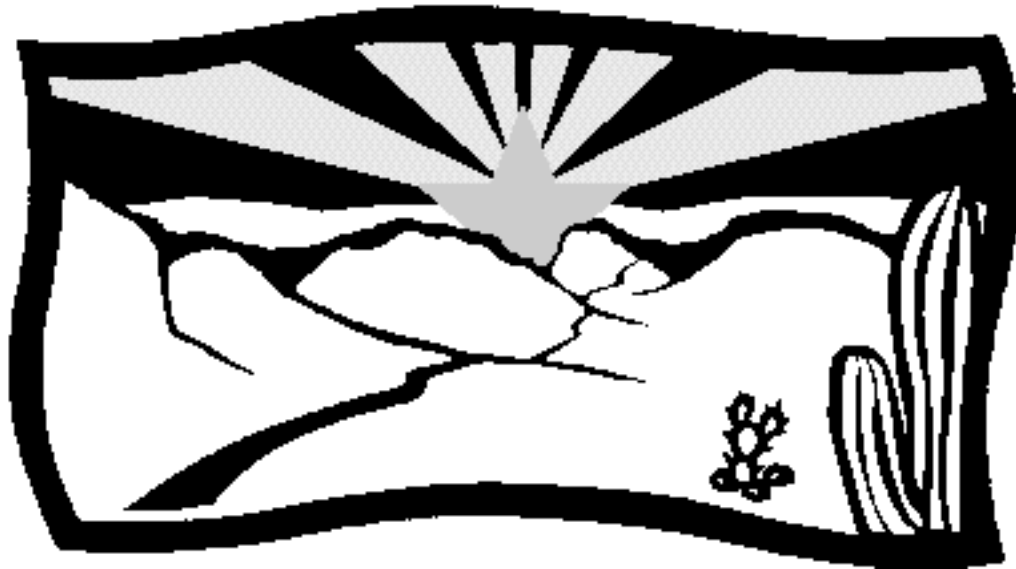


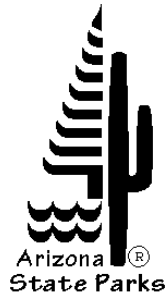
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**ARIZONA TRAILS 2000**



**1999 State Off-Highway Vehicle Recreation Plan**  
and  
**1999 State Trails Plan**

Partnerships Division  
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July 1999

# ARIZONA TRAILS 2000

1999 State Off-Highway Vehicle Recreation Plan

and

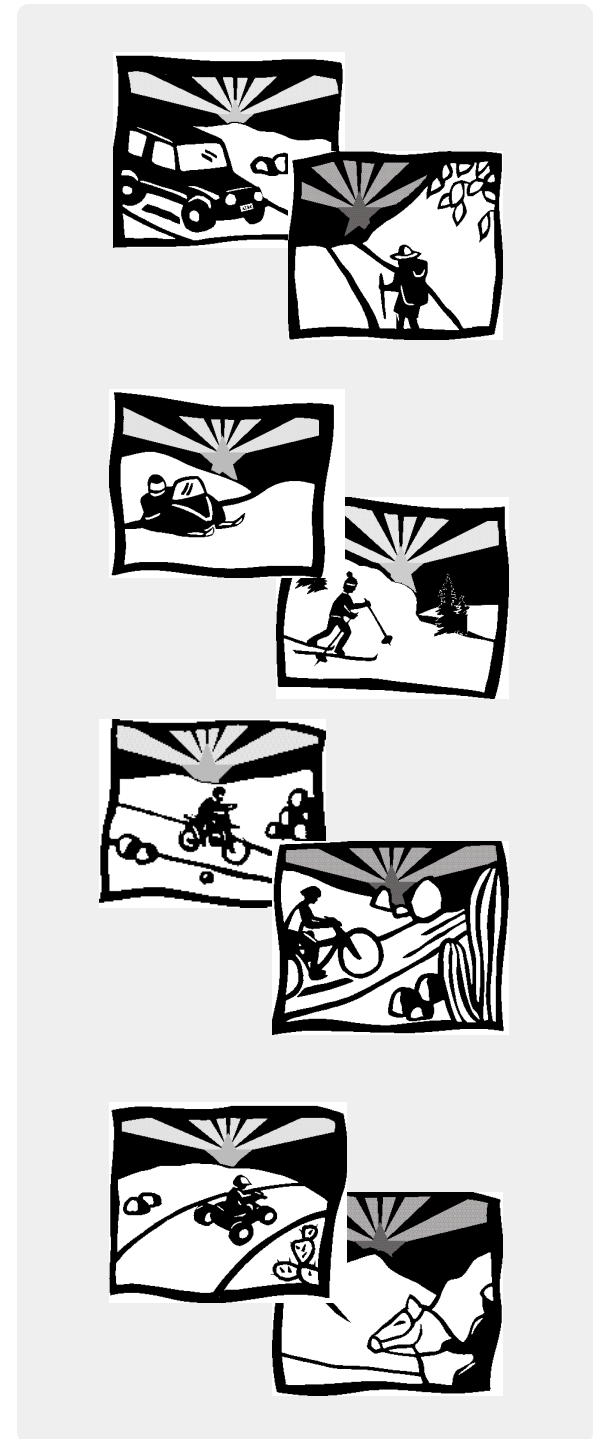
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## Executive Summary

This plan includes both motorized and non-motorized trail information, public involvement results and recommendations. The plan was prepared by Arizona State Parks as required by state legislation (State Off-Highway Vehicle (OHV) Recreation Plan, A.R.S. § 41-511.04 and State Trails Plan, § 41-511.22). The 1999 publication of the two plans referenced above are both included in this document titled *ARIZONA TRAILS 2000*, which supercedes the 1993 State OHV Recreation Plan and 1994 State Trails Plan.

The purpose of this plan is to provide information and recommendations to guide Arizona State Parks and other agencies in Arizona in their management of motorized and non-motorized trail resources, and specifically to guide the distribution and expenditure of the Off-Highway Vehicle Recreation Fund (A.R.S. § 28-1176), Arizona Heritage Fund trails component (A.R.S. § 41-503), and National Recreational Trails Program (23 U.S.C. 206).

When the word “trail” is used in this plan, it refers to recreational trails and/or roads used by motorized and non-motorized trail users.

Specific plan objectives include:

- assess needs and opinions of Arizona’s citizens as they relate to trail recreation opportunities and management;
- establish priorities for expenditures from the OHV Recreation Fund, Arizona Heritage Fund trails component, and National Recreation Trails Program;
- develop strategic directions to guide activities for the State OHV and Trails Programs; and
- recommend actions that enhance motorized and non-motorized trail opportunities to all agencies and the private sector who provide trail resources in Arizona.




The recommendations are supported by information obtained through a statewide survey of 10,000 adult residents. Arizona State Parks conducted the survey from January through June 1998, using both telephone and mail survey techniques. In addition to the statewide survey, State Parks facilitated a series of 16 public workshops to solicit comments from a diverse range of trail recreationists, natural resource and land managers, and affected individuals.

This plan is written primarily for land managers. In its component parts it provides background on the trail user, and on current trends affecting trail and OHV opportunities. The plan then describes the planning process, findings, recommendations and appendices of relevant information.

Information specific to either motorized (🚗) or non-motorized (🚲) trail use is presented separately throughout the chapters. With the information contained herein, the plan is intended to be used as an information resource as well as a planning tool to guide trail agencies for the next five years.

A substantial part of this plan is composed of the findings from motorized and non-motorized trail users, land and natural resource managers, and the general public gathered during the public involvement process. Additional information can be found in the full survey report, *ARIZONA TRAILS 2000: A Study of Arizona's Motorized and Non-Motorized Trail Users*.

The *ARIZONA TRAILS 2000* survey determined that:

-  56% of Arizonans are non-motorized trail users
-  21% of Arizonans are motorized trail users
-  23% of Arizonans do not use trails
- More than 70% of Arizona's trail users are married and have lived here an average of 22 years
- 85% of Arizona's trail users have used a trail in the past 12 months
- Motorized trail users spent an average of 19 days and non-motorized trail users 22 days using trails last year
- Motorized trail users travel an average of 47 miles and non-motorized users 27 miles to participate in trail activities they do most often
- Motorized trail users travel an average of 65 miles and non-motorized users 51 miles to participate in trail activities they enjoy most
- 65% of motorized and 73% of non-motorized trail users prefer trails designated for multiple activities, but with motorized and non-motorized uses kept separate
- The majority of trail users (58% to 68%) prefer trails of moderate difficulty, though more motorized trail users (14%) prefer challenging trails than do non-motorized trail users (5%)
- 82% of trail users expressed concern with other trail users' behaviors, especially littering, lack of respect for the environment and rude, inconsiderate people
- A little over 50% of Arizona's residents said they are very or extremely satisfied with Arizona's trail opportunities

- 96% of Arizona's residents agreed that trails benefit their community and the state
- 92% of Arizona's residents agreed the presence of trails enhances their quality of life
- 82% of Arizona's residents agreed trails benefit Arizona's economy
- 73% of trail users would be willing to pay a user fee if the monies went towards trail improvements in the same area

Both motorized and non-motorized trail users gave the following motivations as primary reasons for using trails:

- to observe the scenic beauty
- to enjoy the sounds and smells of nature
- to be away from crowds
- to enjoy solitude
- to be in the mountains

Both motorized and non-motorized trail users said that visiting historic sites, retracing historic routes and watching wildlife—non-traditional trail activities—were among the most important trail activities to have accessible, intermixed with hiking, walking, backpacking and four-wheel driving.

When trail users were asked if they supported the use of state funds to accomplish four main types of trail projects, support for all four project types was high (72% to 97%) and in the following order of priority:

1. maintain existing trails
2. develop trail information
3. develop support facilities
4. develop new trails

When asked what is the *single most important need* that trail managers should focus their time and money on, trail users said "maintain existing trails" followed closely by "keep trails clean of litter and trash."

## SURVEY PRIORITIES



### Most Important Issues/Needs for Motorized Trail Users

#### Trail Issues:

1. Closure of trails/roads
2. Lack of trail etiquette/ethics practiced by others
3. Loss of public access to trails

#### Trail Management Needs:

1. Keep area clean of litter and trash
2. Maintain existing trails
3. Mitigate or repair damage to trails and adjacent areas
4. Enforce existing rules and regulations
5. Provide educational, safety, trail etiquette information



### Most Important Issues/Needs for Non-Motorized Trail Users

#### Trail Issues:

1. Lack of trail etiquette/ethics practiced by others
2. Lack of funding for trails
3. Erosion and deterioration of trails

#### Trail Management Needs:

1. Maintain existing trails
2. Keep area clean of litter and trash
3. Mitigate or repair damage to trails and adjacent areas
4. Enforce existing rules and regulations
5. Renovate deteriorated trails

## RECOMMENDATIONS

### Recommendations—1999 State OHV Recreation Plan

#### Priority Recommended Actions:

1. Preserve Existing Trails and OHV Areas
2. Renovate Eroded or Deteriorated Trails
3. Protect Access to Trails and OHV Areas
4. Promote Trail Etiquette and Environmental Ethics
5. Plan for and Develop New OHV Opportunities

#### Other important recommendations:

- Promote Interagency Coordination and Consistency
- Reduce Environmental/Cultural Resource Impacts
- Provide Current Trail Information and Detailed Maps
- Enhance Support Facilities
- Improve User/Manager Communication
- Seek Additional Funding Sources

### Recommendations—1999 State Trails Plan

#### Priority Recommended Actions:

1. Renovate Eroded or Deteriorated Trails
2. Keep Existing Trails Clean and Clear
3. Promote Trail Etiquette and Environmental Ethics
4. Protect Access to Trails
5. Incorporate Trails into Local and Regional Planning

#### Other important recommendations:

- Address User Conflicts and Safety Issues
- Develop New Trail Opportunities
- Reduce Environmental/Cultural Resource Impacts
- Provide Current Trail Information and Detailed Maps
- Enhance Support Facilities
- Improve User/Manager Communication
- Seek Additional Funding Sources

## Preface



### Arizona State Parks' Mission

*Managing and conserving Arizona's natural, cultural and recreational resources for the benefit of the people both in our parks and through our partners.*

### Arizona State Parks Recreation Programs

A prime *recreational resource* in Arizona is trails recreation. Trails connect people with the land and the natural and cultural history of an area. Trails are an integral feature of what makes Arizona an outdoor recreation destination for visitors and residents alike.

Arizona State Parks established the State Trails Program in 1972 to enhance non-motorized trails recreation, and the State Off-Highway Vehicle (OHV) Program in 1991 to enhance motorized trails recreation. Together they form the Recreation Programs component of the Partnerships Division of Arizona State Parks and serve as a statewide resource center and clearinghouse on all aspects of motorized and non-motorized trails.

The mission of the Arizona Off-Highway Vehicle Program is to  
*"develop and enhance statewide off-highway vehicle recreational opportunities, and develop educational programs that promote resource protection, social responsibility, and interagency cooperation."*

The mission of the Arizona Trails Program is to  
*"promote, develop, and preserve non-motorized trail opportunities throughout the state."*

Through the OHV and Trails Programs, Arizona State Parks funds more than \$1 million in competitive grants each year to develop and improve motorized and non-motorized trails recreation throughout the state. These programs also provide other aid in the form of technical assistance, planning, and coordination to their partners.

Two advisory committees, the Off-Highway Vehicle Advisory Group and the Arizona State Committee On Trails, provide staff and the Arizona State Parks Board with input on motorized and non-motorized trail issues, state policies and recommendations on funding for grant projects.

The findings and recommended actions contained in this planning document will guide the Arizona OHV and Trails Programs for the next five years.



## Chapter 1: Introduction

This plan includes both motorized and non-motorized trail information, public involvement results and recommendations. The plan was prepared by Arizona State Parks as required by state legislation (State Off-Highway Vehicle (OHV) Recreation Plan, A.R.S. § 41-511.04 and State Trails Plan, § 41-511.22). The 1999 publication of the two plans referenced above are both included in this document titled *ARIZONA TRAILS 2000*, which supercedes the 1993 State OHV Recreation Plan and 1994 State Trails Plan.

Information (narrative and tables) specific to either motorized or non-motorized trail use is presented separately throughout the chapters.

A substantial part of this plan is composed of the findings from motorized and non-motorized trail users, land and natural resource managers and the general public gathered during the public involvement process. Additional information can be found in Appendices A and B and in the full survey report, *ARIZONA TRAILS 2000: A Study of Arizona's Motorized and Non-Motorized Trail Users*.

### Purpose

The purpose of this plan is to provide information and recommendations to guide Arizona State Parks and other agencies in Arizona in their management of motorized and non-motorized trail resources, and specifically to guide the distribution and expenditure of the Off-Highway Vehicle Recreation Fund (A.R.S. § 28-1176) and trails component of the Arizona Heritage Fund (A.R.S. § 41-503).

This opening chapter provides general information about trail and off-highway vehicle recreational use in Arizona including definitions, user information, trail management partnerships, and trends affecting trails recreation. It is meant to provide a background to the plan findings and recommendations.

### Definitions

The term "trail" can be interpreted many different ways. During the public involvement process, a "trail" was defined as any pathway or roadway, usually unpaved, used for recreational activities. A trail can be single or double track, dirt or paved, for single or multiple uses. This plan focuses primarily on recreational trails and roads as linear paths or corridors that are protected and accessible to the public. When the word "trail" is used in this plan, it refers to recreational trails and/or roads used by motorized and non-motorized trail users.

When the plan mentions "motorized trails" it is addressing off-highway vehicle use. "OHVs" are defined broadly to include all vehicles (licensed or unlicensed) powered by an internal combustion engine that travel off paved surfaces.

OHVs include: pick-up trucks, sport-utility vehicles (SUV) and other high clearance and four-wheel drive vehicles; all-terrain vehicles (ATV); motocross, Trials, enduro and trail motorcycles; dune buggies or sand rails, and snowmobiles.

There are few areas in Arizona that are truly open to cross country vehicle travel, therefore, the term off-highway vehicle (OHV) is favored over off-road vehicle (ORV).

"Non-motorized trails" are defined as those trails used for hiking, horseback riding, bicycling, mountain bicycling, walking, backpacking, jogging, running, roller skating, in-line skating, skate boarding, cross-country skiing, snowshoeing or hiking with pack stock (horses, mules, llamas, etc.). When referring specifically to the Arizona Heritage Fund, "trails are those trails for non-motorized use nominated for inclusion in the state trails system, including urban, cross-state, recreation, interpretive or historic trails."

### **Arizona's Trail Users**

This plan recognizes motorized and non-motorized trail users as those utilizing recreational trails and roads for traditional uses such as four-wheel driving, motorized trail biking, ATV riding, hiking, bicycling and horseback riding.

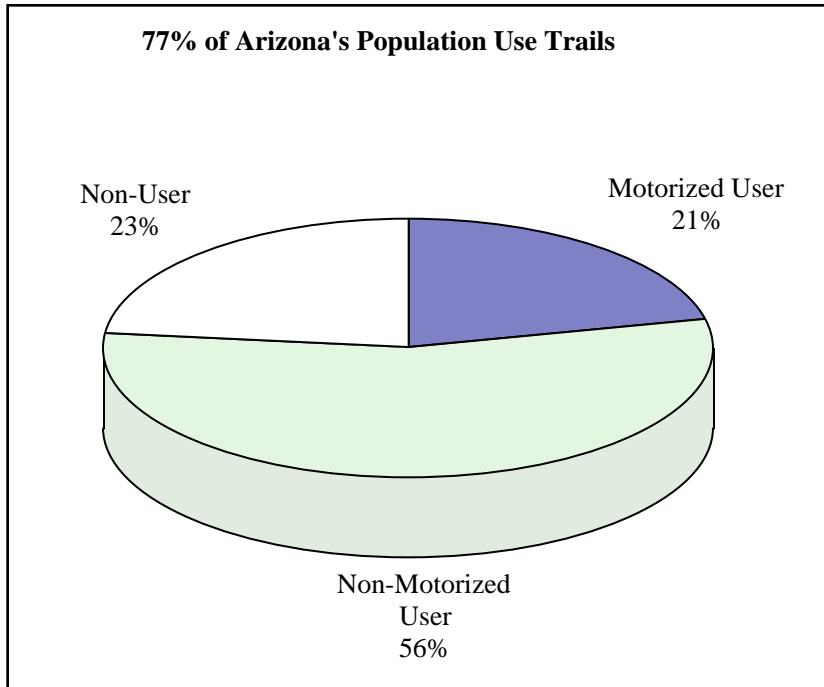
However, a significant portion of Arizona's trails community is made up of those who use recreational trails and roads as avenues to sightsee, watch wildlife, visit historic sites, access hiking trails, picnic areas, rock climbing sites, and hunting and fishing areas, trailer in horses, mountain bicycles or ATVs to trailheads, and in general, explore the outdoors.

All of these people are part of Arizona's trails community.

The *ARIZONA TRAILS 2000* survey (see Chapter 2) conducted by Arizona State Parks found that:



- Over 77% of Arizona residents consider themselves recreational trail users (Figure 1). This translates to more than 3.5 million Arizonans who use trails in this state, which does not include the millions of visitors who come to Arizona each year and also use trails.
- 56% of Arizona's adult population are predominantly non-motorized trail users; 1 in every 2 Arizonans identifies themselves as a non-motorized trail user.
- 21% of Arizona's adult population are predominantly motorized trail users; 1 in 5 Arizonans identifies themselves as a motorized trail user. In some rural counties, the percent of OHV users is as high as 56%.
- The remaining 23% of Arizonans say they do not use trails at all.
- To determine user type percentages, survey respondents were asked to indicate their predominant type of trail use ( 51%). A small percentage (8%) of the population consider themselves both motorized and non-motorized trail users ( 41% and 59% for both types). For this plan, the responses from these "generalists" were left out from the remainder of the survey findings as they tended to homogenize the results (see the full survey report for more information).

**Figure 1. Percent of Arizona's Population That Use Trails**



- More than 85% of all trail users say they used a trail in the past 12 months.
- Motorized trail users spent an average of 19 days using trails last year.
- Non-motorized trail users spent an average of 22 days using trails last year.
- Motorized trail users enjoy participating in a variety of both motorized and non-motorized trail activities; non-motorized trail users tend to participate predominantly in non-motorized trail activities (Table 1).

**Table 1. Favorite Recreation Activities of Trail Users**

 <b>Favorite Activities of Motorized Users</b>	 <b>Favorite Activities of Non-Motorized Users</b>
<ol style="list-style-type: none"> <li>1. four-wheel driving</li> <li>2. walking (excluding trail hiking)</li> <li>3. trail hiking (day trips)</li> <li>4. ATV riding</li> <li>5. high clearance two-wheel driving</li> </ol>	<ol style="list-style-type: none"> <li>1. trail hiking (day trips)</li> <li>2. walking (excluding trail hiking)</li> <li>3. horseback riding</li> <li>4. backpacking (overnight trips)</li> <li>5. bicycling</li> </ol>

Motivations for Using Trails

The top five motivations that both motorized and non-motorized trail enthusiasts give for using trails:

- to observe the scenic beauty
- to enjoy the sounds and smells of nature
- to be away from crowds
- to enjoy solitude
- to be in the mountains

Benefits of Trails

Communities, businesses, health care professionals, and policy makers are recognizing the personal, social, economic and environmental benefits of having recreational resources readily available to people. The benefits of trails include improvements to a person's physical and emotional health and quality of life, increased property values, individual and community revenues from trail users' purchases of goods and services, and a greater appreciation and stewardship of the natural environment, to name just a few (NPS, 1991; Bruns, 1998).

Based on several questions asked in the survey, an overwhelming majority of Arizona residents said they agreed with the following statements:

- Trails benefit my community and state (96%)
- The presence of trails enhances my quality of life (92%)
- Trails benefit Arizona’s economy (88%)
- Trails benefit me directly (77%)

**Arizona’s Trail Partners**

The agencies and organizations responsible for conserving and /or managing Arizona’s trail resources include municipal, county, state, federal, tribal and private sector, as well as clubs, organizations and individual enthusiasts. Many of the entities above also own the land that trails traverse.

The complex and often intermixed array of surface land ownership (Figure 2) can create confusion among trail users trying to enjoy Arizona’s outdoor recreation opportunities. Trail users are generally more concerned with access to trail resources than with who owns or manages the land. However, an understanding of the diverse land ownership and management policies in Arizona can help alleviate confusion as trails can be found on all public and some private lands.

**Arizona’s Land Ownership**

Arizona is the sixth largest state in the nation in terms of land area and includes over 72.9 million acres of land.

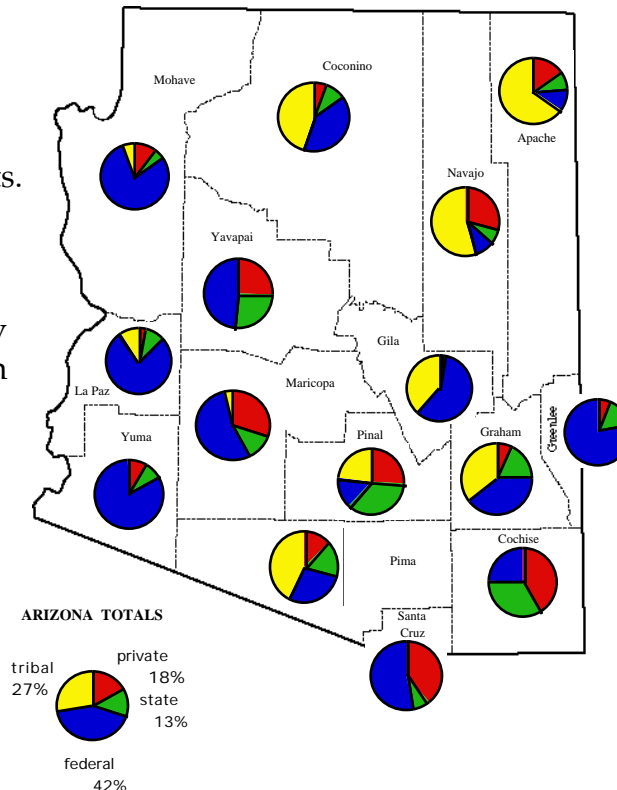
The greatest portion, 30.6 million acres (42%), is federally owned. There are 19.9 million acres (27%) of tribally owned land, 12.8 million acres (18%) of privately owned land, and 9.3 million acres (13%) of State Trust Land (State Land Dept., 1998). Municipal, county and other state lands account for approximately 0.4% of Arizona’s land area.

While all the land mentioned above contains trails, the majority of Arizona's trail resources are on federally managed land.

**Partnerships**

Many of the entities mentioned above have established partnerships with other agencies or organizations to share resources and improve trails recreation.

Of particular note is the partnership that has been established between the Arizona State Parks Board and the state’s many agencies and organizations in the planning, development and management of Arizona’s diverse trail resources. The State OHV and Trails Programs within Arizona State Parks actively work with their partners in a variety of ways (see Preface and Chapter 3, pages 29-31).




**Figure 2. Arizona Land Ownership**

Many agencies have partnered with Arizona State Parks utilizing monies from the State Parks' administered OHV Recreation Fund (Table 2) and the trails component of the Arizona Heritage Fund (Table 3) to implement a variety of motorized and non-motorized trail projects respectively. The OHV Recreation Fund comes from a percentage of motor vehicle fuel tax estimated as consumed by off-highway vehicles. The Arizona Heritage Fund comes from Arizona Lottery revenues.

The ARIZONA TRAILS 2000 survey found that at least 70% of Arizonans support using state funds to develop trails and facilities on federal land and more support it for city, county and/or state lands.


Tables 2 and 3 show competitive grants awarded for each fund since the previous plans (Arizona State Parks, 1999a). While tribal governments are eligible applicants, the only trail grant awarded was later withdrawn by the tribe.

**Table 2. Arizona OHV Recreation Fund Competitive Grants Awarded FYs 1993-1998\***

 Partnering Entity	# of Grants	\$ Awarded
cities/ towns	3	\$445,609
counties	4	\$1,376,940
state	2	\$501,500
federal	47	\$4,742,340
non-profits	1	\$20,000
<b>total</b>	<b>57</b>	<b>\$7,086,389</b>

\* Fund Source: Arizona Motor Vehicle Fuel Tax

**Table 3. Arizona Heritage Fund Trails Competitive Grants Awarded FYs 1994-1998\***

 Partnering Entity	# of Grants	\$ Awarded
cities/ towns	13	\$1,008,800
counties	6	\$402,000
federal	29	\$1,247,610
<b>total**</b>	<b>48</b>	<b>\$2,658,410</b>

\* Fund Source: Arizona Lottery Revenues

\*\* Since 1994, Arizona State Parks has received 5% of the Heritage Trails Fund annually for non-motorized trail projects within the State Parks system; State Parks did not compete for Heritage trails grants in FYs 1994-1998.

**Figure 3. Total OHV Recreation Fund Percent Distribution FYs 1993-1998**

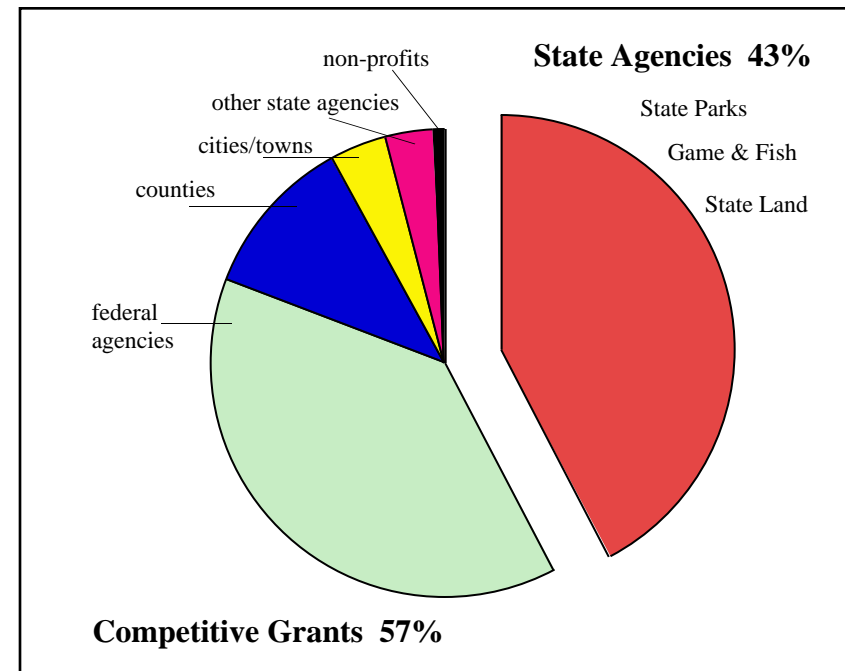


Figure 3 shows the overall percentage of the total OHV Recreation Fund used by state agencies for education and information programs, law enforcement, OHV management of State Trust Land, technical assistance, and administration (43% of the total Fund—Arizona Game & Fish Department, Arizona State Parks, and Arizona State Land Department) and the overall percentage (57%) of the total Fund awarded by Arizona State Parks to various agencies through the competitive grants process (see Table 2; also Appendix D, OHV Recreation Fund summary.)

### **Current Trends Affecting Trails Recreation**

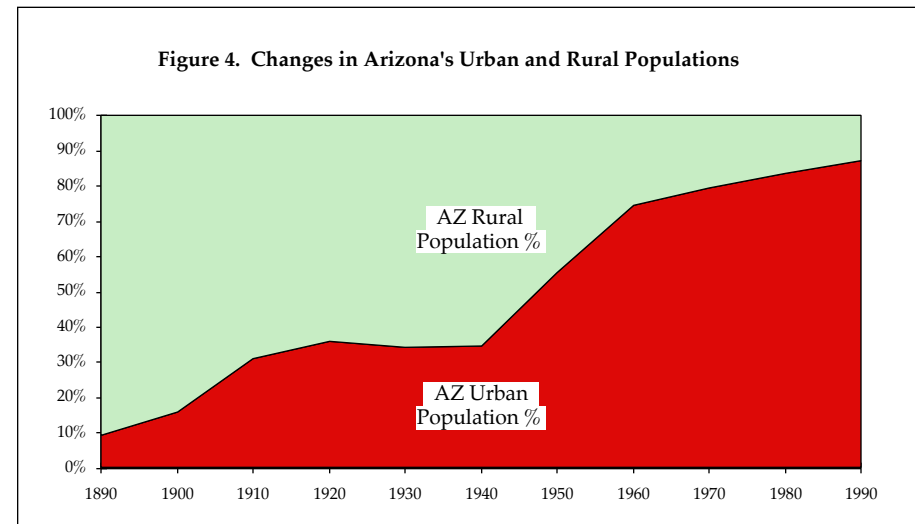
The findings of the *ARIZONA TRAILS 2000* survey indicate that motorized and non-motorized trails recreation is an important part of Arizonans' lifestyles. Large numbers of Arizonans recreate in the outdoors, as do many out-of-state and international visitors. Climate, topography, and abundant natural resources all favor Arizona's image as an outdoor recreation destination. As the number of recreationists continues to grow, the specific demands of these users become increasingly complex.

- **Arizona's Population Continues to Grow Placing More Demands on Trail Resources**

Arizona is the third fastest growing state in the nation (AZ Dept. of Economic Security, 1999). With 77% of Arizonans considering themselves trail users, as more people move into the state, more trail users "hit the trail." In 1997, the state's population was 4.6 million. The Arizona Department of Economic Security projects that Arizona's population will exceed 5 million as early as 2000, 6 million by 2010 and 11 million by 2050.

- **Arizona's Increasingly Urban Population Seeks Trail Opportunities Close to Home**

Arizona is no longer a sparsely populated state. At statehood in 1912, Arizona had a population density of two people per square mile, by 1997 that figure had swelled to forty people per square mile. Over the last 100 years Arizona's rural and urban population proportions have reversed. According to the *1997 Special Census of Arizona*, 88% of the people in Arizona now live in an urban environment compared with 9% in 1890 (Figure 4).



In the past, demand for trail opportunities was fulfilled by the state's many back roads and trails. As cities and towns continue to grow, the demand has increased for urban trails and other recreation opportunities close to home, especially areas accessible by youth. The number one reason given by trail users for preferring a particular area is its proximity to home (56%).

- **Arizona's Increasingly Older and Mobility Limited Population is Seeking Recreational Opportunities**

With the number of retirees and long-term visitors that continue to settle in Arizona, a larger percentage of the state's population are senior citizens (U.S. Bureau of the Census, 1997). With an increasing proportion of the population in older age groups, or with limited mobility and/or disabilities, these individuals are demanding that recreation opportunities and facilities be designed to accommodate them. Motorized recreation and access is especially important to these groups.



- **Loss of Access to Trails is Decreasing Recreational Opportunities**

A review of local and regional plans indicate that communities throughout Arizona are losing access to trails on public lands. According to 43% of the *ARIZONA TRAILS 2000* survey respondents, loss of access to trails is one of the top three most important issues facing trails today. Access to private and public lands for outdoor recreation is becoming increasingly difficult due to land sales and use changes, closed lands, fee increases, and urban sprawl. Trails are not always considered when planning for a community's growth. In some cases, trails are being eliminated, putting more demand on remaining trails. Thus, trails in some areas are decreasing at a time when a growing population demands more trail opportunities.

- **Ownership of Off-Highway Vehicles is Increasing and Creating More Recreational Demand**

The 1990 Arizona OHV Fuel Study estimated that there were over 500,000 OHVs in Arizona. A vehicle ownership study has not been conducted since then, but there are several indications that the number of OHVs is increasing. Nationwide, industry experts report that more than half of all vehicles sold are SUVs or light pick-ups. In Arizona, sales reports show a steady increase in new ATVs sold between 1995 (3,518) and 1998 (7,531), an average annual increase in sales of 29% (Motorcycle Industry Council, 1998).

- **Increased Visitation is Creating More Demand for Trails Recreation**

Visitation trends suggest that parks, campgrounds and other outdoor recreation areas are experiencing increasing numbers of visitors. There has been a 16% increase in visitors at Arizona's State Parks over the past 5 years (Arizona State Parks, 1999b). The Arizona tourism industry has targeted this interest by marketing the state as a year-round outdoor recreation destination. Trail use is often the primary activity when visiting a park or natural area for both residents and out-of-state visitors.

- **Participation Rates for Trail Activities are Increasing**

Many recreation participation levels are increasing even faster than the population. The fastest growing activities nationally are bird watching, hiking, backpacking, primitive area camping, and off-highway vehicle driving (USDA Forest Service, 1997).





Outdoor recreation surveys of the 1960s and 1970s reflected participation rates for many non-motorized trail activities, but until recently, inclusion of motorized trail activities has been limited primarily to “driving for pleasure.” Only recently have recreation professionals begun to include motorized trail uses in survey and planning efforts. More than half (52%) of Arizona's adult population, including people who say they do not use trails, say they drive motorized vehicles on unpaved roads to pursue recreational activities (sightseeing, picnicking, trailering horses to trailheads, etc.). Fifty-eight percent of all trail users in Arizona say they participate in four-wheel driving (Table 4).



As Table 4 demonstrates, trail hiking and walking continue to be the most popular non-motorized trail activities, both in Arizona and throughout the nation. In Northern Arizona there is an increase in cross-country skiing and snowshoeing. As the equipment improves, in-line skating on urban trails is becoming more popular. Mountain bicycling is a recent innovation (late 1970s) in which nearly one in five Arizonans now participate. Recreational activities such as rock climbing and birdwatching have led to more trail use for access to climbing destinations and wildlife areas.

**Table 4. Percent of Population That Participates in Trail Activities**

	Surveys—						Surveys—				
	AZ SCORP 1977	AZ SCORP 1989	AZ TRAILS 2000 1998*	Rocky Mtn. Region 1997	National 1997		AZ SCORP 1977	AZ SCORP 1989	AZ TRAILS 2000 1998*	Rocky Mtn. Region 1997	National 1997
<b>MOTORIZED TRAIL ACTIVITY</b>						<b>NON-MOTORIZED TRAIL ACTIVITY</b>					
driving for pleasure	37%	52%	-	57%	58%	walking	-	68%	78%	67%	67%
four-wheel driving	13%	28%	58%	14%	20%	trail hiking	-	68%	78%	24%	33%
snowmobiling	1%	2%	3%	4%	5%	backpacking	18%	15%	19%	8%	12%
motorized trail biking	5%	-	20%	-	-	jogging / running	19%	21%	28%	26%	70%
high clearance two-wheel driving	-	-	37%	-	-	bicycling	31%	45%	36%	29%	31%
all-terrain vehicles	-	-	24%	-	-	mountain bicycling	-	-	19%	-	-
dune buggies & sand rails	-	-	12%	-	-	horseback riding	8%	17%	13%	7%	8%
						cross-country skiing	1%	3%	5%	3%	4%
						skating (roller/in-line)	1%	2%	12%	4%	5%

The hyphen "-" indicates that this activity was not included as a question in that survey.

Sources: USDA Forest Service 1997 Assessment of Outdoor Recreation and the Environment, National and Regional Data; Arizona State Parks, 1977 Statewide Comprehensive Outdoor Recreation Plan (SCORP) and 1989 SCORP, 1998 ARIZONA TRAILS 2000 phone survey \*(all trail users).



## Chapter 2: Planning Process

In preparation for drafting the State OHV and Trails plans, Arizona State Parks staff began a public involvement process in January 1998. State Parks combined much of the public involvement process for the motorized and non-motorized plans. Staff chose to call the combined process *ARIZONA TRAILS 2000* as the results will direct the state's trail and OHV management efforts into the new millennium.

### **Public Involvement**

From January to September 1998, State Parks contracted with Arizona State University West to conduct an extensive telephone and mail survey of Arizona residents regarding their participation, attitudes and preferences about recreational trails. An interdisciplinary team of resource specialists developed the survey questions and pre-tested them for clarity. Arizona State Parks also utilized these survey questions in polling a targeted group of trail and OHV users and agency resource managers.

In addition, State Parks staff conducted a series of 16 public workshops or focus groups throughout the state from July through October to gather additional comment and input.

The findings gathered from the phone and mail surveys and the public workshops are the foundation of the State OHV Recreation Plan and State Trails Plan. The first section of priorities described in Chapter 3 are a blending of the findings from the general public and target group surveys. The second section addresses the priorities of the focus groups. The recommended actions presented in Chapter 4 are based on an analysis of the findings from the entire public involvement process.

### **Surveys**

Nearly 10,000 people participated in the phone and mail surveys providing information about public concerns regarding recreational trails and roads and other related issues. The study included both motorized and non-motorized trail users as well as people who do not use trails at all. This provided population percentages of Arizona's trail user types, and allowed for preference comparisons between the types.

Staff employed three different survey tools for *ARIZONA TRAILS 2000*.

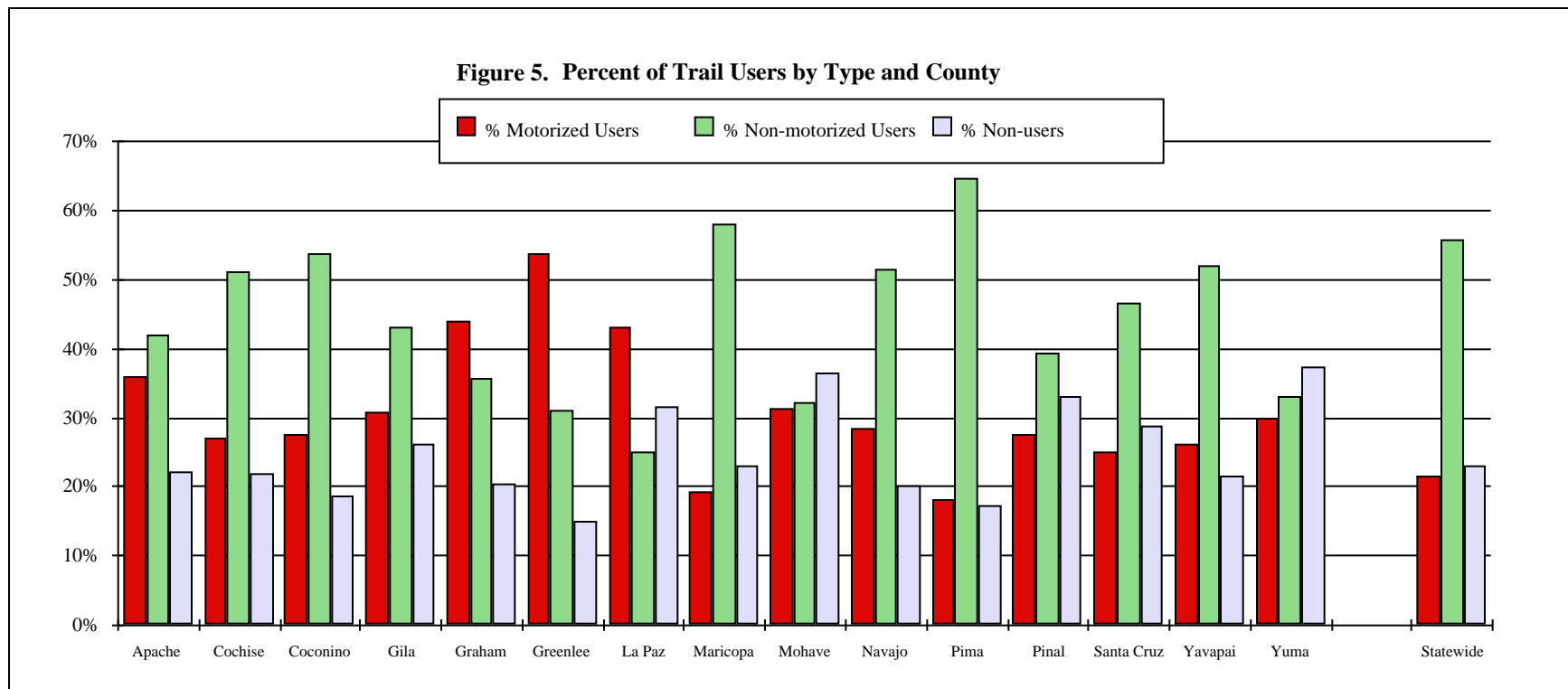
- 1) *Random phone survey*—a statewide, random digit-dialed telephone survey was conducted with 8,454 Arizona adult residents to determine population percentages of trail user types at the county level and

to gather basic information regarding trail usage (8,454 completed phone surveys—46% response rate from those who agreed to participate).

- 2) *Random mail survey*—1,232 households from the phone survey also completed a 12 page written survey to provide detailed information regarding trail usage, preferences and opinions (65% response rate).
- 3) *Targeted mail survey*—the same 12 page survey was completed by 285 “special interest” trail and OHV users, land managers and affected parties. These

individuals were targeted because of their expressed interest in trail issues and planning (75% response rate).

The phone survey served two purposes. First, user group population percentages at the county level were determined with a statistical reliability of 95% (Figure 5). Between 360 and 404 surveys were completed for each of Arizona’s 13 less populated counties, while a higher number of surveys were completed for Maricopa (2,223) and Pima (1,176) counties (total=8,454 completed surveys). This oversampling, based on population numbers, of the less populated counties ensured that the data collected was representative of each county.



Second, a longer telephone survey was conducted with a sub-sample of respondents (3,325) from the larger phone survey. The sub-sample was stratified by county and user type, with quotas within each of the three user types for each county. The final sample sizes provided statistically reliable data ( $\pm 5\%$  error) for each user type at the state level with proportional county representation.

Staff used a specialized approach (Dillman, 1978) for both mail surveys to encourage a high response rate. Participants were sent a 12 page questionnaire with a personalized cover letter and business reply envelope. Those that had not returned their survey after 7 to 10 days were sent a reminder postcard. After another 14 days, remaining non-respondents were sent a second questionnaire, letter and envelope.

Staff applied the same survey methods and questions to both the target group and the general public so that the groups' responses could be compared. By soliciting input and analyzing the findings from both groups a more accurate picture of Arizona's entire spectrum of trail and OHV users has been established.

### **Focus Group Workshops**

As mentioned earlier, State Parks staff facilitated 16 public workshops or focus groups in Phoenix, Tucson, Lakeside, Flagstaff, and Lake Havasu City. The focus groups consisted of separate workshops for motorized trail users, non-motorized trail users, and land managers. Staff sent individual letters of invitation to participate in the workshops to more than 2,500 people.

State Parks made a concerted effort to include all types of trail and OHV users, representatives from recreational clubs, environmental groups and other organizations interested in or concerned about recreational trail and OHV activities, and staff from local, regional, state, federal and tribal agencies involved with trails recreation.

Staff held additional workshops with members of the Off-Highway Vehicle Advisory Group (OHVAG) and Arizona State Committee On Trails (ASCOT), which are advisory committees of the Arizona State Parks Board.

State Parks' goal for the focus groups was to ensure that a representative sample of users, land managers and affected parties were in attendance at the workshops. The workshops were advertised locally and were open to the public, however, there was not an attempt to get large numbers of people to the workshops. Staff's intent was to facilitate an in-depth discussion about trail and OHV issues with a small but diverse group of interested people.

These focus groups enabled State Parks staff to delve more deeply into questions that arose from the survey process and to identify additional issues not addressed through the surveys. More than 400 people participated in the facilitated sessions.

### **Additional Public Input**

State Parks staff presented findings from the surveys at meetings of OHVAG and ASCOT, and at the 1998 Arizona Parks & Recreation Association Conference and the 1998 National Trails Symposium. Staff facilitated special ses-

sions at both conferences to solicit comments for the plans from a wide range of recreation professionals.

### **Comments on Draft Plans**

State Parks prepared the draft plans and made them available for public review and comment from April 1 through May 31, 1999. During that time period, staff discussed the draft plans with members of OHVAG and ASCOT at scheduled meetings and solicited public comments. Staff also accepted comments by mail, fax and Internet.

During this period, staff decided to combine the OHV and Trails Plans into a single document to reduce redundancy and facilitate use of the plan by land managers who frequently manage both motorized and non-motorized trails recreation.

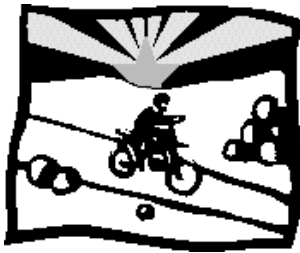
Most of the comments were positive statements regarding the *ARIZONA TRAILS 2000* public involvement process and the use of the findings from the process to develop the recommendations. Some comments suggested changes or corrections to inaccurate statements, elaboration of certain issues or chapters, or specified additional recommendations. A few responses expressed disagreement with the priorities that resulted from the survey process and others said that statewide priorities do not necessarily reflect local priorities.

Staff evaluated the comments received on the draft plans and, when appropriate, incorporated them into the final draft. Overall, the comments generated valid discussion and useful changes to the final draft.

Staff submitted the final draft plan to the Arizona Outdoor Recreation Coordinating Commission (AORCC), OHVAG and ASCOT at regular public meetings in August and to the Arizona State Parks Board in September for review and comment.

The final draft plan is available for public review from September 8 through October 8 using the same comment process used for the initial draft plans. AORCC recommends the final plan to the Parks Board for approval in November 1999.

Upon approval of this plan by the Arizona State Parks Board, staff will update the grants manuals for the Trails and OHV programs to address the priorities outlined in this plan. At that time, staff will also consider the feasibility of incorporating into the revised grants manuals the suggestions made during the focus group workshops regarding revisions to the trails and OHV grants application process.



and the focus group workshops. State Parks staff also analyzed the progress of trail and OHV 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 non-motorized 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**

Motorized User Response  TRAIL RESOURCES	Not at all/ Slightly Satisfied	Moderately Satisfied	Very/ Extremely Satisfied
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%

Non-Motorized User Response  TRAIL RESOURCES	Not at all/ Slightly Satisfied	Moderately Satisfied	Very/ Extremely Satisfied
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 non-motorized trail users say they are very 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 other recreation surveys with 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 trail users 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 non-motorized 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 non-motorized trail users. The percentages presented in this chapter are the combined general public and target group survey responses.

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. Table 6 lists the percentage of motorized and non-motorized 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**

 <b>Motorized User Response</b>	<b>Percent of motorized respondents who chose this as one of their top 3</b>
<b>TRAIL ISSUES</b>	
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, camping).....	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%

 <b>Non-Motorized User Response</b>	<b>Percent of non-motorized respondents who chose this as one of their top 3</b>
<b>TRAIL ISSUES</b>	
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, camping).....	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 roads and trails 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 non-motorized 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 the 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 recreation 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 non-motorized trail users:

#### 1. Lack of Trail Etiquette and Environmental Ethics

According to 37% of non-motorized respondents, “Lack of trail etiquette/ethics practiced by other trail users” was the most important issue regarding non-motorized 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 non-motorized 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 non-motorized 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 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.

**Table 7. Important Trail Management Needs for Trail Users**

 <b>Motorized User Response</b>	<b>Very/ Extremely Important</b>	<b>Single Most Important</b>
<b>TRAIL MANAGEMENT NEEDS</b>		
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, 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%

 <b>Non-Motorized User Response</b>	<b>Very/ Extremely Important</b>	<b>Single Most Important</b>
<b>TRAIL MANAGEMENT NEEDS</b>		
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, 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 non-motorized trail users, four are directly related to trail maintenance (Table 7—Non-Motorized). 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 recreation 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.


Included in the last two columns of the table are the percent of respondents who chose this 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 non-motorized users for the most frequent and the favorite activities (Table 8—Non-Motorized).


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 non-motorized 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 roads and trails are closed to motorized use, due to erosion, environmental concerns, or conversion to non-motorized uses, OHV opportunities are becoming more limited.

Among the activities that received the highest percentages for level of importance in Table 8, three are considered non-traditional trail activities—visiting historic and archaeological sites; retracing historic and prehistoric routes; and wildlife viewing and birdwatching. 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 non-motorized users (73% to 91%) desire an additional attribute or purpose to trails and roads, such as an historical connection or the chance to see wildlife.

**Table 8. Important Trail Activities for Trail Users**

 <b>Motorized User Response</b>	<b>Very/ Extremely Important</b>	<b>Do Most Often</b>	<b>Enjoy the Most</b>
<b>TRAIL ACTIVITIES</b>			
1. Visiting historic/ archaeological 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.

 <b>Non-Motorized User Response</b>	<b>Very/ Extremely Important</b>	<b>Do Most Often</b>	<b>Enjoy the Most</b>
<b>TRAIL ACTIVITIES</b>			
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/ archaeological 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%).

Non-motorized 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).


**Table 9. Important Trail Types for Trail Users**

 <b>Motorized User Response</b> <b>TRAIL TYPES</b>	<b>May Use/ Definitely Use</b>
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%

 <b>Non-Motorized User Response</b> <b>TRAIL TYPES</b>	<b>May Use/ Definitely Use</b>
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**

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


 <b>TRAIL USE DESIGNATIONS</b>	<b>Non-Motorized User Response</b>
•Designate for single activity.....	20.0%
•Designate for multiple activities, but separate motorized and non-motorized uses .....	73.1%
•Designate for multiple activities, and combine motorized and non-motorized 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).

**Table 11. Trail Support Facilities for Trail Users**

 <b>Motorized User Response</b>	<b>May Use/ Definitely Use</b>	<b>Moderate/ Extreme Need</b>
<b>TRAIL SUPPORT FACILITIES</b>		
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. Back country 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%

 <b>Non-Motorized User Response</b>	<b>May Use/ Definitely Use</b>	<b>Moderate/ Extreme Need</b>
<b>TRAIL SUPPORT FACILITIES</b>		
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%

Trash cans and dumpsters were identified by both motorized and non-motorized respondents 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 (Non-Motorized) “*lack of trail etiquette (littering) practiced by other trail users.*”

For non-motorized respondents (Table 11), regarding facilities that are typically associated with overnight use such as camp sites and showers, the level of need expressed (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%).

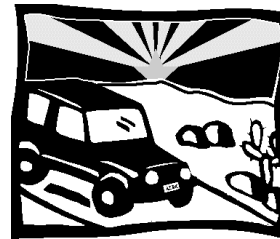
### FOCUS GROUP PRIORITIES

Arizona State Parks staff conducted 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 *a) motorized trail users, b) non-motorized trail users, and c) land and resource management agencies.*

Through topical discussions, issues regarding trail and OHV 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 non-motorized trail issues that rated highest from the focus groups (Table 12). Under each of these top 10 priorities, the narratives 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 is of more than just regional importance.

The three columns on the right of each table 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 and

*non-motorized* issues from the focus group workshops follow in their respective columns under each table.




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

 FOCUS GROUP PRIORITY MOTORIZED ISSUES	Focus Group Issue*	1998 Survey Issue*	1993 Plan Issue
1. Planning for/Development of New Trails	•	•	•
2. Interagency Coordination and Consistency	•		•
3. Maintenance of OHV Resources	•		
4. Closure of Trails and Roads	•	•	
5. User/Agency Communication	•	•	•
6. Access to Trails and Roads	•	•	•
7. Trail Etiquette and Environmental Ethics	•	•	•
8. Trail Information and Maps	•	•	•
9. Support Facilities	•	•	•
10. Environmental/Cultural Resource Impacts	•		•

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

**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 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 multiple-use trails, long-distance trails, single-track trails for trail bikes, and specialized areas for ATVs and other OHV activities (hill climbs, racing, Trials, etc.).

 FOCUS GROUP PRIORITY NON-MOTORIZED ISSUES	Focus Group Issue*	1998 Survey Issue*	1994 Plan Issue
1. Planning for/Development of New Trails	•	•	•
2. Interagency Coordination and Consistency	•		
3. Trail Maintenance and Renovation	•	•	•
4. Trail Access	•	•	•
5. Trail Etiquette and Environmental Ethics	•	•	•
6. Trail Information and Maps	•	•	•
7. Environmental/Cultural Resource Impacts	•		•
8. User/Agency Communication	•		
9. Support Facilities	•	•	
10. User Conflicts/Safety	•	•	•

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

**Priority Non-Motorized 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% said development of new trails was important). The survey population ranked funding for trails as the number 2 issue (Table 6). There were comments about the need to research and plan for the changing needs of trail users, to plan and develop regional trail systems and



*(1. Planning and Development continued)*

Comments suggested that planning and development for trails and areas close to home and on a regional, non-jurisdictional 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 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 the county sheriffs and 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 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 need for a permit.



*(1. Planning and Development continued)*

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 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 important 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 managers 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 maintenance issues arose from the focus groups, one of which advocated no maintenance. Motorized recreationists stressed that retaining the challenging, semi-primitive 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 non-profit organizations to apply for 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 is 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 non-motorized trails. Other comments suggested 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.”



### 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 also identified trail maintenance and closely related issues as priorities (ranked #3, #4 & #5 in Table 6) and as the most important trail management need (ranked #1, #2 & #5 in Table 7). Lack of funding for trail maintenance was a common concern. Comments specific to Arizona State Parks’ trails grants program (Arizona Heritage Trails Fund) included suggestions to fund trail maintenance and allow non-profit 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. 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 is 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.



### 5. Trail Etiquette and Environmental Ethics

Education emerged as a top priority and included comments such as 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 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 bike safety and etiquette, and for user groups to take the lead in presenting such information to school children by establishing volunteer education and mentor 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, multi-jurisdictional 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).



#### (6. Access to Trails and Roads continued)

Also identified was the need for coordinated efforts by 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 by development or closure 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. The need to reach different skill levels among users was recognized as well as the need 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 mentor 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).



#### 7. Environmental and Cultural Resource Impacts

A growing concern regarding impacts on wildlife, the physical environment and cultural resources 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 and threatened and endangered species concerns, and to address impacts on 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 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 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 and 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.



### 8. Trail Information and Maps

The need for and improvements to trail and OHV maps was cited as a major issue in the focus groups and in the survey population (#9 in Table 6, #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 trail/OHV guides, to create a state OHV guide modeled after the State Trails System guidebook, and to provide information on OHV areas and clubs 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 and the need to keep signs replaced that are damaged or removed due to vandalism; provide camping areas with facilities at OHV areas; and provide more funding for support facilities and signs.

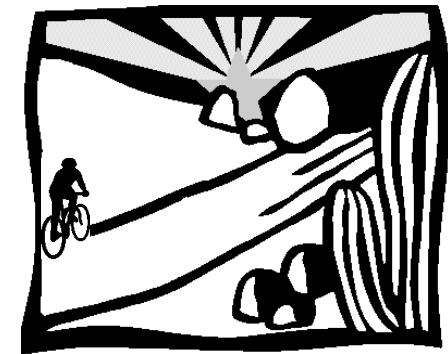
### 10. Environmental and Cultural Resource Impacts

Concern regarding impacts on wildlife, the physical environment, and cultural resources associated with trail and OHV use was recognized. Comments included the need to incorporate wildlife and individual species needs into trails and OHV planning, to address concerns of sensitive areas and threatened and endangered species, and to reduce disturbances and impacts to cultural resources (historic and archaeologic sites and artifacts).



### 10. User Conflicts/Safety

Focus group participants recognized safety and conflicts between users as major issues. Specific comments included 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. 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. 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).



### **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 establishes overall priorities from the entire public involvement process and serves as the basis for the recommendations presented in Chapter 4.

Furthermore, staff analyzed the progress of motorized trail issues in Arizona since the 1993 OHV Plan and the progress of non-motorized trail issues in Arizona since the 1994 Trails Plan by revisiting priority issues from the previous plans. Several priority issues appear both in this plan and in the previous plans (Table 12). This continuance of priority issues allowed staff to recognize 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

For non-motorized 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 non-motorized 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 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 Trails Program over the past five to six years.



### **State OHV Program Accomplishments**

There have been significant accomplishments in OHV facility development, substantial progress on the Great Western Trail, and numerous successful partnerships made since 1993.

Following the development of the program's first plan in 1993, monies from the OHV Recreation Fund were allocated for OHV priorities identified in that plan.

Arizona State Parks, through its partners, has made major improvements to Arizona's OHV resources via the grants program funded by the Arizona OHV Recreation Fund. Each year, 0.55% of the motor vehicle fuel tax received by the State of 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.

Before the advent of the OHV grants 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, mitigation of numerous unauthorized routes, enhancement of designated system routes on lands administered by the Forest Service and Bureau of Land Management, development of OHV areas near communities, and the creation of a series of Arizona OHV Access Guides by the Bureau of Land Management.

Arizona State Parks has printed and periodically revised 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). Table 13 lists a summary of the types of projects completed with the competitive OHV grants funds (Arizona State Parks, 1999a). Many of the grants included several individual project components, so the total is greater than the actual number of grants awarded.

**Table 13. OHV Recreation Fund Grants Project Summary—FYs 1993-1998**

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

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 OHV and recreational use on State Trust Land.



**State Trails Program Accomplishments**

There have been significant accomplishments in trail advocacy, trail information and trail improvements, substantial progress on the 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 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 grants program funded by the Arizona Heritage Fund. Each year the trails component of the fund is allocated 5% of the Arizona Heritage Fund received by Arizona State Parks (actual dollar amount is based on the Lottery revenues received annually).

Heritage Fund trails grants have increased non-motorized 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 grants have helped develop more than 336 miles of non-motorized 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 trail resources and benefiting trail users (Table 3). Table 14 lists a summary of the types of projects completed with the competitive trails grants funds (Arizona State Parks, 1999a). Many of the grants included several individual project components, so the total is greater than the actual number of grants awarded.

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

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

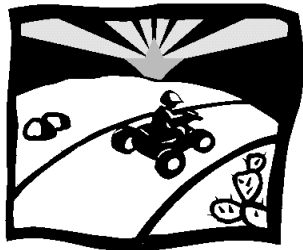
In addition to the competitive trails grants awarded to partnering agencies, a portion (5%) of the Arizona Heritage Trails Fund is used by Arizona State Parks to develop and improve non-motorized trails within the State Parks System.

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 recommendations for land managers 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.



## Chapter 4: Recommendations

### Priority Recommendations

The priority issues for both motorized and non-motorized trails recreation, in addition to other important issues that were discussed in Chapter 3, are derived from a comparative analysis of the findings from the *ARIZONA TRAILS 2000* public involvement process. In addition, the priority issues and recommendations from the 1993 State OHV Recreation Plan and 1994 State Trails Plan were considered as well.

This chapter takes these priority issues and presents recommendations for managers and trail users based on those issues. The priority recommendations are from those issues that ranked the highest. Also included are other recommendations that did not rank as high. Some of the recommendations for motorized and non-motorized trail uses are identical, some are completely different depending on the priority level of the individual issues.

These recommendations reflect statewide priorities; local and regional priorities may differ.

Table 15 lists a summary of the recommendations for both motorized and non-motorized trail use followed by a more detailed explanation of each along with recommended actions.

While most of the recommendations are directed to managers, a few focus on trail users. Priority recommendations for motorized trail use are presented first (page 36), followed by priority recommendations for non-motorized trail use (page 39), and then other recommendations that apply to both motorized and non-motorized trail use (page 42).

The following page cites the legislative references that mandate Arizona State Parks to prepare statewide OHV and Trails Plans and make recommendations to agencies and the private sector regarding expenditures from the OHV Recreation Fund and Arizona Heritage Trails Fund respectively and the National Recreational Trails Program.

The National Recreational Trails Program (RTP) was authorized in the Transportation Equity Act for the 21st Century (TEA-21) in 1998 (23 U.S.C. 206). The RTP is a Federal-aid assistance program to help the States provide and maintain recreational trails for both motorized and non-motorized recreational trail use. The Act authorizes funds to be distributed to each State. The Governor of Arizona designated the Arizona State Parks Board as the administrator of the RTP monies.



### Mandate for Motorized Trail Use Recommendations

Arizona legislation (A.R.S. § 41-511.04) directs the Arizona State Parks Board to “maintain a statewide off-highway vehicle recreational plan which shall be updated at least once every six years and shall be used by all participating agencies to guide distribution and expenditure of monies under §28-1176 (Off-Highway Vehicle Recreation Fund) “. . . to establish a facility development program based on the priorities established in the OHV Plan.”

Therefore, the recommendations beginning on page 36 will be used by all participating agencies to guide distribution of funds administered by Arizona State Parks from the OHV Recreation Fund and National Recreation Trails Program until the next plan, as well as serve as overall direction for Arizona State Parks, land managers and OHV users in their efforts to improve the state of Arizona's motorized trail opportunities.



### Mandate for Non-Motorized Trail Use Recommendations

Arizona legislation (A.R.S. § 41-511.22) directs the Arizona State Parks Board to “prepare a trail systems plan that . . . assesses usage of trails . . . and recommends to federal, state, regional, local and tribal agencies and to the private sector actions which will enhance the trails systems,” and that “five percent of monies received pursuant to Section 5-522 (Arizona Heritage Fund) shall be spent on local, regional and state trails” (A.R.S. § 41-503).

Therefore, the recommendations beginning on page 39 will be used to guide distribution of funds administered by Arizona State Parks from the trails component of the Arizona Heritage Fund and National Recreation Trails Program until the next plan, as well as serve as overall direction for Arizona State Parks, land managers and trail users in their efforts to improve the state of Arizona's non-motorized trail opportunities.

The legislation referenced above also includes directives to identify significant trail routes and assess their condition. Arizona State Parks accomplishes this mandate through the implementation of the State Trails System which is further explained in Appendix C.



Table 15. ARIZONA TRAILS 2000 Recommendations Summary



### **Priority Recommendations—1999 State OHV Recreation Plan**

- 1. Preserve Existing Trails and OHV Areas**
  - a. Prevent closures through comprehensive analysis of alternatives
  - b. Preserve OHV opportunities in semi-primitive motorized settings
- 2. Renovate Eroded or Deteriorated Trails**
  - a. Prioritize reconstruction over new development
  - b. Establish partnerships to augment trail budgets
- 3. Protect Access to Trails and OHV Areas**
  - a. Plan for access and acquire easements to trails
  - b. Coordinate trail access needs with stakeholders
- 4. Promote Trail Etiquette and Environmental Ethics**
  - a. Expand trail etiquette and environmental ethics resources
  - b. Improve manager training
  - c. Enforce/follow rules and regulations
  - d. Encourage shared use and cooperation on trails
- 5. Plan for and Develop New OHV Opportunities**
  - a. Establish OHV opportunities close to home
  - b. Develop OHV opportunities for specific activities
  - c. Complete special projects to serve as models



### **Priority Recommendations—1999 State Trails Plan**

- 1. Renovate Eroded or Deteriorated Trails**
  - a. Prioritize reconstruction over new development
  - b. Establish partnerships to augment trail budgets
- 2. Keep Existing Trails Clean and Clear**
  - a. Reduce litter and trash on trails through education
  - b. Prioritize maintenance over new development
  - c. Promote and support volunteer trail maintenance
- 3. Promote Trail Etiquette and Environmental Ethics**
  - a. Expand trail etiquette and environmental ethics resources
  - b. Enforce/follow rules and regulations
  - c. Encourage shared use and cooperation on trails
- 4. Protect Access to Trails**
  - a. Plan for access and acquire easements to trails
  - b. Coordinate trail access needs with stakeholders
- 5. Incorporate Trails into Local and Regional Planning**
  - a. Promote interagency coordination to address regional needs
  - b. Plan for the changing needs of trail users
  - c. Establish trail opportunities close to home

#### **Other recommendations**

- Promote Interagency Coordination and Consistency (motorized trail use)
- Address User Conflicts and Safety Issues (non-motorized trail use)
- Develop New Trail Opportunities (non-motorized trail use)
- Reduce Environmental and Cultural Resource Impacts (both motorized and non-motorized trail use)
- Provide Current Trail Information and Detailed Maps (both motorized and non-motorized trail use)
- Enhance Support Facilities (both motorized and non-motorized trail use)
- Improve User/Manager Communication (both motorized and non-motorized trail use)
- Seek Additional Funding Sources (both motorized and non-motorized trail use)



## **Motorized Trail Use Recommendations**

Managers of motorized recreational trails and roads are encouraged to concentrate on the following actions:

### **1. PRESERVE EXISTING TRAILS AND OHV AREAS**

*Issue:* Urbanization, reclassification of land use, and closures due to environmental concerns are changing the availability of quality motorized trails recreation. Cooperation and compromise in land use decisions are required to balance different needs.

#### *Actions*

#### **1a. Prevent closures through comprehensive analysis of alternatives**

- Respond to the public concern over closures through consideration of alternatives to closure
- Include OHV user input when considering alternatives
- Mitigate loss of OHV opportunity with the creation of new or alternative opportunities
- Strive for "no net loss" of OHV opportunities

#### **1b. Preserve OHV opportunities in semi-primitive motorized settings**

- Inventory and protect areas that provide the semi-primitive motorized experience
- Develop site specific management prescriptions for each semi-primitive motorized area
- Acquire land parcels or rights of way that connect semi-primitive motorized routes/systems



### **2. RENOVATE ERODED/DETERIORATED TRAILS**

*Issue:* Increased use of back country trails and roads not originally designed for intensive use has caused erosion and deterioration. A general lack of financial resources has forced managers to cut back agency funded trail crews and/or close trails. However, addressing erosion does not entail improving a road to passenger car standards. Motorized recreationists prefer keeping OHV routes open while maintaining a challenging level of difficulty.

#### *Actions*

#### **2a. Prioritize reconstruction over new development**

- Reconstruct existing trails to meet low maintenance standards while retaining desirable OHV conditions
- Renovate OHV trails and areas by incorporating existing and historically used areas with proper design and relocation of trail segments
- Incorporate standards for barrier-free access to trail resources as specified in the Americans with Disabilities Act (ADA guidelines)

#### **2b. Establish partnerships to augment trail budgets**

- Support establishment of an interagency trails crew trained, equipped and available to travel and work on projects statewide
- Form partnerships with other agencies or the private sector to cooperatively fund trail projects
- Pursue alternative funding sources, such as grants and corporate donations
- Promote Adopt-A-Trail/Road and volunteer programs with individuals, clubs and businesses to offset maintenance budgets (develop training materials such as videos and guidelines for volunteers to assist with trail projects)



### 3. PROTECT ACCESS TO TRAILS AND OHV AREAS

*Issue:* Access refers to the ability of the user to get to the trailhead or area where the recreational opportunity exists. As land continues to be developed to accommodate Arizona's expanding population, access to trails and OHV areas can be impacted, and sometimes completely eliminated, if trails are not incorporated in general plans.

#### *Actions*

#### 3a. Plan for access and acquire easements to trails

- Develop plans that identify future trails, open space and public access points; enact access ordinances
- Acquire easements and rights of way to protect existing connections

#### 3b. Coordinate trail access needs with stakeholders

- Partner with the Arizona Game and Fish Department's Access Program to maximize effectiveness on public access issues
- Work with all stakeholders to promote a common understanding of access problems and trail benefits

### 4. PROMOTE TRAIL ETIQUETTE AND ENVIRONMENTAL ETHICS

*Issue:* A lack of trail etiquette and environmental ethics among users causes increased conflicts among users, especially on heavily used trails, and can negatively impact the environment. Littering, excessive speed, not yielding to others, not staying on trails, vandalism and an inability of managers to enforce regulations leads to continued user conflicts and environmental impacts.



#### *Actions*

#### 4a. Expand trail etiquette and environmental ethics resources

- Coordinate trail education materials and programs with other agencies to provide consistent messages
- Present information that recognizes the diversity of age, expertise, ability and motivation of OHV users
- Incorporate trail etiquette and ethics materials into school and youth programs
- Develop and promote the use of volunteers for OHV education in the field and in schools
- Use the Internet to provide information to trail users
- Amplify the use of "tread lightly®," "Leave No Trace," and "Pack It In—Pack It Out" messages/campaigns
- Advocate/persuade the motor vehicle industry to practice responsible OHV advertising

#### 4b. Improve manager training

- Take advantage of courses through partners like the National OHV Conservation Council and the Colorado State University OHV Correspondence Courses to improve management skills
- Develop consistent training programs for trail and OHV management efforts
- Include all resource specialists in OHV training programs to increase awareness of management needs

#### 4c. Enforce/follow rules and regulations

- Strive for consistency between agencies and clarity in presentation and enforcement of rules and regulations

*It is the trail user's responsibility to:*

- Know and follow trail rules and regulations on the lands they are using



#### 4d. Encourage shared use and cooperation on trails

- Promote "share the trail" and emphasize cooperation, tolerance and respect for other trail users
- Prominently sign multiple-use trails with specific yield instructions for trail users
- Establish/encourage local volunteer programs to present trail etiquette, safety, and environmental ethics to groups and schools
- Recognize that certain trails are more appropriate for accommodating shared use and others less so; visibly sign each trail accordingly

### 5. PLAN FOR/DEVELOP NEW OHV OPPORTUNITIES

*Issue:* Demand for OHV opportunities, especially adjacent to communities, is increasing. Many existing trails and areas are not planned, designed, or constructed specifically for OHV activities. Land use plans frequently do not provide for OHV recreation. Traditionally used areas are often displaced by urbanization which can lead to unmanaged and unauthorized OHV use. Prohibiting use without alternatives is an ineffective solution.

#### *Actions*

#### 5a. Establish OHV opportunities close to home

- Integrate OHV recreation needs into community and land use plans
- Inventory/evaluate existing OHV areas for retention and improvement as formal OHV parks
- Provide legal corridors for OHV travel from communities to trail systems
- Coordinate OHV plans with affected agencies such as Arizona Game & Fish Dept. and law enforcement early in the process to address concerns and needs



#### 5b. Develop OHV opportunities for specific activities

- Plan and develop single-track trails for motorized trail bikes, Trials and competitive events
- Incorporate natural and cultural aspects into OHV routes to enhance the recreation experience
- Incorporate standards for barrier-free access to trail resources as specified in the Americans with Disabilities Act (ADA guidelines)

#### 5c. Complete special projects to serve as models

- Promote managed OHV areas as recreational amenities to adjacent communities
- Prioritize the planning and completion of well-designed and/or high-profile trail and OHV projects

#### Other Recommendations

The following are additional recommendations which did not rank as high as the previous recommendations, but are important and may be locally significant.

#### • Promote Interagency Coordination and Consistency

*Issue:* Managers and users agree there is contradictory information and confusion where OHV rules and regulations are concerned. There is a need to standardize and coordinate OHV rules, regulations and enforcement.

#### *Actions*

- Coordinate the standardization of rules and regulations across surface management boundaries
- Advocate revisions in law or agency regulations where existing statutes/rules are contradictory or confusing
- Educate the users regarding the rules and regulations on the lands they are using



## **Non-Motorized Trail Use Recommendations**

Managers of non-motorized recreational trails are encouraged to concentrate on the following actions:

### **1. RENOVATE ERODED/DETERIORATED TRAILS**

*Issue:* Trail users are concerned that the quality of their experience is being diminished through trail deterioration and erosion. This can be due to natural causes, overuse, improper design, or a lack of regular maintenance. A general lack of resources has forced managers to cut back agency funded trail crews and close trails.

#### *Actions*

#### **1a. Prioritize reconstruction over new development**

- Reconstruct existing trails to meet low maintenance standards
- Renovate trails by incorporating existing and historically used areas with proper design and relocation of trail segments
- Incorporate standards for barrier-free access to trail resources as specified in the Americans with Disabilities Act (ADA guidelines)

#### **1b. Establish partnerships to augment trail budgets**

- Support establishment of an interagency trails crew trained, equipped and available to travel and work on projects statewide
- Form partnerships with other agencies or the private sector to cooperatively fund trail projects
- Research alternative funding sources, such as grants and corporate donations



- Promote Adopt-A-Trail and volunteer programs with individuals, clubs and businesses to offset maintenance budgets (develop training materials such as videos and guidelines for volunteers to assist with trail projects)

### **2. KEEP EXISTING TRAILS CLEAN AND CLEAR**

*Issue:* Littering and lack of routine maintenance are visible problems and negatively impact many trail users. Users have overwhelmingly stated this is a concern regarding quality of experience. Managers lack resources necessary to provide regular trail upkeep.

#### *Actions*

#### **2a. Reduce litter and trash through education**

- Amplify "Pack It In—Pack It Out" and "Leave No Trace" messages/campaigns
- Establish/practice a "Pack It In—Pack It Out" policy
- Partner with "Arizona Clean & Beautiful" organizations and incorporate anti-litter campaigns into school programs

#### **2b. Prioritize maintenance over new development**

- Design and construct trails for low maintenance
- Balance overall budgets to emphasize maintenance

#### **2c. Promote and support volunteer trail maintenance**

- Provide volunteer coordination training for trail managers and appropriate training for volunteers
- Implement Adopt-a-Trail and volunteer programs
- Organize maintenance and clean up events or other special projects on heavily used trails
- Encourage trail users to volunteer with non-profit trail organizations



### 3. PROMOTE TRAIL ETIQUETTE AND ENVIRONMENTAL ETHICS

*Issue:* A lack of trail etiquette and environmental ethics among users causes increased conflicts among users, especially on heavily used trails, and can negatively impact the environment. Littering, excessive speed, not yielding to others, not staying on trails, vandalism and an inability of managers to enforce regulations leads to continued user conflicts and environmental impacts.

#### *Actions*

#### 3a. Expand trail etiquette and environmental ethics resources

- Coordinate trail education materials and programs with other agencies to provide consistent messages
- Present information that recognizes the diversity of age, expertise, ability and motivation of trail users
- Incorporate trail etiquette and ethics materials into school and youth programs
- Develop and promote the use of volunteers for trail education in the field and in schools
- Use the Internet to provide information to trail users
- Amplify the use of "tread lightly®," "Leave No Trace," and "Pack It In—Pack It Out" messages/campaigns

#### 3b. Enforce/follow rules and regulations

- Strive for consistency among agencies and clarity in presentation and enforcement of rules and regulations

*It is the trail user's responsibility to:*

- Know and follow trail rules and regulations on the lands they are using



### 3c. Encourage shared use and cooperation on trails

- Promote "share the trail" and emphasize cooperation, tolerance and respect for other trail users
- Prominently sign multiple-use trails with specific yield instructions for trail users
- Establish/encourage local volunteer programs to present trail etiquette, safety, and environmental ethics to groups and schools
- Recognize that certain trails are more appropriate for accommodating shared use and others less so; visibly sign each trail accordingly

### 4. PROTECT ACCESS TO TRAILS

*Issue:* Access refers to the ability of the user to get to the trailhead or area where the recreational opportunity exists. As land use changes and areas are developed to accommodate Arizona's expanding population, access to trails can be impacted, and sometimes completely eliminated, if trails are not incorporated into general plans.

#### *Actions*

#### 4a. Plan for access and acquire easements to trails

- Develop plans that identify future trails, open space and public access points
- Create and enforce ordinances that protect trails and trail access
- Acquire easements and rights of way to protect existing connections

#### 4b. Coordinate trail access needs with stakeholders

- Coordinate with developers to include trails and access to adjacent trails within master plans
- Work with all stakeholders to promote a common understanding of access problems and trail benefits



## 5. INCORPORATE TRAILS INTO LOCAL AND REGIONAL PLANNING

*Issue:* Demand for trails and different types of use, especially within and adjacent to communities, is increasing. As more lands are developed, planning for trails recreation on a local and regional level becomes more important. The public demands trail opportunities that link homes to public lands and other communities.

### *Actions*

#### 5a. Promote interagency coordination to address regional trail needs

- Develop regional trail system plans (multi-jurisdictional—involve adjacent communities, landowners and governments)
- Inventory existing trails and prioritize needs on a regional basis
- Incorporate regional destination points along trails such as scenic vistas and historical sites
- Partner with other entities to ensure a degree of uniformity and quality among trail systems
- Involve trail users and the public in trail policy, planning and management decisions
- Coordinate trail plans with affected agencies such as Arizona Game & Fish Dept. and law enforcement early in the process to address concerns and needs

#### 5b. Plan for the changing needs of trail users

- Prepare for the needs of an aging population
- Incorporate standards for barrier-free access to trail resources as specified in the Americans with Disabilities Act (ADA guidelines)
- Plan for changes associated with new trail uses and emerging trends



- Provide for shared use and single use specialty trails
- Regularly evaluate who is using trails and why and address the demands

#### 5c. Establish trail opportunities close to home

- Integrate trail recreation needs into community and land use plans
- Develop trail systems within communities, including links to other public lands
- Create trail networks that serve as alternate transportation routes

### Other Recommendations

The following are additional recommendations which did not rank as high as the previous recommendations, but are important and may be locally significant.

#### • Address User Conflicts and Safety Issues

*Issue:* Conflicts between trail users increase when unintended activities or inappropriate behaviors occur such as mountain bicycles using a foot-only trail or users not yielding to others. This leads to unpleasant trail experiences and can be a serious safety issue.

### *Actions*

- Design, designate and manage trails for planned uses
- Promote “share the trail” and yield information to reduce conflicts
- Prominently post information/signs regarding appropriate trail use and types at trailheads and along trails
- Address trail safety issues through brochures, displays/kiosks, and educational programs, especially in elementary schools
- Use staff and volunteers to patrol high conflict trails



### •Develop New Trail Opportunities

*Issue:* There is demand for new trail opportunities in areas experiencing high growth rates. Also as the types of activities change and new ones emerge, trails that provide for a specific type of activity may be needed.

#### *Actions*

- Develop trail opportunities for specific activities such as single-track trails for mountain bicycles, mountain boards and competitive events in appropriate areas to provide for those needs and to reduce conflicts on other trails
- Incorporate natural and cultural aspects into trail routes to enhance the recreation experience
- Complete special projects to serve as models
- Develop and promote trail networks as recreational and transportation amenities to adjacent communities
- Prioritize the planning and implementation of well-designed and/or high-profile trail projects



### Other Recommendations for Both Motorized and Non-Motorized Trail Use

The following are additional recommendations which did not rank as high as the priority recommendations, but are important and may be locally significant.

#### **Reduce Environmental and Cultural Resource Impacts**

*Issue:* If not properly planned and managed, recreational use can impact natural and cultural resources. There needs



to be a balance between resource protection and providing recreational opportunities.

#### *Actions*

- Conduct research to determine the impacts of trail use on wildlife and natural resources
- Consider the impacts to and needs of wildlife and sensitive areas when planning and designing trails; coordinate with affected agencies early in the planning process
- Consider that wildlife viewing, bird watching, visiting historic sites and retracing historic routes are valued by trail users and plan accordingly

#### **Provide Current Trail Information and Detailed Maps**

*Issue:* Trail users request information and detailed maps that provide up-to-date, accurate information regarding trail conditions and routes. Much of the information available is out of date or too general. Motorized recreationists request information and detailed maps for areas that are legal and open to OHV use. Currently there is not much information available.

#### *Actions*

- Include trail users in the development of maps and information
- Provide GPS grid systems (latitude/longitude) on access maps instead of Township/Range systems
- Develop brochures, displays/kiosks, and use the media to convey accurate and up to date information
- Post updated maps and information at trailheads, visitor centers, and on the Internet



### Enhance Support Facilities

*Issue:* In addition to the actual trail resource, users require support facilities appropriate to the area's use and activities. Support facilities also assist the manager in protecting resources.

#### *Actions*

- Emphasize a “pack it in/pack it out” ethic to reduce litter on trails rather than providing more dumpsters
- Encourage recreationists to pack extra trash bags and pack out more than they packed in
- Provide camping and sanitation facilities, especially group sites, adjacent to trail and OHV networks
- Standardize and maintain a signage system, especially for access and directional signs

### Improve User/Manager Communication

*Issue:* Trail users want to volunteer to assist managers in planning and developing trail resources to achieve quality recreational opportunities. Often land managers lack understanding of the users' desired experience while the user may not fully understand the land managers' mandates for land stewardship.

#### *Manager Actions*

- Involve trail enthusiasts, informally and formally, in planning and management decisions
- Provide "user-friendly" information that helps interested people make informed decisions and comments
- Engage recreationists through field trips designed to share the user's experience
- Hire specialists willing to engage local motorized and non-motorized trail organizations; provide these personnel with necessary technical training



### *User Actions*

- Invite managers and other decision-makers to experience trail and OHV opportunities in the field
- Commit to volunteer Adopt-a-Trail efforts and other stewardship projects
- Participate in the planning process—attend meetings, review plans and provide comments on projects that impact trails
- Form multiple-use coalitions to become more effective participants in land management decisions
- Take the initiative by formulating citizen proposals for the protection and management of trail opportunities
- Communicate concerns and interests to decision makers and elected officials
- Request to be included on agencies' public involvement mailing lists

### Seek Additional Funding Sources

*Issue:* An audit of the Forest Service by the General Accounting Office shows that 74% of its contribution to the gross national product comes from outdoor recreation, especially camping, fishing and hiking; yet Congress allocates only 2.5% of the Forest Service budget to recreation (Steinstra, 1997). While recreation budgets need to be increased, additional funding sources also need to be pursued.

Lack of funding for trails emerged as a top priority in the public input process. Workshop participants stated the need for more funds for personnel, volunteer programs, trail maintenance and development, planning and NEPA requirements, signs and support facilities. A recommendation that agency trail budgets be increased is often



looked at with skepticism and then dismissed as unproductive. Funding is often perceived by managers and users as an issue about which they can do little. The following recommended actions may help generate ideas.

#### *Actions*

- Seek out partnerships with for profit businesses (request donations of materials, equipment and vehicles); non-profit organizations (such as Arizona Clean & Beautiful litter campaigns); and other governmental agencies (sharing crews and equipment)
- Encourage volunteerism from local clubs and recreation enthusiasts (promote Adopt-a-Trail efforts, advertise weekend work projects, let garden clubs/nurseries landscape trails and group use areas)
- Actively pursue grants, corporate donations and other alternative funding sources such as federal TEA-21 funds
- Provide grant writing, partnership and volunteer coordination training for managers
- Provide relevant information in a concise, accurate format to decision-makers and elected officials advocating the need for additional trails funding (include economic impacts and other benefits of trails, current budgets, dollar value of volunteer efforts, and capital improvement/project lists with budget needs attached)

**User Fee Acceptance.** The *ARIZONA TRAILS 2000* survey discovered that 73% of trail users are willing to pay a user fee for trails as long as the monies went towards trail improvements in the same area. A recent national study validates this finding (Johnson, 1997). This potential fund-

ing source may be part of Arizona's trails recreation management strategy for the future.

Recent research has proven that recreation fees work and indicates that they are probably here to stay. The Forest Service and three other federal agencies began a recreation fee demonstration program in 1996 to test the effectiveness of recreation fees. Each area retains 75% of the new revenues with the balance going to areas less able to collect (USDA Forest Service, 1996a).

In the Pacific Northwest, the Mt. Baker-Snoqualmie National Forest implemented the Trail for Generations Trail Park Project specifically designed to generate funds for trail maintenance through trailhead parking fees (USDA Forest Service, 1997a). In ten months, the project generated \$532,000, \$460,000 of which was returned directly to that National Forest (USDA Forest Service, 1998a).

Unfortunately, not all areas are this self-sufficient. Remote areas and areas with minimal visitation are unable to generate ample funds to offset budget cuts. The nature and extent of economic activity depend on a number of factors such as the type of area, facilities and services, features, location and management of the area (Bates, 1999).

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In conclusion, this plan will serve as statewide guidance for motorized and non-motorized trails recreation for agencies and trail users for up to five years (2000 through 2004). This time frame allows Arizona State Parks, the trails community and land managers to act upon the high priority recommendations that will set standards for trails recreation in the 21st century.



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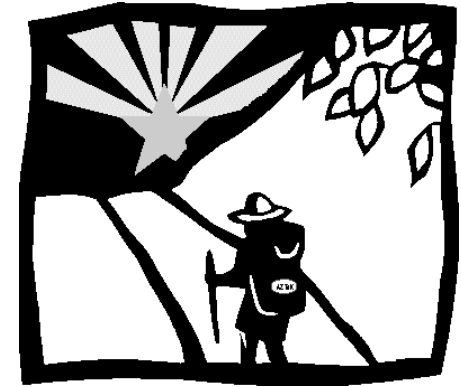
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## APPENDICES



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## Summary of the ARIZONA TRAILS 2000 Surveys

### Comparison of the General Public and Target Group Survey Responses

The ARIZONA TRAILS 2000 survey is an integral component of the public involvement process for two legislatively mandated state recreation plans—the State Off-Highway Vehicle (OHV) Recreation Plan and the State Trails Plan.

#### The purpose of this survey is to:

- determine the population percentages of Arizona's motorized and non-motorized trail users,
- identify the needs, attitudes and preferences of Arizona's trail users,
- examine the differences and similarities between motorized and non-motorized trail users,
- examine the differences and similarities between Arizona's "general public" trail users and "targeted" trail users; and
- determine the public's priorities for expending the Trails Heritage and OHV Recreation Funds.

The ARIZONA TRAILS 2000 survey included phone and mail surveys of the general public and a mail survey of a targeted group of individuals who expressed interest in participating in trails planning. This summary compares the general public survey findings with the target group survey findings. For more details, see the full survey report.

### Survey Methods

*General Public.* A statewide survey of 10,000 Arizona adult residents was conducted from January through June 1998, using both random telephone and mail survey techniques.

The study included both motorized and non-motorized trail users, as well as people who do not use trails at all.

*Target Group.* Arizona State Parks asked the same mail survey questions of a "target group" of Arizona's trail users, members of trail and OHV clubs and organizations, trail managers, agency representatives, and those affected by trails and their use. The target group survey was completed by 285 "special interest" individuals who were on Arizona State Parks' trail and OHV mailing lists and had expressed a desire to be involved in trail and OHV planning efforts.

The individuals included in the target group are the people who regularly attend public meetings concerning Arizona's public lands and provide comments on land use and recreational planning processes. They are the "voices" that trail managers hear from most frequently. Many of the survey responses from this target group are very different from the general public survey responses.

The combined surveys are the first time such a wide-spread effort was undertaken in Arizona to solicit trails and OHV planning input from the general public and special interest groups. Both studies included motorized and non-motorized trail users; the general public study also included people who do not use trails.

Note: Responses are ranked by the mean average of all responses for the general public survey, not by the highest percentages. Not all survey questions are included in these tables. See the full report for a listing of all questions and responses.

Survey Comparison

GENERAL PUBLIC	Motorized	Non-Motorized	TARGET GROUP	Motorized	Non-Motorized
<b>Survey Respondents</b>			<b>Survey Respondents</b>		
<b>% trail users within Arizona's adult resident population</b>	<b>21%</b>	<b>56%</b>	<b>% trail users within the target group population</b>	<b>49%</b>	<b>51%</b>
average age	47 yrs.	48 yrs.	average age	49 yrs.	50 yrs.
male	45%	43%	male	80%	67%
female	55%	57%	female	20%	33%
married	73%	70%	married	77%	75%
education level	14 yrs.	15 yrs.	education level	15 yrs.	16 yrs.
annual income	\$39,000	\$43,000	annual income	\$55,000	\$45,000
full-time resident	96%	93%			
length of residency	26 yrs.	20 yrs.			
<b>85% of AZ's trail users have used a trail in past 12 months</b>			<b>99% of the target group have used a trail in past 12 months</b>		
• average # of days spent on a trail	19 days	22 days	• average # of days spent on a trail	33 days	53 days
• average # of miles traveled for activities done most often	47 miles	27 miles	• average # of miles traveled for activities done most often	63 miles	25 miles
• average # of miles traveled for activities enjoyed most	65 miles	51 miles	• average # of miles traveled for activities enjoyed most	77 miles	78 miles
<b>51% of the general public are very or extremely satisfied with Arizona's trail opportunities</b>			<b>65% of the target group are very or extremely satisfied with Arizona's trail opportunities</b>		
	48%	54%		56%	73%
<b>Top 5 favorite activities:</b> (choose any)	4WD driving (62%) walking (59%) hiking (56%) ATV riding (22%) high clear.vehicle (29%)	hiking (82%) walking (74%) 4WD driving (22%) bicycling (20%) backpacking (17%)	<b>Top 5 favorite activities:</b> (choose any)	4WD driving (84%) hiking (59%) walking (41%) motor trail biking (29%) ATV riding (25%)	hiking (91%) walking (59%) backpacking (42%) 4WD driving (33%) horseback riding (31%)
<b>The one activity done most often:</b> (choose one)	4WD driving (29%) walking (28%) hiking (14%) high clear. vehicle (10%) ATV riding (5%)	walking (42%) hiking (42%) 4WD driving (3%) bicycling (3%) mountain bicycling(3%)	<b>The one activity done most often:</b> (choose one)	4WD driving (58%) motor trail biking (17%) snowmobiling (10%) high clear. vehicle (5%) ATV riding (4%)	hiking (54%) horseback riding (16%) walking (12%) mountain bicycling(6%) jogging/running (4%)
<b>The one activity enjoyed most:</b> (choose one)	4WD driving (25%) walking (23%) hiking (18%) ATV riding (6%) high clear. vehicle (6%)	hiking (43%) walking (32%) horseback riding (5%) backpacking (4%) bicycling (4%)	<b>The one activity enjoyed most:</b> (choose one)	4WD driving (50%) motor trail biking (18%) snowmobiling (11%) hiking (7%) ATV riding (6%)	hiking (48%) horseback riding (17%) backpacking (10%) walking (6%) mountain bicycling(5%)

Survey Comparison

GENERAL PUBLIC	Motorized	Non-Motorized	TARGET GROUP	Motorized	Non-Motorized
<b>Prefer Trails Designated for:</b>			<b>Prefer Trails Designated for:</b>		
- single activity .....	14%	24%	- single activity .....	2%	6%
- multiple activities, but motorized and non-motorized uses separated.....	69%	68%	- multiple activities, but motorized and non-motorized uses separated.....	50%	89%
- multiple activities, but motorized and non-motorized uses combined.....	17%	8%	- multiple activities, but motorized and non-motorized uses combined.....	48%	5%
<b>Prefer Level of Difficulty:</b>			<b>Prefer Level of Difficulty:</b>		
- easy trails.....	16%	15%	- easy trails.....	2%	4%
- moderate trails .....	65%	68%	- moderate trails .....	36%	66%
- hard trails.....	12%	13%	- hard trails.....	26%	23%
- challenging trails .....	7%	4%	- challenging trails .....	36%	7%
<b>Would Use this Trail Type:</b>			<b>Would Use this Trail Type:</b>		
- destination trails .....	74%	77%	- destination trails .....	100%	100%
- historic trails.....	65%	69%	- historic trails.....	98%	100%
- loop trails.....	47%	68%	- loop trails .....	99%	100%
- interpretive trails .....	54%	62%	- interpretive trails .....	95%	99%
- short trails (<1 mile).....	49%	58%	- short trails (<1 mile).....	73%	83%
- interconnected trail network.....	46%	44%	- interconnected trail network .....	100%	100%
- long-distance trails .....	20%	14%	- long-distance trails .....	89%	87%
<b>Most Important Trail Activities to Have Accessible (very/extremely important)</b>			<b>Most Important Trail Activities to Have Accessible (very/extremely important)</b>		
- visiting historic sites.....	79%	83%	- visiting historic sites.....	75%	81%
- trail hiking .....	79%	90%	- trail hiking .....	80%	96%
- walking.....	75%	86%	- walking.....	64%	77%
- retracing historic routes.....	72%	77%	- retracing historic routes.....	70%	77%
- backpacking.....	71%	75%	- backpacking.....	74%	92%
- wildlife/bird watching .....	66%	72%	- wildlife/bird watching .....	59%	73%
- four wheel driving .....	62%	31%	- four wheel driving .....	86%	39%
- mountain bicycling.....	45%	45%	- mountain bicycling.....	64%	65%
- jogging/running .....	48%	57%	- jogging/running .....	51%	54%
- horseback riding .....	48%	50%	- horseback riding .....	66%	77%
- bicycling.....	41%	49%	- bicycling.....	50%	49%
- hiking with pack stock.....	43%	47%	- hiking with pack stock.....	58%	63%
- high clearance vehicles.....	47%	25%	- high clearance vehicles.....	58%	30%
- cross country skiing.....	40%	44%	- cross country skiing.....	62%	65%
- motorized trail biking.....	40%	24%	- motorized trail biking.....	74%	30%
- dune buggies/sand rails .....	34%	19%	- dune buggies/sand rails .....	64%	19%
- ATV riding.....	41%	21%	- ATV riding.....	69%	25%
- snowmobiling.....	31%	21%	- snowmobiling.....	65%	30%
- competitive events.....	32%	30%	- competitive events.....	58%	26%

Survey Comparison

GENERAL PUBLIC	Motorized	Non-Motorized	TARGET GROUP	Motorized	Non-Motorized
<b>Most Important Trail Issues</b> (choose only three):			<b>Most Important Trail Issues</b> (choose only three):		
- lack of trail etiquette/ethics .....	38%	38%	- lack of trail etiquette/ethics .....	26%	36%
- too much litter and trash along trails.....	29%	23%	- too much litter and trash along trails.....	16%	9%
- erosion/deterioration of trails .....	23%	23%	- erosion/deterioration of trails .....	10%	23%
- lack of funding for trails.....	14%	22%	- lack of funding for trails.....	18%	52%
- not enough support facilities .....	20%	15%	- not enough support facilities .....	8%	7%
- too many different users on trails.....	16%	19%	- too many different users on trails.....	3%	15%
- closure of trails/roads .....	23%	12%	- closure of trails/roads .....	69%	11%
- not enough good information .....	14%	17%	- not enough good information .....	11%	5%
- loss of public access to trails.....	21%	11%	- loss of public access to trails.....	37%	36%
- inadequate trail maintenance.....	12%	14%	- inadequate trail maintenance.....	9%	33%
- lack of trails close to home.....	10%	15%	- lack of trails close to home.....	2%	11%
- lack of directional signage along trails.....	7%	13%	- lack of directional signage along trails.....	10%	9%
- trails too crowded.....	9%	11%	- trails too crowded.....	0%	10%
- safety on trails .....	7%	11%	- safety on trails .....	na	na
- not enough trails .....	8%	10%	- not enough trails .....	14%	10%
- security at the trailhead .....	7%	8%	- security at the trailhead .....	na	na
- lack of govt. support for my type of use ....	12%	3%	- lack of govt. support for my type of use ....	35%	4%
- poor condition of access roads to trails .....	5%	6%	- poor condition of access roads to trails .....	2%	8%
- lack of barrier-free trails			- lack of barrier-free trails		
for individuals with disabilities.....	6%	6%	for individuals with disabilities.....	2%	2%
- lack of directional signs to trailheads.....	4%	7%	- lack of directional signs to trailheads.....	1%	4%
- too much noise disturbance.....	4%	3%	- too much noise disturbance.....	1%	6%
- lack of public support for my type of use ....	6%	1%	- lack of public support for my type of use...16%		9%
			<i>na: This question was not asked on the Target Group survey.</i>		

Survey Comparison

GENERAL PUBLIC	Motorized	Non-Motorized	TARGET GROUP	Motorized	Non-Motorized
<b>Most Important Trail Management Needs</b> (very/extremely important)			<b>Most Important Trail Management Needs</b> (very/extremely important)		
- keep trails clean of litter/trash .....	89%	88%	- keep trails clean of litter/trash .....	81%	79%
- maintain existing trails .....	80%	89%	- maintain existing trails .....	83%	91%
- mitigate or repair damage.....	85%	82%	- mitigate or repair damage.....	71%	89%
- enforce rules and regulations .....	72%	75%	- enforce rules and regulations.....	65%	68%
- renovate deteriorated trails .....	64%	73%	- renovate deteriorated trails .....	60%	80%
- provide education/safety information .....	62%	67%	- provide education/safety information.....	60%	68%
- provide trail information, maps, etc. ....	57%	70%	- provide trail information, maps, etc. ....	55%	77%
- develop support facilities .....	52%	59%	- develop support facilities .....	39%	60%
- provide law enforcement.....	42%	51%	- provide law enforcement.....	33%	47%
- acquire land for trail access.....	40%	44%	- acquire land for trail access.....	72%	83%
- develop new trails .....	35%	45%	- develop new trails.....	56%	61%
- acquire land for new trails.....	29%	35%	- acquire land for new trails.....	53%	62%
- provide landscaping along trails/areas .....	15%	19%	- provide landscaping along trails/areas .....	11%	13%
<b>Single Most Important Trail Management Need</b> (choose only one)			<b>Single Most Important Trail Management Need</b> (choose only one)		
- maintain existing trails .....	16%	22%	- maintain existing trails .....	25%	32%
- keep trails clean of litter/trash .....	19%	16%	- keep trails clean of litter/trash .....	8%	3%
- enforce rules and regulations .....	13%	11%	- enforce rules and regulations.....	3%	2%
- provide law enforcement.....	8%	10%	- provide law enforcement.....	1%	2%
- provide education/safety information .....	8%	6%	- provide education/safety information.....	8%	6%
- acquire land for new trails.....	7%	7%	- acquire land for new trails.....	13%	14%
- provide trail information, maps, etc. ....	6%	6%	- provide trail information, maps, etc. ....	5%	10%
- develop new trails .....	6%	5%	- develop new trails.....	15%	5%
- develop support facilities .....	4%	6%	- develop support facilities .....	2%	5%
- renovate deteriorated trails .....	4%	4%	- renovate deteriorated trails .....	6%	4%
- acquire land for trail access.....	7%	2%	- acquire land for trail access.....	11%	18%
- mitigate/repair damage to trails/areas .....	3%	4%	- mitigate/repair damage to trails/areas .....	3%	1%
- provide landscaping along trails/areas .....	<1%	<1%	- provide landscaping along trails/areas .....	0%	0%

Survey Comparison

GENERAL PUBLIC	Motorized	Non-Motorized	TARGET GROUP	Motorized	Non-Motorized
<b>Would Use This Trail Support Facility</b> (may use/definitely use):			<b>Would Use This Trail Support Facility</b> (may use/definitely use):		
- trash cans/dumpsters .....	98%	99%	- trash cans/dumpsters .....	96%	97%
- drinking water .....	96%	97%	- drinking water .....	90%	92%
- restrooms .....	96%	98%	- restrooms .....	98%	98%
- trail signs .....	96%	98%	- trail signs .....	96%	100%
- parking space.....	91%	96%	- parking space.....	81%	60%
- picnic facilities .....	95%	96%	- picnic facilities .....	88%	98%
- shade structures/ramadas.....	88%	93%	- shade structures/ramadas.....	87%	94%
- developed campgrounds.....	87%	86%	- developed campgrounds.....	84%	82%
- remote camp sites (vehicle).....	86%	76%	- remote camp sites (vehicle).....	59%	84%
- trailheads/staging areas .....	82%	89%	- trailheads/staging areas .....	92%	95%
- group camping areas .....	77%	76%	- group camping areas .....	26%	42%
- showers.....	73%	69%	- showers.....	71%	74%
- remote camp sites (walk-in) .....	68%	73%	- remote camp sites (walk-in) .....	57%	83%
- shelters/warming huts.....	68%	74%	- shelters/warming huts.....	61%	79%
- RV sanitary dump station .....	57%	43%	- RV sanitary dump station .....	53%	19%
- equestrian areas .....	39%	42%	- equestrian areas .....	88%	98%
<b>Need for This Trail Support Facility</b> (moderate/extreme need):			<b>Need for This Trail Support Facility</b> (moderate/extreme need):		
- trash cans/dumpsters .....	80%	76%	- trash cans/dumpsters .....	74%	68%
- drinking water .....	78%	81%	- drinking water .....	43%	51%
- restrooms .....	73%	76%	- restrooms .....	66%	73%
- trail signs .....	69%	71%	- trail signs .....	76%	78%
- parking space.....	57%	62%	- parking space.....	43%	53%
- picnic facilities .....	63%	61%	- picnic facilities .....	40%	72%
- shade structures/ramadas.....	60%	64%	- shade structures/ramadas.....	58%	49%
- developed campgrounds.....	58%	56%	- developed campgrounds.....	51%	62%
- remote camp sites (vehicle).....	61%	53%	- remote camp sites (vehicle).....	59%	53%
- trailheads/staging areas .....	50%	47%	- trailheads/staging areas .....	63%	78%
- group camping areas .....	50%	49%	- group camping areas .....	29%	47%
- showers.....	52%	50%	- showers.....	43%	44%
- remote camp sites (walk-in) .....	48%	53%	- remote camp sites (walk-in) .....	32%	56%
- shelters/warming huts.....	46%	50%	- shelters/warming huts.....	43%	40%
- RV sanitary dump station .....	48%	41%	- RV sanitary dump station .....	45%	33%
- equestrian areas .....	39%	39%	- equestrian areas .....	68%	80%

Survey Comparison

GENERAL PUBLIC		Motorized	Non-Motorized	TARGET GROUP		Motorized	Non-Motorized				
<b>Importance of Trail Signs at Specific Locations</b> (very/extremely important)				<b>Importance of Trail Signs at Specific Locations</b> (very/extremely important)							
- at trailheads	.....	70%	.....	82%	- at trailheads	.....	70%	.....	90%		
- at intervals along the trail	.....	49%	.....	56%	- at intervals along the trail	.....	36%	.....	33%		
- at stream crossings	.....	44%	.....	55%	- at stream crossings	.....	27%	.....	29%		
- in washes	.....	45%	.....	56%	- in washes	.....	27%	.....	24%		
- at trail junctions	.....	76%	.....	87%	- at trail junctions	.....	72%	.....	89%		
<b>Adequacy of Number of Trail Signs</b>				<b>Adequacy of Number of Trail Signs</b>							
<b>• access/location signs</b>	too few	.....	30%	.....	26%	<b>• access/location signs</b>	too few	.....	47%	.....	36%
(how do I get there?)	just right	.....	66%	.....	73%	(how do I get there?)	just right	.....	50%	.....	62%
	too many	.....	4%	.....	1%		too many	.....	3%	.....	2%
<b>• information signs</b>	too few	.....	40%	.....	36%	<b>• information signs</b>	too few	.....	49%	.....	39%
(how many miles of trails?)	just right	.....	57%	.....	63%	(how many miles of trails?)	just right	.....	48%	.....	59%
	too many	.....	3%	.....	1%		too many	.....	3%	.....	2%
<b>• on-trail directional signs</b>	too few	.....	43%	.....	38%	<b>• on-trail directional signs</b>	too few	.....	55%	.....	40%
(am I still on the trail?)	just right	.....	53%	.....	61%	(am I still on the trail?)	just right	.....	42%	.....	58%
	too many	.....	4%	.....	1%		too many	.....	3%	.....	2%
<b>• education signs</b>	too few	.....	40%	.....	40%	<b>• education signs</b>	too few	.....	54%	.....	51%
(leave no trace, share the trail)	just right	.....	54%	.....	58%	(leave no trace, share the trail)	just right	.....	42%	.....	45%
	too many	.....	5%	.....	2%		too many	.....	4%	.....	4%
<b>• interpretive signs</b>	too few	.....	40%	.....	42%	<b>• interpretive signs</b>	too few	.....	50%	.....	54%
(historic/nature trail)	just right	.....	57%	.....	57%	(historic/nature trail)	just right	.....	46%	.....	44%
	too many	.....	3%	.....	1%		too many	.....	4%	.....	2%



Survey Comparison

<b>GENERAL PUBLIC</b>	<b>Motorized</b>	<b>Non-Motorized</b>	<b>TARGET GROUP</b>	<b>Motorized</b>	<b>Non-Motorized</b>
<b>Use of Information Sources to Plan Trail Trips</b>			<b>Use of Information Sources to Plan Trail Trips</b>		
- written materials (brochures, maps, etc.)	52%	47%	- written materials (brochures, maps, etc.)	23%	27%
- trail guide books	19%	36%	- trail guide books	15%	30%
- state highway map	27%	25%	- state highway map	14%	6%
- gather information along the way	29%	20%	- gather information along the way	11%	11%
- visitor information centers	20%	28%	- visitor information centers	65%	74%
- <i>Arizona Highways</i> magazine	21%	24%	- <i>Arizona Highways</i> magazine	18%	17%
- magazines, newspapers	17%	25%	- magazines, newspapers	8%	15%
- other sources (word of mouth, etc.)	21%	18%	- other sources (radio, TV, etc.)	2%	2%
- ADOT road signs	19%	16%	- ADOT road signs	38%	66%
- sporting goods/outdoor stores	11%	8%	- sporting goods/outdoor stores	9%	12%
- organized trail clubs/organizations	5%	8%	- organized trail clubs/organizations	73%	22%
- Internet	4%	8%	- Internet	21%	10%
- toll-free number	3%	2%	- toll-free number	2%	2%
- contact/telephone specific agencies	2%	2%	- contact/telephone specific agencies	9%	23%
<b>Use the Following Settings/Locations for Trail Activity Done Most Often</b>			<b>Use the Following Settings/Locations for Trail Activity Done Most Often</b>		
- in a city or town	11%	35%	- in a city or town	2%	21%
- just outside a city or town	22%	32%	- just outside a city or town	5%	32%
- rural areas	23%	21%	- rural areas	12%	19%
- remote areas	44%	13%	- remote areas	81%	28%
<b>Use the Following Settings/Locations for Trail Activity Enjoyed the Most</b>			<b>Use the Following Settings/Locations for Trail Activity Enjoyed the Most</b>		
- in a city or town	8%	18%	- in a city or town	0%	4%
- just outside a city or town	16%	27%	- just outside a city or town	3%	7%
- rural areas	22%	24%	- rural areas	10%	17%
- remote areas	54%	30%	- remote areas	87%	72%

Survey Comparison

GENERAL PUBLIC	Motorized	Non-Motorized	TARGET GROUP	Motorized	Non-Motorized
<b>Use of Motorized Vehicles on Unpaved Roads for Other Recreational Activities</b>			<b>Use of Motorized Vehicles on Unpaved Roads for Other Recreational Activities*</b>		
<ul style="list-style-type: none"> <li>• <b>accessing</b>      ATV (all terrain vehicle)..... 12%..... 4%</li> <li><b>non-motorized</b>    Other Motorized Vehicles..... 40%..... 45%</li> <li><b>trailheads</b></li> </ul>			<ul style="list-style-type: none"> <li>• <b>accessing</b>      ATV (all terrain vehicle)..... 24%..... 0%</li> <li><b>non-motorized</b>    4WD (truck, SUV)..... 47%..... 67%</li> <li><b>trailheads</b></li> <li>                         High Clearance (truck, van)..... 56%..... 79%</li> <li>                         Other (car, RV, motor bike) ..... 31%..... 62%</li> </ul>		
<ul style="list-style-type: none"> <li>• <b>accessing</b>      ATV (all terrain vehicle)..... 10%..... 2%</li> <li><b>fishing areas</b>    Other Motorized Vehicles..... 58%..... 44%</li> </ul>			<ul style="list-style-type: none"> <li>• <b>accessing</b>      ATV (all terrain vehicle)..... 17%..... 0%</li> <li><b>fishing areas</b>    4WD (truck, SUV)..... 44%..... 25%</li> <li>                         High Clearance (truck, van)..... 34%..... 38%</li> <li>                         Other (car, RV, motor bike) ..... 26%..... 37%</li> </ul>		
<ul style="list-style-type: none"> <li>• <b>accessing</b>      ATV (all terrain vehicle)..... 13%..... 4%</li> <li><b>hunting areas</b>    Other Motorized Vehicles..... 43%..... 24%</li> </ul>			<ul style="list-style-type: none"> <li>• <b>accessing</b>      ATV (all terrain vehicle)..... 38%..... 60%</li> <li><b>hunting areas</b>    4WD (truck, SUV)..... 40%..... 25%</li> <li>                         High Clearance (truck, van)..... 25%..... 15%</li> <li>                         Other (car, RV, motor bike) ..... 29%..... 9%</li> </ul>		
<ul style="list-style-type: none"> <li>• <b>watching</b>      ATV (all terrain vehicle)..... 11%..... 4%</li> <li><b>wildlife</b>            Other Motorized Vehicles..... 57%..... 55%</li> </ul>			<ul style="list-style-type: none"> <li>• <b>watching</b>      ATV (all terrain vehicle)..... 34%..... 20%</li> <li><b>wildlife</b>            4WD (truck, SUV)..... 50%..... 42%</li> <li>                         High Clearance (truck, van)..... 28%..... 54%</li> <li>                         Other (car, RV, motor bike) ..... 26%..... 41%</li> </ul>		
<ul style="list-style-type: none"> <li>• <b>driving</b>            ATV (all terrain vehicle)..... 21%..... 10%</li> <li><b>off-highway</b>      Other Motorized Vehicles..... 77%..... 68%</li> <li><b>for pleasure</b></li> </ul>			<ul style="list-style-type: none"> <li>• <b>driving</b>            ATV (all terrain vehicle)..... 83%..... 40%</li> <li><b>off-highway</b>      4WD (truck, SUV)..... 89%..... 47%</li> <li><b>for pleasure</b></li> <li>                         High Clearance (truck, van)..... 62%..... 46%</li> <li>                         Other (car, RV, motor bike) ..... 45%..... 31%</li> </ul>		
<ul style="list-style-type: none"> <li>• <b>visiting</b>            ATV (all terrain vehicle)..... 9%..... 4%</li> <li><b>historic /</b>            Other Motorized Vehicles..... 60%..... 59%</li> <li><b>archaeologic</b></li> <li><b>sites</b></li> </ul>			<ul style="list-style-type: none"> <li>• <b>visiting</b>            ATV (all terrain vehicle)..... 38%..... 20%</li> <li><b>historic /</b>            4WD (truck, SUV)..... 74%..... 53%</li> <li><b>archaeologic</b></li> <li><b>sites</b></li> <li>                         High Clearance (truck, van)..... 44%..... 51%</li> <li>                         Other (car, RV, motor bike) ..... 47%..... 56%</li> </ul>		
<b>Used unpaved roads for sightseeing or accessing trails in past year:</b> <b>All Arizonans 52% ..... non-users 16% ..... 71%..... 60%</b>			<ul style="list-style-type: none"> <li>• <b>camping</b>            ATV (all terrain vehicle)..... 52%..... 17%</li> <li>                         4WD (truck, SUV)..... 74%..... 77%</li> <li>                         High Clearance (truck, van)..... 63%..... 82%</li> <li>                         Other (car, RV, motor bike) ..... 78%..... 69%</li> </ul>		

\*The target group survey asked this question differently from the general public survey.

Survey Comparison

<b>GENERAL PUBLIC</b>	<b>Motorized</b>	<b>Non-Motorized</b>	<b>TARGET GROUP</b>	<b>Motorized</b>	<b>Non-Motorized</b>
<b><u>Motivations</u></b>			<b><u>Motivations</u></b>		
<b>Reasons for Using Trails</b> (agree/strongly agree)			<b>Reasons for Using Trails</b> (agree/strongly agree)		
- observe the scenic beauty.....	98%	98%	- observe the scenic beauty.....	98%	100%
- enjoy sounds/smells of nature .....	97%	97%	- enjoy sounds/smells of nature .....	94%	100%
- be away from crowds .....	94%	92%	- be away from crowds .....	94%	97%
- enjoy the solitude .....	94%	92%	- enjoy the solitude .....	90%	98%
- be in the mountains .....	98%	96%	- be in the mountains .....	98%	98%
- be by a river or stream.....	94%	94%	- be by a river or stream.....	90%	90%
- explore new areas.....	92%	93%	- explore new areas.....	99%	99%
- improve physical health .....	91%	93%	- improve physical health .....	82%	99%
- be by a lake.....	94%	91%	- be by a lake.....	88%	77%
- be with friends/family .....	90%	91%	- be with friends/family .....	92%	89%
- help reduce/release built up tensions.....	88%	89%	- help reduce/release built up tensions.....	84%	92%
- be with others who enjoy the same things I do.....	88%	91%	- be with others who enjoy the same things I do.....	95%	83%
- be in desirable temperatures.....	86%	87%	- be in desirable temperatures.....	88%	90%
- get away from everyday responsibilities.....	86%	84%	- get away from everyday responsibilities.....	93%	89%
- learn more about nature.....	85%	91%	- learn more about nature.....	87%	96%
- experience local culture and history.....	84%	89%	- experience local culture and history.....	82%	85%
- to experience adventure/excitement.....	79%	78%	- to experience adventure/excitement.....	91%	85%
- do things on my own .....	78%	76%	- do things on my own .....	84%	88%
- for a greater sense of spiritual being .....	71%	76%	- for a greater sense of spiritual being .....	69%	83%
- be in the desert .....	76%	78%	- be in the desert.....	86%	84%
- develop my skills and abilities .....	72%	74%	- develop my skills and abilities .....	86%	76%
- experience self-reliance.....	70%	70%	- experience self-reliance.....	79%	84%
- for the challenge or sport.....	61%	61%	- for the challenge or sport.....	87%	73%
- to test my equipment .....	34%	26%	- to test my equipment .....	60%	25%
- to show others I could do it .....	24%	24%	- to show others I could do it .....	31%	19%



Survey Comparison

GENERAL PUBLIC	Motorized	Non-Motorized	TARGET GROUP	Motorized	Non-Motorized
<b><u>Other Related Information</u></b>			<b><u>Other Related Information</u></b>		
• would pay a user fee for trails.....	66%	73%	• would pay a user fee for trails .....	74%	74%
• concerned with other trail users' behaviors*.....	82%	81%	• concerned with other trail users' behaviors*.....	93%	93%
too much litter/trash along trails .....	53%		too much litter/trash along trails .....	53%	
lack of respect for the environment.....	12%		lack of respect for the environment.....	51%	
rude, inconsiderate people.....	6%		rude, inconsiderate people.....	23%	
safety .....	5%		safety .....	11%	
crowding/noise .....	5%		crowding/noise .....	17%	
motorized vehicles (irritating, destructive) ....	5%		motorized vehicles (irritating, destructive) ....	16%	
vandalism/graffiti .....	4%		vandalism/graffiti .....	12%	
loud, obnoxious parties/substance abuse .....	3%		loud, obnoxious parties/substance abuse.....	4%	
aggressive/unleashed dogs .....	2%		aggressive/unleashed dogs .....	5%	
human/animal waste along trails.....	1%		human/animal waste along trails.....	4%	
• aware of Arizona's OHV Program .....	31%	25%	• aware of Arizona's OHV Program .....	85%	88%
• aware of Arizona's Trails Program.....	53%	43%	• aware of Arizona's Trails Program .....	78%	95%
• in the last 5 years, have been aware of or received notice of public meetings re public lands.....	25%	21%	• in the last 5 years, have been aware of or received notice of public meetings re public lands .....	70%	90%
• in the last 5 years have attended public meetings re public lands .....	10%	10%	• in the last 5 years have attended public meetings re public lands .....	66%	85%
• belong to a trail or riding club or organization.....	3%	8%	• belong to a trail or riding club or organization.....	83%	53%
			• employed by a governmental agency .....	21%	68%
(* percentages for listed behaviors of concern are combined responses of motorized/non-motorized users)					

## Focus Group Regional Priorities

Due to the diversity of trail and OHV resource needs and issues in Arizona, it is important to recognize the priorities specific to each region of the state. Focus group workshops were conducted separately for motorized trail users, non-motorized trail users and for agency personnel in several regions of the state.

After brainstorming and discussing dozens of issues, needs and ideas, participants were asked to select their top three priorities. By tallying the participants' selections, the top priorities from each workshop emerged. The top five priorities from each regional meeting are listed below.

The top five priorities for users and for managers from each regional workshop follow.



### MOTORIZED

#### CENTRAL ARIZONA (Phoenix)

##### Motorized Trail Users

1. Need more OHV maps and information; "where can I ride?"
2. Develop coalitions between motorized and non-motorized users; grassroots advocacy
3. Need OHV areas close to home (within 1/2 hour)
4. Simplify process for competitive commercial events and for permits to OHV areas
5. Protect existing roads, trails and areas from closure; secure access

##### Managers

1. Establish an interagency coordination effort for OHV planning, development, management and enforcement, especially on a regional basis
2. Renovate existing trails before building new ones on federal lands
3. Need more educational information, especially at trailheads and staging areas
4. Promote legislation to standardize ATV/OHV rules and regulations
5. Need funds (grants) for operation and maintenance of OHV facilities



### NON-MOTORIZED

#### CENTRAL ARIZONA (Phoenix)

##### Non-Motorized Trail Users

1. Establish an interagency group between agencies to coordinate regional planning, share resources, and present educational information in a consistent manner
2. Develop regional maps that show all trails, connections and contacts across jurisdictions
3. Protect and acquire trail access, urban fringes/corridors; utilize AZ Preserve Initiative
4. Provide trail opportunities close to home
5. Establish an interconnected network of trails throughout the valley; regional system

##### Managers

1. Establish an interagency coordination effort for trail planning, development and management, especially between municipalities
2. Renovate existing trails before building new ones on federal lands
3. Provide more trail etiquette and educational information, especially at trailheads
4. Coordinate and maintain a consistent trail signage program; vandalism is a problem
5. Counties and cities need to establish "trail coordinator" positions



### NORTHERN ARIZONA (Flagstaff)

#### Motorized Trail Users

1. Establish regional multi-use coalitions to develop unified, grassroots solutions and to disseminate information
2. Establish a policy of “no net loss” of recreational trails, roads and access from this date
3. Improve the communication and relationship with the Forest Service; agency resistance
4. Need more education, information and signs
5. Losing trails and roads for motorized use without due process or public involvement

#### Managers

1. Establish a state-adopted trail rating system for level of difficulty and type of use
2. Protect and resolve access problems due to development; establish ordinances with “teeth”
3. Incorporate wildlife needs into OHV planning and management to reduce impacts and protect wildlife water sources
4. Establish consistency for OHV rules and regulations
5. Reduce restrictions within grants for planning (NEPA, engineering)

### EASTERN ARIZONA (Lakeside)

#### Motorized Trail Users

1. Design multiple use trails with adequate signs and amenities
2. Develop maps and brochures with information on where to ride
3. Make education programs a high priority
4. Establish consistent application and enforcement of OHV regulations; chronic harassment of ATVs and non-street-legal vehicles is a problem
5. Leave roads and trails the way they are; no maintenance, no closures



### NORTHERN ARIZONA (Flagstaff)

#### Non-Motorized Trail Users

1. Find a balance between maintaining existing trails and developing new trails
2. For State Parks’ trails grant program, have maintenance and reconstruction projects compete in a separate category from new trail development
3. Explore more multiple-use trail opportunities to reduce new construction
4. For next 5 years, put emphasis on maintaining what already exists
5. Need to get more trail etiquette and environmental ethics information out to users

#### Managers

1. Establish a state-adopted trail rating system for level of difficulty and type of use
2. Protect and resolve access problems due to development; establish ordinances with “teeth”
3. Include wildlife needs in trail planning, especially around water sources; reduce impacts
4. Use Heritage Funds to support trailhead facilities
5. Trail needs—maintenance or new construction—should be dictated by local needs

### EASTERN ARIZONA (Lakeside)

#### Non-Motorized Trail Users

1. Establish a professional mobile trail crew to develop and maintain trails in Arizona
2. Cultivate a tolerance for other trail users through education, meetings and signing
3. Find a balance between the differing needs regarding levels of trail maintenance (well groomed vs primitive)
4. Protect trail access; losing access due to development
5. Establish trail system links and networks with other communities



### EASTERN ARIZONA (Lakeside) cont.'

#### Managers

1. Simplify the State Parks' grant application process
2. Develop educational materials and programs, especially curricula for schools/teachers; more outreach to youth-oriented groups and programs on trail etiquette
3. Develop a regional map of all trails and connections in area; keep simple and legible
4. Need funding for maintenance; cannot maintain what exists with declining budgets
5. Need new trails for growing population and high use tourist areas; specialized trails

### SOUTHERN ARIZONA (Tucson)

#### Motorized Trail Users

1. Develop more single track routes
2. Secure easement from Pima Motorsports Park to the Santa Rita Mountains
3. Provide more long-distance trails; complete the Great Western Trail
4. Develop a maintenance program modeled after Colorado
5. Encourage proactive relationships between OHV users and land managers

#### Managers

1. Protect access to public lands; balance access with resource protection, especially near urban interface
2. Help the public become more involved with trail planning by providing quality information so users can make informed decisions
3. Provide more funding for support facilities, signs and maintenance; can't keep up with the backlog
4. Develop collaborative efforts with developers before access to trails are blocked and before development begins; educate developers on trail benefits/economics
5. Establish a state clearinghouse as a means to get various volunteers/agencies together to accomplish trails projects; model a program after the Site Steward Program



### EASTERN ARIZONA (Lakeside) cont.'

#### Managers

1. Simplify the State Parks' grant application process
2. Develop educational materials and programs on trail etiquette; especially curricula for schools/teachers; more outreach to youth-oriented groups and programs
3. Develop a regional map of all trails and connections in area; keep simple and legible
4. Need funding for trail maintenance; cannot maintain what exists with declining budgets
5. Need new trails for growing population and tourist areas

### SOUTHERN ARIZONA (Tucson)

#### Non-Motorized Trail Users

1. Protect access and trails through acquisition, legislation and ordinances, especially from urban areas to natural areas and open space; access is a higher priority than trail amenities
2. Need funding for trail maintenance; users should participate
3. Develop spur trails from the Arizona Trail to points of interest
4. Work with the State Land Department to effect a change in attitude toward recreational use and trails on State Trust Land
5. Trail needs are changing; need better planning and design to accommodate user needs

#### Managers

1. Protect access to public lands; balance access with resource protection, especially near urban interface
2. Help the public become more involved with trail planning by providing quality information so users can make informed decisions
3. Provide more funding for support facilities, signs and maintenance; can't keep up with the backlog
4. Develop collaborative efforts with developers before access to trails are blocked and before development begins; educate developers on trail benefits/economics
5. Establish a state clearinghouse as a means to get various volunteers and agencies together to accomplish trail projects; model a program after the Site Steward Program


**WESTERN ARIZONA (Lake Havasu City)**
**Motorized Trail Users**

1. Establish a grants program for non-profit organizations; make monies available to volunteer groups to expedite projects; agencies take forever
2. Simplify the grants application process; make it more user-friendly
3. Keep existing trails and roads open to OHV use
4. Re-evaluate vehicular access to vistas and destination points to accommodate people with disabilities and limited mobility
5. Need camping areas with facilities for OHV use

**Managers**

1. Establish interagency coordination efforts for regional OHV planning; need more public involvement and consensus building
2. Protect trails, access and open space; losing these due to growth and development
3. Maintain the challenge in trails and roads; leave obstacles in place
4. Provide more trail opportunities in western AZ; rapid growth is creating more demand
5. Provide grant funding for NEPA and related costs for trail/OHV projects

**STATEWIDE Workshop (Phoenix)**
**All Attendees**

1. Need to provide more trails and OHV areas close to home
2. New trail/OHV development is needed to keep up with citizen demand and growing areas, especially in western Arizona
3. Keep existing trails and roads open; this plan should have as its highest priority that Arizonans always have trails to use
4. Develop a trail rating system that identifies level of difficulty and type of use
5. Remain committed to completing the Great Western Trail


**WESTERN ARIZONA (Lake Havasu City)**
**Non-Motorized Trail Users**

1. Establish a grants program for non-profit organizations; make monies available to volunteer groups to expedite projects; agencies take forever
2. Simplify the grant application process; make it more user friendly
3. Provide more trail hiking opportunities for solitude experiences, especially in western Arizona
4. Provide more detailed maps and information; cater to various users
5. Make the Lake Shore Trail a reality

**Managers**

1. Establish interagency coordination efforts for regional trail planning, especially around the Lake Havasu City area; need more public involvement and more consensus building
2. Protect trails, access and open space; losing these due to growth/development
3. Maintain the challenge in trails and roads; leave obstacles in place
4. Provide more trail opportunities in western AZ; rapid growth is creating more demand
5. Provide funding for NEPA and related costs

**STATEWIDE Workshop (Phoenix)**
**All Attendees**

1. Need to provide more trails close to home
2. New trail development is needed to keep up with citizen demand and growing areas, especially in western Arizona
3. Keep existing trails open; this plan should have as its highest priority that Arizonans always have trails to use
4. Develop a trail rating system that identifies level of difficulty and type of use
5. Remain committed to completing the Arizona Trail

## Arizona State Trails System Summary

As part of its ongoing planning process, Arizona State Parks coordinates the Arizona State Trails System as mandated by legislation ( A.R.S. § 41-511.23). The State Trails System:

*“ 1. Identifies on a statewide basis the general location and extent of significant trail routes, areas and complimentary facilities,” and*

*“2. Assesses the physical condition of the systems.”*

The statute also states *“ . . . trail systems means coordinated systems of trails for this state.”*

Rather than identify trails and assess their condition once every five years (in conjunction with the state trails plan), Arizona State Parks, with the help of its volunteer force, updates the State Trails System database at least annually and publishes the results in the State Trails Guide.

The State Trails System was established to recognize and promote non-motorized trails of special interest or significance to Arizona’s residents and visitors. This system consists of non-motorized trails that are managed mostly by partners of Arizona State Parks.

Trails within the State Trails System are classified as Urban, Recreation, Interpretive, Cross-State and/or Historic. For trails, both existing and proposed, to be included in the State Trails System, they must go through a nomination process. This process begins when the trail land owner submits trail nomination and nomination criteria forms for review by Arizona State Parks staff and the State Trails

System subcommittee of the Arizona State Committee On Trails (ASCOT). Recommendations are forwarded to the Arizona State Parks Board for review and final approval.

Upon approval, trails become part of the State Trails System. These trails are then eligible to receive Arizona Heritage Fund trail grants and, when construction is completed, are published in the Arizona State Trails Guide, unless specifically requested to be unpublished by the land owner.

It should be noted that this is by no means a comprehensive inventory of trails found in Arizona; it only includes those trails nominated and accepted into the State Trails System.

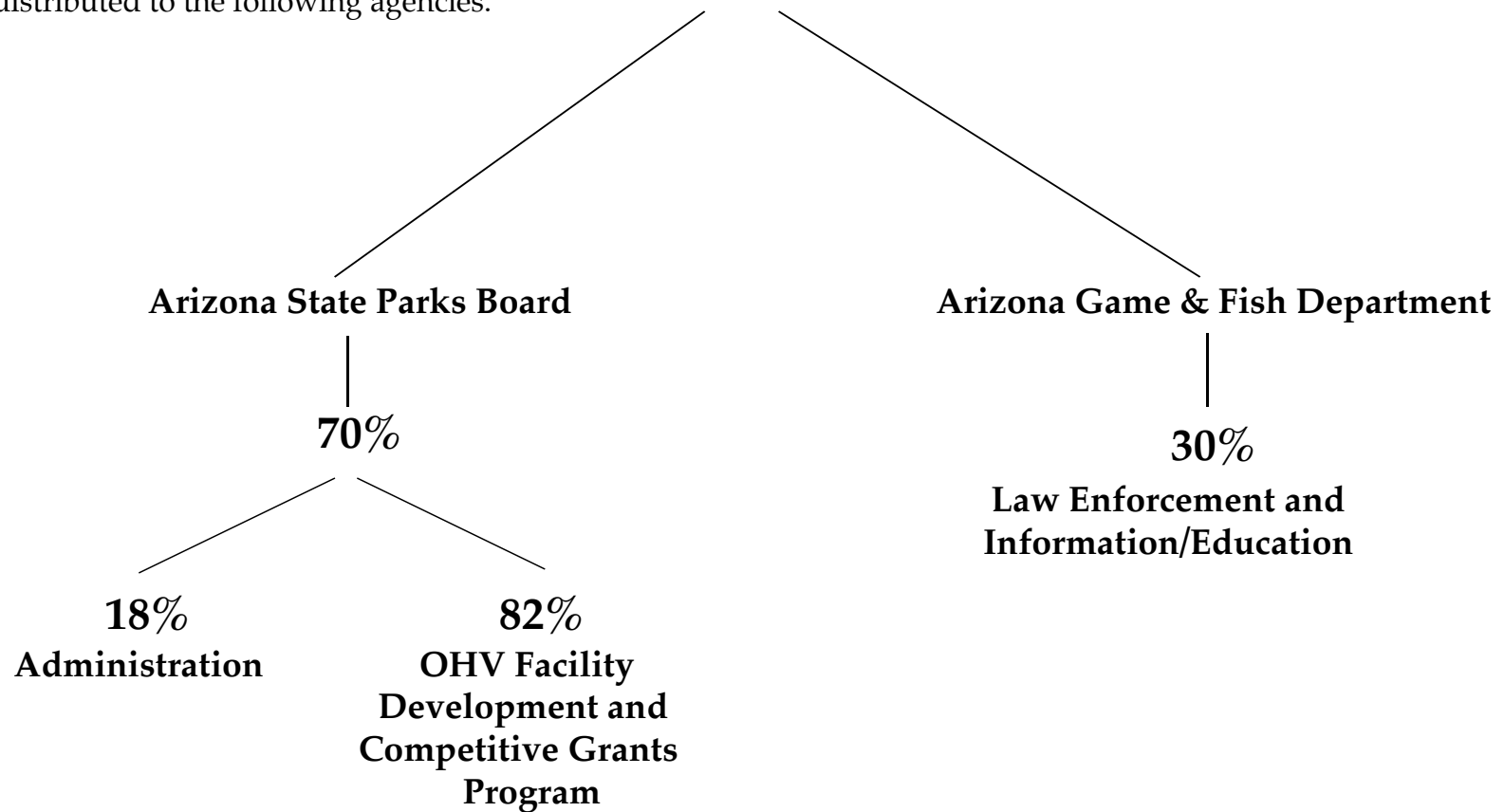
The State Trails Guide published by Arizona State Parks is divided into four regional publications that contain information such as trail ethics and safety guidelines, general trail location maps, trail managing agency, trail access information, trail highlights, recommended season of use, recommended activities and additional contact information regarding the trails. The Guide is intended to be used by outdoor recreation enthusiasts as an introduction to trails found in the State Trails System.

In 1994 the third edition of the State Trails Guide was published and can be purchased through Arizona State Parks. Supplements are published as needed to update the Guide. An update to the Guide is planned in FY 2000.

As of July 1999, the State Trails System consisted of 632 existing and proposed trails encompassing 4,350 miles; this includes trails proposed for construction. The State Trails Guide currently includes 528 existing trails that total 3,700 miles.

## Off-Highway Vehicle Recreation Fund Summary

Each year, the Off-Highway Vehicle Recreation Fund (A.R.S. § 28-1176) is allocated 0.55% of the motor vehicle fuel tax (A.R.S. § 28-5617) received by the State of Arizona into the Highway User Revenue Fund. The OHV Recreation Fund is then distributed to the following agencies.



## ESTABLISHING LEGISLATION AND AMENDMENTS

### ARIZONA REVISED STATUTES 1998 Cumulative Pocket Part Supplementing 1998 main volume

#### TITLE 28, CHAPTER 3 ARTICLE 20. OFF-HIGHWAY VEHICLES

##### § 28-1176. Off-Highway Vehicle Recreation Fund

A. An Off-Highway Vehicle Recreation Fund is established.  
The fund consists of:

1. Monies appropriated by the legislature.
2. Monies deposited pursuant to § 28-5617.
3. Federal grants and private gifts.
4. Matching monies from federal, state, local or private entities.

B. Monies in the Off-Highway Vehicle Recreation Fund are appropriated to the Arizona State Parks Board solely for the purposes provided in this Article. Interest earned on monies in the fund shall be credited to the fund. Monies in the Off-Highway Vehicle Recreation Fund are exempt from the provisions of § 35-190 relating to lapsing of appropriation.

C. The Arizona Game and Fish Department shall spend thirty percent of the monies in the Off-Highway Vehicle Recreation Fund for an informational and educational program on off-highway vehicle recreation and law enforcement activities relating to this Article and for off-highway vehicle law enforcement pursuant to Title 17, Chapter 4, Article 3.<sup>1</sup>

D. On or before December 31 of each year, the Arizona Game and Fish Department shall submit an annual report to the president of the Senate, the speaker of the House of Representatives and the chairmen of the Senate and House of Representatives committees on transportation or their successor committees. The annual report shall include information on:

1. The amount of monies spent or encumbered in the fund during the preceding fiscal year for the purposes of law enforcement activities.
2. The amount of monies spent from the fund during the preceding fiscal year for employee services.
3. The number of full-time employees employed in the preceding fiscal year in connection with law enforcement activities.

E. The Arizona State Parks Board shall spend seventy percent of the monies in the Off-Highway Vehicle Recreation Fund for the following purposes:

1. No more than eighteen percent to fund staff support to plan and administer the Off-Highway Vehicle Recreation Fund.
2. To establish a facility development program based on the priorities established in the off-highway vehicle plan.
3. To establish a matching fund program for funding off highway related law enforcement, informational and environmental education programs, mitigation of environmental damage, facility development, land acquisition and construction of off-highway vehicle related facilities.

F. The allocation of the monies in the matching fund program prescribed in Subsection E, Paragraph 3 of this Section and the percentages allocated to each of the purposes prescribed in the program shall be determined by an off-highway vehicle plan prepared by the Arizona Outdoor Recreation Coordinating Commission and approved by the State Parks Board.

G. Monies in the matching fund program established under Subsection E, Paragraph 3 of this Section shall be distributed in an amount determined by the Arizona Outdoor Recreation Coordinating Commission to a qualified state or federal agency, city, town, county or tribal government. The Arizona State Parks Board may require additional matching monies that may be direct monies or in-kind services from these entities before the distribution pursuant to this Subsection.

H. Agencies receiving monies under this Section shall use the monies:

1. To designate, construct, maintain and manage off-highway vehicle recreation facilities, off-highway vehicle use areas and off-highway vehicle trails within land under the jurisdiction of the particular agency.
2. For enforcement of off-highway vehicle laws.
3. For mitigation of damages to land.
4. For off-highway vehicle related environmental education.

I. The Arizona Outdoor Recreation Coordinating Commission shall examine applications for eligible projects and determine the amount of funding, if any, for each project.

J. The Arizona State Parks Board shall annually report to the Legislature the expenditures made for the projects in conjunction with the report required by § 41-511.12. The annual report shall include the amount of monies spent or encumbered during the preceding fiscal year for the purposes described in Subsection E of this Section.

*Amended by Laws 1998, Ch. 20, § 1.*

*<sup>1</sup>Section 17-451 et seq.*

## CHAPTER 16

### § 28-5617. Transfer; Off-Highway Vehicle Recreation Fund

Fifty-five one hundredths of one percent of the total license taxes on motor vehicle fuel shall be transferred from the monies collected pursuant to § 28-3606 to the Off-Highway Vehicle Recreation Fund established by § 28-1176 on a monthly basis.

*Added by Laws 1995, Ch. 132, § 3, eff. Oct. 1, 1997. Amended by Laws 1996, Ch. 76, § 222, eff. Oct. 1, 1997.*

*Historical and Statutory Notes*

*Source: A.R.S. former § 28-1502.03.*

*Laws 1991, Ch. 267, § 2.*

## TITLE 41, CHAPTER 3

### ARTICLE 1. ARIZONA STATE PARKS BOARD

#### § 41-511.04. Duties; Board; partnership fund; state historic preservation officer

*Text of section amended by Laws 1998, Ch. 20; and Ch 242, effective July 1, 1999.*

A. The Board shall:

. . . 20. Maintain a statewide off-highway vehicle recreational plan which shall be updated at least once every six years and shall be used by all participating agencies to guide distribution and expenditure of monies under § 28-1176.

## TITLE 41, CHAPTER 3

### ARTICLE 1. ARIZONA STATE PARKS BOARD HERITAGE FUND

*Article 1 was added by initiative measure approved by electors at the November 6, 1990 general election, as proclaimed by the Governor on November 26, 1990.*

#### § 41-501. Definitions; Heritage Fund

In this Article:

. . . 2. “Trails” are those trails for non-motorized use nominated for inclusion in the state trails system, including urban, cross-state, recreation, interpretive or historic trails.

#### § 41-502. Establishment of fund

A. The Arizona State Parks Board Heritage Fund is established in the office of the State Treasurer consisting of monies deposited from the State Lottery Fund pursuant to § 5-522 and interest earned on those monies.

B. The fund shall be administered by the Arizona State Parks Board and is not subject to appropriation. Expenditures from the fund are not subject to additional approval notwithstanding any provision of § 41-511.05, § 41-511.11 or any other statutory provision to the contrary. Monies received pursuant to § 5-522 shall be deposited directly with the Arizona State Parks Board Heritage Fund. On notice from the Arizona State Parks Board, the State Treasurer shall invest monies in the fund as provided in § 35-311. The State Treasurer shall credit monies earned from those investments to the fund.

C. The Board shall not use its rights of eminent domain under § 41-511.06 to acquire property to be paid for with monies from the Arizona State Parks Board Heritage Fund.

D. All monies in the Arizona State Parks Board Heritage Fund shall be spent by the Arizona State Parks Board only for the purposes and in the percentages set forth in this Article. In no event shall any monies in the fund revert to the state general fund and monies in the fund are exempt from the provisions of § 35-190, relating to lapsing of appropriations.

### § 41-503. Expenditures from fund; purpose and amounts

A. Monies in the fund for local, regional and state trails, parks, outdoor recreation and open space shall consist of:

1. Five per cent of monies received pursuant to § 5-522 shall be spent on local, regional and state trails.
2. Thirty-five per cent of monies received pursuant to § 5-522 shall be spent on local, regional or state parks, for outdoor recreation and open space.

B. Arizona State Parks Board Heritage Fund monies allocated pursuant to Subsection A, Paragraphs 1 and 2 of this Section shall be spent in accordance with § 41-511.25 and shall be available as matching funds.

C. No entity receiving funds under Subsections A and B of this Section shall receive more than twenty percent of the monies available in any fiscal year.

D. Monies received pursuant to § 5-522 shall be spent as follows:

1. Seventeen percent on acquisition of natural areas.
2. Four percent of monies on maintenance, operation and management of natural areas administered by the Arizona State Parks Board.
3. Seventeen percent of monies on local, regional and state historic preservation projects. Monies provided under this Paragraph shall be administered by the Arizona State Parks Board through the State Historic Preservation Officer.
4. Seventeen percent of monies on state park acquisition or development.
5. Five percent on environmental education.

E. All monies earned as interest on monies received pursuant to § 5-522 shall be spent only in the percentages and for the purposes described in Subsections A through D of this Section or for costs of administering the Arizona State Parks Board Heritage Fund in such amounts as determined by the Arizona State Parks Board.

F. On or before December 31 each year the Board shall submit its annual report to the president of the senate, the speaker of the house of representatives and the chairmen of the senate and house of representatives committees on natural resources and agriculture, or their successor committees. The annual report shall include information on:

1. The amount of monies spent or encumbered in the fund during the preceding fiscal year and a summary of the projects, activities and expenditures relating to:
  - (a) Local, regional and state trails.
  - (b) Local, regional or state parks for outdoor recreation and open space.
  - (c) Natural areas, including acquisition and maintenance, operation and management of natural areas.
  - (d) Local, regional and state historic preservation projects.
  - (e) State Parks acquisition and development.
  - (f) Environmental education.
2. The number and location of parcels of property acquired during the preceding fiscal year.
3. For personal and real properties acquired with fund monies during the preceding fiscal year, the amount of property tax revenue paid to this state and political subdivisions of this state during the last full tax year prior to acquisition.
4. The amount of money spent from the fund during the preceding fiscal year for employee personal services.
5. The number of full-time employees employed in the preceding fiscal year in connection with property acquisition, including survey, appraisal and other related activities.

#### *Historical and Statutory Notes*

*Proposition 200, based on an initiative measure, providing for annual funding from State Lottery revenues for the State Parks Board and the Arizona Game and Fish Commission Heritage Fund, was approved by the electors at the November 6, 1990 general election, as proclaimed by the Governor on November 26, 1990.*

*Section 1 of Proposition 200 (1990) provided:*

*"Declaration of policy*

*A. The people of Arizona believe it is in the best interest of the general economy and welfare of Arizona and its citizens to set aside adequate state funds on an annual basis to preserve, protect and enhance Arizona's natural and cultural heritage, wildlife, biological diversity, scenic wonder and environment and provide new opportunities for outdoor recreation in Arizona.*

*B. It is the intention and desire of the people of Arizona in enacting this statute by initiative that the funds provided hereby are in addition to and separate from other funds that are now and shall be annually appropriated by the Legislature."*

**ARTICLE 1.1 ARIZONA STATE PARKS BOARD****§ 41-511.04. Duties; Board; partnership fund; state historic preservation officer**

*Text of section amended by Laws 1998, Ch. 20; Ch 242, effective July 1, 1999.*

## A. The Board shall:

. . . 2. Manage, develop and operate state parks, monuments or trails established or acquired pursuant to law, or previously granted to the state for park or recreation purposes, except those falling under the jurisdiction of other state agencies as established by law.

3. Investigate lands owned by the state to determine in cooperation with the agency that manages the land which tracts should be set aside and dedicated for use as state parks, monuments or trails.

4. Investigate federally owned lands to determine their desirability for use as state parks, monuments or trails and negotiate with the federal agency having jurisdiction over such lands for the transfer of title to the Arizona State Parks Board.

5. Investigate privately owned lands to determine their desirability for use as state parks, monuments or trails and negotiate with private owners for the transfer of title to the Arizona State Parks Board.

6. Enter into agreements with the United States, other states or local governmental units, private societies or persons for the development and protection of state parks, monuments or trails.

. . . 15. Prepare, maintain and update a comprehensive plan for the development of the outdoor recreation resources of this state.

16. Initiate and carry out studies to determine the recreational needs of this state and the counties, cities and towns.

17. Coordinate recreational plans and developments of federal, state, county, city, town and private agencies.

. . . 20. Maintain a statewide off-highway vehicle recreational plan which shall be updated at least once every six years and shall be used by all participating agencies to guide distribution and expenditure of monies under § 28-1176.

**§ 41-511.22. Trail systems plan; deposit of monies; definition**

## A. The Board shall prepare a trail systems plan that:

1. Identifies on a statewide basis the general location and extent of significant trail routes, areas and complementary facilities.

2. Assesses the physical condition of the systems.

3. Assesses usage of trails.

4. Describes specific policies, standards and criteria to be followed in adopting, developing, operating and maintaining trails in the systems.

5. Recommends to federal, state, regional, local and tribal agencies and to the private sector actions which will enhance the trail systems.

## B. The plan shall be revised at least once every five years.

C. Monies from gifts, grants and other donations received by the Board for the trail systems plan shall be deposited in a separate account of the State Parks fund established by § 41-511.11 and may be allocated by the Board for special trail project priorities established annually by the Board.

D. Monies deposited in the State Parks fund account shall be used for providing state monies up to an amount equal to the amount of cash, materials and labor from any other source for the planning, acquisition, maintenance or operation of the trail and for administrative expenses of not more than twenty percent of total account monies.

E. For purposes of this Section, “trail systems” means coordinated systems of trails in this state.

*Added by Laws 1989, Ch. 204, § 2. Amended by Laws 1997, Ch. 58, § 18.*