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1626 – Travel and Transportation Management Manual (Public)

1. **Explanation of Materials Transmitted:** This release transmits the revised Travel and Transportation Management (TTM) Manual. This Manual provides detailed policy, direction and guidance for the comprehensive management of travel and transportation on Bureau of Land Management-administered lands and related waters.
2. **Reports Required:** None.
3. **Materials Superseded:** This release supersedes BLM Manual 1626 – Travel and Transportation Manual (Public), Release 1-1731.
4. **Filing Instructions:** File as directed below.

**REMOVE**

All of M-1626 (Rel. 1-1731)  
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**INSERT**

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## Chapter 1 - Overview

### 1.1 Purpose

This manual section provides policy guidance for incorporating travel and transportation management (TTM) decisions into the Bureau of Land Management's (BLM) land use planning process and implementation actions. It describes an interdisciplinary approach to TTM that addresses resources, resource uses, and associated access to public lands and waters, including motorized, non-motorized, and non-mechanized modes of travel. TTM includes developing and maintaining a transportation infrastructure system as addressed in Manual Section 9110 – Transportation Facilities.

### 1.2 Objectives

The objectives of the BLM's TTM are to:

- A. Establish a long-term, sustainable, multimodal travel network and transportation system of areas, roads, primitive roads, trails and other transportation linear features that address the need for public, authorized, and administrative access to and across BLM-managed lands and related waters.
- B. Support the agency's mission and land use planning goals and objectives to provide for resource management, public and administrative access, and transportation needs and to promote sustainable landscapes for future generations.
- C. Manage travel and transportation on the public lands and related waters in accordance with law, Executive order, proclamation, regulation, and policy.
- D. Provide the maximum flexibility to the field offices in tailoring the TTM process to their local needs while ensuring that the minimum requirements called for by statute, regulation, case law and Departmental policy are followed.

### 1.3 Authority

The following is a list of major legal authorities relevant to the BLM land use and implementation planning processes relative to TTM; it is not an inclusive list of all BLM authorities.

- A. The Federal Land Policy and Management Act (FLPMA) of 1976, as amended (43 U.S.C. 1701 et seq.), provides for the management, protection, development and enhancement of the public lands.

1. Sections 102(a) (7) and (8) set forth the policy of the United States concerning the management of the public lands, including management according to multiple use and sustained yield, and the protection of specified values.
2. Section 201 requires the Secretary of the Interior to prepare and maintain an inventory of the public lands and their resource and other values, giving priority to areas of critical environmental concern. It also requires the Secretary, as funding and staff are available, to determine the boundaries of the public lands, identify those lands to the public using signs and maps, and provide inventory data to state and local governments.
3. Section 202(a) requires the Secretary, with public involvement, to develop, maintain, and when appropriate, revise land use plans that provide tracts or areas for specific uses of the public lands.
4. Section 202(c)(1-9) requires that, in developing land use plans, the Secretary of the Interior must use and observe the principles of multiple use and sustained yield; use a systematic interdisciplinary approach; give priority to the designation and protection of areas of critical environmental concern; rely, to the extent it is available, on the inventory of the public lands; consider present and potential uses of the public lands; consider the relative scarcity of the values involved and the availability of alternative means and sites for realizing those values; weigh long-term benefits to the public against short-term benefits; provide for compliance with applicable pollution control laws, including state and federal air, water, noise, or other pollution standards or implementation plans; and consider the policies of approved state and tribal land resource management programs, developing land use plans that are consistent with state and local plans to the maximum extent possible consistent with federal law and the purposes of the act.
5. Section 202(d) provides that all public lands, regardless of classification, are subject to inclusion in land use plans, and that the Secretary may modify or terminate classifications consistent with land use plans.
6. Section 202(f) and Section 309(e) require that the Secretary provide federal, state, and local governments and the public, adequate notice and an opportunity to comment on the formulation of standards and criteria for, and to participate in, the preparation and execution of plans and programs for the management of the public lands.
7. Section 302(a) requires the Secretary to manage BLM lands under the principles of multiple use and sustained yield, in accordance with available land use plans developed under section 202 of FLPMA. There is one exception: a tract of the BLM lands dedicated to specific uses according to other provisions of law must be managed in accordance with such laws.

8. Section 302(b) recognizes the entry and development rights of mining claimants, while directing the Secretary to prevent unnecessary or undue degradation of the public lands.
  9. Section 603(a) requires the Secretary to conduct a review of roadless areas having wilderness characteristics and report to the President regarding the suitability or non-suitability of each area for preservation as wilderness. Until Congress determines which of these areas it will designate as wilderness, and subject to certain existing uses, the Secretary must manage these areas so as not to impair their suitability for preservation as wilderness.
- B. The Omnibus Public Land Management Act of 2009 (Public Law 111-11) established the National Landscape Conservation System to conserve, protect, and restore nationally significant landscapes that have outstanding cultural, ecological, and scientific values for the benefit of current and future generations. The system, now called National Conservation Lands, includes each area under BLM administration that is designated as a national monument, a national conservation area, a wilderness study area, a national scenic and historic trail as a component of the National Trails System, a component of the National Wild and Scenic Rivers System, a component of the National Wilderness Preservation System, and any area designated by Congress to be administered for conservation purposes. Such areas include the Steens Mountain Cooperative Management and Protection Area, the Headwaters Forest Reserve, the Jupiter Inlet Lighthouse Outstanding Natural Area, public land within the California Desert Conservation Area administered by the BLM for conservation purposes, and any additional area designated by Congress for inclusion in the system. The BLM manages the National Conservation Lands in accordance with applicable laws and regulations and in a manner that protects the values that led to the designation of the components of the system. The act also established a law for the management, protection, and preservation of paleontological resources using scientific principles and expertise. It is the legal authority for collection of paleontological resources under permit and by casual collection from public lands, curation of paleontological resources from public lands, and prosecution of fossil theft and vandalism under new criminal and civil penalties.
- C. The National Environmental Policy Act (NEPA) of 1969, as amended (42 U.S.C. 4321 et seq.), requires the consideration and public availability of information regarding the environmental impacts of major federal actions significantly affecting the quality of the human environment. This includes the consideration of alternatives and mitigation of impacts.
- D. The Clean Air Act Amendments of 1990 (42 U.S.C. 7418), require federal agencies to comply with all federal, state, and local requirements regarding the control and abatement of air pollution. This includes abiding by the requirements of state implementation plans.

- E. The Water Quality Act of 1987 (33 U.S.C. 1251), establishes objectives to restore and maintain the chemical, physical, and biological integrity of the Nation's waters.
- F. Moving Ahead for Progress in the 21st Century Act (MAP-21) (Public Law 112-141), as amended (23 U.S.C. 201, 203), provides funding and policy guidance for the U.S. surface transportation program.
- G. The Endangered Species Act (ESA) of 1973, as amended (16 U.S.C. 1531 et seq.) provides a means to conserve the ecosystems upon which endangered and threatened species depend and provides a program for the conservation of such endangered and threatened species.
1. Section 1531(c)(1) requires all federal agencies to seek to conserve endangered and threatened species and use applicable authorities in furtherance of the purposes of this act.
  2. Section 1536(a) requires all federal agencies to avoid jeopardizing the continued existence of any species listed or proposed for listing as threatened or endangered or destroying or adversely modifying any designated or proposed critical habitat.
  3. Section 1536 [Section 7] (a) and 50 CFR 402 require all federal agencies to consult (or confer) with the Secretary of the Interior, through the Fish and Wildlife Service, or with the Secretary of Commerce, through the National Marine Fisheries Service to ensure that any federal actions (including those in land use plans) or activities are not likely to jeopardize the continued existence of any species listed or proposed to be listed under the provisions of the ESA or result in the destruction or adverse modification of designated or proposed critical habitat.
- H. The Wilderness Act, as amended (16 U.S.C. 1131 et seq.), authorizes the President to make recommendations to the Congress for federal lands to be set aside for preservation as wilderness and provides for specific requirements for the management of congressionally designated wilderness areas.
- I. The Alaska National Interest Lands Conservation Act (16 U.S.C. 3101 et seq.), provides for the special designation of certain public lands in Alaska and conservation of their fish and wildlife values. It also includes special provisions allowing access for subsistence use and traditional activities.
- J. The Antiquities Act of 1906, as amended (54 U.S.C. 320301 et seq.) protects cultural resources and other objects of historic and scientific interest on federal lands and authorizes the President to designate national monuments on federal lands.
- K. The Archaeological Resources Protection Act of 1979 (Public Law 96-95; 93 Stat. 721; 16 U.S.C. 470) provides for the protection and management of archaeological resources on public and Indian lands, and specifically requires notification of the affected Indian

tribe if archaeological investigations proposed in a permit application would result in harm to or destruction of any location considered by the tribe to have religious or cultural importance. The act directs agencies to consider the American Indian Religious Freedom Act in promulgating uniform regulations.

- L. The National Historic Preservation Act of 1966, as amended (Public Law 89-665; 80 Stat. 915; 54 U.S.C. 300101 et seq.), extends the policy in the Historic Sites Act to preserve objects and sites of national significance to include those sites of state and local as significance as well. The act also expands the National Register of Historic Places, and establishes the Advisory Council on Historic Preservation, State Historic Preservation Officers, Tribal Preservation Officers, and a preservation grants-in-aid program. Section 106 directs all federal agencies to take into account the effects of their undertakings (actions and authorizations) on properties included in or eligible for the National Register of Historic Places. Section 110 sets inventory, nomination, protection, and preservation responsibilities for federally owned cultural properties. Regulations of the Advisory Council on Historic Preservation (36 CFR Part 800) implement section 106 of the act. The 10 western BLM states and Alaska comply with section 106 of the act according to a national programmatic agreement dated February 9, 2012.
- M. The National Trails System Act of 1968, as amended (Public Law 90-543, Public Law 111-11, and 16 U.S.C. 1241-1251), establishes a national system of recreation, scenic, and historic trails and prescribes the methods and standards for adding components to the system.
- N. The Wild and Scenic Rivers Act of 1968, as amended (Public Law 90-542 and 16 U.S.C. 1271-1287), establishes a national system of wild, scenic, and recreational rivers. The act requires preservation of these rivers in their free-flowing condition and protection and enhancement of their outstandingly remarkable values. It also prescribes methods and standards for adding components to the system.
- O. The Land and Water Conservation Fund Act of 1965, as amended (54 U.S.C. 200301 et seq.), establishes a national policy that “present and future generations be assured adequate outdoor recreation resources” and requires “all levels of government and private interests to take prompt and coordinated action . . . to conserve, develop, and utilize such resources for the benefit and enjoyment of the American people.” The act directs the Secretary of the Interior to inventory, evaluate, and classify outdoor recreation facilities and formulate and maintain a nationwide outdoor recreation plan.
- P. The Rehabilitation Act of 1973, as amended (29 U.S.C. 701), states, in section 504, that “no qualified individual with a disability in the United States . . . shall . . . be excluded from the participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving federal financial assistance or . . . conducted by any Executive agency or by the United States Postal Service.” The act also states that no person with a disability can be denied participation in federally funded or assisted



programs, activities, or services just because that person has a disability as long as that person meets the qualifications to participate and that participation does not fundamentally alter the program, activity, or service. Department of the Interior regulations for implementation of this law were issued in 1982 in 43 CFR part 17.

- Q. The Mineral Leasing Act of 1920, as amended (30 U.S.C. 181, et seq.), authorizes the development and conservation of coal, oil, gas, and other leasable mineral resources.
- R. The General Mining Law of 1872, as amended (30 U.S.C. 21 et seq.), allows the location, use, and patenting of mining claims on sites on federal lands.
- S. The Mining and Minerals Policy Act of 1970 (30 U.S.C. 21a), establishes a policy of fostering the orderly development of economically stable mining and minerals industries and studying methods for reclamation and the disposal of waste.
- T. The Taylor Grazing Act of 1934 (43 U.S.C. 315), authorizes the Secretary of the Interior “to establish grazing districts or additions thereto and/or to modify the boundaries thereof, of vacant, unappropriated, and unreserved lands from any part of the public domain . . . which in his opinion are chiefly valuable for grazing and raising forage crops.” The act also provides for the classification of lands for particular uses, establishing rights-of-way for stock-driving.
- U. The Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901), provides that the public rangelands be managed so that they become as productive as feasible in accordance with management objectives and the land use planning process established pursuant to 43 U.S.C. 1712.
- V. The Wild Free-Roaming Horses and Burros Act, as amended, 16 U.S.C. 1331-1340, requires wild horses and burros are protected and managed as components of the public lands, and managed in a manner designed to achieve and maintain a thriving natural ecological balance on the public lands.
- W. Executive Orders 11644, Use of Off-Road Vehicles on the Public Lands (1972), and 11989, Off-Road Vehicles on Public Lands (1977), establish policies and procedures to ensure the control of off-road vehicle use to protect public lands.
- X. Executive Order 13007, Indian Sacred Sites (1996), requires federal agencies, to the extent practicable, permitted by law, and not clearly inconsistent with essential agency functions, to:
1. Accommodate access to and ceremonial use of Indian sacred sites by Indian religious practitioners; and
  2. Avoid adversely affecting the physical integrity of such sacred sites.

3. Implement or propose procedures to facilitate consultation with appropriate Indian tribes
- Y. Executive Order 13084, Consultation and Coordination with Indian Tribal Governments (1998), provides, in part, that each federal agency must establish regular and meaningful consultation and collaboration with Indian tribal governments in developing regulatory practices on federal matters that significantly or uniquely affect their communities.
- Z. Executive Order 13195, Trails for America in the 21st Century (2001), provides, in part, that federal agencies will work cooperatively with tribes, states, local governments, and interested citizen groups to protect, connect, and promote trails of all types throughout the United States.
- AA. Secretarial Order 3206, American Indian Tribal Rights, Federal-Tribal Trust Responsibilities, and the Endangered Species Act (1997), requires Department of the Interior agencies to consult with Indian tribes when agency actions to protect a listed species, as a result of compliance with ESA, affect or may affect Indian lands, tribal trust resources, or the exercise of American Indian tribal rights.
- BB. Secretarial Order 3319, Establishment of a National Water Trails System (2012), allows Department of the Interior agencies through the Secretary to designate water trails as a class of national recreation trails.

#### 1.4 Responsibility

- A. *The Director*, through the various Assistant Directors, is responsible for:
  1. Establishing policy, goals, objectives, and procedures for TTM on public lands and related waters within the framework of public law and Departmental policy.
  2. Providing direction, management, and leadership relating to TTM on public lands and related waters.
  3. Communicating policy and management direction through the issuance and update of manuals, handbooks, and instruction memoranda.
  4. Providing training opportunities for BLM personnel through the National Training Center.
  5. Identifying, addressing, and reconciling interrelationships, policy issues, and conflicts between TTM and other programs.

6. Maintaining a liaison with other government agencies, permittees, concessionaires, user groups, and organizations concerned with TTM on the public lands and related waters.

B. *State Directors* are responsible for:

1. Implementing policy and providing statewide TTM program coordination and guidance for TTM on the public lands and related waters within their respective jurisdictions.
2. Reviewing, evaluating, and ensuring the accomplishment of approved Annual Work Plan items related to coordinating and guiding TTM.
3. Providing program development and technical assistance to field offices to ensure TTM goals and objectives are accomplished.
4. Maintaining a liaison with other government agencies, permittees, concessionaires, user groups, and organizations concerned with TTM in their respective jurisdictions.
5. Maintaining up-to-date geospatial data compatible with BLM corporate data standards for a national ground transportation linear feature dataset(s) and other relevant datasets.
6. Maintaining TTM information in the Recreation Management Information System (RMIS) database.

C. *District/Field Managers* are responsible for:

1. Providing for the appropriate consideration of TTM within the resource management planning and implementation process.
2. Managing, monitoring, evaluating, and ensuring accomplishment of the approved Annual Work Plan items related to coordinating and guiding TTM.
3. Ensuring that individuals responsible for TTM receive appropriate training.
4. Developing, implementing, and monitoring actions related to TTM.
5. Ensuring TTM is an interdisciplinary, collaborative process across all programs.
6. Establishing and maintaining an inventory of travel-related linear features for planning purposes. The inventory must be compatible with the national ground transportation linear features dataset.

7. Managing transportation and travel uses on BLM-administered public lands and related waters by allocating necessary resources to meet the travel and transportation objectives of people engaged in administrative, commercial, agricultural, casual, traditional, and recreational program objectives.
8. Developing, implementing, and monitoring travel and transportation implementation plans.
9. Maintaining the national ground transportation linear features dataset with current decision data relative to the approved travel networks and transportation systems.
10. Maintaining a liaison with local, state, and federal agencies; partner and user groups; other organizations; and members of the public concerned with TTM in the resource area/field office.
11. Consulting with federally recognized tribes.
12. Conducting TTM in conformance with legal requirements and professional standards.

## 1.5 References

### A. General References:

1. 2 U.S.C. 1534 – State, Local, and Tribal Government Input
2. 5 U.S.C. 552 – Public Information; Agency Rules, Opinions, Orders, Records, and Proceedings
3. 16 U.S.C. 1001 et seq. – Watershed Protection and Flood Prevention | Declaration of Policy
4. 16 U.S.C. 1601 et seq. – Forest and Rangeland Renewable Resources Planning | Renewable Resource Assessment
5. Public Law 112-141 (MAP-21), section 1119; 23 U.S.C. 201, 203
6. 42 U.S.C. 4332 – Cooperation of Agencies; Reports; Availability of Information; Recommendations; International and National Coordination of Efforts
7. Departmental Manual 512 DM 2 – Departmental Responsibilities for Indian Trust Resources
8. Departmental Manual 516 DM – National Environmental Policy Act of 1969

9. BLM Manual 1601 – Land Use Planning
10. BLM Manual 2930 – Recreation Permits and Fees
11. BLM Manual 3600 – Mineral Materials Disposal
12. BLM Manual 3800 – Mining Claims Under the General Mining Laws
13. BLM Manual 4180 – Land Health
14. BLM Manual 5000 – Forest Management (Forest Domain)
15. BLM Manual 6100 – National Landscape Conservation System Management Manual
16. BLM Manual 6220 – National Monuments, National Conservation Areas, and Similar Designations
17. BLM Manual 6250 – National Scenic and Historic Trail Administration
18. BLM Manual 6280 – Management of National Scenic and Historic Trails and Trails Under Study or Recommended as Suitable for Congressional Designation
19. BLM Manual 6320 – Considering Lands with Wilderness Characteristics in the BLM Land Use Planning Process
20. BLM Manual 6330 – Management of Wilderness Study Areas
21. BLM Manual 6340 – Management of Designated Wilderness Areas
22. BLM Manual 6400 – Wild and Scenic Rivers – Policy and Program Direction for Identification, Evaluation, Planning, and Management
23. BLM Manual 6840 – Special Status Species Management
24. BLM Manual 8110 – Identifying and Evaluating Cultural Resources
25. BLM Manual 8120 – Tribal Consultation Under Cultural Resource Authorities
26. BLM Manual 8130 – Planning for Uses of Cultural Resources
27. BLM Manual 8140 – Protecting Cultural Resources
28. BLM Manual 8270 – Paleontological Resource Management

29. BLM Manual 8300 – Recreation Management
30. BLM Manual 8353 – Trail Management Areas – Secretarially Designated National Recreation, Water, and Connecting and Side Trails
31. BLM Manual 9011 – Chemical Pest Control
32. BLM Manual 9100 – Engineering
33. BLM Manual 9112 – Bridges and Major Culverts
34. BLM Manual 9113 – Roads
35. BLM Manual 9114 – Trails
36. BLM Manual 9115 – Primitive Roads Manual
37. BLM Manual 9130 – Sign Manual
38. BLM Handbook H-1601-1 – Land Use Planning Handbook
39. BLM Handbook H-1790-1 – National Environmental Policy Act
40. BLM Handbook H-2930-1 – Recreation Permit and Fee Administration
41. BLM Handbook H-4180-1 – Rangeland Health Standards
42. BLM Handbook H-8120-1 – General Procedural Guidance for Native American Consultation
43. BLM Handbook H-8270-1 – General Procedural Guidance For Paleontological Resource Management
44. BLM Handbook H-8410-1 – Visual Resources Inventory
45. BLM Handbook H-9112-1 – Bridge Design, Construction, and Maintenance
46. BLM Handbook H-9112-2 – Bridge Protocols
47. BLM Handbook H-9112-3 – Bridge Inspection Report
48. BLM Handbook H-9112-4 – Major Culvert Inspection Protocols
49. BLM Handbook H-9112-5 – Major Culvert Inspection Form

50. BLM Handbook H-9113-1 – Road Design Handbook
51. BLM Handbook H-9113-2 – Roads National Inventory and Condition Assessment Guidance and Instructions
52. BLM Handbook H-9114-1 – Trails
53. BLM Handbook H-9115-1 – Primitive Roads Design Handbook
54. BLM Handbook H-9115-2 – Primitive Roads Inventory and Condition Assessment Guidance and Instructions Handbook
55. BLM Handbook H-9211-1 – Fire Management Activity Planning
56. BLM Handbook H-9214-1 – Prescribed Fire Management
57. Executive Order 12088 – Federal Compliance with Pollution Control Standards
58. 36 CFR 800 – Protection of Historic and Cultural Properties
59. 40 CFR 1500 – Council on Environmental Quality | Purpose, Policy and Mandate
60. 43 CFR 4 – Department Hearings and Appeals Procedures
61. 43 CFR 1600 – Planning, Programming, Budgeting
62. 43 CFR 2200 – Exchanges: General Procedures
63. 43 CFR 2300 – Land Withdrawals
64. 43 CFR 2400 – Land Classification
65. 43 CFR 2520 – Desert-Land Entries
66. 43 CFR 2610 – Carey Act Grants
67. 43 CFR 2620 – State Grants
68. 43 CFR 2710 – Sales: Federal Land Policy and Management Act
69. 43 CFR 2740 – Recreation and Public Purposes Act
70. 43 CFR 2800 – Rights-of-Way Under the Federal Land Policy and Management Act

- 71. 43 CFR 2910 – Leases
- 72. 43 CFR 2920 – Leases, Permits, and Easements
- 73. 43 CFR 3100 – Oil and Gas Leasing
- 74. 43 CFR 3160 – Onshore Oil and Gas Operations
- 75. 43 CFR 3420 – Competitive Leasing
- 76. 43 CFR 3461 – Federal Lands Review: Unsuitability For Mining
- 77. 43 CFR 3809 – Surface Management
- 78. 43 CFR 4100 – Grazing Administration – Exclusive of Alaska
- 79. 43 CFR 4180 – Fundamentals of Rangeland Health and Standards and Guidelines for Grazing Administration
- 80. 43 CFR 4740 – Protection, Management, and Control of Wild Free-Roaming Horses and Burros | Motor Vehicles and Aircraft
- 81. 43 CFR 5003 – Effect of Decisions | Administrative Remedies
- 82. 43 CFR 6300 – Management of Designated Wilderness Areas
- 83. 43 CFR 8340 – Off-Road Vehicles
- 84. 43 CFR 8342 – Designation of Areas and Trails
- 85. 43 CFR 8350 – Management Areas
- 86. 43 CFR 8364 – Visitor Services | Closure and Restrictions
- 87. 43 CFR 8365 – Visitor Services | Rules of Conduct
- 88. 50 CFR 402 – Interagency Cooperation—Endangered Species Act of 1973, As Amended

B. BLM Strategic Plans/Technical References

- 1. National Management Strategy for Motorized Off-Highway Vehicle Use on Public Lands (January 2001).
- 2. National Mountain Bicycling Strategic Action Plan (November 2002).



3. National Scenic and Historic Trails Strategy and Work Plan, 2006.
4. The BLM's Priorities for Recreation and Visitor Services (Purple Book) (May 2003).
5. A Unified Strategy to Implement "BLM's Priorities for Recreation and Visitor Services" Workplan (Purple Book) (January 2007).
6. Planning and Conducting Route Inventories (BLM Technical Reference 9113-1).
7. Roads and Trails Terminology (BLM Technical Note 422).
8. BLM Recreation Strategy – Connecting with Communities 2014–2019.
9. Surface Operating Standards and Guidelines for Oil and Gas Exploration and Development (Gold Book) (revised 2007).
10. Federal Trail Data Standards – Federal Geographic Data Committee (2009).
11. Ground Transportation Linear Features, Data Standard Report, Version 2.0 (October 22, 2014).

## 1.6 Policy

TTM is a comprehensive approach to planning, on-the-ground management, and administration of travel networks and transportation systems, which include areas, roads, primitive roads, trails, rivers, and other managed travel routes.

TTM's comprehensive approach is driven by the need to provide access to and across public lands for a wide variety of users (including authorized, administrative, commercial, recreational, traditional, and other travel purposes), while also addressing the equally wide variety of uses, including all forms of motorized, non-motorized, mechanized, and non-mechanized travel.

The comprehensive nature of TTM extends to all elements of the travel network and transportation systems, addressing components such as signage, education and interpretation, law enforcement, easement acquisition, issuance of rights-of-way, inventory, monitoring, and any other necessary measures for management.

TTM is not a stand-alone resource or program, but an essential tool to aid in achieving goals, objectives, and management actions for other resources and resource uses (i.e., the BLM's goal is not to expand or contract travel networks and transportation systems but to manage travel networks and transportation systems for the benefit of the people and the resources it serves).

TTM is a dynamic process. It begins with a travel management plan (TMP) that includes elements of inventory, route designation, transportation system planning, and implementation decisions. However, once this plan is complete, the BLM may continually modify these TTM decisions through monitoring, adaptive feedback, and the routine business of the agency.

#### 1.7 File and Records Maintenance

The decision making process associated with TTM must be thoroughly documented in the administrative record. Particular attention must be paid to documentation of how the designation criteria in 43 CFR 8342.1 were considered in making off-highway-vehicle (OHV) area and individual road, primitive road, and trail designation decisions. The BLM must record decisions for each route and produce a route report that includes analysis per the requirement in 43 CFR 8342.1. Documentation composed solely of a spreadsheet or geodatabase is insufficient; however, route reports can be automatically produced from these datasets so long as the reports include analyses and conclusions.

The GTLF dataset is currently the national ground transportation linear features dataset standard. GTLF captures all information related to the BLM's travel networks and transportation systems and portrays them on all interactive maps and other geospatial analyses. The BLM will update this dataset frequently to reflect both inventory and decision data. The BLM National Operations Center is responsible for the management of this data at a national level, with each state holding responsibility for their statewide data.

## Chapter 2 - Travel and Transportation Management Planning

TTM planning provides the foundation for the identification of the travel network and the administration of the BLM's transportation systems. TTM planning involves decisions at two distinct levels: at the land use planning stage in association with a resource management plan (RMP) and at the implementation level within a TMP or other implementation-level decision document. However, both levels of decision are guided by the following principles and considerations:

### 2.1 Interdisciplinary

Travel and Transportation Management requires an interdisciplinary set of decisions, involving team members who will assess travel and transportation requirements and impacts relative to the management and protection of public lands resources and values. The TTM planning processes should consider and address resources, resource use and protection, and access needs. The TTM decision-making process should examine the impacts of TTM on other resources and resource uses, while also identifying the relationship between resources and resource uses that result in the travel network and transportation systems.

### 2.2 Collaborative

Travel networks do not occur in isolation and rarely are solely on BLM-administered public lands. As such, all TTM planning should be collaborative, engaging other transportation system administrators and neighboring land managers and owners. The BLM will consider tribal and public input, including BLM Resource Advisory Councils and cooperating agencies such as state/local fish, wildlife, forestry, parks, and transportation departments, and state historic preservation offices. Formal planning partnerships are encouraged. All planning, however, will incorporate elements of agency coordination and public involvement relative to the landscape, use, and complexity of the issues.

### 2.3 Comprehensive

TTM is inclusive of all modes of transport and types of travel network user. Planning should, therefore, address motorized use, non-motorized, and non-mechanical types of travel, including travel occurring over the snow where appropriate. To be fully comprehensive, TTM planning must also address all potential travel network users (authorized, administrative, and public). Where appropriate, access to water and water based travel may be considered.

### Chapter 3 - Land Use Plan Decisions and Considerations

The BLM must incorporate TTM into the development of all new and revised RMPs to address access needs with regard to resource management and resource use goals and objectives. Generally an RMP only includes land use planning decisions for TTM; the development of implementation-level TTM decisions concurrently with the development of the RMP is not a viable planning approach (see section 3.6 for details on exceptions).

#### 3.1 Designation of Off-Highway Vehicle Management Areas

All BLM-administered public lands are required to have an OHV area designation. These decisions are required to be made during the land use planning process pursuant to the regulations found in 43 CFR part 1600 and 43 CFR 8342.1.

OHV area designations are established only for the management of OHVs and do not by themselves regulate those motorized vehicles and users exempt from the OHV definition in 43 CFR 8340.0-5(a) and non-motorized modes of travel.

The BLM must designate areas as open areas, limited areas, or closed areas to OHV use. Open, limited, and closed areas are defined in 43 CFR 8340.0-5(f), (g), and (h), respectively. Criteria for designating open, limited, and closed areas are identified in 43 CFR 8342.1(a-d).

The decision-making process used to designate OHV areas must be thoroughly documented in the administrative record, summarized and analyzed in the NEPA document supporting the designation decisions. The BLM must specifically document how it considered and applied the designation criteria in 43 CFR 8342.1 in making OHV area designation decisions (see Section 3.3).

Existing laws, proclamations, regulations, or executive orders may limit the use of some area designations or impose additional requirements relating to TTM. Furthermore, the BLM must pay special attention to OHV area designations that overlap other management areas, such as wilderness study areas or lands managed for wilderness characteristics. In such cases, OHV area designations must comply with the relevant law, regulation, or policy (e.g., BLM Manual 6330 for wilderness study areas or BLM Manual 6280 for congressionally designated trails).

The RMP must include a map of OHV area designations.

- A. **OHV Open Areas.** Due to the increasing popularity of OHV activities, technological advances in OHVs themselves, and changes in the intensity of management for other public lands resources, the designation or retention of large areas open to unregulated cross-country OHV travel is not a viable landscape-wide management strategy.

Open areas should, therefore, be designated to aid in the achievement of a specific recreational goal or objective. They will be limited to a size that can be effectively

managed and geographically identifiable to offer a quality OHV opportunity for participants. The BLM should not designate expansive open areas without a corresponding, and identified, BLM purpose supporting a user need or demand. The open area designation must address the designation criteria (43 CFR 8342.1) and the goals and objectives identified in the RMP (see 3.3).

- B. OHV Limited Areas.** An OHV limited area is governed by one or more defined limitations. A limitation is a restriction at certain times, in certain areas, and/or to certain vehicular uses or users. These restrictions may be of any type but generally fall within the following categories or combination of categories: numbers of vehicles, types of vehicles, time or season of vehicle use, permitted or licensed use only, use on existing roads and trails, or use on designated roads and trails. While the designation of an area to the OHV limited allocation is a land use planning decision, the specific limitations applicable to the area are considered implementation-level decisions.

The standard limitation will be “limited to designated routes” (i.e., restricted by implementation-level decisions to the use of specific roads, primitive roads, trails, and other identified routes). If no route-specific decisions exist at the time the RMP decisions are made, the designation of an “OHV Limited Area” will limit all OHV use to the same manner and degree occurring at the time of the designation in the RMP. The “OHV Limited Area” designation will prohibit any new surface disturbance, such as cross-country travel, unless subsequently authorized through another implementation-level decision. After the RMP decision has been issued, the field office will need to determine the specific type of limitations that will apply to the areas with OHV ‘limited’ area designations. This is done, in most cases, as part of the development of a travel management plan (TMP) which is set of implementation-level decision (see Chapter 4). For additional information on the implementation of OHV limited area limitations see section 4.2.

- C. OHV Closed Areas.** OHV use is prohibited in a closed area. Areas should be designated closed when limitations on OHV use will not suffice to protect resources, promote visitor safety, or reduce use conflicts. Access in these areas by means other than OHVs, including those motorized vehicles and users excluded from the definition of an OHV (43 CFR 8340.0-5(a)), mechanized vehicles, and non-mechanized use is still permitted. Closure to non-OHVs requires management outside of the 43 CFR 8340 regulation and may require creation of supplementary rules (see 43 CFR 8365.1-6), establishment of closures or restrictions (4 CFR 8364.1), or the addition of stipulations to new authorizations to govern the authorized use of vehicles.

Except as otherwise provided by law or regulation, Congressionally designated wilderness, certain other congressional designations, and some areas established by Presidential proclamation are statutorily closed to motorized and mechanized use. Refer to the appropriate law, regulation, proclamation, or policy for guidance on how to address any exceptions to closures.

### 3.2 Newly Acquired Lands Off-Highway Vehicle Management

To provide OHV management for acquired properties, all RMPs should contain language guiding the management of these areas until an RMP amendment or revision fully addresses them. An example of the language that the RMP could use is as follows:

“Any land acquired by the BLM over the life of the resource management plan will be managed similarly to the existing OHV area designations of adjoining BLM lands or as stated, or implied, in the transfer. Where clarification is absent, the BLM will manage acquired lands under the OHV limited area designation. The type of limitation will be set by implementation-level decisions; until these decisions are made, use may continue in the same manner and degree consistent with the purposes for which the acquisition was made.”

### 3.3 Identification of Evaluation Criteria

All RMPs must contain a list of the criteria used to evaluate area designations and a preliminary set of those criteria that will be used to evaluate individual transportation linear features. The evaluation criteria themselves do not direct a specific decision but instead establish information on the resources with which a route interfaces for consideration in the decision-making process. This information allows for the identification and development of opportunities and techniques to minimize adverse impacts by limiting the degree or magnitude of the action and its implementation, thus aiding the BLM in making informed science and resource based decisions on the future management of OHV areas and individual routes.

The evaluation criteria, at a minimum, must include the respective key elements of the designation criteria in 43 CFR 8342.1(a-d) relative to the resource goals and objectives identified in the RMP (e.g., a resource objective to protect highly erodible soils would be matched to an evaluation criterion relating the presence of a route to the soil type on which it occurs).

Designation Criteria (43 CFR 8342.1) for Land Use Planning Decisions. The designation criteria require that the BLM base all OHV area designations on the protection of resources, the promotion of safety of all public lands users, and the minimization of conflicts among various uses of the public lands. Additional criteria (43 CFR 8342.1(a-d)) govern the location of areas based on minimizing damage to resources, harassment or disruption of fish and wildlife habitats, conflicts between OHV use and other recreational uses, and impairment of wilderness values.

In demonstrating compliance with 43 CFR 8342.1, RMPs should focus on the resources of concern as proxies for the general resources described in the designation criteria (e.g., minimizing damage to vegetation should not focus on all plant communities, but those that the RMP has identified in its goals and objectives as priorities). As such, the RMP should clearly state the rationale for choosing a resource for inclusion in the discussion of the designation criteria. This rationale is critical to making the connection between RMP goals and objectives and satisfying compliance with the 43 CFR 8342.1 regulations.

It may be necessary to supplement the 43 CFR 8342.1 designation criteria with additional standards or conditions representative of resource use goals and objectives (e.g., a resource goal or objective addressing potential conflict between OHVs and mineral development is not specifically identified in the designation criteria listed in the regulation, but may be an appropriate consideration by which to evaluate OHV areas and specific transportation linear features).

The evaluation criteria are not an RMP-level decision but a snapshot of the considerations used in the TTM decision-making process. The BLM should review and modify the criteria based on new information or analytical methods prior to engaging in a TMP or other TTM decision and as needed throughout the life of the RMP. This review will ensure decisions concerning the travel networks and transportation systems are accurately reflecting the intent of the RMP's goals and objectives.

### 3.4 Travel Management Areas

Identification of travel management areas (TMAs) is an administrative planning tool used to provide a strategic approach to inventory, planning, management, monitoring, and administration of the travel network, transportation system, and OHV use on public lands. They are not an OHV area designation decision (Section 3.1). They may identify where unique travel management circumstances require a particular focus, where specific management prescriptions apply, or the need for additional analysis. TMAs can be used to separate areas with a different travel management focus from the larger planning area for a specific reason, such as the area's complexity or level of controversy, the need for a higher level of public involvement, consideration of special resource characteristics, or manageability of the area. The BLM should identify TMAs with supporting rationale to maximize their function and ensure continuity.

Field Offices/Districts should at a minimum, identify one TMA for their planning area(s) (inclusive of the entire planning area). A TMA's boundary maybe altered as needed to reflect changes in priority, additional available resources, or any other change in circumstance. The rationale for the creation and or modification of TMA boundaries should however be documented for reference in future planning and decision-making efforts and for general management and monitoring files. Under certain circumstances a TMA's boundary may become directly tied to a planning effort if a decision from that effort is linked to the TMA boundary (e.g., a land use planning-level decision to close a TMA to a specific use would fix the boundary of the TMA). In these cases, new formal decisions would be needed to modify the TMA boundary.

### 3.5 Inventory Map

The RMP should publish, as part of the affected environment, a map (or publicly useable map data) representing the known inventory of transportation linear features (routes) occurring on BLM-administered public lands. If this is not feasible, at a minimum, the RMP should describe a process and schedule to acquire the information necessary to establish a baseline transportation linear feature inventory for use in the TTM planning process. This inventory data should also include information regarding existing route authorizations or travel management decisions.

In the affected environment section of the NEPA document accompanying the proposed RMP and on the inventory map itself, or in association with the map data, a statement must be made noting that the inventory is used as a baseline for planning and monitoring purposes and does not represent any new decisions concerning the BLM's travel network or transportation systems.

### 3.6 Route-Specific Travel Management Decisions

Route-specific decisions are implementation-level decisions. Due to the complex nature, potential for controversy, sizable datasets, and sometimes incomplete data available, these site-specific decisions should not be combined with, or included in, land use planning-level documents, except: if specifically directed through proclamation, legislation, executive order, or secretarial order (i.e., non-discretionary); or with approval from the state director(s) responsible for the plan and with concurrence from the Assistant Director, Resources and Planning.

The discretionary approval of the inclusion of route-specific implementation-level decisions within an RMP is contingent on a well thought-out and documented approach to TTM planning. The BLM must document written approval to complete route-specific, implementation-level decisions within an RMP in the preplan and include it in the administrative record. This approval may be granted to complete all TTM planning or merely a subset of the decisions needed.

In the above circumstances where route-specific implementation-level decisions are included in an RMP, the BLM must clearly separate route-specific and any other TTM implementation-level decisions from the land use planning decisions and the various public processes (protest versus appeal) associated with each type of decision described.

### 3.7 Resource Management Plan Implementation Strategy

An RMP implementation strategy is recommended to effectively implement a land use plan. This strategy should address the prioritization and estimated schedule for completing all implementation-level TTM planning, including the identification of incomplete tasks and the gathering of data needed before this work can begin.



## Chapter 4 - Travel Management Plans

TMPs are the primary implementation-level decision documents laying out the management of BLM's travel network and transportation systems. All decisions made in TMPs are implementation-level decisions and should be tied to the goals, objectives, and management actions contained within the RMP.

A TMP may be a standalone document or embedded within another type of activity-level plan (e.g., a TMP combined with a recreation area management plan). Also, a TMP may cover the entire planning area, just one TMA, a group of TMAs, or any other management delineation (e.g., an area of critical environmental concern) as outlined by the RMP implementation strategy, or as identified during preparation of the planning evaluation for the TMP. However the TMP is structured, it must, at a minimum, contain the components that follow.

### 4.1 Evaluation Criteria

The TMP must identify the evaluation criteria (see 3.3) used in the review, analysis, and decision making process for individual transportation linear features and the limitations applied in lands allocated as OHV Limited areas. The evaluation criteria must be tied to the goals and objectives identified in the RMP and used for the designation of OHV areas. If the RMP does not address evaluation criteria, or the criteria require updating, they should be developed based on the resource and resource use goals, objectives, and management actions contained within the RMP. The evaluation criteria must, at a minimum, include the elements required by the designation criteria in 43 CFR 8342.1(a-d).

Designation Criteria (43 CFR 8342.1) for Implementation Decisions. As with land use planning decisions the implementation-level decisions associated with designating routes or applying some other OHV limitation must comply with 43 CFR 8342.1. The BLM must demonstrate this compliance by clearly linking RMP goals and objectives to the appropriate elements of the designation criteria and describing measures taken to minimize damage, harassment, disruption, and conflict with various resources. The minimization of these impacts means to limit the degree or magnitude of the action and its implementation (40 CFR 1508.20(b) – CEQ Regulations for Implementing the Procedural Provisions of the National Environmental Policy Act). For example, an RMP goal to reduce disturbance of wildlife in critical habitat ties directly to 43 CFR 8342.1(c), which requires harassment of wildlife to be minimized. Explaining how this goal is achieved through, as an example, a reduction in the miles of routes within critical habitat or a reduction in the amount of traffic using those routes, and quantifying the decisions that implement this, serves to describe how minimization has been achieved.

The OHV regulations (43 CFR 8342.1) indicate that routes available to OHV use should be located to minimize damage, harassment, disruption, and conflict with various resources. For existing routes, relocating the route to a new location may create additional impacts. As such, for existing routes exploring alternative opportunities and techniques for minimization of impacts should be considered along with the routes location. For development of new routes the selected

location of the route should be the primary method of minimizing adverse impacts (see Section 5.2).

#### 4.2 Off-Highway Vehicle Limited Area Limitations

There is a clear distinction between the land use planning-level decision to designate lands as OHV limited areas and the implementation of that allocation (i.e., the limitation(s) applied within the area). The type of limitations applied in an OHV limited area is an implementation-level decision. As stated in section 3.1, the standard limitation is “limited to designated routes.” On occasion, it may be necessary to use a specialized or nonstandard limitation or multiple limitations (e.g., when addressing seasonal over-snow use). The planning document supporting these decisions will describe the conditions under which the limitation will apply and the rationale for why the limitation was selected. The limitation must continue to address the designation criteria (43 CFR 8342.1) and the goals and objectives identified in the RMP (see 3.3). As an implementation-level decision, any limitation applied in an OHV limited area may change through a subsequent implementation level decision allowing management to adapt based on resource concerns, changes in resource uses, and new information.

#### 4.3 Route Decisions and Definitions

At a minimum, each TMP will classify transportation linear features as a road, primitive road, trail, primitive route, temporary route, or transportation linear disturbance (i.e., an unauthorized route, route for which the authorization has expired, or route that is no longer needed). The BLM will designate these features as open, limited, or closed to OHV use per 43 CFR 8341.1 and 8342.1. In addition, each TMP may develop its own methods for describing the limitations, restrictions, or allowable uses relative to TTM. The TMP must, however, describe its method (e.g., under what authority the restrictions are established) and define specific terminology used. It is essential that the decision making process be thoroughly documented in the administrative record. Documenting the type of restriction or limitation needed and the rationale for its selection will facilitate the documentation of how impacts were minimized as required by the the designation criteria in 43 CFR 8342.1.

#### 4.4 Primary Route Objective

The BLM shall give each route a primary management objective as part of the decisions pertaining to that route. The primary route objective is the reason the BLM wishes to manage the route as part of its travel network or transportation systems. This objective documents the management strategy for the route as part of the overall network and allows for differentiation between routes managed primarily for access and connectivity to those providing specific recreational experiences.

#### 4.5 Geographic Information System Data

The BLM will capture and hold travel and transportation linear feature data resulting from a TMP in the national ground transportation linear feature dataset(s), which includes inventory data and decision data. This dataset is a dynamic dataset that the BLM will continuously update after the initial TMP based on new route related decisions. A copy of the ground transportation

linear features data associated with a TMP must be frozen and held separately from the live (i.e. updated most current version) dataset as part of the administrative record.

The BLM must also hold all other geospatial data associated with a TMP as part of the administrative record—as of the date the BLM made it available to the decision-maker. There are many reasons these data sets may change over time. As such, this requirement is to ensure that the exact decisions are retained as the baseline reference for future decisions.

#### 4.6 Planning and Decision Maps

Each TMP will include planning maps or publicly available map data displaying the inventory available to decision-makers and the alternative decisions presented in the TMP. The decision record must contain the decision map or map data identifying the final decisions on the travel network. These planning and decision maps or map data will include information noting the date of inventory completion, the date of decisions, and stating that the data is subject to change based on monitoring, adaptive management, and the routine business of the BLM. The decision map or map data must be available both within the TMP and separately from the decision document.

#### 4.7 Engineering Interface

TMPs will describe which transportation linear features will be added as assets in the Facility Asset Management System (FAMS). FAMS is the database of record for all real property infrastructure of the BLM. These features comprise the BLM's transportation system. All routes classified as a road, primitive road, or trail must be included in FAMS.

All routes available for OHV, non-motorized, authorized, or administrative uses, including those that make up the transportation system, constitute the broader travel network and will be captured in the geographic information system data and maps associated with the TMP. The inclusion of a transportation linear feature in FAMS is not a decision—inclusion in FAMS is a management tool to aid in the implementation of route-related decisions such as administration, maintenance, emergency repair, etc.

In addition, each TMP will categorize each road as a collector road, local road, or resource road based on the functional classification definitions in BLM Manual Section 9113.

The Federal Lands Transportation Program (FLTP) was established by Congress in 2012 and is administered by the Federal Highway Administration to improve the transportation infrastructure of the various federal land management agencies including the BLM. Roads and trails identified for inclusion in the FLTP are intended to be among the most important routes managed by the BLM that support high-use recreation sites and Federal economic generators. The TMP will identify which of the roads and trails in the transportation system are of the highest value and meet the criteria of the Federal Lands Transportation Program (Public Law 112-141 (MAP-21), section 1119; 23 U.S.C. 201, 203). Engineering and recreation staff should assist the decision-maker in determining which, if any of the routes in the planning area meet the criteria of the FLTP and should be nominated for inclusion in the program.

#### 4.8 Needed Authorizations

The TMP and any subsequent route related decisions will also determine whether a route requires any authorizations, such as any clearances or easements needed by the BLM, or rights-of-way issued by the BLM. TMPs should include lists of the needed authorizations and rationale to help guide future decisions and funding.

#### 4.9 Signing and Outreach Components

TMPs will include a component that addresses signage and outreach. This component should identify best management practices for signing and considerations in publishing maps and disseminating other information. In some cases, multiple TMPs may incorporate by reference the signing and outreach component of an existing field office, district or statewide TTM implementation strategy.

#### 4.10 Monitoring and Enforcement Components

TMPs will include protocols for monitoring and enforcement on the BLM's travel networks and transportation systems. Monitoring may include specific routes based on route designation decisions or regional monitoring based on resources at risk over a large area. Monitoring should be associated with the evaluation criteria used in the decision making process

#### 4.11 Decommissioning and Reclamation Component

Transportation linear features that are not part of the defined travel network or transportation system are transportation linear disturbances. These features usually consist of unauthorized routes or routes that are no longer needed. TMPs must include the process for decommissioning routes that may include site-specific reclamation actions, natural revegetation, or a toolset to complete reclamation should opportunities arise. Reclamation actions must be consistent with the goals and objectives for the area in which they occur. Linear features identified as transportation linear disturbances will remain in the national geospatial dataset until reclamation and subsequent monitoring is complete or all on-the-ground indications of the route have vanished. After that, the BLM will remove these features from the national ground transportation linear feature dataset(s), but store them in a secondary local dataset of decommissioned and reclaimed routes.

#### 4.12 Provisions and Process for Travel and Transportation Management

TMPs should address future TTM guidelines, including methods to address TTM-related decisions in the routine business of the agency (e.g., how the BLM considers route designations in new road rights-of-way applications). Specifically, desired public or permitted uses for new routes should be considered, addressed and evaluated in conformance with the OHV regulations (43 CFR 8340). These routes should support the goals and objectives in the RMP.

Authorizing or permitting the development of a new transportation linear feature does not, in and of itself, constitute a complete route designation. If a route is to be available for OHV use, then the BLM must make a separate OHV designation as part of the authorization process. In

addition, the BLM should add primary route objectives, direction for managing and maintaining new routes, associated geographic information system data, and engineering best management practices, to these decisions.

#### 4.13 Prioritization for Implementation

TMPs should include an initial prioritization of the execution of the plan (e.g., where sign installation will start, which routes will be reclaimed first, etc.).

## **Chapter 5 - Travel and Transportation Management after Travel Management Plan Completion**

TTM is a dynamic process. Upon completion of a TMP, the BLM should keep information and data concerning the travel network and transportation systems up to date, as staffing, budget and priorities allow. The BLM may modify the travel network and transportation systems through monitoring and adaptive management protocols or by specific BLM actions and authorizations. It is critical that the BLM continue TTM after completion of the initial TMP as a routine part of land management.

### 5.1 Authorized and Permitted Motorized Uses

Authorizations or permits that include motorized vehicle activities must address the use of motorized vehicles as part of the authorization or permit. The BLM should address preexisting activities in renewals or modifications or upon agreement with the authorized entity.

Authorized motorized vehicle activities will normally require NEPA compliance and must be in conformance with the RMP goals and objectives. Furthermore, management of these uses should follow direction provided in the TMP for such uses (i.e., authorized and permitted uses may include use stipulations, terms and conditions, or other limitations identified in the TMP). All future travel authorizations should address and specify limitations or management controls including the allowance of OHV use on the route and any mechanisms to control or eliminate such use.

Any motorized vehicle use requiring a BLM authorization or permit is subject to the regulations and policies related to the particular application process and program-specific requirements. Check the program-specific guidance for details related to specific program authorizations.

### 5.2 New Routes

Development of new routes will be permitted only in the manner that is consistent with the planning guidance provided by the relevant RMP and TMP. New routes should be evaluated, designated, and analyzed in coordination with the NEPA process. The planning, design, and engineering for new routes should take into consideration the evaluation criteria to the maximum extent practicable in light of the authorization being reviewed and how OHV use will be managed on the route. For example, a route authorized for access to a renewable energy development should be analyzed through the NEPA analysis associated with the energy project and a specific decision made on OHV use on the route or any controls placed to ensure OHV use does not occur. If OHV use is not specifically eliminated from the route, the evaluation of the route will document how the location of the route was chosen to minimize adverse impacts per 43 CFR 8342.1.

### 5.3 Ground Transportation Linear Feature Geospatial Data

The BLM will use a national ground transportation linear feature dataset(s), to store all inventory and decision data concerning the BLM's transportation systems and travel networks. It will periodically review inventory data to address changing on-the-ground conditions. The BLM will update decision data as new decisions are made, overwriting previous decisions if appropriate. The BLM state offices will regularly maintain the data and synchronize it with the national dataset to keep it up to date.

#### 5.4 Travel Management Plan Component Review

The BLM should review each component of the TMP periodically for relevance and effectiveness and should document how the TTM implementation is progressing. These periodic progress reports should note when an action item has not yet been accomplished as well as any changes or modifications in prioritization that BLM management or resources deem necessary. Changes or modifications of the implementation of a TMP should be documented through maintenance of the plan, plan updates, or separate actions (e.g., rewriting of a specific plan component), which may or may not require new NEPA analysis.

#### 5.5 Plan and Implementation Tracking

Field offices will track planning and implementation progress using the travel management module in the Recreation Management Information System (RMIS). States will track statewide progress through long-range transportation plans (see section 6.8) using the BLM state's TTM planning schedule.

## Chapter 6 - Other Travel and Transportation Management Considerations

### 6.1 Accessibility

Under section 504 of the Rehabilitation Act of 1973, no person with a disability can be denied participation in a federal program that is available to other people solely because of their disability. Wheelchair and mobility devices designed solely for use by a mobility-impaired person for locomotion and suitable for use in an indoor pedestrian area, including those devices that are battery-powered, are allowed in all areas open to foot travel. There is no legal requirement to allow people with disabilities to use OHVs on roads, primitive roads, or trails and in areas closed to such use. Restrictions on motor vehicle use applied consistently to everyone are not discriminatory.

### 6.2 Revised Statute 2477 Assertions

Travel management planning is not intended to address the validity of any R.S. 2477 assertions. Unless BLM determines otherwise after consultation with the Office of the Solicitor, all RMPs and TMPs at a minimum should include the following statement with regard to R.S. 2477 assertions:

“A travel management plan is not intended to provide evidence, bearing on, or address the validity of any R.S. 2477 assertions. R.S. 2477 rights are determined through a process that is entirely independent of the BLM's planning process. Consequently, [this RMP/TMP] did not take into consideration R.S. 2477 evidence. The BLM bases travel management planning on purpose and need related to resource uses and associated access to public lands and waters given consideration to the relevant resources. At such time as a decision is made on R.S. 2477 assertions, the BLM will adjust its travel routes accordingly.”

### 6.3 Travel and Transportation Management and Cultural Resource Management

Cultural resources management like other resource management is a critical part of the TTM processes. The BLM must address cultural resources in consultation with state historic preservation officers and under various state-specific protocol agreements, if applicable. The cultural resource inventory strategy required to make TTM decisions should be commensurate to the identified risk to resources. This risk should be based on the known presence of historic properties or on the potential/likelihood for historic properties to occur in a given area based on professional knowledge, judgment, and feedback received during the planning and consultation processes.



#### 6.4 Closures and Restrictions

Under certain circumstances to protect public health and safety or prevent unnecessary or undue resource degradation due to unforeseen circumstances closures and restrictions may need to be implemented. The authority for implementing such closures and restrictions stems from FLPMA Sec. 302, which requires the Secretary through regulation or otherwise, to take action to prevent unnecessary or undue degradation of the lands.

The two principal regulations for closures and restrictions relative to TTM are the special rules (43 CFR 8341.2) provided for OHV management and the closures and restrictions (43 CFR 8364.1) for visitor services.

- A. The special rules (43 CFR 8341.2) relate specifically to the closure of public lands to OHVs (all or just a subset of vehicles) based on considerable adverse effects upon soil, vegetation, wildlife, wildlife habitat, cultural resources, historical resources, threatened or endangered species, wilderness suitability, other authorized uses, or other resources. The regulation makes it mandatory, if the authorized officer determines that OHVs are, or will, cause considerable adverse effects, that the affected public lands are closed, without a public participation process, until the adverse effects are eliminated and measures implemented to prevent reoccurrence. Use of this authority requires compliance with NEPA through completion of the appropriate level of analysis, or through some other valid means of compliance (for example through use of an appropriate categorical exclusion).

RMPs and TMPs should include the following language and reference to this regulation as part of the discussion of the management of OHVs and include consideration of the authority granted by this regulation in the analysis of impacts resulting from OHV use.

“Where off-highway vehicles are causing or will cause considerable adverse effects upon soil, vegetation, wildlife, wildlife *and fisheries* habitat, cultural resources, historical resources, threatened or endangered species, wilderness suitability, other authorized uses, or other resources, the affected areas will be immediately closed to the type(s) of vehicle causing the adverse effect until the adverse effects are eliminated and measures are implemented to prevent their recurrence. (43 CFR 8341.2)”

- B. The closures and restrictions (43 CFR 8364) relate to the ability of the authorized officer to close or restrict a specific use, or uses, of the public lands for the protection of persons, property and resources. Unlike the special rules found in 43 CFR 8341.2, these closures and restriction orders can apply to any mode-of-transport, or activity, but do require a more formal notification process, including Federal Register publication of the closure or restriction order. The use of this authority is limited to two years by policy, but extensions are available on a case-by-case basis. NEPA compliance is required for use of this authority as well.

## 6.5 Travel and Transportation Management within Presidential and Congressional Designations or Similar Allocations

The BLM must complete TTM decisions for all Presidential and congressional designations or similar allocations in accordance with the designation/proclamation. These include national recreation areas; all National Conservation Lands, such as national monuments, national conservation areas, and other similar designations; designated wilderness areas; wilderness study areas; wild and scenic rivers; national scenic or historic trails; and the California Desert Conservation Area. Within these designations, all TTM decisions and planning must reference, incorporate, and be completed in accordance with the establishing statute or Presidential proclamation. Additional guidance for TTM decision making and planning within Presidential and congressional designations is available in the following manuals:

- A. BLM Manual 6100 – National Landscape Conservation System.
- B. BLM Manual 6220 – National Monuments, National Conservation Areas, and Similar Designations.
- C. BLM Manual 6280 – National Scenic and Historic Trails and Trails under Study or Recommended as Suitable for Congressional Designation. For trails administered by the BLM as delegated by the Secretary of the Interior, see BLM Manual 6250 – National Scenic and Historic Trail Administration for direction regarding statutorily required comprehensive plans.
- D. BLM Manual 6400 – Wild and Scenic Rivers—Policy and Program Direction for Identification, Evaluation, Planning, and Management includes direction for rivers identified in the RMP as eligible or suitable for congressional designation. Route designations for river areas determined eligible or suitable for potential inclusion into the National Wild and Scenic Rivers System, or authorized by Congress for study for potential inclusion must be consistent with the Wild and Scenic Rivers Act and direction in BLM Manual 6400.
- E. BLM Manual 6330 – Management of Wilderness Study Areas. For wilderness study areas the following apply:
  - 1. In wilderness study areas, the BLM may permit motorized and mechanized use to continue along existing routes identified in the wilderness inventory conducted in support of sections 603 and 202 of FLPMA. In these cases, the BLM delays final route classification until Congress takes action or the final land use plan decision is to close those routes to motorized and mechanized use. The BLM will not designate primitive roads and motorized/mechanized trails within Wilderness Study Areas (WSA) and will not classify them as assets. The BLM will identify any motorized/mechanized Transportation linear feature located within these areas in a transportation inventory as a motorized/mechanized “primitive route” (see Glossary of Terms).

2. Primitive routes will not become part of the transportation system, classified as a transportation asset, or entered into the FAMS unless they meet one of the following conditions: the BLM designates the routes as non-motorized and non-mechanized trails or Congress releases the WSA from wilderness consideration and the BLM designates the routes.
- F. BLM Manual 6320 – Management of lands with wilderness characteristics, the following apply:
1. In lands managed for wilderness characteristics, the BLM will not designate primitive roads and motorized/mechanized trails and will not classify them as assets within lands managed for wilderness characteristics protection in land use plans. Any motorized/mechanized Transportation linear feature located within these areas will be identified in a transportation inventory as a motorized/mechanized “primitive route” (see Ch. 7 – Travel and Transportation Management Definitions) unless a land use plan decision is made to close those routes to motorized/mechanized use. Primitive routes will not be made a part of the transportation system, classified as a transportation asset, or entered into FAMS unless they meet one of the following conditions: the BLM designates routes as non-motorized and non-mechanized trails or, under an RMP decision, the wilderness characteristics will no longer be protected and the BLM designates the routes.

## 6.6 Secretarial and Administrative Route Designations

The BLM must address management of existing and proposed scenic or backcountry byways, national recreation trails and side and connecting trails (BLM Manual 8353), national historic landmarks, and other similar designations in RMPs. These administrative designations should be consistent with the goals and objectives for the planning area.

## 6.7 Water and Air Travel

RMPs should address access across BLM-managed lands to federal and state-owned waters and for aircraft landings on land and water. Recreational backcountry airstrips can be an integral part of a balanced and efficient transportation system. Backcountry airstrip designations need to be consistent with the goals and objectives for the planning area and applicable Federal Aviation Administration regulations.

## 6.8 Regional Long-Range Transportation Plans

Each BLM state office will prepare and maintain a regional long-range transportation plan. This plan is a component of the Federal Lands Transportation Planning Program and is a vision statement that reflects the application of national programmatic transportation goals to planning and project prioritization at the BLM state office level. It documents how each BLM state intends to complete, implement, and manage TTM plans in coordination with the applicable Federal Lands Highway division office; other federal land management agencies; state departments of transportation; and tribal, county, and local transportation system management

entities. A required component of each BLM state's long-range transportation plan will be the TTM planning timeline, which documents the status of completed and anticipated TMPs.

### 6.9 Electric Bicycles

Electric bicycles, also referred to as e-bikes, are to be managed in a manner consistent with off-highway vehicles (off-road vehicles) as defined in 43 CFR 8340.0-5(a). Such management applies to all types of e-bikes, including pedal-assist models designed for speeds below 20 miles per hour.

### 6.10 Recreational Unmanned Aircraft "Drones"

The term "unmanned aircraft" means a device that is used or intended to be used for flight in the air without the possibility of direct intervention from within or on the device, and the associated operational elements and components that are required for the pilot or system operator in command to operate or control the device (such as cameras, sensors, communication links). This term includes all types of devices that meet this definition (e.g., model airplanes, quad-copters, drones) that are used for any purpose, including for recreation or commerce.

The Federal Aviation Administration provides regulation and guidance governing the use of Unmanned Aerial Systems, however as a motorized vehicle, an unmanned aircraft is governed by the OHV regulations while they are on or immediately over the ground. Other regulations, such as closures and restrictions (43 CFR 8364) may be required to more comprehensively manage this activity.

## Chapter 7 – Travel and Transportation Management Definitions

Following are definitions for TTM specific terminology used in this manual. Also refer to definitions used in FLPMA, the CFR, and other applicable laws and regulations. These definitions supplement, but do not supersede, the definitions in these applicable laws and regulations.

### 1. Administrative Use [*Administrative Access*]

Travel related access for official use by BLM employees and agency representatives during the course of their duties. Access is for resource management and administrative purposes and may include fire suppression, cadastral surveys, permit compliance, law enforcement, and resource monitoring or other access needed to administer BLM-managed lands or uses.

### 2. Asset

A non-building facility and transportation construction, which include roads, primitive roads, and trails that, are included in FAMS. The BLM maintains assets through the annual and deferred maintenance programs.

### 3. Authorized Use [*Authorized Access*]

Travel related access for users authorized by the BLM or otherwise officially approved. Access may include motorized access for permittees, lessees or other authorized users, along with approved access across BLM-administered public lands for other state and federal agencies.

### 4. Closed area

An area where OHV use is prohibited. Access by means other than OHVs, such as by motorized vehicles that fall outside the definition of an OHV or by mechanized or non-mechanized means, is permitted. The BLM designates areas as closed, if necessary, to protect resources, promote visitor safety, or reduce user conflicts (see 43 CFR 8340.0-5(h)).

### 5. Limited area

An area where OHV use is restricted at certain times, in certain areas, and/or to certain vehicular use. Examples of restrictions include numbers or types of vehicles; time or season of use; permitted or licensed use only; use limited to existing, designated roads and trails; or other restrictions necessary to meet resource management objectives, including certain competitive or intensive use areas that have special limitations (43 CFR 8340.0-5 (g)).

## 6. Off-Highway Vehicle

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

## 7. Off-Highway Vehicle Area Designation

A land use planning decision that permits, establishes conditions for, or prohibits OHV activities on specific areas of public lands. The BLM is required to designate all public lands as open, limited, or closed to OHVs. Definitions and designation criteria are provided in 43 CFR 8342.1.

## 8. Open Area

A designated area where all types of OHV travel is permitted at all times, anywhere in the area subject only to the operating restrictions set forth in subparts 8341 without restriction (43 CFR 8340.0-5(f)). Open area designations are made to achieve a specific recreational goal, objective and setting and are only used in areas managed for intensive OHV activity where there are no special restrictions or where there are no compelling resource protection needs, user conflicts, or public safety issues to warrant limiting cross-country travel.

## 9. Primary Route Objective

The intended purpose of an individual route is providing access, connectivity, and/or recreational outcomes to implement a travel and/or resource management plan. The BLM must develop primary route objectives for each route identified as part of the transportation system or travel network. The objectives should reflect management area direction, including desired future conditions, uses, recreational outcomes and settings, as well as TMP objectives. Primary route objectives synthesize and document, in one convenient place, the management intention for the route and provide basic reference information for subsequent travel and transportation planning and management.

## 10. Primitive Road

A linear route managed for use by four-wheel-drive or high-clearance vehicles. These routes do not customarily meet any BLM road design standards. Unless specifically prohibited, primitive roads can also include other uses such as hiking, biking, and horseback riding.

### 11. Primitive Route

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

### 12. Road

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

### 13. Route Designation

Implementation decisions that govern only OHV (43 CFR 8340.0-5(a)) activities on routes. The route designation is one of several decisions required to govern travel and transportation comprehensively. The BLM designates routes as open, limited, or closed, and the designation must be included in all route-specific decisions and recorded in the national ground transportation linear feature dataset(s). Definitions and the designation criteria used in this decision making process stem from those provided for OHV areas in 43 CFR 8340.0-5(f), (g), and (h).

- a) *OHV Open Route.* OHV travel is permitted where there are no special restrictions or no compelling resource protection needs, user conflicts, or public safety issues to warrant limiting the timing or season of use, the type of OHV, or the type of OHV user.
- b) *OHV Limited Route.* OHV travel on routes, roads, trails, or other vehicle ways is subject to restrictions to meet specific resource management objectives. Examples of restrictions include numbers or types of vehicles; time or season of use; permitted or licensed use only; or other restrictions necessary to meet resource management objectives, including certain competitive or intensive uses that have special limitations.
- c) *OHV Closed Route.* OHV travel is prohibited on the route. Access by means other than OHVs, such as by motorized vehicles that fall outside of the definition of an OHV or by mechanized or non-mechanized means, is permitted. The BLM designates routes as closed to OHVs if necessary to protect resources, promote visitor safety, reduce use conflicts, or meet a specific resource goal or objective.

### 14. Trail

A linear route managed for human-powered, stock, or off-road vehicle forms of transportation or for historical or heritage values. The BLM does not generally manage trails for use by four-wheel-drive or high-clearance vehicles.

### 15. Temporary Route

A transportation linear feature authorized or acquired for the development, construction, or staging of a project or event that has a finite lifespan. A temporary route is not intended to be part of the permanent transportation system, but may be part of the travel network. Temporary routes must be reclaimed by the project proponent (or their representative) when its intended purpose(s) has been fulfilled, unless through a separate review and decision making process the BLM incorporates and appropriately designates the route as part of its transportation system. Unless a temporary route is specifically intended to accommodate public use, it should not be made available for that use.

### 16. Transportation Linear Disturbance

A human-made linear travel or transportation related disturbance that is not part of the BLM's transportation system or travel network. Transportation linear disturbances may include engineered (planned) but no longer needed features, as well as unplanned routes that have been identified for decommissioning and reclamation either passively or actively.

### 17. Transportation Linear Feature

A linear ground disturbance that results from travel across or immediately over the surface of BLM-administered public lands. These features include engineered roads and trails, as well as user-defined, non-engineered routes, created as a result of public or unauthorized use.

### 18. Travel Management Plan (TMP)

A document that describes the decisions related to the selection and management of the travel network and transportation system. This document can be incorporated in an activity implementation plan (such as a recreation implementation plan), or a stand-alone document.

### 19. Travel Network

The routes occurring on public lands or within easements granted to the BLM that are recognized, designated, decided upon, or otherwise authorized for use through the planning process or other TTM decisions. These may or may not be part of the transportation system and may or may not be administered by the BLM.

### 20. Transportation System

The sum of the BLM's inventory of transportation linear features that have been classified as roads, primitive roads, or trails and are formally recognized and approved as assets, and entered into FAMS.



### Glossary of Terms

Following are general terms used in this manual. Also refer to definitions used in FLPMA and other applicable laws and regulations. This glossary supplements, but does not supersede, the definitions in these applicable laws and regulations.

#### -A-

*Access.* The opportunity to approach, enter, and/or cross public lands.

#### -E-

*Electric Bicycles.* A bicycle with an integrated electric motor that can be used for propulsion, also known as an e-bike or booster bike. There is a great variety of e-bikes, from those that have only a small motor to assist the rider's pedal-power to those that are more powerful and tend to have more of a moped-style functionality. All, however, retain the ability for the rider to pedal them and are therefore not electric motorcycles. E-bikes use rechargeable batteries, and the lighter varieties can travel up to 16 to 20 mph, depending on the laws of the country in which they are sold, while the more high-powered varieties can often travel in excess of 28 mph.

#### -F-

*Facility.* All or any portion of a building, structure, site improvement, element, pedestrian route, or vehicular way located on a site. An element is an architectural or mechanical component, generally including toilets, picnic tables, grills, registration kiosks, etc. at a site (including a staging site).

*Facility Asset Management System (FAMS).* The BLM's national database used to track asset inventory and maintenance needs.

#### -G-

*Ground Transportation Linear Feature (GTLF).* A geospatial database of all transportation linear features (from motorized to foot use) as they exist on the ground, not just those in the BLM transportation system (refer to the Ground Transportation Linear Features Data Standard Report, October 22, 2014, version 2.0 or later, for detailed information on the GTLF data standard).

#### -I-

*Implementation Plan.* A site-specific plan written to implement decisions made in a land use plan. An implementation plan usually includes best management practices to meet land use planning objectives. Implementation plans are synonymous with "activity" plans.

Examples of implementation plans include: interdisciplinary management plans, TMPs, habitat management plans, recreation area management plans, and allotment management plans.

*Implementation Level Decisions.* Decisions regarding actions to implement land use plan decisions; generally appealable to the Interior Board of Land Appeals under 43 CFR 4.410.

**-L-**

*Lands with Wilderness Characteristics.* Lands outside of federally designated wilderness areas or wilderness study areas that the BLM has inventoried and determined to contain wilderness characteristics as defined in section 2(c) of the Wilderness Act. These lands are not specifically managed for the protection of their wilderness characteristics until such a decision has been made through the land use planning process.

*Long-Range Transportation Plan.* A vision statement that reflects the application of national programmatic transportation goals for planning and project prioritization at the BLM national or state office level. This long-range plan is required under the Moving Ahead for Progress in the 21st Century Act (Public Law 112-141) and is a component of the Federal Lands Transportation Planning Program of the Federal Highway Administration. It documents how each BLM state intends to complete, implement, and manage TMPs in coordination with the applicable Federal Lands Highway division office; other federal land management agencies; state departments of transportation; and tribal, county, and local transportation system management entities.

**-M-**

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

*Motorized Vehicles.* Vehicles propelled by motors or engines, such as cars, trucks, off-highway vehicles, motorcycles, snowmobiles, and boats.

**-N-**

*Non-mechanized Travel.* Moving by foot or by stock or pack animal.

*Non-motorized Travel.* Moving by foot, stock or pack animal, non-motorized boat, ski, or mechanized vehicle such as a bicycle.

**-R-**

*Recreation Management Information System (RMIS).* The official BLM database for recording and tracking visitor use and acres with OHV area designations on BLM-managed lands; the BLM also uses it to track TMP completion and implementation.

*Routes.* Generic description for components of the transportation system or travel network.

**-T-**

*Temporary Closure or Restriction.* An order to close or limit use of areas and trails on public lands and off-highway vehicle use under the authority of 43 CFR 8341.2 or 8364.1. Such closures or restrictions are temporary in nature and therefore are not OHV designations.

**-W-**

*Wilderness Study Area (WSA).* An area with wilderness characteristics designated through the inventory and study processes authorized by section 603 of FLPMA, and, prior to 2003, through the planning process authorized by section 202 of FLPMA.

### **Acronyms and Abbreviations**

<b>BLM</b>	Bureau of Land Management
<b>CFR</b>	Code of Federal Regulations
<b>FAMS</b>	Facility Asset Management System
<b>FLPMA</b>	Federal Land Policy and Management Act
<b>GTLF</b>	Ground Transportation Linear Features
<b>MAP-21</b>	Moving Ahead for Progress in the 21st Century Act
<b>NEPA</b>	National Environmental Policy Act
<b>OHV</b>	Off-Highway Vehicle
<b>RMIS</b>	Recreation Management Information System
<b>RMP</b>	Resource Management Plan
<b>TMA</b>	Travel Management Area
<b>TMP</b>	Travel Management Plan
<b>TTM</b>	Travel and Transportation Management
<b>U.S.C.</b>	United States Code
<b>WSA</b>	Wilderness Study Area