

**Proceedings of a Collaborative Learning Workshop
Regarding Travel Management Planning on
the Soda Springs and Montpelier Districts of the Caribou National Forest**

Soda Springs, Idaho
January 9-10, 2004

by

Terry L. Sharik
Steven W. Burr
Michael F. Butkus
Nathan D. Lewis

Department of Environment and Society
and
Institute for Outdoor Recreation and Tourism

College of Natural Resources
Utah State University
Logan, Utah

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DRAFT

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PREFACE

The Theodore Roosevelt Conservation Partnership (TRCP) agrees with Forest Service Chief Dale Bosworth that unmanaged recreation is one of the most important issues needing attention on our National Forests. With Forest Management Plans widely under revision, travel planning is the focus of motorized access considerations. Since the Caribou National Forest has traditionally had wild, backcountry hunting as a primary use, valuable cutthroat habitats, and recent expansion of off-road vehicle use in these same areas, the Caribou planning process appears to be a prime example of the complex decision-making that must occur.

Fitting the mission of TRCP, the reason for this project is to ensure hunters and anglers are a part of the dialog. It was thought that a group of stakeholders meeting in this way might prepare participants, and reduce the number of contentious issues for the public process to be held later by the Forest Service. Hunter and angler voices and interests have too often not been at the table when the sometimes contentious debates about vehicle use occur. TRCP agreed with the Forest Service that the best way to do this was to foster a dialog with broad representation of recreational users of all kinds, including hunters and anglers who use various modes of transportation. The Monsanto Company, with the largest meeting facility in Soda Springs, Idaho, graciously offered their meeting space for this workshop.

To employ objectivity in the process, TRCP contacted Utah State University to plan, facilitate, and report on the Collaborative Learning Workshop. Their experience indicated that a manageable-sized group of stakeholders would offer the best chance for thoughtful interaction and dialog. This proceedings report and response from individual workshop participants will be the best measure of the success of the exercise.

Rick Brasher
Theodore Roosevelt Conservation Partnership
Cody, Wyoming
March 19, 2004

When we in the Department of Environment and Society (ENVS) and Institute for Outdoor Recreation and Tourism (IORT) at Utah State University were approached by TRCP in September of 2003 to facilitate a workshop that would bring together various recreational users to discuss travel management on the Soda Springs and Montpelier Districts of the Caribou National Forest, we were pleased to do so given our focus on “bringing people and science together for healthy communities and enduring ecosystems,” and our sense that this particular situation typified the complexity associated with managing travel on public lands for a wide variety of users. As an academic institution, we are about the scholarship of discovery, synthesis, and transfer of knowledge, and this project seemed to offer possibilities in all three areas. Discovery in this particular situation involves investigating collaborative processes and measuring their effectiveness; synthesis expresses itself in taking input from a philosophically diverse group of users and weaving it into a coherent story; and transfer of knowledge manifests itself in publishing the outcome of this collaborative learning experience for review and use by workshop participants and others who may be interested in discovering solutions to complex

problems involving people and the ecosystems upon which they depend for their recreational needs.

One of the interesting things about collaborative learning exercises is that there is no real way to know how they are going to turn out given the complexity of the situation. In retrospect, the workshop we facilitated on January 9-10, 2003, in Soda Springs, Idaho, more than met our expectations in terms of people with diverse philosophies of recreational land use gathering around the table and having civil discourse over their varied perspectives and being open to finding common ground. That no concrete decisions were made concerning routes and modes of travel on the two forest districts is not surprising given the fact that this was the first time the group had assembled and relatively little time was spent on increasing their knowledge base. However, the fact that about 90% of the participants, including motorized users, non-motorized users, and natural resource managers from four government agencies, indicated they would be willing to come together again bodes well for the future of travel management on the two forest districts. We would remind them that success in such endeavors requires first and foremost, the building of relationships, and this can only come with time.

Terry Sharik, Steven Burr, Michael Butkus, Nathan Lewis
Utah State University
Logan, Utah
March 15, 2004

ABSTRACT

On January 9-10, 2004, over 40 people, including motorized recreationists, non-motorized recreationists, and natural resource managers from federal and state agencies, gathered in Soda Springs, Idaho, to participate in a Collaborative Learning Workshop regarding recreational travel management planning on the Soda Springs and Montpelier Districts of the Caribou National Forest. The workshop was sponsored by the Theodore Roosevelt Conservation Partnership, facilitated by Utah State University's Department of Environment and Society and Institute for Outdoor Recreation and Tourism, and hosted by Monsanto Corporation.

Prior to the workshop, participants were surveyed for the types and frequency of their recreational use of the forest districts and provided with learning resources by the Caribou National Forest. The objectives of the workshop were to: (1) understand and appreciate the diversity of recreational activities that are present on the two districts; (2) understand the potential impacts of these various activities on each other and on local ecosystems; (3) provide input for the development of a revised Travel Management Plan (TMP) that minimizes conflicts among user groups while maintaining the integrity of local ecosystems; and (4) establish working groups for future input to the TMP process.

The workshop opened on the evening of Friday, January 9, when stakeholder groups were asked to give their vision for future recreational use of the two forest districts, and to identify areas of past recreational use and those of special concern. The following morning, the three stakeholder groups reported out on their findings to all in attendance. Following the reports, the entire participant body identified four areas of common agreement, including the need for a complete inventory of roads and trails (including those not designated), adequate financial resources, and trust and openness, and the fact that they all cared about the land. Moreover, they reached near agreement on another 11 points.

Following a mid-morning break, the participants were organized into four mixed-stakeholder groups, and asked to determine travel routes and modes of travel (including alternatives) for one of four areas identified the previous evening as being of special concern. These areas included: Caribou City, Bear River Range, Southeast Montpelier district, and Stump Creek. This exercise resulted in little to no consensus, with participants subsequently identifying more than a dozen barriers to reaching agreement. Participants felt that in order for gains to be made regarding recreational travel on the two forest districts, there would need to be a consideration of each trail or road on a case-by-case basis with reasons for opening or closing them, coupled with increased trust and understanding among the various stakeholders. All but two of the participants were willing to meet again for the purpose of reviewing recommendations and striving for consensus on proposed motorized and non-motorized routes of travel for specific areas put forth by the Caribou National Forest in a draft TMP.

Based on the results of a confidential evaluation questionnaire given to the participants at the end of the workshop, the Utah State University facilitators concluded that the workshop was a success with regard to people gaining an appreciation for the diverse and that conflicting perspectives represented, and opening up lines of communication among those holding divergent viewpoints. In contrast, the workshop was clearly far less effective in terms of providing site-

specific input to the development of a revised TMP on the two forest districts. However, the fact that most participants were willing to meet again in the future suggests that progress is still possible in this area.

INTRODUCTION

On November 21, 2003, Utah State University sent letters to approximately 45 people who were identified by the Theodore Roosevelt Conservation Partnership (TRCP) and the U.S. Forest Service (USFS) as being heavy recreational users of lands in the Soda Springs and Montpelier Districts of the Caribou National Forest (CNF, administered as the Caribou-Targhee National Forest or CTNF), and concerned about travel management options on these districts (Appendix A). They represented three groups in about equal numbers, i.e., hunters and anglers, motorized users, and non-motorized users. The hunters and anglers group included those who did not belong to or represent either a recognized motorized or non-motorized user group. Most of those contacted were residents of Idaho, with the remainder from the neighboring states of Wyoming and Utah. The letter explained that Utah State University would be facilitating a two-day collaborative learning workshop at the conference facility of Monsanto Corporation in Soda Springs on January 9-10, 2004. Invitees were informed that the aim of the workshop was to engage various user groups in providing input to the development of the Travel Management Plan (TMP) for the two forest districts. It was explained that the Final Revised Forest Plan for the CNF (March 2003) manages motorized travel on designated routes on 97% of the Forest and sets motorized road and trail densities for various prescription areas. The specific designated routes were to be determined when the CNF TMP is revised, a process that was to begin in January 2004.

In that same letter, specific objectives of the workshop were articulated as providing various users with opportunities to: (1) understand and appreciate the diversity of recreational activities that are present on the two districts; (2) understand the potential impacts of these various activities on each other and on local ecosystems; (3) provide input for the development of a revised TMP that minimizes conflicts among user groups while maintaining the integrity of local ecosystems; and (4) establish working groups for future input to the TMP process.

The letter then provided a general format for the two-day workshop. Briefly, the workshop was to start with a two-hour session on Friday evening (January 9) with individual stakeholder groups meeting concurrently with USU facilitators to: (1) discuss their perspectives on travel management on the two districts, and (2) identify areas of common resolve and concern. Stakeholder groups were to be formulated based on the results of a survey that identified forest user activities and preferences (Appendix A). A copy of the survey was enclosed with the letter and invitees were asked to complete and return it to the facilitators by December 15, 2003. On Saturday (January 10), participants were to convene at 8:30 a.m. to receive an overview of the process and rules of engagement. This was to be followed by a shared synopsis of stakeholder perspectives from the previous evening's meetings. Following a mid-morning break, mixed-stakeholder-group sessions were to be held with the aim of formulating alternatives for vehicular use of roads and trails in specific segments of the two forest districts, and prioritizing these alternatives. Following lunch, the mixed-stakeholder groups were to report on their

recommendations to the entire participant body, followed by a general discussion. The workshop was to end in mid-afternoon with a discussion of next steps in the process.

Finally, invitees were informed that approximately ten days prior to the workshop, they would receive information on the two forest districts that would provide further details on the existing road and trail system network and the Travel Management Plan revision process. They were also referred to the CTNF website for a copy of the Caribou Forest Plan.

On December 19, a second letter went out to all those submitting a completed survey, confirming their participation in the Collaborative Learning Workshop on January 9-10 (Appendix B). Enclosed with the letter was a two-page document produced, at the facilitators' request, by the CTNF titled, "Orientation to Travel Plan Revision for the Caribou Forest" (Appendix B). Also attached was a map of the Caribou NF (Figure 1). Invitees were asked to delineate on the map: (1) areas they used for their outdoor recreation activities; and (2) areas of concern related to travel management. Invitees were also asked to bring these maps with them to the workshop.

Those who did not respond to the first letter of November 21 were sent a follow-up letter on December 19 that again included the survey form, and indicated that they could send a substitute to the workshop if they could not attend. This substitute would be required to complete the survey and return it to USU.

Between early November 2003, when we were first approached by TRCP to facilitate the workshop, and January 9-10, the dates of the workshop, we had several conference calls and meetings (in Soda Springs) with professionals from TRCP, the Wildlife Management Institute (a TRCP partner), and natural resource managers from various agencies with responsibility for managing the land and its resources or otherwise providing financial resources for the management of these lands. These agencies included the U.S. Forest Service (CTNF), Idaho Fish and Game, Idaho Parks and Recreation, and Wyoming Game and Fish. Much of the time was devoted to determining what learning resources would be made available to workshop participants before and during the two-day meeting. It was explained to agency people that in addition to their role as providers of learning resources, they would also participate in the workshop as a "stakeholder group."

About a week prior to the workshop, the responses to the 29 returned surveys were tallied. Of these, 12 were from the motorized group, 12 were from the non-motorized group, and the remaining five were from the hunters and anglers group. Two of the hunters and anglers indicated they used some kind of motorized vehicle for recreation, while three participated in non-motorized recreational transportation, and thus were included in the motorized and non-motorized groups, respectively. These results were used to create the stakeholder groups for the break-out sessions on the first evening of the workshop, and to determine an appropriate number of natural resource management participants—equal to the number of participants in each of the other stakeholder groups. See Appendix C for greater detail on the results of the survey.

On the afternoon of Friday, January 9, the opening day of the workshop, the USU facilitators met with 11 natural resource managers to finalize the availability of learning resources for the workshop and to have the managers brainstorm over their concerns related to travel management

on the two forest districts (Appendix D). In summary, the managers were concerned about whether differences among agencies would affect the end product. The ensuing discussion ended up identifying more similarities than differences, e.g., each agency serves the same sort of clients, has the responsibility to preserve ecosystems, and is required to provide recreation resources. Some of the other key points from the discussion were that there is a desire to provide the same or better opportunity for future generations than the current generation experiences, that the forest plan should meet fish and game objectives, and deal with quality versus quantity. One individual brought up the point that every acre cannot provide every use, and therefore, decisions have to be made on the allocation of uses across the area of interest. He acknowledged that it is the job of the agencies to go through this allocation process. Managers also felt enforceability, safety, money, and maintenance are issues needing consideration in developing alternatives in the allocation process. The discussion ended with everyone agreeing that the key outcome of this whole process and the revised Travel Management Plan is getting public acceptance that hopefully results in compliance. In closing, the natural resource managers were informed they would be the last of the stakeholder groups to report out the following morning.

WORKSHOP PROCEEDINGS

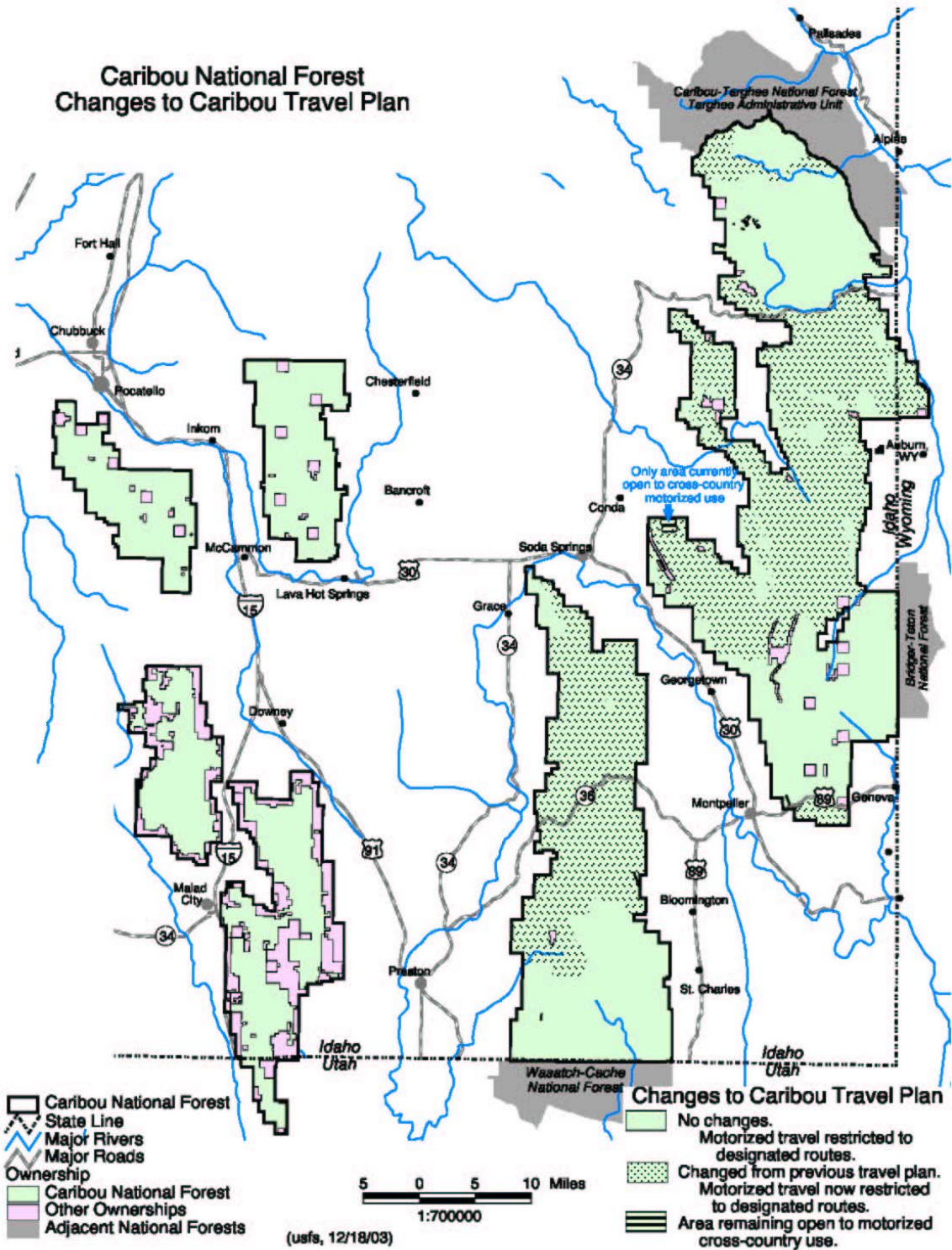
The workshop opened on Friday evening, January 9, with participants securing name tags and a workshop schedule (Appendix E). Twenty-six people were in attendance, excluding hosts, sponsors, facilitators, and natural resource managers, the latter participating solely as resource providers on this evening (Appendix F).

The workshop opened with a general welcome by USU facilitator Terry Sharik, followed by the introduction of the host and sponsor (TRCP). Host Trent Clark of Monsanto Corporation gave a word of welcome and explained the layout of the facility and emergency evacuation procedures. Sponsor Rick Brasher of TRCP gave a brief explanation of why his organization decided to sponsor the workshop. Part of TRCP's mission is to bring diverse groups together to discuss public lands issues and policies. With Forest Management Plans widely under revision, travel planning is the focus of motorized access issues. The Caribou planning process appears to be a prime example of the complex decision-making that must occur. Fitting the mission of TRCP, the reason for the sponsorship of this project is to ensure that hunters and anglers are a part of the dialog, as too often their voices and interests have not been at the table when the sometimes contentious debates about vehicle use occur.

Facilitator Sharik introduced fellow facilitators Steve Burr and Michael Butkus, also from Utah State University. He then introduced graduate student assistants Pete Gomben, Nathan Lewis, Adam Neidig, and Nathan Wagner.

Facilitator Sharik then introduced participants to some common elements (i.e., words and phrases) of collaborative learning endeavors with a handout (Appendix G), and asked them to think about these elements and be prepared to indicate those they felt were most important to them as a part of this collaborative learning experience. He also invited participants to submit additional words not on the list that they felt were important. The results of this exercise were to be handed in at the end of the workshop for analysis.

Figure 1: Changes to Travel Plan, Caribou National Forest



Facilitator Sharik then shared with the participants a statement from Wondolleck and Yaffee (2000) regarding a successful collaborative learning endeavor in the area of natural resources management. This example involved the Coalition for Unified Recreation in the Eastern Sierra (CURES), initiated in 1991:

CURES's success is a direct result of improving the way that the people in the region interact, as is the case with many of the successful collaborative initiatives we studied. People invested in the process of interaction, not just the products. Processes were developed that were effective at involving people and they were well organized and facilitated. Stakeholders viewed the processes as meaningful and legitimate because they were involved in a substantive and ongoing way. Finally, the processes ensured that commitments were upheld and relationships maintained by creating incentives, generating resources, or establishing structures that promoted ongoing interaction.

Sharik went on to suggest that it was not realistic to believe that travel management on the CNF was free of conflict among users of the forest, that conflict was natural, and that it was important to surface this conflict if it was to be managed. He defined conflict as “perceived goal interference among interdependent parties,” based on Daniels (personal communication), who drew upon the work of Wall (1985) and others.

Facilitator Sharik then reviewed the workshop context and objectives, restating what had been articulated to the prospective participants in the November 21st letter (see page 2 of this report) and in the document on “Orientation to Travel Plan Revision for the Caribou National Forest” enclosed with the letter sent to confirmed participants on December 19th (Appendix B). Sharik reiterated that the published results of this workshop would inform the revision of the TMP. Participants were also asked to consider the workshop a small first step in an ongoing process.

Facilitator Sharik then explained that the participants would be placed in stakeholder groups, based on the results of the original survey sent out with the letters of invitation. Accordingly, the groups consisted of motorized and non-motorized users, who in turn were split in two—with the various types of motorized and non-motorized users assigned evenly to each group—to create four groups of about eight people each. Based on a query of participants attending the workshop it was determined that over 90 percent were either hunters or anglers. Within the group of motorized participants there were four different types of vehicles used for recreational travel: All-Terrain Vehicle (ATV), Off-Highway Vehicle (OHV), off-road motorcycle, and snowmobile. Similarly, there were five different types of non-motorized recreational travel identified: hiking/backpacking/walking, mountain biking, horseback riding, cross-country skiing, and snowshoeing. The small group size was designed to foster involvement on the part of all participants. Each group was convened in a separate room and its activities overseen by a facilitator and a graduate assistant. The three facilitators from Utah State University were joined by Deborah Tiller from the Forest Service’s CTNF.

It was also explained to participants that the natural resources managers from the four agencies noted above would assume the dual roles of learning resource providers and stakeholders, with numbers roughly equal to the other stakeholder groups.

Individuals in each group were given a Collaborative Learning Workshop Worksheet (Appendix H) to complete in order to assist them in describing, “What is important to you about your recreational use of these Ranger Districts?” They were also asked to give their vision for future recreational use of the two forest districts. These vision statements were captured on flip charts and in notes taken by graduate assistants using laptop computers. Participants were then asked to identify areas of past recreation use and those of concern, and to explain why. They were directed to transfer the spatial information from the 8.5 x 11 inch map of the CNF (Figure 1) sent to them in the mail on December 19 onto a large wall-version of the map, using a Mylar overlay such that all overlays formed a composite representation of the group’s input. One of the participants argued that the one area depicted as open to cross-country motorized use in Figure 1 was an under-representation, whereupon Forest Service personnel concurred. Finally, each group was asked to identify a spokesperson(s) who would present the group’s findings to all workshop participants on the following morning. The spokespersons were given the Mylar overlays, flip-chart notes, and copies of the proceedings recorded by the graduate assistants (Appendix I) as resource materials. Each participant was asked to give the facilitators their 8.5 x 11 inch maps bearing their names for use in determining mixed-stakeholder groups to be convened on the next day.

On the following morning, the workshop opened with a restatement of the process to be followed and the ground rules or rules of engagement. Facilitator Sharik shared the following statement with the participants from Wondolleck and Yaffee (2000) on the “responsibility of participants for ensuring accountability in collaborative processes.”

At one level, all participants in the process have an obligation and considerable incentive to do so.... Participants in these processes are investing considerable time and energy in trying to solve problems and resolve disputes. They can achieve their own ends and receive benefits from the effort they have invested only if the process is ultimately deemed acceptable to other participants and agency decision makers, as well as to those who would challenge the process’s agreements. Hence, each participant has a considerable incentive to make sure that the group’s decisions are credible and legitimate. Otherwise, they have wasted a lot of their own time.

This was followed by the sharing of a second statement from the same source regarding the unique role and responsibility of government agencies and institutions in collaborative processes, as follows.

While they [natural resource management agencies] should be capitalizing on opportunities to collaborate, they must recognize that they—and only they—are the final decision makers.

Some argue that the role of agency participants in collaborative processes is solely as a facilitator of other participants’ interactions. However, based on our review of successful collaborative processes, it is clear that where a group succeeded and was held in high regard by the broader community, the agency did not step back into a purely facilitative role. Rather, it provided essential leadership that guided the group while simultaneously representing its own interests within the process.

It ensured that the sideboards provided by existing law and regulation were in place and understood, and that those individuals present recognized that implementation of decisions could occur only through established administrative processes, including procedures for public review and comment.

Facilitator Sharik explained that the first session would involve a sharing of stakeholder perspectives from the previous day. Following a ten-minute presentation by each of the groups, questions would be entertained from the audience for the purpose of clarification or elaboration to enhance learning. Facilitator Sharik emphasized the fact that this exercise was designed to heighten stakeholders' understanding of each others' perspectives, and thus presenters were not to be challenged on their conclusions. Moreover, participants were asked to address each other in a civil manner. It was explained that following the presentations and questions from the audience, participants would be asked to share what they felt were areas of agreement or common ground that could be used as the foundation upon which various stakeholders might reach consensus on travel modes and routes in specific areas on the two forest districts. Finally, it was stated that if time permitted, participants would be asked to formulate a problem statement that had the form, "How can we _____ while also _____?"

A paraphrased summary of the presentations by a representative from each of the stakeholder groups follows. Drawing numbers from a common pool determined the order of presentations.

Kathryn Goldman and Tom Hulme from the first non-motorized group gave the opening presentation. Kathryn introduced group members and their interest in the forest as hunters, fishers, backcountry skiers, etc. She said their primary concern was the availability of quiet recreational experiences on public land and a place for wildlife to reproduce and remain undisturbed. In addition, she said the group wanted future generations to have the opportunity for similar recreational experiences as today. Kathryn expressed their concern over safety issues on trails with conflicts between motorized and non-motorized users and different uses in general. The group also felt that education and enforcement were important and need to be addressed by agencies over the long term, and that clear signage on trails was important. She concluded that perhaps a "closed unless posted as open" strategy for motorized access could be employed.

Tom Hulme followed up Kathryn's remarks with some of his own personal observations and experiences in the forest district. He specifically talked about the deteriorating hunting areas as a result of motorized use. He mentioned that wildlife numbers were lower in motorized areas and that they cannot see the species that they used to see, especially among the mule deer populations. Tom also said that safety hazards and liability are a huge issue as some motorized users actually "race" through the forest. He mentioned that motorized use also often conflicts with other uses.

Verlyn Parker gave the presentation for the first motorized group. According to Verlyn, his group was in agreement that most designated trails should remain open, but perhaps some would need to be closed because of safety issues, erosion, and impact on wildlife. He proposed that trails could be re-routed in such cases. Verlyn said that the group realized new trails have been made and are a problem. Although some trails are not designated, he said that they do have a purpose and there should be room for negotiation in such cases. Another issue of great importance that Verlyn mentioned was the need to establish a better method of trail marking.

His group also believes snowmobiling should be left “as-is” on the Bear River Range, that trails should be groomed and well maintained, and that restricting access should be considered in concentrated wildlife areas. It was determined that ATVs should be restricted to designated trails and roads in the Bear River Range, should be used for hunting if used on designated trails but allowed off-trail to retrieve game, and there should be exceptions for handicapped people. Verlyn again recognized the need to eliminate the making of new trails and to stick to designated routes as such activity could mean denied access to the forest in the future. He went on to say that we need better connecting trails, improvement to existing trails, and to preserve the forests and experiences for future generations. He said there needs to be better education because freedom to use public lands means responsibility. Verlyn finished by saying people use the forest for a variety of reasons – not just for motorized use providing access.

Adena Cook, from the second motorized group, gave the next presentation. She said that she was representing motorized users, but that the group itself was diverse with lots of experience including hunting, snowmobiling, hiking, ATVs, fishing, etc. The overall vision of the group was to establish a premier recreation experience for diverse recreationists by having “on the ground” trails systems and facilities, and then managing them. She acknowledged that different groups have different resource needs and gave the example of motorized users needing trail “degrees-of-difficulty” to be marked and loops provided. She also mentioned the need for enforcement and supporting education to assist in enforcement. She said that the group supports “open” trails unless posted for non-motorized use and that we should make good use of existing resources (e.g. convert logging roads to trails). Adena acknowledged differences between winter and summer use and said there should be the availability of funding to accomplish a state ORV Recreation Trails Program. Adena said the group recognized that there is local “self-determination,” and said that we need to manage the expectations of recreational users and take into consideration the needs of other resource users (i.e., ranchers, loggers, miners). She also said that the needs of wildlife are important, especially with declining populations of deer. She also noted there needs to be an appreciation of our history through interpretation. Adena finished by saying that the common thread is to protect the resource for today and tomorrow through active management.

The next presenter was Marv Hoyt, representing the second non-motorized group. He identified the group’s vision to be large expanses of silent areas designated for non-motorized use. It was important to them to not have to hear motors. According to Marv, the group also felt that all illegally created trails should be closed, enforcement to the point of “confiscating the machines” should be a priority, and there should be a big budget to support these efforts. Marv explained that places where ecological processes take place should take precedence over recreation, that trails and roads marked open can be used but should otherwise be treated as closed, and that there should be more emphasis on non-motorized recreation. He said that the group was concerned about the exponential increase of motorized recreation and the associated impacts on wildlife, water quality, and non-motorized recreation, especially in the Stump Creek and Diamond Creek areas. Marv also said that the group would like to see more trails designated for cross-country skiing only.

As mentioned previously, the natural resource managers were the final group, and Dave Whittekiend of the US Forest Service gave the presentation. Although he represented four different management agencies, each with a different mission, he mentioned all were similar in

that they serve recreationists. Dave identified areas of agreement between agencies to be the importance of wildlife and fish considerations, the importance of education about resource issues, and the importance of getting public acceptance of decisions that would hopefully lead to compliance. Dave said that the public has to understand that managers are bound by legal statutes and constraints. Dave also explained that agency employees are just as diverse, are also forest recreationists, and have a lot of the same interests and concerns as the general public. The vision of the natural resource managers was for recreational use to be sustainable, for collaboration among parties to take place leading to compliance, and to provide a wide spectrum of recreation opportunities within legal constraints. Such constraints would protect the resources of the land, but Dave acknowledged that this would require an allocation of the resources and their use. Dave then identified some of the points of concern to be areas formally open to cross-country motorized use, route proliferation, priorities for decision making, balancing mixed priorities, how decisions will be made, public involvement process, enforceability, dollars for the maintenance of trail systems, and public safety.

Facilitator Sharik then led the entire group in an exercise that explored common ground emerging from the shared synopses of stakeholder perspectives. What follows is a list of elements that various participants offered up as possible areas of agreement.

- *Illegally pioneered trails should be closed.*
- *Non-sustainable trails that do not enhance recreational experience should be closed.*
- *Some “illegal” trails serve a purpose and should not be removed until further analysis is done.*
- *A thorough and complete inventory is a necessary starting point when assessing travel plans.*
- *It is important to specify recreational opportunities in specific areas.*
- *Any road or trail that is adversely affecting the resources and/or causing ecological processes should be restored/mitigated or closed.*
- *Users must adhere to agency rules and regulations.*
- *We care about this land.*
- *Future generations should be able to have similar opportunities provided them as we have now.*
- *A variety of uses is desired; it’s a matter of how much and where.*
- *Users should adhere to what is on a travel map—opened areas are open and closed areas are closed.*

- *Trust and openness are important.*
- *Education leads to increased awareness and compliance.*
- *Adequate resources are fundamental to our progress.*
- *Consideration of wildlife and habitat is important.*

Except perhaps for the statements on the need for a complete inventory and adequate resources, openness, trust, and caring for the land, a consensus was not reached due to one to a few dissenters among the group. Thus, it is more reasonable to characterize the above statements as providing “near agreement.”

There was insufficient time to formulate a problem statement of the form stated above.

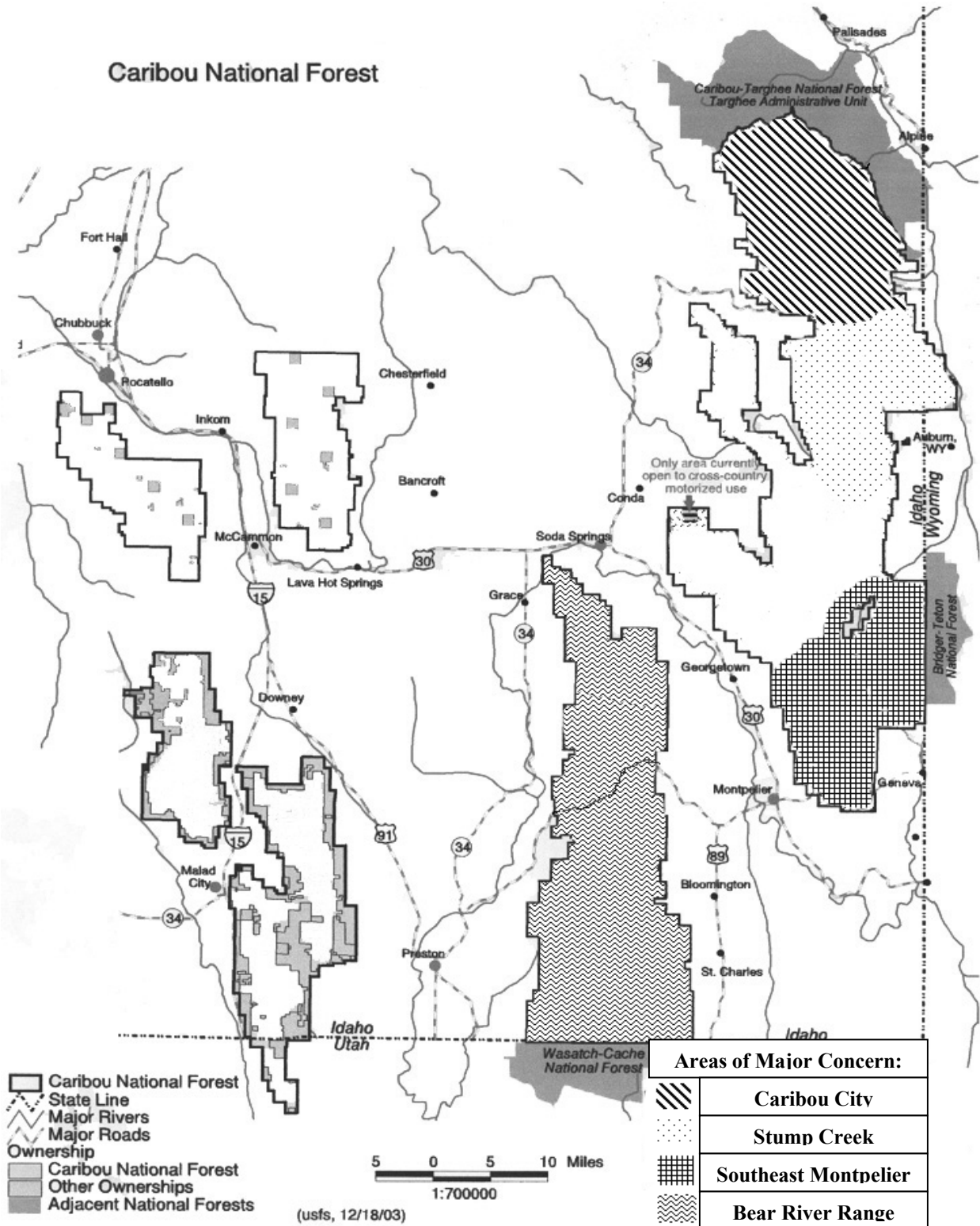
Following a mid-morning break, the participants were organized into mixed-stakeholder groups on the basis of the original survey results and the information gleaned from the maps submitted by participants the previous evening. Accordingly, there were four groups defined on the basis of the four geographic areas about which they had the most concerns regarding recreational travel management, respectively. The nine natural resource managers were assigned to each of the four groups in nearly equal numbers based either on their familiarity with or management concern about a geographic area. The four areas and the number of participants in each were Caribou City with 8, Bear River Range with 11, Southeast Montpelier with 9, and Stump Creek with 6 (Figure 2).

Each of the four mixed-stakeholder groups was given a large-scale travel plan map and 1:24,000 scale topographic maps of their area of concern and asked to determine travel routes and modes of travel for these areas, including alternatives. Facilitator Sharik explained that the groups were to attempt to reach consensus, but that if they could not, it was important to understand why and to be able to articulate this to the entire workshop participant body. As with the “pure” stakeholder break-out groups (i.e., motorized and non-motorized), each was convened in a separate room by a USU facilitator and a graduate assistant, the latter recording the deliberations on a laptop computer (Appendix J) and the former taking notes on flip charts. The break-out sessions were to end with each group selecting someone to present to the entire body after the lunch break. The non-natural resource manager participants were encouraged to represent themselves more than any organizations with which they may be affiliated.

A summary of the presentations by a representative from each of the four mixed-stakeholder groups follows. The order of presentation among groups was likewise random.

Tony Varilone of the Caribou City group gave the first presentation. He stated that the group agreed to two things: first, to keep things generally the same in terms of management, though boundaries might change slightly; and second, the group agreed to disagree. One of the big issues was Winchell Dugway. Part of the group wanted to open it to motorized use; the other part of the group did not. Tony said that Winchell Dugway existed before the Forest Service made it a road, and hence, it belonged to the public. Yet, the group could not come to a

Figure 2: Areas of Major Concern Identified by Workshop Participants



resolution on the issue. Tony also mentioned that the group had quite a discussion about the wildlife aspects of motorized and non-motorized use.

Jeff Cook of the Bear River Range group gave the second presentation. He acknowledged that the group members possessed a lot of good, local knowledge about the area and had a lot of diversity. The group looked at the southern half of the area where designated motorized routes existed under the previous travel plan. Though they tried looking at the area at several different scales from large to small, Jeff said the group concluded that a process like this would take much more time.

Jerry Bullock from the Southeast Montpelier group gave the next presentation. He said that the group did not get to do any mapping, but just talked over things. One of the things they talked about was that rules can be complicated, and people can innocently fail to follow rules and limitations when there are mixed uses. Jerry said that the group looked at an area that was open to cross-country use and decided that it was insufficient. They also discussed the issue of what vehicles are appropriate and on what types of motorized trails. He said there is the need for trail difficulty to be assessed and described, but because the Feds would be liable, perhaps user groups could take responsibility for this. Open motorized route density and wildlife protection were also discussed and the group felt that both were appropriate. Some of the other points that Jerry made were that the cultural environment (i.e., marketing and advertising) of the motorized crowd was seen by all as a problem, that there is a need for self-enforcement in addition to education, and that hunter safety style courses are a good idea and should be applied to ATVs. Jerry concluded with the idea that such preventative actions would emphasize responsibility, safety, and ethics to the motorized crowd.

Tom Hulme of the Stump Creek group gave the final presentation. Tom said his group felt very much the same about things. They agreed to the notion that there cannot be every use on every acre and that some of the most pristine areas left in southeastern Idaho need to be protected. Tom's Stump Creek group was the only group to make progress on the mapping. Tom made the following comments to let the rest of the workshop participants know about some of the decisions they made on the maps: many of the trailheads were left open so people could have access; mule deer areas on the ridges had a lot of damage and should have limited access; and ATVs and bikes should be limited in some areas because they are some of the most pristine left in Idaho. Tom brought up the point that people are driving ATVs off of the designated roads because traditional access has been closed as a result of private landownership. Some of the areas need to be left open for motorized access because access would otherwise be impossible.

Overall, it was apparent that little consensus was reached by the various groups regarding modes and routes of travel. However, on the positive side, nearly every participant spoke up in the break-out group discussions (Appendix J). As a follow up, facilitator Sharik queried the group on what they thought were the limitations to reaching agreement. The following reasons were offered:

- (1) insufficient time;
- (2) insufficient information, including non-motorized use of the forest, inventory of non-system roads, and draft of proposed action;
- (3) lack of trust;
- (4) lack of accountability;
- (5) lack of equipment to enforce the decibel law;
- (6) lack of on-site visits;
- (7) legal appeals;
- (8) too far down the road with the process;
- (9) historical influences;
- (10)

everyone wants to have it their own way; (11) different value systems; (12) our inputs only inform the public process in the broader national arena; and (13) we are a select group. Sharik noted that in order to move forward the group would likely need to strategize on how to remove these barriers. Moreover, one of the participants suggested that in order for the process to be successful, citizen input would need to be part of the final travel plan.

There then ensued a general discussion of how the group might proceed from here relative to providing input to the development of a travel management plan (Appendix K). It was suggested there would need to be a detailed look at each trail on a case-by-case basis with reasons given for opening or closing each. There was also a general sense that users were going to have to work on understanding each other better and building trust, with the realization that a balance between motorized and non-motorized use had to be obtained. One non-agency participant suggested that until the current appeals on the Forest Plan are resolved, any future efforts on the part of this group were likely to be wasted. In response, an agency person pointed out that the forest districts would continue to be used and that the Forest Service would be moving forward with its travel planning regardless of the appeals. Moreover, it was pointed out that there is a lot of work that could be accomplished that wouldn't be affected by a modification in the Forest Plan as a result of appeals.

The group was then asked if they were to meet again, what their goal would be. The general consensus was that the Forest Service should put together proposed motorized and non-motorized routes of travel for specific areas in a draft TMP, and then let the group meet and review these recommendations. This would allow the group to discuss the value of site-specific routes and alternatives, and offer recommendations that represent a consensus, by evaluating trail by trail with respect to openness, closure, use, etc. Such meetings should involve a diversity of people at several locations. In so doing, this effort would aid in the development of a proposed action and alternatives for travel on the CNF (scheduled for completion in mid February).

Forest Service personnel at the workshop indicated that from their perspective the present gathering allowed people to get to know each other, and thus the proceedings of the workshop should be helpful in determining alternatives.

Facilitator Sharik suggested to the participants that while this collaborative learning exercise focused on Forest Service land, there was nothing stopping them from doing this sort of exercise on a regional level to include all lands regardless of ownership. Such an approach could influence the planning process on all lands, including those of the Forest Service.

Facilitator Sharik thanked everyone for their participation, and their civility in particular. He reiterated that the proceedings of the workshop would be made public, but gave participants the opportunity to remove their names and/or addresses from the participant list if desired. Workshop participants were then asked to anonymously complete a written evaluation questionnaire (Appendix L) on the two-day experience and leave this with the facilitators. They were also reminded to hand in their exercise on key words and phrases in collaborative learning.

The workshop was concluded with a restatement of the following quote from Wondolleck and Yaffee (2000), regarding the successful learning endeavor on the eastern slopes of the Sierra, focused on recreation.

CURES's success is a direct result of improving the way that the people in the region interact, as is the case with many of the successful collaborative initiatives we studied. People invested in the process of interaction, not just the products. Processes were developed that were effective at involving people and they were well organized and facilitated. Stakeholders viewed the processes as meaningful and legitimate because they were involved in a substantive and ongoing way. Finally, the processes ensured that commitments were upheld and relationships maintained by creating incentives, generating resources, or establishing structures that promoted ongoing interaction.

WORKSHOP EVALUATION

The Workshop Evaluation Questionnaire asked a number of questions regarding the overall effectiveness of the workshop and gave participants the opportunity to provide any additional feedback or comments (Appendix L). Of the 34 participants and federal land managers who attended, 32 or 94% responded. The results, found in Appendix M, are summarized here.

Question 1 of the evaluation asked, **“From your perspective, did this workshop meet [its] objectives?”** The objectives were to: (1) understand and appreciate the diversity of recreation activities that are present on the two districts; (2) understand the potential impacts of these various activities on each other and on local ecosystems; (3) provide input for the development of a revised Travel Management Plan (TMP) that minimizes conflicts among user groups while maintaining the integrity of local ecosystems; and (4) establish working groups for future input to the TMP process. All of the respondents indicated the workshop generally or only slightly met the stated objectives, and no one responded that it did not. From the accompanying comments, it appears the majority of the participants were very appreciative of the opportunity to collaborate, “exchange ideas,” and have a “learning experience.” Although this question specifically referred to the four objectives presented above, comments seem to show participants also evaluated this workshop based on their own objectives and/or expectations. For example, some individuals had the expectation the workshop should have accomplished more site-specific trail recommendations and decisions. Other participants hoped that specific ecosystem effects could have been better addressed. In reference to the four specific objectives, some people felt objectives 1 and 2 were addressed well, but objectives 3 and 4 were lacking.

Question 2a of the evaluation asked, **“How did your participation affect your understanding and/or appreciation of the diversity of recreational activities that are present on the two forest districts?”** This question directly referred to objective 1. The majority responded that the workshop increased or greatly increased their appreciation. A fair number responded that it had no effect. This response may be interpreted to mean either that the workshop did not have either a positive or a negative effect on their understanding and appreciation, or that these participants already had a pretty good understanding of the diversity and were, therefore, not surprised at what they found or experienced. No one indicated that it decreased or greatly decreased his or her understanding.

Question 2b asked, **“How did your participation affect your understanding and/or appreciation of the potential impacts of these various activities on each other and on local ecosystems?”** Again with this question, no one indicated that it either decreased or greatly

decreased his or her understanding. However, over half of the participants felt that it had no effect, with the remainder indicating that it either increased or greatly increased his or her understanding.

Question 3 asked, **“How satisfied are you with this opportunity to provide input for the development of a revised TMP?”** Almost all of the respondents indicated they were very satisfied, satisfied, or somewhat satisfied about their opportunity to provide input. Only two participants indicated they were somewhat dissatisfied. From the comments given, most of the participants were appreciative of the communication that took place among parties. There were also a few people who expressed caution about how their input was received, depending upon the outcome.

Question 4 asked, **“Do you feel your opinions were heard?”** Almost everybody indicated they felt their opinions were heard, with only a single individual indicating that he or she did not.

Question 5 of the evaluation asked, **“Do you feel different stakeholders were treated fairly? If no, why not?”** Twenty-six of thirty-two people said that they felt stakeholders were treated fairly and four others said somewhat fairly. The two people that said “No” commented, “Motorized users overshadowed others by numbers,” and “There are more interests and stakeholders regarding the Travel Plan than motorized/non-motorized....”

Question 6 asked, **“Do you feel your input will be taken into account? If no, why not?”** The majority of the people in this question felt their input would be taken into consideration as nearly all indicated “Yes” or “Probably.” Those that said “No” reasoned there was not enough time for communication, the travel plan has already been finalized, or the finished plan will be a result of a court decision, in which case their input would not be taken into account.

Question 7 asked, **“How satisfied are you with the process and procedures utilized in this CLW?”** Again in this question, all but two respondents indicated they were satisfied or somewhat satisfied, and one individual indicated he or she was very satisfied. Two other individuals indicated they were somewhat dissatisfied.

Question 8 asked, **“How satisfied are you with the facilitation for this CLW?”** The majority of the respondents were very satisfied, satisfied, or somewhat satisfied, and only two individuals indicated they were somewhat dissatisfied.

Question 9 asked, **“Overall, how useful do you feel this CLW has been for you?”** No one indicated the CLW was “not at all useful.” Most of the participants felt the workshop was “very useful,” “quite useful,” or “somewhat useful.”

Question 10 asked, **“What do you feel will be the future outcome of the results of this CLW?”** There were a couple of ideas that seemed to be repeated, including speculation about how the workshop relates to the National Environmental Policy Act (NEPA), uncertainty about what the outcome would be, and the polarity of differing sides or viewpoints. Others commented about how the workshop was a good starting point, that the workshop should be a template for future working groups, and that much more work still needs to be done.

Question 11 asked, **“What would you like the outcome future to be?”** This question had a wide variety of responses. Some comments were “a better informed public,” “fair use by all,” “a workable solution,” and “feasible alternatives.” A lot of people took this opportunity to reiterate their personal opinions on the issue (i.e., more ATV use, less ATV use, etc.), including opinions about specific areas (e.g. Winchell Dugway). Other participants indicated they hoped working groups and continued participation would be the outcome of the future.

Question 12 asked, **“Are you willing to be a member of a working group in the future?”** Only two of the thirty-two participants indicated they would not be willing to be a member of a future working group. Two more individuals said “maybe,” depending on workshop location, time frame, etc. Four indicated this question was not applicable or left the answer blank. It may be that these individuals were federal land managers who would be involved anyway.

Question 13 asked, **“Do you have any additional comments you would like to share?”** Most of the comments shared here expressed appreciation for the dialogue, facilitation, and the opportunity to get together for communication. A couple of individuals again mentioned their desire for an on-going process and future meetings. One interesting comment came from an individual who felt that they could have been a more active participant if they had been better prepared with information on the current TMP and proposed changes.

Also analyzed were the results of the exercise on key words and phrases in collaborative learning (Appendix N). The most frequently mentioned words by workshop participants were “conflict,” “listening,” “trust,” “communication,” and “concerns,” in that order. Only two of the 60 words and phrases originally presented to the participants were not mentioned at least once, i.e., “decentralized” and “outreach.” Seventeen words were added to the original list by the participants, but only one, “diversity,” was mentioned by more than one respondent.

CONCLUSIONS

Based on the results of the evaluation questionnaire administered to participants, the workshop was successful in terms of people gaining an appreciation for the diverse and conflicting perspectives represented and in opening up lines of communication among people representing divergent viewpoints. In contrast, the workshop seemed far less effective in terms of providing site-specific input to the development of a revised TMP on the two forest districts. This was borne out by the very terse presentations given by the mixed-stakeholder groups charged with developing site-specific recommendations, in comparison to the very robust presentations given by the pure stakeholder groups who were asked to give their vision for the future recreational use of the two forest districts and to identify areas of special concern. This outcome was reinforced by the fact that the participants collectively found few matters about which they could reach full agreement, while at the same time offering up a number of limitations or barriers to reaching agreement. These limitations included a number of factors related to interpersonal relationships, such as lack of trust and accountability, which were also expressed either directly or indirectly by the words that participants identified most frequently as important to them in the collaborative learning process, i.e., conflict, listening, trust, communication, and concerns. Insufficient information or knowledge was also invoked as a barrier to providing site-specific input for the TMP. Some of this information already existed, but the workshop process perhaps relied too

heavily on participants' prior exposure to this information and on "on-the-ground" familiarity with the two forest districts. In this regard, a segment of the workshop might have been devoted to building the knowledge base of participants and identifying gaps in the knowledge base.

Despite the limitations to the success of the workshop noted above, perhaps one of the most encouraging outcomes was the fact that only two of the participants indicated that they would not be willing to be a member of a working group in the future that would provide input to travel management plans on the forest districts. This outcome, when coupled with the civility and high level of engagement exhibited by workshop participants, portends a positive future for the management of these forest districts and the viability of the ecosystems that provide the recreational opportunities desired by the participants. As was expressed throughout the workshop and reinforced by several case histories, successful collaborative endeavors require sustained involvement on the part of those who care about the land.

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Wondolleck and Yaffee. 2000. Making collaboration work: Lessons from innovation in natural resource management. Island Press: Washington, DC.

Appendix A: First letter to invitees with survey form.

November 21, 2003

Dear _____:

The Theodore Roosevelt Conservation Partnership (TRCP) has enlisted Utah State University (USU) to facilitate a two-day collaborative learning workshop at the conference facility of Monsanto Corporation, 1853 Highway 34, in Soda Springs, ID (go to Visitor Parking and then through Security) on January 9-10, 2004. The workshop is aimed at engaging various user groups in providing input to the development of the Travel Management Plan (TMP) for the Soda Springs and Montpelier Ranger Districts of the Caribou-Targhee National Forest. The goal for the workshop is to bring interested groups and individuals together to discuss their needs and desires concerning the road and trail networks on these districts. Some areas within these districts were formerly managed to allow cross-country motorized travel. The Final Revised Forest Plan for the Caribou National Forest (March 2003) manages motorized travel on designated routes on 97% of the Forest and sets motorized road and trail densities for various prescription areas. The specific designated routes will be determined when the Caribou Travel Plan is revised. The revision process will begin in January of 2004.

Specific objectives of the workshop are to provide various Forest users with opportunities to: (1) understand and appreciate the diversity of recreational activities that are present on the two districts, (2) understand the potential impacts of these various activities on each other and on local ecosystems, (3) provide input for the development of a revised TMP that minimizes conflicts among user groups while maintaining the integrity of local ecosystems, and (4) establish working groups for future input to the TMP process.

The general format for the two-day workshop is as follows:

Day 1 (Friday evening)

7:00-9:00 p.m.: Individual stakeholder groups meet concurrently with USU facilitators to: (1) discuss their perspectives on travel management on the Soda Springs and Montpelier districts and (2) identify areas of common resolve and areas of concern. Stakeholder groups will be formulated based on the results of the attached survey that identifies forest user activities and preferences. Accordingly, we ask that you complete the survey and return it to us by December 15 in the enclosed self-addressed, postage-paid envelope. Return of the survey will confirm your attendance at the workshop.

Approximately 10 days prior to the workshop, you will receive information on the two forest districts that will provide further details on the existing road and trail network and the Travel Plan Revision process. You can also find the Final Caribou Forest Plan on the Caribou-Targhee National Forest web site at www.fs.fed.us/r4/caribou-targhee/projects/caribou_plan/index.shtml

Day 2 (Saturday)

8:30-9:00 a.m.: Overview of Process and Rules of Engagement

9:00-10:00 a.m.: Shared Synopsis of Stakeholder Group Perspectives (from previous day's meetings)

10:00-10:30 a.m.: Break

10:30-noon: Mixed-Stakeholder Group Break-Out Sessions, aimed at formulating alternatives for vehicular use of roads and trails in specific segments of the two forest districts, and prioritizing these alternatives.

Noon-1:00 p.m.: Lunch

1:00-3:00 p.m.: Presentation of Mixed-Stakeholder Group Recommendations and Discussion

3:30-4:00 p.m.: Next Steps in the Process

4:00 p.m.: Adjourn

We hope that you will join us in this opportunity to make the Soda Springs and Montpelier Districts of the Caribou-Targhee National Forest places where various stakeholders are able to join together in crafting a TMP that is sensitive to each others' needs while ensuring recreational opportunities for future generations and the integrity of local ecosystems upon which these opportunities depend.

Please do not hesitate to contact us if you have questions about the workshop format or related matters.

Sincerely,

Terry L. Sharik, Ph.D.
Professor and Head
Department of Environment and Society
College of Natural Resources
tlsharik@cc.usu.edu
435-797-3270

Steven W. Burr, Ph.D.
Associate Professor and Director
Institute for Outdoor Recreation and Tourism
swburr@cc.usu.edu
435-797-7094

Michael F. Butkus, M.S.
Program Administrator
Institute for Outdoor Recreation and Tourism
mbutkus@cc.usu.edu
435-797-2530

Please respond to the following questions. Your responses will be helpful to us in finding out about your Caribou National Forest recreational activities and preferences, and assist us in forming working groups for the Collaborative Learning Workshop on January 9-10, 2004.

Please return your completed survey no later than December 10, 2003.

1. Which of the following best represents your **primary** mode of travel while participating in outdoor recreation activities on Caribou National Forest lands during the spring, summer, and fall seasons and during the winter season? Please circle only one activity for each.

Spring, Summer, and Fall Seasons Winter Season

All-Terrain Vehicle (ATV) Riding

Cross Country Skiing

Off-Highway Vehicle (OHV) Riding
(4-WD, SUV, pick-up, jeep)

Snowshoeing

Snowmobiling

Off-Road Motorcycle Riding

ATV Riding

On-Highway Vehicle Riding
(low clearance vehicle, 2-WD)

Hiking/Backpacking/Walking

Mountain Biking

Horseback Riding

2. Over the past 12 months, how often were you on the Caribou National Forest participating in your **primary** seasonal outdoor recreation activity?

Spring, Summer, and Fall Seasons

Winter Season

- a. 50 or more times
- b. 25-49 times
- c. 10-24 times
- d. 2-9 times
- e. only once

- a. 50 or more times
- b. 25-49 times
- c. 10-24 times
- d. 2-9 times
- e. only once

3. If your **primary** outdoor recreation activity involves the use of a **motorized vehicle**, which one statement below best represents the most common use you make of that vehicle while recreating on the Caribou National Forest?

- a. general riding with no particular destination
- b. riding to access a hunting or fishing area
- c. riding to access some other area, such as a scenic view, picnic area, campground
- d. other (please explain) _____

Please return this survey sheet in the enclosed postage-paid envelope to:

Institute for Outdoor Recreation and Tourism
5220 Old Main Hill
Utah State University
Logan, UT 84322-5220

Your return of this survey confirms your attendance at the Workshop. Thank you.

Appendix B: Second letter to respondents, with “Orientation to Travel Plan Revision for the Caribou Forest” attached.

December 19, 2003

Dear _____:

The purpose of this letter is to confirm your participation in the Caribou National Forest Travel Management Planning Workshop to be held in the Monsanto Company Plant conference rooms the evening of Friday, January 9th, and all day Saturday, January 10th, 2004. If you are unable to participate in the workshop, or intend to designate a representative to replace you, please contact us immediately with this information.

Enclosed please find an **Orientation to Travel Plan Revision for the Caribou Forest** produced by the USDA Forest Service, Caribou-Targhee National Forest, for your information about the process involved in producing Travel Management Plans (TMPs). As facilitators of the workshop, we believe your understanding of this process will enable you to more effectively participate in the workshop.

Also enclosed is a map of the Caribou National Forest with the Soda Springs and Montpelier Range Districts on the right side of the map. Please take a few minutes and indicate two things on this map:

1. The area of the National Forest you use for your outdoor recreation activities, **outlined using a dashed black line;**
2. The area of the National Forest you have concerns about related to travel management planning, **outlined using a solid black line.**

Please bring this map with you when you come to participate in the workshop. We will use these maps to form working groups to discuss those issues and areas of concern you have identified in the Soda Springs and Montpelier Range Districts.

We will contact you again shortly after the beginning of the New Year with a reminder about the workshop. Thank you for your interest in travel management planning in the Caribou National Forest, and we look forward to your involvement in the workshop.

Sincerely,

Terry L. Sharik, Ph.D., Professor and Head
Department of Environment and Society
College of Natural Resources
435-797-3270
tlsharik@cc.usu.edu

Steven W. Burr, Ph.D., Associate Professor and Director
Institute for Outdoor Recreation and Tourism
435-797-7094

Michael F. Butkus, M.S., Program Administrator
Institute for Outdoor Recreation and Tourism
435-797-2530
mbutkus@cc.usu.edu

Orientation to Travel Plan Revision for the Caribou Forest **December, 2003** **Caribou-Targhee National Forest**

What is travel planning?

Travel planning is an allocation process based on social and resource concerns. The Caribou Forest has set restrictions on certain types of travel since the early 1980s. Reasons for travel restrictions include: reducing impacts to wintering wildlife, avoiding fragile soils, maintaining municipal watersheds, ensuring user safety, and providing areas for non-motorized use. Stock and foot traffic are rarely restricted. A hiker can travel on most forest roads and trails. Motorized vehicles may be restricted to designated routes and to seasons of the year when the roads and trails are dry. Some trails are only single-track trails, and ATV use is not recommended.

The travel plan map identifies how each travel route is managed, and the details of access. It answers such questions as, "Can I take my motorcycle on this trail? What time of year is this ATV trail open? Can I go off the road, to park my truck and then ride my mountain bike to that ridgeline? Is this trail open to horses? Is this area open to snow machines? A travel plan map identifies the allowed uses for each area, road or trail.

Why revise the Caribou Travel Plan?

The Caribou-Targhee National Forest proposes to revise the Caribou Travel Plan. The Caribou Travel Plan has not been revised since 1988 and methods of travel have changed since that time. The 2003 Revised Caribou Forest Plan* (RFP) provided new direction, and the new travel plan will implement these changes. **Under the new Revised Forest Plan direction, most motorized travel is restricted to designated routes, most areas have prescribed open motorized route densities, and there are new standards and guidelines for the forest transportation system.**

The revised Caribou travel plan will provide direction for travel on the Caribou Forest's three ranger districts, the Westside (Pocatello and Malad), Soda Springs, and Montpelier. The Curlew Grasslands and the Targhee portion of the Caribou-Targhee National Forest have separate resource management plans that address travel and access. The revised travel plan will meet the desired condition for the Caribou transportation system as described in the RFP (pg.3-36):

The transportation system provides access to the Forest to meet planning and management goals including recreation, special uses, timber management, minerals development, and fire protection.

The transportation system is safe, environmentally sound, and is responsive to public needs and affordable to manage and maintain.

The Forest provides a variety of road and trail opportunities, including motorized and non-motorized experiences.

* The 2003 Revised Caribou Forest Plan is available at your local Forest Service office or you can view it on-line at www.fs.fed.us/r4/caribou-targhee.

Caribou Travel Route Inventory

Forest staff updated the travel routes inventory during the summer and fall of 2003. The inventory was refined using 1999 orthophotos, aerial photos and GPS data gathered by forest personnel. The inventory shows system roads and trails and other visible travel routes. Non-system travel routes are created from a variety of activities, including historic timber harvest, historic mining, minerals exploration, temporary timber roads, special use travel routes, and routes created by repeated cross-country recreational use. The inventory may not depict every non-system travel route, but we have attempted to capture routes that are receiving repeated use. If you feel the inventory is in error, please share your concerns with Forest Service staff.

New Direction from the Forest Plan

Before the RFP, the north end of the Bear River Range and portions of the Caribou Mountains south to the Pruess Range were open to cross-country motorized use. This was leading to the creation of redundant travel routes, adverse resource impacts, and recreation user conflicts. The RFP prescribes that motorized vehicles stay on designated routes on 97% of forest acres. Huckleberry Basin, on the Soda Springs Ranger District, has numerous travel routes and this area is still managed as open to cross-country motorized use. See the attached map depicting RFP changes to the Caribou travel plan.

The RFP also prescribes open motorized route densities (OMRDs) for most areas of the forest. ORMD is defined as the miles of designated motorized roads and trails per square mile within a specific prescription area. Areas of concentrated use, such as phosphate mining or developed recreation areas, do not have prescribed OMRDs.

Decision to Be Made

The revised Caribou travel plan:

- **will determine the designated routes for motorized vehicles in areas formerly managed as open to cross-country motorized use;**
- **may decrease or increase designated motorized routes in areas that were restricted in the last travel plan; and**
- **will provide a variety of recreation opportunities while meeting prescribed motorized route densities.**

Public Comment and Proposed Action

The Caribou-Targhee National Forest will release a proposed action for the travel plan in February of 2004. After the proposed action is made public, the forest will host a series of open houses to explain the travel planning process and to gather public comment. Public comments along with suggestions from other agencies will help an interdisciplinary team create travel planning alternatives to consider as part of the environmental analysis or environmental impact statement.

Appendix C: Respondent survey results.

Survey of Workshop Invitees

Included with the workshop invitation letter of November 21st was a one-page survey titled “Your Recreational Use of the Caribou-Targhee National Forest.” The purpose of the survey was to obtain information about workshop invitees that would aid in assigning them to breakout sessions conducted during the workshop.

The three questions on the survey asked for information about:

1. Primary mode of recreational travel during summer and winter seasons;
2. Amount of recreational visitation to the Forest during summer and winter;
3. The kinds of recreational activities of motorized users of the Forest.

Workshop invitees were asked to complete the survey and return it in a postage-paid envelope provided. Each survey was assigned a tracking number. Those invitees who did not return their survey within three weeks were sent a reminder letter and another copy of the survey. The return of the survey was also a confirmation of the invitee’s intent to attend the workshop. A copy of the survey form can be found in Appendix A.

A total of 53 survey forms were sent out to workshop invitees. Of 33 survey forms returned, 31 were filled out either completely or partially enough to be included in this analysis. Table 1 shows the number of survey forms analyzed within each of the invitee groups.

Table 1. Number of survey forms analyzed within each invitee group.

Invitee Group	Survey forms analyzed
Sportsmen	5
Motorized Users	12
Non-Motorized Users	12
Natural Resources Managers	2
Total	31

Sportsmen were identified by the sponsors and natural resource managers as hunters and anglers who did not belong to or represent either a recognized motorized or non-motorized user group. Of the five Sportsmen who returned their survey forms, two indicated they used some kind of motorized vehicle for recreation while three participated in non-motorized recreational transportation. Although eight Natural Resources Managers were sent survey forms, it was agreed that it was not necessary for them to return the forms as they were to be placed in their own breakout group for the Friday session.

Table 2 shows the results of responses given to the first question on the survey asking invitees to identify their primary mode of transportation in the spring, summer, and fall use season.

Table 2. Primary mode of recreational travel spring, summer, and fall season.

Mode of recreational travel	Number
All-Terrain Vehicle (ATV) Riding	7
Off-Highway Vehicle (OHV)* Riding	4
Off-Road Motorcycle Riding	2
On-Highway Vehicle+ Riding	0
Hiking/Backpacking/Walking	10
Mountain Biking	1
Horseback Riding	5
None Identified	2
Total	31

*Off-Highway Vehicle (OHV) is identified as a 4-wheel drive, high clearance vehicle such as a sport utility vehicle (SUV), pick-up truck, jeep.

+On-Highway Vehicle is identified as a two-wheel drive, low clearance vehicle.

Similarly, Table 3 shows the results related to primary mode of transportation in the winter use season.

Table 3. Primary mode of recreational travel winter season.

Mode of recreational travel	Number
Cross Country Skiing	10
Snowshoeing	3
Snowmobiling	13
All-Terrain Vehicle (ATV)	2
None Identified	3
Total	31

The second question in the survey was designed to determine the extent to which each invitee visited the National Forest during the two basic use seasons. For the spring, summer and fall use season, Table 4 presents the responses to the question, “During the past 12 months, how often were you on the Caribou Targhee National Forest participating in your **primary** seasonal outdoor recreation activity?”

Table 4. Level of recreation participation in the spring, summer, and fall use season.

Visits to the Forest	Number
50 or more times	7
25-49 times	13
10-24 times	8
2-9 times	2
Only once	0
None Identified	1
Total	31

Table 5 presents similar information for the winter use season.

Table 5. Level of recreation participation in the winter use season.

Visits to the Forest	Number
50 or more times	4
25-49 times	4
10-24 times	9
2-9 times	11
Only once	0
None identified	3
Total	31

Table 6 shows the cross tabulation comparison of mode of recreational travel with amount of visitation to the National Forest for the spring, summer, and fall use season.

Table 6. Comparison of mode of travel with level of participation in the spring, summer and fall use season.

Mode of Travel	Number of Visits to the Forest				
	50 or more	25-49	10-24	2-9	Total
All-Terrain Vehicle Riding	1	2	2	2	7
Off-Highway Vehicle Riding	1	1	2		4
Off-Road Motorcycle Riding		2			2
On-Highway Vehicle Riding					0
Hiking/Backpacking/Walking	4	4	2		10
Mountain Biking			1		1
Horseback Riding	1	3	1		5
None Identified		1			1
No Answer					1
				Total	31

Table 7 shows a similar comparison between mode of travel and amount of visitation to the National Forest during the winter use season.

Table 7. Comparison of mode of travel with level of participation in the winter use season.

Mode of Travel	Number of Visits to the Forest				Total
	50 or more	25-49	10-24	2-9	
Cross Country Skiing	2	3	3	2	10
Snowshoeing				2	2
Snowmobiling	2	1	5	5	13
All Terrain Vehicle Riding			1	1	2
None Identified					4
				Total	31

The third question in the survey was designed to obtain information from motorized vehicle users about what they did with their vehicle while recreating on the National Forest. Table 8 shows the comparison of motorized mode of travel with type of use or activity while visiting the National Forest. This question did not include a seasonal component.

Table 8. Comparison of mode of motorized with use or activity.

Mode of Motorized Travel	Use or Activity while Visiting the Forest				Total
	General riding with no particular destination	Riding to access a hunting or fishing area	Riding to access some other area-view, camp	Other*	
All-Terrain Vehicle	3	2		2	7
Off-Highway Vehicle	1	1		2	4
Off-Road Motorcycle				2	2
Snowmobile	1	1			2
ATV Winter		2			2
Total	5	6		6	17

*The "Other" responses were "all of the above apply" = 4 and "loop trails" = 2.

Table 9 shows the comparison between amount of participation, measured in number of visits to the Forest during a 12 month period, with the motorized use or activity participating in while recreating during the spring, summer, and fall use season.

Table 9. Comparison of level of participation with motorized use or activity in the spring, summer, and fall use season.

Number of Visits to the Forest	Use or Activity while Visiting the Forest				
	General riding with no particular destination	Riding to access a hunting or fishing area	Riding to access some other area-view, camp	Other+	Total
50 or more times				2	2
25-49 times	1			5	6
10-24 times	1	3			4
2-9 times	2				2
Total	4	3		7	14

Table 10 shows the same comparison for the winter use season.

Table 10. Comparison of level of participation with motorized use or activity in the winter use season.

Number of Visits to the Forest	Use or Activity while Visiting the Forest				
	General riding with no particular destination	Riding to access a hunting or fishing area	Riding to access some other area-view, camp	Other+	Total
50 or more times	1				1
25-49 times					
10-24 times	1	0			1
2-9 times		1			1
Total	2	1			3

Appendix D: Notes from meeting of natural resource managers.

**Forest Service Office, Soda Springs, Idaho
January 9, 2004; 2:00 p.m.**

Attendees

Agency Representatives:

Tom Lucia, Idaho Department of Fish and Game
Dennis Duehren, Forest Service
Dexter Pitman, Idaho Department of Fish and Game
Maury Young, Forest Service
Deb Tiller, Forest Service
Jeff Cook, Idaho Department of Parks and Recreation
Dave Whittekiend, Forest Service
Gary Fralick, Wyoming Game and Fish
Wayne Beck, Forest Service
Blake Phillips, Idaho Department of Fish and Game
Rick Brasher, Theodore Roosevelt Conservation Partnership

Utah State University:

Terry Sharik
Steve Burr
Michael Butkus
Pete Gomben
Nate Lewis
Adam Neidig
Nate Wagoner

Meeting Notes

Introductions.

Rick—Hope outcome can be used as an example that the working process can then be used in other locations across the country. Success would be a continued dialogue between interested parties.

Dave—Success means people get together and start something beneficial.

Terry explains rationale for meeting tonight using handout #1—Key words and phrases in collaborative learning.

Statement by Wondolleck and Yaffee (2000) regarding the Coalition for Unified Recreation in the Eastern Sierra (CURES).

Workshop context and objectives (in handout #1).

Orientation to travel plan revision for the Caribou Forest. Terry wants Forest Service to provide support in answering questions that may arise tonight. Terry summarizes the “Orientation to Travel Plan Revision for the Caribou Forest.”

This workshop and resulting documentation would inform the public comment and proposed action.

Deb—Would like to have decision out by March 2005, depending on if it undergoes an Environmental Assessment (EA) or Environmental Impact Statement (EIS).

Deb—Seasonal closures can be considered.

Terry—We have to admit that as a part of this process there is some conflict over the matter. Will raise the issue when talking about collaborative learning. Conflict may be defined as “perceived goal interference among interdependent parties” (Wall 1985). The idea is to work through the conflict. We are not here to resolve conflict; we are here to manage it.

Rick—Not everyone could be invited due to resource limitations—not meant to include everyone and not meant to exclude anybody.

Terry—We have balance between motorized and non-motorized users.

Terry—Overview of objectives of workshop (handout #1).

Mike—Surveys sent to people on list provided by Forest Service. Good response from all three groups.

- * Sportsmans groups: 11; ATV groups: 14; Non-motorized groups 10.
- * Motorized 19 and non-motorized 16 for breakout groups tonight.
- * Ninety percent have 10 or more visits/year for summer.

Terry—Don’t know if it is in our best interests to identify original groups, maybe we should stick to mode and seasonality of travel.

Deb—Supports Terry, doesn’t want to label the participants.

Mike—Summer median 25-49 times/season. Winter median 10-24 and 2-9 times/season.

Terry—Continues with page 1 of handout #1. Much of what we are doing has to do with learning and understanding. Breakout groups: motorized, non-motorized, resource managers.

Terry—The second day (page 2). Mixed-stakeholder group breakout sessions—mix all three groups. Hope for two groups on the Montpelier Ranger District and two groups on the Soda Springs Ranger District. Natural Resource managers will be essential in this stage because of their knowledge of the resource.

*****Break*****

Terry—Want to run through exercises. Group analyzes maps/strategies for the evening session. Statement by Wondolleck and Yaffee (2000) regarding the unique role and responsibility of government agencies and institutions in collaborative processes.

What will the Natural Resource managers tell workshop participants tomorrow?

Dexter—Difference between/among agencies may affect any output, e.g., Idaho vs. Wyoming, Parks and Recreation vs. Fish and Game. How do we bridge those differences and still produce a useful end product?

Dennis—Similarities between agencies, e.g., each serves the same sort of clients and multiple clients. Each agency has different missions to serve the same clients. *All* serve recreationists.

Tom—Responsibility includes preserving ecosystems.

Jeff—Required to provide for people and for the resource.

“Caring for the land and serving people” is a common, broad theme in the missions of each agency, not just the Forest Service. Caring also means management.

Wayne—Land managers have different views of what “long term” means with regard to resource management.

Maury—I want my grandkids to have the same or better opportunity for recreation than the current generation.

Blake—Different clients have different expectations of the quality of their experiences.

Wayne—We all have to deal with the quality vs. quantity issue.

Dave—We can’t have every use on every acre, so we do have to make decisions. What falls upon the agency is an allocation process.

Rick—Most people have never read the Multiple Use Sustained Yield Act and misunderstand what the act allows and does not allow.

Deb—Our Forest Plan (FP) tried to take care of resource concerns with regard to travel management. Any alternative within that decision space should be palatable. An alternative that meets the guidelines of the FP should also be palatable to most groups. FP standards set the boundaries for acceptable levels of use.

Deb—Enforceability, money, and maintenance are issues within developing alternatives.

Blake—Public safety becomes an issue when you talk about maintenance and conflicts between user groups.

Gary—Fundamental question: Is the forest meeting fish and game objectives, and if not, can that be attributed to management activities? For example, is road density the cause of low elk populations?

Gary—How many Law Enforcement Officers does the forest have? The CNF just doesn't have the manpower to patrol.

Jeff—Don't have adequate law enforcement, so we try for voluntary compliance.

Dave—Need public acceptance of decisions and group agreements. Getting such acceptance is key.

What does the public really need to know about agencies?

Dave—There is no grand conspiracy.

Dennis—At a local level, public assumes that the typical agency employee has more power to affect day-to-day regulations; public doesn't understand how policy/laws are constructed and enforced. Public doesn't understand legal/statutory constraints. Road densities are set by forest plan.

Deb—We are recreationists and trail users too. We use the land base also, which is one of the reasons we work where we do.

What is your vision of future use?

Jeff—Have a spectrum of possibilities for recreationists.

Deb—Our vision as an agency is in the forest plan.

Terry suggests "Caring for the land and serving people" and sustainability from prior flip chart sheets.

Wayne—We need to tell people that we all manage slightly different resources for different clients.

Dexter—We need collaboration to lead to compliance.

Dennis—Our vision is of a system of trails and roads with a compliant public on it.

Terry—reviews Wondolleck and Yaffee (2000) citation regarding ensuring accountability.

Any a priori notions about potential hotspots when identifying areas of concern?

Maury—Forty percent of area open to motorized use in the past is now restricted.

Jeff—How are decisions going to be made? What are the priorities going to be for decision making? For example, are roads going to be more important than a relatively unimportant single-track trail?

Maury—If both are deemed motorized, they carry equal weight.

Focus on motorized (vs. non-motorized) use.

Dexter—Not ready to draw circles on maps at this time. Concerns may not be spatial for the moment. No pre-emption now.

Dave—Better to “let the public run” and not bias it.

Appendix E: Workshop schedule

Schedule for the Collaborative Learning Workshop Regarding Travel Management Planning on the Soda Springs and Montpelier Districts of the Caribou-Targhee National Forest

Friday, January 9, 2004, 7:00-9:00 p.m

- Welcome and introduction of host, sponsor, and facilitators
- Some common elements of collaborative learning endeavors
- Workshop context and objectives
- Profile of workshop participants
- Overview of 2-day schedule and ground rules
- Breakout Groups
 - By principal modes of transportation
 - Introduction of participants
 - Give your vision for future recreational use of these forest districts.
 - Identify areas of: (1) past recreational use and (2) concern, and explain why.
 - Choose presenters for tomorrow's sharing of perspectives.
- Wrap-up

Saturday, January 10, 2004

8:30-9:00 a.m.: Overview of process and ground rules

9:00-10:30 a.m.: Shared Synopsis of Stakeholder Group Perspectives from Previous Day

- Questions from the audience regarding clarification/elaboration to enhance understanding
- Common ground
- Formulate a problem statement that has the form, "How can we _____ while also _____?"

10:00-10:30 a.m.: Break

10:30-Noon: Mixed-Stakeholder Group Break-Out Sessions

- Introduction of participants
- Focus on specific areas of concern
- Determine travel routes and modes of travel for these areas, including alternatives
- Choose presenters for afternoon session

Noon-1:00 p.m.: Lunch

1:00-3:00 p.m.: Presentation of Mixed-Stakeholder Group Recommendations and Discussion

3:00-3:30 p.m.: Break

3:30-4:00 p.m.: Workshop Evaluation and Next Steps in the Process

4:00 p.m.: Adjourn

Appendix F: List of workshop participants.*

Participants in the Travel Management Workshop

January 9 -10, 2004

Monsanto Company Plant, Soda Springs, Idaho

Beck, Wayne
Borg, John
Bullock, Jerry
Cheatum, Rick
Cook, Adena
Cook, Jeff
Duehren, Dennis
Elieson, Robert
Foster, Lee
Fralick, Gary
Goldman, Kathryn
Gushwa, Doug
Heyrend, Doug
Hoyt, Marvin
Hulme, Thomas
Hunezeker, Todd
Johnson, Wendell
Keller, Curtis
Larson, Kelton
Lucia, Tom
Martin, Robert
Meserve, William
Olson, Dana
Palmer, Renee
Palmer, Paul
Parker, Verlyn
Phillips, Blake
Pitman, Dexter
Schmidt, John
Shuler, Craig
Sturm, Jack
Tigert, Coby
Tigert, Linda
Tiller, Deb
Varilone, Tony
Whittekiend, Dave
Wyler, Al

*Excludes facilitators, sponsor, and host.

Appendix G: List of common elements of collaborative learning endeavors.

Key Words and Phrases in Collaborative Learning*

Accommodation	Interests
Accountability	Justice
Adaptive	Knowledge
Agreement	Learning
Building Bridges	Linkages
Caring	Listening
Change	Management
Civility	Mediation
Collaborative	Monitoring
Commitment	Mutual
Common Ground/Interests	Negotiation
Communication	Ongoing
Community	Organized
Complexity	Outreach
Concerns	Overcoming Barriers
Conflict	Ownership
Consensus	Partnership
Coordination	Perceptions
Cooperation	Persistence
Creative	Pride
Decentralized	Problem-solving
Decision-making	Procedural Justice
Dedication	Process
Democratic	Public Involvement
Dialogue	Purpose
Diligence	Reciprocity
Discourse	Relationships
Dispute	Resolution
Down-to-earth	Respectful
Facilitation	Responsible
Fairness	Risk
Failure	Sense of Place
Fear	Shared
Flexibility	Sincerity
Funding	Stakeholders
Goals	Structured
Good-faith	Sustainable
Ground Rules	Transforming
Humility	Trust
Innovative	Uncertainty
Integrity	Understanding
Interaction	
Interdependence	

*Compiled by T. L. Sharik, 1-8-04

Appendix H: Collaborative learning workshop worksheet.

Name _____

**Collaborative Learning Workshop on Travel Management Planning
Soda Springs and Montpelier Ranger Districts, Caribou-Targhee National Forests**

1. Identify the area(s) where you most often participate in recreational activities.

2. Identify the primary area where you have concerns about recreational travel management.

3. What concerns do you have?

4. What is important to you about your recreational use of these Ranger Districts?

5. Write a brief statement, and/or provide a list of action words, that explains your vision for the recreation use of these Ranger Districts over the next ten years.

Appendix I: Notes from pure stakeholder groups break-out sessions.

**Collaborative Learning Workshop on Travel Management Planning
Soda Springs and Montpelier Ranger Districts, Caribou-Targhee National Forests**

**Non-Motorized “Yellow” Group
January 9, 2004**

Participants:

Jerry Bullock
Robert Elieson
Kathryn Goldman
Doug Gushwa
Thomas Holme
Wendell Johnson
Linda Tigert

Facilitator:

Deb Tiller, USDA Forest Service

Graduate Assistant:

Nate Lewis

Participant A—Her personal use is tilted toward non-motorized use. Spends most time cross-country skiing. Personal use includes muzzle-loading and archery. She wants to make sure that she is representing the interests of her organization. There are members that do everything from her organization; many of the members want to know there is a quiet place out there and a place for wildlife to reproduce. She would not describe her organization as anti-motorized. There are valid uses for motorized and non-motorized, but needs to protect the resources, water, etc. Minimize conflicts.

Participant B—Involved because of a lot of the problems he has seen on the forest as an archery hunter. He is representing a lot of sportsman from down near Bear Lake. When you hear engines coming down the trail in the dark from your camp, and you have to open up the whole area for use and there is no quiet area, that is the problem. There is a big liability issue, also. He is not against motorized but we need to find a place for them to play and go. He has a friend who was seriously hurt because it was a contest, a race to get to the end of Diamond Creek. As he has tried to talk to one of these people, because the hunting has gone way down in this area, the man respected him and did not go into the area again the rest of the fall. There are guys in Wyoming and Star Valley who come to hunt because there are better bulls. Some of the non-locals are actually more respectful than some of the locals. Some of the best area is Smokey Canyon. You have to have areas of quiet use and areas for motorized use. He is concerned that being here as a representative, that it will affect his business.

Participant C—Main use hunting, fishing, sightseeing.

Participant D—Interest in hunting, fishing, hiking, photography, and cultural resources. Would

like to speak for his children and grandchildren and leave the same legacy that he had. He is here with his daughter Linda.

Participant E—Traditional bow-hunting, fishing; had some terribly costly, emotional experiences, especially with her business because of conflict.

Participant F—Hunting, fishing, travels with a truck. His complaint is that a lot of kids do not take note of the sign. When an adult showed up, he directed them around the sign. For the kids it gets to be a video game.

Participant G—Loves horses, snowmobiles. He felt like the crew that put up the original plan for this forest was visionary. He was part of that team. When they initiated the travel plan, there were no 4-wheelers (1978). First intermountain region to start the travel plan at that time.

Discussion:

Facilitator begins by asking for questions.

Route densities are set right? Right.

Participant D: Some of the trails (road out to Diamond Flat) were created by tools borrowed by the Forest Service. Some trails were illegally created by tools not sanctioned by the Forest Service.

Facilitator: We probably need to talk to Dave Whittekiend about that. A lot of the trails are user created. That is a unique case and what to do with this and/or others will be considered in the final analysis.

Participant D: Are those safe for people?

Facilitator: That will be part of the analysis.

Participant A: Those inventory roads that are very high quality areas, we should consider taking motorized away from those areas. We need to look at the best places to do which things.

Participant G: On the travel density, how does that fall out now if you just consider the established trails?

Facilitator: We set them very close to existing. The intent of the Forest Supervisor was no net gain. Now that we have a better inventory and “GPSed” it, I don’t know how we are going to deal with that. People can argue what was system and what wasn’t system but we made those maps public. We have much better data now.

Participant G: There have been trails growing up, but have we exceeded our density?

Facilitator: We are close now, we could have new routes, but we might be trading trail XYZ for trail 123. Our analysis will look at that and we will disclose that.

Participant A: When we do trading, does that become the goal?

Facilitator: No, that becomes the limit. We already have more trail miles than we can maintain.

Participant G: We will go to the system trails first then.

Facilitator: We will have to move on with the process, now that we have good data. The decision makers are looking at it as a polygon, this and this is in, but some that need to go down in density will be dropped.

Participant C: All these trails will be maintained at one point in time.

Facilitator: We have tried to capture those.

Participant C: Will we take into account all trails? The protocol is there is a density standard and all the rest of them will be shut down, or illegal.

Facilitator: Then we will maintain the ones we have, work on enforcement, then education. All these need to have a better job.

Participant G: A lot of these trails were not designed for 4-wheelers. We will have to make that distinction.

Participant A: I am not sure if I understand if all the "GPSed" trails were separated from system trails and non-system trails.

Facilitator: What you will see tomorrow are topographic maps with different colors to distinguish them. You will see that on the maps tomorrow.

Participant D: Four-wheelers are continuing to evolve. A big six-wheeler for hunters, who knows what they will be like 4-5 years for now. At some point the Forest Service has to put a definition on a 4-wheeler.

Facilitator: There is a limit to weight, size, and limits.

Participant C: A lot of people are willing to take the odds and if caught pay the \$50. One of his friends who is an enforcer says they don't have time to push \$50 tickets. Until they make the offense \$500, then they should lose their unit, it won't work.

Participant A: As I look at my map, the areas there are labeled as "no changes," "changed," etc. How do the districts plan on signing the different regions? I would propose that if you are in an area without a sign, then you are breaking the law to have a motor vehicle.

Facilitator: That is the direction we are trying to go, like they do in the Targhee.

Participant C: We are wasting our time if they do not enforce.

Participant E: Do they have the historical trails on that map?

Facilitator: They will tomorrow.

Participant E: I would like to see them on the maps.

Participant A: We can circle the whole forest as areas that we are using and areas that we are concerned about.

Participant C: The map is so vague.

Participant E: I am concerned about Soda Front, because I live there. Lawbreakers will have to learn the hard way or they will not learn. We recognize they need to have their areas.

Everyone takes the time to work on the maps. Then Kathryn was nominated as the presentation speaker for tomorrow morning. Specific vocabulary was discussed. Tom will also present a portion.

Facilitator: Sums up the discussion. We don't just represent non-motorized; as a group, we have diverse use.

Participant C: Some of the use needs to be determined by the use of the resource.

Participant B: I told Blake that we are really hurting our wildlife from our motorized use. Some of the area we have been hunting in, we have seen wolves in there. We are seeing all kinds of wildlife that are really inhibited.

Participant E: Old historic aspen carving areas are being blazed through.

Participant C: My concern is that we don't have enough people concerned about our wildlife.

**Collaborative Learning Workshop on Travel Management Planning
Soda Springs and Montpelier Ranger Districts, Caribou-Targhee National Forests**

**Motorized “Red” Group
January 9, 2004**

Participants:

Todd Hunzeker
William Meserve
Al Wyler
Renee Palmer
Verlyn Parker
Craig Shuler

Facilitator:

Steve Burr, Utah State University

Graduate Assistant:

Nate Wagoner

Facilitator: Introduces the worksheets and their purpose in forming a shared vision. Next Steve explains the mapping area and the introduction to areas of particular concerns.

Participant A: I know that Dennis has walked most of the trails to see what needs to be closed and so on. Has anything come of that?

Facilitator: This might be covered by the managers’ group, and you should share these areas of concern with them. They have yet to make a decision and probably share your area of concerns.

Participant B: I have concerns about many areas of the Georgetown-Sulfur Front. Should I list every canyon or stream of concern?

Facilitator: Yes, or you can just list the general area, Georgetown Front in this case.

Participant C: A lot of our group has asked; I thought that we had a final plan in March. Why are we doing it again?

Facilitator: That last one was the Forest Management Plan. This is more specific in that it deals only with the motorized/non-motorized transportation planning on the two forest districts.

Participant A: I was told some trails that were set up by the Forest Service will be left open, but non-Forest Service trails will be closed or negotiated to stay open.

Facilitator: Yes, that is correct. They are open to negotiation; that’s what we are doing here

Participant D: They get up in front of the crowd and say there are no changes. But they have already taken away all the motorized access. We want those opened up again.

Participant A: When we met in March they said that this area was closed to snowmobiling.

Participant D: I know for a fact they are trying to close three areas, Stump Creek for example. They are putting up signs here saying they are closed.

Participants complete their worksheets.

Participant E: We have many problem areas. They aren't marked and first thing you know there are people going cross-country.

Participant C: The signs get destroyed and you don't know where the trails are.

Participant E: The interesting thing is the whole area is surrounded by private land. It's hard to get in. Access is not that hard in our area.

Participant B: The private landowners at Squaw Creek have put up a gate to stop access.

Participant E: My issue is who maintains the roads?

Participant B: They have claimed public roads are private in the past (cites example).

Participant A: I would like to see a road from the Charles Green Canyon to the Paris Canyon. That would be nice

Participant D: By way of the German Dugway?

Participant A: Yes, it would be good to have a trail that would make a nice loop through there.

Facilitator: Could you put this on the map?

Participant A: I wouldn't know where to put it!

Participant E: We pay for a sticker to keep up this trail. Where does it go?

Participant F: It goes to upkeep.

Participant E: I haven't seen it.

Participant A: (Lists trails that have been repaired or put in.) Those are the first things that I have seen in a while.

Participant F: We would like to see trails left open or reopened.

Participant E: There has got to be a better way to mark these trails. You have to be a surveyor to figure out where you are on the Forest Service maps.

Participant A: Snowmobile use on the Bear River range should be left like it is. ATVs need to be restricted to designated trails in the Bear River Range, and you should be allowed to go off-trail to get your game.

Participant E: Where I'm from they give you stickers if you have to be going off-trail for hunting and travel if you have some kind of handicap, based on a note from your doctor saying you are limited in your ability.

Participant B: The other group feels that horses should be allowed anywhere even though the ATVs are restricted. Horses do lots of damage as well.

Participant A: Trail connection between the canyons is important too (Charles and Paris).

Participant F: We only have a limited time in the summer to see the area. With an ATV you can do that. I want to see that the trails are open for the future generation.

Facilitator: In the Forest Plan, the objective is to provide a wide range of recreation experience. You have said that horses have ruined yours, so maybe there should be restrictions on their use as well.

Participant A: Squirrel Hollow has been designated for cross-country skiing, and I think that there should be areas that are just for stuff like that. This is just fine also. Sometimes the skiing is better when there are snowmobiles around.

Participant E: We have lots of stuff in common with the non-motorized people, but they don't want us around.

Participant F: Those people have to know that our license fees pay for their trail management. They should need licenses too.

Participant A: There needs to be trail improvements as well.

Facilitator: Explains how and when to make different types of suggestions for specific areas. Then asks people to work on their maps

Participant C: We used to go out and do trail maintenance, but with all the trail restrictions and all the Forest Service people working on the fires, we couldn't work on trails over this summer. We wanted to work with them, but we couldn't.

Facilitator: Participant E, do you have any areas of concern?

Participant E: I go all over the place, so I have no areas of real conflict. I get along well with everyone. My main concern is my handicap. That's why I got my sticker.

Participant D: If you build a building, it has to be handicapped accessible. I think that is how the ATV will win in the future, saying that everyone should have access.

Participant E: That's what they have done in the north.

Participant D: When they pull you over, show them your handicap sticker and you win for all of us. When they take our OHV fees do they fund "Adopt a Trail?"

Participant E: I don't know for sure.

Participant D: The amount of people that used to go up and maintain the trails on their own has really gone down. I wonder if they are tired of paying for their own fuel and supplies.

Participant F: You can get chainsaws through the OHV fund. They have the trail ranger program that works in this area a lot.

Vision Statement:

Participant F: Access to the area for the future generations.

Participant D: The environmentalists want it shut down so the birds can use it.

Participant E: If we have to pay for trails, why don't the other users?

Participant D: Horses should have to use that weed free hay and stay on the trails.

Participant E: Peace and quite is important to me when I go out. The deer aren't afraid of us.

Participant F: Freedom to use the public land.

Facilitator: Is responsibility there also?

Participant F: Education is something that we owe the kids and others. You have to tell them when they go off-trail, they are hurting all of us.

Participant E: I see new trails every year.

Participant B: But why are they cutting new trails or using closed ones? How are they going to get to the areas that you have always used when gates and accesses are closed off to ATVs? The agencies have let us down by not protecting access.

Participant A: So much land has been closed to us, and yet people will still get out there if they want to use the area. People buy areas around the Forest and then close it. If they are going to patrol the area, that's fine, but its hard. All closing the area does is keep the honest people off the areas.

Participant D: The Forest Service isn't telling new landowners they still need to provide rights-of-way to the areas that we use. They need to protect that access.

Participant B: The reason they don't enforce the rights-of-way that are already in deeds is because they don't have the money to go to court.

Participant F: That's why you need to join the Blue Ribbon Coalition.

End of discussion.

**Collaborative Learning Workshop on Travel Management Planning
Soda Springs and Montpelier Ranger Districts, Caribou-Targhee National Forests**

**Motorized "Green" Group
January 9, 2004**

Participants:

John Borg
Adena Cook
Lee Foster
Kelton Larson
Robert Martin
Paul Palmer
Tony Varilone

Facilitator:

Mike Butkus, Utah State University

Graduate Assistant:

Adam Neidig

Introductions.

Future Travel Management Planning Visions:

- Use ORV funds for troubled spots.
- Provide "world class" opportunity for summer and winter motorized recreation.
- Forest Service ATV registration funds provide lots of money and could be used .
- The problem is that we need to balance the economic situation with the recreation uses. This balance requires motorized users to respect the closures and reduce conflict.
- Cross-country riders need to stay on the trails; they ruin it for all the other riders.
- Decisions should be local and people should be satisfied with these decisions.

- This may produce “world class” riding. However, this may attract too many people.
- This “world class” riding should be geared toward riders of all levels. The “loops” should be from easy to expert. There is a need for good loops varying from ATV size to motorcycle size and vary in skill level
- Regarding density of single-track, may need to be converted to wider trails for ATVs.
- People who use the trails should make the decisions.
- Would like to see designated routes for summer motorcycle use.
- There needs to be a distinction between summer (motorcycle) and winter (snowmobile).
- There don’t seem to be a lot of restrictions for snowmobiling. Snowmobiling should not affect wildlife however.
- It would help to design high quality “stack and 50 inch trails” that would be shown on a map including the size of trail on the map and to indicate challenge level.
- There should be some resolution of roads that are closed to summer motorized use and should maybe be open to ATV, motorcycles, and bicycles. They should be closed to cars though.
- This is related to the density levels.
- Non-motorized trails can be open with minimal impact.
- Environmental and safety concerns are important to address with regards to these trails.
- Shaded areas that have been changed (on the map) can’t be ridden or should have one route. Maybe they should be accessed from Diamond Creek
- This relates to tradeoffs. There could be minimal trails here to trade for.
- Why is the Caribou area off the discussion? Maybe one or two trails through here may not hurt. It could still be recommended for wilderness with these couple of trails. There is a road through here that is closed.
- This large green area (on the map) has Tin Cup, and then there is the Quasar Road and one other that are all closed. These roads should be evaluated for opening for recreational opportunities.
- This travel plan map is also designed to provide access for timber, mining, and to deal with the travel plan we need to know the state of these resources over the next ten years.

- There is not enough enforcement on this land.
- This could apply to cross-country riders because they give a bad name to riders.
- The Forest Service has checked some areas, but not others, and this is where the violations are occurring.
- All riders seem to be disappointed when they encounter other people; the “Daniel Boon Syndrome.”
- That goes into something that we can’t agree on. These are values and expectations and if these are not met then people are not satisfied. If you come with another set of values and you see someone maybe you can have a better experience.
- There has to be a way to prepare people for this.
- This will be more prevalent as the population grows, but this isn’t really a primitive area as much as other areas, for example the Saw Toths.
- In some areas you don’t see people, like in the Websters. This is a special place.

Mapping Exercise:

Participants were asked to use a solid line to show areas on the map you are most familiar with and recreate most in, and to use a dashed line to show the areas you are most concerned about.

**Collaborative Learning Workshop on Travel Management Planning
Soda Springs and Montpelier Ranger Districts, Caribou-Targhee National Forests**

**Non-Motorized “Blue” Group
January 9, 2004**

Participants:

Rick Cheatum
Marvin Hoyt
Dana Olson
John Schmidt
Jack Sturm
Coby Tigert

Facilitator:

Terry Sharik, Utah State University

Graduate Assistant:

Pete Gomben

What is your vision for the future of the two ranger districts?

Participant A: Wants large expanses of forest designated for recreation where you can't even hear motors.

Participant B: Would like to see all illegally created trails closed in the future.

Participant C: Wants better enforcement for those who don't follow the guidelines.

Participant B: Would like to see the NF actually budget more money for enforcement.

Participant A: Have ecological processes and natural resource protection take place over recreation.

Participant B: Wants a policy wherein all roads and trails are considered closed unless they are designated open by signs.

Participant B: Wants more emphasis on non-motorized activities—cross-country skiing, etc.

Participant D: Winter motorized use, such as snow machines, is a “different story” than summer use. FS should also include regulations/restrictions for winter motorized vehicle use.

Participant B: Would like to see recommended wilderness areas given wilderness designation.

Mapping Exercise (Mylar overlay exercise): Each person used one color marker and delineated recreation areas with a solid line and areas of concern with a dashed/dotted line. Group members then discussed their areas of concern, as summarized below.

Participant C: Concerned with Diamond Creek and Bear River areas. Most concerned about Stump Creek area because it is overused.

Participant A: Concerned about Warm Creek area, which was formerly a recommended roadless area but is now covered with roads. Concerned about Mt. Naomi area. Concerned with Stump Creek and Diamond Creek areas and Caribou Creek roadless areas. Concerned with new motorized use in the area. Stump Creek area has ever-increasing number of OHV pioneering trails and roads. Concerned with erosion and other soil-related resource damage. Concerned that areas no longer provide adequate habitat and displacement zones for wildlife.

Participant E: Areas of concern include Soda Front between Soda Springs and Georgetown; concerned with loss of mule deer winter range. Major area of concern is Stump Creek roadless area. Degradation from pioneering trails has been extreme.

Participant F: Concerns about Stump Creek area and increased motorized use.

Participant D: Shares same areas of concern with other group members.

Participant B: Concurs with other group members on areas of concern.

Participant A: Priorities are Stump Creek first, Caribou Creek second.

Marvin volunteered to be the group presenter tomorrow morning.

Appendix J: Notes from mixed stakeholder groups break-out sessions.

**Collaborative Learning Workshop on Travel Management Planning
Soda Springs and Montpelier Ranger Districts, Caribou-Targhee National Forests**

**Mixed Stakeholder Group Focusing on the Caribou City Area
January 10, 2004**

Participants:

Adena Cook
Robert Elieson
Doug Heyrend
Marvin Hoyt
Dexter Pitman
John Schmidt
Tony Varilone
Al Wyler

Facilitator:

Mike Butkus, Utah State University

Graduate Assistant:

Adam Neidig

Introductions.

Focus on Specific Areas of Concern:

Facilitator: Winchell Dugway is an area of concern.

Participant A: Forest Service can't make the decision; that will be a court decision.

Facilitator: This area may not be a topic at this time.

Participant B: It will be up to Congress.

Participant B: An area of concern is the roadlessness of this area and the need to preserve it.

Participant C: The Forest Service has addressed that with a prescription of "special management."

Participant D: Has concern with areas that are roadless and forested vegetation. In the Tin Cup Area the road density is 1.5 and doesn't meet that now.

Participant E: By putting that up you are showing contention of the Forest Service plan.

Participant D: The Forest Service plan has not been appealed so this whole thing could be for not.

Participant C: That is another area of agreement.

Facilitator: Appeals could go either direction.

Participant D: The Forest Plan changing road densities is a large part of our appeal.

Participant C: The Forest Service will do something between now and then.

Participant E: We just need to show what we feel strong about.

Facilitator: Are there appeals on all areas of the forest now?

Participant E: Yes.

Participant E: The Blue Ribbon Coalition feels the density standards should be different for different areas, and we want more trails open to motorized use. Increased access is important to me.

Participant A: We will not solve the problems of the plan today, so what progress can we make today?

Participant F: Is there anywhere you see putting new trails?

Participant D: No, not motorized trails.

Facilitator: Where do you want motorized trails to be?

Participant E: The Winchel Dugway.

Facilitator: Anywhere else?

Participant C: Is the location of Winchel Dugway on the map?

Facilitator: Anywhere else?

Facilitator: Where is motorized use permitted?

Various participants: Black Mountain, Willow Creek, Barnes Creek, Iowqa Creek, Jack Knife, Willow, Eagle Creek, Morgan Meadows, Anderson Gulch, Deep Creek.

Facilitator: Where else do you want motorized use?

Participant E: What matters is what some of these roads provide. Winchell Dugway would provide a loop around Caribou Mountain and access for more people to appreciate their history on the ground.

Facilitator: Does this list not allow for those opportunities?

Participant E: Not exactly. These roads have been closed for years.

Participant G: When you open these roads up that provides more opportunity for vandalism.

Participant D: Actually all these roads are open, so those sites are all accessible.

Participant B: I would argue they have plenty of access now. My concern is about enforcement.

Participant D: For whatever reason enforcement does not exist here.

Participant C: I agree and that ruins it for all of us.

Participant A: As an agency, we want clarity, and this area is a little more clear than other (Morgan Meadows) areas.

Participant D: You are either in or out of the motorized area; it is more clear. The Stump Creek area is a little more difficult. The Forest Service has made mistakes and we want to clear that up.

Participant D: To clarify our position, the Forest is riddled with roads. We non-motorized users want a couple areas that are non-motorized.

Facilitator: Is there room for balance here?

Participant B: It is critical to keep the wildlife in mind.

Participant D: Elk concentrate in the roadless area.

Participant H: Four out of the five groups mentioned wildlife, so in the Caribou open spaces without humans are important. The work Participant D talked about involved collared elk that did congregate in the road-free areas, so human contact would provide a shift in behavior.

Facilitator: Does that apply to motorized and non-motorized?

Participant H: Yes depending on the time of year. In June the mule deer stick close to the snow line, and seasonal closures may be beneficial.

Participant E: In general we support seasonal closures.

Participant H: Water quality, riparian zones are also a concern of ours. With regard to trail locations, those are the considerations.

Facilitator: Does this include non-motorized trails in this area?

Participant H: A lot of it is amount of use present, plus noise. Both contribute to it. We need to look at seasonal times when no one should be in these areas.

Participant B: Does your group still advocate building more trails in this area?

Participant E: All I'm asking is for the Dugway.

Participant C: What elk area are you referring to?

Participant H: Stump Creek, Bear River, the quiet spaces.

Participant C: What is the herd's health?

Facilitator: What does this have to do with trails?

Participant G: Any data on other animals?

Participant H: Lynx avoid humans. To answer Participant C's question, we have taken steps to manage the herds to not let the herd grow out of bounds. It is difficult to get hunters in these areas.

Participant E: Participant H is saying there are two factors here: how they manage the herd year round, and how they manage during hunting season. We support different management for different times of the year.

Participant G: I'm talking about other species.

Participant E: You can manage for elk and other species at the same time.

Participant C: We have better info on elk and deer.

Participant G: You can't say all species are ok if deer and elk are ok.

Facilitator: With regard to the presentation, what have we agreed upon, besides not agreeing on the Winchell Dugway?

Participant C: Except for the Winchell Dugway, I would like to see things stay similar to the way they are now.

Participant E: Can we agree that historic interpretation is important?

Participant G: That and wildlife.

Participant D: That is private land up there.

Participant H: There is a motorized desire to add Winchell Dugway. Would the non-motorized be willing to trade away land or roads?

Participant E: That is something that we can't decide now.

Participant D: I would say no because the way this road cuts through the forested land.

Participant C: What would you trade?

Participant D: All the way down Barnes Creek.

Participant H: Is that an option?

Participant D: No.

Facilitator: Where has the agreement been?

Participant C: There has been agreement on the management of the land, with the exception of the Winchell Dugway.

Participant B: Participant A, what are you going to do with this information?

Participant A: This info will be considered.

Participant G: How much discussion is left with the Forest Service.

Participant A: I don't know how long.

Participant C: The Forest Service will have a public forum that hasn't started.

Participant D: There is still the issue of the Forest Plan appeals.

Participant A: That is why I can't give an answer.

Facilitator: What do you think about a horse drawn wagon on the Winchell Dugway to serve the historic need?

Participant D: The wagon should be historically accurate, and shouldn't turn into a carnival.

Participant B: We would have to make sure motorized vehicles didn't have access to the road.

Participant D: I agree because I don't think that will happen.

**Collaborative Learning Workshop on Travel Management Planning
Soda Springs and Montpelier Ranger Districts, Caribou-Targhee National Forests**

**Mixed Stakeholder Group Focusing on the Bear River Range Area
January 10, 2004**

Participants:

Wayne Beck
Rick Cheatum
Jeff Cook, Idaho
Lee Foster
Wendell Johnson
Tom Lucia
Dana Olson
Paul Palmer
Renne Palmer
Verlyn Parker
Jack Sturm

Facilitator:

Terry Sharik, Utah State University

Graduate Assistant:

Pete Gomben

Participant A: Before the new Forest Plan, people could ride where they wanted to ride, so trails proliferated. The number of “illegal” trails was small. This summer, as many of these non-system trails were captured as possible. Some of them are on the new map; some of them are not.

Areas:

Squirrel Hollow is now designated for cross-country skiing.

Participant B: Any other areas suitable for cross-country skiing?

Participant C: Have difficulty getting access in winter because roads aren't plowed.

Participant D: Maybe some suitable areas in North and South Ant Canyon?

Much talk on Highline Trail, etc. If they could create a loop trail for summer ATV use, they would reduce the need for enforcement because of increased compliance.

Participant E: Has questions about Midnight Mountain trail. The ATV trail should not be allowed to go to the top of the mountain.

Participant A: Hard to get ATVer's to stop when non-loop trail ends.

Highline Trail through Immigration Canyon may be a safety problem.

Participant F: We haven't come to any consensus.

Participant B: Close part of Shoshone Trail. Some trails on the 1966 trail map are now not on current maps, even though they are still "on the ground." All those trails need is a bit of maintenance.

Conclusion: No consensus reached; however there is realization that the issues need to be addressed and that more time/effort is necessary.

**Collaborative Learning Workshop on Travel Management Planning
Soda Springs and Montpelier Ranger Districts, Caribou-Targhee National Forests**

**Mixed Stakeholder Group Focusing on the Southeast Montpelier Area
January 10, 2004**

Participants:

John Borg
Jerry Bullock
Dennis Duehren
Kathryn Goldman
Kelton Larson
Tom Lucia
Robert Martin
William Meserve
Blake Phillips
Coby Tigert

Facilitator:

Steve Burr, Utah State University

Graduate Assistant:

Nate Wagoner

Introductions.

General feeling is there should be a variety of uses on the land base, though most admit that not all uses are appropriate in all areas.

Participant A: Defines the scope of the areas to be dealt with.

Participant B: If you went back to 1900s, certain trails would have been used by horses, but now they are motorized.

Participant A: If you go back, all trails are old horse trails, or they are pioneered jeep trails.

Participant C: I would like to see the inventory map to see our organizations areas of concern. Our group is interested in the roadless areas.

Participant A: (Circles the areas that are not roadless and defines how an area was established as roadless.)

Participant C: There is no Forest Service wilderness in this area?

Participant D and Participant C: Both state there is often little way to distinguish a road from a trail.

Participant A: There are oil exploration roads that go between to roadless sections; these are closed but are open to negotiation.

Participant C: Our organization is interested primarily in keeping ATVs off of those areas that are designated as roadless.

Participant E: So you want to close those areas to motors? You have to look at the Recreation Opportunity Spectrum (ROS) to decide if it is closed to ATVs or not. Roadless areas also have to be 5000 acres or greater.

Participant C: We want to close those areas because of the values that potentially or do exist around those areas.

Participant E: The plan needs to follow the ROS that is already in place in the Forest Management Plan for both the non-motorized and motorized.

Participant B: How does the Forest Service decide the ROS?

Participant A: We look at the experience that you can have now

Participant B: What about wildlife areas that allow them to get away from the traffic?

Participant A: We looked at GIS data and buffered roads, and then looked at areas that excluded motorized use and said we really would like to avoid motors there.

Participant B: So you want areas where they can't be harassed except if you are on your hind legs.

Participant A: Goes over the Multiple Use as the main driving force for each area (timber, winter range, etc.).

Participant C: How can a marsh be a Wild and Scenic River?

Participant A: It is a headwaters, but it might be better as a special emphasis area.

Participant F: When we were in the large group we mentioned wildlife.

Participant A: All groups have some sort of use of the resource.

Participant C: My organization would like to see that there are no new roads installed because of damage to the area. Are the areas that are circled on the map really popular with the ATVs?

All Participants: Yes, many of these areas are popular.

Participant A: Some of the areas are accessed illegally.

Participant F: But all roads are heavily used during the hunting season.

Participant E: I don't think that it will work because we want to have large loops, plus there were trails that were in there during designation. Those should stay and be upgraded or expanded if it will improve the experience.

Facilitator: Should they be sustainable at least, closed if they are not?

Participant E: No, they should have to go through the NEPA process with public comment.

Participant A: Our orientation here is that if we stick to the densities that are listed in the Forest Plan, we are looking at social issues where we have room to work with the density. We don't want to revisit areas that can't be changed due to regulations that are in place. We know that for some areas this isn't true at present, roads in roadless areas.

Participant C: I have been to areas that are roadless but have roads, but we feel that roadless areas have important values that might advocate for road closures.

Participant A: Our decision is based on the Forest Service description of the road densities that have been set. If we are over the density in an area, that means we will make closure.

Participant E: We have to look if the routes in areas provide good experience. If the area is over on density we may want to close many roads and open up better routes in that area.

Participant A: We have desired and maximum road densities.

Participant C: I have a question about the open motorized route densities (OMRD). When the agency sets it does it become a goal?

Participant A: No, it becomes a maximum. We don't have to have that much. The road densities came from wildlife and game science. We set the densities based on the game type we would like to manage for in the area

Participant G: This is a very accessible forest in terms of other forests and terrain, in general.

Facilitator: Where are the hot spots?

Participant A: Aegetter Hollow, where our land meets the state land, old jeep trail, it needs to have enforcement or blockage, but the country is too open for a barrier. We have a mix of jurisdictions.

Participant D: Is it worth trying to close that area (Aegetter and Whitman Hollow)?

Participant A: Hard question to answer.

Participant D: What is the wildlife vulnerability in the area?

Participant F: It is when they should be resting or calving. Motors disturb them during this time of the year.

Participant B: It is tough to say that you are able to go into an area and say you can enter only during certain times of the year. Those people who go during one time of the year will go whenever they want.

Participant G: I would like pockets that are foot travel only. I would like to see some hike-only areas as well.

Participant A: Aegetter and Whitman Hollow in my mind should be closed to motorized use. Roads used for timber sales should be left open for motorized use.

Participant C: These timber roads should not be opened for use, we have too many poorly done roads already.

Participant E: I disagree. The problem with enforcement is often due to poor access of areas. People are going to ride where they want. Why not go through NEPA and open trails and roads that are well done in terms of environment and experience?

Participant B: Where is there a lack of opportunity? I see roads everywhere.

Participant E: You have to look at whether it is single or double track trails. Some trails aren't passable to ATVs.

Participant C: So trails have to be fun and passable to their type of craft?

Participant E: We want to have a good inventory first, where you identify the type of trail and the difficulty of the trail that you are looking at. You need that inventory to meet the needs and desires that the users have. You may have to make changes and convert trails to different types of use.

Participant B: I don't see the public land as places to show off their [4-wheelers] jumping ability.

Participant G: He's not talking about free styling, just common sense.

Participant E: We don't want to have triple-motocross stuff. We just want to have the option to know where the difficult areas are just for the safety of the riders.

Participant A: Government will not say how tough their trails are just because of the liability issue. We can't say on our maps. I will go back to the area of addressing social aspects of the TMP. Old trails can be upgraded to save resources and the natural environment. That means trails that are in poor shape can be fixed if need be.

Participant C: What will you do in areas over density?

Participant A: We will select those to be kept open. We will then tell you how we'll close others.

Participant C: In terms of law enforcement?

Participant A: The decision is whether to do something or not. It is hard to say whether we can afford to do it or not. The only thing that is law and will be enforced is the TMP. Closed trails will not be marked as open.

Participant C: How will you deal with user created trails?

Participant A: We will deal with physical barriers, hopefully with money from grants. That is really the only money that we get to deal with trails stuff. The money is always to deal with motorized usage.

Participant B: I think that it has gotten beyond the ability to deal with motorized use. There is a well-entrenched attitude of lawlessness. I see families with kids disregarding the laws even when they know what they are. Even the ads promote this attitude. Lots of people have many reasons for doing it; hard to characterize who or why. People go into areas where they are forbidden constantly and ruin them.

Participant D: The maps are hard to understand where we are and are not allowed.

Participant C: I agree. I can't tell as a hiker where I am all the time.

Participant G: There is too much mixing of zones. You have no idea what area is for what.

Participant A: Even if you do that people will go where they want.

Participant G: Do it like the hunters, and make them go into some kind of information program to tell them what to do.

Participant B: But, it is a value thing. If you don't agree, no education will work on you.

Participant G: It has never been tried, to establish that kind of ethic that would teach responsibility.

Participant B: The same thing happened when they set up the fish and game; people shot whatever they wanted just like before. It took years to change that attitude. I don't know if it will work for ATVs though

All Participants: Discussion on punishment for ATV violations.

Participant E: I see the motorized groups lobbying for stiffer punishment, but the culture is in general misinformed.

**Collaborative Learning Workshop on Travel Management Planning
Soda Springs and Montpelier Ranger Districts, Caribou-Targhee National Forests**

**Mixed Stakeholder Group Focusing on the Stump Creek Area
January 10, 2004**

Participants:

Gary Fralick
Linda Tigert
Thomas Hulme
Dave Whittehiend
Craig Shuler
Coby Tigert
Jack Sturm (part of time)

Facilitator:

Deb Tiller, USDA Forest Service

Graduate Assistant:

Nate Lewis

Discussion:

Facilitator: We are going to have to work without knowing the densities at this point.

Participant A: My concern is safety, wildlife, and the hunting aspects of it. Many of the group that I represent have sent letters. My feelings are more towards non-motorized, but I am not against motorized by any means.

Facilitator: Is your wildlife concern based on habitat or disturbance?

Participant A: Both. The elk habitat has really gone down in the area due to the motorized situation. A couple of motorized vehicles in that area is not the concern, but when you can see a dust trail for miles, that is the problem.

Participant B: Bikes or ATVs?

Participant A: Both. They can pretty much go wherever they want to go. The animals can hear a lot better than we can and it disturbs their lifestyle.

Facilitator: So crowding, noise, and the amount of area an OHV can cover is the issue?

Participant C: One of the main issues is the mule deer, because if we want to have quality trophy mule deer, which aren't the hunker down type of animal, we have to protect them. We also have a lot of types of soils, red clays. I wonder if we can sustain that type of use without having a big problem. The most primitive to semi-primitive tradition area was Stump Creek. But trails and roads are starting to go up in that area.

Facilitator: So most of the hunting pressure it receives in the fall is causing this?

Participant C: Yes

Participant B: I am concerned about the loss of traditional access, canyon access. Private owners who are closing areas illegally. Loss of access due to private land. It doesn't matter if you are going to ride an ATV or walk, you can't get to it. The reason there are a lot more ATVs than in the past is because we have lost a lot of areas that we used to access. So people have resurrected old horse trails to get to these places.

Participant D: In effect, the areas where access has been lost are Timothy, Bacon, Upper Dairy, Cabin Creek, and Brown.

Participant B: On the east side of Stump Creek there is a chunk of land that goes through BLM, Forest Service, and private property that I am just waiting for somebody to close. Tighee Ridge. There is just a little piece of ground that goes on private property that I believe will be closed.

Facilitator: We know this is a concern, but outside this workshop at this point.

Participant B: If the two could work together, we could help this situation. For example, if there is a fire, we could make it a public right-of-way.

Participant E: From our perspective, what makes this issue tough is the state line. In trying to help the ranger out, we need to get all of those roads inventoried from Tom's Canyon to Jensen Canyon north. We need to address the proliferation of users.

Participant F: We need to consider the roadless area. If we have motorized use in an area, can we still consider the areas for wilderness areas?

Facilitator: Appendix C of the Forest Plan looks at the wilderness characteristics. We looked at those characteristics, compared the state of the roads today. Out of the analysis, the Forest Service recommends two areas for wilderness. Some of the areas have reasons that they were not considered for wilderness. Appendix C looks at that. There is also Appendix R that discusses roadless values outside of wilderness areas itself in terms of wildlife value.

Participant F: How does this affect those issues?

Facilitator: The areas that do not have routes through them now, we hope to keep the integrity of those areas and that is part of the plan. When we have our proposed action, we hope to have that available electronically. Then we can get meaningful comment.

Participant F: Another concern is the historical and cultural value of the area. Salt Creek, a whole corridor, that if we mess up we cannot do anything about it. It is non-renewable.

Participant C: Participant G was also interested in this area. Is it okay if I go and get him? Yes.

Participant D: Everybody who adopts a trail gets a print.

Participant G: I have concerns about the pioneering of new ATV trails in this area and I want to get a handle on it.

Participant C: There are several areas that are closed for parts of the year.

Mapping:

Participant E: If you start closing areas down, I don't know how that would affect hunting, mountain lions.

Participant B: I don't think that you can lump ATVs and motorbikes together.

Participant C: Not in all cases, but in some.

Participant F: There are also some areas that should only be pedestrian trails.

Participant A: Smokey Canyon north. My concern is that you have a main trail that was dozed and it is questionable whether that should have happened. My vote is that for Smokey Canyon North, I would like to see it cut off, because especially when it is wet, it really gets chewed up.

This group appeared to be semi-homogenous. Most of the folks were locals that heavily used the areas and therefore, knew them well. They seemed to be able to compromise and get meaningful things down on the maps.

Appendix K: Future endeavors.

Where do we go from here?

Feelings on how moving forward with a collaborative process will happen and why.

If we go on, we have to go trail by trail and look at damage and condition, wildlife issues, we have to get people to list causes for wanting trails open or closed; only way we can move forward.

We need to talk more about the impacts on the other folks with each other. We have lost ground to the ATV since the first one came here. Why can't "I don't want them here" be a valid reason for closing a trail? We need to work on understanding each other better.

For some of us this is a year-round issue, not just a hunting issue. There should be balance between use for motorized and non-motorized.

Until the appeals on the current Forest Management Plan (FMP) are resolved, it doesn't make sense to go any further. If we spend all of the time to do this it could just be thrown out.

Forest Service: We are moving forward as an agency. There is lots of work that could still be done that wouldn't change much even with a change in the FMP.

If we are to move forward and help with the process, we need to build trust and have very clear goals that are outside of the appeal process.

If you met again, what would be your goal for that next meeting?

I think the next set in the process is that the Forest Service could put together a proposal of travel routes in the various categories, then let us meet as a group and review those. That would allow us to take site-specific routes and discuss their value, discuss alternative routes, and offer recommendations and some sort of consensus.

Terry Sharik: So the goals might be to review/critique the first draft of a TMP.

It needs to be a complete TMP. Whereas this one has mainly dealt with motorized, not cross-country skiing, etc.

Terry: What about west side/east side?

I would want to see everything.

Deb Tiller: In February we are going to put out a proposed action that is the pre-scoping and start of the NEPA process. We could not provide that map before this process.

I would have to say that knowing what the NEA process is that the Forest Service generally uses is that this process has been valuable. It is kind of a long drawn out process where we need to involve different folks, and meetings at different locales.

Deb: Our second page will explain when our process will come out and when the scoping will occur. This is all scoping to us.

Terry: What do meetings like this add to the process?

Deb: One thing that is valuable from thee proceedings here is that everyone dedicated a lot of time and learned about each other. That will be valuable to determining the alternatives.

Terry: There is planning on the National Forest. So we are focused on the National Forest exercise. But there is nothing that is stopping you from doing this on a regional planning level. This would help influence what is taking place on the Forest as well.

Deb: We come out with a proposed action, we look at it as what would we do if we got no more public involvement. We get comments from the left and the right and try to find an alternative in the middle. We offer alternatives to the left and right, and end up going somewhere in the middle, but everyone still feels their words were not taken into account.

Appendix L: Workshop evaluation form.

WORKSHOP EVALUATION QUESTIONNAIRE

We appreciate your participation in this Collaborative Learning Workshop (CLW) and hope the experience was worthwhile for you. We would like to know your thoughts and feelings about this experience, in order to evaluate this CLW and improve similar, future workshops. Please help us in this effort by completing this short questionnaire. Thanks so much!

Specific objectives of this workshop are to provide various Forest users with opportunities to: (1) understand and appreciate the diversity of recreational activities that are present on the two districts, (2) understand the potential impacts of these various activities on each other and on local ecosystems, (3) provide input for the development of a revised Travel Management Plan (TMP) that minimizes conflicts among user groups while maintaining the integrity of local ecosystems, and (4) establish working groups for future input to the TMP process.

1. From your perspective, did this workshop meet these objectives?

3	2	1	0
Yes, very much so!	Yes, generally	Yes, but only slightly	No, not at all!

Please explain your answer:

2. How did your participation affect your understanding and/or appreciation of:

a) The diversity of recreational activities that are present on the two forest districts.

5	4	3	2	1
Greatly increased	Increased	Had No Effect	Decreased	Greatly Decreased

b) The potential impacts of these various activities on each other and on local ecosystems.

5	4	3	2	1
Greatly increased	Increased	Had No Effect	Decreased	Greatly Decreased

3. How satisfied are you with this opportunity to provide input for the development of a revised TMP?

6	5	4	3	2	1
Very Satisfied	Satisfied	Somewhat Satisfied	Somewhat Dissatisfied	Dissatisfied	Very Dissatisfied

Please explain your answer:

4. Do you feel your opinions were heard? YES Somewhat NO

If No, why not? _____

5. Do you feel different stakeholders were treated fairly? YES Somewhat NO

If No, why not? _____

6. Do you feel your input will be taken into consideration? YES Probably NO

If No, why not? _____

7. How satisfied are you with the process and procedures utilized in this CLW?

6	5	4	3	2	1
Very Satisfied	Satisfied	Somewhat Satisfied	Somewhat Dissatisfied	Dissatisfied	Very Dissatisfied

8. How satisfied are you with the facilitation for this CLW?

6	5	4	3	2	1
Very Satisfied	Satisfied	Somewhat Satisfied	Somewhat Dissatisfied	Dissatisfied	Very Dissatisfied

9. Overall, how useful do you feel this CLW has been for you?

5	4	3	2	1
Very useful	Quite useful	Somewhat useful	Slightly useful	Not at all useful

10. What do you feel will be the future outcome of the results of this CLW?

11. What would you like the future outcome to be?

12. Are you willing to be a member of a working group in the future? YES NO

If Yes, please provide your name here: _____
or give your name to one of the USU facilitators.

13. Do you have any additional comments you would like to share?

Thanks again for your participation and for completing this evaluation questionnaire.

Appendix M: Results of workshop evaluation.

Evaluation Questionnaire

Specific objectives of this workshop were to provide various forest users with opportunities to: (1) understand and appreciate the diversity of recreation activities that are present on the two districts, (2) understand the potential impacts of these various activities on each other and on local ecosystems, (3) provide input for the development of a revised Travel Management Plan (TMP) that minimizes conflicts among user groups while maintaining the integrity of local ecosystems, and (4) establish working groups for future input to the TMP process.

Question 1: From your perspective, did this workshop meet objectives?

Table 1: Did Workshop Meet Objectives?

Response	Number	Percent
Yes, very much so!	0	0.0
Yes, generally	18	60.0
Yes, but only slightly	12	40.0
No, not at all!	0	0.0
Missing	2	Not included

Explanations:

Yes, very much so! (0.0%)

Yes, generally (60%)

- [01] Appreciated the learning experience.
- [02] I think everyone (or at least most) gained an appreciation of the complexity of the issue.
- [05] I pretty well knew the issues and those involved. Airing the concerns was good.
- [06] It is difficult to move individuals who are already solidly entrenched.
- [07] A lot of good discussion/education between conflicting users. Did not accomplish the site/specific trail recommendations I had hoped.
- [12] I agree but... People and or groups are showing that they will not be flexible.
- [15] I am not sure that I witnessed anything that would indicate a lessening of conflict among user groups.
- [17] Some of it was good – other was not because we aren't sure of appeals, etc.
- [19] Not enough time to cover all issues.
- [20] I expected more decisions and specific recommendations.
- [22] I'm very familiar with most of the area. I was unaware of the many problems. Education and enforcement are the key to the conflict.
- [23] You did your best with a large group. I appreciate the opportunity to participate.
- [26] I was not real clear on the objectives.
- [27] We must work together.

- [30] It is worthwhile to bring various groups to the table to help communicate and to shape public processes.
- [31] It clearly identified the issues; It clearly outlined how complex the array of emotions are affecting these resource management issues.

Yes, slightly (40.0%)

- [03] Too early in process to know how much impact this CLW will/can have.
- [08] Met objective 1 and 2, but not much on 3 and 4.
- [09] Time was a major limitation factor in the breakout groups. Areas might be a little too large.
- [10] The focus was on human recreational use, not ecosystem management. The us/them division between motorized and non-motorized was never fully breached. The process set up winners and losers from the outset.
- [13] I believe it addressed objective #1, #2 in part, and did not address #3 and #4 very well.
- [14] Could not reach consensus with large group—small groups had better luck.
- [16] Learning about ecosystem effects was not on any radar screen of participants. Established positions and defense of those negated “learning.”
- [21] It took a great deal of time to accomplish the first objective and the second objective.
- [24] Workshop needed to take place sooner.
- [25] There will only be a decision in the forests.
- [28] The size of the group is too small to affect enough people to minimize conflicts.
- [32] These are pending decisions on appeals of the Forest Plan (from both sides) that will redefine the issues—two groups could make decisions on which routes should be opened/closed; obvious distrust issues remain.

No, not at all (0.0%)

Missing (Not included)

- [04] Only touched the surface. Still lots more work to be done to have any influence.
- [29] #1 & #2 very good, #3 good, #4 not covered.

Question 2: How did your participation affect your understanding and/or appreciation of:

**a): The diversity of recreational activities that are present on the two forest districts?
(Objective 1)**

Table 2: Diversity of Recreational Activities

Response	Number	Percent
Greatly increased	1	3.1
Increased	18	56.3
Had no effect	13	40.6
Decreased	0	0.0
Greatly decreased	0	0.0

b): The potential impacts of these various activities on each other and on local ecosystems? (Objective 2)

Table 3: Potential Impacts of Activities

Response	Number	Percent
Greatly increased	1	3.2
Increased	11	35.5
Had no effect	19	61.3
Decreased	0	0.0
Greatly decreased	0	0.0
Missing	1	Not included

Question 3: How satisfied are you with this opportunity to provide input for the development of a revised TMP? (Objective 3)

Table 4: Satisfaction with Opportunity to Provide Input

Response	Number	Percent
Very satisfied	1	3.3
Satisfied	8	26.7
Somewhat satisfied	19	63.3
Somewhat dissatisfied	2	6.7
Dissatisfied	0	0.0
Very dissatisfied	0	0.0
Don't know	1	Not included
Missing	1	Not included

Explanations:

Very Satisfied (3.2%)

[16] A good addition and attempt to smooth outcomes; an acceptable, equitable TMP.

Satisfied (25.8%)

[06] I think this process helped to raise the awareness that the travel planning process is beginning.

[09] We will have more opportunities into the future.

[24] Local people need to be involved in deciding uses (especially land-use). New York, mind your own business!

[29] We were allowed to give our input.

Somewhat Satisfied (61.3%)

[03] I have been involved with TMP input in the past, so I am relatively aware of the diversity and impacts involved. Also, due to actions taken by past USFS managers, I am cautious in my expectations.

- [04] With only one hour to talk about areas, we were not able to give much input from our group.
- [05] I think people were listening and considering alternate views. I feel like the decision makers learned something from the participants.
- [10] I am not convinced that the process is legitimate, politically. It seems that bureaucratic proceduralism and our “all Republican now” power base overrides authentic participation. Political influentials must be included at the outset and convinced to let process work. Most “buy in.”
- [13] I was somewhat satisfied in that I got to have input about something that I am very interested in. It is part of my life.
- [15] Any time you have an opportunity to speak out you may be heard.
- [17] I’m just not sure if it is really going to make a difference or if decisions aren’t already made.
- [19] Same old issues.
- [21] I appreciated the opportunity to listen to others regarding their perspectives on the impacts, problems, and recreational needs of the motorized users and non-motorized users.
- [25] There will only be a decision in the forests.
- [26] I appreciate the opportunity to provide input, but if it’s not used, my time was not well spent.
- [30] I don’t have great expectations that the Forest Service will draft a great plan. I’m glad to be able to provide input and hope the Forest Service does the right thing for the ecosystems as a whole.
- [31] The issues were very well explained by each user group. An understanding of the issues by agencies should be an important aspect in narrowing the issues to be addressed by USFS. I suggest the Forest Service eliminate the extreme issues and focus on the issues that are doable.
- [32] It is not clear how this will be used in the decision process.

Somewhat dissatisfied (6.5%)

- [14] It’s a start, but more dialog between user groups would help bridge the gaps.
- [20] Didn’t feel like this will influence any final plan.

Dissatisfied (0.0%)

Very dissatisfied (0.0%)

Don’t know (Not included)

- [28] I’m not sure whether my input will affect the development of the TMP.

Missing (Not included)

Question 4: Do you feel your opinions were heard? If No, why not?

Table 5: Do You Feel Your Opinions Were Heard?

Response	Number	Percent
Yes	18	62.1
Somewhat	10	34.5
No	1	3.4
Not applicable	2	Not included
Don't know	1	Not included

Yes (56.3%)

[02] Because I'm with the Forest Service.

Somewhat (31.3%)

[04] Trust is developed over time; smaller groups help with trust instead of large groups.

[08] We will need to see a report!

No (3.1%)

[16] Pre-formed positions, perceptions.

Not applicable (Not included)

Don't know (Not included)

Question 5: Do you feel different stakeholders were treated fairly? If No, why not?

Table 6: Different Stakeholders Treated Fairly?

Response	Number	Percent
Yes	26	81.3
Somewhat	4	12.5
No	2	6.2

Yes (81.3%)

Somewhat (12.5%)

[04] Trust was not totally developed.

No (6.2%)

[10] Who determines stakeholders? There are more interests and stakeholders regarding the Travel Plan than motorized/non-motorized users. What about stockmen? Adjacent landowners?

[20] I felt motorized users overshadowed others by numbers present.

Question 6: Do you feel your input will be taken into consideration? If No, why not?

Table 7: Input Taken into Consideration

Response	Number	Percent
Yes	11	37.9
Probably	14	48.3
No	4	13.8
Not applicable	1	Not included
Don't know	2	Not included

Yes (34.4%)

[03] Yes, but I am realistic about how much total input is given and what percentage my input represents.

Probably (43.8%)

[17] I hope so.

[26] Too many things could affect the outcome.

No (12.5%)

[04] Not enough time for communication.

[20] ??? attitude of motorized users and their better organized membership and lobbying ability.

[22] I think their plan has already been finalized.

[25] Not in the final court decision.

Not applicable (Not included)

Don't know (Not included)

Question 7: How satisfied are you with the process and procedures utilized in this CLW?

Table 8: Satisfied with Process and Procedures

Response	Number	Percent
Very satisfied	1	3.1
Satisfied	10	31.3
Somewhat satisfied	19	59.4
Somewhat dissatisfied	2	6.3
Dissatisfied	0	0.0
Very dissatisfied	0	0.0

Question 8: How satisfied are you with the facilitation for this CLW?

Table 9: Satisfied with Facilitation of CLW

Response	Number	Percent
Very satisfied	3	9.4
Satisfied	18	56.3
Somewhat satisfied	9	28.1
Somewhat dissatisfied	2	6.3
Dissatisfied	0	0.0
Very dissatisfied	0	0.0

Question 9: Overall, how useful do you feel this CLW has been for you?

Table 10: How Useful This CLW Been for You

Response	Number	Percent
Very useful	1	3.1
Quite useful	9	28.1
Somewhat useful	18	56.3
Slightly useful	4	12.5
Not at all useful	0	0.0

Question 10: What do you feel will be the future outcome of the results of this CLW?

- [01] Somewhat heard, but still a lot of work until the process is done right.
- [02] Frustration because of the lack of a good connection between this process and the NEPA process.
- [03] Hopefully, USFS will utilized these in their formulation of proposed action. However, much other input will also shape it.
- [04] We did not come to any major conclusions or resolution. Need more communication.
- [05] Not sure.
- [06] Not sure.
- [07] Like minded folks will form groups; individuals may come into the TMP that wouldn't have before.
- [08] Input to NEPA process, but no special emphasis (and there shouldn't be!).
- [09] They will be used as a part of the scoping process for the travel plan process.
- [10] I'm not sure. I hope we have all learned from one another.
- [11] Not sure.
- [12] Starting point.
- [13] I don't know. I would hope that I have an opportunity to have more involvement.
- [14] Perhaps more gathering of information.
- [15] At the best, it may in a small way influence the TMP process. At the worst, I have shot a Saturday.

- [16] Influence open minded entities' inputs into TMP process to come.
- [17] Too soon to tell.
- [18] Input will be folded into NEPA process.
- [19] Further studies.
- [20] I don't feel this CLW did any more than alert motorized users that they need to mobilize their efforts to control the travel plan.
- [21] Possibly a chance to work better with some of the people present as the NEPA process begins.
- [22] Unknown?
- [24] A little too late.
- [25] It will not mean much.
- [26] Not sure.
- [28] Not much, attendees to some extent drew lines in the sand that they will not cross. As a result, collaboration was limited. Understanding was not accepted.
- [29] Hopefully there will be more of these with more time allowed.
- [30] Forest Service will draft a plan that I won't be pleased with, due to philosophical and value differences.
- [31] Some issues that are more divisive will not be resolved while some will be. This should be a template for future working group TMP.
- [32] It isn't clear to me.

Question 11: What would you like the future outcome to be?

- [01] Much less motorized use to protect our habitat and wildlife; personally be involved to help out the problems at hand.
- [02] A better informed public.
- [03] Incorporated in TMP proposals to restrict motorized travel.
- [04] Groups have opportunity to get together to work on areas and trails as a possible alternative.
- [05] A workable solution for all parties.
- [06] Working group putting together plan for the future.
- [07] Greater, substantive participation in the TMP.
- [08] Good Travel Plan updates which meets the needs of all users.
- [09] A high quality diverse mix of recreational travel opportunities that meets the needs of the public and the resource.
- [10] Authentic participation. Interagency collaboration.
- [11] Not sure.
- [12] Problems solved.
- [13] I would like to meet in a smaller group with a representative from the different agencies and go over the trails. Decisions could then be presented to larger group.
- [14] Less ATV use, especially seasonal during hunting season on public land.
- [15] A travel plan that everyone can agree on that also protects the resource.
- [16] Enlarging collaborative user groups, respectful of agency responsibilities and proactive in problem solving.
- [17] A fair use by all.

- [18] Open Winschell Dugway to motorized use.
- [19] Finished travel plan with no closures.
- [20] Another meeting, but with more information. On existing trails, wildlife concerns, and a better idea of numbers of day usage on trails.
- [21] Possibly for a politically feasible alternative for the TMP to come out of it, but I don't know if the current group make-up would actually allow for that to happen.
- [22] For all of the groups and organizations to get along regardless of the final decision.
- [23] I would like to sit down with the Forest Service to review their first draft. I feel the Forest Service should put together their draft from our input.
- [24] I like ATVs, but I think areas should be split up more, not bunched together.
- [25] For the Forest Service to make a final decision and no appeal is allowed.
- [26] Naturally, I'd like to see our group's decisions implemented.
- [28] This is a good way to begin the planning. The Forest Service needs to give the public a target to shoot at. Similar CLW's could be held after the target is created and some resolution might occur.
- [29] Better early input to the plans.
- [30] ORVs get greater scrutiny and regulation. Great areas of forest are kept wild.
- [31] A travel plan that is likely not to be appealed.

Question 12: Are you willing to be a member of a working group in the future?

Table 10: Willing to Be a Working Group Member

Response	Number	Percent
Yes	24	85.8
Maybe	2	7.1
No	2	7.1
Not applicable	2	Not included
Missing	2	Not included

Question 13: Do you have any additional comments you would like to share?

- [05] We may not of accomplished a lot, but the dialogue was good.
- [08] The group (in general) does not understand the scope of the Travel Planning process as tiered NEPA implementation under the Revised Forest Plan.
- [09] Maybe organize public travel plan working groups much like the Idaho Panhandle NF plan revision and organize an intergovernmental (state, local, federal) team to get other agency input.
- [10] Need to be very clear about why the public is being involved at the is point. If this is a "wicked problem" that requires public acceptance, then involving the public early minimizes later conflict. However, I was never comfortable with "the who and why" in this process.

- [12] When you integrate social values, the process of a happy world is never simple. The cost of free speech.
- [16] Good process folks. Time limited, but probably enough for likely outcome, stakeholders histories, and existing legal obstacles for detailed progress.
- [17] I believe, (my opinion) that education and self enforcement would be a big benefit to all. I know I will take this to our club and others, and that it is time to face up to the fact that the old saying “they can’t take that from us” is all but over.
- [18] A representative from the Blue Ribbon Coalition needs to be involved in future meetings. I will be if no one else is available.
- [20] I could have been a more active participant if I had been better prepared with information on the current TMP and ideas of how the changes are being proposed.
- [21] I am happy to be part of an on-going process but it depends on how we allocate my staff time or others’ staff time.
- [25] Nice try, the facilitators were sincere.
- [26] I enjoyed the interaction with the diverse groups.

Appendix N: Results of exercise on common elements of collaborative learning endeavors.

**Caribou National Forest Travel Management Planning Workshop
Key Words and Phrases in Collaborative Learning (Ranked)
23 Participants Responding**

12 Responses:
Conflict

11 Responses:
Listening
Trust

10 Responses:
Communication
Concerns

8 Responses:
Accountability
Agreement
Knowledge
Perceptions
Public Involvement
Understanding

7 Responses:
Dialogue
Problem Solving
Respectful

6 Responses:

- Cooperation
- Fairness
- Flexibility
- Interaction
- Learning
- Management
- Monitoring
- Overcoming Barriers
- Uncertainty

5 Responses:

- Caring
- Collaborative
- Common Ground/Interests
- Complexity
- Consensus
- Down-to-earth
- Goals
- Negotiation
- Responsible
- Shared

4 Responses:

- Accommodation
- Commitment
- Decision Making
- Facilitation
- Funding
- Interests
- Ownership
- Partnership
- Purpose
- Relationships
- Sincerity

3 Responses:

- Adaptive
- Change
- Civility
- Creative
- Dedication
- Ground Rules
- Integrity
- Justice
- Mediation

Ongoing
Organized
Persistence
Process
Resolution
Risk
Stakeholders
Sustainable

2 Responses

Building Bridges
Community
Democratic
Diligence
Diversity*
Failure
Fear
Good Faith
Innovative
Mutual
Pride
Reciprocity
Sense of Place
Structured

1 Response:

Bias*
Conservation*
Coordination
Discourse
Dispute
Effectiveness*
Enforcement*
Expectations*
Exclusion*
Honesty*
Humility
Interdependence
Legitimate*
Linkages
Participative*
Prejudice*
Procedural Justice
Protection*
Representative*
Selfishness*
Stubborn*

Tolerance*
Transforming
Values*

0 Responses:
Decentralized
Outreach

* Words added by Workshop Participants