

Chapter 5

Accomplishments and Trends Over The Past Five Years



“To learn something new, take the path you took yesterday.”

John Burroughs, American essayist and naturalist, 1837-1921

Chapter 5: Accomplishments and Trends Over the Past Five Years

There have been significant accomplishments in trail advocacy, trail information and trail improvements in Arizona over the past five years. Substantial progress was made on the long-distance Arizona Trail and the Great Western Trail. There were also numerous successful trail partnerships made since 2000. This chapter highlights some of the accomplishments of the past five years. This chapter also demonstrates how Arizona State Parks has distributed trail funds according to the priority recommendations of the ARIZONA TRAILS 2000 PLAN.

In addition, the *Trails 2005: A Study of Arizona's Motorized and Nonmotorized Trail Users Survey* followed the well-received ARIZONA TRAILS 2000 PLAN and incorporated many of the same questions. This allows for trend analysis and comparison through the years. It also summarizes the differences and similarities of the findings of the two plans.

Accomplishments of the Off-Highway Vehicle Program

***"Nature Rules. Stay on the trails."* Education Campaign**
In June 2001, Arizona State Parks, represented by Cooley Advertising and Public Relations, launched an OHV educational campaign known as "*Nature Rules. Stay on the trails.*" This multi-media statewide campaign was in response to one of the top priority recommendations in the TRAILS 2000 PLAN, "Promote Trail Etiquette and Environmental

Ethics." Arizona State Parks staff and Cooley PR developed a marketing plan and educational ads for television, radio and print media after conferring with partner agencies and OHV organizations regarding the campaign direction and message content.

The purpose of the campaign was to educate OHV users toward responsible use and respectful recreational attitudes and behaviors. The primary targets for this campaign were adults (≥ 18 years of age) who own and use a recreational off-highway vehicle, and specifically males 18-44 years of age. The campaign was further supported by use of outdoor mediums such as billboards, brochures and trail signage, a comprehensive website accessed on the State Parks' homepage, extensive public relations efforts, and a quarterly newsletter, *TrailScape*, to facilitate open discussions among OHV clubs about key issues. Booths were staffed at many special events.



The second year of the campaign built upon the successes of the first year and expanded the campaign in new directions. Through new TV, radio and print ads, the second year addressed the consequences when OHV recreationists do not stay on designated trails (i.e., area/trail closures, environmental damage, personal injuries, vehicular repairs). New billboard ads were placed along major highways and in four Cactus League baseball stadiums in Phoenix.

The second year also included a series of hands-on four-wheel drive training clinics for new and intermediate four-wheel drive owners and a week-long OHV Management Workshop to bring together land managers and OHV groups to discuss specific issues and establish a common direction for the future.

This educational effort was to be a long-term campaign designed to not only make people more aware of responsible OHV use, but also to change behaviors. Evaluations of the campaign demonstrated successful results, but due to the Legislative sweep of the OHV Recreation Fund, the program was only funded for two years. On a positive note, many of the ads are still in use statewide as public service announcements.

Partnerships

As a result of the last planning process for TRAILS 2000, State Parks modified how Arizona’s two motorized trail fund sources administered by State Parks were allocated. The federal partners said they needed to undertake a public involvement process to revise their land management plans to incorporate OHV recreational use management strategies. Both federal and state agencies expressed the need to conduct inventories of OHV routes and implement a determination process of which routes were environmentally and culturally sound.

State Parks entered into partnership agreements with the Bureau of Land Management, U.S. Forest Service and State Land Department to conduct these planning and inventory projects, also requiring them to complete on-the-ground projects such as signing designated routes, improving access and staging areas and creating new trail maps. Three years of the State OHV Recreation Fund were allocated to these efforts, but due to the Legislative sweep of the fund, State Parks was required to cancel the agreements in the second year and turn over any unspent monies to the General Fund. Unfortunately, less than two years of the agreement scopes of work were accomplished. In addition, loss of the OHV Recreation Fund terminated not only State Parks’ OHV Program and staff, but also a substantial part of the Game and Fish Department’s and State Land Department’s OHV management efforts.

Grants

The Arizona State Parks Board awards competitive grants to eligible entities to support motorized trail projects across the State. The grants are recommended to the Arizona State Parks Board by the Off-Highway Vehicle Advisory Group (OHVAG). A task force representing all land management agencies and trail user types was formed to develop criteria based on the needs identified in the *ARIZONA TRAILS 2000 PLAN* for rating motorized grant applications for the next five years. Following are the criterion developed by the task force and the number of projects funded from FY 1999 to FY 2003 that include elements that address that criterion.

Table 21: OHV Recreation Fund and RTP Motorized Portion Grant Project Summary FYs 1999-2003

MOTORIZED TRAIL PROJECTS	
Grant Rating Criterion	# of Project Elements*
Preserve existing motorized trails/areas	9
Renovate trails/areas	9
Protect access (acquisition)	1
Promote trail etiquette and environmental ethics	10
Develop new trails/areas	6
Partnership/Donations	5
Reduce environmental/cultural impacts	12
Provide information/maps	14
Enhance support facilities	14
*A total of 15 grant projects with multiple elements were funded from FY 1999 to FY 2003 for \$3,856,800	

A change to the OHV grant program occurred as the result of public comment and response to the OHV community in

Arizona. Previously, nonprofit organizations were not eligible to apply for motorized grant funds unless as a third party to a governmental agency. In January 2003, the Arizona State Parks Board approved to allow nonprofit entities be eligible for grants funded by the Recreational Trails Program (motorized portion).

Off-Highway Vehicle Economic Impact Study

Arizona State Parks conducted a yearlong OHV Economic Study with the Arizona Game and Fish Department and Arizona State University (ASU) in 2003. The study showed that people who enjoy OHV recreation spend a considerable amount of money buying vehicles, equipment, insurance, repairs and other related expenses. They also spend money in local communities close to areas they recreate in for gasoline, food and lodging. (See Appendix F for more details).

Economic Importance of OHV Recreation in Arizona
• Creates a statewide economic impact of \$4.25 billion
• Contributes \$3.1 billion to local economies through OHV-related retail sales
• Adds \$187 million to annual state tax revenues
• Provides \$1.1 billion in household income (salaries/wages) for AZ residents
• Supports 36,951 full-time and part-time jobs in Arizona

Other Activities in the Motorized Trail Community

Forest Service Environmental Impact Statement for Cross-County Travel by OHVs

In Spring 2003, the U.S. Forest Service announced a draft environmental impact statement (DEIS) and proposed plan amendment which discloses the potential environmental consequences of managing motorized, wheeled cross-county travel on lands of five national forests—Apache-Sitgreaves, Coconino, Kaibab, Prescott and Tonto National Forests—in Arizona. The Forest Service is proposing to limit/restrict motorized wheeled cross-country travel on lands administered by the agency in Arizona. The purpose of the proposal is to avoid future impacts to public resources likely to result from the increasing use of OHVs on these lands and to provide direction for subsequent site-specific planning for motorized opportunities.

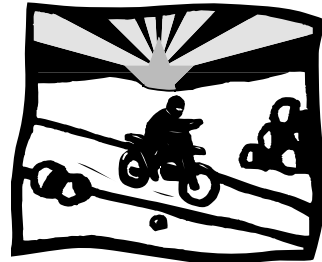
Specifically, the Forest Service is proposing a new rule (36 CFR Parts 212, 251, 261, and 295 – Travel Management; Designated Routes and Areas for Motor Vehicle Use) to identify appropriate uses of off-highway vehicles in the National Forest System.

The Forest Service acknowledges that motor vehicle use is an appropriate way to recreate in the National Forests, access hunting and fishing opportunities, sightsee, and otherwise enjoy recreational experiences on National Forest System lands. The establishment and clear identification of a transportation and use system for motor vehicles on each National Forest will enhance management of National Forest System lands; sustain natural resource values through more effective management

of motor vehicle use; enhance opportunities for motorized recreation experiences on National Forest System lands; address needs for access to National Forest System lands; and preserve areas of opportunity on each National Forest for nonmotorized travel and experiences.

As demand for a greater variety of recreation uses increases, managing an appropriate balance between motor vehicle use and nonmotorized recreational activities has become an important priority. A designated system of trails and areas for motorized use established with public involvement would enhance public enjoyment of the National Forests, while maintaining other important values and uses on National Forest System lands.

The proposed rule defines an OHV as a motor vehicle that is designed or retrofitted primarily for recreational use off-road, including minibikes, amphibious vehicles, snowmobiles, off-highway motorcycles, go-carts, motorized trail bikes, and dune buggies. Under the rule each Forest would identify roads, trails, and areas that are appropriate for OHV use and include them on the Forest Transportation Atlas. OHV use would be restricted to identified (designated) roads, trails and areas.



The criteria for designating trails and areas would include consideration of effects on the following, with the objective of minimizing: (1) Damage to soil, watershed, vegetation, and other forest resources; (2) Harassment of wildlife and significant disruption of wildlife habitats; (3) Conflicts between

motor vehicle use and existing or proposed recreational uses of National Forest System lands or neighboring Federal lands; and (4) Conflicts among different classes of motor vehicle uses of National Forest System lands or neighboring Federal lands. In addition, the responsible official would consider: (5) Compatibility of motor vehicle use with existing conditions in populated areas, taking into account sound, emissions, and other factors; and (6) Consistency with trail management objectives. The rule requires public involvement in the designation process.

Bureau of Land Management Establishes a National Management Strategy on Motorized OHV Use

In an effort to accommodate growing OHV use on the public lands while protecting natural resources, the Bureau of Land Management (BLM) released its National Management Strategy in January 2001. The strategy offers general guidance to land managers and recommends numerous actions aimed at creating a local framework for reviewing and resolving motorized OHV issues. BLM also has a current workplan that outlines priorities for recreation and visitor services with goals, objectives, milestones and actions. Arizona BLM is in the process of establishing a designated travel network. This will be accomplished through its land use planning efforts currently in progress.

Southwest Motorized Access Work Group

The Southwest Motorized Access Work Group was established in 2004 through a Memorandum of Understanding signed by participating state and federal agencies in New Mexico and Arizona. The group had met informally for several years before formalizing as an interagency group.

Purpose: Consistency in management of off-highway vehicle use is needed by federal and state agencies and tribes to establish effective, uniform, and understandable guidelines for the public. Consistent management is key to the success of management on public, state and tribal lands and other areas of mutual interest.

Mission: This work group will focus on identifying inconsistencies in off highway vehicle management and will recommend ways to standardize management on public, state and tribal lands and other areas of mutual interest.

This work group will work to develop mutual trust, effective communication, and to cooperatively identify solutions to inconsistent off-highway vehicle protocols and regulations in order to provide a common message to the public.

Objectives: Identify and become more knowledgeable with tribal, state and federal off-highway vehicle protocols, procedures, and regulations. Increase commitment and follow-up by federal and state agencies and tribes to effectively address off-highway vehicle issues.

Develop consistency and coordination in:

- laws and enforcement
- vehicle “legality”
- inventory, assessment and monitoring methodology
- designation process for routes
- signage for routes
- information (including mapping and brochures) and education

Accomplishments of the Nonmotorized Trail Program

Arizona State Trails System

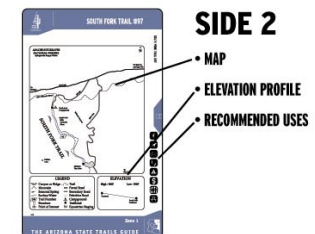
New Vision Statement

Arizona’s State Trails System is invaluable, offering a diversity of quality nonmotorized trails that inspire people to experience the State’s magnificent outdoor environment and cultural history.

The Arizona State Trails System is a partial inventory of Arizona’s nonmotorized trails. The State Trails System is a listing of existing and proposed nonmotorized trails in Arizona that have been formally nominated by land managing agencies and accepted by the Arizona State Parks Board, based on established eligibility criteria.

Since 1999, 75 trails have been accepted into the State Trails System bringing the total number of trails in the System to 638.

The fourth edition of the Arizona State Trails Guide was developed in 2003. The guide includes all existing trails in the State Trails System and provides a trail description, map, elevation profile and contact information for each trail. The Guide has been widely popular around the State.



The Arizona State Committee on Trails (ASCOT) and other volunteers work each year to monitor the trails in Arizona. By monitoring, ASCOT aids the State in assuring the trails in the State Trails System are safe and maintain the quality of the System.

Arizona State Committee on Trails Hosted Workshops

Arizona State Parks and the Arizona State Committee on Trails hosted four workshops in the past five years to bring together the trails community to learn and discuss current trail issues.

The first workshop ‘Regional Trails Planning’ was held in Spring 2000 and focused on partnerships, funds available and programming steps involved in regional planning for trails. The second workshop “Trail Funding” was held in spring of 2001 to highlight the various sources of funding for trail related projects.

The third workshop “Trail Management in Lean Times” was held in January 2003 and focused on differing opportunities and aspects of trail management in a time of decreasing budgets. The fourth workshop “Trails for All People” was held in February 2004 and focused on the increasing need to make trails physically accessible for all populations.

Recreational Trails Program Trail Maintenance

The nonmotorized portion of the Recreational Trails Program monies was dedicated solely to maintenance of existing trails starting in 2001. The need for maintenance on existing trails in Arizona encompassed the top two priority recommendations of the ARIZONA TRAILS 2000 PLAN. Money for trail maintenance is not available through many sources including agency budgets and grants.

For the first two-year cycle of the RTP Nonmotorized Trail Maintenance Program, Arizona State Parks partnered with 22 agencies across the State (see Table 22).

The program was well received and a second two-year cycle will continue in a revised format putting another \$1.5 million in trail maintenance projects with another 23 agencies in 2004 (see Table 22).

*Table 22: Nonmotorized Recreational Trails Program Trail Maintenance Partners FYs 2002-2004**

Partnering Entity	# of Projects	RTP Project Amount (estimated**)
Cities/towns	11	\$366,134
Counties	5	\$282,354
State	3	\$84,253
Federal	24	\$1,417,311
Tribal	2	\$32,187
Totals	45	\$2,182,239

* Federal Recreational Trails Program Source: Transportation Efficiency Act for the 21st Century (TEA-21) from the FHWA.

** All projects have not yet been completed so the amount is estimated until expenditures are finalized.

Arizona Trails Heritage Fund

A task force representing all land management agencies and trail user types was formed to develop criteria based on the needs identified in the ARIZONA TRAILS 2000 PLAN for rating Trails Heritage Fund grant applications for the next five years. Following are the criterion developed by the task force and the number of projects funded from FY 1999 to FY 2004 that include elements that address that criterion.

Table 23: Trails Heritage Fund Grant Project Summary
FYs 1999-2003

NONMOTORIZED TRAIL PROJECTS	
Grant Rating Criterion	# of Project Elements*
Renovate trails	27
Keep trails clean/clear	48
Promote trail etiquette/environmental ethics	25
Protect access (acquisition)	7
Promote partnership/volunteerism	9
Develop new trail opportunities	24
Reduce environmental/cultural impacts	34
Provide information/maps	37
Enhance support facilities	35
*A total of 48 grant projects with multiple elements were funded from FY 1999 to FY 2004 for \$2,489,747	

Arizona Trail

The Arizona Trail will eventually be an 800-mile nonmotorized trail that traverses the State from Mexico to Utah. The Arizona Trail is intended to be a primitive, long distance trail that highlights the State’s topographic, biologic, historic and cultural diversity. The cross-state trail now has approximately 700 miles developed. Roughly 200 miles were completed since the last plan.



Arizona State Parks

Trail Construction and Maintenance Trainings

Arizona State Parks partnered with the Arizona Trail Association to host a series of trail construction and maintenance trainings. There is a need to train both agency personnel and trail volunteers in sustainable trail design and maintenance techniques. Land managers, trail partners and volunteers should utilize the resources of the National Trails Training Partnership (NTTP) whose mission is to improve opportunities for training for the nationwide trails community. Visit the website at www.nttp.net for more information and a calendar of events.

National Trails Day

National Trails Day, founded by the American Hiking Society, is held annually on the first Saturday in June. Arizona remains strong in its commitment to National Trails Day. For the past four years, Arizona has lead the way by incorporating the health community into the National Trails Day theme. Arizona averages around 50 events each year. Visit www.nationaltrailsday.org for more information regarding National Trails Day.

Trend Analysis of ARIZONA TRAILS 2000 PLAN and the Arizona Trails 2005 Plan

The *Arizona Trails 2005 Plan* employed many of the same topics and questions in the phone and mail surveys as were used in the TRAILS 2000 surveys enabling State Parks staff to gain trend analysis within the trails communities over the past five years. Overall, it seems that many of the same needs, issues and preferences that were priorities the past five years will remain priorities for the next five years.

Trail Designation Preference

Comparison of the two plans' survey results show that motorized and nonmotorized users are going in divergent directions in their trail designation preferences (see Table 24).

Motorized users show a substantial increase in preferring trails accommodating multiple activities with motorized and nonmotorized uses combined. Nonmotorized users are increasing in the preference of trails accommodating multiple activities with motorized and nonmotorized uses separated or for a single use.

Table 24: Preference of Trail Designation

Trail Designation	Motorized 2005	Motorized 2000	Nonmotorized 2005	Nonmotorized 2000
Single activity	17.2%	14.0%	30.5%	24.0%
Multiple activities but motorized and nonmotorized separated	34.8%	69.0%	68.0%	55.8%
Multiple activities but motorized and nonmotorized activities combined	40.4%	17.0%	8.0%	5.7%

Trail Management Needs

Trail management needs remain consistent with five years ago. The focus of most responses deal with maintenance of trails and the area around trails (see Table 25).

Enforcement of rules and regulations was a top priority for both motorized and nonmotorized in both surveys.

Table 25: Most Important Trail Management Needs

Motorized Users 2005	Motorized Users 2000	Nonmotorized Users 2005	Nonmotorized Users 2000
1. Keep area clean of trash/litter	1. Keep trail clean of litter/trash	1. Keep area clean of trash/litter	1. Maintain existing trails
2. Enforce existing rules and regulations	2. Mitigate or repair damage	2. Maintain existing trails	2. Keep trail clean of litter/trash
3. Maintain existing trails	3. Maintain existing trails	3. Repair damage to trails	3. Mitigate or repair damage
4. Repair damage to trails	4. Enforce rules and regulations	4. Enforce existing rules and regulations	4. Enforce rules and regulations
5. Develop new trails	5. Renovate deteriorated trails	5. Develop support facilities	5. Renovate deteriorated trails

Preference of Trail Location

For location of trail activity done the most, motorized users are increasingly reporting either rural areas or remote areas since the ARIZONA TRAILS 2000 PLAN. This may be a result of closures in or near urban areas and/or development. For nonmotorized users the location of trail activity done the most has stayed constant.

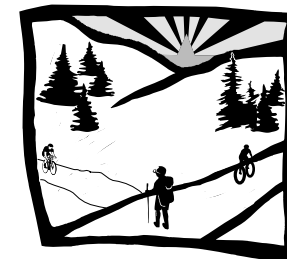
Table 26: Location for Trail Activity Done the Most

Location–Done Most	Motorized 2005	Motorized 2000	Nonmotorized 2005	Nonmotorized 2000
In a city or town	5.4%	11.0%	26.0%	35.0%
Just outside a city or town	12.4%	22.0%	33.0%	32.0%
Rural areas	25.7%	23.0%	22.0%	21.0%
Remote areas	56.4%	44.0%	18.0%	13.0%

For location of trail activity enjoyed the most, motorized preference shows a substantial increase in remote areas from ARIZONA TRAILS 2000 PLAN. Nonmotorized users show an increase in their preference to recreate in rural or remote areas.

Table 27: Location for Trail Activity Enjoyed the Most

Location–Enjoyed Most	Motorized 2005	Motorized 2000	Nonmotorized 2005	Nonmotorized 2000
In a city or town	0.2%	8.0%	8.0%	18.0%
Just outside a city or town	6.0%	16.0%	18.5%	27.0%
Rural areas	25.0%	22.0%	35.4%	24.0%
Remote areas	70.9%	54.0%	38.0%	30.0%



Importance of Support Facilities

The need for support facilities such as trash cans, drinking water, restrooms and parking space remains consistent as the most important. For motorized users, they are rating motorized staging areas as of more importance than five years ago.

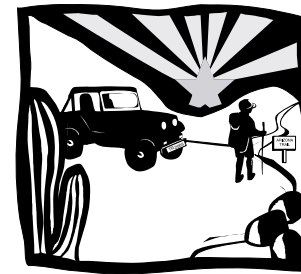


Table 28: Most Important Support Facilities

Rank– Support Facilities	Motorized Users 2005	Motorized Users 2000	Nonmotorized Users 2005	Nonmotorized Users 2000
1.	Trash cans	Trash cans/Dumpsters	Trash cans	Drinking water
2.	Trail signs	Drinking water	Trail signs	Trash cans/Restrooms
3.	Restrooms	Restrooms	Drinking water	Trail signs
4.	Drinking water	Trail signs	Restrooms	Shade structures/ Ramadas
5.	Motorized staging areas	Picnic facilities	Parking space	Parking space

Comparison of Priority Recommendations

The priority recommendations from the two plans show clear themes that remain consistent among the years (see Tables 29, 30 and 31) and can show land managers areas on which issues and actions to concentrate their efforts.

For motorized trail users, the themes are preserving existing trails and OHV areas and keeping them open, planning and developing new opportunities and education of users. Topics that have increased in importance for motorized users are the enforcement of existing rules and regulations and providing trail information and maps to users.

For nonmotorized trail users, trail maintenance and renovation, protecting access to trails, planning for future use of trails and education remain top priorities. Topics that have increased in importance include developing signage and support facilities and providing trail information and maps to users.

Coordinated volunteerism became a priority issue for the first time. Aspects of volunteerism were included in the recommended actions of the *ARIZONA TRAILS 2000 PLAN*, but the issue emerged in a different form for the *Arizona Trails 2005 Plan*.

Table 29: Comparison of Motorized Priority Recommendations for Arizona Trails 2005 & ARIZONA TRAILS 2000 Plans

<i>Arizona Trails 2005 Plan</i>	<i>ARIZONA TRAILS 2000 PLAN</i>
First Level Priority MOTORIZED Recommendations	Priority MOTORIZED Recommendations
Develop New Trails and Motorized Recreation Opportunities	1. Preserve Existing Trails and OHV Areas
Protect Access to Trails/Keep Trails Open	
Renovation and Maintenance of Existing Trails	2. Renovate Eroded or Deteriorated Trails
Education and Trail Etiquette	
Second Level Priority Motorized Recommendations	3. Protect Access to Trails and OHV Areas
Enforcement of Existing Rules and Regulations/Monitoring	4. Promote Trail Etiquette and Environmental Ethics
Trail Information and Maps	
Comprehensive Planning	5. Plan for and Develop New OHV Opportunities

Table 30: Comparison of Nonmotorized Priority Recommendations for Arizona Trails 2005 & ARIZONA TRAILS 2000 Plans

<i>Arizona Trails 2005 Plan</i>	<i>ARIZONA TRAILS 2000 PLAN</i>
First Level Priority NONMOTORIZED Recommendations	Priority NONMOTORIZED Recommendations
Renovation and Maintenance of Existing Trails	1. Renovate Eroded or Deteriorated Trails
Protect Access to Trails/Acquire Land for Public Access	2. Keep Existing Trails Clean and Clear
Develop Signage and Support Facilities	
Second Level Priority Nonmotorized Recommendations	3. Promote Trail Etiquette and Environmental Ethics
Comprehensive Planning	4. Protect Access to Trails
Trail Information/Maps	
Education and Trail Etiquette	5. Incorporate Trails Into Local and Regional Planning

Table 31: Comparison of Other Priority Recommendations for Both Motorized and Nonmotorized Trail Use for Arizona Trails 2005 & ARIZONA TRAILS 2000 Plans

<i>Arizona Trails 2005 Plan</i>	<i>ARIZONA TRAILS 2000 PLAN</i>
Other Priority Recommendations	Other Recommendations
Reduce Cultural and Environmental Resource Impacts (both motorized and nonmotorized)	Promote Interagency Coordination and Consistency (motorized trail use)
Seek Additional Funding Sources (both motorized and nonmotorized)	Address User Conflicts and Safety Issues (nonmotorized trail use)
Interagency Coordination (both motorized and nonmotorized)	Develop New Trail Opportunities (nonmotorized trail use)
Develop Signage and Support Facilities (motorized)	Reduce Environmental and Cultural Resource Impacts (both motorized and nonmotorized trail use)
Develop New Trails (nonmotorized)	Provide Current Trail Information and Detailed Maps (both motorized and nonmotorized trail use)
Coordinated Volunteerism (nonmotorized)	Enhance Support Facilities (both motorized and nonmotorized trail use)
More Accessible Trails for Individuals with Physical Disabilities (nonmotorized)	Improve User/Manager Communication (both motorized and nonmotorized trail use)
Enforcement of Existing Rules and Regulations/Monitoring (nonmotorized)	Seek Additional Funding Sources (both motorized and nonmotorized trail use)