



SAN FRANCISCO PEAKS SCENIC ROAD

North Central Arizona

A Corridor Management Plan For US 180
From Milepost 226, northeast of Flagstaff, Arizona,
To milepost 255, southeast of Valle, Arizona

January 2008

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INTRODUCTION

Any earthbound journey to the heart of the American Southwest ultimately winds around the snowcapped majesty of the San Francisco Peaks. It is that place in Northern Arizona where the earth rises to join the sky. The corridor of old US 180 lying between Flagstaff and Valle, Arizona, is preferred in any season for scenic access to the natural wonders of the great mountain, her splendid forests and thriving wild-life. Whether they come for renewal or for inspiration, travelers and residents alike share a growing appreciation of the need to preserve and enrich this pathway and the opportunities it provides for future generations to enjoy.

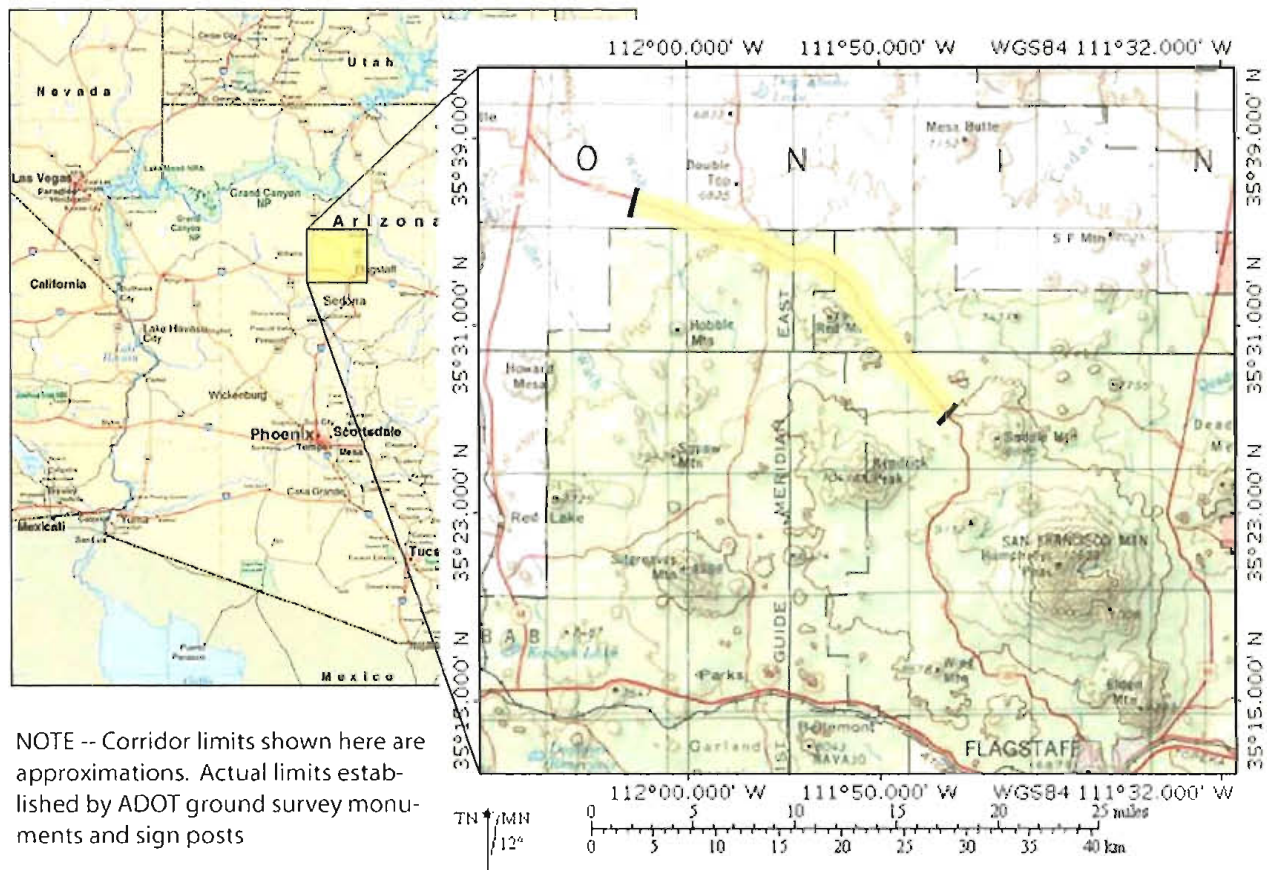


Profile of San Francisco Peaks Prior To Crater Event

Location and General Description

Physical Context

The San Francisco Peaks formation erupted into the landscape of the southwest about 6 million years ago (Late Miocene or early Pliocene epochs of the Cenozoic Era). It sits on the southern edge of the Colorado Plateau near a rugged major escarpment called the Mogollon Rim. It rises almost 6000 feet above the ground that surrounds it. It acquired its jagged crown when the sides fell into and filled its central crater. Snow covers the four peaks almost all year round. This dominant snow-capped landform can sometimes be seen from more than 100 miles away.



San Francisco Peaks Scenic Road

The mountain environment supports a wide range of biota, the dominant species of which tend to vary in relation to altitude on the mountain slopes. Alpine tundra persists on the two highest peaks, Mt. Agassiz (12,356') and Mt. Humphreys (12,643'). Eighty different species of plants have been identified within this delicate alpine tundra zone. Almost half of them are indigenous to the polar regions of the Arctic! The San Francisco Peaks mountain groundsel occurs nowhere else in the world. It is listed as a threatened and endangered species.

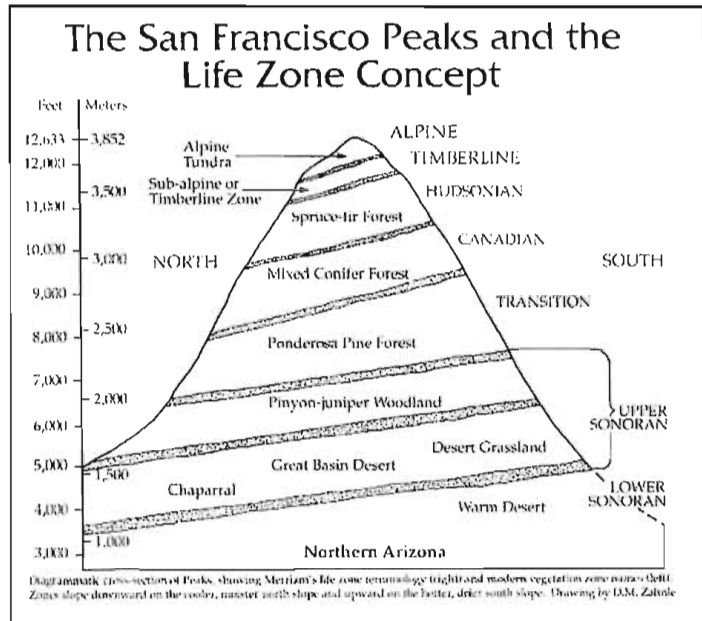
From the alpine tundra zone, one descends through subalpine, spruce-fir, mixed conifer, ponderosa pine, piñon-juniper, desert grassland and chaparral (upper Sonoran) and warm desert (lower Sonoran) zones. Unique plant communities can be found in isolated pockets in all eight vegetative zones. The alpine tundra area is home to a small cluster of bristlecone pine. Patches of bigtooth maple are found at the head of canyons that fringe the Mogollon Rim. Elk, mule deer, and antelope are frequently observed. The area hosts Black bear, goshawks, deer and elk, prairie dogs, peregrine falcon and the endangered Mexican spotted owl. Birds include Steller's jay and piñon jay. Wild turkeys roam the forests. Doves and quail abound. Nearby lakes support thriving colonies of waterfowl. Bald eagles and osprey frequent the area. The apparent regularity of distribution of dominant species in relation to altitude or temperature and humidity inspired the "life zone" concept developed by C. Hart Merriam (1891). Merriam is said by some to be the "father" of American ecology.

The mountain caldera contains an aquifer that supplies much of the municipal water for the City of Flagstaff. The slopes support springs and herbs used by Native Americans for medicinal, spiritual and ceremonial purposes. The Hopi believe these peaks birth clouds which bring the rain for crops, and that they are the winter home of the Kachina spirits. Other Native American groups revere the formation as a sacred place at the center of the earth where the land rises to touch the heavens.

Recreation and tourism have become the most prominent uses of the land around the Peaks and the surrounding forests. The Arizona Snowbowl offers downhill skiing, snowshoeing and mountaineering in the winter, and scenic, sweeping skyrides on the lifts in the summer. The Nordic Center supports cross country skiing and snowshoeing experiences. Other popular activities include hiking, mountain biking, horseback riding, camping, hunting, and fishing.

The Roadway

US 180 has two 12 foot wide lanes, one in each direction, with no separating median, and irregularly paved shoulders. It complied with applicable highway design standards when it was built. It was laid out to follow the meanders and undulations of the terrain, engineered safely and comfortably to accommodate vehicles at speeds of 50-60 miles per hour. When the asphalt topcoat was completed late in the 1950's, US 180 served as a primary paved connection between Flagstaff and the South Rim of the Grand Canyon. According to local historians Richard and Sherry Mangum, the current alignment of US 180 follows closely the Old Beale Army Supply Wagon Road out of Flagstaff used circa 1872-



Typical view of US 180 roadway, southbound near boundary that separates Coconino and Kaibab national forests.

1879. The old wagon roads needed gentle inclines, even if meanders were required. Thus their alignments often meander through landscape to take advantage of the natural topography. Contemporary interstate highway design optimizes speed of passage for trucks and high power automobiles, often using massive cut and fill earthwork to achieve smoother inclines and straighter alignments. A contemporary expressway environment gives less time for enjoyment of scenery. It also tends to produce less variation in the number of perspectives from which the landscape is viewed. Thus a well maintained older highway such as US 180 can support scenic enjoyment for motorists better than a freeway designed for vehicle speeds in excess of 70 miles per hour.

From Flagstaff, US 180 runs around the base of the mountain on its southwest quadrant. It then turns northwest toward the Valle community, which is located at the junction of US 180 and Arizona SR 64. Arizona SR 64 runs directly north out of Williams 70 miles to the South Rim of the Grand Canyon. The San Francisco Peaks Corridor Management Plan presently covers only that portion of US 180 designated in 1994 as the San Francisco Peaks Scenic Road by the State of Arizona. The south end of the corridor begins in the Coconino National Forest at MP 226, northwest of Flagstaff, Fort Valley and Bader, Arizona. The north end of the segment is located at MP 255, which not far northwest from the place where US 180 crosses the north-south boundary of the Kaibab National Forest. The paved highway meanders for approximately twenty-five miles through the Coconino. US 180 is still one leg of the primary arterial roadway between Flagstaff and the South Rim of the Grand Canyon.

Only one significant change has been made in that part of the roadway alignment lying within the extents of the designated scenic road. An especially hazardous curve called “dead man’s curve” was replaced with a curve with a flatter turning radius sometime during the mid 80’s (about 1984). ADOT officials indicate that no change is anticipated in roadway capacity or level of service for motorized traffic. They have expressed a willingness to add a multi-use recreational lane if necessary extra funding can be provided.

Traffic Volume and Traffic Safety

Traffic sampling for the years 2001-2003 do not indicate that motorized traffic is increasing in this segment of US 180. The ADOT data for that period are summarized in the table below. These data do not support a recommendation for an increase in the roadway service level. Aside from the uneven quality of paved shoulders, this conclusion favors preservation of scenic values that might be derived from the character of the highway itself.

US 180 TRAFFIC VOLUME DATA, 2001-2003

US 180 Segment	Length (miles)	2001 (aadt)	2002 (aadt)	2003 (aadt)
Snowbowl Rd (mp 222.88) to Roundtree Rd/Bader Rd (mp 223.97)	1.0	3,000	1,000	2,500
Roundtree Rd/Bader Rd (mp 223.97) to Curley Seep Spring (mp 238.58)	14.54	3,900	4,000	1,600
Curly Seep Spring (mp 238.58) to SR 64 (Valle) (mp 265.77)	27.06	1,800	1,700	1,600

Participants at public meetings expressed concerns about traffic safety arising from irregularly paved or poorly maintained roadway shoulders and excessive speeds during summer months. A significant number of these complaints came from cross country bicycle enthusiasts, who were well represented among those in attendance at public meetings. Public Safety Officials, along with representatives of the Forest Service, voiced growing alarm over traffic safety problems associated with inappropriate use of public right-of-way for parking or snow play during the winter. They indicated that traffic congestion, stalled or stuck vehicles, and inappropriate use of right-of-way slopes for sledding and other forms of snow play contribute to an increasing number of injuries and other incidents requiring assistance or intervention by public safety officials and emergency medical services. Roadway safety engineering specialist at ADOT, however, indicate that data collected on a statewide basis do not support an inference that safety for US 180 is significantly different from similar roads with similar traffic volumes and weather conditions.

The US Forest Service has recognized that the difficulties during the winter season require a coordinated multi-agency approach to recreation traffic management and public safety. Accordingly in the winter of 2005, USFS Peaks District personnel initiated a multi-agency task force to search for better solutions. Their work has made more sites accessible to the public for snow play during the winter season. However efforts to mobilize more resources for providing suitable services at these sites, and for managing traffic flows into the various alternative snow play facilities, have not proved as effective. More resources will be needed.

Land Management and Development Trends

The Flagstaff District of the Arizona Department of Transportation is responsible for highway improvements and maintenance within the designated right-of-way for US 180, from the city limits of Flagstaff to the junction with SR 64 at Valle. Virtually all of the right-of-way within Arizona’s San Francisco Peaks Scenic Highway is situated on lands set aside for management by the United States Forest Service. It is situated almost entirely within the Peaks Ranger District of the Coconino National Forest. A small segment of the right of way lies within the Kaibab National Forest. Thus, except for necessary coordination of physical facilities at the edge of the right-of-way corridor, all land uses within view of the existing designated scenic right-of-way are governed by the US Forest Service, and are subject to US Forest Service jurisdiction, development priorities, and planning processes. The last land use management plan for the Coconino National Forest was published in 1987. It will not be attached for reference to this CMP because it is now undergoing revision. The administration of the Coconino National Forest recently published the following statement regarding the status of land management planning:



Schematic map of Ranger District Boundaries

On March 30, 2007, the U.S. District Court for the Northern District of California issued an injunction that ordered the Forest Service to discontinue use of the 2005 planning rule to amend or revise land management plans. The Forest Service is complying with the court order enjoining use of the 2005 planning rule. Any further planning actions will be in full compliance with existing laws and rulings.

The Forest Service Southwestern Region is crafting an interim strategy to provide guidance to forests as they move ahead with revision, including collaboration efforts, and also preserve options to implement a new planning rule once it goes into effect.

As part of the strategy, the Region will move forward to the extent possible with forest plan revision under the guidance of the National Forest Management Act (NFMA) of 1976.

The NFMA established the concept of a management program based on multiple-use, sustained yield principles and the requirement of developing an integrated resource management plan for each unit of the National Forest System.

It is extremely important to those of us engaged in forest plan revision to not lose momentum and the public’s trust.

The Region will revisit this interim strategy some time in late 2007 or early 2008 when the Forest Service expects to have more information on the status of the new planning rule.

Excerpt from USFS website at <http://www.fs.fed.us/r3/coconino/plan-revision.shtml>.

It is believed that the new plan will include the following relevant features:

- A citizen participation process that affords a more transparent and comprehensive approach than the method used in the 2005 Rules.
- Enhanced interpretive facilities (e.g. for geology, use of fire in forest management).
- More deliberate management of resources available for snow play.

Accommodations, Tourism and Travel Services

Tourism and travel support services are staple items for the economy of Flagstaff and surrounding areas. Flagstaff sits at one primary gateway to the South Rim of the Grand Canyon. It was a primary point of departure for the famous Harvey Girls chauffeured excursions from the railroad station in Flagstaff to the National Park facilities on the South Rim. It is also a traditional resting place for travelers along Historic Route 66. Flagstaff is now a major venue for a wide variety of events, some of which attract visitors from all across the United States.

- FLAGSTAFF -- Flagstaff features more than 4,600 hotel rooms and scores of restaurants because it provides easy access to the Grand Canyon and numerous national monuments, a variety of cultural and recreational attractions, events on a year-round basis, and unique regional shopping. The Flagstaff downtown area offers motorcoach parking and a dedicated passenger drop-off site.
- VALLE – (mid-point between Williams and entrance to South Rim of the Grand Canyon). Approximately 100 hotel and motel rooms, two restaurants, and two major service stations are situated in Valle at the intersection of US 180 and SR 64.

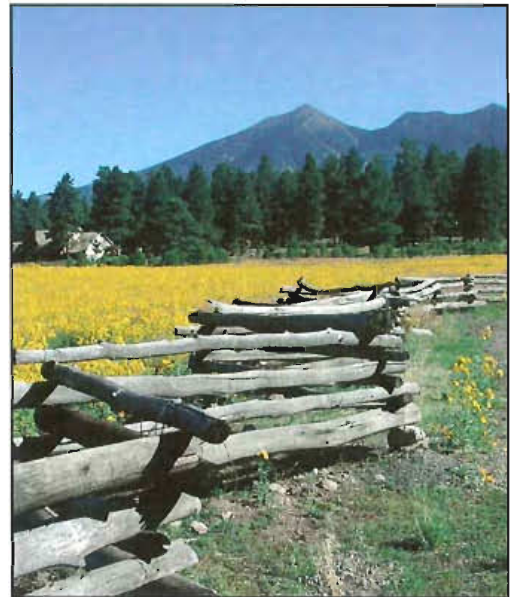
Intrinsic Qualities of the Corridor

Natural and Scenic Values

The San Francisco Peaks formation towers above the Coconino Forest and urban areas that surround it, dominating the visual landscape horizon in all of north central Arizona. Its presence is particularly apparent from northeast and northwest quadrants, because there are fewer mountain landforms or high forest canopies to interfere with the views toward the mountain from the roadways in those areas. Majestic from a distance, radiating a luminous quality, the snow capped profile of the San Francisco Peaks has inspired thousands of landscape photographers and painters. Closer, the zones of vegetation are so clearly visible it is easy to appreciate why Merriam took the mountain both as inspiration and laboratory for his seminal “life zones” theory of vegetative distribution.

American explorers, surveyors and artists have described the San Francisco Peaks in superlatives, from the very beginning. Lt. Edward Beale (soldier, explorer, surveyor) is said to have written in his diary in 1853, “Our camp is under

San Francisco Mountain, which rears its head far above us into the region of eternal snow” and “...the magnificent San Francisco Mountain, capped with eternal snow, renders the landscape perfect.” A newly appointed federal judge for the Arizona Territory described it as “...the most beautiful mountain I have ever seen; it stands peerless and alone...”



Northbound view across meadow

Northbound from Flagstaff. Except for a brief glimpse here and there, trees and buildings obscure the motorist's view of San Francisco Peaks along US 180 out of Flagstaff, until the roadway crosses Schultz Pass Road. There the landscape opens to a comfortable, gently rolling valley floor with first signs of systematic residential development. To the northeast, there is a first significant glimpse of the peaks. Established residents of the area have made a significant effort to enhance the picturesque quality of the view of the great mountain that rises behind their cottages. However, almost as quickly as the vista opens, the corridor is enclosed by the thick mixed conifer stands of the Coconino Forest. Then, for a few miles through beautiful meanders along the well-maintained road, the corridor exposes a rich bed of pines in various stages of growth. Some tower to heights over eighty feet. Impertinent stands of White Aspen streak skyward here and there as if to prove the forest can have a sense of humor. An occasional exit road headed toward discrete forested campsites appears from time to time along the way. Otherwise the sense of forest enclosure is virtually complete. Occasionally, a gravel surface at the shoulder permits the traveler to stop for just a moment to take in the scene.



Meanders through conifer forest

Soon however, the sky opens again to display the grassy basin known as Fort Valley. A few signs of new residential development appear here too. But as a whole, the visual experience of this broader valley satisfies an almost archetypical yearning for permanence and proportion in relation to the mountain and its progeny. The roadway glides down grade, past well appointed (also well worn) Forest Service lookout-rest areas, through the broad bottom of the basin and back up again for a look over the shoulder toward the mountain.

After the corridor climbs through a rock outcrop at the north edge of Fort Valley, it passes through an area showing active forest management – a few clear cut patches and some controlled burn areas that reach up the hillsides to give shape to the texture of the scene. A different sense of participation with nature creeps into awareness. We are obliged to trust that the foresters know what they are doing. The sense of time changes with the character of the managed forest. The shift is from a feeling of timelessness among the tall, untouched stands of mixed species of pine, to a sense of cycle, growth and succession in the patchy stands of the managed woodlands.



Aspen grove, visible from northbound US 180

Ironically, none of the viewsheds within the designated San Francisco Peaks corridor for northwest-bound motorists includes so much as a glimpse of the San Francisco Peaks. For northbound travelers views of the peaks themselves are to be had from US 180 south of Fort Valley, which is outside the designated corridor. Of course there are several places within the corridor where motorists are permitted to stop for a look over a shoulder, toward the peak in the southeast quadrant.

Southeast from Valle. Visually, the greatest motoring virtues of the old US 180 alignment are enjoyed by travelers coming from Tusayan and Valle, when they head southeast on US 180 with San Francisco Peaks immediately ahead.

The journey southeast begins on an unassuming paved (but not well maintained) two lane road. It hugs the land as roadways were designed to do half a century ago, rising to the crest of the next ridge, falling over into the wash beyond. Narrow shoulders deteriorating and washed away at many spots. The roadway and the land appear to have been well used, though not without enduring character. And, foliage permitting, the San Francisco Peaks appears at almost every crest. Past the forage lands lying between

Valle and the Kaibab National Forest, there appears the rugged Piñon Juniper plant community associated with the southern rim of the Colorado Plateau. Shallow washes become arroyos. Rocky slopes more prominent. Juniperous woodlands acquire greater density, only to be displaced gradually with pinus species. And here begins the Scenic Corridor. But here as elsewhere in the region, the mountain simultaneously anchors the journey and inspires awe. The opening into Fort Valley from the north brings a nice relief from the forested roadsides. It is a major reward for the passage through the trees. It offers a melodiously picturesque landscape, where almost all – basin and range, grassland and forest, man-made structures and open space – seem held together in gentle balance.

The snow-capped peaks appear gently to rise and fall at the horizon as the roadway swoops over and down through the sparsely wooded slopes of the Kaibab. But terrain and plant materials - not to mention the quality of the roadway itself -- change as the southeast-bound motorist drives into the Coconino Forest. The Piñon-Juniper savannah of the Kaibab Plateau melts into the towering Coconino Pine forest that sprawls over the foothills and bajadas at the base of the Peaks. The road begins to meander, momentarily blocking views toward the peaks. Instead of a mountain vista, the driver is treated to a dazzling colloidal display of light breaking through the Pine tops to illuminate the roadway ahead. Occasional communities of White Aspen show themselves to the roadway traveler, but never on a regular basis, or for too long a time. These delicate little groves of Aspen seem to know exactly how to tickle the visual fancy of a motorist. They peak out of a clearing where their pinus ponderosa cousins have not yet determined to thrive. Then, almost as suddenly as they went sliding behind the pines, the Peaks re-appear above the forest ahead, this time larger than before. The alignment of the road itself accomplishes the result. Furthermore, as the motorist gets closer and closer to the great peaks formation, Merriam's old "life zone" theory seems proved beyond doubt. For the evidence is there spread before anyone with eyes to understand - forested woodlands thrive up the mountain to a certain elevation, only to be displaced by scattered scrub and that, in turn, by herb covered meadows and then thin rocky soils.



Fort Valley, southbound

The roadway gently rises with the valley floor from the center of the Fort Valley basin, then plunges back into the forest, where spacious vistas are sometime lost to forested enclosure. Gently winding roadway, wider and better maintained – pine forest on both sides of the road. A place where the Peaks are accessible primarily in the cut made for the corridor, when the alignment reaches the appropriate angle relative to the mountain. Thankfully the engineers were sensitive to the opportunities for framing the motorists' southbound view of the mountain. It snaps into view, and then suddenly fades from sight behind the tree-tops.

Historic and Cultural Values

Native American Culture and Spiritual Values. It is simply not possible to overstate the cultural value of San Francisco Peaks for Native American peoples of the American Southwest. The four peaks mountain is sacred to at least thirteen tribes, including the Hopi, the Navajo, the Yavapai-Apache, the Hualapai, the Havasupai, the White Mountain Apache, and the Zuni. According to Native American spokesmen, there are numerous shrines and numerous herbs used in traditional ceremonies for prayer and healing. Though there are differences among the tribe's beliefs, and practices associated with the Peaks, there are several things they share in common. Many tribes share the belief that water, soil, plants, and animals from the Peaks have spiritual and medicinal properties, that the Peaks and everything on them form an indivisible living entity, that the Peaks are home to deities and other spirit beings, that tribal members can communi-

cate with higher powers through prayers and songs focused on the Peaks, and that the tribes have a duty to protect the Peaks. A few of these unique Native American perspectives and practices are illuminating:

- The Hopi. The Hopi have at least fourteen shrines on the Peaks. Every year (at least as far back as 1540) the Hopis send representatives on a pilgrimage to the Peaks to collect pure water and boughs of fir. The plants and animals and other natural phenomena associated with the Peaks are held by the Hopi to be manifestations of spiritual beings they call Kachinas. Hopi children are taught religious songs to sing to the Peaks. Their songs contain principles to guide their lives. The Hopi believe that when they die, their spirits will join other Kachina on the Peaks.
- The Navajo. The creation mythology of the Navajo peoples is centered on a character called Changing Woman, who resides at the Peaks. Navajo households contain medicine bundles with soil, stones, shells and herbs collected from each of the four sacred mountain Peaks. Daily prayers of traditional Navajos are directed toward the Peaks, and religious Blessingway ceremonies are oriented toward the Peaks. A pilgrimage to the Peaks to collect herbs must be preceded with appropriate ceremonies.
- The Havasupai. To the Havasupai, San Francisco Peaks sits at the center of the earth. Their creation story is centered on the Peaks. The religious system of the Havasupai includes a story similar to the Hebrew story about Noah's Arc and the great flood. They used the pure spring water of the Peaks for ceremonies. Stones from the Peaks area are used in sweat lodge ceremonies. Daily prayers are done facing the Peaks.

The diversity of cultural value of the Peaks was recently set in clear relief when a controversy erupted over a proposal to use treated wastewater to feed snow making machines at the Snowbowl. The Arizona Snowbowl Ski Resort (USFS licensee) proposed to clear over 100 acres of forest and place 1.5 million gallons of reclaimed waste water on the San Francisco Peaks daily to make artificial snow. Thirteen Native American tribes and several environmental groups brought suit against the US Forest Service and the Snowbowl Ski Resort to stop the project. The USFS and the Ski Resort prevailed in US District Court. However, the coalition of protestors appealed to the US Circuit Court of Appeals in San Francisco, California. The result is summarized in the following excerpts from the newsletter of the Association on American Indian Affairs.

On March 13, 2007, the Ninth Circuit Court of Appeals in the case of Navajo Nation v. United States Forest Service ruled that the proposed use of treated sewage effluent for snowmaking at the San Francisco Peaks violates the Religious Freedom Restoration Act (RFRA). It also found that the Environment Impact Statement prepared by the Forest Service was inadequate to comply with the requirements of the National Environmental Policy Act. For these reasons, it issued an injunction prohibiting the snowmaking project from going forward. * * * * The Ninth Circuit found that the burden from the project on the religious practices of the tribes, falls "roughly into two categories: (1) the inability to perform a particular religious ceremony, because the ceremony requires collecting natural resources from the Peaks that would be too contaminated—physically, spiritually, or both — for sacramental use; and (2) the inability to maintain daily and annual religious practices comprising an entire way of life, because the practices require belief in the mountain's purity or a spiritual connection to the mountain that would be undermined by the contamination." The Ninth Circuit made it clear that this was an extremely egregious example of government insensitivity to Native religions. In its own words, "The Forest Service and the Snowbowl now propose to put treated sewage effluent on the Peaks. To get some sense of equivalence, it may be useful to imagine the effect on Christian beliefs and practices — and the imposition that Christians would experience — if the government were to require that baptisms be carried out with 'reclaimed water.' * * * * This is the first case that has held that RFRA is available to protect Native American sacred sites. The Court also held that the Forest Service had failed to adequately analyze the dangers of children (and skiers) eating the snow made from wastewater. If the project were to go forward, Snowbowl would be the first ski resort in the world to totally rely on treated sewage effluent for artificial snowmaking.

When informed of the decision, [one tribal representative] said, "I am really thankful and deeply appreciate the 9th circuit court's decision....Some of the judges in the courts must have a good heart and looked deeply into themselves to realize that the Peaks are so sacred to us and they understood our beliefs."

From "Indian Affairs" Number 161, Spring 2007 published by the Association on American Indian Affairs, Rockville, Maryland.

The depth of concern expressed by the Native American tribes and environmentalist groups in this controversy add great insight into the sensitivity of multi-cultural affairs impacted by use of the San Francisco Peaks Scenic Road. US 180 is not the only access route to the Peaks. SR 89 may be considered in some ways a more convenient route for access to many of the natural values held dear to the tribes and the environmentalists. However, primary access to the Snowbowl Ski Resort is from US 180. Furthermore, the opinion of the Ninth Circuit Court of appeals makes it clear that the US Forest Service will be expected to be more sensitive to spiritual values embedded in or intrinsic with the unique ecosystem of the Peaks.



"Mainstream" Cultural Values in Wilderness Areas. One-half century ago Roderick Nash published the now widely accepted thesis that the idea of "wilderness" has been a formative element in the development of the American character and cultural values for Americans, even those from the "mainstream" outside Native American cultural traditions (*Wilderness in the American Mind*, 1967). Perhaps this accounts for the sense of reverence often accorded the Kachina Peaks Wilderness area. It covers almost 19,000 acres and includes the three highest peaks in the multi-peaked San Francisco mountain formation, as well as a vast treasure of wilderness flora and fauna. This special area was specially set apart by the US Congress for preservation as a wilderness area in 1984. The US Forest Service website describes the wilderness area with the following restrained of awe:

Rising to truly majestic summits, Kachina Peaks Wilderness area boasts its 12,643-foot Humphrey's Peak, the highest point in Arizona. The Wilderness is part of a large and heavily vegetated composite volcano, which bears signs of a rich geologic past that included violent eruptions and lava flows. Arizona's best examples of Ice Age glaciation can be found here in lateral and medial moraines and abandoned stream beds. Erosion and frost have helped shape this area. The only arctic-alpine vegetation in the state grows up here in a fragile two-square-mile zone. Because of this delicate ecosystem, hikers must stay on designated trails, and no camping or campfires are allowed above the tree line or within the Inner Basin. The climb to the top of Humphrey's Peak is a nontechnical five-mile walk up the sometimes steep Humphrey's Trail. Here and nowhere else on Earth grows the fragile San Francisco Peaks groundsel. In addition to some of the best and highest views in Arizona, this area gives visitors a chance to climb in the snow and ice and to set up a winter campsite. Forest Service permits are required for backcountry travel.

One primary route to the Kachina Peaks Wilderness area is directly off US 180. The access road passes the Snowbowl Ski Resort area on its way to the entrance of the wilderness area.

Anglo-American Cultural and Historical Values. A number of unique historic places and cultural sites valuable for Anglo-Americans are also situated within and accessible via the San Francisco Peaks Scenic Road corridor. The Beale Wagon Road has already been mentioned. Two other significant sites are described below.

- *Leroux Spring Area.* Now directly accessible only by way of US 180, these springs drew travelers and settlers of different cultures to the Flagstaff area in dry, northern Arizona. The Sinagua, Anasazi, and Cohonino tribes were the first to settle there centuries ago. A mountain man named Antoine Leroux knew the location of a source of water on the lower northern slopes of the San Francisco Peaks. Bill Williams and Kit Carson are said to have camped at the springs. The first American Military Expedition to the area, led by Captain Lorenzo Sitgreaves, used the site as a camp in 1851. Thousands of im-

migrants camped at Leroux spring on their way to California. In 1876 a group of New Englanders left from Boston in search of the excellent farm land that they had heard about in highly exaggerated stories. They started a settlement in present-day Leroux Springs later in the year. According to legend, it was this group who placed a flag on top of a denuded pine tree, celebrating the Centennial of the Declaration of Independence, and thus gave the city of Flagstaff the name by which it has been known ever since.

- USFS Forest Service Fort Valley Experimental Station. The USFS opened its first research station in an existing ranger's cabin located in the northwest corner of Fort Valley in August 1908. The ranger's cabin became the Coconino Experiment Station. In 1911, its name changed to the Fort Valley Experiment Station to avoid confusion with the Coconino National Forest. Being the nation's first USFS Research facility, many pioneer USFS scientists were assigned there. The Experimental Forest designation came in 1931 and more forested lands were added in 1941 for a total of 2,130 ac. In 1927, the Fort Valley Experiment Station expanded to include range studies, primarily the effects of domestic grazing animals on ponderosa pine. At that time, the name changed to the Fort Valley Forest and Range Experiment Station. This compound of buildings has been determined to be eligible for listing on the national register as a Historic District.

Recreational Values

The San Francisco Peaks Scenic Road provides access to campsites, trails for horseback rides and pathways for hiking and biking. The Snow Bowl is a marvelous place for downhill and cross-country skiing. Grand Canyon, Lowell Observatory, and The Museum of Northern Arizona are all accessible via the corridor. These opportunities are amply supported lodging and other tourist services in and around Flagstaff. Flagstaff and Coconino National Forest recreational opportunities attract visitors from around the world every year.

The San Francisco Peaks Scenic Road provides primary access to USFS Peaks District recreational facilities for travelers coming from the Grand Canyon. A list of major Peaks District recreational facilities appears on the website at http://www.fs.fed.us/r3/coconino/recreation/peaks/rec_peaks.shtml. A modified list of entries on the Peaks District List appears below. Details for each site can be obtained by clicking on the name of the facility

Campgrounds	# of sites	Other Info
<u>Bonito Campground</u>	44 sites	Open May 4th to October 15th
<u>Little Elden Springs Horse Camp</u>	15 sites	Open May 4th to October 15th
<u>Lockett Meadow Campground</u>	17 sites	Open May 18th to October 15th

Winter Activities	Facilities
<u>Winter Recreational Opportunities</u>	Please refer to " <u>Current Conditions</u> " for road and snow
<u>Flagstaff Nordic Center</u>	Groomed Trails, Day Lodge, Rest Rooms, Snack Bar, C-X Ski/ Snow Shoe Rentals, Ski School
<u>Snowbowl Ski Area</u>	Chair Lifts, Day Lodges, Rest Rooms, Restaurant/Bar, Ski Rentals, Ski School
<u>Peakview</u>	Restrooms, picnic table, paved parking
<u>Wing Mountain Winter Recreation</u>	X-C skiing, Snowshoeing, Snow play, Great View of SF Peaks

Wilderness	Size	Highlights
<u>Kachina Peaks Wilderness</u>	18,960 acres	Hiking and Horseback Trails, Wildlife, Fall Colors (Aspens)
<u>Kendrick Mountain Wilderness</u>	6,510 acres	Hiking, Volcanoes and Lava Flows, Great Views
<u>Strawberry Crater Wilderness</u>	10,141 acres	Hiking, Volcanoes and Lava Flows, Historic Sites, Great Views

Trails	Length	Uses
Abineau/Bear Jaw Trails, #127/#26 	6.0 mile loop	
Arizona Trail (Equestrian Bypass) #87	9.0 miles	
Brookbank Trail #2 	2.5 miles	
Campbell Mesa Trail	11.3 miles	
Deer Hill Trail #99	5.0 miles	
Doney Trail #39	0.5 miles	
Elden Lookout Trail #4	3.0 miles	
Fatmans Loop Trail #25	2.0 miles	
Fort Valley Trail System	6.7 miles	
Heart Trail #103	2.0 miles	
Humphreys Trail #151	4.5 miles	
Inner Basin Trail #29 	2.0 miles	
Kachina Trail #150	5.0 miles	
Kendrick Park Watchable Wildlife Trail	.25 & 1.5 miles	
Little Bear Trail #112	3.5 miles	
Old Caves Crater Trail 	1.2 miles	
Oldham Trail #1	5.5 miles	
O'Leary Trail	7.0 miles	
Pipeline Trail #42	2.8 miles	
Rocky Ridge Trail #153 	2.2 miles	
Sandy Seep Trail	1.5 miles	
Schultz Creek Trail #152	3.5 miles	
Slate Mountain Trail #128	2.4 miles	
Sunset Trail #23	4.0 miles	
Sycamore Canyon Trail System	11.3 miles	
Waterline Trail	14.0 miles	
Weatherford Trail #102 	8.7 miles	

Access to these recreational opportunities do not appear from the roadway to be well announced or identified. Wayfinding seems impaired by the absence of kiosks or other devices created to give seekers an overview of the opportunities or cues to help them find their way.

Preserving and Enhancing Intrinsic Qualities

Except for licensed operations such as the Snowbowl and the Nordic Center, the Coconino National Forest does not allow commercial development or commercial uses within viewsheds of the San Francisco Peaks Scenic Road. The Forest Service simply will not permit commercial advertising or billboards on USFS land within the corridor. Indeed, the existing USFS wayfinding and interpretive installations visible from the roadway are so discrete that they might be faulted as being ineffective to serve their intended purposes. ADOT does not contemplate increasing the service capacity of the road with additional lanes for motorized traffic. Therefore at this time, the greatest apparent threat to preservation of the intrinsic qualities of the San Francisco Peaks Scenic Road is excessive use of the corridor by those who come to enjoy those qualities. This is most apparent in the problems experienced by the US Forest Service and local public safety agencies during the winter recreation season. There is reason to believe that these problems can effectively be addressed.

Accordingly, the challenge of enhancing visitors' experience of those qualities is more compelling for the purpose of this corridor management plan. Two primary methods for enhancing enjoyment of the intrinsic qualities have been identified:

- Positive enrichment of personal experience associated with the intrinsic values – better wayfinding and interpretive support, including multi-lingual services, are indicated.
- Increasing the *range* of users with access to the intrinsic values, without impairing viability of the values. Increased access and support for bicycles and equestrians in the right-of-way; and increased accessibility for handicapped, children and seniors at various facilities would be appropriate.
- Add new scenic pull-offs with interpretive features, to improve appreciation of mountain vistas and other natural resources of the area for north-bound travelers.

Interpretation of Intrinsic Qualities

A lot can be said for the idea that personal experience with the beauty of nature does not always require interpretation. This applies to personal experience of scenic beauty from the roadway as well as to personal experience at campsites in the forest or along a wilderness trail. It could be considered particularly applicable in the forested areas of the Peaks District of the Coconino.

Nevertheless, the value of special interpretive programs and installations has been well established as a primary tool for enhancing the quality of visitor experience within a scenic corridor. The USFS has provided a few strategic interpretive installations at roadside pull-off areas along the right-of-way of US 180 within the corridor. Interpretive installations intended to improve understanding of Native American cultural groups have been placed on some of the trails in the Kachina Peaks Wilderness area. Forest Service trail guides are well versed in the values that can be noticed by those who participate in organized trail rides and nature hikes. An active cadre of USFS volunteers has been organized and trained to help. Some interpretive panels have been placed in the experimental forest station that is no longer actively used. Special interpretive displays have been created for the new archaeological site at Elden Pueblo and supervised excavation is available there for amateur archaeologist enthusiasts. Unfortunately primary access to Elden Pueblo is off of SR 89 in east Flagstaff, rather than directly from the US 180 right-of-way. An aggressive interpretive program would greatly enhance visitor appreciation of the intrinsic qualities of the San Francisco Peaks Scenic Road corridor. An outline of goals to improve interpretation for the corridor would include the following:

- Enhance existing interpretive installations with multi-lingual text. Spanish translations are needed for tens of thousands of visitors from Spanish-speaking communities. For other international tourists, French or German and Chinese or Japanese might be appropriate.
- Expand the scope of interpretive concerns to include Anglo-American historical sites such as Leroux Springs, the USFS Experimental Station, the Beale Wagon Road and Fort Valley. Better appreciation of the role of San Francisco Peaks in the history of science might prove especially appealing. It has been determined that the experimental station is eligible for designation as a national historical district, but opportunities to develop this facility for interpretive purposes have not been exploited. Forest service facilities at the Leroux Springs area might provide a staging area for development of historical interpretation facilities at that famous crossroads in the old west.
- Enhance visitor appreciation of cultural significance of the San Francisco Peaks for Native Americans, by creating new interpretives that could be coordinated with events and supported by wayfinding systems.
- Improve access to existing interpretive experiences with a comprehensive wayfinding system that directs travelers to places specially designed for interpretive experiences. Develop a coordinated, systematic approach to events, seasonal activities, interpretation and wayfinding. This might include placement of information/interpretive kiosks at the junction at Valle, and / or south of the corridor just outside Flagstaff.

The opportunities for interpretation of the intrinsic values associated with the corridor of US 180 between Flagstaff and Valle have not yet been well fully developed. An imaginative and well-considered program of interpretation could provide the most promising avenue for enhancing the experience of travel and tourism within the corridor itself. The partnership model used for development of the Elden Pueblo archaeological site might prove useful for these purposes.

The Corridor Management Plan

The purpose of the San Francisco Peaks Scenic Road Corridor Management Plan is to provide a guide in the future preservation, protection, and enhancement of this significant roadway corridor. The intent of the plan is to facilitate improvements while also conserving the unique character of the route. By providing attainable goals and visions for the future of the Byway, the plan sets up a strategy that will ensure the legacy of the Byway for generations to come.

Initial Corridor Management Plan Process

ADOT sponsored the first phases of the Corridor Management Plan for the San Francisco Peaks. ADOT officials and project consultants defined the project scope, developed a tentative schedule for implementation, and conducted a preliminary field review.

Stakeholders

The Scoping Phase of the project was used to identify the appropriate stakeholders (both agencies and community leaders) associated with the San Francisco Peaks Scenic Road, to define the public involvement program, to identify areas of responsibility, to develop a preliminary outline for the CMP, gather relevant project information, and prepare an initial project schedule. The list of key stakeholders is included in the Appendix to this plan document.

Public Participation

The ADOT project team organized and held agency and community scoping-workshop meetings in Valle and Flagstaff. Multiple meeting times were scheduled to provide the best opportunity to meet with the general public and key stakeholders, including local governments, chambers of commerce, tourism-related entities, and federal resource agencies. The meetings were publicized by means of news releases, public service announcements, flyers, newspaper advertisement, phone calls, and postcards sent to businesses and resident along the route.

Local public meetings and conference call workshop / committee meetings held in connection with this CMP are summarized in the table below. The concerns expressed at these public meetings were summarized and published. The list of their “wishes and worries” is included in the appendix to this document.

MEETINGS HELD TO DEVELOP THE CORRIDOR MANAGEMENT PLAN

TYPE OF MEETING	DATE OF MEETING
Public Meeting, Flagstaff	November 9, 2004
Public Meeting, Valle	November 9, 2004
Vision and Goals Workshop	February 1, 2005 – 2 PM and 7 PM
Intrinsic Qualities / Route Storytelling Workshop	February 2, 2005 – 2 PM and 7 PM
Future Projects Workshop	February 3, 2005 – 2 PM and 7 PM

The names of those that participated in the meetings are also included in the appendix to this document. A newsletter and a webpage were also used as catalysts for the development of the CMP document. The first issue of the newsletter is attached as an appendix to the CMP. The website URL was www.sanfranciscopeakscmp.us. As a result of these meetings and information received on the website, the Vision Statement, Goals and Objectives set out below were framed to guide initial work of the advisory committee for the corridor management plan.

Vision Statement, Goals and Objectives

The vision statement crafted by community and agency representatives for San Francisco Scenic Corridor is as follows:

Our Vision: San Francisco Peaks Scenic Road is preserved, managed, and promoted in a manner that protects its intrinsic qualities, and enhances visitor’s ap-

preciation of the scenic, natural, recreational, cultural, historical, and archaeological resources of the corridor. The highway serves as a vital link between the communities and National Forest lands along the route and provides a direct a connection to the diverse natural resource opportunities within northern Arizona. The highway corridor is recognized as a multi-modal route for pedestrians, bicycles and motor vehicles.

This CMP should provide comprehensive guidelines for the preservation, protection and enhancement of the San Francisco Peaks Scenic Road corridor and identified intrinsic qualities to facilitate the promotion of its unique natural and recreational resources and cultural history for the benefit of travelers, tourists and communities located along the roadway.

Based on the vision statement, the following goals and objectives have been formulated:

GOAL #1 – Maintain and improve existing roadway conditions to accommodate local multi-modal travelers and through-traffic heading to and from the Grand Canyon.

Objectives:

- (a) Develop a strategy and implementation schedule to address roadway safety and maintenance issues along the entire length of the corridor;
- (b) Develop partnerships and shared funding opportunities between federal and state agencies for routine maintenance.

Note: The current ADOT plan for the San Francisco Peaks Scenic Highway calls for two minor roadway improvements projects and routine maintenance intended to maintain existing highway service level at current performance standards. ADOT plans for that part of the roadway within the state scenic road designation do not presently include addition of a separate bike lane in or next to the paved roadway area. However, multi-use pathway facilities, including a bicycle lane, are presently underway as far north as the Museum of Northern Arizona, which is located on US 180 several miles south of the existing southern extent of the scenic byway. Local bicycle coalition members had been active proponents of extending bike path service into the scenic corridor.

GOAL #2 – Develop a strategy to improve intersections, secondary roads, trails, trailheads and day use areas along the Byway to enhance visitor opportunities and enjoyment while maintaining safe conditions along the highway.

Obectives:

- (a) Mobilize a task group with specific responsibility for identifying, prioritizing and securing funding to improve and maintain existing facilities.
- (b) Link interpretive and educational facilities projects with projects or existing efforts called out in the USFS Land Management Plan.
- (c) Work with ADOT and FWHA to secure the necessary funds to improve roadway conditions along this heavily traveled road.

Note 1: This Goal might easily extend to roadway segments south of the highway right-of-way now included in the scenic byway.

Note 2: The latest complete USFS Land Management Plan for the Coconino National Forest was published in 1987. Revisions are now underway.

GOAL #3 – Protect, conserve and enhance the resources found along the corridor for present and future generations.

Objectives:

- (a) Develop strategy/resource management guidelines to maintain and enhance the recreation opportunities, driving experience and enjoyment of developed recreation sites, which the public currently enjoys for future and more intensive public use.
- (b) Continue to develop relationships between resource managing agencies, municipalities and private enterprises to promote and market the San Francisco Peaks Scenic Road and its associated intrinsic qualities.
- (c) Provide continuing responsiveness and oversight by meeting no less frequently than one time each year to make such revisions in the plan as may be deemed appropriate. The need for effective public participation in US Forest Service planning at the Coconino National Forest and at ADOT district level, as well as for the Advisory Committee itself shall always appear on the agenda at each annual meeting.

Note: Supplement this objective with a specific commitment to support state and federal agency involvement of organized community participation by representatives of interest groups concerned with preservation and enhancement of scenic and recreational values.

GOAL #4 – Maintain and improve existing interpretive and educational facilities so that visitors may enhance their knowledge and develop an appreciation for the unique natural, cultural, and historic features in and along the highway corridor.

Objectives:

- (a) Organize a task force with the specific responsibility for identifying, prioritizing and securing funding to improve existing facilities.
- (b) Link interpretive and educational facilities projects with projects or existing efforts called out in the USFS Land Management Plan.
- (c) Work with ADOT and FHWA to secure transportation funds to help finance new interpretive facilities and scenic pull offs.

Note 1: The current USFS Land Management Plan for the Coconino National Forest was published in 1987. Revisions are now underway. .

Note 2: Enhancement of existing interpretive installations might help to reduce difficulties associated with high traffic volumes.

Implementation

Effective implementation of this plan depends almost entirely upon the cooperation of the US Forest Service, especially the Peaks District of the Coconino National Forest, and ADOT Flagstaff District officials. As illuminated by the efforts of USFS to build a regional approach to managing winter recreation services, effective implementation may require cooperative effort from several county agencies, city agencies, law enforcement officials and medical services providers. The assistance of community-based organizations, business associations, and special interest organizations should not be underrated. These organizations can provide valuable insight, ideas and support for helpful projects.

The CMP Advisory Committee

An advisory committee was formed as the working arm of the San Francisco Peaks Scenic Road CMP. The membership of the Advisory Committee was organized into several working groups charged with oversight of certain areas of concern. Each subgroup was called a Task Force. The organization table for the advisory committee is set out below.

VISION, GOALS, AND ADMINISTRATION	ROADWAY ISSUES	INTRINSIC QUALITIES	FUNDING & MARKETING
Dick Ambler		Dick Ambler	Dick Ambler
Ken Lane		John Nauman	John Nauman
Guillermo Cortes		Georgia Duncan	Ted Lewis
John Nauman		Carol Hassler	Mike Atkin
Nat White		James Brooks	Wendell Johnson
Ted Lewis			James Brooks
Mike Atkin			
Carol Hassler			
Don Johnson			
Dave Redeker			
Charles Casey			
Wendell Johnson			
Jimmie Nunn			
James Brooks			

Specific Challenges to Be Addressed

Highway Service Levels and Public Safety

Highway safety is always a paramount concern. Two issues (discussed briefly above) received most attention as the public meetings held in connection with this corridor management plan. One concern had to do with safe use of the roadway by bicyclists. The suggestion that ADOT construct at least one reliable bicycle lane in the right-of-way gained considerable support among those in attendance. This issue requires continuing study and support by the Advisory Committee. It should appear on the annual agenda until the improvement has been accomplished or otherwise resolved.

The other issue was winter sports safety. The Advisory Committee would be well advised to support the USFS initiative in seeking effective solutions to safety issues created by the influx of visitors during the snow season. This could include providing endorsement or sponsorship of proposals with good promise for reducing the problems.

Accommodating Commerce and Land Development

Land development issues are not apparent within the corridor itself. However there is development pressure on the south end of the corridor. This might impact access, use and enjoyment of the recreational and scenic resources within the corridor. This obvious potential difficulty calls for continuing surveillance of developments and trends, and collaboration with planning and zoning authorities at Coconino County and the City of Flagstaff and the unincorporated communities between Flagstaff and the south end of the

corridor. Familiarity with the Fort Valley Area Plan (approved by the Coconino County Board of Supervisors in 1990), along with subsequent revisions and amendments to that plan would be invaluable in this connection.

Outdoor Advertising, Wayfinding, and Traffic Management

Other than modest ADOT Scenic Byway logo signs located at the beginning and end of the corridor, there is little in the way of signage or any other wayfinding device in the right of way to call attention to the resources of the corridor, other than purely scenic values. This is particularly problematic for travelers seeking venues for cultural events or for those needing orientation and directions to find a more secluded place accessible from the corridor.

The junction of SR 64 and US 180 at Valle represents an unrealized opportunity to guide visitors into the corridor or to direct them away from it. It is the only entrance for the San Francisco Peaks corridor off of SR 64 – whether northbound on SR 64 or southbound. Older era tourist services and shops visible from SR 64 might intrigue and invite the sentimental or the eccentric tourist. However, nothing beyond that attraction beckons southeast toward the peaks corridor, other than the distant view of the peaks itself.

Interpretive signage appears to have been kept to a minimum along the route. The interpretive signage that has been installed seems careful to avoid intrusion into the adjacent views of the natural environment. This is an obvious artifact of a more modest era. Now the question could fairly be raised whether more interpretation, and more obvious interpretation, is appropriate for those less grounded in nature who are trying to understand what they are seeing. This concern might well be as applicable to the managed thinning and burning areas visible from the corridor as for recreational opportunities and for pathways to special places.

Responding to Multi-Culture Contexts

The presence of different cultural perspectives on the value of the San Francisco Peaks, its resources and appropriate uses simply cannot be ignored. The recent heated controversy over using treated water from Flagstaff to feed snow making machines at the Snowbowl provides a good indicator of just how deep these differences can go. Even efforts to provide effective interpretation of Native American attitudes toward the mountain and her resources may be regarded with suspicion by Native Americans. Differences in cultural preferences for recreational opportunities also show up when visitors from Mexico arrive with a caravan of friends and relatives. These issues will not disappear without wise and persistent attention.

The Advisory Committee can only seek to remain sensitive and alert to opportunities to help improve cross-cultural understanding among those who come to visit as well as those that serve those who come. Multi-lingual services and sensitive interpretive work might help reduce the problems, perhaps even improve understanding and respect between the various peoples who revere the place where the earth touches heaven.

Positioning and Promoting Public Use and Enjoyment

Primary target market audiences for San Francisco Peaks corridor experiences may usefully be divided into the following categories:

- Tourists from all over the world who come to visit the Grand Canyon and other natural wonders of Northern Arizona
- Visitors from the American Southwest and Northern Mexico seeking winter sports and recreation
- Travelers headed for regional events at the Museum of Northern Arizona, the Coconino Center for Cultural Arts and other venues in and around Flagstaff
- Outdoor recreation seekers, for camping, hiking, climbing and horseback riding opportunities

- Cross country bicycle enthusiasts from Flagstaff and other communities around the world

Positioning a service or product in a market always emphasizes qualities or benefits that distinguish the product or service from alternatives available to the same audience. The following positioning suggestions are specific to each different target group.

TARGET GROUP

Motorized Tours to Grand Canyon and other natural wonders – Southbound on US 180 from the Grand Canyon

Motorized Tours to Grand Canyon and other natural wonders – Northbound on US 180 toward the Grand Canyon

Visitors Seeking Winter Recreation
-- northbound out of Flagstaff

Visitors Seeking Winter Recreation
-- southbound out of from Tusayan, Valle, Williams

Those Traveling to Events in and around Flagstaff.
(originating from points north of Flagstaff)

Outdoor Recreation (multiple points of origin, northbound or southbound on US 180)

Ecotourism (multiple points of origin, northbound or southbound on US 180)

Cross country bicycle enthusiasts. (multiple points of origin, northbound or southbound; a desirable venue for rallies bicycle event planners)

POSITIONING CONCEPT / UNIQUE VALUE

Dramatic glimpses of the renowned San Francisco Peaks, from a scenic roadway that meanders gently through miles of deep pine forests directly into the traditional cultural gateway at the Museum of Northern Arizona, to historic Flagstaff and the Lowell Observatory.

A picturesque motoring experience through miles of lush black pine forest, and direct access through Colorado Plateau woodland to a multi-lane highway connected directly to the South Gate of the Grand Canyon.

The only paved route out of Flagstaff to the Nordic Center, and the Snowbowl for cross country and downhill skiing, and commercial snowboard facilities.

The only paved roadway providing access to the Nordic Center and Snowbowl winter sports facilities. The US Forest Service has set aside a limited number of special areas along the way for safe family snowboarding fun.

The only tranquil scenic route to event venues and historic Flagstaff that offers one dramatic glimpse after another of the famous snow-capped San Francisco Peaks. Pull off rest areas and observation points provided and maintained by the US Forest Service.

Scenic paved access to major camping, hiking and equestrian facilities operated by the US Forest Service for visitors to the largest pine forest in Northern Arizona. Magnificent views of the majestic San Francisco Peaks available at every turn.

Paved access to points of departure for guided field tours of the rich terrestrial bio-community that inspired the modern Science of Ecology.

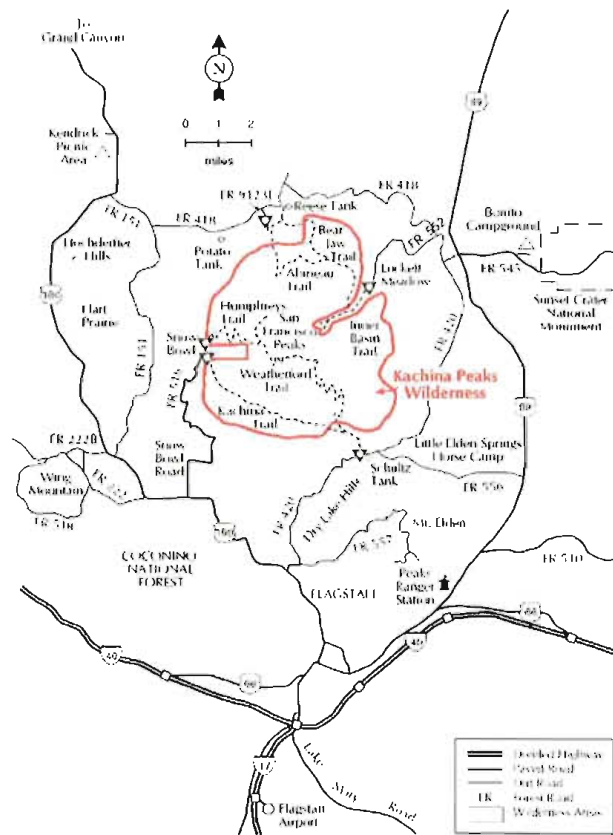
Secure bike lane pathway offering cross country cyclists a dynamic variety of gentle grade changes and meandering curves within a picturesque forest setting that connects Flagstaff and the majestic San Francisco Peaks to the Grand Canyon. Rest facilities at regular intervals make the route accessible to adventurers with average experience and skill.

Elements of a Workable Corridor Marketing Plan

Virtually all of the recreational facilities accessible from the San Francisco Peaks Scenic Road are managed by the USDA Coconino National Forest, either directly or indirectly through its licensees. Accordingly, a marketing plan for the corridor must ultimately work along with or respond to USFS facilities and programming. However it must also be recognized that there are non-USFS stakeholders in the region whose interests are affected by USFS activities and marketing initiatives. Access to some regionally significant cultural facilities and events are affected by USFS-driven recreational programs. In some instances and during some seasons, the impact is not entirely beneficial. Some stakeholders, such as local travel support services providers, public safety agencies, and road improvements and maintenance agencies (ADOT, Coconino County, and the City of Flagstaff) are essential to effective implementation of USFS program objectives.

- The Primary Marketing Challenge. The marketing challenge for the City of Flagstaff, the local travel support industry, and Coconino National Forest is not so much a matter of increasing total volume of visits as it is in guiding visitors safely and effectively to places where they can enjoy the specific recreational or scenic experiences they expected when they left their homes. Current marketing efforts should be refined to meet these objectives.
- Coordination of Promotional Activity with Better Wayfinding System and Interpretive Programs – Travel promotion materials should be redesigned to attract visitors in a way that allows better destination and travel routing decisions. This could be improved by integrating travel promotion, wayfinding and traffic management systems. This will require refined market positioning messages in websites and other travel advertising. These refinements could be correlated with intelligent traffic management systems and travel services kiosks located at major approaches to the region, particularly at the intersection of US 180 and Schultz Pass and at Valle. State of the art travel service and wayfinding kiosks could help to guide visitors to their intended destinations and refine their expectations for experiences to be had in the entire region ahead.
- Refine the Coconino Forest Website. This treasure trove of a website should be refined to provide more rapidly accessible detail about the character of the experience at the various recreational sites, as well as preferred access during different seasons of the year. The Forest Service has deployed comparatively extensive information, including maps and images about recreational and scenic opportunities in the website at <http://www.fs.fed.us/r3/coconino/index.shtml>. One example of the quality of detailed material available can be found in the slideshow at <http://www.fs.fed.us/r3/coconino/recreation/peaks/kachina-trails-presentation.pdf>. The presentation is about trails experiences available in the Kachina Peaks Wilderness area (19,000 acres). However this material hard to find and slow to load. There is no indication of extensive links to private ecotourism sites or travel services bureaus.
- Improve Access and Wayfinding with Multilingual Messaging. Bi-lingual signs are badly needed, particularly during the snow play season. Thousands of visitors drive to Flagstaff from Mexico with their families for recreation. The influx of winter visitors has been so great that Flagstaff residents complain about crowding of snow play areas in private neighborhoods. Multilingual wayfinding has become common in many tourist areas around the globe. French and Japanese might be appropriate as well.

KACHINA PEAKS WILDERNESS



Map of Kachina Peaks Wilderness Area on the Coconino Forest Website

Summary

The San Francisco Peaks Scenic Road provides visual and physical access to the most revered mountain formation in America. Even the roadway itself contributes to the scenic quality of the experience of this place. Every effort should be made to preserve the intrinsic value of this national treasure for posterity.

ADOT is responsible for the upkeep and improvement of the road and improvement is the right-of-way. Except for one short passage on the south end of the corridor, the US Forest Service is responsible for management of the land adjacent to the right-of-way. The greatest present threat to intrinsic qualities of the corridor comes from visitor use in excess of carrying capacity and from poorly informed or inconsiderate users. The greatest challenge is to find better ways to make the values of the corridor available to a wider range of visitors and to enhance their appreciation of the experiences that are available.

The Advisory Committee for the Corridor Management Plan set out in this document has the responsibility to work with all corridor stakeholders to bring greater cooperation and consensus, all in the interest of preserving these intrinsic values for a broader range of visitors. They will continue to seek ways to support enhancements, especially those with good promise for improving the respect of different cultural groups for the perspectives of others and for the unique value of the land itself.

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Appendices

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			Arizona State Historic Preservation	C1300 W Washington	Phoenix	AZ	85007	(602) 542-4069	(602) 542-4180	
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