

## Appendix 4: Forest Service Response to Public Comments

This appendix was prepared to document each comment submission and the manner in which those questions, concerns or suggestions were considered or incorporated into the Tusayan Ranger District Travel Management Project Environmental Assessment (EA).

### I. Introduction

In July 2010, the Tusayan Ranger District began the official 30-day comment period for the Tusayan Ranger District Travel Management Project Revised Environmental Assessment (EA). A legal notice was published in the *Arizona Daily Sun* on July 30, 2010 inviting public comment on the Proposed Action and updated EA. The comment period provided an opportunity for the public to provide early and meaningful participation on the proposed action prior to a new decision being made by the Responsible Official. Those who provided comments during the comment period (Tables 4.3-1, 4.3-2, 4.3-3, 4.3-4 & 4.3-5) are eligible to appeal the decision pursuant to 36 CFR part 215 regulations.

The District received over 30 individual comments on the project from various interested parties including local residents, user groups (e.g. motorized trail riders) and state and federal agencies.

Comment Documents Requiring Individual Response	33
Letters Not Requiring Individual Response	1
<b>TOTAL</b>	<b>34</b>

### II. Organization of this Appendix

This appendix is organized six sections to show how individual comments and concerns were addressed in the preparation of the EA:

- Sections I - II describe the public comment process
- Section III contains tables identifying commenter's and how they participated in the process.
- Section IV contains the Forest Service's response to comments.
- Section V contains scanned images of comment documents received during the public comment period.

Once comments were received (email, letter, phone call record, comment form, etc.), they were assigned a comment number. The first number represents the document number (based on the order in which it was received) and the second number represents the individual comment within that letter that required response (ex. comment number 3-6 was the sixth comment the FS responded to within the third letter received).

Table 4.3-1 lists the 33 letters, emails and comment forms that were submitted, analyzed and responded to in detail and provides the document number for reference to the response table (Table 4.4-1).

Section IV contains Table 4.4-1 which documents the Forest Service’s response to each comment while Section V contains scanned images of comment documents received during the public comment period.

### III. Index of Comment Submissions

The following table can be used to identify those comments that required a detailed response. Document numbers refer to the reproduced documents in Section V of this appendix and the responses to the comments in Table 4.4-1.

**Table 4.3-1. List of Comment Submissions Requiring Detailed Response.**

<b>Name</b>	<b>Document #</b>	<b>Name</b>	<b>Document #</b>
Barry Krayner	2	Paul	11
Bruce Stirling	3	Paul Sandstrom	22
Charles Stewart	24	Ramona Gomez	17
Clyde Warren	16	Rex Brown	26
Dave Cospier	7	Rob Jones	1
David Brown	27	Robert Eck	10
Doug Burkman	4	Russell Kimbrough	29
Harold Bliss	9	SSG McGrath	15
Jim Hawkins	12	Steve Anderson	13
Jim Hays	5	Steve Corey	32
John Furlong	21	Steven Moe	23
John Officer	20	unknown author	8
Joseph Cook	19	unknown author	14
Mike Des Champs	30	William Heins	6
Morgan Boldrin	25		
<b>Government Agencies and Non-Governmental Organizations</b>			
Arizona Game and Fish Department	28	Capital Trail Vehicle Association	18
Arizona State Land Department	31	Center for Biological Diversity (CBD) et al.	33

Only one individual, Rick Foster, contacted the District about the project during the 30-day comment period and he did not provide a comment requiring a response. Documentation is provided in the project record. There were no other comments received during the 30-day comment period and no comments were received after the comment period deadline.

## IV. Forest Service Response to Comments

<b>Table 4.4-1. Public comment reference and Forest Service Response.</b>	
<b>Comment Number</b>	<b>Forest Service Response</b>
<b>1-1</b>	Motor vehicles are “a legitimate and appropriate way for people to enjoy their National Forests – in the right place and with proper management” (Federal Register Vol. 70, No. 216, p. 68264). The purpose of the current Travel Management Project is “to improve the management of motorized vehicle use on National Forest System lands on the Tusayan Ranger District...in accordance with the Travel Management Rule” (see Section 1.3).
<b>1-2</b>	Each of the action alternatives (i.e. Alternatives 2-4) are consistent with the Travel Management Rule (36 CFR 212) which is aimed at managing OHV use on the National Forest and will prohibit the use of motor vehicles off of the designated road system. Only those vehicles/users that are specifically authorized under a Motorized Travel Exemption or the allowance for Motorized Big Game Retrieval and/or dispersed camping will be allowed to travel off the designated system with a motorized vehicle (36 CFR 212.51). See Section 2.3 of the EA for descriptions of the game retrieval and dispersed camping allowances under each alternative. The impacts associated with the various designs proposed in each of the alternatives are described in Chapter 3 of the EA.
<b>1-3</b>	Neither the KNF Forest Plan nor TMR specify a road density for the Kaibab National Forest. Maps 6-9 were added to Appendix 3 of the EA illustrating the changes in open road density of the alternatives considered (Sections 2.3 and 2.7 of the EA). Banning OHV from use on public lands is outside of the scope of this analysis. See FS Response 1-1.
<b>1-4</b>	The TMR was developed in response to the substantial increase in use of OHVs on National Forest System lands and related damage to forest resources caused by unmanaged OHV use over the past 30 years. The regulations implement Executive Order (EO) 11644 and EO 11989 regarding off road use of motor vehicles on Federal lands. The Rule provides for a system of roads, trails and areas that are designated for motor vehicle use. The Rule prohibits the use of motor vehicles off the designated system as well as use of motor vehicles on routes and in areas not consistent with the designations (36 CFR 212.50). See Section 1.1 of the EA. Effects to non-motorized recreation are discussed in Section 3.2.
<b>1-5</b>	See Sections 1.1 and 1.3 for discussions of the Travel Management Rule (TMR) and the Purpose and Need for action. A range of alternatives were developed to address the purpose and need for action and address the key issues. The no-action alternative would continue current management, while Alt 2-4 would limit motorized travel. The environmental consequences of implementing these alternatives are discussed in Chapter 3 of the EA. Implementation of TMR would be consistent with other federal and state land management agency policies regarding OHV management.
<b>1-6</b>	Chapter 3 of the EA describes the affected environment (i.e. the existing condition) and the environmental effects of implementing each of the alternatives. Snowmobiles are exempt from travel designations under the TMR.
<b>1-7</b>	Charging user fees to access the forest is beyond the scope of this project. Penalties for violations of 36 CFR 261.13 are beyond the scope of this project and are established by Federal statute. See FS Responses 1-1, 1-2, 1-4 & 1-5.
<b>1-8</b>	See FS Responses 1-4 & 1-5.
<b>1-9</b>	See FS Responses 1-4 & 1-5.
<b>1-10</b>	See FS Responses 1-4 & 1-5.
<b>2-1</b>	Thank you for your comments. Key Issues were identified during scoping, and are measured with Indicators that are quantifiable, linked to cause-and-effect relationships and are used to compare the effects among alternatives. Key Issue 1 (Section 1.11) specifically addresses the closure of “loop” roads. However the roads you have identified are not found on the Tusayan Ranger District, they are located on the North Kaibab Ranger District. Your comments have been shared with them as they are undergoing Travel Management planning too.
<b>2-2</b>	Thank you for your comments. However the roads you have identified are not found on the

**Table 4.4-1. Public comment reference and Forest Service Response.**

<b>Comment Number</b>	<b>Forest Service Response</b>
	Tusayan Ranger District, they are located on the North Kaibab Ranger District. Your comments have been shared with them as they are undergoing Travel Management planning too.
<b>2-3</b>	As noted in Sec. 1.6, the Kaibab NF Management Plan guidance includes “Cooperate with Arizona Game and Fish Department to achieve management goals and objectives specified in the Arizona Wildlife and Fisheries Comprehensive Plan. Support the Arizona Game and Fish Department in meeting its objectives for the state (p.18)”. The KNF cooperates by managing habitat for wildlife, Arizona Game and Fish Department (AGFD) regulates hunting and manages the wildlife. While the KNF supports hunter education, AGFD holds the primary responsibility for hunter education and enforcement of hunting regulations. Education and enforcement are going to be very important to successfully implementing the Travel Management Rule. See Section 3.2 of the EA for more information on these topics.
<b>3-1</b>	The Travel Management Rule (TMR) was developed in response to the substantial increase in use of OHV’s on National Forest System Lands and related damage to forest resources caused by unmanaged OHV use over the past 30 years (See Sec. 1.1). All action alternatives (Alt 2, 3, 4) would implement this prohibition. Alternatives 2 and 3 would allow the limited use of motor vehicles: for dispersed camping up to 300 feet off of 28.5 miles of designated corridors, and within one mile of all designated system roads (except where prohibited) to retrieve a legally hunted and tagged elk. Alt 4 would not include any motorized dispersed camping corridors nor allow MBGR. Table 5 in Section 2.4 of the EA provides a comparison of the environmental effects of each alternative. The Tusayan Ranger District does not have any Designated Wilderness areas. The environmental consequences of implementing Alt. 1-4 are disclosed in Chapter 3 of the EA. Specifically Section 3.2 of the EA discusses recreation and scenic resources.
<b>3-2</b>	See FS Responses 1-1 & 1-2.
<b>3-3</b>	The environmental consequences of implementing Alt. 1-4 are disclosed in Chapter 3 of the EA. Specifically Section 3.8 of the EA discusses cultural resources.
<b>4-1</b>	The TMR gives the responsible official the discretion to allow the limited use of motor vehicles for the purposes of motorized big game retrieval (36 CFR 212.51(b)). In accordance with the TMR and Forest Service policy, the district developed a range of alternatives that provide for a variety of motorized big game retrieval opportunities (Sections 2.3 and 2.7). Restrictions on MBGR were developed as a result of concerns over impacts of motorized cross-country travel on soil, vegetation, wildlife, and cultural resources. The environmental consequences of implementing each alternative are discussed in Chapter 3 of the EA. The mitigation and monitoring measures described in Sections 2.5 and 2.6 of the EA have been included to ensure that effects to natural and cultural resources remain at acceptable levels during implementation of the travel management policies.
<b>5-1</b>	Alternatives 2 and 3 provide for motorized game retrieval during all elk seasons. During other seasons non-motorized means would be used to retrieve game animals. As described on pp. 44-45, under section 504 of the Rehabilitation Act of 1973, no person with a disability can be denied participation in a federal program that is available to all other people solely because of his or her disability. In conformance with section 504, wheelchairs are welcome on all National Forest System (NFS) lands that are open to foot travel and are specifically exempted from the definition of motor vehicle in §212.1 of the final rule, even if they are battery powered. However, there is no legal requirement to allow people with disabilities to use an OHV or other motorized vehicle on roads, trails, or in areas closed to motor vehicle use because such an exemption could fundamentally alter the nature of the Forest Service’s travel management program (7 CFR 15e.103). See FS Response 4-1.
<b>6-1</b>	See FS Responses 5-1 & 4-1.
<b>7-1</b>	See FS Response 4-1.
<b>8-1</b>	See FS Response 1-1 & 4-1. Once the MVUM is published, motor vehicle use off of the designated system and not in conjunction with the restrictions displayed on the MVUM will be prohibited.

<b>Table 4.4-1. Public comment reference and Forest Service Response.</b>	
<b>Comment Number</b>	<b>Forest Service Response</b>
<b>9-1</b>	See FS Response 3-1.
<b>10-1</b>	See FS Response 4-1.
<b>11-1</b>	See FS Response 4-1.
<b>12-1</b>	See FS Response 3-1.
<b>13-1</b>	See Section 1.3 of the EA (Purpose and Need for Action); “There is a need to reduce adverse resource impacts...” An alternative was considered but eliminated from detailed study that would not change the designated road system (i.e. numbered roads); see Section 2.7 of the EA.
<b>14-1</b>	<p>Alternative 1 would continue to allow MBGR for all species and seasons (including deer). Alternatives 2 &amp; 3 would allow MBGR for elk within one mile of all designated system roads provided that such travel would not cause damage to natural and/or cultural resources. Alternative 4 does not allow any MBGR. See Section 2.3 and Table 4 of the EA for a comparison of the MBGR strategies in each alternative. An alternative was considered but eliminated from detailed study that would have allowed MBGR for mule deer or other big game species (See Section 2.7). Deer are smaller and easier to retrieve from the field than are elk. Deer also do not have as much of an impact on vegetation and other natural resources on the Tusayan District as do elk. See Section 3.2 of the EA regarding the effects of each alternative on hunters.</p> <p>We have proposed allowing MBGR for legally harvested elk for two primary reasons. First, elk are very large animals, so retrieving legally harvested elk and avoiding spoilage of game meat can present a real challenge for many hunters. Most bull elk range from 600 to 800 pounds and most cow elk range from 450 to 600 pounds. Second, elk population management is important on the Tusayan District because elk potentially have substantial impacts on vegetation and other natural resources if elk density gets high. Arizona Game and Fish Department (AGFD) is the agency responsible for management of the state’s wildlife populations. AGFD manages elk population size primarily through its management of antlerless (cow elk) hunts. AGFD has commented repeatedly that elimination of MBGR for elk would complicate management of elk hunts, especially antlerless elk hunts, and would make it more difficult to meet harvest objectives and control elk populations. See FS Response 4-1.</p>
<b>15-1</b>	See FS Response 4-1.
<b>16-1</b>	See FS Responses 4-1 and 14-1.
<b>17-1</b>	An alternative was considered that would not change the designated road system on the Tusayan Ranger District, but this alternative would not meet the Purpose and Need for Action (Section 1.3) and was eliminated from detailed study (Section 2.7). See FS Response 4-1.
<b>17-2</b>	Thank you for your comments. However the roads you have identified are not found on the Tusayan Ranger District, they are located on the North Kaibab Ranger District. Your comments have been shared with them as they are undergoing Travel Management planning too.
<b>17-3</b>	See FS Response 17-2.
<b>17-4</b>	See FS Response 17-2.
<b>17-5</b>	Thank you for your comments. Key Issues were identified during scoping, and are measured with Indicators that are quantifiable, linked to cause-and-effect relationships and are used to compare the effects among alternatives. Key Issue 1 (Section 1.11) specifically addresses the closure of “loop” roads. However the roads you have identified are not found on the Tusayan Ranger District, they are located on the North Kaibab Ranger District. Your comments have been shared with them as they are undergoing Travel Management planning too.
<b>18-1</b>	Recreation activities and participation, trends and opportunities provided on the Tusayan Ranger District are discussed in Section 3.2 of the EA.
<b>18-2</b>	The local economic importance of recreation is found in Section 3.3 of the EA.
<b>18-3</b>	The Travel Management Rule (TMR) was developed in response to the substantial increase in use of OHV’s on National Forest System Lands and related damage to forest resources caused by unmanaged OHV use over the past 30 years (see Section 1.1). In accordance with the TMR, the district developed a range of alternatives that provide for motorized recreation opportunities

**Table 4.4-1. Public comment reference and Forest Service Response.**

Comment Number	Forest Service Response
	to meet the Purpose and Need for Action (Section 1.3). See Table 4 in Section 2.4 of the EA for a summary of the differences of alternatives. The direct, indirect, and cumulative effects of implementing Alternatives 1-4 are discussed in Chapter 3 of the EA. Section 3.2 of the EA specifically discusses the effects implementing the alternatives on recreational opportunities. The cumulative effects analysis considered the closure of neighboring public lands to motorized vehicle access. The conclusion was drawn that the “cumulative effects are anticipated to be minimal and are not likely to impede the attainment of the goals set forth in the Forest Plan” including the established goals for the Recreational Opportunity Spectrum. An alternative was considered but eliminated from detailed study that would not change the designated road system (i.e. numbered roads); see Section 2.7 of the EA.
18-4	See FS Responses 18-5 to 18-91.
18-5	Section 1.3 of the EA describes the purpose and need for this project. The TMR does not specify a ratio, percent or number of motorized opportunities that must be used in Travel Management planning. The KNF Forest Plan provides direction for desired conditions including: Provide and manage a serviceable road transportation system that meets needs for public access, land management, resource protection, and user safety (p.19); Identify and obliterate unneeded roads (p.51, 54); Maintain a variety of Forest Trails, considering people’s needs and desires for horseback and foot travel, winter sports, and motorized and challenge and adventure opportunities for the handicapped (p.17); Manage OHV use to provide OHV opportunities while protecting resources and minimizing conflicts with other users (p.18); and Manage a wide spectrum of desired settings that provide opportunities for the public to engage in a variety of developed and dispersed recreational activities, in concert with other resource management and protection needs (p.17). See Sections 1.6 and 1.7 of the EA. Alternative development is described in Chapter 2 of the EA.
18-6	See FS Responses 18-3 and 18-5. Recreation activities and participation, trends and opportunities provided on Tusayan RD are discussed in Sec 3.2. Direct, indirect and cumulative effects of Alt 1-4 are found in Chapter 3. This EA analyzes 4 alternatives in detail in Chapter 3 including Alt 1 the “No Action” alternative which was developed as a benchmark from which the agency can evaluate the proposed action and alternatives. The “No Action” alternative would continue the current management of the District transportation system. No significant negative effects are anticipated in regards to the implementation of this project and anticipated adverse effects are expected to be minor (see Ch. 3 of the EA). A significance finding will be made as part of the Decision.
18-7	See Section 1.4 of the EA for a description of the existing road system. Section 3.2 of the EA presents additional information on Tusayan RD users, visitor activities and participation, and trends. In accordance to the TMR, the district developed a range of alternatives (EA, Sections 2.3 & 2.7). In addition to the No Action Alternative (Alt 1), three action alternatives were analyzed in detail that would meet the Purpose and Need for Action (Section 1.3) and address one or more issues (Section 1.11). The environmental consequences of implementing Alternatives 1-4 are discussed in Chapter 3 of the EA. The best information available was used to discuss the affected environment and environmental consequences of the alternatives and the “best available science” was considered throughout the discussions. See FS Responses 18-8 through 18-14.
18-8	The term “unauthorized road or trail” is used and defined in the TMR 36 CFR 212.1 (Federal Register Vol. 70, No. 216, p. 68288). For more information on the classification of unauthorized roads and trails refer to the Glossary.
18-9	Maps 1, 3, and 5 in Appendix 3 show the proposed road closures and the resulting open road system proposed under each of the alternatives analyzed in detail. They are and were available for public review on the Kaibab National Forest website <a href="http://fs.usda.gov/goto/kaibab/projects">http://fs.usda.gov/goto/kaibab/projects</a> Tables have been added to Appendix 3 showing the proposed changes to the designated road system associated with each alternative.
18-10	See FS Response 27-2.

<b>Table 4.4-1. Public comment reference and Forest Service Response.</b>	
<b>Comment Number</b>	<b>Forest Service Response</b>
<b>18-11</b>	The District will continue to implement the Wet Weather Roads Policy (see glossary in the EA) when soil moisture conditions and the potential for road and resource damage exist. Implementation of the policy is at the discretion of the Forest Supervisor or District Ranger and is based on the current condition.
<b>18-12</b>	See Section 1.3 of the EA (Purpose and Need for Action); “There is a need to reduce adverse resource impacts...” An alternative was considered but eliminated from detailed study that would not change the designated road system (i.e. numbered roads); see Section 2.7 of the EA.
<b>18-13</b>	None of the Alternatives analyzed in detail (Section 2.3) would develop a motorized trail system. An alternative was considered but eliminated from detailed study that would have converted forest roads to motorized trails (see Section 2.7). See Table 4 (Section 2.4) of the EA for the designated open road system mileage for Alt. 1-4, including the mileage of high clearance roads (i.e. maintenance level 2 roads). Forest roads vary in condition and high clearance roads can provide some challenging riding opportunities (Section 3.2). Per Arizona State law, street legal vehicles are able to ride on all segments of the designated system of road system. Non-street legal vehicles are restricted to high clearance roads.
<b>18-14</b>	All alternatives provide multiple loop riding opportunities for all motorized users on ML 2 roads; see maps in Appendix 3 of the EA. Thank you for the suggestions, many of these are outside the scope of this project but will be considered in future planning efforts as the need arises.
<b>18-15</b>	See response 18-5. None of the Alternatives would eliminate motorized trails (which are restricted to vehicles 50 inches or less in width). See FS Response 18-13. The District did not consider the development of 80 miles of motorized trails (which would equal non-motorized trail mileage on the District) because there are over 600 miles of Maintenance Level 2 roads that provide challenging motorized recreation opportunities for OHV users (see Section 1.4 of the EA).
<b>18-16</b>	See FS Responses 18-1 through 18-91.
<b>18-17</b>	See FS Response 18-7.
<b>18-18</b>	The FS has jurisdiction only on national forest system lands. The land mass of the Tusayan RD is an isolated area of national forest system land. The small size of the District would require making loops through the District in order to ride these long distances (from the southeast corner to the northwest corner, the maximum distance across the District is about 50 miles). Alt 1 would implement the existing condition and provide 709 miles of motorized riding opportunities. Alt 2 would provide 546 miles of motorized riding opportunities. Alt 3 and 4 would provide 566 miles of motorized riding opportunities. None of the alternatives propose construction of new roads or trails. See FS Responses 18-13 and 27-2.
<b>18-19</b>	We agree that motorized use is an important recreation opportunity. The four alternatives presented provide a range of alternatives for motorized use. See Sec 2.4 for a comparison of alternatives. See FS Response 18-7.
<b>18-20</b>	In preparing the Revised EA, we complied with CEQ Regulations (40 CFR 1500-1508) and Forest Service NEPA Regulations (36 CFR 220). Additionally, we followed Forest Service Manual (FSM 1950) and Handbook (FSH 1909.15) direction. Scoping for the Tusayan Travel Management project has been extensive and has continued over a four-year period. For details regarding public involvement, see Section 1.9. See also Section 1.11. The members of the IDT are found in Ch 4. The responsible official specifies the members of the team in order to provide adequate analysis of all resource management areas including recreation.
<b>18-21</b>	The Tusayan R.D. does not currently have any “Youth Loops”. Evaluation of the existing and desired conditions (Sections 1.4 and 1.5 of the EA) does not warrant the need to create “Youth Loops” on the District. See Purpose and Need for Action (Section 1.3 of the EA).  For each alternative considered, approximately 80 percent of the designated road system would provide motorized riding opportunities to non-street legal, unlicensed users (Section 3.1). High clearance roads provide a range of riding opportunities from challenging to easy, and many

<b>Table 4.4-1. Public comment reference and Forest Service Response.</b>	
<b>Comment Number</b>	<b>Forest Service Response</b>
	loop routes can be identified.
<b>18-22</b>	In the National Visitor Use Monitoring (NVUM) information you provided, Arizona and New Mexico have seen an increase in visitation from 2004 to 2007. Kaibab NF NVUM information is provided in Section 3.2 of the EA. Driving for pleasure increased from 27% to 44% over a five year period (NVUM 2000 and 2005).
<b>18-23</b>	The Travel Management Rule addresses motorized use (see Section 1.1 of the EA). The management of existing and future non-motorized trails is outside the scope of this analysis (see Section 1.3 of the EA).
<b>18-24</b>	See FS Responses 18-3 and 18-13. All ML-2 roads that are designated as part of the open road system (approximately 441 miles in Alt. 2 and 461 miles in Alternatives 3 & 4) would be available for use by ATVs (see Section 2.3, Table 3). These routes will offer a range of motorized recreational opportunities (Section 3.1). There are currently approximately 80 miles of established hiking trails on the District. In making the decision, the Responsible Official will consider the information disclosed in the EA including how the alternatives meet the purpose and need and address the Key Issues.
<b>18-25</b>	See FS Responses 18-7 & 18-13.
<b>18-26</b>	See FS Responses 18-3. The analysis of cumulative effects begins with consideration of the direct and indirect effects on the environment that are expected or likely to result from the alternative. The Forest Service did, where appropriate, analyze the cumulative effects in light of other travel management projects on adjacent lands (EA, Chapter 3).
<b>18-27</b>	Road closures are proposed to reduce adverse resource impacts in order to maintain and restore the health of ecosystems and watersheds (see Section 1.3). The cumulative effects from implementing alternatives 1-4 on recreation and scenic resources are discussed in Section 3.2 of the EA. See FS Response 18-12.
<b>18-28</b>	The Forest Service did, where appropriate, analyze the cumulative effects of implementing alternatives 1-4 in light of other travel management of other travel management projects on adjacent lands (EA, Chapter 3). See also, Appendix 2 for partial listing of actions considered in the Cumulative Effects analyses for this project.
<b>18-29</b>	The effects (direct, indirect and cumulative) on motorized recreational opportunities are described in Section 3.2. See FS Response 18-28.
<b>18-30</b>	The Transportation Analysis Plan (TAP 2008) identified the minimum road system needed for safe and efficient travel and for the administration, utilization and protection of National Forest System lands (and resources) on the Tusayan Ranger District. The road closures are proposed to reduce adverse resource impacts in order to maintain and restore the health of ecosystems and watersheds (see Purpose and Need for Action; Section 1.3 of the EA). See FS Responses 18-12 and 18-7.
<b>18-31</b>	See FS Response 18-13.
<b>18-32</b>	The four alternatives presented provide a range of alternatives for motorized use. See Sec 2.4 for a comparison of alternatives. See latter half of FS Response 18-21.
<b>18-33</b>	The four alternatives presented provide a range of alternatives for motorized use and address the issues raised during scoping (Section 1.11). None of the Alternatives would eliminate motorized trails (which are restricted to vehicles 50 inches or less in width). As noted in Section 3.2, the District provides a variety of recreation opportunities to forest users. Combining motorized and non-motorized uses would result in user conflicts. The preamble of the TMR considered the needs of both motorized and non-motorized users as noted: "The Department believes that National Forests should provide access for both motorized and non-motorized users in a manner that is environmentally sustainable over the long term. The NFS is not reserved for the exclusive use of any one group, nor must every use be accommodated on every acre. It is entirely appropriate for different areas of the National Forests to provide different opportunities for recreation." (Federal Register Vol. 70, No. 216, page 68266). The Tusayan R.D. does not currently have any motorized single-track trails. Evaluation of the existing and desired conditions (Sections 1.4 and 1.5 of the EA) does not warrant the need to create new

<b>Table 4.4-1. Public comment reference and Forest Service Response.</b>	
<b>Comment Number</b>	<b>Forest Service Response</b>
	motorized single track trails on the District. See Purpose and Need for Action (Section 1.3 of the EA). See FS Responses 18-13 and 18-23.
<b>18-34</b>	See FS Response 18-30.
<b>18-35</b>	See FS Responses 18-33 and 18-18.
<b>18-36</b>	See FS Responses 18-33 and 18-18.
<b>18-37</b>	Alternative 2 was developed to meet the Purpose and Need for Action (Section 1.3 of the EA). Alternatives 3 and 4 were developed to respond to the Key Issues (Section 1.11). The effects to recreation and scenic resources are discussed in Section 3.2 of the EA.
<b>18-38</b>	For a discussion of the environmental consequences of implementing Alt. 1-4 on recreation and scenic resources, including the effects and impacts to motorized mixed use, trails, non-motorized recreation and Designated Wilderness, see Section 3.2 of the EA. There is no designated wilderness on the Tusayan RD.
<b>18-39</b>	See Section 3.2 of the EA for a discussion of the environmental consequences of implementing Alt. 1, the No Action Alternative, on recreation and scenic resources and for a discussion of the environmental consequences of implementing Alts. 2-4 which include road closures. Both beneficial and adverse effects were considered in the EA (EA, Chapter 3). Eliminating cross-country travel for the vast majority of forest visitors will likely have a significantly positive effect on forest resources and forest visitors. No significant negative effects are anticipated in regards to the implementation of this project and anticipated adverse effects are expected to be minor (see Ch. 3 of the EA). A significance finding will be made as part of the Decision.
<b>18-40</b>	While it is unclear what the commenter is referring to by “the National OHV Rule,” monitoring measures have been included for the project (See Section 2.6 of the EA).
<b>18-41</b>	See FS Response 18-23.
<b>18-42</b>	The economic importance of recreation is found in Section 3.3 of the EA. For information about Tusayan District recreation uses, trends, and preferences see Section 3.2.
<b>18-43</b>	The TAP (2008) identified the minimum road system using a science based analysis while considering public input received during the planning process (See Section 1.9). The analysis of Alternative 1 (No Action) describes the effects of maintaining the current management direction in regards to motorized vehicle use on the TRD (see Section 2.3 and Chapter 3). All alternatives analyzed in detail (Section 2.3) are evaluated on an equal basis. The final decision will be based on the analysis contained in the EA, documentation provided in the project record, and the consideration of public input (see Sections 1.9 and 1.11).
<b>18-44</b>	For information about Tusayan District recreation uses, trends, and preferences see Section 3.2. The Kaibab National Forest Plan establishes the Recreation Opportunity Spectrum classifications on the TRD (See Section 3.2 of the EA). See FS Response 18-27.
<b>18-45</b>	See FS Responses 18-3 & 18-27.
<b>18-46</b>	See FS Response 18-30 and 18-43. The recommendations of the TAP (2008) are based on site specific information available for each road; this information was used to inform the values and risks associated with each road (see Appendix A of the TAP).
<b>18-47</b>	The various effects analyses contained in Chapter 3 of the EA appropriately consider the scale and magnitude of the impacts. Indicators that were quantifiable (i.e. linked to cause-and-effect relationships) were used to compare effects among alternatives. See FS Response 18-23.
<b>18-48</b>	Thank you for your recommendations; the Forest Service welcomes partnerships to achieve land management objectives. See FS Response 18-46.
<b>18-49</b>	See FS Response 18-42. The collection and distribution of OHV fuel taxes are beyond the scope of this project (they are collected and distributed by the state of Arizona).
<b>18-50</b>	FSH 2309 provides FS standards for trails including maintenance and construction. Funding and labor sources are beyond the scope of this analysis.
<b>18-51</b>	Thank you for your recommendation. Road and trail maintenance standards are provided in Forest Service Handbooks 7709 and 2309. The effects of alternatives 1-4, including sedimentation, are described in Section 3.4 of the EA.
<b>18-52</b>	See FS Responses 18-13 & 18-24.

<b>Table 4.4-1. Public comment reference and Forest Service Response.</b>	
<b>Comment Number</b>	<b>Forest Service Response</b>
<b>18-53</b>	See FS Responses 18-5, 18-13, 18-23, 18-24, 18-30 and 18-46.
<b>18-54</b>	The TMR was developed in response to the substantial increase in use of OHVs on National Forest System lands and related damage to forest resources caused by unmanaged OHV use over the past 30 years. The regulations implement Executive Order (EO) 11644 and EO 11989 regarding off road use of motor vehicles on Federal lands. The Rule provides for a system of roads, trails and areas that are designated for motor vehicle use. The Rule prohibits the use of motor vehicles off the designated system as well as use of motor vehicles on routes and in areas not consistent with the designations (36 CFR 212.50). See Section 1.1 of the EA. Effects to non-motorized recreation are discussed in Section 3.2. See FS Response 18-7.
<b>18-55</b>	Travel Management decisions are made at the project level and must be consistent with the applicable land management plan (FSM 7712.2), in this case the 1988 Kaibab National Forest Land Management Plan, as amended.
<b>18-56</b>	See FS Response 18-3 and 18-5 regarding public access to and provision of motorized recreation opportunities.
<b>18-57</b>	See FS Response 18-5. The U.S. Department of Agriculture (USDA) prohibits discrimination in all its programs and activities on the basis of race, color, national origin, age, disability, and where applicable, sex, marital status, familial status, parental status, religion, sexual orientation, genetic information, political beliefs, reprisal, or because all or part of an individual's income is derived from any public assistance program. USDA is an equal opportunity provider and employer. Recreation Opportunity Spectrum (ROS) analyses in Section 3.2 describe the changes in availability of motorized and non-motorized recreational opportunities resulting from the implementation of each alternative.
<b>18-58</b>	See FS Responses 18-3, 18-5, 18-13, 18-18 and 18-33. Management of non-motorized uses of the forest (e.g. hiking or horseback riding) is outside the scope of the current project, and will therefore follow current management direction.
<b>18-59</b>	Thank you for your recommendations. See FS Response 18-55; See Chapter 1 of the EA.
<b>18-60</b>	While the footprint of the existing transportation system on the TRD may be relatively small, there is a need to reduce adverse resource impacts in order to maintain and restore the health of ecosystems and watersheds. Motor vehicles are “a legitimate and appropriate way for people to enjoy their National Forests – in the right place and with proper management” (Federal Register Vol. 70, No. 216, p. 68264). The purpose of the current Travel Management Project is “to improve the management of motorized vehicle use on National Forest System lands on the Tusayan Ranger District...in accordance with the Travel Management Rule” (see Section 1.3). See Section 1.4 of the EA for a description of the existing conditions on the Tusayan Ranger District. Additional descriptions of the Affected Environment can be found in Chapter 3. The effects of motorized travel on the forest are described throughout Chapter 3. See FS Response 18-3 and 18-5.
<b>18-61</b>	Thank you for your comments. See FS Response 18-60.
<b>18-62</b>	The commenter is incorrect; the Travel Management Rule and the criteria for designation of roads, trails and areas (36 CFR 212.55) are applicable to the Kaibab National Forest and the TRD. See FS Response 18-55.
<b>18-63</b>	See FS Response 18-1.
<b>18-64</b>	See Chapter 1 of the EA, particularly Sections 1.3 and 1.9. The actions proposed in each of the alternatives were consistent with the policies and procedures outlined in the Travel Management Rule (See Section 1.1 of the EA). See FS Response 18-68. Motorized and non-motorized recreation opportunities relating to TRD are analyzed in Sec 3.2 of the EA.
<b>18-65</b>	The Rule allows for revisions of the MVUM (36 CFR 212.54) and the District intends to make revisions to the transportation system as necessary to meet the objectives of the Forest Plan through future NEPA analyses.
<b>18-66</b>	Per Arizona State Law beginning January 1, 2009 (Arizona SB 1167, 2008), forest roads managed at Maintenance Levels 3, 4, and 5 are subject to the Highway Safety Act and are considered maintained roads. These roads are open to travel by passenger cars. The State of

<b>Table 4.4-1. Public comment reference and Forest Service Response.</b>	
<b>Comment Number</b>	<b>Forest Service Response</b>
	Arizona requires that OHVs operating on such roads must be “highway-legal” (registered in the State of Arizona, drivers must be licensed and insured) <sup>1</sup> . Both unlicensed drivers on non-highway legal OHVs, as well as highway-legal vehicles can be operated on high clearance roads (ML 2). This is referred to as Motorized Mixed Use (MMU). See Section 3.2 of the EA regarding the effects to Recreation and Scenic resources. See FS Response 18-13.
<b>18-67</b>	See FS Response 18-66 regarding motorized mixed use, and 18-3 regarding cumulative effects.
<b>18-68</b>	See FS Responses 18-13 and 18-3.
<b>18-69</b>	See Section 1.3 Purpose and Need for Action and Section 1.11 Issues, specifically Key Issue #1 which deals with motorized recreation opportunities. See FS Response 18-7.
<b>18-70</b>	See Section 3.2 regarding current motorized cross-country use. The majority of this use is for antler shed collection which involves gridding the District to find antlers. An alternative was considered but eliminated from detailed study that would not change the designated road system (i.e. numbered roads); see Section 2.7 of the EA.
<b>18-71</b>	See FS Responses 18-7 & 18-33.
<b>18-72</b>	The commenter is incorrect in their assertions that the KNF is attempting to “squeeze motorized recreationists into the small possible numbers of areas and routes.” None of the alternatives propose OHV areas and only 20% of the existing system roads are proposed for closure. See Table 4 for a description of the road mileage retained under each alternative that would be open to OHV users. Non-highway legal vehicles and unlicensed drivers are permitted on all Maintenance Level 2 roads. Public Safety is discussed throughout Chapter 3 of the EA.
<b>18-73</b>	See FS Response 18-30.
<b>18-74</b>	See FS Responses 18-1 and 18-2.
<b>18-75</b>	See FS Response 18-1.
<b>18-76</b>	See FS Response 18-69. See Section 1.9 of the EA summarizing public involvement for the Tusayan TMR project.
<b>18-77</b>	The purpose of the project is to improve the management of motor vehicle use on the TRD in accordance with the Travel Management Rule (Section 1.3). The Travel Management Project will not make any changes to existing areas that prohibit motorized vehicle use (e.g. wilderness and special areas). See FS Response 18-55.
<b>18-78</b>	See FS Responses 18-55 & 18-7.
<b>18-79</b>	See FS Responses 1-4 & 18-7.
<b>18-80</b>	Chapter 1 describes the existing condition of the transportation system on the TRD and the management direction found in the Forest Plan. The effects of each of the alternatives on motorized recreational opportunities are discussed in Chapter 3 of the EA.
<b>18-81</b>	See FS Response 18-80.
<b>18-82</b>	Kaibab NF NVUM information is provided in Section 3.2 of the EA. See FS Response 18-6.
<b>18-83</b>	The designation and management of wilderness areas is outside the scope of this project (See Purpose and Need for Action Section 1.3). The desired conditions for the Recreational Opportunity Spectrum (ROS) on the TRD are outlined in the Forest Plan. Section 3.2 of the EA discloses the effects of each of the alternatives on the attainment of ROS objectives.
<b>18-84</b>	Recreation activities and participation, trends and opportunities provided on the Tusayan RD are discussed in Section 3.2 of the EA. Direct, indirect and cumulative effects of Alt 1-4 are found in Chapter 3.
<b>18-85</b>	See FS Response 18-30.
<b>18-86</b>	See Section 3.2 of the EA for a discussion on user conflicts.
<b>18-87</b>	See FS Responses 18-5, 18-33 & 18-83. The Tusayan RD provides a variety of recreation opportunities including those for motorized and non-motorized users.
<b>18-88</b>	See FS Response 18-30. At this time no local partners have expressed the desire to work with

<sup>1</sup> For more information about the Arizona OHV program, contact local Arizona Game & Fish Dept. or go to <http://www.pr.state.az.us/partnerships/ohv/OHVindex.html>

<b>Table 4.4-1. Public comment reference and Forest Service Response.</b>	
<b>Comment Number</b>	<b>Forest Service Response</b>
	the Forest to develop motorized recreation opportunities. Volunteers and partners to help the TRD implement travel management policies would be welcomed, please contact the District office at 928-635-8217, thank you.
<b>18-89</b>	In preparing the EA, we complied with CEQ Regulations (40 CFR 1500-1508) and Forest Service NEPA Regulations (36 CFR 220). Additionally, we followed Forest Service Manual (FSM 1950) and Handbook (FSH 1909.15) direction. The CEQ regulations provide that an EA shall be prepared for proposals that are not categorically excluded from documentation and for which the need of an EIS has not been determined (36 CFR 220.7(a)). No significant negative effects are anticipated in regards to the implementation of this project and anticipated adverse effects are expected to be minor (see Chapter 3 of the EA). A significance finding will be made as part of the Decision. See FS Response 18-7.
<b>18-90</b>	While suicide is a serious issue that requires special attention, it is outside the scope of this analysis.
<b>18-91</b>	<p>Climate change is mentioned in the EA, but it is not mentioned more than any other issue or resource. See Chapter 3 for descriptions of the affected environment and the environmental consequences of motorized travel on recreation, scenery, soils, watershed, air, rare plants, invasive exotic weeds, wildlife, cultural resources, range management, fire suppression and fuels management, vegetation management, lands and minerals, and economics.</p> <p>The Soils, Watershed, Air, Rare Plants, and Noxious and Invasive Exotic Weeds Specialist Reports contain an analysis of the climate in the Tusayan area since National Weather Service records began in 1903 at the Grand Canyon South Rim. The environmental consequences discussions are based on this analysis of <u>local</u> climate data. The following discussion is taken from the report. “During the last 10 years (1999-2008), drought (less than 90% of average precipitation) has occurred during 3 years (2002, 2003, and 2006). Severe drought (less than 75% of average precipitation) occurred in 2002. There have been 2 wet (greater than 110% of average precipitation) years (2001 and 2004). Winter/spring drought has been more common during the last 10 years, while summer precipitation has been generally dependable. “</p> <p>Since the specialist report was written, the National Weather Service has updated their climate records to include some missing data. Therefore, the climate analysis in the specialist report will be updated to say that drought has occurred during 6 years (2000, 2002, 2003, 2006, 2007, and 2008). Severe drought has occurred during 2 years (2002 and 2006). The 2009 data is still incomplete, but it appears that severe drought occurred during that year also.</p> <p>Shifting precipitation patterns in the Southwest can often be explained by the periodic cycles of El Nino and La Nina ocean conditions. La Nina conditions generally lead to dry winters in the Southwest, while El Nino conditions generally lead to wet winters. However, climate scientists have also theorized that global climate change may lead to lower precipitation and higher than average temperatures across the Southwest (IPCC 2007a and 2007b). Scientists have predicted that the Southwest could have more erratic weather, including more frequent droughts and more frequent severe storms with high winds and flooding (IPCC 2007b).</p> <p>Average annual temperatures during the last 10 years (1999-2008) at the Grand Canyon South Rim have exceeded the 100-year average by 1 to 2 degrees F. in 7 out of 10 years. The data for 2009 is still incomplete.</p> <p>Thank you for providing the climate change references. However, the references are not scientific studies. Most of the references are letters, speeches, and opinion pieces, so they are not relevant to the analysis in the EA.</p> <p>The impact of motorized recreation on climate or climate change was not analyzed in the EA.</p>

<b>Table 4.4-1. Public comment reference and Forest Service Response.</b>	
<b>Comment Number</b>	<b>Forest Service Response</b>
19-1	See FS Responses 4-1 and 14-1.
20-1	See FS Responses 4-1 and 14-1.
21-1	See FS Response 4-1.
22-1	Thank you for your comments. The Travel Management Rule (TMR) was developed in response to the substantial increase in use of OHV's on National Forest System Lands and related damage to forest resources caused by unmanaged OHV use over the past 30 years (See Sections 1.1 & 1.3 of the EA). However, your comments about Game Management Unit (GMU) 12A apply to the North Kaibab Ranger District. The Tusayan Ranger District is entirely within GMU 9. Your comments have been shared with the North Kaibab RD as they are undergoing Travel Management planning too.
23-1	See FS Response 1-5.
24-1	Thank you for your comments. See FS Responses 4-1 & 14-1.
25-1	See FS Responses 1-5 & 4-1.
26-1	Thank you for your comments. The Travel Management Rule (TMR) was developed in response to the substantial increase in use of OHV's on National Forest System Lands and related damage to forest resources caused by unmanaged OHV use over the past 30 years (See Sections 1.1 & 1.3 of the EA). However, your comments about Game Management Unit (GMU) 12A apply to the North Kaibab Ranger District. The Tusayan Ranger District is entirely within GMU 9. Your comments have been shared with the North Kaibab RD as they are undergoing Travel Management planning too.
27-1	Thank you for your comments. See FS Response 1-5. All alternatives analyzed in detail (Section 2.3) are evaluated on an equal basis. The final decision will be based on the analysis contained in the EA, documentation provided in the project record, and the consideration of public input (see Sections 1.9, 1.10, & 1.11).
27-2	The EA has included a range of alternatives to provide motorized dispersed camping opportunities. Alternatives 2 and 3 would allow for motorized dispersed camping up to 300 feet off of 28.5 miles of road. Additionally, all action alternatives would add approximately 16 miles of short spur roads that have historically been used to access popular dispersed campsites to the open road system. Roadside parking is an option along all open system roads; additionally, the entire forest would continue to be available to those who wish to access dispersed campsites through a <b>non-motorized</b> means (except certain areas where camping is currently restricted). If any of the action alternatives were selected campers would be selecting their campsites on a first come, first served basis, just as they do now. The environmental consequences of implementing Alt. 1-4 are disclosed in Chapter 3 of the EA. Specifically Section 3.2 of the EA discusses recreation and scenic resources.
27-3	See FS Response 1-1. The environmental consequences of implementing Alt. 1-4 are disclosed in Chapter 3 of the EA. Specifically Section 3.2 of the EA discusses recreation and scenic resources. See also FS Responses 13-1 and 4-1.  While visitation is expected to grow on the Kaibab NF, it is unlikely that it will resemble Yellowstone National Park; visitation on the North Kaibab, Williams, and Tusayan Ranger Districts of the Kaibab NF was estimated at 300,000 people in 2005.
27-4	See response 3-1.
27-5	The environmental consequences of implementing Alt. 1-4 are disclosed in Chapter 3 of the EA. Specifically Section 3.2 of the EA discusses recreation resources. See FS Response 27-1.
28-1	Alternative 1 would continue to allow MBGR for all species and seasons (including deer). Alternatives 2 & 3 would allow MBGR for elk within one mile of all designated system roads provided that such travel would not cause damage to natural and/or cultural resources. Alternative 4 does not allow any MBGR. See Section 2.3 and Table 4 of the EA for a comparison of the MBGR strategies in each alternative. An alternative was considered but eliminated from detailed study that would have allowed MBGR for mule deer or other big game species (See Section 2.7). Deer are smaller and easier to retrieve from the field than are elk.

**Table 4.4-1. Public comment reference and Forest Service Response.**

<b>Comment Number</b>	<b>Forest Service Response</b>
	<p>Deer also do not have as much of an impact on vegetation and other natural resources on the Tusayan District as do elk. See Section 3.2 of the EA regarding the effects of each alternative on hunters.</p> <p>Mitigation measures included in Sec 2.5 provide for implementation of the wet weather roads policy to protect forest lands when there is potential for road and resource damage. This policy will continue to be implemented and will apply to all motorized users. The Forest Service appreciates the AZGF Department's assistance in enforcing travel management policies.</p>
<b>28-2</b>	<p>Thank you for your recommendations. The motorized travel restrictions in effect at Coconino Rim, Red Butte and along the old 302 roadbed would not be changed or modified as a result of Travel Management implementation. Once the MVUM is published, motor vehicle use off of the designated system and not in conjunction with the restrictions displayed on the MVUM will be prohibited.</p>
<b>28-3</b>	<p>Thank you for the information about the Arizona CHAMPS program. Federal regulations require that we comply with the travel management rule. Section 3.2 of the EA offers the following information: "It is necessary to clarify how the Travel Management Rule affects access to National Forests for people with disabilities. Under section 504 of the Rehabilitation Act of 1973, no person with a disability can be denied participation in a federal program that is available to all other people solely because of his or her disability. In conformance with section 504, wheelchairs are welcome on all National Forest System (NFS) lands that are open to foot travel and are specifically exempted from the definition of motor vehicle in §212.1 of the final rule, even if they are battery powered. However, there is no legal requirement to allow people with disabilities to use OHV or other motor vehicles on roads, trails, or areas closed to motor vehicle use because such an exemption could fundamentally alter the nature of the Forest Service's travel management program (7 CFR 15e.103)."</p>
<b>28-4</b>	<p>Thank you for your recommendations. Route markers are used to identify system roads or trails. They provide information for the safety, enjoyment, and convenience of Nat. Forest visitors, users, cooperators, and employees (FSM 7160.2). Forest users will be able to use route markers and information provided on the MVUM to determine whether the road is open for public use. Public use of roads not shown on Motor Vehicle Use Maps is prohibited (36 CFR 261.13); closed roads and unauthorized roads will not be shown on the MVUM.</p>
<b>28-5</b>	<p>Alternative 2, the Proposed Action, would change approximately 163 miles of roads open to motorized travel to open to administrative use only while Alternatives 3 and 4 would change approximately 143 miles of roads open to motorized travel to open to administrative use only. While limited administrative use is exempted (36 CFR 212.51(a)(4), the changes proposed by the District would close these roads to public use while continuing to allow limited use of these roads for administrative purposes (e.g. continued administration of commercial fuelwood permits and timber sale contracts). See FS Response 28-4.</p>
<b>28-6</b>	<p>See FS Responses 28-4 &amp; 28-5.</p>
<b>28-7</b>	<p>See FS Response 27-2. None of the alternatives considered would designate camping sites.</p>
<b>28-8</b>	<p>The Tusayan RD is also concerned that adequate dispersed camping opportunities be provided. The range of alternatives considered in the EA address different scenarios for motorized dispersed camping. None of the alternatives considered would designate camping sites. See FS Response 27-2.</p>
<b>28-9</b>	<p>Thank you for offering your assistance regarding development of a motorized trail system. However, at this time, much of the OHV use on the Tusayan RD is motorized cross country travel associated with antler shed collection. This type of motorized cross country travel is causing resource damage. This purpose and need for this project is stated in Section 1.3. No motorized trails were proposed as part of an alternative analyzed in detail (see Section 2.3). An alternative was considered but eliminated from detailed study that would have converted forest roads to motorized trails (see Section 2.7). Motorized recreation opportunities are provided for on the designated system of forest roads in all alternatives. Construction of a new motorized</p>

<b>Table 4.4-1. Public comment reference and Forest Service Response.</b>	
<b>Comment Number</b>	<b>Forest Service Response</b>
	trail system would need to be considered in a separate environmental analysis.
<b>29-1</b>	See FS Responses 4-1 & 28-3.
<b>30-1</b>	Thank you for your comments. See FS Response 4-1.
<b>31-1</b>	The Forest Service invited federal, state, and local agencies as well as interested and affected individuals to participate in this planning effort. Scoping of the proposed action occurred in the fall of 2006 and a legal notice was published in the <i>Arizona Daily Sun</i> on July 30, 2010 inviting comment on the Proposed Action and updated EA. The purpose of this project is “to improve the management of motorized vehicle use on National Forest System lands on the Tusayan Ranger District (TRD) of the Kaibab National Forest (KNF) in accordance with the Travel Management Rule.” The environmental consequences of implementing Alt. 1-4 are disclosed in Chapter 3 of the EA. The cumulative effects analyses of the EA were temporally and spatially bounded, and as appropriate, considered the effects from actions on adjacent lands.
<b>31-2</b>	Each of the Action Alternatives (2-4) will prohibit motorized travel off of the designated road system once the Motor Vehicle Use Map (MVUM) is published, consistent with the Travel Management Rule (TMR). Section 1.7 of the EA provides a description of the relation of the proposed action to the MVUM. The MVUM will meet the requirements of FSM 7711.3. The Forest will also follow the Forest Service’s MVUM Production Guide (Oct. 30, 2010) which includes guidance on the use of reference layers. At this time, the Forest cannot add information, such as the Departments Disclaimer, to the MVUM because it is not within the Production Guide and has not been approved by the Office of General Counsel (OGC). The production of all other maps is outside the scope of this analysis.
<b>31-3</b>	The MVUM will meet the requirements of FSM 7711.3.
<b>31-4</b>	Thank you for your comments. The definition of an OHV trail provided in the Arizona Revised Statute 28-117.8 is similar to the experience provided by a maintenance level 2 road on the District. The Forest Service is more restrictive when defining motorized trails; it defines them as only open to vehicles less than 50 inches in width.
<b>31-5</b>	This travel management project is not anticipated to impact the administration of State Trust lands. Each of the Action Alternatives will prohibit motorized travel off of the Tusayan Ranger District’s designated road system once the MVUM is published, consistent with the TMR. Property boundary signs mark the boundaries of National Forest System land.
<b>32-1</b>	A District-wide travel analysis process (TAP) was developed in May 2006 (this was updated in 2008 to more closely follow the proposed travel analysis guidance in FSM 7710.2). In the travel analysis, the existing forest road system was analyzed. The TAP provided the basis for the recommended changes in the proposed action (i.e. alternative 2). The proposed action was scoped to the public in the fall of 2006 and alternatives were developed to address the issues raised (see Sections 1.9 & 1.11 and see Chapter 2). See FS Responses 4-1 and 14-1.
<b>33-1</b>	Thank you for your partial support of the proposed action which was analyzed in detail in the EA as Alternative 2. In accordance with law, regulation and policy, the district developed a range of alternatives (EA, Sections 2.3 & 2.7). In addition to the No Action Alternative (Alternative 1), three action alternatives were analyzed in detail (Section 2.3) that would meet the Purpose and Need for Action (Section 1.3) and address one or more issues (Section 1.10). The no-action alternative would continue current management, while Alt. 2-4 would limit motorized travel. The environmental consequences of implementing these alternatives are discussed in Chapter 3 of the EA. All alternatives analyzed in detail (Section 2.3) are evaluated on an equal basis. The best information available was used to discuss the affected environment and environmental consequences of the alternatives and the “best available science” was considered throughout the discussions. The final decision will be based on the analysis contained in the EA, documentation provided in the project record, and the consideration of public input (see Sections 1.9 and 1.11).
<b>33-2</b>	The Proposed Action is not deficient. It was developed to meet the Purpose and Need for Action described in Section 1.3 of the EA. See FS Responses 33-3 – 33-74.
<b>33-3</b>	The Revised EA incorporates all of the comments and public input received on the previous

**Table 4.4-1. Public comment reference and Forest Service Response.**

Comment Number	Forest Service Response
	<p>EA, including the information presented during the appeal process. It replaces the 2009 version and considers all of the previous comments and public input received as a part of the District’s scoping effort for this project.</p> <p>We believe the Revised EA is not deficient because it complies CEQ Regulations (40 CFR 1500-1508), Forest Service NEPA Regulations (36 CFR 220) and follows Forest Service Manual (FSM 1950) and Handbook (FSH 1909.15) direction. The CEQ regulations provide that an EA shall be prepared for proposals that are not categorically excluded from documentation and for which the need of an EIS has not been determined (36 CFR 220.7(a)). No significant negative effects are anticipated in regards to the implementation of this project and anticipated adverse effects are expected to be minor (see Chapter 3 of the EA). A significance finding will be made as part of the Decision. See FS Responses 33-4 – 33-9.</p>
33-4	<p>The cumulative effects of implementing Alternatives 1-4 are discussed in Chapter 3 of the EA. The cumulative effects analyses of the EA were temporally and spatially bounded, and as appropriate, considered the effects from actions on adjacent lands. The Tusayan Ranger District is located entirely within AGFD GMU 9; it does not share a boundary with any other District on the Kaibab NF nor does it share a boundary with the Coconino NF.</p> <p>Appendix 2 provides a partial listing of past, present, and reasonably foreseeable actions considered in the cumulative effects analysis. Alternative 1 – the No Action Alternative serves as a baseline for comparison of the other alternatives; analysis of it took into consideration the existing system, the continued allowance of cross-country travel and the continued use/existence of unauthorized routes.</p>
33-5	<p>The environmental consequences of implementing Alternatives 1-4 on unique characteristics of the Tusayan Ranger District such as historic or cultural resources, parklands, prime farmlands, wetlands, floodplains, wild and scenic rivers, Wilderness areas or ecologically critical areas are described in Chapter 3 of the EA. See FS Response 33-6.</p> <p>See FS Response 33-4. The analysis of cumulative effects begins with consideration of the direct and indirect effects on the environment that are expected or likely to result from the alternative.</p>
33-6	<p>Both beneficial and adverse effects were considered in the EA (EA, Chapter 3). Eliminating cross-country travel for the vast majority of forest visitors will likely have a significantly positive effect on forest resources and forest visitors. No significant negative effects are anticipated in regards to the implementation of this project and anticipated adverse effects are expected to be minor (see Ch.3 of the EA). A significance finding will be made as part of the Decision.</p>
33-7	<p>“An EA may be prepared in any format useful to facilitate planning, decisionmaking, and public disclosure as long as the requirements of paragraph (b) are met” (36 CFR 220.7(a)). In preparing the Revised EA, we complied with CEQ Regulations (40 CFR 1500-1508), Forest Service NEPA Regulations (36 CFR 220) and followed Forest Service Manual (FSM 1950) and Handbook (FSH 1909.15) direction. The environmental consequences of implementing these alternatives are discussed in Chapter 3 of the EA. Scoping for the Tusayan Travel Management project has been extensive and has continued over a four-year period. For details regarding public involvement, see Section 1.9. See also Section 1.11.</p>
33-8	<p>The purpose of TMR is not to re-designate or re-analyze the existing system of roads, trails, and areas and therefore there is no requirement to analyze the entire system. The proposed action (Alternative 2) and Alternatives 3 &amp; 4 propose changes to the District’s transportation system. See FS Response 33-3.</p>
33-9	<p>See FS Response 33-4.</p>
33-10	<p>Site-specific effects analyses are presented throughout Chapter 3 of the EA. See FS Responses 33-11 – 33-23.</p>

**Table 4.4-1. Public comment reference and Forest Service Response.**

Comment Number	Forest Service Response
33-11	Per the Preamble to the Travel Management Rule (page 68268) “reviewing and inventorying all roads, trails, and areas without regard to prior travel management decisions and travel plans would be unproductive, inefficient, counter to the purposes of this final rule, and disrespectful of public involvement in past decision making. ... Nothing in this final rule requires reconsideration of any previous administrative decisions that allow, restrict, or prohibit motor vehicle use on NFS roads and NFS trails or in areas on NFS lands and that were made under other authorities, including decisions made inland management plans and travels plan.” And on page 28269, “This final rule does not require responsible officials to reconsider decisions authorizing motor vehicle use on NFS roads and NFS trails” However, the analysis of Alternative 1 (No Action) describes the effects of maintaining the current management direction in regards to motorized vehicle use on the TRD (see Section 2.3 and Chapter 3), which includes the official system of roads built with NEPA in the past and unauthorized routes on the ground.
33-12	See FS Responses 33-3, 33-4 & 33-11.
33-13	Section 3.4 of the EA provides information on soil and watershed resources. The Kaibab NF does not have soil erosion data for each road on the Tusayan District. Estimated general soil loss rates are provided in Section 3.4 of the EA. Maintenance concerns occur on all roads, especially on high clearance native surface roads. The following information is provided within the Transportation section of the EA (Section 3.1): “Of the 709 miles of forest roads on the district, about 100 miles receive maintenance annually; mostly passenger car roads. Road maintenance is currently performed on passenger car roads more frequently than on high clearance roads. Since only a limited number of roads can be maintained due to available funds, emphasis is placed on keeping the passenger roads to standard. Very little road maintenance can be achieved on high clearance roads because of limited funds.” Additional information concerning the existing condition of the transportation system on the TRD is available in the TAP (2008).
33-14	Sections 3.1 and 3.4 of the EA were updated to summarize the field evaluations conducted this fall of the 16 miles of short spur roads. Field notes are in the project record and available upon request.
33-15	All federally listed and Region 3 sensitive species in the project area were analyzed to determine whether the proposed alternatives would have any potential effects on them, including effects to prey species. Management indicator species that will be affected by the proposed project were analyzed to determine any effects to the habitat they are an indicator for and how these effects might change forest-wide habitat and population trends. For birds under the Migratory Bird Treaty Act, analysis was done to determine whether the proposed alternatives have the potential to have unintentional take of these species and what impacts will occur at the population level. Documentation for all of these effects can be found in the specialist report/Biological Evaluation and summarized in the EA.
33-16	Section 3.6 of the EA provides information on Invasive Weeds; this information was based upon current survey data from the Tusayan District. The information taken from the Environmental Impact Statement for Cross Country Travel by Off Highway Vehicles (Apache-Sitgreaves, Coconino, Kaibab, Prescott, and Tonto National Forests, Arizona, August 2004) lists the general effects that invasive exotic weeds can have on the environment. It also describes the various ways that weeds may be introduced or spread, including by motorized vehicles. Additional analysis with site-specific information is provided later in the section under the sub-headings for each alternative. Cumulative effects of fire, grazing, mining, and other disturbances are discussed in Section 3.6.
33-17	Section 3.6 of the EA has been updated to reflect the best available information on noxious weeds. Approximately 3 miles of proposed spur roads are within ¼ mile of known populations of cheatgrass, Dalmatian toadflax, Scotch thistle, and diffuse knapweed. The quote you cited has been removed from the EA; it was carried forward from the 2009 EA and is no longer applicable because mitigation and monitoring measures have been incorporated to reduce the

<b>Table 4.4-1. Public comment reference and Forest Service Response.</b>	
<b>Comment Number</b>	<b>Forest Service Response</b>
	spread of exotic weeds and control known populations on all proposed road segments per the FEIS for Integrated Treatment of Noxious and Invasive Weeds (USDA 2005) (See Sections 2.5 and 2.6). Noxious and invasive weed management activities began on the Tusayan Ranger District in 2001 and treatments of all known populations have and will continue to occur annually.
<b>33-18</b>	<p>Alternative 3 is virtually the same as Alternative 2. Alternative 3 would have slightly fewer beneficial effects since 3% more roads would be left open to public travel. Refer to the discussion of effects for Alternative 2 in Section 3.6 of the EA for more information.</p> <p>The following information is in the Section 3.6 of the EA. It applies to Alternative 3.  “Alternative 2 would designate dispersed camping corridors along 28 miles of open system roads. Forest users and campers could drive cross country at random in these areas to access the Forest. Cheatgrass populations already exist within many of the corridors. Scotch thistle and diffuse knapweed are present in one of the corridors. These weeds could be spread and more weed species could be introduced by cross country motorized vehicle travel. The current rate of weed introduction and spread near these roads from unmanaged motorized vehicle travel (Alternative 1 – No Action) would not change with the implementation of Alternative 2.”</p> <p>Cheatgrass is found along many roads on the Tusayan District, including many of the proposed camping corridors. Scotch thistle and diffuse knapweed are found along FR 307.</p>
<b>33-19</b>	Under Alternatives 2 and 3, motorized big game retrieval would be allowed within a mile of any open road, except within existing motorized vehicle closure areas. The Kaibab NF does not have a complete weed survey that covers the entire Tusayan District; however, the effects analysis presented in Section 3.6 of the EA discloses the potential risks associated with implementing Alternatives 1-4. By implementing Alternatives 2-4, the Tusayan Ranger District would make progress toward the Kaibab Forest Plan goals of preventing the establishment of new noxious or invasive weed species and of controlling the spread of weeds.
<b>33-20</b>	<p>Alternatives 2 and 3 would allow the limited use of motor vehicles within one mile of all designated system roads (except where prohibited) to retrieve a legally hunted and tagged elk consistent with 36 CFR 212.51(b). Alternative 4 does not allow MBGR. The environmental consequences of implementing alternatives 1-4 are discussed in Chapter 3 of the EA. See FS Responses 33-21 &amp; 33-22.</p> <p>No significant negative effects are anticipated in regards to the implementation of this project and anticipated adverse effects are expected to be minor (see Ch.3 of the EA). A significance finding will be made as part of the Decision.</p>
<b>33-21</b>	<p>Mitigation Measures applicable to the Alternatives Analyzed in Detail (Section 2.3) are provided in Section 2.5 of the EA. Forest Plan monitoring and evaluation items will be implemented where appropriate; Additional monitoring needs for the project are found in Section 2.6 of the EA.</p> <p>The quote you are referring to is found in the Existing Conditions section (1.4) of the EA. The AGFD 2008 citation was misplaced; we have corrected this and it is now found in earlier in the paragraph following the proper information. The quote was from personal communication with Larry Phoenix of AGFD, and a citation has been added to reflect this. While documentation of this communication did not occur, Larry Phoenix provided the same statement in a letter to the Forest Service regarding the Williams Ranger District Travel Management Project (AGFD 2009). This letter has been added to the project record and is available upon request. Please note that this letter was made available to you under your FOIA request (case # 5117) in August of 2010. The information provided via personal communication and supported by the letter is the best information available regarding the number of motorized big game retrieval trips.</p>
<b>33-22</b>	The environmental consequences of implementing Alternatives 1-4 on recreation and scenic

<b>Table 4.4-1. Public comment reference and Forest Service Response.</b>	
<b>Comment Number</b>	<b>Forest Service Response</b>
	resources are discussed in Section 3.2 of the EA. Section 3.2 includes a discussion of the most current National Visitor Use Monitoring (NVUM) results and incorporates information from the visitor survey (Boussard et. al 2002) as well.
<b>33-23</b>	You are correct in that the proposal to allow motorized big game retrieval is controversial. However, 36 CFR 1508.27(b)(4) deals with “The degree to which the <i>effects</i> on the quality of the human environment are likely to be highly controversial” (emphasis added). There is no substantial scientific controversy over the effects as described in Chapter 3 of the EA. No significant negative effects are anticipated in regards to the implementation of this project and anticipated adverse effects are expected to be minor (see Ch.3 of the EA). A significance finding will be made as part of the Decision.
<b>33-24</b>	<p>The Forest Service disagrees with the commenter. The Purpose and Need for Action (Section 1.3) is sufficient; it briefly describes the need for the project and meets the requirements of 36 CFR 220.7(b)(1)).</p> <p>See FS Response 33-35. The TAP (2008) identified the minimum road system using a science based analysis while considering public input received during the planning process (See Section 1.9).</p> <p>We considered your recommendations to adjust the purpose and need statement, but:</p> <ul style="list-style-type: none"> <li>• Your first recommendation about “the need to eliminate cross-country travel...” is already incorporated into the purpose and need statement in Section 1.3; although the wording we use is more specific and relevant when defining the actions necessary to improving the management of motorized vehicle use on the TRD.</li> <li>• Your second recommendation about “the need to address degradation...” is outside of the purpose of the project which is to improve the management of motorized vehicle use on the TRD in accordance with the Travel Management Rule (36 CFR 212, 251 and 261). Travel Analysis did not identify any roads that need to be decommissioned (TAP 2008).</li> <li>• The TAP (2008) identified the minimum road system by way of a science-based analysis that incorporated public input.</li> <li>• A review of the existing and desired conditions of the Forest Plan shows that the Kaibab National Forest provides opportunities for motorized and non-motorized recreation consistent with Plan direction.</li> <li>• The statement about “the need to adjust both the core transportation system and recreation travel network in light of ...” is not supported by a review of the existing and desired conditions (see Section 1.4 of the EA).</li> </ul> <p>The EA considers a range of alternatives that address Key Issue 2 (Section 1.11). We identified through our public involvement efforts (Section 1.9) that there is a need to provide for motorized dispersed camping and motorized retrieval of legally taken big game animals on the TRD (Section 1.3). These popular activities each present social and environmental implications that need to be addressed in the implementation of the Rule. Cooperation with State agencies in achieving game and habitat management objectives while protecting other forest resources is directed by the KNF Plan and other regional and national guidance. See FS Response 33-3.</p>
<b>33-25</b>	Per FSH 1909.15 (Ch. 10 sec. 14.2): “There is no requirement to include a no action alternative in an EA. In an EA, the effects of a no-action alternative may be documented as follows: The EA may document consideration of a no-action alternative through the effects analysis by contrasting the impacts of the proposed action and any alternatives(s) with the current condition and expected future condition if the proposed action were not implemented. (36 CFR 220.7(b)(2)(ii)).” We believe that the no action alternative, as described in Section 2.3 of the EA, adequately serves a baseline for estimating the effects of other alternatives.

**Table 4.4-1. Public comment reference and Forest Service Response.**

Comment Number	Forest Service Response
	An alternative was considered but eliminated from detailed study that would not change the designated road system because it would not meet the purpose and need for action; see Section 2.7 of the EA. See FS Response 33-3.
33-26	The information regarding the development of alternatives is presented in the EA. See Sections 1.9 and 1.10 as well as Sections 2.1, 2.2, 2.3 and 2.7 of the EA.
33-27	Known unauthorized, user-created routes are incorporated in the EA. Unauthorized routes would continue to be used and would likely increase in number under the No Action alternative (Alt. 1). Each of the Action Alternatives will prohibit motorized travel off of the designated road system once the MVUM is published, thus reducing the impacts of unauthorized, user-created roads and making the use of them illegal (EA, Chapter 3).
33-28	See FS Responses 33-4 & 33-27.
33-29	<p>Thank you for your comment and timely provision of the 2006 FS memo referenced in your comment letter. In adding an unauthorized road to the designated system, we must consider the criteria in 36 CFR 212.55(a) and (c). And as stated in the preamble to the TMR, user-created roads and trails may be identified through public involvement and considered in the designation process. A District-wide travel analysis process (TAP) was developed in May 2006 (this was updated in 2008 to more closely follow the proposed travel analysis guidance in FSM 7710.2); it identified the minimum road system for the TRD by way of a science-based analysis that incorporated public input and did not recommend retaining any of the existing user-created routes. However, in preparation of the EA, the District identified a need to provide for motorized dispersed camping (Section 1.3). Consistent with Regional guidance (2008) and your 2006 comments on Region 3’s TMR guidelines, we proposed to add approximately 16 miles of short spur roads to the designated system that have historically served as access to dispersed camping sites (and other activities) on the District. If the decision is made to add these roads to the system, we would have to amend the “identified minimum road system” to include these roads and be consistent with FS direction; the travel analysis provided in the EA would provide sufficient information for such an amendment. This approach is consistent with FSM 7700 direction.</p> <p>See Chapter 3 of the EA for a discussion of the condition of these short spur routes and the environmental consequences of adding these roads to the system. There are no other unauthorized roads proposed to be added to the system.</p>
33-30	See FS Response 33-1 & 33-31. Additional alternatives were considered but eliminated from detailed study that would close and provide a substantially reduced road system (Section 2.7).
33-31	Four alternatives were developed in detail. Each “action alternative” (i.e. 2-4) was designed to be a viable alternative. Additional alternatives were considered but dropped from detailed study; they are presented in Section 2.7 with the reasons for not analyzing them in detail. The alternatives presented in Section 2.3 (Alternatives Analyzed in Detail) and in Section 2.7 (Alternatives Considered but Eliminated from Detail Study) represent a range of reasonable alternatives, given the Purpose and Need (Section 1.3) and Key Issues for the proposed action (Section 1.11). The alternative you suggested was considered but eliminated from detailed study, see Section 2.7 of the EA.
33-32	The Wet Weather Roads alternative was not discarded because defining the Wet Weather Roads System poses a problem and was reviewed with regards to what changes would need to be made to the existing district-wide designated transportation system so that only the Wet Weather Road System remained (just, as if emergency travel restrictions were implemented across the entire District). See Section 2.7 of the EA.
33-33	The Forest Service disagrees because by completing the EA and reviewing the project record the responsible official has complied with all of 36 CFR part 212.55 and Executive Order 11664. The minimum road system for the TRD was identified in the TAP (2008), and the recommendations were incorporated and analyzed in the EA under Alternative 2. Additional alternatives were considered but eliminated from detailed study that would close and provide a

<b>Table 4.4-1. Public comment reference and Forest Service Response.</b>	
<b>Comment Number</b>	<b>Forest Service Response</b>
	substantially reduced road system (Section 2.7). The environmental consequences of implementing Alt. 1-4 are disclosed in Chapter 3 of the EA.
<b>33-34</b>	Mitigation measures included in Section 2.5 of the EA provide for implementation of the wet weather roads policy. The District will continue to implement the Wet Weather Roads Policy (see glossary in the EA) when soil moisture conditions and the potential for road and resource damage exist. Implementation of the policy is at the discretion of the Forest Supervisor or District Ranger and is based on the current condition. An alternative was considered but eliminated from detailed study that would implement the wet weather roads system (see Section 2.7).
<b>33-35</b>	Travel analysis is a process the Forest Service uses to inform decisions related to the administration of the forest transportation system and helps identify proposals for changes in travel management direction (FSM 7712). Travel analysis is not a decision-making process, and the TAP (2008) is simply the resulting report of that process for the Tusayan Ranger District per FSH 7709. The District used the recommended changes to the existing road system identified in the TAP (2008) to develop the proposed action, which was then scoped to the public (see Section 1.9 of the EA). Public comments on the proposed action have been considered in the EA and will be considered in making the decision. See FS Response 1-5.
<b>33-36</b>	See FS Response 33-31. See also FS Response 1-3.
<b>33-37</b>	See FS Response 33-35. The Tusayan Ranger District already has a designated road system; therefore, per the Motor Vehicle Route and Area Designation Guide ( <a href="http://fsweb.wo.fs.fed.us/rhwr/ohv/index.shtml">http://fsweb.wo.fs.fed.us/rhwr/ohv/index.shtml</a> ), “There is no need to initiate a NEPA process to designate those NFS roads, NFS trails, and areas on NFS lands that are already managed for motor vehicle use where that use will continue unchanged, or to retain existing restrictions on motor vehicle use” (p. 26).
<b>33-38</b>	Thank you for your comments. The TAP (2008) process evaluated the existing condition and recommended the minimum road system needed for safe and efficient travel and for the administration, utilization and protection of the Tusayan Ranger District, consistent with the Rule. See FS Response 33-35.
<b>33-39</b>	For more information on road maintenance see Section 3.1 of the EA.
<b>33-40</b>	The TAP (2008) identified the minimum road system using a science based analysis while considering public input received during the planning process.
<b>33-41</b>	The commenter seems to be confusing analyses. Nowhere in the EA for Comment does it say that “Approximately 14% of the roads in the district receive maintenance annually.” Information on road maintenance is provided in Section 3.1 of the EA.
<b>33-42</b>	“While important, the scarcity or abundance of resources to maintain and administer designated roads, trails, and areas should not be the only consideration in developing travel management proposals” FSM 7715.5(1)(c). The transportation section in the EA provides discussions on road maintenance, funding, and access on the TRD (see Section 3.1). Implementation of Alternatives 2-4 would reduce the road maintenance costs on the District while providing adequate access for resource management and recreation activities (Section 3.1). Forest Service appropriations are authorized by Congress and are outside the scope of this analysis. See FS Responses 33-35 & 33-37.
<b>33-43</b>	We took into consideration your scoping comments. Neither the KNF Forest Plan nor TMR specify a road density for the Kaibab National Forest. Maps 6-9 were added to Appendix 3 of the EA illustrating the changes in open road density of the alternatives considered (Sections 2.3 and 2.7 of the EA). See Section 2.7 of the EA for a description of the alternatives that would have substantially reduced the open road mileage and why these alternatives were not analyzed in detail. The District felt that open road density was a better measure of effect than total road density because the greatest impacts from roads, as shown in the EA, come from associated vehicle traffic.
<b>33-44</b>	See FS Response 33-33 & 33-35.
<b>33-45</b>	See FS Responses 33-35, 33-40 & 33-42. We have reviewed your recommendations for

<b>Table 4.4-1. Public comment reference and Forest Service Response.</b>	
<b>Comment Number</b>	<b>Forest Service Response</b>
	additional road closures. As indicated in the TAP, the recommendation for high risk/low value roads is to mitigate the risk; road closure is one of several options to mitigate risks. Mitigation and monitoring measures have been incorporated in the EA to ensure environmental consequences are within acceptable levels (See Sections 2.6 and 2.7). Compliance with the travel management decision and resource damage will be monitored, and the decision on this travel management proposal will not preclude additional mitigation measures being taken in the future. See FS Response 33-30 & 33-31.
<b>33-46</b>	See FS Response 33-35. We have reviewed your recommendations for additional road closures. As indicated in the TAP, the recommendation for low risk/low value roads is to reduce the maintenance level to ML 2 or administratively close them. All of the roads identified in Table 2 of your comment letter are already designated as ML 2 roads, and are therefore following the recommendations of the TAP. Alternatives were considered but eliminated from detailed study that would close and provide a substantially reduced road system including one that would decommission all routes not assigned a high value for access in the TAP (Section 2.7). See FS Response 33-30 & 33-31.
<b>33-47</b>	See FS Responses 33-35, 33-40 & 33-42.
<b>33-48</b>	See FS Response 33-31.
<b>33-49</b>	See FS Response 33-40. In your comment, you have paraphrased 36 CFR 212.55 (b) which pertains to designating areas and trails. We have not proposed to designate any areas or trails that would need to meet the criteria in 36 CFR 212.55 (b). Motor vehicle use for dispersed camping or big game retrieval is exempt from the designation criteria (36 CFR 212.51).
<b>33-50</b>	See FS Response 33-31.
<b>33-51</b>	See FS Responses 33-29 & 33-31.
<b>33-52</b>	Your recommendations have been considered, along with everyone else who has participated in the public involvement processes that have occurred with this project (See Section 1.9 as well as Appendix 4). See FS Response 33-31.
<b>33-53</b>	See FS Responses 33-42 & 33-73.
<b>33-54</b>	<p>Volunteers, partnerships, or contributions to help the TRD implement travel management policies, the upcoming Travel Management decision and other projects would be welcomed, please contact the District office at 928-638-2443, thank you.</p> <p>We would appreciate any support for ongoing and future restoration projects because they are important. However, until the Kaibab National Forest has prohibited off-road travel and has the tools in place (e.g. the MVUM) to effectively enforce the prohibition, plans to implement restoration of unauthorized routes would be ineffective. Past efforts on the District have not been effective in obliterating unneeded roads as users were allowed to travel cross-country (e.g. adjacent to closed roads) and thus created additional unwanted impacts. Once the District has the ability to enforce off-road closures, we plan to evaluate and consider obliteration of unneeded roads.</p>
<b>33-55</b>	See FS Response 33-22. Recreation Opportunity Spectrum classes are mapped based on three characteristics: activities, setting, and experience (ROS Book). National Forest System lands provide a large and diverse variety of recreation opportunities. This does not mean that there is an equal or balanced allocation of ROS classes since there are specific requirements that must be met in order to place a land area into a class. Recreation opportunities are provided on the Tusayan RD and it is the user's choice where they engage in their preferred activities in order to have a satisfactory experience. If a user specifically desires a non-motorized experience, and knows about ROS, they could choose to visit a semi-primitive non-motorized (SPNM) area. Many users have found satisfactory non-motorized experiences in other ROS classes as well, as demonstrated in the NVUM satisfaction ratings for developed areas and general forest areas. Note that none of the SPNM areas were included as survey sites, but most users rated general forest areas as a "4" or good on a five point scale (1 being poor and 5 being very good) for meeting their needs for a variety of items (2005 NVUM).

**Table 4.4-1. Public comment reference and Forest Service Response.**

Comment Number	Forest Service Response
	<p>2005 NVUM reported “During their visit to the forest, the top five recreation activities of the visitors to the Kaibab National Forest were viewing natural features, hiking/walking, viewing wildlife, driving for pleasure, and relaxing”. From the information provided, it is not possible to determine if a majority of users engage in non-motorized recreation from this statement since we don’t know if viewing natural features and viewing wildlife were from a car/OHV or on foot/horseback/bicycle. We do know that about 47% of people engage in hiking and 44% engage in driving for pleasure. See FS Response 18-44.</p>
<p><b>33-56</b></p>	<p>See FS Response 4-1. Recreation opportunities are provided on Tusayan RD, it is the user’s choice what activities they engage (motorized or non-motorized), when they engage in such activities, and what setting they choose (motorized restrictions for areas such as Red Butte and Coconino Rim are posted). Per the Section 3.5, “the average number of estimated motorized big game retrievals that occurred on the Tusayan District between 2004 and 2006 was 510, 414 of which were for retrieval of harvested elk (see Chapter 1). Motorized big game retrievals would be widely dispersed spatially across the district and occur between September and December under Alternatives 2 and 3.” All of the action alternatives would result in a substantial reduction in overall motorized cross-country travel because most of the motorized cross-country travel that occurs on the district currently is for purposes other than big game retrieval (e.g., general recreational OHV riding, hunting activities other than big game retrieval such as scouting, and collection of shed elk and deer antlers).</p> <p>The Tusayan RD is abiding by the Travel Management Rule which states: “The clear identification of roads, trails, and areas for motor vehicle use on each National Forest will enhance management of National Forest System lands; sustain natural resource values through more effective management of motor vehicle use; enhance opportunities for motorized recreation experiences on National Forest System lands; address needs for access to National Forest System lands; and preserve areas of opportunity on each National Forest for non-motorized travel and experiences” (36 CFR Parts 212, 251, 261, and 295 Travel Management; Designated Routes and Areas for Motor Vehicle Use; Final Rule). See FS Responses 33-57 through 33-69.</p>
<p><b>33-57</b></p>	<p>See FS Responses 3-1, 4-1 &amp; 28-3. Cooperation with State agencies in achieving game and habitat management objectives while protecting other forest resources is directed by the KNF Plan and other regional and national guidance. We appreciate the information from the New Mexico Game and Fish Department, however, the Arizona Game and Fish Department (AGFD) is responsible for managing big game on the Kaibab National Forest. See FS Response 14-1 and Section 1.9 (paragraph 2) in the EA for rationale as to why we proposed allowing MBGR.</p>
<p><b>33-58</b></p>	<p>See FS Response 33-57.</p>
<p><b>33-59</b></p>	<p>The mitigation and monitoring measures described in Sections 2.5 and 2.6 of the EA have been included to ensure that effects to natural and cultural resources remain at acceptable levels during implementation of the travel management policies. Under alternatives 2 &amp; 3, MBGR would not be allowed in existing off road travel restricted areas, or when conditions are such that travel would cause damage to natural and/or cultural resources.</p> <p>Current conditions and existing policy allow an unlimited number of trips for all aspects of hunting that includes scouting, MBGR for all species with no limit on the distance traveled from system roads, no restrictions on seasons or weather conditions (unless the Wet Weather Roads Policy is in effect) and no requirement for use of a direct route. Alternatives 2 &amp; 3 apply limits on all of these currently unlimited activities, while Alternative 4 does not allow MBGR for any species. The effects of implementing Alternatives 1-4 on wildlife and wildlife habitat are disclosed in Section 3.5 of the EA. The effects to recreation and scenic resources are discussed in Section 3.2. See FS Response 33-57.</p>
<p><b>33-60</b></p>	<p>See FS Responses 4-1 &amp; 33-4.</p>

<b>Table 4.4-1. Public comment reference and Forest Service Response.</b>	
<b>Comment Number</b>	<b>Forest Service Response</b>
<b>33-61</b>	See FS Response 2-3. The effects of implementing Alternatives 1-4 on wildlife and wildlife habitat are disclosed in Section 3.5 of the EA. Implementation of Alternatives 2-4 would be consistent with the Travel Management Rule, Forest Plan Direction, and would improve the District's ability to attain Forest Plan objectives (See Chapter 3).
<b>33-62</b>	See FS Response 4-1 & 33-57.
<b>33-63</b>	The FS took into consideration your comments and the KNF is following regional guidance by considering allowing MBGR for elk because it would play an important role in meeting AZGF big game harvest objectives and KNF vegetation management objectives. Alternatives 2 and 3 would allow the limited use of motor vehicles within one mile of all designated system roads (except where prohibited) to retrieve a legally hunted and tagged elk consistent with 36 CFR 212.51(b). Alternative 4 does not allow MBGR. The environmental consequences of implementing alternatives 1-4 are discussed in Chapter 3 of the EA.
<b>33-64</b>	See FS Responses 4-1, 33-59 and 33-63.
<b>33-65</b>	See FS Responses 4-1, 33-59 and 33-63.
<b>33-66</b>	See FS Responses 33-3, 33-4 and 33-10.
<b>33-67</b>	See FS Responses 3-3, 4-1 and 33-10. In compliance with the National Historic Preservation Act of 1966, Kaibab National Forest archaeologists evaluated all alternatives associated with the Tusayan Ranger District Travel Management Project. Archaeologists followed the Travel Management Protocol, Appendix I, developed in 2006 in consultation with the tribes, the State Historic Preservation Officers of New Mexico, Texas, Oklahoma and Arizona, and Advisory Council. On August 5, 2010 the Kaibab entered into consultation with the Arizona State Historic Preservation Office (AZSHPO) and AZSHPO concurred with the Kaibab recommendations on August 26, 2010.
<b>33-68</b>	See FS Responses 33-57 and 33-63.
<b>33-69</b>	See FS Response 33-3. Alternative 4, which does not allow MBGR, was analyzed in detail in the Revised EA.
<b>33-70</b>	See FS Response 3-1.
<b>33-71</b>	<p>The mitigation and monitoring measures described in Sections 2.5 and 2.6 of the EA have been included to ensure that effects to natural and cultural resources remain at acceptable levels during implementation of the travel management policies. See FS Responses 3-1 and 27-2.</p> <p>The EA has been revised and edited since it was made available for comment in 2008. The information you are referring to was considered in the development of the Revised EA and is representative of why the District is considering 300 ft camping corridors in Alternatives 2 &amp; 3.</p>
<b>33-72</b>	See FS Response 27-2. Alternative 4, which does not include any dispersed camping corridors, was analyzed in detail in the Revised EA.
<b>33-73</b>	<p>The FS appreciates your recommendation to develop a travel management plan however the suggestion is outside the scope of this analysis (see Section 1.3 – Purpose and Need for Action). Implementation of Alternatives 2-4 would be consistent with the Travel Management Rule and Forest Plan Direction while improving the District's ability to attain Forest Plan objectives (See Chapter 3).</p> <p>The impacts from unauthorized and illegal uses are impossible to account for and are therefore outside the scope of this analysis. Mitigation and monitoring measures have been incorporated to ensure environmental consequences are within acceptable levels (See Sections 2.5 and 2.6). Compliance with the travel management decision and resource damage will be monitored, and the decision on this travel management proposal will not preclude additional measures being taken in the future.</p> <p>The FS appreciates your recommendations for a "route restoration strategy," however the suggestion is outside the scope of this analysis. Until the Kaibab National Forest has prohibited off-road travel and has the tools in place (e.g. the MVUM) to effectively enforce the</p>

**Table 4.4-1. Public comment reference and Forest Service Response.**

<b>Comment Number</b>	<b>Forest Service Response</b>
	<p>prohibition, plans to implement restoration of unauthorized routes would be ineffective. Past efforts on the District have not been effective in obliterating unneeded roads as users were allowed to travel cross-country (e.g. adjacent to closed roads) and thus created additional unwanted impacts. Once the District has the ability to enforce off-road closures, we plan to evaluate and consider obliteration of unneeded roads.</p> <p>For a discussion on enforcement of implementing TMR on National Forest System Lands, see Section 3.2 of the EA.</p>
<p><b>33-74</b></p>	<p>Travel management decisions are to be made at the project level and must be consistent with the applicable land management plan (FSM 7712.2), in this case the 1988 Kaibab National Forest Land Management Plan, as amended. The protection and existence of the “special areas” presented are important, but the creation and designation of these areas are best addressed at the Forest Plan level.</p> <p>Making changes to the designated system of roads based on the need to reduce adverse resource impacts does not establish a precedent for future actions or represent a decision in principle about a future consideration. For instance, the Forest Plan does not currently establish road-density standards and any discussion of road density in the EA was used to discuss/describe anticipated effects and was used to compare alternatives. In no way does the use of road density as an indicator or measure of effect in this EA establish that measure as a standard to be met in future management projects. Additionally, site-specific travel management decisions will be made with future planning efforts to achieve the desired conditions prescribed in the Plan.</p> <p>Procedures are in place to periodically revise the MVUM to accommodate changes to the designated system as a result of future management decisions and/or changing conditions. Any future actions that alter the designated road system, alter motorized big game retrieval restrictions or affect motorized dispersed camping opportunities will have to be evaluated under the National Environmental Policy Act (NEPA).</p> <p>We appreciate and have considered all the comments and information you have provided us throughout the development of this project. The direct, indirect, and cumulative effects of implementing Alternatives 1-4 are discussed in Chapter 3 of the EA.</p>

## **V. Comment Documents**

The following pages contain scanned images of comment documents received during the public comment period. Appendices attached to comment documents are available in the project file.

From: Paul Hancock  
To: comments-southwestern-kaibab-tusavan@FSNOTES  
Subject: Fw: travel plan to ban ORVs  
Date: 08/04/2010 02:01 PM

Paul Hancock  
Kaibab National Forest  
928.635.5649

"The permanent wealth of a country comes from the soil." - Gifford Pinchot, 1907

The Wilderness Vagabond  
<wildvagabond@yahoo.com>

To: aleonard@fs.fed.us  
cc: arbrown@fs.fed.us, mgrondin@fs.fed.us  
Subject: travel plan to ban ORVs

08/03/2010 06:15 PM

1-7  
cont'd  
direction is not enough when a giant leap is needed. Better, OHVs should be allowed only in small, fenced, easily monitored "sacrifice areas," where wildlife, plants, riparian areas, and sensible recreationists can be protected from this blue smoke hoard. This approach represents improved land stewardship, rather than bowing to those with the loudest roar (really, mufflers should be required). Still, the best, most far-sighted policy, for the reasons of land health, proper stewardship, and national security, is to permanently and totally ban OHVs from all public lands (federal and state).

1-8  
I also believe OHVs are a threat to national security. They are wasteful to produce, they require huge fuel-guzzling vehicles to transport them, they are wasteful to use, and they destroy our resources (soils, watersheds, air quality, plants, wildlife and wildlife habitat, disrupt wildlife movement and corridors). For the reasons of land health, proper stewardship, and national security, ORVs/ATVs/OHVs should be permanently and totally banned from all public lands. This ban should take place immediately, by Director and Manager use of policy.

1-9  
OHV use is a special interest single abuse and does not represent proper or sustainable public land stewardship. OHVs on public land disrupt soils and plants, damage riparian areas, constitute a wasteful use and abuse of resources, represent support of terrorism - increasing our dependence on foreign oil, and contribute to air and water pollution. Please act today to permanently and totally ban OHVs from all public lands (federal and state).

Reasons to ban all OHVs from all public lands:

Proper land stewardship.

Soils health.

Watersheds health.

Public health (air, water, sanity, natural quiet, preservation of rare plants, etc.)

Air quality.

1-10  
Plants, wildlife and wildlife habitat, wildlife movement and corridors.

Decrease dependence on foreign oil (national security).

Returning/maintaining natural quiet.

Lands safer from fires.

Help prevent the establishment of dangerous, foreign weeds.

Help prevent poaching of game and fish.

Allows land stewards to do just that, rather than policing OHVs.

Decreased "need" for roads = more \$ for stewardship (close 90% of roads and ways) - roads which destroy or shrink wildlife habitat, cause soil erosion, etc.

Allows elimination of many backcountry roads, which are the leading source of erosion, leading to impaired water quality and reduced fish populations.

Cordially, Rob Jones  
3443 S Debbie Street  
Flagstaff, AZ 86001

1-1 | travel plan please ban all ORVs

None of us want to see our forests and wildlife abused. That's why it's important to protect the land, water, and wildlife on National Forests like the Coconino and Kaibab. The greatest threat to our national forests is the rapidly growing network of unauthorized roads that allow motorized vehicles access to every ridge, canyon, and meadow. These roads not only degrade wildlife habitat and expose the bigger animals to poaching, but they harm streams, degrade watersheds, cause more fires, and help the establishment of dangerous, foreign weeds.

1-2

1-3 | Road density and OHV management are inexplicably linked. Road density should be decreased by approximately 80% on public lands and OHVs should be banned from use on public lands.

1-4 | Management policies toward ORVs/ATVs/OHVs should be like public health-oriented policies prohibiting smoking. How come? Because these vehicles damage forest and desert health, and are an affront to responsible recreation and land stewardship. Let's examine the use of smoking as an analogy. Smokers affect non-smokers, but not vice-versa. OHV users similarly affect "quiet recreationists." Society has settled the smoking issue by demanding that smokers practice their habit in confined areas.

1-5 | I do not believe, and the data indicate that our public lands cannot stand much more of the "good times" where OHVs roam free. Clean water and wildlife will continue to suffer along with increasingly disenfranchised recreationists who long for naturalness and quiet. The Forest Service, the BLM, and state agencies have allied themselves with the wrong values on this issue.

1-6 | I think that the assessment that OHVs are damaging public lands is a serious understatement. OHV's - including ATVs, dirt bikes, 4WDs and snowmobiles - may be fun to ride, but they have and are ruining the last best places in America's national and state forests and deserts. Clean water, fragile soils, fish and wildlife are taking a beating, and there are fewer and fewer places to pursue quiet and solitude. Then there is how OHVs spread noxious weeds, start wild fires, create all sorts of management and resource problems.

1-7 | A small start would be limiting OHV travel to designated routes only. Along with this, a calibrated user fee should be required - say \$50.00 per day, with policies that require impoundment and sale of any OHV found in violation of land-use policies. But such a small step in the right

**From:** [Barry Krayer](#)  
**To:** [comments-southwestern-kaibab-tusayan@fs.fed.us](mailto:comments-southwestern-kaibab-tusayan@fs.fed.us)  
**Subject:** Travel plan  
**Date:** 08/10/2010 11:50 AM

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2-1 While I am opposed to the closure of any roads in this area since they receive very little if any use due to it's remoteness only a few short spur roads should be closed. The following roads should be left open to create a loop as I enjoy camping and motorcycle riding in this area, 296 and 9045D, 803 and 812 should be left open to create another loop. 630A should stay open for a short cut and to complete a loop. Closing 445 J-I and V appears to violate the law as you are using proximity to wilderness to justify closure, court cases have ruled this illegal, so they should all stay open for the American people to access this area. Educating hunters as to the rules would go a long way with OHV issues in this area, they should be taught that violations will lead to a reduction in hunting tags. OHV riders should not suffer if another user group does not follow the rules. Thank you for reading my comments Barry Krayer 4143 E Bluefield Phx Az.

**From:** [Bruce Stirling](#)  
**Sent By:** [robertbrucestirlingii@gmail.com](mailto:robertbrucestirlingii@gmail.com)  
**To:** [comments-southwestern-kaibab-tusayan@fs.fed.us](mailto:comments-southwestern-kaibab-tusayan@fs.fed.us); [Bruce](#)  
**Subject:** Please RESTRICT ALL OFF ROAD VEHICLE USE  
**Date:** 08/14/2010 02:58 AM

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August 13, 2010

I am a Tucson native and I have seen the damage caused by off-road vehicle use, both in the desert, and elsewhere. I recently saw the result of a fatal multi-vehicle pile-up accident on I-10 between Tucson and Phoenix, which DPS attributed to a dust storm caused by off-road vehicles. I have seen dust storms caused by ATVs along I-10 between Phoenix and the California border.

3-1 The damage caused by all off-road use is permanent. The scars on the landscape are disturbing, too. Hunters, although they will deny it, use their off-road vehicles to chase and harass wildlife. Sanctioning this behavior is wrong. It should be outlawed. Off-road vehicles are ruining Arizona's once beautiful wilderness areas. More important, off-road vehicles are contributing to the destruction of animal habitat, which today, as a result of building sprawl, is precious. Nothing is more disturbing than being out in the wilderness and hearing a loud and obnoxious motorized vehicle careening down arroyos, through the brush, and/or through the woods, usually just barely under control.

3-2 Use of off-road vehicles should be completely discouraged and outlawed. Let hunters hike in to wilderness areas, if they must. It should not be made easy for them. Said ease is destroying the very areas they claim to want to protect for wildlife.

3-3 I am a former Chief Deputy County Attorney, and a former Maricopa County Superior Court Judge Pro Tem. I have seen the abuse from different perspectives. I prosecuted jerks who traveled to remote areas and destroyed stalagmites and stalactites in caves. Others will use the access to hunt for Indian pottery. The damage is permanent. Future generations deserve better from us today.

Thank you. I was once an NRA member, and I received your email address from a mailer of theirs asking their supporters to support access. I cannot do that.

Sincerely,

Bruce Stirling

--

Robert Bruce Stirling, II, Esq.  
602.254.6638  
602.460.5631 [Cell]  
602-507-9445 [Fax]  
520-302-5206 [Tucson]  
[bruce@stirlinglaw.com](mailto:bruce@stirlinglaw.com)  
<http://www.stirlinglaw.com/lawyers>

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**From:** [Doug](#)  
**To:** [comments-southwestern-kaibab-tusayan@fs.fed.us](mailto:comments-southwestern-kaibab-tusayan@fs.fed.us)  
**Subject:** Game retrieval  
**Date:** 08/14/2010 07:05 AM

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4-1 Dear Sirs,  
I believe hunters should be allowed access to their downed game. Today's light atv's with large tires have little if any impact on the areas they traverse. About the same impact as someone walking through the area making 8 trips to haul out an elk on their back or 4 trips for a deer. A boned out elk can be hauled out in one trip with an atv.  
Thank you,  
Doug Burkman

**From:** [jim\\_hays](mailto:jim_hays)  
**To:** [comments-southwestern-kaibab-tusayan@fs.fed.us](mailto:comments-southwestern-kaibab-tusayan@fs.fed.us)  
**Subject:** ohv use  
**Date:** 08/14/2010 07:27 AM

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5-1

I support plan #2. I would not be able to pack out meat without the use of a motorized vehicle, due to COPD. I can walk in, but could not pack out. Therefore, I could not hunt without a motorized method of removing the carcass. I would be discriminated against, due to my physical disability.

--

Jim Hays  
P.O. Box 161  
St. David, AZ 85630  
cell: 520-909-1106

**From:** [WILLIAM HEINS](mailto:WILLIAM HEINS)  
**To:** [comments-southwestern-kaibab-tusayan@fs.fed.us](mailto:comments-southwestern-kaibab-tusayan@fs.fed.us)  
**Subject:** Big Game retrieval  
**Date:** 08/14/2010 10:21 PM

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6-1

I would like to comment in favor of allowing ATV use in the Kaibab. As a senior hunter I am being shut out of the national forests because I can no longer pack out large deer or elk. I have hunted the Kaibab and will again if I can use an ATV to assist me in big game retrieval. I would like to complement Arizona for taking a reasonable stance on this issue.

William H

--

Bill

**From:** [WILLIAM HEINS](#)  
**To:** [comments-southwestern-kaibab-tusayan@fs.fed.us](#)  
**Subject:** Big Game retrieval  
**Date:** 08/14/2010 10:49 PM

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I would like to comment in favor of allowing ATV use in the Kaibab. As a senior hunter I am being shut out of the national forests because I can no longer pack out large deer or elk. I have hunted the Kaibab and will again if I can use an ATV to assist me in big game retrieval. I would like to complement Arizona for taking a reasonable stance on this issue.  
William Heins

--  
Bill

**From:** [Bob Eck](#)  
**To:** [comments-southwestern-kaibab-tusayan@fs.fed.us](#)  
**Subject:** big game retrieval  
**Date:** 08/15/2010 07:22 PM

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10-1 | Any plan adopted should allow the retrieval of big game by OHV's. Within one mile would be appropriate.

Thanks, Robert Eck

**From:** [dcauz](#)  
**To:** [comments-southwestern-kaibab-tusayan@fs.fed.us](#)  
**Subject:** Forest plan  
**Date:** 08/15/2010 08:10 AM

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7-1 | If the plan has to change, I support being able to retrieve legally-taken game animals by vehicle - any option except number 4. Thank you.  
Dave Cosper

**From:** [GMORRISWILLIAMS@aol.com](#)  
**To:** [comments-southwestern-kaibab-tusayan@fs.fed.us](#)  
**Subject:** OHV  
**Date:** 08/15/2010 11:33 AM

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8-1 | No OHV use in Nat'l Forest. Once you let them in you'll never get them out. I don't want to hike a mile into hunt only to hear an OHV coming up the trail.

**From:** [Harold Bliss](#)  
**To:** [comments-southwestern-kaiabab-tusavan@fs.fed.us](mailto:comments-southwestern-kaiabab-tusavan@fs.fed.us)  
**Subject:** New rules  
**Date:** 08/15/2010 02:08 PM

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8-15-10

9-1 | I hope this never comes to this but if you put to many restrictions on HOV's from picking up  
downed game, The Handicap will be having everyone put in trails for "Handicap people" for retrieval of  
their Game. Please all you new collage people who don't hunt, please watch what your thinking it may  
cost your job. If you enforced the laws that you already have that would be appreciated especially  
young adults & under age children tearing up our dirt & back roads on HOV's. Keep up the good work.

Harold & Marcia, In God We Trust

Vote for politicians who are for the people  
not the party & secure our borders.

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**From:** [S Fritz](#)  
**To:** [comments-southwestern-kaiabab-tusavan@fs.fed.us](mailto:comments-southwestern-kaiabab-tusavan@fs.fed.us)  
**Subject:** I agree.  
**Date:** 08/16/2010 06:29 AM

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11-1

I think there are areas of forest that should not allow OHV travel. I do not own an ATV and find it nice to hunt in areas where there is a lot less hunting pressure. Hunters have become lazy and need to hike and work to truly find nice large animals. If ATVs were allowed in all areas these animals wouldn't have the time to mature and be pushed even further out of their natural habitat.

VR,

Paul  
Colorado Springs, CO

**From:** [jimsherkhaw@aol.com](mailto:jimsherkhaw@aol.com)  
**To:** [comments-southwestern-kaibab-tusayan@fs.fed.us](mailto:comments-southwestern-kaibab-tusayan@fs.fed.us)  
**Subject:** OHV use in the Kaibab Forest  
**Date:** 08/16/2010 08:42 AM

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12-1

I am a hunter and work as a volunteer Hunter Safety Instructor for the AZ Game and Fish Department. I am not a OHV user but I do have many friends and hunting companions who are. I wish to put in my two cents on this issue. I do not believe the forest will suffer if hunters are allowed to retrieve game using OHV's. If this regulation is made law there will be a futher burden on an overburdened ranger and game warden staff to enforce it in an area where enforcement is almost impossible and it will make outlaws of otherwise good honest outdoorsmen.

Jim Hawkins

**From:** [steve & mary.anderson](mailto:steve & mary.anderson)  
**To:** [comments-southwestern-kaibab-tusayan@fs.fed.us](mailto:comments-southwestern-kaibab-tusayan@fs.fed.us)  
**Subject:** ohv restrictions  
**Date:** 08/16/2010 09:09 AM

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13-1

please do not close any more trails in kaibab-tusayan area. every year we are squeezed out of more and more areas, its time say enough. thank you steve anderson mesquite nv.

**From:** [peaksforest@aol.com](mailto:peaksforest@aol.com)  
**To:** [comments-southwestern-kaibab-tusayan@fs.fed.us](mailto:comments-southwestern-kaibab-tusayan@fs.fed.us)  
**Subject:** Travel Mgt  
**Date:** 08/16/2010 03:56 PM

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14-1

Alternative #2 or #3 is ok - big game (deer & elk) retrieval needs to be allowed during all hunts, especially for us older hunters.

A big mule deer buck can weigh 200 lbs. dressed & this is a lot for us older hunters to handle, please allow big game retrieval during all the hunts.

**From:** [McGrath, Matthew J SSG MIL USA USASOC](mailto:McGrath, Matthew J SSG MIL USA USASOC)  
**To:** [comments-southwestern-kaibab-tusayan@fs.fed.us](mailto:comments-southwestern-kaibab-tusayan@fs.fed.us)  
**Subject:**  
**Date:** 08/17/2010 10:57 AM

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15-1

I have lived my entire life in AZ previous to fulfilling my obligation to the United States by serving our country in the US Army. The Kaibab area is one of desire to hunt and an attraction to all who love the chase of wild game. I feel that the use of OHV in the area to retrieve downed game a well thought out plan, however this will take from the kaibab's most desired area's. It will allow more people who would not normally wonder further than before, and therefore eventually over time (not immediately noticeable) break this fragile environment down. It will cause an uproar between the motivated outdoors-man and the lazy "city man". Individual hunting area's then becoming disturbed through the use abnormal sounds and smells pushing thought the area. This plan needs to be limited if allowed, OHV's to only be used on established roads. If you can't haul it out you shouldn't be out there.

SSG McGrath

**From:** [Clyde Warren](#)  
**To:** [comments-southwestern-kaibab-tusayan@fs.fed.us](#)  
**Subject:** OHV  
**Date:** 08/18/2010 10:32 AM

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Dear Sir/Madam,

16-1 I was fortunate to hunt the Kaibab once. The quality of hunting does relate to the restriction of vehicle use. Allowing OHV use for game retrieval will open the door to misuse. It is not a big issue to bone out a deer and backpack it to your vehicle. I do it all the time. You should know what to do with an animal once it is down. If not, you shouldn't be hunting. If you choose to shoot one far from your vehicle, you should have a plan in place to retrieve it successfully.

Thank you for letting me comment on this issue.  
Clyde Warren  
Oregon

**From:** [Ramona Gomez](#)  
**To:** [comments-southwestern-kaibab-tusayan@fs.fed.us](#)  
**Subject:** Plan comments  
**Date:** 08/18/2010 01:47 PM

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- 17-1 I camp and motorcycle ride in this district a couple of times a year and do not believe any roads should be closed, this area is way too remote and has very little if any OHV problems much less over use. Hunting and OHV misuse may be a problem but should be treated as a hunting problem.
  - 17-2 Since you are closing roads it appears you are using wilderness proximity to close 445 J-S and V this is clearly wrong, the roads are not in the wilderness so why close them, court cases have shown this to be illegal.
  - 17-3 803 and 812 are nice roads I like to ride and make a loop, leave open.
  - 17-4 630A is a scenic area and makes a nice short cut after a long day of riding, should be left open.
  - 17-5 Should leave 296 and 9045D open to create a nice loop trail as this is an area I have camped in and enjoy very much.
- Thank you for reading my comments Ramona Gomez Phoenix Az.

## CAPITAL TRAIL VEHICLE ASSOCIATION (CTVA)

P.O. Box 5295  
Helena, MT 59604-5295

**From:** [CTVA\\_Action](#)  
**To:** [comments-southwestern-kaibab-tusayan@fs.fed.us](mailto:comments-southwestern-kaibab-tusayan@fs.fed.us)  
**Subject:** Comments for the draft EA for the Tusayan Ranger District Travel Management Project  
**Date:** 08/18/2010 06:05 PM  
**Attachments:** [Tusayan RD Travel Plan CTVA Comment 1.pdf](#)

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We have assembled the following information and issues from our members and other motorized recreationists for the project record. We appreciate the opportunity to provide our comments for the Tusayan Ranger District Travel Management Project. We enjoy riding our OHVs on primitive trails and roads in Kaibab National Forest. All multiple-use land managed by the Forest Service provides a significant source of these OHV recreational opportunities.

Please accept the attached comments for the Tusayan Ranger District Travel Management Project record. Please let us know if you need a different file format.

Thank you for considering and addressing our comments.

Sincerely,

Action Committee on behalf of our members  
Capital Trail Vehicle Association (CTVA)  
P.O. Box 5295  
Helena, MT 59604-5295  
[CTVA\\_Action@q.com](mailto:CTVA_Action@q.com)

**Contacts:**

Doug Abelin	at (406) 461-4818	<a href="mailto:dabelin@bresnan.net">dabelin@bresnan.net</a>
Don Gordon	at (406) 458-9577	<a href="mailto:DGordon315@aol.com">DGordon315@aol.com</a>
Ken Salo	at (406) 443-5559	<a href="mailto:ksalo245@msn.com">ksalo245@msn.com</a>
George Wirt	at (406) 443-7923	<a href="mailto:gwirt@bresnan.net">gwirt@bresnan.net</a>

March 6, 2010

Angela Parker  
Tusayan District Ranger  
P.O. Box 3088  
Grand Canyon, AZ 86023

Re: Comments for the draft EA for the Tusayan Ranger District Travel Management Project

Dear Ms. Parker:

We have assembled the following information and issues from our members and other motorized recreationists for the project record. We appreciate the opportunity to provide our comments for the Tusayan Ranger District Travel Management Project. We enjoy riding our OHVs on primitive trails and roads in Kaibab National Forest. All multiple-use land managed by the Forest Service provides a significant source of these OHV recreational opportunities. We feel strongly about OHV recreation for the following reasons:

### Enjoyment and Rewards of OHV Recreation

- Opportunity for a recreational experience for all types of people.
- Opportunity to strengthen family relationships.
- Opportunity to experience and respect the natural environment.
- Opportunity to participate in a healthy and enjoyable sport.
- Opportunity to experience a variety of opportunities and challenges.
- Camaraderie and exchange of experiences.
- For the adventure of it.

### Acknowledged Responsibilities of Motorized Visitors

- Responsibility to respect and preserve the natural environment. We are practical environmentalists who believe in a reasonable balance between the protection of the natural environment and the human environment.
- Responsibility to respect all visitors.
- Responsibility to use vehicles in a proper manner and in designated places.
- Responsibility to work with land, resource, and recreation managers. We are committed to resolving issues through problem solving and not closures.
- Responsibility to educate the public on the responsible use of motorized vehicles on public lands.

We feel that we are representative of the needs of the majority of visitors who recreate on public lands but are not organized with a collective voice to comment on their needs during the public input process. These independent multiple-use recreationists include visitors who use motorized

*We are a locally supported association whose purpose is to preserve trails for all recreationists through responsible environmental protection and education.*

*Page 1 of 29*

18-1 routes for weekend drives, mountain biking, sightseeing, exploring, picnicking, hiking, ranching, rock climbing, skiing, camping, hunting, RVs, shooting targets, timber harvesting, fishing, viewing wildlife, snowmobiling, accessing patented mining claims, and collecting firewood, natural foods, rocks, etc. Mountain bikers seem to prefer OHV trails because we clear and maintain them and they have a desirable surface for biking. Multiple-use visitors also include physically challenged visitors who must use wheeled vehicles to visit public lands. All of these multiple-use visitors use roads and motorized trails for their recreational purposes and the decision must take into account motorized designations serve many recreation activities, not just recreational trail riding. We have observed that 97% of the visitors to this area are there to enjoy motorized access and motorized recreation.

18-2 Adequate recreational opportunity for all visitors is the supreme issue that must be addressed by this action. The relative importance of recreation on a national basis is demonstrated by the Bureau of Economic Analysis statistics for spending on recreation. In 1979 the index for recreation spending was 32.537 (year 2000 = 100, <http://www.bea.gov/national/nipaweb/TablePrint.asp?FirstYear=1979&LastYear=2004&Freq=Year&SelectedTable=33&ViewSeries=NO&Java=no&MaxValue=155.606&MaxChars=7&Request3Place=N&3Place=N&FromView=YES&Legal=Y&Land=> ). In 2004, the index was 113.695 for an increase of 349%. No other sector has increased this dramatically. Clearly, the public wants and needs adequate recreational opportunity and this should be the over-arching theme of this evaluation and decision.

18-3 Many federal actions have led to the continual closure of motorized recreational opportunities and access and at the same time the number of OHV recreationists has grown to 50 million and at the same time other outdoor activities have declined 18 to 25% (Journal of Environmental Management 80 (2006) 387–393, <http://www.redrockinstitute.org/uploads/PNAS.pdf> and <http://www.msnbc.msn.com/id/22998037/> ). Multiple uses of the forest are marginalized every time a forest plan or travel management plan comes up for action. The motorized closure trend has created significant cumulative effects and has reached the point where it is causing severe public distress. Reasonable alternatives to motorized closures must be pursued. The continual loss of motorized recreational opportunities is our primary concern. Because of the significant cumulative effect of motorized closures at this point in time, we feel strongly that there can be “no net loss” of motorized recreational opportunities with the Tusayan Ranger District Travel Management Project.

18-4 We would ask that this project address the attached checklist of issues and address the goals and needs identified. Using this checklist will help identify and address concerns and, hopefully, the needs of the public will be adequately met by implementing a more reasonable multiple-use alternative.

18-5 The project area with its current level of motorized access and recreation is where residents from Arizona and visitors go to enjoy motorized recreation. The project area is where we go and what we do to create those memories of fun times with family and friends. Management of these lands for multiple-uses including reasonable motorized use allows the greatest enjoyment of these lands by the widest cross-section of the public to continue. These lands are designated as multiple-use lands. We ask that management for sharing of these lands for multiple-use be selected as the preferred alternative. Sharing would include a 50/50 sharing and equal opportunity of non-motorized to motorized trails.

18-6 Our comments document that the current management trend towards massive motorized closures (25 to 75% of the existing routes) is not responsible to the public’s needs for motorized access and recreation and is contrary to the multiple-use management directives specified by congress. The agency can no longer ignore that motorized access and recreation are the largest (over 50 million) and fastest growing group of visitors. The agency can no longer ignore the needs of motorized recreationists and act irresponsibly by continuing to close a large percentage of existing motorized access and recreation opportunities. The agency can no longer ignore the need for new motorized recreational opportunities. The agency can no longer ignore the significant cumulative effect that all of the motorized closures over the past 30 years have had on motorized recreationists. We cannot tell you how many times we have met motorized recreationists (many of them families from the project area) and they have asked us “What is going on?” This question will be even more prevalent if the travel plan is pushed by the public in a short time frame. In all of the hundreds of federal actions in the past 7 years, we have yet to see a meaningful evaluation this cumulative effect. It seems that both the BLM and Forest Service are using forest planning and travel management planning as an opportunity to close as many motorized recreational opportunities as fast as possible. We are asking that this project establish a baseline evaluation and address this significant impact.

18-7 As shown in the attached comments, there is a great shortage of ATV and motorcycle trails in the Kaibab National Forest. Clearly there is an imbalance of opportunity that justifies more (not less) motorized recreational opportunities. For this reason, we strongly recommend and support the development of a Pro-Recreation Alternative. The proposal by the Kaibab National Forest does not meet this definition of a Pro-Recreation Alternative. A Pro-Recreation Alternative would include the following characteristics in addition to the current proposal:

18-8 1. The use of “unauthorized trails or roads” is not an appropriate term as many of these routes were created during periods going back to the 1800’s when the forest was managed without designated routes, cross-country travel was allowed, and access and use of the forest was encouraged. The use of “unauthorized trails or roads” is an inaccurate representation of the management conditions and uses allowed in the past and we request that this term be dropped from the text.

18-9 2. We are very concerned that the current text and maps does not adequately and easily disclose the motorized routes to be closed. Order to meet NEPA requirements for adequate public disclosure, each alternative map must show each motorized route that is proposed to be closed. The standard used in many travel plans has been to show those motorized routes proposed to be closed by an alternative with red lines. The tables for each alternative also need to clearly identify an each existing motorized route that is proposed to be closed.

18-10 3. Dispersed camping within 300 feet of all existing routes.

18-11 4. Use of seasonal closures, where required, to protect the environment and wildlife with the intention of keeping routes open for the summer recreation season.

18-12 5. All of the existing routes are needed as OHV routes due to the cumulative effects of all other closures.

18-13 6. Additional OHV routes are needed to address the growing popularity of OHV recreation and the greater needs of the public for access and motorized recreation.

18-14 7. In order to reasonably meet the needs of the public for motorized recreational opportunities we request that the proposed alternative include the following:

- a. Interpretative routes to preserve the pioneer and mining heritage in the area.
- b. Provides the type of long-distance figure 8 routes, loops and side destinations desired by OHV recreationists
  - i. Loops ranging from 20 to 60 miles
  - ii. Many stops and side destinations
  - iii. Documents and preserves the historic nature of the area
  - iv. Additional use of dual-use routes so that OHVs can connect with trails systems.
  - v. Grants could be used for signing at each site and the development of interpretative literature, brochures, and maps.
  - vi. Grants could be used where required for route improvements.

18-15 Overall, we are extremely concerned about the unequal allocation of trail resources and we do not see anything in the document that justifies the current imbalance of 25% motorized trails to 75% non-motorized trails in the Kaibab National Forest. The current alternative preferred by the Forest Service worsens this imbalance by eliminating high quality motorized trails. The facts presented in our comments clearly supports a motorized trail allocation of 50% or greater.

18-16 The following facts are documented in the information and comments that we have provided:

1. The public has a great need for motorized trails.
2. Under existing conditions there are considerably more non-motorized trail opportunities than motorized trail opportunities.
3. The public needs more motorized trail opportunities and not less.
4. The Forest Service has proposed less motorized trail opportunities.
5. Motorized recreationists are the only ones to lose in this proposal.
6. Motorized recreationists are the only one to lose in every travel plan action.
7. The National OHV policy was not intended to be a massive motorized closure process but that is how it is being used.

18-17 As documented in our comments, every Forest Service travel planning action has resulted in less motorized access and motorized trails. Motorized recreationists have become extremely frustrated with this disconnect between their needs and Forest Service actions. We often hear others say that the Forest Service is going to close our trails regardless of what we say or do. This is a sad statement for a federal agency with a stated commitment to equal program delivery. We are extremely concerned because the Forest Service is not providing equal program delivery to motorized recreationists. We urge Forest Service leadership to address this problem by developing a preferred alternative based on a Pro-Recreation alternative. The current set of alternatives does not include a Pro-Recreation alternative. NEPA requires analysis of all viable alternatives and all significant issues. A Pro-Recreation alternative is viable and needed by the public. The reasons and issues presented by motorized recreationists including these comments are adequate justification to

18-17 cont'd develop and support a Pro-Recreation alternative. Other motorized recreationists are available to develop and support a Pro-Recreation alternative if the agency would engage them. Again, we urge the Forest Service to address this situation and restore public confidence in the agency by developing and selecting a Pro-Recreation alternative that provides equal program delivery by allocating at least 50% of the trails to motorized use.

We genuinely appreciate your consideration of our comments.

Sincerely,

/s/ Action Committee on behalf of our members

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Tom Mandra, Montana 4x4

<sup>1</sup> CTVA is also a member of Montana Trail Vehicle Riders Association ([mtvra.com](http://mtvra.com)) and Blue Ribbon Coalition ([sharetrails.org](http://sharetrails.org)). Individual memberships in the American Motorcycle Association ([ama-cycle.org](http://ama-cycle.org)), Citizens for Balanced Use ([citizensforbalanceduse.com](http://citizensforbalanceduse.com)), Families for Outdoor Recreation ([ffor.org](http://ffor.org)), Montana 4X4 Association, Inc. ([m4x4a.org](http://m4x4a.org)), Montana Multiple Use Association ([montanamua.org](http://montanamua.org)), Treasure State Alliance, and United Four Wheel Drive Association ([ufwda.org](http://ufwda.org))

## Information and Issues That Support A Pro Motorized Recreation Alternative

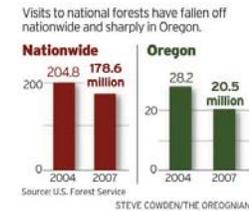
August 18, 2010

- 18-18 1. OHV recreationists have a strong interest in long distance routes where they can pack their camping gear with them and travel 90 to 125 miles. The concept is to camp 2 to 4 along the way similar to the Magruder trail in Idaho (<http://fs.usda.gov/nezperce>) and cover 90 to 125 miles as part of the experience. This opportunity could be developed by creating boundary trails around public lands and using connecting trails through the interior to create figure 8 opportunities. We request that this type of opportunity be evaluated as part of the planning process and that motorized recreationists be involved.
- 18-19 2. Most residents of Arizona are 1st, 2nd, 3rd, or 4th generation Arizonans who have been raised with motorized access to their public lands. They have driven their jeeps and motorcycles to Kaibab National Forest for decades and now many of them enjoy recreating on ATVs. This is a very important cultural issue that must be adequately considered by a travel management plan.
- 18-20 3. Another significant issue that goes along with historic motorized access is associated with the way that the level of involvement in a NEPA process is used to justify motorized closures. Grandpa did not have to participate in a NEPA process and NEPA as currently practiced is not reaching most Arizonans. Please do not interpret a lesser level of participation as acceptance of motorized closures and use it as a reason to support well-funded non-motorized environmental groups with paid staff. The level of participation is due to the lack of an adequate public involvement program that reaches or involves the majority of residents including motorized recreationists. The project team must be interdisciplinary and include a sufficient number of motorized recreationists that are capable of relating to and understanding the needs of motorized recreationists. At the same time, the NEPA process should seek communication with motorized recreationists equal to that afforded non-motorized environmental groups. We request that the agency carefully assess this situation and implement a NEPA public involvement program that adequately compensates for these conditions and adequately identifies the significant issues and needs of motorized recreationists.
- 18-21 4. There is a significant need for Youth Loops. Youth Loops would include a small area of several acres, either contained by fencing or clearly marked boundary, with short, tight trail system that is designed to entertain kids under adult supervision. The youth loop offers an alternative to unauthorized routes near camp areas and riding in campgrounds. A good example to refer to is the Lewis and Clark National Forest Travel Plan for the Little Belts. We request that this important need be adequately addressed in the preferred alternative.
- 18-22 5. The current trend of excessive motorized access and motorized recreational closures is having a significant impact on the number of visitors to the forest as shown in the recently released NVUM report ([http://www.fs.fed.us/recreation/programs/nvum/nvum\\_national\\_summary\\_fy2007.pdf](http://www.fs.fed.us/recreation/programs/nvum/nvum_national_summary_fy2007.pdf), <http://billingsgazette.net/articles/2008/12/04/features/outdoors/18-woods.txt>) and the following graphic based on that data. This trend has created a significant issues in regards to adequate

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public access and adequate motorized recreation which much be analyzed adequately during the process.

18-22  
cont'd



18-23

18-24

18-25

Forest Service Region	National Forest Visits 2004 (000s)	National Forest Visits 2007 (000s)	Change in Visitation (000s)	% Change
01 Montana, Northern Idaho, Northeast Washington, North Dakota	13,200	11,265	-1,935	-15%
02 Colorado, Kansas, Nebraska, South Dakota, Wyoming	32,500	31,025	-1,475	-5%
03 Arizona, New Mexico	20,500	20,502	2	0%
04 Nevada, Utah, Southern Idaho	23,300	21,315	-1,985	-9%
05 California	30,700	28,702	-1,998	-7%
06 Oregon, Washington	28,200	20,495	-7,705	-27%
08 Southeastern US, Puerto Rico	31,000	25,867	-5,133	-17%
09 Northeastern US	22,500	17,033	-5,467	-24%
10 Alaska	2,900	2,421	-479	-17%
TOTAL	204,800	178,625	-26,175	-13%

6. A motorized travel plan is a plan that specifically designates roads, trails and areas for motorized use, designates which vehicles will be allowed on which routes and if seasonal restrictions apply. A comprehensive trail designation plans does the same thing except it includes all trail uses, including mountain bike, equestrian and hiking. This is a very important distinction because the anti-access groups will attempt to convince the planning team to develop a "comprehensive" travel plan by using only the existing inventory of motorized routes. They do this by identifying existing motorized trails that are good for mountain bikes, equestrians and for bird watching... or whatever. The current approach is inequitable because it takes the current motorized route inventory and tries to make it the route inventory for all users. It leaves out possibilities for constructing or otherwise developing non-motorized trails and ignores existing non-motorized trails that exist in both the planning area and adjacent lands. Now, that doesn't mean the agency can't take into consideration the effect each alternative will have on non-motorized visitors. It can - and it should be part of the NEPA analysis. But that is totally different from specifically providing a non-motorized trail system via the existing inventory of motorized routes. We support the creation, designation and management of non-motorized trails, but not at the expense of motorized visitors. We request that the agency not use the existing motorized trail inventory for designating non-motorized trails. Instead, if there is a need for non-motorized trails, then the agency should consider options that do not reduce the existing opportunity for motorized users.
7. An adequate and reasonable preferred alternative would include an adequate quantity and quality of beginning, intermediate, and advanced routes and trails for a wide cross-section of motorized visitors including motorcycles, ATVs, and four-wheel drive vehicles. Additionally, the quantity and quality of motorized routes would be at least equal to the quantity and quality of non-motorized routes. This is the yard stick that the team should measure travel plan alternatives by.
8. Road density does not equal motorized trail density. Impact information developed based on roads should not be used to estimate impacts from ATV and single-track motorcycle trails. ATV trails has far less impact than roads in all resource areas and motorcycle single-track trails have far less impact than roads in all resource areas. Motorized trails have less impact than roads and this condition must be recognized during the analysis and decision-making.

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18-26 9. One of the specific requirements under NEPA is that an agency must consider the effects of the proposed action in the context of all relevant circumstances, such that where “several actions have a cumulative . . . environmental effect, this consequence must be considered in an EIS.” Neighbors of Cuddy Mountain v. U.S. Forest Serv., 137 F.3d 1372, 1378 (9th Cir. 1998) (quoting City of Tenakee Springs v. Clough, 915 F.2d 1308, 1312 (9th Cir. 1990)). A cumulative effect is “the 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.” 18 40 C.F.R. § 1508.7. 3. The cumulative effect of all motorized closures has been significant and is growing greater every day yet they have not been adequately addressed. Ignoring cumulative effects allows the agency to continue to close motorized routes unchecked because the facts are not on the table. CEQ guidance on cumulative effects was developed to prevent just this sort of blatant misuse of NEPA.

18-27 10. Because of the cumulative effects on motorized recreationists from all past and reasonably foreseeable closures and the growing need for motorized access and motorized recreational opportunities, there can be no net loss of these opportunities with this action. This can be accomplished by implementing a route designation for all existing routes.

18-28 11. A starting list of actions that should be evaluated in a cumulative effect analysis include:

18-28 cont'd

Table of Cumulative Effects on Motorized Recreationists						
Action	Acres Affected	Miles before	Miles after	Miles closed	% closed	Mitigation of Motorized Losses
Sleeping Giant BLM	7,900	29.0	21.6	7.4	25.52%	No
Elkhorn Management plan	300,000			75*	50%*	No
Clancy-Unionville TP	33,000	136.0	108.0	28.0	20.59%	No
North Belts TP	250,000	370.4	164.9	205.5	55.48%	No
South Belts TP	83,000	173.6	140.2	34.0	19.59%	No
Beaverhead-Deerlodge FP	3,364,000					
Roads		4,157.0	4,053.0	104.0	2.50%	No
Motorized trails**		1,237.0	1,037.0	200.0	16.17%	No
Gallatin NF TP	1,807,000					
4x4 Roads		417.0	347.0	70.0	16.79%	No
ATV and motorcycle trails***		680.0	145.0	535.0	78.68%	No
Little Belt, Castle, and Crazy TP	1,050,000					
Roads		1,546.7	740.3	806.4	52.14%	No
ATV trails***		226.0	208.0	18.0	7.96%	No
Motorcycle trails		658.0	443.0	215.0	32.67%	No
Rocky Mountain Front TP	391,700					
Motorized Trails		209.0	74.0	135.0	64.59%	No
Badger-Two Medicine TP	130,000	190.6	8.6	180.0	94.44%	No
Dillon RMP BLM	901,000	2,102.0	1,342.0	760.0	36.16%	No
Bute RMP BLM	307,300	629.3	416.9	212.4	33.75%	No
Helena area		52.2	9.8	42.5	81.42%	No
Blackfoot TP	376,000	**				
Divide TP	155,000	**				
Custer NF Beartooth TP	580,000					
Roads		225.0	210.0	15.0	6.67%	No
Motorized trails		341.0	267.0	74.0	21.70%	No
Custer NF Ashland TP	437,000	**				
Custer NF Sioux TP	436,000	**				
Bitterroot NF TP	1,589,000	**				
Upper Missouri River Breaks RMP	378,000	592.0	404.0	188.0	31.76%	No
Whitetail-Pipestone TP	185,700	679.0	406.0	273.0	40.21%	No
Bruce Creek to Napa Point TP	141,990	60.0	40.0	20.0	33.33%	No
Keep Cool Hills Management Plan	14,500	20.0	0.0	20.0	100.00%	No
Owyhee Front Travel Plan BLM	484,873	834.0	398.0	436.0	52.28%	No
Salmon Challis NF Travel Plan	4,359,000					
Motorized trails		1,110.0	838.0	272.0	24.50%	No
Tellus OHV area	6,000	39.5	24.0	15.5	39.24%	No
Mosh RMP BLM	1,822,562	6,199.0	3,693.0	2,506.0	40.43%	No
Monicello RMP BLM	1,800,000	3,069.0	2,820.0	249.0	8.11%	No
Richfield RMP BLM	2,100,000	4,315.0	3,739.0	576.0	13.35%	No
Greater Yellowstone Grizzly Bear Plan	5,893,000				25%*	No
Cabinet-Yaak-Selkirk Grizzly Plan	2,918,400	3,008.0	2,811.0	197.0	6.55%	No
Big Snowy Mountains TP*	150,000			100*	50%*	No
Targhee NF TP	1,789,000					
Inyo National Forest TP	1,977,000	3,725.0	2,934.0	791.0	21.23%	No
Kootenai NF Three Rivers RD*****	638,000	661.0	500.0	161.0	24.36%	No
KIPZ Forest Plan	5,513,000	**				
Lolo Forest Plan	2,083,000	**				
WMPZ Forest Plan	6,043,000	**				
<b>Subtotal</b>	<b>50,494,925</b>	<b>37,691.3</b>	<b>28,343.3</b>	<b>9,346.7</b>	<b>24.80%</b>	<b>No</b>
<b>Other Significant Measures of Closed Motorized Opportunities</b>						
Yellowstone NP snow machines****		1400	318	1082	77.29%	No
National Forest Cross Country opportunity (acres)	192,300,000	192,300,000	0	192,300,000	100%	No
BLM Cross Country opportunity (acres)	258,000,000	258,000,000	100,000*	257,900,000	99.40%	No
<b>Notes:</b>						
* estimated impact						
** underway with expected significant impact						
*** additional impact associated with significant loss of quality trails and substitution with roads						
**** number of snow machines						
***** All motorized trails closed						
Source: CTVA tabulation						

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- 18-29 | 12. Past actions that have had a significant impact on motorized recreationists in Montana as shown in the table above. Reasonably foreseeable actions including travel plans, forest plans and resource management plans will produce additional significant impacts. These actions have produced or will produce a significant debt in the mitigation bank for motorized recreational opportunities in the Kaibab National Forest and immediate surrounding areas and this issue must be adequately addressed.
- 18-30 | 13. Because of the shortage of OHV routes necessary to reasonably meet the needs of the public, every existing motorized route is extremely important.
- 18-31 | 14. All roads to be closed to full-size vehicles should be converted to atv routes. This is a reasonable alternative for all existing roads.
- 18-32 | 15. The needs of the public for motorized recreational opportunities include a variety of trails for different skill levels. Also, routes with minimal traffic are needed as practice routes for beginning riders.
- 18-33 | 16. The availability of motorized single-track trails has declined dramatically. At the same time, nearly all of the single-track trails see very little hiking or other use. It is not reasonable to segregate users on single-track trails. We can all get along and have done so for years. It is also consistent with the desegregation of public places as required by the Civil Rights Act of 1964. Therefore, it is a reasonable alternative to designate all existing single-track trails on multiple-use lands within the project area open to motorcycle use. Additionally, single-track challenge trails are needed for expert riders and trials type motorcycles.
- 18-34 | 17. The loss of high quality motorized routes in the Kaibab National Forest is not a reasonable alternative given the historic use of these routes and the needs of the public for access and motorized recreation.
- 18-35 | 18. National Forests in Idaho have a long and successful history of sharing single-track trails with motorcycles and we request that this strategy be used in the project area.
- 18-36 | 19. Motorcycle trail riders enjoy riding single-track trails. Motorized single-track recreation trails are limited at this time and continue to decline.
- 18-37 | 20. Over 90% of the visitors to the project area are associated with multiple-use opportunities including motorized access and motorized recreation opportunities. These are multiple-use lands as designated by congress and must be managed as such. Recreation is a stated purpose for multiple-use lands.
- 18-38 | 21. Wilderness is closed to motorized vehicles and equipment. Therefore, multiple-use lands should be open to motorized vehicles and equipment. Wilderness criteria and standards should not be applied to multiple-use lands.

- 18-39 | 22. The site specific analysis of each road or trail to be closed must address or identify where the public would go to replace the motorized resource proposed for closure. In other words, the analysis must adequately evaluate the site specific value of a road or trail proposed for closure to motorized recreationists. It must also quantify the significant negative cumulative impact experienced when motorized recreationists could not find a trail or road with a similar experience in the area. The quality of our experience has been significantly reduced. It must also quantify the significant cumulative impact that the closure of a system of road and trails would have collectively when enough routes are closed to eliminate a good motorized day outing. An incomplete analysis is not acceptable under NEPA requirements.
- 18-40 | 23. Site specific monitoring of motorized versus non-motorized use must be provided for each route as required by the National OHV Rule.
- 18-41 | 24. Each route must be evaluated on the basis of whether it will see more use as a motorized route or a non-motorized route and then the appropriate decision should be made on that basis.
- 18-42 | 25. Each route must include a socio-economic analysis that includes the impacts on the public owning OHVs and looking for opportunities to use them and landowners who purchased property with the intent of being able to access and recreate using motor vehicles.
- 18-43 | 26. It would be a huge step backward for society if we had to comment on every foot of road, water line, sewer pipe, sidewalk, and motorized trail that the public needs. Gauging public need by the number of comments is not the norm in our society and should not be used in this process.
- 18-44 | 27. We have been keeping observations of the types of visitors in multiple-use areas since 1999 and have found that 97% of the visitors are motorized recreationists. The public comments and votes by how they use the forest, and more motorized access and recreation is what they are asking for with every visit.
- 18-45 | 28. The travel management plan for the area must reflect that use and the needs of the public for motorized recreational opportunities in the area. Again, these are multiple-use lands and we ask that they remain viable multiple-use lands by not closing existing motorized routes.
- 18-46 | 29. Theoretical or assumed impacts must not be used to close motorized recreational opportunities. This is happening way too often. For example, an impact on wildlife by OHV recreation is assumed on a theoretical basis but there is no site specific data or monitoring to back that statement. A similar situation is happening in other resource areas including sedimentation and noxious weeds. Decisions to close motorized recreation must not be made on the basis of theoretical or assumed impacts to the natural environment. In order to avoid arbitrary and capricious decisions, site specific data and monitoring must be presented and demonstrate a measure significant impact.
- 18-47 | 30. A sense of magnitude must be used when making decisions about road closures based on indicators such as sediment production. For example, a route should not be closed because it is estimated to produce 10 cubic yards less sediment. The sediment yield must be compared to naturally occurring conditions which includes normal runoff, floods, and fires. The recent fires in the Kaibab National Forest discharged thousands of cubic yards of sediment to the area

18-47  
cont'd streams which is more than all of the motorized routes in the project area for the next 100 years. Another example is the assertion that groomed snowmobile trails affect the lynx. Groomed snowmobile trails cover less than 0.001% of the total area and the impact on the lynx is of a similar magnitude. Additionally, if snowmobile trails affect the lynx, then so do cross-country and snowshoe ski trails. Again, we doubt that these impact the lynx but if snowmobiles do, then so do trails packed by non-motorized uses. Quite often non-motorized impacts are equal or greater and they must be fairly assessed also.

18-48 31. With respect to the position that there is not enough money to mitigate problems, motorized recreationists can work with the Forest Service as partners to obtain many different grants.

18-49 32. Also, motorized recreationists generate significant levels of funding that would be available if the agency would pursue them and the system was working to distribute them equitably. Basically OHV recreationists generate a significant amount OHV gas tax. These monies should be used to maintain, develop, and mitigate issues but, unfortunately, it is being diverted elsewhere. This significant issue must be addressed.

18-50 33. The most common maintenance requirement for 4x4 and OHV routes is the construction and maintenance of water bars/dips/mounds to divert runoff from the route. This maintenance could easily be provided by running a SWECO trail machine with a trained operator over each route once every 5 years. OHV trail maintenance and gas tax monies are available to fund this maintenance. Each region could set up a program similar to the Trails Unlimited program (<http://www.fs.fed.us/trailsunlimited/>). AmeriCorps type labor could also be used. The SWECO could not be used on motorcycle single-track trails but they typically require less maintenance and water bars/dips/mounds can usually be constructed on these trails by hand work.

18-51 34. The Stream Systems Technology Center found that installing water bars at a reasonable spacing was a very effective way to reduce the sediment discharge from trails and roads (July 2007 Stream Notes at <http://www.stream.fs.fed.us> ). Many other best management practices are available to control sediment production at demonstrated by the bibliography at [http://www.fs.fed.us/t-d/programs/wsa/pdfPubs/road\\_bmp.pdf](http://www.fs.fed.us/t-d/programs/wsa/pdfPubs/road_bmp.pdf) .

18-52 35. The Kaibab National Forest has far less than the desired number of motorized trails. This creates two problems. First, the public will tend to “explore” closed routes in an attempt to salvage a decent outing. Secondly, it produces an unsatisfactory OHV experience.

18-53 36. The scope of the project must address both existing routes and new construction. This is necessary and reasonable because a certain percentage of the existing routes are likely to be closed. Putting a sideboard on the project scope that prevents the evaluation and creation of any new trail segments also eliminates the opportunity to mitigate the overall level of motorized closures. This approach, if pursued, would preclude the evaluation of a reasonable alternative and also preclude any opportunity for mitigation and enhancement. Therefore, limiting scoping of the project to existing routes only would produce a significant built-in disadvantage for motorized recreationists, i.e., the overall number of motorized routes are destined to be reduced and nothing can be considered to enhance existing routes and to mitigate the overall loss to motorized recreationists. We are concerned that the process will not provide motorized recreationists with an equal opportunity (50/50 sharing of motorized to non-motorized trails) in

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18-53  
cont'd the outcome and we are only destined to lose. We would appreciate an independent evaluation of this situation as soon as possible so that the proper scoping direction can be corrected early in the process.

18-54 37. Note that non-motorized recreationists can use routes that are both open and closed to motorized recreationists including roads and the evaluation of the opportunities available to non-motorized recreationists must be based on the total of all existing roads and trails. Additionally non-motorized recreationists can use an infinite amount of cross-country opportunity and motorized recreationists can not. A reasonable evaluation of this condition will conclude that motorized recreationists are already squeezed into insignificant and inadequate system of routes. This point must be adequately considered in the allocation of recreation resources.

18-55 38. The evaluation and decision-making must take into account that the total area of the National Forest equals 192,300,000 acres and out of that total 44,919,000 acres or 23.36% is already designated wilderness. Current forest planning actions seek to convert roadless lands to defacto wilderness even though they are designated multiple-use lands. Therefore, this percentage will be even more lopsided toward non-motorized opportunities at 53.79% assuming that 58,518 acres of roadless areas are converted to defacto wilderness areas and managed for non-motorized recreation. We maintain that the management of all of the remaining 147,381,000 congressionally designated multiple-use acres (including roadless) or 76.64% of the forest should be managed for multiple-uses. Every multiple-use acre must remain available for multiple-uses in order to meet the needs of 96.41% of the public who visit our National Forests for multiple-uses. Every reasonable multiple-use acre must remain available for multiple-uses in order to maintain a reasonable balance of opportunities. The proposed plan does not meet the basic needs of the public for multiple-use opportunities, does not provide a proper allocation of multiple-use recreation opportunities and does not meet the laws requiring multiple-use management of these lands.

18-56 39. Basically, as shown in the table below, there is too little motorized access and too few motorized trails in the Kaibab National Forest. Therefore, every mile of existing road and motorized trail is very, very important. The evaluation must adequately consider and address the fact that motorized access to the Kaibab National Forest is relatively limited as shown by the miles of roads versus the number of acres in the following table. The miles of motorized trails are exceptionally inadequate for the thousands of OHV recreationists looking for those opportunities. Additionally, the miles of motorized trails and especially single-track is way out of balance with the needs of thousands of motorized recreationists in the region surrounding the Kaibab National Forest. At the same time, the miles and percentage of non-motorized trails is excessive compared to the use that they receive and this does not consider the endless cross-country opportunities that available. The total route opportunity available to non-motorized recreationists is 7780 miles and the total miles of exclusive non-motorized trails are 337 (75.06%) and the cross-country miles are infinite. The total miles of roads open to motorized recreationists are 2854 and the total miles of trails open to motorized recreationists is 112 (24.94%) and the miles of cross-country opportunity is zero. Existing motorized single-track trails total about 0 miles or 0%.

Given the number of motorized recreationists and the miles of routes available, it should be very obvious that motorized recreationists are already squeezed into an inadequate system of routes.

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18-56  
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Under the existing condition, 40.67% of the Kaibab National Forest is set-aside for segregated exclusive non-motorized use for 1.63% of the visitors to the forest. The remaining 98.37% of the visits are associated with multiple-use. Multiple-use lands are public places. Segregation in public places has not been acceptable since the Civil Rights Act of 1964. In order to reasonably meet the requirements of integration a reasonable management goal for the remaining 59.33% of the forest would be for shared multiple-use that would produce a forest-wide 50/50 sharing of non-motorized/motorized trail opportunities and correct the current imbalance as shown in the table below.

The overall allocation of **existing** non-motorized versus motorized access and trail riding opportunities in the Kaibab National Forest is a **does not reasonably meet** the needs of the public for motorized access and the recreational needs of motorized recreationists. We request that this data be used to guide the decision-making to a preferred alternative that adequately meets the needs of the public by **increasing motorized recreational opportunities** in the project area.

Region	Forest	District	NFS Acres	Current Status	Projected Date for Designation	Existing		Existing		Existing		Acres	
						NFS Roads	Existing NFS Roads Open	NFS Trails	Existing NFS Trails Open	Existing NFS Trails Open	Existing NFS Trails Open		
						to Motor Vehicle Use	to Motor Vehicle Use	to Motor Vehicle Use	to Cross-County Motor Vehicle Use	to Cross-County Motor Vehicle Use			
3	Kaibab	Tusayan	327,363	Open	7/7/2007	823	141	80	28	0	322,363		
3	Kaibab	Williams	560,305	Open	7/8/2007	2,302	2,294	183	84	0	553,180		
3	Kaibab	N Kaibab	654,979	Open	7/9/2007	4,206	419	186	0	0	550,680		
<b>Totals</b>						1,542,647		7,331	2,854	449	112	0	1,426,223
						Miles of Open Road per Square Mile =		0.39					
						Total Roads and Trails Open to Non-Motorized Use, Miles =		7,780					
						Non-Motorized Trails, Miles =		337					
						Non-Motorized Trails, % =		75.98%					
						Motorized Trails, miles =		112		0			
						Motorized Trails, % =		24.94%					
						Trails Open to Motorcycles %		0.00%					

<http://www.fs.fed.us/recreation/programs/ohv/>  
[http://www.fs.fed.us/recreation/programs/ohv/travel\\_mgmt\\_schedule.pdf](http://www.fs.fed.us/recreation/programs/ohv/travel_mgmt_schedule.pdf)

NOTE: This data is out of date by at least 4 years and does not reflect significant motorized closures that have occurred since this table was put together.

18-57

40. While we do not support segregation, if segregation is to be implemented on multiple-use lands (which must be considered public places), then a corresponding goal would be to demonstrate an absolutely perfect 50/50 sharing of non-motorized and motorized trails as part of that segregation. Therefore, if the proposed plan further promotes segregation on multiple-use lands, then it must include a corresponding 50/50 sharing and it must not tip the balance further in favor of non-motorized trails and at the expense of motorized routes.

18-58

41. In order to bring equality to the allocation of non-motorized to motorized trails in the Kaibab National Forest must either convert 113 miles ((449/2)-112) of non-motorized trails to motorized trails or 225 miles (337-112) of new motorized trail must be constructed. The proposed Travel Plan does not adequately address this imbalance and it would be a step in the

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18-58  
cont'd

wrong direction and would create an even greater imbalance. This is not a reasonable direction for the Tusayan Ranger District travel plan.

18-59

42. The following are examples of adequate OHV trail systems that should be used to guide development of this project. The alternatives for this project should be compared to these OHV trail systems. Also, it would help the project team understand the needs of OHV recreationists by visiting these area and experiencing them on an OHV. Examples of the types of systems that should be developed in the project area include:

- a. Danskin Mountain in the Boise National Forest (<http://www.stayontrails.com/assets/content/maps/Danskin-Mountains-map.pdf>)
- b. South Fork Boise River in the Boise and Sawtooth National Forests
- c. Winom-Frazier in the Umatilla/Whitman National Forest
- d. Prospect OHV area in the Rogue River National Forest
- e. Paiute OHV System in the Fishlake National Forest
- f. East Fork Rock (<http://www.fs.fed.us/r6/centraloregon/recreation/cohvops/efrindex.shtml>),
- g. Mendocino National Forest (<http://www.fs.fed.us/r5/mendocino/recreation/ohv/>), and
- h. High Lakes and Blue Lake Trail System in the Gifford Pinchot National Forest (<http://www.fs.fed.us/gpnf/recreation/trailbikes/documents/trails5269small.pdf>).
- i. In order to meet the public's need for motorized recreational opportunities, the project area and every national forest and BLM district must have OHV systems comparable to these examples.

18-60

43. Under the existing conditions with a typical width of no more than 12 feet, the 2854 miles of roads in the Kaibab National Forest would cover about 4151 acres (2854 x 5280 x 12 / 43560). At a typical width of no more than 48 inches, the 112 miles of ATV trails cover about 54 acres. At a typical width of no more than 24 inches the 0 miles of motorized single-track trails cover 0 acres. The total Kaibab National Forest is covers 1,559,000 acres. The percentage of the total forest used by roads, ATV trails, and single-track motorcycle trails under existing conditions is respectively, 0.2663%, 0.0035%, and 0.00%.

The total area of roads and trails under Existing Conditions far less than 1% of the project area. The total area used by motorized routes under Existing Conditions is 4205 acres or 0.2968% of the 1,559,000 acre area. Therefore, the area used Under Existing Conditions is relatively insignificant and is an entirely reasonable level of use on multiple-use lands. The reduction under the proposed action produces a significant impact on the public's ability to access and recreate and is not a reasonable level of use for lands designated for multiple-use by congress. Furthermore, a Pro-Recreation Alternative that increases motorized access and motorized recreational opportunities in the Tusayan Ranger District is an entirely reasonable alternative for these multiple-use lands.

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cont'd

Acres and % of Forest for Existing Motorized Routes				
Total Project Area (acres) =			1,559,000	
	Miles	Feet width	Acres	% of Forest
Miles of road	2,854.0	12	4151.27	0.2663%
Miles of ATV	112.0	4	54.30	0.0035%
Miles of Motorcycle	0.0	2	0.00	0.0000%
Total			4205.58	0.2698%

18-61

44. In a recent article ([http://www.helenair.com/articles/2008/08/01/national/80na\\_080801\\_drill.prt](http://www.helenair.com/articles/2008/08/01/national/80na_080801_drill.prt)) about a lawsuit regarding drilling in New Mexico on the Otero Mesa, the BLM manager stated “While up to 90 percent of BLM lands are open to drilling under the plan, Childress said only 800 to 900 acres of Otero Mesa’s 1.2 million would be permanently disturbed by roads, footpads and other drilling related activities. “I think that’s a pretty reasonable percentage,” he said.” We agree and find that this is a relatively insignificant percentage of the total area and quite acceptable management for multiple-use lands.

18-62

45. National OHV criteria and standards are not entirely applicable to conditions in the Kaibab National Forest project area and Arizona, i.e. one size does not fit all. The analysis needs to allow for judgment on site specific conditions so that the decision is a better match for local conditions and customs which center on motorized access and motorized recreation.

18-63

46. The evaluation must adequately consider the growing popularity of motorized recreation, the aging population and their needs for motorized access, and the increased recreation time that the aging population has and looked forward to enjoying public lands in their motor vehicles.

18-64

47. Specific references from the new National OHV Policy that must be adequately addressed include:

*Existing – The unit or district restricts motor vehicles to “existing” routes, including user-created routes which may or may not be inventoried and have not yet been evaluated for designation. Site-specific planning will still be necessary to determine which routes should be designated for motor vehicle use.*

*For many visitors, motor vehicles also represent an integral part of their recreational experience. People come to National Forests to ride on roads and trails in pickup trucks, ATVs, motorcycles, and a variety of other conveyances. Motor vehicles are a legitimate and appropriate way for people to enjoy their National Forests—in the right places, and with proper management.*

*To create a comprehensive system of travel management, the final rule consolidates regulations governing motor vehicle use in one part, 212, entitled “Travel Management.” Motor vehicles remain a legitimate recreational use of NFS lands.*

*This final rule requires designation of those roads, trails, and areas that are open to motor vehicle use. Designations will be made by class of vehicle and, if appropriate, by time of year. The final rule will prohibit the use of motor vehicles off the designated system, as well as use of motor vehicles on routes and in areas that is not consistent with the designations.*

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18-64  
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*The clear identification of roads, trails, and areas for motor vehicle use on each National Forest will enhance management of National Forest System lands; sustain natural resource values through more effective management of motor vehicle use; enhance opportunities for motorized recreation experiences on National Forest System lands; address needs for access to National Forest System lands; and preserve areas of opportunity on each National Forest for nonmotorized travel and experiences.*

Clearly the rule intended to identify existing routes being used for motorized access and recreation and preserve existing non-motorized routes by elimination of cross-country travel. Why is a process that was intended to eliminate cross-country travel and designate existing motorized routes been allowed to turn into a massive closure process?

Additionally, the rule preserves existing non-motorized routes by not allowing them to be converted to motorized routes and it does not state anywhere that non-motorized travel and experiences were to be significantly enhanced by a wholesale conversion of motorized routes to non-motorized routes. We request that the intention of the final OHV Route Designation rule be followed by the Tusayan Ranger District Travel Plan decision and that the rule not be used inappropriately as an action to create wholesale motorized closures and a wholesale conversion of motorized to non-motorized routes.

18-65

48. In order to be responsive to the needs of motorized recreationists, the plan should specifically allow for amendments as required to create new trails, connect trails to create motorized loops, extend trails, make minor boundary adjustments to allow a motorized trail, etc.

18-66

49. Forest Service and BLM law enforcement has taken the position that OHVs cannot legally ride on forest or BLM roads unless the road is designated dual-use. Cumulative decisions have closed OHV trails to the point that there is not an inter-connecting network of routes. At the same time, the agencies have not designated a functional network of dual-use routes to inter-connect to OHV routes. Dual-use is essential for the family OHV experience. Therefore, these closure decisions are forcing the OHV recreationists to ride non-designated dual-use routes illegally. The proposed action must include these designations in order to provide a network of OHV routes with inter-connections, where required, using dual-use roads in order to be functional. This will allow OHV enthusiasts to operate legally on forest and BLM roads. We request that a system of dual-purpose roads, and OHV roads and trails that interconnect be one of the primary objectives of the travel management plan and that this objective be adequately addressed in the document and decision. The issue of speed can be adequately and easily addressed by specifying maximum speeds and signing. Without the dual-use designation, the proposed action would transform family OHV trips from a healthy family oriented recreation to an illegal activity. This is not a reasonable nor acceptable outcome.

18-67

50. The continual closure of motorized trails has forced OHVs to be operated on forest roads in order to provide a reasonable system of routes and to reach destinations of interest. The lack of dual-use designations on forest roads then makes OHV use on these routes illegal. The cumulative negative effect of motorized closures and then combined with the lack of a reasonable system of roads and trails with dual-use designation have not been adequately considered in past evaluations and decision-making. We request that all reasonable routes be designated for dual-use so that a system of roads and trails can be used by motorized

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18-67  
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recreationists. Additionally, we request that the cumulative negative effect of all past decisions that have adequately considered dual-use designations be evaluated and considered in the decision-making and that this project include an adequate mitigation plan to compensate for inadequate consideration in the past.

18-68

51. In many cases illegal trails are created in response to the lack of adequate motorized opportunities. If there were an adequate number of OHV trail systems, then the need to create illegal trails would be greatly diminished. Therefore, the catch-22 of the closure trend is that in the end it feeds the illegal activity. In other words, it would be a more advantageous and equitable situation to pro-actively manage motorized recreation.

18-69

52. The Forest Service has only addressed less motorized access and less motorized recreational opportunities. The alternatives formulation and decision-making must adequately recognize and address the fact that the majority of the public visiting the project area want more motorized access and motorized recreational opportunities.

18-70

53. The existing level of motorized access and recreation cannot be dismissed because it is only associated with the No Action Alternative. The existing level of motorized access and recreation is reasonable alternative and an alternative other than No Action must be built around it.

18-71

54. The Ravalli County Off-Road Users Association has found that “at the end of 2006, there were approximately 2500 “stickered” OHV’s in Ravalli County. For the past five years, the growth rate of “stickered” OHV’s has been about 20% per year. If this growth rate continues, the number of OHV’s in the forest will double every four years. On the Bitterroot National Forest there have been no new OHV “system” routes designated for OHV travel since 1996. History, experience and common sense tell us that when adequate, responsible, sustainable routes with attractive destinations are provided, OHV enthusiasts will ride responsibly. On the Bitterroot National Forest this means more routes, not more restriction.” The same analysis must be done for the Kaibab National Forest and it will find the same no growth trend and a lack of an adequate number of existing routes that is further made worse by a lack of new routes to address growth.

18-72

55. It is not environmentally and socially responsible to squeeze motorized recreationists into the small possible numbers of areas and routes, yet this is the goal being pursued by the Kaibab National Forest. There is also a significant public safety aspect associated with squeezing everyone into a small area as accidents will increase with too many motorized recreationists on too few routes. We request that these significant issues be adequately addressed.

18-73

56. Motorized recreationists endorsed and accepted millions of acres of area restriction under the the Travel Management; Designated Routes and Areas for Motor Vehicle Use, Final Rule (<http://www.fs.fed.us/recreation/programs/ohv/final.pdf>) as a positive action to control environmental impacts. We accepted area restriction and not area closure. Area closure is permanent. Area restriction allows flexibility as needed to address site specific conditions. Each motorized road and trail exists because it serves some multiple-use need. Every road and trail is important to some individual for some purpose. Each motorized road and trail must have adequate site-specific analysis to determine all of its values including motorized recreational value. Motorized recreationists gave up 97% of the area historically available to them under

18-73  
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both the National Route Designation rule as the ultimate act of mitigation so that we would continue to have use of existing motorized routes that cover or provide access to an area estimated at less than 3% of the total area. Now motorized recreationists have been given almost no credit for our cooperation during that action and we have only been penalized for our past cooperation by current route designations, resource management plans, forest plans and travel plans that seek to close 50% to 75% of the existing motorized routes. This outcome was not part of the National Route Designation agreement and this level of closure is not acceptable to us for that reason. National Route Designation agreements were not made with the intention of massive closures beyond that agreement. We ask that all BLM and Forest Service actions include proper recognition of the agreement behind the National Route Designation decisions which allow continued use of the existing networks of motorized roads and trails without massive motorized closures.

18-74

The agency has overlooked one important aspect of the visitor use data. The visitor use data cited above is based on a percent of the total population. However, the percent of the total population visiting our public lands is a fraction of the total population. Public lands should be managed for those people that actually visit them. We request that this adjustment be made in this evaluation.

The total number of individuals that visit our national forests is about 56 million (personal communication Don English, National Visitors Use Monitoring Program, Forest Service, November 29, 2005). Our total U.S. population is about 286 million (2000 Census Data). Therefore, only about 20% (56 million/286 million) of the total U.S. population actually visits our national forests. This number needs to be used as the denominator (baseline) for total forest visitors.

Forest Service Chief Dale Bosworth recognized the true popularity and magnitude of motorized recreation in his January 16, 2004 speech which stated “Off-highway vehicles, or OHVs, are a great way to experience the outdoors. But the number of OHV users has just gotten huge. It grew from about 5 million in 1972 to almost 36 million in 2000.” We agree with the Forest Chief that 36 million is a significant number of recreationists. Additionally, the USDA Southern Research Station has recently validated the growing popularity of OHV recreation in their Recreation Statistics Update Report No. 3 dated October 2004 ([www.idahoparks.org/assets/content/docs/2004\\_usfs\\_RecStatUpdate3.pdf](http://www.idahoparks.org/assets/content/docs/2004_usfs_RecStatUpdate3.pdf)). This document reports that the total number of OHV users has grown to 49.6 million by the fall 2003/spring

18-74  
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2004. Based on the 2000 estimates OHV and motorized recreationists are about 64% of the population that actually visits the forest (36 million / 56 million).

This is further substantiated on page 9 of a report prepared by National Survey on Recreation and the Environment (NSRE 2000) titled Outdoor Recreation Participation in the United States (<http://www.srs.fs.usda.gov/trends/Nsre/summary1.pdf>) which asks the question "During the past 12 months. Did you go sightseeing, driving for pleasure or driving ATVs or motorcycles?" The percent responding "Yes" was 63.1% and the total number in millions was estimated at 130.8 million. Additionally, NSRE is often referenced by the agency but the summary statistics are skewed against motorized recreation because driving for pleasure and OHV use are split out as separate groups. These two groups represent motorized recreation and if they are added together they are as large as any other group in the survey which correctly demonstrates the magnitude of motorized recreation.

Additionally, the Southern Research Station in their report Off-Highway Vehicle Recreation in the United States, Regions and States ([http://www.fs.fed.us/recreation/programs/ohv/OHV\\_final\\_report.pdf](http://www.fs.fed.us/recreation/programs/ohv/OHV_final_report.pdf)) determined that of the total U.S. population in the West 27.3% participated in OHV recreation and that out of the total population in Arizona 25.5% participated in OHV recreation. It appears that the study is diluting the actual percentage of OHV recreationists by using total population and not the population actually visiting and using the forest. As discussed above only 20% of the total U.S. population visits the forest. The percentage of Arizona residents that actually visit our national forests is higher than the national average and is estimated at 1/2 of the total state population. Based on this estimate, it is our opinion that about 51% (25.5% x 2) of the actual visitors to Arizona national forests participate in OHV recreation.

These surveys and data demonstrates the significant popularity of motorized and OHV recreation and the tremendous public support and need for motorized and OHV recreational opportunities. We maintain that motorized recreationists are the main group of visitors out of the total population of visitors to the national forest visiting the forest 5 or more days per year. The needs and support of motorized recreationists must be adequately addressed in this planning effort by preserving all reasonable existing motorized recreational opportunities. This planning effort must also adequately address the increasing popularity by creating new motorized recreational opportunities.

18-75

58. The Southern Research Station in their report Off-Highway Vehicle Recreation in the United States, Regions and States ([http://www.fs.fed.us/recreation/programs/ohv/OHV\\_final\\_report.pdf](http://www.fs.fed.us/recreation/programs/ohv/OHV_final_report.pdf)) determined that out of the total population in Arizona 25.5% participated in OHV recreation. The U.S. census determined that the population in 2008 was 6,500,180. (<http://quickfacts.census.gov/qfd/states/30000.html>). Therefore, the number of OHV recreationists in Arizona is 6,500,180 times 0.255 = 1,657,545.

18-76

59. The Southern Research Station in their report Off-Highway Vehicle Recreation in the United States, Regions and States ([http://www.fs.fed.us/recreation/programs/ohv/OHV\\_final\\_report.pdf](http://www.fs.fed.us/recreation/programs/ohv/OHV_final_report.pdf)) determined that out of the total population in Arizona 25.5% or 982,700 individuals participated in OHV recreation. These numbers demonstrate the immense popularity of OHV recreation. These numbers demonstrate that there are not enough existing motorized recreational

18-76  
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opportunities. These numbers demonstrate that the agency's motorized closure trend is contrary to the needs of the public. The magnitude of the number of motorized recreationists is real. The misrepresentation of visitor numbers must be discontinued. Proper emphasis must be given to motorized recreation. Additionally, the agency must understand and accept that many motorized recreationists do not participate in the NEPA process. Therefore, the agency should not be driven by the number of perceived participants and comments received. As originally envisioned and stated in law, the NEPA process should be driven by issues and needs and motorized recreationists have significant issues and needs. Motorized recreationists believe and hope that the Forest Service as a public agency will look out for their issues and needs in an even-handed way. In other words, as the process works now, the needs of largely unorganized motorized interests including individuals and families are largely ignored. The agency must not be overly influenced by organized non-motorized groups and their significant lobbying, organized comment writing and legal campaigns. The agency must adequately emphasize the needs of lesser organized and funded motorized recreationists by developing a motorized travel plan that addresses the needs associated with the numbers and popularity of at least 982,700 motorized and OHV recreationists. The current proposal does not meet these needs in a multiple-use area that is ideal for motorized use.

18-77

60. The current allotment of recreation resources on all Forest Service lands is way out of balance with 44,919,000 acres out of 192,300,000 acres or 24% in wilderness designation while no more than 2.55% of the visitors are wilderness visitors. Designation as wilderness is further out of touch with the needs of the public because recreation is not a stated purpose of the wilderness act and, therefore, recreation in wilderness area can not and should not be emphasized. Note that we could oppose any recreation development in wilderness areas in retaliation to non-motorized groups that go after our recreation opportunities but we have chosen not to do so. Recreation is a stated purpose in the multiple-use laws and, therefore, should be emphasized in the purpose and action.

18-78

61. If Roadless acres are included in this total, it becomes even more unbalanced with at total of 103,437,000 acres or 54% in wilderness or roadless designation while only 2.55% of the visitors are wilderness visitors.

18-79

62. The evaluation must adequately consider and address the fact that motorized access to the national forest is relatively limited as shown by the miles of roads versus the number of acres in the following table. The miles and percentage of non-motorized trails is excessive compared to the use that they receive and this does not consider the endless cross-country opportunities that available to non-motorized recreationists. The total route opportunity available to non-motorized recreationists is 510,575 miles, the total miles of exclusive non-motorized trails are 93,088 or 75% of the existing total. The miles of non-motorized cross-country opportunity are infinite.

18-80

63. The total miles of roads open to motorized recreationists are 286,445 and the total miles of trails open to motorized recreationists are 31,853 or 25% of the existing total. The cross-country miles are or will be shortly equal to zero. Therefore, the overall allocation of non-motorized versus motorized access and trail riding opportunities in the national forest system is way out of balance with the needs of the public for motorized access and the recreational needs of motorized recreationists.

Furthermore, we request that the data in the next two tables be updated to reflect the significant reduction in miles of roads and motorized trails that decisions have produced since this data was assembled. This revised data should be used to guide the decision-making to forest plan and travel plan alternatives that adequately meet the needs of the public by increasing motorized recreational opportunities in the national forest system.

18-80  
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Region	Forest	District	NFS Acres	Current Status	Projected Date for Designation	Existing NFS Roads	Existing NFS Roads Open to Motor Vehicle Use	Existing NFS Trails	Existing NFS Trails Open to Motor Vehicle Use	Existing NFS Trails Open to Motor Vehicle Use (Single-Track)	Currently Open to Cross-Country Motor Vehicle Use	Acres
						895,634	286,445	124,941	31,853	15,526	66,887,246	
Totals						194,016,494						
						Miles of Open Road per Square Mile = 0.74		Total Roads and Trails Open to Non-Motorized Use, Miles = 510,575				
						Non-Motorized Trails, Miles = 93,088		Non-Motorized Trails, % = 73.51%				
						Motorized Trails, miles = 31,853		Motorized Trails, % = 25.49%				
						Trails Open to Motorcycles % = 12.43%						

NOTE: This data is out of date by at least 4 years and does not reflect significant motorized closures that have occurred since this table was put together.

64. The evaluation must adequately consider and address the fact that motorized access to the national forest in Region 3 is relatively limited as shown by the miles of roads versus the number of acres in the following table. The miles and percentage of non-motorized trails is excessive compared to the use that they receive and this does not consider the endless cross-country opportunities that available to non-motorized recreationists. The total route opportunity available to non-motorized recreationists in Region 3 is 62,109 miles; the total miles of exclusive non-motorized trails are 6,187 or 73.80% of the total existing miles of trail. The miles of cross-country opportunity are infinite.

18-81

The total miles of roads open to motorized recreationists are 37,097 and the total miles of trails open to motorized recreationists are 2,196 or 26.20% of the total existing miles of trail. The miles of cross-country opportunity are or will be shortly equal to zero. Therefore, the overall allocation of non-motorized versus motorized access and trail riding opportunities in Region 3 is way out of balance with the needs of the public for motorized access and the recreational needs of motorized recreationists.

Region	Forest	District	NFS Acres	Current Status	Projected Date for Designation	Existing NFS Roads	Existing NFS Roads Open to Motor Vehicle Use	Existing NFS Trails	Existing NFS Trails Open to Motor Vehicle Use	Existing NFS Trails Open to Motor Vehicle Use (Single-Track)	Currently Open to Cross-Country Motor Vehicle Use	Acres	
3	Apache-Sitgreaves	All	2,110,135	Open	9/9/2006	9,300	3,541	1,289	127	0	1,904,824		
3	Carson	All	1,493,485	Open	9/9/2006	5,253	3,386	356	58	0	629,559		
3	Cibola	Sandia	100,276	Open	9/7/2006	88	77	287	59	0	28,995		
3	Cibola	Maydiana	791,787	Open	9/9/2006	1,308	1,250	193	69	0	687,290		
3	Cibola	Mr Taylor	515,573	Open	9/9/2006	1,181	1,120	19	19	0	444,100		
3	Cibola	Mountainair	205,879	Open	9/9/2006	479	470	103	22	0	168,507		
3	Cibola	Kowa/RtaBlanca	229,704	Open	9/9/2006	498	498	0	0	0	229,704		
3	Cibola	BlackKet/McClellan	32,715	Existing	9/7/2006	122	119	14	3	0	0		
3	Coconino	All	1,821,495	Open	9/9/2006	5,972	5,568	814	0	0	1,665,572		
3	Coronado	Nogales	352,225	System	7/7/2006	579	579	80	60	0	0		
3	Coronado	SantaCatalina	265,147	System	7/7/2006	230	230	147	3	0	0		
3	Coronado	Safford	411,211	System	9/7/2006	256	256	293	233	0	0		
3	Coronado	SierraVista	321,355	System	9/8/2006	798	798	71	39	0	0		
3	Coronado	Douglas	433,691	System	9/9/2006	394	394	264	171	0	0		
3	Gila	All	3,323,038	Open	9/8/2006	6,032	4,923	1,457	537	537	2,447,745		
3	Kaibab	Tusayan	327,363	Open	7/7/2006	823	141	80	28	0	322,363		
3	Kaibab	Williams	560,305	Open	7/8/2006	2,302	2,294	183	84	0	553,180		
3	Kaibab	N Kaibab	654,979	Open	7/9/2006	4,206	419	186	0	0	550,680		
3	Lincoln	Guadalupe	181,797	System	9/7/2006	505	389	68	8	0	0		
3	Lincoln	Sacramento	557,820	System	11/8/2006	1,056	466	237	181	0	0		
3	Lincoln	SmokayBear	364,732	System	9/8/2006	772	409	222	51	0	0		
3	Prescott	All	1,239,270	System	3/9/2006	1,875	1,750	884	425	0	0		
3	SantaFe	All	1,558,142	Open	8/9/2006	5,491	4,388	828	12	12	1,011,335		
3	Tonto	CaveCreek	570,000	System	9/7/2006	448	448	55	4	0	0		
3	Tonto	Globe	450,000	System	9/8/2006	785	785	38	0	0	0		
3	Tonto	Mesa	430,000	System	6/9/2006	440	440	73	0	0	0		
3	Tonto	Payson	450,000	Open	3/9/2006	905	548	65	0	0	450,000		
3	Tonto	PleasantValley	420,000	Open	6/8/2006	825	638	37	0	0	420,000		
3	Tonto	TontoBasin	530,000	System	2/7/2006	797	697	40	3	3	0		
Totals						20,702,104		53,726	37,097	8,383	2,196	552	11,494,254
						Miles of Open Road per Square Mile = 0.69		Total Roads and Trails Open to Non-Motorized Use, Miles = 62,109					
						Non-Motorized Trails, Miles = 6,187		Non-Motorized Trails, % = 73.80%					
						Motorized Trails, miles = 2,196		Motorized Trails, % = 26.20%					
						Trails Open to Motorcycles % = 6.54%							

18-81  
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NOTE: This data is out of date by at least 4 years and does not reflect significant motorized closures that have occurred since this table was put together.

65. Additionally, specific NVUM data for the Kaibab National Forest shows that there were 613,000 total site visits to the forest and only 10,000 wilderness visits ([http://www.fs.fed.us/recreation/programs/nvum/revise\\_vis\\_est.pdf](http://www.fs.fed.us/recreation/programs/nvum/revise_vis_est.pdf)). Therefore, wilderness visits in the Kaibab National Forest are 1.63% of the total visits yet past decisions in Region 3 and the proposed plan by the Kaibab National Forest have produced both a disproportionately large and an increased number of recreation opportunities for non-motorized and wilderness visitors and at the expense of the multiple-use and motorized visitors. The remaining 98.37% of the visitors are associated with multiple-uses. The public

18-82

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comments and votes by how they use the forest, and more motorized access and recreation is what they are asking for with every visit regardless of whether they provide comments in a cumbersome NEPA process.

66. As demonstrated by Table 3, the ratio of acres available to wilderness/non-motorized visitors versus the acres available to multiple-use visitors is way out of balance in the existing condition with 63.40 acres per wilderness visitor and 1.53 acres per multiple-use visitor for a imbalanced ratio of about 41:1. This proposed action makes this inequity even worse by providing 68.7 acres per wilderness visitor and 1.45 acre per multiple-use visitor for a imbalanced ratio of about 48:1.

The available multiple-use (MU) acres and acres per MU visitors is less than this example because even though lands are designated as MU by congress the agency is effectively managing many multiple-use acres as non-motorized/defacto wilderness. Therefore, the acres per MU visitor is significantly less than shown and the imbalance of the ratio of defacto wilderness acres per visitor to MU acres per visitor is significantly greater than this example.

18-83

**Table 3 Acres per Forest Visitor and Ratio**

Total Annual Forest Visitors =	613,000
Wilderness Visitors =	10,000
Multiple-use Visitors =	603,000
Forest Acreage =	1,559,000
Existing Wilderness Acreage =	634,000
Existing Multiple-use Acreage =	925,000
Proposed Defacto Wilderness Acreage =	53,000
Total Proposed Defacto Wilderness =	687,000
Total Proposed Multiple-use Acreage =	872,000
Existing Acres/Wilderness Visitor =	63.40
Proposed Acres/Wilderness Visitor =	68.70
Percent Increase =	8%
Existing Acres/Multiple-use Visitor =	1.53
Proposed Acres/Multiple-use Visitor =	1.45
Percent Decrease =	-6%
Existing Ratio of Defacto Wilderness to MU Acres per Visitor	41.33
Proposed Ratio of Defacto Wilderness to MU Acres per Visitor	47.51
Note 1: Total Proposed Defacto Wildernss includes all Roadless Areas which the Agency is inappropriately managing as non-motorized. Note 2: The available multiple-use (MU) acres and acres per MU visitors is less than this example because even though lands are designated as MU by congress the agency is effectively managing many multiple-use acres as non-motorized/defacto wilderness. Therefore, the acres per MU visitor is significantly less than shown and the imbalance of the ratio of defacto wilderness acres per visitor to MU acres per visitor is significantly greater than this example.	

We recognize the desire for a quiet experience in the forest as a legitimate value. To varying degrees, we all visit the forest to enjoy the natural sounds of streams, trees, and wildlife. Forest visitors who require an absolutely natural acoustic experience in the forest should be encouraged to use the portions of the forest which have been set aside for their exclusive benefit where they are guaranteed a quiet experience, i.e, wilderness areas. Given

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18-83  
cont'd

the demonstrated underutilization of existing wilderness areas, it is entirely reasonable to conclude that there is adequate wilderness area. Given that vast areas of our forests have been set aside for the exclusive benefit of this relatively small group of quiet visitors, it is not reasonable to set aside more areas and trails for their needs.

18-84

67. Based on our estimate that 40% of the visitors are OHV recreationists, we estimate using the NVUM data for total visitors that the total number of OHV visits to the Kaibab National Forest is 245,000 = (613,000 x .40).

68. In addition to the studies cited above, we have observed that 97% of the visitors to multiple-use areas are enjoying multiple-use activities based on motorized access and motorized recreation as shown in Table 1.

Table 1

TOTAL ANNUAL OBSERVATIONS ON MULTIPLE-USE PUBLIC LANDS										3-Jan-10
Date	Vehicles Motorized Access (Note 1)	OHV/Snow	FWD/Mooc	MTR Bks	Equestrian	X-C Skiers	Hikers / Runners	General Area/Comment	Vehicles at Hiking Trailhead (Note 2)	National Forest
1999	5	342	37	11	10	0	25	See specific years and notes below	0	
2000	11	223	49	26	3	7	15	See specific years and notes below	0	
2001	433	425	58	28	36	3	12	See specific years and notes below	15	
2002	626	499	87	72	23	7	23	See specific years and notes below	46	
2003	904	651	17	66	18	10	27	See specific years and notes below	26	
2004	869	571	62	21	13	19	11	See specific years and notes below	35	
2005	1,322	847	89	38	29	6	20	See specific years and notes below	80	
2006	990	855	55	21	7	0	35	See specific years and notes below	18	
2007	948	803	27	42	22	17	2	See specific years and notes below	69	
2008	1,437	690	38	39	10	30	24	See specific years and notes below	12	
2009	1,227	894	85	35	7	17	4	See specific years and notes below	59	
2010	0	0	0	0	0	0	0	See specific years and notes below	0	
Column Total	8,772	6,400	604	399	178	116	198		360	
Total Observations on Multiple-Use Lands									16,667	
Mechanized Total									16,175	492
Mechanized %									97%	3%

18-85

Note 1: Motorized access counted as vehicles being used for fishing only in 1999. Counted as vehicles (not occupants) which under-estimates actual motorized visitors.  
 Note 1: Motorized access counted as vehicles being used for fishing and hunting only in 2000. Counted as vehicles (not occupants) which under-estimates actual motorized visitors.  
 Note 1: Motorized access counted as vehicles being used for fishing, hunting, sightseeing, picnicing, dispersed camping, rock climbing, and wildlife viewing not counted in other categories from 2001 forward. Counted as vehicles (not occupants) which under-estimates actual motorized visitors.  
 Note 2: Vehicles at hiking trailhead from 2001 forward are shown to demonstrate magnitude of use but are not counted because they are not visiting multiple-use

Data Source: Capital Trail Vehicle Association

Our observations of recreationists on multiple-use public lands from 1999 through 2009 is summarized in the table above (yearly data sheets available upon request) and demonstrates that out of 16,667 observations, 16,175 recreationists or 97% of the visitors were associated with motorized access and multiple-uses. Additionally, of the total number of people visiting public lands, 38% (6400 / 16,667) were associated with OHV recreation. **Furthermore, and most importantly, out of the 7,291 (6400 + 399 + 178 + 116 + 198) visitors that we**

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18-85  
cont'd

**observed using trails, 6,400 or 88% were OHV recreationists and 891 or 12% were non-motorized recreationists which includes mountain bikes which are a form of mechanized travel (8:1 motorized versus non-motorized and 13:1 mechanized versus non-motorized).** Therefore, nearly all (97%) of the visitors to public lands benefit from management for multiple-use and benefit from motorized access and mechanized recreational opportunities which are consistent with our observations. **Therefore, 88% of the trail users are motorized and 93% when including mountain bikes and consequently, at least 88 to 93% of the trails system and public land should be managed for multiple-uses including motorized access and recreation.**

18-86

69. Out of the 16,667 recreationists that were observed, 198 were hikers and all of the meetings were pleasant. We have not experienced any user conflict in ten years of observations.

18-87

70. Based on Southern Recreation Report estimates that 25.5% of the national forest visitors in Arizona are OHV recreationists, the total number of OHV related visits to the Kaibab National Forest is 156,315 (613,000 x .255) (see NVUM citation for total number of forest visitors above). Given the 112 miles of existing motorized trails, there are 1,396 (156315 / 112) OHV visitors per mile of motorized trail or 1 OHV visitor every 3.78 feet. Given the 337 miles of non-motorized trail and 10,000 wilderness visitors, there are 29.67 (10,000 / 337) non-motorized visitors per mile of trail or 1 non-motorized visitor every 178 feet. This imbalance of opportunity cannot be considered equal program delivery and the proposed action must address this significant issue by creating more motorized trails.

18-88

71. The Government Accountability Office (GAO) report on OHV recreation has been prepared and released to the general public (<http://www.gao.gov/Products/GAO-09-509>). GAO investigators interviewed agency personnel, OHV rider and industry representatives and environmental group representatives. GAO issued a number of findings in terms of OHV recreation on public lands. GAO highlights include that OHV recreation is growing in popularity and that more Americans are seeking access to federal public lands via their OHVs. Second, the report found that the federal land agencies could do a better job of providing signage and general outreach to the recreating public so that visitors to public lands have a better understanding of where they can and cannot ride their OHVs. The report also focused attention on the inadequacies of law enforcement and the inconsistent scale of fines and penalties for inappropriate behavior on public lands. GAO found that the land agencies were stretched, both in terms of financial resources and personnel, and that other pressing concerns, such as fighting wildfires, apprehending drug criminals and border control issues kept agency personnel from devoting the necessary time to make public lands more accessible to recreation visitors. GAO looked into the issue of environmental damage caused by OHVs and found such damage is far less than some observers believed to be the case. Another finding was that agency personnel worked well with OHV user groups on trail maintenance projects. The report's conclusions confirm what we have known for a long time about OHV recreation on public lands and provide further reason to continue working on our priority issues. Motorized recreationists will continue to carry on our efforts to support law enforcement reform legislation as well as seek additional funding for better signage, maps and trail maintenance. Working with the Congress and our land agencies, we can create an environment where OHV recreation can continue to grow in popularity as more American families look to explore and enjoy the great outdoors.

18-89

72. One of the basic requirements of NEPA is to "achieve a balance between population and resource use which will permit high standards of living and a wide sharing of life's amenities" (Public Law 91-190, Title I, Section 101 (b) (5)). The wording of NEPA was carefully chosen and was intended to produce a balance between the natural and human environment. NEPA was not intended to be used to destroy the human environment. However, the agency is using NEPA to seriously impact the human environment through a series of travel plan decisions aimed at removing the motorized public from public lands. This trend is not right and must be corrected by implementing a pro-recreation alternative as part of this action.

18-90

73. Sadly, one indicator of the condition of the human environment in Arizona is the suicide rate. Arizona ranks number 11 in the nation (<http://www.suicide.org/suicide-statistics.html>). This significant problem requires special attention. Motorized recreation is popular and it is a very healthy and positive human activity that can help address this significant human issue. The Forest Service can help address this significant problem by providing an adequate quantity and quality of motorized recreational opportunities. We ask that you adequately address this significant issue associated with the human environment.

18-91

74. There are 8 references to climate change in the draft EA. Climate change is mentioned far more than any other issue. This apparent focus is not balanced with objective science and the needs of the public. The existence of climate change and any positive or negative impacts are simply not known at this time. There are many in the scientific community that support this position (<http://www.sepp.org/Archive/NewSEPP/LtrtoPaulMartin.html>, [http://sciencepolicy.colorado.edu/admin/publication\\_files/resource-2803-2010.06.pdf](http://sciencepolicy.colorado.edu/admin/publication_files/resource-2803-2010.06.pdf), <http://www.climatewatch.org>, <http://epw.senate.gov/speechitem.cfm?party=rep&id=263759>). The climate has always been changing. Twelve thousand years ago North American was covered by ice. Before that dinosaurs roamed the area in a humid climate. The planning rule should not create impacts on the human environment because it "presumes" that the climate is changing any more or less than it always has. The planning rule must be based on extensive long-term credible scientific study. The quality of people's lives cannot be compromised by a ghost issue without adequate basis. We only get one shot at this life and we want to experience the positive benefits of OHV recreation. Extensive long-term credible scientific conclusions on climate change do not exist at this time and, therefore, it would be unreasonable to make any assumptions about climate change and use those assumptions to impose any impacts on the human environment including motorized recreation in the planning rule.

Additionally,

- Global temperatures are not warming. Since 1998, global temperatures have decreased almost half a degree C.
- The average temperature in the US in 2009 was lower than every year since 1996 and lower than the overall average for the last 114 years.
- Manmade CO2 concentrations in the atmosphere are about 19 PPM (5% of 387 PPM overall CO2) which is 1 part in 51,680 total parts – in no way significant. (Hydrogen cyanide gas is one of the most poisonous gases known to man and allowable working

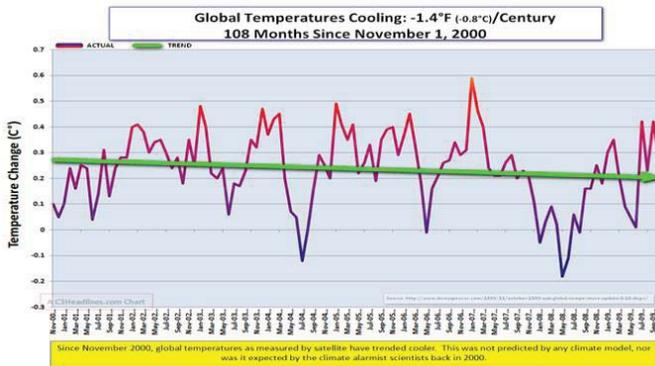
conditions for this gas in most of the US are 20 ppm. Carbon dioxide is harmless and actually helpful to plant life and total concentrations of it in the atmosphere by manmade causes are only 19 ppm. Carbon dioxide concentrations at present are near the LOWEST in geologic history. (<http://co2now.org/>)

- There is no statistical correlation between CO2 concentrations in the atmosphere and global temperatures. (Source: <http://www.drroyspencer.com/2010/01/december-2009-uah-global-temperature-update-0-28-degree-c/>)
- Global sea ice has increased by 200,000 square kilometers since 1980. (Arctic Sea Ice – down 900,000 Sq Km, Antarctica Sea Ice – up 1.1 Million Sq Km).

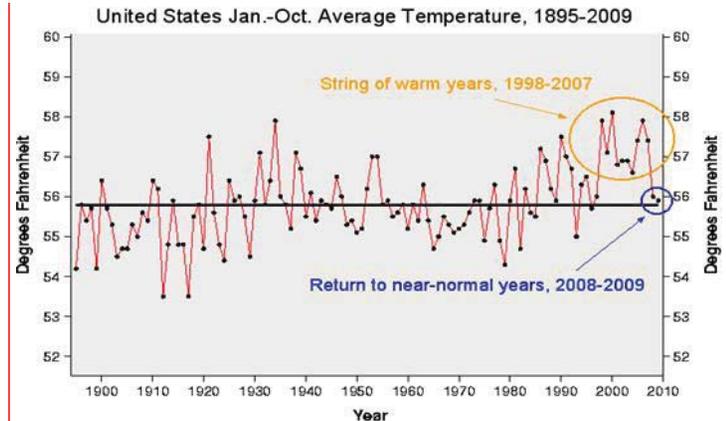
Global Sea Ice:		1980	2009
Southern Hemisphere	Antarctic	4.7	5.8
Northern Hemisphere	Arctic	15	14.1
Total Global		19.7	19.9

- Polar bear populations are much higher today than they were 30 years ago. (<http://www.telegraph.co.uk/comment/columnists/christopherbooker/5664069/Polar-bear-expert-barred-by-global-warmists.html>)
- Over 95 % of the so-called “greenhouse effect” is caused by water vapor (evaporation of the oceans).
- There is no evidence that would purport that motorized recreation has a significant impact on the climate or climate change.

18-91  
cont'd



18-91  
cont'd



The average temperature in the US in 2009 was lower than every year since 1996 and lower than the overall average for the last 114 years.

**From:** [Joe Cook](#)  
**To:** [comments-southwestern-kaiabab-tusavan@fs.fed.us](mailto:comments-southwestern-kaiabab-tusavan@fs.fed.us)  
**Subject:** OHV USE  
**Date:** 08/21/2010 03:38 PM

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OHV unlimited off road to retrieve game.

19-1

Hunters are not the ones out there tearing it up as you are well aware. We are not operating jacked up, expansion chamber equipped OHV's as you are also aware.

I am getting old, retired from the military beat all to heck, and need OHV with winch to retrieve game.

Whoi do we talk to at the elected level about this?

Thank You,  
Joseph Cook  
Phoenix

**From:** [Jack Officer](#)  
**To:** [comments-southwestern-kaiabab-tusavan@fs.fed.us](mailto:comments-southwestern-kaiabab-tusavan@fs.fed.us)  
**Cc:** [jmofficer@yahoo.com](mailto:jmofficer@yahoo.com)  
**Subject:** ohv use  
**Date:** 08/22/2010 08:54 PM

---

20-1

I would support options 2 and 3, allowing retrieving game with the vehicle. John W. Officer, 1454 E. Silver King Rd. Queen Valley, AZ 85118

**From:** [JJfu@aol.com](mailto:JJfu@aol.com)  
**To:** [comments-southwestern-kaihab-tusayan@fs.fed.us](mailto:comments-southwestern-kaihab-tusayan@fs.fed.us)  
**Subject:** The Kaihab National Forest  
**Date:** 08/23/2010 07:24 AM

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21-1

The Kaibab National Forest should not expand the use of OHV's. Hunters are supposed to be naturalists and should hunt and retrieve their game without the aid of motor vehicles, which are not environmentally friendly and destroy game habitat.

Sincerely

John J Furlong  
JJfu@aol.com

Old dogs and children and watermelon wine--

**From:** [pesandstrom@cableone.net](mailto:pesandstrom@cableone.net)  
**Reply To:** [pesandstrom@cableone.net](mailto:pesandstrom@cableone.net)  
**To:** [comments-southwestern-kaihab-tusayan@fs.fed.us](mailto:comments-southwestern-kaihab-tusayan@fs.fed.us)  
**Cc:** [pesandstrom@cableone.net](mailto:pesandstrom@cableone.net)  
**Subject:** Travel management system changes  
**Date:** 08/24/2010 10:30 AM

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22-1

I support the changes. I was up in 12A for 2 weeks and I couldn't emagine the number of roads all over the area, obviously made by loggers. I know I saw 100s of thousands of old cut stumps we drove by hour after hour. I don't know how the trees were allowed to be taken. If a person looks around, the existing trees still aren't as large as the trees taken out. Looking at the topo map, the egg shell patterns are obvious there are too many roads.

We get up at 4am, it is 9 or 10 degrees, we make coffee, a little something to eat, take energy bars and a canteen of water with us for lunch. We drive 30 or 40 miles, park at least a half mile from our location and walk in. More than likely a little after full daylight, we hear a vehicle rolling by with the "road hunters" on board and they wonder why they don't see any animals.

Paul Sandstrom, Prescott, AZ.

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Msg sent via CableONE.net MyMail - <http://www.cableone.net>

**From:** [Steve](#)  
**To:** [comments-southwestern-kaibab-tusayan@fs.fed.us](mailto:comments-southwestern-kaibab-tusayan@fs.fed.us)  
**Subject:** Tusayan Ranger District of the Kaibab National Forest  
**Date:** 08/28/2010 09:13 PM

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To whom it concerns:

The attack on our rights and freedom continues with such measures. Closing the American taxpayer land off to the taxpayers. How un-American. Yes I know; it is for our own good or the greater good or good of the environment. That is just communist speech. I hear the Chinese government say that all the time to its poor enslaved citizens. Stop kicking us off our land! How sad that you have bought in to the progressive ideology. The earth can handle it. Nature is the law and will make the corrections when needed. Stop taking away rights given by God; not man. We have a right to use our land for all outdoor enthusiast activities. I will probably never set foot on the land and that is not the point. You are intruding on our freedom. Only fools think they can improve what we have been given by our founders. They fought for freedom and gave it to America. You are tearing it apart with your authoritarian mindset. I implore you to consider your action against freedom.

Thank You,

Steven J. Moe

**"The world is a dangerous place, not because of those who do evil, but because of those who look on and do nothing."... Albert Einstein**

**"A government big enough to give you everything you want, is strong enough to take everything you have." ----Thomas Jefferson----**

**"Work for more government intervention and control of the business activities of the people. In this way the American people will accept Communism without knowing it." - Joseph Stalin**

**From:** [Charles Stewart](#)  
**To:** [comments-southwestern-kaibab-tusayan@fs.fed.us](mailto:comments-southwestern-kaibab-tusayan@fs.fed.us)  
**Subject:** OHV Restrictions  
**Date:** 08/29/2010 08:05 PM

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OHV restriction options 1 & 4 are not in the best interest of the public. The status quo amounts to the forest being abused by people who ride through the forest recklessly without any thought of the damage they are doing. Option 4 prohibits any off road travel for any purpose which hampers the retrieval of downed game by those of us who are older but still enjoy hunting. Allowing off road travel within a mile of the road to bring back downed game will not hurt the ecosystem and is a sensible approach to the management of OHV use in the Kaibab and all national forests.

Charles Stewart

23-1

24-1

**From:** [Morgan Boldrin](#)  
**To:** [comments-southwestern-kaibab-tusayan@fs.fed.us](#)  
**Subject:** OHV use  
**Date:** 08/29/2010 08:51 AM

---

25-1 Please keep the land open to OHV use for recreational purposes. It is such a wonderful way to see the outdoors, especially to retrieve game when hunting.

Thank you for your attention to this matter.

Morgan

**From:** [Rex](#)  
**To:** [comments-southwestern-kaibab-tusayan@fs.fed.us](#)  
**Subject:** OHV off road use  
**Date:** 08/29/2010 10:52 AM

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Kaibab-Tusay forest

In Arizona which I am a resident; I only hunt deer in the Kaibab National forest; hunt unit 12A west.

I support off road use of OHV's to retrieve downed game.

26-1

Just a note; while retrieving game on my OHV or any vehicle I make every effort not to damage the terrain; OHV users that damage the terrain should be sited.

Damaging terrain: making deep ruts due to wet ground, digging ruts by spinning tires, driving over vegetation other than grass.

Rex Brown  
P.O. Box 1186  
Eagar, AZ, 85925  
928-333-5114  
[brownrm@frontiernet.net](mailto:brownrm@frontiernet.net)

**From:** [David Brown](mailto:David.Brown@fs.fed.us)  
**To:** [comments-southwestern-kaibab-tusayan@fs.fed.us](mailto:comments-southwestern-kaibab-tusayan@fs.fed.us)  
**Subject:** KEEP Alternative 1 - NO ACTION  
**Date:** 08/29/2010 11:07 AM

---

27-1 I highly recommend keeping the status quo with Alternative 1. This is the best option for keeping the forest the way it is today and in my opinion the forest is very nice place.

My family and friends use the Kaibab National Forest and in particular the Tusayan Ranger District for camping and elk hunting. We camp with a popup trailer in dispersed camping areas along roads. We always choose locations near where we are hunting that year and areas that others have camped before. If we had to camp in designated areas, we would have much longer drives each morning and evening between our campsite and hunting areas.

27-2

27-3 We use 4WD trucks to drive designated roads to areas to hunt on foot. If the number of roads were decreased, we would have less access to the forest. In addition, with less roads, the forest will appear much more congested than it does now. If you have ever been to Yellowstone National Park, you know what I'm talking about. Yellowstone has very few roads and they are always congested with traffic and visitors. We don't want that in the Tusayan Ranger District!

27-4 When we have harvested elk in the forest, we have always been able to get our truck to the downed elk to retrieve the meat. Most of the time we are driving on closed roads that are used to service water tanks in the district and have no impact on virgin vegetation or soil. Retrieving a 600 lb downed elk without a truck is not an option for most people. My father will turn 70 this year during our elk hunt and certainly would not be able to hunt in the Tusayan Ranger District if vehicles were not allowed for game retrieval. If we are no longer able to retrieve game off the roads with motorized vehicles, we will hunt somewhere else where vehicles are allowed. Others may choose to continue hunting in Tusayan, but may end up leaving heavy game behind when they realize the difficulties in packing out a 600 lb animal on foot. The loss of the ability to retrieve game with motorized vehicles will definitely result in the waste of many fine animals due to the inability of the hunters to retrieve them in a timely manner.

27-5 Alternative 2 is not a good option, as people will be forced to camp in only a few areas in the forest in congested areas. This will create lots of traffic on the roads as hunters have to race to their favorite spots in the early morning hours and drive long distances back to camp in the evenings. At the same time, 23% of the roads will be closed, so the existing roads will be even more congested.

Alternative 3 is the same bad choice as Alternative 2.

Alternative 4 does not allow for the retrieval of game at all and will surely cause the waste and spoilage of good game meat because it could not be retrieved in time or at all.

Thank you,

David Brown  
2701 E Ozona Pl  
Tucson, AZ 85718  
[shooterdave@comcast.net](mailto:shooterdave@comcast.net)

**From:** [Larry Phoenix](mailto:Larry.Phoenix@fs.fed.us)  
**To:** [comments-southwestern-kaibab-tusayan@fs.fed.us](mailto:comments-southwestern-kaibab-tusayan@fs.fed.us)  
**Subject:** Arizona Game and Fish Department's response letter for the Tusayan Ranger District TMR  
**Date:** 08/29/2010 06:19 PM  
**Attachments:** [TMR\\_response-Tusayan\\_final\\_08-27-10.doc](#)

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Please find attached the Arizona Game and Fish Department's response letter for the Tusayan Ranger District TMR.

Larry Phoenix, Region II Field Supervisor  
3500 S Lake Mary Rd., Flagstaff, AZ 86001, Office: 928-774-7901, Cell: 928-606-3210, Fax: 928-779-1825,  
[lphoenix@azgfd.gov](mailto:lphoenix@azgfd.gov)

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 BOB BROSCHEID



August 27, 2010

Angela Parker  
 Tusayan District Ranger  
 Kaibab National Forest  
 P.O. Box 3088  
 Grand Canyon, AZ 86023

RE: Environmental Assessment; Tusayan Ranger District Travel Management Project

Dear Ms. Parker:

The Arizona Game and Fish Department (Department) has reviewed the Environmental Assessment (EA) for the Tusayan Ranger District Travel Management Project (TMR). The Department generally supports the elements within the Proposed Action, Alternative 2, with the following comments. The comments are related to the prohibition against cross-country travel, motorized big game retrieval (MBGR), additional clarification of open and closed roads, dispersed camping sites/areas and OHV and motorized trial system.

**Prohibition against cross-country travel:**

The Department strongly supports the general prohibition against cross-country travel because it will prevent resource damage and improve habitat for all wildlife.

**Motorized big game retrieval:**

The Department supports the Proposed Action relative to MBGR of elk. However, the Department does have 3 additional recommendations.

1. The Department strongly recommends that deer be included in the MBGR.
2. The Department recommends that the Tusayan District establish vehicle closures or "Quiet Areas" within the areas created by the 1 mile MBGR restriction
3. The Department strongly recommends that disabled hunters be permitted to recover all legally taken big game by motorized vehicle.

1. The Department offers the following information and recommendations regarding MBGR for deer:

- The Department is recommending that deer be included with elk as a big game animal that can legally be retrieved by the use of a motorized vehicle. The average dressed weight of a deer in Game Management Unit (GMU) 9 is between 130 and 180 lbs. Like elk, deer move further from roads as pressure and human presence increases throughout the fall. The general deer season is in late October and early November. This is well into the fall hunting seasons that begin in August.

Therefore, the hunters traditionally have to hike further from the roads to harvest a deer. Adding deer to the MBGR exception will help increase hunter acceptance of the Travel Management Rule and assist the Department in meeting harvest objectives.

- The archery deer season begins in late August and continues to the middle of September. Historically the average high air temperature is between 75° and 80° during that time. Warm weather such as this and slow retrieval can lead to spoilage of big game meat. Not only is spoilage unethical, but wasting game meat is unlawful in Arizona.
  - In times when ground moisture is high and traveling cross-country would cause obvious damage, the Department suggests activating the Wet Roads System plan developed cooperatively with the Department, Kaibab National Forest and Coconino National Forest. If the Wet Roads System plan was activated due to excessively wet conditions, it would be unlawful to drive cross-country including executing MBGR. Department law enforcement officers have always, and will continue to enforce unlawful cross-country travel assisting the Forest Service law enforcement officers so they do not have to bear the brunt of enforcement.
  - The Department regularly flies aerial hunt patrols throughout the Tusayan District. During these aerial hunt patrols the Department has often seen deer and elk concentrated in the areas between roads. Knowing that the deer and elk may have already learned to avoid hunters by moving away from roads, the Department is very concerned that any disincentive for hunters to get further from roads will have an effect of lowering hunt success, and reduce the Departments ability to meet the harvest objectives and control elk populations.
  - It is currently unlawful to hunt from a vehicle and drive a motorized vehicle cross-county while hunting. Because of this the Department regularly flies aerial hunt patrols throughout the Tusayan District looking for violations such as hunting from a vehicle and vehicles traveling cross-country in the current vehicle closures. After the TMR as been put in place, the Department will continue to patrol as it has in the past. The Department is the primary law enforcement agency enforcing the current vehicle closures and will continue the same enforcement practices after the TMR is in effect.
2. The Department offers the following information regarding the establishment of vehicle closures or "Quiet Areas" within the areas created by the 1 mile MBGR restriction
    - The Department recommends establishing vehicle closures or "Quiet Areas" in the larger areas created by the 1 mile MBGR restriction. The Tusayan District already has a few of these areas such as Red Butte, The Coconino Rim and along the old FR 302 road bed. By creating quiet areas, this will promote proactive management, provide for the hunter that regularly seeks out roadless areas and make enforcement of unlawful cross-country travel more enforceable. The Department recommends working collaboratively to determine and establishing these additional quiet areas.
  3. The Department offers the following information regarding the permitting of disabled hunters to recover all legally taken big game by motorized vehicle.
    - The Department promotes hunt opportunities for all hunters including disabled hunters. The Department currently has a Challenged Hunter Access/Mobility Permit (CHAMP) program. CHAMP hunters have a greater need for MBGR because of their mobility limitations. The

28-1  
 cont'd

28-2

28-3

28-1

28-3 cont'd Department strongly proposes allowing CHAMP hunters permission to recover all legally taken big game.

**Additional clarification of open and closed roads:**

28-4 The Department recommends additional clarification to the proposed road system in the Proposed Action. It is understood that the Motorized Vehicle Use Map (MVUM) will be the sole means of notifying the forest users which roads are open and which roads are closed. It is also understood that after the implementation of the TMR all roads currently signed (numbered-sign) will remain signed. This will add an aspect of confusion to the forest user because the forest user views a road that has a numbered-sign as an open road. The Department recommends that in addition to the MVUM, all open roads should be signed/marked open by the current numbered-sign system and all roads to be closed should have the numbered-signs removed. The forest has indicated that the numbered-signs need to remain, even on the closed roads, because the roads are still part of the forest road system. The Department recommends if the road is closed it should be removed from the forest road system and the numbered-sign removed.

28-5 The Proposed Action would remove approximately 163 miles of roads and reclassify them for administrative use only. The Department recommends not reclassifying them as administrative roads if this means the numbered-signs would remain in place. There are provisions within the TMR that allow for vehicle access for administrative needs throughout the forest without designating the closed roads as administrative roads. It is instead recommended that the roads be closed and removed from the forest road system. It is understood that this would be an additional workload and an increased financial burden, however, the reality of using just a map to designate the open and closed roads throughout the forest would be difficult for many forest users to distinguish open from closed roads on the ground. In addition, signing the open roads on the ground will allow for more consistent and proper enforcement of the closed roads throughout the forest.

28-6 If it is decided that the closed roads will be reclassified for administrative use only and these roads will not be permanently closed and obliterated, the Department recommends that a sticker or some form of notification be added to the current road number signs indicating that the road is closed except for administrative use only.

**Dispersed camping sites/areas:**

28-7 The Department supports control of dispersed camping. The Department also agrees there has been increasing habitat damage related to vehicular dispersed camping on the Tusayan District and there is a need to regulate the distance a vehicle should be allowed to pull off a road. Currently visitors camping on the District are using larger RVs such as campers, motor-homes and trailers which are continually moving campsites further from the main roads. It is understood that camping will be allowed adjacent to open roads by roadside parking, designated dispersed camping sites and fixed width corridors.

28-8 The Department wants to ensure there are sufficient camping sites for the maximum number of hunter camps that could be permitted in a single hunt. There are approximately 28.5 miles of fixed width camping corridors along 16 forest roads and approximately 16 miles of spur roads as access to historical dispersed camping sites within the Proposed Action. It is difficult to determine these additional dispersed camping sites within the EA. The Department would like to offer its assistance in designating additional camp site locations. The Department is aware of several historically used camp locations that do not appear to be designated in the EA and areas where a few additional fixed width camping corridors may be added. The Department is willing to coordinate our efforts to designate additional designated dispersed camping sites and fixed width corridors.

**Motorized Trail System:**

28-9 The Department recommends establishing a motorized trail system on the Tusayan District. The Tusayan District receives heavy Off-Highway Vehicle (OHV) use throughout the summer months therefore is recommended that Tusayan District take an active role in managing OHV recreational use, which includes providing opportunity. The Department also recommends that the Tusayan District work collaboratively with the Department and OHV user groups in the future to develop and implement an OHV and motorized single track trail system. The Department recommends longer loop trails throughout the forest in addition to more concentrated OHV areas. Such a trail system could be based off existing roads and could require nothing beyond designation of the trails, signage and addition to the MVUM. In the future, these OHV trails and areas may be partially managed through an Adopt-a-Trail Program with the forest users. The Department is willing to coordinate our efforts to designate additional motorized trails throughout the forest.

**Summary of Recommendations:**

- MBGR recommendation
  - Include deer in MBGR
  - If the 1-mile restriction is maintained within MBGR, collaboratively establish quiet areas where
  - Allow for MBGR for all CHAMP hunters
- Closed Roads – Remove the number signs and obliterate or add “Administrative Use Only” stickers or signage to the road number signs of the changed to administrative use only.
- Ensure there are sufficient camping sites for the maximum number of hunter camps that could be permitted in a single hunt
- Establish a motorized trails systems
  - Work collaboratively with the Department and OHV user groups in the future to develop and implement an OHV and motorized single track trail system
  - Establish longer loop trails throughout the forest

The Department appreciates the opportunity to work with the Coconino National Forest. For any questions regarding our comments, please contact Larry Phoenix - (928) 774-7901 or Sarah Reif (928) 214-1253 at your convenience.

Sincerely,

Ron Sieg  
Flagstaff Regional Supervisor

cc: Josh Avey Habitat Branch Chief  
Sarah Reif, Flagstaff Habitat Program Manager  
Larry Phoenix, Flagstaff Field Supervisor

**From:** [Russ Kimbrough](mailto:Russ.Kimbrough@fs.fed.us)  
**To:** [comments-southwestern-kaibab-tusayan@fs.fed.us](mailto:comments-southwestern-kaibab-tusayan@fs.fed.us)  
**Subject:** OHV Restrictions in Kaibab National Forest Allow for Big Game Retrieval  
**Date:** 08/30/2010 07:52 PM

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The Tusayan Ranger District of the Kaibab National Forest has issued a draft plan for managing off-highway vehicle (OHV) use. OHV use will be restricted to those roads and trails designated in the plan, depending on which management alternative is selected following public review and comment. Tusayan Ranger District offers four plan alternatives for managing OHV use. Alternative 1 is the status quo and is used as a baseline to compare the changes to be made in OHV use by the other alternatives. Alternatives 2 and 3 allow motorized big game retrieval up to a mile off of a designated road or trail. Alternative 4 allows no such exemption for hunters using OHVs for game retrieval. Comments on the plan are being accepted until August 30th and can be emailed to [comments-southwestern-kaibab-tusayan@fs.fed.us](mailto:comments-southwestern-kaibab-tusayan@fs.fed.us). The plan can be found online by going to <http://fs.usda.gov/goto/kaibab/projects> and look for the Tusayan Travel Management Project. If you have questions about the plan or need additional information, you may call 928-635-5649.

To whom it may concern,

29-1 Please support alternative plans 2 and or 3 that allow motorized big game retrieval up to a mile off of designated road trails. It is the right decision to make to help keep our less physically capable hunters in Arizona legal.

Thank you,  
Russell Kimbrough  
1391 S Wayne Dr  
Chandler, AZ 85286

**From:** [Manvke DesChamps](mailto:Manvke.DesChamps@fs.fed.us)  
**To:** [comments-southwestern-kaibab-tusayan@fs.fed.us](mailto:comments-southwestern-kaibab-tusayan@fs.fed.us)  
**Subject:** OHV restrictions in the Kaibab National Forest.  
**Date:** 08/30/2010 11:30 AM

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Tusayan Ranger District, Kaibab national Forest  
Attn: Ranger in Charge.

30-1

I prefer Alternative Plans for managing the Kaibab National Forest use numbers 2 and 3. This would give hunters the ability to move their game from the area as quickly as possible so as to minimize the loss of game and provide a safe way to transport the already taken game. I hunted in an area near Jackson, WY that had restrictions close to Alternative 3 and after the Wyoming area was closed to vehicle use to move the taken animals out, almost 20% of the hunters said that they could not retrieve their downed animals because they could not get to them. The Game and Fish had to then go in and find and move all the dead animals. I don't remember the exact number they collected, but it was in excess of the 20% the hunters reported.

Thank you for your kind consideration and I hope to be going to hunt in the Kaibab next year if the number 3 alternative is not imposed. If number 3 is put in use then I will be forced to hunt elsewhere.

Thank you for your kind attention.  
Mike Des Champs  
Glendale, AZ

Janice K. Brewer  
Governor

Marie Baier  
State Land  
Commissioner

ARIZONA STATE LAND DEPARTMENT

30 August 2010

Angela Parker, Tusayan District Ranger  
Kaibab National Forest  
P.O. Box 3088  
Grand Canyon, AZ 86023

RE: Tusayan District, Kaibab National Forest Travel Management Plan

Dear Ms. Parker:

The Arizona State Land Department (Department) has reviewed the Travel Management Plan for the Tusayan District of the Kaibab National Forest and the accompanying set of maps, and offers the following as a part of the official public record.

The Department functions in a fiduciary capacity for the State Land Trust and is responsible for generating revenue for 13 site-specific beneficiaries, including the common schools (K-12 grade) and the universities. State Trust lands are not public lands; the Department's mission is different than that of the Forest Service, and as a result the Department's requirements for the use of State Trust land are different.

The process for planning State Trust lands is described in the Arizona Revised Statutes. Passage of the Growing Smarter Legislation in 1998 required conceptual plans to graphically portray the Department's long term land use goals. The Department must be included in all planning efforts involving State Trust land. Although your Forest Plan effort involves National Forest land the reality is that adjacent land, such as Trust land, is impacted.

31-1

Regardless of the selected alternative, the following comments apply to all maps associated with the Travel Management Plan and any and all other maps produced by the Kaibab National Forest for public use.

The Department requests that following disclaimer appear on all maps:

31-2

*DISCLAIMER: Travel routes depicted across Arizona State Trust lands do not imply legal public access to use or cross State Trust lands. Any public use of routes on State Trust lands is strictly under the jurisdiction of the Arizona State Land Department, and all users must comply with State policies and regulations in order to legally use or traverse State Trust lands.*

31-2  
cont'd

*OHV trails are designated for use by holders of Arizona State Land Department recreational use permits, operators of OHVs bearing a decal issued by the Arizona Department of Transportation, and/or hunters or anglers with valid licenses issued by the Arizona Game & Fish Department. OHV trails are not maintained. The State assumes no liability, obligation or responsibility for use or condition of these trails.  
Use these trails at your own risk.*

Hillshades and/or contour lines are acceptable background imagery. Disbursed camping sites, stock tanks, windmills, corrals, shooting sites, dump sites, etc. should not be shown on State Trust lands.

Only the roads and trails on State Trust land that have been approved by the Department may be depicted. Many of the routes that leave the Forest Service lands onto State Trust lands are ranch roads that are maintained by grazing lessees. Identifying these routes for recreational use without providing funding for maintenance places an undue burden on the ranchers.

31-3

Roads legalized as public roads rights-of-way by the Department may be depicted as public roads.

Any proposed route that is already under an instrument (e.g., electrical transmission lines and gas pipeline service roads) will not be depicted or otherwise designated without a Joint Use Agreement or other instrument that addresses liability and maintenance.

31-4

Roads not under a legal right-of-way (ROW) or other instrument, may be classified as OHV trails by the Department per Arizona Revised Statute § 28-1171.8. OHV trails can be upgraded to public access roads upon issuance of a ROW or Special Land Use Permit (SLUP).

31-5

Recreational use of State Trust land requires a permit issued by the Department. Off-road travel is not permitted on State Trust land. Neither is collection of natural products. Signage must be placed along the routes to identify where the boundary lines between Forest Service and State Trust lands are situated so the recreating public will be aware of the associated restrictions. Please feel free to contact me if you need clarification regarding these comments.

*Stephen M. Williams*  
Stephen Williams, Director  
Natural Resources Division

C. E. Dietrich, R. Ojeda, J. Latimer, V. Hickman, M. Baier

**From:** [steve.corey@cox.net](mailto:steve.corey@cox.net)  
**To:** [comments-southwestern-kaibab-tusayan@fs.fed.us](mailto:comments-southwestern-kaibab-tusayan@fs.fed.us)  
**Subject:** OHV restriction plan  
**Date:** 08/30/2010 07:06 PM

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32-1

I welcome restricting all vehicular use to existing roadways, but I do not want to see any existing roadways closed except those that are in such bad condition ecologically they must be closed. Very subjective, but you all have to make those decisions. Regarding game retrieval, on those few occasions I scored, I dragged my buck out on a sled. I don't want any motorized vehicles driving around the dry forest. Ever.  
Thanks

**From:** [Cyndi Tuell](mailto:Cyndi.Tuell)  
**To:** [comments-southwestern-kaibab-tusayan@fs.fed.us](mailto:comments-southwestern-kaibab-tusayan@fs.fed.us)  
**Cc:** [Sandy Bahr](mailto:Sandy.Bahr); [Kim Crumbo](mailto:Kim.Crumbo); [Veronica Egan](mailto:Veronica.Egan); [Rose Chilcoat](mailto:Rose.Chilcoat); [Bryan Bird](mailto:Bryan.Bird); [sfrank@azwild.org](mailto:sfrank@azwild.org); [Matt Skroch](mailto:Matt.Skroch); [Josh Hicks](mailto:Josh.Hicks); [Jane Steadman](mailto:Jane.Steadman)  
**Subject:** Travel Management comments of CBD et al for Tusayan Ranger District DEA  
**Date:** 08/30/2010 04:41 PM  
**Attachments:** [CBD.et.al.TRD.DEA.TMP.Cmts.Aug.30.2010.doc](#)

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Angela Parker  
Tusayan District Ranger  
Kaibab National Forest  
P.O. Box 3088  
Grand Canyon, AZ 86023  
[comments-southwestern-kaibab-tusayan@fs.fed.us](mailto:comments-southwestern-kaibab-tusayan@fs.fed.us)  
**Sent via email and certified mail this date**

August 30, 2010

Re: Draft Environmental Assessment for the Tusayan Ranger District of the Kaibab National Forest, Arizona

Dear Ms. Parker,

On behalf of the organizations listed on page 42 and 43 of our comment letter, I appreciate the opportunity to submit the attached comments in response to the Draft Environmental Assessment associated with motorized travel management in the Tusayan Ranger District of the Kaibab National Forest. The referenced attachments to our comments are included in the copy sent via ground mail.

If you have any questions regarding this matter, please do not hesitate to contact us. Please keep us informed of any additional comment periods or available information regarding this project.

Thank you for your time and consideration.

Sincerely,

Cyndi Tuell

Cyndi Tuell  
Southwest Conservation Advocate  
Center for Biological Diversity  
[www.biologicaldiversity.org](http://www.biologicaldiversity.org)  
[ctuell@biologicaldiversity.org](mailto:ctuell@biologicaldiversity.org)  
520-444-6603

For up to date information on Travel Management Planning in the southwest, please visit



**COMMENTS OF:**

- Center for Biological Diversity**
- Grand Canyon Wildlands Council**
- The Arizona Wilderness Coalition**
- Great Old Broads for Wilderness**
- The Sierra Club**
- The Wilderness Society**
- WildEarth Guardians**

**PREPARED FOR THE UNITED STATES FOREST SERVICE'S ENVIRONMENTAL ASSESSMENT FOR THE TUSAYAN RANGER DISTRICT TRAVEL MANAGEMENT PROJECT, KAIBAB NATIONAL FOREST, ARIZONA  
August 30, 2010**

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**Attachments:**

- Appendix A: email dated August 16, 2010 from Ruth Doyle
- Appendix B: Framework for Travel Management Plan
- Appendix C: White Paper from AZGFD to Forest Service.
- Appendix D: Archie, Michele L. 2007. *Six Strategies for Success: Effective Enforcement for Off-Road Vehicle Use on Public Lands*. Missoula, MT: Wildlands CPR.
- Appendix F: *Hunter and Shooting Sports Recruitment and Retention Team Report*. Arizona Game and Fish Department. August 2005.
- Appendix G: *Notification to Discontinue Downed Game Retrieval off-route on the Grand Mesa National Forest*. Forest Service, 2005.
- Appendix H: Letter from Arizona Game and Fish Department to Cyndi Tuell. December 2007.
- Appendix I: *AGFD and Regional Agreement*. Correspondence from Tom Dwyer to Cyndi Tuell, January 29, 2007.
- Appendix J: *Just a Few Bad Apples: Research Shows Many Off-Roaders Break the Law*. Road-RIPorter 12(4).
- Appendix K: *Off-Roaders Becoming Monstrous Law Enforcement Headache—Off-Road Crime Outstripping All Other Violations Combined on Public Lands*. News Release, July 11, 2007.
- Appendix L: *Arizona Statewide Comprehensive Outdoor Recreation Plan*. Arizona State Parks, 2008.
- Appendix P: Letter to Kaibab National Forest from five Conservation Organizations, January 10, 2007.
- Appendix Q: Letter to Kaibab National Forest from Grand Canyon Wildlands Council, March 3, 2007.
- Appendix R: Letter to Kaibab National Forest from Conservation Organizations, March 16, 2007.
- Appendix S: Letter to Kaibab National Forest from Conservation Organizations, March 3, 2007.

## I. Introduction

The Tusayan Ranger District (Tusayan RD) offers some of the finest and most diverse, as well as threatened, natural and cultural resources in the United States. It remains a rich, biologically diverse forest and grassland that is refuge for imperiled and biologically important species such as the northern goshawk, American pronghorn, mule deer, tassel-eared squirrel, mountain lion and black bear. While the pervasive presence of off-road vehicles greatly diminishes the experiential quality many visitors seek, the forest can also provide us with a place to connect with nature and enjoy a welcome relief from the sights and sounds of motorized vehicles. The proper implementation of the Travel Management Rule offers the Forest Service and public a rare opportunity to reduce the impact of hundreds of miles of destructive, unnecessary roads, restore wildlife habitat, and secure a quality experience for an expanding population.

We commend you and other members of the Kaibab Travel Management Team for the effort that has been expended to produce the Proposed Action (PA) and this revised Environmental Assessment (EA). We realize the difficulties involved in responding to diverse public constituencies, local media coverage and trying to engage and inform the public in a transparent process from the outset.

First, we strongly support the following components of the Proposed Action:

- Protection of forest natural and cultural values by closing 327,363 acres to unrestricted cross-country motorized travel;
- A reduction of forest-wide open route density from 1.4 miles per square mile;
- The closure of currently used closed roads identified in the Forest's database and user-created roads not identified as open under the PA;
- The closure of 163 miles of official forest routes;
- The refusal to legitimize most unauthorized, user-created routes; and
- The closure of routes within the Coconino Rim Inventoried Roadless Area (IRA).

However, we find the Proposed Action deficient in the following ways:

- A. The Tusayan Ranger District Should Prepare an Environmental Impact Statement.
- B. The Purpose and Need Statement in the Proposed Action is deficient.
- C. The No Action/Baseline Alternative Analysis Does Not Address Current NEPA Approved Motorized Routes.
- D. The Tusayan Ranger District did not Analyze a Reasonable Range of Alternatives
- E. The 546 to 566-mile Open Road System described in the Alternatives is not supportable and does not reflect the "Minimum System"
- F. The Tusayan Ranger District Fails to Close Unnecessary Routes
- G. The Proposed Action Does Not Reflect Forest Service Budget Capabilities
- H. The Provision for Motorized Big Game Retrieval and Dispersed Camping is Inappropriate and Not Sparingly Applied

The potential significant impacts of the project and the deficiency of the Environmental Assessment warrant the release of an Environmental Impact Statement that addresses our concerns.

## II. Organizational Interests

The Center for Biological Diversity is a non-profit, public interest conservation organization with over 255,000 members and online activists, dedicated to the conservation of imperiled species and their threatened habitats through science, policy, and environmental law.

The Grand Canyon Wildlands Council is devoted to the protection and restoration of wild nature throughout northern Arizona and southern Utah.

The Sierra Club is America's oldest, largest and most influential grassroots environmental organization. Inspired by nature, the Sierra Club's nearly 800,000 members—including 14,000 in Arizona—work together to protect our communities and the planet

The Wilderness Society is a national, not-for-profit conservation organization with over 350,000 members. Founded in 1935 by Robert Marshall, Aldo Leopold, and Benton MacKaye, we provide scientific, economic, legal, and policy guidance to land managers, communities, local conservation groups, and state and federal decision-makers. In doing so, we hope to ensure the best management of our public lands. Our members in Arizona and throughout the United States are deeply interested in travel planning as it pertains to recreation, wildlife conservation, water quality, and the ability to enjoy public lands for inspiration and spiritual renewal.

The Arizona Wilderness Coalition is an organization of groups and individuals whose mission is to protect and restore wilderness lands and waters in Arizona.

Great Old Broads for Wilderness is a national, grassroots nonprofit organization with 3500 members dedicated to increasing, preserving and protecting America's roadless public lands. Today there are Broads of all ages and both genders in every state in the union making their voices heard to protect America's last wild places.

WildEarth Guardians protects and restores wildlife, wild rivers and wild places in the American West. Using a potent combination of litigation, scientific analysis and grassroots organizing, WildEarth Guardians fiercely defends the West's wild heritage. WildEarth Guardians has approximately 4,500 members across the nation, many of which use the Kaibab National Forest for their recreational, scientific and spiritual pursuits

Collectively, we promote the protection of wild species, their habitats, and ecological communities, as well as the processes that sustain them, on the Tusayan RD. We also represent the shared views of thousands of our members concerned with management of our country's National Forests. We are dedicated to preserving threatened and endangered species, wild areas and protecting forests, grasslands, deserts, rivers, and wetlands. Our goal is to assure protection for important places and the creatures that depend on these places for survival. To accomplish this goal for the benefit of future generations, we have (1) mobilized a wide range of individuals

33-1

33-2

and groups on behalf of our shared stake in the Forest, to ensure conservation-based management; and (2) continue to provide and foster leadership in the oversight of the development, outcome, implementation, and long-term monitoring of the revised Forest Plan. We also work to preserve public lands so that future generations will enjoy the clean air and water, wildlife, beauty, and opportunities for recreation and renewal that abound.

A significant component of our work involves public education and outreach. We review Forest Service planning processes, freely disseminating the results of our review as broadly as possible to the public, and providing advice concerning how the conservation-minded public can best convey and protect its interests, values, and perspectives through often complicated and opaque agency decision-making processes. Given that the Forest Service's decision-making processes reflect an integrated consideration of science, policy, law, economics, and public values, our ability to encourage, facilitate, and support public involvement through action alerts, comment letters, outreach and educational materials, and volunteer projects provides an essential service that furthers the long-term management of our National Forests in the public interest.

### III. The Tusayan Ranger District Should Prepare an Environmental Impact Statement

In a letter to the Kaibab Forest Supervisor, dated January 10, 2007, and signed by five regional and national conservation groups,<sup>1</sup> we expressed our concern about the Kaibab's intention to fulfill the NEPA requirements of the Tusayan RD by producing an Environmental Assessment (EA), rather than an Environmental Impact Statement (EIS). Although we requested an opportunity to discuss our concerns with the Forest Supervisor, followed by a subsequent request submitted on March 3, 2007, we received no offer to further discuss this matter with the Forest Supervisor or staff.

Our concern was reiterated in our June 20, 2008 comments on the Williams RD Proposed Action,<sup>2</sup> in our January 30, 2009 comments on the Tusayan RD Draft EA, and in our June 15, 2009 appeal of the Tusayan RD TMP decision.

33-3

Although one of the intentions of the TMR was to provide consistency among the forests in the National Forest system, the latitude granted to forest supervisors in implementing the TMR has resulted in unfortunate inconsistencies in how individual National Forests are conducting their public participation processes under NEPA. This observation is based on our participation in several other ongoing travel planning processes and reports of myriad process-oriented problems as other forests in the system work to implement the Rule.

As you are aware, NEPA prescribes a process, not necessarily a result, and it is therefore essential to provide an integrated, comprehensive rationale to: (1) ensure that the NEPA process is meaningful and "foster[s] excellent action" (40 C.F.R. § 1500.1); (2) ensure that the Forest Service's ultimate decision is not "arbitrary or capricious" (5 U.S.C. § 706(2)(A)) and thereby comports with the Forest Service's legal obligations to conserve and protect the Kaibab National Forest (e.g., NFMA, ESA, CWA, NHPA, and Executive Order 11644, as amended); and (3) assist the public's involvement in the travel planning process.

We remain very concerned about the Tusayan RD's intention to fulfill the NEPA requirements of the Travel Management Rule by producing an Environmental Assessment (EA), rather than an Environmental Impact Statement (EIS). We believe that the abbreviated timeframe and reduced opportunities for public participation that occur in development of an EA vs. EIS are inadequate to develop a sound, scientifically based travel management plan for the Tusayan RD. As a general matter, it seems self evident that the magnitude and scale of the current and proposed route network, the serious management problems and controversies implicated by motorized recreation (e.g., camping corridors and motorized game retrieval) and the cause-and-effect relationship between motorized recreation, motorized routes, and potentially significant environmental harm warrants preparation of an EIS.

<sup>1</sup> The five conservation organizations consisted of the Center for Biological Diversity, Grand Canyon Wildlands Council, Sierra Club-Grand Canyon Chapter, Natural Trails and Waters Coalition, and Arizona Wilderness Coalition.

<sup>2</sup> The five conservation organizations consisted of the Center for Biological Diversity, Grand Canyon Wildlands Council, Sierra Club-Grand Canyon Chapter, WildEarth Guardians, and The Wilderness Society.

33-3  
cont'd

We believe the impacts of the Travel Management decisions, taken together, by considering both context and intensity, would likely result in significant effects to the environment, requiring the Tusayan RD to prepare an EIS. Criteria for determining when a full EIS is required include: "unique characteristics of the geographic area such as proximity to historic or cultural resources, parklands..., or ecologically critical areas; whether the action is related to other actions with individually insignificant but cumulatively significant impacts; and the degree to which the action may adversely affect an endangered ...species." 40 CFR §§ 1508.27(b)(3), (7), and (9).

33-4

Although the Kaibab National Forest has determined that each ranger district will develop travel management plans independently, the environmental impacts of these plans cannot be addressed independently. Irrespective of the propriety of preparing separate NEPA analyses, rather than a single NEPA analysis for the entire Kaibab, the cumulative impacts analysis in the Tusayan RD EA must address the cumulative impacts from the designation of extensive route systems across the Kaibab, and similarly, the cumulative impacts from anticipated mining, grazing, logging, and fire management regimes across the entire Kaibab. Additionally, as all National Forests in Arizona are undertaking Travel Management Planning simultaneously, the cumulative impacts analysis should also take into account the route networks that are currently designated or expected to be designated within the next few years as the combined impacts of these decisions will be significant given that Arizona's National Forests are largely connected physically biologically to each other or to other public lands. This is especially important given the fact that the Coconino National Forest has stated that decisions regarding motorized big game retrieval will be tailored to ensure consistency across districts, game units and forest boundaries and the Williams Ranger District has already made a decision to allow forest-wide game retrieval for 1 mile off all open routes.<sup>3</sup> It is critically important that the impacts of Travel Management decisions not be viewed in a vacuum.

33-5

The Tusayan RD contains unique characteristics of the geographic area, and ecologically critical areas, including significant grasslands (including grassland restoration areas) and other significant habitat for mule deer and elk, pronghorn, goshawk, Abert's squirrels and other species. The Tusayan RD's proximity to Grand Canyon National Park warrants special consideration regarding resource and recreational management. The impacts of the Travel Management decisions on the Tusayan RD are directly related to the impacts from similar decisions in the other ranger districts of the Kaibab National Forest, which will, taken together, have cumulatively significant impacts. Some of the reasonably foreseeable results of the proposed action include user conflicts, the creation of additional illegal user-created routes, possible intrusions into roadless areas, and impacts to crucial habitat of sensitive species such as northern goshawk and pronghorn.

In addition, where an EIS is not categorically required, the agency may prepare an EA to determine whether the proposed action *may* have a significant environmental effect. *See Nat'l Parks & Conservation Ass'n v. Babbitt*, 241 F.3d 722, 730 (9th Cir. 2001) (citing 40 C.F.R. § 1501.4). "If the EA establishes that the agency's action *may* have a significant effect upon the . . . environment, an EIS must be prepared." *Id.*, emphasis in original. Furthermore, an EIS must be prepared if "substantial questions are raised as to whether a project may cause significant

<sup>3</sup> See Coconino National Forest Draft EIS for TMP page 10 and Williams RD FONSI.

degradation of some human environmental factor." *Idaho Sporting Cong. v. Thomas*, 137 F.3d 1146, 1149 (9th Cir. 1998) (quotation omitted). "To trigger this requirement a plaintiff need not show that significant effects will in fact occur, raising substantial questions whether a project may have a significant effect is sufficient." *Id.* at 1150. A decision not to prepare an EIS must be supported by a "convincing statement of reasons" demonstrating why the project's impacts are insignificant. *Blue Mtns Biodiversity Project v. Blackwood*, 161 F.3d 1208, 1212 (9th Cir. 1998).

The term "significant" has two components: context and intensity. 40 C.F.R. § 1508.27. These components are considered by the Ninth Circuit in determining whether an EIS should have been prepared. *Anderson v. Evans*, 371 F.3d 475, 488 (9th Cir. 2004). Context refers to the setting in which the proposed action takes place, in this case a National Forest in Idaho and, in the case of user-created routes that the Forest Service wants to incorporate into the designated route system, the immediate environs, such as watershed, that the route is located within. *Id.* § 1508.27(a). Intensity means "the severity of the impact." *Id.* § 1508.27(b). The Ninth Circuit has held that if an agency's "action is environmentally 'significant' according to *any* of these criteria," then the agency violated NEPA if it failed to prepare an EIS. *Public Citizen v. Dept. of Transportation*, 316 F.3d 1002, 1023 (9th Cir. 2003) (emphasis original), *rev'd on other grounds*, 540 U.S. 1088, 124 S.Ct. 2204 (2004), *citing National Parks Conservation Assn. v. Babbitt*, 241 F.3d 722, 731 (9th Cir. 2001).

The test of what is a "significant" enough impact to require an EIS is found in the CEQ regulations at 40 CFR 1508.27.

**40 C.F.R. § 1508.27(b) Significantly. (Only relevant passages excerpted)**

2. The degree to which the proposed action affects public health or safety.
3. Unique characteristics of the geographic area such as proximity to historic or cultural resources, park lands, prime farmlands, wetlands, wild and scenic rivers, or ecologically critical areas.
4. The degree to which the effects on the quality of the human environment are likely to be highly controversial.
5. The degree to which the possible effects on the human environment are highly uncertain or involve unique or unknown risks.
6. The degree to which the action may establish a precedent for future actions with significant effects or represents a decision in principle about a future consideration.
7. Whether the action is related to other actions with individually insignificant but cumulatively significant impacts. Significance exists if it is reasonable to anticipate a cumulatively significant impact on the environment. Significance cannot be avoided by terming an action temporary or by breaking it down into small component parts.
8. The degree to which the action may adversely affect districts, sites, highways, structures, or objects listed in or eligible for listing in the National Register of Historic Places or may cause loss or destruction of significant scientific, cultural, or historical resources.

Because the Tusayan TMP meets these qualifications, the Forest must prepare an EIS for this action.

33-6

“When the determination that a significant impact will or will not result from the proposed action is a close call, an EIS should be prepared.” *Izaak Walton League of America, Inc. v. Kimbell*, 516 F. Supp. 2d 982 (D. Minn. 2007).

Here, the Forest Service has clearly acknowledged that significant impacts are likely to occur, and though for a different district, the rationale is applicable to the Tusayan RD: “Eliminating cross-country travel for the vast majority of forest visitors will likely have a significantly positive effect on forest resources and forest visitors.” Williams Ranger District FONSI Response to comments at 55, response number 137-5. Simply because the Forest Service believes no “significant negative effects are anticipated” and anticipated adverse effects “are expected to be minor” does not mean that the over effects of the project are not significant. *Id.*

An agency may not avoid the environmental analysis and public participation requirements simply by preparing a lengthy EA; NEPA and CEQ regulations do not allow it. As the Ninth Circuit has held:

No matter how thorough, an EA can *never* substitute for preparation of an EIS, if the proposed action could significantly affect the environment. We stress in this regard that an EIS serves different purposes from an EA. An EA simply assesses whether there will be a significant impact on the environment. An EIS weighs any significant negative impacts of the proposed action against the positive objects of the proposal. Preparation of an EIS thus ensures that the decision-makers know there is a significant risk of environmental impact, and take that impact into consideration.

33-7

*Anderson v. Evans*, 371 F.3d 475, 494 (9th Cir. 2004) (emphasis added). The Forest Service has prepared a 187 page EA. The very fact that the EA is 187 pages undermines any contention that the Forest Service’s actions are not significant. *See, e.g., National Audubon Soc’y v. Hoffman, National Audubon Society v. Hoffman*, 917 F. Supp. 280, 287 (D. Vt. 1995). The CEQ has stated that “[w]hile the regulations do not contain page limits for EA’s [sic], the Council has generally advised agencies to keep the length of EAs to not more than approximately 10-15 pages...In most cases...a lengthy EA indicates that an EIS is needed.” 46 Fed. Reg. 18,026, 18,037 (1981) (NEPA’s Forty Most Asked Questions: 36(a) and (b)). The CEQ has also stated that a large EA should max out at 200 pages, while an EIS will be in the range of 200-2,000 pages. *Id.* The final EA is very likely to exceed 200 pages. While the Forest Service may argue that the length of the EA should not be held against the agency, such an argument is contrary to CEQ’s guidance and should be rejected. Moreover, an agency may not avoid the environmental analysis and public participation requirements simply by preparing a lengthy EA; NEPA and CEQ regulations do not allow it.

In addition, 40 C.F.R. § 1502.7 makes clear that even an EIS rarely should exceed 200 pages:

**40 cfr § 1502.7 Page limits.**

The text of final environmental impact statements (e.g., paragraphs (d)through (g) of § 1502.10) shall normally be less than 150 pages and for proposals of unusual scope or complexity shall normally be less than 300 pages.

33-8

While the environmental impact from the addition of a single route might be adequately examined in an EA, the designation of a forest-wide system of roads and trails must be examined in an EIS.

This project has statewide importance given its geographic location and proximity to other public lands. This is underscored by the involvement in the Project by the impressive level of federal, state, and local government or agency comment, as well as public comment on the Project.

As the Tusayan RD reviews this EA for determination to develop an EIS, we suggest the Tusayan RD consider that the cumulative impacts of the Forest Service’s actions must be viewed as a product of:

33-9

- 1) the baseline impact caused by the pre-existing 709 mile designated open route system (ML 2, 3, and 4 routes);
- 2) the added impact caused by the unauthorized creation of user-created routes, over time (known to be 166 miles in 2005);
- 3) the short and long-term impacts caused by the persistence of all of these routes on the landscape now;
- 4) the impact caused by past, present, and reasonably foreseeable future actions.

Simply because the Forest Service has changed its management policies does not thereby erase the past history of motorized recreation use on the Tusayan RD. Nor does it enable the Forest Service to proceed on the basis of an EA. The “cumulative impact” of motorized recreation to the landscape must, here, be addressed through an EIS. 40 C.F.R. § 1508.27(b)(7).

#### **A. Lack of Environmental Analysis in the EA**

33-10

The Tusayan RD cites studies that conclude “OHV traffic can adversely affect natural resources regardless of the type and equipment on the individual vehicle. DEA at 35. However, there is a noticeable lack of any analysis on the specific impacts noted by the Tusayan RD due to the current level of motorized use on *this* district of *this* forest or the expected impacts from the proposed designated routes. Statements such as the “majority of roads on the Tusayan Ranger District are unpaved. These gravel and dirt roads are sources of fugitive dust in dry weather, especially when there is frequent vehicle traffic[.]” illustrate the vague, GIS-based analysis that is representative of the analysis on all issues in this project. Forest Service 2010:72. What is lacking is any quantification of *amounts* of dust, erosion, fragmentation (or other impacts) caused by *this* route system, either existing or proposed.

Specific concerns on the lack of analysis include:

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1. **Cumulative Impacts** – the Tusayan RD EA places existing routes outside of its impacts analysis. Few existing routes have ever been subject to NEPA analysis for impacts to

33-11 cont'd the natural and cultural resources or climate change and their cumulative effects have never been considered. Existing motorized routes, both system and unauthorized, have negative impacts to natural resources and will continue to cause resource damage that, when taken with other Forest Service actions and existing routes that remain on the ground even if they are not designated as open to motorized use, are cumulatively significant. The impacts of all routes must be analyzed.

CEQ regulations explain that the “intensity” of an impact, and thus its significance, is determined, *inter alia*, by asking:

Whether the action is related to other actions with individually insignificant but cumulatively significant impacts. Significance exists if it is reasonable to anticipate a cumulatively significant impact on the environment. Significance cannot be avoided by terming an action temporary or by breaking it down into small component parts.

40 C.F.R. § 1508.27(b)(7). As defined by the CEQ regulations:

“Cumulative impact” is the 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.

40 C.F.R § 1508.7.

33-12 Because the Tusayan RD failed to consider the environmental impacts of the entire transportation system and other ongoing and expected Travel Management projects in Arizona (Coconino, Tonto, Apache-Sitgreaves, Coronado), the EA is deficient under NEPA.

## 2. Soils and Watershed –

33-13 While “[m]any of the roads on erodible soils follow ephemeral drainages, leaving them very vulnerable to water erosion and more maintenance problems[,]” it is not clear which roads, how much erosion, or what level of maintenance concerns is occurring or will continue to occur. This information must be provided and the roads that are causing erosion and maintenance problems should be specifically identified. Forest Service 2010:73.

33-14 The DEA states that for adding spur routes to the system, “[a] map review was conducted. Some proposed routes appear to be located on soils that have a moderate to severe erosion hazard[,]” and that “[a]ll road segments would be evaluated in the field to verify whether there are soils/watershed concerns.” Forest Service 2010:78.

We request that the information from these field evaluations be made public as soon as possible to assist the public with fully understanding the impacts of proposed designations. It is not

33-14 cont'd adequate that the public be informed these field surveys will occur, we must be provided with the results of those surveys.

33-15 **4. Wildlife** – There are numerous species we are concerned about in the Tusayan RD, including the California Condor, Forest Sensitive Species ( bald eagle, northern goshawk, spotted bat, Allen’s lappet-brown bat, Townsend’s big-eared bat, Mogollon vole), Management Indicator Species (northern goshawk, wild turkey, hairy woodpecker, pygmy nuthatch, juniper titmouse, Abert’s squirrel, elk, mule deer, pronghorn antelope), and Migratory Bird Species (northern goshawk, olive-sided flycatcher, Cordilleran flycatcher, purple martin, gray flycatcher, pinyon jay, gray vireo, black-throated gray warbler, juniper titmouse, sage thrasher, sage sparrow, Brewer’s sparrow, Swainson’s hawk, ferruginous hawk, burrowing owl, grasshopper sparrow).

For those species which prey upon small animals that would potentially be impacted by cross-country travel for motorized big game retrieval (MBGR), the Forest Service must analyze the different level of impact that will occur with Alternatives 2 and 3, which allow MBGR and Alternative 4, which prohibits it.

33-16 **5. Invasive Weeds** – We heartily agree that implementation of Alternative 4, by prohibiting all off-road travel, would reduce the spread of invasive weeds more than any other alternative and is perhaps the only alternative that would do so. FEA at 26. However, we do not agree that Alternatives 2 or 3 would “greatly reduce the rate of introduction and spread of invasive exotic weeds compared to the no action alternative. *Id.* The section on invasive weeds, found at section 3.6, page 104, lists 6 types of invasive species indicates the most common cause of invasive weed spread is vehicles and that route density, location and the number of unauthorized routes can be used to predict the location and rate of spread of invasive species. However, there is no indication of the current rate of spread of invasive weeds based on the existing, known route system. The information on invasive weeds is from a more than 6 year old EIS for 5 forests in Arizona and includes no site-specific information on the Kaibab National Forest or the Williams Ranger District. For Alternative 1, the Forest states that “[t]he current rate of spread of existing noxious and invasive exotic weeds and the current rate of introduction of new weeds would continue[,]” but the current rate is not provided. FEA at 106. For all alternatives there is a blanket statement that the rate of spread of noxious weeds would be reduced compared to the no action alternative, but there is no specific information on the cumulative impacts associated with known locations of fire (wild or otherwise), grazing, or mining.

33-17 Many of the 16 miles of proposed road segments for dispersed camping are located near known populations of cheatgrass, Dalmation toadflax, Scotch thistle, and diffuse knapweed, yet no information is given on which of these 16 miles of road are problematic because these roads “would be evaluated in the field to determine if weed populations should be controlled before the road segment is designated open.” FEA at 109. We recommend that none of the 16 miles of road segment that are near known locations of invasive species be opened under any alternative. The information regarding the field evaluations should be available during this DEA comment period and no explanation is given for why it is not.

33-18 For Alternative 3, there is no information on which routes and route segments that include a provision for dispersed camping corridors are located near known invasive weed locations. The Forest Service must exclude the dispersed camping provision along all routes near known invasive weed locations and provide this information to the public.

33-19 There is no information about which route segments available for MBGR are also near known invasive weed locations. This information must be provided. Any route near known invasive weed locations should be excluded from the MBGR provision.

33-20 6. For all resource issues, the impacts of motorized big game retrieval are purely speculative and not based on any scientific research as to the nature of the habits of off-road motorized vehicle users. We provide the Forest Service with scientific research on the habits of such motorized vehicle users below. We ask the Tusayan RD to rely upon these studies.

We also ask the Tusayan RD to acknowledge the significant impacts to from the likely increase in the number of motorized big game retrieval trips that would impact all forest resources.

33-21 The Tusayan RD must address the need to mitigate the damage of off-road vehicle use for motorized big game retrieval and the proposed motorized route system for all forest resources, including implementation of a monitoring plan.

The Forest Service states that “most motorized big game retrievals use 1 trip with a vehicle, leaving very little or no evidence that it occurred” and cites to an AZGF 2008 reference. DEA at 177. Our check of the references did not reveal this information in any of the AZGF 2008 documents in the references section of the DEA. This statement cannot be relied upon unless this reference is provided to the public.

33-22 According to the National Visitor Use Monitoring Results (Forest Service 2006c:15) 3.4% of forest visitors participate in ORV travel, with 0.8% stating this activity is the primary reason for their visit. In contrast, substantially more visitors prefer non-motorized activities such as hiking and walking (47.2%) and viewing wildlife (44.8%). Non-motorized recreationists represent a large majority of forest users on the Tusayan RD as well. These forest users object to the noise, dust, pollution and littering that off-road vehicle (ORV) recreationists impose on their forest experience according to a visitor use survey conducted by Dr. Martha Lee of Northern Arizona University under contract with the Kaibab (Boussard *et. al* 2002).

33-23 We believe the significant impacts associated with this planning effort, coupled with the extreme level of controversy surrounding this issue in the Kaibab National Forest and the Tusayan RD warrants the preparation of an EIS.

#### 33-24 IV. Purpose And Need

The Purpose and Need statement in the EA states the purpose of the action is to:

- Improve management of motorized vehicle use on National Forest System lands within the Tusayan Ranger District in accordance with provisions of the Travel Management Rule (36 CFR 212, 251, and 261).

and the action is needed to:

- Amend the KNF Plan to prohibit motor vehicle use off the designated system of roads, trails, and areas on the district, except as displayed on the MVUM;
- Reduce adverse resource impacts caused by roads and motorized cross country travel in order to maintain and restore the health of ecosystems and watersheds and that some existing system roads are creating unacceptable resource damage while many unauthorized roads can damage and/or provide unwanted motorized access to sensitive resources on the TRD
- Provide for motorized dispersed camping and motorized retrieval of legally taken big game animals

(Forest Service 2010:10)

33-24 cont'd We are concerned that the purpose and need statement is neither sufficiently broad nor sufficiently precise to set up a proper and complete analysis. In our view, travel planning must evaluate and address the environmental, social, and cultural impacts associated with unauthorized routes *and* currently designated roads, trails, and areas, as identified through Travel Analysis. Travel Analysis should “form the basis for the proposed actions and purpose and need statements in the subsequent NEPA process.” In addition, analyzing impacts to ecological and cultural resources across the entire transportation system is a critical factor in determining the “minimum road system” as envisioned by 36 CFR 212.5 (b)(1) and the recent draft directives for implementing the Travel Management Rule. The purpose and need statement should be clearer on these points.

Unfortunately, the deficient purpose and need statement has resulted in the lack of an adequate no action alternative and the lack of a reasonable range of alternatives (discussed further below).

We recommend that you adjust the purpose and need statement, as follows, to more accurately reflect the intent of the Travel Management Rule and the purpose of travel planning.

We have identified the following needs for this proposal:

- the need to eliminate cross-country travel and move to a system of designated roads, trails, and areas consistent with the Travel Management Rule and the Executive Orders on use of off-road vehicles on public lands;
- the need to address degradation of environmental, social, and cultural resources associated both with user-created routes and currently designated roads, trails, and areas, as identified through Travel Analysis;

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cont'd

- the need to — by way of a science-based analysis — “identify the minimum road system needed for safe and efficient travel and for administration, utilization, and protection of National Forest System lands” and identify roads that are “no longer needed to meet forest resource management objectives and that, therefore, should be decommissioned or considered for other uses, such as for trails”;
- the need to provide opportunities for motorized *and* non-motorized recreation within the carrying capacity of the land (minimizing damage to soil, watershed, vegetation, cultural sites, and other resources of the public lands; and minimizing harassment of wildlife or significant disruption of wildlife habitats).
- the need to adjust both the core transportation system and recreation travel network in light of funding limitations for maintenance, monitoring, and enforcement; and the need to address public safety concerns, user conflicts, private property rights, lost non-motorized recreational opportunities, and impact to natural soundscapes and air quality that have arisen or might be expected to arise given recent trends in motorized use.

Additionally, if the Purpose and Need statement specifically includes a reference to motorized dispersed camping and motorized big game retrieval, the purpose and need should be stated as follows:

- *consider* a provision for motorized dispersed camping and motorized retrieval of legally taken big game animals *if and where appropriate*

The deficiency of the Purpose and Need statement in the Environmental Assessment warrants the withdrawal of the current document and the release of an Environmental Impact Statement that addresses our concerns.

#### V. No Action/Baseline

Although the current agency conception of “no action” may be technically accurate in that it reflects the current situation, we are concerned that it may not be the most useful baseline, since cross-country motorized travel will end as a result of TMR implementation even if no additional routes are designated. In our experience, forests which have adopted a current condition baseline which includes an allowance for cross-country travel have tended to describe all designation alternatives as a “net environmental positive,” thus rendering the analysis useless. This is what has occurred in the current DEA. For nearly all resources affected, the environmental affects for all action alternatives is listed as a reduction in harm compared to Alternative 1, progress towards some goal compared to Alternative 1, fewer miles than in Alternative 1, and increased quality of habitat compared to Alternative 1. DEA at 24-27.

To remedy this tendency, we suggest that the Tusayan RD analyze an additional “no action” alternative limited to NEPA documented routes with no allowance for cross-country travel. Comparing proposed route additions to this baseline provides a much more accurate picture of ongoing impacts related to motorized recreation and allows for a true analysis of the impacts of the proposed alternatives.

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This deficiency of the Environmental Assessment warrants the withdrawal of the current document and the release of a new or revised Environmental Assessment that addresses our concerns.

#### VI. Comments on the Alternatives, including the Proposed Action

##### A. Failure to set appropriate sideboards and identify methodologies used in developing alternatives

The EA does not provide adequate legal or consistent science-based methodologies<sup>4</sup> or “sideboards” indicating how the proposed open routes were screened and selected, or how these routes comport with legal protections afforded to watersheds, water quality, wildlife populations and habitat, and quiet use recreation interests.<sup>5</sup>

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Understanding the rationale behind the decision making process is essential to the public’s analysis as required by NEPA. As you are aware, NEPA prescribes a process, not a result, and it is therefore essential to provide this rationale to: (1) ensure that the NEPA process is meaningful and “foster[s] excellent action” (40 C.F.R. § 1500.1); (2) ensure that the Forest Service’s ultimate decision is not “arbitrary or capricious” (5 U.S.C. § 706(2)(A)) and thereby comports with the Forest Service’s legal obligations to conserve and protect the Tusayan RD (e.g., NFMA, ESA, CWA, NHPA, and Executive Order 11644, as amended); and (3) assist the public’s involvement in the travel planning process.

The failure to provide this rationale at this stage risks undermining the intent and purpose behind the NEPA process, not to mention adherence to the Forest Service’s related legal responsibilities, and compromises the Forest Service’s and broader public’s ability to reach reasoned and informed conclusions concerning the validity and acceptability of route designation decisions.

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An additional concern about the TAP and the analysis presented in the EA is that only the existing forest road system was analyzed in the TAP, despite the existence of over 160 miles of

<sup>4</sup> See 40 C.F.R. § 1502.24 (requiring the Forest Service to “ensure the professional integrity, including scientific integrity, of the discussions and analysis in [EISs],” and providing that the Forest Service “shall identify any methodologies used and shall make explicit reference by footnote to the scientific and other sources relied upon ...” Additionally, the Data Quality Act directs federal agencies in “ensuring and maximizing the quality, objectivity, utility, and integrity of information, including statistical information, disseminated by Federal agencies” P.L. 106-554 § 515. Decisions made in minimizing damage to soil, watersheds, vegetation, wildlife, and habitats should incorporate and reference findings of relevant university, government, and other studies regarding the negative or positive impact of ORV use, automobiles, and roads. The Forest Service must describe what methodology and scientific information they used to determine how motorized routes could potentially impact natural resources on the Forest and how this information drove the project design criteria with respect to soils, watersheds, vegetation, threatened and endangered species, sensitive species, and management indicator species. The agency should cite all science-based decisions and provide a list of references from peer-reviewed publications from universities, government agencies, and other researchers. The Forest Service must describe how they used the best available science (or if lacking, whether they employed the precautionary principle) to make their decisions. Specific methodology for determinations should be given.

<sup>5</sup> We provided the Kaibab with possible sideboards in our previous comments and provide them again here in Appendix B.

33-27 user created, or unauthorized routes. Approximately 709 miles of roads are identified as existing Forest Road System routes and 166 miles of routes are identified as “Unauthorized Routes” DEA at 11. We appreciate the inclusion of known unauthorized, user-created routes in the analysis for this project. Travel Analysis Process Report, or TAP, at page 7.

33-28 However, we do not believe the cumulative impacts of these known routes has been taken into consideration in the DEA. Because the Tusayan RD is proposing to add unauthorized routes to the system through the Travel Management process the cumulative impacts of all routes, whether authorized or unauthorized, that persist on the landscape should have been analyzed in the EA.

Before user-created routes can be added to the designated system, the Forest Service must ensure they are constructed according to engineering standards to ensure these routes are in compliance with road Best Management Practices and prevent resource degradation. In addition, according to a 2006 Forest Service memo from the Washington Office (attached):

To add a road to the transportation system, all of the following are required:

- 33-29
1. The road must be identified by the responsible official as part of the “minimum road system.” Such identification must be advised by a science-based roads analysis or travel analysis. (36 CFR 212.5b)
  2. Adding the road to the System must be documented in a decision notice prepared in accordance with applicable NEPA procedures in the NEPA Procedures Handbook. (FSH 1909.15)
  3. A road management objective must be prepared and approved by the responsible official. (FSM 7712.5).
  4. ASC must make an appropriate capitalization determination as follows:
    - a. ...
    - b. **When existing roads are added to the system**, notify ASC of the roads to be added. Do not provide engineer’s estimates of the value of such roads. (Factors involved in establishing value, if any, of roads acquired as part of land transactions, roads created by users in the National Forest, and roads abandoned by public road authorities are generally not of an engineering nature.)
  5. Concurrently with the ASC determination, the Infra Travel Routes – Roads module must be updated to reflect these changes. The following fields must be populated as follows for a road to be considered part of the Transportation System: **Jurisdiction** = FS, **Route Status** = Existing, **System** = NFSR. In addition, since an approved RMO must exist per step #3 above, units are strongly encouraged to document the RMO in the Roads RMO Module, as soon as the Module is available.

### C. Range of Alternatives

33-30 The Forest Service has failed to consider a reasonable range of alternatives designed to meaningfully protect the Tusayan RD’s natural resources, in particular clean water, wildlife, and wildlife habitat, and therefore is in violation of NEPA and the CEQ regulations.

Under all alternatives no unauthorized routes are rehabilitated, therefore they will remain on the ground leading to continued resource damage, which is not analyzed in the EA. The number of miles of motorized routes is not sufficiently different under the alternatives.

33-30 cont'd The Forest Service has failed to provide any alternative that would offer the Tusayan RD the ability to analyze the impacts of a reduced motorized route network on wildlife, soils, watersheds, or other resources within the Tusayan RD. There is no alternative which provides the Forest Service or the public with a road system based on the minimum system needed for administration and use, nor a road system based on the best available science (for example a system that would reduce route density to 1 mi/sq mi or less).

Our analysis of the alternatives reveals little to no substantive difference among the action alternatives in terms of route mileage:

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Feature	Alternative 2	Alternative 3	Alternative 4
Open Road Miles	546 (23% less than Alt 1)	566 <ul style="list-style-type: none"> <li>• 20% less than Alt 1</li> <li>• 0.04% more than Alt 2</li> <li>• 0% difference from Alt 4</li> </ul>	566 <ul style="list-style-type: none"> <li>• 20% less than Alt 1</li> <li>• 0.04% more than Alt 2</li> <li>• 0% difference from Alt 3</li> </ul>
Currently open roads closed (in miles)	163	143 (12% difference from Alt 2) <ul style="list-style-type: none"> <li>• 12% difference from Alt 2</li> <li>• 0% difference from Alt 3</li> </ul>	143 <ul style="list-style-type: none"> <li>• 12% difference from Alt 2</li> <li>• 0% difference from Alt 3</li> </ul>
Roads added (in miles)	16 (no difference)	16 (no difference)	16 (no difference)
Maintenance Costs	\$900,275 0.07% difference from Alt 1	\$908,675 Less than 0.01% difference from Alt 2 0.06% difference from Alt 1 No difference from Alt 4	\$908,675 Less than 0.01% difference from Alt 2 0.06% difference from Alt 1 No difference from Alt 3

There is no meaningful distinction between alternatives, therefore the Tusayan RD has not presented a reasonable range of alternatives despite our submission of an alternative that represents the inclusion of the best available science that would offer natural resource protection while still allowing for public access and would meet administrative needs.

33-32

Unfortunately, the Wet Weather alternative was rejected after preliminary analysis. DEA at 29. This alternative was discarded because “defining what the Wet Weather Roads System is poses a problem.” DEA at 29. However, this alternative was initially analyzed early in the scoping for this project and the rationale given for eliminating this alternative in the original DEA from 2008 was that “it would not provide required access to private land parcels” and would remove about 85% of forest roads. Forest Service DEA for TMP December 2008 at 24. We question how it was possible to analyze this alternative in the original DEA, which did not indicate it was difficult to define the system and is now impossible. We also note that difficulty identifying the

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Wet Weather Road System was not raised as an issue of concern when we appealed the Tusayan’s Travel Management Decision in 2009 based on the rejection of the Wet Weather alternative. To the contrary, the Wet Weather system is referred to as being approximately “160 miles of road in addition to 52 miles of highway.” Appeal Review and Findings, Tusayan Ranger District Travel Management Plan July 30, 2009 at 14.

We are not aware of any changes to the Wet Weather Road System for the Tusayan District between 2008 and 2010. If our request that the Wet Weather Road System was unclear, we are happy to take this opportunity to clarify: we would like the Forest Service to analyze an alternative that represents the Wet Weather Road system assuming it is raining and there are wet road conditions across the entire district. This has been identified as a 130 – 200+ mile road system in the past.

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We believe that *none* of the alternatives analyzed in the EA comply with the TMR 36 CFR part 212.55(a), which requires the Forest Service to consider the effects on natural and cultural resources, the need for maintenance and administration of roads, trails, and areas, the availability of resources for that maintenance and administration, nor part 212.55(b) which requires the responsible official to consider the effects of motorized use with the objective of minimizing damage to soils, watersheds, vegetation, wildlife and habitat. The elimination of our proposal to analyze the Wet Weather alternative is especially curious given that 9 out of 12 months of the year the Tusayan RD can expect snow or rain which makes the roads susceptible to damage.

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As stated in the Transportation Analysis Report at page 34, “[a]ny reduction in the number of miles of road by maintenance level would make the existing road system more affordable[,]” making a single mile of route reduction “a positive benefit” for the Forest Service. However, such a reduction would not, in reality, afford any true benefit to the forest.

To ensure compliance with NEPA and the CEQ regulations, the Forest Service must:

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1. Consider alternatives that would aggressively reduce overall route densities within acceptable science-based ecological limits across the entire Tusayan RD;
2. Consider alternatives that would determine how best to physically close, decommission, and obliterate unnecessary or unacceptable routes, in particular unauthorized, user-created routes;
3. Consider alternatives that would not only reduce route densities, but entirely eliminate routes within key areas to protect environmentally sensitive watersheds and wildlife habitats and minimize user conflicts by establishing additional quiet-use recreation areas (e.g., Coconino Rim IRA and Red Butte motorized travel exclusion areas);
4. Consider alternatives that would not have provided an exemption from the ban on cross-country travel for purposes of dispersed camping and motorized game retrieval.

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5. Consider alternatives that consider the specific route closure recommendations as discussed in comments previously submitted by the Center for Biological Diversity and other conservation organizations.

We ask the Forest Service to develop and analyze an alternative that incorporates the above recommendations and thereby balances the needs of wildlife with the desire to improve quality motorized trail opportunities. We expand upon these general recommendations in our specific recommendations/comments detailed below and in Appendix B pertaining to the proposed action, in particular relative to unnecessary routes, overall route density, criteria for protecting the environment and expanding quiet-use recreational opportunities. Please consider both our general recommendations and specific recommendations/comments in crafting a proper range of alternatives. Overall, our recommendations and comments are intended to ensure a range of reasonable alternatives to reduce the potential for conflicts between user groups, provide security habitat for big game during hunting seasons, reduce disturbance that displaces wildlife from preferred habitats, and expand source habitats currently fragmented by roads and trails.

This deficiency of the Environmental Assessment warrants the withdrawal of the current document and the release of an Environmental Impact Statement that addresses our concerns.

## VII. Comments Specific to the Proposed Action

### A. The 560 mile Open Road System described in the TAP is not supportable and does not reflect the “Minimum System”

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All action Alternatives inexplicably retain within the proposed open system over 100 miles of “High Risk/Low Value” roads, that is roads presenting high risks to cultural and natural resources including soil, watershed, wildlife while providing low access values regarding range management, scenery and private property. *See generally* TAP. It is not apparent how this comports with motorized recreation designation criteria set forth in Executive Order 11644, § 3, as amended, and the TMR, 36 C.F.R. § 212.55, or functions as part of the “minimum road system needed for safe and efficient travel and for administration, utilization, and protection of National Forest System lands” required by 36 C.F.R. § 212.5(b) (*see also* Forest Service 2007). The broad contours of these sideboards are provided by the designation criteria in Executive Order 11644, § 3, as amended, and the TMR, 36 C.F.R. §§ 212.5(b), 212.55, but should be refined to account for district-specific ecological conditions and informed by the Forest Service’s and broader public’s collective on-the-ground experience and understanding of the Tusayan RD. Moreover, the Forest Service is subject to a variety of other legal obligations, pursuant to, for example, the Endangered Species Act, Clean Water Act, Clean Air Act, and National Historic Preservation Act that apply in varying and different degrees depending on the specific spatial and temporal scales at issue, and the specific natural and cultural resources implicated by route designations.

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The proposed 560-mile Tusayan RD Minimum Transportation System retains approximately 77% of the existing system consisting of roads classified through the TAP according to risks to cultural resources, soils, watershed and wildlife; and affording access values regarding range management, scenery and private property. The proposed system includes 252 miles of roads

33-38 cont'd classified as “High Risk/High Value” and 12 miles of “High Value/Low Risk” routes for a total of approximately 267 miles, or 50% of the proposed system. TAP at 48-49. This portion of the proposed system consists of the District’s “main transportation system” including the 160-mile Wet Weather system. TAP at 48. The TAP classifies the proposed action’s remaining 280 miles of roads, discussed below, as “Low Value.”

33-39 As the agency points out, high risk and high value ratings “indicate these are the *highest* priority for investment of time and funds to mitigate or eliminate risk and accommodate uses.” TAP at 48. The agency also emphasizes that “[f]irst priority will be given to passenger car roads in the Wet Weather system” and that these roads will be the first to receive maintenance and resurfacing. Second priority will be given to the remaining passenger car roads.” TAP at 48. We assume a third priority will be assigned to the approximately 446 miles of Maintenance Level (ML) 2, or high clearance roads within the open road system.

33-40 The Forest Service defines a minimum transportation system as “the road system needed for safe and efficient travel and for administration, utilization, and protection of National Forest System lands” (36 CFR 212.5b). The agency goes on to further explain the desired minimum road system attempts to “balance” resource and other management objectives, laws and regulations, long-term funding expectations, and minimizes adverse environmental impacts. DEA at 34. Our understanding is that the preliminary RAP (Road Analysis Report; Forest Service 2003) and subsequent TAP risk and value processes provide the primary rational basis for this evaluation.

33-41 The agency states the existing Tusayan Ranger District road system represents about 20 percent of the total roads on the forest<sup>6</sup> and can expect to receive about 20 percent of the Kaibab National Forest’s total roads budget, or \$184,000. DEA at 34. Approximately 14% of the roads in the district receive maintenance annually. DEA at 33. While, as stated in the TAP at page 19, current priorities are placed on maintaining passenger car roads, \$184,000 would provides less than 40% of the needed funds for annual maintenance. DEA at 34.

33-42 While, as pointed out in the TAP, a “completely affordable road system may not meet all objectives of a minimum road system including access for administration, utilization, and protect of National Forest System lands” (TAP at 34), the availability of resources should be a consideration in designating routes for motor vehicle use. While a scarcity of resources should not lead to blanket closures of National Forest lands to recreation users, complementary processes like the RAP and TAP provide an adequate, if not exhaustive, basis to determine which routes, based on resource risks, access and other values, should comprise the road system. That was, after all, the purpose of both efforts. It follows that affordability and a risk/value analysis should objectively determine the minimum transportation system.

33-43 Using Alternative 2’s proposed 546 miles of motorized routes, calculating a forest-wide road density based on 500 square miles (excluding the Coconino Rim inventoried roadless area and Red Butte non-motorized area) results, once closures and obliterations are complete, in a motorized impact of 1.09 miles per square miles, Alternatives 2 and 3 result in an open route density of 1.132 miles per square mile. The roads the Tusayan RD should designate as open to

<sup>6</sup> According to the TAP, the Tusayan District has approximately 12% of the total Kaibab NF roads, and receives about 12%, or \$110,000.00, of the Forest roads budget. TAP at 20.

33-43 cont'd the public should result in a road density of no more than 1 mile per square mile. As discussed in our July 2005 scoping letter (GCWC 2005), an average forest-wide route density of no more than 1.0mi/mi<sup>2</sup> is a standard supported by the preponderance of credible scientific literature as well as a large and influential number of scientists (Concerned Scientists 2004). We urge again that the Kaibab National Forest adopt this maximum road density standard to identify additional roads for closure and stress that determination of this standard should be based on general forest lands and not include Wilderness or Inventoried Roadless Areas.

33-44 In short, the Forest Service provides no rationale for the proposed open route system, therefore the EA is unreasonable, arbitrary, capricious, and inconsistent with the Forest Service’s duties pursuant to Executive Order 11644, as amended, 36 C.F.R. § 212.55, NEPA, and the CEQ regulations.

### B. The Proposed Action Fails to Close Unnecessary Routes

From a fiscal perspective, it is clearly in the public, the national and the agency’s interest to reduce the extent of unnecessary roads and travel ways within the Tusayan RD. Without adequate funding to maintain the roads in the district on an annual basis, the most practical and economical long-term mitigation of these problems lies with closure and revegetation of non-essential roads (USDA-FS 2001b: 22; Moll 1996). The lengthy, time-consuming TAP provided relevant information identifying roads posing high risks to cultural, soils, watershed and wildlife values; and affording low access values regarding range management, scenery and private property. We strongly believe the District must credibly utilize this information to justify difficult, necessary decisions defining a minimum transportation system, particularly in the context of severely limited budgets and massive maintenance backlogs. While we commend the District’s initial closure and designation for administrative use 163 miles of environmentally destructive roads, we believe additional routes, based on the TAP, should be closed to motorized travel.

Given the exigency of funding the maintenance of high value roads in a severely constrained fiscal environment, retaining within the proposed open system 138 miles of “High Risk/Low Value” roads seems ill advised if not irresponsible. TAP at 48. We urge the Tusayan RD, as an initial step, to develop and analyze an alternative that will add these roads to the 163 miles proposed for administrative uses only (not open to public motorized travel or, if appropriate, close them entirely and plan for their revegetation. The following 70 High Risk/Low Value (HRLV) roads should be given high priority consideration for closure:

**Table 1: High Risk/Low Value Routes Recommended for Closure**

Route #	Risk/Value	Comments
64A	HRLV	Old 64; High Clearance Vehicles
64B	HRLV	High Clearance Vehicles
303C	HRLV	High Clearance Vehicles
303DA	HRLV	Originates in the Park; Bear Habitat; High Clearance Vehicles
303K	HRLV	High Clearance Vehicles

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305AB	HRLV	High Clearance Vehicles
305AD	HRLV	High Clearance Vehicles
307E	HRLV	High Clearance Vehicles
311A	HRLV	High Clearance Vehicles
313HA	HRLV	High Clearance Vehicles
334B	HRLV	High Clearance Vehicles
343F	HRLV	High Clearance Vehicles
347C	HRLV	High Clearance Vehicles
347FA	HRLV	High Clearance Vehicles
605C	HRLV	High Clearance Vehicles
605F	HRLV	High Clearance Vehicles
605M	HRLV	High clearance Vehicles
680	HRLV	High clearance Vehicles
682	HRLV	High Clearance Vehicles
684	HRLV	Bluestem; High Clearance Vehicles
690	HRLV	High Clearance Vehicles
690B	HRLV	High Clearance Vehicles
776A	HRLV	High Clearance Vehicles
785	HRLV	High Clearance Vehicles
902	HRLV	High Clearance Vehicles
942MA	HRLV	High Clearance Vehicles
2501	HRLV	High Clearance Vehicles
2509	HRLV	High Clearance Vehicles
2607A	HRLV	High Clearance Vehicles
2612C	HRLV	High Clearance Vehicles
2615A	HRLV	High Clearance Vehicles
2619	HRLV	High Clearance Vehicles
2620	HRLV	High Clearance Vehicles
2621A	HRLV	High Clearance Vehicles
2624	HRLV	High Clearance Vehicles
2624B	HRLV	High Clearance Vehicles
2625	HRLV	High Clearance Vehicles
2626	HRLV	High Clearance Vehicles
2701	HRLV	High Clearance Vehicles
2703	HRLV	Southside; High Clearance Vehicles
2703A	HRLV	High Clearance Vehicles
2708	HRLV	High Clearance Vehicles
2709D	HRLV	High Clearance Vehicles
2714	HRLV	High Clearance Vehicles
2719	HRLV	South of Park; High Clearance Vehicles
2736	HRLV	High Clearance Vehicles
2744	HRLV	High Clearance Vehicles
2745	HRLV	High Clearance Vehicles
2752	HRLV	High Clearance Vehicles
2753	HRLV	Mugs Castle Tank; High Clearance Vehicles

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2817	HRLV	Navajo Tank; High Clearance Vehicles
2818	HRLV	Old 2818; High Clearance Vehicles
2820	HRLV	Saddle Cutoff; High Clearance Vehicles
2821	HRLV	High Clearance Vehicles
2822	HRLV	Saddle Seat; High Clearance Vehicles
3226	HRLV	High Clearance Vehicles
9059D	HRLV	High Clearance Vehicles
9059L	HRLV	High Clearance Vehicles
9059R	HRLV	High Clearance Vehicles
9121E	HRLV	High Clearance Vehicles
9121G	HRLV	High Clearance Vehicles
9121U	HRLV	High Clearance Vehicles
9122E	HRLV	High Clearance Vehicles
9128J	HRLV	Tusayan; High Clearance Vehicles
9134M	HRLV	High Clearance Vehicles
9411J	HRLV	High Clearance Vehicles
9412	HRLV	High Clearance Vehicles
9421B	HRLV	High Clearance Vehicles
9421F	HRLV	High Clearance Vehicles
9421Z	HRLV	High Clearance Vehicles

In addition, we urge the agency to similarly close 34 roads determined through the TAP as affording low access values regarding range management, scenery and private property. While we assign a lower priority for closure based on each route's low risks to cultural, soils, watersheds and wildlife values, their low access value calls into question the need to retain them at all.

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**Table 2: Low Risk/Low Value Routes Recommended for Closure**

Route #	Risk/Value	Comments
302W	LRLV	High Clearance Vehicles
312B	LRLV	High Clearance Vehicles
313H	LRLV	High Clearance Vehicles
320C	LRLV	High Clearance Vehicles
328C	LRLV	Sam Moore Tank; High Clearance Vehicles
328K	LRLV	High Clearance Vehicles
347E	LRLV	High Clearance Vehicles
688B	LRLV	High Clearance Vehicles
688C	LRLV	High Clearance Vehicles
770C	LRLV	High Clearance Vehicles
2500	LRLV	Old 2500; High Clearance Vehicles
2510	LRLV	Bass Tank; High Clearance Vehicles
2512	LRLV	Seven Mile Tank; High Clearance Vehicles
2515	LRLV	High Clearance Vehicles
2612D	LRLV	High Clearance Vehicles
2621	LRLV	High Clearance Vehicles
2623	LRLV	High Clearance Vehicles

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2718	LRLV	High Clearance Vehicles
2722	LRLV	High Clearance Vehicles
2726	LRLV	High Clearance Vehicles
2729	LRLV	High Clearance Vehicles
2738	LRLV	High Clearance Vehicles
2739	LRLV	High Clearance Vehicles
2742	LRLV	Old 2742; High Clearance Vehicles
2743	LRLV	High Clearance Vehicles
2743C	LVLR	High Clearance Vehicles
2743F	LRLV	High Clearance Vehicles
2803	LRLV	High Clearance Vehicles
2807	LRLV	High Clearance Vehicles
2821A	LRLV	High Clearance Vehicles
9121X	LRLV	High Clearance Vehicles
9121Z	LRLV	High Clearance Vehicles
9412A	LRHV	High Clearance Vehicles
9424K	LRLV	High Clearance Vehicles

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In summary, the objective rationale for the proposed minimum transportation system is not supported, and in fact is contradicted, by the TAP. The system does not adequately address resource protection and conservation objectives and is not sustainable under present or foreseeable budgetary realities.

**Additional Route Closures**

Our criteria for these closures and decommissioning are:

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- Northern goshawk nests or Post-Fledging Family Areas  
This is a forest-listed “sensitive” species, an Arizona Game & Fish second tier “Species of Greatest Conservation Need,” and a species whose habitat is declining and for whom population assessments are inconclusive.
- Pronghorn core habitat  
Pronghorn habitat is stable to declining; populations are declining. It is a third tier species on the “Species of Greatest Conservation Need” list.
- Mule deer core summer habitat  
Mule deer are one of the forest’s “Management Indicator Species” whose habitat and populations are declining on the Kaibab National Forest.
- Black bear core habitat (this species is not addressed in the EA)  
A large wide-ranging omnivore that has rare habitat along the Grand Canyon NP boundary and uses the forest for dispersal. Bears avoid humans and generally need non-motorized habitat. Also a focal species recognized by conservation biologists.
- Mountain lion core habitat (this species is not addressed in the EA)  
A large wide-ranging carnivore that requires unroaded and non-populated areas for survival and a focal species recognized by conservation biologists.
- Severe soil erosion hazard
- Proposed wilderness areas

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These include the Coconino Rim Inventoried Roadless Area. Conservationists are preparing a detailed wilderness recommendation to be submitted to the Kaibab NF Forest Plan revision staff in early 2009.

These criteria provide scientific rationales compelling reductions in route density and improvements in wildlife habitat on the Tusayan RD, rationales summarized in our earlier comments (GCWC 2005; GCWC et al. 2006). These closures will not only protect the environment, but also provide more areas for quiet, non-motorized recreationists. Given the noise that ATVs, dirt bikes and other motorized vehicles generate, those seeking quiet recreation – hiking and bicycling, angling, etc., have no data to determine how far they will be required to travel to escape the noise and dust these vehicles create with the designated system outlined in the EA.

The recommended road closures and decommissioning would collectively establish a “minimum road system needed for provide safe and efficient travel and for administration, utilization, and protection of National Forest System lands” required by 36 C.F.R. § 212.5(b) (*see also* PA: 5) and comport with the designation criteria set forth in Executive Order 11644, § 3, as amended, and the TMR, 36 C.F.R. § 212.55 requiring that:

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- (1) Areas and trails shall be located to minimize damage to soil, watershed, vegetation, or other resources of the public lands.
- (2) Areas and trails shall be located to minimize harassment of wildlife or significant disruption of wildlife habitats.
- (3) 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.
- (4) Areas and trails shall not be located in officially designated Wilderness Areas or Primitive Areas. Areas and trails shall be located in areas of the National Park system, Natural Areas, or National Wildlife Refuges and Game Ranges only if the respective agency head determines that off-road vehicle use in such locations will not adversely affect their natural, aesthetic, or scenic values.

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Based on the Forest Service’s legal requirements, and our review of the science pertaining to motorized recreation and routes located in wildlands ecosystems, in particular principles relevant to landscape-scale ecological protection, our recommended actions would limit routes to 1 mile of route per square mile of the forest. Our recommendations prohibit routes in inventoried roadless areas, our wilderness proposal (Coconino Rim IRA), and are designed to be consistent with the Kaibab National Forest’s limited resources.

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Our recommendations also eliminate cross-country travel per the TMR and do not include any additions to the existing route system. The only plausible excuse for adding a new route is where a compelling case can be made that the new or reopened route would improve resource protection (e.g., the new/reopened route would re-route motorized vehicle use away from a Wilderness or Roadless Area, riparian area, or crucial wildlife habitat).

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Importantly, we have a hard time understanding how the Forest Service can comply with its legal obligations without at least considering our recommendations through the NEPA process. We are

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deeply concerned that the Forest Service's route designation process leans far too heavily on the side of attempting to placate motorized recreationists. Our recommendations are designed to ground the travel management process in good science consistent with federal law and to thereby avoid the politicized card trading that too often dominates public lands issues. These recommendations should, as mentioned, illuminate our recommendations pertaining to the Forest Service's range of alternatives and be considered specific, recommended alternatives for consideration by the Forest Service.

### C. The Proposed Action Does Not Reflect Forest Service Budget Capabilities

By the Forest Service's own figures, there are insufficient funds to maintain a 546- or 566-mile road system, thereby risking public safety and causing natural resource damage. Existing funding is not adequate to address safety needs on even the primary roads. Although the Kaibab National Forest needs over \$7.2 million per year for adequate maintenance for the existing forest road system, using recommended maintenance frequencies and costs, the annual roads budget for the Kaibab National Forest in 2005 was \$920,000. DEA at 34.

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As discussed above, the existing Tusayan Ranger District road system represents about 20 percent of the total roads on the forest. DEA at 30.<sup>7</sup> If the District receives about 20 percent of the roads budget, or \$184,000, only about 38 percent of the needed annual maintenance is performed each year depending upon the alternative. DEA at 34. While, as stated in the TAP, current priorities are placed on maintaining passenger car roads (TAP at 19), \$184,000 would provide about half of the \$353,805 maintenance costs required for the district's Management Level 3 (Suitable for Passenger Cars) roads.

The Kaibab National Forest receives about \$920,000 per year, which is just a fraction of the annual maintenance funding needed for the road system each year. This does not account for funds that would be necessary to provide for soft-closures or obliteration and restoration of decommissioned or unauthorized routes. We believe that by developing a Travel Management Plan to accompany the MVUM, it would support and justify Forest Service budget requests and appropriations. While some ORV enthusiasts may enjoy the challenge of steep, rutted and muddy routes, such enjoyment must not come at the expense of the Forest Service's already inadequate budgetary conditions, its duty to maintain safety standards, and to protect and conserve the Tusayan RD's natural and cultural resources.<sup>8</sup>

Without accounting for its limited resources, the Tusayan RD's travel management decisions are destined to fail. Understandably, the Forest Service may desire to plan for activities that, at present, it does not have the funds to implement. This, in our view, simply reinforces the need to produce not just a map, but also a Travel Management Plan outlining priority management

<sup>7</sup> Note: according to the TAP, the Tusayan District has approximately 12% of the total Kaibab NF roads, and receives about 12%, or \$110,000.00, of the Forest roads budget. TAP at 20.

<sup>8</sup> The Forest service estimates that more than half of the archeological sites in National Forests in the southwest have been or are being actively looted and that closure of roads will limit access for illegal looting. Any new road or official designation of a user-create route will require costly archeological surveys. User-created routes pose the greatest risk to archeological sites.

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actions to be implemented given existing agency resources, and to prioritize conditional decisions that will be implemented if additional agency resources are obtained. As provided in the TMR:

In designating National Forest System roads, National Forest System trails, and areas on National Forest System lands for motor vehicle use, the responsible official shall consider effects on National Forest System natural and cultural resources, public safety, provision of recreation opportunities, access needs, conflicts among uses of National Forest System lands, the need for maintenance and administration of roads, trails, and areas that would arise if the uses under consideration are designated; **and the availability of resources for that maintenance and administration.**

(36 C.F.R. § 212.55(a))(emphasis added).

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Accounting for agency resources during the TMR process also provides stakeholder groups with a basis to work with local communities and our political leaders to advocate for increased funding or obtain grant funding necessary to implement conservation-oriented management actions. While we cannot assist the Forest Service in law enforcement activities, we may be able to increase our ability to assist with implementation activities clearly linked to resource protection objectives – objectives that must be articulated in agency TMR plans. For example, we could raise Clean Water Act § 319 funds to implement watershed restoration projects involving route closure and reclamation activities.

We are committed to continuing our volunteer work and thereby providing the Forest Service with significant in-kind contributions. If we could point to agency documentation explaining the importance of this work, and conditionally giving that work a "green light" pending funding, we anticipate that we could continue, if not expand, these contributions. Underlying agency documentation provides us – and our supporters – with assurances that the Forest Service is operating in good faith as a partner with the public.

### VII. Additional Issues

#### A. Forest Service Statistics

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In the 2000-2001 study of Forest Users by Northern Arizona University (Boussard, *et al.*, 2002) information was gathered on the Tusayan and Williams Ranger Districts about visitor demographics, preferences for types and amounts of development, desired recreation opportunities, attitudes and preferences for managing the forest, and desires for ways to provide forest information. Forest visitors, hunters and local residents were surveyed. In a second study, the National Visitor Use Monitoring project collected demographic information as well; it is collected at the forest-level and applies to all Ranger Districts, though is not specific to the Tusayan Ranger District. DEA at 40.

About 69 percent of visitors come with their families, and the average size of the group is seven people. Most visitors came from urban areas within the State. The top three activities were dispersed camping, watching birds and wildlife and sightseeing. Boussard *et al.*, 2002. These findings are reinforced by the Forest Service's 2006 National Visitor Use Monitoring Results,

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which demonstrated that 47.2 % of Kaibab National Forest visitors to the Kaibab National Forest participated in “hiking/walking” compared to 3.4 percent who used ORVs, with less than one percent (.08 percent) reporting ORV use as the main activity. Forest Service 2006:15. These results are consistent with the Arizona Statewide Comprehensive Outdoor Recreation Plan (SCORP) which estimates that about nine percent of Arizona’s residents participate in OHV riding. Arizona State Parks 2008.

Research findings demonstrate that non-motorized recreationists represent a majority of the Kaibab Forest users and object to the noise, dust, pollution and littering caused by ORV recreationists and which imposes on their forest experience (Boussard *et al.*, 2002). This is significant in that only two areas, less than four percent of the District, are mapped and managed for non-motorized activities: the Coconino Rim Inventoried Roadless Area (8,510 acres) and Red Butte (approximately 2,500 acres).

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We encourage the Forest Service to consider hunting related OHV activities similar to any other recreational OHV activity that occurs on USFS lands and apply appropriate restrictions equally. The provision for MBGR in Alternatives 2 and 3 opens virtually all of the Tusayan RD to motorized cross-country travel exclusively for game retrieval during the entire elk hunting season to the experiential detriment of the overwhelming number of visitors (not to mention natural and cultural resources) for the convenience of a very small minority of recreationists. According to the Arizona Game and Fish Department, hunters comprise less than two percent of Arizona’s population (Arizona Game and Fish Department 2008). These estimates are reflected in the Forest Service’s 2006 National Visitor Use Monitoring Results which demonstrated nearly 45% of Kaibab National Forest visitors participated in “viewing wildlife” compared to 4.9% who hunted (all categories) (Forest Service 2006:15).

We urge the agency to respect the majority of forest visitors’ experiential preferences and confine all ORV use to designated routes only, and to implement effective enforcement and penalties, including area or district bans of ORV use should enforcement measures fail. Simply stated, *we oppose the authorization of any non-emergency cross-country exceptions including the proposed camping corridors and motorized game retrieval.*

**B. Motorized Big Game Retrieval (MBGR) Strategy**

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We appreciate the inclusion of an alternative that does not include a provision that would allow cross-country motorized game retrieval for all hunters up to one mile from a designated route for elk. National forests in Region 3 provide hunting opportunities that are important to the public; however, *we do not support exceptions to the ban on cross-country travel for big game retrieval* except in the case of disabled hunters. We are extremely concerned that the exception to the ban on cross-country travel for motorized game retrieval does not address the need to prohibit motorized off-road travel into areas currently closed to off-road travel and all alternatives appear to authorize such travel for MBGR.

While hunting is a legitimate use of Forest Service lands, we urge the Kaibab National Forest and the Tusayan RD to consider the New Mexico Game and Fish Department’s (NMGFD) strong and appropriate position of *not* advocating for an exception for motorized game retrieval. We also ask the Forest to consider NMGFD’s recognition “that any OHV use off designated

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roads and trails establishes tracks that stimulate additional unintended use and subsequent habitat degradation, thereby compromising effective control” (NMGF 2006). In addition, the agency “encourages USFS to consider hunting-related OHV activities similar to any other OHV recreational activity that occurs on USFS lands and apply appropriate restrictions equally” (NMGFD 2006). In contrast, the Arizona Game and Fish Department (AGFD) is the only state wildlife agency, to our knowledge, requesting an exemption to the general prohibition of motorized game retrieval. The AGFD, in a letter to the Coconino National Forest (AGFD 2007), insisted that the Forest Service provide “sufficient sites for the maximum number of hunter camps that could be permitted in a single hunt” (AGFD 2007), ignoring the USFS resource and experiential responsibilities to the American public and other visitors discussed elsewhere in this document. This stance is perplexing to us, not only because of well-known wildlife habitat impacts outlined by NMGFD, but also because of the concern expressed by Arizona hunters regarding ORV impacts discussed below. The Kaibab NF should recognize and consider that average monthly temperatures Arizona’s and New Mexico’s differ by an average of less than 7 degrees Fahrenheit,<sup>9</sup> making the AGFD argument that game spoilage is the reason to allow such excessive motorized travel incredulous.

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We believe an exception to the ban on cross country travel for big game retrieval will create enforcement problems and will likely create more conflict and resource damage because many dispersed camp sites and user-created routes receive use only during hunting season. These concerns are supported by the release of an AGFD 2006 statewide survey of active hunters that indicated that disruption caused by ORVs was among the top four “barriers to participating in hunting” in Arizona. In fact 54% of the respondents indicated that disruption caused by ORV use was a significant barrier to their participation in hunting (Arizona Department of Game and Fish, Wildlife News, January 2006, full report attached as Appendix F).

Experiences on forests beyond Region 3 are also illustrative. In the Grand Mesa National Forest (GMNF) in Colorado, a provision allowing cross-country travel for motorized big game retrieval (MBGR) was discontinued after a determination that the privilege of MBGR had been “systematically abused.” (Notification to Discontinue Downed Game Retrieval off-route on the Grand Mesa National Forest, February 2005, Appendix G.) The GMNF discovered that under the guise of game retrieval: travel into areas outside game retrieval areas was common; law enforcement challenges and disruption of the hunting experience of others was extensive; travel occurred outside the designated time; additional illegal routes were created, and new routes “continue to be pioneered into areas;” and unacceptable environmental effects resulted with the creation of additional illegal routes in the forest. The GMNF also found that the privilege imposed “an unreasonable burden on law enforcement personnel to demonstrate proof that a rider is actually traveling to a downed animal.”

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Regional guidance states that forest supervisors should consider “providing for cross-country travel for the purpose of big game retrieval where it would play an important role in meeting State big game harvest or management objectives.” AGFD complains that its effort to reduce elk populations has proven difficult largely to “bad weather, wet roads and other

<sup>9</sup> NOAA, United States Climate, Average Mean Temperature Index by Month, Climatology by state based on climate division data: 1971-2000. Available at: <http://www.cdc.noaa.gov/USclimate/tmp.state.19712000.climo>, accessed August 30, 2010.

problems...[resulting in] reduction in harvest levels combined with road damage” (AGFD 2007). Since the agency provides no further explanation or justification, we are mystified as to how opening up the area to cross-country travel would mitigate the effects of wet weather and associated resource damage. In fact, the contrary is likely to occur. If hunters are allowed to use cross-country travel for MBGR during bad weather or utilize wet roads, damage to the habitat of elk and roads will in fact increase, likely reducing the success of future elk harvests and making it more difficult for hunters to use previously damaged roads.

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AGFD also reports “during [agency] aerial patrols we often see elk concentrated in the areas between roads. Knowing that the elk have already learned to avoid hunters by moving away from roads, we are very concerned that any disincentive for hunters to get further from roads will have an effect of lowering hunt success and reduce our ability to meet the Department’s harvest objectives and control elk populations” (AFGD 2007). The fact that many wildlife species, including mule deer and elk, avoid roads (Thiessen 1976; Rowland et al. 2005; Rost and Bailey 1979; Berry and Overly 1976; Lyon 1979, 1983; Yarmaloy 1988) and prefer roadless areas is well documented in the literature (Stritthold and Dellasalla 2001). If the Tusayan RD allows MBGR into areas where elk have concentrated because of a lack of roads, the intrusion into these areas by motorized vehicles is likely to push elk further away, making hunter success less likely, rather than increasing it. MBGR in prime big game habitat will increase motorized access to comparatively secure areas, to the detriment of the big game species as well as other wildlife, negatively impacting species diversity contrary to NFMA and where endangered species habitat is located, requiring analysis of each area where MBGR is permitted under § 7 of the Endangered Species Act by the Kaibab NF.

AGFD’s concern is curious in that it seems logical that quality wildlife habitat would be a positive incentive for hunters to go hunting. The excess numbers of elk and the inability or unwillingness of hunters to reduce those numbers only reinforces the urgency to restore ecological integrity through recovery of ecologically effective populations of large carnivore populations, including wolves (Beschta 2003, 2005; Beschta and Ripple 2006,2007, Ripple and Beschta 2003,2004, 2007, 2008; Smith et al. 2003; Ripple and Larsen 2002; Romme et al. 1995; Binkley et al. 2005).

Although AGFD maintains “further restrictions on motorized game retrieval will predictably lower hunt success” (AGFD 2007), this position is in fact contraindicated by earlier research findings demonstrating that road closures actually increase hunting opportunities and hunter satisfaction (Rowland et al. 2005). In addition, Gratson *et al.* (2000) found hunter success almost doubled when open road density is reduced from 4.25 mi/mi<sup>2</sup> to about 1.0 mi/mi<sup>2</sup> (2.54 km/km<sup>2</sup> to 0.56 km/km<sup>2</sup>). Arizona apparently is the only state requesting an exemption to the general prohibition on motorized game retrieval and AGFD offers no explanation for this disparity.

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NEPA requires the Kaibab NF to consider the direct, indirect and cumulative impacts of their actions. 42 USC 4332(C). The agency cannot simply allow an exception for MBGR, but rather, must provide justification for that decision. In this justification, the Kaibab NF must address the “cumulative impacts” of the exception. A cumulative impact is “the 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.” 40 CFR § 1508.7. Cumulative impacts can result from individually minor but collectively significant actions taking place over a period of time. Impacts can be either direct (caused by the action and occurring at the same time and place), or indirect (caused by the action but occurring later in time or at some distance, though still reasonably foreseeable.) 40 CFR § 1508.8(a) and (b).

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We believe that after the Kaibab National Forest considers the cumulative impacts of allowing cross-country MBGR, it must come to the conclusion that the benefits to humans are far outweighed by the damage to the environment. This is especially true given that motorized big game retrieval is a relatively recent phenomenon and the existence of myriad alternatives to motorized game retrieval including, but not limited to: use of wheeled, non-motorized carts; use of outfitters to assist in the transportation of large game animals; use of fellow hunters in retrieving game; field dressing the game prior to transportation. Even if on balance the agency believes the impacts from MBGR will be beneficial, the Kaibab National Forest must consider the ecological, aesthetic, historic, cultural, economic, social, and health impacts, of allowing MBGR. 40 CFR 1508.8.

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In NFMA, at 16 USC 1531, Congress declared that our nation’s wildlife resources make a material contribution to the health, recreation, employment and well-being of the nation’s citizens; that citizens, particularly those in urban areas, have insufficient opportunity to participate in recreational opportunities designed to foster human interaction with wildlife, such as hunting. Each state is encouraged under NFMA to develop a plan for the conservation of fish and wildlife. The AGFD position on MBGR does not facilitate the conservation of fish and wildlife, but rather could seriously negatively impact wildlife as well the opportunities for citizens residing in urban areas to participate in wildlife-human interactions.

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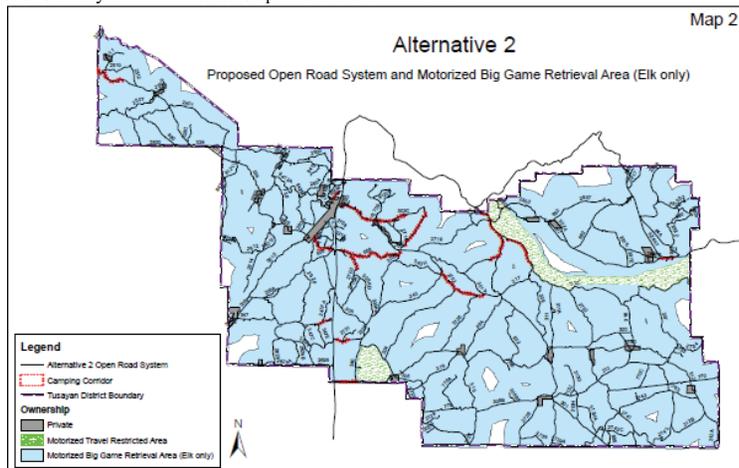
We disagree that the evidence AGFD offers legitimizes cross-country travel. The exception for motorized game retrieval has the potential to open up relatively secure habitat if hunters do not have to pack their game out by non-motorized means, has the potential to undermine the purpose of the TMR, and is not consistent with the TMR. Such an exception will create a good deal of confusion among the public, confound ranger attempts at consistent enforcement, and lead to an ever expanding network of motorized routes across public forest lands. Prohibitions on cross-country travel do not limit big game hunting, but simply imply that successful hunters will have to resort to traditional methods of game retrieval. At present, the Kaibab National Forest has failed to provide a reasoned and informed justification for the MBGR which satisfied NEPA, NFMA, and the ESA.

We believe the need for the Kaibab National Forest to justify any exceptions to the ban on cross-country motorized travel is especially important because we are also concerned that the forests of Region 3 and the AGFD may have decided the issue of MBGR prior to the initiation of public scoping. We believe this because of a letter received from the AGFD (attached as Appendix H), phone conversations with Mike Senn at AGFD, and email correspondence from Tom Dwyer, the Region 3 Motorized Recreation Program Manager (attached as Appendix I). It appears that Region 3 forests reached a verbal agreement regarding MBGR with AGFD. Such an agreement reached between a federal agency and a state agency about an issue over which there are

33-62  
cont'd | considerable unresolved conflicts (MBGR) without public notice or opportunity to comment could constitute a NEPA violation.

The TMR clearly states that for motor vehicle use for big game retrieval, the responsible official “may include...the *limited* use of motor vehicles within a specified distance of *certain* designated routes solely for the purpose of retrieval of downed big game...” 36 CFR 212.51(b), *emphasis added*. The alternatives analyzed in the EA demonstrate that the allowance for cross-country travel for motorized big game retrieval is neither limited nor applied to certain routes. The Tusayan RD’s own map provided in the EA at Appendix 3 (Map 2) shows the extent to which the exception for motorized game retrieval is clearly not sparingly applied as it graphically shows nearly the entire forest is open to motorized travel.

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The Forest Service has agreed with our position, in deciding an appeal on the issue of a sparing application of this exception:

[A] broad designation allowing dispersed camping along all or most designated routes is not consistent with long-term objectives for travel management. Direction from the Chief of the Forest Service indicates that the allowance of dispersed camping by general designation along roads and trails should be used sparingly.

Reviewing Officer Recommendation, Sawtooth National Forest, Travel Plan Revision, Appeals #08-04-14-0035-A215, #08-04-14-0038-A215, and #08-04-14-0039-A215 at 17; *see also* accompanying Appeal Decision at 1, adopting recommendation and directing Sawtooth National Forest to modify decision (“Include designations for motor vehicle use for dispersed camping on the initial motor vehicle use map only to the extent that they reflect conditions where motor vehicle use for dispersed camping is practicable without causing unacceptable resource

33-63  
cont'd | damage.”). This rationale applies to MBGR as well as dispersed camping and this information was provided to the Kaibab National Forest during the comment period for this project.

33-64 | The Southwest Regional Office has also recently expressed concern over allowing MBGR forest-wide. Ruth Doyle, Regional Landscape Architect/Motorized Recreation Program Manager of the Southwest Regional Office takes issue with our use of the word “exception” when we are referring to the use of the provision for MBGR. Ms. Doyle believes the use of this term takes the use of the “allowance” of nearly unlimited cross-country travel for this purpose out of context and implies an improper or illegal action by the Forest Service. We agree that the use of this exception in a manner that would allow for the continued near forest-wide use of motorized vehicles for cross-country travel appears inappropriate and go further to assert that it is in fact a violation of the TMR. *See* email from Ruth Doyle dated August 16, 2010, attached as Appendix A.

Other forests in the Southwest Region have also expressed concern over the use of MBGR. The Mt. Taylor Ranger District of the Cibola National Forest included the following reason why they considered, but eliminated from detailed study, an alternative that allowed for unrestricted game retrieval:

- Unrestricted cross-country motorized big game retrieval is provided for district wide. Reason eliminated: This is analyzed as part of alternative A—no action—and fails to meet the purpose and need because this alternative does not meet the intent of “limited” motorized big game retrieval as stated in 36 CFR 212.51(8b).<sup>10</sup>

We realize that forests in Arizona, specifically the Kaibab, aren’t allowing completely unrestricted game retrieval because it is provided for only 1 mile and usually just for elk (though sometimes also for deer). However this exception to the ban, or provision as Ms. Doyle prefers, could be utilized by a large number of hunters and is in reality not limited spatially in a manner that differs from the current provisions.

33-66 | Even if the proposed expansive MBGR vehicle use provisions could be adopted as a substantive matter, the procedures required to do so in order to comply with the requirements of NEPA would be onerous and far beyond what has either been completed or contemplated in the FEA. First, complementary to the requirement that MBGR be designated sparingly, the rules mandate that the Forest “[a]pply the provision for big game retrieval and dispersed camping sparingly *after conducting travel analysis and appropriate site-specific environmental analysis* and public involvement.” FSM 7703.11(4) (emphasis added).

The Forest should have done site-specific analysis under NEPA for all areas open to motorized uses under the one mile MBGR provision, not just for designated roads and motorized trails. This would require the standard “hard look” under NEPA analyzing direct, indirect, and cumulative impacts to all these areas.

<sup>10</sup> See page 22 of the DEA for the Mt. Taylor Ranger District, available here: [http://www.fs.fed.us/r3/cibola/travel-management/tm\\_mt\\_taylor/environmental\\_assessment/chapter\\_2\\_mttaylor\\_rd\\_travel\\_mgmt\\_ea\\_final.pdf](http://www.fs.fed.us/r3/cibola/travel-management/tm_mt_taylor/environmental_assessment/chapter_2_mttaylor_rd_travel_mgmt_ea_final.pdf)

33-67 Further, consultations with the State Historic Preservation Office (“SHPO”) and the U.S. Fish and Wildlife Service (“USFWS”) under the National Historic Preservation Act (“NHPA”) and the Endangered Species Act (“ESA”) change drastically once nearly the entire forest is subject to motorized use. For instance, regarding SHPO consultation, the “USDA Forest Service Policy for Section 106 of the NHPA Compliance in Travel Management: Designated Routes for Motor Vehicle Use” proceeds from the presumption that “[u]nder the proposed regulations, motorized travel will be restricted to designated routes, and unmanaged cross-country travel will be prohibited[, and] the closure of unmanaged cross-country travel will serve to protect historic properties across a broad landscape. It is in the interest of resource protection and historic properties to conclude the designation process as rapidly as possible. Requirements to comply with Section 106 and Section 110 of NHPA for inventory and evaluation of historic properties should be established with this in mind.” Further, the Standard Consultation Protocol for Travel Management Route Designation states that “Situations Requiring Consultation” include “fixed-distance corridors along certain roads, including exempt roads that will be designated for dispersed camping.” Thus, the Forest cannot rely on the pre-existing programmatic SHPO consultation if it proceeds with its broad dispersed vehicle use plan for MBGR. The Forest may choose to adopt more limited provisions on a site-specific basis, after site-specific analysis. This is especially critical given the high number of archeological sites within the district, with more than 1,700 identified cultural resource locations. DEA at 145.

33-68 The AGFD has presented no study or evidence that game spoilage will occur where motorized game retrieval is not permitted and in fact, the Forest Service provides ideas for alternatives to motorized game retrieval that can be utilized for elk, including hiring an outfitter. DEA at 59. The Forest Service and AGFD have provided no evidence that these same alternatives would not work for elk retrieval. Nor has the AGFD provided a study or evidence that prohibiting MBGR would reduce the number of elk hunters applying for elk permits.

On the contrary, AGFD asserts that many of Arizona’s hunters who would most likely utilize MBGR are so unfit they are not able to haul out downed elk on their own. See Arizona Game and Fish Department white paper and letter dated November 9, 2009 submitted to the Kaibab National Forest regarding the need for MBGR. Attached as Appendix We sincerely question how these same hunters will be able to lift a 700-800 pound animal on to an ORV or other motorized vehicle if they are not physically qualified to quarter this same animal and haul smaller pieces to their vehicle which is likely to be less than 1 mile from where they downed the animal. The rationale asserted by AGFD and apparently accepted by the Forest Service is illogical, which is likely to lead to arbitrary and capricious decision.

33-69 We believe this deficiency of the Environmental Assessment warrants the withdrawal of the current document and the release of an Environmental Impact Statement that addresses our concerns, specifically, the analysis of an alternative that does not make allowances for cross-country travel to retrieve downed game.

### 33-70 C. Dispersed Camping Corridor Strategy

The EA allows “where appropriate... designated corridors where a vehicle may pull a maximum of 300 feet off a designated forest road to establish a dispersed camp” (Forest Service 2010:14).

We fail to understand, and cannot find any rationale for, the proposed designation of approximately 28.5 miles of routes that will include a 600 foot (nearly 1/8<sup>th</sup> of a mile) wide corridor in which motorized travel will be authorized. The proposed camping corridors consist of parts of forest roads 301, 302, 303, 304, 305, 306, 306J, 307, 310, 320, 328, 347, 605M, 688, 2703, and 2732, nearly all of which are described in the TAP as High Risk/High Value routes with specific high risk values assigned to heritage, soils/watershed, and wildlife habitat (Forest Service 2010a:38-39). Only FS 2732 (Forest Service 2010a:41) is classified as a Low Risk/High Value route. While their high total access values and classification as “Wet Weather Road System (except 301, 304, 306J, 605M, 688, 2703 and 2758) rating may justify keeping these route open, their high risk value should preclude designation as a camping corridor. FS 2703 and 605M are described in the TAP as High Risk/Low Value routes and should be closed (Forest Service 2010a:41 and 44).

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The corridors would include approximately 28.5 miles of existing roads and would threaten adverse resource impacts on approximately 2080 acres (Forest Service 2010:24). We remain skeptical that the agency could ever enforce the most direct route to the chosen camp site within the corridor, nor effectively constrain other travel within the corridor as ORV users search for or link campsites. Recent studies and polling reveal that many, if not most ORV recreationists at times ignore route restrictions and deliberately travel cross-country (Kiely and Kassar 2007, attached as Appendix J; PEER 2007, attached as Appendix K). The cross-country exemption allowed in camping corridors would most likely result in a de facto 2080-acre open cross country area in an area already inventoried by the agency as an area with a high-risk vulnerability to resource damage.

33-71 The Kaibab National Forest must follow the Forest Plan Standards and Guidelines when proposing to open these designated camping areas and corridors to motorized use. We remind the agency that the Outdoor Recreation goals for the Kaibab National Forest require that they must establish off-road vehicle closures as needed to maintain other resource objectives and manage off-road vehicle use to provide off-road vehicle opportunities *while protecting resources and minimizing conflicts with other users.* (1987 FP page 18) The 1987 Forest Plan Standards and Guidelines also state that the forest should “[m]onitor off-road vehicle (ORV) use [and] prevent resource damage and conflicts.” (*id.* at 41) The Kaibab National Forest must also “[p]rovide off-road vehicle area closures and manage ORV use that occurs on other areas to maintain recreation, visual, heritage, soil, water, wildlife, and other resource values.” (1987 FP)

Despite the statement in the EA that:

“OHV use can damage forest resources, disturb wildlife, and can impact forest visitors seeking a quiet and secluded recreation experience in the forest due to the noise and increase in dust that they create. A recent study has concluded that OHV traffic can adversely affect natural resources regardless of the type and equipment on the individual vehicle (USDA Forest Service, 2008). The study looked at the effects of cross-country travel and user-created trails. It found vegetation was reduced by a minimum of 40 percent and was often completely eliminated as a result of OHV traffic at the seven test sites (located in different vegetation types across the country). Soils were compacted, displaced or

loosened, making them available for erosion by water. The ability of soil to absorb rainfall was reduced by half, while soil erosion was increased by more than a half. It was also found that OHV can cause significant amounts of dust. Low volumes of riders could generate dust loads greater than 150 micrograms per cubic meter. As the volume of riders increases, the dust concentrations could move into the unhealthful range in forested locations where air circulation is inhibited. Two other results from the study indicated that sport-model OHV (lighter weight vehicles) cause as much disturbance as utility model vehicles (heavier weight vehicles).”

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(DEA at 35) and the fact that many of the proposed 28.5 miles of dispersed camping corridors are high risk for a variety of resources, the Tusayan RD is illogically proposing to designate these corridors in most alternatives presented to the public. The Forest Service states that “forest users identified the natural quiet associated with dispersed camping” as a desired asset and that conflicts are increasing between quiet recreationists and motorized users. DEA at 43-44. Hunters are complaining that motorized users are disrupting their scouting and hunting, and campers complain about dust and noise in and near the campsite. DEA at 44.

As stated in the Draft EA from 2008 at page 37, most camping occurs within a few hundred feet of open roads. As a result of repeated use, dispersed campsites often have less vegetation and/or bare ground and one or more fire rings constructed by campers. Existing sites are readily apparent to the casual Forest visitor and are likely to continue to be “found” and used by future campers (Forest Service 2008:37). As stated in the Draft EA from 2008 at page 16, a recent survey showed only a few unauthorized routes to campsite were longer than 300 feet. Curiously, this information is absent from the current Draft EA (from 2010), though the information remains the same and is of extreme importance. Simply excluding it from the current Draft EA without explanation is not acceptable.

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Confining camping to previously disturbed, existing campsites as part of a designated campsite system would greatly reduce the threat of campsite proliferation and the consequent likely serious impacts to natural and cultural resources. ***We urge the Tusayan RD to abandon the camping corridor concept and adopt a district-wide policy of designated sites, including when necessary, designated routes to these sites.***

We believe this deficiency of the Environmental Assessment warrants the withdrawal of the current document and the release of an Environmental Impact Statement that addresses our concerns, specifically, the analysis of an alternative that does not make allowances for cross-country travel into dispersed camping corridors.

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#### **D. Developing a *Travel Management Plan* to Ensure Effective Motorized Recreation Management & Enforcement**

The National Environmental Policy Act prescribes a process, not a result, and the analysis conducted within the NEPA process is just that – an analysis, not a plan. We are concerned that the Kaibab NF may simply publish a Motorized Vehicle Use Map (MVUM) and Environmental Impact Statement divorced from a meaningful “*Travel Management Plan*” setting forth how the

Forest Service will actually implement and manage motorized recreation and routes over time, in particular given that motorized recreation use is a dynamic, ongoing use of the Forest. This understanding of the TMR process conforms to the Executive Orders’ mandate to minimize resource impacts and minimize conflicts with other National Forests and nearby communities (Executive Order 11644, §§ 3(a)(1)-(4), as amended), as well as the Forest Service’s responsibilities pursuant to NFMA and NEPA.

By developing and implementing a robust *Travel Management Plan*, not just an MVUM, line officers, law enforcement officers, forest protection officers, and resource specialists are provided with clearly-defined management direction, can focus adaptive management strategies, and are empowered with the authority to protect Forest resources when motorized recreation causes unacceptable negative impacts. This best ensures effective travel management in harmony with the broader landscape, resource management objectives, limited agency resources, other recreational uses, and enforcement strategies. Given how essential these actions are to effective, meaningful resource management, to Kaibab NF’s consideration of reasonable management alternatives (40 C.F.R. § 1502.14), and to understanding the environmental impacts of the route designations (40 C.F.R. §§ 1508.7, 1508.8), it would be improper to exclude these activities from the current travel planning process.

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We appreciate the information included on monitoring the forest and the designated route system for damage, erosion, or sedimentation of water bodies that would trigger temporary or permanent closures. DEA at 29. However, absent from the monitoring protocol is any information on which activities by motorized forest users would trigger closures, such as illegal use of routes outside the designated system or use of off-road vehicles cross-country in violation of the MVUM designations.

Given that areas covered by the TMP are vast, and that enforcement dollars and personnel are scarce, the only way to achieve meaningful peer enforcement is by providing clear consequences for route trespass and/or cross country violations. The situation now, unfortunately, is that violators know that they will not be caught and that there will be no consequences for riding illegally. The following strategy would encourage riders to comply and to urge “bad apples” within their ranks to comply by making all aware through language printed in the EA and on the MVUM that violations will result in temporary or permanent route and/or area closures. If the Forest were to print language suggesting route designations are provisional, and should abuse occur, then the Forest actually closed a route, the off-roading public would be much more likely to respect route designations.

As the Forest may be aware, there is no special procedural or NEPA hoop necessary to jump through to institute temporary or permanent closures on routes where damage is occurring or is likely to occur, so the proposed policy below is well within current authority.

Fundamentally, the threat poised by motorized recreation on the Tusayan RD cannot be solved by the mere publication of an MVUM. Significant degradation to the Forest’s natural and cultural resources has already been caused by the proliferation of extensive networks of unauthorized and damaging user-created routes on the forest. For example, in the Kaibab National Forest Management Plan there are two areas (approximately 11,000 acres or 2% of the

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District) that are mapped and managed for non-motorized activities: the Coconino Rim and Red Butte DEA at 46. These are “special areas” which hold high value and meaning for visitors, local residents and tribes (spiritual, aesthetic, nostalgic, or other. DEA at 46. According to the agency, there has been an increase in motorized users riding both the Coconino Rim and Red Butte areas, and there is evidence of both cross-country motorized use and motorized dispersed camping. TAP at 22. Use of motorized vehicles in these areas reduces opportunities for more primitive non-motorized recreation activities and experiences and results in conflicts between motorized and non-motorized users. TAP at 22.

To properly comply with the spirit and intent of Executive Order 11644, as amended, the TMR, and the Forest Service’s intertwined responsibilities pursuant to, for example, NFMA, NEPA, ESA, CWA, CAA, and the NHPA, the Forest Service must acknowledge and remedy this past degradation. Simply put, the MVUM is a map – not the actual land – merely prohibiting motorized use to these routes does not remedy this existing degradation.

***We strongly recommend that the Kaibab National Forest develop a meaningful framework for a Travel Management Plan in the Tusayan RD EIS that provides for the components we provide in Appendix B, a timeframe for their implementation, and anticipated budget requests necessary to meet these goals and objectives for all alternatives. See also Appendix D, Six Strategies for Success: Effective Enforcement for ORV Use on Public Lands from Wildlands CPR.***

#### **E. Interface of Travel Planning with the Forest Planning Process**

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The Forest Service is currently poised to engage in two very significant decision-making processes across all Region 3 Forests: TMR planning and Forest Planning. The interplay between these two processes has created a considerable amount of confusion. As we understand the Forest Service’s position, revised Forest Plans will constitute ‘strategic’ decisions while TMR decisions constitute ‘tactical’ decisions. Our concern, therefore, should be obvious: ‘tactical’ decisions should not compromise or delimit the reach of ‘strategic’ decisions before such ‘strategic’ decisions are identified and defined.<sup>11</sup> See 40 C.F.R. § 1506.1.

Many of us are in the process of developing protective management recommendations (e.g., special management area designation for sensitive species habitats) for the Kaibab National Forest that transcend single resource uses (i.e., motorized recreation) and focus on landscape-scale ecological protection and restoration. It is unclear, at this time, whether these recommendations are best submitted during the TMR process or the Forest Plan revision process. Route designations could, obviously, prejudice or compromise these recommendations if the Forest Service takes a narrow view of the TMR process and rejects these conservation-oriented management recommendations on the basis that they are more properly considered as part of the Forest Plan revision process. While the Forest Service may state that they retain the authority to revisit TMR designations during the Forest Plan revision process, it strikes us as that the Forest

<sup>11</sup> The Forest Service’s distinction between the two processes also serves as a basis for our position, set forth in section (2), that the TMR process must produce a plan, not simply a route map. In other words, ‘tactical’ decisions must be properly nested within a ‘tactical’ plan to ensure conformance with overarching goals & strategies.

Service will, generally speaking, resist revisiting route designations to make room for conservation-oriented management recommendations. This scenario is deeply troubling as it undermines the spirit and intent, if not the letter, of the TMR and Forest Planning processes.

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If the Forest Service is unwilling to broaden the TMR process to consider these recommendations, or to conduct the TMR process concurrently with the Forest Plan revision process, ***the Forest Service must provide assurances to the public that the TMR process will not prejudice or compromise conservation-oriented management recommendations.*** Where the TMR process precedes the Forest Plan revision process, this suggests that the TMR process should focus on reducing route densities by designating a limited, baseline travel systems using a minimum of existing, authorized routes and refrain from designating new routes, in particular unauthorized, user-created routes. This should provide at least some assurance that the Forest Service has not prejudiced or compromised the Forest Plan revision process.

Additionally, the Forest Service should ensure that route designations adjacent or proximate to these special designations do not inadvertently compromise the purpose behind these special designations or act as conduits for illegal intrusions or the continued proliferation of user-created routes. Motorized recreation use does not simply cause direct impacts within the footprint of a designated route, but also causes indirect and cumulative impacts well beyond the footprint of a designated route relevant to protection and management of these special designations. See 40 C.F.R. §§ 1508.7, 1508.8. A summary of road/motorized impacts with references was provided in the conservationist’s TMR scoping (GCWC 2005) and subsequent comments on the proposed route system (GCWC et al. 2007).

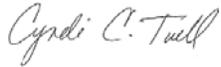
## VII. Conclusion

While we cannot support the EA as presently constructed, we appreciate the Kaibab National Forest staff's work on this very important issue and hope that it will pay long-term dividends. The EA's recommendation to close 163 miles of NFS roads to motorized recreation travel, eliminate cross-country travel, publish a motor vehicle use map (MVUM) depicting motorized designations, and initiate a logical and conservation-minded designated site camping strategy are accomplishments that comprise positive steps toward protecting forest natural, cultural and visitor experiential values.

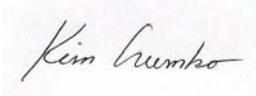
We again extend our appreciation to the Forest Service for the opportunity to provide these comments regarding the EA for the Tusayan Ranger District. Our intent in providing these comments is to work cooperatively with the Forest Service and the larger interested public to ensure that the Kaibab National Forest – as a public trust resource – is properly managed for the long-term public interest for the benefit of this and future generations. We look forward to working with the Forest Service as the TMR implementation process moves forward.

Please keep us apprised of any developments relative to this issue or process.

Thank you.



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