

15 YEAR COMPREHENSIVE LAND USE PLAN
AMENDMENTS April 28, 2015

-DEFINITIONS-

Forestry Committee Approved Language – Black
WORVPI Additions submitted February 12, 2015 - Blue

Page 300-7 Paragraph 330

The following ordinances will be considered in all planning. Refer to Chapter 900 – Appendix for full text of these ordinances.

1. Forestry ordinance
2. Park ordinance
3. Zoning ordinance
4. Floodplain-Shore land Zoning ordinance
5. Snowmobile ordinance
6. Non-metallic Mining ordinance
7. ATV ordinance
8. MRA Park ordinance

Page 500-18 Paragraph 510.2

1. Permits or use agreements for use of the County Forest may be issued by the Committee for recreational purposes.
2. No permits for sale of malt or intoxicating beverages will be issued on the County Forest.
3. Other types of special use permits are found in Section 515.
4. Permits will not be issued for cabin sites or permanent structures on the forest.
5. Organized events or special uses, other than informal recreation (see Sec. 510.4) require specific permission from the Committee in advance of the event including user fees and insurance coverage for the event.

Page 500-22 Paragraph 510.6.1

The Forest County Forest is a multiple use forest. Motorized travel on trails can be a legitimate use of this forest provided that these trails are designed and maintained in a manner that minimizes damage to the environment and reduces user conflict. Trail use and development must be compatible and sustainable with the characteristics of the landscape. Trail use must be consistent with Statute 28.11, County policy as well as SFI and FSC Forest Certification. It shall be the policy of The Forestry Committee will consider opportunities for the following motorized trail use:

1. Snowmobiles
2. All-terrain vehicles (ATV's) (ATV's and UTV's)
3. MRA Park

A motorized recreation area is a tract of public or private land planned and managed for one or more recreational uses. OHV enthusiasts use a diverse range of vehicle types in search for a satisfying recreational experience including: motorcycle, ATV, UTV, four-wheel drive, buggy/sand rail and snowmobile.

Refer to Chapter 700 for further discussion on motorized recreation opportunities on the Forest County Forest.

Page 500-22 Paragraph 510.6.2

The Forest County Forest is a multiple-use forest. Non-motorized travel on trails is a legitimate use of this forest. Design and maintenance of these trails may highlight natural features present on the Forest, should minimize damage to the environment and reduce user conflict. Trail use and development must be compatible and sustainable with the characteristics of the landscape. It shall be the policy of the Committee to consider opportunities for the following non-motorized trail use:

1. Ski trails
2. Hiking trails
3. Horse trails
4. Biking trails
5. Canoe routes
6. Snowshoe trails
7. Hunter Walking trails

8. Other trails

Refer to Chapter 700 for further discussion on non-motorized recreation opportunities on the Forest County Forest.

Page 700-4 Paragraph 710

Forest County Forest staff will oversee the construction and maintenance of all roads within the County Forest. These roads may be constructed and maintained by the County/private contractors working under contract / the direction of the county / other public resources agencies / cooperative agreement with non-profit organizations. The specifications for road construction and maintenance will vary with the frequency, duration, and planned use of each road. Additional roads may be developed on newly acquired county forest land for possible use as an MRA Park. These roads must be developed in accordance with the Town Road Gas Tax Program and/or the County Forest Road Aid Program to ensure revenue is available for future road maintenance.

New road establishment should consider information identifying areas with sensitive soils or severe slopes that have the potential for adverse water quality impacts from land management practices. County staff can work with local DNR water resources staff to ensure compliance with water regulation laws, State law and SFI and FSC Certification.

Page 700-5 Paragraph 710.1

These roads are the primary roads accessing the County Forest. They are designed, constructed, and maintained for year-round use. These roads serve essential access corridors for multiple use management. Some of these roads are graveled and routinely graded. Vehicle use may be restricted at various times of the year to minimize physical damage to the road or to accommodate a groomed snowmobile trail. These permanent primary forest roads are town roads funded by State Gas Tax Revenue, maintained by the town and under the town's legal jurisdiction. These roads are located in the Towns of Lincoln, Crandon and Nashville.

Page 700-5 Paragraph 710.2

These roads often serve a variety of uses including forest management, fire protection, access and recreation. These roads are maintained as part of a permanent road system but are often narrower than permanent primary roads and are built and maintained to a lower standards or are not improved at all. Use of these roads are approved for all non-motorized public uses. Motorized use of these roads include forest management, fire protection and state funded snowmobile and ATV trail use only. Some of these roads are designed for use only when the ground is frozen or firm.

Some roads in this category are located in areas on the Forest where motor vehicle use is limited or restricted. In these instances, the roads will be blocked, gated or bermed and/or signed as restricted to prevent environmental damage.

Page 700-6 Paragraph 720

This trail network provides access for many recreational opportunities on the Forest. An important role of the Forest is to provide sustainable recreational trails that do not cause long-term natural resource damage, and that are compatible with other uses. Management activities adjacent to recreational trails will be evaluated on a case-by-case basis. Where deemed necessary, management alterations will be made to accommodate the recreational use. The committee has the authority to open, close or relocate trails. [Managing entity should have authority to open or close trails on a day-to-day basis if necessary and in compliance with Park Plan and Department Policy.](#) All recreational trails fall under the Permanent Secondary Road category.

All of the recreational uses of the Forest have corresponding maps in Chapter 900-Appendix.

[We have anticipated seasonal closures which are reflected in our financial forecasts \(as presented to the Forest County Board of Supervisors in May, 2014\). Specifics of those closures would be included in the Park Master Plan.](#)

Page 700-6 Paragraph 720.1

Requests for recreational trails will be reviewed by the Committee. Groups requesting specific trail development or use must present a plan for the long term funding and maintenance of proposed trails. Organized trail users and group-sponsored activities must protect Forest County with a minimum of \$300,000 liability insurance coverage and provide a certificate of insurance as proof of coverage.

Construction of any recreational trail in which the activity would increase the erosion potential of one acre or more of land is subject to state and federal storm water runoff requirements (NR216, Wis. Adm. Code and S. 283.33, Wis. Stats). Construction or development for silvicultural purposes is presently exempt from these requirements. Recreational trail development in Forest County that meets these parameters will employ best management practices for water quality (PUB-FR-093-95) to mitigate any adverse impacts. For projects requiring a Stormwater permit, an erosion control plan will be prepared for each project depicting the location of the project and surrounding wetlands and what erosion control measures will be employed. All permits and plans will be developed by and paid for by the group requesting development.

730 Page 9 Motorized Recreational Trails

The use of motorized vehicles on the Forest continues to increase. The design, maneuverability, and power of the vehicles have improved. This has led to greater use; increased trail use conflicts, unnecessary environmental damage, and increased expenses for trail maintenance. Additional regulation on these types of recreational vehicles is needed to protect the Forest and limit adverse impacts on non-motorized uses.

MOTORIZED RECREATION AREA Plan Synopsis

The Wisconsin Off-Road Vehicle Park, Inc. (WORVPI) is proposing development of a Motorized Recreation Area (MRA) in Forest County. The concept being proposed is to assist Forest County, in greatly expanding their forest land holding, by developing a multiple revenue stream using sections of the county forest to develop and operate the aforementioned MRA. Annual proceeds from the MRA will be delivered to Forest County. Operating proceeds are projected to be so substantial as to afford Forest County the ability to partially relieve the property tax burden.

WORVPI's proposal is for a four stage acquisition process, beginning in the southernmost section and moving northward (see Crandon Timber, LLC Phase 1, Option B Map). This staged process allows Forest County the option to review the actual revenues (as compared to forecasted) before completing the acquisition process. The second stage of acquisition calls for acquiring a six mile stretch of the Peshtigo River, thus assuring future generations' public access to this nationally recognized trout habitat. It's important to note that the corridor along the river will be a non-motorized recreation area and access will be available from points inside, as well as outside of the perimeter of the MRA.

Site design is a critical element of the MRA. The MRA will be designed in a way that is user friendly for all visitors, while at the same time limiting environmental impact and providing for maximizing timber production. Site design will consider on-site facilities, engineering, environmental impacts and visitor safety. The site design will use established best practices to make the MRA safe and enjoyable for visitors.

Facilities

The MRA will offer facilities that will enhance the visitor's trip. The facilities will be designed to focus on the visitor's convenience. Providing great facilities is critical to making the MRA a world class destination. Below is a list of essential facilities that will be included in the design.

Entrance Station

The entrance station will accommodate multiple lanes of traffic and have a gate that allows visitors to pay as they enter. The entrance will also have a lane for those who have season passes, and accommodate visitors traveling in RV's and/or hauling multiple vehicles on trailers.

Parking

The MRA will provide adequate parking for its visitors (see Off-Road Vehicle Park Business Plan for Wisconsin Off-Road Vehicle Park, Incorporated by Creative Enterprise Center at Ripon College for forecasted attendance). The parking layout (see WORVPI Development Concept) will be flexible and accommodate all types of vehicles and vehicles with trailers. The parking will be designed to allow visitors to easily get into the MRA and off load their vehicles for use.

Restrooms

The MRA will provide handicapped accessible bathrooms for the use of its visitors, and have designated men's and women's locker rooms where guests can change and shower.

Vehicle Wash Station

Vehicle wash station(s) will be available to accommodate all vehicle types that visit the MRA. Station(s) will be located near the parking area for vehicles with trailers. Washing will be required before entering or exiting the MRA to address invasive species.

Training Area

Since it is the stated mission of WORVPI that it "educated and encourages the principles of safe and responsible motorized recreation" it is important that the MRA provide a training area where beginners can practice. The training area will be centrally located close to parking, camping and picnic areas. Training will be available for all vehicle types.

Trails and Other Riding Activities

The MRA will provide a wide variety of trails and riding activities that appeal to beginners, intermediate and expert OHV users. Trails and riding areas will be developed to provide maximum visitor enjoyment while allowing for timber growth and management.

Concession, Souvenir and Picnic Area

The MRA will have a concession and souvenir area located near the entrance and exit to facilitate operations with minimum staffing. A picnic area will be located near the concession area. Picnic areas will have picnic tables, grills and garbage cans. A shelter that can be rented and used for larger group events will also be available for private/public gatherings.

Camping Area

A camping area will be located on site to provide camping for visitors, situated near the restroom facility, and connected to the trails and training area. A buffer will be designed to clearly separate the camping area from the trails and training area.

In addition to on-site camping the MRA will partner with other campgrounds in the county. This would help provide the maximum benefit to the entire county. The Forest County Outdoor Recreation Plan identifies 651 campsites in the county with 291 being private, 275 in the Chequamegon-Nicolet National Forest, 65 at Veteran's Memorial Park, and 20 sites at the Sokaogon-Chippewa Community Park. In addition to the campgrounds there are several hotels and resorts at which park visitors will stay while visiting Forest County.

Opportunities for Young Riders

Off-Highway Vehicle (OHV) riding is often a family vacation activity. To address the special requirements of a family vacation and assure young riders' safety, the MRA will establish a children's trail and/or riding area. Locating a specially designed children's area near the family camping area allows parents to supervise their children's activities while relaxing after a day on the trails. A children's area limits the temptation of younger riders to ride around the parking and camping areas. Such an area also serves to limit interaction between smaller and larger vehicles. This area will be large enough to eliminate conflict with others in the area to ensure the safety of young riders. The children's area will not be combined with the training area.

Additional Amenities

It is vital for visitor enjoyment and safety for the MRA to be adequately accessible, and that visitors be well informed as to rules and expected conduct. Information kiosks (as well as signs) will be available throughout the MRA and displayed on trails/roads. Visitor experiences will be further enhanced through the availability of picnic shelters in appropriate areas within the MRA.

Hiking trail development within the previously noted Peshtigo River Corridor will provide wheelchair accessible viewing and rest areas. The corridor will also include the same type of trail kiosks, signage, picnic areas and shelters as noted in the previous paragraph.

Engineering

To complete the site design for the MRA an experienced motorized recreation area engineer(s) will be contacted. The Professional Trail Builders Association (PTBA) website is a premier source for qualified engineers. The PTBA has an extensive list of trail specialists, professional trail contractors, designers, and consultants. The MRA will also consult with an environmental engineer to ensure that the site design considers the local environment. WORVPI volunteers will also be trained in trail construction and maintenance techniques.

The engineers selected for site design will follow established site design concepts that such institutions as National Off-Highway Vehicle Conservation Council (NOHVCC) and Tread Lightly! have advocated. Research embodied by such publications as Park Guidelines for OHV's by George Fogg can provide valuable guidance in the design process. These materials will serve to guide the development of the MRA in a manner which provided an excellent trail system that is also environmentally sustainable.

NOHVCC, a national partnership organization dedicated to fostering off-highway motorized recreation, has partnered with Marshall University to offer a series of four, off-highway vehicle courses. The objective of these courses is to provide both university students and professional employees of planning and land management agencies with state-of-the-art courses. These will deal with the general aspects of OHV recreation and the planning, construction, operation and management of OHV trails and facilities. The Recreation and Park Resources program at Marshall University offers an undergraduate degree and graduate degree with an emphasis in off-highway vehicle recreation.

In Management Guidelines for OHV Recreation by Tom Crimmins the point is made that engineering design can ameliorate many of the challenges posed by creating an OHV trail system. “Trail location is one of the primary factors in managing or avoiding potential impacts. Trails should be located or relocated to avoid sensitive areas such as riparian zones, cultural sites, and important wildlife habitats.” This is why the location of the MRA is so important. In addition to preventing direct environmental impacts, siting the MRA in an area of low population density will insulate it from possible effects on surrounding residents. As with other environmental impacts, on matters involving noise and dust the MRA will abide by state and federal standards, and to be proactive in its environmental stewardship.

Environmental & Personal Safety

Providing long-term, sustained OHV recreational opportunities is a top priority for MRA management, but this means several environmental concerns must be addressed. Previously conducted GIS analysis considered the location of floodplains, wetlands and soils in identifying areas best suited for an MRA, and avoiding these environmentally sensitive areas. Noise and dust will be monitored to assure compliance with federal, state tribal and local regulations. This is particularly important because the Forest County Potawatomi Community has been granted status as a Class 1 Air Quality District, with authority to review air quality issues within a 62-mile radius of tribal properties within the Town of Wabeno, Blackwell and Lincoln.

WORVPI’s careful design will strive to prevent environmental impacts, and an aggressive education program will foster an attitude among users that avoids the kinds of behaviors that can lead to negative environmental effect. Again, the location of the MRA to minimize impacts on critical resources and away from residential areas will prevent problems and contain impacts on surrounding users.

Dust Barriers

The best way to deal with dust is to stabilize soils. The MRA will continuously stabilize soil along the trails by reshaping slopes, reseeding and replanting bare areas. Vegetation creates wildlife habitat while plant roots help stabilize the soil. A concentrated program of soil stabilization will be implemented to control dust on-site. Although any dust would originate will within the MRA and is unlikely if

soil conditions on the trails are controlled, monitoring dust impacts at identified locations at or near the boundaries will ensure that there are no negative impacts on neighboring properties.

Sound Barriers

The most effective noise control measure is to locate the MRA away from other uses. Sound barriers, however, will be used in areas where the MRA impacts a residence or business. A sound barrier, which can take the form of a wall or an earthen berm, would only be needed in areas where noise from the MRA might impact its neighbors, and would provide an obstruction to help reduce the overall loudness. When foliage is on the trees this will also provide a sound barrier.

The Motorcycle Industry Council (MIC) sound test manual will be followed to provide effective enforcement of OHVs in the MRA. The SAE J1287 is the sound testing procedure for OHVs as defined by the Society of Automotive Engineers. The manual details the entire procedure for implementing the SAE J1287 sound test which is used by land management agencies throughout the country.

Spills

There is always a chance with motorized vehicles that fuel or lubricant can escape into the natural environment. To avoid environmental impacts polices will be developed by the Park that address the occurrence of such spills, and to ensure that in the case of such an event every effort is made to prevent the escape of any hazardous material into the environment. The MRA will take a proactive approach to these incidents, as to other potential issues, and in the spirit of stewardship of the natural world will seek to make the MRA Park an environmental showcase.

Safety

Safety and education are core components of WORVPI's mission, and safety is critical to the success of the MRA and making it a family oriented travel destination. Rules will be developed for the MRA that emphasize the importance of safe operation of off-road vehicles, but that are appropriate to the specific characteristic of each type of vehicle. The types of protective gear that makes sense for an off-road motorcycle would be excessive for a four-wheel drive pick-up. In order to tailor rules to the actual likelihood of injury, it is necessary to

balance the need for protection against the comfort and quality of the user experience.

The MRA will encourage all participants to have passed the Wisconsin official off-roading safety course and have their certificate(s) available. The previously outlined training area will be used for beginners to learn how to ride with proper safety techniques before advancing to more challenging areas.

The Wisconsin DNR, NOHVCC, and sources like [Shifting in 4WD](#) by Harry Lewellyn, [Honda Tips & Practice Guides for the Off-Highway Motorcyclist](#), and [ATV Safety Training Manual](#) by Estrem provide a variety of methods to provide a safe riding environment, and will be used in the trail design phase. The facility will be compliant with all county, state and federal regulations.