



U.S. Department of the Interior
Bureau of Land Management

Trail Canyon Travel Management Plan

SCOPING REPORT



Paria River District
Kanab Field Office
669 S. Highway 89A
Kanab, UT 84741
435-644-1200



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1.0 Introduction

The Bureau of Land Management (BLM) Kanab Field Office intends to prepare a travel management plan (TMP) and environmental assessment (EA) for the Trail Canyon (TC) Travel Management Area (TMA) as shown Appendix A. The TC TMP will offer a comprehensive framework for managing the BLM Kanab Field Office’s travel network and transportation systems. All decisions made in this TMP should be tied to the goals, objectives, and management actions contained in the 2008 Kanab Field Office Record of Decision and Approved Resource Management Plan (RMP).

The National Environmental Policy Act (NEPA) requires that the BLM offer full disclosure and open public participation in its decision-making process. To initiate this public involvement process, the BLM held a scoping period from October 30, 2020 through November 30, 2020. The scoping period was intended to solicit input from the public on the issues, impacts, and potential alternatives that could be addressed in the EA. This scoping report summarizes the comments that were submitted by the public to the BLM.

1.1 Location

The TC TMA covers approximately 182,760 acres of BLM land exclusively in Kane County, Utah. It is bounded by Dixie National Forest on the north, U.S. Hwy 89 on east, the Utah-Arizona border on the south, and Zion National Park on the west.

2.0 Scoping

The public scoping process was initiated on October 30, 2020 and ended on November 30, 2020. The scoping notice issued by the BLM to interested parties is provided in Appendix B.

2.1 Outreach Methods

Outreach methods for public scoping were:

- A news release (Appendix C) was published on the BLM Kanab Field Office website and other social media outlets on November 2, 2020.
- A news release was sent to local media outlets and interested parties.
- The public input period was opened and posted with relevant maps and scoping information documents to the BLM’s ePlanning website on October 29, 2020.

2.2 Opportunities for Public Comment

The scoping period was advertised in a variety of formats (Table 1).

In each format, the advertisements provided logistics and explained the purpose of scoping, gave the schedule for the public comment (scoping input) period, outlined ways to comment, and provided methods for obtaining additional information.

Members of the public were afforded several methods for providing comment during the scoping period.

- A comment form (Appendix D) was published and made available on the BLMs ePlanning website for download or hard copies were available for pick up at the BLM Paria River District/Kanab Field Office building.
- Comments could be sent to a dedicated email address: blm_ut_kn_mail@blm.gov



- Individual letters and comment forms could be mailed via U.S. Postal Service to BLM Paria River District, Kanab Field Office, Trail Canyon TMP EA, 669 South HWY 89A, Kanab, Utah 84741.
- Comments could be submitted directly through the ePlanning project website.

Table 1. Meeting Notification Methods and Dates

Publicity Item	Venue and Date
Mailing	Email to BLM Stakeholder List – October 30, 2020
News Release	Posted on the BLM website, Twitter, and Facebook – November 2, 2019

2.3 Comments Received

A total of 23 submittals were collected during during the public scoping period (Table 2).

Table 2. Total number of Comments submitted and grouped into Entity types

Entity	# of Comments
Government Agency/Cooperators	001
Special Interest Groups	003
Individuals	019

2.4 Primary Issues

The issues raised during scoping are as follows:

- The BLM should keep OHV access and opportunities the same as they currently are under the 2008 Kanab Field Office BLM RMP.
- All existing routes should be kept open for OHV use, this ensures that vehicle limited people can continue to recreate on public lands.
- Close all redundant/unnecessary routes to minimize vegetation and cultural damages, reduce route proliferation and the widening/ overuse of routes.
- Close routes and provide a buffer for wilderness to reduce user conflicts due to speed of OHVs and OHV noise.
- The Travel Plan should offer access to State of Utah managed lands.
- The BLM should provide for OHV recreation opportunities.
- The Travel Plan should designate all routes with an R.S. 2477 claim
- BLM must prepare the Trail Canyon TMA pursuant to applicable statutes, regulations, BLM Utah Instruction Memorandum No. 2012-066 (“BLM-Utah IM 2012-066”), and the terms identified in paragraphs 16-24 of the Settlement Agreement.
- The BLM should address routes that have no purpose or need and show signs of little to no use.



- The BLM should provide a reasonable range of alternatives
- Routes within WSAs are extending beyond original allowed use causing greater physical impacts that violate the mandate in FLPMA sec. 603(c) and BLM Manual 6330.
- The BLM should take a hard look at potential impacted resources such as plants, wildlife, Areas of Critical Environmental Concern, soils, water, air quality, climate change, cultural resources, and wilderness characteristics.
- BLM should consider adverse impacts of its undertakings on cultural resources.
- Impacts caused by routes that cross or are partially within rivers or streams.
- The BLM should conduct a thorough environmental analysis of dispersed camping within 150 feet of designated routes as allowed by the 2008 RMP.
- The BLM should use enforcement and management to mitigate conflicts with lands with wilderness character, wilderness study areas, or archaeological sites rather than eliminate access.
- Each existing route (TC route) brought forward for designation should be explained individually as to why it is being considered for designation in the EA.
- BLM monitoring, regulation, policing, and enforcement of OHV Use or designated routes has failed.
- Existing designated routes that cross or are immediately adjacent to identified archeological sites, including eligible sites should be closed or rerouted.
- Low use minimally reclaiming routes designated open in the 2008 RMP should be remain open keeping in mind anticipated growth and increased OHV use withing the TMA.

Issues raised during scoping that are outside of the scope of the current Travel Planning effort:

- BLM to add new OHV trails and trail systems; including routes that have been created due to route proliferation/user created, routes that did not exist prior to the 2008 RMP or that were closed in the 2008 RMP will not be considered for designation in this TMP.
- Designation and development of non-motorized hiking, equestrian, and mountain bike trails.
- BLM needs to address the sanitary conditions at popular trailheads; the BLM recognizes the need for infrastructure in high use areas, however these types of actions require site specific NEPA planning efforts.
- No new routes within WSAs will be analyzed, only routes identified by BLM in the original wilderness inventory. These primitive routes (or ways) were identified as existing on October 21, 1976.
- Designate routes outside of the TMA.

3.0 Future Steps

Scoping is the first public involvement opportunity in the planning process. In addition to the release of the scoping report (this report) the BLM will make available to the public and stakeholders:

- Preliminary Alternative Maps (Alts. A, B, C, & D)
- Preliminary Route Evaluation Reports
- Baseline Monitoring Report



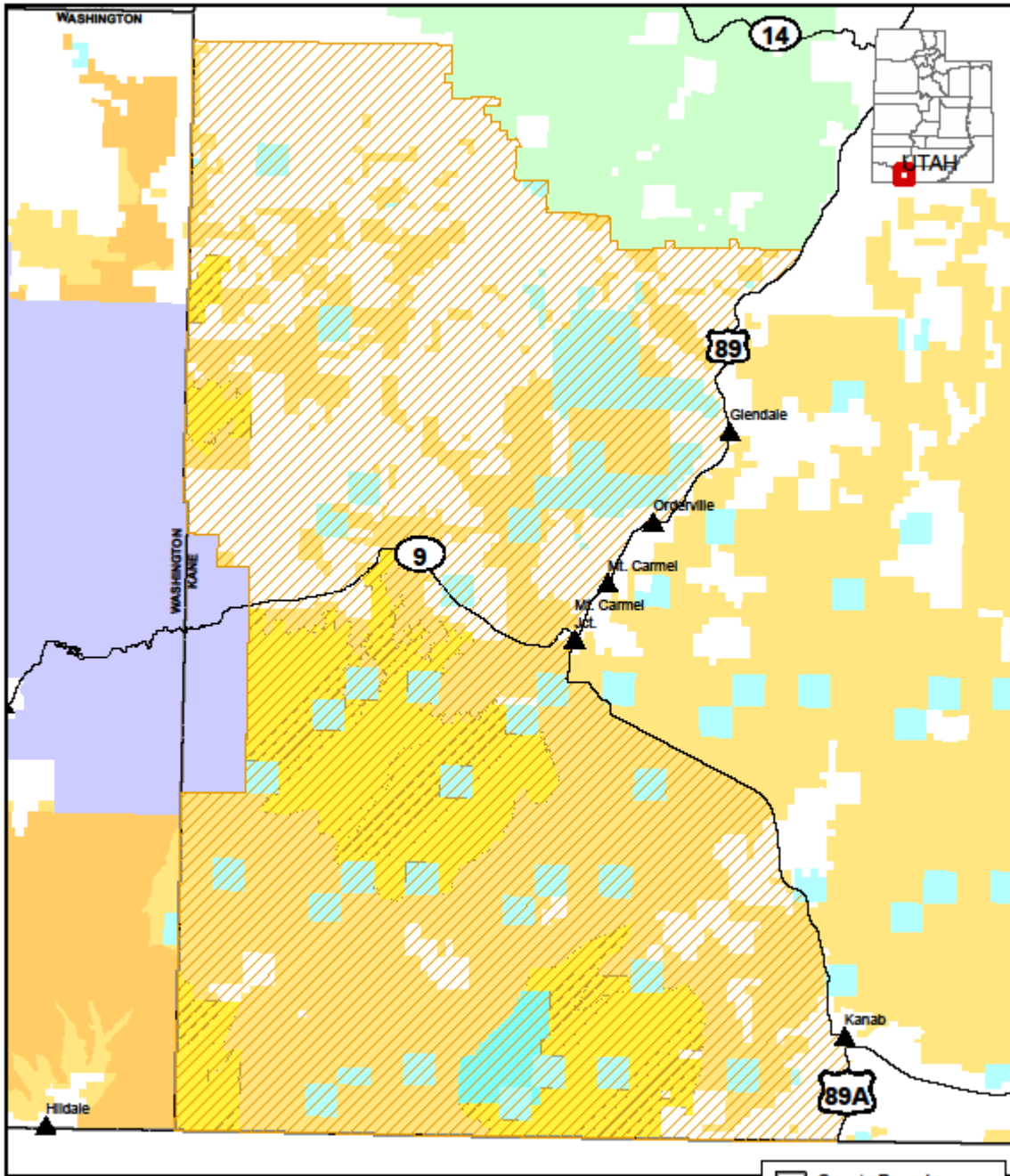
Additionally, the public will have a chance to review and comment on the Draft TMP/
Preliminary EA in early 2021, before a decision is made by the authorized official.



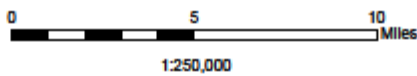
APPENDIX A – TMA Map

Trail Canyon Travel Management Area Map Created Nov 24, 2020

Kanab Field Office
Paria River BLM



U.S. DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
KANAB FIELD OFFICE
No warranty is made by the Bureau of Land Management as to the accuracy, reliability, or completeness of these data for individual use or aggregate use with other data.



- County Boundary
- BLM Wilderness Study Area
- Trail Canyon TMA



APPENDIX B – SCOPING LETTER



United States Department of the Interior



BUREAU OF LAND MANAGEMENT
Paria River District
Kanab Field Office
669 S. Highway 89A
Kanab, UT 84741
<http://www.blm.gov/utah>

In Reply Refer To:
1792/1824 (UT-P02)

Dear Interested Parties:

The Bureau of Land Management (BLM), Paria River District, Kanab Field Office is soliciting public input for the *Trail Canyon Travel Management Plan* (TMP) Environmental Assessment (EA) # DOI-BLM-UT-P020-2021-0002-EA for travel routes and route uses in the Trail Canyon Travel Management Area (TMA). This TMA covers approximately 182,760 acres of BLM managed land in Kane County, Utah.

The BLM recognizes the importance of public participation and encourages the public to submit scoping input. All documents and information can be accessed online via the ePlanning project page <https://eplanning.blm.gov/eplanning-ui/project/2003332/510> or hard copies are available for pick up at the Paria River District Office during normal business hours. (Monday-Friday 8 am to 5 pm, excluding Federal holidays)

Resource issues identified through internal and external scoping will assist the BLM in gathering sufficient information to refine and subsequently analyze the proposed action. Input is most useful to the BLM when it provides unbiased information, documented evidence, and any relevant supporting documentation.

You are encouraged to provide us with your comments during the 31-day scoping period that will close on November 30, 2020. This will ensure that your input is considered during the NEPA process of the analyses and that you are on our mailing list to be notified throughout the planning process.

You can submit comment to the BLM via the ePlanning project page, click on the “Documents” tab, go to the column titled “Participate”, click on the “Participate Now” link and follow the instructions. Comments can also be submitted by email to: [blm ut kn mail@blm.gov](mailto:blm_ut_kn_mail@blm.gov), or by U.S. mail to BLM Paria River District, KFO, located at 669 South HWY 89A, Kanab, UT 84741. Please include “*Trail Canyon TMP*” in the subject line.

Comments and related personal-identifying information will be subject to disclosure under the Freedom of Information Act (FOIA) and comments may be published as part of the Environmental Assessment (EA) and other related documents. Individual respondents may request confidentiality. If you wish to withhold your name, street address, or email address from

INTERIOR REGION 7 • UPPER COLORADO BASIN

COLORADO, NEW MEXICO, UTAH, WYOMING



Interested Parties

2

public review and disclosure under the FOIA, you must state this prominently at the beginning of your written comment. Such requests will be honored to the extent allowed by law. All submissions from organizations or businesses will be made available for public inspection in their entirety. The BLM will not accept anonymous comments.

Based upon issues identified, the BLM will assess the appropriate level of environmental analysis and documentation. Thank you in advance for your participation.

Sincerely,

A handwritten signature in blue ink that reads "Whit Bunting".

Whit Bunting
Kanab Field Office Manager

Enclosure
1-Map of Trail Canyon Management Area



APPENDIX C – SCOPING NEWS RELEASE



News Release

BLM Utah Kanab Field Office

Media Contact: David Hercher (435) 899-0415 dhercher@blm.gov

October 30, 2020

The Bureau of Land Management seeks public input for Trail Canyon Travel Management Plan

Input critical to decision making for roads, access to public lands

KANAB, Utah — The Bureau of Land Management is accepting public input through November 30 to begin the travel management plan and Environmental Assessment planning process for the 182,760-acre Trail Canyon Travel Management Area in Kane County, Utah, per the 2017 settlement agreement.

“This travel management plan will provide certainty to users, encourage recreation access, and protect resources by clearly identifying motorized routes in the Trail Canyon area,” said Kanab Field Manager Whit Bunting. “Through this process, the BLM is also analyzing the existing route network and applying management techniques that would minimize resource impacts.”

Information about the project is available on the BLM’s ePlanning website via NEPA # DOI-BLM-UT-P020-2021-0002-EA. Substantive feedback including new information or issues to be considered regarding specific routes will be most helpful as this process continues. Input may be mailed, emailed or submitted through ePlanning:

- ePlanning: <https://eplanning.blm.gov/eplanning-ui/admin/project/2003332/510>
- Mail: BLM Paria River District, Attn. Trail Canyon TMP, 669 S. Hwy 89A, Kanab, UT 84741
- Email: blm_ut_kn_mail@blm.gov with the subject line “Trail Canyon TMP”

Before including an address, phone number, email address, or other personally identifiable information in any comments, be aware that the entire comment — including personal identifying information — may be made publicly available at any time. Requests to withhold personal identifying information from public review can be submitted, but the BLM cannot guarantee that it will be able to do so.

For more information, please visit BLM Utah’s Travel Management website at www.blm.gov/travel-and-transportation/utah. Persons who use a telecommunications device for the hearing impaired may call the Federal Relay Service at 1-800-877-8339 to leave a message or question. The FRS is available 24-hours a day, seven days a week. Replies are provided during normal business hours.

The BLM manages more than 245 million acres of public land located primarily in the 11 Western states and Alaska. The BLM also administers 700 million acres of sub-surface mineral estate throughout the nation. In fiscal year 2018, the diverse activities authorized on BLM-managed lands generated \$105 billion in economic output across the country. This economic activity supported 471,000 jobs and contributed substantial revenue to the U.S. Treasury and state governments, mostly through royalties on minerals.

Follow the BLM on Twitter, Facebook, and Flickr [@BLMUtah](https://www.instagram.com/blmutah)



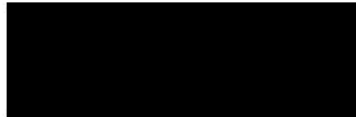
	COMMENT FORM TRAIL CANYON TRAVEL MANAGEMENT AREA (TMA) U.S. DEPARTMENT OF THE INTERIOR BUREAU OF LAND MANAGEMENT KANAB FIELD OFFICE	
▼ Write your comment in the space below. ▼	Route Name or ID #	
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APPENDIX E – PUBLIC SCOPING COMMENTS

November 15, 2020

Kevin J. Keller



ATTN: Trail Canyon TMP

BLM Paria River District

669 S Highway 89A

Kanab UT 84741

Dear BLM Folks,

I'm Kevin Keller, a Trustee of the Utah Public Lands Alliance. UPLA is a group of people who love and use Utah's Federal, State, and locally managed lands. We support mixed use of these public lands as long as they are used responsibly. UPLA is a 501c3 organization with a productive history of cooperation with land management agencies, particularly the Bureau of Land Management.

In 2008 the Kanab field office implemented a travel plan for this region. By almost all accounts it is very successful, allowing for careful, responsible use by a wide variety of stakeholders. The area is beautiful, largely pristine and remains today in the same condition (or better) as in 2008. There is considerable OHV traffic and a few associated problems with that, but things are very good. Those who use the land value it for its pristine beauty. The Trail Canyon Travel Management area trails in particular are mostly sand and as such don't erode, and repair themselves each time the wind blows.

More visitors will come to this area in the future. We can't keep it a secret! They are going to come, they are going to recreate, and many, if not most, will use OHVs. But, with over 500 miles of trail in this area, it is well suited to provide opportunities for even more responsible users. Roads and trails in the Trail Canyon TMA are the only practical way for older or disabled visitors to see these beautiful places. Reducing the available trails would put even more pressure on those that remain.

These lands belong to the people. The people are entitled to careful, responsible use of the lands. The 2008 TMP provides more than adequate protection of the resource. Is it perfect? Probably not. A collection of groups headed by the Southern Utah Wilderness Alliance doesn't like the 2008 TMP. Their very name flies in the face of missed use: Wilderness.

Wilderness is great, and necessary. Our society has set aside numerous tracts of our most pristine, sensitive areas as wilderness. That is a good thing. But SUWA and some others attacked the 2008 TMP. They sued, spending inordinate amounts of everyone's time and money. They demonstrated that SUWA and its cronies have no appetite for mixed use of public lands. Mixed use is part and parcel of BLM's

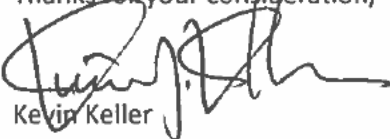
mission and responsibility. Again, these are the peoples' lands, public lands, and the people are entitled to access them. For the vast majority, this means vehicle access.

Regarding travel routes in Trail Canyon, an attorney for SUWA said several times in the media, "All routes should have a purpose". I believe they do. Please forgive me for using a personal example. My son Clint, a 31-year old husband and father, has been an avid outdoorsman his entire life. He has hunted, fished and hiked the famous trails here and in other areas. He has shared his time and love of the outdoors with youth groups, college friends, and countless others from his youth on. Hi has some great stories!

Three years ago, cancer attacked his spine, crushing his spinal cord and leaving him a quadriplegic. Now the only way he can get out onto the land he loves is in the passenger seat of my Jeep. SUWA says all routes should have a purpose. They do. That purpose is to give my paralyzed son access to the country he can no longer roam on foot, and allow him and his family to have at least a taste of what he loves so much.

This is public land. It's the peoples' land. It is Clint's land. Please, don't restrict him further by reducing roads and trails in the Trail Creek area.

Thanks for your consideration,



Kevin Keller

To: Keweenaw Field Office
 About: Trail Canyon Travel Management Plan

Following are additional comments and criticism of the idea of this purported plan.

Naming this "plan" "Trail Canyon Travel Management Plan" is an absurd misnomer — giving the small Trail Canyon piece of the Keweenaw office the label for 182,000 acres on the west side US 89 and the field office is ridiculous. Especially when Trail Canyon's only access is by foot. So Trail Canyon itself is not even involved in this exercise — yet some manager decided erroneously to name it that — kind of like calling the Pinta Wilderness the "White House travel plan for East traffic". What were you thinking?

Then you announce this plan in November with comments due right after Thanksgiving when most people are hardly thinking about commenting or signing purposes another plan from BLM.

The initial maps were poor — they were just lines on mostly blank areas with no topography or boundary lines — it wasn't until this last week of November that the maps were given adequate detail — I got more information on numbers for roads from the large brochure that is available at the BLM desk for travel in the Keweenaw Field Office.

I don't even want to attempt to consider some of the tight clumps of alleged roads in various areas that look like spaghetti — and why they are necessary to duplicate and triplicate or more going to the same places but by slightly different ways — in many places these are just places people started driving cross country to connect to something in a different way and they became roads.

I prefer to concentrate on the protection of WSAs — where damage has been done for over 40 years with a lack of such management to control the consequences — and at this the BLM fails greatly. If "ways" show signs of overuse and creation of cross-country travel they need to be closed to all vehicles. You are allowing undue degradation to protected areas. It's not preserve and protect it is abuse and neglect with no thought of the future.

M. Salamanca



COMMENT FORM
TRAIL CANYON TRAVEL MANAGEMENT AREA (TMA)
U.S. DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
KANAB FIELD OFFICE



TRAVEL MANAGEMENT SCOPING

The Bureau of Land Management (BLM), Paria River District, Kanab Field Office is developing a Travel Management Plan (TMP) for travel routes and route uses in the Trail Canyon Travel Management Area (TMA). This TMA covers approximately 182,760 acres of BLM managed land in Kane County, Utah.

Public input is essential to designate a travel system that provides appropriate access to and across public lands for a variety of uses including recreation, hunting, grazing, mineral exploration, and energy development. We need your input to help ensure that the route inventory is accurate and complete as well as to capture any other factors or criteria that you think should be considered. General comments are not as helpful as are specific comments.

PLEASE READ CAREFULLY

Comments and related personal-identifying information will be subject to disclosure under the Freedom of Information Act (FOIA) and comments may be published as part of the Environmental Assessment (EA) and other related documents. Individual respondents may request confidentiality. If you wish to withhold your name, street address, or email address from public review and disclosure under the FOIA, you must state this prominently at the beginning of your written comment. Such requests will be honored to the extent allowed by law. All submissions from organizations or businesses will be made available for public inspection in their entirety. The BLM will not accept anonymous comments.

"During the public scoping phase of travel management planning efforts, field offices should provide interested stakeholders with a minimum of 30 days to submit route inventory data and/or identify specific routes to be evaluated and potentially designated as open to off-highway vehicle (OHV) travel. For each route submitted, stakeholders should provide an accompanying purpose and need statement (e.g., access to trailheads, campsites, range improvements, private property, etc.), any known user conflicts (e.g., conflicts between mountain biking or OHV use), and any known resource conflicts (e.g., damage to surrounding vegetation or archeological sites)." - [Utah IM 2012-066](#)

PLEASE MAIL THE SIGNED FORM TO:

BLM Paria River District
 Kanab Field Office
 Trail Canyon TMP
 669 South HWY 89A
 Kanab, Utah 84741

OR SUBMIT AN ELECTRONIC COPY BY EMAIL TO:

blm_ut_kn_mail@blm.gov

TO ASK FOR CONFIDENTIALITY, YOU MUST CHECK THE BOX AND INITIAL THE STATEMENT BELOW.

<input type="checkbox"/> Public Disclosure Box ▶	<input type="checkbox"/> I request confidentiality to the extent allowed by law.	<input type="checkbox"/> Initial ▶
Name:	MICHAEL SALAMACHA	
Organization or Business (if applicable):	N/A	
Address:	[REDACTED]	
City:	State:	Zip Code:
E-mail:	[REDACTED]	
Signature:	<i>[Signature]</i>	Date: 11/27/2020

IF YOU COMMENT ON THE ROUTE INVENTORY, COMPLETE A SEPARATE SECTION BELOW FOR EACH ROUTE. INCLUDE THE ROUTE NAME OR ID NUMBER THAT CORRESPONDS TO THE ROUTE.

▼ Write your comment in the space below. ▼	Route Name or ID # ▶
--	----------------------

70 Poverty Flat. Paria River

This route is very poor over a severe landscape - with numerous side-tracks caused by terrain too difficult for some vehicles to stay on track - causing new tracks to form. Route should be closed from State Section 30 where track clings to side of cliff. Initial wilderness inventory shows track only going another mile south - most of 70 area is water.



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Perunnuwacup

#70 Due to the fact that the early maps that were put on this TMA were wrong and had to be updated with WSA boundaries and Field office boundaries (county line on W edge) I will also include the fact that while with BLM I and others closed the illegal spur going south and down into Perunnuwacup Canyon to the E Fork Virgin R. - which was shown on ^{maps} its

▼ Write your comment in the space below. ▼

Route Name or ID # ▶

70 A, B, C, D, G - Is it really

Necessary and needed to include all these tracks in one small area? 70 A should be sufficient - walking down the other should be sufficient use to get anywhere else here.

▼ Write your comment in the space below. ▼

Route Name or ID # ▶

18 WSA Perunnuwacup on the south side

of Perunnuwacup - The "Barracks" should be closed due to overuse and growing cross-country travel - this has always been a route that especially during hunting season contributed to illegal hunting camps at various places along the route that contributed to cause undue degradation to wilderness values. It would make a nice hiking trail from it start a couple miles south.

▼ Write your comment in the space below. ▼

Route Name or ID # ▶

256 Broad Hollow - should just

be a hike - not a driving route to see the old abandoned cabin located at the end. There were problems with this route growing and heading up the slope to the east. Close this route to vehicles.

▼ Write your comment in the space below. ▼

Route Name or ID # ▶

20 WSA Perunnuwacup - this is the

section of the Cherystem thru Elephant Cave that should end at the end of the Cherystem - close it beyond and down into Perunnuwacup Canyon and then through and up E Fork Virgin R to the private land of the Foots Ranch and beyond to State Section 36. It should be closed at the private land boundary. Much damage has occurred within the streambed and banks and terraces along the river due especially to attempt driving along the river after flooding events. This was never



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(th 20 cont'd) a road especially due to floods of the river.

▼ Write your comment in the space below. ▼

Route Name or ID # ►

28L Harris Mt. on south side of Paria Plateau should be closed and used as a hiking trail. It is entirely in the WSA and again causing impacts from cross-country travel along its length and beyond

▼ Write your comment in the space below. ▼

Route Name or ID # ►

40Q Gun Block Mesa to above Bay Bill Canyon ending on edge of state section which is mostly below in Bay Bill Canyon - due to topography not easily connected to the canyon below. Paria Plateau

▼ Write your comment in the space below. ▼

Route Name or ID # ►

40U Paria Plateau - on top of Block Mesa and above Bay Bill and Merwin Canyon - again another route for a hiking trail not mechanized vehicles

▼ Write your comment in the space below. ▼

Route Name or ID # ►

11CZ-11C Canyon WSA at the south end of the Yellowjacket rd. (on your maps the Sand Dunes rd) on the AZ state line. This is a dead end spur that serves no purpose - it only goes a few hundred yards and dead ends - it was not on any WSA survey map. And I kept it marked with WSA signs and no vehicle symbols when I checked it.



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KANAB FIELD OFFICE



▼ Write your comment in the space below. ▼

Route Name or ID # ▶

106 Cwagw WSA Intrudes into

the WSA for about 1 mile - should be closed due to vehicles continuing to go cross country all the way to the AZ line beyond the end of this track - plus connecting to 17B at the ~~boundary~~ Section 32 as a fence line - which was closed at the north boundary of Section 32.

▼ Write your comment in the space below. ▼

Route Name or ID # ▶

17B Cwagw follows the boundary

of the WSA on the roads west side. A barrier had been erected in the early 2000's to stop vehicles from going into the WSA and then connecting to 106 in Section 32 and onward cross country to AZ. Should be closed as before at WSA boundary.

▼ Write your comment in the space below. ▼

Route Name or ID # ▶

26F to Sandstauk Butte

This very short spur should be closed to prevent more impact and deterioration surrounding the base of the Butte - it is just a short walk from road 26 and vehicle impacts aren't needed.

▼ Write your comment in the space below. ▼

Route Name or ID # ▶

51 + 52 Moquith Mt. WSA

First of all this loop is very rough and hazardous in places especially above Water Canyon - it has caused illegal travel up Water Canyon and various side tracks to form along the way especially vehicles attempting to go around rock ledges. Hell Roaring spur ends at and adjacent to Indian ruins in an area that need better protection.



COMMENT FORM
TRAIL CANYON TRAVEL MANAGEMENT AREA (TMA)
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BUREAU OF LAND MANAGEMENT
KANAB FIELD OFFICE



▼ Write your comment in the space below. ▼	Route Name or ID # ►	MOQUITH WSA routes - this one
<p>WSA is the probably the worst example for routes in general. For forty years it has been degraded especially, in, illogically, couple thousand acres in its north west area between the Hancock road and the Yellowjacket road. This area is an extension of the Coral Pink Sand Dunes State Park which is completely open to ORVs - instead of protecting the unique area of sand and clumps of <i>Panotrocha</i> grasses the BLM allowed it to be overrun by ORVs just like the adjacent state park. In contrast as a WSA it should have been closed to protect its unique character but</p>		

▼ Write your comment in the space below. ▼	Route Name or ID # ►	The BLM failed to perceive anything
<p>like protection being possible even when there was barely any use due to the very earliest stages of something called ORV recreation. Instead of protecting it for its natural values it became an ORV amusement park. The BLM had and has no concept of unbothered wilderness - and unfortunately the state of Utah and its congressional delegation has never had any incentive to get in protecting wilderness thus we continue to have the category of "WSA", even though the BLM permits unbothered mechanized use in what is basically a roadless area. It needs to be class</p>		

[EXTERNAL] Comments on the Trail Canyon Travel Management Planning Process

Sky Chaney <[REDACTED]>

Tue 11/24/2020 7:20 AM

To: KN_Mail, BLM_UT <BLM_UT_KN_Mail@blm.gov>; Stewart, Clay M <c1stewar@blm.gov>

This email has been received from outside of DOI - Use caution before clicking on links, opening attachments, or responding.

Comments on the Trail Canyon Travel Management Planning Process

NEPA # **DOI-BLM-UT-P020-2021-0002-EA**

Dear BLM Representative:

My name is Sky Chaney. I am President of the Taxpayer Association of Kane County. I would like to submit several comments on the upcoming Trail Canyon Travel Management Plan in Kane County on behalf of myself and our local civic organization.

Over the past 15 years I have travelled by foot, 4wd, and ATV on many of the routes contained in the Trail Canyon TMA. I have noticed the following conditions that need to be fully addressed in the travel plan: Redundant and unnecessary routes; Damage to vegetation and cultural resources; Ghost routes and illegal travel; Widening of routes by overuse; Increased erosion; Increased conflict between users. ATV use is on the rise. I have seen these conditions worsen over the years.

I am particularly concerned about the routes that extend into the Elephant Cove area and the Moquith Mountain WSA loop route where I observe increased damage to natural resources and off-route travel by ATV's.

Please do a thorough job with this travel planning project. A number of the current routes need to be closed for the reasons mentioned earlier in my comments. Thank you.

Respectfully,
Dr. Sky Chaney
President ~ Taxpayer Association of Kane County

[EXTERNAL] Trail Canyon TMP

April Johnson [REDACTED]

Sat 11/28/2020 4:15 PM

To: KN_Mail, BLM_UT <BLM_UT_KN_Mail@blm.gov>

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I am generally concerned about travel management in the Trail Canyon area. There is an increasing proliferation of OHVs in this area and as a result, I find myself less and less inclined to visit these areas. They seem to have turned into a sacrifice zone for one user - OHVers. This user group has been asked repeatedly to stay on designated routes, but continues to disregard these rules. Travel plan after travel plan then adds the illegal roads they push into the desert to official system roads. Why would we reward users that already can't follow rules? The impact of even just a few bad apples leaves irreversible impacts on this fragile desert ecosystem.

Take for example, a trip I took earlier this year to Indian Canyon. I didn't feel comfortable driving my truck all the way in, so we had to walk a little ways on the road. We were nearly run over by ATVs traveling at high speeds and then had to listen to the drone of OHVs the entire time we were hiking into the pictographs. This whole area in and around the Coral Pink Sand Dunes is a disaster. As is the Peekaboo area - I've never seen so much toilet paper in one place. Disgusting and hazardous. I won't be going there ever again. The criss-cross network of roads tearing into and out of the wash downstream of Peekaboo should be an embarrassment to the BLM. It is such a pretty spot that is oh so effed. These impacts, coupled with the noise pollution, also makes these areas completely uncampable. I would love to find a peaceful campspot near Kanab to frequent with friends and neighbors that doesn't involve driving deep into the GSENM or Kaibab NF, but all attempts in the Trail Canyon area (specifically around the sand dunes and the North Fork) have failed due to noise.

OHVs need to be reined in on BLM land in this area. Not only do they create widespread ecological damage, but they are SO FRICKIN LOUD. I actually miss the days when ATVs were the main source of noise pollution. OHVs like those Razers are twice as loud. Try it - if you sit in a quiet place and wait for various vehicles to pass by, trucks are the most quiet, followed by ATVs, with razers being the loudest. I don't think this is part of the Trail Canyon TMP, but I have never been as disgusted as I was to watch caravans of razers driving UP La Verkin Creek, tearing through river banks, doing donuts in slickrock waterfalls. Absolutely appalling - I can't believe the BLM lets this happen in a riparian area, especially in the desert where water is precious. I felt bad for the aquatic critters drowned in the turbid dirt-filled waters muddied by these vehicles. It's amazing anything can survive down there with such ear-splitting noise and riverbank destruction.

There are 501 miles of designated travel routes in this area, only 11.5 of which were designated to be closed to motorized use in 2008. We can do better. YOU can do better. The BLM can do better. As a resident of Kanab, I am finding it harder and harder each year to get away from the noise of OHVs. I shouldn't be able to hear them everywhere I go. I often hike miles and miles into a place, only to be disappointed by OHV noise. This user group seems to be commandeering every inch of southern UT, turning it into a playground where they can rip and shred to their hearts content with abandon. You have an opportunity to educate, manage, enforce, and protect. You have an opportunity to keep OHVs out of riparian areas like the North Fork. You have an opportunity to preserve some silence. You have an opportunity to wield the power of GIS to evaluate where there are popular hiking destinations and create a buffer around them devoid of OHVs. It's not hard, it just requires cajones. Please find some balls and shut some of this shit down.

Thank you,
AJ
Kanab, UT

[EXTERNAL] Trail Canyon TMP

Noel Poe [REDACTED]

Sat 11/28/2020 4:22 PM

To: KN_Mail, BLM_UT <BLM_UT_KN_Mail@blm.gov>

1 attachments (2 MB)

Trail Canyon TMP.pdf

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Attached is the High Desert Backcountry Horsemen scoping response for the Trail Canyon Travel Management Plan.

Noel R. Poe, Secretary
HDBCH



High Desert Backcountry Horsemen Chapter

November 28, 2020

Whit Bunting, KFO Manager
Attn: Trail Canyon TMP
669 S. Hwy 89A
Kanab, UT 84741

Dear Manager Whit Bunting,

Thank you for the opportunity to provide input into the Trail Canyon Travel Management Plan. We appreciate the opportunity to see the large-scale maps available at the BLM's ePlanning website. The High Desert Backcountry Horsemen (HDBCH) has the following comments for your consideration during the scoping process.

1. All Roads Should Have a Purpose. As you know roads built for motorized vehicles have a significant impact on wildlife habitat and corridors. The noise from and the speed of ATVs, SUVs and similar machines will drive wildlife away from areas and corridors, particularly if there is a cluster of roads in heavily-used wildlife habitat.

Roads leading to a particular destination should have one road into that area and no more than one other road back out. Loop roads are usually more desirable for users, but there should not be 3 to 5 roads into and out of an area. The more roads leaving a specific point, the more difficult it is for Law Enforcement Officers (LEOs) to manage and to catch people that are doing harm to resources.

This is particularly important if the road leads to an archeological site. In this case there should be only one road into the site and have the vehicles turn around and come back out the same road they drove in on. A good example is Hell Dive Canyon, where vehicles can come into the general area using Roads 51 or 52 that form a loop, but to get to Hell Dive Archeological Site the vehicle needs to take the spur Road 51(?) to Hell Dive archeological site, visit the site and go back out on 51(?) until they reach the junction of 51 and 52. This is good planning if the BLM considers access to Hell Dive Archeological Site as appropriate. However if cultural resource staff feels this site is too significant for access, the Spur Road 51(?) should be closed.

2. Cottonwood Trail west of Ranchos. HDBCH has been told over several years that the Cottonwood Trail west of the Rancho's is closed to mechanized and motorized uses because of the wilderness characteristics. However there are seven (7) roads that are still open for motorized uses in R6W and R7W. The following roads enter BLM land, cross or use the Cottonwood Trail and basically end because they have no purpose. We encourage management to consider closing these seven roads because of the lack of motorized use and the wilderness characteristics that has this area designated for equestrians and hikers.

The roads we recommend closing are Roads 54, 54A, 54B in R6W with a small portion of 54A in R7W. The road that runs basically east and west appears to be located on top of the Cottonwood Trail for equestrians and hikers. ACE Trail Crews have spent considerable time and money over the years converting this trail to a single track for hikers and horses. I can't tell if this east-west road is numbered 54A or 54B.

In R7W, roads 53C, 53B, 53A and 53D should be closed at the BLM's southern boundary. The reasons are the same as stated in the above paragraph for similar roads in R6W.

3. Moquith Mountain Wilderness Study Area. This WSA has 3 major road systems intruding into the WSA. The roads are 50, 51 and 52. Were these roads formally "cherry-stemmed" when the WSA was designated or were the roads developed after the WSA was designated? Portion of Roads 51 & 52 allow access to two (2) SITLA sections. Consider whether it is possible during the TMP process to trade sections with the state and eliminate the two school sections within the WSA.

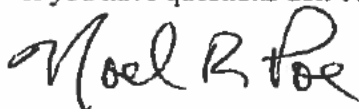
If exchanging these two state sections were possible to "block up" land elsewhere in Utah for alternative energy sites, oil & gas production, or other forms of suitable development, there would not be Spur Roads intruding into the middle of Moquith Mountain WSA on their way to Hell Dive Canyon.

4. Roads on the Mesa between Tiny and Trail Canyons. We are confused. On one map that I saw the old 2-track trails across the sandy mesa between Tiny and Trail Canyons are shown as TC 1004 and TC1005. Looking at the information in the Scoping Document at the ePlanning website there is the following statements: "*All proposed undesignated routes have been confirmed and verified by BLM and assigned a temporary identifier name that will begin with 'TC'. Each 'TC' route has a documented purpose and need and existed prior to the 2008 travel plan.*"

I understand the Smith family no longer allows visitors to cross their property to access the BLM land between Tiny and Trail Canyons. Is that a fact? There is no doubt that roads now designated TC 1004 and TC 1005 existed prior to 2008, but have they been used since then? Or need to be used now? What is the purpose of these roads? We suggest these two trails be closed to motorized or mechanical vehicles. Please consider that alternative during the EA process.

5. Ground Nesting Native Bees. As you are going through the EA process would you have staff check the designated roads for ground-nesting Native Bees? There have been ground-nesting bee colonies destroyed by maintenance equipment on roads within GSENM. We don't know whether this particular species of bees is endangered or threatened. But if road maintenance planning does not included being aware of these particular bee colonies, they may become threatened or endangered in the future.

If you have questions don't hesitate to contact me on either the phone or email. Sincerely,



Noel R. Poe
Secretary, HDBCH

cc: Julia Sbragia, President
Jim Bentley, Trail Development Director



ePLANNING

Comment Submission

Project: DOI-BLM-UT-P020-2021-0002-EA - Trail Canyon Travel Management Plan

Document: Public_TrailCanyon_TMP_Route_Evaluation_Comment_Form.docx

Submission ID: tescoping-1-500117547

Comment

See attachment.

Upload File(s)

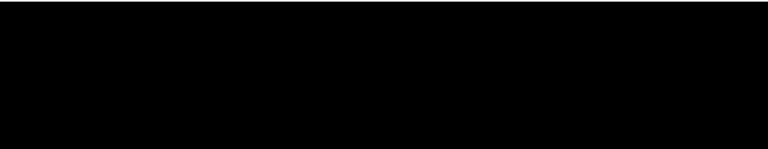
Files

Files

Trail Canyon Scoping Comment.pdf

Submitter(s)

Submitter 1



Group or Organization Name: Colorado Offroad Trail Defenders

Position: Vice President

(Add me to the project mailing list) - YES

Disclaimer

Before including your address, phone number, e-mail address, or other personal identifying information in your comment, you should be aware that your entire comment - including your personal identifying information - may be made publicly available at any time. While you can ask us in your comment to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so.

(Withhold my personally identifying information from future publications on this project) - NO

Comment Regarding the Trail Canyon Travel Management Area Scoping Process

Patrick McKay
Vice President, Colorado Offroad Trail Defenders
November 24, 2020

I. Introduction

I am a Jeepster and offroad vehicle enthusiast from Highlands Ranch, Colorado. I am a non-practicing Colorado licensed attorney currently working as a software developer. I am the Vice President of Colorado Offroad Trail Defenders (COTD), a 501(c)(4) non-profit organization dedicated to keeping offroad trails open to full-size four wheel drive vehicles and maximizing opportunities for offroad motorized recreation. I am also an Advisory Board member of Colorado Offroad Enterprise, a related organization based in Buena Vista, CO which focuses on trail adoptions and community outreach to preserve high quality opportunities for motorized recreation in the central Colorado mountains. I am submitting these comments on behalf of both myself and Colorado Offroad Trail Defenders as an organization.

Though COTD is primarily focused on protecting offroad trails in Colorado against closure, we are also interested in preserving offroad recreation opportunities in surrounding states such as Utah. Colorado offroad enthusiasts frequently travel to Utah, and Southern Utah in particular, in order to experience the spectacular offroad trails the region has to offer.

Accordingly, we submit these comments to request that the BLM's travel management plan for this area preserve the maximum number of opportunities for motorized recreation, particularly for full-size four-wheel-drive vehicles. We also support the scoping comments by the Blue Ribbon Coalition, and have consulted with them in the formulation of these comments.

II. General Comments

These scoping comments will focus on a few particularly high value routes in the Trail Canyon TMA, particularly in the Barracks / Elephant Cove / Parunuweap areas, as well as identifying routes that are missing from the BLM's route inventory and should be considered for addition to the route system in the alternatives developed from scoping. A number of these missing routes are inside the boundaries of the Parunuweap Canyon and Canaan Mountain WSAs.

We are aware that Kanab Field Office staff have told members of other motorized advocacy groups such as the Blue Ribbon Coalition that the terms of the settlement agreement do not allow the agency to consider new routes in WSAs. This is incorrect. The terms of the settlement agreement only require that the agency consider ONE ALTERNATIVE that does not designate any routes inside WSAs. The language of the settlement agreement states:

Alternative route networks within WSAs and Natural Areas.

For routes or portions thereof that are located on public land within wilderness study areas ("WSAs") and Natural Areas, BLM will analyze in the NEPA document at least one alternative route network that would enhance BLM-inventoried wilderness characteristics by designating the routes or the relevant portions

thereof as closed to ORV use, unless ORV use of the route is authorized by an existing right-of-way or other BLM authorization or by law. To the extent ORV use of a route is authorized, this alternative route network will include measures limiting ORV use to enhance BLM-inventoried wilderness characteristics to the greatest extent possible consistent with applicable laws, regulations, or existing right-of-way authorizations.¹

Under this provision, there is nothing that prevents the BLM from considering alternatives that designate new routes inside WSAs as long as they also consider an alternative that does not designate those routes.

According to the scoping document, "The proposed TMP will designate existing off-highway vehicle (OHV) motorized routes only."² However, the BLM also indicated that it *will* consider designating routes that existed prior to the 2008 travel plan but were omitted from that plan:

Prior to public scoping, BLM staff conducted internal scoping. Through this process, BLM staff and cooperating agencies identified approximately 20 miles of existing routes that were not inventoried or designated in the 2008 RMP. These existing undesignated routes will be considered for designation in addition to the baseline inventory that was established in the 2008 RMP.

Maps provided for scoping show the current travel management plan completed in 2008. The map also includes the proposed routes that were identified by the Kanab Field Office BLM during internal scoping. All proposed undesignated routes have been confirmed and verified by BLM and assigned a temporary identifier name that will begin with "TC". Each "TC" route has a documented purpose and need and existed prior to the 2008 travel plan.³

Each of the non-inventoried routes that we will highlight below existed prior to the 2008 travel plan, and should likewise be eligible to be considered for designation in the alternatives developed from this scoping process.

While it is impossible for us to comment on all or even most routes in the Trail Canyon TMA, it is our position that the motorized route network in this area had largely been managed effectively under the 2008 travel plan, and that for the vast majority of routes, the existing management should continue.

We therefore ask that all action alternatives considered preserve the existing routes network mostly as-is, with any closures limited to routes that have been verified by an on-the-ground survey to be unused and naturally reclaiming.

We will also highlight several routes that are currently suffering from management issues stemming from untenable and nonsensical endpoints. These issues could be best solved by extending routes and designating them to their natural endpoints rather than arbitrarily ending them short of users' desired destinations, as well as restoring connections to other nearby trails that form loop opportunities. Loops are always preferable to out-and-back trails, and the BLM has the opportunity in this travel management process to restore at least one major loop that was unfortunately severed by poor management decisions in the 2008 travel plan.

¹ Settlement Agreement in *Southern Utah Wilderness Alliance, et al. v. U.S. Department of the Interior, et al.*, U.S. District Court (D. Utah), p. 12.

² "Trail Canyon Travel Management Plan Environmental Assessment Scoping & Route Inventory Verification", BLM Kanab Field Office, October 29, 2020.

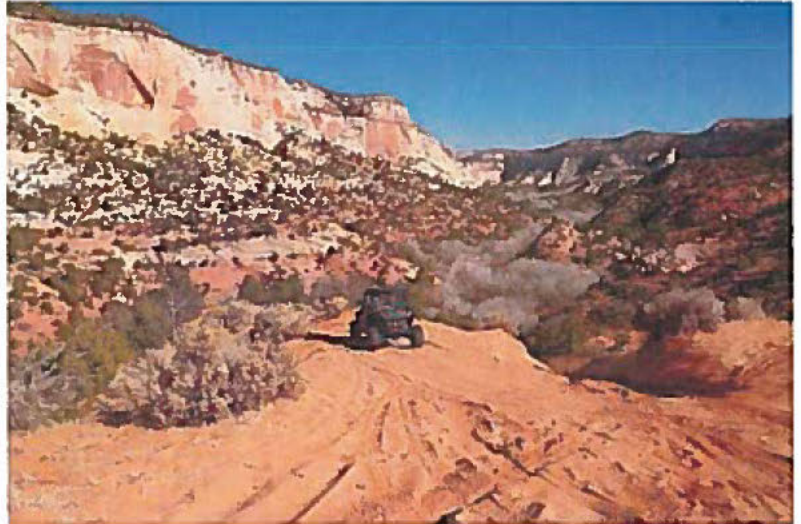
³ *Id.*

By restoring loop opportunities and officially designating some routes to their proper endpoints, the BLM can solve several existing off-trail issues that are currently causing resource damage, while simultaneously improving the quality of motorized recreation in the area.

III. Route-Specific Comments

1. BLM Route 20: Barracks Trail

The crown jewel of the motorized trail network in the Trail Canyon TMA is the Barracks Trail, also known as Kane County Road K1300 - Elephant Cove Road, and shown on the Kanab Field Office's current motorized travel map and the scoping maps as BLM routes 20 and 20WSA. Earlier in November 2020, I spent a week-long vacation in Hurricane and Kanab and this was a destination trail for me. It did not disappoint.



The Barracks Trail offers a motorized recreational experience like nothing else available in the area. Running south to north, it starts as a rolling, winding, sandy trail with scenic views of Elephant Butte and Harris Mountain. As it descends into the canyon along the Virgin River, it offers some moderate technical challenges on slickrock obstacles, before coming to a point overlooking the canyon with spectacular views of towering cliffs on all sides. From there, it descends a steep sand hill that is a nationally famous obstacle. Any vehicle can make it down the hill, but only some can make it up the steep incline through the deep sand. For those who wish to try running it uphill, it provides a formidable challenge that tests drivers' sand driving skills.

After descending to the Virgin River, the trail offers numerous water crossings which can pose some challenge when the river is running higher, and travels down an extremely scenic canyon with towering cliffs on both sides. There are several opportunities to hike up side canyons and see several slot canyons. It ultimately turns into a graded dirt road after passing through a parcel of private property, before ending at Highway 89 just south of Mount Carmel Junction.

The Barracks trail can be run straight through while traveling from Hurricane to Kanab (as I ran it during my recent trip), and as a loop either with other OHV trails in the Elephant Gap and Coral Pink Sand Dunes area or taking Highway 9 through Zion National Park back to Hurricane.

The Barracks Trail is a nationally famous destination trail in the region, and to my knowledge has frequently been included among organized trail runs as part of the Trail Hero and Winter 4x4 Jamboree events held annually in Hurricane. It is also a popular trail for local Jeep clubs and OHV/side-by-side groups. This route is one of the routes being considered in the ongoing RS-2477 Bellwether Case, and is claimed by Kane County and the State of Utah as an RS-2477 route.

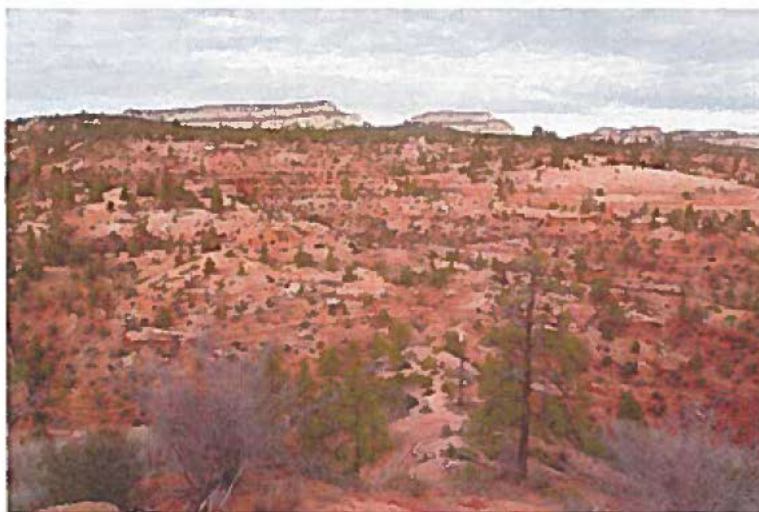
Though much of the trail is inside the boundaries of the Parunuweap Canyon WSA, it does not harm the wilderness characteristics of the WSA or harm its potential to be designated as a wilderness area in the future. Due to its extremely high value for motorized recreation, if Parunuweap Canyon was ever

designated as a wilderness area, this route would likely be cherry-stemmed in the authorizing legislation. When I drove it, I observed minimal trail braiding and no unauthorized routes leading off of it into the WSA.

While we understand that the BLM is required by the settlement agreement to consider one alternative that does not designate any open motorized routes inside WSAs, the BLM should keep this route open to all motorized vehicles in all other action alternatives considered in this travel management process.

2. BLM Route 18: Barracks Overlook Trail

Another extremely important route in the Barracks area is the Barracks Overlook Trail, also known as Kane County Road K1290 - West Rock Canyon-Barracks Road, and BLM routes 18 and 18WSA. This route leads from BLM route 25 in the Shunes Hollow area out to a spectacular overlook of the Virgin River canyon near the actual Barracks peak. It provides spectacular scenery and dispersed camping (particularly the large dispersed campsite at the end of the trail), and is a relatively easy trail which all four-wheel-drive vehicles can access.



This is also a nationally known trail featured in guidebooks such as Peter Massey's *Utah Trails: Southwest Region* book, and is a destination trail for visitors to the area. It is frequently run in together with the Indian Walkway loop and Shunes Hollow / Shunesburg Mail Drop trails for a full day of motorized recreation and exploration in the western part of the Barracks area.

The best part of this trail (the final descent down to the overlook of the Virgin River) is also inside of the Parunuweap Canyon WSA. It also does not harm wilderness characteristics or wilderness suitability. When I ran it in November 2020, I did not observe any trail braiding or unauthorized routes leading into the WSA. There were a few dispersed campsites inside of the WSA, including the one at the overlook at the end of the trail, but they were clean and well-contained.

We ask that this route be kept open to all motorized vehicles in all action alternatives developed through this scoping process, except for the settlement required alternative that designates all routes in WSAs as closed to motor vehicles.

3. Indian Walkway Loop

A popular loop route in the Barracks area is the Indian Walkway Loop. This route consists of BLM routes 17, 19, and 25 in the Kanab Field Office, and Canaan Mountain Road in the St. George Field Office. The loop provides access to two local attractions: the Indian Walkway and the Shunesburg Mail Drop. It also provides access to the trailhead for the Canaan Mountain Sawmill Trail in the Canaan Mountain Wilderness.

While only half of this loop is in the Kanab Field Office and the Trail Canyon TMA, it is important to keep in mind the full context of this loop. Looking only at the Kanab FO travel map, BLM Routes 25 and 17 appear to be dead-end routes ending at the field office boundary and Washington County line. However both of these roads continue into the St. George Field Office, which does not yet have a designated route system, and OHVs are limited to existing routes.

BLM Route 19, also known as Kane County Road K1225, is the main route for this loop in the Trail Canyon TMA. While this road is narrow and most often used by ATVs and side-by-sides, it is fully passable to full-size 4x4s, albeit with some pinstriping. The main point of interest along this trail is the Indian Walkway, which is a path across a large area of exposed slickrock outlined in rocks. As best I have been able to discover, it is of unknown origin but is assumed to have been built by Native Americans, and is thus an archeological site.

The walkway site is accessed by a short spur route marked on the current travel map as BLM Route 19A that leads directly to the top of the walkway, while another short spur (19B) continues a short distance past the bottom of the walkway. The GIS data provided by the BLM for the scoping period only shows a short section of this spur as 19A, while the rest of the spur is marked as TC1016--one the previously uninventoried routes being considered for scoping. Curiously, the GIS data lists the first segment of this spur (19A) as "Access: Abandoned", and lists the name as "atv".

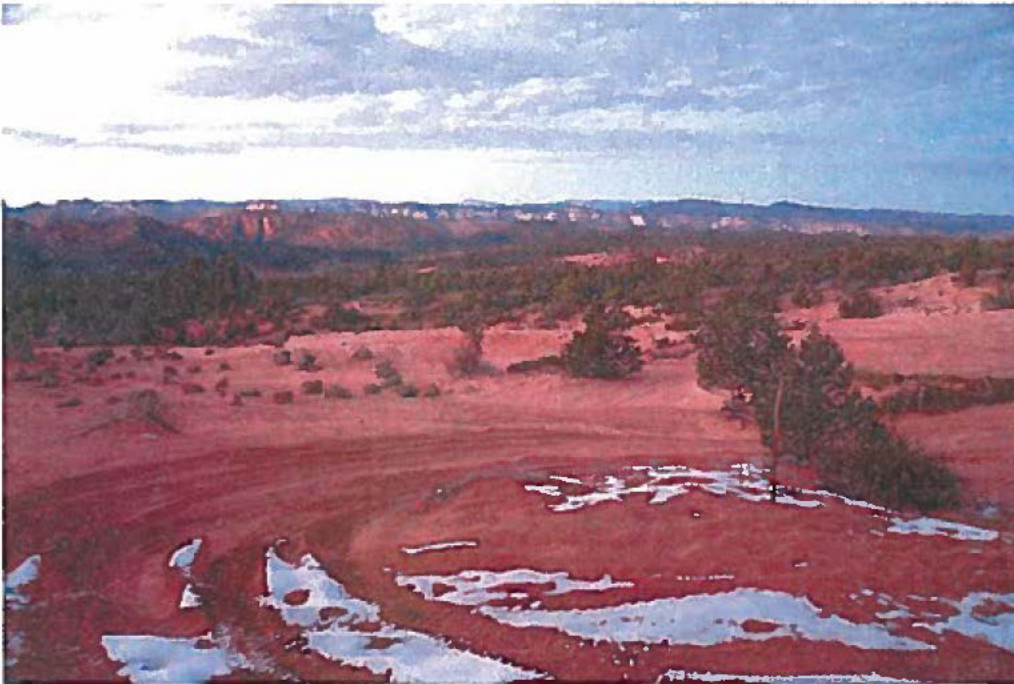
Having driven this route in my Jeep Wrangler in early November 2020, I can assure the BLM that this route is not abandoned, and it is fully accessible to full-size vehicles, not just ATVs. This spur leads to a well-defined parking area at the top of the Indian Walkway at coordinates 37.094022, -112.898286. Most people stop there, but satellite imagery on Google Earth shows the route continuing another few hundred yards across the boundary into the St. George Field Office, where it ends at the top of the hill. TC1016 should therefore be extended to the field office boundary.





Google Earth imagery showing the location of the parking area and the route continuing into the St. George Field Office.

Below is a photo showing the turnaround and parking area at the top of the Indian Walkway.



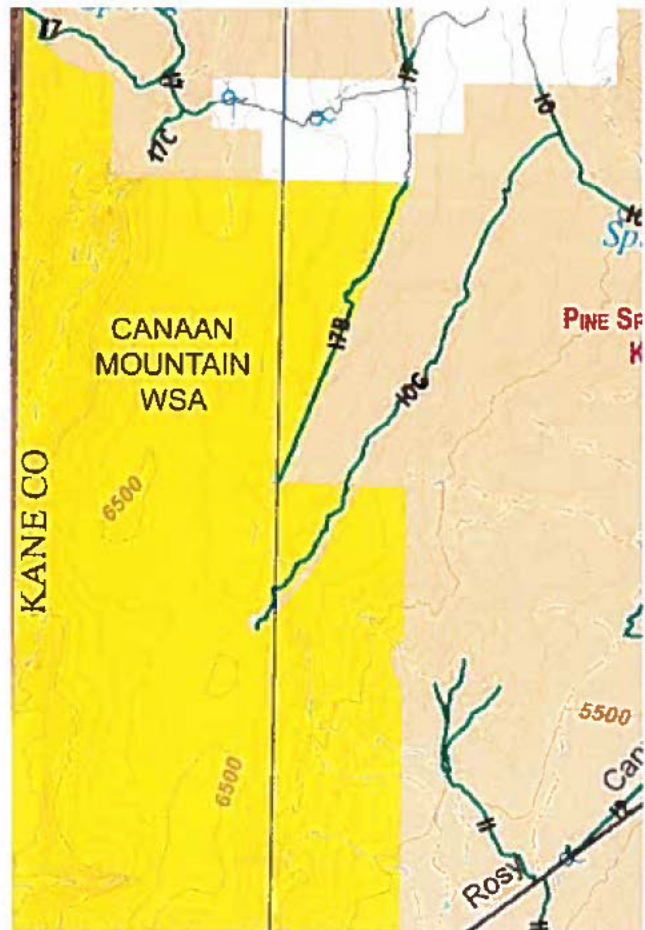
We request that all action alternatives preserve the existing designations for BLM Routes 17, 25, 19, 19A, and 19B, and designate TC1016 (corrected to show it extending to the field office boundary) as OHV Open as part of 19A. Additionally, the scoping GIS data shows BLM Routes 17 and 25 each ending just short of the field office boundary. The spatial data for these routes should be corrected to show them ending at the field office

boundary and Washington County line, as they actually continue across it.

4. Missing Inventory: End Segments of BLM Routes 17B and 10G

Two important routes in the southwest corner of the Trail Canyon TMA are BLM Routes 17B and 10G. Route 17B is also known as Kane County Road K1215 - Rosy Canyon Lookout. The image on the right shows how they are depicted on the current travel map. These routes are depicted the same in the Trail Canyon TMA scoping maps and GIS data.

What these maps fail to show is that both prior to the 2008 travel plan and on the ground currently, these two routes intersect to form a loop 0.58 miles past the current endpoint of 10G, and 1.14 miles past the current endpoint of 17B. Past that intersection, 17B continues approximately 1.5 miles to the top of an unnamed hill at a highly scenic overlook of the entire area, located at coordinates



37.003878, -112.887245 (likely the eponymous Rosy Canyon Lookout).

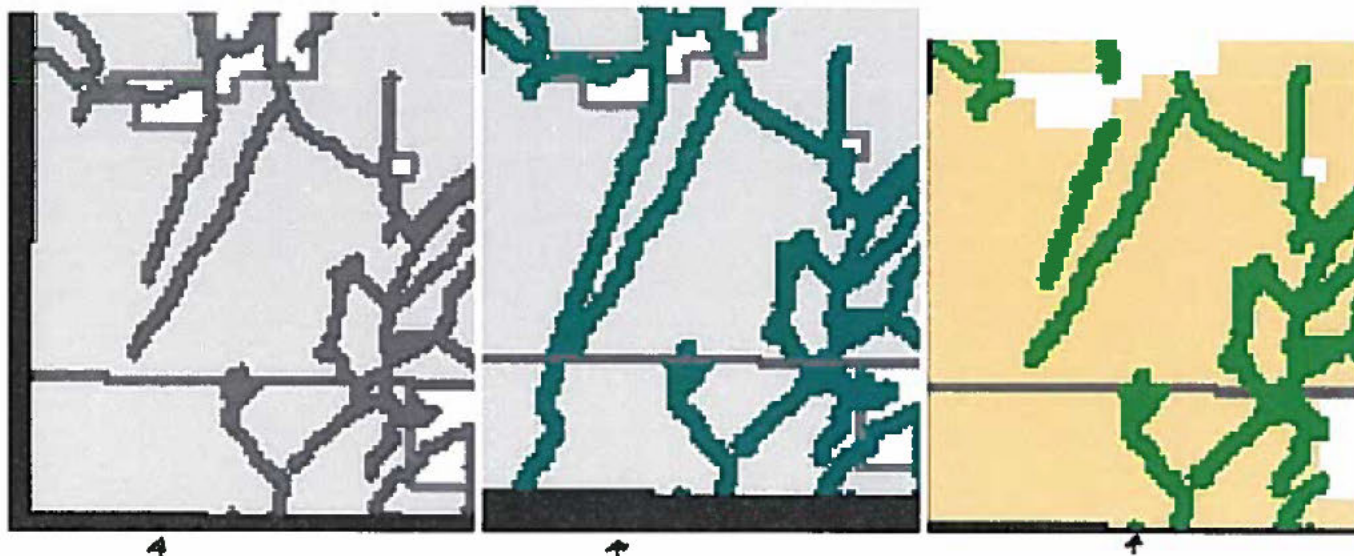
The full trail system is depicted in the map to the left. It is worth noting that the state of Utah claims the entire length of Route 17B to the endpoint shown on this map as part of Kane County Road K1215 - Rosy Canyon Lookout, and will likely claim it as an RS-2477 road following the successful conclusion of the ongoing Bellwether Case. GIS data for the State of Utah's claimed route can be found [here](#).

This entire route system existed prior to the 2008 Travel Plan, and in fact is shown on one of the route inventory maps from that process. The project record for the 2008

RMP includes two different route inventory maps – one for the Draft EIS and one for the Final EIS. The inventory map for the Draft EIS (Map 3-17, dated 10/1/2007⁴) shows these two routes as they are shown

⁴ https://eplanning.blm.gov/public_projects/lup/65879/80065/93034/Map3-17_Inventoried-Routes.pdf.

on the current Kanab FO travel map, while the inventory map for the Final EIS (Map 34, dated 7/1/2008⁵) shows the complete route network as depicted above. However the final route designation map (Map 10, dated 10/31/2008⁶) seemed to use the original inventory, and showed only those segments as open without showing the rest of the routes as closed, which is marked in red in other areas of the map.



2007 DEIS Inventory Map (left), 2008 FEIS Inventory Map (center), Final Decision Route Map (right)

The entire length of route 17B/K1215 can be seen in Google Earth historical imagery from 1992 to the current imagery dated 8/16/2019 (pictured below, showing the endpoint at the overlook and turnaround).



⁵ https://eplanning.blm.gov/public_projects/lup/65879/80274/93340/Map_34_InventoriedRoutes.pdf

⁶ https://eplanning.blm.gov/public_projects/lup/65879/80162/93188/Kanab_Map10_Route_Designations.pdf

On my recent visit to the area in early November 2020, I drove route 10G to its designated endpoint at 37.02703, -112.87640, where it appeared there was a brand new (likely less than a year old) fence blocking the roadway with closure signs.



The road past the fence was completely clear and in good condition. I noticed recent tire tracks on it, and discovered an illegal bypass where motorists have driven around the fence to the left, pictured below:





I proceeded on foot from the closure point to the old junction between 17B and 10G at 37.02200, -112.88099. The road was in good condition the entire way and was clear of downed trees or other obstacles blocking the path. I observed fresh tire tracks all the way to the junction, pictured below. The road appeared to continue in good condition in both directions from the junction.



Based on my observations, it appeared the fence at the end of 10G had only recently been installed, and was not serving as an effective deterrent to prevent motorized users from driving around it in order to complete the full route up to the overlook and the loop with 17B.

While we do not condone the violation of a signed and fenced closure, the fact that some users are illegally driving this route shows that the current endpoint is indefensible and that strong demand exists for this entire route system to be officially designated as open to motorized use.

As stated above, loop opportunities are always preferable to out-and-back routes. With the BLM's failure in the 2008 travel plan to designate the entirety of these two routes at least to the junction between 10G and 17B, it severed an existing loop opportunity and created two out-and-back routes instead. The endpoints chosen are ultimately indefensible. The closure point on 10G has fairly sparse vegetation on either side of the short fence built across the road, which allows it to be easily driven around. While I did not have a chance to drive 17B, Google Earth imagery (dated 8/16/2019) shows a similar illegal bypass at the closure point on that route:



If anything, the closure point on 17B looks even less defensible than the closure point on 10G, occurring in an open field down in a valley with only small bushes and a couple small trees nearby, while the closure point for 10G is on a ridgetop in thicker forest.

It is clear that the current management of these two routes is not working. While the BLM could choose to move the closure points earlier, or even close them entirely, we believe the best management option would be to designate as OHV Open the additional existing portions of these routes at least to the point where they intersect, which would allow them to be run as a loop. Ideally, 17B would be designated all the

way to its natural endpoint at the scenic overlook at 37.003878, -112.887245, and we advocate for this result. This would allow motorized recreationists to drive the entire historic route and have the desired “payoff” at the scenic overlook at the end, which must be the “Rosy Canyon Lookout” referenced in the name listed for K1215 in the State of Utah’s roads database. This would eliminate the motivation for motorists to circumvent closures to experience views like this, taken along the closed portion of route 10G.



In conclusion, the additional segments of routes 10G and 17B existed prior to the 2008 travel plan and should therefore be eligible for consideration for designation as open to motorized use under this travel management process. While these additional segments are inside the Canaan Mountain WSA, the terms of the settlement agreement do allow such routes to be considered as long as the BLM also considers an alternative that does not designate them as OHV Open.

Accordingly, we request that these additional route segments be added to the scoping inventory as new TC routes, and we propose two alternatives for the BLM to consider regarding them:

1. An alternative that considers designating as OHV Open the entirety of 10G and 17B as they exist on the ground, with 17B terminating at the scenic overlook at 37.003878, -112.887245.
2. An alternative that designates as OHV Open only the additional portions of 10G and 17B to where they intersect at 37.02200, -112.88099, restoring the historic loop opportunity.

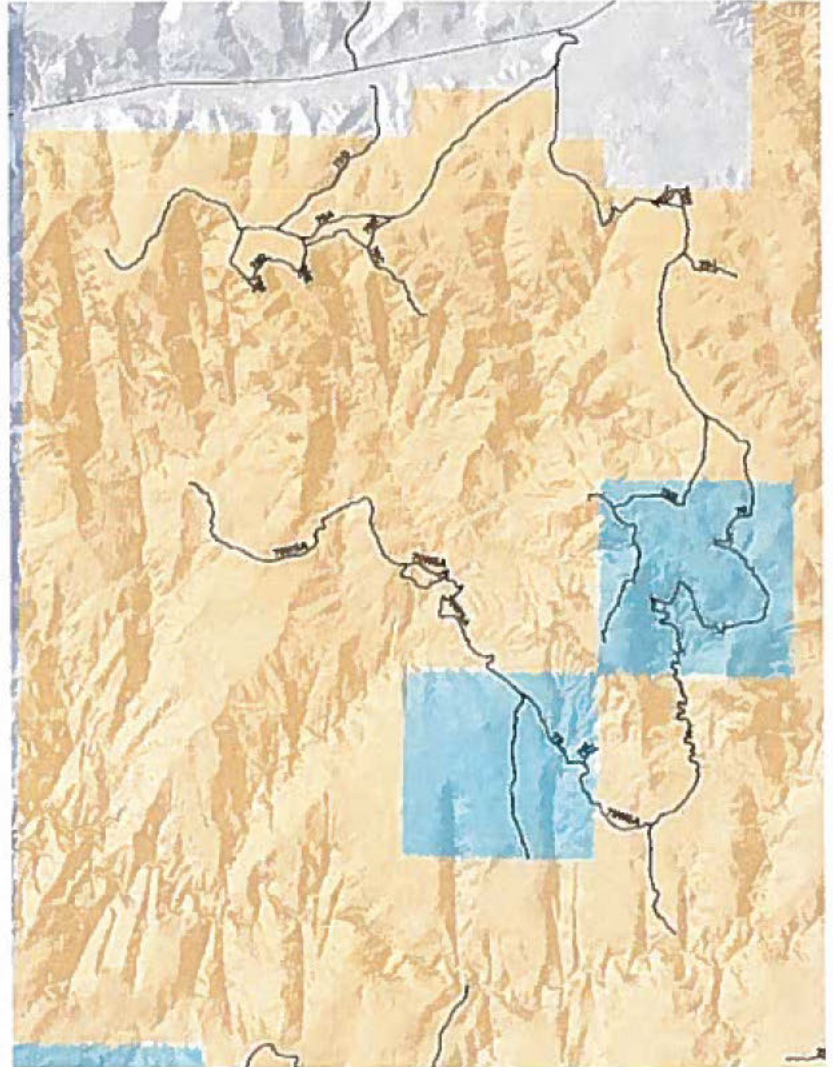
We believe both of these alternatives would be preferable to the current management, and would better preserve the wilderness characteristics in the WSA than the current closure points, by removing the incentive for unauthorized motorized incursions into the WSA and keeping motorists on the existing routes.

5. Missing Inventory: End Segment of K1615 - Poverty Flats Trail (Southern Branch)

Another important route in the Barracks area is the Poverty Flats Trail on the north side of the Virgin River. This trail leads down from Highway 9 to an overlook of the Virgin River about 1/3 mile east of the endpoint of the Barracks Overlook Trail described above. Much of this trail is depicted on the Parunuweap scoping map (pictured right) as routes 70 and 70 WSA.

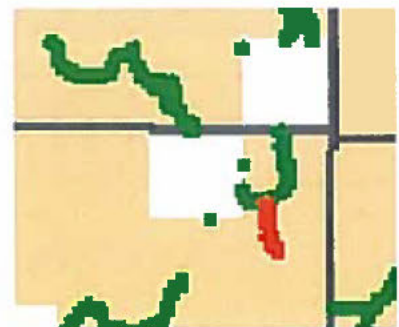
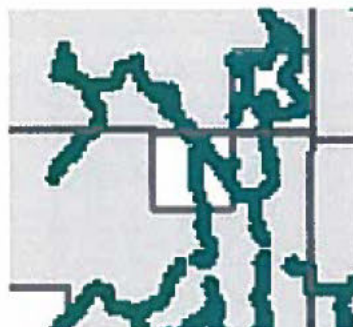
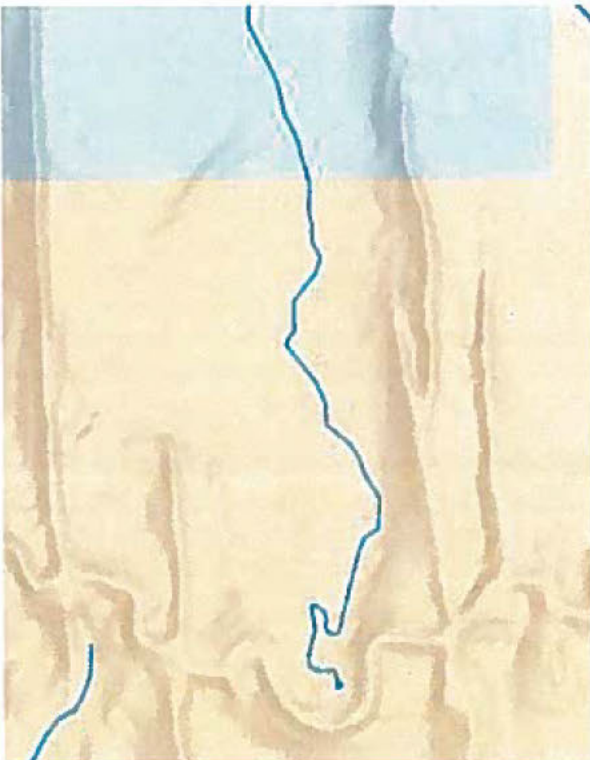
However, the route forks in the middle of a parcel of SITLA land, with an unnamed route proceeding south. This route is shown in the Utah roads database as Kane County Road K1615. The scoping map fails to show that this road continues south after exiting the SITLA parcel back onto BLM land inside the WSA, where it continues to an overlook just above the Virgin River at 37.170138, -112.814500.

This segment is included in the Utah roads GIS database and is pictured in this map below.



This also matches both a GPX track I downloaded from the Utah Public Lands Alliance and the route shown on AllTrails.

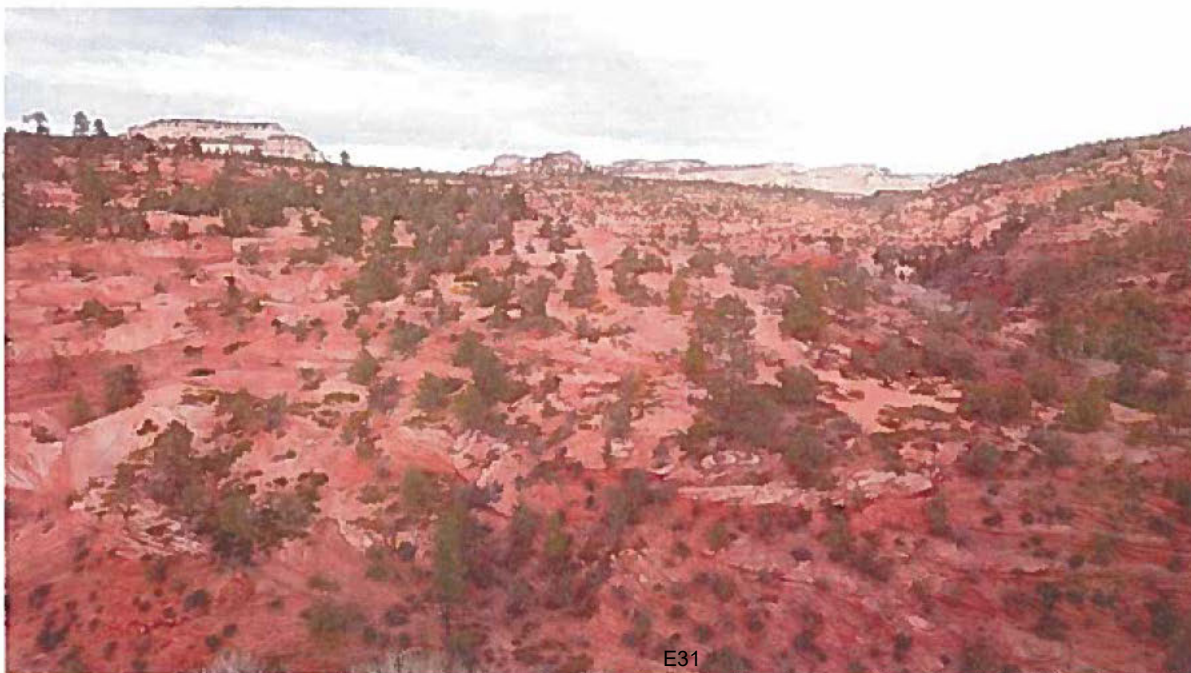
As with the routes discussed previously, this road was shown in the FEIS Route Inventory map for the 2008 Travel Plan (below left), but not in either the DEIS Route Inventory Map or the final Designated Routes Map (below right). Neither did the final route map show it as closed (red), as it did a nearby spur (K1297).



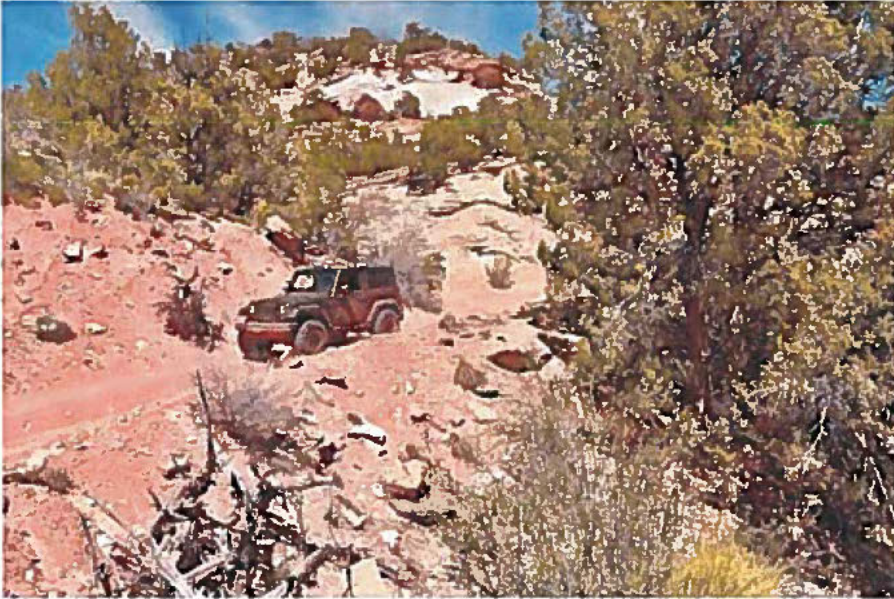
While I have not had the opportunity to drive this route myself, recent reports I have read from local offroaders indicate it is commonly regarded as open all the way to the terminus just above the Virgin River and is a common destination for trail runs by local Jeep and ATV clubs. Google Earth imagery clearly shows the full route down to the endpoint above the river.



The end of this road is also visible in this drone photo, which I took while flying from the end of the Barracks Overlook trail.



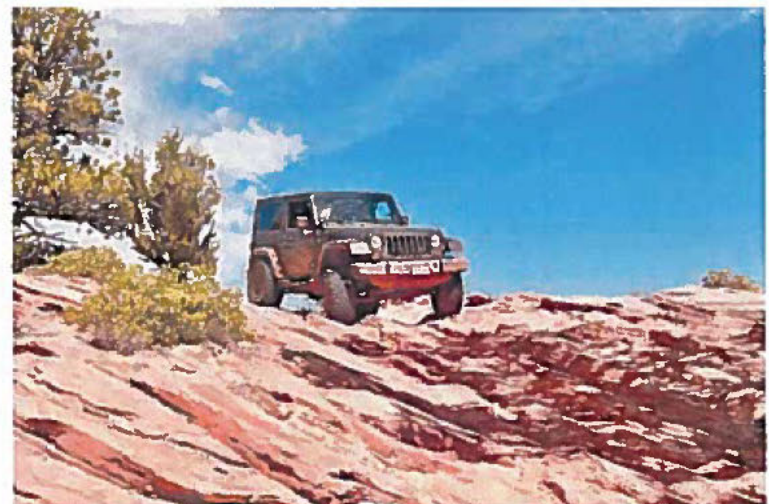
The full route down to the point above the river is also shown on the OnXOffroad mapping app (pictured right), which also includes a description of the trail and the following pictures:



The trail description from OnXOffroad states:

“A beautiful trip out on Bureau of Land Management land. There are shelf roads, ponderosa pine forests and Navajo sandstone that most of this region is known for. This trail gets a little busy during deer season, and there are various spots where one person will have to back up to be able to pass. The end brings you to a short hike down to the east fork of the Virgin River, where many petroglyphs can be found on the canyon walls. The beginning of the trail passes through Zion Mountain Ranch Bison preserve, which can also be a fun photo opportunity depending on where the herd is that day.”

In conclusion, the segment of K1615 from the southern edge of the SITLA parcel to the endpoint above the Virgin River existed prior to the 2008 Travel Plan, but was left out of the final route inventory with no express decision to close it. It offers a high-value experience for motorized recreation. Though it is inside a WSA, it is eligible for consideration for designation in this travel plan, and we ask the BLM to add it as a new TC route and consider at least one alternative which designates it as OHV Open.



We also request that all action alternatives (except the no WSA routes alternative) keep the rest of BLM Routes 70 and 70WSA (K1600 - Poverty Wash Road) open to motorized vehicles as well. This whole trail system offers spectacular scenic views of the Barracks area and White Cliffs, and should be kept open to motorized use. As I understand it, the whole trail system is a local favorite, and it will be a destination trail for me the next time I visit southern Utah.

6. Missing Inventory: K1297 - Steep Trail

While the 2008 travel plan did specifically designate the side spur K1297 - Steep Trail to the east of K1615 as closed, it is included in the scoping maps (the scoping GIS data confusingly notes this route as Access: Open, but has the comment "Closed due to WSA impairment concerns"), and we ask the BLM to take a fresh look at this route and consider an alternative that would reopen it. It also descends from the main route 70 down to an overlook of the Virgin River, and is worthy of consideration for designation.

As shown in the map below, the Utah county roads GIS database actually shows this route crossing the Virgin River and joining with BLM Route 20Q, ultimately connecting to the Barracks Trail / Elephant Cove Road.

From what I have heard from locals, the connection across the river is not passable to vehicles, but both halves of the route leading to points just above the river are well traveled by vehicles and worthy of consideration for designation as OHV Open. Below right is a picture showing a section of the currently undesignated portion of K1297 - Steep Trail on the south side of the Virgin River.

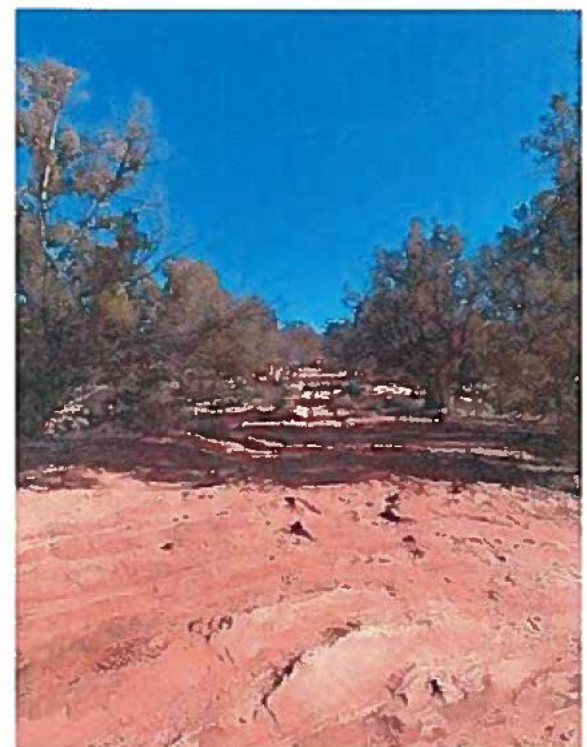


I am uncertain about the exact points on either side of the river the route becomes impassable to vehicles. An on-the-ground survey would be necessary to determine that. But we urge the BLM to consider the non-inventoried segments of K1297 on the south side of the river connecting to the Barracks Trail as additional TC routes added through scoping, and consider at least one alternative which designates those portions that are passable to vehicles as OHV Open.

7. Miscellaneous Routes and Trail Systems

The main routes we wish to cover in detail are listed above, but there are a few miscellaneous routes we wish to briefly comment on as well:

1. The scoping GIS data lists several segments of BLM Route 10 / SOUTH VIRGIN-SANDS ROAD around the western side of Elephant Butte crossing a square of



private property as, "Access: abandoned." These roads are not abandoned, and are very well-used, well-defined routes that are a crucial portion of the main loop around Elephant Butte. I drove them during a trip to the area in fall 2018, and they were fully open and passable. All routes around Elephant Butte should be kept open in all alternatives, especially the main loop consisting of routes 10, 26, and 15.

2. Sand Hills / Red Canyon Area - We urge the BLM to keep all existing routes in the Sand Hills / Red Canyon area north of Kanab, accessed from the OHV staging area at the PEEK-A-BOO KIOSK open in all alternatives, especially route 106H and connecting routes in the Red Canyon wash. Those routes provide access to the Peek-A-Boo slot canyon. I drove that route on my recent trip and it was a fascinating area to explore. There are many other connecting trails up onto the mesa above Red Canyon, which I have read lead to some interesting Indian ruins. That area appeared well-managed and all routes in that area should be left as-is in all alternatives considered.
3. Hog Canyon Trails - While I did not have the chance to visit this trail system, I understand that the Hog Canyon trail system is a nationally famous OHV destination that has been subject to extensive travel management already. The existing management has been a good compromise between all user groups in the area and should be left as-is in all alternatives considered.
4. Panguitch Area Trails - While I was not able to explore any of the trails in the Panguitch area in the north part of the Trail Canyon TMA, the scoping GIS data shows a particularly high number of routes with closure comments stating "reduction of routes in sensitive habitat." We urge the BLM to consider an alternative that reduces the number of routes being proposed for closure in this area, as the current number of proposed closures seems excessive.
5. Coral Pink Sand Dunes Area - We ask that the BLM keep open all existing routes around Coral Pink Sand Dunes State Park, particularly the trail system just to the east of the park inside the Moquith Mountain WSA. There is a nice loop opportunity offered by these trails, and BLM Route 51 (K1045) provides access to the Hell Dive Canyon Pictographs. The scoping GIS data also shows a spur route leading south from route 51 with the comment, "Closed due to Kaibab Paiute tribe request." GPS tracks from UPLA show this route leading to a point of interest called the Beehive and a scenic overlook at the rim of the mesa. Even though this route was closed in the 2008 travel plan, it should be considered for reopening in at least one alternative.
6. Even though the BLM closed the northern section of route 20M (20MWSA) in the 2008 travel plan, we ask that at least one alternative consider reopening it. Judging from Google Earth imagery, this route still exists on the ground and may still be regularly driven. It provides access to a scenic overlook of the Virgin River across from the end of the Poverty Flats Trail.

IV. Conclusion

This concludes our scoping comments for the Trail Canyon TMA. In general, we strongly urge the BLM to keep all routes open that are currently open to motorized use across all action alternatives considered, but particularly in a "motorized focused" alternative that maximizes opportunities for motorized recreation in this region. We also urge that the routes highlighted above as missing inventory be added to the scoping inventory as new TC routes and considered for motorized designation in the alternatives. Thank you for your consideration.



ePLANNING

Comment Submission

Project: DOI-BLM-UT-P020-2021-0002-EA - Trail Canyon Travel Management Plan

Document: Public_TrailCanyon_TMP_Route_Evaluation_Comment_Form.docx

Submission ID: tescoping-1-500117576

Comment

As a concerned citizen of Kane county I personally believe and have witnessed the OHV situation become out of control. As an outdoor enthusiast I spend a lot of time in different areas of this county. My usual activities are hiking/dog walking/ mountain biking and wildlife viewing. The we also train SAR dogs out on BLM. Most frequently we visit red knoll area and the Barrackcs (route 20) up in Mt. Carmel. The barracks over the last 3 years has become a complete cluster f***. It's disgusting. I myself have tried numerous times to put back the "No ATV/OHV"

brown stick/signs multiple times and have spent hours with my friends picking up trash and hauling it away. We have placed rocks and logs across new roads and campsites people have illegally made. Just to have visitors run them over and continue to destroy the ecosystem. Others have been recently trying to prevent the atvs/razers from going off the mandated trail. I have witnessed logs and rocks placed in areas across from the first river crossing after the first cattle guard going out towards the ranch- this may have been BLM personnel or the rancher from in the back? One of the biggest impacts are people not following the dispersed camping code of conduct. There are huge RVs and campers literally camped on the sandy river bank . If we get a flash flood they are dead. There is trash and "new" campsites everywhere. I tried to walk my dogs down the road (rte 20) and gave up being run off the road and dusted by atvs. There are new roads going everywhere, even in the wilderness area. One of the worst things is that they publicized the tunnel that runs under 89 as a tourist attraction and they are parking everywhere and getting stuck in the sand. The grossest thing I have come upon recently is the staggering amount of used toilet paper and human feces. (which unfortunately my dogs tend to find) There are no bathroom facilities located in that area of the BLM and it is really becoming a health concern. Especially during the summer when families tend to build little dams and have the kids in the water playing. I have had one conflict with an individual who decided to avoid the road and drive his razor down the river. I was down there with my dogs in the water. I yelled to him he was not allowed to be down here with his rented razor as he nearly hit one of my dogs. He flipped me off and turned around. The rate of speed they drive at is also alarming. I have driven my jeep down there and these people come flying around the bends doing 45 miles an hour. I am just waiting for head on collisions or someone to get hit. I will also add that that road seems to be a hot spot for poachers. I have found a lot of large bucks that seem to have been shot and never found over the years. I really believe that we need to close some of the campsites for restoration and do something about all these illegally made side roads. Once one person drives down it the others follow and then all the fragile vegetation is destroyed There needs to be speed limits with signs put in place especially through the camping areas. If closing areas off to camping and ATVS is not feasible I would really suggest placing public bathrooms in the area. It is a really beautiful area. With rare access to water but that means we need to try to keep it pristine as possible. I unfortunately do not have pictures at this time but would have no problem meeting anyone from the office out there and can show them everything as I am out there at least 2-3 times a week. Thank you for listening! I know you all have a lot of land to cover and can not be on top of everything all the time.

Sincerely,

Meghann C Burke

Submitter(s)

Submitter 1

Name:Burke, Meghann

Group or Organization Name: Not Provided
(Add me to the project mailing list) - YES

Submitter 2

Name:Hartrich, Mary

Address:Not Provided

Group or Organization Name: Not Provided

Submitter 3

Name:Kruse, Janna

Address:Not Provided

Group or Organization Name: Not Provided

Submitter 4

Name:Budde, Kurt
Address:Not Provided
Group or Organization Name: Not Provided

Submitter 5

Name:Culberston, James
Address:Not Provided
Group or Organization Name: Not Provided

Disclaimer

Before including your address, phone number, e-mail address, or other personal identifying information in your comment, you should be aware that your entire comment - including your personal identifying information - may be made publicly available at any time. While you can ask us in your comment to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so.

(Withhold my personally identifying information from future publications on this project) - *NO*



ePLANNING

Comment Submission

Project: DOI-BLM-UT-P020-2021-0002-EA - Trail Canyon Travel Management Plan

Document: Public_TrailCanyon_TMP_Route_Evaluation_Comment_Form.docx

Submission ID: tescoping-1-500117586

Comment

I frequently hike in portions of this area. I am very concerned about the large number of ATVs that I see while hiking. They often driven recklessly, with little regard for the damage they might be doing to sensitive ecological areas.

This is of greatest concern in the Moquith Wilderness Study Area, just south and east of Hancock road. I have see

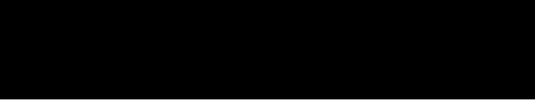
ATVs being operated in this area while hiking, and there is no shortage of tracks indicating other ATVs have used the area in the recent past. Clearly more needs to be done to protect this fragile eco-system.

I hope that in your plans you will more sharply the areas that are open to ATVs and seek to impose serious penalties on violators. The problems they create will only get worse through time if steps are not taken to rein them in. I recognize that many people come to the area to take ATV rides into the hills, but they must be restricted so as to not destroy the experience of others and damage the features that make this an attractive area in the first place.

Submitter(s)

Submitter 1

Name:Baker, Dean



Group or Organization Name: Not Provided

Disclaimer

Before including your address, phone number, e-mail address, or other personal identifying information in your comment, you should be aware that your entire comment - including your personal identifying information - may be made publicly available at any time. While you can ask us in your comment to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so.

(Withhold my personally identifying information from future publications on this project) - YES

NATIONAL SYSTEM OF PUBLIC LANDS

**U.S. DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT**



ePLANNING

Comment Submission

Project: DOI-BLM-UT-P020-2021-0002-EA - Trail Canyon Travel Management Plan

Document: Public_TrailCanyon_TMP_Route_Evaluation_Comment_Form.docx

Submission ID: tescoping-1-500117592

Comment

I have attached my scoping comments for the Trail Canyon TMP as well as 3 photos showing damage.

I also submitted my comments by email.

Thanks,

Helene Jorgensen

Upload File(s)

Files

BLM trail canyon TMP.pdf

4742C92F-38AC-43B2-9271-D710862E4DA5_1_201_a.jpeg

51BDAC74-780B-42F6-8D71-3914C8B80068.jpeg

279DEE99-88E7-4C52-907C-9878CF4A205C_1_201_a.jpeg

Submitter(s)

Submitter 1

Name:Jorgensen, Helene

Address:Not Provided

Group or Organization Name: Not Provided

Disclaimer

Before including your address, phone number, e-mail address, or other personal identifying information in your comment, you should be aware that your entire comment - including your personal identifying information - may be made publicly available at any time. While you can ask us in your comment to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so.

(Withhold my personally identifying information from future publications on this project) - YES

To Whom It May Concern:

I am submitting scoping comments for the Travel Management Plan (TMP) for Trail Canyon management area, Utah.

The Bureau of Land Management (BLM) project summary states that *“the proposed TMP will also help the BLM comply with Presidential Executive Order 11989, which states that TMPs be developed to protect the natural resources of public lands while minimizing conflicts among the various users of those lands.”*

Currently, all travel routes are open to motorized vehicles in the Trail Canyon management area, and the area is not managed to protect natural and cultural resources. Moreover, the Trail Canyon management area has seen a growing conflict between various users over the last decade, in which OHV users have crowded out other users.

If the lack of management is due to a shortage in budget and personnel resources, the BLM should limit the number of travel routes in the Trail Canyon management area, so those remaining routes can be managed to be in compliance with Federal Land Policy and Management Act (FLPMA) of 1976 and the presidential executive order 11989, especially in the Wilderness Study Areas and in the vicinity of cultural and archeological sites. The BLM should not expand the number of travel routes and miles of travel routes.

Wilderness Study Areas

The TMA includes three wilderness study areas and several areas with wilderness character. The BLM states on its website that *“Wilderness Study Areas (commonly known as WSAs) are places that have wilderness characteristics; that is a minimum size, naturalness, and outstanding opportunities for recreation which make them eligible for designation as wilderness.”* Under the Federal Land Policy and Management Act (FLPMA) of 1976, wilderness study areas should be managed as if they are federally designated wilderness areas (GAO: <https://www.gao.gov/assets/220/218719.pdf>, 1993). However, it is currently not the case that WSA areas within the Canyon Trail area are managed as if they are wilderness areas, because of the designation of 500+ miles of open travel routes with no restrictions on OHV use combined with the serious problem of OHV users leaving designated routes.

I appreciate BLM's efforts to manage the Moquith Mountain Wilderness Study Area (east of Coral Pink Sand Dunes State Park and west of Sand Spring Road (Route 50) using informational signals, wooden fencing, and sign posts. However, these measures are not sufficient to protect the natural and cultural resources. It continues to be a serious problem that some OHV users access the WSA from Route 50, the Hancock Road and the Coral Pink Sand Dunes State Park, resulting in parts of the WSA being crisscrossed by numerous OHV tracks.

For example, across from the parking area at the intersection of Route 50 and Route 50B a section of the fence is damaged by OHV users driving across it to access the sand dunes in

the Moquith Mountain Wilderness Study Area. OHV tracks are clearly visible and have caused extensive damage to the surface, plants, fencing and signage.

A General Accounting Office (GAO) report found that surface disturbance or damage by motorized vehicle use was a concern already in 1993 and recommended restricting use if necessary (GAO: <https://www.gao.gov/assets/220/218719.pdf>, 1993). Surface damage by OHVs has only become a bigger concern in the recent decade. Therefore, if the BLM does not have the resources to enforce the FLPMA, protect wilderness areas and conduct remediation, travel routes adjacent and through the Moquith Mountain Wilderness Study Area and Parunaweap Wilderness Study Area should be limited to non-OHV use only.

BLM should limit or close the following routes to protect natural and cultural resources in the WSAs:

Route 50: Should be limited due to widespread illegal OHV activity in the Moquith Mountain WSA originating from this route.

11C and 11CZ: Should be closed, as it is impractical to enforce the FLPMA in the Moquith Mountain WSA.

Routes 40Q, 40S, 40T, and 40U: Should be closed as it is impractical to enforce the FLPMA in the Parunaweap WSA.

I have attached 3 photos showing OHV damage to fencing, plants and surface in the Moquith Mountain WSA:

Photo #1: Damage to fencing along Route 50 across from parking area at Route 50B.

Photo #2: Inside the Moquith Mountain WSA, showing surface damage and plant damage

Photo #3: Inside the Moquith Mountain WSA, showing surface damage and sand dune damage from OHVs "surfing" steep parts of the sand dunes.

Conflicting Uses

Users travel by foot, bicycle, horse, OHVs, dirt bikes, trucks, and jeeps. Currently all routes in the Trail Canyon management area are open to motorized vehicles. Not a single route in the 182,000-acre area is designated as limited to non-motorized users.

Presidential Executive Order 11989 requires the Bureau of Land Management to minimize conflicts among the various users of public lands. However, conflicts between OHV users and other users have increased significantly in recent years. OHVs have become larger, faster, louder, and more numerous. As a result, OHVs exclude other uses due to noise and air pollution and public safety issues with OHVs driving fast and often not yielding to other users on travel routes.

There are no posted or enforced speed limits on travel routes. Speeding by some OHV users, including along winding routes, poses a serious public safety concern to other users.

OHV users are increasing traveling in large groups which increases noise pollution multiple times and can be heard at distances well over 0.5 mile. The exhaust of OHVs has led to a serious decline in air quality along travel routes in recent years. Because of user conflict,

hikers, horseback riders and mountain bikers have been unable to use some travel routes and areas adjacent to travel routes.

For example, the Native American cultural site at South Fork Indian Canyon and other sites in the Moquith Mountain area are no longer accessible for non-OHV users due to lack of safety when traveling by other means to these areas. If the BLM is not able to enforce safety for all users, these travel routes (Route 50 after interaction with Route 51) should be limited to non-motorized users in order to provide more general public access to these areas. Alternatively, the BLM should create non-motorized trails to give non-OHVs users access.

50 (after intersection with 51): Should be limited to non-motorized users due to increasing and recurrent conflict with other users and to provide general public access to South Fork Indian Canyon cultural sites.

New Travel Routes

The BLM has identified a number of new travel routes. But some of these new routes do not serve a legitimate purpose. The new travel routes have come into existence as result of illegal travel by OHVs across previously undisturbed land. Most of these new travel routes are short and provide either a short-cut between two existing routes and/or lead to nowhere.

Here are some examples of new travel routes that do not serve a legitimate purpose and should be closed:

- TC0003: Serves no purpose and should be closed.
- TC0004: Serves no purpose and should be closed.
- TC0005: Is a shortcut of existing travel route, and should be closed.
- TC0006: Is a shortcut of existing travel route, and should be closed.
- TC0007: Is an illegal route parallel to existing route. It serves no purpose and should be closed.
- TC0014: Is a shortcut of existing travel route, and should be closed.
- TC1001: Is a shortcut of existing travel route, and should be closed.
- TC1002: Is a shortcut of existing travel route, and should be closed.
- TC1003: Is a shortcut of existing travel route, and should be closed.
- TC1007: Is a shortcut of existing travel route, and should be closed.
- TC1008: Is a shortcut of existing travel route, and should be closed.
- TC1010: Originates on SITLA land, and is outside BLM jurisdiction to designate on state land.
- TC1015: Runs parallel to the Sand Dunes Road, and serves absolutely no purpose, and should be closed.

The above-mentioned routes are just a few examples of illegally created routes that did not exist historically. They should not be designated as open routes. If the BLM sets a precedent of designating every illegal route, rather than closing it, it will create a management nightmare for the BLM that will result in natural and cultural resources not being protected, and even greater imbalance in the uses of our public lands.

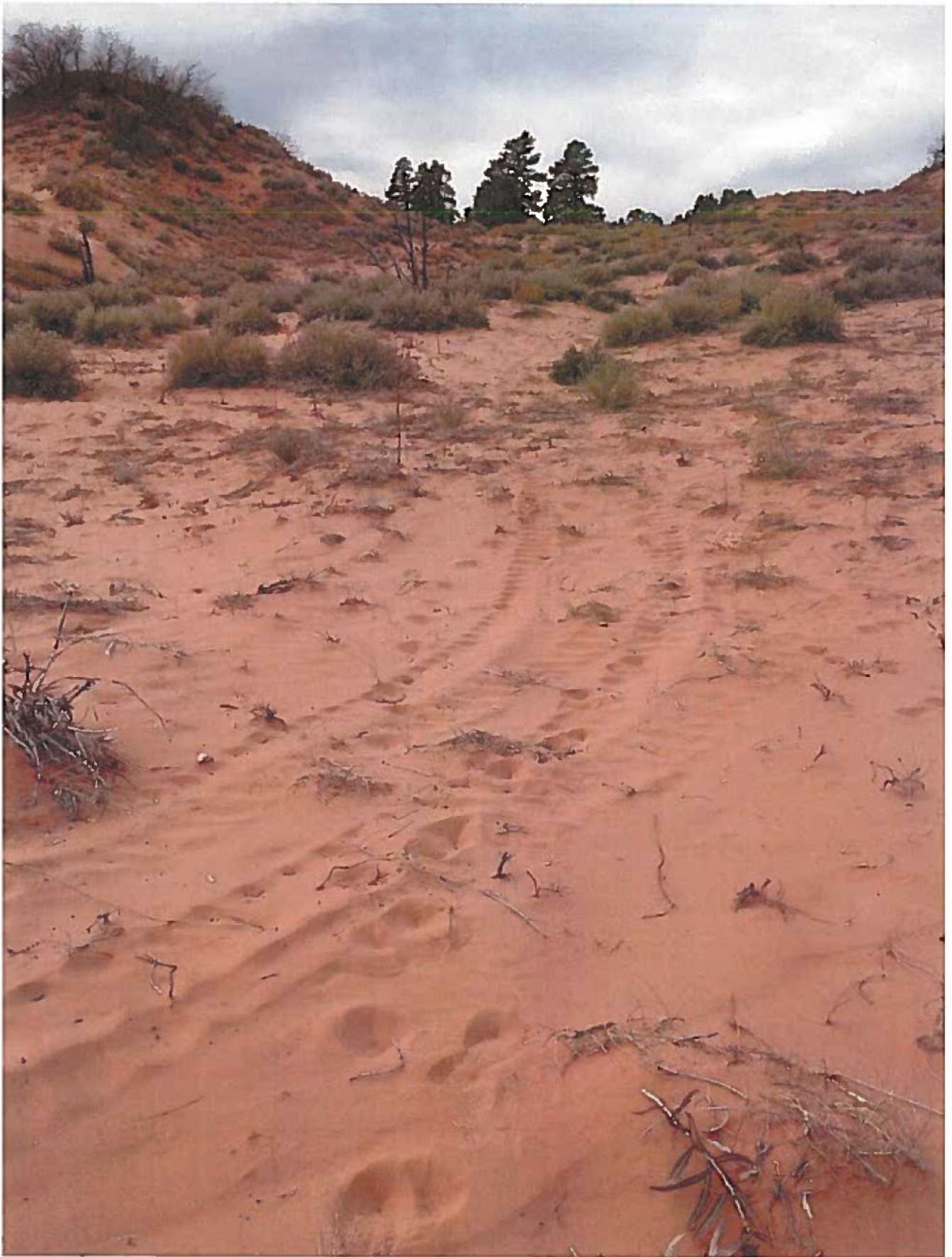
I thank the Bureau of Land Management, Kanab Field Office for the opportunity to provide input on the Travel Management Plan (TMP) for Trail Canyon management area. I look forward to the preliminary Environmental Assessment, and how the BLM plans to more effectively protect natural and cultural resources and to address the issue of increasing conflict between various users of travel routes.

Sincerely,

Helene Jorgensen









[EXTERNAL] Our scoping comments on Trail Canyon TMP EA

Mon 11/30/2020 12:03 PM

To: KN_Mail, BLM_UT <BLM_UT_KN_Mail@blm.gov>

This email has been received from outside of DOI - Use caution before clicking on links, opening attachments, or responding.

Dear BLM:

Please consider this message as our comment for scoping for the Trail Canyon travel management plan EA. Although we live far from the area, we have visited the Trail Canyon Travel Management Area, and we submitted comments in 2005 and 2008 on the Kanab RMP. We have used a full-size 4WD vehicle to reach trailheads and to enjoy sightseeing on public roads. We saw other visitors driving ORVs in places that were poorly suited for such vehicles. We saw damage they had done to fragile riparian habitat by flattening streamside vegetation and stirring up muddy sediment from the bottom. We noticed an oil slick on a stream where ORVs had repeatedly crossed. We want BLM to keep vehicles out of places where they would do damage of that kind.

An Extraordinary Area

The Trail Canyon TMA is an area that is essentially an extension of Zion National Park, with many of the public values found within the park boundaries. The upper reaches of Parunuweap Canyon are on BLM public lands in this TMA. The area is attracting more tourists year by year because of its extraordinary natural values and its situation adjoining the park boundary. Visitors to Zion are looking for places to get away from the crowds – both for hiking in areas with wilderness values and for staying in attractive commercial lodgings. They are staying at lodgings along SR 9 such as the Zion Mountain Ranch, Hi-Road Basecamp, and Zion Ponderosa Ranch Resort.

Visitors are looking for opportunities for solitude and for primitive recreation – exactly the values BLM has to offer within the Parunuweap Wilderness Study Area, both along the East Fork Virgin River and on the uplands. BLM must be careful not to allow ORV routes to degrade the natural values of this extraordinary area. Instead, BLM should be providing visitors with foot trails and publishing maps and leaflets to help visitors find those trails.

Wilderness Study Areas and Lands with Wilderness Characteristics

The Trail Canyon TMP should assess whether the use of offroad vehicles (ORV) in the wilderness study areas and “lands with wilderness characteristics” is impairing their wilderness suitability. The EA should identify all places where vehicles have caused impacts on the public lands, where they have caused impacts on watercourses and the associated riparian vegetation and aquatic ecosystems. The EA should determine whether those impacts violate the mandate in FLPMA sec. 603(c) not to impair the suitability of the lands for preservation as wilderness. In the Parunuweap WSA, we have concerns about two routes, namely Route 20 WSA and Route 18 WSA.

On **BLM Route 20 WSA** (as shown on the BLM map associated with this project), ORVs have been allowed to drive north to the East Fork Virgin River in The Barracks area and along the river itself, crossing several times. The new TMP should end this vehicular traffic. Vehicles should not be allowed to enter the WSA on this route. The use of ORVs on Route 20 WSA appears to be growing, and ORV riders are publicizing this route as a destination, which will surely mean more severe impacts on the landscape and on the river. Congress directed BLM, in section 603(c), to manage WSAs “in a manner so as not to impair the suitability of such areas for preservation as wilderness.” BLM Manual 6330 says “Primitive routes within WSAs may only be used to the extent that the physical impacts of the primitive route are no greater than existed on October 21, 1976.”

Impairing Wilderness Suitability: We believe the growing use of ORVs on Route 20 WSA is impairing the suitability of the area for preservation as wilderness, both because of the growing impacts on the lands and waters, which exceed the impacts in 1976, and because it establishes a type of habitual public use that is not allowed within an area designated by Congress for preservation as wilderness. We believe that leaving Route 20 WSA open to ORVs would violate both sec. 603(c) and BLM Manual 6330.

River Crossings: Vehicles crossing the East Fork Virgin River are one problem. Stream crossings have long been recognized as a problem area in standards published by ORV groups. The National Off-Highway Vehicle Conservation Council published this recommendation: "Stream crossings should be located where the stream bottom is solid, stable or modified to support the expected uses. Stream banks should be hardened or stabilized, if necessary, to prevent unacceptable erosion or sediment delivery into the stream. When local regulations require and when crossings cannot be stabilized, streams should be bridged." (Source: <https://www.americantrails.org/images/documents/NOHVCC-Management-Guidelines-for-Off-Highway-Vehicle-Recreation.pdf>, page 35)

The EA should acknowledge the value of the Virgin River and its tributaries (including ephemeral streams in the washes) for wildlife in this arid region. ORVs crossing and recrossing the river and the washes creates many sources of siltation. Silt deposition takes a toll on aquatic species that are the food source for many birds and mammals. Vehicles also destroy vegetation in the riparian zone by flattening herbaceous plants, shrubs and small trees. Vehicles leak engine fluids, which can poison the aquatic ecosystems. The EA should analyze the impacts of ORVs on the Virgin River and tributaries, and whether the impacts have increased since 1976.

If BLM is going to consider allowing ORVs to cross the river or travel within it, will BLM follow the guidance in the NOHVCC guidelines? Will stream banks be hardened to reduce impacts? Will bridges be built to keep vehicles out of the river? Either type of construction would appear to violate the nonimpairment standard of sec. 603(c). Allowing ORVs along the river without meeting the NOHVCC guidelines likewise would violate the nonimpairment standard. We recommend closing Route 20 WSA and rehabilitating all impacts caused by vehicles.

Ephemeral Streams: Route 20 WSA also crosses many ephemeral streamcourses, referred to as washes. Each serves as habitat for wildlife in this arid landscape. Subsurface water is tapped by deep-rooted plants, which provide food and shelter to birds, mammals and reptiles. The EA should analyze the status of impacts on these streamcrossings, and whether impacts are increasing as a result of increasing ORV traffic. Will BLM follow the NOHVCC guidelines to reduce impacts? Do the existing impacts exceed those in 1976?

Route 18 WSA, leading to the Barracks overlook, is another route where ORVs have been allowed to proliferate, even while the area is within a WSA. A popular 4WD guidebook recommends it, and word about the route is spreading within the ORV community. A large dispersed-camping area where ORV parties camp at the end of the route has created impacts. We believe BLM has allowed ORVs to create impacts that are not permissible under the nonimpairment standard. BLM Manual 6330 says "Primitive routes within WSAs may only be used to the extent that the physical impacts of the primitive route are no greater than existed on October 21, 1976." In addition, allowing ORV users to popularize this route further impairs its wilderness suitability. The EA should analyze whether impacts of the dispersed-camping area have exceeded the impacts as of 1976. Route 18 WSA should be closed and rehabilitated as soon as possible.

We look forward to reading the draft TMP and EA for the Trail Canyon TMA. Please keep us informed of further action on this project.

Sincerely,
George and Frances Alderson



[EXTERNAL] Kanab OHV use

Lance DesBaillets [REDACTED]

Mon 11/30/2020 1:17 PM

To: KN_Mail, BLM_UT <BLM_UT_KN_Mail@blm.gov>

This email has been received from outside of DOI - Use caution before clicking on links, opening attachments, or responding.

Hello,

I wanted to share my opinion on the Kanab/trail canyon/pink dunes area. I am an avid back country camper and environmentalist. I believe dispersed camping and vast open trails and land are important to southern Utah. They play a major part in making southern Utah unique and a beautiful destination spot for all types of recreation.

I am vehemently against restrictions or closures of any type.

Thank you,

Lance DesBaillets

Sent from my iPhone

[EXTERNAL] Comments on Trail Canyon Planning

Sanford [REDACTED]

Mon 11/30/2020 1:27 PM

To: KN_Mail, BLM_UT <BLM_UT_KN_Mail@blm.gov>

This email has been received from outside of DOI - Use caution before clicking on links, opening attachments, or responding.

To Whom It May Concern:

We have been frequent visitors to this area for over 25 years. The trails in and around Coral Pink Sand Dunes are very popular with our friends and we spend a significant amount of money on food fuel and lodging. We would urge you not to close any existing trails open to motorized use especially with the popularity of side by sides for family recreation. Thank you!

Sanford Cohen
Prescott AZ



ePLANNING

Comment Submission

Project: DOI-BLM-UT-P020-2021-0002-EA - Trail Canyon Travel Management Plan

Document: Public_TrailCanyon_TMP_Route_Evaluation_Comment_Form.docx

Submission ID: tscoping-1-500117595

Comment

The state of Utah (State) values the opportunity to participate as a cooperating agency in the internal scoping process, which included identifying routes, documenting the purpose and need, and reviewing impacts that could occur if a route continues on the landscape. This route inventory process is a critical step in developing and analyzing the travel management system that will govern transportation on this portion of BLM lands managed by the Kanab Field Office. The inventory of roads and the identification of needs and resource concerns for the Trail Canyon Travel

Management Plan (TMP) seem to have been a well-thought out process. BLM considered the need for routes and potential future impacts to the environment and public access. The State provides the following comments for your consideration moving forward with the development of the alternatives.

Baseline Inventory

Having an accurate baseline inventory is fundamental to the NEPA analysis, and the BLM should strive to establish accurate baseline conditions. It is important that BLM ensure that all the roads that are being reclaimed or that do not exist on the ground be identified. Knowing the condition and existence of a route will not only benefit the NEPA analysis but also produce a defensible plan. While it is impossible to have a perfect inventory of the current conditions due to the size of the Travel Management Area (TMA), and the changing nature of conditions on the ground, the NEPA analysis will benefit from having accurate baseline information.

Parking and Dispersed Camping

The Kanab Resource Management Plan (RMP) allows vehicle parking for dispersed camping up to 150 feet of designated routes. The State of Utah Resource Management Plan and State Code promotes maintaining "traditional access to outdoor recreation" including dispersed camping. As such, the State supports opportunities for dispersed camping near roads throughout the Trail Canyon TMA. Because dispersed camping is important to the State, and currently allowed under the RMP, the State asks the BLM to conduct a thorough environmental analysis of dispersed camping and parking within 150 feet of designated routes. This will ensure that the final TMP decision is decided properly and is defensible, if again challenged in court. In addition, if the RMP allows for travel off designated routes for parking or turn around areas, these effects should also be considered in the NEPA analysis.

Designation Criteria

The BLM should apply the designation criteria found in CFR § 8342.1 to each route individually and to the travel system as a whole to make the forthcoming Environmental Assessment (EA) and potential Decision Record defensible. Although this regulation requires BLM to minimize user conflicts and impacts to the environment, it does not require BLM to reduce the number of miles of roads currently used by the public. Designating appropriate routes and recreating a travel plan that users access to lands, will help to minimize impacts.

The BLM should provide a comprehensive mitigation plan for this TMP so that the public can retain access to public lands. In some cases, adding designated routes can also minimize negative impacts. By authorizing access on a previously non-designated route, BLM then has an opportunity to close adjacent unauthorized or redundant routes. This acknowledges the public's need and desire for access while establishing a practical and obtainable goal of signing or decommissioning unwanted routes. By including this sort of analysis, BLM can both meet the standards established in the designation criteria and meet the public's desire for access.

Access to SITLA Parcels

Many routes in the TMP provide primary access to SITLA parcels and should be designated as open. The Settlement Agreement between SUWA and the BLM does not require that routes to SITLA be closed under any alternative in the NEPA document, even if such routes are within BLM-inventoried lands with wilderness characteristics. Even if the BLM determines that off-road vehicle (ORV) use of such routes may "damage" BLM-inventoried wilderness characteristics, the Cotter Decision allows the routes to remain open. Closure of such routes under any alternative is not required under the Settlement Agreement and is not appropriate when a route provides primary access to a SITLA parcel.

The BLM must provide reasonable access to all SITLA parcels when needed, as per the Cotter Decision, including the construction of a new route if a route does not exist. However, the necessity of new route construction can impose severe burdens and delays on SITLA and SITLA's authorized permittees. Approval and NEPA documentation of new routes can take years to complete and impede the beneficial use of SITLA property. When there is an existing non-designated route that already accesses SITA property, that route should be designated as open.

SEE ATTACHED LETTER FOR COMPLETE COMMENT

Upload File(s)

Files

Trail Canyon TMP 76723.pdf

Submitter(s)

Submitter 1



Group or Organization Name: State of Utah, Public Lands Policy Coordinating Office

Position: RDCC Coordinator

(Add me to the project mailing list) - YES

Disclaimer

Before including your address, phone number, e-mail address, or other personal identifying information in your comment, you should be aware that your entire comment - including your personal identifying information - may be made publicly available at any time. While you can ask us in your comment to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so.

(Withhold my personally identifying information from future publications on this project) - NO



State of Utah

GARY R. HERBERT
Governor

SPENCER J. COX
Lieutenant Governor

Office of the Governor
PUBLIC LANDS POLICY COORDINATING OFFICE

KATHLEEN CLARKE
Director

November 30, 2020

Submitted via BLM ePlanning and clstewar@blm.gov

Clay Stewart
Bureau of Land Management
Kanab Field Office
669 South HWY 89A
Kanab, UT 84741

Subject: **Trail Canyon Travel Management Plan**
DOI-BLM-UT-P020-2021-0002-EA
RDCC Project No, 76723

Dear Mr. Stewart:

The state of Utah (State) values the opportunity to participate as a cooperating agency in the internal scoping process, which included identifying routes, documenting the purpose and need, and reviewing impacts that could occur if a route continues on the landscape. This route inventory process is a critical step in developing and analyzing the travel management system that will govern transportation on this portion of BLM lands managed by the Kanab Field Office. The inventory of roads and the identification of needs and resource concerns for the Trail Canyon Travel Management Plan (TMP) seem to have been a well-thought out process. BLM considered the need for routes and potential future impacts to the environment and public access. The State provides the following comments for your consideration moving forward with the development of the alternatives.

Baseline Inventory

Having an accurate baseline inventory is fundamental to the NEPA analysis, and the BLM should strive to establish accurate baseline conditions. It is important that BLM ensure that all the roads that are being reclaimed or that do not exist on the ground be identified. Knowing the condition and existence of a route will not only benefit the NEPA analysis but

also produce a defensible plan. While it is impossible to have a perfect inventory of the current conditions due to the size of the Travel Management Area (TMA), and the changing nature of conditions on the ground, the NEPA analysis will benefit from having accurate baseline information.

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The BLM should apply the designation criteria found in CFR § 8342.1 to each route individually *and* to the travel system as a whole to make the forthcoming Environmental Assessment (EA) and potential Decision Record defensible. Although this regulation requires BLM to minimize user conflicts and impacts to the environment, it does not require BLM to reduce the number of miles of roads currently used by the public. Designating appropriate routes and recreating a travel plan that users access to lands, will help to minimize impacts.

The BLM should provide a comprehensive mitigation plan for this TMP so that the public can retain access to public lands. In some cases, adding designated routes can also minimize negative impacts. By authorizing access on a previously non-designated route, BLM then has an opportunity to close adjacent unauthorized or redundant routes. This acknowledges the public’s need and desire for access while establishing a practical and obtainable goal of signing or decommissioning unwanted routes. By including this sort of analysis, BLM can both meet the standards established in the designation criteria and meet the public’s desire for access.

¹ Kanab RMP REC-27 p.102

² State of Utah Resource Management Plan at 185; Utah State Code § 63J-8-104.

Access to SITLA Parcels

Many routes in the TMP provide primary access to SITLA parcels and should be designated as open. The Settlement Agreement between SUWA and the BLM does not require that routes to SITLA be closed under any alternative in the NEPA document, even if such routes are within BLM-inventoried lands with wilderness characteristics.³ Even if the BLM determines that off-road vehicle (ORV) use of such routes may "damage" BLM-inventoried wilderness characteristics, the Cotter Decision allows the routes to remain open.⁴ Closure of such routes under any alternative is not required under the Settlement Agreement and is not appropriate when a route provides primary access to a SITLA parcel.

The BLM must provide reasonable access to all SITLA parcels when needed, as per the Cotter Decision, including the construction of a new route if a route does not exist. However, the necessity of new route construction can impose severe burdens and delays on SITLA and SITLA's authorized permittees. Approval and NEPA documentation of new routes can take years to complete and impede the beneficial use of SITLA property. When there is an existing non-designated route that already accesses SITA property, that route should be designated as open.

Motorized Encroachment into Sensitive Resources

The vast majority of the traveling public follow rules and regulations while recreating on public lands. Route designation decisions should be made with the expectation that the public will abide by official route designations. Unauthorized activities by some users, such as illegal motorized encroachment on specially designated lands or disruption of archeological sites, are an enforcement and management issue that should be addressed through mitigation at the planning and implementation levels. Routes should not be designated as closed during the planning process simply for the fact that it contributes to unauthorized use. The BLM should mitigate conflicts with lands with wilderness character, wilderness study areas, or archaeological sites rather than eliminate access. To avoid unwanted conflicts, the BLM should consider creative solutions, such as reroutes or educational signage in lieu of eliminating access.

Travel Planning for Future Needs

The public's need and desire to use public lands are constantly changing. Changing technology, evolving energy and resource needs, and recreating trends make travel management difficult. To most efficiently meet the future needs of the American public, the BLM should retain as much existing route infrastructure as possible.

³ Settlement Agreement between the Southern Utah Wilderness Alliance et al. and the U.S. Department of the Interior et al. (2:12-cv-257 DAK, entered into on January 13, 2017).

⁴ See *State of Utah v. Andrus*, 486 F. Supp. 995 (D. Utah 1979).

Conclusion

Thank you for the opportunity to provide scoping comments for the Trail Canyon TMP. The State looks forward to working with the BLM and other cooperating agencies in developing a TMP which balances the protection of natural resources with the continuation of motorized access for recreationists, landowners, hunters, livestock producers, and other public land users. Please direct any questions to the Public Lands Policy Coordinating Office at the number below.

Sincerely,

A handwritten signature in black ink, appearing to read 'K. Clarke', with a long horizontal flourish extending to the right.

Kathleen Clarke
Director



ePLANNING

Comment Submission

Project: DOI-BLM-UT-P020-2021-0002-EA - Trail Canyon Travel Management Plan

Document: Public_TrailCanyon_TMP_Route_Evaluation_Comment_Form.docx

Submission ID: tcscoping-1-500117593

Comment

This area is one of the premier locations for camping and riding in the state! Several of the trails are used during the Tri-State ATV Club's annual Jamboree each March. Keeping the trails open and accessible is important to me and other OHV users who enjoy being able to spend time out and about in the wide open spaces. Especially during the pandemic era....(May it end soon!)

My husband and I are now octogenarians (there's a term I never thought I would use) and riding our UTV allows us to see and enjoy country we no longer are able to hike, backpack or ride horseback through.

Submitter(s)

Submitter 1

Name:Zumwalt, Judy

Address:Not Provided

Group or Organization Name: Not Provided

Disclaimer

Before including your address, phone number, e-mail address, or other personal identifying information in your comment, you should be aware that your entire comment - including your personal identifying information - may be made publicly available at any time. While you can ask us in your comment to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so.

(Withhold my personally identifying information from future publications on this project) - YES

[EXTERNAL] Trail Canyon TMP

Laura Peterson [REDACTED]

Mon 11/30/2020 5:03 PM

To: KN_Mail, BLM_UT <BLM_UT_KN_Mail@blm.gov>

📎 1 attachments (2 MB)

SUWA Scoping Comments Trail Canyon TMP.pdf

This email has been received from outside of DOI - Use caution before clicking on links, opening attachments, or responding.

Greetings:

I have attached to this email scoping comments for the Trail Canyon Travel Management Plan, DOI-BLM-UT-P020-2021-0002-EA submitted on behalf of the Southern Utah Wilderness Alliance. Please note that I have sent the referenced attachments to these comments via USPS First Class Mail. The referenced attachments are too large to send via email. I have provided them both on hard copy and USB drive. Please let me know if you have any trouble accessing either the comments or the attachments to those comments.

Thank you for your consideration of these comments.

Best,

Laura Peterson
Attorney
Southern Utah Wilderness Alliance
425 East 100 South
Salt Lake City, UT 84111
Tel: (801) 236-3762
Fax: (801) 486-4233
laura@suwa.org

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November 30, 2020

Clay Stewart
Bureau of Land Management
Kanab Field Office
669 South HWY 89A
Kanab, UT 84741

Letter sent via email to: blm_ut_kn_mail@blm.gov; attachments sent via USPS First Class Mail

*Re: Trail Canyon Travel Management Plan, DOI-BLM-UT-P020-2021-0002-EA,
Scoping Comments*

Greetings:

Please accept the following comments submitted by the Southern Utah Wilderness Alliance (SUWA) regarding BLM's forthcoming Environmental Assessment (EA) for the Trail Canyon Travel Management Plan (TMP or "Travel Plan"), DOI-BLM-UT-P020-2021-0002-EA. These comments are limited to those routes depicted on the Trail Canyon Travel Management Area Scoping and Route Inventory Verification.¹ Should routes be added to that inventory in the planning process or additional information become available about the routes depicted, we reserve the right to supplement these comments accordingly.

In developing the EA, BLM should ensure that the TMP complies with all aspects of the National Environmental Policy Act (NEPA), 42 U.S.C. § 4321-4370f; the Federal Land Policy and Management Act (FLPMA), 43 U.S.C. §§ 1701-1785; the National Historic Preservation Act (NHPA), 54 U.S.C. §§ 300101-307108; the Clean Air Act, 42 U.S.C. §§ 7401-7671q; the minimization requirements for route designations set forth in FLPMA's regulations, and all other applicable federal regulations and agency guidance applying these laws and regulations.

I. ROUTE INVENTORY PROCESS AND BASELINE DATA

BLM must establish accurate baseline conditions within the TMA. The regulations implementing NEPA require agencies to "describe the environment of the areas to be affected or created by the alternatives under consideration." 40 C.F.R. § 1502.15. In *Half Moon Bay Fisherman's Marketing Ass'n v. Carlucci*, the Ninth Circuit Court of Appeals stated that "without establishing

¹ Available at: <https://eplanning.blm.gov/eplanning-ui/project/2003332/590>

. . . baseline conditions . . . there is simply no way to determine what effect [an action] will have on the environment, and consequently, no way to comply with NEPA.” 857 F.2d 505, 510 (9th Cir. 1988). The court further held that “[t]he concept of a baseline against which to compare predictions of the effects of the proposed action and reasonable alternatives is critical to the NEPA process.” *Id.* at 510.

BLM’s Travel and Transportation Handbook (H-8342) is clear that the “baseline” for travel and transportation planning does not include potential or future routes or features when these features do not currently exist on the ground in any form. “The GTLF [ground transportation linear features] geospatial database is the comprehensive baseline inventory of all transportation related routes, both motorized and non-motorized, that exist on the BLM managed lands for a particular planning area.” H-8342 Travel and Transportation Handbook § IV(A)(i), at 9-10 (2012). H-8342 describes these “ground transportation linear features” as “transportation (from motorized to foot) linear features *as they exist on the ground.*” App. 3, at 46 (emphasis added).

As BLM proceeds through this travel planning process, it should endeavor to create a travel system that directs use away from sensitive areas, resolves resources user conflicts, reduces route duplication and reduces the overall number of routes. *Id.* § V(H)(i), at 30. “Individual roads, primitive roads, and trails should be chosen with the transportation network goals in mind rather than just using all the inherited roads, primitive roads and trails.” *Id.*

The Trail Canyon travel plan is an opportunity to develop a reasonable, manageable and forward-thinking blueprint that ensures public access to the outdoors while preserving the backcountry and meeting BLM’s duty to minimize damage to cultural and natural resources. Visitation to Utah’s public lands is skyrocketing and shows no sign of diminishing. Utah’s public lands and natural resources are under increasing threat from the impacts of climate change. Precisely because of these challenges, thoughtful and deliberate travel planning is critical. The planning process is an opportunity to find a balance between motorized vehicle use, preservation of sensitive resources and opportunities for quiet recreation.

II. UTAH RESOURCE MANAGEMENT PLAN (RMP) SETTLEMENT AGREEMENT

a. Applicable law and agency guidance

BLM must prepare the Trail Canyon TMA:

pursuant to applicable statutes, regulations, BLM-Utah Instruction Memorandum No. 2012-066 (“BLM-Utah IM 2012-066”), and the terms identified in paragraphs 16-24 of the Settlement Agreement. In addition to BLM-Utah IM 2012-066, relevant existing guidance includes, but is not limited to: BLM-Utah Guidance for the Lands with Wilderness Characteristics Resource, Instruction Memorandum No. UT 2016-027 (September 30, 2016); BLM National Environmental Policy Act Handbook H-1790-1 (January 2008); BLM-Utah Handbook 8110, *Guidelines for Identifying Cultural Resources* (2002); BLM Handbook H-8342, *Travel and Transportation* (March 16, 2012); BLM Manual 1613, *Areas of Critical Environmental Concern* (September 29, 1988); BLM Manual 1626, *Travel and*

Transportation (July 14, 2011); BLM Manual 6320, *Considering Lands with Wilderness Characteristics in BLM Land Use Planning* (March 15, 2012); BLM Manual 6330, *Management of BLM Wilderness Study Areas* (July 13, 2012), 6340, *Management of BLM Wilderness* (July 13, 2012); and BLM Manual 8110, *Identifying and Evaluating Cultural Resources on Public Lands* (December 3, 2004).

Settlement Agreement at 7-8, *S. Utah Wilderness Alliance v. U.S. Dep't of the Interior*, No. 2:12-cv-257 (D. Utah Jan. 13, 2017) (No. 513-1).

b. Documentation Requirements

BLM must adhere to the following documentation requirements in preparing the Trail Canyon TMP:

- BLM must identify the purpose and need for each route, taking “into account information indicating if a route is no longer used by motorized vehicles, is revegetating or reclaiming, and/or is impassable to motorized vehicles. A route without an identified purpose and need will not be proposed as part of the dedicated route network in any action alternatives in the NEPA document.” Settlement Agreement ¶ 17a.
- BLM must identify “any public land resources . . . that may be affected by motorized vehicle use of the route.” Settlement Agreement ¶ 17b. These public land resources are set forth in 43 C.F.R. § 8342.1(a) and “include, but are not limited to, identified cultural resources and public lands with BLM-inventoried wilderness characteristics, regardless of whether BLM administers or manages the subject public lands to maintain or enhance those resources” as well as “soil, watershed, vegetation, or other resources of the public lands.” *Id.* ¶ 17c.
- “BLM will document in the route report how each alternative route designation will ‘minimize damage’ to affected [public land resources]. In each route report, BLM will include a brief narrative summary of how it has applied the designation criteria to the route for each alternative route designation.” Settlement Agreement ¶ 17d.
- “BLM will explain in the NEPA document for each TMP how each proposed alternative route network will ‘minimize damage’ to ‘resources of the public lands,’” including each of the wilderness-characteristics elements. Settlement Agreement ¶ 17e.
- BLM must “consider in the NEPA document at least one proposed alternative route network that would not designate for ORV use any route where BLM has determined that such use may ‘damage,’ 43 C.F.R. § 8342.1(a), BLM-inventoried wilderness characteristics,” unless “the use is authorized by an existing right-of-way or other BLM authorization or by law.” Settlement Agreement ¶ 17e.

c. Baseline Monitoring

BLM must complete a baseline monitoring report during the Trail Canyon travel planning process “that will document visually-apparent unauthorized surface disturbances off routes as well as visually-apparent damage to public lands resources caused by motorized vehicle use within WSAs, Natural Areas, and/or lands with BLM-inventoried wilderness characteristics.” Settlement Agreement ¶ 20a. To create this report BLM must “physically inspect those portions of routes within the TMA that are within or constitute a boundary to a WSA, Natural Area, and/or lands with BLM-inventoried wilderness characteristics” and “document by site photography and written narrative each disturbance and damage site.” *Id.*

III. MINIMIZATION CRITERIA

In the Trail Canyon Travel Plan EA, BLM must apply the “minimization criteria” set out in 43 C.F.R. § 8342.1.² Federal courts have made clear that federal agencies must meaningfully apply and implement—not just identify or consider—the minimization criteria when designating each area or trail, and to demonstrate in the record how they did so. *See, e.g., WildEarth Guardians v. U.S. Forest Serv.*, 790 F.3d 920, 929-32 (9th Cir. 2015); *Ctr. for Biological Diversity v. Bureau of Land Mgmt.*, 746 F. Supp. 2d 1055, 1071-81. Under the minimization criteria, all route designations “shall be based on the protection of the resources of the public lands, the promotion of the safety of all the users of the public lands, and the minimization of conflicts among various uses of the public lands.” In meeting these goals, BLM must comply with the following criteria:

- (a) Areas and trails shall be located to minimize damage to soil, watershed, vegetation, air, or other resources of the public lands, and to prevent impairment of wilderness suitability.
- (b) Areas and trails shall be located to minimize harassment of wildlife or significant disruption of wildlife habitats. Special attention will be given to protect endangered or threatened species and their habitats.
- (c) Areas and trails shall be located to minimize conflicts between off-road vehicle use and other existing or proposed recreational uses of the same or neighboring public lands, and to ensure the compatibility of such uses with existing conditions in populated areas, taking into account noise and other factors.
- (d) Areas and trails shall not be located in officially designated wilderness areas or primitive areas. Areas and trails shall be located in natural areas only if the authorized officer determines that off-road vehicle use in such locations will

² *See also* Executive Order No. 11644 (1972), as amended by Executive Order No. 11989 (1977).

not adversely affect their natural, esthetic, scenic, or other values for which such areas are established.

43 C.F.R. § 8341.2.

IV. NATIONAL ENVIRONMENTAL POLICY ACT

a. Range of Alternatives

In drafting an EA, NEPA dictates that BLM consider a range of reasonable alternatives. “Consideration of reasonable alternatives is ‘the heart’ of the NEPA process.” *Wilderness Soc’y, Center for Native Ecosystems v. Wisely*, 524 F. Supp. 2d 1285, 1309 (D. Colo. 2007) (citing *Lee v. U.S. Air Force*, 354 F.3d 1229, 1238 (10th Cir. 2004)); 40 C.F.R. § 1502.14. “An agency’s obligation to consider reasonable alternatives is ‘operative even if the agency finds no significant environmental impact.’” *Greater Yellowstone Coal. v. Flowers*, 359 F.3d 1257, 1277 (10th Cir. 2004). Though less detailed than an EIS, an EA must demonstrate that the agency took a “hard look” at alternatives—a “thoughtful and probing reflection of the possible impacts associated with the proposed project” so as to “provide a reviewing court with the necessary factual specificity to conduct its review.” *Silverton Snowmobile Club v. U.S. Forest Serv.*, 433 F.3d 772, 781 (10th Cir. 2006) (quoting *Comm. to Preserve Boomer Lake Park v. Dep’t of Transp.*, 4 F.3d 1543, 1553 (10th Cir.1993)); *see also* 40 C.F.R. § 1508.9(a)(1).

The range of alternatives an agency must analyze in an EA is determined by a “rule of reason and practicality” in light of a project’s objective. *Davis v. Mineta*, 302 F.3d 1104, 1120 (10th Cir. 2002) (quoting *Airport Neighbors All., Inc. v. United States*, 90 F.3d 426, 432 (10th Cir. 1996)). “NEPA ‘does not require agencies to analyze the environmental consequences of alternatives it has in good faith rejected as too remote, speculative, or impractical or ineffective[.]’” *New Mexico ex rel. Richardson*, 565 F.3d at 708 (quoting *Colo. Envtl. Coal. v. Dombeck*, 185 F.3d 1162, 1174 (10th Cir. 1999)). But the number and nature of alternatives must be “sufficient to permit a reasoned choice of alternatives as far as environmental aspects are concerned.” *Id.* (quoting *Dombeck*, 185 F.3d at 1174).

i. The No Action Alternative Must Reflect the 2008 Resource Management Plan/Travel Plan Motorized Route Determinations

Under NEPA’s implementing regulations, BLM must fully consider a “No Action” alternative. 40 C.F.R. § 1502.14(d). The interpretation of what constitutes a No Action alternative depends on the type of action proposed. NEPA Handbook (Public), H-1790-1, 52 (January 2008). For land use planning decisions, such as travel planning or plan amendments, “[t]he No Action alternative is to continue to implement the management direction in the land use plan (*i.e.*, the land use plan as written). Any other management approach should be treated as an action alternative.” *Id.*³

³ *See also* Forty Most Asked Questions Concerning CEQ’s National Environmental Policy Act Regulations, 46 Fed. Reg. 18,026, 18,027 (Mar. 23, 1981) (stating that, for actions such as updating a land management plan, the “no action” is ‘no change’ from current management direction or level of management intensity” and that the no action alternative “may be thought of in terms of continuing with the present course of action until that action is changed.”).

ii. The Travel Plan EA Must Include an Alternative that Reflects the Minimum Network of Motorized Routes Necessary for Transportation

A range of reasonable alternatives in the Travel Plan EA must include the evaluation of an alternative that reflects the minimum network of motorized routes *necessary* for transportation. In determining the essential, necessary motorized route system, BLM must apply the minimization criteria discussed above. In doing so, BLM must analyze an alternative in the EA that reflects that minimal route network, free of any management considerations that fall outside of the designation criteria listed in 43 C.F.R. § 8342.1.

iii. The Travel Plan EA Must Include an Alternative that Protects All Lands Identified as Possessing Wilderness Characteristics

The planning area covered by the Travel Plan EA contains Wilderness Study Areas (WSAs), BLM Natural Areas and BLM-identified lands with wilderness characteristics. In addition, the planning area contains land currently proposed for wilderness designation in America's Red Rock Wilderness Act (ARRWA).

In developing the Travel Plan EA, BLM must consider: (1) an alternative that protects all lands identified as possessing wilderness characteristics and (2) an alternative that protects all lands currently proposed for wilderness designation in ARRWA.

iv. The Travel Plan EA Must Include an Alternative that Protects Wildlife and Wildlife Habitat

Motorized routes fragment habitat and decrease habitat quality for numerous species. The Trail Canyon TMA provides habitat for mule deer, desert bighorn, burrowing owl, ferruginous hawk, northern goshawk, short-eared owl, yellow-billed cuckoo, fringed myotis, kit fox, western red bat, spotted bat, among other species.

In developing the Travel Plan EA, BLM must analyze an alternative that protects wildlife and wildlife habitat for all wildlife species, with specific regard to threatened, endangered or candidate species.

b. Hard Look

NEPA further dictates that agencies take a "hard look" at the environmental consequences of a proposed action and the requisite environmental analysis "must be appropriate to the action in question." *Metcalfe v. Daley*, 214 F.3d 1135, 1151 (9th Cir. 2000); *Robertson v. Methow Valley Citizens Council*, 490 U.S. 332, 348 (1989). "NEPA 'prescribes the necessary process' by which federal agencies must 'take a "hard look" at the environmental consequences' of the proposed courses of action." *Pennaco Energy, Inc. v. U.S. Dept. of the Interior*, 377 F.3d 1147, 1150 (10th Cir. 2004) (quoting *Utahns for Better Transp. v. U.S. Dept. of Transp.*, 305 F.3d 1152, 1162—63 (10th Cir. 2002)) (citation omitted). The fundamental objective of NEPA is to ensure that an

“agency will not act on incomplete information only to regret its decision after it is too late to correct.” *Marsh v. Or. Natural Res. Council*, 490 U.S. 360, 371 (1990) (citation omitted). In order to take the “hard look” required by NEPA, BLM must assess impacts and effects that include: “ecological (such as the effects on natural resources and on the components, structures, and functioning of affected ecosystems), aesthetic, historic, cultural, economic, social, or health, *whether direct, indirect, or cumulative.*” 40 C.F.R. § 1508.8 (emphasis added).⁴

NEPA regulations define “direct effects” as those that “are caused by the action and occur at the same time and place.” *Id.* § 1508.8(a). The regulations define “indirect effects” as those that are:

[C]aused by the action and are later in time or farther removed in distance, but are still reasonably foreseeable. Indirect effects may include growth inducing effects and other effects *related to induced changes in the pattern of land use, population density or growth rate, and related effects on air and water and other natural systems, including ecosystems.*

Id. § 1508.8(b) (emphasis added). “Cumulative impacts” are defined as:

[T]he impact on the environment which results from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions regardless of what agency (Federal or non-Federal) or person undertakes such other actions. Cumulative impacts can result from individually minor but collectively significant actions taking place over a period of time.

Id. § 1508.7 (emphasis added). Thus, NEPA requires that BLM engage in a high degree of analysis on the environmental effects of its actions, including the likely effects from other nearby projects — as well as ongoing and foreseeable uses of land, such as off-road vehicle (ORV) use and livestock grazing, and changes to land from other factors such as climate change.

Pursuant to NEPA, the Travel Plan EA must take a hard look at each alternative’s direct, indirect and cumulative impacts to natural and cultural resources, including wildlife, soils, watersheds, vegetation, wildlife and air quality. Cumulative and indirect impacts include those from nearby development projects, off-road vehicle use, domestic livestock grazing, and other foreseeable uses and impacts to the public lands managed by the Kanab field office.

V. WILDERNESS STUDY AREAS

BLM must manage WSAs “in a manner so as not to impair the suitability of such areas for preservation as wilderness.” 43 U.S.C. § 1782. BLM “will protect the wilderness characteristics

⁴ Throughout these comments SUWA references the NEPA regulations in effect prior to September 14, 2020. Although the Council on Environmental Quality (CEQ) adopted new regulations implementing NEPA in July 2020, 85 Fed. Reg. 43304 (July 17, 2020), those regulations adopted in July 2020 have been challenged as illegal in numerous courts and are likely to be vacated. See *Environmental Justice Health Alliance v. CEQ*, Case 1:20-cv-06143 (S.D.N.Y. Aug. 6, 2020); *Wild Virginia v. CEQ*, Case 3:20-cv-00045-NKM (W.D. Va. July 29, 2020); *Alaska Community Action on Toxics v. CEQ*, Case 3:20-cv-05199-RS (N.D. Ca. July 29, 2020); *States of California et al. v. CEQ*, Case 3:20-cv-06057 (N.D. Cal. Aug. 28, 2020).

of all WSAs in the same or better condition that they were on October 21, 1976. Bureau of Land Mgmt., Manual 6330—Management of Wilderness Study Areas § 1.6.B (2012). In managing to prevent the impairment of wilderness characteristics, BLM will “prevent impairing activities” and continually monitor to “ensure continued suitability for designation as wilderness.” *Id.* § 1.6.B.1.

All uses within a WSA, including the motorized vehicle use, must meet the non-impairment standard. BLM Manual 6330 § 1.6.D.6.b. Motorized vehicle use can only occur in WSAs “on primitive routes (or ‘ways’) identified by the BLM as existing on October 21, 1976” if the route was identified in the original wilderness inventory. *Id.* Even then, “[p]rimitive routes within WSAs may only be used to the extent that the physical impacts of the primitive route are not greater than existed on October 21, 1976.” *Id.* “[T]he BLM must take action to ensure the route does not exceed the approximate conditions of impact to the wilderness characteristics that existed on October 21, 1976.” *Id.* Furthermore, “[a]ny motorized/mechanized linear transportation feature located within [WSAs] will be identified in a transportation inventory as a motorized/mechanized ‘primitive route’ . . . Primitive routes will not be made a part of the transportation system.” *Id.* (quoting Bureau of Land Mgmt., Manual 1626—Travel and Transportation Manual § 6.5.E (2016)) (emphasis added).

The Trail Canyon TMA contains four WSAs: Parunuweap Canyon WSA, Moquith Mountain WSA, Orderville Canyon WSA and the Canaan Mountain WSA. Three of these WSAs have primitive route that BLM has designated as open to motorized vehicles: 8.5 miles in Moquith Mountain, 15.9 miles in Parunuweap, and .6 miles in Orderville Canyon. *See* Bureau of Land Mgmt., Kanab Field Office Record of Decision and Approved Resource Management Plan 127 (Oct. 2008) (Kanab RMP). The Kanab RMP makes clear that motorized use within WSAs will continue only on a conditional basis “as long as the use of these routes does not impair wilderness suitability.” *Id.* at 17. Use of these primitive routes is also conditioned on “user compliance” with the designated routes.

Motorized vehicle use within the WSAs, especially the Parunuweap Canyon WSA and the Moquith Mountain WSA violates FLPMA, BLM Manual 6330 and the Kanab RMP. Motorized vehicle use is impairing wilderness characteristics, expanding the physical impact of the primitive routes well beyond that which existed in 1976 and facilitating illegal OHV use in the WSAs. For instance, on route 20WSA in the Parunuweap Canyon WSA, there is significant trail braiding and extensive off-route travel which is degrading an important riparian area and expanding the physical impact of the route. Motorized users on the route also regularly knock down the fence line blocking motorized access to Bill Bay Canyon and travel up the closed route. The route is impairing the area’s naturalness as well as opportunities for solitude and primitive and unconfined recreation. Similarly, route 51 in the Moquith Mountain WSA is down cut and banked because of the frequency and speed of OHV use on the route which is increasing the physical impact of the route. OHV use on the route is also damaging soils and vegetation, and causing conflicts with resource users. Furthermore, OHV users are traveling south off of route 51, through the Kaibab Paiute Reservation and back into the WSA to the east, all of which is illegal. *See* SUWA Route Report, Illegal Spur Rt. 51 (attached). These problems are pervasive on the primitive routes in the Parunuweap Canyon and Moquith Mountain WSAs. BLM has failed to stop impairment of wilderness values and illegal use despite signing routes closed and

educating motorized users. Accordingly, per Manual 6330 and the Kanab RMP BLM should close primitive routes in the WSAs to motorized vehicles in all action alternatives.



Expanded physical impact and damage to riparian area from OHV use on route 20WSA.



Knocked down fence along route 20WSA.



Banking and expanded physical impact on Route 51.

Additional information on specific routes within or adjacent to the Parunuweap and Moquith Mountain WSAs is provided below. Further route-specific information is provided in the attached photo sheets and route descriptions which are a part of these comments.

- **Route 20WSA**, which extends beyond the Elephant Cove cherry stem into the Parunuweap WSA, is one of the most problematic motorized vehicle routes in the entire Kanab field office. Allowing motorized vehicle use on this route violates FLMPA, the Minimization Criteria, BLM Manual 6330 and the Kanab RMP. This route extends well beyond the physical impact that existed in 1976 and even that which existed in 2008. Motorized use on this route has increased significantly. There is extensive trail braiding, multiple creek crossings and off-route travel. There are significant user compliance issues: users are traveling off route and regularly knocking down the fence line on Bill Bay Canyon. The route is adversely impacting an important riparian area, wildlife habitat, vegetation, soil and wilderness values. The route clearly violates the non-impairment standard.
- **Route 20Q** is a short fence line route that cuts through the Parunuweap Canyon WSA from the Elephant Cove route. It is not a cherry-stem. This short route is entirely unnecessary and is leading to extensive illegal use in the WSA above the east fork of the Virgin River. BLM has proven unable to manage the current end location of this route, which is not clear on the ground. Motorized use of the route has expanded beyond the

physical impact which existed in 1976 and that use is impairing the wilderness values of the Parunuweap Canyon WSA.

- **Route 20M** extends west off of the Elephant Cove route (route 20) to the Parunuweap Canyon WSA boundary, through BLM-identified lands with wilderness character. The route does not have a natural or logical end point. As a result, OHV users are illegally continuing along the route into the WSA. OHV users are traveling well beyond the end of this route and connecting to other illegal routes in the WSA. The route serves only to facilitate illegal motorized use in the WSA. It does not lead to any particular recreation opportunity or view point. It has no legitimate purpose or need. The Elephant Cove route provides better access, views and experience in the Parunuweap Canyon. Eliminating the remaining portion of this route would improve manageability and allow BLM to control illegal OHV use in the WSA.
- **Route 70/70WSA** traverses Poverty Flat cutting through the Parunuweap Canyon WSA. Both the physical impact and use of the route has increased beyond that which existed when the WSA was designated. OHV users are traveling off the route in numerous places, including to the north of the route, causing damage to the area's wilderness values.
- **Route 51** cuts through the Moquith Mountain WSA. The physical impact of the route extends well beyond that which existed when the WSA was designated. The route is down cut and banked because of the speed at which OHVs are traveling the route. It is also facilitating illegal use both into the WSA and into the Kaibab Paiute Indian Reservation. Use of this route is impairing the area's wilderness values, including the appearance of naturalness, opportunities for solitude and opportunities for primitive and unconfined recreation. The route is also causing conflicts with other resources users as OHVs travel at excessive speeds, running other users off the route.

Because the primitive routes in the Moquith Mountain and Parunuweap Canyon WSAs are impairing wilderness values and violating FLPMA, Manual 6330 and the Kanab RMP, BLM must close the primitive routes to motorized vehicles.

VI. KANAB RMP

In completing a new travel plan, BLM is required to consider the goals and objectives for resources values and uses established in the Kanab RMP. *See* Settlement Agreement ¶ 16.c; BLM Manual 1626 § 4.1. Among the many resource goals and objectives, BLM committed to manage the Orderville Canyon, Moquith Mountain and Parunuweap Canyon Natural Areas to “[p]rotect, preserve, and maintain wilderness characteristics (appearance of naturalness, outstanding opportunities for solitude, or primitive and unconfined recreation).” Kanab RMP at 87. BLM also committed to “[m]anage these primitive and backcountry landscapes for their undeveloped character and to provide opportunities for primitive recreational activities and experiences of solitude.” *Id.* To further these resource goals, BLM should close motorized vehicle routes in Natural Areas, including Routes 91, 91D, 92L, 92Y, 92M, 91N, 92J, and 92K.

VII. CULTURAL RESOURCES

BLM has dual obligations when considering the impacts of its undertakings on cultural resources. Pursuant to Section 106 of the NHPA, BLM must “make a reasonable and good faith effort” to identify cultural resources that may be affected by an undertaking. 36 C.F.R. § 800.4(b)(1). Pursuant to NEPA, BLM must take a “hard look” at the effects of the proposed action. *Silverton Snowmobile Club v. U.S. Forest Serv.*, 433 F.3d 772, 781 (10th Cir. 2006). BLM must comply with both statutes when it undertakes travel planning.

a. BLM Must Consider Adverse Impacts of its Undertakings on Cultural Resources

Congress enacted the NHPA in 1966 to implement a broad national policy encouraging the preservation and protection of America’s historic and cultural resources. *See* 54 U.S.C. § 300101. The heart of the NHPA is Section 106, which prohibits federal agencies from approving any federal “undertaking” unless the agency takes into account the effects of the undertaking on historic properties that are included in or eligible for inclusion in the National Register of Historic Places. 54 U.S.C. §§ 306108, 300320; *see also Pueblo of Sandia v. United States*, 50 F.3d 856, 859 (10th Cir. 1995). Section 106 is a “stop, look, and listen provision” that requires federal agencies to consider the effects of their actions and programs on historic properties and sacred sites before implementation. *Muckleshoot Indian Tribe v. U.S. Forest Serv.*, 177 F.3d 800, 805 (9th Cir. 1999).

To adequately “take into account” the impacts on archeological resources, all federal agencies must comply with binding Section 106 regulations established by the Advisory Council on Historic Preservation (Advisory Council). Under these regulations, the first step in the Section 106 process is for an agency to determine whether the “proposed [f]ederal action is an undertaking as defined in [Section] 800.16(y).” 36 C.F.R. § 800.3(a). Undertakings include any permit or approval authorizing use of federal lands. *Id.* § 800.16(y). If the proposed action is an undertaking, the agency must determine “whether it is a type of activity that has the potential to cause effects on historic properties.” *Id.* § 800.3(a). An effect is defined broadly to include direct, indirect, and/or cumulative adverse effects that might alter the characteristics that make a cultural site eligible for listing in the National Register of Historic Places. *See id.* § 800.5(a)(1); *id.* § 800.16(i); 65 Fed. Reg. 77,698, 77,712 (Dec. 12, 2000).

The agency next “[d]etermine[s] and document[s] the area of potential effects” and then “[r]eview[s] existing information on historic properties within [that] area.” 36 C.F.R. § 800.4(a)(1)-(2). “Based on the information gathered, . . . the agency . . . shall take the steps necessary to identify historic properties within the area of potential effects.” *Id.* § 800.4(b). “The agency shall make a reasonable and good faith effort to carry out appropriate identification efforts.” *Id.* § 800.4(b)(1).

If the undertaking is a type of activity with the potential to affect historic properties then the agency must determine whether in fact those properties “may be affected” by the particular

undertaking at hand. *Id.* § 800.4(d)(2).⁵ Having identified the historic properties that may be affected, the agency considers whether the effect will be adverse, using the broad criteria and examples set forth in section 800.5(a)(1). Adverse effects include the “[p]hysical destruction of or damage to all or part of the property,” as well as “[i]ntroduction of visual, atmospheric or audible elements that diminish the integrity of the property’s historic significant historic features.” *Id.* § 800.5(a)(2)(i) & (2)(v). If the agency concludes that the undertaking’s effects do not meet the “adverse effects” criteria—that is, the agency concludes that there *may* not be an adverse effect from the undertaking—it is to document that conclusion and propose a finding of “no adverse effects.” *Id.* § 800.5(b), 800.5(d)(1).

If the agency official concludes that there *may be* an adverse effect, it engages the public and consults further with the state historic preservation officer, Native American tribes, consulting parties, and the Advisory Council in an effort to resolve the adverse effects. *Id.* §§ 800.5(d)(2), 800.6.

b. Reasonable and Good Faith Effort

As discussed above, BLM must “make a reasonable and good faith effort” to identify cultural resources. 36 C.F.R. 800.4(b)(1). To do so, the agency must “take into account past planning, research and studies ... the nature and extent of potential effects on historic properties, and the likely nature and location of historic properties within the area of potential effects.” *Id.*

To satisfy its reasonable and good faith identification efforts, BLM must—at the very least—analyze all of its existing cultural resource information. BLM has recently completed a field-office-wide Class I inventory with associated archaeological site predictive models in the Kanab field office. *See* Bureau of Land Mgmt., *A Class I Cultural Resources Inventory of the Bureau of Land Management, Kanab Field Office* (June 2018) (Prepared by Logan Simpson). While archaeological models are far from perfect, they do provide information about the potential location of undiscovered sites. *Id.* The predictive model for the Kanab field office is actually a series of different models—nine site type models representing the most common sites in the field office and one overall model. *Id.* at 13.17-13.18.

The individual site type models provide BLM detailed information about certain specified site types (Prehistoric open architectural, prehistoric open artifact scatter, prehistoric rock art, prehistoric sheltered architectural etc.), which give BLM tools to assess potential adverse effects from travel planning. *Id.* BLM is responsible for identifying and assessing effects regarding all site types.

Accordingly, BLM must use the site type models—and not the composite model—to identify those areas with a high potential for cultural resources. *See* Settlement Agreement at 19, *S. Utah Wilderness Alliance v. U.S. Dep’t of the Interior*, No. 2:12-cv-257 (D. Utah Jan. 13, 2017) (No. 513-1). Once it has identified those areas using the site type maps, BLM must conduct Class III

⁵ The agency may also determine that there are no historic properties present or there are historic properties present but the undertaking will have no effect upon them, at which point it consults with the State Historic Preservation Officer and notifies relevant Native American tribes of its conclusion. *Id.* § 800.4(d)(1).

inventories along all routes or portions of routes that are designated as open in those high potential areas. *Id.*

c. Hard Look

In addition to BLM's obligations under the NHPA, NEPA requires BLM to take a "hard look" at the environmental effects of a proposed action. *Silverton Snowmobile Club*, 433 F.3d at 781. Pursuant to NEPA, BLM must analyze all potential direct, indirect, and cumulative impacts to *cultural resources*, regardless of whether those cultural resources are eligible for listing in the National Register. See BLM Manual 8100 – The Foundations for Managing Cultural Resources (Public) .03.F (Dec. 3, 2004) ("Cultural resources need not be determined eligible for the National Register of Historic Places . . . to receive consideration under [NEPA]."). That includes both sites that are not eligible for the NRHP as well as isolated finds. Though NHPA analysis is related to NEPA analysis, they are not one and the same.

VIII. REVISED STATUTE 2477

In 2005, the U.S. Tenth Circuit Court of Appeals held that BLM does not have the authority to conclusively adjudicate R.S. 2477 claims. *S. Utah Wilderness Alliance v. Bureau of Land Mgmt.*, 425 F.3d 735, 757 (10th Cir. 2005). This decision was cited in another case at the Tenth Circuit in 2009 where counties in southern Utah claimed that BLM illegally ignored their prior-existing R.S. 2477 rights in closing roads through a travel management plan.

To be sure, we recognized in *S. Utah* that the BLM possessed the authority to "determin[e] the validity of R.S. 2477 rights of way for its own purposes." 425 F.3d at 757. But, importantly, nothing in federal law requires the BLM to do so. Thus, even though the County plaintiffs might prefer that the BLM informally adjudicate their purported rights-of-way, they may not, as the district court correctly concluded, "shift their burden as R.S. 2477 claimants or shortcut the existing processes for determining their unresolved R.S. 2477 claims by insisting that the BLM import its [internal and] preliminary road inventory work on unresolved R.S. 2477 claims in 1991 and 1993 [prior to this court's decision in *S. Utah*] into its planning processes in formulating the 1999 Management Plan.

Kane Cnty. v. Salazar, 562 F.3d 1077, 1087 (10th Cir. 2009).

BLM Revised Manual 1626, § 6.2 provides clear language on consideration of R.S. 2477 claims in travel management planning:

Travel management planning is not intended to address the validity of any R.S. 2477 assertions. All RMPs and TMPs at a minimum should include the following statement with regard to R.S. 2477 assertions:

A travel management plan is not intended to provide evidence bearing on or addressing the validity of any R.S. 2477 assertions. R.S. 2477 rights are determined through a process that is entirely independent of the BLM's planning process.

Consequently, [this RMP/TMP] did not take into consideration R.S. 2477 evidence. The BLM bases travel management planning on purpose and need related to resource uses and associated access to public lands and waters given consideration to the relevant resources. At such time as a decision is made on R.S. 2477 assertions, the BLM will adjust its travel routes accordingly.

BLM should neither make determinations regarding R.S. 2477 claims as part of this planning process nor permit those assertions to influence its decisions regarding permitting motorized use. As affirmed by the Tenth Circuit Court of Appeals, the BLM cannot make determinations as to the validity of R.S. 2477 claims—only a court of competent jurisdiction can make a final determination.

In sum, BLM must not consider R.S. 2477 assertions in the travel planning process and should make this limitation explicit throughout the process.

IX. WATER RESOURCES

The Trail Canyon Travel Plan EA must analyze impacts to water resources. OHVs can have significant impacts on water resources, including by accelerating erosion and sedimentation and elevating levels of turbidity. *See Douglas S. Ouren et al., Environmental Effects of Off-Highway Vehicles on Bureau of Land Management Lands: A Literature Synthesis, Annotated Bibliographies, Extensive Bibliographies, and Internet Resources, USGS Open-File Report 2007-1353 25 (2007).* “Wheel cuts and tracks within [OHV travel] networks may serve as water conduits that channel and direct water flow containing sediments and contaminants into aquatic ecosystems.” *Id.* OHV use can also impact water quality through spills and emissions. *Id.* “Spill or emission contaminants may include 1,3 butadiene, benzene and ethylbenzene, xylenes, and toluene.” *Id.* The EA must analyze these potential impacts.

The Trail Canyon TMA also includes the Cottonwood Canyon Assessment Unit, which is on the state of Utah’s 303(d) list of impaired waters. *See Utah Dept. of Env’tl. Quality, Division of Water Quality, 2016 Final Integrated Report, Chapter 3: Rivers and Stream Assessments at 26.* This segment is impaired due to temperature and dissolved oxygen. *Id.* The Travel Plan EA must account for this impairment and analyze potential effects from the OHV travel.

X. PLANTS AND WILDLIFE

Plants and wildlife are impacted by motorized travel in several ways. Motorized travel creates stress from noise disturbance, direct mortality by vehicle crushing and collisions, altered behavioral or population distributions, and fragmented habitat. *See Douglas S. Ouren et al., supra* at 16-22. Beyond the physical impact from OHV use and OHV routes, “[n]oise from OHVs can travel miles in open landscapes and can negatively impact wildlife in a variety of ways including disturbance, avoidance, disruption of breeding habitat, reduction of migration routes, reduction of quality of habitat and loss of habitat.” *See Adam Switalski, Off-highway vehicle recreation in drylands: A literature review and recommendations for best management practices, Journal of Outdoor Recreation and Tourism, Vol. 21, 87-96 at 89 (2018).* These impacts can all lead to declines in local populations, and for some rare species, declines that impact their entire populations. *See Douglas S. Ouren et al., supra* at 16-22.

The Trail Canyon TMA provides habitat for a number of special status species, including but not limited to, Mexican spotted owl, southwestern willow flycatcher, Welsh's milkweed, Coral Pink Sand Dunes tiger beetle, yellow-billed cuckoo, burrowing owl, ferruginous hawk, northern goshawk, short-eared owl, fringed myotis, Gila monster, western threadsnake and desert iguana, among other species. It also encompasses designated critical habitat for the Mexican spotted owl.

The Biological Opinion for the Kanab RMP details some of the adverse impacts that OHV use causes to threatened, endangered and candidate species. *See generally* U.S. Fish & Wildlife Serv., Biological Opinion for BLM Resource Management Plan (RMP), Kanab Field Office (Sept. 29, 2008). Noise from OHVs may adversely affect the behavior of the Mexican spotted owl during breeding, nesting or foraging activities. *Id.* at 29. And vegetation disturbances may impact the availability and quality of prey habitat and prey abundance. *Id.* OHVs may adversely affect the willow flycatcher in similar ways. *Id.* at 42. OHVs may adversely affect the Welsh's milkweed by causing direct mortality by crushing of plants and indirect mortality by causing erosion and sedimentation. *Id.* at 61-62. The Coral Pink Sand Dunes tiger beetle is similarly at risk from OHVs—direct mortality via crushing and indirect mortality from erosion, sedimentation and introduction of invasive weed species. *Id.* at 83. The Trail Canyon TMP and its authorization of OHV use “may affect” listed species. Accordingly, BLM must engage in formal consultation with the Fish and Wildlife Service. *See* 50 C.F.R. § 402.14; *see also* Kanab RMP FEIS at 3-38 (“The BLM will initiate Section 7 consultation with USFWS before approving or implementing any action that may affect listed species or designated critical habitat.”).

Trail Canyon TMA also encompasses “crucial” and “substantial” habitat for mule deer and “crucial habitat” for desert bighorn. Motorized travel impacts big game by causing habitat fragmentation, stress from noise disturbance and direct mortality by vehicle collisions. Big game Crucial Habitat is defined as “habitat on which the local population of a wildlife species depends on for survival because there are no alternative ranges or habitats available. Crucial Habitat is essential the life history requirements of a wildlife species. Degradation or unavailability of Crucial Habitat will lead to a significant decline in carrying capacity and/or numbers of wildlife species in question.” (Utah Division of Wildlife Resources 2019).

BLM must fully analyze impacts to special status species and wildlife in the Trail Canyon TMP EA. BLM must also minimize damage to wildlife and minimize damage to wildlife habitat.

XI. AIR QUALITY AND CLIMATE CHANGE

The Travel Plan EA must take a hard look at impacts to both air quality and climate change. The Travel Plan should model the impacts of travel management decisions on air quality in the planning area. NEPA, FLPMA and the Clean Air Act require BLM to prepare such analysis. Without preparing air quality analyses, BLM will not understand the effects of the pollutants generated by motorized use in the planning area, as required by NEPA. In addition, BLM must model pollutant concentrations to understand if Travel Plan decisions will comply with federal and state air quality standards, as required by FLPMA and the Clean Air Act.

FLPMA mandates that BLM manage the planning area in accordance with federal and state air quality standards. *See* 43 C.F.R. § 2920.7(b)(3) (requiring that BLM “land use authorizations

shall contain terms and conditions which shall . . . [r]equire compliance with *air . . . quality standards* established pursuant to applicable Federal or State law”) (emphasis added); *see also* 43 U.S.C. § 1712(c)(8) (requiring BLM land use plans—which would therefore require implementation in daily management—to “provide for compliance with applicable pollution control laws, including State and Federal air . . . pollution standards or implementation plans”). These air quality standards include both NAAQS and the prevention of significant deterioration (PSD) increment limits.

Motorized travel has the potential to impact air quality by causing significant surface disturbance, which increases erosion and the generation of dust (both when being driven by vehicles and when wind blows across the disturbed landscape), adversely affecting the air and water. To comply with FLPMA, BLM must ensure that the alternatives under consideration would not violate any air quality standards, including NAAQS, and must demonstrate compliance in the EA.

Authorizing motorized travel on public lands has the potential to result in increased particulate matter pollution and ozone precursors (NO_x and VOCs). Because of the potential increase in pollutants, both directly and indirectly caused by authorizing motorized use, BLM must analyze these contributions through emission inventories and modeling. Furthermore, dirt roads and ORV routes may generate fugitive dust even when not being traveled by vehicles (e.g., by wind-blown dust). Thus, it is vital that the EA quantify all the surface-disturbing use that it is approving and estimate the rate at which it will generate fugitive dust as well as the generation of fugitive dust from areas disturbed by motor vehicles.

Fugitive dust suspended in the air has the potential to impact more total area than any other impact of roads (paved or unpaved), and it can have significant effects on ecosystems and wildlife habitat. Forman et al., 2003; Westec, 1979. Motorized vehicles create fugitive dust by travelling on unpaved roads and through cross country travel; it is then dispersed along roadsides or carried further afield via wind currents. An example of fugitive dust plumes caused by OHV traffic is documented in 1973 satellite photos. These photos show six dust plumes in the Mojave Desert covering more than 1,700 km² (656.2 mi²). These plumes were attributed to destabilization of soil surfaces resulting from OHV activities. Nakata et al. 1976; Gill 1996. Fugitive dust emissions can also have serious implications for climate change.

A hard look at impacts from fugitive dust is necessary to understand and disclose to the public the likely contributions to regional climate change caused by this plan. In September 2009, Dr. Jayne Belnap of the United States Geological Survey gave a presentation to the Colorado Water Conservancy District. Dr. Belnap’s presentation addressed the connection between increased temperature, disturbance, invasive species, and dust. This presentation focused much attention on the impacts from ORVs and noted the cycle of increasing temperatures, which increases dust, which is exacerbated by ORV use, which increases the effects of climate change (temperature increases), with the key indicator of these problems being earlier snowmelts. Of particular concern is the amount of dust that results from motorized routes, which settles upon snow pack and alters the melt rate which, in turn, alters the availability of warm season infusion of water into streams and lakes, when such water is critical to wildlife. For example, in 2005 and 2006, disturbed desert dust melted snow cover 18 to 35 days earlier in the San Juan Mountains. Painter

et al. 2007. In 2009, disturbed desert dust melted snow cover 48 days earlier in the San Juans. *See Painter 2009.*

Neff et al. (2008) found that “dust deposition onto snow cover in the western United States has recently been shown to accelerate melt and reduce snow-cover duration by approximately one month, a finding that has broad implications for water resources in mountainous regions of the United States” *See Painter, T. H. et al. The impact of disturbed desert soils on duration of mountain snow cover. Geophys. Res. Lett. 24 (2007).*

BLM should analyze impacts from fugitive dust emissions that would result from recreation activities authorized in the TMP and adopt a final decision that minimizes and/or mitigates those impacts.

In summary, the TMP should model the impacts of travel management decisions on air quality in the planning area. BLM must ensure that the alternatives under consideration would not violate any air quality standards, including NAAQS, and must demonstrate compliance in the EA. BLM must analyze contributions to particulate matter pollution and ozone precursors (NO_x and VOCs) from motorized use authorized in the TMP through emission inventories and modeling. The EA must quantify all the surface-disturbing use that it is approving and estimate the rate at which it will generate fugitive dust as well as the generation of fugitive dust from areas disturbed by motor vehicles.

XII. SUWA PROPOSED ALTERNATIVE

Attached to these comments, SUWA has provided a map of a proposed alternative that would comply with FLPMA and the Minimization Criteria. *See MAP_SUWA Proposed Alternative (attached).*⁶ This alternative would protect WSAs, BLM Natural Areas and BLM-identified lands with wilderness character. It would reduce redundant and seldom-used routes. It would also reduce routes that are having significant impacts on resources. This proposed travel plan provides access to recreation opportunities and balances the difference forms of recreation, including non-motorized recreation. It also minimizes impacts to natural and cultural resources as required by 43 C.F.R. § 8341.2. BLM should fully analyze this alternative in the Trail Canyon TMP EA.

XIII. COMMENTS ON SPECIFIC ROUTES

Attached to these comments are photo sheets providing significant information on numerous routes within the Trail Canyon TMA. This information includes photographs, geographic location coordinate data, observed route attributes, and photo caption narratives describing each route, and in most cases providing future route designation recommendations as well. These route photographs, their captions, and associated attribute data should all be considered part of the comment record for every route segment number mentioned.

⁶ For BLM's convenience, SUWA has also provided the GIS data underlying the map.

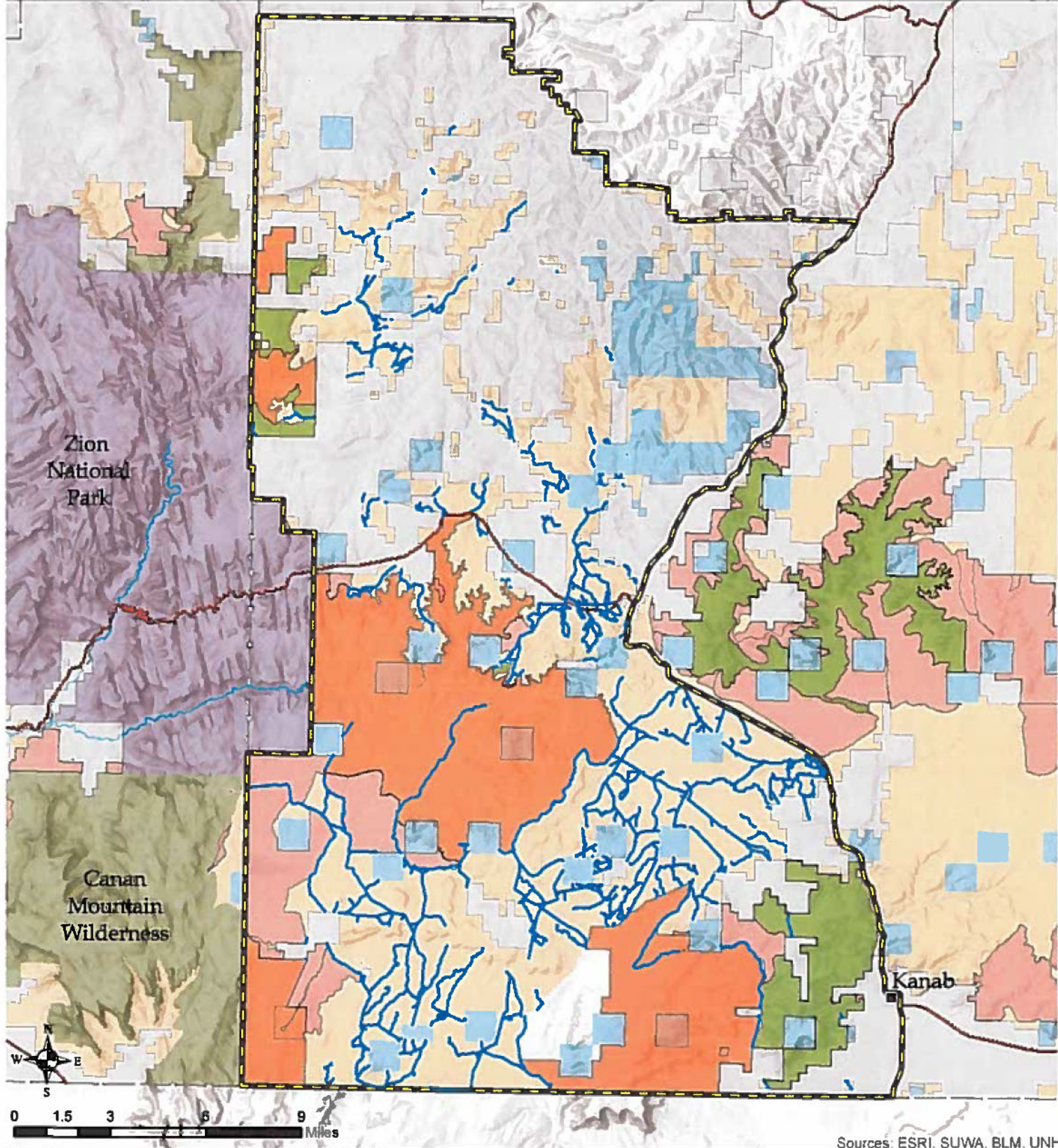
Conclusion

Thank you for your consideration of these comments. Please direct any questions and send any additional information to the undersigned point of contact.

Sincerely,

Laura Peterson
Staff Attorney
Southern Utah Wilderness Alliance
801-236-3762
laura@suwa.org

Trail Canyon Travel Management Area - SUWA Proposed Alternative Kane County, UT

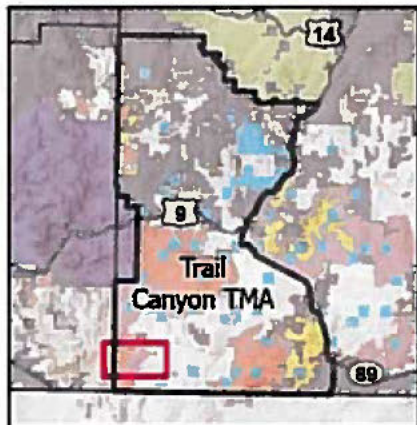


- | | | | |
|--|---|---|-----------------------|
|  | Trail Canyon TMA Boundary |  | Wilderness Study Area |
|  | SUWA Proposed Alternative |  | BLM |
|  | Managed Natural Areas |  | SITLA |
|  | BLM - Identified Wilderness Quality Lands |  | Private |



Route ID: 10G

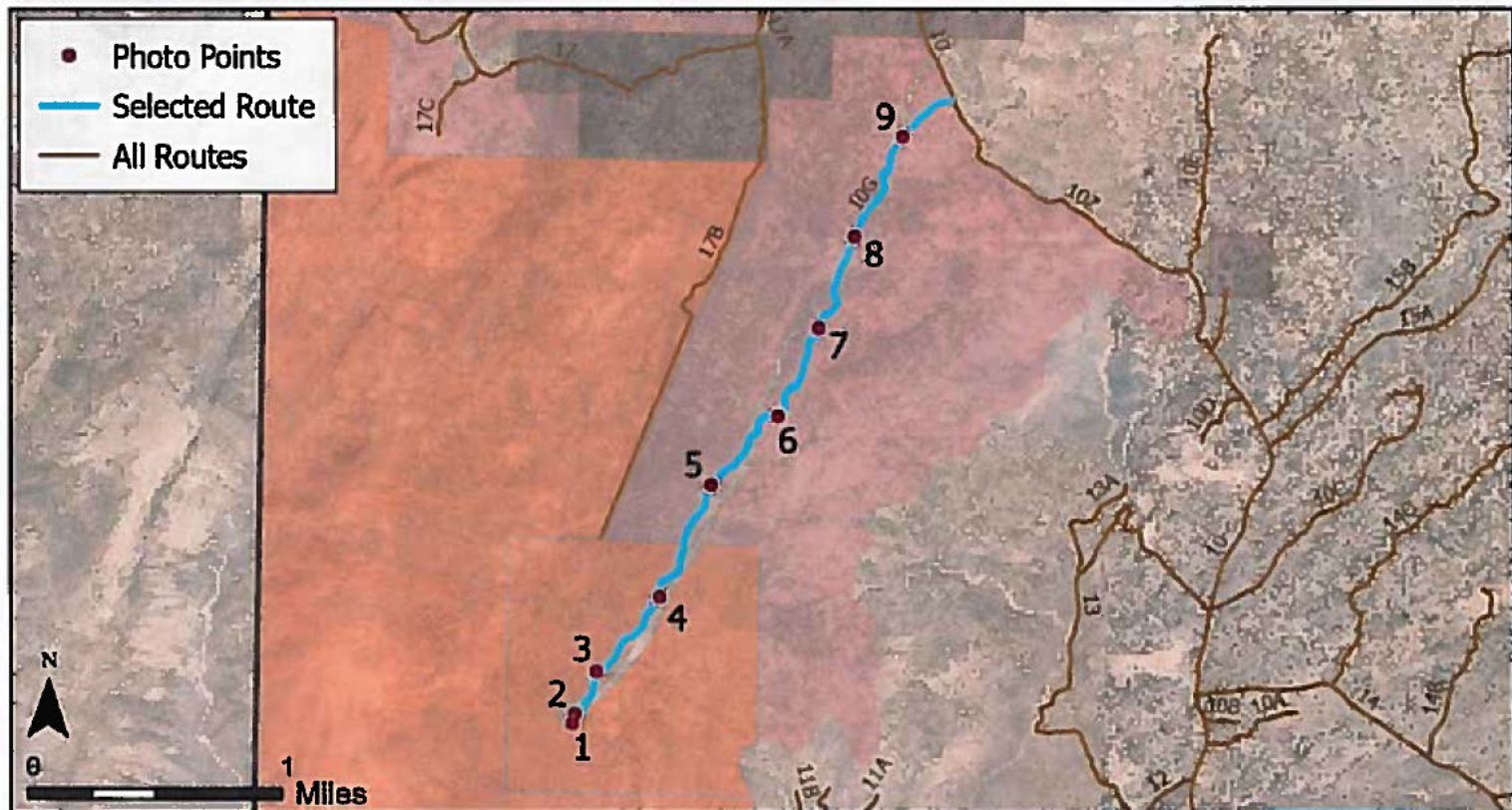
Trail Canyon TMA Route Reports
November 30th, 2020



- Land Ownership**
- BLM
 - USFS
 - NPS
 - SITLA
 - Private
 - WSA
 - Natural Area
 - Wilderness Character Area

Description:

Route 10G is an old cherry stem into the Canaan Mountain WSA. The route cuts through BLM-identified lands with wilderness character and ends at the WSA boundary. There is no real purpose and need for this route. It simply ends arbitrarily at the boundary to the WSA. BLM should close this route to motorized vehicles to preserve the area's wilderness values.



These route inventories were conducted by Southern Utah Wilderness Alliance
Data Sources: Bureau of Land Management, Southern Utah Wilderness Alliance, Utah AGRC, ESRI Living Atlas

Route ID: 10G
Page 1

Additional Photos

Photo 3

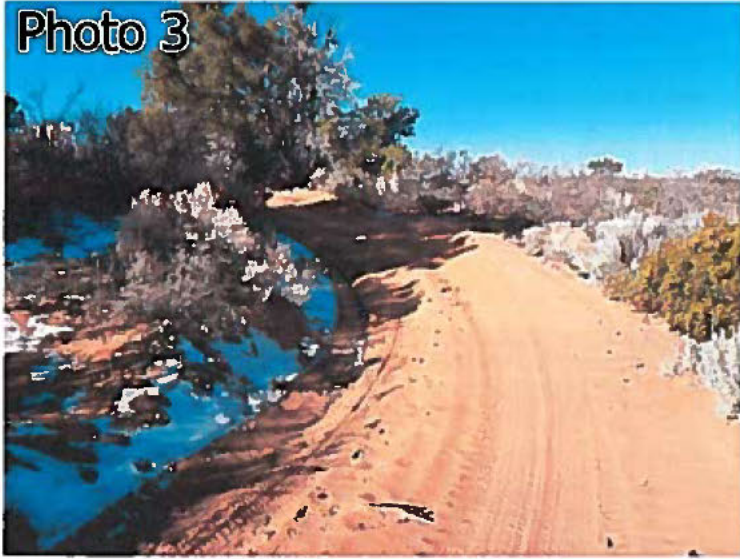


Photo 4



Photo 5



Photo 6



Photo 7

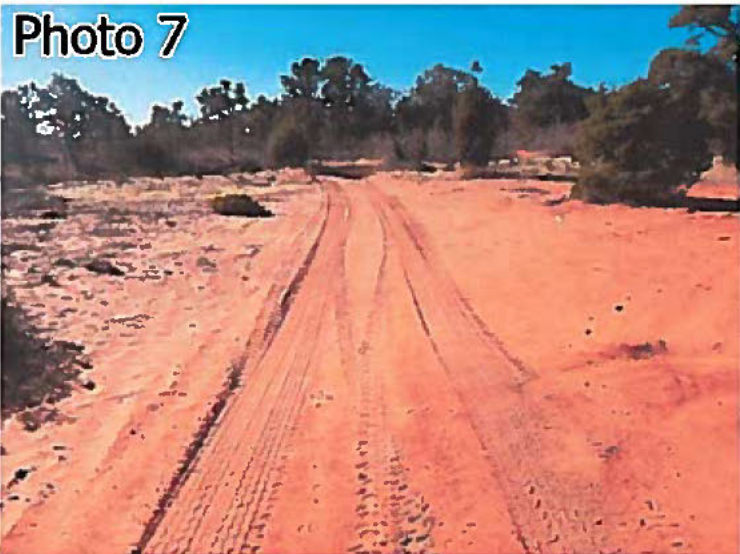


Photo 8

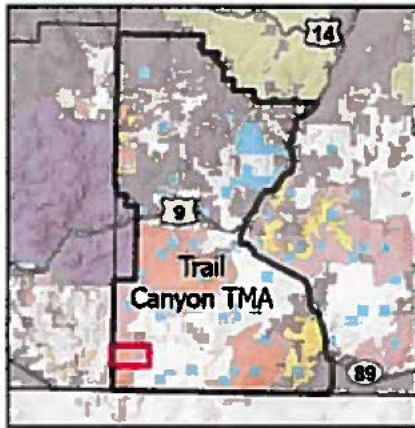


Additional Photos



Route ID: 17B

Trail Canyon TMA Route Reports
November 30th, 2020



- Land Ownership
- BLM
 - USFS
 - NPS
 - SITLA
 - Private
 - WSA
 - Natural Area
 - Wilderness Character Area

Description:

Route 17B extends through BLM-identified LWC to the edge of the Canaan Mountain WSA. OHVs have driven over the fence that is supposed to end the route and continued driving toward an overlook. By facilitating illegal OHV use, the route is impairing the area's wilderness suitability. The route has no public purpose and need. It does not lead to any particular point of interest or recreational opportunity. Any legitimate use of the route can be met by providing Administrative use only.

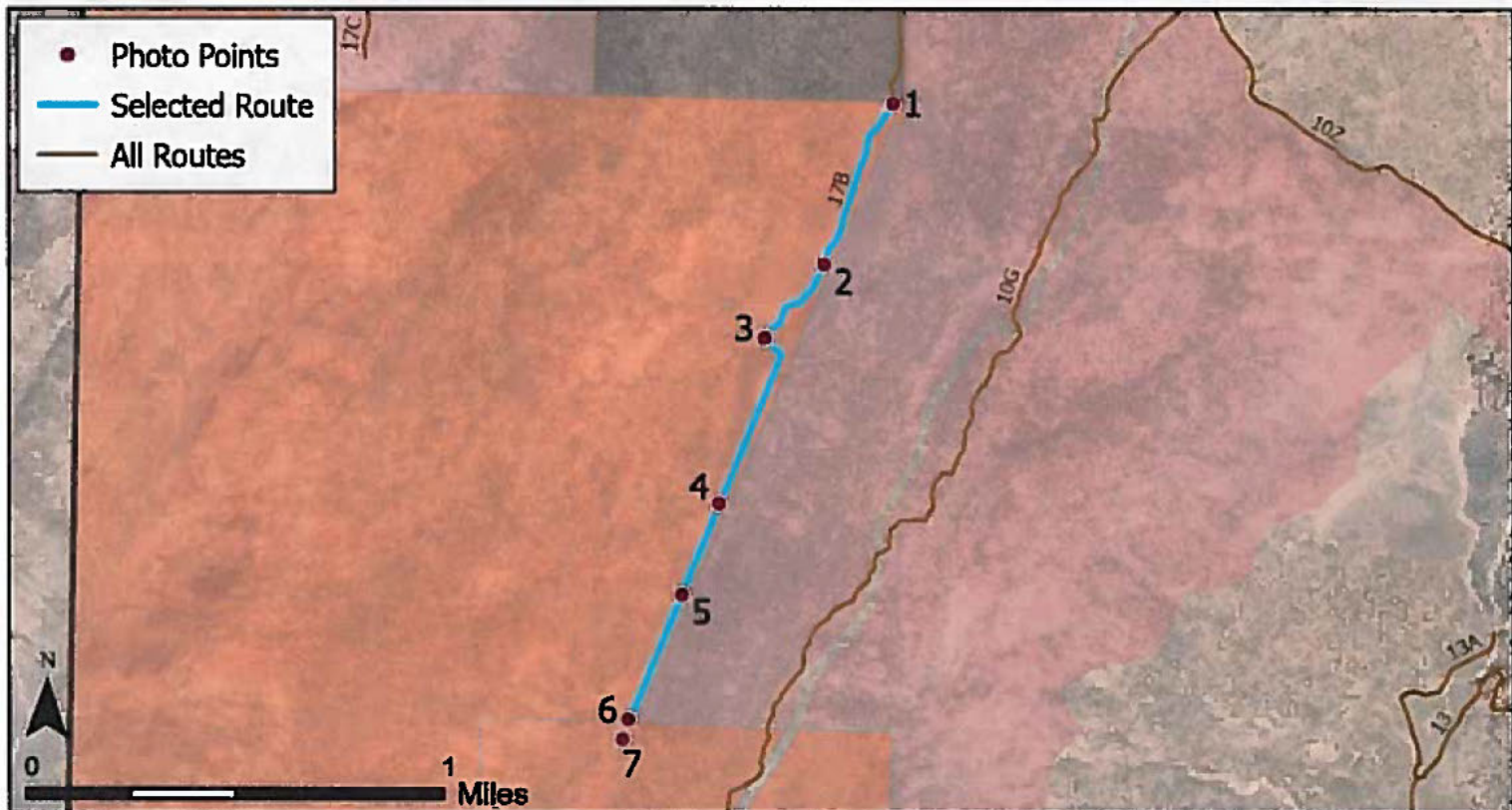


Photo 1



Photo 2



Additional Photos

Photo 3



Photo 4



Photo 5



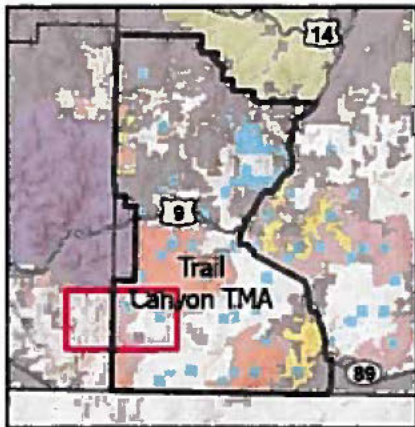
Photo 6



Photo 7



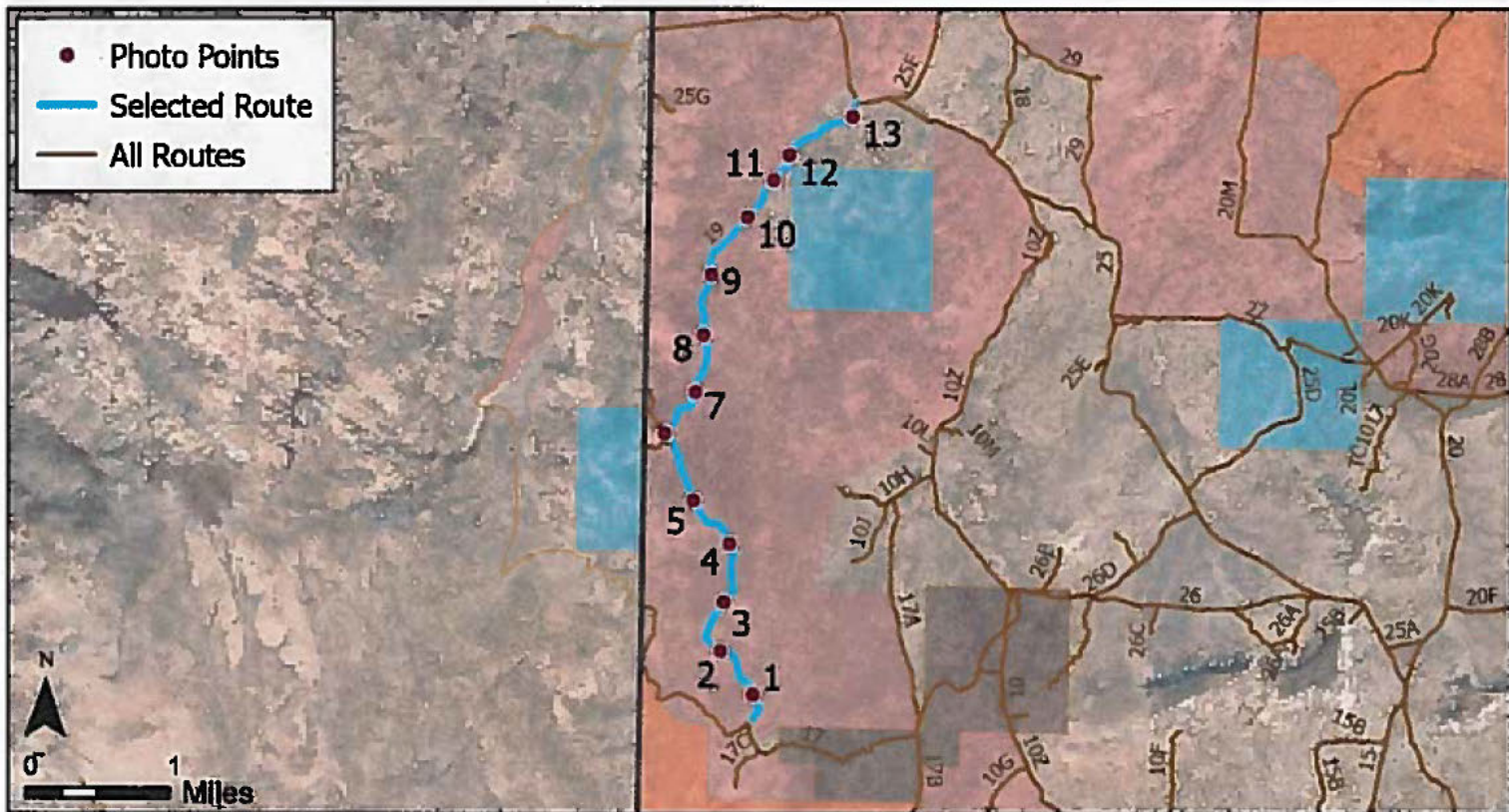
Route ID: 19



- Land Ownership**
- BLM
 - USFS
 - NPS
 - SITLA
 - Private
 - WSA
 - Natural Area
 - Wilderness Character Area

Description:

Route 19 cuts through BLM-identified LWC. There is a lot illegal, off-route OHV use that is impacting soils, vegetation, wildlife habitat and wilderness values. The route has no real purpose and need as it is redundant with routes 25, 10Z and 17. BLM should close this route to motorized vehicles.



Additional Photos

Photo 3



Photo 4



Photo 5



Photo 6



Photo 7



Photo 8



Additional Photos

Photo 9



Photo 10



Photo 11



Photo 12

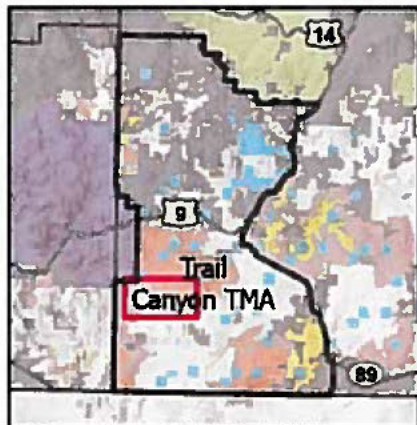


Photo 13



Route ID: 20M

Trail Canyon TMA Route Reports
November 30th, 2020



- Land Ownership**
- BLM
 - USFS
 - NPS
 - SITLA
 - Private
 - WSA
 - Natural Area
 - Wilderness Character Area

Description:

Route 20M extends west off of the Elephant Cove route to the Parunuweap WSA boundary, cutting through BLM-identified lands with wilderness character. The route does not have a natural or logical end point. As a result, OHV users are illegally continuing along the route into the WSA. OHV users are traveling well beyond the end of this route and connecting to other illegal routes in the WSA. BLM should close this route. Eliminating the remaining portion of this route would improve manageability and allow BLM to control illegal OHV use in the WSA. BLM is required to manage WSAs to prevent impairment of the wilderness values of the WSAs. OHV use of this route impairs wilderness suitability.

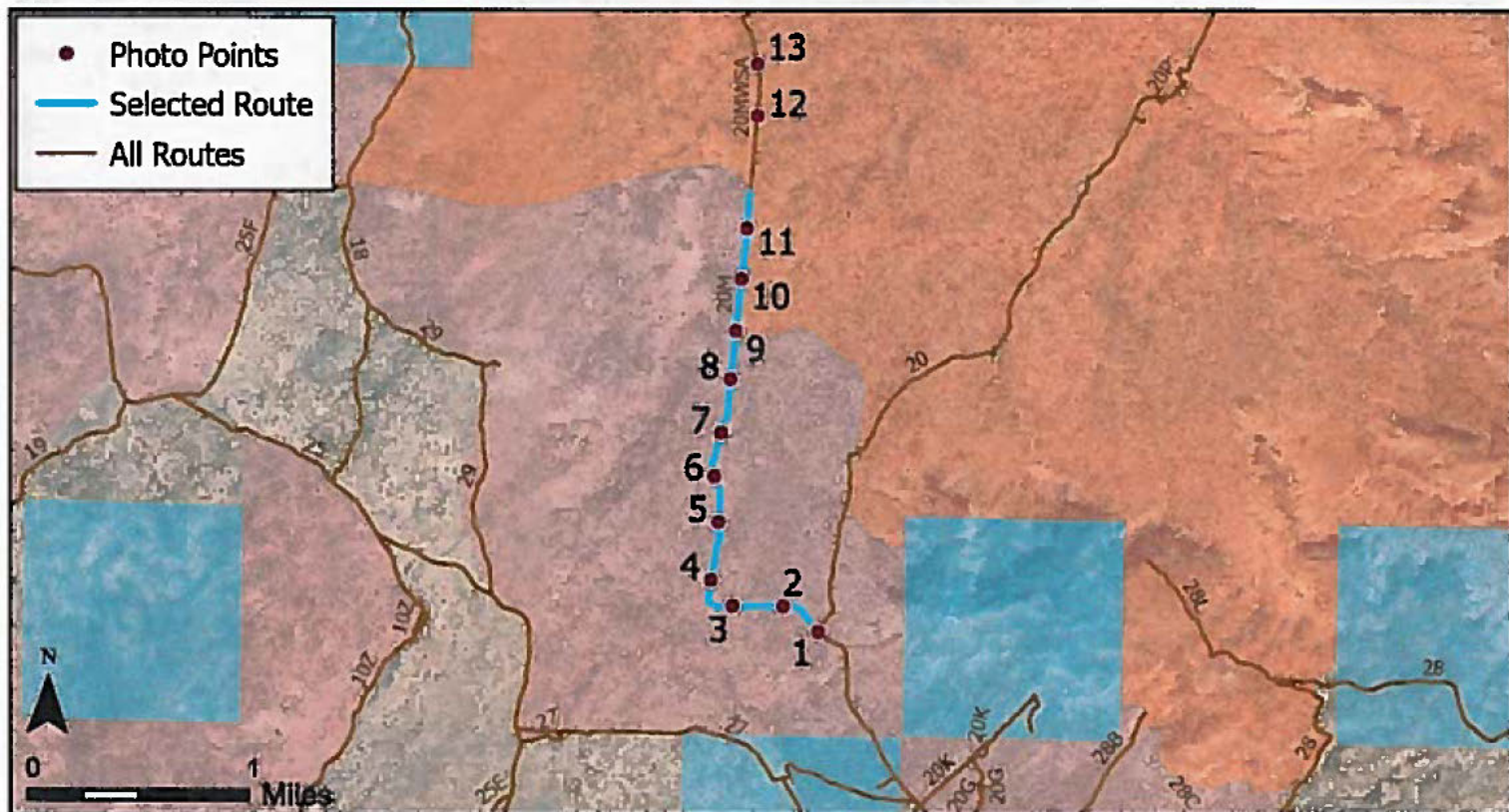


Photo 1



Photo 2



Additional Photos

Photo 3



Photo 4



Photo 5



Photo 6



Photo 7



Photo 8

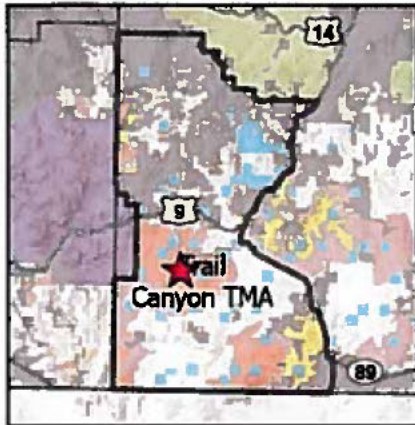


Additional Photos



Route ID: 20Q

Trail Canyon TMA Route Reports
November 30th, 2020



- Land Ownership
- BLM
 - USFS
 - NPS
 - SITLA
 - Private
 - WSA
 - Natural Area
 - Wilderness Character Area

Description:

Route 20Q is a short fence line route that cuts through the Parunuweap WSA from the Elephant Cove route. It is not a cherry-stem. This short route is entirely unnecessary and is leading to extensive illegal use in the WSA above the north fork of the Virgin River. BLM has proven to be unable the current end location of this route. Motorized travel on "primitive routes" in WSAs is conditional and only allowed when such use does not impair the wilderness suitability of the WSA. This route does not comply with any of the standards set forth in Manual 6330 and the Kanab RMP. Use of the route has expanded beyond the physical impacts which existed previously. Use of the route is impairing the wilderness values of the Parunuweap WSA. And users are not complying with the extent of the designated route. BLM must close this route to motorized vehicles.



These route inventories were conducted by Southern Utah Wilderness Alliance
Data Sources: Bureau of Land Management, Southern Utah Wilderness Alliance, Utah AGRC, ESRI Living Atlas

Route ID: 20Q
Page :

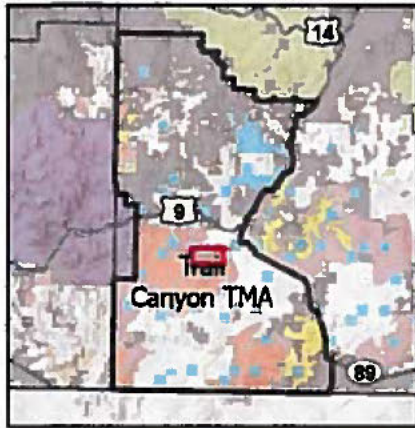
Additional Photos

Photo 3



Route ID: 20WSA

Trail Canyon TMA Route Reports
November 30th, 2020



- Land Ownership**
- BLM
 - USFS
 - NPS
 - SITLA
 - Private
 - WSA
 - Natural Area
 - Wilderness Character Area

Description:

Route 20WSA, which extends beyond the Elephant Cove cherry stem into the Parunuweap WSA, is one of the most problematic motorized vehicle routes in the entire Kanab field office. Allowing motorized vehicle use on this route violates FLMPA, the Minimization Criteria, BLM Manual 6330 and the Kanab RMP. This route extends well beyond the physical impact that existed in 1976 and even that which existed in 2008. Motorized use has increased significantly. There is extensive trail braiding, multiple creek crossings and off-route travel. There are significant user compliance issues: users are traveling off route and regularly knocking down the fence line on Bill Bay Canyon. The route is adversely impacting an important riparian area, wildlife habitat, vegetation, soil and wilderness values. The route clearly violates the non-impairment standard.

BLM must close this route to motorized vehicles. To allow continued use of this area, BLM could establish a non-motorized trailhead before the route drops into Parunuweap Canyon.

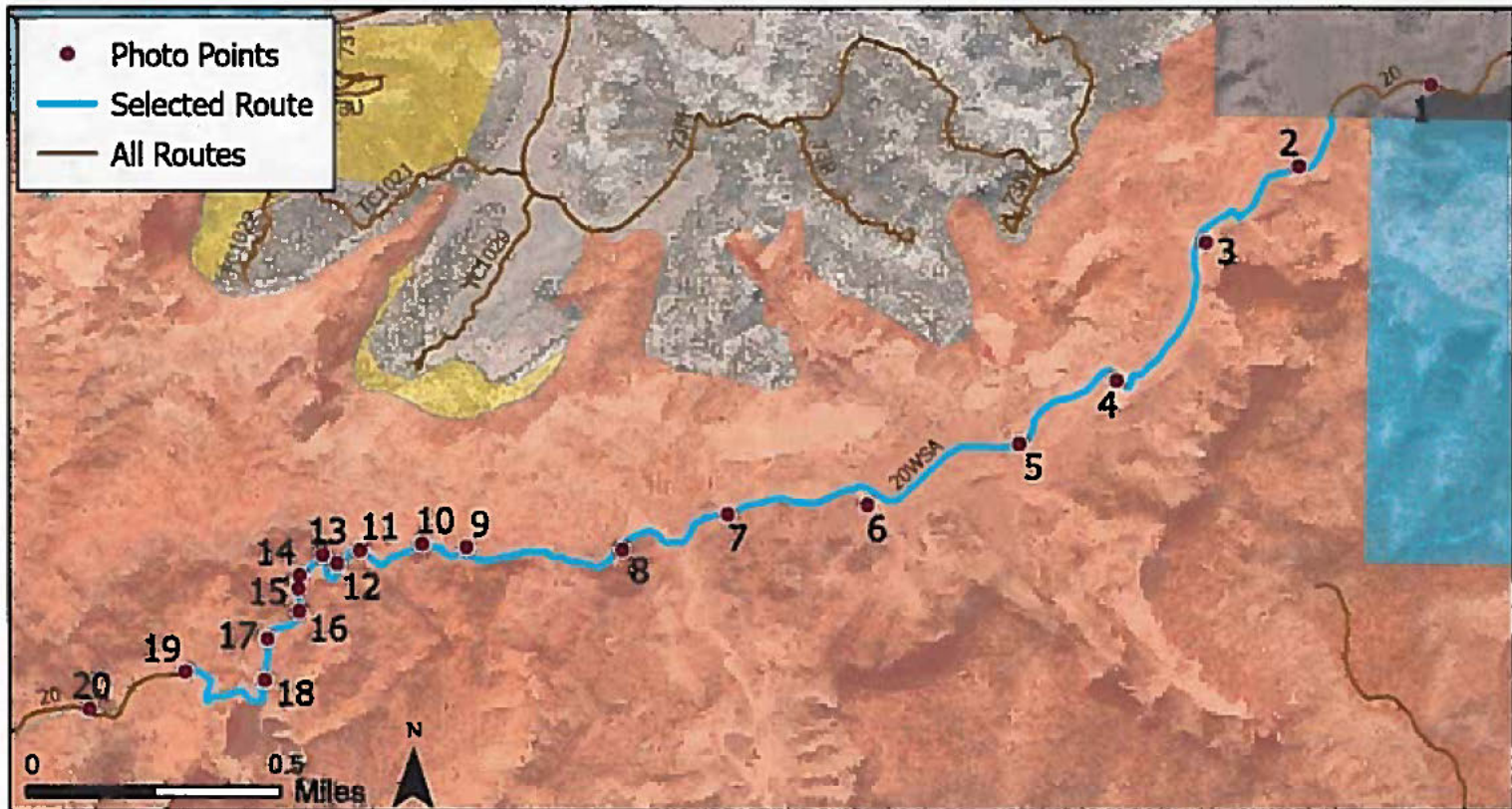


Photo 1

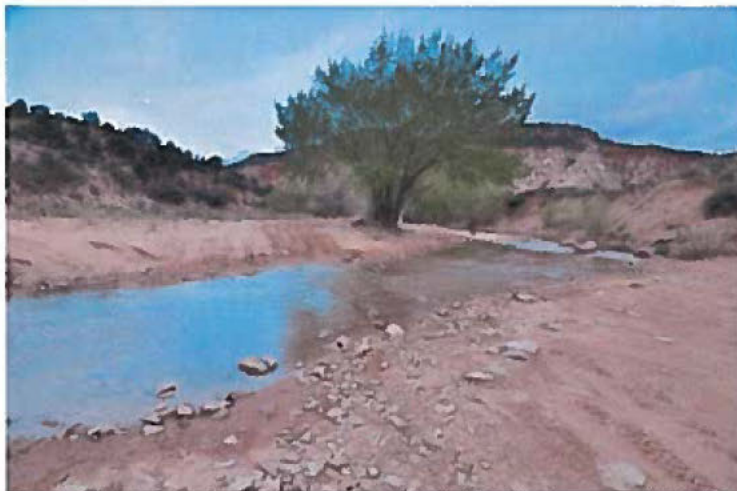


Photo 2



These route inventories were conducted by Southern Utah Wilderness Alliance
Data Sources: Bureau of Land Management, Southern Utah Wilderness Alliance, Utah AGRC, ESRI Living Atlas

Route ID: 20WSA
Page :

Additional Photos

Photo 3



Photo 4



Photo 5



Photo 6



Photo 7



Photo 8



Additional Photos

Photo 9



Photo 10



Photo 11



Photo 12



Photo 13



Photo 14



Additional Photos

Photo 15

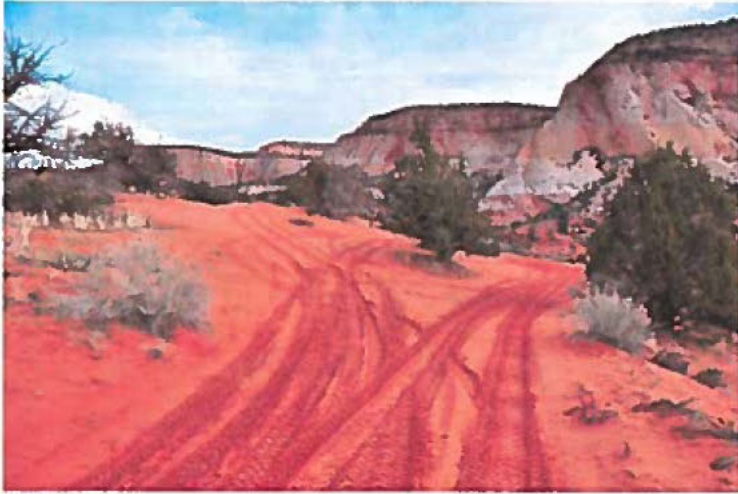


Photo 16



Photo 17



Photo 18

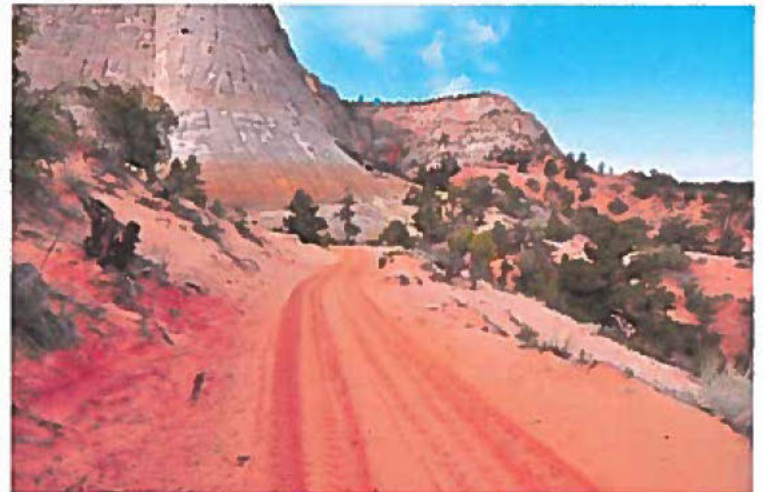


Photo 19

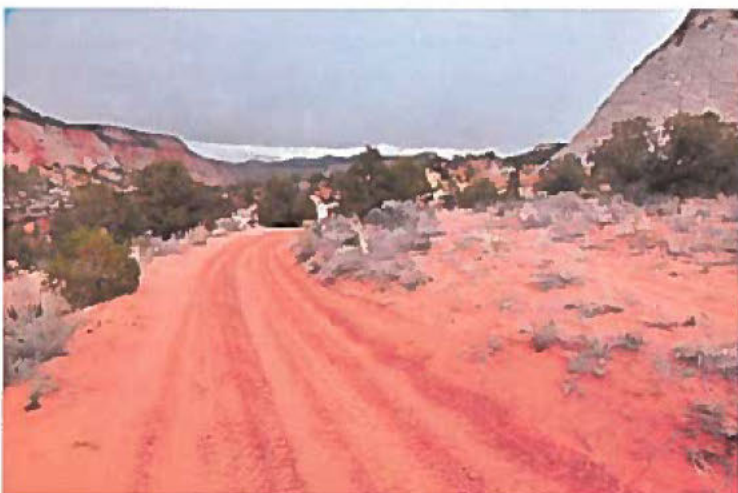
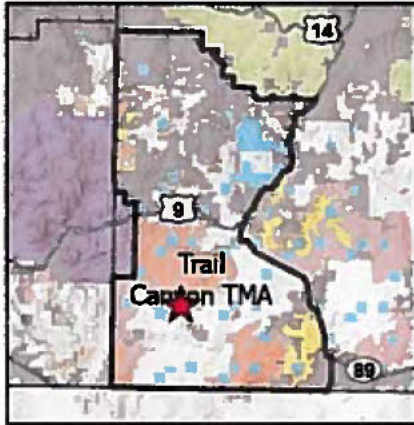


Photo 20



Route ID: 28L

Trail Canyon TMA Route Reports
November 30th, 2020



- Land Ownership
- BLM
 - USFS
 - NPS
 - SITLA
 - Private
 - WSA
 - Natural Area
 - Wilderness Character Area

Description:

Route 28L extends up on top of Harris Mountain and is wholly within the Parunuweap WSA. It is an old ATV route that is not heavily used. To the extent that the route has been used, it has led to OHV violations within the WSA. This route serves no purpose and unnecessarily impairs the area's wilderness suitability. BLM should close this route to motorized vehicles.



Photo 1



Photo 2



Additional Photos

Photo 3



Photo 4



Photo 5

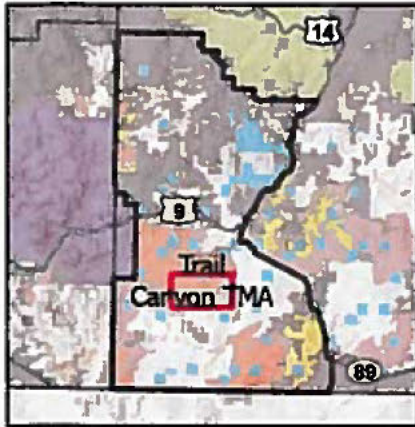


Photo 6



Route ID: 40Q

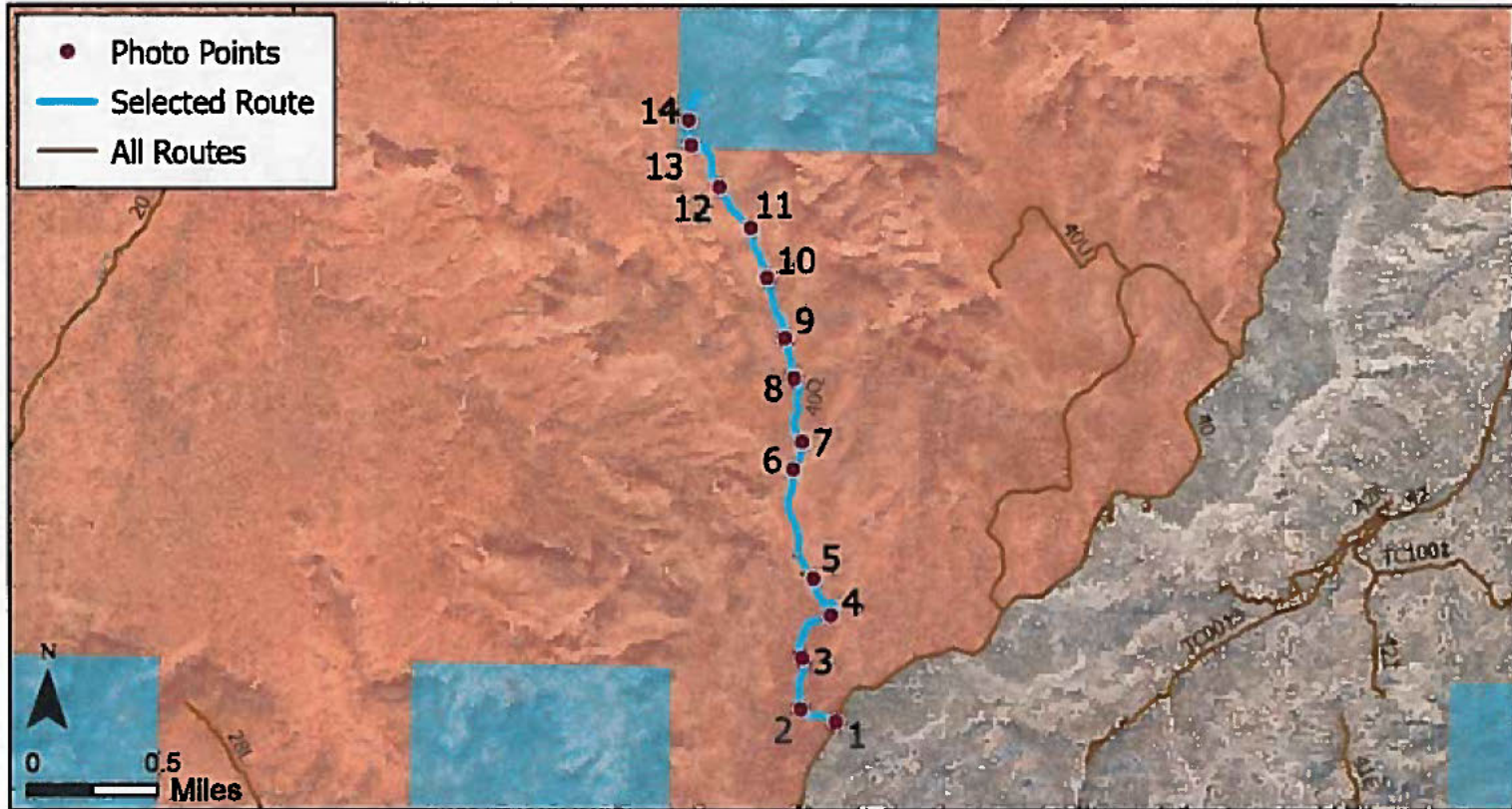
Trail Canyon TMA Route Reports
November 30th, 2020



- Land Ownership**
- BLM
 - USFS
 - NPS
 - SITLA
 - Private
 - WSA
 - Natural Area
 - Wilderness Character Area

Description:

Route 40Q cuts through the Parunuweap WSA. There is a lot of illegal use happening, including motorized vehicle travel off route. This route violates BLM Manual 6330 and the Kanab RMP. The physical impact of the route extends beyond that which existed when the WSA was designated. OHV use of the route itself and the off-route use is impairing the area's wilderness suitability. BLM must close this route to motorized vehicles.



These route inventories were conducted by Southern Utah Wilderness Alliance
Data Sources: Bureau of Land Management, Southern Utah Wilderness Alliance, Utah AGRC, ESRI Living Atlas

Route ID: 40Q
Page

Additional Photos

Photo 3



Photo 4



Photo 5



Photo 6



Photo 7



Photo 8

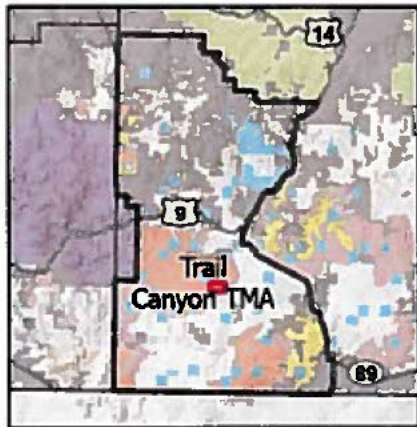


Additional Photos



Route ID: 40U

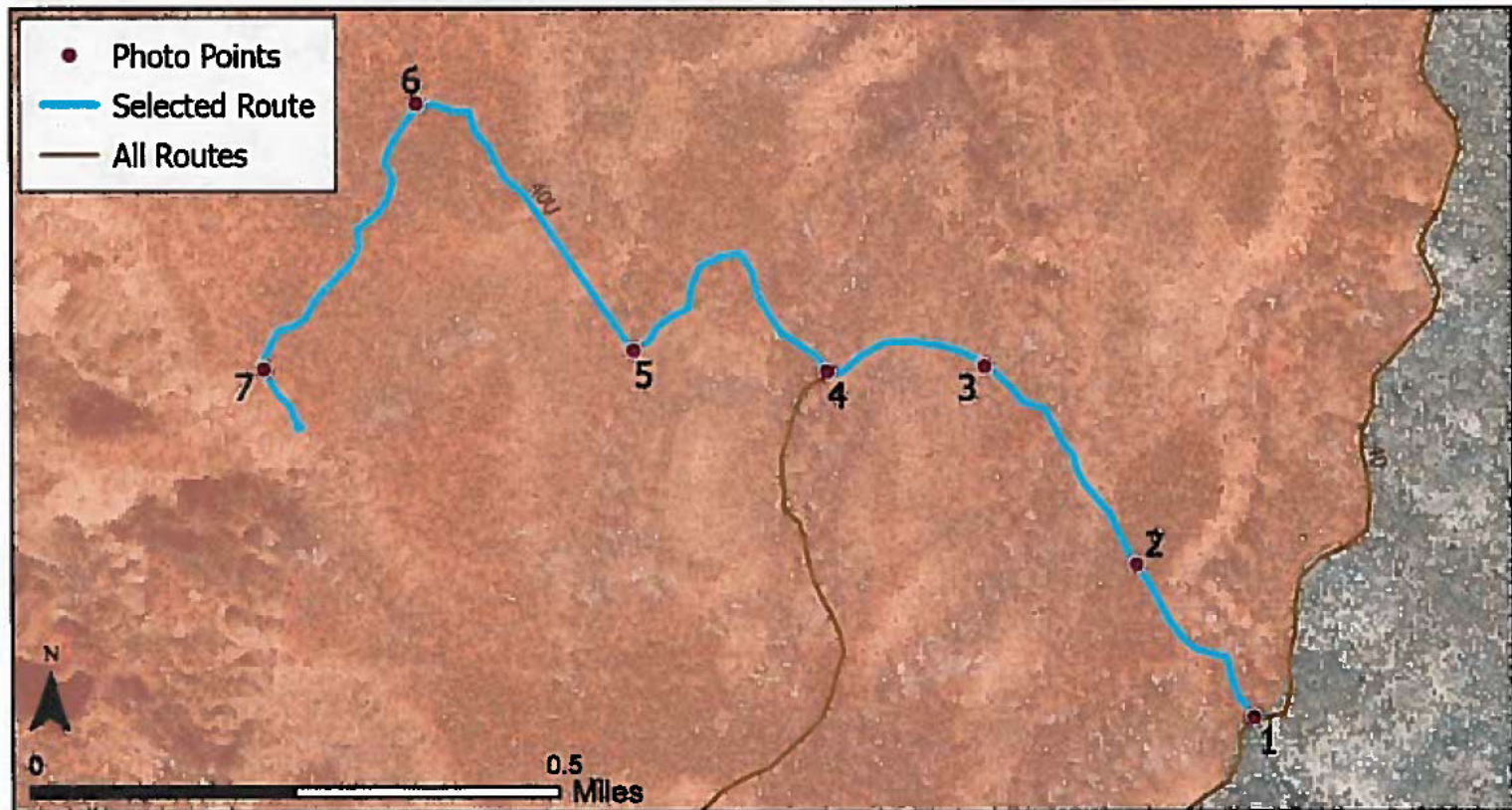
Trail Canyon TMA Route Reports
November 30th, 2020



- Land Ownership**
- BLM
 - USFS
 - NPS
 - SITLA
 - Private
 - WSA
 - Natural Area
 - Wilderness Character Area

Description:

Route 40U cuts through the Parunuweap WSA. There is no particular purpose and need for this route and the route violates BLM Manual 6330 and the Kanab RMP. The physical impact of the route extends beyond that which existed when the WSA was designated. OHV use of the route itself—and the illegal off-route use—is impairing this area’s wilderness suitability. BLM must close this route to motorized vehicles.



These route inventories were conducted by Southern Utah Wilderness Alliance
Data Sources: Bureau of Land Management, Southern Utah Wilderness Alliance, Utah AGRC, ESRI Living Atlas

Route ID: 40L
Page :

Additional Photos

Photo 3



Photo 4



Photo 5



Photo 6

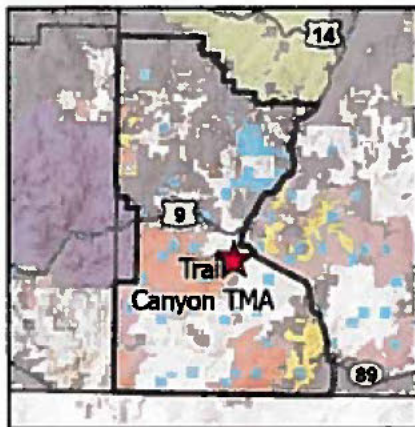


Photo 7



Route ID: 46H, 46L

Trail Canyon TMA Route Reports
November 30th, 2020



- Land Ownership
- BLM
 - USFS
 - NPS
 - SITLA
 - Private
 - WSA
 - Natural Area
 - Wilderness Character Area

Description:

Routes 46H and 46L have no purpose and need. They are redundant with Route 47, which provides access to the SITLA section. The routes cut through mule deer crucial habitat. Use of the route is leading to a lot of off-trail violations. BLM should close this route to motorized vehicles.

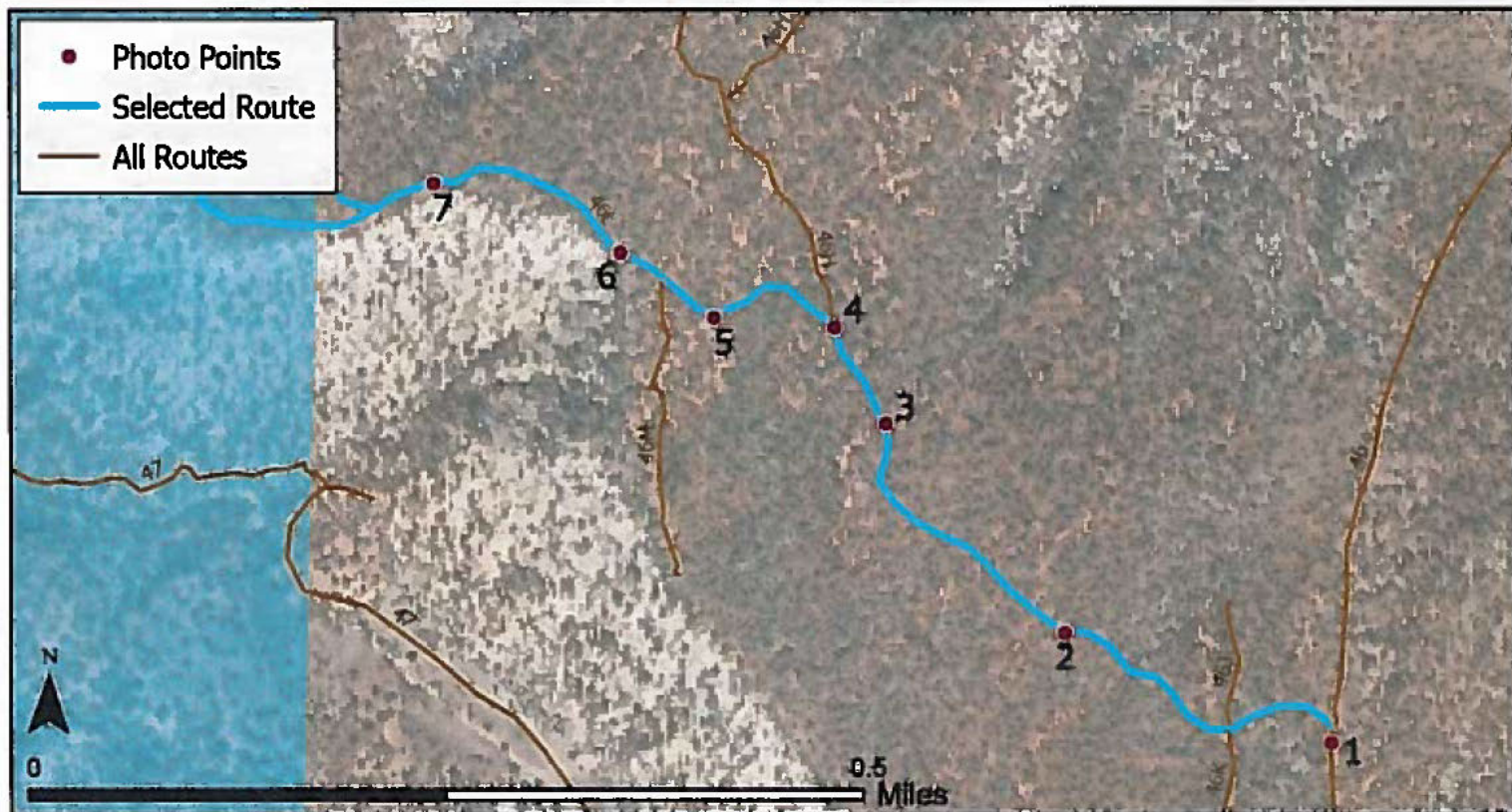


Photo 1



Photo 2



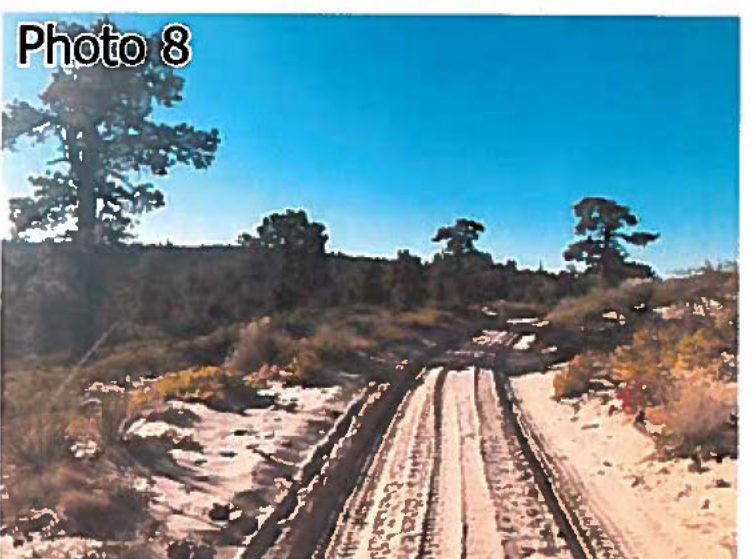
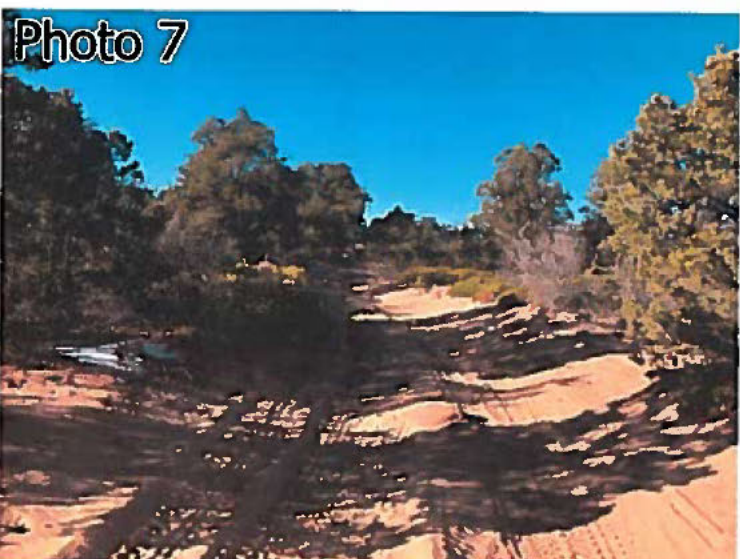
These route inventories were conducted by Southern Utah Wilderness Alliance
Data Sources: Bureau of Land Management, Southern Utah Wilderness Alliance, Utah AGRC, ESRI Living Atlas

Route ID: 46H, 46L
Page

Additional Photos



Additional Photos



Additional Photos

Photo 9



Photo 10



Photo 11

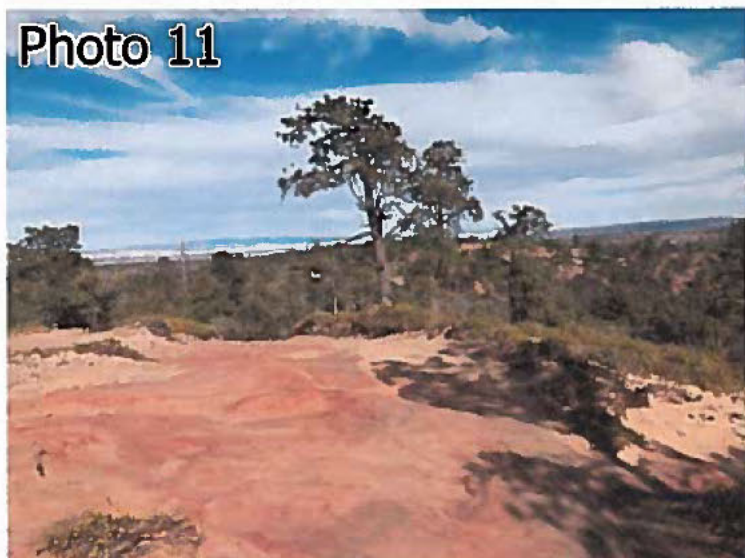


Photo 12

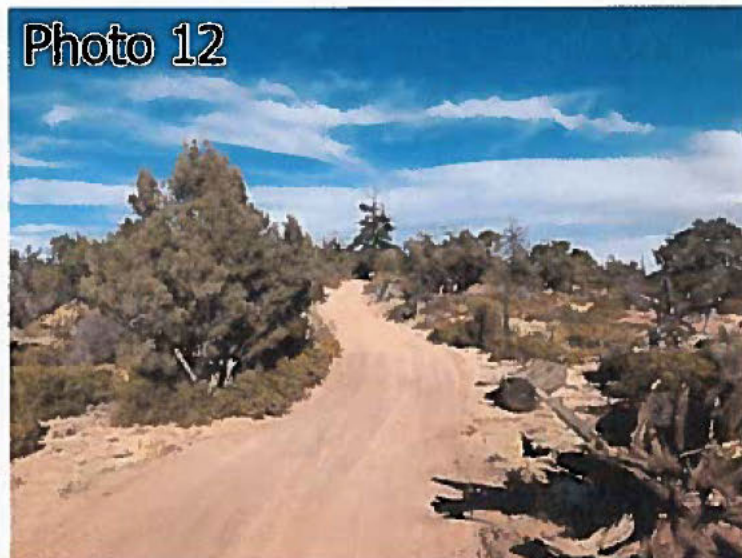


Photo 13



Photo 14



Additional Photos

Photo 15



Photo 16



Photo 17

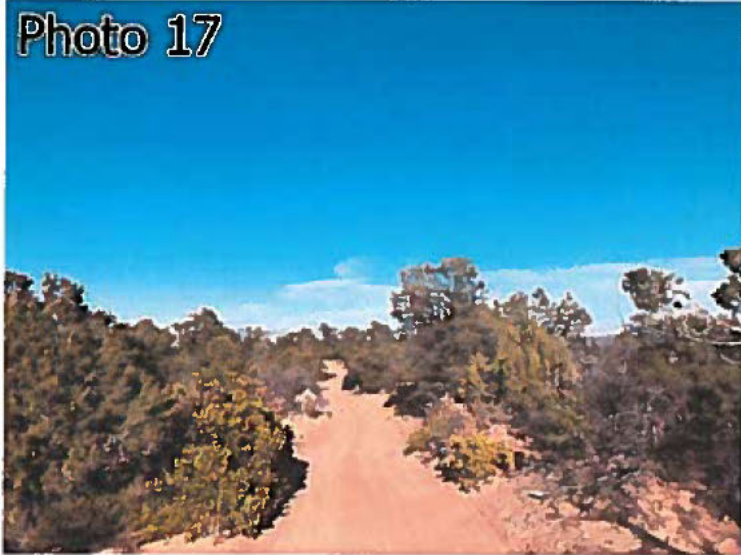


Photo 18

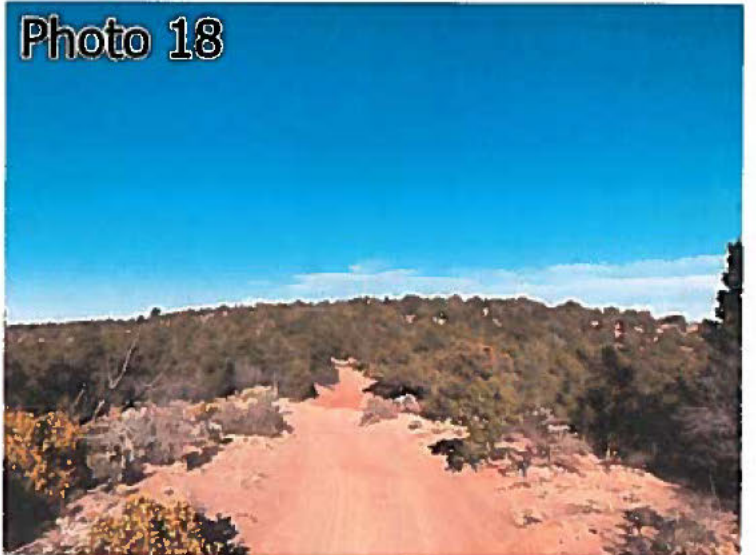


Photo 19

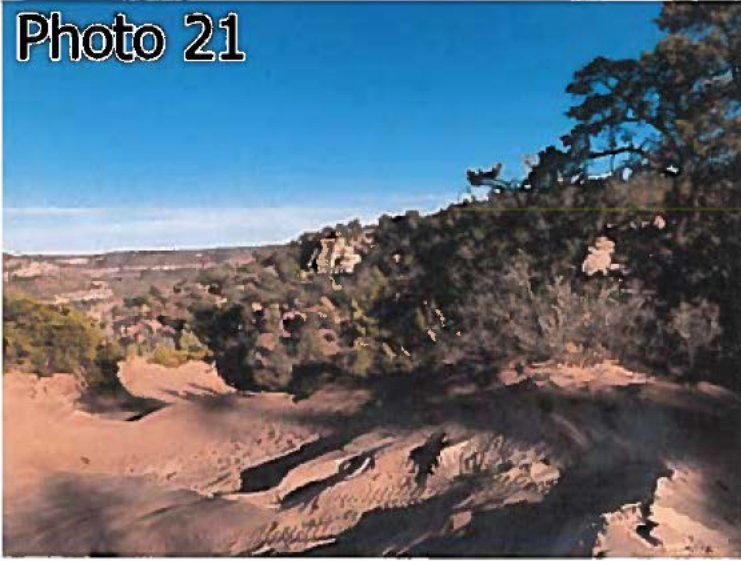


Photo 20



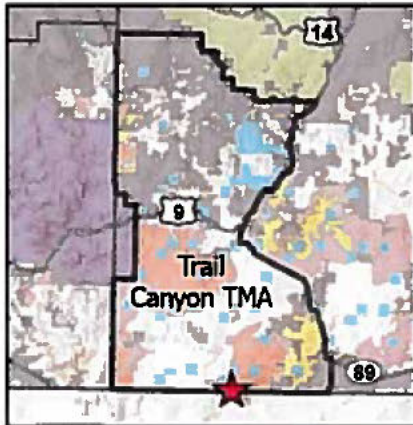
Additional Photos

Photo 21



Route ID: **Illegal ORV Route** **Off Route 51**

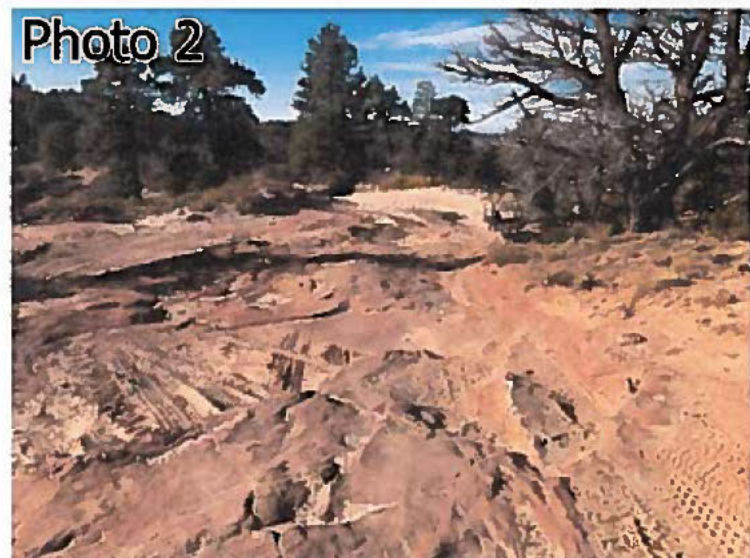
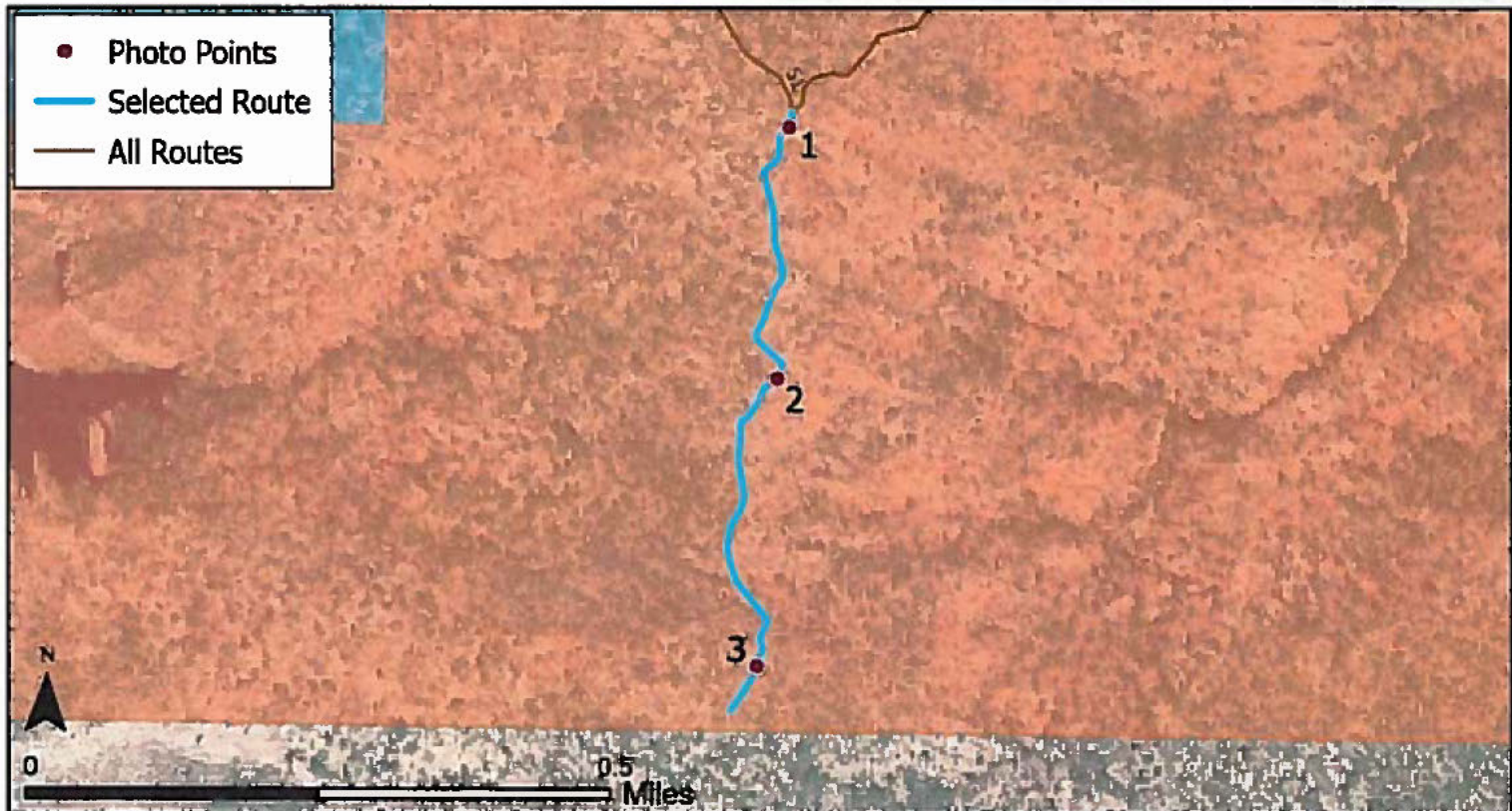
Trail Canyon TMA Route Reports
November 30th, 2020



- Land Ownership**
- BLM
 - USFS
 - NPS
 - SITLA
 - Private
 - WSA
 - Natural Area
 - Wilderness Character Area

Description:

Illegal OHV use on this route is impairing wilderness values, including the appearance of naturalness and outstanding opportunities for solitude and primitive and unconfined recreation. OHV users have failed to comply with BLM's attempt to close this route. BLM should close route 51, which is simply facilitating illegal OHV use of this closed route.



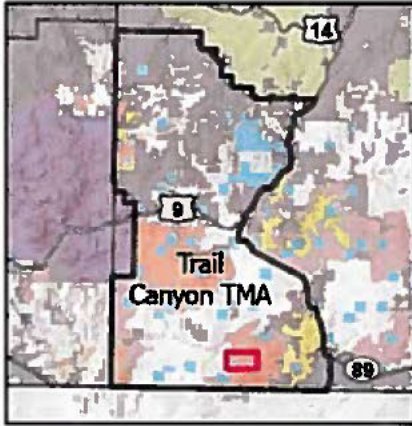
Additional Photos

Photo 3



Route ID: 52

Trail Canyon TMA Route Reports
November 30th, 2020



- Land Ownership**
- BLM
 - USFS
 - NPS
 - SITLA
 - Private
 - WSA
 - Natural Area
 - Wilderness Character Area

Description:

Route 52 is a connector route that cuts through the Moquith Mountain WSA. It is rugged and unnecessary with no real purpose and need. The route violates BLM Manual 6330 and the Kanab RMP. The physical impact is beyond that which existed when the WSA was designated. The route is impairing the area's wilderness values, including the appearance of naturalness, opportunities for solitude and opportunities for primitive and unconfined recreation. To comply with the non-impairment standard, BLM must close this route to motorized vehicles.

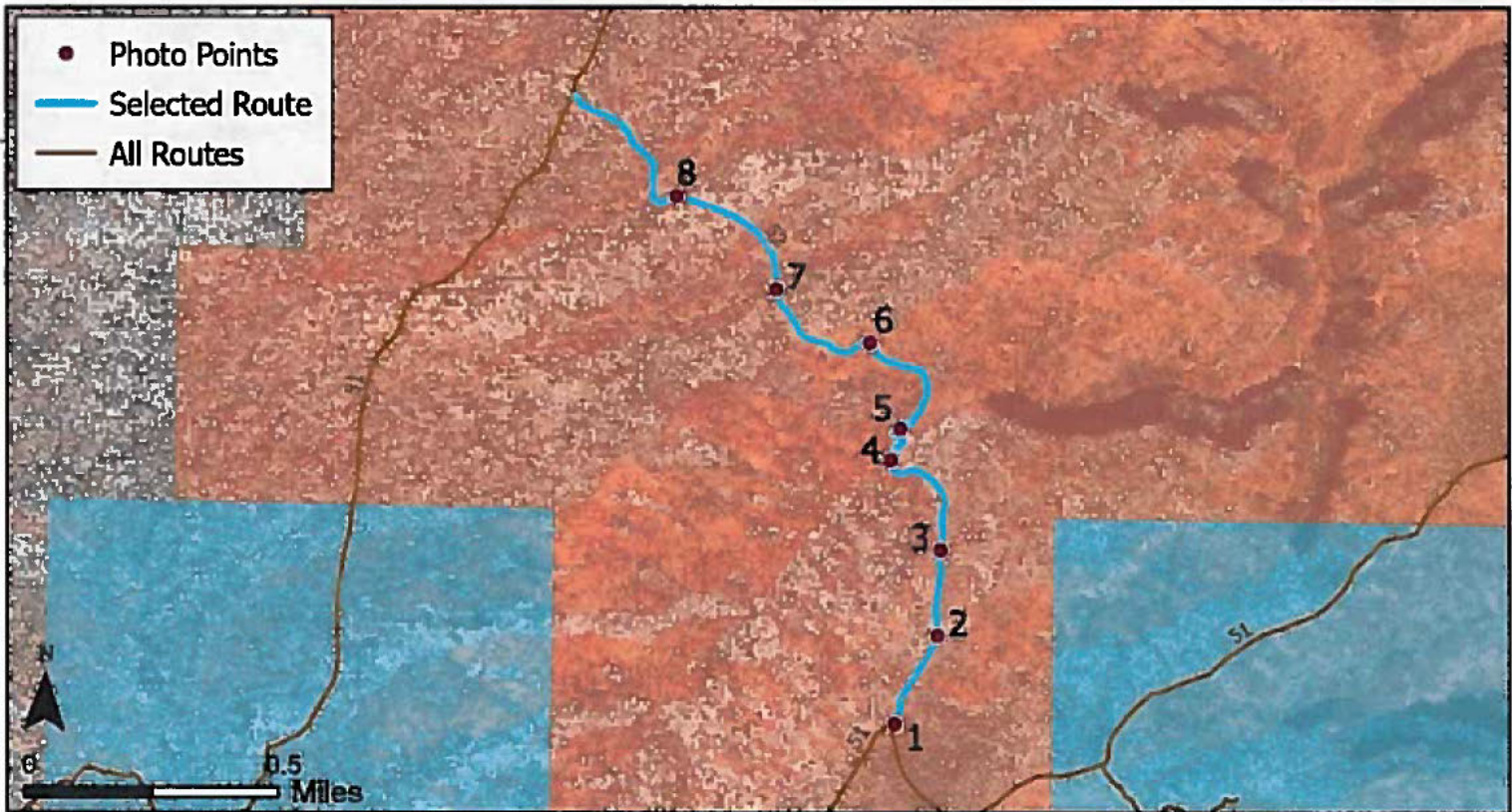


Photo 1



Photo 2



Additional Photos

Photo 3



Photo 4



Photo 5



Photo 6



Photo 7

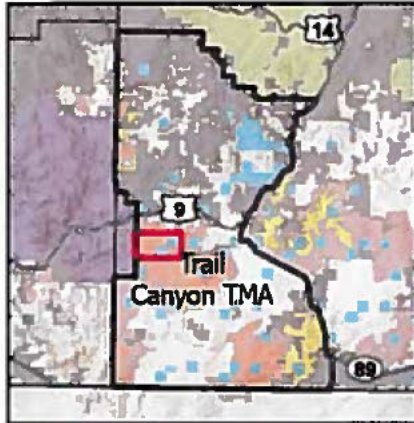


Photo 8



Route ID: 70, 70WSA

Trail Canyon TMA Route Reports
November 30th, 2020



- Land Ownership**
- BLM
 - USFS
 - NPS
 - SITLA
 - Private
 - WSA
 - Natural Area
 - Wilderness Character Area

Description:

Route 70/70WSA traverses Poverty Flat cutting through the Parunuweap WSA. Both the physical impact and use of the route has increased beyond that which existed when the WSA was designated. OHV users are traveling off the route in numerous places, including to the north of the route, causing damage to the area's wilderness values. This route violates both the Kanab RMP and BLM Manual 6330. Furthermore, the route has no real purpose and need. BLM must close this route to motorized vehicles. BLM could better maintain a non-motorized trailhead above the Barracks at the end of the cherry stem.

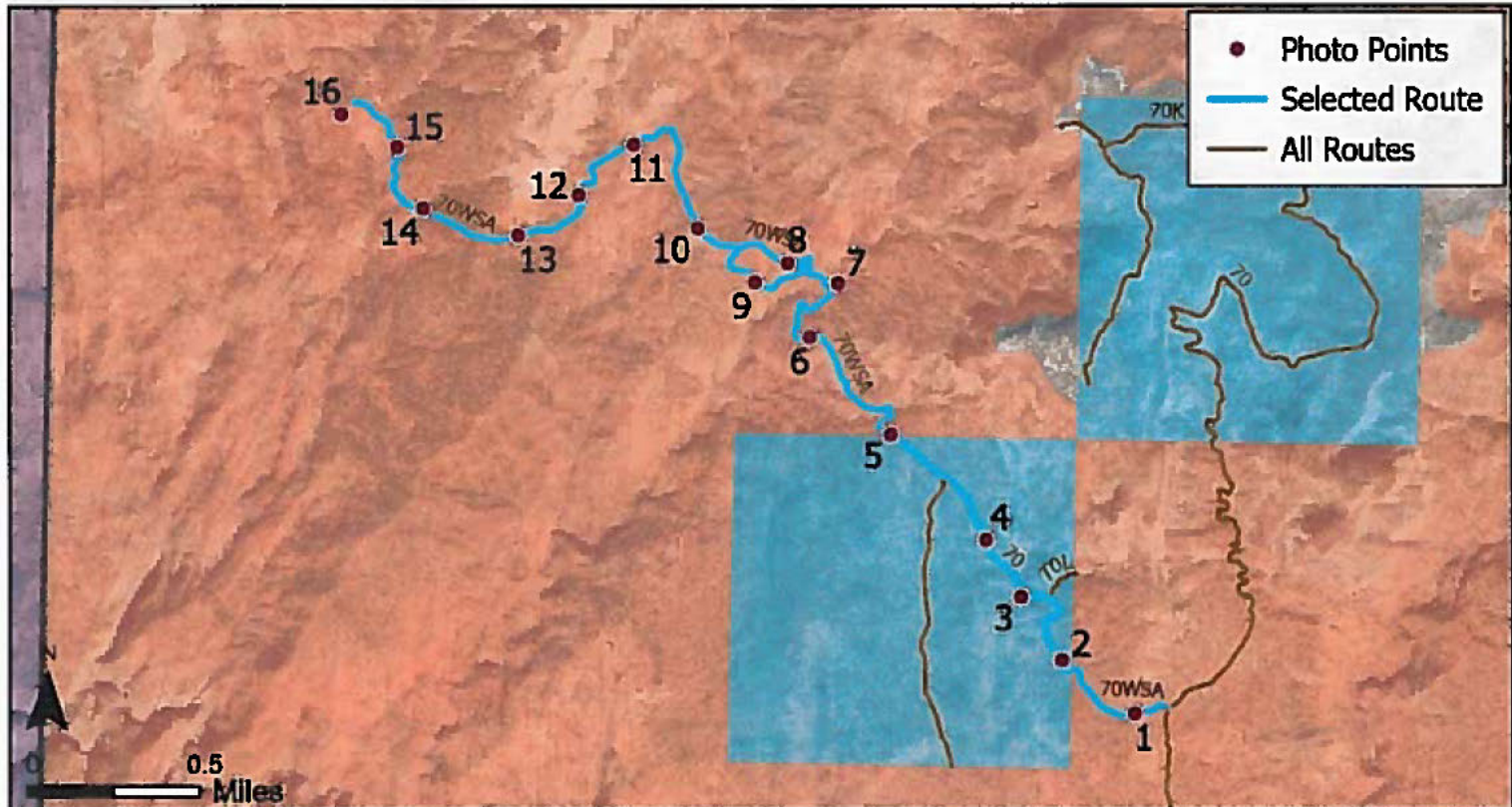


Photo 1



Photo 2



Additional Photos

Photo 3

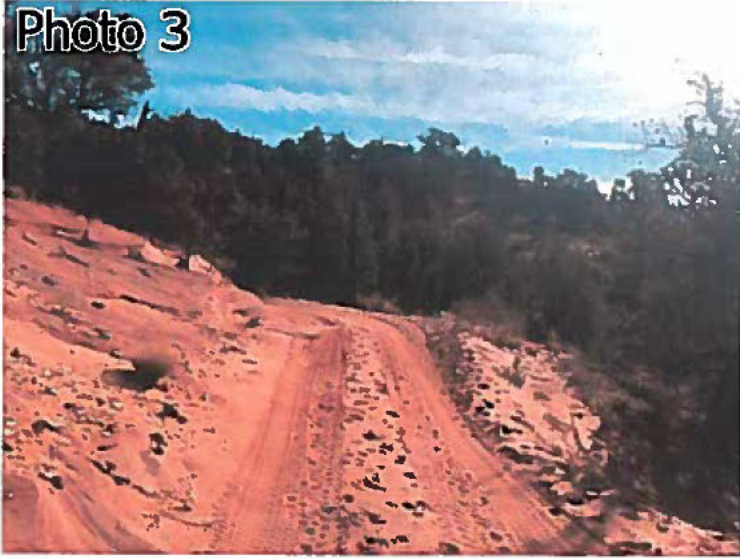


Photo 4



Photo 5



Photo 6



Photo 7



Photo 8



Additional Photos

Photo 9



Photo 10



Photo 11



Photo 12

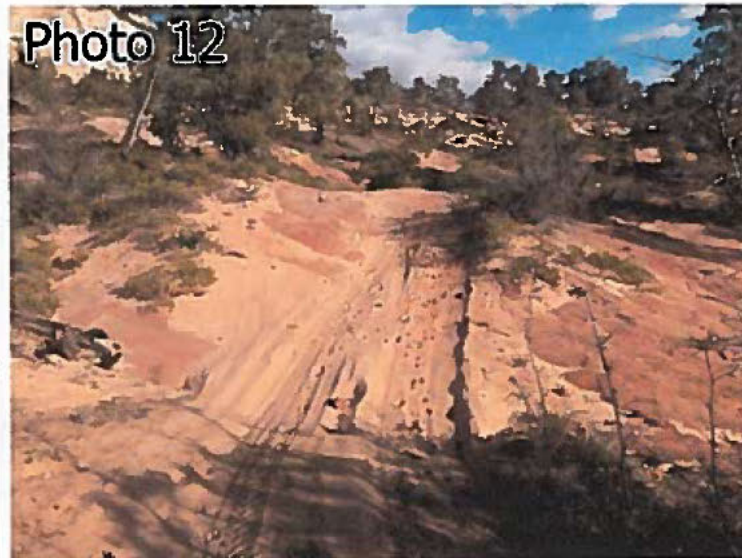


Photo 13



Photo 14

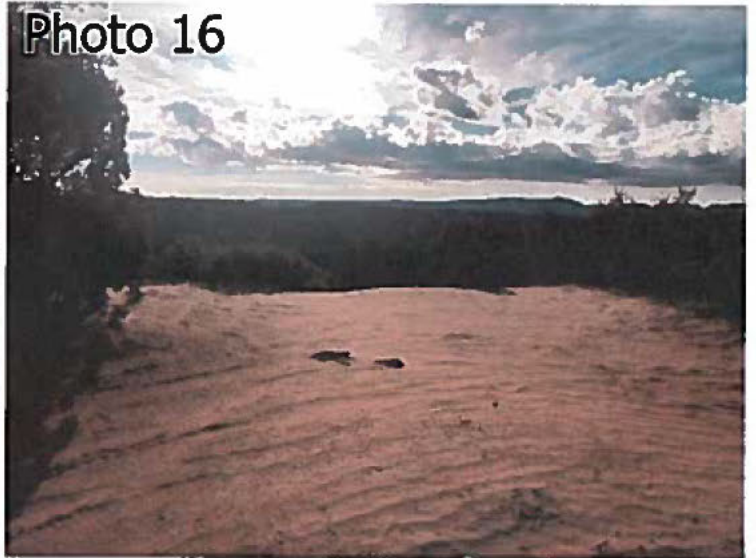


Additional Photos

Photo 15

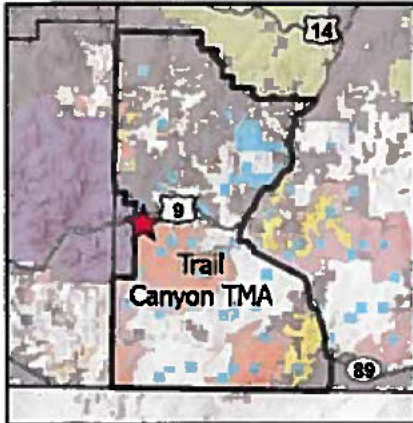


Photo 16



Route ID: 70A

Trail Canyon TMA Route Reports
November 30th, 2020



- Land Ownership**
- BLM
 - USFS
 - NPS
 - SITLA
 - Private
 - WSA
 - Natural Area
 - Wilderness Character Area

Description:

Route 70A is a user-created route along the rim of the White Cliffs, ending at the canyon rim. The route cuts through mule deer crucial habitat. This route is redundant with the many other nearby routes that provide access to similar view points. The route is impacting vegetation and soil resources. BLM should close the route to motorized vehicles just beyond the junction of 70D and 70A, where the BLM-identified LWC begins. BLM could establish a non-motorized trailhead at that point.

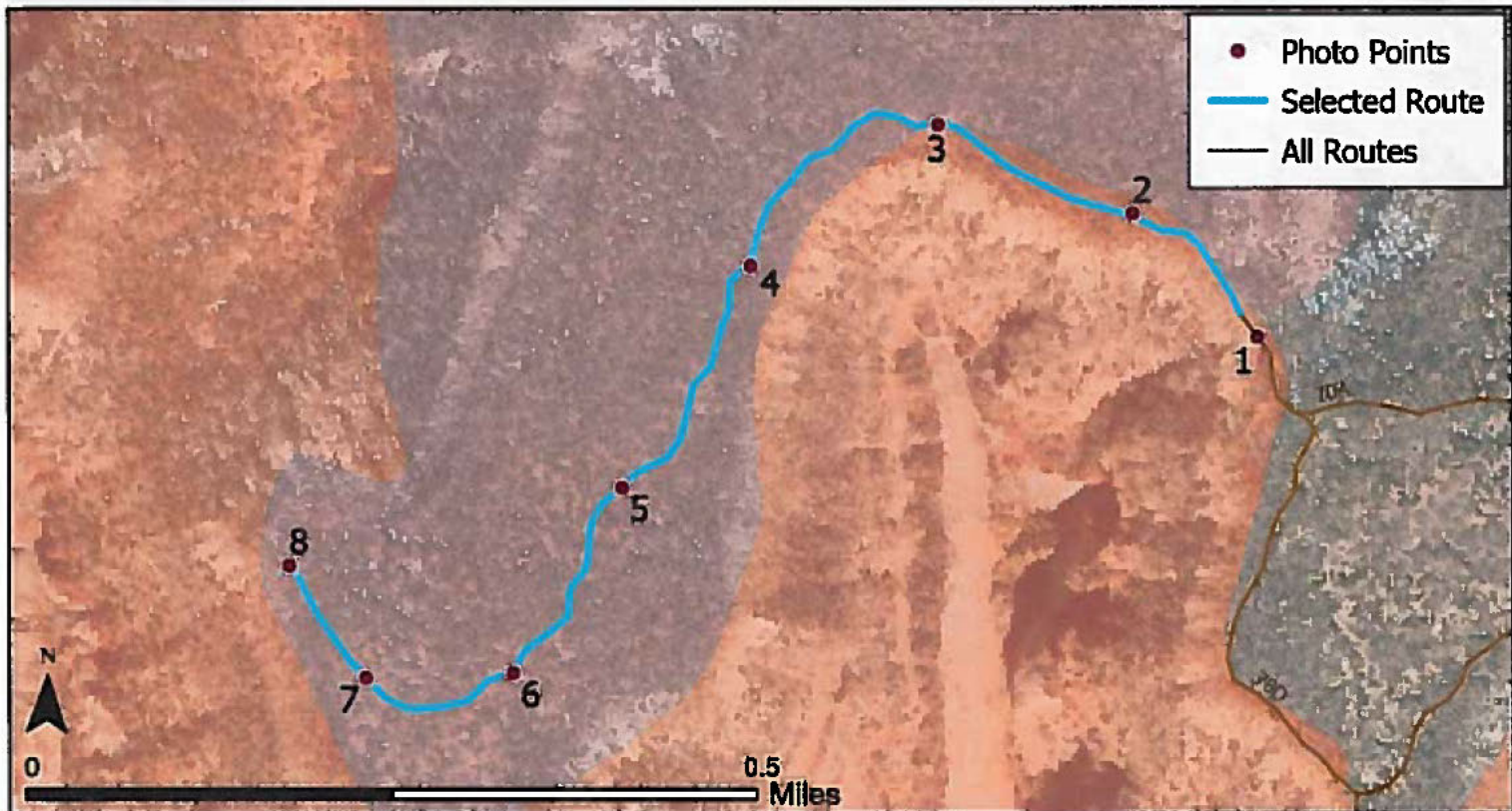


Photo 1



Photo 2



These route inventories were conducted by Southern Utah Wilderness Alliance
Data Sources: Bureau of Land Management, Southern Utah Wilderness Alliance, Utah AGRC, ESRI Living Atlas

Route ID: 70A
Page 1

Additional Photos

Photo 3



Photo 4



Photo 5



Photo 6



Photo 7

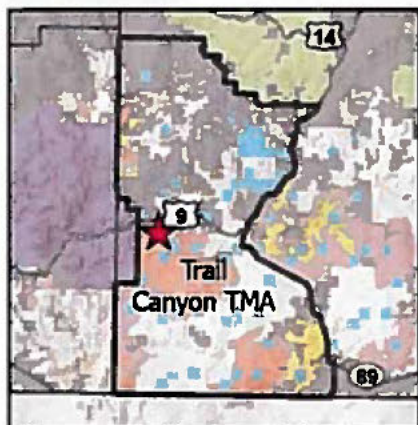


Photo 8



Route ID: 70C

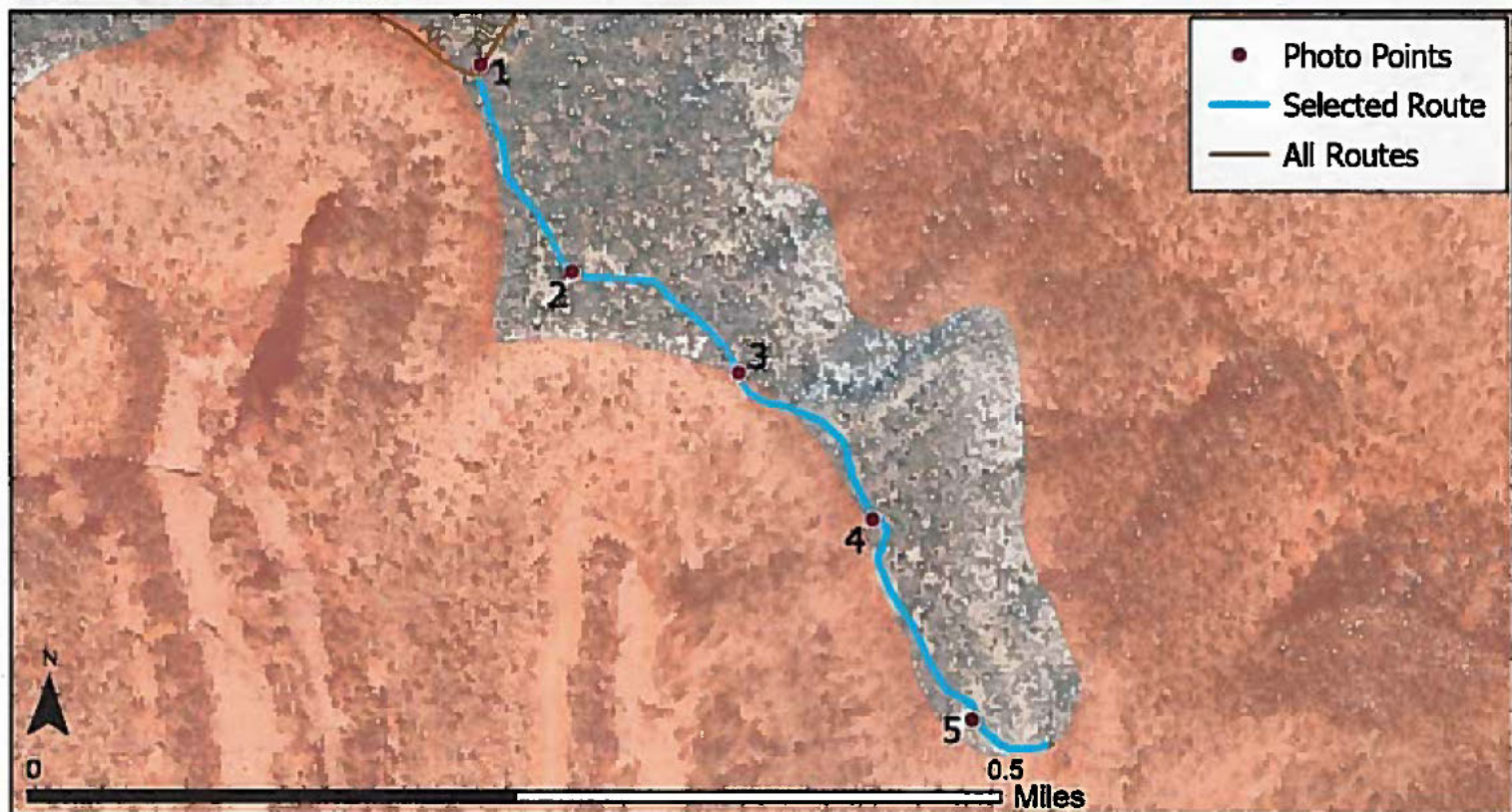
Trail Canyon TMA Route Reports
November 30th, 2020



- Land Ownership**
- BLM
 - USFS
 - NPS
 - SITLA
 - Private
 - WSA
 - Natural Area
 - Wilderness Character Area

Description:

Route 70C extends to the canyon rim along the White Cliffs. The route cuts through mule deer crucial habitat. It is redundant with other routes just to the west that provide similar and nearby overlook views. The route is also leading to compliance issues in that users are looping the route. By eliminating this route, BLM could better manage OHV use on the mesa. BLM should close this route to motorized vehicles.



These route inventories were conducted by Southern Utah Wilderness Alliance
Data Sources: Bureau of Land Management, Southern Utah Wilderness Alliance, Utah AGRC, ESRI Living Atlas

Route ID: 70C
Page 1

Additional Photos

Photo 3



Photo 4

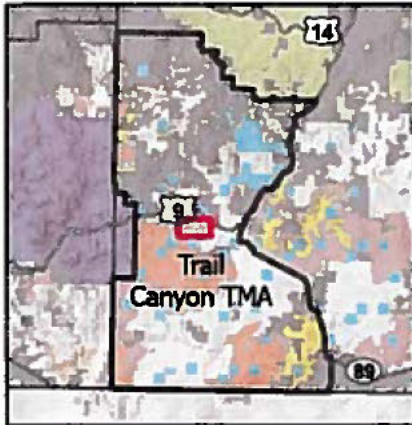


Photo 5



Route ID: 72D

Trail Canyon TMA Route Reports
November 30th, 2020



- Land Ownership**
- BLM
 - USFS
 - NPS
 - SITLA
 - Private
 - WSA
 - Natural Area
 - Wilderness Character Area

Description:

Route 72D leads into the Parunuweap WSA above Mineral Gulch. There are a number of illegal routes extending off of 72D and it is facilitating illegal OHV use into the WSA. The route is redundant with multiple routes just to the west that provide access to similar overlook views. It also cuts through mule deer crucial habitat. BLM should close this route to motorized vehicles.

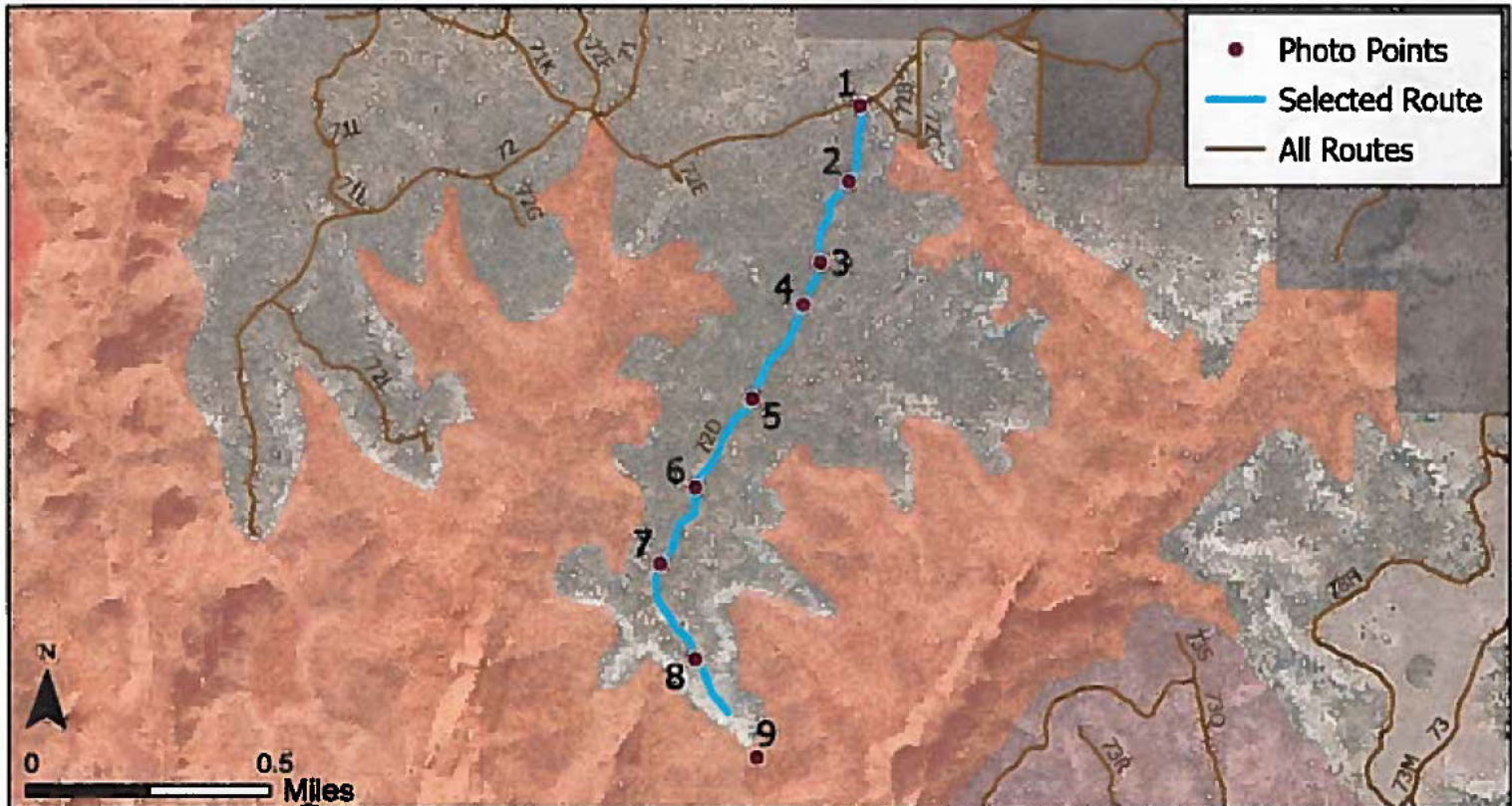


Photo 1



Photo 2



Additional Photos

Photo 3



Photo 4



Photo 5



Photo 6



Photo 7



Photo 8

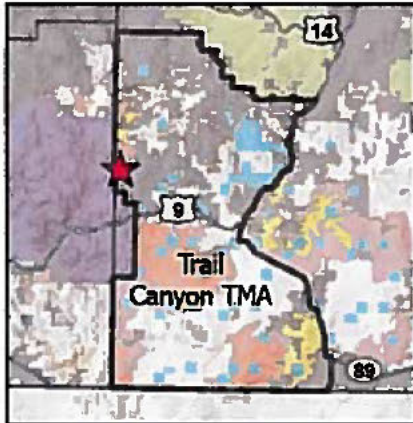


Additional Photos



Route ID: 91

Trail Canyon TMA Route Reports
November 30th, 2020



- Land Ownership**
- BLM
 - USFS
 - NPS
 - SITLA
 - Private
 - WSA
 - Natural Area
 - Wilderness Character Area

Description:

Route 91 is entirely within the Orderville Canyon Natural Area, which BLM committed to manage as a primitive and backcountry landscape and to preserve and maintain the area's wilderness characteristics. The portion of the route that extends from N Beaver road is a user-created two-track that is redundant with route 91D just to the west. 91D provides the necessary access to the Observation Point trailhead. Route 91, on the other hand, is unnecessary. As the route heads west, there is evidence of OHV use but that use stops as the route drops into the canyon. At that point, the route is nearly completely reclaimed. BLM should close this route to prevent further impairment of the area's wilderness character and preserve the appearance of naturalness, outstanding opportunity for solitude, or primitive and unconfined recreation.

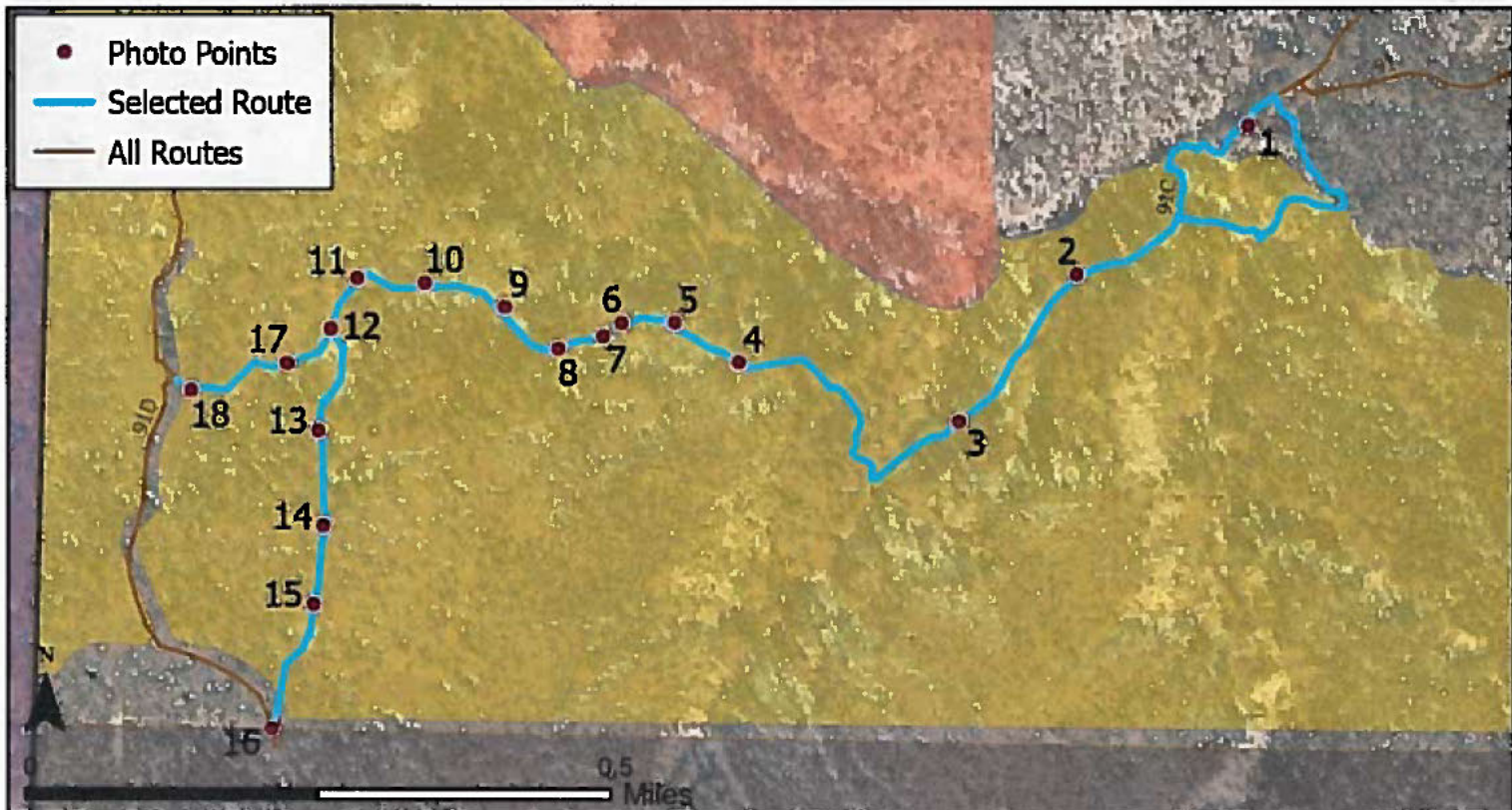


Photo 1



Photo 2



Additional Photos

Photo 3



Photo 4



Photo 5



Photo 6



Photo 7



Photo 8



Additional Photos

Photo 9



Photo 10



Photo 11



Photo 12



Photo 13



Photo 14



Additional Photos

Photo 15



Photo 16



Photo 17

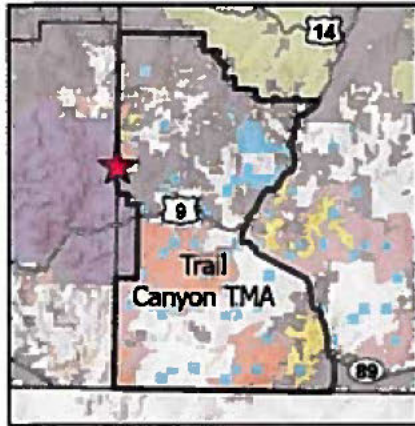


Photo 18



Route ID: 91D

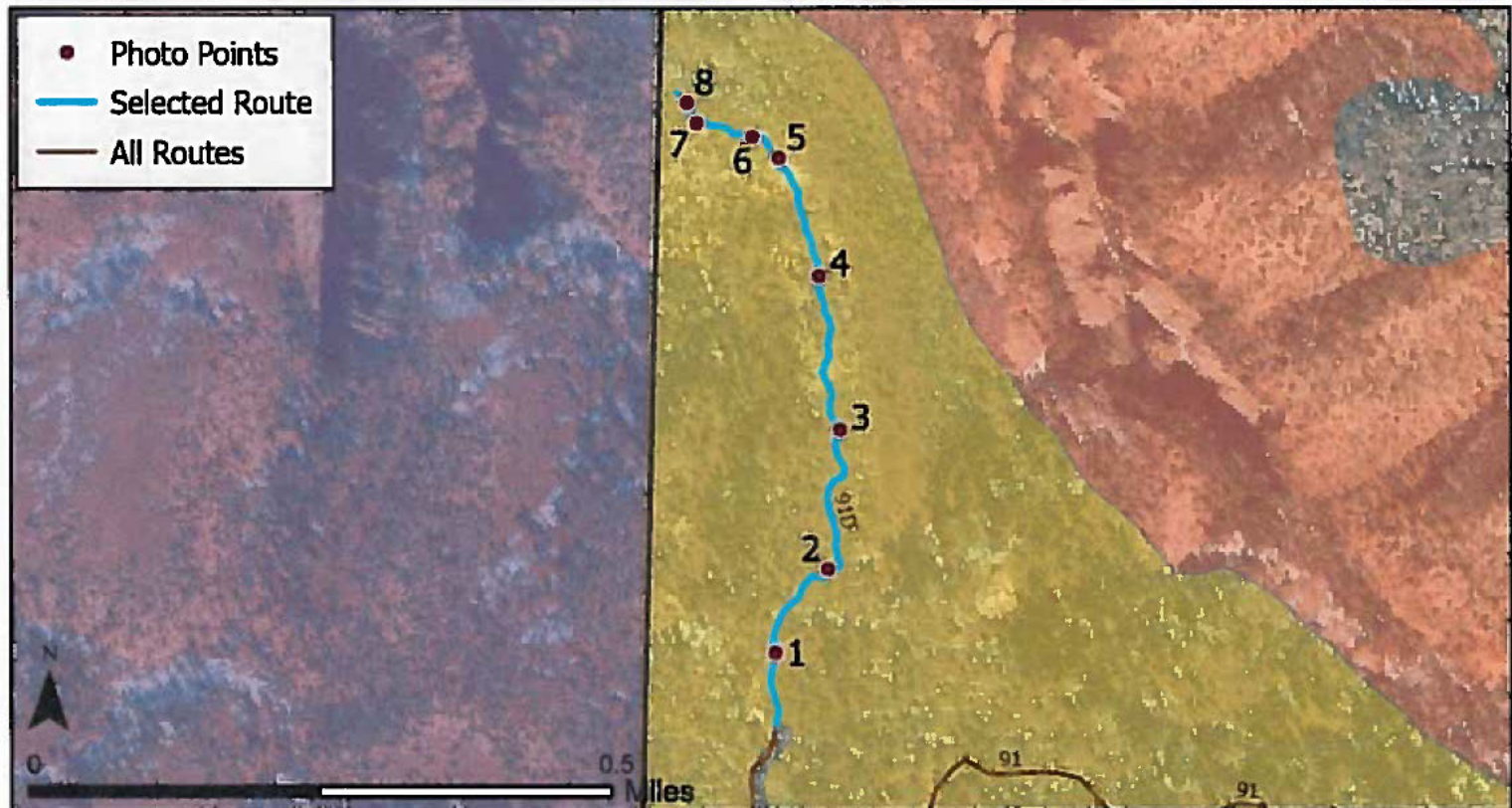
Trail Canyon TMA Route Reports
November 30th, 2020



- Land Ownership**
- BLM
 - USFS
 - NPS
 - SITLA
 - Private
 - WSA
 - Natural Area
 - Wilderness Character Area

Description:

Route 91D beyond the cherry stem is a user-created two track that does not receive extensive OHV use. Recent inventory of 91D beyond the cherry-stem indicates that it is a popular hiking trail. Rather than designate a motorized vehicle trail, BLM should establish a hiking trailhead just before the end of the cherry-stem. Managing this route as a hiking trail would provide a secondary, shorter hike to an overlook into Zion National Park. It would minimize conflicts between resource users and would further BLM's commitment to manage the area as a backcountry landscape with opportunities for primitive recreational activities and experiences of solitude.



These route inventories were conducted by Southern Utah Wilderness Alliance
Data Sources: Bureau of Land Management, Southern Utah Wilderness Alliance, Utah AGRC, ESRI Living Atlas

Route ID: 91D
Page 1

Additional Photos

Photo 3



Photo 4



Photo 5



Photo 6



Photo 7

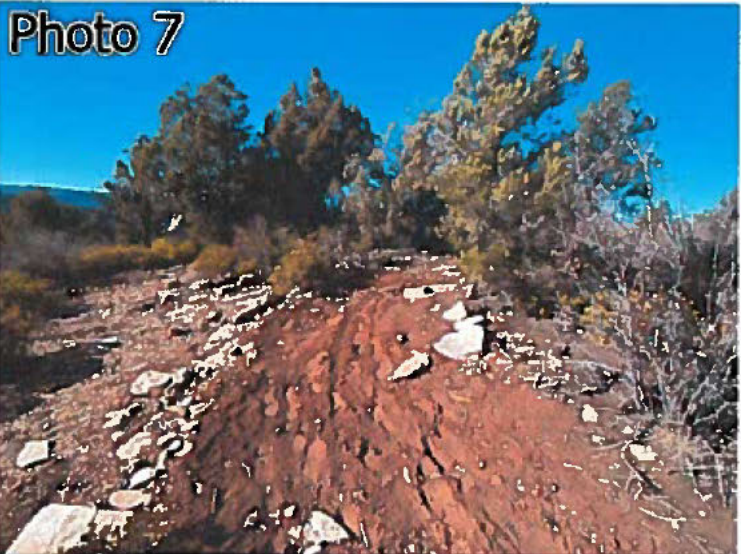
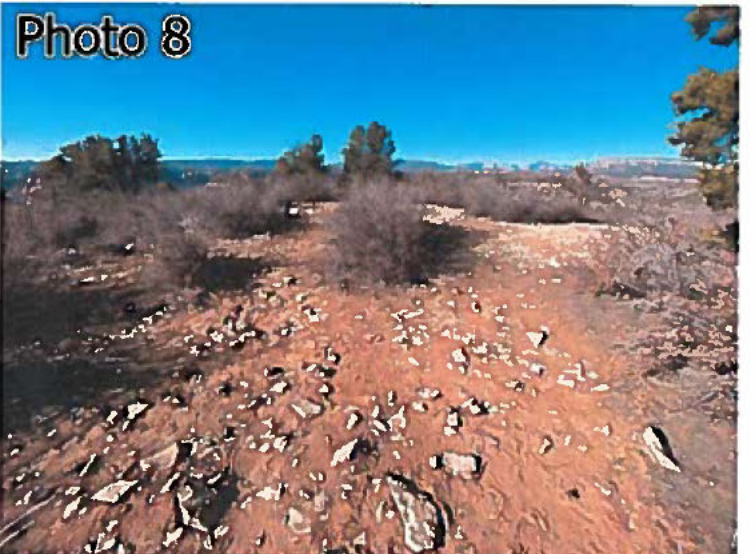
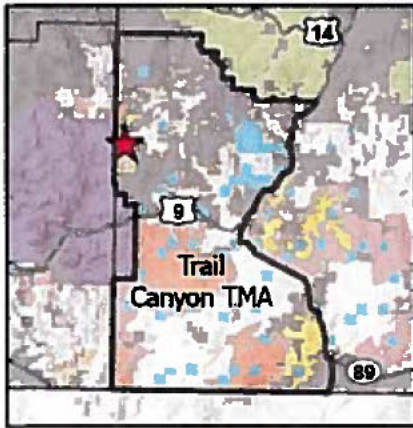


Photo 8



Route ID: 92M

Trail Canyon TMA Route Reports
November 30th, 2020



- Land Ownership
- BLM
 - USFS
 - NPS
 - SITLA
 - Private
 - WSA
 - Natural Area
 - Wilderness Character Area

Description:

Route 92M extends off route 92L and cuts through the Orderville Canyon Natural Area, which BLM committed to manage to preserve its wilderness values. While this route may once have been bladed, it is receiving no use and is nearly completely reclaimed. Much of the route is barely visible on the ground. BLM should not designate this route as open to motorized vehicles. Closing this unnecessary and reclaimed route is the best way to "[p]rotect, preserve, and maintain wilderness characteristics (appearance of naturalness, outstanding opportunities for solitude, or primitive and unconfined recreation)" of the Orderville Canyon Natural Area.

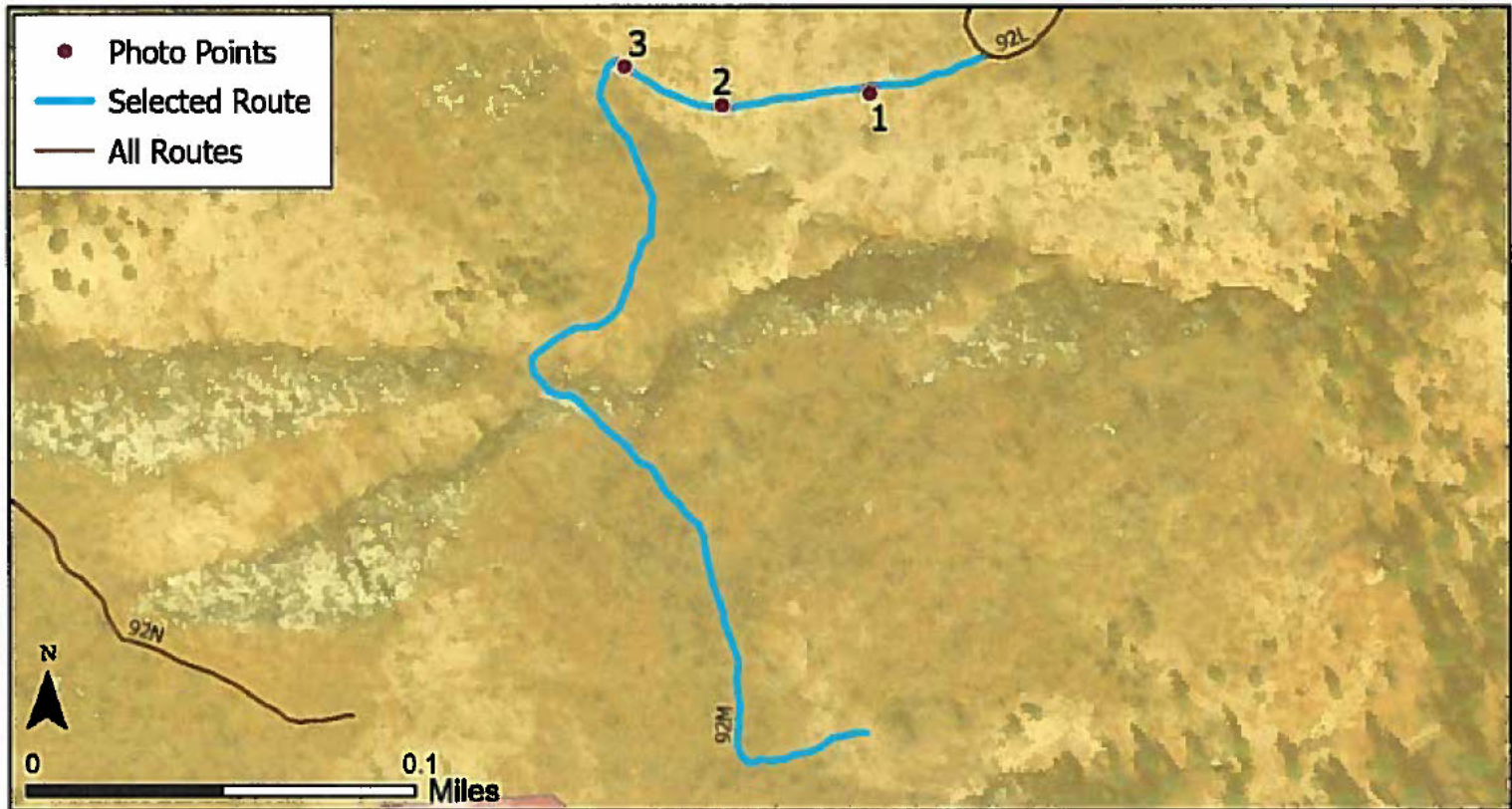


Photo 1



Photo 2



These route inventories were conducted by Southern Utah Wilderness Alliance
Data Sources: Bureau of Land Management, Southern Utah Wilderness Alliance, Utah AGRC, ESRI Living Atlas

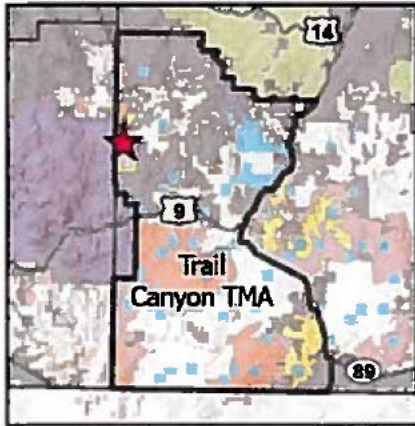
Route ID: 92M
Page 1

Additional Photos



Route ID: 92N

Trail Canyon TMA Route Reports
November 30th, 2020



- Land Ownership
- BLM
 - USFS
 - NPS
 - SITLA
 - Private
 - WSA
 - Natural Area
 - Wilderness Character Area

Description:

Route 92N extends off of 92L cutting through the Orderville Canyon Natural Area which BLM committed to managing to preserve its wilderness values in the Kanab RMP. This route may have been bladed at one time, but it is nearly completely reclaimed and covered in vegetation. The route is not being used. BLM should not designate this route as open to motorized vehicles. Closing this unnecessary and reclaimed route would serve to preserve and maintain Orderville Canyon Natural Area's wilderness characteristics, including the appearance of naturalness and outstanding opportunities for solitude.

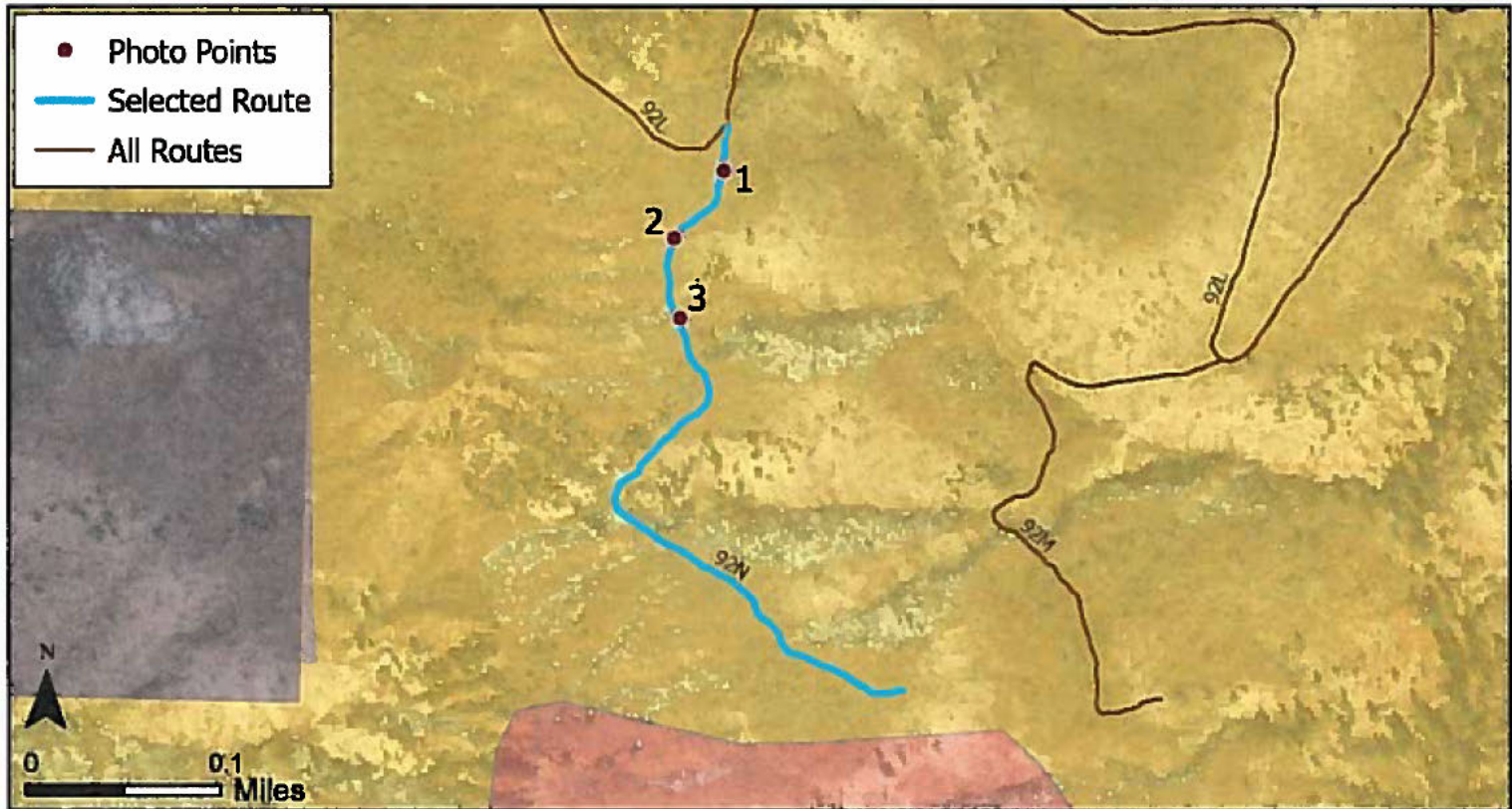


Photo 1



Photo 2



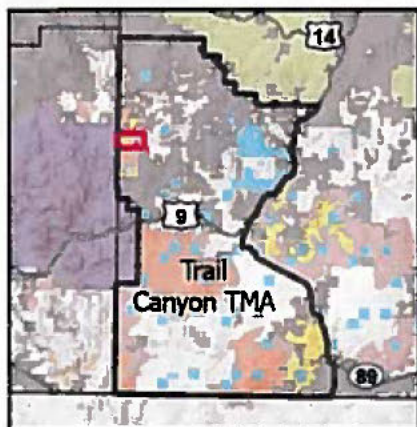
Additional Photos

Photo 3



Route ID: 92L, 92Y

Trail Canyon TMA Route Reports
November 30th, 2020



- Land Ownership
- BLM
 - USFS
 - NPS
 - SITLA
 - Private
 - WSA
 - Natural Area
 - Wilderness Character Area

Description:

Routes 92L and 92Y traverse the mesa before dropping down to the plateau and extending toward Zion National Park. Beyond the junction of the two routes, Route 92L cuts through the Orderville Canyon Natural Area. It appears to receive only occasional use. To the extent that 92L is receiving use, it is facilitating illegal OHV use to the north. Beyond access to the private property, which can be accommodated through granting administrative access, there is no real purpose or need for these routes.

BLM should not designate this route as open to motorized vehicles. Closing this route would help to "protect, preserve, and maintain wilderness characteristics." It would preserve wildlife habitat, and protect opportunities for solitude and primitive, unconfined recreation.

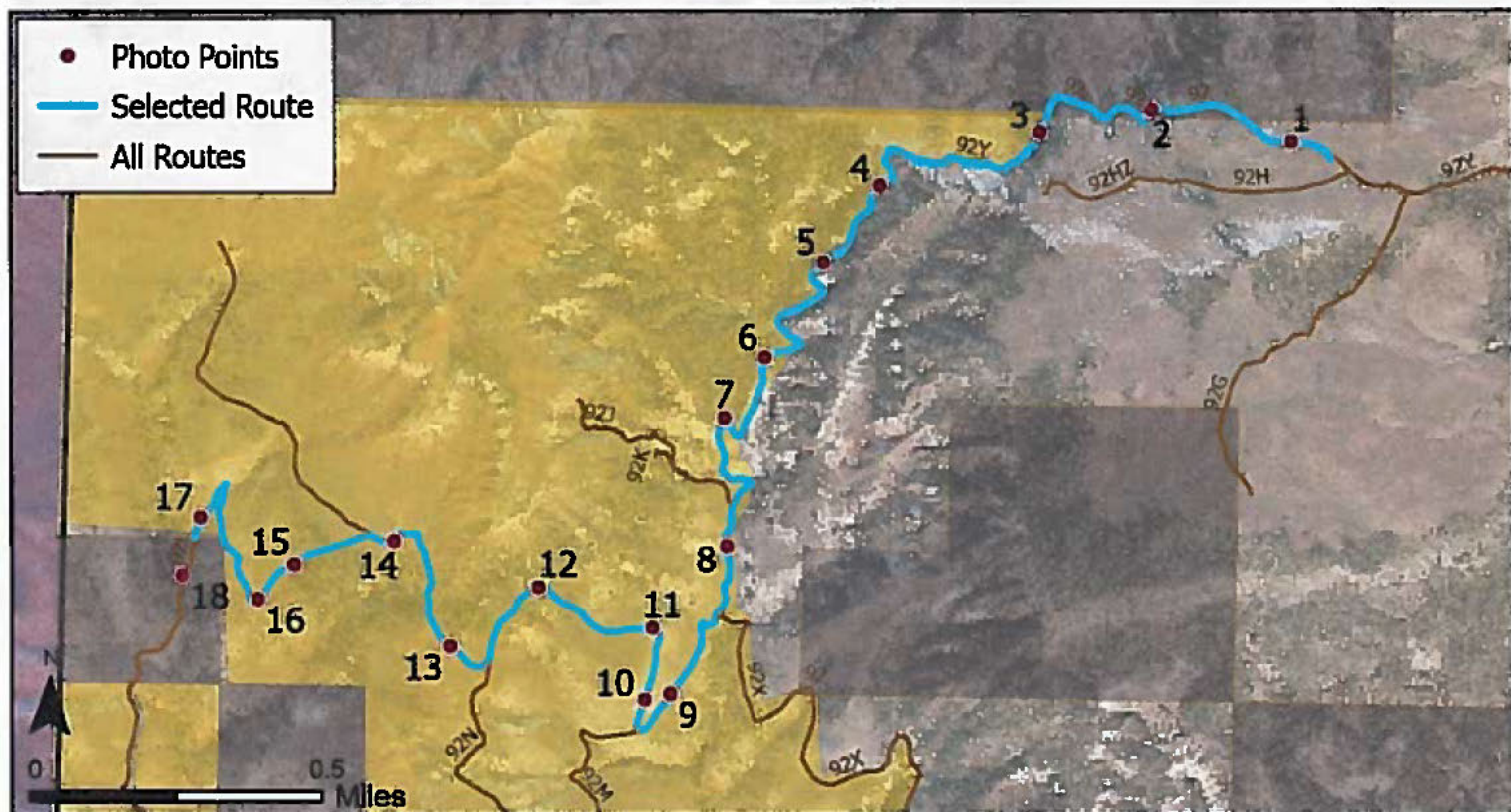


Photo 1



Photo 2



These route inventories were conducted by Southern Utah Wilderness Alliance
Data Sources: Bureau of Land Management, Southern Utah Wilderness Alliance, Utah AGRC, ESRI Living Atlas

Route ID: 92L, 92Y
Page 1

Additional Photos

Photo 3



Photo 4



Photo 5



Photo 6

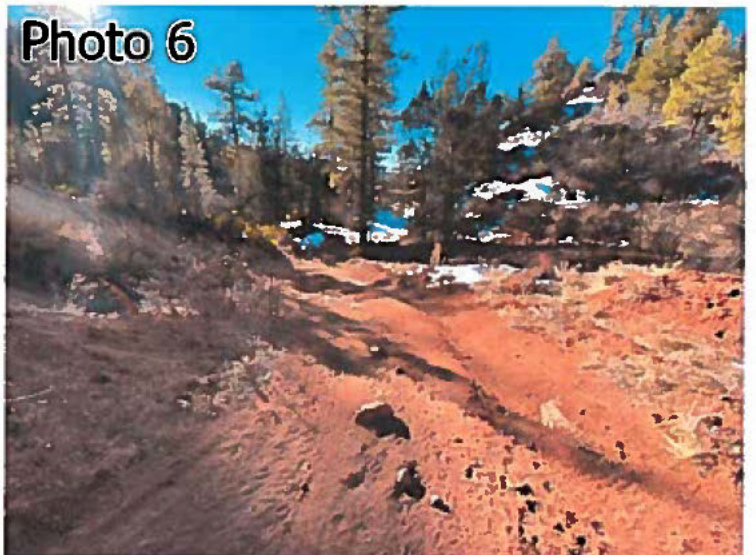


Photo 7



Photo 8



Additional Photos

Photo 9



Photo 10

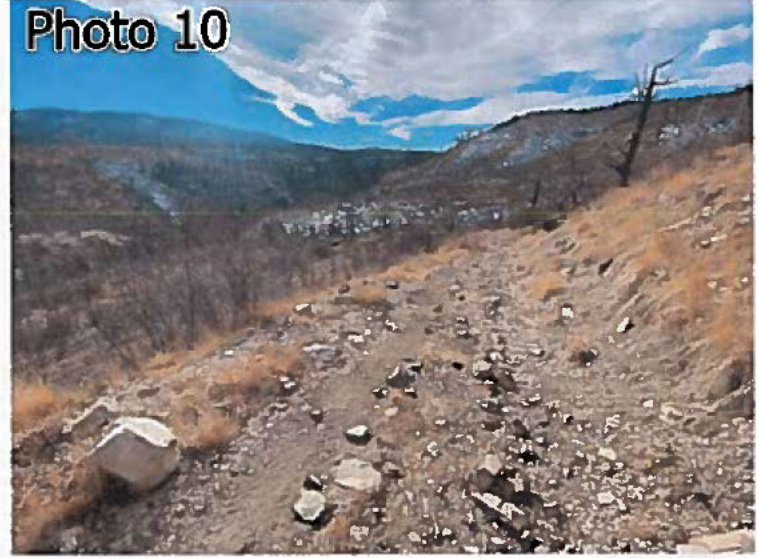


Photo 11



Photo 12



Photo 13



Photo 14



Additional Photos

Photo 15



Photo 16



Photo 17

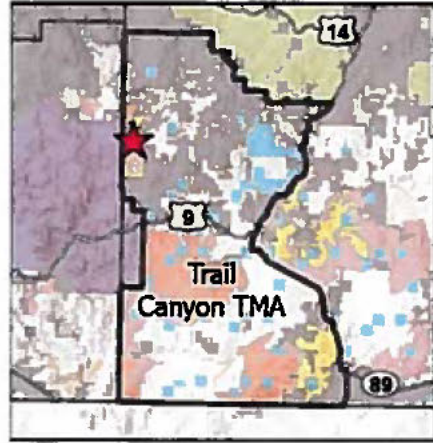


Photo 18



Route ID: 92K, 92J

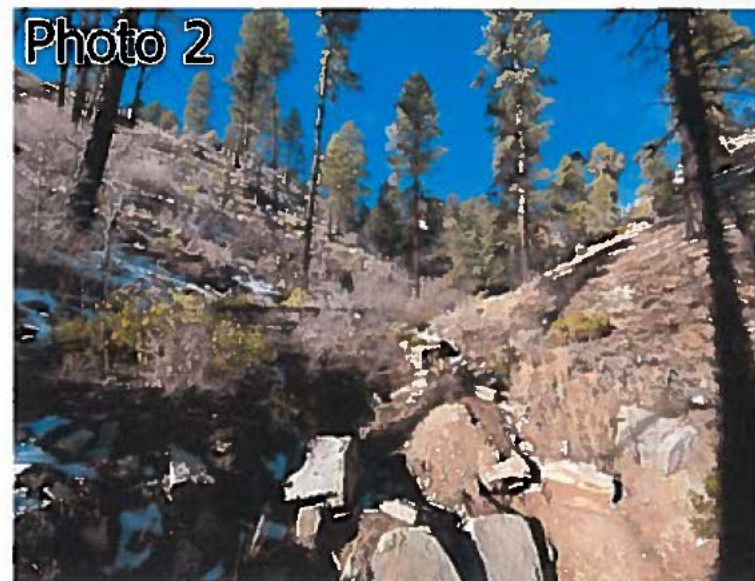
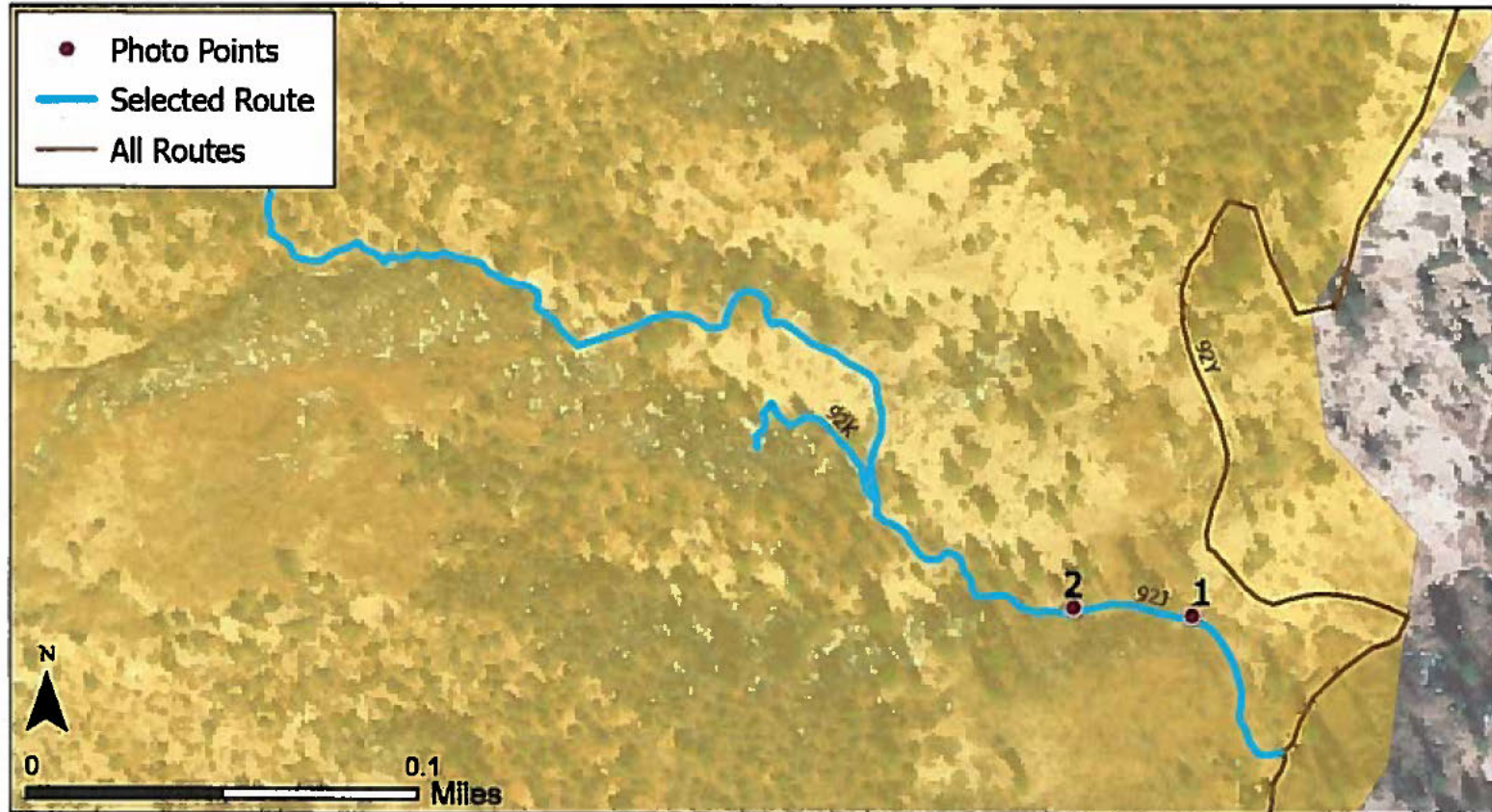
Trail Canyon TMA Route Reports
November 30th, 2020



- Land Ownership
- BLM
 - USFS
 - NPS
 - SITLA
 - Private
 - WSA
 - Natural Area
 - Wilderness Character Area

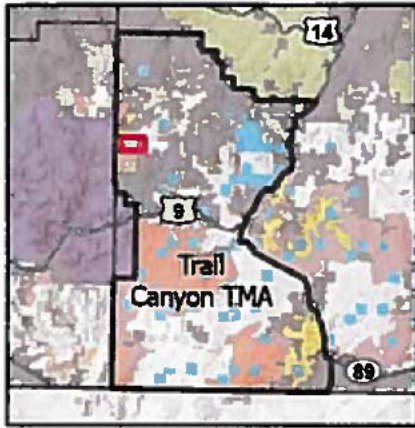
Description:

Routes 92J and 92K extend off of Route 92Y into the Orderville Canyon Natural Area. Both of these routes are nearly completely reclaimed and barely visible on the ground. The routes are blocked by mature vegetation. The routes are unnecessary and do not lead to any point of interest or recreation opportunity. BLM should not designate these routes as open to motorized vehicles. Closing these unnecessary and reclaimed routes is the best way to "[p]rotect, preserve, and maintain wilderness characteristics" including the appearance of naturalness, outstanding opportunities for solitude or primitive and unconfined recreation, in the Orderville Canyon Natur Area.



Route ID: 92, 92X, 92WSA

Trail Canyon TMA Route Reports
November 30th, 2020



- Land Ownership**
- BLM
 - USFS
 - NPS
 - SITLA
 - Private
 - WSA
 - Natural Area
 - Wilderness Character Area

Description:

Route 92X/92WSA extends from 92Y on the west to route 92 on the east. On the east side is the trailhead for the Orderville Canyon hiking trail. From the east side, there is no way vehicles can get to the route. It is completely impassable and reclaiming. The route is clearly not getting used and is blocked in places with mature vegetation. As the route cuts through the WSA, it is also impassable to motorized vehicles. Even from the east side, the route is nearly completely reclaimed and not receiving use.

BLM should not designate this route as open to motorized vehicles. The reclaiming route serves no purpose and need and is not getting used. Closing the routes would preserve wildlife habitat, vegetation and soils. Closing the route would also eliminate user conflicts with hikers on the nearby Orderville Canyon trail whose primitive experience is disturbed by the noise of OHVs.

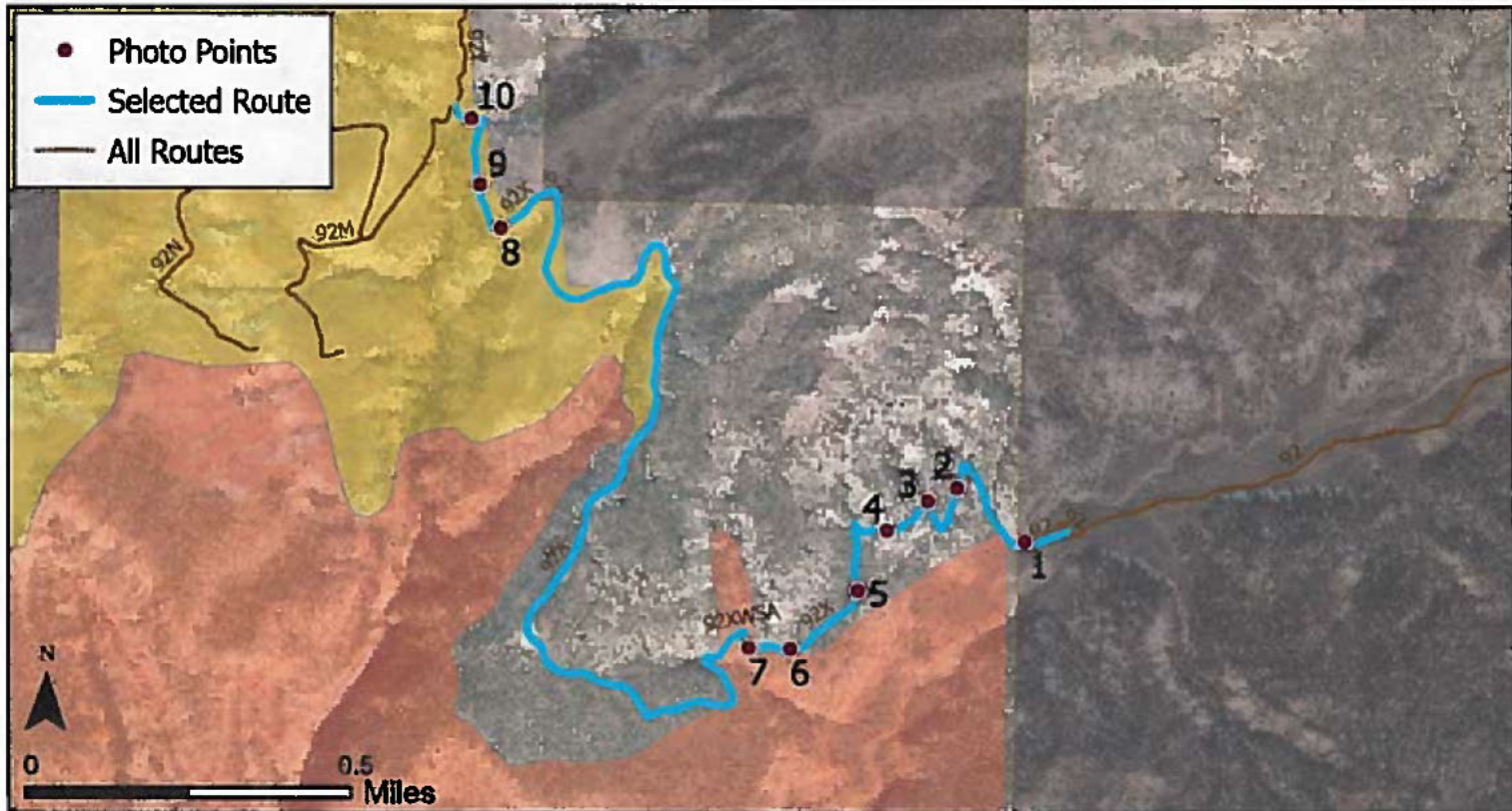


Photo 1



Photo 2



Additional Photos

Photo 3



Photo 4



Photo 5



Photo 6



Photo 7



Photo 8



Additional Photos



[EXTERNAL] Public input for Kanab trail systems

Jana White [REDACTED]

Mon 11/30/2020 9:07 PM

To: KN_Mail, BLM_UT <BLM_UT_KN_Mail@blm.gov>

This email has been received from outside of DOI - Use caution before clicking on links, opening attachments, or responding.

I would like to submit a comment for consideration for the Kanab trail systems that are under review. My family and I are avid mountain bikers, hikers, ATV riders and dirt bike riders. We enjoy all forms of recreation on the trails as well as dispersed camping.

During this crazy COVID time dispersed camping has been a lifesaver—as well as trail access for riding. Closing existing trails is a horrible idea. I look at the trail systems as “equal access”. Not everyone can backpack in for days on end to see the areas in this trail system.

Our public lands are just that—PUBLIC—meaning we need access for all types of people. Many of your ATV/UTV riders can only access these lands via the trail system because they are physically unable to hike in. Closing these trails to motorized vehicles is limiting access to those who are disabled.

Public lands belong to the public and not a small special interest group who wants to close everything off. Yes, there are some you abuse the trails, but there are far more of us that leave our dispersed camping areas cleaner than we found them, volunteer to do trail maintenance, and work to take care of our lands. We aren't the “squeaky loud voices” but are the silent majority. Please keep these trails open for us and our posterity.

Jana

[EXTERNAL] "Trail Canyon TMP"

John Hiscock [REDACTED]

Mon 11/30/2020 9:34 PM

To: KN_Mail, BLM_UT <BLM_UT_KN_Mail@blm.gov>

Cc: Bunting, Whitney <wbunting@blm.gov>; Barber, Harry A <hbarber@blm.gov>

1 attachments (157 KB)

Trail Cyn TMP Scoping Cmts - JWH-11-30-20.pdf

This email has been received from outside of DOI - Use caution before clicking on links, opening attachments, or responding.

I hereby submit the attached comments in response to the BLM NEPA scoping solicitation for the Trail Canyon Travel Management Plan, Kanab Field Office, Utah.

Please add me to your notification list regarding further developments on the TMP. My contact information follows.

John W. Hiscock
[REDACTED]

John W. Hiscock

BLM Paria River District
669 S. Hwy 89A
Kanab, UT 84741

Attn.: Trail Canyon TMP

Submitted only via e-mail to: blm_ut_kn_mail@blm.gov

November 30, 2020

I hereby submit the following comments regarding the Bureau of Land Management (BLM) National Environmental Policy Act scoping on the BLM Utah, Paria River District, Kanab Field Office Trail Canyon Travel Management Plan. I submit these comments as one of an estimated 331 million United States citizens, all of whom have entrusted the management of our federal public lands, including the affected area, to the BLM. Personally, I am a regular and continuous user of public lands throughout the Kanab Field Office area and the travel management planning area. I am extremely familiar with the public lands affected by this planning effort, having driven many of the routes in question, hiked much of the terrain, and become especially knowledgeable of the resources and public land values of the area, for over forty years. I am a resident of, and property owner in Kanab and Kane County, Utah.

At this point in the process, there are some unclear factors in public information available, bearing upon the ability for the public to provide comprehensive and meaningful scoping comments. Areas needing further explanation to enable complete public participation and input include:

- The rationalization for designating and numbering routes that may originate on or cross private lands and continue on to BLM public lands, where the noted private lands and crossing routes have been closed to public access, by for instance, a locked gate. An example of this would be the "Cottonwood Canyon Road" (BLM Route 53), originating on private lands and ultimately progressing on to BLM lands. Why is this type of road considered in the TMP as it is seemingly not accessible to the public? If use of such proposed designated routes is to be limited to BLM administrative purposes via agreement with "blocking" private land owners, maybe such routes should be specially designated as closed to public use and only open to BLM administrative use.
- What are reasons for routes in WSAs and on lands BLM has acknowledged have wilderness characteristics (labeled "natural areas") that are to be managed to preserve wilderness qualities? These routes may be allowable if they pre-existed original inventories of wilderness qualities and potential eligibility for wilderness designation, but arguably not, otherwise. The TMP process should explain the existence of such routes completely and independently for each.
- The TMP should explicitly explain why each of the "new" routes (shown in red on the current TMP maps) have been added since earlier iterations.
- The noted settlement agreement of 2017 requires that scoping of a new TMP will include maps, and that "The maps will provide a unique identifier, including any state or county identifying number or common name known to BLM, for each individual route **and be of sufficient detail that the public can provide meaningful input on each individual route's purpose and need, as well as potential resource and user conflicts.**" Settlement Agreement in *Southern Utah Wilderness Alliance, et. al. v. U.S. Department of the Interior et. al.* §16.b. pp. 8-9 (emphasis added). The TMP scoping maps provided to the public do not include details on each route's

purpose and need, or potential resource and user conflicts. Therefore, the scoping information made available to the public fails to meet the requirements of the Settlement Agreement and should be revised and reissued with at least the same amount of time for public comments as initially set.

Trends in Nature and Use of OHVs Throughout the TMP Area and Balanced Route Designations and Allowances

Generally, FLPMA calls for balanced public land use and maintaining sustainability of public lands and resources.

The proposed route designations in the Trail Canyon TMP area are incredibly extensive. The basis for each route is unknown. Nevertheless, casual observation on almost any day of the year reveals that the greatest use of these routes is by recreational OHV users. It is likely that recreational OHV use composed most use of routes at the time of the finalization and record of decision for the Kanab FO Resource Management Plan in 2008. There is no doubt that this recreational OHV use has dramatically increased between that time and 2020. On almost any given day of the year, one cannot drive Hwy. 389, Hwy. 9, and Hwy. 89 and not witness numerous caravans of trailered OHVs, and jeeps approaching our area, disseminating via such roads as the Rosy Canyon Road, the Sand Dunes Road, the Hancock Road, and others, and then headed on to BLM routes. I have personally experienced this growing phenomenon especially in the Canaan Mountain, Moquith Mountain, Sand Dunes, Red Knoll, and Parunaweap sub-units of the TMP. In addition, rentals of OHVs in surrounding communities has blossomed, adding to the overall numbers of said vehicles, and inexperienced and sometimes ill-informed users on BLM routes.

The equipment and nature of noted OHV use has also changed hugely over the past fifteen years. OHV use has changed from limited numbers of stock 4x4 trucks, SUVs and jeeps, three and four wheel ATVs, and motorcycles to increased numbers of some of the same vehicles and overwhelming numbers of high-performance OHV side-by-sides and other similar vehicles.

With the increasing high-performance nature of such vehicles, OHV recreational use has arguably changed for the worse over the years. I have personally encountered discourteous, if not downright provoking behavior, and illegal use of BLM routes by this flood of vehicles. Users speed along narrow twisting routes as though participating in the Baja 1000 or Mint 400. While my family and I were quietly and slowly circumnavigating White Tower in the Upper Kanab natural area this year, a group of high performance OHVs almost ran head on into our stock 4x4 SUV. Then, rather than waiting for us to back up to a point where they could pass, or doing the same themselves, they all went off road around us, driving over live vegetation, etc. Increasingly, I am personally encountering hollowed out and otherwise mechanically eroded route surfaces, the result of these new high-performance OHVs, damaging and making routes more difficult for others.

Unauthorized OHV routes, often branching off, or "stretching" designated BLM routes have become commonplace. I can attest to such damaging and unauthorized "tracks" proliferating in ever-increasing abundance. I do believe that many OHV users are polite and compliant, however, I have witnessed and also believe that non-compliance has grown and is more common than not at present.

I have routinely witnessed increased, exclusive OHV gatherings and clubs at route "trailheads" and other dispersed camping areas preventing and discouraging use by others. Resource degradation, waste problems, and associated impacts of these huge gatherings, also normally involving large towed recreational vehicles also need to be considered as part of the TMP NEPA process.

These consequences are the result of imbalanced, unmonitored, and unregulated recreational use allowances.

Overall, BLM's recreational management, notably in the Kanab FO area and the TMP area has favored, if not promoted OHV use. Designated or developed non-motorized hiking, equestrian, and mountain bike use in the TMP is extremely limited in comparison to OHV use and routes – again largely motivated and utilized by recreational OHV use. I am only aware of 5-6 designated non-motorized trails in the TMP area as opposed to hundreds of designated OHV routes. More non-motorized trails are welcome where appropriate, but increasing those uses is not the complete answer. OHV use directly compromises quiet, reflective hiking or equestrian use through its audible impacts, proximate or at distance. The converse is not true. Wise, significantly reduced and limited, and non-conflicting OHV route designations, and monitoring and regulation of such routes is the proactive BLM management answer.

*As part of its NEPA analysis of balanced recreational OHV designations in the TMP BLM should comprehensively analyze all existing routes, reasons for routes, duplicity of routes, and conflicts with conservation of resources and values, including other recreational uses.

*BLM should demonstrate that it has conducted comprehensive inventories of natural and cultural resources along and adjacent to all proposed routes and assure the best possible protection of such resources before designating said routes and allowing OHV use.

*BLM should systematically study OHV use levels and types on OHV routes and evaluate, institute and enforce carrying capacity limits.

*BLM should regulate OHV use on designated routes.

*Categorization of OHV types and use should be considered and related restrictions possibly implemented.

*BLM should physically sign and otherwise delineate designated routes to keep OHVs where they are allowed.

*BLM should significantly increase its OHV user educational efforts, in digital media, written materials, at trailheads, offices and other locations; and through outreach efforts.

*BLM should thoroughly and regularly monitor all OHV designated routes for compliance and resource and value degradation.

*BLM should close routes where resource or value damage has occurred unless and until compliance with regulated use parameters can be assured.

*BLM should police and enforce OHV regulations, restrictions and compliance.

*BLM should evaluate secondary impacts of increased OHV use – such as camping, waste accumulation, etc. – and plan for and regulate said impacts.

**** If lack of BLM resources – funding, personnel, etc. - preclude completion of these tasks, OHV routes should be closed or limited to specific uses such as permitted ranching uses, etc. until the noted tasks can be completed. The irretrievable loss of public land resources and values cannot be allowed.**

BLM Monitoring, Regulation, Policing, and Enforcement of OHV Use of Designated Routes Has Failed. The TMP Must Address and Resolve These Problems.

A simple day long drive along numerous BLM designated OHV routes will clearly reveal BLM's failure to regulate, monitor, and enforce OHV compliance. I have routinely witnessed: lack of route markers intended to keep OHVs on designated routes; lack of barriers in sensitive resource areas, intended to keep OHVs on designated routes and prevent resource damage; branching and "stretched" OHV tracks diverging from designated routes; and, vandalized, broken and missing route designation markers and barriers regularly accompanied with OHV tracks leading into unauthorized areas. I have seldomly witnessed BLM staff present in the field to monitor and enforce OHV route restrictions.

Route designations should be severely limited or precluded until BLM devises workable means of enforcement of OHV use restrictions.

**BLM is Obligated to Monitor and Police OHV Use on Designated Routes
in WSAs and Acknowledged Lands with Wilderness Characteristics/ "Natural Areas".
Failure to Restrict Unauthorized Use in Such Areas
Should Result in Current and Future Closure of These Routes.**

BLM has continually made it clear that designated routes authorization and use within WSAs or within areas acknowledged as containing wilderness characteristics is contingent on proper, restricted use of such routes. In regard to WSAs, the Kanab FO RMP states:

WSA-4

Where routes remain available for motorized use within WSAs, such use could continue on a conditional basis. Use of the existing routes in the WSAs ("ways" when located within WSAs) could continue as long as the use of these routes does not impair wilderness suitability, as provided by the IMP (BLM 1995). If Congress designates the area as wilderness, the routes will be closed. In the interim, if use and/or non-compliance are found through monitoring efforts to impair the area's suitability for wilderness designation, BLM would take further action to limit use of the routes or close them. The continued use of these routes, therefore, is based on user compliance and non-impairment of wilderness values.

Kanab Field Office Record of Decision and Approved Resource Management Plan, October, 2008, p.126. In regard to "non-WSA lands with wilderness characteristics" the Kanab FO RMP states that such lands will be managed "specifically to protect, preserve, and maintain their wilderness characteristics" and OHV use will be "[l]imited to designated routes." Id. at p. 87. Due to the fact that said lands are agreed to be managed by BLM in the same fashion as WSAs, OHV use on designated routes should reflect WSA prescriptions, above, and be contingent on stated conditional use limitations.

In many of these instances it is arguable, or clear, that violation of authorized use restrictions has occurred, yet, to date BLM has not closed said routes to travel. All such routes with restrictions that have been inappropriately violated should be closed immediately and not included in the TMP proposal.

**Many of the Proposed BLM Routes Cross,
or Are Immediately Adjacent to Identified Archeological Sites,
Including Sites Found to Be Eligible
for Nomination to the National Register of Historic Places.
These Routes Should Be Closed Immediately
to Avoid Continued and Irreparable Damage to Cultural Resources.**

I have personal knowledge of certain proposed designated routes that literally cross known archeological sites. Via certain contacts I have in the professional archeological community I am aware that BLM is aware of such sites, many of which have been inventoried, and found eligible for nomination to the National Register of Historic Places. (I am reticent to provide information on these locations in writing at

this time as my comments are presumably accessible to the public and locations of archeological sites should be protected.) In light of such information and knowledge, BLM should have shut down, or rerouted such routes immediately to avoid compromise of archeological resources and lost potential for increased knowledge of sites and culture. Some of the routes literally cross archeological sites and OHV passage is causing irreparable erosional damage and loss of resources. Other sites that are crossed or proximate to proposed routes may be looted, vandalized, or unknowingly damaged with loss of archeological resources and knowledge. All routes crossing or proximate to archeological sites should be closed immediately, reconsidered for inclusion in the TMP, and arguably avoided by OHV routes. Furthermore, before BLM issues refined proposals of designated routes a comprehensive inventory of archeological sites along potential routes should be completed.

**BLM Should Assure Consultation with Affiliated Native American Tribes,
and Especially with the Kaibab Band of Paiute Indians**

The presence of Ancestral Puebloan archeological sites and resources, and potential sacred sites proximate to all BLM proposed designated routes requires consultation with federally recognized tribes claiming affiliation with Ancestral Puebloan culture. This includes Southern Paiute Tribes (Paiute Indian Tribe of Utah, Kaibab Band of Paiute Indians, Moapa Band of Paiute Indians, Las Vegas Band of Paiute Indians, San Juan Band of Paiute Indians, and the Chemehuevi Tribe), the Navajo Tribe, the Hopi Tribe, the Zuni, and other New Mexico and Rio Grande Puebloan tribes). Said consultations should be assured to gather tribal input and best protect tribal interests.

In addition, in specific reference to the Kaibab Band of Paiute Indians, whose reservation lands lie immediately south of the TMP area and Utah/Arizona boundary, effective consultation should take place to assure avoidance of adverse impacts on reservation lands and resources. Many of the BLM's proposed designated routes lead directly to the Kaibab Paiute Reservation boundary and open vehicular travel on said routes leading to the Reservation boundary may impact the tribe's interests. (Such routes include: 32B, 32D, 32E, 32CC, 32K, 32Z, and unnumbered routes in the southern Cottonwood Canyon area.)

Thank you for the opportunity to offer scoping comments on the Trail Canyon TMP. I hereby request to be added to the BLM's contact list for interested parties on this planning effort and receive timely communications on each step in the process.

Sincerely,



John W. Hiscock, J.D.

[EXTERNAL] Trail Canyon management plan input

Tom Sherry Lajoie [REDACTED]

Mon 11/30/2020 9:55 PM

To: KN_Mail, BLM_UT <BLM_UT_KN_Mail@blm.gov>

This email has been received from outside of DOI - Use caution before clicking on links, opening attachments, or responding.

To whom it may concern,

My wife and I are avid hikers and off road enthusiasts who have only gotten the smallest taste of the beauty that the Trail Canyon area had to offer on visits to Kanab and the Best Friends Animal Sanctuary. As we close in on retirement, this area is high on the list of places to spend time at, so we ask that the existing trails and dispersed camping areas remain in place for responsible multi-use activities. Thanks for your time and consideration in this matter.

Tom and Sherry Lajoie

[EXTERNAL] Trail Canyon TMP EA comments

Clif Koontz [REDACTED]

Mon 11/30/2020 11:59 PM

To: KN_Mail, BLM_UT <BLM_UT_KN_Mail@blm.gov>

📎 1 attachments (180 KB)

2020-11-30 Trail Canyon TMA comm from RWR.pdf

This email has been received from outside of DOI - Use caution before clicking on links, opening attachments, or responding.

BLM Planning Team- Please see the attached comments. Thanks -Clif Koontz

Executive Director
Ride with Respect
435-259-8334 land
201-741-0361 cell



Ride with Respect
395 McGill Avenue
Moab, UT 84532
435-259-8334
501(c)(3)

November 30th, 2020

Bureau of Land Management
Kanab Field Office
669 South HWY 89A
Kanab, Utah 84741

Dear BLM Planning Team:

We appreciate the opportunity to comment on your scoping of the Trail Canyon Travel Management Area (TMA).

Ride with Respect (RwR) was founded in 2002 to conserve shared-use trails and their surroundings. Since then, over 750 individuals have contributed money or volunteered time to the organization. RwR has performed 20,000 hours of high-quality trail work on public lands, most of which has been in the Moab Field Office. RwR participated greatly in the Moab Resource Management Plan revision from 2003 through 2008. RwR also provided consultation to OHV signatories of the 2017 settlement agreement.

The Trail Canyon TMA provides important OHV opportunities for our contributors and for OHV enthusiasts in general, especially between Salt Lake City and Las Vegas. The increased use has increased impacts, but the OHV grants available from Utah State Parks has also quintupled in the past couple of years, and they can cover trail maintenance among other things. Within the Trail Canyon TMA, Utah State Parks grants improved the Barracks and Crocodile trailheads, with road base from Kane County and accessories from the UT / AZ ATV Club and Canyon County 4x4 Club. These local clubs and local government are key partners in managing visitation.

We appreciate your work to identify 20 miles of additional routes that existed in 2008 but that the 2008 travel-management plan had overlooked from its analysis. These routes do improve connectivity and access to points of interest for recreational and non-recreational purposes. The 2017 settlement agreement identified TMAs where the BLM shall reevaluate its 2008 decisions. That process should begin with reevaluating the 2008 inventories, which typically gave the public no more than three months (some of which had inclement weather making travel impassable) to submit route data for multi-million acre planning areas, inevitably leading to oversights that can finally be fixed. Making better decisions depends upon doing more thorough inventories. We look forward to the forthcoming Environmental Assessment more accurately representing the routes that were available prior to the 2008 travel-management plan.

A more thorough inventory of resources might also identify more potential conflicts. We ask that you consider the full array of options to mitigate those conflicts. Route closure is often not needed or even the most effective solution. Alternatives include educating visitors how and why to practice minimum-impact guidelines, trail work

(e.g. marking the trail / blocking off the sides / stabilizing the tread in order to prevent erosion and discourage bypassing), and rerouting the trail to avoid sensitive sites altogether. The environmental assessment should identify these solutions and set a course to pursue them rather than unnecessarily closing a route even temporarily. Route closures tend to have their own costs in terms of public relations, noncompliance, and the displacement of negative impacts. They should be done only as a last resort after fully pursuing less-restrictive measures.

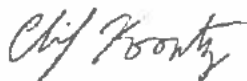
Finally we request that the environmental assessment fully vet routes even when they appear to be reclaiming or hard to find. These conditions does not necessarily mean that:

1. the routes have received no OHV use in recent years (as some terrain is prone to disguising evidence of use),
2. the routes have no current value for OHV use (as a lack of use could be due to a lack of wayfinding signs),
3. the routes have no potential value for OHV use (as the amount and types of recreational use increases), or
4. use of the routes would cause significant adverse impacts (as some routes are essentially innocuous).

Essentially we ask that OHV recreation along with the other social and natural resources be given due consideration.

So long as the travel-management plan provides a quality and quantity of diverse trail systems, we as OHV enthusiasts can successfully assist in their maintenance.

Sincerely,



Clif Koontz
Executive Director





ePLANNING

Comment Submission

Project: DOI-BLM-UT-P020-2021-0002-EA - Trail Canyon Travel Management Plan

Document: Public_TrailCanyon_TMP_Route_Evaluation_Comment_Form.docx

Submission ID: tcscooping-1-500117599

Comment

I believe all lands should be available for camping and off road ATV/UTV activity.

Submitter(s)

Submitter 1

Name:Smith, Larry

Address:Not Provided

Group or Organization Name: Not Provided

Disclaimer

Before including your address, phone number, e-mail address, or other personal identifying information in your comment, you should be aware that your entire comment - including your personal identifying information - may be made publicly available at any time. While you can ask us in your comment to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so.

(Withhold my personally identifying information from future publications on this project) - ***NO***



ePLANNING

Comment Submission

Project: DOI-BLM-UT-P020-2021-0002-EA - Trail Canyon Travel Management Plan

Document: Public_TrailCanyon_TMP_Route_Evaluation_Comment_Form.docx

Submission ID: tescoping-1-500117600

Comment

Please find the comment for BlueRibbon Coalition attached.

Upload File(s)

Files

Files

BRC-Trail-Canyon-EA-Scoping-Comment.docx

Submitter(s)

Submitter 1

Name:Burr, Ben

Address:Not Provided

Email Address: brmedia@sharetrails.org

Group or Organization Name: BlueRibbon Coalition

Position: Policy Director

(Add me to the project mailing list) - YES

Disclaimer

Before including your address, phone number, e-mail address, or other personal identifying information in your comment, you should be aware that your entire comment - including your personal identifying information - may be made publicly available at any time. While you can ask us in your comment to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so.

(Withhold my personally identifying information from future publications on this project) - NO



Ben Burr, Policy Director
BlueRibbon Coalition
P.O. Box 5449
Pocatello, ID 83202

November 30, 2020

Whit Bunting, Field Office Manager, Kanab Field Office
669 S Hwy 89A
Kanab, UT 84741

Dear Mr. Bunting,

BlueRibbon Coalition/ShareTrails (BRC) is writing to provide scoping feedback for Trail Canyon Travel Management Plan Environmental Assessment (DOI-BLM-UT-P020-2021-0002-EA). BRC is a national non-profit organization that champions responsible recreation and encourages a strong conservation ethic and individual stewardship. We champion responsible use of public lands and waters for the benefit of all recreationists by educating and empowering our members to secure, protect, and expand shared outdoor recreation access and use by working collaboratively with natural resource managers and other recreationists.

Our members use motorized and non-motorized means of recreation, including OHV, equestrian, mountain bikes, and hiking to access and enjoy recreating upon state and federally managed lands throughout the United States, including those of the Bureau of Land Management.

Many of our members and supporters live in and/or recreate in Utah and use motorized vehicles to access BLM managed lands throughout Utah, including the Trail Canyon Travel Management Area. In addition to access travel itself, BRC members visit the lands mentioned herein for motorized recreation, sightseeing, photography, rockhounding, hunting, wildlife and nature study, camping, and other similar pursuits. BRC members and supporters have concrete, definite, and immediate plans to continue such activities in the future.

The Trail Canyon Area is an incredibly popular area for off-highway use and dispersed camping. Sandwiched between designated wilderness, a National Park, and a National Monument, BLM should work to maximize OHV use in this area, since minimization of OHV related impacts occurs by land management designations in surrounding areas. As this area surrounds the popular Coral Pink Sand Dunes, the area serves as a destination for all forms of recreation.

The Barracks Trail, Elephant Cove, Parunuweap, and Moquith Mountain are high value areas for all forms of recreation, and several of the trails in these areas are world-class destinations for off-roaders and overland dispersed camping. Any travel management effort in this area should prioritize keeping these areas open.

In a phone call, with Clay Stewart, I was led to believe that the Kanab Field Office is operating under the assumption that new designations of existing routes in Wilderness Study Areas could not be considered as part of the 2017 Settlement Agreement. This is incorrect. The terms of the

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settlement agreement only require that the agency consider one alternative that does not designate any routes inside WSAs.

There are several existing routes that appear to be missing from the BLM's route inventory, and these should be considered for addition to the travel management plan. A number of these routes are located inside the boundaries of WSAs. For a list of the routes in question as well as a thorough documentation of the purpose and need for these routes, please refer to the "Route-Specific Comments submitted by Colorado Offroad Trail Defenders. (See Exhibit A)

In addition to the route specific comments in Exhibit A Numerous linear features exist in the satellite imagery for the following areas and should be analyzed for inclusion in the travel management system. Many appear to serve the purpose and need of maintaining range improvements, reaching scenic viewpoints, or adding additional areas for exploration and dispersed camping.

Image 1

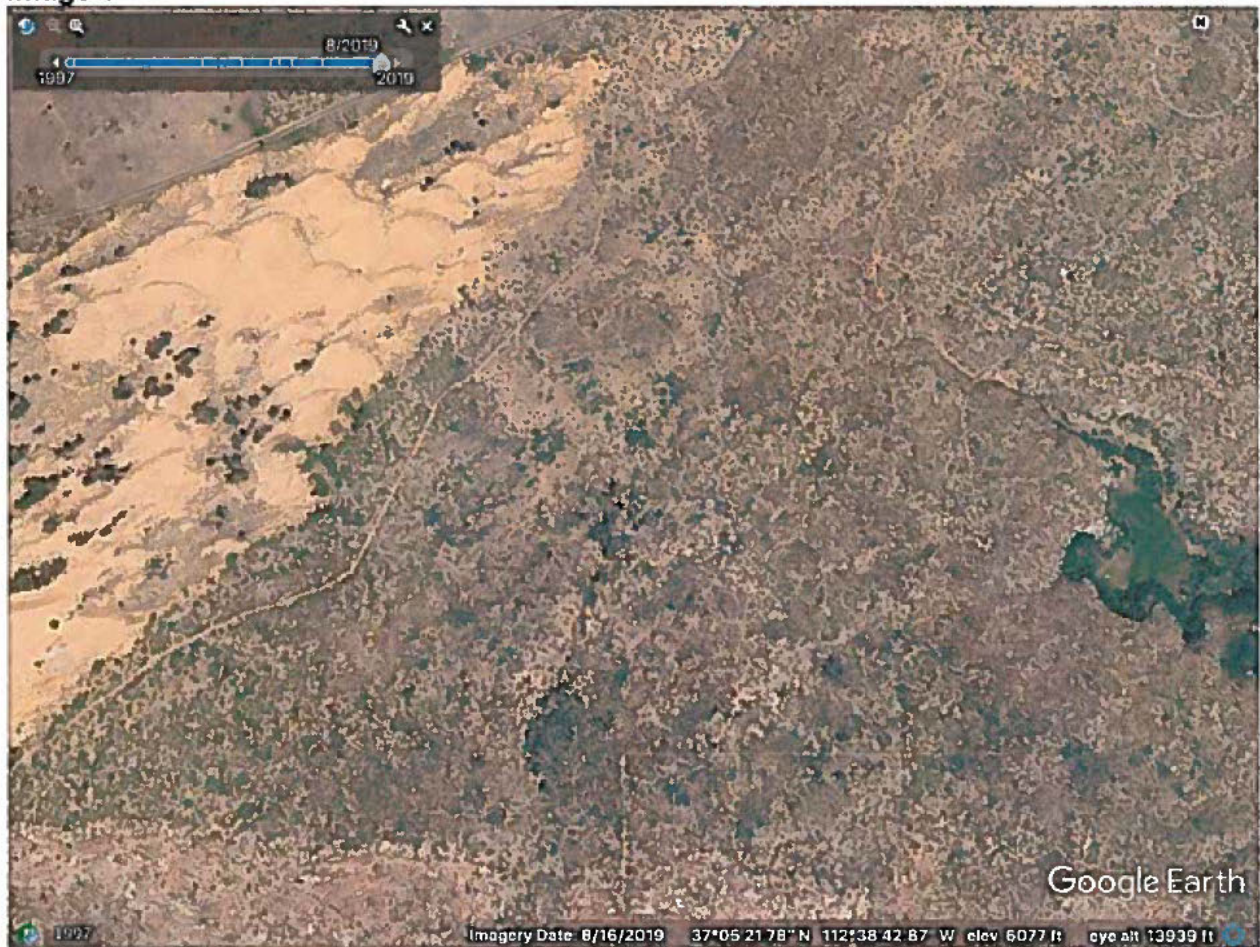


Image 2 (Rock Canyon Point Road – leads to K1295)

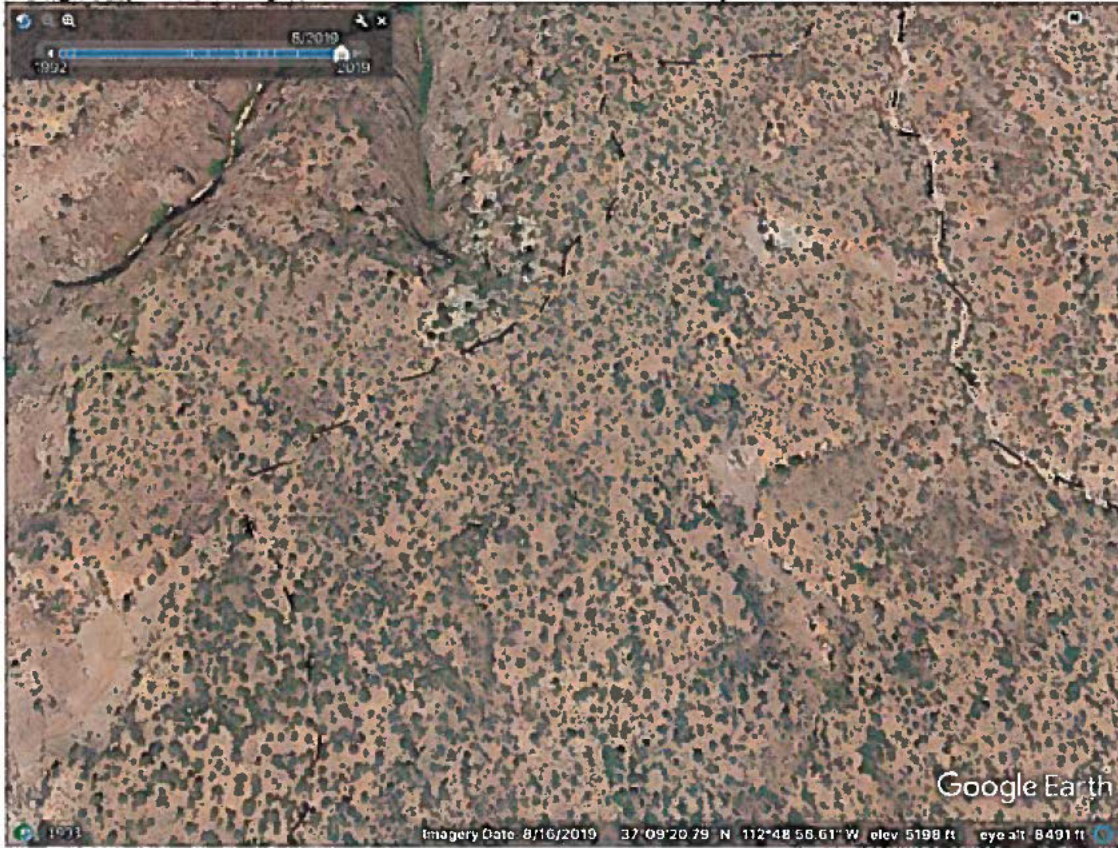
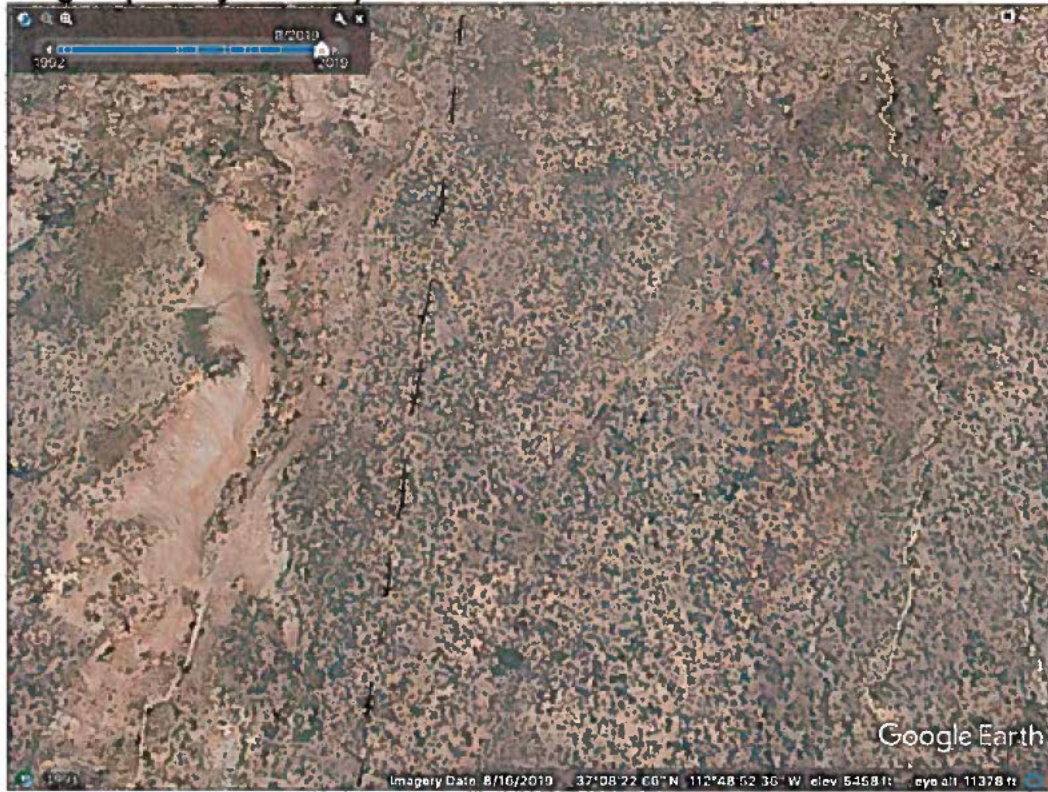


Image 3 (County Rd 1293)



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Image 4



We hope these comments ensure that none of these important routes are overlooked for inclusion in the travel management plan. This reflects only what we were able to identify with assistance from partner organizations, several days of on-the-ground research, and several hours of analyzing GPS mapping data. We hope that other interested publics and coordinating agencies were able to assist BLM in identifying more routes for inclusion. We have reviewed the maps that were included with the scoping materials, and we support the BLM keeping all routes open that are currently open. We also support the BLM opening all routes that were suggested for analysis in the scoping materials. The fact that we were able to find so many overlooked routes with limited resources is concerning, and we hope the BLM makes a serious effort to ensure that they are operating from a complete baseline inventory.

We would like to close by saying we support “shared use.” As long as overall visitation numbers are appropriate for the affected resources, motorized and non-motorized users can be compatible with one another so long as individual users understand designations and plan their activities accordingly. There will always be a handful of pathologically disgruntled individuals seeking their own private rejuvenation on public lands. These outliers should not dictate policy or use designations under the false promise of “reducing user conflict.” Contrasted to those using “conflict” in a transparent effort to put a thumb on the scales of management balance, there are legitimate concerns that usually reflect the simple fact there are too many people trying to enjoy the same areas at the same time. These “conflicts” can occur within user groups as often as they occur between them. The agency should always consider ways strategies to publicize and manage these situations, so that our public lands don’t become a place where certain users are excluded based on their culture and recreation preferences, and others are not. We stand ready to assist the agency in formulating creative and strategic management solutions that will give more people more of what they want in our public lands.

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BRC would like to be considered an interested public for this project. Information can be sent to the following address and email address:

Ben Burr
BlueRibbon Coalition
P.O. Box 5449
Pocatello, ID 83202
brmedia@sharetrails.org

Sincerely,

A handwritten signature in blue ink, appearing to be 'SG', written in a cursive style.

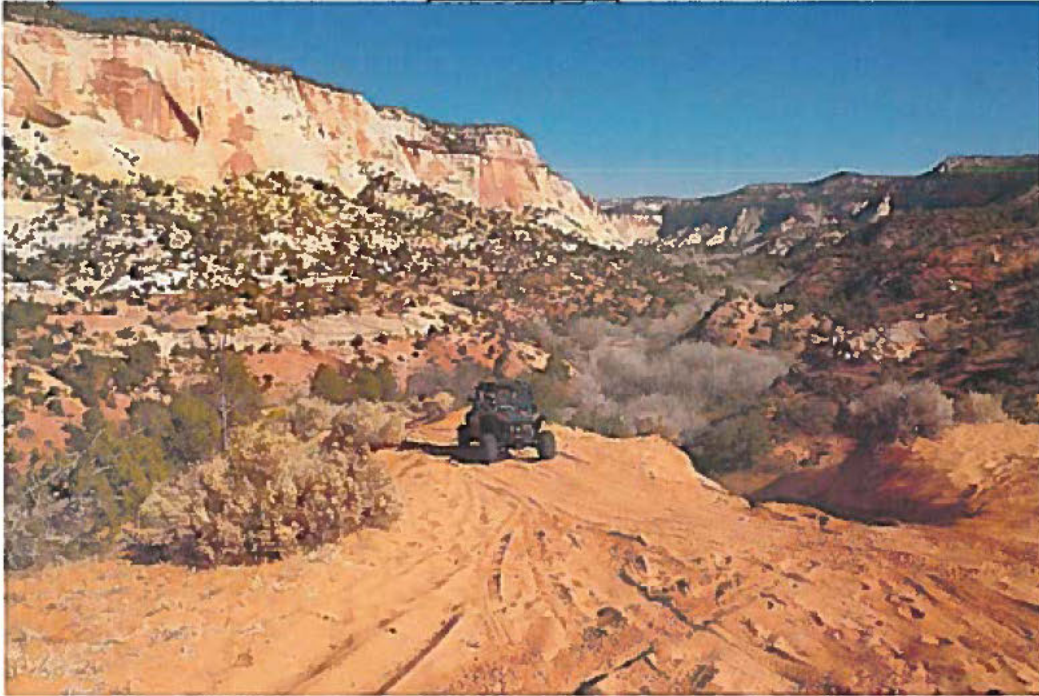
Spencer Gilbert
Executive Director
BlueRibbon Coalition
brspencer@sharetrails.org

A handwritten signature in black ink, appearing to be 'BB', written in a cursive style with a horizontal line underneath.

Ben Burr
Policy Director
BlueRibbon Coalition
brben@sharetrails.org

Exhibit A

I.Route-Specific Comments



1. BLM Route 20: Barracks Trail

The crown jewel of the motorized trail network in the Trail Canyon TMA is the Barracks Trail, also known as Kane County Road K1300 - Elephant Cove Road, and shown on the Kanab Field Office's current motorized travel map and the scoping maps as BLM routes 20 and 20WSA. Earlier in November 2020, I spent a week-long vacation in Hurricane and Kanab and this was a destination trail for me. It did not disappoint.

The Barracks Trail offers a motorized recreational experience like nothing else available in the area. Running south to north, it starts as a rolling, winding, sandy trail with scenic views of Elephant Butte and Harris Mountain. As it descends into the canyon along the Virgin River, it offers some moderate technical challenges on slickrock obstacles, before coming to a point overlooking the canyon with spectacular views of towering cliffs on all sides. From there, it descends a steep sand hill that is a nationally famous obstacle. Any vehicle can make it down the hill, but only some can make it up the steep incline through the deep sand. For those who wish to try running it uphill, it provides a formidable challenge that tests drivers' sand driving skills.

After descending to the Virgin River, the trail offers numerous water crossings which can pose some challenge when the river is running higher, and travels down an extremely scenic canyon with towering cliffs on both sides. There are several opportunities to hike up side canyons and see several slot canyons. It ultimately turns into a graded dirt road after passing through a parcel of private property, before ending at Highway 89 just south of Mount Carmel Junction.

The Barracks trail can be run straight through while traveling from Hurricane to Kanab (as I ran it during my recent trip), and as a loop either with other OHV trails in the Elephant Gap and Coral Pink Sand Dunes area or taking Highway 9 through Zion National Park back to Hurricane.

The Barracks Trail is a nationally famous destination trail in the region, and to my knowledge has frequently been included among organized trail runs as part of the Trail Hero and Winter 4x4 Jamboree events held annually in Hurricane. It is also a popular trail for local Jeep clubs and OHV/side-by-side groups. This route is one of the routes being considered in the ongoing RS-2477 Bellwether Case, and is claimed by Kane County and the State of Utah as an RS-2477 route.

Though much of the trail is inside the boundaries of the Parunuweap Canyon WSA, it does not harm the wilderness characteristics of the WSA or harm its potential to be designated as a wilderness area in the future. Due to its extremely high value for motorized recreation, if Parunuweap Canyon was ever designated as a wilderness area, this route would likely be cherry-stemmed in the authorizing legislation. When I drove it, I observed minimal trail braiding and no unauthorized routes leading off of it into the WSA.

While we understand that the BLM is required by the settlement agreement to consider one alternative that does not designate any open motorized routes inside WSAs, the BLM should keep this route open to all motorized vehicles in all other action alternatives considered in this travel management process.

2. BLM Route 18: Barracks Overlook Trail



Another extremely important route in the Barracks area is the Barracks Overlook Trail, also known as Kane County Road K1290 - West Rock Canyon-Barracks Road, and BLM routes 18 and 18WSA. This route leads from BLM route 25 in the Shunes Hollow area out to a spectacular overlook of the Virgin River canyon near the actual Barracks peak. It provides spectacular scenery and dispersed camping (particularly the large dispersed campsite at the end of the trail), and is a relatively easy trail which all four-wheel-drive vehicles can access.

This is also a nationally known trail featured in guidebooks such as Peter Massey's *Utah Trails: Southwest Region* book, and is a destination trail for visitors to the area. It is frequently run in together with the Indian Walkway loop and Shunes Hollow / Shunesburg Mail Drop trails for a full day of motorized recreation and exploration in the western part of the Barracks area.

The best part of this trail (the final descent down to the overlook of the Virgin River) is also inside of the Parunuweap Canyon WSA. It also does not harm wilderness characteristics or wilderness suitability. When I ran it in November 2020, I did not observe any trail braiding or unauthorized routes leading into the WSA. There were a few dispersed campsites inside of the

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WSA, including the one at the overlook at the end of the trail, but they were clean and well-contained.

We ask that this route be kept open to all motorized vehicles in all action alternatives developed through this scoping process, except for the settlement required alternative that designates all routes in WSAs as closed to motor vehicles.

3. Indian Walkway Loop

A popular loop route in the Barracks area is the Indian Walkway Loop. This route consists of BLM routes 17, 19, and 25 in the Kanab Field Office, and Canaan Mountain Road in the St. George Field Office. The loop provides access to two local attractions: the Indian Walkway and the Shunesburg Mail Drop. It also provides access to the trailhead for the Canaan Mountain Sawmill Trail in the Canaan Mountain Wilderness.



While only half of this loop is in the Kanab Field Office and the Trail Canyon TMA, it is important to keep in mind the full context of this loop. Looking only at the Kanab FO travel map, BLM Routes 25 and 17 appear to be dead-end routes ending at the field office boundary and Washington County line. However

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both of these roads continue into the St. George Field Office, which does not yet have a designated route system, and OHVs are limited to existing routes.

BLM Route 19, also known as Kane County Road K1225, is the main route for this loop in the Trail Canyon TMA. While this road is narrow and most often used by ATVs and side-by-sides, it is fully passable to full-size 4x4s, albeit with some pinstriping. The main point of interest along this trail is the Indian Walkway, which is a path across a large area of exposed slickrock outlined in rocks. As best I have been able to discover, it is of unknown origin but is assumed to have been built by Native Americans, and is thus an archeological site.

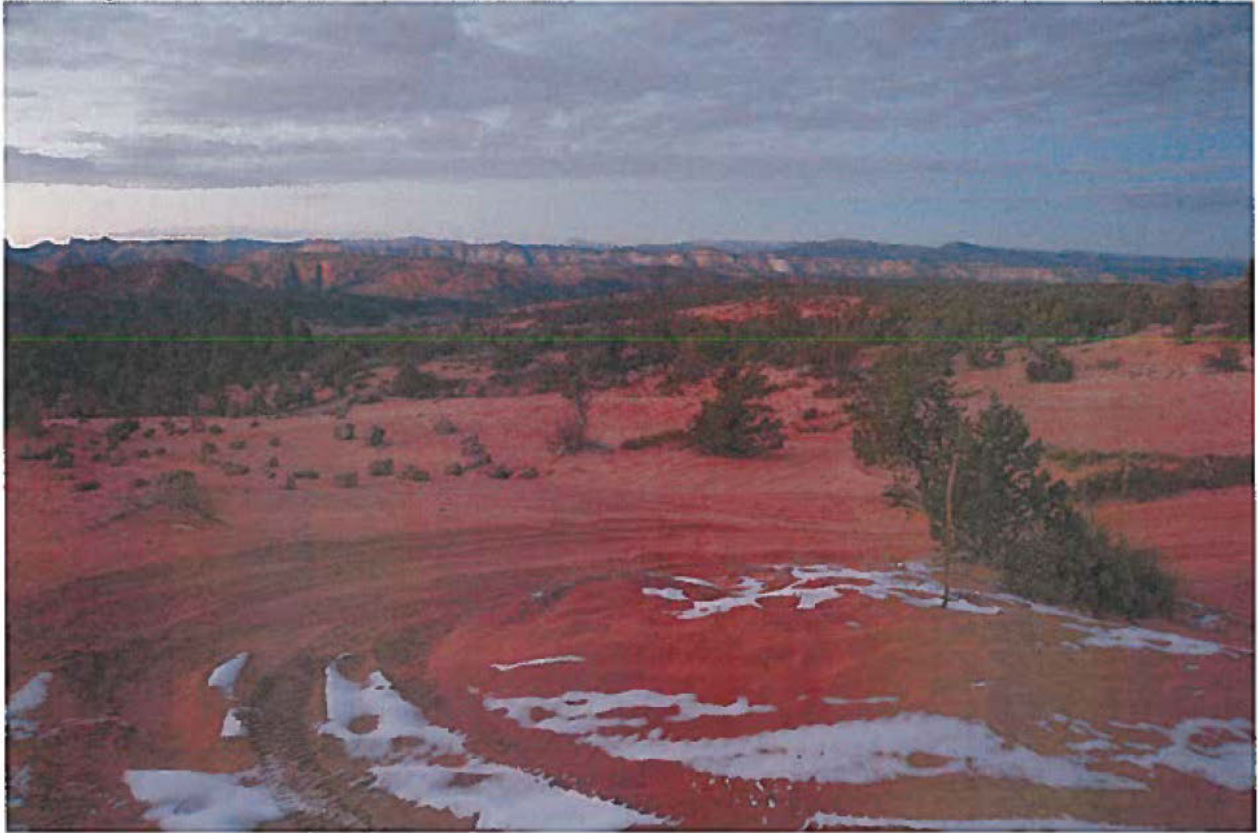
The walkway site is accessed by a short spur route marked on the current travel map as BLM Route 19A that leads directly to the top of the walkway, while another short spur (19B) continues a short distance past the bottom of the walkway. The GIS data provided by the BLM for the scoping period only shows a short section of this spur as 19A, while the rest of the spur is marked as TC1016--one the previously uninventoried routes being considered for scoping. Curiously, the GIS data lists the first segment of this spur (19A) as "Access: Abandoned", and lists the name as "atv".

Having driven this route in my Jeep Wrangler in early November 2020, I can assure the BLM that this route is not abandoned, and it is fully accessible to full-size vehicles, not just ATVs. This spur leads to a well-defined parking area at the top of the Indian Walkway at coordinates 37.094022, -112.898286. Most people stop there, but satellite imagery on Google Earth shows the route continuing another few hundred yards across the boundary into the St. George Field Office, where it ends at the top of the hill. TC1016 should therefore be extended to the field office boundary.



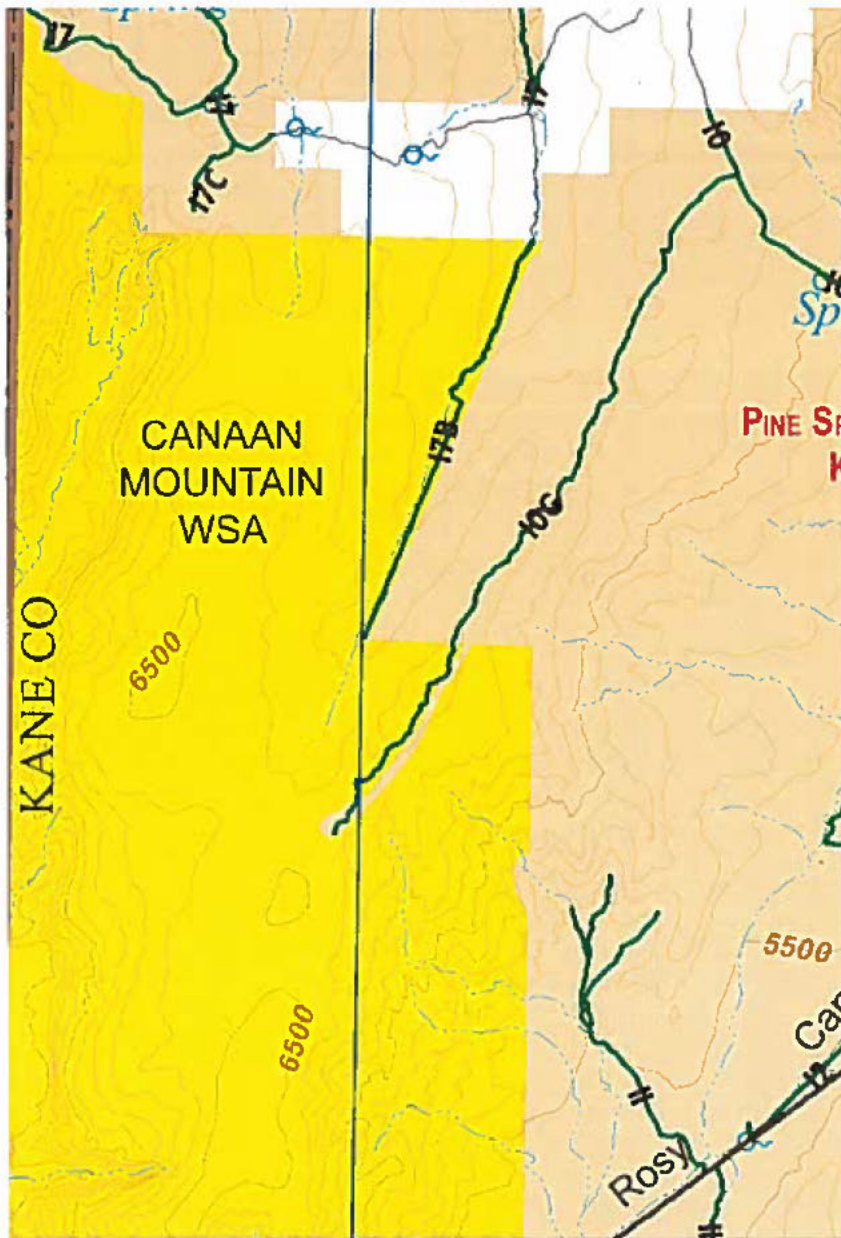
Google Earth imagery showing the location of the parking area and the route continuing into the St. George Field Office.

Below is a photo showing the turnaround and parking area at the top of the Indian Walkway.



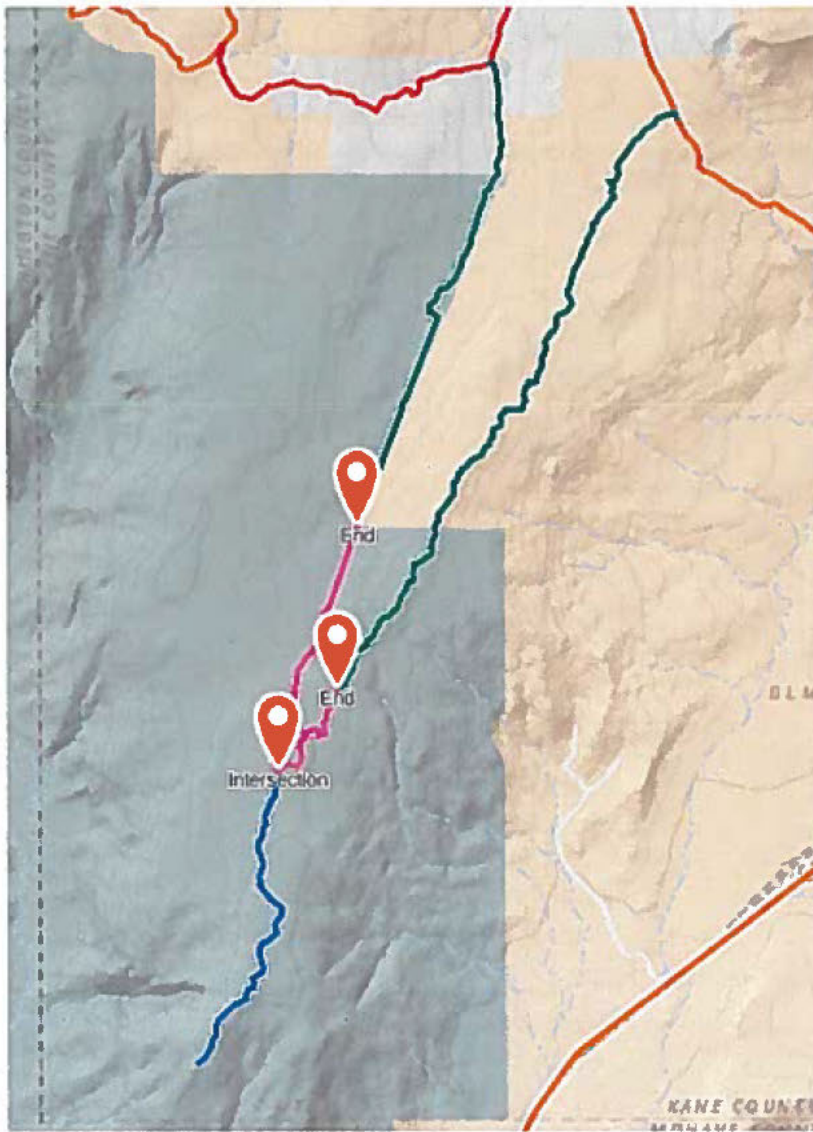
We request that all action alternatives preserve the existing designations for BLM Routes 17, 25, 19, 19A, and 19B, and designate TC1016 (corrected to show it extending to the field office boundary) as OHV Open as part of 19A. Additionally, the scoping GIS data shows BLM Routes 17 and 25 each ending just short of the field office boundary. The spatial data for these routes should be corrected to show them ending at the field office boundary and Washington County line, as they actually continue across it.

4. Missing Inventory: End Segments of BLM Routes 17B and 10G



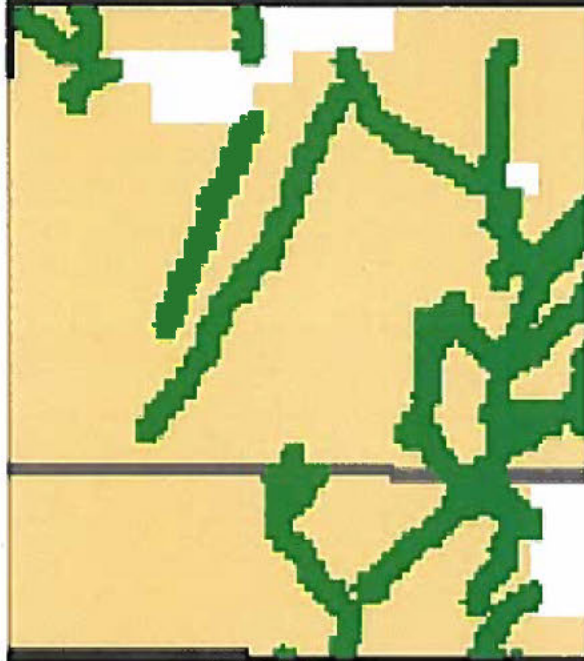
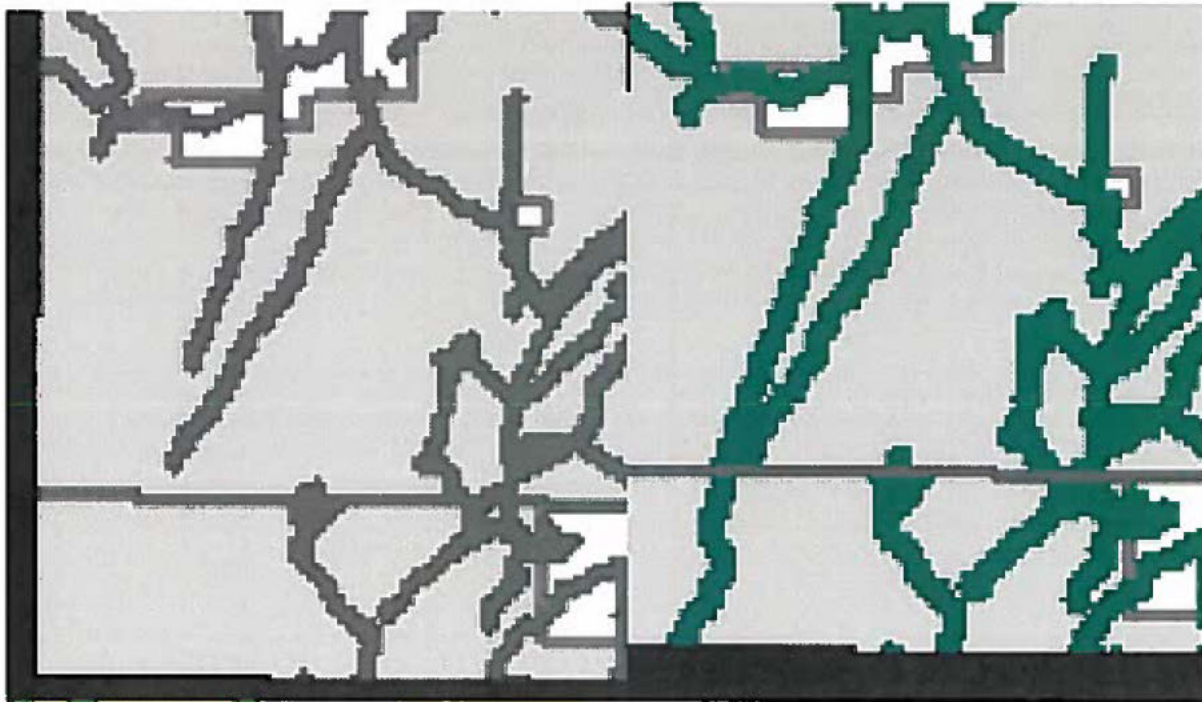
Two important routes in the southwest corner of the Trail Canyon TMA are BLM Routes 17B and 10G. Route 17B is also known as Kane County Road K1215 - Rosy Canyon Lookout. The image on the right shows how they are depicted on the current travel map. These routes are depicted the same in the Trail Canyon TMA scoping maps and GIS data.

What these maps fail to show is that both prior to the 2008 travel plan and on the ground currently, these two routes intersect to form a loop 0.58 miles past the current endpoint of 10G, and 1.14 miles past the current endpoint of 17B. Past that intersection, 17B continues approximately 1.5 miles to the top of an unnamed hill at a highly scenic overlook of the entire area, located at coordinates 37.003878, -112.887245 (likely the eponymous Rosy Canyon Lookout).



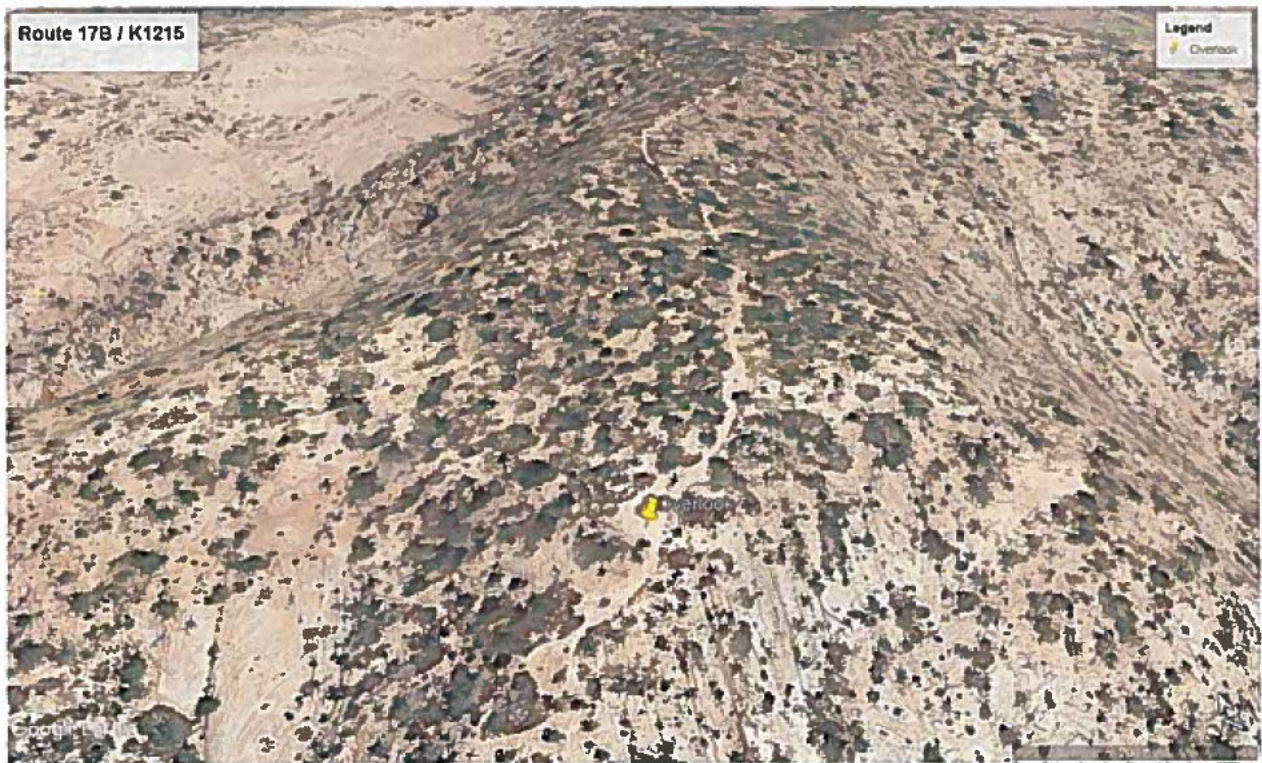
The full trail system is depicted in the map to the left. It is worth noting that the state of Utah claims the entire length of Route 17B to the endpoint shown on this map as part of Kane County Road K1215 - Rosy Canyon Lookout, and will likely claim it as an RS-2477 road following the successful conclusion of the ongoing Bellwether Case. GIS data for the State of Utah's claimed route can be found [here](#).

This entire route system existed prior to the 2008 Travel Plan, and in fact is shown on one of the route inventory maps from that process. The project record for the 2008 RMP includes two different route inventory maps – one for the Draft EIS and one for the Final EIS. The inventory map for the Draft EIS (Map 3-17, dated 10/1/2007) shows these two routes as they are shown on the current Kanab FO travel map, while the inventory map for the Final EIS (Map 34, dated 7/1/2008) shows the complete route network as depicted above. However the final route designation map (Map 10, dated 10/31/2008) seemed to use the original inventory, and showed only those segments as open without showing the rest of the routes as closed, which is marked in red in other areas of the map.



2007 DEIS Inventory Map (left), 2008 FEIS Inventory Map (center), Final Decision Route Map (right)

The entire length of route 17B/K1215 can be seen in Google Earth historical imagery from 1992 to the current imagery dated 8/16/2019 (pictured below, showing the endpoint at the overlook and turnaround).



On my recent visit to the area in early November 2020, I drove route 10G to its designated endpoint at 37.02703, -112.87640, where it appeared there was a brand new (likely less than a year old) fence blocking the roadway with closure signs.



The road past the fence was completely clear and in good condition. I noticed recent tire tracks on it, and discovered an illegal bypass where motorists have driven around the fence to the left, pictured below:

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I proceeded on foot from the closure point to the old junction between 17B and 10G at 37.02200, -112.88099. The road was in good condition the entire way and was clear of downed trees or other obstacles blocking the path. I observed fresh tire tracks all the way to the junction, pictured below. The road appeared to continue in good condition in both directions from the junction.

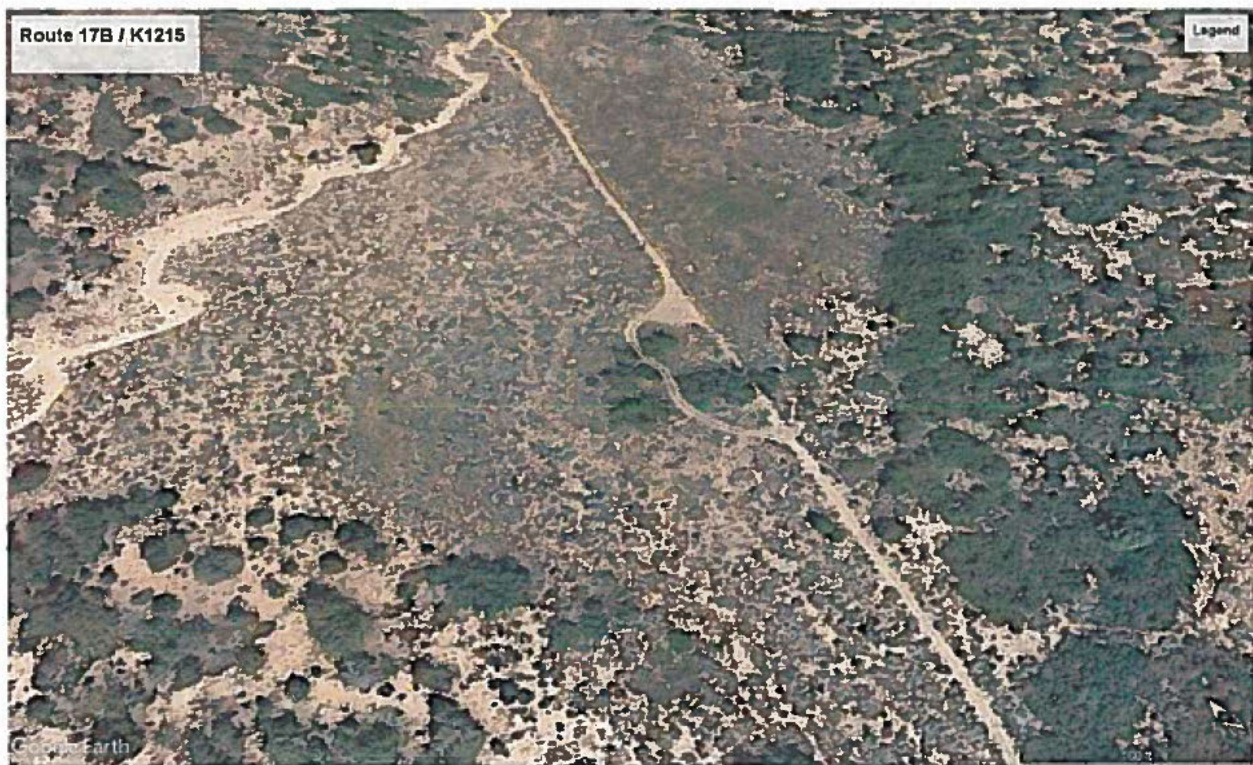
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Based on my observations, it appeared the fence at the end of 10G had only recently been installed, and was not serving as an effective deterrent to prevent motorized users from driving around it in order to complete the full route up to the overlook and the loop with 17B.

While we do not condone the violation of a signed and fenced closure, the fact that some users are illegally driving this route shows that the current endpoint is indefensible and that strong demand exists for this entire route system to be officially designated as open to motorized use.

As stated above, loop opportunities are always preferable to out-and-back routes. With the BLM's failure in the 2008 travel plan to designate the entirety of these two routes at least to the junction between 10G and 17B, it severed an existing loop opportunity and created two out-and-back routes instead. The endpoints chosen are ultimately indefensible. The closure point on 10G has fairly sparse vegetation on either side of the short fence built across the road, which allows it to be easily driven around. While I did not have a chance to drive 17B, Google Earth imagery (dated 8/16/2019) shows a similar illegal bypass at the closure point on that route:



If anything, the closure point on 17B looks even less defensible than the closure point on 10G, occurring in an open field down in a valley with only small bushes and a couple small trees nearby, while the closure point for 10G is on a ridgetop in thicker forest.

It is clear that the current management of these two routes is not working. While the BLM could choose to move the closure points earlier, or even close them entirely, we believe the best management option would be to designate as OHV Open the additional existing portions of these routes at least to the point where they intersect, which would allow them to be run as a loop. Ideally, 17B would be designated all the way to its natural endpoint at the scenic overlook at 37.003878, -112.887245, and we advocate for this result. This would allow motorized recreationists to drive the entire historic route and have the desired "payoff" at the scenic overlook at the end, which must be the "Rosy Canyon Lookout" referenced in the name listed for K1215 in the State of Utah's roads database. This would eliminate the motivation for motorists to circumvent closures to experience views like this, taken along the closed portion of route 10G.



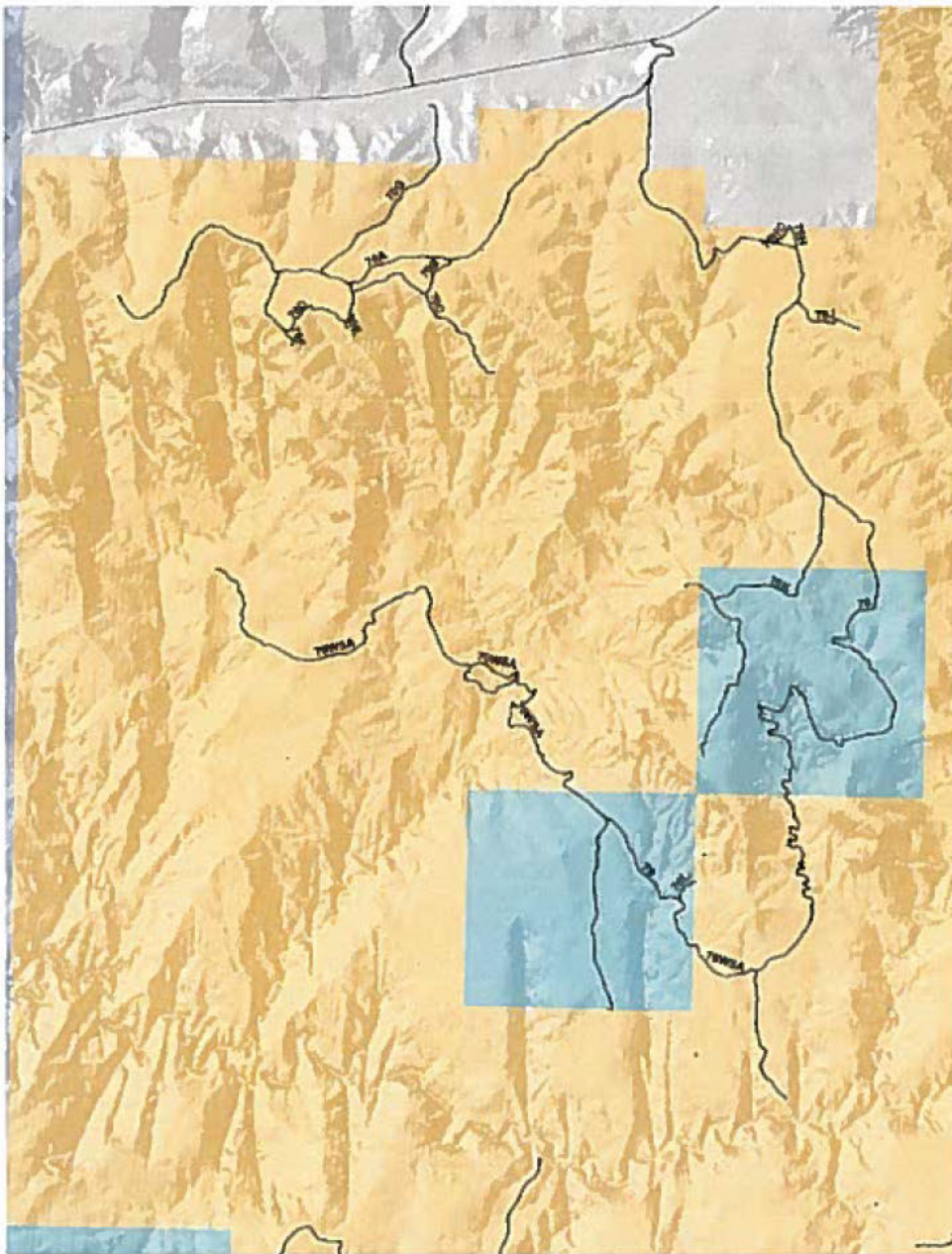
In conclusion, the additional segments of routes 10G and 17B existed prior to the 2008 travel plan and should therefore be eligible for consideration for designation as open to motorized use under this travel management process. While these additional segments are inside the Canaan Mountain WSA, the terms of the settlement agreement do allow such routes to be considered as long as the BLM also considers an alternative that does not designate them as OHV Open.

Accordingly, we request that these additional route segments be added to the scoping inventory as new TC routes, and we propose two alternatives for the BLM to consider regarding them:

1. An alternative that considers designating as OHV Open the entirety of 10G and 17B as they exist on the ground, with 17B terminating at the scenic overlook at 37.003878, -112.887245.
2. An alternative that designates as OHV Open only the additional portions of 10G and 17B to where they intersect at 37.02200, -112.88099, restoring the historic loop opportunity.

We believe both of these alternatives would be preferable to the current management, and would better preserve the wilderness characteristics in the WSA than the current closure points, by removing the incentive for unauthorized motorized incursions into the WSA and keeping motorists on the existing routes.

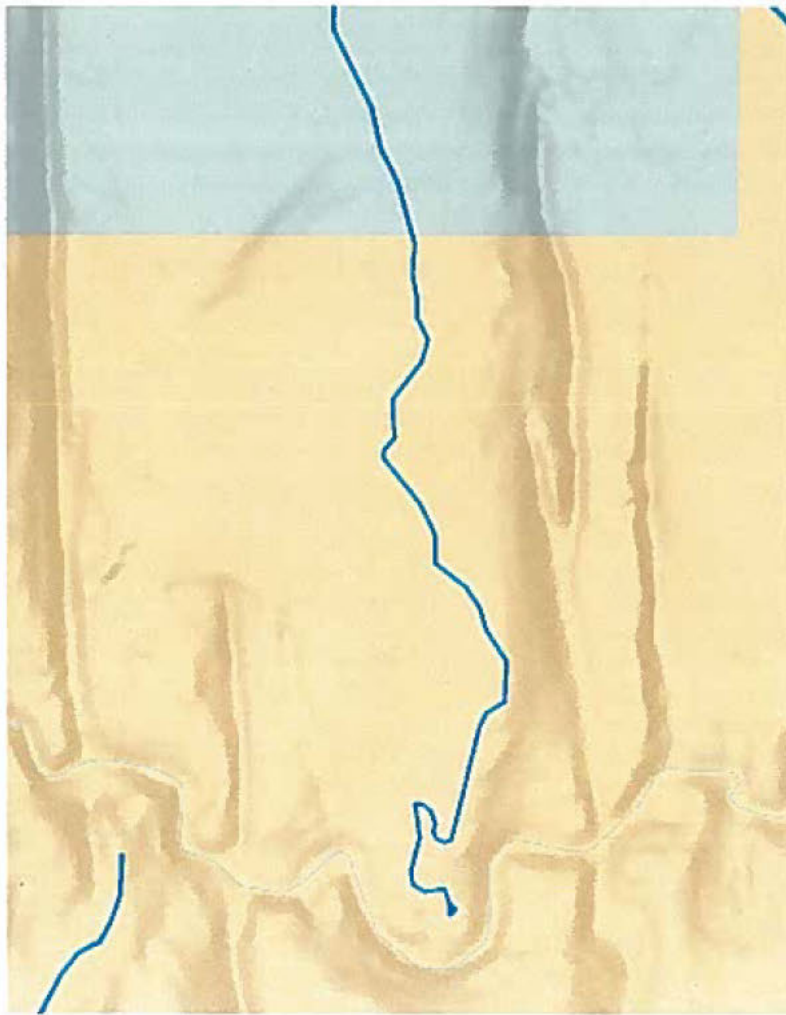
5. Missing Inventory: End Segment of K1615 - Poverty Flats Trail (Southern Branch)



Another important route in the Barracks area is the Poverty Flats Trail on the north side of the Virgin River. This trail leads down from Highway 9 to an overlook of the Virgin River about 1/3 mile east of the endpoint of the Barracks Overlook Trail described above. Much of this trail is depicted on the Parunuweap scoping map (pictured right) as routes 70 and 70 WSA.

However, the route forks in the middle of a parcel of SITLA land, with an unnamed route proceeding south. This route is shown in the Utah roads database as Kane County Road K1615. The scoping map fails to show that this road continues south after exiting the SITLA parcel back onto BLM land inside the WSA, where it continues to an overlook just above the Virgin River at 37.170138, -112.814500.

This segment is included in the Utah roads GIS database and is pictured in this map below.



This also matches both a GPX track I downloaded from the Utah Public Lands Alliance and the route shown on AllTrails.

As with the routes discussed previously, this road was shown in the FEIS Route Inventory map for the 2008 Travel Plan (below left), but not in either the DEIS Route Inventory Map or the final Designated Routes Map (below right). Neither did the final route map show it as closed (red), as it did a nearby spur (K1297).



While I have not had the opportunity to drive this route myself, recent reports I have read from local offroaders indicate it is commonly regarded as open all the way to the terminus just above the Virgin River and is a common destination for trail runs by local Jeep and ATV clubs. Google Earth imagery clearly shows the full route down to the endpoint above the river.



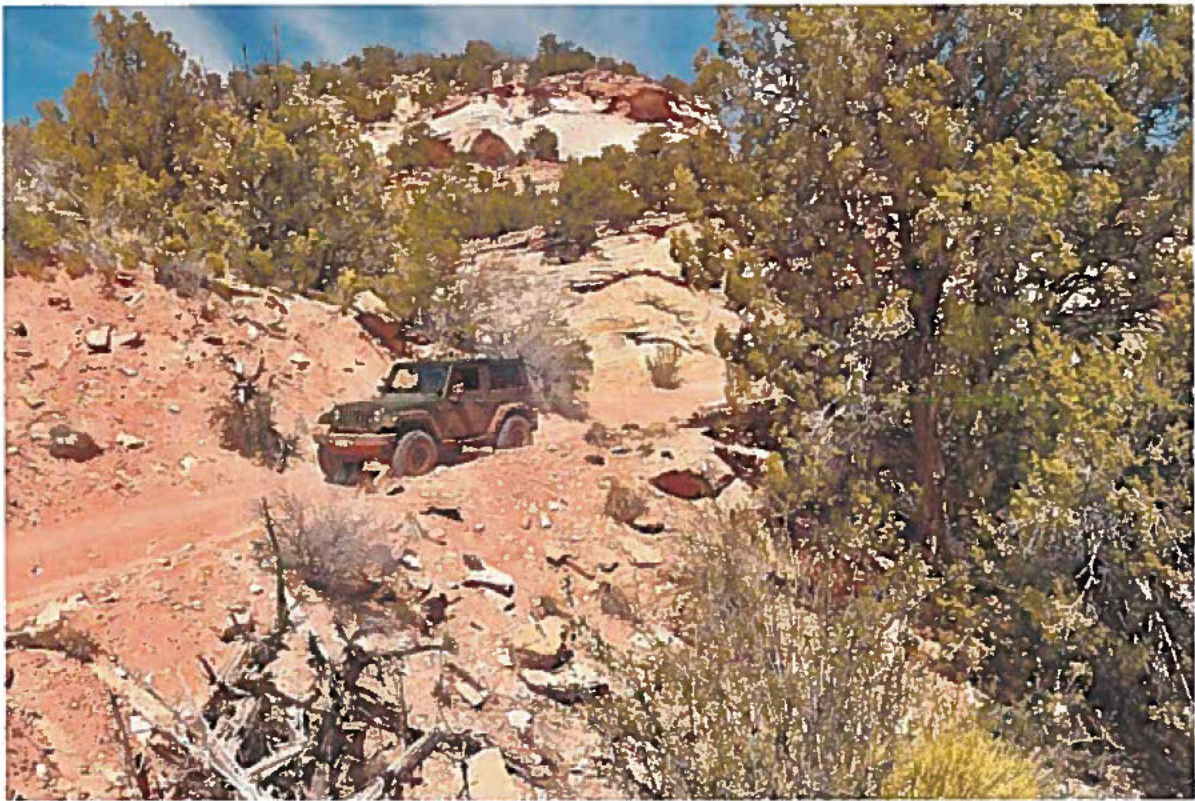
The end of this road is also visible in this drone photo, which I took while flying from the end of the Barracks Overlook trail.



The full route down to the point above the river is also shown on the OnXOffroad mapping app (pictured right), which also includes a description of the trail and the following



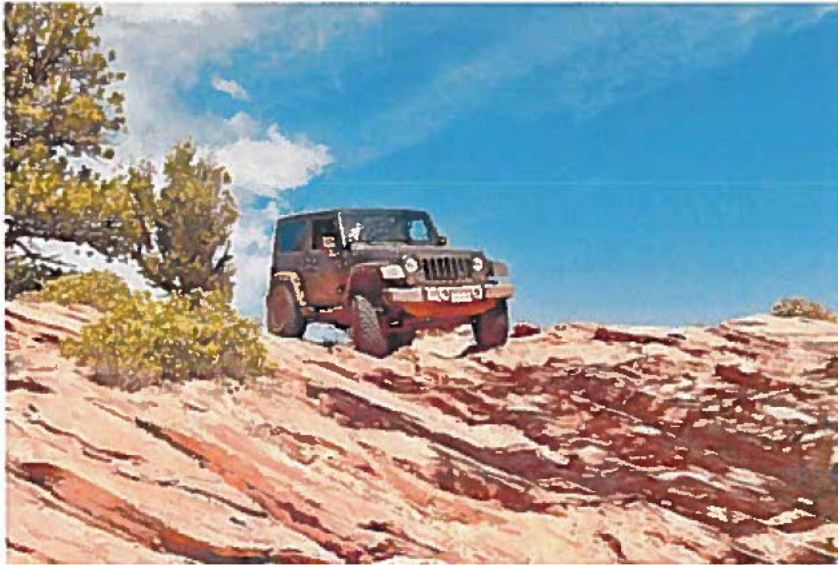
pictures:



The trail description from OnXOffroad states:

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"A beautiful trip out on Bureau of Land Management land. There are shelf roads, ponderosa pine forests and Navajo sandstone that most of this region is known for. This trail gets a little busy during deer season, and there are various spots where one person will have to back up to be able to pass. The end brings you to a short hike down to the east fork of the Virgin River, where many petroglyphs can be found on the canyon walls. The beginning of the trail passes through Zion Mountain Ranch Bison preserve, which can also be a fun photo opportunity depending on where the herd is the day."



In conclusion, the segment of K1615 from the southern edge of the SITLA parcel to the endpoint above the Virgin River existed prior to the 2008 Travel Plan, but was left out of the final route inventory with no express decision to close it. It offers a high-value experience for motorized recreation. Though it is inside a WSA, it is eligible for consideration for designation in this travel plan, and we ask the BLM to add it as a new TC route and consider at least one alternative which designates it as OHV Open.

We also request that all action alternatives (except the no WSA routes alternative) keep the rest of BLM Routes 70 and 70WSA (K1600 - Poverty Wash Road) open to motorized vehicles as well. This whole trail system offers spectacular scenic views of the Barracks area and White Cliffs, and should be kept open to motorized use. As I understand it, the whole trail system is a local favorite, and it will be a destination trail for me the next time I visit southern Utah.

6. Missing Inventory: K1297 - Steep Trail

While the 2008 travel plan did specifically designate the side spur K1297 - Steep Trail to the east of K1615 as closed, it is included in the scoping maps (the scoping GIS data confusingly notes this route as Access: Open, but has the comment "Closed due to WSA impairment concerns"), and we ask the BLM to take a fresh look at this route and consider an alternative that would reopen it. It also descends from the main route 70 down to an overlook of the Virgin River, and is worthy of consideration for designation.

As shown in the map below, the Utah county roads GIS database actually shows this route crossing the Virgin River and joining with BLM Route 20Q, ultimately connecting to the Barracks

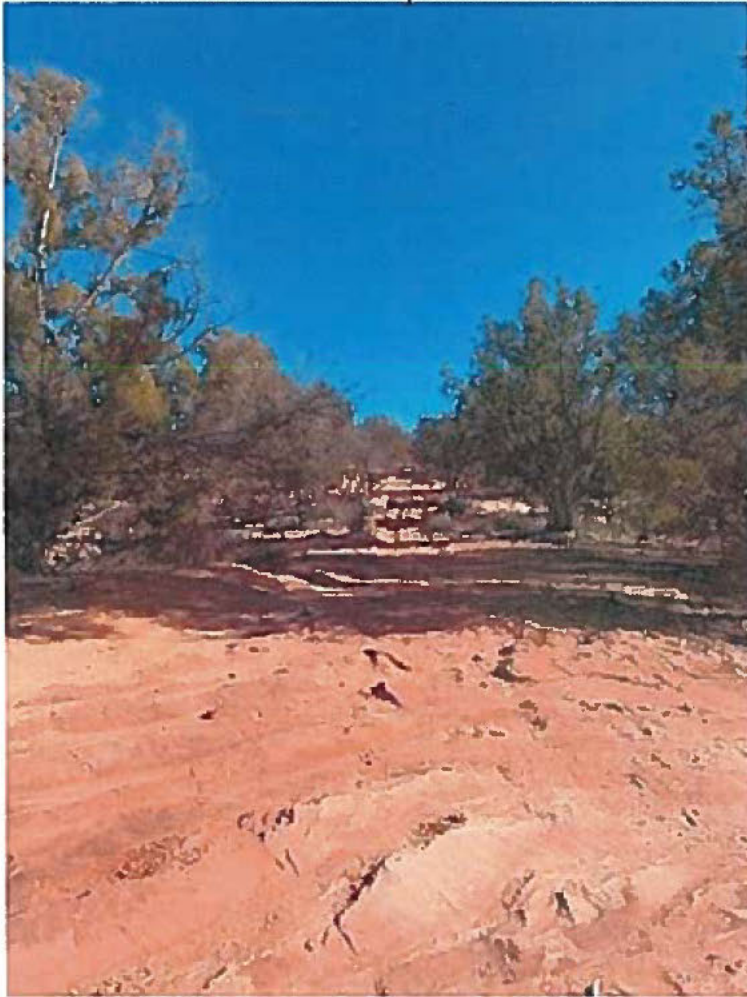
Trail / Elephant Cove



Road.

From what I have heard from locals, the connection across the river is not passable to vehicles, but both halves of the route leading to points just above the river are well traveled by vehicles and worthy of consideration for designation as OHV Open. Below right is a picture showing a section of the currently undesignated portion of K1297 - Steep Trail on the south side of the Virgin River.

I am uncertain about the exact points on either side of the river the route becomes



impassable to vehicles. An on-the-ground survey would be necessary to determine that. But we urge the BLM to consider the non-inventoried segments of K1297 on the south side of the river connecting to the Barracks Trail as additional TC routes added through scoping, and consider at least one alternative which designates those portions that are passable to vehicles as OHV Open.

7. Miscellaneous Routes and Trail Systems

The main routes we wish to cover in detail are listed above, but there are a few miscellaneous routes we wish to briefly comment on as well:

1. The scoping GIS data lists several segments of BLM Route 10 / SOUTH VIRGIN-SANDS ROAD around the western side of Elephant Butte crossing a square of private property as, "Access: abandoned." These roads are not abandoned, and are very well-used, well-defined routes that are a crucial portion of the main loop around Elephant Butte. I drove them during a trip to the area in fall 2018, and they were fully open and passable. All routes around Elephant Butte should be kept open in all alternatives, especially the main loop consisting of routes 10, 26, and 15.
2. Sand Hills / Red Canyon Area - We urge the BLM to keep all existing routes in the Sand Hills / Red Canyon area north of Kanab, accessed from the OHV staging area at the PEEK-A-BOO KIOSK open in all alternatives, especially route 106H and connecting routes in the Red Canyon wash. Those routes provide access to the Peek-A-Boo slot canyon. I drove that route on my recent trip and it was a fascinating area to explore. There are many other connecting trails up onto the mesa above Red Canyon, which I have read lead to some interesting Indian ruins. That area appeared well-managed and all routes in that area should be left as-is in all alternatives considered.

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3. Hog Canyon Trails - While I did not have the chance to visit this trail system, I understand that the Hog Canyon trail system is a nationally famous OHV destination that has been subject to extensive travel management already. The existing management has been a good compromise between all user groups in the area and should be left as-is in all alternatives considered.
4. Panguitch Area Trails - While I was not able to explore any of the trails in the Panguitch area in the north part of the Trail Canyon TMA, the scoping GIS data shows a particularly high number of routes with closure comments stating "reduction of routes in sensitive habitat." We urge the BLM to consider an alternative that reduces the number of routes being proposed for closure in this area, as the current number of proposed closures seems excessive.
5. Coral Pink Sand Dunes Area - We ask that the BLM keep open all existing routes around Coral Pink Sand Dunes State Park, particularly the trail system just to the east of the park inside the Moquith Mountain WSA. There is a nice loop opportunity offered by these trails, and BLM Route 51 (K1045) provides access to the Hell Dive Canyon Pictographs. The scoping GIS data also shows a spur route leading south from route 51 with the comment, "Closed due to Kaibab Paiute tribe request." GPS tracks from UPLA show this route leading to a point of interest called the Beehive and a scenic overlook at the rim of the mesa. Even though this route was closed in the 2008 travel plan, it should be considered for reopening in at least one alternative.
6. Even though the BLM closed the northern section of route 20M (20MWSA) in the 2008 travel plan, we ask that at least one alternative consider reopening it. Judging from Google Earth imagery, this route still exists on the ground and may still be regularly driven. It provides access to a scenic overlook of the Virgin River across from the end of the Poverty Flats Trail.



ePLANNING

Comment Submission

Project: DOI-BLM-UT-P020-2021-0002-EA - Trail Canyon Travel Management Plan

Document: Public_TrailCanyon_TMP_Route_Evaluation_Comment_Form.docx

Submission ID: tescoping-1-500117601

Comment

As an avid hiker and Off road user, I spend most of my vacation and vacation monies traveling to states that have off road trails and off highway camp sites. The off road industry is one of the fastest growing in the country, with many people spending their money in areas that are mostly on BLM Land. With so many people traveling in RVs, campgrounds are becoming harder and harder to fine. Many of us prefer to stay on BLM land where we can stay away from those crowds. The Kanab area is one of the best areas in the country for us to spend our recreational time

and monies . The more trails that are closed, the more the open trails will be overused and abused. It's much better to spread the people out over the lands and onto more trails. Many of the off road group that use these trails, also monitor them and help to clean up trash left by the FEW who don't know how to treat the lands. Please reconsider the closing of trails...

Submitter(s)

Submitter 1

Name:Hansen, Elizabeth

Address:Not Provided

Group or Organization Name: Not Provided

Disclaimer

Before including your address, phone number, e-mail address, or other personal identifying information in your comment, you should be aware that your entire comment - including your personal identifying information - may be made publicly available at any time. While you can ask us in your comment to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so.

(Withhold my personally identifying information from future publications on this project) - *NO*



ePLANNING

Comment Submission

Project: DOI-BLM-UT-P020-2021-0002-EA - Trail Canyon Travel Management Plan

Document: Public_TrailCanyon_TMP_Route_Evaluation_Comment_Form.docx

Submission ID: tcscoping-1-500117602

Comment

As a 26-year resident and business owner of Kanab, Utah, I'm deeply concerned about the Trail Canyon Travel Management Plan. I appreciate the opportunity to share my concerns. I've visited the areas under consideration frequently and have witnessed the degradation of it due to excessive motorized travel and recreation. I backpack, hike, bike, and ride a horse, and I feel there is precious little area that I can visit without an overwhelming risk of encountering motor recreation or the scarring that results. In fact, I've found few places to sit and contemplate the

beauty without the interruption of revving motors. Even where areas are theoretically closed, I repeatedly encounter off-roaders or the damage they've done, and over the years I've seen increasing activity.

I used to ride my horse in the area of Red Knoll, but at a point it didn't seem safe. While many ATV riders are polite and would stop as I passed, some didn't see me or respond in time to limit risk to my horse and me. I hike the area along the Hancock Road, but it is depressing to always cross yet another four-wheeler route and to hear the noise. It's also depressing to see tread marks running around the relic ponderosas, their branches broken, and trash and fire pits at their roots. I backpacked the Parunaweap this summer, dropping in from Checkerboard Mesa, and had the most awesome experience--until we reached the ATV zone, where a dozen people buzzed around us and churned the water into mud. I often used to picnic in Parunaweap Canyon, but it doesn't bring me the joy it once did. Even side canyons that are supposed to be off-limits, like Baybill, are frequented by trespassing ATVs.

Wildlife in the area is also subject to the impacts of excessive motor activity. Recent research (<https://www.sciencedaily.com/releases/2020/11/20111122823.htm>) indicates that noise pollution is detrimental to many bird species, and in particular to their reproductive success. Likewise, the ecology of waterways such as the Parunaweap is at risk.

I acknowledge that some areas need to be accessible for motorized riders, but there are far too many access points and routes to sign and monitor. Meanwhile, other user groups have essentially no access unless they can tolerate the motorized activity and the eyesores that result. I encourage you to create a strategic plan that provides planned and monitored access for motorized users. At the same time, I urge you to close the many routes that are redundant and random, particularly threatening to ecology and wildlife, put archaeological resources at risk, or prevent or discourage other user groups from accessing and enjoying the area.

For example the Parunaweap could be closed to motorized travel at Baybill. Water in this country is precious and while occasional crossings might be allowed our streambeds should not be used as "highways." Many of the motorized access points along Hancock Road could be closed, creating a substantial motor-free zone that hikers, equestrians, and fat-tire bikers could safely visit and enjoy. Designated Wilderness and WSA's should definitely be off limits to motors, and this needs to be enforced; I witnessed an absolute free-for-all in the Moquith Mountain area just a few weeks ago, and I'm concerned about the erosion and general degradation of the fragile dune environment there.

In conclusion, I encourage the BLM to re-balance a travel management plan so that diverse recreational users can access and enjoy the area and wildlife, habitats, archaeology, and visual resources have greater protections. I'm especially concerned about cross-country and other trespasses by the few rogue riders that do not respect the regulations. Thank you for considering my comments.

Submitter(s)

Submitter 1

Name:Hand, Susan

Group or Organization Name: Not Provided
(Add me to the project mailing list) - *YES*

Submitter 2

Name:Gilberg, Allen
Address:Not Provided
Group or Organization Name: Not Provided

Disclaimer

Before including your address, phone number, e-mail address, or other personal identifying information in your comment, you should be aware that your entire comment - including your personal identifying information - may be made publicly available at any time. While you can ask us in your comment to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so.

(Withhold my personally identifying information from future publications on this project) - YES