OFF-ROAD VEHICLE ACTIVITY REPORT CAPE COD NATIONAL SEASHORE

2019

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Regulatory History

Since the creation of Cape Cod National Seashore in 1961, Off-Road Vehicle (ORV) operations have been strictly regulated. During the 1960's and 1970's, ORV trails and routes were extensive. Almost the entire outer beach from Long Point in Provincetown to Nauset Inlet in Eastham was available for ORV use. Additionally, an extensive system of inner routes and trails behind the primary dune (i.e., landward) existed in Provincetown and North Truro. In 1978, Eastham closed the route between Coast Guard Beach and Nauset Inlet because the Blizzard of '78 had destroyed the available ORV route. At approximately the same time, Wellfleet Town Meeting banned the use of ORV's on their beaches between June 15 and September 15. Then in the early 1980's Wellfleet closed the outer beach to ORV use year-round. As a result, the ORV route on the back beach was limited to the area from the Wellfleet-Truro town line north to Long Point in Provincetown.

In 1980, the Conservation Law Foundation (CLF) sued the Seashore for what the CLF believed were inadequate controls over ORV driving within the Seashore. The Seashore created a new ORV management plan that addressed a variety of concerns. The ORV Management Plan of 1981 closed all inner routes and trails to the public except for dune cottage residents or their caretakers, dune tour operations, and National Park Service patrols. The 1981 plan also limited the ORV route on the back beach from Hatches Harbor to the Wellfleet town line, and only allowed ORV operation on the beach from Head of the Meadow in Truro to the Wellfleet town line at night.

In 1984, the judge hearing the CLF suit in Boston ruled that the Seashore's 1981 plan was adequate and suggested the plan could be improved but did not require that the plan be changed. Following the judge's suggestion, the ORV Management Plan of 1985 was implemented. The 1985 plan permanently closed the portion of the ORV corridor between High Head in Truro and the Wellfleet town line. It further restricted the use of ORV's by creating a season for general operation between April 15 and November 15. ORV's could operate on the beach between November 16 and April 14 only for the purposes of accessing town shellfish beds, picking up flotsam and jetsam, or in the case of dune cottage residents or their caretakers for accessing their cottage. A limited access pass (LAP) was required for these uses and no travel was permitted within 2 hours of high tide.

In 1986, the Piping Plover (*Charadrius melodus*), a small beach-nesting shorebird, was federally listed as a threatened species. The Seashore was required by law to protect threatened and endangered species occurring within the park. The Seashore began to routinely close portions of the existing ORV corridor when Piping Plover chicks were present. As the plover population on the Seashore increased, the amount of ORV corridor decreased during June and July each year. In 1995, as little as 0.3 mi. of ORV corridor was available for several weeks.

The need for new regulation was motivated by a number of events including management issues related to the inflexibility of the existing rule to deal with changing conditions on the beach. To revise the regulation, in 1995, the Seashore entered into a negotiated rule-making process along with 22 agencies, organizations, and interest groups with long-term interests and involvement in ORV management at the Seashore. Members from the environmental, mobile sports fishing, and ORV communities along with representatives from the U.S. Fish and Wildlife Service, Massachusetts Division of Fisheries and Wildlife, and the six towns in which the Seashore's boundary lies, comprised the rule-making committee. These groups met over a period of three

months with the objective of reaching consensus on a new ORV management plan. In November 1995, the committee presented a proposed rule for ORV Management at Cape Cod National Seashore. The rule was published in the Federal Register for public comment and became codified into 36 CFR in 1998 (36 CFR 7.67).

The Committee agreed to a variety of mutual concerns (see Federal Register 63:9143-9148 for the complete final rule). ORV use remained limited to April 15 through November 15. The designated route was established, including the back beach from Hatches Harbor to High Head in Truro. The portion of beach from Exit 8 to High Head would be closed from April 1 to July 20. The area from Coast Guard Beach in Truro to Longnook Beach in Truro would be open for the purpose of night fishing, and the area from High Head to Head of the Meadow Beach, including the access at Head of the Meadow, would be open from July 1 through August 31 (Figure 1.1). Plover nesting and other resource or public safety issues could require that all or portions of the corridor be closed for indefinite periods of time. The amount of open ORV corridor is typically less in the beginning of the season than in August due to the terms of the negotiated rule. Up to 10.5 miles of ORV corridor could potentially be open in late July and August, depending on the availability of the High Head portion of the corridor, condition of beach cuts and would require all plover chicks on the South Beach fledged.

The negotiated rule also addressed NPS responsibilities for monitoring the use and condition of the oversand routes for the purpose of reviewing the effects on natural, cultural and aesthetic resources of vehicles in designated corridors. The rule further stated that information gathered from this process would be used as the basis for an annual report to the Secretary of the Interior and the public describing the results of the monitoring conducted. This document represents the 21st annual ORV monitoring report as required by the negotiated rule.

The negotiated rule set a limit of 3400 ORV permits as the maximum amount to be sold annually. The rule specified that the 3400 permits were to be a combination of both annual oversand and self-contained vehicle (SCV) permits. In 1998, the first year that the negotiated rule was implemented, the cap was reached in the first week of September. Many people who traditionally came to Cape Cod in September and October to fish were unable to purchase a permit. In order to allow a more equitable distribution of permits throughout the season in 1999, the Seashore converted 200 of the 3400 permits available into rotating weekly permits based on the rationale that some of the people who purchase annual permits actually use the permit for 7 days or less. No more than 200 weekly permits were active at any one time so as not to exceed the 3400-permit cap from 1999 until 2004. From 1999 until 2004, the 3200 annual permits sold out on progressively earlier dates each year and there has been a corresponding increase in the number of weekly permits sold during the summer months. Annual permits went on sale on April 10 each year and sold out in late July 1999, early July 2000, late June 2001, May 24, 2002, April 26, 2003, and April 19, 2004.

In 2006 the sales process continued to run smoothly. Seasonal permits were available throughout the season and there were adequate weekly permits available each day. The ORV corridor, in 2006, was completely closed for daytime recreational use for the first time, and there was a near to total closure from June 11 – July 12. The Seashore began efforts to explore possible options, which would allow for adaptive management alternatives. The Seashore hosted an informational public meeting on the ORV closures on July 18, 2006. The Cape Cod National

Seashore Advisory Commission hosted an ORV and Piping Plover Public Meeting and Workshop in December.

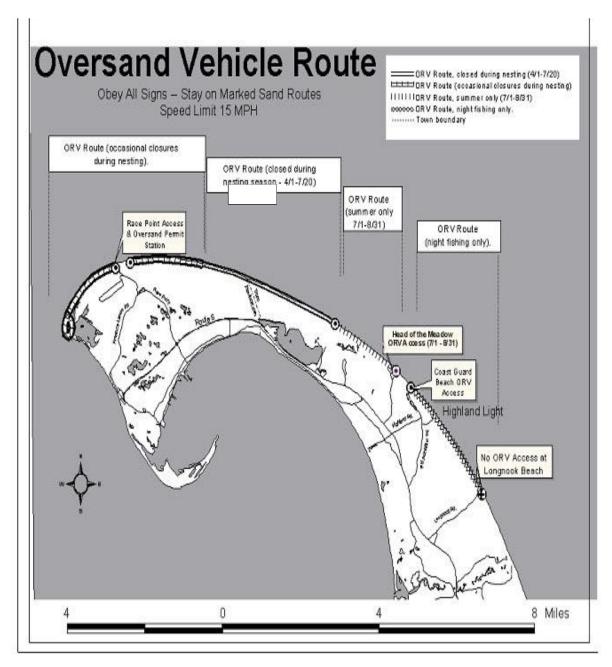


Figure 1.1 Map of the current oversand vehicle routes defined by the negotiated rule, Cape Cod National Seashore.

In 2007 the Seashore completed an Environmental Assessment (EA) to improve ORV access while maintaining piping plover protection. The Selected Alternative from the EA provided three management options to improve access to the ORV Corridor if there was a near (<0.5 miles) or total daytime ORV corridor closure. On June 22, the three ORV accesses near Race Point Beach closed and 0.5 miles of corridor was opened at the High Head access, which was one of the options made available from the 2007 ORV EA. High Head remained open until July 13, when a total daytime closure occurred. Hatches Harbor was closed from May 28 through

July 27, due to a plover nest that was established six feet from the Pole Line Road, and then due to protection of unfledged plover chicks. In 2007 the entire ORV corridor reopened on August 29.

In 2008 a portion of the ORV corridor remained open during the bird nesting season. This was the first time this had happened since 2005 and was directly attributed to the 2007 ORV EA.

From 2009 to 2012 additional changes were made to provide increased resource protection on the ORV corridor. The ORV management regulations have remained unchanged during these years.

In 2013, there was a total closure of the ORV corridor due to the government shutdown from October 1, 2013 through October 17, 2013. High tides and on shore winds also forced a two-day closure on November 3-4, 2013.

During 2014 the ORV route was closed two times for extreme spring high tides on April 19^{th} , and again on April 25 – May 1. Tropical storm Arthur forced a total closure from July 4-8, one of the busiest weekends of the summer. In the fall, a nor'easter closed the corridor for two days on November 2^{nd} and 3^{rd} .

The summer of 2015 was one of the warmest summers in recent memory. Beach days were abundant, and visitors were rewarded with sunny days throughout the summer on the ORV corridor. A strong coastal storm caused a near total closure of the corridor on Oct. 1, 2015. However, a very small area at the Crossover Road and Hatches Harbor remained open for fishermen.

Great beach weather continued for the summer of 2016. The Cape received little rain over the entire summer. There were no total closures on the corridor during the 2016 season due to storms or high tide events. Portions of Race Point north remained impassable, due to cuts in the beach that have been there for several years.

During the spring and summer 2017 season the weather was generally cooler, with more rainy days than the previous year. High Head and Head of the Meadow ORV access roads remained closed for the entire season. There was a total closure of the corridor from July 20th through July 24th. From May 26th until August 9th there was less than a half mile of corridor open.

The 2018 season had fairly good weather. Head of the Meadow and Coast Guard Beach night fishing accesses remained closed for the entire season due to beach conditions. There was a total closure of the corridor from June 26th through June 30th. While in a complete or near closure (>0.5 mile of corridor open) the \$20 entrance fee is waived at Herring Cove, Race Point, and Head of the Meadow beaches for vehicles that have a current Cape Cod National Seashore over sand permit.

The 2019 season saw the longest period of total closure since the Negotiated Rule went into effect in 1998. The corridor entered near closure on June 16th. Daytime use of the ORV corridor closed on June 28th and the entire corridor was closed from July 5th – August 4th. While in a complete or near closure (>0.5 mile of corridor open) the \$20 entrance fee was waived at Herring Cove, Race Point, and Head of the Meadow beaches for vehicles that have a current Cape Cod National Seashore over sand permit.

2019 ORV MANAGEMENT ACTIONS AND ACTIVITIES

Regulatory and Policy Changes

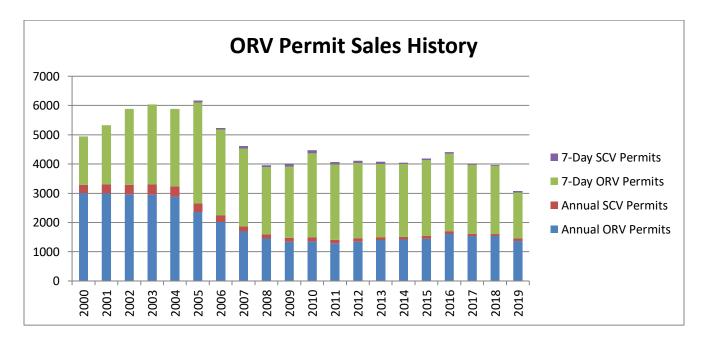
In 2019 the long-awaited Shorebird Management Plan was released and implemented as a part of the management of the ORV Corridor. In the spring symbolic fencing was placed to provide 45 feet of accessible beach for driving in areas where the beach was wide enough to also protect suitable habitat for nesting shorebirds. This was an increase over the 30 feet under the previous plan. An additional part of the plan increased restrictions to pets throughout the seashore including the ORV corridor.

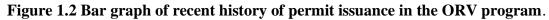
Parking restrictions implemented in 2018 for SUV's utilizing parking at Province Lands Visitor Center while the SCV Areas were closed remained in effect.

The Hatches Harbor spit continued to be managed as it has since 2012. The spit was symbolically fenced as potential nesting habitat from April 1 to June 30. 2 pair of plovers had nests in the area and Hatches Harbor opened to vehicles on August 21st.

Number and Type of Permits Issued

The extended total closure had a major effect on permit sales in 2019. While the number of pairs of breeding plovers decreased in 2019, the number of fledged chicks increased. Total permit sales revenue decreased by 15.75% when compared to 2018 sales. Revenue decreased by \$57,250.00 over 2018 revenue. The seasonal ORV and SCV permits decreased from 1,601 during the 2018 season to 1,454 in 2019, a decrease of 147 permits or 9.2%. The weekly ORV permits were down from 2,365 in 2018 to 1,613 in 2019, a decrease of 752 permits or 31.8%. There were 85 seasonal SCV, and 44 weekly SCV permits sold in 2019. Seasonal SCV and weekly SCV sales were significantly above 2019 sales, with an increase of 49% and 37% respectively.





Seasonal and Weekly Permit Process

During the 2019 season, 1,454 seasonal permits were issued out of the 3,000 seasonal permits that were available. Of the 1,454 seasonal permits sold, 1,369 were issued to seasonal ORV operators and 85 were issued to seasonal SCV operators. In addition to the seasonal permits, there were 1569 ORV weekly permits issued and 44 SCV weekly permits issued in 2019, bringing the total number of permits issued in 2019 to 3067. Overall permit sales were down in 2019, and it was the lowest year for sales since the negotiated rule established permit limits in 1998.

Permit sales began on Monday, April 10, 2019. Permit sales went very smoothly again, as was the case since changes were made to the permit sales process in 2005. Seasonal permits have not sold out since 2004, when all 3,200 available seasonal permits sold out in 10 days.

YEAR	Seasonal ORV Permits	Seasonal SCV Permits	Total Seasonal Permits	Weekly ORV Permits	Weekly SCV Permits	Total Permits Sold
2000	3003	285	3288	1649	*N/A	4937
2001	2990	314	3304	2026	*N/A	5330
2002	2957	335	3292	2592	*N/A	5884
2003	2951	349	3300	2739	*N/A	6039
2004	2881	353	3234	2644	*N/A	5878
2005	2361	280	2641	3463	60	6164
2006	2021	221	2242	2936	49	5227
2007	1697	171	1868	2659	89	4616
2008	1457	141	1598	2294	65	3957
2009	1342	133	1473	2437	86	3998
2010	1355	137	1492	2873	104	4469
2011	1293	115	1408	2576	81	4065
2012	1347	113	1460	2577	75	4112
2013	1397	95	1492	2514	76	4082
2014	1414	88	1502	2495	52	4049
2015	1443	95	1538	2590	61	4189
2016	1607	92	1699	2654	56	4409
2017	1538	76	1614	2351	50	4015
2018	1544	57	1601	2333	32	3966
2019	1369	85	1454	1569	44	3067

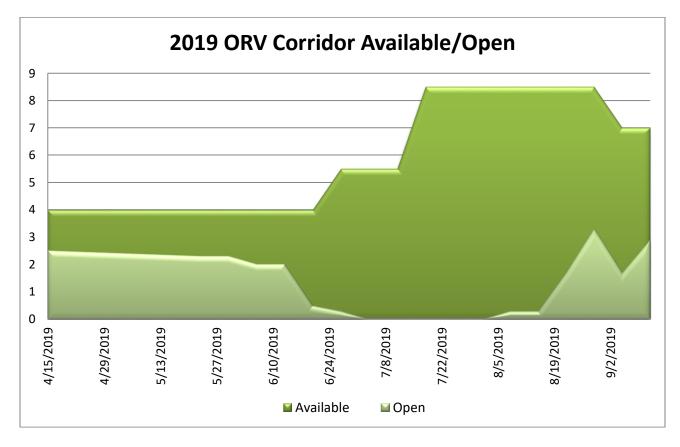
Figure 1.3 Permit Sales History

* weekly permits not sold

Temporary ORV Corridor Closures

There was a total closure of the ORV corridor from July 5th – August 4th, due to several piping plover broods that were within 0.2 miles of all ORV access routes.

Head of the Meadow ORV access road remained closed for the entire season due to beach and access conditions. Race Point North remained closed for .5 miles approximately halfway between the access and the crossover for much of the season due to narrow beach. On the Race



Point South portion of the corridor, a large beach cut just south of exit 8 restricted travel to High Head.

Figure 1.4 Chart showing available and open ORV corridor for the 2019 season

Synopsis of 2019 ORV Corridor Openings and Closings

Coast Guard Night Fishing not included Race Point North (RPN) includes the area from RPN Access to Hatches Harbor

April 15 – May 22	2.5 mi open	RPN – Open (.7 mi) RPS – Open (1.8 mi) SCV Area RPN – Open SCV Area RPS – Closed Pole Line – Closed Hatches Harbor – Closed
May 23 – May 30	2.3 mi open	RPN – Open (.5 mi) RPS – Open (1.8 mi) SCV Areas RPN – Open SCV Area RPS – Open Pole Line – Closed

Hatches Harbor – Closed

May 31 – June 3	2.1 mi open	RPN – Open (.3 mi) RPS – Open (1.8 mi) SCV Areas RPN – Open SCV Area RPS – Open Pole Line – Closed Hatches Harbor – Closed
June 4 – June 13	2.0 mi open	RPN –Open (.2 mi) RPS – Open (1.8 mi) SCV Area RPN – Closed SCV Area RPS – Open Pole Line – Closed Hatches Harbor – Closed
June 14 – June 15	1.8 mi open	RPN – Closed RPS – Open (1.8 mi) SCV Area RPN – Closed SCV Area RPS – Open Pole Line – Closed Hatches Harbor – Closed
June 16	0.3 mi open	RPN – Closed RPS – Open (.3 mi) SCV Area RPN – Closed SCV Area RPS – Closed Pole Line – Closed Hatches Harbor – Closed
June 17 – June 21	0.5 mi open	RPN – Closed RPS – Open (.3 mi) SCV Area RPN – Closed SCV Area RPS – Closed Pole Line – Closed Hatches Harbor – Closed High Head – Open (0.2 mi)
June 22 – June 27	0.3 mi open	RPN – Closed RPS – Closed

		SCV Area RPN – Closed SCV Area RPS – Closed Pole Line – Closed Hatches Harbor – Closed High Head – Open (0.3 mi)
June 28 – July 4	Total Closure	All access points Closed SCV Areas Closed *Coast Guard Open for Night Fishing 2.0 mi
July 5 – August 4	Total Closure	All access points Closed SCV Areas Closed
August 5 – August 15	0.3 mi open	RPN – Closed RPS – Closed SCV Area RPN – Closed SCV Area RPS – Closed Pole Line – Closed Hatches Harbor – Closed High Head – Open (.3 mi)
August 16 – August 18	1.0 mi open	RPN – Closed RPS – Closed SCV Area RPN – Closed SCV Area RPS – Closed Pole Line – Closed Hatches Harbor – Closed High Head – Open (1 mi)
August 19 – August 20	1.2 mi	RPN – Open (0.2 mi) RPS – Closed SCV Area RPN – Open SCV Area RPS – Closed Pole Line – Closed Hatches Harbor – Closed High Head – Open (1mi)
August 21 – August 23	1.7 mi	RPN – Open (0.7 mi) RPS – Closed

		SCV Area RPN – Open SCV Area RPS – Closed Pole Line –Open Hatches Harbor – Open High Head – Open (1 mi)
August 24 – August 28	2.4 mi	RPN – Open (1.1 mi) RPS – Open (0.3 mi) SCV Area RPN – Open SCV Area RPS – Open Pole Line – Open Hatches Harbor – Open High Head – Open (1 mi)
August 29 – September 1	3.3 mi	RPN – Open (1.1 mi) RPS – Open (0.3 mi) SCV Area RPN –Open SCV Area RPS – Open Pole Line – Open Hatches Harbor – Open High Head – Open (1.9 mi)
September 2 – September 5	1.7 mi	RPN – Open (1.1 mi) RPS – Open (0.3 mi) SCV Area RPN – Open SCV Area RPS – Open Pole Line – Open Hatches Harbor – Open High Head – Open (0.3 mi)
September 6	1.9 mi	RPN – Open (1.6 mi) RPS – Open (0.3 mi) SCV Area RPN – Open SCV Area RPS – Closed Pole Line – Open Hatches Harbor – Open High Head – Closed
September 7 – September 8	1.1 mi	RPN – Open (1.1 mi) RPS – Closed

		SCV Area RPN – Open SCV Area RPS – Closed Pole Line – Open Hatches Harbor – Open
September 9 – September 13	2.9 mi	RPN – Open (1.1 mi) RPS – Open (1.8 mi) SCV Area RPN – Open SCV Area RPS – Closed Pole Line – Open Hatches Harbor – Open High Head – Closed
September 14 – October 9	3.5 mi	RPN – Open (1.4 mi) RPS – Open (1.8 mi) SCV Area RPN – Open SCV Area RPS – Closed Pole Line – Open Hatches Harbor – Open High Head – Open (0.3 mi)
October 10 – October 12	.6 mi	RPN – Open (0.6 mi) at Crossover RPS –Closed SCV Area RPN – Closed SCV Area RPS – Closed Pole Line – Open Hatches Harbor – Open High Head – Closed
October 13 – October 18	1.1 mi	RPN – Open (1.1 mi) RPS – Closed SCV Area RPN – Closed SCV Area RPS – Closed Pole Line – Open Hatches Harbor – Open High Head – Closed
October 19 – November 1	1.7 mi	RPN – Open (1.4 mi)

RPS – Open (0.3 mi) SCV Area RPN – Open SCV Area RPS – Closed Pole Line – Open Hatches Harbor – Closed High Head – Closed

November 2 - November 14 2.2 mi RPN – Open (1.7 mi) RPS – Open (0.5 mi) SCV Area RPN – Open SCV Area RPS – Closed Pole Line – Open Hatches Harbor – Closed High Head – Closed

November 16 – Corridor Closed – Limited Access Pass goes into effect.

Piping Plover Breeding Success

In 2019, Cape Cod National Seashore staff documented a total of 88 nesting pairs of piping plovers. There were 151 documented plover chicks that fledged in 2019. This was compared to 139 fledged plover chicks that fledged from 98 nesting pairs in 2018. The productivity rate for piping plovers at the National Seashore in 2019 was 1.72. In the north district of the National Seashore there were 56 nesting pairs of piping plovers and 114 plover chicks fledged. The piping plover productivity rate in the north district was 2.04 during the 2019 breeding season. (For more detailed information reference *Monitoring and Management of Piping Plovers and Colonial Waterbirds at Cape Cod National Seashore 2019*)

Education and Safety

In 2019 a rack card was developed to aid in educating visitors about shorebird management in the seashore. This card was handed out with every issued ORV permit as well as at beach entry stations. During the summer additional signs were added to the Race Point South and Pole Line access roads in an effort to deter individuals without permits driving on these roads primarily following their in-car GPS devices.

All hills and areas identified with limited visibility along the ORV corridor were posted with safety related advisory signs. New mirrors were installed on both the Pole Line Rd access as well as the Race Point South access. There was a continued effort to educate ORV users in the "Low and Slow" (low tire pressure and slow vehicle speed) concept. All access areas were posted with informational signs. The information/regulation brochure, the handouts, signs and information posted at the ORV Permit Station all emphasized that ORV users follow the "low and slow" advice.

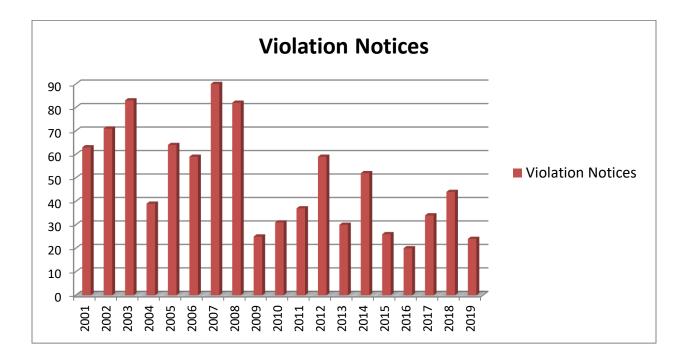
ORV information and regulations were posted on the bulletin boards at the oversand permit building and at the Race Point air-up lot. Both bulletin boards were updated throughout the season and displayed current ORV route information. Shorebird, seal and shark information as well as ORV special activity or event information was also posted.

Permitted users were once again a significant and important ally in the education and enforcement efforts of the ORV program. Their continued diligence in noting and reporting nonpermitted vehicles, illegal driving behavior, and resource related concerns, and other aspects of resource and visitor protection, was an extremely valuable and important part of the ORV program. Many of the seasoned ORV users also help educate and instruct newer users on ORV operations. Without this voluntary partnership, the ORV program would not be as successful.

Enforcement

Numerous ORV contacts were made daily to help inform and educate the ORV users about National Seashore regulations and appropriate use of the ORV corridor. Enforcement actions continued to be one tool of a multi-pronged approach in this education effort. There were a total of 24 violation notices issued to ORV visitors in 2019, down from 44 issued during the 2018 season. Many of these violations occurred on the Pole Line Road access; additional signage was added to the entrance to discourage unauthorized visitors from entering.

During 2019 there were a total of 24 violation notices issued, 12 were for failure to possess an ORV permit, which was a decrease from 2018. This means half of the violation notices were issued to the 4,015 ORV users that purchased a permit. Warning notices remained steady with 32 in 2019 to 31 in 2018. The two charts below show citations and warnings issued to visitors on the ORV corridor in 2019. Note: Fluctuations in law enforcement staffing, patrol trends, and length of time corridor is closed each season may be a factor in the number of violations and warnings issued year to year.



2019 Violation Notices		2019 Warnings	
Failure to Possess ORV Permit	12	Failure to Possess ORV Permit	7
Closure	2	Closure	4
Driving Outside Designated Area	2	Violation Terms of Permit	3
Violation of Terms of Permit	1	Pet Off Leash/Closed Area	13
Driving Off Route	2	Failure to Possess Fire Permit	1
Open Container	1	Disorderly Conduct	4
Unauthorized Taking of Wildlife	1		
Tampering	1		
Possession of Undersized Fish	1		
TOTAL	24	TOTAL	32

Figure 1.6 Violation Notices and Verbal/Written Warnings Issued on the ORV Corridor in 2019*

*ORV permit holders or persons entering the corridor in a vehicle without a permit are included in statistics. Violations issued to pedestrians not associated with the oversand operation were mostly culled out of these statistics.

Improvements

During the Massachusetts Beach Buggy Association (MBBA) sponsored spring beach conservation project, areas of the beach that were closed due to symbolic fencing were made available to be cleaned, if no shorebirds were nearby. A section of the Pole Line Road had split rail fence added. Sand was also removed from stairs between the Race Point Beach parking lot and the Race Point Ranger Station. During the MBBA fall cleanup several areas that were closed due to beach conditions were made accessible for the cleanup. Volunteers were also able to clean up debris on the upper beaches, since the symbolic fencing for shorebird nesting was down. Many truckloads of trash were removed from the beach on these project days. Approximately 67 members volunteered approximately 363 hours during these two project days.

New informational signs for each of the six ORV Access points were installed in the spring of 2019. Two signs for each access, one designating it as the Oversand Route, and the other naming that particular route.