

undesignated roads (driveways, utility access, ditch maintenance, farm access roads, etc) are not managed for visitor access and are currently classified as undesignated roads but may be considered for designation as service roads when there is a permanent need for vehicle access. OSMP staff are currently identifying these permanent non-recreation roads in order to assign management objectives and maintenance cycles. These permanent service roads will not be included in future undesignated trail monitoring which will reduce the reported systemwide mileage. Not all the roads mapped in the survey will be classified as permanent. Some roads mapped in the survey are undesignated and will continue to be classified and managed as undesignated¹. *Estimated timeline: 2021*

Areas of Concentrated Use

166 areas

In addition to total undesignated trail mileage, there were 166 areas of concentrated areas of use identified, which are heavily impacted sites where significant areas of vegetation have been impacted and erosion observed. The core team will work to develop a system for addressing these areas using a similar framework for prioritization as for trails. *Estimated timeline: end 2022*

Shortcuts

11.6 miles

Shortcuts to desired destinations is a system-wide problem that can be addressed with thoughtful trail alignments, education, and physical barriers.

Outdoor Recreation Access Routes (ORARs)

TBD Miles

The United States Access Board, the federal agency that oversees equality efforts for people with disabilities, defines an ORAR as “a continuous, unobstructed path that is intended for pedestrian use and that connects accessible elements, spaces, and facilities within camping and picnic facilities and at viewing areas and trailheads”². There are strict requirements for when an ORAR is required and what the technical specifications those pathways are built to. There is a project in 2020 to map all our ORARs so they can be effectively managed. A small percentage of miles currently classified as undesignated trails may be reclassified and managed as ORARs and would be removed from the undesignated trails inventory. *Estimated timeline: end 2020*

Emerging Trails

Unknown Miles

Trails that emerge on the landscape after the completion of a public planning process are known as emergent trails. Appendix B is an attempt at qualifying when emergent trails need public input for assigning a specific management action.

¹ 2017/2018 Undesignated Trail and Road Survey, pg 33.

² <https://www.access-board.gov/guidelines-and-standards/recreation-facilities/outdoor-developed-areas/a-summary-of-accessibility-standards-for-federal-outdoor-developed-areas/outdoor-recreation-access-routes>

Planning Process Complete

The following sections refer to undesignated trails that are in areas that have gone through a public planning process. There are four outcomes identified for undesignated trails in this category: restore, designate, retain, no recommendation. *The following pages outline additional details for each outcome.* Appendix A has specific language from various planning documents.

Restore: to bring back to or put back into a former or original state. The UDT core team, working with the ecology staff, has determined a standard order of operations for closing undesignated trails starting with the least resource intensive but most likely to be successful application and escalating it be more involved should the initial restoration treatment fail. Each restoration project has unique qualifiers for success which are agreed upon with ecology staff before work is started.

Syn: close, revegetate, obliterate, naturalize

Designate: to design and build a sustainable section of trail to replace an undesignated trail. A trail is considered sustainable when principles of ecology and economics have been incorporated into the design in an effort to achieve ecological and biological integrity, a quality visitor experience and persistent performance with a minimum of maintenance and upkeep³.

Syn: reroute, build, construct

No recommendation: no recommendation was offered in the finalized planning document guidance. ***NOTE:*** Some miles of trails have been created and added to the undesignated trail inventory since the completion of planning document guidance, because those trails were **not physically present** during the planning process, they also may carry no clear recommendation of action. It is possible that through a site-specific review, consideration of plan guidance for the site and through staff decision-making process those emergent trails may default to a specific management action, such as restore/close.

Retain: pathways that are not designed or managed for visitor use but also cannot be restored are to be retained for official use. If a pathway is to be retained and serves a primary function for OSMF or our partners, such as an access road for a ditch company, it may be better served being removed from the undesignated trail inventory and listed in some capacity as a road and a determination can be made around what organization will maintain the asset. Not all infrastructure on our system is visitor infrastructure.

The following documents were referenced (links are active to documents) regarding previous planning efforts:

1. Visitor Master Plan, 2005
2. Marshall Mesa/Southern Grassland Plan, 2005
 - a. Marshall Mesa/Southern Grasslands Inventory Report, 2005
3. Eldorado Mountain/Doudy Draw Trail Study Area, 2006
 - a. Eldorado Mountain/Doudy Draw Inventory Report, 2006
4. West Trail Study Area, 2011
 - a. West Trail Study Area Inventory Report, 2009
5. Grassland Ecosystem Management Plan, 2010
6. North Trail Study Area, 2016
 - a. North Trail Study Area Inventory Report, 2015

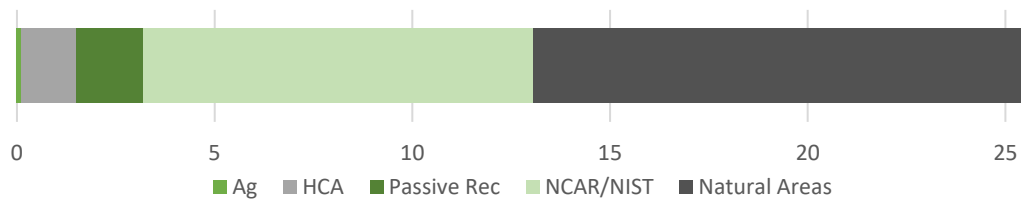
³ North Trail Study Area Inventory Report, pg. 14.

7. Master Plan (approved), 2019

Restore

There are approximately 26 miles of undesignated trails that are explicitly identified to be restored through the various planning documents approved by the OBST and council.

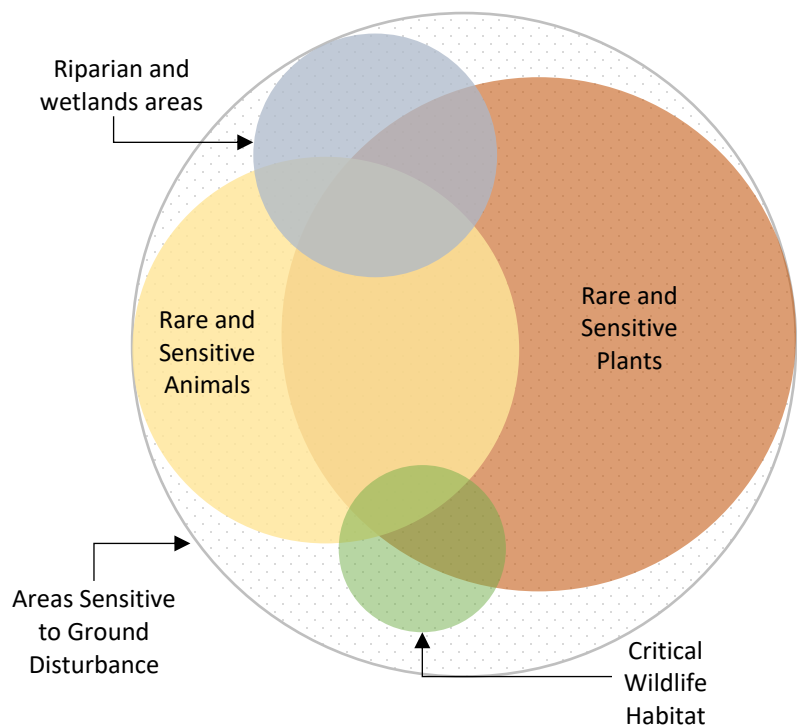
The 26 miles fall across the following management area designations:



There are several inputs for prioritizing the 26 miles to be closed including visitor safety, proximity to other departmental work, cultural resource and ecological concerns. Currently, the priorities analysis for the ecological resource concerns is the most developed. All miles that are called to be restored were analyzed for their proximity to various ecologically significant areas including riparian and wetland areas, rare and sensitive plant communities, critical wildlife habitat, and departmental priority areas for a variety of animal species.

Those areas combined align with the Master Plan definition for Ecosystem Health and Resilience focus area strategies: “sensitive habitat areas can be understood as places with higher levels of significance and vulnerability -- including habitat for rare native plant and wildlife species; regionally imperiled and vulnerable plant communities; and plant communities with high diversity of native species and low abundance of non-native species.”

Using the above definition there are 18 miles of trails that fall into the broadest category of “areas sensitive to ground disturbance”. Nearly 17 of those 18 miles are also in one other category identified by the ecology staff. 9.5 miles are in three ecologically sensitive areas.

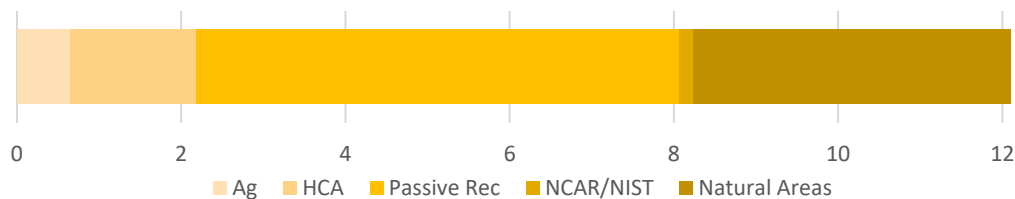


Additional priorities from other departments will be added to this priority analysis as they are completed. These priorities include visitor safety and experience, areas of cultural resource concerns, and work planning priorities from the trails department.

Designate

There are 13 miles of UDTs that are explicitly called for to be designated through the various planning documents approved by the OSBT and council. The East Area Plan process has not been completed and may incur additional miles to be designated. All previously undesignated trails in the South TSA area plans have been designed and designated. There are 7.36 miles in the West TSA that are slated for designation and 5.6 miles in the North TSA. The actual mileage of additional designated trail may exceed the above totals once sustainable trail alignments are taken into consideration during the design process which is outlined below.

The approximately 13 miles fall across the following management area designations:



The process for designating a previously undesignated trail will be unique for each instance but in general will follow the procedure:

PUBLIC ENGAGEMENT

Through the process of the trail study areas, ISPs and other planning processes, certain undesignated trails were recognized as important pathways that should be formalized and maintained as part of the designated trail system.

DESIGN

Trails staff works with ecology staff and other department staff to design a physically and environmentally sustainable alignment.

PERMITS

OSMP staff works to secure all necessary permits for the project.

*IF NECESSARY**

ADDITIONAL PUBLIC ENGAGEMENT

Depending on the trail alignment, scope, or other factors, additional public engagement beyond the scope of the trail study area *may* be necessary.

CONSTRUCT

Trails staff coordinates work on the ground to create the designated trail. This trail may not be in the exact location of the undesignated trail.

RESTORE

Trails staff restores any impacts created during the construction process up to and including restoring any sections of the previous undesignated trail that was not incorporated in the new trail alignment.

DESIGNATE

After being built the new designated trail is officially named, signed and added to public facing maps and applications.

MAINTAIN

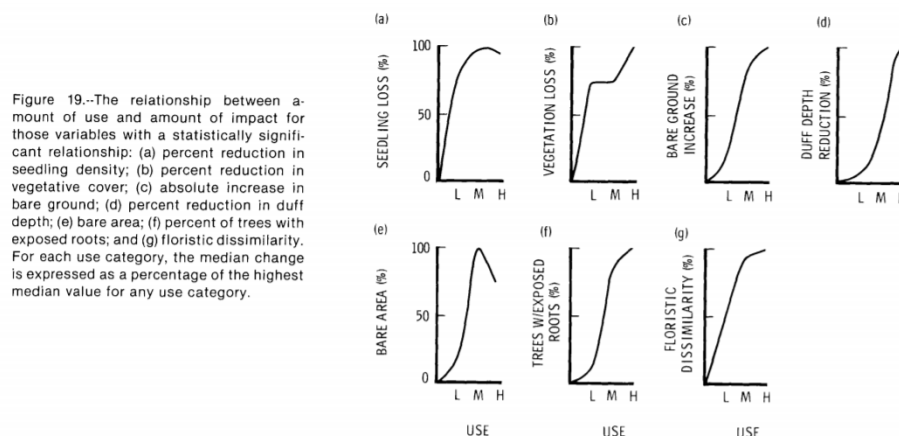
The new trail is added to the maintenance cycle and any portions of the undesignated trail are monitored and if necessary additional restoration work events are added to facilitate the new visitor use patterns.

No Recommendation

Undesignated trails that do not carry a recommendation of restore, designate, or retain are included in this subset regardless of when they were created. This portion of trails were identified by the core team in for needing the most additional work to develop management recommendations and action outcomes for the undesignated trails in this category.

Within this subset there are two distinct categories:

1. Undesignated trails that were probably **physically present** during the public planning process but were not included in the final plan for various reasons. There is some debate about whether there is implicit or explicit assumptions that if the trails were not included in the planning process they were to be restored. This is an ongoing matter of discussion within the department and a category of undesignated trails that will need be reckoned with in order to produce timely management recommendations and action outcomes to protect resources and provide our visitors, staff, and partners with the infrastructure they need to navigate our system.
2. Undesignated trails that have **emerged** on the system since the finalization of the public planning process. The standard operating procedure for many workgroups has been to identify emerging trails and try to dissuade their continued use as these routes are not planned, do not take into consideration sensitive resources, and often degrade quickly and lead to additional disturbances. Below is an excerpt from Cole (1982) on the effects of the amount of use:



Due to changes in monitoring protocol, it is challenging to compare 2002 data with the 2012 and 2017-18 monitoring data to view trends in emerging undesignated trails. We rely heavily on those who are in the field day-in and day-out, including rangers, forest ecology management crew, trail crew, restoration crew, other field staff and the public to bring to our attention emerging undesignated trails. Below is a table breaking down the miles of trail that carry “no recommendation” present in 2012 and how many miles have emerged since and were captured in the 2017/8 survey.

WEST TSA (2011)	Total	HCA	Natural Areas	NCAR/NIST	Passive Rec	Ag Area
*No recommendation	25.17	1.36	10.36	2.28	11.18	0.00
Present in 2012	15.75	0.94	6.24	1.73	6.85	0.00
Emergent since 2012	9.42	0.42	4.12	0.55	4.33	0.00

Retain

▲ This section is under construction.

