

**Worksheet**  
**Determination of NEPA Adequacy (DNA)**  
U.S. Department of the Interior  
Bureau of Land Management

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OFFICE: Black Rock Field Office, Winnemucca District Office

TRACKING NUMBER: **DOI-BLM-NV-W030-2016-0012-DNA**

CASEFILE/PROJECT NUMBER: Multiple SRPs

PROPOSED ACTION TITLE/TYPE: 2016 Burning Man Vendor, Special Recreation Permits

LOCATION/LEGAL DESCRIPTION: Mount Diablo Meridian, Nevada

Unsurveyed T. 33N., R. 24 E.,	sec. 1 portions lying northwesterly of the East Playa Road; sec. 2, portions lying northwesterly of East Playa Road; sec. 3; sec. 4, portion east of Washoe County Road 34; sec. 5; sec. 8, NE <sup>1</sup> / <sub>4</sub> ; sec. 9, N <sup>1</sup> / <sub>2</sub> ; sec. 10, N <sup>1</sup> / <sub>2</sub> ; sec. 11, all that portion lying northwesterly of the East Playa Road and north of east west centerline.
Unsurveyed T. 33½ N., R. 24 E.,	secs. 25, 26 and 27; sec. 28, portion east of Washoe County Road 34; sec. 33, portions east of Washoe County Road 34; secs. 34, 35 and 36.
Unsurveyed T. 34 N., R. 24 E.,	sec. 23, S <sup>1</sup> / <sub>2</sub> ; sec. 24, S <sup>1</sup> / <sub>2</sub> ; sec. 25 & 26; sec. 27, SE <sup>1</sup> / <sub>4</sub> , E <sup>1</sup> / <sub>2</sub> NE <sup>1</sup> / <sub>2</sub> , E <sup>1</sup> / <sub>2</sub> SW <sup>1</sup> / <sub>4</sub> ; sec. 33, SE <sup>1</sup> / <sub>4</sub> , S <sup>1</sup> / <sub>2</sub> NE <sup>1</sup> / <sub>4</sub> , NE <sup>1</sup> / <sub>4</sub> NE <sup>1</sup> / <sub>4</sub> ; secs. 34, 35 and 36.
T. 33 N., R. 25 E.,	sec. 4, portions lying northwesterly of the East Playa Road.
Unsurveyed T. 34 N., R. 25 E.,	sec. 16, S <sup>1</sup> / <sub>2</sub> ; sec. 21; sec. 22, SW <sup>1</sup> / <sub>4</sub> , W <sup>1</sup> / <sub>2</sub> NW <sup>1</sup> / <sub>4</sub> ; sec. 27, W <sup>1</sup> / <sub>2</sub> ; sec. 28; sec. 33, portions lying northwesterly of the East Playa Road sec. 34, portions lying northwest of the East Playa

Road and westerly of north south centerline.
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APPLICANT (if any): Multiple

**A. Description of the Proposed Action with attached map(s) and any applicable mitigation measures.**

The Proposed Action would result in BLM issuing Special Recreation Permit(s) (SRP), allowing Recreational Vehicles vendors (RVs and trailers), Air Carrier vendors, and Camp Service vendors to operate at the Burning Man event on public lands in Pershing County, Nevada. Issuance of these SRPs would be dependent on the issuance of the SRP for the 2016 Burning Man event which would approve a temporary city, Black Rock City (BRC), 10 miles northeast of Gerlach that would be developed on the Black Rock Desert Playa. The commencement and ending dates for the 2016 event are proposed to be August 01 through September 21, with the actual event occurring August 28 through September 05, 2016.

BLM WD proposes to permit air carrier, recreational vehicle and camp services vendors to operate under SRPs at or in conjunction with Burning Man event. SRPs would be issued subject to vendors meeting the terms of the SRP, including stipulations.

The number of vendors operating in any given year would be that number necessary to support the authorized Burning Man event population which is determined by BLM WD each year based on the Burning Man 2012-2016 SRP EA Decision Record, 6/12/2012.

RV services would include delivery and set up of RVs, travel trailers and other living accommodations for customers at the event. Reference the attached Special Recreation Stipulations for Recreational Vehicle Vendors at Burning Man 2016.

Air Carrier services would include the use of temporary airstrips, and airport parking allowing vendors to shuttle participants to and/or from the event. Reference the attached Special Recreation Stipulations for Air Carrier Vendors at Burning Man 2016.

Camp services would include transportation of equipment rentals, event participants, supplies, towing services, water tenders, generator rentals and technicians, bicycle rental and repair, theme camps, and other services needed to support event participants. Please reference the attached Special Stipulations for the Camp Services Vendors.

**B. Land Use Plan (LUP) Conformance**

LUP Name: Resource Management Plan for Black Rock Desert-High Rock Canyon Emigrant Trails National Conservation Area and Associated Wilderness, and other Contiguous Lands in Nevada, Record of Decision, July 2004. (*BLM, 2004 a*).

The proposed action is in conformance with the applicable LUP because it is specifically provided for the following LUP decisions:

The Proposed Action is in conformance with the BLM LUP for the area. The Resource Management Plan (RMP), approved July, 2004 for the Black Rock Desert-High Rock Canyon Emigrant Trails National Conservation Area and Associated Wilderness, and other Contiguous Lands in Nevada, currently guides management of the Black Rock Desert (*BLM, 2004a*).

The plan includes an objective “to provide opportunities for a diverse range of permitted activities consistent with the NCA Act while providing public access and solitude for other users.” Recreation decisions REC-21 through REC-27 apply to the issuance of special recreation permits:

**REC-21:** All recreation permittees will be required to adhere to Tread Lightly!® and Leave-No-Trace® principles. Permit stipulations will emphasize the Tread Lightly!® and Leave-No-Trace® principles.

**REC-22:** Permits will be assigned to one of four classes of permitted activities (I through IV). A description of the classification system is provided in Appendix J of the RMP. (The Burning Man event is a Class IV event).

**REC-23:** SRPs will be limited to certain geographic areas based on the permit class that the proposal is given. (See Table 2-9 and Map 2-15 of the RMP). (Class IV events, which are the largest events, are allowed in the Permit area of the Front Country Zone).

**REC-24:** To maintain solitude on northern portions of the playa, Class III and IV permitted activities will be concentrated on or near the South Playa. Northern portions of the playa may be made available for Class III and IV permits when playa conditions are unsuitable or public safety or public access may be compromised.

**REC-25:** Special recreation permits will be authorized at times, in locations and for durations consistent with providing opportunities for solitude and full public access to the playa for at least one-half of the summer season (Memorial Day through Labor Day). The number of Special Recreation Permits issued could be limited to protect resources or the visitor experience.

**REC-26:** Two Class III and IV events may occur simultaneously, but only one may be a Class IV event.

**REC-27:** No more than two access points to the playa will be closed on the same weekend in conjunction with permitted events. (Issuance of a permit for the Burning Man event would be consistent with the RMP).

**C. Identify applicable National Environmental Policy Act (NEPA) documents and other related documents that cover the proposed action.**

- Burning Man 2012-2016 Special Recreation Permit EA, DOI-BLM-NV-W030-2012-0007- EA dated June 2012; DR dated 06/12/2012 and FONSI dated 06/12/2012.

#### **D. NEPA Adequacy Criteria**

**1. Is the new proposed action a feature of, or essentially similar to, an alternative analyzed in the existing NEPA documents(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 would be held in the same area analyzed in the 2012 EA. There are no potentially substantial differences between the current proposal and the potential impacts analyzed in the 2012 EA.

There are no environmental issues that would cause BLM to determine that the proposal for Recreational Vehicles (RVs and trailers), Air Carrier and Camp Services vendors from obtaining an SRP constitutes a substantial difference from potential impacts analyzed in 2012 EA.

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

Yes.

Environmental Concerns and Resource Values: The alternatives analyzed in 2012 are appropriate for the new proposed action. The Burning Man 2012-2016 SRP EA has analyzed potential impacts associated with RV camping and Camp Services within the residential portions of the city as well as aircraft use of the designated airstrip. The magnitude and duration of this proposal is well within the scope of the 2012 EA and therefore does not warrant further development of alternatives.

**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. At the present time, there is no new information or changed circumstances that would substantially change the analysis of the new proposed action. The Burning Man 2012-2016 SRP EA has analyzed potential impacts associated with RV camping and Camp Services within the residential portions of the city as well as aircraft use of the designated airstrips. In addition the EA analyzed the potential impacts associated with Camp Services vendors within the residential portions of the city. The information used

to support the 2012 EA analysis was conducted in 2011 and 2012 and remains current and relevant.

**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?**

Yes. At the present time, there is no new information or changed circumstances that would substantially change the direct, indirect or cumulative effects of the new proposed action.

The Burning Man 2012-2016 SRP EA has analyzed potential impacts associated with RV camping and Camp Services within the residential portions of the city as well as aircraft use of the designated airstrips. The magnitude and duration of this proposal is well within the scope of the 2012 EA.

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

Yes, the public involvement and interagency reviews associated with the existing NEPA documents are adequate for the current proposed action.

In late 2010, a 43 day public scoping period was conducted for the Burning Man 2012-2016 SRP EA to solicit issues and other comments from the public and cooperating agencies. The scoping period began on November 1, 2010 and was scheduled to close after 30 days. However, after numerous requests from the public, BLM extended the scoping period until December 13, 2010.

A news release was printed in several local and regional newspapers and letters were sent to individuals and organizations that had participated in the process in past years. Over 260 pages of written comments from nearly 120 commenters were received during the scoping period. Additional comments were also received at the open house meetings held in Lovelock, Gerlach, and Reno on December 7, 8, and 9, 2010, respectively. The issues identified in scoping efforts are listed in Table 1-1 of the EA.

*Preliminary EA*

On March 16, 2012, the Preliminary EA was posted on the Winnemucca District Office NEPA webpage for a 30-day public review period. In addition, BLM sent out a letter to interested parties requesting substantive comments on the Preliminary EA by April 16, 2012. In response, BLM received 42 comment letters from agencies, organizations, businesses, and individuals. As a result of substantive comments from the applicant, NDOT, Pyramid Lake Paiute Tribe, and individuals, revisions were made to the EA. For a list of notable modifications that were made to the EA in response to substantive comments, see the Decision Record.

**E. Persons/Agencies/BLM Staff Consulted**

<b>Name /Title</b>	<b>Resource/Agency Represented</b>	<b>Signature/Date</b>	<b>Comments (Attach if more room is needed)</b>
Robin Sears	Project Lead / Recreation	\\s\Robin Sears	06/16/16
Kathy Ataman	Cultural Resources / Paleontological / NCA	\\s\Kathy Ataman	07/07/16
Joey Carmosino	Visual Resources	\\s\Joey Carmosino	07/07/16
Kurt Miers	Waste, Hazardous or Solid	\\s\ Kurt Miers	07/08/16
Derek Messmer	Fire	\\s\ Derek Messmer	07/08/16
Rob Burton	Soils, Water, Air	\\s\ Rob Burton	07/06/16
Craig Nichols	Air Quality	\\s\ Craig Nichols	06/16/16
Kathy Cadigan	Wildlife Biology	\\s\ Kathy Cadigan	06/27/16
Melanie Rasor	Vegetation	\\s\ Melanie Rasor	07/06/16
Zwaantje Rorex	Wilderness / WSA / LWC	\\s\ Zwaantje Rorex	07/06/16
Josh Sidon	Social Values / Economics	\\s\ Josh Sidon	06/14/16
Sandi Gracia	Wilderness Ranger	\\s\ Sandi Gracia	06/27/16
Jeff Jones	ACEC's	\\s\ Jeff Jones	06/27/16
Allie Brandt	GIS	\\s\ Allie Brandt	06/17/16

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.

**Conclusion** *(If you found that one or more of these criteria is not met, you will not be able to check this box.)*

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

\s\ Robin Sears \_\_\_\_\_ 07/25/16\_\_\_\_  
Signature of Project Lead

\s\ Mark E. Hall \_\_\_\_\_ 08/01/2016\_\_\_\_  
Signature of NEPA Coordinator

\s\ William Mack, Jr. \_\_\_\_\_ 08/01/2016\_\_\_\_  
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 Part 4 and the program-specific regulations.

