Step 2- Describing the Situation

The purpose of this step is to:

- Describe the existing management and allowed uses pertaining to motor vehicle use on the Apache-Sitgreaves National Forests. Existing management includes the directions set forth in the current land management plan (i.e., Apache-Sitgreaves National Forests plan).

The products of this step are:

- A summary of the existing travel management direction on the Apache-Sitgreaves National Forests.
- A list of applicable forest orders and special management areas.
- Tables and maps to explain the current situation.

The Apache-Sitgreaves National Forests (ASNFs) includes a wide variety of terrain and vegetation types that greatly influence the places where motorized vehicles are used. A number of state and US highways cross the ASNFs, and additional county and municipal roads provide a connecting network to National Forest system roads (NFSRs). The unit includes popular developed recreational destinations such as Woods Canyon Lake, Big Lake, and Greer. These areas receive high volume traffic in a small area. Generally the NFSRs 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 of these forest visitors bring off-highway vehicles to explore the forest beyond their base camp. Major forest roads managed in maintenance levels 3-5 (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. These main roads connect with a large system of low-standard, high-clearance vehicle roads. Most of these national forest roads were built for administrative activities such as timber harvesting, and do not receive regular maintenance. They are identified with vertical route identification markers and managed with maintenance level 2.

A large number of additional system maintenance level 1 roads are managed as closed to motorized use and kept in storage for future management activities. Many of these closed roads, along with many non-inventoried routes, are commonly used by the public for motor vehicle operation. Berms, gates, fences, and signs have degraded or been vandalized over time, creating a confusing situation for forest visitors. Tire tracks are now a common site over and around barriers. The motor vehicle use map, in combination with a fully implemented sign plan, should greatly enhance visitor understanding and expectations related to motor vehicle allowed uses on the ASNFs.

Late summer and fall are popular hunting seasons where many OHVs are used across the forest. A number of guide outfitters operate on the forest, and a large number of out of town visitors come to this forest to hunt elk, deer, antelope, bear, turkey, quail, and also to fish.

Motor vehicles typically play a large role for many hunters, not only for camping but also to access game.

There is currently one route solely managed as a motorized trail (Saffel OHV route, Springerville RD), with additional routes managed as roads with OHV opportunities. It will be important to identify and research any multi-purpose routes tracked as both NFS trails and NFS roads, especially when determining the appropriate type of allowed use. 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 forest is legally "open to cross-country motor vehicle use unless posted closed". Two important forest orders elaborate on this:

Forest order 01-437 prohibits

- motorized use in violation of State Law – Title 28 - Arizona Revised Statutes
- operating a motor vehicle carelessly, recklessly, or without regard for the rights or safety or other persons or in a manner or at a speed that would endanger or likely to endanger any person or property
- possessing or using a motorized vehicle off forest development roads in areas closed to such use

**These order requirements (noted above) apply to forest development roads utilizing horizontally numbered route markers. However, Arizona Title 28 Transportation Statutes are applicable on all roads that are open to the use of the public for purposes of vehicular travel.*

Forest order 01-405 prohibits

- using any motorized vehicle on a road that is barricaded or signed closed
- using any motorized vehicle on a trail that is barricaded or signed closed

Specifically, there are 2,110,135 acres of lands managed within the Apache-Sitgreaves National Forests administrative unit. 1,574,813 acres of NFS lands within the unit are legally open to motor vehicle use. An inventory of unauthorized routes has not been completed, but it is estimated that there are hundreds of miles of unauthorized routes on the ASNFs. Because of the number of these unauthorized routes, in combination with the acreage currently open to motor vehicle use, it is expected that even a reasonable expansion of the national forest system for public motorized use will reduce the overall impacts of motor vehicles on the unit.

The following table summarized the special management areas, based on the land management plan (LMP), and the current forest orders applicable to motorized travel management on the ASNFs.

Table 1: Existing Apache-Sitgreaves National Forests motor vehicle closure areas.

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
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	Management Area 18	17,637

-portion managed for Recreation Opportunity Spectrum classes primitive and semi-primitive non-motorized		
<u>Motor Vehicle Restriction</u>	Forests Order 01-401	
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
Lakeside 07-02		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		
<u>Wildlife Habitat Areas</u>	Forest Order 01-402	
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 (do not include)	36 CFR 261.55 (a)	
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
<u>Season Restrictions</u>	Forest Order 01-403	
Forest Service FDR 515 03-01 (variable, check w/district)		5,836
Upper Eagle Creek 03-02 (variable, check w/district	36 CFR 261.54 (a)	424
Telephone Lake 07-01 (4/1 – 7/15)	36 CFR 261.54 (e)	161
	36CFR 261.55 (a)	
	36 CFR 261.56	
<u>Threatened & Endangered Species Travel Management</u>	Forest Order 01-404	
Luna Lake Eagle Nesting 01-01 (1/1 – 6/30)		312
Southwestern Willow Flycatcher 01-02 (5/1 – 7/31)	36 CFR 261.53 (e)	88
Three Forks Wildlife (yearlong)		11
Luna Lake Waterfowl Nesting (4/1 – 8/1)		116
<u>Public Safety</u>	Forest Order 01-408	
Green Tank Pit (exhibit A)	36 CFR 261.53 (e)	Estimated 10 ac.
Blue Range Primitive Area	Forest Order 01-409	180,000

	36 CFR 261.55 (b)	
Rim Road – Travel Restrictions	Forest Order 01-419	50,371
Public Health or Safety Big Lake	Forest Order 01-442 36 CFR 261.53 (e)	Included in Big Lake rec area
Public Health or Safety Alpine Pit	Forest Order 01-448 36 CFR 261.53 (e)	9
Public Health or Safety Hoyer Sewer Pond	Forest Order 01-452 36 CFR 261.53 (e)	7
Rodeo-Chediski Area Restrictions & Road Closures	Forest Order 01-470 36 CFR 261.54 (e) 36 CFR 261.56	148,229
Public Health or Safety Porter Mountain Cinder Pit Closure	Forest Order 01-477 36 CFR 261.53 (e)	Estimated 10 ac.
Beehive Wildlife Area Closure	Forest Order 01-488 36 CFR 261.53 (e)	3,176
Total Forests acres currently closed to motor vehicles or restricting off-road motor vehicle use		**535,322**

Arizona State Laws

The Apache-Sitgreaves National Forests refer to state law for legal motor vehicle classifications. All-terrain and off-road recreational vehicles that operate only on dirt roads located in unincorporated areas of Arizona must be titled and have a plate, but are exempt from registration and insurance requirements. Both all-terrain and off-road recreational vehicles can be ridden, as allowed, cross country. Registered and insured all-terrain vehicles can be used on public highways when operated by a licensed driver.

"Generally, roads marked with a horizontal sign on national forestlands require motor vehicle registration. Roads marked with vertical signs generally do not mandate registration." (*A Guide to Off-Highway Vehicle Laws, Rules, and Regulations*; Arizona Game and Fish Department; Oct2005; see link below)

Enclosed is a link to a brochure on the AZ Game & Fish Department website that lists the vehicle laws, rules & regulations of Off-Highway Vehicles in Arizona. It has links to the Forest Service & BLM in Arizona. ATV's can be licensed to operate on State Highways in Arizona if they meet the requirements in the link below.
http://www.azgfd.gov/pdfs/outdoor_recreation/ohv/atv_brochure.pdf

Arizona Revised Statutes can be accessed here:
http://www.azleg.state.az.us/ArizonaRevisedStatutes.asp
Off-highway legislation is included in Title 17 (Game and Fish) and Title 28 (Transportation).

The following are excerpts from the Arizona Revised Statutes:

ARS 28-101: Definitions
"All-terrain vehicle" means a motor vehicle that satisfies all of the following:
(a) Is designed primarily for recreational nonhighway all-terrain travel.
(b) Is fifty or fewer inches in width.
(c) Has an unladen weight of eight hundred pounds or less.
(d) Travels on three or more low pressure tires.
(e) Has a seat to be straddled by the operator and handlebars for steering control.
(f) Is operated on a public highway.

"Off-road recreational motor vehicle" means a motor vehicle that is designed primarily for recreational nonhighway all-terrain travel and that is not operated on a public highway. Off-road recreational motor vehicle does not mean a motor vehicle used for construction, building trade, mining or agricultural purposes.

ARS 28-1171: Definitions
"Off-highway vehicle":
(a) Means a motorized vehicle when operated off of highways on land, water, snow, ice or other natural terrain or on a combination of land, water, snow, ice or other natural terrain.
(b) Includes a two-wheel, three-wheel or four-wheel vehicle, motorcycle, four-wheel drive vehicle, dune buggy, amphibious vehicle, ground effects or air cushion vehicle and any other means of land transportation deriving motive power from a source other than muscle or wind.
(c) Does not include a vehicle that is either:
(i) Designed primarily for travel on, over or in the water.
(ii) Used in installation, inspection, maintenance, repair or related activities involving facilities for the provision of utility or railroad service.

ARS 28-1172: Applicability; private and Indian lands
This article applies to <u>all</u> lands in this state except private land and Indian land.

Note: This applies to federal lands.

ARS 28-1174: Operation restrictions; violation; classification
A. It is unlawful for a person to drive an off-highway vehicle with reckless disregard for the safety of persons or property.
B. A person who violates this section is guilty of a class 2 misdemeanor.

C. In addition to or in lieu of the fine prescribed by this section, a judge may order the person to perform at least eight but not more than twenty-four hours of community restitution or to complete an approved safety course, or both.

ARS 17-454: Prohibition against vehicle travel
No person shall drive a motor operated vehicle cross-country on public or private lands where such cross-country driving is prohibited by rule or regulation or, in the case of private lands, by proper posting.

Route Descriptions for National Forest System roads and National Forest System trails:

Closed NFS Roads

> 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 resources 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 nonmotorized uses.

NFS Roads Open to All Motor Vehicles

> 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.
>
> Maintenance level 2 roads are excluded from the Highway Safety Act according to FS policy. They should be managed with limited traffic control devices.

NFS Roads Open only to Highway Legal Vehicles

> 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.

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.

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."

Roads managed under maintenance levels 3 thru 5 are required to meet the standards of the Highway Safety Act, according to FS policy. These roads should be managed for safe passage by prudent drivers in standard passenger cars These roads must meet state traffic codes, including traffic control in accordance with the Manual on Uniform Traffic Control Devices.

Decommissioned Road

Decommissioned roads have been permanently removed from the national forest system. They continue to be tracked in the transportation atlas for future reference. These roads should have received a level of physical maintenance, ranging from a Maintenance Level 1 type closure to a complete obliteration. For administrative purposes, these roads are not considered as existing and are not available for motorized use.

NFS Trail Open to Motorized Vehicles

NFS trails that are managed and signed as open to motor vehicles. These can be either routes managed with width restrictions for specific vehicle types or forest roads also managed as trails due to an identified recreational destination value.

NFS Trail Not Open to Motorized Vehicles

NFS trails that are managed and signed for non-motorized uses such as hiking, equestrian, and/or bicycling activities.

Table 2: NFS routes mileage summaries.

National Forest System route summary, ASNFs *September 14, 2007*			
ITEM			**MILES**
Roads Open only to Highway Legal Vehicles			726
	Maintenance Level 5	*42*	
	Maintenance Level 4	*84*	
	Maintenance Level 3	*600*	
Roads Open to All Motorized Vehicles (*Maintenance Level 2*)			2,041
Roads Closed (*Maintenance Level 1*)			3,388
Roads Decommissioned			203
Trails Open to Motorized Vehicles			154
Trails Not Open to Motorized Vehicles			1,144
TOTAL			**7,656**

The following pages contain the Existing Direction Transportation Maps for motor vehicle use on the forests. There are two maps for each Ranger District. Although the titles are labeled the same, there are significant differences in the maps. The first map contains ALL National Forest System Roads (NFSRs) and motorized National Forest System Trails (NFSTs), including closed roads for administrative use only. The second map contains only the routes maintained for public motorized use. Both maps also have other major public roads (e.g., county roads, and state highways) displayed for navigational purposes.

Travel Management Rule

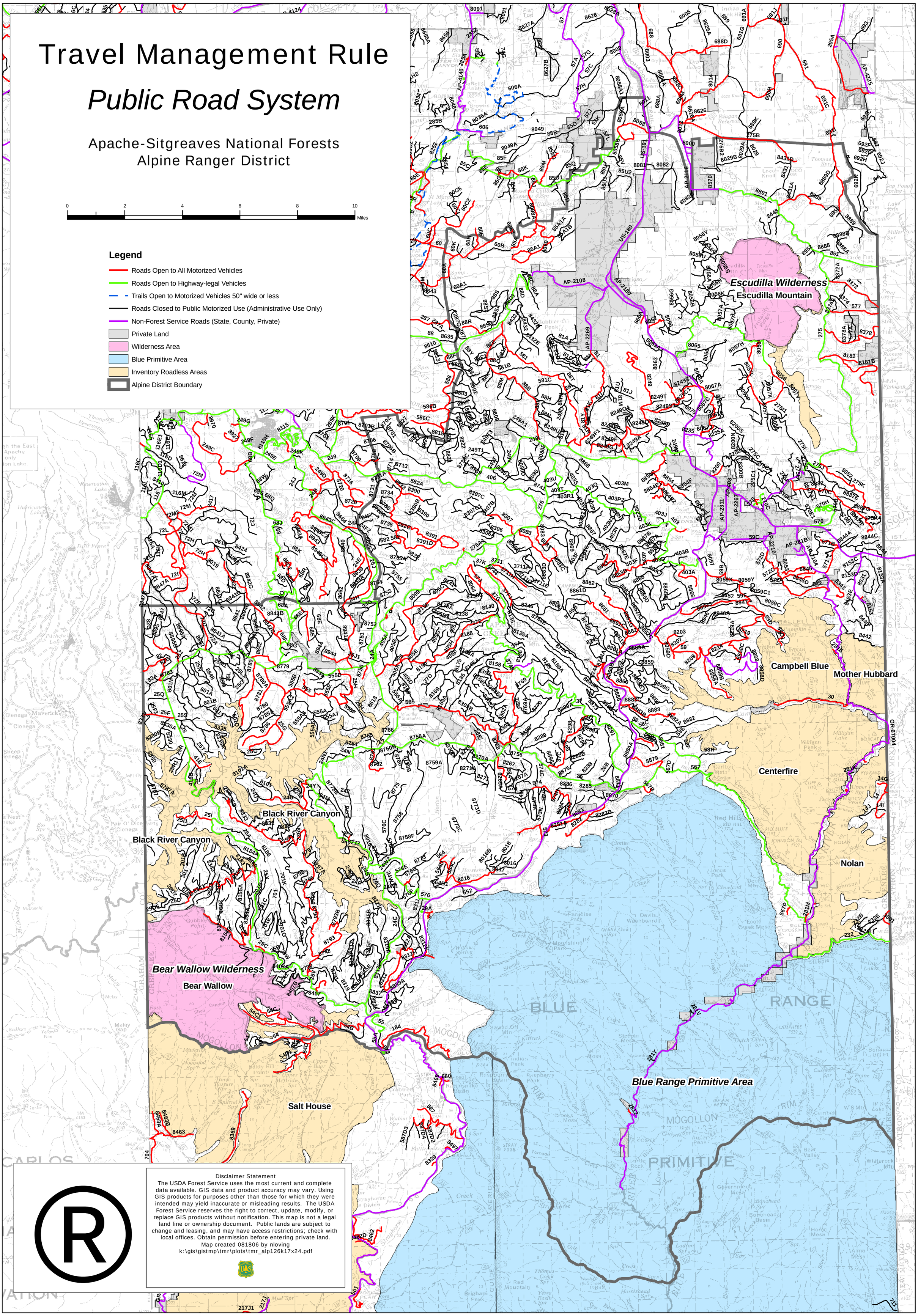
Public Road System

Apache-Sitgreaves National Forests
Alpine Ranger District

0 2 4 6 8 10 Miles

Legend

- Roads Open to All Motorized Vehicles
- Roads Open to Highway-legal Vehicles
- Trails Open to Motorized Vehicles 50" wide or less
- Roads Closed to Public Motorized Use (Administrative Use Only)
- Non-Forest Service Roads (State, County, Private)
- Private Land
- Wilderness Area
- Blue Primitive Area
- Inventory Roadless Areas
- Alpine District Boundary



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Travel Management Rule

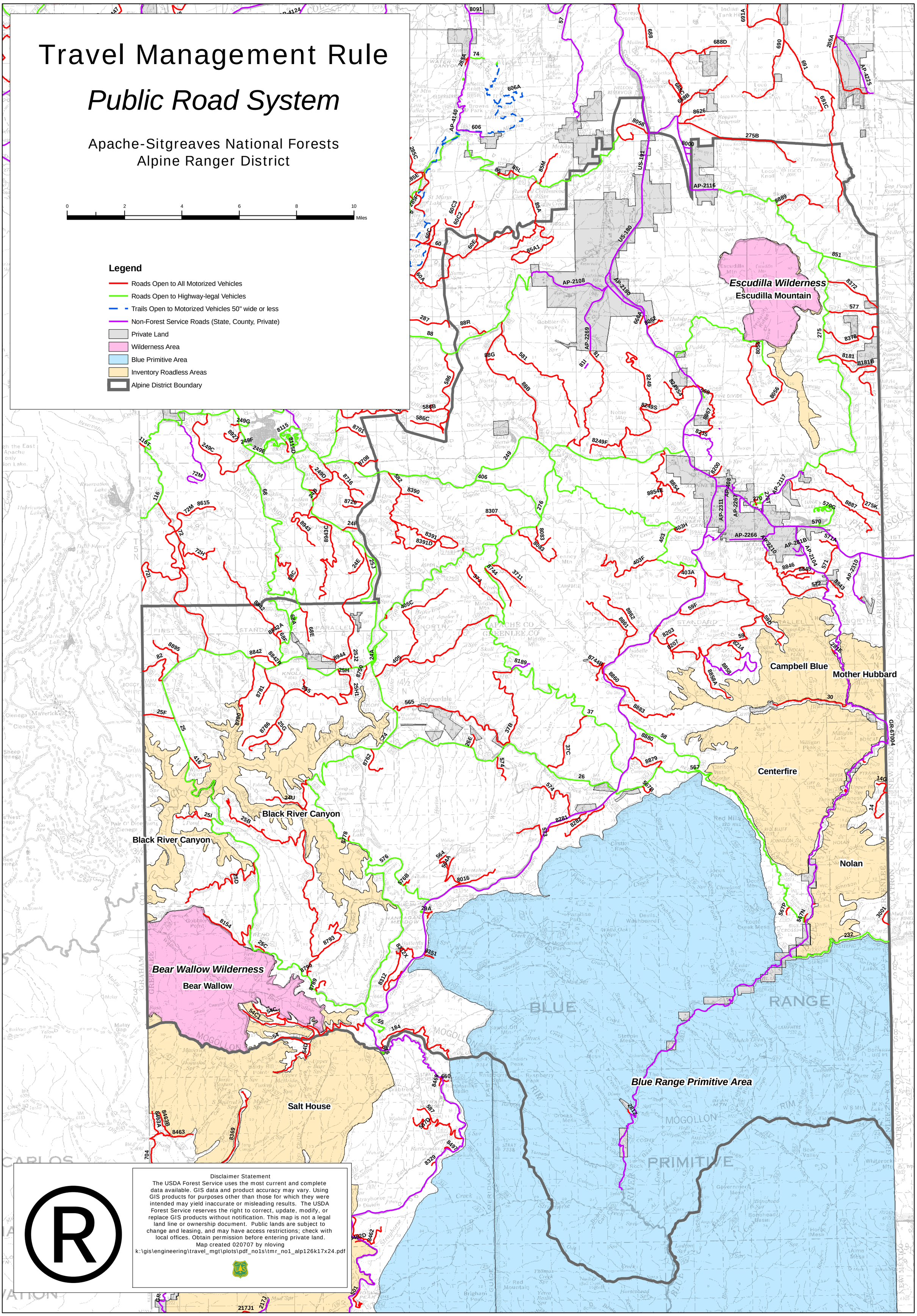
Public Road System

Apache-Sitgreaves National Forests
Alpine Ranger District

0 2 4 6 8 10 Miles

Legend

- Roads Open to All Motorized Vehicles
- Roads Open to Highway-legal Vehicles
- Trails Open to Motorized Vehicles 50" wide or less
- Non-Forest Service Roads (State, County, Private)
- Private Land
- Wilderness Area
- Blue Primitive Area
- Inventory Roadless Areas
- Alpine District Boundary



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Travel Management Rule

Public Road System

Apache-Sitgreaves National Forests
Black Mesa Ranger District

0 2 4 6 8 10 Miles

Legend

- Roads Open to All Motorized Vehicles
- Roads Open to Highway-legal Vehicles
- Trails Open to Motorized Vehicles 50" wide or less
- Roads Closed to Public Motorized Use (Administrative Use Only)
- Non-Forest Service Roads (State, County, Private)
- Private Land
- Roadless Areas
- Black Mesa District Boundary

Leonard Canyon

Leonard Canyon

Chevelon Canyon

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Travel Management Rule
Public Road System

Apache-Sitgreaves National Forests
Black Mesa Ranger District

0 2 4 6 8 10 Miles

Legend

- Roads Open to All Motorized Vehicles
- Roads Open to Highway-legal Vehicles
- Trails Open to Motorized Vehicles 50" wide or less
- Non-Forest Service Roads (State, County, Private)
- Private Land
- Roadless Areas
- Black Mesa District Boundary

Leonard Canyon

Leonard Canyon

Chevelon Canyon

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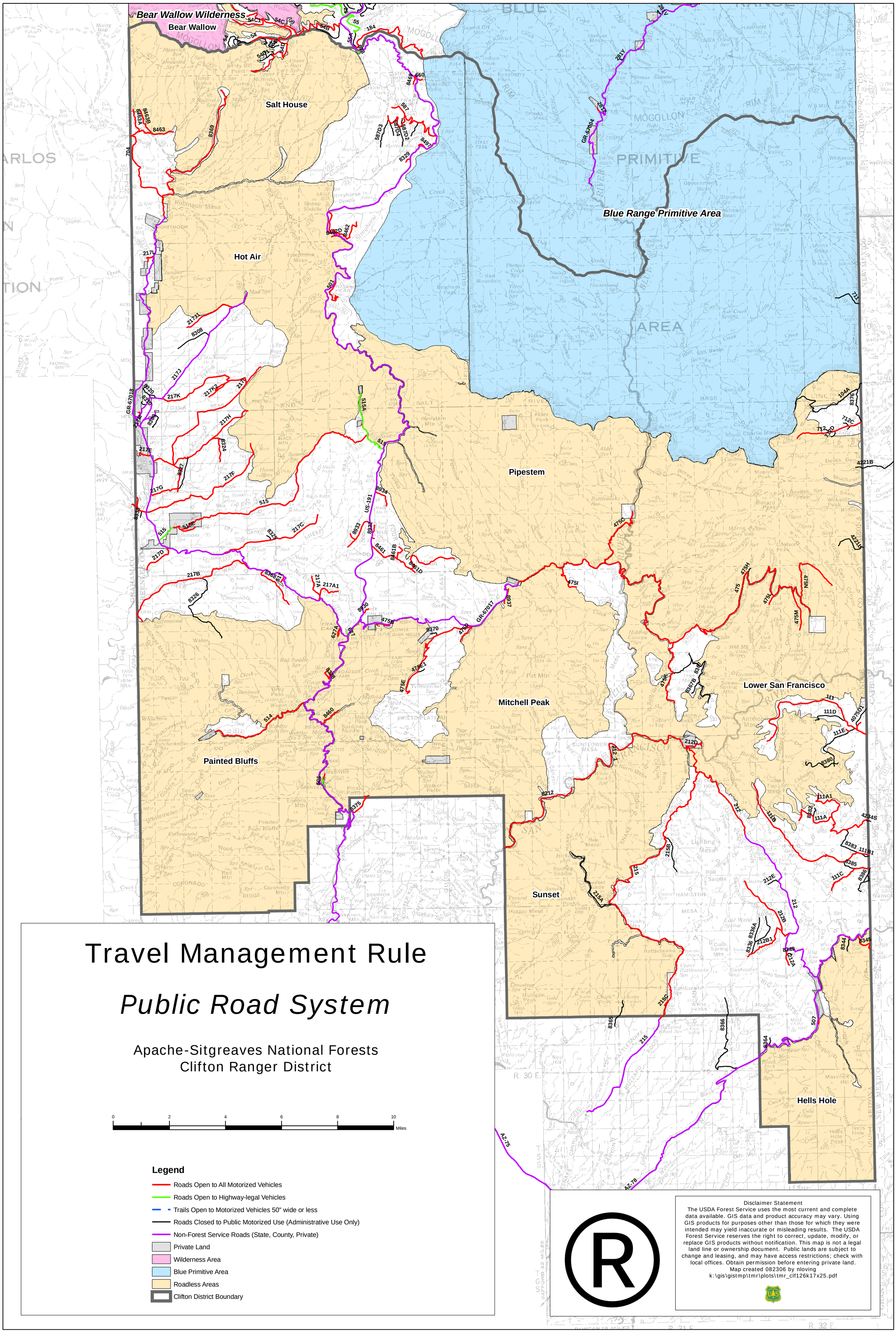
Bear Wallow Wilderness
Bear Wallow
Salt House
Hot Air
Blue Range Primitive Area
Pipestem
Mitchell Peak
Lower San Francisco
Painted Bluffs
Sunset
Hells Hole
Travel Management Rule
Public Road System
Apache-Sitgreaves National Forests
Clifton Ranger District
0 2 4 6 8 10
Miles
Legend
Roads Open to All Motorized Vehicles
Roads Open to Highway-legal Vehicles
Trails Open to Motorized Vehicles 50" wide or less
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Non-Forest Service Roads (State, County, Private)
Private Land
Wilderness Area
Blue Primitive Area
Roadless Areas
Clifton District Boundary
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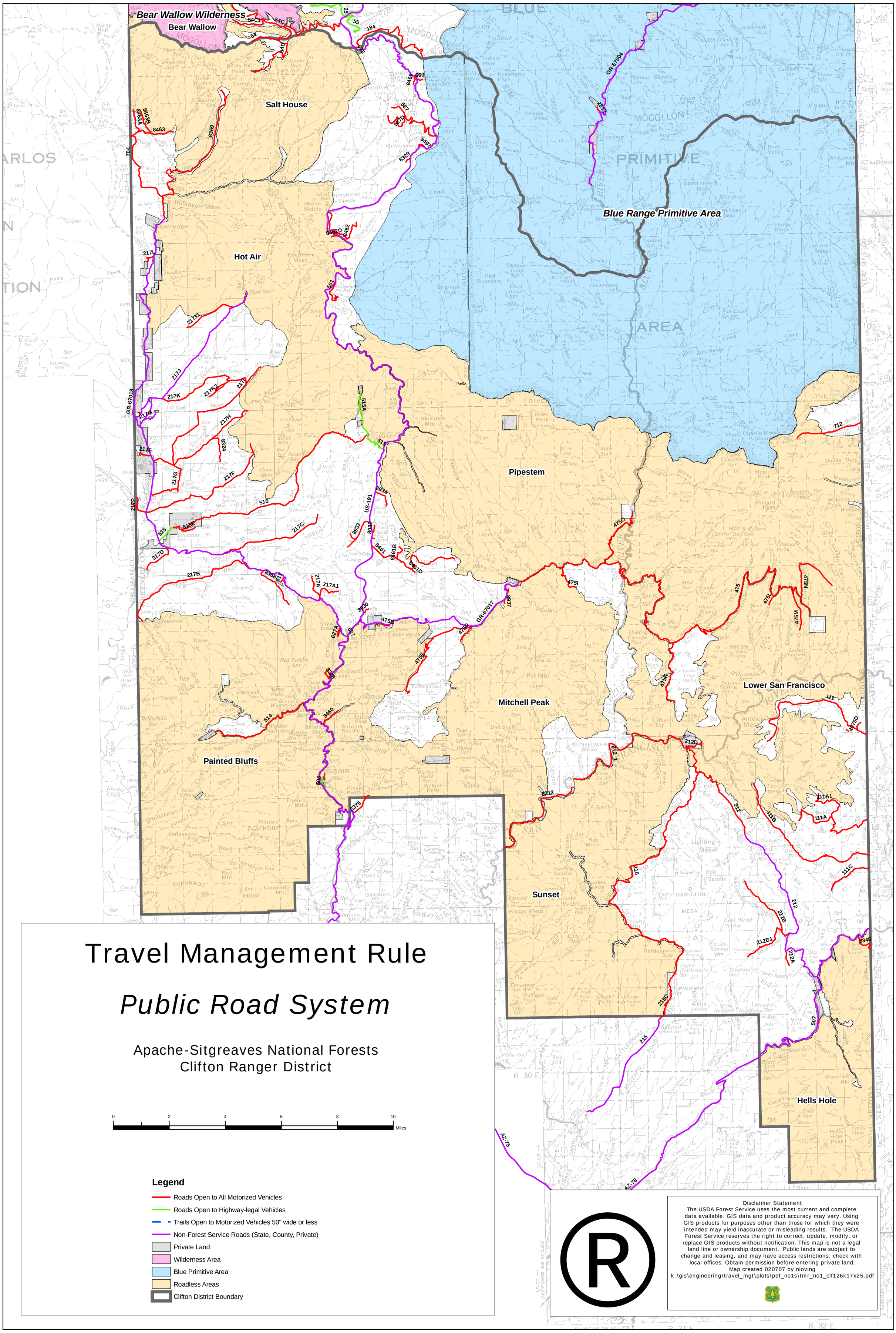
Bear Wallow Wilderness
Bear Wallow
Salt House
Hot Air
Blue Range Primitive Area
Pipestem
Mitchell Peak
Lower San Francisco
Painted Bluffs
Sunset
Hells Hole
Travel Management Rule
Public Road System
Apache-Sitgreaves National Forests
Clifton Ranger District
0 2 4 6 8 10
Miles
Legend
Roads Open to All Motorized Vehicles
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Non-Forest Service Roads (State, County, Private)
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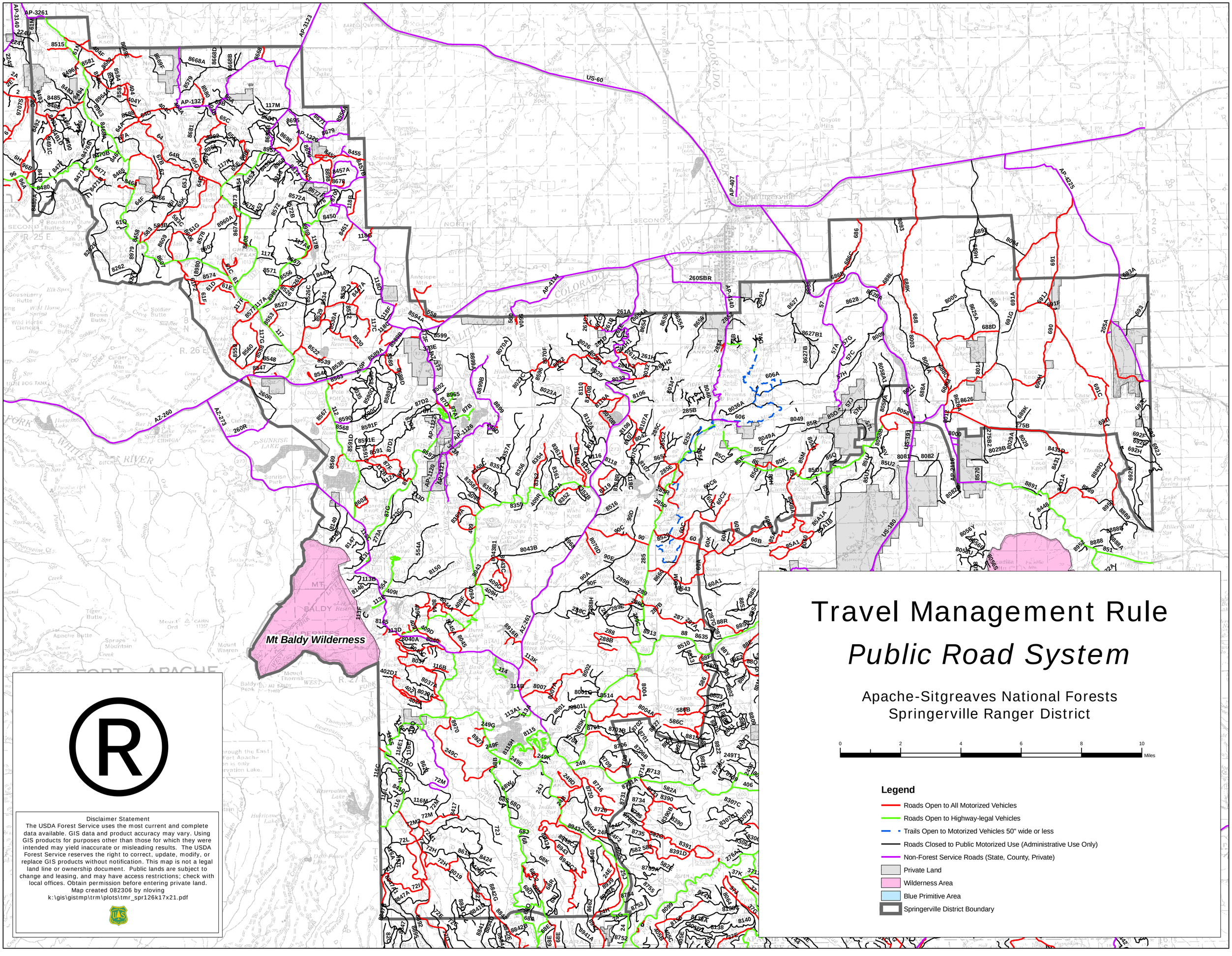
Mt Baldy Wilderness
US-60
US-180
US-191
AZ-260
AZ-273
AZ-261
Springerville
Eagar
Lake Mary
Lake Fork
Lake Erin
Coyote Hills
Indian Hills
Loco Knoll
Thomas Spr
Cap Pinnyk Spring
Badger Spr
Miller Scott
Lake Mary
Cinder Pit Mtn
Brown Butte
Soldier Butte
Gooseberry Butte
Wild Horse Cienega
Elk Spring Cienega
Big Cienega
Horseshoe Lake
Sunrise Park
Sunrise Lake
Mount Ord
Mount Thomas
Mount Warren
Tiger Butte
Apache Butte
Spruce Mountain
Diamond
Porcupine Cr
Hurricane Lake
Hurricane Cr
Butterfly Creek
Dead Fawn Lake
Reservation Lake
Thompson Reservation
Baldy Park
Baldy Reserve
Mt Baldy
Little Bog Tank
Horseshoe Lake
Big Cienega
Old Cotton Spring
Sheep Cienega
Garra Knoll
Cherry Lake
Multon Spr
Chevelle Lake
Schuster Spring
Becker Lake
Green Spot
Antelope Mtn
Apollo Tower
Elk Spring
Wild Horse Spr
Boy Spr
Cinder Pit Mtn
Green Creek
Horseshoe Spr
Little Bog Tank
Porcupine Cr
Diamond
Tiger Butte
Apache Butte
Spruce Mountain Creek
Mount Ord
Mount Thomas
Mount Warren
Baldy Park
Baldy Reserve
Mt Baldy
Thompson Reservation
Hurricane Lake
Hurricane Cr
Butterfly Creek
Dead Fawn Lake
Reservation

Travel Management Rule

Public Road System

Apache-Sitgreaves National Forests
Springerville Ranger District

0 2 4 6 8 10 Miles

Legend

- Roads Open to All Motorized Vehicles
- Roads Open to Highway-legal Vehicles
- Trails Open to Motorized Vehicles 50" wide or less
- Non-Forest Service Roads (State, County, Private)
- Private Land
- Wilderness Area
- Blue Primitive Area
- Springerville District Boundary

Mt Baldy Wilderness

®

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Travel Management Rule

Public Road System

Apache-Sitgreaves National Forests
Lakeside Ranger District

0 2 4 6 8 10 Miles

Legend

- Roads Open to All Motorized Vehicles
- Roads Open to Highway-legal Vehicles
- Trails Open to Motorized Vehicles 50" wide or less
- Roads Closed to Public Motorized Use (Administrative Use Only)
- Non-Forest Service Roads (State, County, Private)
- Private Land
- Lakeside District Boundary

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Travel Management Rule

Public Road System

Apache-Sitgreaves National Forests
Lakeside Ranger District

0 2 4 6 8 10 Miles

Legend

- Roads Open to All Motorized Vehicles
- Roads Open to Highway-legal Vehicles
- Trails Open to Motorized Vehicles 50" wide or less
- Non-Forest Service Roads (State, County, Private)
- Private Land
- Lakeside District Boundary

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