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STATE OF  
**MINNESOTA**  
**DEPARTMENT OF NATURAL RESOURCES**

500 LAFAYETTE ROAD • ST. PAUL, MINNESOTA • 55155-40\_\_\_\_\_

DNR INFORMATION  
(612) 296-6157

**DATE:** January 4, 1995

**TO:** Secretary, Minnesota State Senate  
Chief Clerk, Minnesota House of Representatives  
Librarian, Legislative Reference Library (6 copies)

**FROM:** Rod Sando, Commissioner  
Department of Natural Resources

**SUBJECT:** Motorized Recreational Vehicles

I am pleased to present the following information as requested by the 1993 Minnesota State Legislature (Chapter 311, Article 2, Sections 17 and 18).

### Off-Road Vehicle Registrations and Use

The 1993 Legislature set into motion a registration program for off-road four wheel drive vehicles (4x4)<sup>1</sup>. Presumably because the Legislation provided no penalty for non-compliance prior to January 1, 1995, the Department of Natural Resources (DNR) has witnessed very little activity to date. Between the period of January 1, 1994 and December 15, 1994 the Department's License Bureau reports less than 200 off-road vehicles (4x4s) were registered by county auditors and DNR personnel. It will be important for the DNR to monitor the progress in sales in the future given the sizable estimation of vehicles residing within Minnesota.

According to research previously distributed to the Legislature (3/1/94)<sup>2</sup>, Thompson-Anderson Forestry Consultants estimate that there were as many as 122,000 off-road

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<sup>1</sup>Laws of MN, 1993, Chapter 311, Article 2, Section 2, Subdivision 1. "Unless exempted under subdivision 2, after January 1, 1995, a person may not operate and an owner may not give permission for another to operate a vehicle off-road, nor may a person have an off-road vehicle not registered under chapter 168 in possession at an off-road vehicle staging area, or designated trail or area, unless the vehicle has been registered under this section."

<sup>2</sup>Off-highway Motorcycle and Off-road Vehicle Use and Gasoline Consumption in Minnesota, prepared by Thompson-Anderson Forestry Consultants for the Minnesota Departments of Natural Resources, Revenue and Transportation, February 28, 1994.

Motorized Recreational Trail Report  
January 4, 1995  
Page 2

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vehicles owned and operated for trail and non-road recreation in 1993. Although, a commonly held belief among resource managers and off-road motorized users in Minnesota is that the number of off-road vehicle drivers is increasing, it will not be until the registration system for these vehicles is in place for some time to make a definitive statement relative to growth.

### **Comprehensive Recreational Use Plan**

I am also pleased to present the final copy of the Comprehensive Recreational Use Plan; Off-Highway Motorized Recreation in Minnesota. This implementation plan outlines for the Department a coordinated strategy to address the present demand for motorized recreation. The recommendations contained within the report acknowledge multi-disciplinary involvement in all aspects of this program.

**Comprehensive Recreational Use Plan  
Off-Highway Motorized Recreation in Minnesota**

A report to the Legislature  
pursuant to  
Laws of Minnesota, 1993  
Chapter 311, Article 2, Section 18

Minnesota Department of Natural Resources  
500 Lafayette Road  
Saint Paul, Minnesota 55146  
January 1, 1995

Report submitted by T. Angela Cook in satisfaction of a contract agreement with the Superior National Forest.

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## **DOCUMENT PURPOSE**

- 1. To propose a new Department program.**
- 2. To develop a plan for that program.**

## **PROGRAM MISSION<sup>1</sup>**

**The Minnesota Off-Highway Vehicle Program will pursue managed, environmentally sensitive motorized recreation on public and private lands. Managed motorized recreation requires rigorous resource protection, social responsibility, and interagency cooperation.**

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<sup>1</sup>This Mission Statement is in concert with, but subordinate to, the Department of Natural Resources (DNR) Vision and Mission Statements.

## **DNR VISION STATEMENT**

**We will work with the people of Minnesota to manage the state's diverse natural resources for a sustainable quality of life.**

## **DNR MISSION STATEMENT**

**To preserve, protect and enhance Minnesota's natural resource heritage in order to benefit the environment, economy, and quality of life of all Minnesotans, present and future.**

## **WHAT THE OFF-HIGHWAY VEHICLE PROGRAM MISSION STATEMENT MEANS**

### **"The Minnesota Off-Highway Vehicle Program"**

- ◇ We (DNR) have an emerging, fledgling program. The program will be fashioned by DNR professionals from all units and the public and will answer to legislative mandates, funding obligations and customer service.

### **"will pursue managed, environmentally sensitive motorized recreation"**

- ◇ The DNR commits to funding for obtaining data on impacts including cumulative impacts, for enforcement, and for assessing needs. (User fees, general fund, LCMR dollars, dedicated accounts, et. al. can be used.)
- ◇ The DNR must be proactive in setting policy and program elements to define what will and what will not take place on State lands.
- ◇ Appropriate and knowledgeable DNR employees will integrate natural resource concerns and perspectives in the decision-making processes.
- ◇ Preserving sensitive and endangered resources, mitigating environmental losses, and restoring degraded environments will be integral program elements.
- ◇ Balancing the need to protect natural resource values with user demands and customer service is the goal.
- ◇ Motorized recreation uses can be accommodated by carefully matching activities with resource areas that can support them.

### **"on public and private lands"**

- ◇ Public lands include federal, county, and municipal as well as State lands.
- ◇ Private lands include large tracts of corporate lands, smaller tracts individually owned, and tribal lands.
- ◇ Private land use would necessarily involve willing partners.

### **"managed motorized recreation"**

- ◇ Pro-active establishment of program elements must direct and focus activities.
- ◇ Allowable motorized recreation vehicles will be clearly defined.

### **"requires rigorous resource protection"**

- ◇ We will obtain solid data on cumulative impacts to flora & fauna and their habitats, visual impacts and effects/conflicts with other recreational uses.
- ◇ Unique, threatened, and endangered species, both flora & fauna, and their habitat will be preserved.
- ◇ Soils maintenance and protection from erosion and maintaining water quality and related resources are mandatory.
- ◇ We will preserve unique cultural, historical, and archeological resources.

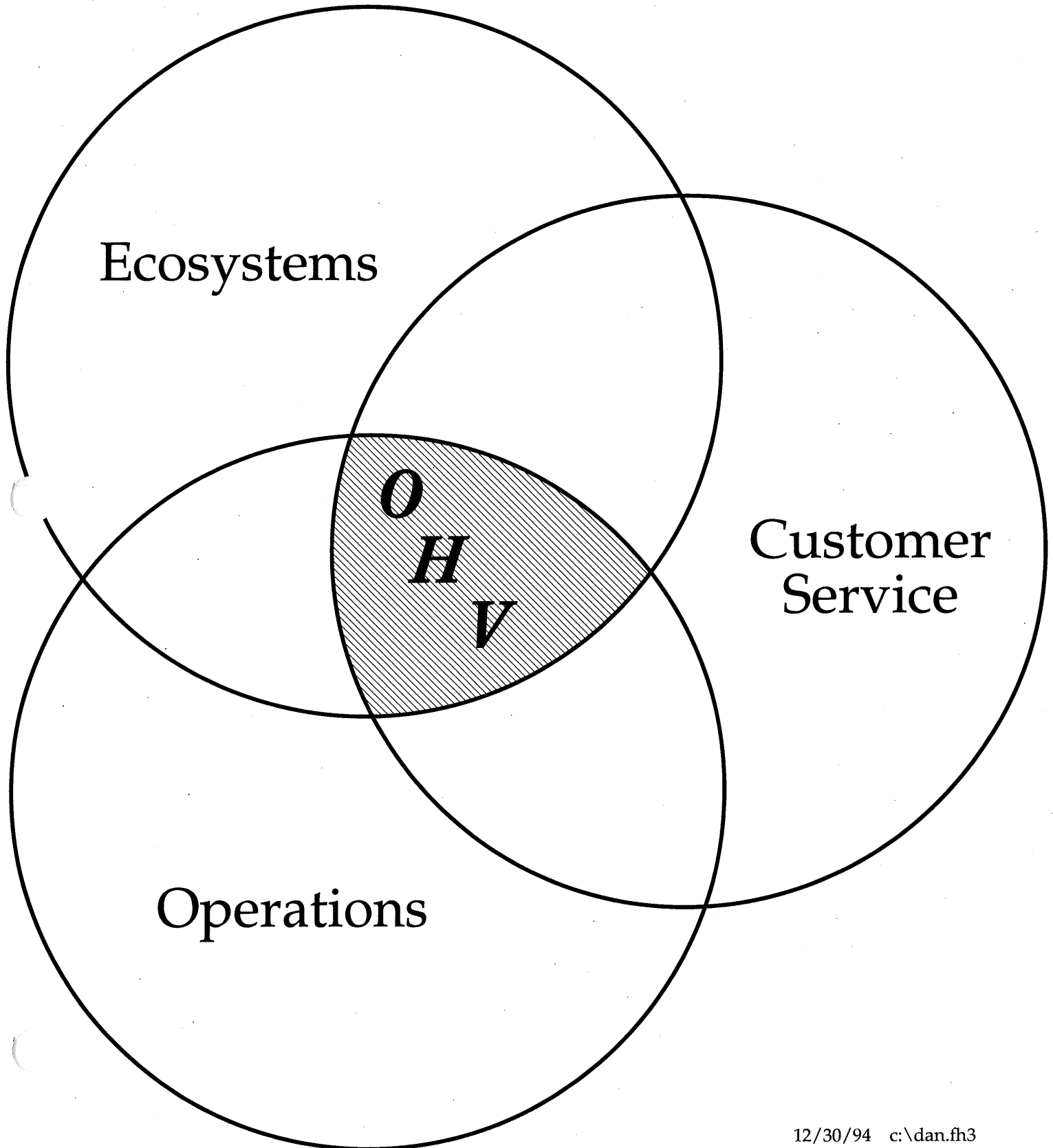
### **"social responsibility"**

- ◇ All Minnesota residents are our constituents includes full spectrum from OHV proponents to opponents.
- ◇ Customer service to our constituents in the form of information, involvement in policies and plans, and appropriate access is our responsibility.
- ◇ Activities that are industry generated and industry encouraged beg for industry involvement.

### **"and interagency cooperation"**

- ◇ Trails and activity centers that cross property ownership boundaries produce partnerships.
- ◇ The State is not and need not be the primary nor exclusive providers of opportunities for motorized recreation. But the role of coordinator/facilitator falls appropriately to the Department of Natural Resources.

# Considerations when Planning OHV Activity



## **Off Highway Vehicle Definitions for Purposes of This Document**

**All-Terrain Vehicle (ATV)** (M.S. 84.92) means a motorized floatation-tired vehicle of not less than three low pressure tires, but not more than six tires, that is limited in engine displacement of less than 800 cubic centimeters and total dry weight of less than 600 pounds. (M.S. 84.92, Subd. 8)

**Off-Highway Motorcycle** means every motor vehicle having a seat or saddle for use of the rider, designed to travel on not more than two wheels in contact with the ground which is being used for off-road recreational purposes. (This is the definition of a motorcycle from M.S. 168.011, Subd. 26 with off road added.)

**Off-Road Four Wheel Drive Vehicle (4X4)** means a four wheel drive self-propelled vehicle and any vehicle propelled or drawn by a four wheel drive self propelled vehicle, not including an all terrain vehicle, which is being used for off-road recreational purposes.

**Off-Highway Vehicle (OHV)** means a motor-driven off-road vehicle capable of cross-country travel without benefit of a road or trail, on or immediately over natural terrain. It includes a multi-track or multi-wheel drive or low pressure tire vehicle, a motorcycle or related two-wheel or three-wheel vehicle, or other means of transportation deriving motive power from a source other than muscle or wind. Sometimes used to clarify vehicle use criteria; i.e. used off the highway but may be used extensively on dirt roads and trails.

**Off-Highway** means when any self-propelled vehicle is used for recreation travel on trails or non-public roads, or for cross-country travel on any of the following or a combination thereof: land, water, snow, ice, marsh, swamp land and other natural terrain. For the purposes of this definition non-public roads include state forest roads, county forest roads and other roads and trails which are publicly owned but not operated by a public road authority as defined in M.S. 160.02, subd. 9.

**Off-Highway Vehicle Trail** means a corridor designated and maintained for recreational travel by off-highway vehicles which is not normally suited for travel by conventional two-wheel drive vehicles and where it is posted or designated by the managing authority of the property the trail traverses as permitting OHV travel.

**Off-Highway Vehicle Use Area** means the entire area of a parcel of land except for camping and approved buffer areas where it is posted or designated for OHV use in accordance with rules adopted by the managing authority. All-Terrain Vehicle Corridor Access Trail (M.S. 84.928, subd. 26) a road authority, as defined in M.S. 160.02, subd. 9, may, by permit designate corridor access trails on public road rights-of-way for purposes of accessing established all-terrain vehicle trails.

## THE DEPARTMENT OF NATURAL RESOURCES AND OFF-HIGHWAY VEHICLES<sup>2</sup>

### Program Objective:

To pro-actively provide for off-highway motorized recreation opportunities commensurate with the demands of that clientele that exist in concert with the environmental setting, that minimize vehicular effects on the land and other resources, that promote public safety, and that control conflicts between uses (and users) of state land and other partners' lands.

Program planning and design will be initiated in FY95.

### Program Policy:

1. Provide off-highway motorized recreational opportunities when:
  - a. There is demonstrated demand.
  - b. The use is reasonably compatible with established land and resource management objectives, and with existing statutes and laws.
  - c. The use is reasonably consistent with the capability and suitability of the resources.
  - d. The use is in harmony with the stated mission, vision, and objectives of the Department and its resource management Divisions.
  - e. Conflict with other users is minimized or mitigated.
2. Allow competitive use of motorized recreational vehicles on state land only after analyzing environmental impacts, accepting public input, and completing other event criteria (e.g., insurance, size restrictions, etc.) as set forth in the Special Events Operations Order or other Department rules and regulations.
3. Designate all state lands in one of three categories regarding motorized recreational use:
  - a. Open to motorized recreational use unless specific areas within are signed "closed".
  - b. Restricted to specific OHV types, specific seasons or dates, etc.
  - c. Closed to all motorized recreational use.

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<sup>2</sup>Does not include snowmobiles, motorboats, jet skis, hovercraft or track vehicles.

4. Encourage dual/multiple use of motorized recreation trails and facilities by various types of motorized recreation vehicles where possible to minimize trail and support service development.
5. Take the lead in developing partnerships with other private and government landowners, commercial operators, user clubs and associations, etc. to encourage volunteer assistance programs and promote comprehensive multi-agency cooperation and coordination.
6. Provide a public information program that includes public education, informational signing and a coordinated signing policy with adjacent government and private landowners, as well as maps explaining land designations (where motorized recreation can take place legally) and conditions of use.
7. Establish monitoring and evaluation activities with regard to environmental changes, motorized recreation levels and its effects, and enforcement of restrictions and closures. Annual review of findings may lead to closing areas or trails to motorized recreation short term, long term, or permanently as discussed in the DNR manual. Areas or trails closed shall remain closed until the adverse effects have been mitigated and measures have been implemented to prevent recurrence.
8. Give exceptions to accommodate special needs of a) the disabled, b) landowners using "work" and "transportation" vehicles (not recreation), and c) administrative needs on a case by case basis.
9. Promulgate regulations (rules) for use of OHV's (on and off designated OHV trails and areas) for hunting activities as well as recreational riding activities. Regulations should be promulgated by all affected units (Forestry, Wildlife, Parks, Trails and Waterways).

## PROJECT HISTORY

Since 1979 the DNR has been grappling with the issue of motorized recreation on state lands through a series of studies, plans, and projects that led, most recently, to the 1991 Legislative Commission on Minnesota Resources project known as the "Motor Sports Park" study. The team of Genereux and Genereux studied "The Feasibility of an Off-Highway Vehicle Recreation Area Near the Twin Cities" and presented their final report in July, 1993. These various studies/reports/plans were looked upon as management-generated, unrealistic applications to the field, and unnecessary by many of the DNR personnel. They have all gone nowhere. In fact, the State Legislature became involved as well; in 1993 it restricted the DNR from either using state lands or acquiring private lands for use as a motorsports park without legislative approval (Laws of Minnesota, 1993, Chapter 84.915)

Simultaneously, the user/constituent groups have been growing and making themselves heard through the Legislature. In 1984 the State Legislature initiated a registration program and authorized a dedicated account for all-terrain vehicles (Laws of Minnesota, 1984, Chapter 647). Recent legislation created registration programs and dedicated accounts for off-highway motorcycles and off-highway four wheel vehicles (Laws of Minnesota, 1993, Chapter 311). All three user groups have been legislatively authorized a percentage refund from the State's gas tax to be deposited into each of the three dedicated accounts. This legislation also called for the DNR to assess the situation and report to the State Legislature in January, 1995, what the Department has planned for providing recreation opportunities to these users.

In January, 1994, I (Angela Cook) was brought on by contract with the Superior National Forest, to do that assessment. I first reviewed the available literature from Minnesota studies and other State's programs. Then I set up a small group of folks from the affected disciplines to use as a sounding board throughout my 6-month involvement. They were dubbed the "Kitchen Cabinet" and are listed elsewhere in this document. We met weekly.

I began to interview Central Office staff at both the management and middle-management level as to their thoughts about the history and the future of an OHV program. I conducted 35 - 40 interviews in the first several months of the project. Armed with those comments, Kitchen Cabinet input, and successes from other states, I began crafting what turned out to be some ten or twelve iterations of a policy

statement, guiding thoughts, etc, which are now finalized in this document.

In the 4th month of the project, and after conceptual review by the Resources Management Committee (RMC), an arm of the Senior Manager Council, and I visited with the Regional Administrators (RA's) and regional staff as widely as possible in the time frame. A draft position document was distributed to RA's by the RMC and comments were requested from the Regions in 30 days. The Regions have varying degrees of success in involving all levels of staff and in gaining consensus. Generally, the regional staff was about as far down the chain as they reached.

Meanwhile, I met quarterly with user groups, did interviews with legislators and continued to talk weekly with the Kitchen Cabinet.

Because "field input" was paramount, I gathered together a group of field personnel well respected by their peers and representing all regions, various disciplines, and several echelons. We spent one intense day dissecting and reassembling the results of my interviews and legwork. This is the resultant document.

The RMC again reviewed and finalized the Mission Statement and the draft policy.

The C-Tech group reviewed the entire draft document and commented considerably. Their comments have been incorporated as well.

In conclusion, I added a section on my recommendations discussing how to most effectively plan and design this important program. I divided the program into 6 elements and suggested appropriate teams and considerations for the design phase. I strongly recommended appointment of a full-time coordinator immediately.

And this report was put in the hands of DNR.

## **KEY CONSIDERATIONS LEADING TO A DNR OFF-HIGHWAY VEHICLE PROGRAM**

1. The program is not to be established de facto by users. Rather, managers will take a pro-active role and with public involvement shall establish and manage the program.
2. The program includes enforcement, monitoring and evaluation and provides for closing areas if they prove inappropriate (for resource, social, or other impacts).
3. Gas tax and registration money will accumulate in large amounts in the next two biennia, thereby raising user expectations that they will get something for their money.
4. There are identified places in the state where motorized recreational use may be accommodated while minimizing the impacts on the integrity of the resource, or on the rights of those who choose non-motorized forms of recreation.
5. The provisions of the program can focus use in specific areas and isolate different user groups. It also can identify restricted and closed areas allowing no use by motorized recreation vehicles.
6. Money for these facilities will come from dedicated funds that are not available for other uses. Funding will not be pilfered from other programs.
7. Areas currently closed by State Statute (Parks, Wildlife Management Areas, Scientific and Natural Areas et. al.) can only be affected by a change in legislation. Those closed by rules can be addressed administratively if changes are needed.
8. Facilities (buildings, trails, etc.) and their management provide a great opportunity for partnerships. The private sector, industry (manufacturers), and counties all have a vested interest in seeing this program established and growing. Cost-share, grant-in-aid, and concession operators are some ways for the state to provide the service, stretch the budget, and to avoid putting more demands on current positions.

9. New areas acquired specifically for motorized use can complement other resource management initiatives within the Department. Additionally, new acquisition could take pressure off sensitive resources elsewhere.
10. The field needs customer information, regulations and law enforcement in order to manage this activity. These will be defined within the program elements, once established by the Department.
11. Impacts we'll face without a program include widespread depredation of resources due to entirely unmanaged areas, citizen discontent, and legislative backlash. These impacts **MUST** be avoided.

## **RECOMMENDATIONS: PROGRAM DESIGN - HOW IT CAN BE ACCOMPLISHED**

It is my recommendation that an interim project coordinator be brought on staff this summer to take advantage of the momentum already gained in designing this program, and to meet the deadline of January, 1995, to report to the Legislature on our progress herewith. This person should be full-time for 18 - 24 months and would oversee all aspects of program design, input to regional planning processes, and conduct public participation. This person could be funded the first year from existing ATV funds and work to mold that program into a new model. This person would report to the Trails and Waterways Unit. It is important that this person have good communication and facilitation skills. The Coordinator will be working with the program design teams for the next phase of the project, so it is probably appropriate that they be housed in the Central Office for 18 - 24 months. However, after that time and as implementation gets underway, consider housing the coordination function in a field office (region). The depth of the chasm between the Central Office and the Field is a major threat to the success of this program. Field-tested reality is so important in the initial design phase.

I further recommend that after 18 - 24 months the position be split into two field positions, still reporting to Trails and Waterways and being housed one in a northern region and one in a southern region. They would have implementation, coordination, and program management responsibilities. They would be advised by a self-directed team representing various disciplines. The Coordinator should be a key player in every Element design team. Design teams are paired by the skills base in the Department.

Because the activity and program crosses Divisional lines as well as Regional lines, I further recommend that the various program elements be designed by staff in different units. This will solicit more coordination, information exchange, and creativity in the final program design. Again, after 18 - 24 months when the program elements have been developed, implementation may be reassigned to Trails and Waterways.

## **Element 1: Fiscal**

Budget management: Creativity is the key here during the planning process. Funding for this program will come almost 100% from three dedicated accounts. How to mix and match those monies will be a function of stakeholder involvement, management expertise, and legislative approval. Right now the funds are separate and are to be used separately. That is not practical nor is it in the best interest of the program as a whole. Dollars in the accounts are skewed by the number of gallons of gas and not by the number of users, nor by the number of acres or miles appropriate for a good facility for a particular purpose. Obviously, there is work to be done.

Expenditures are no easier. The accounts and grant-in-aid spending for the snowmobile program and the ATV program are already established and working. However, with more variety of activity competing for resources, with dual and triple uses foreseen on some trails, it would seem appropriate to re-think the specifics of the grant-in-aid program before proceeding. Projects currently are granted without competition, with very few criteria, and for open-ended timeframes. There is a need for a clearing house and set but varied timeframes and criteria. Potential projects need to be reviewed in relation to each other, DFC's, as well as good fiscal responsibility.

This new part of the program (4x4's and motorcycles) needs some creative thinking. Providers of motorized riding opportunities will include other government agencies, other DNR divisions, tribes, private landowners as well as commercial ventures. Some considerations might be a) one time grants for development; b) concessions; c) cost-sharing short term aid and/or long term aid; d) land acquisition. In these entrepreneurial times we need to expand our thinking. Budgeting is not simply accounting, it is managing the income and out go of money while being effective (doing the right thing) and efficient (doing it the right way).

The Fiscal Program Element must include internal operational and administrative functions; planning, environmental review and monitoring; law enforcement and resource protection activities. The design phase is the time to minimize possible continued costs of State involvement. New fixed (ongoing) costs are not the answer. The licensing and registration program has ongoing costs. Is there a way to phase some of those costs out, minimize them, or combine them with other elements?

The design of this Element must include strategizing and mapping of internal procedures to accomplish the various programs. Look at the current snowmobile and ATV programs and improvements needed there. Plus, review programs in other states that are successful.

I recommend that in the 18 - 24 months design phase, this Element be assigned to the Coordinator to develop (with the help of an assigned integrated resource team).

## **Element 2: Planning**

The Planning Element will have to be designed and operating simultaneously. Planning from the Central Office standpoint includes "process" planning as well as the setting of standards and criteria for program sites, monitoring and evaluation processes and standards, and policy issues.

The actual siting and recommendations for land use will come from the Regional level, and will be accomplished by program budgets. Area and Regional Program Managers will input to the Regional Planner and Regional Administrator as to land designations, needed easements and acquisitions, suggested partnerships, resource protection needs, etc. over the life of the Regional planning process. Regions will decide how to best relate to motorized recreation requests locally within the policy and guidelines set by the Department.

Regional plans must reflect motorized recreation considerations, as they do other program needs. However, the initiative need not be from the Regional Planner. Trails and Waterways, Enforcement, Forestry, Wildlife, Watershed, and all affected disciplines will feed information to the Regional Planners to be coordinated and assimilated; but these disciplines will continue to develop unit plans for specific facility development and management. This is a two-way process. Communication is the key. A communications model/process will be established in each region in order to move ahead with regional planning. OHV should fit into that model.

A monitoring and evaluation component must be designed to be implemented at the field level and carried out in an on-going manner. It must be input to the process annually.

Crude inventory information gathered in spring, 1994, will be forwarded to the Regions

as background and beginning data for mapping existing statewide opportunities. The planning function will continue to refine, clarify and add to that data at the regional level to feed into the public information program.

I recommend that the Planning Element be designed by the Planning and Operations units at the Central Office level. Terri Yearwood and Brad Moore are currently working with orientation of the Regional Planners and beginning the regional planning process. I recommend that these two people head up this design team and have a Trails Planner, a Regional Administrator, and a Regional Planner on their team, at a minimum. This team should overlap heavily with the Partnerships Element and these two teams should communicate frequently.

### **Element 3: Resource Protection**

The shift within the Department from functional/program objectives to ecosystems management necessitates design of a program element of this nature for the OHV program. This Element must relate totally to a department-wide environmental protection policy.

Use of processes already in place is paramount, but perhaps new components or directives need to be established. Some of the existing processes include:

- Environmental Assessment (worksheet)
- Environmental Impact Statement
- Planning for Desired Future Conditions
- Regional Integrated Resource Planning

This Element will define how the DNR will avoid resource damage as well as how the DNR will respond to problems. The work of this design team is larger than that of the OHV program alone. However, there is a major shift taking place in the planning functions of the Department already. So this fits right in.

There is a camp of DNR talent who feel that science-driven decision making is on the downside in the Department and that this is not good. This may or may not be the case, but it is important to address the issue. It is also important to balance the

political/social input appropriately without compromising too much of the scientific input. What is the definition of "too much"? This element should address how to establish the fulcrum for the balance.

A word of caution here about process: the perspective of area managers, regional supervisors, Regional Administrators, and central office staff are varied and each is extremely valuable. Internal stakeholders must have a voice of their own, not just through the new regional planner.

And lastly, typically, data gathering is under-funded. Funding for assessment and analysis components of resource protection must also be addressed in the design of this element.

I recommend that Ecological Services be responsible for the design of this Element, with close coordination with the design team for the Planning Element and a diversified team working with them.

#### **Element 4: Partnerships**

The design of this Element is crucial to every other aspect of the project. Partnerships with internal and external stakeholders can and must be engineered for each of the program elements.

Before the implementation stage, partnerships in the areas of Information Services, Enforcement and Fiscal Management (internal with other units) need to be forged.

Once the internal mechanisms are set up, then agreements with counties and other landowners need to be established for land use. Agreements with user groups for land use, public relations, event planning, etc. would be useful. And agreements with industry and commercial ventures for concessions, possible land acquisition as well as other aspects of program operation will take much of the burden off the Department for providing specific motorized recreation areas and opportunities, and will allow us (DNR) to wear the hat of a facilitator/coordinator while continuing to play less than a lead role as a provider.

I recommend that responsibility for design of this Element rest with Katherine Barton. The team should consist of a planner, public relations person, and a program/area

manager at a minimum.

### **Element 5: Information Services**

The design of this program element will be, perhaps, less complicated than some of the others but is a lot of hard work. The public information aspects are straight forward: brochures, printed information, and maps—how to do them, when to do them, how to pay for them. In this regard, some significant coordination with the "Partnerships" element is in order and some creativity will lead to excellent products and cost-sharing. Associated with public information, too, is media planning. Call-in forums, TV/radio talk shows, news releases and other routine media timetables should be planned. These things will be planned by this team, but may be implemented by others. For instance, maps would be under the auspices of Trails and Waterways, but the actual publication would be under the Bureau of Information and Education.

Public involvement will be important throughout the design phase of the entire OHV program implementation project. This Element should address the time tables and important junctures where public involvement would be important, and what form that involvement might take; i.e., written comments reacting to a document, public meetings, focus groups, citizen committees, etc. The Office of Planning needs to be involved here as well.

I recommend that this Element be designed by the Bureau of Information and Education. The design team would include additional interdisciplinary and field personnel, as well as planning personnel.

### **Element 6: Enforcement**

In addition to the obvious need for regulatory services, some education responsibilities need also be reflected in the design of this element. User education and manager education are two of these areas. Safety programs (for both users and managers) is another. I would envision these programs being designed in this element, but implemented (several years down the road) by **Information Services**.

A fundamental aspect of the Enforcement element is that of rules and regulations. The

Forestry Division has indicated a pressing need to promulgate new rules, division-wide. The Fish and Wildlife Division must address ATV use in hunting regulations. What we do with motorized recreation plays a key role in the development of these rules. Other divisions will also be affected: Trails and Waterways and Parks at a minimum. Allowable activity centers and anticipated human behaviors are the stuff rules are made of. I see the design of this element being intricately involved with the development of rules.

Therefore, I recommend that this Element be developed by both Enforcement and Forestry, with Enforcement taking the lead. Additional members of the team should be from Parks, Information and Education, Fish and Wildlife, and Trails and Waterways at a minimum. Rules, when proposed, should of course be coordinated by the land managing unit.

## **CLOSING THOUGHTS**

The program design recommendations here are set up to also be a model for program planning in general within the Department of Natural Resources. This is a new way of doing business that fits in with Integrated Resource Management and the shift to Ecosystems Management in the Department.

These recommendations are for the design phase of the program only and it is anticipated that once that is complete, implementation will go forward in an entirely different way under the leadership of Trails and Waterways.

	MAY 1994			JUNE 1994		
	1	15	30	1	15	30
Field Review	(Regions, C-Tech, Field Advisors)					
Program Assignments						
Final Draft						
RMC Review						

	FY 95	FY 96	FY 97	FY 98
Program Policy	Drafted	Field Tested/Operational Order Revised	Established/Implemented	- - - - -
Legislative Report	X			
Hire OHV Coordinator	Temporary	- - - - -	- - Permanent - -	- - - - -
Continued Field Reviews				
Inventory	Preliminary		Trail Registry	
Regional Planning (and site considerations)				
Public Participation				
Forestry Rules				
Hunting Regulations				
Partnership Agreements	Drafted	Signed	On-Going - -	- - - - -
Grants Program		Planning - -	- - - - -	Implement
Program Components		Draft	Approved/Implemented	
Operational Plans		Department Operational Order		
Land Acquisition		Planning - -	- - - - -	Implement
Public Information	Policy	Regional Drafts		Maps Available

