

and the focus group workshops. State Parks staff also analyzed the progress of motorized and nonmotorized trail issues since the previous plans (1993 State OHV Recreation Plan and 1994 State Trails Plan).

This chapter and the *ARIZONA TRAILS 2000* survey data (see Appendix A) provide sources of information for managers and trail users to determine the issues and needs on which to focus their efforts and resources.


Chapter 3: Priorities Identified by the Public


One of the objectives of this plan is to identify the most significant issues related to motorized and nonmotorized trail use in Arizona. This chapter presents priorities from the combined general public and target group surveys

Satisfaction with Arizona’s Trail Resources

The public’s level of satisfaction is an indicator of the state of trails in Arizona and how well managers are meeting the needs of trail users. Satisfaction, or the lack thereof, may help explain some of the priorities identified by the public. The public involvement process gauged the general public's current level of satisfaction with the State’s trail resources.

Table 5. User Satisfaction Response to Specific Trail Resources

 <i>Motorized User Response</i>	Not at all/ Slightly Satisfied	Moderately Satisfied	Very/ Extremely Satisfied
TRAIL RESOURCES			
enforcement / safety on trails	30%	46%	24%
other support facilities	29%	52%	19%
signs	28%	51%	21%
maintenance	26%	52%	22%
information	24%	50%	26%
trailheads	18%	54%	28%
the trails themselves	16%	51%	33%
access to trails	14%	54%	32%

 <i>Nonmotorized User Response</i>	Not at all/ Slightly Satisfied	Moderately Satisfied	Very/ Extremely Satisfied
TRAIL RESOURCES			
enforcement / safety on trails	30%	48%	22%
signs	28%	49%	23%
other support facilities	25%	55%	20%
information	25%	47%	28%
maintenance	23%	55%	22%
trailheads	18%	49%	33%
access to trails	11%	52%	37%
the trails themselves	11%	45%	44%

Overall, 51% of motorized trail users and 59% of nonmotorized trail users say they are very satisfied or extremely satisfied with their trail experiences. Table 5 shows trail users' responses when asked their level of satisfaction with specific aspects of trails.

Based on similar recreation surveys that include satisfaction questions, the levels of satisfaction with trail resources shown in Table 5 are relatively low. This indicates that there is considerable room for improvement regarding trail resource management in Arizona.

The survey findings also indicated that user conflict was an issue of concern with trail users regarding satisfaction with trail experiences. Nearly 82% of all trail users surveyed expressed concern with how other people use trails, especially regarding behaviors that impact their trail experience such as littering, lack of respect for the environment, rude and inconsiderate people, reckless speeding with bikes on trails and other unsafe behaviors.

Surveys and Focus Groups

As mentioned in Chapter 2, Arizonans were surveyed regarding their participation, attitudes and preferences concerning trails. Focus group workshops were conducted in several regions throughout Arizona allowing staff to delve deeper into certain issues and identify additional issues not addressed by the survey process.

The combined approach of phone and mail surveys and focus group workshops produced a more comprehensive compilation of priorities than either method could produce alone.

SURVEY PRIORITIES

The *ARIZONA TRAILS 2000* survey contained specific questions to determine the most important trail priorities. The following information is presented separately for motorized and nonmotorized user responses to these survey questions. The responses listed are representative of the 21% of Arizonans surveyed who identified themselves as predominantly motorized trail users and the 56% of Arizonans surveyed who identified themselves as predominantly nonmotorized trail users. The percentages presented in this chapter are the combined general public and target group survey responses and the items in most tables are listed by order of their mean score, not by their percentages.

Arizona State Parks presents the survey findings in four major categories:


- ◆ Trail Issues
- ◆ Trail Management Needs
- ◆ Trail Activities/Types
- ◆ Trail Support Facilities

Trail Issues

Survey participants were asked, *"In your opinion, what are the three most important issues concerning trails in Arizona today?"* and were given 20 issues from which to choose (write-ins were also accepted). Table 6 lists the percentage of motorized and nonmotorized trail users, respectively, who agreed that a particular issue was one of their top three most important. The percentages in Table 6 should be viewed differently from other tables in that respondents could only choose three issues. Most other survey questions allowed respondents to indicate the level of importance or need for *every* issue, activity or facility listed, so the overall percentages in other tables are considerably higher.

Table 6. Important Issues Concerning Trail Use in Arizona

 <i>Motorized User Response</i>	Percent of motorized respondents who chose this issue as one of their top 3
TRAIL ISSUES	
1. Closure of trails/ roads	34.9%
2. Lack of trail etiquette/ethics practiced by other trail users	33.6%
3. Loss of public access to trails	27.7%
4. Too much litter and trash along trails	25.5%
5. Erosion and deterioration of trails	19.7%
6. Lack of governmental support for my type of trail use	17.8%
7. Not enough support facilities near trails (restrooms, campsites)	15.5%
8. Lack of funding for trails	15.2%
9. Not enough good informational material about Arizona trails	12.7%
10. Too many different types of users on trails (user conflicts)	12.1%
11. Inadequate trail maintenance	11.9%
12. Not enough trails	9.3%
13. Lack of trails close to home	8.2%
14. Lack of directional signs along trails	7.5%
15. Lack of public support for my type of trail use	7.3%
16. Not enough trails for individuals with disabilities	6.4%
17. Trails too crowded	5.4%
18. Poor condition of access roads to trailheads	4.9%
19. Too much noise disturbance	4.4%
20. Lack of directional signs to trailheads	2.8%

 <i>Nonmotorized User Response</i>	Percent of nonmotorized respondents who chose this issue as one of their top 3
TRAIL ISSUES	
1. Lack of trail etiquette/ethics practiced by other trail users	37.1%
2. Lack of funding for trails	28.3%
3. Erosion and deterioration of trails	23.4%
4. Too much litter and trash along trails	20.3%
5. Inadequate trail maintenance	17.6%
6. Too many different types of users on trails (user conflicts)	17.5%
7. Loss of public access to trails	15.5%
8. Lack of trails close to home	14.6%
9. Not enough good informational material about Arizona trails	14.6%
10. Not enough support facilities near trails (restrooms, campsites)	13.5%
11. Lack of directional signs along trails	11.8%
12. Closure of trails	11.7%
13. Trails too crowded	10.1%
14. Not enough trails	9.9%
15. Poor conditions of access roads to trailheads	7.0%
16. Lack of directional signs to trailheads	6.1%
17. Not enough trails for individuals with disabilities	5.1%
18. Lack of government support for my type of trail use	4.2%
19. Too much noise disturbance	3.8%
20. Lack of public support for my type of trail use	1.9%



The top three trail issues for motorized trail users:

1. Closure of Trails and Roads

More than one third (35%) of the motorized respondents selected “Closure of trails and roads” as one of their three most important issues. The concern is for the loss of opportunities due to the closure of recreational trails and roads for reasons such as erosion, environmental concerns (e.g. sensitive areas, wildlife, hazards), wilderness or other special use designations, or conversion of roads and trails to nonmotorized uses. Closure of trails and roads was not a priority issue identified in the 1993 State OHV Recreation Plan.

2. Lack of Trail Etiquette and Environmental Ethics

A similar percentage (34%) of motorized respondents selected “Lack of trail etiquette/ethics practiced by other trail users” among their top 3 issues. Increased utilization of OHV resources by individuals who are unaware of proper backcountry etiquette contribute to conflict among trail users. Lack of trail etiquette and environmental ethics (not yielding properly, recklessness, not staying on designated trails, unsafe or inappropriate behavior on trails, ignoring rules and closures, littering, vandalism, and lack of respect for other trail users) can lead to user conflicts, unpleasant trail experiences and impacts to the environment. This issue, addressed under the heading of user/manager education, was one of the nine issues identified in the 1993 State OHV Recreation Plan.

3. Loss of Public Access to Trails

“Loss of public access to trails and roads” is the third most important issue or concern (23%). As communities continue to grow and new development is constructed next to public lands, access to recreational trails and roads is restricted or lost unless trails planning is incorporated into general plans. In some areas of the State, traditional OHV use patterns are threatened by proposals for more restrictive public access to existing recreational areas. This finding illustrates that trail users perceive that motorized access and recreation opportunities are being reduced in both urban and remote settings. This issue, addressed under the heading of land access and acquisition, was one of the nine issues identified in the 1993 State OHV Recreation Plan.



The top three trail issues for nonmotorized trail users:

1. Lack of Trail Etiquette and Environmental Ethics

According to 37% of nonmotorized respondents, “Lack of trail etiquette/ethics practiced by other trail users” was the most important issue regarding nonmotorized trails in Arizona. Lack of trail etiquette and environmental ethics (not yielding properly, recklessness, not staying on designated trails, unsafe or inappropriate behavior on trails, ignoring rules and closures, littering, vandalism, and lack of respect for other trail users) can lead to user conflicts, unpleasant trail experiences and impacts to the environment. Trail etiquette and environmental ethics, under the headings of multiple-use conflicts and resource protection, were among the top ten issues identified in the 1994 State Trails Plan.

2. Lack of Funding for Trails

A little over one quarter (28%) of nonmotorized respondents selected “Lack of funding for trails” as the second most important issue. Lack of funding was also the number 2 issue in the 1994 State Trails Plan. The need for funding to plan, develop and maintain trails will more than likely continue as Arizona’s population grows and trail use and demand for new trails increase. Trails and other recreation uses are a low funding priority for many multiple-use land management agencies. Many land managers must rely on outside help, such as volunteers and grants, to complete trail projects.

3. Erosion and Deterioration of Trails


Nearly one-quarter (23%) of nonmotorized respondents chose “Erosion and deterioration of trails” as one of their top three most important issues. Erosion and deterioration of trails may be due to natural events, overuse, improper trail construction, poor design, and/or lack of regular maintenance. This issue, under the heading trail maintenance, was one of the top ten issues in the 1994 State Trails Plan. Although trail conditions differ from one part of the state to the next, there still exists a strong need to address erosion and reconstruction of deteriorated trails.


Trail Management Needs


Respondents were asked to rate the importance of 13 specific trail management needs. The statement presented in the survey was, *“Trail managers have limited resources to develop and maintain trails. They must focus their time and money on the most serious needs first. Please indicate the level of importance for each of the following statements.”*


Respondents were then asked to specify the one issue from the same list they felt was the single most important. The first column of percentages in Table 7 represents the percent of respondents who rated each management need as very or extremely important and the second represents the percent who chose this as the single most important management need. Needs are ranked by the mean score of all responses (extremely important, very important, somewhat important, and not at all important).

Table 7. Important Trail Management Needs for Trail Users

 <i>Motorized User Response</i>	Very/ Extremely Important	Single Most Important
TRAIL MANAGEMENT NEEDS		
1. Keep area clean of litter and trash	87.1%	17.7%
2. Maintain existing trails	80.8%	18.9%
3. Mitigate/repair damage to trails/adjacent areas	73.3%	3.1%
4. Enforce existing rules and regulations	69.4%	10.8%
5. Provide educational, safety, and trail etiquette information	60.9%	7.9%
6. Renovate deteriorated trails	63.3%	4.0%
7. Provide trail information, maps, and signs	56.1%	5.5%
8. Develop support facilities	49.1%	3.3%
9. Acquire land for public access to existing trails	46.6%	7.7%
10. Provide law enforcement/safety in trail areas	39.9%	6.3%
11. Develop new trails	38.6%	7.1%
12. Acquire land for new trails	39.1%	7.5%
13. Provide landscaping along trails/support areas	13.6%	0.2%

 <i>Nonmotorized User Response</i>	Very/ Extremely Important	Single Most Important
TRAIL MANAGEMENT NEEDS		
1. Maintain existing trails	89.3%	23.4%
2. Keep area clean of litter and trash	85.9%	13.7%
3. Mitigate/repair damage to trails/adjacent areas	83.0%	3.1%
4. Enforce existing rules and regulations	72.5%	9.4%
5. Renovate deteriorated trails	73.9%	4.5%
6. Provide trail information, maps, and signs	70.8%	6.3%
7. Provide educational, safety, and trail etiquette information	66.9%	6.3%
8. Develop support facilities	58.7%	5.6%
9. Acquire land for public access to existing trails	51.7%	5.0%
10. Provide law enforcement/safety in trail areas	50.4%	7.9%
11. Develop new trails	48.0%	4.8%
12. Acquire land for new trails	39.9%	8.3%
13. Provide landscaping along trails/support areas	17.4%	0.4%

 Of the 6 most important management needs identified by motorized trail users, four are directly related to trail maintenance (Table 7—Motorized). The other two are enforcement of regulations which relates to a person’s behavior (trail etiquette/ethics) and provision of trail etiquette and educational information. When asked to choose only one issue out of 13 possible issues, nearly one-fifth (19%) of respondents agreed that “*maintain existing trails*” was the single most important, followed closely by “*clean up litter and trash*” (18%).


 Of the 5 most important management needs identified by nonmotorized trail users, four are directly related to trail maintenance (Table 7—Nonmotorized). The other is the enforcement of regulations which relates to a person’s behavior (trail etiquette/ethics). When asked to choose only one issue out of 13 possible issues, nearly one-quarter (23%) of respondents agreed that “*maintain existing trails*” was the single most important.

Trail Activities/Types

The survey asked respondents, “*How important is it to have trails accessible to the public for the following recreational trail activities?*” The objective of this question was to determine what kind of trail opportunities are most important to the public to have available for use. Respondents were asked to rate the importance of each activity listed in Table 8. The first column of percentages lists the percent of respondents who said it was very or extremely important to have trails accessible to the public for these activities.

 When comparing the importance of traditional trail activities, motorized users chose trail hiking, walking, backpack-


ing, four-wheel driving, horseback riding and high clearance two-wheel driving as the most important (>50%).

 Nonmotorized users chose trail hiking, walking, backpacking, jogging/running, horseback riding, hiking with pack stock, and mountain bicycling as the most important (>50%).

Among the other activities that received the highest percentages for level of importance in Table 8, three are considered nontraditional trail activities—visiting historic and archaeological sites; retracing historic and prehistoric routes; and wildlife viewing and bird-watching. This indicates that an important aspect of using trail resources is more than just the trail activity itself. The majority of motorized users (64% to 78%) and nonmotorized users (73% to 91%) desire an additional attribute or purpose to recreational trails and roads, such as an historical connection or the chance to see wildlife.

Many of the motorized trail activities in Table 8 received relatively low percentages for level of importance. Survey findings show that motorized users tend to participate in a wide range of both motorized and nonmotorized trail activities. Subsequent focus groups explained that most motorized users can currently find adequate existing trails and roads in Arizona to satisfy their needs. However, focus groups affirmed the survey population’s concern that as more trails are closed to motorized use, OHV opportunities are becoming more limited.

The last two columns in Table 8 are the percent of respondents who chose an activity as the *one* they do most often (frequency) and the *one* activity they enjoy the most (favorite).

 Four-wheel driving and walking rated highest for the most frequent and the favorite activities for motorized users (Table 8—Motorized).



 Trail hiking and walking were chosen most frequently by nonmotorized users for the most frequent and the favorite activities (Table 8—Nonmotorized).

Table 8. Important Trail Activities for Trail Users


 <i>Motorized User Response</i>		Very/ Extremely Important	Do Most Often	Enjoy the Most
TRAIL ACTIVITIES				
1. Visiting historic/archaeologic sites	77.7%	NA	NA	
2. Trail hiking (day trips)	77.7%	11.1%	15.5%	
3. Retracing historic/prehistoric routes	71.0%	NA	NA	
4. Walking (excluding trail hiking)	72.6%	22.1%	19.1%	
5. Four-wheel driving	68.1%	35.8%	28.8%	
6. Backpacking (overnight trips)	68.5%	0.7%	3.0%	
7. Wildlife viewing/bird-watching	63.9%	NA	NA	
8. Horseback riding	51.5%	0.7%	3.9%	
9. High clearance two-wheel driving	50.1%	9.4%	5.1%	
10. Mountain bicycling (natural terrain)	48.4%	1.0%	0.7%	
11. Jogging/running	48.4%	1.0%	0.7%	
12. Hiking/packing with livestock	46.2%	0.0%	0.2%	
13. ATV riding (all-terrain vehicles)	46.6%	4.8%	6.9%	
14. Motorized trail biking	46.3%	5.9%	6.3%	
15. Bicycling	42.7%	1.0%	1.2%	
16. Cross-country skiing/snowshoeing	44.0%	0.0%	0.3%	
17. Dune buggy/sand rail driving	39.4%	1.2%	1.6%	
18. Snowmobiling	37.6%	2.1%	2.8%	
19. Competitive events	37.3%	0.0%	0.0%	
20. In-line skating	21.9%	0.0%	0.2%	


NA: This activity was not one of the choices available for these questions.

 <i>Nonmotorized User Response</i>		Very/ Extremely Important	Do Most Often	Enjoy the Most
TRAIL ACTIVITIES				
1. Trail hiking (day trips)	91.3%	42.5%	42.5%	
2. Walking (excluding trail hiking)	84.3%	37.1%	27.3%	
3. Visiting historic/archaeologic sites	82.7%	NA	NA	
4. Backpacking (overnight trips)	78.5%	0.4%	5.1%	
5. Retracing historic/prehistoric routes	77.2%	NA	NA	
6. Wildlife viewing/bird-watching	72.9%	NA	NA	
7. Horseback riding	56.2%	5.4%	8.2%	
8. Jogging/running	56.7%	2.3%	1.2%	
9. Mountain bicycling (natural terrain)	49.6%	3.4%	3.1%	
10. Cross-country skiing/snowshoeing	49.3%	0.1%	1.0%	
11. Hiking/packing with livestock	50.8%	0.1%	0.4%	
12. Bicycling	49.3%	2.8%	3.6%	
13. Four-wheel driving	32.2%	2.5%	2.3%	
14. Competitive events	28.8%	0.0%	0.0%	
15. High clearance two-wheel driving	25.0%	0.7%	0.9%	
16. Motorized trail biking	25.1%	0.3%	1.0%	
17. Snowmobiling	22.7%	0.0%	0.0%	
18. In-line skating	23.9%	0.6%	1.0%	
19. ATV riding (all-terrain vehicles)	22.0%	0.4%	0.6%	
20. Dune buggy/sand rail driving	19.3%	0.0%	0.3%	

NA: This activity was not one of the choices available for these questions.


To assist trail planners and managers in providing the types of trails most desired by trail users, additional survey questions were asked. Respondents were asked what level of difficulty or challenge they prefer on trails they use most often.

 **Motorized** user responses to the preferred level of difficulty were: easy (13%); moderate (58%); hard (15%); and challenging (14%).

 **Nonmotorized** user responses to the preferred level of difficulty were: easy (12%); moderate (68%); hard (15%); and challenging (5%).

Survey respondents were also asked if they would use the following trail types (Table 9) and if trails should be designated for a single activity or for multiple activities (Table 10). Responses are listed by order of their mean score.

Table 9. Important Trail Types for Trail Users

 <i>Motorized User Response</i> TRAIL TYPES	May Use/ Definitely Use
1. Trails to a specific destination point (vista, feature, etc.)	98.9%
2. Historic or prehistoric trails	98.0%
3. Loop trails (circular trails with same start and end point)	94.4%
4. Interconnected network of trails	95.2%
5. Interpretive or nature trails	95.4%
6. Short trails (less than 1 mile)	84.7%
7. Long-distance trails	61.5%




 <i>Nonmotorized User Response</i> TRAIL TYPES	May Use/ Definitely Use
1. Trails to a specific destination point (vista, feature, etc.)	99.3%
2. Historic or prehistoric trails	98.7%
3. Loop trails (circular trails with same start and end point)	98.6%
4. Interconnected network of trails	96.3%
5. Interpretive or nature trails	98.7%
6. Short trails (less than 1 mile)	90.0%
7. Long-distance trails	57.0%

Table 10. Trail Use Designation Preference for Trail Users

 TRAIL USE DESIGNATIONS	<u>Motorized</u> User Response
•Designate for single activity	11.2%
•Designate for multiple activities, but separate motorized and nonmotorized uses	64.6%
•Designate for multiple activities, and combine motorized and nonmotorized uses	24.2%


 TRAIL USE DESIGNATIONS	<u>Nonmotorized</u> User Response
•Designate for single activity	20.0%
•Designate for multiple activities, but separate motorized and nonmotorized uses	73.1%
•Designate for multiple activities, and combine motorized and nonmotorized uses	7.0%


Trail Support Facilities


In a question containing two sections related to trail support facilities, respondents were asked to rate 16 facilities that may or may not currently exist where trails are located. This question was worded, “*In the first section, please indicate which of the following facilities you would most likely use. In the second section indicate the level of need for these facilities on the trails you use most often.*”


Table 11 lists the trail support facilities that respondents felt had the highest level of need (other response choices were “*no need for this facility*” and “*current facilities adequate*”). The first column of percentages is the percent of respondents who indicated they may use or would definitely use this facility; the second is the percent who said there was a moderate or extreme need for this facility. Support facilities are ranked by level of need (mean score of all responses).

Table 11. Trail Support Facilities for Trail Users

 <i>Motorized User Response</i>	May Use/ Definitely Use	Moderate/ Extreme Need
TRAIL SUPPORT FACILITIES		
1. Trash cans /dumpsters	91.5%	78.3%
2. Restrooms	85.5%	71.1%
3. Drinking water	82.9%	70.7%
4. Trail signs	88.5%	69.7%
5. Backcountry camp sites (vehicle)	80.5%	58.8%
6. Picnic facilities	84.9%	56.9%
7. Shade structures /ramadas	77.3%	58.8%
8. Developed campgrounds	77.7%	56.0%
9. Parking space	79.5%	53.0%
10. Trailheads /staging areas	73.2%	51.6%
11. Group camping areas	74.0%	45.6%
12. Showers	66.3%	49.8%
13. RV sanitary dump stations	44.0%	47.1%
14. Equestrian areas (corrals, water)	42.1%	45.5%
15. Shelters /warming huts	63.7%	46.3%
16. Backcountry camp sites (walk-in)	62.2%	43.3%

 <i>Nonmotorized User Response</i>	May Use/ Definitely Use	Moderate/ Extreme Need
TRAIL SUPPORT FACILITIES		
1. Trash cans /dumpsters	92.2%	74.5%
2. Restrooms	89.3%	75.5%
3. Drinking water	85.6%	74.6%
4. Trail signs	93.6%	72.7%
5. Picnic facilities	88.4%	63.0%
6. Parking space	88.1%	60.0%
7. Trailheads /staging areas	86.3%	61.4%
8. Shade structures /ramadas	80.7%	60.7%
9. Developed campgrounds	77.4%	56.5%
10. Backcountry camp sites (walk-in)	71.5%	54.1%
11. Backcountry camp sites (vehicle)	67.6%	52.1%
12. Group camping areas	72.8%	48.3%
13. Equestrian areas (corrals, water)	46.0%	48.8%
14. Shelters /warming huts	64.6%	48.1%
15. Showers	62.4%	48.2%
16. RV sanitary dump stations	44.0%	40.0%

 **Motorized** respondents ranked trash cans / dumpsters, restrooms, drinking water and trail signs in their top four most needed support facilities with backcountry camp sites for vehicles, shade structures / ramadas, picnic facilities, and developed campgrounds following closely behind.

 **Nonmotorized** respondents also ranked trash cans / dumpsters, restrooms, drinking water and trail signs in their top four most needed support facilities with picnic facilities, parking space, trailheads, and shade structures / ramadas following closely behind. The level of need expressed by nonmotorized users regarding facilities that are typically associated with overnight use such as camp sites and show-ers (48% to 56%) is lower than for most day use facilities (61% to 75%), however, the percentages for the use of overnight facilities remains relatively high (62% to 77%).

Trash cans ranked overall as the most needed support facility which relates to the number 4 issue identified in Table 6 *"too much litter and trash along trails."* This issue was also addressed as part of the number 2 issue in Table 6 (Motorized) and the number 1 issue in Table 6 (Nonmotorized) *"lack of trail etiquette (littering) practiced by other trail users."*

FOCUS GROUP PRIORITIES

Arizona State Parks staff conducted 16 public workshops throughout the State to gather information from individuals who had expressed an interest in participating in trails planning. Separate regional workshops were held for representatives of 1) motorized trail users, 2) nonmotorized trail users, and 3) land and resource management agencies.

Through topical discussions, issues regarding motorized and nonmotorized trail use emerged, including many issues that were not addressed during the phone and mail surveys. The issues were then prioritized as each participant was asked to pick his or her top three issues from the dozens of issues identified. The top five priorities for each regional workshop are listed in Appendix B.

This section reports the motorized and nonmotorized trail issues that rated highest from the focus groups (Table 12). Table 12 highlights the top 10 priorities for both motorized and nonmotorized issues addressed during the focus group workshops. Additional narratives follow and include related issues that were discussed during the workshops. The order of the priority issues is based on the number of times an issue was one of the top five issues of the regional workshops, indicating this issue was of more than just regional importance.

The three columns on the right of each part of Table 12 indicate if this issue was 1) addressed in the focus groups, 2) addressed in the phone and mail surveys, and 3) a priority in the 1993 State OHV Plan or 1994 State Trails Plan.




Descriptive narratives that detail the top 10 priority *motorized* issues () from the focus group workshops are found on pages 24-26 and narratives for the top 10 priority *nonmotorized* issues () are on pages 27-29.

Table 12. Top 10 Priority Trail Issues from the Focus Group Workshops

 FOCUS GROUP PRIORITY <u>MOTORIZED</u> ISSUES	Focus	1998	1993
	Group Issue*	Survey Issue*	Plan Issue
1. Planning for/Development of New Trails	•	•	•
- need regional planning; plan/develop specific types of trails and trails close to home; acquire land			
2. Interagency Coordination and Consistency	•		•
- standardize policies and regulations; enforce rules consistently across jurisdictions; share resources			
3. Maintenance of OHV Resources		•	•
- maintain challenging features while fixing erosion problems—don't "overmaintain;" maintain signs			
4. Closure of Trails and Roads		•	•
- keep "open unless posted closed" policy; don't close trails without providing other similar opportunities			
5. User/Agency Communication	•		•
- need agency support for OHV recreation; involve users to plan, develop or modify trails/areas			
6. Access to Trails and Roads	•	•	•
- protect existing access to public lands; acquire access			
7. Trail Etiquette and Environmental Ethics	•	•	•
- need more education re: trail etiquette, safety and resource protection; target youth; use volunteers			
8. Trail Information and Maps	•	•	•
- need detailed OHV maps on where to ride legally; put information/maps at trailheads, Internet, etc.			
9. Support Facilities	•	•	•
- consistent signing on trail systems; camping facilities			
10. Environmental/Cultural Resource Impacts	•		•
- incorporate wildlife/cultural resource concerns			

* Issue addressed as part of the ARIZONA TRAILS 2000 public involvement process.

 FOCUS GROUP PRIORITY <u>NONMOTORIZED</u> ISSUES	Focus	1998	1994
	Group Issue*	Survey Issue*	Plan Issue
1. Planning for/Development of New Trails	•	•	•
- need regional planning; plan/develop specific types of trails and trails close to home; user research			
2. Interagency Coordination and Consistency	•		
- need consistent management, signage, enforcement of regulations, and coordinated educational messages			
3. Trail Maintenance and Renovation		•	•
- maintain existing trails; renovate existing trails before building new trails; maintain signs			
4. Trail Access		•	•
- protect existing trail access; identify threats to access; enact ordinances; work with developers			
5. Trail Etiquette and Environmental Ethics	•	•	•
- need more education re: trail etiquette, safety and resource protection; target youth; use volunteers			
6. Trail Information and Maps		•	•
- need detailed, current trail information/maps; put information/maps at trailheads, Internet, etc.			
7. Environmental/Cultural Resource Impacts	•		•
- incorporate wildlife/cultural resource concerns			
8. User/Agency Communication	•		
- involve users when planning, developing or modifying trails; need quality info to make decisions			
9. Support Facilities		•	•
- consistent signing on trail systems; trailhead facilities			
10. User Conflicts/Safety		•	•
- design for multiple uses; separate incompatible uses			

* Issue addressed as part of the ARIZONA TRAILS 2000 public involvement process.

See pages 24-26 for more details on Focus Group Priority Motorized Issues.

See pages 27-29 for more details on Focus Group Priority Nonmotorized Issues.



Priority **MOTORIZED** Trail Issues from the Focus Group Workshops

1. Planning for and Development of New OHV Opportunities

The development of new trails and OHV areas, especially near communities and urban areas, was recognized as an important need by the focus groups. Development of new trails and acquisition of land for new trails were also identified as important needs according to 39% of survey respondents (Table 7).

Comments in the workshops focused on the need for trails for multiple uses, long-distance and single-track trails, and specialized areas for ATVs and other OHV activities (hill climbs, racing, Trials). Several comments suggested that planning and development for trails and areas close to home and on a regional, nonjurisdictional basis should be done and that certain projects need to be completed.

Other comments included the need to secure more funding to address the National Environmental Protection Act (NEPA) requirements and related costs and to make monies available to local volunteer groups to expedite projects.

"Lack of funding for trails, not enough trails and the need for OHV opportunities close to home" ranked #8, #12 and #13 respectively out of 20 issues listed in Table 6 of the ARIZONA TRAILS 2000 survey.

2. Interagency Coordination and Consistency

Many focus group participants stated that interagency coordination among land managers was of extreme importance. Consistent application and enforcement of OHV laws and the need to standardize policies and rules that regulate OHV use was also of importance. Concern was expressed that many agencies' rules and policies are different than that of the county sheriffs. OHV users are often given conflicting directives by managers and enforcement personnel regarding legal OHV use of public land.

Comments included the need for interaction and long-term coordination between agencies to standardize OHV regulations, protect wildlife habitat, keep recreation projects on track, and to share funds and other resources to operate and maintain OHV facilities.

Other comments suggested there was a need to involve the State Land Department and tribal governments in OHV efforts, and to revisit the State Constitution to allow recreation on State Trust land without the requirement of a use permit.

3. Trail Maintenance

A number of maintenance issues arose from the focus groups, one of which advocated no maintenance of OHV trails. Motorized recreationists stressed that retaining the challenging, semiprimitive experience is more desirable than upgrading the standard of roads and trails (e.g., upgrading a high clearance road to a passenger car standard).

Most comments referred more to fixing erosion problems than periodic maintenance. Comments related to the need



to maintain existing trails, maintain the signs on trails, find a balance between maintaining existing trails and building new ones, and allow nonprofit organizations to apply for trail maintenance grants.

The *ARIZONA TRAILS 2000* survey also identified trail maintenance as an extremely important management need (#2 in Table 7). Funding for trail maintenance was a common concern of focus group participants and the survey population also indicated this (#8 in Table 6).

4. Closure of Trails and Roads

Like the survey population (#1 in Table 6), closure of trails was also of concern to focus group participants. Comments included the concern that there is a steady loss of OHV opportunities on public land as areas are closed to motorized travel due to environmental issues, resource protection and agency policy (areas designated “closed unless posted open”). There was concern that long-time OHV routes are being converted to nonmotorized trails.

Other comments stated that OHV closures reduce opportunities for many people with disabilities or limited mobility, senior citizens, and families with young children. Suggestions included balancing access and use with resource protection, and that public land policy should be “open unless posted closed.”

5. User/Agency Communication

OHV users expressed frustration with poor communication and relationships with some land managing agencies. Participants expressed concern that OHV interests are not

represented within land management agencies because of organizational and personal bias. This perception was a factor with 18% of survey respondents who chose this issue “*Lack of governmental support for my type of trail use*” (#6 in Table 6) among their top three.

Other comments referred to harassment of ATV and off-highway motorcycle users on public land, and when proactive staff transfer out, progress stops on OHV projects and issues. Comments included the need to improve relationships, especially the U.S.D.A. Forest Service, in planning OHV resources, completing volunteer projects, standardizing enforcement of OHV regulations, and policies regarding recreational and commercial use permits.

Trail users expressed the desire to be more involved and managers suggested providing quality information so users can make informed decisions. Participants suggested the establishment of regional multiple-use coalitions to develop unified voice and build “grass roots” solutions.

6. Access to Trails and Roads

According to focus group participants, public access to recreational trails and roads was an extremely important issue and was frequently linked to the closure issue. Many of the comments concerned the loss of access to existing trails and roads primarily due to development of urban fringes and adjacent to public land. The need for access to OHV areas close to communities, especially by youth, was a frequent comment.



Also identified was the need for coordinated efforts by communities, city police and county sheriffs to establish legal OHV corridors from urban areas to public land. Comments expressed a loss of access to “casual or social trails” (trails not designated or recognized by land managers) and the need for users and trail managers to work together to identify and protect these important OHV resources. Other comments emphasized the need to identify areas where access to trails is threatened and to secure or acquire trail easements. Concern for trail access was also among the top three issues identified by the survey population (ranked #3 in Table 6).

7. Trail/OHV Etiquette and Environmental Ethics

Education emerged as a priority. Comments included the need for more trail etiquette and environmental ethics information, especially at trailheads, to educate a wide variety of users and to develop a coordinated, interagency outreach program with a consistent message. There is a need to reach different skill levels among users and to target particular messages to specific user groups.

One concept mentioned frequently was to begin trail education in elementary schools. The need was expressed for more programs and written materials for youth, especially regarding ATV and trail bike safety and etiquette, and for user groups to take the lead by establishing volunteer education and mentoring programs. Participants emphasized the need to promote the fact that OHV use is a growing, legitimate activity and users need a place to ride, especially for kids and families. The concern for promoting trail etiquette is validated by the survey findings (ranked #2 in Table 6 and #5 in Table 7).

8. Trail Information and Maps

The need for and improvements to trail maps was cited as an issue in the focus groups and the survey population (#9 in Table 6 and #7 in Table 7). Comments included the need for more OHV maps and information on where to ride legally, to develop maps that show all OHV opportunities, connections and contacts in a region, to post maps at trailheads, to market CD ROM off-highway vehicle recreation guides, to create a state OHV guide modeled after the State Trails System guidebook, and to provide information on OHV areas on the Internet.

9. Support Facilities

The need for support facilities and funding to provide these amenities was important to participants. Several needs were mentioned specifically: consistent signing within trail systems; the need to keep signs replaced that are damaged or removed due to vandalism; development of camping areas with facilities at OHV areas; and more funding for support facilities.



10. Environmental and Cultural Resource Impacts

Concern regarding wildlife, the physical environment, and cultural resources and the impacts associated with motorized and nonmotorized trail use was recognized. Comments included the need to incorporate wildlife and individual species needs into OHV planning, to address concerns of sensitive areas, habitats, and threatened and endangered species, and to reduce disturbances and impacts to cultural resources such as historic and archaeological sites and artifacts.



Priority NONMOTORIZED Trail Issues from the Focus Group Workshops

1. *Planning for and Development of New Trail Opportunities*

The development of new trails, especially in and near areas experiencing high growth pressures, was recognized as an important need by the focus groups. The *ARIZONA TRAILS 2000* survey population ranked this need 11th (Table 7); 48% of respondents said “*development of new trails*” was important. The survey population ranked “*funding for trails*” as the number 2 issue (Table 6).

There were comments in the workshops about the need to research and plan for the changing needs of trail users, to plan and develop regional trail systems, and provide links between communities and other trail resources. Others suggested designing more trails with destinations, loop trails and a wider range of trail types (urban, wilderness, solitude), constructing specific types of trails such as single-track trails for mountain bicycles, completing a particular trail project, or providing more trails close to home.

Comments expressed the need to adequately fund trails development, address the National Environmental Protection Act (NEPA) requirements and related costs, and to find a balance between maintenance and new development. The “*need for trails close to home*” was also an issue identified by the survey population (ranked #8 in Table 6).

2. *Interagency Coordination and Consistency*

Focus group participants said that interagency coordination and consistency of trail management, signage, and enforcement of regulations between land management agencies was extremely important. Comments emphasized the need for trail managers to coordinate with agencies responsible for law enforcement and wildlife management, and suggested that agencies share resources, present educational information in a consistent manner, and adopt a state trails rating system.

The need for regional trails planning was mentioned many times including the need for counties and municipalities to establish interagency trail coordination councils, to plan for wildlife and other environmental issues that transcend boundaries, to provide links between communities and other trail resources, to implement regional trail inventories, to establish trails coordinator positions, and to actively involve user groups.

3. *Trail Maintenance*

A number of trail maintenance issues arose from the focus groups. Comments related to the need to maintain existing trails, renovate eroding trails before building new ones, and maintain the signs on trails. The survey identified trail maintenance and closely related issues as priorities (#3, #4 and #5 in Table 6) and as the most important trail management need (ranked #1, #2 and #5 in Table 7).

Lack of funding for trail maintenance was a common concern. Comments specific to Arizona State Parks’ trails grant program (Arizona Heritage Fund) included



suggestions to fund trail maintenance and allow nonprofit organizations to apply for grants. The survey population indicated that “*lack of funding for trails*” was the second most important trail issue (Table 6).

4. Trail Access

Trail access was a frequently chosen priority during the workshops. Comments concerned the loss of access to existing trails due to development of urban fringes and areas adjacent to public land. Comments indicated a loss of access to “casual or social trails” (trails not designated or recognized by land managers) and the need for users and trail managers to work together to identify and protect these important trail resources.

Other comments emphasized the need to identify areas where access to trails is threatened by development, to implement trail ordinances that hold developers responsible for preserving trail access, to collaborate with developers before access is blocked, and to educate developers on the benefits of trails, including economic benefits. Trail access was also among the most important issues identified by the survey population (ranked #7 in Table 6).

5. Trail Etiquette and Environmental Ethics

Education emerged as a top priority. Comments included the need for more trail etiquette and environmental ethics information, especially at trailheads, to educate a wide variety of trail users on ethics and etiquette, and to develop a coordinated, interagency outreach program to reach the masses with a consistent message regarding trail

etiquette and environmental ethics. The need to reach many different skill levels among users was recognized as well as the need to target particular messages or information to specific user groups.

One concept mentioned frequently was to begin trail education in elementary schools. The need for more programs and written materials for youth was expressed especially regarding bicycle safety and etiquette, and for user groups to take the lead in presenting such information to school children by establishing volunteer education and mentoring programs. The concern for promoting trail etiquette can be validated by the *ARIZONA TRAILS 2000* survey (ranked #1 in Table 6 and #7 in Table 7).

6. Trail Information and Maps

A comment heard at most workshops was the need to provide more detailed maps and current trail information and to target specific information to various trail users. There was a need expressed for high quality maps, information on current trail conditions and other information, that maps be posted at trailheads and access points, and that regional, multijurisdictional trail maps be produced. *ARIZONA TRAILS 2000* survey respondents also indicated that more trail information was needed (ranked #9 in Table 6 and #6 in Table 7).

7. Environmental and Cultural Resource Impacts

A growing concern regarding wildlife, the physical environment and cultural resources and impacts associated with trails was recognized. Comments included the need to incorporate wildlife needs into trails planning to reduce



disturbances and impacts, to consider sensitive areas, habitats and threatened and endangered species concerns, and to address impacts to cultural resources such as historic and prehistoric sites and artifacts.

8. User/Agency Communication

A priority issue from several focus groups concerned communications or relationships with governmental agencies. Comments included the need to improve communications regarding planning, recreational and commercial use permits, and volunteer projects. Trail users expressed the desire to be more involved and managers suggested providing more quality information so users can make informed decisions. Other comments suggested the establishment of broad-based user coalitions to present a unified voice on trail issues and to jointly develop and present educational information and programs.

9. Support Facilities

The need for support facilities and funding to provide these amenities was important to focus group participants. Several needs were mentioned specifically: consistent signing within trail systems; the need to keep signs replaced that are damaged or removed due to vandalism; and using the Arizona Heritage Trails Fund to provide more trailhead facilities such as parking, restrooms and drinking water.

10. User Conflicts/Safety

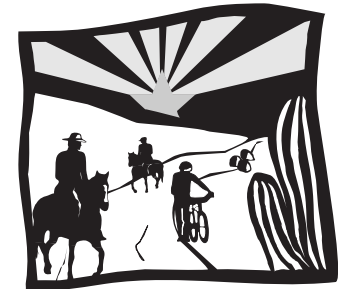
Focus group participants recognized safety and conflicts between users as major issues. Specific comments in-

cluded the need to provide "competitive/racing" single-track trails, especially for mountain bicyclers, to reduce conflicts on multiple-use trails, to discourage inappropriate activities that conflict with existing trail uses, and to recognize that the number of trail users is increasing while opportunities are decreasing.

User conflict was one of the top concerns among the survey population (ranked #6 in Table 6); the "need to provide law enforcement/safety" is also validated by the survey findings (ranked #10 in Table 7).


Participants noted that current management does not adequately address mixed uses, and that proper trail design could increase safety and avoid conflicts between mountain bicyclers, equestrians and other users.

Some expressed concern with safety in remote areas and mixing mountain bicyclers with hikers and equestrians, especially where racing is popular. Many comments regarding conflicts included the need to provide more education about trail etiquette.



Note on Progress Since the Previous Plans

This chapter presented the major findings and highlighted the priority issues from the *ARIZONA TRAILS 2000* public involvement process. In order to combine the top trail issues identified through both the surveys and the focus group workshops, staff conducted a comparative analysis of the survey and workshop findings reported in this chapter. This analysis established overall priorities from the entire public involvement process which serve as the basis for the recommendations presented in Chapter 4.


 Staff also analyzed the progress of motorized trail issues in Arizona since the 1993 OHV Plan by revisiting priority issues from the previous plan. Several priority issues appear both in this Plan and in the 1993 Plan (Table 12). This continuance of priority issues from one plan to the next allowed staff to identify some topics that remain important.

For motorized issues, the overlapping priority issues from the previous plan to the current one include:

- planning and development of new trails; facility development
- access
- renovation/maintenance/mitigation
- trail etiquette and environmental ethics (education)
- maps and information
- interagency coordination and consistency
- environmental and cultural resource impacts
- funding

New motorized trail issues identified in this Plan:

- ◆ road closures
- ◆ user/agency communications

 Staff analyzed the progress of nonmotorized trail issues in Arizona since the 1994 Trails Plan by revisiting priority issues from the previous plan. Several priority issues appear both in this Plan and in the 1994 Plan (Table 12). This continuance of priority issues from one plan to the next allowed staff to identify some topics that remain important.

For nonmotorized issues, the overlapping priority issues from the previous plan to the current one include:

- planning and development of new trails
- trail maintenance and renovation
- trail access
- trail etiquette and environmental ethics (education)
- trail maps and information
- user conflicts/safety
- environmental and cultural resource impacts
- funding

New nonmotorized trail issues identified in this Plan:

- ◆ local and regional trails planning
- ◆ support facilities
- ◆ user/agency communications
- ◆ interagency coordination and consistency

By comparing the priorities identified in the previous motorized and nonmotorized trails plans and the priorities established from the *ARIZONA TRAILS 2000* process, staff was able to evaluate the accomplishments of the State OHV Program and State Nonmotorized Trails Program over the past five to six years.



State OHV Program Accomplishments

Following the development of the program's first plan in 1993, monies from the OHV Recreation Fund were allocated to the priorities identified in that plan. There have been significant accomplishments in OHV facility development, substantial progress on the Great Western Trail, and numerous successful OHV partnerships since 1993.

Arizona State Parks, through its partners, has made major improvements to Arizona's OHV resources via the OHV Recreation Fund grants program. Each year, 0.55% of the motor vehicle fuel tax received by Arizona in the Highway User Revenue Fund is allocated to the OHV Recreation Fund. State Parks receives 70% of those monies, most of which is passed through to its partners as competitive grants. The other 30% is allocated to the Arizona Game & Fish Department for its OHV information/education program and law enforcement efforts.

Through a cooperative agreement between Arizona State Parks and Arizona State Land Department, the OHV Recreation Fund also contributes to the State Land Department's Recreational Permit Program and management of OHVs and recreational use on State Trust land.

Before the advent of the OHV grant program (the first grants were awarded in September 1993), there were few support facilities or partnerships that benefited OHV resources in the state. Since that time, there have been many successful projects and partnerships.


A few examples include the establishment of 258 miles of the Great Western Trail in Arizona, mitigation of numerous unauthorized OHV routes and areas, enhancement of

designated system routes on lands administered by the Forest Service and Bureau of Land Management (BLM), development of OHV areas near communities, and creation of a series of OHV Access Guides by the BLM.

Arizona State Parks has printed a statewide brochure with map that now includes 18 areas that are managed specifically for OHV recreation (*Arizona OHV Recreation Guide*). State Parks also initiated a campaign to promote responsible four-wheel drive vehicle advertising.

Between fiscal years 1993 and 1998, 57 grants totaling \$7.1 million were awarded by the Arizona State Parks Board to various partners enhancing OHV resources and benefiting OHV users (Table 2). An additional \$800,000 was allocated to other state agencies, including mitigation of areas impacted by OHV use and management of OHV use on State Trust land. Table 13 lists a summary of the types of projects completed with the competitive OHV grant funds (Arizona State Parks, 1999a). Many of the grants included several individual project components, so the total project number is greater than the actual number of grants awarded.

Table 13. OHV Recreation Fund Grant Project Summary FYs 1993-1998

 Project Types	# of projects
• educational materials	21
• maps and informational materials	26
• mitigation	12
• route inventory	7
• support facilities	26
• signs	37
• trail/road construction or reconstruction	10



State Nonmotorized Trails Program Accomplishments

There have been significant accomplishments in trail advocacy, trail information and trail improvements, substantial progress on the long-distance Arizona Trail, and numerous successful partnerships made since 1994.

A few examples of the progress made since the previous plan include increasing the State Trails System by nearly 25% (the System now includes 632 trails encompassing more than 4,350 miles), expanding the State Trails Guide to four volumes, and completing a "Share the Trail" poster and a "Historic Trails" map. Staff prepared a manual for trail volunteering in Arizona. Each year, Arizona State Parks coordinates a calendar for dozens of local events for National Trails Day which promotes trails and their benefits statewide. In 1998, State Parks and the Arizona State Committee On Trails (ASCOT) cosponsored the 1998 National Trails Symposium in Tucson.


Arizona State Parks, through its partners, has made major improvements to Arizona's trail resources via the 50-50 matching competitive trails grant program funded by the Arizona Heritage Fund. By statute, 5% of the Arizona Heritage Fund received by Arizona State Parks each year is allocated for nonmotorized trails grants (actual dollar amount is based on Lottery revenues received annually).

The Trails Heritage Fund grant program has increased nonmotorized trail opportunities statewide, expanded urban trail systems, developed interpretive and barrier-free trails, enhanced historic trails and provided access to many multiple-use trails. Overall, Trails Heritage Fund grants have helped develop more than 336 miles of nonmotorized trails in Arizona over the last five years.

The cross-state Arizona Trail now has over 500 miles developed, signed and ready for use. More than 50% (253 miles) of the miles completed were accomplished since the last plan. A five-year intergovernmental agreement was signed by the Arizona Trail Partners to complete the remaining portions (approximately 300 miles) of this long-distance trail. Completion of the Arizona Trail is still one of ASCOT's top priorities.

Between fiscal years 1994 and 1998, 48 grants totaling \$2.7 million were awarded to various partners enhancing nonmotorized trail resources and benefiting trail users (Table 3). Table 14 lists a summary of the types of projects completed with the competitive trails grant funds (Arizona State Parks, 1999a). Many of the grants included several individual project components, so the total project number is greater than the actual number of grants awarded.

Table 14. Arizona Trails Heritage Fund Grant Project Summary—FYs 1994-1998

 Project Types	# of projects
• educational materials/kiosks.....	12
• new trail development	23
• renovation of existing trails	15
• signs	38
• support facilities	16

In addition to the competitive trails grants awarded to partnering agencies, a portion (5%) of the Arizona Trails Heritage Fund is used by Arizona State Parks to develop and improve nonmotorized trails within the State Parks System.

As mentioned in the beginning of Chapter 3, the current level of satisfaction regarding trail resources is not particularly high. Many of the lower satisfaction percentages reported, such as enforcement/safety, support facilities, signs, maintenance and information are reflected in the priority issues presented in this chapter.

Low satisfaction levels indicate that land managers have significant challenges before them in their quest to provide quality experiences for Arizona's trail users.

This evaluation of the public's priorities identified the most significant issues which in turn were used to develop the priority recommendations for land managers, recreation planners and trail users to implement over the next five years.

Recommendations related to these high priority issues and other important issues are presented in Chapter 4.



