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**Southwestern
Region**

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MB-R3-04-9



Proposed Action for Managing Motorized Travel

Coconino National Forest



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Background

Motor vehicles are used for a number of recreational activities on the Coconino National Forest, such as sightseeing, camping, hiking, hunting, fishing, collecting firewood or other forest products. Vehicles are also used for other administrative and commercial activities such as logging, grazing, maintaining utilities, special uses, outfitter and guide services, and other multiple uses.

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, subpart B of part 251, subpart A of part 261, and removed part 295 of Title 36 of the Code of Federal Regulations (CFR). These three regulations are referred to together as the TMR (Travel Management Rule) or final rule throughout this document. The TMR was developed in response to the substantial increase in use of OHVs on National Forest System lands and related damage to forest resources caused by unmanaged OHV use over the past 30 years. The regulations implement Executive Order (EO) 11644 and EO 11989 regarding off-road use of motor vehicles on Federal lands.

The final rule “provides for a system of National Forest System (NFS) roads, NFS trails, and areas on NFS lands that are designated for 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 roads, trails, and areas must do so and designated routes and areas shall be identified on a motor vehicle use map (MVUM) and made available to the public.

Currently, cross-country motorized travel is permitted on the Coconino National Forest, except in areas that are signed closed or restricted to seasonal use. In order to comply with the new travel management regulations, the forest initiated a forestwide travel analysis in 2006. The intent of the travel analysis process 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 forest hosted several open houses in northern and central Arizona during the fall of 2006 and attended additional meetings since then, as requested, in order to collect ideas regarding motorized forest travel from local citizens, forest users, State, county, local, and tribal governments and other Federal agencies. This proposed action represents a synthesis of public comment and Forest Service specialist recommendations gathered during the travel analysis process.

Existing and Desired Conditions

Existing and desired conditions related to motorized travel have been summarized into five main topics: Forest Policy, Roads, 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 forest’s goals and vision, including regulations, applicable to each topic.

Forest Policy

Existing Condition

The 1987 Coconino National Forest Plan, as amended (Forest Plan) states, “The forest is open to off-road driving except where designated closed” (p. 9). The Coconino National Forest contains approximately 1,821,500 acres in northern Arizona. There are almost 156,000 acres of designated wilderness on the forest, which by law do not allow any motorized travel. Another 175,000 acres that prohibit off-road driving either year-round or seasonally are identified on the Off-Road Driving Management Plan map. Over the past 20 years, the forest has 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 forest. The combined acreage of these closures and restrictions still results in approximately 1,365,100 acres (or 75 percent) of the forest open to cross-country motorized travel.

Desired Condition

Under the TMR, “Motor vehicle use off designated roads and trails and outside of designated areas is prohibited (36 CFR 212.50).”

Road System

Existing Condition

Currently, there are approximately 5,861 miles of National Forest System (NFS) roads in the Coconino National Forest transportation system; 5,380 are officially open to public travel (maintenance level 2 or higher). Level 1 roads are closed to public travel and available for periodic administrative use only. On average, 420 miles of road are maintained annually; typically those roads are managed as Level 3 (suitable for passenger cars). The current road budget provides funding for the forest to maintain 11 percent of the existing road system.

Forest Plan standards and guidelines for road management are: “Manage road densities to achieve an average of 1 mile per section in the woodland zone, such as pinyon-juniper, desert, and grassland vegetation types and an average of 2 miles per section [square mile] in the ponderosa pine/mixed conifer zone” (p. 89).

Desired Condition

The TMR states, “...provide for a system of National Forest System (NFS) *roads* [emphasis added], NFS trails, and areas on NFS lands that are designated for motor vehicle use (36 CFR 212.50).”

The NFS road system should be the minimum necessary to provide safe and efficient travel and for administration, utilization, and protection of NFS lands (36 CFR 212.5(b)). Forest policy directs units to identify the benefits of public access to NFS lands and the costs of road-associated effects on ecosystem values, taking into account public safety, affordability, and management efficiency (*Draft FSH 7709.55, Ch. 20.02; dated March 9, 2007*).

Using road densities calculated from the proposed action, there would be 1.68 mi/mi² in the ponderosa pine/mixed conifer vegetation type and 1.29 mi/mi² in the pinyon-juniper/woodland vegetation type. The average forestwide road density would be 1.35 mi/mi².

Motorized Trails and Areas

Existing Condition

Use of OHVs on National Forest System lands has increased dramatically over the past 30 years, and demand is expected to increase based on the current population trend in Arizona. There are an unknown number of unauthorized motorized trails being used throughout the forest and a desire for additional motorized trails that offer challenging, more solitary, and sometimes long distance riding opportunities, as expressed by recent public comment.

There are 24.5 miles of NFS motorized trails authorized under previous decisions on the forest (Fort Valley, Munds Park, and Casner Mountain trail systems combined). Currently, not all of these authorized trails have been built. Additionally, many existing level 2 forest roads provide challenging riding opportunities equivalent to an “off-road” or motorized trail experience.

The forest currently has one 13,711-acre area set aside for OHV-specific recreation—the Cinder Hills OHV area (Management Area 13)—as per Forest Plan Amendment 17 (FLEA, 2002). The term “area” used for Cinder Hills refers to its status as a “management area” under the Forest Plan and does not have the same meaning as an area defined under the TMR (completely open to cross-country motor travel). Some portions of the Cinder Hills are closed or restrict off-road use.

Desired Condition

When designating where motor vehicle uses are allowed under 36 CFR 212.50, *trails* and *areas* may be included but are not required. When designating trails and areas, forests shall consider minimizing the following: (1) damage to soil, watershed, vegetation, and other forest resources; (2) harassment of wildlife and significant disruption of wildlife habitats; (3) conflicts between motor vehicle use and existing or proposed recreational uses of NFS lands or neighboring Federal lands; and (4) conflicts among different classes of motor vehicles uses (36 CFR 212.55(b)).

As per the Forest Plan, the desired condition of recreation is to, “Maintain a variety of forest trails that include foot, horse, bicycle, and motorized trails [emphasis added], and challenge and adventure opportunities” (p. 22). Furthermore, guidelines for the 300,000-acre Flagstaff/Lake Mary Ecosystem Analysis (FLEA) area (Amendment 17) state:

Identify some motorized trail routes; Motorized trail opportunities provide long distance connections and meet ROS [Recreation Opportunity Spectrum] objectives; Convert some roads that are not needed for the road system into motorized trails and decrease to a width suitable for ATVs; Some Level 2 roads (high clearance vehicle use) may be used for portions of motorized trail routes (p. 206-69).

Additionally, Forest Plan objectives for the 160,000-acre Sedona/Oak Creek Ecosystem area (Amendment 12) state:

Identify a network of roads at various challenge levels for off-highway vehicle touring. Focus OHV activity in the Savannah and Schnebly Rim MAs... [l]imit this activity in the Neighborwoods, Oak Creek Canyon, Transition and Redrock Frontcountry MAs.... Exceptions include Casner Powerline Road, Broken Arrow and Soldier Pass four-wheel-drive roads (p. 206-23). Trail management objectives emphasize, “...shared trails, not single-use trails” (p. 206-24).

Under the Forest Plan, the Cinder Hills OHV area "...is designated for off-road driving and is managed for two and four wheeled vehicles" (p. 179). Guidelines for the Cinder Hills OHV area state, "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. 180).

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 used 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 a Forest Service permit and includes livestock grazing, 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), and special use events. There is no current intent to change existing authorized motorized uses, though each authorization will need to be updated to identify authorized motorized uses.

Existing Condition

Approximately 75 percent of the forest is open to cross-country vehicle travel. The uses described under the first seven exemptions currently occur on the Coconino National Forest where travel has been restricted by forest order and, in most cases, on a limited basis. Livestock grazing and firewood collection specifically occur across a wider area of the Coconino National Forest where cross-country motorized travel is currently allowed. Currently, there are 30 active grazing allotments that use about 90 percent (1,642,000 acres) of the forest. The forest also has a large demand for firewood annually and issues approximately 2,500 to 3,500 permits (between 8,000 and 12,000 cords of wood) each year.

Desired Condition

The Coconino will provide access for those vehicles and uses exempt from the designations as per 36 CFR 212.51. In general, authorizations under exemption (8) will emphasize motorized use on existing roads (including level 1/closed) and motorized trails as much as possible, rather than allowing cross-country travel. The necessity of using motor vehicles off of designated routes should be articulated in the permit and, where necessary, would be analyzed and authorized under a separate NEPA decision (it is outside the scope of this project).

Motor Vehicle Use for Dispersed Camping or Big Game Retrieval

The final TMR allows that "...the Responsible Official may include 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

In Arizona, motorized vehicles are allowed to travel off-road for the purpose of big game retrieval on National Forest System lands. Big game, as defined by the Arizona Game and Fish Department (AZGFD), occurring on the Coconino National Forest includes elk, deer, antelope, buffalo, bear, mountain lion, javelina, and turkey. The season for hunting big game primarily occurs between September and December. This is also the time of year that the region typically receives precipitation. Currently, if snowfall precludes motor vehicle use or precipitation sufficiently saturates forest soils, the forest can temporarily restrict off-road driving and/or close forest roads in order to prevent further damage caused by motor vehicles driving on wet, muddy soils.

Based on recent AZGFD harvest data¹ for game management units (GMU) that fall within the Coconino National Forest boundary, an average of 20,200 hunting permits for all big game species combined are issued on the forest. An overwhelming majority of these permits are for elk, deer, and turkey. The same data reveals that only 4,900 (or 24 percent) of these game are actually harvested; this represents the maximum number of big game that can currently be retrieved from a motorized vehicle traveling off-road. However, it is more likely the actual number of game retrieved by off-road vehicles is less, given that some animals are taken down close to a system road, or in an area where motor vehicles are already restricted, or are small enough to be easily carried out on foot (i.e. turkey and javelina).

Dispersed camping is defined as more primitive camping, outside of a developed campground. The focus of this discussion is *motorized* dispersed camping; camping in wilderness or semiprimitive nonmotorized areas where vehicles are currently prohibited would not be affected by this project. 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 have less vegetation and/or bare ground 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 future campers. When sites lose their attractiveness, new sites are sought in other areas with new routes becoming established to reach them. At the same time, increased use may result in older sites “expanding.”

In theory, dispersed motorized camping occurs across most of the forest, except in areas specifically signed closed to overnight camping as per the Forest Plan or forest order (e.g., Stoneman Lake, Inner Basin, the Flagstaff and Sedona urban interface). In practice, however, certain areas on the forest experience greater dispersed camping use because there are desirable features nearby (good views, water, etc.) and it is easily accessible by vehicle. Approximately 2,600 existing dispersed camping sites and 380 site “clusters” (accessible by motor vehicle) have been inventoried on the forest. Most of these sites are within 100 feet of proposed designated roads. Sites within 100 feet of designated roads are considered an “associated feature” of that road.

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

Forest personnel estimate that these mapped campsites only represent about half of the actual motorized dispersed camping use that is occurring on the forest. Additional existing sites still need to be inventoried. Some existing sites are located in areas with sensitive resource concerns.

Desired Condition

Per draft Forest Service travel planning directives (FSM 7716.1; dated March 9, 2007), roadside parking within one vehicle length from the edge of the road surface will be allowed, provided it is safe to do so and will not cause damage to NFS resources or facilities. Limited use of motor vehicles within a specified distance of certain designated routes for the purpose of dispersed camping will be allowed where such use does not create a public safety concern or would cause adverse impacts to natural and/or cultural resources that cannot be mitigated.

Per the Forest Plan, the desired condition for dispersed recreation, which includes camping, is: “Manage areas for public safety, resource protection, compliance checks, and capacity monitoring. Dispersed areas are kept clean for aesthetics, health, and safety. Areas damaged due to use are closed and restored as necessary” (p. 57). Dispersed recreation is emphasized in the ponderosa pine, pinyon-juniper, aspen, Verde Valley, riparian and open water, and Mogollon Rim management areas.

Desired conditions for the Sedona/Oak Creek Ecosystem area (Amendment 12) emphasize limiting dispersed camping and designating camping areas. Dispersed camping guidelines within the FLEA area (Amendment 17) are more specific:

In portions of the FLEA area, change from general dispersed camping to designated dispersed camping only. Implement designated dispersed camping areas and any additional areas through subsequent site-specific analysis.

Inventory and monitor dispersed camping sites. This inventory will provide information about when sites should be closed and restored. The monitoring will provide information to help decide whether or not restored sites should be reopened.

When designating dispersed camping, consider existing resource damage, closeness to riparian communities, degree of use, and ROS objectives. Campsites should be identified as candidates for closure, restoration, or relocation. Campsites that are identified to remain open will become designated campsites. Techniques for managing designated dispersed campsites include but are not limited to the following concepts, depending on site location and level of use:

- In general, locate designated dispersed camping sites up to 300 feet off a forest road.
- Designated campsites are identifiable by a marker, such as a sign or post. Some sites may be hardened and access improved. Allow camping within 50 to 100 feet of the marker on a first-come, first-serve basis and once the sites are full, the user would have to go to another area to camp. Site-specific environmental analysis may yield a greater or lesser distance.
- To protect sensitive natural resources, harden or close high-use recreation sites and initiate additional camping and campfire restrictions, depending on monitoring.

Compile, map in GIS, and file in an electronic corporate database information obtained from inventory and monitoring of dispersed camping sites.

Inform and enforce State regulations for no camping within ¼ mile of open water (pp. 206-63 to 64).

Purpose and Need

The purpose and need for this project is derived from the need for change between existing and desired resource conditions. The purpose of this project is to designate a socially, economically, and environmentally sustainable forest transportation system that will accommodate motorized access needs on the Coconino National Forest. There is a need for amending Coconino Forest Plan direction to prohibit cross-country motorized travel and remove the road density direction. There is a need for reducing the number of roads across the forest and to close roads that conflict with resource protection goals outlined in the Coconino Forest Plan (1987, as amended). There is a need to continue providing limited motorized use off of designated routes to existing dispersed camping sites/areas. This action responds to the new travel regulations at 36 CFR 212.

Proposed Action

The proposed action focuses on changes to the forest's existing transportation system only. No changes are proposed to existing areas closed to off-road motorized vehicles (see appendix A). To clarify, this proposed action will not change the management of or restrict non-motorized methods of travel on the forest (i.e., hiking, horseback, bicycles). To meet the project's purpose and need, the following actions are proposed:

- Close 1,500 miles of existing open system roads. In this case, *close* means it will be closed to public travel. Some of these roads will be retained for periodic administrative use only (maintenance level 1) and others will be decommissioned (removed from the forest inventory). The most relevant aspect of this action is closing the road to public travel. Decisions to obliterate decommissioned roads are outside the scope of this project because they require further site-specific environmental analysis and clearances before being undertaken.
- Add 40 miles of user-created routes to the forest transportation system. These routes will be managed as roads and will be open to public travel.
- Allow roadside parking within one vehicle length from the edge of the road surface.
- Prohibit motorized travel off of designated routes for the purpose of big game retrieval.
- Allow motor vehicles to travel 100 feet off of designated routes for the purpose of accessing existing dispersed camping sites. User-created routes that access additional existing dispersed camping sites beyond the 100-foot limit will also be designated for motorized use. These routes will be shown as spur roads on the MVUM. Existing dispersed campsites will be displayed on a supplementary map to the MVUM and/or signed on the ground.
- Amend the Coconino National Forest Plan to prohibit off-road driving on the entire forest, remove road density by vegetation type direction, and remove any references to "off-road driving" currently in the plan in order to be consistent with the language

and intent in 36 CFR 212. A table summarizing the proposed changes to the Forest Plan is in appendix B.

This action, in conjunction with existing motorized trails and the Cinder Hills OHV area, will result in approximately 3,950 miles of designated NFS routes and one 13,711-acre area generally open to motor vehicles on the Coconino National Forest (see appendix C). Roads within existing seasonal closure areas (Nordic Center, Wing Mountain, Pine Grove, Rattlesnake, Woods, Cottonwood Basin, Anderson Mesa/Antelope, and Lower Lake Mary Bald Eagle closure) will continue to only be open seasonally to motor vehicles.

Preliminary Issues

During the public collaboration phase of the travel analysis process, an issue was brought forward about the lack of motorized trails on the forest, especially after the forest prohibits cross-country motorized travel. The Coconino National Forest can consider alternatives to designate additional motorized trails to the forest transportation system. More specific route location information will be required in order to fully develop and analyze this alternative. New routes will be assessed using 36 CFR 212.55(b) criteria for trails and consistency with Coconino National Forest Plan management direction.

Other issues brought forward during the travel analysis process included off-road access for firewood gathering and grazing allotment management. As per the TMR, motor vehicle use authorized under a permit is exempted from the route and area designations. The necessity of using motor vehicles off of designated routes should be articulated in the permit and, where necessary, would be analyzed and authorized under a separate NEPA decision (it is outside the scope of this project). The Southwestern Region is developing guidance to address off-road needs for authorized firewood gathering and grazing, and the forest will be incorporating TMR direction and the future decision for this project into existing permits.

Additional issues during travel analysis included off-road access for big game retrieval and dispersed camping. The forest is not proposing to allow motor vehicles off of designated routes for big game retrieval because our preliminary analysis found that the proposed transportation system will provide adequate and reasonable access to hunters within all game management units across the forest (see appendix D); 79 percent of the forest will remain within one-half mile of a designated open road. The proposed action includes limited use of motor vehicles off of designated routes for the purpose of dispersed camping and addresses issues related to dispersed camping access.

An issue regarding motorized access to non-motorized areas by people with disabilities is addressed by existing Federal laws, regulations, and policies, which do not require areas that prohibit motor vehicle use to make exceptions because a person has a disability. Any wheelchair² or mobility device, as defined by the American with Disabilities Act (ADA), may continue to be used wherever foot travel is permitted.

² A wheelchair is: “a device designed solely for use by a mobility impaired person for locomotion, that is suitable for use in an indoor pedestrian area” (ADA, Title V Sec. 507(c)).

Possible Alternatives

The proposed action for the Coconino National Forest 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 any alternatives for meeting the purpose and need.

In addition to the proposed action, 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). No action will consider the effects of not making any changes to the forest’s current road system and not prohibiting motorized cross-country travel.

Additional alternatives may be developed in response to significant issues brought up during public scoping.

Design Features and Mitigation Measures

Applicable Forest Plan direction, best management practices, and Forest Service Manual and Handbook direction will be incorporated in project design and implementation. Design features and mitigation measures applicable to this proposed action will be disclosed in the EIS.

Decision Framework

Because the proposed action will affect the entire forest and includes a Forest Plan amendment, the forest supervisor is the responsible official for deciding how the Coconino National Forest will manage motorized vehicle travel.

The forest supervisor will decide:

- Changes to the existing road system.
- Changes to existing motorized trails and areas open to cross-country motorized travel.
- The distance motor vehicles may travel off of specific designated routes for the purpose of dispersed camping.
- The language and content changes to the Coconino National Forest Plan via a forest plan amendment.

The decision will be based on a consideration of the environmental effects of implementing the proposed action or alternatives. The forest supervisor may select the proposed action, an alternative analyzed in detail, or a modified proposed action or alternative within the project’s range of alternatives.

Contact Person

For more information on this proposal and the project, contact Jim Beard, project team leader at (928) 527-3600. Additional information about this project can be found at: <http://www.fs.fed.us/r3/coconino/tmr.shtml>.

Appendix A

Existing Coconino National Forest motor vehicle closures and off-road driving restrictions (year-round and seasonal)

Description	Forest Plan Management Area or Forest Order No.	Acres
Wilderness Areas: <ul style="list-style-type: none"> - Wet Beaver - Fossil Springs - West Clear Creek - Strawberry Crater - Kachina Peaks - Kendrick Mountain - Red Rock-Secret Mountain - Munds Mountain - Mazatzal - Sycamore Canyon 	Management Area 1	155,923
Verde Wild and Scenic River	Management Area 2	2,341
Oak Creek Canyon	Management Area 14	6,246
Inner Basin	Management Area 16	838
Special Areas: <ul style="list-style-type: none"> - Casner Canyon RNA - Rocky Gulch RNA - Gus Pearson RNA - Red Mountain Geological Area - Mogollon Rim Botanical Area - Verde Valley Botanical Area - Fern Mountain Botanical Area - Fossil Springs Botanical Area 	Management Area 17	4,797
Environmental Study Areas: <ul style="list-style-type: none"> - Old Caves Crater - Griffiths Springs - Elden 	Management Area 18	1,580
Dry Creek Basin	Management Area 21	5,508
Gateway	Management Area 22	3,179
Lower Oak Creek	Management Area 23	785
Neighborwoods	Management Area 24	15,203
Red Cliff	Management Area 25	3,624
Redrock Frontcountry	Management Area 26	5,270

Description	Forest Plan Management Area or Forest Order No.	Acres
Savannah	Management Area 27	39,391
Schneibly Rim	Management Area 28	5,081
Transition	Management Area 29	2,886
Off-Road Driving Management Plan Map, which includes: <ul style="list-style-type: none"> - Nordic Ski Center Seasonal Closure (12/15-3/31) - Wing Mountain Seasonal Closure (12/31-3/31) - Pinegrove Seasonal Closure (8/15-12/31) - Rattlesnake Seasonal Closure (8/15-12/31) - Woods Seasonal Closure (12/15-4/1) - Cottonwood Basin Seasonal Closure (12/1-6/15) - Lakes: Walker, Crater, Lower and Upper Lake Mary, Marshall, Vail, Blind, Stoneman, Potato - Jones Mountain - Chavez Springs - Segments of East Clear Creek - Mt. Elden/Dry Lake Hills - White Horse Hills - Portions of Craters, Deadman Wash, and Doney MAs 	Forestwide Management Direction	106,123
Addendum to Off-Road Driving Management Plan (additional motor vehicle restrictions): <ul style="list-style-type: none"> - Black Bill Park (Hwy. 89) to Powerline - Anderson Mesa/Antelope Seasonal Closure (4/15-6/27) - Anderson Springs Allotment ditch line - Long Lake and Hay Lake - Broiler Park - Camp Verde Airstrip 	Forest Order 04-00-146	23,147
Fay Canyon–Fisher Point–Skunk Canyon–Walnut Canyon	Forest Order 04-150	3,763
White Vulcan Mine	Forest Order 04-99-03-L	97
Mormon Lake/Fulton Canyon	Forest Order 04-00-06-R	9,101
Arizona Snowbowl and Forest Road 516	Forest Order 04-02-06-R	4,111
Campbell Mesa	Forest Order 04-02-15-R	4,049
Riordan Pit	Forest Order 04-03-01-E	135
Old Munds Highway–Pumphouse Wash	Forest Order 04-98-04-R	561
Jacket Fire Area	Forest Order 04-04-06-R	26,320
Lower Lake Mary Seasonal Bald Eagle Closure (1/1-8/31)	Forest Order 04-05-01-W	165

Description	Forest Plan Management Area or Forest Order No.	Acres
Mogollon Rim Area Closure (includes former Pivot Rock Springs and Kinder Springs closures)	Forest Order 04-06-09-R	26,157
Total forest acres currently closed to motor vehicles or restricting off-road driving		456,381

Appendix B

Comparison of current Forest Plan direction and proposed plan amendment for the Coconino National Forest Motorized Travel Management Proposed Action

Chapter/ Management Area	Page	Current Plan Direction	Proposed Plan Amendment*															
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 2- and 3-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 border="0"> <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; redundant with 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 border="0"> <tr> <td></td> <td>Decade 1</td> <td>Decade 2</td> </tr> <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> <tr> <td>Not maintained to standard</td> <td>2,425 miles</td> <td>1,775 miles</td> </tr> </table>		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	Not maintained to standard	2,425 miles	1,775 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																
Not maintained to standard	2,425 miles	1,775 miles																

* **Bold text represents reworted or new language.** *Italics explain deletions*

Chapter/ Management Area	Page	Current Plan Direction	Proposed Plan Amendment*
		<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-built 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-built 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	<p>Manage off-road driving to provide opportunities while protecting resources and minimizing conflicts with other users.</p>	<p>Motor vehicle use is allowed only on designated roads, trails, and areas unless exempted (36 CFR 212.51).</p>
Chapter 4 – Forestwide Standards and Guidelines	58-59	<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 inventory of off-road driving opportunities and use. Based on the</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). The MVUM is reviewed and republished annually.</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 100 feet off of designated</p>

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		<p>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 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 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</p>	<p>routes for the purpose of accessing existing dispersed camping sites. Existing dispersed campsites are displayed on a supplementary map to the MVUM and/or signed on the ground.</p> <p><i>Rest of text deleted; redundant with new forestwide direction</i></p>

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		<p>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. - 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 water courses 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 likely to cause, significant stress and reduction of reproductive success. - 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 criteria in establishing boundaries of areas with restrictions.</p>	<p><i>Rest of text deleted; redundant with new forestwide direction</i></p>

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		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.	<i>Rest of text deleted; redundant with new forestwide direction</i>
Chapter 4 – Forestwide Standards and Guidelines	59	Law enforcement is planned and implemented to minimize resource damage and user conflicts. Signing is appropriate to inform the publics and help minimize the need for direct law enforcement activities.	<i>No change to text; move above the “Bicycle Use” heading</i>
Chapter 4 – Forestwide Standards and Guidelines	60	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. Focus media attention on off-road driving management at least annually to enlist public cooperation. Feature volunteer organizations working to improve management.	<i>Text deleted; superseded by new forestwide direction</i>
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 part of the calculated density. In calculating densities by vegetative type, do not	<i>Text deleted; superseded by new forestwide direction</i>

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		<p>include areas having legal or administrative restrictions on roads, e.g., wilderness and research natural areas</p> <p>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 the R3 publication, "Skidding Distance Versus Road Cost Optimization for Timber Sales."</p>	
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.	<p>The trails are for non-motorized traffic only.</p> <p><i>Rest of text deleted; the Schultz Creek Trail was closed to motorized vehicles via the Arizona Trail-Peaks Segment/Amendment 18 decision but this page was never corrected.</i></p>
Chapter 4 – MA 3 Standards and Guidelines	120	Schultz Creek trail will remain open to all types of use.	<p><i>Text deleted; the Schultz Creek Trail was closed to motorized vehicles via the Arizona Trail-Peaks Segment/Amendment 18 decision but this page was never corrected.</i></p>
Chapter 4 – MA 3 Standards and Guidelines	137	Generally, local roads are closed until the next entry by 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.	<p>Generally, local roads are closed until the next entry by 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>].</p>
Chapter 4 – MA 3 Standards and Guidelines	140	Trails are for non-motorized use, except in Schultz Creek adjacent to Forest Road 420 up to Road 789.	<p>Trails are for non-motorized use. <i>Rest of text deleted; the Schultz Creek Trail was closed to motorized vehicles via the Arizona Trail-Peaks Segment/Amendment 18 decision but this page was never corrected.</i></p>

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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; redundant with 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; redundant with new forestwide direction</i>
Chapter 4 – MA 13 Standards and Guidelines	180	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 considered.	<i>Text deleted; superseded by new forestwide direction</i>
Chapter 4 – MA 13 Standards and Guidelines	182-1	For the Kana-a lava flow, prevent off-road vehicle use in the lava flow. Use proposed boundary adjustments in combination with access management. Roads leading north off of FR 244 should be closed and rehabilitated. These roads lead out of the OHV area and impact the Kana-a lava flow.	<i>Text deleted; superseded by new forestwide direction</i>
Chapter 4 – MA 15 Standards and	189	Maintain facilities at Condition Class Level I. Repair minor site damage within 1 year and major site damage within 2	Maintain facilities at Condition Class Level I. Repair minor site damage within 1 year and major

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Guidelines		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.	site damage within 2 years. <i>[Text deleted; redundant with new forestwide direction]</i> Sites are closed to vehicles and operators not licensed for highway use in the State of Arizona.
Chapter 4 – MA 16 Standards and Guidelines	192	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.	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. <i>Rest of text deleted; redundant with new forestwide direction</i>
Chapter 4 – MA 17 Standards and Guidelines	195	Prohibit off-road driving.	<i>Text deleted; redundant with new forestwide direction</i>
Chapter 4 – MA 18 Standards and Guidelines	199	Enforce off-road driving closures. Make a special effort through the schools and media to focus public attention on the importance of complying with the closure for all areas.	<i>[Text deleted; redundant with new forestwide direction]</i> Make a special effort through the schools and media to focus public attention on the importance of complying with the motorized closure for all areas.
Chapter 4 – MA 19 Standards and Guidelines	202	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.	MA 19 and the vicinity of Knoll Lake is open to over-snow vehicles such as snowmobiles.
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 Areawide 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; redundant with new forestwide direction</i>

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Chapter 4 – Sedona Areawide 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; redundant with new forestwide direction</i>
Chapter 4 – Sedona Areawide 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.	<i>Text deleted; redundant with new forestwide direction</i>
Chapter 4 – MA 25 Standards and Guidelines	206-43	·limiting motor vehicle traffic between access corridors and the cliffs.	<i>Text deleted; redundant with 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 OHV driving and camping with priority given to Broken Arrow, Schnebly Hill, Cathedral Rock and Carrol Canyon.
Chapter 4 – MA 26 Standards and Guidelines	206-46	·limiting motor vehicle traffic between access corridors and the cliffs	<i>Text deleted; redundant with new forestwide direction</i>
Chapter 4 – FLEA Areawide 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; superseded by new forestwide direction</i>
Chapter 4 – FLEA Areawide Standards and Guidelines	206-72	Keep the Pinegrove Seasonal Closure Area closed to vehicle access between August 15 and December 31.	<i>Text deleted; redundant with 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; redundant with new forestwide direction</i>

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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; redundant with 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; redundant with 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; redundant with 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; redundant with new forestwide direction</i>
Chapter 4 – MA 32 Standards and Guidelines	206- 88	Enforce the stay on designated roads policy.	<i>Text deleted; redundant with new forestwide direction</i>
Chapter 4 – MA 35 Standards and Guidelines	206- 99	Continue current seasonal motorized restrictions in the Pinegrove Seasonal Closure Area.	<i>Text deleted; redundant with new forestwide direction</i>
Chapter 4 – MA 36 Standards and Guidelines	206- 105	Discourage off-trail use.	<i>Text deleted; redundant with new forestwide direction</i>
Chapter 4 – MA 37 Standards and Guidelines	206- 110	Continue the current non-motorized status in the areas of Skunk and Fay Canyons, Canyon Vista, Fisher Point, and Campbell Mesa.	<i>Text deleted; redundant with 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>Item monitored</u> Motor vehicle use <u>Intent</u> Impacts of motor vehicle use on designated roads and trails and in designated areas.

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		<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>Monitoring Method/Unit of Measure</u> Compliance; safety; resource impacts; condition surveys; traffic flow; new unauthorized routes/administrative unit <u>Measuring Frequency</u> Annually <u>Percent Accuracy/Precision</u> 80/80 <u>Variability that would initiate Re-evaluation</u> Motor vehicle use or damage conflicts with management goals. Revise designations as necessary.
Appendix H	242-12	Table 9. 10-Year Arterial and Collector Road Reconstruction-Capital Investment	<i>Table deleted; outdated</i>
Appendix H	242-13 to 16	Table 10. 10-Year Arterial and Collector Road Upgrade Reconstruction-Purchaser Credit	<i>Table deleted; outdated</i>
Appendix J	242-25 to 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 vehicles during some seasons	<i>Text deleted; redundant with new forestwide direction</i> Wilderness Closed to Motor Vehicles <i>“Restricted” text and map symbol deleted; redundant with new forestwide direction</i> Seasonally Restricted Closed to motor vehicles during some seasons

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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, 4-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, march, swampland, or other natural terrain. Over-Snow Vehicle A motor vehicle designed for use over snow and that runs on a track or tracks and/or a ski or skis, while in use over snow.
Glossary	272	Off-highway Vehicle – Any motor vehicle when operated off of highways on forest lands. Off-road Travel – Overland travel with motorized or non-motorized vehicles off of established, cleared, and defined routes capable of accommodating such a vehicle.	<i>Text deleted; redundant with definition on page 258.</i> <i>Text deleted; not used in 36 CFR 212.</i>

Appendix C

Proposed NFS roads, trails and areas open to motorized travel on the Coconino National Forest (12 tiled maps of the forest)

Map 1

Map 2

Map 3

Map 4

Map 5

Map 6

Map 7

Map 8

Map 9

Map 10

Map 11

Map 12

Appendix D

Map displaying distance to nearest proposed open road on non-wilderness Coconino National Forest land

Map- Miles