



FOREST COUNTY  
**POTAWATOMI**  
*Keeper of the Fire*

# ATV TRAIL PLAN



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The development of the Forest County Potawatomi Community ATV/UTV Plan is a joint effort and would not be possible without data sharing, input, and general cooperation from a multitude of stakeholders. We thank the following organizations for their assistance with this project.

**Forest County Potawatomi Staff Members**

**Forest County Potawatomi Community Members**

**Forest County Potawatomi Land Use Committee Members**

**Forest County Potawatomi Executive Council**

**Forest County Forestry & Recreation Department Staff**

**Town of Lincoln Staff**

**Wisconsin Department of Natural Resources (DNR)**

**Crandon Off-Road Raceway Staff**

Thank you –

KL Engineering, Inc.



# CHAPTER ONE: EXECUTIVE SUMMARY

With increased usage of ATVs and UTVs throughout Forest County, Forest County Potawatomi Community (FCPC) felt it was important to take a proactive approach with longer-range and comprehensive planning of routes and trails for the vehicles.

The planning project occurred from October 2020 and continued into the fall of 2021. The process included data analysis, conceptual planning, public outreach, development of a preferred routing, and detailed cost estimating.

The plan reviews the basics of the vehicles, outlines various rules and regulations, evaluates existing facilities, and details the various standards with the implementation of ATV/UTV trails and routes. Public involvement was gathered to gain an understanding of priorities and concerns with trail and route expansion.

Priorities of the plan included creating safer routes for ATV/UTV trails, connecting in with Tribal Commercial Enterprises, and increasing connectivity to major Points of Interest (POI) for residents and tourists alike. One aspect of expanding these facilities was to provide an alternate for those that did not have access to cars or those that were not able to bike or walk as a secondary mode of travel.

With analysis of the general standards, FCPC-specific standards were also created for future route/ trail planning.

A recommended route/trail plan is laid out with cost estimates of the highest priority facilities. Other non-infrastructure recommendations are provided to help establish policies and programs to support safe ATV/UTV travel and promote the other priorities included within the plan. The plan includes a number of suggestions for community involvement with the planning and implementation of many of the non-infrastructure goals.

Discussion is included on the various funding opportunities available for ATV/UTV trails and potential partnerships with area ATV and Snowmobile clubs is included.

The plan also includes an outline of typical project timelines so FCPC can plan accordingly to apply for grants, secure a designer, and secure any necessary real estate-- all items needed prior to the design and ultimate construction of the facilities.





# CHAPTER 2: INTRODUCTION

## PROJECT PURPOSE

With the increased usage of ATVs and UTVs within the community, the creation of the FCPC ATV/UTV Comprehensive Plan strives to accomplish the following:

- Identify current challenges with ATV/UTV use within FCPC and surrounding communities and develop appropriate solutions.
- Develop design standards for future route planning.
- Prioritize the development of new routes along with the maintenance of existing routes.
- Identify potential partnerships for ATV/UTV routes and supplemental funding sources.
- Improve safety of existing and proposed trails and routes.
- Improve connectivity and access to Points of Interest (POIs) within the community and surrounding municipalities.

## PLANNING PROCESS

### SUMMARY

The development of this planning document included a multitude of field visits, staff and committee input, public input, and review by community partners and the FCPC Executive Council. Within this planning process, consistent goals for trail planning that were expressed included improving safety, providing access to commercial enterprises, protecting the archaeological and natural resources, and connecting the community through an on and off-road motorized trail network.

### KL ENGINEERING & FCPC STAFF

KL Engineering collaborated closely with FCPC staff and committees in the development of this document. After the initial field visit with the Land Use Committee and FCPC staff, KL Engineering and FCPC staff met monthly to develop this planning document.

### LAND USE COMMITTEE

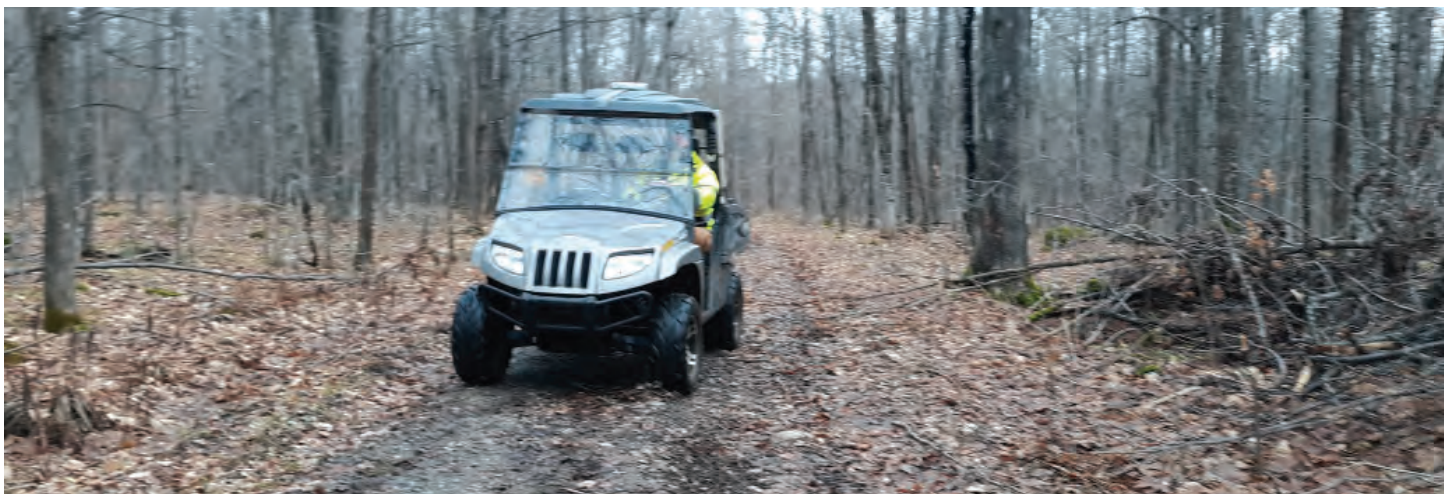
The Land Use Committee was instrumental in the development of this document and worked closely with planning staff to provide input and direction. In addition to members participating in the field visit on 11/12/2021, planning staff met with the Land Use Committee on the project on the following dates: 11/5/20, 3/18/21, 4/1/21, 7/15/21 and 10/14/21.

The Land Use Committee was involved in providing input on existing facilities, potential for new connections, prioritization of trail construction and peripheral activities associated with overall ATV/UTV development, and other related elements.

### PUBLIC INPUT

This will be discussed in more detail later in the document, but below is a brief summary.

FCPC reached out to FCPC residents, surrounding municipalities, and related recreational motor vehicle clubs for input on future facility planning, ridership, route concerns, and priorities with planning for ATV/UTV facilities. This input then helped guide the development of this plan.



# CHAPTER 3: ATV / UTV FACILITIES

## THE VEHICLES

It is important to note that although trail planning for both types of vehicles is included, there are differences relative to both the basic manufacturing of the vehicles, use, and included safety features.



### ALL-TERRAIN VEHICLES (ATV)

#### Definition by Statute:

Wisconsin Law ss 340.01(2g) defines an all-terrain vehicle as:

*“a commercially designed and manufactured motor-driven device which has a net weight of 900 pounds or less, was originally manufactured with a width of 50 inches or less, equipped with a seat designed to be straddled by the operator and which is designed by the manufacturer to travel on three or more tires”*

Small or child-sized ATVs then meet the following requirements:

*“An all-terrain vehicle that has four wheels and that has either an engine certified by the manufacturer at not more than 130 cubic centimeters or an equivalent power unit.”*

#### ATV Overview :

ATVs are quad off-roading vehicles with straddle seating. Typically, an ATV can accommodate a single rider. ATVs can be used for racing, general transportation, and certain outdoor work.

As an ATV is usually smaller and lighter than a UTV, it offers easier maneuverability. Related, riders do need to maintain balance with these vehicles, so the control of ATVs are more physically demanding

Based on their smaller size, ATVs are also typically easier to store. ATVs are typically a more affordable off-road vehicle than UTVs.

### UTILITY TERRAIN VEHICLES (UTV)

#### Definition by Statute:

Wisconsin Law ss 23.33(1)(ng) defines a utility-terrain vehicle as:

*“a commercially designed and manufactured motor-driven device that is designed to be used primarily off highway, and originally manufactured and equipped with all of the following: a weight, without fluids, of 3000 pounds or less; four or more tires; steering wheel; tail light; brake light; two headlights; width of not more than 65 inches; seat belts; and roll bar or similar device designed to reduce the likelihood that an occupant would be crushed as the result of a rollover”*

With a recent amendment to the statute, the following also qualifies as a UTV:

*“Vehicles that do not qualify as an ATV as defined in ss.340.01(2g) but are commercially designed and manufactured, motor driven devices that contain 3 or more tires, a weight without fluids of 3000 pounds or less, a width of 65 inches or less and a seat designed to be straddled by the operator may also be registered as a UTV”*



Small or child-sized UTVs then meet the following requirements:

*“A utility terrain vehicle that has four wheels and that has either an engine certified by the manufacturer at not more than 200 cubic centimeters or an equivalent power unit.”*



#### UTV Overview:

UTVs can have four or six wheels. These vehicles can seat up to six passengers. A UTV allows ‘side-by-side’ riding and is fit for diverse applications. From hauling cargo to accessing primitive trails, UTVs provide a wide variety of options based on your anticipated primary use. A UTV is typically better suited for hauling and towing capacity than an ATV.

UTVs are larger than ATVs and are equipped with more safety gear (roll bar, lights, etc.) which also allows for more comfortable roadway travel.

## USER TYPES

An important component when planning for expansion of ATV/UTV use is to identify the different types of users and future trends in the growth within each category.

### UTILITARIAN

**Utilitarian use** of ATVs or UTVs can be summarized as activities related to outdoor work (farming, hunting, site improvements & repairs, etc.).

For the purposes of this report, we will be focusing moreso on **utilitarian travel**.

Travel for utilitarian purposes typically includes destinations that are part of one’s daily life and not for recreation. Specific examples of this include travel to work, school, stores, etc.

Optimally, utilitarian travel routes are direct, well-maintained, safe, well-signed, and visible to all adjacent users. The scenic experience with routes for these purposes is not a priority, but is a benefit when achievable. For ATV/ UTV purposes, these routes should not be challenging physically as they are geared more towards all skill levels and ages, so these are typically designed with the beginner level in mind.

Based on the criteria above, typically a low-traveled roadway or parallel roadway trail would best serve this type of use (see next section).

These routes are largely used by local residents, but can be beneficial for visitors when tied with commercial enterprises.

When reviewing the destinations/connections that are identified by FCPC as priorities later in this document, it is important to take notice of the classification of the routes. **It should also be noted that the survey respondents were overwhelmingly recreational users, so planning should temper that aspect.**

### RECREATIONAL

Recreational routes for ATVs and UTVs typically provide a positive outdoor experience. This can be through challenging terrain, scenic views, access to natural outdoor environments, a connection to a recreation destination, or a combination of the above.

Directness of a route is typically not a priority, but rather the opposite is preferred--- providing a more circuitous or longer route to enjoy the outdoors. Preference is typically given to routes located further away from developed areas (roads, urban environments) with appropriate side connections for gas, food, etc.

Both local residents and visitors to the area use these types of trails. Appropriate signage is important to indicate level of difficulty, way-finding, and distance to POIs.

Rider level of difficulty can vary tremendously with these facilities and it is important to note that many of the concerns that are brought up with ATV/UTV routes tie to the trails not being designed and maintained with the



protection of the environment as a priority. Establishing design standards and processes for conceptual trail placement can help alleviate these challenges.

## FACILITIES OVERVIEW

When developing a comprehensive plan for the maintenance and expansion of ATV/UTV routes, it's important to consider the various types of facilities that are available for travel and the applicability of each. Whereas the preference may generally be to typically have off-road groomed trails, the lack of available land or avoidance of sensitive environmental areas may not allow this approach. Related, users that desire a more direct route for travel, may appreciate utilizing low-traffic roadways.

### OFF-ROAD TRAILS - GROOMED:



These trails are typically located away from the road right-of way and can vary in width, general alignment, and surface treatment.

Larger regional trails such as the Wolf River State Trail and the Nicolet State Trail are similar to a roadway width based on the multi-modal nature of the trail. Many regional trails are built on abandoned railroad corridors and thus have a flat, straight alignment. Regional trails typically have improved surfaces with crushed stone that is native to the area.

More localized trails in this category are typically narrower in width (8-14') and may or may not have a stone surface or other improved surface (e.g. wood chips) associated with it. The alignment typically has more variance and will normally try to avoid sensitive environmental areas. Whether or not the trail is stoned, the surface is groomed and drainage is addressed with grading or culverts, large rocks and tree roots are removed, and generally the surface is not overly

steep. These trails are typically suited for riders of all experience levels.

**Within the community survey, this was the route type that was most desired for expansion.**

### OFF-ROAD TRAILS - RUSTIC:

These trails are also typically located in more remote areas, at very least away from the roadway. These routes are typically characterized by narrower widths, challenging grades, and unimproved surfaces.



The surface of these trails is typically bare earth and with continuous wear and traffic will expose tree roots, rocks and boulders, and potentially have water ponding in various areas.

These trails are typically used by riders that are looking for a more intense route and would be suited for mid- to high-level riders. These are not trails that would be used for utilitarian routes.

It should be noted that in loop trail systems, the main loop many times is the groomed trails and then there are offshoots that provide the more rustic experience for more experienced riders.

### SHARED LOW- TRAFFIC ROADWAYS:

Within the last few years, many counties and



municipalities have modified their regulations to allow for ATV/UTV travel on lower traffic local roadways. The designation of local roadways that allow ATV/UTV travel varies by governing body as referenced within the

next section of the document.

From the rider perspective, conflicts with automobile traffic and trucks is typically a concern with these routes

as is maintenance at times. These routes are more focused to utilitarian use and rarely use for recreational use.

The automobile user also shares concerns for conflicts and the local governing body typically monitors traffic and neighboring resident opinion.

## PARALLEL ROADWAY TRAILS:

These trails potentially allow for easier development from the perspective of being constructed near the roadway and therefore may not require land purchase.

These trails also reduce the safety concern with direct automobile and ATV/UTV conflicts on the roadway itself.



The challenge with these trails sometimes is the limited right-of-way outside the roadway edge and many times the roadway drainage system being located where the ATV trail might be located.

This trail would typically also be used for utilitarian riding and many times as a connector to other trails.

## RULES & REGULATIONS

### TRIBAL

All tribal roadways are open for ATV and UTV use.

FCPC staff are trained to hold ATV/UTV safety courses and will evaluate the potential to increase the frequency of this training in the future.

### STATE OF WISCONSIN

ATV/UTV use on public facilities in Wisconsin is governed by Chapter 23.33 (Conservation/ All Terrain Vehicles) 2021 Wisconsin Act 79, and Wisconsin Law ss 340.01. Highlights of these regulations are as follows:

- ATV operators born on or after January 1, 1988 users who are at least 12 years old (at least 16 years old for UTVs) must complete an ATV or UTV safety certification course in

order to operate on any public ATV/UTV trails or routes/roads in Wisconsin. Courses are available on-line and in-person.

- All UTVs and ATVs that will be used on public trails and routes /roads must be registered. Registration is \$30 for the 1st year and then \$30 for each two years thereafter.
- Operators under the age of 18 are required to wear a minimum DOT standard ATV or motorcycle helmet.
- It is illegal to operate an ATV or UTV under the influence of alcohol or drugs.
- Ditch use within the road right-of way is not automatically allowed as it is for snowmobiles.
- Designated local or state law enforcement can enforce speed limits and other regulations on non-Tribal roadways and trails.

### COUNTY

Forest County adopted Ordinance No 01-2015 which follows Wisconsin State Regulations for ATV/UTV use and also designated all County Trunk highways except for the intersection of County Highway S and USH 8 as ATV/UTV routes. Ordinance No 01-2021 also details UTV crossings of bridges on Highway 32 & Highway 55.

Specific additions to the state regulations include the following:

- Routes are signed and shown on official maps included within the ordinance.
- Speed limits must be observed.
- Operators shall operate on the extreme right side of the road.
- Operators shall ride single file.
- All ATV /UTV operators shall reduce the speed of the vehicle so far as not to exceed 10 mph and yield right-of-way, when traveling within 100 feet of non-motorized vehicular traffic and pedestrians, using caution when overtaking and passing such traffic.
- All ATV/UTV operators shall slow the speed of the vehicle not to exceed 10 mph when traveling



within 150 feet of a residential property.

## SURROUNDING COMMUNITIES

Per the Town of Lincoln's Comprehensive Plan, all local town roads and County roads are open to ATV use in accordance with County and State regulations.

## FACILITY STANDARDS

### OFF-ROAD

#### Surface:

Based on trail usage (number of users and difficulty of trail), the surface may vary. For lower traffic and more challenging trails, local subsoil is typically used. However, based on the soil type, this may need to be supplemented or reinforced with other materials.

Generally, ideal soil types for ATV/UTV trail development are the following (in order of preference):

- 1) Course, gravelly soils
- 2) Sandy and loamy soils

**Peat, wet organic, or water saturated soils should be avoided if at all possible.**

For larger, regional trails and/or those that will require reinforcement, fine, local fractured stone such as WisDOT #3 mix (3/8") is a good surface that will compact nicely, reduce dust, and help maintain the surface. Installation should occur after the topsoil has been stripped, the subgrade graded, and any drainage structures are installed.

In order to bridge bad soils, a geotextile or geogrid material can also be used underneath the stone.

It is recommended that the stone surface be a minimum of 6" (8" preferred, compacted in multiple lifts), and supplemented annually as needed.

#### Width:

For safe riding, the following minimum widths should be followed:

- One-way traffic (signed as such): minimum 8' wide riding surface with 2' cleared shoulder on either side.
- Two-way traffic (preferred): 12' wide trail surface with 2' cleared shoulder on either side (16' total)

for straight-aways. Additional width is merited in the following areas:

- additional 4' minimum on sharp turns
- additional 2' minimum for bridges/crossings

#### Grading:

When possible, the trail itself should be crowned or straight cross sloped (based on adjacent topography) at a 2% slope for drainage. Generally, trail cross-slope should not exceed 5% and unless it has a steeper running grade, should not be less than 1% to incorporate at least minimal drainage.

Trail running grade can be classified with the following slopes:

- **Flat-Mild: 1-5%.** These are desirable since they provide some drainage, are not excessively erodible, and typically require minimal grading. These grades are easy to traverse and suitable for all riders.
- **Moderate: 6-12%.** These are still workable, but many times will necessitate additional subgrade or surface enhancement to prevent erosion. The maximum sustained grade for ATV/UTV trails should not exceed 12%. These trail segments offer a moderate challenge for users.
- **Steep: 13-25%.** These are very challenging for development and provide a high degree of difficulty for the user. Significant trail armoring to prevent erosion is required and based on subgrade, may also require substantial surface improvement. If necessary to use, these should be minimized to the greatest extent possible.

#### Drainage:

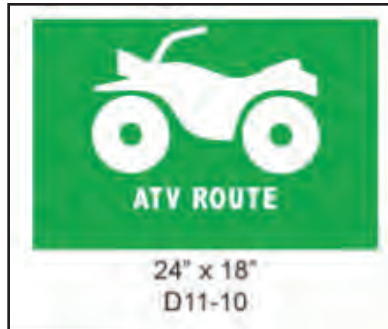
When grading the trail, identification of low spots should be addressed ahead of time and appropriate culverts should be installed with proper cover. Typically, these should be at a 2% pitch and with 12" of cover, however this will vary based on culvert material and surrounding grades. The trail corridor can also be re-graded in spots to swale and sheet flow over the trail as necessary.

## Signage :

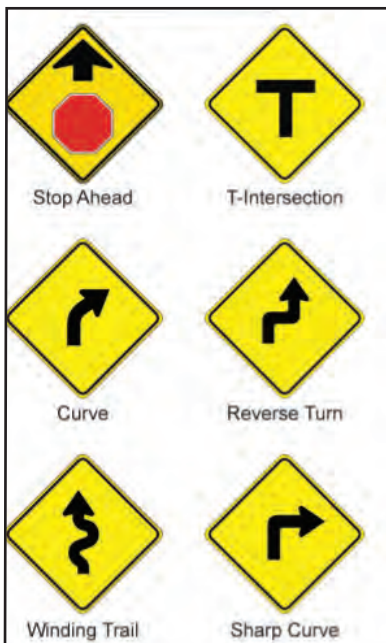
**Entrance signs** for ATV trailheads are helpful and including information kiosks in these areas is also beneficial. Kiosks can include mapping, emergency numbers, and information about trail conditions.

**Wayfinding/ Directional signs** help users navigate through the system and also help direct users to POIs. These can also include mile markers as part of the system.

**Regulatory signs** such as stop signs, speed limits, route signage ensure that trail users are operating in a safe manner.



**Warning signs** are included to alert users of trail conditions that merit additional caution when riding. Examples of these include steep slopes, sharp curves, reduced clearance, etc.



Generally, standard trail signing recommendations can be found in DNR's Trail Signing Handbook, which is included within the appendix of this document.

## Vehicle intersections:

### Roadways

State and local permits are required to cross state and local highway right-of-ways.

ATV trails should be aligned to cross at 90 degrees

to the greatest extent possible. When reviewing possible crossing locations, providing clear visibility in both directions (horizontally and vertically) for both the roadway motorist and the ATV rider is important.

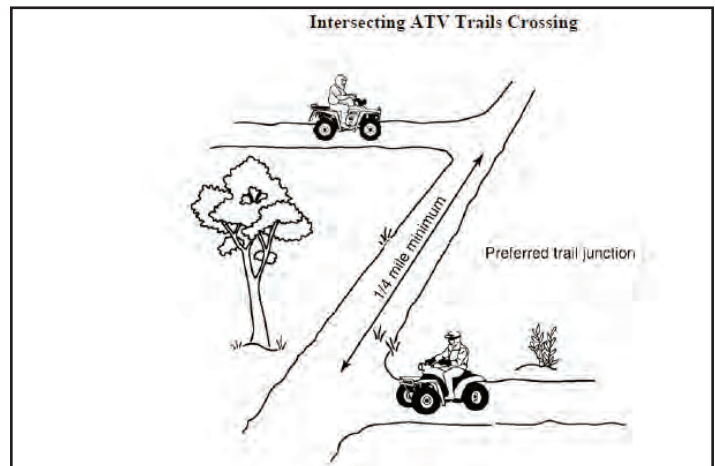
*"ATV trails crossing major highways with traffic counts of 3,500 vehicles per day or higher or highways or with other road alignment or visibility problems may have to under go a warranting process established by DOT."*

(DNR PUB-CF-018)

A minimum sight distance from the shoulder of the roadway should be 10 times the posted highway speed limit. For example, if the roadway speed limit is 45, then the crossing should be located a minimum of 450' down the roadway in both directions.

### ATV Trails

150' minimum should separate ATV trail intersections. It is preferred that these are staggered versus a 4-way intersection as shown below:



### Waterway/ Wetland Crossings:

Waterway crossings are typically completed with culverts and bridges. Specific permitting is involved with any waterway crossing and if considered navigable, will require additional restrictions and in addition to the DNR, will also include the Army Corp of Engineering. An engineer should be consulted with any potential waterway crossing, but major items to note are the following:

- bridge width should be a minimum of 14' for two-way traffic (10' for one-way).
- the bridge construction cannot increase the elevation of the backwaters.



- typically 5' free-board between the bottom of the substructure and the ordinary high water is required.
- bridge can be with or without railings based on a variety of elements, but at a minimum, should include a bumper (also known as a wooden curb).

Disruption of wetlands should be avoided to the greatest extent possible with route planning, but if needed, will also require permitting with the DNR and Army Corp of Engineers.

Wetland fill should be minimized and the construction of boardwalk in these areas can help alleviate that. With the use of helical piles, there is no permanent wetland fill.

Other techniques noted in DNR's publication PUB-CF-018 include the following:

## ON-ROAD

For non-tribal lands, restrictions on where ATVs/UTVs can ride vary based on individual area and supplemental laws adopted that restrict usage more than the current state law.

At this time, the municipalities within and Forest County themselves follow the state law, with the only roadway that has restricted usage is USH 8. Currently, for municipal and County roadway, routes must be signed in accordance with NR 64.12 Wisconsin Administrative code, but there are no further restrictions on the road type that ATVs/UTVs can traverse.

In the future, roadways for ATV/UTV travel may become further restricted based on factors below:

- Roadway Average Daily Traffic
- Roadway Classification - (minor, collector, arterial, etc)
- Roadway width
- Surrounding land uses

## BENEFITS

ATV and UTV use has grown throughout Wisconsin with people realizing the many benefits these vehicles can offer. The main benefits are highlighted below:

## ALTERNATIVE TRANSPORTATION

ATV and UTVs provide an alternative to automobiles for persons that may need to travel longer distances than is practical for a bicycle or walking, but do not have access to an automobile.

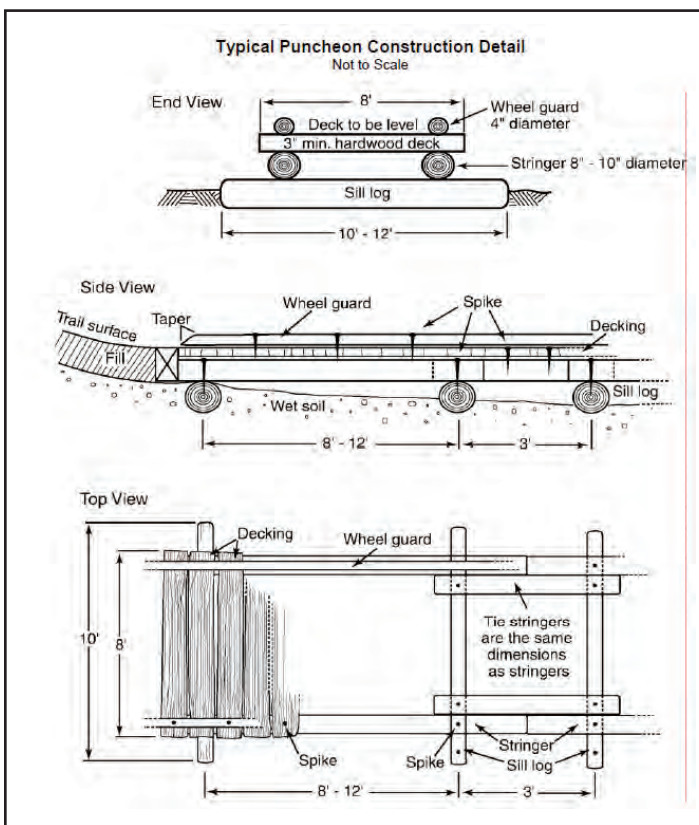
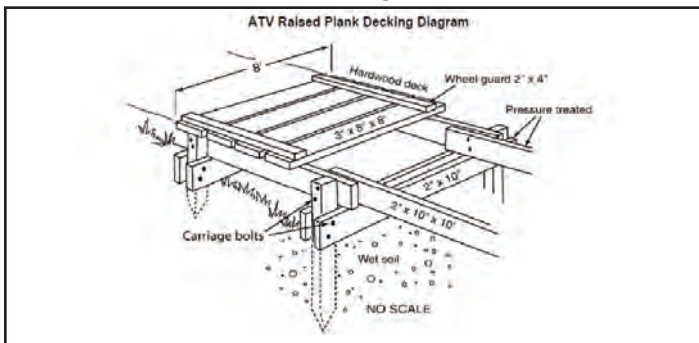
## OUTDOOR RECREATIONAL EXPERIENCES

ATVs and UTVs encourage access to outdoor recreational activities and the environment itself. This access is important for local residents, but can also be beneficial for commercial enterprises that support this tourist attraction.

ATV usage also requires more physical exertion and has health benefits associated with it.

## VERSATILE SMALL- SCALE OUTDOOR WORK VEHICLE

ATVs and UTVs also allow for a smaller footprint for access to outdoor facilities than conventional vehicles



would make. Examples of this include tree removal, trail maintenance, invasive removal, patrolling property, etc.

## INCREASED TOURISM

The addition of more ATV/UTV trails will not only improve access for local residents, but also can increase local revenues through increased tourism.

As per the “Report Shows Outdoor Recreation a Key Driver of Wisconsin’s Economy | Travel Wisconsin”, the outdoor recreation industry being a vital part of the economy, nationwide and in Wisconsin, and as participation increases, it will be increasingly important to support the industry and its partners in our backyard. An Outdoor Recreation Roundtable Survey found in May that 81% of Americans spent time outdoors since the onset of the pandemic, and 32.5% were participating in outdoor activities for the first time.

**“The outdoors is consistently a top driver of tourism in Wisconsin, and while travel has taken a big hit during the COVID-19 pandemic, outdoor recreation has been essential to keeping communities healthy and economically viable.....**

**That increase in participation has also resulted in record demand for outdoor gear and equipment that our Wisconsin manufacturers, retailers, and outfitters are working diligently to fulfill in order to help people experience Wisconsin’s rich outdoor recreation offerings.”**

**- Travel Wisconsin**

The report reiterates recent U.S. Bureau of Economic Analysis data showing Wisconsin’s outdoor recreation industry’s strong foundation contributes \$7.8 billion to the state’s gross domestic product. Over 93,000 jobs across diverse sectors – from tourism to manufacturing to retail and the arts – are supported by outdoor recreation and contribute \$3.9 million in compensation to Wisconsinites. The pace of the industry’s growth was faster than Wisconsin’s overall economy prior to the COVID-19 pandemic.

The “Wisconsin SCORP 2019-2023, Economic Benefits”

notes that people participating in motorized activities (snowmobiling and ATV/UTV riding in particular) and overnight trips tend to spend considerably more on a daily basis. It is not uncommon for these participants to spend more than \$100/person each day on travel-related expenses.

## CONCERNS

With the advent of these vehicles, concerns at the forefront are noted below:

### SAFETY

When ATVs were first created, three-wheelers were common and more prone to rolling. Nowadays, ATVs are four-wheeled, but have the rider straddle the seat and do not incorporate safety elements that UTVs have like a roll bar, seat belts, and other exterior improvements that will help protect the rider in the case of an accident.

Riders consistently wearing helmets is also very beneficial in increasing safety when riding.

**Safety concerns for the riders can largely be prevented on the trails by following riding etiquette, regulations, and responsible trail construction/alignment. This not only applies to riders, but also to automobiles and other users that share facilities with the ATVs and UTVs.**

ATV/ UTV and automobile conflicts are a concern on both sides. Common issues include the following:

- ATV/UTV crossing of roadways at unassigned locations (much of the time with limited sight distances which increases chances of collisions).
- ATV/UTVs riding within ditches located along the road.
- Automobiles passing too close to ATVs/UTVs riding on roadways designated as ATV Routes.
- Confusion over hierarchy of travel in shared facilities (roadways, bridges, trails) on multi-modal facilities.
- Insufficient regulatory, warning, and way-finding signage for the routes and roadways.
- ATV/UTV speeds excessive for conditions.



## NOISE

The noise from ATVs/UTVs is a common complaint from adjacent property owners/ community residents. Riders following posted speeds and if there are posted hours, following those, helps with this aspect.

Generally, with the design of new trails, locating the trails in areas that are not directly adjacent to residential neighborhoods is helpful to minimize complaints. Reviewing land use mapping prior to planning specific trail segments can help with this.

ATV/UTV noise reducers are on the market that reduce the sound from the muffler, but this is an after-market addition to the vehicle.

## ENVIRONMENTAL IMPACT

Concerns over environmental impact of proposed trails are commonplace, **but impacts can be minimized with proper planning, maintenance, and riders following posted rules and regulations.**

**With proper trail design,** the following environmental concerns are addressed through proper route design:

- Located largely on slopes less than 5% and on favorable soils, which then reduces erosion and rutting.
- Site to balance cut and fill, thereby minimizing the footprint impact (minimizing vegetation loss).
- Inventory natural resources during preliminary design and the trail is then sited to include a buffer from sensitive environmental areas (endangered resource habitats, wetlands).
- If crossing a waterway, proper bank stabilization and planting is included to minimize sedimentation of the waterway.
- In areas with highly erodible soils or steeper grade, proper engineering solutions with fabric or armoring is included to minimize run-off and the degradation of the trail itself.
- Drainage is addressed in design and vegetative improvements are included up and downstream of the water flow.
- Signage is included throughout the trails to minimize off-trail travel.

**Key maintenance elements** include the following:

- Developing a cyclical inspection program.
- Keeping all drainage ways clear.
- Repairing any trail potholes.
- Clearing downed trees or other debris that may force trail users to go off-trail and expand the trail footprint.

**Key elements of trail etiquette** that will reduce environmental impacts include the following:

- Staying on the designated route and following the posted speed limit.
- Minimizing riding on trails in inclement weather.
- Following warning and regulatory signs.
- Practicing the “carry in/carry out” policy.

## CULTURAL IMPACTS

With archaeological sites being located throughout the area, an obvious concern is disruption of these sites. Similar to concerns related to environmental impacts, the same preventative measures can be taken with proper planning and trail etiquette being followed.

**Realistically, in conceptual planning, archaeological sites should be identified and a designated buffer should be applied to all future projects to prevent travel over these sites.**

## TRESPASSING

Complaints of trespassing can be reduced with the following approaches:

- Siting trails with a substantial buffer between private property when applicable.
- Enforcing trail etiquette with riders staying on the trail.
- In extreme cases, erecting a physical barrier such as a split rail fence, otherwise using plantings to delineate the property lines.
- Utilizing supplemental signage as necessary.

# CHAPTER 4: EXISTING FACILITIES

## COMMUNITY OVERVIEW

Forest County is located in northern Wisconsin. The county is bordered to the north by the state of Michigan, to the east by Florence County and Marinette County, to the south by Oconto County and Langlade County, and to the west by Vilas County and Oneida County.

The Forest County Potawatomi Community (FCPC) is located in the southern portion of Forest County, across 3 main areas: Stone Lake, Blackwell, and Carter.

The focus of this plan is on the segments of FCPC lands located in Forest County which are dispersed and located across multiple municipalities and jurisdictions. According to the American Community Survey, the FCPC had a total population of 704 residents in Forest County in 2018. The FCPC in Forest County had a median age of 22.7 in 2018.

**The table below** displays age characteristics for the FCPC, Forest County, and municipalities where the FCPC has a presence.

**Table 2: Forest County Potawatomi Community Age Characteristics, 2018**

	Median Age	% Under 15*	% 25-54**	% 16-24   55-64***
FCPC in Forest County	22.7	35%	31%	28%
City of Crandon	39.7	20%	41%	26%
Town of Lincoln	50.7	18%	24%	32%
Town of Blackwell	45.5	4%	19%	51%
Town of Laona	45.4	20%	31%	29%
Town of Wabeno	47.6	20%	25%	32%
Forest County	46.7	18%	32%	29%
*: Percent of Individuals 15 years old or younger.				
**: Percent of individuals between 25 and 54 years of age.				
***: Percent of individuals in the 16-24 and 55-64 age groups.				
Source: American Community Survey 2014-2018				

## ATV/ UTV RIDERSHIP

Although in the future there may be more ways to track local usage, for this document, our data was limited to the data gathered from DNR ATV/UTV licenses. Per DNR reporting, as of March 30, 2021, there were a total of 2,344 ATV and 1,115 UTV registered users, which totals 3,459 registered users in Forest County.

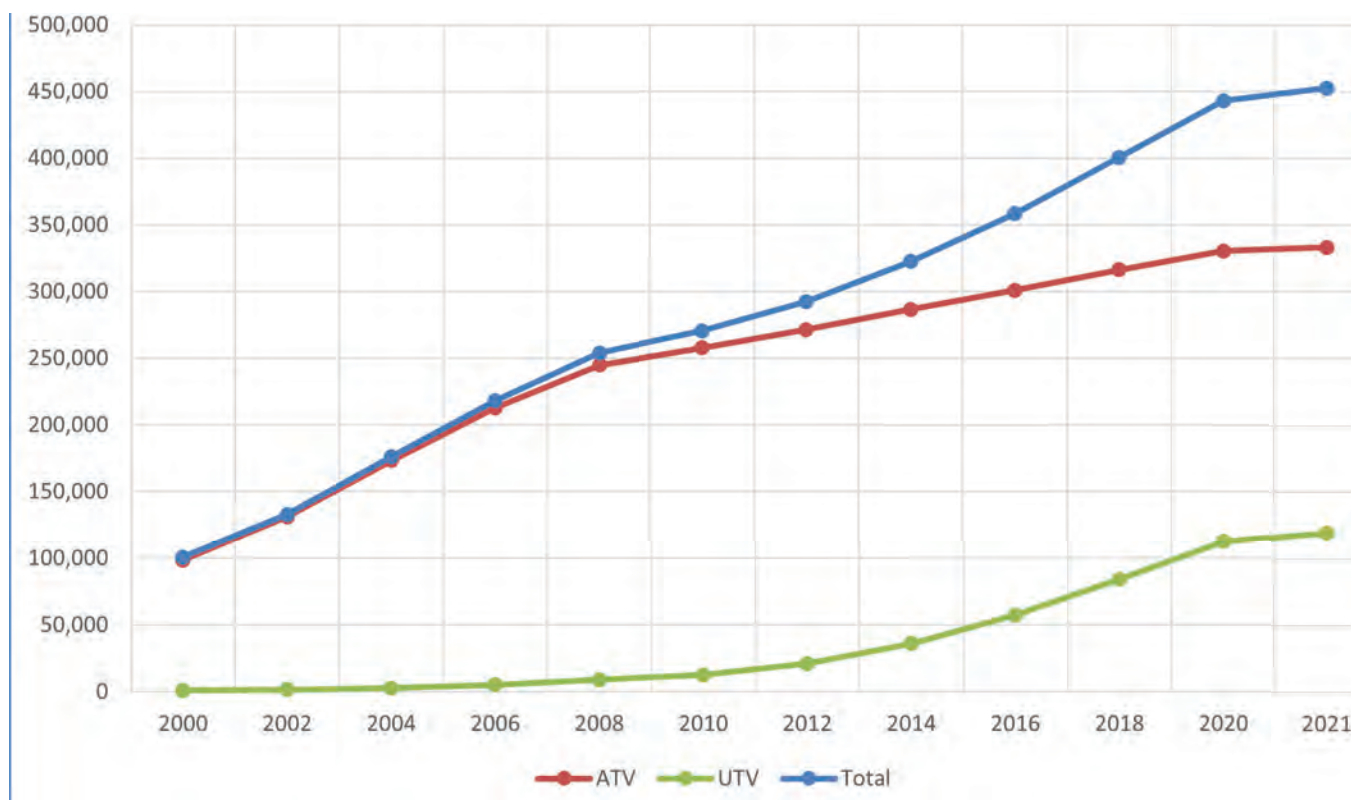
Related, based on the US census, Forest County was estimated to have 9,695 residents in 2020. With the above registration data, if the FCPC follows the same general distribution of ATV/UTV users as Forest County, then roughly 234 residents utilize ATVs or UTVs within the community. In reviewing statewide trends and other data over the years from the DNR, here is some other interesting data:

- **As of March 31, 2021**, statewide there were 335,235 ATV licenses and 119,650 UTV licenses (453,885 combined).
- 2004 marked the peak of ATV purchasing with a total of 23,831 purchased and registered (UTV only accounted for 861 that same year)
- 2015 marked the 1st year where UTV purchases exceeded ATV with 9,591 UTVs and 6,852 ATVs.
- In 2019 & 2020 UTV purchases were roughly double that of ATV purchases ( 14,618 & 13,701 vs. 7,743 & 6,442).
- In 2004, combined UTV & ATV purchases totaled 24,692. This then fell to a low in 2011 of 9,477 and has climbed steadily up to 22,361 in 2019

Overall, ATV/ UTV usage is increasing throughout the state and we assume this same trend applies to FCPC.



Statewide total ATV & UTV licenses (2000-2020)



## LOCAL RECREATIONAL MOTOR VEHICLE ORGANIZATIONS

Forest County is well known for their snowmobile trails and is growing in their regional ATV trail usage as well. With the regional Nicolet State Trail and the Wolf River State Trail encompassing Forest County and beyond, there are many opportunities for outdoor recreational enthusiasts. As such, there are a number of clubs and enterprises that can potentially partner with FCPC in future endeavors.

### ATV CLUBS

The Forest County ATV Association is a non-profit organization in Forest County that manages 55 miles of state trails (Nicolet State Trail, Valley Trail, and Wolf River State Trail), and as many miles of trails in the Chequamegon-Nicolet National Forest and Forest County forest land. The club was founded in 2001 and currently has almost 350 members. The club manages the trails and routes within Forest County in partnership with the US Forest Service and the Forest County Forestry Department.

### SNOWMOBILE CLUBS

Two snowmobile clubs operate within Forest County and in partnership with FCPC for some trail maintenance. The Lumberjack Memorial Trails, Inc and 100-Mile Snow Safari, Inc both currently help build and maintain trails within the county and provide maps and signage during the snowmobile season.

### CRANDON INTERNATIONAL RACEWAY

The Crandon Raceway is a 400-acre plot that hosts over 60,000 fans annually on the 1.75 mile short course dirt track. Besides the track itself, it is an off-road entertainment destination. There are more than 2,300 designated grass camping sites, along with numerous food stands, restrooms, merchandise stands, and bars. There is also a 100-acre Crandon off-road park and 300 miles of regional ATV/UTV trails accessible from the race track.

# EXISTING FACILITIES

## REGIONAL TRAILS

Forest County has a number of regional trails that help connect the communities and provide outdoor recreational facilities for local residents and tourists alike.

### Nicolet State Trail

Established in 1979, this county-operated trail meanders for more than 89 miles through the Nicolet National Forest. The trail spans Oconto, Florence, and Forest Counties. Crushed rock on the former railroad bed is best suited to all the various uses allowed on the Forest County segment – **ATVs/UTVs, Off-Highway Motorcycles (OHMs), walking, bicycling, horseback riding, and snowmobiling.**

The trail follows the same corridor built by railroad companies in the late 19th century to open up Wisconsin's pine and hardwood forests for the timber industry. The Nicolet State Trail runs through several small communities from Gillett in Oconto County to the Michigan state line.



### Wolf River Trail

The Wolf River State is operated by Wisconsin DNR and the trail runs 33 miles on a former rail corridor from White Lake to Crandon. Crushed rock over ballast suits the year-around use of **ATVs/UTVs, Off-Highway Motorcycles (OHMs), walking, bicycling, horseback riding, and snowmobiling.**

Four additional miles of trail are currently under development south of White Lake to the Menomonee/Langlade county line. Once complete, the Wolf River State Trail will total 37 miles.

The trail skirts the Wolf River and the Nicolet National Forest and spans Forest and Langlade counties.

ATV/UTV use varies by different sections on the trail.

- In Forest County, ATVs are allowed on the trail when the trail is posted as open. The trail connects to hundreds of miles of ATV routes in the county.
- In Langlade County, ATVs/UTVs are permitted north of Lily year-round. Between Lily and White Lake, ATVs are currently only permitted during the winter. Once connections with local ATV trails can be made, the segment from 0.25 miles north of Highway 64 to White Lake can be used as a year-round ATV trail system connector. If riding an ATV in the winter one must stay on the Wolf River State Trail, snowmobile trails leading off the corridor are not open to ATVs.



In Oconto County, ATVs are allowed on the trail during the summer months from May 1 through October 31 or as posted or published. **In Forest County, ATVs/UTVs are allowed on the trail when the trail is posted as open.** In Florence County, ATVs are permitted most of the year. ATVs are not allowed on the Nicolet Trail when Florence County ATV Trails are closed (typically during the spring thaw season approximately mid-March to mid-May).



## ROADWAY NETWORK

As previously noted, with the exception of USH 8 & USH S, all roadways within Forest County are open for ATV/UTV traffic in accordance with state regulations, which includes appropriate signage designating the roadways as ATV/UTV routes.

All tribal roads are also open to ATV/UTV traffic, but are currently not signed specifically for this use.

The attached maps highlight the most commonly traveled roadways within the tribal communities and Forest County as a whole.

## STONE LAKE CAMPUS

In addition to the routes on the tribal roads, Stone Lake currently has a number of trails, both informal and formal. These are highlighted below:

### Bug Lake Road to C-Store:

This trail is maintained in collaboration with a local snowmobile club. The trail currently varies in width and the running surface is largely topsoil and subgrade with no improved surfaces.

There are areas on the trail that currently have drainage issues that should be addressed and some safety hazards with large rocks and narrower clear zones.

The trail does not currently have strong wayfinding signage. A goal of the ATV/UTV plan is to increase access to Tribal Commercial Enterprises, so improvement for this access is important.

### Wej MoQek Ct North Extension:

The current trail has some steep topography and is more challenging based on its rocky trail surface. The northern end of the trail is heavily eroded and should be considered for re-routing to less steep areas but still able to connect in with Bug Lake Road.

### Jaeger Road North Extension to USH 8

This trail is well used, but does have some drainage concerns on the southern end due to high groundwater levels and should be monitored for maintenance improvements due to the drainage. The trail was recently re-routed to avoid impacting sensitive areas on the northern end, but could use some additional armoring in steeper areas.



Signage on the trail to encourage users to use the new route would also be helpful. In the future with formalized trail crossing of USH 8, the northern termination of this trail may be reconsidered.

### Everybody's Road Trail

There are a few heavily traveled informal trails that local FCPC residents use to navigate from the northern USH 8 housing areas to local FCPC government facilities. These trails are not open to the public and should be frequently monitored. They need to be maintained to avoid environmental impacts, enhance safety, and mitigate trail degradation.

## BLACKWELL

ATV/UTV traffic in Blackwell is limited to on-road routes and the Nicolet State Trail. The potential addition of an off-road route parallel to CTH H then connecting in with the Nicolet State Trail to the west would be helpful in the future to provide a safer, vehicle-separated route.

## CARTER

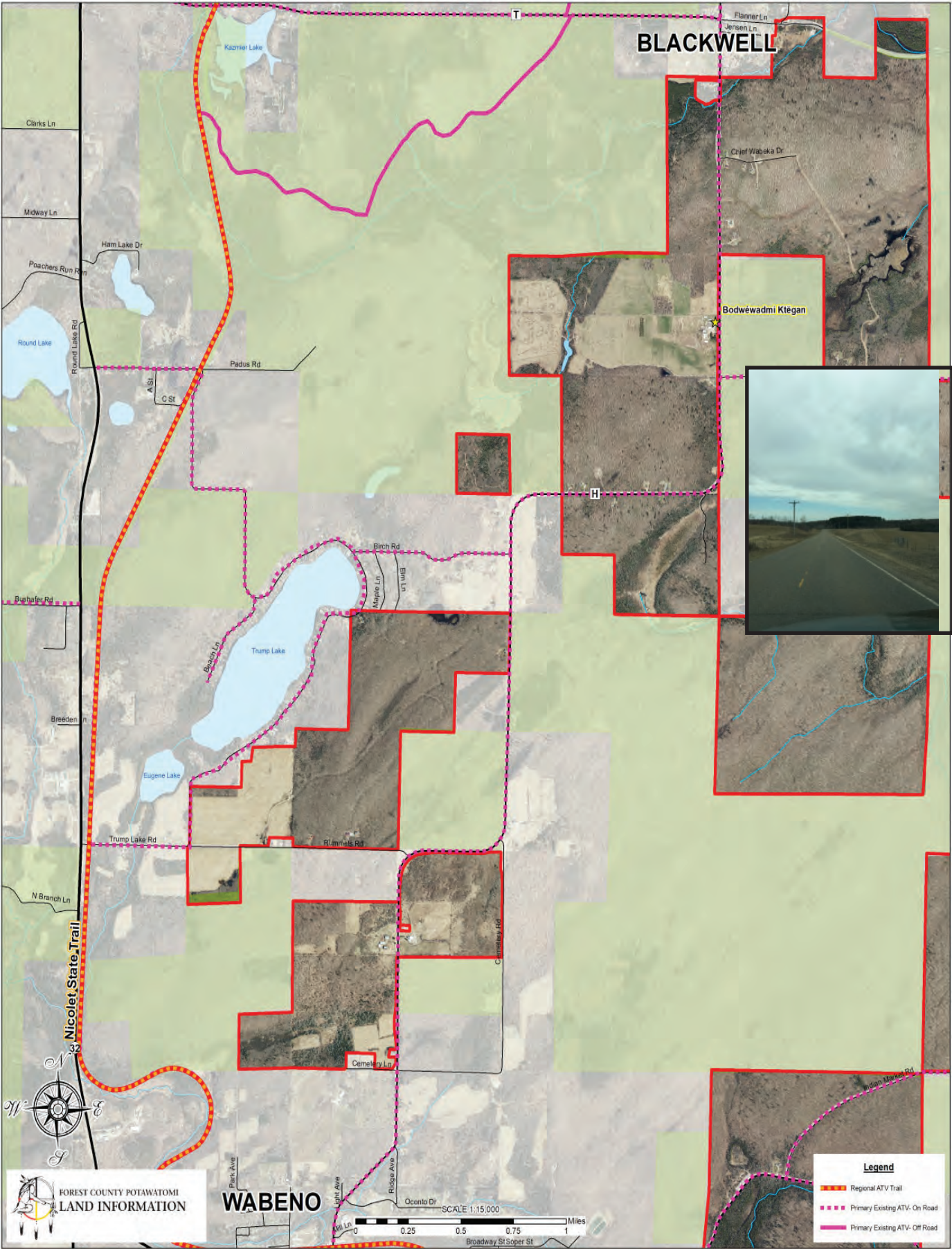
ATV/UTV routes in Carter are currently limited to roadways and the Nicolet State Trail with the only exception being a small trail offshoot from the Nicolet State Trail that leads to the C-store and Casino.





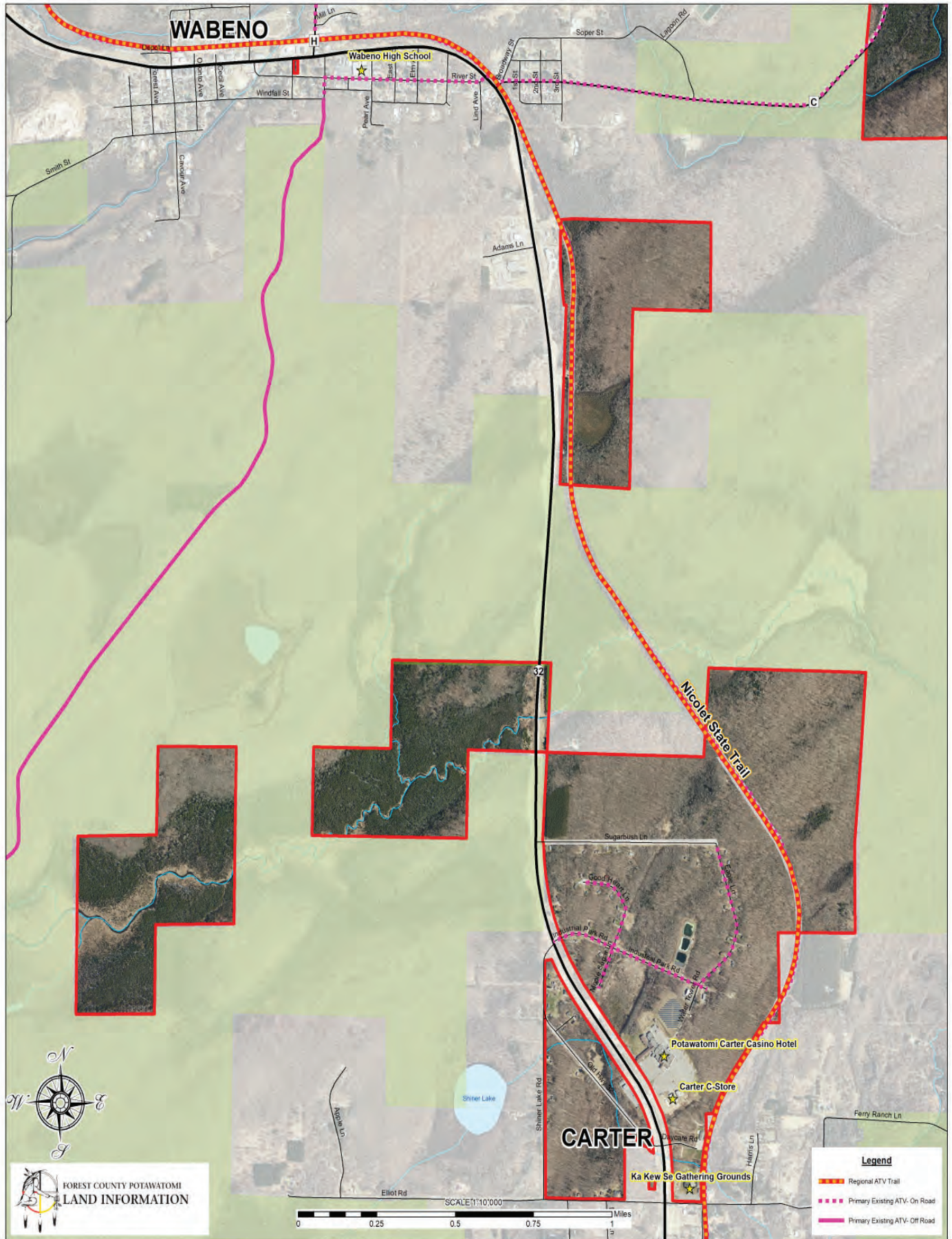


BLACKWELL ATV ROUTES





# CARTER ATV ROUTES





# CHAPTER 5: ROUTE PLANNING

## PUBLIC INVOLVEMENT

Community input is vital when planning ATV/UTV trails as they will impact numerous area residents and visitors who traverse across multiple jurisdictions throughout Forest County.

To begin the process, initial comments were collected from the Forest County Potawatomi Land Use Committee. The Land Use Committee is comprised of community representatives from each of the three main tribal communities located in Forest County, known as Stone Lake, Blackwell, and Carter.

During this initial discussion, committee members, planning staff, and the KL Engineering consultant traveled in UTVs on the existing informal trails throughout the tribal community to witness firsthand where people are traveling, their destinations, and areas of concern. This information helped to guide a set of preliminary route maps that would be used as a springboard to solicit additional public comments.

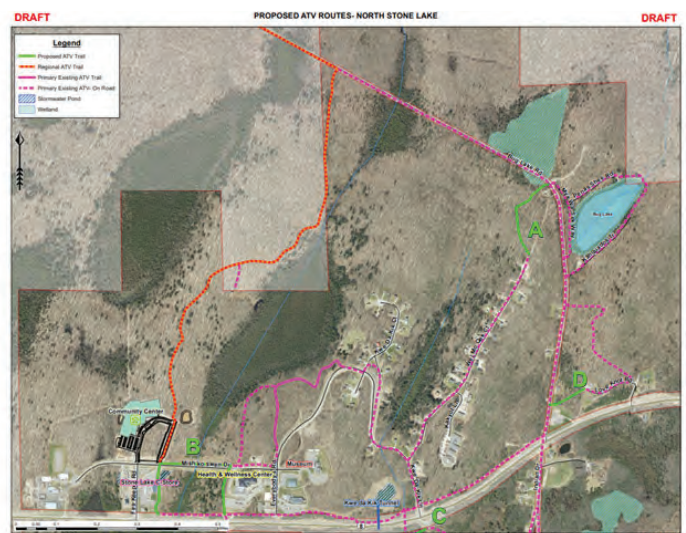


In addition, an electronic survey was launched in early April to collect feedback on the following:

- usage
- rider frequency
- demographics
- preferred trail types
- areas of concern
- safety
- routes
- obstacles to development
- needed connections

To promote this effort, flyers were distributed to all reservation residences and in the local newspaper, the Potawatomi Traveling Times. The Tribal Chairman shared this opportunity during his weekly Facebook Live address and the survey was also available on the FCPC Facebook page.

Proposed route maps were also displayed at the May General Council Meeting to collect comments from the community on the preferred routes and to address concerns and understand points of interest.



Feedback was also requested from surrounding municipalities and ATV clubs to address regional connectivity. Recipients included the following:

- Chamber of Commerce
- Crandon Off Road Raceway
- Forest County ATV Association
- Forest County Forestry and Recreation Department

- Wabeno
- Blackwell
- Laona
- Carter

The full survey along with the summarized results are in the Appendix, but below is a brief outline of key data gathered:

- Trail development within Stone Lake:
  - adding a formal ATV route along USH 8 was the highest priority
  - adding an extension from Wej Mo Gek Ct to Bug Lake Road with the tie-in to the already-existing trail was important
- The majority of respondents noted recreational use of their ATV/UTVs vs. transportation (14/18).
- The highest concentration of age groups for ATV/UTV users was 19-44 (13/18).
- Users typically rode in pairs or two other people (12/18).
- Preferred transportation route was an off-road, maintained trail (away from road) & low traffic roadways was the least preferred (NOTE: respondents comprised largely of recreational users).
- The most popular additional connections suggested included the following:
  - Crandon to Stone Lake
  - Improve connections to Tribal Enterprise facilities
  - Crandon to Argonne
  - Stone Lake to Laona
- Common concerns with trail/route development included the following:
  - Impact to natural and cultural environment
  - Increasing public traffic within the Tribal community from Crandon to Stone Lake
- Largest safety concerns were related to USH 8, vehicle conflicts, lack of signage, reduced trail width, and maintenance of facilities.
- Respondents identified adjacent land owners as the main obstacles for trail development, but

lack of funding for development and cyclical maintenance costs were also popular.

All this information was then examined and incorporated into route planning.

## GOALS & OBJECTIVES

With input from the various audiences and citizens, priorities of route development were expressed. All three main goals are then interconnected. These key points are outlined below:

### INCREASED SAFETY

Providing formal routes and trails for ATVs/UTVs is a main component to increasing safe travel for the vehicles. Safety courses, well-engineered trails, and other outreach elements tie in with improving safety, but by providing the trail themselves, it will reduce users riding in areas that are not conducive to safe riding conditions.

### INCREASED ACCESS

When looking at where trails/ routes are needed, identification of Points of Interest (POIs) was a critical component. POIs that were identified differ based on the audience and are generally divided into two categories - community and visitors.

However, as the destinations for visitors are also for community members for their use and employment, they've been listed together with only the schools being a destination that visitors would not frequent:

- C-stores in Stone Lake and Carter
- Schools in Crandon, Laona, Wabeno,
- Gathering Grounds in Carter
- Regional trails
- Community Center in Stone Lake
- Casino in Carter
- Bodwedwadmi Ktegan in Blackwell
- Crandon International Raceway

Of the POIs noted above, providing access to Tribal Enterprise facilities and schools insistently ranked high for priority in development for safety and increasing revenues for the Tribe.



## INCREASE CONNECTIVITY

By identifying the POIs that were important and overlaying with the existing trails, this then defined where the network was missing linkages.

## PROTECTION OF NATURAL & CULTURAL RESOURCES

With the understanding that the plan would identify the need for new trails and routes, there was overwhelming input that with these new trails, it was critical that they were sited to minimize both environmental and cultural resources.

## PREFERRED DESIGN STANDARDS

Based on the design standards previously referenced and balancing that with the very strong support to minimize environmental impact and increase safety, we proposed the following design standards:

### TRAIL WIDTHS

Whenever possible, two-way trails should be planned to minimize confusion on routing and off-trail travel based on mistaken two-way travel on one-way routes.

12' trail surface width with a minimum of 2' cleared areas beyond on either side as a shoulder (3' either side preferred) is suggested for the standard.

In areas of sharp curves and approaches to intersections, an expanded trail surface width of 14' is merited.

If one-way routes are necessary based on environmental or land restrictions, the trail surface width

should be 8' wide with then 2' cleared shoulders on either side. If one-way routes are utilized, it is important that they are very clearly signed as such.

### TRAIL SURFACES

Dependent on trail type (off-road rustic versus off-road groomed), amount of traffic, and the surrounding environment, the trail surface will vary.

In heavier traffic areas and when a more groomed surface is desired, it is recommended that the topsoil is stripped, geotextile fabric is placed over the subgrade, and a minimum of 6" of 3/8" crushed aggregate base course is placed and compacted.

If budget and surrounding conditions allow, an increased depth to 8" is preferred with heavily traveled areas and especially if the geotextile fabric is not utilized. In these cases, it also may be beneficial to have the bottom 5" as a larger 1.25" crushed aggregate base course and then topped with the finer 3/8".

When a more rustic experience is desired and/or the ridership is low, the trail can be stripped of topsoil and exist at subgrade or it can be left in its natural condition. Caution should be had if the surface is stripped to subgrade as typically this will cause drainage issues unless significant grading occurs around the trail.

**It is suggested that an ATV/UTV Advisory Committee individually reviews usage of existing and planned usage for future trails to come to consensus on assigned trail type and surface.**



## SUBGRADE SOILS

When in conceptual planning, preferred routes will be located on course, gravelly soils and secondarily through sandy, loamy soils. Areas with large depths of topsoil and those that are wet and peaty should be avoided.

## TOPOGRAPHY

For non-experienced trail riders, the majority of the slopes should be between 1-5%. Moderate slopes of 6-12% should be traversed sparingly. 13-25% slopes largely avoided except for dedicated areas for



experienced riders with adjacent environments that will not lead to excessive erosion and other negative environmental impacts.

## DRAINAGE

Drainage is a critical component in planning. Natural drainage ways, creeks, and rivers must be accurately mapped during design and accounted for with appropriate drainage facilities during design.

## TRAIL INTERSECTIONS

150' minimum should separate ATV trail intersections. 4-way intersections should have the 150' stagger vs. a standard 4-way stop similar to roadways in order to increase safety.

## ROADWAY INTERSECTIONS

Proposed crossings will need to be evaluated to ensure that they meet local and state design requirements and may require a permit.

To the greatest extent possible, roadway intersections should follow the design standards below:

- Crossing angle should be perpendicular to the road.
- Crossings should be on lower traffic roadways.
- A minimum sight distance from the shoulder of the roadway should be 10 times the posted highway speed limit. This then encourages crossings in areas with minimal vertical & horizontal change in the roadway alignment. It also necessitates vegetation removal if the existing area is not currently open.

## TRAIL SPEED

Local regulations may require reduced speed in some areas (by residential homes, as approaching pedestrians, etc.) , so those regulations should be included when signing speed on routes and trails.

For areas without specific restrictions as noted above, the higher the speed, the longer the braking distance, so speed can be variable based on trail alignment, trail topography, shared use, etc.

Below is the chart from DNR publication PUB-CH-018:

**It is recommended that the ATV/UTV Advisory Committee establish proposed standards for trail speed based on trail conditions, local regulates, and surrounding land use.**

## SIGNING

Signage for ATV/UTV trails can be extensive and besides regulatory signage, can involve warning, way-

**ATV Braking Chart**

Speed - MPH	Traveling Feet Per Second	Braking Time in Seconds with Distance Traveled in Feet		
		.75 Sec	1.5 Sec	3 Sec
20	29.33	22	44	88
30	44.00	33	66	132
40	58.67	44	88	176
50	73.33	55	110	220
60	88.00	66	132	264
70	102.67	77	154	308





finding, informational, and directional signs. The DNR publication Trail Signing Handbook provides standards for regulatory signage and recommendations on the rest, but much of this is up to the individual community based on their preference for signage and their budgets.

Variances in reference to adding educational components to the signage, the extent of way-finding, and establishing an all-encompassing signage system all offer a variety of possibilities for a community's signage on their trail.

Based on the above, **it is recommended that the ATV/UTV Advisory Committee work with FCPC staff to create signage guidelines for the trails.**

**PARKING**

Parking for ATVs/UTVs is not typically delineated. This then leads to parking in automobile spaces (which takes up more space than needed), parking in travelways and disrupting traffic, or parking in lawn or other areas not intended for vehicle travel.

Parking areas in existing POIs should be evaluated for ATV/UTV parking and should be retro-fitted in whenever possible.

Recommended parking stalls would be 5' wide x 7' long in a perpendicular layout. If laid out parallel, that would increase to 6' wide x 10' long.

**It is recommended that the ATV/UTV Advisory Committee establish proposed standards for number of parking stalls per facility type based on planned usage.**

Future POIs should then follow above standards when planning for the site.

**LIGHTING**

Lighting of ATV/UTV trails is typically limited to more challenging intersections and trailheads. In some cases, lighting may also be utilized where the trail itself has a more challenging alignment based on site limitations (sharp curve, steep hill, etc.).

Based on the more rural nature of ATV/UTV trails, lighting placement is typically tied in with an existing power source located along the roadway or utilizes solar power for added flexibility.

Whenever possible, siting of trailheads should take advantage of already existing roadway lighting to reduce project costs.

The need for lighting should be evaluated per each project based on trail conditions, hours of operations, intersections, and project budget.

# PROPOSED PLANNING POLICIES

## CONCEPTUAL PLANNING

In reviewing existing trails that can be improved and planning for future trails/ routes to designated POIs, the following information should be evaluated for alternatives:

- land use
- topography
- soils
- parallel and intersecting roadway Average Daily Traffic (ADT)
- public vs. tribal use
- location of sensitive environmental & cultural resources
- proximity to other trails
- property ownership
- locational jurisdiction
- level of existing disturbance

By identifying the general route (Point A to Point B) , overlaying the above information, and then applying the general design standard, one can identify the various challenges with proposed routes.

## ROUTES ON ROADWAYS

Although not preferred, there are times when traveling via roadway is more beneficial than off-road or sometimes the only option for connections within the network.

In reviewing existing policies for ATV/UTV use, there does not seem to be many restrictions in the area. It is understood that FCPC residents traverse on a variety of jurisdiction's roadways and that currently all FCPC roadways allow ATV/UTV use. However, there is no signage or riding policies for the FCPC roadways as there are for other surrounding areas.

It is suggested that an ATV/UTV Advisory Committee review the FCPC roadway and establish riding standards that can include, but are not limited to the following:

- maximum/ minimum speed (and conditions where that may change)

- route restrictions based on ADT
- route restriction based on land use
- preferred routes
- signage of routes
- riding specific (share the lane, in the shoulder, etc.)

## USE OF "TROUTES "

A "troute" is defined as a route which comprises of both an off-road trail and an on-road route. Based on limitations of land ownership, land use, and the land itself, many times it is not possible to use off-road trails alone to make connections.

For network connectivity, the use of routes is encouraged, but to increase safety, it then becomes more important to establish roadway route standards and to ensure that users are aware of the rules and regulations.

## PREFERRED ADJACENT LAND USE

Generally, for ATV/UTV use, heavy use in residential areas is frowned upon. However, connections to residential areas is important to allow for a network.

The planning for larger, highly traveled routes should establish a minimum buffer of the main trail from residential areas and potentially minor trail connections into residential areas.

## FUTURE DEVELOPMENT ASSOCIATED WITH CERTAIN POIs

With all future FCPC developments (residential, commercial, industrial, etc.), the planning process should include evaluation as to whether the site(s) will be a destination or trail connection for ATV/UTVs. If it is determined that it is, then site planning should allow for a trail, if applicable (versus on-road) and appropriate parking at the site itself.





### ESTABLISHED BUFFER DISTANCE FROM IDENTIFIED SENSITIVE AREAS

In initial concept planning, identification of sensitive environmental and cultural area are identified. Although it may not be possible to fully avoid these areas, it would be helpful to establish preferred buffers, and , if a crossing is needed, preferred design standards for those situations.

It is suggested that the ATV/UTV Advisory Committee work with FCPC staff to develop the following:

- Minimum & preferred buffer distance from:
  - endangered resources habitat/areas
  - wetlands
  - cultural resources
  - waterways
  - steep slopes
- Supplemental restoration techniques by wetlands and waterways. Examples include:
  - supplemental deep-rooted plantings by embankments
  - restoration of any wetland areas with wetland seed vs. turf, which then also can increase pollinator habitat
- Standard construction requirements for protection of specific resources. Examples include:
  - use of wattles vs. silt fence by wetlands and waterways

- construction fencing protecting sensitive areas from construction traffic

### ROUTES FOR THE PUBLIC OUTSIDE THE FCPC COMMUNITY

Within the public outreach for the FCPC ATV/UTV Comprehensive Plan, there were multiple comments that referenced the need that some trails would not be for public use and instead limited to the tribal community.

In theory, this should not be too challenging when the trail is wholly contained within Tribal land. However, in the quest for increased connectivity, this then becomes a bit more complex.

Additionally, connectivity from tribal residences to the POIs is an important aspect and the majority of the POIs are areas that will be frequented by outside residents.

The overall planning for trail improvements should designate tribal community only trails, but should also identify techniques in which to assure that outside riders are not traversing the internal tribal trails.

Techniques that can be considered, but are not limited to, include the following:

- different signage for public vs. internal tribal trails
- strong signage identifying end of public route and/ or beginning of internal Tribal trails
- identification of public only trails with public brochures and mapping

# TYPICAL COSTS

## CONSTRUCTION

The cost of the trail construction can vary significantly based on if any work is completed by internal staff, volunteers, or all contractors. Unit costs also vary based on ease of access to the site, availability of construction materials, size of project, and what time of year the project will be constructed.

Costs for trail design and real estate should also be budgeted when preparing project budgets

## MAINTENANCE

In addition to the initial capital outlay for the facility construction, future budget planning should take into account periodic maintenance associated with the trails.

Semi- annual trail checks should identify needed improvements/ repairs which then can be designated for FCPC staff, volunteers, or contractors to address.

Annual clearing of the trail shoulders should be planned to keep the trail safe. Periodic refreshment of the stone on the trails should also be planned for, but the frequency can range from 2-6 years based on a variety of factors including the initial construction of the trail, trail usage, and weather events.

General Trail Unit Construction Costs (2021)

Item	Unit	Unit price	Comments
<b>General construction</b>			
Mobilization	LS	\$10,000.00	Varies significantly based on scope of project and if specialty equipment is required, access to site, etc. Many times I do not include as contractors assign large #s here arbitrarily at times.
Construction Staking	LS	\$5,000.00	Varies significantly based on scope of project, but strong recommendation to have as responsibility of contractor vs. hire separately as it forces the contractor to protect staking and assure proper scheduling. \$5-\$10,000 is a good general number.
Clearing & grubbing	STA	\$1,000.00	Varies significantly based on access and density. STA = 100 LF (both sides).
<b>Trail Basics</b>			
Common Excavation	CY	\$28.00	Based on access, can be higher unit cost, but generally good for trail prices.
Fill (borrow)	CY	\$20.00	Cost will vary based on proximity to source and if it is required to be structural or not.
3/8" or 1 1/4" Base Agg Stone (8")	TON	\$30.00	Specific to trail projects and more difficult access than roadways. Can increase if supplier is far away = higher trucking costs.
Geotextile fabric for low areas	SY	\$3.50	
Marsh Excavation	CY	\$50.00	If able to distribute on-site may be slightly less expensive. Access and equipment play a major role in costs.
3" stone for marsh excavation	TON	\$22.00	Typically utilize in a minimum of 1' lift.
<b>Supplemental trail amenities</b>			
Signing for Roadway Crossings (per crossing)	EA	\$400.00	Stop, Stop Ahead, Roadway Crossings
Trail warning signage (speed limit, curves, narrowing, etc.)	EA	\$80.00	with posts- assumes contractor install
Wayfinding & informational signage + kiosks		VARIES	
<b>Restoration</b>			
Screened Topsoil	CY	\$30.00	Assuming 4" for 3' either side if more manicured area.
Salvaged Topsoil	SY	\$3.00	Utilizing existing soil that is excavated for the trail for the shoulders.
Seed	LBS	\$1.50	Calculated at 6 lbs./ 1,000 SF
Mulching	SY	\$1.25	Assumes hydromulching vs. blown straw.
Fertilizer	CWT	\$75.00	Calculated at 7lbs/1000 SF.
<b>Erosion Control</b>			
Wattles	LF	\$7.00	Use in environmentally sensitive areas in lieu of silt fence.
Silt Fence	LF	\$2.50	
Tracking pads	EA	\$750.00	
Inlet protection (EC)	EA	\$75.00	
<b>Specialty Site Infrastructure</b>			
Storm Sewer & culverts		VARIES	
Bridges		VARIES	
Retaining Walls		VARIES	

General Trail Unit Maintenance Costs (2021)

Item	Unit	Unit price
Clearing- annually (outside contractor)	STA	\$250.00
Clearing annually (internal staff)	STA	\$100.00
Grading	CY	\$50.00
Trail surfacing refurbishment	TON	\$30.00
Culvert replacement	LF	VARIES
3" stone for extra reinforcement in worn areas	TON	\$28.00
Geotextile for worn areas	SY	\$8.00
Supplemental signage based on annual re-evaluation of trails	EA	VARIES

### UNITS:

CWT = HUNDREDWEIGHT

CY = CUBIC YARDS

EA = EACH

LF = LINEAR FEET

LS = LUMP SUM

STA = STATION (100')

SY = SQUARE YARD



# CHAPTER 6: IMPLEMENTATION SUMMARY

## FCPC TRAILS/ROUTES: OVERVIEW

The focus for this study was more so on the development of off-road trails versus on-road routes since all roadways within Forest County and tribal lands currently allow ATV/UTV traffic. However, mapping within this plan does document the more regularly traveled roadways and those that create logical loops and access to POIs. With the development of a stronger wayfinding system, these routes should be highlighted.

We have highlighted below each tribal community and the prioritization of trails within.

The following trail improvements were identified for development through this planning process. The conceptual pathway network for FCPC is illustrated in the following pages.

These proposed trails are outlined around a variety of factors including:

- Safety improvements
- Overall system connectivity
- Cultural & environmental considerations
- Access to Tribal Commercial Enterprises
- Estimated costs
- Potential for partnerships in construction costs
- Opportunities for improved wayfinding

\*Note: Any project on Tribal lands will undergo an Environmental and Cultural Assessment by the Tribal Historic Preservation Office and the Land & Natural Resource Division to determine the impacts of the project prior to obtaining approval.



As a comprehensive system plan for the community, the FCPC ATV/UTV Plan contains recommendations for a significant number of pathway projects to be implemented over a 20+ year plan horizon. In order to focus early implementation efforts, the projects that are the highest priority for the community are identified and ranked.

These higher priority projects have more detailed cost estimates developed to facilitate moving to construction in the short-term. Of course, the system will evolve overtime as the community grows and changes. Project priorities may change as the community does. As system build-out occurs over time, expansion to other areas/destinations can be considered.

The top priority pathway segments identified and ranked by the Land Use Committee are as noted on the following page.

# FCPC TRAILS/ROUTES: ESTIMATED COSTS OF CONSTRUCTION

FCPC Rank	Segment	Length	Area	Est. Construction Cost
1	Existing Trail: C-Store/ Community Center to Bug Lake Road	1.28 miles	Stone Lake	\$161,000
2	New Trail: North Stone Lake Connections (USH 8 to Mish ko swen Dr)	0.43 miles	Stone Lake	\$103,000
3	Formalized Trail: USH 8 North/ South legs at Stone Lake	1.02 miles/ .55 miles	Stone Lake	\$253,000 \$148,000
4	New Troute: Western Troute to Crandon (CTH W to Wolf River Trail )	1.06 miles	Stone Lake/Re-regional	\$309,000
5	New Trail: Stone Lake to Laona (Potawatomi Trail to STH 32)	3.31 miles	Stone Lake to Laona/ Regional	\$1,100,000
6a	New Trail: CTH H (Chief Wabeka Dr to Nicolet State Trail)	5.72 miles	Blackwell/ Regional	\$1,336,000
6b	New Troute: Rummels Road connection to Nicolet State Trail	1.05 miles	Blackwell/ Re-regional	\$277,000
7	Existing Trail: C-store/ Casino connection (to Nicolet State Trail)	750 LF	Carter/ Regional	\$24,000
8	New Trail: Sugarbush Lane Extension (STH 32 to Nicolet State Trail)	1 mile	Carter	\$284,000

## NOTES:

### General for all trail estimates:

- Assume 8" of stone and common excavation on new trails and 5" on existing. Project savings could be realized with reduction in depth of stone -- for both stone and common excavation costs.
- Geotextile fabric is included at 100% of the trail width for new trails unless otherwise noted. If removed, this could account for 10% project savings.
- Clearing & grubbing is estimated at \$1,000 per Station. If foresting activities coincide with trail development, significant savings can be realized
- Project costs include general conditions of mobilization and staking.
- Costs also include allowances for signage, erosion control, restoration, allowance for over-excavation, and a 10% contingency.
- Construction costs do not include design or real estate costs. It is assumed that all trails will be constructed within road right-of-way or tribal land.
- Costs are estimated as if each project is individually completed and project savings could be realized if grouped together.
- Design costs are not included within costs above, but can be estimated at 15% of construction cost (will vary based on complexity of project)

### Project Specific:

- #1 & #7: Reduced clearing & grubbing costs & geotextile fabric not included based on being an existing trail.
- #5 Includes \$200,000 in costs for a new structure.
- #6a Includes a new off-road trail from Chief Wabeka to Nicole State Trail along CTH H.
- #6b Is a less expensive alternate to 6a that utilizes a troute in lieu of 100% off-road with the construction of a new off-road trail.

*These are general estimates, but detailed estimating should be completed when the full scope of each project is known and site survey has been completed.*

The next section contains the full, detailed pathway segment recommendations by area for the FCPC ATV/UTV Plan



# FCPC TRAILS/ROUTES: DETAIL

## STONE LAKE

### 1. EXISTING TRAIL: C-STORE/ COMMUNITY CENTER FROM BUG -LAKE

This existing trail is 1.28 miles long and a cooperative maintenance agreement is in place between the snowmobile club and FCPC to maintain. As noted in the existing facility evaluation, this connection will encourage better access to the C-Store and the Community Center.

The trail along Bug Lake Road to the C-Store is well traveled by FCPC residents and tourists alike.

Basic improvements to this trail with grading, stone, and shoulder maintenance will help the overall riding experience. Additional wayfinding signage is critical to attract more riders to the C-Store.

With the east-west snowmobile trail north of this trail being a major route, the signage will help attract those users as well.

A partnership with the snowmobile clubs and DNR funding for some of these improvements should be explored based on the trail's dual use.



### 2. NEW TRAIL: NORTH STONE LAKE CONNECTIONS

As improving the southern connection from Bug Lake Road is important for trail users from the north to gain access to the Stone Lake Campus, these connections are important to get riders coming from USH 8 to the destinations within the Campus. The proposed 0.43 mile trail corridor will then provide this link.

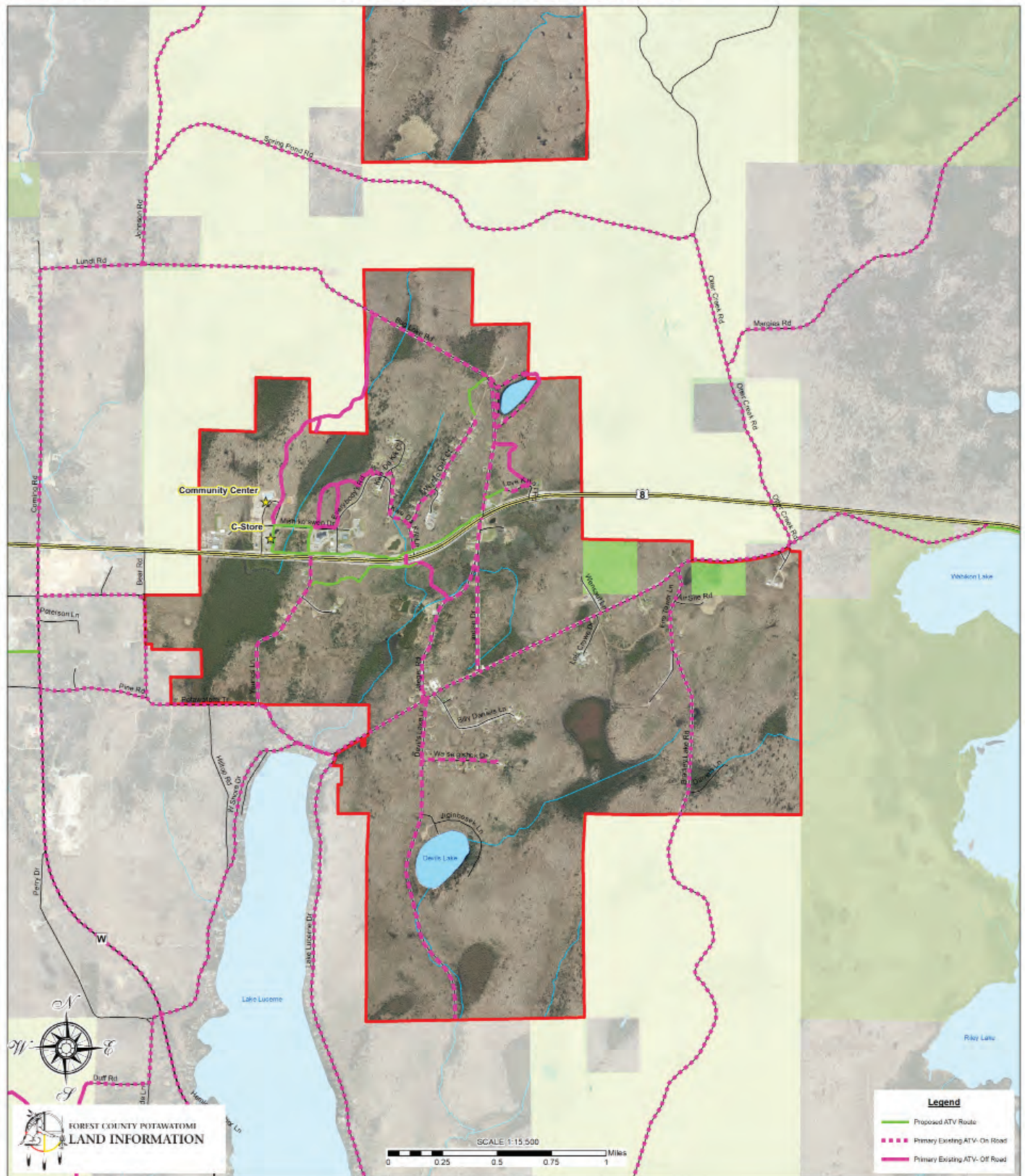
With the opening of the Community Center, this additional access is important for providing a safe route to that facility. These connections will also help provide better access to the C-Store as well.

Additionally, USH 8 roadway reconstruction is in planning stages right now and the design of the USH 8 bike/pedestrian trail and underpass will be starting soon. The bike/pedestrian trail incorporates a new underpass which will include two separate lanes--- one for bikes/pedestrian and one for ATVs/UTVs.

In the shorter term, providing these connections will provide a formal route to these facilities and will also then provide connectivity to the existing N/S trail to Bug Lake Road and the existing trail adjacent to Everybody's Road.



# STONE LAKE ATV ROUTES









### 3. FORMALIZED TRAIL: USH 8 CORRIDOR: NORTH & SOUTH AT STONE LAKE

On the north side of USH 8 there are currently informal trails that were created by ATVs/UTVs and snowmobiles--some within the highway right-of-way and some within utility corridors. Some of these trails are also very steep.

The development of this 1.57 mile long trail system formally will increase safety, have riders riding on permitted land, and will encourage better access to the tribal commercial enterprises.

The development of this trail system will need to be completed in collaboration with the USH 8 roadway and bike/pedestrian trail system. Substantial grading is planned along USH 8 for the roadway and the ATV/UTV trail will be a separate facility from the bike/pedestrian trail. As previously mentioned, the bike/pedestrian trail project also includes an underpass, which will be for all users and separate the ATVs/UTVs from the bikes and pedestrians.

The formal development of this corridor for ATV/UTV off-road trail is critical for connectivity for residents, additional trails, and the Campus and its facilities.



### 4. NEW TROUTE SEGMENT: STONE LAKE TO CRANDON

An overall plan to build a trail from Otter Creek Natural Area on the west to the western edge of Crandon has been established as one of the key connections necessary for safer ATV/UTV. This is also important to connect in with the schools in Crandon and other POIs. Potential challenges with land access along USH 8 are recognized, so looking at potential routes that may not be parallel to the roadway should be considered. Per the attached map and for planning purposes, it is assumed that this section will be off-road and not directly along USH 8.

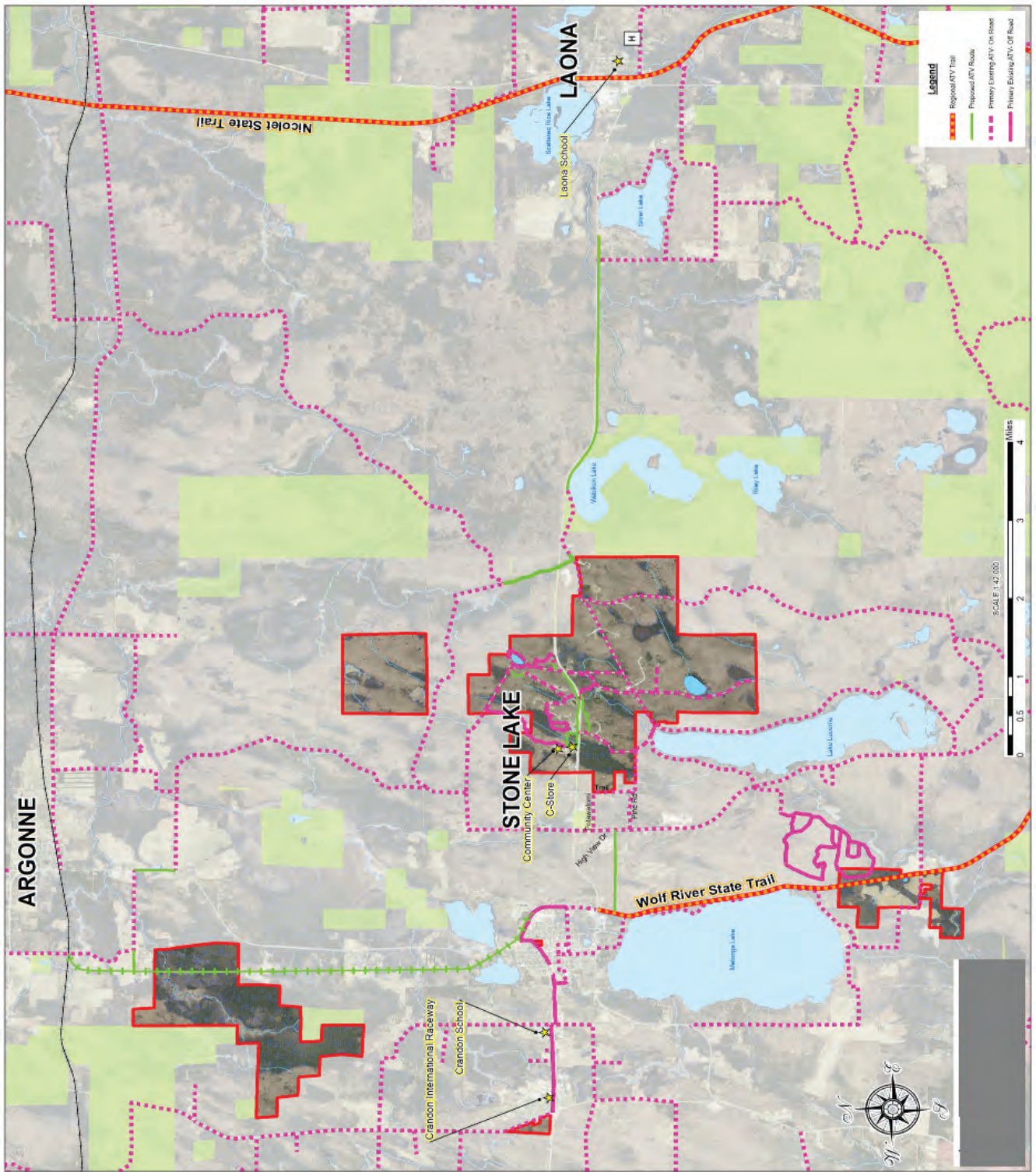
Potential for agreements with land owners for Permanent Limited Easements vs. full land purchases can also be considered to reduce project costs.

It is anticipated that this connection to Crandon will be a combination of on-road and off-road travel based on a combination of challenges.

The new off-road trail that is conceptually shown on the mapping accounts for a 1.06 mile off-road facility, which then will make the connection for the corridor from Crandon to Stone Lake much more direct.



# FCPC NORTH-REGIONAL ATV MAP



## BLACKWELL

### 6A. NEW TRAIL: CHIEF WABEKA DRIVE TO RUMMELS ROAD TO NICOLET STATE TRAIL

This 5.72 mile trail from Chief Wabeka Drive to Nicole State Trail would serve both residents and tourists alike. Although CTH H is designated as an ATV route, based on the vehicular traffic on the roadway, it is felt that ultimately an off-road trail would serve riders better.

The trail would not only allow for additional connectivity for residents, but would also provide improved access to the Farm and to Nicolet State Trail. The connection to Nicolet State Trail would then expand the regional connectivity for the whole area.

### 6B. NEW TROUTE SEGMENT: CTH H DOWN RUMMELS ROAD TO NICOLET STATE TRAIL

If the desired off-road trail referenced above presents too many challenges with detailed planning OR will not be planned for construction for quite some time, an alternative to still make the critical connection to Nicolet State Trail would be to construct a new 1.05 mile long trail along Rummels Road.

The desired connectivity would then be accomplished and the construction of that section of trail would decrease the later cost of the larger trail (6A).



### 5. NEW TROUTE SEGMENT: STONE LAKE ALONG USH 8 TO LAONA

The east-west connection from Stone Lake to Laona along USH 8 would add significant strength to the regional routes and provide for a troute which would ultimately then tie in to the Nicolet State Trail.

The proposed 3.31 mile trail would be an off-road trail that would then connect in with already established ATV/UTV routes on local roadways.

The trail would start on the west at the intersection of USH 8 & Potawatomi Trail and extend to STH 32.

Land easements or land purchases may be necessary with this route, and it is anticipated that a new bridge would need to be built. The land aspect can extend the project timeline significantly, so more detailed evaluation of this route earlier can help determine a realistic outlook for timing.

## OTHER TRAILS (LONGER TERM)

There are a number of trails that are shown on the mapping which are not included in the priority list, but it is important to reference for future planning. They are noted below:

- New Trail Connector: Love Knot Lane to Bug Lake Road: 0.10 miles
- Reroute Trail Connector: Bug Lake to Wej Mo Gek Court: 0.22 miles
- Abandoned RR trail conversion to ATV/ Snowmobile Trail - Crandon to Argonne (The DNR is finalizing a cooperative trail agreement with the County for this portion of the trail).









## CARTER

### 7. EXISTING TRAIL: C-STORE/ CASINO CONNECTION TO NICOLET STATE TRAIL

There is an existing 0.15 mile long trail at this location, but improving this connection with more permanent surfacing and wayfinding signage will be very beneficial to increasing traffic to the C-Store and Casino for a variety of users.

### 8. NEW TRAIL: SUGARBUSH LANE EXTENSION

This 1.0 mile trail would provide direct off-road access for the residents within Carter to the Nicolet State Trail along Sugarbush Lane.

The trail would also provide a connection to STH 32.

## IMPLEMENTATION WITH THE 5ES

In addition to the design and construction of new trails and routes (infrastructure), for the overall plan to be successful there are also key non-infrastructure elements that should also be considered. This multi-pronged approach leads to a stronger and safer motorized network for the community.

### EDUCATION & ENFORCEMENT

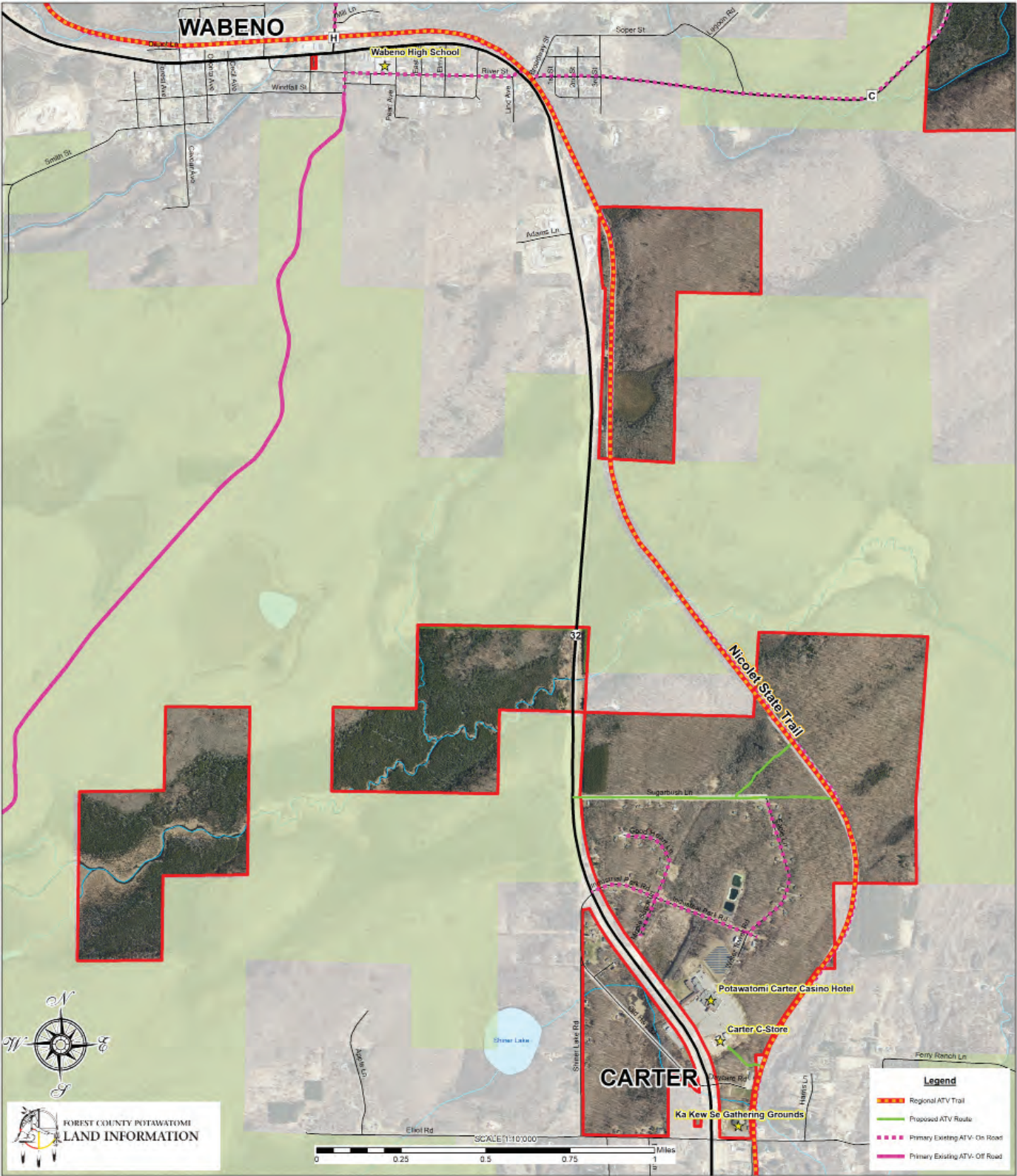
Education on a variety of aspects with ATV/UTV use is critical to the future success of new trails and improved safety for current users. We have highlighted below main education campaigns that can be implemented to assist in the overall success of ATV/UTV usage in the area:

- **Safety campaign:**
  - **Topics:**
    - Safe vehicle use (requirements)
    - Riding (helmet, # of passengers)
    - Route riding (where, speed, visibility, traversing)
- **Potential Outreach Avenues:**
  - Safety courses
  - Brochures
  - Signage
  - Open house format
  - Social Media blasts
  - Billboard posting



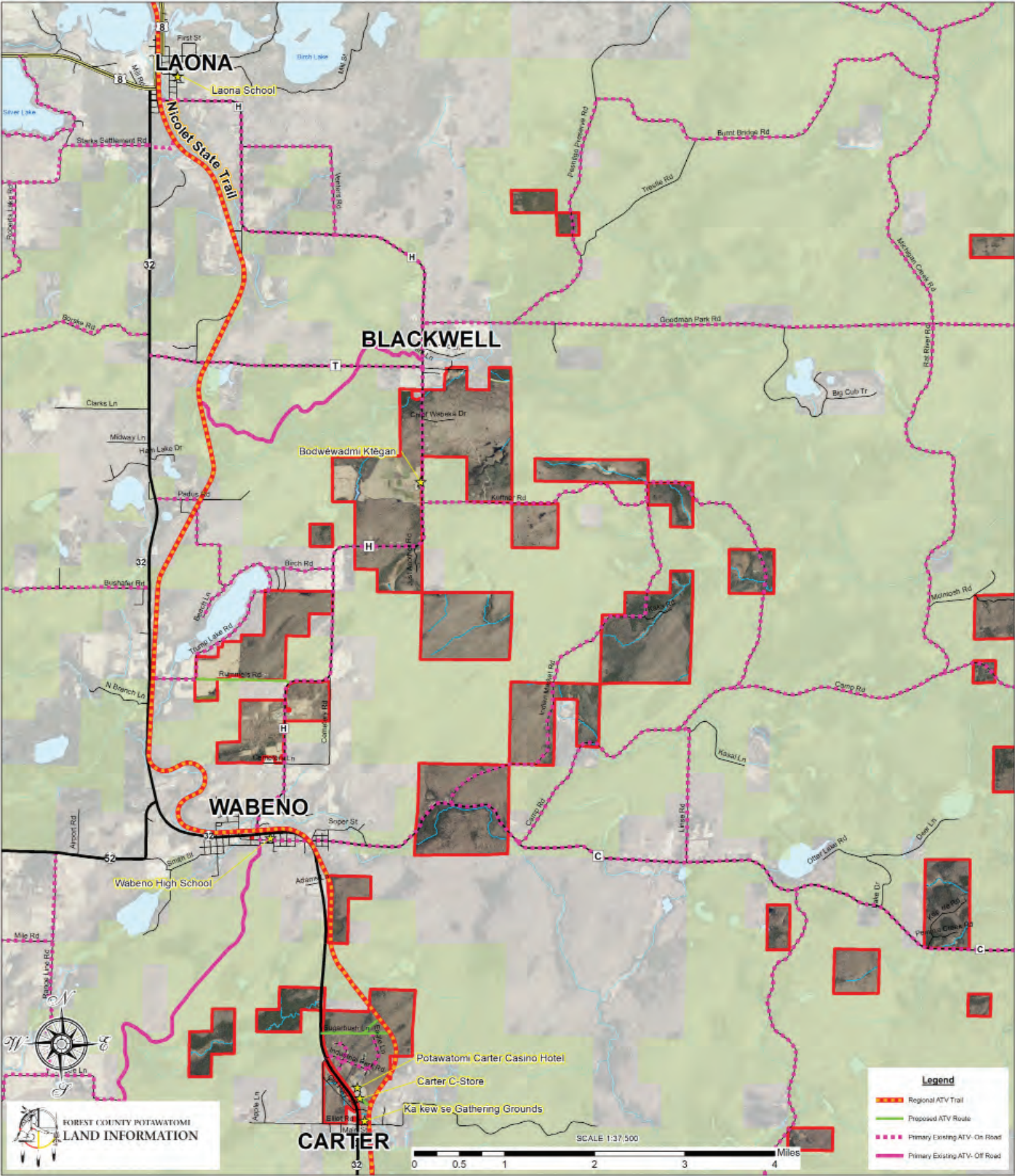


CARTER ATV ROUTES





FCPC SOUTH- REGIONAL ATV MAP





- **Current rules & regulations of various communities (multi-jurisdictional)**
  - **Topics:**
    - Routes - hours, speed, public vs. private
    - Type of vehicle
    - Licensing
    - Safety regulations
    - Differences for ages
  - **Potential Outreach Avenues:**
    - Safety courses
    - Brochures
    - Signage – (including exceptions)
    - Open house format
    - Social Media blasts
    - Billboard posting
- **Current trails & route mapping:**
  - **Determine audience (local or tourist)**
  - **Determine purpose:**
    - Informational
    - Wayfinding
    - Directing users to enterprise facilities
  - **Multitude of types:**
    - Trailheads/kiosk
    - Brochures
    - Websites- user friendly downloadable and printable
    - Interactive type (low priority)

## ENGINEERING

Engineering is the only infrastructure-related element of the overall planning. Engineering covers from concept planning through actual construction of the trails and incorporates all the steps to get the trail from concept to a tangible trail in the field. The main steps for this task include the following:

- **Prioritize planning for the trails:**
  - Maintenance of existing
  - Development of new and the priority of each within the larger picture
- **Grant applications & securing funds**
- **Design of the trails and amenities (parking, lighting, signage, trailheads)**
- **Construction of the trails and amenitie.**

## ENCOURAGEMENT(EVENTS & ACTIVITIES)

Encouragement incorporates events and activities that promote the ATV/UTV trails. These activities can serve a multitude of purposes -- encouraging ownership of facilities, spreading the word about programs & facilities, etc. Examples of potential activities applicable to the ATV/UTV system include the following:

- **Community involvement with the trail development**
  - Trail naming contest
  - Routes, story telling – community aspects, natural resources
  - Community benches/areas for opportunities for local artisans – rest stops – trailheads
  - Volunteer “build” aspects of trails?
  - Youth groups help with kiosk & sign construction
- **Registration /Licensing Events**
- **Safety Evaluations**
  - Visibility demonstrations
  - ATV/UTV checks
  - Obstacle course for younger
  - Sponsored give-aways (e.g. helmets)
- **ATV Safety Education Certification** - FCPC has a staff member currently certified to teach this and this can provide great partnering opportunities with ATV clubs, surrounding municipalities, etc.
- **Community Rides**
  - Safe riding events (opportunity for teaching younger riders)
  - New routes
  - Existing routes for improvement
  - Use as part of evaluation tools too
  - Help for annual map updates
  - Open a new trail = ribbon cutting & ride

## Commercial Enterprise Tie-ins

- Monthly deals or events for trail riders
- Advertising w/ the trail mapping at area hotels and applicable events

Partnerships with many of these events can be possible and can assist with staffing and funding. Wisconsin DNR, Forest County, Local ATV/ UTV clubs and local commercial facilities benefiting from ATV/ UTV use should all be considered.

## EVALUATION

Evaluation occurs after activities have occurred and can also occur when infrastructure is in place. Evaluation help set goals and establish baseline data to continuously improve system planning. Examples of elements that can be evaluated include the following:

- **Decrease in safety incidents/occurrences/ violations based on:**
  - Proper trail design
  - Community outreach with rules and regulations (trail etiquette)
  - Safety training
- **Increased use of trails**
  - Physical evaluation: Trail cameras, infrared beams, tubes
  - Increase in commercial enterprise attendance
  - Annual licenses increased
- **Conditions of the routes**
  - Evaluation as part of the community ride element (+ staff)
    - Condition of the routes – design keeping people on the trails
    - Surrounding environment condition (degradation)
    - Modifying to protect as necessary (wetlands, waterways, cultural, etc. )
    - Annual maintenance expenditures



## PROJECT PRIORITIZATION

Earlier in this chapter, the prioritization of the infrastructure was established, but it's important to recognize that the construction will take time and other non-infrastructure aspects of this plan can begin prior to the construction of trail facilities. Additionally, as noted later in this chapter, there are a number of items that need to occur for the infrastructure improvements to move forward.

Under the “Plan Use & Updates” section later in this chapter, the development of the Committee and subsequent Action Plan is referenced. The ATV/UTV Advisory Committee ultimately can confirm the number of goals annually they want to pursue and the following are items that the committee can spearhead. These can be accomplished relatively easily, do not require a large monetary outlay, and will help expand the safe use of ATV/UTVs within the community.

1. Reach out to the DNR and other grant agencies to discuss potential projects within the plan that would qualify and develop grant applications accordingly.
2. Hold ATV/UTV safety courses w/licensing information.
3. Reach out to area ATV/UTV and snowmobile clubs to discuss potential partnership opportunities.
4. Work with community members to develop concepts for a trail wayfinding system and kiosks.
5. Organize ATV/UTV community rides to help with existing trail evaluation, educate novice riders on safe riding techniques & locations of the formal existing trail system, and potentially a community clean-up day.
6. Develop outreach materials that cover trail mapping, FCPC, and surrounding municipal regulations.
7. Hire a consultant for the design of the first facility.
8. Work with FCPC staff to develop other volunteer opportunities that can improve the existing system.



## PLAN USE & UPDATES

### NEXT STEPS

With the adoption of the Plan, the next steps would be the following:

1. Assign staff to coordinate an ATV/ UTV Advisory Committee.
2. Invite community members to participate with the committee.
3. Determine priority of the goals and associated objectives for the committee to focus on.
4. Create a 5-year action plan with detailed action items for committee members and appropriate FCPC staff.
5. Assign individual staff to action items.
6. Begin work on 2021 actions.

### MONITORING & REPORTING

It is recommended that quarterly meetings occur with staff to report on progress of goals, objectives, and action items.

The ATV/UTV Committee will report annually to the Executive Council on progress in implementing the Plan. This will include identification of action items that have been initiated and the results of those actions. The Committee Report will also include a discussion of any barriers to implementation that have been encountered. Annually, the plan should be revisited and modified as necessary.

### PLAN LONGEVITY

This Plan's time horizon is intended to be twenty years; however, every 10 years this Plan should be completely reviewed and updated.

As part of the Plan updates, the ATV/UTV Committee will review and evaluate the success of implementing the Plan. This review will then shape modifications of policies and plans for the update. Any amendments to the Plan should then undergo a review process and be adopted by the Council in the same manner as the original Plan.

## GENERAL FUNDING SOURCES

Implementation, as with many public works projects, is heavily contingent on right-of-way and accessibility of funding sources. Funding assistance for major projects would most likely come from Wisconsin DNR relevant programs to fund the recommendations illustrated in this plan are listed below. **It is important to note that ATV/UTV improvements cannot be funded through grants alone and it is assumed that trail development will be funded with a local percentage as well.**

### TRIBAL

The tribal funds can be used for multi-modal transportation projects and are not just limited to improvements on roadway for automobiles. When the tribe is developing their long-range transportation plan, the inclusion of added ATV/UTV routes will be important to being able to utilize the grant funds below for improvements to the ATV/UTV network.

#### **Tribal Transportation Program-Safety Fund**

The Tribal Transportation Program Safety Fund is a competitively selected annual grant for infrastructure improvement, safety planning, and the analysis and collection of safety data. Under the FAST Act the fund is about \$9 Million per year, a 2% set-aside from the Tribal Transportation Program.

#### **Tribal Transportation Program-Tribal Allocation**

Each federally recognized Tribe participating in the Tribal Transportation Program is provided with an annual allocation of funding. This funding can be used for a wide range of transportation needs including the implementation of infrastructure safety projects.

### FEDERAL

#### **Community Development Block Grants (CDBG)**

The Community Development Block Grant (CDBG) Program provides annual grants on a formula basis to states, cities, counties, and tribes to develop viable urban communities by providing decent housing and a suitable living environment and by expanding economic opportunities, principally for low- and moderate-income persons. Block grants have been a part of the American federal system since 1966, and are one of three general types of grant-in-aid

programs: categorical grants, block grants, and general revenue sharing. CDBG funds can be utilized for specific outdoor recreation or transportation facilities if they meet the requirements of the program.

### **Rebuilding American Infrastructure with Sustainability and Equity (RAISE)**

The Rebuilding American Infrastructure with Sustainability and Equity (RAISE) discretionary grant program includes \$1 billion in Fiscal Year (FY) 2021 funding. RAISE, formerly known as BUILD and TIGER, has awarded over \$8.935 billion in grants to projects in all 50 states, the District of Columbia, and Puerto Rico since 2009.

Projects for RAISE funding will be evaluated based on merit criteria that include safety, environmental sustainability, quality of life, economic competitiveness, state of good repair, innovation, and partnership. Within these criteria, the US DOT will prioritize projects that can demonstrate improvements to racial equity, reduce impacts of climate change, and create good-paying jobs.

For the most recent round of RAISE grants, the maximum grant award is \$25 million, and no more than \$100 million can be awarded to a single state, as specified in the appropriations act. Up to \$30 million will be awarded to planning grants, including at least \$10 million to Areas of Persistent Poverty.

## **STATE OF WISCONSIN**

### **ATV/UTV Trails Aid Program (aka Motorized Stewardship)**

This is an annual grant sponsored by DNR and awards approximately \$500,000 in matching funds annually. Funds for this grant program come from a portion of fees from registrations, trail passes, and a portion of the grant applications and the gasoline tax.

The grants are due in mid- April and grant agreements are typically issued in late fall or early winter. The grants require a 20% local match.

Grants can be used for the following:

- Trail maintenance
- Maintenance for roadways that are used as Troutes
- Purchase of liability insurance (for non-profit groups)
- Acquisition of land by easement, lease, or other agreements for the use of land
- Major rehabilitation of bridge structures or trail segments
- Development of new off-road ATV/UTV trails
- Development or major rehabilitation of Intensive Use Areas
- Purchase and installation of safety signage
- Development of statewide digital information systems
- Purchase of communication equipment
- Acquisition of land in fee and development of new ATV areas and trails
- Development or major rehabilitation of support facilities (restrooms, campgrounds, trailheads)
- Printing of maps (without advertisements)

### **Knowles-Nelson Stewardship Program Grants**

The Knowles-Nelson Stewardship is managed by the DNR and will provide up to 50% of the cost of land acquisition and/or trail development projects that provide public access for outdoor recreation purposes.

These funds can help pay for the land acquisition for future trail development, trail construction costs, and other recreational items like construction of shelters and restrooms at trailheads. These are annual grants that are typically due in May of each year. These grants are extremely competitive and focus largely on non-motorized recreation. In order to be eligible for a project, the facility would need to be part of a multi-modal trail or a park for other uses, so a partnership for a trailhead or signage could potentially work for this type of grant, but the likelihood of receiving a grant would not be high.





## NON-PROFIT OFF-ROAD VEHICLE GROUPS

Most areas have one or two ATV or snowmobile groups that assist in outreach, maintenance of facilities, and sometimes construction of new facilities. Their membership fees are typically minimal and the majority of their funding for operating is typically from the DNR, private donations, or grass-roots fundraising.

Although realistically they won't be able to offer much as far as monetary matches for new facilities, there are opportunities for partnership for public outreach, safety training, and maintenance activities.

## PROJECT TIMING

The development of the Plan then sets the priorities for the system-wide development, but it should be noted that the timing of the construction of the project is dependent on a number of factors and should be accounted for with the development of FCPC's Capital Improvement Plan and long-range forecasting.

The main components for developing a project's timeline pre-construction include funding, project complexity, and bidding. Each of these are then discussed in further detail below.

## FUNDING

When 100% locally-funded, a project can typically move faster than ones with outside funding. This is based on reduced requirements for the actual delivery (reporting & plan development) and not having to wait for the grant application decisions.

Grant awards can help tremendously with the project's viability based on the alternate funding source. But, it is important to recognize the added time grants add to a project's overall timeline. These timelines vary based on the specific grant, but are compromised of the following elements:

- Grant preparation by the project sponsor (2-4 months)
- Application review by the granting agency (4-5 months)
- Execution of grant agreement (2-3 months)

***Added time pre- design (if design costs are part of the grant application): 8-12 months***

## PROJECT DESIGN

The complexity of a project and the funding sources largely develop the timeline for design.

As noted above, certain grant programs require a more extensive plan and report development than when a project is 100% locally funded.

When evaluating a project, the following preliminary investigations and coordination are typical and should be accounted for in the required field time for a project:

- Geotech
- Endangered resources
- Wetland delineations
- Cultural resources
- Survey

Then, the complexity of a project is typically increased when the following elements are present:

- Structures
- Challenging soils
- Real estate purchases
- Endangered resources
- Cultural resources
- Sensitive environmental areas – e.g. wetlands, floodplains, rivers, lakes
- Multi-jurisdictional permitting
- Utility relocations
- Inter-governmental collaborations

***A general rule of thumb would be to allow 1- 2 years for design for projects of medium complexity.***

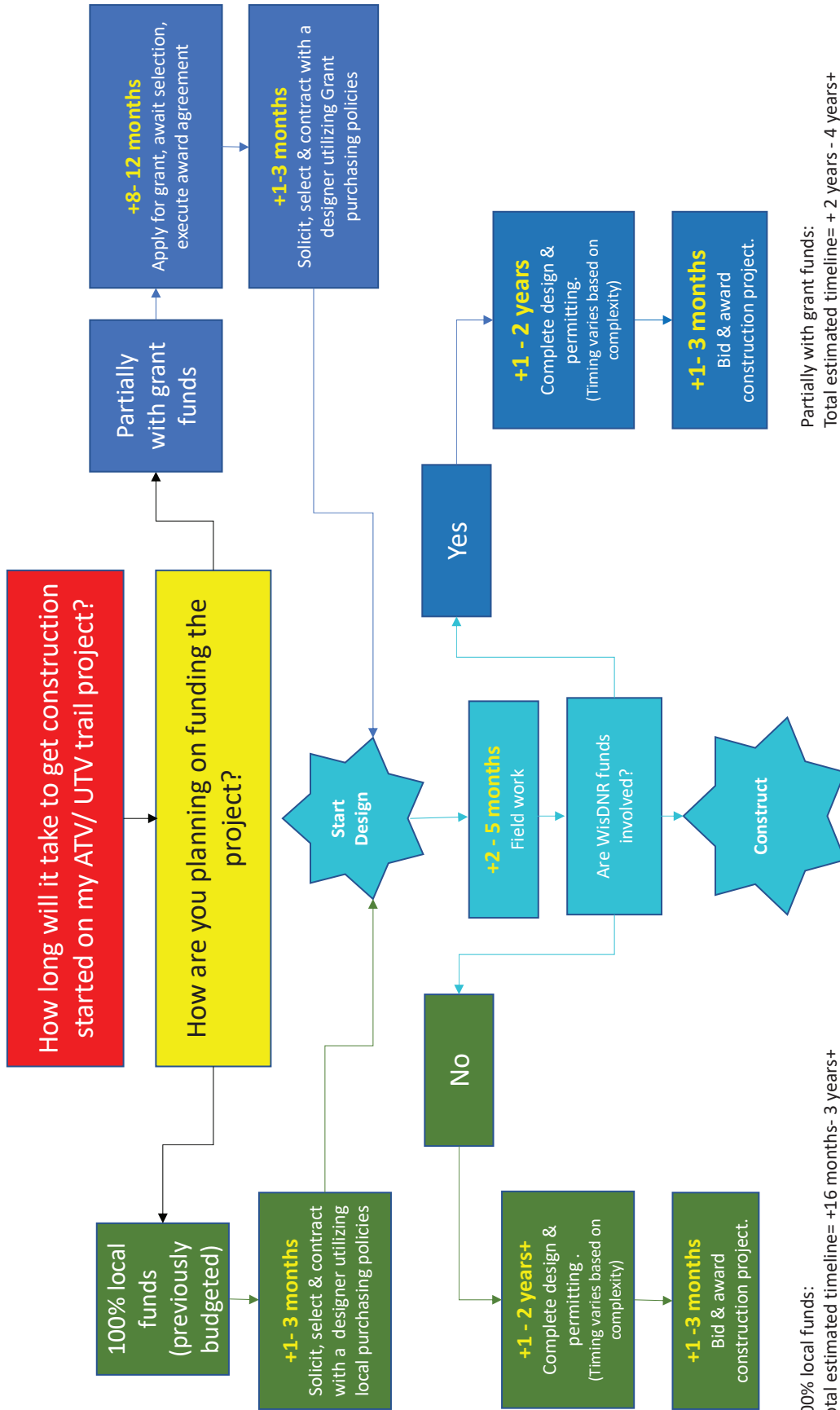
## BIDDING

Once the design is completed and all permits have been acquired, the project will be competitively bid out for contractors. From the time the project is advertised for bids to when it is awarded is typically 2 months. The timing of the bidding is also important with typically the most desirable bidding times being from December – February. When bidding outside this timeframe, bid prices are typically higher. This is important to note for developing your proposed project's timeline and accounting for favorable bidding and construction time frames.

## SUMMARY

When developing your Capital Improvement Plans, it is beneficial to review each project and identify the potential funding sources first and foremost. If applying for grant funding, that will then drive the initial timeline. Evaluating design challenges conceptually will also help shape a realistic amount of time to set aside for design. Finally, timing the release of the project for bidding is also an important element to consider for the project timeline.





# APPENDIX

- FCPC ATV/ UTV COMMUNITY SURVEY
- ATV SURVEY RESULTS FROM COMMUNITIES & CLUBS
- USH 8 ATV TRAIL PLAN
- ATV/UTV LIST OF RESOURCES



# FCPC ATV/UTV COMMUNITY SURVEY

## Survey Question Results for ATV Comp Plan

### Public input:

#### GENERAL USAGE/FREQUENCY

- **Generally, how often do you drive or ride an ATV/UTV?**
  - 8 Almost daily
  - 6 Once a week
  - 3 Once a month
  - 1 Only a few times a year
  - 0 Never
  
- **Why do you primarily ride your UTV/ATV?**
  - 14 For recreation
  - 4 For transportation to get to and from work, school, errands, etc.
  - 0 Other, please explain: \_\_\_\_\_
  
- **What is your age?**
  - 0 Under 12
  - 1 12-15
  - 0 16-18
  - 6 19-33
  - 7 34-44
  - 3 45-55
  - 1 56 and older

#### PREFERENCES

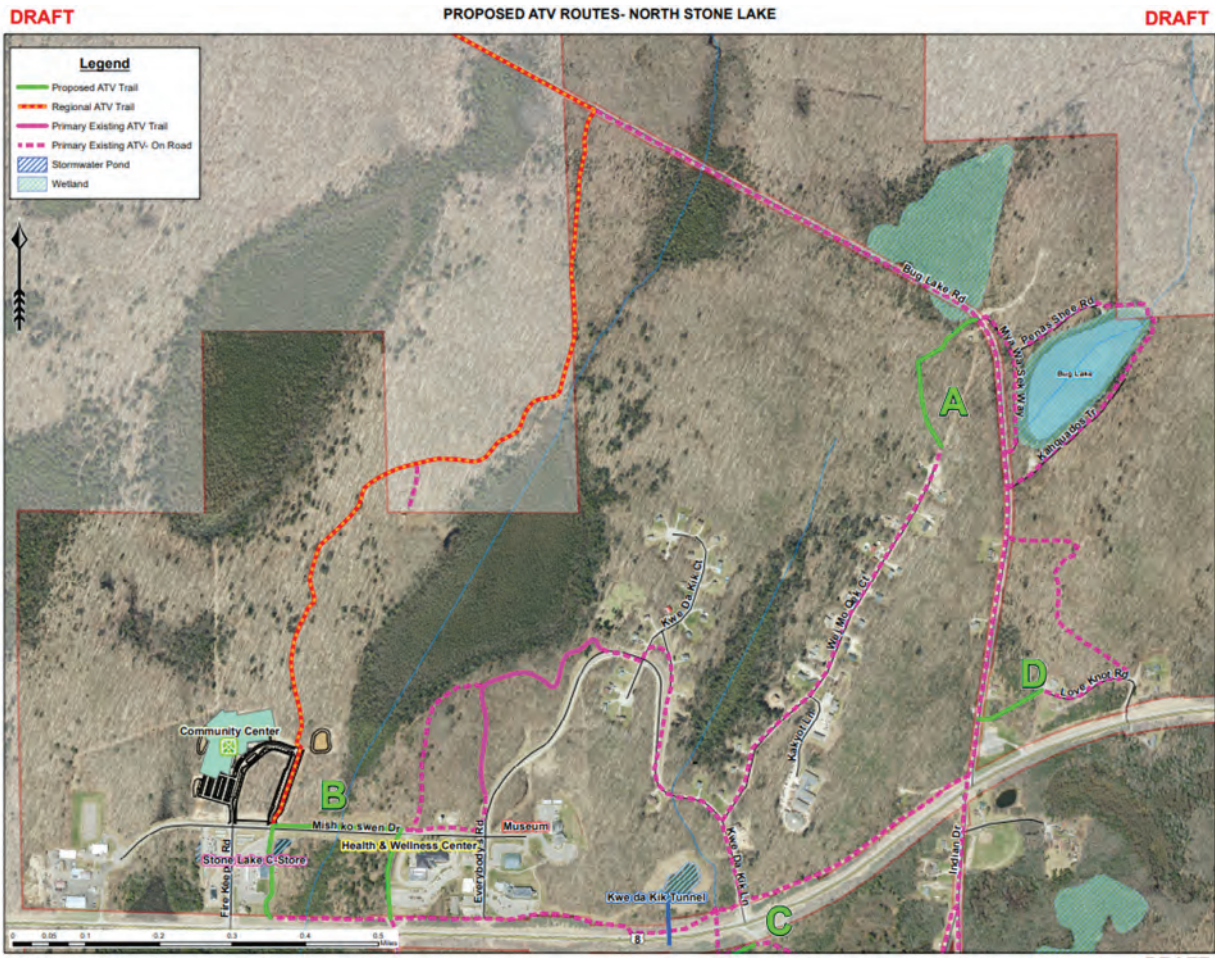
- **If you ride, do you typically ride by yourself or with a group?**
  - 2 By myself
  - 4 With group
  - 12 With one or two other people

- Which of the following trail types would you prefer to travel on (Rate on a scale from 1-4.)  
( 1=Favorite, 2= Acceptable for travel, 3=Avoid, if possible. 4=Never travel on)
  - **Picture 1: Off-road trails away from roadways**
    - 11 Favorite
    - 5 Acceptable for Travel
    - 1 Avoid, if possible
    - 1 Never travel on
  - **Picture 2: A more rugged off-road trail away from the roadway**
    - 7 Favorite
    - 9 Acceptable for Travel
    - 1 Avoid, if possible
    - 1 Never travel on
  - **Picture 3: On low-traffic roadways**
    - 1 Favorite
    - 6 Acceptable for Travel
    - 8 Avoid, if possible
    - 3 Never travel on
  - **Picture 4: On off-road trails alongside the roadway**
    - 2 Favorite
    - 12 Acceptable for Travel
    - 3 Avoid, if possible
    - 1 Never travel on



*Photo Credit: B. Much*





(map of proposed trails shown and labelled)

- **Of the proposed new trails identified,-which lettered trails would you support developing?**
  - 13 Trail A
  - 11 Trail B
  - 17 Trail C
  - 6 Trail D
  - 0 Trail E
  - 0 None of the above
  - 2 Other, please explain:
    - City of Crandon to Firekeeper
    - Not D-- it's bad enough they drive thru my yard already it would make it worst.
- **What major connections or locations would you like to be able to get to on your ATV/UTV?**
  - City of Crandon
  - Crandon
  - Crandon and Laona
  - Crandon to Argonne to Nicolet state trail
  - Crandon to stone lake

- Crandon to Stone Lake (Potawatomi Trail) and Stone Lake (Potawatomi Trail) to Laona.
  - C-Store and Town of Crandon
  - I would really like them to stay away from Love Knot Lane
  - Smokeshop trails needs be fixed
  - Stone Lake to Laona
- **If any of the trails you prefer were built, would you ride your ATV more often? If so, how many more times per week would you ride?**
    - 8      1-2-more-times
    - 4      3-4-more-times
    - 4      5-or-more-times
    - 2      I would not ride more often

## **CONCERNS**

- **What concerns do you have, if any, about developing ATV/UTV trails in the community? (check all that apply)**
  - 5      Impacting the natural environment
  - 4      Impacting cultural sites
  - 3      Increasing public traffic in the community
  - 1      Local roadways being removed as ATV approved travel ways
  - 1      Shared use with snowmobiles
  - 7      None
  - 1      Other, please explain: \_\_\_\_\_
    - Money well spent?
    - They're driving through our yard as it is tearing up our lawn on Love Knot Lane.
- **Safety: What are your biggest safety concerns?**
  - 9      Crossing USH 8
  - 2      Trail conditions
  - 3      Roadway condition and maintenance
  - 4      On-road vehicle conflicts
  - 7      Trail width
  - 8      Lack of signage
  - 1      Other: \_\_\_\_\_
    - Destruction to people's lawns and property



- **What do you see as the biggest obstacles for further trail development? (check all that apply)**
  - 1 Lack of land for development
  - 8 Lack of funding for development
  - 8 Maintenance costs
  - 12 Adjacent landowners
  - 0 Other, please explain: \_\_\_\_\_
  
- **Is there additional information you would like to share regarding ATV/UTV trails?**
  - Concerned that crossings are not marked at all and ATVs, UTVs, and snowmobiles play chicken with Hwy traffic at crossings. Also, there is no lighting at Hwy crossings. Also speed limit jumps to 45mph, from 30mph just before Hwy crossing at walking bridge by Schaefer's grocery store.
  
  - I think it would be a great idea to have trash bins every so often and maybe a sharps needle container to keep the trails clean besides addicts there are people who use them for their health issues. Maybe a few signs with maps easily read by children so they don't get lost.
  
  - I wouldn't mind them putting it on Love Knot Lane if somebody will put fences up to block them from going on our property.

## ATV Survey Results from Municipalities & Clubs

- |   |   |
|---|---|
| 1. Generally, how often do you drive or ride an ATV/UTV? :  | 3=Once a week<br>2=Once a month<br>2=Only a few times a year  |
| 2. Why do you primarily ride your UTV/ATV? :  | 6-For recreation<br>1=Other: Maintenance on bicycle/walking /cross country skiing trail   |
| 3. What is your age?:   | 1-19-33<br>1-34-44<br>2-45-55<br>3-56 and older   |
| 4. If you ride, do you typically ride by yourself or with a group?:   | 1=By myself<br>4-With one or two other people<br>2-With group   |
| Picture 1- Off-road trails away from roadways:  | 1,1,2,2,1,1,1   |
| Picture 2-A more rugged off-road trail away from the roadway:   | 2,3,3,2,3,4,3   |
| Picture 3- On low traffic roadways:   | 2,3,2,2,1,3,2   |
| Picture 4-On off-road trails alongside the roadway:   | 1,1,1,2,2,2,2   |
| 6. Of the proposed new trails identified, which lettered trails would you support developing?:  | 1=None of the above<br>1=Trail A, B, C,D<br>4=Trail B<br>1=Trail C  |
| 7. If any of the trails you prefer were built, would you ride your ATV more often? If so, how many more times per week would you ride?: | 4=1-2 more times<br>1=3 - 4 more times<br>2=I would not ride more often.  |
| 8. What major connections or locations would you like to be able to get to on your ATV/UTV?   | 1=Get from Crandon to Laona.<br>1=Otter Cr Rd to Laona<br>3=None<br>1=N/A   |
| 9. What concerns do you have, if any, about developing ATV/UTV trails in the community?:  | 2=Local roadways being removed as ATV approved travel ways.<br>Shared use with snowmobiles<br>3=Impacting the natural environment |



2=Impacting cultural sites  
1=None  
1=Increasing public traffic in the community.

10. Safety: What are your biggest safety concerns?:

4=On-road vehicle conflicts  
Lack of signage  
4=Trail conditions  
3=Roadway condition and maintenance  
2=Trail width  
Crossing USH 8

11. What do you see as the biggest obstacles for further trail development?:

4=Adjacent landowners  
4=Maintenance costs  
3=Lack of funding for development

USH 8 PATHWAY TO WELLNESS - PREFERRED ALTERNATIVE (PHASE 1)





# ATV/UTV LIST OF RESOURCES



## DEPARTMENT OF NATURAL RESOURCES- ATV/UTV RIDING IN WISCONSIN

[dnr.wisconsin.gov/topic/atv](http://dnr.wisconsin.gov/topic/atv)

Includes the following publications:

- *2021 Wisconsin All-Terrain/ Utility Terrain Vehicles Laws*, PUB-LE-500( 29 pages)
- *Trail Signing Handbook* PUB-CF-023-2019 (36 pages)
- *ATV Route Guideline & Suggestions - A Community Official's Handbook*, PUB-LE-109 4/03 (24 pages)
- *So you want to build an ATV Trail- a Practical Guide for Evaluating Potential for Trail Grant Sponsors* , PUB-CF-018 (27 pages)

Includes the following links:

- Safety education courses: [dnr.wisconsin.gov/Education/OutdoorSkills/safetyEducation](http://dnr.wisconsin.gov/Education/OutdoorSkills/safetyEducation)
- Crash incident reports: [dnr.wisconsin.gov/topic/ATV/CrashInfo](http://dnr.wisconsin.gov/topic/ATV/CrashInfo)
- Grant opportunities: [dnr.wisconsin.gov/topic/ATV/PatrolGrants](http://dnr.wisconsin.gov/topic/ATV/PatrolGrants)
- Registrations [dnr.wisconsin.gov/permits/registrations/atv](http://dnr.wisconsin.gov/permits/registrations/atv)

## WISCONSIN ATV/UTV ASSOCIATION

- Genral info: [watva.org/index.php](http://watva.org/index.php)
- Maps: [watva.org/index.php/where-to-ride/trails-by-county](http://watva.org/index.php/where-to-ride/trails-by-county)
- Design resources: [watva.org/index.php/where-to-ride/atv-utv-sign-information](http://watva.org/index.php/where-to-ride/atv-utv-sign-information)



*Forest County Potawatomi Community*  
*P.O. Box 340 • Crandon, Wisconsin 54520*

**FOREST COUNTY POTAWATOMI COMMUNITY OF WISCONSIN  
EXECUTIVE COUNCIL RESOLUTION**

*Approving the Forest County Potawatomi Community Comprehensive ATV Trail Plan*

Resolution No: \_\_\_\_\_ - 20\_\_\_\_\_

WHEREAS, the Forest County Potawatomi Community of Wisconsin (the “Tribe”) is a federally-recognized Indian Tribe organized under a Constitution adopted June 5, 1982, and approved by the Secretary of the Interior on July 14, 1982, pursuant to the provisions of the Indian Reorganization Act of 1934, as amended, and

WHEREAS, the Constitution, Article VI, Section 1(a) gives the General Council the power to “manage, lease, permit, grant easements, or otherwise deal with tribal lands, waters, mineral rights, interests in lands or other tribal assets” and

WHEREAS, the Constitution, Article III, Section 6, Article IV, Section 1(e), and Article V, Section 1(a) expressly authorize the General Council to delegate authority to the Executive Council; and

WHEREAS, on August 11, 2018, the General Council, adopted Chapter 1-2 the Tribe’s Realty Ordinance;

WHEREAS, under §3.1 of the Tribe’s Realty Ordinance the Executive Council has broad authority to manage Tribal lands, including the authority to designate appropriate uses of Tribal lands, protect environmentally or culturally sensitive areas, and manage and otherwise deal with Tribal lands; and

WHEREAS, the Tribe recognizes that many Tribal members utilize ATVs and UTVs on Tribal lands; and

WHEREAS, there is a need to create a plan for the development of safer routes and connectivity to Tribal buildings and other major points of interest; and

WHEREAS, Tribal staff sought input from Tribal members, Tribal staff, and nearby communities to develop an ATV Trail Plan (“Plan”); and



Resolution No. \_\_\_\_\_

WHEREAS, the Plan contains Tribal specific standards including environmental considerations while offering a safer and more accessible form of transportation and recreation; and

WHEREAS, the Plan also contains recommended routes/trails with cost estimates, and an outline of typical project timelines; and

WHEREAS, the Plan will improve the quality and safety of ATV and UTV use through new and improved infrastructure, policies and programs; and

WHEREAS, the Plan will increase transportation choices by improving connectivity of the route and trail network while increasing accessibility to key destinations throughout the Tribal Community; and

WHEREAS, the Plan will improve health and wellness by increasing access to routes and trails, thereby offering more opportunities for transportation and recreation; and

WHEREAS, an adopted Plan should assist the Tribe with obtaining grant funds for future trail development; and

WHEREAS, the Executive Council supports the Plan's recommended projects and programs.

NOW THEREFORE, BE IT RESOLVED that the Forest County Potawatomi Community Executive Council hereby adopts the Forest County Potawatomi Community the ATV Trail Plan.

### **CERTIFICATION**

I, James Crawford, the undersigned Secretary of the Forest County Potawatomi Executive Council, do here certify that \_\_\_\_\_ members constituted a quorum at a meeting duly called, convened, and held on the \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_ and that the above resolution was duly adopted by an affirmative vote of \_\_\_\_\_ members for and \_\_\_\_\_ members against, and \_\_\_\_\_ members abstaining, and that said resolution has not been rescinded or amended in any way.

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James Crawford  
Tribal Secretary, Executive Council  
Forest County Potawatomi Community