



United States
Department of
Agriculture

Forest
Service

**Southwestern
Region**

September 2011



Record of Decision

Travel Management Plan

Coconino National Forest Coconino, Gila, and Yavapai Counties, Arizona



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Printed on recycled paper – September 2011

Record of Decision

Coconino National Forest Coconino, Gila, and Yavapai Counties, Arizona

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Abstract: This document records a decision based on the Coconino National Forest Travel Management Environmental Impact Statement. Information on the alternatives considered, justification for the chosen alternative, and details regarding the decision and future implementation are discussed.

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Introduction

General Location

The project area consists of Federal public lands managed by the Coconino National Forest (Forest), comprising approximately 1.8 million acres in northern Arizona. The Forest spans a broad array of environments from alpine tundra to desert scrub. The Coconino National Forest is grouped together with a number of other federal public lands such as the Tonto, Apache-Sitgreaves, Kaibab, and Prescott National Forests while also bordering or surrounding Bureau of Land Management lands, State trust lands, and several National Monuments managed by the National Park Service. The Forest borders or surrounds several cities including Flagstaff, Sedona, Camp Verde and Cottonwood and is traversed by major interstate highways I-17 and I-40. Many of the private lands within the Forest boundary include subdivided residential properties, small businesses, and ranches.

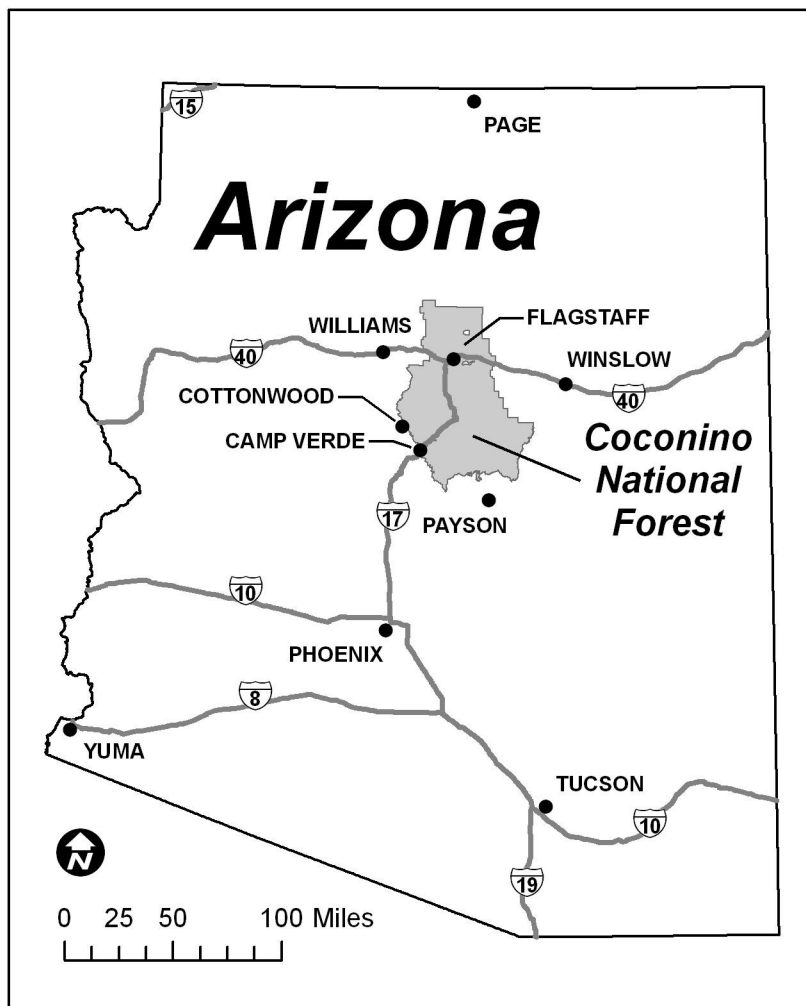


Figure 1: Vicinity map of the planning area

Background

Comprehensive management of motor vehicle use on the Coconino National Forest and surrounding national forests began in the 1970s due to Executive Order 11644. By 1975, the

Regional Forester of the Southwestern Region of the Forest Service approved an off-road vehicle management plan that included a number of location-based restrictions because of several reasons: wildlife, soils, watershed protection, public safety, big game winter range, geological and archeological resources, religious and cultural reasons, and the protection of primitive and wilderness values. Many of these 'closures' were incorporated into the 1987 Forest Plan. In addition, the Forest Plan officially established the Cinder Hills OHV Area, specifically designated for OHV use.

In the last two decades, the growth of motorized recreation has led to a greater amount of motorized use on the Forest, sometimes in areas with sensitive resources. The combined growth of motorized recreation, non-motorized recreation, and development in adjacent private lands has resulted in a growing level of user conflict. To address these trends, the Coconino National Forest has established a number of administrative closures to prevent motorized use in areas with repeated conflict or resource impact. In addition, in the last ten years the Forest has established a small system of designated motorized trails and continues to work on maintaining a growing system of roads and non-motorized trails. Yet user conflict and resource impacts continue to increase based on the existing system of Forest rules for managing motorized use.

In November 2005, new Federal Regulations called the Travel Management Rule were established. These new regulations required each Forest to establish a designated system of roads, trails, and areas by vehicle type and time of year. Designated roads, trails, and areas shall be identified on a motor vehicle use map, made available to the public for free (36 CFR §212.56). Once a motor vehicle use map is published, it is prohibited to possess or operate a motor vehicle on the Coconino National Forest other than in accordance with those designations, unless this motor vehicle use occurs under one of the exemptions listed in the Travel Management Rule at (36 CFR §261.13).

Purpose and Need

The purpose and need of this project is based on the need to change management to conform to the Travel Management Rule and to move toward the desired conditions as stated in the Coconino National Forest Land and Resource Management Plan (Forest Plan). The purpose of this project is to provide for a system of National Forest System roads, trails, and areas designated for motor vehicle use on the Coconino National Forest that will minimize impacts to natural and cultural resources.

The proposed actions are necessary to address unacceptable resource damage created by increased motorized use across the Forest over the past 30 years. The magnitude and intensity of motor vehicle use has increased to the point that the intent of Executive Orders 11644 and 11989, both pertaining to the use of motorized vehicles on public land, cannot be met while still allowing unrestricted cross-country travel. Soil and water quality and wildlife habitat are being affected by unmanaged motorized use and recreation, as is the ability of some national forest visitors to have quality nonmotorized experiences.

A need exists to reduce the number of open road miles on the Forest and to address resource impacts associated with unmanaged motorized use. This need is based on the intent of the previously mentioned executive orders and the Travel Management Rule, which require that motor vehicle use of trails and areas on Federal lands be managed to address environmental and other impacts, but that motor vehicle use on Federal lands continue in appropriate locations.

There is also a need to amend the forest plan to prohibit motor vehicle use off the designated system of roads, trails and areas to comply with the Travel Management Rule. Additionally, there is a need to provide limited motorized use off of certain designated routes for the purposes of dispersed camping and motorized big game retrieval to facilitate traditional and common use patterns of the Coconino National Forest. This action responds to the final Travel Management Rule regulations under 36 CFR §212.

Decision and Rationale

My Decision

This record of decision (ROD) documents my decision and rationale for the actions I am authorizing under the USDA Forest Service 2005 Travel Management Rule. This decision reflects over four years of engaged public involvement, collaboration, and consultation with individuals, groups, agencies, Tribes, and local governments with both common and widely diverse interests, coupled with the environmental analysis necessary for me to make an informed decision. I appreciate the time, energy, and viewpoints that were contributed by so many to shape a wide range of options that have been considered for this decision.

This decision is not the end of planning for management of motorized use on the Coconino National Forest, but the beginning. Considering this decision includes the cumulative input of thousands of comments on almost 8,000 miles of road, it is likely there will be errors that weren't detected, there will be changes that are needed due to changing conditions, and we will find out that some of the rules may result in unforeseen circumstances in some locations. It is important that the reader understand that the point of this decision is to provide a starting point for management of motor vehicle use on the Coconino National Forest in compliance with the 2005 Travel Management Rule. I fully commit to additional motorized route planning and making changes to motorized use management through the National Environmental Policy Act to continue improvement of forest access, motorized recreation, and the protection of forest resources for current and future generations.

Based on my review of the environmental analysis and input from the public, I have decided to implement a motorized vehicle system that I will describe as "Alternative 3, as Modified," because this system reflects similar intent as the modified proposed action described under Alternative 3 in the draft and final environmental impact statements (DEIS and FEIS).

This decision reflects Alternative 3 as analyzed in the FEIS, except that this decision authorizes off-road motorized use up to one mile from designated roads for elk retrieval in game management units 6A, 6BN, 6BS, and 7E; which are in addition to 7W and 8 analyzed for Alternative 3 in the FEIS. Additionally, this decision incorporates the following changes from Alternative 3 as analyzed in the FEIS:

Table 1. Changes to Alternative 3 incorporated in the decision.

Route	Change	Reason	Discussion of Effect
81	Change to 'highway legal only' designation from 'all vehicles' designation from 9366M East to Lake Mary Road.	Main graveled road that is currently managed as highway legal only. The high maintenance of this road means people speed down this road. Allowing ATVs on this road where there is a great volume of traffic from Lake Mary Road would be a safety issue.	The east side of this road would provide connectivity between 9396M and 9336K, and 81C, but it would be adjacent and partially through private land, and within the first two miles of Lake Mary Road. Changing this access would enhance OHV connectivity, but not in areas with the greatest potential user conflict and safety issues.
92	Change to 'highway legal only' designation from 'all vehicles' designation west of 683.	Main graveled road that is currently managed as highway legal only. The high maintenance of this road means people speed down this road. Allowing ATVs on this road where there is a great volume of traffic from Lake Mary Road would be a safety issue.	Very little, the west side of 92 doesn't connect to any other 'all vehicle' routes
95	Change whole route to 'highway legal only' designation from 'all vehicles'	Main graveled road that is currently managed as highway legal only. Portions of route are on very steep terrain with switchbacks and drop-offs, would be a safety issue to mix children on ATVs and full-sized vehicles here.	Currently managed for highway-legal vehicles only. Designating a portion of this route as 'all vehicles' would allow connectivity between 719 and 139A, but this is the most dangerous portion of the road.
122	Remove portion of route east of 122E.	This portion of the road crosses private and there is no FS jurisdiction.	No effect. There is currently no access here, it is an error
122C	Change to 'highway legal only' from 'all vehicles' east of 6374	Main graveled road that is currently managed as highway legal only. Portions within approx. 2 miles of Hwy 87 should not include mixed traffic due to highly maintained road and potential for high traffic volume.	Currently managed for highway-legal vehicles only. Designating a portion of this route as 'all vehicles' would provide opportunity to cap next to riding routes.

123	Change to 'highway legal only' designation from 'all vehicles' designation	Main graveled road that is currently managed as highway legal only. The high maintenance of this road means people speed down this road. Allowing ATVs on this road would be a safety issue.	Very little, there are only 3 'all vehicle' spur roads that connect to this road. It would not affect any interconnected ATV routes.
124	Change to 'highway legal only' designation from 'all vehicles' except for small piece between 124H and 9481L.	Main graveled road that is currently managed as highway legal only. This road receives heavy traffic since it connects between Lake Mary Road and 82.	Currently managed for highway-legal vehicles only. Connectivity enhanced by keeping a portion of the route that provide connectivity designated as 'all vehicles'.
135	Change to 'highway legal only' designation from 'all vehicles' except for small piece between 135L and 294, and between 93A and 9361B.	Main graveled road that is currently managed as highway legal only. This road receives heavy traffic since it connects between Lake Mary Road and 82.	Currently managed for highway-legal vehicles only. Connectivity enhanced by keeping two portions of the route that provide connectivity designated as 'all vehicles'.
137	Change to 'highway legal only' designation south of intersection with road 711 from 'all vehicles' designation.	Main graveled road that is currently managed as highway legal only. The high maintenance of this road means people speed down this road. Allowing ATVs on this road near FR300 where there is a good deal of traffic would be a safety issue.	A portion of this road 10 miles north of FR300 was designated to allow an ATV riding loop with 711.
139	Change to 'highway legal only' designation from 'all vehicles' designation. Keep small portion of route between 139A and 139C as 'all vehicles'.	Main graveled road that is currently managed as highway legal only. The high maintenance of this road means people speed down this road. Allowing ATVs on this road would be a safety issue. A small portion of the road was designated all vehicle to allow for some connectivity.	There are a few 'all vehicle' spur roads. Portion connecting 139A and 139C would allow for connection between miles of ATV routes.

141H	Change to 'highway legal only' designation from 'all vehicles' designation. Keep small portion of route between 320 and 320A as 'all vehicles'.	Main graveled road that is currently managed as highway legal only. This high maintenance of this road and the fact it connects two main other roads (FR300 and 141) means people speed down this road. Allowing ATVs on this road would be a safety issue.	A small portion of the road was designated 'all vehicle' to allow for connectivity between two level 2 routes.
142	Change to 'highway legal only' designation from 'all vehicles' designation. Keep small portion of route between 142D and 142F as 'all vehicles'.	Main graveled road that is currently managed as highway legal only. This high maintenance of this road and the fact it connects two state highways (AZ 260 and AZ-87) means people speed down this road. Allowing ATVs on this road, near the highways would be a safety issue.	A small portion of the road was designated 'all vehicle' to allow for connectivity between level 2 route network.
144	Change to 'highway legal only' designation from 'all vehicles' designation.	Main graveled road that is currently managed as highway legal only. This high maintenance of this road and the fact it connects State Hwy 260 to main forest road 149, would cause major safety issues.	This route doesn't connect to any other level 2 roads and thus would not affect connectivity in anyway.
147	Change to 'highway legal only' designation from 'all vehicles' designation.	Main graveled road that is currently managed as highway legal only. This high maintenance of this road and the fact it connects State Hwy 87 to main forest road 300, would cause major safety issues.	Currently managed for highway-legal vehicles only, so little or no effect.
149	Change to 'highway legal only' designation from 'all vehicles' designation. Keep small portion of route between 9403E to 142 as 'all vehicles'.	Main graveled road that is currently managed as highway legal only. This high maintenance of this road and the fact it connects several other main, graveled roads together.	A small portion of the road was designated 'all vehicle' to allow for connectivity between level 2 route network.
211F	Change all of 211F to designated for 'all vehicles'.	A 0.2mile portion of the route in the middle is shown as not designated, which would not make any sense.	No effect. This was an error.

218	Change to 'highway legal only' designation from 'all vehicles' designation only north of intersection with 218A.	High traffic due to proximity to Forest Road 300. Traffic and road maintenance level enabling higher speeds could cause safety issue.	Majority of route would be designated 'all vehicles' for distances more than 2 miles from 300.
218A	Change to 'highway legal only' designation from 'all vehicles' designation.	High traffic due to proximity to Forest Road 300. Traffic and road maintenance level enabling higher speeds could cause safety issue.	Currently managed for highway-legal vehicles only, so little or no effect.
229	Change to 'highway legal only' designation from 'all vehicles' East of 229D and West of 229F.	High traffic in proximity to Stoneman Lake Road (213) and Lake Mary Road could cause safety issues on this main road.	Portions of route with connectivity to level 2 route system would be designated as 'all vehicles'
229	Remove portion of dispersed camping corridor from intersection with Forest Road 213 to a quarter mile past intersection with 644. Move this corridor to the 9367G road.	Dispersed camping corridor was located in an open grassland, or dry meadow. Would have resulted in visual and soil impacts. Corridor was moved to nearby location with inventoried dispersed camp sites. Expected to result in decreased impacts to visual resources and soil by preventing the loss of vegetation in grassland/meadow.	
294	Change to 'highway legal only' designation from 'all vehicles' west of 135D	High traffic in proximity to Lake Mary Road could cause safety issues on this main road.	Portions of route with connectivity to level 2 route system would be designated as 'all vehicles'
295	Change to 'highway legal only' designation from 'all vehicles'.	High traffic in proximity to Knoll Lake Campground and the 300 road.	Currently managed for highway-legal vehicles only, so little or no effect.
305	Change to 'highway legal only' designation from 'all vehicles' east of 939	High traffic in proximity to Lake Mary Road could cause safety issues on this main road.	Portions of route with connectivity to level 2 route system would be designated as 'all vehicles'
308	Change to 'highway legal only' designation from 'all vehicles' designation.	High traffic in proximity to the 300 road could cause safety issues on this main road.	Currently managed for highway-legal vehicles only, so little or no effect.
319	Change to 'highway legal only' designation from 'all vehicles' designation between 319F and private land in Section 4.	User conflict from ATV use from kids on private land. Changing designation of this route would prevent non-highway legal OHV use adjacent to private land, but still allow access.	To reduce conflict from OHV use on and adjacent to private land while still providing connectivity for OHV use in surrounding areas.

319	In section 34, Change to 'highway legal only' designation from 'all vehicles' east of intersection with 9718U. Remove route crossing private land to intersection with 9718P.	This is a gated community for which FS has no road easement on private land.	To correct a mistake.
515	Remove portions of designated route in State and private lands east of Section 7.	FS does not have a legal easement here to designate public access.	
515A	Remove portions of designated route in State and private lands east of Section 7.	FS does not have a legal easement on 515 to designate public access.	
612	Add this road designate for 'highway legal only'	This is a main graveled road on a ridgetop. No wildlife concerns. No watershed concerns. Including this route in designation would reduce traffic between the 141 and 147 roads.	This was a mistake. We went back and reviewed the East Clear Creek Roads Analysis Process and risk factors identified for this route. There were also no access benefits, which is a mistake because it is a graveled main connector road.
616	Change to 'highway legal only' designation from 'all vehicles'.	High traffic graveled road connecting two main roads hwy 87 and 149. High traffic road could cause safety issues on this main road.	Currently managed for highway-legal vehicles only, so little or no effect.
625	Change to 'highway legal only' designation from 'all vehicles' south of 317B.	Provides access between private property and the highway.	Currently managed for highway-legal vehicles only, so little or no effect.
700	Change to 'highway legal only' designation from 'all vehicles' south of FR133 and north of 78.	High traffic on main graveled road near Hwy 17 and 240. High traffic road could cause safety issues on this main road.	Currently managed for highway-legal vehicles only, so little or no effect.
701	Remove portion of route south of 6034B and north of where it crosses private lands. Change southern remaining portion to 'highway legal only' designation from 'all vehicles'	This portion of the route does not exist, and the southern portion only provides access to private.	This is a correction of a mistake.

708	Change to 'highway legal only' designation from 'all vehicles'	Route has high traffic (Fossil Creek Road), major safety issues due to regular overcrowding and few options for ingress/egress if there was an OHV accident.	Currently managed for highway-legal vehicles only, so little or no effect.
751	Remove the eastern 1.3 miles of this road from designation, or about where the road takes a sharp turn to the North.	A portion of the road goes across part of the Blue Ridge Reservoir dam structure and was previously closed for security purposes.	Reflecting this correctly would result in no changes in management and no effect.
9004T	Remove portion of this route in private.	Private and gated road. No Forest Service easement.	This is a correction of a mistake.

The modifications to Alternative 3 reflect the public responses to the DEIS, consultation with agencies, and further environmental analysis. My decision incorporates components analyzed and described in each of the alternatives (1, 3, and 4). These components are within the range of the components described in the FEIS (see "Alternatives Considered in Detail" in the FEIS and Table 1 below). The effects of Alternative 3, as Modified, are within the range of effects described in the FEIS. The designated motorized system routes, game retrieval, dispersed camping, and other components and features of the decision are shown on attached maps 1 and 2 in the Record of Decision Map Packet.

Table 2. Comparison of alternatives and decision summary [() = miles open seasonally]

Proposed travel designations	Alternative 1	Alternative 3	Alternative 4	Alt 3, Modified
Road miles	7,484	3,097 (61)	3,423	3,097 (61)
Trail miles	125*	39	89	39
Total	7,609	3,136 (61)	3,512	3,136 (61)
Roads – Highway legal only (miles)	440	407 (4)	423	553 (4)
Roads – All vehicles (miles)	7,044	2,690 (57)	3,000	2,545 (57)
Trails – single track (miles)	79	20.5	70.5	20.5
Trails - < 50 inches (miles)	9.3*	9.3	9.3	9.3
Trails – All vehicles (miles)	36.7	8.5	8.5	8.5
Total	7,609	3,136	3,512	3,136
Acres open to Game Retrieval	Up to 1,496,246	49,478	Up to 1,496,246	991,793

Expected off-road vehicle trips per year for game retrieval	Unknown	74	2,922	1,667
Acres open to motorized dispersed camping	Up to 1,496,246	43,313	43,313	43,313

* Reflects inventoried routes. There are likely many more existing routes.

Designated Motorized System

All routes designated for motorized use will be subject to the wet weather travel restrictions, which provide for temporary closure of roads when heavy precipitation or ice causes saturation of soils or dangerous driving conditions. These restrictions (implemented in 2006) allow for a backbone system of roads to remain open, which are the most suitable for travel during wet conditions and are strategically located to maintain reasonable access to the forest. These travel restrictions are implemented as an administrative decision, based on weather conditions (rather than fixed dates), to allow for flexibility due to the variable weather of the high elevation environs that occur on the Coconino National Forest. More information on the wet weather policy is located here: <http://www.fs.fed.us/r3/coconino/conditions/wet-weather.shtml>

In addition to wet weather restrictions, some designated roads include seasonal restrictions to protect wildlife or other Forest resources, which will be identified on the Motor Vehicle Use Map.

Roads Open to Highway Legal Vehicles Only

Roads open to ‘highway-legal vehicles only’ will total 553 miles. Operators must meet applicable State laws for driver licensing, safety, and vehicle registration. Approximately 4 miles of the 553 total miles will be seasonally restricted. This decision changes 146 miles of roads that were designated as ‘all vehicles’ in the FEIS to ‘highway legal vehicles only’ for safety purposes.

Roads Open to All Vehicles

Roads open to all vehicles will total 2,545 miles. These roads are not intended to be managed as public highways, but State safety and registration requirements still apply. About 57 miles of the 2,545 total miles will be seasonally restricted.

Trails Open to All Vehicles

Trails open to all vehicles will total 8.5 miles. This includes the 6.7 miles Casner Mountain Trail and the 1.8 miles Lower Smasher Canyon Trail. Due to the narrow nature of the Casner Mountain Trail and its location under a power line, Forest visitors wishing to use this trail must first contact the District Office for access for safety purposes (to ensure there will not be vehicles stuck on the narrow trail with no way to back up or pass). There are no seasonal designations for any of these routes.

Trails Open to Single Track Only

Motorcycle-only trails will total 20.5 miles, which includes the existing Fort Valley Motorized Trail System. These trails are for single-track (two-wheeled) motorcycle use. There are no seasonal designations for any of these routes.

Trails Open to Vehicles 50 Inches or Less in Width

Trails 50 inches or less in width will total 9.3 miles. These trails include the existing Munds Park Motorized Trail System. This designation of 50 inches or less was used based on existing gate widths, which would prevent passage from larger OHVs. There are no seasonal designations for any of these routes.

Motorized Big Game Retrieval, Elk Only

Off-road vehicle use for motorized big game retrieval, elk only, will be allowed on approximately 991,793 acres as shown in the Record of Decision Map Packet. The maps indicate where elk can be retrieved with a motorized vehicle within one mile of designated roads. This includes a distance of one-mile from all designated roads in game management units 6A, 6BN, 6BS, 7W, 7E, and 8, which occur on the Coconino National Forest. Designation of motorized big game retrieval for Game Management Unit 22 is deferred to the Tonto National Forest.

Where off-road motorized use is authorized by this decision, it is approved under the following terms:

- o Hunters would be required to use the most direct and least ground-disturbing route in and out of the area to accomplish the retrieval.
- o Motorized big game retrieval would not be allowed in existing off-road travel restricted areas, or when conditions are such that travel would cause damage to natural and/or cultural resources.
- o Motorized vehicles would not be permitted to cross riparian areas, streams, and rivers except at hardened crossings or crossings with existing culverts.

Dispersed Camping

Motor vehicle use for the purpose of dispersed camping is allowed within 300 feet along both sides of 581 miles of designated road and along one side of 32 miles of designated road. These motorized dispersed camping corridors are shown in the Record of Decision Map Packet. The area open to dispersed camping totals an estimated 43,313 acres.

Where dispersed camping corridors are not designated, Forest visitors may park up to 30 feet off the road edge to camp or to pursue other activities. The reason this decision allows parking up to 30-feet from the side of the road in areas without dispersed camping corridors is (a) to be consistent with adjacent national forests, (b) to allow ample room for parking for all vehicle types, and (c) to limit motor vehicle impacts adjacent to the road corridor in undesignated areas.

Resource damage is not allowed as a result of dispersed camping (for example, cutting live vegetation). Crossing streams is prohibited if water is present (except on designated routes), and

crossing wetlands is prohibited. Moving, going around, going over or going past barriers (e.g., gates, rock berms, barriers, and signs) is not allowed.

Closing Motorized Cross Country Travel

The Forest will be closed to unrestricted motorized cross-country vehicle travel unless specifically designated as open. The existing 13,711 acre Cinder Hills OHV area is designated open for cross-country travel. Other off-road motorized travel is authorized for the purposes of game retrieval, elk only, and dispersed camping as described above in “Motorized Big Game Retrieval, Elk Only” and “Dispersed Camping”.

Forest Plan Amendments

This decision includes nonsignificant Forest Plan Amendment No. 24 to the 1987 Revised Forest Plan as Amended. There are several parts to this amendment. In order to implement this decision and the 2005 Travel Management Rule, and to update Forest Plan direction, my decision amends several objectives having to do with the amount of motorized use and management strategies on the national forest. It also amends several Forestwide standards and guidelines to make it clear that motorized travel opportunities will be as displayed on the Forest motor vehicle use map. Finally, my decision amends standards and guidelines for several management areas, changing existing wording allowing motorized use unless restricted to indicate that motorized travel is allowed where specifically designated. These changes will align Forest Plan language with the intent and direction in the 2005 Travel Management Rule. Specific changes are shown in Appendix A to this Record of Decision.

Forest Orders

Any existing Forest Orders that are not consistent with this Record of Decision will be rescinded.

Orders are posted at <http://www.fs.fed.us/r3/coconino/nepa/forest-orders/index.shtml>

Motor Vehicle Use Exemptions

The Rule contains specific language regarding use and exemptions. My decision includes the following provisions that are applicable under Federal regulations, existing agency policy, or changing circumstances:

After National Forest System roads, National Forest System trails, and areas on National Forest System lands have been designated pursuant to 36 CFR §212.51 on an administrative unit or a Ranger District of the National Forest System, and these designations have been identified on the motor vehicle use map, it is prohibited to possess or operate a motor vehicle on National Forest System lands in that administrative unit or ranger district other than in accordance with those designations, provided that the following vehicles and uses are exempted from this prohibition:

- a. aircraft;
- b. watercraft;
- c. over-snow vehicles;

- d. limited administrative use by the Forest Service;
- e. use of any fire, military, emergency, or law enforcement vehicle for emergency purposes;
- f. authorized use of any combat or combat support vehicle for national defense purposes;
- g. law enforcement response to violations of law, including pursuit;
- h. motor vehicle use that is specifically authorized under a written authorization issued under Federal law or regulations; and
- i. use of a road or trail that is authorized by a legally documented right-of-way held by a State, County, or other local public road authority.

Tribal Relations

Nothing in the Rule or this decision alters or is inconsistent with any treaty rights held by tribal governments or existing agreements between tribes and the Forest Service. Comments received from tribal governments during public comment pointed to a number of concerns from tribes regarding continued access to parts of the Forest that are sacred or used for ceremonial purposes.

This decision will not prevent tribal access as the Forest will continue to issue Federal permits to allow motorized access to tribal governments to drive on un-designated routes or areas for access to sacred sites or locations for ceremonial purposes. For example, the Forest currently provides permits for collection of Forest resources for traditional purposes. The use of motor vehicles on undesignated roads or off-road vehicle use can be included in these permits, where appropriate, to facilitate continued access.

Staged Implementation

My decision will be implemented under the provisions of the 2005 Travel Management Rule and the features described in this document. Certain features or components of this decision will not be available for use initially, and will be implemented as appropriate design criteria are applied, such as a limited number of dispersed camping corridors that need cultural survey prior to being displayed on the MVUM per our programmatic agreement with the Arizona State Historic Preservation Office. Available funding will affect the rate of implementation. Also, due to the 2010 Schultz Fire and ongoing reconstruction efforts, forest roads including 6064D, 9121K, 553, and a small section connecting Forest Road 146 to the 420 road will not be displayed on the first version of the MVUM map. This will prevent user conflict and safety issues where heavy machinery may be intermittently using these routes throughout reconstruction efforts in 2012.

Changes in System and Route Use

My decision recognizes and anticipates that certain designated routes may not be available in a particular season or year because of contractor or timber purchaser operations, public safety, or resource concerns, leading to reduced miles available for motorized use or recreation.

Routes designated in this decision may change over time. The Rule recognizes that designations of roads, trails, and areas for motorized vehicle use are not permanent and that environmental impacts, administrative needs, changes in demand, route construction, and monitoring conducted

under the Rule may lead land managers to revise designations over time, closing, opening, or changing designated routes as needed to meet Forest management purposes and missions, including annual project planning (36 CFR §212.54, §212.57). Nothing in this decision precludes future project-specific environmental analyses or Forestwide strategic or project plans from proposing construction, removal or reconstruction of system roads and trails, or annual changes to roads, trails and areas as conditions warrant through appropriate project and other decision authorities.

Rationale for the Decision

I am selecting Alternative 3, as Modified, because it meets the purpose and need, addresses Travel Management Rule minimization criteria, and because it represents the best balance of the social, economic, and environmental interests and effects. I will explain my rationale for the selected alternative as a whole, and for the component parts in the following sections.

Meets the Purpose and Need

Alternative 3, as Modified, meets the spirit of the Rule, and will allow the Forest to implement an official travel system for motorized use and establish a Forest Motor Vehicle Use Map. My decision will help meet the increasing demand for recreational opportunities and provide a range of quality experiences for other Forest users. It achieves these purposes in a more balanced way when compared with the other alternatives.

Alternatives 3, 4, and Alternative 3, as Modified, would each reduce adverse impacts caused by unmanaged cross-country and road and trail usage in order to maintain and conserve the conditions of ecosystems and watersheds. Alternative 1, the “no action” alternative, does not meet the purpose and need as adverse impacts would continue to occur.

Alternative 3, as Modified, offers many recreation opportunities over time while minimizing impacts to cultural, social, and natural resources. In summary, Alternative 3, as Modified, meets the purpose and need.

Addresses Environmental, Cultural, and Social Issues and Concerns

Designated Motorized System

My decision designates 3,097 miles of road under Forest Service jurisdiction and 39 miles of motorized trails. My decision maintains access to Forest by designating the large majority of roads that provide connectivity for legal access, recreational purposes, emergency access, and forest management.

This decision is a result of an iterative process of reviewing each road based on a number of risks (to environmental, cultural, and social values) and benefits (for access and recreation). This process began with the Travel Analysis Process. The Travel Analysis Process included a values and risk-based review of each road. Each road was given a rating for each value and where the values of risks outweighed the values of benefits, these roads were not included in the Minimum Road System.

This Minimum Road System established the initial proposed action that was released for public review and comment in 2007. Review of the public comments received provided a second iteration for reviewing routes that were identified in comments. Public comments often provided information of which routes were valued for recreational use, access, and motorized opportunities. These values were considered and balanced against the potential impacts designation of each route would cause to cultural, environmental, and social values. Based on this review, several secondary routes that were previously not included in the proposed action were incorporated into the Modified Proposed Action (Alternative 3) or Alternative 4. The large majority of 'trails' for 4x4 use or ATV use submitted by the public were also considered and included for designation in one or both alternatives as forest system roads (see discussion on Provision of Recreation Opportunities in Findings Required by Law and Regulation, below).

Alternatives 3 and 4 and analysis of each alternative were released for public comment through the Draft Environmental Impact Statement. The Forest received over 1,000 letters or e-mails, which were reviewed with input from the Arizona Game and Fish Department, U.S. Fish and Wildlife Service, and other agencies. In addition, any routes to be added were reviewed against spatial resource information such as Endangered, Threatened and Sensitive species habitat; potential impacts to cultural resource sites, affects on user conflict, impacts to water and soil resources, scenic and visual resources, and potential impacts on the spread of invasive species.

These reviews resulted in a number of changes to both Alternative 3 and 4 to incorporate new information about values for access, recreational opportunity, and social and resource impacts. In some situations these reviews resulted in the re-consideration of routes that were not included in the DEIS. For example, the 50-mile Challenger Trail was originally not considered in the DEIS, but was fully analyzed in Alternative 4 of the FEIS to address comments from single track motorcycle riders who submitted comments identifying needs for motorized recreational opportunities. Another example is Red Tank Draw, which is a Forest Service system road (previously closed, but still being regularly used) that is used as a 4x4 trail. Based on comments received from the Verde Valley 4-Wheelers, the Forest completed field-based site visits to determine the potential of effects to soils, water quality, and Endangered Species habitat from designation of this road and determined the effects were negligible. In other situations, the reviews resulted in the removal of routes from one or more alternatives, such as with several unauthorized routes along Forest Road 708 (Fossil Creek Road), which encroached into the Hackberry Inventoried Roadless Area. Another example of this is that the Forest removed a number of unauthorized routes and dispersed camping corridors from both Alternatives 3 and 4 due to a comprehensive review of all of these routes and areas against archeological survey data updated in the summer of 2010. These routes were often removed from one or both alternatives to ensure that both of the alternatives considered in the FEIS were viable options for a decision.

Alternatives 3 and 4 were then fully analyzed in the FEIS for a broad variety of Forest resources including recreation, wildlife, cultural resources soil and water quality, scenic resources, botany and invasive species, local economies, and special management areas. My decision to choose the route system analyzed under Alternative 3 rather than that analyzed under Alternative 4 is due to the following specific reasons:

- Alternative 3 would result in approximately 100-200 tons less sediment per year than Alternative 4 in watersheds that are currently impaired due to sediment from vehicle use of unpaved roads (see Water and Soil Specialist Report for more detail).

- Alternative 3 would result in an additional 4% decrease in road density and an additional 5% decrease in drainage crossings than Alternative 4 (See Fisheries Specialist Report for more detail), which would better meet the objectives identified for road density in the Forest Plan and more completely address management changes needed to recover water sources with impaired water quality.
- Alternative 3 did not include the Challenger Trail, which is partially located in the San Francisco Mountains Traditional Cultural Property and thus would result in additional cultural impacts (see Cultural Resources Specialist Report for more detail).
- Alternative 3 would result in fewer scenic impacts from continued use of several routes that are clearly visible along main transportation corridors and areas with high scenic quality (see Scenery Specialist Report for more detailed information), which would improve conditions toward Forest Plan objectives for Scenery.
- Alternative 3 would result in little reduced motorized access (less than 3%) across the Forest compared to Alternative 4 (see Recreation Specialist Report for more detail), thus resulting in little impact on Forest users.
- The differences between Alternatives 3 and 4 would result in negligible negative economic effects from reduced motorized recreation opportunities, but could result in increased positive economic opportunities from enhanced non-motorized recreation opportunities (see Economic Impact Report for more detail).
- Alternative 3 would include almost 20% fewer designated routes (31 miles) than Alternative 4 in existing and proposed (in the Forest Plan Revision process) special management areas such as Environmental Study Areas, Wildlife Habitat Management Areas, Botanical Areas, Geological Areas, Experimental Forests, and Research Natural Areas. As a result, this alternative would help move conditions toward management objections for these areas (see Special Areas Report for more detail).
- Alternative 3 would reduce conflict between motorized users to a greater extent than Alternative 4 by reducing the amount of routes in Primitive areas by almost 20% more (See Recreation Specialist Report for more detail).

I understand that Alternative 3 reduces motorized recreation opportunities compared to Alternative 4; however, the tradeoffs associated with this decision have led me to choose Alternative 3. In addition, the provision of motorized recreation opportunities is not precluded by this decision. Rather, comprehensive site-specific planning will occur in the future to address this issue as discussed in the FEIS and in the discussion on Provision of Recreation Opportunities in Findings Required by Law and Regulation section, below.

Public Interest in Having More Designated Motorized Trails

One of the main tradeoffs in this decision is the reduction in motorized trail opportunities. This decision would reduce motorized recreation opportunities specifically for single track riders more than other motorized recreation users such as ATVs, UTVs, and 4x4 vehicles. Each motorized trail received from public input was reviewed, and while most of the motorized trails submitted from ATV, UTV and 4x4 users coincided with existing forest system roads, many of the single track motorized trails did not.

Many of the user-submitted motorized trails were located in areas with conflicts that require a more focused site-specific consideration with full stakeholder involvement. Most of those unauthorized motorized trails submitted for review are located in areas with potential for impact to wildlife habitat, rare plant habitat, cultural resources, or user conflict (Provision of Recreation Opportunities in Findings Required by Law and Regulation section, below). For example, the Airport Trail was considered, but upon review it was found that part of the trail is located outside of National Forest System lands, occurs near private lands with user-conflict, and is partially located on a parcel of land identified for a Congressional land exchange.

This decision authorizes the fewest miles of motorized trails. It includes designation of the existing motorized trail system of 37 total miles (including the 20.5 mile single track Fort Valley Motorized Trail System). I've made the decision not to include the other motorized trails considered in Alternative 4 or Alternative 1 because I believe these trails result in undesirable impacts to wildlife, cultural resources, and user conflict that can be avoided and minimized through more focused planning efforts. Specifically, the Challenger Trail in Alternative 4 was not selected because the trail is located in an area identified as a Traditional Cultural Property by tribal governments and much of this loop is now no longer in existence due to the 2010 Schultz wildfire.

In no way is the intent of this decision to preclude future planning efforts to facilitate motorized recreation on designated trails. Rather I see this decision as a framework within which to continue working with partners to establish a connected motorized trail system that is built from comprehensive planning efforts through the National Environmental Policy Act and public input.

Availability and Impacts of Motorized Dispersed Camping

The availability of motorized dispersed camping opportunities is one of the main concerns I've read from public input. This decision authorizes motorized use on up to 300 feet along both sides of 581 miles of designated road and along one side of 32 miles of designated road. Many of the concerns associated with the designation of camping corridors were addressed through changes to alternatives beginning with the initial proposal to the alternatives as presented in the FEIS.

For example, many of the letters I read shared concerns that a 100-foot corridor as originally included in the proposed action (2007), would not allow for car campers to avoid the dust and noise that occurs adjacent to roads. To address this issue and based on a recreation quorum of state, university, and federal recreation managers and researchers; the 100-foot corridor was expanded to 300-feet and changed from occurring on 100% of designated roads to 20% of designated roads. This provided a more usable corridor length, without increasing impacts to resources throughout the Forest.

Another regular concern from public input was that the corridors would restrict car camping to such an extent that they will cause crowding and thus impact the quality of motorized camping. This concern is addressed in a few ways. First, the dispersed camping corridors do not restrict where Forest visitors may camp, but only where they may *drive* to pursue camping. Thus, those who feel that a camping corridor is too crowded for their preferences can walk to areas to camp away from these corridors. Another way this concern was addressed was by making a number of changes to the locations of the camping corridors between the DEIS and FEIS based on inventory of dispersed camp sites throughout the Forest and input from ground-based Arizona Game and Fish Department enforcement officers and Forest Service recreation staff. Many changes were

based on re-locating or adding some corridors where inventories showed concentrations of dispersed camping sites near roads. Input from Forest Service and Arizona Game and Fish personnel that spend every day in the field patrolling the Forest was also highly valuable to ensure the designated motorized camping corridors occurred in locations that included existing car camping use.

Lastly, the planning team employed another strategy to facilitate meeting the demand for motorized dispersed camping – designating ‘spur roads’ or motor vehicle use routes that do not provide through traffic. Many spur roads were designated along the mesas of the Mogollon Rim, along the many ridges overlooking West Clear Creek, along Jacks Canyon, and along the back roads that provide access to the rim along the many canyons of the Red Rock Secret Wilderness. Many of these routes were included for designation specifically to accommodate a semi-primitive camping experience away from the perceived presence of others.

The Forest also received comments from individuals and organizations that thought the designation of dispersed camping corridors would result in unacceptable impacts to Forest resources. Although I do expect that designation of dispersed camping corridors will result in some increased impact to vegetation in those corridors, thus impacting scenery and wildlife habitat, this decision will have the overall effect of reducing impacts to these Forest resources. This is based on changes made through the iterative process used to review and scrutinize dispersed camping corridors by comparing each corridor against wildlife, rare plant and invasive species, and cultural resource spatial data. For example, between the DEIS and FEIS motorized dispersed camping corridors that occurred in meadows, that occurred on archeological sites, or that occurred in Threatened, Endangered, or Sensitive wildlife habitat were generally removed or relocated. The scenery, cultural, botany and wildlife specialist reports clearly show that designating areas for motorized camping will result in the protection of sensitive areas in the Forest. Thus, the resulting dispersed camping corridors included in this decision are expected to move conditions toward Forest Plan objectives for all Forest resources.

Concern Regarding Availability of and Impact of Off-Road Motorized Big Game Retrieval

The ability of Forest users to travel off-road to retrieve big game (especially elk) is the primary area of concern for those who hunt big game. Whereas many hunters strongly prefer the ability to drive off-road to retrieve game to prevent spoilage and provide for a satisfactory hunting experience, other hunters have experienced off-road motorized use from others as a barrier to satisfactory hunting. Furthermore, many public comments have expressed concern of the environmental damage that often occurs during hunting season from off-road motor vehicle use.

My decision for motorized big game retrieval lies between the amount of big game retrieval considered in Alternative 3 and 4. I have made this decision based on the many comments received on this subject and the many discussions between the Arizona Game and Fish Department and the U.S. Fish and Wildlife Service.

Although all those who provided input or those agencies that specifically discussed their concerns related to motorized big game retrieval may not be satisfied with this decision, their input and information led me to a decision where those game units most susceptible to off-road motorized use would be managed differently to those game management units that are less vulnerable to infrequent off-road motorized use. For example:

- This decision does not authorize off-road motorized use for big game retrieval in game management unit 5A. This is based on the professional opinion from Fish and Wildlife Service and general agreement from the Arizona Fish and Game Department that authorizing big game retrieval would negatively impact Threatened, Endangered, and Sensitive aquatic species in the East Clear Creek watershed, which are strongly impacted by sedimentation caused from upstream off-road vehicle use (see Fisheries specialist report for more detail).
- This decision does not authorize off-road motorized use for big game retrieval in game management unit 5B North and South due to the unique grassland-type vegetation of this area and the increased potential for disturbance to other hunters from off-road vehicle use rutting and associated scenic impacts from off-road vehicle use, and an increased likelihood for propagation of invasive species from off-road vehicle use (see Botany and Scenery specialist reports for more detail).
- This decision does not authorize off-road motorized use for big game retrieval in game management unit 11M, based on input from Arizona Game and Fish Department that this unit is more susceptible to user conflict (since it includes the public lands surrounding private lands and recreational trails around Flagstaff) and from input from resource specialists that the higher concentration of invasive species in this unit would make it more susceptible to spread of these species from off-road motorized use.

In addition to the rationale above, my reason for allowing slightly more than half (but not all) of the Forest open to off-road travel for game retrieval is to provide opportunities for hunters with different motorized preferences and to provide a framework that can provide information for future planning and improvement.

- This decision does not authorize motorized big game retrieval in several game management units with a very large number of elk permits to allow for a primitive hunt experience without the potential for motorized intrusion. Although Arizona Game and Fish Department personnel were very concerned with this part of this decision, studies completed by the Department make it clear that motorized use negatively impacts hunter satisfaction (see Recreation Specialist Report). Furthermore, based on a recent Travel Management decision on the adjacent Kaibab National Forest and proposals on the Apache-Sitgreaves and Tonto National Forests – there may be no other opportunity outside of Wilderness in northern Arizona where hunters could choose a primitive hunting experience without off-road motor vehicle use. Lastly, those elk hunters who feel it is necessary to drive off-road to retrieve game to have a satisfactory experience can apply for the majority of game management units that allow for off-road motorized game retrieval.
- Another important reason this decision authorized motorized big game retrieval in only some portions of the Forest is to provide opportunities for greater understanding of the effect or benefits of motorized big game retrieval. There is clearly some uncertainty or at least disagreement about the potential impacts of authorizing or not authorizing off-road motorized big game retrieval. The Arizona Game and Fish Department has argued that a decision to restrict off-road motorized game retrieval may reduce capacity to manage game populations. At the same time, evidence from other national forests such as the Grand Mesa –Uncompahgre National Forest, have shown that allowing some level of motorized big game retrieval can result in substantial resource impacts that outweigh

concerns for game management. This decision will provide an opportunity to see first-hand how motorized restrictions on big game retrieval may affect game management, hunter satisfaction, and impacts to Forest resources.

I understand this decision on motorized big game retrieval will not satisfy all; however, it is based on professional judgment of state and federal wildlife managers and provides for opportunities for hunters to choose different hunting experiences. It also provides a foundation from which the Coconino National Forest may learn from these differences and continuously improve management of motor vehicles for increased resource protection, big game management, and hunter satisfaction over time.

In addition to authorization of off-road motorized use for retrieval of elk as described above, I would like to point out that under Alternative 3, as Modified; approximately 78.6% of the Forest outside of Wilderness would be within ½ mile of a designated road. Based on this information, I believe this alternative would provide opportunities for off-road motorized elk retrieval for those hunters that feel it is necessary for a satisfactory hunting experience. Yet this alternative would not restrict game retrieval to such an extent that it would prevent the killing or harvest of smaller game animals or elk in game management units without off-road motorized game retrieval to cause widespread meat spoilage or the loss of the ability to manage big game populations.

Public Safety and State Law

I carefully considered public safety and state law in making my decision. In the 2005 Travel Management Rule, the agency acknowledges there can be a need to mix highway-legal and non-highway-legal vehicles on some National Forest System roads, a concept often referred to as “motorized mixed use.” I have the delegated authority to designate roads as “motorized mixed use roads.” Where I designate roads as ‘all vehicles’, I understand that this may affect the interpretation of State Laws for licensing requirements and vehicular equipment requirements on these routes. I will continue to work with state, county, and municipal law enforcement agencies to facilitate motorized access and recreational opportunities for all users that is enforceable and understandable to the public.

This decision includes the designation of approximately 146 miles of road as ‘highway legal vehicles only’ instead of ‘all vehicles’ as was included in Alternative 3 of the FEIS. The purpose of this was to ensure safety on roads with motorized mixed use where graveled road surfacing and proximity from state and county highways could make such mixed use very dangerous.

Public safety was a major consideration in my decision on this issue. My decision designates some roads open to all vehicles in order to connect motorized trail systems to maintain motorized recreation opportunities or to facilitate motorized access to destinations where trail access is not proposed at this time.

Persons with Disabilities

I believe my decision makes a sufficient number of diverse routes available to motorized recreationists, and that no additional provision is necessary for people with disabilities who depend on motorized transportation to enjoy the Forest. Under section 504 of the Rehabilitation Act of 1973, no person with a disability can be denied participation in a Federal program that is available to all other people solely because of his or her disability. However, there is no legal requirement to allow people with disabilities to use OHVs or other motor vehicles on roads, trails,

and areas closed to motor vehicle use because such an exemption could fundamentally alter the nature of the Forest Service's travel management program (7 CFR §15e.103). Reasonable restrictions on motor vehicle use, applied consistently to everyone, are not discriminatory.

Access to Private Lands or Other Jurisdictions

This decision maintains reasonable access to other ownerships where appropriate, where required by law, where it makes sense environmentally, and where the public interest is best served. I have made every effort to follow the principle that access for one is access for all so that single purpose or restricted use of routes on public lands is the exception in accordance with Forest Service policy.

In reviewing the affected environment of the Recreation Specialist Report, I noted that other ownerships nearby provide other recreation opportunities. Private lands currently provide moto-cross and mud bogging, for example. Other adjacent national forests and Bureau of Land Management lands also provide opportunities for enduro motorcycle riding, ATV riding, and 4x4 vehicle trips of all technical levels (see Recreation Specialist Report for more detail). My decision took into account other uses on other ownerships in evaluating what motorized recreation opportunities are available in the local and regional area.

Best Available Science

My decision is based on consideration of the best available science. The record contains a thorough review of relevant scientific information and responsible opposing views, and where appropriate, acknowledges incomplete or unavailable information, scientific uncertainty and risk.

Specifically, the extensive literature cited by specialists, listed in the FEIS, shows that relevant literature has been reviewed and considered in preparing the EIS. In addition, the record shows that literature cited by the public during the comment period has been reviewed and considered as appropriate.

Public Involvement

The Travel Management Rule includes a requirement for public participation consistent with the National Environmental Policy Act. The Rule states, “The public shall be allowed to participate in the designation of National Forest System roads, National Forest System trails, and areas on National Forest System lands and revising those designations pursuant to this subpart. Advance notice shall be given to allow for public comment, consistent with agency procedures under the National Environmental Policy Act.” 36 CFR §212.52(a).

Advance notice and public participation began for this process with scoping. Scoping is an ongoing process used to identify important issues and determine the extent of analysis necessary for an informed decision on a proposed action. The Forest Service has gathered comments from individuals, organizations, and local, State and Federal agencies that are interested in or affected by the proposed action. Comments may pertain to the nature and scope of the environmental, social, and economic issues, and possible alternatives related to the development of the designated motorized system and EIS.

Scoping

On July 25, 2007, our notice of intent (NOI) to prepare an environmental impact statement was published in the Federal Register. The NOI, which formally initiated the scoping process, requested public comments on the original proposed action from July 25 through September 8, 2007. We sent the proposed action to potentially affected people and those that have expressed an interest in this project during the transportation analysis process. We held a series of 14 open houses to further explain the proposed action and to provide opportunities for public input. Table 2 lists the locations and dates of each open house.

Table 3. Travel Management Rule open house locations and dates

City	Location	Date(s)
Flagstaff, AZ	Coconino High School	10/14/2006
		11/04/2006
	Sinagua High School	07/31/2007
		08/04/2007
Happy Jack, AZ	Happy Jack Lodge	10/16/2006
		11/06/2006
		08/01/2007
Phoenix, AZ	Days Inn	10/17/2006
Camp Verde, AZ	Cliff Castle Casino	10/18/2006
		11/09/2006
		08/02/2007
Winslow, AZ	Winslow High School	10/19/2006
Navajo Nation	Leupp Chapter House	02/16/2007
	Cameron Chapter House	10/16/2007

Using the comments from the public and other agencies, the interdisciplinary team developed a list of issues to address in the analysis (see “Issues” section below). These issues were used to identify alternatives to the proposed action. Additionally, comments from scoping were used to create a modified proposed action, which is analyzed in the FEIS document as Alternative 3.

Publication of the Draft Environmental Impact Statement

On March 19, 2010, we published a draft environmental impact statement (DEIS) and the Federal Register published a notice of availability. This date began the 45-day comment period for public input. The DEIS included three alternatives, including no action. The DEIS included information on the potential effects of each alternative to soil and water, recreation, social and economics, wildlife, air quality, economic justice, rare plants and invasive species, and cultural resources.

Response to DEIS, and Changes from Draft to Final

We received over 1,000 comments during the comment period. I appreciate the time, energy, and passion expressed by all who shared their interests, views, and concerns. Many of the comments (and additional information provided after the release of the DEIS) resulted in modifications to the alternatives and changes to the analysis of potential effects. The comments provided a framework for further analysis the interdisciplinary team included in the FEIS, and, ultimately, contributed to my decision.

Public comments were categorized into themes or summary statements expressing the same or similar kinds of comments. Responses were provided for each of those comment or concern areas. The extensive response to comments (available online and summarized in the EIS) describes how each comment was addressed in the EIS analysis.

In addition to responding to comments in the EIS, I have made a number of changes to the FEIS based on comments and meetings held based on the alternatives included in the EIS. Despite these changes, the total amount of designated routes and areas changed less than four percent than what was included in the DEIS. The main changes between the draft and final EISs include:

- A number of dispersed camping corridors designated in the DEIS were removed from the FEIS due to location of archeological or historic sites, and to a lesser extent a small number of dispersed camping corridors were removed due to presence of endangered and threatened species habitat. In some instances, camping corridors were removed from only one side of a road to protect water sources or meadows. Some portions of dispersed camping corridor were removed based on updated field data showing the entire corridor exists in un-drivable terrain or a portion was on private property.
- A number of dispersed camping corridors not designated in the DEIS were added to the FEIS based on input from public comments and from the Arizona Game and Fish.
- Route designations were either removed, added, or altered based on input from private landowners regarding their need for access to private lands within or adjacent to the Coconino National Forest or due to input from other State agencies regarding legal right-of-ways access.
- Several short segments of system and unauthorized roads encroaching into Inventoried Roadless Areas were removed from one or both alternatives.

- Several routes identified as ‘unauthorized routes’ in the DEIS were changed to system routes based on information, which showed many campground roads, trailhead roads, and roads to Forest Service offices and facilities were not correctly classified in the DEIS.
- The length of miles of motorized trails was changed to reflect recently collected spatial data.
- Some route designations were changed to ensure roads aligned correctly with those designated in the recent Travel Management decision on the Williams District of the Kaibab National Forest.
- The Lower Smasher Canyon Trail was added to Alternative 3 based on ground-based surveys.

More information on the specific route and area designations changed between the DEIS and FEIS is included in the project record and more completely described in Chapter 1 of the FEIS.

Coordination with State, County, and Municipal Agencies

In addition to the formal public involvement process; my staff met with state, county, and municipal organizations and staff on a number of occasions to solicit input and modify alternatives being analyzed, where appropriate. For example, my staff met with and worked side-by-side with Arizona Game and Fish Department personnel on a number of occasions to discuss motorized big game retrieval, enforcement, and to solicit input on the designation of specific routes and motorized camping corridors in enforcement areas patrolled by Department game officers. The Coconino National Forest also met with the Arizona State Lands Office to improve consistency of Alternatives 3 and 4 with access needs and policy for state-owned lands that occur in checkerboard patterns with Coconino National Forest administered lands in the areas of Woody Mountain, surrounding Flagstaff, and along Yavapai County Highway 70.

My staff also met with members of Coconino County regarding the County’s recent acquisition of Rogers Lake to review and determine consistency with the new management plan for Rogers Lake. My staff also worked with Coconino County personnel on the revision of the Comprehensive Plan, which includes the strategy of inter-connecting trails across jurisdictional boundaries and tying them into regional ‘hubs’ such as Fort Tuthill County Park.

My staff also continues to work with Yavapai County to continue to work on access issues around the Sedona area. The travel management plan was shared with Yavapai County staff and each route for private access was closely scrutinized to ensure conflicts with County plans were minimized.

There was also an opportunity to discuss the Travel Management DEIS with the Gila County Planning and Zoning Commission Chairman, through presentations and question and answer sessions in June of 2011.

Lastly, my staff shall continue to work with municipalities on the issue of user conflict and forest access where these issues arise. For example, my staff worked closely with the City of Flagstaff to plan the reconstruction of the inner basin water pipeline road and identify routes that would need to be closed in 2012 (not displayed on the MVUM) to allow for reconstruction activities.

Alternatives Analyzed in Detail

Alternative 1 – No Action

National Environmental Policy Act (NEPA) regulations require the no action alternative to be included as a baseline for comparison to all action alternatives. This alternative proposes no change to the existing management of motorized travel on the Forest; therefore, no amendment to the Coconino Forest Plan to prohibit cross-country travel is included (even though it's required by the Travel Management Rule). Cross-country travel off National Forest System roads would continue to be allowed for any purpose, including motorized big game retrieval and dispersed camping. Existing restrictions and closures to motorized travel would remain in place.

No changes would be made to the following:

- the existing policy of allowing motorized cross-country travel on between 1,434,592 acres and 1,496,246 acres, depending on the time of year;
- the existing Forest road system;
- the existing motorized trail system; and
- management of or access to the Cinder Hills OHV Area.

The existing 5,162 miles of National Forest System road that are currently open for motorized vehicle use on the Coconino National Forest would remain open according to the current cross-country travel policy, as would the 929 miles of known existing unauthorized roads, plus many other miles of uninventoried unauthorized roads that exist across the Forest landscape.

There are also approximately 1,393 miles of existing National Forest System roads that have been closed to public use by previous NEPA or administrative decisions, but the majority of these are still being used for motorized travel because the current policy of Forestwide cross-country travel does not enable effective enforcement. Seventy miles of roads in existing closure areas would remain closed to motorized use (this is part of the 1,393 roads discussed above). The total mileage of these known roads is 7,484 miles. Additionally, approximately 1,465,155 million acres¹ of the Forest are currently open to cross-country travel and would remain open to this activity.

Since the Forest currently allows cross-country motorized travel for any purpose, motorized dispersed camping, motorized big game retrieval, and general motorized cross-country travel would continue. See figure 3 in the map packet for a map of the no action alternative.

Table 4. Alternative 1 road mileage by National Forest System road type

National Forest System road type	Alternative 1 (no action)	
	Open	Closed*
Passenger car use	440	1
High-clearance vehicle use	7,044	69

¹ This includes all acres of the Coconino National Forest outside of seasonal and year-round closure orders. This figure includes acreage in the Schultz Fire emergency closure order.

National Forest System road type	Alternative 1 (no action)	
	Open	Closed*
Total miles	7,484	70

*Approximately 1,393 roads that have been closed administratively or through the NEPA process are considered open due to continued use due to lack of permanent cross-country travel restrictions. These 70 miles are in areas subject to Forest closure orders, which are regularly enforced.

Actions Common to Alternatives 3 and 4

Alternatives 3 and 4 focus on changes to the Forest's existing transportation system. Both alternatives would prohibit motorized vehicle use off the designated system, except as shown on the motor vehicle use map. Existing restrictions and closures to motorized travel (through forest plan closure orders or administrative closure orders) would remain in place. The Cinder Hills OHV Area contains 13,711 acres that would remain open to motorized use. Both alternatives propose the following:

Changes to the Existing System (Alternatives 3 and 4)

- **Amend the forest plan to prohibit cross-country travel off the designated system of roads, trails, and areas except as identified on the motor vehicle use map**, as required by 36 CFR §261.13. This includes removing references to "off-road driving" currently in the plan to be consistent with the language and intent in 36 CFR §212.50 and §261.13. A table summarizing the proposed changes to the forest plan is in Appendix A.
- **Designate 300-foot-wide corridors for the sole purpose of motorized access to dispersed camping**. These corridors would be located along both sides of 581 miles of designated road and along one side of 32 miles of designated road. This would result in 43,313 acres of motorized dispersed camping corridors on the Forest.
- **Designate off-road travel for the purpose of motorized big game retrieval**. Each alternative designates different areas for motorized big game retrieval, but both alternatives include the following stipulations:
 - o Hunters would be required to use the most direct and least ground-disturbing route in and out of the area to accomplish the retrieval.
 - o Motorized big game retrieval would not be allowed in existing off-road travel restricted areas, or when conditions are such that travel would cause damage to natural and/or cultural resources.
 - o Motorized vehicles would not be permitted to cross riparian areas, streams, and rivers except at hardened crossings or crossings with existing culverts.
 - o Designation of motorized big game retrieval for Game Management Unit 22 would be deferred to the Tonto National Forest.

Resulting System for Motorized Use (Alternatives 3 and 4)

- Neither alternative would change use in the 13,711-acre Cinder Hills OHV area, which is currently designated for off-road motorized use.
- Designated National Forest System roads within existing seasonal closures would be designated open to vehicular travel by time of year. Designations that identify when the road is open would be reflected on the motor vehicle use map.
- The Travel Management Rule exempts permitted activities; therefore, the selection of either action alternative would not prohibit off-road travel for the purposes of collecting firewood or other activities allowed by permit with terms that include off-road travel.

Actions Specific to Alternative 3 – Modified Proposed Action

Alternative 3 reflects several changes we made to the EIS based on public input and input from local, State, and Federal agencies on the DEIS. More information on these changes is available in the project record. Alternative 3 would include the following changes to the Coconino National Forest travel management system:

- **Close 4,317 miles of existing Forest system roads.** This includes all roads not designated for motorized use in this alternative that are not located within an area already closed to motorized use or entry. Many of these roads may already be effectively closed from lack of use or due to previous road closure efforts.
- **Add 30 miles of nonsystem roads to the Coconino National Forest transportation system to provide for motorized recreational opportunities** or access in consideration of criteria for designation of roads, trails, and areas in 36 CFR §212.55.
- **Add 1.8 miles of unauthorized motorized trail to the motorized trail system (Lower Smasher Canyon Trail).** This would result in a system with 39 miles of motorized trails.
- **Designate motorized big game retrieval corridors of 1 mile off both sides of 135 miles of designated routes within Arizona Department of Game and Fish game management units 7W and 8.** A substantial portion of these units occurs across the Coconino and Kaibab National Forests. Motor vehicle use would be allowed on approximately 49,478 acres in these areas solely for retrieving legally harvested cow and bull elk for all hunts. We estimate this would result in approximately 74 vehicle trips each year for motorized big game retrieval.

Resulting System for Motorized Use (Alternative 3)

This action would result in approximately 3,097 total miles of designated NFS roads and 39 miles of designated trails open to motorized travel on the Coconino National Forest. Designated NFS roads within existing seasonal closure areas would be seasonally designated for motor vehicle use.

- Of the 3,097 miles of designated roads; 407 miles would be designated for highway-legal vehicles only and 2,690 miles would be designated for all vehicles (including ATVs, UTVs, and motorcycles).

- A total of 39 miles of trail would be open for motorized use. Except for the 1.8-mile Lower Smasher Canyon Trail, these trails have been established for motorized use through previous planning processes. These trails would be designated as follows:
 - o 20.5 miles of motorized trails for single-track trail (this includes the Fort Valley motorized trail system).
 - o 9.3 miles of motorized trails for less than 50-inches width trails (this includes the Munds Park motorized trail system)
 - o 8.5 miles of motorized trails designated for full-size (4x4) vehicles. This includes 6.7 miles of the Casner Mountain Trail and 1.8 miles of the Lower Smasher Canyon Trail. Access to the Casner Mountain Trail is currently available by request and would continue to be managed in this manner for public safety purposes.

See table 4 and figure 4 in the map packet.

Table 5. Alternative 3 changes and designations by route type

Route type	Changes to the Coconino National Forest route system	Resulting system	
		Designated open (miles)	Not designated (miles)
Roads designated for highway legal vehicles only	Closure of 4,317 Miles	407	0*
Roads designayed for all vehicles		2,660	3,486
Unauthorized roads designated open to all vehicles	30	30	901
System motorized designated as motorized trails	No change	37	0
Nonsystem motorized trails for designation as motorized trails	2	2	87
Total miles (roads and trails)	n/a	3,136	4,474**

* No passenger use routes were closed; approximately 33 miles were designated open to all vehicles.

** Approximately 45 miles of nondesignated trails overlap with existing roads (designated or not-designated).

Actions Specific to Alternative 4

Alternative 4 would include the following changes to the Coconino National Forest travel management system:

- **Close 3,991 miles of existing Forest system roads.** This includes all roads not designated for motorized use in this alternative that are not located within an area already closed to motorized use or entry. Many of these roads may already be effectively closed from lack of use or due to previous road obliteration efforts.
- **Add 36 miles of nonsystem roads to the Forest transportation system to provide for motorized recreational opportunities** or access in consideration of criteria for designation of roads, trails, and areas in 36 CFR §212.55.

- **Add 51.8 miles of unauthorized motorized trail to the motorized trail system (Challenger Trail and Lower Smasher Canyon Trail).** This would result in a system with approximately 89 miles of motorized trails.
- **Designate motorized big game retrieval up to 1 mile off of all designated routes on the Forest.** Motorized big game retrieval would be allowed in these areas solely for retrieving legally harvested cow and bull elk for all hunts. This would allow motorized big game retrieval from approximately 3,423 miles of designated roads, which would authorize motorized big game retrieval on up to 1,496,246 acres of NFS lands in the Coconino National Forest. We estimate this to result in 2,922 vehicle trips each year for motorized big game retrieval throughout the Forest.

Resulting System for Motorized Use (Alternative 4)

This action would result in approximately 3,423 total miles of designated NFS roads and 89 miles of designated trails open to motorized travel on the Forest. Designated National Forest System roads within existing seasonal closure areas would be seasonally designated for motor vehicle use.

- Of the 3,423 miles of designated roads; 423 miles would be designated for highway-legal vehicles only and 3,000 miles would be designated for all vehicles (including ATVs, UTVs, and motorcycles).
- 89 miles of trail would be open for motorized use. This would include 37 miles of system trails currently managed for motorized use and approximately 52 miles of unauthorized nonsystem trails that would be designated for motorized use.
- 71 miles of motorized trails would be designated for single-track trail. This includes the Fort Valley motorized trail system and the Challenger Trail (also known as Peaks Loop).
- 9.3 miles of motorized trails would be designated for less than 50-inch-width trails, which includes the Munds Park motorized trail system.
- 8.5 miles of motorized trails would be designated for full-size (4x4) vehicles. This includes 6.7 miles of the Casner Mountain Trail and 1.8 miles of the lower Smasher Canyon Trail. Access to the Casner Mountain Trail is currently available by request and would continue to be managed in this manner.

Table 6. Alternative 4 changes and designations by route type

Route type	Changes to the Coconino National Forest route system	Resulting system	
		Designated open (miles)	Not designated (miles)
Roads designated for highway-legal vehicles only	Closure of 3,991 Miles	423	0*
Roads designayed for all vehicles		2,964	3,163
Unauthorized roads designated open to all vehicles	36	36	898
System motorized designated as motorized trails	No change	37	0
Nonsystem motorized trails for designation as motorized trails	52 [†]	52 [†]	37
Total miles (roads and trails)	n/a	3,512	4,098**

* No passenger use routes were closed, but 17 miles were designated as open to all vehicles.

** Approximately 18 miles of nondesignated trails overlap with designated roads or not designated roads.

[†] This includes the 50-mile Challenger Trail and the 1.8 mile Lower Smasher Canyon Trail.

Alternatives Considered But Eliminated from Detailed Study

The National Environmental Policy Act requires Federal agencies to rigorously explore and objectively evaluate all reasonable alternatives and to briefly discuss the reasons for eliminating any alternatives that were not developed in detail (40 CFR §1502.14). Public comments received in response to the proposed action provided suggestions for alternative methods for achieving the purpose and need. Some of these alternatives may have been outside the scope of the designation of roads, trails, and areas for motorized travel and the prohibition of cross-country travel on the Forest, were duplicative of the alternatives considered in detail, or were determined to have components that would cause unnecessary environmental harm. Therefore, we considered a number of alternatives but eliminated some from detailed study for reasons summarized below. Those not specifically discussed below are included in the Response to Comments document (Volume II of the Final Environmental Impacts Statement).

Alternative 2 – Original Proposed Action

The original proposed action would have closed 3,464 miles of road, resulting in a total of 3,950 miles of National Forest System road designated for motorized use. It would have also retained the existing 37 miles of motorized trails (originally calculated as 25 miles prior to field verification) on the current system. Motorized big game retrieval off of designated routes would have been prohibited with this alternative, and motorized dispersed camping would have been designated on a 100-foot corridor on either side of all designated routes.

We eliminated this alternative and replaced it with Alternative 3 after considering comments we received during the initial scoping period. The comments identified several errors, routes desired for access and recreational use, and routes desired for closure due to impacts on forest resources. To improve consistency with motorized big game retrieval policy for game management units 7W and 8 on the Kaibab National Forest, we made changes to the motorized big game retrieval corridors, including the removal of a November 1 end date. Also, we changed the motorized dispersed camping corridors to include more area with existing dispersed camping use and to remove areas where motor vehicle use could cause long-term impacts to forest resources (see discussion under alternative 7 on page 36 for more detail).

Alternative 5

Alternative 5 was developed to address all specific roads and trails on the Coconino National Forest transportation system desired by the public in their scoping comments. Open National Forest System roads would have been reduced by 3,601 miles, resulting in a total of 3,813 miles of designated National Forest System roads, or 716 more miles than the modified proposed action. Ninety-nine miles of motorized trail would have been added to the current system. These were proposed to include Upper and Lower Smasher Canyon, Long Route, Challenger, and Wing Mountain OHV Area trails. Motorized big game retrieval would have been allowed off of all designated routes. Motorized dispersed camping would have been designated along the same 628 miles of corridor, as these corridors were to be the same across all action alternatives.

After consideration, we eliminated Alternative 5 because it would not adequately protect forest resources as required by the Travel Management Rule. Specifically, several routes in this alternative are located in Endangered, Threatened, and Sensitive species habitat; in riparian areas; and in areas that would result in additional impacts to cultural resources. We created Alternative 4

from this alternative, incorporating roads that didn't directly conflict with the minimization criteria identified in the Travel Management Rule under 26 CFR §212.55.

Alternative 6

Alternative 6 was developed to represent the extent of route designations that the Coconino National Forest could reasonably afford to maintain with existing and reasonably foreseeable funding for route maintenance, or the minimal system from an economic standpoint. Priorities for route designation would have been based on the seasonal road system developed with the Arizona Game and Fish Department for hunting access during wet weather, additional routes for vital administrative access, and additional routes to key recreation sites.

Designated National Forest System roads would have been reduced by 6,812 miles, resulting in a road system totaling 602 miles. The existing 37 miles of motorized trail would have been closed and no new miles proposed. Motorized big game retrieval off of designated routes for legally harvested cow and bull elk would have been permitted for all hunts that ended by October 31. Motorized dispersed camping would have been proposed in the same locations as the designated corridors in all the other action alternatives where roads were designated.

We eliminated this alternative because it would not be sufficient for safe and efficient travel and for administration, use, and protection of NFS lands as required by 36 CFR §212.5 (2) (b) of the Travel Management Rule.

Alternative 7

Alternative 7 was developed in response to a few comments on the proposed action and DEIS that requested there be no motorized travel off the designated system for dispersed camping or game retrieval. It would have not included any corridors for motorized dispersed camping.

The Travel Management Rule at 212.51(b) allows the responsible official to "include in the designation the limited use of motor vehicles within a specified distance of certain designated routes, solely for the purposes of dispersed camping." This allowance is not for general "cross-country travel" but only for access to and from a campsite. The original proposed action would have designated 100-foot corridors on either side of all 3,950 miles of designated routes, for a total of 95,758 acres. Spur roads beyond the 100-foot corridor would also be designated for access beyond the 100 feet. Scoping comments on the original proposed action suggested both less and more access for motorized dispersed camping.

After considering the intent of the rule's allowance, the original proposed action was eliminated and replaced with the modified proposed action (Alternative 3), which proposes corridors along 628 miles of road up to 300 feet on both sides of designated roads. Further changes to the motorized corridors were made based on public input to the DEIS and professional judgment was used to designate additional corridors where motorized camping regularly occurs while removing corridors with known impacts to sensitive resources (archeological sites, Threatened and Endangered Species habitat, and streams and meadows). This decreased the amount of motorized dispersed camping corridors from 95,758 acres in the original proposed action to 43,313 acres in the FEIS proposed action.

The 300-foot corridor in selected areas was found to be more reflective of actual use we learned about during a multi-agency working group and would result in fewer impacts to sensitive water

and soil, wildlife, and cultural resources. Alternative 4 also has the same miles of corridors. We believe this reduction of dispersed camping corridors from 81 percent of miles of designated roads and 56 percent of total acres designated as dispersed camping corridors would both meet the intent of the rule and meet national forest users' needs for motorized dispersed camping. Due to the extensive amount of motorized dispersed camping on the Coconino National Forest (see Recreation Specialist Report), including an alternative with no motorized dispersed camping would neither meet the intent of the Rule nor meet the needs of Forest users. As a result this alternative was eliminated from detailed study.

Restricting all off-road motorized travel for game retrieval would have resulted in a number of problems such as conflicting rules among the Kaibab and Coconino National Forests for game retrieval within the same game management units. Additionally, restricting all off-road motorized travel for game retrieval would substantially impact the satisfaction of many hunters by allowing no options on the Coconino for retrieving downed game to prevent meat spoilage of large species such as elk. Alternative 3 in the DEIS considered off-road motorized game retrieval for elk prior to November 1st in game management units 7W and 8. This would have resulted in an average 15 off-road vehicle trips per year, which is negligible. Thus, an alternative to consider no off-road travel for big game retrieval was neither feasible and already studied under Alternative 3 in the DEIS and thus was eliminated from detailed study.

Alternative 8

Alternative 8 was developed to allow for off-road motorized use for big game retrieval more than a mile off of designated routes and for all big game species including elk, deer, pronghorn, bighorn sheep, and bear. This alternative was established based on comments received from several forest users and Arizona Game and Fish Department personnel, who identified the one-mile distance from roads for game retrieval as arbitrary. This alternative also addresses comments from hunters that thought it important to include game retrieval for other big game species other than elk.

The Travel Management Rule specifically requires each National Forest to determine if off-road game retrieval is authorized by designating, "limited use of motor vehicles within a specified distance of certain designated routes, and if appropriate within specified time periods..." 36 CFR §212.51 (b). In other words, it is required to identify a distance from designated routes that may be authorized for off-road vehicle use for motorized big game retrieval. The Coconino National Forest chose one mile from designated routes since in Alternative 3 (the most restrictive alternative). One mile from designated routes would include approximately 95.7% of the land area of the forest outside of Wilderness areas. Although this leaves dozens of small polygons of land not available for off-road motorized use for game retrieval, these areas are generally not actually accessible with motor vehicle or are in areas where motor vehicle use would cause impacts to forest resources. For example, some of these areas that would not be authorized for off-road motorized big game retrieval would include:

- Mormon Lake – not feasible to have motor vehicle use in the lake.
- Bias Canyon (southwest of Munds Mountain Wilderness) – generally inaccessible to motor vehicle use due to canyon topography.
- Rattlesnake Canyon – part of the Rattlesnake Quiet Area as identified in the Forest Plan.

- Upper Lake Mary – not feasible to have motor vehicle use in the lake and motor vehicle use in the meadow adjacent to the lake would result in impacts to scenic, soil, and watershed resources.

Based on the information above, the consideration of authorizing big game retrieval more than one mile from designated routes was dismissed from further study.

Big game retrieval for others species other than elk was considered based on comments received on the proposed action and the DEIS. Species such as pronghorn, bighorn sheep and bear generally make up a very small amount of the issued hunt permits on the Coconino, and of these permits even fewer result in successful hunters. Thus, in the interest of being consistent with the adjacent Kaibab National Forest (which shares portions of game management units 7W, 7E, and 8 with the Coconino National Forest), these species were not considered for off-road motorized big game retrieval for clarity and improved management effectiveness.

Big game retrieval for deer was considered based on comments from public comment and from Arizona Game and Fish Department including a need to meet harvest objectives, a need to avoid spoilage of meat, and fairness. Yet, authorizing off-road motorized use for retrieval of deer would not address these issues to the same magnitude as it would for elk. For example, deer populations are not at such high levels that they are resulting in ecological impacts such as elk, which have been identified as a main cause in preventing aspen re-growth. Additionally, spoilage of meat is not as much a problem for deer as it is for elk since deer are often light enough to carry once they have been field dressed. Lastly, fairness was often discussed as an issue where the Coconino National Forest was seen as favoring elk species over other hunters. Based on the information above and the importance of being consist with the adjacent Kaibab National Forest (which shares several game management units with the Coconino) it is clear that the authorization for off-road motorized use for game retrieval for elk and not other species is based on practical considerations. Based on this information, this alternative was eliminated from further study.

Additional Alternatives Considered

In addition to the alternatives considered, but eliminated from detailed study discussed above; the Coconino National Forest considered the designation or non-designation of dozens of routes and trails and responded to several other requests for establishing a designated system of motorized roads, trails, and areas. Responses to each of these issues are included in the Response to Comments, which is Volume II of the Final Environmental Impact Statement.

Environmentally Preferred Alternative

The NEPA implementing regulations (Section 1505.2) require that the alternative(s) that best promotes national environmental policy as expressed in NEPA, Section 101, be identified in the decision as the “environmentally preferable alternative” or alternatives. This is ordinarily “the alternative that causes the least damage to the biological and physical environment and best protects, preserves, and enhances historical, cultural, and natural resources” (FSH 1909.15, 05).

The environmentally preferable alternative is not necessarily the alternative that would be implemented, and it does not have to meet the underlying need for the project. It does, however, have to cause the least damage to the biological and physical environment and best protect, preserve, and enhance historical, cultural, and natural resources.

For this plan, I believe Alternative 3 is the environmentally preferable alternative. In comparison with the other alternatives, this alternative represents the minimal road and trail system and returns the most miles to a natural state. This alternative examines the travel system as a whole, adopting some unauthorized routes where needed and eliminating some system routes where not needed. This was done with consideration to resource impacts, resulting in the selection of routes that best serve users while reducing impacts to the environment. This alternative also includes the least amount of off-road vehicle motorized use by restricting motorized game retrieval to game management units 7W and 8, which would include less than 5% of the Forest area.

Findings Required by Law and Regulation

Travel management on the Coconino National Forest must adhere to management direction on many levels including statutes, regulations, laws, executive orders, and agency directives. Travel management on National Forest System lands must follow both federal and appropriate state level laws and regulations.

The EIS has been prepared in accordance with the following laws and regulations:

Clean Air Act of 1970

The Clean Air Act of 1970 and its amendments provide for protecting and enhancing the nation's air resources. The Federal and State ambient air quality standards are not expected to be exceeded as a result of implementing this decision. This action is consistent with the Clean Air Act.

Clean Water Act

The Clean Water Act, as amended, regulates dredging and filling freshwater and coastal wetlands. Section 404 (33 USC 1344) of the Clean Water Act prohibits discharging dredged or fill material into waters (including wetlands) of the United States without first obtaining a permit from the U.S. Army Corps of Engineers. Wetlands are regulated in accordance with federal Non-Tidal Wetlands Regulations (Sections 401 and 404). No dredging or filling is part of this action and no permits are required. In addition, my decision will improve conditions with respect to sedimentation on State-listed impaired streams (Final EIS, Chapter 3, Water and Soil section). This project is consistent with the Clean Water Act.

Endangered Species Act of 1973

The Endangered Species Act (ESA) (16 USC 1531 et seq.) requires that any action authorized by a Federal agency does not jeopardize the continued existence of a threatened or endangered species, or result in the destruction or adverse modification of the critical habitat of such species.

Informal consultation with the US Fish and Wildlife Service (USFWS) under Section 7 of the Endangered Species Act of 1973, as amended (16 USC 1531 et seq.), was initiated by the Forest Service on November 15, 2010 for this project. On December 22, 2010, the USFWS issued a concurrence on the Biological Assessment (AESO/SE 22410-2007-I-0386), which identified that the project “may affect, but is not likely to adversely affect” the endangered Arizona cliffrose, the threatened Chiricahua leopard frog, the endangered Gila chub and its critical habitat, the endangered Gila topminnow, the threatened Little Colorado spinedace and its critical habitat, the threatened loach minnow and its proposed critical habitat, the endangered razorback sucker and its critical habitat, the threatened spikedace and its designated and proposed critical habitat, the threatened Mexican spotted owl and its critical habitat, the endangered southwestern willow flycatcher and its critical habitat, the endangered Yuma clapper rail, the endangered black-footed ferret, the candidate Page springsnail, the candidate headwater chub, the candidate roundtail chub, the candidate northern Mexican gartersnake, the candidate yellow-billed cuckoo, and the experimental non-essential population of Colorado pikeminnow. In addition, the proposed action was found to have no effect on other Threatened or Endangered Species (Gila trout, endangered desert pupfish, San Francisco Peaks gartwort, and California condor).

On July 8, 2011, the Coconino National Forest submitted an amended Biological Assessment to reflect changes to off-road motorized big game retrieval resulting from weeks of discussion between the Fish and Wildlife Service, the Arizona Game and Fish Department, and the Coconino National Forest. On September 28, 2011, the Fish and Wildlife Service provided another concurrence letter. None of the previous findings had been changed. Based on the completion of the informal consultation process, this decision complies with Section 7 of the Endangered Species Act.

National Environmental Policy Act

The National Environmental Policy Act (NEPA) requires Federal agencies to complete detailed analyses of proposed actions that significantly affect the quality of the human environment. The Act’s requirement to prepare an environmental analysis is designed to provide decision-makers with a detailed accounting of the likely environmental effects of a proposed action prior to adoption and to inform the public of (and encourage comments on) such effects. The Final EIS analyzes the alternatives and displays the environmental effects in conformance with NEPA standards. The procedural requirements of the NEPA have been followed.

National Forest Management Act

The National Forest Management Act (NFMA) amends the Forest and Rangeland Renewable Resources Planning Act of 1974 (RPA) and sets forth the requirements for Land and Resource Management Plans (Forest Plans) for the National Forest System.

There is a need to amend the Forest Plan to allow implementation of this decision. I have determined that several wording changes and changes in identified Forest Plan objectives are necessary to be in compliance with the 2005 Travel Management Rule regulations, and appropriate as part of my decision to implement Alternative 3, as Modified. This amendment, Forest Plan Amendment No. 24, is described in the “Decision” section of this document under the heading Forest Plan Amendment, with all changes shown in Appendix A of the FEIS.

I have determined that Forest Plan Amendment No. 24 does not constitute a significant change to the Forest Plan in terms of the National Forest Management Act (16 U.S.C. 1604(f)(4)). I have determined that this amendment makes changes to general direction for the project area (Forest) to conform to terms of the 2005 Travel Management Rule.

This decision does not change any management requirement in the Forest Plan designed to protect resources. Further, I have determined that the amendment will have no effect on the long-term relationship of goods and services projected by the current Forest Plan nor will it affect the long-term relationship of goods and services projected under the revised Forest Plan, which is currently undergoing the NEPA process. This amendment does not substantially change desired land conditions as stated there, but provides more specific management guidance for motorized use.

The public was notified at scoping that a Forest Plan amendment would be part of this proposal and the decision. The public was advised of the need for this amendment, and its components were described in the DEIS that was issued for public comment. Documentation of the NFMA significance review of amendment components is contained in the project file.

My decision to designate motor vehicle routes, game retrieval and dispersed camping using the features combined from each of the action alternatives is consistent with Forest Plan goals and objectives, standards and guidelines, as documented in the resource sections in Chapter 3 of the FEIS and in “Rationale for My Decision.” Forest Plan standards are inflexible and require that decisions comply with the standards or the Plan must be amended accordingly.

Guidelines indicate desired trends in various resource conditions. We strive to meet guidelines, but no Forest Plan amendment is required if a decision does not conform to a guideline. The rationale for any parts of this decision not conforming to guidelines is explained in the appropriate section of this document.

National Historic Preservation Act of 1966

Section 106 of the National Historic Preservation Act (NHPA) requires Federal agencies to consider the potential effects of a preferred alternative on historic, architectural, or archaeological resources that are eligible for inclusion on the National Register of Historic Places (NRHP) and to afford the President’s Advisory Council on Historic Preservation an opportunity to comment. Section 110 of the Act requires Federal agencies to identify, evaluate, inventory, and protect NRHP resources on properties they control. Potential impacts to archaeological and historic resources have been evaluated in compliance with Section 106 of the NHPA.

The Arizona State Historic Preservation Officer (SHPO) has been consulted and concurred with my decision of no adverse effect on November 30, 2010. Based on modifications of the preferred alternative for increased off-road motorized big game retrieval, we received concurrence on this amended proposal on June 15, 2011. Additionally, we have agreed with the Arizona SHPO to complete remaining evaluations of eligibility for the NRHP before implementing portions of this decision.

The NHPA provides comprehensive direction to Federal agencies to identify, evaluate, treat, protect, and manage historic properties. The NHPA expands the NRHP and it establishes the Advisory Council on Historic Preservation (ACHP) and SHPOs. Section 106 of the NHPA

directs all Federal agencies to take into account effects of their undertakings (actions, financial support, and authorizations) on properties included in or eligible for the National Register. The ACHP's regulations (36 CFR §800) implement Section 106 of the NHPA. Section 110 of the Act sets inventory, nomination, protection, and preservation responsibilities for federally owned and administered historic properties.

The Southwestern Region of the Forest Service developed a programmatic agreement with the State Historic Preservation Office in which the Forest outlined a plan to complete NRHP evaluations prior to project implementation for all unevaluated cultural sites located in the area of potential effect. This allows each Forest to sign a decision with a designated system of roads, trails, and areas; but then implement this system over time by including these aforementioned routes and areas on the MVUM as they are cleared for cultural resource impacts.

The Forest has received concurrence from the Arizona SHPO regarding the Forest's recommendation that, with stipulations implemented to protect and/or monitor certain resources, this undertaking will result in "no adverse effect" to historic properties. The stipulations agreed to include the following: dispersed camping corridors in high site density areas will need to be surveyed prior to being displayed on the MVUM, one segment of the General Crook Road must be field checked to determine eligibility before camping corridors can be displayed on the MVUM, and a list of sites (included in the clearance report) will be monitored during the first three years after the decision to determine whether motorized dispersed camping is having an effect on these sites. This commitment under the programmatic agreement satisfies legal requirements for this decision

Other Laws and Executive Orders

Executive Order 11593

Executive Order 11593, entitled Protection and Enhancement of the Cultural Environment, also includes direction about the identification and consideration of historic properties in Federal land management decisions. The order, issued May 13, 1971, directs Federal agencies to inventory cultural resources under their jurisdiction, to nominate to the NRHP all federally owned properties that meet the criteria, to use due caution until the inventory and nomination processes are completed, and to assure that Federal plans and programs contribute to preservation and enhancement of properties not federally owned. This project considered impacts to historic properties as part of the National Historic Preservation Act compliance and thus satisfies the requirements of E.O. 11593.

Executive Order 11644, as amended by Executive Order 11989

These orders seek to ensure that the use of off-road vehicles on public lands be controlled and directed to protect resources, promote the safety of all users of those lands, and to minimize conflicts among the various users of those lands. The purpose and need for this project addresses these elements by seeking to comply with the 2005 Travel Management Rule. The action alternatives address resource protection, user safety, and conflict among Forest users in different ways. The effects of the alternatives with respect to these objectives are disclosed in the resource sections in Chapter 3 of the Final EIS, including the wildlife, recreation, water and soil, and cultural resource sections. This decision complies with the terms of this order.

Executive Order 12898

A specific consideration of equity and fairness in resource decision-making is encompassed in the issue of environmental justice. Executive Order 12898 provides that, “each Federal agency shall make achieving environmental justice part of its mission by identifying and addressing, as appropriate, disproportionately high and adverse human health or environmental effects of its programs, policies, and activities on minority populations and low-income populations.” No adverse effects from Alternative 3, as Modified have been identified on minority or low-income populations. See the Environmental Justice section of Chapter 3 in the FEIS for a more detailed explanation.

Executive Order 13443

This order directs federal agencies to facilitate the expansion and enhancement of hunting opportunities and the management of game species and their habitat by working with state and tribal wildlife agencies, considering economic and recreational values of hunting and evaluating the effect of agency actions on hunting participation. This decision is a result of consideration of comments in addition to a series of negotiations between the Arizona Game and Fish Department and the U.S. Fish and Wildlife Service on the issue of off-road motorized use for game retrieval. Although it is clear from the comments received that many hunters who use the Coconino National Forest are not in favor of this decision to restrict motorized use for big game retrieval, both survey data and comments received from other hunters illustrate that the restriction of motorized use may enhance hunting opportunities while not resulting in hunter decreases. The recreation analysis specifically discusses the expected impacts of motorized restrictions on hunter use and satisfaction. The economic impact analysis considers the economic impacts of decreased motor-vehicle based recreation as well. Based on these evaluations and the ongoing coordination with interested tribal governments and the Arizona Game and Fish Department, this decision complies with the terms of this order.

USDA Forest Service Rule; Travel Management–Designated Routes and Areas for Motor Vehicle Use; Revisions to 36 CFR Parts 212, 251, 261, and 295

This travel rule was written to address, at least in part, the issue of unmanaged recreation. The rule provides guidance to the Forest Service on how to designate and manage motorized recreation on the forest. The travel rule provides regulations governing use of motorized vehicles, including off-road vehicles, on Federal lands to protect natural resources, promote public safety, and minimize user conflicts as directed in Executive Order 11644–Use of Off-Road Vehicles on the Public Lands (February 8, 1972), as amended by Executive Order 11989 (May 24, 1977).

Key Components of the Rule

Key components of the rule include roads system management: a) Traffic on roads is subject to state traffic laws where applicable, and b) roads or segments thereof may be restricted to use by certain classes of vehicles or types of traffic (§212.5). Motor vehicle use on National Forest System roads, on National Forest System trails, and in areas on National Forest System lands shall be designated by vehicle class and, if appropriate, by time of year (§212.51a).

Safety and Compatibility of Motor Vehicle Use (§212.55)

One major designation factor is whether a road that allows highway-legal vehicle use should or should not allow non-highway-legal vehicle use. Routes designated as ‘highway legal only’ can only be driven on by a licensed driver with a vehicle having features such as mirrors, lights, horn, etc., that the State recognizes as being safe for highway and public road travel. Under the rule, the forest is required to make independent decisions on the safety of each motorized use for each route. On most of the Forest’s maintenance level 2 roadways, where the surface is rough enough to keep speeds down and use levels are lower, mixing highway legal and non-highway-legal use in most cases is generally not as much of a safety issue as it is on the level 3, 4, and 5 roadways, which are constructed and maintained for the speed and volumes of passenger car travel.

This decision included an additional designation of 146 miles of road as ‘highway legal only’ to prevent mixed use of unlicensed drivers (including children) and highway legal vehicles with licensed drivers on main roads with graveled surfaces where speeds often reach greater than 25 miles per hour. This change from the FEIS, based on input from forest protection officers and law enforcement officers working on the Coconino National Forest, is expected to result in a safer motorized system due to increased compatibility of motorized use.

Provision of Recreational Opportunities (§212.55(a))

In order to provide a quality experience for motorized users, the road and trail network has to provide several miles of connected routes. Those routes must be connected to facilities such as parking areas and trailheads; and they must provide access to desirable destinations and variable technical challenge.

Due to the previous ‘open unless closed’ policy for motorized use on the Coconino National Forest, there are a number of unauthorized motorized trails that meet these requirements. Unfortunately, based on my review of these motorized trails, they often directly conflict with other criteria in the Travel Management Rule to minimize impacts to wildlife, water and soil quality, cultural resources, and user conflict (36 CFR §212.55). For example the current Airport trail network is located partially on lands owned by the City of Flagstaff. Portions of the Wing Mountain Trail and the Upper Smasher Canyon Trail are located in Region 3 Sensitive species habitat. The Challenger Trail is located in culturally significant areas on the San Francisco Mountains. Yet, each user-submitted route was considered and the majority of these routes were designated, as illustrated in the table below:

Table 7. Review and user-submitted routes for motorized recreation

Trail Name	Type	Miles	Comments
Commenter submitted trail 129 - 135	All vehicle/ATV	27.01	All of this but 1.24 miles is designated for ‘all vehicles’ in Alternative 3
Commenter submitted trail 136-139	All vehicle/ATV	9.01	Area with intermixed private lands. All but 1.09 is designated as ‘all vehicle’ road in Alternative 3. This 1.09 miles of road was not designated because it parallels road 9845, which is located less than a third of a mile to the southwest.

Trail Name	Type	Miles	Comments
Commenter submitted trail 140-149	All vehicle/ATV	13.95	House Mountain trails. All trails are located on roads designated as 'all vehicle' in Alternative 3.
Commenter submitted trail 150-151	All vehicle/ATV	11.58	Verde River trails. All of these trails are designated as 'all vehicles' under Alternative 3, except for 1.6 miles of trail that is located in a drainage leading to the Verde.
Commenter submitted trail 152-153	All vehicle/ATV	0.5	Includes a small spur off of FR 9524 (powerline road) that goes to the southern end of black mountain. Not designated as this route goes straight up-slope.
Commenter submitted trail 154	All vehicle/ATV	1.2	Short, but challenging route that provides connectivity between roads 761 and 9536. This route is designated as 'all vehicles' road in Alternative 3.
Commenter submitted trail 155-160	All vehicle/ATV	17.8	Wickiup Trails – All but 7.1 miles of these routes are designated in Alternative 3 as 'all vehicle' roads. These 7.1 miles are not designated since they are partially located in drainages and in locations exhibiting severe gullying and erosion.
Commenter submitted trail 161-172	All vehicle/ATV	25.09	Apache Maid Mountain roads – All routes are designated in Alternative 3 as "all vehicle" roads
Commenter submitted trail 173-175 and Lower and Upper Smasher Canyon	All vehicle/4x4	9.1	1.8 miles of these routes was designated as a motorized trail (Lower Smasher Canyon). Approximately 2.7 miles are designated as 'all vehicle' roads. The remaining miles were not designated. Portions of Commenter submitted trail 173 (Bones Trail) is located in area with rare plants. The Upper Smasher Canyon Trail was located in an area that would result in unacceptable damage to soil and sediment to the Verde River (see water and soil specialist report).
Commenter submitted trail 176-178	All vehicle/ATV	2.6	1.27 miles designated in Alternative 3 as "all vehicle" roads. Remaining routes are spur roads without connectivity and/or parallel designated routes.
Commenter submitted trail 179, 216	All vehicle/ATV	1.8	Not designated. Route is a short-cut between two other designated roads near scenic overview rest area. Parallels other routes and potential scenic impacts.

Trail Name	Type	Miles	Comments
Commenter submitted trail 180-182	All vehicle/ATV	6.09	House Mountain trails (connect to Commenter submitted trail 140-149). Approximately 4.8 miles are designated in Alternative 3 as 'all vehicle' roads. The remaining miles include spur routes that provide no connectivity.
Commenter submitted trail 183-187, 224 and Casner Mountain Trail	All vehicle/4x4	15.2	6.7 miles designated as the Casner Mountain Motorized Trail. Approximately 6.4 miles designated in Alternative 3 as 'all vehicles' road. Approximately 2.1 miles not designated because it includes very small unconnected spur routes or routes that parallel designated routes, occur on steep slopes, or encroach on wildlife waters.
Commenter submitted trail 188-190	All vehicle/4x4/ATV	3.0	Rocky Park/Juniper Tanks Trails – Not designated as routes are within an Mexican spotted owl Protected Activity Center
Commenter submitted trail 191, 200	All vehicle/4x4/ATV	3.3	Not designated. Route passes through three tanks (wildlife waters) and is partially located in drainage, resulting in sedimentation. Route does not provide connectivity to any other routes.
Commenter submitted trail 192-194	All vehicle/ATV	3.2	Cedar Flat. Designated in Alternative 3 as 'all vehicle' roads.
Commenter submitted trail 195-196	All vehicle/ATV	1.3	Designated in Alternative 3 as 'all vehicle' roads.
Commenter submitted trail 197-198	All vehicle/ATV	1.2	Designated in Alternative 3 as 'all vehicle' roads.
Commenter submitted trail 199	All vehicle	0.2	Access to Buckhorn Ranch. Designated in Alternative 3 as 'all vehicle' roads.
Commenter submitted trail 201	All vehicle	0.44	Wingfield Mesa. Not designated. Spur route that leads down toward the Verde River to spikedace critical habitat.
Commenter submitted trail 202-203	All vehicle	5.1	O'Leary Peak – Not designated. Route goes through Mexican spotted owl critical habitat and partially located within an Mexican spotted owl Protected Activity Center.
Commenter submitted trail 204	All vehicle	3.1	Black Mountain – Route designated in Alternative 3 as 'all vehicle' road.
Commenter submitted trail 205	All vehicle/ATV	0.8	Duff Flat – Not designated due to no connectivity and within Verde watershed area.

Trail Name	Type	Miles	Comments
Commenter submitted trail 206	All vehicle/ATV	2.4	Pipeline Rd/Dry Creek – Access along pipeline road. Not designated for safety/scenic (dust) issues.
Commenter submitted trail 207-209	All vehicle/ATV	3.15	Duff Flat – 1.2 miles designated in Alternative 3 as ‘all vehicle’ road. Other portions of this trail are paralleled by designated roads within approximately ¼ mile.
Commenter submitted trail 210	All vehicle/ATV	0.29	Windmill Ranch – Not designated, goes through private.
Commenter submitted trail 235-237	All vehicle/ATV	5.97	Designated in Alternative 3 as ‘all vehicle’ roads. Connected to trail 210.
Commenter submitted trail 211-213	All vehicle/ATV	2.5	All but 0.4 miles designated in Alternative 3 as “all vehicles” road. Portion not designated is alongside and partially in a drainage.
Commenter submitted trail 214	All vehicle/ATV	1.5	Designated in Alternative 3 as ‘all vehicle’ road.
Commenter submitted trail 215	All vehicle/ATV	2.78	Designated in Alternative 3 as ‘all vehicle’ road.
Commenter submitted trail 238	All vehicle/ATV	1.6	Designated in Alternative 3 as ‘all vehicle’ road.
Wing Mountain Trail	Single track	9.64	Not designated. Adjacent to goshawk area and goes through rare plant habitat.
Horseshoe Trail	4x4	1.7	Not designated. In drainage that leads to the Verde River. Likely to contribute to sediment since not highly armored like the Lower Smasher Canyon Trail.
Airport Trail	Single Track	15.4	Not designated. Partially located in City of Flagstaff land, located in goshawk area, and located in area with concentration of invasive species. Also partially in rare plant area.
Lenox Trail	Single Track	4.2	Not designated. Main purpose seems to be to connect to the Challenger Trail. Located in Critical Mexican spotted owl habitat and across several locations with concentrated invasive species. Also parallels designated route 9121K.

This consideration of user-submitted trails is based on the language published in the Federal Register with the Travel Management Rule. After public consideration and appropriate site-specific environmental analysis, some user-created routes may be designated for motor vehicle use pursuant to § 212.51 of the final rule, “[U]ser-created roads and trails may be identified

through public involvement and considered in the designation process.” (Federal Register Vol. 70, No. 216; Wednesday, November 9, 2005; Rules and Regulations, p. 68277.) Yet, considering this planning process included review of almost 8,000 miles of route it is simply not feasible to include the comprehensive planning effort needed to complete site-specific analysis and planning for each and every one of these trails where a resource conflict is present.

User-submitted routes may be designated, but the analysis must meet the terms of the Travel Management Rule, National Historic Preservation Act, Clean Water Act, Endangered Species Act, Forest Plan standards and guidelines and other federal laws and regulations. Where unauthorized routes did not directly conflict with these criteria and federal laws and regulations or their impacts could be mitigated, they were included for designation such as the existing system motorized trails, user-submitted trails that occurred on existing system roads (e.g. the majority of trails in the table above), and the Lower Smasher Canyon Trail.

It is my determination that this decision will continue to provide adequate motorized access and provision of motorized recreation opportunities. Yet, I want to be clear that the intent of this decision is to establish a foundation on which future motorized recreation and access planning may occur over time. The Forest will continue to work with the various state, county, and local agencies as well as user groups such as the Coconino Trail Riders, Center for Biological Diversity, Verde Valley 4-Wheelers, Arizona Elk Society, Grand Canyons Wildlands Council and others to continually improve the road and trail network to establish a connected motorized trail system that is safe, ecologically sustainable, and fun.

Resource Considerations

Provisions under 36 CFR §212.55 of the Travel Management Rule include a number of criteria that should be considered with the objective to minimize impacts to these criteria. These are considered the ‘minimization criteria’. The minimization criteria included in the Travel Management Rule include a broad array of considerations such as,

- public safety (discussed above)
- provision of recreation opportunities (discussed above)
- access needs (discussed in Rational for the Decision)
- user conflict (discussed in Rational for the Decision), and
- the protection of Forest Resources

The minimization criteria specifically indicate that the designation of trails and areas should consider “Damage to soil, watershed, vegetation, and other forest resources,” as well as, “Harassment of wildlife and significant disruption of wildlife habitats.”

These minimization criteria were considered for the designation of trails and areas in two ways. First, Geographic Information Systems (GIS) data with information on sensitive wildlife habitat, rare plants, invasive species, and slope (indicating potential soil and watershed damage) were overlaid on proposed trails and areas for consideration in an alternative. Those unauthorized trails that indicated conflict with these layers were not included for more detailed study in an alternative to meet the “objective of minimizing” impacts to these resources. Secondly, the motorized system as a whole was evaluated under each alternative for potential impacts to all

Threatened, Endangered, Forest Service Sensitive, and Management Indicator Species habitat and impacts to soils and water. This review of each alternative is the analysis in the FEIS.

Implementation

It is my intent to make implementation of this decision as workable as possible by making information available to the public in multiple formats, soliciting and processing feedback, and following up with future planning efforts to make adjustments based on this feedback. This decision will be implemented within an adaptive management framework. The main steps of adaptive management include plan, do, check, and act. Each of these steps as relevant to the management of motorized use is described below.

Adaptive Management, Step 1: Plan

This decision marks the completion of the first step of the adaptive management process, which is to establish a plan for the management of motorized use. This plan will be informed by future implementation and monitoring, as I fully expect there will be future modifications and improvements to correct errors and move toward a more workable motorized system. Future planning efforts to modify this decision will be completed through the National Environmental Policy Act.

Adaptive Management, Step 2: Do

This step includes initial implementation of the Travel Management Decision, including:

Publication of the Motor Vehicle Use Map (MVUM)

Following this decision, the Coconino National Forest will publish a MVUM, which will make effective the motor vehicle restrictions and designations included in this decision. Designated roads, trails, and areas shall be identified on a motor vehicle use map. Motor vehicle use maps shall be made available to the public at the headquarters of corresponding administrative units and Ranger Districts of the Coconino National Forest and, as soon as practicable, on the Forest website. The motor vehicle use maps shall specify the classes of vehicles and, if appropriate, the times of year for which use is designated (36 CFR §215.56).

The information on the MVUM map will also be made available in formats other than a hard-copy oversized map. The Forest intends to post an electronic version of the MVUM map in an 11" x 8.5" format on the Coconino National Forest webpage so that those planning a trip on the forest can print out those areas which they plan to visit from the comfort of their own home. In addition, the Forest plans to post the MVUM map in an electronic format that can be uploaded to users' Global Positioning System (GPS) units (specifically, Garmin brand GPS units) so that they can see and navigate on designated routes while driving on the Forest. The Forest is also looking into additional methods to share information about designated routes such as by looking into the applicability of a smart phone application.

Enforcement

Enforcement of the designations included on the MVUM map will begin immediately with the publication and availability of the MVUM map. Enforcement will include a multi-agency effort including state, county, and federal law enforcement agencies. The purpose of enforcement is to increase compliance with this travel management decision.

For more information on enforcement strategies, an enforcement plan for the travel management decision on the Coconino National Forest is posted on the Coconino National Forest website.

Signage

The preamble the Travel Management Rule specifically discusses the issue of signage:

“...respondents asked the Forest Service to amend the rule to require signage of roads, trails, and areas closed to motor vehicle use. *Response.* The Department [of Agriculture] disagrees with this suggestion. The Forest Service will continue to use signs widely to provide information and inform users on a variety of topics, including regulations and prohibitions. However, the agency has found that posting routes as open or closed to particular uses has not always been effective in controlling use. One of the reasons is that new unauthorized routes continue to proliferate, even in areas closed to cross-country motor vehicle use. Requiring each undesignated route and area to be posted as closed would be an unreasonable and unnecessary burden on agency resources and would tend to defeat the purpose of the final rule. Signs have also proven difficult to maintain and subject to vandalism. The final rule places more responsibility on users to get motor vehicle use maps from Forest Service offices or websites and to remain on routes and in areas designated for motor vehicle use.” (Federal Register Vol. 70, No. 216; Wednesday, November 9, 2005; Rules and Regulations, p. 68284.)

The Coconino National Forest will follow the policy described above, which is that the MVUM will be the primary enforcement mechanisms, but signage (specifically the signing of closed roads), will be used to reinforce undesignated roads where necessary. The posting of ‘closed’ signs will be determined based on the availability of resources and monitoring to help identify ‘problem areas’ where non-designated routes continued to be used by motor vehicles.

The Coconino National Forest has also made great efforts to increase route identification signs and kiosks to help Forest visitors navigate when in the Forest and to provide information on the nearby system of designated routes. Over the last three years, the Forest has focused on installing route identification markers so that Forest visitors can see what road they are driving on. It is estimated that by the end of 2011 over 70% of the Forest routes will be clearly marked with route markers. Coupled with the MVUM, these route markers will strongly contribute to Forest users being able to use the MVUM map in an effective way.

The Forest has also recently approved the installation of up to 78 three-panel kiosks at major Forest intersections and portals to provide more detailed information and maps on nearby designated routes and motorized recreation opportunities. In the summer of 2011, the Forest received grant funding from the State of Arizona OHV Advisory Group to install several of these kiosks with graveled pull-outs, which will be fully built in 2012 with the publication of the MVUM.

Working with Volunteers

Many of the comments received on the Coconino Travel Management DEIS implored the Forest to use volunteers to maintain trails and to work with motorized users. The Coconino National Forest currently works with a greater number of volunteers than any other national forest in the southwest. The Forest will continue to work with volunteers in the areas of education, enforcement, and maintaining and signing roads and trails.

As of the signage of this decision, the Forest is currently recruiting for the State-sponsored OHV Ambassador program. The OHV Ambassador program will provide an effective way of training and equipping volunteers hoping to work with the Forest Service to help with maintaining OHV trails, educating OHV users of the new travel management rules, and possibly designing additional motorized trails by involvement in future planning processes.

Adaptive Management, Step 3: Check

This step of the adaptive management framework involves monitoring. Based on comments received from federal agencies such as the Environmental Protection Agency and private individuals and organizations, the Coconino National Forest designed a monitoring plan to collect and evaluate information related to motorized use on the Forest. This monitoring plan includes several key elements:

Public Input

Considering there are almost 8,000 miles of routes (designated and not designated) throughout the Forest, I have no doubt that there may be some errors or adjustments needed to the MVUM map, signage, or route improvements. To help my staff identify and track these needs, I have established a hard-copy and online comment form to facilitate collecting information from the public about potential problems with the MVUM map. This comment form will be published on the Coconino National Forest website prior to the publication of the MVUM map and will be made available through all field-based Coconino National Forest employees.

Public input will also be solicited on specific proposals during future motorized use planning projects that occur through the National Environmental Policy Act process.

Violations and Incidents

Every day Forest Service law enforcement and forest protection officers give tickets, warnings, and document incidents of resource damage or non-compliance. All of these actions are documented and entered into a database with information on location and nature of the incident recorded. Part of the monitoring effort will be to pull information from this database that involve motor vehicle use incidents to help us understand where there are ‘problem areas’ for increased enforcement, signage, or future planning. In addition, I have recently been in contact with Arizona Game and Fish Department, which is in the process of developing a spatially explicit database of violations. I hope to incorporate this information to augment our monitoring information to help further focus our joint enforcement efforts.

Impacts to Forest Resources

Based on the FEIS, some of the elements of this decision may result in localized impacts such as the potential loss of vegetation within designated motorized camping corridors. Due to this expected impact, part of the monitoring efforts shall include field-based measurements within a sample of dispersed camping corridors and in areas previously inventoried as popular motorized camp spots that are not located in designated camping corridors. Information collected on vegetation cover, presence of invasive species, and concentration of use during weekends will help inform future planning efforts.

Motorized Big Game Retrieval

One of the reasons provided for my decision on motorized access for big game retrieval (see Rationale for the Decision) was to provide an opportunity to study the effects of restrictions on motorized big game retrieval. When the Coconino National Forest first put closure areas into place in the mid-1970s, the Forest completed a joint agency study with the Arizona Game and Fish Department to determine effects on hunters and big game populations. The study found that most hunters supported the closures and that big game levels were not strongly affected. This study then helped to inform the 1987 Forest Plan.

Since that time, use patterns and resources on the National Forest have substantially changed. Monitoring of hunter success and big game population surveys by the Arizona Game and Fish Department will be used to help inform future motorized use planning on whether and how management of motorized big game retrieval may need to be changed.

Adaptive Management, Step 4: Act

Acting on identified needs is the last component of the adaptive management framework. There are two different ways to act on information from monitoring efforts indicating a need for change: one is administrative and the other is formal decision-making through a National Environmental Policy Act planning process. Where possible and practicable, many changes will be made through administrative actions. For example, actions such as signage improvements, making corrections and republication of the MVUM map, providing more and better information sources to the public, or road and trail maintenance may all be completed through administrative actions.

Many other changes such as the designation of new routes or areas, the removal of routes or areas from designation, or the obliteration of non-designated roads would require site-specific planning through the National Environmental Policy Act. In some circumstances these planning efforts will be stand-alone efforts focused only on changes to the motorized system of routes and areas. In other circumstances, these planning efforts will be included in other projects such as the Four Forest Restoration Initiative, which has proposed the obliteration of many non-designated routes in the current proposed action.

At the end of any planning process the plan, do, check, act cycle starts over.

Continual Improvement

In addition to the adaptive nature of implementation, an underlying philosophy that will guide implementation of this decision is to strive for the continual improvement of management of motorized use on the Coconino National Forest. This means that the Forest shall continue to work

with user groups of all interests to designate routes to improve motorized recreation opportunities, obliterate non-designated routes to restore habitat and improve ecosystem function, and in work toward removing designation of roads or areas where user conflict or resource damage cannot be mitigated through other means.

Administrative Review and Appeal Opportunities

Individuals or organizations who submitted comments during the comment period specified at 215.6 may appeal this decision. The notice of appeal must meet the appeal content requirements at 36 CFR §215.14.

The appeal must be filed (regular mail, fax, email, hand-delivery, or express delivery) with the Appeal Deciding Officer at: USDA Forest Service, Southwestern Region, 333 Broadway SE, Albuquerque, NM 87102; FAX: 505-842-3173.

The office business hours for submitting hand-delivered appeals are: Monday through Friday 8:00 a.m. to 4:30 p.m., excluding holidays. Electronic appeals must be submitted in a format such as an email message, plain text (.txt), rich text format (.rtf), or Word (.doc) to appeals-southwestern-regional-office@fs.fed.us. The appeal must have an identifiable name attached or verification of identity will be required. A scanned signature may serve as verification on electronic appeals.

Appeals, including attachments, must be filed within 45 days from the publication date of this notice in the Arizona Daily Sun, the newspaper of record. Appeals, including attachments received after the 45 day appeal period will not be considered. The publication date in the Arizona Daily Sun, newspaper of record, is the exclusive means for calculating the time to file an appeal. Those wishing to appeal this decision should not rely upon dates or timeframe information provided by any other source.

Contacts

For additional information concerning this Record of Decision, the Final Environmental Impact Statement, or the appeal process please contact:

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Signature

for 
M. EARL STEWART
Forest Supervisor

September 28, 2011

Date

Appendix A

Amendment to the Forest Plan for Travel Management, Alternative 3, as Modified

Chapter/ Management Area	Page	Current Plan Direction	Proposed Plan Amendment Direction												
Chapter 2 - Issues	9	<p>Off-Road Driving</p> <p>Off-road driving (often referred to as ORV use) is an important recreational experience for some publics and is increasing, especially two- and three-wheeled vehicles. Such use damages the environment in some areas or results in conflicts with other users. The forest is open to off-road driving except where designated closed.</p> <p>Off-road driving permits people access to resources like firewood. Some types of use have a severe impact on soils, vegetation, wildlife, and some other users.</p> <p>Quantifiable Description – Year 2030 Acres in Thousands</p> <table data-bbox="541 932 1163 992"> <tr> <td>Open</td> <td>Closed or seasonally restricted</td> </tr> <tr> <td>1,491</td> <td>331 (includes 150,000 acres of wilderness)</td> </tr> </table> <p>Nonquantifiable Description</p> <p>Off-road driving is provided commensurate with resource management objectives and budget levels.</p>	Open	Closed or seasonally restricted	1,491	331 (includes 150,000 acres of wilderness)	<p>Motor Vehicle Use</p> <p>Motor vehicle use is limited to designated roads, trails, and areas on the forest. Motor vehicle use off designated roads and trails and outside of designated areas is prohibited, except where exempted under 36 CFR 212.51.</p> <p><i>Text deleted; superseded by new forestwide direction.</i></p> <p><i>Text deleted; superseded by new forestwide direction.</i></p>								
Open	Closed or seasonally restricted														
1,491	331 (includes 150,000 acres of wilderness)														
Chapter 2 - Issues	12	<p>Mid-Decade Annual Road Operation and Maintenance Program</p> <table data-bbox="541 1175 1037 1338"> <thead> <tr> <th></th> <th>Decade 1</th> <th>Decade 2</th> </tr> </thead> <tbody> <tr> <td>Levels 1-2</td> <td>100 miles</td> <td>200 miles</td> </tr> <tr> <td>Levels 3-5</td> <td>1,000 miles</td> <td>1,400 miles</td> </tr> <tr> <td>Not requiring annual maintenance</td> <td>2,625 miles</td> <td>2,375 miles</td> </tr> </tbody> </table> <p>Not maintained to Standard</p>		Decade 1	Decade 2	Levels 1-2	100 miles	200 miles	Levels 3-5	1,000 miles	1,400 miles	Not requiring annual maintenance	2,625 miles	2,375 miles	<p><i>Text deleted; superseded by new forestwide direction.</i></p>
	Decade 1	Decade 2													
Levels 1-2	100 miles	200 miles													
Levels 3-5	1,000 miles	1,400 miles													
Not requiring annual maintenance	2,625 miles	2,375 miles													

Chapter/ Management Area	Page	Current Plan Direction	Proposed Plan Amendment Direction
		<p style="text-align: center;">2,425 miles 1,775 miles</p> <p>Road maintenance funding is slightly above current in the first decade, but will not be adequate to stop the disinvestment of the road system. Disinvestment will be reduced as road maintenance funding is increased over the planning period. Roads not needed for effective use and administration of forest resources are obliterated at a rate of 40 miles per year. Intermittent roads are closed and the public is informed. Four hundred and ninety-five miles of roads are reconstructed and maintained to the latest as-build standard that will perpetuate the roads without the need for capital investment funds. The remainder of the road system will be reconstructed on a rotational cycle based on a needs and benefit/cost analysis. Others are maintained for user safety and resource protection.</p>	<p>Road maintenance funding is slightly above current in the first decade, but will not be adequate to stop the disinvestment of the road system. Disinvestment will be reduced as road maintenance funding is increased over the planning period. Roads not needed for effective use and administration of forest resources are obliterated as funding becomes available. Intermittent roads are closed and the public is informed. Four hundred and ninety-five miles of roads are reconstructed and maintained to the latest as-build standard that will perpetuate the roads without the need for capital investment funds. The remainder of the road system will be reconstructed on a rotational cycle based on a needs and benefit/cost analysis. Others are maintained for user safety and resource protection.</p>
Chapter 3 – Goals	22	Manage off-road driving to provide opportunities while protecting resources and minimizing conflicts with other users.	Motor vehicle use is allowed only on designated roads, trails, and areas unless exempted (36 CFR 212.51).
Chapter 4 – Forestwide Standards and Guidelines	58	<p><u>Off-Road Driving Management</u></p> <p>Annually review and update the Off-road Driving Implementation Schedule; amend the implementation schedule as needed to prevent resource damage and/or user conflicts. Areas are closed to off-road driving when adverse resource impacts occur, when conflicts with the minimum management requirements occur, or if areas are too sensitive to withstand driving. The annual implementation schedule will provide for removal of forest products on administered sales.</p> <p>By the second year of the decade prepare a forestwide</p>	<p><u>Motor Vehicle Management</u></p> <p>Roads, trails, and areas designated for motor vehicle use are identified on a Motor Vehicle Use Map (MVUM).</p> <p>Motor vehicle use off designated roads and trails and outside of designated areas is prohibited, except where exempted under 36 CFR 212.51.</p> <p>Motor vehicles are permitted to travel up to 300 feet off one or both sides of designated routes for dispersed camping in accordance with the Motor Vehicle Use Map.</p>

Chapter/ Management Area	Page	Current Plan Direction	Proposed Plan Amendment Direction
		<p>inventory of off-road driving opportunities and use. Based on the inventory, by the fourth year of the decade update the Off-road Driving Implementation Schedule, and develop and sign an appropriate series of loop trails in various parts of the forest to disperse use and to provide a variety of experiences in coordination with the ROS management classes.</p> <p>Prepare an ROG or other literature describing and explaining the off-road driving program. Review annually and update as needed.</p> <p>Work with representatives of the spectrum of motorized users (including 2, 3, & 4 wheeled vehicles) in developing, designating, and providing information on off-road driving opportunities. This will have special emphasis in MA 13, the Cinder Hills, but will be applied over the major part of the forest.</p> <p>Monitor motor vehicle use to determine the effectiveness of the Off-road Driving Implementation Schedule. Repair damage where cost effective and unacceptable environmental damage is occurring. Implement appropriate measures to prevent or minimize damage.</p> <p>Areas closed to off-road driving at the beginning of the planning period are identified on the Off-road Driving Management Plan Map. Restrictions may be year-round or seasonal. There may be other restricted areas in the future that are not yet identified. Opportunities for recreational off-road driving will be considered in the road closure planning process. For example, existing roads which have eroded to a rock surface and are not likely to continue to erode may be left open and managed as motorized trails to provide a challenging driving</p>	<p><i>To reflect initial intent of the Plan, maintain the existing language, "[Trails] are not included when calculating the average road density per mile, but should be considered in evaluating wildlife habitat."</i></p> <p><i>Rest of text deleted; superceded with new forestwide direction.</i></p>

Chapter/ Management Area	Page	Current Plan Direction	Proposed Plan Amendment Direction
		<p>experience when determined appropriate through an environmental analysis. These trails are signed for off-road vehicles and are not part of the regular road system. They are not included when calculating the average road density per mile, but should be considered in evaluating wildlife habitat. The following criteria are used to evaluate the need for future closures or restrictions:</p> <ul style="list-style-type: none"> - Soils that are receiving, or are expected to receive, damage to the extent that soil productivity will be significantly impaired. 	
Chapter 4 – Forestwide Standards and Guidelines	59	<p>[cont. from page 85]</p> <ul style="list-style-type: none"> - Slopes exceeding 40 percent where high probability for damage exists. - Riparian areas being threatened or damaged. - Meadows likely to be or being damaged. - Areas adjacent to stream courses where potential for sedimentation is high. - Areas within watercourses or wetlands (permanently or intermittently wet). - Where the visual quality objectives (VQO) of preservation, retention, or partial retention are jeopardized. - Areas of important cultural resource sites vulnerable to damage that are being threatened or damaged. - Tree plantations less than 10 years old that are likely to be damaged. - Habitat for Threatened, Endangered, or Sensitive species that is threatened. - Key wildlife areas being threatened or damaged. - Areas important to wildlife reproduction, such as, fawning or nesting areas, where disturbance is causing, or 	<p><i>Text deleted; superseded by new forestwide direction.</i></p> <p><i>Maintain language:” the Pine Grove and Rattlesnake areas, of approximately 12,600 and 11,100 acres, respectively, are closed to motorized use annually from August 15 through December 31.” to keep these areas</i></p>

Chapter/ Management Area	Page	Current Plan Direction	Proposed Plan Amendment Direction
		<p>likely to cause, significant stress and reduction of reproductive success.</p> <ul style="list-style-type: none"> - Restrictions or closures needed to meet road management objectives. - Areas within municipal watersheds. - Areas where user conflict must be resolved to ensure public safety. - Areas considered to be dangerous for winter off-road driving activities. - Dispersed recreation areas where conflicts exist. <p>Manageability will be an important criterion in establishing boundaries of areas with restrictions.</p> <p>Other areas may be seasonally closed to provide opportunities for recreation in a setting without vehicular disturbance such as temporarily changing the ROS class social and managerial settings toward the primitive end of the spectrum. Initially, the Pine Grove and Rattlesnake areas, of approximately 12,600 and 11,100 acres, respectively, are closed annually from August 15 through December 31. These areas are monitored and, based on evaluation of monitoring results, maintained, added to, or cancelled.</p>	<p><i>non-motorized even with designation of motorized big game retrieval for elk.</i></p>
Chapter 4 – Forestwide Standards and Guidelines	59	<p>Law enforcement is planned and implemented to minimize resource damage and user conflicts. Signing is appropriate to inform the public and help minimize the need for direct law enforcement activities.</p>	<p><i>No change to text; move above the “Bicycle Use” heading.</i></p>
Chapter 4 – Forestwide Standards and Guidelines	60	<p>Implement off-road driving restrictions in areas where roads are closed or obliterated and restrictions are necessary to prevent reopening of the roads by motor vehicle users.</p>	<p><i>Text deleted; superseded by new forestwide direction.</i></p>

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		Focus media attention on off-road driving management at least annually to enlist public cooperation. Feature volunteer organizations working to improve management.	
Chapter 4 – Forestwide Standards and Guidelines	89	Manage road densities to achieve an average of 1.1 miles of open road per section in the woodland zone, such as pinyon-juniper, desert, and grassland vegetation types and an average of 2 miles of open road per section in the ponderosa pine/mixed conifer zone. These densities reflect all system roads in maintenance categories 2 through 5, but do not include Federal, State, and county systems. Temporary roads that are only for short-term use and will then be fully obliterated and long-term closure roads are not a part of the calculated density. In calculating densities by vegetative type do not include areas having legal or administrative restrictions on roads, e.g., wilderness and research natural areas Road densities are based on road density objectives, the resources served, user types, and topography to meet the objectives for management of resources served, using guidance from R3 publication “Skidding Distance Versus Road Cost Optimization for Timber Sales.”	<i>Change sentence that reads “These densities reflect all system roads in maintenance categories 2 through 5, but do not include Federal, State, and county systems.” To “These densities reflect all designated system roads, but do not include Federal, State, and county systems.”</i>
Chapter 4 – MA 3 Standards and Guidelines	119	The trails are for nonmotorized traffic only, except Schultz Creek Trail which is open to motorized vehicles.	The trails are for nonmotorized traffic only. <i>Rest of text deleted; the Schultz Creek Trail was closed to motorized vehicles in Amendment 17 but this page was never corrected.</i>
Chapter 4 – MA 3 Standards and Guidelines	120	Schultz Creek trail will remain open to all types of use.	<i>Text deleted; Schultz Creek Trail was closed to motorized vehicles in Amendment 17 but this page was never corrected.</i>
Chapter 4 –	137	Generally, local roads are closed until the next entry by	Generally, local roads are closed until the next entry by

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MA 3 Standards and Guidelines		signing and physical obstruction such as gates or barriers. Temporary roads are obliterated and returned to production. If necessary to ensure protection, off-road driving restrictions are imposed until roads are fully revegetated.	signing and physical obstruction such as gates or barriers. Temporary roads are not open to public motorized travel (36 CFR 212) and are obliterated and returned to production <i>[rest of text deleted]</i> .
Chapter 4 – MA 3 Standards and Guidelines	140	Trails are for nonmotorized use, except in Schultz Creek adjacent to Forest Road 420 up to Road 789.	Trails are for nonmotorized use unless designated through a National Environmental Policy Act planning process. <i>Rest of text deleted; Schultz Creek Trail was closed to motorized vehicles in Amendment 17 but this page was never corrected.</i>
Chapter 4 – MA 9 Standards and Guidelines	159	Closely monitor off-road driving. If damage is occurring or becomes imminent, apply and enforce appropriate restrictions (see forestwide standards and guidelines - recreation program component for criteria). Focus media attention on off-road driving damage in these sensitive areas at least annually.	<i>Text deleted; superceded by new forestwide direction.</i>
Chapter 4 – MA 10 Standards and Guidelines	163	Vehicle traffic permitted only on designated roadways, with the exception of access to fences (for repair), for maintenance of utilities, traversing the right-of-way, and for stock management by permittees of the national forest.	<i>Text deleted; superceded by new forestwide direction.</i>
Chapter 4 – MA 13 Standards and Guidelines	179	This MA is designated for off-road driving and is managed for two and four wheeled vehicles. Manage off-road driving to provide recreational opportunities and coordinate with needs of other recreation users and other resources. Make slight adjustments to the boundary of the OHV area where needed to ease administration of the site. These	<i>This MA is designated for OHV use and is managed for two and four wheeled vehicles.</i> <i>Manage OHV use to provide recreational opportunities and coordinate with needs of other recreation users and other resources.</i> <i>Make slight adjustments to the boundary of the OHV area where needed to ease administration of the site. These</i>

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		<p>changes will improve enforcement of the boundaries, help users identify the area, and in combination with other access management activities will lessen encroachment into the monument. Consider fencing or other physical barriers a means of boundary identification.</p> <p>The boundary has been slightly revised on the southwest corner of the area for administrative identification. There is no significant change in the size of the area, but it is adjusted to roads or features that are identifiable on the ground. The map in appendix M has been revised to reflect what is currently posted on the ground.</p>	<p><i>changes will improve enforcement of the boundaries, help users identify the area, and in combination with other access management activities will lessen encroachment into the monument. Consider fencing or other physical barriers a means of boundary identification.</i></p> <p><i>The boundary has been slightly revised on the southwest corner of the area for administrative identification. There is no significant change in the size of the area, but it is adjusted to roads or features that are identifiable on the ground. The map in appendix M has been revised to reflect what is currently posted on the ground.</i></p>
Chapter 4 – MA 13 Standards and Guidelines	180	<p>See the Objectives for Recreation Opportunity Spectrum map (appendix M) and manage uses to meet these objectives. On busy summer weekends, the number of encounters with other recreationists will likely be outside parameters set for semiprimitive settings and this is acceptable.</p> <p>Reference the Cinder Hills Off-Road Driving Area Report (Peaks Ranger District). This report is a detailed desired condition that will be validated or changed via subsequent site-specific NEPA analysis. This report includes a map of the desired improved roads, camping areas, specific slope designations, rehabilitation needs, sanitation facilities, signing, boundary management, information, and interpretation actions. The report will be updated as needed with involvement from off-road vehicle users, Native American tribes, and others concerned with Cinder Hills use. Requiring a permit and/or charging a fee may be considered in the future. Operation of the area by a concessionaire may be</p>	<p><i>See the Objectives for Recreation Opportunity Spectrum map (appendix M) and manage uses to meet these objectives. On busy summer weekends, the number of encounters with other recreationists will likely be outside parameters set for semiprimitive settings and this is acceptable.</i></p> <p><i>Reference the “Cinder Hills Off-Road Driving Area Report” (Peaks Ranger District). This report is a detailed desired condition that will be validated or changed via subsequent site-specific NEPA analysis. This report includes a map of the desired improved roads, camping areas, specific slope designations, rehabilitation needs, sanitation facilities, signing, boundary management, information, and interpretation actions. The report will be updated as needed with involvement from OHV users, Native American tribes, and others concerned with Cinder Hills use. Requiring a permit and/or charging a fee may be considered in the future. Operation of the area by a concessionaire may be considered.</i></p>

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		<p>considered.</p> <p>Portions of this MA will be open to unrestricted cross-country travel, portions will have use restricted to designated routes, and portions will be closed (some slopes).</p>	<p><i>This MA is open to unrestricted cross-country travel except where signed closed. Other portions may be closed in the future based on reasons listed below. The area also contains some designated routes for entry and navigation through the area.</i></p>
Chapter 4 – MA 15 Standards and Guidelines	189	<p>Maintain facilities at Condition Class Level I. Repair minor site damage within 1 year and major site damage within 2 years. Sites are closed to off-road driving, unless specific management needs are identified for such things as administration, construction, or maintenance. Sites are closed to vehicles and operators not licensed for highway use in the State of Arizona.</p>	<p>Maintain facilities at Condition Class Level I. Repair minor site damage within 1 year and major site damage within 2 years. [Text deleted; superceded by new forestwide direction and State of Arizona law.]</p>
Chapter 4 – MA 16 Standards and Guidelines	192	<p>Limit vehicle access to city and Federal vehicles necessary to administer the area. The area is closed to livestock use and recreational livestock use such as horses, mules, or llamas. The area is closed to off-road driving use.</p>	<p>Limit vehicle access to city and Federal vehicles necessary to administer the area. The area is closed to livestock use and recreational livestock use such as horses, mules, or llamas. [Rest of text deleted; superceded by new forestwide direction.]</p>
Chapter 4 – MA 17 Standards and Guidelines	195	<p>Prohibit off-road driving.</p>	<p><i>Text deleted; superceded by new forestwide direction.</i></p>
Chapter 4 – MA 18 Standards and Guidelines	199	<p>Enforce off-road driving closures. Make a special effort through the schools and the media to focus public attention on the importance of complying with the closure for all areas.</p>	<p>[Text deleted; superceded by new forestwide direction.] Make a special effort through the schools and the media to focus public attention on the importance of complying with the motorized closure for all areas.</p>
Chapter 4 – MA 19 Standards and Guidelines	202	<p>Close MA 19 to off-road driving, <u>except</u> for vehicles traveling over-the-snow such as snowmobiles or in the vicinity of Knoll Lake, please refer to Off-road Driving Map.</p>	<p>MA 19 and the vicinity of Knoll Lake are open to over-snow vehicles such as snowmobiles.</p>

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Chapter 4 – MA 19 Standards and Guidelines	202	Sites are closed to off-road driving, unless specific management needs are identified for such things as administration, construction, or maintenance. Sites are closed to vehicles and operators not licensed for highway use in the State of Arizona.	Sites are closed to vehicles and operators not licensed for highway use in the State of Arizona.
Chapter 4 – Sedona Area- wide Standards and Guidelines	206-12	Restrict motor vehicles to system roads and trails in the planning area, except as authorized by permit.	<i>Text deleted; superceded by new forestwide direction.</i>
Chapter 4 – Sedona Area- wide Standards and Guidelines	206-24	Off-road driving is prohibited within most of the Sedona/Oak Creek Ecosystem, except under rare circumstances by permit.	<i>Text deleted; superceded by new forestwide direction.</i>
Chapter 4 – Sedona Area- wide Standards and Guidelines	206-27	Limit travel associated with commercial uses to system roads and trails, or to sites designated in an operating plan for such use.	No change.
Chapter 4 – MA 25 Standards and Guidelines	206-43	limiting motor vehicle traffic between access corridors and the cliffs.	<i>Text deleted; superceded by new forestwide direction.</i>
Chapter 4 – MA 26 Standards and Guidelines	206-46	Close to motor vehicles and rehabilitate locations that have been damaged by off-road driving and camping with priority given to Broken Arrow, Schnebly Hill, Cathedral Rock and Carrol Canyon.	Rehabilitate locations that have been damaged by off- highway vehicle driving and camping with priority given to Broken Arrow, Schnebly Hill, Cathedral Rock and Carrol Canyon.

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Chapter 4 – MA 26 Standards and Guidelines	206-46	limiting motor vehicle traffic between access corridors and the cliffs.	<i>Text deleted; superceded by new forestwide direction.</i>
Chapter 4 – FLEA Area- wide Standards and Guidelines	206-70	Consult the Roads Analysis for the FLEA Area report, for desired open road network. Reference this information when conducting project level (site-specific) NEPA analysis to close, obliterate, or upgrade roads.	<i>Text deleted; superceded by new forestwide direction.</i>
Chapter 4 – FLEA Areawide Standards and Guidelines	206-79	Generally discourage off-road driving within ¼ mile of these sites.	<i>Text deleted; superceded by new forestwide direction.</i>
Chapter 4 – MA 31 Standards and Guidelines	206-84	Continue motorized travel restrictions similar to the current forest orders where motorized use occurs on designated open roads and trails only.	<i>Text deleted; superceded by new forestwide direction.</i>
Chapter 4 – MA 31 Standards and Guidelines	206-84	Generally discourage off-road driving within ¼ mile of these sites.	<i>Text deleted; superceded by new forestwide direction.</i>
Chapter 4 – MA 31 Standards and Guidelines	206-85	Discourage off-trail use of any kind on large cinder cones.	<i>Text deleted; superceded by new forestwide direction.</i>
Chapter 4 – MA 32 Standards and Guidelines	206-88	Discourage off-trail use of any kind on large cinder cones.	<i>Text deleted; superceded by new forestwide direction.</i>

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Chapter 4 – MA 32 Standards and Guidelines	206-88	Enforce the stay on designated roads policy.	<i>Text deleted; superceded by new forestwide direction.</i>
Chapter 4 – MA 36 Standards and Guidelines	206-105	Discourage off-trail use.	<i>Text deleted; superceded by new forestwide direction.</i>
Chapter 4 – MA 37 Standards and Guidelines	206-110	Continue the current nonmotorized status in the areas of Skunk and Fay Canyons, Canyon Vista, Fisher Point, and Campbell Mesa.	<i>Text deleted; superceded by new forestwide direction.</i>
Chapter 4 – Monitoring Schedule (Table 14- Monitoring Plan)	209	<u>Item monitored</u> Off-road Driving Compliance and Damage <u>Intent</u> Prevent unacceptable damage to resources and meet provision of forest off-road driving implementation plan. <u>Monitoring Method/Unit of Measure</u> Area and project reviews, RIM system/Area condition. <u>Measuring Frequency</u> Annually <u>Percent Accuracy/Precision</u> 80/80 <u>Variability that would initiate Re-evaluation</u> ORV use or damage conflicts with management goals or lowers visual quality level below objectives.	<u>Item monitored</u> Motor vehicle use <u>Intent</u> Impacts of motor vehicle use in designated camping corridors and prevalence of motorized use outside of designated areas <u>Monitoring Method/Unit of Measure</u> Compliance will be measured through the collection and documentation of tickets, warnings, and incident reports. Impacts of motor vehicle use in designated camping corridors shall be measured based on field- based surveys. <u>Measuring Frequency</u> Annually <u>Percent Accuracy/Precision</u>

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			80/80 <u>Variability that would initiate Re-evaluation</u> Motor vehicle use or damage conflicts with management goals. Revise designations as necessary.
Appendix J	242-25-28	Forest Service Road Management Objectives	<i>Table deleted; superseded by new forestwide direction.</i>
Appendix L	Map 5	[Map Legend] Off-Road Driving Allowed Except: Wilderness Closed to Motor Vehicles Restricted Motor vehicle use on designated routes only Seasonally Restricted Closed to motor vehicle during some seasons	<i>Text deleted; superceded by new forestwide direction. Refer to motor vehicle use map.</i>
Glossary	246 or 247	[No definition]	Designated road, trail, or area A National Forest System road or trail, or an area on National Forest System lands that is designated for motor vehicle use pursuant to 36 CFR 212.51 on a motor vehicle use map.
Glossary	256	[No definition]	MVUM (motor vehicle use map) A map reflecting designated roads, trails, and areas on an administrative unit or a ranger district of the National Forest System.
Glossary	258	ORV Off-road vehicles include all mechanical means of transportation that are capable of traveling over land where no road exists. Passenger cars, four-wheel drive vehicles, trail bikes, ATVs (all terrain vehicles), and snowmobiles are off-road vehicles.	OHV (off-highway vehicle) Any motor vehicle designed for or capable of cross-country travel on or immediately over land, water, sand, snow, ice, marsh, swampland, or other natural terrain. Over-Snow Vehicle A motor vehicle designed for use over snow and that

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			runs on a track or tracks and/or a ski or skis, while in use over snow.
Glossary	272	<p>Off-highway Vehicle – Any motor vehicle when operated off of highways on forest lands.</p> <p>Off-road Travel – Overland travel with motorized or non-motorized vehicles off of established, cleared, and defined routes capable of accommodating such a vehicle.</p>	<p><i>Text deleted; superceded by definition on page 258.</i></p> <p><i>Text deleted; not used in 36 CFR 212.</i></p>