

Attachment 1

Travel and Transportation Planning Process Guidance

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

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

Travel and Transportation Management should be:

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

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

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

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

LAND USE PLANNING PROCESS

TRAVEL AND TRANSPORTATION MANAGEMENT

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



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



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

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

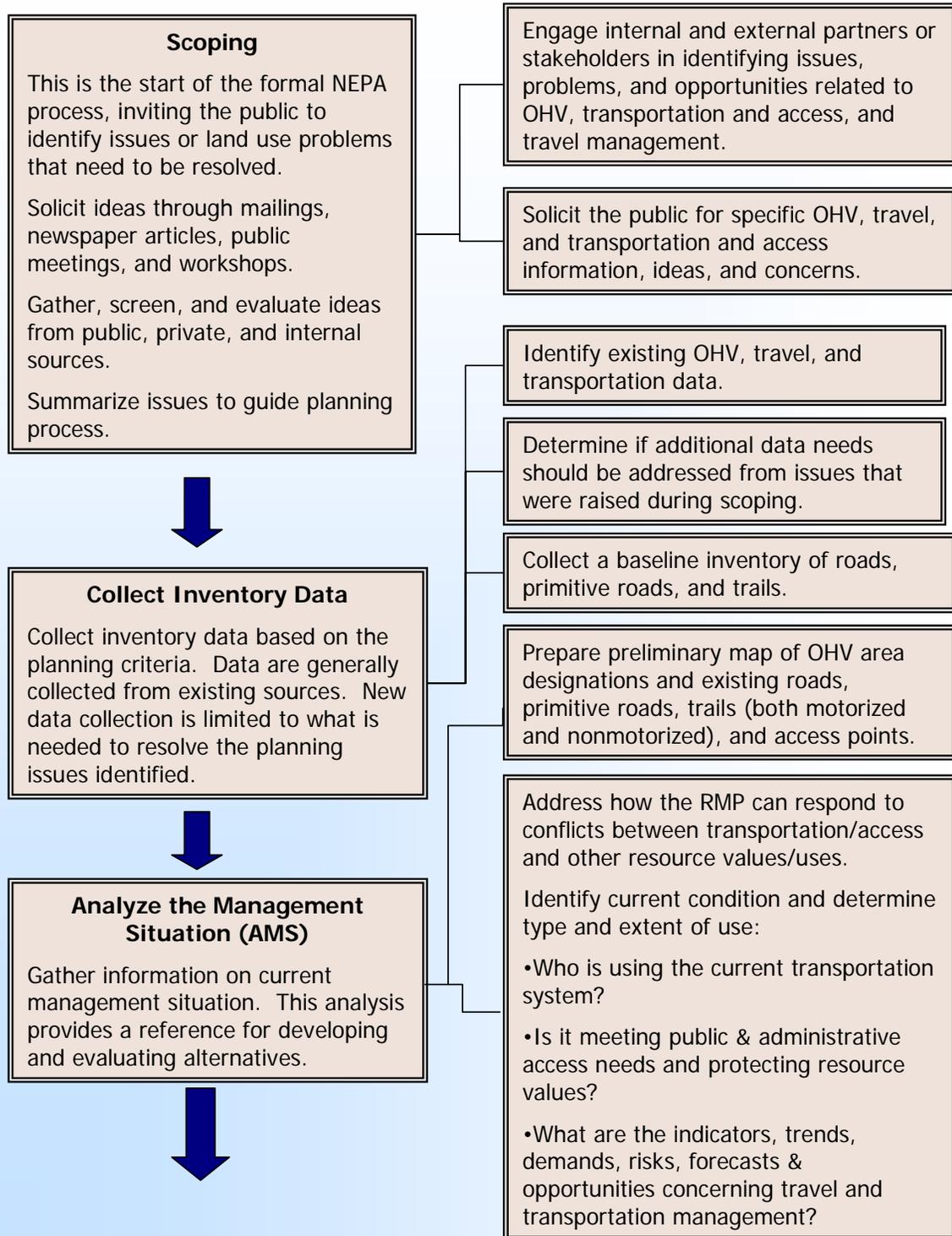
•Identify areas for permanent closure.

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

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

Realize the legal constraints that affect the decision space.

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



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

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



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

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

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



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

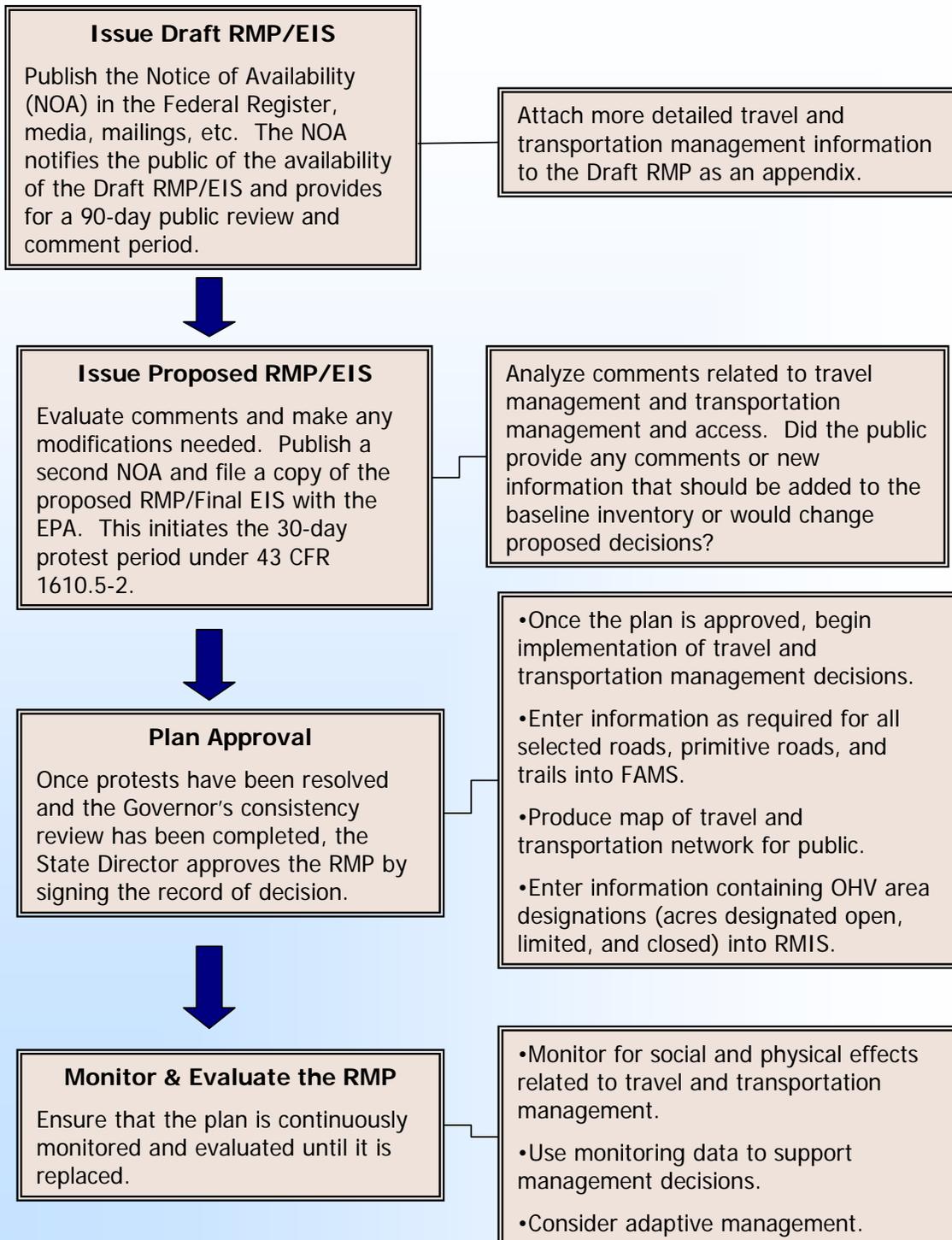
- Quantify effects (long- and short-term, direct and indirect, and cumulative) of each alternative on public and administrative access.
- Address the effects of implementing & managing travel and transportation systems (including costs & time) for each alternative.



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

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

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



Clarification of the Travel and Transportation Planning Process

Preplanning

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

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

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

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

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

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

Identify Issues

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

Develop Planning Criteria

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

Scoping

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

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

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

Collect Inventory Data

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

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

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

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

Analyze the Management Situation

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

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

Formulate Alternatives

CTTM planning will:

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

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

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

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

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

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

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

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

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

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

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

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

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

If appropriate, Delineate Travel Management Areas

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

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

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

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

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

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

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

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

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

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

Estimate Effects of Alternatives

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

Select the Preferred Alternative

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

Issue Proposed RMP or Final EIS

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

Plan Approval

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

Monitor, Evaluate, and Adapt

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

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

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