

**TRI-STATE ATV JAMBOREE  
Environmental Assessment No. UT- 100-05-EA-01**

**UT-100-04-006R**

**Location:** Washington and Kane Counties, Utah and Mohave  
County, Arizona

**Lead Agency:** Bureau of Land Management

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Bureau of Land Management**

**Date Revised:** March 9, 2005

## **How to Read This Environmental Assessment**

To read this Environmental Assessment (EA) most effectively, refer to the sections 1.0 through 6.0 indicated below. It is being prepared to provide the Bureau of Land Management (BLM) with sufficient information to make an informed, reasoned decision concerning the proposed annual Tri-State ATV Jamboree (Jamboree), as well as to inform interested members of the general public of this event and decision process.

- 1.0 Purpose and Need
- 2.0 Description of Alternatives
- 3.0 Affected Environment
- 4.0 Environmental Impacts
- 5.0 Consultation and Coordination
- 6.0 References, Glossary and Acronyms
- 7.0 Appendix A – Maps
- 8.0 Appendix B – Plan of Operations and Stipulations

### **Description of Sections**

Section 1 explains the need for this action as well as giving a brief history of the ATV event and identifies the relevant issues, the decision the Managers must make, and relevant laws, regulations and policies.

Section 2 provides the description of the alternatives, the proposed action and the no action alternative.

Sections 3 and 4 contain detailed, scientific information presented to alert technical specialists to potential problems, opportunities, and solutions. These two chapters serve as the scientific and analytic basis for the comparison of the predicted effects.

Section 3 briefly describes the past and current conditions of the relevant resources (issues) in the project area that could be meaningfully affected, and establishes a part of the baseline used for the comparison of the predicted effect of the proposed action.

Section 4 presents the detailed analytic prediction of the consequences of implementing the alternatives. These predictions include the direct, indirect, short term, long term, irreversible, irretrievable, and cumulative effects of implementing the alternatives. This section provides a comparison of predicted effects of these alternatives on the human environment, providing a clear basis for choice between the alternatives for the Managers and the public.

Section 5 presents the listing of consultations made on the relevant issues, notifications made relative to the proposed action, the comments gathered about the issues, and the findings and conclusions arrived at.

Section 6 provides the reader with references for sources cited, other information that may be helpful in understanding specific or unique terms and acronyms, and a listing of those responsible for the preparation of this EA.

Appendix A contains the maps showing the routes that were analyzed in this EA. Nine (9) maps are included that give the locations of the proposed routes.

Appendix B contains a listing of the stipulations that the Jamboree must comply with to insure that the conclusions contained in section 4 will be achieved.

## 1.0 PURPOSE OF AND NEED FOR ACTION

### 1.1 Introduction

This Environmental Assessment (EA) has been prepared to analyze the Tri-State OHV Club's application for the issuance of a long-term Special Recreation Permit (SRP) from the Bureau of Land Management (BLM) to hold an annual ATV Jamboree (or Jamboree) on certain routes located on lands administered by the BLM in Washington and Kane Counties, Utah and in Mohave County Arizona. The EA is a site-specific analysis of potential impacts that could result with the implementation of this proposed event. The EA assists the BLM in planning and ensuring compliance with the National Environmental Policy Act (NEPA), and in making a determination as to whether any "significant" impacts could result from the analyzed actions. "Significance" is defined by NEPA as is found in regulation 40 CFR 1508.27. An EA provides evidence for determining whether to prepare an Environmental Impact Statement (EIS) or a statement of "Finding of No Significant Impact" (FONSI). A Decision Record (DR), which includes a FONSI statement, is a document that briefly presents the reasons why implementation of the selected alternative would not result in "significant" environmental impacts or effects. If the decision maker(s) determines that this project does not have "significant" impacts following the analysis in the EA, then a Decision Record may be signed for the EA approving the alternative selected. The SRP for this event could then be issued to the Tri State OHV Club. The application is for a long term SRP of ten years although the BLM offices issuing the permit would review the SRP each year.

### 1.2 Background

The Tri-State OHV Club (the Club), with support from the City of Hurricane, Utah has organized an annual ATV Jamboree. The first Tri-State ATV Jamboree was held March 11-13, 2004 under a Categorical Exclusion Review (CX-AZ-010-2004-0011, UT-100-04-CX-04). A Special Recreation Permit, #AZ-010-04-005, was issued by the BLM for this event. The first ATV Jamboree consisted of various social events including a group dinner and an "ATV Rodeo", and guided ATV trail rides on approved routes in the same general areas being considered with this EA. The Club is now pursuing the necessary reviews to hold this event annually. The next Jamboree is currently proposed for March 10-12, 2005. The routes proposed in this action are shown on maps 1 through 9 in appendix A. The Club would select from this "inventory" of routes, certain ones to use each year depending on the number of participants, the weather, the interest of participants, etc. The routes selected would be utilized to conduct guided All Terrain Vehicle (ATV) tours during the course of the Jamboree.

The application includes riding ATVs on existing routes (roads, trails, washes) that cross Federal, State, and private lands (see Note on Permits at the end of this section). The size of the proposed Jamboree would be limited. The proposed event would have a maximum of 300 Jamboree vehicles, not including guides. The 300 Jamboree vehicles would be divided into groups with a maximum group size of 30 vehicles that would ride on the various routes being considered. Each individual Jamboree ride route would further be limited to two groups each day.

The limit on Jamboree vehicles is derived from two sources. The Shivwits Resource Area Implementation Plan set a limit on the number of entrants in the Rhino Rally competitive motorcycle event at 300 entrants. Because the Rhino Rally is a speed event, the number of entrants would equal the number of motorcycles or vehicles. (refer to OH02, p. 17) The second source refers to stipulations contained in the St. George Field Office Resource Management Plan for activities within desert tortoise habitat. On page A4.7 r. it states: "No more than...300 three- or four-wheeled vehicles shall be allowed in any one event." Clearly, the intent is to limit the number of vehicles that would be traveling on public lands, rather than the numbers of people that may be associated with the event on or off public lands. The above references also indicate the limit is to 300 vehicles using the same area. The Jamboree participants would be dispersed into

several areas with a limit of 60 vehicles (not including guides) on any one route on any day. The proposed action would include vehicles commonly referred to as “four-wheelers” or vehicles that have three or four low pressure tires, weigh generally less than 800 pounds, and are straddled by the operator. It is not meant to include Jeeps, dune buggies, or motorcycles. (See definition of ATV and OHV in section 6.2)

Preliminary staging would be organized within the city limits of Hurricane, Utah. Proposed secondary staging areas, where participants would unload and load their vehicles, are as shown on the maps convenient to the proposed routes. All proposed secondary staging areas are currently receiving this type of use, have had extensive surface disturbance previously, and no new surface disturbance is being requested. The area included in each of the proposed secondary staging areas is from one to two acres.

The proposed routes (shown on the maps in Appendix A) are predominately roads that currently receive extensive vehicle travel, as well as a few well-traveled OHV trails. The OHV trails include: a four-mile designated route section of OHV trail through the Ft. Pearce Area of Critical Environmental Concern (ACEC), two dry wash bottoms in the Arizona Strip Field Office area south of Fort Pearce (locally known as I-15 Wash and Return Wash) that are popular OHV travel routes that have been analyzed previously and used during the annual Rhino Rally Desert Motorcycle Race, and an OHV route in the Coral Pink Sand Dunes area from near Elephant Butte to Broad Hollow (Goat Springs route) that was used during the 2004 Jamboree. No new trails or routes would be created for or as a result of the proposed event and no cross-country travel (off road travel) would be allowed except in the Sand Mountain Special Recreation Management Area (SRMA) where cross-country travel is specifically authorized by BLM.

Terms, conditions, and stipulations incorporated into the Proposed Action are as shown in Appendix A. Additional conditions and stipulations may be determined by BLM during the review of the SRP event each year.

Note on Permits: A permit to enter State of Utah lands would be obtained through the State Institutional Trust Lands Administration. A determination would be made through the Utah Department of Transportation (UDOT) if any proposed route is on any state highway or UDOT right-of-way and a use permit would be obtained. No routes cross Arizona State lands. Private lands would be crossed on routes having public access. Permission would be gained from private landowners to use routes crossing private lands that do not have public access.

### **1.3 Need for the Proposed Action**

The BLM is responding to an application for a Special Recreation Permit (SRP) from the Tri-State OHV Club to hold an annual ATV Jamboree. SRPs are authorizations that allow for specific, nonexclusive, permitted recreational uses of the public lands. They may be issued as a means to control visitor use, protect resources, or as a mechanism to accommodate specific commercial recreational use.

It is the intent of the Club and Hurricane City to provide a recreational opportunity for users of ATVs who enjoy social interaction and recreational riding, educate participants in proper land use ethics and OHV regulations, and to stimulate and enhance the local economy by encouraging and fostering sustainable OHV based recreational activities that are consistent with local, county, and federal plans.

The Club would like to host this event annually and to use the experience to further define appropriate recreational activities suitable for this region and develop management techniques in conjunction with landowners and land managing agencies. The Club proposes to utilize the scenic landscapes and highlight the beauty of the three-county area in a manner that would

encourage tourism and economic development, promote user ethics necessary for the protection of resources, and to provide for responsible ATV-based recreation.

#### **1.4 Purpose of the Proposed Action**

Motorized off-highway vehicle use on public lands administered by the BLM and OHV-type vehicle sales have shown a substantial increase in recent years that would be expected to continue in the foreseeable future. Reasons for these increases include: a greater public interest in the types of outdoor recreation that ATVs provide, a rising level of disposable income that provides for a wider level of recreational pursuits, an increase in the median age of many users that lends itself to increased motorized assisted uses, and a rapid growth in the population in general. The BLM is increasingly concerned with all types of recreational activities, including motorized.

The BLM published a document entitled “National Management Strategy for Motorized Off-Highway Vehicle Use on Public Lands” in January 2001. “This Strategy recognizes, as does the policy outlined in BLM Manual 8340 (May 25, 1982), that off-road vehicle use is an ‘acceptable use of public land wherever it is compatible with established resource management objectives.’ As established by the Federal Land Policy and Management Act of 1976 (FLPMA), the BLM is required to manage the public lands on the basis of multiple use and sustained yield, while protecting natural values.”

This EA will help in analyzing the issues and effects associated with motorized activities and this event on public lands. It will specifically analyze whether the proposed Jamboree is compatible with proper motorized recreation management and protection of public land resources.

The St. George, Utah BLM Field Office, the Kanab, Utah BLM Field Office, and the Arizona Strip BLM Field Office must decide if a SRP should be issued to the Tri-State OHV Club for an annual ATV Jamboree to be held on specific routes as shown on the maps in appendix A.

#### **1.5 Conformance With BLM Land Use Plans:**

The proposed action and alternative are in conformance with the terms and conditions of the St. George Field Office Resource Area Management Plan (RMP), the Shivwits Resource Area Implementation Plan For the Arizona Strip District Approved Resource Management Plan, and the Vermillion Management Framework Plan(Kanab Field Office). The St. George, Arizona Strip, and Kanab BLM offices have initiated plan revision, travel plan, and/or route designation processes that are subject to public involvement and NEPA analysis. The outcome of these processes would be new or modified management decisions that may affect the supply of routes that are currently available and analyzed in this EA. These new or modified decisions would supersede the current decisions. The scope of this EA is intended to cover conformance not only with the current decisions but also these future decisions. To accomplish this, BLM officials would review each proposed annual event and modify it, as necessary, to ensure that it fully conforms to the decisions in effect at that time.

##### **1.5.1 St. George Field Office Resource Area Management Plan (RMP)**

The proposed action and alternative are in conformance with the St. George Field Office Record of Decision and RMP (approved March 1999, 2.48-2.50). Under section OV-09 (p. 2.50): “BLM will continue to work with OHV sponsors and organizations to authorize competitive events, commercial touring, and organized rides on a case-by-case basis subject to site specific analysis...Collaboration with adjacent BLM units on the Arizona Strip will be encouraged to allow joint management or sponsorship of such events, increase options for alternative route selection,

and provide for yearly rotation of established routes for large events to promote rehabilitation and reduce long-term cumulative impacts.”

As discussed in more detail in sections 3.3.2 and 4.2.1.2 that follow, there are certain areas such as the ACECs identified, where travel is “limited to designated roads and trails”. In most cases, but not all, motorized OHV uses in ACECs are “limited to designated roads and trails”, but until BLM has time to prepare activity plans and maps, OHV use in these ACECs is managed as “limited to existing roads and trails” (OH-03(e), p. 2.48-2.49)

The SGFO has initiated (NOI published on Jan 3, 2005) an amendment to the approved RMP to address OHV classifications and route designations. The proposed Jamboree route system may need to be modified in the future, to be consistent with the designations made in the plan amendment.

### **1.5.2 Shivwits Resource Area Management Plan**

The proposed action and alternative are in conformance with the Shivwits Resource Area Implementation Plan for the Arizona Strip District Approved Resource Management Plan (approved January 1992). Under section RR 02, page 17, it states: “Evaluate requests for additional recreation permits through the National Environmental Policy Act process and for their consistency with management goals and objectives and processed on a case-by-case basis.” Also section RR 09, page 18: “Commercial recreation permits would be issued to the extent that their cumulative impacts are consistent with the overall objectives of this plan and in the public interest.”

The Arizona Strip District is currently in the process of developing a new Resource Management Plan (RMP) and Draft Environmental Impact Statement (DEIS). This process will include route inventories and formal travel planning.

### **1.5.3 Vermillion Management Framework Plan (Kanab Field Office)**

The proposed action is in conformance with the Vermillion Management Framework Plan, approved April 22, 1981. This proposed action is not specifically identified in the Vermillion Management Framework Plan, but is consistent with the terms, conditions, and decisions of the approved plan. The proposed action would not conflict with other decisions throughout the plan, and is therefore in conformance with the Vermillion Management Framework Plan.

The BLM Kanab Field Office is currently conducting a planning effort to produce a Kanab Resource Management Plan and Environmental Impact Statement. The objective of this effort is to assist the BLM in updating the management and resource decisions contained in several plans including the Vermillion Management Framework Plan.

## **1.6 Relationship to Statutes, Regulations, or other Plans**

The Federal Land Policy and Management Act of 1976 (FLPMA) contains the BLM’s general land use management authority over public lands, and establishes outdoor recreation as one of the principal uses of those lands (43 U.S.C. 1701 (a) (8)). Section 302(b) of FLPMA directs the Secretary of the Interior to regulate through permits or other instruments the use of the public lands, which includes commercial and organized group/event recreation use. Section 303 of FLPMA contains BLM’s authority to enforce the regulations and impose penalties. The BLM Permits for Recreation on Public Lands, 43 CFR 2930 provides the guidance for BLM management of special recreation permits.

FLPMA requires BLM to use and observe the principles of multiple use in developing land use plans for public lands. Multiple-use is a concept that requires public lands and their resource values to be managed in a way that best meets the present and future needs of the people. Multiple-use involves a combination of balanced and diverse resource uses that takes into account the long-term needs of future generations for renewable and nonrenewable resources. Motorized recreation is a resource that is contained within the multiple-use directives.

A portion of the proposed project area is located in Kane County. Although OHV use is not specifically addressed in the Kane County General Plan (adopted June 1998), recreational use of public lands in general is discussed. The proposed action is consistent with the following citations from the County Plan: “[Provide for orderly multiple use and development of [public] lands to facilitate recreational uses...” (p. 57), and “...federal lands should be available for recreational use.” (p. 131).

The proposed action and alternative are in compliance with the Fundamentals of Rangeland Health (43 CFR 4180) and Utah’s Standards and Guidelines for Rangeland Health, which address watersheds, ecological condition, water quality and habitat for special status species. These resources are analyzed later in this document (if potentially impacted by either of the alternatives). Although the Proposed Action and alternative are not specifically mentioned in the plan, they are clearly consistent with the objectives, goals, and decisions of the National Management Strategy for Motorized Off-Highway Vehicle Use on Public Lands of 2001 (NMSMOHVU) and current BLM Regulations 43 CFR 8340.

### **1.7 Identification of Issues**

The BLM utilized a systematic and interdisciplinary approach to ensure that all resources were analyzed. Issues and concerns identified by BLM resource specialists and the public were considered in the development of the Proposed Action and analyzed for the direct, indirect, and cumulative impacts related to this proposal. The SRP application was received in the St. George Field Office on September 8, 2004.

The Tri-State OHV Club has met several times with BLM staff members to discuss this event, potential impacts and mitigation measures, and potential event stipulations.

Potential issues were discussed internally in the BLM as the 2005 Jamboree was being prepared. Potential routes for the Jamboree were reviewed by the BLM staff and potential impacts were considered. Where potential impacts were identified, the route was deleted from the proposal by the permittee.

#### **1.7.1 Wilderness Values**

Issue: Would the proposed action impact any designated wilderness area or wilderness study area (WSA)?

#### **1.7.2 Areas of Critical Environmental Concern (ACEC)**

Issue: Would the proposed action impact the resource values in the Ft. Pearce ACEC?

Issue: Would the proposed action impact the resource values in the Beaver Dam Slope ACEC?

Issue: Would the proposed action impact the resource values in the Little Creek Mountain ACEC?

Issue: Would the proposed action impact the resource values of other ACECs?

### **1.7.3 Threatened or Endangered Animals**

Issue: Would the proposed action impact the threatened Desert Tortoise?

Issue: Are there other threatened or endangered animals that may be affected by the Proposed Action? (Bats, Southwest Willow Flycatcher, Coral Pink Sand Dune Tiger Beetle, Mexican spotted owl, etc.)

### **1.7.4 Threatened or Endangered Plants**

Issue: Would the proposed action impact the dwarf bear-claw poppy?

Issue: Would the proposed action impact any other threatened or endangered plant?

### **1.7.5 Cultural Resources**

Issue: Would the proposed action impact historic properties, districts, or other resources eligible for listing or listed on the National Register of Historic Places?

### **1.7.6 Water, Including Water Quality, Floodplain, Watershed, and Riparian Resources**

Issue: Would the proposed action affect floodplain, riparian, or wetland area along the proposed routes?

Issue: Would the proposed action affect water quality in the area washes?

### **1.7.7 Visual Resources**

Issue: Would the proposed action conform to visual resource management objectives?

### **1.7.8 Recreation**

Issue: Would the proposed action impact other public land recreational users such as other OHV users, or non-motorized recreational users?

### **1.7.9 Socioeconomic Conditions**

Issue: What would be the socioeconomic impact to the local communities and economies?

### **1.7.10 Invasive, Non-Native Weed Species**

Issue: Would the proposed action introduce or cause the spread of Invasive, Non-Native Weed Species in the event area.

### **1.7.11 Wildlife**

Issue: Would the proposed action have an adverse affect on the wildlife in the event area?

### **1.7.12 Livestock Grazing Management**

Issue: Would there be impacts on livestock grazing if the proposed action were to be implemented?

### **1.7.13 Air Quality**

Issue: Would the proposed action adversely affect the air quality in the area of the event?

### **1.7.14 Critical Elements or Other Resources/Concerns Not Carried Forward for Detailed Analysis**

The following Critical Elements of Other Resources/Concerns were determined to either not be present within the event area or present in the event area but not impacted by the event: Environmental Justice, Farmlands (Prime or Unique), Floodplains, Native American Religious Concerns, Wastes (hazardous or solid), Wild and Scenic Rivers, Rangeland Health Standards and Guidelines, Woodland/Forestry, Soils, Geology/Mineral Resources, Paleontology, Lands/Access, Fuels/Fire Management, Wild Horse and Burros and Wilderness Characteristics.

## **1.8 Summary:**

This chapter has presented the purpose and need for the proposed ATV Jamboree, as well as the relevant issues, i.e., those elements that could be affected by the implementation of the proposed event. To establish a baseline for comparison of the effects of the proposed event, the BLM has also considered a No Action alternative. The potential environmental impacts or consequences resulting from these alternatives are then analyzed in Chapter 4 for each of the identified issues.

## **2.0 DESCRIPTION OF THE ALTERNATIVES, INCLUDING PROPOSED ACTION**

The following describes the action being considered (Tri-State ATV Jamboree) along with the alternative of not authorizing the proposed Jamboree to proceed as planned through the issuance of a Special Recreation Permit (i.e. the No Action Alternative). This section describes the activities and objectives of the proposed action so that its critical parts can be examined in the context of other interests, conflicts, and required examination to analyze whether it can be conducted in the public interest without significant impacts on resources or portions of the lands involved and surrounding environment. This is followed by a discussion of the No Action Alternative, or the resulting effects and impacts if the Special Recreation Permit is denied.

### **2.1 Introduction:**

The proposed ATV Jamboree would be conducted within the city limits of Hurricane, Utah and on a total of 436 miles of existing roads, trails, and washes within Washington and Kane Counties, Utah, and Mohave County, Arizona. This assessment is being completed to analyze whether this activity can proceed without significant impacts to the environment and its related components in the areas where it would be conducted. It would also analyze whether this activity would provide associated benefits to the areas in which it would be conducted, to user education, to recreation management, and the economies of Hurricane, Utah and nearby communities.

### **2.2 Alternative A – Proposed Action:**

The Tri-State OHV Club (The Club) in cooperation with the City of Hurricane, Utah has requested that a SRP be issued so that the Tri-State ATV Jamboree could be held on an annual basis. The

length of the event would be for three days each year between March 1 and March 14. In the event of unforeseen circumstances (such as adverse weather), the event dates could be changed with the provision that routes having restrictions concerning the desert tortoise between March 15 and October 15 (see 4.2.1.2 and 4.2.1.4) would be excluded.

The Jamboree would consist of recreational events to be conducted in the city of Hurricane (events that are not being considered in this EA), along with guided ATV trail rides on existing, public roads, trails, and washes on Federal, Utah State, and private lands whose use is being considered in this EA. Each ride would be staged from Hurricane or from a trailhead adjacent to the route that would be traversed. The proposed rides and remote trailheads are shown on the attached maps in Appendix A.

The Jamboree events would be primarily recreational in nature while the Jamboree as a whole would also provide an economic stimulus to the City of Hurricane and nearby communities. An associated action would be the opportunity to better educate participants in proper land use ethics, OHV related laws and regulations, safety, awareness of environmental issues, and land management concerns such as minimizing the spread of noxious weeds. This would be accomplished through pre-ride meetings each day in which Jamboree participants would be presented with educational and safety material by the Jamboree guides who would be trained in land use rules and regulations, proper trail ethics, safety, emergency procedures, and event stipulations. Each participant would be expected to adhere to these stipulations.

A SRP was issued in March 2004 for a similar event under a Categorical Exclusion (CX) Review. The proposed action would include additional roads and trails that were not included in the previous event because of the need for more detailed analysis of various issues before authorizing use of the routes. That permit established the general parameters and guidelines that would be followed in subsequent Jamborees. The Club estimates that it could quickly (within two to three years) reach its maximum number of participant vehicles (not including guides) of 300 during any single day of the Jamboree. Each individual Jamboree route would have a maximum of 30 Jamboree vehicles (not including guides) in each group with a maximum of two groups on that ride route each day. The Club is proposing that an adequate "inventory" of routes be available through this analysis, so that each Jamboree has some flexibility regarding the experience level of the participants, the availability of some routes due to potential adverse weather, the ability to provide adequate variability of terrain and destinations, the ability to allow a choice of different general riding areas each day of the Jamboree, and allow that not all routes necessarily be used each year.

Most of the routes proposed for use for the Jamboree are existing, open roads and trails available to the public in general. On the Arizona Strip off-road travel is prohibited unless prior approval has been granted by the authorized officer. The applicant proposes to use two washes, known locally as I-15 wash and Return wash, which are not designated or recognized by BLM as existing roads. These washes have been used as race routes for the Rhino Rally Competitive Motorcycle Race and by others as travel routes. Each of the Jamboree groups would be led by guides provided by the Club. The guides would be familiar with the routes and would enforce the guidelines and stipulations governing the event, and would give a presentation on the special concerns that may apply to each ride. A guide would be at the front (leading) and back (trailing) of each group with a guide in the middle if the group size is greater than twelve participants. All travel would be on existing routes and no cross-country travel would be allowed except in the Sand Mountain area where this type of travel is permitted or the two washes mentioned above. Participants would leave for some rides directly from Hurricane. Participants would provide their own transportation to the rides originating outside the immediate area of Hurricane with parking, loading, and unloading only at designated trailheads, on previously disturbed areas or on existing roadbeds. Maximum speed would be the posted speed limits or 30 mph whichever is less. Speed limits on route segments with user conflict or sensitive resources would be lower in accordance with instructions from the BLM's Authorized Officer.

The SRP would authorize one annual event to take place for a period of 10 years, subject to annual reviews by BLM and stipulations included in Attachment B. Annual reviews would, among other things, include a review of new or amended planning decisions, revised land use prescriptions, new federal listings of plant and animal species under the Endangered Species Act or the designation of critical habitat, or findings of other resource conflicts that would warrant closure or elimination of one or more of the routes approved in the SRP. In the event of serious non-compliance with the terms of the permit, BLM's Authorized Officer may cancel the SRP in whole or in part, subject to administrative reviews under 43 CFR 4. Yearly events may be cancelled or postponed in whole or in part if BLM determines that road and trail conditions are unsuitable due to weather, flooding, or other events.

The applicant would be required to abide by the conditions and requirements of the permit. Law Enforcement representatives from BLM, Washington County Sheriff's Office, Kane County Sheriff's Office, Mohave County Sheriff's Office, and Utah State Parks would be notified of the proposed event so that a law enforcement plan for this proposed event could be developed if necessary.

The following is the list of routes submitted by the Club for consideration:

**Washington County, Utah:**

1. **Gunlock Loop.** Trailhead approximately three miles north of the town of Gunlock. Alternate trailhead immediately south of the town of Gunlock. This route and northern trailhead were approved for the 2004 Tri-State Jamboree. See Map 1. This proposal includes connector routes to routes in the Dixie National Forest that may be available during dry and/or warm years and would be applied for under a separate permit from the Forest Service. The connector routes on BLM-administered lands would only be approved if the routes they lead to (on National Forest system lands) are approved for use by the Forest Service.
2. **Goldstrike.** Trailhead approximately three miles north of the town of Gunlock. Alternate trailhead immediately south of the town of Gunlock. See Map 1. This route and northern trailhead were approved for the 2004 Tri-State Jamboree.
3. **Castle Cliff.** Trailhead adjacent to Highway 91 near Castle Cliff. Alternate trailhead one and one-half mile north of Castle Cliff on abandoned Highway 91 roadbed. See Map 2.
4. **Curly Hollow.** Trailhead on Utah State land west of Bloomington, Utah. See map 3.
5. **Sand Mountain.** Depart from Hurricane City. See map 4. Open area managed in conjunction with Utah State Parks. This area was approved for the 2004 Jamboree.
6. **Honeymoon Trail.** Depart from Hurricane City. See map 5. This route was approved for the 2004 Tri-State Jamboree.
7. **Looky Loo.** Depart from either Hurricane City or at the Ft. Pearce ATV trailhead. See Map 9.
8. **Little Creek Mountain.** Depart from Hurricane City. See map 6.
9. **Gooseberry Mesa.** Depart from parking areas near by Gooseberry Mesa. See Map 7.

**Kane County, Utah:**

10. **Mail Drop.** Trailhead four miles west of Coral Pink Sand Dunes. See Map 8. This route and trailhead were approved for the 2004 Tri-State Jamboree.

**Mohave County, Arizona:**

11. **Seegmiller Mountain.** Trailhead at Ft. Pearce ATV trailhead. See Map 9. This route was approved for the 2004 Tri-State Jamboree.

12. **Black Rock Canyon.** Trailhead at Ft. Pearce ATV trailhead. See Map 9. This route was approved for the 2004 Tri-State Jamboree.

### 2.3 Alternative B – No Action Alternative

Under this alternative, the BLM would not issue a SRP for the proposed event. The Club would not be authorized to hold guided trail rides on public lands administered by the BLM. The routes would continue to be open to the public for vehicle use.

#### 2.3.1 Alternatives (Routes) Considered But Eliminated From Further Analysis

Prior to the official SRP application being submitted to the St. George and Arizona Strip BLM Field Offices, and as discussed in the Scoping and Issue Identification, Section 1, the Club agreed to remove some roads and trails from this proposal to help eliminate potential conflicts and proposal opposition. These included the following roads and trails:

1. **Peter's Leap.** Trailhead would have been at Anderson Junction near I-15. This route was dropped due to the difficulty of the route and uncertainty with the route near the Ash Creek Reservoir.
2. **Mount Carmel Loop.** Trailhead would have been either north or south of the Coral Pink Sand Dunes. This route is open to the public but was dropped because a portion of the route is in a Wilderness Study Area.
3. **Moquith Mountain.** Trailhead would have been north of Coral Pink Sand Dunes. This route is open to the public but was dropped because a portion of the route is in a Wilderness Study Area.
4. **Mail Drop Extensions.** Small portions of open route off the proposed Mail Drop route were deleted because they are "cherry-stemmed routes" in Wilderness Study Areas.
5. **Red Canyon.** Trailhead would have been approximately eight miles north of Kanab, Utah. This route would have generated public opposition and was not considered further.
6. **Black Rock Mountain.** This route would have been on roads open to the public but was dropped because some of these roads are adjacent to the Paiute Wilderness Area which may have generated public opposition.
7. **Lost Spring Mountain.** This route would have been on roads open to the public but was dropped because of potential crossings of Arizona State Land.
8. **Dry Gulch.** This route is on a trail that conforms to the route management designation in the area but was dropped due to its difficulty and potential wildlife habitat impacts.
9. **Beaver Dam Wash** This route would have been in the Beaver Dam Wash area of southwest Washington county near the three states monument but was dropped due to its conflicts with critical habitat for Desert Tortoise.

### 3.0 AFFECTED ENVIRONMENT

This section describes the potentially affected existing environment (i.e., the physical, biological, social, and economic values and resources) of the impact area and presented in section 1 of this assessment. This section provides the baseline for comparison of impacts/consequences described in section 4.

The issues that were identified in scoping that may be affected are brought forward for detailed analysis in sections 3 (Affected Environment) and 4 (Environmental Consequences).

### **3.1 Introduction**

The proposed Jamboree would be conducted on existing roads, trails, and washes in the three Counties mentioned above. Over four-fifths of the lands in this area are managed by an agency of the Federal Government. The proposed routes are on lands administered by the BLM, the State of Utah (SITLA), and on private lands.

### **3.2 General Setting**

The Jamboree routes under consideration are located throughout much of Washington County, Utah, in extreme western Kane County, Utah, and in northern Mohave County, Arizona. The actual areas for each of the proposed rides are as shown on Maps 1 to 9 in Appendix B

#### **3.2.1 Gunlock/Square Top Mountain Area – Washington County, Utah (Area 1)**

The rides proposed for this area consist of the Gunlock and Goldstrike Loops as shown on Map 1. The trailhead for these rides is located approximately three miles north of the community of Gunlock. This trailhead receives periodic public use for similar recreation activities and other public uses and was utilized during the 2004 Jamboree. The elevation at the trailhead is approximately 3,950 ft. The elevations along the Jamboree routes range from approximately 3,300 ft. at the Beaver Dam Wash crossing east of Scarecrow Peak to approximately 6,450 ft. at Mineral Mountain.

The terrain includes mountainous canyons and rough drainages where various kinds of volcanic rocks predominate along the northern boundary of routes. The terrain moderates to the south and east into larger drainages with smaller topographic variation. In the south and east, many ridges have been formed by smaller drainages cutting into the large alluvial deposits below the mountainous areas. The Beaver Dam Wash is the primary drainage in the western portion of this area. Its headwaters form rugged canyons that transition to a broad, gravel-filled drainage that flows only intermittently or during flooding conditions.

The northern area vegetation is mostly pinion-juniper and sagebrush. As the elevation decreases to the south and east, the vegetation changes to areas where there are more desert-type plants including significant stands of Joshua trees, desert brush, and seasonal grasses in the southeastern area.

The northern area contains significant evidence of historical and recent mineral development. The routes pass near many former mining operations of various sizes. A few permanent inhabitants occupy an area along the Beaver Dam Wash north of Motoqua.

#### **3.2.2 Castle Cliff Area – Washington County, Utah (Area 2)**

The area is located in the extreme southwest part of Washington County as shown on map 2. The trailhead would be located along State Highway 91 at or near Castle Cliff. Castle Cliff was a popular rest stop for travelers before the completion of I-15 through the Virgin River Gorge and some portions of the structures are still in evidence. Elevations range from approximately 2,750 ft. in Beaver Dam Wash in the southwest part of the area to over 7,000 ft. near West Mountain Peak. Views of the surrounding areas are impressive from near the communication towers at the top of West Mountain Peak.

The topography of the southwest part of the area is largely alluvial deposits that have been cut by various sizes of drainages. Vegetation ranges from pinion-juniper to sagebrush to predominately Joshua trees, grasses, and desert brush. The north and east portion of the area contains rugged

terrain with steep drainages. Alluvial deposits dominate with more moderate terrain in the south and west portion of the area. Lytle Ranch is a current ranching operation in the western portion of the area.

This area is traversed by a portion of the Old Spanish Trail, a national historic trail which was added to the national trail system in December 2002 by legislative order. The exact location of the trail corridor still has to be determined through on the ground inventory and records research.

### **3.2.3 Curly Hollow Area – Washington County, Utah (Area 3)**

This area is located directly west of the Bloomington development of St. George as shown on Map 3. The trailhead would be located on the south side of the road going west from Bloomington in a previously disturbed area. The trailhead elevation is at approximately 2,625 ft. Elevations rise to the west to approximately 4,400 ft. before descending into Mine Valley. The topography consists of a tilted sequence of sedimentary formations rising to the west. Rugged canyons are formed as the drainages cut into a massive limestone formation that forms an erosional cap in much of the area. The topography in the southern part of the area is defined by the Virgin River.

The eastern portion of this area, especially near Bloomington, receives extensive recreational use. Recreational use diminishes to the west where there is important grazing and rangeland use.

### **3.2.4 Sand Mountain Area – Washington County, Utah (Area 4)**

Sand Mountain is located in the south-central part of the county just north of the Utah/Arizona state line. The mountain is formed by the upward tilting of sedimentary formations from east to west and north to south. It is truncated by large ledges on its west and south boundaries with Warner Valley below. The area is predominately sand and sandstone. This area has historical significance in that it was traversed by the Dominguez-Escalante expedition in 1776.

Vegetation consists primarily of desert brush and dune grasses with areas of wind-blown sand dunes. The area is heavily used by dune buggies, four-wheel drive vehicles, OHVs, and off-road motorcycles. It was used during the 2004 Jamboree. There is also some equestrian use of the area. The general elevation of the area is from about 3,400 ft. to a maximum of about 4,180 ft.

### **3.2.5 Hurricane Cliffs Area-Washington County, Utah (Area 5)**

The Hurricane Cliffs are the result of a large normal fault that generally trends north-south with the downthrown block to the west. This is a prominent geological feature that divides the areas on the east side of the fault from those on the west. The proposed Jamboree routes would parallel the cliffs with crossings only immediately to the east of Hurricane, Utah on the north and the Honeymoon Trail crossing to the south. Portions of these routes have been used historically including the transportation of lumber from the Mt. Trumbull area to St. George.

The general elevation on the top of the cliffs is 4,800 ft. and 3,425 at the base of the cliffs. Vegetation generally consists of desert brush, chaparral brush, cactus, and some grasses. Access to these routes is from Hurricane, Utah. They were approved for the 2004 Jamboree.

### **3.2.6 Little Creek Mountain-Washington County, Utah (Area 6)**

Little Creek Mountain lies south and east of Hurricane, Utah, and it is south of State Highway 9. It is formed as a tilted block of sedimentary formations that rise to the west and south and is terminated by large cliffs from the areas below. The maximum elevation of the mountain is about 5,700 ft. with the average elevation of the surrounding lands at about 4,535 ft. Vegetation is primarily of pinion-juniper on the top of the mountain. This area is shown on map 6.

Historically this area has been used for livestock grazing, scoria (“cinder”) extraction, and recreation. The area around the base of the mountain was once a large historical sheep raising and shearing area. The trailhead for these routes would be located in the city of Hurricane.

### **3.2.7 Gooseberry Mesa Area- Washington County, Utah (Area 7)**

Access to the Gooseberry Mesa area would be from the Big Plains Junction off Highway 9. (See map 7) Routes would access a viewpoint on the top of Gooseberry Mesa as well as descending to the area of the historical ghost town of Grafton. Elevations range from a high of 5,700 ft. on top of Gooseberry Mesa down to 3,700 ft. at Grafton. Vegetation consists of cultivated lands, sagebrush, shrubs, and pinion-juniper. The slick rock portions of Gooseberry are used extensively for mountain biking and motorized recreation.

### **3.2.8 Elephant Butte Area- Washington and Kane Counties, Utah (Area 8)**

The Elephant Butte area is located west of the Coral Pink Sand Dunes State Park in Kane and Washington Counties, Utah. The area is predominantly sand and sandstone with sagebrush and pinion-juniper vegetation. Elevations along the routes range from 5,500 ft. to 5,750 ft. This area is shown on map 8. This area is very scenic and is a popular sightseeing and recreation area since some of the routes access viewpoints overlooking Parunuweap Canyon (East Fork of the Virgin River) and other dramatic canyons cut into the colorful sandstone. The routes and staging area being analyzed were used during the 2004 Jamboree.

### **3.2.9 Seegmiller Mountain/Black Rock Canyon Area- Mohave County, Arizona (Area 9)**

The Seegmiller Mountain and Black Rock Canyon routes extend from the Ft. Pearce OHV parking area just north of the Arizona State line to the southern portion of Seegmiller Mountain. Elevations range from 3,925 ft. near the base of the Hurricane Cliffs to over 5,800 ft. on the top of Seegmiller Mountain. Vegetation ranges from seasonal grasses and desert brush to pinion-juniper and sagebrush, depending on elevation. Topography of the area varies from areas that are relatively flat to steep canyons that have been cut into resistant layers of limestone. Surface volcanic flows are evident throughout much of the area. Dutchman Draw and Hurricane Wash are the major drainage features in the area.

The area has been extensively used for recreation and livestock grazing. The routes shown were approved and used for the 2004 Jamboree. These routes often follow historic travel routes such as the Temple and Sunshine Trails. The trailhead for these routes is an ATV staging area that was constructed by the BLM to help manage motorized recreation in the area.

## **3.3 Resources/Issues Brought Forward for Analysis:**

This section will discuss the resources/issues that were determined to be potentially impacted by the proposed alternative.

## **Critical Elements of the Human Environment and Other Resources/Concerns Considered:**

As identified in Section 1, those critical elements of the human environment and other resources/concerns were determined to be present and may be affected are discussed below. Each of the potentially impacted resources will be discussed by area as described in 3.2.1 to 3.2.12 above. Those elements present but not impacted have been dropped from further discussion in Chapter 1 and are not discussed further.

### **3.3.1 Wilderness Values**

Area 1. There are no designated wilderness areas located in the Gunlock/Square Top Mountain area. The boundary of the Cougar Canyon Wilderness Study Area (WSA) (UT-040-123, NV-050-166) is located almost one mile from the most northeast of the proposed routes. The Red Mountain WSA (UT-040-132) is located approximately three miles to the southeast on the east side of the Santa Clara River.

Area 2. There are no designated wilderness areas or WSAs located in the Castle Cliff area.

Area 3. There are no WSAs located in the Curly Hollow area. The proposed routes would approach within a few hundred yards of the Beaver Dam Mountains Wilderness Area that extends into Utah from Arizona. The boundary of this wilderness area is located away from the roads that would be traveled and is primarily defined by topography.

Area 4. There are no designated wilderness areas or WSAs located in the Sand Mountain area.

Area 5. There are no designated wilderness areas or WSAs located in the Hurricane Cliffs area.

Area 6. There are no designated wilderness areas located in the Little Creek Mountain area. The closest WSA is the Canaan Mt. WSA (UT-040-143) that is located approximately four miles to the east.

Area 7. There are no designated wilderness areas located in the Gooseberry Mesa area. A portion of one of the proposed routes in the Gooseberry Mesa area forms a border for the Canaan Mt. WSA (UT-040-143) for a distance of approximately one mile. The proposed route would run near a corner of the portion recommended for wilderness by the BLM.

Area 8. There are no designated wilderness areas located in the Elephant Butte area. The Parunuweap Canyon WSA (UT-040-230) is located nearly two miles from the closest proposed route. The proposed Jamboree route near Goat Springs to through Broad Hollow is on the road(s) that form a portion of the border of the Canaan Mountain WSA (UT-040-143) for a distance of approximately five miles. The proposed routes do not extend into the Canaan Mountain WSA.

Area 9. There are no designated wilderness areas or WSAs located in the Seegmiller Mt./Black Rock Canyon area.

Note: Those areas with wilderness characteristics are managed according to existing land use plans.

### **3.3.2 Areas of Critical Environmental Concern (ACECs)**

Area 1. The proposed Jamboree routes in the Gunlock/Square Top Mountain area go along the existing roads that approximate or are close to the boundary of the Upper Beaver Dam Wash

ACEC for several miles. These are existing roads that were approved and utilized during the 2004 Jamboree. The St. George Field Office RMP (March, 1999) states: “the [Upper Beaver Dam Wash] ACEC will be managed to preserve watershed integrity and water quality and to maintain or improve riparian resources and potential habitats for the Virgin spinedace and the southwest willow flycatcher”. (page 2.70)

Area 2. The proposed Jamboree routes in the Castle Cliffs area are largely within the boundaries of the Beaver Dam Slope ACEC. “This ACEC contains critical habitat for the threatened desert tortoise, the proper management of which is considered to be essential for the continued survival of the population in this part of the Northeastern Mojave Recovery Unit. It also contains habitat for a diversity of desert plant and animal species, many of which are listed by state or federal agencies as special status species. [Included in the larger general area] are the Joshua Tree National Natural Landmark and the Woodbury Desert Study Area.” (St. George Field Office RMP, March 1999, p. 2.68)

Area 3. The proposed Jamboree routes in the Curly Hollow area traverse portions of the Red Bluff ACEC. “This area contains the endangered dwarf bear-claw poppy and highly erodible saline soils at risk from extensive off-road travel, road proliferation, human encroachment from adjacent urban areas, and continued pressure for land transfers to accommodate various forms of development.” (St. George Field Office RMP, March 1999, p. 2.60) The proposed Jamboree routes also approach the area of the Lower Virgin River ACEC. “This ACEC will be managed to improve and maintain riparian resources, habitat for the endangered woundfin minnow and Virgin River chub, and habitat for migratory and non-game birds, and also to protect cultural resources including numerous Virgin Anasazi sites, Southern Paiute sites, and rock art panels.” (St. George Field Office RMP, March 1999, p. 2.65)

Area 4. The south and west portion (Sand Mountain Area) of the proposed Jamboree routes would cross through the Warner Ridge/Ft. Pearce ACEC in the St. George Field Office Area. “This area contains the endangered dwarf bear-claw poppy, the threatened Silar pincushion cactus, important riparian values along the Fort Pearce Wash, historic sites, and highly erodible soils, all of which are at risk from off-road travel, road proliferation, urban growth, and human encroachment.” (St. George Field Office RMP, March 1999, p. 2.62)

Area 5. There are no ACECs located near the proposed Jamboree routes in the Hurricane Cliffs area.

Area 6. The proposed Jamboree routes on the top of Little Creek Mountain are within the Little Creek Mountain ACEC. “This ACEC contains extensive archeology consisting primarily of Anasazi structural sites with examples of rock art and shelter sites...Management of this area will emphasize protection and interpretation of archeological resources.” (St. George Field Office RMP, March 1999, p. 2.66)

Area 7. A portion of a proposed Jamboree route in the Gooseberry Mesa area traverses within one-half mile of the Smithsonian Butte finger of the Canaan Mountain ACEC. “This ACEC will be managed to protect...exceptional scenic values, cultural resources, and primitive recreation opportunities.” (St. George RMP, March 1999, p. 2.67) The proposed route does not enter the ACEC but is noted for reference only.

Area 8. The proposed Jamboree routes in the Elephant Butte area approach within one-quarter mile of the Canaan Mountain ACEC in the Broad Hollow drainage. “This ACEC will be managed to protect...exceptional scenic values, cultural resources, and primitive recreation opportunities.” (St. George RMP, March 1999, p. 2.67) The proposed route does not enter the ACEC but is noted for reference only.

Area 9. The northern portions of the proposed Seegmiller Mountain/Black Rock Canyon Jamboree routes would traverse a route through the Warner Ridge/Ft. Pearce ACEC in the St. George Resource Area and the Fort Pierce ACEC in the Arizona Strip District. "This area(Warner Ridge/Ft. Pearce ACEC) contains the endangered dwarf bear-claw poppy, the threatened siler pincushion cactus, important riparian values along the Fort Pearce Wash, historic sites, and highly erodible soils, all of which are at risk from off-road travel, road proliferation, urban growth, and human encroachment." (St. George Field Office RMP, March 1999, p. 2.62) The proposed route would also traverse a route (I-15 wash) through the Fort Pierce ACEC in the Arizona Strip District which also contains the Siler pincushion cactus. The Little Black Mountain ACEC in the Arizona Strip District is managed for cultural resources.

### **3.3.3 Threatened or Endangered Wildlife**

Area 1. In the Gunlock/Square Top Mountain area, potential habitat exists up stream in the Beaver Dam Wash for the Virgin Spinedace and the endangered southwestern willow flycatcher. No critical habitat for the southwestern willow flycatcher has been designated in this area or in Utah. The proposed Jamboree routes cross the Beaver Dam Wash at Motoqua and about six miles south of Motoqua. No bald eagle or California condor roosts or nests are know to occur along the proposed routes. However, bald eagles or California condors may infrequently use any of the proposed routes on a transient basis for hunting and foraging purposes.

Area 2. The Castle Cliff area contains designated habitat critical for the threatened desert tortoise.

Area 3. The Curly Hollow area contains no known threatened or endangered wildlife.

Area 4. The Sand Hollow area contains no known threatened or endangered wildlife.

Area 5. There isn't any known threatened or endangered wildlife near the proposed Jamboree routes in the Hurricane Cliffs area.

Area 6. The Little Creek Mountain area does not contain known threatened or endangered wildlife.

Area 7. There isn't any known threatened or endangered wildlife in the Gooseberry Mesa area.

Area 8. The Elephant Butte area contains habitat designated by the United States Fish and Wildlife Service (USFWS) as critical habitat for the Mexican Spotted owl (Federal Register Notice Vol. 66, #22, February 1, 2001 50 CFR Part 17 RIN 1018-AG29).

Area 9. The northern portion of the Seegmiller Mountain/Black Rock Canyon area contains essential habitat for gila monster and spotted bat. These occur primarily near the Fort Pearce historical site.

### **3.3.4 Threatened or Endangered Plants**

Area 1. The Gunlock/Square Top Mountain area does not contain known threatened or endangered plants.

Area 2. The Castle Cliff area does not contain known threatened or endangered plants.

Area 3. The Curly Hollow area contains the endangered dwarf bear-claw poppy.

Area 4. The Sand Mountain area contains the endangered dwarf bear-claw poppy, and the threatened Siler pincushion cactus.

Area 5. There are no known threatened or endangered plants in the Hurricane Cliffs area.

Area 6. The Little Creek Mountain area does not contain known threatened or endangered plants.

Area 7. There are no known threatened or endangered plants in the Gooseberry Mesa area.

Area 8. There are no known threatened or endangered plants in the Elephant Butte area.

Area 9. The northern portion Seegmiller Mountain/Black Rock Canyon area contains two endangered plant species, the Siler cactus and the dwarf bear-claw poppy.

### **3.3.5 Cultural Resources**

The National Historic Preservation Act (NHPA) requires that Federal Agencies “take into account” the effect of agency undertakings on National Register of Historic Places (NRHP) listed or eligible properties. The Areas of Potential Effects (APE) for this action would be the existing roads and trails.

Area 1. The Gunlock/Square Top Mountain area contains extensive pre-historic resources and evidence of historic period mining in the Goldstrike District. These resources are not within the APE for the proposed event.

Area 2. The Castle Cliff area has a portion of the Old Spanish Trail corridor. This trail has been designated a National Historic Trail. The corridor to be managed as the OST has yet to be determined through a trail management plan, currently being developed by the BLM and the National Park Service.

Area 3. Cultural sites of the Virgin Anasazi and Southern Paiute, including rock art sites, are evident within a few miles to the south of the proposed Jamboree routes in the Curly Hollow area.

Area 4. A portion of the historic Dominguez-Escalante trail traverses the Sand Hollow area and the Seegmiller Mountain/Black Rock Canyon area. Modern roads follow portions of this trail and informational markers can be found to identify the general route of the trail.

Area 5. There are portions of the historic Temple and Honeymoon trails in the Hurricane Cliffs area. Modern roads and trails follow most of these historic trails in the area.

Area 6. The Little Creek Mountain area contains significant cultural resources, including Anasazi structural sites, shelter sites, and rock art, but these are not within the Area of Potential Effect (APE) for the proposed event.

Area 7. The Gooseberry Mesa area is not managed for, but is known to contain, archaeological resources. The main historic resource would be the historic townsite of Grafton, located on private lands, and the Grafton Cemetery, located on public lands. These properties are generally outside of the APE for the proposed event; the Grafton Cemetery is fenced and a small parking area provided for visitors.

Area 8. The Elephant Butte area contains extensive cultural resources including a variety of Anasazi sites. There are also examples of historic structures known as “cowboy cabins” in the

area. The historic “Mail Drop” is located in Shunes Wash at the top of a large vertical ledge where mail was raised and lowered for several years. No structures remain at this location, which is also not within the APE for this activity.

Area 9. The Seegmiller Mountain/Black Rock Canyon area contains pre-historic and historical resources in the Fort Pearce Wash area. The area includes the mid-19<sup>th</sup> century historic Fort Pearce site, historic inscriptions with names and dates, and pre-historic rock art. These resources are managed for visitor uses, with interpretive signing, and are protected from adverse effects related to vehicle access by a native rock wall and fencing. A portion of the historic Dominguez-Escalante trail traverses the Sand Hollow area and the Seegmiller Mountain/Black Rock Canyon area. The trail is not signed on the Arizona side.

The Little Black Mountain public use site is fenced to protect an extensive array of prehistoric rock art. This site has been developed for intensive visitor use, with a graveled parking area, restroom facilities, walking trails, and interpretive signing.

### **3.3.6 Water Resources Including Water Quality, Watershed, Floodplain, and Riparian Resources**

Some of the proposed Jamboree routes cross or travel through floodplain and riparian areas as identified in each of the individual Jamboree areas. These drainage crossings are rocky or gravel while the routes in the drainages or drainage floodplains are rocky with sections of sand and/or gravel. These routes/crossings are established and have been used for many years by vehicles including four-wheel drive vehicles, ATVs and motorcycles. All routes are established and are being inventoried either by their respective counties or BLM Field Offices.

Riparian vegetation in the vicinity of the various proposed routes include willow, cottonwood, sedges and inland salt grass. Even though motor vehicle use has impacted riparian vegetation in places in a few of these routes, it has not been of a magnitude that has affected the functioning condition of the riparian or floodplain zones.

“A riparian-wetland area is considered to be in Properly Functioning Condition (PFC) when adequate vegetation, landform, or large woody debris is present to:

- Dissipate stream energy associated with high water flows, thereby reducing erosion and improving water quality.
- Filter sediment, capture bed load.
- Improve floodwater retention and ground water recharge.
- Develop root masses that stabilize stream banks against cutting action.
- Develop diverse ponding and channel characteristics to provide the habitat and the water depth, duration, and temperature necessary for fish production, waterfowl breeding, and other uses.
- Support greater biodiversity. “

The terminology that is generally applied to the drainages in the proposed areas is a “wash” because they are normally dry although some segments have been classified as “riparian”. The term “stream” is generally not applied to the drainages within the proposed area but is a general term for a body of flowing water in a natural channel as distinct from a canal. Streams in natural channels are classified as being perennial, intermittent or seasonal, or ephemeral and are defined as follows (Meinzer 1923):

Perennial – A stream that flows continuously. Perennial streams are generally associated with a water table in the localities through which they flow.

Intermittent or seasonal – A stream that flows only at certain times of the year when it receives water from springs or from some surface source such as melting snow in mountainous areas.

Ephemeral – A stream that flows only in direct response to precipitation, and whose channel is above the water table at all times.

The “washes” or “streams” in the proposed area have segments that are classified as “riparian” and would fit within the definitions above as being predominantly “intermittent” or “ephemeral”.

Area 1. The proposed Jamboree routes cross Grapevine Wash, East Fork, and the Beaver Dam Wash at two locations. Various portions of these drainages have been identified as riparian areas in the St. George Field Office RMP dated March 1999. The routes cross numerous other drainages that have the potential for wet crossings during spring runoff and storm events.

Area 2. The Castle Cliff area contains many wash crossings that would be wet only during storm events.

Area 3. The Curly Hollow area has no areas that are identified as riparian but does contain routes that travel in or near drainages that could be wet immediately during or following large storm events.

Area 4. The Sand Mountain area does not contain floodplain or riparian resources. The routes are higher in elevation than the Sand Hollow Reservoir but these areas do not provide extensive runoff to the reservoir.

Area 5. The routes in the Hurricane Cliffs area cross several washes that are usually dry except during storm events. The largest of these would be Gould Wash.

Area 6. The Little Creek Mountain area contains small drainages that are dry except during storm events. A proposed route crosses Gould Wash before it approaches Little Creek Mountain.

Area 7. The Gooseberry Mesa area does not contain floodplain or riparian resources. The proposed Jamboree routes cross a few small drainages that are dry except during storm events.

Area 8. The Elephant Butte area does not contain floodplain or riparian resources. The major drainage that is traversed by proposed Jamboree routes is Broad Hollow that is dry except during storm events. There are a number of small seeps in the area.

Area 9. The proposed Jamboree routes in the Seegmiller Mountain/Black Rock Canyon area are located near the riparian area of Fort Pearce Wash. The route parallels, but is located on a stream terrace above floodplain, for a distance of three miles. This portion of the route has been designated as an OHV trail, and is signed and fenced to prevent users from entering the riparian area of the wash itself. “Riparian conditions within the [Fort Pearce] area have been evaluated by BLM as being within accepted parameters for hydrologic processes, including erosion deposition, even after recent high flooding events in 1999 (Data on file, St. George Field Office).” Other larger drainages crossed by proposed Jamboree routes in the area include Dutchman Draw and Hurricane Wash. These drainages are typically dry but carry large volumes of water during large storm events that occur infrequently during dry years and may occur three or four times per year or more during wet years.

### 3.3.7 Visual Resources

BLM lands in the proposed Jamboree area have been inventoried and classified into Visual Resource Management Classes that range from I to IV in the St. George Field Office RMP and from I to V in the Shivwits Resource Area Implementation Plan for the Arizona Strip District Approved RMP. BLM lands in the proposed Jamboree area for the Kanab Field Office are classified as VRM III and IV. A summary of these classes are listed below.

From the St. George Field Office RMP:

**Class I Objective:** The objective of this class is to preserve the existing character of the landscape. This class provides for natural ecological changes; however, it does not preclude very limited management activity. The level of change to the characteristic landscape should be very low and must not attract attention. Under this class most surface disturbing activities would not be authorized.

**Class II Objective:** The objective of this class is to retain the existing character of the landscape. The level of change to the characteristic landscape should be low. Management activities may be seen, but should not attract the attention of the casual observer. Any changes must repeat the basic elements of form, line, color, and texture found in the predominant natural features of the characteristic landscape. Under this class, surface-disturbing activities could be authorized if when they are completed the disturbed area could be returned to a condition of being unnoticeable and or natural appearing to those seeing the area for the first time.

**Class III Objective:** The objective of this class is to partially retain the existing character of the landscape. The level of change to the characteristic landscape should be moderate. Management activities may attract attention but should not dominate the view of the casual observer. Changes should repeat the basic elements found in the predominant natural features of the characteristic landscape. Under this class, most surface disturbing activities could be authorized subject to [reclamation standards].

**Class IV Objective:** The objective of this class is to provide for management activities that require major modification of the existing character of the landscape. The level of change to the characteristic landscape can be high. These management activities may dominate the view and be the major focus of viewer attention. However, every attempt should be made to minimize the impact of these activities through careful location, minimal disturbance, and repeating the basic elements. Under this class, visual values would not be limiting to proposed developments but would be subject to the [reclamation standards]. (St. George Field Office RMP, March 1999, p. A5.1)

For the Shivwits Resource Area Implementation Plan for the Arizona Strip District Approved RMP:

**Class I:** This class is given to lands that have a special designation already in place for the protection of scenic values. Examples are areas that have been designated as wilderness or natural areas. Class I objectives allow for only natural ecological changes.

**Class II:** Areas that have a high scenic quality and where people are highly sensitive to changes in the scenery are given a Class II rating. Changes to the landform, vegetation or structures should be done very subtly. Proposed changes may be seen, but should not attract attention.

**Class III:** Scenic quality of lands with this classification may be good to very good, but when combined with other factors of how sensitive people are to changes and viewing distances, the overall class rating wasn't high enough to warrant the objectives of Class II. Management activities that affect the scenery should be designed or restricted so they are not obviously in contrast to the existing landscape.

**Class IV:** These lands in comparison to others in the region are fairly mundane, with similar-looking vegetation and little change in landform. People are generally less sensitive to changes here. Proposed projects or management activities may occur here and obviously be in contrast

to the landscape. However, mitigation is still required to reasonable reduce any unnecessary degradation of scenic quality.

Class V: This classification is applied to the specific areas where the landscape has been disturbed to the point that rehabilitation is required to bring it up to the surrounding area's class. It is used as an interim classification until objectives of another class can be reached. An example would be the route of a power line in a Class II area or a landfill site. (Shivwits Resource Area Implementation Plan for the Arizona Strip District Approved RMP, January 1992, p. A-36)

The areas and associated VRM Classes in the proposed event area alternative are as described below:

Areas 1, 2, and 3. The proposed Jamboree routes in the Gunlock/Square Top Mountain area, the Castle Cliff area, and the Curly Hollow areas are in a Class III visual resource management classification.

Area 4. The visual resources in the Sand Mountain area have primarily been given a Class IV classification. A narrow strip of land having a Class II classification occurs along the south and west cliff lines of Sand Mountain near the location of the Sand Mountain Rim Trail.

Area 5. The proposed Jamboree routes in the Hurricane Cliffs area are primarily in the visual resource Class IV on the base side of the Cliffs and both Class III and IV on the upper side of the cliffs. The segment of route that crosses the Hurricane Cliffs known as the Honeymoon Trail is in a Class II visual resource area.

Area 6. The routes proposed for Little Creek Mountain are primarily in the Class III visual resource classification. The routes would approach two areas near the cliff lines where the visual resources are in Class II.

Area 7. The proposed Jamboree routes in the Gooseberry Mesa area primarily have been given a Class II visual resource classification with a lesser portion having been given a Class IV classification. The routes approach but do not enter the Class I visual resource area of the Canaan Mountain WSA.

Area 8. The Elephant Butte area routes are in an area that has been given a Class III visual resource classification. The proposed routes do not enter but approach the Canaan Mountain WSA Class I visual resource area in Broad Hollow. The Vermillion Management Framework Plan VRM overlay indicates the routes are in classes III and IV, and approach but do not enter a class II area along a small part of the Canaan Mountain WSA.

Area 9. The Seegmiller Mountain/Black Rock Canyon routes are in areas that have predominantly been given a Class IV visual resource classification. Smaller areas near Fort Pearce and around Seegmiller Mountain have been given a Class II rating.

### **3.3.8 Recreation**

Area 1. The Gunlock/Square Top Mountain area is used extensively for motorized as well as non-motorized recreation. This includes hunting, sightseeing, OHV trail riding, four wheeling, equestrian trail riding, camping, wildlife viewing, mountain bike riding, and hiking. The area contains the evidence of historic mining features and workings that attract visitors to the area. Use is most concentrated in the areas closest to Gunlock and along the main route to Motoqua. Many of the routes in the area have been studied by local OHV advocates for several years for designation into a formal OHV trail system called the High Desert Trail System that would extend from the Beaver, Utah area to the Mesquite, Nevada area.

Area 2. The Castle Cliff area is in the remote southwest corner of Washington County, Utah. The major recreation uses in this area would include sightseeing, OHV riding, four-wheeling, hunting, mountain bike riding, hiking, off-highway motorcycling, and nature photography. Because of the remoteness of the area, the concentration of users during many times of the year is fairly low. Visitors to this area travel by way of Old Highway 91 from the St. George, Utah and

Mesquite, Nevada areas. The area contains a portion of the Old Spanish Trail corridor, a National Historic Trail.

Area 3. The Curly Hollow area receives extensive recreational use because of its proximity to the communities of St. George, Santa Clara, and Ivins. These activities include sightseeing, OHV travel, four-wheeling, mountain biking, hiking, scenic photography, equestrian trail riding, camping, motorcycle riding, and gun shooting. The Bloomington Cave is a popular destination for those who want to see or explore a unique limestone cave. Recreation use is most concentrated near the St. George area of Bloomington and diminishes as it extends to the west to the Apex Mine area and eventually Old Highway 91. Certain routes in this area are also being studied for inclusion into the High Desert Trail system.

Area 4. The Sand Mountain area is a popular destination area primarily for those wishing to participate in motorized activities involving sand dunes such as dune buggies, four-wheeling, OHV riding, and off-highway motorcycle riding. Unique areas of slick rock are used for motorcycle trials riding and extreme rock crawling. The Warner Valley area at the west base of Sand Mountain is used extensively as an OHV staging area and gun shooting area. Competitive events on Sand Mountain include the annual Rhino Rally motorcycle race and equestrian endurance races. Hiking and mountain biking is generally avoided in much of this area due to the deep sand that predominates. The St. George Field Office RMP, March 1999, has designated this area as a Special Recreation Management Area with Sand Mountain designated as an "Open" play area for motorized vehicles.

Area 5. The routes in the Hurricane Cliffs area are popular recreation routes for those driving for pleasure, sightseeing, four-wheeling, OHV touring, motorcycling, equestrian trail riding, mountain biking, and geo-caching. Well-maintained roads in the area allow many "snow birds" and others to access historical and paleontological sites such as the Fort Pearce historic site, the Little Black Mountain rock art site, and the Dinosaur Trackway paleontological site.

Several routes have been utilized at the base of the Hurricane Cliffs for competitive events including the Rhino Rally motorcycle race, mountain bike races, and equestrian endurance races. Other routes such as the Temple and Honeymoon Trails have historical significance and are followed to get a feel of events that occurred during the initial settlement period of the St. George area.

Area 6. Recreation uses in the Little Creek Mountain area include sightseeing, mountain biking, OHV touring, hiking, motorcycle riding, photography, camping, hunting, and exploring. A spectacular view area is easily accessible on the southwest part of the mountain. Certain types of rock formations are inviting to mountain bike user such that the area is becoming a much more popular destination for mountain bikers. A designated trail system for this use is being considered by the BLM.

Area 7. Much of the proposed Jamboree routing in the Gooseberry Mesa area is along the Smithsonian Butte National Backcountry Byway between State Highway 59 and the community of Rockville, Utah. Sightseeing, driving for pleasure, photography, and OHV touring are popular activities along this route. The Gooseberry Mesa contains designated mountain bike trails and is a popular mountain bike recreation destination. The area is also used for access to the historical Grafton ghost town ruins, OHV riding, four-wheeling, motorcycling, hiking, and camping.

Area 8. The Elephant Butte area contains spectacular scenery that makes it desirable for many types of recreational uses. These include sightseeing, photography, OHV touring, motorcycling, four-wheeling, equestrian trail riding, camping, hunting, and hiking. Non-motorized activities are not as popular along the mostly sandy routes in the area but are more popular where sandstone is available for hiking, rock climbing, etc. Historic and scenic destinations such as the Mail Drop

in Shunes Wash, various “Cowboy Cabins”, and the Blocks area near the Virgin River are popular destinations. The Elephant Butte area is in close proximity to the Coral Pink Sand Dunes State Park and is inviting to those visitors looking for additional riding opportunities on the mostly sand roads.

Area 9. The Seegmiller Mountain/Black Rock Canyon area is a popular recreation area for four-wheeling, OHV touring, motorcycling, sightseeing, primitive camping, backcountry touring, equestrian trail riding, photography, and mountain biking. The areas nearest the urban interfaces of St. George, Washington, and Hurricane, Utah receive the greatest use. These uses diminish as travel distances increase. Much of this area has been designated an “OHV Events” area in the Shivwits Resource Area/Arizona Strip Resource Management Plan. (see Shivwits IMP map 11) Much of this area has been used extensively for the Rhino Rally motorcycle race that is held annually. To a lesser degree there have been equestrian and mountain bike competitive events. The Temple, Honeymoon, and Sunshine Trails are important travel routes in the area for those seeking a historical perspective on the early settlement of the area.

### **3.3.9 Socio-Economic Conditions**

The proposed Tri-State ATV Jamboree would be centered in Hurricane, Utah. The Jamboree has involved the Mayor of Hurricane, the City Council, Police Chief, and others who participated in the planning and execution of the first Jamboree. Local business and the Hurricane Valley Chamber of Commerce welcomed the inaugural Jamboree as a way to attract retail business and by City leaders as a way to promote the City as a recreation destination.

Hurricane, Utah is located approximately 18 miles east of the regional population center of St. George, Utah in the south-central portion of Washington County. Hurricane had an estimated population of 9,138 persons in July 2002 with a median household income in the year 2000 of \$32,865. This compares with the population of Washington County that was 104,132 in 2003 with a median household income during 1999 of \$37,212. The growth rate of Hurricane slightly exceeds the 5.3% annual growth rate of Washington County. (U.S. Census web site)

Hurricane and Washington County have historically relied on agricultural and resource related activities as their economic base. This has changed over the last 15 to 20 years to an economy that is based increasingly on tourism and recreation-based activities and services. Retired residents along with a winter seasonal influx of visitors contribute substantially to the local economy. The average temperatures in Hurricane during March are a high of 66.2 F., a low of 37.5 F., and an average of 51.9 F. On average, Hurricane experiences sunshine 80% of the time with 10 cloudy days per month. The pleasant weather along with the spectacular natural beauty of the area is inviting to those wishing to visit and explore the area.

The Sand Mountain area is located approximately 7 miles south of Hurricane. This area has become increasingly popular for motorized recreation activities as it is in process of being developed as the Sand Hollow State Park by the Utah Division of Parks and Recreation. The increased emphasis being placed on this area for recreation activities has increased the number of users from both the local area as well as from the extended area significantly.

The Tri-State ATV Jamboree attracted nearly 100 participants during 2004. It is expected that this would increase to the maximum allowed number of 300 within a few years. This would result in economic benefits, primarily in the city of Hurricane, with lesser benefits accruing in the cities of LaVerkin, Washington, and St. George.

The proposed event, while supported by many OHV enthusiasts, has also generated public controversy and opposition, particularly among environmental advocacy groups and non-motorized recreational users of public lands. Their concerns have focused on the environmental effects that could result from increased public awareness (media, event maps and publicity, etc.) about areas of public lands which contain sensitive resources, endangered species, and wilderness values, etc. Others have voiced opposition to sharing trails and recreation areas with motorized OHVs, because of trail proliferation, vehicle noise and emissions, and dust. A number

of local Hurricane residents expressed concerns over the likelihood that this Jamboree would create traffic congestion and public safety issues within the city limits of Hurricane, affecting the quality of their lives during this annual event.

### **3.3.10 Invasive, Non-Native Weed Species**

Invasive, non-native weed species found in the area are Scotch thistle (*Onopordum acanthium*), Russian knapweed (*Acroptilon repens*), Halogeton(*Halogeton glomertus*), Field bindweed (*Convolvulus arvensis*) and Saltceder (*Tamarix ramosissima*). There is the potential for invasive, non-native weed or other species to be imported to the event area by participants in Alternative A.

Area 1. The Gunlock/Square Top Mountain area contains Russian knapweed (*Acroptilon repens*).

Area 2. The Castle Cliff area contains Scotch thistle (*Onopordum acanthium*), Russian knapweed (*Acroptilon repens*), Field bindweed (*Convolvulus arvensis*) and Saltceder (*Tamarix ramosissima*),

Area 3. The Curly Hollow area contains Scotch thistle (*Onopordum acanthium*), Russian knapweed (*Acroptilon repens*), Field bindweed (*Convolvulus arvensis*) and Saltceder (*Tamarix ramosissima*),

Area 4 The Sand Mountain area contains Scotch thistle (*Onopordum acanthium*), Russian knapweed (*Acroptilon repens*), Field bindweed (*Convolvulus arvensis*) and Saltceder (*Tamarix ramosissima*),

Area 5. The Hurricane Cliffs area contains Scotch thistle (*Onopordum acanthium*), Russian knapweed (*Acroptilon repens*), Field bindweed (*Convolvulus arvensis*) and Saltceder (*Tamarix ramosissima*).

Area 6. The Little Creek Mountain area contains Scotch thistle (*Onopordum acanthium*), Russian knapweed (*Acroptilon repens*), Field bindweed (*Convolvulus arvensis*) and Saltceder (*Tamarix ramosissima*).

Area 7. The Gooseberry Mesa area contains Scotch thistle (*Onopordum acanthium*), Russian knapweed (*Acroptilon repens*), Field bindweed (*Convolvulus arvensis*) and Saltceder (*Tamarix ramosissima*).

Area 8. The Elephant Butte area contains Scotch thistle (*Onopordum acanthium*), Russian knapweed (*Acroptilon repens*), Field bindweed (*Convolvulus arvensis*) and Saltceder (*Tamarix ramosissima*).

Area 9. The Seegmiller Mountain/Black Rock Canyon area contains Scotch thistle (*Onopordum acanthium*), Russian knapweed (*Acroptilon repens*), Halogeton(*Halogeton glomertus*), Field bindweed (*Convolvulus arvensis*) and Saltceder (*Tamarix ramosissima*).

### **3.3.11 Wildlife**

In the event area, wildlife species known or expected to occur in the area would be those commonly associated with the Mojave Desert shrub vegetation type, Great Basin vegetation type and the Colorado Plateau vegetation type. Big game species can be found in the event area. Riparian areas along Fort Pearce Wash support a variety of additional wildlife and are considered special habitat areas worthy of protection. A portion of the proposed routes in the Elephant Butte

area are in critical and high value mule deer winter range, as designated by the Utah Division of Wildlife Resources.

### **3.3.12 Livestock Grazing Management**

The areas being considered under Alternative A include public lands that are used for livestock (cattle and horses) grazing during the fall-winter-spring period on the following BLM allotments:

Arizona: Blake Pond, Black Rock, Clay Spring, Coyote Spring, Jackson Tank, Lizard, Lower Hurricane, Pocum, Pocum Tank, Sunshine, and Wolf Hole Canyon.

Utah: Gunlock, Jackson Wash, Scarecrow Peak, DI, Twin Peaks, Big Mountain, Dagget Flat, Miners Wash Beaver Dam Slope, Curly Hollow, Apex Slope, Fort Pierce, Honeymoon, Hurricane, Sand Mountain, Warner Valley, Warner Ridge, Herd House, Sand, Little Cree, Hurricane Fault, Terrace, Gooseberry, Wells Spring, Goat Ranch.

The grazing permittees have range improvements constructed to permit better management of their grazing activities such as fences, loading/unloading areas, fence gates, cattle guards, corrals, and watering ponds and structures.

### **3.3.13 Air Quality**

Air quality within area of the proposed action is typical of rural areas in the western United States and is generally good to excellent. The area is characterized by limited industrial activity and has no large emission sources of air pollution, other than vehicle emissions. Ambient pollutant levels are usually near or below measurable limits in undeveloped areas. Exceptions include high, short-term localized concentrations of total suspended particulates primarily in the form of wind-blown dust or smoke from natural or human-caused fires. Ozone and carbon monoxide may periodically be measurable, particularly around the growing communities of St. George and Hurricane. All public lands within Washington County, Utah have been designated as either attainment areas or unclassified for all pollutants and have been placed in Class II Attainment Area under the prevention of significant deterioration (PSD) guidelines

## **4.0 ENVIRONMENTAL IMPACTS**

### **4.1 Introduction:**

This section sets the stage and forms the scientific and analytic basis for the alternative comparisons, and consolidates the discussions of those elements. The discussion includes the environmental impacts of the proposed action, as well as the No Action Alternative and whether there are any adverse environmental effects that cannot be avoided, if an SRP is granted to authorize the Jamboree. This chapter is organized by elements of the affected environment concerning issues that were carried forward in each chapter in this EA. Under each section, impacts of the alternatives are discussed. The proposed action would be conducted within the boundaries of the federal lands administered by BLM's St. George, Arizona Strip, and Kanab Field Offices. The specific analysis of the proposed action provides the opportunity to more specifically evaluate an event of this scale and location and to monitor the environmental and human effects of its implementation. The no action alternative provides the baseline for the comparison of impacts from the proposed action.

## **4.2 Direct/Indirect Impacts:**

Each of the resources discussed in section 3 that were identified as potentially being affected are analyzed below for their direct and indirect impacts.

The direct effects of this proposal are those caused by the action and occur at the same time and place of the proposed event. For example, in this EA direct effects are considered those caused by the actual guided ATV rides on existing roads and trails.

Also, indirect effects are those caused by the action but are later in time or farther removed in distance, yet are still reasonably foreseeable. For this EA, indirect effects are caused by the guided ATV rides on existing roads and trails but further removed in space (throughout the three County area) and time (perhaps over years) from the actual event.

### **4.2.1 Alternative A – Proposed Action:**

Each of the resources listed below will be analyzed for:

- a. Cause of the impact or what action would cause an impact?
- b. Nature of the impact or what would be affected and how would it be affected?
- c. Context or intensity of the impact such as where would it occur or what would be the extent or duration of the impact?

#### **4.2.1.1 Wilderness Values:**

As identified in section 3.3.1, four of the proposed areas do not contain designated wilderness or WSAs. Two other proposed areas have routes that are within three to four miles of the boundary of a WSA. The three remaining proposed areas, the Curly Hollow area, the Gooseberry Mesa area, and the Elephant Butte area have routes that either approach within several hundred yards of a designated wilderness area (the Beaver Dam Wilderness Area) or parallel a WSA (Canaan Mountain WSA) on roads that form portions of the boundary for that WSA. None of these proposed routes are within a WSA; for example, portions of the Smithsonian Butte National Backcountry Byway and the Broad Hollow Road form parts of the boundary for the Canaan Mountain WSA.

- a. No impact to wilderness values would be caused by Jamboree participants traveling on the proposed Jamboree routes. The Jamboree stipulations as shown in Appendix B indicate that there would be no cross-country or off road travel unless it is in an area where it is specifically allowed (e.g. Sand Mountain SRMA). Travel along the proposed routes associated with the Jamboree is not exclusive as to time or the area but would increase the use specific routes would receive during the days of the Jamboree. The general public would still have access and use of these routes before, during, and after the Jamboree.
- b. Along these routes, the opportunities for primitive and unconfined recreation and solitude would be temporarily diminished by sights and sounds created by Jamboree participants. This would include engine noise, people noise, dust, and movement. Since participants would stay on existing routes, there would be no new impacts to naturalness. The BLM can issue SRPs for organized vehicle events within WSAs if "... they can meet the non-impairment criteria, and are contained on existing ways and trails...." (IMP, Chapter III, H.12) The proposed action would take place entirely on existing roads and trails.

Because the action is temporary (short term and intermittent), would create no new surface disturbance, and would not involve permanent placement of structures, the proposed action would meet the non-impairment standard. Impacts to supplemental values are not anticipated. (San Juan ATV Safari Environmental Assessment, 2003)

- c. Only lands within close proximity to the routes would be affected, which would involve a very small portions along the boundaries of the WSAs or wilderness area. The number of users that would be affected is anticipated to be minimal because these areas are remote and receive less recreation use than other destinations. The impact from sights and sounds would be short-term and intermittent. "Short-term" means that within minutes to a few hours, any trace of the riders would be gone (out of sight, out of sound range, and the dust would be dissipated). "Intermittent" means up to two groups per day would use these routes for the three days of the proposed event. Along any individual portion of a route, the length of time it would take for participants to clear an area should be less than 20 minutes.

The Jamboree routes are entirely on existing roads and trails. There are no new surface disturbing activities associated with this event. Impacts could include a temporary reduction in opportunities for solitude or primitive and unconfined recreation for visitors on the borders of those areas adjacent to routes used for the SRP. The overall effect of this event on the wilderness characteristics of any unit would be minimal. The proposed Jamboree would not disqualify any WSA from potential Congressional wilderness designation.

#### **4.2.1.2 Areas of Critical Environmental Concern (ACECs):**

The proposed action includes proposed Jamboree routes that are near or form portions of the boundary for the Upper Beaver Dam Wash ACEC and the Canaan Mountain ACEC. These routes are on existing roads that are not within the named ACEC and would have no effect on that resource. Implementation of the proposed action, as described and compliance with the stipulations of the SRP would ensure that no adverse impacts to the ACEC special values would result from the proposed ATV Jamboree.

There are five ACECs that contain proposed Jamboree routes. They are the Red Bluff ACEC in the Curly Hollow area, the Beaver Dam Slope ACEC in the Castle Cliff area, the Little Creek Mountain ACEC in the Little Creek Mountain area, and the Warner Ridge/Fort Pearce ACEC, and the Fort Pierce ACEC in the Seegmiller Mountain/Black Rock Canyon area.

- a. No impact to the values for which the above referenced ACECs were designated (see section 3.3.2) would be caused by Jamboree participants traveling on the proposed Jamboree routes. The Jamboree stipulations as shown in Appendix B, indicate that there would be no cross-country or off road travel unless it is in an area where it is specifically allowed. Travel along the proposed routes associated with the Jamboree is not exclusive as to time or the area but would increase the use specific routes would receive during the days of the Jamboree. The general public would still have access and use of these routes before, during, and after the Jamboree.
- b. The greatest potential impact for an individual ACEC would be directly related to the purpose for which it was established. The Red Bluff ACEC was established to protect the endangered bear-claw poppy and also highly erodible soils that are at risk from extensive off-road travel. The impacts that must be avoided, therefore, would be running over the endangered bear-claw poppy or creating new routes in soils highly susceptible to erosion. These impacts could be avoided by keeping the Jamboree participants on existing roads as shown on map 3. The St. George Field Office RMP, March 1999 requires the

following to protect the resources of the ACEC: “AC-02 d) Motor travel will be limited to designated roads and trails. Fencing, signing, and barricades will be employed to prevent unauthorized vehicle access and impacts to the resources being protected.” (p. 2.61) This is also required in the Jamboree stipulations (Appendix B)

The Beaver Dam Slope ACEC contains critical habitat for the threatened desert tortoise as well as habitat for other desert plant and animal species of concern to State and Federal agencies. ACEC values may be put at risk by off-road travel and other forms of outdoor recreation. The potential impacts in this area would be running over or causing harm to a tortoise or other species of special concern, or travel off the existing routes that might degrade the habitat of any of these plants or animals. Of special concern would be tortoise that are smaller (younger) and more difficult to see for someone traveling along a route. These potential impacts could be minimized by keeping the Jamboree participants on existing roads and trails as shown on map 2. The St. George Field Office RMP, March 1999 contains provisions to protect the resources of this ACEC: “FW-19 a) Motorized travel will be restricted to designated roads and trails in order to reduce road proliferation and associated impacts to the habitat, tortoises, and other protected species in the area... b) Authorized hunting in season, non consumptive recreation, and other casual uses not found to adversely impact tortoise habitat will be allowed.” (p. 2.28) More specific guidelines that would apply directly to an event such as the Jamboree are included in Appendix 4 of the same document. It states: “2.r. Within the desert tortoise DWMA and ACEC, the Bureau shall apply the following stipulations to any non-speed motor vehicular events (or non-speed portions of speed events) requiring permitting by the Bureau: 1. No organized non-speed events shall occur from March 15 through October 15. 2. Permits shall be required for events with 50 or more participants. 3. Vehicle travel shall be limited to designated routes, or before route designation, to existing routes. 4. Vehicles shall not exceed the legal speed limit (posted or un-posted) of the road in which they are on during the event. 5. No more than 400 motorcycles or all terrain vehicles, or 300 three- or four-wheeled vehicles shall be allowed in any one event. 6. Events shall have enough monitors to ensure compliance with regulations.” (p. A4.7) An off-road travel prohibition and vehicle speed limit is also included in the Jamboree stipulations (Appendix B). Guides and participants would be made aware of the special concerns associated with the potential for impacting the tortoise.

The Little Creek Mountain ACEC was established to protect the extensive archeological resources that exist in the area. Impacts that could potentially be associated with the Jamboree would be participants driving over or otherwise impacting archeology resources. Provisions are contained in the St. George Field Office RMP to adequately deal with the potential impacts associated with the Jamboree: “AC-07 e) Motorized travel will be limited to existing roads and trails to lessen impacts to the extensive cultural resources throughout the area... [and] i) Special recreation permits may be issued where site-specific analysis determines that the authorized activity will not adversely affect the values for which the ACEC was designated.” (p. 2.67) One route segment on Little Creek Mountain ACEC being considered for this SRP is also being considered for long term restricted uses. This segment would remain open for tours under this permit unless or until the restrictions are put into place and/or ATV loops are created in adjacent zones on Little Creek Mountain appropriate for motorized recreation.

The Warner Ridge/Fort Pearce ACEC is located at the convergence of many resources due to its unique location and water resources. It contains the endangered dwarf bear-claw poppy, the threatened siler pincushion cactus, important riparian values, a historical site, and erodible soils. These resources could potentially be adversely affected by off-road vehicle travel by injuring the endangered or threatened plants, driving in the riparian area and damaging vegetation, damaging historical structures, or causing avoidable impacts to erodible soils. The St. George Field Office RMP address these potential

impacts: “AC-03 d) Motorized travel will be limited to designated roads and trails. Fencing, barricading, and signing will be employed as necessary to eliminate unauthorized vehicle access and impacts to protected resources.” (p. 2.62) Compliance with the stipulations of the SRP would ensure that no adverse impacts to the ACEC special values would result from the proposed ATV Jamboree.

The Fort Pierce ACEC in Arizona contains an endangered species Pediocactus sileri the siler cactus. The area was proposed for a Limited to Designated Roads and Trails Off Highway Vehicle classification. (Table II-2 page II-43 Arizona Strip Resource Management Plan) There is in this ACEC a wash, known locally as I-15, because of its wide and open nature. It is a broad, gravel-filled drainage that flows only intermittently or during flooding conditions. The wash has been used many times as a route for the local competitive Rhino Rally Motorcycle Race. The route has also been used as a trail by other vehicles to access range projects and recreational sightseeing. The siler cactus does not occur in or have potential habitat in this wash. This route is one proposed for use as part of the proposed permit. No impacts are anticipated to the cactus or other resource values from the proposed use of this I-15 Wash.

- c. No new surface disturbance is expected, and, therefore, no new direct impacts to the stated resources for which the ACECs were designated would occur. The proposed Jamboree route through the Warner Ridge/Fort Pearce ACEC has been designated as a motorized vehicle route. Limiting travel to existing routes, group size limits, speed limits, and additional education would be particularly necessary in the Beaver Dam Slope ACEC.

Note: The routes proposed for the Jamboree are existing routes. In many areas, existing routes are being inventoried by the respective counties and/or BLM Field Offices as part of their road and travel plan inventories. In areas that are classified as “limited to designated roads and trails”, the process to formally “designate” routes has not been completed. The current RMP guidance in the St. George Field Office is that “existing” routes are open to travel, pending completion of the revision of the Resource Management Plan and applicable travel plans. The St. George Field Office RMP states: “OV-03 e) Until activity plans and maps are prepared and made available to the public, lands classified as ‘Limited to Designated Roads and Trails’ will be managed as ‘Limited to Existing Roads and Trails’ so as to lessen confusion among the public...” (p. 2.49) Currently, the RMP guidance for the Kanab Field Office (in general) is that lands are open - not just existing routes. The BLM Kanab Field Office is currently developing a RMP for all federal lands managed by BLM within the Kanab Field Office boundaries. This is expected to be completed in the fall of 2007.

#### **4.2.1.3 Threatened or Endangered Animals:**

The animal species of primary concern is the threatened desert tortoise located in the Castle Cliff area.

- a. Potential negative impacts to the desert tortoise could occur due to vehicle travel on the proposed routes if a four-wheeler being driven by a Jamboree participant or guide were to hit or run over a tortoise. A secondary potential impact would be to tortoise habitat that could be caused if off-road travel were allowed.
- b. If a vehicle were to hit or run over a tortoise it may cause injury or death to that animal. Potential injury is especially serious to recently hatched and young tortoises. They would be harder to see and would be more prone to injury because of their smaller size.

c. Jamboree guides would be trained to be observant for tortoises on the route and to instruct Jamboree participants to watch for and avoid them if encountered. The Jamboree routes would be entirely on existing roads and trails. There would be no new surface disturbing activities associated with this event therefore no adverse modification to designated critical habitat.

d. Because the Jamboree is scheduled during the tortoise inactive season and routes have been selected on in areas of lowest tortoise density, there is little potential for actual injury or mortality to desert tortoises.

While a portion of the proposed route in the Elephant Butte area is within the boundaries identified in the critical habitat designation for the Mexican Spotted Owl, (Federal Register Notice Vol. 66, #22, February 1, 2001 50 CFR Part 17 RIN 1018-AG29), no adverse impacts are expected to the species or its habitat because, the areas do not contain those primary constituent elements, nor habitat polygons identified in the 1997, nor 2000 habitat models. Additionally the routes are restricted to existing roads and trails, so no new surface disturbing activities would occur as a result of this event.

While the proposed routes offer hunting and foraging habitat for bald eagles and California condors, this use is expected to be on a transient basis and infrequent. No adverse effects to bald eagles and California condors are anticipated.

#### **4.2.1.4 Threatened or Endangered Plants:**

The endangered dwarf bear-claw poppy is present in the Curly Hollow area, the Sand Mountain area, and the Seegmiller Mountain/Black Rock Canyon area. Both of the areas where this plant is present are in areas designated as an ACEC, i.e. Red Bluff and Warner Ridge/Fort Pearce ACECs as discussed in section 4.2.1.2 above. The Seegmiller Mountain/Black Rock Mountain area also contains an ACEC (Fort Pierce ACEC) which protects the threatened siler pincushion cactus, Pediocactus sileri.

- a. It is highly unlikely that any plants would be adversely affected because all Jamboree travel would occur on existing routes that do not contain any threatened or endangered plants. Plants could only be affected by travel off the existing routes, which would be prohibited by the terms of the jamboree stipulations (see Appendix B). Since the routes are entirely on existing roads, trails, and washes there would be no new surface disturbing activities associated with this event.

The Fort Pierce ACEC in Arizona contains an endangered species, Siler cactus (Pediocactus sileri). The area was proposed for a Limited to Designated Roads and Trails Off Highway Vehicle classification. (Table II-2 page II-43 Arizona Strip Resource Management Plan) There is in this ACEC a wash, known locally as I-15, because of its wide and open nature. It is a broad, gravel-filled drainage that flows only intermittently or during flooding conditions. The wash has been used many times as a route for the local competitive Rhino Rally Motorcycle Race. The route has also been used as a trail by other vehicles to access range projects and recreational sightseeing. The siler cactus does not occur in or have potential habitat in this wash. This route is one proposed for use as part of the proposed permit. No impacts are anticipated to the cactus or other resource values from the proposed use of this I-15 Wash.

#### **4.2.1.5 Cultural Resources:**

The cultural resources that are present in the potential Jamboree route areas are as discussed in section 3.3.2 concerning ACECs and section 3.3.5 concerning cultural resources. Cultural resources are present at various levels of significance, as it relates to

their eligibility for inclusion to the National Register of Historic Places, in the Curly Hollow area, the Gooseberry Mesa area, the Little Creek Mountain area, and the Elephant Butte area. Historical resources exist in the Gooseberry Mesa area, the Elephant Butte area, and the Seegmiller/Black Rock Canyon area, but these significant resources are outside of the APE for this event and therefore would not be adversely affected.

As discussed in section 3.3.5, the APE for cultural resources is the width of the proposed routes. The areas within these routes are previously disturbed due to use by the general public and no additional surface disturbance would occur. In its evaluation of potential effects to historic properties related to this event, BLM recommended a finding of “No Effect to Historic Properties” based on the following analysis.

- a. Potential adverse impacts under the proposed action would only result if Jamboree participants violated the terms and stipulations of the SRP by leaving the routes and traveling into sensitive cultural resource areas. There would be a very low probability of this occurring, as each ride would be guided and participants’ travel monitored by the guides and other Club assistants.
- b. The proposed action does not include any upgrades to roads or trails, and no new surface disturbance. The routes proposed for use during the Jamboree currently receive regular public use. It is not likely that cultural sites would be impacted by the increased travel due to the Jamboree.
- c. The potential for adverse impacts related to improper visitor etiquette at historic properties would be reduced, due to the training to be given to the guides and participants (see Jamboree stipulations in Appendix B). This would minimize the potential for visitor-related effects at rock art sites or historic sites, such as the Grafton Cemetery.
- d. The resources at the Fort Pearce historical site, the Little Black Mountain and the Grafton Cemetery are fenced and potential impacts related to off-route OHV travel or other disturbances are greatly reduced.

#### **4.2.1.6 Water Including Quality, Flood Plain, Watershed, and Riparian Resources:**

It would not be expected that the proposed action would have any measurable effect on the water quality, including increased sediments or hydrocarbons, in any major drainage in the proposed areas. These areas are typically dry which reduces the potential impact of these contaminants (see section 3.3.6). Potential adverse impacts to water quality, flood plain, watershed and riparian values are generally minimized because the proposed routes stay on roads and trails with established drainage crossings that have been in existence for many years; to a large extent any impacts to the health and condition of riparian zones have already occurred. The proposed route adjacent to the Fort Pearce Wash crosses the channel in one place where the wash is typically dry and the majority of the vegetation is tamarisk. It follows the flood plain where the soil is primarily sand and rocks and the vegetation is primarily tamarisk. On public lands in Washington County, BLM has designated, signed, and fenced an OHV trail that parallels the channel of the wash and prevents OHV, livestock, and other recreational user access to the riparian zone of Fort Pearce Wash.

All areas are down cut by natural drainages that may contain water during and immediately after larger storm events. All drainage crossings are on established routes regularly used by motor vehicles, including full size vehicles such as jeeps or trucks, OHVs. The drainage bottom at these crossings consists of rock, boulders, gravel, and

sand. The Gunlock/Square Top Mountain area, the Castle Cliff area, and the Seegmiller Mountain/Black Rock Canyon area contain routes that would be in “riparian” areas (see section 3.3.6). All proposed drainage crossings or drainage travel are on currently existing roads and trails. Jamboree vehicles would be more concentrated than that which would occur within the general use of the areas. This could cause some increase to impacts to above that which exists due to current public use but water resources would generally not be substantially affected because the routes and crossings are generally dry.

Each of these drainages experience at least moderate flooding every year and experience major flooding events at least every 5-10 years. Current drainage crossings and routes have survived these floods. These flood events also have the benefit of eliminating any sign of the proposed Jamboree.

#### **4.2.1.7 Visual Resources:**

The Visual Resource Management (VRM) categories for the various areas of the proposed action are in classes II, III, and IV. The Jamboree routes do not enter Class I areas where there is a greater protection for visual resources. No structures or changes to the natural environment are proposed. The proposed Jamboree would not cause visual resource impacts in these VRM classes.

- a. Any impact to visual resources would be due to Jamboree participants driving on existing roads and trails.
- b. The nature of the potential impacts would be the creation of dust as vehicles travel along the Jamboree routes. Some impact may result from the physical presence of Jamboree participants and their vehicles on the approved routes.
- c. Potential impacts to the visual resources due to the Jamboree would be small because all activities would take place on existing routes, turnouts, and disturbed areas. There would be no new surface disturbances. The duration and intensity of these potential impacts would be minimal. The amount of dust that could be created would vary depending on the type of soil, the amount of moisture in the soil, the amount of wind, and the number of participants. The duration of the impact would be limited and intermittent. It is expected that Jamboree participants in any group would pass any point along the route within 20 minutes. There would be a maximum of two groups per route for three days. There would be no long-term impacts on the visual resources of the proposed areas.

#### **4.2.1.8 Recreation:**

There are many uses that co-exist in all the proposed areas for the Jamboree. There are many varied recreation uses that currently exist in these areas including similar activities as those that would occur during the Jamboree, i.e. ATV or four-wheeler touring.

- a. Any impacts to recreation as a result of the proposed action would be due to conflicts caused by competition for use of the same area at the same time or conflicts that may be the result of user preferences.
- b. The potential conflicts would include a temporary negative effect to non-motorized activities such as hiking, mountain biking, or equestrian use. These may include increased dust, noise, congestion of a specific area, or a general unwillingness to share the area with others, including other motorized users. This would result in having a less-satisfying recreation experience than would otherwise occur.

- c. The potential impacts are constrained by the limited number of routes that would be used during the Jamboree relative to the number of routes that are available for the general public, the requirement to travel only on existing roads and trails, the daily limits on the number of Jamboree participants that would be using the routes, and the short, three-day, duration of the Jamboree. These impacts would be limited to a short and intermittent duration during the three days of the Jamboree. Any particular point along a Jamboree route would be affected for 20 minutes or less by Jamboree travel and up to two times each of the three days. Contacts with other recreating public would be brief and transitory. Jamboree participants would be instructed to be courteous to other uses that may be encountered as contained in the Jamboree stipulations as shown in Appendix B.

Hikers and other recreational users seeking a more primitive experience may use these same roads and trails to travel by vehicle to a trailhead or parking area, park their vehicle, and then move into more remote areas. They would not be directly affected, other than by brief encounters on the road, since travel is limited to existing roads and trails. It is more likely that an indirect effect might be that other users may feel crowded or hear noise and see a dust plume in the distance. To a limited extent, primitive recreation could be impacted, but the impact would be short-term, or generally less than 20 minutes.

Recreation use in the proposed areas may increase due to Jamboree participants becoming more familiar with the area. This should not contribute to increased impacts to the area, however, since the participants would be exposed to land use and ethics education that would not be provided to the casual user. This may result in reduced negative impacts to other recreationists.

#### **4.2.1.9 Socio-Economics:**

The proposed Jamboree has been organized and proposed as a way to provide groups ATV-based recreation opportunities as well as to provide the potential for an economic stimulus to the local area by bringing participants into the area where they would purchase food, fuel, entertainment, goods, and lodging. There are currently enough businesses in the area to supply the level of demand for goods or services that would be created by the Jamboree.

Motorized vehicle type recreation activities are popular in the area. Most of these are unorganized and are based around small groups of friends or family. Many ATV users are asking for more riding information such as maps and more structured activities such as guided ATV rides. A group of ATV enthusiasts formed the Tri-State OHV Club for the purposes of trail riding, service projects, land-issue awareness, riding opportunity preservation, trail system identification, and event organization.

Eventually, the proposed Jamboree should reach its maximum number of 300 participants (vehicles not including guides). Many of these participants would come from outside the local area. They would stay in local motels and eat at local restaurants. They would buy goods and services while they are in the area. Estimates from comparable events suggest that a participant would spend \$100 to \$125 each day of the Jamboree. There is the potential for a benefit of up to \$112,500 that could be contributed to the local economy as a result of this event, depending on the number of participants that attend from outside the local area.

One of the proposed Jamboree areas is Sand Mountain. The advertising associated with this transition has increased the awareness of the recreational opportunities that are available in the area and is already bringing in more recreational visitors to the area. It is possible that other groups may be formed to sponsor similar ATV based recreational activities. These events would be evaluated on their own merits and circumstances.

- a. The economic impact would be considered to be positive to the extent that new economic activity is brought into the area as a result of the proposed Jamboree.
- b. Money spent in association with the Jamboree would include meals, food, lodging, fuel, vehicle repairs, vehicle purchases, etc. This would directly benefit businesses such as motels, convenience stores, grocery stores, auto repair businesses, gas stations, souvenir shops, and ATV vehicle dealers, etc. Advertising money would be spent by the organizing committee that would benefit selected print advertising businesses, souvenir shops, etc. Taxes would be paid for purchases that would benefit the city of Hurricane, Washington County, and the State of Utah. Taxes paid for fuel purchases would also benefit county, state, and federal road funds.
- c. The gross amount of potential economic benefit could be up to \$112,500 or more for the local area. There would be other undetermined economic benefits as this amount of money filters into other economies. The amounts of direct money that would accrue into the various tax collecting authorities would depend on specific tax structures and rates.

#### **4.2.1.10 Invasive, Non-Native Weed Species:**

There is the potential for invasive, non-native weed or other species to be imported to the event area by participants in the event area. The proposed action would be held on roads and trails that receive regular public use. Staging would be held in areas adjacent to the routes to be used. This event is an opportunity to educate users about the threats of noxious and invasive species. Pre-event guide training would be expanded to include awareness and prevention of noxious weeds infestations.

#### **4.2.1.11 Wildlife:**

There is a slight potential for direct injuries or mortalities to game animals, such as mule deer, and to raptors, small mammals, birds, reptiles, or other small vertebrate species. All Jamboree participants would be limited to travel on existing roads and trails, in groups of 30 vehicle traveling at speeds of 30 mph or less. Guides would instruct participants to watch for wildlife and reduce speeds to avoid accidental contacts. There is adequate undeveloped habitat along all the proposed routes so that wildlife to move off the roads or trails to surrounding areas. Potential impacts to game, raptor, small mammal, bird, reptile, and amphibian species would be minimal. There could be some incidences of ATVs running over and injuring or killing some individual animals (primarily lizards, amphibians, and small mammals), but the chance of this is small. Larger mammals, such as mule deer, could be stressed for a short amount of time, if they are near a trail being used by the ATVs, until they move to a far enough distance to feel safe. A portion of the proposed routes in the Elephant Butte area is in critical and high value mule deer winter range as designated by the Utah Division of Wildlife Resources (UDWR). According to UDWR, activities in critical deer winter range during the period between November 1 and April 15, but routes, including those proposed for the Jamboree, are open to the general public during March.

#### **4.2.1.12 Livestock Grazing Management**

There is a slight potential impact to livestock grazing, as there are numerous allotments in the proposed Jamboree areas. Because of the following factors: livestock distribution is dispersed within grazing areas and not generally concentrated along the proposed routes (unless near a watering area), short duration of the event and the limiting of the number of vehicles, it is expected that disturbance to livestock would be minimal or non-existent. Participants would be instructed not to harass livestock, reduce speeds near livestock, and to leave all gates as they are found.

#### **4.2.1.13 Air Quality**

The proposed action would not exceed the air quality standards established for Washington County. Some increase in particulates, as fugitive dust, could result from motorized vehicles traveling on dirt roads to the event staging areas and by event participants traveling on the approved routes. The amount of dust being generated and its duration would be highly variable, depending on the inherent moisture on the roads and in the soils and washes in the event area. During some years, the areas receive substantial amounts of precipitation with the result being that little if any dust is generated. In other years, the area can be very dry and dust generation can become substantial at times. The amount of wind on any individual day or time can substantially alter the duration of the effect on air quality. On windy days, the dust is moved over a larger area but is much more dispersed. On calm days, the dust would be more concentrated at the point of generation.

Overall, the amount of dust produced would not exceed air quality standards for the project area, which has been classified by the Utah Department of Environmental Quality as a Class II Attainment Area. Some increase in carbon monoxide levels would also be expected as a result of vehicle exhaust emissions from the various vehicles in the event areas. This increase would not exceed the Class II Attainment Area standards and no other of the six criteria pollutant levels would be exceeded by the proposed event.

The visual quality of the air in the event areas would be temporarily affected as dust from the event participants is generated, reducing visibility in the areas of the event. This would occur as participants travel to the event staging areas, during the event as participants travel the proposed routes, and following the event as participants leave the event staging areas. Dust generation would be the result of vehicles traveling on dirt (unpaved) roads and trails. This would be most evident in the staging/parking areas and during the traveling of the routes.

The duration of the effects on air quality in the event areas would be from the first day of the event to the evening of the last day of the event or approximately 72 hours. The greatest effect on air quality due to dust generation would be during the event for a period of approximately six hours each day of the event.

#### **4.2.1.14 Mitigation Measures:**

Several measures that would mitigate potential impacts from the implementation of the proposed action are discussed within the sections identifying impacts and environmental consequences of this alternative. A summary of the Jamboree stipulations is included in Appendix B. Many of these stipulations are standard to any SRP and some are unique to the proposed Jamboree. Most were included in the SRP for the 2004 Jamboree and a few additional have been identified to be included in the proposed Jamboree.

It is anticipated that the stipulations and mitigation measures that have been identified would be sufficient to lessen or eliminate most of the potential environmental impacts of the proposed action. Every effort would be made to properly train club trail guides in their duties and responsibilities as well as to inform participants of their duties and responsibilities. It is possible that there would be individuals who would not sufficiently understand all of the Jamboree requirements and violations could occur. The SRP states the following for failure to comply with the permit stipulations: "Failure to adhere to any of these operating conditions will result in remedial action(s) against the permittee. These may include probation, permit suspension, and/or permit revocation, at the discretion of the BLM manager."

To lessen potential conflicts with non-motorized recreation users of the very popular Gooseberry Mountain trail system, BLM may require mitigation measure that include, but are not limited to, a reduced motorized OHV speed limit of 15 mph, restrictions on the use of trail segments on weekends, requirements for the use of alternative routes, such as Grafton Mesa, special

monitoring to detect resource damage or user conflicts, or the elimination of route segments from the ATV Jamboree route system, should conflicts with non-motorized recreational users be demonstrated through monitoring.

#### **4.2.1.15 Residual Impacts**

Compliance with the management directions from respective Resource Management Plans and event stipulations should be sufficient to ensure that there would be no significant adverse impacts on the human environment that would remain after the completion of the proposed Jamboree. The routes would remain open and would continue to be used by the public.

It is possible that increased awareness of recreation opportunities would produce a residual impact involving additional use to the proposed Jamboree areas. If this were to occur, it is also likely that the increased training and awareness that Jamboree participants would be exposed to would cause this residual impact to be small to non-existent. Some increase in the recreational use to these areas, including non-Jamboree type uses, would occur even under the No Action alternative due to increases in the population and the reasons discussed in section 1.4.

#### **4.2.1.16 Monitoring and/or Compliance**

It is expected that there should be no adverse environmental consequences associated with the proposed action if Jamboree participants stay on the approved routes and follow the other Jamboree stipulations. Monitoring activities would focus on making sure that Jamboree participants stay on the approved routes and follow group size limits. If these, and other, stipulations are followed it is unlikely that environmental resources would be impacted as discussed in sections 4.2.1.1 through 4.2.1.8.

During the 2004 Jamboree, monitoring was conducted by the BLM through field compliance checks performed by BLM staff and law enforcement officers. BLM law enforcement and recreation staff personnel made contacts with several of the Jamboree groups at locations along the approved routes. They also checked other areas such as staging areas to determine compliance with the SRP.

As was found to be sufficient during the 2004 Jamboree, evaluating compliance on selected Jamboree rides during the course of the event was found to be adequate. If the Jamboree is allowed to proceed, the Club should become more familiar and more proficient with training for guides and participants, event stipulations, and approved routes so that compliance is maintained. The BLM is in process of producing travel plans for the areas involved.

#### **4.2.2 Alternative B – No Action:**

If it is determined that there are sufficient adverse impacts or effects that would accrue to the environment and associated resources to the extent the Jamboree would not be allowed to proceed, the environment and associated resources would remain in their current condition. They would only be affected to the extent that current uses and trends would continue. There would be no direct impacts caused by the no action alternative. Temporary impacts would not occur. Opportunities for user education would not be provided.

##### **4.2.2.1 Resource: Wilderness Values**

Under this alternative, designated wilderness areas and WSAs would remain in their current condition. They would only be affected to the extent that current uses and trends would continue.

A decision to not issue a SRP for the Jamboree would result in a lost opportunity to provide training about wilderness values to ATV users.

#### **4.2.2.2 Resource: Areas of Critical Environmental Concern (ACECs)**

Under this alternative, all ACECs in the area would remain in their current condition. They would only be affected to the extent that current uses and trends would continue. A decision not to permit the Jamboree would result in a lost opportunity to educate ATV users on regulations, land-use ethics, resource protection, and environmental principles that are associated with ACECs. The existing routes currently available for use would remain open.

#### **4.2.2.3 Resource: Threatened and Endangered Animals**

Under the no-action alternative, threatened or endangered animals would be affected only to the extent that current uses and trends would continue. Potential user education to ATV users about threatened and endangered animals would not be given. The existing routes currently available for use would remain open.

#### **4.2.2.4 Resource: Threatened and Endangered Plants**

Under the no-action alternative, threatened or endangered plants would be affected only to the extent that current uses and trends would continue. Potential user education to ATV users about threatened and endangered plants would not be given. The existing routes currently available for use would remain open.

#### **4.2.2.5 Resource: Cultural Resources**

This alternative would affect cultural resources only to the extent that current uses and trends would continue. Opportunities to educate ATV users of the concerns and appropriate behavior relative to cultural resources would not occur. The existing routes currently available for use would remain open.

#### **4.2.2.6 Resource: Water Resources Including Quality, Floodplain, Watershed and Riparian Resources**

This alternative would have no direct affect on water resources including quality, floodplain, watershed and riparian resources. These resources would remain affected by current uses and trends and uses and impacts would remain as exist currently. The existing routes currently available for use would remain open.

#### **4.2.2.7 Resource: Visual Resources**

The no-action alternative would have no direct affect on visual resources. Visual resources would remain affected by current uses and trends as exist currently. The existing routes currently available for use would remain open.

#### **4.2.2.8 Recreation Resources**

The no-action alternative would have no direct impact on existing recreation resources. Recreation opportunities and uses would remain as currently exist. Opportunities to provide user education in the areas of resource protection, safety, user ethics, land-use regulations, environmental concerns, etc. would not occur. Existing routes available for use would remain open.

#### **4.22.9 Socio Economics**

Under the no action alternative, business such as convenience stores, gas stations, restaurants, super markets, souvenir shops, etc. would not receive a direct economic benefit that would be provided due the Jamboree occurring. Any potential economic benefit that may be expected due to this event would not occur, and the development of similar recreational activities by local entities would be discouraged. Increases in recreation and tourism that may have resulted from the Jamboree would not occur.

Failure to permit the proposed Jamboree would result in a lost opportunity of mutual cooperation and understanding between the BLM and the Tri-State OHV Club.

If this alternative were to be chosen, it is likely that potential Jamboree participants would seek out other venues and/or activities. This may result in or contribute to other, undetermined impacts that would not be formally evaluated. The opportunity to instruct and educate the participants in the areas discussed above would not occur.

#### **4.2.1.10 Invasive, Non-Native Weed Species:**

Under the no-action alternative, Invasive, Non-Native Weed Species would be affected only to the extent that current uses and trends would continue. Potential user education to ATV users about Invasive, Non-Native Weed Species would not occur. The existing routes currently available for use would remain open.

#### **4.2.1.11 Wildlife:**

Under the no-action alternative, wildlife would be affected only to the extent that current uses and trends would continue. Potential user education to ATV users about wildlife would not occur. The existing routes currently available for use would remain open.

#### **4.2.1.12 Livestock Grazing Management**

Under the no-action alternative, Livestock Grazing Management would be affected only to the extent that current uses and trends would continue. Potential user education to ATV users about Livestock Grazing Management would not occur. The existing routes currently available for use would remain open.

#### **4.2.2.13 Air Quality**

Under the no-action alternative, air quality would be affected only to the extent that current uses and trends would continue. The existing routes currently available for public use would remain open.

#### **4.3 Cumulative Impact Analysis:**

“Cumulative impacts” are those impacts resulting from the incremental impact of an action when added to other past, present, or reasonably foreseeable actions. This EA attempts to qualify and quantify the impacts to the environment that result from the incremental impact of the proposed action when added to other past, present, and reasonably foreseeable future actions. These impacts can result from individually minor but collectively important actions taking place over a period of time.

#### 4.3.1 Reasonably Foreseeable Action Scenario:

The proposed action would provide for an ATV Jamboree to be permitted each year with a maximum number of participants (vehicles, not including guides) set at 300 each year. The cumulative impacts that would be associated with this event in the reasonably foreseeable future would be as discussed in section 4.3.2 below. The nature of the event and the number of participants would remain constant and any potential impacts would be essentially the same during each year.

#### 4.3.2 Cumulative Impacts:

The Jamboree would occur in Washington and Kane Counties in Utah, and in Mohave County, Arizona on existing roads, trails, and washes as shown on maps 1 through 9 in Appendix B. The geographic area is large and the chosen routes represent a small percentage of the routes that exist in the three counties. A similar event was evaluated for cumulative impacts during 2003: "Direct impacts to wilderness, special management areas, cultural or historical areas, visual, water, soil, vegetation and wildlife resources are limited because all the activities are on existing routes. The permit specifies that all participants be required to stay on these existing routes. These routes have been established over time; the impacts of route establishment have already occurred. Thus, there is no new surface [or resource] disturbance attributable to the event." (San Juan ATV Safari EA, 2003)

Any associated indirect effects that would be associated with issuance of the Tri-State ATV Jamboree SRP are more difficult to identify. There is the potential that additional ATV recreational users would be attracted to certain areas as a result of their Jamboree experience. This could result in an increase in ATV use on public lands in the three counties. The level of recreation use these areas currently experience varies by the location but it is reasonable that any new use would increase in proportion to the current use. In most areas, the potential long-term increase that could be attributed to the Jamboree would likely represent a very small increase over current use. The education and ethics portion of the Jamboree would help lessen any additional impact, as users would be told the importance of proper rider ethics such as staying on existing routes and causing no new resource disturbance. "*Responsible* motorized use of the public lands (staying only on already constructed routes) results in no appreciable impacts to the resource. What impacts there are (noise and dust) are transitory and cause no lasting damage." (San Juan ATV Safari EA, 2003)

The proposed Jamboree is expected to grow to its maximum of 300 participants (vehicles not including guides) within two or three years. At that point the maximum level of growth would have been achieved and the level would not increase without the SRP being changed to permit a larger number of participants (vehicles, not including guides). Any request to increase the maximum number of Jamboree vehicles would be subject to additional NEPA analysis.

A related type of event has occurred in the Moab area for several years. The experiences gained from that event suggest that the increase in users as a direct result of the event itself would be relatively minor. "Moab has hosted 37 consecutive Jeep Safaris during Easter week, an event that attracts thousands of enthusiasts. The Moab Field Office of the BLM has intensely monitored this event over the last three years as part of its decision to renew the event permit several years ago. The Moab data indicates intense use of the most popular Jeep Safari trails during the event itself, but greatly decreased use in the weeks before and after the event. This is the case regardless of what time of the year Easter occurs (i.e., early or later in spring). This is not to say that the Jeep Safari event has not attracted 4WD enthusiasts to Moab at other times of the year, but suggests rather that use is concentrated during the event itself, rather than in the weeks surrounding the event."

“BLM’s monitoring data indicates that, while 4WD use predominates during the Moab Jeep Safari itself, other recreational uses continue. In fact, total non-motorized use is higher on the trails monitored during Jeep Safari than in the weeks before and after Jeep Safari. This is due in part to the large number of people who hike a short distance on the more popular trails to observe the event. Mountain bike, ATV, and motorcycle use, however, continues in strong absolute numbers during the event as well. The *proportion* of non-motorized users relative to motorized users is significantly lower during Jeep Safari, due primarily to the large number of motorized users in Moab for the event compared to what Monticello might expect with this proposed event.” (San Juan ATV Safari, 2003)

There should be little or no cumulative impact to wilderness values related to Jamboree generated noise or dust. The proposed action does not enter into designated wilderness or WSAs and only involves roads and trails that currently exist and are being used by the public. It is possible that the proposed Jamboree would result in additional use of the routes near certain WSAs. This additional use would be relatively small in relation to the current level of use on these routes. The increase of impacts from sights and sounds would be small in comparison to their current level and would be of short duration.

It would not be reasonably anticipated that there would be an increased adverse impact to soils, vegetation, water resources or quality, threatened or endangered plants and animals, livestock, visual resources, recreation, or wildlife, etc. The proposed action would add little, if any, to the past, present, or reasonably foreseeable impacts because there are no new surface disturbing activities and all of the proposed activities are on previously disturbed areas and all vehicle travel would be on existing roads and trails. If increases in vehicle use for recreational activities on the routes being analyzed in this EA were to occur as a result of the Jamboree, they would represent a minor addition to the uses that currently exist and would represent a small percentage increase. With projected increases in OHV recreation that occur each year, the cumulative impacts associated with the Jamboree would grow increasingly smaller in the future.

Cumulative impacts to visual resources would only be minor and temporary, (length dependent upon wind, soil moisture, soil types, etc.) since no new surface disturbance would occur.

The proposed action is not of sufficient scope and size relative to the surrounding environment and currently established uses to do more than add minimally to the past, present and reasonably foreseeable future impacts.

There should be a positive cumulative impact each time the proposed Jamboree is conducted in the area of user education. Participants and guides would be instructed in the areas of ATV rules and regulations, applicable rules and regulations, environmental awareness, user ethics, and safety. Each participant may then have a positive impact on like-minded users and family members in other circumstances. User education may be the single most effective effort than could be made to reduce negative impacts associated with ATV use.

The Environmental Impact Statement level analysis associated with the RMPs for the St. George and Arizona Strip BLM offices provides a basis for comparison of the cumulative impacts the proposed action would have on the above-analyzed resources.

## **5.0 CONSULTATION AND COORDINATION:**

### **5.1 Introduction:**

The issue identification section of Section 1 identifies those issues analyzed in detail in Section 4. The issues were identified through the public and agency involvement process described in sections 5.2 and 5.3 below.

## 5.2 Agencies Consulted:

**Table 5-1:** List of Regulatory Agencies Consulted for Purposes of this EA:

Name	Purpose & Authorities for Consultation or Coordination	Findings and Conclusions
U.S. Fish and Wildlife Service	Section 7 Consultation	"Likely to affect, but not adversely affect" listed species

## 5.3 Summary of Public Participation:

The completed SRP Application was received in the St. George BLM Field Office October 8, 2004.

The Tri-State OHV Club met with the BLM and others to discuss the needs and issues that would pertain to an annual ATV Jamboree on April 27, 2004, May 6, 2004, August 19, 2004, August 31, 2004, and September 8, 2004.

Notification letters were mailed to interested parties to notify them that a copy of the EA would be available for comment February 3, 2005.

### 5.3.1 Comment Analysis:

The BLM received numerous e-mail messages and letters commenting about this EA. Many of the letters were similar in format expressing positive comments relating to the benefits of the race. Some expressed concern for impacts to the environment or to parts of the environment such as cultural and historical resources, wildlife, visual resources, noise levels, air and ground pollution, or solitude in the area of the proposed action. Revisions were made to the draft of the EA to incorporate new information and relevant data into the analysis.

### 5.3.2 Response to Public Comment:

#### **ISSUE: Adverse Effects on Cultural Resources resulting from ATV Jamboree activities**

A number of comments were provided relating to the potential for cultural resources to be adversely effected by activities related to the proposed ATV Jamboree. Several of the comments cited relevant pieces of federal legislation that mandate that federal agencies take into account the effects of proposals or "undertakings" on significant cultural resources. As examples, the Federal Land Policy and Management Act (FLPMA) obligates BLM to protect cultural, geologic, and paleontological resource values (43 USC §§ 1701 (a)(8) 1702(c)). In the context of historical and cultural resources, the National Historic Preservation Act of 1966 ("NHPA"), (16 USC § 470 et seq.) affords heightened protection to those resources that are evaluated as being eligible for listing to or that have been listed to the National Register of Historic Places (NRHP). In particular, the "section 106" review process of NHPA obligates the BLM to take into account the effects of undertakings (defined at 36CFR 800.16 (y)) on historic properties (defined as those properties that are listed or eligible for inclusion under NHPA). The Secretary of the Interior provides

standards and guidelines for the identification, evaluation, assessment of effects, and treatment of effects to historic properties. Federal agencies are mandated to avoid adverse effects to historic properties or to lessen adverse effects to historic properties that could result from the undertaking through appropriate “treatments” or mitigation. The requirements of the section 106 process are met through consultations with the State Historic Preservation Officer (SHPO), affiliated Indian Tribes, affected parties, and, if appropriate, the Advisory Council on Historic Preservation. Consultation protocols under section 106 of the NHPA can be supplemented through national and state level Programmatic Agreements between federal agencies and the applicable SHPOs; such agreements are in place on a national level (among BLM, SHPOs, and the Advisory Council on Historic Preservation) and have been signed between BLM and the Arizona and Utah SHPOs.

Response: BLM has complied with all federal requirements under FLPMA, section 106 of the NHPA, and the terms of the Programmatic Agreements at the national level and specifically with the Arizona and Utah SHPOs, as they relate to the proposed undertaking. The proposal was evaluated by BLM professional archeologists, an Area of Potential Effects defined, relevant cultural resource databases reviewed, and an assessment of effects to eligible properties made, based on the activities described as the proposed action. As necessary, field inventories were conducted by BLM archeologists to determine whether historic properties could be adversely affected by the proposed action. Consultations with affiliated American Indian Tribes were conducted related to the proposed ATV Jamboree, to identify historic properties of concern to tribes.

Since the proposed ATV Jamboree activities would be authorized to occur only on existing roadways, trails, and dry washes, or in previously disturbed areas, a “No Effect” determination under NHPA was recommended because no historic properties would be adversely affected by this undertaking. The terms of the BLM Programmatic Agreements with the Arizona and Utah SHPOs provide for undertakings to proceed when a “No Effects” determination is warranted, without prior SHPO reviews, when the Secretary of the Interior’s Standard and Guidelines have been followed.

#### **ISSUE: Air Quality Impacts**

Public comments raised the issue of potential impacts to air quality, as a consequence of authorization of the ATV Jamboree. The comments focused on potential increases in particulates, in the form of dust from vehicle travel on unpaved roads and trails, and on potential increases in carbon monoxide levels from vehicle engine emissions. A number of comments questioned why no detailed analysis of impacts to air quality was provided in the EA.

Response: The proposed project area for the ATV Jamboree is within a Class II Attainment Area for air quality. Under the U.S. Environmental Protection Agency and Utah Department of Environmental Quality regulations, Class II Attainment Areas are allowed limited amounts of new emissions for the six “criteria pollutants”: carbon monoxide, lead, nitrogen oxides, ozone, particulates with a diameter exceeding 10 or 2.5 microns, and sulfur dioxides. BLM evaluated the proposed activity with regard to new emissions for the “criteria pollutants” and concluded that the proposed activities would not exceed the Class II Attainment Area standards. Nor would it exceed the standards for the Class I Attainment Area of Zion National Park, near but not within the proposed zone of routes for this activity. There are no Non-Attainment Areas within or near the project area: Las Vegas, Nevada, 150 mile to the south, is the closest Non-Attainment Area for air quality.

This evaluation was based on the following assumptions and rationale. The proposed action would conform to all county, state, and federal requirements for compliance with the Clean Air Act. The proposed ATV tours would be short duration (total of 3 days for the event annually), conducted by small groups of 30 or fewer vehicles, ridden at slow speeds (30 mph or slower) on existing road, trails, and dry washes where soils have already been compacted by prior

development and use. New disturbances would not be authorized that could generate levels of particulates high enough to violate Class I or Class II Attainment Areas standards. The proposed routes for these activities would utilize several geographic areas (Kane County, Arizona Strip, western and south-central Washington County), thereby dispersing the potential effects of increased carbon monoxide or other emissions from combustion engines over a wide geographic area. BLM, therefore, concluded that air quality effects would be inconsequential and did not warrant a detailed analysis in the EA, since no air quality class standard would be exceeded.

#### **ISSUE: Environmental Justice Issues**

The Kaibab Band of the Paiute Tribe provided written comments that indicated their concerns over potential impacts of mule deer herds and critical/crucial deer range (habitat) that could result from the ATV Jamboree. These comments state that adverse impacts on mule deer herds could comprise an Environmental Justice issue, since the Kaibab Paiute are a low income and minority population that rely on these deer herds for traditional subsistence and economic benefits.

Response: The EA for the ATV Jamboree discloses the potential effects on wildlife species, including big game like mule deer, and their habitats. The analysis concluded that direct mortalities to big game would be unlikely, since the ATV rides would be conducted in small groups traveling at slow speeds during daylight hours on existing roads and trails that are, in some cases, heavily traveled by other motorized vehicles. Wildlife along these routes would already be conditioned to the sights and sounds of motorized vehicles and other human activities, making them less susceptible to flight responses. During pre-ride environmental education sessions, riders and guides would be alerted to be watchful for wildlife (and domestic livestock) on or near the routes and to react appropriately by slowing down to avoid any accidental contacts.

Some temporary indirect effects on big game and other wildlife were also disclosed in the EA. These included the short-term displacement of individuals, who might flee the area at the sight or sounds of ATVs and humans. Since the event would be of short duration, these indirect effects would not likely result in adverse effects to individual mule deer or mule deer herds. No new routes or trails would be developed for this activity and no new surface disturbances authorized for staging areas. Therefore, no loss of or modifications to crucial deer range would result from this activity.

With regard to the assertion that direct or indirect effects on mule deer herds could comprise a disproportionately high or adverse health or environmental impact on the Kaibab Paiute, BLM could not reach an affirmative finding on this assertion. Since the proposed ATV Jamboree routes do not cross onto the Kaibab Reservation, there would be no impacts on Reservation resources, or on identified Indian Trust Assets.

#### **ISSUE: Areas of Critical Environmental Concern (ACECs)**

Several comments were received related to potential impacts on ACECs that have been designated by BLM in Washington County and in Arizona, through the approved land use plans. The comments noted the high number of ACECs that have been designated in this region and speculated that direct or indirect impacts on the special values for which the ACECs were designated would result if the ATV Jamboree were to be permitted. Some commentors stated that BLM had not adequately addressed such impacts in the EA and noted the special values of the ACECs included habitat and populations of federal and/or state-listed native plants, like the Siler cactus and dwarf bear-paw poppy, federal and/or state-listed wildlife, including the bald eagle and Mojave Desert tortoise; significant archeological resources; and riparian areas.

Response: BLM has clearly recognized the wealth of special natural and cultural values on public lands that require special management attention in Washington County and on the Arizona Strip, through the designation of ACECs in the approved RMPs. The proposed action would traverse a

number of these ACECs. However, through the analysis in the EA, BLM did not find that the proposed ATV Jamboree would adversely impact any of the special values (the “relevance and importance criteria”) of these ACECs, if conducted as described in the proposal and under the terms and conditions of the SRP.

The approved RMPs for the St. George, Kanab, and Arizona Field Offices contain management decisions specific to each ACEC that were developed by resource professionals to protect the special values of these areas. The proposed ATV Jamboree would be consistent with all of the management decisions and prescriptions identified for the ACECs, including those that limit motorized vehicle travel, including ATVs, to designated road and trails or existing roads and trails. Other prescriptions provide seasonal restrictions on activities within the ACECs, such as closures during the active season for desert tortoise, or on the number of participants in any organized and permitted events within ACEC. Short-term direct and indirect impacts were disclosed and analyzed in the EA for each ACEC. Consultations under section 7 of the Endangered Species Act, as amended, were conducted with the U.S. Fish and Wildlife Service (Service), with an overall project finding of “Likely to Affect, But Not Likely to Adversely Affect” federally listed species, including bald eagle, California condors, the Mojave Desert tortoise, and native plants. The Service also concluded that no designated critical habitat would be lost or adversely modified as a result of project approval, since the proposed activity would occur on existing roads, trails, and previously disturbed areas.

Based on the analysis, BLM reached a finding that none of these impacts identified in the EA comprised a significant adverse effect on the relevance or importance criteria for which the ACECs were designated.

**ISSUE: Short timeframe between comment deadline and anticipated decision date**

The issue was raised that there was an inadequate period of time provided between when the public comment period closed on this EA and a decision was anticipated for the proposed 2005 event. BLM agrees that a longer time period would have been better, but disagrees that this shortened time period is inadequate. This is because BLM staff reviewed public comments as they were received during the comment period, as well as those received at the end of this period. Thus, BLM staff primarily used the three work days following the close of the comment period to focus on those comments received near the end of the comment period. In addition, the 30-day waiting period for any appeals before implementation of some BLM decisions does not apply to Special Recreation Permits. According to 43 CFR Section 2931.8(b), “All decisions BLM makes under this part will go into effect immediately and will remain in effect while appeals are pending unless a stay is granted under Section 4.21(b) of this title.” BLM finds that it is the quality of the analysis and the content of the final documents that is germane, not how much time was available or used to prepare them.

**ISSUE: Cumulative Impacts**

The issue was raised that there was inadequate cumulative impacts analysis. Examples were provided of the dramatic growth in both human population and ATV use popularity in the area. Other examples were given of proposed new projects, such as the Southern Corridor. BLM agrees that this growth is occurring and that the cumulative effects are likely to be more substantial levels of user conflicts and resource impacts in the future. The EA acknowledges this situation. Given BLM’s statutory multiple use mandate, BLM evaluates this proposed action as well as others to try to balance uses, minimize conflicts, and avoid or reduce resource impacts wherever possible. The growth pressures make this work increasingly difficult. BLM understands these growth pressures and little benefit would be derived from placing a detailed explanation in the EA of each of the long list of proposed or existing growth-induced developments in the area. Therefore, BLM finds that the analysis in the EA is adequate for the purpose of evaluating how this proposed action fits in the overall context of cumulative impacts. BLM also finds that a better or more productive venue for the public to raise these cumulative impact issues is during the

planning processes and EIS reviews associated with the development of proposed new Resource Management Plans, transportation plans, and route designations. These upcoming decisions will determine where future motorized uses occur on BLM administered lands, and how BLM generally addresses cumulative growth pressures.

**ISSUE: Reasonable Range of Alternatives**

The issue was raised that the EA did not analyze a reasonable range of alternatives. BLM disagrees because the EA did analyze the proposed action and no action alternatives, and this comparison provided an adequate framework to address resource and use issues. Where the public raised concerns about specific proposed routes, BLM has the ability to evaluate those concerns and decide whether to change the proposed action before the decision. There would have been little benefit, but greater potential for confusion, if the EA had added more alternatives with different route configurations. In addition, neither BLM staff nor any interested public proffered a timely third stand alone alternative during the scoping process for preparation of this EA. Therefore, BLM finds that the EA alternatives were adequate to analyze the applicant's proposed action and that the public comment process was successful because specific routes of concern were identified during this process and BLM considered these concerns prior to the decision.

**ISSUE: Inventory of route conditions**

The issue was raised that the EA did not include adequate information on the condition of each of the routes described in the proposed action alternative. The EA acknowledges that these routes have different characteristics, such as their width, soil substrate, and topography. These differences not only occur among the routes, but on each route as its condition may change along its course. The EA would have taken on encyclopedic girth if all of these different characteristics were described and analyzed. BLM disagrees that this level of detailed information was necessary to conduct an adequate environmental analysis. The relevant question on condition is whether each proposed route has been, continues to be, and remains generally safe and environmentally suitable for ATV use. BLM finds that the route descriptions and maps in the EA were adequate because the proposed action was limited to existing routes.

**ISSUE: Effects on Wilderness Study Areas, wilderness characteristics, and citizen proposed wilderness areas**

A number of issues were raised questioning the adequacy of the EA in addressing effects on Wilderness Study Areas, wilderness characteristics, and citizen proposed wilderness areas. BLM disagrees because, as described in the EA, the proposed action is limited to existing routes that are open to and in fact receive public ATV use. While organized rides twice a day for three days each year would pose somewhat greater disturbance than occasional, un-organized ATV uses, these effects (noise, dust, etc.) would still be generally minor, short-term, and limited to a zone of varying width (depending on topography and vegetative screening) on both sides of the route. BLM acknowledges that someone recreating in one of these areas may be temporarily disturbed, annoyed, or offended by the passage of ATVs on a bordering or nearby open route. This level of concern would also likely be elevated for an organized ride with up to 33 ATVs in one pass. However, absent unusual sensitivity, this transitory effect should not substantially harm the user's overall enjoyment of the area on that day, nor remove general opportunities for solitude and primitive, unconfined recreation in the area. Moreover, these transitory effects would not cause any permanent change in the character of these areas nor preclude their consideration during planning processes.

In addition, BLM evaluates RMP conformance of the proposed action based on current management decisions. BLM cannot impose a higher or different level of protection for lands with wilderness characteristics or for citizen proposed wilderness areas unless and until such protection is provided in a management decision in a new or revised RMP. For example, BLM

Instruction Memorandum No. 2003-275 – Change 1, states in the second paragraph on page 7 that “The fact that the BLM is considering alternative management goals for the affected lands in a pending land use plan revision or amendment . . . does not change the management or use of those lands during the interim.”

Therefore, BLM finds that the analysis of these areas was adequate in the EA. BLM also finds that a better or more productive venue for public expression of these concerns is during RMP amendment or revision processes because these future decisions will determine which routes remain available for motorized uses and which areas may receive higher or different levels of protection.

**ISSUE: Proposed routes appear to be on US Forest Service lands.**

BLM stipulations for this permit does not authorize any activity on lands other than Public Lands administered by the Bureau of Land Management, Arizona Strip Field Office, Kanab Field Office and St. George Field Office. Any use of routes on lands other than Public Lands will require the permittee to acquire authorization for their use from the owners of those lands. Proposed routes are only on BLM lands, though permittee may in the future seek a permit from the US Forest Service to complete some loop routes.

**ISSUE: Allowing the permit event in the Grafton town site.**

Grafton town site is private land and BLM stipulations for this permit does not authorize any activity on lands other than Public Lands administered by the Bureau of Land Management, Arizona Strip Field Office, Kanab Field Office and St. George Field Office. Stipulations will require the participants to park on adjacent BLM lands and if they wish to visit Grafton they will be instructed to walk into the area.

**ISSUE: Basis for 300 participants for this event.**

In the St. George Field Office Record of Decision and RMP (approved March 1999). Under section OV-09 (p. 2.50): “BLM will continue to work with OHV sponsors and organizations to authorize competitive events, commercial touring, and organized rides on a case-by-case basis subject to site specific analysis... Limited administrative capabilities in BLM and the need to provide for critical resource protection and site rehabilitation will restrict the number of large competitive events up to 300 participants authorized on public lands.” In addition in the St. George Field Office Record of Decision and RMP (approved March 1999), Appendix 4 U.S. Fish and Wildlife Service Terms and Conditions for Authorized Activities Within Desert Tortoise Habitat page A4.7 5. states “No more than 400 motorcycles of all terrain vehicles or 300 three or four wheeled vehicles shall be allowed in one event.”

**ISSUE: Fuel spills on the proposed routes.**

Stipulation 29 for the permit states “Refueling and non-emergency servicing of vehicles will be restricted to the pit/staging area. It is prohibited to dispose of fuel, oil or similar substances on the ground or in drainages. If prohibited disposal occurs the permittee will be responsible for removing all contaminated soil to the satisfaction of the Authorized Officer. The permittee will provide an adequate supply of containers for any waste or excess petroleum products to store and remove the excess products. Permittee will collect any un-claimed fuel from gas stops in fuel safe containers to assure they will be disposed of properly. The permittee will provide for the removal of those containers and any contaminated soil from Public Lands to a certified waste disposal facility.”

**ISSUE: Damage to riparian areas.**

The only riparian area in the proposed action is the Ft. Pearce Wash in the immediate vicinity of Ft. Pearce. The proposed route in this area does not cross the riparian area. It does follow the wash flood plain where the soil is primarily sand and rocks and the vegetation is primarily tamarisk. This route has been designated as a motorized vehicle route through this popular travel area and it is expected that any additional impacts from the proposed Jamboree would not add appreciably to existing impacts affecting the functioning condition of the riparian or floodplain zones. It would not be expected that the proposed alternative would have a measurable effect on the water quality, including increased sediments or hydrocarbons, in any major drainage in the proposed areas.

**ISSUE: Quality of pre-ride education**

Permittee will provide user education in the areas of resource protection, safety, user ethics, land-use regulations, environmental concerns, etc.

The Tri-State OHV Club will adhere to the following as part of their plan of operations:

IV. Trail Rules/Land Ethics – For All Participants:

No stopping without the groups except in case of emergency.

No passing on narrow trail.

Speed limit as prudent and proper with an overall 30 MPH speed limit unless posted. Speed limits on route segments with potential user conflicts or sensitive resources will be lower in accordance with instruction from BLM's Authorized Officer

Each guide and participant must wait at each intersection and junction until the person directly behind them is close enough to easily observe the direction of group travel.

No cross-country travel will be allowed except in areas where permitted (i.e. Hurricane Sand Dunes, I-15 and Return Washes).

Participants must all obey laws relating to vehicle registration, helmets, flags, traffic rules, etc.

No parking outside designated parking areas. No parking on vegetation areas.

No littering.

No harassment of wildlife or cattle. Reduce speed near wildlife or cattle.

Gates will be left as they are found.

To counter potential weed infestation, the Club would instruct participants to arrive with "clean" machines to avoid noxious, invasive and non-native weed importation.

Stipulation 6 for the permit states: permittee is responsible for knowing the location of special management areas, such as Areas of Critical Environmental Concern (ACECs), designated wilderness areas, and wilderness study areas as well as the use restrictions that apply, and complying with those use restrictions.

**ISSUE: Impacts to dwarf bearclaw poppy in the Red Bluffs ACEC.**

Impacts to dwarf bearclaw poppy would be avoided by keeping the Jamboree participants on existing roads.

**ISSUE: Basis for 30 vehicles for each ride.**

This was based on the BLM studying the proposed staging areas and the stopping/view points which indicated the maximum carrying capacity was 30 vehicles plus guides. In addition, staff who was familiar with this type of event considered the maximum span of control to be one guide per ten vehicles, so with each ride having three guides, the maximum number should be 30 vehicles.

**ISSUE: Conflict with other recreation users.**

Stipulation 5 for the permit states: Unless expressly stated, the SRP does not create an exclusive right of use of an area by the permittee. The permittee shall not interfere with other valid uses of the Federal land by other users.

In addition, for the request time frame for the Jamboree, there are no other BLM permitted event scheduled.

There are many uses that co-exist in all the proposed areas for the Jamboree. There are many varied recreation uses that currently exist in these areas including similar activities as those that would occur during the Jamboree, i.e. ATV or four-wheeler touring. The potential conflicts would include a temporary negative effect to non-motorized activities such as hiking, mountain biking, or equestrian use. The potential impacts are constrained by the limited number of routes that would be used during the Jamboree, the requirement to travel only on existing roads and trails, the daily limits on the number of Jamboree participants that would be using the routes, and the short, three-day, duration of the Jamboree. These impacts would be limited to a short and intermittent duration during the three days of the Jamboree. Any particular point along a Jamboree route would be affected for 20 minutes or less by Jamboree travel and up to two times each of the three days. Contacts with other recreating public would be brief and transitory. Jamboree participants would be instructed to be courteous to other uses that may be encountered as contained in the Jamboree stipulations as shown in Appendix B.

**ISSUE: Specific proposed routes**

Broad Hollow-Goat Springs Trail segment:

This trail segment has existed since the 1970s or earlier and is used extensively by BLM and other officials for access to and from the Broad Hollow area. It is currently open to motorized use and serves a variety of legitimate purposes. The trail is rough in its western end, but is considered suitable for intermediate ATV riders. The permit requires that Jamboree participants stay on existing routes and avoid "off-trail travel.

Two Trail Segments in the Beaver Dam Mountains:

Review of aerial photos shows that both routes have existed since the 1960s or 1970s and are related to mining development in the area, not to OHV pressure. The routes receive limited use, but are ideally suited for OHV travel in the area north of Castle Cliffs. Both are open to motorized travel under current travel designations.

Three Segments in the Curly Hollow area:

These segments were not created by OHV pressure, but as a result of construction and maintenance of the Cottonwood Springs Wash pipeline by BLM in 1971 and the construction and

maintenance of a power line several years thereafter. These roads provide administrative access for BLM and livestock operators. The trails are currently open to motorized use and are proposed for an OHV designation linking to OHV routes proposed in the adjacent Santa Clara River Reserve.

## 5.4 LIST OF PREPARERS

**Table 5.4 List of Preparers**

### 5.4.1 BLM Reviewers and Preparers:

<b>Name</b>	<b>Title</b>	<b>Resources Assigned</b>
Ken Beckstrom	Rangeland Resource Specialist	Livestock/Grazing
Gloria Benson	Native American Coordinator	BLM/Native American Coordination
Tom Folks	Wilderness/Archeology/Recreation	Recreation, Wilderness, Cultural
Laurie Ford	Lands and Geological Sciences	Lands, Realty
Larry Gearhart	Outdoor Recreation Planner	Recreation Resources, Wilderness
Michael Herder	Wildlife Biologist	Wildlife, Special Status Species
John Herron	Archeologist	Cultural Resources
Lee Hughes	Ecologist	Threatened and Endangered Plants
John Logsdon	Ranger, LEO	Law Enforcement
Marisa Monger	Geographical Information Specialist	GIS
Linda Price	Rangeland Resource Specialist	Range Lands Standards and Guidelines
Curtis Racker	Ranger, LEO	Law Enforcement
Robert Sandberg	Rangeland Resource Specialist	Livestock Grazing
Robert Smith	Soils Scientist	Soils, Air, Watershed
Richard Spotts	NEPA Coordinator	NEPA
Roger Taylor	Arizona Strip District Office Manager	Manager
Ron Wadsworth	Supervisory Ranger, LEO	Law Enforcement
L.D. Walker	Weed Coordinator	Weed Control
Ray Klein	Supervisory Ranger, LEO, USPS	Law Enforcement
Paul Krumland	Ranger, LEO, USPS	Law Enforcement
Kathy Abbot	Realty Specialist	Lands, Realty
Jim Crisp	St. George Field Office Manager	Manager
Cimarron Chacon	Landscape Architect	Recreation Resources. Visual

		Resources
Dave Corry	Natural Resource Specialist	Water Resources, Livestock Grazing
Robert Douglas	Wildlife Biologist	Wildlife Resources, Special Status Species
Dawna Ferris-Rowley	St. George Field Office Assistant Manager	Heritage Resource, NEPA Compliance,
Mark Harris	BLM Ranger, LEO	Law Enforcement
R.J. Hughes	Outdoor Recreation Planner	Recreation Resources, Wilderness
Lim Leany	Rangeland Resource Specialist	Livestock Grazing
Geralyn McEwen	Archeology Technician	Cultural Resources
Rex Smart	Kanab Field Office Manager	Manager
Lorraine Christian	Assistant Kanab Field Office Manager	NEPA compliance
Mike Salamacha	Wilderness Ranger	Wilderness
Tom Christensen	Outdoor Recreation Planner	Recreation, Wilderness
Lisa Church	Wildlife Biologist	Wildlife, Habitat

#### 5.4.2 Other Preparers:

Name	Title	Resources Assigned
Dale Grange	Volunteer	EA Draft Preparation
Steve Uhles	Consultant	EA Draft Review
Mike Noel	Consultant	Draft Review
JayVar Campbell	GIS	Map Preparation

## 6.0 REFERENCES, GLOSSARY AND ACRONYMS

### 6.1 References Cited or Consulted:

Bureau of Land Management, March 1999, St. George Field Office Record of Decision and Resource Management Plan.

Bureau of Land Management, 1992, Shivwits Resource Area Implementation Plan for the Arizona Strip District Approved Resource Management Plan.

Bureau of Land Management, 1981, Vermillion Management Framework Plan

Bureau of Land Management, Utah Statewide Wilderness Study Report Volume IIA-Summary Analysis of Study Area Recommendations.

Bureau of Land Management, 2001, National Management Strategy for Motorized Off-Highway Vehicle Use on Public Lands.

Bureau of Land Management, Arizona Strip Field Office, 2003, Draft Environmental Assessment for Rhino Rally Motorcycle Event.

Bureau of Land Management, St. George Field Office, 2003, Environmental Assessment for Fe. Pearce Ridge Trail Designation (UT-100-3-EA-04)

Bureau of Land Management, Kanab Field Office, 2004, Environmental Assessment for UT/AZ ATV Club Fun Run (UT-110-04-026)

Bureau of Land Management, San Juan Field Office, 2003, FS/BLM San Juan AVE Safari OHV Event Environmental Assessment (UT-090-03-013)

Bureau of Land Management Handbook H-1790-1, 1988, National Environmental Policy Act Handbook.

City Of Hurricane, Utah Web Site

Kane County General Plan, June 1998

U.S. Census Bureau Website

Washington County, Utah Web Site

## **6.2 Glossary of Terms:**

ATV and OHV- Generally, ATVs and OHVs refer to recreational vehicles having three or four low pressure tires, a width less than 50 inches, and a weight less than 800 lb., having a seat that is designed to be straddled, and designed for or capable of travel over unimproved terrain. For the purposes of this EA both terms are used interchangeably and generally refer to the more generic term "four-wheeler", but not to include larger vehicles such as Jeeps, trucks, or SUVs.

Jamboree- The term used to describe the gathering together into an organized event of like-minded individuals who will participate in activities including guided trail rides.

## **6.3 List of Acronyms Used in the EA:**

ACEC	Area of Critical Environmental Concern
APE	Area of Potential Effects
ATV	All Terrain Vehicle
BLM	Bureau of Land Management
CFR	Code of Federal Regulations
DR	Decision Record
DWMA	Desert Wildlife Management Area

EA	Environmental Assessment
EIS	Environmental Impact Statement
FLPMA	Federal Land Policy and Management Act, 1976
FONSI	Finding of No Significant Impact
NEPA	National Environmental Policy Act
NMSMOHVU Lands 2001	National Management Strategy for Motorized Off-Highway Vehicle Use on Public Lands 2001
NRHP	National Register of Historic Places
OHV	Off Highway Vehicle
RMP	Resource Management Plan
SHPO	State Historic Preservation Officer
SRP	Special Recreation Permit
USFWS	United States Fish and Wildlife Service
WSA	Wilderness Study Area

#### **APPENDIX A : Maps of Proposed Routes**

- Map 1. Gunlock/Square Top Mountain Area.
- Map 2. Castle Cliff Area.
- Map 3. Curly Hollow Area.
- Map 4. Sand Mountain Area.
- Map 5. Hurricane Cliffs Area.
- Map 6. Little Creek Mountain Area.
- Map 7. Gooseberry Mesa Area.
- Map 8. Elephant Butte Area.
- Map 9. Seegmiller Mountain/Black Rock Canyon Area.

#### **APPENDIX B: Stipulations:**

The following information lists stipulations and requirements that will apply to the proposed Jamboree.

**The Tri-State OHV Club will adhere to the following as part of their plan of operations:**

I. Human Waste/Litter:

Two (2) porta potties will be placed at each remote parking/staging area where Jamboree rides originate.

Individual waste bags will be made available to Jamboree participants.

No toilet tissue or trash will be left at any location along each ride.

All refuse will be packed out – you pack it in, you pack it out.

All waste bags and refuse will be packed out and placed in approved containers at the conclusion of the ride each day.

II. Medical/Emergency:

A First Aid kit will be carried by the rear sweeper on each loop.

A club member with basic trail First Aid skills will be on each loop.

A club member on each loop will carry a cell phone and a GPS.

The ride leader and rear sweeper on each loop will carry FSR radios.

A map of the entire loop area will be carried by a guide on each loop.

Local authorities including the Washington, Kane, and Mohave County Sheriff's Office will be notified of the dates of the Jamboree.

A club guide will carry a basic tool kit and tire repair kit on each loop.

There will be three (3) club guides on each loop - except if there are less than 12 participants (vehicles) - there will be two (2) club guides.

At junctions where Jamboree routes cross major roads or highways, participants will come to a stop before proceeding and obey traffic rules.

III. Group Size Limits:

Each loop will be limited to two groups per day.

Each group will be limited to 30 participants (vehicles) not including club guides (Maximum of three guides per group).

Special attention will be given to groups consisting of primarily novice riders to make group sizes smaller where possible and/or having additional guides.

The Jamboree will be limited to a maximum of 300 participants (vehicles) not including club guides for the purposes of the SRP (Maximum of three guides per group).

#### IV. Trail Rules/Land Ethics – For All Participants:

No stopping without the groups except in case of emergency.

No passing on narrow trail.

Speed limit as prudent and proper with an overall 30 MPH speed limit unless posted. Speed limits on route segments with potential user conflicts or sensitive resources will be lower in accordance with instruction from BLM's Authorized Officer

Each guide and participant must wait at each intersection and junction until the person directly behind them is close enough to easily observe the direction of group travel.

No cross-country travel will be allowed except in areas where permitted (i.e. Hurricane Sand Dunes, I-15 and Return Washes).

Participants must all obey laws relating to vehicle registration, helmets, flags, traffic rules, etc.

No parking outside designated parking areas. No parking on vegetation areas.

No littering.

No harassment of wildlife or cattle. Reduce speed near wildlife or cattle.

Gates will be left as they are found.

To counter potential weed infestation, the Club would instruct participants to arrive with "clean" machines to avoid noxious, invasive and non-native weed importation.

#### V. Contingency Plan for Muddy Roads:

The weather will be monitored by the BLM for precipitation in the Jamboree ride areas within five (5) days prior to the Jamboree. If significant amounts of precipitation are suspected to have occurred, the area will be inspected for conditions that would result in rider safety and/or resource damage. If BLM determines that unsafe conditions exist to riders or that there would likely be substantial impacts to resources, the route would be adjusted to avoid these areas or the route would be abandoned.

#### VI. Tri-State OHV Club Guide Checklist:

A Club guide will carry the following with each guided Jamboree group:

One (1) cell phone with group.

One (1) First Aid kit (with rear sweeper).

Two (2) FSR radios (with front guide and rear sweeper).

One (1) map of the entire ride.

One (1) GPS.

Tool kit with basic tools.

Tire repair kit.

Extra water.

Individual human waste bags.

List of emergency phone numbers (sheriff office, ambulance, event headquarters, etc.)

List of emergency or communication procedures developed by Jamboree committee.

Copy of approved Special Recreation Permit (SRP) including Club Plan of Operations, and BLM regulatory stipulations for the Jamboree.

VII. BLM Stipulations Applicable for the Jamboree:

1. Any filming/photography of permitted activities, which takes place with the express intent to sell the product back to the guided client(s) as souvenirs or training videos, etc. would be subject to permittee being required to obtain a vending and filming permit.
2. The permittee shall comply with all Federal, State, and local laws, ordinances, regulations, orders, postings, or written requirements applicable to the area or operations covered by the Special Recreation Permit (SRP). The permittee shall make every reasonable effort to ensure compliance with these requirements by all agents of the permittee and by all clients, customers, participants, or spectators under the permittee's supervision.
3. The SRP does not give permission to cross over or use any private lands during the event. The permittee will be fully responsible for all trespass on and/or damage to private land which results from the conduct of the event.
4. A Special Recreation Permit authorizes special uses of the public lands and related public waters, and should circumstances warrant, the permit may be modified by the BLM at any time, including the amount of use. The authorized officer may suspend or terminate a SRP if necessary to protect public resources, health, safety, the environment, or conviction of violating federal or state statutes relating to the resources on public land (cultural, wildlife laws, etc.) or noncompliance with permit stipulations. (Actions by the BLM to suspend or terminate a SRP can be appealed (43 CFR Part 4). A notice of appeal must be filed with the officer who made the decision within thirty days of the date of the date of publication or date of service [4.441(a)]. No extension of time will be granted for filing the notice of appeal [4.41(c)].
5. Unless expressly stated, the SRP does not create an exclusive right of use of an area by the permittee. The permittee shall not interfere with other valid uses of the Federal land by other users. The United States reserves the right to use any part of the area for any purpose.
6. Permittee is responsible for knowing the location of special management areas, such as Areas of Critical Environmental Concern (ACECs), designated wilderness areas, and wilderness study areas as well as the use restrictions that apply, and complying with those use restrictions.
7. The permittee must assume responsibility for inspecting the permitted area for any existing or new hazardous conditions, e.g., trail and route conditions, land slides, avalanches, rocks, changing water or weather conditions, falling limbs or trees, submerged objects, hazardous wildlife, or other hazards that present risks for which the permittee is responsible.

8. When contacted by law enforcement personnel, the permittee and their agents shall identify themselves as SRP holders or agents operating under a permit.
9. The authorized officer, or other duly authorized representative of the BLM, may examine any of the records or other documents related to the permit, the permittee or the permittee's operator, employee, or agent for up to 3 years after the expiration of the permit.
10. The permittee must submit a Post-Use Report to the authorized officer within 30 days after the use season. This report will be used to determine if additional fees are required of the permittee based upon total permitted use.
11. The permittee must submit a Post Use Report to the Authorized Officer for every year the permit is in effect. If the post use report is not received by the established deadline, the permit will be suspended and/or fines assessed.
12. The applicant/permittee is required to provide the Authorized Officer with a copy of a valid insurance policy or proof thereof covering the periods of use prior to being issued a SRP authorizing any use. The U.S. Government and the permittee must be named as additional insured on the policy. Permittee must keep insurance in effect; during any period when the insurance is not in effect or cancelled, the SRP is suspended.
13. Collection of prehistoric or historic artifacts is prohibited on Federal Lands and is prosecutable under the Archaeological Resources Protection Act. Historic artifacts are those more than 100 years old. Disturbance, defacement, or excavation of prehistoric and historic sites is also prohibited. Disturbance of native American human remains is a violation of the Native American Graves Protection and Repatriation Act.
14. Any sub-surface archaeological, historical, or paleontological remains discovered during use shall be left intact; all work in the area shall stop immediately and the Area Manager shall be notified immediately. Recommencement of work shall be allowed upon clearance by the Area manager in consultation with the Archaeologist. (Standard Archeological Stipulation #1 Arizona Strip F.O.)
15. An additional archaeological survey shall be required in the event the proposed project location is changed, or additional surface disturbing activities are added to the project after the initial survey. Any such survey would have to be completed prior to commencement of the project. (Standard Archeological Stipulation #2 Arizona Strip F.O.)
16. Harassment of livestock, wildlife or destruction of private and public improvements such as fences and gates is prohibited. Gates will be left open or closed, as they are found.
17. The permittee will practice proper precautions for preventing noxious weed spread. Therefore all machinery (street legal motorized vehicles, non-street legal all terrain vehicles, dirt bikes, etc.) that has been used outside the permit area must be cleaned prior to use in the permit area in order to prevent the possible introduction and spread of noxious weeds.
18. All motor vehicle use will comply with applicable off-highway vehicle regulations.
19. The permittee is at all times responsible for the actions of himself, his employees, and guests in connection with the authorized operations, and shall not cause a public disturbance or engage in activities which create a hazard or nuisance.
20. Permittee shall not construct new trails, or maintain existing trails without written authorization.
21. Stakes, flagging materials, equipment or temporary facilities, if any, and all other event-related materials must be removed within two weeks after the event.
22. Permittee will provide to BLM a plan prior to the event that deals with sanitation and disposal of human waste specific to each ride.
23. The maximum number of participants (vehicles) not including guides, authorized for this event would be three hundred (300) on Public Lands.

24. Maximum group size would be thirty (30) participants (vehicles) not including guides. In addition, a maximum of two (2) groups per route per day would be authorized.
25. The permittee must present or display a copy of the Special Recreation Permit to an authorized officer's representative, or law enforcement personnel upon request and the permittee must also display a copy of the permit or other identification tag on equipment, especially full sized vehicles and ATVs, used during the period of authorized use. The permittee and his/her agents must have with them a copy of the permit, including their plan of operations and stipulations, when in the field and doing business or conducting the operations related to this permit.
26. The permittee shall notify the authorized officer of any accident which occurs while involved in activities authorized by this permit which results in : death, personal injury requiring hospitalization or emergency evacuation, or in property damage greater than \$2,500. Reports must be submitted to BLM within 48 hours in the case of death or injury, and within 10days in accidents involving property damage. (Phone 435-688-3254 or @ BLM Arizona Strip Field Office Attn: Chief Ranger Ron Wadsworth, 345 E. Riverside Drive, St. George, Utah 84790)
27. To the extent such routes are authorized by BL, the following reduced speed limits shall be required:

Gooseberry Mesa White Trail: 15 mph

Beaver Dam Slope ACEC within designated Mojave Desert Tortoise  
Critical Habitat: 20 mph

Grafton Cemetery: 10 mph

28. At the request of the Grafton Heritage Partnership and the affected private landowners of Grafton townsite, Jamboree participants will park their ATVs on the loop on the immediate west side of the cemetery and not drive on the private roads that access the historic homes. Participants may walk to the homes from the cemetery area.
29. Refueling and non-emergency servicing of vehicles will be restricted to staging areas. It is prohibited to dispose of fuel, oil or similar substances on the ground or in drainages. If prohibited disposal occurs the permittee will be responsible for removing all contaminated soil to the satisfaction of the Authorized Officer. The permittee will provide an adequate supply of containers for any waste or excess petroleum products to store and remove the excess products. Permittee will collect any un-claimed fuel from gas stops in fuel safe containers to assure they will be disposed of properly. The permittee will provide for the removal of those containers and any contaminated soil from Public Lands to a certified waste disposal facility.”



United States Department of the Interior  
Bureau of Land Management

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**Environmental Assessment: UT (AZ) 100-2005-001**  
**Special Recreation Permit: UT (AZ) 100-2004-006R**

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## **Finding of No Significant Impact and Decision Record**

Project Title: Tri-State ATV Jamboree Event EA.

*Location: Arizona Strip/St. George/Kanab Field Offices*

*Applicant/Address: Tri-State ATV Jamboree*  
*Dale Grange*  
*224 S 1515 W*  
*Hurricane, Utah 84737*

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U.S. Department of the Interior  
Bureau of Land Management  
Arizona Strip/St. George Field Offices  
St. George, Utah  
Phone: (435) 688-3200  
FAX: (435) 688-3258

# **Arizona Strip/St. George/Kanab Field Offices**

## **Finding of No Significant Impact/Decision Record Determination**

### **INTRODUCTION:**

The Bureau of Land Management (BLM), through its Arizona Strip, Kanab and St. George Field Offices, has conducted an environmental analysis (EA No. UT(AZ) 100-2005-001) to evaluate a request to issue a Special Recreation Use Permit to Tri-State ATV Club (Club) to conduct an ATV jamboree and associated events. The Tri-State ATV Jamboree would take place on public lands in Mojave County, Arizona and Washington and Kane Counties, Utah. The proposed activity was approved in 2004 and authorized by issuing a Special Recreation Permit per CFR 8372 and 2930.

The EA considered two alternatives: The Proposed Action and the No Action Alternative. The Proposed Action Alternative is the preferred Alternative for this action.

### **PLAN CONFORMANCE AND CONSISTENCY:**

The proposed action and no action alternatives have been reviewed and found to be in conformance with one or more of the following BLM plans and associated Records of Decision:

The Arizona Strip District Resource Management Plan (RMP), January 1992, states that recreation permits will be issued to the extent that their cumulative impacts are consistent with the overall objectives of the RMP and in the public interest as determined through the NEPA process (RR02):

RR-02: Evaluate requests for additional recreation permits through the National Environmental Policy Act process and for their consistency with management goals and objectives and process on a case-by-case basis.

This proposal addresses the need to accommodate motorized OHV recreational use of Bureau of Land Management (BLM) administered public lands in Kane County, and Washington County, Utah and Mohave County, Arizona; while protecting sensitive natural and cultural resources. This would be accomplished by continuing to implement decision (OH02) in the Shivwitts Resource Area Implementation Plan for the Approved 1992 Arizona Strip Resource Management Plan.

This event is also considered in the St. George Field Office Resource Management Plan and Record of Decision (March 1999) under section OV-09: "BLM will continue to work with OHV sponsors and organizations to authorize competitive events, commercial touring, and organized rides on a case-by-case basis subject to site specific analysis. Limited administrative capabilities in BLM and the need to provide for critical resource protection and site rehabilitation will restrict the number of large competitive events (up to 300 participants) authorized on public lands. Collaboration with adjacent BLM units on the Arizona Strip will be encouraged to allow joint management or sponsorship of such events, increase options for alternative route selection, and provide for yearly rotation of established routes for large events to promote rehabilitation and reduce long-term cumulative impacts. Limitations on the number of participants and spectators to all competitive events will be applied where warranted based on design of the competition site capabilities."

The proposed action is in conformance with the Vermillion Management Framework Plan, approved April 22, 1981. This proposed action is not specifically identified in the Vermillion Management Framework Plan, but is consistent with the terms, conditions, and decisions of the approved plan. The proposed action would not conflict with other decisions throughout the plan, and is therefore in conformance with the Vermillion Management Framework Plan.

The Proposed Action is in conformance with management decisions addressing recreation uses, including motorized vehicle uses from the applicable BLM land use plans.

Reasonable Range of Alternatives: BLM analyzed the proposed action and no action alternatives. BLM believes this comparison provides an adequate framework to address resource and use issues. A large number of alternative routes and loops were analyzed during the early scoping and discussions with the proponent and were dismissed because of anticipated impacts to critical resources or land uses. These alternatives were not carried forward for detailed analysis but are documented in the EA.

### **FINDING OF NO SIGNIFICANT IMPACT DETERMINATION:**

Based upon a review of the EA and the supporting documents, we have determined that the project is not a major federal action and will not significantly affect the quality of the human environment, individually or cumulatively with other actions in the general area. No environmental effects meet the definition of significance in context or intensity as defined in 40 CFR 1508.27 and do not exceed those effects described in the Proposed Arizona Strip District and Final RMP/FEIS (1990), the St. George Field Office Proposed RMP/FEIS (1998) and Vermillion Management Framework Plan, approved April 22, 1981. Therefore, an environmental impact statement is not needed. This finding is based on the context and intensity of the project as described:

#### **Context:**

The project is a site-specific action directly involving the use of approximately 435 miles of routes on BLM administered land that by itself does not have international, national, regional, or state-wide importance. These routes are existing roads, trails and designated open play areas currently open to motorized transportation.

#### **Intensity:**

The following discussion is organized around the Ten Significance Criteria described in 40 CFR 1508.27 and incorporated into BLM's Critical Elements of the Human Environment list (H-1790-1), and supplemental Instruction Memorandum, Acts, regulations and Executive Orders. The following have been considered in evaluating intensity for this proposal:

#### **1. Impacts may be both beneficial and adverse:**

None of the environmental effects discussed in detail in the EA are considered significant, nor do the effects exceed those described in the Proposed Arizona Strip District and Final RMP/FEIS (1990), and the St. George Field Office Proposed RMP/FEIS (1998).

The need for the action would be to satisfy public demands for this type of motorized OHV event, which must rely on the public lands in order to get a sufficiently large geographical area of lands for use. Because of the increased population growth and urbanization in the St. George Basin,

demands for use areas have increased beyond the available local supply and are reaching farther and farther onto public lands.

This proposal would provide for a legitimate recreation use of public lands, through granting of a long term SRP to the Club to sponsor the annual Tri-State ATV Jamboree and satisfy public demands for this type of motorized OHV event.

While motorized OHV use is a legally authorized recreation activity on many acres of public lands, certain settings are inappropriate for such activities, due to administrative or congressional special designations; unacceptable impacts on sensitive resources or values; or effects on other recreational users.

Adverse effects of the Preferred Alternative would include temporary minor or insubstantial impacts to air quality, soils, vegetation, wildlife, transportation routes, noise, and other recreation users, and permanent minor or insubstantial impacts to wash bottoms, vegetation, wildlife, land use, heritage resources, and other values.

## **2. The degree to which the selected alternative will affect public health or safety:**

The mitigating measures listed below provide for the care and service of injured riders in the event, notification of local law enforcement agencies, providing for sanitation facilities and removal of waste generated by participants and spectators, and provisions for notifying the public of upcoming event:

A First Aid kit will be carried by the rear sweeper on each loop.

A club member with basic trail First Aid skills will be on each loop.

A club member on each loop will carry a cell phone and a GPS.

The ride leader and rear sweeper on each loop will carry FSR radios.

A map of the entire loop area will be carried by a guide on each loop.

Local authorities including the Washington, Kane, and Mohave County Sheriff's Office will be notified of the dates of the Jamboree.

A club guide will carry a basic tool kit and tire repair kit on each loop.

There will be three (3) club guides on each loop - except if there are less than 12 participants (vehicles) - there will be two (2) club guides.

At junctions where Jamboree routes cross major roads or highways, participants will come to a stop before proceeding and obey traffic rules.

Two (2) porta potties will be placed at each remote parking/staging area where Jamboree rides originate.

Individual waste bags will be made available to Jamboree participants.

No toilet tissue or trash will be left at any location along each ride.

All refuse will be packed out – you pack it in, you pack it out.

All waste bags and refuse will be packed out and placed in approved containers at the conclusion of the ride each day.

Refueling and non-emergency servicing of vehicles will be restricted to staging areas. It is prohibited to dispose of fuel, oil or similar substances on the ground or in drainages. If prohibited disposal occurs the permittee will be responsible for removing all contaminated soil to the satisfaction of the Authorized Officer. The permittee will provide an adequate supply of containers for any waste or excess petroleum products to store and remove the excess products. Permittee will collect any un-claimed fuel from gas stops in fuel safe containers to assure they will be disposed of properly. The permittee will provide for the removal of those containers and any contaminated soil from Public Lands to a certified waste disposal facility.”

Public comments raised the issue of potential impacts to air quality, as a consequence of authorization of the ATV Jamboree. The comments focused on potential increases in particulates, in the form of dust from vehicle travel on unpaved roads and trails, and on potential increases in carbon monoxide levels from vehicle engine emissions. A number of comments questioned why no detailed analysis of impacts to air quality was provided in the EA.

The proposed project area for the ATV Jamboree is within a Class II Attainment Area for air quality. Under the U.S. Environmental Protection Agency and Utah Department of Environmental Quality regulations, Class II Attainment Areas are allowed limited amounts of new emissions for the six “criteria pollutants”: carbon monoxide, lead, nitrogen oxides, ozone, particulates with a diameter exceeding 10 or 2.5 microns, and sulfur dioxides. BLM evaluated the proposed activity with regard to new emissions for the “criteria pollutants” and concluded that the proposed activities would not exceed the Class II Attainment Area standards. Nor would it exceed the standards for the Class I Attainment Area of Zion National Park, near but not within the proposed zone of routes for this activity. There are no Non-Attainment Areas within or near the project area: Las Vegas, Nevada, 150 mile to the south, is the closest Non-Attainment Area for air quality.

**3. Unique characteristics of the geographic area such as proximity to historic or cultural resources, park lands, prime farm lands, wetlands, wilderness, wild and scenic rivers, or ecologically critical areas:**

There are no park lands, farmlands, wetlands, designated wilderness, or wild and scenic rivers, on lands proposed for these events.

Areas of Critical Environmental Concern (ACECs): Several comments were received related to potential impacts on ACECs that have been designated by BLM in Washington County and in Arizona, through the approved land use plans. The comments noted the high number of ACECs that have been designated in this region and speculated that direct or indirect impacts on the special values for which the ACECs were designated would result if the ATV Jamboree were to be permitted. Some commentors stated that BLM had not adequately addressed such impacts in the EA and noted the special values of the ACECs included habitat and populations of federal and/or state-listed native plants, like the Siler cactus and dwarf bear-paw poppy, federal and/or state-listed wildlife, including the bald eagle and Mojave Desert tortoise; significant archeological resources; and riparian areas.

A number of issues were raised questioning the adequacy of the EA in addressing effects on Wilderness Study Areas, wilderness characteristics, and citizen proposed wilderness areas. The proposed action is limited to existing routes that are open to and, in fact, receive public ATV use. While organized rides twice a day for three days each year may pose somewhat greater disturbance than occasional, un-organized ATV uses, these effects (noise, dust, etc.) would still be generally minor, short-term, and limited to a zone of varying width (depending on topography and vegetative screening) on both sides of the route. BLM acknowledges that some users

recreating in one of these areas may be temporarily disturbed, annoyed, or offended by the passage of ATVs on a bordering or nearby open route. This level of concern would also likely be elevated for an organized ride with up to 33 ATVs in one pass. However, absent unusual sensitivity, this transitory effect should not substantially harm the user's overall enjoyment of the area on that day, nor remove general opportunities for solitude and primitive, unconfined recreation in the adjacent areas. Moreover, these transitory effects would not cause any permanent change in the character of these areas nor preclude their consideration during planning or legislative processes.

In addition, BLM evaluates RMP conformance of the proposed action based on current management decisions. BLM cannot impose a higher or different level of protection for lands with wilderness characteristics or for citizen proposed wilderness areas unless and until such protection is provided in a management decision in a new or revised RMP. For example, BLM Instruction Memorandum No. 2003-275 – Change 1, states in the second paragraph on page 7 that “The fact that the BLM is considering alternative management goals for the affected lands in a pending land use plan revision or amendment . . . does not change the management or use of those lands during the interim.”

Therefore, BLM finds that the analysis of these areas was adequate in the EA. BLM also finds that a better or more productive venue for public expression of these concerns is during RMP amendment or revision processes because these future decisions will determine which routes remain available for motorized uses and which areas may receive higher or different levels of protection.

BLM has clearly recognized the wealth of special natural and cultural values on public lands that require special management attention in Washington County and on the Arizona Strip, through the designation of ACECs in the approved RMPs. The proposed action would traverse a number of these ACECs. However, through the analysis in the EA, BLM did not find that the proposed ATV Jamboree would adversely impact any of the special values (the “relevance and importance criteria”) of these ACECs, if conducted as described in the proposal and under the terms and conditions of the SRP.

The approved RMPs for the St. George, Kanab, and Arizona Field Offices contain management decisions specific to each ACEC that were developed by interdisciplinary teams of resource professionals to protect the special values of these areas. The proposed ATV Jamboree would be consistent with all of the management decisions and prescriptions identified for the ACECs, including those that limit motorized vehicle travel, including ATVs, to designated road and trails or existing roads and trails.

The Little Creek Mountain ACEC was established to protect the extensive archeological resources that exist in the area. Provisions are contained in the St. George Field Office RMP to adequately deal with the potential impacts associated with the Jamboree: “AC-07 e) Motorized travel will be limited to existing roads and trails to lessen impacts to the extensive cultural resources throughout the area... [and] i) Special recreation permits may be issued where site-specific analysis determines that the authorized activity will not adversely affect the values for which the ACEC was designated.” The historic and cultural resources of the area have been considered and potential impacts mitigated in the design of the proposed alternative through avoidance of those lands known to contain cultural resources. None of these resources would be significantly impacted because of the nature of the selected routes which consist of existing roads and any cultural resources that might have been there have been removed or already impacted by the development of the roads. The permittee's use of these roads would not cause any further impacts.

A designated trail, constructed specifically for OHV travel and called the Fort Pearce Ridge Trail, would be used for the Tri-State ATV Jamboree. This trail prevents OHV access and travel in the

riparian zone of Fort Pearce Wash and does not traverse habitat for any federally listed threatened or endangered plants or animals.

The Little Black Mountain ACEC has a protective fence constructed to provide protection to the cultural values known to be located at this area and is a designated public use site.

The Fort Pierce ACEC in Arizona contains a wash, known locally as I-15, because of its wide and open nature. It is a broad, gravel-filled drainage that flows only intermittently or during flooding conditions. The wash is used as access for many public land uses and has been used many times as a route for the local competitive Rhino Rally Motorcycle Race. This route is one proposed for use as part of the proposed permit. No impacts are anticipated to the silver cholla or other resource values from the proposed use of this I-15 Wash.

The Red Bluff ACEC was established to protect the endangered bear-claw poppy and also highly erodible soils that are at risk from extensive off-road travel. Significant populations of the poppy have been fenced to prevent impacts from motorized vehicles. The impacts that must be avoided, therefore, would be trampling the endangered bear-claw poppy or creating new routes in soils highly susceptible to erosion outside of fenced areas. These impacts would be avoided by keeping the Jamboree participants on existing roads as shown on map 3.

Short-term direct and indirect impacts were disclosed and analyzed in the EA for each ACEC. Consultations under section 7 of the Endangered Species Act, as amended, were conducted with the U.S. Fish and Wildlife Service (Service), with an overall project finding of "Likely to Affect, But Not Likely to Adversely Affect" federally listed species, including bald eagle, California condors, the Mojave Desert tortoise, and native plants. The Service also concluded that no designated critical habitat would be lost or adversely modified as a result of project approval, since the proposed activity would occur on existing roads, trails, and previously disturbed areas.

Based on the analysis, BLM reached a finding that none of these impacts identified in the EA comprised a significant adverse effect on the relevance or importance criteria for which the ACECs were designated.

#### **4. The degree to which the effects on the quality of the human environment are likely to be highly controversial:**

The nature of the Preferred Alternative is controversial. The BLM is required to ensure the lands they manage are preserved and conserved for future generations, and to manage these lands to protect soils, wildlife, water quality, native vegetation, air quality, heritage resources and other resources. As urban growth encroaches on wild lands the urban – wild land interface is impacted more and more. Over the last several decades the interface area around the Southern Utah area has increasingly relied on public lands to provide both wild lands and motorized recreational opportunities. The public can be somewhat polarized when it comes to mixing hiking, biking, equestrian activities, and camping with motorized ATV tours, unless they are participating in the event as a participant or spectator.

Public input regarding the Proposed Action has been solicited during a thirty day review period of the draft Environmental Assessment (EA) for the issuing of the Special Recreation Permit (SRP) for the Tri-State ATV Jamboree. A Notice of Availability (NOA) letter was sent out to various members of the public and organizations to inform them about the availability of the EA and SRP. This information was also posted on the Arizona Strip Field Office's official web site on the internet.

Several letters with concerns for possible impacts to the environment were received by our respective offices, numerous letters were received expressing support for the continuation of the Jamboree and requesting that BLM authorize the event by issuing a long term permit to the Club for their proposed event.

Concerns were expressed concerning potential damage to riparian areas. The only riparian area in the proposed action is the Ft. Pearce Wash in the immediate vicinity of Ft. Pearce. The proposed route in this area does not cross the riparian area. It does follow the wash flood plain where the soil is primarily sand and rocks and the vegetation is primarily tamarisk. This route has been designated as a motorized vehicle route through this popular travel area and it is expected that any additional impacts from the proposed Jamboree would not add appreciably to existing impacts affecting the functioning condition of the riparian or floodplain zones. It would not be expected that the proposed alternative would have a measurable effect on the water quality, including increased sediments or hydrocarbons, in any major drainage in the proposed areas.

The issue was raised that the EA did not include adequate information on the condition of each of the routes described in the proposed action alternative. The EA acknowledges that these routes have different characteristics, such as their width, soil substrate, and topography. These differences not only occur among the routes, but on each route as its condition may change along its course. BLM believes that this level of detailed information and analysis was not necessary to conduct an adequate environmental analysis. The relevant question on condition is whether each proposed route has been, continues to be, and remains generally safe and environmentally suitable for ATV use. BLM finds that the route descriptions and maps in the EA were adequate because the proposed action was limited to existing routes on which no significant resource issues were identified.

The issue was raised that there was an inadequate period of time provided between when the public comment period closed on this EA and a decision was anticipated for the proposed 2005 event. BLM agrees that a longer time period would have been desirable, but disagrees that this shortened time period did not allow for full consideration of comments received from tribes, organizations and individuals. This is because BLM staff reviewed public comments as they were received during the comment period. Thus, BLM staff primarily used the days following the close of the comment period to focus on analysis of and response to those comments received. Where necessary, changes were made to the EA, stipulations and routes permitted. In addition, the 30-day waiting period for any appeals before implementation of some BLM decisions does not apply to Special Recreation Permits. According to 43 CFR Section 2931.8(b), "All decisions BLM makes under this part will go into effect immediately and will remain in effect while appeals are pending unless a stay is granted under Section 4.21(b) of this title."

ATV use raises conflicts with some users who resent the impacts associated with inappropriate ATV use. They see unauthorized use of these vehicles going cross country, creating new trails, damaging vegetation, soils, and impacting wildlife habitat, and possibly cultural resources. They also resent the noise and dust plumes created by a host of motorized equipment out on the roads. These users equate the Tri-State ATV Jamboree with the unauthorized and unregulated users who cause damages to the public lands.

Concerns were raised on allowing the event to visit, with their vehicles, the privately owned Grafton town site. BLM stipulations for this permit do not authorize any activity on lands other than Public Lands administered by the Bureau of Land Management, Arizona Strip Field Office, Kanab Field Office and St. George Field Office. Stipulations will require the participants to park on adjacent BLM lands and if they wish to visit Grafton they will be instructed to walk into the area.

Concerns were also expressed relating to possible fuel spills on the proposed routes. Stipulation 29 for the permit states "Refueling and non-emergency servicing of vehicles will be restricted to the staging area. It is prohibited to dispose of fuel, oil or similar substances on the ground or in drainages. If prohibited disposal occurs the permittee will be responsible for removing all contaminated soil to the satisfaction of the Authorized Officer. The permittee will provide an adequate supply of containers for any waste or excess petroleum products to store and remove the excess products. Permittee will collect any un-claimed fuel from gas stops in fuel safe

containers to assure they will be disposed of properly. The permittee will provide for the removal of those containers and any contaminated soil from Public Lands to a certified waste disposal facility.”

BLM authorized a one year SRP for the first Tri-State ATV Jamboree in 2004. Based upon monitoring and observation by BLM Rangers and resource personnel, the event was conducted in an exemplary fashion with few problems and very little impact upon the land. BLM then agreed to consider a long term permit, subject to yearly reviews and where necessary, updates or modifications to the permit. A cap of 300 participants was placed on the event consistent with decisions in applicable RMPs. Routes were confined to existing roads and trails and in areas of minimum potential impacts.

**5. The degree to which the possible effects on the human environment are highly uncertain or involve unique or unknown risks:**

The project is not unique or unusual. The BLM has many years of experience with motorized events in particular. The environmental effects to the human environment are fully analyzed in the EA. There are no predicted effects on the human environment that are considered to be highly uncertain or involve unique or unknown risks.

**6. The degree to which the action may establish a precedent for future actions with significant effects or represents a decision in principle about a future consideration:**

The actions considered in the Preferred Alternative were considered by the interdisciplinary team within the context of past, present, and reasonably foreseeable future actions. Significant cumulative effects are not predicted. A complete analysis of the direct, indirect, and cumulative effects of the preferred alternative and all other alternatives is described in Chapter 4 of the EA.

The Preferred Alternative neither establishes a precedent for future BLM actions with significant effects nor represents a decision in principle about future considerations.

**7. Whether the action is related to other actions with individually insignificant but cumulatively significant impacts – which include connected actions regardless of land ownership:**

The issue was raised that there was inadequate cumulative impacts analysis. Examples were provided of the dramatic growth in both human population and ATV use popularity in the area. Other examples were given of proposed new projects, such as the Southern Corridor. BLM agrees that this growth is occurring and that the cumulative effects are likely to be higher levels of user conflicts and resource impacts in the future. The EA acknowledges this situation. Given BLM's statutory multiple use mandate, BLM evaluates this proposed action as well as others to try to balance uses, minimize conflicts, and avoid or reduce resource impacts wherever possible. The growth pressures make this work increasingly challenging. Therefore, BLM finds that the analysis in the EA is adequate for the purpose of evaluating how this proposed action fits in the overall context of cumulative impacts. For a complete analysis of cumulative effects of all actions occurring on public lands in Washington County, Utah and northern Mojave County, Arizona the reader is referred to the Proposed St. George Field Office RMP/Final EIS (Sept. 1998) and the Arizona Strip RMP (1992).

The interdisciplinary team evaluated the possible actions in context of past, present and reasonably foreseeable actions. Significant cumulative effects are not predicted. Any adverse impacts identified for the preferred alternative, in conjunction with any adverse impacts of other past, present or reasonably foreseeable future actions will result in negligible impacts to natural and cultural resources.

**8. The degree to which the action may adversely affect districts, sites, highways, structures, or other objects listed in or eligible for listing in the National Register of Historic Places or may cause loss or destruction of significant scientific, cultural, or historical resources:**

The project will not adversely affect districts, sites, highways, structures, or other objects listed in or eligible for listing in the National Register of Historic Places, nor will it cause loss or destruction of significant scientific, cultural, or historical resources.

BLM has complied with all federal requirements under FLPMA, section 106 of the NHPA, and the terms of the Programmatic Agreements at the national level and specifically with the Arizona and Utah SHPOs, as they relate to the proposed undertaking. The proposal was evaluated by BLM professional archeologists, an Area of Potential Effects defined, relevant cultural resource databases reviewed, and an assessment of effects to eligible properties made, based on the activities described as the proposed action. As necessary, field inventories were conducted by BLM archeologists to determine whether historic properties could be adversely affected by the proposed action. Consultations with affiliated American Indian Tribes were conducted related to the proposed ATV Jamboree, to identify historic properties of concern to tribes.

Since the proposed ATV Jamboree activities would be authorized to occur only on existing roadways, trails, and dry washes, or in previously disturbed areas, a “No Effect” determination under NHPA was recommended because no historic properties would be adversely affected by this undertaking. The terms of the BLM Programmatic Agreements with the Arizona and Utah SHPOs provide for undertakings to proceed when a “No Effects” determination is warranted, without prior SHPO reviews, when the Secretary of the Interior’s Standard and Guidelines have been followed.

**9. The degree to which the action may adversely affect an endangered or threatened species or its habitat that has been determined to be critical under the Endangered Species Act of 1973, or the degree to which the action may adversely affect: 1) a proposed to be listed endangered or threatened species or its habitat, or 2) a species on BLM’s sensitive species list:**

The primary threatened or endangered plant species of concern relative to the Tri-State ATV Jamboree are the threatened Siler pincushion cactus and the endangered dwarf bear-claw poppy. Routes where riders could come into contact with special status plants have been eliminated from the event. As a result, BLM has determined that the Preferred Alternative would have no affect on Siler pincushion cactus or dwarf bear-claw poppy. No other threatened, endangered, or sensitive plants would be affected in this area because these species are not found along any of the routes proposed for the race course.

BLM previously determined that there would be an increase in siltation in surrounding watersheds following the jamboree, but that this siltation would be un-measurable and would be impossible to distinguish from background levels. The effects determination of not likely to adversely affect Woundfin minnow, Virgin River chub, and Virgin spinedace was made by BLM biologists. The U.S. Fish and Wildlife Service concurred with this determination (AESO/SE 2-21-02-I-270).

No bald eagle or California condor roosts or nests are known to occur along the proposed routes. However, bald eagles or California condors may infrequently use any of the proposed routes on a transient basis for hunting and foraging purposes. Therefore since this use would be expected to be on a transient basis and infrequent, BLM has determined that there would be no adverse affect to bald eagles, California condors. In addition, BLM has determined that there would be no affect to desert tortoise or Mexican spotted owl from implementation of the Preferred Alternative. No other threatened, endangered, or sensitive species would be affected in this area.

**10. Whether the action threatens a violation of a federal, state, local, or tribal law, regulation or policy imposed for the protection of the environment, where non-federal requirements are consistent with federal requirements:**

The project does not violate any known federal, state, local or tribal law or requirement imposed for the protection of the environment.

Environmental Justice Issues: The Kaibab Band of the Paiute Tribe provided written comments that indicated their concerns over potential impacts of mule deer herds and critical/crucial deer range (habitat) that could result from the ATV Jamboree. These comments state that adverse impacts on mule deer herds could comprise an Environmental Justice issue, since the Kaibab Paiute are a low income and minority population that rely on these deer herds for traditional subsistence and economic benefits.

The EA for the ATV Jamboree discloses the potential effects on wildlife species, including big game like mule deer, and their habitats. The analysis concluded that direct mortalities to big game would be unlikely, since the ATV rides would be conducted in small groups traveling at slow speeds during daylight hours on existing roads and trails that are, in some cases, heavily traveled by other motorized vehicles. Wildlife along these routes would already be conditioned to the sights and sounds of motorized vehicles and other human activities, making them less susceptible to flight responses. During pre-ride environmental education sessions, riders and guides would be alerted to be watchful for wildlife (and domestic livestock) on or near the routes and to react appropriately by slowing down to avoid any accidental contacts.

Some temporary indirect effects on big game and other wildlife were also disclosed in the EA. These included the short-term displacement of individuals, who might flee the area at the sight or sounds of ATVs and humans. Since the event would be of short duration, these indirect effects would not likely result in adverse effects to individual mule deer or mule deer herds.

**DECISION:**

It is our decision to authorize issuing a Special Recreation Use Permit {UT (AZ) 100-2004-006R} to the Club for the purpose of conducting its proposed events called the Tri-State ATV Jamboree. This decision is contingent on their fulfilling applicable environmental commitments, including mitigating measures listed as Stipulations in Appendix B of {UT (AZ) 100-05-EA-01}

**Authorities:**

The authority for this decision is contained in the Federal Land Policy Act, the Land and Water Conservation Act, the Sentencing Reform Act, and the Code of Federal Regulations Part 2930 - Permits for Recreation on Public Lands.

**Compliance and Monitoring:**

Potential resource conflicts were resolved through environmental commitments integral to the proposed action and monitoring stipulations these are described in the EA, which is incorporated by reference in the FONSI/DR.

**Terms / Conditions / Stipulations:**

The following stipulations are included for the Proposed Action. In addition to these stipulations the terms included on the Special Recreation Application and Permit (Form 2930-1) will apply. The permit may be modified at any time by the BLM authorized officer including modification of the amount of use. The authorized officer may suspend or terminate a SRP if necessary to

protect public resources, health, safety, the environment, or because of noncompliance with permit stipulations. Actions by the BLM to suspend or terminate a SRP are appealable.

The Tri-State OHV Club will adhere to the following as part of their plan of operations:

#### I. Human Waste/Litter:

Two (2) porta potties will be placed at each remote parking/staging area where Jamboree rides originate.

Individual waste bags will be made available to Jamboree participants.

No toilet tissue or trash will be left at any location along each ride.

All refuse will be packed out – you pack it in, you pack it out.

All waste bags and refuse will be packed out and placed in approved containers at the conclusion of the ride each day.

#### II. Medical/Emergency:

A first Aid kit will be carried by the rear sweeper on each loop.

A club member with basic trail First Aid skills will be on each loop.

A club member on each loop will carry a cell phone and a GPS.

The ride leader and rear sweeper on each loop will carry FSR radios.

A map of the entire loop area will be carried by a guide on each loop.

Local authorities including the Washington, Kane, and Mohave County Sheriff's Office will be notified of the dates of the Jamboree.

A club guide will carry a basic tool kit and tire repair kit on each loop.

There will be three (3) club guides on each loop - except if there are less than 12 participants (vehicles) - there will be two (2) club guides.

At junctions where Jamboree routes cross major roads or highways, participants will come to a stop before proceeding and obey traffic rules.

#### III. Group Size Limits:

Each loop will be limited to two groups per day.

Each group will be limited to 30 participants (vehicles) not including club guides (Maximum of three guides per group).

Special attention will be given to groups consisting of primarily novice riders to make group sizes smaller where possible and/or having additional guides.

The Jamboree will be limited to a maximum of 300 participants (vehicles) not including club guides for the purposes of the SRP (Maximum of three guides per group).

#### IV. Trail Rules/Land Ethics – For All Participants:

No individual stopping without the groups except in case of emergency.

No passing on narrow trail.

Speed limits will be as prudent and proper with an overall 30 MPH speed limit unless posted. Speed limits on route segments with potential user conflicts or sensitive resources will be lower in accordance with instruction from BLM's Authorized Officer

Each guide and participant must wait at each intersection and junction until the person directly behind them is close enough to easily observe the direction of group travel.

No cross-country travel will be allowed except in areas where permitted (i.e. Hurricane Sand Dunes, I-15 and Return Washes).

Participants must all obey laws relating to vehicle registration, helmets, flags, traffic rules, etc.

No parking outside designated parking areas. No parking on vegetation areas.

No littering.

No harassment of wildlife or cattle. Reduce speed near wildlife or cattle.

Gates will be left as they are found.

To counter potential weed infestation, the Club will instruct participants to arrive with "clean" machines to avoid noxious, invasive and non-native weed importation.

#### V. Contingency Plan for Muddy Roads:

The weather will be monitored by the BLM for precipitation in the Jamboree ride areas within five (5) days prior to the Jamboree. If significant amounts of precipitation are suspected to have occurred, the area will be inspected for conditions that would result in rider safety and/or resource damage. If BLM determines that unsafe conditions exist to riders or that there would likely be substantial impacts to resources, the route would be adjusted to avoid these areas or the route would be abandoned.

#### VI. Tri-State OHV Club Guide Checklist:

A Club guide will carry the following with each guided Jamboree group:

One (1) cell phone with group.

One (1) First Aid kit (with rear sweeper).

Two (2) FSR radios (with front guide and rear sweeper).

One (1) map of the entire ride.

One (1) GPS.

Tool kit with basic tools.

Tire repair kit.

Extra water.

Individual human waste bags.

List of emergency phone numbers (sheriff office, ambulance, event headquarters, etc.)

List of emergency or communication procedures developed by Jamboree committee.

Copy of approved Special Recreation Permit (SRP) including Club Plan of Operations, and BLM regulatory stipulations for the Jamboree.

VII. BLM Stipulations Applicable for the Jamboree:

30. Any filming/photography of permitted activities, which takes place with the express intent to sell the product back to the guided client(s) as souvenirs or training videos, etc. would be subject to permittee being required to obtain a vending and filming permit.
31. The permittee shall comply with all Federal, State, and local laws, ordinances, regulations, orders, postings, or written requirements applicable to the area or operations covered by the Special Recreation Permit (SRP). The permittee shall make every reasonable effort to ensure compliance with these requirements by all agents of the permittee and by all clients, customers, participants, or spectators under the permittee's supervision.
32. The SRP does not give permission to cross over or use any private lands during the event. The permittee will be fully responsible for all trespass on and/or damage to private land which results from the conduct of the event.
33. A Special Recreation Permit authorizes special uses of the public lands and related public waters, and should circumstances warrant, the permit may be modified by the BLM at any time, including the amount of use. The authorized officer may suspend or terminate a SRP if necessary to protect public resources, health, safety, the environment, or conviction of violating federal or state statutes relating to the resources on public land (cultural, wildlife laws, etc.) or noncompliance with permit stipulations. (Actions by the BLM to suspend or terminate a SRP can be appealed (43 CFR Part 4). A notice of appeal must be filed with the officer who made the decision within thirty days of the date of the date of publication or date of service [4.441(a)]. No extension of time will be granted for filing the notice of appeal [4.41(c)].
34. Unless expressly stated, the SRP does not create an exclusive right of use of an area by the permittee. The permittee shall not interfere with other valid uses of the Federal land by other users. The United States reserves the right to use any part of the area for any purpose.
35. Permittee is responsible for knowing the location of special management areas, such as Areas of Critical Environmental Concern (ACECs), designated wilderness areas, and wilderness study areas as well as the use restrictions that apply, and complying with those use restrictions.
36. The permittee must assume responsibility for inspecting the permitted area for any existing or new hazardous conditions, e.g., trail and route conditions, land slides, avalanches, rocks, changing water or weather conditions, falling limbs or

- trees, submerged objects, hazardous wildlife, or other hazards that present risks for which the permittee is responsible.
37. When contacted by law enforcement personnel, the permittee and their agents shall identify themselves as SRP holders or agents operating under a permit.
  38. The authorized officer, or other duly authorized representative of the BLM, may examine any of the records or other documents related to the permit, the permittee or the permittee's operator, employee, or agent for up to 3 years after the expiration of the permit.
  39. The permittee must submit a Post-Use Report to the authorized officer within 30 days after the use season. This report will be used to determine if additional fees are required of the permittee based upon total permitted use.
  40. The permittee must submit a Post Use Report to the Authorized Officer for every year the permit is in effect. If the post use report is not received by the established deadline, the permit will be suspended and/or fines assessed.
  41. The applicant/permittee is required to provide the Authorized Officer with a copy of a valid insurance policy or proof thereof covering the periods of use prior to being issued a SRP authorizing any use. The U.S. Government and the permittee must be named as additional insured on the policy. Permittee must keep insurance in effect; during any period when the insurance is not in effect or cancelled, the SRP is suspended.
  42. Collection of prehistoric or historic artifacts is prohibited on Federal Lands and is prosecutable under the Archaeological Resources Protection Act. Historic artifacts are those more than 100 years old. Disturbance, defacement, or excavation of prehistoric and historic sites is also prohibited. Disturbance of native American human remains is a violation of the Native American Graves Protection and Repatriation Act.
  43. Any sub-surface archaeological, historical, or paleontological remains discovered during use shall be left intact; all work in the area shall stop immediately and the Area Manager shall be notified immediately. Recommencement of work shall be allowed upon clearance by the Area manager in consultation with the Archaeologist. (Standard Archeological Stipulation #1 Arizona Strip F.O.)
  44. An additional archaeological survey shall be required in the event the proposed project location is changed, or additional surface disturbing activities are added to the project after the initial survey. Any such survey would have to be completed prior to commencement of the project. (Standard Archeological Stipulation #2 Arizona Strip F.O.)
  45. Harassment of livestock, wildlife or destruction of private and public improvements such as fences and gates is prohibited. Gates will be left open or closed, as they are found.
  46. The permittee will practice proper precautions for preventing noxious weed spread. Therefore all machinery (street legal motorized vehicles, non-street legal all terrain vehicles, dirt bikes, etc.) that has been used outside the permit area must be cleaned prior to use in the permit area in order to prevent the possible introduction and spread of noxious weeds.
  47. All motor vehicle use will comply with applicable off-highway vehicle regulations.
  48. The permittee is at all times responsible for the actions of himself, his employees, and guests in connection with the authorized operations, and shall not cause a public disturbance or engage in activities which create a hazard or nuisance.
  49. Permittee shall not construct new trails, or maintain existing trails without written authorization.
  50. Stakes, flagging materials, equipment or temporary facilities, if any, and all other event-related materials must be removed within two weeks after the event.
  51. Permittee will provide to BLM a plan prior to the event that deals with sanitation and disposal of human waste specific to each ride.
  52. The maximum number of participants (vehicles) not including guides, authorized for this event would be three hundred (300) on Public Lands.

53. Maximum group size would be thirty (30) participants (vehicles) not including guides. In addition, a maximum of two (2) groups per route per day would be authorized.
54. The permittee must present or display a copy of the Special Recreation Permit to an authorized officer's representative, or law enforcement personnel upon request and the permittee must also display a copy of the permit or other identification tag on equipment, especially full sized vehicles and ATVs, used during the period of authorized use. The permittee and his/her agents must have with them a copy of the permit, including their plan of operations and stipulations, when in the field and doing business or conducting the operations related to this permit.
55. The permittee shall notify the authorized officer of any accident which occurs while involved in activities authorized by this permit which results in : death, personal injury requiring hospitalization or emergency evacuation, or in property damage greater than \$2,500. Reports must be submitted to BLM within 48 hours in the case of death or injury, and within 10days in accidents involving property damage. (Phone 435-688-3254 or @ BLM Arizona Strip Field Office Attn: Chief Ranger Ron Wadsworth, 345 E. Riverside Drive, St. George, Utah 84790)
56. To the extent such routes are authorized by the BLM, the following reduced speed limits shall be required: Beaver Dam Slope ACEC within the desert tortoise critical habitat: 20 mph. Grafton Historic Site: 10mph.
57. At the request of the Grafton Heritage Partnership and the affected private land owners, Jamboree participants will park their ATVs at the loop of the cemetery and not drive on the private roads that access the historic homes. Participants may walk to the homes from the cemetery area.
58. Refueling and non-emergency servicing of vehicles will be restricted to staging areas. It is prohibited to dispose of fuel, oil or similar substances on the ground or in drainages. If prohibited disposal occurs the permittee will be responsible for removing all contaminated soil to the satisfaction of the Authorized Officer. The permittee will provide an adequate supply of containers for any waste or excess petroleum products to store and remove the excess products. Permittee will collect any un-claimed fuel from gas stops in fuel safe containers to assure they will be disposed of properly. The permittee will provide for the removal of those containers and any contaminated soil from Public Lands to a certified waste disposal facility.”

**Alternatives Considered:**

The EA considered two alternatives: The No Action Alternative and the Proposed Action, which is the alternative requested by the Club.

**Rationale for Decision:**

The Proposed Action was selected because the action is in conformance with the Arizona Strip Resource Management Plan (1992), St. George Field Office Resource Management Plan (March 1999) and Vermillion Management Framework Plan (1981) and includes mitigation measures and special recreation permit stipulations to protect resources.

The No Action alternative was not selected because it would deny a Special Recreation Permit to the Club and would not authorize an acceptable use of public lands which is compatible with established use objectives in each Field Office's RMP or land use plan.

**Appeals:**

This decision is effective upon the date it is signed by the authorized officer, March 9, 2005. As stated in the regulations 43 CFR 2930 the provisions of 43 CFR 4.21(a) do not apply, and the decision shall remain effective pending appeal unless the Board determines otherwise. Within 30 days of receipt of the decision, an appeal must be filed to: Interior Board of Land Appeals, Office of Hearings and Appeals, U.S. Department of the Interior, 801 North Quincy St., Suite 300, Arlington, VA 22203. A copy of the notice of appeal must also be filed in these offices: Arizona Strip Field Office and the St. George Field Office 345 East Riverside Drive, St. George, Utah 84790; as well as with: Office of the Solicitor, 125 S. State Street, Suite 6201, Salt Lake City, Utah, 84138. The appellant has the burden of showing that the decision appealed from is in error.

If you wish to file a petition for stay pursuant to 43 CFR 3150.2(b), the petition for stay should accompany your notice of appeal and shall show sufficient justification based on the following standards:

- (1) The relative harm to the parties if the stay is granted or denied,
- (2) The likelihood of the appellant's success on the merits,
- (3) The likelihood of irreparable harm to the appellant or resources if the stay is not granted,  
and
- (4) Whether the public interest favors granting the stay.

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Arizona Strip Field Office Manager (Authorized Officer) Date

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Kanab Field Office Manager (Authorized Officer) Date

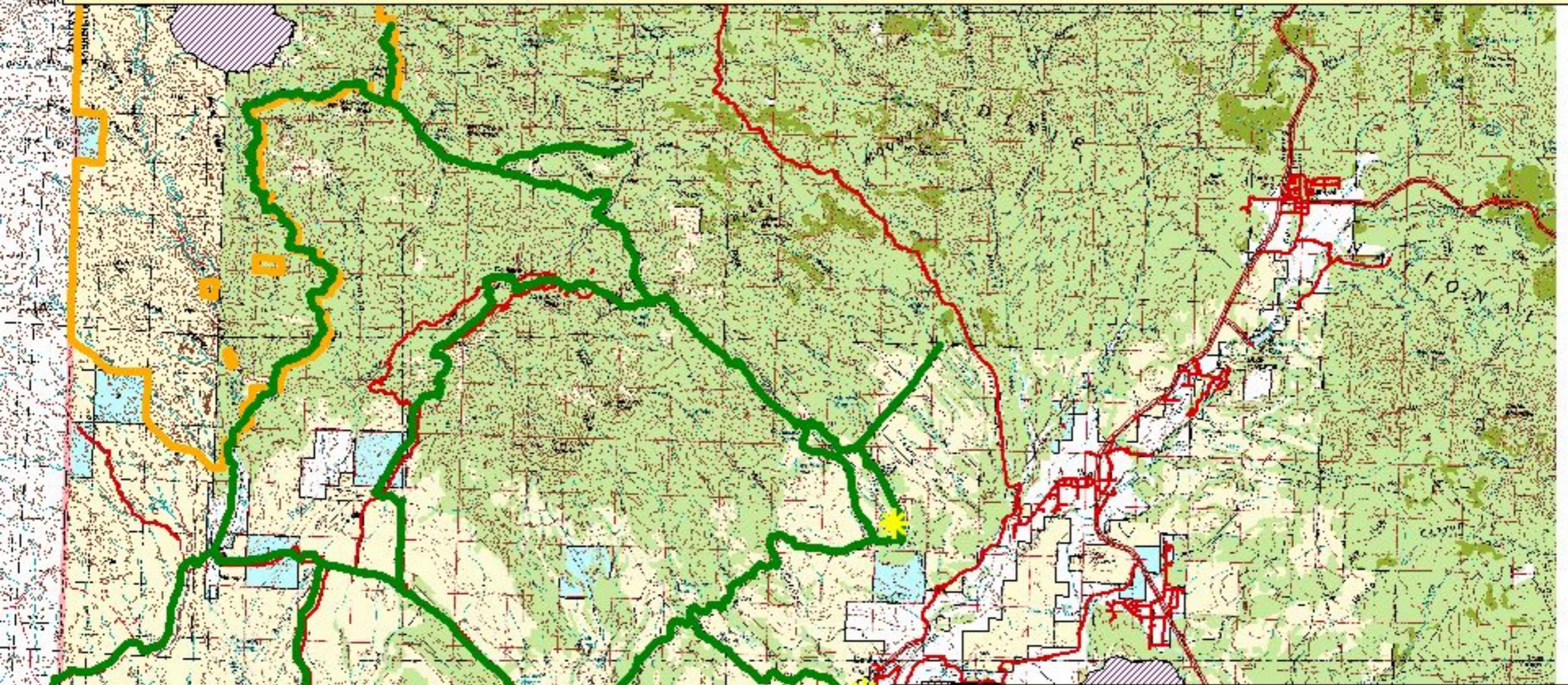
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St. George Field Office Manager (Authorized Officer) Date

**Attachments:** Maps.

# TRI-STATE JAMBOREE

## FINAL APPROVED TRAIL SYSTEM INVENTORY MAP 1



Loop 1 Gun Lock/ Square Top Mountain



Final Approved  
Route Map  
March 9, 2005

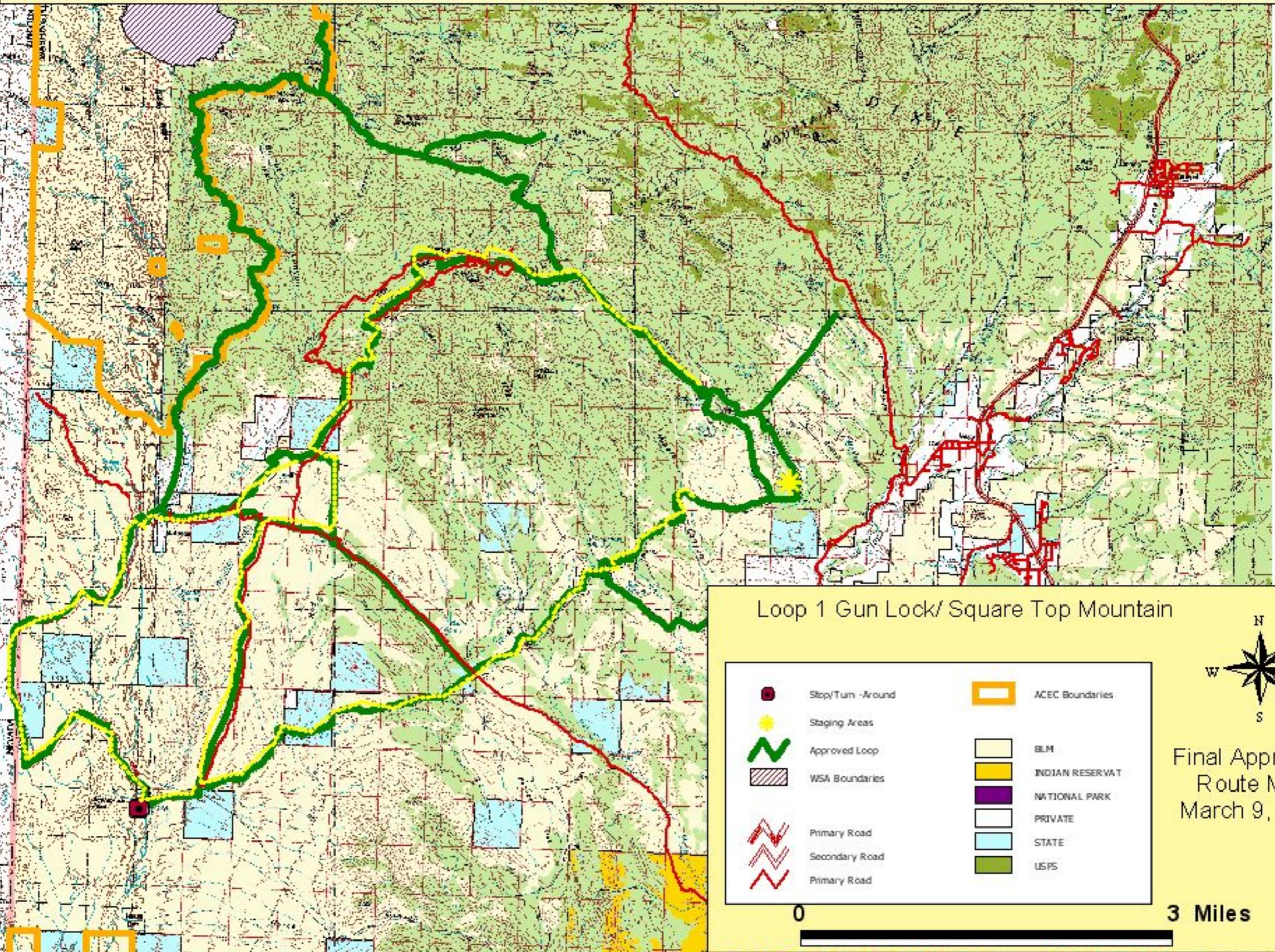
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3 Miles



2005 ROUTES - ONLY

# TRI-STATE JAMBOREE FINAL APPROVED TRAIL SYSTEM INVENTORY MAP 1



Loop 1 Gun Lock/ Square Top Mountain

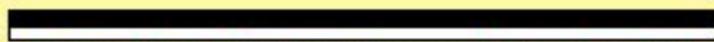
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	Staging Areas		BLM
	Approved Loop		INDIAN RESERVAT
	WSA Boundaries		NATIONAL PARK
	Primary Road		PRIVATE
	Secondary Road		STATE
	Primary Road		USFS



Final Approved  
Route Map  
March 9, 2005

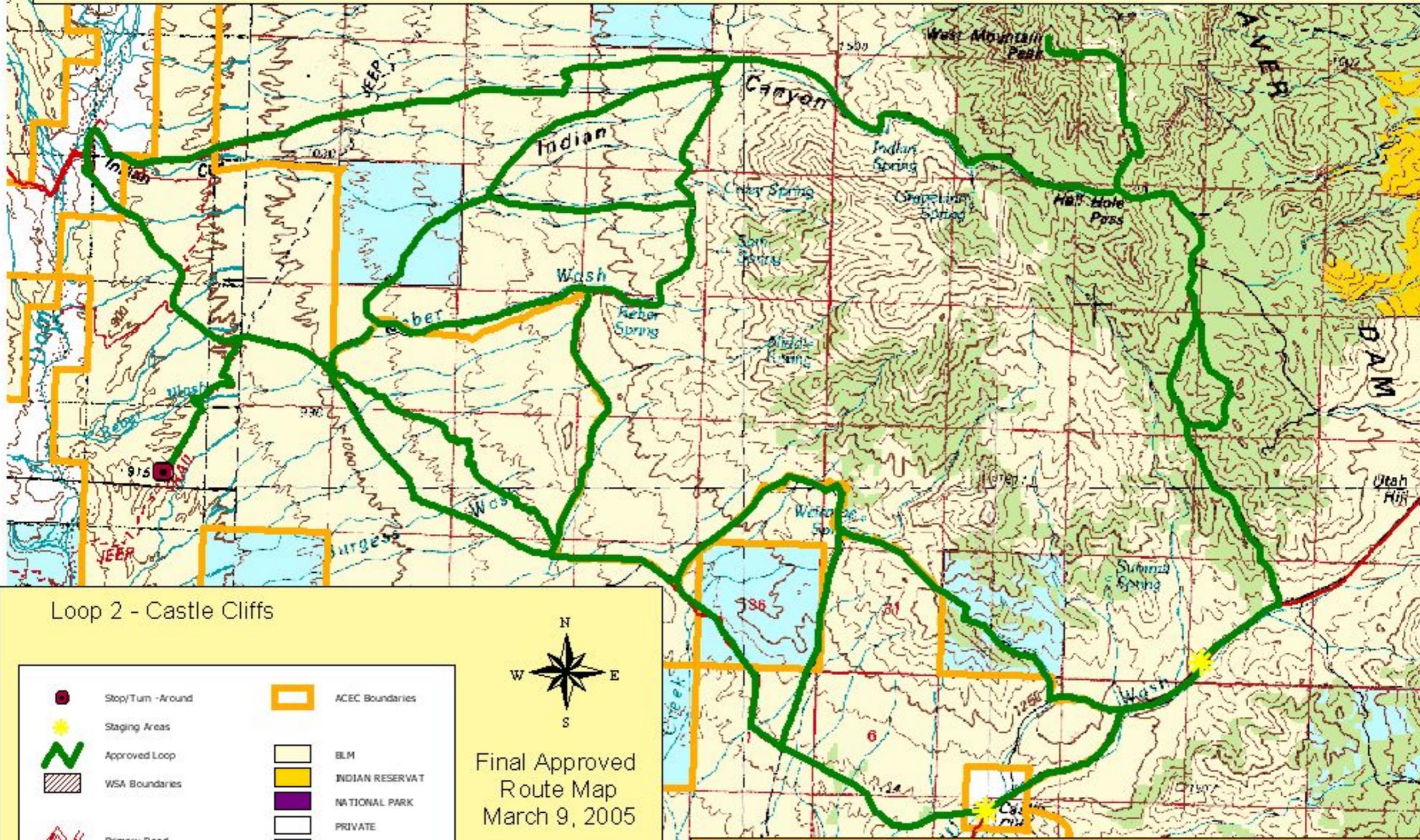
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3 Miles



# TRI-STATE JAMBOREE

## FINAL APPROVED TRAIL SYSTEM INVENTORY MAP # 2



Loop 2 - Castle Cliffs

- |  |                   |  |                 |
|--|-------------------|--|-----------------|
|  | Stop/Turn -Around |  | ACEC Boundaries |
|  | Staging Areas     |  | BLM             |
|  | Approved Loop     |  | INDIAN RESERVAT |
|  | WSA Boundaries    |  | NATIONAL PARK   |
|  | Primary Road      |  | PRIVATE         |
|  | Secondary Road    |  | STATE           |
|  | Primary Road      |  | USFS            |



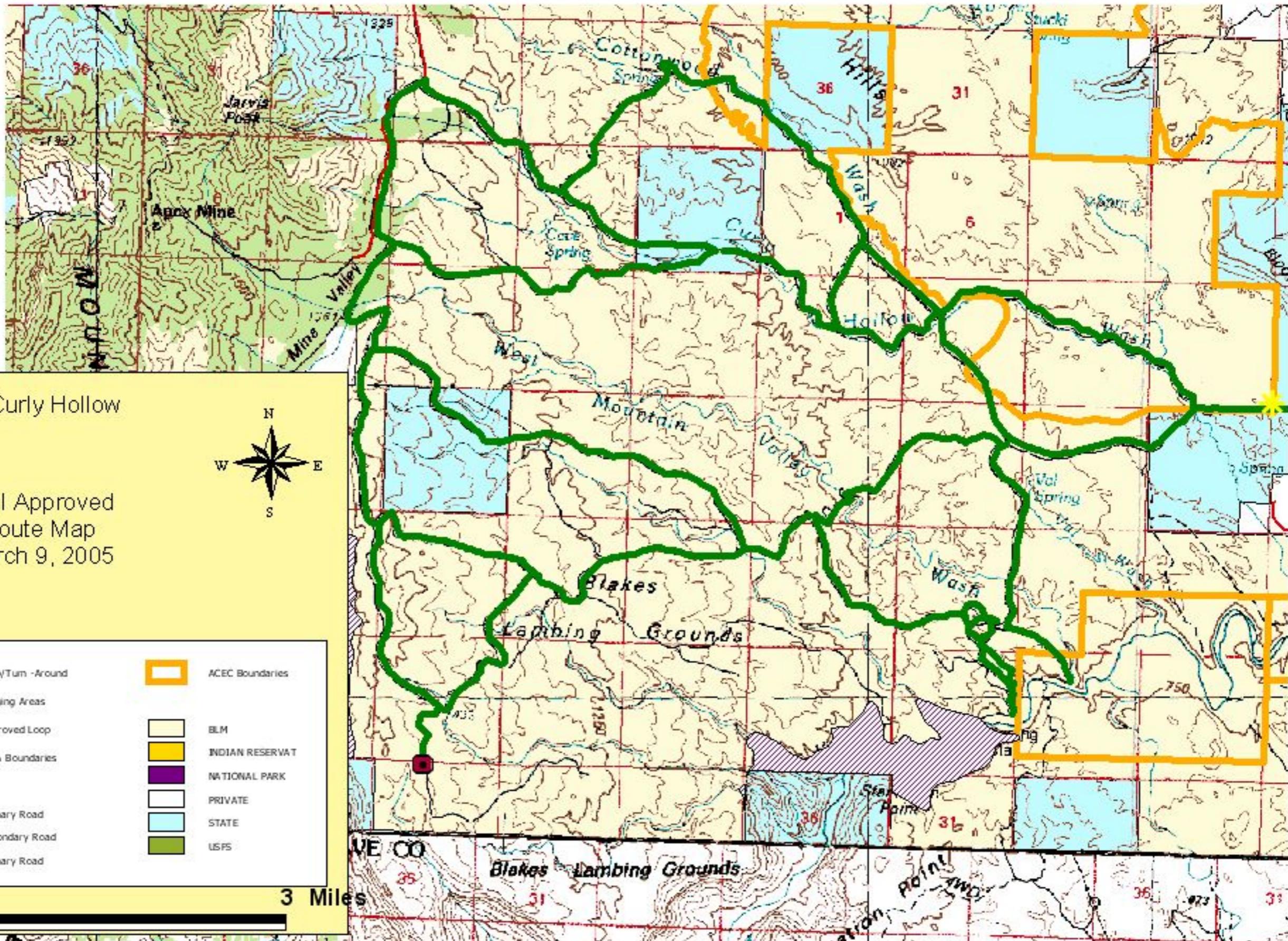
Final Approved  
Route Map  
March 9, 2005



- AREA STIPULATIONS**
1. Beaver Dam Slope ACEC - Speed Limit of 20 MPH
  2. West Mountain Peak - Travel with care to resources and property infrastructure through wash-outs

# TRI-STATE JAMBOREE

## FINAL APPROVED TRAIL SYSTEM INVENTORY MAP #3



Loop 3 - Curly Hollow

Final Approved  
Route Map  
March 9, 2005



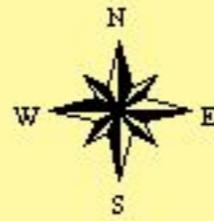
- |  |                   |  |                 |
|--|-------------------|--|-----------------|
|  | Stop/Turn -Around |  | ACEC Boundaries |
|  | Staging Areas     |  | BLM             |
|  | Approved Loop     |  | INDIAN RESERVAT |
|  | WSA Boundaries    |  | NATIONAL PARK   |
|  | Primary Road      |  | PRIVATE         |
|  | Secondary Road    |  | STATE           |
|  | Primary Road      |  | USFS            |

0 3 Miles

# TRI-STATE JAMBOREE

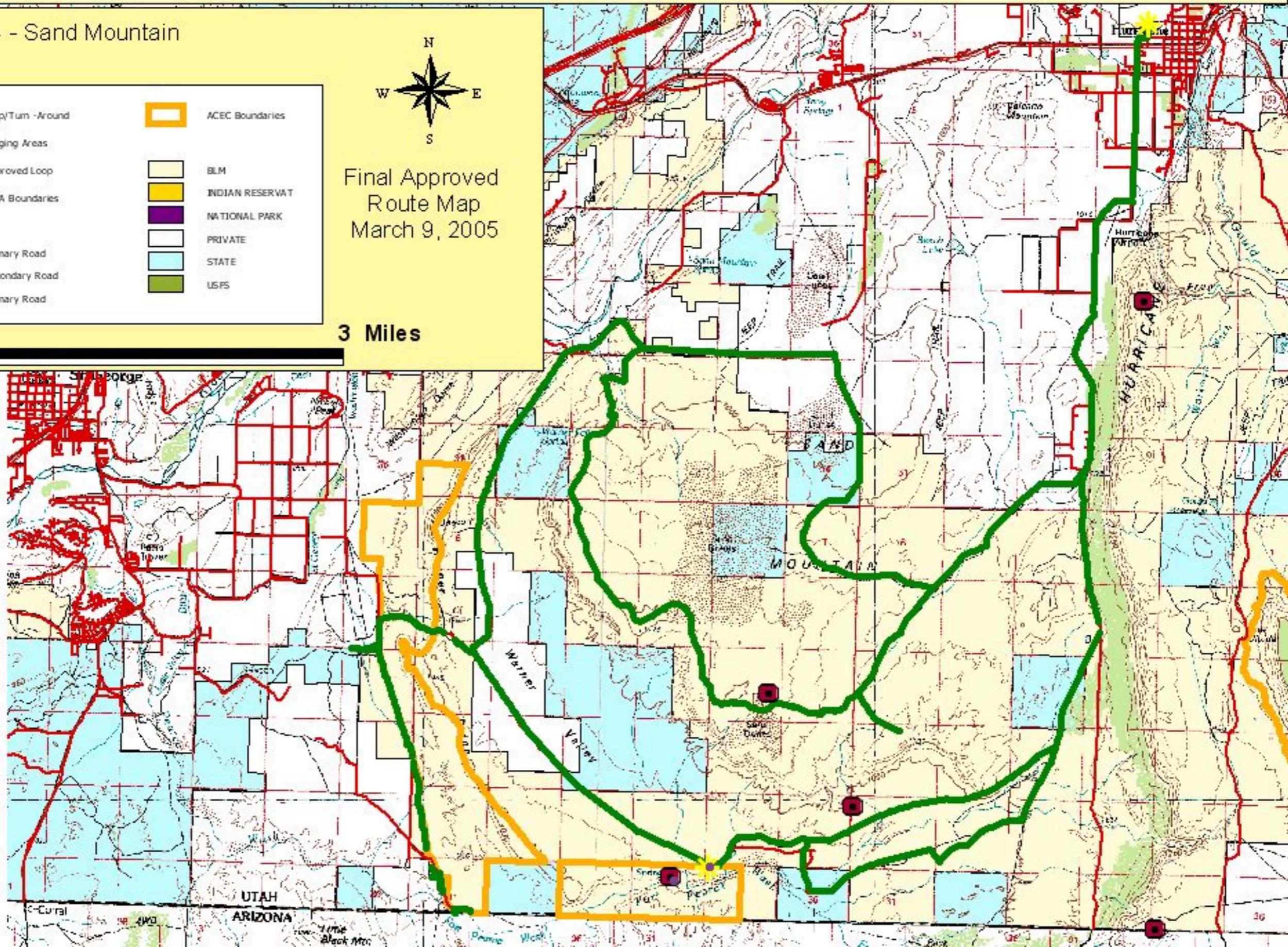
## FINAL APPROVED TRAIL SYSTEM INVENTORY MAP #4

### Loop 4 - Sand Mountain



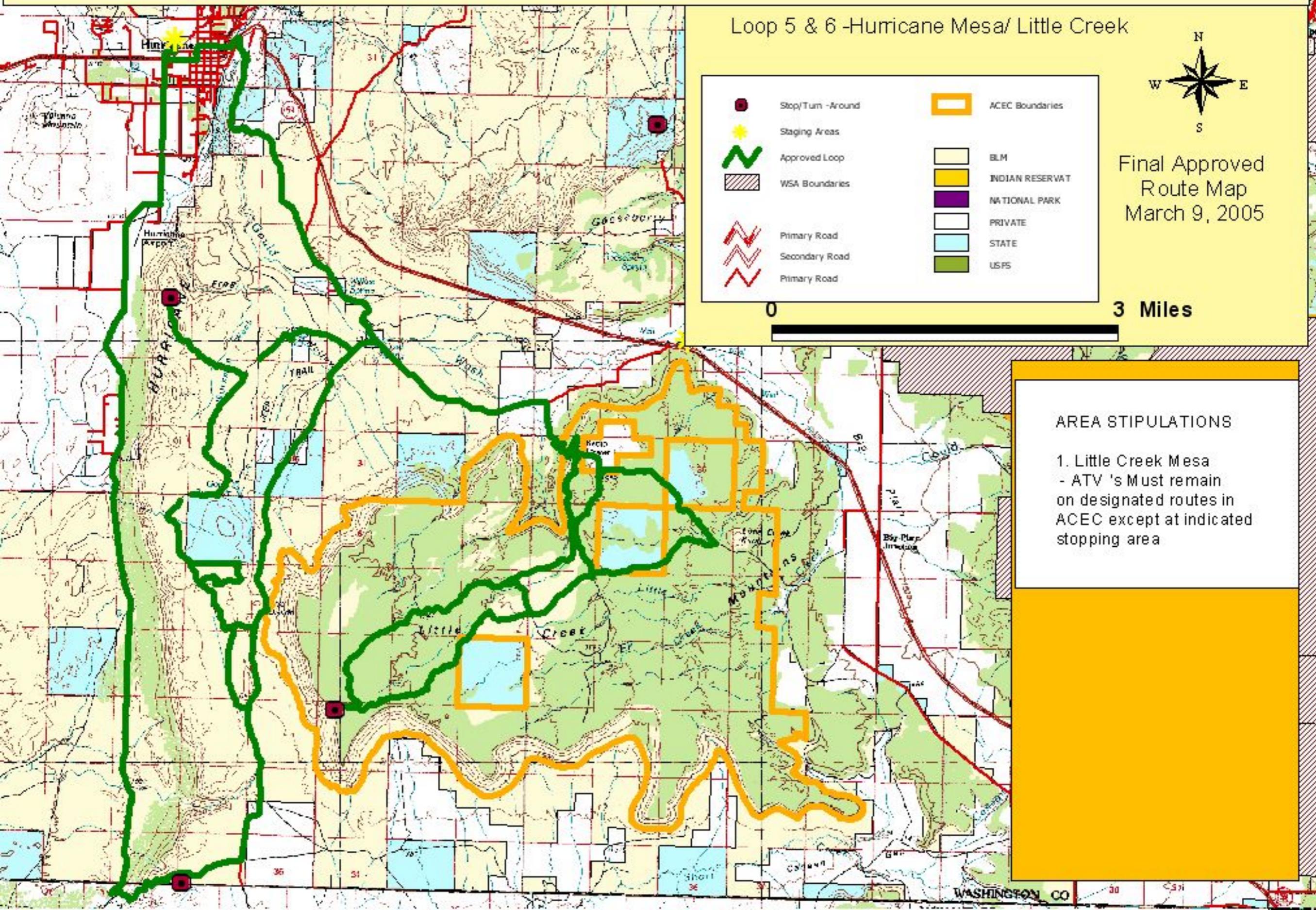
Final Approved  
Route Map  
March 9, 2005

0 3 Miles



# TRI-STATE JAMBOREE

## FINAL APPROVED TRAIL SYSTEM INVENTORY MAP #5 & 6



Loop 5 & 6 -Hurricane Mesa/ Little Creek

	Stop/Turn -Around		ACEC Boundaries
	Staging Areas		BLM
	Approved Loop		INDIAN RESERVAT
	WSA Boundaries		NATIONAL PARK
	Primary Road		PRIVATE
	Secondary Road		STATE
	Primary Road		USFS



Final Approved  
Route Map  
March 9, 2005



**AREA STIPULATIONS**

1. Little Creek Mesa  
- ATV 's Must remain on designated routes in ACEC except at indicated stopping area

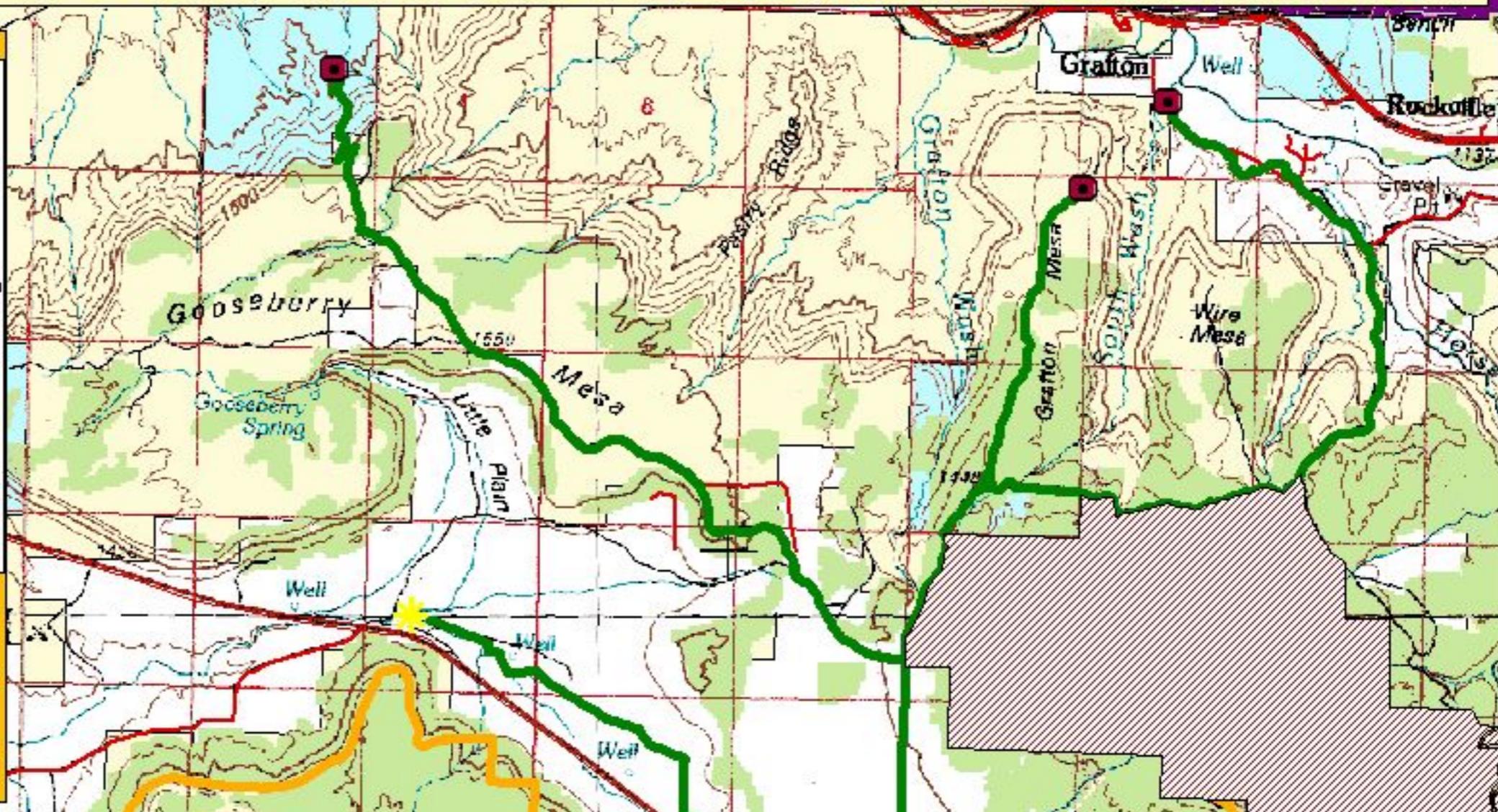
WASHINGTON CO

# TRI-STATE JAMBOREE

## FINAL APPROVED TRAIL SYSTEM INVENTORY MAP #7

### AREA STIPULATIONS

1. Smithsonian Butte WSA
  - ATV's are not allowed past the WAS boundary
2. Grafton Heritage Partnership
  - ATV's must park at the Cemetary and walk to the historic site
  - Speed limit at historic site is 20 mph
  - ATV's are not allow on the Historic Grafton Wood Road.

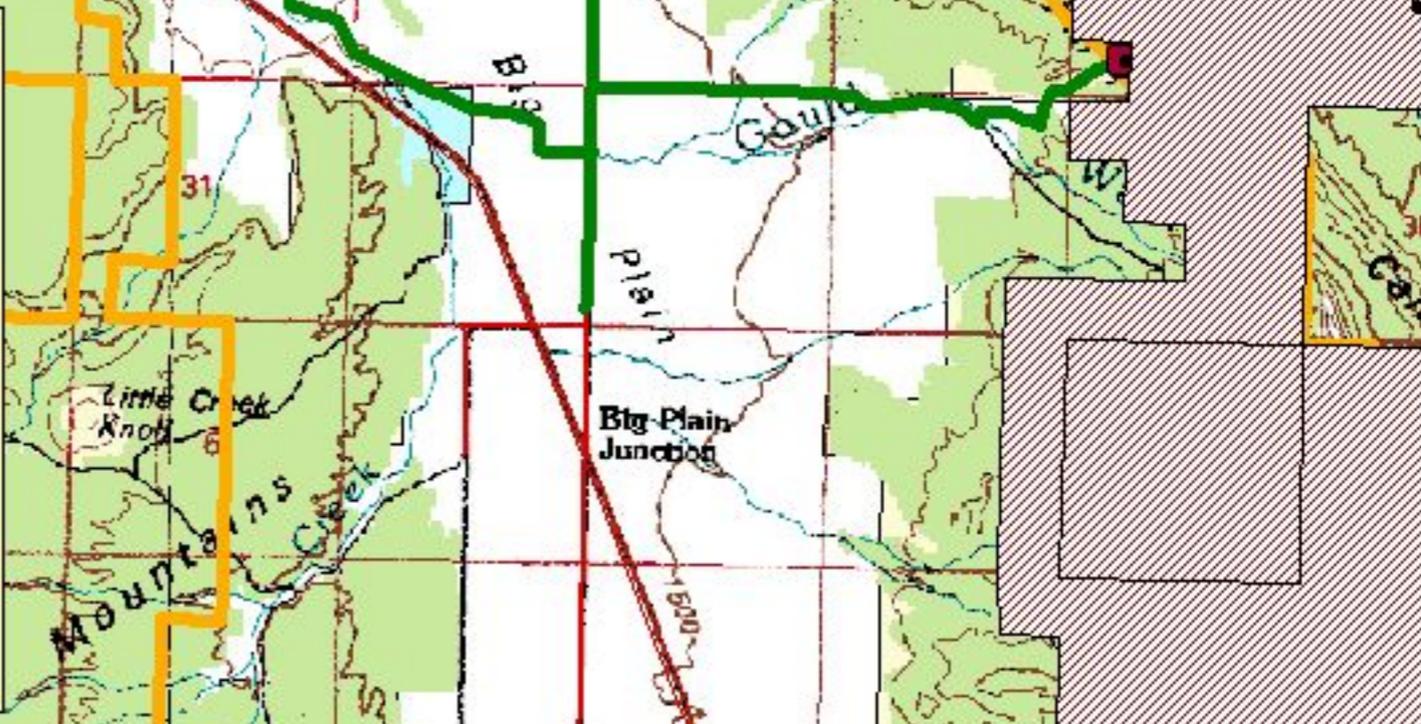
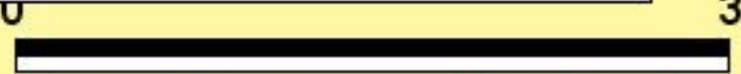


### Loop 7 -Gooseberry / Grafton Area

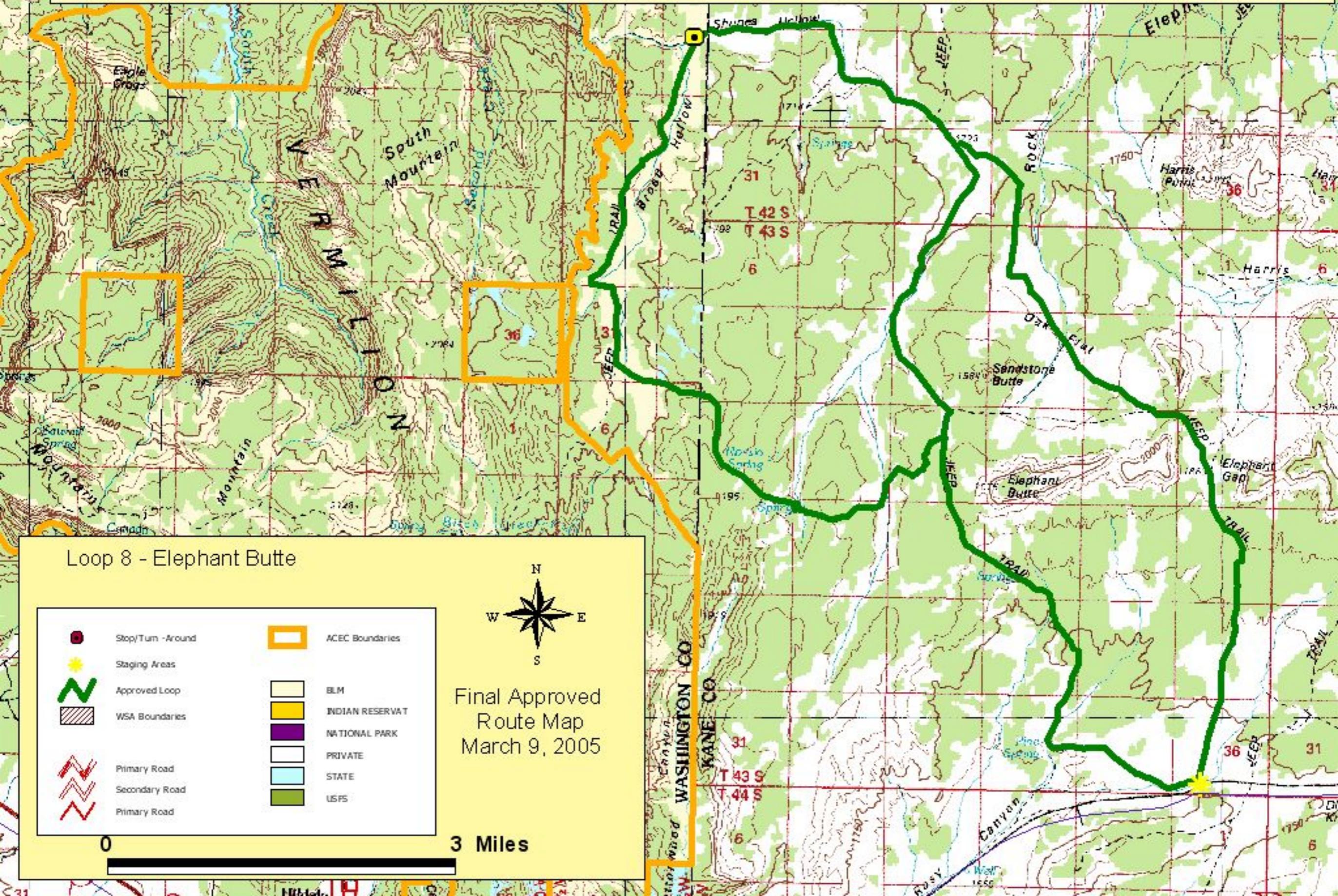


Final Approved  
Route Map  
March 9, 2005

3 Miles

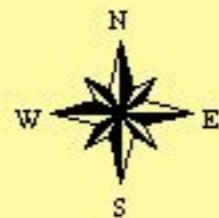


# TRI-STATE JAMBOREE FINAL APPROVED TRAIL SYSTEM INVENTORY MAP #8



Loop 8 - Elephant Butte

- |  |                   |  |                 |
|--|-------------------|--|-----------------|
|  | Stop/Turn -Around |  | ACEC Boundaries |
|  | Staging Areas     |  | BLM             |
|  | Approved Loop     |  | INDIAN RESERVAT |
|  | WSA Boundaries    |  | NATIONAL PARK   |
|  | Primary Road      |  | PRIVATE         |
|  | Secondary Road    |  | STATE           |
|  | Primary Road      |  | USFS            |

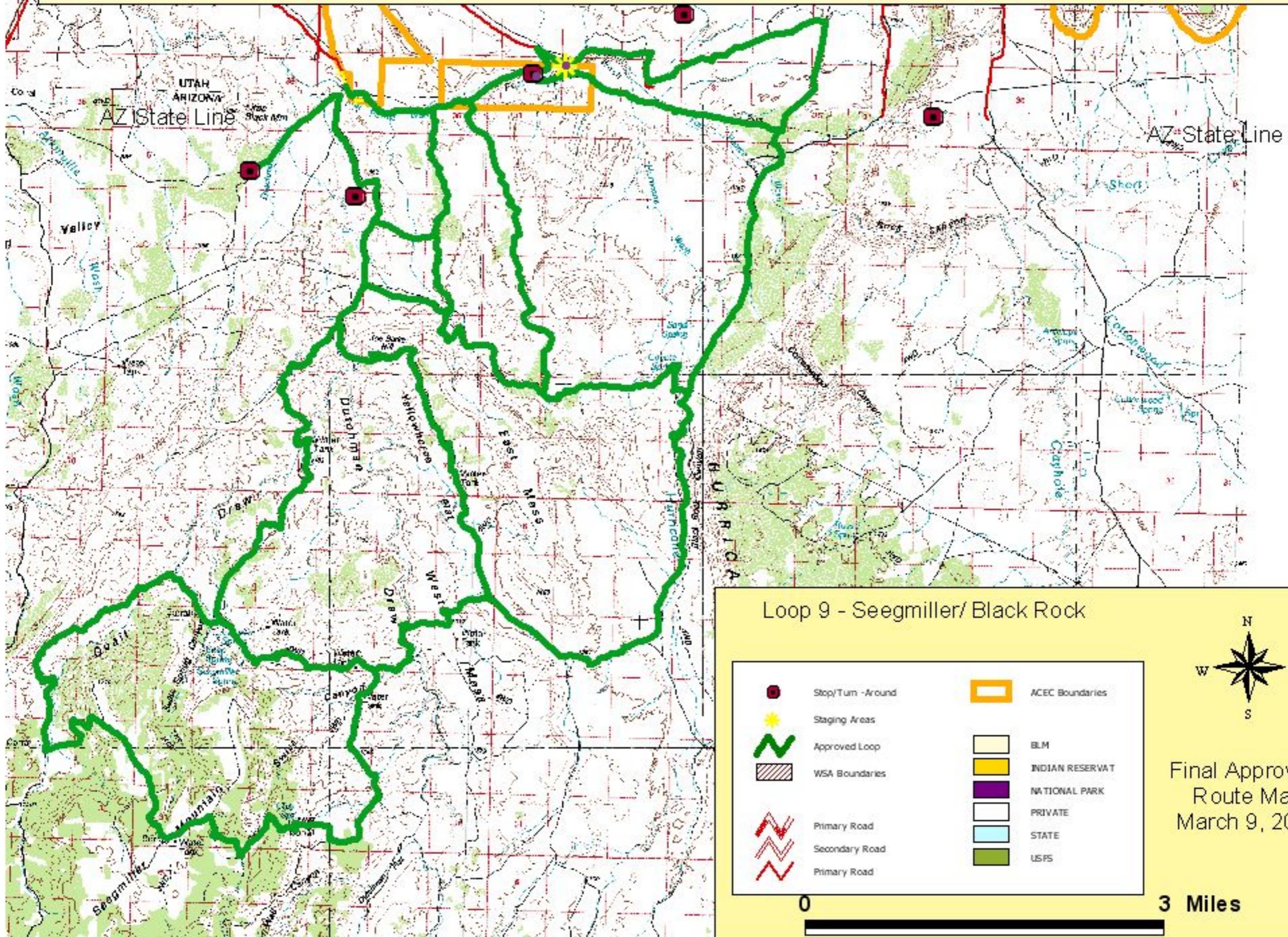


Final Approved  
Route Map  
March 9, 2005

0 3 Miles

# TRI-STATE JAMBOREE

## FINAL APPROVED TRAIL SYSTEM INVENTORY MAP #9



Loop 9 - Seegmiller/ Black Rock

	Stop/Turn -Around		ACEC Boundaries
	Staging Areas		BLM
	Approved Loop		INDIAN RESERVAT
	WSA Boundaries		NATIONAL PARK
	Primary Road		PRIVATE
	Secondary Road		STATE
	Primary Road		USFS



Final Approved  
Route Map  
March 9, 2005

