



United States Department of the Interior



NATIONAL PARK SERVICE

Glen Canyon National Recreation Area

Rainbow Bridge National Monument

P.O. Box 1507

Page, Arizona 86040

(928) 608-6200

IN REPLY REFER TO:

L7617

October 11, 2011

Ms. Corrina Bow
Kanosh Band of Paiute Indian Tribe Chairwoman
476 S 700 W
Cedar City, UT 4720

Dear Ms. Bow:

I wish to update you on an ongoing planning process. Glen Canyon National Recreation Area (NRA) is preparing a long-term plan and associated Environmental Impact Statement to manage off-road vehicle use in the National Recreation Area. The Off-Road Vehicle Management Plan/Environmental Impact Statement evaluates a range of alternatives associated with recreational off-road vehicle use at Glen Canyon NRA and their environmental impacts.

Currently off-road driving occurs at several of Glen Canyon NRA's accessible shorelines and at Lone Rock Beach. The Off-Road Vehicle Management Plan/Environmental Impact Statement will also evaluate the existing high intensity off-road vehicle use at Lone Rock Beach Play Area, all-terrain vehicle travel on park roads, and off-road vehicle use at the Lees Ferry Swale area.


Over 500 comments were received on the draft alternatives that were sent to you and to the public. Presently, Glen Canyon NRA is refining the range of alternatives based on those comments. Revised draft alternatives will be included in the draft Environmental Impact Statement for review this fall or winter.

If you wish to be kept apprised of the off-road vehicle management planning process, please visit Glen Canyon NRA's website at <http://parkplanning.nps.gov/glca>.

Two to three weeks after you receive this letter, one of my staff, Rosemary Sucec, Chief, Branch of Cultural Resources, will be following up with a telephone call. She'll be asking if you have any questions about this process, to learn whether you would like to remain on the mailing list for this project, and to determine if you would like to receive a draft Environmental Impact Statement.

In the meantime, please feel welcome to contact her at rosemary_sucec@nps.gov or by calling at 928-608-6277. If you cannot reach Rosemary, please contact Lisa Riedel, also in the Branch of Cultural Resources, at lisa_riedel@nps.gov or by calling her at 928-608-6279.

Sincerely,


Todd W. Brindle
Superintendent



United States Department of the Interior

NATIONAL PARK SERVICE
Glen Canyon National Recreation Area
P.O. Box 1507
Page, Arizona 86040



IN REPLY REFER TO:
D18 – OHV-EIS

The Honorable Joe Shirley, Jr.
Office of the President
Navajo Nation
P.O. Box 7440
Window Rock, Arizona 86515

Dear Dr. Shirley:

The National Park Service (NPS) at Glen Canyon National Recreation Area (NRA) started work on the Off-Road Vehicle (ORV) Management Plan/Environmental Impact Statement (EIS) in August 2007. The purpose of the off-road vehicle plan is to develop a range of alternatives to manage All-Terrain Vehicles (ATV) use on Glen Canyon's backcountry roads, ORV use on the accessible shoreline areas, and use of the Ferry Swale area.

Glen Canyon NRA manages 12 accessible shoreline locations along Lake Powell where the public can drive off-road to access the beach for swimming, fishing, camping, picnicking, and other recreational activities. Three of these managed accessible shorelines are located along the San Juan arm of Lake Powell, on NPS property contiguous to lands of the Navajo Nation. These shorelines are Copper Canyon, Neskahi and Paiute Canyon. Two other areas; Paiute Farms Wash and Nokai Canyon within the Glen Canyon NRA have motorized access from the contiguous Navajo Nation lands.

The plan process has been delayed due to changes in staff and funding. With this letter, we would like to restart our communications and consultations with interested groups, bands and/or tribes in updating the status of the project and proceed with the planning effort. Meanwhile, we have contacted the Navajo Nation chapters (Navajo Mountain and Oljato) to provide updated information.

We are working on preparing an updated planning process timeline for the project and we will provide you a copy once it becomes available.

If you need additional information or have any questions on the proposed plan, please contact our Environmental Protection Specialist, Joe David at (928) 608-6337.

Sincerely,

Kym Hall
Acting Superintendent

Enclosure

Tribe/Institution	MailingAddress	City	State	Zip Code
Bodaway/Gap Chapter/Navajo Nation	PO Box 1546	Gap Lake Havasu,	AZ	86020
Chemehuevi Indian Tribe	PO Box 1976	CA Kykotsmo	CA	92363
Hopi Tribe	PO Box 123	vi	AZ	86039
Kaibab Paiute Tribe	H.C. 65, Box 2	Fredonia	AZ	86022
Kanosh Band of Paiute Indian Tribe of Utah	476 S. 700 W.	Cedar City	UT	84720
Koosharem Band of Paiute Indian Tribe of Utah	P.O. Box 205	Richfield	UT	84701
Navajo Mountain Chapter/Navajo Nation	PO Box 10264	Tonalea	AZ	86044
Kaibeto Chapter Navajo Nation	PO Box 1761	Kaibeto	AZ	86053
LeChee Chapter Navajo Nation	PO Box 4720	Page	AZ	86040
Coppermine Chapter Navajo Nation	PO Box 1323	Page Monumen	AZ	86040
Oljato Chapter/Navajo Nation	PO Box 360455	t Valley	UT	84536
Paiute Indian Tribe of Utah	440 North Paiute Drive	Cedar City	UT	84720
Pueblo of Zuni	PO Box 339	Zuni	NM	87327
San Juan Southern Paiute Tribe	PO Box 2710	Tuba City	AZ	86045
Shivwits Band of Paiute Indian Tribe of Utah	26 S. 400 W.	LaVerkin	UT	84745
Shonto Chapter/Navajo Nation	PO Box 7800	Shonto	AZ	86054
Ts'ah Biiikin Chapter/Navajo Nation	HC 70 Box 3 PMB 5214	Tonalea	AZ	86044
White Mesa Ute Band Ute Mountain Ute	PO Box 251	Blanding	UT	84511
Ute Mountain Ute Tribe	P.O. Box JJ	Towaoc	CO	81334



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Rainbow Bridge National Monument
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IN REPLY REFER TO:
D18 OHV EIS

April 23, 2013

Mr. Ben Shelly
Navajo Nation President
PO Box 9000
Window Rock, AZ 86515

Dear Mr. Shelly:

As part of our process of government-to-government consultation with tribes on important issues at Glen Canyon National Recreation Area, the National Park Service is pleased to be able to provide to you the draft Executive Summary from the Glen Canyon National Recreation Area Draft Off-Road Vehicle Management Plan/Environmental Impact Statement (EIS). Your tribe is being provided an opportunity to review the draft before it is released to the public. Please let us know if you would like to receive a review copy of the entire draft EIS when it is available and/or if you would like us to follow up with you by telephone or in person concerning any aspects of the EIS.

We request that this draft Executive Summary of the EIS remain confidential. At this time we anticipate a 60 day public review and comment period for the draft EIS will occur in later this summer following publication of a Notice of Availability in the Federal Register.

We request that any comments on the draft EIS be submitted to us in writing no later than May 24, 2013. If you would like to schedule a time to discuss the draft EIS, please contact Rosemary Sucec, Branch Chief of Cultural Resources, at (928) 608-6277 to determine an appropriate time for a follow-up telephone call or meeting.

Sincerely,

Todd W. Brindle
Superintendent

Enclosure

cc: Alan Downer, Navajo Nation, Tribal Historic Preservation Officer
Tony Joe, Jr., Navajo Nation, Navajo Traditional Cultural Program Manager



United States Department of the Interior

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Rainbow Bridge National Monument
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IN REPLY REFER TO:
D18 OHV EIS

April 23, 2013

Leroy Ned Shingoitewa
Hopi Tribe Chairman
PO Box 123
Kykotsmovi, AZ 86039

Dear Mr. Shingoitewa:

As part of our process of government-to-government consultation with tribes on important issues at Glen Canyon National Recreation Area, the National Park Service is pleased to be able to provide to you the draft Executive Summary from the Glen Canyon National Recreation Area Draft Off-Road Vehicle Management Plan/Environmental Impact Statement (EIS). Your tribe is being provided an opportunity to review the draft before it is released to the public. Please let us know if you would like to receive a review copy of the entire draft EIS when it is available and/or if you would like us to follow up with you by telephone or in person concerning any aspects of the EIS.

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Sincerely,

Todd W. Brindle
Superintendent

Enclosure



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Rainbow Bridge National Monument
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(928) 608-6200



IN REPLY REFER TO:
DI8 OHV EIS

April 23, 2013

Manual Savala
Kaibab Paiute Tribe Chairman
HC 65 Box 2
Fredonia, AZ 86022

Dear Mr. Savala:

As part of our process of government-to-government consultation with tribes on important issues at Glen Canyon National Recreation Area, the National Park Service is pleased to be able to provide to you the draft Executive Summary from the Glen Canyon National Recreation Area Draft Off-Road Vehicle Management Plan/Environmental Impact Statement (EIS). Your tribe is being provided an opportunity to review the draft before it is released to the public. Please let us know if you would like to receive a review copy of the entire draft EIS when it is available and/or if you would like us to follow up with you by telephone or in person concerning any aspects of the EIS.

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Sincerely,

Todd W. Brindle
Superintendent

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IN REPLY REFER TO:
D18 OHV EIS

April 23, 2013

Ms. Jeanine Borchardt
Paiute Indian Tribe of Utah Chairwoman
440 North Paiute Dr
Cedar City, UT 84720

Dear Ms. Borchardt:

As part of our process of government-to-government consultation with tribes on important issues at Glen Canyon National Recreation Area, the National Park Service is pleased to be able to provide to you the draft Executive Summary from the Glen Canyon National Recreation Area Draft Off-Road Vehicle Management Plan/Environmental Impact Statement (EIS). Your tribe is being provided an opportunity to review the draft before it is released to the public. Please let us know if you would like to receive a review copy of the entire draft EIS when it is available and/or if you would like us to follow up with you by telephone or in person concerning any aspects of the EIS.

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Sincerely,

Todd W. Brindle
Superintendent

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IN REPLY REFER TO:
D18 OHV EIS

April 23, 2013

Arlen Quetawki, Sr.
Pueblo of Zuni Chairman
PO Box 339
Zuni, NM 87327

Dear Mr. Quetawki:

As part of our process of government-to-government consultation with tribes on important issues at Glen Canyon National Recreation Area, the National Park Service is pleased to be able to provide to you the draft Executive Summary from the Glen Canyon National Recreation Area Draft Off-Road Vehicle Management Plan/Environmental Impact Statement (EIS). Your tribe is being provided an opportunity to review the draft before it is released to the public. Please let us know if you would like to receive a review copy of the entire draft EIS when it is available and/or if you would like us to follow up with you by telephone or in person concerning any aspects of the EIS.

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Sincerely,

Todd W. Brindle
Superintendent

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IN REPLY REFER TO:
D18 OHV EIS

April 23, 2013

Mr. Lee Choe
Interim Chairman
San Juan Southern Paiute
P.O. Box 882
Tonalea, AZ 86044

Dear Mr. Choe:

As part of our process of government-to-government consultation with tribes on important issues at Glen Canyon National Recreation Area, the National Park Service is pleased to be able to provide to you the draft Executive Summary from the Glen Canyon National Recreation Area Draft Off-Road Vehicle Management Plan/Environmental Impact Statement (EIS). Your tribe is being provided an opportunity to review the draft before it is released to the public. Please let us know if you would like to receive a review copy of the entire draft EIS when it is available and/or if you would like us to follow up with you by telephone or in person concerning any aspects of the EIS.

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Sincerely,

Todd W. Brindle
Superintendent

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IN REPLY REFER TO:
D18 OHV EIS

April 23, 2013

Mr. Gary Hayes
Ute Mountain Ute Tribe Chairman
PO Box JJ
Towaoc, CO 81334

Dear Mr. Hayes:

As part of our process of government-to-government consultation with tribes on important issues at Glen Canyon National Recreation Area, the National Park Service is pleased to be able to provide to you the draft Executive Summary from the Glen Canyon National Recreation Area Draft Off-Road Vehicle Management Plan/Environmental Impact Statement (EIS). Your tribe is being provided an opportunity to review the draft before it is released to the public. Please let us know if you would like to receive a review copy of the entire draft EIS when it is available and/or if you would like us to follow up with you by telephone or in person concerning any aspects of the EIS.

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Sincerely,

Todd W. Brindle
Superintendent

Enclosure

National Park Service
U.S. Department of the Interior

Glen Canyon National Recreation Area
Arizona and Utah



Glen Canyon National Recreation Area

Off-road Vehicle Management Plan / Draft Environmental Impact Statement

April 2013

NOT FOR PUBLIC RELEASE

GOVERNMENT-TO-GOVERNMENT CONSULTATION COPY

EXECUTIVE SUMMARY

This *Glen Canyon National Recreation Area Off-road Vehicle Management Plan / Draft Environmental Impact Statement* (plan/DEIS) analyzes a range of alternatives and actions for managing off-road use of motor vehicles and on-road use of off-highway vehicles (OHVs) and street-legal all-terrain vehicles (ATVs) at Glen Canyon National Recreation Area (Glen Canyon). The plan/DEIS assesses the impacts that could result from continuing current management (the no-action alternative) or implementing any of the four action alternatives.

Upon conclusion of this plan and decision-making process, the alternative selected for implementation will become the Off-Road Vehicle (ORV) Management Plan and form the basis for a special regulation to manage any approved off-road use at Glen Canyon. The plan/DEIS would guide management of off-road use at Glen Canyon for the next 10 to 15 years.

BACKGROUND

Glen Canyon encompasses 1,254,306 acres in northern Arizona and southeastern Utah. Glen Canyon includes portions of Garfield, Kane, San Juan, and Wayne Counties in Utah and Coconino County in Arizona. The southern boundary runs contiguous to the lands of the Navajo Nation. Glen Canyon shares boundaries with other national park system units, including Grand Canyon National Park, Capitol Reef National Park, and Canyonlands National Park. Glen Canyon also encompasses Rainbow Bridge National Monument. Glen Canyon adjoins approximately 9.3 million acres of other federal lands administered by the Bureau of Land Management (BLM), including the Grand Staircase-Escalante National Monument, Vermilion Cliffs National Monument, and the Paria Canyon-Vermilion Cliffs Wilderness.

The use of motorized vehicles to reach off-road destinations in Glen Canyon predates the establishment of the recreation area in 1972 (PL 92-593). After Lake Powell began to fill behind the completed Glen Canyon Dam in 1963, the public began driving off road to access the new lake for recreational activities. This off-road use continued following the establishment of the national recreation area in 1972.

A comprehensive planning process begun by the National Park Service (NPS) after the establishment of Glen Canyon resulted in the publishing of a General Management Plan (GMP) in 1979. The GMP designated a system of open roads for vehicle travel and closed several existing unpaved roads in the backcountry. After an evaluation of several alternatives for wilderness suitability under the 1964 Wilderness Act, the NPS published a Wilderness Recommendation in 1981 proposing 588,855 acres for designation as wilderness within Glen Canyon.

Following a rapid increase in visitation to Glen Canyon during the 1970s, the NPS determined that site-specific planning for off-road use was warranted. Increasing use at shoreline locations was leading to management concerns, including visitor conflicts, safety issues, resource degradation, and unsystematic off-road use. In

Conventional Motor Vehicle: Vehicles designed primarily for use and operation on streets and highways and that are licensed and registered for interstate travel.

Nonconventional Motor Vehicle: ATVs, OHVs, dirt bikes, sand rails, side-by-sides, dune buggies, and other vehicles primarily designed for off-road use.

Off-road Vehicle (ORV): Any motorized vehicle (conventional or nonconventional) designed for or capable of cross-country travel on or immediately over natural terrain.

Off-highway Vehicle (OHV): State law describes these as a nonconventional motor vehicle designed primarily for off-road use.

Street-legal ATV: An ATV that qualifies under the state's motor vehicle and traffic code to be operated on state roads and highways.

response, NPS developed a management plan for Lone Rock Beach (1981 *Lone Rock Beach Development Concept Plan and Environmental Assessment*) as well as a management plan for 20 accessible shoreline areas on Lake Powell (1988 *Environmental Assessment and Management/Development Concept Plans for Lake Powell's Accessible Shorelines*). Twelve of the 20 accessible shoreline sites were developed to provide for off-road driving.

In 1986 a Paiute Farms/San Juan Marina Development Concept Plan Environmental Assessment evaluated the development of a marina which was subsequently constructed and then destroyed by a flash flood several years later. Off-road use at this former marina site continues in order to access the San Juan Arm of the Lake Powell at this location. In addition the 2006 Uplake Development Concept Plan designated an area at the Hite Boat Ramp to continue its use for primitive shoreline camping, which is accessed by off-road use between the public boat launch ramp and the former Hite marina site. An additional area bordering the Navajo Nation, Nokai Canyon, is not authorized for off-road use but is currently being accessed and has not been addressed in past planning efforts.

In 2005, NPS was challenged in federal court over the failure to comply with the executive orders 11644 and 11989 and 36 CFR §4.10[b]. Although NPS had implemented ORV management plans for various parts of Glen Canyon in 1981 (Lone Rock Beach) and 1988 (20 accessible shoreline areas on Lake Powell), past planning efforts failed to comply with the CFR requiring promulgation of a special regulation to designate off-road use areas.

Glen Canyon is preparing this plan/DEIS under the terms of the May 12, 2008, settlement agreement between Friends of the Earth, the National Parks Conservation Association, and Wildlands CPR (known collectively as Bluewater Network) and the Department of the Interior and NPS (*Friends of the Earth, Bluewater Network Division, et al. v. United States Department of the Interior, et al.* [Case 1:05-cv-02302-RCI.]).

This plan/DEIS will address the future management of these accessible shoreline areas and their suitability for use by conventional motor vehicles, as well as by non-conventional vehicles such as street-legal all-terrain vehicles (ATVs) and off-highway vehicles (OHVs). This plan/DEIS will also evaluate the designation of ORV routes in other areas of Glen Canyon such as at Ferry Swale near Page, AZ. Lastly, this plan/DEIS will evaluate the use of street-legal ATVs and OHVs on GMP roads in Glen Canyon.

PURPOSE OF THIS PLAN

The purpose of this plan/DEIS is to evaluate off-road use by conventional and nonconventional motor vehicles and on-road use by non-conventional motor vehicles and develop management actions that preserve Glen Canyon's scientific, scenic, and historic features; provide for the recreational use and enjoyment of the area; and promote the resources and values for which the area was established as a unit of the national park system.

NEED FOR ACTION

A plan/DEIS is needed for the following reasons:

- To evaluate the impacts associated with allowed but unauthorized off-road use in Glen Canyon and determine what management action should be taken.
- To determine whether the National Park Service (NPS) will authorize off-road use in accordance with Executive Orders 11644 and 11989 (off-road vehicles on public lands), NPS laws, regulations (36 CFR 4.10), and policies to minimize impacts to Glen Canyon.
- To evaluate the impacts resulting from on-road use by nonconventional motor vehicles in Glen Canyon and determine what management actions should be taken.
- To address changes in vehicular access at visitor use areas due to fluctuating lake levels.

This plan/EIS has been prepared in accordance with the National Environmental Policy Act of 1969 (NEPA) and the Council on Environmental Quality (CEQ) regulations implementing NEPA (40 CFR 1500–1508) and NPS Director's Order 12: *Conservation Planning, Environmental Impact Analysis, and Decision-Making*.

OBJECTIVES IN TAKING ACTION

The objectives for managing off-road use are based on Glen Canyon's enabling legislation and prior planning documents and are compatible with NPS mission and policy guidance. All alternatives considered in this ORV management plan must, to a large degree, accomplish the following objectives:

- Manage authorized vehicle uses to provide safe and healthful opportunities for visitor access and recreation.
- Manage authorized vehicle uses to protect the biological and physical environment, including natural processes and systems.
- Manage authorized vehicle uses to protect cultural resources.
- Establish clear policies to guide authorized vehicle uses.

ISSUES AND IMPACT TOPICS

Glen Canyon staff identified issues associated with implementing an ORV management plan during internal scoping meetings and the public identified issues during the public scoping process at three public meetings. Table ES-1 details the issues that are discussed and analyzed in the plan/DEIS.

TABLE ES-1: ISSUES AND IMPACT TOPICS

ISSUE	REASON FOR ANALYSIS
Geology and Soils	Damage to soils from off-road use includes the destruction of soil stabilizers, soil compaction and reduced rates of water infiltration, accelerated rates of surface water runoff and erosion, accelerated rates of wind erosion, and declines in soil productivity. Cyanobacterial soil crusts stabilize soils, increase water infiltration, and concentrate essential nutrients for vascular plant growth. Damage to these living soil crusts can occur with a single pass of a vehicle.
Vegetation	Off-road use can adversely impact native plants and plant communities directly, by crushing and uprooting of plants, and indirectly, by altering soil properties and by serving as a vector for invasive plant species that replace native vegetation.
Wildlife and Wildlife Habitat	Wildlife is known to be affected by off-road motor vehicle use. Impacts occur in four primary categories: direct mortality, disturbance, noise, and habitat alteration. The most vulnerable species to off-road activity include burrowing species, such as rodents that nest in open sandy sites and whose burrows are easily crushed.
Special-status Species	A number of federally listed species are likely to occur in the project area and may be affected by management actions. If this plan/DEIS indicates that there may be an adverse effect on any listed species, NPS will engage in consultation with the U.S. Fish and Wildlife Service (USFWS) as required under Section 7 of the Endangered Species Act (16 USC 1536 [a][2]).

ISSUE	REASON FOR ANALYSIS
Soundscapes	The natural soundscape is considered a resource, and qualifies as an inherent component of "the scenery and the natural and historic objects and the wild life therein" that is protected by the NPS Organic Act. Vehicular noise has the potential to impact other users in these areas. Motor vehicle noise could also discourage wildlife from using these areas or directly impact their ability to hear.
Visitor Use and Experience	The use of motorized vehicles is an integral component of the experience for some visitors and the extent to which this use may be authorized in Glen Canyon could impact the amount and range of recreational opportunities accessible to visitors, especially if certain restrictions or user fees are involved. While ORV use may provide a positive experience for some visitors, this can also conflict with the experiences sought by others.
Cultural Resources Archeological Resources Ethnographic Resources	Off-road use has been demonstrated to be a source of direct and indirect damage to cultural resources. Due to the potential for adverse impacts on archeological and ethnographic resources through the adoption of one or more of the action alternatives, these two resources have been assessed for their potential to be affected by the alternatives. Glen Canyon is known to contain archeological resources eligible for inclusion in the National Register of Historic Places; archeological resources do exist in the study area. Ethnographic resources that are archeological sites have been documented in association with the accessible lakeshores and within Lone Rock Beach Play Area. Archeological sites have been recorded within and adjacent to the unpaved General Management Plan (GMP) roads. Some of these sites may also be ethnographic resources. One traditional cultural property (TCP) is located within the study area and the Hole-in-the-Rock Road corridor may also meet the criteria for a TCP.
Socioeconomics	The alternatives associated with the management of ORVs at Glen Canyon could have an impact on the socioeconomic environment of the recreation area and the region, including a greater demand for recreation and tourism-related amenities, the potential for increased profitability of commercial services in the area, and the enhancement of local economies.
Health and Safety	Both the park resources which attract visitors and some of the specific recreational activities in which visitors participate can present sources of potential hazards. Off-road use is of particular concern regarding visitor health and safety. ATVs in particular have been the subject of actions by the Consumer Product Safety Commission.
Paleontological Resources	All sedimentary rock formations in Glen Canyon hold the potential for fossil discovery. Certain formations are more sensitive than others and warrant special management concern. Some formations contain dinosaur tracks and traces and are targets for illegal collection and trade in the black market.
Wilderness	Approximately 588,855 acres (47%) of Glen Canyon have been proposed for addition to the National Wilderness Preservation System and an additional 48,955 (4%) are identified as potential wilderness. The general policy of NPS is to manage all lands with wilderness characteristics so as not to diminish the wilderness eligibility of these areas.

ALTERNATIVES

NPS held seven meetings to inform the public about the preliminary alternatives for the plan/EIS. The alternatives analyzed in this document are the result of internal and public scoping. These alternatives meet the management objectives of the recreation area while also meeting the overall purpose of and need for the proposed action.

Alternative elements that were considered but were not technically or economically feasible, did not meet the purpose of and need for the project, created unnecessary or excessive adverse impacts on resources, and/or conflicted with the overall management of Glen Canyon or its resources were dismissed from further analysis. The elements of all five alternatives, including the no-action alternative, are summarized in table ES-2.

ELEMENTS COMMON TO ALL ALTERNATIVES

The following management actions are common to all alternatives, including the no-action alternative. NPS will implement these actions upon adoption of the final Record of Decision (ROD) regardless of which alternative is selected. Additional details of each element can be found in the plan/EIS.

- **Clarification of the Management of Glen Canyon Lands below Lake Powell Full Pool** The Lake Powell shoreline area below full pool (3,700-foot elevation contour) is not open to off-road use unless designated.
- **Motor Vehicle Operator and Equipment Requirements:** All motor vehicle use must comply with state motor vehicle and operator requirements. Operators of conventional and non-conventional motor vehicles are responsible for complying with all applicable NPS and state statutes and regulations pertaining to the lawful operation of motor vehicles in Glen Canyon.
- **Use Area Rules:** All rules applicable to public use, recreation, and travel at Glen Canyon would remain in effect.
- **Administrative Uses and Other Authorized Uses:** Administrative uses would continue, including use by government officials, lease holders, permit holders, or any other individual with authority from NPS to operate at Glen Canyon.
- **NPS Authority to Alter or Adopt State Motor Vehicle Laws:** NPS would review any future change to state law that may affect motor vehicle operation and use in Glen Canyon for conformity with this plan/EIS. Title 36 CFR 4.2 allows NPS to adopt non-conflicting state laws.

ELEMENTS COMMON TO ALL ACTION ALTERNATIVES (ALTERNATIVES B, C, D, AND E)

The following management actions are common to all action alternatives. The NPS would implement these actions upon adoption of the final ROD and subsequent regulation if one of the four action alternatives were selected. Additional details of each element can be found in the plan/EIS.

- **Designation of Roads Open to OHV and Street-Legal ATV Use:** GMP roads that are identified as either open or closed to OHV and street-legal ATV use will be adequately marked.
- **Communications Strategy:** The multiple government jurisdictions, the transboundary nature of roads, and the lack of active management from NPS has resulted in confusion about which regulations apply throughout Glen Canyon. To address this confusion, a communications strategy would be developed that will include partnerships, web site development, partnerships and informational brochures.
- **Closing Undesignated Off-Road Vehicle Routes and Areas and Restoring Them to Natural Conditions:** NPS would close routes and areas not designated for off-road use. NPS may use a number of different techniques to close and restore routes and areas where unauthorized off-road use has occurred.

ORV FEE PERMIT SYSTEM

- Permits would be used to recover NPS costs for managing areas designated for off-road use. Costs include monitoring, signs, education programs, and partnerships, as well as the administrative costs associated with administering the permit system.
- Permits would have an educational component to further reduce visitor use conflicts, prevent resource damage and provide for visitor safety.
- Permits would be required for all off-road travel at accessible shoreline areas, Lone Rock Beach, Lone Rock Beach Play Area, and designated ORV routes in Ferry Swale.
- Permits would be available at designated permit issuing stations and by mail.
- Permits could be revoked for violation of applicable Glen Canyon regulations or terms and conditions of the permit.

MEASURES TO MONITOR, AVOID, MINIMIZE, OR MITIGATE OFF-ROAD MOTOR VEHICLE IMPACTS UNDER ALTERNATIVES C, D, AND E

NPS developed management and mitigation strategies to address the impacts from off-road use as proposed in this plan/EIS. The objectives are to improve site design and control, reduce incidents of disturbance to lands, restore disturbed areas, track findings and accomplishments, and increase public awareness of the environmental impacts related to off-road use.

ALTERNATIVE A: NO ACTION

The no-action alternative represents the continuation of existing management policies and actions related to the use of ORVs in Glen Canyon. This alternative is consistent with the 1979 Glen Canyon GMP and other planning documents and management policies related to off-road use in Glen Canyon. If the no-action alternative were selected, NPS would be required to promulgate a special regulation to authorize existing ORV areas in compliance with 36 CFR 4.10.

ALTERNATIVE B: NO OFF-ROAD USE

Under alternative B, the remote, undeveloped, and lightly traveled nature that characterizes much of Glen Canyon would be maintained by limiting the operation of motor vehicles only to designated roads. Nearly 669,000 acres of Glen Canyon is classified as "Natural" under Glen Canyon's management zones, where maintaining isolation and natural processes is the primary management objective. There would be no designated ORV routes or areas and existing off-road use areas would be closed and restored to natural conditions.

ALTERNATIVE C: INCREASED MOTORIZED ACCESS

Under alternative C, ORVs would be managed in a manner that would expand the recreational opportunities in Glen Canyon by increasing the number of ORV routes and areas. Alternative C is designed to enhance the visitor experience by identifying and designating specific areas capable of supporting off-road use and on-road OHV and street-legal ATV use, while prohibiting such uses in areas where natural and cultural resources and visitor experience may be adversely impacted.

ALTERNATIVE D: DECREASED MOTORIZED ACCESS

The isolated and primitive characteristics of the Glen Canyon backcountry would be enhanced by limiting the areas open to off-road use and by prohibiting the operation of OHVs and street-legal ATVs throughout Glen Canyon. These actions are intended to enhance the protection of Glen Canyon resources and values, as well as to promote recreation opportunities that are based on a sense of solitude, remoteness, and natural conditions. Alternative D would reduce the number of available ORV areas.

ALTERNATIVE E: MIXED USE

Alternative E is designed to protect resources and enhance the visitor experience by identifying and designating specific areas capable of supporting off-road use while prohibiting such uses in areas where resources and values may be at risk.

ENVIRONMENTAL CONSEQUENCES

Impacts of the alternatives were assessed in accordance with Director's Order 12 in terms of their context, duration, and intensity. The analysis provides the public and decision-makers with an understanding of the implications of ORV management actions in the short and long term, cumulatively, and within context, based on an understanding and interpretation by resource professionals and specialists.

For each impact topic, methods were identified to assess the change in the park's resources that would occur with the implementation of each management alternative. Each management alternative was compared to baseline conditions (Alternative A: No Action) to determine the context, duration, and intensity of resource impacts.

Table ES-3 summarizes the results of the impact analysis for the impact topics that were assessed. The full impact analysis is in Chapter 4, Environmental Consequences. For all of the alternatives in this draft plan/EIS, impacts from operations in the park would be mitigated to avoid impairment of park resources and values.

TABLE ES-2. ALTERNATIVE ELEMENTS OVERVIEW

	ALTERNATIVE A: NO ACTION	ALTERNATIVE B: NO OFF-ROAD USE	ALTERNATIVE C: INCREASED MOTORIZED ACCESS	ALTERNATIVE D: DECREASED MOTORIZED ACCESS	ALTERNATIVE E: MIXED USE (NPS PREFERRED ALTERNATIVE)
Highlights	<ul style="list-style-type: none"> Off-road use would continue at 14 designated ORV areas. Only conventional motor vehicles and street-legal ATVs would be authorized for use on GMP roads. No ATVs would be allowed within the Orange Cliffs Unit. No ORV routes would be designated. 	<ul style="list-style-type: none"> No ORV routes or areas would be designated. Only conventional motor vehicles and street-legal ATVs would be authorized for use on designated GMP roads. No ATVs would be allowed within the Orange Cliffs Unit. 	<ul style="list-style-type: none"> Conventional motor vehicles, OHVs, and street-legal ATVs would be authorized for use at 17 designated ORV areas only by permit, subject to water level closures. Conventional motor vehicles, OHVs, and street-legal ATVs would be authorized for use on all GMP roads to include the Orange Cliffs Unit. ORV routes would be designated. 	<ul style="list-style-type: none"> Conventional motor vehicles would be authorized for use at five designated ORV areas (Lone Rock Beach, Hite Boat Ramp, Farley Canyon, Dirty Devil, and Stanton Creek), only by permit, subject to water level closures. No OHVs or street-legal ATVs would be authorized for use in Glen Canyon. No ORV routes would be designated. 	<ul style="list-style-type: none"> Conventional motor vehicles and street-legal ATVs would be authorized for use at 15 areas only by permit, subject to water-level closures. A vehicle-free area would be designated at Lone Rock Beach. Conventional motor vehicles and street-legal ATVs would be authorized for use on paved GMP roads. OHVs would also be authorized for use on unpaved GMP roads. No ATVs or OHVs would be authorized for use in the Orange Cliffs Unit. ORV routes would be designated.
Lone Rock Beach	Off-road use by conventional motor vehicles, OHVs, and street-legal ATVs would continue. Utah rules regulating OHVs and street-legal ATVs would remain in effect.	Off-road use by all vehicles would be discontinued and the area would be restored to natural conditions.	Same as alternative A, with additional requirement for an ORV permit.	Off-road use by conventional motor vehicles would be authorized only by permit. No OHVs or street-legal ATVs would be allowed.	Same as alternative C except approximately 20 acres of the beach would be designated as a vehicle-free zone (no vehicles of any type would be allowed in this zone).
Lone Rock Beach Play Area	Off-road use by conventional motor vehicles, OHVs, and street-legal ATVs would continue. Utah rules regulating OHVs and street-legal ATVs would remain in effect.	Off-road use by all vehicles would be discontinued and the area would be restored to natural conditions.	Same as alternative A, with additional requirement for an ORV permit and safety flag.	Same as alternative B.	Same as alternative C.

	ALTERNATIVE A: NO ACTION	ALTERNATIVE B: NO OFF-ROAD USE	ALTERNATIVE C: INCREASED MOTORIZED ACCESS	ALTERNATIVE D: DECREASED MOTORIZED ACCESS	ALTERNATIVE E: MIXED USE (NPS PREFERRED ALTERNATIVE)
Accessible Shoreline Areas	Off-road use by conventional vehicles only would continue at twelve existing areas (Blue Notch, Bullfrog North and South, Copper Canyon, Crosby Canyon, Dirty Devil, Farley Canyon, Neskahi, Paiute Canyon, Red Canyon, Stanton Creek, Warm Creek, and White Canyon), subject to water-level closures.	Off-road use at 15 areas (12 existing areas plus Hite Boat Ramp, Nokai Canyon and Paiute Farms) would be discontinued and these areas would be restored to natural conditions.	15 areas (12 existing areas plus Hite Boat Ramp, Paiute Farms and Nokai Canyon) would be authorized for use by conventional motor vehicles, OHVs, and street-legal ATVs, only by permit, subject to water-level closures.	Four areas (Dirty Devil, Farley Canyon, Hite Boat Ramp, and Stanton Creek) would be authorized for use only by conventional motor vehicles, only by permit, subject to water-level closures. Off-road use at eleven areas would be discontinued.	14 areas (11 existing areas plus Hite Boat Ramp, Nokai Canyon and Paiute Farms) would be authorized for use by conventional motor vehicles and street-legal ATVs, only by permit, subject to water-level closures. Off-road use at Warm Creek would be discontinued.
GMP Roads	In addition to conventional motor vehicles, street-legal ATVs would be authorized for use on GMP roads in Glen Canyon with the exception of the Orange Cliffs Unit.	Same as alternative A.	Conventional motor vehicles, OHVs, and street-legal ATVs would be authorized for use on all GMP roads to include the Orange Cliffs Unit.	Only conventional motor vehicles would be authorized for use on GMP roads in Glen Canyon.	Conventional motor vehicles and street-legal ATVs would be authorized for use on paved GMP roads. OHVs would also be authorized for use on unpaved GMP roads. No ATVs or OHVs would be authorized for use in the Orange Cliffs Unit.
Ferry Swale	No ORV routes would be designated.	Same as alternative A.	Conventional vehicles, OHVs, and street-legal ATVs would be authorized for use on designated ORV routes by permit.	Same as alternative A.	Same as alternative C.



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Rainbow Bridge National Monument
P.O. Box 1507
Page, Arizona 86040
(928) 608-6200



IN REPLY REFER TO:
ORV Management Plan

July 22, 2013

Ben Shelly
Navajo Nation President
PO Box 9000
Window Rock, AZ 86515

Dear Mr. Shelly:

The National Park Service (NPS) is continuing to develop the *Glen Canyon National Recreation Area Off-road Vehicle (ORV) Management Plan / Draft Environmental Impact Statement (Plan/DEIS)*. The Plan/DEIS analyzes alternatives and actions for managing off-road use of motor vehicles and on-road use of off-highway vehicles (OHVs) and street-legal all-terrain vehicles (ATVs) at Glen Canyon National Recreation Area (Glen Canyon). The Plan/DEIS also evaluates the range of impacts that could result from any of the four action alternatives, as well as the no-action alternative. The vehicle types mentioned above are defined in the enclosed document.

As part of our government-to-government responsibilities and in recognition of your Tribe's traditional, cultural, and historical associations with Glen Canyon, we have been regularly corresponding with you regarding the development of this Plan/DEIS.

We are writing now to inform you of and invite you to a meeting/webcast to learn more about how Glen Canyon is fulfilling its Section 106 responsibilities under the National Historic Preservation Act (NHPA) for the Plan/DEIS. Additional consulting parties under Section 106 will also be invited to this event. **In order to facilitate the consultation process, Glen Canyon will host a meeting in Page, AZ on August 22, 2013 for consulting parties.** The meeting will also be webcast in order to provide additional opportunities for participation. If you are interested in attending the meeting in person or via webcast, please email Brian Carey at brian_carey@nps.gov so that we can provide you with additional logistical information.

The purpose of the meeting is to:

1. Provide a summary of Glen Canyon's methods for identifying cultural resources that may be affected under any of the Plan/DEIS alternatives and that are also eligible to the National Register of Historic Places (referred to as "historical properties") under Section 106; and
2. Request your input on Glen Canyon's determination of the "Area of Potential Effect (APE)" including the proposed level of identification and the appropriate level of effort. Section 106 requires agencies to make a good faith effort to identify the geographic areas within which the integrity of any historic properties may be directly or indirectly affected by this undertaking.

At this stage in the development of the Plan/DEIS, Glen Canyon proposes a strategy for how to proceed toward compliance with Section 106 of NHPA. **Enclosed for your review is a document titled**

“Clarification of Cultural Resource Considerations for the Glen Canyon National Recreation Area Off-Road Vehicle Management Plan / Environmental Impact Statement.” This document identifies how Glen Canyon developed the model to determine the APE, provides information about the identification efforts, and recommends a strategy to initiate identification efforts.

Glen Canyon recognizes that the potential effects on historic properties differ according to the scale and nature of ORV use designations and the extent of anticipated change in existing ORV use by alternative actions. Determinations of the APE and proposed strategies for appropriate identification efforts take into account these factors and will vary depending on the proposed ORV activity and the density and nature of historic properties.

For this Plan/DEIS, the APE involves the following geographic areas: 1) Accessible shorelines and Lone Rock Beach; 2) park roads and proposed ORV routes; and 3) Lone Rock Beach Play Area. For the state of Utah, relevant aspects of the proposed action include: accessible shorelines in Garfield, Kane, and San Juan counties; park roads in Garfield, Kane, San Juan, and Wayne counties, as well as Lone Rock Beach and play area in Kane County. For the state of Arizona, relevant aspects of the proposed action include park roads and proposed ORV routes in Coconino County.

We understand that as input is received from you and other consulting parties, alternatives are refined and the APE may be adjusted accordingly. We continue to look forward to receiving your input throughout this planning process. We believe that your input will ensure that cultural resources are adequately considered during the planning process, and at the same time meet ORV management needs and objectives.

More information about the off-road vehicle management planning process can be obtained at the Glen Canyon planning website at <http://parkplanning.nps.gov/glca>. A copy of the draft EIS will be submitted for your review when available. If you should have questions or need any additional information, please contact Brian Carey at 928-608-6209, or by email at brian_carey@nps.gov.

Sincerely,



Todd W. Brindle
Superintendent

Enclosure

cc: Tony Joe, Jr., Navajo Traditional Cultural Program/Program Manager, Navajo Nation
Fred White, Deputy Director, Division of Natural Resources, Navajo Nation
Alan Downer, Tribal Historic Preservation Officer, Navajo Nation
Irene Nez-Whitekiller, President, LeChee Chapter, Navajo Nation
Alex Bitsinnie, President, Navajo Mountain Chapter, Navajo Nation
Herman Daniels, Jr., President, Oljato Chapter, Navajo Nation
Martha Tate, President, Ts'ah Biikin Chapter, Navajo Nation
Felix Fuller, President, Shonto Chapter, Navajo Nation
Floyd Stevens, President, Coppermine Chapter, Navajo Nation
Billy Arizona, Jr., President, Bodaway/Gap Chapter, Navajo Nation
Kelsey Begaye, President, Kaibeto Chapter, Navajo Nation



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(928) 608-6200



IN REPLY REFER TO:
ORV Management Plan

July 22, 2013

Arlen Quetawki, Sr.
Governor
Zuni Tribe
PO Box 339
Zuni, NM 87327

Dear Mr. Quetawki:

The National Park Service (NPS) is continuing to develop the *Glen Canyon National Recreation Area Off-road Vehicle (ORV) Management Plan / Draft Environmental Impact Statement (Plan/DEIS)*. The Plan/DEIS analyzes alternatives and actions for managing off-road use of motor vehicles and on-road use of off-highway vehicles (OHVs) and street-legal all-terrain vehicles (ATVs) at Glen Canyon National Recreation Area (Glen Canyon). The Plan/DEIS also evaluates the range of impacts that could result from any of the four action alternatives, as well as the no-action alternative. The vehicle types mentioned above are defined in the enclosed document.

As part of our government-to-government responsibilities and in recognition of your Tribe's traditional, cultural, and historical associations with Glen Canyon, we have been regularly corresponding with you regarding the development of this Plan/DEIS.

We are writing now to inform you of and invite you to a meeting/webcast to learn more about how Glen Canyon is fulfilling its Section 106 responsibilities under the National Historic Preservation Act (NHPA) for the Plan/DEIS. Additional consulting parties under Section 106 will also be invited to this event. **In order to facilitate the consultation process, Glen Canyon will host a meeting in Page, AZ on August 22, 2013 for consulting parties.** The meeting will also be webcast in order to provide additional opportunities for participation. If you are interested in attending the meeting in person or via webcast, please email Brian Carey at brian_carey@nps.gov so that we can provide you with additional logistical information.

The purpose of the meeting is to:

1. Provide a summary of Glen Canyon's methods for identifying cultural resources that may be affected under any of the Plan/DEIS alternatives and that are also eligible to the National Register of Historic Places (referred to as "historical properties") under Section 106; and
2. Request your input on Glen Canyon's determination of the "Area of Potential Effect (APE)" including the proposed level of identification and the appropriate level of effort. Section 106 requires agencies to make a good faith effort to identify the geographic areas within which the integrity of any historic properties may be directly or indirectly affected by this undertaking.

At this stage in the development of the Plan/DEIS, Glen Canyon proposes a strategy for how to proceed toward compliance with Section 106 of NHPA. **Enclosed for your review is a document titled "Clarification of Cultural Resource Considerations for the Glen Canyon National Recreation Area Off-Road Vehicle Management Plan / Environmental Impact Statement."** This document identifies how Glen Canyon developed the model to determine the APE, provides information about the identification efforts, and recommends a strategy to initiate identification efforts.

Glen Canyon recognizes that the potential effects on historic properties differ according to the scale and nature of ORV use designations and the extent of anticipated change in existing ORV use by alternative actions. Determinations of the APE and proposed strategies for appropriate identification efforts take into account these factors and will vary depending on the proposed ORV activity and the density and nature of historic properties.

For this Plan/DEIS, the APE involves the following geographic areas: 1) Accessible shorelines and Lone Rock Beach; 2) park roads and proposed ORV routes; and 3) Lone Rock Beach Play Area. For the state of Utah, relevant aspects of the proposed action include: accessible shorelines in Garfield, Kane, and San Juan counties; park roads in Garfield, Kane, San Juan, and Wayne counties, as well as Lone Rock Beach and play area in Kane County. For the state of Arizona, relevant aspects of the proposed action include park roads and proposed ORV routes in Coconino County.

We understand that as input is received from you and other consulting parties, alternatives are refined and the APE may be adjusted accordingly. We continue to look forward to receiving your input throughout this planning process. We believe that your input will ensure that cultural resources are adequately considered during the planning process, and at the same time meet ORV management needs and objectives.

More information about the off-road vehicle management planning process can be obtained at the Glen Canyon planning website at <http://parkplanning.nps.gov/glca>. A copy of the draft EIS will be submitted for your review when available. If you should have questions or need any additional information, please contact Brian Carey at 928-608-6209, or by email at brian_carey@nps.gov.

Sincerely,



Todd W. Brindle
Superintendent

Enclosure

cc: Kurt Dongoske, Director, Tribal Historic Preservation Office, Zuni Tribe



United States Department of the Interior

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Rainbow Bridge National Monument
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Page, Arizona 86040
(928) 608-6200



IN REPLY REFER TO:
ORV Management Plan

July 22, 2013

Gari Lafferty
Chairwoman
Paiute Indian Tribe of Utah
440 North Paiute Drive
Cedar City, UT 84720

Dear Ms. Lafferty:

The National Park Service (NPS) is continuing to develop the *Glen Canyon National Recreation Area Off-road Vehicle (ORV) Management Plan / Draft Environmental Impact Statement (Plan/DEIS)*. The Plan/DEIS analyzes alternatives and actions for managing off-road use of motor vehicles and on-road use of off-highway vehicles (OHVs) and street-legal all-terrain vehicles (ATVs) at Glen Canyon National Recreation Area (Glen Canyon). The Plan/DEIS also evaluates the range of impacts that could result from any of the four action alternatives, as well as the no-action alternative. The vehicle types mentioned above are defined in the enclosed document.

As part of our government-to-government responsibilities and in recognition of your Tribe's traditional, cultural, and historical associations with Glen Canyon, we have been regularly corresponding with you regarding the development of this Plan/DEIS.

We are writing now to inform you of and invite you to a meeting/webcast to learn more about how Glen Canyon is fulfilling its Section 106 responsibilities under the National Historic Preservation Act (NHPA) for the Plan/DEIS. Additional consulting parties under Section 106 will also be invited to this event. **In order to facilitate the consultation process, Glen Canyon will host a meeting in Page, AZ on August 22, 2013 for consulting parties.** The meeting will also be webcast in order to provide additional opportunities for participation. If you are interested in attending the meeting in person or via webcast, please email Brian Carey at brian_carey@nps.gov so that we can provide you with additional logistical information.

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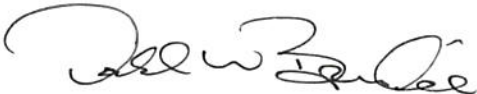
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Sincerely,



Todd W. Brindle
Superintendent

Enclosure

cc: Corrina Bow, Chairwoman, Kanosh Band of Paiute Indian Tribe of Utah
Elliot Yazzie, Chairman, Koosharem Band of Paiute Indian Tribe of Utah
Jetta Wood, Chairwoman, Shivwits Band of Paiute Indian Tribe of Utah



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IN REPLY REFER TO:
ORV Management Plan

July 22, 2013

Gary Hayes
Chairman
Ute Mountain Ute Tribe
PO Box JJ
Towaoc, CO 81334

Dear Mr. Hayes:

The National Park Service (NPS) is continuing to develop the *Glen Canyon National Recreation Area Off-road Vehicle (ORV) Management Plan / Draft Environmental Impact Statement (Plan/DEIS)*. The Plan/DEIS analyzes alternatives and actions for managing off-road use of motor vehicles and on-road use of off-highway vehicles (OHVs) and street-legal all-terrain vehicles (ATVs) at Glen Canyon National Recreation Area (Glen Canyon). The Plan/DEIS also evaluates the range of impacts that could result from any of the four action alternatives, as well as the no-action alternative. The vehicle types mentioned above are defined in the enclosed document.

As part of our government-to-government responsibilities and in recognition of your Tribe's traditional, cultural, and historical associations with Glen Canyon, we have been regularly corresponding with you regarding the development of this Plan/DEIS.

We are writing now to inform you of and invite you to a meeting/webcast to learn more about how Glen Canyon is fulfilling its Section 106 responsibilities under the National Historic Preservation Act (NHPA) for the Plan/DEIS. Additional consulting parties under Section 106 will also be invited to this event. **In order to facilitate the consultation process, Glen Canyon will host a meeting in Page, AZ on August 22, 2013 for consulting parties.** The meeting will also be webcast in order to provide additional opportunities for participation. If you are interested in attending the meeting in person or via webcast, please email Brian Carey at brian_carey@nps.gov so that we can provide you with additional logistical information.

The purpose of the meeting is to:

1. Provide a summary of Glen Canyon's methods for identifying cultural resources that may be affected under any of the Plan/DEIS alternatives and that are also eligible to the National Register of Historic Places (referred to as "historical properties") under Section 106; and
2. Request your input on Glen Canyon's determination of the "Area of Potential Effect (APE)" including the proposed level of identification and the appropriate level of effort. Section 106 requires agencies to make a good faith effort to identify the geographic areas within which the integrity of any historic properties may be directly or indirectly affected by this undertaking.

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Sincerely,



Todd W. Brindle
Superintendent

Enclosure

cc: Terry Knight, Sr., Tribal Historic Preservation Officer, Ute Mountain Ute Tribe
Elaine Atcity, Council Representative, Ute Mountain Ute Tribe



United States Department of the Interior

NATIONAL PARK SERVICE
Glen Canyon National Recreation Area
Rainbow Bridge National Monument
P.O. Box 1507
Page, Arizona 86040
(928) 608-6200



IN REPLY REFER TO:
ORV Management Plan

July 22, 2013

May Preston
President
San Juan Southern Paiute Tribe
PO Box 1989
Tuba City, AZ 86045

Dear Ms. Preston:

The National Park Service (NPS) is continuing to develop the *Glen Canyon National Recreation Area Off-road Vehicle (ORV) Management Plan / Draft Environmental Impact Statement (Plan/DEIS)*. The Plan/DEIS analyzes alternatives and actions for managing off-road use of motor vehicles and on-road use of off-highway vehicles (OHVs) and street-legal all-terrain vehicles (ATVs) at Glen Canyon National Recreation Area (Glen Canyon). The Plan/DEIS also evaluates the range of impacts that could result from any of the four action alternatives, as well as the no-action alternative. The vehicle types mentioned above are defined in the enclosed document.

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Glen Canyon recognizes that the potential effects on historic properties differ according to the scale and nature of ORV use designations and the extent of anticipated change in existing ORV use by alternative actions. Determinations of the APE and proposed strategies for appropriate identification efforts take into account these factors and will vary depending on the proposed ORV activity and the density and nature of historic properties.

For this Plan/DEIS, the APE involves the following geographic areas: 1) Accessible shorelines and Lone Rock Beach; 2) park roads and proposed ORV routes; and 3) Lone Rock Beach Play Area. For the state of Utah, relevant aspects of the proposed action include: accessible shorelines in Garfield, Kane, and San Juan counties; park roads in Garfield, Kane, San Juan, and Wayne counties, as well as Lone Rock Beach and play area in Kane County. For the state of Arizona, relevant aspects of the proposed action include park roads and proposed ORV routes in Coconino County.

We understand that as input is received from you and other consulting parties, alternatives are refined and the APE may be adjusted accordingly. We continue to look forward to receiving your input throughout this planning process. We believe that your input will ensure that cultural resources are adequately considered during the planning process, and at the same time meet ORV management needs and objectives.

More information about the off-road vehicle management planning process can be obtained at the Glen Canyon planning website at <http://parkplanning.nps.gov/glca>. A copy of the draft EIS will be submitted for your review when available. If you should have questions or need any additional information, please contact Brian Carey at 928-608-6209, or by email at brian_carey@nps.gov.

Sincerely,



Todd W. Brindle
Superintendent

Enclosure



United States Department of the Interior

NATIONAL PARK SERVICE
Glen Canyon National Recreation Area
Rainbow Bridge National Monument
P.O. Box 1507
Page, Arizona 86040
(928) 608-6200



IN REPLY REFER TO:
ORV Management Plan

July 22, 2013

Manual Savala
Chairperson
Kaibab Paiute Tribe
HC 65 Box 2
Fredonia, AZ 86022

Dear Mr. Savala:

The National Park Service (NPS) is continuing to develop the *Glen Canyon National Recreation Area Off-road Vehicle (ORV) Management Plan / Draft Environmental Impact Statement (Plan/DEIS)*. The Plan/DEIS analyzes alternatives and actions for managing off-road use of motor vehicles and on-road use of off-highway vehicles (OHVs) and street-legal all-terrain vehicles (ATVs) at Glen Canyon National Recreation Area (Glen Canyon). The Plan/DEIS also evaluates the range of impacts that could result from any of the four action alternatives, as well as the no-action alternative. The vehicle types mentioned above are defined in the enclosed document.

As part of our government-to-government responsibilities and in recognition of your Tribe's traditional, cultural, and historical associations with Glen Canyon, we have been regularly corresponding with you regarding the development of this Plan/DEIS.

We are writing now to inform you of and invite you to a meeting/webcast to learn more about how Glen Canyon is fulfilling its Section 106 responsibilities under the National Historic Preservation Act (NHPA) for the Plan/DEIS. Additional consulting parties under Section 106 will also be invited to this event. **In order to facilitate the consultation process, Glen Canyon will host a meeting in Page, AZ on August 22, 2013 for consulting parties.** The meeting will also be webcast in order to provide additional opportunities for participation. If you are interested in attending the meeting in person or via webcast, please email Brian Carey at brian_carey@nps.gov so that we can provide you with additional logistical information.

The purpose of the meeting is to:

1. Provide a summary of Glen Canyon's methods for identifying cultural resources that may be affected under any of the Plan/DEIS alternatives and that are also eligible to the National Register of Historic Places (referred to as "historical properties") under Section 106; and
2. Request your input on Glen Canyon's determination of the "Area of Potential Effect (APE)" including the proposed level of identification and the appropriate level of effort. Section 106 requires agencies to make a good faith effort to identify the geographic areas within which the integrity of any historic properties may be directly or indirectly affected by this undertaking.

At this stage in the development of the Plan/DEIS, Glen Canyon proposes a strategy for how to proceed toward compliance with Section 106 of NHPA. **Enclosed for your review is a document titled "Clarification of Cultural Resource Considerations for the Glen Canyon National Recreation Area Off-Road Vehicle Management Plan / Environmental Impact Statement."** This document identifies how Glen Canyon developed the model to determine the APE, provides information about the identification efforts, and recommends a strategy to initiate identification efforts.

Glen Canyon recognizes that the potential effects on historic properties differ according to the scale and nature of ORV use designations and the extent of anticipated change in existing ORV use by alternative actions. Determinations of the APE and proposed strategies for appropriate identification efforts take into account these factors and will vary depending on the proposed ORV activity and the density and nature of historic properties.

For this Plan/DEIS, the APE involves the following geographic areas: 1) Accessible shorelines and Lone Rock Beach; 2) park roads and proposed ORV routes; and 3) Lone Rock Beach Play Area. For the state of Utah, relevant aspects of the proposed action include: accessible shorelines in Garfield, Kane, and San Juan counties; park roads in Garfield, Kane, San Juan, and Wayne counties, as well as Lone Rock Beach and play area in Kane County. For the state of Arizona, relevant aspects of the proposed action include park roads and proposed ORV routes in Coconino County.

We understand that as input is received from you and other consulting parties, alternatives are refined and the APE may be adjusted accordingly. We continue to look forward to receiving your input throughout this planning process. We believe that your input will ensure that cultural resources are adequately considered during the planning process, and at the same time meet ORV management needs and objectives.

More information about the off-road vehicle management planning process can be obtained at the Glen Canyon planning website at <http://parkplanning.nps.gov/glca>. A copy of the draft EIS will be submitted for your review when available. If you should have questions or need any additional information, please contact Brian Carey at 928-608-6209, or by email at brian_carey@nps.gov.

Sincerely,



Todd W. Brindle
Superintendent

Enclosure

cc: Charley Bullets, Southern Paiute Consortium Director, Kaibab Paiute Tribe
Glendora Homer, Cultural Preservation Officer, Kaibab Paiute Tribe



United States Department of the Interior

NATIONAL PARK SERVICE
Glen Canyon National Recreation Area
Rainbow Bridge National Monument
P.O. Box 1507
Page, Arizona 86040
(928) 608-6200



IN REPLY REFER TO:
ORV Management Plan

July 22, 2013

Leroy Ned Shingoitewa
Chairman
Hopi Tribe
PO Box 123
Kykotsmovi, AZ 86039

Dear Mr. Shingoitewa:

The National Park Service (NPS) is continuing to develop the *Glen Canyon National Recreation Area Off-road Vehicle (ORV) Management Plan / Draft Environmental Impact Statement (Plan/DEIS)*. The Plan/DEIS analyzes alternatives and actions for managing off-road use of motor vehicles and on-road use of off-highway vehicles (OHVs) and street-legal all-terrain vehicles (ATVs) at Glen Canyon National Recreation Area (Glen Canyon). The Plan/DEIS also evaluates the range of impacts that could result from any of the four action alternatives, as well as the no-action alternative. The vehicle types mentioned above are defined in the enclosed document.

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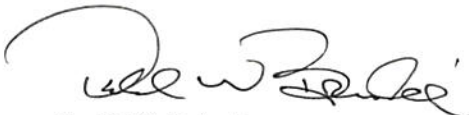
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Sincerely,



Todd W. Brindle
Superintendent

Enclosure

cc: Leigh Kuwanwiswma, Cultural Preservation Office Director, Hopi Tribe
Terry Morgart, Research Assistant, Hopi Tribe

July 2013

Clarification of Cultural Resource Considerations for the Glen Canyon National Recreation Area Off-Road Vehicle Management Plan / Environmental Impact Statement

Prepared by
Thann Baker
Archeologist

May 2010

Updated March 2012
Final for SHPO October 2012
Final for consulting parties July 2013

Document Information

Title	Clarification of Cultural Resource Considerations for the Glen Canyon National Recreation Area Off-Road Vehicle Management Plan / Environmental Impact Statement
Author	Thann Baker, Glen Canyon National Recreation Area Archeologist
Document Type	
Publication Date	2012 Draft

Change History

Original Version #	Date of Revision	Revised By	Changes	Justification	New Version #
	May 2010	Thann Baker	Original	DRAFT	1.0
1.0	March 2012	Thann Baker	Detail added	DRAFT #2	1.1
1.1	October 2012	Thann Baker	Detail added	Final for SHPO	1.2
1.2	July 2013	Brian Carey	Road/route terminology change	Final for consulting parties	1.3

Purpose

To provide proposed guidance on how Glen Canyon National Recreation Area (NRA) proceeds toward compliance with Section 106 of the National Historic Preservation Act (NHPA) concerning designation and management of areas to control for off-road vehicle (ORV) use. Attention is directed toward defining (1) the Area of Potential Effect (APE); and (2) the appropriate level of effort for identification of historic properties within the APEs.

Terminology

Off-road Vehicle (ORV): A motorized vehicle (all-terrain or conventional) designed for or capable of cross-country travel on or immediately over natural terrain.

All-terrain Vehicle (ATV): A nonconventional motor vehicle that is designed primarily for off-road travel (falling under the broader term ORV) and that is not registered for interstate travel.

Street-legal ATV: An ATV that qualifies under the state's motor vehicle and traffic code to be operated on state roads and highways. Dune buggies, sand rails, go-karts, and rock crawlers cannot be licensed as street-legal.

Park Road: A road designated as open to motorized vehicle travel in the 1972 Glen Canyon General Management Plan.

ORV Authorities and Policy

Glen Canyon NRA was established in 1972 "to provide for public outdoor recreation use and enjoyment of Lake Powell and adjacent lands, and to preserve and protect the scenic, scientific, and historic features contributing to public enjoyment of the area" (PL 92-593). The primary management objective of the recreation area, as established in the GMP, is "to manage the recreation area so that it provides maximal recreational enjoyment to the American public and their guests" (USDI 1979).

The potential effect of increasingly numerous and popular recreational vehicles on public lands was addressed in Executive Order (EO) 11644, (as amended by EO 11989), *Use of Off-Road Vehicles on Public Lands* in 1972. To protect resources, promote safety of users and minimize land use conflicts, *E.O. 11644* established a Federal policy of designating all public lands as either available or not available for ORV use and required every agency to develop a process for directing and controlling the ORV use. The National Park Service (NPS) administration process for controlling ORV use is in 36 CFR Part 4.10.

Given the overall beneficial effects of route designation on cultural resources, the size of the planning areas, and Glen Canyon NRA's continuing management responsibilities for designated areas and routes, the National Park Service should consider the potential for ORV accessible areas and road designations to affect historic properties as it complies with the NPS Servicewide Programmatic Agreement (PA) for Section 106 compliance and 36 CFR Part 800.

Potential for Adverse Effects

The primary threats to cultural resources from ORV use include both unintentional and intentional vandalism. Unintentional vandalism results from driving across sites, creating non-motorized and motorized trails across or near sites with fragile features, and dispersed camping on sites. Intentional vandalism includes site damage or destruction from illegal excavation and the collection of surface artifacts.

According to a recent survey of ORV owners in Utah (2001), of those who used their vehicle to access other activities, greater than 75% of both conventional 4-wheel drive vehicle and motorcycle users responded that hiking was the most popular activity. It is unclear to what extent ORV users hike after reaching a destination in GLCA, but the potential exists for visitor impacts to occur outside the range of ORV operational capabilities. The primary threats to cultural resources outside the range of ORV operational capabilities include intentional vandalism. It is reasonable to expect hiking activities associated with ORV use to extend up to .5 miles beyond a vehicles operational capability and threaten cultural resources.

Area(s) of Potential Effect

Section 106 requires agencies to identify the geographic area or areas within which the character or use of any historic properties may be directly or indirectly affected by an undertaking. The range of alternatives identified in the ORV EIS include actions that open, close, or limit in some fashion ORV use in designated areas of Glen Canyon NRA. The greatest potential for effects across all alternative action components in the ORV EIS includes: 1) all accessible shorelines to remain open to conventional vehicles and all ATVs by permit; 2) Lone Rock Beach and Lone Rock Beach Play Area to remain open to conventional vehicles and all ATVs; 3) all park roads to remain open to conventional vehicles and all ATVs; and 4) proposed designation of ORV routes in Ferry Swale open to conventional vehicles and all ATVs.

For the purposes of this EIS, the APEs are modeled according to parameters relevant to the scale and nature of the undertaking, which facilitates the classification of modeling parameters based on the type and extent of anticipated impacts. The type of anticipated impacts derives from ORV use and visitor access across the extent of accessible shorelines, park roads, Lone Rock Beach, and Lone Rock Beach Play Area. For this EIS, separate parameters are established to model the APEs for 1) accessible shorelines and Lone Rock Beach; 2) park roads and ORV routes; and 3) Lone Rock Beach Play Area. The APEs include areas designated as open, closed, or limited for ORV use in the EIS.

Accessible Shorelines

The vehicle-accessible shoreline areas at Glen Canyon NRA are managed under the 1988 *Environmental Assessment and Management/Development Concept Plans for Lake Powell's Accessible Shoreline* (USDI 1988). These designated ORV areas are intended to provide the public with conventional motor vehicle access to the Lake Powell shoreline for the purposes of primitive recreational use. The public is allowed to depart the road and drive directly to the shoreline and park in designated ORV areas. The ORV areas are not intended to be play areas; climbing hills in vehicles, driving at high speeds, and similar behavior is prohibited.

Since the establishment of ORV accessible shoreline areas in 1988 at full pool levels (3700 feet amsl), decreasing lake levels have stranded the designated areas by as much as a mile from the current lakeshore. An additional consequence of decreasing lake levels has resulted in opening the natural topographic barriers that restricted ORV use to designated roads and shoreline areas. GLCA management has allowed users to "chase the water" to take advantage of the recreational opportunities intended by the establishment of ORV areas. ORV users chasing the shoreline proceed beyond the designated areas along networks of unprescribed routes. In numerous cases, the routes taken are not intended to access the shoreline, but rather provide access to a larger expanse of open terrain.

Without the benefit of natural topographic barriers and prescribed routes, accessibility is limited by the operational capabilities of the ORV in use. The limiting capabilities beyond user experience levels include maximum approach, departure, breakover, and side-slope angles. Factory standard specifications for conventional vehicles provide a range of maximum values to assess limitation parameters with generalized averages at approximately 35 degrees.

For the purposes of modeling APEs associated with accessible shorelines, GLCA recommends using 35 degree slope as the restricting limit of accessibility for ORV use below the 1988 ORV area designations at full pool (3700') and extending to anticipated low lake levels (3600') to define the Primary Area of Impact (PIA), with an additional .5 mile buffer extending beyond to define the Secondary Area of Impact (SAI).

Park Roads and ORV Routes

Roads open for all motor vehicle travel are those roads designated in Glen Canyon NRA's 1979 General Management Plan. All other roads are closed to any type of motorized vehicle travel. As of October 1, 2008, management of motor vehicles at Glen Canyon NRA authorizes the operation of street-legal ATVs on all designated roads within the recreation area. The ORV EIS will evaluate the use of ATVs on the designated park roads, as well as the proposed designation of ORV routes in the Ferry Swale area. Under federal regulations that govern traffic on park roads (36 CFR 4.2), Glen Canyon NRA has adopted Utah and Arizona traffic code to govern the use of vehicles on roads in their respective state.

For all currently designated roads, the EIS will evaluate continued use of existing routes. In the Ferry Swale area, a few miles of unpaved roads exist that access, and are accessed by, federal lands administered by the Bureau of Land Management (BLM) Arizona Field Office. To maintain uniformity with travel management policies, the EIS will evaluate these roads as proposed designations of new routes open to ORV use.

For the purposes of modeling APEs associated with backcountry (non-paved) roads, Glen Canyon NRA recommends using a 120 meter buffer zone extending 60 meters on either side of the centerline for designated park roads and the proposed designation of ORV routes in the Ferry Swale area.

Lone Rock Beach and Lone Rock Beach Play Area

Off-road driving at Lone Rock Beach and Play Area occurred prior to the formal establishment of Glen Canyon NRA in 1972. The NPS designated Lone Rock Beach as an ORV area and the Lone Rock Beach Play Area as open to ATVs under the 1981 *Lone Rock Beach Development Concept Plan and Environmental Assessment* (USDI 1981). Lone Rock Beach is currently open to all street-legal vehicles, including conventional vehicles and street-legal ATVs. Non-street-legal vehicles may be operated from the operator's camping location at Lone Rock Beach to the Play Area only to access the play area.

Lone Rock Beach Play Area is a fence-enclosed 180-acre area that is open to high-intensity ATV and motor vehicle use. For the purposes of modeling the APE associated with the Lone Rock Beach Play Area, Glen Canyon NRA recommends using the fenced boundary with no additional buffer zone.

For the purposes of modeling APEs associated with Lone Rock Beach, Glen Canyon NRA recommends using the same parameters defined for other accessible shorelines: 35 degree slope as the restricting limit of accessibility for ORV use below the 1988 ORV area designations at full pool (3700') and extending to anticipated low lake levels (3600') to define the Primary Area of Impact (PIA), with an additional .5 mile buffer extending beyond to define the Secondary Area of Impact (SAI).

Level of Inventory

The potential effects of proposed designations differ according to the extent of anticipated change in ORV use by alternative actions. Proposed designations that will not change or will reduce ORV use are unlikely to adversely affect historic properties and will require less intensive identification efforts. Inventory requirements, priorities, and strategies will vary depending on the effect and nature of the proposed ORV activity and the expected density and nature of historic properties based on existing inventory information.

Class III inventory should not be required prior to designations that (1) allow continued use of an existing route; (2) impose new limitations on an existing route; (3) close an open area or travel route; (4) keep a closed area closed; or (5) keep an open area open. Where there is a reasonable expectation that a proposed designation will shift, concentrate or expand travel into areas where historic properties are likely to be adversely affected, Class III inventory and compliance with section 106, focused on areas where adverse effects are likely to occur, should be required prior to designation. Proposed designations of new routes or new areas as open to ORV use should require Class III inventory of the APE and compliance with section 106 prior to designation. Class III inventory of the APE and compliance with section 106 should also be required prior to identifying new locations proposed as staging areas or similar areas of concentrated ORV use. Class II inventory, or development and field testing of a cultural resources probability model, followed by Class III inventory in high potential areas and for specific projects, may be appropriate for larger planning areas for which limited information is currently available.

Accessible Shorelines

For accessible shorelines (including Lone Rock Beach), decreasing lake levels have stranded previously designated areas by as much as a mile from the current lakeshore effectively expanding travel into areas where historic properties are likely to be adversely affected. These large planning areas have received minimal inventory in the past and limited information is currently available on the presence of historic properties. Information derived through Class I archival research efforts suggest a low probability for historic properties to occur within the proposed accessible shoreline APEs and that site integrity has been compromised by repeated inundation and exposure accompanied by the effects of wave action and visitor impacts.

At this stage in the development process of the EIS, Glen Canyon NRA recommends Class II inventory of the primary area of impact for accessible shorelines to evaluate the potential for the presence of historic properties and estimate the frequency and types of properties present. The recommended strategy will facilitate a determination of the appropriate level of identification efforts, which may include the use of a phased approach to achieve final identification and evaluation of historic properties.

Park Roads and ORV Routes

For park roads, the proposed designation reflects continued use of existing routes, which will not change ORV use. These large planning areas have received minimal inventory in the past and limited information is currently available on the presence of historic properties. Glen Canyon NRA recognizes that the continued use of existing routes is unlikely to adversely affect documented or previously unidentified historic properties.

For the Ferry Swale area, the proposed designation establishes new routes open to ORV use. This planning area has received minimal inventory in the past and limited information is currently available

on the presence of historic properties. Glen Canyon NRA recognizes that the designation of new routes has the potential to adversely affect documented or previously unidentified historic properties.

At this stage in the development process of the EIS, Glen Canyon NRA recommends Class I inventory of all park roads to evaluate the potential for the presence of historic properties and estimate the frequency and types of properties present. The recommended strategy will facilitate a determination of the appropriate level of identification efforts, which may include the use of a phased approach to achieve final identification and evaluation of historic properties. Glen Canyon NRA further recommends Class III inventory of all designated ORV routes in the Ferry Swale area to identify historic properties.

Lone Rock Beach and Lone Rock Beach Play Area

For Lone Rock Beach and Lone Rock Beach Play Area, the proposed designation reflects continued use of existing routes and areas, which will not change or will reduce ORV use. These planning areas received intensive pedestrian inventory during the development of the *Lone Rock Beach Development Concept Plan and Environmental Assessment* (USDI 1981). All historic properties were identified and management recommendations to mitigate adverse effects associated with designating the ORV areas were implemented.

At this stage in the development process of the EIS, Glen Canyon NRA recommends no additional inventory efforts at Lone Rock Beach and Lone Rock Beach Play Area.

References

Fisher, Andrea L., Dale J. Blahna, and Rosalind Bahr

- 2001 Off Highway Vehicle Uses and Owner Preferences in Utah. Utah State University Institute for Outdoor Recreation and Tourism. Submitted to the Utah Department of Natural Resources, Division of Parks and Recreation. Professional Report IORT PR2001-02.

U.S. Department of the Interior

- 1979 General management Plan, Glen Canyon National Recreation Area. National Park Service.
- 1981 *Lone Rock Beach Development Concept Plan and Environmental Assessment*. National Park Service.
- 1988 *Environmental Assessment and Management/Development Concept Plans for Lake Powell's Accessible Shoreline*. National Park Service.

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Ute Mountain Ute Tribe
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Chairwoman Gari Laferty
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United States Department of the Interior

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IN REPLY REFER TO:
Off-road Vehicle Management Plan/EIS

September 18, 2013

Chairman Gary Hayes
Ute Mountain Ute Tribe
PO Box JJ
Towaoc, CO 81334

Dear Chairman Hayes,

As part of our process of government-to-government consultation with tribes on important issues at Glen Canyon National Recreation Area, the National Park Service is pleased to be able to provide to you the final draft of the Glen Canyon National Recreation Area Draft Off-road Vehicle Management Plan/Environmental Impact Statement (draft plan/EIS). Your tribe is being provided an opportunity to review the draft before it is released to the public. Please let us know if you would like us to follow up with you by telephone or in person concerning any aspects of the draft plan/EIS.

This final draft was prepared following comments from and discussions with agency staff, tribes and cooperating agencies on an earlier administrative review version of the draft plan/EIS. You were previously provided with a draft of the Executive Summary from that earlier version. We request that this draft plan/EIS remain confidential. At this time we anticipate a 60 day public review and comment period will occur later this fall following publication of a Notice of Availability in the Federal Register.

We request that any comments on the draft plan/EIS be submitted to us in writing no later than October 9, 2013. If you would like to schedule a time to discuss the draft EIS, please contact Rosemary Sucec, Branch Chief of Cultural Resources, at (928) 608-6277 to determine an appropriate time for a follow-up telephone call or meeting. We will continue our consultation with tribes throughout the public comment period as well.

Sincerely,

Todd W. Brindle
Superintendent

Enclosure (DVD)

cc: Mr. Terry Knight, Sr., Tribal Historic Preservation Officer, Ute Mountain Ute Tribe



United States Department of the Interior

NATIONAL PARK SERVICE
Glen Canyon National Recreation Area
Rainbow Bridge National Monument
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IN REPLY REFER TO:
Off-road Vehicle Management Plan/EIS

September 18, 2013

Chairman Manual Savala
Kaibab Band of Paiute Indians
#1 North Pipe Spring Road
H.C. 65, Box 2
Fredonia, AZ 86022

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Sincerely,

Todd W. Brindle
Superintendent

Enclosure (DVD)

cc: Mr. Charley Bullets, Southern Paiute Consortium Director
Mr. Roland Maldonado, Cultural Preservation Officer, Kaibab Band of Paiute Indians



United States Department of the Interior

NATIONAL PARK SERVICE
Glen Canyon National Recreation Area
Rainbow Bridge National Monument
P.O. Box 1507
Page, Arizona 86040
(928) 608-6200



IN REPLY REFER TO:
Off-road Vehicle Management Plan/EIS

September 18, 2013

Chairman Leroy N. Shingoitewa
Hopi Tribe
PO Box 123
Kykotsmovi, AZ 86039

Dear Chairman Shingoitewa,

As part of our process of government-to-government consultation with tribes on important issues at Glen Canyon National Recreation Area, the National Park Service is pleased to be able to provide to you the final draft of the Glen Canyon National Recreation Area Draft Off-road Vehicle Management Plan/Environmental Impact Statement (draft plan/EIS). Your tribe is being provided an opportunity to review the draft before it is released to the public. Please let us know if you would like us to follow up with you by telephone or in person concerning any aspects of the draft plan/EIS.

This final draft was prepared following comments from and discussions with agency staff, tribes and cooperating agencies on an earlier administrative review version of the draft plan/EIS. You were previously provided with a draft of the Executive Summary from that earlier version. We request that this draft plan/EIS remain confidential. At this time we anticipate a 60 day public review and comment period will occur later this fall following publication of a Notice of Availability in the Federal Register.

We request that any comments on the draft plan/EIS be submitted to us in writing no later than October 9, 2013. If you would like to schedule a time to discuss the draft EIS, please contact Rosemary Sucec, Branch Chief of Cultural Resources, at (928) 608-6277 to determine an appropriate time for a follow-up telephone call or meeting. We will continue our consultation with tribes throughout the public comment period as well.

Sincerely,

Todd W. Brindle
Superintendent

Enclosure (DVD)

cc: Mr. Leigh Kuwanwisiwma, Cultural Preservation Office Director, Hopi Tribe



United States Department of the Interior

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IN REPLY REFER TO:
Off-road Vehicle Management Plan/EIS

September 18, 2013

President Ben Shelley
Navajo Nation
P.O. Box 9000
Window Rock, AZ 86515

Dear President Shelley,

As part of our process of government-to-government consultation with tribes on important issues at Glen Canyon National Recreation Area, the National Park Service is pleased to be able to provide to you the final draft of the Glen Canyon National Recreation Area Draft Off-road Vehicle Management Plan/Environmental Impact Statement (draft plan/EIS). Your tribe is being provided an opportunity to review the draft before it is released to the public. Please let us know if you would like us to follow up with you by telephone or in person concerning any aspects of the draft plan/EIS.

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Sincerely,

Todd W. Brindle
Superintendent

Enclosure (DVD)

cc: Mr. Tony Joe, Jr., Traditional Cultural Program Manager, Navajo Nation
Mr. Allan Downer, Tribal Historic Preservation Officer, Navajo Nation



United States Department of the Interior

NATIONAL PARK SERVICE
Glen Canyon National Recreation Area
Rainbow Bridge National Monument
P.O. Box 1507
Page, Arizona 86040
(928) 608-6200



IN REPLY REFER TO:
Off-road Vehicle Management Plan/EIS

September 18, 2013

Chairman Gary Hayes
Ute Mountain Ute Tribe
PO Box JJ
Towaoc, CO 81334

Dear Chairman Hayes,

As part of our process of government-to-government consultation with tribes on important issues at Glen Canyon National Recreation Area, the National Park Service is pleased to be able to provide to you the final draft of the Glen Canyon National Recreation Area Draft Off-road Vehicle Management Plan/Environmental Impact Statement (draft plan/EIS). Your tribe is being provided an opportunity to review the draft before it is released to the public. Please let us know if you would like us to follow up with you by telephone or in person concerning any aspects of the draft plan/EIS.

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Sincerely,

Todd W. Brindle
Superintendent

Enclosure (DVD)

cc: Mr. Terry Knight, Sr., Tribal Historic Preservation Officer, Ute Mountain Ute Tribe



United States Department of the Interior

NATIONAL PARK SERVICE
Glen Canyon National Recreation Area
Rainbow Bridge National Monument
P.O. Box 1507
Page, Arizona 86040
(928) 608-6200



IN REPLY REFER TO:
Off-road Vehicle Management Plan/EIS

September 18, 2013

Governor Arlen Quetawki Sr.
Pueblo of Zuni
PO Box 339
1203 B State Highway 53
Zuni, NM 87327

Dear Governor Quetawki Sr.,

As part of our process of government-to-government consultation with tribes on important issues at Glen Canyon National Recreation Area, the National Park Service is pleased to be able to provide to you the final draft of the Glen Canyon National Recreation Area Draft Off-road Vehicle Management Plan/Environmental Impact Statement (draft plan/EIS). Your tribe is being provided an opportunity to review the draft before it is released to the public. Please let us know if you would like us to follow up with you by telephone or in person concerning any aspects of the draft plan/EIS.

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Sincerely,

Todd W. Brindle
Superintendent

Enclosure (DVD)

cc: Mr. Kurt Dongoske, Tribal Historic Preservation Office Director, Pueblo of Zuni



United States Department of the Interior

NATIONAL PARK SERVICE
Glen Canyon National Recreation Area
Rainbow Bridge National Monument
P.O. Box 1507
Page, Arizona 86040
(928) 608-6200



IN REPLY REFER TO:
Off-road Vehicle Management Plan/EIS

September 18, 2013

President May Preston
San Juan Southern Paiute Tribe
PO Box 1989
Tuba City, AZ 86045

Dear President Preston,

As part of our process of government-to-government consultation with tribes on important issues at Glen Canyon National Recreation Area, the National Park Service is pleased to be able to provide to you the final draft of the Glen Canyon National Recreation Area Draft Off-road Vehicle Management Plan/Environmental Impact Statement (draft plan/EIS). Your tribe is being provided an opportunity to review the draft before it is released to the public. Please let us know if you would like us to follow up with you by telephone or in person concerning any aspects of the draft plan/EIS.

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Sincerely,

Todd W. Brindle
Superintendent

Enclosure (DVD)



United States Department of the Interior

NATIONAL PARK SERVICE
Glen Canyon National Recreation Area
Rainbow Bridge National Monument
P.O. Box 1507
Page, Arizona 86040
(928) 608-6200



IN REPLY REFER TO:
Off-road Vehicle Management Plan/EIS

September 18, 2013

Chairwoman Gari Laferty
Paiute Indian Tribe of Utah
440 North Paiute Drive
Cedar City, UT 84721

Dear Chairwoman Laferty,

As part of our process of government-to-government consultation with tribes on important issues at Glen Canyon National Recreation Area, the National Park Service is pleased to be able to provide to you the final draft of the Glen Canyon National Recreation Area Draft Off-road Vehicle Management Plan/Environmental Impact Statement (draft plan/EIS). Your tribe is being provided an opportunity to review the draft before it is released to the public. Please let us know if you would like us to follow up with you by telephone or in person concerning any aspects of the draft plan/EIS.

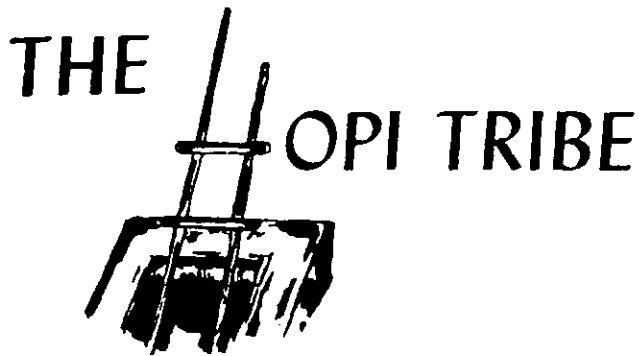
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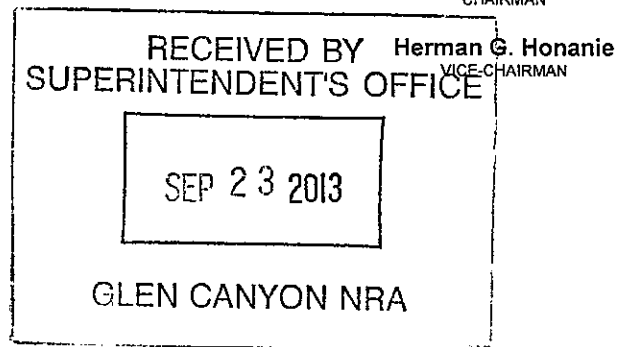
Sincerely,

Todd W. Brindle
Superintendent

Enclosure (DVD)



LeRoy N. Shingoitewa
CHAIRMAN



September 13, 2013

Todd W. Brindle, Superintendent
Attention: Rosemary Sucec, Brian Carey
Glen Canyon National Recreation Area, Rainbow Bridge National Monument
P.O. Box 1507
Page, Arizona 86040

Dear Superintendent Brindle,

This letter is in response to your correspondences dated April 23, July 22, and September 10, 2013, regarding the National Park Service (NPS) continuing to develop the Glen Canyon National Recreation Area Off-road Vehicle (ORV) Management Plan/ Draft Environmental Impact Statement.

The Hopi Tribe claims cultural affiliation to prehistoric cultural groups at Glen Canyon and Rainbow Bridge. The Hopi Cultural Preservation Office supports the identification and avoidance of prehistoric archaeological sites, and we consider the prehistoric archaeological sites of our ancestors to be "footprints" and Traditional Cultural Properties. Therefore, we appreciate the NPS's continuing solicitation of our input and your efforts to address our concerns.

Unfortunately, the Hopi Cultural Preservation Office was unable to send a representative to the August 22nd meeting. However we understand that the purpose of the off-road vehicle plan is to develop a range of alternatives to manage ORV use on the accessible shoreline areas, unpaved roads and Ferry Swale area, and that the environmental impact statement was begun in 2007, and draft alternatives were developed in 2010.

We have reviewed the enclosed Draft Executive Summary for Off-road Vehicle (ORV) Management Plan/ Draft Environmental Impact Statement and Clarification of Cultural Resource Considerations. To manage OHV use to prevent impairment and unacceptable impacts to natural and cultural resources, and to protect cultural resources and the biological and physical environment, we generally support the most restrictive alternative in federal agencies' travel management plans.

Therefore, we support Alternative B: No Off-road Use in the draft Executive Summary and we will support this alternative in the draft Environmental Impact Statement. Under this

Todd W. Brindle
September 13, 2013
Page 2

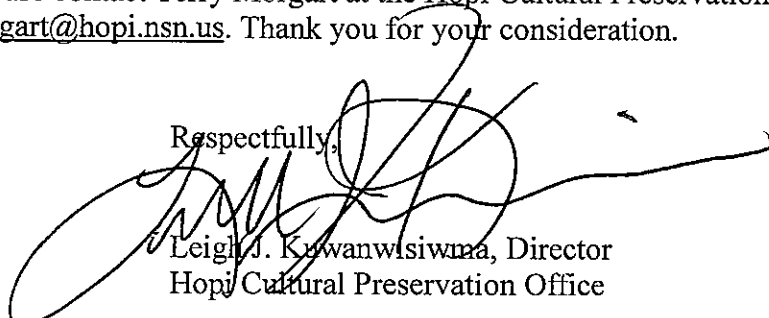
Alternative:

the remote, undeveloped, and lightly traveled nature that characterizes much of Glen Canyon would be maintained by limiting the operation of motor vehicles only to designated roads. Nearly 669,000 acres of Glen Canyon is classified as "Natural" under Glen Canyon's management zones, where maintaining isolation and natural processes is the primary management objective.

We do not support the NPS Preferred Alternative, Alternative E, Mixed Use. It is our understanding that the NPS is not a multi-use land management federal agency and its mission is to protect and preserve natural and cultural resources unimpaired for future generations.

We look forward to being provided with copies of the cultural resources survey reports and the Draft Environmental Impact Statement for review and comment. If you have any questions or need additional information, please contact Terry Morgart at the Hopi Cultural Preservation Office at 928-734-3619 or tmorgart@hopi.nsn.us. Thank you for your consideration.

Respectfully,

A large, stylized handwritten signature in black ink, likely belonging to Leigh J. Kuwanwisiwma, is written over the typed name and title.

Leigh J. Kuwanwisiwma, Director
Hopi Cultural Preservation Office

xc: Arizona and Utah State Historic Preservation Offices



State of Utah

GARY R. HERBERT
Governor

GREG BELL
Lieutenant Governor

Office of the Governor
PUBLIC LANDS POLICY COORDINATION

JOHN HARJA
Director

RECEIVED BY
SUPERINTENDENT'S OFFICE

DEC 13 2010

GLEN CANYON NRA

December 7, 2010

Stan Austin
Superintendent
Glen Canyon National Recreation Area
PO Box 1507
Page, AZ 86040

Subject: Glen Canyon NRA Off-Road Vehicle Management Plan
RDCC Project No. 24100

Dear Mr. Austin:

The State of Utah appreciates the opportunity to participate in the scoping process for the Glen Canyon NRA Off-Road Vehicle Management Plan as a cooperating agency, and identifies the following issues for further analysis as the study proceeds.

Consistency with state and local travel management plans and regulatory structures should be maintained in the Glen Canyon National Recreation Area's (GCNRA) General Management Plan (GMP). The use of definitions and data sets that are unique to the GMP will cause confusion during the analysis, and ultimately hinder implementation of the Park Service's final plan. Two areas of consistency, definitional and jurisdictional, are presented by the information presented to this point.

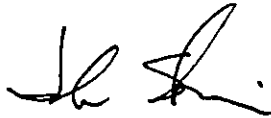
First, off-highway vehicles are defined in Utah Code Section 41-22-2 as "any snowmobile, all-terrain type I vehicle, all-terrain type II vehicle or motorcycle." An all-terrain type I vehicle is further defined in UC Section 41-22-(3) (a). Utah statute allows off-highway vehicles to be operated on public lands that are designated by map or description as open to off-highway vehicle use by the controlling federal, state, county or municipal agency. The information presented in the scoping documents, in contrast, defines ATV as "(a) class of vehicles that are primarily designed for off-road travel, including all-terrain vehicles, utility vehicles, and off-road dirt or trail bikes." This proposed language creates a dual regime of vehicle classification, which, in turn, creates ambiguity and confusion. This will create and present problems for the proposed plan's purposes. In addition, the proposed language does not distinguish between motorized, partially motorized, and non-motorized vehicles.

Second, GCNRA is bordered by several Bureau of Land Management Districts, and many, if not most, of the roads in GCNRA are extensions of roads in these districts. The roads within these districts are managed in accordance with each district's Resource Management Plan (RMP) and associated Travel Plan. The proposed alternatives are not yet sufficient in number or scope to accommodate consistency with the federal management prescriptions for the roads that extend into the GCNRA from these districts. The various counties maintain the roads identified in the scoping material as county roads, and the state and the counties jointly own the right-of-way for the roads, pursuant to R.S. 2477, as recorded in the offices of the various county recorders. In addition, county adopted travel maps include several roads not currently included in the scoping information.

The process for the GMP analysis from this point should address the existence of both state and local government travel plans to assure an accurate accounting and coordination of roads and rights-of-way in the GCNRA. The purpose and need section off the NEPA analysis should include the issues of signage, maintenance, enforcement and transportation planning across these various jurisdictions.

The State of Utah appreciates the opportunity to review this proposal, and looks forward to working with the GCNRA as the work proceeds. Please direct any other written questions regarding this correspondence to the Public Lands Policy Coordination Office at the address below, or call Judy Edwards at (801) 537-9023.

Sincerely,

A handwritten signature in black ink, appearing to read 'John Harja', with a stylized flourish at the end.

John Harja
Director