

Why Do Travel Planning?

To weigh access needs and resource needs

Why Are There Routes?

For Direct Access

For Connectivity

For Experience



WHY?

# Authority & Guidance for Travel Management Planning

- Executive Order No. 11644, February 8, 1972
- Executive Order No. 11989, May 25, 1977
- 43 Code of Federal Regulations Part 8340
- National Management Strategy for Motorized Off-Highway Vehicle Use on Public Lands (BLM 2001)
- Travel and Transportation Management Manual (BLM Manual 1626, 2011 – Revised 2016)
- Travel and Transportation Management Handbook (BLM Handbook H-8342-1, 2012 - In Revision)

- A Tool/Process, not a Resource
- Multi-disciplinary
- Comprehensive
- Collaborative



WHAT?

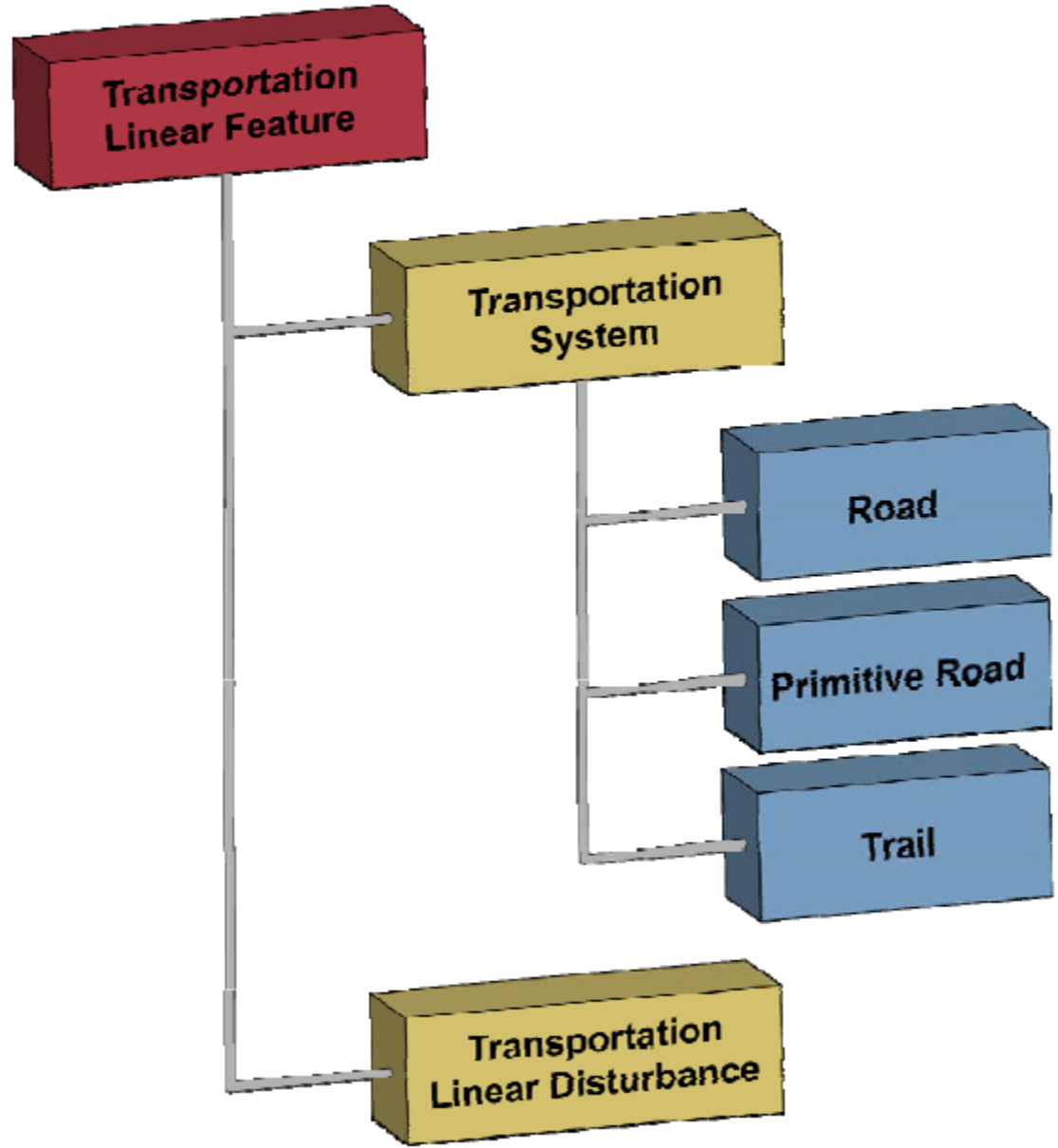
# Communication

Communication is important:

- Identify issues, concerns and “sore points”
  - What do people want?
  - What areas, routes etc. are they using?
  - What information can they provide concerning the purpose or “value” of a route?
- Build trust with public and cooperators
  - Get assistance with inventory and pre-planning
    - Both geospatial data, other data and anecdotal information
- Establish credibility of data
  - Achieve community “buy-in” to Travel Network and help ultimately on-the-ground implementation
- Helps avoid litigation...

- Terminology Basics

**WAIT!**



+ Temporary Routes!

+ Primitive Routes! 😊

+ lots of subdivisions of trails LOL

# Definition of an OHV

Definitions established in 43 CFR § 8340.05

(a) *Off-road vehicle [OHV]* 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;
- (5) E-bikes, as defined in paragraph (j) of this section:
  - While being used on roads and trails upon which mechanized, non-motorized use is allowed;
  - That are not being used in a manner where the motor is being used exclusively to propel the E-bike; and
  - Where the authorized officer has expressly determined, as part of a land-use planning or implementation-level decision, that E-bikes should be treated the same as non-motorized bicycles;
- (6) Any combat or combat support vehicle when used in times of national defense emergencies.

# E-bikes

Can qualify for an OHV exemption as a result of update to 43 CFR § 8340.0-5(a) in 2020.

HOWEVER:

IM 2023-051 states that concurrence from the Assistant Director, National Conservation Lands and Community Partnerships should be obtained before using the exemption for e-bikes.

Concurrence not required if e-bikes are managed as OHVs and Designation Criteria are applied.

In either case: A decision by the AO must be made to allow e-bikes on trails otherwise open only to traditional (mechanized) bikes (either to exempt them, or to designate the trail as OHV Limited (with limitation explained)).



# Basic Classification of Modes-of-Transport

- Motorized
  - Any vehicle with a motor (combustion engine or battery-powered), including OHVs as a subset.
- Non-Motorized
  - Vehicles without motors, powered by human, stock or natural forces.
- Non-Mechanized
  - Forms of travel without the use of mechanical apparatus.



## Travel Management Areas (TMAs)

- Entire office TMP may be too hard
- TMAs are a planning tool to:
  - Create bite sized planning areas
  - Consider 'optics' of TMA focus and prioritization (heavily moto, heavily preservation, etc..)

TMA identification is **NOT** a Decision!

- Boundaries can change & evolve

Ideally Travel Planning happens project by project and is a living file.



Land Use Plans

Travel Management Plan

A large circular graphic on the right side of the slide. It features a black background with white topographic contour lines. In the center of the circle, the word "HOW?" is written in large, 3D, blue, sans-serif capital letters. The letters have a slight shadow and are reflected on a dark, glossy surface below them.

HOW?

# Managing Comprehensively



The background of the slide is a dark gray topographic map with white contour lines. The lines are irregular and wavy, representing elevation changes across a landscape. The overall tone is professional and technical.

# Land Use Plan Decisions

# OHV Open Area



(f) *Open area* means an area where all types of vehicle use is permitted at all times, anywhere in the area *subject to* the operating regulations and vehicle standards set forth in subparts 8341 and 8342 of this title.

*43 CFR 8341 Regulations  
Governing Use & Special Rules  
43 CFR 8342 Designation  
Criteria [minimization criteria]*

# OHV Closed Area

(h) *Closed area* means an area where off-road vehicle use is prohibited. Use of off-road vehicles in closed areas may be allowed for certain reasons; however, such use shall be made only with the approval of the authorized officer.



# OHV Limited Area



(g) *Limited area* means an area restricted at certain times, in certain areas, and/or to certain vehicular use. These restrictions may be of any type, but can generally be accommodated within the following type of categories: Numbers of vehicles; types of vehicles; time or season of vehicle use; permitted or licensed use only; use on existing roads and trails; use on designated roads and trails; and other restrictions.



# Planning Criteria

Planning Criteria establish the constraints or “ground rules” that direct the development of the plan.

- Ensures the plan is tailored to the identified issues
- Limits the scope of the planning
- Identifies preexisting constraints on planning from legislation, regulation, and policy
- Focus inventory and data collection needs
- ensures unnecessary data collection and analysis are avoided



# From RMP to Evaluation Criteria

## RMP Management Action:

- Implement physical and administrative protection measures to stop, limit, or repair damage and vandalism to significant cultural sites.

## Related Designation Criteria:

- 43 CFR § 8342.1(a) – minimize damage to “other resources”

## Evaluation Criteria:

- Proximity of routes to significant cultural sites.

## Potential Decisions:

- Surface (Cap) site, re-align route, eliminate or reduce access, fence resource, etc.



# Implementation Decisions

# Implementation Decision Timing

- LUP Decisions & Route Inventory + Prioritization in one document and
- TTM Implementation Decisions in a subsequent document(s) = **Deferred Planning**
  - **Agency preferred approach**
  - **Simplifies planning**
  - **Allows more flexibility**



# Travel Management Plans

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## Implementation Decisions

Final [appealable] approval allowing on-the-ground actions to proceed.

- Implementation Strategy
  - Signing, Interpretation, Monitoring
- Route by Route Evaluation
  - OHV Route Designation (Open, Limited, Close)
  - Route Classification (Road, Primitive Road, Trail)
  - Minimization Measures (Limitations, Re-routes, etc.)

**TMPs are a Collection of Implementation Decisions**





## Question...

Do all Travel and Transportation Management Decisions need to be made in a Travel Management Plan?

- No
  - OHV Area Allocations in LUP
  - New Routes, Re-designation, etc. Occur in routine BLM decisions.



# Route Evaluation Criteria

REVEGETATION  
IN PROGRESS

*PLEASE DO NOT DISTURB*

FOR INFORMATION CONTACT 219-3415

# OHV Trail Designation Criteria

## Decisions must comply with 43 CFR 8342 – Designation of Areas and Trails

All designations shall be based on the protection of the resources of the public lands, the promotion of the safety of all the users of the public lands, and the minimization of conflicts among various uses of the public lands; and in accordance with the following criteria:

- (a)** Areas and trails shall be located to minimize damage to soil, watershed, vegetation, air, or other resources of the public lands, and to prevent impairment of wilderness suitability.
- (b)** Areas and trails shall be located to minimize harassment of wildlife or significant disruption of wildlife habitats. Special attention will be given to protect endangered or threatened species and their habitats.
- (c)** Areas and trails shall be located to minimize conflicts between off-road vehicle use and other existing or proposed recreational uses of the same or neighboring public lands, and to ensure the compatibility of such uses with existing conditions in populated areas, taking into account noise and other factors.
- (d)** Areas and trails shall not be located in officially designated wilderness areas or primitive areas. Areas and trails shall be located in natural areas only if the authorized officer determines that off-road vehicle use in such locations will not adversely affect their natural, esthetic, scenic, or other values for which such areas are established.



# What does it mean to “Minimize” ...

Minimizing impacts by limiting the degree or magnitude of the action and its implementation.

- CEQ 1508 Section 1508.20

*For additional reading...*

- *Center for Biol. Diversity v. U.S. Bureau of Land Management (2009)*
- *N. Alaska Env't'l Ctr. V. Kempthorne*



# Route Evaluation Process

Using route selection criteria...

Identify **interfacing**  
resource values

Evaluate route

- Develop designation and decision alternatives
- Develop minimization options

Identify the route  
objectives

**Document designation  
process!**

**Rinse and Repeat... for each route!**



# NEPA

All travel mgmt. actions take NEPA documentation;

- LUP/RMP: EIS/ROD
- Travel Mgmt Plan: EA/DR/FONSI
- Certain Implementation Actions: EA, DNA or CX (subject to Extraordinary Circumstances)

CX:

- Departmental 43CFR Part 46 subsection 46.210 (f) (Maintenance)
- BLM (Transportation): Part 516 Chapter 11.9 (g)
  - 1) Incorporation of eligible roads and trails in any transportation plan when no new construction or upgrading is needed.
  - 2) Installation of routine signs, markers, culverts, ditches, waterbars, gates, or cattleguards on/or adjacent to roads and trails identified in any land use or transportation plan, or eligible for incorporation into such plan.
  - 3) Temporary closure of roads and trails
  - 4) Placement of recreational, special designation, or information signs, visitor registers, kiosks, and portable sanitation devices.

# Types of Authorization

- Rights-of-Way
- APDs / Sundries
- Mining Notice/ Plan of Operations
- Grazing Authorizations
- Special Recreation Permits
- Other Misc. Land Use Authorizations
- Grandfathered Uses
- Other (e.g., Research Permits, Native American Access etc.)



That's it in a  
Nutshell.  
Questions?

