Appendix G:
Guidance for Communication and Public Engagement

Pacific Southwest Region 5

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This document serves as guidance for communication throughout the Travel Analysis Process on your forest. It describes the communication goals, the Travel Analysis messages, and strategies that help keep people informed so that all employees on your Forest can communicate a consistent message to your target stakeholders. This plan provides Forest Service employees, leadership and staffs a focused menu of information, messages, and products for successful engagement with interested internal audiences and external stakeholders.

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EXECUTIVE SUMMARY

The Forest Service has an extensive network of low volume roads with an obligation to provide safe access for multiple use through its road operations and routine maintenance. The Forest Service, as a land stewardship agency, has an obligation to protect its natural and cultural resources. The Forest Service, funded through congressional appropriations, has an obligation to spend the public's tax dollars wisely. All obligations carry statutory and regulatory requirements. The ability to balance these obligations, with decreased funding, and increasing demands from users, is a huge challenge. Where these obligations merge is the core issue of Travel Analysis: SUSTAINABLE ACCESS.

A simplified description of Travel Analysis is that it is a whole-forest look at the road system, and risks and benefits to users and resources by the road system. It's a science-based process, along with input by interested users, to identify opportunities for changes to roads of the National Forest Transportation System. The opportunities identified must support objectives of relevant land and resource management plans. The process uses ecological, social, cultural and economic information. It complements and informs other processes. The end product from Travel Analysis is a report, which will display findings as opportunities and recommendations to inform future management and administration of the National Forest Transportation System.

The Pacific Southwest Region Guidance for Communication will provide Forest Service employees and staff with guidance for successful engagement and productive communication with interested stakeholders throughout the Forest's Travel Analysis Process. The intent is to promote understanding of Travel Analysis, and to assist forests so they can engage in successful communication with and solicit input from the individuals, agencies, groups, and Tribes that are affected by the roads of the National Forest Transportation System. Each of the 18 National Forests in California will produce a Travel Analysis Report. It's a lot to do and the more everyone involved understands Travel Analysis, the better our chances for succeeding in producing a Travel Analysis Report that is meaningful, useful, and transparent.

This Plan, available on the Region 5 internal website for employees to access and use, is located at: http://fsweb.r5.fs.fed.us/project/travelmtg/documents/subA/guidance/ . This website includes other tools for guidance throughout the Travel Analysis Process.

MANAGEMENT GOALS

PURPOSE AND NEED

We must define a safe road system that provides the greatest benefit to the largest number of visitors with the least risk to the environment. Travel Analysis Process will analyze the system roads on each national forest for their existing use and characteristics, need for management activities and public access, benefits, environmental risks and maintenance costs. We are asking the public to review the road system with us, and help us recommend opportunities that lead to a safe, affordable and environmentally sustainable road system.

Goal 1 - To examine the roads of each unit's National Forest Transportation System in context with environmental, financial, and social risks and benefits.

Goal 2 - To encourage participation in the Travel Analysis process, by anyone who visits or accesses a National Forest.

Goal 3 - To develop opportunities for changes to the roads of each unit's National Forest Transportation System that can approach a fiscally sustainable road system in context of risks and benefits.

COMMUNICATIONS GOALS

The national forests of California can improve their communications with the Public[1] through effective, thorough, and transparent sharing as they complete Travel Analysis. The results of the analysis will be more comprehensive than an internal analysis. With Public involvement, they have ownership in the development of recommendations affecting the road system of their national forests.

Goal 1 - To promote understanding of the Travel Analysis Process by providing accurate information to internal audiences and external stakeholders.

Goal 2 - To encourage Public participation, to validate and identify concerns and opportunities, benefits and risks, and other information relevant to transportation system priorities.

Goal 3 - To work with the Public from the beginning of the process through to the completion of the Travel Analysis report.

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[1] The term "Public" as used herein and throughout the document means tribal governments, citizens, stakeholders, adjacent landowners, local/county/state/other federal agencies, adjacent National Forests, interest groups, etc. Different publics lend themselves to different means of effective communication and forums/settings.

BACKGROUND

The ability to provide safe access, for the most benefit and with the least harm to the environment, affordably, is becoming more difficult. The National Forest Transportation System of roads is deteriorating due to age and reduced maintenance. The number of visitors has increased, placing an even greater demand on the road system.

At the core of Travel Analysis is national forest access by roads. Some forest visitors feel that unrestricted access is a non-negotiable right. Memories of access to remote, favorite places and activities may extend back generations. Other visitors may feel that forests should not have as much motorized access, perhaps also with memories extending back generations, memories of quiet enjoyment and solitude. Still more, there are visitors with both perspectives. To some degree, all feel ownership in these public lands, and don't want to see their use and enjoyment threatened, diminished, or eliminated. There is a need to involve all publics together, to look at the opportunities for a realistic, sustainable road system that considers current and future access needs.

Travel Analysis is the Forest Service's science-based process developed in response to the 2005 Travel Management Rule. The Rule, at 36 CFR 212, has three subparts: Subpart A — Administration of the Forest Transportation System; Subpart B - Designation of Roads, Trails and Areas for Motor Vehicle Use; and Subpart C — Use by Over-Snow Vehicles.[2]

36 CFR 212 has existed for many years with varying subparts prior to the 2005 Travel Management Rule, and it has been updated several times, most recently in 2005. Along with Part 212, Parts 251 (Land Uses), 261 (Prohibitions), and 295 (Use of Motor Vehicles Off National Forest System Roads) were updated to provide national consistency and clarity on motor vehicle use with the National Forest System. Subpart B of the Final Rule (in 2005) required that each unit (forest or grassland) designate roads, trails, and areas for motor vehicle use. The intent was to stop impacts from cross-country/off route travel on national forests by designating those roads, trails, and areas where motorized use is allowed.

In response to direction to regulate motor vehicle travel by the public, National Forests in California completed their National Environmental Policy Act (NEPA) decisions related to route designation required by Subpart B. As stated throughout the Travel Management effort (response to Subpart B), Forests would subsequently start the process that will lead to identification of the minimum road system. The start of that process, Travel Analysis, is a current focus of the Pacific Southwest Region.

Travel Analysis will provide a whole-forest view of all the National Forest Transportation System roads and will involve those who use, and are affected by, the roads. It will allow for a forest-scale integrated view of the issues, risks, and benefits for users and forest resources associated with the National Forest Transportation System roads. Together with input from interested and affected individuals, government

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[2] The entire text of 36 CFR 212 can be found at http://www.gpo.gov/fdsys/pkg/CFR-2011-title36-vol2/xml/CFR-2011-title36-vol2-part212.xml#seqnum212.1

agencies, tribal governments, as well as Forest Service employees, the analysis will produce a comprehensive list of opportunities for potential changes to the road system. Those opportunities could be to change road operation strategies, decommission, convert to other use, relocate, or add to the road system. The analysis will inform future decisions for designation of roads.

Unlike an analysis performed to comply with the National Environmental Policy Act (NEPA), Travel Analysis doesn't result in a decision with a selected alternative to be implemented. The requirements for public involvement under Travel Analysis are not the same as they are for NEPA analysis. For example, analysis under NEPA has a strict order of steps and timeframes which require public input, such as scoping of a proposed action, comment periods for proposed action and release of both draft and final documents, and an appeal period after a decision is made by the Deciding Official, all depending on the complexity of the analysis, significance of issues identified, and anticipated impacts. Travel analysis allows for each forest to craft their public engagement strategy, sequence, and schedule to mesh with the six-step process. While responses to Public comments and their input are not required, that does not diminish the need to involve the Public and consider their input during Travel Analysis. Also, since there is no decision to be implemented, the Travel Analysis report cannot be appealed.

The Travel Management Rule generated a very high level of interest, not only from the public, but from all levels of government agencies and tribal governments. Each forest that prepared their FEIS for designation of roads, trails, and areas for motorized use followed NEPA requirements for public involvement. Communication with interested individuals, groups, stakeholders, local, state and federal agencies, and tribal governments varied by forest. But one message was very clear: Forest Service communication did not meet public expectations in all cases.

As we go through the Travel Analysis Process, the Pacific Southwest Region is committed to involving the public, local, state and other federal agencies, tribal governments, and other stakeholders in this effort. Various locations along the Six-Step Travel Analysis lend themselves perfectly to involving the public:

Travel Analysis Step:	Involving the Public
1 – Setting up the Analysis	Media releases, roll out/open house, external website information, request information since MVUM publication, new data, etc.
2 – Describing the Situation	Sharing existing road system inventory (not just MVUM), access needs, review of past decisions, display of available road O&M[3] resources, etc.
3 – Identifying Issues	Request key issues, concerns; share management concerns and legal constraints
4 – Assessing Benefits, Problems and Risks	Share methods for assessing benefits and risks with the Public, acknowledge conflicts
5 – Describing Opportunities and Setting Priorities	Explain range of opportunities, why they are important, emphasize they are not decisions

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[3] Road Operation and Maintenance

Travel Analysis Step:	Involving the Public
6 - Reporting	Maps, tables, opportunities available in multitude of locations, hard copy, electronic, published, etc. The contents of the Travel Analysis Report should not be a surprise to the Public

KEY MESSAGES AND TALKING POINTS

Pacific Southwest Region, USDA Forest Service

The road system cannot be maintained or sustained.

- Many roads in a forest pose risks to forest resources while providing benefits to users at the same time. Funding to maintain these roads has decreased dramatically over the past several years while maintenance needs have increased.

- Increased use and an aging infrastructure escalate safety risks and maintenance costs, impact wildlife, and contribute to degradation of water quality.

We need to provide a safe, financially and environmentally sustainable road system.

- Our roads must provide safe access for users, in a financially sustainable manner, without creating environmental harm.

- In order to move closer to a sustainable road system, we will conduct a science-based, whole-forest analysis of every road.

- When all known risks, benefits, and issues are examined in a broad scale analysis, we can begin to identify opportunities for changes to the road system.

We encourage anyone who uses roads, or benefits from a national forest, to share ideas for a sustainable road system.

- You can share your ideas on-line, in person, as well as other forms of communication.

- It is critical for all parties to work together toward an affordable and environmentally sustainable road system, with a full understanding of associated trade-offs.

- Your continued participation is critical as we work toward identifying and implementing a minimum road system.

FREQUENTLY ASKED QUESTIONS

Internal Audiences

The Forest Service Manual and Handbook were updated in January 2009 in response to the Travel Management Rule updated in 2005 (36 CFR 212). The updated Rule included three subparts: Subpart A – Administration of the Forest Transportation System; Subpart B – Designation of Roads, Trails, and Areas for Motor Vehicle Use; and Subpart C – Use by Over-Snow Vehicles.

This Region began Off-Highway Vehicle Route Designation on the national forests in California prior to the 2005 travel management rule that included Subpart B – Designation of Roads, Trails, and Areas for Motor Vehicle Use and adjustments were needed to conform to the rule. Subpart A requires "… the responsible official identify the minimum road system needed for safe and efficient travel and for administration, utilization, and protection of National Forest System lands…and identify roads on lands under Forest Service jurisdiction that are no longer needed to meet forest resource management objectives…".

In order to assist Forest Service employees to better understand Travel Analysis, the following FAQ's were developed. In understanding Travel Analysis, the national forests can effectively involve the Public throughout the process. The end result is a Travel Analysis Report that informs identification of an affordable and environmentally sustainable road system to meet the needs of the users.

FAQ 1: What is Travel Analysis?
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FAQ 3: Why are we going through the Travel Analysis process now?
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FAQ 20: What if we think a county or private road is ours, or vice versa?
FAQ 21: What if a road is in a special use permit area, but it's not on our system?
FAQ 22: Where do I go, or who do I call, to get more information?

1. **What is Travel Analysis?**

Travel analysis is a forest-scale integrated view of the issues, risks, and benefits associated with a National Forest's Transportation System roads. Using available data, together with input from interested and affected individuals, government agencies, tribal governments, as well as Forest Service employees, the analysis will produce a comprehensive list of opportunities for potential changes to the road system. Those opportunities could be to change road operation strategies, decommission, convert to other use, relocate, or add to the road system. The analysis will inform future project or site specific decisions for designation of roads, ultimately identifying the minimum road system.

2. **What is the real issue here?**

The real issue is each forest needs a road system that provides access into and through the National Forest, that is safe, meets the needs of users, and is financially and environmentally sustainable. Funding to maintain the roads has decreased dramatically over the past several years. Increased use and an aging infrastructure escalate safety risks and maintenance costs, impact wildlife, and contribute to degradation of water quality.

3. **Why are we going through the Travel Analysis process now?**

In November 2010, and again in March 2012, the Deputy Chief of the Forest Service reaffirmed the agency's commitment to address Subpart A of the Travel Management Rule: "…the Agency expects to identify and maintain an appropriately sized and environmentally sustainable road system that is responsive to ecological, economic, and social concerns…" Forests were then directed to use the Travel Analysis process described in Forest Service Manual (FSM) 7712 and Forest Service Handbook (FSH) 7709.55, Chapter 20, and to complete their reports before the National deadline of September 2015.

4. **Why are we going through Travel Analysis after the route designation phase (Subpart B) of Travel Management?**

Subparts A and B should not be considered sequential like the alphabet; in other words "A" comes before "B", therefore we should have complied with Subpart A before completing Subpart B.

The objective of the route designation effort (Subpart B) was to determine which NFS roads, trails and areas by vehicle type, and season of use were available for public motorized travel; it was beyond the scope of that effort to look at the the risks, benefits, and opportunities of *all* system roads. The Subpart B effort did not analyze roads outside Forest Service jurisdiction for potential acquisition of right of way or look at decommissioning roads.

Travel management, like the minimum road system, is dynamic. Travel Analysis will look at all transportation system roads, whether added recently or in the distant past, to validate the current and future need in context of access, forest resources and financial sustainability. Travel Analysis will inform future decisions for management of the National Forest Transportation System, such as forest plan revisions, ecosystem restoration and management projects, and *future designations* of roads, trails, and areas for motor vehicle use.

In 2003, prior to the 2005 Travel Management Rule, the Pacific Southwest Region identified improved management of off-highway vehicle use and designating routes to prohibit cross-country travel as one of our top priorities. Why? The Region had a commitment to the public to prohibit cross-country travel and designate a system of routes. Forests continued with this commitment, which fulfilled the requirements of Travel Management - Subpart B. The priority and commitment now is to work toward fulfillment of the intent of Subpart A by conducting a Travel Analysis Process. Subparts A and B are dynamic; the result of one will in turn influence the other.

5.   What will the Travel Analysis Report do? What's in the report?

Travel analysis provides a bridge between the strategic guidance in land management plans and travel management decisions made at the project level, since site-specific travel management recommendations are not typically made in land management plans. Travel analysis should consider the role of the forest transportation system in achieving the desired conditions in the land management plan.

When the forest scale view of issues, risks, and benefits is visible from this travel analysis effort, the results can be useful for establishing road management and maintenance priorities with available funding.

Travel Analysis, at the forest scale, is a whole-forest look issues, risks and benefits associated with the road system. Every road that is used for public, permitted and/or administrative access into and through a national forest, including those roads that have not been identified as system roads, or those roads not open to the public, but are used as system roads according to agency direction and business rules must be included. The process is science-based, using available data that also includes input from interested users. The end product is a report that displays opportunities for changes that will lead to identification of a minimum road system.

The Travel Analysis report will follow the steps outlined in FSH 7709.55 Chapter 20, and further expressed as Regional Guidance. The report will include forest-specific key issues, prioritized list of risks and benefits associated with the forest road system, and a prioritized list of opportunities for addressing those risks and benefits. The opportunities can be displayed in map format, showing roads with identified risk(s) and type of risk(s); maps showing roads with identified benefit(s) and type of benefit(s); maps showing roads that indicate high, medium, or low priority for action/change. The report may also produce the same features in a road-by-road tabular format.

It's important to note that it is not necessary for forests to *complete travel analysis* to advise decisions to remove and restore unauthorized routes. This type of information can be obtained through monitoring of watersheds. Travel analysis does not require analysis of unauthorized routes.

6.   How does Travel Analysis relate to Forest Plan Revision?

The current Forest Plan for each unit describes the planning framework that guides all management activities for the unit. The Travel Analysis process should be consistent with the direction in the forest

plan. In Region 5, the Inyo, Sierra and Sequoia forest plans are being revised from 2012 to 2015 using the 2012 Planning Rule.

Under the 2012 planning rule, the revisions will be completed in three phases – Assessment, Revision, and Monitoring. The Travel Management Rule and the 2012 Planning rule are separate regulations and are not interdependent. The completion of the Travel Analysis is not required for a plan revision. However, the Travel Analysis is expected to be useful as plans are revised. Therefore, in order to include the most accurate and up to date information, Regional Ecosystem Planning leadership is recommending that the Travel Analysis be completed prior to or concurrent with the assessment of resource condition and trend that is the first phase of the plan revision process.

7. How does Travel Analysis relate to Watershed Condition Assessment?

Forests should seek to integrate the steps contained in the Watershed Condition Framework (WCF) with the six steps contained in FSH 7709.55, Chapter 20 for travel analysis, to eliminate redundancy and ensure an iterative and adaptive approach for both processes. We expect that the WCF process and the Travel Analysis process will complement each other. The intent is for each process to inform the other so that they can be integrated and updated with new information or where conditions change.

8. Why aren't we identifying the Minimum Road System?

Some forests stated they would identify their Minimum Road System as part of Travel Analysis effort. The March 29, 2012 letter from the Washington Office clarified that Travel Analysis does not result in a decision, and does not trigger NEPA. However, identification of the Minimum Road System *is* a decision, and therefore subject to analysis performed under NEPA.

The idea of doing forest-scale Travel Analysis *under* NEPA to determine the minimum road system would not do justice to the site specific needs of the individual drainages or access routes. Therefore, the Travel Analysis Report will be used toward the development of the future minimum road system, probably at a watershed level scale, or smaller.

9. How much public involvement is required?

At a minimum, each forest will engage with interested individuals and stakeholders, tribal governments, special interest groups, and local, county, state, and other federal agencies. In addition to sharing the goals and process of Travel Analysis with external parties, the forests will invite them to share their issues, knowledge, information, and suggestions regarding the roads of the National Forest Transportation System. Their input will enhance our understanding, knowledge, and analysis of the National Forest road system. Their shared issues, wants and needs, and identified risks and benefits pertaining to roaded access will be folded into the science-based analysis. Their contributions will be considered as the forest develops opportunities for addressing expressed risks and benefits.

The public involvement will be needed at various steps during the analysis: initially, they will be recipients of the information to be shared about Travel Analysis, the process, and how to participate. From there, five of the six steps have an element that can benefit from public involvement: contribution to or validation of current data; expression of access needs; identification or affirmation of issues and

concerns; description of benefits, problems, and risks; and suggestions of opportunities for changes. Because this is a forest scale analysis, and not a decision-type process, it does not seek to reach consensus. Travel Analysis will look at all the information available on roads, in addition to that provided by involved publics, and report where issue, risks, benefits, and opportunities associated with roaded access are present.

Each forest will refine their own communication plan, specific to their location and affected internal and external stakeholders/participants. The means of communication can include personal contacts, meetings, conferences, media releases, field trips, etc. Use of social media and websites are also encouraged as a means to reach individuals that are interested, but not available locally to give input.

10. Are we going to analyze motorized trails? Unauthorized routes? Temporary roads?

The Washington Office has stated in a monthly Travel Analysis conference call that motorized trails will not be analyzed, other than in context with system roads. In other words, an opportunity to add a road to the system may no longer be recommended if an existing motorized trail would provide the necessary benefit or identified need. Likewise, an opportunity to decommission a system road could be recommended if an existing motorized trail would provide the alternate access and meet the identified need instead. The March 29, 2012 letter from Deputy Chief Leslie Weldon, clarifying Agency guidance for Travel Management, is specific to roads only.

There is no direction to include unauthorized routes and temporary roads in forest-scale Travel Analysis. However, the more data that is available, the more informed the analysis. Forests may choose to consider these in context (i.e. watershed impacts from route density, potential future additions to the road system, etc.). Temporary roads that are in effect operating as system roads could be identified as opportunities for later addition to the transportation system after future NEPA analysis.

11. How is this different from Travel Management (Subpart B)?

Subparts A and B have different requirements. Subpart B is the requirement to designate motor vehicle use (Designate roads, trails and areas) by vehicle class, and if appropriate, by time of year – the Who (public can or cannot use), What (type of vehicle), When (season of use), and Where (identified by road number) for using the road system. Travel Analysis is the requirement to identify issues, risks, benefits, and opportunities for possible future changes to the road system - the How and Why does this system meet user and forest needs.

As a general recap of the Travel Management effort to comply with Subpart B, forests:

- Designated which National Forest System Roads, Motorized Trails, and Areas are legally available for motor vehicle use by the public. Those designations included type of vehicle and may include season of use.

- Analyzed some system roads for changes in management by adjustment to road maintenance level. Some roads had the maintenance level lowered to help with sustainability of the system and facilitate Off-highway vehicle use; some system roads were placed in storage, where previously they had been open for motor vehicle use. Some roads were brought out of storage and some roads were converted to motorized trails.

- Analyzed some unauthorized routes and added them as roads or motorized trails to the National Forest Transportation System. The additions to the forest transportation system included the designated of the type of vehicle and season of use.

- Produced a Motor Vehicle Use Map for public motor vehicle use, reflecting the designations as described above. The MVUM displays state and county roads, and identifies them as such.

Revisions to travel management decisions must be informed by Travel Analysis (decommission, change in use from passenger vehicle to high clearance vehicle, addition, road closure/storage, etc.).

12. How long will Travel Analysis take?

The 18 forests of the Pacific Southwest Region are required to complete their Travel Analysis Report by the national deadline of September 2015. It is anticipated this regional will complete the task prior to that date.

13. What if we don't have all the data we need?

Since October 2010, Region 5 forests have been directed to prepare for Travel Analysis, including the ongoing task of roads data clean-up and corrections. In addition to roads data clean-up, all resource areas routinely update their corporate databases after field surveys, project work, and monitoring. The Region 5 Guidebook for completing Travel Analysis lists a number of data references for the forests to use in their analysis based on currently available data. Because this is a forest-scale analysis with a completion date of September 30, 2013, forests are not expected to gather more data. If data is not available for a particular locale, or segment of the analysis, that absence must be identified in the narrative of the Travel Analysis report.

The GIS model that the Regional Office developed for displaying road core data intersecting identified risks was based on corporate data, in GIS and INFRA, for each of the forests.

In addition to internal data references, the forests should consider additional data that may be collected through public involvement. Validation of new data, regardless of source, will be done at the project level if an opportunity for change to the road system is identified, for a future project proposal.

14. How will we know when we're done?

Forests will be finished with their forest-scale travel analysis when they have prepared their report, including the lists of key issues, prioritized list of risks and benefits, prioritized list of opportunities for addressing those risks and benefits, and maps. The components of the Travel Analysis Report (TAR) will be used as the basis for developing proposed actions under NEPA for the Minimum Road System at the 6th level subwatershed scale.

15. Who is going to pay for this analysis?

Each forest will be responsible for funding their Travel Analysis. Every effort to reduce the impacts on the forests has been made in the way of development of the Regional Guidebook, development of the GIS model, and direction to keep the Travel Analysis process as simple and broad-brush as possible.

16. When will we start acting on the recommendations in the report?

In her March 29, 2012 letter, Deputy Chief Leslie Weldon states that the Travel Analysis Report should be used to develop proposed actions to identify the Minimum Road System. Those proposed actions should be developed at the scale of a 6th level subwatershed or larger. These NEPA analyses will occur when the Forest is compelled to address the issues in a particular watershed. They are subject to environmental analysis under NEPA.

The proposed actions and alternatives would be analyzed in terms of whether the resulting road system is needed to:

- Meet resource and other management objectives adopted in the relevant land and resource management plan;

- Meet applicable statutory and regulatory requirements;

- Reflect long-term funding expectations;

- Ensure that the identified system minimizes adverse environmental impacts associated with road construction, reconstruction, decommissioning, and maintenance.

17. What do we do about a road that has several risks, but we still need it?

The Region 5 Guidebook, under Step 4, discusses the evaluation of risks and benefits. The bulk of the roads in a forest's road system will include both risks AND benefits. The Guidebook neither recommends nor discourages a method of weighted value to any risk or benefit. A forest can choose to keep the analysis at its simplest form, by adding up number of risks (-) and benefits (+), for a net value for each road (+/- or 0). Or, a forest can choose to use detailed local knowledge and public input to give a weighted value to risks and benefits.

Some forests in other regions have elected to identify some risks or benefits as stopgaps i.e. a road within 10 meters of a known cultural site is grounds for decommissioning; likewise, a road that accesses popular hunting area is grounds for keeping on the system; a road that is used primarily to access private property is automatically nominated for permit or transfer of jurisdiction (county, private, homeowners association, etc.). The risk to a particularly sensitive resource may outweigh several other resource risks combined; or the benefit of a particular road may outweigh several resource risks, leading to potential high priority resource mitigation in the future. Using this method carries the consequence of a narrower range of opportunities for roads affected by the stopgap condition(s). Forests in Region 5 may choose to invoke that type of step in their analysis, but are cautioned to use the stopgap method only as a guide toward refinement of opportunities, not as a decision.

It's important to remember that Travel Analysis will not "do" anything with a system road. It will only identify opportunities, for future consideration and analysis under NEPA.

18. We analyzed all roads in Roads Analysis. Do we have to do Travel Analysis?

Most Roads Analysis, completed by the forests in the Region approximately 10 years ago, focused on passenger vehicle roads only. Some forests included high clearance roads in their Roads Analysis, and may feel that they are excluded from the requirement to complete Travel Analysis. However, conditions may have changed since Roads Analysis was completed, with new species added to the Threatened, Endangered, and Sensitive list, severe road maintenance funding reductions, changes in statutory and regulatory requirements, landownership and boundary adjustments, etc. A forest's Roads Analysis is one document that should be reviewed early in the Travel Analysis process, as a reference for past recommendations and opportunities. It is the determination of the responsible official whether the previous Roads Analysis adequately identifies the opportunities for transportation system changes in light of current data, issues, risks, benefits, and funding sustainability. All forests in the region must complete their forest-scale Travel Analysis, for all National Forest Transportation System roads, regardless of the scale of their earlier Roads Analysis.

19: We analyzed all roads when we did Forest Plan Revision. Do we have to do Travel Analysis?

The Regional Office will review revised forest plans with respect to Travel Analysis, national and regional direction, and the 2005 Travel Management Rule, and advise accordingly.

20: What if we think a county or private road is ours, or vice versa? Analysis and development of opportunities may or may not need to be done.

Every forest in the region has roads in existence that pre-date current memory. Accurate recollections of origin, operation, use, maintenance, and authority may blur over time. Records may be lost or authorizing documents may have expired and not been renewed. A thorough search of a forest's Right of Way atlas, deeds and easements, road use and special use permit records, maintenance agreements, and other documents will be necessary where there are questions about actual jurisdiction of a road. In addition, the forest should be engaging the affected county or private landowner in the discussions to ascertain jurisdiction, as well as maintenance responsibilities and liabilities. In the event there is still uncertainty, research of the affected County Recorder's records will be required.

The determination of actual jurisdiction of a road is necessary to identify opportunities for future use, operation, and maintenance of a road, such as potential sharing of road maintenance, or transfer of jurisdiction. This can be especially important for those roads with uncertain jurisdiction, where some users wish to see additional use allowed for off highway vehicles, and other users wish to retain the passenger vehicle only status.

This forest-scale Travel Analysis is to be performed at a broad scale, using data that is readily available. Limitations of resources to conduct external research may leave a forest with an identified opportunity to make research and resolution a top priority, or an opportunity to research during identification of minimum road system efforts at a later date.

21: What if a road is in a special use permit area, but it's not on our system?

Determine if the use of the road by the special use permittee is incidental to other use (i.e. administrative use other than for the permit itself, public use, fire access, etc.). If the Forest Service

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recognizes that it needs to continue significant use of the road (access for projects, fire prevention, emergency response, public use, etc.), this becomes an add the road to the Forest [Development] Road System (FSM 2709.12,46.32) via the NEPA process.

22: Where do I go, or who do I call, to get more information? (also see <u>"CONTACTS"</u> on page31)

At the forest level, contact your Travel Analysis ID Team Leader

At the Regional Office level, contact John Booth <u>jbooth@fs.fed.us</u> (707-562-8814 internal inquiries only)

Appendix J of Region 5 Guidebook for Travel Analysis

On the FS Intranet website at <u>http://fsweb.r5.fs.fed.us/project/travelmtg/index.php</u>

Forest Service Directives: FSM 7712 and FSH 7709.55, Chapter 20

External Audiences

We want to engage the public in Travel Analysis. We need to be clear with our message. We need to be ready to respond to their questions, and be ready to receive their ideas and concerns. We need to be sincere in our request for their involvement.

The Key Messages and Talking Points communicate why we are performing Travel Analysis: the National Forests of California need to balance current and future access needs with financial and environmental sustainability.

The questions below were developed in part from feedback during and after the Designation of Roads, Trails, and Areas for Motor Vehicle Use effort from the past six years. One of the biggest differences between that effort, and Travel Analysis, is that the Travel Analysis Process is not a decision. Some members of the Public will be relieved, assuming no more roads will be closed off to motor vehicle use. Some members of the Public will be frustrated, assuming no more roads will be closed to motor vehicle use. Travel Analysis will display opportunities that may or may not lead to road closures, decommissioning, relocation, modification in use, or no change in management.

FAQ 1: What is Travel Analysis? Didn't you just finish this when you designated roads for us to use?
FAQ 2: Why are you going through this Travel Analysis process?
FAQ 3: Why aren't you identifying the Minimum Road System? When do expect to identify your Minimum Road System?
FAQ 4: Will Travel Analysis close more roads?
FAQ 5: Will Travel Analysis add more roads?
FAQ 6: Will the roads just added stay open?
FAQ 7: You didn't listen before, so why should we tell you what we want now?
FAQ 8: How will I be able to prospect or explore for locatable minerals?
FAQ 9: How will I get to my property? mining claim? special use permit area? recreation residence?
FAQ 10: How will I be able to get firewood or go hunting/camping if you close more roads?
FAQ 11: What if you decide my favorite roads are no longer needed?
FAQ 12: How will you fight fires if you close all your roads?
FAQ 13: How will you make sure that roads don't pollute our water under the Clean Water Act?
FAQ 14: How will you assure there are roads for access by persons with disabilities?
FAQ 15: What do you consider your current road system? It should be every road that's out there.
FAQ 16: Will the roads in Roadless Areas be closed? RS 2477 will prevent you from closing any more roads.
FAQ 17: What will you do about important roads that cause a lot of environmental damage?
FAQ 18: Where do I go, or who do I call, to get more information?
FAQ 19: How do I give you my comments?

1.   What is Travel Analysis? Didn't you just finish this when you designated roads for us to use?

Designation of Roads, Trails, and Areas for Motor Vehicle Use identified which roads were available for motor vehicle use by the public, by vehicle type and if needed season of use. The focus was on unmanaged motor vehicle recreation, it changed the culture of motor vehicle use on roads, trail and

areas from a typically historic "Open unless closed" to a system of designated routes as a means of preventing resource impacts by motor vehicle traveling cross-country. The Deciding Official used a set of criteria in making Subpart B decisions. The examination of affordability of the road system in making those decisions was one of many considerations.

Travel analysis takes a broad-brush look at the roads of the entire forest, and the issues, risks, and benefits for all users, and the associated forest resources. Together, we'll look at our available data, along with information that we receive from you, about our roads. Once we have this information available about the roads, access needs, and the affected forest resources, we can begin to see where there may be a need for the road system to change. We have a limited amount of funding to keep our roads maintained for safe access, and for the protection of forest resources, such as water quality and wildlife. It is critical for all parties to work together toward an affordable and environmentally sustainable road system, that meets Forest Service management goals and responsibilities, and access needs, with a full understanding of associated trade-offs when all cannot be met.

2. Why are you doing this now, after going through Subpart B?

First of all, Travel Analysis is not Subpart A. It's a step *toward* fulfillment of Subpart A, because it will influence and lead to the proposed actions and environmental analysis that will identify the minimum road system. Also, Subparts A and B should not be considered sequential like the alphabet.

The objective of route designation effort (Subpart B) was to determine which NFS roads, trails, and areas, by vehicle type and season of use were designated for motor vehicle travel; it was beyond the scope of that effort to look at the the risks, benefits, and opportunities of *all* system roads. It did not analyze roads outside Forest Service jurisdiction for potential acquisition of right of way. Generally, it did not look at decommissioning system roads. It considered, but did not analyze financial sustainability of the entire road system. Travel Analysis will inform future decisions for management of the National Forest Transportation System, such as forest plan revisions, ecosystem restoration and management projects, and *future designations* of roads, trails, and areas for motor vehicle use. The priority and commitment now is to work toward fulfillment of the intent of Subpart A by conducting a Travel Analysis Process.

The ability to maintain the roads of the National Forest Transportation System is linked directly to available funding. The Forest Service has not been spared from the financial downturn in the economy over the last several years. Funding for road maintenance in the national forests of California has steadily decreased. All indications are pointing toward continued reductions in funding. Meanwhile, the demand for road use is escalating, the roads and bridges are aging, wildlife impacts are occurring, and sediment from roads is contributing to water quality degradation. The agency can no longer provide the volume of safe roaded access to users with a decreasing budget.

The National Forests have been directed to complete their Travel Analysis by September 2015. In the Pacific Southwest Region, the National Forests are on an accelerated schedule to complete their Travel Analysis before the September 2015 deadline. The Forest-scale Travel Analysis will provide a broad view of where the issues and risks of each system road meet with the benefits. The resulting Travel Analysis Report will be used to develop proposed actions to identify the minimum road system. The minimum

road system is the road system determined to be needed to meet resource and other management objectives adopted in the relevant land and resource management plan (36 CFR part 219), to meet applicable statutory and regulatory requirements, to reflect long-term funding expectations, to ensure that the identified system minimizes adverse environmental impacts associated with road construction, reconstruction, decommissioning, and maintenance (36 CFR 212.5(b)(1)).

3. Why aren't you identifying the Minimum Road System? When do expect to identify your Minimum Road System?

The Deputy Chief's Office of the Forest Service recently clarified the role of Travel Analysis in identification of the minimum road system. Travel Analysis does not result in a decision, and does not trigger NEPA. However, identification of the Minimum Road System is a decision, and therefore subject to analysis performed under NEPA.

The idea of doing forest-scale Travel Analysis under NEPA to determine the minimum road system would not do justice to the site specific needs of the individual drainages or access routes. Therefore, the Travel Analysis Report will be used toward the development of the future minimum road system, probably at a watershed level scale, or smaller.

The NEPA analyses will occur after Travel Analysis is completed, and when Forests address issues that include system roads in a particular watershed. Timing will also be dependent upon funding for analysis, and again when a decision is implemented.

4. Will Travel Analysis close more roads?

No. Travel Analysis does not result in a decision to make changes to the road system. It will, however, identify and analyze issues, risks, benefits, and opportunities for possible future changes to the road system. The current road system cannot be maintained or sustained. Closing roads to motor vehicle use, but maintaining use as a trail may be an opportunity identified in Travel Analysis. However, funding for trail maintenance is continuing to decline too, so an opportunity to convert a road to a trail must consider sustainability of the trail system, too.

5. Will Travel Analysis add more roads?

No. Travel Analysis does not result in a decision to make changes to the road system. It will, however, identify and analyze issues, risks, benefits, and opportunities for possible future changes to the road system. The analysis will consider the presence of unauthorized routes or temporary roads in context with a potential opportunity to provide access where a need is identified, but a system road does not exist. The current road system cannot be maintained or sustained; adding more roads to the road system, however, may still be identified as an opportunity in Travel Analysis.

6. Will the roads just added stay open?

Travel Analysis may include opportunities for potential changes to any roads, including those that were recently added under Travel Management Subpart B. Travel Analysis does not result in a decision to make changes to the road system. Any road currently designated as open for motor vehicle use,

whether recently added to the system, or as part of the road system for decades, will remain open until environmental analysis to determine the minimum road system and site-specific analysis (both under NEPA) decide otherwise.

7. You didn't listen before, so why should we tell you what we want now?

We hear the requests for more access. We hear the requests for fewer roads. We hear the complaints about roads in poor condition. We know the requirements to minimize environmental and cultural impacts. We stretch our funding for road maintenance and environmental protections as far as we can. Unfortunately, all these things don't merge. There are gaps.

As an agency, we can always improve our communication. As such, one of our main goals as we proceed with Travel Analysis is to work better with the Public. Public participation adds the people perspective to the science-based element of Travel Analysis. Travel Analysis is a tool that will allow the interests of the public, along with access needs, requirements, and limitations of the forest to be displayed with respect to the roads. We are asking the public to review the road system with us, and help us recommend opportunities that lead to a safe, affordable and environmentally sustainable road system; to help make the gaps smaller.

8. How will I be able to prospect or explore for locatable minerals?

Those activities can continue on roads designated for public motor vehicle use. Individuals with mineral rights may also have access provided by roads that are closed to the general public, and are handled on an individual basis. Aside from areas specifically withdrawn from mineral entry, such as designated Wilderness Areas, you are invited to share information about the areas you feel are important for the purpose of prospecting or exploring. Travel Analysis will include your information to identify affected areas as potentially requiring access, or maintaining access, depending on location. Miners' rights to conduct locatable mineral operations on NFS lands under the United State mining laws are not absolute; miners must comply with reasonable regulations promulgated by the Forest Service to protect NFS lands.

9. How will I get to my property? mining claim? special use permit area? recreation residence?

Travel Analysis will not affect access to private property, mining claims, permitted use areas or recreation residences. In fact, those uses *affect* Travel Analysis by disclosing the need for roaded access of some type. Each use, such as those mentioned above, have different stipulations and conditions imposed under the authorizing document (permit, easement, etc.). For example, use of access roads and responsibility for maintaining access vary from one authorization to another. Or the authorizing document may be silent on the subject, suggesting a review or modification. All that information will be gathered into Travel Analysis during Step 1 – Setting up the Analysis.

10. How will I be able to get firewood or go hunting/camping if you close more roads?

Travel Analysis does not result in a decision to make changes to the road system, such as closing roads. It will, however, identify and analyze issues, risks, benefits, and opportunities for possible future changes to the road system, since the current road system cannot be maintain or sustained. You are

invited to share those locations that are important to access for fuel wood gathering, hunting, camping, etc. Travel Analysis will include your information to identify areas where motor vehicle access is desired to be sustained or improved. The analysis will identify opportunities that lead to an affordable and environmentally sustainable road system with a full understanding of associated tradeoffs.

11. What if you decide my favorite roads are no longer needed?

Let us know what values you associate with your favorite roads. Together with input from others, as well as available data on affected resources, those values and issues associated with roads will be analyzed by the forest. Travel Analysis will not make a decision to remove roads from the road system, but it may list system roads with lower benefit to risk/cost ratio as opportunities to change or close.

12. How will you fight fires if you close all your roads?

One of the risk categories that will be analyzed under Travel Analysis is the ability to respond to emergencies with the current road system, including access for firefighting efforts. The analysis will look at historical fire data, locations, frequency, severity, etc. to display areas most at risk, and possibly requiring continued roaded access. Travel Analysis will not close roads, as it is not a decision. It's a study.

13. How will you make sure that roads don't pollute our water under the Clean Water Act?

Concerns over water quality from road impacts probably vary greatly from person to person. But downstream, the water quality takes on a different importance: the 18 national forests of California are the source of approximately 47% of the water supply for the state. Road density is a contributing factor in how well a watershed functions. Protecting the water quality from road impacts is one of the reasons for road system maintenance (Best Management Practices), in addition to providing safe access. When we can't afford to maintain and sustain our current road system, Travel Analysis provides the tool to see where the most risks to resources overlap with the forest needs and the needs of the users. Impact to water quality is one of the leading reasons for identifying roads for potential decommissioning, as well as identifying essential roads with higher maintenance costs.

14. How will you assure there are roads for access by persons with disabilities?

Travel Analysis will not make changes in the current road system. In the future, any restrictions on motor vehicle use that are applied consistently to everyone, including persons with disabilities, are not discriminatory. Generally, granting an exemption from restricted motor vehicle access for people with disabilities would not be consistent with resource protection; neither are exemptions aligned with accessibility regulations or the travel management rule. Under section 504 of the Rehabilitation Act of 1973, no person with a disability can be denied participation in a Federal program that is available to all other people solely because of his or her disability. Consistent with 36 CFR 212.1, FSM 2353.05, and Title V, Section 507(c), of the Americans With Disabilities Act, wheelchairs and mobility devices, including those that are battery-powered, that are designed solely for use by a mobility-impaired person for locomotion and that are suitable for use in an indoor pedestrian area are allowed on all NFS lands that are open to foot travel.

15. What do you consider your current road system? It should be every road that's out there.

The current road system being analyzed consists of all National Forest System Roads, which are existing and under Forest Service jurisdiction. This includes: roads that are open to the public for motor vehicle use; roads that are closed to the general public but are used for administrative purposes; and roads in storage (closed for more than a year, to be opened for specific projects, and then returned to storage).

Travel Analysis will analyze all National Forest System Roads as described above. The presence and use of other system roads (private, county, state, other federal agency, etc.) will be considered in the analysis in context only, as they affect access needs, risks, and benefits, and in some cases, cost to maintain. Unauthorized routes and temporary roads, while acknowledged as present on the landscape, will be considered in context (i.e. watershed impacts from route density, potential future additions to the road system, etc.).

16. Will the roads in Roadless Areas be closed? RS 2477 will prevent you from closing any more roads.

Travel Analysis does not close roads. Roadless Areas have additional requirements for changes to system roads. All system roads, including those in Roadless Areas, will be included in Travel Analysis.

RS 2477 rights-of-way are for public highways under the jurisdiction of state, county, or local public road authorities. Only a public entity, such as a state, county or municipal agency, may assert a right under R.S. 2477. Processes do exist, however, for providing access for miners or others interested in obtaining permits. We ask you to share information about the specific roads and areas you feel are important to keep open. Travel Analysis will include your information to identify affected areas as potentially requiring access, or maintaining access, depending on location.

17. What will you do about important roads that cause a lot of environmental damage?

Travel Analysis won't "do" anything with roads causing environmental damage, but the analysis will use science-based data to broadly identify the type and location of environmental damage. In addition, the analysis will identify the "importance" or benefit of roads for access. The Travel Analysis report will show roads of great environmental concern, roads with high degree of benefits, and potential opportunities or recommendations to keep the road and mitigate impacts within funding limits. Detailed recommendations would be provided after site-specific environmental analysis performed under NEPA at a later date.

18. Where do I go, or who do I call, to get more information?

Your local National Forest has a Travel Analysis team, who can be reached at (xxx)yyy-zzzz. You can also find more information on the internet at http://www.fs.usda.gov/main/r5/about-region/offices and navigate to the forest location of your choice. Each forest will have a webpage to keep interested stakeholders informed, and will include detailed contact information.

19. How do I give you my comments?

The Supervisor's Office of each national forest will have forms available for you to share your comments. In addition, each District Ranger office will have forms available for your comments. Each national forest will have a webpage for Travel Analysis, which will include a digital comment form in .pdf format. You

may give your comments when a national forest conducts an open house, field trip, or other venue that includes public involvement.

STAKEHOLDERS

Internal

The following is an initial list of Forest Service members to consider and expand upon for your Travel Analysis Process. It assumes that your Travel Analysis Interdisciplinary (ID) Team is already involved in the process, and is not included in the group below:

- Line Officers (Forest Supervisor, Deputy Forest Supervisor, District Ranger, Deputy District Ranger)
- Staff Officers
- Tribal Relations/Heritage Resources Program Managers
- Recreation staff and field patrols
- OHV managers and patrols
- Engineering staff and road maintenance crews
- Public Affairs, Visitor Information Services staff
- Planning staff
- Resource staff
- Fire and fuels staff (if not already part of another staff listed above)
- Law Enforcement staff
- Neighboring forest's Travel Analysis ID Teams, including Regions 4 and 6
- Corresponding Regional Directors and Staff
- Corresponding Washington Office Directors and Staff
- Office of General Counsel
- Legislative Affairs staff (Regional office)

External

The following is a broadly defined list of external stakeholders/members to consider and expand upon for your Travel Analysis Process. For stakeholders that span more than one forest, please follow-up with your neighboring forest for consistency in messages and feedback:

- Congressional members and local staff/aides
- State Legislators (Assembly/Senate)
- Tribal Governments
- Locally elected officials (Counties, Town Councils, Cities, etc.)
- Other Federal Agencies (USFWS, BLM, NPS, BIA, FHWA, Bureau of Reclamation, Army Corp of Engineers, etc.)
- State Agencies (CA Departments of Fish and Game, Transportation, Forestry and Fire Protection, Tourism, Regional Water Quality Control Districts, etc.)
- County governments, including Planning Commissions and Public Works/Roads Department
- Neighboring agencies (state and local) of neighboring states, where applicable
- Chambers of Commerce/Tourism Bureaus
- Tribal leaders, Traditional Practitioners, Culture Keepers, and unaffiliated Native descendants

- Special Interest Groups
- Affected Permittees – Special Use, Recreation Residences, Utility Companies, Oil and Gas Lessees, Communications, etc.
- Owners of private lands within or adjacent to the national forests
- Local residents
- Local businesses
- Out of area individuals, as found on contact lists for forest projects; commenters from past projects (Designation of Roads, Trails, and Areas for Motor Vehicle Use, etc.)
- Traditional Media
- Social media
- Other interested parties

SAMPLE TIMELINE AND ACTIVITY SCHEDULE

National direction specifies that Travel Analysis reports must be completed by the end of Fiscal Year 2015 (September 30, 2015). No Capital Improvement and Maintenance (CMRD) funds may be expended on National Forest System Roads (NFSR) that have not been included in a Travel Analysis Process or Road Analysis Process.

Region 5 has directed all forests to complete their Travel Analysis reports by the end of FY 2013 (September 30, 2013). Early adopter forests starting the forest plan revision process are strongly encouraged to complete their Travel Analysis reports sooner, if possible. In this way, the Travel Analysis reports will be available to inform the forest plan revision process.

Sample Activity Schedule (not all inclusive)

Target Date	Activity/ Action	Purpose	Stakeholders	Responsible
July 2012	Issue Travel Analysis Process Guidebook	Provide guidance to forest to complete TAP and report	Forests	Region

Target Date	Activity/ Action	Purpose	Stakeholders	Responsible
From beginning and ongoing throughout the process	Tribal Consultation, Collaboration and ongoing communication	Formal and information communication with tribal members *throughout process*	Federally recognized and non-federally recognized tribes, tribal leaders and traditional practitioners	Forest Supervisor and District Rangers
August 2012-	Various venues and tools for capturing information	Identification of Public[4] issues, concerns, ideas, and values	General public, tribal members, all varieties of stakeholders	
August 2012	Coordination with Counties	Formal and informal communication with counties w/in Forest	County Boards of Supervisors, individual members	Forest Supervisor and District Rangers
Dependent on Forest timeline	Create communication products for public meetings – Visual timeline of process, copies of Q&A, maps, print copies of national brochure, PowerPoints	Educate public and solicit input Public engagement	Public	Forest PAO (and other ID team members)
Dependent on Forest timeline	Brief local congressional staffers (edit executive summary as 1-page briefing paper for briefings)	Keep them briefed on issues their constituents will be providing input to	Congressional Staffers	Legislative affairs and Forest PAOs
Dependent on Forest timeline (best just before a public meeting)	Media field trips	Sharing on-the-ground issues, benefits, risks, and opportunities	Media	Forest PAO
Dependent on Forest timeline	Public field trips	Solicit input	Public/interest groups	Forest PAOs ID Team
On-going until September 30, 2013	Update RO & Forest Web pages (link to national page)	Give local timeline; share opportunities for public input	Public Employees Elected officials	Forest PAO Web Manger

[4] The term "Public" as used herein, and throughout the document, means tribal governments, citizens, stakeholders, adjacent landowners, local/county/state/other federal agencies, adjacent National Forests, interest groups, etc. Different publics lend themselves to different means of effective communication and forums/settings.

CONTACTS

Regional Office			
Travel Analysis Lead	John Booth, Deputy Director of Engineering	707-562-8816	jbooth@fs.fed.us
Recreation	Kathy Mick, Program Leader	707-562-8859	kmick@fs.fed.us
Public Affairs and Communication	John Heil, Media	707-562-9004	jheil@fs.fed.us
Public Affairs and Communication	Trudy Tucker, Public Affairs Specialist	707-562-8822	tltucker@fs.fed.us
Tribal Relations	_____ Tribal Relations Program Manager	707-562-8919	_____@fs.fed.us
Legislative Affairs	Stephanie Gomes	707-562-9009	sgomes@fs.fed.us
Website Assistance	Bill Williams	707-562-9005	wrwilliams@fs.fed.us

TOOLS

The key message that encourages users to share ideas, issues, information for Travel Analysis will require that forests use the appropriate tools for most efficient use. The Public will need the most efficient means of sharing that information; one size does not fit all.

For each of your stakeholders, you will need to ask: What do we want from them? What do we think they want from us? What are their issues? How do we best work with and communicate with them?

A simple chart is shown below. If used, it should be expanded so that each stakeholder has their own row of entries. Make the boxes as BIG as you need!

Stakeholder	What do we want from them?	What do we think they want from us?	What are their issues?	How do we best work/communicate with them? What tools to use?
Local Residents	Validation of our data; issues; wants; needs; ideas; etc.	Clear, simple answers; maps; lists of roads; honesty; promises; etc.	Unlimited access; more roads for OHV use; less restrictions; etc.	Kick off meetings; open house; show-me trips; web-based and paper forms for input, etc.
Permittees	Current permit(s) and maps; issues; wants, needs, ideas	Answers; commitment; explanations; etc.	Continued access under existing authorization; no public interference; etc.	Letters; e-mails; personal contacts (in person or by phone); open house; website; etc.

SAMPLE NEWS RELEASE

The following news release from the Chattahoochee National Forest in Region 8 gives a clear, simple explanation to the reader/listener about Travel Analysis. Their Key Messages are embedded in the news release, and resonate with the key messages of Region 5.

(Gainesville, Ga.) Mar. 5, 2012 – The USDA Forest Service is beginning a study of the road system on the Chattahoochee National Forest, and wants to know which national forest roads are important to visitors and why. Anyone may comment until April 13.

"The Forest Service is committed to balancing the needs for public access to the Chattahoochee National Forest with our responsibility to sustain a productive, diverse and healthy national forest," said Forest Supervisor George Bain. "As part of this commitment, we must address crucial concerns about the future sustainability of the national forest road system."

Every national forest will complete the transportation study by 2015. The three Ranger Districts that make up the Chattahoochee National Forest are scheduled to complete studies this year. The Oconee Ranger District completed a study last year. The transportation study will identify roads needed for safe and efficient travel and for the protection, management, and use of the national forest. At the same time, the study is an opportunity to identify roads that are no longer needed.

According to Forest Service officials, the number of overdue road maintenance projects continues to grow, while public use is increasing. Roads that cannot be adequately maintained can be dangerous to visitors and threaten forest health. They can increase sedimentation into rivers and streams, degrading water quality and impacting fish and wildlife.

"The transportation study will begin to help us prioritize our limited resources to manage roads used by visitors, while better protecting sources of clean water and a more healthy forest," said Bain.

Nearly everyone who uses the national forest will be affected by possible future road management decisions, making it important to work together today to identify a sustainable road system. Some possible options that may be considered in the transportation study include maintaining individual roads at current standards; changing the level of access from passenger cars to high clearance vehicles; adding new or greater seasonal restrictions; implementing year-long closures; or removing some roads entirely.

The Forest Service will consider comments from the public, in addition to analyzing agency needs for access to manage the forest. Criteria under consideration include analyzing each road's benefit, potential risks to visitor safety and forest health, and agency costs to manage.

The transportation study is not a proposal or decision, but is intended to help inform possible future road management planning. Before any future actions are taken, the Forest Service will provide additional opportunities for the public to participate in the decision making process.

Anyone may view maps of roads on the national forest and provide input through an online comment form on the Chattahoochee-Oconee National Forests website at http://www.fs.usda.gov/conf. Hardcopy maps and comment forms are also available for review at each Ranger District office and the Forest Supervisor's office.

(Name and location of Forest Supervisor's Office, and each Ranger District Office follow)

ADDITIONAL RESOURCES

Public Engagement

This Public Engagement Strategy tool is designed to inform both internal and external audiences of management objectives and benefits of Travel Analysis, providing a Regional framework for a successful forest Travel Analysis public engagement on your forest. This section defines and provides recommended public engagement for the Travel Analysis Process.

> *Public engagement is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process; and is the process by which an organization consults with interested or affected individuals, organizations, and government entities before making a decision.*

Public engagement for the Travel Analysis Process, Subpart A involves reaching out to and engaging diverse internal and external people, groups, tribal governments, local and state governments and agencies to participate and talk about the Travel Analysis Process Report that will identify issues, risks, benefits, and opportunities for possible future changes to the road system via _future_ NEPA based projects and decisions affecting the National Forest Transportation System on your forest. The Travel Analysis Process provides opportunities for public engagement and participation in gathering information for the development of the Travel Analysis Report. Travel Analysis is NOT a NEPA analysis and no decisions will be made.

Effective public engagement:

- incorporates comprehensive outreach to diverse local and non-local publics, tribes, agencies, governments and stakeholders;

- includes appropriately designed public engagement activities to involve two-way methods of listening and interaction e.g. meetings where participants can engage specialists and leadership for Travel Analysis and road information and consult forest maps to designate and make notations;

- meetings are civil and designed to create opportunities for meaningful participation for all interested parties;

- includes high quality information available in a variety of formats, offered at a variety of venues e.g. not everyone can attend an evening meeting; go to where the people are;

- promotes shared understanding and an increase in trust among the public, which promote opportunities for less conflict and fewer problems.

Public Engagement Best Practices
- Initiate a communication and engagement process early on, and maintain communication even during low activity periods.

- Accurately document and make publicly available meeting events, maps, information, discussions and input;

- Maintain transparency in information gathering, meeting locations, calendars, process timelines and schedules, mapping, communication processes and opportunities;

- Establish an inclusive process and multiple options for engagement;

- Timely respond to information queries and questions;

- Develop a data management system, websites and social media with the end uses and end users in mind;

- Establish clear processes for need and action prioritization before beginning these steps.

Public Engagement Considerations

- What are the most effective ways to manage communication with all individuals and groups interested in the Travel Analysis Process on your forest?

- In addition to formal consultation, how will the Forest collaboratively engage local Native American Tribes, tribal leadership, culture-keepers/leaders, traditional practitioners and unaffiliated native descendants?

- What opportunities exist for working together with Tribal and local governments?

- How can difficult issues be addressed during the Travel Analysis Process on your forest?

- What is the range of interests that need to be involved to ensure an inclusive Travel Analysis Report? How can these interests be represented?

- If national organizations and local branches or chapters are interested in Travel Analysis on your forest, how will coordination and consistency between national and local interests be facilitated?

- How will public engagement workshops promote inclusion to ensure that Forest Service staff, the general public, tribes and stakeholders can fully explore and understand Travel Analysis on your forest?

- What are the best tools to communicate with a wide range of stakeholders, including local communities and users groups who travel to forests to visit or recreate?

Tribal Consultation and Collaboration

The Forest Service will meet all requirements to consult and collaborate with Native American Tribes, tribal leadership, culture-keepers/leaders, traditional practitioners, and unaffiliated native descendants. Many Native American Tribes have existing agreements with National Forests, and the agreements will form the basis for meaningful, ongoing in-person consultative discussions. For Native American tribes without existing agreements, the Forest Service will conduct consultation pursuant to the USDA Forest

Service Tribal Consultation Policies and collaborate with non-Federally recognized tribes, traditional practitioners/leaders and culture keepers.

EFFECTIVE TRIBAL RELATIONS

- Work with tribes from the beginning of the process through to the completion of the Travel Analysis report, including them in all activities and parts of the process.

- The Forest Service will comply with mandate by law to engage early and regularly in meaningful consultation and collaboration with tribal officials, leaders and practitioners.

- Consultation and collaboration with Tribes will be upfront and throughout Travel Analysis to adequately have on-going, two-way, meaningful and in-person/face-to-face conversations that occur as early as possible in the development of a project, plan or activity that may affect Sacred Sites and Sacred Places.

- The Forest Service will hear and learn from tribal traditional, management and cultural knowledge, sacred sites and places, and experiences on the land.

What is Consultation and Collaboration?

Consultation and collaboration with Native American Tribes, tribal leadership, culture-keepers/leaders, traditional practitioners, and unaffiliated native descendants needs to be upfront in the initial planning stages before delineation of projects and continuing throughout the project and processes.

Communications will be *on-going, two-way, meaningful and in-person/face to face conversations* that occur as early as possible in the development of your Forest's Travel Analysis Process, with special attention to those that may affect Sacred Sites and Sacred Places.

The Forest Service will reach out to all potentially affected Tribes on an ongoing basis during Travel Analysis, and provide options for Tribal input and engagement. In addition to direct consultation, Tribes will be encouraged to participate in open dialogues, meetings and other events open to the public and other stakeholders to help other forest users understand tribal concerns and perspectives.

The Pacific Southwest Region 5 Tribal Relations Intranet site contains a wide variety of information, links, documents, examples, laws, processes, and contacts to assist all Forest Service R5 employees and leadership complete successful tribal relations, collaboration, and formal consultation for any and all projects, events, meetings, activities, etc., on your forest. To access and use the site, go to: http://fsweb.r5.fs.fed.us/program/trp/

Coordination and Cooperation

The Forest Service is committed to coordinating with State, county and local governments, agencies and partners during the Travel Analysis Process. The Forest Service will consider information and objectives shared by State, county and local governments and Indian Tribes within their plans and policies, noting possible interrelated effects and capture in the Travel Analysis report possible impacts, issues, concerns and opportunities.

Public Engagement Workshops and Meeting Guidelines

Consistent with the Federal Advisory Committee Act (FACA), the Forest Service can hold workshops and meetings with interested individuals and organizations to seek input on Travel Analysis. To be consistent with FACA and existing policy and legal requirements, the following guidelines apply to meetings and workshops.

Open all meetings, workshops and events to the public.

Allow flexible participation. Groups **cannot** have set membership.

Make all meeting notes, informational materials, meeting calendars, maps and products publicly available. Transparency is exceptionally important.

Seek information from individuals, not consensus from the group. The Forest Service cannot ask for group consensus because it suggests the group is making a decision upon which the agency will act. Even though Travel Analysis is NOT NEPA, eliminate and avoid any opportunities for *the appearance of* a group advising the agency. The Forest Service can seek information from individuals about whether consensus exists among individual participants and why; this is not the same as seeking *group consensus.*

Allow for public review and comment on all products. Establish opportunity for interested parties to add information and offer suggestions.

FACA and tribal meetings: Only formal tribal consultation meetings *are exempt* from FACA requirements. If you have a meeting with tribes and other general public, FACA rules *do* apply.

Public Engagement and Facilitation

Region 5 has a current contract with U.S. Institute for Environmental Conflict Resolution that all forests can use to provide services related to environmental conflict resolution for the development and implementation of Travel Analysis to meet agency guidelines, policy and direction for the Travel Analysis Process with as wide support from the public as possible. Forests can write and fund a task order with the U.S. Institute for Environmental Conflict Resolution for on-site facilitation using the Regional Office contract.

Process Design and Capacity Building for Travel Analysis

The U.S. Institute for Environmental Conflict Resolution can work with forests to design a strategic process for engaging all publics in the development and implementation of their Travel Analysis.

Facilitation

The U.S. Institute for Environmental Conflict Resolution can provide facilitation services for a series of collaborative public and employee workshops, including groups and individuals and can provide facilitation and documentation of public engagement meetings. Printed materials will be developed jointly with the Forest Service with meeting locations, costs and logistics the responsibility of the forest.

LITERATURE

Creighton, J.L. (2005). The Public Participation Handbook: Making Better Decisions Through Citizen Involvement. San Francisco: Jossey-Bass.

Fisher, R.J., Ury, W., and Patton, B. (1997). Getting to Yes: Negotiating Agreement without Giving In. London: Arrow Business Books.

Sidaway, R. (2005). Resolving Environmental Disputes: From Conflict to Consensus. London: Earthscan.

Ury, W. (1993). Getting Past No: Negotiating in Difficult Situations. New York: Bantam Press.

Wilmsen, C. et al. (eds.) (2008). Partnerships for Empowerment: Participatory Research for Community-based Natural Resource Management. London: Earthscan.

WEBSITES

International Association for Public Participation:

> http://iap2.org/

> http://iap2.affiniscape.com/displaycommon.cfm?an=4

> http://iap2.affiniscape.com/displaycommon.cfm?an=1&subarticlenbr=8

Region 5 Tribal Relations intranet site at:

> http://fsweb.r5.fs.fed.us/program/trp/

Public Affairs and Communication intranet:

> http://fsweb.r5.fs.fed.us/unit/pac/MediaRelations/

> http://fsweb.r5.fs.fed.us/unit/pac/AudioVisual/

> http://fsweb.r5.fs.fed.us/unit/pac/LegislativeAffairs/

> http://fsweb.r5.fs.fed.us/unit/pac/