



United States
Department of
Agriculture

Forest
Service

February 2008



Modified Proposed Action

Public Motorized Travel Management Plan

Apache-Sitgreaves National Forests

The U.S. Department of Agriculture (USDA) prohibits discrimination in all its programs and activities on the basis of race, color, national origin, gender, religion, age, disability, political beliefs, sexual orientation, or marital or family status. (Not all prohibited bases apply to all programs.) Persons with disabilities who require alternative means for communication of program information (Braille, large print, audiotape, etc.) should contact USDA's TARGET Center at (202) 720-2600 (voice and TDD). To file a complaint of discrimination, write USDA, Director, Office of Civil Rights, Room 326-W, Whitten Building, 14th and Independence Avenue, SW, Washington, DC 20250-9410 or call (202) 720-5964 (voice and TDD). USDA is an equal opportunity provider and employer.

Table of Contents

BACKGROUND.....	1
PUBLIC INVOLVEMENT.....	2
EXISTING AND DESIRED CONDITIONS.....	3
Forests Policy.....	3
Road System.....	4
Motorized Trails and Areas.....	6
Motorized Travel Exemptions.....	6
Motor Vehicle Use for Dispersed Camping or Big Game Retrieval.....	7
PURPOSE AND NEED.....	9
PROPOSED ACTION.....	9
Forests Policy.....	10
Road System and Motorized Trails and Areas	10
Motorized Travel Exemptions.....	11
Motor Vehicle Use for Dispersed Camping or Big Game Retrieval.....	12
POSSIBLE ALTERNATIVES.....	14
DECISION FRAMEWORK.....	14
CONTACT PERSON.....	14
Appendix A.....	15
Existing Apache-Sitgreaves National Forests motor vehicle closures, off-road driving restrictions, areas existing and recommended for protection of the natural ecosystem for research purposes and Recreation Opportunity Spectrum Forests-Wide Standards and Guidelines (year-round and seasonal).	
Appendix B.....	19
Glossary of terms that may be used throughout the document	

Modified Proposed Action Public Motorized Travel Management Plan Apache-Sitgreaves National Forests

BACKGROUND

Providing for the long-term sustainability of National Forest System (NFS) lands and resources is essential to maintaining the quality of experience for all users of the Apache-Sitgreaves National Forests (ASNFs). Motor vehicles (36 CFR 212.1, *Motor Vehicle*) are used for multiple recreational activities on the ASNFs, such as sightseeing, camping, hiking, hunting, fishing, collecting firewood or other forest products. Motor vehicles are also used for other administrative and commercial activities such as logging, grazing permit administration, maintaining utilities, special uses, outfitter and guide services, and other multiple uses. Responsible motorized travel is an appropriate way to utilize ASNFs lands for the multitude of purposes identified and as use on the ASNFs increases, so does the need for a management strategy for motorized vehicles that is consistent with the unified Federal policy identified in Executive Orders 11644 and 11989.

Many portions of the ASNFs currently have motorized travel designations and decisions that were made under other authorities. Previous decisions and designations that address motor vehicle use that are consistent with the Travel Management Rules' requirements do not need to be addressed in a new environmental analysis or land management decisions. For example, the Mt Baldy, Escudilla and Bear Wallow Wilderness areas and the Blue Range Primitive Area are excluded from motor vehicle use designation because motorized use has been **restricted or prohibited by legislation**.

In general, the ASNFs are legally "open to cross-country motor vehicle use unless posted closed". Currently there are nine ASNFs Special Orders (01-401 – 01-409) that identify motor vehicle travel restrictions by specific geographic area and season. Appendix A identifies the existing ASNFs motor vehicle closures, off-road driving restrictions, areas existing and recommended for protection of the natural ecosystem for research purposes and Recreation Opportunity Spectrum Forests-Wide Standards and Guidelines (year-round and seasonal).

On November 9, 2005, the Forest Service published final travel management regulations Governing off-highway vehicles (OHVs) and other motor vehicles on national forests and grasslands. The new regulations amended part 212 to include part 295 (combined and clarified these parts as part 212), amended subpart B of part 251, and amended subpart A of part 261 of Title 36 of the Code of Federal Regulations (CFR). These three regulations, CFR 36 212, 251(B), and 261(A), are referred to together as the Travel Management Rule (TMR) or final rule throughout this document. The TMR was developed in response to the substantial increase in use of OHVs on NFS lands and related damage to forest resources caused by unmanaged OHV use over the past 30 years. The regulations implement Executive Order 11644 and 11989 regarding off-road use of motor vehicles on Federal lands.

The TMR provides for a system of NFS roads, NFS trails, and areas on NFS lands (36 CFR, 212.1 Definitions) that are designated for public motor vehicle use. Motor vehicle use off designated roads and trails and outside of designated areas is prohibited (36 CFR 212.50). Therefore, under the TMR, forests that do not already restrict motorized travel to designated NFS roads, NFS trails, and areas on NFS lands must do so and designate routes and areas on a Motor Vehicle Use Map (MVUM) and provide it to the public (36 CFR 212.56).

The ASNFs are committed to continue providing recreational opportunities for the multitude of different publics, while sustaining NFS lands and resources. Motor vehicles are a legitimate and appropriate way for people to enjoy their National Forests - in the right places, at the right time, and with proper management.

PUBLIC INVOLVEMENT

In order to comply with the new travel management regulations, the ASNFs initiated a forest-wide Travel Analysis Process (TAP) in 2006. The intent of the TAP was to help the forest determine the minimum transportation system necessary to provide safe and efficient travel and for administration, utilization, and protection of NFS lands (36 CFR 212.5(b)).

Key to this process, the ASNFs hosted approximately 26 public collaboration meetings during 2005 to 2007 in order to collect ideas regarding motorized travel from local citizens, ASNFs users, State, county, local, and tribal governments and other Federal agencies. The National Off-Highway Vehicle Conservation Council (NOHVCC) in cooperation with the ASNFs conducted OHV Route Designation Workshops during November 16-19, 2006 in Show Low, AZ for agency personnel and the public. The purpose of these workshops was to assist the Forest Service and public in effective implementation of the TMR. This preliminary, pre-NEPA public input was invaluable in helping the ASNFs in developing the initial proposed action.

On October 10, 2007, the Federal Register published a Notice of Intent (NOI) to prepare an Environmental Impact Statement (EIS) for the Motorized Travel Management Plan on the Apache-Sitgreaves National Forests (72 FR 57514-57517). The NOI, among other things, identified the purpose and need for the action, the scoping process, and summarized the proposed action. The ASNFs then hosted five public meetings in five locations to introduce the initial proposed action for designating a public motorized transportation system that would take effect during the fall, 2009.

Based on input received from these meetings, it was apparent that a significant number of comments received through the public collaborative process inadvertently were not considered during the development of the initial proposed action. As a result, the Forest Supervisor determined that the ASNFs would take additional time to ensure that all comments were considered and then modify the proposed action as necessary. The initial proposed action may be retained as an alternative that would be analyzed during the preparation of the EIS.

The ASNFs modified proposed action for a motorized public transportation system represents a synthesis of extensive public input and Forest Service specialist recommendations. It identifies

the desired condition gathered during the TAP and addresses the differences identified in the existing condition, including access to private lands within the ASNFs boundary, funding and access to the ASNFs for motorized and non-motorized recreation. Specifically, this proposed transportation system would allow for a balance between various recreational and commercial uses of the Forests. It would provide for various forms of motorized opportunities on a designated system of routes that addresses multiple resource concerns such as cultural resources, water quality, soil stability, and wildlife, fish and rare plant populations and habitat.

EXISTING AND DESIRED CONDITIONS

Existing and desired conditions related to motorized travel have been summarized into five main topics: Forest Policy, Road System, Motorized Trails and Areas, Motorized Travel Exemptions, and Motor Vehicle Use for Dispersed Camping or Big Game Retrieval. Existing Conditions describe the current management situation and environmental conditions for each topic. Desired Conditions describe the ASNFs and publics goals, desires and vision, including regulations, applicable to each topic.

Forest Policy

Existing Condition

The August, 1987, Apache-Sitgreaves National Forests Land and Resource Management Plan (Forests Plan), as amended states that the transportation management goal is to “Provide and manage a serviceable road transportation system that meets needs for public access, land management, resource protection, and user safety”. It also identifies in the Road Maintenance & Management Standards and Guidelines that “Total road densities should average 3.5 miles/square mile or less. Open road densities should average 2.0 miles/square mile or less.”

The ASNFs contains approximately 2,110,134 acres in eastern Arizona. There are almost 23,359 acres of designated Wilderness and approximately 187,410 acres of Primitive Area. An additional 280,724 acres are identified to be managed as primitive or semi-primitive non-motorized. Over the past 20 years, the ASNFs have implemented additional off-road driving restrictions and motor vehicle closures through a variety of forest orders. Appendix A lists all current motor vehicle closures and restrictions on the ASNFs. The combined acreage of those areas not subject to closures and restrictions results in approximately 1,574,813 acres (approximately 75 percent) of the ASNFs that are currently legally open to cross-country motorized travel.

Desired Condition

The goal is to implement Forest Service direction established in 36 CFR 212.50 and discontinue unlimited and unmanaged cross-country motorized travel while providing and managing for an economically, socially and environmentally acceptable public motorized transportation system along designated roads and trails. The public motorized transportation system meets the needs for public access, land management, resource protection, and user safety.

Road System

Existing Condition

The ASNFs includes a wide variety of terrain and vegetation types that greatly influence the places where motorized vehicles can be used while sustaining cultural and natural resource values. A number of state and US highways cross the ASNFs, and additional county and municipal roads provide a connecting network to NFS roads. The ASNFs includes popular developed recreational destinations such as Woods Canyon Lake, Big Lake, Luna Lake, and Greer. These areas receive high volume traffic in a small area. Generally, the NFS roads in these areas are maintained to a high standard for user comfort and convenience.

The ASNFs are also known for dispersed recreation. Overnight camping with recreational vehicles is a popular activity, and many forest visitors bring OHVs to explore the ASNFs beyond their base camp. Major NFS roads (posted with horizontal route identification markers) are usually maintained on an annual basis, providing initial access for dispersed recreationists to get from towns and highways to remote locations (36 CFR 212.1, 36 CFR 251.51, 36 CFR 261.2). These maintenance level 3-5 roads connect with a large system of low-standard roads (maintenance level 2). Most of these maintenance level 2 roads were built for administrative activities such as timber harvesting, and do not receive regular maintenance. They are identified with vertical route identification markers.

A large number of additional NFS roads (maintenance level 1) are managed as closed to public motorized use and kept in storage for future management activities. Many of these closed roads, along with many decommissioned, unauthorized, and non-inventoried routes are commonly used by the public for OHV operation. Many berms, gates, fences, and signs delineating maintenance level 1 roads have degraded or been removed or vandalized over time, creating a confusing situation for forest visitors. Tire tracks are now a common site over and around barriers.

Currently, there are approximately 6,310 miles of NFS roads (6,155 miles) and trails (155 miles) in the ASNFs Forest Transportation System database; approximately 2,780 miles of Maintenance Level 2-5 roads and approximately 155 miles of ATV routes are legally open and managed for public motorized travel. Maintenance Level 1 roads (approximately 3,376 miles) are managed as closed to public motorized travel and intended to be available for periodic administrative use only. On average, approximately 900 miles of road are maintained annually by the ASNFs; typically those roads are managed as Maintenance Level 3-5 (suitable for passenger cars). The current road budget provides funding for the ASNFs to maintain approximately 28 percent of the existing road system. Table 1 displays the current managed road system by District and maintenance level and Table 2 displays the current number of miles of ATV routes managed by District.

Table 1. Current number of miles of roads identified in ASNFs Forest Transportation System on each Ranger District by Maintenance Level. Data is reflective of ASNFs GIS database as of October 10, 2007.

Operational Maintenance Level	Alpine	Black Mesa	Clifton	Springerville	Lakeside	Forests Total
Maintenance Level 1 ¹	993	1451	55	566	310	3,376
Maintenance Level 2 ²	262	963	211	265	354	2,054
Maintenance Level 3 - 5 ³	190	309	5	130	91	725
Total Miles (open & Closed)	1,445	2,723	271	960	756	6,155
Total Miles Managed Open for Public Motorized Travel (ML 2-5)	452	1,272	216	394	446	2,780

¹ML 1 roads are closed to public travel. These roads are reserved for emergency or administrative use (FSH 7709.58, 12.3)

²ML 2 roads are open to all motorized vehicles unless otherwise posted.

³ML 3-5 roads are open to highway legal vehicles only.

Table 2. Number of miles of ATV routes identified in ASNFs Forest Transportation System on each Ranger District. Data is reflective of ASNFs GIS database as of October 10, 2007.

Operational Maintenance Level	Alpine	Black Mesa	Clifton	Springerville	Lakeside	Forests Total
ATV routes ($\leq 50'$ wide)	-	38	-	21	96	155

Currently, the average ASNFs-wide managed total road density (includes roads managed as closed) is approximately 2.4 mi/mi² excluding the Wildernesses and Primitive Area. The average ASNFs-wide managed open road density (maintenance level 2 -5) is approximately 0.9 mi/mi² excluding the Wildernesses, Primitive Area and areas closed by special order. These numbers do not reflect the unknown number of miles of decommissioned and unauthorized user-created roads currently being used by the motorized public. The Forests Plan identifies that road densities are to be monitored by timber sale area.

Desired Condition

The TMR directs the Forest Service to provide for a system of National Forest System (NFS) roads, NFS trails, and areas on NFS lands that are designated for motor vehicle use (36 CFR 212.50). The ASNFs road system is the minimum system necessary to provide safe and efficient travel and for administration, utilization, and protection of NFS lands considering long-term funding expectations while ensuring that the identified system minimizes adverse environmental impacts (36 CFR 212.5(b)). The MVUM, in combination with a fully implemented sign plan, greatly enhances visitor understanding and expectations related to motor vehicle allowed uses on the ASNFs.

Total road densities, which includes closed roads (ML 1) and open road densities managed for public motorized travel (ML 2-5), are less than or equal to the current motorized transportation system identified in the ASNFs transportation database. The transportation system allows for a balance between various recreational and commercial uses of the ASNFs. It provides for various forms of reasonable motorized use on a designated system of routes in a responsible manner that addresses multiple resource concerns. New routes are not created except by written decision of an authorized Forest Service official. Unauthorized new routes are not approved for public travel. Most of the road mileage occurs on existing NFS routes currently open to the public for motorized travel. The goal is to provide a transportation system that is within the ASNFs' ability to manage (operate and maintain) and provide a variety of users with a diverse experience while minimizing impacts to natural resources.

Motorized Trails and Areas

Existing Condition

There is currently one route solely managed as a motorized trail (Saffel Canyon OHV route, Springerville RD), with additional routes managed as roads with OHV opportunities. Additional motorized trails are being planned on Lakeside and Black Mesa Ranger Districts. These trails are in various stages of construction or environmental analysis. In general, the ASNFs are open to cross-country motorized travel, but there are no Areas (36 CFR 212.1 Definitions) specifically managed for this purpose.

Desired Condition

The OHV transportation system is within the ASNFs ability to manage (operate and maintain) and provides a variety of users with a diverse experience while minimizing impacts to natural resources, minimizing conflicts between motor vehicle use and existing or proposed recreational uses of NFS lands or neighboring Federal lands, and minimizing conflicts among different classes of motor vehicle use [36 CFR 212.55(b)].

Motorized Travel Exemptions

Regulation 36 CFR 212.51(a) states that the following vehicles and uses are exempted from these designations: (1) aircraft; (2) watercraft; (3) over-snow vehicles; (4) limited administrative use by the Forest Service; (5) use of any fire, military, emergency, or law enforcement vehicle for emergency purposes; (6) authorized use of any combat or combat support vehicle for national defense purposes; (7) law enforcement response to violations of law, including pursuit; and (8) motor vehicle use specifically authorized under a written authorization issued under Federal law or regulations.

This last exemption includes uses authorized under Forest Service written authorization and includes access for range improvements, firewood cutting, gathering other forest products (e.g., seedlings, rocks, pinecones, etc.), ceremonial gathering by tribes, outfitter and guide services, maintenance of utility corridors (power lines, pipelines), administrative use by other state or federal agencies, and special use permit events.

Existing Condition

Approximately 75 percent of the ASNFs are currently open to cross-country motor vehicle travel. The uses described under the first seven exemptions currently occur on the ASNFs where travel has not been restricted by previous decisions, legislation, and Special Orders and, in most cases, on a limited basis by permit only. Livestock grazing permit administration and firewood collection specifically occurs across a wider area of the ASNFs where cross-country motorized travel is currently allowed.

Desired Condition

The ASNFs provides access for those vehicles and uses exempt from the designations as per 36 CFR 212.51. In general, authorizations under exemption (8) would emphasize motorized use on existing roads and motorized trails as much as possible, rather than allowing cross-country travel. Motorized cross-country travel to facilitate the gathering of forest products is managed by the Forests product permit system. The permit issued for gathering of forest products specifies what, if any, motorized cross-country travel is authorized for the purposes of gathering those products. Removal of lighter forest products such as plants, plant parts, dry cones, grasses, grass seed, pinyon seed, herbs and edibles, mistletoe and mushrooms, does not generally require motorized cross-country travel, and motorized cross-country travel is not generally authorized. Tribal rights are honored through free permits or other written authorizations.

Motor Vehicle Use for Dispersed Camping or Big Game Retrieval

The final TMR allows that the Responsible Official may include in the designation the limited use of motor vehicles within a specified distance of certain designated routes, and if appropriate within specified time periods, solely for the purposes of dispersed camping or retrieval of a downed big game animal by an individual who has legally taken that animal (36 CFR 212.51(b)).

Existing Condition

Motorized Dispersed Camping - Dispersed camping is defined as more primitive camping, outside of a developed campground. The focus is motorized dispersed camping; camping in wilderness or semi-primitive non-motorized areas where vehicles are currently prohibited would not be affected by this proposal. From simple car camping with tents to trailers to RVs, motorized dispersed camping is desirable for many people and the demand for this type of motor-based recreational use is increasing.

As a result of repeated use, dispersed campsites often are heavily impacted and have less vegetation, resulting in tree litter (needles and leaves) constituting the majority of ground cover, and one or more fire rings constructed by campers; existing sites are readily apparent to the casual forest visitor and continue to be “found” and used by campers. Often, when sites lose their attractiveness, new sites are sought out in other areas with new user created routes becoming established to reach them. At the same time, increased use often results in older sites “expanding.”

In theory, dispersed motorized camping occurs across most of the ASNFs, except in areas signed closed to overnight camping or areas closed to motorized travel per legislation, Forests Plan or by Special Order. In practice, however, certain areas on the ASNFs experience greater dispersed camping use because there are desirable features nearby (good views, water, etc.) and because they are easily accessible by motor vehicle. Over 1,600 existing dispersed camping sites (accessible by motor vehicle) have been identified on the ASNFs. Many of these sites are within 100 feet of an existing route. In addition, some existing dispersed camping sites are located in areas with sensitive resource concerns or in areas that are supposed to be closed to motorized travel; ML 1 roads are closed roads in the ASNFs database and decommissioned or unauthorized roads are not included in the inventory. The ASNFs recognizes that the currently identified dispersed camping sites represents less than the actual number of dispersed sites historically used.

Motorized Big Game Retrieval - On the ASNFs, motorized vehicles are generally allowed to travel off-road for the purpose of big game retrieval on NFS lands except in areas signed closed or areas closed to motorized travel per legislation, Forests Plan or by Special Order. Big game, as defined by the Arizona Game and Fish Department (AZGFD), occurring on the ASNFs includes elk, deer, antelope, bear, mountain lion, javelina, and turkey.

Based on recent AZGFD harvest data¹ for game management units (GMU) that fall within the ASNFs boundary, an average of approximately 9,211 hunting permits for elk and deer were issued on the ASNFs during 2005-2006. The same data reveals that approximately 2,510 (~ 27 percent of the 9,211 permits) big game animals were legally harvested; this represents the majority number of all big game animals, as defined above, that are currently retrieved using a motorized vehicle traveling off-road. However, it is more likely the actual number of big game animals retrieved by off-road vehicles is less, given that some animals are harvested close to a NFS road, or in an area where motor vehicles are already restricted.

Desired Condition

Motorized Dispersed Camping – The ASNFs provides dispersed camping opportunities where safety issues, resource concerns, user conflicts, or other management objectives are not a consideration. Motorized cross-country travel for dispersed camping is not permitted adjacent to designated roads where unmanaged ingress/egress or roadside parking represents a safety issue because of travel speed and/or sight distance; areas with a history of flash flooding; or when/where such use may increase the risk of adverse affects on adjacent values (e.g., areas with dangerous fuel conditions that are down slope/upwind of a community in the wildland-urban interface). Motorized cross-country travel for dispersed camping is not permitted in those areas adjacent to designated routes that are associated with fragile soils; threatened, endangered or sensitive species habitats; riparian values; known cultural resources; or have other special resource protection needs. Motorized cross-country travel for dispersed camping is not permitted in areas where such use would create or exacerbate user conflicts. Motorized cross-country travel for dispersed camping is not permitted in areas where such use would be incompatible with other management objectives such as those associated with Special Area Designations or Scenic Integrity Objectives.

¹ Source: "Hunt Arizona 2007 Edition: Survey, Harvest, and Hunt Data for Big and Small Game," AGFD 2007

Strategies for managing dispersed camping for a given location include roadside parking within one vehicle length from the edge of the road surface; designated dispersed camping sites; designated areas for cross-country use where dispersed camping is allowed along with other cross-country motor vehicle use; and designated fixed distance corridors, up to 300' on either side of specific designated routes, that allow motorized cross-country travel for the specific purpose of dispersed camping.

Motorized Big Game Retrieval – The ASNFs provides cross-country motorized big game retrieval (MBGR) on NFS lands not subject to other existing regulations intended to protect natural and/or heritage resources. This includes compliance with regulations addressing use of vehicles off roads (36 CFR 261.15), National Forest Wilderness (36 CFR 261.18), and National Forest Primitive Areas (36 CFR 261.21), as well as other applicable laws and regulations. No MBGR is allowed in Wilderness, Primitive Areas or Inventoried Roadless Areas.

PURPOSE AND NEED

The purpose of the proposed action is to improve management of public motorized vehicle travel on NFS lands within the ASNFs in accordance with provisions identified in 36 CFR Parts 212, 251, 261, and 295 *Travel Management; Designated Routes and Areas for Motor Vehicle Use; Final Rule*. Currently, wheeled motorized vehicle travel by the public is not prohibited off designated routes except by signed Forests Orders or legislation. The number of unauthorized user created routes continues to grow each year, with many of those routes and the general motorized cross-country travel having cultural and natural resource impacts, safety concerns, and user conflicts that have not been addressed under the National Environmental Policy Act Of 1969, as amended <http://www.fedcenter.gov/programs/nepa>. Therefore, there is a need to designate a socially, economically, and environmentally sustainable public motorized transportation system, as identified in the Desired Conditions, on the Apache-Sitgreaves National Forests through the designation of NFS roads, motorized NFS trails, and areas for motor vehicle use, and the prohibition of motorized cross-country travel (except by permit or special order).

PROPOSED ACTION

The proposed public motorized transportation system is available for viewing on District level maps located on the ASNFs Web Site: <http://www.fs.fed.us/r3/asnf/projects/travel-mangement.shtml>. In addition, maps are available for viewing at:

Supervisor's Office, 30 South Chiricahua St., Springerville, AZ.
Alpine Ranger District, Junction Hwy 180 & 191, Alpine, AZ.
Black Mesa Ranger District, 2748 E. Hwy 260, Overgaard, AZ.
Clifton Ranger District, 397240 AZ 75, Duncan, AZ.
Springerville Ranger District, 165 S. Mountain Ave., Springerville, AZ.
Lakeside Ranger District, 2022 W. White Mountain Blvd., Lakeside, AZ.

Forests Policy

Implementation of the TMR is not a discretionary decision -- it is mandated by the Travel Management Rule. In order to implement the modified proposed action and incorporate the MVUM as the enforcement tool for motorized travel designation, it would be necessary to amend some existing direction and terminology in the Forests Plan. Under this proposal, an amendment would be necessary to eliminate motorized public cross-country travel except under written authorization and designate those roads and trails open to public motorized travel. These changes to the Forests Plan direction and terminology would be enduring changes and would apply to this decision and all subsequent project decisions unless and until further modified.

Other specific travel management-related changes to the Forests Plan direction and terminology would be based on elements of the TMR, public meeting comments, District and Core Travel Management Team recommendations, and ASNFs Leadership Team final decisions. The goal is to provide a transportation system that is within the ASNFs' ability to manage (operate and maintain) and provide a variety of users with a diverse experience while minimizing impacts to natural resources.

Road System / Motorized Trails and Areas

The proposed action is to designate NFS roads, NFS trails, and NFS areas open to public motorized travel on lands administered by the ASNFs. Where it is appropriate and necessary, the designations would also specify seasons of use, type of vehicle(s) permitted, and types of use for those roads, trails, and areas. In doing so, the ASNFs will comply with requirements of the TMR. The ASNFs will produce a MVUM depicting those routes and areas on the ASNFs that are open to public motorized travel. The MVUM will be the primary tool used to determine compliance and enforcement with motor vehicle use designations on the ground. Some existing open routes, user-created routes and areas not designated as open on the MVUM would be legally closed to public motorized travel except as allowed by permit or other written authorization. Some currently closed routes would be designated as open on the MVUM. Cross-country motorized travel would be prohibited except by written authorization.

Under this proposal most of the route mileage would occur on existing ASNFs routes that are currently open to the public for motorized travel. This proposal also includes designation of some current user-created unauthorized routes to connect existing NFS routes.

The ASNFs public transportation system (maintenance level 2-5 roads and ATV trails) managed as open to motorized travel under this proposal would be approximately 2,961 miles (Tables 4 and 5). The proposed motorized public transportation system was developed by proposing to close approximately 438 miles of NFS roads that are currently open; proposing to open approximately 371 miles of NFS roads currently closed or decommissioned; designating approximately 42 miles of existing trails and user created roads as NFS roads; converting approximately 93 miles of currently closed and open roads to ATV routes (vehicles $\leq 50''$ in width); and establishing approximately 55 miles of new ATV routes. In addition, hundreds of miles of currently used closed roads (roads identified as Maintenance Level 1 and closed in the Forests' database), decommissioned roads and

user created roads not identified as open under this proposal would not be open to motorized use. Table 4 displays the proposed road system by District and maintenance level and Table 5 displays the number of miles of proposed ATV routes by District..

Table 4. Number of miles of roads proposed to be managed on each Ranger District by Maintenance Level.

Operational Maintenance Level	Alpine	Black Mesa	Clifton	Springerville	Lakeside	Forests Total
Maintenance Level 1 ¹	937	1680	34	452	307	3409
Maintenance Level 2 ²	325	742	238	384	267	1956
Maintenance Level 3 - 5 ³	189	286	5	129	86	695
Total Miles (ML 1-5)	1,451	2,708	277	965	660	6060
Total Miles Open to Public Motorized Travel (ML 2-5)	514	1028	243	513	353	2651

¹ML 1 roads are closed to public travel. These roads are reserved for emergency or administrative use.

²ML 2 roads are open to all motorized vehicles unless otherwise posted.

³ML 3-5 roads are open to highway legal vehicles only.

Table 5. Number of miles of ATV routes proposed to be managed on each Ranger District.

Operational Maintenance Level	Alpine	Black Mesa	Clifton	Springerville	Lakeside	Forests Total
ATV routes (\leq 50" wide)	30	125	8	27	120	310

Motorized Travel Exemptions

No changes are proposed to existing areas closed to motorized vehicles (see appendix A). The proposed action would not change the management of or restrict non-motorized methods of travel on the ASNFs (i.e., hiking, horseback, bicycles). The proposed action would not change the management of vehicles and uses exempted under 36 CFR 212.51(a) as identified above under Motor Travel Exemptions. Limited administrative use [36 CFR 212.51(a)(4)] and emergency motorized travel, such as emergency fire vehicles and law enforcement vehicles, and motor vehicles operating with specific written authorization issued under Federal law or regulations would continue.

Motor Vehicle Use for Dispersed Camping and Big Game Retrieval

Dispersed Camping – Roadside parking within vehicle length from the shoulder of designated routes is proposed, unless otherwise posted on-the-ground and provided it is safe to do so and without causing damage to ASNFs’ resources or facilities. This would allow the public to access many traditionally used dispersed campsites adjacent to ASNFs’ roads or within a short walking

distance of those roads.

This proposal would allow dispersed motorized camping in designated dispersed campsites. Each District has identified, on-the-ground, the location of many sites that may be used for designated dispersed camping or day use recreational activities. Currently, the ASNFs have identified approximately 1,612 historically used dispersed camp sites. The ASNFs recognizes that not all historically used day-use or dispersed camp sites have been identified and will continue to collaborate with the public to identify more sites. Motor vehicles would be allowed to travel the currently established route to designated areas for day-use parking or dispersed camping. This would allow for reasonable recreational use of the ASNFs while reducing the potential for resource damage. Designated dispersed campsites would not be displayed on the MVUM, but the ASNFs will establish alternative ways to make designated day-use and dispersed camp site information available to the public.

This proposal would allow dispersed motorized camping off designated routes, in certain areas, under certain conditions. In all cases where motorized dispersed camping would be allowed along designated corridor routes, motorized vehicles would be permitted to travel 300 feet or less from either side of the centerline of designated routes, using the most direct route to and from the campsite and the adjacent designated route. Cross-country motorized travel within the 300 feet from either side of the centerline of designated routes would not be allowed for purposes of searching for or locating a campsite or other general travel. Currently, the ASNFs have identified approximately 938 miles of designated distance corridors on the Black Mesa (702 miles), Lakeside (1 mile), Springerville (78 miles), and Clifton (157 miles) Ranger Districts. The Alpine Ranger District proposes to meet the intent of the TMR and the needs of the recreating public by utilizing other strategies such as roadside parking and designated dispersed day-use and camp sites. This component of the proposed action would provide for reasonable recreational use of the ASNFs while reducing the potential for resource damage. Designated routes along which designated distance corridor camping would be allowed are displayed on the proposed action maps and would be displayed on the MVUM.

This proposal would allow cross-country motorized travel in eight designated Areas on the Black Mesa (6 areas) and Lakeside (2 areas) Ranger Districts that total approximately 5,989 acres (approximately 0.28 % of the ASNFs). The intent is to provide expanded motorized travel opportunities in areas with multiple campsites, but without a defined transportation system. Designated cross-country travel Areas would be displayed on the MVUM and clearly marked on the ground.

Cross-country Motorized Big Game Retrieval - This proposed action would allow cross-country motorized big game retrieval, up to 1 mile from a designated route, of legally harvested and properly tagged elk and mule deer during certain seasons, in certain Game Management Units, during certain times of the day. This proposal would also allow CHAMP permit holders the ability for cross-country motorized big game retrieval, up to 1 mile from a designated route, of legally harvested and properly tagged elk, mule deer, and black bear. Cross-country motorized big game retrieval would be allowed as follows:

- Elk Hunts
Cross-country motorized retrieval in Game Management Units that are within the ASNFs would be authorized for up to 1 mile from a designated route, except between one hour before sunrise and 10:00 am., through midnight of the last day of the last scheduled hunt in October.
- Mule Deer Hunts
Cross-country motorized retrieval in Game Management Units that are within the ASNFs would be authorized for up to 1 mile from a designated route, except between one hour before sunrise and 10:00 am., from the beginning of the Mule Deer hunts in July through midnight Sunday of the second week in October.

Cross-country motorized big game retrieval would not be allowed when conditions are such that cross-country travel would cause unacceptable natural and/or heritage resource damage. Motorized vehicles would not be permitted to cross riparian areas, streams and rivers, except at hardened crossings or crossings with existing culverts. Existing resource protection regulations would be enforced when conditions warrant. Those authorized for cross-country motorized big game retrieval would take a relatively direct and safe route, preferably a currently established route along an otherwise closed road, that minimizes negative resource effects when retrieving their legally harvested and properly tagged elk or mule deer and they would take the minimum number of trips to accomplish retrieval. Only one vehicle would be allowed for cross-country motorized big game retrieval per harvested animal.

Cross-country motorized big game retrieval would be subject to other existing regulations intended to protect natural and/or heritage resources. This includes compliance with regulations addressing use of vehicles off roads (36 CFR 261.12 & 261.13), National Forest Wilderness (36 CFR 261.16), and National Forest Primitive Areas (36 CFR 261.19), as well as other applicable laws and regulations. Cross-country motorized big game retrieval would not be allowed in Wilderness or Primitive Areas. Cross-country motorized big game retrieval would not be allowed in Inventoried Roadless Areas or on those ASNFs lands managed for Recreation Opportunity Spectrum classes primitive and semi-primitive non-motorized.

The intent of proposing to allow motorized cross-country big game retrieval under specific conditions identified above is to reduce spoilage and waste by providing reasonable access to downed animals that are difficult to move long distances without motorized assistance, to meet AZGFD big game harvest and management objectives, and to facilitate AZGFD programs related to disabled hunters. Motorized cross-country retrieval of other game animals would not be allowed under this proposal because these animals are small enough to retrieve without motorized assistance.

POSSIBLE ALTERNATIVES

This proposed action for the Apache-Sitgreaves National Forests Public Motorized Travel Management Plan will be analyzed in an environmental impact statement (EIS) as defined in

Forest Service Handbook 1909.15, Chapter 40. The EIS will fully describe and evaluate the proposed action and a range of alternatives.

In addition to the modified proposed action, the proposed action and the no action alternative will be analyzed. The Forest Service is required to analyze the “No Action” alternative under the provisions of NEPA (40 CFR 1502.14). The No Action alternative will consider the effects of not making any changes to the ASNFs’ current road system and not prohibiting motorized cross-country travel. Additional alternatives would be developed in response to significant issues brought up during public scoping.

DECISION FRAMEWORK

Federal land managers are directed (Executive Order 11644, 36 CFR 212, and 43 CFR 8342.1) to provide for public use of routes designated as open, to ensure that the use of motorized vehicles and off-road vehicles will be controlled and directed so as to protect the resources of those lands under their authority, to promote the safety of users, and to minimize conflicts among various users of federal lands.

Based on the purpose and need for the proposed action, the Forests Supervisor will evaluate the Modified Proposed Action and other alternatives in order to decide whether to adopt and implement the proposed action, an alternative to the proposed action, or take no action to make changes to the existing ASNFs public transportation system. Once the decision is made, the ASNFs will publish a MVUM identifying the roads, trails, and areas that are designated for public motor vehicle use. The MVUM shall specify the classes of vehicles and, if appropriate, the times of year for which use is designated.

CONTACT PERSON

For more information on this proposal and the project, contact Jim Copeland, project team leader at (928) 333-4301 or (928) 339-4384.

Appendix A

Existing Apache-Sitgreaves National Forests motor vehicle closures, off-road driving restrictions, areas existing and recommended for protection of the natural ecosystem for research purposes and Recreation Opportunity Spectrum Forests-Wide Standards and Guidelines (year-round and seasonal).

Description	Forests Plan Management Area or Forests Order No.	Acres
Forested Land -portion managed for Recreation Opportunity Spectrum classes primitive and semi-primitive non-motorized	Management Area 1	93,970
Woodland -portion managed for Recreation Opportunity Spectrum classes primitive and semi-primitive non-motorized	Management Area 2	143,652
Riparian -portion managed for Recreation Opportunity Spectrum classes primitive and semi-primitive non-motorized	Management Area 3	2,490
Grasslands	Management Area 4	16,630
Mount Baldy Wilderness	Management Area 7	7,079
Blue Range Primitive Area and Additions	Management Area 8	187,410
Escudilla Demonstration Area -portion managed for Recreation Opportunity Spectrum classes primitive and semi-primitive non-motorized	Management Area 9	1,551
Research Natural Areas -Phelps Cabin (existing) -Thomas Creek (recommended) -Escudilla Mtn (recommended) -Wildcat (recommended) -Hayground (recommended)	Management Area 10	2,550
Water -portion managed for Recreation Opportunity Spectrum classes primitive and semi-primitive non-motorized	Management Area 11	9

Description	Forests Plan Management Area or Forests Order No.	Acres
Bear Wallow Wilderness Area	Management Area 12	11,080
Escudilla Mountain Wilderness	Management Area 13	5,200
Chevelon Canyon -portion managed for Recreation Opportunity Spectrum classes primitive and semi-primitive non-motorized	Management Area 16	4,785
Sandrock -portion managed for Recreation Opportunity Spectrum classes primitive and semi-primitive non-motorized	Management Area 18	17,637

<u>Motor Vehicle Restriction</u>	<u>Forests Order 01-401</u>	<u>Acres</u>
Alpine Divide 01-01		80
Black River 01-02	36 CFR 261.56	6,983
Blue Crossing 01-03		80
East & West Fork Black River 01-04		4,545
Hannagan 01-05		24
Hulsey Lake 01-06		49
KP Cienega 01-07		35
Luna Lake 01-08		393
Sierra Blanca 01-09		109
Thomas Creek 01-10		499
Upper Blue 01-11		61
Williams Valley 01-12		1,620
Acker Lake 01-13		9
Black Canyon Lake 02-01		5,928
Forest Lakes 02-02		2,605
Rim Recreation Area 02-03		50,371
Willow Creek 02-04		4,075
Black Jack 03-01		80
Coal Creek 03-02		23
Granville 03-03		98
Honeymoon 03-04		7
Juan Miller 03-05		38
Strayhorse 03-06		22
Big Lake 06-01		5,520
Greer Basin 06-02		5854
Lee Valley 06-03		6,521
Nelson Reservoir 06-04		186
Saffel/Murry Basin 06-05		5,125
South Fork 06-06		38
Fool Hollow 07-01		680

<u>Motor Vehicle Restriction</u>	<u>Forests Order 01-401</u>	<u>Acres</u>
Lakeside 07-02	36 CFR 261.56	17
Lewis Canyon 07-03		50
Los Burros 07-04		57
Scott Reservoir 07-05		29
Woodland Recreation 07-06		603
Mogollon Rim 07-07		341
Brown Creek 07-08		74
<u>Wildlife Habitat Areas</u>	<u>Forest Order 01-402</u>	<u>Acres</u>
Hulsey Bench 01-01		3,136
Middle Mountain 01-02 (8/15 – 12/31)	36 CFR 261.54 (a)	3,614
Open Draw 01-03 (5/1 – 8/15)	36 CFR 261.54 (e)	310
Blue Range Administration Area 01-04	36 CFR 261.55 (a)	3427
Upper Coyote 01-05	36 CFR 261.56	632
Alpine RD Three Forks 01-06		494
Beaver Turkey Ridge 02-01		2,925
Buckskin 02-02		502
Chevelon Canyon 02-03		13,196
Leonard Canyon 02-04		2,529
Wildcat 02-05		526
Willow Springs 02-06		8,602
Blue River Buffer 03-01		3,453
Dry Prong 03-02		2,363
Blue Range Addition 03-03		16,922
San Francisco River Buffer 03-04		2,603
Amberon Point 06-01		624
Big Cienega 06-02		47
North, East, West Fork Black River 06-03		4,668
East & West Forks Little Colorado River 06-04		1,927
Hidden Lake 06-05		3,265
Phelps Cabin Botanical 06-06		97
Phelps Cabin RNA 06-07		286
Saint Peters Dome 06-08		5,752
Three Forks 06-09		22
Upper Hall Creek 06-10		1,723
Haygrounds RNA 06-11		331
Woolhouse 07-01		17,368
South Marsh 07-02		29
Red Head Marsh 07-03		144
Jaques Marsh 07-04		220
Airport Marsh 07-05		29
Bosque Majado 07-06		17
Porter Mountain 07-07		81
Billy Creek 07-08		191
Los Burros Meadow 07-09		104
Pintail Marsh 07-10		189

<p style="text-align: center;"><u>Season Restrictions</u></p> <p>Forest Service FDR 515 03-01 (variable, check w/district) Upper Eagle Creek 03-02 (variable, check w/district Telephone Lake 07-01 (4/1 – 7/15)</p>	<p style="text-align: center;"><u>Forest Order 01-403</u></p> <p>36 CFR 261.54 (a) 36 CFR 261.54 (e) 36 CFR 261.55 (a) 36 CFR 261.56</p>	<p style="text-align: center;"><u>Acres</u></p> <p>5,836 424 161</p>
<p style="text-align: center;"><u>Threatened & Endangered Species Travel Management</u></p> <p>Luna Lake Eagle Nesting 01-01 (1/1 – 6/30) Southwestern Willow Flycatcher 01-02 (5/1 – 7/31) Three Forks Wildlife (yearlong) Luna Lake Waterfowl Nesting (4/1 – 8/1)</p>	<p style="text-align: center;"><u>Forest Order 01-404</u></p> <p>36 CFR 261.53 (e)</p>	<p style="text-align: center;"><u>Acres</u></p> <p>312 88 11 116</p>
<p style="text-align: center;"><u>Public Safety</u></p> <p>Green Tank Pit (exhibit A)</p>	<p style="text-align: center;"><u>Forest Order 01-408</u></p> <p>36 CFR 261.53 (e)</p>	<p style="text-align: center;"><u>Acres</u></p> <p>Estimated 10 ac.</p>
<p>Blue Range Primitive Area</p>	<p style="text-align: center;"><u>Forest Order 01-409</u></p> <p>36 CFR 261.55 (b)</p>	<p style="text-align: center;"><u>Acres</u></p> <p>180,000</p>
<p>Rim Road – Travel Restrictions</p>	<p style="text-align: center;"><u>Forest Order 01-419</u></p> <p>36 CFR 261.56</p>	<p style="text-align: center;"><u>Acres</u></p> <p>50,371</p>
<p style="text-align: center;"><u>Public Health or Safety</u></p> <p>Big Lake</p>	<p style="text-align: center;"><u>Forest Order 01-442</u></p> <p>36 CFR 261.53 (e)</p>	<p style="text-align: center;"><u>Acres</u></p> <p>Included in Big Lake rec area</p>
<p style="text-align: center;"><u>Public Health or Safety</u></p> <p>Alpine Pit</p>	<p style="text-align: center;"><u>Forest Order 01-448</u></p> <p>36 CFR 261.53 (e)</p>	<p style="text-align: center;"><u>Acres</u></p> <p>9</p>
<p style="text-align: center;"><u>Public Health or Safety</u></p> <p>Hoyer Sewer Pond</p>	<p style="text-align: center;"><u>Forest Order 01-452</u></p> <p>36 CFR 261.53 (e)</p>	<p style="text-align: center;"><u>Acres</u></p> <p>7</p>
<p>Rodeo-Chediski Area Restrictions & Road Closures</p>	<p style="text-align: center;"><u>Forest Order 01-470</u></p> <p>36 CFR 261.54 (e) 36 CFR 261.56</p>	<p style="text-align: center;"><u>Acres</u></p> <p>148,229</p>
<p style="text-align: center;"><u>Public Health or Safety</u></p> <p>Porter Mountain Cinder Pit Closure</p>	<p style="text-align: center;"><u>Forest Order 01-477</u></p> <p>36 CFR 261.53 (e)</p>	<p style="text-align: center;"><u>Acres</u></p> <p>Estimated 10 ac.</p>
<p>Beehive Wildlife Area Closure</p>	<p style="text-align: center;"><u>Forest Order 01-488</u></p> <p>36 CFR 261.53 (e)</p>	<p style="text-align: center;"><u>Acres</u></p> <p>3,176</p>
<p>Total Apache-Sitgreaves National Forests acres currently closed to motor vehicles or restricting off-road motor vehicle use</p> <p>Note: several of the Forest Order areas overlap, therefore, the total displayed in the far right column is smaller than the sum of all of the acreages in the far right column.</p>		<p style="text-align: center;">535,322</p>

Appendix B

Glossary of terms that may be used throughout the document

NEPA – National Environmental Policy Act of 1969, as amended
-Forest Service procedures defined in 36 CFR 220. See Federal Register/Vol. 72, No. 158/Thursday, August 16, 2007/Proposed Rules. 45998-46009
<http://www.nepa.gov/nepa/nepanet.htm> <http://www.fedcenter.gov/programs/nepa>

CEQ – Council on Environmental Quality, 40 CFR 1500-1508
http://www.access.gpo.gov/nara/cfr/waisidx_04/40cfrv30_04.html#1500

EIS – Environmental Impact Statement: 40 CFR 1502

ROD – Record of Decision: 40 CFR 1505.2

FSM – Forest Service Manual. <http://www.fs.fed.us/im/directives/dughtml/fsm.html>

FSH – Forest Service Handbook. <http://www.fs.fed.us/im/directives/>

TMR – Travel Management Rule: Defined in CFR 212, 251, 261, and 295.
See Federal Register/Vol. 70, No. 216/Wednesday, November 9, 2005/Rules and Regulations. 68264-68291.

SHPO – State Historical Preservation Office
http://www.nationaltrust.org/help/statewide_org.asp?st=AZ

BA – Biological Assessment: 50 CFR 402-Interagency Cooperation-Endangered Species Act of 1973, as amended

ESA – Endangered Species Act of 1973, as amended
<http://www.fws.gov/endangered/consultations/s7hndbk/s7hndbk.htm> - Section 7 Consultation Handbook

Listed Species – Wildlife, Fish, Rare Plants listed as Threatened or Endangered under the ESA

Critical Habitat – Habitat for wildlife, fish, or rare plants listed under the ESA

RF Sensitive species – Regional Forester, Region 3, Sensitive Species List

Migratory Birds – Executive Order 13186. See Federal Register/Vol. 66, No. 11/Wednesday, January 17, 2001/Presidential Documents. 3853-3856

GIS Database – Geographic Information System database maintained by the A/S

NVUM – National Visitors Use Monitoring

<http://www.fs.fed.us/recreation/programs/nvum/>

WMS – White Mountain Stewardship – A 10-year forest fuel reduction contract that's treating a minimum of 5,000 acres/year <http://www.fs.fed.us/r3/asnf/stewardship/>

Forest Transportation System. The system of National Forest System roads, National Forest System Trails, and airfields on National Forest System lands (36 CFR 212.1)

Forest Transportation System Management. The planning, inventory, analysis, classification, record keeping, scheduling, construction, reconstruction, maintenance, decommissioning, and other operations undertaken to achieve environmentally sound, safe, cost-effective, access for use, protection, administration, and management of National Forest System lands (FSM 7705)

OHV – Off-Highway Vehicle. Any motorized vehicle designed for or capable of cross county travel on or immediately over land, water, sand, snow, ice, marsh, swampland, or other natural terrain (36 CFR 212.1)

ORV - Off-Road Vehicle. Synonymous with off-highway vehicle. (FSM 7709.55 34)

ATV - All-Terrain Vehicle. A type of off-highway vehicle that travels on three or more low-pressure tires; has handle-bar steering; is less than or equal to 50 inches in width; and has a seat designed to be straddled by the operator. (FSH 2309.18.05)

UTV – Utility vehicle. A type of ATV that is greater than 50 inches in width.

Motor Vehicle. Any vehicle which is self-propelled, other than:

A vehicle operated on rails; and Any wheelchair or mobility device, including one that is battery-powered, that is designed solely for use by a mobility-impaired person for locomotion, and that is suitable for use in an indoor pedestrian area. (36 CFR 212.1, 36 CFR 261.2)

Designated road, trail, or area - A National Forest System road, a National Forest System 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. (36 CFR 212.1)

National Forest System Road. A forest road other than a road which has been authorized by a legally documented right-of-way held by a State, county or other local public road authority. (36 CFR 212.1, 36 CFR 251.51, 36 CFR 261.2)

National Forest System Trail. A forest trail other than a trail which has been authorized by a legally documented right-of-way held by a State, county or other local public road authority. (36 CFR 212.1)

Operational Maintenance Level. The maintenance level currently assigned to a road considering today's needs, road condition, budget constraints, and environmental concerns. It defines the level to which the road is currently being maintained. (FSH 7709.58, 12.3)

Maintenance Levels. Defines the level of service provided by, and maintenance required for, a specific road, consistent with road management objectives and maintenance criteria. (FSH 7709.58, 12.3)

- o **Maintenance Level 1.** Assigned to intermittent service roads during the time they are closed to vehicular traffic. The closure period must exceed 1 year. Basic custodial maintenance is performed to keep damage to adjacent resource to an acceptable level and to perpetuate the road to facilitate future management activities. Emphasis is normally given to maintaining drainage facilities and runoff patterns. Planned road deterioration may occur at this level. Appropriate traffic management strategies are "prohibit" and "eliminate". Roads receiving level 1 maintenance may be of any type, class or construction standard, and may be managed at any other maintenance level during the time they are open for traffic. However, while being maintained at level 1, they are closed to vehicular traffic, but may be open and suitable for non-motorized uses. (FSH 7709.58, 12.3)
- o **Maintenance Level 2.** Assigned to roads open for use by high clearance vehicles. Passenger car traffic is not a consideration. Traffic is normally minor, usually consisting of one or a combination of administrative, permitted, dispersed recreation, or other specialized uses. Log haul may occur at this level. Appropriate traffic management strategies are either to (1) discourage or prohibit passenger cars or (2) accept or discourage high clearance vehicles. (FSH 7709.58, 12.3)
- o **Maintenance Level 3.** Assigned to roads open and maintained for travel by a prudent driver in a standard passenger car. User comfort and convenience are not considered priorities. Roads in this maintenance level are typically low speed, single lane with turnouts and spot surfacing. Some roads may be fully surfaced with either native or processed material. Appropriate traffic management strategies are either "encourage" or "accept." "Discourage" or "prohibit" strategies may be employed for certain classes of vehicles or users. (FSH 7709.58, 12.3)
- o **Maintenance Level 4.** Assigned to roads that provide a moderate degree of user comfort and convenience at moderate travel speeds. Most roads are double lane and aggregate surfaced. However, some roads may be single lane. Some roads may be paved and/or dust abated. The most appropriate traffic management strategy is "encourage." However, the "prohibit" strategy may apply to specific classes of vehicles or users at certain times. (FSH 7709.58, 12.3)
- o **Maintenance Level 5.** Assigned to roads that provide a high degree of user comfort and convenience. These roads are normally double-lane, paved facilities. Some may be

aggregate surfaced and dust abated. The appropriate traffic management strategy is "encourage" (FSH 7709.58, 12.3)

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. (36 CFR 212.1)

TAP – Travel Analysis. An interdisciplinary process focused on identifying needs for change to existing travel management direction and providing recommendations. TAP replaces and updates the previous process call “Roads Analysis Process (RAP)”. 36 CFR 212.5 and FSM 7712.03.