

West Mojave Route Network Project  
Draft California Desert Conservation Plan  
Amendment  
and  
Supplemental Environmental Impact  
Statement  
for the  
California Desert District

January 2015

The BLM manages more land – 253 million acres – than any other federal agency. This land, known as the National System of Public Lands, is primarily located in 12 Western States, including Alaska. The Bureau, with a budget of about \$1 billion, also administers 700 million acres of subsurface mineral estate throughout the nation. The BLM's multiple-use mission is to sustain the health and productivity of the public lands for the use and enjoyment of present and future generations. The Bureau accomplishes this by managing such activities as outdoor recreation, livestock grazing, mineral development, and energy production, and by conserving natural, historical, cultural, and other resources on public lands.

**BLM/CA/PL-2015/003 + 1793**



# United States Department of the Interior

## BUREAU OF LAND MANAGEMENT

California Desert District Office  
22835 Calle San Juan De Los Lagos  
Moreno Valley, CA 92553



IN REPLY REFER TO:  
1610 (LLCAD080.21) P

January, 2015

Dear Reader:

Attached for your review and comment is the West Mojave Route Network Project (WMRNP) and Draft Supplemental Environmental Impact Statement (SEIS), California Desert District. Through this Resource Management Plan Amendment, the BLM is amending the 1980 California Desert Conservation Area (CDCA) Plan, as amended. The WMRNP specifically amends the decisions in the 2006 West Mojave (WEMO) Plan Amendment to the CDCA Plan for the planning and management of a transportation and travel network and livestock grazing on public lands within the West Mojave Planning Area. The Bureau of Land Management (BLM) has prepared this document in accordance with the National Environmental Policy Act (NEPA), as amended, the Federal Land Policy and Management Act of 1976 (FLPMA), implementing regulations, the BLM's Land Use Planning Handbook (H1601-1), and other applicable law and policy.

The West Mojave Planning Area is located in southern California, in the northwestern third of the CDCA, and comprises approximately 9.4 million acres of land. Within the Planning Area, the BLM administers approximately 3.1 million acres of public lands.

The WMRNP also includes implementation-level decisions, including a transportation and travel network which designates specific routes of travel in the planning area, and related implementation strategies. When approved, the WMRNP will supplement the 2006 West Mojave Plan and will guide the management of transportation and travel management in the West Mojave Planning Area into the future. The WMRNP and Draft SEIS and supporting information are available on the project web site at:

[http://www.blm.gov/ca/st/en/fo/cdd/west\\_mojave\\_wemo.html](http://www.blm.gov/ca/st/en/fo/cdd/west_mojave_wemo.html).

The BLM encourages the public to provide information and comments pertaining to the analysis presented in the Draft SEIS. We are particularly interested in feedback concerning the alternatives, associated goals and objectives, adequacy and accuracy of the analysis, and any new information that would help the BLM as it develops its plan and decision. If you wish to submit comments on the WMRNP and Draft SEIS, we request that you make your comments as specific as possible. Comments will be more helpful if they include suggested changes, sources, or methodologies, and reference to a section or page number.

Comments will be accepted for ninety (90) days following the Environmental Protection Agency's (EPA) publication of its Notice of Availability in the Federal Register. The BLM can best utilize your comments and resource information submissions if received within the review period.

Comments may be submitted electronically at: [cawemopa@blm.gov](mailto:cawemopa@blm.gov). Comments may also be submitted by mail to: California Desert District, Attn: WMRNP Plan Amendment, 22835 Calle San Juan de Los Lagos, Moreno Valley, CA 92553. To facilitate analysis of comments and information submitted, we encourage you to submit comments in an electronic format.

In developing the Final SEIS and CDCA Plan Amendment, which is the next phase of the planning process, the decision maker may select various components from among the alternatives analyzed in the Draft SEIS for the purpose of creating a management strategy that best meets the needs of the resources and values under the BLM multiple-use and sustained yield mandate. As a member of the public, your timely comments on the WMRNP and Draft SEIS will help formulate the Final SEIS and CDCA Plan Amendment. Comments which contain only opinion or preferences will be considered and included as part of the decision making process, although they will not receive a formal response from the BLM.

Before including your address, phone number, email address, or other personal identifying information in your comment, be advised that your entire comment – including your personal identifying information – may be made publicly available at any time. While you can request to withhold your personal identifying information from public review, BLM cannot guarantee that we will be able to do so.

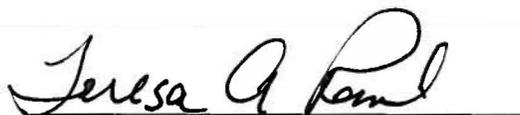
Public meetings to provide an overview of the document, respond to questions, and take public comments will be announced by the local media, website, and/or public mailings at least 15 days in advance. Copies of the Draft SEIS have been sent to affected Federal, state, and local government agencies. Copies of the WMRNP and Draft SEIS are available for public inspection at the BLM California Desert District Office and all BLM Field Offices within the California Desert District.

Copies are also available for public inspection at the following local library locations:

Kern County Library, Ridgecrest Branch, 131 E Las Flores Ave, Ridgecrest, CA;  
Kern County Library, California City Branch, 9507 California City Blvd, California City;  
San Bernardino County Library, 57098 29 Palms Highway, Yucca Valley, CA;  
Victorville City Library, 15011 Circle Drive, Victorville, CA;  
San Bernardino County Library, 777 East Rialto Avenue, San Bernardino, CA.

Thank you for your continued interest in the WMRNP. We appreciate the information and suggestions you contribute to the planning process. For additional information or clarification regarding this document or the planning process, please contact Edy Seehafer, West Mojave Project Manager, Barstow Field Office, 760-252-6021 or Craig Beck, Assistant West Mojave Project Manager, Ridgecrest Field Office, 760-384-5440.

Sincerely,

A handwritten signature in cursive script, reading "Teresa A. Raml", written in black ink over a horizontal line.

Teresa A. Raml  
District Manager, California Desert

# Abstract

**Lead Agency:** U.S. Department of the Interior (DOI), Bureau of Land Management (BLM)

**Type of Action:** Administrative

**Jurisdiction:** San Bernardino, Inyo, Kern, Riverside, and Los Angeles Counties, California

**Abstract:** The Draft West Mojave Route Network Project (WMRNP) and Supplemental Environmental Impact Statement (SEIS) describe and analyze alternatives for the planning and management of a transportation and travel network and livestock grazing on public lands and resources within the West Mojave Planning Area, administered by the BLM, California Desert District Office. The West Mojave (WEMO) Planning Area is located in southern California, in the northwestern third of the California Desert Conservation Area (CDCA), and comprises approximately 9.4 million acres of land. Within the Decision Area, the BLM administers approximately 3.1 million acres of public lands.

Through this Resource Management Plan (RMP) Amendment, the BLM is amending the 1980 CDCA Plan, as amended. The WMRNP Plan Amendment specifically amends the decisions in the 2006 West Mojave Plan Amendment to the CDCA Plan. It addresses specific issues raised in a federal court partial remand of the 2006 WEMO Plan and to consider new data and policies, emerging issues, and changing circumstances that have occurred since the 2006 WEMO Plan Record of Decision was signed. Many aspects of the 2006 WEMO Plan, developed as a habitat conservation plan to address sensitive species management, were kept in place. As part of the RMP amendment process, the BLM conducted scoping to solicit input from the public and interested agencies on the nature and extent of issues and impacts to be addressed in the Draft RMP Amendment and Draft SEIS. Planning issues identified for this WMRNP RMP Plan Amendment focus on transportation access for the public, commercial users, residents, associated recreational use, access impacts on sensitive resources, and livestock grazing management within the WEMO Planning Area.

The WMRNP also includes implementation-level decisions, including a transportation and travel network which designates specific routes of travel in the WEMO Planning Area, and related implementation strategies.

To assist the agency decision maker and the public in focusing on appropriate solutions to planning issues, the Draft EIS considers four alternatives. These alternatives include both Plan Amendment and implementation actions.

**Alternative 1** is a continuation of current management (No Action Alternative). Under this alternative, the BLM would continue to manage the use of and access to public lands and resources, including livestock grazing, under the existing 2006 WEMO Plan, as amended. **Alternative 2** emphasizes protection of physical, biological, and heritage resources, while providing for the smallest transportation and travel network focused on through-access, and the most limited acreage and forage allocation dedicated to livestock grazing, comparatively. **Alternative 3** is the BLM's Preferred Alternative, and provides for the most extensive transportation and travel network focused on enhanced recreational and touring opportunities and a balanced livestock grazing program with modest acreage and forage allocation reductions. **Alternative 4** limits changes to the 2006 WEMO Plan to respond to community-identified

enhancements and Court issues, with the least amount of changes to the transportation and travel network and limited reductions to the acreages and forage allocations dedicated to livestock grazing.

When completed, the ROD for the RMP Plan Amendment will provide comprehensive long-range decisions for (1) managing transportation and travel management resources in the West Mojave Planning Area and (2) identifying allowable livestock grazing management uses on BLM-administered public lands. Comments are accepted for 90 days following the date on which the U.S. Environmental Protection Agency publishes the Notice of Availability for this Draft Plan Amendment and Draft SEIS in the *Federal Register*. Comments may be submitted electronically using the WMRNP revision website at: [http://www.blm.gov/ca/st/en/fo/cdd/west\\_mojave\\_\\_wemo.html](http://www.blm.gov/ca/st/en/fo/cdd/west_mojave__wemo.html) or via e-mail to [cawemopa@blm.gov](mailto:cawemopa@blm.gov). Comments may also be submitted by mail to:

California Desert District, Attn: WMRNP Plan Amendment, 22835 Calle San Juan de Los Lagos, Moreno Valley, CA 92553

**Table of Contents**

---

**EXECUTIVE SUMMARY ..... ES-1**

- ES.1 Introduction.....ES-1
- ES.2 Supplemental EIS Goals .....ES-6
- ES.3 Alternatives.....ES-9

**CHAPTER ONE – INTRODUCTION ..... 1-1**

- 1.1 Overview of the Environmental Impact Statement..... 1-1
  - 1.1.1 Site Location and Description..... 1-1
  - 1.1.2 CDCA Plan and WEMO Plan Background ..... 1-2
  - 1.1.3 Court Actions..... 1-4
  - 1.1.4 Route Inventory for the WMRNP..... 1-5
- 1.2 Purpose and Need ..... 1-6
- 1.3 NEPA Process..... 1-10
  - 1.3.1 Notice of Intent ..... 1-10
  - 1.3.2 EIS Scoping ..... 1-11
  - 1.3.3 Desert Advisory Council Subgroup..... 1-12
- 1.4 Planning Issues..... 1-12
- 1.5 Planning Criteria ..... 1-13
- 1.6 Relationship to Other Statutes, Regulations, and Policies..... 1-15
  - 1.6.1 Federal..... 1-15
    - 1.6.1.1 Other BLM Programs..... 1-15
    - 1.6.1.2 U.S. Fish and Wildlife Service..... 1-16
  - 1.6.2 Relationship to Adjacent and Overlapping Jurisdictions..... 1-18
    - 1.6.2.1 Bordering Jurisdictions ..... 1-18
- 1.7 Coordination and Consultation ..... 1-22
- 1.8 Organization of the Draft Plan and SEIS ..... 1-24
- 1.9 Court Issues Addressed in the SEIS..... 1-25

**CHAPTER TWO - ALTERNATIVES ..... 2-1**

- 2.1 Land-Use Plan Management, CDCA Plan Amendment, and Implementation Decisions to be Made..... 2-4
  - 2.1.1 Background to Land-Use Plan - Level Decisions..... 2-4
  - 2.1.2 Planning Decisions..... 2-5
  - 2.1.3 Implementation-Level Decisions ..... 2-12
  - 2.1.4 Process for Development of Transportation Network Alternatives..... 2-13
- 2.2 Land-Use Planning Alternatives ..... 2-34
  - 2.2.1 Land-Use Planning (LUP) Goals..... 2-34
  - 2.2.2 Alternative 1: No Action LUP-Level Goals, Objectives, and Strategies..... 2-36
  - 2.2.3 Alternative 2: Resource Conservation Enhancement LUP-Level Goals, Objectives, and Strategies..... 2-38

2.2.4	Alternative 3: Public Lands Access LUP-Level Goals, Objectives, and Strategies .....	2-39
2.2.5	Alternative 4: Community Access Enhancement LUP Goals and Objectives .....	2-41
2.3	Description of Route Network and Network Implementation Alternatives .....	2-43
2.3.1	The Use of the “Baseline” in the Development of Alternatives .....	2-43
2.3.2	Alternative 1: No Action.....	2-44
2.3.3	Alternative 2: Resource Conservation Enhancement .....	2-55
2.3.4	Alternative 3: Public Lands Access Maintenance .....	2-65
2.3.5	Alternative 4: Community Access Enhancement .....	2-76
2.4	Comparison of Alternatives .....	2-86
2.5	Alternatives Considered but Eliminated from Detailed Evaluation .....	2-93
2.6	Modifying the Plan .....	2-94

**CHAPTER THREE - AFFECTED ENVIRONMENT ..... 3.1-1**

3.1	Analysis of the Management Situation.....	3.1-1
3.1.1	Current Management Direction .....	3.1-2
3.1.1.1	Legislation and Policies .....	3.1-2
3.1.1.2	CDCA Plan .....	3.1-5
3.1.1.3	2006 WEMO Plan.....	3.1-15
3.1.1.4	Post WEMO Changes to Vehicle Access Management.....	3.1-17
3.1.1.5	Other Recent Policy and Planning-Related Post 2006 WEMO Developments .....	3.1-19
3.1.2	Area Profile.....	3.1-21
3.1.2.1	Resources .....	3.1-21
3.1.2.2	Land Uses.....	3.1-23
3.1.2.3	Social and Economic Conditions .....	3.1-23
3.2	Air Quality .....	3.2-1
3.2.1	Climate.....	3.2-1
3.2.2	Air Quality Regulatory Framework.....	3.2-3
3.2.2.1	Federal Oversight.....	3.2-3
3.2.2.2	State Regulation .....	3.2-4
3.2.3	Air Quality Standards .....	3.2-5
3.2.4	Existing Air Quality.....	3.2-8
3.2.5	Air Quality Monitoring.....	3.2-13
3.2.6	Sensitive Receptors and Residences .....	3.2-15
3.2.7	Climate Change.....	3.2-15
3.2.7.1	Greenhouse Gases .....	3.2-16
3.2.7.2	Forecasts of Impacts of Climate Change in the Local Landscape and Ecology.....	3.2-18
3.3	Geology, Soils, and Water .....	3.3-1
3.3.1	Geology and Soils .....	3.3-1
3.3.2	Water Resources .....	3.3-8
3.3.2.1	Groundwater.....	3.3-10
3.3.2.2	Surface Water.....	3.3-11
3.4	Biological Resources .....	3.4-1

3.4.1	Natural Communities.....	3.4-1
3.4.2	Unusual Plant Assemblages.....	3.4-2
3.4.3	Special Status Species.....	3.4-3
3.4.3.1	Plants.....	3.4-3
3.4.3.2	Wildlife Species.....	3.4-57
3.4.3.2.1	Mammals.....	3.4-62
3.4.3.2.2	Birds.....	3.4-68
3.4.3.2.3	Reptiles.....	3.4-79
3.5	Socioeconomics and Environmental Justice.....	3.5-1
3.5.1	Regional Economic Profile.....	3.5-1
3.5.2	Economic Contribution of Tourism and Recreation.....	3.5-9
3.5.3	Environmental Justice.....	3.5-14
3.5.3.1	Regulatory Framework.....	3.5-14
3.5.3.2	Minority and Low-Income Populations in the WEMO Planning Area.....	3.5-16
3.6	Recreation Activities.....	3.6-1
3.6.1	Patterns of Use.....	3.6-1
3.6.2	Trends.....	3.6-20
3.6.2.1	General Recreation Trends.....	3.6-20
3.6.2.2	Trends in OHV Use.....	3.6-20
3.6.3	Off-Highway Vehicle Use.....	3.6-32
3.6.3.1	Driving OHVs for Recreation.....	3.6-32
3.6.3.2	Driving OHVs to Access Other Recreation.....	3.6-35
3.6.4	Non-Motorized Use (Mechanized and Non-Mechanized).....	3.6-36
3.6.5	Facilities, Improvements, and Special Uses.....	3.6-37
3.6.6	Recreation Safety.....	3.6-38
3.7	Grazing.....	3.7-1
3.7.1	Grazing Allotments.....	3.7-1
3.7.2	Motorized Access to Allotments and Range Improvements.....	3.7-3
3.8	Energy Production, Utility Corridors, and Other Land Uses.....	3.8-1
3.8.1	General Land Uses Affected by Transportation Network.....	3.8-1
3.8.2	Land Uses Within WEMO Planning Area.....	3.8-2
3.9	Cultural Resources.....	3.9-1
3.9.1	Definition of the APE.....	3.9-1
3.9.2	Regulatory Setting.....	3.9-2
3.9.2.1	Federal.....	3.9-2
3.9.2.2	State.....	3.9-6
3.9.3	Background.....	3.9-7
3.9.3.1	Regional Overview.....	3.9-7
3.9.3.2	Identified Resources.....	3.9-17
3.9.3.3	Methodology to Increase Information.....	3.9-31
3.10	Visual Resources.....	3.10-1
3.10.1	Visual Resource Management System.....	3.10-1
3.10.2	Current Conditions and General Visual Setting.....	3.10-2
3.10.3	Visual Resource Inventory Classes.....	3.10-3
3.10.4	Characterization.....	3.10-3
3.11	Special Designations.....	3.11-1

3.11.1	Wilderness.....	3.11-1
3.11.2	Lands Inventoried for Wilderness Characteristics .....	3.11-4
3.11.3	Areas of Critical Environmental Concern and Desert Wildlife Management Areas .....	3.11-8
3.11.3.1	ACECs Designated Prior to 2006 WEMO Plan.....	3.11-10
3.11.3.2	New ACECs Designated in the 2006 WEMO Plan .....	3.11-18
3.11.3.3	DWMAs Designated in the 2006 WEMO Plan .....	3.11-20
3.11.4	Eligible Wild and Scenic River.....	3.11-21
3.12	Noise .....	3.12-1
3.12.1	General Information on Noise .....	3.12-1
3.12.2	Noise Measurement .....	3.12-2
3.12.3	Typical Sound Levels .....	3.12-3
3.12.4	WEMO Planning Area Ambient Noise Conditions .....	3.12-5
3.12.5	Noise Regulations and Standards.....	3.12-8
3.13	Travel and Transportation Management Network.....	3.13-1
3.13.1	Relationship to Other Plan Elements .....	3.13-1
3.13.2	Modes of Travel and Access Points.....	3.13-1
3.13.2.1	Transportation Methods .....	3.13-1
3.13.2.1.1	Motorized Travel .....	3.13-2
3.13.2.1.2	Mechanized Travel.....	3.13-4
3.13.2.1.3	Non-Mechanized Transportation .....	3.13-5
3.13.2.2	West Mojave Planning Area Roads .....	3.13-6
3.13.3	Travel and Transportation Inventory Update.....	3.13-8
3.13.4	Characterization and Trends .....	3.13-9

**CHAPTER FOUR - ENVIRONMENTAL CONSEQUENCES..... 4.1-1**

4.1	Introduction.....	4.1-1
4.1.1	Decisions Being Analyzed.....	4.1-1
4.1.2	Analysis Methodology .....	4.1-2
4.1.3	Assumptions for Analysis.....	4.1-4
4.1.4	Summary of Alternatives .....	4.1-8
4.1.4.1	Alternative 1 - No Action Alternative.....	4.1-12
4.1.4.2	Alternative 2 – Resource Conservation Enhancement.....	4.1-16
4.1.4.3	Alternative 3 – Public Lands Access Maintenance.....	4.1-19
4.1.4.4	Alternative 4 – Community Access Enhancement.....	4.1-21
4.2	Air Quality .....	4.2-1
4.2.1	Air Emissions.....	4.2-1
4.2.1.1	Introduction.....	4.2-1
4.2.1.2	Impacts Common to All Alternatives .....	4.2-2
4.2.1.3	Impacts Associated with the No Action Alternative.....	4.2-7
4.2.1.4	Impacts Associated with Alternative 2 .....	4.2-10
4.2.1.5	Impacts Associated with Alternative 3 .....	4.2-14
4.2.1.6	Impacts Associated with Alternative 4 .....	4.2-17
4.2.2	Climate Change.....	4.2-19
4.2.2.1	Introduction.....	4.2-19
4.2.2.2	Impacts Common to All Alternatives .....	4.2-20

4.3	Soil and Water Resources .....	4.3-1
4.3.1	Soil Resources.....	4.3-1
4.3.1.1	Introduction.....	4.3-1
4.3.1.2	Impacts Common to All Alternatives .....	4.3-2
4.3.1.3	Impacts Associated with the No Action Alternative.....	4.3-9
4.3.1.4	Impacts Associated with Alternative 2 .....	4.3-11
4.3.1.5	Impacts Associated with Alternative 3 .....	4.3-14
4.3.1.6	Impacts Associated with Alternative 4 .....	4.3-17
4.3.2	Water Resources .....	4.3-19
4.3.2.1	Introduction.....	4.3-19
4.3.2.2	Impacts Common to All Alternatives .....	4.3-20
4.3.2.3	Impacts Associated with the No Action Alternative.....	4.3-22
4.3.2.4	Impacts Associated with Alternative 2 .....	4.3-23
4.3.2.5	Impacts Associated with Alternative 3 .....	4.3-26
4.3.2.6	Impacts Associated with Alternative 4 .....	4.3-28
4.3.3	Riparian Areas .....	4.3-31
4.3.3.1	Introduction.....	4.3-31
4.3.3.2	Impacts Common to All Alternatives .....	4.3-32
4.3.3.3	Impacts Associated with the No Action Alternative.....	4.3-34
4.3.3.4	Impacts Associated with Alternative 2 .....	4.3-36
4.3.3.5	Impacts Associated with Alternative 3 .....	4.3-39
4.3.3.6	Impacts Associated with Alternative 4 .....	4.3-42
4.4	Biological Resources .....	4.4-1
4.4.1	Vegetation Resources.....	4.4-2
4.4.1.1	Introduction.....	4.4-2
4.4.1.2	Impacts Common to All Alternatives .....	4.4-3
4.4.1.3	Impacts Associated with the No Action Alternative.....	4.4-11
4.4.1.4	Impacts Associated with Alternative 2 .....	4.4-18
4.4.1.5	Impacts Associated with Alternative 3 .....	4.4-27
4.4.1.6	Impacts Associated with Alternative 4 .....	4.4-36
4.4.2	Wildlife Resources.....	4.4-44
4.4.2.1	Introduction.....	4.4-44
4.4.2.2	Impacts Common to All Alternatives .....	4.4-45
4.4.2.3	Impacts Associated with the No Action Alternative.....	4.4-55
4.4.2.4	Impacts Associated with Alternative 2 .....	4.4-59
4.4.2.5	Impacts Associated with Alternative 3 .....	4.4-63
4.4.2.6	Impacts Associated with Alternative 4 .....	4.4-68
4.5	Socioeconomics and Environmental Justice.....	4.5-1
4.5.1	Introduction.....	4.5-1
4.5.2	Impacts Common to All Alternatives .....	4.5-2
4.5.3	Impacts Associated with the No Action Alternative.....	4.5-5
4.5.4	Impacts Associated with Alternative 2 .....	4.5-11
4.5.5	Impacts Associated with Alternative 3 .....	4.5-19
4.5.6	Impacts Associated with Alternative 4 .....	4.5-26
4.6	Recreation .....	4.6-1
4.6.1	Introduction.....	4.6-1
4.6.2	Impacts Common to All Alternatives .....	4.6-2
4.6.3	Impacts Associated with the No Action Alternative.....	4.6-5
4.6.4	Impacts Associated with Alternative 2 .....	4.6-7
4.6.5	Impacts Associated with Alternative 3 .....	4.6-11

	4.6.6	Impacts Associated with Alternative 4 .....	4.6-15
4.7		Livestock Grazing .....	4.7-1
	4.7.1	Introduction.....	4.7-1
	4.7.2	Impacts Common to All Alternatives .....	4.7-2
	4.7.3	Impacts Associated with the No Action Alternative.....	4.7-3
	4.7.4	Impacts Associated with Alternative 2 .....	4.7-5
	4.7.5	Impacts Associated with Alternative 3 .....	4.7-8
	4.7.6	Impacts Associated with Alternative 4 .....	4.7-10
4.8		Energy Production, Utility Corridors, and Other Land Uses.....	4.8-1
	4.8.1	Introduction.....	4.8-1
	4.8.2	Impacts Common to All Alternatives .....	4.8-1
	4.8.3	Impacts Associated with the No Action Alternative.....	4.8-4
	4.8.4	Impacts Associated with Alternative 2 .....	4.8-5
	4.8.5	Impacts Associated with Alternative 3 .....	4.8-8
	4.8.6	Impacts Associated with Alternative 4 .....	4.8-9
4.9		Cultural Resources .....	4.9-1
	4.9.1	Introduction.....	4.9-1
	4.9.2	Impacts Common to All Alternatives .....	4.9-2
	4.9.3	Impacts Associated with the No Action Alternative.....	4.9-10
	4.9.4	Impacts Associated with Alternative 2 .....	4.9-15
	4.9.5	Impacts Associated with Alternative 3 .....	4.9-22
	4.9.6	Impacts Associated with Alternative 4 .....	4.9-27
4.10		Visual Resources.....	4.10-1
	4.10.1	Introduction.....	4.10-1
	4.10.2	Impacts Common to All Alternatives .....	4.10-1
	4.10.3	Impacts Associated with the No Action Alternative.....	4.10-3
	4.10.4	Impacts Associated with Alternative 2 .....	4.10-4
	4.10.5	Impacts Associated with Alternative 3 .....	4.10-7
	4.10.6	Impacts Associated with Alternative 4 .....	4.10-9
4.11		Special Designations and Other Inventoried Areas .....	4.11-1
	4.11.1	Introduction.....	4.11-1
	4.11.2	Impacts Common to All Alternatives .....	4.11-2
	4.11.3	Impacts Associated with the No Action Alternative.....	4.11-6
	4.11.4	Impacts Associated with Alternative 2 .....	4.11-11
	4.11.5	Impacts Associated with Alternative 3 .....	4.11-17
	4.11.6	Impacts Associated with Alternative 4 .....	4.11-22
4.12		Noise .....	4.12-1
	4.12.1	Introduction.....	4.12-1
	4.12.2	Impacts Common to All Alternatives .....	4.12-1
	4.12.3	Impacts Associated with the No Action Alternative.....	4.12-4
	4.12.4	Impacts Associated with Alternative 2 .....	4.12-5
	4.12.5	Impacts Associated with Alternative 3 .....	4.12-8
	4.12.6	Impacts Associated with Alternative 4 .....	4.12-10
4.13		Travel and Transportation Management.....	4.13-1

4.13.1	Introduction.....	4.13-1
4.13.2	Impacts Common to All Alternatives .....	4.13-1
4.13.3	Impacts Associated with the No Action Alternative.....	4.13-3
4.13.4	Impacts Associated with Alternative 2 .....	4.13-4
4.13.5	Impacts Associated with Alternative 3 .....	4.13-6
4.13.6	Impacts Associated with Alternative 4 .....	4.13-8
4.14	Cumulative Impact Analysis.....	4.14-1
4.14.1	Methodology.....	4.14-1
4.14.2	Cumulative Scenario.....	4.14-1
4.14.3	Cumulative Impact Analysis.....	4.14-12
4.15	Impact Summary.....	4.15-1
<b>CHAPTER FIVE - STATUTORY SECTIONS.....</b>		<b>5-1</b>
5.1	Relationship Between Local Short-Term Uses of the Environment and the Maintenance and Enhancement of Long-Term Productivity.....	5-1
5.2	Irreversible and Irretrievable Commitment of Resources.....	5-2
5.3	Growth-Inducing Effects .....	5-2
5.4	Public Participation.....	5-3
<b>CHAPTER SIX - CONSULTATION.....</b>		<b>6-1</b>
6.1	Consultation .....	6-1
6.2	List of Preparers.....	6-2
<b>CHAPTER SEVEN - ACRONYMS AND GLOSSARY .....</b>		<b>7-1</b>
7.1	List of Acronyms .....	7-1
7.2	Glossary .....	7-4
<b>CHAPTER EIGHT – REFERENCES.....</b>		<b>8-1</b>

## LIST OF APPENDICES

<b>Appendix #</b>	<b>Title</b>
Appendix A	<i>Scoping Report</i>
Appendix B	<i>Subregion Descriptions</i>
Appendix C	<i>Special-Status Species</i>
Appendix D	<i>MDAQMD Report</i>
Appendix E	<i>History of Route Designation in WEMO Planning Area</i>
Appendix F	<i>Consultation Information</i>
Appendix G	<i>WEMO Travel Management Implementation Plan</i>

## LIST OF FIGURES

<b>Figure #</b>	<b>Title</b>
Figure 1.1-1	<i>Western Mojave General Location</i>
Figure 2.1-1	<i>Subregions</i>
Figure 2.3-1	<i>Alternative 1– 2014 West Mojave Route Network</i>
Figure 2.3-2	<i>Travel Management Areas Associated with Alternatives 2 and 3</i>
Figure 2.3-3	<i>Plan Amendments</i>
Figure 2.3-4	<i>Alternative 2 – 2014 West Mojave Route Network</i>
Figure 2.3-5	<i>Alternative 3 – 2014 West Mojave Route Network</i>
Figure 2.3-6	<i>Travel Management Areas Associated with Alternative 4</i>
Figure 2.3-7	<i>Alternative 4 – 2014 West Mojave Route Network</i>
Figure 3.2-1	<i>Great Basin Valleys Mojave Desert and Salton Sea Air Basins</i>
Figure 3.2-2	<i>Regional Air Quality Management Districts</i>
Figure 3.2-3	<i>Trend in Annual Average PM<sub>10</sub> Concentrations</i>
Figure 3.2-4	<i>Relative Concentrations of Mobile, Area, and Stationary Air Emission Sources in WEMO Planning Area</i>
Figure 3.3-1	<i>Areas Prone to Erosion Due to Slopes Greater than 10 Percent</i>
Figure 3.4-1	<i>Desert Linkage Network within the WEMO Planning Area</i>
Figure 3.4-2	<i>Unusual Plant Assemblages within the WEMO Planning Area</i>
Figure 3.4-3	<i>Alkali Mariposa Lily Locations within the WEMO Planning Area</i>
Figure 3.4-4	<i>Bakersfield Cactus Locations within the WEMO Planning Area</i>
Figure 3.4-5	<i>Barstow Woolly Sunflower Locations within the WEMO Planning Area</i>
Figure 3.4-6	<i>Charlotte’s Phacelia Locations within the WEMO Planning Area</i>
Figure 3.4-7	<i>Clokey’s Cryptantha Locations within the WEMO Planning Area</i>
Figure 3.4-8	<i>Cushenbury Buckwheat Locations within the WEMO Planning Area</i>

Figure 3.4-9	<i>Cushenbury Milkvetch Locations within the WEMO Planning Area</i>
Figure 3.4-10	<i>Cushenbury Oxytheca Locations within the WEMO Planning Area</i>
Figure 3.4-11	<i>Death Valley Sandpaper-Plant Locations within the WEMO Planning Area</i>
Figure 3.4-12	<i>Dedecker's Clover Locations within the WEMO Planning Area</i>
Figure 3.4-13	<i>Desert Cymopterus Locations within the WEMO Planning Area</i>
Figure 3.4-14	<i>Hall's Daisy Locations within the WEMO Planning Area</i>
Figure 3.4-15	<i>Kelso Creek Monkeyflower Locations within the WEMO Planning Area</i>
Figure 3.4-16	<i>Kern Buckwheat Locations within the WEMO Planning Area</i>
Figure 3.4-17	<i>Lane Mountain Milk-Vetch Locations within the WEMO Planning Area</i>
Figure 3.4-18	<i>Little San Bernardino Mts. Linanthus Locations within the WEMO Planning Area</i>
Figure 3.4-19	<i>Mojave Monkeyflower Locations within the WEMO Planning Area</i>
Figure 3.4-20	<i>Mojave Tarplant Locations within the WEMO Planning Area</i>
Figure 3.4-21	<i>Nine Mile Conyon Phacelia Locations within the WEMO Planning Area</i>
Figure 3.4-22	<i>Owens Peak Lomatium Locations within the WEMO Planning Area</i>
Figure 3.4-23	<i>Parish's Daisy Locations within the WEMO Planning Area</i>
Figure 3.4-24	<i>Parish's Phacelia Locations within the WEMO Planning Area</i>
Figure 3.4-25	<i>Red Rock Poppy Locations within the WEMO Planning Area</i>
Figure 3.4-26	<i>Red Rock Tarplant Locations within the WEMO Planning Area</i>
Figure 3.4-27	<i>Robinson's Monardella Locations within the WEMO Planning Area</i>
Figure 3.4-28	<i>Sanicle Cymopterus Locations within the WEMO Planning Area</i>
Figure 3.4-29	<i>Short-joint Beavertail Cactus Locations within the WEMO Planning Area</i>
Figure 3.4-30	<i>Spanish Needle Onion Locations within the WEMO Planning Area</i>
Figure 3.4-31	<i>White-margined Beardtongue Locations within the WEMO Planning Area</i>
Figure 3.4-32	<i>Mohave Ground Squirrel Locations within the WEMO Planning Area</i>
Figure 3.4-33	<i>Bat Species Locations within the WEMO Planning Area</i>
Figure 3.4-34	<i>Desert Big Horn Sheep Locations within the WEMO Planning Area</i>
Figure 3.4-35	<i>Southwestern Willow Flycatcher Locations within the WEMO Planning Area</i>
Figure 3.4-36	<i>Western Yellow-billed Cuckoo Locations within the WEMO Planning Area</i>
Figure 3.4-37	<i>Bendire's Thrasher Locations within the WEMO Planning Area</i>
Figure 3.4-38	<i>Burrowing Owl Locations within the WEMO Planning Area</i>
Figure 3.4-39	<i>Golden Eagle Locations within the WEMO Planning Area</i>
Figure 3.4-40	<i>Gray Vireo Locations within the WEMO Planning Area</i>
Figure 3.4-41	<i>LeConte's Thrasher Locations within the WEMO Planning Area</i>
Figure 3.4-42	<i>Least Bell's Vireo Locations within the WEMO Planning Area</i>
Figure 3.4-43	<i>Swainson's Hawk Locations within the WEMO Planning Area</i>
Figure 3.4-44	<i>Desert Tortoise Locations within the WEMO Planning Area</i>
Figure 3.4-45	<i>Mojave Fringe-toed Lizard Locations within the WEMO Planning Area</i>
Figure 3.4-46	<i>Northern Sagebrush Lizard Locations within the WEMO Planning Area</i>

Figure 3.5-1	<i>Census Tracts with Minority and/or Low Income Populations</i>
Figure 3.6-1	<i>Off-Highway Vehicle (OHV) Open Areas</i>
Figure 3.7-1	<i>Grazing Allotments</i>
Figure 3.11-1	<i>Areas of Critical Environmental Concern</i>
Figure 3.11-2	<i>Wilderness Areas and Wilderness Study Areas</i>
Figure 3.11-3	<i>Wilderness Inventory Units</i>
Figure 3.12-1	<i>Noise-sensitive Land Uses</i>

**LIST OF TABLES**

<b>Table #</b>	<b>Title</b>
Table ES.1	<i>Impact Comparison</i>
Table 1.9-1	<i>Court Issues Addressed in the SEIS</i>
Table 2.1-1	<i>Summary of LUP-Level Decisions in the West Mojave Route Network Project</i>
Table 2.1-2	<i>Allotment Status 2014</i>
Table 2.1-3	<i>Summary of WEMO Planning Area Sub-Regions Used to Support Route Network Analysis and Development of Draft Implementation Strategies</i>
Table 2.1-4	<i>Potential Resource-Specific Minimization and Mitigation Actions</i>
Table 2.3-1	<i>Network-Wide Minimization Strategies under No Action Alternative</i>
Table 2.3-2	<i>Implementation Activities and Timeframes</i>
Table 2.3-3	<i>Summary of Travel Management Areas under Alternatives 2 and 3</i>
Table 2.3-4	<i>GIS Minimization Triggers under Alternative 2</i>
Table 2.3-5	<i>Network-Wide Minimization under Alternative 2</i>
Table 2.3-6	<i>Draft Implementation Strategies</i>
Table 2.3-7	<i>Criteria Triggering Minimization &amp; Mitigation under Alternative 3 and Alternative 4</i>
Table 2.3-8	<i>Network-Wide Minimization Strategies under Alternatives 3 and 4</i>
Table 2.4-1	<i>Comparison of Length (in miles) of Alternative Route Networks</i>
Table 2.4-2	<i>Comparison of Features of Alternative Route Networks</i>
Table 2.4-3	<i>Comparison of Alternative Grazing Program Allotment Components</i>
Table 3.1-1	<i>Pre-WEMO ACEC Route Networks and Principal Recreation Activities</i>
Table 3.1-2	<i>Off-Road Vehicle Designation Subregions</i>
Table 3.2-1	<i>Ambient Air Quality Standards</i>
Table 3.2-2	<i>Attainment Status by Air Basin and Air District</i>
Table 3.2-3	<i>Emissions Inventory in WEMO Planning Area</i>
Table 3.2-4	<i>Sensitive Receptors in WEMO Planning Area</i>
Table 3.2-5	<i>California Greenhouse Gas Emissions</i>

Table 3.3-1	<i>WEMO Planning Area Proper Functioning Condition Assessments in 2012 through 2014</i>
Table 3.3-2	<i>PFC Assessments Conducted on Grazing Allotments</i>
Table 3.4-1	<i>Acres of Desert Linkage Networks on BLM Lands within the WEMO Planning Area by Subregion</i>
Table 3.4-2	<i>Acres of Identified Special Status Plant Species Potential Occurrence on BLM Lands within the WEMO Planning Area by Subregion</i>
Table 3.4-3	<i>Acres of Identified Special Status Wildlife Species Potential Occurrence on BLM Lands within the WEMO Planning Area by Subregion</i>
Table 3.4-4	<i>Acres of Leitner Data for the Mohave Ground Squirrel within the Planning Area</i>
Table 3.4-5	<i>Acres of Mohave Ground Squirrel Known Population Data within the Planning Area</i>
Table 3.4-6	<i>Acres of Mohave Ground Squirrel Core Area within the Planning Area</i>
Table 3.4-7	<i>Acres of Suitable Golden Eagle Habitat based on a 0.5 Mile Buffer Around Known Nest Sites within WEMO Planning Area by Subregion</i>
Table 3.4-8	<i>Acres of Desert Tortoise Designated Critical Habitat on BLM Lands within the WEMO Planning Area per Subregion</i>
Table 3.4-9	<i>Acres of Desert Tortoise DWMA Habitat on BLM Lands within the WEMO Planning Area per Subregion</i>
Table 3.4-10	<i>Acres of Mojave Fringe-toed Lizard ACEC Occurrence with the WEMO Planning Area per Subregion</i>
Table 3.4-11	<i>Comparison of Mojave Fringe-toed Lizard 2012 and 2013 Survey Transects and Detections for Nine Parcels of Land Located within the Mohave Fringe-toed ACEC</i>
Table 3.4-12	<i>2013 Surveys for Mojave Fringe-toed Lizards in Potentially Suitable Habitat in the WEMO Planning Area</i>
Table 3.5-1	<i>WEMO Planning Area Employment Since 1970</i>
Table 3.5-2	<i>2010 Census Demographic Comparison, Incorporated Cities Within West Mojave Plan Region</i>
Table 3.5-3	<i>Population Projections in the WEMO Planning Area</i>
Table 3.5-4	<i>Local County Travel and Tourism-Related Employment in 2011</i>
Table 3.5-5	<i>Recreation Economic Contribution</i>
Table 3.5-6	<i>Minority and Poverty Populations within the WEMO Planning Area</i>
Table 3.6-1	<i>Summary of Recreational Activities in the West Mojave Planning Area</i>
Table 3.6-2	<i>Characteristics of BLM Open Areas</i>
Table 3.6-3	<i>Number of Visitors and Visitor Days in West Mojave, 1999-2012</i>
Table 3.6-4	<i>Types of Motorcycle Events Outside of OHV Open Areas</i>
Table 3.7-1	<i>Affected Grazing Allotment Information</i>
Table 3.7-2	<i>Status of Grazing Allotments</i>
Table 3.7-3	<i>Acres of Grazing Allotments in DWMA's, Wilderness, and ACECs</i>

Table 3.7-4	<i>Riparian UPAs in DWMA Grazing Allotments</i>
Table 3.8-1	<i>Renewable Energy Projects</i>
Table 3.9-1	<i>Sample of Sites From the CDCA Plan</i>
Table 3.9-2	<i>Summary of Known Cultural Resources in the West Mojave</i>
Table 3.9-3	<i>West Mojave Sites and Historic Districts Listed in the National Register of Historic Places</i>
Table 3.9-4	<i>Other West Mojave Sites Monitored for this Planning Effort</i>
Table 3.9-5	<i>Cultural Resource ACECs in the West Mojave Area</i>
Table 3.9-6	<i>Summary of Cultural Resources within each Grazing Allotment</i>
Table 3.10-1	<i>Visual Resource Inventory Classes in the WEMO Area</i>
Table 3.11-1	<i>Wilderness Areas within the WEMO Planning Area</i>
Table 3.11-2	<i>Lands Inventoried for Wilderness Characteristics</i>
Table 3.11-3	<i>Acreage of ACECs and Conservation Areas in the WEMO Planning Area</i>
Table 3.12-1	<i>Typical Sound Levels Measured in the Environment and Industry</i>
Table 3.12-2	<i>Sensitive Receptors in WEMO Planning Area</i>
Table 3.12-3	<i>EPA Noise Control Guidelines</i>
Table 3.12-4	<i>Noise/Land Use Compatibility Matrix for Community Noise Environments</i>
Table 4.1-1	<i>General Assumptions for Analysis</i>
Table 4.1-2	<i>Baseline – Inventoried Linear Disturbance</i>
Table 4.1-3	<i>No Action Alternative – Miles of Routes Designated</i>
Table 4.1-4	<i>Alternative 2 – Miles of Routes Designated</i>
Table 4.1-5	<i>Alternative 3 – Miles of Routes Designated</i>
Table 4.1-6	<i>Alternative 4 – Miles of Routes Designated</i>
Table 4.2-1	<i>Alternative 1 - Miles of Routes in Proximity to Sensitive Receptors and Residents for Air Quality Impacts</i>
Table 4.2-2	<i>Alternative 2 – Miles of Routes in Proximity to Sensitive Receptors and Residents for Air Quality Impacts</i>
Table 4.2-3	<i>Alternative 3 - Miles of Routes in Proximity to Sensitive Receptors and Residents for Air Quality Impacts</i>
Table 4.2-4	<i>Alternative 4 – Miles of Routes in Proximity to Sensitive Receptors and Residents for Air Quality Impacts</i>
Table 4.3-1	<i>Alternative 1 – Acreage and Mileage of Routes in Areas with Potential for Soil Loss</i>
Table 4.3-2	<i>Alternative 2 - Acreage and Mileage of Routes in Areas with Potential for Soil Loss</i>
Table 4.3-3	<i>Alternative 3 - Acreage and Mileage of Routes in Areas with Potential for Soil Loss</i>
Table 4.3-4	<i>Alternative 4 - Acreage and Mileage of Routes in Areas with Potential for Soil Loss</i>
Table 4.3-5	<i>Alternative 1 - Miles of Routes in Proximity to Desert Washes</i>

Table 4.3-6	<i>Alternative 2 - Miles of Routes in Proximity to Desert Washes</i>
Table 4.3-7	<i>Alternative 3 - Miles of Routes in Proximity to Desert Washes</i>
Table 4.3-8	<i>Alternative 4 - Miles of Routes in Proximity to Desert Washes</i>
Table 4.3-9	<i>Alternative 1 - Miles of Routes in Proximity to Riparian/Spring Areas</i>
Table 4.3-10	<i>Alternative 2 - Miles of Routes in Proximity to Riparian/Spring Areas</i>
Table 4.3-11	<i>Alternative 3 - Miles of Routes in Proximity to Riparian/Spring Areas</i>
Table 4.3-12	<i>Alternative 4 - Miles of Routes in Proximity to Riparian/Spring Areas</i>
Table 4.4-1	<i>General Assumptions Regarding Impacts of Motorized Routes on Vegetation, Wildlife, and Areas Specially Designated for their Protection</i>
Table 4.4-2	<i>Alternative 1 – Acreage and Mileage of Routes Within Identified Vegetative Communities</i>
Table 4.4-3	<i>Alternative 1 - Acreage and Mileage of Routes Within Range or Other Protected Habitat for Special Status Plant Species</i>
Table 4.4-4	<i>Alternative 1 - Acreage and Mileage of Routes Within Designated Areas for Unusual Plant Assemblages</i>
Table 4.4-5	<i>Alternative 2 - Acreage and Mileage of Routes Within Identified Vegetative Communities</i>
Table 4.4-6	<i>Alternative 2 - Acreage and Mileage of Routes Within Range or Other Protected Habitat for Special Status Plant Species</i>
Table 4.4-7	<i>Alternative 2 - Acreage and Mileage of Routes Within Designated Areas for Unusual Plant Assemblages</i>
Table 4.4-8	<i>Alternative 3 - Acreage and Mileage of Routes Within Identified Vegetative Communities</i>
Table 4.4-9	<i>Alternative 3 - Acreage and Mileage of Routes Within Range or Other Protected Habitat for Special Status Plant Species</i>
Table 4.4-10	<i>Alternative 3 - Acreage and Mileage of Routes Within Designated Areas for Unusual Plant Assemblages</i>
Table 4.4-11	<i>Alternative 4 - Acreage and Mileage of Routes Within Identified Vegetative Communities</i>
Table 4.4-12	<i>Alternative 4 - Acreage and Mileage of Routes Within Range or Other Protected Habitat for Special Status Plant Species</i>
Table 4.4-13	<i>Alternative 4 - Acreage and Mileage of Routes Within Designated Areas for Unusual Plant Assemblages</i>
Table 4.4-14	<i>Alternative 1 - Acreage and Mileage of Routes Within Wildlife Corridors</i>
Table 4.4-15	<i>Alternative 1 - Acreage and Mileage of Routes Within Range or Other Protected Habitat for Special Status Wildlife Species</i>
Table 4.4-16	<i>Alternative 1 (No Action Alternative) – AUMs by Acres of Grazing Allotments Re-allocated from Grazing to Wildlife Resources</i>
Table 4.4-17	<i>Alternative 2 - Acreage and Mileage of Routes Within Wildlife Corridors</i>
Table 4.4-18	<i>Alternative 2 - Acreage and Mileage of Routes Within Range or Other Protected Habitat for Special Status Wildlife Species</i>

Table 4.4-19	<i>Alternative 2 - AUMs by Acres of Grazing Allotments Re-allocated from Grazing to Wildlife Resources as Compared to the No Action Alternative</i>
Table 4.4-20	<i>Alternative 3 - Acreage and Mileage of Routes Within Wildlife Corridors</i>
Table 4.4-21	<i>Alternative 3 - Acreage and Mileage of Routes Within Range or Other Protected Habitat for Special Status Wildlife Species</i>
Table 4.4-22	<i>Alternative 3 - AUMs by Acres of Grazing Allotments Re-allocated From Grazing to Wildlife Resources as Compared to the No Action Alternative</i>
Table 4.4-23	<i>Alternative 4 - Acreage and Mileage of Routes Within Wildlife Corridors</i>
Table 4.4-24	<i>Alternative 4 - Acreage and Mileage of Routes Within Range or Other Protected Habitat for Special Status Wildlife Species</i>
Table 4.4-25	<i>Alternative 4 - AUMs by Acres of Grazing Allotments Re-allocated From Grazing to Wildlife Resources as Compared to the No Action Alternative</i>
Table 4.5-1	<i>Alternative 1 Mileage of Routes within Census Tracts</i>
Table 4.5-2	<i>Alternative 2 Mileage of Routes within Census Tracts</i>
Table 4.5-3	<i>Alternative 3 Mileage of Routes within Census Tracts</i>
Table 4.5-4	<i>Alternative 4 Mileage of Routes within Census Tracts</i>
Table 4.6-1	<i>Alternative 1 - Miles of Routes which Support Recreation<sup>1</sup></i>
Table 4.6-2	<i>Alternative 1 - Miles of Routes in Proximity to Safety Hazards</i>
Table 4.6-3	<i>Alternative 2 - Miles of Routes which Support Recreation</i>
Table 4.6-4	<i>Alternative 2 - Miles of Routes in Proximity to Safety Hazards</i>
Table 4.6-5	<i>Alternative 3 - Miles of Routes which Support Recreation</i>
Table 4.6-6	<i>Alternative 3 - Miles of Routes in Proximity to Safety Hazards</i>
Table 4.6-7	<i>Alternative 4 - Miles of Routes which Support Recreation</i>
Table 4.6-8	<i>Alternative 4 - Miles of Routes in Proximity to Safety Hazards</i>
Table 4.7-1	<i>Livestock Grazing Program Summary by Alternative</i>
Table 4.7-2	<i>Alternative 1 - Acreage and Mileage of Routes in Proximity to Range Improvements</i>
Table 4.7-3	<i>Alternative 2 - Acreage and Mileage of Routes in Proximity to Range Improvements</i>
Table 4.7-4	<i>Alternative 3 - Acreage and Mileage of Routes in Proximity to Range Improvements</i>
Table 4.7-5	<i>Alternative 4 - Acreage and Mileage of Routes in Proximity to Range Improvements</i>
Table 4.9-1	<i>Alternative 1 - Cultural Resources within Grazing Allotments</i>
Table 4.9-2	<i>Alternative 1 - Miles of Routes in Proximity to Cultural Resources</i>
Table 4.9-3	<i>Alternative 1 – Number of Properties in Proximity to Routes</i>
Table 4.9-4	<i>Alternative 2 – Sites within Allotments and within areas proposed for grazing changes</i>
Table 4.9-5	<i>Alternative 2 - Miles of Routes in Proximity to Cultural Resources</i>
Table 4.9-6	<i>Alternative 2 – Number of Sites in Proximity to Routes</i>

Table 4.9-7	<i>Alternative 3 - Alternative 3 – Sites within Allotments and within areas proposed for grazing changes</i>
Table 4.9-8	<i>Alternative 3 - Miles of Routes in Proximity to Cultural Resources</i>
Table 4.9-9	<i>Alternative 3 – Number of Sites in Proximity to Routes</i>
Table 4.9-10	<i>Alternative 4 – Sites within Allotments and within areas proposed for grazing changes</i>
Table 4.9-11	<i>Alternative 4 - Miles of Routes in Proximity to Cultural Resources</i>
Table 4.9-12	<i>Alternative 4 – Number of Sites in Proximity to Routes</i>
Table 4.10-1	<i>Alternative 1 - Miles of Routes in Visual Resource Classes</i>
Table 4.10-2	<i>Alternative 2 - Miles of Routes in Visual Resource Classes</i>
Table 4.10-3	<i>Alternative 3 - Miles of Routes in Visual Resource Classes</i>
Table 4.10-4	<i>Alternative 4 - Miles of Routes in Visual Resource Classes</i>
Table 4.11-1	<i>Alternative 1 – Acreage and Mileage of Routes in Special Designation Areas</i>
Table 4.11-2	<i>Alternative 1 – Acreage and Mileage of Routes in ACECs and DWMAs</i>
Table 4.11-3	<i>Alternative 2 - Acreage and Mileage of Routes in Special Designation Areas</i>
Table 4.11-4	<i>Alternative 2 – Acreage and Mileage of Routes in ACECs and DWMAs</i>
Table 4.11-5	<i>Alternative 3 - Acreage and Mileage of Routes in Special Designation Areas</i>
Table 4.11-6	<i>Alternative 3 – Acreage and Mileage of Routes in ACECs and DWMAs</i>
Table 4.11-7	<i>Alternative 4 - Acreage and Mileage of Routes in Special Designation Areas</i>
Table 4.11-8	<i>Alternative 4 – Acreage and Mileage of Routes in ACECs and DWMAs</i>
Table 4.12-1	<i>Alternative 1 - Miles of Routes in Proximity to Sensitive Receptors and Residents for Noise Impacts</i>
Table 4.12-2	<i>Alternative 2 - Miles of Routes in Proximity to Sensitive Receptors and Residents for Noise Impacts</i>
Table 4.12-3	<i>Alternative 3 - Miles of Routes in Proximity to Sensitive Receptors and Residents for Noise Impacts</i>
Table 4.12-4	<i>Alternative 4 - Miles of Routes in Proximity to Sensitive Receptors and Residents for Noise Impacts</i>
Table 4.14-1	<i>Cumulative Scenario</i>
Table 4.14-2	<i>Existing and Reasonably Foreseeable Projects</i>
Table 4.15-1	<i>Impact Comparison</i>
Table 6.2-1	<i>List of Preparers</i>
Table 7.1-1	<i>List of Acronyms</i>

## EXECUTIVE SUMMARY

This Supplemental Environmental Impact Statement (SEIS) evaluates the environmental impacts associated with the Bureau of Land Management's (BLM's) West Mojave Route Network Project (WMRNP), an undertaking which includes a combination of route network designations, implementation strategies, changes to grazing allotments, and travel management-related plan amendments to the California Desert Conservation Area (CDCA) Plan. The analysis in the SEIS revisits and updates the 2005 WEMO Final EIS analysis of environmental impacts associated with motor vehicle access including soils, air, cultural, riparian and water-associated Unusual Plant Assemblages (UPAs), and certain biological resources, and environmental impacts associated with the grazing program, including soils and riparian and other water-associated UPAs.

The WEMO Planning area is located to the north of the Los Angeles metropolitan area (See Figure 1-1). The WEMO Planning area currently totals 9.4 million acres, of which approximately 3.1 million acres are BLM administered public lands. The 2012-2013 inventory of routes identified approximately 15,000 miles of linear features outside of OHV Open Areas on public lands. These linear features either are currently being used as OHV or primitive routes, or historically have been used for these purposes and still show some evidence of that use.

### **ES.1 Introduction**

#### **Current West Mojave Plan**

The conservation program established by the 2006 WEMO Plan amendments to the CDCA Plan applies to the BLM-administered public lands in the planning area. The WMRNP amendment to the Motorized Vehicle Element of the CDCA Plan, the route designation process that would be incorporated into the CDCA Plan, if approved, and the changes to grazing allotments would be applicable only to the BLM-administered public lands within the WEMO Planning area.

#### ***Plan Goals***

The WEMO Plan approved in 2006 is a federal land use plan amendment that presents (1) a comprehensive strategy to conserve and protect the desert tortoise, the Mohave ground squirrel and over 100 other sensitive plants and animals and the natural communities of which they are a part, and (2) a streamlined program for complying with the requirements of the federal and California Endangered Species Acts (FESA and CESA, respectively). The 2006 WEMO Plan includes modification of the vehicle management program and livestock grazing program to promote the adopted conservation strategy. The 2006 WEMO Plan designated an OHV route network in applicable areas of the public land within the West Mojave Planning Area of the CDCA. Routes that are part of the route network and are regularly available for vehicular use are designated as Open routes as per the CDCA Plan, MVA Element (CDCA 1999, p.77).

#### ***Relation to CDCA Plan Elements***

The CDCA Plan of 1980 addressed public-land resources and resource uses within 25 million acres of public land in southern California. The CDCA Plan includes 12 plan elements, including a Motorized-Vehicle Access (MVA) Element. The MVA Element of the CDCA Plan addresses

both access and vehicular use of public lands in southern California, and identified management guidelines and objectives. The MVA Element of the CDCA Plan contains language that has been judicially determined to restrict motorized vehicle routes to those that existed in 1980, and goals and objectives that, either in practice or through amendment, have been updated since 1980 to implement current policy.

The CDCA Plan has been amended several times since 1980. In 2006, the BLM approved a comprehensive amendment covering the WEMO area of the CDCA. The West Mojave Plan Amendment (WEMO Plan) was evaluated in a Final EIS that was approved by BLM in a Record of Decision (ROD) in 2006. The 2006 WEMO Plan includes modification of vehicle management decisions, including the identification of a designated OHV route network, in applicable areas of the more than 3 million acres of public land within the WEMO Planning area of the CDCA. Routes that are part of the route network and are regularly available to the public for vehicular use are designated as Open routes as per the CDCA Plan. The ROD for the WEMO Plan approved the designation of 5,098 miles of motorized vehicle routes. The 2006 route network and other travel management decisions were remanded to BLM for reconsideration.

The 2006 WEMO Plan modifications of the livestock grazing program include, among others:

- Elimination of the majority of ephemeral sheep grazing within sheep grazing allotments located in DWMA's;
- Elimination of ephemeral grazing within cattle and horse grazing allotments when forage is inadequate;
- Elimination of ephemeral grazing and temporary non-renewable grazing authorization within cattle grazing allotments located in DWMA's;
- Measures to remove grazing through temporary closures in cattle grazing allotments in DWMA's when forage is inadequate;
- Measures to allow voluntarily relinquishment of allotments located in DWMA's and other special status species habitat.

The current SEIS evaluates no action and three alternative route networks, as well as language changes within the CDCA Plan. The three action alternatives include variations in (1) the land-use plan level decisions in the Motor Vehicle Access Element and Recreation Element of the CDCA Plan that establish the travel management framework for the West Mojave Planning Area, (2) non-land use plan route designations that provide a transportation and travel network and the strategies to implement the network and (3) the land-use plan decisions in the Livestock Grazing Element of the CDCA Plan that establish the locations and levels of livestock grazing in desert tortoise Desert Wildlife Management Areas (DWMA's) within the West Mojave Planning Area.

### **Purpose and Need for Supplemental EIS**

The purpose and need of the West Mojave Route Network Project (WMRNP) is to provide a framework for transportation management, and specific travel management implementation strategies in Limited Access Areas of the West Mojave Planning Area. This framework and these strategies would (1) limit conflicts and threats to sensitive resources, (2) respond to current and anticipated future transportation and travel needs, (3) provide appropriate recreational access, and (4) be consistent with the overall motor vehicle access goal of the 2006 WEMO Plan. The MVA goal of

the 2006 WEMO Plan is to provide appropriate motorized vehicle access to public lands for commercial, recreational, and other purposes in a manner that is compatible with species conservation. In addition, two modifications to the 2006 WEMO livestock grazing program are under consideration, one that would make all allotments in DWMA and other critical habitat unavailable for livestock grazing, and the other that would make some or all allotments unavailable for livestock grazing as they become vacant. The Supplemental Environmental Impact Statement (SEIS) will also analyze access and grazing impacts on specific resources in response to the Court's statements of inadequacy, as summarized in the Court Remedy Order (January 28, 2011, p.3-4) and further discussed in Section 1.1.3. As discussed in the original NOI and the revised NOI, BLM needs to amend the CDCA Plan to modify language regarding the process for designating routes within the WEMO area, and to establish a route network based on the requirements of BLM policy and regulation, including 43 CFR 8342.1 and the 2012 BLM Travel and Transportation Management Handbook (H-8342-1). In addition, BLM needs to respond to specific issues related to the US District Court WEMO Remand Remedy Order issued in 2011, and update WEMO Plan baseline information where appropriate.

## **Scope of the Supplemental EIS**

### ***Plan Amendments***

The 2012 Travel Management guidance (Handbook 8342-1) makes clear distinctions between the land-use planning decisions to adopt a travel management framework, and decisions to implement the travel management planning framework. The CDCA Plan had already made some of these transportation and travel management decisions in designating lands within the CDCA as open, closed or limited for motorized access. The CDCA Plan amendment decisions being considered in this SEIS, and the purpose and need for each, are as follows:

- 1) Replace or modify the following CDCA Plan language in the MVA Element: "at the minimum, use will be restricted to existing routes of travel."

This language was not specifically updated in the 2006 West Mojave Plan. In the Summary Judgment Order, the Court stated that BLM has the authority to amend the Plan to lift this restriction, as long as those amendments satisfy NEPA, FLPMA, and all other applicable statutes and regulations. BLM has determined that a restriction of motorized routes to those that existed in 1980 does not comply with requirements of the following policy and regulations applicable to transportation planning:

- BLM regulations in 43 CFR 8342.1, which requires designation of public lands as open, limited, or closed based on protection of resources of the public lands, safety of all users, and minimization of conflicts among the various uses of the public lands, and in accordance with the designation criteria provided in the regulation;
- BLM Handbook 1610-1, Appendix C, Comprehensive Trails and Travel Management, which requires delineation of travel management areas and designation of Off-Highway Vehicle Management Areas as open, limited, or closed; and
- BLM Handbook 8342, Travel and Transportation Management Handbook, which describes how BLM is to comprehensively manage travel and transportation on public land.

In order to modify the CDCA Plan to comply with the regulations and policies cited above in the West Mojave Planning Area, BLM has identified a need to replace the existing CDCA Plan language.

- 2) Develop a strategy and adopt a route designation process within the West Mojave Planning Area that addresses the regulatory requirements and court identified FLPMA and NEPA inadequacies.

The route designation process to be adopted would consider and document its consideration of the route designation criteria in 43 CFR 8342.1 and other applicable laws, regulations, and policies. The route designation process would include strategies to minimize impacts consistent with regulations that are applied at the outset of the process. By BLM policy, the process for designating travel routes is currently found in Bureau guidance issued in 2005 and subsequent releases, including the 2012 handbook, as identified above. These guidance documents were released too late to be incorporated into the 2006 West Mojave Plan but have been considered in this planning effort. A broader range of alternatives would be considered, including at least one alternative that analyzes a less extensive route network for the West Mojave Planning Area than the No Action alternative. The route designations would exclude areas newly closed as a result of wilderness legislation, would provide mechanisms for future route designations as lands are acquired by BLM, and would provide mechanisms to redesignate routes as available for use or as closed, as deemed necessary and as consistent with regulations, plans, and NEPA requirements.

- 3) Clarify the Motorized Vehicle Access (MVA) Element of the CDCA Plan as it relates to the West Mojave Planning Area to clearly reflect current policy on resource management planning and implementation decisions, and to reconsider broad planning-level access decisions.

Consistent with the 2005 and 2012 travel management guidance referenced above, the proposed plan amendment would provide the framework for a comprehensive transportation and travel network on public lands in the West Mojave Planning Area, including consideration of both public and other (e.g., commercial) access needs and opportunities on public lands as part of the comprehensive transportation and travel network, recognizing the changing nature of access needs, and the relevance of non-motorized and non-mechanized as well as motorized travel on public lands.

As one element of the proposed changes, planning-level access parameters of the MVA element that may further minimize impacts from the network are under consideration, including lakebed designations and measures for stopping, parking, and camping areas adjacent to designated routes. Recreation Element access parameters that may further minimize impacts from the network are also under reconsideration, including the designation of competitive event corridors and guidelines for permitting competitive events. Boundary modifications to open, closed and limited areas are being recognized considered only insofar as legislative changes have occurred since the release of the 2006 West Mojave Plan. No other boundary changes to open, closed, or limited access areas are proposed in this Supplemental EIS.

- 4) Identify geographical units within the West Mojave Planning Area as Travel Management Areas (TMAs) within which BLM will issue activity-level decisions to implement adopted travel management strategies.

The new Travel Management guidance recommends adoption of smaller geographical units--Travel Management Areas (TMAs) based on commonalities, such as geography, patterns of use, common transportation issues, ease of management, and resource values. TMA objectives may also be adopted in the land use plan to facilitate the implementation of proposed travel management strategies. This WEMO Travel Management Route Network plan amendment adopts initial travel management objectives for each TMA.

5) Reconsider plan-level grazing decisions for allotments within DWMAs.

The BLM grazing program was analyzed in the 2006 WEMO Plan, and the decisions from the planning effort led to grazing that was substantially curtailed in desert tortoise DWMAs, with additional measures included for the allotments that are still available or potentially available for grazing. In addition, a mechanism for voluntary relinquishment of active leases was adopted in the WEMO Plan. In addition to these measures, the strategy of eliminating livestock grazing from desert tortoise recovery areas was recommended in the 1994 Recovery Plan. Although no longer specifically recommended in the 2011 Revised Recovery Plan, elimination of livestock grazing is consistent with the recovery plan recommendation of “continuing to minimize impacts to tortoises from livestock grazing within tortoise recovery areas” (*Revised Recovery Plan for the Mojave Population of the Desert Tortoise*, May 6, 2011, Section 2.16, p. 78). Therefore, BLM is considering whether to further modify the BLM grazing program in the WEMO Planning area by reducing or completely eliminating grazing in DWMAs.

BLM implementation of the proposed amendment of the CDCA Plan would require approval by the BLM’s California State Director through a Record of Decision (ROD). This approval process would include the amendment of the CDCA Plan to adopt the provisions of the 2006 West Mojave Plan that were left in place, except as modified herein. The decisions that would be necessary to implement each alternative are listed in Chapter 2.

### ***Relationship to Implementation Decisions***

Plan-level decisions include the adoption of an overall travel management strategy and the designation of TMAs that identify the geographic extent of each implementation area. The particular implementation strategies for minimizing impacts from the network, managing, monitoring, mitigating, and eliminating routes in a route network are not plan-level decisions. Some activity-level implementation decisions are also area-wide, including general approaches and priorities for monitoring, mitigation, and law enforcement, which may quickly change as on-the-ground circumstances change. Other activity-level implementation decisions are location or route-specific, including route designations, route-specific minimization strategies, and specific area outreach strategies. Activity-level implementation decisions may be made concurrent with or subsequent to plan-level travel management strategies.

Concurrent activity-level travel management implementation plans are being developed for the West Mojave Planning Area. The activity-level travel management plans will be finalized after consideration of public input on the Draft SEIS travel management framework, on the route network alternatives and other draft implementation strategies, environmental effects, and proposed strategies to mitigate impacts. Based on the input by the public and others on the Draft SEIS and alternatives, a proposed activity-level management plan will be developed for each proposed TMAs from the draft SEIS alternatives. The proposed implementation plans will be circulated with the Final SEIS.

Future changes to the implementation plans, refinement of TMA boundaries, and additional implementation plan objectives may be considered based on changing needs and issues, subsequent activity-plan monitoring, and implementation focus within the TMA, consistent with the parameters adopted in the WMRNP plan amendment and in each specific implementation plan.

### ***Relationship to Court Actions***

Shortly after the completion of the 2006 WEMO Plan, a lawsuit was filed challenging the route designation process and other procedural aspects of the 2006 WEMO Plan (*Center for Biological Diversity, et al. v. BLM, et al.*, 3:06-CV-04884 SI (N.D.Cal.)). The United States District Court for the Northern District of California (the Court) issued a Summary Judgment Order on September 28, 2009 finding that BLM's travel management plan was legally inadequate, and a Remedy Order on January 28, 2011 setting forth the means by which BLM was to resolve the legal infirmities identified by the court.

The Remedy Order partially vacated the 2006 WEMO ROD, citing the potential for unpredictable or irreversible environmental consequences if the full ROD were subject to complete vacatur. The general finding related to travel management was that complete vacatur of the OHV route network was not warranted.

Accordingly, BLM has determined that development of the current SEIS, tiered from the 2005 WEMO Final EIS, is appropriate. This SEIS has been developed to inform BLM's evaluation of a plan amendment proposal and alternatives for its grazing program and transportation and travel management program, and associated non-land use plan transportation and travel management implementation strategy and route network alternatives, within the West Mojave Planning Area, to address deficiencies identified by the Court, and to serve as BLM's NEPA compliance document.

## **ES.2 Supplemental EIS Goals**

All alternatives incorporate the CDCA Plan goal to provide for the use and access to public lands, and resources within the CDCA, including economic, educational, scientific, and recreational uses, in a manner which enhances, wherever possible—and which does not diminish, on balance—the environmental, cultural and aesthetic values of the desert and of its productivity, as identified in Sections 601 and 103 of FLPMA. The CDCA Plan recognized the sometimes complex and conflicting mandates that provide for both use and protection of a variety of public resources, and the key role of access across public lands.

The adopted framework to update the MVA Element and specific travel management strategies would (1) limit conflicts and threats to sensitive resources, (2) respond to current and anticipated future transportation and travel needs, (3) provide appropriate recreational access, and (4) are consistent with the overall motor vehicle access goal of the 2006 WEMO Plan.

The Livestock Grazing Element of the CDCA Plan also provides overarching guidance. The goals of the CDCA Plan Livestock Grazing Element are to:

1. Use range management to maintain or improve vegetation to meet livestock needs and to meet other management needs set forth in the Plan.

2. Continue the use of the California Desert for livestock production to contribute to satisfying the need for food and fiber from public land.
3. Maintain good and excellent range condition and improve poor and fair range condition by one condition class through development and implementation of feasible grazing systems or Allotment Management Plans (AMPs). Adjust livestock use where monitoring data indicate changes are necessary to meet resource objectives.

#### ***CDCA Plan/2006 WEMO RMP Goals***

- Designate a transportation and travel system on public lands, and provide implementation strategies for the system;
- Provide for constrained motorized vehicle access in a manner that balances the needs of all desert users, private landowners, and other public agencies;
- When designating or amending areas for motorized vehicle access, to the degree possible, avoid adverse impacts to desert resources;
- Use maps, signs, and published information, including electronic media, to communicate the motorized vehicle access situation to desert users. Be sure all information materials are understandable and easy to follow;
- Continue to provide access and opportunities for exploration and development on public lands which are accessed or have potential for:
  - i. Critical mineral resources (national defense; 50+% importer; net importer)
  - ii. Potential energy resources (geothermal, oil, gas, uranium, and thorium)
  - iii. Minerals of local and State importance (sand & gravel, limestone, gypsum, iron, specialty clays, zeolites)

#### ***CDCA Plan/2006 WEMO Plan Motor Vehicle Access Objectives***

- In limited areas, designate a transportation system consisting of motorized-vehicular access routes. Users of the transportation system will be directed toward use of primary vehicular routes that form the backbone of the travel network. These routes are intended for regular use and for linking desert attractions for the general public. Secondary motorized, mechanized, and trail routes will be designated to meet specific user needs.
- When revising the route network, pay particular attention to tortoise critical habitat and identified sensitive locales.
- Routes not designated for vehicle access will be prioritized for elimination or modification through implementation strategies. Various methods such as obliteration, barricading, signing, conversion to non-motorized trails, or natural revegetation may be employed. Those routes that conflict with management objectives or cause unacceptable resource damage will be given priority.
- Route designation changes are anticipated within the transportation system as casual, authorized, and administrative uses change. Changes will be in compliance with applicable law. In all instances, new routes for permanent or temporary use would be

selected to minimize resource damage and use conflicts, consistent with area goals and the criteria of 43 CFR 8342.1.

### ***CDCA Plan/2006 WEMO Livestock Grazing Changes***

The CDCA Plan also analyzed seven alternatives with respect to the number of livestock allotments, the livestock to be grazed on each allotment, the type of allotment (perennial, ephemeral, or a combination), the amount of forage in each allotment dedicated to livestock, to wildlife, and to wild horses and burros, and the resulting livestock carrying capacity.

Key changes to the CDCA Plan Livestock Grazing Element made in the 2006 WEMO Plan (see pages 2-131-133 of the 2005 WEMO FEIS) include:

1. Adopt Regional Standards and Guidelines for the management of the grazing program. The adoption of Regional Standards and Guidelines are dependent upon the approval by the Secretary of the Interior.
2. Make the majority of ephemeral sheep/cattle grazing allotments in DWMA unavailable for grazing use, to include: Portions of the Buckhorn Canyon, East and West Stoddard, and Monolith-Cantil Allotments, and the entire Gravel Hills, Superior Valley and Goldstone Allotments.
3. Discontinue ephemeral grazing within cattle grazing allotments when forage is below 230 lbs. per acre (a change from the CDCA Plan 200 lbs. per acre threshold);
4. Discontinue the use of ephemeral grazing and temporary non-renewable grazing authorization within cattle grazing allotments located in DWMA;
5. Provide for voluntarily relinquishment of allotments located in DWMA and other special status species habitat, and, upon relinquishment, make such allotments unavailable for grazing.
6. Manage grazing in remaining active allotments consistent with the CDCA Plan Livestock Grazing Element goals and planning objectives adopted in the 2006 WEMO Plan, including additional objectives for management of grazing in active allotments within DWMA's and CHU, unless and until the specific allotments are proposed for change through plan amendment, either in this document or through future amendment.

### ***Current Travel and Transportation Management (TTM) Planning Goals***

- Include "OHV Area" (i.e., Open, Closed, Limited Area) designations for all areas within the planning boundary, consistent with 43 CFR 8341 and 8342. For the CDCA, these designations were already made in the 1980 CDCA Plan and/or subsequent amendments.
- Delineate Travel Management Areas (TMAs) to address particular resource issues and prescribe specific management actions for a defined geographic area.

### ***Current TTM Implementation Goals***

Define the following elements to be included as part of Travel Management Plan implementation:

- Plan for signing;

- Education plan or strategy to communicate Transportation and Travel Management decisions to users;
- Enforcement plan;
- Rehabilitation plan for any routes closed or otherwise unauthorized;
- Development of maps, also to communicate Transportation and Travel Management requirements to users;
- Plan for maintenance intensity;
- Monitoring plan to evaluate the effectiveness of the WEMO Plan in achieving management objectives;
- Development of management objectives;
- Development of adaptive management principles, including means for making changes to the travel network;
- Definition of roadside camp and pull-off limitations; and
- Supplementary rules, if any.

Based on analysis and feedback from this Draft SEIS, BLM will adopt a proposed route network for each TMA that forms the basis for other elements of each site-specific implementation plan, including any additional minimization measures, signage, monitoring, mitigation strategies and other implementation-level decisions. Separate decision records will be developed for each site-specific implementation plan.

### **ES.3 Alternatives**

No Action and three other alternatives have been developed and are considered in the WMRNP SEIS. These alternatives are as follows:

#### Alternative 1—No Action

- CDCA Plan Goals and Objectives
- Area-wide increased minimization in critical habitat
- Case-by-case minimization
- Restoration focused implementation
- 5,338 miles of motorized routes

#### Alternative 2—Resource Conservation Enhancement

- Through-access oriented Goals and Objectives
- Area-wide increased minimization strategy across all public lands and case-by-case mitigation
- Closure-focused route designation strategy
- 4,293 miles of motorized routes

#### Alternative 3—Public Lands Access (Preferred Alternative)

- Destination- and Touring-access oriented Goals and Objectives
- Area-wide increased minimization strategy across all public lands and case-by-case mitigation
- Less emphasis on closure as a strategy, more emphasis on alternate strategies
- Network-enhancement focused implementation
- 10,428 miles of motorized routes

#### Alternative 4—Community Access Enhancement

- Destination- and Touring-access oriented Goals and Objectives
- Area-wide increased minimization across all public lands and case-by-case mitigation
- Balanced minimization strategy, emphasis on closure or avoidance
- 5,782 miles of motorized routes

As discussed in Sections 2.1.1 and 2.1.2, each of the alternatives is composed of RMP-level decisions and implementation-level decisions. The Preferred Alternative that the agency has identified in the Draft SEIS is the Alternative 3 travel management framework and objectives, with associated RMP-level decisions and a travel network consistent with the Alternative 3 framework; however BLM anticipates modifying the preferred framework and route network for the Final Proposed Action based on ongoing consultation activities and on public, tribal, and agency feedback on the Supplemental EIS, travel management goals and objectives, and specific routes within the network alternatives. The proposed action will also reflect ongoing data collection, and GIS updates.

The alternatives analyzed in Chapter 4 include four alternatives for each of the Plan Amendments and four route implementation strategies, including route networks. The proposed action in the Final Supplemental EIS and Plan Amendment may eventually provide a fifth alternative as a combination of the current alternatives, or may be an adoption of one of the current alternatives. BLM-proposed activity plans will be included as appendices within the Final SEIS, and will tier from the proposed WMRNP Plan Amendment.

**Table. ES.1. Impact Comparison**

Resource	No Action Alternative	Alternative 2	Alternative 3	Alternative 4
Air Quality	The magnitude of air emissions is the same for all alternatives. The No Action alternative over the long term, shows a substantial reduction in areas that would be susceptible to fugitive dust emissions. Mileage of routes near sensitive receptors and residences is only slightly more than in Alternative 2, and grazing impacts do not appreciably differ.	The magnitude of air emissions is the same for all alternatives. Alternative 2 over the long term, shows a substantial reduction in areas that would be susceptible to fugitive dust emissions, modestly greater than No Action. Alternative 2 has the lowest mileage of routes near sensitive receptors and residences, and grazing impacts do not appreciably differ.	The magnitude of air emissions is the same for all alternatives. Alternative 3 over the long term, shows a moderate reduction in areas that would be susceptible to fugitive dust emissions, which would be less than the other alternatives. Alternative 3 has the highest mileage of routes near sensitive receptors and residences, and grazing impacts do not appreciably differ.	The magnitude of air emissions is the same for all alternatives. Alternative 4 over the long term, shows a substantial reduction in areas that would be susceptible to fugitive dust emissions, which would be less than No Action and Alternative 2 but greater than Alternative 3. Mileage of routes near sensitive receptors and residences is approximately the same as Alternative 1, and grazing impacts do not appreciably differ.
Climate Change	None of the alternatives would lead to a change in the motorized vehicle use or miles traveled in the planning area, and therefore none of the alternatives would result in any increase or decrease in direct or indirect GHG emissions from motorized vehicles or livestock grazing.	None of the alternatives would lead to a change in the motorized vehicle use or miles traveled in the planning area, and therefore none of the alternatives would result in any increase or decrease in direct or indirect GHG emissions from motorized vehicles or livestock grazing.	None of the alternatives would lead to a change in the motorized vehicle use or miles traveled in the planning area, and therefore none of the alternatives would result in any increase or decrease in direct or indirect GHG emissions from motorized vehicles or livestock grazing.	None of the alternatives would lead to a change in the motorized vehicle use or miles traveled in the planning area, and therefore none of the alternatives would result in any increase or decrease in direct or indirect GHG emissions from motorized vehicles or livestock grazing.

**Table. ES.1. Impact Comparison**

Resource	No Action Alternative	Alternative 2	Alternative 3	Alternative 4
Geology, Soil, and Water Resources	<p>The mileage of routes near desert washes and riparian areas in Alternative 1 is slightly higher than in Alternative 2. Soil and riparian impacts would decrease as a result of livestock grazing measures adopted in the 2006 WEMO Plan. The magnitude of erosion and compaction impacts would be higher for No Action than Alternative 2, and would be higher than under other alternatives if future grazing is authorized in vacant allotments under the 2006 WEMO Plan. Riparian impacts do not substantially vary between alternatives since most natural water sources used by livestock are excluded by fencing.</p>	<p>The route network under Alternative 2 would have the lowest mileage of motorized routes in close proximity to washes, riparian areas, springs, and erosion-prone areas. Therefore, it would have the lowest magnitude of direct, adverse impacts to geology, soil, and water resources, and the lowest contribution to cumulative impacts. The magnitude of erosion and compaction impacts would be lower for Alternative 2 than for all other alternatives. Riparian impacts are the same as No Action.</p>	<p>The route network under Alternative 3 would have the highest mileage of motorized routes in close proximity to washes, riparian areas, springs, and erosion-prone areas. Therefore, it would have the largest magnitude of direct, adverse impacts to geology, soil, and water resources, and the largest contribution to cumulative impacts. The magnitude of erosion and compaction impacts could be lower for Alternative 3 than for No Action, over the long term (if future grazing is authorized under No Action), and would be higher than Alternative 2. Riparian impacts are the same as No Action.</p>	<p>The mileage of routes near desert washes and riparian areas in Alternative 4 is approximately the same as Alternative 1. The magnitude of erosion and compaction impacts could be lower for Alternative 4 than for No Action, over the long term (if future grazing is authorized), and would be higher than Alternative 2. Riparian impacts are the same as No Action.</p>

**Table. ES.1. Impact Comparison**

Resource	No Action Alternative	Alternative 2	Alternative 3	Alternative 4
Vegetation	<p>The mileage of routes in close proximity to sensitive vegetation communities, special status plants, and UPAs in Alternative 1 is slightly higher than in Alternative 2.</p> <p>Grazing impacts would be higher than under Alternative 2, even with measures adopted in the 2006 WEMO Plan, because more forage in sensitive species habitat would potentially be available for livestock grazing. Grazing impacts would not substantially vary between other Alternatives, in the short-term, and would be higher than under other alternatives if future grazing is authorized in vacant allotments under the 2006 WEMO Plan.</p>	<p>The route network under Alternative 2 would have the lowest mileage of motorized routes in close proximity to sensitive vegetation communities, special status plants, and UPAs. It would also have the most protective minimization measures applied to use of those routes, and the most protective goals and objectives to be used in evaluating future routes. Therefore, it would have the lowest magnitude of direct, adverse impacts to vegetation, and the lowest contribution to adverse cumulative impacts. Grazing impacts would be lower under this alternative than other Alternatives because forage in sensitive species habitat would immediately become unavailable for livestock grazing.</p>	<p>The route network under Alternative 3 would have the highest mileage of motorized routes in close proximity to sensitive vegetation communities, special status plants, and UPAs. It would also have the least protective minimization measures applied to use of those routes, and the least protective goals and objectives to be used in evaluating future routes. Therefore, it would have the largest magnitude of direct, adverse impacts to vegetation resources, and the largest contribution to adverse cumulative impacts. Grazing impacts are more than Alternative 2 and the same as No Action in the short term, but may be lower over the longer term.</p>	<p>The mileage of routes in close proximity to sensitive vegetation communities, special status plants, and UPAs in Alternative 4 is approximately the same as in Alternative 1. Grazing impacts are more than Alternative 2 and the same as Alternative 3.</p>

**Table. ES.1. Impact Comparison**

Resource	No Action Alternative	Alternative 2	Alternative 3	Alternative 4
Wildlife	<p>The mileage of routes in close proximity to special status wildlife areas in Alternative 1 is slightly higher than in Alternative 2.</p> <p>Grazing impacts to wildlife are the same as impacts for vegetation; they would be higher under No Action than Alternative 2, and, over the long-term higher under No Action than under Alternative 3 or 4 impacts.</p>	<p>The route network under Alternative 2 would have the lowest mileage of motorized routes in close proximity to identified wildlife areas. It would also have the most protective minimization measures applied to use of those routes, and the most protective goals and objectives to be used in evaluating future routes. Therefore, it would have the lowest magnitude of direct, adverse impacts to wildlife, and the lowest contribution to adverse cumulative impacts.</p> <p>Grazing impacts to wildlife are the same as impacts for vegetation; they would be lower under Alternative 2 than the other alternatives.</p>	<p>The route network under Alternative 3 would have the highest mileage of motorized routes in close proximity to identified wildlife areas. It would also have the least protective minimization measures applied to use of those routes, and the least protective goals and objectives to be used in evaluating future routes. Therefore, it would have the largest magnitude of direct, adverse impacts to wildlife resources, and the largest contribution to adverse cumulative impacts.</p> <p>Grazing impacts to wildlife are the same as impacts for vegetation; Alternative 3 impacts would be lower than under No Action and higher than under Alternative 2.</p>	<p>The mileage of routes in close proximity to special status wildlife areas in Alternative 4 is slightly higher than in Alternative 1 but less than Alternative 3.</p> <p>Grazing impacts to wildlife are the same as impacts for vegetation; Alternative 4 impacts would be lower than under No Action and higher than under Alternative 2.</p>

**Table. ES.1. Impact Comparison**

Resource	No Action Alternative	Alternative 2	Alternative 3	Alternative 4
Socioeconomics	<p>The mileage of routes available to support recreation and authorized users in Alternative 1 is slightly higher than in Alternative 2. Grazing impacts from the No Action alternative have been adverse to specific lessees, particularly in the sheep grazing community. Impacts would not substantially vary between No Action and Alternatives 3 or 4, but would be lower than under Alternative 2.</p>	<p>The route network under Alternative 2 would have the lowest mileage of motorized routes available to support recreation and authorized users of BLM lands. Although access for these users would still be available, this alternative would increase the density of recreational use, possibly having a slight adverse impact on recreation-focused businesses. Access for authorized users would also be maintained, but it would require a greater length of travel for some users, again having a slight adverse impact. Impacts under Alternative 2 are higher than under the other Alternatives because it would result in an additional loss to individual lessees and the local tax base.</p>	<p>The route network under Alternative 3 would have the largest mileage of motorized routes available to support recreation and authorized users of BLM lands. The increase in the mileage of motorized routes would be a beneficial impact to recreation-focused businesses and other authorized users, as compared to the No Action Alternative. Impacts are the same as No Action.</p>	<p>The mileage of routes available to support recreation and authorized users in Alternative 4 is slightly higher than in Alternative 1. Impacts are the same as No Action.</p>

**Table. ES.1. Impact Comparison**

<b>Resource</b>	<b>No Action Alternative</b>	<b>Alternative 2</b>	<b>Alternative 3</b>	<b>Alternative 4</b>
Recreation	<p>The mileage of routes available to support recreation in Alternative 1 is slightly higher than in Alternative 2.</p> <p>There are no substantial grazing impacts under any of the alternatives.</p>	<p>The route network under Alternative 2 would have the lowest mileage of motorized routes available to support recreation. Although access for these users would still be available, this alternative would increase the density of recreational use in areas that remain open, thus having an adverse impact on the recreation experience.</p>	<p>The route network under Alternative 3 would have the largest mileage of motorized routes available to support recreation. The increase in the mileage of motorized routes would allow recreational users to be more dispersed, increasing their recreational experience and serving as a beneficial impact as compared to the No Action Alternative.</p>	<p>The mileage of routes available to support recreation in Alternative 4 is slightly higher than in Alternative 1.</p>

**Table. ES.1. Impact Comparison**

Resource	No Action Alternative	Alternative 2	Alternative 3	Alternative 4
Livestock Grazing	<p>The mileage of routes available to support authorized users in Alternative 1 is slightly higher than in Alternative 2.</p> <p>Livestock grazing would continue on 30 active allotments under the terms and conditions contained in the Final Grazing Decisions for active allotments in the West Mojave Planning Area. Grazing would be evaluated on a case-by-case basis on 13 inactive allotments when new applications are received.</p>	<p>The route network under Alternative 2 would have the lowest mileage of motorized routes available to support the operations of grazing permittees and lessees. Although access for these users would still be available, this alternative may increase the length of routes those operators need to travel to support their operations, thus having an adverse impact on grazing operations. This impact would contribute incrementally to adverse cumulative impacts to grazing due to resource protections and other authorized uses.</p> <p>Livestock grazing would be discontinued on 3 active grazing allotments in portions within DWMA's and CHUs, and would be unavailable on 2 inactive, vacant allotments and a small portion of a 3<sup>rd</sup> inactive, vacant allotment within DMWA's and CHUs within the West Mojave Planning Area.</p>	<p>The route network under Alternative 3 would have the largest mileage of motorized routes available to support the operations of grazing permittees and lessees. By increasing the mileage of motorized routes within grazing allotments, this alternative would have a beneficial impact on the operators of those allotments. Overall impacts to the allotments due to other factors, such as resource protections and other authorized projects, would continue to have an adverse cumulative impact to grazing.</p> <p>Livestock grazing would be unavailable on 7 currently inactive, vacant allotments within the West Mojave Planning Area.</p>	<p>The mileage of routes available to support grazing in Alternative 4 is slightly higher than in Alternative 1.</p> <p>Livestock grazing would be unavailable on 2 currently inactive, vacant grazing allotments and a small portion of a 3<sup>rd</sup> inactive, vacant allotment within DMWA's and CHUs, as well as the DWMA and CHU portions of those that become inactive and vacant in the future within the West Mojave Planning Area.</p>

**Table. ES.1. Impact Comparison**

Resource	No Action Alternative	Alternative 2	Alternative 3	Alternative 4
Energy Production, Utility Corridors, and Other Land Uses	<p>The mileage of the existing authorized or permitted routes are the same in all alternatives. There are no substantial grazing impacts under any of the alternatives.</p>	<p>The route network under Alternative 2 would have the lowest mileage of motorized routes available to support access for any new authorized users for energy production, utility corridors, mining, communications sites, and other facilities. Although access for these users would still be available, this alternative may increase the length of routes those users need to travel to support their new operations. This impact would contribute, incrementally, to adverse cumulative impacts to these land uses due to resource protections and other authorized uses.</p>	<p>The route network under Alternative 3 would have the largest mileage of motorized routes available to support access for new authorized users for energy production, utility corridors, mining, communications sites, and other facilities. By increasing the mileage of motorized routes, this alternative would have a beneficial impact on the operators of those new facilities. Overall impacts to these operations due to other factors, such as resource protections, would continue to have an adverse cumulative impact to other land uses.</p>	<p>The mileage of routes available to support authorized users in Alternative 4 is slightly higher than in Alternative 1.</p>

**Table. ES.1. Impact Comparison**

Resource	No Action Alternative	Alternative 2	Alternative 3	Alternative 4
Cultural Resources	<p>The mileage of routes in close proximity to known cultural resources in Alternative 1 is slightly higher than in Alternative 2.</p> <p>Grazing impacts would be the same as Alternatives 3 and 4 and somewhat higher than under Alternative 2 due to the modest potential for additional damage of cultural resources by livestock on the three actively grazed allotments in DWMA's and CHUs.</p>	<p>The route network under Alternative 2 would have the lowest mileage of motorized routes in close proximity to identified cultural resources. It would also have the most protective minimization measures applied to use of those routes, and the most protective goals and objectives to be used in evaluating future routes. Therefore, it would have the lowest magnitude of direct, adverse impacts to cultural resources, and the lowest contribution to cumulative impacts.</p> <p>Grazing impacts would be lower under Alternative 2 than under the No Action and other alternatives because any potential for additional damage of cultural resources by livestock on the three currently grazed allotments in DWMA's and CHUs would be eliminated.</p>	<p>The route network under Alternative 3 would have the highest mileage of motorized routes in close proximity to identified cultural resources. It would also have the least protective minimization measures applied to use of those routes, and the least protective goals and objectives to be used in evaluating future routes. Therefore, it would have the largest magnitude of direct, adverse impacts to cultural resources, and the largest contribution to cumulative impacts.</p> <p>Grazing impacts are the same as the No Action alternative.</p>	<p>The mileage of routes in close proximity to known cultural resources in Alternative 4 is slightly higher than in Alternative 1.</p> <p>Grazing impacts are the same as the No Action alternative.</p>

**Table. ES.1. Impact Comparison**

<b>Resource</b>	<b>No Action Alternative</b>	<b>Alternative 2</b>	<b>Alternative 3</b>	<b>Alternative 4</b>
Visual Resources	<p>The mileage of motorized routes in the most sensitive VRI classes (Class I and II) is slightly higher than in Alternative 2, slightly lower than Alternative 4, but much lower than Alternative 3. There are no substantial grazing impacts under any of the alternatives.</p>	<p>The mileage of motorized routes in the most sensitive VRI classes (Class I and II) is lowest in Alternative 2. Although remaining motorized routes would continue to have an adverse impact on the visual character of the desert, closure of routes would lead to a beneficial impact by allowing routes to revegetate and rehabilitate. The route network under Alternative 2 would have the largest mileage of closed routes, and would therefore have a beneficial impact on visual resources, as compared to the No Action Alternative.</p>	<p>The mileage of motorized routes in the most sensitive VRI classes (Class I and II) is highest in Alternative 3. The route network under Alternative 3 would have the lowest mileage of closed routes, and would therefore have an adverse impact on visual resources, as compared to the No Action Alternative.</p>	<p>The mileage of motorized routes in the most sensitive VRI classes (Class I and II) is slightly higher than in Alternatives 1 and 2, but much lower than Alternative 3.</p>

**Table. ES.1. Impact Comparison**

Resource	No Action Alternative	Alternative 2	Alternative 3	Alternative 4
Special Designations	<p>The mileage of motorized routes in ACECs, DWMA, wilderness, and WSAs is slightly higher than in Alternative 2, slightly lower than Alternative 4, but much lower than Alternative 3. Grazing impacts would be higher than under Alternative 2, even with measures adopted in the 2006 WEMO Plan, because more specially designated areas would potentially be available for livestock grazing. Grazing impacts would not substantially vary between other Alternatives in the short-term, and would be higher under No Action than under the other alternatives, which eliminate the potential for future grazing in additional special areas.</p>	<p>The mileage of motorized routes in ACECs, DWMA, wilderness, and WSAs is lowest in Alternative 2. This alternative would also have the most protective minimization measures applied to use of those routes, and the most protective goals and objectives to be used in evaluating future routes. Therefore, it would have the lowest magnitude of direct, adverse impacts to special designation areas, and the lowest contribution to cumulative impacts. Grazing impacts would be lower under this alternative than other Alternatives because ACECs that are DWMA and wilderness would immediately become unavailable for livestock grazing or damage.</p>	<p>The mileage of motorized routes in ACECs, DWMA, wilderness, and WSAs is highest in Alternative 3. This alternative would also have the least protective minimization measures applied to use of those routes, and the least protective goals and objectives to be used in evaluating future routes. Therefore, it would have the largest magnitude of direct, adverse impacts to special designation areas, and the largest contribution to cumulative impacts. Grazing impacts are more than Alternative 2 and the same as No Action in the short term, but lower over the longer term.</p>	<p>The mileage of motorized routes in ACECs, DWMA, wilderness, and WSAs is slightly higher than in Alternatives 1 and 2, but much lower than Alternative 3. Grazing impacts are the same as Alternative 3.</p>
Noise	<p>The mileage of routes near sensitive receptors and residences is only slightly more than in Alternative 2, and much less than in Alternative 3. There are no substantial grazing impacts or differences among the alternatives.</p>	<p>The route network under Alternative 2 would have the lowest mileage of motorized routes within close proximity to sensitive human receptors, residences, and wildlife receptors. Therefore, it would have the lowest magnitude of direct, adverse impacts resulting from noise, and the lowest contribution to cumulative impacts.</p>	<p>The route network under Alternative 3 would have the largest mileage of motorized routes within close proximity to sensitive human receptors, residences, and wildlife receptors. Therefore, it would have the largest magnitude of direct, adverse impacts resulting from noise, and the largest contribution to cumulative impacts.</p>	<p>The mileage of routes near sensitive receptors and residences is only approximately the same as in Alternative 1.</p>

**Table. ES.1. Impact Comparison**

<b>Resource</b>	<b>No Action Alternative</b>	<b>Alternative 2</b>	<b>Alternative 3</b>	<b>Alternative 4</b>
Travel and Transportation Management	<p>The route network under all alternatives has been designed to ensure connectivity with route networks in adjacent jurisdictions, and to ensure access to public land holdings and authorized users. The No Action Alternative would maintain the current level of connections and access, and would therefore have no impact on travel and transportation management. There are no substantial grazing impacts to the alternatives. There would continue to be limited routes required under No Action and Alternatives 3 and 4 that would no longer be needed under Alternative 2, but they do not substantively affect the overall travel network.</p>	<p>Alternative 2 has been designed to maintain connections with adjacent jurisdictions and ensure access to private land and authorized users. However, by closure of some unauthorized routes to increase resource protections, this alternative may increase the length of routes that some users may travel to access these areas. As a result, this alternative would have a slight adverse, direct impact to travel and transportation management. There are no substantial grazing impacts to the TTM alternatives. Miles of limited routes may eventually be slightly lower under Alternative 2 than the other alternatives if routes are not needed for other purposes.</p>	<p>Alternative 3 would result in the widest network of motorized routes, maximizing connections to adjacent jurisdictions and access to private land and authorized uses. As a result, this alternative would have a direct, beneficial impact to travel and transportation management. There are no substantial grazing impacts to the TTM alternatives.</p>	<p>Like all alternatives, Alternative 4 has been designed to ensure connectivity with route networks in adjacent jurisdictions, and to ensure access to public land holdings and authorized users. However, this alternative has been designed to incorporate specific comments regarding access to specific locations and users. As a result, Alternative 4 would be the most beneficial to travel and transportation management. There are no substantial grazing impacts to the TTM alternatives.</p>