

**United States Department of the Interior
Bureau of Land Management**

**Grand Junction Field Office
Travel Management Plan**

Grand Junction Field Office
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ACRONYMS AND ABBREVIATIONS

Full Phrase

| | |
|-------|--|
| ATV | all-terrain vehicle |
| BLM | Bureau of Land Management |
| CFR | Code of Federal Regulations |
| ERMA | Extensive Recreation Management Area |
| ESA | Endangered Species Act |
| FLPMA | Federal Land Policy and Management Act |
| GJFO | Grand Junction Field Office |
| NEPA | National Environmental Policy Act |
| OHV | off-highway vehicle |
| RMP | Resource Management Plan |
| RMZ | Recreation Management Zone |
| ROD | Record of Decision |
| SHPO | State Historic Preservation Office |
| SRMA | Special Recreation Management Area |
| TMP | Travel Management Plan |
| WEPP | Water Erosion Prediction Program |

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1. Introduction

Travel management is the process of planning for and managing access and travel systems on public lands. The Grand Junction Field Office (GJFO) Travel Management Plan (TMP) is written in conformance with the *Grand Junction Field Office Resource Management Plan Revision and Record of Decision (RMP/ROD)*. For the Grand Junction Field Office, the GJFO RMP/ROD offers a mix of recreational opportunities that attempt to meet a wide variety of recreation demands while reducing conflict among users, with natural resources, cultural resources, and traditional public land uses. The GJFO RMP/ROD emphasizes community partnerships to develop recreational opportunities in support of resource protection and public education.

Travel management issues are considered sequentially at three levels:

- Land Use Planning – GJFO RMP Revision
- Activity or Implementation Level Plans – GJFO TMP
- Plan Implementation – Project Plans and on-the-ground actions

The goal of the Grand Junction Field Office Travel Management Plan is to propose a management framework that allows for both current and future recreation needs, while ensuring protection of resources. The GJFO TMP is based upon extensive public participation and workshops as well as structured interdisciplinary team analysis. The BLM recognizes the importance of access for public visitation, scientific studies, and administrative uses while providing for the protection of natural and cultural resources. The evaluation process incorporated the four minimization criteria set forth by 43 Code of Federal Regulations (CFR) 8342.1(a-d) and created a designated route system consistent with land use allocations as well as areas managed to maintain wilderness characteristics.

This document, an appendix to the RMP, explains the TMP development and provides a designation of the engineering assets (roads, primitive roads, and trails and their associated open, closed, or limited status; signing plan), education (direction for education and outreach), enforcement and evaluation (guidance for developing a monitoring system).

1.1 Background

Travel management historically focused specifically on motor vehicle use. A shift in the accepted paradigm has caused the BLM to develop a more comprehensive travel management process which encompasses all forms of transportation, including travel by foot, horseback, and mechanized vehicles such as bicycles as well as the numerous forms of motorized vehicles from two-wheeled (motorcycles) and four-wheeled all-terrain vehicles (ATVs) to cars and trucks.

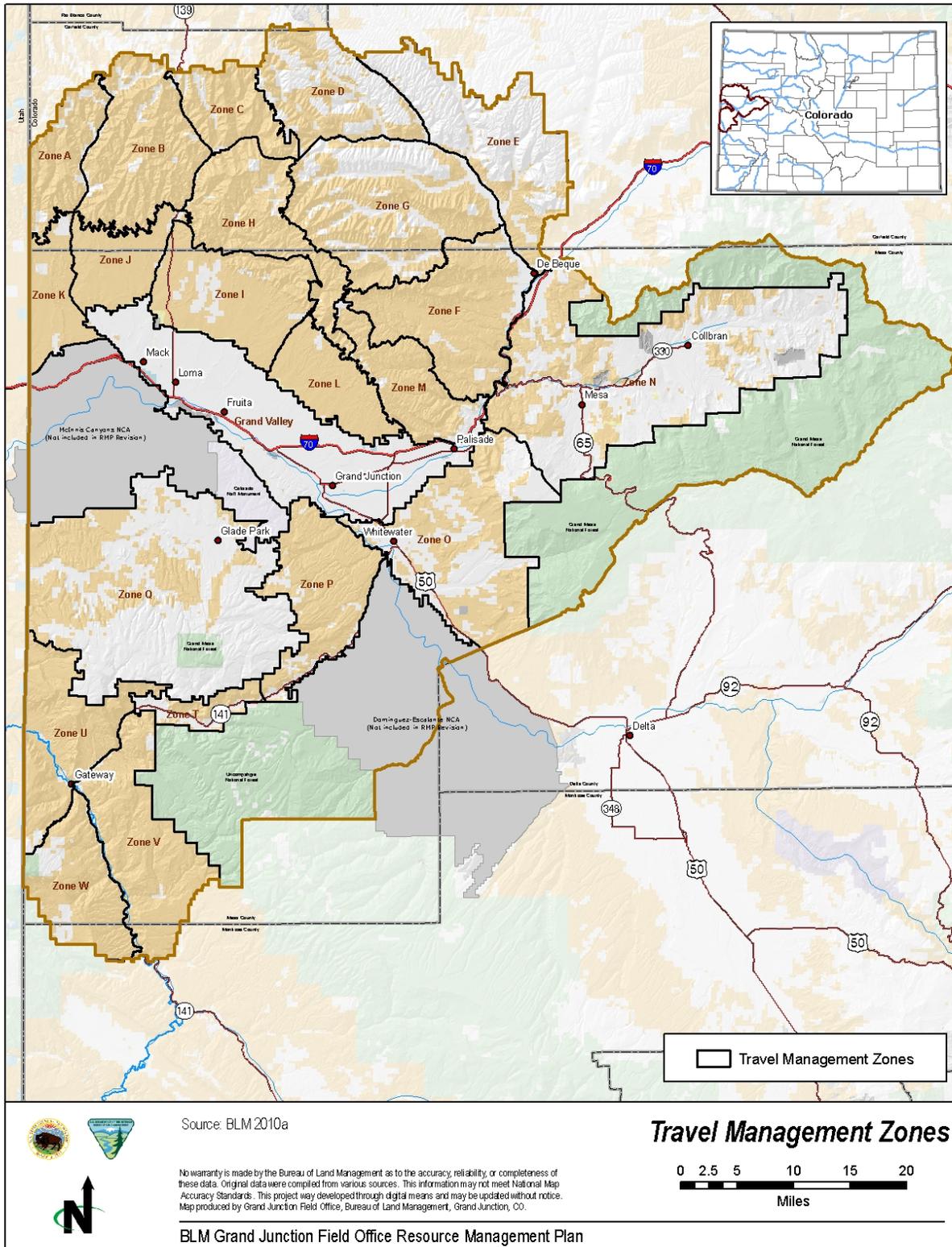
Many routes within the GJFO were constructed to create access to public land improvements, timber and vegetation management projects, gas and mineral development, range management, and various ROWs. Of these routes, many were not

necessarily intended to be left behind or open for recreational use but have become popular routes for visitors engaged in mechanized and motorized recreation activities. Some routes were created or pioneered by visitors. Open travel designations that permit cross-country mechanized and motorized use, high levels of use, and improvements in mechanized and motorized vehicle technology have allowed public land users to gain access to and through more terrain. These routes are not typically maintained by the BLM; rather, it is the repeated passage of vehicles that maintains these routes. Not designed but created, these routes are often rutted and eroded.

Approximately 42 percent of the planning area is currently designated as open to cross-country off-highway vehicle (OHV) use, 44 percent is limited to existing or designated roads and trails, 11 percent has seasonal limitations, and three percent is closed to OHV use. Areas with designated routes typically do not contain trails built with consideration for sustainability, resource concerns or conditions, or recreation experiences. Most routes either follow historic routes, such as those for grazing, mining, or administrative access, or they were user created. In either case, the trails do not always provide desirable recreation experiences and have unmitigated impacts to natural or cultural resources.

The National Management Strategy for Motorized Off-Highway Vehicle Use on Public Lands (Strategy), finalized by the Bureau of Land Management (BLM) in January 2001, was the first step in developing a proactive approach to determine and implement better on-the-ground management solutions designed to conserve soil, wildlife, water quality, native vegetation, air quality, heritage resources, and other resources, while providing for appropriate recreational opportunities. It provides agency guidance and offers recommendations for future actions to improve motorized vehicle management. This priority was re-emphasized by the BLM's M-1626 Travel and Transportation Manual and H-8342 Travel and Transportation Handbook, *BLM's Priorities for Recreation and Visitor Services (Purple Book)*, and *Colorado's Recreation and Visitor Services Strategy*. The Colorado State Director has given specific policy direction found in Instruction Memorandum No. CO-2007-020, which explicitly directs BLM Colorado to accomplish comprehensive travel planning.

GJFO lands through designed travel networks provide access for recreation that can have a positive impact on the attainment of personal, familial, and community benefits. Although not one of BLM's land health considerations, the socioeconomic implications of recreational use have significant direct and indirect effects on land health. As the popularity of recreation increases, socioeconomic factors become increasingly important considerations in understanding and mitigating the overall effects of use on land health. Recreation can have significant economic value to local communities where and when use is popular.



2 Planning - Travel Management Components

2.1 Overview

The travel management inventory identified roughly 4,600 miles of roads and trails within the planning area covering 1.06 million acres. In order to effectively communicate with the public, cooperating agencies, partners, user groups, and resource specialists and to track decisions, the planning area was broken into 19 zones labeled A to W (see figure on preceding page). Each route was broken into segments and given a unique number that correlated with its zone (e.g., A102). During the planning process Dominguez-Escalante National Conservation Area was designated, therefore zones R and S were removed from consideration and will be addressed during a separate RMP planning effort.

2.2 Inventory

GJFO initiated the travel management planning process in 2004 beginning with a route inventory that ended in 2010. The inventory was conducted by BLM personnel on motorcycles, bicycles and foot. This inventory provided the foundation and baseline for the TMP. The inventory mapped existing road and trail networks, route conditions, facilities, improvements, and public use areas accessed by the routes (range and wildlife improvements, recreation activity areas, gates, fences, trailheads, and other features). The inventory staff took steps to capture every historic linear disturbance that could be seen on the ground in the GJFO. Inventory procedures were designed to collect information necessary for planning and management of the area.

Open areas or areas that have an extremely high density of routes were screen digitized, field verified, and, in the North Desert, sampling was used to estimate mileage of routes.

2.3 Scoping and Public Participation

GJFO TMP is based upon extensive public and cooperating agency participation, including workshops and several comment periods.

2.3.1 RMP Scoping

The formal public scoping process for the GJFO RMP/EIS began on October 15, 2008, with the publication of a Notice of Intent in the Federal Register, and ended on January 9, 2009. Public outreach during this scoping period included: 1) a newsletter mailed to over 600 agency officials, organizations, and members of the public; 2) three scoping open houses in December 2008 in Grand Junction and Collbran, Colorado, and in Moab, Utah; and 3) a public website, <http://www.blm.gov/co/st/en/fo/gjfo/rmp>, which provides access to materials distributed at scoping meetings as well as information on the public involvement process.

A total of 64 comment letters received during the scoping period addressed travel management. Most of the planning issue comments focused on travel management (23.7 percent), which were consolidated into one issue statement. "How will motorized, non-motorized, and mechanized travel be managed to provide commodity, amenity, and recreation opportunities, reduce user conflicts, enforce route designations and

closures, reduce fragmentation and habitat degradation, and protect natural and cultural resources?”

2.3.2 Travel Management Comment Period 1

GJFO hosted a series of “travel management data collection workshops” in February to give the public the opportunity to review its route inventory for completeness and accuracy, as well as offer suggestions for possible reroutes or new routes that would complement the existing system. The workshops were held in Delta, DeBeque, Collbran, Gateway, Fruita, and Grand Junction, with over 200 participants. A total of 118 written comments were received during this comment period.

2.3.3 Travel Management Comment Period 2

GJFO identified the need and interest from the public to comment not only on the completeness and accuracy of the inventory but also to help evaluate the quantity and quality of the experiences and desired recreation setting available in the planning area. The GJFO received 178 written comments during this comment period. Viewpoints expressed in the comments reflected a wide spectrum of desires regarding appropriate levels of access.

2.3.4 Coordination with Partners, Cooperating Agencies, and Resource Advisory Council (Sub-group)

During the data collection and inventory phase of the planning process, BLM staff met with offices of the US Forest Service and BLM with contiguous acreage, with County and municipalities within the planning area, and Colorado Department of Wildlife and US Fish and Wildlife Service to verify the inventory data and collect additional information on resource concerns and access needs.

Throughout the process GJFO staff made presentations at local user group meetings and to the Cooperating Agencies and Resource Advisory Council (Sub-group) the defining law, policy, goals, and objectives associated with travel management and the process to be used in designing the travel management network.

During the route by route selection by alternative, the Cooperating Agencies were invited to participate in providing information to the resource specialists to aid in the decision making process. A complete list of attendees by date and area discussed is included as TMP Attachment 4.

2.4 Outcomes-Based Recreation Management

Outcomes-based recreation management is a recreation management philosophy that focuses on the positive and beneficial outcomes derived from recreational activities, rather than emphasizing the recreation activities themselves. It promotes quality recreation experiences from the visitors’ or users’ perspectives. Outcomes-based provides the conceptual recreation framework to view, plan, and collaboratively deliver recreation services as a means to a larger end – an end in which outcomes benefit individuals, communities, economies, and the environment. By conducting outcomes-based analysis, recreational settings can be better delineated and managed. In outcomes-based analysis, priority is given to resource dependent recreation. Resource

dependent recreation is that which can only be done where the natural resource or setting exists. An example is running for fitness versus nature hiking. Fitness running can be done on a treadmill or anywhere a suitable surface exists. Nature hiking requires a natural setting and things to observe along the way. Hiking would not be suitable indoors or in unnatural settings, thus it is a resource dependent recreation.

As identified in BLM Colorado's Recreation and Visitor Services Strategy, comprehensive travel planning is integral to the character of recreation setting. Travel management decisions support the fulfillment of planning objectives which include desired recreation setting objectives to protect and/or enhance landscape character. This is facilitated by working closely with communities, sister agencies, interest groups, and interested individuals to balance protecting the health of the land with providing appropriate public and administrative travel and access.

Transportation routes identified for recreation purposes will include opportunities and quality experiences for all user groups, including hikers, backpackers, equestrians, bicycles, ATVs, four-wheel-drive vehicles, motorcycles, backcountry aircraft pilots, hunters, and fishers. However, one should not be interpret that all users will be accommodated in all areas.

The BLM administratively allocates recreation areas in one of two manners: Special Recreation Management Areas (SRMAs) and Extensive Recreation Management Areas (ERMAs). SRMAs are designated administrative units where a commitment has been made to emphasize recreation by managing for specific recreation opportunities and recreation setting characteristics on a sustained or enhanced, long-term basis. SRMAs may be subdivided into recreation management zones (RMZs) to delineate specific recreation opportunities and recreation setting characteristics. ERMAs are areas where recreation is planned for and actively managed on an interdisciplinary-basis in concert with other resources and resource programs.

Within the planning area, Bangs Canyon SRMA and North Fruita Desert SRMA currently exist with additional units analyzed in the GJFO RMP. Areas with implementation level plans that address travel management would not be addressed in this effort (Bangs Canyon SRMA and North Fruita Desert SRMA):

1. unless new resource information is available;
2. public comment is received regarding the route; or
3. recreation staff thinks it makes a valuable contribution to the network.

In order to facilitate the realization of SRMA or ERMA objectives, travel systems support the defined recreation objectives. This may require the development of additional trails and routes, the closure of routes, or the change in the type of use on a route.

The process for developing and constructing travel systems, trails or otherwise, is strictly defined by the BLM and under no circumstances will the BLM adopt user-created routes in its future travel systems. Routes found to be outside the defined travel system will be closed and rehabilitated.

Dispersed camping would be allowed in the planning area. Existing spur routes that lead to campsites would be designated and identified. No cross-country travel associated with dispersed camping is allowed outside the open areas, and dispersed camping was largely addressed in most zones. During the implementation of approved designations, some additional spur routes to potential campsites may be designated as open to accommodate use consistent with resource concerns and desired future outcomes of the recreation program.

2.5 Laws, Regulations, Policies and Program Guidance

Currently, the Code of Federal Regulations (CFR) establishes the criteria of designating public lands in respect to OHVs and for establishing controls governing the use and operation of OHVs. Non-motorized and non-mechanized uses have been addressed in this planning effort, and decisions made will be incorporated into supplemental rules for enforcement purposes. Various laws and regulations that apply to this process, including:

- National Environmental Policy Act (NEPA)
- Endangered Species Act (ESA)
- Wilderness Act
- National Historic Preservation Act
- Antiquities Act of 1906, including Monument Proclamations
- Wild and Scenic Rivers Act
- Clean Air Act
- Clean Water Act
- Taylor Grazing Act
- Mining Act of 1872 (and subsequent mining acts)
- Federal Land Policy and Management Act (FLPMA) for the BLM
- Code of Federal Regulations (CFR)

The Federal Regulations 43 CFR Part 8340 and Executive Order 11644 (as amended by 11989) require BLM to designate all public lands as Open, Limited, or Closed for OHV use within the following parameters:

The authorized officer shall designate all public lands as either open, limited, or closed to off-highway vehicles. All designations shall be based on the protection of the resources of the public lands, the promotion of the safety of all the users of the public lands, and the minimization of conflicts among various uses of the public lands; and in accordance with the following criteria:

1. Areas and trails shall be located to minimize damage to soil, watershed, vegetation, air, or other resources of the public lands, and to prevent impairment of wilderness suitability.
2. Areas and trails shall be located to minimize harassment of wildlife or significant disruption of wildlife habitats. Special attention will be given to protect endangered or threatened species and their habitats.
3. Areas and trails shall be located to minimize conflicts between off-highway vehicle use and other existing or proposed recreational uses of the same or neighboring public lands, and to ensure the compatibility of such uses with existing conditions in populated areas, taking into account noise and other factors.
4. Areas and trails shall not be located in officially designated wilderness areas or primitive areas. Areas and trails shall be located in natural areas only if the authorized officer determines that off-highway vehicle use in such locations will not adversely affect their natural, esthetic, scenic, or other values for which such areas are established.

2.6 Land Use Plan Decisions – GJFO RMP

FLPMA requires that the BLM “develop, maintain, and, when appropriate, revise land use plans” (43 United States Code 1712 (a)). BLM has deemed it necessary to revise the existing RMP for the GJFO based on a number of new issues that have arisen since preparation of the initial RMP in 1987. The range of alternatives developed in the route designation process for this TMP mirror the goals and objectives of each of the alternatives developed in the RMP revision.

2.6.1 Area Designations

Open

Open areas have been identified by alternative that are limited to a size that can be effectively managed and geographically identifiable to offer a quality, safe, and varied experience for participants. Open areas will be fenced or boundaries clearly signed, closed to shooting, and have parking and information portals.

Alternative A

Alternative A includes three open OHV areas totaling 12,500 acres of intensive travel.

The Grand Valley OHV Area (11,400 acres) is located just north of the Grand Junction Airport and consists of 17 square miles of desert like terrain. The barren hills of Mancos Shale offer challenging rides for all types of vehicles and all skill levels of riders.

The North Fruita Desert (350 acres) open area is located within the North Fruita Desert SRMA and is adjacent to approximately 250 miles of designated routes and trails. The area is mostly fenced and well-signed.

Whitewater Hill Open Area (400 acres) just outside of Whitewater and consists of a small, informal parking area with mostly Mancos Shale terrain. This is not a popular

riding area. The majority of this type of use in the this part of the planning area occurs around 34 and C Road.

Alternative B

Alternative B includes three open areas with 5,400 acres being analyzed.

This alternative includes a scaled down Grand Valley OHV area (4,900 acres) that concentrates use between 27 ¼ Road and 29 Road with designated routes connecting it to another small open area, Skinny Ridge (10 acres).

In this alternative the Whitewater Hill Open Area is changed to designate routes. A new area around 34 and C Road (330 acres) is added and may be a more suitable and enjoyable area.

The North Fruita Desert Open area is reduced by half (170 acres).

Alternative C

Open areas are not being analyzed in this alternative with no acres open to cross-country travel. All previous open areas are limited to designated routes.

Alternative D

Alternative D has the most open area acreage of any action alternative, with 10,200 acres being analyzed.

Grand Valley OHV Area (9,700 acres) is situated between two county roads with easy access. The roads provide a definite place to sign and fence for better user compliance. Skinny Ridge and other popular riding areas are included with a size that allows for diverse and challenging terrain. This area is set back from the airport, homes, and the highway to address the visual, noise, and safety concerns. A couple of portals have been identified for development of parking, signage, and restrooms.

North Fruita Desert (170 acres) is being analyzed.

The 34 and C Road open area (330 acres) is being analyzed, with easy access and better terrain than the Whitewater Hill Alternative.

Limited

“Limited to designated routes” is the default allocation for motorized and mechanized use in the planning area. All areas outside of the open and closed polygons by alternative are limited. Limitations vary by modes of travel, seasons of use, and types of user.

Generally, horse and foot travel is not limited to designated routes. Certain areas with high use, sensitive resources, or potential conflict with other users require that foot and horse travel is limited to designated routes or, in some alternatives, excluded all together.

Alternatives A, B, C and D

For the Bangs Canyon SRMA RMZ 1, 2, 3, and 4, all modes of travel are limited to designated routes.

Alternative B and C

For the North Fruita Desert SRMA RMZ 1, all modes of travel are limited to designated routes.

Alternative B and D

For the Pyramid Rock ACEC, the area is closed to all modes of travel except foot travel.

Alternative C

For the Pyramid Rock ACEC, the area is closed to all modes of travel.

Seasonal Limitations:

Five seasonal limitations for motorized and mechanized travel are proposed within certain areas limited to designated routes:

- Winter Closure (December 1 – May 1)
- Spring Closure 1 Sage Grouse - (March 1 – June 30)
- Open Rifle Hunting Season - (October 1 - November 30)
- Spring Closure 3 Elk Calving (May 15 - June 15)
- Spring Closure 2 Soils (March 1 - May 15)

These wildlife closure dates were recommended by Colorado Parks and Wildlife and are being incorporated into travel management planning throughout BLM Colorado where appropriate. Spring Closure 2 for soils would take place during spring months when saturated soil conditions are most predictable (typically associated with spring melt-out). Seasonal closures target soil mapping units particularly vulnerable to erosion. Additional surface disturbance during saturated conditions on inherently erodible soils can impair the ability of roadways to sufficiently drain water as designed. This often results in accelerated erosion from the roadbed and fill slopes which can damage roadways (making them unsustainable) and contribute towards water quality degradation. Spring melt-out typically occurs from the beginning of March through the middle of May in the GJFO planning area.

Closed

This designation closes an area to any and all motorized and mechanized travel. Areas are designated closed if closure to all types of transportation is necessary to protect resources, promote visitor safety, or reduce use conflicts. These areas vary by alternative and include WSAs, ACECs, LWWCs, WSR segments, Critical Habitat and Research Areas, Wildlife Core Areas, and Municipal Watersheds.

Generally, non-motorized/non-mechanized uses are permitted in these areas on designated trails.

2.7 Implementation Level Decisions

Implementation level decisions include the process of assigning route designations to each route within the limited polygons in accordance with alternative themes while balancing access and resource concerns. Route designation is an implementation level

decision governed by the higher level RMP. Implementation decisions are subject to appeal.

2.7.1 Process for Route Designation

GJFO Interdisciplinary Team and Cooperating Agencies convened for six weeks to look at each route by alternative and evaluate the access needs, public comments, and resource concerns of each.

2.7.2 Route Designation Criteria

For each route, the following was analyzed and recorded in the route designation process by alternative, working with the GJFO ID Team.

Route Overview and Access

Right-of-Way (ROW)

Legally recognized by another agency

Access to non-federal lands

Continuity between other county, state, or federal routes or lands

Resource Uses

Forestry

Livestock Grazing (Range)

Recreation and Visitor Services

- Loop trail
- Recognized in local maps and guides
- Resolves user conflicts
- Contributes to the route network
- Previously designated
- Access to recreation facilities

Lands and Realty

Energy and Mineral Development

Natural, Biological, and Cultural Resources

Cultural Resources

Geology

Paleontology

Soils

Vegetation (including Special Status Species)

Water

Wilderness

Fish and Wildlife (including Special Status Species and habitat)

2.7.3 Route Designations

The following designations were utilized in the route designation process:

- Open to all modes of travel;
- ATV (less than 50 inches in width), motorcycle, mechanized, and non-motorized use only;
- Motorcycle, mechanized, non-motorized travel only;
- Mechanized, horse, and foot travel only;
- Mechanized and foot travel only;
- Mechanized travel only;
- Foot and horse travel only;
- Foot travel only;
- Closed (motorized and mechanized use not allowed); and
- Administrative/permitted use only.

Table 1, Route Designations in Miles by Alternative, summarizes the proposed route designations for motorized, mechanized, horse, and foot travel by alternative. Detailed travel management zone maps that display each route's proposed designation by alternative are provided in the accompanying CD-ROM.

Table 1. Route Designations in Miles by Alternative

| Alternative A | Alternative B | Alternative C | Alternative D |
|--|--|--|--|
| <p>Action:</p> <p>In areas classified as limited to designated routes, allow travel on 3,283 miles of designated routes.</p> <ul style="list-style-type: none"> • Routes designated for all modes of travel: 150 miles • Routes designated for ATV (less than 50 inches in width), motorcycle, mechanized, and non-motorized use: 13 miles • Routes designated for motorcycle, mechanized, and non-motorized use: 52 miles • Routes designated for mechanized, horse, and foot travel only: 55 miles • Routes designated for mechanized and foot travel only: 5 miles | <p>Action:</p> <p>In areas classified as limited to designated routes, allow travel on 2,499 miles of designated routes.</p> <ul style="list-style-type: none"> • Routes designated for all modes of travel: 935 miles • Routes designated for ATV (less than 50 inches in width), motorcycle, mechanized, and non-motorized use: 115 miles • Routes designated for motorcycle, mechanized, and non-motorized use: 61 miles • Routes designated for mechanized, horse, and foot travel only: 82 miles • Routes designated for mechanized and foot travel only: 12 miles | <p>Action:</p> <p>In areas classified as limited to designated routes, allow travel on 2,016 miles of designated routes.</p> <ul style="list-style-type: none"> • Routes designated for all modes of travel: 612 miles • Routes designated for ATV (less than 50 inches in width), motorcycle, mechanized, and non-motorized use: 51 miles • Routes designated for motorcycle, mechanized, and non-motorized use: 46 miles • Routes designated for mechanized, horse, and foot travel only: 73 miles • Routes designated for mechanized and foot travel only: 6 miles | <p>Action:</p> <p>In areas classified as limited to designated routes, allow travel on 3,005 miles of designated routes.</p> <ul style="list-style-type: none"> • Routes designated for modes of travel: 1,746 miles • Routes designated for ATV (less than 50 inches in width), motorcycle, mechanized, and non-motorized use: 86 miles • Routes designated for motorcycle, mechanized, and non-motorized use: 136 miles • Routes designated for mechanized, horse, and foot travel only: 83 miles • Routes designated for mechanized and foot travel only: 14 miles |

Table 1. Route Designations in Miles by Alternative

| Alternative A | Alternative B | Alternative C | Alternative D |
|--|---|--|---|
| <ul style="list-style-type: none"> • Routes designated for mechanized travel only: 1 mile • Routes designated for foot and horse travel only: 5 miles • Routes designated for foot travel only: 5 miles • Routes designated as closed: 39 miles • Routes designated for administrative/permitt ed use only: 112 miles • Routes undesignated: 2,969 miles | <ul style="list-style-type: none"> • Routes designated for mechanized travel only: 1 mile • Routes designated for foot and horse travel only: 66 miles • Routes designated for foot travel only: 7 miles • Routes designated as closed: 954 miles • Routes designated for administrative/permitt ed use only: 980 miles. | <ul style="list-style-type: none"> • Routes designated for mechanized travel only: 1 mile • Routes designated for foot and horse travel only: 51 miles • Routes designated for foot travel only: 10 miles • Routes designated as closed: 1,593 miles • Routes designated for administrative/permitt ed use only: 1,013 miles. | <ul style="list-style-type: none"> • Routes designated for mechanized travel only: 1 mile • Routes designated for foot and horse travel only: 48 miles • Routes designated for foot travel only: 7 miles • Routes designated as closed: 345 miles <p>Routes designated for administrative/permitt ed use only: 661 miles.</p> |
| <p>Action:</p> <p>No similar action in current RMP.</p> | <p>Action:</p> <p>Implement the following seasonal travel limitations on routes designated for all modes of travel:</p> <ul style="list-style-type: none"> • Winter closure (December 1 to May 1): 99 miles • Spring closure for sage-grouse (March 1 to June 30): | <p>Action:</p> <p>Implement the following seasonal travel limitations on routes designated for all modes of travel:</p> <ul style="list-style-type: none"> • Winter closure (December 1 to May 1): 37 miles • Spring closure for sage-grouse (March 1 to June 30): | <p>Action:</p> <p>Implement the following seasonal travel limitations on routes designated for all modes of travel:</p> <ul style="list-style-type: none"> • Winter closure (December 1 to May 1): 89 miles |

Table 1. Route Designations in Miles by Alternative

| Alternative A | Alternative B | Alternative C | Alternative D |
|---|--|---|---|
| | <p>15 miles</p> <ul style="list-style-type: none"> • Spring closure for elk calving (May 15 to June 15): 9 miles • Spring closure for soil resources (March 1 to May 15): 47 miles • Rifle season opening* (October 1 to November 30): 34 miles <p>* These routes are closed year-round except during CPW rifle hunting season, generally October 1 to November 30.</p> | <p>17 miles</p> <ul style="list-style-type: none"> • Spring closure for elk calving (May 15 to June 15): 4 miles • Spring closure for soil resources (March 1 to May 15): 27 miles • Rifle season opening* (October 1 to November 30): 0 miles <p>* These routes are closed year-round except during CPW rifle hunting season, generally October 1 to November 30.</p> | <ul style="list-style-type: none"> • Spring closure for sage-grouse (March 1 to June 30): 0 miles • Spring closure for elk calving (May 15 to June 15): 12 miles • Spring closure for soil resources (March 1 to May 15): 56 miles • Rifle season opening* (October 1 to November 30): 26 miles <p>* These routes are closed year-round except during CPW rifle hunting season, generally October 1 to November 30.</p> |
| <p>Action:</p> <p>No similar action in current RMP.</p> | <p>Action:</p> <p>Implement the following seasonal travel limitations on routes designated for ATV (less than 50 inches in width), motorcycle, mechanized, and non-motorized use:</p> | <p>Action:</p> <p>Implement the following seasonal travel limitations on routes designated for ATV (less than 50 inches in width), motorcycle, mechanized, and non-motorized use:</p> | <p>Action:</p> <p>Implement the following seasonal travel limitations on routes designated for ATV (less than 50 inches in width), motorcycle, mechanized, and non-motorized use:</p> |

Table 1. Route Designations in Miles by Alternative

| Alternative A | Alternative B | Alternative C | Alternative D |
|---------------|--|--|---|
| | <ul style="list-style-type: none"> • Winter closure (December 1 to May 1): 32 miles • Spring closure for sage-grouse (March 1 to June 30): 2 miles • Spring closure for elk calving (May 15 to June 15): 0 miles • Spring closure for soil resources (March 1 to May 15): 0 miles • Rifle season opening* (October 1 to November 30): 0 miles <p>* These routes are closed year-round except during CPW rifle hunting season, generally October 1 to November 30.</p> | <ul style="list-style-type: none"> • Winter closure (December 1 to May 1): 18 miles • Spring closure for sage-grouse (March 1 to June 30): 0 miles • Spring closure for elk calving (May 15 to June 15): 2 miles • Spring closure for soil resources (March 1 to May 15): 20 miles • Rifle season opening* (October 1 to November 30): 26 miles <p>* These routes are closed year-round except during CPW rifle hunting season, generally October 1 to November 30.</p> | <ul style="list-style-type: none"> • Winter closure (December 1 to May 1): 27 miles • Spring closure for sage-grouse (March 1 to June 30): 1 mile • Spring closure for elk calving (May 15 to June 15): 8 miles • Spring closure for soil resources (March 1 to May 15): 4 miles • Rifle season opening* (October 1 to November 30): 0 miles <p>* These routes are closed year-round except during CPW rifle hunting season, generally October 1 to November 30.</p> |

3 Plan Implementation

The implementation strategy for the TMP follows a set of management guidelines known as the “4 E’s”. All management actions generally fit within these four areas:

1. Engineering – the design of roads, trails, and signs
2. Education – the use of informational signs, brochures, maps, and personal contact
3. Enforcement – the use of law enforcement personnel to enforce travel regulations
4. Evaluation – a system of monitoring to determine if objectives are being met

3.1.1 Engineering

Transportation system roads and trails are classified by maintenance levels specified in BLM Manual Handbook H-9113- 2.

BLM Route Maintenance Intensities provide guidance for appropriate “standards of care” to recognized routes within the BLM. Recognized Routes by definition include Roads, Primitive Roads, and Trails carried as assets within the BLM Facility Asset Management System (FAMS).

3.1.2 Facility Asset Management System

All roads, trails and related facilities and infrastructure will be entered into the FAMS. FAMS is a tabular engineering database that does not have a spatial component, but the attribute fields for BLM Roads in GJFO will be linked to attribute data stored in FAMS similar to the way it had been linked to Facility Information Management System data in the past.

3.1.3 Condition Assessments

Condition assessments will be conducted for roads and trails in the planning area on a priority basis and in accordance with standards and guidelines currently described in IB-2000-005, *Road and Trail Condition Assessments*. The results of these assessments will be reviewed by the state engineering staff and, if approved, will be used to update the FAMS database. These updates will be linked to the appropriate data in GIS.

3.1.4 Routes Defined

BLM transportation guidance provides definitions for transportation routes, including roads, primitive roads, and trails, and the maintenance intensity classes for transportation assets. These definitions are used in the Grand Junction TMP.

- a. Road: A linear route declared a road by the owner, managed for use by low-clearance vehicles having four or more wheels, and maintained for regular and continuous use.
- b. Primitive Road: A linear route managed for use by four-wheel drive or high-clearance vehicles. Primitive roads do not normally meet any BLM road design standards.

- c. Trail: A linear route managed for human-powered, stock, or OHV forms of transportation, or for historical or heritage values. Trails are not generally managed for use by four-wheel drive or high-clearance vehicles.

3.1.5 Functional Class

Functional classes indicate the relative importance of a route's transportation and access functions, and are the basis for geometric design standards and maintenance guidelines. The functional classifications are determined according to guidance in *BLM Manual 9113 Roads*. Functional class is defined by collector roads, local roads, and resource roads.

Collector Roads are the highest standard of BLM road. They provide primary access to large blocks of land and connect with or are extensions of a public road system. Collector roads accommodate mixed traffic and serve many uses. They generally receive the highest volume of traffic within the BLM road system. User cost, safety, comfort, and travel time are primary road management considerations. Collector roads usually require application of the highest standards used by BLM. As a result, they have the potential for creating substantial environmental impacts and often require complex mitigation procedures.

Local Roads normally serve a smaller area than collector roads and connect to collector roads or public road systems. Local roads receive lower volumes, carry fewer traffic types, and generally serve fewer users. User cost, comfort, and travel time are secondary to construction and maintenance cost considerations. Low volume local roads in mountainous terrain, where operating speed is reduced by effort of terrain, may be single land roads with turnouts.

Resource Roads are usually spur roads that provide point access and connect to local or collector roads. They carry very low volume and accommodate only one or two types of uses. Use restrictions are applied to prevent conflicts between users needing the road and users attracted to the road. The location and design of these roads are governed by environmental compatibility and minimizing BLM costs, with minimal consideration for user cost, comfort, or travel time.

Most of the routes in the planning area are designated as Resource Roads, unpaved, single lane, with very low traffic volume (Average Daily Traffic ≤ 150 vehicle passes) and very low traffic speeds.

3.1.6 Maintenance Intensities

Maintenance Intensities provide consistent objectives and standards for the care and maintenance of BLM routes according to identified management objectives. Maintenance Intensities are consistent with land-use planning management objectives (for example, natural, cultural, recreation setting, and visual).

Maintenance Intensities provide operational guidance to field personnel on the appropriate intensity, frequency, and type of maintenance activities that should be undertaken to keep the route in acceptable condition and provide guidance for the minimum standards of care for the annual maintenance of a route.

Maintenance Intensities do not describe route geometry, types of route, types of use, or other physical or managerial characteristics of the route. Those items are addressed as other descriptive attributes to a route.

Maintenance Intensities provide a range of objectives and standards, from “identification for removal” through frequent and intensive maintenance.

Level 0 routes are existing routes that will no longer be maintained and no longer be declared a route. Routes identified as Level 0 are identified for removal from the transportation system entirely.

Level 1 routes require minimum, low intensity maintenance to protect adjacent lands and resource values. These roads may be impassable for extended periods of time

Level 3 routes require more moderate maintenance due to low volume use, such as seasonal or year-round for commercial, recreation, or administrative access. Maintenance Intensities may not provide year-round access but are intended to provide resources appropriate to maintain a usable route for most of the year.

Level 5 routes require high, maximum intensity maintenance due to year-round needs, high-volume traffic, or significant use. The Level 5 designation may also include routes identified through management objectives as requiring high intensities of maintenance or to be maintained and kept open on a year-round basis.

The proposed maintenance intensity class will be developed for each route in the planning area. These will provide the basis for updating the FAMS database for the project area. Under BLM policy, transportation maintenance and repairs may be conducted on BLM routes on a case by case basis depending on need and following NEPA analysis.

3.1.7 Area and Route Signing

A sign plan is necessary to ensure that signs placed in an area are consistent with land use and other planning documents; that they are designed to be consistent with all applicable laws, regulations, and policies; and that all signs adhere to a consistent theme. A sign plan should include the goals, objectives, and responsibilities for the placement of signs, as well as an inventory of existing signs and may include a process for designing/locating new signs.

BLM Sign Guidebook covers location and placement, along with speed of travel in Chapter 4, Design Standards. Colorado Inter-Agency Travel Management Sign Standards have been developed and will be used in signing for the GJFO. (See TMP Attachment 2)

3.1.8 Sign Types

There are several types of signs that states should consider when developing state sign policy and implementing TMPs. Efforts should include identification and information signs at trailheads and entrances, and along trails, roads, primitive roads, intersections, authorized, and closed areas.

Trail Signs

There are two types of trail signs, allocation signs, and reassurance markers. Allocation signs show the permitted and not permitted uses of the trail. These signs are used at trailheads, where a trail begins, intersections, or anywhere there is a change in use type. Reassurance markers provided markers so trail users know they are still on the right trail. For example, symbols could be an arrow or the trail logo.

Road Signs

Road signs apply to signage for linear routes managed for use by low-clearance vehicles having four or more wheels, and maintained for regular and continuous use. The Manual on Uniform Traffic Control Devices standards apply to these roads. There are cases where some roads will be open to unlicensed OHVs. Signs for these roads are marked in a manner that notifies or warns the public of mixed uses.

Primitive Road Signs

Primitive road signs apply to signage for linear routes managed for use by four-wheel drive or high-clearance vehicles. These routes do not normally meet any BLM road design standards.

Other Types of Signs

Trailhead or entry signs apply to signs used at entry to trails or access points to public lands. These signs are used to notify the public of the travel management strategy or designation of the area they are entering, such as “areas limited to designated routes,” “areas limited to exiting routes,” or “open areas.”

3.1.9 Sign Placement

Travel management signing and allocation information need not be on every trail sign along the trail corridor. Travel management signs should be placed at the trailhead and at trail junctions where travel management is changing or needs reinforcement.

3.2 Education

An improved public outreach program will be initiated to instill and strengthen a more effective and responsible resource use ethic. For mapping and signing efforts, particularly at information kiosks, the GJFO will develop appropriate resource information and education. Legal penalties language will be included in all handouts, maps, and kiosks.

The BLM will work with cooperating associations and community groups to better distribute interpretive materials. In order to achieve outreach and education objectives, it is imperative to create sustainable partnerships with private groups and governmental organizations.

3.2.1 Targeted Methods of Communication

Methods of communicating with the public include the following:

- Podcasts: downloadable items such as maps, land use ethics, rules, air quality alerts, fire prevention restrictions, emergency announcements, etc.

- Electronic Kiosks: downloadable items such trail track logs, audio storytelling for cultural, historic, natural interpretative information
- Web Video & Focus Surveys: interactive sites for user info and feedback to BLM
- Web site: updated regularly and designed to give viewers something new each time they view the page, including GIS data posted to the BLM website for self-service data acquisition.
- Public Service Announcements: via radio, newspaper, TV, etc.
- Traditional Brochures and Guides

3.3 Enforcement

Currently, law enforcement coverage is provided by BLM Rangers. Enforcement actions are typically in response to complaints, and patrols are conducted on a periodic basis depending on priorities throughout the GJFO. Partnerships with local businesses and organizations will be encouraged to promote safe and responsible use of public lands. Volunteer groups may assist with monitoring, public education, and special events.

Goals for a successful enforcement plan include:

- Increasing the presence of BLM law enforcement staff and BLM law enforcement in the area. BLM park rangers will conduct high profile, routine patrols in the area to educate users about laws and regulations. They may initiate emergency or law enforcement response simply by being first on-scene;
- Improving and expanding interagency cooperation in the area;
- Concentrating efforts on high use periods, such as weekends and holidays;
- Focusing targeted enforcement in “hot spots;”
- Increasing enforcement capacity, including the use of new technology;
- Supporting volunteer efforts to educate the public on rules and etiquette; and
- Encouraging educational and monitoring efforts by volunteer user groups and citizen-based education groups, which can leverage formal law enforcement efforts. Volunteer user groups will educate users on rules and etiquette for the area.

3.4 Evaluation

As required in 43 CFR Sec. 8342.3 (Designation changes): "The authorized officer shall monitor effects of the use of off-road vehicles. On the basis of information so obtained, and whenever the authorized officer deems it necessary to carry out the objectives of

this part, designations may be amended, revised, revoked, or other actions taken pursuant to the regulations in this part."

A monitoring plan would be prepared and would include the measures for route closures and rehabilitation of impacted areas, levels, and types of uses. Natural resource conditions, such as soil erosion, spread of noxious weeds, and impacts to vegetation, would be monitored.

Inventory data presents a "snapshot" of the status of resources. Monitoring is the critical factor in determining cumulative impacts to resources. Areas must be monitored for impacts to the resources in addition to the quantity and type of uses that are occurring. Analysis and evaluation of monitoring data provides an indication of both change in use and the effects of that use on the environment.

The success of the GJFO TMP is best determined through monitoring and evaluation. BLM will develop and implement a monitoring and evaluation program for the area. It will be designed to identify and address emerging issues that may adversely impact resources or visitor experience. The data monitoring will be used to evaluate implementation progress and the effectiveness of the TMP in achieving desired outcomes and conditions and to identify adaptive measures should adverse impacts be discovered. The monitoring effort will identify specific actions, including timeframes, methods, and anticipated resource needs for environmental monitoring. The evaluation and monitoring program will be used for the following:

- To determine if recreation objectives are being met;
- To determine visitor satisfaction;
- To determine use patterns and volumes;
- To determine the condition of roads and trails, the condition of public use areas, and compliance with planned designations and use restrictions;
and
- To determine efficacy of cross-jurisdictional enforcement.

Limits of Acceptable Change indicators, or triggers, requiring adjustments to this management plan are as follows:

- Desired recreation experiences over a five year period are not being met as determined by surveys, visitor sign-in logs, or other data-gathering processes conducted in the planning area;
- Unauthorized routes, whether created by motor vehicle or non-motorized means, cannot be rehabilitated at the same rate as their creation with available funding or personnel;
- Priority or Special Status species habitat conditions are in a downward trend over a five year period, and it is determined to be a result of recreation or travel impacts;

- Riparian condition trend is not improving over a five-year period, and it is determined to be a result of recreation or travel impacts; and
- Visitor safety and assumed risk for non-shooters is determined by BLM to be unacceptable as determined by data collection and surveys conducted in the planning area.

Some features of the monitoring plan will include:

- BLM employees and volunteers will be encouraged to use trail and recreation observation booklets while in the field to document vehicle use and assist in monitoring and compliance;
- Photo-monitoring points will be established in key locations to monitor implementation actions and their effectiveness. For example, photo points can be established to monitor where cross-country travel has occurred, activity on “closed” routes has occurred, success of rehabilitation projects, extent of erosion mitigation areas as well as areas of good road quality for future reference. Photo monitoring points will be documented using GPS, and a monitoring schedule will be established;
- The monitoring data collected will be used to assess the effectiveness of the plan and associated implementation actions;
- “Closed” routes would be monitored for indications of use, rehabilitated routes will be monitored to determine effectiveness of seeding and water drainage, and the plan area will be monitored for signing conditions. Modifications to the plan would be considered if monitoring indicates that the goals and objectives are not being met;
- Recreation demand and preference will be captured by survey as funding and staffing allow;
- Upland health assessments will be conducted as warranted;
- Riparian health assessments will be conducted every 3 to 5 years;
- To maintain simplicity, hard copy binders backed up with digital data will be created and stored for a period of ten consecutive years. After ten years, only select photos and data will be retained for long term monitoring; and
- Management changes may occur based on monitoring or related data. Several different kinds of limitations, including vehicle numbers, types, use times or seasons, permitted use, designated routes, and other limitations necessary to meet land use objectives, may be implemented as necessary. The public would be notified of such changes.

4 Implementation Strategy

Following approval of the proposed plan, a notice will be published in the Federal Register, in accordance with 43CFR8365, to establish new use restrictions needed to implement and enforce the plan. **Table 2**, Implementation Timetable, provides a potential timeline for implementing and enforcing the plan.

4.1 Prioritization of Work

Specific prioritization of work will be guided by five factors/questions. The highest priority would be given to areas for which all factors apply.

1. Does it maintain or enhance public safety?
2. Is it located within an area of high resource value?
3. Does it have above-average density of important sensitive species?
4. Does it have above-average disturbance?
5. Does it have significant urban interface issues?

4.2 Case Study for Reference

Past agency experience, such as that obtained through the implementation of the *Ord Mountain Route Designation Pilot Project* in the California Desert District, can give valuable insight into not only effective implementation actions, but also the order in which they should occur. Implementation of the Ord Mountain Pilot plan revealed that the most effective short-term action taken was an increase in enforcement and visitor service patrolling, which resulted in a commensurate increase in visitor contacts. Through this increased number of contacts, visitors realized that BLM was aggressively and successfully implementing a new route network. Visitors generally responded to this in one of two ways. Those who were seeking a cross-country driving experience and did not want to be limited to routes gradually moved to the designated “Open Areas” where they could continue to recreate in a more unrestricted manner. Others continued to recreate in the Ord Mountains, generally staying on “open” routes.

The least effective short-term action taken in the Ord Mountains was signing the “closed” route network. This effort consumed a lot of staff time and signs were removed almost as quickly as they were put up. The need to resign routes placed additional demands on scarce staff time and materials.

Table 2: Implementation Timetable

| ACTION | TIMELINE |
|--|-----------------|
| <ol style="list-style-type: none"> 1. Pursue funding for outreach literature, signage and staff necessary to implement the route/facility signing effort (i.e. law enforcement, non-law enforcement type park rangers, and maintenance staff). 2. Pursue funding and contractual obligations for highest priority survey work. 3. Pursue funding for route and site rehabilitation. 4. Sign the “open” route network and limit signing the “closed” route network. 5. Maintain the “open” route network with the principal goal being to make the “open” route network more attractive than the “closed” route network. 6. Install informational kiosks and signing where they would be most effective. Site these facilities where it would reach the greatest number of visitors and where it would target an audience that might be the most receptive to such facilities. For example such facilities might be most beneficial at major trailheads and campgrounds that are heavily visited by camping families and groups. 7. Develop and publish up-to-date, readily available, and easy-to-understand maps. 8. Regularly maintain signs, kiosks, routes, maps, and brochures. | Year 1 |
| <ol style="list-style-type: none"> 1. Begin area and route rehabilitation in priority areas, such as riparian zones and along main roads. 2. Area and route rehabilitation would require active maintenance for at least one year to prevent reestablishment of routes and the growth of seed and plants. 3. Initiate enforcement and visitor service patrols with the following caveat: funding must be available to sustain the new visitor service patrol for a period of at least two years. Additional funding will be sought through BLM channels and through partnering to leverage grants or other available funds. 4. As enforcement efforts move into new areas, inappropriate use could migrate back to areas where it is not desired. Therefore, this behavior pattern will be monitored by volunteers. 5. Initiate monitoring plan. | Year 2 |
| <ol style="list-style-type: none"> 1. Begin development of area facilities. 2. Routinely maintain signs, kiosks, routes, maps, and brochures. 3. Monitoring analysis. | Year 3 |

4.3 Priorities for Site-specific Analysis

Types of surveys required would depend on the habitat type in which the route occurs.

New routes

1. New/existing routes paralleling and/or crossing stream channels supporting riparian communities. Typical survey work may include: collection of baseline morphologic data of stream channel, banks, and floodplain; site specific route information necessary to accurately input and run Water Erosion Prediction Program (WEPP) simulations, PFC evaluations and/or Pfankuch stream stability evaluations.
2. New/existing routes with multiple drainage crossings (specifically the ingress/regress to drainages) and/or routes which utilize dry washes as travel routes. Typical survey work may include: collection of baseline morphologic data of stream channel, banks, and floodplain; site specific route information necessary to accurately input and run WEPP simulations.
3. New/existing routes on mapped "Fragile soils". Survey data would be required to confirm existing or proposed routes are on mapped "Fragile soils".
4. Existing routes to be upgraded (widened and/or type of use changed from existing)
5. Existing routes with an expected increase in motorized use
6. Existing routes with an expected increase in mechanized use
7. Existing routes with an expected increase in pedestrian/ horseback use

4.4 Rehabilitation

Rehabilitation actions will be determined according to the following options:

- a. Leave route to natural re-vegetation, route is not currently visible, no need to sign.
- b. Closed routes will only be posted where evidence of use is apparent.
- c. Sign route as closed and leave to naturally reclaim.
- d. Sign route as closed, place a berm or other barrier and leave to natural re-vegetation.
- e. Sign route as closed and reclaim the portion that is visible from open routes.
- f. Sign route as closed and reclaim the entire route.
- g. Barriers will be placed in areas deemed necessary.

4.5 Reclamation Standards

The following reclamation standards will be followed:

- a. Routes identified for closure will not alter natural hydrologic function and condition of the affected watershed (e.g. closed routes will not divert runoff from natural drainage patterns).
- b. Disturbed areas will be fully re-contoured and re-vegetated with BLM-preferred seed mixtures.
- c. Seeding will be done where necessary to aid rehabilitation of closed routes. Appropriate native seed mixtures will be selected for each site based on site conditions. Reclamation techniques include ripping the surface with a tractor to break up compacted soil and allow rain retention. Broadcast seeding will be done prior to winter. Some areas will be fenced to prevent disturbance and allow for grazing rest during the first two growing seasons. This technique is typically used near main roads where camping or parking may occur.
- d. BLM will utilize native material such as rock and large woody debris to the greatest extent practicable in combination with manufactured stormwater structures (e.g. silt fence, straw wattles, etc.), and mechanical erosion control techniques (e.g. ripping, pocking) to minimize erosion and facilitate site stability.
- e. Reclamation techniques for routes in Wilderness, Wilderness Study Areas, and Lands with Wilderness Characteristics will be specifically planned to return the area to its original condition in the shortest amount of time.
- f. Weed and vegetation treatment control measures will be implemented as needed to promote re-vegetation with native plants, prevent any new weed establishment, and control of existing weed sources.

4.5.1 Funding Strategy

Significant funding will be needed for labor costs to provide law enforcement, recreation visitor services, and to cover maintenance and operational costs (e.g. supplies, materials, tools, equipment, vehicles, communications, etc.). Operations funding for cultural surveys, land health assessments, wildlife surveys, transportation maintenance, and related costs will be determined on an ongoing project basis, and planned annually. A preliminary engineering summary indicates that the facilities and road improvements will total approximately \$2,000,000 if contracted out entirely. BLM will strive to lower the costs through partnerships, in-house labor, and careful engineering.

Funds for labor, supplies and equipment will be pursued through the BLM budget process, and will be subject to appropriation of funds. Funding sources may include BLM Damaged Lands accounts, State OHV gas tax funds, and grant monies available to non-profit groups. Funding will be pursued through Challenge Cost Share projects, an agency program that matches other funding sources, assistance agreements, or plans to leverage external contributions to the greatest extent possible. Grants from various

sources will be pursued, including state, federal, and private funding sources. Appropriate agreements will need to be created.

4.5.2 Standard Operating Procedures

The following standard operating procedures will be implemented during all phases of plan implementation.

General

A visitor access guide will be published and made available as full size hard copy maps for sale, smaller maps available for free and posted virtually on the internet.

Appropriate NEPA analysis will be obtained prior to any ground disturbance not discussed in this plan, and impacts to cultural resources, or other resource values, that may be discovered will be mitigated or avoided.

Routes

Standards and guidelines will be developed for BLM road and primitive road maintenance, new construction, or reconstruction. The standards and guidelines for primitive roads will be based on the functional requirements of the various types of recreational motorized users. BLM will not develop, endorse, or publish road or trail ratings. BLM will simply describe the physical aspects of a route or recreation site, such as those for technical vehicles.

Maintenance standards for each designated route will be documented and route modifications will be identified and recommended if necessary. Maintenance will be completed only to the identified maintenance intensity level to support resource and public protection.

Maintenance of routes may be done to minimize soil erosion and other resource degradation. This maintenance will be done on a case-by-case basis, depending upon annual maintenance funding.

Maintenance procedures for physical barriers will be developed, once the number and type of barriers is determined.

Minor modifications of the road network during plan implementation are allowed without a plan amendment. FLPMA allows BLM RMPs, such as the GJFO RMP, to be "maintained as necessary to reflect minor changes in data" (Section 1610.5-4). Plan maintenance is limited in that it cannot result in the expansion of the scope of resource uses or restrictions or change the terms, conditions, and decisions of the GJFO RMP. It is limited to further refining or documenting a previously approved decision incorporated in the plan. In view of these limitations, "minor realignments" of the route network would be considered to be Plan Maintenance. The term "minor realignment" refers to a change of no more than one quarter (1/4) mile of one designated route. It could include the opening of an existing, but previously "closed" route that serves the same access need as the "open" route that is to be "realigned." It does not include the construction of a new route involving new ground disturbance, except where new construction is

necessary to avoid a cultural resource site or sensitive species. “Minor realignments” include the following:

- Minor realignments of a route where necessary to minimize effects on cultural resources.
- Minor realignments of a route necessary to reduce impact on sensitive species or their habitats.
- Minor realignments of a route that would substantially increase the quality of a recreational experience, while not affecting sensitive species or their habitat, or any other sensitive resource value.

Minor realignments must be documented in the official record. The reason for the alignment change shall be recorded and kept on file in the GJFO.

Opening or “limited” opening of a route where valid ROWs or easements of record were not accurately identified in the route designation process.

The proposed BLM Roads consist of roads or primitive roads that provide the principal access from the public highway system to public lands in the planning area. These routes are the main connectors of the planning area’s existing travel route network under current and foreseeable traffic patterns. These routes function as BLM Local, although road standards may vary depending on type of use or to meet specific management objectives. These routes will generally be the priorities for pursuing legal access acquisition or adjudicating existing access rights across non-federal land, and for completing maintenance to ensure long term, legal public access to the public lands in the planning area. These routes will generally be the highest transportation maintenance priority. Road segments from the public highways to the public land may be posted with “Public Land Access Route” signs.

When accepting a proposal, the authorized officer should consider cost recovery. Only after NEPA analysis has occurred will a formal decision to accept or reject a specific route change be made.

Hand raking and disguise of prominent “closed” routes, including planting commonly found plants on “closed” routes, will be employed to help discourage use.

Proactive route rehabilitation work would be utilized where the first phase has not proven to be successful or where route conditions were clearly beyond the capability of the first phase to address.

Having route designations in place enhances the availability of funds and would allow the BLM to pursue external sources of rehabilitation funding, such as State OHV Grants, the National Fish and Wildlife Habitat Fund, and contributions of volunteer labor from local, state, and national interest organizations.

Focus on signing of the open route network so that it is highly visible, thus discouraging interest in closed routes. The signing of closed routes will be done very infrequently,

since they have been found to be more of an attractant than a deterrent to unauthorized use.

Backcountry Airstrips

There are a number of locations throughout the GJFO that are commonly known and consistently used for aircraft landing and departure activities that, through such casual use, have evolved into backcountry airstrips (the definition contained in Section 345 of Public Law 106-914, the Interior and Related Agencies Appropriation Act of 2001). In accordance with that law, require full public notice, consultation with local and state government officials, the Federal Aviation Administration (FAA), and compliance with all applicable laws, including NEPA, when considering any closure of an aircraft landing strip.

In addition to compliance with applicable aviation regulations, backcountry airstrips will be designated and managed the same as travel routes for other forms of transportation. As such, management of backcountry airstrips would conform to all decisions, including those regarding route construction and maintenance, outlined in this travel management plan.

4.6 Mitigation Measures

During the structured analysis process, sensitive resources were identified requiring mitigation measures that would minimize effects to resources.

Best management practices such as, but not limited to, closures, relocations, drainage improvements, maintenance, hardening, change in motorized/non-motorized use, seeding, etc. shall be promptly implemented when monitoring or field reviews indicate such action is appropriate.

4.6.1 Soils and Hydrology

- a. All route construction will comply with standard criteria for placement of routes. (See TMP Attachment 1)
- b. The BLM retains the authority to temporarily or permanently close or modify appropriate modes of travel (e.g. motorized vs. non-motorized) on open routes based on site-specific resource concerns and documentation of those concerns through routine monitoring and maintenance.
- c. Surface disturbance near drainage features and total surface disturbance on mapped Mancos Shale areas will be limited.
- d. Alteration of natural hydrologic function and condition in source areas for springs, seeps, and fens will be avoided. Surface disturbing activities will be relocated away from these sensitive areas as site conditions warrant.
- e. Low water crossings will be constructed at original streambed elevation in a manner that will prevent any blockage or restriction of the existing channel.

- f. Drainage relief structures will be utilized on all routes as site-specific conditions, such as buffer length and slope to natural drainages, route slope, fill slope, soil type, rock content, etc., require.

4.6.2 Cultural

Travel Management decisions will have both positive and negative impacts on cultural resources in the GJFO. Site damage could occur to significant sites due to erosion potential and direct disturbance through the ground disturbing activities of travel management, such as trail and road construction, reclamation, and maintenance, as soils will be stripped of stabilizing vegetation, woody debris, and large rocks. Decreased soil stabilization increases erosion potential, elevates potential alteration of natural drainage patterns with formation and enhancement of rills, pedestals and gullies, and could reveal and impact additional subsurface cultural features.

In contrast, some road and trail maintenance might be beneficial by protecting sites from erosional runoff. There are trade-offs associated with the change from unregulated travel use and cross-country travel in the GJFO to concentrating use to designated routes. It is likely that cultural resources along designated routes will experience increased impacts through use, but that cultural resources outside designated routes would see reduced impact.

The BLM GJFO will work with Colorado State Historic Preservation Office (SHPO) to develop agreements related to travel management and cultural resource which may include the use of strategic cultural resource survey sampling and modeling in portions of the GJFO. (See TMP Attachment 3)

Prior to any ground disturbing activity cultural resource surveys, in compliance with Federal laws, would be completed and the appropriate entities, such as SHPO and interested Native American tribes, would be consulted with prior to the activity occurring.

For trail and road construction projects and maintenance projects the BLM may choose one of the following options if significant (eligible or potentially eligible “needs data”) cultural resources are discovered or known in the area:

1. The BLM may choose to not perform construction or maintenance on areas that would directly impact sites,
2. The BLM might reroute roads, primitive roads, and trails to avoid significant cultural resources on existing and proposed construction. These reroutes would require surveys for cultural resources and would have to allow for other resource specialists to analyze the locations of the reroutes,
3. The BLM may choose to conduct evaluative testing to determine final eligibility on potentially eligible sites. The BLM would consult with SHPO on changes to site eligibility.
4. Eligible sites may be mitigated via data recovery through excavation to reduce the effects of the trail and road maintenance, reclamation, and

construction. Both SHPO and interested Native American tribes would be consulted prior to any proposed data recovery mitigation on significant cultural resources.

4.6.3 Sensitive Status Species

To prevent the seeding and spread of invasive, non-native species, BLM-approved seed mix will be used during reclamation activities, and seed mixtures shall contain no noxious, prohibited, or restricted weed seeds. Where soil disturbance will occur, all equipment will be required to be cleaned and inspected prior to use within the planning area. Public education and signs promoting the use of clean vehicles to prevent the spread of weeds, shall be included in entry kiosks and on literature.

The GJFO contains threatened, endangered, and other special status plants, wildlife and fish. As knowledge grows regarding the distribution of species and the effects of travel management on species and their habitat, the GJFO may recommend modifications to the proposal to enhance conservation and management objectives for these species or their habitat.

4.7 Lands Actions

Lands actions include the following:

- Improve legal access to public land, where appropriate and necessary.
- Identify needs and request funding for motorized and non-motorized access, exchanges and acquisitions and incorporate them in the existing ranking system.

Easements, ROWs, and Permissive access license agreements include:

- Acquisition of road or trail easement or issuance of an ROW on an existing or historic physical access will be pursued only in areas where those actions will contribute to the protection of natural resources and not for the sole enhancement of recreation opportunity.
- Easements may be acquired through donation following the procedures set forth in *BLM Manual 2100 - Acquisition*.

Attachment I

Criteria for Placement of Routes

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**Bureau of Land Management
Grand Junction Field Office**

CRITERIA FOR THE PLACEMENT OF TRAILS

The following criteria are used to determine suitable locations for new trails and trail reroutes within the Grand Junction Field Office management area. This document utilizes terminology from the “Recommended Standardized Trail Terminology for Use in Colorado.” (COTI 2005)

These criteria are to be followed as guidelines. Not all of the criteria can be met on every segment of every trail. Their purpose is to help create sustainable, low maintenance trails that provide quality recreation experiences based on predetermined trail management objectives (TMOs). Specialty trails requiring higher maintenance may be allowed in appropriate locations.

1. Know and understand trail management objectives. TMO’s provide the framework for what the trail will look like, who will be using the trail, and how the trail will be managed. Different TMO’s may allow different applications of the criteria below.

2. Create loops and avoid dead end trails. All trails should begin and end at a trailhead or another trail. A well-planned stacked loop trail system offers recreationists a variety of trail options. Easier, shorter loops are arranged close to the trailhead, with longer, more challenging loops extending further beyond the trailhead. Occasionally, destination trails to a point of interest will require an out and back trail, but only if they cannot be reasonably incorporated into a loop.

3. Identify control points and use them to guide trail design and layout. Control points are specific places or features that influence where the trail goes. Basic control points include the beginning and end of the trail, property boundaries, intersections, drainage crossings, locations for turns, and other trails.

Positive control points are places where you want users to visit, including scenic overlooks, historic sites, waterfalls, rock outcroppings, lakes, rivers and other natural features or points of interest. If the trail does not incorporate these features, users will likely create unsustainable social trails to get to them.

Negative control points are places you want users to avoid, such as low-lying wet areas, flat ground, extremely steep cross slopes or cliffs, unstable soils, environmentally sensitive areas, sensitive archaeological sites, safety hazards, and private property.

Knowing these control points provides a design framework. Try to connect the positive control points while avoiding the negative control points.

4. Use cross slope and avoid flat ground whenever possible. The trail tread should generally run perpendicular to the cross slope and should utilize frequent grade reversals. This is the best way to keep water off the trail. Use curvilinear design principles to create a trail that follows the natural contours of the topography, sheds water, blends with the surrounding terrain, and provides fun recreation opportunities.

The following grade guidelines will help determine appropriate tread locations.

- The Half Rule: “A trail’s grade shouldn’t exceed half the grade of the hillside or sideslope (cross slope) that the trail traverses. If the grade does exceed half the sideslope, it’s considered a fall-line trail. Water will flow down a fall-line trail rather than run across it. For example, if you’re building across a hillside with a cross slope of 20 percent, the trail-tread grade should not exceed 10 percent.” (IMBA 2004) Steeper cross slopes allow more flexibility for sustainable tread grades while flat or low angle cross slopes can be problematic. There is an upper limit to this rule. Sustaining a 24 percent tread grade, even on a 50 percent cross slope is unlikely. Additionally, trail segments may break this rule on durable tread surfaces such as solid rock.
- The Ten Percent Average Guideline: The average trail grade over the length of the trail should be 10 percent or less for greatest sustainability. Short sections of the trail may exceed this, but the overall grade should remain at 10 percent or less.
- Maximum Sustainable Grade: This is the upper grade limit for those short trail segments that push the limits of the previous two guidelines. It is determined by a site-specific analysis based on TMO’s, environmental conditions, and observations of existing trails – what’s working, and what’s not?
- Grade Reversals: Frequent changes in the direction of tread grade (gentle up and down undulations) will ensure that water is forced off the trail at frequent intervals.

5. Locate trails in stable soils. Avoid clays, deep loam and soils that do not drain rapidly. Consider season of use and type of use. A trail on a south aspect will have greater usability and sustainability for winter use. The capabilities of motorized vehicles to function in wet/muddy conditions make it imperative to avoid unstable or poorly drained soils. Trails that are less likely to be used when wet may be located in less-desirable soils if necessary. In western Colorado’s arid environment, the best soil conditions for trails are those with high rock content. Utilize slick rock for trail tread when possible. Sand is acceptable in dry washes, but otherwise avoid sand.

6. Drainage crossings are key control points and should be selected carefully. Consider both the trail’s impact on the drainage (erosion and sedimentation), and the drainage’s impact on the trail (changing tread surface, water channeling onto trail). The trail should descend into and climb out of the drainage to prevent water from flowing down the trail. Avoid long or steep entries into drainages. Design grade reversals into the trail on each side of the approach to minimize water and sediment entering from the trail. Look for drainage crossings on rock.

7. Dry washes can be excellent travel ways. They are well defined, contain noise, and are periodically resurfaced by flowing water. As long as the wash does not support riparian vegetation and has no major safety problems, like water falls, they are well suited to be part of a recreational trail system.

8. Avoid switchbacks. Switchbacks are difficult, time-consuming, and expensive to construct, and require regular maintenance. Users often cut them, causing avoidable impacts. Utilizing curvilinear design principles eliminates the need for most switchbacks. Climbing turns are easier to construct and maintain and utilize natural terrain features (benches, knolls, rock outcrops) to change the direction of a trail.

9. Avoid ridge tops. Ridge tops are often primary transportation corridors for wildlife, and were often used by Native Americans as travel routes. Noise from ridge top trails is broadcast over a wide area. Locate trails on side hills, off ridge tops, using ridges and watersheds as natural sound barriers to isolate noise.

10. Use vegetation and other natural features to conceal the trail and absorb noise. This can be difficult in a desert environment. Try to minimize the visual impact of the trail by following natural transitions in vegetation or soil type. A trail near the base of a sideslope or on rimrock is usually less visible than a mid-slope trail. Denser vegetation will hide a trail, lessen noise transmission, and can dissipate the energy of falling raindrops on the bare soil of the trail tread.

11. Carefully design intersections to avoid safety problems. When locating a bicycle or motorized vehicle trail be aware of sighting distance and sight lines. Collisions can be avoided if riders can see each other. Avoid four way intersections. Offsetting the cross traffic helps reduce speeds and reduces the risk of collisions.

Sources:

Off Highway Motorcycle and ATV Trails: Wernex, 2nd edition, American Motorcycle Assoc. 1994

Off Highway Vehicle Trail and Road Grading Equipment, Vachowski, Maier, USDA Forest Service Missoula Technology and development Center 1998 Doc# 7E72A49

Mountain Bike Trails: Techniques for design, construction and Maintenance, McCoy Stoner, USDA Forest Service, Missoula Technology and Development Center

Recommended Standardized Trail Terminology for Use in Colorado, Colorado Outdoor Training Initiative (COTI). 2005

Tractor Techniques for Trailbed restoration, Hamilton, USDA Forest Service 1994

Trails 2000, Lockwood USDA Forest Service 1994

Trail Construction and Maintenance Handbook, Hesselbarth, Vachowski, USDA Forest Service (4E42A25-Trail Notebook) 2004

Trail Solutions, IMBA's Guide to Building Sweet Singletrack, International Mountain Bicycling Association (IMBA) 2004.

USDA Forest Service Travel Management Handbook, FS 2309.18

Attachment 2

Colorado Interagency Travel Management Sign Standards

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09/30/02

Travel Management Signs for Public Lands in Colorado

Background

Four travel management signs were developed at the Colorado Natural Resource Group (CNRG) sponsored 1998 travel management conference held in Denver on Sept 11-12, 1998. Those signs include a Trail sign, an Area Open sign, a Travel Restricted sign and a Road Use sign. On June 15, 2001 an interagency implementation group met and recommended an additional Road Use sign to be placed on roads not intended for use by standard passenger cars. This recommendation was supported and approved by the CNRG. The following descriptions provide direction on the installation and use of these approved travel management signs.

Standards For All Signs

These signs are intended to inform the traveler on what the travel management direction is for an area, road or trail.

Color:

Color on the signs will be white on brown.

Symbols:

Eight federal recreation symbols are used on these signs. To ensure consistency the symbols are as follows: hiker (RL-100); cross-country skier (RS-040); horse (RL-110); bicycle (RL-090); trail bike, i.e., trail motorcycle (RL-150); all-terrain vehicle (RL-170); snowmobile (RS-070); and high clearance vehicle (RL-140). There will be no additions or substitutions. Always use international symbols, and ensure that they are the current symbols.

Symbols will be reflectorized.

A red slash across a symbol will be used to display closures. No other color than red should be used for the slash.

Consistency is the key to the success of these signs. Whenever symbols are used, the order of placement will be: hiker, cross-country skier, horse, bicycle, trail motorcycle, ATV, snowmobile and high clearance vehicle. Any of the symbols may be eliminated when appropriate, but the remaining order will be maintained.

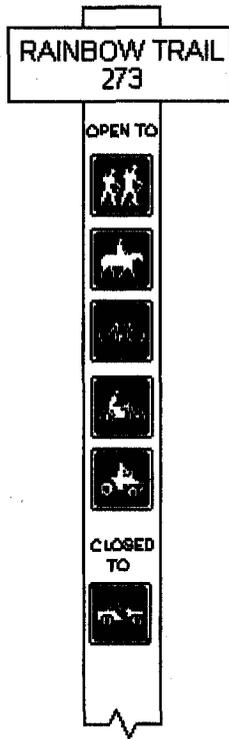
Material:

Travel management signs will not be constructed on paper or poster type materials.

Fonts

The fonts will be Gothic C, standard highway fonts. The lettering size will not be smaller than one half inch.

Trail Sign



Standard Format

Travel Management signage for trails is critical in today's world. The trail users want to know what modes of travel are allowed on the trail they are ready to use, as well as what modes of travel are prohibited on that trail.

Trailhead Signage

All trailheads should have travel management signing regardless of the level of development at the trailhead. At a minimum, the user should see the name and number of the trail, with travel management information clearly displayed as a sign assembly. See diagram at left.

The trail name and trail number should read horizontally. The travel management should be displayed vertically. A destination is optional for the trail sign. Follow responsible agency's manual direction on proper wording, abbreviations, and placement of text for direction signs.

Placement of International Symbols

To show the travel modes allowed, use the words "Open To" and show the international symbols below. Display the modes of travel that are prohibited using the words "Closed to" with a red slash across the international symbol below.

Symbol Size

The size of symbols for trail usage is 3x3 inches for each symbol.

Agency Logos

The agency logo(s) may be placed at the bottom of the vertical travel management sign. It can be smaller than the 3x3 international symbol. Consider keeping it white on brown.

Placement of Travel Management Signs

Travel management signing need not be on every trail sign along the trail corridor. Travel management signs should be placed at the trailhead, and at trail junctions where travel management is changing, or needs reinforcement.

Travel Restricted Area Sign



Standard Format

The Travel Restricted Area sign is intended to be used where a traveler crosses into a travel restricted area from an open area. This does not include wilderness areas. This sign is intended to alert the traveler that off road travel is prohibited and there may be some additional restrictions on certain routes.

Install this sign where it is safe for traffic to stop to view the message.

The Trail sign and Road Use sign will be used to designate routes. All other signing alternatives will no longer be used.

Symbols

Only the modes of travel that are restricted should be shown on this sign.

Allowable Alterations

The word "Designated" may be changed to "Established" while area management prescriptions are being changed from "open to off-road travel" to "restricted to roads and trails". When the roads and trails that will be retained as the managed transportation system have been identified the word "Established" should be changed back to "Designated." This is intended to be an interim policy to allow for the orderly transition between "open to off-road" to "restricted to route" policy.

Lettering

Minimum size of lettering will be one inch.

Minimum lettering size for "TRAVEL RESTRICTED AREA" wording will be one half inch larger than all other lettering.

Area Open Sign



Standard Format

The "OPEN AREA" sign is used for specific areas with identifiable boundaries in which travel is allowed both on and off roads. An area identification is optional. If the area name is desired, place the name at the top of the sign. The message "THIS AREA OPEN TO ALL TRAVEL ON AND OFF ROADS AND TRAILS USING" is to be placed below the name of the area and above the recreation symbols. Agency logos and/or names are to be placed below the recreation symbols. Every sign should include at least one agency identification of some sort so the public knows where questions and comments can be directed. Areas managed by multiple agencies may show only agency logos across the bottom of the sign.

In most cases this sign would be installed at all access points into a specified open area.

Road Use Sign



Standard Format

These signs are travel management signs and are not intended to replace road name or road number signs. Where there are travel restrictions, the road name and number may be included on these signs.



Road Use signs are used to identify “designated routes” through a travel restricted area. They also inform the traveler of the modes of travel allowed on the route. The sign may contain several messages.

Options – Horizontal Display

This sign is appropriate on roads intended for use by standard passenger cars, or on lower standard roads where the complexity of the travel management message (i.e., seasonal closures) requires the use of horizontal display. There are 3 options for this sign (see diagrams at left). They are:



OPEN TO: is intended to show, using symbols, the modes of travel allowed on the road. Display all the symbols under the words “Open To.”

CLOSED TO: is intended to show, using symbols, the modes of travel that are not allowed on the road. This sign will first show the modes of travel that *are* allowed on the road under the words “Open To”. Below these, the modes of travel that are prohibited will be shown with red-slashed symbols under the words “Closed To.” The reason for the closure is optional.

SEASONAL CLOSURE (with dates): This sign will first show the modes of travel that *are* allowed on the road under the words “Open To”. Below these, the modes of travel that are restricted will be shown with red-slashed symbols under the words “Seasonal Closure”. The dates of the restricted travel will be shown below the symbols.



FR 17-1
18" X 18"
(w/green circle)

OHV Sign

Road Identification

The road name is not required. If the road name is desired, it will be placed at the top of the sign along with the number.

Symbols

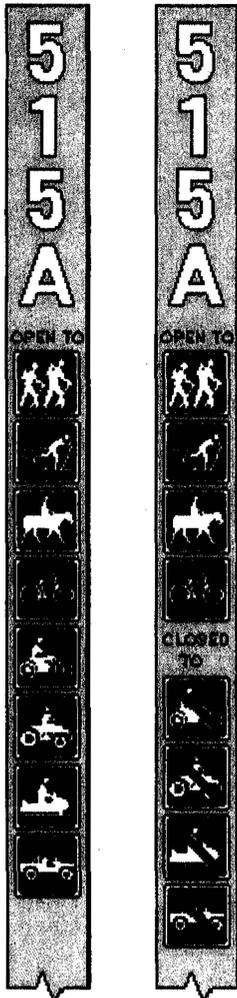
The minimum symbol size will be 3” x 3”.

ATV Usage

If the only change of use on the road is allowing ATV’s the open OHV sign can be used in place of the Road Use sign.

Options – Vertical Display

This sign is appropriate on roads not intended for use by standard passenger cars. There are two options for this sign. They are:



OPEN TO: is intended to show, using symbols, the modes of travel allowed on the road. Display all the symbols under the words “Open To.”

CLOSED TO: is intended to show, using symbols, the modes of travel that are not allowed on the road. This sign will first show the modes of travel that *are* allowed on the road under the words “Open To”. Below these, the modes of travel that are prohibited will be shown with red-slashed symbols under the words “Closed To.” The reason for the closure is optional.

SEASONAL CLOSURE (with dates): The complexity of the travel management under this scenario requires the use of the horizontal display to convey the entire necessary message. Refer to the direction for horizontal display above.

Road Identification

The road name is not appropriate on the vertical display. The number will be placed vertically at the top of the sign to distinguish these routes from trails.

Symbols

The minimum symbol size will be 3” x 3”.

Agency Logos

The agency logo(s) may be placed at the bottom of the vertical display. It can be smaller than the 3x3 international symbol. Consider keeping it white on brown.

Attachment 3
Addendum I to Colorado Protocol

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**Addendum 1 to the Colorado Protocol:
Section 106 Requirements For
Comprehensive Travel and Transportation Management Planning**

Background

As part of its comprehensive travel and transportation management planning program (CTTM), the Bureau of Land Management (BLM) is required to designate travel management routes and areas on public lands as open, limited, or closed to off-highway vehicle (OHV) use (as required by Executive Order 11644 ((as amended by Executive Order 11989) and regulation (43 CFR Part 8340)) and other travel use in every land use plan (LUP). CTTM planning considers both motorized and non-motorized travel, such as, OHV's, horseback riding, biking, and hiking.

Absent designation, routes and areas are subject to uncontrolled travel. Designation of routes and travel network areas generally has the beneficial effect of controlling impacts of travel on public lands, including on cultural resources. Designation provides a purposefully designed and clearly delineated travel network, reduces the potential for user caused route proliferation, and facilitates travel management and law enforcement. 43 CFR Part 8340 authorizes the closure of routes and areas to the types of OHV travel that have caused or may cause adverse effects to cultural resources. In addition, route designations prohibit indiscriminate cross-country travel that may cause adverse impacts to cultural resources.

Purpose

The closure and reduction of unmanaged cross-country travel is intended to protect cultural resources across a broad landscape. It is in the interest of cultural resource protection to complete the designation process as soon as possible. Most existing routes are user-created and have not been inventoried for cultural resources and the effects to them are not well documented. Because of the large number of existing and new routes and areas that will be designated by each planning effort, a phased identification effort is needed to complete BLM Section 106 responsibilities pursuant to 36 CFR 800.4 (b)(2). This phased identification effort is integrated into three steps of CMMT: planning, route development, and route maintenance.

This Addendum replaces two Programmatic Agreements (PA's) regarding travel management in the Royal Gorge Field Office (RGFO) and the Kremmling Field Office (KFO). The signatories of the PA for the RGFO includes the BLM, Colorado State Historic Preservation Office (SHPO), the Advisory Council on Historic Preservation (ACHP) with the Comanche as a concurring party initiated on June 3, 2003. The PA for the KFO includes the BLM and the SHPO with the Southern Ute as a concurring party initiated on January 11, 2005. Both PA's will be terminated on the effective date of this Addendum following the procedures in these agreements. BLM will notify all signatories of the PA's of the termination and the implementation of this Addendum.

Development of Planning Alternatives:

Selection of specific route networks and imposition of other use limitations, will avoid impacts on cultural resources where possible. In accordance with 43 CFR 8342, existing cultural resource information must be considered when choosing among the range of alternatives for the design of a planning area travel system, including the potential impacts on cultural resources when determining whether each of the routes or areas in a planning area should be designated as open, limited, or closed. Eligible and potentially eligible (need data) cultural resource sites may be protected through rerouting, excavation of archaeological resources, limitations on vehicle type and time or season of travel, closure, and other less common mitigation strategies. Evaluation of routes or areas to be designated as closed to protect cultural resources should be based on existing inventory information and should not be postponed until additional information is acquired.

Plan Development, Maintenance and Modification

A BLM cultural resource specialist will be involved *throughout* the planning process and on any team working on periodic plan maintenance or on a plan amendment. Cultural resource inventory and monitoring information, gathered after a plan is approved, maintained, or amended, should be used to review and update the route network as necessary in any plan maintenance or plan amendment process.

Compliance with Section 106

Designation of routes and areas are considered undertakings for the purposes of Section 106 of the National Historic Preservation Act (NHPA). The signing of existing routes – does not include the construction of kiosks or other structures being used to hold information – is not considered an undertaking under NHPA. Route and area designation is considered a non-routine undertaking under the Colorado Protocol because of the magnitude and scope of this action and requires an addendum to the Protocol to address these requirements. Given the nature and potential adverse effects to historic properties from the designation of routes and areas in planning documents, Section 106 compliance for these undertakings will be accomplished as described below.

Area of Potential Effect (APE)

The APE includes a corridor that extends at least 50 feet on both sides of the centerline of the road or trail. A 300-foot use corridor will be used when parking, camping and staging areas are allowed adjacent to roads. Additional areas may be inventoried when the cultural resource specialist believes alterations in trails or roads, or changes in their use, may result in indirect impacts, such as vandalism, to cultural resources. Nickens, Tucker and Larralde (1981), *A Survey of Vandalism To Archaeological Resources in Southwestern Colorado*, provides useful information about the potential for vandalism and other indirect impacts to cultural resources from road access. This publication is accessible at http://www.blm.gov/heritage/adventures/research/StatePages/CO_pubs.html

Inventory Requirements

Three principal guidelines will be followed:

- Proposed designations that allow continued use of existing routes and keep an open area open may have adverse effects to cultural resources. When the BLM cultural resource specialist determines that existing information reveals areas where adverse effects to cultural resources have occurred, are occurring, or have a reasonable expectation of occurring from travel, some degree of Class III inventory in the APE will be required.
- Proposed designations that impose new limitations on an existing route, close an open area or travel route and keep a closed area closed are unlikely to adversely affect cultural resources. No further field inventory of these routes and areas is required.
- Proposed designations of new routes or areas as open to travel are subject to Section 106 compliance in the same manner as any undertaking. Class III inventory in the APE is required **prior to designation** of new routes or areas as open to travel, and for new locations proposed as camping areas, staging areas or similar areas of concentrated travel.

Phases of Identification:

- Phase 1: Planning: This phase primarily involves using existing information to identify the field inventory needs for designated routes or areas and for route closures in the APE. The plan implementation schedule will identify field inventory needs, needed funding and the schedule of completion. The plan will reference this addendum.
- Phase 2: Route development: This phase involves the Class III inventory of most designated routes scheduled for inventory in the APE.
- Phase 3: Route maintenance: This phase involves the Class III inventory of the lowest priority designated routes scheduled for inventory in the APE.

Existing cultural resource information: Every new, revised and amended LUP must incorporate sufficient information to identify the nature and importance of all cultural resources known or expected in the LUP area. Where this information is lacking or out of date, the LUP Preparation Plan should include provision for developing or revising this information as part of the overall plan development, revision, or amendment process. Cultural resource information from the planning area's Class I overview, or existing cultural resources records search and literature review, will be considered when choosing among the range of possibilities in designing a planning area travel system for proposed designation.

The records search and literature review will include the field office and the SHPO database and records, information from the most recent regional overview for the field

office, the statewide context documents, and knowledge of the cultural resource specialist.

Field Inventory: Field inventory requirements, priorities and strategies will vary depending on the nature and potential effect of the proposed travel activity and associated use levels (See Definition section) and the expected density and nature of cultural resources based on existing cultural resource information.

Federal interstate highways and State highways (primary and secondary) are not included here because Section 106 actions are the responsibility of the Federal Highway Administration, as implemented by the Colorado State Department of Transportation.

Existing routes that have been regularly maintained (Types 3A-C) do not require field inventory. [See Definitions section]

Existing routes that have not been regularly maintained (Types 4-6F) require further field inventory. [See Definitions section]

Class II inventory will be conducted on designated routes and areas in the APE that allow continued use of an existing route and keep an open area open. Class II inventory will require field visitation of known "need data" and eligible cultural resources located within or immediately adjacent to existing routes. Also, Class III inventory will be conducted on an existing route or routes in the APE that best represents the topographical/vegetation variation in the travel management area. Inventory will include the documentation of impacts from travel and the need for further Class III inventory.

Class III field inventory will be conducted in the APE for the following undertakings: (1) some designated routes and areas that allow continued use of an existing route and keep an open area open based on the results of Class II inventory, (2) all new construction of routes and the maintenance of route types 4-6F located either in the footprint or outside the footprint, such as, drainage pitch-out, culvert replacement, cattle-guard placement, facility maintenance, and restoration, and (3) route closure actions that disturb the ground both in and outside the existing route footprint. Closure actions that only impact the disturbed surface, such as hand-brushing actions, are considered to have no effect on cultural resources. Class III inventory will follow the standards identified in the Colorado Handbook of Guidelines and Procedures for Identification, Evaluation, and Mitigation of Cultural Resources – Chapter 3 (1998) attached to the Colorado Protocol.

Adverse Effects

For all adverse effects to historic properties, the cultural resource specialist will follow the evaluation, treatment, mitigation, and reporting procedures outlined in the Colorado Protocol.

Monitoring

Areas and routes that are designated open to travel in the APE will be monitored for impacts to resources, and a BLM cultural resource specialist will be included on the team

responsible for developing and implementing the monitoring standards and process. The monitoring standards and process will consider the intensity and type of travel, the density and sensitivity of cultural resources, and the potential for adverse indirect and cumulative impacts, including route proliferation. When monitoring identifies adverse effects to cultural resources from route or area designation, the decision record should make it clear which mitigation actions will be taken, and when they should be taken, in order to minimize additional environmental analysis required prior to implementation.

Monitoring will be based on the schedule identified in each plan. The BLM cultural resource specialist, as part of the monitoring team, will identify an appropriate monitoring schedule for cultural resources. The monitoring results will be reported to the SHPO in the annual report required under the Protocol. Any changes in monitoring will be identified and agreed to at the annual meeting with the SHPO on the Protocol and implemented upon an agreed time frame.

Emergencies

All travel management is subject to prohibitions against operation of vehicles on public lands in a reckless, careless, or negligent manner; and in excess of established speeds or in a manner causing or likely to cause undue damage to cultural and other resources. Where an authorized officer determines that OHVs are causing or likely to cause adverse effects to cultural resources, 43 CFR 8342 requires immediate closure to the type or types of vehicles causing the adverse effect until the adverse effects are eliminated and measures implemented to prevent recurrence. Field inventory is not required prior to the emergency closure.

The Authorized Officer will notify the SHPO and other consulting parties by telephone within 48 hours and identify the steps being taken to address the emergency, describe the discovered cultural resource and its significance, and describe the emergency work and potential adverse effects on the discovery. Consultation will begin as soon as possible after notification to determine what mitigation measures are needed. Within 30 days following this notification, the Authorized Officer will document to the SHPO and consulting parties the actions taken to minimize effects and the work's present status. The results of mitigation will be fully documented in reports, site forms and photographs meeting the requirements in the Protocol. The documentation will be forwarded to the SHPO in accordance with the timetables established in Section X of the Protocol.

Discoveries

Discoveries may be identified during implementation and monitoring and will follow the procedures identified in Section X of the Colorado Protocol. Work in the immediate area of the discovery will cease until the discovery has been evaluated pursuant to Section VII of the Colorado Protocol. This may require the closure of the route until mitigation is completed. Within 48 hours of the discovery the SHPO and consulting parties will be notified of the discovery, and consultation will begin to determine an appropriate mitigation measure. BLM will ensure that the discovery is protected from further disturbance until mitigation is completed.

Pursuant to 43CFR10.4(g), the BLM authorized officer must be notified, by telephone, with written confirmation, immediately upon the discovery of human remains, funerary items, sacred objects, or objects of cultural patrimony. Further, pursuant to 43CFR10.4 (c) and (d), activities must stop in the vicinity of the discovery and the discovery must be protected for 30 days or until notified to proceed by the authorized officer. All reasonable measures will be taken to resolve any issues regarding affiliation and disposition of discovered remains within a 30 calendar day period beginning with the agency certification of initial notification.

For Native American human remains and associated cultural items discovered on Federal land, the BLM will meet the requirements of the Native American Graves Protection and Repatriation Act (NAGPRA) for all inadvertent discoveries and discovery situations on a case-by-case basis in accordance with 43 CFR 10. For all other human remains and associated artifacts, the procedures identified in the 1989 Guidelines, Colorado Inadvertent Burial Discovery Procedures will be followed.

Consultation

Consultation with the SHPO and affected Tribes is required for all planning efforts and, as necessary, with other consulting parties. The SHPO will be consulted during planning and invited to participate in the development and implementation of identification, monitoring, and treatment options. The planning team will consult with potentially affected Tribes to solicit concerns relative to planning options and to ensure that appropriate identification and treatment options are developed and implemented during or after the planning effort. Consistent with BLM Manual 8120 and Handbook H-8120-1, additional consultation may be required for specific planning decisions and project implementation.

Funding

Route and area designation is an undertaking initiated by the planning program. The cultural resource program provides administrative support from the BLM cultural resource specialist during the planning effort. This work includes conducting the needed records and literature search and providing the input for all National Environmental Policy Act documentation. The planning program can assist with costs associated with consultation and Class I overviews.

Benefiting programs are expected to fund most cultural resource needs during development and maintenance phases to accomplish the field inventory and other needed work to satisfy BLMs requirements under Section 106 of NHPA and the Colorado Protocol. The cultural resource program can fund cultural resource work in areas and on sites that are identified in the State Strategic Plan as high priority for proactive inventory and for protection of "at-risk" cultural resources. These accomplishments are reportable under the cultural resource program elements identified in the Management Information System database.

Definitions

Route types (based on typology used by the engineering program):

[1]-[2]: Federal interstate highways, and State highways (primary and secondary).

[3A-3B]: BLM regularly maintained road (light-duty/constructed/gravel and paved).

[3C]: BLM regularly maintained road (light-duty/constructed/dirt).

[4]: BLM not-regularly-maintained road (primitive/constructed).

[5]: BLM not-regularly-maintained road (primitive/user-created).

[6A-B]: BLM motorized trail (single and double track/ATV, motorcycles).

[6C-F]: BLM non-motorized road and trail (single track/foot, horse, mountain bike).

[7]: BLM closed road

Use Levels (based on terms commonly used in travel management planning):

Decreased Use: This reduces the current use level by lowering the number and density of existing routes.

Maintain Current Use: This maintains the existing number and density of existing routes.

Increased Use: This may include a low increase (a small increase in the number of routes and density) or a high increase (a high number of routes and density).

BUREAU OF LAND MANAGEMENT



Linda M. Anafia, Deputy State Director

10/26/08

Date

COLORADO STATE HISTORIC PRESERVATION OFFICER



Georgianna Contiguglia, State Historic Preservation Officer

October 19, 2008

Date

Attachment 4

List of Participants

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Travel Management Route Designation Recommendation Process Attendees (2010)

| Name | 3/15 | 3/16 | 3/17 | 3/18 | 3/22 | 3/23 | 3/24 | 3/25 | 4/05 | 4/06 | 4/07 | 4/08 | 4/12 | 4/13 | 4/14 | 4/15 | 4/20 | 5/13 |
|--|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| Grand Junction Field Office Staff | | | | | | | | | | | | | | | | | | |
| Michelle Bailey | | | X | X | X | X | | | X | X | X | | X | X | | | | |
| Eric Boik | X | | | | | | | | X | | | X | X | | X | X | | |
| Terry Bridgman | X | X | X | X | X | X | X | X | | X | X | X | X | X | X | X | | |
| Julia Christiansen | | | | | | | | | | X | | | | | | | | |
| Doug Diekman | X | X | X | | X | X | X | | | | | | X | X | | X | | X |
| Nate Dieterich | X | X | X | X | X | X | X | X | X | X | | X | X | X | X | X | X | X |
| Jim Dollerschell | X | X | X | X | | X | X | X | X | | X | X | X | X | | X | | X |
| Robert Fowler | | X | X | X | X | X | X | | X | X | | | | | | X | | X |
| Scott Gerwe | | | | | X | X | | | | | | X | X | | | | | X |
| Dan Gourley | X | X | X | X | X | X | X | | X | X | X | X | X | X | X | | | X |
| Chris Ham | | X | X | | | | X | | X | | | | X | | | | | X |
| Bob Hartman | X | X | X | X | | X | | | | | | | | X | | X | X | |
| Mike Jones | X | X | | | | | | | | | | | | | | | | |
| Alan Kraus | | | | | | | | | | | | | X | | | | | |
| Robin Lacy | X | X | X | | | X | | | | | | | | | | | | X |
| Aline LaForge | | | X | | | | X | X | | | | | | | | | | |
| Alissa Leavitt-Reynolds | X | X | X | X | X | | | | X | X | | | X | X | | X | | X |
| Anna Lincoln | X | X | X | X | X | X | X | X | X | X | | X | X | X | X | X | X | X |
| Ken Lloyd | | X | | | | X | | | | | X | | | | | | | |
| Jacob Martin | X | X | X | X | | X | X | | | X | X | | | | | | | X |

