

# **NATIONAL HISTORIC PRESERVATION ACT SECTION 106 CONSULTATION**

**Colorado Plateau Archaeological Alliance**

**Utah State Historic Preservation Office**

**Arizona State Parks**

**2013 Correspondence with Consulting Parties**

**U.S. Bureau of Land Management**





## 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/DEIS

August 28, 2013

Mr. Jerry Springer  
Executive Director  
Colorado Plateau Archaeological Alliance  
2529 Jackson Avenue  
Ogden, UT 84401

Dear Mr. Springer,

The National Park Service (NPS) is developing an Off-road Vehicle (ORV) Management Plan/Environmental Impact Statement (EIS) to analyze a range of alternatives and actions for managing off-road use of motor vehicles and on-road use of off-highway vehicles and street-legal all-terrain vehicles at Glen Canyon National Recreation Area in Arizona and Utah. We have recently conducted an NHPA consultation meeting with regards to the areas of potential effect and the proposed level of inventory for historic properties. At this meeting, your organization was proposed as a potential additional consulting party.

With this letter, the NPS would like to invite your organization to become a consulting party for this project under Section 106 of the National Historic Preservation Act and the implementing regulations at 36 CFR Part 800.2(c)(3) and part 800.2(d). Section 106 consulting parties for the project will be designated by the NPS – the lead federal agency for this project. NPS must consider all written requests for participation as consulting parties, and in consultation with the Utah and Arizona State Historic Preservation Office, determine which requests should be granted. A written request does not guarantee an invitation to participate in Section 106 consultation. Section 106 consulting parties will receive project information and have the opportunity to make their views known at various points in the project development process. More information about Section 106 and the role of consulting parties is available on the Advisory Council on Historic Preservation's website at <http://www.achp.gov/>.

To be considered for consulting party status under Section 106, please complete the enclosed application and submit to the NPS at the address provided within **15 working days**. In the letter you should describe your interest in the project and its effects on historic properties, to include 1) your legal interest, 2) your economic interest, and 3) your concern with the effects on historic properties. If you have an affiliation with an organization, name the organization and include an address and telephone number. Make sure to include all the information necessary for the NPS to recognize your interest in the effects of the project on historic properties of specific interest to you or your group.

Consulting party status entitles you to share your views, receive and review pertinent information, offer ideas, and consider possible solutions together with the NPS and other consulting parties. Because consultation is a dynamic good-faith process of discussing options, considering multiple views, and seeking agreement among a variety of parties, active participation and constructive comments from all Section 106 consulting parties will be expected throughout the process.

The purpose of this plan/EIS is to evaluate these uses 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.

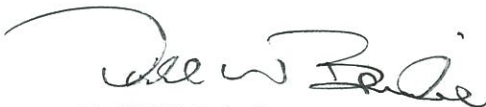
The objectives for managing both off-road and on-road use of motor vehicles are based on Glen Canyon's enabling legislation and prior planning documents and are compatible with NPS mission and policy guidance. All alternatives considered in this ORV Management Plan/EIS must, to a large degree, accomplish 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.

The purpose of this step in the Section 106 process is to gather input about historic properties and the potential effects from the proposed project on such properties. Section 106 consultation is being conducted concurrently with the EIS analysis and development following public involvement under the National Environmental Policy Act. Opportunities for public involvement in lieu of requests for consulting party status under Section 106 are provided on the Planning, Environment & Public Comment (PEPC) website for the project at <http://parkplanning.nps.gov/projectHome.cfm?projectID=19520>. We have also posted the presentation and meeting notes from the August 22, 2013 consultation meeting at this site.

Thank you for your interest.

Sincerely,



Todd W. Brindle  
Superintendent

cc: Rosemary Sucec, Cultural Resources Program Manager, Glen Canyon National Recreation Area & Rainbow Bridge National Monument



[illegible]

Please mail to:

Todd W. Brindle

Superintendent

Glen Canyon National Recreation Area

P.O. Box 1507

56040



# Colorado Plateau Archaeological Alliance

Sept. 26, 2013

## CPAA Comments Regarding

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

**By**

**Jerry D. Spangler, MA RPA  
Executive Director**

***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).***

I am unfamiliar with the specific topographic nature of the PIA and SAI. My question relates primarily to the SAI: If the APE is limited to those areas with less than a 35-degree slope, are there also areas within the PIA and SAI that are greater than 35 degrees with topographic features where archaeological sites are visible from the play area or they are likely to be discovered (e.g., rockshelters). If such features are located here, our research has found that these sites are especially vulnerable to intentional and unintentional vandalism, and these areas should be included in the APE.

**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.**

The 60-meter buffer identified may adequately address direct impacts to cultural resources along those routes, but it is insufficient in terms of cultural resources that could be indirectly affected (e.g., nature, setting, feels, association). The APE can and often does include a much greater area than the area that is subjected to subsequent inventories. For example, in Nine Mile Canyon the APE is canyon rim-to-canyon rim, even though the area subjected to inventory was only 50 feet on either side of the road centerline. The "potential" effects along designated routes can and often do extend far beyond the

route itself, and this potential should be considered. Our research has consistently shown that that malicious vandalism (looting, graffiti, destruction of features) occurs within 200 meters of an existing route. Rockshelters are particularly vulnerable regardless of distance from a route if they are visible from the route.

***Class III inventory should not be required prior to designations that (1) allow continued use of an existing route ....***

We would concur with that assessment but only if (1) Class III inventory has previously been conducted along those routes, and (2) those inventories were conducted within the past 25 years, and (3) inventory methods of past inventories meet currently acceptable standards. DOI practices have commonly exempted “traditional” routes already in use, but this exemption (internal DOI instructional guidance that is in conflict with 36CFR800) is currently being challenged in the federal courts related to BLM travel plans throughout Utah, and one federal court in the Midwest has already ruled against the exemption. The federal code of regulations 36CFR800.16(y) related to the National Historic Preservation Act clearly defines an undertaking as “a project, activity, or program funded in whole or in part under the direct or indirect jurisdiction of a Federal agency, including those carried out by or on behalf of a Federal agency.” Whereas the routes fall under the jurisdiction of a federal agency, the agency has responsibility to identify all cultural resources that could be affected.

***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.***

We would concur with this approach, but we would also recommend that any Class III inventory of areas directly affected also include an adequate buffer to consider possible indirect effects (see comments above).

***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.***

This statement is very problematic. How can the NRA recognize that continued use of an existing route is *unlikely* to adversely affect known and unknown historic properties if the agency does not know what those properties are and how they being effected by continued use of the route? You acknowledge the area has received minimal inventory in the past and that limited information is available. Hence you do not know if historic properties are affected or not. As discussed above, we have long argued that designated routes are subject to Section 106 and its implementing regulations, and that Class III inventories should be conducted along those routes to identify historic properties that are being or

could be adversely affected by use of the route. Our recent research in the Kanab Field Office, Richfield Field Office and Monticello Field Office has demonstrated unequivocally that “exempted” routes pass through eligible properties and use of the routes is causing ongoing damage to the National Register qualities of those sites. In the Kanab area, the designated routes often passed over and through Ancestral Puebloan residential sites. The BLM was unaware that these sites existed prior to our inventory of the routes.

***General Comment 1:***

It is inferred in the statement regarding the 120-meter wide APE along routes that the inventory will also be 60 meters on either side of center line. But the width of the Class III inventory is not expressly stated. A Class III inventory of that width can be sufficient to identify direct impacts to historic properties along the route itself, but it does not address impacts to sites that are visible from the route (e.g., rockshelters, cliff structures, rock art sites). We would strongly recommend that inventories include efforts to identify and document cultural resources that are visible from the routes.

***General Comment 2:***

If any of the routes are used specifically to enhance access to historic properties then we would recommend that the full nature of those historic properties be documented, regardless of whether or not they are next to or visible from the route. This effort should also include a monitoring plan whereby ongoing degradation of the properties can be evaluated and appropriate mitigation measures implemented.

**Citations and Reports Related to CPAA research into OHV travel available upon request.**

Jerry D. Spangler  
Executive Director  
Colorado Plateau Archaeological Alliance  
2529 Jackson Avenue  
Ogden, Utah 84401  
801-392-2646







## State of Utah

JON M. HUNTSMAN, JR.  
*Governor*

GARY R. HERBERT  
*Lieutenant Governor*

## Department of Community and Culture

PALMER DePAULIS  
*Executive Director*

### State History

PHILIP F. NOTARIANNI  
*Division Director*

September 19, 2007

ORV Management Plan  
Glen Canyon NRA  
PO Box 1507  
Page, AZ 86040-1507

RE: ORV Use at Glen Canyon National Recreation Area

In reply, please refer to Case No. 07-1611

To Whom It May Concern:

The Utah State Historic Preservation Office received your request for public scoping comments on the above referenced project on September 18, 2007.

We are certain that the National Park Service is already aware of the numerous historic and prehistoric cultural resources that could be involved in this undertaking. Indeed, we have recently met with specialists to discuss the high density of sites in some of the areas that have ORV roads and we have also discussed the recent emergence of long submerged sites on newly exposed beach areas. While the issues are complex, we have no doubt that through careful consideration it is possible to develop a balanced approach to ORV use that balances the value of these resources with the need to provide recreational opportunities.

We are fully confident that the National Park Service will draw on its cultural resource expertise to fully analyze alternatives and potential effects to the many valuable cultural resources within Glen Canyon National Recreation Area and comply with Section 106 of the National Historic Preservation Act for this undertaking. Given the complexity of issues surrounding off-road vehicle use and cultural resources, we would like to offer our assistance early in the planning process. Specifically, we are interested in consulting with your agency on potential consulting parties (per 36CFR800.3(f)), on determining the scope of the Area of Potential Effects (per 36CFR800.4(a)(1)), on reasonable and good faith identification efforts (per 36CFR800.4(b)(1)) and on resource eligibility and effects (per 36CFR800.(c)(2) and 36CFR800.5(a)).

UTAH STATE  
HISTORY

UTAH STATE HISTORICAL SOCIETY  
ANTIQUITIES  
HISTORIC PRESERVATION  
RESEARCH CENTER & COLLECTIONS

300 S. RIO GRANDE STREET, SALT LAKE CITY, UT 84101-1182 • TELEPHONE 801 533-3500 • FACSIMILE 801 533-3503 • HISTORY.UTAH.GOV

Please contact our office as early as possible so that we can arrange for meetings and/or discussions on these issues and approaches. We believe that through early and careful consideration, the process can be streamlined and good cultural resource consideration can be conducted.

Thank you for taking our comment and we look forward to further consultation under the National Historic Preservation Act and its implementing regulations.

Sincerely,

A handwritten signature in black ink, appearing to read 'Matthew T. Seddon', enclosed within a large, loopy oval flourish.

Matthew T. Seddon, Ph.D., RPA

Deputy State Historic Preservation Officer – Archaeology



Baker, Nathaniel <thann\_baker@nps.gov>

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## ORV Management Plan paperwork

1 message

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djacobs@azstateparks.gov <djacobs@azstateparks.gov>

Fri, Nov 2, 2012 at 12:01 PM

To: thann\_baker@nps.gov

Thann-

Our office has received the ORV Management Plan paperwork that initiates Section 106 and addresses the topics of identifying consulting parties, the scope of identification efforts [APE], and determining the agency's reasonable and good faith effort to carry out the appropriate identification effort per 36 CFR 800.4(b)(1).

Given the vicissitudes of water levels and ORV use, one can easily appreciate the potential for impacts to cultural resources. The approach discussed in your attachment [Clarification of Cultural Resource Considerations for the Glen Canyon National Recreation Area Off-Road Vehicle Management Plan / Environmental Impact Statement] dated October 2012 is reasonable and appropriate. The use of a Class II inventory of the primary area of impact for accessible shorelines to evaluate the potential for the presence of historic properties and to estimate the frequency and types of properties present is a very good strategy to ultimately achieve the final identification and evaluation of historic properties.

Our office concurs with the recommendations in your attachment.

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**David Jacobs**

Compliance Specialist / Archaeologist  
State Historic Preservation Office

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Web: <http://AZStateParks.com>

[Arizona State Parks](http://ArizonaStateParks.com)







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NATIONAL PARK SERVICE  
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October 17, 2012

Lori Hunsaker  
Deputy State Historic Preservation Officer  
300 Rio Grande  
Salt Lake City, UT 84101-1182

RE: Continued consultation on the Glen Canyon National Recreation Area Off-road Vehicle Management Plan/Environmental Impact Statement (Case No. 07-1611)

Dear Ms. Hunsaker:

The National Park Service is continuing to develop a Management Plan/Environmental Impact Statement (EIS) to evaluate off-road vehicle (ORV) use addressing three spheres of ORV use at Glen Canyon National Recreation Area in Arizona and Utah: 1) At the Lone Rock beach and play area; 2) at designated vehicle-accessible shoreline areas; and 3) on 388 miles of park roads. The purpose of this ORV Management Plan/EIS is to guide management of ORV areas and all-terrain vehicle use within Glen Canyon in order to preserve the recreation area'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.

Following initial consultation with your office (September 2007), and further discussions at the 2010 Biennial Meeting held at Glen Canyon National Recreation Area, we wish to formally invite your participation and assistance with the following topics in accordance with Section 106 of the National Historic Preservation Act (NHPA): 1) Identifying other consulting parties (per 36CFR800.3(f)); 2) determining the scope of identification efforts (per 36CFR800.4(a)) to include determining the area of potential effects (APE) (per 36CFR800.4(a)(1)); and 3) determining the agency's reasonable and good faith efforts to carry out appropriate identification efforts (per 36CFR800.4(b)(1)).

**Identify other consulting parties (36CFR800.3(f))**

Glen Canyon National Recreation Area is coordinating public involvement requirements of Section 106 through the agency's procedures under the National Environmental Policy Act to solicit public review and comment. The agency will consider those comments in a way that reflects the nature and complexity of the undertaking, its effects on historic properties, and the relationship of the Federal involvement to the undertaking (36CFR800.2(d)(1)). Individual stakeholders have been identified and continue to be informed during the planning and development process. A list of current stakeholder is available upon request.

Glen Canyon National Recreation Area has initiated formal consultation under Section 106 with the Utah and Arizona State Historic Preservation Offices, the 19 Tribes, bands, and chapters associated with Glen

Canyon, and the Church of Jesus Christ of Latter-day Saints. We would like to request your recommendations for additional consulting parties who may possess a demonstrated interest in the undertaking or concern with the undertaking's effects on historic properties.

**Determine the scope of identification efforts (36CFR800.4(a)) and level of effort (36CFR800.4(b)(1))**

Glen Canyon National Recreation Area 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. At this stage in the development process of the EIS, Glen Canyon proposes a strategy for how to proceed toward compliance with Section 106 of NHPA. Attention is directed here toward defining the APE and the appropriate level of effort for identification of historic properties within the APE.

Enclosed for your review is:

1. **Clarification of Cultural Resource Considerations for the Glen Canyon National Recreation Area Off-Road Vehicle Management Plan / Environmental Impact Statement** identifying the parameters used to model the APE, providing a rationale for determining the agency's reasonable and good faith efforts to carry out appropriate identification efforts, and recommending a strategy to initiate identification efforts.
2. **Glen Canyon National Recreation Area Accessible Shorelines: Addendum to Design for Archaeological Survey** providing an archeological survey design and options for inventory of accessible shoreline locations.

Glen Canyon National Recreation Area has determined an APE (as defined at 36CFR800.16(d)) based on the action alternative offering the greatest potential for adverse effects across all alternative components. The APE is 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. For this EIS, separate parameters are established to model the APE for: 1) Accessible shorelines and Lone Rock Beach; 2) all unpaved park roads; and 3) Lone Rock Beach Play Area. We understand that as input is received from consulting parties and alternatives are refined, the APE may be adjusted accordingly.

The preliminary strategy for appropriate identification efforts are proposed in pursuance with 36CFR800.4(b) and vary according to the three spheres of ORV use at Glen Canyon as reflected in the APE model. Inventory requirements, priorities, and strategies 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. The proposed strategy will allow for further consultation to determine the appropriate level of identification efforts, which may include the use of a phased approach to achieve final identification and evaluation of historic properties pursuant with 36CFR800.4(b)(2).

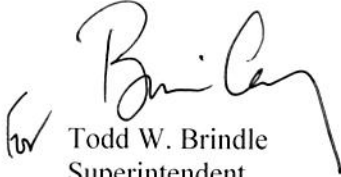
For the state of Utah, relevant aspects of the proposed action include: accessible shorelines in Garfield, Kane, and San Juan counties; unpaved park roads in Garfield, Kane, San Juan, and Wayne counties, as well as Lone Rock Beach and play area in Kane County. We would like to request your input on: 1) determinations of the APE as defined at 26CFR800.16(d) and following the parameters provided in the clarification of cultural considerations document; and 2) the proposed level of identification to assist planning efforts and aid in determining the appropriate level of effort for final identification and evaluation.



We look forward to receiving your input on the planning process. We believe that it will ensure that cultural resources are adequately considered during the planning process while meeting ORV management needs and objectives.

If you wish to be kept apprised of the off-road vehicle management planning process, please visit Glen Canyon National Recreation Area's 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 Thann Baker of my staff at 928-608-6263, or by email at [thann\\_baker@nps.gov](mailto:thann_baker@nps.gov).

Sincerely,

  
Todd W. Brindle  
Superintendent

Enclosures



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



October 17, 2012

Mr. James Garrison  
State Historic Preservation Officer  
Arizona State Parks  
1300 West Washington  
Phoenix, AZ 85007

RE: Continued consultation on the Glen Canyon National Recreation Area Off-road Vehicle Management Plan/Environmental Impact Statement

Dear Mr. Garrison:

The National Park Service is continuing to develop a Management Plan/Environmental Impact Statement (EIS) to evaluate off-road vehicle (ORV) use addressing three spheres of ORV use at Glen Canyon National Recreation Area in Arizona and Utah: 1) At the Lone Rock beach and play area; 2) at designated vehicle-accessible shoreline areas; and 3) on 388 miles of park roads. The purpose of this ORV Management Plan/EIS is to guide management of ORV areas and all-terrain vehicle use within Glen Canyon in order to preserve the recreation area'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.

Following initial consultation with your office (September 2007), and further discussions at the 2010 Biennial Meeting held at Glen Canyon National Recreation Area, we wish to formally invite your participation and assistance with the following topics in accordance with Section 106 of the National Historic Preservation Act (NHPA): 1) Identifying other consulting parties (per 36CFR800.3(f)); 2) determining the scope of identification efforts (per 36CFR800.4(a)) to include determining the area of potential effects (APE) (per 36CFR800.4(a)(1)); and 3) determining the agency's reasonable and good faith efforts to carry out appropriate identification efforts (per 36CFR800.4(b)(1)).

**Identify other consulting parties (36CFR800.3(f))**

Glen Canyon National Recreation Area is coordinating public involvement requirements of Section 106 through the agency's procedures under the National Environmental Policy Act to solicit public review and comment. The agency will consider those comments in a way that reflects the nature and complexity of the undertaking, its effects on historic properties, and the relationship of the Federal involvement to the undertaking (36CFR800.2(d)(1)). Individual stakeholders have been identified and continue to be informed during the planning and development process. A list of current stakeholder is available upon request.

Glen Canyon has initiated formal consultation under Section 106 with the Utah and Arizona State Historic Preservation Offices, the 19 Tribes, bands, and chapters associated with Glen Canyon, and the Church of Jesus Christ of Latter-day Saints. We would like to request your recommendations for additional consulting parties who may possess a demonstrated interest in the undertaking or concern with the undertaking's effects on historic properties.

**Determine the scope of identification efforts (36CFR800.4(a)) and level of effort (36CFR800.4(b)(1))**

Glen Canyon National Recreation Area 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. At this stage in the development process of the EIS, Glen Canyon proposes a strategy for how to proceed toward compliance with Section 106 of NHPA. Attention is directed here toward defining the APE and the appropriate level of effort for identification of historic properties within the APE.

Enclosed for your review is:

- **Clarification of Cultural Resource Considerations for the Glen Canyon National Recreation Area Off-Road Vehicle Management Plan / Environmental Impact Statement** identifying the parameters used to model the APE, providing a rationale for determining the agency's reasonable and good faith efforts to carry out appropriate identification efforts, and recommending a strategy to initiate identification efforts.

Glen Canyon National Recreation Area has determined an APE (as defined at 36CFR800.16(d)) based on the action alternative offering the greatest potential for adverse effects across all alternative components. The APE is 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. For this EIS, separate parameters are established to model the APE for: 1) Accessible shorelines and Lone Rock Beach; 2) all unpaved park roads; and 3) Lone Rock Beach Play Area. We understand that as input is received from consulting parties and alternatives are refined, the APE may be adjusted accordingly.

The preliminary strategy for appropriate identification efforts are proposed in pursuance with 36CFR800.4(b) and vary according to the three spheres of ORV use at Glen Canyon as reflected in the APE model. Inventory requirements, priorities, and strategies 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. The proposed strategy will allow for further consultation to determine the appropriate level of identification efforts, which may include the use of a phased approach to achieve final identification and evaluation of historic properties pursuant with 36CFR800.4(b)(2).

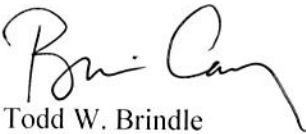
For the state of Arizona, relevant aspects of the proposed action include unpaved park roads in Coconino County. We would like to request your input on: 1) determinations of the APE as defined at 26CFR800.16(d) and following the parameters provided in the enclosed clarification of cultural considerations document; and 2) the proposed level of identification to assist planning efforts and aid in determining the appropriate level of effort for final identification and evaluation of unpaved park roads in Coconino County.

We look forward to receiving your input on the planning process. We believe that it will ensure that cultural resources are adequately considered during the planning process while meeting ORV management needs and objectives. If you wish to be kept apprised of the off-road vehicle management



planning process, please visit Glen Canyon National Recreation Area's 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 Thann Baker of my staff at 928-608-6263, or by email at [thann\\_baker@nps.gov](mailto:thann_baker@nps.gov).

Sincerely,

  
fw Todd W. Brindle  
Superintendent

Enclosure

October 2012

# **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 October 2012

## **Document Information**

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

## **Change History**

| <b>Original Version #</b> | <b>Date of Revision</b> | <b>Revised By</b> | <b>Changes</b> | <b>Justification</b> | <b>New Version #</b> |
|---------------------------|-------------------------|-------------------|----------------|----------------------|----------------------|
|                           | 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                | 1.2                  |

## **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.

*Unpaved General Management Plan (GMP) Road:* An unpaved backcountry road designated as open to motorized vehicle travel in the 1972 Glen Canyon GMP.

## **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 unpaved GMP roads to remain open to conventional vehicles and street-legal ATVs; and 4) proposed designation of ORV routes in Ferry Swale open to conventional vehicles and street-legal 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, unpaved GMP 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) all unpaved GMP roads; 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).**

#### Unpaved GMP Roads

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.**

### Unpaved GMP Roads

For unpaved GMP 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 unpaved GMP 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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NATIONAL PARK SERVICE  
Glen Canyon National Recreation Area  
Rainbow Bridge National Monument  
P.O. Box 1507  
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(928) 608-6200



April 30, 2013

Mr. Bill Hedden  
Executive Director  
Grand Canyon Trust  
2601 N. Fort Valley Road  
Flagstaff, AZ 86001

Dear Mr. Hedden:

The National Park Service (NPS) is developing an Off-road Vehicle (ORV) Management Plan/Environmental Impact Statement (EIS) to analyze a range of alternatives and actions for managing off-road use of motor vehicles and on-road use of off-highway vehicles and street-legal all-terrain vehicles at Glen Canyon National Recreation Area in Arizona and Utah. The purpose of this plan/EIS is to evaluate these uses 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.

The objectives for managing both off-road and on-road use of motor vehicles 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/EIS 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.

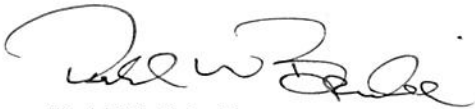
With this letter, the NPS would like to invite you or your organization to apply to become a consulting party for this project under Section 106 of the National Historic Preservation Act and the implementing regulations at 36 CFR Part 800.2(c)(3) and part 800.2(d). Section 106 consulting parties for the project will be designated by the NPS – the lead federal agency for this project. NPS must consider all written requests for participation as consulting parties, and in consultation with the Utah and Arizona State Historic Preservation Office, determine which requests should be granted. A written request does not guarantee an invitation to participate in Section 106 consultation. Section 106 consulting parties will receive project information and have the opportunity to make their views known at various points in the project development process. More information about Section 106 and the role of consulting parties is available on the Advisory Council on Historic Preservation's website at <http://www.achp.gov/>.

The purpose of this step in the Section 106 process is to gather input about historic properties and the potential effects from the proposed project on such properties. Section 106 consultation is being conducted concurrently with the EIS analysis and development following public involvement under the National Environmental Policy Act. Opportunities for public involvement in lieu of requests for consulting party status under Section 106 are provided on the Planning, Environment & Public Comment (PEPC) website for the project at <http://parkplanning.nps.gov/projectHome.cfm?projectID=19520>.

To be considered for consulting party status under Section 106, please complete the enclosed application and submit to the NPS at the address provided within **15 working days**. In the letter you should describe your interest in the project and its effects on historic properties, to include 1) your legal interest, 2) your economic interest, and 3) your concern with the effects on historic properties. If you have an affiliation with an organization, name the organization and include an address and telephone number. Make sure to include all the information necessary for the NPS to recognize your interest in the effects of the project on historic properties of specific interest to you or your group.

Consulting party status entitles you to share your views, receive and review pertinent information, offer ideas, and consider possible solutions together with the NPS and other consulting parties. Because consultation is a dynamic good-faith process of discussing options, considering multiple views, and seeking agreement among a variety of parties, active participation and constructive comments from all Section 106 consulting parties will be expected throughout the process. Thank you for your interest.

Sincerely,

A handwritten signature in dark ink, appearing to read 'Todd W. Brindle', with a stylized flourish at the end.

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



April 30, 2013

Great Old Broads for Wilderness  
PO Box 2924  
Durango, CO 81302

To Whom It May Concern:

The National Park Service (NPS) is developing an Off-road Vehicle (ORV) Management Plan/Environmental Impact Statement (EIS) to analyze a range of alternatives and actions for managing off-road use of motor vehicles and on-road use of off-highway vehicles and street-legal all-terrain vehicles at Glen Canyon National Recreation Area in Arizona and Utah. The purpose of this plan/EIS is to evaluate these uses 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.

The objectives for managing both off-road and on-road use of motor vehicles 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/EIS 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.

With this letter, the NPS would like to invite you or your organization to apply to become a consulting party for this project under Section 106 of the National Historic Preservation Act and the implementing regulations at 36 CFR Part 800.2(c)(3) and part 800.2(d). Section 106 consulting parties for the project will be designated by the NPS – the lead federal agency for this project. NPS must consider all written requests for participation as consulting parties, and in consultation with the Utah and Arizona State Historic Preservation Office, determine which requests should be granted. A written request does not guarantee an invitation to participate in Section 106 consultation. Section 106 consulting parties will receive project information and have the opportunity to make their views known at various points in the project development process. More information about Section 106 and the role of consulting parties is available on the Advisory Council on Historic Preservation's website at <http://www.achp.gov/>.

The purpose of this step in the Section 106 process is to gather input about historic properties and the potential effects from the proposed project on such properties. Section 106 consultation is being

conducted concurrently with the EIS analysis and development following public involvement under the National Environmental Policy Act. Opportunities for public involvement in lieu of requests for consulting party status under Section 106 are provided on the Planning, Environment & Public Comment (PEPC) website for the project at <http://parkplanning.nps.gov/projectHome.cfm?projectID=19520>.

To be considered for consulting party status under Section 106, please complete the enclosed application and submit to the NPS at the address provided within **15 working days**. In the letter you should describe your interest in the project and its effects on historic properties, to include 1) your legal interest, 2) your economic interest, and 3) your concern with the effects on historic properties. If you have an affiliation with an organization, name the organization and include an address and telephone number. Make sure to include all the information necessary for the NPS to recognize your interest in the effects of the project on historic properties of specific interest to you or your group.

Consulting party status entitles you to share your views, receive and review pertinent information, offer ideas, and consider possible solutions together with the NPS and other consulting parties. Because consultation is a dynamic good-faith process of discussing options, considering multiple views, and seeking agreement among a variety of parties, active participation and constructive comments from all Section 106 consulting parties will be expected throughout the process. Thank you for your interest.

Sincerely,

A handwritten signature in dark ink, appearing to read 'Todd W. Brindle', written in a cursive style.

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



April 30, 2013

Ms. Reba Grandrud  
President  
Old Spanish Trail Association  
PO Box 909  
Las Vegas, NM 87701

Dear Ms. Grandrud:

The National Park Service (NPS) is developing an Off-road Vehicle (ORV) Management Plan/Environmental Impact Statement (EIS) to analyze a range of alternatives and actions for managing off-road use of motor vehicles and on-road use of off-highway vehicles and street-legal all-terrain vehicles at Glen Canyon National Recreation Area in Arizona and Utah. The purpose of this plan/EIS is to evaluate these uses 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.

The objectives for managing both off-road and on-road use of motor vehicles 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/EIS 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.

With this letter, the NPS would like to invite you or your organization to apply to become a consulting party for this project under Section 106 of the National Historic Preservation Act and the implementing regulations at 36 CFR Part 800.2(c)(3) and part 800.2(d). Section 106 consulting parties for the project will be designated by the NPS – the lead federal agency for this project. NPS must consider all written requests for participation as consulting parties, and in consultation with the Utah and Arizona State Historic Preservation Office, determine which requests should be granted. A written request does not guarantee an invitation to participate in Section 106 consultation. Section 106 consulting parties will receive project information and have the opportunity to make their views known at various points in the project development process. More information about Section 106 and the role of consulting parties is available on the Advisory Council on Historic Preservation's website at <http://www.achp.gov/>.

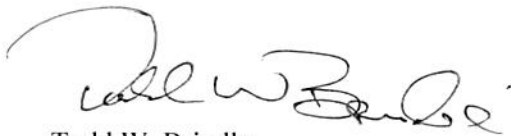


The purpose of this step in the Section 106 process is to gather input about historic properties and the potential effects from the proposed project on such properties. Section 106 consultation is being conducted concurrently with the EIS analysis and development following public involvement under the National Environmental Policy Act. Opportunities for public involvement in lieu of requests for consulting party status under Section 106 are provided on the Planning, Environment & Public Comment (PEPC) website for the project at <http://parkplanning.nps.gov/projectHome.cfm?projectID=19520>.

To be considered for consulting party status under Section 106, please complete the enclosed application and submit to the NPS at the address provided within **15 working days**. In the letter you should describe your interest in the project and its effects on historic properties, to include 1) your legal interest, 2) your economic interest, and 3) your concern with the effects on historic properties. If you have an affiliation with an organization, name the organization and include an address and telephone number. Make sure to include all the information necessary for the NPS to recognize your interest in the effects of the project on historic properties of specific interest to you or your group.

Consulting party status entitles you to share your views, receive and review pertinent information, offer ideas, and consider possible solutions together with the NPS and other consulting parties. Because consultation is a dynamic good-faith process of discussing options, considering multiple views, and seeking agreement among a variety of parties, active participation and constructive comments from all Section 106 consulting parties will be expected throughout the process. Thank you for your interest.

Sincerely,

A handwritten signature in dark ink, appearing to read "Todd W. Brindle". The signature is fluid and cursive, with a large initial "T" and "B".

Todd W. Brindle  
Superintendent

Enclosure

cc: Mr. James Page, President, Armijo Chapter, Old Spanish Trail Association



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  
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April 30, 2013

Mr. Ben Everitt  
President  
Utah Rock Art and Research Association  
PO Box 511324  
Salt Lake City, UT 84151-1324

Dear Mr. Everitt:

The National Park Service (NPS) is developing an Off-road Vehicle (ORV) Management Plan/Environmental Impact Statement (EIS) to analyze a range of alternatives and actions for managing off-road use of motor vehicles and on-road use of off-highway vehicles and street-legal all-terrain vehicles at Glen Canyon National Recreation Area in Arizona and Utah. The purpose of this plan/EIS is to evaluate these uses 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.

The objectives for managing both off-road and on-road use of motor vehicles 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/EIS 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.

With this letter, the NPS would like to invite you or your organization to apply to become a consulting party for this project under Section 106 of the National Historic Preservation Act and the implementing regulations at 36 CFR Part 800.2(c)(3) and part 800.2(d). Section 106 consulting parties for the project will be designated by the NPS – the lead federal agency for this project. NPS must consider all written requests for participation as consulting parties, and in consultation with the Utah and Arizona State Historic Preservation Office, determine which requests should be granted. A written request does not guarantee an invitation to participate in Section 106 consultation. Section 106 consulting parties will receive project information and have the opportunity to make their views known at various points in the project development process. More information about Section 106 and the role of consulting parties is available on the Advisory Council on Historic Preservation's website at <http://www.achp.gov/>.

The purpose of this step in the Section 106 process is to gather input about historic properties and the potential effects from the proposed project on such properties. Section 106 consultation is being conducted concurrently with the EIS analysis and development following public involvement under the National Environmental Policy Act. Opportunities for public involvement in lieu of requests for consulting party status under Section 106 are provided on the Planning, Environment & Public Comment (PEPC) website for the project at <http://parkplanning.nps.gov/projectHome.cfm?projectID=19520>.

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Consulting party status entitles you to share your views, receive and review pertinent information, offer ideas, and consider possible solutions together with the NPS and other consulting parties. Because consultation is a dynamic good-faith process of discussing options, considering multiple views, and seeking agreement among a variety of parties, active participation and constructive comments from all Section 106 consulting parties will be expected throughout the process. Thank you for your interest.

Sincerely,

A handwritten signature in dark ink, appearing to read "Todd W. Brindle", written in a cursive style.

Todd W. Brindle  
Superintendent

Enclosure





United States Department of the Interior

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Glen Canyon National Recreation Area  
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(928) 608-6200



April 30, 2013

Mr. Dale Hatch  
President  
Utah Statewide Archeological Society  
PO Box 2474  
Cedar City, UT 84721-2474

Dear Mr. Hatch:

The National Park Service (NPS) is developing an Off-road Vehicle (ORV) Management Plan/Environmental Impact Statement (EIS) to analyze a range of alternatives and actions for managing off-road use of motor vehicles and on-road use of off-highway vehicles and street-legal all-terrain vehicles at Glen Canyon National Recreation Area in Arizona and Utah. The purpose of this plan/EIS is to evaluate these uses 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.

The objectives for managing both off-road and on-road use of motor vehicles 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/EIS must, to a large degree, accomplish the following objectives:

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- Manage authorized vehicle uses to protect the biological and physical environment, including natural processes and systems.
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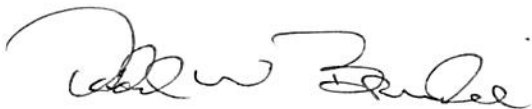
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Consulting party status entitles you to share your views, receive and review pertinent information, offer ideas, and consider possible solutions together with the NPS and other consulting parties. Because consultation is a dynamic good-faith process of discussing options, considering multiple views, and seeking agreement among a variety of parties, active participation and constructive comments from all Section 106 consulting parties will be expected throughout the process. Thank you for your interest.

Sincerely,

A handwritten signature in black ink, appearing to read 'Todd W. Brindle', written in a cursive style.

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



April 30, 2013

Mr. Brent Johansen  
President  
San Juan Public Entry and Access Rights  
PO Box 353  
Blanding, UT 84511

Dear Mr. Johansen:

The National Park Service (NPS) is developing an Off-road Vehicle (ORV) Management Plan/Environmental Impact Statement (EIS) to analyze a range of alternatives and actions for managing off-road use of motor vehicles and on-road use of off-highway vehicles and street-legal all-terrain vehicles at Glen Canyon National Recreation Area in Arizona and Utah. The purpose of this plan/EIS is to evaluate these uses 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.

The objectives for managing both off-road and on-road use of motor vehicles 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/EIS 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.

With this letter, the NPS would like to invite you or your organization to apply to become a consulting party for this project under Section 106 of the National Historic Preservation Act and the implementing regulations at 36 CFR Part 800.2(c)(3) and part 800.2(d). Section 106 consulting parties for the project will be designated by the NPS – the lead federal agency for this project. NPS must consider all written requests for participation as consulting parties, and in consultation with the Utah and Arizona State Historic Preservation Office, determine which requests should be granted. A written request does not guarantee an invitation to participate in Section 106 consultation. Section 106 consulting parties will receive project information and have the opportunity to make their views known at various points in the project development process. More information about Section 106 and the role of consulting parties is available on the Advisory Council on Historic Preservation's website at <http://www.achp.gov/>.

The purpose of this step in the Section 106 process is to gather input about historic properties and the potential effects from the proposed project on such properties. Section 106 consultation is being conducted concurrently with the EIS analysis and development following public involvement under the National Environmental Policy Act. Opportunities for public involvement in lieu of requests for consulting party status under Section 106 are provided on the Planning, Environment & Public Comment (PEPC) website for the project at <http://parkplanning.nps.gov/projectHome.cfm?projectID=19520>.

To be considered for consulting party status under Section 106, please complete the enclosed application and submit to the NPS at the address provided within **15 working days**. In the letter you should describe your interest in the project and its effects on historic properties, to include 1) your legal interest, 2) your economic interest, and 3) your concern with the effects on historic properties. If you have an affiliation with an organization, name the organization and include an address and telephone number. Make sure to include all the information necessary for the NPS to recognize your interest in the effects of the project on historic properties of specific interest to you or your group.

Consulting party status entitles you to share your views, receive and review pertinent information, offer ideas, and consider possible solutions together with the NPS and other consulting parties. Because consultation is a dynamic good-faith process of discussing options, considering multiple views, and seeking agreement among a variety of parties, active participation and constructive comments from all Section 106 consulting parties will be expected throughout the process. Thank you for your interest.

Sincerely,

A handwritten signature in dark ink, appearing to read "Todd W. Brindle". The signature is fluid and cursive, with a large initial "T" and "B".

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



April 30, 2013

Ms. Liz Thomas  
Southern Utah Wilderness Alliance  
PO Box 968  
Moab, UT 84532

Dear Ms. Thomas:

The National Park Service (NPS) is developing an Off-road Vehicle (ORV) Management Plan/Environmental Impact Statement (EIS) to analyze a range of alternatives and actions for managing off-road use of motor vehicles and on-road use of off-highway vehicles and street-legal all-terrain vehicles at Glen Canyon National Recreation Area in Arizona and Utah. The purpose of this plan/EIS is to evaluate these uses 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.

The objectives for managing both off-road and on-road use of motor vehicles 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/EIS 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.
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- Establish clear policies to guide authorized vehicle uses.

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The purpose of this step in the Section 106 process is to gather input about historic properties and the potential effects from the proposed project on such properties. Section 106 consultation is being conducted concurrently with the EIS analysis and development following public involvement under the National Environmental Policy Act. Opportunities for public involvement in lieu of requests for consulting party status under Section 106 are provided on the Planning, Environment & Public Comment (PEPC) website for the project at <http://parkplanning.nps.gov/projectHome.cfm?projectID=19520>.

To be considered for consulting party status under Section 106, please complete the enclosed application and submit to the NPS at the address provided within **15 working days**. In the letter you should describe your interest in the project and its effects on historic properties, to include 1) your legal interest, 2) your economic interest, and 3) your concern with the effects on historic properties. If you have an affiliation with an organization, name the organization and include an address and telephone number. Make sure to include all the information necessary for the NPS to recognize your interest in the effects of the project on historic properties of specific interest to you or your group.

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Sincerely,

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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



April 30, 2013

Mr. Byron Loosle  
Utah Professional Archeological Council Presiden  
BLM- State Office  
PO Box 45155  
Salt Lake City, UT 84145-0155

Dear Mr. Loosle:

The National Park Service (NPS) is developing an Off-road Vehicle (ORV) Management Plan/Environmental Impact Statement (EIS) to analyze a range of alternatives and actions for managing off-road use of motor vehicles and on-road use of off-highway vehicles and street-legal all-terrain vehicles at Glen Canyon National Recreation Area in Arizona and Utah. The purpose of this plan/EIS is to evaluate these uses 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.

The objectives for managing both off-road and on-road use of motor vehicles 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/EIS must, to a large degree, accomplish the following objectives:

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- Manage authorized vehicle uses to protect the biological and physical environment, including natural processes and systems.
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- Establish clear policies to guide authorized vehicle uses.

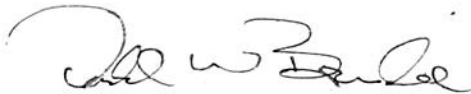
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The purpose of this step in the Section 106 process is to gather input about historic properties and the potential effects from the proposed project on such properties. Section 106 consultation is being conducted concurrently with the EIS analysis and development following public involvement under the National Environmental Policy Act. Opportunities for public involvement in lieu of requests for consulting party status under Section 106 are provided on the Planning, Environment & Public Comment (PEPC) website for the project at <http://parkplanning.nps.gov/projectHome.cfm?projectID=19520>.

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Sincerely,

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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



April 30, 2013

Mr. Derk Beckstrand  
President  
UT Shared Access Alliance  
PO Box 131  
Payson, UT 84651

Dear Mr. Beckstrand:

The National Park Service (NPS) is developing an Off-road Vehicle (ORV) Management Plan/Environmental Impact Statement (EIS) to analyze a range of alternatives and actions for managing off-road use of motor vehicles and on-road use of off-highway vehicles and street-legal all-terrain vehicles at Glen Canyon National Recreation Area in Arizona and Utah. The purpose of this plan/EIS is to evaluate these uses 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.

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Sincerely,

A handwritten signature in black ink, appearing to read 'Todd W. Brindle', with a stylized, cursive script.

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



April 30, 2013

Mr. Matt Westrich  
Utah 4 Wheel Drive Association  
PO Box 65745  
Salt Lake City, UT 84165-0745

Dear Mr. Westrich:

The National Park Service (NPS) is developing an Off-road Vehicle (ORV) Management Plan/Environmental Impact Statement (EIS) to analyze a range of alternatives and actions for managing off-road use of motor vehicles and on-road use of off-highway vehicles and street-legal all-terrain vehicles at Glen Canyon National Recreation Area in Arizona and Utah. The purpose of this plan/EIS is to evaluate these uses 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.

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- Manage authorized vehicle uses to provide safe and healthful opportunities for visitor access and recreation.
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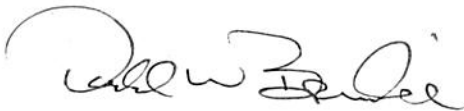
With this letter, the NPS would like to invite you or your organization to apply to become a consulting party for this project under Section 106 of the National Historic Preservation Act and the implementing regulations at 36 CFR Part 800.2(c)(3) and part 800.2(d). Section 106 consulting parties for the project will be designated by the NPS – the lead federal agency for this project. NPS must consider all written requests for participation as consulting parties, and in consultation with the Utah and Arizona State Historic Preservation Office, determine which requests should be granted. A written request does not guarantee an invitation to participate in Section 106 consultation. Section 106 consulting parties will receive project information and have the opportunity to make their views known at various points in the project development process. More information about Section 106 and the role of consulting parties is available on the Advisory Council on Historic Preservation's website at <http://www.achp.gov/>.

The purpose of this step in the Section 106 process is to gather input about historic properties and the potential effects from the proposed project on such properties. Section 106 consultation is being conducted concurrently with the EIS analysis and development following public involvement under the National Environmental Policy Act. Opportunities for public involvement in lieu of requests for consulting party status under Section 106 are provided on the Planning, Environment & Public Comment (PEPC) website for the project at <http://parkplanning.nps.gov/projectHome.cfm?projectID=19520>.

To be considered for consulting party status under Section 106, please complete the enclosed application and submit to the NPS at the address provided within **15 working days**. In the letter you should describe your interest in the project and its effects on historic properties, to include 1) your legal interest, 2) your economic interest, and 3) your concern with the effects on historic properties. If you have an affiliation with an organization, name the organization and include an address and telephone number. Make sure to include all the information necessary for the NPS to recognize your interest in the effects of the project on historic properties of specific interest to you or your group.

Consulting party status entitles you to share your views, receive and review pertinent information, offer ideas, and consider possible solutions together with the NPS and other consulting parties. Because consultation is a dynamic good-faith process of discussing options, considering multiple views, and seeking agreement among a variety of parties, active participation and constructive comments from all Section 106 consulting parties will be expected throughout the process. Thank you for your interest.

Sincerely,

A handwritten signature in black ink, appearing to read "Todd W. Brindle", written in a cursive style.

Todd W. Brindle  
Superintendent

Enclosure

# Glen Canyon National Recreation Area Off-road Vehicle Management Plan/Environmental Impact Statement

## APPLICATION TO BE CONSIDERED A SECTION 106 CONSULTING PARTY

(Please Print)

|               |          |
|---------------|----------|
| Organization: |          |
| Contact Name: |          |
| Title:        |          |
| Address:      |          |
| Phone:        | (      ) |
| Email:        |          |

Section 106 of the National Historic Preservation Act, as Amended, requires Federal agencies to consider the effect of their actions on properties listed on the National Register of Historic Places (NRHP) or eligible for listing on the NRHP. The Section 106 process encourages incorporation of historic preservation values into the project planning process by consultation among parties with an interest in the effects of the undertaking on historic properties.

Because consultation is a dynamic good-faith process of discussing options, considering multiple views, and seeking agreement among a variety of parties, your participation and constructive comments will be expected throughout the process. Please summarize your interest in historic properties as related to this undertaking.

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## 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 9, 2013

Dear

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 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.

The NPS is coordinating the public involvement requirements of Section 106 of the National Historic Preservation Act (NHPA) through the agency's procedures under the National Environmental Policy Act in order to solicit public review and comment for this plan/DEIS. In addition the NHPA identifies consulting parties which may have an interest in the effects of the federal undertaking (the plan/DEIS) on historic properties. You are being contacted as a potential or invited consulting party in the further development of this plan/DEIS.

Following our consultation with the Arizona and Utah State Historic Preservation Offices, we wish to formally invite your participation and assistance with the following topics in accordance with Section 106 of the National Historic Preservation Act (NHPA):

1. Determining the scope of identification efforts (per 36CFR800.4(a)) to include determining the area of potential effects (APE) (per 36CFR800.4(a)(1)); and
2. Determining the agency's reasonable and good faith efforts to carry out appropriate identification efforts (per 36CFR800.4(b)(1)).

At this stage in the development process 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 entitled "Clarification of Cultural Resource Considerations for the Glen Canyon National Recreation Area Off-Road Vehicle Management Plan / Environmental Impact Statement." This document identifies the proposed parameters used to model the APE, provides a rationale for determining the agency's reasonable and good faith efforts to carry out appropriate 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.

Glen Canyon NRA has proposed an APE based on the action alternative offering the greatest potential for adverse effects across all alternative components. The APE is 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. For this plan/DEIS, separate parameters are established to model the APE for: 1) Accessible shorelines and Lone Rock Beach; 2) park roads and proposed ORV routes; and 3) Lone Rock Beach Play Area. We understand that as input is received from consulting parties and alternatives are refined, the APE may be adjusted accordingly.

The preliminary strategy for appropriate identification efforts also vary according to the three spheres of ORV use at Glen Canyon as reflected in the APE model. Inventory requirements, priorities, and strategies 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. The proposed strategy will allow for further consultation to determine the appropriate level of identification efforts, which may include the use of a phased approach to achieve final identification and evaluation of historic properties pursuant with 36CFR800.4(b)(2).

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 would like to request your input on: 1) determinations of the APE as defined at 36CFR800.16(d) and following the parameters provided in the "Clarification of Cultural Considerations" document; and 2) the proposed level of identification to assist planning efforts and aid in determining the appropriate level of effort for final identification and evaluation. Written comments can be submitted to Glen Canyon National Recreation Area, PO Box 1507, Page, AZ 86040.

**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](mailto:brian_carey@nps.gov) so that we can provide you with additional logistical information.

We look forward to receiving your input on the planning process. We believe that your input will ensure that cultural resources are adequately considered during the planning process while meeting ORV management needs and objectives. If you wish to be kept apprised of the off-road vehicle management planning process, please visit 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](mailto: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 29, 2013

Jonathon B Ratner, Director  
Western Watersheds Project – WY Office  
PO Box 1160  
Pinedale, AZ 82941

Dear Mr. Ratner,

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 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.

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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.

Glen Canyon NRA has proposed an APE based on the action alternative offering the greatest potential for adverse effects across all alternative components. The APE is 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. For this plan/DEIS, separate parameters are established to model the APE for: 1) Accessible shorelines and Lone Rock Beach; 2) park roads and proposed ORV routes; and 3) Lone Rock Beach Play Area. We understand that as input is received from consulting parties and alternatives are refined, the APE may be adjusted accordingly.

The preliminary strategy for appropriate identification efforts also vary according to the three spheres of ORV use at Glen Canyon as reflected in the APE model. Inventory requirements, priorities, and strategies 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. The proposed strategy will allow for further consultation to determine the appropriate level of identification efforts, which may include the use of a phased approach to achieve final identification and evaluation of historic properties pursuant with 36CFR800.4(b)(2).

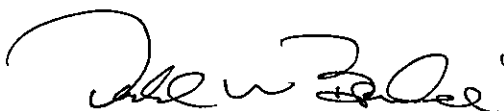
For the state of Utah, relevant aspects of the proposed action include: accessible shorelines in Garfield, Kane, and San Juan counties; park roads in Garfield, Kane, San Juan, and Wayne counties, as well as Lone Rock Beach and play area in Kane County. For the state of Arizona, relevant aspects of the proposed action include park roads and proposed ORV routes in Coconino County.

We would like to request your input on: 1) determinations of the APE as defined at 36CFR800.16(d) and following the parameters provided in the "Clarification of Cultural Considerations" document; and 2) the proposed level of identification to assist planning efforts and aid in determining the appropriate level of effort for final identification and evaluation. Written comments can be submitted to Glen Canyon National Recreation Area, PO Box 1507, Page, AZ 86040.

**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](mailto:brian_carey@nps.gov) so that we can provide you with additional logistical information.

We look forward to receiving your input on the planning process. We believe that your input will ensure that cultural resources are adequately considered during the planning process while meeting ORV management needs and objectives. If you wish to be kept apprised of the off-road vehicle management planning process, please visit 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](mailto:brian_carey@nps.gov).

Sincerely,



Todd W. Brindle  
Superintendent

Enclosure



# United States Department of the Interior

## BUREAU OF LAND MANAGEMENT

Arizona Strip Field Office  
345 East Riverside Drive  
St. George, Utah 84790  
[www.blm.gov/az/](http://www.blm.gov/az/)



September 24, 2013

In Reply Refer To:  
1220:A010

Mr. Todd W. Brindle, Superintendent  
Glen Canyon National Recreation Area  
PO Box 1507  
Page, AZ 86040

RE: Strategy for Complying with Section 106 for development of the Glen Canyon National Recreation Area Off-road Vehicle (ORV) Management Plan/Draft EIS

Dear Mr. Brindle:

The Arizona Strip Field Office of the Bureau of Land Management (BLM) is in receipt of two letters from Glen Canyon National Recreation Area (NRA), one dated July 9, 2013 and the other dated September 10, 2013, requesting feedback on complying with Section 106 of the National Historic Preservation Act for Glen Canyon NRA's Off-road Vehicle Management Plan/Draft EIS. We also received a copy of the document "Clarification of Cultural Resource Consideration for the Glen Canyon NRA ORV Management Plan/Draft EIS" dated July 2013.

We concur with Glen Canyon's determination of the Area of Potential Effects and recommendation to use a phased cultural resource identification and inventory effort for routes in the Ferry Swale area. This includes the recommendation to conduct a Class III (intensive) inventory of all designated ORV routes in order to identify historic properties in the Ferry Swale area.

We value our working relationship with the National Park Service (NPS) in the Ferry Swale area and would like to continue to work with Glen Canyon NRA so that routes on NPS-administered lands that connect to routes on the BLM-administered portion of the Ferry Swale area have a corresponding designation to those made in our 2008 resource management plan (i.e., open for public use, closed, or limited to administrative use). This will facilitate public use of these routes.

If you require additional information, please contact Diana Hawks at (435) 688-3266, or by email at [dhawks@blm.gov](mailto:dhawks@blm.gov). If we can assist with cultural resource information or inventory efforts for the Ferry Swale area, please contact John Herron at (435) 688-3262 or by email at [jherron@blm.gov](mailto:jherron@blm.gov).

Sincerely,

Lorraine M. Christian  
Field Manager



## **OTHER FEDERAL AGENCY CORRESPONDENCE**

**U.S. Environmental Protection Agency Correspondence**

**U.S. Army Corps of Engineers Correspondence**





UNITED STATES ENVIRONMENTAL PROTECTION AGENCY  
REGION 8

1595 Wynkoop Street  
DENVER, CO 80202-1129  
Phone 800-227-8917  
<http://www.epa.gov/region08>

SEP 20 2007

Ref: EPR-N

Kevin Schneider  
ORV Management Plan  
Glen Canyon NRA  
P.O. Box 1507  
Page, AZ 86040-1507

RE: Glen Canyon NRA Off-Road Vehicle Management  
Scoping Comments

Dear Mr. Schneider:

The U.S. Environmental Protection Agency Region 8 (EPA) has reviewed the *Notice of Intent to Prepare an Environmental Impact Statement* (EIS) for the Glen Canyon National Recreation Area (NRA) Off-Road Vehicle (ORV) Management project. We provide these comments in anticipation of our review of the Draft EIS (DEIS) and in accordance with our authorities and responsibilities under the National Environmental Policy Act (NEPA) and Section 309 of the Clean Air Act.

The popularity of ORVs has increased dramatically since the 1981 Environmental Assessment and Development Concept Plan (EA/DCP) designated the 180-acre ORV high-intensity use area that runs contiguous to the Lone Rock Beach shoreline. A 1988 EA/DCP which governs use at 20 accessible shoreline locations also permits ORV use at some of those locations. EPA supports Glen Canyon NRA's effort to address motorized use resource impacts at these areas and evaluate alternatives to managing All-Terrain Vehicle (ATV) travel on the NRA's 388-mile road network. This effort is also consistent with 36 CFR 4.10, which prohibits all off-road travel except on routes and areas designated by special regulation as open to ORV use, and changes in the Arizona and Utah state traffic codes. EPA notes that the trend of increased ORV use is expected to continue, due to population growth, advances in recreation technology, increased availability of information and improved access to remote areas.

EPA supports the transition from unmanaged motorized recreation to restricted travel. Restricted or limited travel is necessary to ensure that Glen Canyon's resources are protected and that other non-motorized recreation is accommodated. Unmanaged ORV use on federal lands can cause unplanned roads and trails, erosion, damaged shorelines, soils and stream channels, and

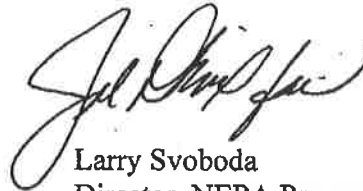
degradation of recreational experiences such as horseback riding, fishing, boating, camping, swimming and hunting.

EPA's primary focus in reviewing the DEIS will be to assess how well the proposed ORV management plan:

- Identifies and describes prevention or mitigation of adverse impacts from ORVs to soils, watersheds, vegetation, wildlife habitat, water quality, cultural resources and other assets of the Glen Canyon NRA. The DEIS should provide water quality data for the water bodies of Glen Canyon NRA, particularly at the Lone Rock Beach shoreline to understand how the current, unrestricted ORV access has impacted the resource. The analysis should look at the impact of fluctuating lake levels on ORVs access to shoreline areas and how those changes have impacted soils, vegetation and water quality.
- Addresses in sufficient detail the direct, indirect and cumulative impacts of the various alternatives.
- Fulfills the requirements of 36 CFR 4.10 as described above, and prohibits "the operation of motor vehicles in a manner that causes unreasonable damage to the surface of a park road or route." The DEIS should clearly describe the current condition of land and water resources where ORVs have historically had unrestricted access to determine whether any unreasonable damage has occurred, and whether a change in management is warranted to protect the resources.
- Provides for enforcement of the ORV route network and monitoring of impacts to ensure natural resources are protected. EPA encourages the Glen Canyon NRA to consider enforcement a significant issue driving the analysis of alternatives for motorized travel management.

We appreciate your willingness to consider our comments at this stage of your planning process. These comments are intended to help ensure a comprehensive assessment of the project's environmental impacts, adequate public disclosure and an informed decision-making process for alternative selection. If you would like to discuss our comments, please feel free to contact Jody Ostendorf of my staff at (303) 312-7814.

Sincerely,



Larry Svoboda  
Director, NEPA Program  
Office of Ecosystems Protection and Remediation





"Hellige, Kara A SPK"  
<Kara.A.Hellige@usace  
.army.mil>

10/10/2007 04:33 PM  
MST

To: <Brian\_Sweatland@nps.gov>, <Barbara\_Wilson@nps.gov>  
cc:  
Subject: RE: Off-Road Vehicle planning at Glen Canyon

Brian:

Thanks for contacting me.

I hope I can clarify your questions regarding our relationship with the NPS at Glen Canyon.

Any activity below the spillway elevation of 3,700' requires a Department of the Army permit under Section 10 of the Rivers and Harbors Act and potentially Section 404 of the Clean Water Act. The purpose for Section 10 of the Rivers and Harbors Act is to protect navigability within our nations waterways. Section 404 of the Clean Water Act protects the chemical, physical, and biological integrity of our nations waters. If the project involves grading, cutting, or filling for roads or the installation of associated infrastructure, below the 3,700' elevation, a DA permit will be needed. Depending on the nature of the project, we may have to review the project as an Individual Permit, which requires us to do a full NEPA assessment on the project. If this is the case, I would like to be able to combine NEPA measures and potentially act as a coordinating agency for your EIS process. If activities below the 3,700' elevation is minimal and work can be conducted under our Nationwide Permit Program, then I do not need to be involved in your NEPA assessment.

Please let me know if we should be an active partner or keep me updated as the EIS develops further.

If you have any questions, please do not hesitate to contact me.

Sincerely

Kara Hellige  
Durango Regulatory Field Office  
Sacramento District  
799 E 3rd Street, #2  
Durango, Colorado 81301  
(970)375-9452 (phone)  
(970)375-9531 (fax)

-----Original Message-----

From: Brian\_Sweatland@nps.gov [mailto:Brian\_Sweatland@nps.gov]  
Sent: Wednesday, October 10, 2007 8:43 AM  
To: Hellige, Kara A SPK  
Subject: Off-Road Vehicle planning at Glen Canyon

Good Morning Kara:

Barb Wilson just provided to me your business card, and told me of your interest in our ORV EIS at Glen Canyon. I have attached a scoping brochure that provides some information on the subject.

I'm interested in learning more about the relationship and jurisdictions between the USACE and NPS at Glen Canyon. I understand the

USACE has jurisdiction below 3,700 (?).

Part of the need for this EIS is the lower lake level, and how that has affected our management of our accessible shorelines, or those areas where we allow the public to drive down to the Lake Powell shoreline for camping and fishing and whatnot. At full pool, many of these accessible shorelines have natural topographical barriers which limit the space or size of the accessible shoreline area, and prevent people essentially from driving cross country for miles and miles. The lower water levels have changed a lot of the topography associated with our accessible shoreline areas, and we are going to study how to manage these areas.

Let me know if you have any questions or concerns. I look forward to working with you.

Brian S.

(See attached file: GLCA ORV brochure.pdf)

Brian Sweatland  
Outdoor Recreation Planner  
Glen Canyon National Recreation Area  
PO Box 1507  
Page, AZ 86040  
(928) 608-6342



William\_Austin@fws.gov  
01/31/2008 03:17 PM

To Kate\_Schwager@fws.gov  
cc Betsy\_Herrmann@fws.gov, Brenda\_Smith@fws.gov,  
Brian\_Sweatland@nps.gov, Elise\_Boeke@fws.gov,  
Laura\_Romin@fws.gov  
bcc

Subject Re: Glen Canyon OHV EIS Project

Brian: Your message to Kate indicates the proposed action includes all of GLCA in Utah. Does it not also include the portion of GLCA in Arizona? If it does include Arizona, there may be additional species to consider. For example, Brady pincushion cactus occurs in GLCA in Arizona. Our county lists can be found at <http://www.fws.gov/southwest/es/arizona/Threatened.htm> (click on the county of interest on the map). Please let me know if we can help you further with species lists or anything else. Although Kate's office is likely to be the FWS lead for the project, Kate is correct in stating that we would like to be involved if the project also occurs in Arizona. Thanks. Bill

William Austin  
U.S. Fish and Wildlife Service  
323 N. Leroux, Suite 201  
Flagstaff AZ 86001  
928-226-0614 x102  
fax: 928-226-1099

Kate  
Schwager/R6/FWS/D  
OI

01/31/2008 10:33  
AM

Brian\_Sweatland@nps.gov

William Austin/R2/FWS/DOI@FWS,  
Betsy Herrmann/R6/FWS/DOI@FWS,  
Brenda Smith/R2/FWS/DOI@FWS, Elise  
Boeke/R6/FWS/DOI@FWS, Laura  
Romin/R6/FWS/DOI@FWS

Subject

Glen Canyon OHV EIS Project  
(Document link: William Austin)

Hello Brian,  
I did get your voicemail today and will give you a call back. In the mean time, here is an updated species list for Utah and some additional information. I have also cc'd Betsy Herrmann in my office (Betsy works on all EIS projects in our office and may be the lead for Utah on this one)

