United States Department of the Interior
Bureau of Land Management

Environmental Assessment
DOI-BLM-CO-N05-2016-0044-EA

Travel and Transportation Management
Resource Management Plan Amendment for the WRFO

Preliminary Alternatives

August 2016

U.S. Department of the Interior
Bureau of Land Management
Northwest District
White River Field Office
220 East Market St
Meeker, CO 81641

TABLE OF CONTENTS

1. Introduction 1
1.1. Identifying Information 1
1.2. Planning Area 1
1.3. Background 2
1.4. Purpose and Need for Action 4
1.5. Decision to be Made 4
2. The Planning Process 4
2.1. Guidance to Be Provided in the Travel Management RMPA 4
2.2. Guidance to Be Provided During Subsequent Implementation Planning 5
2.3. Preliminary Planning Criteria and Issues 6
3. Proposed Action and Alternatives 7
3.1. Elements Common to All Alternatives 8
3.2. Alternative A (No Action Alternative) 9
3.3. Alternative B 12
3.4. Alternative C 18
3.5. Alternatives Considered but Eliminated from Detailed Analysis 22
3.6. Comparison of Alternatives 26
4. Supporting Information 32
4.1. Glossary 32
4.2. Acronyms 36
4.3. References 37
Appendix A. Maps 38
A.1. Motorized Travel 40
A.2. Mechanized Travel (Including Over Snow) 50
A.3. Areas Needing Improved Public Access 51
A.4. Existing Routes (2014-2016 Inventory) 52
A.5. Route Density 53
Appendix B. Travel Management Direction in the 1997 RMP (No Action Alternative) 55
B.1. Goals 55
B.2. Objectives 55
B.3. Allowable Uses (Allocations) 55
B.4. Exceptions (Allowable Uses/Allocations) 58
B.5. Future Implementation Planning (Management Action) 58
B.6. Additional Criteria to Consider During Implementation Planning (Management Action) 59
Appendix C. Additional Criteria to Consider During Implementation Planning (Management Actions Common to Alternatives B and C) 63
C.1. Designation Criteria at 43 CFR 8342.1 63
C.2. WRFO Designation Criteria 64
Appendix D. Potential Mitigation Measures 72

List of Tables

Table 1. Surface Management Status in the Planning Area 1
Table 2. Summary Comparison of Alternatives 26

List of Figures (Maps)

Figure 1. White River Field Office Planning Area 38
Figure 2. Highways and County Roads within the White River Field Office Planning Area 39
Figure 3. Alternative A – OHV Area Designations 40
Figure 4. Alternative B – OHV Area Designations (Motorized Travel) 41
Figure 5. Alternative C – OHV Area Designations (Motorized Travel) 42
Figure 6. Alternatives B and C – LO7 Hill Open Area 43
Figure 7. Alternatives B and C – Rangely Rock Crawling Park Open Areas 43
Figure 8. Alternatives B and C – North Rangely Open Area 45
Figure 9. Alternatives B and C – North Dinosaur Open Area 46
Figure 10. Alternative A – Motorized Over-Snow Travel 47
Figure 11. Alternative B – Motorized Over-Snow Travel 48
Figure 12. Alternative C – Motorized Over-Snow Travel 49
Figure 13. Alternatives B and C – Mechanized Travel (Including Over Snow) 50
Figure 14. Alternative A – Areas Needing Improved Public Access in the 1997 RMP 51
Figure 15. Existing Routes as Identified in the 2014-2016 Travel Route Inventories 52
Figure 16. Route Density Criteria in Alternative A 53
Figure 17. Proposed Route Density Designation Criteria for Alternative B 54

1. INTRODUCTION

1.1. Identifying Information

Project Title: Travel and Transportation Management Resource Management Plan Amendment for the WRFO

NEPA Document Number: DOI-BLM-CO-N05-2016-0044-EA

1.2. Planning Area

The Planning Area includes all lands, regardless of surface management or ownership, within the White River Field Office (WRFO) boundary shown in Figure 1. The Planning Area includes approximately 2.7 million acres of BLM, National Park Service (NPS), U.S. Forest Service (FS), state, and private lands located in northwestern Colorado, primarily in Rio Blanco County, with additional tracts located in Garfield and Moffat counties. The WRFO administrative office is located in the town of Meeker in northwestern Colorado.

Within the Planning Area, the BLM administers approximately 1.5 million surface acres and 2.2 million acres of federal oil and gas minerals (subsurface) estate. Management decisions made as a result of this planning process would apply only to BLM-administered surface acres in the Planning Area and would not apply to State Highways or County Roads (Figure 2). Table 1 presents a summary of land ownership status within the Planning Area.

Table 1. Surface Management Status in the Planning Area

Surface Manager/Owner	Rio Blanco County (acres)	Moffat County (acres)	Garfield County (acres)	Total Acres
Federal: BLM	1,151,100	232,700	74,300	1,458,100
Federal: NPS – Dinosaur National Monument	0	71,500	0	71,500
Federal: FS – White River National Forest	246,900	0	129,200	376,100
State: Colorado Parks and Wildlife, Colorado State Parks, Colorado State Land Board	46,100	19,800	300	66,200
County	200	0	0	200
Private	480,500	99,800	124,900	705,200
TOTAL	**1,923,100**	**423,700**	**328,700**	**2,675,600**

SOURCE: 2015 Oil & Gas Development Proposed RMPA/FEIS, Table 1-1.

1.3. Background

1.3.1. Overall Strategy for Travel Management Planning in the WRFO

There are two levels of decision making in travel management planning. Designation of off-highway vehicle (OHV) areas as “open”, “limited”, or “closed” are land use planning decisions. The designation of individual roads, primitive roads, and trails are implementation decisions tiered to a Resource Management Plan (RMP). The WRFO’s travel management planning strategy is to conduct land use planning and implementation planning as separate steps.

Prior to beginning implementation-level (route-by-route) travel management planning, the WRFO plans to 1) inventory (map) all the travel routes in the field office and 2) amend the travel and transportation management decisions in the 1997 White River Record of Decisions and Approved Resource Management Plan, as amended.

Inventory

The WRFO has been working on gathering the necessary data for travel management implementation plans. (Note: The inventory is a data collection step necessary for completion of route-by-route designations but is not necessary for land use planning decisions.) The WRFO was able to complete the travel route inventory for approximately 650,000 acres in the eastern half of the field office in the summer of 2014. Public scoping of the 2014 inventory data was used to identify any errors or omissions in the database and occurred in the spring of 2015. The WRFO completed the travel route inventory for approximately 680,000 acres in the western half of the field office in the summer of 2015 and this data is now available for public review.

The WRFO plans to complete the travel route inventory of the remaining 170,000 acres in the planning area in the summer of 2016. The public would have an opportunity to review the 2016 travel route inventory data in the fall of 2016.

Implementation (Route-by-Route) Planning

Once the WRFO has updated the travel management decisions in the RMP and completed the travel route inventory for the entire field office, we would begin implementation planning. The White River Resource Area would be broken down into Travel Management Areas (TMAs) that are approximately 150,000 to 300,000 acres in size. The TMAs are optional planning tools that allow field offices to address specific uses and resource concerns as well as to prioritize travel planning efforts. The WRFO would develop a Travel Management Plan (TMP) for each TMA; this is likely to result in 5-10 separate TMPs that cover the entire WRFO.

1.3.2. Existing Travel Management Decisions in the RMP

The 1997 RMP provided what was intended to be interim management guidance until a comprehensive travel management plan could be completed. The WRFO proposes to update the off-highway vehicle (OHV) area designations and criteria for granting exceptions to off-route travel found in the RMP through a plan amendment. The BLM’s planning regulations require evaluation of the land use plan, and potential revision or amendment, if there are new data, policies, or a change in circumstances that may necessitate changes to the terms, conditions, and decisions of the plan (43 CFR 1610.4-9, 43 CFR 1610.5-5, and 43 CFR 1610.5-6). The existing

travel management decisions within the RMP can be confusing since they are not structured using current BLM travel management planning guidance (which was updated in 2012). There are also decisions in the RMP that conflict with BLM policy and do not account for changes in circumstances, such as increased management attention on greater sage-grouse and lands with wilderness characteristics. By completing a single plan amendment across the entire WRFO (rather than as necessary within individual Travel Management Areas), the BLM would be able to demonstrate trade-offs on a landscape scale when identifying which areas to prioritize for resource use or protection.

OHV Area Designations

Designation of OHV areas as “open”, “limited”, or “closed” are land use planning decisions. While the RMP provides definitions for open, limited, and closed areas (RMP pg. 2-46) and specifies that these terms would be used in developing the Travel Management Plan, they are notably absent from decision language found elsewhere in the RMP (for example, RMP pgs. 2-44 and 2-45; Map 2-22) and there is no clear identification of OHV area designations.

Consistency with BLM Policy

Allowing for exceptions so long as no resource damage has occurred has proved to be challenging for land managers and the provisions related to retrieving game and access for the disabled are inconsistent with Colorado BLM policy (CO-IM-2007-20) and national BLM policy (H-8342 pg. 14), respectively.

Changes in Circumstances

In 2013 the WRFO updated its inventory of lands with wilderness characteristics and identified the presence of these characteristics across 301,900 acres in 33 units. It is plausible that the WRFO would consider managing some of these areas with different limitations than the rest of the field office depending upon whether or not they were managed to give priority to preservation of wilderness characteristics. The 2015 Oil and Gas Development RMPA manages lands with wilderness characteristics at one of three different tiers and the potential impacts to wilderness characteristics associated with future development in these areas needs to be considered in regards to travel management planning.

In addition, the 2015 Northwest Colorado Greater Sage-Grouse RMPA (reflected in the No Action Alternative and Alternatives B and C) provides management objectives for travel management within sage-grouse habitat and also directs field offices to evaluate and consider permanent or seasonal route or area closures as needed to address current threats.

Identification of Additional Planning Needs

The RMP identifies additional decisions that would be made in the Travel Management Plan (RMP pg. 2-45), including if and where roads and trails would be closed; public needs for construction of motorized and non-motorized trails; determination of the need for open areas; and development of criteria to achieve resource objectives, including the process for changing designations and for adding or closing routes.

1.4. Purpose and Need for Action

The purpose of WRFO's Travel and Transportation Management Resource Management Plan Amendment (hereafter, Travel Management RMPA) is to ensure that public lands are managed according to the principles of multiple use and sustained yield identified in the Federal Land Policy and Management Act of 1976 (FLPMA) while maintaining the valid existing rights and other obligations already established.

The need for the action is that the existing travel management decisions within the RMP are no longer adequate as they are inconsistent with current BLM travel management planning guidance (i.e., Travel and Transportation Manual 1626 and Travel and Transportation Management Handbook H-8342-1, CO-IM-2007-20) and do not account for changes in circumstances.

1.5. Decision to be Made

Based on the analysis contained in this EA, the BLM would decide whether or not to amend the travel and transportation management direction in the 1997 White River Record of Decision and Approved Resource Management Plan, as amended. Under the National Environmental Policy Act (NEPA), the BLM must determine if there are any significant environmental impacts associated with the Proposed Action warranting further analysis in an Environmental Impact Statement (EIS). The State Director is the responsible officer who would decide one of the following:

- To amend all or portions of the travel management decisions in the RMP;
- To analyze the effects of a change in management direction in an EIS; or
- Not to amend any of the travel management direction in the RMP.

2. THE PLANNING PROCESS

2.1. Guidance to Be Provided in the Travel Management RMPA

1. The BLM would define the long term management goals for the transportation system.

2. All public lands within the planning area would be designated as open, limited, or closed to off-route vehicle use, mechanized use, and/or non-motorized use.

3. The BLM would determine if there are any areas where non-motorized access (including mechanized and non-mechanized use) should be limited to designated routes or be subject to some other limitation on use.

4. In addition to the designation criteria identified in 43 CFR 8342.1, additional criteria would be developed to:
    a. select or reject specific roads, primitive roads, and trails in the final travel management network;
    b. add or construct new roads, primitive roads, or trails to the travel management network; and
    c. specify limitations.

5. The BLM would determine under what circumstances exceptions could be granted for specific roads, primitive roads, or trails within closed or limited areas.

6. The BLM would provide guidance on emergency closures and temporary closures needed to protect public health and safety or to prevent undue and unnecessary resource degradation due to unforeseen circumstances.

7. The BLM would define interim management objectives and identify the process of moving from an interim designation of “limited to existing roads, primitive roads, and trails” to a designation of “limited to designated roads primitive roads and trails” upon completion of TMPs.

8. The BLM would identify any easements or rights-of-way needed to maintain the existing road and trail network.

9. The BLM would outline the overall strategy for completing Travel Management Plans (including additional data needs and a general schedule).

10. A process would be identified to evaluate “existing routes” not identified in the inventory (and thus not considered in this plan).

2.2. Guidance to Be Provided During Subsequent Implementation Planning

1. The BLM would identify, evaluate, and select specific routes available for motorized and non-motorized uses within the areas designated as “limited”. Route specific objectives would be identified and the BLM would specify limitations or restrictions on type, duration, season of uses, or modes of transportation allowed.

2. Once a system of designated roads, primitive roads, and trails has been identified, a map would be produced to communicate to travel network users which routes are available for motorized use and any conditions on that use. The map should also identify non-motorized trail opportunities and associated access points such as trailheads and parking areas.

3. To communicate the travel management plan to travel network users, the BLM would develop a sign plan, an education plan, and a monitoring plan.

4. In coordination with BLM law enforcement staff, and to the extent practicable, with state and local law enforcement agencies, the BLM would develop an enforcement plan.

5. The BLM would issue needed easements and rights-of-way (ROWs) to the BLM or others, to maintain the existing road, primitive road, and trail network providing public land access.

6. The BLM would also establish maintenance intensities for all roads, primitive roads, and trails.

7. Any transportation linear features that are not identified as part of the designated travel network would be included in a rehabilitation plan for decommissioning and rehabilitating closed or unauthorized routes.

8. Adaptive management language would be included to address how routes may be modified within the transportation network in the future.

2.3. Planning Criteria and Issues

2.3.1. Planning Criteria

1. The RMPA will be limited to making land use planning decisions specific to transportation and travel management.

2. The BLM will designate all public lands within the planning area as open, limited, or closed to off-route vehicle use, mechanized use, and/or non-motorized use.

3. Lands addressed in the RMPA will be surface lands managed by the BLM and will not include split-estate lands (that is,private surface with Federal mineral estate).

4. The RMP Amendment, if approved, will comply with FLPMA, the National Environmental Policy Act (NEPA), Council on Environmental Quality regulations at 40 CFR 1500-1508, Department of the Interior regulations at 43 CFR 46 and 43 CFR 1600, the BLM Land Use Planning Handbook (H-1601-1), the BLM NEPA Handbook (H-1790-1), the BLM Travel and Transportation Management Handbook (H-8342-1), and all other applicable BLM policies and guidance.

5. Land use decisions in Greater Sage-Grouse habitat considered in the RMPA will be consistent with land use decisions in the Northwest Colorado Greater Sage-Grouse Resource Management Plan Amendment.

6. The RMPA will recognize valid existing rights.

7. The BLM will use a collaborative approach to planning.

8. The BLM will consult with Indian tribes to identify sites, areas and objectives important to their cultural and religious heritage.

9. The BLM will coordinate and communicate with state, local and tribal governments to ensure the BLM considers provisions of pertinent plans; seek to resolve inconsistencies between state, local and tribal plans; and provide ample opportunities for state, local and tribal governments to comment on the development of the amendment.

10. The BLM will address socioeconomic and Environmental Justice impacts of the alternatives.

11. Land use allocations made for Wilderness Study Areas (WSA) must be consistent with the BLM Management of WSA manual (BLM Manual 6330) and with other laws, regulations and policies related to WSA management.

12. The BLM will consider public welfare and safety when addressing fire management in the context of travel and transportation management planning.

13. The BLM will not consider creating any new special designations, such as Areas of Critical Environmental Concern, through this RMPA.

14. The BLM will conduct implementation (route-by-route) travel management planning in a separate effort subsequent to completing this RMPA.

15. The BLM will develop a Programmatic Agreement with the Advisory Council on Historic Preservation and the Colorado State Historic Preservation Officer that identifies stipulations necessary to satisfy the BLM's responsibilities under Section 106 of the National Historic Preservation Act for both the RMPA as well as subsequent implementation travel management planning.

16. The BLM will make the draft alternatives available for public review prior to completing the impacts analysis for the Preliminary EA.

17. The BLM will provide the public with spatial data that depicts the alternatives (such as geographic information system (GIS) shapefiles or GoogleEarth KMZ files).

18. As committed to in the 2015 Oil and Gas Development ROD/Approved RMPA, the BLM will evaluate the Rocky Mountain Wild Areas of Critical Environmental Concern (ACEC) nominations, submitted on January 21, 2003, and on March 9, 2007, that are located within the boundaries of the WRFO to determine whether they satisfy the relevance and importance criteria consistent with the BLM's land use planning regulations. The BLM will evaluate these ACEC nominations prior to issuing a Decision Record for the Travel Management RMPA and will provide interim management for any areas found to meet the relevance and importance criteria.

19. The BLM will consider existing travel management designations from adjacent jurisdictions (for example, other BLM offices, White River National Forest, Dinosaur National Monument) and strive for consistent management, as appropriate given consideration to resource values within the WRFO.

2.3.2. Planning Issues

The BLM conducted both internal and external scoping to identify planning issues. The planning issues are summarized in the Scoping Report (available online at http://bit.ly/2aLnDKx) and were used to help guide development of the alternatives.

3. PROPOSED ACTION AND ALTERNATIVES

Elements common to all alternatives are presented in Section 3.1. A summary of management direction in Alternative A (the No Action Alternative) is presented in Section 3.2, while the specific language from the RMP can be found in Appendix B. Proposed management for Alternatives B and C can be found in Sections 3.3 and 3.4, respectively. To assist in understanding differences between the alternatives, a comparison of key decisions for each

alternative is included in Table 2. Alternatives that were considered by the BLM but not carried forward for detailed analysis are discussed in Section 3.4.1.

3.1. Elements Common to All Alternatives

Federal regulations and BLM policy provide management that is common to all alternatives, including:

- designating WSAs as closed to motorized use;
- provisions for temporary closures to address adverse impacts to resources;
- provisions for emergency closures;
- standard exceptions to motorized vehicle use restrictions;
- requiring supplementary rules to restrict non-motorized access; and
- acknowledgement that evaluation of RS2477 assertions are outside of the scope of BLM's land use planning process.

3.1.1. Management of Motorized Travel in WSAs

Primitive routes (or ways) are those routes maintained solely by the passage of vehicles, or which has not been improved and/or maintained by mechanical means to ensure relatively regular and continuous use. The BLM has identified primitive routes as existing prior to the designation in all six WSAs in the WRFO. The BLM manages the WSAs as closed to motorized travel per the 1997 RMP, however there are exceptions for administrative access such as to maintain range improvements and to access pre-FLPMA valid and existing rights.

It is the BLM's policy not to establish new discretionary uses in WSAs that would impair the suitability of such areas for wilderness designation. Since motorized travel by the general public on these primitive routes have not been permitted for at least 20 years, considering public or recreational motorized or mechanized travel in the WSAs be a new discretionary use that would impair the suitability of these areas for wilderness designation.

3.1.2. Temporary Closures

Where off-route vehicles are causing or will cause considerable adverse effects upon soil, vegetation, wildlife, wildlife habitat, cultural resources, historical resources, threatened or endangered species, wilderness suitability, other authorized uses, or other resources, the affected areas shall be immediately closed to the type(s) of vehicle causing the adverse effect until the adverse effects are eliminated and measures implemented to prevent recurrence. (Travel and Transportation Handbook H-8342-1, page 38, based on 43 CFR 8341.2)

3.1.3. Emergency Closures

In the event of an emergency, immediate actions, such as closure or restrictions or uses of the public lands, must be taken to prevent or reduce risk to public health or safety, property or important resources. Emergencies are unforeseen events of such severity that they require immediate action to avoid dire consequences. The BLM NEPA Handbook (H-1790-1, Section 2.3) defines the following actions as typical emergency actions:

- Cleanup of a hazardous material spill;

- Fire suppression activities related to ongoing wildland fires; and
- Emergency stabilization actions following wildland fires or other disasters. (Travel and Transportation Handbook H-8342-1, page 37)

3.1.4. Standard OHV Exceptions

The following exceptions apply to restrictions on motorized travel in limited and closed areas:

- Any non-amphibious registered motorboat;
- Any military, fire, emergency, or law enforcement vehicle while being used for emergency purposes;
- Any vehicle whose use is expressly authorized by the authorized officer, or otherwise officially approved;
- Vehicles in official use; and
- Any combat or combat support vehicle when used in times of national defense emergencies. (43 CFR 8340.0-5)

3.1.5. Supplementary Rules

The designation of non-motorized trails can occur without a legal restriction to stay only on these trails, or the planning decision can include a restriction to designated trails. If the WRFO chooses to restrict non-motorized travel to specific routes, it must do so through the development of supplementary rules through a Federal Register process (43 CFR 8365.1-6). Supplementary rules would need to be established for any areas identified in the RMPA where non-motorized access is limited to designated routes or some other limitations on use.

3.1.6. RS 2477 Assertions

A travel management plan is not intended to provide evidence bearing on or addressing the validity of any R.S. 2477 assertions. R.S. 2477 rights are determined through a process that is entirely independent of the BLM's planning process. Consequently, travel management planning should not take into consideration R.S. 2477 assertions or evidence. Travel management planning should be founded on an independently determined purpose and need that is based on resource uses and associated access to public lands and waters. At such time as a decision is made on R.S. 2477 assertions, the BLM will adjust its travel routes accordingly. (Travel and Transportation Handbook H-8342-1, page 30)

3.2. Alternative A (No Action Alternative)

Under Alternative A (No Action Alternative), the BLM would not further amend any of the travel management decisions in the 1997 RMP prior to beginning implementation planning. Existing travel management decisions include those associated with the 2004 Wilson Creek Transportation Plan Amendment and the Pike Ridge and Buford closures (Federal Register Volume 59, Number 247). The following sections summarize decisions from the RMP; refer to Appendix B for specific decision language from the RMP.

Alternative A is the least restrictive of the three alternatives but is inconsistent with current BLM policy and terminology.

3.2.1. Goals

Provide access for oil and gas development consistent with public health and safety and other resource value concerns.

3.2.2. Objectives

Manage motorized vehicle travel on public lands to provide for public need and demand, protect natural resources, provide for the safety of public land users, and to minimize conflicts among various users of public lands.

Enhance access to public lands and resources.

Provide needed and appropriate ingress, egress, and access routes to and across public lands for oil and gas activities.

Reclaim or mitigate erosion impacts on transportation corridors.

Manage travel and transportation to 1) reduce mortality from vehicle collisions, 2) limit change in GRSG behavior, 3) avoid, minimize, and compensate for habitat fragmentation, 4) limit the spread of noxious weeds, and 5) limit disruptive activity associated with human access.

3.2.3. Allowable Uses (Allocations)

Motorized Travel

Designate motorized travel in the WRFO as follows (Figure 3):

- Closed: 100,207 acres;
- Closed from 8/15 to 11/30: 1,189 acres;
- Closed from 8/15 to 11/30, Limited to existing routes 12/1-8/14: 20,599 acres;
- Limited to designated routes: 55,107 acres;
- Limited to existing routes: 362,707 acres;
- Limited to existing routes from 10/1 to 4/30: 916,922 acres.

Under Alternative A, motorized vehicles are limited to existing routes from October 1 to April 30 within the majority of the field office. Motorized travel within fragile soils, black-footed ferret reintroduction areas, the Texas-Missouri-Evacuation Creek cultural resource area, and in potential habitat for special status plant species is limited to existing roads and trails year-round.

Motorized vehicle use is limited to designated roads in most of the ACECs (except for East Douglas Creek ACEC), the Indian Valley/Deep Channel area (to comply with a court ruling), and Canyon Pintado National Historic District.

Year-round closures include the six WSAs, Pike Ridge, Buford, Oak Ridge, and Moosehead Mountain. To establish non-motorized quality hunting areas, Cow Creek and the Hay Gulch/Timber Gulch area are closed seasonally (from August 15 through November 30) to motor vehicle use.

Motorized Over-Snow Travel

Winter snowmobile use is allowed everywhere except within the Moosehead road closure area, Oak Ridge State Wildlife Area, and the six Wilderness Study Areas.

Mechanized Travel (Including Over Snow)

The 1997 RMP is silent on mechanized travel (for example, bicycles) but the 2015 Oil and Gas RMPA prohibits mechanized travel in WSAs.

Non-Motorized, Non-Mechanized Travel (Including Over Snow)

There are no restrictions on non-motorized, non-mechanized travel (such as hiking, horseback riding, or cross-country skiing).

Water and Air Travel

The RMP is silent on travel by boats or aircraft.

Exceptions

The limitation restricting OHV use to existing roads and trails from October 1 through April 30 is necessary to prevent damage to soil, water, vegetation, wildlife, and other sensitive resources during periods when the ground is generally wet from rain or snow. This limitation is also necessary to limit the creation of new roads and trails in areas that will not sustain them. Vehicle use will not be restricted in these areas outside of this time period (May 1 through September 30). Exceptions to this limitation during the limited period (October 1 through Apri1 30) are as follows:

- Vehicles may be allowed to travel up to 300 feet from an existing road, way or trail to park, camp, gather firewood, etc. as long as no damage is caused to resources;
- Hunters may use motorized vehicles to retrieve downed big game as long as damage to resources does not occur;
- Physically challenged individuals (having CPW permit) may be allowed to continue travel off existing roads and trails during the limited months; and
- Emergencies involving threats to life and property.

3.2.4. Management Actions

The following sections summarize key management actions from the RMP; refer to Appendix B for a complete list and specific decision language from the RMP.

Additional Designation Criteria for Implementation Planning

For implementation planning, the RMP directs that effective road density within ferret recovery areas and the East Douglas Creek ACEC should be 1.5 miles per square mile. Within big game habitats, road density should be limited, to the extent practical, to an average maximum of 1.5 miles/square mile on RMP-defined critical habitats and 3 miles/square mile on other big game ranges (Figure 16).

New roads could not be constructed in greater sage-grouse priority habitat if the 3% disturbance cap would be exceeded, unless there is an immediate health and safety need, or to support valid

existing rights that cannot be avoided. Route constructions would be limited to routes that would not adversely affect sage-grouse populations due to habitat loss or disruptive activities. Similarly, upgrades to existing routes would only be allowed within priority sage-grouse habitat if the upgrade would not adversely affect sage-grouse populations due to habitat loss or disruptive activities.

New road construction or improving/maintaining primitive roads in support of oil and gas exploration and development would not be allowed within Tier 1 lands with wilderness characteristics areas.

Areas Needing Improved Public Access

Lands identified for public access enhancement include:

1) Large blocks of inaccessible BLM lands or lands with currently limited/restricted public access,
2) Smaller blocks of high demand or high interest BLM lands, and
3) Lands that will tie major open routes together. Figure 14 shows some of the broad areas where:
    a) public access needs to be enhanced;
    b) administrative access is needed; or
    c) both public and administrative access is needed.

The type and degree of access acquired will be consistent with the management direction for, or emphasis of, the area to be accessed. These areas are not all inclusive however, and access activities may take place throughout the Resource Area, on a case by case basis, as opportunities arise.

3.3. Alternative B

Rather than allowing travel on any existing route, Alternative B would limit travel (outside of closed and open areas) to designated routes. Alternative B would retain the closed areas in the 1997 RMP (Alternative A) while also adding the Tier 1 lands with wilderness characteristics areas, the Indian Valley and Anderson Gulch parcels, three riparian parcels within the White River ACEC, and parcels adjacent to closed “roadless” areas on the White River National Forest. Alternative B proposes four open areas close to towns in the planning area, including LO7 Hill, the Rangely Rock Crawling Park (rock slabs), North Rangely, and North Dinosaur. Alternative B reduces exceptions for off-route travel (to one vehicle length) for dispersed camping, firewood gathering, harvesting Christmas trees, and game retrieval. Alternative B would also eliminate exceptions for physically challenged individuals to be consistent with BLM policy[1]. Similar to

[1] Under section 504 of the Rehabilitation Act of 1973, no person with a disability can be denied participation in a Federal program that is available to all other people solely because of his or her disability. Wheelchair and mobility devices, including those that are battery-powered, that are designed solely for use by a mobility-impaired person for locomotion, and that are suitable for use in an indoor pedestrian area, are allowed in all areas open to foot travel. There is no legal requirement to allow people with disabilities to use motor vehicles on roads, primitive roads, or trails or in areas that are closed to motor vehicle use. Restrictions on motor vehicle use that are applied consistently to everyone are not discriminatory. Generally, granting an exemption from designations for people with disabilities would not be consistent with the management objectives of the planning area. (BLM Travel and Transportation Handbook H-8342, page 14)

Alternative A, Alternative B would use route density as designation criteria during subsequent implementation planning to reduce impacts to wildlife.

3.3.1. Goals

Manage travel on public lands to protect natural resource values, provide for the safety of public land users, and to minimize conflicts among various users of public lands, while providing for appropriate public and administrative access.

Establish working partnerships with other Federal agencies, State and local governments, and Indian tribes; user groups; commercial providers; and other interested parties that will facilitate effective management of the transportation network, including the planning for and implementation of successful trail systems and use areas.

3.3.2. Objectives

Manage the transportation network to:

- enhance access to public lands, where needed;
- provide for a diversity of recreation opportunities and settings;
- provide for mineral exploration, development, and reclamation consistent with lease rights;
- minimize degradation of soil and vegetation stability and productivity;
- prevent impairment of air and water quality consistent with State and Federal standards;
- prevent impairment of wilderness characteristics in Wilderness Study Areas and in lands with wilderness characteristics areas managed to protect wilderness characteristics as a priority over other multiple uses (Tier 1);
- maintain and enhance the reproductive viability, abundance, and distribution of special status plant species;
- meet State and Federal habitat and population objectives for targeted wildlife species by managing route density, distribution, and use;
- reduce sage-grouse mortality from vehicle collisions; limit adverse change in sage-grouse behavior; avoid, minimize, and compensate for direct and indirect habitat loss and fragmentation; limit the spread of noxious weeds; and limit disruptive activity associated with human access within all designated habitat (ADH) for greater sage-grouse;
- preserve and protect paleontological, cultural, and historic resources in accordance with existing laws and regulations; and
- provide for Native American's needs for collection and/or use of traditional resources and religious practices.

3.3.3. Allowable Uses (Allocations)

Motorized Travel

Designate motorized travel in the WRFO as follows (Figure 4):

- Open: 105 acres;
- Closed: 167,143 acres; and
- Limited to designated routes: 1,288,189 acres.

Manage 105 acres as open to motorized recreational travel, including:

- Rock slabs within the Rangely Rock Crawling Park (39 acres);
- North Rangely Open Area (11 acres);
- North Dinosaur Open Area (50 acres); and
- LO7 Hill Open Area (5 acres).

Manage 167,143 acres as closed to motorized travel (administrative and permitted vehicular access only), including:

- WSAs (81,118 acres);
- Moosehead Mountain ACEC (with a modified boundary to allow for camping) (7,556 acres, including 6,263 acres that overlap with a Tier 1 lands with wilderness characteristics area);
- BLM land associated with the Oak Ridge SWA (3,094 acres);
- Pike Ridge (9,239 acres, including 3,350 acres that overlap with a Tier 1 lands with wilderness characteristics area) (5,889 acres);
- Tier 1 Lands with wilderness characteristics areas (72,546 acres);
- Indian Valley parcel (10,611 acres, including 8,975 acres that overlap with a Tier 1 lands with wilderness characteristics area);
- Anderson Gulch (1,914 acres);
- Select riverine parcels within the White River ACEC, including:
    - Beefsteak (38 acres of the White River 100-year floodplain and associated valley terraces south of Colorado State Highway 64 within the following legal subdivisions: T1N R96W sec. 26: Lots 1, 3);
    - Olive Garden (50 acres of the White River 100-year floodplain in the following legal subdivision: T2N R102W sec. 36: Lot 5); and
    - Hardaway (117 acres of the White River 100-year floodplain and associated valley terraces between RBC 102 and RBC 2 within the following legal subdivisions: T1N R103W sec. 11: S2NW, Lots 1, 2, 5, 6); and
- Parcels adjacent to closed, roadless areas on the White River National Forest:
    - 3 parcels on the west side of the South Fork drainage (WRNF roadless area 5B) (718 acres);
    - 2 parcels on Buford Ridge and south of Bailey Lake (WRNF roadless area 5A) (954 acres); and
    - 1 parcel on Old Baldy near the intersection of RBC Rd 14 and RBC Rd 8 (WRNF roadless area 5A) (315 acres).

Manage motorized travel on the remaining portion of the WRFO as limited to designated routes (1,288,189 acres). Until TMPs are completed, interim management would be to:

- Limit motorized travel to designated routes as shown in the 1997 RMP (Maps 2-23A to 2-25) for the ACECs (Raven Ridge, Coal Oil Rim, Upper and Lower Greasewood, Yanks Gulch, Black Gulch, Duck Creek, Ryan Gulch, Dudley Bluffs, Coal Draw, South Cathedral Bluffs, and Deer Gulch); Indian Valley/Deep Channel, and Canyon Pintado NHD and as shown in the 2004 Wilson Creek RMPA. The designated routes in these areas could be changed in a TMP without the need for a plan amendment.

- Limit motorized travel to existing routes identified in the 2014-2016 Travel Route Inventories and existing easements (Figure 15).

Motorized Over Snow Travel

Manage motorized over snow travel in the WRFO as follows (Figure 11):

- Open: 105 acres;
- Closed: 167,143 acres;
- Limited to designated routes: 680,599 acres; and
- Off-route travel limited to at least 18 inches of snow cover: 607,590 acres.

Prohibit motorized over-snow vehicles in areas closed to motorized travel (167,143 acres).

Over-snow motorized travel would be limited to designated routes in:

- big game severe winter range (418,706 acres);
- big game winter concentration areas (158,200 acres);
- greater sage-grouse priority habitat management areas (PHMA) (111,515 acres, including 10,151 acres that overlap with big game ranges); and
- Canada lynx habitat (2,329 acres).

(Note: The WRFO would use the same big game seasonal range map for travel management decisions as described in the Oil & Gas Development RMPA because it eliminates overlap between types of seasonal ranges and prioritizes mule deer and their ranges in the following hierarchy: severe winter range, summer range, winter concentration area, and general winter range. Wildlife seasonal range maps would incorporate routine CPW updates.)

In all other areas designated as limited for motorized travel:

- There would be no minimum snow requirements for over-snow motorized travel on designated routes.
- There must be at least 18 inches of snow cover for over-snow motorized travel off of designated routes.

There would be no minimum snow requirements for over-snow motorized travel in areas designated as open for motorized travel (105 acres).

Mechanized Travel (Including Over Snow)

Manage mechanized travel (including over snow travel) in the WRFO as follows (Figure 13):

- Open: 105 acres;
- Closed: 81,118 acres; and
- Limited to designated routes: 1,374,214 acres.

Manage the motorized open areas as open to mechanized travel (105 acres).

WSAs (81,118 acres) would be closed to mechanized travel, including the use of game carts.

Limit mechanized travel within the rest of the WRFO to designated routes.

Non-motorized, hand-powered, wheeled game retrieval carts (see glossary) would be permitted to travel cross-country for the purpose of retrieving downed big game (excluding within WSAs). Retrieval of downed game by cross-country motorized or mechanized vehicles is prohibited.

Non-Motorized, Non-Mechanized Travel (Including Over Snow)

Manage non-motorized, non-mechanized travel (including over snow travel) in the WRFO as follows:

- Open: 1,455,437 acres;
- Closed: 0 acres; and
- Limited to designated routes: 0 acres.

Non-motorized and non-mechanized modes of travel (for example, foot, equestrian (including pack stock), and skiing) are allowed on all BLM-managed lands and are not restricted by route designations (that is, cross-country travel is allowed unless otherwise specified). However, organized or commercial events (for example, Special Recreation Permits) may be subject to Conditions of Approval that restrict use consistent with the intent of those applied to mechanized and motorized forms of travel.

Water and Air Travel

Close all BLM-managed waters (lakes, ponds, and reservoirs) to motorized use unless such use is consistent with the area's management objectives, and is authorized by the BLM authorized officer.

There are no designated landing strips within the WRFO, however the BLM has permitted emergency helipads. All motorized aircraft, including but not limited to airplanes, helicopters, and ultralights, would be required to have a use authorization for take-off and landing locations on BLM-managed lands or waterways.

Exceptions

General Public

Within limited areas, the BLM would allow vehicles to park off of designated routes (pull off the route up to one vehicle length) but would not allow travel off of designated routes, including for activities such as dispersed camping, firewood gathering, harvesting of Christmas trees or posts and poles, or game retrieval.

The BLM would not consider exceptions (other than those identified in 43 CFR 8340.05) to motorized travel restrictions:

- for physically challenged individuals (except as identified in BLM Travel and Transportation Handbook H-8342, page 14), or
- within areas closed to motorized travel.

Administrative or Permitted Users

The BLM may consider exceptions for administrative use (BLM or permitted users):

- to allow for motorized travel on temporary routes;
- to allow for motorized travel off designated routes within limited areas;
- to allow for motorized travel (either on or off-routes) within closed areas (except WSAs); and
- to allow for motorized travel on routes that are seasonally limited.

Permitted users must get prior written approval from the Field Manager to travel within these areas (including for any survey work necessary prior to submitting an application for a permit). Examples of permitted uses that could be considered include: cadastral and resource survey work, maintenance of existing facilities, weed treatments, reclamation, seismic surveys, wildlife capture work, vegetation treatments, maintenance of range improvement projects, placement of livestock mineral supplements, trailing livestock between allotments, and to allow for Native American's needs for collection and/or use of traditional resources and religious practices.

The BLM would consider the following criteria when evaluating whether or not to grant an exception to motorized travel restrictions:

- Is motorized use necessary to exercise a valid, existing right?
- Is motorized use consistent with other resource objectives?
- What time of year would the motorized use occur? What type of vehicle would be use? How many trips would be required?
- Is the motorized use required or could the proposed operation be conducted successfully without it?
- Does motorized use reduce impacts to other resources by reducing the time and intensity of proposed operations?
- Would motorized use compromise the intended function of route density prescriptions?[2]

Actions necessary to restore areas affected by authorized off-route travel, such as defined vehicle tracks or routes created during wildfire suppression activities, would be implemented within one year of the incident.

Except for in closed areas, the BLM would allow off-route travel (without prior written approval) for:

- Trailing and gathering livestock within an allotment; or
- Animal husbandry (such as tending a sick animal).

Prior written approval for any activity that involves off-route motorized travel would be required in closed areas.

Within WSAs, motorized use of primitive routes would be limited to authorized use by those with a valid existing right or a grandfathered use as defined in BLM Manual 6330 (Management of Wilderness Study Areas).

[2] Note: Consideration of route density prescriptions would only apply to Alternative B.

3.3.4. Management Actions

Additional Implementation Considerations

Open areas will be fenced or boundaries clearly signed, have information kiosks installed, have areas for parking, and have resources issues mitigated before being available for use as an Open Area, but once a BLM information kiosk is installed at the site, it should be considered available for use as an Open Area. *[Note: BLM will include site-specific implementation designs in this EA for open areas (such as the design of parking areas) after the public field tours of the open areas.]*

Additional Designation Criteria for Implementation Planning

Refer to Appendix C.

Areas Needing Improved Public Access

Pursue easements in areas where enhanced public access is desired and interest is expressed by willing landowners. Enhanced public access may be by motorized travel or by non-motorized or non-mechanized travel.

Additional Guidance on Temporary and Emergency Closures

Temporary Closures
In areas of concentrated development (for example, the geography encompassing intensive oil and gas development activity), motorized travel on designated routes, where logistically practicable, would be temporarily limited to that associated directly with oil and gas development, production, and maintenance (43 CFR 8364.1). Use by other permitted users could be considered, as determined by the Field Manager, consistent with big game management objectives. To be effective, this mitigation should control motorized access in areas of concentrated development rather than relying on controls applied to individual well access routes.

Where monitoring or related data suggest that mechanized travel or non-motorized/non-mechanized travel (such as horseback use or cross-country travel) are causing or would cause considerable adverse impacts, areas may be closed or travel restricted. The BLM could impose limitations on types of use allowed on specific designated routes or areas if monitoring indicates that a particular type of use is causing disturbance to the soil, wildlife habitat, cultural or vegetative resources (43 CFR 8364.1).

Emergency Closures
If winter conditions warrant, the BLM in coordination with CPW may temporarily close areas to over-the-snow vehicles in order to reduce animal displacement and energetic demands imposed on wildlife. Over-the-snow restrictions would not apply to county roads and permitted uses. (43 CFR 8341.2)

3.4. Alternative C

Alternative C is similar to Alternative B in that travel outside of closed and open areas would be limited to designated routes. Rather than being closed to motorized travel BLM land associated

with the Oak Ridge SWA, Pike Ridge, Indian Valley, the Olive Garden parcel in the White River Riparian ACEC, and Anderson Gulch would be limited to designated routes as well. Tier 1 lands with wilderness characteristics areas would be limited to primitive routes. Alternative C proposes four open areas in the same places as Alternative B, however they are larger areas. Travel up to 100 ft off-route would be permitted for dispersed camping, firewood gathering, harvesting Christmas trees, and game retrieval. Alternative C would not consider route density as designation criteria during subsequent implementation planning.

3.4.1. Goals

Same as Alternative B.

3.4.2. Objectives

Same as Alternative B.

3.4.3. Allowable Uses (Allocations)

Motorized Travel

Designate motorized travel in the WRFO as follows (Figure 5):

- Open: 211 acres;
- Closed: 90,816 acres;
- Limited to primitive routes: 66,282 acres; and
- Limited to designated routes: 1,300,623 acres.

Manage 211 acres as open to motorized recreational travel, including:

- Rock slabs, parking areas, and other small high use OHV areas within the Rangely Rock Crawling Park (45 acres);
- North Rangely Open Area (37 acres);
- North Dinosaur Open Area (89 acres); and
- LO7 Hill Open Area (40 acres).

Manage 90,816 acres as closed to motorized travel (administrative and permitted vehicular access only), including:

- WSAs (81,118 acres);
- Moosehead Mountain ACEC (with a modified boundary to allow for camping) (7,556 acres); and
- Select riverine parcels within the White River ACEC including:
    - Beefsteak (38 acres of the White River 100-year floodplain and associated valley terraces south of Colorado State Highway 64 within the following legal subdivisions: T1N R96W sec. 26: Lots 1, 3); and
    - Hardaway (117 acres of the White River 100-year floodplain and associated valley terraces between RBC 102 and RBC 2 within the following legal subdivisions: T1N R103W sec. 11: S2NW, Lots 1, 2, 5, 6); and
- Parcels adjacent to closed, roadless areas on the White River National Forest:

- 3 parcels on the west side of the South Fork drainage (WRNF roadless area 5B) (718 acres);
- 2 parcels on Buford Ridge and south of Bailey Lake (WRNF roadless area 5A) (954 acres); and
- 1 parcel on Old Baldy near the intersection of RBC Rd 14 and RBC Rd 8 (WRNF roadless area 5A) (315 acres).

Manage motorized travel on the remaining portion of the WRFO as limited to designated routes (1,300,623 acres). Motorized travel within all Tier 1 lands with wilderness characteristics areas (except for the portion that overlaps with the Moosehead Mountain ACEC) would be limited to primitive routes (66,282 acres). Until TMPs are completed, interim management would be to:

- Limit motorized travel to designated routes as shown in the 1997 RMP (Maps 2-23A to 2-25) for the ACECs (Raven Ridge, Coal Oil Rim, Upper and Lower Greasewood, Yanks Gulch, Black Gulch, Duck Creek, Ryan Gulch, Dudley Bluffs, Coal Draw, South Cathedral Bluffs, and Deer Gulch); Indian Valley/Deep Channel, and Canyon Pintado NHD and as shown in the 2004 Wilson Creek RMPA. The designated routes in these areas could be changed in a TMP without the need for a plan amendment.
- Limit motorized travel to existing routes identified in the 2014-2016 Travel Route Inventories and existing easements (Figure 8).

Motorized Over Snow Travel

Manage motorized over snow travel in the WRFO as follows (Figure 5):

- Open: 211 acres;
- Closed: 90,819 acres;
- Limited to primitive routes: 66,282 acres;
- Limited to designated routes: 570,603 acres; and
- Off-route travel limited to at least 18 inches of snow cover: 730,017 acres.

Prohibit motorized over-snow vehicles in areas closed to motorized travel (90,819 acres).

Over-snow motorized travel would be limited to primitive routes in Tier 1 lands with wilderness characteristics areas (except for the portion that overlaps with the Moosehead Mountain ACEC closure.) (66,282 acres)

Over-snow motorized travel would be limited to designated routes in:

- big game severe winter range (464,402 acres);
- greater sage-grouse priority habitat management areas (112,642 acres, including 8,770 acres that overlap with big game severe winter range); and
- Canada lynx habitat (2,329 acres).

(Note: The WRFO would use the same big game seasonal range map for travel management decisions as described in the Oil & Gas Development RMPA because it eliminates overlap between types of seasonal ranges and prioritizes mule deer and their ranges in the following hierarchy: severe winter range, summer range, winter concentration area, and general winter range. Wildlife seasonal range maps would incorporate routine CPW updates.)

In all other areas designated as limited for motorized travel:

- There would be no minimum snow requirements for over-snow motorized travel on designated routes.
- There must be at least 18 inches of snow cover for over-snow motorized travel off of designated routes.

There would be no minimum snow requirements for over-snow motorized travel in areas designated as open for motorized travel (211 acres).

Mechanized Travel (Including Over Snow)

Manage mechanized travel (including over snow travel) in the WRFO as follows (Figure 13):

- Open: 211 acres;
- Closed: 81,118 acres; and
- Limited to designated routes: 1,376,603 acres.

Manage the motorized open areas as open to mechanized travel (211 acres).

WSAs (81,118 acres) would be closed to mechanized travel.

Limit mechanized travel within the rest of the WRFO to designated routes.

Non-motorized, hand-powered, wheeled game retrieval carts (see glossary) would be permitted to travel cross-country for the purpose of retrieving downed big game (excluding within WSAs). Retrieval of downed game by cross-country motorized or mechanized vehicles is prohibited.

Non-Motorized, Non-Mechanized Travel (Including Over Snow)

Same as Alternative B.

Water and Air Travel

Same as Alternative B.

Exceptions

General Public

Within limited areas, the BLM would allow motorized off-route travel of up to 100 ft from a designated route within areas limited to designated routes, including for activities such as dispersed camping, firewood gathering, harvesting of Christmas trees or posts and poles, or game retrieval.

The BLM would not consider exceptions (other than those identified in 43 CFR 8340.05) to motorized travel restrictions:

- for physically challenged individuals, or
- within areas closed to motorized travel.

Administrative or Permitted Users
Same as Alternative B.

3.4.4. Management Actions

Additional Implementation Considerations

Same as Alternative B.

Additional Designation Criteria for Implementation Planning

The designation criteria for Alternative C is the same as Alternative B (see Appendix C), except for the changes described below.

Alternative C would add designation criteria for Tier 1 lands with wilderness characteristics:

- Reduce route density in Tier 1 lands with wilderness characteristics areas, which are managed to protect wilderness characteristics as a priority over other multiple uses; and
- New road construction or improving/maintaining primitive routes would not be allowed within Tier 1 lands with wilderness characteristics areas (but would be allowed in Tier 2 or 3 areas).

Alternative C would not use route density criteria (see Appendix C, C.2.2. Wildlife).

Areas Needing Improved Public Access

Same as Alternative B.

3.5. Alternatives Considered but Eliminated from Detailed Analysis

Based on scoping comments and preliminary planning issues, the WRFO initially considered several alternatives that were subsequently eliminated from detailed analysis.

1. Designate the entire Rangely Rock Crawling Park as open for motorized travel. Alternatives A and B consider managing the rock slabs within the Rangely Rock Crawling Park as open areas. However, the WRFO did not conduct a detailed analysis for managing the entire park as an open area due to resource concerns. There is habitat for several special status plants, the Duchesne milkvetch (*Astragalus duchesnensis*), Rollins crypthanth (*Cryptantha rollinsii*), and debris milkvetch (*Astragalus detritalis*), within the park and one population is close to the competition area. There were also concerns about physical damage to riparian and wetland areas associated with driving through these areas. There are also cultural resources located within the park, including sites that are eligible for listing on the National Register of Historic Places.

2. Close some Tier 2 or Tier 3 lands with wilderness characteristic areas (including MF Mountain, Blue Jay Creek, Banta Ridge, Raven Ridge) to motorized travel. Alternative B considers managing Tier 1 lands with wilderness characteristics as closed to motorized vehicles. The WRFO received scoping comments that suggested that a few of the Tier 2 or Tier 3 lands with wilderness characteristic areas should also be managed as closed to motorized travel. The WRFO did not include such restrictions in either Alternative B or C because it would be

inconsistent with management direction recently established in the 2015 Oil & Gas Development RMPA. With regards to oil and gas management actions, Tier 2 areas are managed to "emphasize other multiple uses while applying management restrictions to reduce impacts to wilderness characteristics" and Tier 3 areas are managed to "emphasize other multiple uses as a priority over protecting wilderness characteristics" (Oil & Gas RMPA page 2-42). Tier 2 and 3 areas are open to leasing and development (without a no surface occupancy stipulation). Emphasizing other multiple uses in regards to oil and gas development means that if the oil and gas leases are developed there will likely be ground disturbances within the these areas (such as well pads, access roads, and pipelines) and potential adverse impacts impacts to naturalness and solitude. Additionally the boundaries of Tier 2 and Tier 3 areas may change if oil and gas development bisects the area. While some ground disturbances can be mitigated in Tier 2 areas, and potentially in Tier 3 areas, there is potential that oil and gas lease development could result in any of these Tier 2 and Tier 3 lands with wilderness characteristics units not meeting the minimum criteria for lands with wilderness characteristics. Establishing closed area boundaries based on the existing Tier 2 and Tier 3 lands with wilderness characteristics would be inconsistent with the management proposed in the Oil and Gas RMPA and could result in closed areas that were established for a resource value that eventually no longer exists.

3. Apply seasonal limitations on motorized travel in Tier 2 lands with wilderness characteristics areas during big game hunting seasons and critical winter use periods. The WRFO received scoping comments that Tier 2 lands with wilderness characteristics should be managed with seasonal limitations on motorized travel during big game hunting seasons and critical winter use periods to meet the intended use of these areas as a balance between wilderness characteristics and other uses. The WRFO did not include such limitations in either Alternatives B or C since the lands with wilderness characteristics areas were inventoried based on the presence of wilderness characteristics as outlined in BLM Manual 6310 and these areas do not necessarily overlap with critical big game use areas. Big game seasonal ranges are considered in the designation criteria for Alternative B.

4. Designate sage-grouse priority habitat management areas as closed to motorized travel. The 2015 Northwest Colorado Sage-Grouse RMPA directs field offices to "evaluate and consider whether permanent or seasonal route or area closures as needed to address a current threat". The FWS Greater Sage-Grouse Conservation Objectives, Final Report (2013)(the COT Report) recommended that strategies intended to reduce threats attributable to recreation activity should be considered in all sage-grouse habitat. The COT Report suggested that in the absence of explicit mitigation developed in State management plans, that closing important sage-grouse use areas to off-route vehicle use and avoiding development of recreational facilities in sage-grouse habitat, including new roads, trails, and camping facilities, should be considered. The state-wide Colorado (pp. 181-185, 392-395) and population-specific Northwest Colorado (p. 134) and Parachute-Piceance-Roan (PPR) (pp. 94-95) Conservation Plans recognize the risk of travel-related impacts to sage-grouse and emphasize the management of on-route travel and OHV use in key sage-grouse areas to avoid disturbance during important timeframes (e.g., nesting, winter), including avoiding the development of recreational facilities in sage-grouse habitat and implementing seasonal or permanent route closures to resolve identified conflicts. None of these plans advocates expansive motorized travel closures in PHMA or GHMA sage-grouse habitat.

Further, BLM contends that circumstances in each population area argue against the need for, or efficacy of, route closures across all PHMA. With large tracts of connected habitat and stable long-term population trends, the Northwest Colorado population area, Colorado's largest, is considered at low risk of extirpation. Specific management concerns have not been identified in the southwest portion of the population area managed by the WRFO. Terrain-related constraints and overall land ownership patterns, as supplemented by road restrictions instituted on various BLM-administered lands (e.g., Moosehead Mountain and Wolf Creek ferret management area), help reduce the inherent risk of travel-related impacts on sage-grouse.

The Meeker-White River population area and control of its associated access is almost exclusively privately-owned (e.g., 98 percent of PHMA). Travel closures applied to small, scattered, and largely land-locked BLM holdings would have no likelihood of benefitting this sage-grouse population.

The PPR population is considered to be at high risk of extirpation, primarily due to energy development and the need for a supporting transportation system. However, a majority of the habitats designated as "priority areas for conservation" (PACS) are privately owned with privately-controlled access (FWS 2013, page 88). Those portions of the PPR that are predominantly BLM-administered, although possessing an extensive and largely unregulated route network, generally represent the more peripheral north and east extensions of the PPR's core distribution. Rather than close all of PHMA to motorized travel, the WRFO coordinated with CPW to identify route management measures that would be important in minimizing impacts to sage-grouse while continuing to accommodate a wide range of recreation opportunity.

5. Manage all ROW exclusion areas as closed to motorized travel, including the South Cathedral Bluffs, Raven Ridge, Coal Draw, and Black's Gulch ACECs and areas within 330 feet of occupied habitat for federally listed and proposed plants. While some ROW exclusion areas are also proposed to be managed as closed to motorized travel (for example, WSAs), it is not always necessary to manage all ROW exclusion areas as closed areas. The purpose of exclusion areas is to avoid construction of new ROWs (not only roads but also pipelines, power lines, certain facilities, etc) within sensitive areas. Motorized travel within most ACECs (including South Cathedral Bluffs, Raven Ridge, Coal Draw, and Black's Gulch) is currently limited to designated routes and the WRFO may close individual routes within these areas if they are affecting the important resources that the ACECs were designated to protect. The proposed designation criteria in Appendix C provides guidance for considering ROW exclusion areas and proximity to occupied habitat for special status plants.

6. Provide no exceptions for off-route motorized travel for camping, firewood gathering, or big game retrieval. The WRFO considered whether there should never be an exception for off-route motorized travel for camping, firewood gathering, or big game retrieval. While there may be legitimate concerns about the potential for resource damage with any off-route travel, those concerns were outweighed by concerns for public safety. The WRFO wants to allow for vehicles to be moved off the route to park rather than have people forced to park their vehicles in the road which would be a safety issue for other drivers and also could impact the effectiveness of the transportation network itself if routes are blocked by parked vehicles.

7. Designate Canyon Pintado National Historic District (NHD) as closed to motorized travel. The WRFO received scoping comments requesting that Canyon Pintado NHD be closed

to motorized travel to reduce impacts to important cultural sites. The WRFO did not include such restrictions in Alternatives B or C since Canyon Pintado NHD is bisected by State Highway 139 and includes existing oil and gas infrastructure as well as BLM developed recreation sites (which focus on interpretation of cultural sites). The WRFO is working with the Colorado State Historic Preservation Officer to develop a Programmatic Agreement which addresses how the WRFO should evaluate and manage impacts to cultural sites associated with travel management.

9. Limit mechanized travel to designated routes for only a portion of the field office (rather than the entire field office). The BLM considered only limiting mechanized travel to designated routes within 1) areas closed to motorized travel, 2) all (designated) ACECs, 3) potential ACECs, and 4) occupied habitat for threatened plants within the Piceance Basin. However, several Cooperating Agencies expressed concern with leaving the majority of the field office as "open" for mechanized travel (i.e., not restricted to designated routes). Mechanized travel is currently not as popular within the WRFO as it is other regional areas (such as in Routt and Mesa counties), but the Cooperating Agencies urged the BLM to consider long-term recreation trends and the potential for impacts to special status plant species, cultural resources, and wildlife if bicycles were permitted to travel off of designated routes.

10. Use seasonal limitations to restrict travel during sensitive times of the year in important wildlife habitats. The BLM considered seasonal limitations (seasonal closures) within 1) areas that serve inordinately high and consistent value for holding wintering big game and 2) areas that provide concentrated winter or reproductive use (breeding, nesting, brood-rearing) by greater sage-grouse. However, in working with CPW to delineate such areas, both BLM and CPW determined that such information is currently unavailable and subject to change over time. Rather than using seasonal area closures, we are considering using route densities to manage motorized and mechanized travel-related impacts to wildlife (see Alternatives A and B).

11. Use seasonal limitations to restrict travel associated with antler shed hunting. The BLM considered using seasonal travel limitations to reduce potential harassment and displacement of big game during the late winter due to antler shed hunting. However, due to the distribution of deer and elk herds across the field office, such a limitation would likely be necessary over an expansive area. Also, the BLM was mindful that this is an emerging issue that has not yet been addressed in CPW's regulations. CPW has the authority to "establish and enforce closures of, or restictions on, lands and waters of the state to hunting, fishing or other wildlife-related recreation, including but not limited to the collection of shed antlers" (CPW Wildlife Regulations, Chapter W-00, Article XI, #020.F.1).

12. Close portions of LO7 Hill to motorized and mechanized use (east of the open area). During Cooperating Agency review of the preliminary alternatives, CPW proposed to manage the majority of LO7 Hill (east of the open area) as closed to motorized and mechanized travel (and available to foot and horseback travel) to minimize impacts to big game. LO7 Hill supports inordinately large numbers of elk and deer throughout the year. LO7 Hill is also a popular recreation area that is close to the Town of Meeker. The BLM and CPW considered potential impacts to big game as well as recreational demands and determined that wildlife concerns could be addressed during designation of individual routes. Under Alternative B, LO7 Hill would be managed with a route density of 1.0 mi/sq mi to reduce impacts to big game while still providing some motorized and mechanized access.

3.6. Comparison of Alternatives

Table 2 provides a summary of the primary differences among the three alternatives. This table is not comprehensive and focuses on allowable uses that vary substantially among the alternatives. Differences related to the wording of goals, objectives, allocations, and management actions can be found in Appendix B and Sections 3.3 and 3.4. The area designations are also shown in maps for each alternative on Figure 3 through Figure 14.

Table 2. Summary Comparison of Alternatives

Alternative A (No Action)	Alternative B	Alternative C
Allowable Uses – Motorized Travel		
Overall summary for OHV area designations (motorized travel): • Closed: 100,207 acres; • Closed from 8/15 to 11/30: 1,189 acres; • Closed from 8/15 to 11/30, Limited to existing routes 12/1-8/14: 20,599 acres; • Limited to designated routes: 55,107 acres; • Limited to existing routes: 362,707 acres; • Limited to existing routes from 10/1 to 4/30: 916,922 acres.	Overall summary for OHV area designations (motorized travel): • Open to motorized travel: 105 acres; • Closed to motorized travel: 167,143 acres; and • Limited to designated routes: 1,288,189 acres.	Overall summary for OHV area designations (motorized travel): • Open to motorized travel: 211 acres; • Closed to motorized travel: 90,816 acres; • Limited to primitive routes: 66,282 acres; and • Limited to designated routes: 1,300,623 acres.
No areas are designated as open to motorized travel. (RMP page 2-44)	Designate the following areas as open to motorized travel: • Rock slabs within the Rangely Rock Crawling Park (39 acres); • North Rangely Open Area (11 acres); • North Dinosaur Open Area (50 acres); and • LO7 Hill Open Area (5 acres).	Designate the following areas as open to motorized travel: • Rock slabs, parking areas, and other small high use OHV areas within the Rangely Rock Crawling Park (45 acres); • North Rangely Open Area (37 acres); • North Dinosaur Open Area (89 acres); and • LO7 Hill Open Area (40 acres).

Designate the following areas as closed to motorized travel:
• WSAs (81,118 acres);
• Moosehead Mountain (9,112 acres);
• Oak Ridge SWA (3,094 acres);
• Pike Ridge (8,847 acres); and the
• Trail leaving RBC Rd 14 near intersection with RBC Rd 8.
	Designate as closed areas for motorized travel:
	• WSAs (81,118 acres);
	• Moosehead Mountain ACEC with modified boundary to allow for camping (7,556 acres, including overlap with lands with wilderness characteristics);
	• BLM land associated with the Oak Ridge SWA (3,094 acres);
	• Pike Ridge (9,239 acres, including overlap with lands with wilderness characteristics);
	• Tier 1 Lands with wilderness characteristics areas (72,546 acres);
	• Indian Valley parcel (10,611 acres, including overlap with lands with wilderness characteristics);
	• Anderson Gulch (1,914 acres);
	• Select riverine parcels within the White River ACEC, including:
	  o Beefsteak (38 acres of 100-year floodplain and terraces south of Highway 64: T1N R96W sec. 26: Lots 1, 3);
	  o Olive Garden (50 acres of 100-year floodplain: T2N R102W sec. 36: Lot 5); and
	  o Hardaway (117 acres of 100-year floodplain and terraces between RBC 102 and RBC 2: T1N R103W sec. 11: S2NW, Lots 1, 2, 5, 6); and
	• Parcels adjacent to closed, roadless areas on the White River National Forest:
	  o 3 parcels on the west side of the South Fork drainage (WRNF roadless area 5B) (718 acres);
	  o 2 parcels on Buford Ridge and south of Bailey Lake (WRNF roadless area
		Designate as closed areas for motorized travel:
		• WSAs (81,118 acres);
		• Moosehead Mountain ACEC with modified boundary to allow for camping (7,556 acres);
		• Select riverine parcels within the White River ACEC, including:
		  o Beefsteak (38 acres of the White River 100-year floodplain and associated valley terraces south of Colorado State Highway 64 within the following legal subdivisions: T1N R96W sec. 26: Lots 1, 3); and
		  o Hardaway (117 acres of the White River 100-year floodplain and associated valley terraces between RBC 102 and RBC 2 within the following legal subdivisions: T1N R103W sec. 11: S2NW, Lots 1, 2, 5, 6); and
		• Parcels adjacent to closed, roadless areas on the White River National Forest:
		  o 3 parcels on the west side of the South Fork drainage (WRNF roadless area 5B) (718 acres);
		  o 2 parcels on Buford Ridge and south of Bailey Lake (WRNF roadless area 5A) (954 acres);
		  o 1 parcel on Old Baldy near the intersection of RBC Rd 14 and RBC Rd 8 (WRNF roadless area 5A) (315 acres)

	5A) (954 acres); o 1 parcel on Old Baldy near the intersection of RBC Rd 14 and RBC Rd 8 (WRNF roadless area 5A) (315 acres)	
Designate the following areas as limited to designated routes: • ACECs (except East Douglas ACEC); • Indian Valley/Deep Channel area; • Canyon Pintado National Historic District; and the • Wilson Creek area.	All areas not designated as open or closed for motorized travel would be limited to designated routes. As interim management, the WRFO would follow the route designations in the RMP for the following areas (however the route designations could change as TMPs are completed): • ACECs (except East Douglas ACEC); • Indian Valley/Deep Channel area; • Canyon Pintado National Historic District; and • the Wilson Creek area.	All areas not designated as open or closed for motorized travel would be limited to designated routes. Motorized travel within all Tier 1 lands with wilderness characteristics (except for the portion that overlaps with the Moosehead Mountain ACEC) would be limited to primitive routes. As interim management, the WRFO would follow the route designations in the RMP for the following areas (however the route designations could change as TMPs are completed): • ACECs (except East Douglas ACEC); • Indian Valley/Deep Channel area; • Canyon Pintado National Historic District; and • the Wilson Creek area.
Designate the following areas as limited to existing routes (year-round): • identified fragile soil areas; • black-footed ferret reintroduction areas; • the Texas-Missouri-Evacuation Creek cultural resource area; • in areas with potential habitat for special status plant species; • known locations of sensitive plants and high priority RVAs located outside of ACECs; and • sage-grouse priority habitat management areas.	As interim management, motorized travel would be restricted to existing routes (as depicted on the 2014-2016 Travel Route Inventories). As TMPs are completed, motorized travel would be restricted to designated routes (in limited areas).	

Until a Travel Management Plan is completed, motorized vehicles will be limited to existing roads, ways and trails on most of the public lands in the Resource Area from October 1 through April 30 each year.		
Routes within the following areas are closed to motorized travel from August 15 to November 30: • Cow Creek (6,293 acres); and • Timber Gulch/Hay Gulch (15,496 acres).	No similar action.	No similar action.
Winter snowmobile use will remain open, except within: • the Moosehead road closure area (9,112 acres), • Oak Ridge State Wildlife Area (3,094 acres), and • the six Wilderness Study Areas (81,118 acres).	The following areas would be closed to over-snow motorized travel: • areas closed to motorized travel (167,143 acres). Over-snow motorized travel would be limited to designated routes in: • big game severe winter ranges (418,706 acres); • big game winter concentration areas (158,200 acres); • greater sage-grouse PHMA (115,515 acres, including some overlap with big game ranges); and • Canada lynx habitat (2,329 acres). In all other areas designated as open or limited for motorized travel: • There would be no minimum snow requirements for over-snow motorized travel on designated routes. • There must be at least 18 inches of snow cover for over-snow motorized travel off of designated routes.	The following areas would be closed to over-snow motorized travel: • areas closed to motorized travel (90,819 acres). Over-snow motorized travel would be limited to primitive routes in Tier 1 lands with wilderness characteristics areas (except for the portion that overlaps with the Moosehead Mountain ACEC) (66,282 acres). Over-snow motorized travel would be limited to designated routes in: • big game severe winter ranges (464,402 acres); • greater sage-grouse PHMA (112,642 acres, including some overlap with big game severe winter range); and • Canada lynx habitat (2,329 acres). In all other areas designated as open or limited for motorized travel: • There would be no minimum snow requirements for over-snow motorized travel

		on designated routes. • There must be at least 18 inches of snow cover for over-snow motorized travel off of designated routes.
Exceptions to Motorized Travel Restrictions		
In areas with limitations restricting vehicle travel to existing routes from October 1 to April 30, the following exceptions apply: • Vehicles may be allowed to travel up to 300 feet from an existing road, way or trail to park, camp, gather firewood, etc. as long as no damage is caused to resources; • Hunters may use motorized vehicles to retrieve downed big game as long as damage to resources does not occur; • Physically challenged individuals (Having CPW permit) may be allowed to continue travel off existing roads and trails during the limited months; and • Emergencies involving threats to life and property.	Within limited areas, the BLM would allow vehicles to park off of designated routes (pull off the route up to one vehicle length) but would not allow travel off of designated routes, including for activities such as dispersed camping, firewood gathering, harvesting of Christmas trees or posts and poles, or game retrieval. The BLM would not consider exceptions (other than those identified in 43 CFR 8340.05) to motorized travel restrictions: • for physically challenged individuals, or • within areas closed to motorized travel.	Within limited areas, the BLM would allow motorized off-route travel of up to 100 ft from a designated route within areas limited to designated routes, including for activities such as dispersed camping, firewood gathering, harvesting of Christmas trees or posts and poles, or game retrieval. The BLM would not consider exceptions (other than those identified in 43 CFR 8340.05) to motorized travel restrictions: • for physically challenged individuals, or • within areas closed to motorized travel.
No similar action.	The BLM may consider exceptions for administrative use (BLM or permitted users): • to allow for motorized travel on temporary routes; • to allow for motorized travel off designated routes within limited areas; • to allow for motorized travel (either on or off-routes) within closed areas (except WSAs); and • to allow for motorized travel on routes that are seasonally limited. Permitted users must get prior written approval from the Field Manager to travel within these areas (including for any survey work necessary prior to submitting an application for a permit). Examples of permitted uses that could be considered include: cadastral and resource survey work, maintenance of existing facilities, weed treatments, reclamation, seismic surveys, wildlife capture work, vegetation treatments, maintenance of range improvement projects, placement of livestock mineral supplements, trailing livestock between allotments, and to allow for Native American's needs for collection and/or use of traditional resources and religious practices.	

	The BLM would consider the following criteria when evaluating whether or not to grant an exception to motorized travel restrictions: • Is motorized use necessary to exercise a valid, existing right? • Is motorized use consistent with other resource objectives? • What time of year would the motorized use occur? What type of vehicle would be use? How many trips would be required? • Is the motorized use required or could the proposed operation be conducted successfully without it? • Does motorized use reduce impacts to other resources by reducing the time and intensity of proposed operations? • Would motorized use compromise the intended function of route density prescriptions?[3] The BLM would allow off-route travel (without prior written approval) for: • Trailing and gathering livestock within an allotment; or • Animal husbandry (such as tending a sick animal).
	Within WSAs, motorized use of primitive routes would be limited to authorized use by those with a valid existing right or a grandfathered use as defined in BLM Manual 6330 (Management of Wilderness Study Areas).
Allowable Uses – Mechanized Travel (for example, bikes)	
The 1997 RMP is silent on mechanized travel (for example, bicycles) but the 2015 Oil and Gas RMPA prohibits mechanized travel in WSAs.	WSAs would be closed to mechanized travel, including the use of game carts (81,118 acres). Limit mechanized travel within the rest of the field office to designated routes. There would be no restrictions on the use of game carts (except within WSAs).
Allowable Uses – Non-Motorized and Non-Mechanized Travel (for example, hike, horseback, ski)	
The RMP is silent on foot and equestrian travel.	Non-motorized and non-mechanized modes of travel (for example, foot and equestrian, including pack stock) are allowed on all BLM-managed lands and are not restricted by route designations (that is, cross-country travel is allowed unless otherwise specified). However, organized or commercial events (for example, Special Recreation Permits) may be subject to Conditions of Approval that restrict use consistent with the intent of those applied to mechanized or motorized forms of travel.

[3] Note: Consideration of route density prescriptions would only apply to Alternative B.

4. SUPPORTING INFORMATION

4.1. Glossary

Access: The opportunity to approach, enter, or make use of public lands.

Accessible: A term used to describe a site, building, facility, or trail that complies with the Architectural Barrier Act Accessibility Standards (ABAAS) and can be approached, entered, and used by people with disabilities.

Animal-powered/Assisted Travel: Travel using horses, livestock, dogs, or other animals to travel to and across BLM-managed public lands.

Four-Wheel Drive Vehicle (4x4, 4WD): A passenger vehicle or light truck having power available to all wheels generally capable of off-highway travel.

Game Retrieval: Generally refers to retrieval of a downed big game animal by an individual who has legally taken that animal. (Note: Colorado Parks and Wildlife does not have a definition of game retrieval in their regulations nor does Title 33 of the Colorado Statutes.)

Game retrieval cart: A wheeled device for the purpose of retrieving a large game animal with a valid carcass tag. The cart is pushed or pulled by human power (for example, wheelbarrow). A game retrieval cart may not be powered by mechanized devices such as gears (for example, bicycle), or any gas or electric motor.

Implementation Plan: A site-specific plan written to implement decisions made in a LUP. 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 management plans, habitat management plans, recreation area management plans, and allotment management plans.

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

Mode: A particular form of travel, such as walking, bicycling, motor vehicle, horse, etc.

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

Motorized Vehicle: Synonymous with off-highway vehicle (OHV). Examples of this type of vehicle include all-terrain vehicles (ATV), Utility Type Vehicle (UTV), Sport Utility Vehicle (SUV), motorcycle, and snowmobiles.

> **All-Terrain Vehicle (ATV):** A wheeled vehicle other than a snowmobile, which are defined as having a wheelbase and chassis of fifty (50) inches in width or less, steered with handlebars, generally having a dry weight of 800 pounds or less, travels on three or more low-pressure tires, and with a seat designed to be straddled by the operator.

Motorcycle: Motorized vehicles with two tires and with a seat designed to be straddled by the operator.

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 non-amphibious 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. OHVs generally include dirt motorcycles, dune buggies, jeeps, 4-wheel drive vehicles, SUVs, over-the-snow vehicles, UTVs and ATVs.

Over-the-Snow Vehicle: An over-snow vehicle is defined as a motor vehicle that is designed for use over snow that runs on a track or tracks and/or a ski or skis, while in use over snow. An over-snow vehicle does not include machinery used strictly for the grooming of non-motorized trails.

Sport Utility Vehicle (SUV): A street legal, high clearance vehicle used primarily on-highway but designed to be capable of off-highway travel.

Utility Type (or Terrain) Vehicle (UTV): Any recreational motor vehicle other than an ATV, motorbike or snowmobile designed for and capable of travel over designated unpaved roads, traveling on four (4) or more low-pressure tires, maximum width less than seventy-four (74) inches, usually a maximum weight less than two thousand (2,000) pounds, or having a wheelbase of ninety-four (94) inches or less. Utility type vehicle does not include vehicles specially designed to carry a person with disabilities.

Non-motorized Travel: Moving by foot, stock or pack animal (or other animal-powered travel), boat, or mechanized vehicle such as a bicycle.

Official Use: Use by an employee, agent, or designated representative of the Federal Government or one of its contractors, in the course of his employment, agency, or representation.

OHV Area Designations: Used by Federal agencies in the management of OHVs on public lands. Refers to land use plan decisions (allocations) 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.

Open: Motorized vehicle travel is permitted year-long anywhere within an area designated as “open” to OHV use. 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).

Limited: Motorized vehicle travel within specified areas and/or on designated routes, roads, vehicle ways, or trails is subject to restrictions. 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).

Closed: Motorized vehicle travel is prohibited in the area. Access by means other than motorized vehicle is permitted. Areas 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).

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

Primitive Route: Any transportation linear feature located within a WSA or lands with wilderness characteristics designated for protection by a land use plan and not meeting the wilderness inventory road definition.

Priority Habitat Management Area (PHMA): Areas that have been identified as having the highest conservation value to maintaining sustainable greater sage-grouse populations; including breeding, late brood-rearing, and winter concentration areas. These areas have been identified by the BLM in coordination with Colorado Parks and Wildlife.

Road: A linear route declared a road by the owner, managed for use by low-clearance vehicles having four or more wheels, and maintained for regular and continuous use.

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

RS 2477: Revised Statute 2477; Section 8 of the Mining Act of 1866 provided: “and be it further enacted, that the right-of-way for the construction of highways over public lands, not reserved for public uses, is hereby granted.” The statute was self-enacting; rights being established by “construction” of a “highway” on unreserved public lands, without any form of acknowledgement or action by the Federal government. This section of the statute was later re-codified as Revised Statute 2477. R.S. 2477 was repealed by FLPMA on October 21, 1976, with a savings provision for rights established prior.

Supplemental Rules: See 43 CFR 8365.1-6

Temporary Route: Temporary routes are defined as short-term overland roads, primitive roads or trails; authorized or acquired for the development, construction or staging of a project or event that has a finite lifespan.

Trail: 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 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.

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, non-engineered roads and trails created as a result of the public use of the BLM land. Linear features may include roads, primitive roads, and trails identified for closure or removal as well as those that make up the BLM's defined transportation system.

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

Transportation System: The roads, primitive roads, and trails designated as facility assets and maintained by the BLM.

Travel Management Area (TMA): TMAs are polygons or delineated areas where travel management (either motorized or non-motorized) requires 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 Management Plan (TMP): The document that describes the process and decisions related to the selection and management of the Transportation Network. This plan can be integrated in an RMP or as a stand-alone implementation plan after development of the RMP.

Travel and Transportation Management (TTM): The on-the-ground management and administration of travel and transportation networks (both motorized and non-motorized) to ensure that public and administrative access are met, resources are protected, and regulatory needs are considered. It consists of implementation, education, enforcement, monitoring, easement acquisition, mapping and signing, and other measures necessary for providing access to public lands for a wide variety of uses (including uses for administrative, recreational, traditional, authorized, commercial, educational, and other purposes) as well as all forms of motorized and non-motorized access or use, such as foot, equestrian, mountain bike, off-highway vehicle, and other forms of transportation.

4.2. Acronyms

ATV	All-terrain vehicle
BLM	Bureau of Land Management
CFR	Code of Federal Regulations
DR	Decision Record
EA	Environmental Assessment
EIS	Environmental Impact Statement
FLPMA	Federal Land Policy and Management Act of 1976
FRN	Federal Register Notice
FS	U.S. Forest Service
FWS	U.S. Fish and Wildlife Service
GIS	Geographic Information System
IDT	Interdisciplinary Team
LUP	Land Use Plan
NEPA	National Environmental Policy Act
NHPA	National Historic Preservation Act
NPS	National Park Service
OHV	Off-highway vehicle
ORV	Off-road vehicle
PHMA	Priority Habitat Management Area (for Greater Sage-Grouse)
RMP	Resource Management Plan
RMPA	Resource Management Plan Amendment
ROW	Right-of-way
TMA	Travel Management Area
TMP	Travel Management Plan (Route-by-route implementation plan)
TTM	Travel and Transportation Management
WSA	Wilderness Study Area

4.3. References

U.S. Fish and Wildlife Service. 2013. Greater Sage-grouse (Centrocercus urophasianus) Conservation Objectives: Final Report. U.S. Fish and Wildlife Service, Denver, CO. February 2013.

Appendix A. Maps

Figure 1. White River Field Office Planning Area

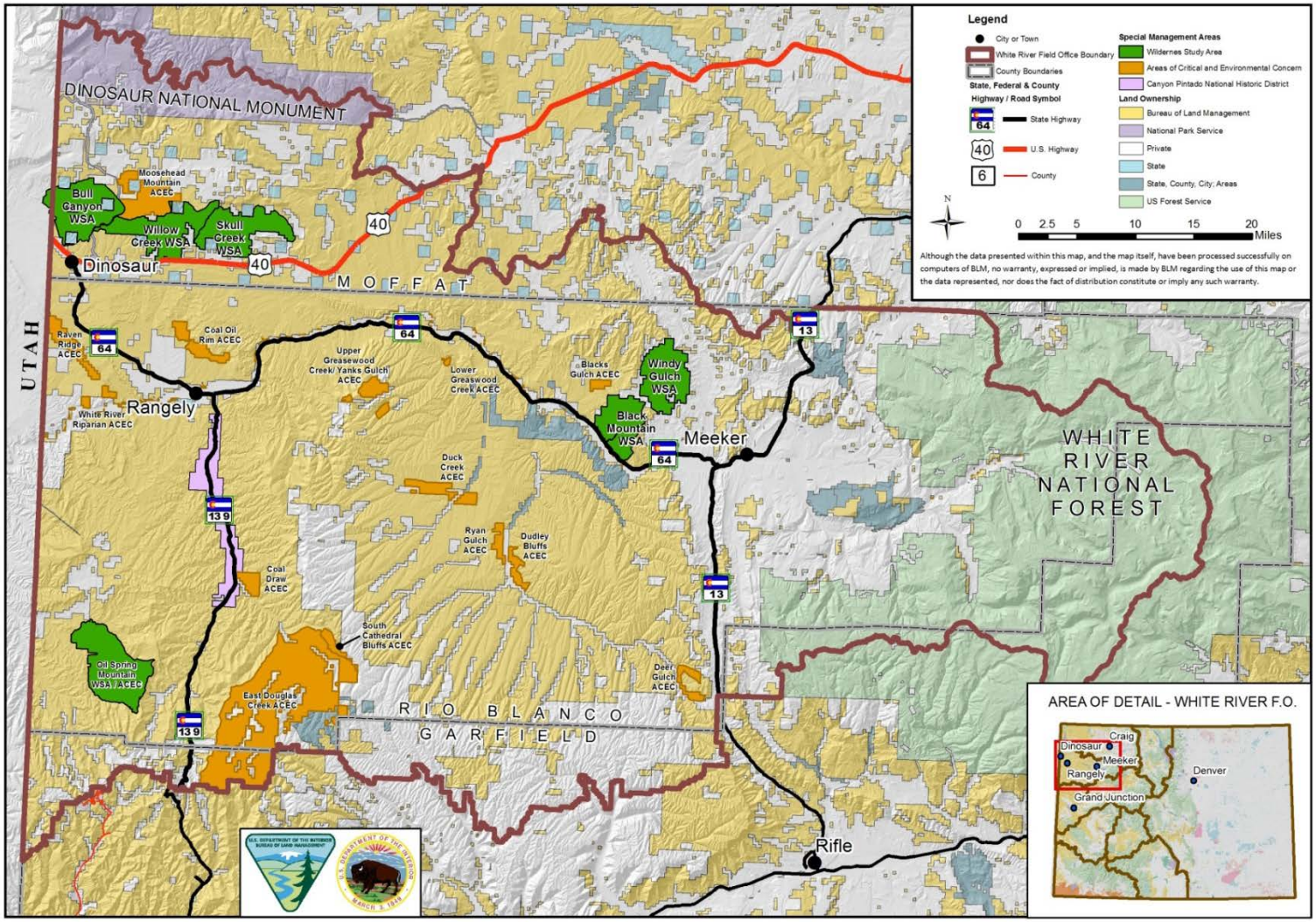
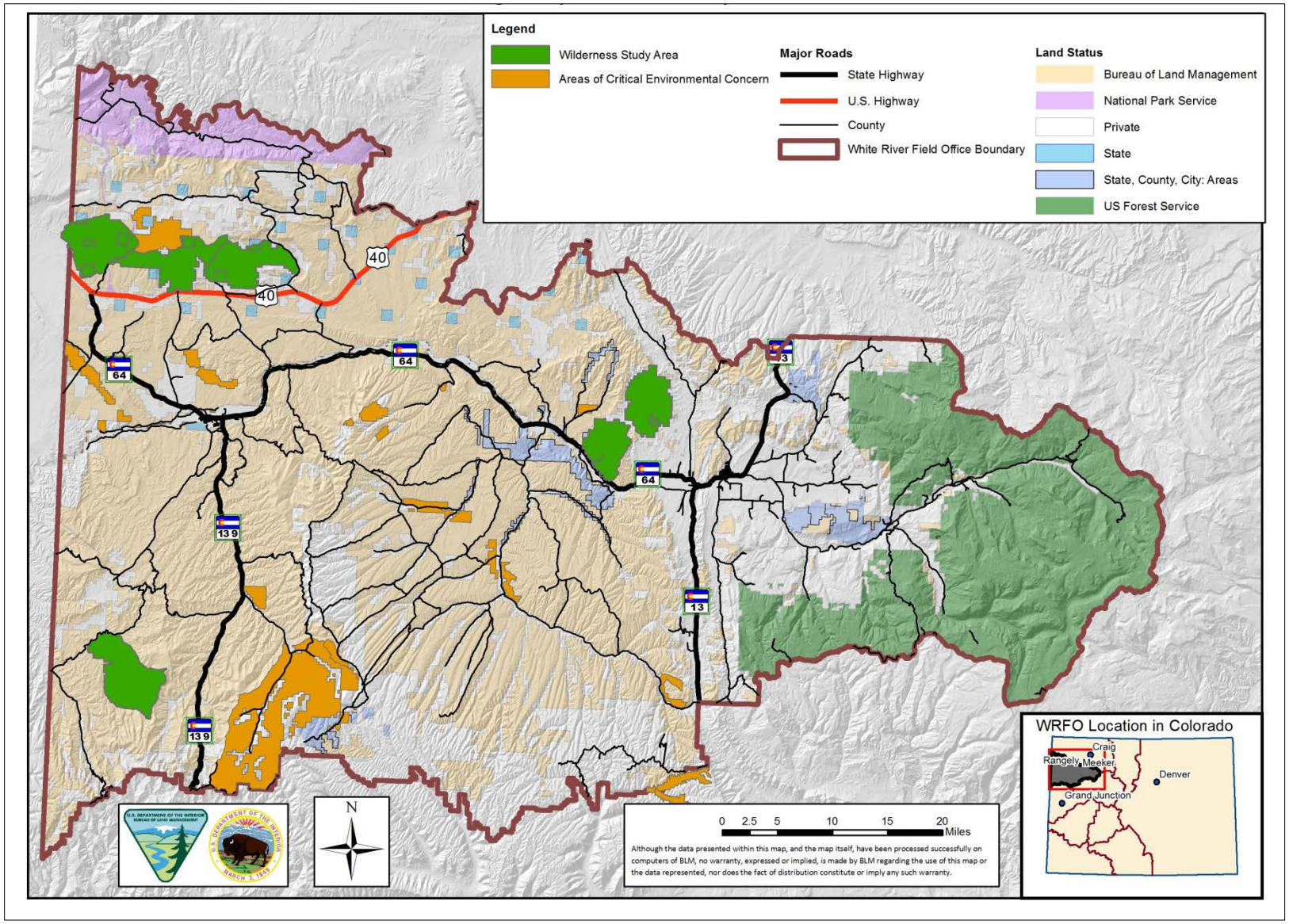


Figure 2. Highways and County Roads within the White River Field Office Planning Area



A.1. Motorized Travel

Figure 3. Alternative A – OHV Area Designations

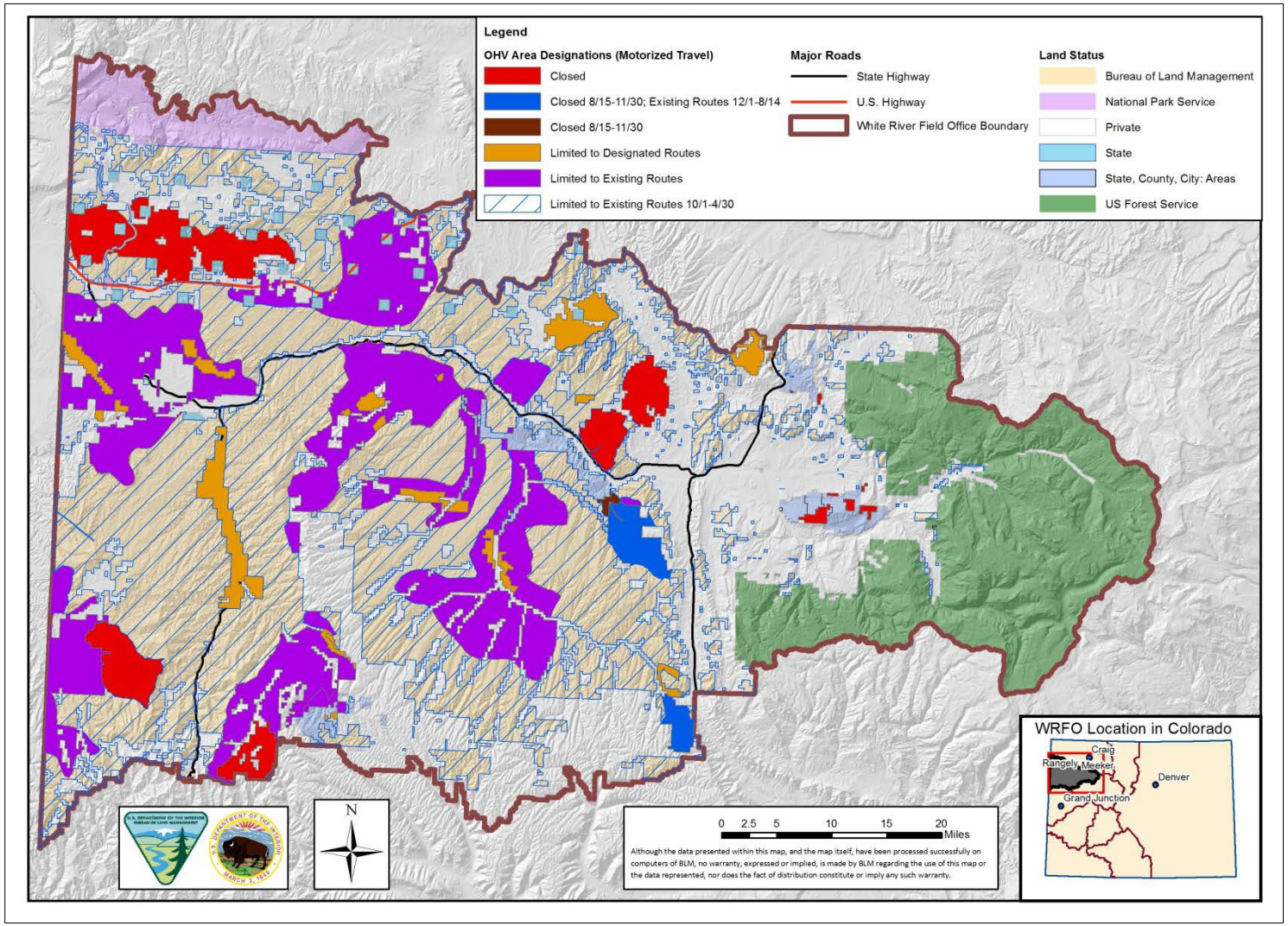


Figure 4. Alternative B – OHV Area Designations (Motorized Travel)

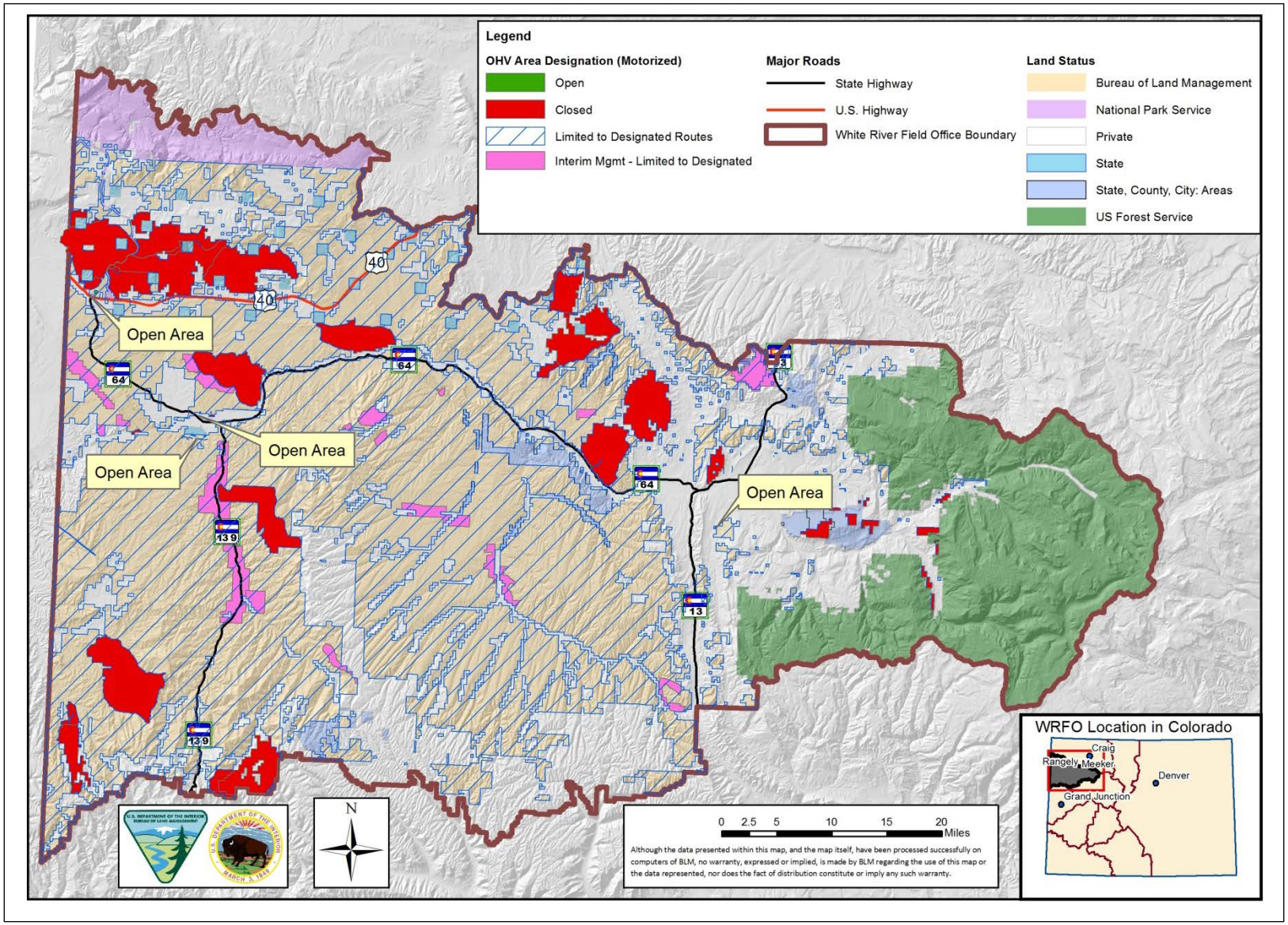
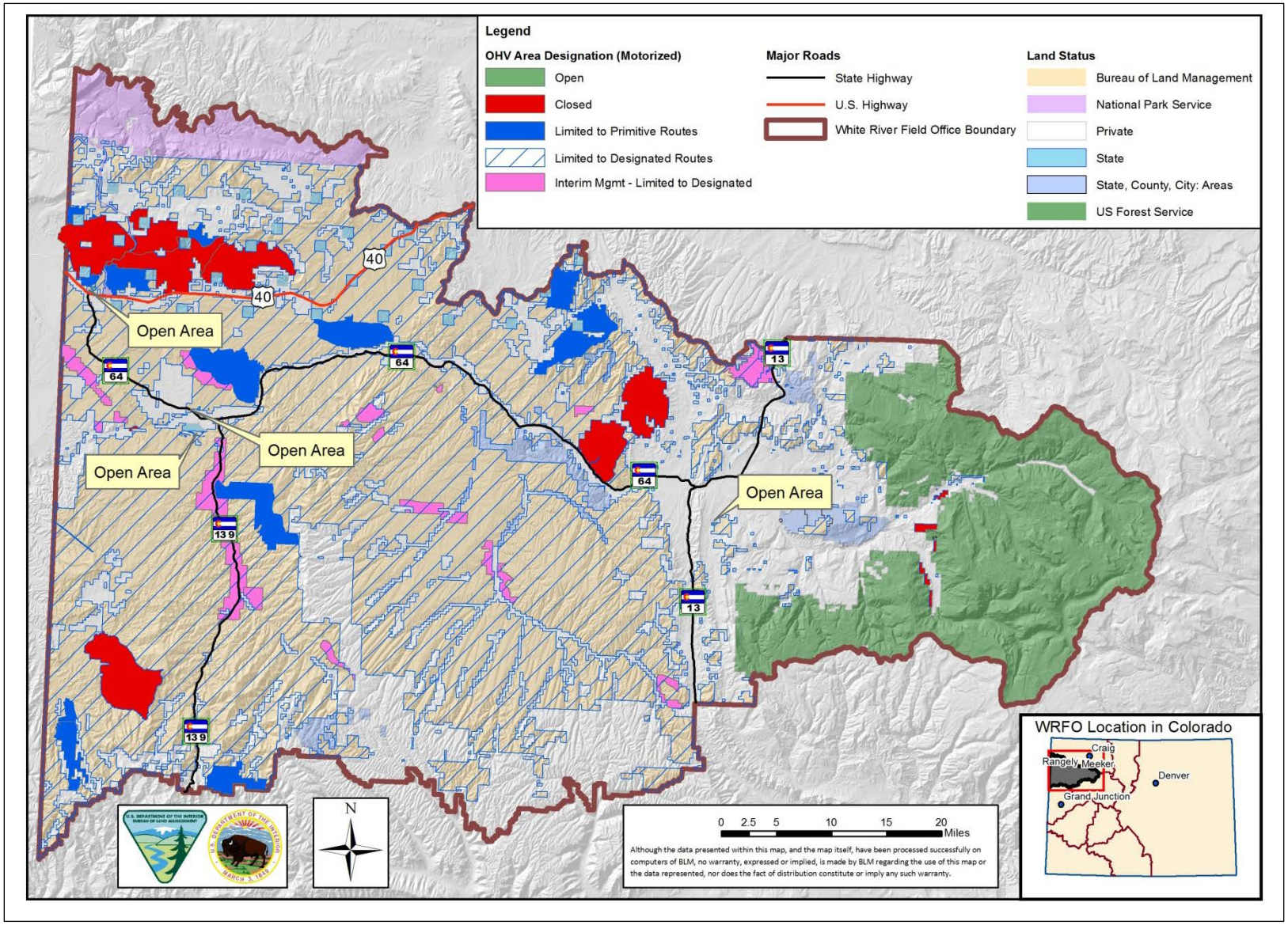


Figure 5. Alternative C – OHV Area Designations (Motorized Travel)



A.1.1. *Open Areas*

Figure 6. Alternatives B and C – LO7 Hill Open Area

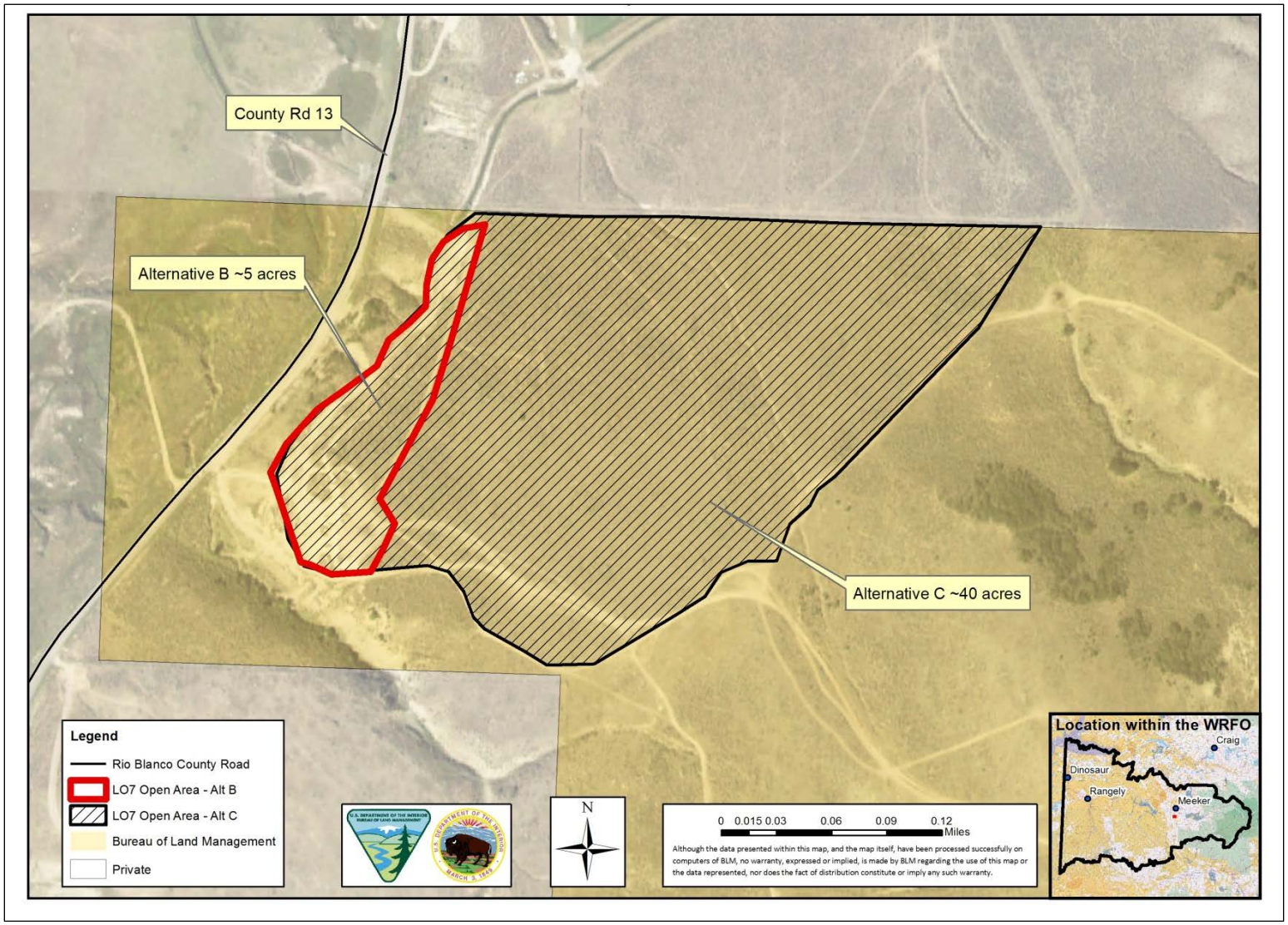


Figure 7. Alternatives B and C – Rangely Rock Crawling Park Open Areas

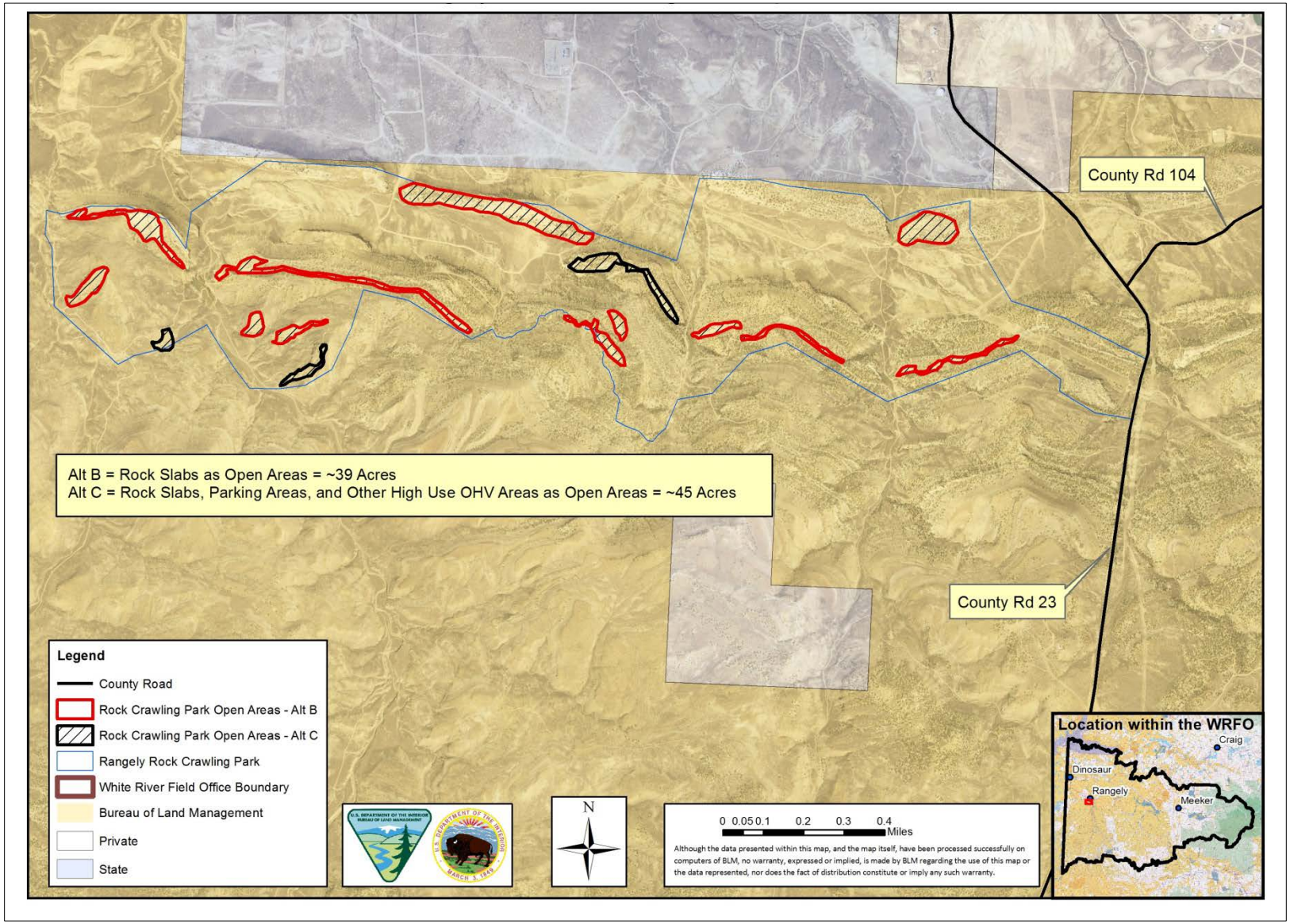


Figure 8. Alternatives B and C – North Rangely Open Area

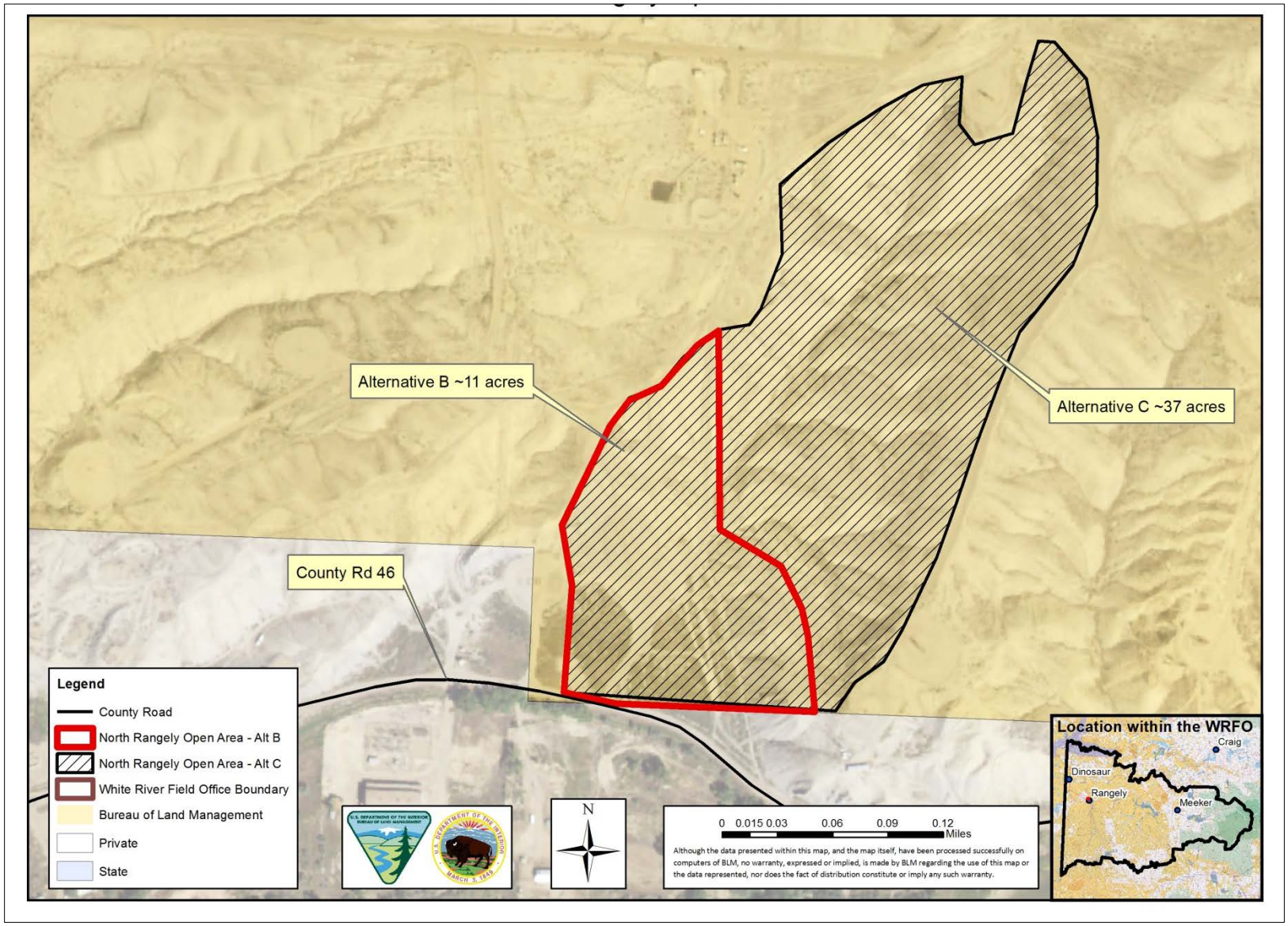
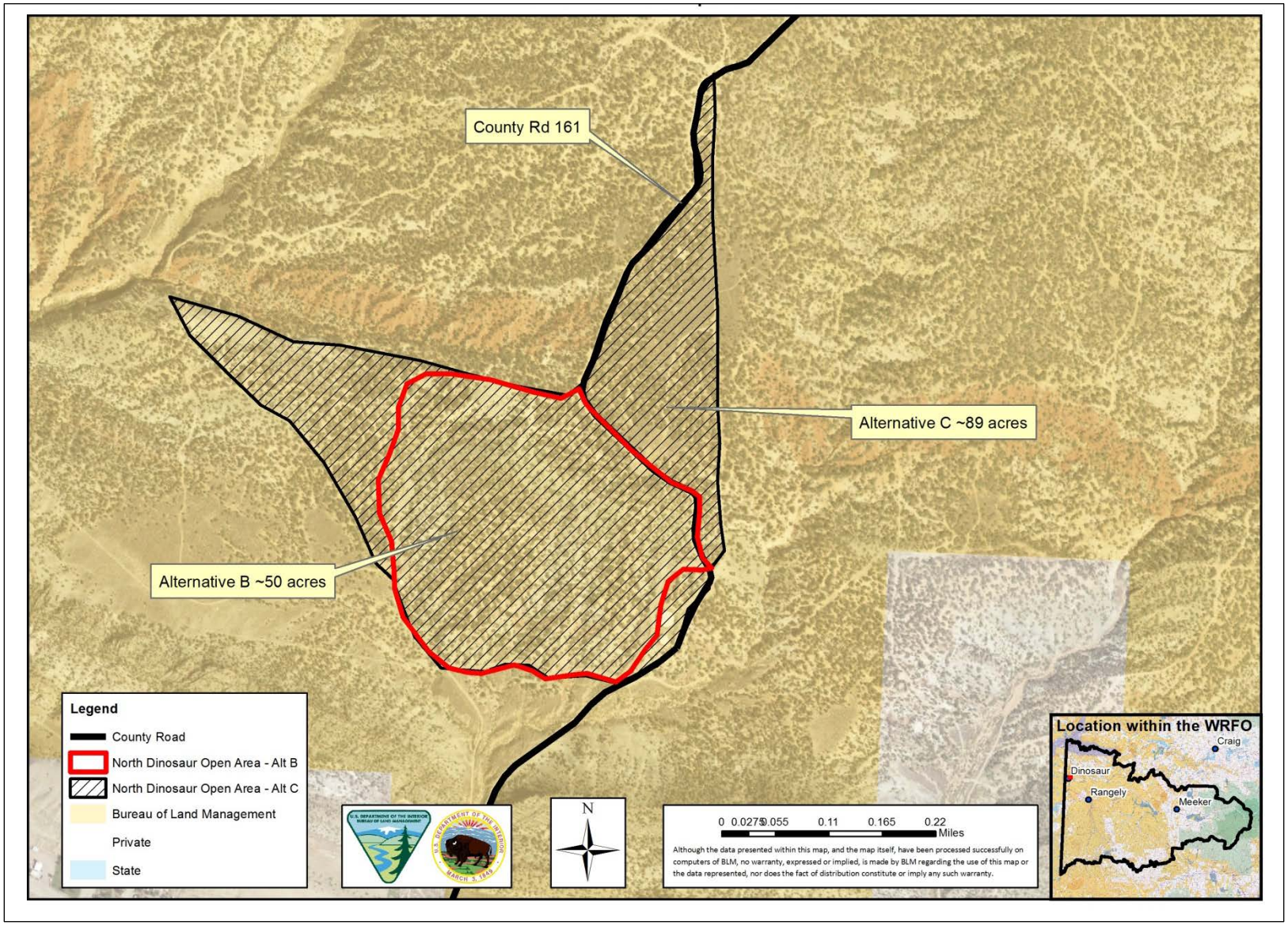


Figure 9. Alternatives B and C – North Dinosaur Open Area



A.1.2. *Over Snow Motorized Travel*

Figure 10. Alternative A – Motorized Over-Snow Travel

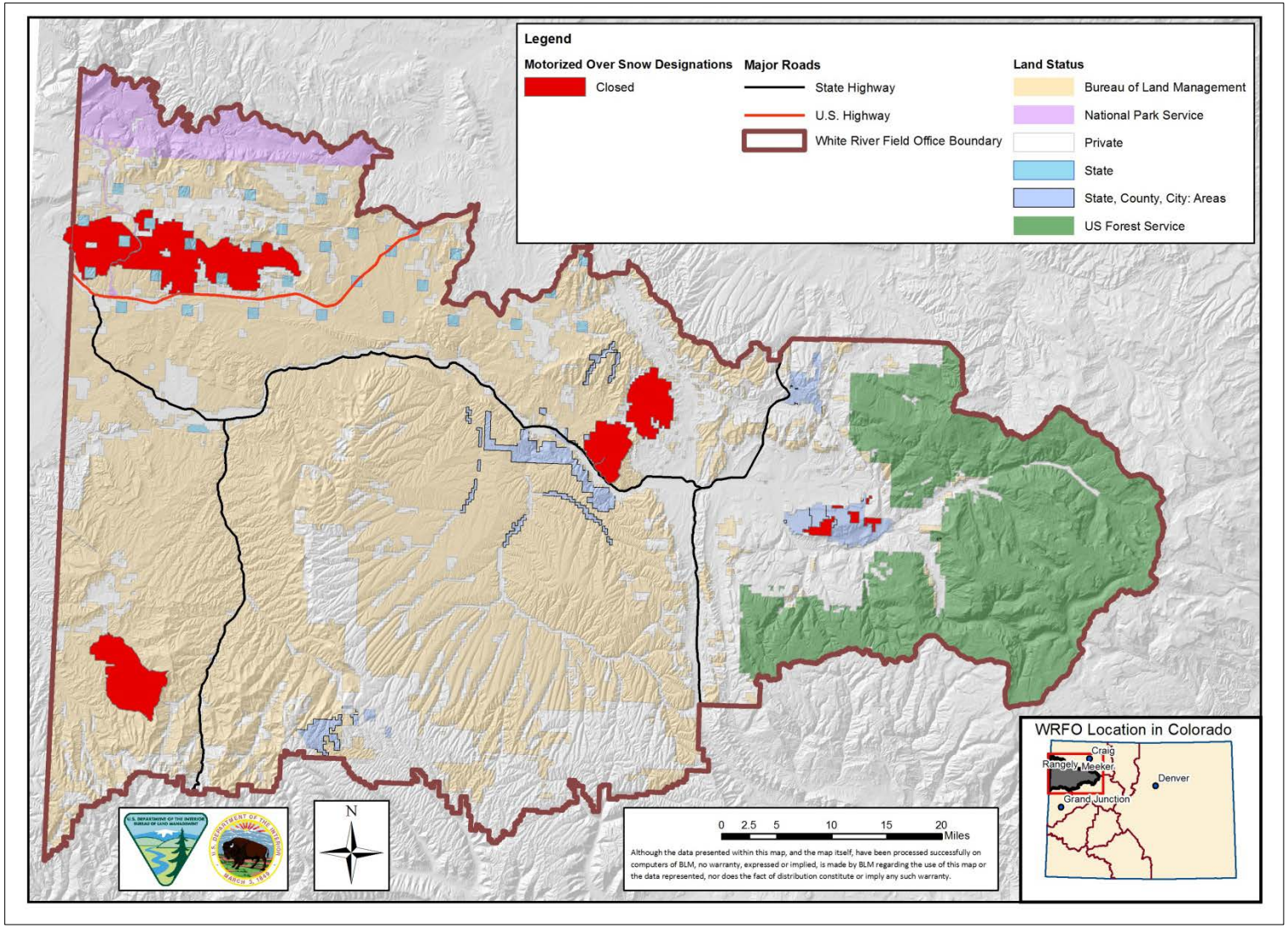


Figure 11. Alternative B – Motorized Over-Snow Travel

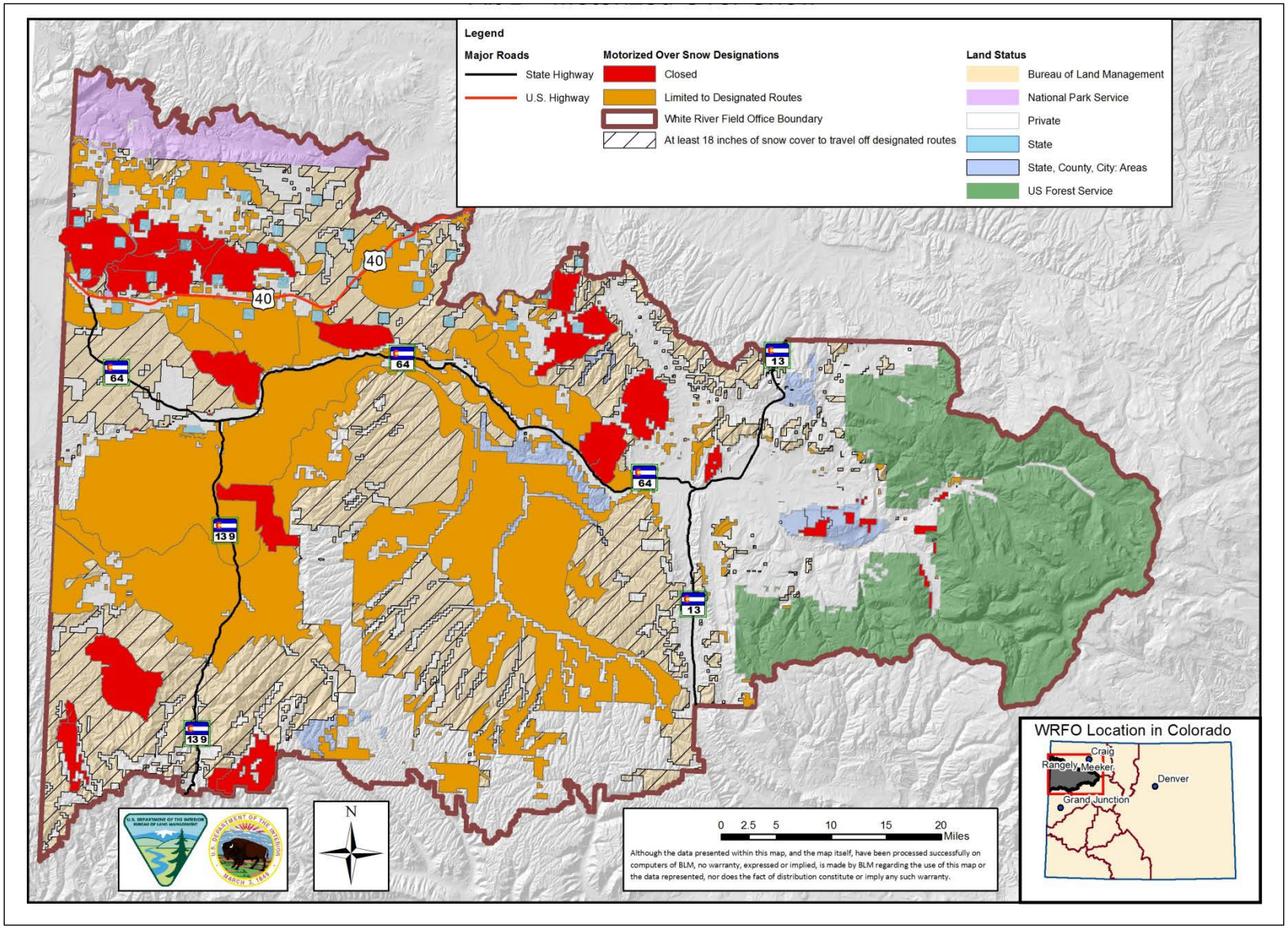
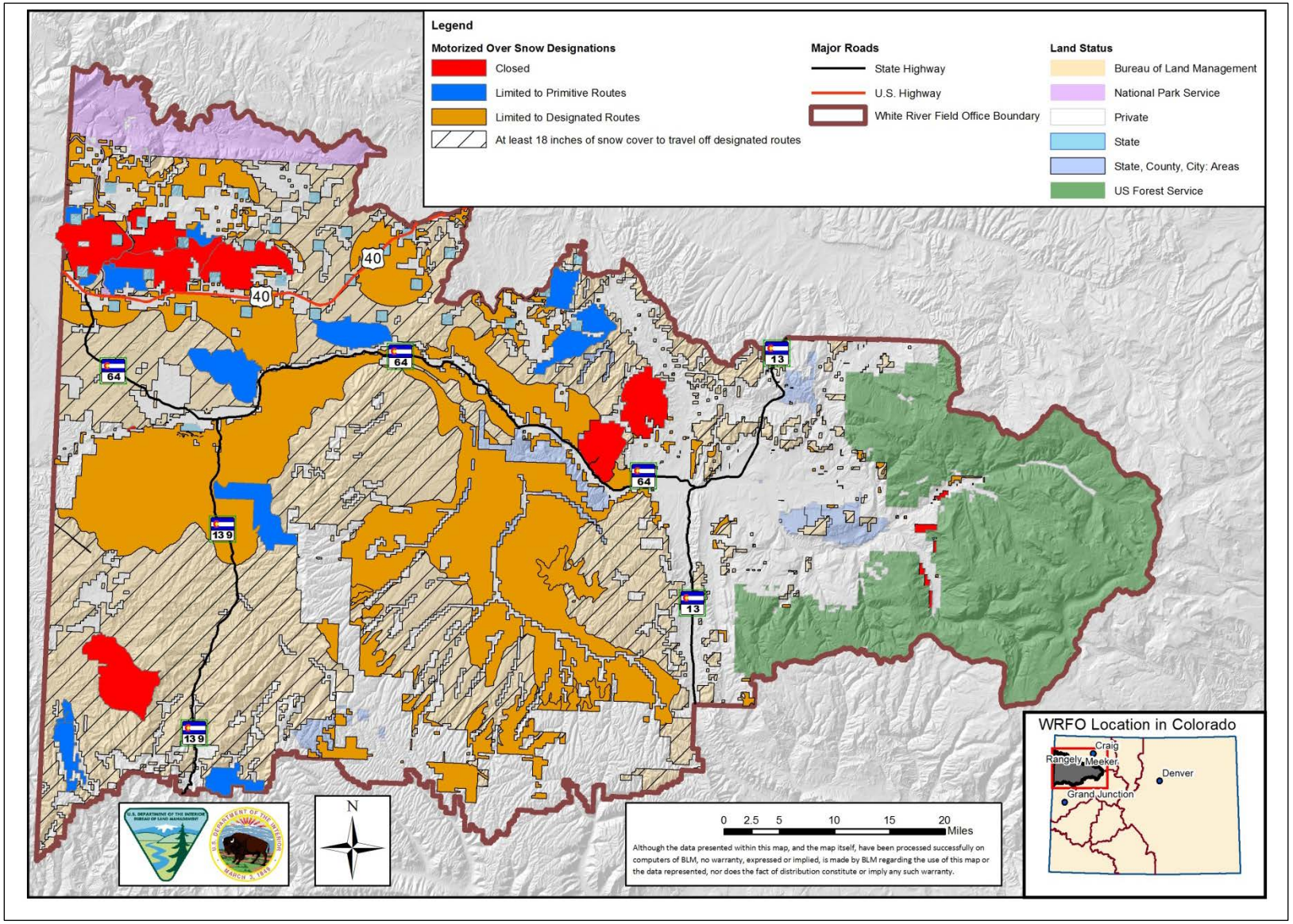
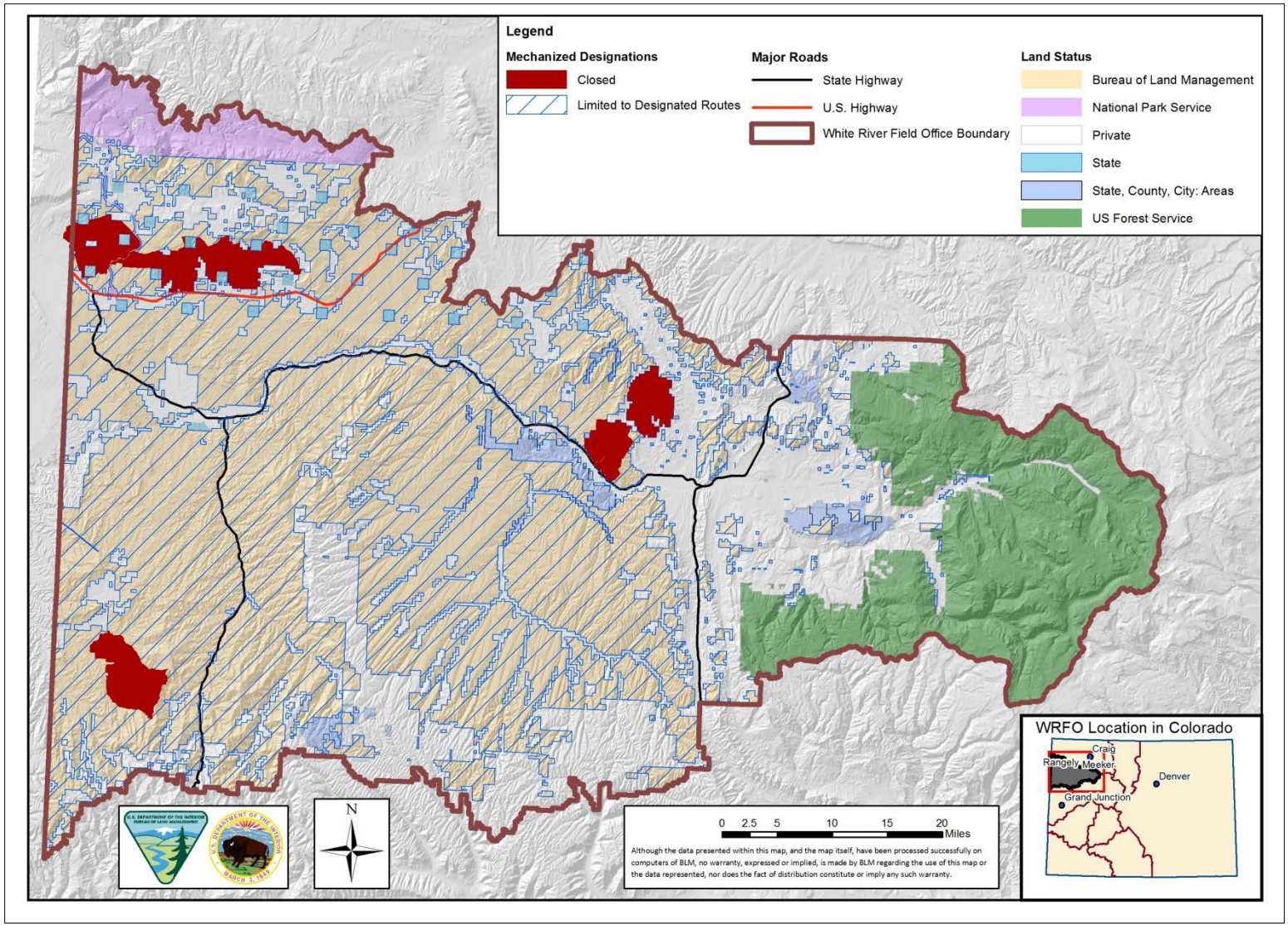


Figure 12. Alternative C – Motorized Over-Snow Travel



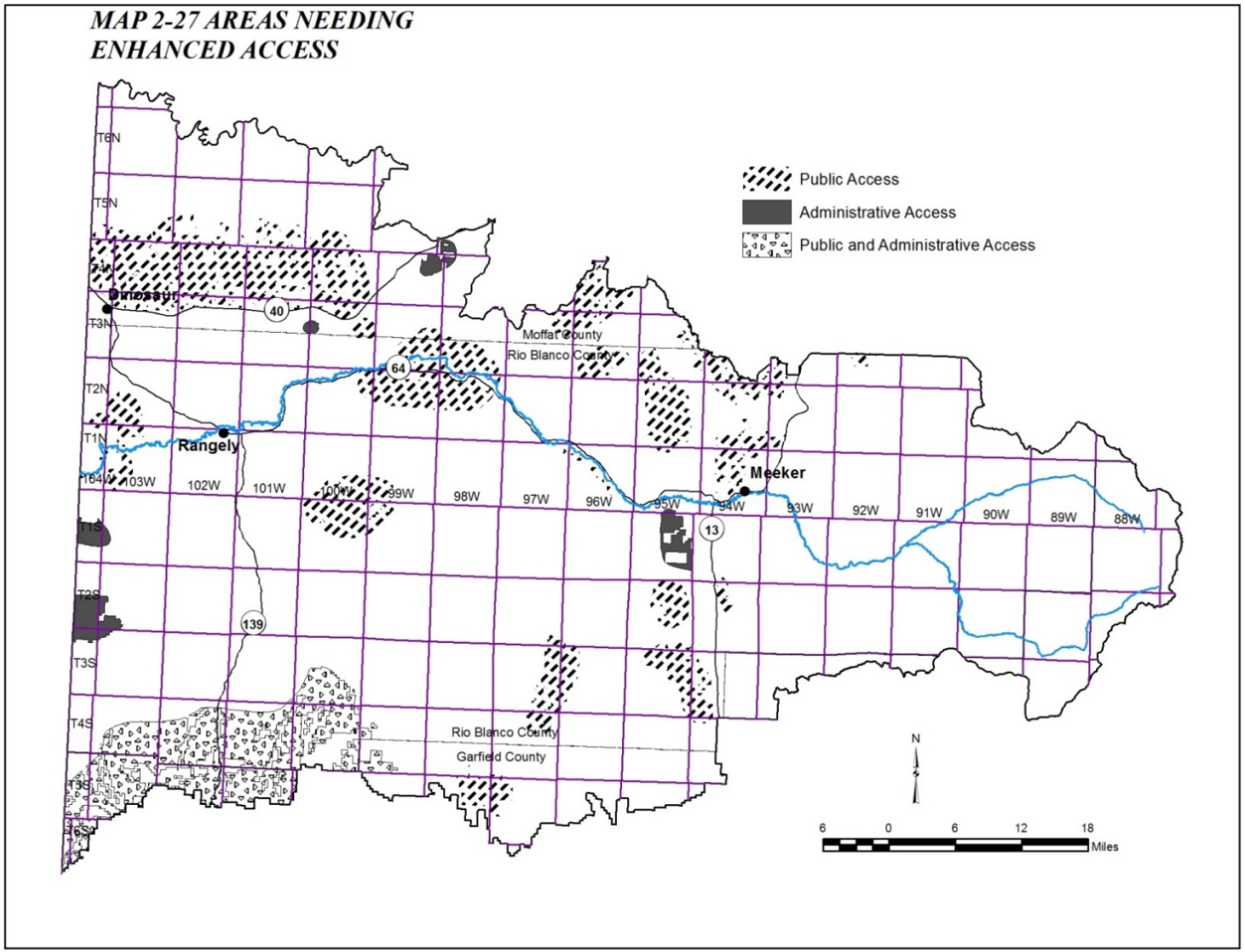
A.2. Mechanized Travel (Including Over Snow)

Figure 13. Alternatives B and C – Mechanized Travel (Including Over Snow)



A.3. Areas Needing Improved Public Access

Figure 14. Alternative A – Areas Needing Improved Public Access in the 1997 RMP



A.4. Existing Routes (2014-2016 Inventory)

Figure 15. Existing Routes as Identified in the 2014-2016 Travel Route Inventories

The BLM will produce maps of existing routes when the preliminary environmental assessment (EA) for the Travel Management RMPA is made available for public review next year. Currently the BLM is completing the fieldwork for the 2016 inventory (north of Highway 40) and soliciting scoping comments from the public on the 2015 inventory (western portion of the field office). Detailed information on existing routes mapped in the 2014 and 2015 field inventories can be found online at:

http://www.blm.gov/co/st/en/fo/wrfo/2016_Travel_and_Transportation_page/Travel_Route_Inventory.html

A.5. Route Density

Figure 16. Route Density Designation Criteria in Alternative A

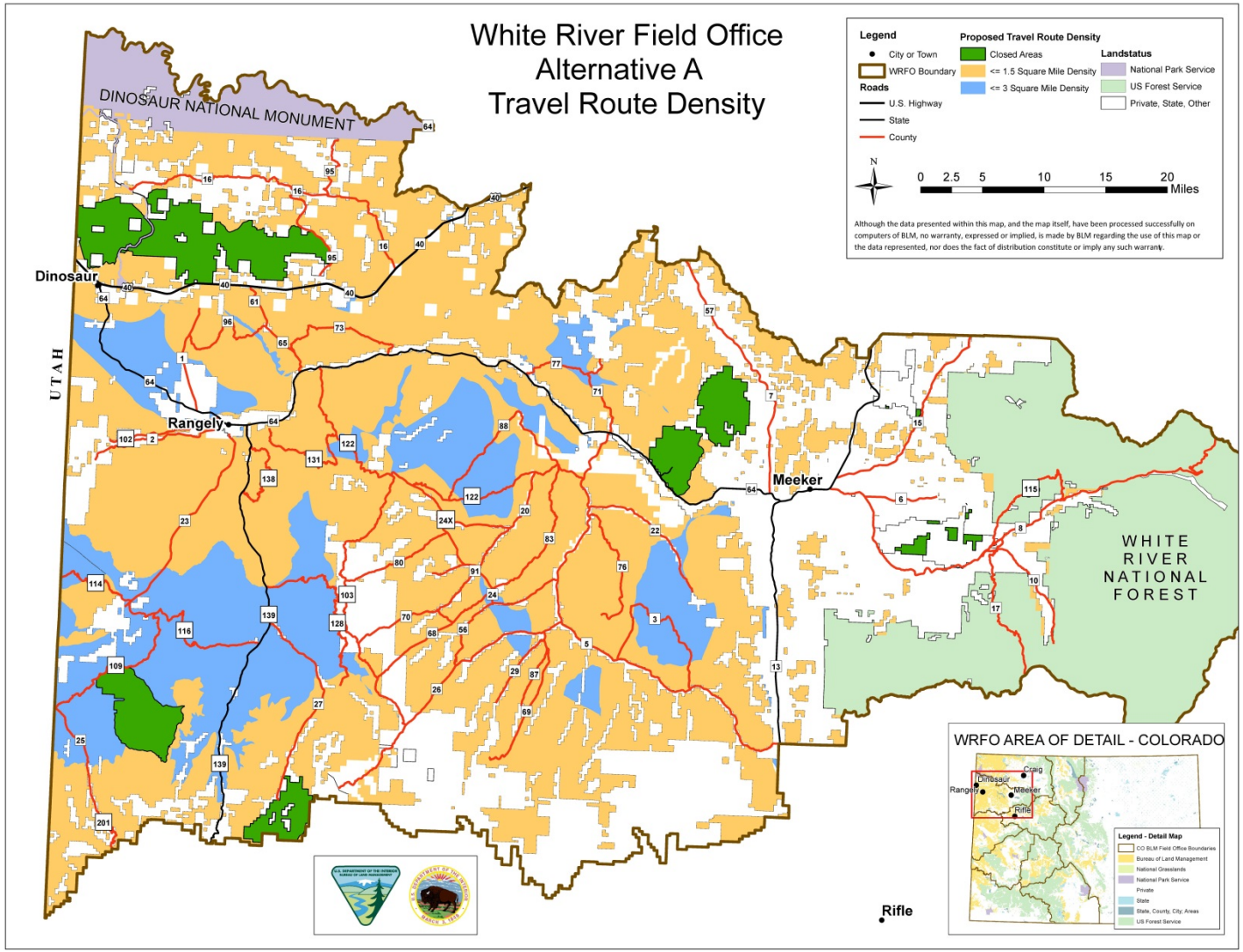
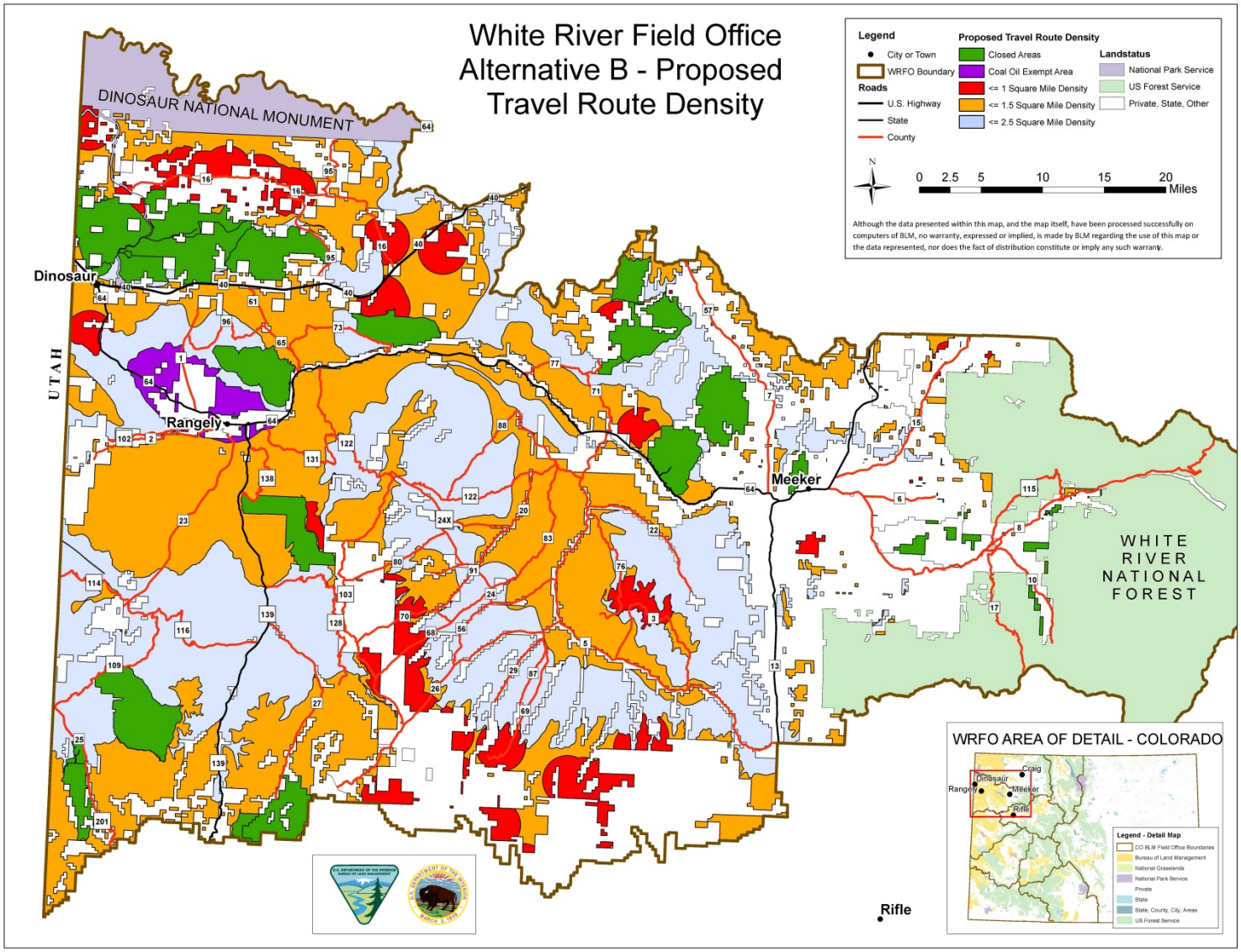


Figure 17. Proposed Route Density Designation Criteria in Alternative B



Appendix B. Travel Management Direction in the 1997 RMP (No Action Alternative)

B.1. Goals

Provide access for oil and gas development consistent with public health and safety and other resource value concerns. (O/G RMPA page 2-37)

B.2. Objectives

Manage motorized vehicle travel on public lands to provide for public need and demand, protect natural resources, provide for the safety of public land users, and to minimize conflicts among various users of public lands. (RMP page 2-44)

Enhance access to public lands and resources. (RMP page 2-53)

Provide needed and appropriate ingress, egress, and access routes to and across public lands for oil and gas activities. (O/G RMPA page 2-37)

Reclaim or mitigate erosion impacts on transportation corridors. (O/G RMPA page 2-37)

Manage travel and transportation to 1) reduce mortality from vehicle collisions, 2) limit change in GRSG behavior, 3) avoid, minimize, and compensate for habitat fragmentation, 4) limit the spread of noxious weeds, and 5) limit disruptive activity associated with human access. (GRSG RMPA page 2-23)

B.3. Allowable Uses (Allocations)

No areas will be designated as open to OHV use at this time. (RMP page 2-44)

Winter snowmobile use will remain open, except within the Moosehead road closure area, Oak Ridge State Wildlife Area, and the six Wilderness Study Areas. (RMP page 2-44)

Until a Travel Management Plan is completed, motorized vehicles will be limited to existing roads, ways and trails on most of the public lands in the Resource Area from October 1 through April 30 each year (See Map 2-22). (RMP page 2-44)

Motorized vehicle travel will be limited to existing roads, ways and trails all year in identified fragile soil areas, the black-footed ferret reintroduction areas, the Texas-Missouri-Evacuation Creek cultural resource area, and in areas with potential habitat for Threatened and Endangered or sensitive plant species. These overlapping areas cover approximately 326,985 acres. (RMP page 2-44)

Motorized vehicle use in ferret recovery areas will be limited to existing roads and trails prior to development of a travel management plan. (RMP page 2-35)

Motorized vehicle travel within known locations of sensitive plants and high priority RVAs that are located outside the areas designated as ACECs, will be limited to existing roads and trails. (RMP page 2-18)

Motorized vehicle use will be limited to designated roads and trails in: ACECs, in order to protect sensitive resources (See Maps 2-23A through 2-23F); the Indian Valley/Deep Channel area, to comply with a court ruling (See Map 2-24); the Canyon Pintado National Historic District, in order to protect fragile cultural resources (See Map 2-25); and the Wilson Creek area (See Map 2-23G). (RMP page 2-44 and 2004 Wilson Creek Transportation Plan Amendment).

Motorized vehicle travel within ACECs for T/E plants will be limited to designated roads and trails (See Maps 2-23A through 2-23F). Roads or trails in these areas not designated for use will be abandoned and reclaimed. Off road motorized vehicle travel will be prohibited in these areas. (RMP page 2-17)

Motorized vehicle travel within designated ACECs will be allowed only on designated roads and trails. (RMP page 2-18)

Roads not designated for use within ACECs will be abandoned and reclaimed. (RMP page 2-19)

Motorized vehicle travel within ACECs for T/E plants will be limited to designated roads and trails. Roads or trails in these areas not designated for use will be abandoned and reclaimed. Off road motorized vehicle travel will be prohibited in these areas. (O/G RMPA page 2-39)

Protect cultural resource values in the Texas-Missouri-Evacuation Creek area by: 1) Limit OHV use to existing roads and trails (RMP page 2-47)

All six Wilderness Study Areas (WSAs) are designated as closed until such time that congress either designates them as wilderness or releases them for multiple uses. (RMP page 2-44)

WSAs designated as wilderness will remain closed to motorized vehicle use to prevent damage to resources and wilderness values within these areas and to comply with the Wilderness Act. (RMP page 2-45)

Except for permitted uses, WSAs will be closed to motorize vehicle travel. (RMP page 2-38)

Except for permitted uses, WSAs would be closed to motorized/mechanized use. If WSAs are released by Congress for management for multiple uses, motorized vehicle travel would be limited to designated roads and trails. (O/G RMPA page 2-38)

Wilderness Study Areas would remain closed to motorized and mechanized vehicle use until Congress either designates them as wilderness or releases them for multiple uses. (O/G RMPA page 2-38)

Motorized vehicle travel, in areas released to multiple use by Congress, will be limited to designated roads and trails. (RMP page 2-38)

Vehicle use in WSAs released from wilderness consideration by Congress would be limited to designated roads and trails. (RMP page 2-45)

Public Lands in the Moosehead Mountain Road Closure Area (6,909 acres) and Oak Ridge State Wildlife Area (2,918 acres) will be designated as closed to motorized vehicle use to prevent damage to watershed resources and wildlife habitat. (RMP page 2-45)

The Moosehead Road Closure Area and BLM lands within the Oak Ridge State Wildlife Area will continue to be closed to general motorized vehicle travel. (RMP page 2-29)

The Cow Creek and Timber Gulch/Hay Gulch areas (7,390 acres) will be closed to motorized vehicle use from August 15 through November 30 each year in order to establish non-motorized quality hunting areas. (RMP page 2-44)

To develop a non-motorized quality hunting area, no motorized vehicles will be allowed in Cow Creek, Timber Gulch and Hay Gulch areas from August 15 to November 30. Vehicle use may be permitted during this time for permitted purposes. (RMP page 2-44)

Public lands, in the vicinity of East Douglas Creek, near the Rio Blanco/Garfield County line (known locally as Pike Ridge), are closed to all forms of vehicular travel, except for specifically permitted uses. Public land segments of the trail leaving that road sometimes referred to as Rio Blanco County Road 14, at a point lying approximately 4,600 feet east of said road's intersection with Rio Blanco County Road 8, and crossing public lands is closed to all forms of vehicular travel, except snowmobiles (see Federal Register Volume 59, Number 247 for legal descriptions).

Within a sage-grouse Priority Habitat Management Area (PHMA), limit off-highway vehicle (OHV) travel to existing roads, primitive roads, and trails at a minimum. (GRSG RMPA page 2-23)

Within sage-grouse PHMA, evaluate and consider permanent or seasonal road or area closures as needed to address a current threat. (GRSG RMPA page 2-23)

Motorized vehicle travel for oil and gas activities (including pre-construction survey work) would be limited year-round to authorized routes or to existing routes that are limited seasonally in the 1997 RMP, identifiable from the 2011 National Agriculture Imagery Program (NAIP) digital data sets (921,000 acres). Routes newly constructed for oil and gas activities would be closed except to uses defined by the Authorized Officer. Those uses would generally be limited to compliance, maintenance, drilling, and production activities. (O/G RMPA page 2-37)
Well access routes would generally be unavailable for public vehicular access, including BLM permittees, not expressly associated with oil and gas development, production, monitoring, and maintenance. Exceptions would be evaluated on a case-by-case basis in the context of disturbance thresholds established for each seasonal range and leaseholding. Access routes

developed for well and facility access would also generally be subject to complete abandonment once its intended use is complete. (O/G RMPA page 2-37)

In areas of concentrated oil and gas development (for example, the geography encompassing acute/collective activity), vehicle use on BLM vehicle access networks (including existing roads, trails, and ways), where logistically practicable, would be temporarily limited to that associated directly with oil and gas development, production, and maintenance. Use by other BLM authorized land users could be considered, as determined by the Authorized Officer, consistent with big game management objectives. To be effective, this mitigation should control the use of vehicle access networks in areas of concentrated development rather than relying on controls applied to individual well access routes. (O/G RMPA page 2-37)

B.4. Exceptions (Allowable Uses/Allocations)

The limitation restricting OHV use to existing roads and trails from October 1 through April 30 is necessary to prevent damage to soil, water, vegetation, wildlife, and other sensitive resources during periods when the ground is generally wet from rain or snow. This limitation is also necessary to limit the creation of new roads and trails in areas that will not sustain them. Vehicle use will not be restricted in these areas outside of this time period (May 1 through September 30). Approximately 922,200 acres are included within this designation. Exceptions to this limitation during the limited period (October 1 through Apri1 30) are as follows:

- Vehicles may be allowed to travel up to 300 feet from an existing road, way or trail to park, camp, gather firewood, etc. as long as no damage is caused to resources;
- Hunters may use motorized vehicles to retrieve downed big game as long as damage to resources does not occur;
- Physically challenged individuals (Having DOW permit) may be allowed to continue travel off existing roads and trails during the limited months; and
- Emergencies involving threats to life and property.(RMP page 2-45)

B.5. Future Implementation Planning (Management Action)

The above road designations will remain in effect until a site specific Travel Management Plan can be completed. (RMP page 2-45)

A Travel Management Plan will be completed using a public process that will help determine the following:

- If and where roads and trails will be closed;
- Identify public needs such as construction of motorized or nonrnotorized trails; and
- Determine the need for open areas;
- Criteria will be integrated or developed in the plan, to help achieve established resource objectives, such as, stabilizing or reducing disruption of big game habitat use (that is,effective road density limitations) and preventing damage to riparian and aquatic habitats. (RMP page 2-45)

Complete activity level travel plans as soon as possible in sage-grouse PHMA, subject to funding. During activity level planning, where appropriate, designate routes with current administrative/agency purpose or need to administrative access only. (GRSG RMPA page 2-23)

Complete activity level travel plans as soon as possible in sage-grouse PHMA, subject to funding. Limit route construction to routes that will not adversely affect GRSG populations due to habitat loss or disruptive activities. (GRSG RMPA page 2-23)

All known roads and trails in the White River Resource Area will be entered into a GIS computer data base. The data base will then be used to help develop the travel management plan. (RMP page 2-45)

All roads and trails will be numbered during preparation of the Travel Management Plan. Numbering will be consistent with BLM policy and the transportation system. The numbered roads and trails and the computer data base will be updated and maintained on a regular basis. (RMP page 2-46)

Roads and trails within designated areas (WSAs, ACECs and other limited or closed areas) will have maps prepared for public distribution and will be marked on the ground with signing. (RMP page 2-45)

As proposals for construction of new roads or trails are received, NEPA documentation will analyze impacts and determine appropriate designations and the potential for replacement of other existing roads. Criteria will be developed as part of the travel management planning process to aid in the determination for changing a particular area's road and trail designations, or adding/ closing roads and trails. Any road closures will be announced in the Federal Register but will not require an RMP amendment. (RMP page 2-46)

B.6. Additional Criteria to Consider During Implementation Planning (Management Action)

Existing roads and public utility Rights-of-Way (pipelines, power lines, and communication facilities) within known T/E habitat may be relocated if a determination is made that the relocation action will benefit and promote recovery and will not further impact a T/E plant species. (RMP page 2-18)

The following constraints will be applied to all fires on public lands: Stream crossing locations will be limited to existing roads and trails. (RMP page 2-55)

New road construction or improving/maintaining primitive roads would not be allowed within Tier 1 areas, and would be allowed in Tier 2 and Tier 3 areas. Appropriate COAs (as described below) may be applied. (O/G RMPA page 2-43)

Road abandonments and seasonal closures during periods of animal occupation will be used, to the extent practical, to limit effective road densities to an average maximum 1.5 miles/square mile on big game critical habitats and three miles/ square mile on remaining big game ranges. Restrictions could be temporarily excepted to achieve special management needs (e.g. increase harvest). These road density objectives will be developed through site specific travel

management or integrated activity plans. Special conditions of approval will be applied through the environmental analysis process to preclude or discourage continued vehicular traffic on linear rights-of-way within closed areas. (RMP page 2-29)

Road abandonment and use limitations would be used to limit effective road densities in the long term to an average maximum 1.5 miles per square mile in higher value big game habitat (that is, defined severe winter range and summer range) and 3 miles per square mile on other big game ranges. (O/G RMPA page 2-38)

Development of a travel management or integrated activity plan will implement effective road and trail density goals of 1.5 miles per square mile within the ferret recovery areas. (RMP page 2-35)

Use of newly developed well access routes in black-footed ferret habitat would be limited to activities associated directly with oil and gas development, production, and maintenance. Access routes would be reduced to minimum standards during production and eliminated upon project completion. (O/G RMPA page 2-38)

Motorized vehicle use associated with oil and gas development within the Wolf Creek black-footed ferret management area (including Coyote Basin and Snake John Reef units) would be restricted to authorized roads and trails area. Effective route and trail densities of no more than 1.5 miles per square mile would remain open for public vehicular travel in these areas. (O/G RMPA page 2-38)

Development of a travel management plan or integrated activity plan will include the establishment of an effective road density limit of 1.5 miles per square mile within the East Douglas ACEC. (RMP page 2-36)

Road density objectives, where appropriate to fishery and wildlife issues, will be implemented through a Travel Management Plan or integrated activity plans developed subsequent to this RMP. (RMP page 2-37)

Use of newly developed well access routes in lynx habitat would be limited to that associated directly with oil and gas development, production, and maintenance activity. Access routes would be reduced to minimum standards during production and eliminated upon project completion. (O/G RMPA page 2-38)

The BLM would request that maximum efforts be applied to reduce the extent and effective utility of snow compaction or removal activities in lynx habitat as travel corridors for competitive carnivores. Use of over-the-snow vehicles would be prohibited for use in lynx habitat during project-related reconnaissance, on-site inspections, or surveys. (O/G RMPA page 2-38)

Within sage-grouse PHMA, use existing roads or realignments whenever possible. If it is necessary to build a new road, and the use of existing roads would cause adverse impacts to GRSG, construct new roads to the appropriate minimum Gold Book standard and add the surface disturbance to the total disturbance in the priority habitat management area if it meets the criteria in Appendix H of the Sage-Grouse ROD (Guidelines for Implementation and Adaptive Management). (GRSG RMPA page 2-23)

Construct no new roads if the biologically significant unit (Colorado populations) and proposed project analysis area (Colorado Management Zone) is over the 3% disturbance cap (see Appendix E of the Sage-Grouse ROD), unless there is an immediate health and safety need, or to support valid existing rights that cannot be avoided. Evaluate and implement additional, effective mitigation necessary to offset the resulting loss of sage-grouse habitat. (GRSG RMPA page 2-24)

Within sage-grouse PHMA, allow upgrades to existing routes after documenting that the upgrade will not adversely affect GRSG populations due to habitat loss or disruptive activities. (GRSG RMPA page 2-24)

Within PHMA, limit route construction to routes that will not adversely affect GRSG populations due to habitat loss or disruptive activity. (GRSG RMPA page 2-24)

Within sage-grouse PHMA, conduct restoration of roads, primitive roads and trails not designated in travel management plans. This also includes primitive route/roads that were not designated in WSAs and within lands with wilderness characteristics that have been selected for protection in previous land use plans. (GRSG RMPA page 2-24)

Within sage-grouse PHMA, when reseeding roads, primitive roads and trails, use appropriate seed mixes and consider the use of transplanted sagebrush. (GRSG RMPA page 2-24)

Livestock trailing use will be authorized to and from BLM grazing allotments along established trails on 9,600 acres of BLM land. Established trails include the White River Trail, Victory Trail, Dragon Trail, Yellow Jacket Trail, Ute Trail, and Staley Mine Trail, all collectively known as the White River Trail Allotment 6699. Crossing permits will be authorized on public land outside established trails on a case-by-case basis, based upon the applicant's need. (RMP page 2-23)

Public and/or administrative access across private land will be identified for acquisition for areas having high public resource values with limited or no public or administrative access. (RMP page 2-53)

Administrative and public access will be obtained through acquisition of easements, acquisition of land through exchanges, road construction or renovation, or by other appropriate means. (RMP page 2-53)

Lands identified for public access enhancement include:

1) Large blocks of inaccessible BLM lands or lands with currently limited/restricted public access,
2) Smaller blocks of high demand or high interest BLM lands, and
3) Lands that will tie major open routes together. Map 2-27 shows some of the broad areas where: a) public access needs to be enhanced; b) administrative access is needed; or c) both public and administrative access is needed.

The type and degree of access acquired will be consistent with the management direction for, or emphasis of, the area to be accessed. These areas are not all inclusive however, and access activities may take place throughout the Resource Area, on a case by case basis, as opportunities arise. (RMP page 2-53)

Priorities for acquiring access will be identified for all areas needing access, generally through the transportation planning and integrated activity plan process. Plans will identify specific tracts of land or roads needed for public or administrative access. All access plans will include necessary NEPA documentation. (RMP page 2-54)

The BLM will strive to secure public access to landlocked BLM Land fisheries that exceed 1/2 mile in length and are >1.5 miles from vehicular access. (RMP page 2-33)

Acquire access in the Blue Mountain Geographic Reference Area (GRA) (North). (RMP page 2-41)

Acquire WSA access in the Blue Mountain GRA (South). (RMP page 2-41)

Designate/develop mountain bike routes connecting to Yampa Valley Trail in DNM, Harper's Corner Road to Town of Dinosaur, and Moosehead Mountain to Skull Creek Rim. (RMP page 2-41)

Provide river access and establish launch sites/parking and interpretive facilities in the White River ACEC (Meeker to Kenny Reservoir). (RMP page 2-42)

Provide river access; establish launch sites/parking and interpretive facilities; develop watchable wildlife sites and trails at Kenny Reservoir in partnership with others; and develop boat launch/parking above Shavetail Bridge in the White River ACEC (Kenny Reservoir to Shavetail Bridge). (RMP page 2-42)

Securing public access to public lands will be a priority where demand, recreational values, and sufficient size warrants legal and/or physical access. This access would be acquired through easement, agreement, exchange or other means. (RMP page 2-43)

Develop motorized and non-motorized trails (e.g. mountain bike, hiking, horseback, ATV, 4-wheel drive, snowmobile, etc.) as demand/needs dictate in the White River ACEC (Shavetail Bridge to Utah Border). Trails may include but are not limited to: Rangely Loop, Dinosaur, Ute, Dominguez-Escalante, Scenery Gulch, Cathedral Bluffs, and China Wall/Lion canyon/Lobo Mountain Trails. Develop links to other trails: Yampa Valley Trail, Kokopelli's Trail, Uinta Railroad into Utah, etc. (RMP page 2-44)

Public access rights will be reserved on all disposal tracts that control access to BLM lands. (RMP page 2-53)

Access routes constructed for oil and gas activities that are considered redundant or unneeded would be obliterated and reclaimed. (O/G RMPA page 2-38)

In coordination with counties and authorized users, temporary route closures would be applied in areas with concentrated oil and gas development as needed to meet public health and safety or other resource concerns. (O/G RMPA page 2-38)

Appendix C. Additional Criteria to Consider During Implementation Planning (Management Actions Common to Alternatives B and C)

Appendix C describes the criteria that the BLM would use during subsequent implementation planning to:

- select or reject specific roads, primitive roads, and trails in the final travel management network;
- add new roads, primitive roads or trails; and
- specify limitations.

C.1. Designation Criteria at 43 CFR 8342.1

All designations shall be based on the protection of the resources of the public lands, the promotion of the safety of all the users of the public lands, and the minimization of conflicts among various uses of the public lands; and in accordance with the following criteria:

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

C.2. WRFO Designation Criteria

In addition to the criteria defined in 43 CFR 8342.1, the BLM would also consider the following criteria when designating the transportation network:

C.2.1. *Soil, Water, Vegetation, Wilderness Suitability, and Other Resources*

General

- Reduce impacts to upland soils, riparian areas, plant and animal communities, special status species, and water quality by closing, re-routing, or identifying mitigation in areas where routes are contributing to failure to meet Public Land Health Standards.

Soil and Water Resources (Including Springs, Riparian Areas, and Floodplains)

- Implement seasonal or permanent closures, re-route routes, or identify mitigation necessary to reduce:
    - degradation of channels and floodplains for routes that have multiple stream crossings or are located primarily within a floodplain or channel of an ephemeral, intermittent, and perennial stream;
    - impacts to hillslopes with observed instability, active gully erosion, or having a landslide classification;
    - impacts to slopes > 35% with sensitive soils;
    - sediment laden stormwater runoff to 303d listed waterways from deeply incised or bermed routes;
    - point sources of erosion and resulting sedimentation and turbidity impacts in watersheds supporting populations of native cutthroat trout and BLM sensitive species; or
    - impacts to springs transected by a travel route.

- Evaluate the travel route's current condition for necessary repair and maintenance [BLM Handbook 9113-2 (Roads National Inventory & Condition Assessment Guidance and Instructions) and BLM Handbook 9115-2 (Primitive Roads National Inventory and Condition Assessment Guidance and Maintenance)] when considering appropriate types of use and mitigation.

Air

- Minimize creation of fugitive dust by closing or re-routing routes located in soil types capable of generating dust easily transported by wind (that is, NRCS low resistivity soil types), or identifying mitigation necessary to reduce creation of fugitive dust.

Cultural Resources

- Minimize ongoing or potential impacts to cultural resources that are listed on the National Register of Historic Places, or are eligible or potentially eligible for listing. Close routes that are inside, pass through, or lead directly to these sites, or identify mitigation necessary to protect sites if these routes are designated open to travel.

- Minimize potential impacts to cultural resources by reducing density of routes in areas known to be in areas with a high cultural resource density or areas of high value to the cultural program or Tribes.

Paleontological Resources

- Minimize ongoing or potential impacts to known paleontological sites. Close routes that are inside or pass through paleontological sites if travel on these routes is adversely affecting paleontological resources, or identify mitigation necessary to protect paleontological sites.

Special Status Plants and Remnant Vegetation Associations

- Minimize potential impacts to special status plants and Remnant Vegetation Associations by reducing density of routes within occupied habitat for special status plants and identified RVAs.

- Minimize impacts to special status plants by closing or re-routing routes within 100 meters of occupied habitat, or identifying mitigation necessary to reduce impacts to special status plants.

Wild Horses

- Provide access for public viewing of wild horses within the Piceance-East Douglas Herd Management Area.

- Reduce duplicative or redundant routes where necessary to protect habitat and reduce disturbance or displacement of wild horses by human activity.

Wilderness Study Areas

- Close and reclaim all routes receiving motorized use in Wilderness Study Areas that are not needed to access pre-FLMPA rangeland improvements or any other valid-existing rights.

ROW Exclusion Areas

- Construction of new routes would not be permitted within ROW exclusion areas to minimize impacts to the resources for which those exclusion areas were established.

C.2.2. *Wildlife*

Route Density

General Route Density Criteria

- The BLM would include all motorized and mechanized routes that are available for public use in the route density calculations (including county roads). Routes with restricted public access (such as routes designated for administrative access or subject to seasonal closure) would not be included in the route density calculations (including designated temporary oil and gas access routes that are unavailable for public use[4]). Only routes on BLM-managed surface estate would be included in route density calculations.

- In areas with overlapping route density objectives (for example, big game summer ranges that are within 2 miles of a sage-grouse lek), the most restrictive route density would apply.

- Coal Oil Basin (Rangely Oil Field) and the motorized travel open areas would be exempt from route density objectives and would not be used in calculating route densities.

- The WRFO would use the same big game seasonal range map for travel management decisions as described in the Oil & Gas Development RMPA (Map 2-4) because it eliminates overlap between types of seasonal ranges. This mapping would be capable of incorporating routine CPW updates.

- It may often prove impractical to individually evaluate and manage for route density on small isolated tracts (e.g., inflated metrics on less than 160 acre parcels), but route statistics on these tracts may be considered in collective assessments. Individual route status determinations, in the broader context of route density evaluations, may be tempered by factors such as assessments of route status (e.g., the measured or inferred frequency and seasonality of route use), the need to provide access continuity to private lands or large BLM holdings, or the minimum route density needed to satisfy the exercise of permitted use, providing singular access to private property, or achieving over-riding BLM management objectives.

- Routes may be designated to provide access to land-locked BLM parcels by adjacent land owners or permittees, but routes on land-locked parcels will be designated so as not to physically exceed prescribed route density limits or to provide the minimum necessary to satisfy the exercise of permitted use or provide singular access to private property.

- Mapping anomalies (e.g., “slivers”) and isolated fragments that are not amenable to practical route density management would be resolved on a case-by-case basis; normally

[4] Temporary routes that access oil and gas infrastructure are not included in route density calculations since these routes are managed under the thresholds in the 2015 Oil and Gas Development RMPA. Oil and gas access routes differ from other routes that are available to the public since the BLM and industry can control and monitor the level of use. Also, the public transportation network is anticipated to remain relatively static (little change in the location or number of routes) compared to temporary access associated with oil and gas development which shifts in location (new roads built, old roads reclaimed) and level of use depending on development phase.

ascribing route density objectives from contiguous areas with the most restrictive route density prescription.

Route Density for Big Game, Ferrets, and Watersheds that Support BLM Sensitive Trout Species

- Manage open route densities for motorized and mechanized vehicles on the basis of individual Game Management Units (GMU) or highlighted management area so as not to exceed:
    - 1.0 mile/square mile (mi/sq mi) on BLM's LO7 parcel, which CPW identified as supporting inordinately large numbers of deer and elk throughout the year and whose use influences the management of three adjoining CPW Conservation Easements;
    - 1.5 mile/square mile (mi/sq mi) on:
        - Big game severe winter range;,
        - Big game summer range;
        - CPW-proposed emphasis areas (i.e., Big Ridge crest, Twin Buttes, Oil Spring south) that are intended to remedy the effects of intense vehicle use during big game hunting seasons (i.e., displacement-induced disuse of forage and cover; inability to achieve harvest management objectives);
        - East Douglas Creek ACEC; and
        - designated black-footed ferret management areas (e.g., Wolf Creek and Coyote Basin); and
    - 2.5 mi/sq mi on big game winter concentration areas and general winter ranges .

Where reductions in physical route density are not feasible (e.g., to provide necessary thoroughfare to private land or accommodating over-riding BLM resource objectives), seasonal restrictions or administrative designations may be used as a secondary alternative to achieve effective reductions in route density. Under these circumstances, seasonal winter use restrictions would be from November 1 to April 30 and seasonal summer use restrictions would be from May 1 to August 15.

Route Density for Greater Sage-Grouse

- Manage open routes for motorized and mechanized vehicles in greater sage-grouse Priority Habitat Management Areas (PHMA) and General Habitat Management Areas (GHMA) that have potential to adversely influence the suitability or utility of grouse habitat so as not to exceed:

    - 1.0 mi/sq mi within 2 miles of an active, inactive, or select historic leks, or the lowest route density serving valid existing rights or authorized use; and

    - 1.5 mi/sq.mi for PHMA and GHMA beyond the 2 mile lek buffer.

Where reductions in physical route density are not feasible (e.g., to provide necessary thoroughfare to private land or accommodating over-riding BLM resource objectives), seasonal restrictions or administrative designations may be used as a secondary alternative to achieve effective reductions in route density. Where appropriate, timing limitations would extend from March 1 to July 15 on routes that affect habitats that serve

reproductive functions and from December 1 to April 30 on routes that affect habitats that serve important winter use functions.

- Route densities on sage-grouse habitat would evaluated by sub-area to ensure more equitable application of density prescriptions (i.e., rather than risking high-density clumping), for example:
    - Piceance Creek-Parachute Creek-Roan Creek (PPR);
    - North of RBC 68, including the Big Ridge parcel;
    - RBC 68 to RBC 26;
    - RBC 26 to Hunter Creek/East Hunter Creek roads;
    - South of White River/Colorado River divide;
    - East Hunter Creek to Story Gulch/Middle Fork of Story Gulch;
    - East of Middle Fork of Story Gulch;
    - Magnolia east of RBC 76;
    - Blue Mountain;
    - Wolf Creek;
    - Black's Gulch/Indian Valley; and
    - West End General Habitat.

Greater Sage-Grouse (Criteria from the 2015 Northwest Colorado Greater Sage-Grouse RMPA)

- (PHMA and GHMA): Abandon and restore routes that have no substantive utility, thoroughfare, or access for authorized uses (option for administrative access only).

- (PHMA): Complete activity level travel plans as soon as possible, subject to funding. During activity level planning, where appropriate, designate routes with current administrative/agency purpose or need to administrative access only.

- (PHMA): No new route construction or upgrades would be allowed unless determined, in coordination with the BLM Northwest District and CPW, to have a neutral or beneficial effect on sage-grouse.

- (PHMA): Allow upgrades to existing routes after documenting that the upgrade will not adversely affect sage-grouse populations due to habitat loss or disruptive activities.

- (PHMA): Use existing roads or realignments whenever possible. If it is necessary to build a new route, and the use of existing roads would cause adverse impacts to sage-grouse, construct new roads to the appropriate minimum Gold Book standard and add the surface disturbance to the total disturbance in the PHMA if it meets the criteria in Appendix H of the Northwest Colorado Greater Sage-Grouse RMP Amendment (Guidelines for Implementation and Adaptive Management). Construct no new roads if the biologically significant unit (Colorado populations) and proposed project analysis area (Colorado Management Zone) is over the 3 percent disturbance cap (see Appendix E of the Northwest Colorado Greater Sage-Grouse RMP Amendment, Methodology for Calculating Disturbance Caps), unless there is an immediate health and safety need, or to support valid existing rights that cannot be avoided. Evaluate and implement additional, effective mitigation necessary to offset the resulting loss of sage-grouse habitat.

- (PHMA): Conduct restoration of roads, primitive roads and trails not designated in travel management plans. This also includes primitive route/roads that were not designated in wilderness study areas and within lands with wilderness characteristics that have been selected for protection in previous land use plans.

- (PHMA): When reseeding roads, primitive roads and trails, use appropriate seed mixes and consider the use of transplanted sagebrush.

- (PHMA and GHMA): Motorized or mechanical routes open to general public access in PHMA and GHMA would be limited to those that provide necessary thoroughfare or to those that would not adversely affect greater sage-grouse populations due to habitat loss or disruptive activities.

Other BLM Sensitive Wildlife Species and Migratory Birds

- Minimize impacts to Canada lynx winter use habitat by designating the minimum necessary thoroughfare that provides singular access to private lands or continuity between U.S. Forest Service lands that allow for over-snow motorized travel.

- All routes that adversely affect special status wildlife habitat or populations would be subject to siting or timing limitation constraints at a minimum.

- Siting considerations for establishment of new routes and trails would be subject to those wildlife management goals, objectives, and management actions as described in the 2015 Oil and Gas Development RMPA (e.g., raptor NSO and TL stipulations, migratory bird habitat siting criteria).

C.2.3. *Travel and Recreation Access*

Recreation

- In balance with other resource considerations, retain or provide travel route access to difficult to reach parcels of BLM public lands for hunting, fishing, and other recreation activities.

- Consider route features, quality user experience, and route connectivity to determine appropriate route use type (that is, open, mechanized, ATV, UTV, foot, etc.).

- The BLM will use best practices in designing road and trail structures including agency handbooks and guides from leading expert organizations.

Temporary Routes (such as those constructed to access mineral development)

- Temporary routes would generally be subject to complete abandonment once its intended use is complete. However, the BLM could consider designating access routes as roads, primitive roads, or trails in the transportation network during implementation planning if such a designation would be instrumental in achieving established resource objectives and:
    - Allow the BLM to close redundant routes and reduce overall route density;

- Mitigate resource impacts associated with an existing route by providing an alternate access route that provides similar access with reduced impacts; or
- Improve public access to areas the BLM identifies as needing improved public access.

Administrative Access

- Administrative routes are limited to permitted users that have prior written approval from the Field Manager. Not all permitted users may be allowed to use all administrative routes. The BLM would determine which routes are available for a permitted user when issuing their permit or authorization, including the necessary season of use and whether such use would compromise the intended function of route density prescriptions.[5]

- Rights-of-way
  - Allow owners of non-Federal lands surrounded by public land reasonable access through administrative use and rights-of-way.
  - Routes along linear rights-of-way (for example, pipeline or power line corridors) would generally be unavailable for motorized access, except for administrative use.
  - Provide administrative access necessary for the operation, maintenance, and reclamation of rights-of-way.

- Range
  - Routes along linear range improvements (for example, fence line corridors, water lines) would generally be unavailable for motorized access, except for administrative use.
  - Provide administrative access necessary for the proper administration of a livestock grazing permit.

- Temporary Routes
  - Temporary routes (for example, oil and gas access roads) would generally be unavailable for motorized access, including other BLM permittees not expressly associated with the primary purpose of the temporary route (for example, oil and gas development, production, monitoring, and maintenance). Exceptions would be evaluated on a case-by-case basis in the context of big game disturbance thresholds established for each seasonal range and leaseholding in the 2015 Oil and Gas Development RMPA.

Evaluation of New and Existing Routes

- Evaluate "existing routes" not included in the 2014-2016 Travel Route Inventory (and thus not considered in this plan) on a case-by-case basis through an environmental

[5] Note: Consideration of route density prescriptions would only apply to Alternative B.

analysis process to determine whether they should be open to public travel. In order to be considered an existing route, the route must be able to be verified to have been present on the ground no later than the inventory season. Designate routes determined to enhance public access opportunities, and not in conflict with management of other resources, and add them to travel management map through routine plan maintenance.

- Evaluate "new roads" on a case-by-case basis through an environmental analysis to determine whether they will be open to public travel. "New roads" means roads that do not presently exist but are necessary for access to mineral development, to provide general access, or to facilitate other authorized uses of public lands. Designate routes determined to enhance public access opportunities that do not conflict with management of other resources and add them to the travel management map through routine plan maintenance.

Access from Private Land

- Access from private lands must comply with the designated transportation system and be limited to the same means of travel that the general public uses from public access points. Access from private land using any type of motorized or mechanized vehicle will only be allowed in cases where: 1) the use is authorized by a right-of-way or permit issued by the BLM, or 2) special or unique BLM management objectives are best achieved by allowing limited motorized or mechanized access from private lands.

Human Health and Safety

- Minimize risks to human health and safety by closing unsafe routes (for example, steep routes, narrow routes with no opportunity to turn around, areas with potential for exposure to hydrogen sulfide gas, mine adits), or identify mitigation necessary to improve safety of the route.

Appendix D. Potential Mitigation Measures

The Council on Environmental Quality's regulations for implementing NEPA define mitigation as:

- Avoiding the impact altogether by not taking a certain action or parts of an action;
- Minimizing impacts by limiting the degree or magnitude of the action and its implementation;
- Rectifying the impact by repairing, rehabilitating, or restoring the affected environment;
- Reducing or eliminating the impact over time by preservation and maintenance operations during the life of the action; or
- Compensating for the impact by replacing or providing substitute resources or environments (40 CFR 1508.20)

This is commonly referred to the mitigation hierarchy (avoid > minimize > repair or restore > reduce over time > compensate). In the case of route designations, avoiding an impact altogether would be closing the route or re-routing it. When this is not desirable, then other mitigation measures (such as resource inventories, maintenance procedures, and seasonal use restrictions) can be used to help minimize, rectify, or reduce potential impacts.

During implementation planning, the BLM would consider whether a particular route needs mitigation in order to remain open. The following list of mitigation measures are provided as guidance and may be supplemented during implementation planning, if necessary.

Air

1. On routes with low resistivity to the generation of fugitive dust (high potential to produce fugitive dust), evaluate options for prevent the breakdown of route surface soil structure such as adding aggregate to the route surface and reducing travel speeds to 15mph. Provide educational information outlining resource concerns and responsible use of such routes at kiosks, on area maps, and with route signage.

Soils and Hydrology

2. Stream Crossings/Drainage Issues:

    a. Improve drainage crossings by constructing bridges, installing culverts, or improving low-water crossings where necessary to minimize impacts to water resources. The BLM will use best practices in designing road and trail structures (such placement, design (sizing), and construction of bridges, culverts, and low-water crossings) including agency handbooks and guides from leading expert organizations.

    b. Follow guidance outlined in BLM manual handbooks 9113 (Roads Design) and 9115 (Primitive Roads Design) to address route drainage issues outside of stream crossings (for example, installation and spacing of water bars and drain dips).

    c. Where possible, reduce the number of drainage crossings on a given route.

    d. Stream crossings should be designed to accommodate passage for aquatic species.

e. Limit expansion of route/trail prism at drainage crossings by controlling ingress and regress points. Use physical barriers where use would be practical to protect the resource and safe for users.

f. Re-locate stream crossings if necessary to minimize impacts to water quality and stream channel morphology.

g. Utilize all other appropriate standard operating procedures and best management practices.

3. Route Placement and Evaluation:

   a. Ensure use route designations, route type and maintenance levels are appropriate for the use as outlined in BLM manual 9113 (Roads Design) and 9115 (Primitive Roads Design).

4. Consider construction of flood-water retention basins and/or sediment retention basins within and downstream of Open areas, intensive motorized use areas, areas identified as not meeting land health standards, or as necessary to protect public health and safety and private property. Such facilities would be subject to all applicable regulatory permitting requirements.

5. For routes or trails located in areas with high densities of biological soil crusts (BSC), provide educational information outlining resource concerns and responsible use of such routes at trail heads, kiosks, area maps, and free pamphlets.

6. Landslide/Unstable slope issues:

   a. For routes transecting slopes with the potential to or showing signs of instability such as slumping or fracturing, ensure proper water runoff drainage features are installed to prevent water retention upslope of route surface as outlined in BLM manual 9113 (Roads Design) and 9115 (Primitive Roads Design).

Riparian

7. Any new perennial stream route crossings will be engineered and/or approved by the BLM Authorized Officer.

8. Do not locate roads or other facilities immediately parallel to streams. Where roads or facilities must cross streams, cross perpendicularly and immediately exit the buffer zone.

9. In perennial and intermittent streams, improve stream crossings by armoring, installing flow-through low water crossings with properly sized culverts, or span streams as appropriate to protect the riparian zone.

10. If monitoring or PFC assessments indicate impacts to PFC then then consider re-route of roads and trails that parallel and/or cross functioning at risk or non-functioning riparian areas, and that are contributing to decline (sedimentation) of these systems.

11. Relocate existing roads away from riparian areas as feasible during requested permitting or authorization of these routes. Reclaim abandoned portions of relocated roads back to

natural conditions. Recontour routes back to natural slopes as feasible, rip compacted soils (except for in close proximity to desirable trees), and seed disturbed areas.

12. Use the techniques and process for protection of floodplains as identified in Executive Order 11988 – Floodplain Management.

13. Roads and trails (off-highway vehicle, horse, bicycle, and hiking) will avoid wetlands and if avoidance is not possible will be designed and constructed in accordance with Technical Reference 2E22A68-NPS, Off-highway Vehicle Management.

14. Minimize route crossing of streams (intermittent and perennial) and wetlands.

15. Maintain appropriate vegetative/riparian buffer from routes of at least 200 meters around riparian and wetland areas to protect and enhance the health and function of these systems.

16. Locate project staging areas for refueling, maintenance equipment, materials, operating supplies in areas outside of riparian and wetland areas.

17. Reclaim abandoned routes after completing re-route of roads and trails that are impaction riparian function. Follow general reclamation guidance with special reclamation procedures for stream crossings.

Cultural Resources

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

19. For trail and route construction projects and maintenance projects the BLM may choose one of the following options if significant (eligible) cultural resources are discovered or known in the area:

    a. The BLM may choose to not perform construction or maintenance on areas that would directly impact sites,

    b. The BLM might reroute roads, primitive roads, and trails to avoid significant cultural resources on existing and proposed construction. These reroutes would require surveys for cultural resources and would have to allow for other resource specialists to analyze the locations of the reroutes,

    c. The BLM may choose to conduct evaluative testing to determine final eligibility on potentially eligible sites. The BLM would consult with SHPO on changes to site eligibility.

20. Eligible sites may be mitigated via data recovery through excavation to reduce the effects of the trail and route maintenance, reclamation, and construction. Both SHPO and

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

21. Other mitigation measures may be pursued in conjunction with the State Historic Preservation Officer and interested Native American tribes.

Paleontological Resources

22. Prior to any ground disturbing activity, paleontological surveys (in compliance with Federal laws) would be completed.

23. For trail and route construction projects and maintenance projects the BLM may choose one of the following options if the project occurs within Potential Fossil Yield Classification (PFYC) Class 3, 4, or 5 formations or potentially fossil-bearing alluvium, or known significant localities.

24. The BLM might reroute roads, primitive roads, and trails to avoid significant paleontological localities on existing and proposed construction. These reroutes would require surveys for paleontological resources and would have to allow for other resource specialists to analyze the locations of the reroutes.

25. Significant paleontological resources may be mitigated via data recovery through recovery of all material and related data prior to beginning construction activities.

Recreation

26. When route or trail re-routes or route system additions/modifications are planned, complete the construction of the new re-route or route system additions/modification prior to closure of non-system routes.

27. Focus on signing of the open route network, using Colorado inter-agency travel management sign standards, so that it is highly visible, thus discouraging interest in closed routes.

28. Promote Leave No Trace principles (www.lnt.org), Tread Lightly principles (www.treadlightly.org) and Stay The Trail Colorado (www.staythetrail.org) outdoor ethics through print and electronic media, and through personal communications with recreationists participating in recreation activities on BLM-managed public lands.

Realty

29. If "cross country" access is necessary, clearing vegetation or grading a roadbed will be avoided whenever practicable. All construction and vehicular traffic shall be confined to the right-of-way or designated access routes, roads, or trails unless otherwise authorized in writing by the authorized officer. All temporary roads used for construction shall be rehabilitated after construction is completed. Only one route will be permitted to each site requiring access.

30. Except rights-of-way expressly authorizing a route after construction of the facility is completed, the holder shall not use the right-of-way as a route for purposes other than

routine maintenance as determined necessary by the authorized officer in consultation with the holder.

31. Unless otherwise analyzed and authorized by the authorized officer, permanent access routes are not being considered integral with project authorization and the ROW holder will remain responsible for deterring subsequent vehicle use along identified construction access through the life of the project.