United States Department of the Interior

BUREAU OF LAND MANAGEMENT
Glennallen Field Office
P.O. Box 147
Glennallen, Alaska 99588
http://www.blm.gov/ak

Upgrade of Existing Trail to ADA Standards
Determination of NEPA Adequacy, #DOI-BLM-AK-A020-2013-0006-DNA

Case File, n/a

DECISION RECORD

Background

The BLM Glennallen Field Office is proposing to upgrade approximately 600 feet of existing foot trail within Tangle Lakes Campground to American with Disabilities Act (ADA) standards. Work actions would consist of widening an existing trail from its current width of 20" to the minimum ADA standard width of 36", limited brushing of the trail corridor, and importation of gravel fill for trail tread. Minimal brushing will take place and will not exceed a width of 4 feet. Gravel fill, specifically E1 grade gravel, will be utilized to achieve desired cross-slope and running slope of the trail tread. Work will be accomplished by a trails crew utilizing hand tools only and is planned for June 2013.

The Proposed Action contains features of and is similar to Alternative 2 in the Environmental Assessment for Swede Mountain Hiking Trail (DOI-BLM-AK-A020-2011-0003 EA) and Alternative 2 in the Environmental Assessment for Tangle Lakes Foot Trail (AK-012-EA-07-030). These projects consisted of trail construction with hand tools, importation of gravel fill, and vegetation brushing along the trail corridor. The projects are within the same analysis area. The Tangle Lakes Foot Trail is located 0.25 miles from this Proposed Action and the Swede Mountain Hiking Trail is located 2 miles from the Proposed Action. The geographic and resource conditions are sufficiently similar in all locations.

Decision

It is my decision to authorize the proposed 600 feet of trail hardening to ADA standards at Tangle Lakes Campground as described in the attached Determination of NEPA Adequacy (DOI-BLM-AK-A020-2013-0006-DNA).

Specifically, it is my decision to authorize:

- Widening an existing trail from its current width of 20" to the minimum ADA standard width of 36".
- Limited brushing of the trail corridor; minimal brushing will take place and will not

exceed a width of 4 feet.

- Importing gravel fill for trail tread. Gravel fill, specifically E1 grade gravel, will be utilized to achieve desired cross-slope and running slope of the trail tread.
- Work will be accomplished by a trails crew using hand tools only.
- Work would occur in summer 2013.

Rationale for the Decision

In 2011, budgetary shortfalls in the Tangle Lakes Campground renovation project resulted in scopes of work not being completed according to design plans. One of the scopes of work not completed was the construction of an ADA trail from the camping area to the lake shore. This decision will complete implementation of Tangle Lakes Campground re-design efforts.

Laws, Authorities, and Land Use Plan Conformance

The proposed action is in conformance with the applicable land use plan, even though it is not specifically provided for, because it is clearly consistent with the following land use plan decisions (objectives, terms, and conditions):

East Alaska Resource Management Plan (EARMP) of 2007

T. Travel Management and OHV Use, Page 46

T-1 Goals

Manage trails to provide access to public lands, recreation, and subsistence opportunities

Manage trails to provide a diversity of recreation experiences and opportunities, including motorized and non-motorized

Public Involvement, Consultation, and Coordination

Public involvement and interagency review associated with the two existing NEPA documents referenced in the EAs are sufficient for the current Proposed Action. The existing NEPA documents solicited information and comments from a wide array of stakeholders, government agencies, and private businesses within the area. Refer to the attached DNA for a list of stakeholders involved with the prior trail and campground planning efforts.

Appeal Opportunities

This decision may be appealed to the Interior Board of Land Appeals, Office of the Secretary, in accordance with the regulations contained in 43 CFR § 4. To appeal you must file a notice of appeal at the BLM Glennallen Field Office, P.O. Box 147, Milepost 186.5 Glenn Highway, Glennallen, Alaska 99588, within 30 days from receipt of this decision. The appeal must be in writing and delivered in person, via the United States Postal Service mail system, or other common carrier, to the Anchorage Field Office as noted above. *The BLM does not accept*

appeals by facsimile or email. The appellant has the burden of showing that the decision appealed from is in error.

If you wish to file a petition pursuant to regulation 43 CFR § 4.21 (58 FR 4939, January 19, 1993) for a stay of the effectiveness of this decision during the time that your appeal is being reviewed by the Board, the petition for a stay must accompany your notice of appeal. Except as otherwise provided by law or other pertinent regulation, a petition for a stay of decision pending appeal shall show sufficient justification based on the following standards: (a) The relative harm to the parties if the stay is granted or denied, (b) The likelihood of the appellant's success on the merits, (c) The likelihood of immediate and irreparable harm if the stay is not granted, and (d) Whether the public interest favors granting the stay.

Copies of the notice of appeal and petition for a stay must also be submitted to each party named in this decision and to the Interior Board of Land Appeals and to the Office of the Solicitor (see 43 CFR § 4.413); Office of the Regional Solicitor, Alaska Region, U.S. Department of the Interior, 4230 University Drive, Suite 300, Anchorage, Alaska 99508; at the same time the original documents are filed with this office. If you request a stay, you have the burden of proof to demonstrate that a stay should be granted.

/s/ Walter Herzog, Acting for	March 25, 2013
Beth Maclean Glennallen Field Manager	Date

Attachments

Finding of No Significant Impact (FONSI)

United States Department of the Interior

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Case File, n/a

FINDING OF NO SIGNIFICANT IMPACT

Background

The BLM Glennallen Field Office is proposing to upgrade approximately 600 feet of existing foot trail within Tangle Lakes Campground to American with Disabilities Act (ADA) standards. Budgetary shortfalls in the Tangle Lakes Campground renovation project resulted in scopes of work not being completed according to design plans. One of the scopes of work not completed was the construction of an ADA trail from the camping area to the lake shore. Work actions would consist of widening an existing trail from its current width of 20" to the minimum ADA standard width of 36", limited brushing of the trail corridor, and importation of gravel fill for trail tread. Minimal brushing will take place and will not exceed a width of 4 feet. Gravel fill, specifically E1 grade gravel, will be utilized to achieve desired cross-slope and running slope of the trail tread. Work will be accomplished by a trails crew utilizing hand tools only and is planned for June 2013.

The Proposed Action contains features of and is similar to Alternative 2 in the Environmental Assessment for Swede Mountain Hiking Trail (DOI-BLM-AK-A020-2011-0003 EA) and Alternative 2 in the Environmental Assessment for Tangle Lakes Foot Trail (AK-012-EA-07-030). These projects consisted of trail construction with hand tools, importation of gravel fill, and vegetation brushing along the trail corridor. The projects are within the same analysis area. The Tangle Lakes Foot Trail is located 0.25 miles from this Proposed Action and the Swede Mountain Hiking Trail is located 2 miles from the Proposed Action. The geographic and resource conditions are sufficiently similar in all locations.

Finding of No Significant Impact

This action and its effects have been evaluated consistent with the Council on Environmental Quality regulations for determining *significance*. Per 40 CFR § 1508.27, a determination of *significance* requires consideration of both context and intensity. The former refers to the relative context in which the action would occur such as society as a whole, affected region, affected interests, etc. The latter refers to the severity of the impact.

Context

The current Proposed Action consists of 600 feet of hardening of an existing trail in a developed campground on the road system in eastern Alaska. The proposed trail improvement project would not affect local, regional, or national resources or interests.

Intensity

1. *Impacts that may be both beneficial and adverse.*

The EAs to which this Proposed Action is tiered identify that trail construction or development presents both adverse and beneficial impacts.

2. *The degree to which the proposed action affects public health and safety.*

The current Proposed Action would enhance accessibility for visitors with limited mobility.

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

The current Proposed Action occurs within the Tangle Lakes Archaeological District (TLAD). The current Proposed Action proposes hardening of an existing trail. The new ground disturbance associated within this action is minimal; this action would consist of "capping" the existing trail tread and would not involve new soil disturbance.

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

No unique or appreciable scientific controversy has been identified regarding the effects of the Proposed Action or alternatives.

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

Similar to Item 4 above, the analysis has not shown that there would be any unique or unknown risks to the human environment.

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.*

In 2011, budgetary shortfalls in the Tangle Lakes Campground renovation project resulted in scopes of work not being completed according to design plans. One of the scopes of work not completed was the construction of an ADA trail from the camping area to the lake shore. The current Proposed Action is implementing a prior decision with only minor modifications. This project neither establishes a precedent nor represents a decision in principle about future actions.

7. *Whether the action is related to other actions with individually insignificant but cumulatively significant impacts.*

Cumulatively, the past action of developing a trail in the campground combined with the current Proposed Action of hardening 600 feet of that trail will improve access for disable visitors to the lakeshore. Neither the original construction of the trail nor the hardening of the trail is anticipated to change use patterns at the Tangle Lakes Campground. This action simply provides an additional amenity for disable visitors and is not considered to be a significant cumulative effect.

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 historic resources.*

Refer to item #3 above. The new ground disturbance associated within this action is minimal; this action would consist of "capping" the existing trail tread and would not involve new soil disturbance. The current Proposed Action would not adversely affect districts, sites, structure, or objects listed in or eligible for listing in the National Register of Historic Places or cause loss or destruction of significant scientific, cultural, or historic resources.

9. *The degree to which the action may adversely affect an endangered or threatened species or its habitat that has been determined to be critical under the Endangered Species Act of 1973.*

There are no Federally threatened or endangered species or habitat for these species within the project area.

10. *Whether the action threatens a violation of Federal, State, or local law or requirements imposed for the protection of the environment.*

The Proposed Action and/or alternatives do not threaten to violate any law. The Proposed Action and alternatives are consistent with the East Alaska Resource Management Plan and Record of Decision (2007), which provides direction for the protection of the environment on public lands.

Conclusion

Therefore, on the basis of the information contained in the EA, and all other information available to me, it is my determination that:

1. None of the environmental effects identified meet the definition of significance as defined by context and intensity considerations at 40 CFR § 1508.27;
2. The alternatives are in conformance with East Alaska RMP/ROD (2007); and
3. The Proposed Action and alternatives do not constitute a major federal action having a significant effect on the human environment.

Therefore, neither Environmental Impact Statement nor a supplement to the existing EA is necessary and neither will be prepared.

/s/ Walter Herzog	March 25, 2013
Walter Herzog Glennallen Field Manager (Acting)	Date

Attachments

- Upgrade of Existing Trail to ADA Standards, DOI-BLM-AK-A020-2013-0006-DNA
- 2007 Environmental Assessment for Tangle Lakes Foot Trail, EA # AK-012-EA-07-030 *(Note: This document is available by contacting the Glennallen Field Office.)*
- 2011 Environmental Assessment for Swede Mountain Hiking Trail, EA # DOI-BLM-AK-A020-2011-0003 EA *(Note: This document is available by contacting the Glennallen Field Office.)*

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DETERMINATION OF NEPA ADEQUACY (DNA) WORKSHEET

Proposed Action Title/Type: Upgrade of Existing Trail to ADA Standards

NEPA Register Number: DOI-BLM-AK-A020-2013-0006-DNA

Case File Number: n/a

Location / Legal Description: Tangle Lakes Campground

Applicant (if any): n/a

A. DESCRIPTION OF THE PROPOSED ACTION

The BLM Glennallen Field Office is proposing to upgrade approximately 600 feet of existing foot trail within Tangle Lakes Campground to American with Disabilities Act (ADA) standards. In 2011, budgetary shortfalls in the Tangle Lakes Campground renovation project resulted in scopes of work not being completed according to design plans. One of the scopes of work not completed was the construction of an ADA trail from the camping area to the lake shore. Work actions would consist of widening an existing trail from its current width of 20” to the minimum ADA standard width of 36”, limited brushing of the trail corridor, and importation of gravel fill for trail tread. Minimal brushing will take place and will not exceed a width of four feet. Gravel fill, specifically E1 grade gravel, will be utilized to achieve desired cross-slope and running slope of the trail tread. Work will be accomplished by a trails crew utilizing hand tools only and is planned for summer 2013.

B. LAND USE PLAN CONFORMANCE

The proposed action is in conformance with the applicable land use plan, even though it is not specifically provided for, because it is clearly consistent with the following land use plan decisions (objectives, terms, and conditions):

East Alaska Resource Management Plan (EARMP) of 2007

T. Travel Management and OHV Use, Page 46

T-1 Goals

Manage trails to provide access to public lands, recreation, and subsistence opportunities

Manage trails to provide a diversity of recreation experiences and opportunities, including motorized and non-motorized

C. IDENTIFY APPLICABLE NATIONAL ENVIRONMENTAL POLICY ACT (NEPA) DOCUMENTS AND OTHER RELATED DOCUMENTS THAT COVER THE PROPOSED ACTION.

- Environmental Assessment for Tangle Lakes Foot Trail, EA # AK-012-EA-07-030 (2007)
- Environmental Assessment for Swede Mountain Hiking Trail, EA # DOI-BLM-AK-A020-2011-0003 EA (2011)

D. NEPA ADEQUACY CRITERIA

1. Is the new proposed action a feature of, or essentially similar to, an alternative analyzed in the existing NEPA document(s)? Is the project within the same analysis area, or if the project location is different, are the geographic and resource conditions sufficiently similar to those analyzed in the existing NEPA document(s)? If there are differences, can you explain why they are not substantial?

Yes, the Proposed Action contains features of and is similar to Alternative 2 in the Environmental Assessment for Swede Mountain Hiking Trail and Alternative 2 in the Environmental Assessment for Tangle Lakes Foot Trail. These projects consisted of trail construction with hand tools, importation of gravel fill, and vegetation brushing along the trail corridor. The projects are within the same analysis area. The Tangle Lakes Foot Trail is located 0.25 miles from this Proposed Action and the Swede Mountain Hiking Trail is located 2 miles from the Proposed Action. The geographic and resource conditions are sufficiently similar in all locations.

2. Is the range of alternatives analyzed in the existing NEPA document(s) appropriate with respect to the new proposed action, given current environmental concerns, interests, and resource values?

Yes, the range of alternatives in the Swede Mountain Hiking Trail and Tangle Lakes Foot Trail EAs are appropriate with respect to the new Proposed Action. To achieve desired ADA

standards, the current Proposed Action includes widening the trail to 36” and the use of gravel to achieve desired slopes. In the prior EAs, the width of trail in the selected alternatives was less than 36”; however, in the current Proposed Action, less overall impact and new ground disturbance would occur as the trail already exists. The existing trail route consists of compacted soils from repeated use and exceeds 36” in width in some locations. No new environmental concerns, interests, or affected resource values have been discovered since the last two projects were completed in the area.

3. Is the existing analysis valid in light of any new information or circumstances (such as, rangeland health standard assessment, recent endangered species listings, updated lists of BLM-sensitive species)? Can you reasonably conclude that new information and new circumstances would not substantially change the analysis of the new proposed action?

Yes, the existing analysis is valid. No new circumstances or information have been discovered within the project area or geographic vicinity. The current Proposed Action is located on previously impacted soils, has been surveyed for cultural items of interest, and is relatively void of vegetation.

4. Are the direct, indirect, and cumulative effects that would result from implementation of the new proposed action similar (both quantitatively and qualitatively) to those analyzed in the existing NEPA document?

The direct, indirect, and cumulative effects of the new action are similar in scope but less intense in comparison to the previous projects. This Proposed Action is occurring on disturbed and compacted soils, void of vegetation, where a trail currently exists. Prior actions were comprised entirely of new trail construction which contained more direct and indirect effects in relation to vegetation clearing, visual resource management, and new soil disturbance.

5. Are the public involvement and interagency review associated with existing NEPA document(s) adequate for the current proposed action?

Public involvement and interagency review associated with the two existing NEPA documents are sufficient for the current Proposed Action. The existing NEPA documents solicited information and comments from a wide array of stakeholders, government agencies, and private businesses within the area, including: Alaska Department of Fish and Game, Alaska Department of Natural Resources, Alaska Outdoor Council, Copper Country Alliance, Copper Basin Chamber of Commerce, Native village of Chickaloon, Native village of Gakona, Native village of Gulkana, Native village of Tazlina, Paxson Fish and Game Advisory Council, Paxson Lodge, and Tangle River Inn.

E. PERSONS, AGENCIES, AND BLM STAFF CONSULTED

Note: Refer to the EA/EIS for a complete list of the team members participating in the preparation of the original environmental analysis or planning documents.

Cam Lockwood, Recreational Forester, United States Forest Service
Kera Moore, Natural Resource Specialist, Alaska Department of Natural Resources

John Jangala, Archaeologist, Bureau of Land Management
Glenn Potts, Transportation Planner, Alaska Department of Transportation
Jusdi Mcdonald, Natural Resource Specialist, Alaska Department of transportation
Denton Hamby, Outdoor Recreation Planner, Bureau of Land Management
Merbin Cebrian, Wildlife Biologist, Bureau of Land Management
Ben Seifert, Natural Resource Specialist, Bureau of Land Management

F. CONCLUSION

Based on the review documented above, I conclude that this proposal conforms to the applicable land use plan and that the NEPA documentation identified in Part C of this DNA Worksheet fully covers the proposed action and constitutes BLM's compliance with the requirements of the NEPA.

/s/ Walter Herzog	March 25, 2013
Signature of the Responsible Official	Date

Note: The signed Conclusion on this worksheet is part of an interim step in the BLM's internal decision process and does not constitute an appealable decision. However, the lease, permit, or other authorization based on this DNA is subject to protest or appeal under 43 CFR § 4 and the program-specific regulations.