

# **RECREATION SPECIAL USE MANAGEMENT PLAN**

## **FLAGSTAFF RANGER DISTRICT COCONINO NATIONAL FOREST**

May 2018



## **PURPOSE**

The Flagstaff Ranger District has completed an analysis of its recreation special uses program. The purpose of this document is to interpret the results of that analysis and to detail how the District will apply them to future management of the program.

## **BACKGROUND**

Forest Service policy allows for the use of the national forests by commercial outfitters and guides. Outfitter/guides provide knowledge, skills, and equipment that visitors do not always have and that may be required to participate in certain recreation opportunities on National Forest System (NFS) lands. The Forest Service recognizes the value of partnering with permitted outfitter/guides to provide the recreating public these opportunities. This partnership can also enhance the Forest Service's ability to protect the natural and cultural resources under its jurisdiction, as outfitters/guides can assist the agency in monitoring resource conditions and visitor use.

In 2008 national Forest Service policy was modified to require that outfitter/guide use be managed in relation to recreation capacity and public need. The new policy requires that the District perform a capacity analysis and an assessment of public need for outfitter/guide services.

The Flagstaff Ranger District has issued a limited number of outfitter/guide permits for several years. As requests for new permits increased, there was some concern that outfitter/guide activities in some areas of the District could physical or social capacities. In recent years, the District ceased issuing new permits until a capacity analysis could be conducted.

In 2015 the Coconino National Forest contracted Integrated Resources, an enterprise team, to conduct needs assessments and capacity analyses for the Flagstaff and Mogollon Rim Districts. Interdisciplinary specialists from both districts participated in the process. This document utilizes the results of those analyses, as well as local professional knowledge, to make recommendations for the development of an outfitter/guide program on the Flagstaff Ranger District. It also describes a management strategy for the program, which will establish target levels of outfitter/guide use for the District, based on social and environmental conditions. It will allow the District to:

- ◆ Provide consistent and timely responses to proposals for new outfitter/guide permits
- ◆ Maintain quality recreation opportunities for both the guided and unguided public
- ◆ Prevent resource damage from overuse
- ◆ Minimize social conflicts between user groups
- ◆ Provide opportunities that support the local economy

# **NEEDS ASSESSMENT**

In the Evaluation Criteria Rankings provided in Appendix D of the Needs Assessment, various recreational activities were ranked Low, Medium, or High (L,M,H) for several criteria and then given an overall score of L/M/H. This served as a baseline starting point.

Activities were then analyzed for the following:

- High demand
- Wilderness dependency
- High impact for at-risk youth, non-traditional, or disabled visitors
- Other factors that might have affected the ranking (e.g., an activity ranked High due to its requirement of specialized equipment, but the demand was low).
- Other factors that might warrant inclusion despite a lower ranking (e.g., emergent sectors, benefit to the Forest Service, etc.)

A table showing the evaluations for each activity is in Appendix A.

## **Highly Needed Activities/Services**

Avalanche Awareness Classes  
Backcountry skiing/snowboarding  
Canoeing/Kayaking/Stand-up paddle boarding  
Horseback riding (day use)  
Mountain biking  
Rock climbing/Canyoneering  
Shuttle Service to Arizona Snowbowl

These activities are considered priorities for the program.

## **Moderately Needed Activities**

Cross country ski/snowshoe  
Nature-based education  
Outfitted camping

These activities had overall rankings of Medium, with Medium or Low demand. Nature-based education could be provided by authorizing outfitter/guides to conduct hiking tours and/or through partnerships with local schools or agencies (which would not require a permit).

## **Low Need Activities**

The following activities had an overall ranking of Medium, but this was primarily due to the need for specialized equipment and/or knowledge. Demand was low. Consider on a case-by-case and limited basis.

Dog sledding  
Snowmobiling

Jeep or OHV tours also ranked Medium with low demand. However, as there are some permittees on the Red Rock Ranger District (RRRD; Sedona) that may wish to expand into the Flagstaff area, a limited number of these permits should be considered.

The following activities had overall rankings of Low. However, activities such as birdwatching or photography workshops may occasionally arise. Permittees on the RRRD may wish to expand into the Flagstaff area (in which case the use would be administered under their RRRD permit, by RRRD). Consider on a case-by-case and limited basis.

Birdwatching  
Hiking  
Fishing  
Photography

## **RECOMMENDED PROGRAM**

<b>Activity</b>	<b>Existing Permits</b>	<b>New Permits</b>	<b>Total</b>
Avalanche Awareness	1	0	1
Backcountry Skiing	0	1	1
Backpacking (youth/educational)	1	2	3
Canoeing/Kayaking/Paddle boarding	0	3	3
Educational (misc.)	1	9	10
Horseback Day Use	3	2	5
Jeep Tours	0	3	3
Mountain Biking	0	5	5
OHV	0	2	2
Outfitted Camping*	0	TBD	TBD
Rock Climbing	1	2	3
<b>Total Permits</b>			<b>36</b>

*\*Outfitted camping is further discussed in Appendix A, pp. 30-31.*

This table refers to priority use permits. There would be an additional number of temporary permits issued each year, as well as permits for recreation events.

### **Core Program**

The activities with the highest demand and overall rankings were backcountry skiing, day-use horseback riding, and mountain biking. Additionally, the District's management goals place a heavy emphasis on nature-based education, which under special uses would be provided in the form of guided hikes. Priority use permits for these activities will form the core of the program.

The first step in issuing new permits is to determine whether competitive demand exists for any of the activities. Where there is competitive demand, a prospectus (competitive application) process must be used. The District could do one prospectus covering all activities or separate prospectuses for each; there are advantages to either approach, and which direction the District chooses would be made after internal discussion. If there is no competitive demand, the District may issue permits on a first-come, first-served basis as proposals are received.

In addition to priority use permits, the District will issue temporary outfitter/guide permits. Such permits are designed for instances where the use is short-term and non-recurring; for example, an organization wants to bring members on a paid hike, just once. Activities authorized under temporary permits would be the same as those for priority permits. The District will establish an annual limit of temporary permits, based on its capacity to administer them. This figure could be adjusted over time.

### **Horseback Riding (Day Use)**

The Flagstaff Ranger District has three permit holders currently operating in this category (one is expired and in the process of being reissued as of November, 2016). There is likely additional competitive demand for horseback riding, but this demand is almost exclusively connected to private property adjacent to NFS land, a possible consideration when creating a prospectus. It should be noted that the existing permit holders have requested additional routes. There is no demonstrated need for overnight equestrian use.

### **Canoeing/Kayaking/Standup Paddle boarding**

These activities had overall rankings of medium but are unique opportunities on the forest. As the high levels of use at Fossil Creek and Oak Creek have shown, access to water-based recreation is in high demand. Lake Mary is the location on the Flagstaff Ranger District where this use could occur. Authorized use could be for guided activities, outfitting, or both.

Given the distance from town, prospective permittees are likely to request some form of building(s) in which to store their gear, rather than trailering back and forth to Flagstaff every day. Secure storage facilities may be a key factor in the viability of these businesses. The District needs to consider whether any permanent or semi-permanent

structures would be allowed and if so, whether they would be government or permittee owned. The required NEPA analysis may be eligible for cost recovery, and if so then multiple permittees could pay for a single analysis to cover all permitted operations.

### Backpacking

This was ranked high for “at risk youth, non-traditional, or disabled visitors,” though overall demand was medium. Consider issuing permits that specifically target at-risk youth or wilderness-education programs for students. A current permit holder, NAU Parks & Recreation, is providing this service on the Flagstaff Ranger District. There is also a need to get NAU Outdoors (a University club and previous temporary permit holder), also providing this activity, under permit. Backpacking is likely also an appropriate category to authorize additional use under temporary outfitter guide permits, when appropriate. Some temporary permits could be reserved for ‘at risk youth, non-traditional, or disabled visitors.’”

### Snowbowl Shuttle Service

It is easiest to just authorize this under Snowbowl’s existing permit. Would need to look at policy for their use of a contracted entity for these services (as opposed to Snowbowl’s providing these services directly). This can probably be handled quickly, and should be.

### Avalanche Awareness

This is an activity that benefits public safety on National Forest System Lands. The local entity that provides these services is the Kachina Peaks Avalanche Center (KPAC), a 501(c)3 non-profit. KPAC currently operates under the Prescott College state-wide priority special use permit and under a temporary special use permit to Northern Arizona University (NAU) Outdoors. The Flagstaff Ranger District should work with KPAC to identify their needs (frequency of classes, group size, locations, etc.). Additional permits may not be needed; however, there be a need to clarify roles and relationship. NAU Outdoors has not had a current permit for a number of years. Any other entities requesting this service can be directed to work through the permittee. Arizona Mountaineering Club has recently held NCGU/recreation event permits for limited avalanche training at Humphries.

### Rock Climbing/Bouldering/Canyoneering

The District has one expired permit (Flagstaff Climbing/Vertical Relief) in this category. Across the forest, there has been interest in permits for these activities for several years. For canyons that cross district boundaries, the districts should work together on a joint process to identify locations where these activities would be authorized and the subsequent NEPA/permit processes.

Most of the desirable locations for these activities will face issues that could be problematic: tribal concerns (at least one of these locations is within a Traditional Cultural Property), listed species, and the capacity of existing infrastructure (such as parking).

The primary locations that lie entirely on the Flagstaff district are: Canyon Vista (the Pit), West Elden, and Priest Draw. Permits in these areas could be analyzed and issued separately from the forestwide process discussed above, possibly during a CE Week.

## **RECREATION CAPACITY**

“Recreation capacity” refers to the amount of recreation use that can occur in an area before the experience (and sometimes the landscape itself) becomes degraded. The concept is a useful tool in managing recreation uses and in establishing checkpoints for the prevention of overcrowding.

Historically, a landscape model has been used to calculate recreation capacity. This method was developed by the USDA Forest Service in 1986 (ROS Book) and is based on the concept of ecosystem carrying capacity. It utilizes Recreation Opportunity Spectrum (ROS) classes, which describe the overall types of settings and experiences the recreating public might expect in an area. By applying a coefficient to the number of acres in a particular ROS class within each area, and by adding other use-pattern factors (such as length of visitor stay or seasonal patterns), one can determine a numerical capacity for the landscape.

In recent years, academic studies of recreation capacity have shifted away from the concept of a physical capacity and more toward that of social capacity. Managing recreation capacity typically has little to do with the physical capabilities of trails or other facilities. Rather, it is focused more on managing crowding. The perception of crowding is a social construct and is subjective. Therefore, managers should shift their efforts away from hard-and-fast numerical capacities and more toward managing the recreation setting and the type of experience a visitor can expect to have. One tool in managing social capacity is to describe social encounter levels. A social encounter occurs when persons or groups of people recreating see each other on a trail, road, or other location within the landscape. Encounter levels are typically prescribed by ROS class, and they may be given per hour or per day.

It is important to note that while the term “capacity” indicates a numerical limit or cap, such a strict approach is no longer considered the best method of managing recreation uses. Rather, numerical capacities and allocations should be used as guides. For example, if an area has use levels approaching capacity, this would indicate that further increases could compromise the desired types of recreation settings and experiences available to the public. The District would then examine the conditions and experiences on the ground and determine what, if any, action might be needed.

Recreation capacity reflects the land management objectives for the landscape, not its physical characteristics, and therefore is not a fixed number. For example, if an area were managed for a pristine, remote experience, the capacity would be lower than if that same area were managed for higher development and a lesser degree of solitude. Additionally, different models used to calculate capacity can lead to very different results. Therefore,

recreation planners must use professional judgment when applying capacity to management goals.

## **RECOMMENDED APPROACH**

Rather than focus on the annual number of service days to be authorized each year, it is recommended that the District consider capacity in terms of at-one-time (AOT) limits for any given location. For example, the Red Rock Ranger District manages outfitter/guide use in terms of the number of trips per trail, per day, as well as maximum group size. This gives a more meaningful measure of social impact than an annual figure. The total number of permits recommended above incorporates a rough estimate of the use to be authorized (i.e., percent of capacity), based on the typical amounts of use issued to viable businesses for the various activities.

The District should determine the following elements for this process:

- Maximum group size, for each activity
- Maximum number of tours/trips per day, for any critical, sensitive, or high-use areas

A service day is defined as one client on the national forest for any part of one day. It is the standard unit of measure for outfitter/guide permits. The district could develop a different measure in cases where it may be appropriate. For example, a jeep tour has the same impact whether it has one client or six; in the case of jeep tours use could be allocated in terms of the number of vehicles rather than service days.

## **GEOGRAPHIC COMPARTMENT ANALYSIS**

The capacity analysis examined capacity based on “compartments” – areas of similar geography and similar recreation patterns. This approach defines the existing and desired conditions for each compartment, including social factors. Management strategies for each compartment are described below, and compartments are shown on the attached map.

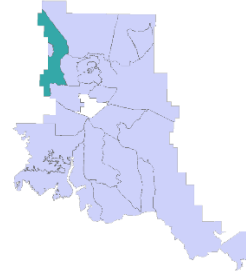
Key assumptions are:

- There will be occasions when authorized use crosses multiple compartments. In these cases, the District will ensure that the use conforms to the management goals and desired conditions for each compartment.
- The numbers of service days listed below are for outfitter/guide use. Unguided use has already been accounted for and is not included in these numbers. These figures are to be used as general guidelines and not hard-and-fast limits.
- This strategy describes desired conditions. There may be exceptions to the guidelines described here; however, they should be kept to a minimum.
- Through-uses of the Arizona and Flagstaff Loop Trails will be authorized, when evaluated and deemed appropriate for these trails.



**180 WEST**

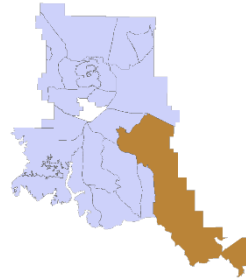
Available Service Days: 65,700



Existing Activities/Uses	Management Strategy
<ul style="list-style-type: none"> <li>• Hunting, mountain biking, running races, scenic driving</li> <li>• Red Mountain – high visitation</li> <li>• Lava River Cave – very high visitation</li> <li>• Hwy. 180 is alternate route to Grand Canyon National Park</li> <li>• Proposed motorized single track route</li> <li>• Crowley Pit Snow Play Area</li> <li>• Snowmobiling – illegal access from Wing Mountain</li> </ul>	<ul style="list-style-type: none"> <li>• Analyze Lava River Cave as potential fee site</li> <li>• Authorize recreation events that require road/trail use (motorized and non-motorized)</li> <li>• May be value in diverting some use from the San Francisco Peaks to this compartment</li> <li>• Potential Outfitter/Guide Activities:               <ul style="list-style-type: none"> <li>○ Mountain biking</li> <li>○ OHV</li> <li>○ Scenic tours</li> </ul> </li> <li>• Issue outfitter/guide permits on case-by-case basis (first-come, first-served)</li> <li>• No prospectus necessary</li> </ul>

## **ANDERSON MESA**

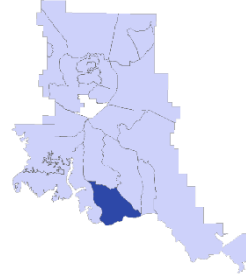
**Available Service Days: 50,400**



<b>Existing Activities/Uses</b>	<b>Management Strategy</b>
<ul style="list-style-type: none"><li>• Compartment continues onto the Mogollon Rim Ranger District</li><li>• Very much like a general forest area – no developed sites, etc.</li><li>• Hunting (guided and unguided), dispersed camping, woodcutting, wildlife</li><li>• High grazing use</li><li>• Some rec events (e.g., dog trials)</li><li>• Plenty of capacity, but doesn't seem like a very desirable for most outfitter/guide activities</li><li>• Arizona Trail</li></ul>	<ul style="list-style-type: none"><li>• Permits that cross district boundaries will be managed in coordination with the Mogollon District</li><li>• Area closed to motorized vehicles from April 15 through June due to wildlife concerns</li><li>• Potential Outfitter/Guide activities: Hunting (existing and new permits)</li><li>• No prospectus necessary</li></ul>

**BAR CANYON**

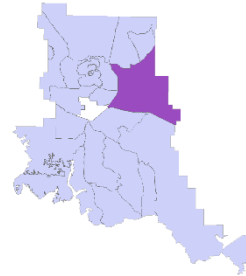
**Available Service Days:**  
Not analyzed for capacity



Existing Activities/Uses	Management Strategy
<ul style="list-style-type: none"> <li>• Dispersed camping</li> <li>• OHVs</li> <li>• Hunting (guided and unguided)</li> </ul>	<ul style="list-style-type: none"> <li>• Low demand for outfitter/guide use</li> <li>• Authorize use on a case-by-case basis</li> </ul>

**COSNINO**

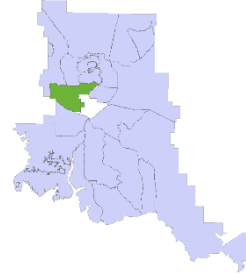
**Available Service Days:** 65,700



Existing Activities/Uses	Management Strategy
<ul style="list-style-type: none"> <li>• Cinder Hills OHV Area</li> <li>• High motorized/OHV use</li> <li>• Heavy equestrian use</li> <li>• Woodcutting</li> <li>• Proximity to the community of Winona</li> <li>• Permitted rec events (horses, dog trials, Cinder Hills OHV area)</li> </ul>	<ul style="list-style-type: none"> <li>• Solicit opportunity for OHV rentals at Cinder Hills OHV Area; issue only one rental (outfitting) permit; demand may be low for this activity</li> <li>• Authorize a maximum of 2-3 OHV recreation events at Cinder Hills OHV Area annually Separate rec events temporally (e.g., one in spring, one in summer, one in fall), do not authorize on holiday weekends</li> <li>• Possible potential for guided OHV use in the future; should proposals be received, consider issuing on a case-by-case basis, for a maximum of 2-3 permits</li> </ul>

## FORT VALLEY

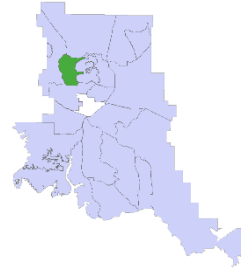
**Available Service Days:** 147,825



Existing Activities/Uses	Management Strategy
<ul style="list-style-type: none"> <li>• Urban Interface (Flagstaff)</li> <li>• Experimental Forest</li> <li>• Wing Mountain Snowplay Area/Winter recreation/concessionaire</li> <li>• Observation Mesa (City)</li> <li>• High use</li> <li>• Motorized trails/ illegal OHV use</li> <li>• Dispersed camping</li> <li>• Potential trail planning with adjacent City lands</li> <li>• Hunting</li> </ul>	<ul style="list-style-type: none"> <li>• Do not authorize special uses east of Hwy. 180</li> <li>• Area west of 180 (especially FR 222) is a key outfitter/guide and rec event area due to               <ul style="list-style-type: none"> <li>○ Proximity to town</li> <li>○ Lots of capacity and main roads</li> </ul> </li> <li>• Manage in conjunction with 180 compartment</li> <li>• Authorize recreation events that require road/trail use (motorized and non-motorized)</li> <li>• Potential Outfitter/Guide Activities:               <ul style="list-style-type: none"> <li>○ Mountain biking</li> <li>○ OHV</li> </ul> </li> <li>• Issue Outfitter/Guide use case-by-case; first-come, first-served</li> <li>• No prospectus necessary</li> </ul>

## HART PRAIRIE

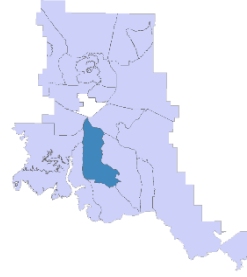
Available Service Days: 65,700



Existing Activities/Uses	Management Strategy
<ul style="list-style-type: none"> <li>• Snowbowl Ski Area (anticipated multi-season use)</li> <li>• Arizona Trail (Snowbowl to FR 418 is most popular segment of AZT)</li> <li>• Nordic Center (multi-season use)</li> <li>• Urban Interface</li> <li>• High use, especially for rec events and weddings</li> </ul>	<ul style="list-style-type: none"> <li>• May be highest outfitter/guide demand compartment north of Flagstaff (besides MEDL)</li> <li>• Issue permits only to uses associated with Snowbowl and Nordic Center, and limited uses of Arizona Trail</li> <li>• Authorized activities limited to non-motorized environmental education, examples include: Birding, Wildlife viewing, Fall colors, Botany, Ecology</li> <li>• Recreation events and non-commercial group uses will be limited to existing authorized group-use sites and within the existing footprint of Nordic Center and Snowbowl facilities               <ul style="list-style-type: none"> <li>○ These authorizations will be limited to 20 per year.</li> </ul> </li> </ul>

## **I-17 EAST**

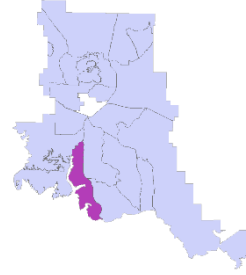
**Available Service Days: 201, 600**



<b>Existing Activities/Uses</b>	<b>Management Strategy</b>
<ul style="list-style-type: none"><li>• Hunting, dispersed camping</li><li>• Heavy OHV use (significant interest in OHV from Munds Park to Mormon Lake Lodge)</li><li>• Kelly Motorized Trail System (under development)</li><li>• Munds Park Trail System (under development)</li><li>• Equestrian o/g permit (Pot of Gold, wishes to expand authorized routes)</li><li>• Priest Draw is an emerging bouldering area with some interest for o/g (climbing) use</li><li>• Proximity to communities of Mountaineer and Munds Park</li></ul>	<ul style="list-style-type: none"><li>• Minimize outfitter/guide uses</li><li>• Continue authorizing existing equestrian permit</li><li>• If interest is expressed by outfitter/guides, there is potential to consider future motorized uses such as OHV events or rentals</li><li>• Do not consider proposals until after the motorized trail system is complete</li><li>• Do not authorize additional (new) activities</li></ul>

## **I-17 WEST**

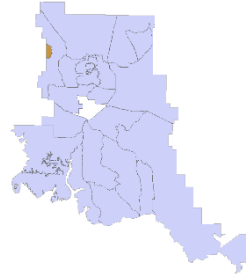
**Available Service Days: 197,100**



<b>Existing Activities/Uses</b>	<b>Management Strategy</b>
<ul style="list-style-type: none"> <li>• Dispersed camping, lots of non-commercial group use</li> <li>• Heavy use on FR 237 (and 253), especially OHV, RV camping, recreation event proposals</li> <li>• District recently established new dispersed camping sites along FR 237</li> <li>• Outfitter/guide interest in equestrian uses (Foxboro Ranch, private inholding, proposed use north of Schnebly Hill Road and Windmill Ranch)</li> <li>• Schnebly Hill area wildlife corridor (seasonal restrictions)</li> <li>• Canyoneering (Kelly, James, Pumphouse Washes), including illegal guiding and private use (wildlife concerns)</li> <li>• Proximity to Kachina Village</li> </ul>	<ul style="list-style-type: none"> <li>• Authorize non-commercial group uses at existing group use sites only</li> <li>• Outfitter/guide use authorized and managed by the Red Rock Ranger District               <ul style="list-style-type: none"> <li>○ Limit authorizations to existing RRRD permittees with interest in “spilling over” above the Rim (e.g., Upper Schnebly, Foxboro access); no new permittees</li> </ul> </li> <li>• Analyze and issue rock climbing/canyoneering as part of a forestwide process</li> <li>• Analyze and authorize existing Foxboro Ranch proposal for equestrian use</li> <li>• Avoid authorizing uses in the Kachina Village area</li> </ul>

**KENDRICK**

**Available Service Days:**  
Not analyzed for capacity

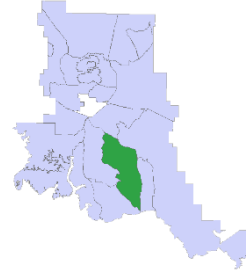


<b>Existing Activities/Uses</b>	<b>Management Strategy</b>
Not analyzed	<ul style="list-style-type: none"><li>• Kendrick Mountain Wilderness Area is managed by the Kaibab National Forest. Work with the Kaibab to develop and implement future management plans.</li><li>• Until then, <b>do not authorize recreation special uses in this area.</b></li></ul>



## LAKES

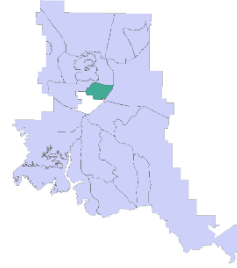
**Available Service Days: 65,700**



<b>Existing Activities/Uses</b>	<b>Management Strategy</b>
<ul style="list-style-type: none"> <li>• Lake Mary/Mormon Lake corridor</li> <li>• Developed recreation facilities, campgrounds (under concessionaire management)</li> <li>• Recreation residence cabins (Mormon Lake)</li> <li>• Organization Camp (St. Joseph’s)</li> <li>• Recreation events (several; many activities)</li> <li>• Mormon Lake Lodge (permitted for equestrian, cross-country skiing, and snowmobiling use)</li> <li>• Fishing, boating</li> <li>• Dispersed camping, OHV use, hunting, winter recreation (cross-country skiing)</li> </ul>	<ul style="list-style-type: none"> <li>• Manage as a heavy-use area. Visitor expectations should be for high encounter levels with other users.</li> <li>• Authorize non-motorized outfitter/guide uses on a case-by-case basis               <ul style="list-style-type: none"> <li>○ Birding (water provides rare opportunity in region)</li> <li>○ Other nature-based education</li> </ul> </li> <li>• Authorize water-based recreation (kayaking, etc.)</li> <li>• Establish annual limit on the number of recreation events</li> </ul>

## **MEDL**

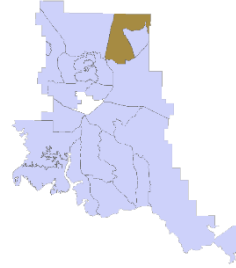
**Available Service Days: 65,700**



<b>Existing Activities/Uses</b>	<b>Management Strategy</b>
<ul style="list-style-type: none"><li>• Rock climbing (guided and unguided) at West Elden</li><li>• Historically popular for recreation events (biking, running) due to proximity to Buffalo Park and town</li><li>• Requests for mountain bike shuttling service (drive up, ride down)</li><li>• Heavy urban interface</li><li>• Under current MEDL recreation planning process; Project driven by trails issues and by demand for rec events</li></ul>	<ul style="list-style-type: none"><li>• Continue authorizing existing climbing permit</li><li>• Encourage recreation events to stage out of Buffalo Park</li><li>• Do not authorize any outfitter/guide uses until the broader planning process is fully developed</li><li>• If/when planning is completed enough that outfitter/guide uses may be authorized, consider mountain bike, shuttling, hiking, and additional climbing</li><li>• Prospectus will likely be necessary</li></ul>

**O'LEARY**

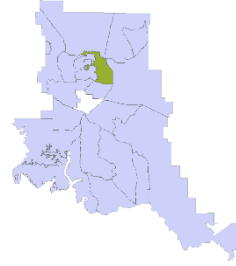
**Available Service Days:**  
Not analyzed for capacity



<b>Existing Activities/Uses</b>	<b>Management Strategy</b>
<ul style="list-style-type: none"><li>• One existing recreation event, utilizing FR545, is coordinated with/administered by National Park Service</li><li>• Frequent filming and wedding requests received for the FR 545 corridor</li></ul>	<ul style="list-style-type: none"><li>• IDT identified this as an area where recreation special uses do not meet the Forest Service’s mission due to:<ul style="list-style-type: none"><li>○ Proximity of designated and proposed wilderness (Strawberry Crater);</li><li>○ High density of archeological sites;</li><li>○ Proximity to Wupatki/Sunset Crater National Monuments.</li></ul></li><li>• <b>Do not authorize recreation special uses in this area</b></li></ul>

## **PEAKS EAST**

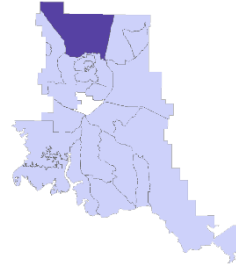
Available Service Days: 65,700



<b>Existing Activities/Uses</b>	<b>Management Strategy</b>
<ul style="list-style-type: none"><li>• Schultz Fire area<ul style="list-style-type: none"><li>○ Was high use before fire; expect that it will be again at some point</li></ul></li><li>• Lockett Meadow – concessionaire campground; fall colors, weddings</li><li>• Some outfitter/guide requests received for birding, hiking at Lockett Meadow</li><li>• Municipal water well field (Flagstaff)</li><li>• Urban Interface – residential areas along border</li><li>• Hunting, mountain bikes, hiking</li></ul>	<ul style="list-style-type: none"><li>• Continue to authorize concessionaire campground and Prescott College use (hiking/backpacking) in Lockett Meadow</li><li>• Do not authorize non-commercial group uses at Lockett Meadow, outside the campground</li><li>• No other authorized uses - divert proposals to other areas</li></ul>

**PEAKS NORTH**

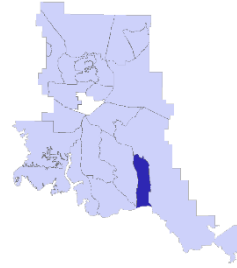
**Available Service Days: 87,600**



<b>Existing Activities/Uses</b>	<b>Management Strategy</b>
<ul style="list-style-type: none"> <li>• Pinyon-juniper vegetation = too hot for most activities.</li> <li>• Kendrick Park (meadow) and cabin</li> <li>• Arizona Trail</li> <li>• Important wildlife area</li> <li>• Grazing, hunting, motorized use</li> <li>• Abineau Canyon – potential wilderness addition to Kachina Peaks Wilderness</li> <li>• Existing authorizations for reoccurring rec events dog trials, running event, biking event; some weddings and filming permitted</li> <li>• Low overall outfitter/guide demand</li> </ul>	<ul style="list-style-type: none"> <li>• Do not authorize additional special uses at Kendrick Park</li> <li>• Authorize non-motorized uses only</li> <li>• No capacity issues. Issue special uses case-by-case and first-come, first-served</li> <li>• Partner with Babbitt Ranch to identify and authorize guided activities based on their property</li> </ul>

**PERRY PIT**

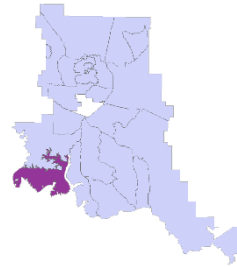
**Available Service Days:**  
Not analyzed for capacity



Existing Activities/Uses	Management Strategy
<ul style="list-style-type: none"> <li>• Dispersed camping</li> <li>• Campgrounds</li> <li>• Shooting events at Perry Pit</li> <li>• Hunting</li> <li>• Fishing</li> <li>• Some mountain biking</li> <li>• Non-commercial group use</li> <li>• Ashurst Lake</li> <li>• Guided snowmobile tours by Mormon Lakes Lodge (FR 124C)</li> </ul>	<ul style="list-style-type: none"> <li>• Receives high unguided use; little capacity or need for guided use</li> <li>• Possibly restrict permits to rec events/non-commercial group use</li> <li>• Potential for guided OHV use on FR 124C/125</li> </ul>

**RED ROCK/SECRET CANYON**

**Available Service Days:** 6,720



Existing Activities/Uses	Management Strategy
<ul style="list-style-type: none"> <li>• Red Rock/Secret Canyon Wilderness</li> <li>• Managed by Red Rock Ranger District</li> <li>• Just below the Mogollon Rim; Rim edge is district/Wilderness boundary</li> <li>• Potential scenic opportunities above the rim (see Turkey Butte GFA)</li> </ul>	<ul style="list-style-type: none"> <li>• Permits will be issued and administered by the Red Rock Ranger District</li> <li>• Currently some permits for hiking/educational activities, but no use occurs on the Flagstaff district</li> </ul>

**ROGERS LAKE**

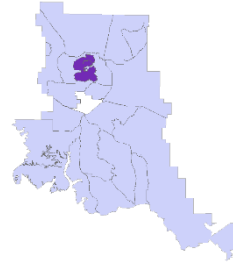
Available Service Days: 201,600



<b>Existing Activities/Uses</b>	<b>Management Strategy</b>
<ul style="list-style-type: none"> <li>• Very little Forest Service land, but adjacent to City and County properties</li> <li>• Very low existing recreation use; some hunting</li> <li>• Important for interagency trail planning (City, County)</li> <li>• Fort Tuthill County Park and new snowplay area</li> </ul>	<ul style="list-style-type: none"> <li>• Work with City/County to develop cross-jurisdictional trail network</li> <li>• Authorize recreation events. Encourage staging out of Fort Tuthill</li> <li>• Outfitter/guide activities – issue in conjunction with Turkey Butte compartment:               <ul style="list-style-type: none"> <li>○ Mountain biking</li> <li>○ OHV</li> <li>○ Scenic driving? (mostly on way to Turkey Butte compartment)</li> </ul> </li> <li>• Issue outfitter/guide use on case-by-case; first-come, first-served.</li> <li>• No prospectus necessary</li> </ul>

## **SAN FRANCISCO PEAKS**

Available Service Days: 1,314

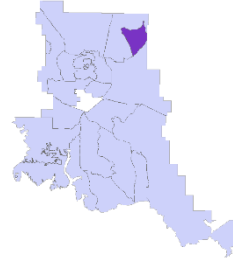


<b>Existing Activities/Uses</b>	<b>Management Strategy</b>
<ul style="list-style-type: none"> <li>• Kachina Peaks Wilderness</li> <li>• High cultural significance for local tribes</li> <li>• Primary visual feature/viewshed for Flagstaff</li> <li>• Highest point in Arizona</li> <li>• High use/demand (frequent outfitter/guide requests received for hiking at Humphries and Kachina Trails)</li> <li>• Trails – day hiking and backcountry packing</li> <li>• NAU Parks &amp; Rec Outfitter Guide permit for wilderness</li> <li>• Avalanche training off Humphries Trail by Arizona Mountaineering Club</li> <li>• Backcountry skiing</li> <li>• Snowbowl Ski Area/shuttle are just outside wilderness boundary</li> </ul>	<ul style="list-style-type: none"> <li>• Do not authorize recreation events in accordance with wilderness policy.</li> <li>• Continue authorizing existing recreation uses (e.g., recurring once/year uses for wilderness education or avalanche training)</li> <li>• Temporary outfitter/guide use may be authorized on a limited, case-by-case basis</li> <li>• This strategy could be reconsidered in the development of a future wilderness management plan.</li> </ul>



## STRAWBERRY

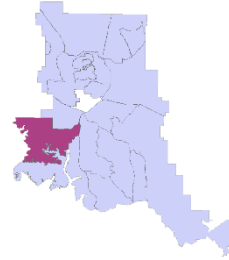
**Available Service Days:**  
Not analyzed for capacity



Existing Activities/Uses	Management Strategy
<ul style="list-style-type: none"><li>• One existing recreation event, coordinated and administered by National Park Service; utilizes FR545 (also O’Leary compartment)</li></ul>	<ul style="list-style-type: none"><li>• Identified by IDT as area where recreation special uses do not meet management’s mission due to:<ul style="list-style-type: none"><li>○ Presence of designated wilderness (Strawberry Crater)</li><li>○ High density of archeological sites</li><li>○ Proximity to Wupatki/Sunset Crater National Monuments</li><li>○ Consideration as potential wilderness area in the Draft Revised Forest Plan</li></ul></li><li>• <b>Do not authorize recreation special uses in this area</b></li></ul>

## **TURKEY BUTTE GFA**

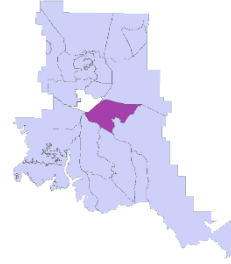
Available Service Days: 67,200



<b>Existing Activities/Uses</b>	<b>Management Strategy</b>
<ul style="list-style-type: none"> <li>• Many interspersed inholdings/State land</li> <li>• Flagstaff Loop Trail</li> <li>• Hunting, dispersed camping</li> <li>• FR 535 and FR 231 (Woody Mountain Rd) are high-use roads</li> <li>• Wilderness/Rim boundary (Sycamore Canyon, Red Rock Secret Mountain)</li> <li>• Numerous recreation event/filming/wedding requests here,</li> <li>• Wildlife/raptor concerns key in areas popular for these permit requests</li> <li>• 4FRI will result in many road improvements in the area</li> </ul>	<ul style="list-style-type: none"> <li>• Authorize recreation events and outfitter/guides for:               <ul style="list-style-type: none"> <li>○ OHV use</li> <li>○ Scenic driving</li> <li>○ Mountain biking</li> </ul> </li> <li>• Plenty of capacity; issue permits on first-come, first-served basis</li> <li>• Identify and analyze areas for potential rec event or larger non-commercial group use sites</li> <li>• Encourage staging out of Fort Tuthill</li> </ul>

## WALNUT

**Available Service Days: 65,700**



<b>Existing Activities/Uses</b>	<b>Management Strategy</b>
<ul style="list-style-type: none"> <li>• Walnut Canyon National Monument</li> <li>• Current planning discussions for how to manage land around the Monument (City; Forest Plan Revision)</li> <li>• Urban Interface; heavy residential use of Campbell Mesa trail system</li> <li>• Campbell Mesa trails receive many recreation event (mountain bike/running) requests; these are not usually permitted because of already high use</li> <li>• Arizona Trail along Walnut Canyon rim (wildlife/raptor concerns in this area); requests for guided hiking commonly received for this portion of the Arizona Trail</li> <li>• Flagstaff Loop Trail</li> <li>• Hitchin’ Post (equestrian outfitter/guide)</li> <li>• Climbing guide (Flagstaff Climbing) currently permitted at Canyon Vista (the Pit)</li> <li>• Recreation events authorized along Lake Mary Road</li> </ul>	<ul style="list-style-type: none"> <li>• Continue authorizing existing recreation events (along Lake Mary Road) and equestrian and climbing outfitter/guide uses</li> <li>• Authorize minimal through-use of the Arizona and Flagstaff Loop Trails</li> <li>• Authorize limited additional outfitter/guide use               <ul style="list-style-type: none"> <li>○ Emphasize non-motorized educational uses</li> <li>○ Minimize or mitigate impacts to residents</li> </ul> </li> </ul>

## FUTURE MANAGEMENT ACTIONS

Action	Objective
Public Involvement on Needs Assessment and Capacity Analysis	Verify accuracy of analysis; identify gaps/inaccuracies; refine results; identify areas of competitive interest
Convert existing permits to priority status, for ten year terms	Compliance with national o/g policy
Streamline analysis process for o/g and rec event proposals	Increase program efficiency; improve customer service
Issue permits first come, first served for activities without competitive interest	Meets the public need for these services
Issue prospectuses as needed, for activities with competitive interest	Meets the public need for these services
Perform inspections and performance evaluations of permitted o/g's	Compliance w/ policy; also contributes to monitoring
Monitor use and impacts associated with o/g use	Knowledge of impacts that may be occurring; allows informed decision making
Work with other districts on forestwide application and analysis deadlines, and identify the number of temporary o/g permits to issue per year.	Increase program efficiency and customer service; manage annual workload; increase consistency across the forest

## REFERENCES

Coconino National Forest Land and Resource Management Plan, USDA Forest Service, as amended. 1987. <http://www.fs.fed.us/r3/coconino/projects/plan-revision-2006/current-plan.shtml>

Outfitter-Guide Needs Assessment, Flagstaff Ranger District, USDA Forest Service, 2015.

ROS Book, USDA Forest Service, 1986.

Visitor Capacity Analysis and Recommendations for Determining Outfitter-Guide Allocation, USDA Forest Service, 2015.

## APPENDIX A: NEEDS ASSESSMENT

Activity	At-risk youth, disabled visitors	Educa-tion	KSA	Regional Availability	Resource Mitiga-tion	Equip-ment	Local Economy	Safety/ Risk	Dem-and	Overall Need
Avalanche awareness	L	L	H	L	L	H	L	H	L	M
Backcountry skiing/ snowboarding	M	M	H	L	L	M	M	H	M	H
Backpacking	H	H	M	L	M	M	M	M	M	M
Big game hunting/ horseback	M	L	M	L	M	H	L	M	L	M
Big game hunting/ Non-horse	L	L	M	H	L	M	M	M	M	M
Biking, mountain	M	L	M	M	H	M	M	M	H	M
Birdwatching	M	H	L	L	L	L	L	L	M	L
Bouldering	H	M	M	L	L	L	M	M	M	M
Canoeing/ kayak/ paddleboard	H	M	M	L	L	M	M	H	M	M
Cross country ski/ snowshoe	M	H	M	L	L	M	M	M	L	M
Dog sledding	L	M	H	L	L	H	L	L	M	M
Drop camps	L	L	L	L	L	H	L	L	L	L
Nature-based education	M	H	L	M	L	L	M	L	M	M
Fishing	L	L	M	L	M	M	M	L	L	L
Hiking, day	L	H	L	M	L	L	L	L	M	L
Horseback (day)	H	M	H	M	H	H	M	M	M	H
Horseback (overnight)	L	H	L	L	H	H	M	M	L	M
Photography	L	H	M	M	L	L	L	L	L	L
Rafting										
Road riding (bike)	M	L	L	L	L	M	M	M	H	M
Rock Climbing	M	M	H	L	M	H	M	H	H	H
Shuttle service to Arizona Snowbowl	M	L	L	H	L	H	H	H	H	H
Snowmobiling	L	L	H	L	L	H	M	H	L	M

## Outfitted Camping

The needs assessment on the previous page was completed in late 2015. The District subsequently recognized the need to include outfitted camping in its analysis. Commonly referred to as “glamping,” outfitted camping refers to any type of camping in which the camp equipment is provided and set up by a commercial outfitter.

To assess the public need for this service, the District looked at three variations of the theme: camps that are simply set up by the company (“outfitted camps”); rental trailers; and full-service camps (i.e., where the outfitter provides all services such as cooking, cleaning, etc.). Each category was examined in terms of need at developed recreation sites (i.e., formal campgrounds) and dispersed areas (e.g., a non-developed location adjacent to a forest road).

Activity	At-risk youth, disabled visitors	Educa-tion	KSA	Regional Avail.	Resource Mitigation	Equip-ment	Local Econ.	Safety/ Risk	Demand	Overall Need
Rental Trailers - dispersed	M	L	M	M	M	L	M	L	M	M
Rental Trailers - developed	L	L	L	M	L	L	M	L	L	L
Outfitted Camps - dispersed	M	L	M	M	M	L	M	L	M	M
Outfitted Camps - developed	L	L	L	L	L	L	M	L	L	L
Full Service Camps - dispersed	M	L	M	M	M	L	M	L	L	M
Full Service Camps - developed	L	L	L	L	L	L	M	L	L	L

*(continued on next page)*

Assessing public need for outfitted camping is somewhat different than for other activities, as camping and the equipment needed has historically been accessible to the public. Therefore, the need for outfitted services is generally low. However, in light of increasingly urban and technologically-oriented populations, it is recognized that in the future, public need for outfitted camping services may increase.

The Coconino National Forest as a whole (not just the Flagstaff District) recognizes the need for some level of authorized outfitted camping services, in dispersed settings. However, at the time of this Draft Plan, it has not determined how many permits may be appropriate or whether specific areas should be identified for this use. The Flagstaff Ranger District plans to develop a framework for inclusion in the Final Plan.

# APPENDIX B: COMPARTMENT MAP

