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**.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-way 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 6100 – National Landscape Conservation System Management Manual

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15. BLM Mnaual 6220 – National Monuments, National Conservation Areas , and similar Designations
16. BLM Mnaual 6250 – National Scenic and Historic Trail Administration
17. BLM Mnaual 6320 Considering Lands with Wilderness Charactertics in the BLM Land Use Planning Porcess
18. BLM Mnaual 6330 – Management of Wilderness Study Areas
19. BLM Mnaual 6340 – Management of Designation Wilderness Areas
20. BLM Mnaual 6400 Wild and Scenic Rivers – Policy and Program Direction for Identification, Evaluation, Planning and Management.
21. BLM Manual 6840 – Special Status Species Management
22. BLM Manual 8110 – Identifying and Evaluating Cultural Resources
23. BLM Manual 8120 – Native American Consultation
24. BLM Manual 8130 – Planning for Uses of Cultural Resources
25. BLM Manual 8140 – Protecting Cultural Resources
26. BLM Manual 8270 – Paleontological Resource Management
27. BLM Manual 8300 – Recreation Management
28. BLM Mnaual 8353 – Trail Management Areas – Secretariially Designated National Recreation, Water, and Connecting and Side Trails
29. BLM Manual 9011 – Chemical Pest Control
30. BLM Manual 9100 – Facilities Planning, Design, Construction, and Maintenance.
31. BLM Manual 9112 – Bridges
32. BLM Manual 9113 – Roads
33. BLM Manual 9114 – Trails
34. BLM Manual 9115 – Primitive Roads
35. BLM Manual 9130 – Sign Manual
36. BLM Handbook H-1601-1 – Land Use Planning Handbook
37. BLM Handbook H-1790-1 – NEPA Handbook
38. BLM Handbook H-2930-1 – Recreation Permit Administration
39. BLM Handbook H-4180-1 – Rangeland Health Standards
40. BLM Handbook H-8120-1 – General Procedural Guidance for Native American Consultation
41. BLM Handbook H-8270-1 – General Procedural Guidance For Paleontological Resource Management
42. BLM Handbook H-8410-1 – Visual Resources Inventory
43. BLM Handbook H-9112-1 – Bridge Construction, Design and Maintenance
44. BLM Handbook H-9112-2 – Bridge Condition Assessment Protocols
45. BLM Handbook H-9112-3 – Bridge Inspection Report

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46. BLM Handbook H-9112-4 – Major Culvert Inspection Protocols
47. BLM Handbook H-9112-5 – Major Culvert Inspection Form
48. BLM Handbook H-9113-1 – Road Design Handbook
49. BLM Handbook H-9113-2 – Roads Condition Assessment Protocols
50. BLM Handbook H-9114-1 – Trails
51. BLM Handbook H-9115-1 - Primitive Road
52. BLM Handbook H-9115-2 – Primitive Road Inventory and Condition Assessment
53. BLM Handbook H-9211-1 – Fire Management Activity Planning
54. BLM Handbook H-9214-1 – Prescribed Fire Management Handbook
55. BLM Technical Reference 9113-1 – Planning and Conducting Route Inventories
56. Executive Orders 11644 and 11989 – Off-Road Vehicle Management Policies
57. Executive Order 12088 – Federal Compliance with Pollution Control Standards
58. Executive Order 13195 – Trails for America
59. 36 CFR 800 – Protection of Historic and Cultural Properties
60. 40 CFR 1500 – Council on Environmental Quality
61. 43 CFR 4 – Department Hearings and Appeals Procedures
62. 43 CFR 1600 – Planning, Programming, Budgeting
63. 43 CFR 2200 – Exchanges: General Procedures
64. 43 CFR 2300 – Land Withdrawals
65. 43 CFR 2400 – Land Classification
66. 43 CFR 2520 – Desert Land Entries
67. 43 CFR 2530 – Indian Allotments
68. 43 CFR 2610 – Carey Act Grants
69. 43 CFR 2620 – State Grants
70. 43 CFR 2710 – Sales: Federal Land Policy and Management Act
71. 43 CFR 2740 – Recreation and Public Purposes Act
72. 43 CFR 2800 – Rights-of-way, Principles, and Procedures
73. 43 CFR 2910 – Leases
74. 43 CFR 2920 – Leases, Permits, and Easements
75. 43 CFR 3100 – Oil and Gas Leasing
76. 43 CFR 3160 – Onshore Oil and Gas Operations
77. 43 CFR 3420 – Competitive Leasing
78. 43 CFR 3461 – Federal Lands Review: Unsuitability For Mining
79. 43 CFR 3809 – Surface Management
80. 43 CFR 4100 – Grazing Administration

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- 81. 43 CFR 4180 – Rangeland Health
- 82. 43 CFR 4740 – Wild Horses and Burros: Motor Vehicles and Aircraft
- 83. 43 CFR 5003 – Effect of Decisions
- 84. 43 CFR 6300 – Wilderness Management
- 85. 43 CFR 8340 – Off-Road Vehicles
- 86. 43 CFR 8342 – Off-Road Vehicles: Designation Procedures
- 87. 43 CFR 8364 – Visitor Services: Closure and Restriction Orders
- 88. 50 CFR 402 – Interagency Coordination—Endangered Species Act of 1973, as amended

**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. The BLM’s Recreation Strategy, Connecting with Communities 2014-2019
- 9. 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)



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### **.06 Policy.**

Travel and Transportation Management (TTM) is a comprehensive approach to on-the-ground management and administration of travel networks and transportation systems which include areas, roads, primitive roads, trails, and other managed 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, commercial, recreational, traditional, and other travel purposes), while also addressing the equally wide range of types-of-use including all forms of motorized, non-motorized and non-mechanized travel.

The comprehensive nature of TTM extends beyond the uses and users to all elements of travel network and transportation systems, and as such addresses numerous components including signage, education and interpretation, law enforcement, easement acquisition, issuance of Rights-of-way, monitoring and any other necessary measures.

TTM is not a stand-alone resource, but a powerful tool to aid in achieving goals, objectives and management actions of other resources and resource uses i.e., there is no goal to expand or contract travel networks and transportation systems for the benefit of TTM, but to manage travel networks and transportation systems for the benefit of the resources they serve.

TTM is dynamic, and consists of an initial effort called a "Travel Management Plan" that includes elements of inventory, planning, and implementation; these are then continually modified through monitoring, adaptive feedback and the routine businesses of the agency.

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

#### A. Travel and Transportation Management Planning.

TTM planning provides the backbone for the identification of the travel network and the administration of the BLM's transportation systems. TTM planning involves decisions at the Land Use Planning stage in association with a Resource Management Plan (RMP), and at the implementation level within a Travel Management Plan (TMP) or other decision document. Both levels of decision are however, guided by the following principles and considerations:

a) Interdisciplinary. Travel and Transportation Management (TTM) is an interdisciplinary field and therefore must use an interdisciplinary approach; utilizing team

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members with the knowledge and expertise to adequately assess travel and transportation requirements, and impacts in relationship to the management and protection of other resources. The TTM planning processes should consider and address all resource, resource use, and administrative access needs. Consideration should examine the impacts of TTM on other resources and resource uses, while also identifying the relationship between resources and resource uses, and the resulting travel network and transportation systems. The interdisciplinary resources involved include, but are not limited to; recreation, soil, vegetation, water, hydrology, air, wildlife, wildlife habitat, threatened and endangered species, lands with wilderness characteristics, paleontological resources, and cultural resources.

b) 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 land managers. Formal planning partnerships are encouraged. All planning will however, incorporate elements of agency coordination and public involvement relative to the landscape, use and complexity of the issues.

c) Comprehensive. TTM is inclusive of all modes-of-transport and types of travel network user. Planning must therefore address not only motorized use (of which OHVs are a subset), but also non-motorized and non-mechanical types of travel.

**B. Land Use Plan Decisions and Considerations.**

The TTM planning process will be incorporated into the development of all Resource Management Plans (RMP) to ensure access needs are addressed with regard to resource management and resource use goals and objectives. While all initial planning for TTM may be completed in an RMP, the development of implementation-level TTM planning decisions concurrently with the development of the RMP is not a viable planning approach. The State Directors may, however, allow narrowly focused, site-specific, implementation-level TTM planning decisions to be made concurrently with a RMP.

1. Designation of OHV Management Areas. All public lands are required to have an OHV area designation (see 43 CFR §8342.1). This decision is required under the land use planning process pursuant to the regulations found in 43 CFR Part 1600, 43 CFR §8342.1.

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

Areas must be designated as open, limited, or closed 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 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 (see B.3.a).

Existing laws, proclamations, regulations, or Executive Orders may limit the use of the some area designations or impose additional requirements relating to travel and transportation planning and management in specific circumstances. Furthermore, special attention should be paid to OHV area designations which 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.

The Resource Management Plan will include a map of OHV area designations.

a) Open Areas

Due to the increasing popularity of OHV activities, technological advances in OHVs themselves and changes in the intensity of management for other the designation or retention of large areas open to unregulated cross-country OHV travel is no longer a viable management strategy.

Open areas should therefore, only be designated to aid in the achievement of a specific recreational goal, objective or management action. They 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 OHV travel, without a corresponding and identified user need or demand will not be designated in RMP revisions or amendments.

b) Limited Areas

A limited area must have one or more defined limitations. The standard limitation will be “limited to designated routes” i.e., restricted by the implementation level decisions on the use of specific roads, primitive roads, trails and other identified routes. If no route designations exist the the Land Use Planning designation of “Limited OHV Area” shall,

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under most circumstances, limit all OHV use within the area to the same manner and degree [intensity] occurring at the time the designation is made. Furthermore, in the absence of route designations or other specific implementation level limitations, the “Limited OHV Area” designation shall prohibit any new surface disturbance, unless authorized through a separate decision. The limitation to the same manner and degree must ultimately be refined by implementation level decisions that further define the limitations imposed within the area designation, including the specific decisions allowing, prohibiting or restricting OHV use on individual routes.

On rare occasions it may be necessary to use a non-standard limitation, e.g., when addressing seasonal over-snow use. Should this be the case planning documents will describe the conditions under which the limitation will apply and the rationale for use of a non-standard limitation. The limitation must address the Designation Criteria (43 CFR 8342.1) and the goals and objectives identified in the RMP (see B.3.a). It is also recommended that any non-standard limitation be made and identified as an implementation level decision to ease adaptive management of the limitation based on resource concerns and changes in resource uses.

c) Closed Areas

OHV use is prohibited in a closed area. Areas should only be designated closed if closure to all OHV use is necessary to protect resources, promote visitor safety, or reduce use conflicts; and limitations on OHV use will not suffice.

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.

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

2. Acquired Area OHV Management. In order to provide OHV management for acquired properties all RMP documents should contain language guiding the management of these areas until they are fully addressed by an RMP amendment or revision. An example of the language that could be used is as follows; Any land acquired by the BLM over the life of the resource management plan, will be managed under the OHV Limited classification criteria as identified in 43 CFR 8342.1. The type of limitation will be set by implementation level decisions, but will generally reflect a limitation to existing

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roads and trails until such time that a Travel Management Plan is completed for the acquisition.

3. Identification of Evaluation Criteria. All RMPs must contain a list of the criteria that were used to evaluate area designations and a preliminary set of those that will be used to evaluate individual transportation linear features. The evaluation criteria themselves do not direct a specific decision, but provide information on the resources a route interfaces with. This information allows for the development of minimization techniques and an informed decision on the future management of the route.

This criteria at a minimum must include elements representative of those identified in 43 CFR §8342.1 (a-d) ‘Designation Criteria’ 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 criteria relating the presence of a route to the soil type on which it occurs.

a) Designation Criteria (43 CFR §8342.1) for Land Use Planning Decisions. The Designation Criteria require that all OHV Area designations be based 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. In addition, the CFR establishes criteria (43 CFR §8342.1 [a-d]) governing the location of areas based on minimizing: damage to resources, harassment/disruption of wildlife and habitats, conflicts between OHV use and other recreational uses; and impairment of wilderness values.

In order to demonstrate compliance with the 43 CFR §8342.1 an RMP must clearly link the resource values and public lands uses present within the planning area, as established by the RMPs goals and objectives, to the Designation Criteria in §8342.1. Furthermore the RMP must describe the measures taken to minimize adverse impacts, noting that impacts need not be eliminated, only minimized (see CEQ 1508.20 for an understanding of minimizing impacts). For example, if a RMP goal exists to improve air quality in non-attainment zones by reducing fugitive dust, it should be explicitly linked to 43 CFR §8342.1 (a) which requires OHV areas to be located to minimize damage to air resources. The RMP must then describe the rationale for the designation of OHV Areas relative to the non-attainment zones and how the designations have minimized impacts, and ultimately contribute to the achievement of the resource goal.

In demonstrating compliance with the 43 CFR §8342.1 RMPs should focus on the resources of concern as proxies for the general resources described in the

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Designation Criteria e.g. minimizing damage to vegetation should not focus on all plant communities, both those that the RMP has identified in its goals and objectives as priorities. As such, clearly stating the rationale as to why a resource has been chosen for inclusion in the discussion of the Designation Criteria is critical to making the connection between the RMP goals and objectives and satisfying compliance with the §8342.1 regulation.

It may be necessary to supplement the 43 CFR §8342.1 Designation Criteria with additional items 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 within the CFR 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 snap-shot of the considerations used in the TTM decision making process. The criteria should therefore be reviewed and amended based on new information or analytical methods prior to engaging in a TMP or other TTM decision, and periodically 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 RMPs goals and objectives.

4. Travel Management Areas. Travel Management Areas (TMAs) are a planning and management tool used to identify where unique travel management circumstances require a particular focus, specific management prescriptions, or additional analysis. 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. TMAs must be identified with supporting rationale to maximize their function and ensure continuity.

All RMPs will at a minimum identify one TMA for the planning area (inclusive of the entire planning area). Furthermore, all RMPs should acknowledge that TMAs are a planning and management tool, rather than a decision and may be altered at subsequent stages to fulfil that function provided no Land Use Planning decision has been affixed 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.

5. Inventory Map. The RMP must publish, as part of the affected environment, a map, or publically useable map data, representing the known inventory of transportation linear features. If this is not feasible, at a minimum, a map of the current transportation system must be published with the RMP along with a description of a

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process and schedule to acquire the information necessary to establish a baseline transportation linear feature inventory to be used: a) to identify the interim route network, and b) in the travel and transportation management planning process. Furthermore, this inventory data will identify transportation linear features with existing authorizations or travel management decisions.

6. Deferreing Site-specific Travel Management Planning. Completing only the required land use planning level decisions and considerations when developing an RMP, and deferring more detailed site-specific TTM planning to subsequent implementation level decisions will be the standard approach to addressing TTM in the planning process. This is due to the complex nature, potential for controversy, sizable datasets and often incomplete data available to complete a planning area-wide, site-specific TMP concurrently with a land use plan. In order to effectively complete land use planning, the RMP must fulfil its requirements by making the appropriate land use planning level decisions and providing guidelines for future implementation plans to follow. Furthermore the RMP must present a specific plan, prioritization and estimated schedule for completing subsequent TMPs including the identification of incomplete tasks and data that may need to be gathered before a TMP can begin. The RMP should state that any future planning prioritization and estimated schedule is not a land use planning level decision and will be updated as conditions and circumstances warrant.

7. Concurrent and Hybrid Travel Management Plans. Developing a planning area-wide, site-specific travel management plan concurrently with the development of a land-use plan is not allowed in most cases due to the excessive complexity of such an undertaking. Concurrent area-wide planning can only be engaged in upon an understanding of the workload involved and agreement and authorization from the State Director.

Hybrid planning involves the completion of all the steps described for land use planning (see this section) and the completion of one or more elements of implementation level planning during the RMP process. An example would be completing the site-specific TMP for a sub-unit or one TMA of the RMP planning area (see Section C.) during the RMP process. A Hybrid RMP should clearly identify which elements of implementation planning are being completed, and subsequent TMPs should appropriately tier to, and incorporate by reference, these completed elements. Due to the complexity of TTM, hybrid planning requires an understanding of the workload involved and agreement and authorization from the State Director.

Whether site-specific travel management planning is done for all or part of the planning area during the development of an RMP, implementation level decisions must be clearly

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delineated from land use planning decisions, and the various public processes associated with each type of decision described.

C. Travel Management Plans

Travel Management Plans (TMPs) are the primary decision documents regarding the management of public lands travel networks and the BLM’s transportation systems. The decisions made in the document are considered implementation level decisions and stem from those goals, objectives and management actions decided upon within the RMP.

A TMP may be a standalone document or embedded within another type of activity level planning e.g., a TMP combined with a Recreation Area Management Plan. Also, a TMP may cover just one Travel Management Area (TMA), a group of TMAs or some other management delineation e.g., an ACEC, as required by the planning effort and steered by the complexity of the issues. However the TMP is structured, it must at a minimum contain the following components;

1. Evaluation Criteria. The TMP must identify the evaluation criteria (see B.3.) used in the review, analysis and decision making process for individual transportation linear features and/or the limitations used in limited areas. The Evaluation Criteria must stem from that presented in the RMP. If evaluation criteria was not addressed in the RMP it 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 elements representative of those identified in 43 CFR §8342.1 (a-d) ‘Designation Criteria’.

a) Designation Criteria (43 CFR §8342.1) for Implimentation Decisions. As with land use planning decisions (see B.3.a) the implementation level decisions associated with designating routes, or applying some other OHV limitation must comply with 43 CFR §8342.1. This compliance must be demonstrated by clearly linking RMP goals and objectives to the appropriate elements of the Designation Criteria, and describing measures taken to minimize adverse impacts.

For example, an RMP goal to reduce distanbance of wildlife in critical habitat ties directly to §8342.1 (c) which requires harassment of wildlife to be minimized. Explaining how this goal is achieved through a reduction in the miles of route within critical habitat and/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.



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2. Route Decisions and Definitions. At a minimum each TMP will classify transportation linear features as either a Road, Primitive Road, Trail, Primitive Route, Temporary Route or as Transportation Linear Disturbance and designate each transportation linear feature as either open, limited or closed 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. Particular attention must be paid to documentation of how impacts were minimized per the designation criteria in 43 CFR §8342.1 in making individual route decisions.

3. Route Objective. Each route shall be given 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 Transportation Systems or travel networks.

4. GIS Data. Transportation linear feature data will be captured and held in the BLMs Ground Transportation Linear Feature (GTLF) dataset; this includes inventory data and decision data. GTLF is a dynamic dataset and will be continuously updated after the initial TMP based on new route related decision. A copy of the GTLF associated with a TMP must be frozen and held separately from the live dataset as part of the administrative record. All other geospatial data associated with a TMP must also be held as part of the administrative record – frozen as of the date it was made available to the decision maker.

5. Planning and Decision Maps. Each TMP will make available planning maps and/or publically available map data displaying the inventory available to decision makers and the decisions made in the TMP. The planning and decision maps and/or map data will include metadata noting the date of the completion of the inventory, the date of decisions and stating that the data is subject to change based on monitoring, adaptive management and the routine businesses of the BLM. The decision map and/or map data must be available both within the TMP and separately from the decision document.

6. Engineering Interface. TMPs will describe which transportation linear features will be added as assets in the Facility Asset Management System (FAMS) – these features are considered the BLMs Transportation System. At a minimum all BLM-administered transportation linear features classified as ‘roads’ will be added. Each TMP may prioritize other ‘primitive roads’ and ‘trails’ based on any number of features including, but not limited to, their importance to the travel network, the level of previous public investment, the intensity of use etc. and include them in FAMS as appropriate.

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All transportation linear features available for OHV, non-motorized, authorized or administrative uses, including those that make up the transportation system, constitute the travel network and will be captured in the GIS 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 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 either a ‘collector road’, ‘local road’ or ‘resource road’ based on the functional classification definitions in MS-9113.12.

The TMP will determine which of the ‘roads’ in the transportation system are of the highest value and meet the criteria of the Federal Lands Transportation Program (FLTP; MAP-21 §1119; 23 USC 201, 203). This will be done to determine which, if any, ‘roads’ designated in the TMP should be considered for inclusion into the FLTP.

7. Needed Authorizations. One step in the route evaluation process is determining whether a route requires any authorizations. Any easements needed by the BLM, or Rights-of-way that need to be issued, should be identified. TMPs should include lists of the needed authorizations and a priority order for acquiring or issuing them.

8. 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 this information may be incorporated by reference across multiple TMPs as a step down from Field Office, District or State-wide strategies.

9. Monitoring and Enforcement Components. TMPs will include protocols for monitoring and enforcement on the BLMs travel networks and transportation systems. Monitoring may include specific routes based on route-level 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. Protocols established should include thresholds to ensure monitoring feeds the adaptive management process. Schedules and priorities for monitoring and enforcement must be identified in the TMP.

10. Decommissioning and Restoration Component. Transportation linear features not part of the travel network or transportation system are considered transportation linear disturbances. These features usually consist of unauthorized routes or routes no longer needed. TMPs must include the process of decommissioning routes and may include site specific restoration actions, natural revegetation, or a toolset to be used to

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complete restoration should opportunities arise. Features identified as transportation linear disturbances will appear in the Ground Transportation Linear Feature (GTLF) geospatial dataset until restoration is complete or all on-the-ground indications of the route have vanished; after which the features should be removed from GTLF but stored in a secondary local dataset of decommissioned routes.

11. Provisions and Process for TTM. TMPs should address future TTM. Guidelines should include methods to address TTM related decisions in routine businesses of the agency e.g., how are route designations considered in new road rights-of-way applications. Authorizing or permitting the development of a new transportation linear feature does not, in and of itself, constitute a route designation. If a route is to be available for OHV use, then a separate designation decision must be made as a part of the authorization or permitting process. In addition, route objectives, direction for managing and maintaining new routes, associated GIS information, and the incorporation of engineering best management practices as appropriate should be added to TMPs with the authorization of each new route.

12. Prioritization for Implementation. Finally TMPs should include prioritization of the execution of the plan e.g., where will sign installation start, which routes will be restored first, etc.

### D. Post TMP TTM

TTM is a dynamic process. Upon completion of a TMP information and data concerning the travel networks and transportation systems needs to be kept up-to-date. The networks and systems may be modified by a TMPs monitoring and adaptive management protocols, or by specific BLM actions and authorizations. As such, it is critical that TTM continue after an initial TMP is completed as a routine part of land management. Travel management plans will be continually updated as TTM related decisions are made.

1. Authorized and Permitted Motorized Uses. Authorizations or permits that include motorized vehicle activities shall address the use of motorized vehicles as part of the authorization or permit. Pre-existing activities should be addressed in renewals, modifications or upon agreement with the authorized entity.

Authorized motorized vehicle activities will generally require NEPA analysis, and other environmental compliance actions, and should be compatible 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

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and conditions or other limitations identified in the TMP. Considerations on travel should address 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 use.

2. New Routes: Development of new routes will be consistent with the planning guidance provided by a TMP. New routes should be decided upon and designated in the same fashion as those designated in the TMP. Furthermore, the planning, design and engineering for a new route should review and address the evaluation criteria as part of the decision making process.

3. GTLF. The Ground Transportation Linear Feature geospatial data set will be used to store all inventory and decision data concerning the BLMs transportation systems and travel networks. The inventory data should be reviewed periodically to address changing on-the-ground conditions. The decision data should be updated as new decisions are made – overwriting previous decisions if appropriate. Data will be maintained and synchronized with the national dataset with sufficient regularity that it can reasonably be considered up-to-date.

4. TMP Component Review. The adequacy and success of each component of the TMP should be reviewed periodically. Those implementation items achieved should be documented. Items not achieved, changes necessary in prioritization or modifications should be achieved 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. Plan and Implementation Tracking. Field Offices' will track planning and implementation progress. Currently tracking will be completed using the travel management module in the Recreation Management Information System (RMIS). States will track state-wide progress through its long range transportation plan (see .08D10) using the BLM State's TTM planning timeline spreadsheet.

E. Other TTM Considerations

a) 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 all other people solely because of his or her disability. Wheelchair and mobility devises,

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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 OHV 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.

2. 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. TTM and Cultural Resource Management. Cultural Resources Management like many other resources is a critical part of the TTM processes. Cultural Resources should be addressed in coordination with State Historic Preservation Officers and under various state specific protocol agreements, if applicable. The level of cultural resources inventory required to make TTM decisions should be commensurate to the identified risk to resources. This risk should be based on the known presence of significant resources or on the potential/likelihood for significant resources to occur in a given area based on professional knowledge, judgment and feedback received during the planning processes.

4. 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. 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 should include the following language:

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“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.”

RMPs and/or 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; however, they may require additional public outreach. 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 i.e., do not identify thresholds and conduct appropriate analysis, NEPA analysis will be required prior to the implementation of the temporary closure or restriction.

5. 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

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b. Congress releases the WSA from Wilderness consideration and the routes are designated.

6. Route Designation Limitations Relating to lands managed for wilderness characteristics protection identified in Land Use Plans. Primitive roads and motorized/mechanized trails shall not be designated and classified as an asset within lands managed for wilderness characteristics 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.

7. 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:

a. 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.

b. 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.

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c. 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.

d. 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.

8. Administrative Route 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.

9. Water and Air Travel. 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.

10. Regional Long Range Transportation Plans. Each BLM state office will prepare and maintain a regional Long Range Transportation Plan (LRTP). The LRTP 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 LRTP will be the TTM planning timeline spreadsheet which documents the status of completed and planned TTM plans.

11. 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). This includes all types of e-bikes including pedal assist models designed for speeds below twenty miles per hour.

**.07 File and Records Maintenance.**



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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. A system for recording decisions for each route should be established so a route report can be produced. A record comprising solely of a spreadsheet or geodata base is insufficient – however route reports can be automatically produced from these datasets.

The Ground Transportation Linear Feature (GTLF) dataset is the live up-to-date standard to capture all information related to the BLMs travel networks and transportation systems. This dataset shall updated frequently enough to be considered up-to-date to reflect both inventory and decision data.

**.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
4. Law Enforcement
5. Lands
6. Fire
7. Forestry
8. Energy
9. Minerals
10. Subsistence (Alaska)
11. Threatened and Endangered Species
12. eGIS
13. Engineering

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- 14. Land Use Planning
- 15. Invasive/Nonnative Species
- 16. Visual Resources
- 17. Cadastral
- 18. 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 OHV use has been authorized, limited, or prohibited in accordance with 43 CFR 8342.2.

-E-

Electric Bicycles: An electric bicycle, also known as an e-bike or booster bike, is a bicycle with an integrated electric motor which can be used for propulsion. There is a great variety of different types of e-bikes, from e-bikes that only have a small motor to assist the rider's pedal-power to somewhat more powerful e-bikes which tend closer to moped-style functionality: all, however, retain the ability to be pedalled by the rider 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 do in excess of 28 mph.

-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).

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

Linear Transportation Disturbances: Human-made linear features that are not part of the BLM’s transportation system or travel network. Linear transportation disturbances may include engineered (planned) as well as unplanned linear transportation features. These features are to be decommissioned and restored either passively or actively.

Linear Transportation 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 or unauthorized use of the BLM-managed lands. Linear features may include decommissioned roads and trails identified for restoration as well as those that make up the BLM’s defined transportation system and travel network.

Long Range Transportation Plan: The LRTP, required under the Moving Ahead for Progress in the 21st Century Act (P.L. 112-141), is a component of the Federal Lands Transportation Planning Program, Federal Highway Administration, 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

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agencies, state departments of transportation and tribal, county and local transportation system management entities.

-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-mechanized Travel: Moving by foot, 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.

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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*. OHV 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*. OHV travel within specified areas, and/or on 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.* OHV travel is prohibited in the area. Access by means other than OHVs, such as motorized vehicles excluded from the definition of an OHV, mechanized or non-mechanized use, is permitted. Areas are designated closed if closure to OHV 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.

Primary Route Objective: Primary route objectives document the intended purpose of an individual route in providing access, connectivity and/or recreational outcomes to implement a travel and/or resource management plan. Primary route objectives shall be developed for each route identified as part of the transportation system or travel 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. 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.

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.

-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.

Routes: Generically, components of the transportation system or travel network are described as “routes.”

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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.

Transportation System: The sum of the BLM-administered inventory of linear transportation features formally recognized as assets and entered into FAMS.

Transportation Network: The route network across a landscape on both public lands and other jurisdictions. Includes the BLM's transportation systems, its travel networks and the systems and networks of other transportation managers e.g., Counties, States, other Federal entities.

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 Network: The network of routes occurring on public lands or under BLM-administration that are recognized, designated, decided upon or otherwise authorized for use through the travel and transportation planning process or other TTM decisions. These

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may, or may not be part of the Transportation System, and may or may not be administered by the BLM.

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

-W-

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