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To: All State Directors
Attn: Travel Management Leaders, Engineers and State Land Use
Planning Leaders, Lands and Realty Program Leaders, State Staff
Rangers, and State Recreation Program Leaders

From: Assistant Director, Renewable Resources and Planning

Subject: Clarification of Guidance and Integration of Comprehensive Travel and
Transportation Management Planning into the Land Use Planning
Program Areas: Land Use Planning, Engineering, and All Resource Programs

Purpose: The purpose of this Instruction Memorandum (IM) is to clarify policy and provide additional guidance for travel and transportation management decisions into the land use planning (LUP) process. This IM sets priorities for integrating travel and transportation management into the Bureau of Land Management's (BLM) planning processes, and describes how to comprehensively manage transportation facilities with planning and designation of travel networks for the management of lands and resource programs. A key aspect of this IM is to facilitate all resource programs to work in an interdisciplinary manner in the planning, determination, and management of a transportation network that best meets the full range of public, resource management, and administrative access needs.

Background: The BLM determines appropriate access to public lands for public use and resource management based on management objectives through its LUP processes. The development of a rational, planned, and manageable travel and transportation network is a fundamental component of land use plans. The LUP process includes preparation of Resource Management Plans (RMP) and subsequent activity plans. The LUP process is flexible and allows for revision, amendment, or maintenance of an RMP, as appropriate.

In March 2005, the BLM released its LUP Handbook (H-1601-1). This handbook provides guidance for the LUP process and requirements for the BLM programs that are

to be addressed through planning. Appendix C of the Handbook describes three components for travel and transportation management: 1) Section II. Resource Uses, D. Comprehensive Trails and Travel Management, 2) Section III. Special Designations, A. Congressional Designations, and 3) Section IV. Support, C. Transportation Facilities.

As State and Field Offices implemented the guidance in LUP Handbook (H-1601-1), they identified a need for additional direction that would describe steps and processes needed to better integrate travel management planning with transportation system planning. Specifically, Field Offices requested guidance that would provide: 1) clarification of and integration of the planning process described in both the comprehensive trails and travel management and the transportation facilities sections, and 2) a recommended stepwise framework that demonstrates an interdisciplinary approach to comprehensive travel and transportation planning, as all resource programs benefit from and depend on a well-planned transportation system.

Policy or Action: State and Field Offices will comprehensively manage travel and transportation on the public lands in accordance with law, executive orders, proclamation, regulation, and policy, and to support the accomplishment of management objectives for all resource programs. Within this context, all offices will identify a transportation system that supports the agency's mission, management of land and resource programs and their goals and objectives, and provides for appropriate public and administrative access. The BLM's present transportation network is largely inherited, created from past resource uses and public access patterns. As the BLM develops new RMPs, it must assess present and future access needs; evaluate existing trails, primitive road, and roads; and determine an appropriate travel and transportation system. This can only be accomplished through an interdisciplinary process—one that requires involvement and funding support of all resource programs, but is guided and constrained by the program and management objectives outlined for each in relevant management plans. The following policy clarifications promote a comprehensive, consistent, and organization-wide approach to the process of planning and managing the travel and transportation network.

1. Consistency with Resource Planning Goals and Objectives. This IM affirms the BLM's commitment to be consistent with resource program goals and objectives (i.e., healthy lands, endangered species, cultural resources, and benefits-based recreation) when planning for comprehensive travel and transportation management (CTTM). All travel and transportation management plans (whether part of an RMP or completed as a separate activity plan) shall be consistent with, incorporate, and implement policy contained in LUP Handbook (H-1601-1), Appendix C, Section I. Natural, Biological, and Cultural Resources; Section II. Resource Uses; Section III. Special Designations; and Section IV. Support. Additionally, CTTM planning should consider and address all resource and administrative access needs, not just motorized or off-highway vehicle (OHV) recreational use activities. See attachment 1 for examples.

2. Special Considerations for All Modes of Travel and Access for Recreation. Whereas a comprehensive interdisciplinary approach to travel and transportation

management incorporates the concerns of multiple programs, the recreation program has a specific need to recognize and manage motorized recreational use of OHVs and nonmotorized travel, such as foot, equestrian, and mechanical. The planning process should consider and address the full range of various modes of travel on public lands, not only motorized access needs. An understanding of the regional supply and demand of recreational opportunities and access needs is important in designating a system of roads, primitive roads, trails, and areas for specific recreation and other uses.

Several actions must be taken if CTTM is to support recreation program and management objectives. The selection of travel management areas should parallel identified Recreation Management Zones (RMZ) within Special Recreation Management Areas (SRMA). Both recreation management objectives and recreation setting prescriptions guide and constrain the kinds of travel, as well as the location of travel routes. All road and trail construction and maintenance must be constrained to fit within these setting prescriptions. Within Extensive Recreation Management Areas (ERMA), travel management actions are limited to care-taking, custodial management objectives. They cannot accommodate increased activity-based recreation demand. Where significant market demand for structured recreation opportunities (i.e., activities, experiences, and other benefits) has been identified, managers should consider the need for intensive investments, for which SRMAs are intended. In such areas, select a primary recreation–tourism market for which the area is to be managed, develop benefits-based management objectives, and formulate supporting recreation setting prescriptions.

3. Off-Highway Vehicle Area Designations and Travel Management Prescriptions.

The CTTM planning will be incorporated into development of all RMPs to ensure access needs are balanced with resource management goals and objectives. As required by Executive Order 11644 (as amended by Executive Order 11989) and regulation (43 CFR 8340), each RMP will designate all public lands within the planning area as “open,” “limited,” or “closed” to motorized (OHV) use (area designations). The RMP will, at a minimum, include a map of OHV area designations and delineate any specific travel management areas (TMA). Criteria for designation and descriptions of any travel management actions will be derived from resource programs’ objectives and prescriptions for the transportation network in OHV limited areas. It is important to establish and maintain an administrative record documenting the decision rationale and process, especially when identifying and selecting the transportation network.

4. Extent and Appropriateness of OHV Designations. Off-highway vehicle designations of “open,” “limited,” and “closed” should be compatible with planning goals and objectives. Specific criteria for “open,” “limited,” and “closed” OHV designations are provided in definitions outlined in 43 CFR 8340.0-5 (f), (g), and (h) and 43 CFR 8342.1, Designation Criteria. Generally, the BLM will designate limited areas where use is limited to identified existing roads and trails or emphasize the designation of travel and transportation networks. Because of significant increases in OHV use on public lands and the development of new vehicle technologies, the designation of large areas that remain open to unregulated “cross-country travel” is no longer a viable management strategy. However, the BLM may continue to designate open areas where unlimited or

unregulated cross-country travel does not pose resource damage concerns or where use can be mitigated or reduced to acceptable levels.

5. Identification of Travel Management Areas, Decisions, and a Resulting Transportation System and Related Facilities. This should be performed concurrently with determination of OHV area designations as part of the LUP process. State and Field Offices will establish a process to identify, evaluate, and select specific routes available for motorized uses within the areas designated as limited to OHV use and specify limitations or restrictions on type, duration, and season of uses or modes of transportation allowed. The process requires identification of all travel needs for the public, as well as administrative and resource management activities, such as research and monitoring, permitting, or emergency or fire access. The process also requires recognition and designation of nonmotorized trails or routes. The RMP will include a map of the roads, primitive roads, and trails open and available for use (exceptions to this requirement can be found in the LUP Handbook (H-1601-1), Appendix C, Section II. D).

Travel management areas (TMA) are polygons or delineated areas where a rational approach has been taken to achieve resource programs' objectives, and have an identified or designated network of roads, trails, ways, and other routes that provide for public access and travel across the planning area. To help ensure that travel decisions support program-specific management objectives, strive to make TMA boundaries coincide with the management areas defined for various land and resource programs. All designated travel routes within TMAs should have a clearly identified and documented need and purpose, as well as clearly defined types of activities, modes of travel, and seasons or times for allowable access or other limitations.

Where there are unique or shared circumstances, high levels of controversy, or complex resource considerations, State and Field Offices may delineate a TMA to address particular concerns and prescribe specific management actions for a defined geographic area. These are usually identified where travel and transportation management (either motorized or nonmotorized) requires particular focus or increased intensity of management. Whereas OHV area designations are land use plan allocations, TMAs are a planning tool to help delineate travel networks.

6. Adaptive Management and Changes to the System. Changes to the transportation network (new routes, reroutes, or closures) in "limited" areas may be made through activity level planning or with site-specific National Environmental Policy Act (NEPA) analysis. Modifications to area OHV designations (open, closed, or limited) require amendment to the RMP.

7. Standardized Terminology, Data, and Maintenance Levels. A consistent set of terms and definitions is essential for implementing a comprehensive travel and transportation management policy. Washington Office IM 2006-173, *Implementation of Roads and Trails Terminology Report*, standardizes definitions for three transportation system linear features or assets: roads, primitive roads, and trails. The terms used to describe the maintenance of transportation-related linear features have changed from maintenance levels to maintenance intensities, as described in the report. All roads, primitive roads, and trails are required to have minimum data standards for planning, collecting, or managing linear feature data that are part of the BLM's transportation

system. The minimum national data standard found in the BLM Road and Trail Terminology Report provides a consistent set of data but does not preclude the collection of additional information if deemed necessary for use by specific State Offices or planning areas. See U.S. Bureau of Land Management. 2006. *Roads and Trails Terminology*. Technical Note 422. Bureau of Land Management, Denver, Colorado. BLM/WO/ST-06/006+9113. 67 pp. This document can be downloaded from <http://www.blm.gov/nstc/library/techno2.htm>.

8. Travel and Transportation Data Systems. State and Field Offices will use the Facility Asset Management System (FAMS) database for storage of information on designated roads, primitive roads, and trails. Upon approval of the RMP record of decision (ROD), designated travel routes must be entered into FAMS. The FAMS data will serve as the current information on the BLM's transportation system. Any modifications in the transportation network will occur through activity-level planning or the site-specific NEPA.

9. Funding and Technical Support. The CTTM planning and implementation shall be supported by all programs and utilize the full range of funding and technical assistance sources, as all programs benefit from effective travel and transportation management. As part of the RMP process, State and Field Offices shall determine the appropriate mix of supporting programs in developing travel and transportation plans, including inventory, assessment, analysis, transportation network selections, and implementing management actions.

Timeframe: These policy statements are in effect immediately. They will remain in effect until the Comprehensive Travel and Transportation Management Manual and Handbook are complete.

Budget Impact: There is no significant effect on the budget.

Manual or Handbook Sections Affected: Sections affected are the implementation of guidance provided in the BLM Land Use Planning Handbook (H-1601-1), appendix C, section II. Resource Uses. D. Comprehensive Trails and Travel Management, section IV. C. Transportation Facilities, and section III. A. Congressional Designations.

Coordination: The BLM Washington Office Recreation and Visitor Services division and Planning and Science Policy division prepared this guidance with extensive consultation from State Recreation, Travel Management, and Planning Leads; Washington Office National Landscape Conservation System staff; and the ad-hoc group for comprehensive travel and transportation management.

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Division of IRM Governance, WO-560

Renewable Resources and Planning

6 Attachments:

[1 - Travel and Transportation Planning Process Guidance \(15 pp\)](#)

[2 - Developing a Comprehensive Travel and Transportation Plan after Development of the Resource Management Plan \(2 pp\)](#)

[3 - Formulating Criteria for Making Road and Trail Selections \(2 pp\)](#)

[4 - Types of Planning Decisions \(1 p\)](#)

[5 - Frequently Asked Questions and Answers \(11 pp\)](#)

[6 - Definitions \(5 pp\)](#)

Attachment 1

Travel and Transportation Planning Process Guidance

This attachment provides policy clarification and additional guidance for travel and access designations for the Bureau of Land Management's (BLM) comprehensive travel and transportation management (CTTM) planning process.

Travel and transportation management is the process of planning for and managing access and transportation systems on the public lands. CTTM planning should be approached in an interdisciplinary way and address all resource values and uses and accompanying modes and conditions of travel on public lands, not just motorized or off-highway vehicle activities. It should also address resource effects associated with the travel network. These include travel and transportation access needs for all the BLM-administered programs and resource management activities, including activities and access associated with mineral and energy development, rights-of-way and utility corridors, range management, wildlife and vegetation management, fire, lands and realty, and recreation.

Travel and Transportation Management should be:

- **Comprehensive:** Managers should consider access needs and incorporate management prescriptions for all motorized and nonmotorized travel and access that occur on public lands. Travel management implementation should be accomplished in a holistic approach that provides clear direction for access and recreation opportunities while protecting sensitive areas and meeting resource management objectives.
- **Multifunctional:** Active participation in planning and implementation from all the BLM program areas is essential.
- **Collaborative:** Travel plans should be accomplished in a collaborative process by incorporating internal and external input from cooperating agencies, communities, and interest groups.
- **Outcome-based:** Travel and transportation systems should be identified, designated, and managed to support land use plan desired outcomes. Transportation and access prescriptions should:
 - Meet all resource program goals and objectives, and be consistent with social and environmental objectives for allowing travel and determining transportation networks in the area,
 - Provide appropriate levels of access and associated benefits to both recreation travelers and resource users,
 - Ensure that prescribed setting characteristics are maintained and establish the primary means and modes of travel allowed for accomplishing the planning objectives.

Although the BLM addresses all forms of travel as directed in the Land Use Planning Handbook, the agency has regulations and specific Executive Orders pertaining to planning for motorized use on public lands. These regulations require that all public lands be designated for off-road vehicle (ORV) use (either open, limited, or closed). 43 CFR 8340 regulations and Executive Order 11644 (as amended by Executive Order 11989) use the term “ORV”. This outdated term has been replaced by the current and more appropriate term “off-highway vehicle”. An Off-highway vehicle (OHV) is defined as “any motorized vehicle capable of, or designated for, travel on or immediately over land, water, or other natural terrain.”

To promote consistent implementation of this guidance during land use plan development, revision, or amendment, Field Offices should complete the steps in the CTTM process. The following table describes the recommended steps in the CTTM process in relation to the Land Use Planning (LUP) process.

Relation Between the Land Use Planning Process and Travel and Transportation Management

LAND USE PLANNING PROCESS

TRAVEL AND TRANSPORTATION MANAGEMENT

Preplan Analysis: Identify Issues
Identify issues or land use problems that need to be resolved.



Preplan Analysis: Develop Planning Criteria
Planning criteria establish constraints and guide the planning process, set the scope of inventory and data collection. The BLM can modify preliminary planning criteria in response to public comments.



• Determine if the existing travel and transportation systems are meeting current and future needs, such as access and resource needs.

• Decide on the components (such as roads, primitive roads, and trails) of the travel and transportation system that are needed for access.

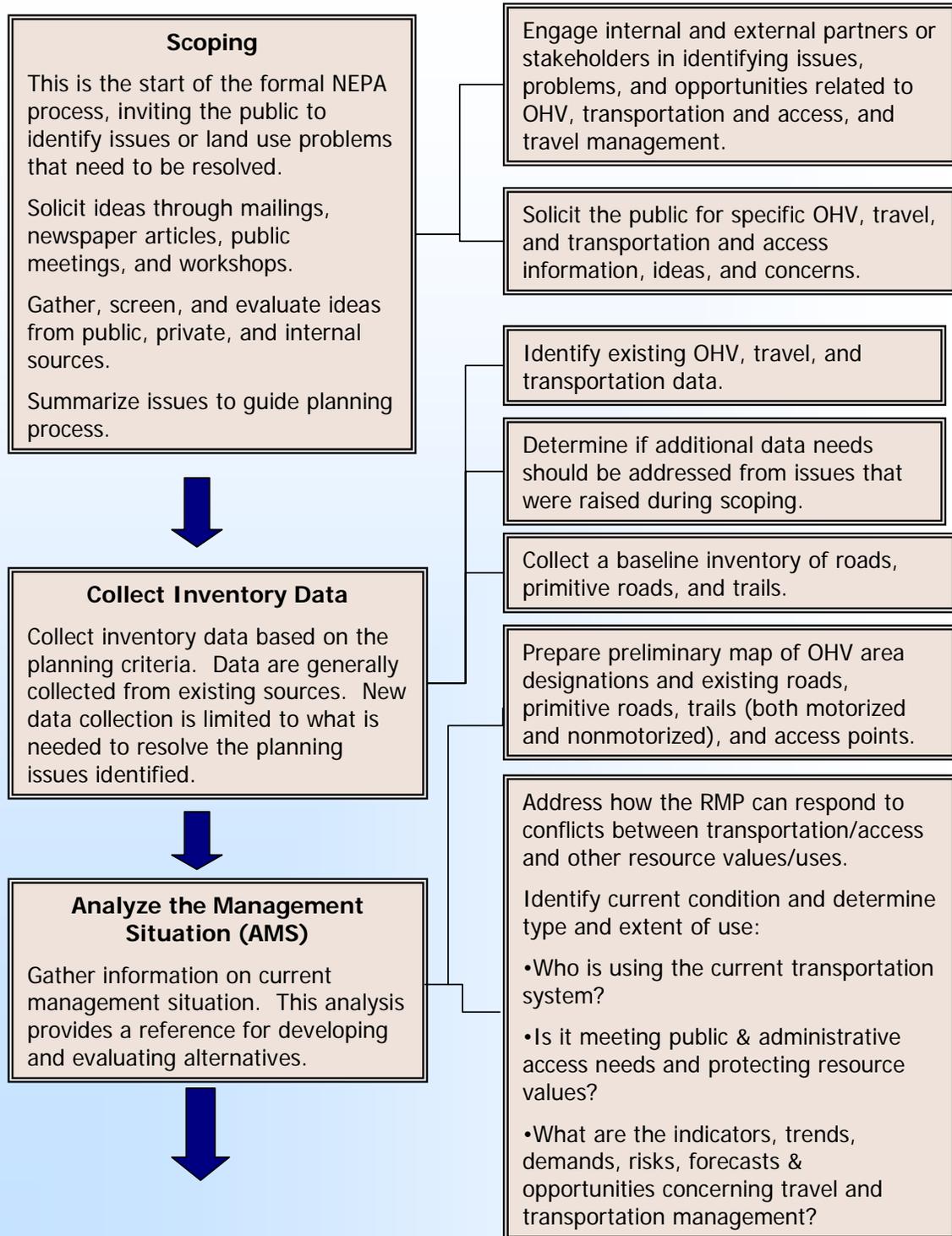
• Identify areas for permanent closure.

Begin compiling an administrative record related to travel and transportation management.

Determine the level of data and information needed for all types of travel and transportation, including OHV area designations and motorized and nonmotorized road, primitive road, and trail selections.

Realize the legal constraints that affect the decision space.

Relation Between the Land Use Planning Process and Travel and Transportation Management



Relation Between the Land Use Planning Process and Travel and Transportation Management

Formulate Alternatives
Identify a range of reasonable combinations of resource uses and management practices. Develop reasonable alternatives that address issues identified during scoping and offer a distinct choice among management strategies. Include a "no action" alternative.

- Delineate travel management areas that meet the land use plan objectives for each alternative.
- Use "limited" OHV designation as the default designation for motorized travel.
- Document rationale for an "open" or "closed" designation & determine criteria for selecting specific routes within areas where any form of travel and access is "limited."
- Transportation alternatives should analyze closures and seasonal (and other) restrictions.



Estimate Effects of Alternative
Collect inventory data based on the planning criteria. Data are generally collected from existing sources. New data collection (i.e., inventory) is limited to what is needed to resolve the planning issues identified.

The following steps are implementation decisions & can be completed as part of the RMP or deferred to a separate travel or activity plan.

- Select roads, primitive roads, and trails available for motorized use within "Limited to Designated" roads and trails areas.
- Determine which nonmotorized trails are open for use.



Select the Preferred Alternative
The Field Manager recommends to the State Director a preferred alternative that best resolves planning issues and promotes balanced multiple-use objectives. The State Director approves selection of preferred alternative along with other alternatives under consideration.

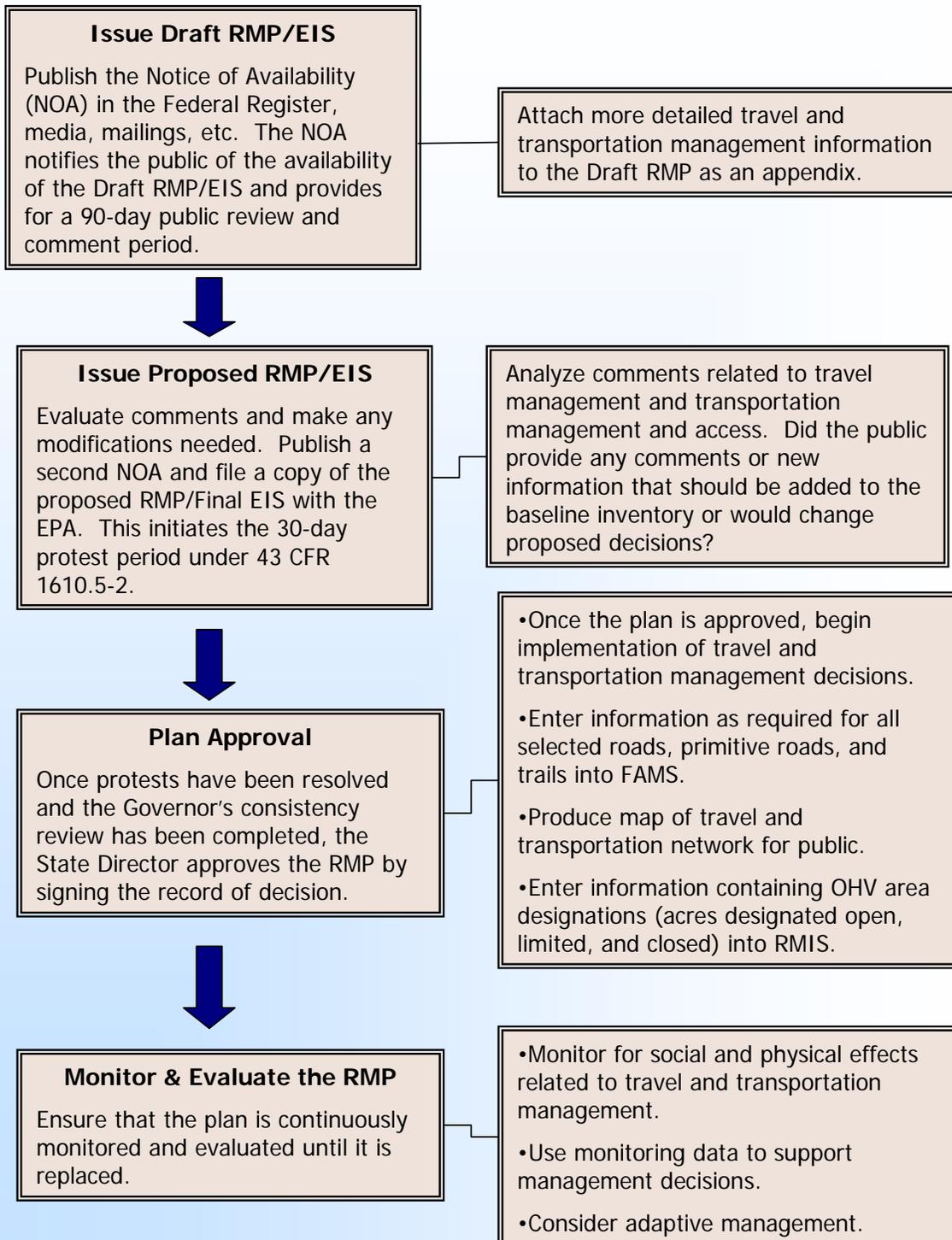
- Quantify effects (long- and short-term, direct and indirect, and cumulative) of each alternative on public and administrative access.
- Address the effects of implementing & managing travel and transportation systems (including costs & time) for each alternative.



Analyze the effects of travel and transportation on other resource values and uses.

Resolve conflicts before selection of the preferred alternative. Proposed RMP decisions should not inherently conflict with other resource values (i.e., there should not be an open OHV area overlying T&ES habitat).

Relation Between the Land Use Planning Process and Travel and Transportation Management



Clarification of the Travel and Transportation Planning Process

Preplanning

Initially, the BLM must assemble an interdisciplinary (ID) team, which should include specialists in affected programs including, but not limited to:

- Lands
 - Minerals
 - Recreation
 - Natural and cultural resources
 - GIS
 - Engineering
 - Official cooperators (often representatives from State or County agencies)
 - Range
 - Law Enforcement
1. Identify preliminary planning issues, concerns, and opportunities for resolution in the land use planning process. Virtually all new RMPs have identified travel and transportation as key or critical issues to address in the planning effort. Public access, travel, and transportation systems are fundamental components of land use plans. To fully achieve resource planning goals, the RMP must address where people may go and how they get there. CTTM planning is the BLM's interdisciplinary approach to addressing multiple-use access concerns. An interdisciplinary team should develop an initial list of specific travel and transportation issues learned from inventory, land health assessments, and other resource monitoring. Additional issues and access needs may be identified by external stakeholders and the public during scoping.
 2. Identify preliminary planning criteria to guide the collection of data and development of the plan alternatives. The criteria should incorporate sideboards, assumptions, and methods for evaluating cumulative (direct and indirect) effects. Planning criteria establish constraints and guide the planning process. They should set the scope of inventory and data collection. They should also consider legal constraints that may determine access issues that are beyond the scope of the plan. Preliminary planning criteria can be modified through public participation and input. An example of planning criteria for CTTM: *“Within all Travel Management Areas, OHV area designations will be designated as “limited” unless otherwise classified as “open” or “closed” to meet land use plan objectives.”*
 3. Identify preliminary data collection needs. Develop a process for inventory and collection of travel and transportation network data:
 - Determine data needs, budget, and project timeline
 - Identify and locate by GPS existing routes, roads, and trails; develop GIS Maps
 - Conduct a condition assessment and establish the status of existing routes

Field Offices may consider subdividing the planning area into TMAs or some other logical type of sub-unit, in order to ensure that inventory data are completed for areas of highest priority. For more information on developing processes, refer to Graves, P., A.

Atkinson, and M. Goldbach. 2006. *Travel and Transportation Management: Planning and Conducting Route Inventories*. Technical Reference 9113-1, BLM/WO/ST-06/007+9113, Bureau of Land Management, Denver, Colorado. 51 pp. This document can be downloaded from <http://www.blm.gov/nstc/library/techref.htm>.

4. Identify users, stakeholders, and partners; develop public involvement plan:

Field Offices are encouraged to involve the public early in the collection of transportation data as this approach can be important in understanding access needs and issues for achieving travel and transportation management goals in the long term. Field Offices should review their RMP schedules, determine when they can no longer analyze new information, and communicate this deadline to the public early in the planning process.

Identify Issues

Virtually all new RMPs have identified travel and transportation as key issues to address in the planning effort. Public access, travel, and transportation systems are fundamental components of land use plans. To fully achieve resource planning goals, the RMP must address where people may go and how they get there. Comprehensive travel and transportation planning is the BLM's interdisciplinary approach to addressing multiple-use access concerns. An interdisciplinary team should develop an initial list of specific travel and transportation issues learned from inventory, land health assessments, and other resource monitoring. Additional issues and access needs may be identified by external stakeholders and the public during scoping.

Develop Planning Criteria

The criteria should incorporate sideboards, assumptions, and methods for evaluating cumulative (direct and indirect) effects. Planning criteria establish constraints and guide the planning process. They should set the scope of inventory and data collection. They should also consider legal constraints that may determine if there are access issues that are beyond the scope of the plan. Preliminary planning criteria can be modified through public participation and input. An example of planning criteria for CTTM: *“Within all TMAs, OHV area designations will be designated as “limited” unless otherwise classified as “open” or “closed” to meet land use plan objectives.”*

Scoping

Field Offices should take this opportunity to inform and educate their cooperators and the public about the full range of resource management considerations and administrative access needs. During scoping and throughout the public involvement process, the BLM must establish the planning parameters and clearly set expectations with the public as to what is appropriately addressed in the plan and the types of decisions that are required to be made in the land use plan. It is essential to set clear expectations in the beginning of the planning process. The RMP team must ensure that travel and transportation information, issues, concerns, and opportunities are requested in the scoping notice. The ID Team should continue to actively solicit information from the public throughout the data collection phase and strive to update the public as to the status of travel and transportation planning throughout the planning process.

It is important for Field Offices to develop a strong relationship with Tribal entities, specifically with regard to access to Federal lands for religious or other purposes. This relationship to tribes is incorporated in a number of laws, regulations, and policies. For example, Executive Order 13007, 1996, Section 1, states: *“Accommodation of Sacred Sites. (a) In managing Federal lands, each executive branch agency with statutory or administrative responsibility for the management of Federal lands shall, to the extent practicable, permitted by law, and not clearly inconsistent with essential agency functions, (1) accommodate access to and ceremonial use of Indian sacred sites by Indian religious practitioners...”*

The American Indian Religious Freedom Act states: *“Resolved...that henceforth it shall be the policy of the United States to protect and preserve for American Indians their inherent right to freedom to believe, express, and exercise the traditional religions of the American Indian, Eskimo, Aleut, and Native Hawaiians, including but not limited to access to sites...”*

Collect Inventory Data

Field Offices need to determine if existing OHV, transportation, and travel management data are adequate for analysis and decision making or if significant data gaps exist after receiving scoping comments. It is necessary to establish a CTTM baseline network by compiling a current map of existing roads, primitive roads, and trails. If applicable, Field Offices should identify where routes connect with other Federally designated routes (e.g., Forest Service), or connect to State- or County-owned roads. If additional route inventory and resource data are needed, Field Offices should utilize all available data, which may include data from a County, State, other agencies, interest groups, and individuals, and satellite or photoimagery. For a comprehensive approach, the ID team may need additional data from multiple programs, such as:

- Oil and gas well locations and leased areas
- Water development locations
- Hiking, equestrian, and mountain biking routes
- Cultural resource locations
- Easements and rights-of-way needed to maintain transportation network
- Existing transportation structures
- Wildlife corridors
- Law Enforcement concerns

Field Offices must adhere to existing data standard guidance (refer to WO IM No. 2006-173, Implementation of Roads and Trails Terminology Report) and establish data standard requirements for both internal and external sources. All data must document who collected the data, when collected, the method and purpose of collection, and other information (routes, trails, campsites, wildlife areas, range improvements). For the purposes of planning, alternative development, and analysis, Field Offices can accept properly documented data from the public as part of the inventory, but data should be

verified. However, this does not necessarily mean those routes will ultimately be designated as available for use.

Analyze the Management Situation

Analyzing the Management Situation (AMS) does three things. It identifies the resource, discusses how it is presently managed, and identifies the capability of the resource to respond to the issues, concerns, and opportunities identified for resolution in the plan. The AMS identifies the travel and transportation network, discusses how that network is managed, and identifies the capability of the resource to respond to the issues, concerns, and opportunities identified for resolution in the plan. The document should include existing access requirements for valid existing uses (rights-of-way), administrative access needs, current land use decisions for OHV use, capability and condition of travel routes and areas, types of users, seasons, and modes of travel, emerging travel and transportation opportunities, conflicts between different types of users, and conflicts with other resource values and uses. It should also describe the types of settings, experiences, and benefits that users are seeking through various modes of travel and determine activity trends to forecast future demands. Field Offices analyze historic closures in the planning area and consider possible closures (e.g., seasonal limits to use).

The AMS should include a map depicting existing OHV area designations and the current inventory of roads and trails.

Formulate Alternatives

CTTM planning will:

- Support the desired outcomes of other resource programs, as expressed in goals and objectives in the land use plan, along with any additional landscape prescriptions;
- Depict principal transportation infrastructure needed to properly manage the BLM-administered lands and resources, uses, and access;
- Identify all existing and proposed access routes and areas (motorized and nonmotorized);
- Identify how the travel and transportation system connects with surrounding travel and transportation systems;
- Identify needed improvements to routes and recommend maintenance levels of roads and trails;
- Explain and document the criteria for CTTM decisions. Designation criteria may differ between nonmotorized trails and motorized trails. Describe what other limitations or access restrictions should be put in place (seasonal limitations or vehicle type and size restrictions);
- Identify the effect of roads and trails on the resource; and
- Identify the land and easement acquisition needed to support the proposed transportation network, under each alternative.

Where States and Field Offices determine OHV designation should be “**limited to existing roads and trails,**” the individual road and trail designation is not necessary, but a map displaying the existing travel and transportation network is required:

- An inventory and map of roads and trails is necessary to assess and evaluate the need for individual routes as part of the travel and transportation network;
- Without baseline inventory, Field Offices will not be able to confirm and document when new routes have been created or adequately monitor resource conditions. Baseline inventory maps are essential to respond effectively to the proliferation of user-created routes;
- Inventory and baseline data are needed to provide supporting rationale to justify management actions such as closures and rehabilitation of routes created after the RMP decisions are implemented; and
- The BLM needs to provide the public with clear and consistent information in regard to public access opportunities and provide a map showing the location of existing roads and trails that are available for public use and access.

In areas where OHV designations are “**limited to designated roads and trails,**” road and trail selections should complement the transportation network for each alternative. Field Offices should make road and trail designations for their limited areas to the greatest extent possible in the RMP. An administrative record should document the process.

Field Offices may consider prioritizing the planning area to address road and trail designations by subdividing it into logical geographic or management units, such as TMAs. This prioritization can help create a more manageable travel network in the long term.

Adaptive management language should be included in all alternatives that address how routes may be modified within the transportation network in the future. The following are examples of adaptive management language for RMPs (or travel plans), which allow Field Offices flexibility in making changes to designated route systems:

Example A: “Management decisions concerning modifications and recreational structure or trail proposals will be evaluated annually. Representatives from interested user groups will be asked to participate and comment during the review process. Decision-making criteria including visitor numbers, user complaints, user conflicts, quantity and variety of recreation uses occurring, types and numbers of recreation violations, proliferation of unauthorized routes, changes in visitor needs, and documented resource damage will provide the basis for recreation management determinations. Final route determinations will be approved by the Field Manager. CTTM decisions will be evaluated annually to determine whether they are helping to meet specific land use plan objectives, prescriptions, or land health standards. CTTM systems will be adjusted accordingly to ensure they remain in compliance with meeting area-specific land use plan objectives. The BLM will collaborate with affected and interested parties in evaluating the CTTM system.”

Example B: “Through additional analysis and land use planning (e.g., activity-level planning), the BLM will collaborate with affected and interested parties to evaluate the designated road and trail network. The network will be evaluated for suitability for active OHV management and for envisioning potential changes in the existing system or

addition of new trails that would help meet land use plan objectives. In conducting such evaluations, the following factors would be considered:

- *Measures needed to avoid on-site and off-site effects on current and future land uses and important natural resources; among others, issues include noise and air pollution, erodible soils, stream sedimentation, nonpoint source water pollution, listed and sensitive species habitats, historic and archeological sites, wildlife, special management areas, grazing operations, fence and gate security, needs of nonmotorized recreationists, and recognition of property rights for adjacent landowners;*
- *Trails suitable for different categories of OHVs including dirt bikes, ATVs, dune buggies, and 4-wheel drive touring vehicles, as well as opportunities for joint trail use;*
- *Need for parking, trailheads, informational and directional signs, mapping and profiling, and development of brochures or other materials for public dissemination; and*
- *Opportunities to connect existing or planned trail networks.*

In addition, Field Offices should consider the causes of the following effects from use of roads, primitive roads, or trails and, if applicable, open travel:

- significant adverse effects on public land resources;
- considerable nuisance or threats to public safety; or
- use or user conflicts.

Each alternative should address how these causes and their related effects might lead to consideration for road, primitive road, or trail relocation or closure and rehabilitation, after appropriate coordination with applicable agencies and partners.

If appropriate, Delineate Travel Management Areas

Comprehensive travel and transportation management planning should address all resource use aspects (such as recreational, traditional, casual, agricultural, commercial, and educational) and accompanying modes and conditions of travel on the public lands, not just motorized or off-highway vehicle activities. If Field Offices determine that TMAs—geographic planning units or polygons—are appropriate for better managing an area, TMAs can be delineated in the RMP. Field Offices should identify acceptable modes of access and travel and transportation routes for each TMA. Management prescriptions for TMAs should address cross-country or designated route travel over-land, over-water, over-snow, and fly-in access needs (including use of remote airstrips and float planes).

In delineating TMAs and developing management prescriptions for these areas, consider the following for allowing travel and establishing land use plan objectives for the area:

- a. Other resource values and uses;
- b. Primary travelers;

- c. Setting characteristics that are to be maintained, including recreation opportunity spectrum (ROS) and visual resource management (VRM) settings; and
- d. Primary means of travel allowed to accomplish the objectives and to maintain the setting characteristics.

An RMP does not required TMAs to be established. TMAs are a planning and management tool that may be utilized to address area-specific issues. TMAs may be used to identify where unique travel management circumstances require a particular focus, specific management prescriptions, or additional analysis. Field Offices can use TMAs to separate areas from the rest of the planning area for a variety of reasons, such as the area's complexity or level of controversy, the need for higher-level public involvement, consideration of special resource characteristics, or manageability of the area. It may be that road and trail decisions in TMAs need to be deferred and addressed at a later date (Note: the TMA is still required to have an OHV area designation). This allows Field Offices to move forward and make road and trail selections for the transportation network in the rest of the planning area. Field Offices may choose to establish TMAs or management zones (i.e., recreation management zones) that cover the entire planning area, or it is possible for Field Offices may not to delineate any travel management areas in the RMP if they are not needed for management purposes. All designated travel routes within TMAs should have a clearly identified need and purpose, clearly defined activity types, modes of travel, and seasons or timeframes for allowable access or other limitations.

There are times that route designation for areas cannot be completed during the RMP process and must be deferred to the subsequent travel management plan.

Complexity, controversy, or incomplete data or insufficient resources may make it unfeasible to select within reasonable time frames road and trail networks for any area designated as "limited" within reasonable time frames. In this situation, Field Offices will conduct the route selection process for the limited areas that can be feasibly completed in the RMP. For any limited areas or sub areas that cannot be completed, Field Offices will, to the extent possible:

- Incorporate a map of a preliminary or identified road and trail network, including all known roads or trails that are expected to be included in the final network;
- Define short-term management guidance for road and trail access and activities, including interim management guidelines for proper identification of the preliminary roads and trail network, including signing and maintenance levels of open roads and trails;
- Outline additional data needs and a strategy to collect needed information;
- Establish a clear planning sequence, including public involvement and collaboration with cooperators, and criteria and constraints for subsequent road and trail identification and selection;
- Produce a schedule to complete the limited area or sub-area road and trail selection process. As per BLM's planning handbook guidance, this process should not exceed 5 years; and

- Implement interim management strategies, install signs and, in some instances, construct barriers or restore closed roads and trails.

Also refer to Attachment 2 (Developing a Comprehensive Travel and Transportation Plan After the RMP) for additional guidance.

Estimate Effects of Alternatives

Conduct a meaningful analysis by quantifying the effects (long- or short-term, direct or indirect, and cumulative effects) of each alternative on public and administrative access. Also, address the effects of implementing and managing travel and transportation systems on other resource values and use, including costs and time, for each alternative.

Select the Preferred Alternative

The ID team should make a recommendation for which designations and transportation network fit the objectives of the preferred alternative. Any conflicts with other resource objectives must be resolved before selection of the preferred alternative.

Issue Proposed RMP or Final EIS

Attach any additional detailed travel and transportation management information to the draft RMP as an appendix. This implementation portion of the travel and transportation management plan may describe the routes designated, seasonal closures and associated resource or user conflicts, mapping and travel information, signing, interagency coordination, use supervision or permit allocation, monitoring, enforcement, maintenance, and cost estimate for the implementation process. The ID team should participate in analyzing and responding to comments related to travel and transportation management.

Plan Approval

Once the plan is approved, Field Offices should implement the CTTM decisions. Enter the information for all selected roads, primitive roads, and trails into FAMS so these transportation facilities may be tracked and managed as identified assets. Produce maps of the travel and transportation network for the public. Follow supplementary rules and *Federal Register* notice requirements.

Monitor, Evaluate, and Adapt

It is the responsibility of Field Managers to ensure that use of the transportation network is in compliance with their land use plan objectives and undue degradation is not resulting from inappropriate travel and access use. Field Managers are responsible for ensuring that Field Offices are specifically monitoring OHV use (as required by 43 CFR 8342.3) and taking the necessary corrective actions when needed to resolve resource concerns, including emergency closures and land use plan amendments.

Program specialists are responsible for identifying areas where inappropriate travel and access may be affecting resources, determining the indicators and thresholds for monitoring the area of concern, and making recommendations for management action.

Monitoring data should be evaluated on a regular basis to determine if management decisions and resulting actions are having the desired effect or if additional actions need to be taken.

Attachment 2

Developing a Comprehensive Travel and Transportation Plan After Development of the Resource Management Plan

For Travel Management Areas (TMA) in the Resource Management Plan (RMP) where site-specific route designations could not be made, additional travel and transportation management plans will need to be developed that define designated motorized and nonmotorized transportation networks. Field Offices may complete travel and transportation planning as separate implementation plans (activity plans) after the RMP planning process as needed to address complex or controversial management areas. Subsequent travel and transportation management plans may occasionally be developed for the entire Field Office or the District, or more commonly, may be developed to address site-specific, geographical areas such as Special Recreation Management Areas, TMAs, and others. These plans should be completed within 5 years of the signing of the Record of Decision (ROD) for the RMP.

A Comprehensive Travel and Transportation Management (CTTM) Plan will:

- Identify existing roads, primitive roads, trails, and related structures
- Indicate changes in the status of existing routes and areas
- Address needed improvements, signing, trailheads, and staging areas
- Identify maintenance intensities and legal access needs
- Address all modes of transportation and primary use
- Use an interdisciplinary approach to identify the resource effects
- Seek active public involvement throughout the planning process
- Produce a map depicting the final decisions
- Address the strategy informing/educating the user public
- Identify entry signing
- Address methods to physically sign designated routes

During the development of a CTTM plan, the BLM is seeking to balance access needs of motorized and nonmotorized users while sustaining the natural and cultural resources. During this site-specific planning, roads and trails will be analyzed and identified as open or closed to various types of use (foot, equestrian, bicycle, motorized, and others). Through site-specific planning, roads and trails will be inventoried, mapped, and analyzed as necessary to evaluate and designate the roads and trails as “open”, “seasonally open”, or “closed”. Site-specific planning could include identifying opportunities for trail construction or improvement of specific areas where intensive use may be appropriate. Intensive use areas may be identified with use restricted to designated trails under the limited designation. If an area is proposed for change from “limited” to “open,” a Land Use Plan amendment is required.

The planning steps in a separate implementation-level CTTM plan are similar to those found in the RMP process. In all instances, the environmental effects will be documented in an environmental assessment (EA) and decision record signed by the Field Managers. In general, the primary steps are as follows:

- Define the goals and objectives of the proposed CTTM plan.
- From inventory data, complete a map of the proposed planning area, and identify the baseline of roads, primitive roads, and trails.
- Hold scoping meetings. Notify the public of the objective of the proposed plan and of the meetings through local media, as appropriate, to reach the potentially affected publics. Involve Resource Advisory Councils, local government, State and Federal agencies, gateway communities, and local motorized and nonmotorized user group clubs, as applicable, to the planning area. Prepare a map or maps of the planning area to facilitate discussion in identifying public issues, concerns, and access needs.
- Prepare a clear and concise purpose and need statement and prepare the draft alternatives for the proposed CTTM plan or EA. Refer to the Land Use Planning Handbook (H-1601-1) for a list of items needed for the comprehensive travel and transportation plan.
- Send out the preliminary CTTM plan or EA with unsigned Finding of No Significant Impact (FONSI) for at least a 30-day public review.
- Consider public comments, complete the TTMP/EA and make the signed FONSI/Decision Record available for public review. Completion of the CTTM plan for an area will establish a transportation network for that particular area through the identification of roads, primitive roads, and trails as “open”, “open seasonally”, or “closed” for a particular use. Enter information regarding roads, primitive roads, and trails into Facility Asset Management System.
- Produce a map depicting the designated roads, primitive roads, and trails available for use.
- Implement decisions on the ground and implement corresponding public information, education, and signing efforts.

Attachment 3

Formulating Criteria for Making Road and Trail Selections

Choose individual roads and trails with the transportation network goals in mind rather than just using all the inherited roads and trails. Most existing roads and trails on public lands were created by use over time, rather than planned and constructed for specific activities or needs. Instead of simply using this process as a way of deciding which individual roads and trails should be closed or left open, consider a broader range of possibilities for management of individual roads and trails, including re-routes, re-construction or new construction, and closures. These are management considerations that can be used to develop a high-quality travel system. A well-designed travel system can direct use away from sensitive areas and still provide high-quality recreational activities and access for commercial and recreational needs.

Field Offices should use an interdisciplinary team, as well as a Field Office's Resource Management Plan (RMP) cooperating agencies, for special expertise in identifying the resource and use conflicts and benefits of various routes. The conflicts and benefits should be documented by use of a matrix, spreadsheet, checklist, or similar means. In determining potential effects, conflicts, and benefits, at a minimum the National Environmental Policy Act (NEPA) critical elements of the human environment should be considered and used as the basis for Field Offices' designation criteria. These elements include:

- Threatened, Endangered, or Candidate Species and Critical Habitat
- Floodplains
- Wetlands and Riparian Zones
- Wilderness Values
- Areas of Critical Environmental Concern
- Water Quality (drinking or ground)
- Air Quality
- Cultural Resources
- Prime or Unique Farmlands
- Wild and Scenic Rivers (eligible and/or suitable)
- Native American Religious Concerns
- Wastes, Hazardous or Solid
- Environmental Justice
- Invasive, Non-Native Species
- Wild Horses and Burros
- National Landscape and Conservation System units or study units

Field Offices should assess additional resource considerations in determining designation criteria. Considerations of both social and physical elements can help to define the criteria for a travel plan.

In addition to the NEPA critical elements, possible elements for route selection criteria include:

- Desired future condition
- Prescriptions for land use allocations including Special Recreation Management Areas
- Paleontological resources
- Watershed resources
- Erosive soils
- Saline soils
- At-risk watersheds
- Municipal watersheds
- Vegetative resources
 - At-risk vegetative sites
 - Relic vegetation
- Wildlife resources
 - Crucial winter habitats
 - Calving and fawning habitats
 - Sage-grouse habitat
 - Raptor nesting locations
- Cultural Resources
- Visual resources
- Elimination of route redundancy
- Standards for Public Land Health and Guidelines
- Recreation Opportunities–Experiences–Settings–Benefits
- User preferences and conflicts
- Public health and safety; emergency services
- Rangeland standards
- Forest resources
- Riparian resources; assessment of proper functioning condition
- Wilderness Study Areas (WSAs)
- Non-WSA lands with wilderness characteristics
- Administrative access for the BLM and the BLM-authorized activities
- Energy development
- Current maintenance agreements
- Potential for adverse or positive economic effects
- Fire considerations
- Abandoned Mine Lands
- ACECs, National Historic or Scenic Trails, Wild Scenic Rivers, special management areas, congressional designations

Attachment 4

Types of Planning Decisions

Land use plan decisions consist of desired outcomes (goals, standards, and objectives) and the allowable uses (including allocations, levels of use, and restrictions on use) and management actions necessary to achieve those outcomes. Implementation decisions are actions to implement land use plans and generally constitute the BLM's final approval that allows on-the-ground actions to proceed (Washington Office Instruction Memorandum No. 2004-079).

Land Use Plan Decisions for Comprehensive Travel and Transportation Management (CTTM) Planning

The designation of areas as "open", "limited", or "closed" to off-highway vehicle (OHV) use is a land use plan decision. Changes to these designations require an amendment to the Resource Management Plan (RMP). Additionally, the development of criteria for selecting and designating roads and trails for the travel network within the "limited" areas is a land use plan decision.

Implementation Decisions for CTTM Planning in the RMP

Selection and identification of individual roads, primitive roads, and trails within the "limited" area designation is an implementation-level decision. The travel network may be modified through site-specific analysis and does not require an amendment to the RMP.

Implementation Decisions for CTTM Planning separate from the RMP

For Travel Management Areas in the RMP where site-specific route designations were unable to be made, additional activity-level planning will need to be undertaken to define designated motorized and nonmotorized travel management networks.

Protests and Appeals

The "open", "limited", and "closed" area designations and the criteria established for road and trail selection in areas designated as limited are RMP-level decisions and are protestable under the planning regulations at 43 CFR 1610. The designation of the individual roads and trails within the system is an implementation-level decision and is appealable under 43 CFR Part 4, even when performed concurrently with the RMP.

Attachment 5

Frequently Asked Questions and Answers

Q: What is Comprehensive Travel and Transportation Management (CTTM)?

A: CTTM planning addresses in an interdisciplinary way all resource values and uses (recreational, traditional, commercial, authorized, and others) and includes all modes (motorized, mechanized, nonmotorized, and nonmechanized) of access and travel on the public lands.

The goals of travel management are to:

- Provide and improve sustainable access for public needs and experiences;
- Protect natural and cultural resources and settings;
- Promote the safety of public land users; and
- Minimize conflicts among the various users of public lands.

Q: Why is it called Comprehensive Travel and Transportation Management rather than travel management?

A: Historically, the travel and transportation programs have been segmented between two programs, engineering (transportation) and recreation (travel). There are extensible, interrelated management and public access implications. It is imperative that the BLM manage transportation and travel systems in a holistic, interdisciplinary context, giving consideration to all resource values and uses that it manages.

Q: What is a Travel Management Area (TMA)?

A: A TMA is a planning tool for identifying a sub-unit of the planning area where unique travel management (either motorized or nonmotorized) circumstances result in the need for particular focus and additional analysis (a TMA is not an allocation or a land use decision). Field Offices can use a TMA to separate a specific area from the rest of the planning area for a variety of reasons, which may include complexity, the need for a higher level of public involvement, or special resource characteristics. It may be that the road and trail decisions in a TMA need to be deferred and addressed at a later date. If so, a TMA is still required to have an OHV area designation. This allows Field Offices to move forward and make road and trail selections for the transportation network in the rest of the planning area. Some Field Offices will have no Travel Management Areas.

TMA's are polygons or delineated areas where a rational approach has been taken to classify areas as open, closed, or limited, and have identified or designated network of roads, trails, ways, and other routes that provide for public access and travel across the planning area. All designated travel routes within TMA's should have a clearly identified need and purpose, as well as clearly defined activity types, modes of travel, and seasons or timeframes for allowable access or other limitations.

Q: Do TMAs cover entire planning areas?

A: Field Offices may delineate TMAs where there is a need. In some instances, Field Offices may decide to put all the planning acres into one or more TMAs. In other instances, Field Offices may have no TMAs or TMAs for areas where there are no other overriding resources objectives set. The following are examples of where TMAs may or may not be delineated in the RMP:

EXAMPLE: Could Field Offices manage travel and transportation differently for Areas of Critical Environmental Concerns (ACEC), Special Recreation Management Areas (SRMA), Wilderness Study Areas (WSA), areas with oil and gas production focus, or wildlife management areas to achieve specific land use objectives? In instances where the Manager decides travel and transportation should be managed differently, these areas could have a different corresponding TMA (possibly with different OHV designations) that provide for public and administrative access. Note: Land use plans that have many specific landscape objectives and management prescriptions may need to delineate several TMAs. However, there will be times when the prescriptions for the ACEC, SRMA, or WSA could also meet the travel and transportation management needs of the area. Note: Land use plans that are broad will probably have fewer TMAs.

EXAMPLE: If both an ACEC and a SRMA are managed the same, allowing cross-country foot or horse travel and limited to designated route travel for mechanized conveyances and OHVs, could they fall into one TMA? Yes. It is likely the limited route designation criteria will vary because of the varying land use objectives in each. This variation could cause similar routes to be open in a SRMA and closed in an ACEC. If having different TMAs helps to explain to the public limited route designation or helps in planning and management, it may be beneficial to have separate TMAs.

EXAMPLE: What if there are SRMAs with several Recreation Management Zones (RMZ)? As per H-1601-1, each RMZ has a different recreation management objective. Presumably, then each RMZ would probably need to manage travel and transportation differently to achieve the individual RMZ objectives. Each RMA would require a separate TMA, and the boundaries of the TMAs would be the same as the RMZs.

Q: Are TMAs different from open, limited, closed, and OHV areas?

A: TMAs include OHV area designations as required by 43 CFR 8342.1. Additionally, OHV area designations only address motorized use, and a TMA should address all forms of travel and transportation.

Q: What happens if road and trail designations are not completed in the RMP?

A: It is the BLM's policy that all travel management planning is accomplished during the RMP process when time and resources allow. The goal should be to make as many road, primitive road, and trail designations in the RMP as possible. For the "limited" areas with complex or controversial issues needing further input and analysis that cannot

be resolved with the completion of the RMP or Final Environmental Impact Statement (EIS), refer to IM 2004-005 and Attachment 2 in this IM. Separate Travel and Transportation Management Plans identifying existing or designated routes are required to be completed within 5 years of the signing of the ROD.

Q: Can route designations and decisions in a portion of the planning area be deferred until after the RMP?

A: Yes. Because of complexity, level of controversy, or other reasons, some of the route decisions in the planning area can be deferred to a future travel management plan. The area that is deferred should be delineated as a TMA. See LUP Handbook (H-1601-1), Appendix C, Section II. D.

Q: Can you designate routes in Wilderness Study Areas (WSA)?

A: Yes, but the designated motorized route can only be a “way” that existed inside the WSA and was identified during the inventory phase of the wilderness review. Motorized use of these “ways,” however, is not permitted to impair the wilderness suitability of the area. Trails for foot and stock use can be designated.

Q: Can you close an existing way in a WSA?

A: Yes. You can close the entire WSA to motorized use, or you can designate routes as noted above.

Q: Can you have a designated trail in a closed area?

A: Yes, if the trail is nonmotorized and the area is closed to motorized use only. An area closed to motorized use should not have motorized trails in it. If motorized trails are present, then the area should be in the limited category.

Q: Can you have a designated trail in an open area?

A: Yes. A designated trail may go through an open area and continue on into a limited area (e.g., the Paiute Trail); however, in the open area, the user is not required to stay on the designated trail.

Q: Do you designate or authorize remote or backcountry airstrips as part of the planning process?

A: No. Authorizing the use of existing airstrips or the construction of a new airstrip is handled through an airport lease, not a right-of-way. The airstrips must meet the requirement of the Airport Leasing Act of 1928 (43 CFR 2911).

Q: What are administrative routes?

A: Administrative routes are those that are limited to authorized users (typically motorized access). These are existing routes that lead to developments that have an administrative purpose, where the BLM or a permitted user must have access for regular maintenance or operation. These authorized developments could include such items as power lines, cabins, weather stations, communication sites, spring developments, corrals, or water troughs.

Q: Can I change an OHV area designation (open, limited, closed) without a plan amendment?

A: No. OHV area designation changes require a plan amendment per 43 CFR 8342.2 B.

Q: Within the limited area designation, can you move from “limited to existing” to “limited to designated” without a plan amendment?

A: Yes, if the RMP language provides for this option through established criteria and parameters for change. If, however, the RMP is silent on this issue, a plan amendment would be required.

Is an Environmental Assessment required? Yes, because public comment is needed for the selection of designated routes to meet the requirements of the Administrative Procedures Act (APA).

Q: Can I change (add or subtract) a route within a “limited to designated” roads and trails area without a plan amendment?

A: Yes, but site-specific NEPA (refer to Washington Office IM 2004-079) is required. If there is a need to add a route or re-route a road or trail that is not currently in the transportation network, it needs to be made clear that NEPA and cultural resource compliance work or Section 106 compliance must be accomplished before construction or formal recognition can occur. An EA can cover minor changes or adjustments to the transportation network. In some areas, Field Offices may rotate route closures within the limited areas (i.e., year by year or seasonally). This is done through analysis in an EA. In an emergency situation, a route can be closed using the special rules in 43 CFR 8342.

Q: Can I change (add or subtract) a route within a “limited to existing” roads and trails area without a plan amendment?

A. Yes, the same as routes within a “limited to designated” category (see answer above).

Q: What is the difference between land use planning (LUP) decisions and implementation decisions?

A: The OHV area designations and the criteria for selecting roads and trails are LUP decisions. The individual route selection for designation is an implementation decision. For additional information, see Attachment 4, Types of Planning Decisions; LUP Handbook glossary, page 4; and Washington Office IM 2004-079, *Land Use Plan Decisions, Implementation Decisions, and Administrative Remedies*.

Q: If the implementation decisions are made as part of the RMP, do they require a separate Decision Record (DR) from the Record of Decision (ROD)?

A: No. They may all be included under a single ROD, but they may also be accomplished through a separate DR. See LUP Handbook, pages 30–31.

Q: Who is considered a collaborator?

A: Anyone who provides information to the planning effort can be a collaborator. (Refer to LUP Handbook glossary, page 2).

Q: Who is considered a cooperator or cooperating agency?

A: A government entity (e.g., U.S. Fish and Wildlife Service, State, County, City) that is a signatory to a memorandum of understanding outlining mutual responsibilities. The cooperator can “sit at the table” when formulating alternatives (see LUP Handbook, pages 6–9, Cooperating Agency status through the NEPA).

Q: How and where do I start making an inventory of roads, primitive roads, and trails? How much inventory is needed?

A: Start with Field Offices’ files, aerial photos, and Geographic Information System (GIS) data layers. Examine the BLM 100K surface maps and any published guidebooks regarding the area. State and County agencies often have information valuable. Satellite data is becoming cheaper and more readily available. Compile as much data as possible in the office before beginning an on-the-ground assessment.

Prioritize areas or sub-units of the planning area to allow for a systematic inventory process. A 100% inventory is not expected. Do not delay decisions for lack of a 100% inventory. Note: For “limited to existing” route designation, 100% inventory is highly recommended. A baseline map of the inventory should be made available to the public for its input. Solicit road, primitive road, and trail input from the public during scoping and any other comment period. Document in the administrative record that the input was incorporated into the baseline information or, if it was not, why it was not incorporated.

Montana, North Dakota, and South Dakota EIS Example: Through site-specific planning, roads, primitive roads, and trails would be inventoried, mapped, and

designated as open, seasonally open, or closed. The inventory should be commensurate with the analysis needs, issues, desired resource conditions, and resource management objectives for the area. This inventory may include system roads and trails, unclassified roads and trails, non-system roads and trails, and roads and trails on existing visitor recreation maps and transportation plans.

Q: Does the BLM have a standard protocol for inventory of roads, primitive roads, and trails?

A: Yes. Refer to Graves, P., A. Atkinson, and M. Goldbach. 2006. *Travel and Transportation Management: Planning and Conducting Route Inventories*. Technical Reference 9113-1, BLM/WO/ST-06/007+9113, Bureau of Land Management, Denver, Colorado. 51 pp.

Q: Which methods are used to inventory roads, primitive roads, and trails?

A: There are multiple methods (see chart below), and Field Offices may use more than one method at a time. Most planning projects utilize a combination approach.

Methods of Road and Trail Data Collection

Method	Advantages	Disadvantages
Local Staff Data Collection–GPS Collection	Low Cost Multitasking Equipment purchased can be utilized for future projects	Relatively Slow Dependent on skills with GPS, GIS, and appropriate vehicles Quality control can be difficult for final data
Hire seasonal data collectors	All same as above Less conflict with other priorities	Only as good as recruitment, training, and supervision allow
Volunteer GPS Data collectors; Volunteer contributed data	Low cost Equipment can be utilized for future projects	Quality control can be important BLM Supervision important Perceived “fox guarding the henhouse” image
Digitize Data from Satellite or Aerial Photography	Allows comparison with historical and future data Can be performed from the office	High rate of inaccuracy–both false negative and false positive Rarely used as the only method–often as starting point or check on other methods National Aerial Photo Program (NAPP)–ground verification of data averages–80% accuracy

Contractors/U.S. Forest Service Enterprise Teams	Trained crews can be fast, data quality usually good Specialist crews are readily available free of local shifts in priorities Contractor pays employee benefits/travel Field offices retain quality assurance/control function	High cost per mile Contractors are often overloaded May not be timely because of heavy workload
BLM Cadastral Crews	Working with survey and State GIS, data imported directly into State GIS Database Crews available with BLM supervision	Government employees, high travel costs Unpredictable pricing—no upfront cost estimates
Acquire existing data from Counties or State agencies	Low collection cost	Inconsistent or incompatible data elements may be included
Share existing BLM database with Counties, public	Low collection cost Can reduce controversy from access community	Large amounts of data to be processed and verified

Q: What level of cultural resource inventory is needed to implement the transportation network decisions?

A: Inventory requirements, priorities, and strategies will vary depending on the effect and nature of the proposed OHV activity and the expected density and nature of historical properties based on existing inventory information. See December 15, 2006, Washington Office IM 2007-030 and BLM Manual 8110 and Manual 8130 and State-specific policies and procedures for additional guidance.

Q: How do I legally enforce nonmotorized area designations? What's the citation?

A: Non-motorized area designations are enforced two ways. For temporary or seasonal closures/restrictions use 43 CFR 8364 – Closures and Restrictions. For permanent designations use 43 CFR 8365.1-6 – Supplementary Rules (43 CFR 8365 – Rules of Conduct).

Q. Is a *Federal Register* Notice (FRN) required for enforcing motorized route designations?

A: No. According to Law Enforcement personnel, as long as the Administrative Procedures Act was followed (public is notified and has a chance to comment), the motorized route designations decision is enforceable with the signing of the ROD.

Q: What authority should I use to protect persons, property, and public lands and resources affected by nonmotorized (mechanized, stock, foot, or other) travel?

A: 43 CFR 8364 - Closures and Restrictions is utilized for temporary or seasonal closures or restrictions. 43 CFR 8365.1-6 – Supplementary Rules is utilized for permanent designations.

Q: Do we need an additional FRN on route designations once the ROD for the RMP is signed?

A: An additional FRN is not needed for motorized road and trail designations. A Notice of Availability (NOA) with the signing of the ROD is the final step at which point the decisions can be implemented and enforced. If other restrictions are being put in place, such as limiting mountain bike use, a supplementary rule would have need to be published in the *Federal Register*.

Q: If routes are deferred until after the RMP is completed and a Travel and Transportation Management Plan is made to designate trails, primitive roads, and roads, do we need an FRN to make the designations enforceable?

A: No, as long as an EA is completed and the public has been notified and has had a chance to comment on the proposed action. The selection of roads and trails is an implementation of the RMP decisions—not a new rule—and therefore is enforceable with the signing of the decision record. If other restrictions are being put in place, such as limiting mountain bike use, a supplementary rule would have to be published in the *Federal Register*.

Q. What if there is a fire in a closed area and there is a need to drill to stabilize the soils or to start the recovery of wildlife habitat? What if a fire burns in an open area and there is a need to close the area to promote vegetative recovery in absence of external effects?

A. In the above situations, the BLM has the ability to take management actions necessary to protect and recover the soils and vegetation.

Q: What kind of exceptions can be made for game retrieval?

A: If there are exceptions for game retrieval, they should be described in the Travel and Transportation Management Plan. There is no national standard for this type of exceptions. Field Offices should consider coordinating this policy with other Federal land management agencies and with their State wildlife resources department. Within the BLM, for example, the Montana BLM allows for this exception whereas the Utah BLM does not.

Q: What other kinds of exceptions can be made?

A: 43 CFR 8340.0-5 (a) excepts certain uses from the OHV regulations, such as:

- (1) Any nonamphibious registered motorboat;
- (2) Any military, fire, emergency, or law enforcement vehicle while being used for emergency purposes;
- (3) Any vehicle whose use is expressly authorized by the authorized officer, or otherwise officially approved;
- (4) Vehicles in official use; and
- (5) Any combat or combat support vehicle when used in times of national defense emergencies.

Questions and Answers for National Scenic and Historic Trails

Q: Is travel and transportation planning different in any way for National Scenic Trails and National Historic Trails?

A: Yes. There are special requirements for National Scenic and Historic Trails. These can be found in the Land Use Planning Handbook, Appendix C, Section III. A. (Congressional Designations—National Scenic and Historic Trails). It is recommended that those provisions be understood and addressed in advance of area designation and route selection.

Q: How are these requirements different?

A: National Scenic and Historic Trails (NSHTs) are long-distance trails designated by the U.S. Congress. On BLM-administered lands, they are units of the National Landscape Conservation System and fall under the provisions of the National Trails System Act. Each trail has unique enabling legislation and is administered and managed under a special trailwide comprehensive management plan.

NSHTs are not only physical routes on the ground—composed of roads, primitive roads, and trails by the BLM definition—but some national trails or trail segments are also cultural properties such as ruts, traces, swales, or historic sites. Some scenic trail segments require point-to-point navigation, and some historic trails show only as a route on a congressional map, with no discernible evidence of human passage on the ground. Although they are called “trails” by Congress and meet the BLM’s definition of trail (or

primitive road or road) in some places, the character of these linear features—and their setting or context—can vary significantly.

Allowing motorized or nonmotorized travel or identifying NSHTs as part of a transportation system must be viewed in light of the laws, regulations, policy, and comprehensive management plans that govern these resources, as well as the resource objectives the BLM may have for the area.

Q: How are these requirements the same?

A. Normally, in areas where NSHTs are and will continue to be managed as roads, primitive roads, or trails by the BLM definition, they would fall within the “limited area” category. Where national trails are considered cultural properties, or where viewshed or setting protection is desired to retain landscape character or for other purposes including visitor experience, a “closed area” designation may be used, depending on public access considerations. As in the Special Designation section of the handbook for these trails, all resource allocation tools should be used to create the best set of alternatives, rather than relying solely on area and trail designations.

Similarly, when designing a route network for a “limited area,” use care in route selection and the types of uses that are or are not permitted on NSHTs. Those may be dictated by law or policy in some instances, especially for motorized use and scenic trails, and motorized or nonmotorized use on historic trails or cultural properties. National trails should not be identified for disposal or reclamation.

Q: What additional guidance is available for National Scenic and Historic Trails to help determine travel and transportation provisions?

A: The BLM guidance for the National Scenic and Historic Trails Program can be found in the Federal Land Policy and Management Act, National Trails System Act, Departmental Manual Section 710, Executive Order 13195, 43 CFR 8351.1-1 *Motorized vehicle use*, and Appendix C, Section III. A. of the Land Use Planning Handbook and other applicable laws such as the National Historic Preservation Act and related BLM manuals. The Comprehensive Trail Management Plan for each trail may also contain applicable provisions. General guidance for the program will be produced over the next 10 years through implementation of the new National Scenic and Historic Trail Strategy and Work Plan.

Q: Can a National Scenic and Historic Trail segment be a TMA?

A: Yes. It can be part of a TMA, or be its own TMA, depending on the resource issues in the planning area.

Activity level (implementation) plans are warranted for some national scenic or historic trail segments (see LUP Handbook, Appendix C, Section III. A. Congressional Designations—National Scenic and Historic Trails).

Q: Should NSHT be placed in Facility Asset Management System?

A: Yes, following the required data standards. See the Interagency Trail Data Standards for additional guidance at <http://www.nps.gov/gis/trails/>.

Attachment 6

Definitions

Adaptive Management: A system of management practices based on clearly identified outcomes, including monitoring to determine if management actions are meeting outcomes; if not, facilitating management changes that will best ensure that outcomes are met or to reevaluate the outcomes. Adaptive management recognizes that knowledge about natural resource systems is sometimes uncertain, and that adaptive management is the preferred method of management in these instances.

All-Terrain Vehicle (ATV): A wheeled (3 or more wheels) or tracked vehicle, other than a snowmobile or work vehicle, designed primarily for recreational use or the transportation of property or equipment exclusively on undeveloped road rights-of-way, marshland, open country, or other unprepared surfaces.

Benefits Based Management (BBM): The ongoing process used by BLM planners and leisure service providers to identify desirable individual, social, economic, and environmental benefits derived from recreation experiences.

Closed Off-highway Vehicle Designations: Areas or trails are designated closed if closure to all vehicular use is necessary to protect resources, promote visitor safety, or reduce use conflicts (see 43 CFR 8340.05).

Cooperating Agency: Assists the lead Federal agency in developing an Environmental Assessment or Environmental Impact Statement. The Council on Environmental Quality regulations implementing the National Environmental Policy Act define a cooperating agency as any agency that has jurisdiction by law or special expertise for proposals covered by NEPA (40 CFR 1501.6). Any Federal, State, or local government jurisdiction with such qualifications may become a cooperating agency by agreement with the lead agency.

Comprehensive Travel and Transportation Management (CTTM): Comprehensive travel management planning should address all resource use aspects (such as recreational, traditional, casual, agricultural, commercial, and educational) and accompanying modes and conditions of travel on the public lands, not just motorized or off-highway vehicle activities. In the resource management plan, travel management areas (polygons) should be delineated. Identify acceptable modes of access and travel for each travel management area (including over-land, over-water, over-snow and fly-in access [remote airstrips and float planes]). In developing these areas, consider the following:

- a. Consistency with all resource program goals and objectives;
- b. Primary travels;
- c. Objectives for allowing travel in the area;
- d. Setting characteristics that are to be maintained (including recreation opportunity system and visual resource management settings); and

- e. Primary means of travel allowed to accomplish the objectives and to maintain the setting characteristics.

Facility Asset Management System (FAMS): The BLM's official database for the management of transportation system assets.

Implementation Plan: A site-specific plan written to implement decisions made in a land use plan. An implementation plan usually selects and applies best management practices to meet land use plan objectives. Implementation plans are synonymous with "activity" plans. Examples of implementation plans include interdisciplinary management plans, travel and transportation management plans, habitat management plans, and allotment management plans.

Implementation Plan Decisions: Decisions that take action to implement land use plan decisions; generally appealable to the Interior Board of Land Appeals (IBLA) under 43 CFR 4.410.

Land Use Plan (LUP): A set of decisions that establishes management direction for land within an administrative area, as prescribed under the planning provisions of the Federal Land Policy Management Act of 1976; an assimilation of land use plan-level decisions developed through the planning process outlined in 43 CFR 1600, regardless of the scale at which the decisions were developed.

Land Use Plan Allocations: The identification in a land use plan of the activities and foreseeable development that are allowed, restricted, or excluded for all or part of the planning area, based on desired future conditions.

Land Use Plan Decisions: Establishes desired outcomes and actions needed to achieve them. Decisions are reached by using the planning process in 43 CFR 1600. When these decisions are presented to the public as proposed decisions, they can be protested to the BLM Director. They are not appealable to the IBLA.

Limited OHV Designations: The limited designation is used where OHV use must be restricted to meet specific resource management objectives. Examples of limitations include: number or type of vehicles; time or season of use; permitted or licensed use only; use limited to designated roads and trails; or other limitations if restrictions are necessary to meet resource management objectives, including certain competitive or intensive use areas that have special limitations (see 43 CFR 8340.05).

Mechanized Travel: Moving by means of mechanical devices such as a bicycle; not powered by a motor.

Motorized Travel: Moving by means of vehicles that are propelled by motors such as cars, trucks, OHVs, motorcycles, and boats.

Nonmotorized Travel: Moving by foot, stock or pack animal, boat, or mechanized vehicle such as a bicycle.

Off-Highway Vehicle (OHV): OHV is synonymous with Off-Road Vehicles (ORV). ORV is defined in 43 CFR 8340.0-5 (a): Off-road vehicle means any motorized vehicle capable of, or designed for, travel on or immediately over land, water, or other natural terrain, excluding: 1) Any nonamphibious registered motorboat; 2) Any military, fire, emergency, or law enforcement vehicle while being used for emergency purposes; 3) Any vehicle whose use is expressly authorized by the authorized officer, or otherwise officially approved; 4) Vehicles in official use; and 5) Any combat or combat support vehicle when used in times of national defense emergencies.

OHV Area Designations: Refers to the land use plan decisions that permit, establish conditions, or prohibit OHV activities on specific areas of public lands. All public lands are required to have OHV designations (43 CFR 8342.1). The CFR requires all BLM-managed public lands to be designated as open, limited, or closed to off-road vehicles and provides guidelines for designation. The definitions of open, limited, and closed are provided in 43 CFR 8340.0-5 (f), (g), and (h), respectively.

Off-Road Vehicle (ORV): The legal term used in the CFR 8340 regulations. See the Off-Highway Vehicle definition.

Open OHV Designations: Open designations are used for intensive OHV use areas where there are no special restrictions or where there are no compelling resource protection needs, user conflicts, or public safety issues to warrant limiting cross-country travel (see 43 CFR 8340.05).

Planning Criteria: The standards, rules, and other factors that managers and interdisciplinary teams develop to form judgments about decision making, analysis, and data collection during planning. Planning criteria streamline and simplify the resource management planning actions.

Preliminary Network: If a final road and trails network is not identified in the RMP process, the plan should include a preliminary network that will be identified for use until a final network is selected through a subsequent implementation plan.

Primitive Roads: A linear route managed for use by four-wheel drive or high-clearance vehicles. These routes do not formally meet any BLM road design standards.

Resource Management Plan (RMP): The BLM considers Resource Management Plans synonymous with land use plans (as defined previously), so the terms may be used interchangeably. Land use plan decisions made in RMPs establish goals and objectives for resource management (such as desired future conditions), the measures needed to achieve these goals and objectives, and parameters for using public lands. Land use planning decisions are usually made on a broad scale and customarily guide subsequent site-specific implementation decisions.

RMP Area: Most RMPs cover a large planning and management area. As a result, the planning area may be divided into smaller areas, each with differing values, issues, needs, and opportunities that may warrant differing management prescriptions.

Roads: 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.

Roads, Trails, and Primitive Roads: Terms used to describe specific categories of transportation linear features and represent subsets of the BLM's transportation system.

Road and Trail Selection: For each limited area, the BLM should choose a network of roads and trails that are available for motorized use, and other access needs including nonmotorized and nonmechanized use, consistent with the goals, objectives, and other considerations described in the LUP.

Road and Trail Identification: For the purposes of this guidance, road and trail identification refers to the on-the-ground process (including signs, maps, and other means of informing the public about requirements) of implementing the road and trail network selected in the land use plan or implementation plan. Guidance on the identification requirements is in 43 CFR 8342.2 (c).

Routes: Multiple roads, trails, and primitive roads; a group or set of roads, trails, and primitive roads that represents less than 100% of the BLM transportation system. Generically, components of the transportation system are described as "routes."

Special Recreation Management Area: A public lands unit identified in land use plans to direct recreation funding and personnel to fulfill commitments made to provide specific, structured recreation opportunities (i.e., activity, experience, and benefit opportunities). Both land use plan decisions and subsequent implementing actions for recreation in each Special Recreation Management Area (SRMA) are geared to strategically identified primary market—destination, community, or undeveloped.

Trails: Linear routes managed for human-powered, stock, or off-road vehicle forms of transportation or for historical or heritage values. Trails are not generally managed for use by four-wheel drive or high-clearance vehicles.

Transportation Linear Features: Linear features represent the broadest category of physical disturbance (planned and unplanned) on the BLM land. Transportation-related linear features include engineered roads and trails, as well as user-defined, nonengineered roads and trails created as a result of the public use of the BLM land. Linear features may include roads and trails identified for closure or removal as well as those that make up the BLM's defined transportation system.

Transportation Linear Disturbances: Linear disturbances identify human-made linear features that are not part of the BLM's transportation system. Linear disturbances may

include engineered (planned) as well as unplanned single- and two-track linear features that are not part of the BLM's transportation system.

Travel Management Area (TMA): TMAs are polygons or delineated areas where travel management (either motorized or nonmotorized) needs particular focus. These areas may be designated as open, closed, or limited to motorized use and will typically have an identified or designated network of roads, trails, ways, and other routes that provide for public access and travel across the planning area. All designated travel routes within TMAs should have a clearly identified need and purpose as well as clearly defined activity types, modes of travel, and seasons or times for allowable access or other limitations.

Travel and Transportation Management Plan: The document that describes the process and decisions related to the selection and management of the Transportation Network. This document can be an appendix to an RMP or a stand-alone document after development of the RMP.

Transportation Network: The network of roads, primitive roads, and trails (motorized and nonmotorized) that are selected (recognized, designated, or authorized) for use through the comprehensive travel and transportation planning process.