-going and as needed	Radio message on the “Buckskin” radio network in the fall
<b>09</b>						

### **Engineering**

Engineering includes all the physical or infrastructure improvements that need to take place to facilitate the implementation of the rule. These physical actions require close coordination with engineering’s management of forest roads. Some actions items like signing may require the development of a signing plan. Other plans may identify an incremental approach to mixed-use studies.

<b>Engineering</b>						
<b>Actions:</b>	Signing plan and installation	The closure of unneeded routes (number)	Construction/reconstruction of routes (miles)	The protection of sensitive areas adjacent to motorized routes.	Rehabilitation/dec ommissioning of routes and areas	Address public safety issues on roads and trails:
Fiscal Year						
<b>06</b>	GM & UNC have been installing signs since the plans have been approved	GM & UNC obliterate roads using the Forest's 8 level implementation- 5 miles	3.0		GM & UNC obliterate roads using the Forest's 8 level implementation- 5 miles	Review Mixed Traffic on Lvl 3-5 roads on the GM and Unc NF
<b>07</b>		GM & UNC obliterate roads using the Forest's 8 level implementation- 5 miles	3.0		GM & UNC obliterate roads using the Forest's 8 level implementation- 5 miles	On-going review of 3-5 roads on the GM and Unc NF and begin to assess the Gun NF system
<b>08</b>		GM & UNC obliterate roads using the Forest's 8 level implementation- 5 miles	3.0		GM & UNC obliterate roads using the Forest's 8 level implementation- 5 miles	On-going review of 3-5 roads on the GM, Unc& Gun NF
<b>09</b>	GUN install signs following the Forest sign plan	GUN obliterate roads using the Forest's 8 level implementation- 5 miles	5.0		GUN obliterate roads using the Forest's 8 level implementation- 5 miles	On-going review of 3-5 roads on the GM, Unc& Gun NF

Below is a list of decommissioning activities:

Level 1 –Leave as is and do nothing on the ground.

Level 2 – Install signs – “Facility Closed”

Level 3 – Natural barricades. Camouflage the road template by place slash on the road surface or dropping small trees to impede traffic.

Level 4 – physical barricades. Permanent steel gates, buck & pole fences, rock blockades, or planting trees.

Level 5 – rip & seed. Constructing earth barricades and water bars. Seed with natural species. No recontouring of road prism.

Level 6 – recontouring road prism, (slopes and shoulders) and seed w/ natural species.

Level 7 – removal of cross drains (culverts, rolling dips) and unstable fills.

Level 8 – removal of stream crossing structures (culverts)

If Levels 1-4 are selected, no NEPA is required. But if Levels 5-8 are chosen, which involved ground disturbing activities, NEPA will need to be done to identify the level of decommissioning. In addition, a BA and cultural survey will need to be performed.

**Enforcement**

Enforcement will be a critical component to successful implementation of the proposed Rule.

Include a narrative of the forest plan for enforcement including; temporary emergency orders that would restrict or close National Forest system roads, trails or areas to motor vehicle use. Provide a narrative that describes the forest approach to implementing the rule on-the-ground. Include in this narrative your



approach to posting the new designations, and the overall enforcement strategy. Coordination is a key component of the enforcement plan.

<b>Enforcement</b>						
<b>Actions:</b>	Enforcement plan and schedule of actions (date)	Boots on the Ground, schedule to provide employee field presence	Coordination with other Federal, State, and local law enforcement officers.	Working with volunteers to develop motorized trail hosts to help educate the public and provide greater field presence	Other actions	Other actions
Fiscal Year						
<b>06</b>	January – August GM – UNC Enforcement Plan	Hunter Patrols on each district occurring each weekend during the 4 hunts	On-going ; Apprise the local magistrate of the new Travel Rule. with local magistrate summer of 2006		2 Travel Rangers for the Alpine Loop and Telluride -Ouray backcountry roads	
<b>07</b>	January – August GM – UNC Enforcement Plan	Hunter Patrols on each district occurring each weekend during the 4 hunts	Review and discuss new travel rule with local magistrate		2 Travel Rangers for the Alpine Loop and Telluride -Ouray backcountry roads	
<b>08</b>	January – August GM – UNC Enforcement Plan	Hunter Patrols on each district occurring each weekend during the 4 hunts	Review and discuss new travel rule with local magistrate		2 Travel Rangers for the Alpine Loop and Telluride -Ouray backcountry roads	
<b>09</b>	GM – UNC & Gunnison Enforcement Plan	Hunter Patrols on each district occurring each weekend during the 4 hunts	Review and discuss new travel rule with local magistrate		Add 2 Travel Rangers for the Gunnison Basin	

**Partnerships**

Each of these “3Es” Education and Information, Enforcement and Engineering” have opportunities for partnership. Provide a short narrative of the forest approach to partnership and use the table below to plan for partnership activities. (The activities are just suggested categories.)

Identify key partners and the kind or opportunities the forest is interested in.

<b>Activities:</b>	Review existing Forest/District inventory maps	Inventory teams to assist in locating routes and areas	Verifying jurisdictional questions	Post signs	User education contacts	Close and restore user created routes.
Westernslope ATV	X			X	X	
Thunder Mtn ATV	X	X		X	X	
High Country	X	X				X

Citizens Alliance						
Westernslope Environmental Resource Association	X	X				X
Westslope Counties	X		X			
Mile High 4 Wheelers	X	X		X		
Private Inholders	X		X			X
MTRA	X	X		X	X	
Mule Deer Foundation	X					X
Rocky Mtn Elk Foundation	X					X
Safari Club International	X					X
Colo Division of Wildlife	X					X

We believe the best method of gaining support for the travel management is through collaborative efforts with our partners. Although each partner may not be involved in each area, there is involvement by a partner at every level.

**Communication**

Communication occurs throughout the planning and designation process. The rule encourages collaborative efforts and the communication strategy should encourage this. The communication strategy should tier from the Regional communication strategy (see appendix B, of Regional Implementation Strategy). Consistency is an important goal between forests especially at the state level and the communication plan that is developed should be coordinated with the other forests in your state as well as sister agencies and local governments. Provide a short narrative about the forest’s approach to communications.

**Key Messages**

The Regional Communication Strategy features general key messages as part of its package. These are good resources for the forest to use. Your forest needs to develop specific key messages to address your audiences. The development of key messages may need to be updated throughout the planning process and you should consider coordination at the state level.

## Audiences

This table provides direction for the audiences that need to be communicated to and the proposed method for that communication.

Internal	Method	Date
Field line officers	Forest Leadership Meetings	On-going
Law enforcement personnel	Informal discussions and Spring recertification	On-going
Regional Travel Management Coordinator and ID team	Meetings and conferences as scheduled	As required
VIS, public affairs and front liners	Forest Employees will attend a training in 2006 at location TBA	TBA
External		
Congressional Representatives	Line Officer/Staffer meetings	On-going
Key Stakeholders: OHV users, environmental groups and other visitor groups	On-going This effort occurs primarily at the Ranger District level on a daily basis	On-going
State and local governments	Westernslope local county road managers meeting	June/July 2006
Travel industry (manufacturers and retailers)	No organized effort at this time. This will change when the Forest has a PAO	unknown
Private Inholdings	One on One visits by Line Officer	On-going

## Interest Groups

The following is a list of interest groups that we have identified that we will make a special effort to include in our collaborative efforts. (See attachment 1 of the Strategic Communication Plan for a primary list.

Key of OHV/Trails/Recreation Groups		
Name	Description	Web Site
<b>Thunder Mtn ATV</b>	OHV Group – Delta, CO; very active	<b>Thunder Mountain Wheelers</b> P.O. Box 203 Delta, CO 81416-0203
<b>Western Slope ATV</b>	OHV Group – Grand Junction; very active	<a href="http://www.wsatva.org">http://www.wsatva.org</a>
<b>San Juan 4 Wheelers</b>	Jeep Group – Silverton-Durango-Delores; active	<a href="http://www.sanjuantrailriders.org">www.sanjuantrailriders.org</a>
<b>Stay the Trail</b>	Colorado State Parks and COHVCO	<a href="http://www.staythetrail.org">www.staythetrail.org</a>
<b>San Juan Outfitters – 4wd</b>	Commercial Jeep tours; Active	
<b>Colorado Environmental Coalition</b>	The Colorado Environmental Coalition is the largest state-based citizens' group committed to conserving our clean air, water and open spaces for generations to come.	<a href="http://www.ourcolorado.org">www.ourcolorado.org</a>
<b>San Miguel County</b>	Local government	<a href="http://www.sanmiguelcounty.org">www.sanmiguelcounty.org</a>
<b>Telski</b>	Local government	<a href="http://www.telski.com">www.telski.com</a>
<b>MTRA</b>	Motorcycle Group (Unc) – very active	<a href="http://www.mtra.org">http://www.mtra.org</a>
<b>Colorado Off Hwy Vehicle Coalition</b>	OHV Group	<a href="http://www.cohvco.org">http://www.cohvco.org</a>

**Communication in the planning process**

Communication should tie into the forest approach to designation and planning. Each of the steps of the process may require special communication efforts. Communication and public involvement are needed to prepare people for Travel Management Rule implementation and to engage them in planning and implementing travel management on the national forests and grasslands.

**Grand Mesa and Uncompahgre National Forests**

Planning Step	Date of action	Proposed actions or products
<b>I. Compile existing travel management direction and begin public involvement</b>	Completed	
<b>II. Assemble resource and social data for consideration</b>	Completed	
<b>III. Use Travel Analysis to Identify Proposal for Change</b>	Completed	Need to perform a mechanized travel rule for the GM
<b>IV. Environmental Analysis and Decision Making</b>	Completed	
<b>V. Publish Motor Vehicle Use Map</b>	Sept. 2006 October 2006	GM Web and Newspaper MVUM UNC Web and Newspaper MVUM
<b>VI. Implement Monitor, and Revise</b>	On going	Forest Travel Gazette (FY07)

**Gunnison National Forest**

Planning Step	Date of action	Proposed actions or products
<b>I. Compile existing travel management direction and begin public involvement</b>	June-Aug 2006	Letter to interested parties and meetings with Commissioners
<b>II. Assemble resource and social data for consideration</b>	July-September	Attend club and other group meetings Conduct a Open house; Newsletter
<b>III. Use Travel Analysis to Identify Proposal for Change</b>	Oct2006-March2007	Invite club and groups to open house to discuss the travel analysis at the beginning and near the end of the analysis ; Newsletter
<b>IV. Environmental Analysis and Decision Making</b>	April2007-September2007	Newsletter; Distribute Draft and Final Environmental document
<b>V. Publish Motor Vehicle Use Map</b>	March 2008	Web and Newspaper MVUM
<b>VI. Implement Monitor, and Revise</b>	June 2008	Forest Travel Gazette (FY08)

**Communication Products**

The regional communication team will provide a menu of communication tools that should be modified for specific needs and audiences.

Communication tools will also be created at the local level that are tailored to audiences and need. Every effort should be made to be consistent with neighboring forests, sister agencies and state and local

governments. A Regional web site designed as a portal to national, regional and local information. A link to all forest-level travel management information will be featured on this site.

Tool	Intended Audience	Target Date	Developed By
Forest web site linked to the regional web site.	Interested public; special interest groups; federal, state and local governments; sister agencies and internal audiences	April 2006	Armlovich
PowerPoint presentation based on regional model to be modified for forest purposes.	External audience, public meetings, legislative briefings, interest group meetings, etc. LE &I & General Forest Overview	Feb 2006	Condos
Fact Sheet Template modified by Forest with forest-level action plan information	External audiences	August 06	Shellhorn / PAO
Briefing Paper Template modified by Forest will include forest-level action plan information	Internal mgmt. briefings and external briefings with legislators, county commissioners and others	July 06	RO CLA Modified by Forest PAO
Other communication tools developed by the forest for specific needs and audiences	Internal and external		Developed as needed.

**Funding Strategy**

The following table identifies the EBLI(s) share using Primary Purpose for the proposed actions/purpose and need, and the estimated costs.

	Fiscal Year: 2006		Fiscal Year:2007		Fiscal Year: 2008		Fiscal Year: 2009	
	1		2		3		4	
	BLI(s) for activities*	Amount **	BLI(s) for activities*	Amount **	BLI(s) for activities*	Amount **	BLI(s) for activities*	Amount **
1.	CMRD	\$25	NFRW	\$50	NFRW	\$50	NFRW	\$20
2.	NFRW	\$25	CMRD	\$50	CMRD	\$50	CMRD	\$20
3.			CMTL	\$25	CMTL	\$25	CMTL	\$20
4..			NFWF	\$50	NFWF	\$50	NFWL	\$20
5.			NFVW	\$50	NFVW	\$50	NFVW	\$20
Grants:								
Totals:		\$50		\$225		\$225		\$100

\*Up to 5 BLIs for each unit, \*\*not less than 20% of total.

***Documentation of the rationale used for funding:***

Include a narrative to accompany the table to discuss assumptions, trends, challenges, etc.

<b>FY</b>	<b>Assumptions, trends, challenges, etc</b>
2006	UNCOMPAGRE TP Tweaks – Administrative Changes to the existing travel plan GUNNISON - NEPA “Left of Triangle” activities dependent on data collection and public input;
2007	GUNNISON - Use Travel Analysis to Identify Proposal for Change & Begin Environmental Analysis
2008	GUNNISON - Complete NEPA and publish decision; Publish a MVUM by March 2008
2009	FOREST WIDE - Begin Winter Travel Analysis

**Reprioritized program of Work**

Based on the above expenditures dedicated for travel management other targets may not be accomplished by BLI. This documented reprioritization will be a starting point for discussion with the Regional forester and budget team.

Non-critical targets or program areas that may be delayed or not achieved,				
FY	BLI(s) Activity	Assigned Target	Anticipated accomplishment	Narrative
2007-2009	CMRD	350	300	Eliminated ALL County Project Agreements for MgCl
2007-2009	NFWF	Unknown effects upon other resource program work	Reduction in FNothier fuels reduction; habitat improvement projects	Jeopardizes the funding of two GS 7/9 Biologist positions at Ouray/Norwood and Gunnison. Impacts the other zone biologists 90-120 days in project specific work. Affects the ability to perform matches with partners
2007-2009	NFVW	Reduction in restoration projects, currently 61 acs.& 10 miles decommissioning Reduction in weed agreements	10 Acres & 1 mi decommissioning	Could delay the rescission work goal of 2010.
2007-2009	CMTL TL- MAINT -STD	100 mi	0 miles	Trail maintenance accomplished through appropriated funds
2007-2009	NFRW REC- PAOT- DAYS-	?	?	Affects the filling of vacant positions within the Recreation organization

	ADM-STD			
	:			

**Requested Additional Regional Office Support**

The Forest requests from the regional office Travel Management Rule Implementation Team both the core team and the extended team additional support in the following areas below. Please coordinate further with us on the specifics of this support. This could include training, Wildlife closure, assistance with public presentations, land and jurisdiction assistance or more detailed guidance and policy development.

Additional Regional Office Support Request		
Item	Additional support requested	Desired delivery date
1.	Forest Travel Gazette	August 2006
2.		
3.		
4.		
5.		
6.		
7.		

**Monitoring**

This section addresses implementation monitoring. The following will be yearly monitored and reported to the Regional Travel Management Team. *(Do not fill this out at this time.)*

<b>Fiscal Year:</b>	<b>2006 Year End</b>				
Measure	Units (District )	Units	Units	Units	Total:
Projected Date for Designation					
Acres DESIGNATED					
Acres of SYSTEM					
Acres of EXISTING					
Acres of OPEN					
Miles of Existing NFS Roads					
Miles of Existing NFS Roads Open to Motor Vehicle Use					
Miles of Existing NFS Trails					
Miles of Existing NFS Trails Open to Motor Vehicle Use					
Miles of routes decommissioned					
Number of Law enforcement incident reports and citations related to Travel Management					
Miles of designated motorized trails					
Number of motorized recreation opportunity maps published					
Percentage of routes signed to standard (Identification only)					
Miles of Adopt-a-trail or road					
Hours of volunteer work related to travel management					