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Decision Notice and Finding of No Significant Impact (DN/FONSI)

Moab Non-Motorized Trail Project

Moab/Monticello Ranger District, Manti - La Sal National Forest
Grand County, Utah



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1. DECISION

Based on my review of the information documented in the Moab Non-Motorized Trail Designation Environmental Assessment (EA) (July 2013), the Finding of No Significant Impact documented below, public comments, and other documents contained in the project file, it is my decision to designate and construct a system of non-motorized trails in the project area as described in Alternative 2 of the EA, with modifications described below (Alternative 2 Modified).

In making my decision I relied on an interdisciplinary team to analyze the Proposed Action and alternatives, as documented in the EA. Selection of the Alternative 2 Modified is based upon responsiveness to issues and the Purpose and Need for the project. My decision is within the scope of the effects disclosed in the analysis for Alternative 2, 3 and 4.

Alternative 2 Modified

I am choosing to implement Alternative 2, modified with the addition of nine trails from Alternative 3, four reroutes of existing trails identified in Alternative 4, and trail use designation changes from both the No Action, Alternative 3 and 4. The components of my decision are described in detail below. Maps of each component can be found in the appendices. Table 1 provides a summary of the decision.

Table 1. Summary of Decision

Decision Component	Miles/Acres
Remove Existing Trail from system	2.5
Add 24 New Trails to System	28.6
Add New Trails to System Open to Foot Only	3.1
Add New Trails to System Open to Foot and Horse Travel Only	5.5
Add New Trails to System Open to All Non-Motorized Uses (including mountain bikes)	20
Four Existing Trails Identified for Reroute	10.2
Change Designation of Existing Trails to Open to Foot and Horse Only	21.5
Seasonal Closures (January 1st-July 1st) to Commercial Use of Three Trails	2.5
Acreage Closed to Commercial Shuttles in the La Sal Mountains	23,714 acres closed 144, 829 acres open
Overall Trail System Mileage	88.6 New Trail System 63.5 Existing Trail System

Component 1- Trail Removal

Approximately 60 miles of existing trails will remain on the system while 3.5 miles of the Deep Creek Trail will be removed from the system. (See Map 1 below for location).

Component 2- New Trail Designation

In total 24 new trails will be designated and constructed for a total of 28.6 miles. Details on the trails and what uses they will be managed for and their designated trail class are found below.

Seven new trails will be designated and constructed that will be open to foot use only, for a total mileage of 3.1 miles.(See Map 2 and 3 for locations). These trails are identified in Table 2.

Table 2. New Hiking Only Trails

Trail Name	Mileage	Trail Class
Mill Creek Overlook	0.1	3
Mill Creek Climbing Access	1.2	1
Brumley Creek Climbing Access	0.7	1
Brumley Arch Trail	0.2	1
Mill Creek Alpine Loop	0.7	1
Pack Creek Interpretive Trail	0.1	2
Beaver Lake Interpretive Trail	0.1	2

Five new trails will be designated and constructed that will be open to foot and horse use only, for a total mileage of 5.5 miles. (See Map 2 and 3 for locations). These trails are identified in Table 3.

Table 3. New Hiking and Horse Use Only Trails

Trail Name	Mileage	Trail Class
Gold Knob	0.6	1
Gold Basin	1.9	2
Tuk Trail	1.6	1
Manns Peak	1.1	1
Lackey Basin Extension	0.3	1

Twelve new trails open to all non-motorized uses will be designated and constructed, for a total of 20 miles. (See Map 2 and 3 for locations). These trails are identified in Table 4.

Table 4. New Trails Open to all Non-Motorized Uses

Trail Name	Mileage	Trail Class
Fisher Mesa Extensions	1.5	2
Upper Schuman Trail	0.3	2
Squaw Springs Exit	1.8 miles new /3.7 miles on road	2
Terraces Trail	0.8	2
Burlfriends Trail	3.5	2
Shepherd Trail <i>(designation was modified from the Proposed Action due to resource concerns on a portion of the trail)</i>	0.6	2
Medicine Lake Trail	1.1	2
Jimmy Keen Trail Loops <i>(designation was modified from Alternative 3 due to resource concerns on a portion of the trail)</i>	6.9	2
Geyser to Burro	1.4	2
Enchilada Bypass	0.3	2
Warner Family Loop	1.0	2
Bear Mountain Traverse	0.8	2

Component 3. Reroute of Existing Trails

Four system trails will be re-routed to bring their grades to Forest Service standard and to improve the quality of recreation opportunities they provide. Cultural and wildlife surveys will need to occur prior to implementing, and if any sites are discovered, the design features identified in Section 2 will apply to avoid or protect them. Mileages shown below are for the portion of trail where reroutes would occur and not the mileage of the actual reroute. Rerouting is anticipated to consist primarily of adding switchbacks and climbing turns and not in major relocations of the trail. (See Map 4 for locations). Trails are identified in Table 5.

Table 5. Existing Trails Identified for Reroutes

Trail Name	Approximate Mileage	Trail Class
Portions of the South Mountain Trail #5029	3.0	1
Portions of the Squaw Springs Trail #5038	4.1	2
Portions of the Warner to Oowah Trail #5030	1.0	2
Portions of the Hell Canyon Trail #5039	2.1	1

Component 4. Designation Changes for Existing Trails

The use designation on eight system trails would be changed to allow for foot and horse use only, for a total of 21.5 miles. (See Map 5 and 6 for locations). The Carpenter Basin trail will remain a non-motorized trail as shown in the No Action Alternative.

Table 6. Trail Designation Changes to Foot and Horse Only

Trail Name	Mileage
Mountain View Trail # 5185	0.9
Portion of South Mountain Trail # 5029	4.1
Crows Foot Trail (Portion of Trail #075)	0.6
Doe Canyon Trail # 5100	1.9
Pole Canyon Trail # 5035	2.9
Portion of Warner/Beaver Basin Trail (Dry Fork Mill Creek) # 5033	2.5
Warner to Miners Basin Trail # 5040	3.3
Bachelor Basin Trail # 5034	5.3

Component 5. Seasonal Trail Closures

The existing Burro Pass trail #5315, Moonlight Meadows trail #5179 and the new Geyser to Burro Pass trail would be seasonally closed to commercial use from January 1st until July 1st of each year to allow time for these upper elevation trails to dry after the spring snow melt and to allow elk calving and deer fawning to occur in the area without being potentially disturbed by heavy commercial recreation use. (See Map 7 for locations).

Component 6. Commercial Shuttle Operation Restrictions

The La Sal Pass Area (23,2715 acres) will be closed to commercial shuttle use. (See Map 8 for locations). All other areas in the Moab portion of the District will remain open to commercial shuttle operations.

2. DESIGN FEATURES

- All new trails and reroutes will be constructed to Forest Service standard as shown in Appendix B of this document. Standards will vary based on trail class and allowable use designations as shown above in the decision.
- Potential adverse impacts of the Fisher Mesa Extension, Mill Creek Access and Hells Canyon trails on cliff nesting raptor habitat will be reduced by moving trails back from the rim/cliff edges when the trail is located directly above potential

- habitat. Topography and vegetation will be utilized for screening the trail and access to the rim will be directed to selected viewpoints.
- Hells Canyon trail reroute will be designed to minimize intrusion into raptor nesting buffer. The reroute should be no closer to the canyon rim than existing route.
 - Fisher Mesa Extension will be moved further from the canyon rim in several locations as determined by biologist to protect raptor nesting locations.
 - No commercial or competitive recreation events will be permitted on the Geyser to Burro Pass trail.
 - Jimmy Keen Flat area trails and open roads will be monitored during the late winter/spring to determine if elk use is affected. If affected a seasonal restriction (Dec 1-April 15) on trails and roads in area will be considered to minimize impacts on elk from the trail and road use.
 - Prior to construction the Medicine Lake trail will require an additional northern goshawk survey to design a specific trail alignment with the least potential to impact goshawk nesting territory.
 - Route new trails so as to avoid having to cut any snags >18" dbh or existing cavity trees
 - Routes in alpine habitat (Mt. Tuk, Manns Peak etc) will be designed to avoid sensitive plant populations with the assistance of the District Biologist
 - Follow all soil/water protection recommendations for new trail construction identified in the Hydrology Report.
 - The Forest Hydrologist will be consulted to determine location and specifications of structures built to mitigate any impacts to riparian area on trails identified in the Hydrology Report.
 - Reroutes identified in the decision will be inventoried for impacts to cultural and wildlife resources prior to construction.
 - Trails with cultural resource concerns that were identified during the cultural resource inventory will be designed and constructed in conjunction with the District Archeologist to ensure impacts do not occur to cultural resources.
 - Trails with wildlife resource concerns that were identified during the wildlife resource inventory will be designed and constructed in conjunction with the District Biologist to ensure impacts do not occur to wildlife resources.

3. PURPOSE AND NEED

The purpose and need for the action is based on the following three primary reasons.

1. The existing trails in the La Sal Mountains were not designed with recreational opportunities in mind. Recreational trail use and visitor expectations have changed over the last several decades. The current trail system is not designed to meet the changes in use or expectations. These new desired recreational opportunities include trails designed to create loops, trails

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accessing peaks and other destinations, trails that allow users to escape the extreme heat found on lower elevation trails during the summer months, trails that designed to specifically offer solitude, trails specifically designed and managed to offer a more social experience, and a range of trails designed for specific skill levels. There is a need to provide a wider variety of recreational experiences on the non-motorized trail system within the Project Area.

2. Impacts to forest resources are occurring as more recreationists are using the existing trail system and areas not accessed by trails. Some existing trails are not constructed at appropriate grades, or with sufficient water diversion structures or in suitable locations to deal with increased use and are having impacts on soil and riparian resources, in terms of soil erosion and sediment delivery to riparian areas. Some users have created or are using unauthorized “connector” trails to create loops or other trail opportunities. Impacts are also occurring in sensitive areas where unmanaged use is increasing. More recreationists are accessing the alpine zone (including the Mount Peale Research Natural Area) to climb the high peaks which can lead to trampling of sensitive tundra plants and loss of ground cover. Rock climbers are also hiking off trail to access popular crags and canyons which can impact riparian vegetation and lead to a loss of ground cover in these sensitive locations. There is a need to reroute some existing trails to a more sustainable location to allow for a better recreation experience and to reduce their impacts to forest resources. There is also a need to provide a wider variety of recreational experiences on the non-motorized trail system in the Project Area and reduce the perceived need by some users of creating unauthorized trails
3. All of the trails on the existing system are open to all non-motorized uses. The increase in the number and type of trail users has led to user conflicts and safety concerns on some trails. Most of the conflict is associated with the popular trails in the central portion of the La Sals that are served by commercial shuttle companies. These trails receive a large amount of downhill oriented mountain bike use, but are also popular among hikers and equestrians that generally travel in the opposite direction of the mountain bikers. This increase in use on these trails and the different experiences being sought by a variety of users has led to social impacts to users seeking solitude and quiet by those seeking a more social and/or extreme trail experience. While all of these trail uses are legitimate forms of recreation of National Forest System lands, they are not always compatible with each other on heavily used, steep, narrow trails with short sight distances like those found in

the La Sals. These situations can also lead to safety concerns when it becomes difficult for uphill trail users (primarily equestrians) to easily avoid large groups of relatively fast moving downhill bike traffic. There is a need to adjust the designated non-motorized trail system in the Project Area in order to provide areas and trails where users would be able to meet their desired recreation experience and reduce the potential user conflicts, and safety concerns while still allowing for a variety of uses and trail experiences in the La Sals.

4. DECISIONS TO BE MADE

After considering the environmental effects disclosed in the EA, I am making the following decisions for non-motorized trail designations and restrictions in the La Sal Mountains on the Moab/Monticello Ranger District:

- What, if any changes should be made to the existing trails system?
- What types of uses should be allowed on the non-motorized trail system?
- What, if any new non-motorized trails should be designated? If so, then where should they be designated?
- What, if any seasonal closures should be put into effect on some of the non-motorized trails?
- Where is commercial shuttle use appropriate in the La Sals?

5. PUBLIC INVOLVEMENT

Prior to developing a Proposed Action a National Forest Management Act (NFMA) process was conducted that involved extensive public input over a span of several years. The Forest Service had previously worked closely with and received substantial input on trails from Grand County Trail Mix (a county sanctioned working group dealing with trail issues on public lands in Grand County, Utah) and other trail user groups. In 2009 the Forest Service formally presented the idea of the comprehensive trail plan to Trail Mix and other user groups. During the summer of 2009 recreation staff met with outfitter and guides, local bike shops, environmental groups, and numerous local mountain bikers, hikers, climbers and equestrians.

Opinions on types, amount and general trail management vary greatly in the local community. Trail users in Grand County are especially concerned because the local economy relies heavily on tourism and outdoor recreation. Many local businesses actually use public land trail systems for their livelihoods as guides and shuttle operators. Due to the large amount of public input and interest in the project, trail users were given another field season (summer of 2010) to come up with specific trail proposals to present

to the Forest Service. During 2010 recreation staff again met with numerous user groups and Trail Mix to come up with a balanced Proposed Action.

After reviewing public proposals for specific trails and consulting with the Forest Service Interdisciplinary Team, a final Proposed Action was created that attempted to balance the various trail designation requests made by recreationists with resource concerns. A Legal Notice of Proposed Action (36 CFR 215.5) was published in the Moab Times Independent on June 23, 2011. A letter requesting comments on the Proposed Action with maps showing the locations of the trails was mailed to the District mailing lists, interested parties, outfitter and guides, local businesses and to all of those that had requested to be included. The letter and maps were also placed on the Manti-La Sal National Forest website. The official comment period was 30 days long and ended on July 22, 2011. During the comment period the District Recreation Manager and the District Ranger made two presentations on the Proposed Action to Trail Mix and interested publics. One of these presentations was at a regularly scheduled monthly meeting of the organization and the other was during the evening to allow more participants to attend. Scoping letter and maps were provided to all of those that attended. Numerous phone-calls and office meetings also occurred with interested publics during the scoping period. Forty-three public comments were received. Details on scoping comments can be found in the EA in section 1.7.1 Scoping Summary. The public comments in response to the letter and Proposed Action brought up four issues which drove the development of two additional alternatives that were analyzed in the EA. Issues and alternatives are discussed further below. A copy of the Public Comment Analysis with specific comments and responses is included in the Project Record for the Moab Non-Motorized Trails Project

After the comment period, the Moab Times Independent published an article on September 1, 2011 describing the process and the work that had been completed up to that point on the project.

On January 11, 2013 an update letter was sent out to all of those who had commented during the 30-day comment period. The update letter provided a summary of public comments received during the comment period and a description of the two alternatives that were created in response to the comments. The update letter also gave an updated time frame for completion of the EA and Decision, as well as giving information on how to make further comments regarding the alternatives. The District presented the alternatives at a Trail Mix meeting and answered questions regarding the process. The Moab Times Independent and the Moab Sun News both ran front-page articles on the Moab Trails Project after receiving copies of the update letter. Forest Service staff also presented the proposed action and alternatives to the Grand County Council in the spring of 2013.

Twenty-four written letters, thirty-six emails and numerous phone calls were received in response to the update letter, with a wide range of opinions expressed. All the comments

and the Forest Service’s responses are contained in the Comment Analysis found in the Project Record.

6. ALTERNATIVES CONSIDERED

Details on each of the alternatives analyzed can be found in the Environmental Assessment prepared for the Moab Non-Motorized Trails Designation Project. A summary of each of the alternatives is found below. Table 7 provides a summary of the differences between alternatives.

Table 7. Comparison of Alternatives

Action	Alt 1.	Alt 2.	Alt. 3	Alt. 4
Overall Miles of Trail	63.5	83.2	114	63.7
Miles of Trail Removed from System	0	3.5	0	5.8
Miles of New Trail Open to All Non-Motorized Uses (including Mountain Biking)	0	13.3	38.5	0
Miles of New Trail Open to Foot and Horse Use Only	0	7	8.9	4
Miles of New Trail Open to Foot Use Only	0	2.9	3.1	2
Miles of Trail Identified for Reroute	0	0	0	10.2
Miles of Existing Trail Changed to Foot and Horse Only	0	12.8	0	24.6
Miles of Trail Seasonally Closed	0	4.2	5.7	4.2
Acres Open to Commercial Shuttle in the La Sal Mountains	168,543	144,829	168,543	144,829

Alternative 1: No Action

Under the No-Action Alternative, 63.5 miles of non-motorized trail would remain on the trail system and would be open to all forms of non-motorized uses.

No trails would be removed from the system.

No changes would be made to current trail designations

No new trails would be designated.

No seasonal closures would be put into effect.

Authorized commercial shuttle companies would be allowed to continue operate in all areas of the La Sals.

Alternative 2: Proposed Action

The Proposed Action would include keeping approximately 60 miles of existing authorized non-motorized trails on the system as well as a mix of designating new trails, changing the use designation of some existing trails, placing seasonal closures on some trails, and closing and reclaiming some existing trails that are no longer needed on the trail system. The Proposed Action would also prohibit commercial mountain bike shuttle operations in the La Sal Pass Area to reduce the potential for increased trail conflicts in that portion of the District.

Alternative 3 – Increased Trail Opportunities

This alternative was created in response to public comment that the Proposed Action did not provide sufficient trail opportunities and that additional trails needed to be added to the system that provided for a wider range of trail experiences.

Under Alternative 3 approximately 63.5 miles of existing non-motorized trails would be kept on the system. No system trails would be removed under this alternative. The trail use designations on existing trails would not be changed under this alternative. Seasonal closures on Burro Pass and Moonlight Meadows would occur but would be based on trail conditions instead of a fixed date. All areas in the La Sals would remain open to commercial shuttle services under this alternative.

This alternative would add a total of 50.5 miles of new trails.

Alternative 4- Increased Recreation Restrictions

This alternative was created in response to public comment that the existing trail system and current trail uses are already having negative impacts on forest resources and is causing social conflicts.

Alternative 4 would include keeping approximately 52 miles of existing authorized non-motorized trails on the system and removing 3.5 miles of the Deep Creek trail and 2.3 miles of the Bachelor Basin trail from the system. Alternative 4 would change the designation of 25.2 miles of existing system trails from open to all non-motorized uses to open to foot and horse only.

Seasonal closures on Burro Pass and Moonlight Meadows would occur each year until July 1st. The designation of the Carpenter Basin trail would not be changed to allow for motorcycle use. This alternative would also prohibit commercial mountain bike shuttle operations in the La Sal Pass Area to reduce the potential for increased trail conflicts in that portion of the District.

The South Mountain Trail #029, Squaw Springs Trail #038 Boren Mesa Trail #037, Hell Canyon Trail # 039 and the Warner to Oowah Trail # 030 were identified as needing to be rerouted to locate them on grades that are better suited for recreation purposes and designed within current Forest Service trail standards.

7. RATIONALE FOR DECISION

My decision is based on a review of the project record in its entirety, which includes a thorough analysis of relevant scientific information. Careful examination of applicable laws, regulations, policy, and the Manti –La Sal Forest Plan have all informed my decision. I have also considered the numerous and varied comments, supportive and other wise that were submitted regarding the proposal and alternatives.

I believe that Alternative 2 Modified, as described above, best meets the original purpose and need for action, while adequately addresses the identified key issues, meets the goal of creating a sustainable trail program, and is responsive to public comment. Further rationale for the decision is explained in Items 1, 2 and 3 below.

Comments received from the public were mixed on the project. There were many comments focused on the importance of new non-motorized trails to local recreationists and to the recreation and tourism based local economy. Many commenters spoke of the need for new types of trails and opportunities in the La Sals. There were also many comments that focused on the impacts of the existing trail system and potential new trails to wildlife and watersheds. Other commenters spoke of experiencing crowding and conflicts between users on some trails and of the small size of the La Sal mountain range and stressed restraint in the designation of new trails. Comments from within the mountain biking community varied as well. Some expressed the opinion that new trail designations should focus on longer trails that are more difficult and others thought the focus should be on providing intermediate level mountain biking opportunities that are currently missing from the La Sal trail system. During meetings and conversations, it was observed that some local mountain bikers were supportive of prohibiting commercial shuttles in some portion of the La Sals, so that part of the range would remain “uncommercialized”. Other mountain bikers thought the entire range should remain open to the potential for commercial shuttle operations. (*Moab Non-Motorized Trails Project Comment and Issues Analysis*)

In making my decision I considered the many differing public viewpoints on the proposal and I believe that the selection of Alternative 2 Modified as described will best meet the varying needs of the public. The decision will provide new types of trail opportunities, such as intermediate level mountain biking, loops and trails to access destination points. The decision will allow commercial shuttles to continue to provide a valuable service in the central part of the range while managing other portions of the range for trail users

seeking more solitude. The decision will also provide and ensure opportunities for the various types of trail use desired by the public.

Another important factor in my decision is the overall size and topography of the Forest Service managed portion of the La Sal Mountains. The range is relatively small and steep, yet provides important mountain brush, aspen, conifer forest and alpine habitats for wildlife. The La Sals do not contain large areas of undisturbed terrain so any block of habitat without disturbance is an important natural resource feature for wildlife (*Wildlife Report for the Moab Non-Motorized Trails Project, pg. 9*). Because of this I avoided the designation and construction of trails that would introduce new disturbance into existing blocks of relatively undisturbed habitat.

1. Addresses the Purpose and Need for Action

The Alternative 2 Modified best meets the Purpose and Need for this project because it updates the trail system to provide better recreation opportunities, provides for new opportunities and minimizes impacts to trail users and natural resources.

The decision will create a system of trails that provides a wider variety of recreational experiences than currently exists. Trails such as Burlfriends, Medicine Lake, Warner Lake Loop and the Jimmy Keen Trail system will provide intermediate mountain biking opportunities and biking loops currently underrepresented in the system. The Terraces, Shepherders, and Geyser to Burro trails provide connections between existing trail systems. The Tuk, Manns Peak, Gold Knob, Gold Basin and Brumley Arch Trails will provide access to popular summits and destinations.

The decision will authorize the rerouting of several popular trails to make them less prone to erosion and thus more sustainable from a soil and hydrological standpoint. The reroutes also have the benefit of providing a more enjoyable recreation experience. The construction and maintenance of the Tuk, Manns Peak and Gold Knob trails will eliminate or reduce the trampling of plants and loss of ground cover that is currently occurring in the sensitive alpine environments from cross-country use.

The decision will balance the need for additional recreation opportunities with users seeking traditional trail experiences and hunting opportunities in a less crowded environment. The decision will ensure that some areas in the La Sals will continue to provide opportunities for solitude, while also providing other areas specifically for a variety of mountain biking experiences. Continuing the commercial shuttle use in the central portion of the range while prohibiting commercial shuttle use in the La Sal Pass area will ensure that the needs of local outfitter and guides will be met while providing areas where heavy commercial use would not occur. This action is consistent with providing the mix of solitude experiences and more crowded experiences. Designating the Warner Lake Loop and Enchilada Bypass trails will also assist in creating a safer trail experience by at least partially separating downhill mountain bike use from uphill hiking and horse use along the busy Burro Pass trail (Whole Enchilada).

How each of the trail proposals and other components of the alternatives met the specific Purpose and Need for the project played a major role in their inclusion in the decision. Those trails and components of the decision that were selected were those that best met the Purpose and Need.

2. Addresses the Goals of Sustainable Recreation Framework

In June of 2010 the Forest Service released its “Framework for Sustainable Recreation” which identified the three spheres of sustainable recreation program. These spheres include environmental, social and economic concerns. Achieving a sustainable program that incorporates these spheres into the management of the trail system in the La Sal range was a major factor in the decision. The Purpose and Need for the project was largely based on the environmental and social factors.

The last sphere is the economic, which deals primarily with concerns over whether a program is sustainable overtime financially. The “Framework for Sustainable Recreation” includes the guidance that “New development investments and program improvements will be evaluated along with the capacity to sustain existing ones”. (*A Framework for Sustainable Recreation, pg.7, June 25, 2010*)

Maintaining a trail system to Forest Service standards requires sufficient funding to hire and train trail crews and purchase tools and supplies. Funding levels for the trails program is expected to decrease for the foreseeable future. The Moab/Monticello Ranger District is fortunate to have partnerships with groups such as the Grand County Trail Mix, Wilderness Volunteers, the Canyon Country Youth Corp. and other local volunteers that give volunteer time in assisting the District in maintaining the trail system. However, the ability to continue maintaining the existing trail system while constructing and maintaining new trails is a concern and the ability to meet these demands without increases in funding played a role in the decision. With the projection of funding a hard look was taken at all of the trail proposals to ensure that only those trails that would best meet the Purpose and Need and would not require a considerable amount of maintenance funding would be selected. Many of the trails not selected in the decision crossed steep slopes and numerous wetlands/springs and would have been costly to construct and maintain. I believe that Alternative 2 Modified will address all three spheres of the sustainable framework and not add an unsustainable financial burden to the Districts trail program.

3. Addresses Key Issues

Through internal discussions and public involvement regarding the proposal, key issues considered central to the analysis were identified. Indicators were then selected to assist in evaluating the impact of the proposal and alternatives with regard to the identified issues. Below is a summary of the issues and their indicators, followed by a brief explanation of how the information was used in the decision making process.

Issue # 1 Effects of Proposed Action on Recreation Opportunities

Indicators

- Miles of designated trail open to foot travel only
- Miles of designated trail open to foot and horse travel only
- Miles of designated trail open to all non-motorized uses
- Total mileage of new proposed trails

My selection of Alternative 2 Modified will provide for a wide range of recreation opportunities that were expressed through public involvement. The current situation is that all trails are open to all non-motorized uses, which has generally been acceptable in the past. The decision will leave many of the trails open to all non-motorized uses. However, with increased use, conflicts between some uses are occurring and I believe the timing is right to create a system of trails where hikers and horse users who are seeking trails away from heavily used mountain bike oriented trails can find those opportunities while also providing existing and new opportunities for mountain biking in the La Sal Mountains.

My decision ensures that trail opportunities will be available for hiking and horse use away from heavily used mountain biking trails. Trails where current mountain biking use was very low were designated as open to horse and foot only, these trails include; Warner to Miners, Dry Fork of Mill Creek, Bachelor Basin, Doe and Pole Canyons and a portion of the South Mountain trail. The decision also included new foot and horse trails that provide opportunities that were underrepresented in the existing trail system, these trails include; Gold Basin, Gold Knob, Tuk, Manns's Peak , Mill Creek, Brumley Creek and the Pack Creek and Beaver Lake interpretive trails.

My decision also leaves existing trails open to mountain biking that provide quality opportunities (such as the trails comprising the Whole Enchilada, Moonlight Meadows, Squaw Springs, Shumann Gulch, Pack Creek, Hells Canyon, Fisher Mesa and Boren Mesa) and provides new mountain biking opportunities that were underrepresented in the exiting trail system. New trails and opportunities include the intermediate level loops in the Jimmy Keen Trail system, additional loop oriented rides with the Warner Lake Family Loop, Medicine Lake and Burlfriends trails, and connector trails like the Geyser to Burro and Terraces trails that create better riding opportunities.

Overall, Alternative 2 Modified provides a balance between the desired conditions of a wide variety of recreation users and ensures that all trail users will find the experience they seek in the La Sal mountains.

- Miles of trail designation changed to allow for motorcycles

Alternative 2 Modified does not change the designation of the Carpenter Basin trail to allow for motorized single-track as it was originally proposed. Concerns with the potential for the trail to impact the roadless character of the South Mountain IRA were

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raised (*Report on the Effects to Wilderness Attributes and Roadless Characteristics of the Moab Non-Motorized Trails Project*, pg. 9) and it was determined that this decision was not the appropriate time or process for considering the designation change.

Issue #2 Effects of Proposed Action on Wildlife Resources

Indicators

- Miles of Trail in Elk Winter Range
- Miles of Trails in Deer Summer Range
- Miles of Trails in Elk Summer Range
- Secure Summer Deer Habitat - (acres)
- Secure Summer Elk Habitat (acres)

My selection of Alternative 2 Modified will increase the overall trail miles in Elk and Deer Summer and Winter Range and decrease acreage of secure summer habitat from current conditions, however it will not increase the mileages or decrease the acreage to the extent that Alternative 3 would have. The Decision is a compromise between the conditions in Alternative 3 and 4. These impacts will be largely offset by the inclusion of seasonal closures on several existing trails (Moonlight Meadows and Burro Pass) and one of new trail (Geysers to Burro). (*Environmental Assessment, Moab Non-Motorized Trails Designation Project, Section 3.2.2*)

The trails that are added to the system by the decision generally fall into two categories in regards to wildlife and sensitive plant habitats ; those that do not create new disturbance into large blocks of undisturbed habitat (such as Jimmy Keen Flat, Burro to Geysers, Squaw Spring Exit, and Burlfriends, which are all located relatively close to roads and other trails) or those that are in areas where recreation is currently occurring and the trails are needed to reduce impacts from unmanaged use to sensitive plant habitats (such as Gold Basin, Gold Knob, Manns's Peak, Tuk, Mill Creek and Brumley Creek trails) (*Environmental Assessment, Moab Non-Motorized Trails Designation Project, Section 3.2.2*). Trails that would have fragmented large portions of undisturbed habitat (such as Top Shelf, Needle in the Haystack and Boren to Schumann) were not included in the decision.

Alternative 2 Modified does not change the designation of the Carpenter Basin trail to allow for motorized single-track as it was originally proposed. The Carpenter Basin trail is located within Forest Plan-designated winter range. Changing the designation to allow for motorcycle use has a high potential for disturbance to big game on the winter range. Due to the potential impacts to big game in fall hunting seasons and during winter from a change in designated use, a seasonal closure to motorized use was proposed under alternatives 2 and 3. To meet Forest Plan standards for management of general winter range it was determined that this seasonal closure was needed. (*Wildlife Report for the Moab Non-Motorized Trails Project*, pg 7). When considered in conjunction with impacts to roadless characteristics from the designation change it was determined that the Carpenter Basin trail would remain as a non-motorized trail under this decision.

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- Trails within 0.5 miles of known golden eagle nests (miles)

There was very little difference among the alternatives concerning the trail mileage within 0.5 miles of known golden eagle nests. As stated in the Wildlife Report (*Wildlife Report for the Moab Non-Motorized Trails Project, pg. 16*) for the project potential impacts can be reduced by moving trails back from the rim/cliff edges, utilizing topography and vegetation for screening, and accessing the rim only at selected viewpoints. These recommendations are included in the design features for the decision.

- Miles of Trail within known Northern Goshawk Post Fledging Areas

My decision will add 1.4 miles of trail within the Goshawk fledging areas, this is less than Alternative 3. Several other actions in the decision would be beneficial to Goshawks these include; the closure of the Deep Creek trail and the changes in trail designation which would generally be beneficial by reducing levels of disturbance in goshawk habitat. Other seasonal restrictions will also benefit goshawk nesting activity. (*Environmental Assessment, Moab Non-Motorized Trails Designation Project, Section 3.2.2*). The proposed hiking only trails are in close proximity to roads and heavily used areas, and do not add additional impacts to high-value habitat.

Trails that were included in the decision from Alternative 3 were generally those that did not have a high potential to impact existing Goshawk nesting sites. Trails that were not included in the decision due in part to their potential to impact nesting sites included the Horse Creek-Geyser, Boren to Schumann, and the Needle in the Haystack trails. (*Wildlife Report for the Moab Non-Motorized Trails Project, pg. 20*)

Issue # 3 Effects of Proposed Action on Riparian Resources

Indicators

- Number of New Trails with Potential High or Moderate Risk to Riparian Resources
- Number of Stream Crossings by New Trails
- Number of Springs Crossed by New Trails
- Number of Wetlands Crossed by New Trails

Alternative 2 Modified will designate trails that do have some potential impacts to riparian resources, however potential impacts are less than Alternative 3. The decision balances the need for new trails against impacts to riparian resources. Potential impacts from the decision will be mitigated with design features included in the decision.

The trails that are added to the system by the decision generally fall into three categories in regards to riparian resources; those that do not have riparian concerns (such as Jimmy Keen Flat, Fisher Mesa Extensions, Medicine Lake and the Squaw Springs Exit), those with riparian concerns that can be eliminated or reduced by design features without being cost prohibitive (such as Burlfriends, Geyser to Burro and Terraces trails), and those that

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are in areas where recreation is currently occurring and the trails are needed to reduce impacts from unmanaged use (such as Gold Basin, Shepherders, Mill Creek and Brumley Creek trails). Trails that would create new potential impacts to riparian areas that would be difficult or costly to eliminate with design features (such as Needle in the Haystack, Boren to Schumann and the Geyser Pass Singletrack) were not included in the decision. (*Environmental Assessment, Moab Non-Motorized Trails Designation Project, Section 3.3.2*)

The Shepherders trail was identified as having potential impacts to wetlands (*Environmental Assessment, Moab Non-Motorized Trails Designation Project, Section 3.3.2*). Due to these concerns a portion of the original proposed trail that crossed a stream was not included in the decision. The portion included in the decision was also identified as have riparian concerns but was included for several reasons. The trail is not a new trail but is an old historic trail that is used to access state lands and was shown on the 1991 Moab District Travel Map but was not included in the trail system. I believe this was a mapping error and an oversight. The trail is currently being used by various motorized and non-motorized users and does provide an important link to the trail system on the State lands. I believe that making the trail a part of the trail system, constructing it with the relevant design features and managing it for non-motorized uses will reduce current levels of impact on the wetlands while providing an important link between the Forest Service and State land trail systems.

Issue #4 Effects of the Proposed Action on Roadless and Wilderness Character

Indicator

- Miles of new trail open to foot only in IRAs
- Miles of new trail open to foot and horse only in IRAs
- Miles of new trail open to all non-motorized users in IRAs
- Miles of trail removed from IRAs
- Miles of trail designations changed to foot and horse only within IRAs

Alternative 2 Modified will add 13.4 miles of new non-motorized trails within the IRAs. (0.7 miles of trail open to foot travel only, 5.2 miles open to foot and horse travel and 7.5 miles open to all non-motorized uses). Alternative 2 Modified will also change the designation of 18.2 miles of trail within the IRAs to open to foot and horse only. It is not anticipated that the designation of the new trails would impact the roadless and wilderness character of the IRAs. The roadless and wilderness character of the IRAs may be improved by changing the designation of some of the existing trails to open to foot and horse only. (*Report on the Effects to Wilderness Attributes and Roadless Characteristics of the Moab Non-Motorized Trails Project, pg. 4-5*)

- Miles of designation change to allow for motorcycle use in an IRA

Alternative 2 Modified does not change the designation of the Carpenter Basin trail to allow for motorized single-track as it was originally proposed. Concerns with the *Decision Notice/FONSI- Moab Non-Motorized Trails Designation Project, Moab/Monticello Ranger District, Manti –La Sal National Forest*

potential for the trail to impact the roadless character of the South Mountain IRA were raised (*Report on the Effects to Wilderness Attributes and Roadless Characteristics of the Moab Non-Motorized Trails Project*, pg. 9) and it was determined that this decision was not the appropriate time or process for considering the designation change.

Summary of Decision Rationale

My decision is an attempt to balance not only the wide variety of public expectations in regard to trails in the La Sals but to also balance recreation use with potential impacts to forest resources and to designate a system of trails that is financially sustainable to maintain into the future.

I believe that Alternative 2 Modified achieves this balance as demonstrated in my rationale above.

8. FINDING OF NO SIGNIFICANT IMPACT

After considering the environmental effects described in this document, I have determined that these actions will not have a significant effect on the quality of the human environment considering the context and intensity of impacts (40 CFR 1508.27). Thus, an environmental impact statement will not be prepared. My finding of no significant environmental effects is not biased by the beneficial effects of the action. I have based my finding on the following:

(A) Context

Actions will be limited to those actions disclosed in the EA. Further, my decision is consistent with direction in the 1986 Manti-La Sal National Forest Land and Resource Management Plan, as amended. The following Forest-Wide Direction, as well as the other direction identified in Section 1.5.2 of the EA, will be followed:

Forest-Wide Direction: Soil Resource Management

Maintain or improve soil productivity and watershed qualities within the ecological site capabilities (*LRMP, page III-31*). Minimize adverse, man-caused impacts to the soil resource including accelerated erosion, compaction, contamination, and displacement (*LRMP, page III-32*).

Forest-Wide Direction: Trail System Management

Maintain trails for designated uses and close trails to inappropriate uses. Provide a range of trail opportunities in coordination with other Federal, State, or local agencies, and private industry both on and off NFS lands (*LRMP, page III-42*).

(B) Intensity Factors

(1) My decision will not result in any significant adverse effects [40 CFR 1508.27 (b)(1)]. All practicable and reasonable mitigation and monitoring (*Environmental Assessment, Moab Non-Motorized Trails Designation Project, Appendix G*) to avoid or minimize adverse environmental and social harm have been incorporated as design features (Section 2 of this document). I believe the intensity of disclosed beneficial and adverse effects is reasonable, acceptable, and typical of actions taken to designate a non-motorized trail system. None of the impacts documented in the EA have the potential to cause irreparable, adverse damage to the environment. None of the impacts documented in the EA have an intensity that could result in uncommon or unique adverse results to the human environment.

(2) There will be no significant effects on public health and safety [40 CFR 1508.27 (b) (2)]. Based on the analysis and disclosure of effects in the EA (*Environmental Assessment, Moab Non-Motorized Trails Designation Project, Section 3.1.2*) I have determined that there are no significant adverse effects on public health or safety.

(3) My decision will not result in any significant effects on any unique characteristics of the geographic area, historic or cultural resources, park lands, prime farmlands, wetlands, wild and scenic rivers, or ecologically critical areas [40 CFR 1508.27 (b) (3)]. Park lands, prime farmlands and wild and scenic rivers do not exist within the project area. The project area does include cultural resources, wetlands, ecologically critical areas, such as the Mount Peale RNA and several IRAs. Trails that had the potential to have significant impacts to these resources were not included in the decision. The Horse Mountain-Manns Peak, Mount Peale, and South Mountain IRAs and the Mount Peale Research Natural Area. Significant effects are not anticipated to any of the areas (*Environmental Assessment, Moab Non-Motorized Trails Designation Project, Section 3.4.2*). Trails were designed to avoid cultural resources that were found during cultural resource inventories and design features were included to ensure that impacts do not occur. While several of the trails included in the decision cross wetlands and streams their impacts can be mitigated with the design features included in the decision.

(4) The Selected Alternative will not result in any effects that are likely to be highly controversial [40 CFR 1508.27 (b) (4)]. Public comments were mixed between requesting a wide variety of new trails and reducing the size of the trail system. A balanced approach was taken to adding/removing trails, designating the trails, and applying restrictions to trail use, and while it is anticipated that there may be disagreements on specific trails and designations, it is not anticipated that the effects of the designation will be highly controversial.

(5) The Selected Alternative will not result in any highly uncertain, unique, or unknown risks [40 CFR 1508.27 (b) (5)]. Designating new non-motorized trails and managing a non-motorized trail system is a common practice in the Forest Service. It is not anticipated that any of the trails being designated will result in any highly uncertain, unique, or unknown risks.

(6) My decision does not establish a precedent for future actions with significant effects nor does it represent a decision in principle about a future consideration [40 CFR 1508.27 (b) (6)]. This action is fully consistent with Manti-La Sal Land and Resource Management Plan. Based on this, I find the degree to which the action may establish a precedent for future actions with significant effects or to represent a decision in principle for the future to be low, and therefore not significant.

(7) The analysis documented in the EA discloses that my decision will not result in any significant cumulative effects [40 CFR 1508.27 (b) (7)].

(8) My decision will not adversely affect sites or objects listed or eligible for listing in the National Register of Historic Places, nor will it cause the loss or destruction of significant scientific, cultural, or historic resources [40 CFR 1508.27 (b) (8)]. All identified cultural sites along the trails will be avoided or protected through the application of the design features. Any additional sites found while surveying the trail re-routes will also be avoided or protected through the design features. Therefore, this determination of no adverse effect is appropriate and is made based on completed cultural resource surveys on file with the Forest heritage program manager.

(9) My decision will not adversely affect threatened or endangered species or their habitats [40 CFR 1508.27 (b) (9)]. A Biological Evaluation and Assessment has been prepared for this project and is part of the project file. Based on its content, and the fact that any species found while surveying the trail re-routes will be avoided or protected through the design features, I find the actions approved in this decision will have no effect on any federally listed threatened, endangered, proposed, or candidate wildlife, fish, amphibian, or plant species. The decision may impact Region 4 Forest Service sensitive wildlife species including; spotted bat, northern goshawk, peregrine falcon, three-toed woodpecker and sensitive plant species including; sweet-flowered rock jasmine, Abajo Peak draba, Isleys' milkvetch and La Sal Daisy, but will not likely contribute to a trend towards federal listing or loss of viability to the population or species.

(10) My decision is consistent with federal, state, and local laws and requirements imposed for the protection of the environment [40 CFR 1508.27 (b) (10)]. The analysis did not identify any adverse effects that threaten a violation of federal, state, or local laws designed to protect the environment. The Forest Plan requires consistency with federal, state, and local laws in project implementation. Therefore, if the effects disclosed in this analysis are consistent with the Plan then they would also not threaten a violation of law. Based on this information, I find the activities approved in the decision will not have a significant impact nor violate a federal, state, or local law or requirements imposed for the protection of the environment.

(C) Compliance with Other Laws

National Forest Management Act

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National forest management must be consistent with Forest Plans prepared under authority of the National Forest Management Act (NFMA), 16 U.S.C. 1604 and 36 CFR 219. The Act requires the Secretary of Agriculture to assess forest lands, develop a management program based on multiple-use, sustained-yield principles, and implement a resource management plan for each unit of the National Forest System. This decision is consistent with the Manti-La Sal Land and Resource Management Plan. (*Forest Plan Consistency Checklists, Project Record for the Moab Non-Motorized Trail Designation Project*)

Best Science

Upon review of the documentation and discussions with the Interdisciplinary Team Leader and team members I have determined that the applicable science information has been properly considered, interpreted and the risks identified. Contrary science was not raised during the scoping or applicable comment periods. It is my opinion that the use of existing Forest Service manual direction, protocols, and best management practices (found in Appendix 14 of this document) represent the best science.

Endangered Species Act

The Endangered Species Act of 1973, as amended, provides a program for the conservation of threatened and endangered (TE) plants and animals and the habitats in which they are found. The US Fish and Wildlife Service (USFWS) currently maintains a list of 1,320 T&E species for the United States. Implementation of the selected alternative would have no effects to TE species listed in Utah. (*See BA/BE in project record*).

National Historic Preservation Act

The National Historic Preservation Act (NHPA) is the primary Federal law providing for the protection and preservation of prehistoric and historic resources. The NHPA and its implementing regulations in 36 CFR 800 specify that all Federal, Federally funded, Federally assisted, licensed or permitted undertakings will be considered for their potential to affect significant cultural resources. These effects are of three kinds: No Historic Properties Affected, No Adverse Effect, and Adverse Effect.

A cultural resource survey was conducted along 50 miles of 58 miles of priority trails included in the proposed action and alternatives; the remainder of the priority trails are generally steep (>30 percent slope) and in locations not favored for cultural sites. Twenty-four archaeological sites are located along the trails, thirteen of which are eligible to the National Register of Historic Places. Impacts to these sites are to be avoided through project design features during the implementation phase of the project.

New trails not surveyed for cultural resources that are designated by this project that may cause ground disturbance, will need to be surveyed by the Monticello District archaeological program prior to project implementation.

Therefore, if all eligible sites are avoided after surveying the unsurveyed trails for cultural resources during and prior to the implementation of the Moab Non-Motorized

Trails project, a no historic properties affected determination is appropriate for the proposed project.

In consultation with the Utah State Historic Preservation Office (SHPO) the Forest Service has determined a finding of *No Historic Properties Affected* is appropriate to the proposed project providing the stipulations above are followed.

Clean Water Act, Floodplain Management (Executive Order 11988), and Protection of Wetlands (Executive Order 11990)

The Clean Water Act employs a variety of regulatory and non-regulatory tools to sharply reduce direct pollutant discharges into waterways, finance municipal wastewater treatment facilities, and manage polluted runoff. These tools are employed to achieve the broader goal of restoring and maintaining the chemical, physical, and biological integrity of the nation's waters so that they can support "the protection and propagation of fish, shellfish, and wildlife and recreation in and on the water." Executive Orders 11988 and 11990 require that executive agencies take special care when undertaking actions that may affect wetlands or floodplains, directly or indirectly, by avoiding the disruption of these areas wherever there is a practicable alternative and by minimizing any environmental harm that might be caused by federal actions. Several trails included in the decision were identified as having the potential to impact wetlands. With the incorporation of trail design/layout criteria and mitigation measures and proper trail maintenance, the Decision will comply with EO 11988 and 11990 as well as the Manti-La Sal Forest Plan standards. (*Environmental Assessment, Moab Non-Motorized Trails Designation Project, Section 3.3.2, pg. 60*)

Migratory Bird Treaty Act

The Migratory Bird Treaty Act implements various bilateral treaties and conventions between the U.S. and four other countries for the protection of migratory birds. Under the Act, taking, killing, or possessing migratory birds is unlawful. There is low potential for the decision to result in unintentional take. My decision complies with the USFWS Directors Order No. 131 (December 21, 2000) related to the applicability of the MBTA to federal agencies and requirements for permits for 'take'. My decision complies with the intent of the MBTA and EO 13186 and follows bird conservation recommendations in the Utah Partners in Flight (PIF) Avian Conservation Strategy (Parrish et al. 2002) and other reports where applicable under the scope of this project. The 2008 interagency MOU, pursuant to Executive Order 13186, continues the direction as stated above, and my decision meets the obligations in the MOU.

Environmental Justice (Executive Order 12898)

Executive Order 12898 requires all federal agencies to take actions, to the extent practical and permitted by law, to make achieving environmental justice part of its mission by identifying and addressing, as appropriate, disproportionately high and adverse human effects of its programs policies and activities on minority populations and low-income populations in the United States and its possessions. I have reviewed the effects of the selected alternative and I do not believe this alternative would have any disparate impacts on individual groups of peoples or communities. Implementation of any of the

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alternatives will produce no adverse effects on minorities, low-income individuals, Native Americans, or women.

9. ADMINISTRATIVE REVIEW AND APPEAL PROCEDURES

This decision is subject to appeal pursuant to Forest Service regulations at 36 CFR 215. Appeals must meet the content requirements of 36 CFR 215.14. Only individuals or organizations who submitted comments or otherwise expressed interest in the project during the comment period may appeal. Appeals must be postmarked or received by the Appeal Deciding Officer within 45 days of the publication of the Legal Notice in the *Moab Times Independent* newspaper. This date is the exclusive means for calculating the time to file an appeal. Timeframe information from other sources should not be relied on.

The Appeal Deciding Officer is the Forest Supervisor, Allan Rowley. Appeals must be sent to: Appeal Deciding Officer, Intermountain Region USFS, 324 25th Street, Ogden, Utah 84401; or by fax to 801-625-5277; or by email to: appeals-intermtn-regional-office@fs.fed.us. Emailed appeals must be submitted in rich text (.rtf), Word (.doc or .docx) or portable document format (.pdf) and must include the project name in the subject line. Appeals may also be hand delivered to the above address, during regular business hours of 8:00 a.m. to 4:30 p.m. Monday through Friday, excluding holidays. The appeal must have an identifiable name attached or verification of identity will be required. Names and addresses of appellants will become part of the public record. A scanned signature may serve as verification on electronic appeals.

10. IMPLEMENTATION DATE

If no appeal is filed within the 45-day time period, implementation of this decision may begin on, but not before, the fifth business day following the close of the appeal-filing period (36 CFR § 215.15). If an appeal is filed, implementation may occur on, but not before, the 15th business day following the date of appeal disposition (36 CFR § 215.2). In the event of multiple appeals of the same decision, the implementation date is controlled by the date of the last appeal disposition.

11. CONTACT PERSON

For additional information concerning my decision or the Forest Service appeal process, please contact Brian Murdock at the Moab District Office at 62 East 100 North, Moab, Utah 84532, or at 435-259-7155.



MICHAEL C. DIEM
Moab and Monticello District Ranger

9/9/13

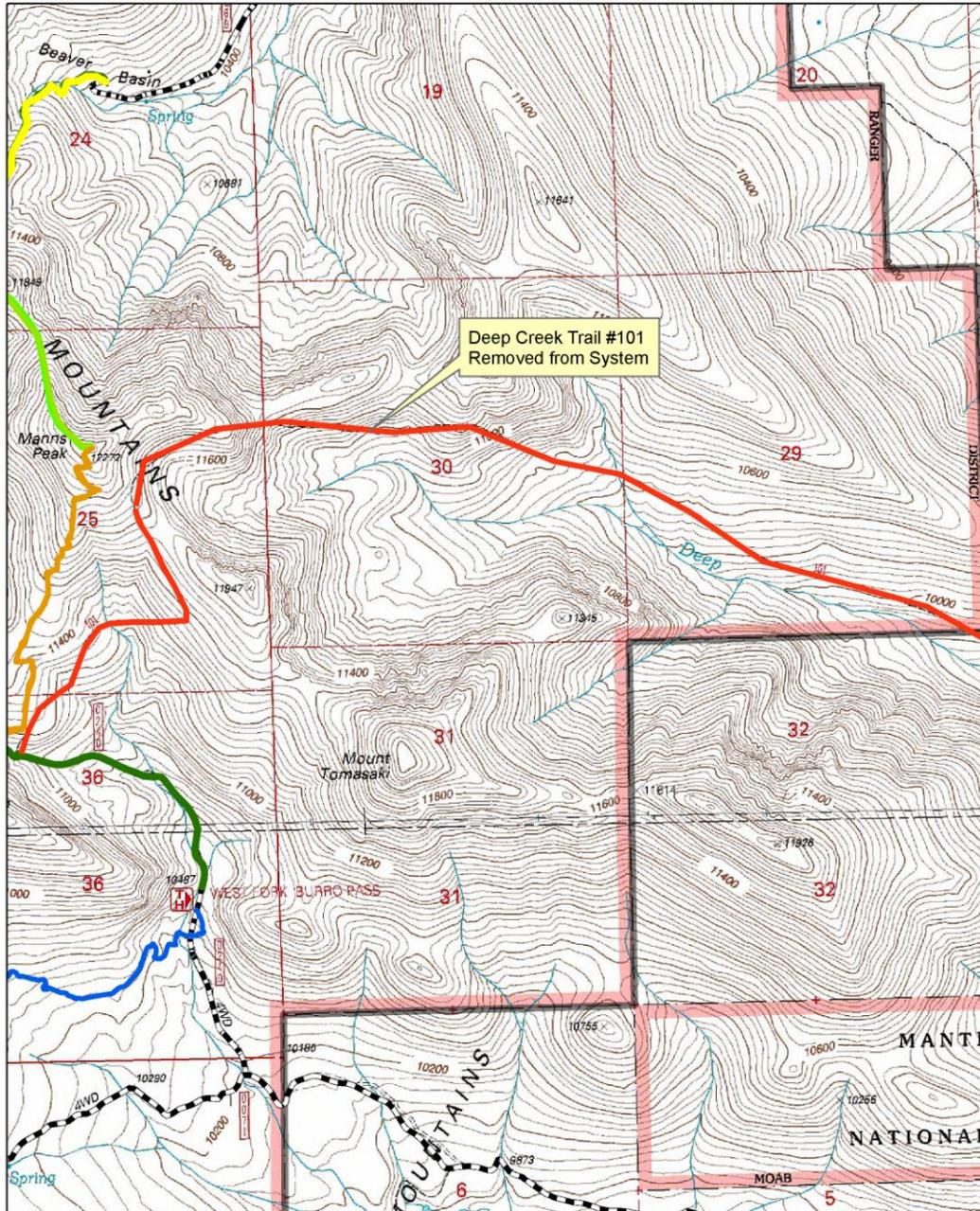
DATE

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12. APPENDIX A. DECISION MAPS

Map 1.

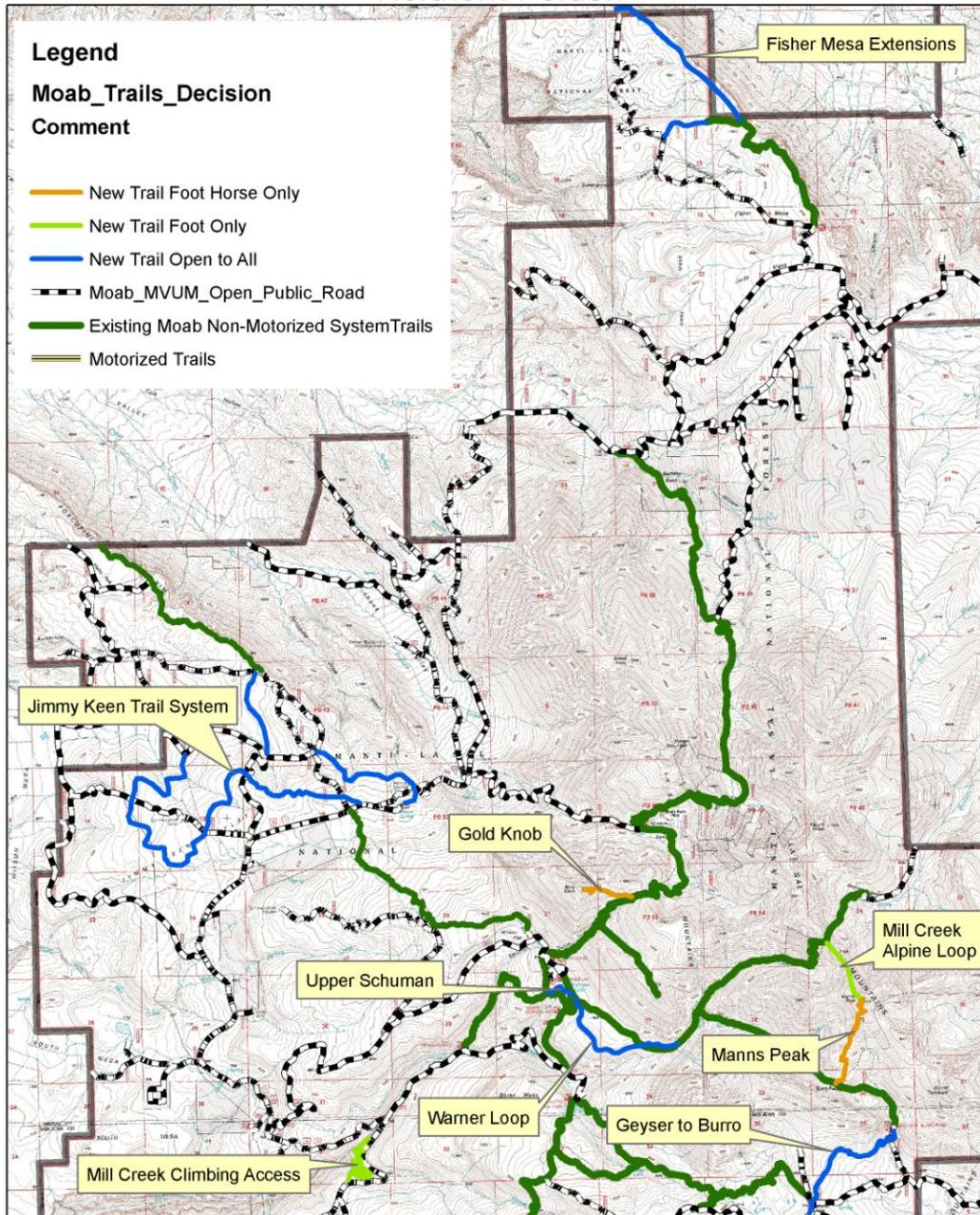
Component 1 Trail Removal



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Map 2.

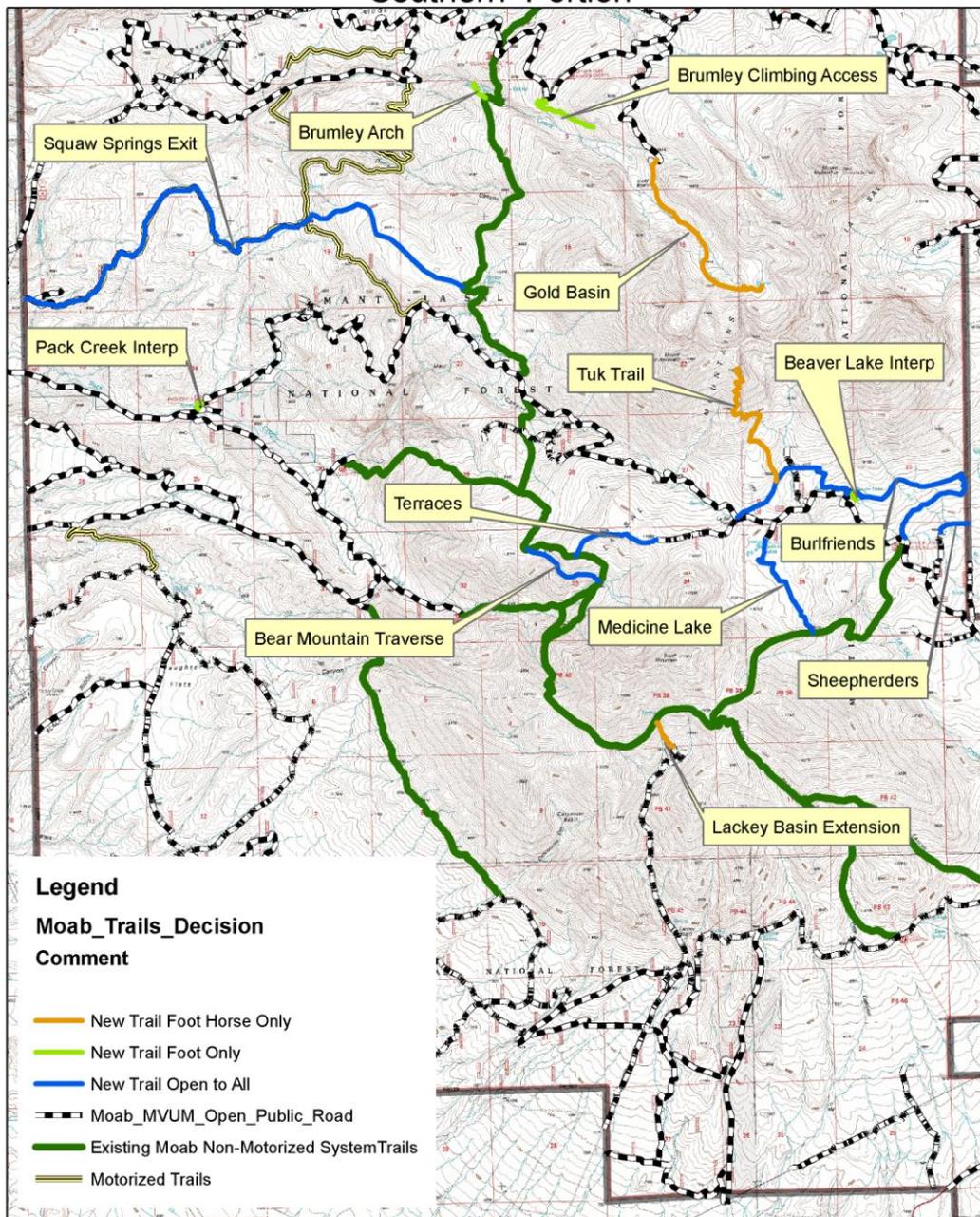
Component 2 New Trail Designation Northern Portion



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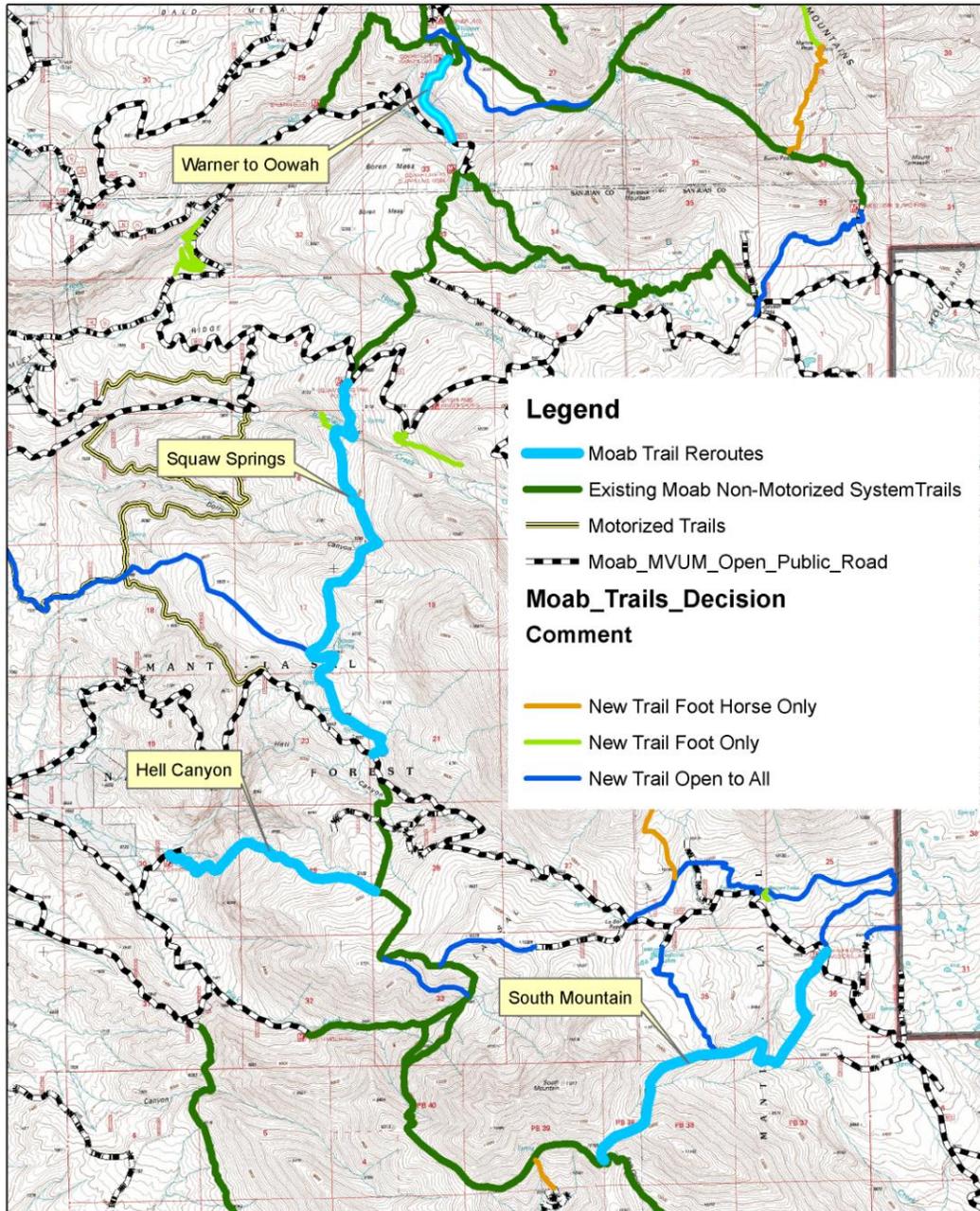
Map 3.

Component 2 New Trail Designation
Southern Portion



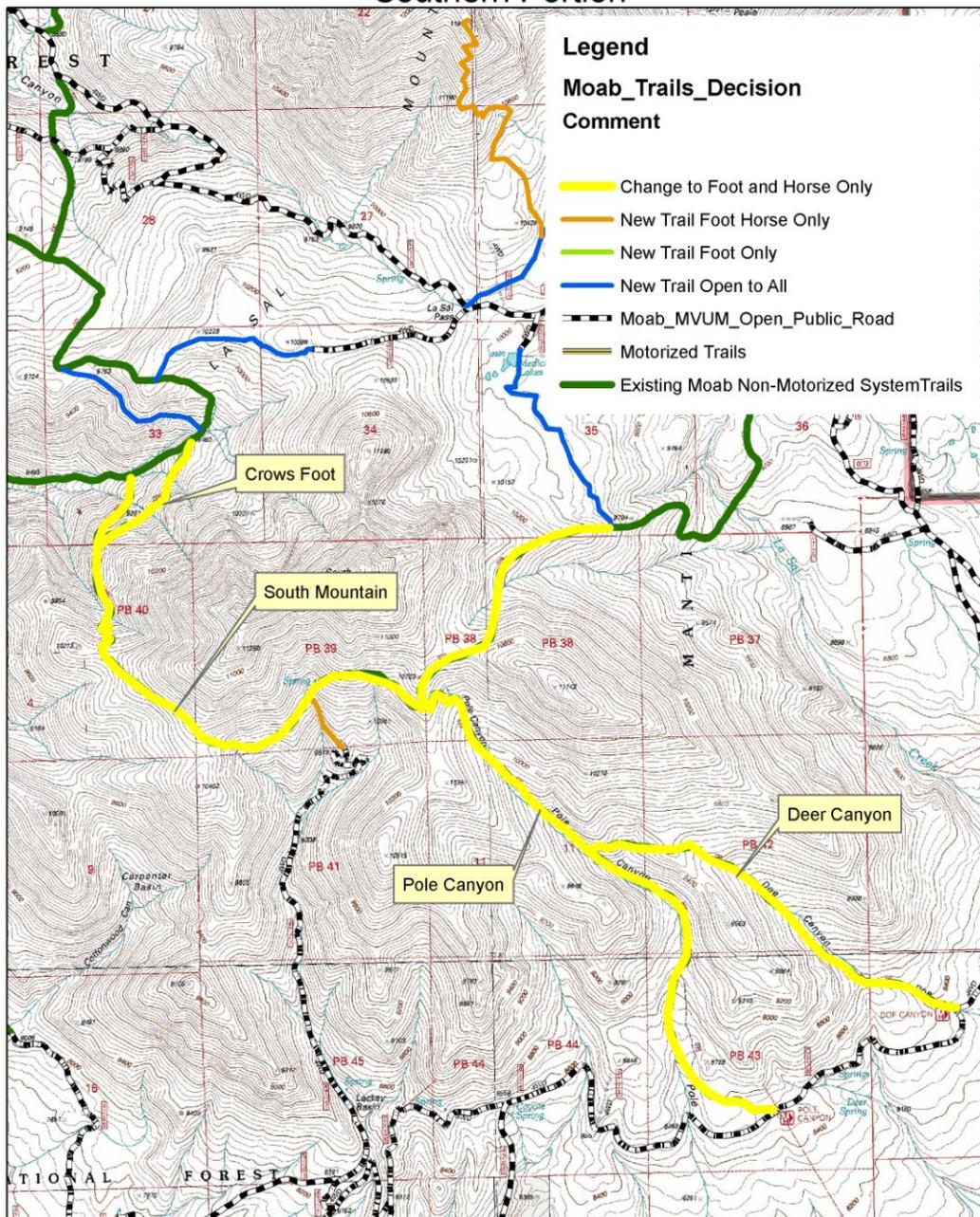
Map 4.

Component 3 Reroutes of Existing Trails



Map 6.

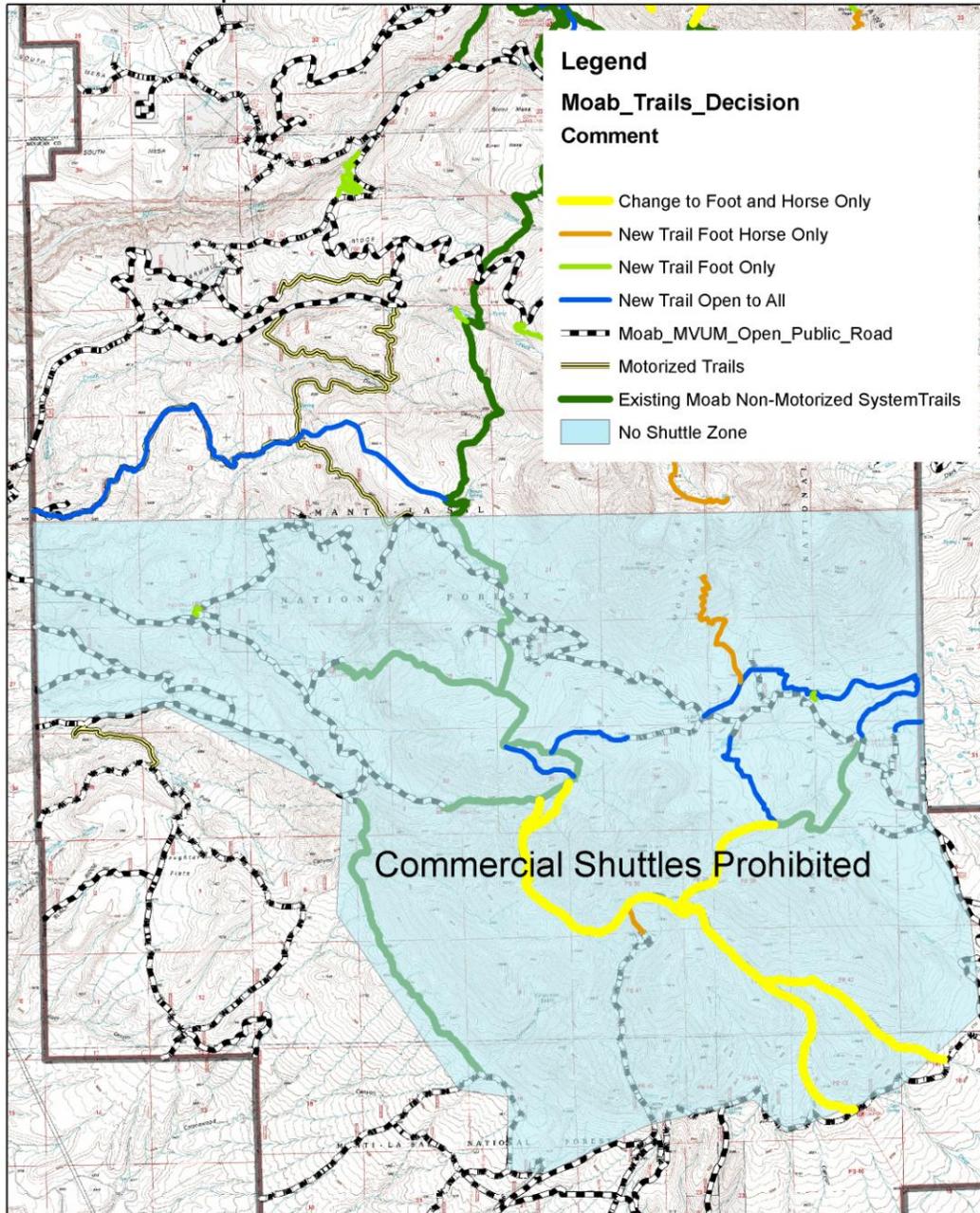
Component 4 Trail Designation Change Southern Portion



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Map 8.

Component 6 Commercial Shuttle Restrictions



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13. APPENDIX B. TRAIL DESIGN STANDARDS

Forest Service Design Parameters for various types of non-motorized trails

Designed Use HIKER/PEDESTRIAN		Trail Class 1	Trail Class 2	Trail Class 3 ²
Design Tread Width	Wilderness (Single Lane)	0" – 12"	6" – 18"	12" – 24" Exception: may be 36" – 48" at steep side slopes
	Non-Wilderness (Single Lane)	0" – 12"	6" – 18"	18" – 36"
	Non-Wilderness (Double Lane)	36"	36"	36" – 60"
	Structures (Minimum Width)	18"	18"	18"
Design Surface³	Type	Native, ungraded May be continuously rough	Native, limited grading May be continuously rough	Native with some onsite borrow or imported material where needed for stabilization, occasional grading Intermittently rough
	Protrusions	≤ 24" Likely common and continuous	≤ 6" May be common and continuous	≤ 3" May be common, not continuous
	Obstacles (Maximum Height)	24"	14"	10"
Design Grade³	Target Grade	5% – 25%	5% – 18%	3% – 12%
	Short Pitch Maximum	40%	35%	25%
	Maximum Pitch Density	20% – 40% of trail	20% – 30% of trail	10% – 20% of trail

Design Cross Slope	Target Cross Slope	Natural side slope	5% – 20%	5% – 10%
	Maximum Cross Slope	Natural side slope	25%	15%
Design Clearing	Height	6'	6' – 7'	7' – 8'
	Width	≥ 24" Some vegetation may encroach into clearing area	24" – 48" Some light vegetation may encroach into clearing area	36" – 60"
	Shoulder Clearance	3" – 6"	6" – 12"	12" – 18"
Design Turn	Radius	No minimum	2' – 3'	3' – 6'

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Designed Use PACK AND SADDLE		Trail Class 1	Trail Class 2	Trail Class 3
Design Tread Width	Wilderness (Single Lane)	Typically not designed or actively managed for equestrians, although use may be accepted	12" – 18" May be up to 48" along steep side slopes 48" – 60" or greater along precipices	18" – 24" May be up to 48" along steep side slopes 48" – 60" or greater along precipices
	Non-Wilderness (Single Lane)		12" – 24" May be up to 48" along steep side slopes 48" – 60" or greater along precipices	18" – 48" 48" – 60" or greater along precipices
	Non-Wilderness (Double Lane)		60"	60" – 84"
	Structures (Minimum Width)		Other than -bridges: 36" Bridges without handrails: 60" Bridges with handrails: 84" clear width	Other than bridges: 36" Bridges without handrails: 60" Bridges with handrails: 84" clear width
Design Surface²	Type		Native, limited grading May be frequently rough	Native with some onsite borrow or imported material where needed for stabilization, occasional grading Intermittently rough
	Protrusions		≤ 6" May be common and continuous	≤ 3" May be common, not continuous
	Obstacles (Maximum Height)		12"	6"

Design Grade²	Target Grade		5% – 20%	3% – 12%
	Short Pitch Maximum		30%	20%
	Maximum Pitch Density		15% – 20% of trail	5% – 15% of trail
Design Cross Slope	Target Cross Slope		5% – 10%	3% – 5%
	Maximum Cross Slope		10%	8%
Design Clearing	Height		8' – 10'	10'
	Width		72" Some light vegetation may encroach into clearing area	72" – 96"
	Shoulder Clearance		6" – 12" Pack clearance: 36" x 36"	12" – 18" Pack clearance: 36" x 36"
Design Turn	Radius		4' – 5'	5' – 8'

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Designed Use BICYCLE		Trail Class 1	Trail Class 2	Trail Class 3
Design Tread Width	Single Lane	6" – 12"	12" – 24"	18" – 36"
	Double Lane	36" – 48"	36" – 48"	36" – 48"
	Structures (Minimum Width)	18"	18"	36"
Design Surface²	Type	Native, un-graded May be continuously rough Sections of soft or unstable tread on grades < 5% may be common and continuous	Native, limited grading May be continuously rough Sections of soft or unstable tread on grades < 5% may be common	Native with some onsite borrow or imported material where needed for stabilization, occasional grading Intermittently rough Sections of soft or unstable tread on grades < 5% may be present, but not common
	Protrusions	≤ 24" Likely common and continuous	≤ 6" May be common and continuous	≤ 3" May be common, not continuous
	Obstacles (Maximum Height)	24"	12"	10"
Design Grade²	Target Grade	5% – 20%	5% – 12%	3% – 10%
	Short Pitch Maximum	30% 50% on downhill-only segments	25% 35% on downhill-only segments	15%
	Maximum Pitch Density	20% – 30% of trail	10% – 30% of trail	10% – 20% of trail
Design Cross Slope	Target Cross Slope	5% – 10%	5% – 8%	3% – 8%
	Maximum Cross Slope	10%	10%	8%
Design Clearing	Height	6'	6' – 8'	8'
	Width	24" – 36" Some vegetation may encroach into clearing area	36" – 48" Some light vegetation may encroach into clearing area	60" – 72"
	Shoulder Clearance	0' – 12"	6" – 12"	6" – 12"
Design Turn	Radius	2' – 3'	3' – 6'	4' – 8'

14. APPENDIX C. SOIL AND WATER CONSERVATION PRACTICES (SWCPS) AND BEST MANAGEMENT PRACTICES (BMPS)

To comply with the antidegradation policy and State water quality standards, the Forest Service must implement or ensure the implementation of practices that maintain the current, high level of water quality. These include practices in Forest Service Handbook 2509.22, *Soil And Water Conservation Practices*; State best management practices; or specialized, site-specific practices. All these types of practices are designed to fully protect and maintain water-related beneficial uses, and to prevent or minimize nonpoint source pollution (UT NPS, 1998).

SWCP’s applicable to the planning phase of the proposed project include:

SWCP	SWCP OBJECTIVE	CONSIDERATIONS FOR IMPLEMENTATION
11.01	DETERMINATION OF CUMULATIVE WATERSHED EFFECTS – To determine the cumulative effects or impacts on beneficial water uses by multiple land management activities.	See the appropriate section of the EA/EIS
11.04	FLOODPLAIN ANALYSIS AND EVALUATION – To protect floodplain values and avoid, where possible, the long and short-term adverse impacts to soil and water resources associated with the occupancy and modification of floodplains.	<i>The SWCP states that a floodplain analysis and evaluation will be made when sites within floodplains are being considered for structures, developments, or management activities. Environmental quality, ecological effects, and individual safety and health will be considered.</i> This has been conducted.
11.05	WETLANDS ANALYSIS AND EVALUATION – To maintain wetlands function and avoid adverse soil and water resource impacts associated with the destruction or modification of wetlands.	<i>The SWCP states that the Forest Service does not permit the implementation of activities and new construction in wetlands whenever there is a practical alternative. A wetland analysis and evaluation will be made prior to acquisition or exchange of wetlands. Evaluation of proposed actions in wetlands will consider factors relevant to the proposal's effect on the survival and quality of the wetlands.</i> Construction in Wetlands would not occur with the proposed activity.
14.05	PROTECTION OF UNSTABLE AREAS - To protect unstable areas and avoid triggering mass movements of the soil mantle and resultant erosion and sedimentation.	This has been evaluated and no unstable areas were identified.
15.01	GENERAL GUIDELINES FOR TRANSPORTATION PLANNING - To introduce soil and water resource considerations into transportation planning.	This has been completed
15.02	GENERAL GUIDELINES FOR THE LOCATION AND DESIGN OF ROADS AND TRAILS - To locate and design roads and trails with minimal soil and water impact while considering all design criteria.	An alternative was included that emphasized minimizing impacts to soil and water values (Alternative 2). Mitigation measures would be included on routes near to and crossing the drainage network applicable to other action alternatives.
15.03	ROAD AND TRAIL EROSION CONTROL PLAN - To prevent, limit, and mitigate erosion, sedimentation, and resulting water quality degradation by timely implementation of specialized erosion control practices.	For special circumstances that require additional, specialized measures not already covered in the following listing of practices. This may need to be developed with Recreation specialist for the Two Mile OHV Route (Alternative 1 and Proposed Action)

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SWCP's applicable to the implementation phase of the proposed project include:

SWCP	SWCP OBJECTIVE	CONSIDERATIONS FOR IMPLEMENTATION
12.11	PROTECTION OF WATER QUALITY WITHIN DEVELOPED AND DISPERSED RECREATION AREAS – To protect water quality by regulating the discharge and disposal of potential pollutants.	<i>This SWCP prohibits placing in or near a stream, lake, or other waterbody, materials or substances which may degrade water quality. The actual safe distance from each waterbody is at least 100 feet, or greater if warranted by local conditions. This includes, but is not limited to, human and animal waste, oil, and other hazardous substances. Areas may be closed in order to restrict use in problem areas.</i>
13.04	REVEGETATION OF SURFACE DISTURBED AREAS - To protect soil productivity and water quality by minimizing soil erosion	<p>A combination of the following may be applicable to routes proposed for closure.</p> <p>Surface soils will be salvaged to a minimum depth of 6 inches. If topsoil depths are greater than 6 inches, the entire depth will be salvaged, stockpiled, and protected from erosion or other damages during operations. Salvaged topsoil will be spread over areas from which the topsoil was stripped. The surface should be left rough/pitted (with surface variations of 6-12 inches) to limit rilling and to provide for water retention to enhance seed germination. Topsoil will not be spread when the ground or topsoil is frozen, wet, or powdery.</p> <p>All disturbed areas will be seeded with seed mixtures developed for the project. The seed will be certified weed and noxious weed free. The proponent will have an independent test of seed purity, germination, and weed content prior to seed application. Seed all disturbed soils within 6 working days of final grading, weather and soil conditions permitting. If the soil surface is crusted, take appropriate measure to break up the crusted areas prior to seeding.</p> <p>Mulch will be applied on areas with highly erodable or droughty soils, slopes greater than 40 percent, visually sensitive areas, 100' on both sides of waterbodies, and other areas as specified by the agency project administrator.</p>
15.04	TIMING OF CONSTRUCTION ACTIVITIES - To minimize erosion by conducting operations during minimal runoff periods.	<p>Applicable to trail improvements, heavy maintenance and reconstruction:</p> <p>The normal operating season includes the time period that typically has suitable soil moisture and runoff conditions for most Forest activities and operations.</p> <p>The proponent should schedule and conduct most operations within the normal operating season. The proponent shall conduct all activities to prevent erosion and sedimentation. Temporary erosion control measures may be required to prevent, control, and mitigate erosion and sedimentation. Temporary and permanent erosion control work must be kept current with ongoing operations, especially when construction occurs outside of the normal operating season. See SWCP 13.06 for soil moisture criteria.</p>
15.05	SLOPE STABILIZATION AND PREVENTION OF MASS FAILURES - To reduce sedimentation by minimizing the chances for road-related mass failures, including landslides and embankment slumps. Note that this SWCP applied to any temporary working travelway.	Unstable areas are generally avoided. The proponent will avoid undercutting road-side slopes. Slumped or sloughed material will not be side-cast; it may be incorporated into the travelway or end-hauled to an area designated by the project administrator.

SWCP	SWCP OBJECTIVE	CONSIDERATIONS FOR IMPLEMENTATION
15.06	MITIGATION OF SURFACE EROSION AND STABILIZATION OF SLOPES - To minimize soil erosion from road cut slopes, fill slopes, and travel ways.	Proposed OHV and dual designated routes may require heavy maintenance or reconstruction to: <ul style="list-style-type: none"> • Narrow tread width • Install drainage at appropriate intervals • Elevate tread over sensitive spring/riparian resources • Improve trail bed with gravel in sensitive areas
15.07	CONTROL OF PERMANENT ROAD DRAINAGE - To minimize the erosive effects of concentrated water and the degradation of water quality by proper design and construction of road drainage systems and drainage control structures.	No more than 200 feet of ditch will lead into perennial or intermittent stream channels.
15.09	TIMELY EROSION CONTROL MEASURES ON INCOMPLETE ROADS AND STREAM CROSSING PROJECTS - To minimize erosion of and sedimentation from disturbed ground on incomplete projects.	<i>The SWCP states that temporary erosion control and other protective measures will be kept current on all disturbed areas. Areas must not be abandoned for the winter with remedial measures incomplete.</i>
15.10	CONTROL OF ROAD CONSTRUCTION, EXCAVATION, AND SIDE-CAST MATERIAL - To reduce sedimentation from unconsolidated excavated and side-cast material caused by road construction, reconstruction, or maintenance.	Protective measures must be applied to all disturbed, erosion-prone areas.
15.12	CONTROL OF CONSTRUCTION IN RIPARIAN AREAS - To minimize the adverse effects on riparian areas from roads. Note that this SWCP applies in all areas where heavy equipment is operated.	Except at designated stream crossings, fill materials will not be placed in riparian areas or wetlands.
15.13	CONTROLLING IN-CHANNEL EXCAVATION - To minimize stream channel disturbances and related sediment production.	<i>The SWCP states that during construction of roads and installation of stream crossings, it may be necessary for construction equipment to cross or operate near riparian areas. This will be permitted only at locations designated by the ER or TSA with input from IDT specialists. In-channel excavation should be planned for low flow periods and be accomplished in as short a time period as possible. Materials stockpiled or disposed of should be placed and contained in areas above the probable high water lines. Stream channels impacted by construction activity will be restored to their original plan and profile; stream bed armoring should be replaced to the extent possible.</i>
15.18	DISPOSAL OF RIGHT-OF-WAY AND ROADSIDE DEBRIS - To insure debris generated during road construction is kept out of streams and prevent slash and debris from subsequently obstructing channels.	Debris will not be placed in the stream channel or floodplain; incidental debris from tree felling will be removed. Streamside willows may be removed in clumps, set aside, and replaced during cleanup/shaping of the disturbed area. Other debris will be disposed of in adjacent upland areas. Disposal method will be specified by the ER or TSA or the agency project administrator.
15.19	STREAM BANK PROTECTION - To minimize sediment production from stream banks and structural abutments in natural waterways.	Applies to stream crossings and areas where roads are adjacent and/or parallel to the stream channel. Stabilize using riprap and/or other materials as necessary to prevent stream bank and bed erosion.
15.21	MAINTENANCE OF ROADS - To maintain all roads in a manner which provides for soil and water protection by minimizing rutting, failures, side-cast, and blocking of drainage facilities.	See rutting standards Road maintenance associated with a timber sale is the responsibility of purchaser. The ER/SA will ensure the purchaser maintains roads according to the appropriate maintenance level.

SWCP	SWCP OBJECTIVE	CONSIDERATIONS FOR IMPLEMENTATION
15.22	ROAD SURFACE TREATMENT TO PREVENT LOSS OF MATERIALS - To minimize the erosion of road surface materials and, consequently, reduce the likelihood of sediment production.	Selected road segments will be graveled and/or treated with some type of dust abatement material. Additional measures may be required if activities occur or continue outside the normal operating season.

15.APPENDIX D. IMPLEMENTATION AND MONITORING REQUIREMENTS

Implementation

The designation of the trail system is just the beginning of this process. Implementation tasks that will be required for full implementation of the project and an anticipated timeframe for completion are found in the table below. All implementation tasks and timeframes will depend on available funding for materials and labor.

Task	Anticipated Implementation Timeframe
Update GIS data- New trails will need to be added to the Forest GIS database and closed trails will need to be removed from the Forest GIS database.	Winter 2013
Visitor Use Maps- Visitor Use Maps will need to be updated	Winter 2013
Signing of New Use Designations- New use trail use designations will need to be signed showing allowable trail uses	Fall 2013 and Summer 2014
Construction- New designated trails will need to be constructed	Implementation could vary widely depending on future trail program funding, grants and the level of volunteer participation. Construction would start Fall of 2013 and will take several years to complete.
Trail Reroute- Several trails could be rerouted depending on the outcome of the decision.	Work started in Summer of 2014
Signing of New Trails- New Trails will need to be signed after being constructed	Signs will be ordered Fall of 2013 and installed Summer 2014
Education - Education will be emphasized after the decision and will occur through routine patrolling, visitor contacts, brochures, kiosk information and maps.	Already started and will be ongoing
Enforcement	Increased patrols will occur a starting in the Summer of 2014.

Monitoring

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The general objective of monitoring is to determine if land management activities are being implemented correctly and if the implementation requirements are effective. This is accomplished through project supervision or implementation monitoring and post-project monitoring.

Post project monitoring is defined in the Forest Plan (USDA Forest Service 1986 as amended).

Monitoring outlined in the Forest Plan that is specifically relevant to this project is included in the following table.

Activity	Monitoring Technique	Reliability	Measurement Frequency	Variation that would cause change in management direction
Trail Condition	Trail Condition Surveys (TRACs)	Monitoring techniques are expected to contain sufficient accuracy and confidence from which to make reliable decisions	5% sample annually of forest trails	Departure from Regional Acceptable work standards
MIS Population Trends- Deer and Elk	Aerial recon, browse and pellet transects, herd composition	Medium	Annual	20% change
MIS Population Trends- Deer and Elk	Trend studies	High	Every 5 years	10% change
Changes in riparian areas dues to land management	Sequential photo points and site analysis	High/Medium	3-5 years	Not meeting Forest Riparian Mgt. Standards

