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Subject

**1626 – Travel and Transportation Manual (Public)**

1. **Explanation of Material Transmitted:** This release transmits the Travel and Transportation Management Manual. This Manual provides detailed policy, direction, and guidance to establish a comprehensive program for travel and transportation planning within the Bureau of Land Management's land use planning process.
2. **Reports Required:** None.
3. **Material Superseded:** None.
4. **Filing Instructions:** File as directed below.

**Remove:**  
NONE

**Insert:**  
1626 Travel and Transportation Manual  
(Public)  
(37 pages)

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## 1626 – TRAVEL AND TRANSPORTATION MANAGEMENT – (Public)

### **.01 Purpose.**

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

### **.02 Objectives.**

The objectives of BLM's TTM are to:

A. Establish a long-term, sustainable, multi-modal transportation system of open areas, roads, primitive roads, and trails that addresses public and administrative access needs 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, transportation needs and 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.

### **.03 Authority.**

The following is a list of major legal authorities relevant to the BLM land use planning process; it is not an inclusive list of all BLM authorities.

A. The Federal Land Policy and Management Act of 1976 (FLPMA), as amended, 43 U.S.C. 1701 et seq., provides the authority for the BLM land use planning.

1. Sec. 102 (a) (7) and (8) sets forth the policy of the United States concerning the management of the public lands.

2. Sec. 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 (ACEC), and, as funding and workforce are

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available, to determine the boundaries of the public lands, provide signs and maps to the public, and provide inventory data to State and local governments.

3. Sec. 202 (a) requires the Secretary, with public involvement, to develop, maintain, and when appropriate, revise land use plans that provide tracts or areas for the use of the public lands.

4. Sec. 202(c)(1-9) requires that, in developing land use plans, the BLM shall 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 this Act.

5. Sec. 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. Sec. 202 (f) and Sec. 309 (e) provide that Federal, State, and local governments and the public be given 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. Sec. 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 Sec. 202 of FLPMA. There is one exception: where a tract of the BLM lands has been dedicated to specific uses according to other provisions of law, it shall be managed in accordance with such laws.

8. Sec. 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.

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9. Sec. 603(a) required the Secretary to conduct a review of roadless areas having wilderness characteristics and report to the President regarding the suitability or nonsuitability of each area for preservation as wilderness. Until Congress determines which of these areas shall be designated 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) In order to conserve, protect and restore nationally significant landscapes that have outstanding cultural, ecological and scientific values for the benefit of current and future generations, Congress established the National Landscape Conservation System (NLCS). The system includes each area under BLM administration that is designated as a national monument, national conservation area, wilderness study area, national scenic and historic trail designated as a component of the National Trails System, a component of the National Wild and Scenic Rivers System, components of the National Wilderness Preservation System and any area designated by Congress to be administered for conservation purposes, including the Steens Mountain Cooperative Management and Protection Area; the Headwaters Forest Reserve; the Yaquina Head Outstanding Natural Area; public land within the California Desert Conservation Area administered by the Bureau of Land Management for conservation purposes; and any additional area designated by Congress for inclusion in the system. The NLCS will be managed in accordance with applicable laws, regulations and in a manner that protects the values for which the components of the system were designated. The Act also establishes a new law for the management, protection, and preservation of paleontological resources using scientific principles and expertise. It is the new legal authority for collection of paleontological resources under permit and by casual collection from public lands; for curation of paleontological resources from public lands; and for prosecution of fossil theft and vandalism under new criminal and civil penalties.

C. The National Environmental Policy Act of 1969 (NEPA), 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 of 1990, as amended, 42 U.S.C. 7418, requires 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.

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E. The Clean Water Act of 1987, as amended, 33 U.S.C. 1251, establishes objectives to restore and maintain the chemical, physical, and biological integrity of the Nation's water.

F. The Federal Water Pollution Control Act, 33 U.S.C. 1323, requires Federal land managers to comply with all Federal, State, and local requirements; administrative authorities; process; and sanctions regarding the control and abatement of water pollution in the same manner and to the same extent as any nongovernmental entity.

G. The Colorado River Basin Salinity Control Act, 43 U.S.C. 1593, requires a program for minimizing salt contributions to the Colorado River from BLM lands.

H. The Safe Drinking Water Act, 42 U.S.C. 201, is designed to make the Nation's waters "drinkable" as well as "swimmable." Amendments in 1996 establish a direct connection between safe drinking water and watershed protection and management.

I. The Endangered Species Act (ESA) of 1973, as amended, 16 U.S.C. 1531 et seq.:

1. Provides a means whereby the ecosystems upon which endangered and threatened species depend may be conserved and provides a program for the conservation of such endangered and threatened species (Sec. 1531 (b), Purposes).

2. Requires all Federal agencies to seek to conserve endangered and threatened species and utilize applicable authorities in furtherance of the purposes of the Endangered Species Act (Sec. 1531 (c) (1), Policy).

3. Requires all Federal agencies to avoid jeopardizing the continued existence of any species that is listed or proposed for listing as threatened or endangered or destroying or adversely modifying its designated or proposed critical habitat (Sec. 1536 (a), Interagency Cooperation).

4. Requires all Federal agencies to consult (or confer) in accordance with Sec. 7 of the ESA with the Secretary of the Interior, through the Fish and Wildlife Service, and/or the National Marine Fisheries Service, to ensure that any Federal action (including land use plans) or activity is 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 (Sec. 1536 (a), Interagency Cooperation, and 50 CFR 402).

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J. The Wild and Scenic Rivers Act, as amended, 16 U.S.C. 1271 et seq., requires Federal land management agencies to identify potential river systems and then study them for potential designation as wild, scenic, or recreational rivers.

K. 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.

L. The Alaska National Interest Lands Conservation Act, (ANILCA), 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; and provides special provisions allowing access related to subsistence use and use for traditional activities.

M. The Antiquities Act of 1906, 16 U.S.C. 431-433, protects cultural resources on Federal lands and authorizes the President to designate National Monuments on Federal lands.

N. The Archaeological Resources Protection Act of 1979 (P.L. 96-95; 93 Stat. 721; 16 U.S.C. 470aa) provides for the protection and management of archaeological resources, 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 (see .03A) in the promulgation of uniform regulations for the Act.

O. The National Historic Preservation Act of 1966, as amended (P.L. 89-665; 80 Stat. 915; 16 U.S.C. 470), extends the policy in the Historic Sites Act to include State and local as well as national significance, 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 effects of their undertakings (actions and authorizations) on properties included in or eligible for the National Register of Historic Places, and Section 110 sets inventory, nomination, protection, and preservation responsibilities for federally owned cultural properties. Section 106 of the act is implemented by regulations of the Advisory Council on Historic Preservation, 36 CFR Part 800. The 10 Western BLM States and Alaska comply with Section 106 of the Act according to a national Programmatic Agreement dated March 26, 1997.

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P. The American Indian Religious Freedom Act of 1978, 42 U.S.C. 1996, establishes a national policy to protect and preserve the right of American Indians to exercise traditional Indian religious beliefs or practices.

Q. The Recreation and Public Purposes Act of 1926, as amended, 43 U.S.C. 869, et seq., authorizes the Secretary of the Interior to lease or convey BLM lands for recreational and public purposes under specified conditions.

R. The National Trails System Act of 1968, as amended, P.L. 90-543, P.L. 110-229 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.

S. The Land and Water Conservation Fund Act of 1965, as amended, 16 U.S.C. 4601 - 4601-11, establishes a national policy that “present and future generations be assured adequate outdoor recreation resources” and that “all levels of government and private interests... take prompt and coordinated action...to conserve, develop, and utilize such [their] resources for the benefit and enjoyment of the American people.” The Secretary of the Interior was directed to inventory, evaluate, and classify outdoor recreation facilities, and formulate and maintain a nationwide outdoor recreation plan.

T. The Sikes Act, as amended, 16 U.S.C. 670a-670o and P.L. 90-465, authorizes a program for development of outdoor recreation facilities.

U. The Rehabilitation Act of 1973, as amended, 29 U.S.C. 794, Sec. 504 states “no qualified individual with a disability in the United States shall be excluded from, denied the benefits of, or be subjected to discrimination under” any program or activity that either receives Federal financial assistance or is conducted by any Executive agency or 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 and if he/she meets the qualifications to participate and as long as that participation does not fundamentally alter the program, activity, or service. DOI regulations for implementation of this law were issued in 1982 in 43 CFR part 17.

V. The Architectural Barriers Act of 1968, as amended, 42 U.S.C. 4151, requires that buildings and facilities that are designed, constructed, or altered with Federal funds, or leased by a Federal agency, comply with Federal standards for physical accessibility.

W. The Federal Coal Leasing Amendments Act of 1976, 30 U.S.C. 201 (a) (3) (A) (i), requires that coal leases be issued in conformance with a land use plan.



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X. The Surface Mining Control and Reclamation Act of 1977, 30 U.S.C. 1201, et seq., requires application of unsuitability criteria prior to coal leasing.

Y. The Mineral Leasing Act of 1920, as amended, 30 U.S.C. 181, et seq., authorizes the development and conservation of oil, gas and other leasable mineral resources.

Z. The Federal Onshore Oil and Gas Leasing Reform Act of 1987, 30 U.S.C. 181, et seq., provides that a study be conducted by the National Academy of Sciences and the Comptroller General that results in recommendations for improvements which may be necessary to ensure the following are adequately addressed in Federal land use plans:

1. Potential oil and gas resources are identified;
2. The social, economic, and environmental consequences of exploration for and development of oil and gas resources are determined; and
3. Any stipulations to be applied to oil and gas leases are clearly identified.

AA. 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 public domain lands of the United States.

BB. The Mining and Mineral 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.

CC. 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-ways for stock-driving.

DD. 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.

EE. The Wild and Free-Roaming Horse and Burro Act, as amended, 16 U.S.C. 1331-1340, provides that wild horses and burros shall be considered comparably with other

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resource values in formulating land use plans, and that management activities shall be undertaken with the goal of maintaining free-roaming behavior.

FF. Materials Act of 1947, as amended, 30 U.S.C. 601, et seq., authorizes the BLM to sell vegetative and mineral materials.

GG. Plant Protection Act of 2000, 7 U.S.C. 7701, provides for the detection, control, eradication, suppression, prevention or retardation of the spread of plant pests or noxious weeds.

HH. Executive Orders 11644 (1972) and 11989 (1977) establish policies and procedures to ensure that off-road vehicle use shall be controlled so as to protect public lands.

II. Executive Order 12898 (Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations), 49 *Fed. Reg.* 7629 (1994), requires that each Federal agency consider the impacts of its programs on minority and low-income populations.

JJ. Executive Order 13007 (Indian Sacred Sites), 61 *Fed. Reg.* 26771 (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.

KK. Executive Order 13084 (Consultation and Coordination with Indian Tribal Governments) provides, in part, that each Federal agency shall 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.

LL. Executive Order 13112 (Invasive Species) provides that no Federal agency shall authorize, fund, or carry out actions that it believes are likely to cause or promote the introduction or spread of invasive species unless, pursuant to guidelines that it has prescribed, the agency has determined and made public its determination that the benefits of such actions clearly outweigh the potential harm caused by invasive species; and that all feasible and prudent measures to minimize risk or harm will be taken in conjunction with the actions.

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MM. Executive Order 13195 (Trails for America in the 21st Century) 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.

NN. Secretarial Order 3175 (incorporated into the Departmental Manual at 512 DM 2) requires that if Department of the Interior (DOI) agency actions might impact Indian trust resources, the agency must explicitly address those potential impacts in planning and decision documents, as well as consult with the tribal government whose trust resources are potentially affected by the Federal action.

OO. Secretarial Order 3206 (American Indian Tribal Rights, Federal-Tribal Trust Responsibilities, and the Endangered Species Act) requires DOI 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.

**.04 Responsibility.**

A. The Director, through the Assistant Director, Renewable Resources and Planning, and the Assistant Director, Business and Fiscal Resources, is responsible for:

1. Establishing policy, goals, objectives, and procedures for travel and transportation planning and management on public lands and related waters within the framework of public law and Departmental policy.
2. Providing direction, management, and leadership relating to travel and transportation planning and management of 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 field personnel through the National Training Center.
5. Identifying, addressing, and reconciling interrelationships, policy issues, and conflicts between travel and transportation planning and management and other programs.

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6. Maintaining liaison with other government agencies, permittees, concessionaires, user groups, and organizations concerned with travel and transportation planning and management 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 travel and transportation planning and management on the public lands and related waters.

2. Reviewing, evaluating, and ensuring the accomplishment of approved Annual Work Plan items related to coordinating and guiding travel and transportation planning and management.

3. Providing program development and technical assistance to field offices to ensure travel and transportation planning and management goals and objectives are accomplished.

4. Maintaining liaison with other government agencies, permittees, concessionaires, user groups, and organizations concerned with travel and transportation planning and management in their respective states.

C. District/Field Managers are responsible for:

1. Providing for the appropriate consideration of travel and transportation planning and management 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 the travel and transportation planning and management program.

3. Ensuring that individuals responsible for managing travel and transportation receive appropriate training.

4. Developing, implementing, and monitoring actions related to travel and transportation planning and management.

5. Ensuring travel and transportation planning and management is an interdisciplinary, collaborative process across all programs.

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6. 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.

7. Developing, implementing, and monitoring travel and transportation implementation plans.

8. Maintaining liaison with local, state and federal agencies; partner and user groups; other organizations; and the general public concerned with travel and transportation planning and management in the resource area/field office.

9. Consulting with federally recognized tribes.

10. Ensuring that the travel and transportation management program is conducted in conformance with legal requirements and professional standards.

**.05 References.**

A. General References

1. U.S.C. 1534 – State, Local and Tribal Government Input
2. 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
4. 16 U.S.C. 1601 et seq. – Forest and Rangeland Renewable Resources Planning
5. 42 U.S.C. 4332 – Cooperation of Agencies
6. Departmental Manual 512 DM 2 – Departmental Responsibilities for Indian Trust Resources
7. Departmental Manual 516 DM – National Environmental Policy Act Manual
8. BLM Manual 1601 – Land Use Planning
9. BLM Manual 2930 – Recreation Permits and Fees
10. BLM Manual 3600 – Mineral Materials Disposal
11. BLM Manual 3800 – Mining Claims Under the General Mining Laws
12. BLM Manual 4180 – Land Health
13. BLM Manual 5000 – Forest Management
14. BLM Manual 6840 – Special Status Species Management
15. BLM Manual 8110 – Identifying and Evaluating Cultural Resources
16. BLM Manual 8120 – Native American Consultation

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17. BLM Manual 8130 – Planning for Uses of Cultural Resources
18. BLM Manual 8140 – Protecting Cultural Resources
19. BLM Manual 8270 – Paleontological Resource Management
20. BLM Manual 8300 – Recreation Management
21. BLM Manual 8351 – Wild and Scenic Rivers
22. BLM Manual 8550 – Interim Management Policy for Lands Under Wilderness Review
23. BLM Manual 8560 – Management of Designated Wilderness Areas
24. BLM Manual 9011 – Chemical Pest Control
25. BLM Manual 9100 – Facilities Planning, Design, Construction, and Maintenance.
26. BLM Manual 9112 – Bridges
27. BLM Manual 9113 – Roads
28. BLM Manual 9114 – Trails
29. BLM Manual 9130 – Sign Manual
30. BLM Handbook H-1601-1 – Land Use Planning Handbook
31. BLM Handbook H-1790-1 – NEPA Handbook
32. BLM Handbook H-2930-1 – Recreation Permit Administration
33. BLM Handbook H-4180-1 – Rangeland Health Standards
34. BLM Handbook H-8120-1 – General Procedural Guidance for Native American Consultation
35. BLM Handbook H-8270-1 – General Procedural Guidance For Paleontological Resource Management
36. BLM Handbook H-8410-1 – Visual Resources Inventory
37. BLM Handbook H-8550-1 – Interim Management Policy for Lands Under Wilderness Review
38. BLM Handbook H-8560-1 – Management of Designated Wilderness Areas
39. BLM Handbook H-9112-1 – Bridge Construction, Design and Maintenance
40. BLM Handbook H-9112-2 – Bridge Condition Assessment Protocols
41. BLM Handbook H-9112-3 – Bridge Inspection Report
42. BLM Handbook H-9112-4 – Major Culvert Inspection Protocols
43. BLM Handbook H-9112-5 – Major Culvert Inspection Form
44. BLM Handbook H-9113-1 – Road Design Handbook
45. BLM Handbook H-9113-2 – Roads Condition Assessment Protocols
46. BLM Handbook H-9114-1 – Trails
47. BLM Handbook H-9211-1 – Fire Management Activity Planning
48. BLM Handbook H-9214-1 – Prescribed Fire Management Handbook

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49. BLM Technical Reference 9113-1 – Planning and Conducting Route Inventories
50. Executive Orders 11644 and 11989 – Off-Road Vehicle Management Policies
51. Executive Order 12088 – Federal Compliance with Pollution Control Standards
52. Executive Order 13195 – Trails for America
53. 36 CFR 800 – Protection of Historic and Cultural Properties
54. 40 CFR 1500 – Council on Environmental Quality
55. 43 CFR 4 – Department Hearings and Appeals Procedures
56. 43 CFR 1600 – Planning, Programming, Budgeting
57. 43 CFR 2200 – Exchanges: General Procedures
58. 43 CFR 2300 – Land Withdrawals
59. 43 CFR 2400 – Land Classification
60. 43 CFR 2520 – Desert Land Entries
61. 43 CFR 2530 – Indian Allotments
62. 43 CFR 2610 – Carey Act Grants
63. 43 CFR 2620 – State Grants
64. 43 CFR 2710 – Sales: Federal Land Policy and Management Act
65. 43 CFR 2740 – Recreation and Public Purposes Act
66. 43 CFR 2800 – Rights-of-way, Principles, and Procedures
67. 43 CFR 2910 – Leases
68. 43 CFR 2920 – Leases, Permits, and Easements
69. 43 CFR 3100 – Oil and Gas Leasing
70. 43 CFR 3160 – Onshore Oil and Gas Operations
71. 43 CFR 3420 – Competitive Leasing
72. 43 CFR 3461 – Federal Lands Review: Unsuitability For Mining
73. 43 CFR 3809 – Surface Management
74. 43 CFR 4100 – Grazing Administration
75. 43 CFR 4180 – Rangeland Health
76. 43 CFR 4740 – Wild Horses and Burros: Motor Vehicles and Aircraft
77. 43 CFR 5003 – Effect of Decisions
78. 43 CFR 6300 – Wilderness Management
79. 43 CFR 8340 – Off-Road Vehicles
80. 43 CFR 8342 – Off-Road Vehicles: Designation Procedures
81. 43 CFR 8364 – Visitor Services: Closure and Restriction Orders
82. 50 CFR 402 – Interagency Coordination—Endangered Species Act of 1973, as amended

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### **B. BLM Strategic Plans/Directives/Technical References**

1. BLM's National Management Strategy for Motorized Off-highway Vehicle Use on Public Lands (January 2001).
2. National Mountain Bicycling Strategic Action Plan (BLM/WY/PL-0303/001+1220).
3. National Scenic and Historic Trails Strategy and Work Plan (BLM-WO-GI-06-020-6250).
4. The BLM's Priorities for Recreation and Visitor Services (Purple Book May 2003).
5. BLM's Unified Strategy to Implement "BLM's Priorities for Recreation and Visitor Services" (January 2007).
6. Planning and Conducting Route Inventories (BLM Technical Reference 9113-1).
7. Roads and Trails Terminology, U.S. Department of the Interior, Bureau of Land Management, Washington DC, 20240 (Technical Note 422).
8. United States Department of the Interior and United States Department of Agriculture. 2007. Surface Operating Standards and Guidelines for Oil and Gas Exploration and Development ("Gold Book" BLM/WO/ST- 06/021+3071/ REV07)

### **.06 Policy.**

Travel and transportation management (TTM) is a comprehensive approach to on-the-ground management and administration of travel and transportation networks of roads, primitive roads, trails, and areas. TTM consists of implementation of travel and transportation planning decisions, route inventory and mapping, signing area and route designations, education and interpretation, law enforcement, easement acquisition, monitoring activities, and other measures necessary for providing access to and across public lands for a wide variety of uses (including recreational, traditional, authorized, commercial, educational, and for other travel and transportation purposes), as well as all forms of motorized and non-motorized access or use, such as foot, pack stock or animal-assisted travel, mountain bike, off-highway vehicle, and other forms of transportation.



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The BLM's processes for travel and transportation management planning are described below.

A. Travel and Transportation Management Planning.

1. Interdisciplinary Multi-modal Planning Approach. Travel and transportation management (TTM) planning must use an interdisciplinary approach. The TTM planning process should consider and address all resource and administrative access needs. This requires the consideration of the impact of travel and transportation alternatives on other resources and uses and the impact of managing other resources and uses on travel and transportation management. These resources shall include, but not be limited to recreation, soil, vegetation, water, hydrology, air, wildlife, wildlife habitat, threatened and endangered species, lands with wilderness characteristics, paleontological resources, and cultural resources. Interdisciplinary teams involved in TTM planning must have the knowledge and expertise to adequately assess travel and transportation requirements and impacts in relationship to the management and protection of these resources. The TTM planning process will be incorporated into the development of all Resource Management Plans (RMP) to ensure access needs are balanced with resource management goals and objectives.

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

2. Land Use Plan Decisions and Considerations. The following decisions are required under the land use planning process pursuant to the regulations found in 43 CFR Part 1600.

a. Designation of OHV Management Areas. All public lands are required to have OHV area designations (see 43 CFR §8342.1). Areas must be designated as open, limited, or closed to motorized travel activities. Open, limited, and closed areas are defined in 43 CFR §8340.0-5, (f), (g) and (h) respectively. Criteria for open, limited,

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and closed area designations are established in 43 CFR §8342.1 (a-d). The RMP will include a map of OHV area designations.

The decision-making process 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 OHV area designation decisions.

The OHV area designations for wilderness study areas (WSA) must comply with the Interim Management Policy and Guidelines for Lands Under Wilderness Review H-8550-1.

### (1) Open Areas

Existing laws, proclamations, regulations, or Executive Orders may limit the use of the open area designation or impose additional requirements relating to travel and transportation planning and management in specific circumstances. Technological advances in OHVs and the volume of motorized recreation on public lands have required a shift in policy where the designation or retention of large areas open to unregulated cross-country travel is no longer a viable management strategy.

Open areas will be limited to a size that can be effectively managed and geographically identifiable to offer a quality OHV opportunity for participants. Expansive open areas allowing cross-country travel, without a corresponding and identified user need or demand will not be designated in RMP revisions or new travel management plans.

### (2) Limited Areas

At a minimum, a limited area must have specific road, primitive road, and trail designations (i.e. limited to designated routes). Consideration must be given to a range of alternatives pursuant to NEPA and to a range of route specific limitations. These specific road, primitive road, and trail designations will be done as part of an implementation level decision making process. More than one limitation may apply beyond the specific road, primitive road, and trail designations, including travel routes that will be limited to specific types or modes of travel, such as foot, equestrian, bicycle, and motorized; limited to time or season of use; limited to certain types of vehicles (street legal vehicles, motorcycles, all-terrain vehicles, over-snow vehicles and/or high clearance vehicles); limited to authorized or permitted vehicles or users; limited to BLM administrative use only; or other types of

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limitations (e.g., hunting access, game retrieval, and pull-out camping). The implementation level decisions also must provide specific guidance about the process for managing motorized vehicle access for authorized, permitted, or otherwise approved vehicles for those specific categories of motorized vehicle uses that are exempt from a limited designation (see 43 CFR §8340.0-5(a)(1-5)).

If the specific road, primitive road, and trail designation process will be deferred until after the RMP is completed, then the use of existing roads, primitive roads, and trails can be allowed on an interim basis. The RMP must clearly identify the process leading from the interim designation of “limited to existing roads, primitive roads, and trails” to the development of a designated network of roads, primitive roads, and trails. The RMP should state that the designation will change from “limited to existing roads, primitive roads, and trails” to “limited to designated roads, primitive roads, and trails” upon the completion of a travel management plan.

(3) Closed Areas

Motorized vehicle travel is prohibited in a closed area. Access by means other than motorized vehicle, such as mechanized or non-motorized use, is permitted. Areas are designated closed if closure to all vehicular use is necessary to protect resources, promote visitor safety, or reduce use conflicts.

Except as otherwise provided by law, congressionally designated wilderness areas are statutorily closed to motorized and mechanized use. Routes in these areas need to be identified, along with their mode of travel.

b. Presidential and Congressional Designations. Travel

Management Plans must be completed for all national monuments and congressionally designated national conservation areas, national recreation areas, cooperative management and protection areas, outstanding natural areas, forest reserves, and the Conservation Lands of the California Desert (in accordance with the establishing statute or Presidential Proclamation).

Travel management plans must reference, incorporate, or be amended with provisions for the following special designations:

i. National monument or national conservation area plans required by the Presidential proclamation or the act of Congress that established each national monument or national conservation area.

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ii. National scenic and historic trails comprehensive management plans required by the National Trails System Act. Refer to the National Scenic and Historic Trails Manual and Handbook Series for supplemental guidance.

iii. National wild and scenic rivers comprehensive river management plans required by the Wild and Scenic Rivers Act. Refer to the Wild and Scenic Rivers Manual and Handbook Series for supplemental guidance.

iv. Wilderness management plans (non-motorized and non-mechanized trails only) required by the Wilderness Act. Refer to the Wilderness Manual and Handbook Series for supplemental guidance.

c. Administrative Designations. Management of existing and proposed scenic or backcountry byways, national recreation trails, national historic landmarks, and other similar designations shall be addressed in resource management plans. These administrative designations should be consistent with the goals and objectives for the planning area.

d. Water and Air. Resource Management Plans shall 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.

e. Authorized and Permitted Uses. Authorizations or permits that include motorized vehicle activities shall address the use of motorized vehicles as part of the authorization or permit. Authorized motorized vehicle activities will require NEPA analysis and other environmental compliance actions and should be compatible with the RMP goals. Authorized and permitted uses may include use stipulations and limitations. This includes limitations or controls on travel over land, water, snow, and for landing of aircraft. Any motorized vehicle use associated with applying for an authorization or permit is subject to the regulations and policies related to the particular application process. There is no intent here to define travel related casual use for any specific program. If any program specific requirements exist then those requirements would control.

f. 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

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available to all other people solely because of his or her disability. Wheelchair and mobility devices, including those that are battery-powered, that are designed solely for use by a mobility-impaired person for locomotion and that are suitable for use in an indoor pedestrian area are allowed in all areas open to foot travel. There is no legal requirement to allow people with disabilities to use motor vehicles on roads, primitive roads, or trails and in areas that are closed to motor vehicle use. Restrictions on motor vehicle use that are applied consistently to everyone are not discriminatory. Generally, granting an exemption from designations for people with disabilities would not be consistent with the management objectives of the planning area.

g. Temporary Closures and Restrictions. The purpose of a temporary closure and restriction is to protect public health and safety (43 CFR § 8364.1), or prevent undue or unnecessary resource degradation due to unforeseen circumstances. RMP and Travel Management Plans (TMP) shall address temporary closures and restrictions of areas, roads, primitive roads and/or trails on public lands. The requirement thresholds for issuing temporary closures and restrictions vary by Program. For example, in instances where OHV activities are causing considerable adverse effects to resources, temporary closures shall be implemented under the authority of 43 CFR §8341.2. RMPs and TMPs in these cases should include the following language:

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

The RMPs and TMPs should define thresholds in which OHV related temporary closures and restrictions would take place. The RMP and TMP should also consider the impacts associated with such temporary closures and restrictions as part of the environmental impact analysis. By describing and analyzing the criteria for OHV-related temporary closures and restrictions as well as the impacts of taking those actions, future temporary closures and restrictions exercised under the identified parameters may not require further NEPA analysis. Actions taken to correct adverse effects from off-highway vehicles, such as rehabilitation, will typically require additional NEPA analysis.

In cases where RMPs and/or TMPs do not address temporary closures and restrictions as described above, appropriate NEPA analysis will be required prior to the implementation of the temporary closure or restriction.

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h. R.S. 2477 Assertions. Travel management planning is not intended to address the validity of any R.S. 2477 assertions. 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 addressing the validity of any R.S. 2477 assertions. R.S. 2477 rights are determined through a process that is entirely independent of the BLM's planning process. Consequently, travel management planning should not take into consideration R.S. 2477 assertions or evidence. Travel management planning should be founded on an independently determined purpose and need that is based on resource uses and associated access to public lands and waters. At such time as a decision is made on R.S. 2477 assertions, the BLM will adjust its travel routes accordingly.”

3. Delineating and Mapping Travel Management Areas. A RMP may consider establishing travel management areas (TMA). TMAs are a planning and management tool that may be used to address area-specific travel issues. The TMAs may be used to identify where unique travel management circumstances require a particular focus, specific management prescriptions, or additional analysis. The TMAs can also be used to separate specific areas from the larger planning area for a variety of reasons, such as the area's complexity or level of controversy, the need for higher-level public involvement, consideration of special resource characteristics, or manageability of the area. All TMAs are required to have OHV area designations completed as a land use planning decision in the RMP.

It may be necessary to defer specific road, primitive road, and trail designation decisions in some TMAs and address them at a later date. This deferral allows field offices to move forward and make road, primitive road, and trail designations for the transportation system in other parts of the planning area.

B. Travel and Transportation Management Implementation Decisions.

A defined travel and transportation network (system of roads, primitive roads, and trails) should be delineated concurrently with the development of the land use plan, to the extent practicable (including a reasonable range of alternatives). If it is not practical to delineate a travel and transportation network (through the development of a travel management plan (TMP) during the land use planning process, then a map of the known network of transportation linear features must be developed and made available to the public and a process established to designate a final travel and transportation network within five (5) years. Possible reasons for deferring the development of a TMP might be size or

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complexity of the area, controversy, or incomplete data. Travel management planning can either be completed concurrently with the resource management plan or deferred to an implementation plan. In either case, certain requirements must be met in the resource management plan.

It is essential that the decision-making process 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 individual road, primitive road, and trail designation decisions.

In Alaska the BLM may not have discretionary authority to restrict snowmobile use for subsistence and traditional activities to designated routes.

1. RMP Concurrent Travel Management Planning. If the TMP will be completed within the RMP, the TMP must be dealt with as an implementation action with the appropriate level of NEPA analysis and other environmental compliance requirements. In the implementation portion of the RMP, a process must be established to select specific roads, primitive roads, and trails (defined in .09 Glossary) that will be available for public and administrative use, and specify limitations placed on use. The following travel management process should be outlined in the RMP. Required products of the travel management planning process include:

a. Criteria to select or reject specific transportation linear features in the final travel management network; to add new roads, primitive roads or trails; and to specify limitations. The criteria must include those identified in 43 CFR §8342.1.

b. A map of roads, primitive roads, and trails for all travel modes and uses, including motorized, nonmotorized, and mechanized travel.

c. Definitions and additional limitations for specific roads, primitive roads, and trails (defined in .09 Glossary).

d. Guidelines for managing and maintaining the system. This includes, at a minimum, the development of route specific road, primitive road, and trail management objectives, a sign plan, education/public information plan, enforcement plan, and a process requiring the application of engineering best management practices.

e. Indicators to guide future plan maintenance, amendments, or revisions related to the travel management network.

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- f. Needed easements and rights-of-ways (to be issued to the BLM or others) to maintain the existing road, primitive road, and trail network providing public land access.
- g. Provisions for new route construction or adaptation/relocation of existing routes.
- h. A plan for decommissioning and rehabilitating closed or unauthorized routes.
- i. A monitoring plan.
- j. Classification of all roads, primitive roads, and trails, designated for travel in a TMP, as assets in the Facility Asset Management System (FAMS). All roads, primitive roads, and trails will also be identified as such in the Ground Transportation Linear Feature (GTLF) geospatial database.

2. Deferred Travel Management Planning. If the final travel and transportation network is to be deferred in the RMP, then the RMP documents the decision-making process used to develop the initial network, provides the basis for future implementation level decisions, and helps set guidelines for making transportation network adjustments throughout the life of the plan. The following tasks should be completed in the RMP for each planning area or TMA:

- a. Produce a map of the known network of transportation linear features, including modes of travel;
- b. Define the long term management goals for the transportation system;
- c. Define interim management objectives for areas or sub-areas where route designations were not completed concurrent with the RMP. Clearly state the process of moving from an interim designation of “limited to existing roads, primitive roads, and trails,” to a designation of “limited to designated roads primitive roads and trails” upon completion of TMP.
- d. Identify any incomplete travel and transportation tasks:
  - i. Outline additional data needs and a strategy to collect needed information;



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ii. Provide a clear planning sequence for subsequent road and trail selection and identification, including the public involvement process (focusing on user groups and stakeholders), initial route selection criteria, and constraints;

iii. Provide a schedule to complete the area or sub-area road, primitive road, and trail selection process; and

e. Identify any easements and rights-of-way (to be issued to the BLM or others) needed to maintain the preliminary or existing road and trail network.

3. Completing the Travel and Transportation Networks. If the decision on delineating travel and transportation networks is deferred in the land use plan to the implementation phase, the work should be completed within five (5) years of the signing of the Record of Decision (ROD) for the RMP.

When completing the TMP, establish a process to select specific roads, primitive roads, and trails (defined in .09 Glossary) that will be available for public and administrative use, and specify any limitations placed on use. This process will include the same information as if the TMP were completed as part of the RMP including:

a. Criteria to select or reject specific transportation linear features in the final travel management network; to add new roads, primitive roads or trails; and to specify limitations. The criteria must include those identified in 43 CFR §8342.1.

b. A map of roads, primitive roads, and trails for all travel modes and uses, including motorized, nonmotorized, and mechanized travel.

c. Definitions and additional limitations for specific roads, primitive roads, and trails (defined in .09 Glossary).

d. Guidelines for managing and maintaining the system. This includes, at a minimum, the development of route specific road, primitive road, and trail management objectives, a sign plan, education/public information plan, enforcement plan, and a process requiring the application of engineering best management practices.

e. Indicators to guide future plan maintenance, amendments, or revisions related to the travel management network.

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- f. Needed easements and rights-of-ways (to be issued to the BLM or others) to maintain the existing road, primitive road, and trail network providing public land access.
- g. Provisions for new route construction or adaptation/relocation of existing routes.
- h. A plan for decommissioning and rehabilitating closed or unauthorized routes.
- i. A monitoring plan.
- j. Classification of all roads, primitive roads, and trails, designated for travel in a TMP, as assets in the Facility Asset Management System (FAMS). All roads, primitive roads, and trails will also be identified as such in the Ground Transportation Linear Feature (GTLF) geospatial database.

4. Route Designation Limitations Relating to WSA: In WSAs, motorized and mechanized use may be permitted to continue along existing routes identified in the wilderness inventory conducted in support of Sections 603 and 202 of FLPMA. In these cases, final route classification is delayed until Congressional action is taken or a land use plan decision is made to close those routes to motorized and mechanized use. Primitive roads and motorized/mechanized trails shall not be designated and classified as an asset within a WSA. Any motorized/mechanized linear transportation feature located within these areas will be identified in a transportation inventory as a motorized/mechanized “primitive route” (see .09 Glossary).

Primitive routes will not be made a part of the transportation system, classified as a transportation asset, or entered into the Facility Asset Management System (FAMS) unless one of the following conditions is met:

- a. The routes are designated as non-motorized and non-mechanized trails, or
- b. Congress releases the WSA from Wilderness consideration and the routes are designated.

5. Route Designation Limitations Relating to Lands with Wilderness Characteristics Designated for Protection in Land Use Plans:

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Primitive roads and motorized/mechanized trails shall not be designated and classified as an asset within lands with wilderness characteristics designated for protection in land use plans. Any motorized/mechanized linear transportation feature located within these areas will be identified in a transportation inventory as a motorized/mechanized “primitive route”(see .09 Glossary) 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 the Facility Asset Management System (FAMS) unless one of the following conditions is met:

- a. The routes are designated as non-motorized and non-mechanized trails, or
- b. An RMP decision was made to no longer protect the wilderness characteristics and the routes are designated.

### **.07 File and Records Maintenance.**

The decision-making process 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 OHV area and individual road, primitive road, and trail designation decisions.

### **.08 Relationships to Other Planning Efforts and Resource Programs.**

A. Interdisciplinary Approach. Travel and transportation issues affect many resource management programs. Therefore, TTM must be conducted using an interdisciplinary approach to integrating travel and transportation management with land use planning and resource management programs. Using an interdisciplinary approach can resolve or prevent resource conflicts and issues associated with travel to and across public lands. Tribal and public input must be considered, including BLM Resource Advisory Councils and cooperating agencies, such as state/local fish, wildlife, forestry, parks, and transportation departments and state historic preservation offices.

B. Program Relationships. Programs and plans that can be affected by TTM include:

1. Recreation
2. Cultural
3. Wilderness

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4. Law Enforcement
5. Lands
6. Fire
7. Forestry
8. Energy
9. Minerals
10. Subsistence (Alaska)
11. Threatened and Endangered Species
12. Engineering
13. Land Use Planning
14. Invasive/Nonnative Species
15. Visual Resources
16. Cadastral
17. Riparian

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**.09 Glossary.**

Following are definitions for the terms used in this Manual and descriptions for acronyms. Also refer to definitions for terms used in FLPMA and other applicable laws and regulations. This glossary supplements, but does not supersede, the definitions in these applicable laws or regulations.

**Terms**

-A-

Access: The opportunity to approach, enter, or cross public lands.

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

Administrative Access: A term used to describe access for resource management and administrative purposes such as fire suppression, cadastral surveys, permit compliance, law enforcement and military in the performance of their official duty, or other access needed to administer BLM-managed lands or uses.

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

Architectural Barriers Act Accessibility Standards (ABAAS): Design guidelines for providing access to a range of indoor and outdoor settings by people with disabilities.

Assets: An engineering term used to describe building and non-building facility and transportation constructions which include roads, primitive roads, and trails that are included in the Facility Asset Management System (FAMS). Assets are maintained through the annual and deferred maintenance programs.

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

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- b. *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.
- c. *Trail.* A linear route managed for human-powered, stock, or off-road vehicle forms of transportation or for historical or heritage values. Trails are not generally managed for use by four-wheel drive or high-clearance vehicles.

-C-

Classification: The grouping of similar transportation features (e.g., roads, primitive roads, and trails) to be entered into the BLM FAMS database.

-D-

Designation: The formal selection of public land areas, roads, primitive roads, and trails where motorized vehicle use has been authorized, limited, or prohibited in accordance with 43 CFR 8342.2.

-F-

Facility: All or any portion of buildings, structures, site improvements, elements, and pedestrian route or vehicular ways located on a site. “Elements” are defined as “An architectural or mechanical component of a building, facility, space, or site.” Generally includes things like toilets, picnic tables, grills, registration, etc. at a site (including a staging site).

Facility Asset Management System (FAMS): The BLM’s national database which tracks asset inventory and maintenance needs.

-G-

Ground Transportation Linear Feature (GTLF): A geospatial database of transportation (from motorized to foot) linear features as they exist on the ground. Features include all linear features not just what is in the BLM Transportation System.

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-I-

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

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

-L-

Lands with Wilderness Characteristics (LWC): Lands that have been inventoried and determined by the BLM to contain wilderness characteristics as defined in Section 2(c) of the Wilderness Act.

-M-

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

Motorcycle: Motorized vehicles with two tires and with a seat designed to be straddled by the operator. A motorcycle is capable of either on- or off-highway use.

Motorized Travel: Moving by means of vehicles that are propelled by motors, such as cars, trucks, off-highway vehicles (OHV), motorcycles, snowmobiles, and boats.

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

-N-

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

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-O-

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

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

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

- a. *Open*. Motorized vehicle travel is permitted year-long anywhere within an area designated as “open” to OHV use. Open designations are used for intensive OHV use areas where there are no special restrictions or where there are no compelling resource protection needs, user conflicts, or public safety issues to warrant limiting cross-country travel (See 43 CFR 8340.0-5).
- b. *Limited*. Motorized vehicle travel within specified areas and/or on designated routes, roads, vehicle ways, or trails is subject to restrictions. The “limited” designation is used where OHV use must be restricted to meet specific resource management objectives. Examples of limitations include number or type of vehicles; time or season of use; permitted or licensed use only; use limited to designated roads and trails; or other limitations if restrictions are necessary to meet resource management objectives, including certain competitive or intensive use areas that have special limitations (see 43 CFR 8340.0-5).



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- c. *Closed.* Motorized vehicle travel is prohibited in the area. Access by means other than motorized vehicle, such as mechanized or non-motorized use, is permitted. Areas are designated closed if closure to all vehicular use is necessary to protect resources, promote visitor safety, or reduce use conflicts (see 43 CFR 8340.0-5).

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

-P-

Plan Amendment: The process of considering or making changes in the terms, conditions, and decisions of approved plans. Usually only one or two issues are considered that involve only a portion of the planning areas.

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.

Primitive Road Management Objective: Primitive road management objectives document the intended purpose of an individual primitive road in providing access and/or recreational outcomes to implement a travel and/or resource management plan. Primitive road management objectives shall be developed for each primitive road designated as part of the transportation network. The objectives should be based on management area direction, including desired future conditions, uses, recreational outcomes and settings, as well as travel management plan objectives. Primitive road management objectives synthesize and document, in one convenient place, the management intention for the primitive road, and provide basic reference information for subsequent travel and transportation planning and management.

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.

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-R-

Recreation Management Information System (RMIS): The official BLM database used for recording and tracking visitor use and acres with OHV area designations on BLM-managed lands.

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

Road Management Objective: Road management objectives document the intended purpose of an individual road in providing access to implement a travel and/or resource management plan. They should be based on management area direction, including desired future conditions, uses and settings, as well as travel management plan objectives. Road management objectives shall be developed for each road designated as part of the transportation network. The objectives should also contain any established design criteria, operation criteria, and maintenance criteria. Road management objectives synthesize and document, in one convenient place, the management intention for the road, and provide basic reference information for subsequent travel and transportation planning and management.

Road, Primitive Road, and Trail Identification: The on-the-ground process used to implement the road and trail network selected in the Land Use Plan or implementation plan. This includes signs, maps, and other means of informing the public about requirements. Guidance on the identification requirements is in 43 CFR 8342.2 (c).

Road, Primitive Road, and Trail Selection: The process whereby the BLM chooses a network of roads, primitive roads, and trails that is available for motorized use and other access needs, including non-motorized and non-mechanized use consistent with the goals, objectives, and other considerations described in the Land Use Plan.

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

Route Classification: The BLM’s transportation system includes a broad range of routes or linear assets classified as “roads, primitive roads, and trails” within the BLM Facility Asset Management System (FAMS).

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-S-

Snowmobile: A motorized vehicle that is designed for use over snow that runs on a track or tracks and uses a ski or skis for steering. A snowmobile does not include machinery used strictly for the grooming of non-motorized trails.

-T-

Temporary Closure or Restriction: Temporarily limiting use or closing areas and trails on public lands to off-highway vehicle use under the authority of 43 CFR 8341.2 or 8364.1. Such limitations or closures are temporary in nature and therefore are not OHV designations.

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

Trail Management Objective: Trail management objectives document the intended purpose of an individual trail in providing access and/or recreational outcomes to implement a travel and/or resource management plan. Trail management objectives shall be developed for each trail designated as part of the transportation network. The objectives should be based on management area direction, including desired future conditions, uses, recreational outcomes and settings, as well as travel management plan objectives. The objectives synthesize and document, in one convenient place, the management intention for the trail, and provide basic reference information for subsequent travel and transportation planning and management.

Transportation Linear Disturbances: Human-made linear features that are not part of the BLM's transportation system. Linear disturbances may include engineered (planned) as well as unplanned single and two-track linear features that are not part of the BLM's transportation system.

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

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

Transportation System: Represents the sum of the BLM's recognized inventory of linear features (roads, primitive roads, and trails) formally recognized, designated, and approved as part of the BLM's transportation system.

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

Travel Management Plan (TMP): The document that describes the decisions related to the selection and management of the Transportation Network. This document can be an appendix to a Resource Management Plan (RMP), incorporated in an activity implementation plan (such as a Recreation Implementation Plan), or a stand-alone document after development of the RMP.

Travel and Transportation Management (TTM): A comprehensive approach to on-the-ground management and administration of travel and transportation networks of roads, primitive roads and trails. TTM consists of implementation of travel and transportation planning decisions, route inventory and mapping, signing area and route designations, education and interpretation, law enforcement, easement acquisition, monitoring activities, and other measures necessary for providing access to and across public lands for a wide variety of uses (including recreational, traditional, authorized, commercial, educational, and for other travel and transportation purposes), as well as all forms of motorized and non-motorized access or use, such as foot, pack stock or animal-assisted travel, mountain bike, off-highway vehicle, and other forms of transportation.

Travel and Transportation Planning (TTP): A comprehensive, interdisciplinary approach to travel and transportation planning for a wide variety of uses (including uses for recreational, traditional, authorized, commercial, educational, and other purposes), as well as all forms of motorized and non-motorized access or use, such as foot, pack stock

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or animal-assisted travel, mountain bike, off-highway vehicle, and other forms of transportation.

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Wilderness Study Area (WSA): Designated area with wilderness characteristics made 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.

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**.10 Acronyms**

<b>ANILCA</b>	Alaska National Interest Lands Conservation Act
<b>BLM</b>	Bureau of Land Management
<b>CFR</b>	Code of Federal Regulations
<b>EIS</b>	Environmental Impact Statement
<b>FAMS</b>	Facility Asset Management System
<b>FLPMA</b>	Federal Land Policy and Management Act
<b>FRN</b>	Federal Register Notice
<b>FTDS</b>	Federal Trail Data Standards
<b>GIS</b>	Geographic Information System
<b>ID</b>	Interdisciplinary Team
<b>LUP</b>	Land Use Plan
<b>NEPA</b>	National Environmental Policy Act
<b>NHT</b>	National Historic Trail
<b>NRT</b>	National Recreation Trail
<b>NST</b>	National Scenic Trail
<b>ORV</b>	Off-Road Vehicle
<b>OHV</b>	Off-Highway Vehicle
<b>RMIS</b>	Recreation Management Information System
<b>RMP</b>	Resource Management Plan
<b>ROD</b>	Record of Decision
<b>ROS</b>	Recreation Opportunity Spectrum
<b>SRMA</b>	Special Recreation Management Area
<b>TMA</b>	Travel Planning Area
<b>TMP</b>	Travel Management Plan
<b>TTM</b>	Travel and Transportation Management
<b>TTP</b>	Travel and Transportation Planning
<b>UTV</b>	Utility Type (or Terrain) Vehicle
<b>WSA</b>	Wilderness Study Area