



**Bureau of
Land Management**

2020 Travel and Transportation Management Vision

April 2014

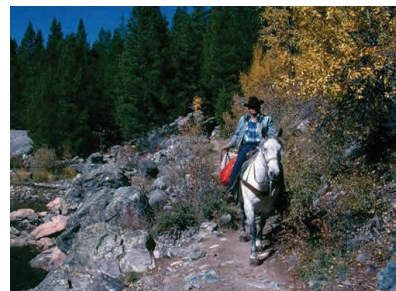




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All photos from Bureau of Land Management, unless otherwise noted.

Cover Photos (from top to bottom):

- Primitive road near grazing, Montana
- St. Anthony Sand Dunes off-highway vehicles, Idaho Falls Field Office, Upper Snake River District.
- Rider on horse on a BLM trail.
- Mountain bikes.

Photo (top):

- Entrance to Sand Mountain Recreation Area, east of Fallon, Nevada.

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Acronyms

BLM	Bureau of Land Management
DO	District Office
DOT	Department of Transportation
FAMS	Facility Asset Management System
FHWA	Federal Highway Administration
FLH	Office of Federal Lands Highway
FLTP	Federal Lands Transportation Program
FLPMA	Federal Lands Planning and Management Act
FO	Field Office
GTLF	Ground Transportation Linear Feature
MAP-21	Moving Ahead for Progress in the 21st Century
OHV	Off-highway vehicle
RMP	Resource Management Plan
TTM	Travel and Transportation Management
TTMP	TTM plans

1. Introduction

River Road, New Mexico

The Bureau of Land Management (BLM) manages nearly one-eighth of all the land area in the U.S., with over 40,000 miles of public roads eligible for funding under the Federal Lands Transportation Program (FLTP) and more than 400,000 miles of additional travel routes used for various kinds of access needs. The BLM is responsible for managing travel throughout this vast land area to accomplish its mission of sustaining the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations.

The BLM established its Travel and Transportation Management (TTM) Program to identify and classify all roads and trails, including well-maintained FLTP-eligible roads, temporary access routes for commercial uses, high clearance primitive roads, and various types of recreational trails through a formal decision-making process. This needs to be done to manage access and impacts to vegetation, sensitive species and their habitats, soils, air and water quality, and cultural and visual resources. The BLM is moving towards a multi-modal travel and transportation network that addresses the access and recreational needs of multiple user groups, including both motorized and non-motorized forms of travel, on a designated system of routes.

Vision

The BLM will have comprehensive travel plans completed and implemented for all lands under its jurisdiction. The BLM's goal is to complete 75% of plans by 2020. These plans will designate travel systems that will mitigate the impacts of travel in sensitive areas while providing sufficient access to natural resource development areas and high quality recreation opportunities throughout BLM lands.

Purpose of Document

The TTM Program staff have outlined a strategy for developing comprehensive travel plans for all BLM lands. This document describes the goals of TTM planning and the path forward over the next few years. This document has three purposes:

1. Describe the BLM's vision for managing transportation on BLM lands through comprehensive transportation planning.
2. Lay out goals for the TTM program and describe how the BLM can achieve those goals in a timeframe that adequately and efficiently addresses urgent transportation management needs.
3. Communicate the plan to internal and external partners so that they understand how, working together, the BLM can achieve its vision.

Goals

To achieve this vision of comprehensive travel and transportation management plans across BLM lands, the BLM has established four goals for the TTM plans (TTMPs):

1. Establish a long-term, sustainable, multimodal transportation system for public, commercial, and administrative access to and across BLM lands.
2. Support the agency's mission and planning goals, including resource management.
3. Manage transportation on BLM lands in accordance with laws, regulations, and policies.
4. Work collaboratively with federal land management agencies and state and local transportation agencies, gateway communities, and special interest groups to plan for connected transportation systems.

Background and Origins of Travel and Transportation Management

The BLM's vast network of public lands across the western United States has long offered recreational and resource opportunities to the American public. Spurred by new developments in commercial and recreational use, including an increase in off-highway vehicle (OHV) use on public lands over the past four decades, the BLM has recognized the increasing need to consider travel and transportation within its lands.

In the 1970s, Presidents Nixon and Carter issued Executive Orders 11644 and 11989 to provide a unified federal policy to address the issue of the increasing recreational OHV use on public lands.¹ These Executive Orders were intended to protect the resources of federal lands, promote the safety of all users of those lands, and to minimize conflicts among the lands' various uses. In response to these Executive Orders and BLM regulations (43 CFR 8340), the BLM began categorizing all public lands in one of three OHV designation categories to address the proliferation of unplanned roads and trails.

History of Relevant BLM Regulations and Guidance

Executive Order 11644 of Feb. 8, 1972, as amended by Executive Order 11989 of May 24, 1977. These Executive Orders establish policies and provide procedures to control and direct the use of OHVs on Federal lands. They are intended to "ensure that the use of off-road vehicles on public lands will be controlled and directed so as to protect the resources of those lands, to promote the safety of all users of those lands, and to minimize conflicts among the various uses of those lands."

Federal Land Policy and Management Act (FLPMA), 1976. FLPMA provides overall legislative direction to the BLM for its land management activities and establishes multiple use, sustained yield, and environmental protection as its guiding principles for public land management. The Act requires the BLM to maintain an inventory of all public lands and their resources, as well as develop, maintain, and revise land use plans for all public lands.

43 CFR 8340, 1979. This section of the Code of Federal Regulations establishes criteria for designating public lands as open, limited or closed to the use of OHVs and establishes controls governing the use of OHVs in such areas.

1. Executive Orders 11644 and 11989 and the BLM's related 43 CFR 8340 regulation use the term "off-road vehicles." BLM has since switched to using the term "off-highway vehicle," which is a more widely used term that in addition to including off-road vehicles, also encompasses motor vehicles that are used on BLM roads and trails (U.S. Department of the Interior: Bureau of Land Management. 2001. National Management Strategy for Motorized Off-Highway Vehicle Use on Public Lands. Washington D.C.).

History of Relevant BLM Regulations and Guidance

Surface Operating Standards and Guidelines for Oil and Gas Exploration, 2007. This publication provides information for conducting environmentally-responsible oil and gas operations on federal lands, including guidance on transportation infrastructure and access.

Travel and Transportation Manual, 2011. This manual provides policy guidance for incorporating the BLM TTM planning decisions into the land use planning process and implementation actions.

Travel and Transportation Planning Handbook, 2012. This handbook provides detailed guidance for preparing, revising, amending, and maintaining BLM land use and travel management plans. It also provides further guidance related to the objectives, authorities, responsibilities, and policy considerations outlined in the 2011 TTM Manual. This document describes the requirements for developing a TTM strategy and planning schedule, fundamental components of the TTM planning process, and travel management plan implementation.

The three OHV designation categories include:

1. **Open.** Lands with no compelling resource protection needs, user conflicts, or public safety issues.
2. **Limited.** Lands in which an agency must restrict OHV use to meet specific resource management objectives.
3. **Closed.** Lands for which closure to OHV use is necessary to protect resources, ensure visitor safety, or reduce use conflicts.

In 1976, the Federal Lands Planning and Management Act (FLPMA) established the BLM as a multiple-use agency. Section 102 (2) of that Act called for a periodic and systematic inventory of all BLM lands, and the establishment of a land use planning policy projecting current and future uses, to serve “the national interest.”² This set the stage for multimodal transportation to cover the needs of multiple user groups.

The BLM conducted the first round of inventories for the majority of its lands in the late 1970s and early 1980s; most of these lands were designated as “open.” However, by the late 1990s, issues like motorized access rendered the first round of plans obsolete. In 2000, the BLM launched a national outreach effort to collect information and develop a strategic plan for better management of OHV activity, which resulted in the 2001 National Management Strategy for Motorized Off-Highway Vehicle Use on Public Lands (see Mode-Specific Strategic Action Plan sidebar). This strategy was published to build public support and to help BLM staff manage motorized OHV recreation and access issues. The OHV strategy was one document that set the foundation for the BLM’s comprehensive transportation management approach and its current TTM guidance and manuals. Additional guidance and plans covering a full range of BLM activities, including resource extraction and commercial uses, have also led the BLM to its TTM approach (see History of Relevant BLM Regulations and Guidance sidebar).

The OHV National Management Strategy marked the beginning of an evolution in BLM’s approach to transportation planning from one focused on maintenance of known assets to a new, more comprehensive, interdisciplinary approach that responded to new commercial and resource development uses and an increasing demand for motorized and non-motorized recreational trails. To meet the

2. FLPMA Reference-Public Law 94-579 , Section 102(2)

increasingly diverse needs of both commercial and recreational users of BLM lands, BLM staff recognized that a transportation management system focused only on FLTP-eligible roads would not be sufficient for managing land uses and resource impacts. A more comprehensive approach that integrated considerations of land use, environmental protection, and multimodal access was needed, resulting in several mode-specific action plans (see Mode-Specific Strategic Action Plan sidebar).

The comprehensive TTM process developed by BLM in response to these needs seeks to identify and understand existing transportation features and multiple uses, and anticipate future needs and opportunities to develop sustainable travel networks and recreational opportunities. This approach has become institutionalized over the past decade as the BLM has issued increasingly detailed guidance on travel management priorities and the TTM process.

Mode-Specific Strategic Action Plans

National Management Strategy for Motorized OHV Use on Public Lands, 2001. This document develops an approach to determining and implementing better management solutions for motorized off-highway vehicles (OHV) use on public lands. These solutions are designed to conserve natural resources while providing for appropriate recreational opportunities.

National Mountain Bicycling Strategic Action Plan, 2002. This document establishes a comprehensive approach to addressing issues regarding mountain bicycling and other mechanical transport activities on public lands.

BLM Recreation Strategy

Connecting with Communities, 2014. By increasing and improving collaboration with local communities, the BLM will help communities produce greater well-being and socioeconomic health and will deliver outstanding recreation experiences to visitors while sustaining the distinctive character of public lands 'backyard-to-backcountry' recreation settings. The Strategy presents six goals and related action areas for the BLM to more fully integrate with community-based service providers.



Log Gulch Campground, Holter Lake, Montana

2. Travel Management Planning

What is it? Why do it?

Martins Cove, Mormon Trail, Wyoming

BLM Field Office (FO) and District Office (DO) staff are responsible for developing TTMPs that describe travel management decisions for the field or district scale. The purpose of the TTMP is to support a comprehensive approach to managing and administering travel and transportation networks. As part of the TTMP development process, BLM FO and DO resource staff coordinate with the public and local partners to evaluate public access to and travel activities on BLM lands based on natural resource management needs, road and trail design and conditions, and recreation and non-recreation uses of roads and trails. The TTMP process supports and documents decisions regarding whether and to what extent to maintain, expand, or decommission transportation facilities. The TTMP process is used to:

- Inventory, document and map existing and planned transportation facilities, routes and areas;
- Determine if the existing travel and transportation systems are meeting current and future needs;
- Identify needed improvements and maintenance;
- Identify areas of permanent closure;

- Designate areas as open, limited, or closed to OHV use;
- Designate individual routes as roads, primitive roads and trails, and specify the modes of travel for each route; and
- Designate maintenance standards and allowed use types for roads, primitive roads, and trails.

The TTMP process is tied closely with land use planning. A Resource Management Plan (RMP) is a planning document that evaluates the land uses and resources for each DO or FO and designates land areas as open, limited, or closed to motorized and non-motorized vehicular use, as appropriate. Lands that are “open” to all vehicular uses (which has been the prevalent designation among BLM lands until recently) do not need designated routes. Lands that have “limited” designation must have routes mapped and designated for motorized vehicle uses; these routes compose much of the inventory of TTMPs. In addition, though non-motorized routes are not regulated by the 43 CFR 8340 regulations, they are considered for designation for the purposes of providing high-quality recreation opportunities and protecting sensitive resources. As the BLM categorizes more of its

lands as “limited,” TTMPs become increasingly important to designate routes and plan for their impacts on BLM lands. (“Closed” BLM lands should have no motorized public routes but may have administrative and non-motorized routes). TTMPs are often completed concurrently with RMPs, but in most cases, such as in areas with significant complexity, controversy, or data constraints, TTMPs for all or part of the FO or DO may be deferred to an implementation level TTMP.

The TTMP process is meant to be comprehensive, interdisciplinary, collaborative, and outcome-based.³ At the beginning of the TTMP process, DO and FO staff create an inventory of all existing transportation-related linear features, including potential roads, primitive roads, trails, and travel-associated linear disturbances using maps, surveys, and satellite imagery. This information is compiled in the BLM’s Ground Transportation Linear Feature (GTLF) geodatabase. Information on the current authorized uses and characteristics of each road, primitive road, and trail is also collected. Based on the route inventories and knowledge of existing uses, RMPs designate areas that are open, limited, or closed to motorized travel activities. For each designation, the RMP defines guidelines and objectives that explain how identified transportation systems and associated lands are to be managed and used to meet public or administrative needs. The TTMPs designate specific transportation routes, identify route management objectives, and establish maintenance classifications for those routes.

The TTMP process must also include the development of a Travel Management Implementation Plan, which identifies all of the

implementation components of TTMP process. These include specific guidance on signing, enforcement, monitoring, closed route rehabilitation/restoration, and communication of TTMP decisions with public land users (development of public maps, responsible-use education, etc.). Another important component of an implementation plan is the ongoing maintenance of the databases housing the geospatial and tabular information for each route.

Prioritizing TTMPs

Each State office created action plans and timelines for completing TTMPs. These plans prioritize the FOs or DOs where plans should be completed first. While priority areas vary by state, they are often characterized by:

- Wildland/urban interface related resource impact;
- Access needs for high-use recreation sites;
- Access to areas that contribute to economic development;
- User conflict issues;
- Sensitive, threatened or endangered species or related habitats; and/or
- Significant cultural resources.

Moving forward, the BLM State offices will prioritize TTMP completion for TMAs that include the 2,300 miles of FLTP-eligible roads that are identified as first priorities for FLTP funding. In the future, the BLM will coordinate its schedules for TTMP completion with the identification and prioritization of FLTP funding needs.

3. BLM. 2012. Travel and Transportation Management Handbook. Rel. No. 8-82. P. 7.

Special Considerations in TTMP

TTMPs provide BLM managers with a means to identify and plan for the impacts of various modes and intensities of transportation on BLM lands. Some of the most significant issues that are addressed in TTMPs include the following:

- Recreational uses directly associated with Linear Transportation Features (e.g. OHV touring, mountain bicycling, equestrian trail riding, hiking, etc.) and interactions between user groups;
- Access to high-use recreation sites;
- Access needs for energy production;
- Access needs for resource extraction operations;
- Protection of sensitive species;
- Connectivity and cooperative management with landowners and other transportation management entities both on and adjacent to BLM managed lands (e.g. county road networks on BLM lands, road networks managed on adjacent lands by other land management entities);
- Effects of transportation systems on hydrology and riparian areas
- Consideration of the influence different soil types have on transportation features;
- Effects of transportation systems on soil erosion;
- Access needs for grazing permit administration;
- Effects of transportation systems on cultural resources;
- Access needs for wildlife management;
- Effects on wildlife and wildlife habitat;
- Access needs for forestry;
- Access needs for wildland fire suppression and fire management;
- Impacts and benefits of transportation systems on local economies;
- Access needs for local communities;
- Access for emergency operations; and
- Access for training by other local, state, and federal agencies.



*Mountain bikers racing in the desert,
Arizona*

3. The Challenge:

Accomplishing Our Vision

15.6 mile Row River Trail, Oregon, attracts mountain and road bicyclists, horseback riders, and in-line skaters

The BLM has made significant accomplishments in defining its goals for a comprehensive travel and transportation management system, especially considering the challenge of planning across an area of over 247 million acres of BLM managed lands. In the past few years, BLM staff has quantified the number and scale of TTMPs to be completed across all State, District, and Field Offices.

By 2012, the BLM had completed 131 TTMPs. Nonetheless, the field units have identified an additional 502 TTMPs that need to be completed. The BLM has inventoried and condition assessed approximately 42,000 miles of resource development roads. The data on these roads is maintained in the Facility Asset Management System (FAMS) database. The BLM has prioritized approximately 2,300 miles of these roads as its initial inventory for the FLTP Designated Inventory, with an additional 13,000 miles of High Potential FLTP roads as identified through the planning efforts described within this document. However, the BLM estimates that there are more than 400,000 route miles of

motorized and non-motorized travel routes left to survey, inventory, and potentially manage in the future. The BLM will coordinate its schedule for TTMP completion with its priorities for FLTP funding on the first 2,300 miles of roads. The BLM will also use TTMPs to identify new funding priorities for later years as funding allocations through U.S. Department of Transportation (DOT) Appropriations become available.

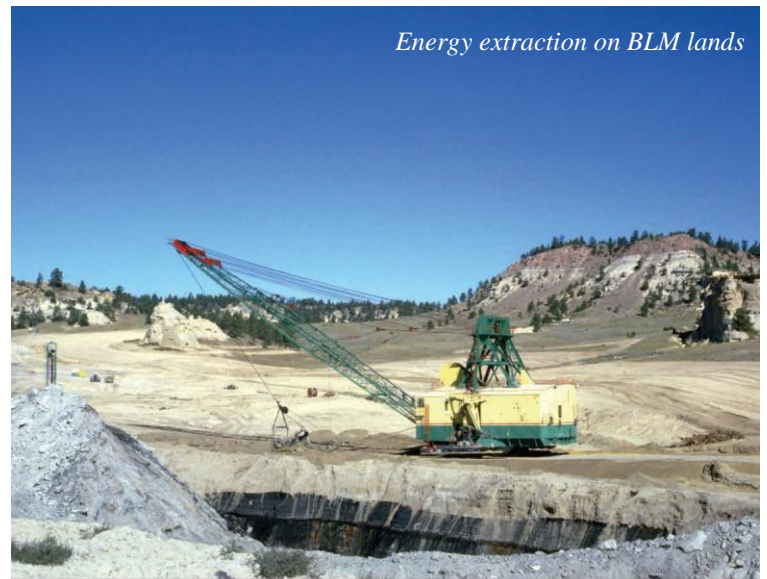
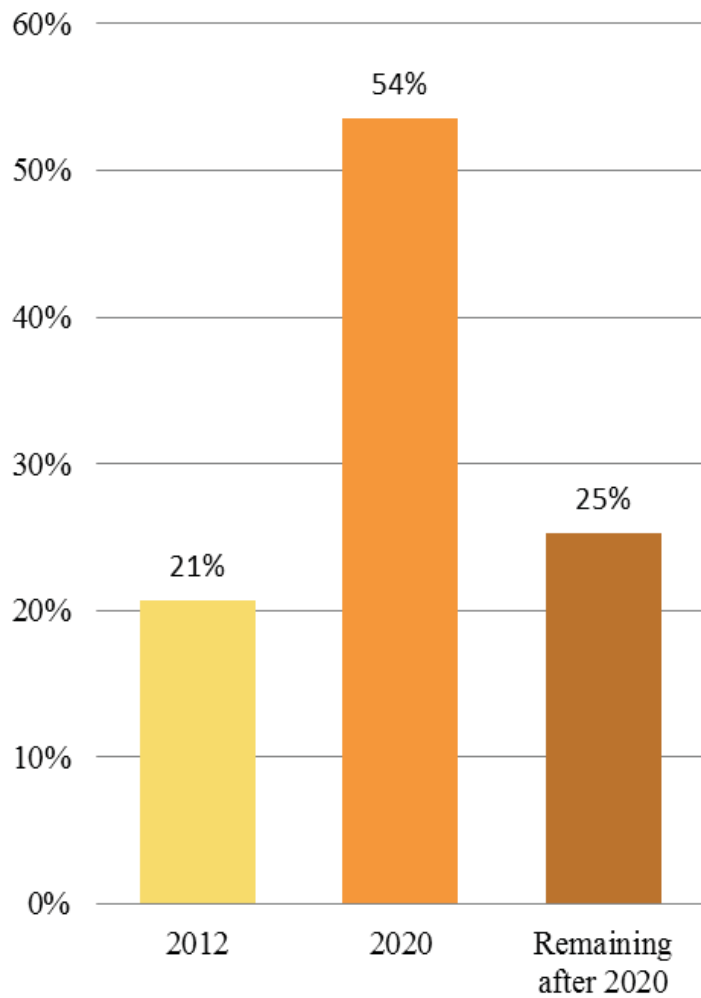


Figure 1: Timeline of Percentage of TTMPs Completed



The BLM has developed an accelerated schedule to complete 75 percent (470 plans) of TTMPs by 2020. At that time, the BLM will need to complete the remaining 25 percent of plans and simultaneously work on the implementation of the completed plans (see Figure 1).

States vary in their progress towards completing TTMPs, as shown in Table 1 and on the following pages. While some states like California and Colorado have completed, or are close to completing, all of their TTMPs, other states have a significant number of plans to complete and will need additional capacity to do so by 2020 and beyond. Some of the plans that have been completed in an earlier era of planning, particularly in California, lack implementation plans. A considerable workload exists to retrofit earlier TTMPs with up-to-date implementation plans that will efficiently guide the completion of all of the required implementation components.

Table 1: TTMP Completion by State

	AK	AZ	CA	CO	ID	MT	NM	NV	OR	UT	WY
Plans completed	2	6	28	22	11	15	9	3	4	14	17
Plans to be completed by 2015 (cumulative)	7	29	30	30	17	27	13	4	8	24	34
Plans to be completed by 2020 (cumulative)	21	37	31	38	27	62	29	54	56	24	91
Plans to be completed in later years (not cumulative)	3	5	0	3	7	12	34	75	2	5	17

State by State Transportation Needs

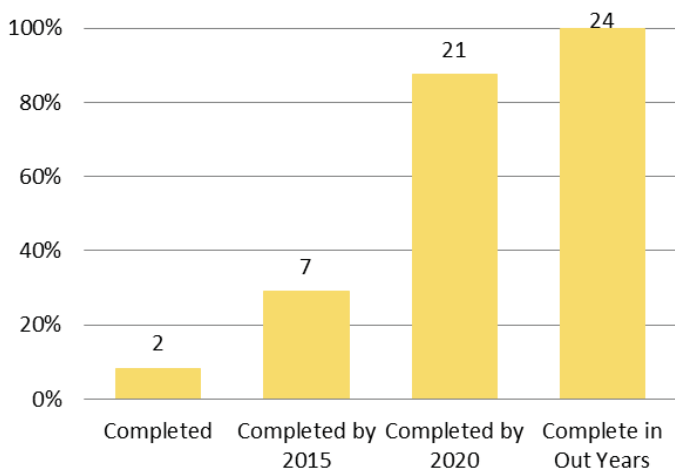
Collegiate Peaks, Colorado

In 2009, each State office developed a timeline for completing TTMPs within their FOs and DOs, which would serve to prioritize planning efforts and target limited funding resources. The following summary of timelines, status, and key management issues reflects the status of these TTMPs as of 2013. The ability of the BLM to meet timelines is contingent upon available funding.

Note: In all Figures, plans without a specified completion date are counted as TMPs to be completed in out years.

Alaska

Figure 2: TTMP Completion, Alaska



Total acreage of BLM land: 72.4 million

Total mileage of routes designated: 128.6



Taylor Highway, Alaska

Key management issues: Polar bears, oil and gas energy and resource development access, changing land ownership, tribal subsistence access, remote BLM managed lands (no road access), climate change, permafrost soils

Key partners: Alaska Department of Transportation and Public Facilities, other Federal Land Management Agencies, tribal organizations

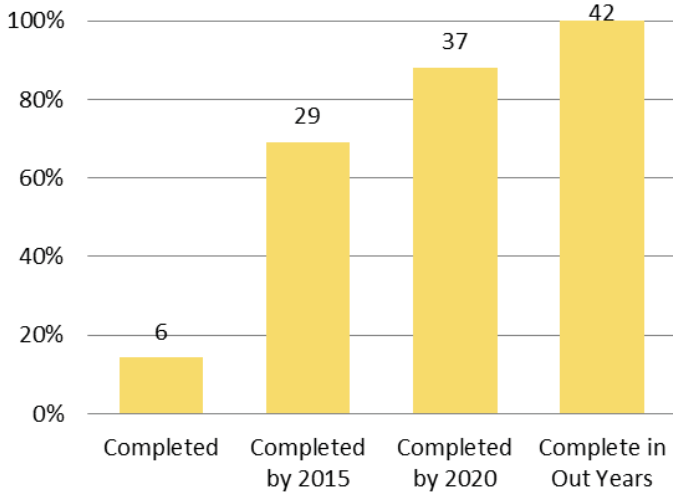
Example TTMP: The Glennallen Field Office completed the Gulkana WSR TMP in 2006, designating 17.5 miles of routes.

Arizona



Dune buggies, Arizona

Figure 3: TTMP Completion, Arizona



Total acreage of BLM land: 12.2 million

Total mileage of routes designated: 3,115

Key management issues: Desert tortoise, desert bighorn sheep, renewable energy access, checkerboard land ownership, urban interface, dust in non-attainment areas, travel in 5 National Monuments and 3 National Conservation Areas (NCAs)

Key partners: Arizona Game and Fish Department, Arizona Off Highway Vehicle Coalition, Arizona State Parks, local governments

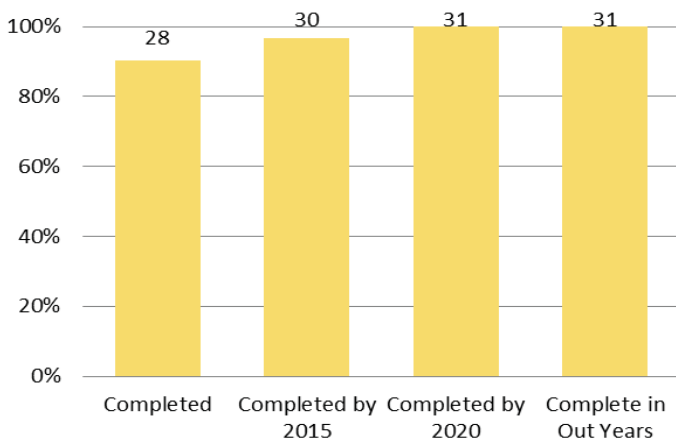
Example TTMP: The Tucson Field Office completed its Middle Gila Canyons TMP in 2010, designating 290 miles of routes. The Arizona OHV Ambassadors are assisting with implementation of the plan.

California



Mountain bike, California

Figure 4: TTMP Completion, California



Total acreage of BLM land: 15.3 million

Total mileage of routes designated: 36,176

Key management issues: Desert tortoise, renewable energy access, checkerboard land ownership, litigation

Key partners: California Department of Parks and Recreation: OHV Division, Friends of Jawbone, Friends of El Mirage, Friends of Dumont Dunes, American Sand Association, International Mountain Bicycle Association (IMBA)

Example TTMP: The Bakersfield Field Office completed the Bakersfield Recreation Management Area Plan, including the TMP, in 2012. The TMP designated 1,026 miles of routes for a mix of uses including motorized and non-motorized vehicles, hiking, horseback riding, and administrative uses. Implementation of the plan, including route signing, began in 2014 through the efforts of BLM staff, partners, and volunteers.

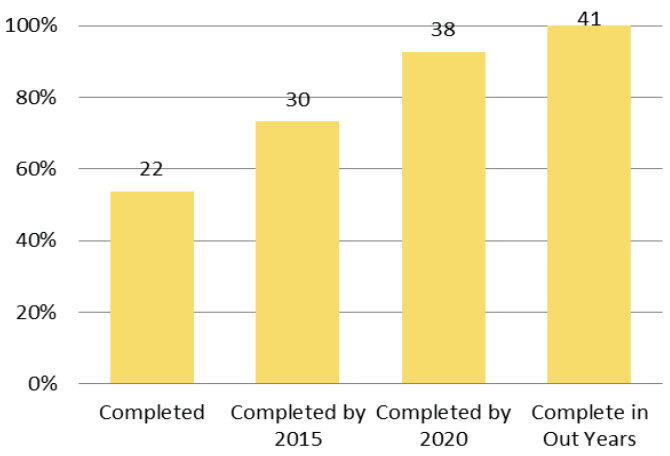


Colorado



Cactus Road at Dry Creek, Colorado

Figure 5: TTMP Completion, Colorado



Total acreage of BLM land: 8.3 million
Total mileage of routes designated: 17,045.4

Key management issues: Sage grouse, expansive areas of land that need inventory, oil and gas development in recreational areas, competing recreational groups

Key partners: Colorado Parks and Wildlife, U.S. Forest Service, local communities, Colorado Off-Highway Vehicle Coalition, Colorado Mountain Club, Bicycle Colorado, IMBA, Volunteers for Outdoor Colorado, Colorado Youth Corps Association, Wildland Restoration Volunteers, Responsible Recreation Foundation/ Stay the Trail

Example TTMP: The Uncompahgre Field Office completed the Dry Creek Mountain Transportation Plan in 2009. It identifies approximately 500 miles of routes for a mix of uses including motorized and non-motorized vehicles, hiking, horseback riding, and administrative uses. Implementation of the plan, including route signing, began in 2011 through the efforts of BLM staff, partners, and volunteers.

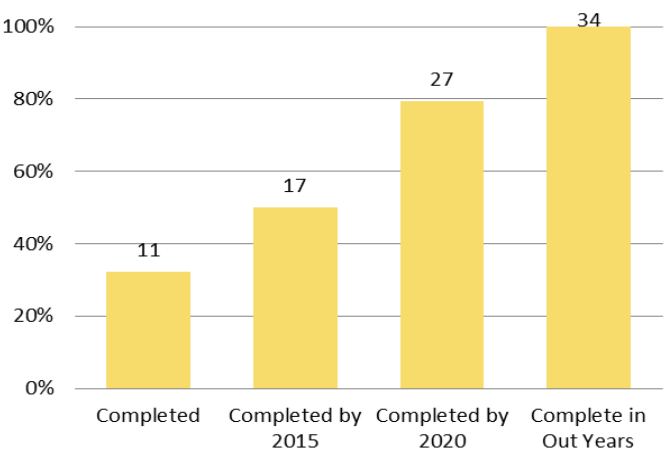


Idaho



Wilson Travel Management Area, Idaho

Figure 6: TTMP Completion, Idaho



Total acreage of BLM land: 11.6 million
Total mileage of routes designated: 6,382

Key management issues: Sage grouse, renewable energy, Snake River Plain population growth, preservation of Historic Trail corridors

Key partners: County governments, U.S. Forest Service, Idaho Parks & Recreation Department, Idaho Department of Fish & Game

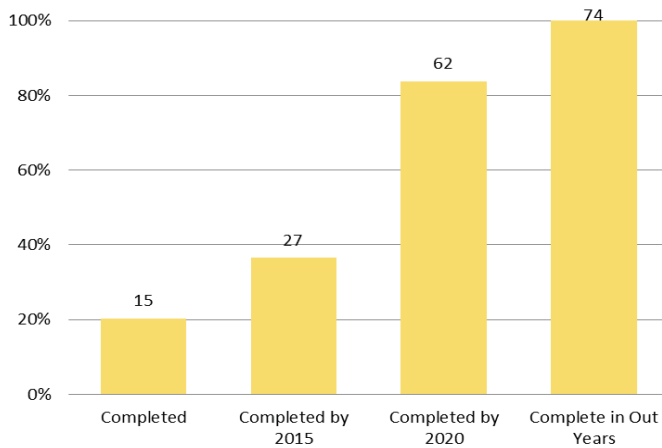
Example TTMP: The Challis Field Office completed its TMAP in 2008, designating 2,217 miles of routes.

Montana/Dakotas



Designated Route with Size Restrictor at the Pipestone OHV Area near Whitehall, Montana

Figure 7: TTMP Completion, Montana/Dakotas



Total acreage of BLM land: 8 million

Total mileage of routes designated: 14,932

Key management issues: Sage grouse habitat and possible listing as a threatened species, renewable energy access, checkerboard land ownership

Key partners: National Off Highway Vehicle Conservation Council (NOHVCC); Montana Fish, Wildlife and Parks; US Forest Service – Region 1

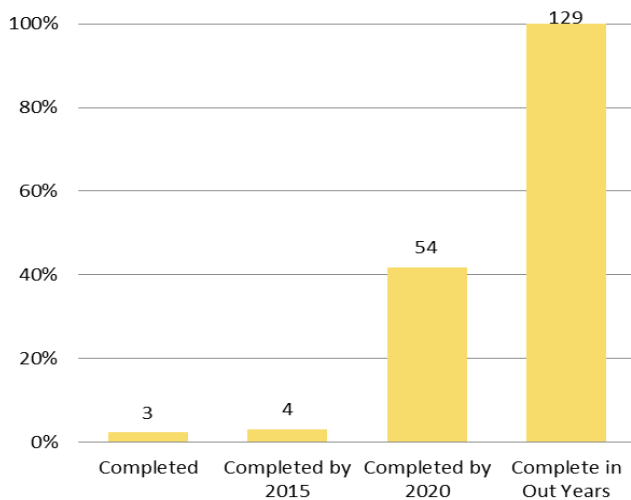
Example TTMP: In March 2003, the Butte Field Office completed the Whitetail-Pipestone Travel and Transportation Management Plan (TTMP). One hundred and five miles of routes were designated as open for motorized travel, some with seasonal and vehicle size restrictions. Implementation has been on-going since the completion of the plan, and the Pipestone OHV area is currently the most popular of its kind in Montana.

Nevada



Bull Run Mountains, Nevada

Figure 8: TTMP Completion, Nevada



Total acreage of BLM land: 47.8 million

Total mileage of routes designated: 2,988

Key management issues: Sage grouse, desert tortoise, renewable energy, checkerboard land ownership

Key partners: Nevada State OHV Commission, OHV user groups

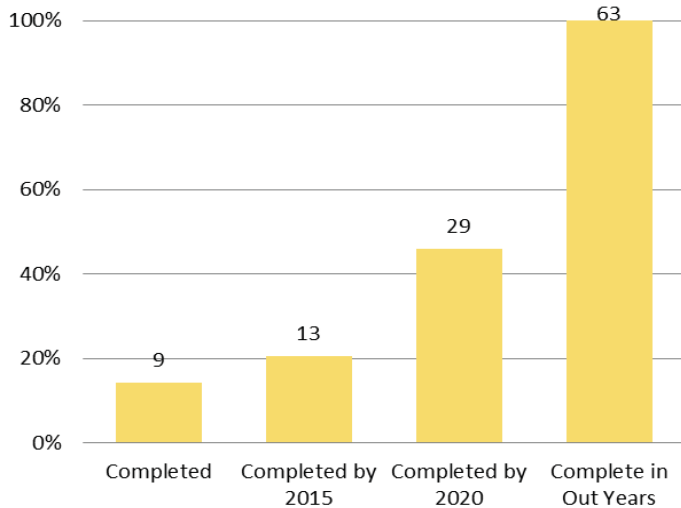
Example TTMP: The Las Vegas Field Office completed a TMP for 11 ACECs covering more than 550,000 acres in desert tortoise habitat and designated 906 miles of routes.

New Mexico



River Road, New Mexico

Figure 9: TTMP Completion, New Mexico



Total acreage of BLM land: 13.4 million

Total mileage of routes designated: 5,290.5

Key management issues: Cultural resources, access and staging areas, land exchange, watershed values, urban interface, Wilderness Study Area access, designating roads and trails in areas with a high density of oil and gas lease rights-of-way

Key partners: New Mexico Department of Game and Fish, New Mexico OHV Alliance, tribal governments, neighborhood associations, recreation users

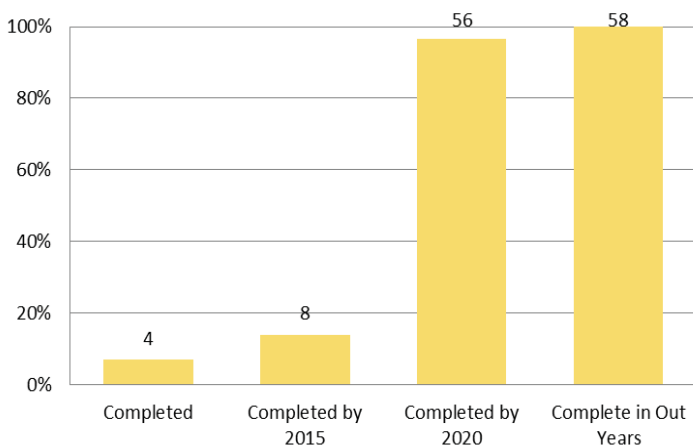
Example TTMP: The Taos Field Office completed route inventories for several of its planning units and TMAs, inventorying over 260,000 acres in 2009. They have identified 800 route miles across the Palacio, Sombrillo, West Santa Fe, and Ojo Caliente TMAs.

Oregon



Wildcat Covered Bridge, Oregon

Figure 10: TTMP Completion, Oregon/ Washington*



Total acreage of BLM land: 16.1 million

Total mileage of routes designated: 15,634. The majority of these are administrative roads managed cooperatively with timber companies.

Key management issues: Greater sage grouse, green energy, timber management, and wilderness character

Key partners: Private forest owners and federal agencies (including the U.S. Forest Service, with which the Oregon BLM shares 1,100 miles of border)

Example TTMP: The Steens Mountain Cooperative Management and Protection Area (CMPA) (Burns District) completed their TTMP process covering 428,000 acres in 2009. The plan will be revised to include a recreation plan in 2013.

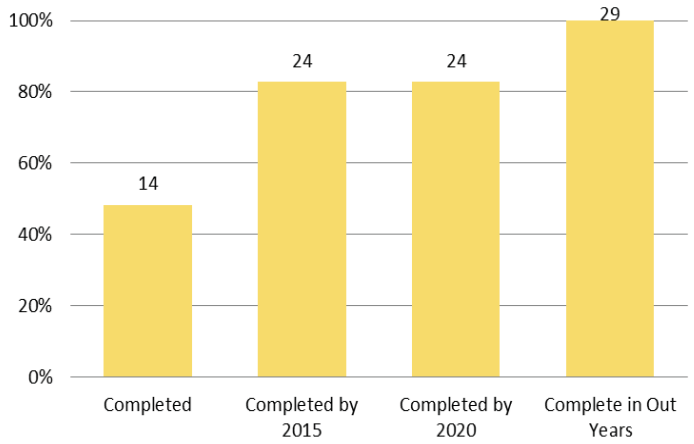
**The Western Oregon Plan will guide TTMPs for Western Oregon and is currently under development; all TTMP dates are tentative and subject to leadership approval.*

Utah



Petroglyphs near road, Utah

Figure 11: TTMP Completion, Utah



Total acreage of BLM land: 22.8 million
Total mileage of routes designated: 19,748.5

Key management issues: Sage grouse, cultural resources, casual and permitted recreation and tourism, renewable and non-renewable resource access, RMP and TTMP litigation, Revised Statute 2477 litigation

Key partners: Interagency Natural Resources Coordination Council, Utah State Parks, Utah 4 Wheel Drive Association, Tread Lightly!

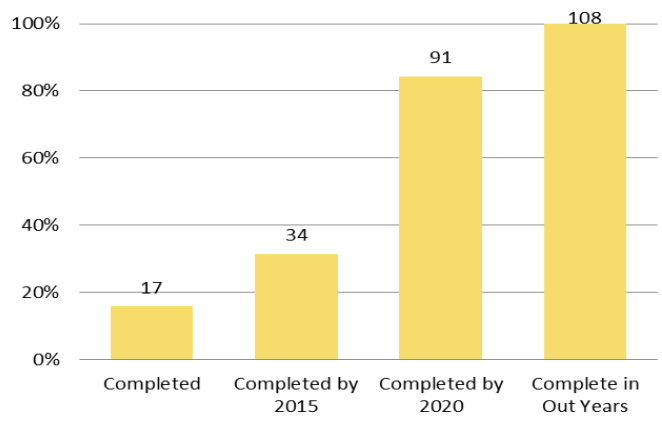
Example TTMP: The Moab Field Office completed a TMP for the entire field office in 2008, with updates planned for 2013. The TMP designated 3,749 miles of roads, primitive roads and trails. In concert with on the ground implementation efforts, the Moab field office is currently identifying and evaluating potential changes to the Moab TMP via implementation level Environmental Assessments (EA). The majority of these changes will be completed by the end of 2013.

Wyoming



Sage grouse trotting across the road, Wyoming

Figure 12: TTMP Completion, Wyoming



Total acreage of BLM land: 18.3 million acres. 40.5 million acres are owned by BLM, but managed/mined by other entities.

Total mileage of routes designated: 2,731

Key management issues: Sage grouse, renewable and non-renewable energy access, cultural resources, and checkerboard land ownership

Key partners: Wyoming state agencies and counties, ranchers, IMBA, Wyoming Recreation Action Team, BLM Wyoming Resource Advisory Council

Example TTMP: The Newcastle Field Office completed its RMP/TMP for the Stateline SRMA in 2000; the plan designated 17 miles of roads and trails under BLM ownership and will update the plan and complete the remaining 15% of route inventory in 2016.



San Juan Forest, Colorado

4. The Path Forward

The BLM has defined a path towards achieving this vision and laid out the milestones to complete and update TTMPs on all BLM lands. The BLM will need to set clear priorities and effectively implement strategies that build the capacity throughout the agency to achieve these challenging goals. This section sets clear priorities and defines the vision in measurable terms, laying out concrete strategies for achieving those goals.



*Gold Belt National Backcountry Byway,
Colorado*

Priorities

The BLM has made significant progress in laying the foundation for Travel and Transportation Management Planning. However, even with potential new funding through Moving Ahead for Progress in the 21st Century (MAP-21), it is likely that the BLM will not have sufficient funds and staff capacity to develop and implement TTMPs for all of its Field Offices by 2020. Instead, the BLM has established its highest priorities for the short, medium, and long terms to best match available resources from interdisciplinary BLM programs with the most critical needs.

The targets listed on the next page represent BLM's goals for completing TTMPs. The BLM national TTM team will set overall performance targets and allow states to decide how to best achieve them. States will determine the order in which field or district offices complete their plans (based on existing state timelines, but with flexibility to accommodate changing priorities or opportunities). These priorities are aligned with the BLM's FLTP Investment Strategy to coordinate short-term planning with the 2,300 miles of priority FLTP-eligible roads and long-term planning with the identification of future needs.

Short-term (2013-2015)

1. Complete 92 TTMPs located in 11 State offices (this is in addition to the 131 TTMPs that are completed as of 2012).
2. Conduct TTM training sessions in all western BLM states for field unit ID teams preparing for the development of a TTMP.
3. Identify and document partnerships and project opportunities for enhancing access to BLM lands and submit proposals for a program of projects to the Federal Lands Transportation Program. In addition, coordinate with state Departments of Transportation (DOTs) and local governments for the identification and submission of projects eligible for the Federal Lands Access Program.
4. Assign staff at State offices to oversee TTM planning, data collection, and associated implementation tasks. Establish a program for training State and Field Office staff in TTM.
5. Participate in a pilot inter-agency Long Range Transportation Planning process for one state or region coordinated by the Federal Highway Administration's (FHWA) Office of Federal Lands Highway (FLH).
6. Coordinate with other FLMAs, FHWA, state DOTs and local transportation agencies on the collection and management of transportation related geospatial and tabular data.
7. Evaluate staff resources and funding needs for TTM planning, data collection, and associated implementation tasks. Establish a system for capacity building among State and Field Office staff in TTM.

Medium-term (2016- 2020)

1. Complete 247 additional TTMPs located in 11 State offices.
2. Implement TTMPs in conformance with established TTM performance measures within 2-5 years of a TTMP completion.
3. Conduct TTM training sessions in all western BLM states for field unit ID teams preparing for the development of a TTMP.
4. Update TTMP schedule to align with FLTP Investment Strategy.
5. Work with state staff to identify project opportunities for access to BLM lands and submit through the Federal Lands Access Program or other discretionary program.
6. Participate in additional inter-agency Long Range Transportation Planning processes.
7. Collaborate with other FLMAs, state DOTs, local governments and other community-based organizations to develop and implement integrated, multi-modal travel and transportation plans at the local community or sub-regional scale.
8. Coordinate with FLMAs, state DOTs, local governments and other community-based organizations on developing funding strategies that integrate as many eligible MAP-21 (or successor transportation legislation) programs as possible.
9. Review existing Plans for conformity and consistency with this vision document and determine a course of action to update those that are not comprehensive in nature.

Long-term (2021 and beyond)

1. Complete remaining 163 TTMPs located in 11 State offices.
2. Begin implementation on all TTMPs.
3. Update route inventories and TTMPs as needed.
4. Update FLTP Investment Strategies with needs identified in TTMPs.
5. Provide on-going training sessions for staff in all State and Field offices.
6. Continue participation in inter-agency Long Range Transportation Planning efforts until all regions/states with significant BLM managed lands are completed.
7. Strive to have all BLM TTM planning and implementation efforts fully integrated with other TTM planning and implementation at the local or sub-regional scale that result in efficient, multi-modal travel and transportation systems.
8. Have fully integrated funding strategies in place between the BLM, other FLMAs, state DOTs, local governments and other community-based organizations that take full advantage of all eligible funding streams associated with federal transportation legislation.

Strategies

To effectively achieve the targets set for completing and implementing TTMPs, the BLM must effectively implement strategies to strengthen the TTM program. The BLM identifies specific activities to support these strategies in the Strategy Addendum. These strategies are listed below.

TTM program organization and oversight:

These activities include organizing BLM staff resources and funding from multiple BLM sub-activities to best meet the goals of the TTM program. This includes oversight at the state and national levels for plan completion.

Funding: Recognizing that the BLM uses funds from multiple activities to fund transportation, the BLM will establish budgetary strategies to best use its limited resources for TTM planning. This will put particular emphasis on leveraging funds from multiple activities within the BLM as well as from partner organizations.

Internal coordination: The BLM will focus on strong communications and relationships between the multiple BLM divisions, with special emphasis on the engineering, recreation, and the National Landscape Conservation System (NLCS) divisions. These divisions should determine roles in the TTMP process and better integrate their planning efforts.

Capacity building: The BLM will provide training to staff across divisions to complete the activities outlined in this vision, focusing on specialty technical areas like long-range planning, transportation data collection and management, trail development, and contracting.

External partnerships: The BLM will leverage limited resources by partnering with organizations to develop and implement TTMPs and related data.

Resources and land use: The BLM will train its staff to implement TTMPs in a way that protects natural, visual, and cultural resources while accommodating diverse uses, as appropriate.



Mountain biking, California



Sheep on a road, Colorado

5. Additional Resources

Additional Resources

- Works Cited
- Additional References
- Strategy Addendum

Next Steps

The BLM will need to undertake a number of immediate steps designed to engage staff and leadership and ensure there are sufficient resources to implement the plan.

- 1. Open communications with BLM and FHWA leadership to share accomplishments and future needs.** This vision document and its accompanying data and summaries are communication tools for audiences both within and outside of the BLM. TTM staff must work with their multiple target audiences to help them better understand the importance of TTM and gain their support in implementing the vision.
- 2. Develop a strategy, in coordination with BLM Engineering and other program areas, to fund TTM planning and fit TTM planning within the new BLM transportation program.** With new funding from the FLTP and the FLAP, as well as new relationships with FHWA, it will be critical for TTM planners to work closely with the BLM Transportation Program leads in Engineering to align efforts and work towards common goals.
- 3. Circulate quantitative goals, expectations, and strategies to State TTM leads to keep making progress on TTMPs and implementation.** While program establishment and promotion is important, TTM staff must also focus on helping FO and DO staff complete and implement their TTMPs. This may include offering training, oversight, and targeted technical assistance for priority plans.
- 4. Develop strategies for integrating BLM TTM planning and implementation with other FLMAs, state DOTs, local transportation management agencies and community-based organizations.** There are many opportunities for improving collaboration with other entities involved with the development of multi-modal travel and transportation systems at the local community or sub-regional scale. This could range from more effectively integrating non-BLM partners into the BLM TTM planning and implementation process to establishing a fully integrated TTM planning process involving multiple entities with responsibility for transportation planning at the local community or sub-regional scale.

TTMPs will be increasingly important in identifying and prioritizing future access and connectivity needs, especially in selecting projects for the Federal Lands Transportation Program funds. In the coming years, most State offices will focus on completing TTMPs, while the Washington office and a few states will put more emphasis on implementing plans. Looking past 2020, the BLM TTM planning team will further refine plans to better measure resource impacts, consider urbanization, and confront the BLM's most pressing issues as it approaches the middle of the century.

*Entrance to Sand Mountain Recreation Area,
east of Fallon, Nevada.*

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- Enhanced Planning Could Assist Agencies in Managing Increased Use of Off-Highway Vehicles, Government Accountability Office Report, 2009.
- State-specific guidance on transportation and land use management (see BLM State websites for details)

TTM Program Organization and Oversight

1. Develop data standards for GTLF, OHV area designations and TMA boundaries.
2. Develop strategy to achieve the BLM's monitoring plan performance standard.
3. Develop a budget strategy to respond to and influence the allocation of BLM resources. The strategy should be tied to TTM priorities and timeline to plan and manage travel networks.
4. Identify the data that the BLM has and the data that is needed. Develop strategies to collect missing data and manage/maintain new and existing data.
5. Develop a strategy for trails guidance.
6. Develop an internal communication strategy to keep agency management at all levels informed about the achievements and challenges associated with TTM.
7. Identify remaining actions by state.

Internal Coordination

1. Integrate engineering condition assessment work into TMP monitoring plans.
2. Integrate engineering and TTM geospatial and tabular data collection and management.
3. Integrate the engineering roads program (at FLH and BLM) with primitive roads and trails through TTMP.
 - A. Determine the Engineering staff's roles for roads, primitive roads, and trails.
 - B. Determine the Recreation staff's roles for roads, primitive roads, trails, Special Recreation Management Areas, and Extensive Recreation Management Areas.
1. Integrate other (non TTM/Engineering) BLM programs into planning efforts (Lands, Range, Energy, Wildlife, Cultural, NLCS).
2. Better integrate recreation planning into travel planning (TRAMP).

Funding

1. Address imbalances in resources and TMP needs between states.
2. Identify all current and potential funding streams and ways to integrate various funding sources.

Capacity Building

1. Develop transportation planning expertise for TMPs and regional long-range transportation plans.
2. Improve TTM contracting expertise for TTM and trail projects.
3. Update or utilize training for developing trails, and provide a certification of skills.

External Partnerships

1. For regional long-range transportation planning, enlist more integrated involvement from cooperating agencies, such as Resource Advisory Councils, state DOTs, local transportation management agencies, and community-based organizations.
2. Build deeper and stronger multilevel (national, state/regional, local) trail partnerships.
3. Work with other agencies to pool resources to manage trails and other transportation infrastructure.
4. Develop a strategy to address TTM challenges for state and private land access restrictions.
5. Develop a strategy to map travel and transportation networks between the BLM and neighboring land owners.

Natural and Cultural Resources, Energy, and Land Use

1. Develop strategies to address TTM challenges for:
 - A. Sage grouse
 - B. Checkerboard or multiple land ownership
 - C. Energy production (oil and gas, mining, renewable)
 - D. Rights of way (and extended projects)
2. Develop Travel Management guidance strategies to inform other programs (Cultural Resources; Rangeland Resources; Fish, Wildlife, and Plant Conservation; Fluid Minerals; Renewable Energy)

The Bureau of Land Management was established in 1946 and is part of the U.S. Department of the Interior. We manage public lands, mostly in the 12 Western states, that encompass 258 million acres — an area equivalent to the size of Texas and New England combined — and 700 million acres of subsurface mineral estate.

U.S. Department of the Interior
Sally Jewell, Secretary

Bureau of Land Management
Neil Kornze, Director

For more information about Transportation on BLM lands see:
www.blm.gov/wo/st/en/prog/Recreation/recreation_national/travel_management/visitor_safety.html

