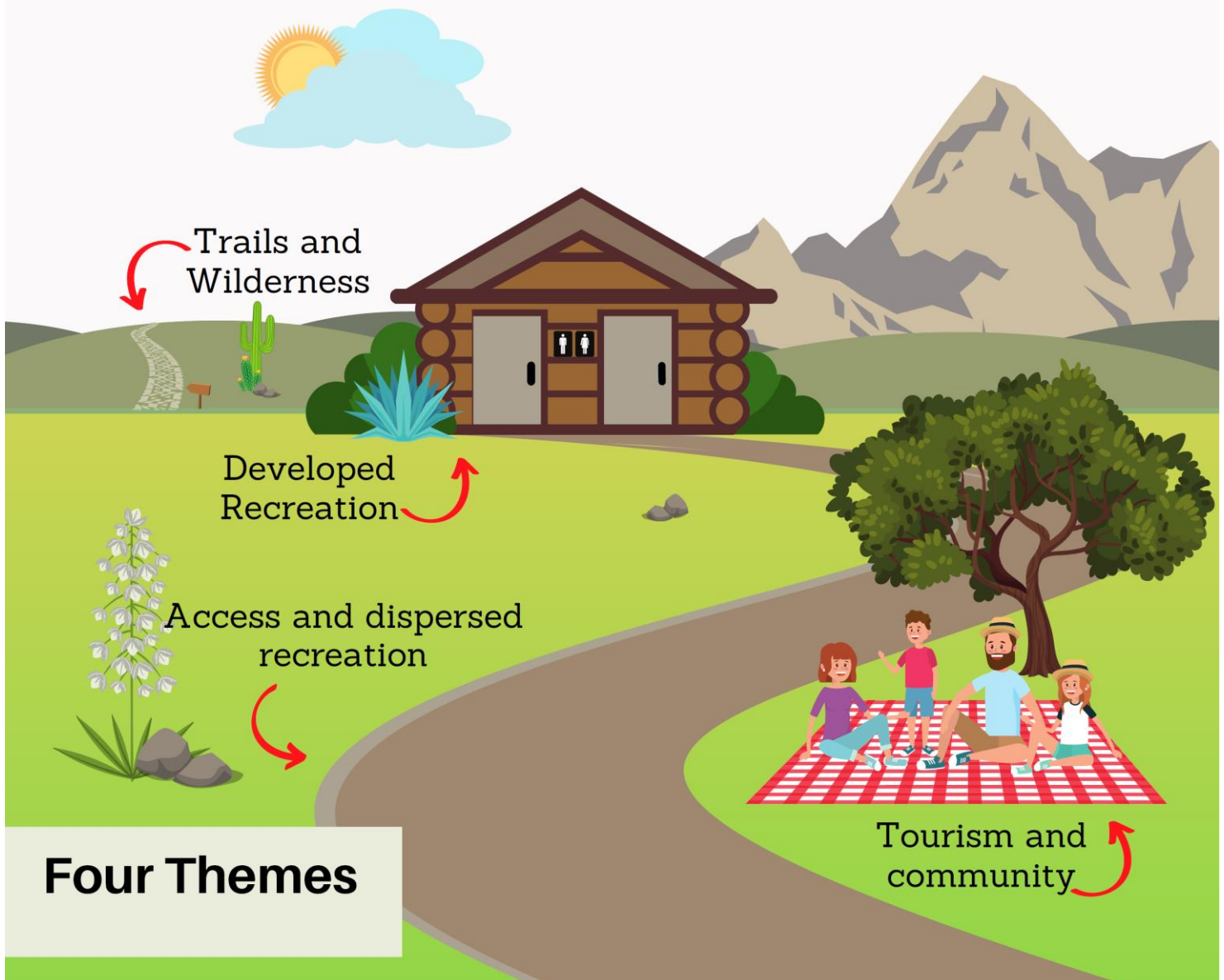




Sustainable Recreation Action Plan 2021-2025



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The **Coronado National Forest Sustainable Recreation Action Plan 2021 to 2025** outlines a roadmap for achieving recreation program goals over the next five years. It builds from the *Coronado National Forest Land and Resource Management Plan*, *Southwestern Sustainable Recreation Strategy*, and the forest’s previous sustainable recreation action plan. It is important to note that this Action Plan is not a decision document, and as such, may be revised at any time in light of changing conditions.

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What is Sustainable Recreation All About?

Recreation's Vision...

"Renewing Body and Spirit, Inspiring Passion for the Land."

Recreation's Values...

- Connecting people with nature
- Providing opportunities for physical, mental and spiritual health
- Managing for sustainability
- Cultivating stewardship through understanding
- Enriching communities

Recreation's Strategy...

- We will cultivate enduring partnerships with communities of place and communities of interest.
- We will invest in our ability to govern rather than operate.
- We will strive for sustainable practices in our operations, programs and facilities.
- We will invest in our employees, our facilities, and our landscapes

The Coronado National Forest (CNF) is part of the Southwestern Region of the Department of Agriculture, US Forest Service which includes Arizona and New Mexico. The *Southwestern Sustainable Recreation Strategy*, completed in 2016, guides the region toward a recreation program that is vital to the well-being of our visitors and communities and is essential to the future of the Forest Service and the National Forest and Grasslands. This innovative strategy sustains America's great outdoors and builds greater capacity to serve the citizens of the southwest by focusing the recreation program on building strong relationships with our diverse publics who enjoy and actively care for the National Forests and Grasslands of the Southwest while improving our effectiveness and program resiliency.

We achieve a sustainable recreation program by building resiliency in our ecological world, our social network of relationships, and in our economy. Ecological recreation managers deal with modifying human behavior or designing sites to withstand ecological impacts and reduce energy use by creating sustainable sites and operations. In the social sphere we build mutually supportive relationships, trust and emotional connection and the ability to problem solve and cooperate together. In the economic world we create economic benefits to local communities and reciprocal economic support for government programs.

Coronado National Forest Background

The forest is:

- A distinctive and iconic landscape: the Sky Islands.
- A special place that has been home to people for millennia, always taking on new meanings and purposes.
- The crossroads of north and south, mountains and desert.
- A tourism attraction and economic generator.
- A place with dedicated, safe, and engaged employees and partners who think and lead creatively.

The CNF offers a rich variety of year-round recreational opportunities in landscapes that range from saguaro-studded desert canyons to high conifer forest. Higher elevations on the Coronado are most popular during the summer, offering temperatures 20 or more degrees cooler than the surrounding communities including Tucson, Sierra Vista, Douglas, Safford, and Nogales. Many of the CNF's low elevation recreation areas are in scenic canyons or foothills below 5000' elevation. These sites are most popular during the fall, winter, and spring when the region host many out of town visitors. Visitation to the CNF has ranged from 1.7 million to 2.9 million over the past 20 years based on National Visitor Use Monitoring results.

Some of the special places on the CNF include Sabino Canyon Recreation Area, home to the busy hiking trails, a visitor center and the Sabino Canyon Crawler, and Catalina Highway, a scenic byway that climbs from the city of Tucson to the 9,000' summit of Mount Lemmon. The scenic oak and pine woodlands of Madera Canyon, Carr Canyon and Cave Creek Canyon offer world-renowned birdwatching and hiking opportunities that draw visitors from across the country and the world. In several locations on the CNF, visitors can rent historic cabins through the celebrated Rooms with a View program. There are four lakes on the forest, providing fishing, boating, and lakeside camping. Eight wilderness areas protect 20 percent of the forest and provide places to experience quiet and solitude. An additional 35 percent of the forest is managed as wild backcountry, offering similar recreation experiences. Over 1,100 miles of trail are available, including the Arizona National Scenic Trail, which are used by the majority forest visitors.

Despite these attributes, much of the CNF does not offer legal public access. Of the 300 motorized access points to the forest, only one third have legal title in the form of an easement, right of way or connection to another public road or highway. This situation is one of the most challenging of any public land units in the United States.

The Coronado's Guiding Themes

The 2021-2025 version of the Sustainable Recreation Action Plan builds upon a solid foundation described below. The plan reviews the accomplishments of the previous version and builds a strategy for the next five years across four themes:

- **Developed Recreation**
- **Trails and Wilderness**
- **Tourism and Community**
- **Access and Dispersed Recreation**

Each theme includes cross-cutting elements from a range of programs and disciplines:

- ✓ Partnerships
- ✓ Diversity, Inclusion, and Reflecting our Communities
- ✓ Volunteerism
- ✓ Valuing People and Places – Heritage and Cultural Storytelling
- ✓ Special Uses Administration
- ✓ Risk Management

Desired Conditions – Where We Want to Be

The following Desired Conditions were articulated in the 2016 action plan and carried forward into the 2021-2025 document.

Outdoor recreation facilities and programs on the CNF are shaped by leadership, laws, regulations, policies and programs, science, recreation staff, community involvement, and financial resources.

With the approved Sustainable Recreation Action Plan, leadership and recreation staff have clear direction about how to manage a sustainable recreation program in collaboration with partner organizations for the benefit of the forest, the economy, and visitors. The plan provides staff with a framework for understanding and implementing sustainable recreation principles. Leadership is proactive in assessing, planning, and providing resources for the needs of the recreation program.

Proposed actions consider environmental and cultural impacts and promote efforts to reduce or eliminate adverse impacts to the environment and cultural resources.

Information from the National Visitor Use Monitoring Program (NVUM) assists Forest Service leaders and others to make sound decisions that best serve the public and protect natural resources by providing science-based, reliable information about the type, quantity, quality and location of recreation use on the forest. The description of visitor

characteristics (age, race, zip code, activity participation) helps forest staff identify their recreation niche. Visitor satisfaction information helps management decide where best to expend limited resources and improve satisfaction. Economic expenditure information helps forests show local communities the economic benefits from National Forest visitors. Visitation estimates are helpful in considering visitor capacity issues.

Recreation staff workloads are programmed according to forest priorities. Recreation staff performance measures recommended in this plan are consistent with the performance measures outlined by the Washington Office. Individual performance plans include measures and targets for working with volunteers and partner organizations. Employees have an increased capacity to engage volunteers as a result of coordinating with non-government organizations. Training emphasizes people-oriented skills such as teamwork, interpersonal communication, problem solving, and project management. Employees view volunteers as team members that are valued and respected to achieve mutual goals and provide safe, educational, and enjoyable experiences. In addition to vetting potential new employees on their technical abilities to perform necessary duties, applicants are evaluated on their demonstrated ability to work well with others.

Partners contribute to the management of public lands through an “all hands, all lands” approach. Mutual trust between the Forest and partners is maintained through honest two-way communication and responsiveness. Existing and new partners are recognized for their contributions. The Forest’s network of partners and volunteers is diversified and representative of the surrounding communities as a result of inclusive volunteer recruitment. Partner organizations participate in functional, topical, and place-based working groups alongside Forest staff to determine achievable goals and collaboratively develop and implement action plans. These working groups inform public land managers about issues and opportunities and leverage resources to maintain and enhance the CNF and partner’s recreation programs.

Budget allocations are managed effectively and transparently. The fee program contributes to sustainability on the Forest and in communities surrounding the forest. Grants and donations add financial resources to the recreation program.

Review of the 2015 to 2020 Action Plan: How Did We Do?

The CNF’s first Action Plan outlined a variety of key initiatives, some of which were highly successful, while others remain unrealized. Major accomplishments include:

- **Successful implementation of recreation fee changes through the Restructuring Developed Recreation effort.** The CNF committed to an in-depth process that engaged partners and users across the Forest in a dialogue about how to improve our financial sustainability. Implementation began in December 2019. While Covid and wildfire-related closures have obscured the full impact of this change, the increase in fee revenue is primed to help improve visitor experiences at fee sites across the Forest.
- **Crafted guidelines for regionally-specific sustainable facilities.** The demanding desert and mountain environments of the Sky Islands take a toll on developed facilities. A group of CNF employees developed sustainable facilities guidelines that resulted in longer-lasting recreation improvements at recreation sites.
- **Quadrupled contributions from partners and volunteers.** The value of hours contributed by partners and volunteers increased more than four-fold since 2015, exceeding \$4 million. The recreation program accounts for over 87% of these contributions, or \$3.5 million. This total is the highest of any Forest in the Southwestern Region.
- **Effectively centralized the Special Use Permit administration function to the Supervisors Office.** This change resulted in improved service and an increase in administered permits from approximately 620 in 2017 to nearly 900 in 2020. Innovative service changes including forest-wide open seasons have resulted in

clearer communication for permittees. Some elements of permit administration have shifted away from District recreation staff, allowing them to focus on other program priorities.

- **Effectively centralized the Heritage program in the Supervisors Office.** This change has helped improve the pace and scale of project reviews, as well as bolstered the capacity for the program to be more proactive in terms of historic site preservation and storytelling.
- **Completion of Travel Management:** Over 2,000 miles of designated vehicle routes were established for the CNF under the Travel Management Rule. They are available on a consistently updated Motor Vehicle Use Map.

Other actions outlined in the 2016 action plan were not fully realized. These important initiatives require more time and attention in some cases, and for others a change in tactic.

- **Welcoming all and ensuring our visitors reflect our community.** Visitor use data indicates visitors to the CNF are still not reflective of the surrounding community. The percent gap between diversity and visitors remained above our aspiration.
- **Trail stewardship.** The forest did meet its aspirational targets for annual trail maintenance, and conditions on the ground are not meeting internal or external expectations.
- **Launch of Coronado Outdoors as a forest wide recreation partner.** An innovative attempt at unifying a variety of partners and initiatives under a single nonprofit partner that involved a few years of financial and staff investment, unfortunately Coronado Outdoors did not meet expectations. The broad geographic and programmatic ambition of the organization led to a lack of clarity on priorities. The effort has evolved into a cross-jurisdictional effort that emphasizes volunteer recruitment called Southeast Arizona Outdoors.
- **Reaching the full potential of the CNF-tourism partnership.** The 2015 to 2020 Action Plan called for a deeper engagement with tourism promoters like Visit Tucson. While relationships were built and coordination occurred, the partnership did not coalesce into the specific outcomes anticipated in the plan.
- **Bringing visitor information into the 21st century.** Ensuring the accuracy, usability and relevancy of the CNF website's recreation information has been an ongoing challenge. While some efforts have been made to improve it, the current state of information is considered inadequate by Forest Service staff, many users, and partners.

The following table compares the CNF's 2015 baseline with 2019 or 2020 outcomes across the 18 sustainable recreation performance measures.



Elegant Trogon, a popular goal for birdwatchers

Sustainable Recreation Performance and Accomplishment Measures – Actuals and Goals

#	CODE	Description	2015 Actual Figure	Target for 2020 Set in 2015	Outcome Latest Figure 2019 or 2020
1	Recreation Visits	Total recreation visits to a National Forest Service (NFS) unit	2,453,000	2,453,000	1,417,000
2	Rec-Sat-Visits	Percent satisfied visitors to a NFS unit	88.2%	90%	96.9%
3	Rec-Equity	Percent gap between community diversity and visitors served	(23.4)	(21.1)	(34)
4	Rec-Eco	Average total trip spending per party	\$511	\$537	\$953
5	HRTG-MGD-STD	Heritage program managed to standard	1	1	1
6	WLD-MGD-STD	Wilderness areas managed to minimum stewardship level	8	8	0
7	WLD-SCE-RVR-MGD-STD	Wild and scenic rivers meeting statutory requirements	NA	NA	NA
8	REC-MGD-STD	Percent of recreation sites managed to Health and Safety standards (Increase recreation sites managed to health and safety standards by 3% each year.)	78.2%	95%	82%
9	REC-SUP-ADM	Percent of recreation special use authorizations administered to standard	30%	60%	66%
10	NFS-land-MVUM	Percentage of NFS lands covered by current motor vehicle use maps	100%	100%	100%
11	REC-CPCTY-ACC	Percent of developed sites that meet accessibility standards (Increase percentage of developed sites to meet accessibility standards by 2.5% annually.)	25.2%	37.3%	50.0%
12	REC-SIT-STD-AVG	Forest average recreation sites facility condition index	90.8%	91.3%	90.0%
13	REC-BLDG-ACC-STD	Percent number of NFS owned recreation buildings meeting accessibility standards	50.3%	55.5%	65.0%
14	REC-SITE-INFRA	Sustainable recreation Cost Recreation Visitor (CRV), the gap between an assigned CRV amount and the existing situation (Reduce sustainable recreation CRV by 2.4% annually)	n/a	\$0.57	\$1.12
15	TL-SYS-MGD-STD	Percent of NFS trail miles managed to standard (Maintain 17% level of CNF trail miles managed to standard - annually).	17%	17%	8.75%
16	Vol-Partnership-Dollars	Value of hours and dollars contributed by volunteers and partners	\$864,661	\$1,729,322	\$3,500,000
17	TC-Sat-Visitor	Cost per satisfied visitor served	\$0.70	\$0.68	\$2.41
18	UFS	Unit Fiscal Sensitivity (UFS)	TBD%	N/A	-11%

See the 2015 to 2020 Action Plan for a full description of these metrics.

Key Developments Since 2015

The approval of the *Coronado National Forest Land and Resource Management Plan* in 2018 is one of the most important recent developments. It includes desired conditions, objectives and standards for recreation and related programs like special uses.

The last five years have brought other notable changes. Large wildfires in the Pinaleno and Santa Catalina mountains caused not only ecological change but modified the way the public accesses and uses these important and popular areas. The Frye Fire in 2017 impacted substantial portions of the area's trail system; the CNF and partners are still working to address the accumulated maintenance and trail damage caused by this event. Similarly, 2020's Bighorn Fire impacted over 150 miles of popular trails.

The passage of the Great American Outdoors Act in 2020 marked a bright spot for outdoor recreation. The Act makes \$285 million available each year to the USFS to tackle our deferred maintenance backlog, with an emphasis on recreation sites and facilities. The CNF is well positioned to take advantage of this new funding opportunity and make meaningful and visible improvements to the Forest's recreation infrastructure.

The outdoor recreation and tourism industries have continued to grow. According to the US Bureau of Economic Analysis, outdoor recreation accounts for 2.1 percent of value added national Gross Domestic Product. In Arizona, that figure is 2.6 percent. The industry plays a sizable role in the state, employing over 110,000 people and resulting in \$4.8 billion in compensation. Visitation seems to be on the rise as well. According to the Arizona Office of Tourism, domestic overnight stays increased from 36.4 million in 2015 to 40.6 million in 2019.



Catalina Highway

THEME: Developed Recreation

The CNF manages a substantial developed recreation program with over 200 developed sites including campgrounds, trailheads, picnic areas, rental cabins, and visitor centers. These sites run the gamut from large developed complexes like Sabino Canyon to remote trailheads accessing wilderness trail systems. The facilities represent a considerable investment in outdoor recreation; in total, the facilities have a replacement value of over \$45 million. They are largely managed by the CNF directly. Only a small handful are managed by private companies under concessionaire permit. Under the Federal Recreation Lands Recreation Enhancement Act, the CNF collects standard and expanded amenity fees at approximately 50 percent of these developed facilities, resulting in approximately \$1 million in annual fee revenue, the vast majority of which is retained on the forest for site operations, maintenance and enhancement.

The celebrated Rooms with a View historic cabin rental program has a strong presence on the CNF. Seven cabins are available for overnight use on the Santa Catalina, Nogales and Douglas Ranger Districts. Funds generated from the program are applied to maintenance and upkeep of these historic structures.

Formulating an approach to these recreation facilities and cabins has been the primary focus of the CNF recreation program (and many other forests) for the past two decades. Through efforts like the Recreation Facility Analysis, the CNF worked to identify the relative importance of each recreation site. The effort considered deferred maintenance needs and revenue generation. Partner groups such as the Friends of Sabino Canyon, Friends of Madera Canyon and other have been critical in improving or maintaining visitor experiences at developed facilities.

Settling on a manageable portfolio of facilities is critical to overall sustainable recreation objectives. Visitor use data suggests that between 40 and 50% of forest visitors focus their experience at locations with some type of development. Permittees who hold a Special Use Permit, including events and outfitter/guides, also make use of these facilities. Recreation facilities – including the water, wastewater and electrical facilities needed to maintain them - are the focus of more than 75% of the recreation budget.

Developed Recreation Action 1: Asses the viability of contracted and partner-supported developed site operations such as restroom and trash service at no less than 40% of all recreation sites

This action seeks to free up permanent and seasonal staff capacity across the CNF by investing in professional janitorial and trash services. Locations within close to service providers such as Sabino Canyon and Mount Lemmon will be evaluated first. Sites managed by concession (e.g. Rose Canyon) will be included in the target 40% total.

MEASURABLE OUTCOMES: Increased visitation and visitor satisfaction from clean and inviting facilities; Increased regularity of service to visitors; percentage of staff time available to plan and manage projects and initiate or maintain strategic relationships with partners.

TIMEFRAME: Evaluate opportunities in mid to late 2021; initiate and implement service contracts in early 2022.

TASKS NEEDED: Work to obtain estimates for cleaning services at no fewer than half of all recreation facilities. Consult with other land managers including BLM and NPS. Select and invest in highest return locations.

RESOURCES NEEDED:

Recreation fee funding for cleaning and service contracts - \$50,000 to \$100,000/year depending on scope. Support from Procurement and Property Services to solicit, award and administer contracts.

Developed Recreation Action 2: Modernize fee payment methods

This action will provide additional fee payment options in three ways:

- Launching Recreation.gov Digital Passes (forestwide)
- Installing Automated Fee Machines (5 new locations including Sabino Canyon, Parker Canyon Lake, Madera Canyon and two locations to be identified)
- Adding participants to the business vendor program (5 new vendors)

The introduction of digital passes (as well as other fee payment methods like automated fee machines) is part of a national strategy to provide more convenient and modern payment options. The new methods have generally been welcomed by visitors and led to an improvement in fee compliance rates. The payment method will also reduce the overall amount of cash being handled by USFS staff.

MEASUREABLE OUTCOMES: Increased convenience for visiting public; Availability of diverse payment mechanisms has been shown to increase fee compliance and increase revenue. A 10% increase in fee compliance would result in an additional \$75,000 to \$110,000 annually; improved financial sustainability through effective implementation of fee program.

TIMEFRAME: Recreation.gov Digital Passes will be launched in spring 2021. Automated fee machines will be installed at three popular recreation sites by the spring of 2022. Additional vendor sites targeted for mid 2022.

TASKS NEEDED: A detailed implementation plan has been developed for the transition to digital passes. Training and coordination are needed with front line recreation staff, law enforcement and the regional office.

RESOURCES NEEDED:

Smart phones for front line recreation staff to conduct compliance for Digital Passes
Onetime costs for signs and materials - \$8,000

Developed Recreation Action 3: Implement our Great American Outdoors Act project submission strategy for 2022 to 2025, focusing on reducing big ticket deferred maintenance items and modernizing facilities. Aim to invest at least \$18 million.

The CNF has a detailed 5-year strategy for Great American Outdoors Act projects that includes overall strategy, a yearly workflow, and outyear projects.

MEASURABLE OUTCOME: Amount of funding awarded (\$5.2 million in FY21) reduced deferred maintenance backlog; improved visitor satisfaction; watershed and resource benefits (e.g. Marshall Gulch/Sabino Creek free flow)

TIMEFRAME: Project implementation will begin summer 2021. Projects will be selected annually until FY25; project implementation likely into FY26.

TASKS NEEDED: See the CNF GAOA 5year strategy and National Asset Management Program guidance for information on the annual submission process.

RESOURCES NEEDED:

Strong coordination between recreation and engineering programs

Partner contributions and coordination
Staff support for site design, project implementation, contract administration and public engagement

Developed Recreation Action 4: Increase emphasis on volunteer camp and site host recruitment and retention by improving host site quality and investing in reimbursements.

Volunteer camp and site hosts are a critical element in many high functioning recreation programs. Host sites on the CNF including Cochise Stronghold and Brown Canyon Ranch have recently been improved. Future sites identified under this strategy may be enhanced with site amenities such as picnic tables, electricity and appropriate tools and equipment. These improved accommodations will be leveraged with a modest reimbursement program and non-monetary recognition (shirts, jackets, and hats) launched in FY21 to retain highly quality volunteer support.

MEASURABLE OUTCOMES: Longer volunteer host tenures; fewer user complaints; enhanced fee revenue and decrease in deferred maintenance costs; improved visitor service and satisfaction; improved sense of safety; increased fee compliance rates; small decrease in deferred maintenance at hosted facilities.

TIMEFRAME: Host reimbursement policy finalized in FY21. Additional host improvements will be evaluated and identified in FY23.

TASKS NEEDED: Regular staff training on volunteer reimbursement protocols; recurring host recruitment in coordination with SE Arizona Outdoors and other partners.

RESOURCES NEEDED:

Annual host reimbursements - \$5,000 to \$7,500/year

Volunteer uniforms and non-monetary recognition – up to \$5,000/year

Volunteer host site improvements capital investment and ongoing maintenance of electrical and septic systems – up to \$100,000

Developed Recreation Action 5: Complete at least 7 Concept Plans, relying on the CNF's guidelines for sustainable facility development:

- South Fork Cave Creek Canyon Day Use Area
- Walnut Grove/Rucker Canyon campground
- Parker Canyon Lake complex including the marina, lakeshore, campground and trails
- Mount Lemmon (selected priority sites, to be identified through a public sensing effort)
- Madera Canyon (selected priority sites including Amphitheater)
- Mount Graham campgrounds and day use areas
- Pena Blanca Lake

Recreation Concept Plans can help fill the gap between the broad scale of Forest Plans and the detail of project design. Concept Plans are often referred to as Master Plans outside of the Forest Service. Recreation Concept Plans create a vision for a recreation area and a set of recommendations from which managers can use to identify and design projects. Concept Plans are not decision documents, and NEPA is not required until specific implementation steps occur.

The concept plan process will include an evaluation of existing site condition, visitor safety, visitor satisfaction, accessibility, resource impact, deferred maintenance, fee collections, and anticipated visitor demand. The Visitor Use Management Framework developed by the Interagency Visitor Use Management Council will serve as a key tool during this process. The planning process, where possible, will emphasize collaborative and consensus driven

efforts with local partners, state agencies and user groups. The completed Concept Plans will identify fundable projects for submission into GAOA, NAMP and other funding sources. As projects within the Concept Plans are identified, they will be integrated into CNF program of work for NEPA, ESA and heritage compliance.

MEASURABLE OUTCOMES: Better rate of selection for competitive grants, GAOA and outside funding; total increase in outside funding leveraged; improved performance accessibility transition plan goals; reduced erosion and soil impacts from sustainable designs.

TIMEFRAME: A planning schedule is included in this document. Concept plans will be prepared each year for the five-year period.

TASKS NEEDED: Begin pre-planning and data gathering; prepare communication and partnership engagement plans; integrate these projects onto the CNF program of work in each fiscal year.

RESOURCES NEEDED:

Staff support for public engagement, planning, site design and grant writing

Financial capacity for some contracted site design and stakeholder engagement support – up to \$200,000 year including funding from any selected GAOA projects

Substantial funding needed for plan implementation

Developed Recreation Action 6: Expand the Rooms with a View program by adding Sollers and Canelo cabins while better marketing these facilities and finding solutions for long-term operational capacity

This action builds on the successful Rooms with a View model to conserve another three historic buildings through adaptive reuse. Sollers Cabin – located on Mount Lemmon on the Santa Catalina Ranger District – is likely to be one of the most popular in the entire system and is expected to open in mid-2021. Funds generated from the use of these cabins ranges from \$8,000 to \$25,000 each year and is managed by the Arizona cabin rental board, a group of Forest Service employees from across Arizona. On the CNF, the cabins are managed through a team approach led by a program manager in the engineering division; since this arrangement relies on specialized experience it is important for the program to be mindful of how staffing changes may affect day to day capacity.

MEASURABLE OUTCOMES: Increased visitor use of historic structures; improved awareness of cabin availability; preservation of structures at risk of loss; increased fee collections for the Arizona cabin rental board, which will lead to improved operational stability.

TIMEFRAME: Sollers is anticipated to be opened in FY22. Canelo cabins will be restored in FY22 and added to the system in FY23.

TASKS NEEDED:

Remaining site restoration and building maintenance actions

Volunteer or professional photographer of the interior and exterior of the structures

Present to RAC for approval

Post on Recreation.gov

RESOURCES NEEDED:

Funding for materials and supplies

Staffing support

Project implementation capacity, in the form of seasonal employees or partner/conservation corps provided personnel

Professional photographs for marketing purposes

THEME: Trails and Wilderness

The CNF has over 1,100 miles of recreational trails across the Sky Island region, over half of which are within one of eight designated wilderness areas. These trails provide access to an impressive array of recreation settings from the backcountry wilderness of the Galiuro and Chiricahua Mountains to the doorstep of four-star resorts in the Catalina Foothills. The Forest also includes an extended segment of the Arizona National Scenic Trail.

Eight wilderness areas totaling 338,318 acres comprise nearly twenty percent of the CNF. The Forest Service works to meet Wilderness Act requirements through the Wilderness Stewardship Performance system.

The trail system – about 55% of which is in wilderness - as it exists on the CNF is the legacy of history rather than planning. Many trails were developed as transportation routes to fire lookouts and livestock pastures. Recreation, now the dominant use, was an afterthought in many instances. This series of events results to a system that is not well suited in terms of social or environmental sustainability. Similarly, it often doesn't reflect modern user preferences such as close-to-home trails for walking, running, bicycling and motorized use.

Despite a relative late of advanced planning, the CNF's trail system is a key recreation, transportation and tourism asset used by Forest visitors and permittees. Hiking is the top recreation activity on the Forest, with 73% of visitors participating and 48% who identify it as their main activity. In addition to high rates of local resident use, hiking is enjoyed by 15% of the 7.1 million overnight visitors that come to Southern Arizona each year. Despite this level of popularity, the CNF receives a very small amount of per mile dollars in appropriated funds to maintain them.

Stewardship of the trail system has not met internal or external expectations over the last decade. The CNF has been unable to bring the quality of the trail system up to an acceptable level. Despite efforts to leverage volunteers and grants, deferred maintenance continues to grow. Limited staffing, even more limited appropriated funding and the challenges of large-scale high elevation wildfire are all relevant factors. Unlike roads and developed facilities, the responsibility for managing the trail system lies solely within the recreation program and is not shared with engineering.

A window of opportunity has opened to re-establish a trail system that USFS and our partners can be proud of. *The National Strategy for a Sustainable Trail System*, announced in February 2018, recognizes these challenges and opportunities. CNF Action Plan builds off these strategic actions to engage and leverage employees, partners, volunteers, and friends. Similarly, passage of the Great American Outdoors Act (GAOA) and ongoing progress in meeting the CNF's Sustainable Recreation goals will allow to us to invest strategically in the next five years.



CNF Trail Program Strengths, Weakness, Opportunities and Threats (SWOT) Exercise results

<p>Strengths</p> <ul style="list-style-type: none"> • Large pool of interested and engaged volunteers • Most popular asset on the Forest • Engaged leadership who support a renewed focus on the trail program • Substantial success in some areas with volunteers and partners • Growing population base and mix of urban and rural communities • Existing financial agreements with partners (Arizona Trail Association, Wild Arizona, American Conservation Experience, Arizona Conservation Corps, Borderlands Restoration, TORCA and others) • Other CNF programs (engineering, heritage) with a track record of completing projects • Arizona Trail Association partnership • Improved financial position with fee changes 	<p>Weaknesses</p> <ul style="list-style-type: none"> • Overall capacity not meeting maintenance targets or public expectations for decades • Slow decline in agency staff knowledge and skills related to trails and backcountry recreation • Sizable and increasing demands for recreation staff time limit time for trails and dispersed recreation • Agency limitations related to fleet and inability to increase permanent labor • Very limited trail plans “on-the-shelf” • Outdated trail information online, and limited social media communication • Trail system available uses doesn’t reflect changing tastes/trends
<p>Opportunities</p> <ul style="list-style-type: none"> • Coherent and organized volunteer training – Sky Island Trail Stewards – ready for launch • Working with partners to engage and welcome minority, indigenous and communities of color to trails Creatively building staff capacity to engage/support volunteers • Great American Outdoors Act – direct funding and ability to free up other funds • Meeting public demand in frontcountry areas • Leveraging marketing and other support from growing tourism sector • 	<p>Threats</p> <ul style="list-style-type: none"> • Unpredictable appropriated budget • Large wildfires that will increase maintenance requirements • User conflicts in some areas • Growing and unwieldy user-created trail system • Climate change and other factors that make visitor use locations and intensity dynamic • Emerging technologies like e-bikes and side by sides if not managed appropriately • Growing requirements for threatened and endangered species protection • Trails as vectors for invasive species and low visitor awareness of this issue • Resource damage risk

Trails and Wilderness Action 1: Implement the CNF Wilderness Education Plan

The CNF completed a Wilderness Education Plan in 2019. This plan identifies wilderness issues and provides recommendations that will help implement priority education goals to protect wilderness resources and maximize the effectiveness of the limited funds available for wilderness management. The plan outlines priority issues, education actions, resources and costs needed, and a schedule for getting them done in each of the 8 wilderness areas.

MEASURABLE OUTCOMES: Reduced number of motorized wilderness incursions; higher visitor satisfaction with wilderness stewardship performance; improved wilderness character and wilderness stewardship scores; improved Wilderness Stewardship Performance scores.

TIMEFRAME: See wilderness education plan.

TASKS NEEDED: See wilderness education plan.

RESOURCES NEEDED: See wilderness education plan.

Trails and Wilderness Action 2: Deepen and broaden volunteer capacity through the Sky Islands Trail Stewards volunteer training and an Adopt-a-Trail program

The Sky Island Trail Stewards program was conceived in 2019 but has yet to fully launch. Through a cooperative financial agreement with Wild Arizona, six workshops will be planned to help elevate trail stewardship skills among current and future volunteers. The Climbing Association of Southern Arizona has joined the program to help diversify the range of trail skills being offered. Individuals trained to Forest Service standards may be able to adopt trails and take a leadership role with agency support. The CNF already has outstanding trail volunteers like the Tucson Off-Road Cyclists and Advocates and Trail Riders of Southern Arizona; this program will help expand these successes.

MEASURABLE OUTCOMES: Increased number of volunteers working on trails; increased number of hours and value of hours stemming from volunteer and partner work; improved share of the trail system receiving maintenance each year; increased use due to improved trail conditions.

TIMEFRAME: First training is scheduled for April 2021; additional training under current agreement planned into early 2022. Opportunity to extend program based on success.

TASKS NEEDED:

Organize each training and recruit participants

Coordinate with other trail training providers in the each (e.g. Arizona Trail Association) to ensure a cohesive and complementary suite

Staff engagement to identify suitable volunteer projects once training is complete

RESOURCES NEEDED:

Additional funding if the training program is extended past the first six training events

Non-monetary recognition for volunteers – shirts, jackets and hats

Sufficient trail tools

Trails and Wilderness Action 3: Work with American Conservation Experience to field a 2-person, long-term Coronado recreation and trails crew to bolster capacity and lead volunteer events

There is a mismatch between volunteer interest in trail work and the capability of Forest Service staff to identify and oversee their work. American Conservation Experience will recruit, train, and support a two-person crew through their Conservation Corps program. The purpose of the crew is to support the CNF recreation and heritage program by engaging volunteer trail stewards and assist with outdoor recreation objectives Forest wide. ACE will select two crew members who will be supported by Forest staff and the ACE Project Coordinator to ensure consistent and high-quality output. ACE will provide vehicles and intends to identify Sierra Vista, AZ as their duty station. Alternate duty locations may be considered based on recruitment success.

To ensure skill building and long term relationship development between the forest, volunteer groups and ACE, these individuals will be recruited for two consecutive terms: one-year term followed by a six-month term for a total of 18

months, which can be extended as future funding allows. The crew will also be supported on an as-needed basis from a professional trail specialist and project coordinator, both ACE employees.

MEASURABLE OUTCOMES: Additional 25 volunteer trail event days per year (\$40,000 equivalent value); Additional grant seeking from partners, estimated at \$30,000/year; Improved trails will lead to modest increases in visitation at trailhead fee sites including Mt Lemmon, Madera Canyon, Cochise Stronghold; Improving cabin experience will increase occupancy long term; deferred maintenance addressed by crew during non-volunteer events will help meet annual 10% maintenance target; building pipeline of future USFS employees.

TIMEFRAME: Target start date is August 2021, ending no sooner than March 2023.

TASKS NEEDED:

Complete grant package
On-boarding support and project identification

RESOURCES NEEDED:

\$250,000 for the first 18 months

Trails and Wilderness Action 4: Revise trail maintenance priorities, focusing on “artery” trails that link key destinations. Identify one quarter to one third of the system with no legal public access or very minimal visitor use to the lowest level maintenance status to free up resources for other areas.

Available trail maintenance resources need to be focused, especially in light of recent wildfires. This prioritization process should be as collaborative as possible; it needs to involve a variety of trail users, stakeholders, and resource specialists. The intent of this process is not to identify trails for decommissioning or removal, but instead identify the truly important trails within the system including heavily used frontcountry trails and backcountry trails that form the “arteries” of our wilderness trail systems and link destinations important to wilderness visitors. This action complements and sets the table for Action 5 below. The resulting information will also support environmental analysis, including consultation on species listed under the Endangered Species Act.

MEASURABLE OUTCOMES: Modifications to the maintenance levels of the entire 1,100-mile trail system; improved trail conditions from re-directed resources.

TIMEFRAME: Planning for this action will begin in FY21, and the priorities will be identified in FY22.

TASKS NEEDED:

Updating the information in the USFS Infra database, including updates to maintenance levels and deferred maintenance needs

RESOURCES NEEDED:

Project team with geospatial, planning, trail assessment and public engagement capabilities – this could include a mix of CNF employees, Enterprise staff and partners
Funding for trail crews and professionals to complete the identified work – estimated deferred maintenance backlog on CNF trails exceeds \$1.5 million

Trails and Wilderness Action 5: Use a collaborative and community-based process to complete trail planning in the priority areas below, addressing system and unauthorized trails. Identify suitable areas for possible trail development with low natural and cultural resource conflict.

Collaborative trail planning and a solid track record of success in the Southwestern Region. Examples such as the Greater Prescott trails effort, the Flagstaff Trails Initiative, and the community partnerships pushing Sedona's Red Rock trail system forward are excellent models and examples. Using this inspiration, the CNF will structure effective, transparent, and balanced collaborative efforts for specific trail systems that rely on experience-based trail planning concepts. The areas below were identified by Forest Service staff and identified during partner sensing. They are areas with major maintenance challenges, high degrees of user interest, opportunity to meet user needs, and/or have known issues with unauthorized trails. As a general rule, mid and lower elevations on the CNF are likely to have lower natural resource concerns based on habitat for listed species under the Endangered Species Act such as the Mexican Spotted Owl. These areas should be closely evaluated for opportunities to meet modern user demands in a more environmentally sustainable manner.

- *First Priority*
 - Mount Lemmon
 - Pinalenos
 - Red Springs Phase 2

- *Second Priority*
 - Huachuca Front Range – Ash Canyon to Brown Canyon
 - Patagonia Vicinity, including connections to newly routed Arizona National Scenic Trail
 - East and West Cochise Stronghold
 - Whetstones

MEASURABLE OUTCOMES: Signed decisions approving trail improvement, development, re-routes, and decommissioning; improved competitive position for outside funding sources; reduced erosion and other natural resource impacts.

TIMEFRAME: A calendar of trail planning initiatives is included at the end of this document.

TASKS NEEDED:

Collect data on trail use, unauthorized trails, and known resource concerns in locations targeted for trail planning

Establish a collaborative trail planning process that can be adapted to different locations

RESOURCES NEEDED:

Project team with geospatial, planning, trail assessment and public engagement capabilities – this could include a mix of CNF employees, Enterprise staff and partners

Financial capacity for some contracted trail design and stakeholder engagement support

Trails and Wilderness Action 6: Complete approved trail projects that help distribute use and provide sustainable trail opportunities near communities.

Several projects have been improved through the NEPA process and are at various stages of implementation:

- Arizona National Scenic Trail Temporal Gulch reroute (under construction)
- Perimeter Trail (under construction)
- Tanque Verde Falls Recreation Enhancement Project (approved decision)

After completion, we will review and pursue other promising “backyard” trail development opportunities that meet sustainable recreation principles and benefit a variety of users.

MEASURABLE OUTCOMES: Miles of trail and number of trailheads developed; increased visitor use in frontcountry areas; share of overall CNF visitors using trails rather than developed facilities.

TIMEFRAME: Varies by project.

TASKS NEEDED:

Project implementation planning and volunteer administration
Coordination and support with partner such as Arizona Trail Association and Friends of Reddington Pass

RESOURCES NEEDED:

See individual project workplans.

Trails and Wilderness Action 7: Gather data on visitor use, wilderness character, and resource condition to support the completion of Wilderness Management Plans between 2025 and 2030.

The Forest Plan requires that Wilderness Management Plans are prepared for each of the 8 designated wilderness areas within 10 years of plan completion, or 2028. Data will be collected in advance where possible to help establish baseline conditions. A round of wilderness character and solitude monitoring was recently completed by Wild Arizona.

MEASURABLE OUTCOMES: Percentage of wilderness areas with up-to-date visitor information.

TIMEFRAME: As time is available during the entire 5 year plan window.

TASKS NEEDED:

Create a wilderness data collection plan
Deploy counters and cameras
Wilderness character monitoring

RESOURCES NEEDED:

Funding for trail counters and cameras
Funding for third party data collection support
Seasonal staff or partner support (e.g. Wild Arizona, The Wilderness Society, Sky Island Alliance)



Green Mountain Trail after the Bighorn Fire

THEME: Tourism and Community

Offering equitable and welcoming access to people of all backgrounds, races, ethnicities, cultures, and ability levels has become one of the most pressing and frequently discussed concerns in outdoor recreation management. Dialogue and institutional interest around outdoor recreation equity has been growing since 2015. The development and growth of organizations like Latino Outdoors, Outdoor Afro, and Natives Outdoors is just one visible indicator of this interest. Land managers and recreation providers are being called upon to reflect on recreation management through the lens of equity, relevancy, diversity and inclusion.

Tribal relationships are one facet of this overall effort. The CNF maintains a governmental relationship with 12 federally recognized American Indian Tribes that have aboriginal territories and traditional ties to the land. These tribes include the Ak-Chin Indian Community, Fort Sill Apache Tribe, Gila River Indian Community, Hopi Tribe, Mescalero Apache Tribe, Pascua Yaqui, Pueblo of Zuni, Salt River Pima-Maricopa Indian Community, San Carlos Apache Tribe, Tohono O'odham Nation, White Mountain Apache Tribe, and Yavapai-Apache Nation. All tribes have recognition as sovereign nations and are valued partners in stewardship of the land. The Forest Plan provides direction and suggested programmatic efforts to enhance these relationships.

Lands now part of the CNF show a 12,000-year legacy of human use. Recreational use has both the potential to negatively impact these sites if recreation is improperly managed, as well as deepen people's awareness about our cultural history and heritage. Several locations on the CNF such as Brown Canyon Ranch and Kentucky Camp serve as compelling examples for a blending of outdoor recreation and heritage appreciation.

The CNF is a core part of the nature-based tourism offerings in Southern Arizona. Survey data indicates over 25% of visitors come over 500 miles away, and just over 7% are international. Land managers have a keen interest in partnering with organizations that market public lands to help guide the flow of visitation, impart stewardship messages, increase awareness of natural and cultural resources values, and benefit local communities.

Much of the work in this theme boils down to a single term: storytelling. While frequently used, the term encapsulates much of what lies ahead.

Tourism and Community Action 1: Pursue opportunities to respect indigenous use and history through interpretation and recognition of traditional stories and place names, especially when new sites or trails are developed.

Place names carry considerable significance. Many parts of the CNF have traditional names used by one or more of the 12 federally recognized tribes with ties to the Sky Islands, yet relatively few recreation trails and sites reflect these names (there are exceptions, such as Babab Do-ag in the Santa Catalinas). As the CNF develops new trails and recreation sites, we should discuss with the appropriate tribes about the integration of traditional names, especially within Traditional Cultural Properties. Similarly, recreation sites and trails serve as outstanding opportunities for interpretation about traditional and indigenous use.

TIMEFRAME: Ongoing

RESOURCES NEEDED:

Staff support from CNF Tribal Liaison, public affairs, and heritage program staff.

Tourism and Community Action 2: Back to basics - invest in continual improvement of the CNF website and on-site visitor information by holding two dedicated content improvement days each year. Follow through on improvements with dedicated resource assistants and seasonal staff.

A lack of quality with the CNF websites was cited by several employees and partners during the development of this plan. Without sound information on the website, social media posts – regardless of how compelling – will lead visitors astray. The task of updating the site is shared among District, SO and Regional staff. Updates are often not made in a timely manner to reflect changes in conditions and often contain inaccuracies. Instead of this approach, the CNF will set aside dedicated work sessions among recreation staff to review and ensure the accuracy of webpages and maps. These can be updated on the spot with support from public affairs and communications staff. The resulting information can also be integrated into printed materials that can be made available at partner visitor information centers, local hotels, and other venues.

MEASURABLE OUTCOMES: Improved visitor traffic to the CNF website; reduced instances of inaccurate or outdated information.

TIMEFRAME: Twice per year starting in FY22.

TASKS NEEDED:

Convene the content improvement days and identify topics
Follow through with needed revisions, updates, and printing

RESOURCES NEEDED:

Resource assistant or temporary employee support if the quantity of revisions warrants it - \$20,000 to \$35,000/year

Tourism and Community Action 3: Take a balanced communication approach that includes proactive messages about available opportunities, rather than just a focus on rules and regulations.

- Expand relationships with destination marketing organizations, partners and service providers such as Visit Tucson, Cochise County Tourism Council, Arizona Office of Tourism, and the Gila Valley Chamber of Commerce to promote lesser used recreation areas. Slowly build with small successes, then expand efforts.
- Continue to increase awareness in the community about business opportunities through the special uses open seasons for recreation events and outfitters and guides.
- Continue the Recreation RoundUp for at least one year, a bimonthly newsletter from the Recreation, Heritage and Lands Staff Officer.

MEASURABLE OUTCOMES: Increased content about the CNF shared via third party marketing.

TIMEFRAME: Ongoing.

TASKS NEEDED:

Identify contacts at each outdoor organization and destination marketing organization and set up meetings

RESOURCES NEEDED:

Staff time in the recreation, public affairs, special uses, and partnership programs.

Tourism and Community Action 4: Commit to Spanish translation of all on-site visitor materials, followed by digital and video products.

The CNF is located near communities with a substantial share of Spanish-speaking residents. Similarly, Mexico represents the single largest international source of tourists to Arizona. While translation should not be considered

sufficient by itself, it is a necessary step for making recreation sites and areas usable and welcoming to Spanish speakers.

MEASURABLE OUTCOMES: Number of sites with Spanish language information.

TIMEFRAME: Generally as information is updated, but could be sooner at priority locations with a high proportion of Spanish-speaking visitors (e.g. Pena Blanca Lake, Madera Canyon)

TASKS NEEDED:

Identify high priority sites

RESOURCES NEEDED:

Staff support or funding for contracted translation

Tourism and Community Action 5: Continue enrichment of our social media presence, especially video capacity.

This effort will involve close coordination with public affairs and communication. In some cases, partners can offer support for video content, editing and/or production. All videos should be short, compelling, and suitable for social media. Videos will be produced in phases:

- **Phase 1**

Visitor Experiences and Public Access: These videos highlight the work of the CNF by describing the needs for change identified in the Forest Plan, a series called “Journey for Future Generations”.

Hidden Gems/lesser visited sites: These videos will highlight lesser visited destinations on the CNF such as Kentucky Camp, the Huachuca Canyons, Rucker Canyon, and Mount Graham.

- **Phase 2**

“How-to” Guides for Visiting Popular Destinations: These highly practical (rather than just promotional) videos will provide bilingual guides for accessing and using popular locations on the CNF including Madera Canyon, Sabino Canyon, Parker Canyon Lake, Mount Lemmon, and Cave Creek Canyon. They will highlight Leave No Trace and stewardship principles.

- **Phase 3**

Heritage Storytelling: These videos will showcase the deep human history of the CNF, and how the Forest Service and our partners are valuing people and places.

MEASURABLE OUTCOMES: Number of video views and impressions; increased social media following and metrics; increased visitation on lesser visited locations; improved visitor spending.

TIMEFRAME: See action calendar.

TASKS NEEDED:

Special use permit authorizations or nominal use determinations to allow for video and photo filming from partners

RESOURCES NEEDED:

Resource Assistants, temporary employees, term positions or Regional Office support for video production
Funding for partnership agreements

Tourism and Community Action 6: Take concrete steps to ensure the CNF is welcoming to those from different cultural backgrounds and different ability levels.

- Integrate an equity lens on all recreation operations, infrastructure, and plans.
- Maintain regular dialogue with equity and diversity-focused organizations through Conservation Conversations and other forums.
- Take steps to ensure the recreation workforce reflects our community, consistent with USDA goals

The word equity means “the state, quality or ideal of being just, impartial and fair.” Equity in the context of public lands recreation involves seeking to understand that ways in which all current and potential users value the forest. The aim is to take steps to ensure barriers are minimized or removed where possible. Concrete examples include following through on the CNF accessibility transition goals to ensure recreation facilities are available to those with mobility limitations. Similarly, it may also mean evaluating whether recreation areas have an adequate supply of various recreation amenities such as individual and group picnic sites. Another example would be whether there are a variety of trail types, surfaces, and grades to accommodate a variety of age ranges and ability levels. Law enforcement methods, culturally relevant interpretation, and public engagement techniques are all other examples of where an equity lens could be used. Understanding these needs only comes through listening.

MEASURABLE OUTCOMES: Higher proportion of facilities meeting accessibility goals; reduced equity gap by increased minority participation; improved volunteerism; Increased diversity in the CNF workforce.

TIMEFRAME: Ongoing.

TASKS NEEDED:

Strengthen, build, or re-establish relationships with organizations focused on diversity, equity and inclusion especially in the outdoor recreation realm

Effective and fair recruitment for available temporary and permanent positions

RESOURCES NEEDED:

Potential funding for Resource Assistants or other employees to assist with outreach and engagement

THEME: Access and Dispersed Recreation

The “Sky Islands” nature of the CNF contributes greatly to public access issues. Public roads and highways (County, State, and Federal) pass between mountain ranges (12 units in 6 counties and 2 states) with private or State Trust lands between those public roads and highways and the National Forest, often leaving the public without legal access. Population growth and development in Southeastern Arizona has led to a greater demand for access to public lands and, at the same time, increased development of adjacent private lands, which results in even greater restricted public access. Approximately two-thirds of the CNF does not have adequate permanent legal access. The scope of this challenge led to public access being identified as one of the five needs for change driving the recent Forest Plan revision.

Recent legislation underscores the importance of this item. In Public Law No: 116-9 John D. Dingell, Jr. Conservation, Management, and Recreation Act:

“Congress declares that it is the policy of the United States that Federal departments and agencies, in accordance with the missions of the departments and agencies...to facilitate the expansion and enhancement of hunting, fishing, and recreational shooting opportunities on Federal land, in consultation with the Wildlife and Hunting Heritage Conservation Council, the Sport Fishing and Boating Partnership, Council, State and Tribal fish and wildlife agencies, and the public.”

Solving these challenges often requires a variety of partners with different legal authorities and technical capabilities. Collaboration is at the heart of the actions in this theme.

Access and Dispersed Recreation Action 1: Take a collaborative approach, bringing together agency and nonprofit partners together through the Southeast Arizona Access Initiative to discuss shared opportunities.

The CNF has convened a collaborative group that includes the Bureau of Land Management, The Nature Conservancy, Trust for Public Land, Arizona Game and Fish Department, and the Arizona Land and Water Trust to share information about shared access challenges and opportunities

MEASURABLE OUTCOMES: Increased number of access points with legal and physical access; Increased number of acres available for public recreation.

TIMEFRAME: Meetings are scheduled every 7 weeks through 2022.

TASKS NEEDED:

Create a definition of tiered “public access” for NEPA documents and public discussion
Create a shared communication strategy and approach for shared projects and issues

RESOURCES NEEDED:

Realty specialist staff support from the Arizona lands zone
Funding to research legal status, possibly through the ACES program

Access and Dispersed Recreation Action 2 Deepen operational partnerships with local governments for securing legal road access outside forest boundaries.

The Forest Service is prohibited from obtaining property interest outside the Forest boundary, including fee title acquisition or easements, except under very limited circumstances. Counties, local governments, and state agencies play a critical role in securing adequate vehicular access.

MEASURABLE OUTCOMES: Increased number of access points with legal and physical access; Increased number of acres available for public recreation for hunting, fishing and other activities.

TIMEFRAME: FY22 start dialogue with Cochise County and Graham County.

TASKS NEEDED:

Complete analysis of key access challenges by county
Engage county departments of transportation and political leadership

RESOURCES NEEDED:

Geospatial analysis support, potentially through a partner
Partnership, engineering/roads, and lands staff support

Access and Dispersed Recreation Action 3: Focus on the following priority areas for reestablishing public access that has been lost:

- **Western Galiuros**
- **Chiricahuas**
- **Northern Whetstones**
- **Peloncillos**

These areas have been identified as priorities by District Rangers and participants in the Southeast Arizona Access Initiative meetings based on the current or anticipated severity of public access limitations. Resolutions to these specific access issues may include road construction, easement or right-of-way acquisition, or fee title purchase. Access challenges come during a time of increased demand for dispersed recreation including camping, hunting, birdwatching and other activities.

MEASURABLE OUTCOMES: Increased number of locations with legal and physical access; Increased number of acres available for public recreation.

TIMEFRAME: FY21 and continuing.

TASKS NEEDED:

Convene and coordinate working groups for each priority area
Identify needed rights of way, easements, and other forms of legal access to currently inaccessible roads

RESOURCES NEEDED:

Staff support from the engineering, recreation, and partnership programs
Funding for road construction, easements, rights-of-way, and fee title acquisition

Access and Dispersed Recreation Action 4. Use site condition surveys and other techniques to monitor visitation, understand visitor demographics and natural and cultural resource trends in high use dispersed camping areas to identify future priorities for planning and management. Select 3 to 5 dispersed recreation areas for planning in the next action plan.

MEASURABLE OUTCOMES: Data collected on recreation and resource condition.

TIMEFRAME: FY23 to FY25.

TASKS NEEDED:

Identify a data collection methodology

Identify a project schedule

RESOURCES NEEDED:

Staff and partner support (including possible University partnerships)

Data collection devices including traffic counters and cameras

Schedule of Planning and Major Actions

	FY21	FY22	FY23	FY24	FY25
Concept Plan Development	South Fork Day Use Walnut Grove Campground Madera Canyon	Mount Lemmon Parker Canyon Lake Mount Graham	Mount Lemmon Parker Canyon Lake	Pena Blanca Lake Plan implementation	Plan implementation
Trail Planning	Identify Maintenance Priorities	Identify Maintenance Priorities Mount Lemmon Red Spring Phase 2	Mount Lemmon Pinalenos Plan implementation	Selected Second Priority Areas Plan implementation	Plan implementation
Rooms with a View Cabin Program	Add Sollers Cabin to the rental program	Seek RAC approval for Canelo Cabins	Add Canelo Cabins to the rental program		
Developed Recreation Fees and Operations	Launch Recreation.gov Digital Passes Phase 1	Digital Passes Phase 2 Install Automated Fee Machines (Sabino, Parker Canyon) Contract restroom and trash servicing	Install Automated Fee Machines (Madera, two other locations tbd)		
Others	Launch Coronado Access Initiative Phase 1 Video Production	Engage counties on access issues Build tourism/marketing relationships	Phase 2 Video Production	Phase 3 Video Production	

What We Won't Prioritize

Sustainable recreation principles and common sense require us to recognize we can't do everything at once. The following items will not be prioritized for recreation staff time during the FY21 to FY25 period.

- Wilderness Management Planning (to be completed 2025 to 2030)
- New campground development, except for replacement
- New visitor center development
- In-depth or extended recreation staff involvement in interpretive or education programs
- Large-scale scale interpretive or education site development

These activities may be supported in other way such as offering facilities for public use, issuing special use permits, or providing financial support to partners as funds are available.

How This Action Plan Was Prepared

The process to revise the Sustainable Recreation Action Plan revision was launched in October 2020. The Recreation, Heritage and Land Staff Officer identified four themes for the revision after consultation with line officers and staff across the Forest. An outline of the proposed process and timeline was presented to and approved by the FLT in October.

Employee Teams by Theme

Starting in November, teams of CNF employees met on a monthly basis to discuss the challenges, opportunities, and potential actions under theme. Participation on these teams was voluntary but made available to all CNF employees. Twenty CNF employees representing a wide range of roles and specialties participated in one of the nine meetings held from November 2020 to March 2021.

Partner Sensing

The CNF sought to engage with our partners and gain outside perspectives. In total 11 responses were gathered from nearly 20 individuals between December 2020 and February 2021.

The purpose of sensing was to understand what makes the Coronado unique; the existing conditions, trends, and stressors that might impact social, economic, and ecological sustainability; and to surface the good ideas that will contribute toward the Sustainable Recreation Strategy update. Sensing is a participatory research approach that gives voice to the public and shows that the Forest Service cares enough to meet with individuals and listen to their ideas and concerns.

Leadership and FLT Review

The Action Plan was distributed for staff and leadership review in March 2021 and approved without modification on March 18, 2021 by the Forest Leadership Team.

