

COUNTY FOREST COMPREHENSIVE LAND USE PLAN

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**CHAPTER 700**

**ROADS AND ACCESS**

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## 700 ACCESS CONTROL AND HISTORY

Resource management, protection activities, recreational uses, and other public uses on the Jackson County Forest require several different types of access. Since the Forest is large and diverse, a broad network of access opportunities have developed over the years. A combination of geography, soils, vegetation, surface waters, seasons of the year, presence/absence of roads or trails, ownership of adjoining lands, and public regulations interact to control access to any part of the Forest.

Many of the existing roads and trails were originally developed as logging roads, forest fire protection lanes, or trails used to reach popular hunting and fishing areas. The locations and standards for these earlier roads were not routinely established by county personnel, nor were they maintained on a regular basis.

Over the years, the road density and frequency of vehicle use on the Forest has increased in response to an expanding number of motorized recreational vehicles and to provide access for our harvest program. Often, different uses have occurred on the same trails with minimal conflicts. But the diverse demands for, and uses of, the County Forest have reached the point where integrated access management planning is needed.

User conflict between groups: e.g., snowmobiling versus cross-country skiing; hunting on foot versus use of vehicles for access to game populations.

Safety: e.g., pleasure riding of horses on the same trail with ATV vehicle traffic, or hiking.

Erosion: soils eroding due to use, or over-use by vehicles without routine maintenance.

Damage to access: rutted or impassable roads requiring costly repair by the county or other specific user groups (e.g., snowmobile/atv club).

Litter: depositing garbage and waste on the Forest.

Over-utilization of a resource; e.g. reduced availability of trophy-sized deer, excessive harvest of ruffed grouse along trails, overharvest of bobcat.

Crowding: e.g. complaints from hunters about intensified competition for traditional

hunting areas as a result of better access.

Fires: e.g. increased exposure of the resource to forest fire occurrence.

Endangered species management: e.g. high road densities conflict with timber wolf recovery, eagle and osprey nest disturbance.

Invasive species: e.g. introduction of invasive exotic species along travel routes.

Developmental trends: e.g. preservation of the County Forest solitude by limiting access versus development of high intensity use by additional roads and unlimited access.

Road placement: e.g. some roads should be closed for improper location and evaluated for replacement.

## **705 CHAPTER OBJECTIVES**

1. Provide direction to the committee and resource managers in order to maintain a network of roads and trails on the County Forest. This will meet the needs for resource management and protection activities, as well as provide public access for recreation opportunities.
2. Identify the distribution, density, and types of roads and uses of roads and trails needed to establish a safe and efficient transportation and recreation system that complements the economic, environmental, and social interest in the County Forest.
3. Identify the existing and future County Forest roads eligible for transportation aids under s. 86.315(1), Wis. Stats.
4. Identify areas on the County Forest where the access is limited or restricted.
5. Identify the provisions and criteria that will be policy when addressing management issues on the County Forest.

## **710 ROADS**

Jackson County Forest staff will oversee the construction and maintenance of all roads within the County Forest (except roads owned and maintained by other units of government). These roads may be constructed and maintained by the County and/or private contractors with oversight from the County.

The specifications for road construction and maintenance will vary with the frequency, duration, and planned use of each road. Three major types of roads occur on the Forest: permanent primary roads; permanent secondary roads, and temporary roads.

New road establishment should consider information identifying areas with sensitive soils or severe slopes that have the potential for adverse water quality impacts from land management practices. County staff can work with local DNR Forest Hydrologists to develop site-specific measures where appropriate and to follow all required permitting processes when applicable

The forest should have enough roads to provide sufficient access, without degrading water resources, while still maintaining recreational experience. Program evaluation of road infrastructure will continuously occur.

#### 710.1 PERMANENT PRIMARY FOREST ROADS (County Forest Roads)

These roads are the primary roads accessing the County Forest. They are designed, constructed, and maintained for year-round use. These roads serve as essential access corridors for multiple use management. Some of these roads are graveled and routinely graded. Vehicle use may be restricted at various times of the year to minimize physical damage to the road or for safety reasons.

Forest roads in this category qualify for the County Forest Road Aids program. Qualifying roads in this program must meet minimum design standards set by ss. 86.315(4)(a) and 86.315(3) Wis. Stats, and administered by WI DOT. A yearly aid payment is used to maintain and improve these certified public roads. The following table lists the roads currently certified under s. 86.31(1), Wis. Stats. Also included are roads proposed for addition once improvements meet statute requirements.

JACKSON COUNTY CURRENT WDOT CERTIFIED

TOWNSHIP	SECTION	LENGTH (MI)	ROAD NAME/COMMENTS
Brockway	27,34,35, 36	4.2	Bell Mound Road
City Point (T22N-R1E)	2,3,4,5	3.9	North Knutes Road

These permanent primary roads will be maintained and remain open to public use. Snow plowing is usually not done on these roads and short-term closure maybe used during break up or heavy rain event. Map located 1020.4.

710.2 PERMANENT SECONDARY ROADS

These roads often serve a variety of uses including forest management, fire protection, and recreation. These roads are maintained as part of a permanent road system but are often narrower than permanent primary roads and are built and maintained to lower standards. Some of these roads are designed for use only when the ground is frozen or firm.

Some roads in this category are located in areas on the Forest where motor vehicle use is limited or restricted. In these instances, the roads will be blocked and/or signed as restricted during periods of weather and/or temperature where roads are subject to damage from vehicular travel.

In instances where motorized traffic is restricted, vehicle access will only be authorized for planned management activities, fire protection, and in cases where motorized handicapped access has been approved. Foot traffic is allowed on all roads.

Jackson County will attempt to improve the condition of permanent secondary roads where

feasible.

New permanent secondary roads shall be evaluated by the administrator before being classified as a road for general public vehicular use or other recreational use. In the interest of resource protection, all timber access trails which are not needed for continuous access shall be bunkered or blocked to restrict all but foot traffic.

Jackson County Forestry Department is working on completing a comprehensive inventory on permanent secondary roads that are numbered. These are roads that have been used historically for access to the County Forest. The road designation can be changed by the Forest Administrator if use or circumstances require a road to be added or deleted.

### 710.3 TEMPORARY ROADS

Many of the roads on the County Forest fall into this classification. These roads are designed and constructed for short-term use for a specific project; often for timber harvest access. These roads are used only for a short duration and when the activity is done, the temporary road is closed. These roads are naturally or artificially revegetated and closed by use of earthen berms/bunkers or other physical barriers. In some cases, roads are completely closed with slash and debris to prevent future use and to encourage natural regeneration of trees.

Temporary roads on existing and past sales will be considered for closure. Reasons will include protection of perpetually wet soils, human safety, and prevention of illegal dumping.

The need for new temporary roads will be evaluated on a case-by-case basis. Road locations will be included in designing timber harvests. Consideration will be given to the objectives within each County Forest unit, existing road density, potential use, and soil type. Existing roads and trails will be used whenever practical for management activities to minimize disturbance.

## 710.4 STATE, COUNTY, TOWN DRIVEWAY PERMITS

### 710.4.1 State Highways

Wisconsin DOT generally requires permits for permanent and temporary driveways on state highways. The County should track and retain permit records and work with local DOT officials for access.

### 710.4.2 County Highways

Jackson County Highway Department requires permission for permanent and temporary driveways on the County Highway. The County should track and retain permit records and work with the Jackson County Highway Department officials for access.

### 710.4.3 Town Roads

Driveway permits and logging roads that intersect with town roads must have the intersections approved by the proper authorities prior to construction.

## 710.5 UTILITIES

Crossing any pipeline or railroads in areas that are not designated crossing will require permits by the utility owners.

## 710.6 CULVERTS

In many cases culverts are needed in all three classifications of roads that are on the County Forest when dealing with drainages, wetlands and stream crossings. Some of these are temporarily placed culverts that are used during a specific project then removed, while others are permanent structures.

In all instances, culverts should be placed according to required DNR permitting procedures and should follow BMP's for culverts that can be found in chapters 4 and 5 of the *Wisconsin's Forestry Best Management Practices for Water Quality*, PUB FR-093 2010.

Routine maintenance of these structures should also be completed to make sure structures are adequately working. The county may want to consider documenting the location of culverts on the County Forest and provide a list of the culverts that should be routinely checked.

#### **715 RESTRICTED ACCESS AREAS**

In addition to providing trails for motorized vehicle use, the County Forest may also provide and designate areas where motorized equipment is not permitted unless authorized by the Committee. The principal intent of these areas is to prevent environmental damage to sensitive areas, protect historical or archeological sites, protect endangered and threatened species, provide for human safety and provide areas for quiet, secluded recreation. The following areas have been designated as restricted access areas on the Jackson County Forest: State Natural Areas

#### **720 WILD LAKES**

The surface waters encompassed under the wild lakes designation include those restricted use areas that are not open to any gasoline-powered vehicles, water craft, or snowmobiles except when snow covered. In general, all or most of the shorelines of these lakes and streams are owned by Jackson County. Counties may request that townships, under authority of s. 30.77 (3) Wis. Stats., establish regulations restricting motorized use on these surface waters. Canoes, kayaks, and boats propelled by wind, oars, or electric motors are permitted. Gasoline or diesel-powered equipment is not permitted. The intent of these restrictions is to protect the aquatic resources of these lakes but still allow human access. On the Jackson County Forest, the Wazee Lake is designated as a “Wild Lake”:

#### **725 ROAD CONSTRUCTION BEST MANAGEMENT PRACTICES FOR WATER QUALITY**

The layout and construction of any new road or trail situated on the County Forest shall adhere to *Wisconsin’s Forestry Best Management Practices for Water Quality* (PUB-FR-

093-2010). This access management plan addresses the need and diversity level of forest roads and trails within the County Forest. This BMP Manual provides guidelines for road construction. Soil disturbance activities in highly erodible soil areas may require mitigating measures in excess of those currently listed in BMP Manual PUB-FR-093-2010. Wider buffers, sediment control structures and water diversion techniques will be used as appropriate in these sensitive areas.

## **730 SIGNS**

Signs on the County Forest will be used discreetly to perform and function with minimal disruption to the multiple uses of the County Forest. Private signs promoting personal, commercial or political objectives will not be permitted. Signs erected by the county for management purposes or by non-profit recreational trail groups will be as follows:

1. Informational Type Signs
  - A. Interpretive Signs - to educate the general public about forest management practices.
  - B. Public Land Signs - to identify the land as Jackson County Forest property.
  - C. Trail Markers - to provide direction and safety to trail users.
  - D. Scientific, Historical or Geological Markers - to identify points of interest.
  - E. Recreational Facility Markers - to identify park entrances, etc.
  - F. Directional Markers.
2. Regulatory Type Signs - to regulate the use of the County Forest in specific areas.

### **730.1 SIGNING STANDARDS**

To assure that signs will serve a purpose without damaging aesthetics, the following standards will be maintained:

1. All signs will be mounted on treated wood posts, steel backed wooden posts, fiberglass, composite or steel posts as determined by the department.

2. Fiberboard or painted metal signs, when used, will be of neat appearance.
3. Signs placed on snowmobile/ATV trails must conform to state standards and be approved by the committee.
4. All authorized signs shall be protected by ordinance from being damaged, defaced, obstructed, removed, or possessed by unauthorized persons.
5. All unauthorized signs will be removed by the Forestry staff. No compensation will be afforded for loss or damage to signs during removal. Individuals erecting unauthorized signs may be prosecuted under s. 943.13(3), Wis. Stats.