



Idaho BLM Off-Highway Vehicle Travel and Access Management Strategy

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Introduction

The Bureau of Land Management (BLM) completed a National Strategy for managing Off-Highway Vehicles (OHVs) on public land in 2001. In 2003, BLM completed The BLM's Priorities for Recreation and Visitor Services (a Workplan for FYs 2003-2007), and the WO released IM 2004-005, Clarification of OHV Designations and Travel Management in the BLM Land Use Plan Process. Each of these documents emphasizes that the BLM should be proactive in seeking motorized OHV management solutions that conserve natural resources while providing for appropriate motorized recreation opportunities. The Idaho BLM Off-Highway Vehicle Travel and Access Management Strategy is intended to complement and carry forward the Bureau's overall comprehensive travel management strategy. Specifically it provides guidance for interdisciplinary coordination (especially between planning, recreation and engineering) and recommendations for future actions to improve motorized vehicle management throughout Idaho BLM.

This strategy addresses motorized recreation on the land and is not intended to address over-snow vehicle (OSV) management. Each field office has the prerogative to develop OSV policy based upon special area management suitability and conformance to land use plans. Similarly, OHV competitive use policy is best addressed at the field office level using existing Special Recreation Permit guidelines.

Motorized recreation is a significant issue on the 12 million acres of land that the BLM administers in Idaho. Approximately half that acreage is designated as "open" to cross country vehicle travel. As Idaho's field offices review land use plans, these designations will be revised to reflect a desired future condition that represents the needs of both the natural resources and public land users.

The number of Idaho All Terrain Vehicle (ATV) and Off-Highway Motorcycle (OHM) registrations more than tripled from 22,967 to 70,021 between 1995 and 2002. Four-wheel drive participation rates have also increased from 22% to 34% between 1987 and 2002. This trend reflects similar experiences in all western states. The need to develop comprehensive travel management plans is among the highest of priorities for the BLM nationally, as well as in Idaho.

This strategy was developed in 2003 and 2004 by BLM's Idaho State Office. While under preparation, the draft strategy was reviewed and commented on by Idaho's three resource advisory councils (RACs). The RACs also established a subcommittee, composed of three members from each RAC, to assess the draft strategy and assist BLM in reviewing and incorporating public comments. The draft strategy was made available for public review and comment during the summer of 2003. Comments by the RAC and the public were incorporated into the draft document and a revised draft strategy was made available for public review in February of 2004. Additional public comments were incorporated into this final OHV strategy document.

The Idaho BLM OHV Management Strategy contains three sections. Section One summarizes policies and guidance related to OHV management. It provides a source book for OHV policies and guidelines for BLM staff, managers and cooperators. The policy section defines the area and route designation process, land use plan decisions and implementation-level decisions. The policy section also defines guidelines for preparing comprehensive travel management plans (route inventories, trail design/maintenance, monitoring, facilities, law enforcement, signs, maps, and public information). It will be reviewed periodically and updated to include changes or additions in the BLM's OHV management policies and guidelines.

Section Two is an Action Plan. It parallels the format of the National OHV Strategy and the BLM's Priorities for Recreation and Visitor Services. The action plan establishes long range objectives and actions for developing and improving program management, partnerships, outreach/education, planning, route inventories, facilities, maintenance, acquisition/easements, maps, signs, fees, law enforcement and special area management.

Section Three is an Implementation Plan. Based on the Action Plan, the Implementation Plan identifies work priorities and tasks for a three-year period and will be used to establish and coordinate annual work plan objectives and performance measures for Idaho's OHV program. The Action Plan and Implementation Plan will be reviewed annually and updated as appropriate.

Idaho BLM Off-Highway Vehicle Travel and Access Management Strategy

Section One – Policy Summary and Source Book

I. Program Management

A. Internal Training and Information Exchange

Several venues are available to BLM staff for OHV-related training. The [National Training Center](#) (NTC) lists some applicable courses such as RMIS, Visual Resource Management, and Trail Management Plans, Projects and People. NTC is also developing a Comprehensive Travel Management Course during Calendar Year 2005. Three accredited OHV Recreation Management courses are available for [correspondence study](#) through [Colorado State University Department of Natural Resource Recreation and Tourism](#). The courses are especially beneficial for federal recreation professionals and technicians because of pertinent OHV content that relates to present and future motorized recreation assignments. The BLM is also an integral component of the [National Trails Training Partnership](#) (NTTP) which is comprised of a wide variety of agencies and organizations that are collaborating to promote opportunities for trails activists and professionals to learn up-to-date techniques in trail planning, design, development, maintenance and volunteer management.

Information exchange is among the principal tenets of the NTTP. The NTTP serves to coordinate and disseminate timely and accurate information about existing trail-related training opportunities nationwide through a web-based clearinghouse (www.americantrails.org/nttp/default.htm) and related resources and materials. The ISO Trails and Travel Management Coordinator also serves as a clearinghouse for information exchange between the Washington Office, Field Offices and state and national trails/conservation advocacy organizations.

II. Area and Route Designation Process

A. Defining Terms

Most of the current regulation for management of OHV activities on public land is contained in 43CFR, Part 8340. This regulation was based largely on Executive Order 11644, issued in 1972. At that time, the preferred title for the vehicles was Off-Road Vehicles or ORVs. Since that time, the title Off-Highway Vehicle (OHV) has come into popular usage. The term “OHV” and “ORV” are synonymous and are both used in this document. Until the regulation is revised, it is advisable to define the terms in each document as interchangeable.

Similarly the Executive Order and CFR, as well as other guidance and many plans, refer to OHV routes as “roads and trails.” Efforts are underway to arrive at specific

definitions of “road,” “trail” and “route,” and to incorporate the new definitions into regulation. Until that is accomplished, it is advisable to specifically define each term for its use in each document. In this document, the term “routes” will be synonymous with the words “roads” and “trails.”

B. Establishing Area and Route Designations Through Land Use Planning

Overview

The BLM defines appropriate access to the public land through the land use planning process. The process includes the preparation of Resource Management Plans (RMPs), which usually cover large areas, and subsequent implementation-level plans, which are more site-specific documents.

Resource management plans make two types of decisions regarding the use of motorized vehicles on public land: 1) the delineation of travel management areas and 2) the designation of OHV management areas. Travel management areas identify acceptable modes of access and travel based on all resource uses in an area (e.g., recreational, traditional, casual, agricultural, industrial, educational uses). An example of travel management areas would be the delineation of front country, travel corridor and backcountry areas, with associated levels of motorized and non-motorized access and facility development. OHV management areas specifically address motorized use and designate areas as open, limited, or closed to motorized travel activities. As land use plan decisions, the delineation of travel management areas and the designation of OHV management areas are protestable as part of the proposed RMP decision.

Implementation-level plans are prepared to identify and designate specific roads and trails as part of BLM’s travel management network. In most cases, the designation of roads and trails is accomplished through a process called comprehensive travel management planning. Travel management planning typically addresses all aspects of access management, including route designations for OHV, snowmobile, mountain bike, equestrian, and hiking or pedestrian use. Because the designation of specific roads and trails is an implementation-level decision, the decision is not protestable but is appealable under 43 CFR, Part 4. Roads and trails designated through implementation-level planning are placed in BLM’s Facility Asset Management System (FAMS) database to be tracked and maintained.

BLM’s National Guidance

The BLM released the current version of the Land Use Planning Handbook (H-1601-1) in November 2000. Guidance for Off-Highway Vehicle (OHV) designations in the land use planning process was incorporated in the Recreation Section (Appendix C, Section II. C). As field offices have implemented the guidance for RMP development,

revision or amendment, they have also identified a need to 1) clarify how to implement the guidance in the recreation section, and 2) introduce refinements to the existing process.

Clarification of the BLM's policy for addressing OHV designations and travel management in land use planning was issued in October, 2003. The policy is presented below. The Policy/Action section summarizes the most important elements of the policy. Attachment 1 provides definitions related to this policy. Attachment 2 clarifies handbook policy, provides guidance on how to implement the policy, and introduces the planning process refinements. This attachment also includes a summary table matrix that illustrates designation process requirements.

i. Policy/Action

The BLM will manage motorized and other access on the public land in accordance with existing law, executive orders, proclamation, regulation, and policy. Within this context:

- Road and trail access (and OHV management) guidance will be incorporated into every RMP to ensure public and resource needs are met. At a minimum, each RMP will divide planning areas into OHV **area** designations that are open, limited or closed. The RMP will include a map of area designations.
- Specific criteria for open, limited and closed designations are provided in definitions outlined in 43 CFR 8340.0-5 (f), (g) and (h). Additional criteria are provided by existing law, proclamation, executive order, regulation or policy. It is important to note that OHV area designations do not apply to over-snow vehicles.
- Selection of a network of roads and trails should be performed for all limited areas in each RMP. This requires establishment of a process that includes selecting specific roads and trails within the limited area or sub-area and specifying limitation(s) placed on use. The RMP will include a map of the roads and trails open and available in each area.
- If complexity, controversy, or incomplete data make it impossible to complete the selection of a road and trail network for any area designated as limited within reasonable timeframes or budget availability, the BLM will perform the selection process for all limited areas that can be completed. For any limited area or sub-area that cannot be completed in the RMP, the BLM will, to the extent possible:

- incorporate a map of a preliminary road and trail network, including known roads or trails that are expected to be included in the final network;
- define short-term management guidance for road and trail access and activities, including interim management guidelines for proper identification of the preliminary road and trail network, including signing and maintenance of open roads and trails;
- outline additional data needs and a strategy to collect needed information;
- establish a clear planning sequence, including public collaboration, criteria and constraints for subsequent road and trail selection and identification;
- produce a schedule to complete the limited area or sub-area road and trail selection process. Normally, this process should **not exceed** five years; and
- Install signs, and in some cases, construct barriers or perform restoration on closed roads and trails.

ii. Policy Attachment 1

This attachment provides definitions for terms used in BLM’s policy for addressing OHV management in land use planning.

1. Definitions

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 plan objectives. Implementation plans are synonymous with “activity plans”. Examples of implementation plans include interdisciplinary management plans, habitat management plans, and allotment management plans.

Land Use Plan: A set of decisions that establish management direction for land within an administrative area, as prescribed under the planning provisions of FLPMA; an assimilation of land use plan-level decisions developed through the planning process outlined in 43 CFR 1600, regardless of the scale at which the decisions were developed.

Off-Highway Vehicle (OHV): OHV is synonymous with, and the more current term for, Off-Road Vehicles (ORV). ORV is defined in 43 CFR 8340.0-5 (a).

OHV area designations: Refers to the land use plan decisions that permit, establish conditions, or prohibit OHV activities on specific areas of public land. All public land is required to have OHV designations (43 CFR 8342.1). The CFR requires all BLM-managed public land 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.

Resource Management Plan (RMP): The BLM considers resource management plans to be synonymous with land use plans (as defined above), so the terms may be used interchangeably. Land use plan decisions made in RMPs establish goals and objectives for resource management (such as desired future conditions), the measures needed to achieve these goals and objectives, and parameters for using public land. Land use planning decisions are usually made on a broad scale and customarily guide subsequent site-specific implementation decisions.

RMP area: Most RMPs cover a large planning and management area. As a result, the planning area may be divided into smaller areas, each with differing values, issues, needs and opportunities that may warrant differing management prescriptions.

Road and Trail Selection: For each limited area, the BLM should choose a network of roads and trails that are available for motorized use, and other access needs including non-motorized and non-mechanized use, consistent with the goals, objectives and other considerations described in the plan.

Road and Trail Identification: For the purposes of this guidance, road and trail identification refers to the on-the-ground process (including signs, maps and other means of informing the public about requirements) of implementing the road and trail network selected in the land use plan or implementation plan. Guidance on the identification requirements is in 43 CFR 8342.2 (c).

Preliminary Network: If a final road and trails network is not identified in the RMP process, the plan should include a preliminary network that will be identified for use until a final network is selected through a subsequent implementation plan.

iii. **Policy Attachment 2**

This attachment provides policy clarification and additional guidance for travel and access designations for the BLM travel management planning process.

Designation Process Requirements

This clarification applies specifically to the second paragraph of the Recreation Section of the Land Use Planning Handbook 1601-1 (Release 1-1667, 11/22/00-Appendix C.II.C.1.), which states:

“...All OHV designations, including road and trail designations or redesignations (see 43 CFR 8340.0-8 and 8342.2), must be made through the land use planning process described in 43 CFR 1600. OHV designations should be reviewed periodically to assure that the resource objectives are being met (see 43 CFR 8342.3).”

To ensure consistent implementation of this guidance during land use plan development, revision or amendment, all Field Offices must complete the following steps:

1. Include OHV designation decisions for all public land in the planning area in all Resource Management Plans (RMPs). All public land must be designated as “open, limited or closed.” Criteria for open, limited and closed **area** designations are established in 43 CFR 8340.0-5, (f) (g) and (h) respectively. Other existing law, proclamation, regulation or executive order may limit the use of the open area designation or impose additional requirements relating to OHV use in specific circumstances. Include a map of all area designations.
2. Include selection of a travel management network in the limited areas that can be completed during the development of an RMP. Establish a process to identify specific roads and trails that will be available for public use, and to specify limitations placed on use. Products from this process will include:
 - A map of roads and trails open for OHV use.
 - Definitions and additional limitations for specific roads and trails {defined in 43 CFR 8340.0-5 (g)}.
 - Criteria developed to set parameters, to select or reject specific roads and trails in the final network, and to specify limitations. Examples of these criteria might include: desired future conditions for access, important destinations or roads or trails critical for particular activities, road and trail density or location criteria, goals related to conservation of visual resources, or sensitive habitat management.
 - Guidelines for management, monitoring and maintenance of the limited area or sub-area road and trail system. Guidelines might include items such as: seasonal limitations, vehicle type and size restrictions, and road construction and maintenance standards.

- Indicators to guide future plan maintenance, amendments or revisions related to OHV area designations or the approved road and trail system within limited areas or sub-areas. Indicators could include results of monitoring data, new information, or changed circumstances.
3. There is an alternative to the preceding step for areas designated as limited that cannot be completed during the RMP process because of one or more of the following constraints:
- existing situation involves especially complex or controversial travel management planning;
 - existing data are inadequate;
 - more time is needed than is available under the RMP planning schedule;
 - or
 - sufficient funding is not available.

In these cases, develop a preliminary road and trail network, and establish a process to select a final road and trail network, normally at the implementation plan level. This work should be completed within 5 years. The outcome of this interim process should document the decision-making process used to develop the initial network, provide the basis for future management decisions, and help set guidelines for adaptive road and trail network adjustments throughout the life of the plan. These unfinished areas should be identified in the RMP and the following tasks completed for each area:

- produce a map of a preliminary road and trail network;
 - define short-term management guidance for road and trail access and activities in areas or sub-areas not completed;
 - outline additional data needs, and a strategy to collect needed information;
 - provide a clear planning sequence, including public collaboration, criteria and constraints for subsequent road and trail selection and identification; and
 - provide a schedule to complete the limited area or sub-area road and trail selection process.
4. Develop guidance regarding the monitoring process in each RMP. An important component of the monitoring process is the development of specific management objectives, maintenance standards and other narrative guidance so that future management actions are consistent with desired standards.

Protests and Appeals

The open, limited and closed area designations, and the criteria established for road and trail selection in areas designated as limited, will be considered RMP-level decisions and are protestable under the planning regulations at 43 CFR 1610. Selection and identification of the individual roads and trails within the system will be considered implementation-level decisions, and are appealable under 43 CFR Part 4, even when performed concurrently with the RMP.

Area Designation and Road/Trail Selection Process Recommendations

To ensure consistent land use plan decisions for public access via mechanized and non-motorized/non-mechanized modes of travel, it is highly recommended that all Field Offices complete the following steps during land use plan development, revision or amendment.

1. Complete travel management planning, which should incorporate comprehensive travel management, in addition to making the required OHV decisions in land use plans. Comprehensive travel management involves proactive consideration of public access, resource management, and regulatory needs through land-use planning. It should incorporate consideration of access needs, effects of, and interactions among all forms of travel, including motorized; mechanized; and non-motorized/non-mechanized travel; equestrian and other livestock, walking, mountain bike, boat and other travel modes.
2. Provide specific guidance about the process of managing excepted motorized vehicle access for authorized, permitted or otherwise approved vehicles for those specific categories of motorized vehicle uses that are exempt from designation as off-highway vehicles (43 CFR 8340.0-5 (a) (1) through (5)).
3. Start travel management planning and the decision-making process by identifying desired future conditions at a landscape level. Determine the level of data and information needed for area designations and road and trail selections. Select and incorporate roads and trails into the transportation network according to the guidance established in the RMP.
4. Use road and trail inventory information from all available sources, including states, tribal governments, counties, other agencies, interest groups and individuals. This information is usually sufficient to enable the BLM to make the necessary OHV area designations in the RMP. Involving the public in the collection and analysis of transportation data can be an important factor in achieving transportation management goals.

5. Choose individual roads and trails, rather than using inherited roads and trails. Most existing roads and trails on public land were created by use over time, rather than planned and constructed for specific activities or needs. Instead of a decision-making process to decide which individual roads and trails should be closed or left open, consider a broader range of possibilities for management of individual roads and trails, including reroutes, reconstruction or new construction, as well as closures. These are tools that should be used to develop a quality travel system. A well-designed travel system can direct travel away from sensitive areas, yet provide quality recreational activities and access for commercial and recreational needs.

Designation Process Requirements

Issue Covered	November 2000 Handbook Guidance	Clarification
OHV and travel area designations - open, closed, limited.	Performed at RMP level.	Performed at RMP level. Limited areas should have any area criteria established - seasonal limitations, desired future conditions for resources and access/recreation needs.
Selection of a road and trail network for limited areas.	Required to be performed as part of RMP process.	Performed to extent possible in RMP. Assumption is that it can be accomplished in RMP. If complexity, controversy or incomplete data make it impossible to complete designation for limited areas, the RMP must clearly state process and schedule for completion, to the extent possible, within 5 years.
Which decisions are protestable as RMP decisions? Which can be appealed to IBLA?	All OHV decisions to be made as part of the RMP process; implies that all decisions are protestable.	Area designations, objectives and criteria for limited area travel considered RMP decisions and are therefore protestable. Individual road and trail selections are implementation decisions and therefore appealable, even if performed within the RMP.
Travel management monitoring.	OHV monitoring is required, but not defined in CFR and not mentioned in 1601 Handbook.	The relevance of OHV monitoring to planning, development of management standards and objectives, and maintenance standards for road and trail systems is emphasized in Attachment 2, under <i>Designation Process Requirements</i> .

C. Route and Trail Inventories

An essential initial step in managing OHVs is to identify the existing network of roads and trails. This baseline inventory will provide a foundation for developing a suitable transportation system that will serve the public needs and protect resources. A process for accomplishing road and trail inventories follows:

- i. Work expeditiously toward the goal of a statewide inventory of routes and trails.
- ii. Initial Inventory. An initial inventory of vehicle routes will be conducted using Digital orthophoto quarter quadrangle maps, USGS 1996. All apparent vehicle routes will be on-screen digitized in Arc View or ArcInfo.
- iii. Data Standards. Data is a fundamental BLM asset. All decisions and management actions are based on BLM corporate data. If BLM actions are to be legally defensible, the information used in the decision process must be correct, documented in standardized metadata, and available for inspection. To reduce Government costs and to increase efficiency, data must be readily shared among programs, offices, and agencies that require the same information. This implies that data is collected to a common standard and is documented in a standard metadata format. It also implies that the standardized data is then automated in a way that permits its ready use by a broad range of users, including internal BLM staff, other agencies, the Tribes, state governments, and other customers for BLM information.

A BLM team is currently developing national guidance to ensure consistency in the inventory and classification of roads and trails on public land. Until this is completed, Idaho BLM staff should share and integrate their data dictionaries to the greatest possible extent. Once the national guidance is completed, and Idaho standards are developed and approved, future efforts to collect new data are expected to conform to the appropriate Idaho and/or National data standards. This will cause a gradual evolution from non-standard data to standardized, documented data that can be more easily defended and shared. Idaho core GIS data standards for the OHV program are in the development process at this time. They are being developed with BLM corporate data guidelines in mind.

- iv. Field Verification/Route Numbering. Field verification of all digitized routes will be done to determine route condition. If the routes are not named or numbered, names and numbers will be assigned for entry into the GIS database. Any routes discovered during the field verification will be mapped using a Global Positioning System (GPS) unit.

Idaho's Route Numbering Guide for Roads and Trails establishes that route numbers are assigned with a minimum four (4) digit number, the first 2 digits

reflect a county code, and the remaining digits reflect a numeric route number, (i.e. CCXX or CCXXX or TCCXX for trails). The County code is assigned based on the physical county where the route originates. FIMMS/FAMS (later Maximo) allows route numbers up to eight characters, therefore if county codes are used the first three identify the county (T01XXXXX) leaving the remaining five for unique routes. An alphanumeric combination may identify the trailhead or location or other feature that facilitate recreationists' ability to navigate the trail system. References and BLM Manuals can be found [on line at](#) the BLM, Oregon Washington Intranet Page.

- v. Map Edition. Any digitized routes that are no longer in existence will be deleted from the GIS data base. Any routes mapped by GPS will be added to the database. Route numbers, names and other data from the field inventory forms should also be entered into the GIS database.
- vi. Special Areas/ Aerial Photograph Evaluation. A photo analysis of vehicle impacts may be utilized for some circumstances such as vehicle impacts on Wilderness Study Areas (WSAs) and other special management areas. The baseline for analysis of vehicle impacts in WSAs is aerial photography that most closely post-dates FLPMA or photos from the date of FLPMA (October 21, 1976). This is because aerial photography that predates FLPMA may not show all vehicle routes in WSAs that were in existence as of the date of FLPMA, which is the baseline date for natural conditions of WSAs.

D. "Open" Areas

A limited number of areas should be established for intensive (cross country) vehicle use. Such areas should only be permitted in areas that meet the designation criteria for "open" areas (43 CFR 8342) and the Standards for Public Land Health.

E. Special Status Species

It is very important that transportation planners coordinate with biologists and botanists early in the planning process to avoid unnecessary conflicts with special status species management and be in compliance with national policy and the Endangered Species Act (ESA). Generally, special status species management can be divided into two main arenas: (1) candidate and sensitive species and (2) listed species and species proposed for listing under the ESA. The latter have specific and strict legal requirements under the ESA. Candidate and sensitive species are managed under national policy guidelines provided in Manual 6840.

i. Candidate and Sensitive Species

National BLM policy (Manual 6840) states that:

“Consistent with existing laws, the BLM shall implement management plans that conserve candidate and sensitive species and their habitats and shall ensure that actions authorized, funded or carried out by the BLM do not contribute to the need for the species to become listed.”

Candidate species are species that the Fish and Wildlife Service and/or National Marine Fisheries Service (Services) have sufficient information on their status and threats to support proposing the species for listing as threatened or endangered under the ESA but issuance of a proposed rule is precluded by higher priority listing actions. The Idaho BLM State Director in cooperation with the Director of the Idaho Department of Fish and Game designates sensitive species. The latter is updated on a regular basis.

Early notification to the biologist or botanist that a proposed activity is being considered is essential for good planning and meeting the intent of the BLM’s national policy for special status species. Adequate time must be allowed so that appropriate special status species inventories can be accomplished and information incorporated into project planning. In many cases, this will require that planning begin at least 18 months in advance so that inventories can be completed during the proper time period (plant inventories should only be done during the flowering season). Biological staff must be provided with good project descriptions that adequately define the affected area. Clearance forms for special status species (filled out by the biologist or botanist) should be in all project files. If, later in project planning, the project area changes (enlarges or moves) or new activities are included then additional inventories, clearance forms and assessments could be needed. Thus, it is very important to involve biological staff throughout the planning process when the proposed action could affect a candidate or sensitive species. NEPA documents must adequately address effects of the proposed activity on affected species as well as conservation or mitigation actions.

Candidate species by definition could be listed as threatened or endangered pursuant to the ESA at any time, particularly if activities that threaten the species are proposed or continue to occur. As such, BLM activities that adversely affect a candidate species should be modified to either have no effect or a positive effect.

ii. ESA Listed and Proposed Species

Consultation (listed species) or conferencing (proposed species) with the Services are required when a BLM action may affect a listed species or one that is proposed

for listing. Very early planning and coordination with biological staff will be needed if an OHV activity authorized or carried out by the BLM is within the range of a listed/proposed species. If the BLM biologist or botanist determines that the proposed action may affect a listed/proposed species then a Record of Decision or any other authorization cannot be signed until consultation or conferencing with the appropriate Services is completed. The action must be carried out under the terms and conditions stipulated in the consultation documents.

III. Route Management

A. Comprehensive Travel Management Plans

Comprehensive travel management planning is a process that proactively considers the resource values, recreation values, and maintenance needs of all types of roads and trails. It is an essential tool for planning and managing public access and improving recreation opportunities on land administered by the BLM. Rapid population growth in the West has resulted in greater levels of participation and awareness of trail-related recreation on public land. Historically, motorized and non-motorized travel was widely dispersed. Trail enthusiasts usually utilize routes that were established for purposes such as mining and ranching. However, route proliferation from user-established motorized and non-motorized cross-country travel has increased substantially in recent years. These effects are especially evident on public land located near growing communities. Increased recreation use and route proliferation are the source of potential resource conflicts, such as the spread of noxious weeds impacts to sage grouse, wild horses and wilderness study area values, which must be addressed and resolved through effective travel management planning.

Travel management plans are implementation-level plans. Like other implementation-level plans, such as fire management or habitat management plans, travel management plans are developed to help achieve desired future conditions and resource objectives established through the land use planning process. Travel management plans should seek to establish access routes that are sustainable and that complement resource objectives. In many areas, route density can be reduced while improving or maintaining access and enhancing the recreational experience.

BLM's National OHV Management Strategy emphasizes that travel management plans should be broad in scope and incorporate all aspects of transportation and access management. Travel management plans should address the following major elements: route inventory, route designation, route design, route maintenance, restoration, monitoring, facilities, special needs, acquisition and construction, and law enforcement. The National Strategy also views travel management planning as a collaborative effort that considers recreational users as potential stewardship partners in the planning and management process.

Travel management planning is a relatively new management approach that is just beginning to be developed and applied by the BLM. Detailed guidance for preparing travel management plans is yet to be prepared. However, Colorado BLM has authored an interesting and useful paper, titled “Essential Considerations for Adopting a Benefits Approach to Transportation Planning”, which presents some innovative ways of making travel and access management decisions. This is an awareness paper, not a detailed guide to application of the approach, but it incorporates and builds upon well-established recreation management systems, such as Limits of Acceptable Change (LAC) and the Recreation Opportunity Spectrum (ROS). It also incorporates integrated planning for ecosystem sustainability and collaboration with local governments and service provider businesses.

i. Related Guidance and References

A variety of data and research has been published by public and private organizations about the effects OHV use on the environment. The following websites and references are sources of OHV-related data and research. This information can be useful in understanding and assessing the effects of travel management proposals, including area and route designations and alternatives.

American Trails:

<http://americantrails.org/resources/index.html>

National Off-Highway Vehicle Conservation Council, Inc.

<http://www.nohvcc.org/flash/index1.htm>

Wildlands Center for the Prevention of Roads

<http://www.wildlandscpr.org/>

B. The Facility Asset Management System (FAMS)

The BLM has moved its established national facility database from its previous system, the Facility Inventory Maintenance Management System (FIMMS), to a new platform called the Facility Asset Management System or (FAMS). This database is used to track inventory and maintenance costs associated with BLM’s facilities. A wide range of physical facilities and/or assets are tracked in FAMS, including administrative sites, recreation sites, trails, roads, bridges and dams. In addition to providing an inventory of these assets, FAMS identifies dollars for operational, annual, and deferred maintenance needs.

The Role of FAMS in Travel Management Planning

A network of BLM-maintained roads and trails has been inventoried and placed in the FAMS database over the past decade. For Idaho, the FAMS database contains approximately 8,500 miles of BLM-maintained roads. These roads vary in the amount of maintenance they receive on a yearly basis. Some of these are major secondary roads that link to county roads, state highways and other components of the primary road system. The Idaho FAMS database also contains more than 3000 miles of trails in various categories (including hiking/equestrian, ATV, motorcycle, four-wheel drive, cross-country skiing, water route, and interpretive).

The BLM-maintained roads and trails inventoried in FAMS constitute BLM's initial, foundation travel management network for public lands. This foundation information is reviewed, verified, and refined through the land use planning process and subsequent implementation planning efforts.

BLM's engineering program prepares transportation maintenance plans for the roads on public land, identified in FAMS, for which the BLM has management and maintenance responsibility. Transportation maintenance plans address inventory, construction, maintenance and rehabilitation procedures and standards for the BLM's identified road system. Certain elements of recreation-initiated travel management plans and engineering-initiated transportation plans are likely to overlap and should be coordinated.

C. Road/Trail Design

Very few trails/routes on Idaho Public Land were actually designed and constructed for public use, regardless of mode of transportation (mechanized or non-motorized). As the Bureau moves forward with designating trail systems, opportunities for new construction and realignment of existing alignments will be common. There are numerous published resources available to assist trail managers in the development of sustainable trail/route systems. A couple of those publications—specifically addressing wheeled travel—are the American Motorcycle Association's [Off-Highway Motorcycle & ATV Trails Guidelines for Design Construction, Maintenance and User Satisfaction](http://www.paatving.com/ama/trailguidelines.asp) by Joe Wernex <http://www.paatving.com/ama/trailguidelines.asp> or <http://www.amacycle.org/legisltn/downloads/WernexReport.pdf>. The second is the International Mountain Bicycling Association's [Trail Solutions Book](http://www.imba.com/resources/trail_building/trail_solutions.html), IMBA's Guide to Building Sweet Singletrack, http://www.imba.com/resources/trail_building/trail_solutions.html. The Forest Service has produced the Trail Construction and Maintenance Notebook, 2000 Edition, the document can be obtained by downloading an order form on line at <http://www.fhwa.dot.gov/environment/trailpub.htm>.

D. Maintenance

OHV routes and trails should be designed to drain water with a minimum of constructed water diversion features. Proper trail design utilizes the natural topography, and avoids fall lines by following contours and periodically breaking grade in order to divert water from the tread.

Maintenance should also include regular patrol and monitoring of OHV route systems to detect and take appropriate action when unauthorized route proliferation occurs. Volunteers and user groups should be encouraged to assist with maintenance and monitoring of OHV route systems

E. Restoration

Relocate abandon or close routes and trails seasonally or temporarily that adversely impact riparian and wetland areas, wildlife, highly erosive soils, cultural sites and sensitive ecological systems, and permanently abandon routes that are duplicated or unneeded, as determined through the travel management plan. Where routes, trails or other facilities have been permanently abandoned, provide for restoration and revegetation of the site. NOTE: All reclamation efforts that require surface disturbance should have appropriate NEPA consultation, and completion of the reclamation should be thoroughly documented.

F. Control of Noxious Weeds

The potential effects of OHV activity, management proposals, and facilities on the spread of noxious weeds should be assessed and mitigated. Coordinate with the Idaho Department of Agriculture and local Cooperative Weed Management districts to identify weed eradication, prevention and control options. Travel management and OHV project plans should consider the construction of weed-cleaning stations at OHV staging areas that would allow users to hose off their vehicles before and after use. An alternative would be to inform users to the problem and encourage them to clean their vehicles at car washes before and after utilizing public lands.

G. Monitoring

Monitoring OHV Activity and Plan Conformance: Field offices are required to monitor the effects of the use of OHVs, and use the monitoring information to take action necessary to meet the plan objectives (CFR 8342.3) including, if necessary, amending area designations. Within this context, all land within the jurisdiction of a field office should be reviewed, every five years, to determine if OHV uses are consistent with area and route designations, and are meeting objectives and criteria established in the RMP. In situations where plan objectives or criteria are not being met, appropriate actions should be undertaken, including consideration of plan amendment, revision or a new start. During the interim, other authorities may be used as a temporary measure to regulate any serious local OHV-caused problem areas or routes.

H. Recreation Facilities

OHV recreation facilities are features, such as staging areas and trailheads that provide access to OHV routes and OHV play/riding areas. The routes may be roads (all season, seasonal, two track or jeep roads) or trails (jeep trails, ways or single track). Linear facilities are the routes themselves. Each type of facility must have a minimal level of improvements in order for them to be identified as a BLM facility and recorded in the FAMS (Facility Asset Management System) The level of development should reflect the existing and immediate expected use the facility is or will be receiving. An area receiving heavy or concentrated use may require a more “hardened” facility and in essence become a designated recreation site.

- OHV Play/Riding Areas are small areas of public land where OHV activity serves a more local need, occurs in a concentrated area and provides opportunities for social and physical experiences. Such areas attract both small and large groups and can offer structured and unstructured competitive events. The Play/Riding area’s parking lot frequently serves as a trailhead, parking and staging area. When allocating OHV designations at the RMP level, consider the advantages/disadvantages of the “open” designation for such areas/polygons.
- Facilities associated with an OHV play/riding area may only consist of a parking area and perhaps a BLM sign. Areas receiving more use or encompassing a larger physical area may have signing, a small kiosk and a vault restroom. The large play areas may have several parking areas, larger kiosks, several vault restrooms and signing directing use to trails that may lead away from the site.
- OHV trailheads (TH) are staging areas for parking vehicles that off-load OHV riding vehicles. Smaller areas may have signs but generally no other facilities. The need for facilities and infrastructure generally increases as the concentration of use grows. Larger and more heavily used trailheads may have vault restrooms, potable

water, unloading ramps, and signs and kiosks that display OHV routes/trails, management information, and Leave No Trace/Tread Lightly information.

- Primary routes that emanate from a TH should be shown on maps. These principal routes should have markers at trail beginning and at regular intervals to give a rider or traveler indication as to where they are relative to trail map. Other routes may not be marked per local travel plan prescription. This offers a different challenge to users. Routes (roads/trails-public or private) that are limited to particular types of OHVs or OHVs in general MUST be appropriately marked at junction(s) and at other key points along that route.

I. Special Needs

Section 5 of the Rehabilitation Act requires federal land managing agencies to provide reasonable opportunities for access to persons with disabilities. The goal for accommodating special needs at Off Highway Vehicle use areas is to insure all developed facilities relating to OHV use are designed and constructed to allow universal access, compliant with the Universal Federal Accessibility Standards (UFAS) and the Americans with Disabilities Act Accessibility Guidelines (ADAAG).

J. Acquisition and Construction

Specific guidance on acquisition projects is available by consulting the Land and Minerals Division at the Idaho State Office.

Idaho BLM is currently divided into three acquisition zones. The East Zone presently consists of Idaho Falls, Pocatello, Challis and Salmon Field Offices and the Malad Field Station . The North Zone consists of the Coeur d'Alene and Cottonwood Field Offices. The West Zone consists of the Bruneau, Owyhee, Four Rivers, Jarbidge, Shoshone and Burley Field Offices. Each zone has an Acquisition Specialist assigned to it that is located in the ISO (933).

Completion of and funding support for route analysis, environmental documentation, hazardous material clearance, survey, exhibit preparation, and perhaps the appraisal and consideration values is charged to the benefiting subactivity at the District level.

K. Law Enforcement

An OHV Law Enforcement component is vital to a successful OHV management program, and it requires close coordination between BLM's recreation planners and law enforcement personnel. The Idaho BLM supports the following recommendations for establishing procedures for enforcing OHV designations on public land.

- All Federal and Idaho State Laws applying to motorized vehicle use and off highway use are subject to enforcement. To legally operate an OHV on public roads under Idaho State Law the operator must be a licensed driver with the proper endorsement on their driver's license and the OHV must be legal by State definition of a motor vehicle, (i.e. it must have a valid license plate attached to the vehicle, the vehicle operator must have proof of insurance, and the OHV must have a head light, tail and brake lights, a muffler, a rear view mirror, and a horn). Idaho Code 49-426 states that a motorcycle or ATV on unpaved BLM roads (roads under BLM jurisdiction) can have either a license plate or an OHV sticker. Operators must have a driver's license (motorcycle endorsement for OHMs). Exception to these State Laws allows operators of OHVs to travel on designated (by the county) roads or authorized OHV being used as farm equipment to travel public roads.
- Adequate public notice is required when Idaho BLM issues various closure orders to close or restrict the use of public land. For those orders to be legally enforceable and upheld in court the requirements found in 43 CFR Subpart 8364, Closures and Restrictions must be followed. When year-long OHV closures and restrictions are developed through the Resource Management Planning (RMP) process, publication of the Federal Register Notice for the RMP, Record of Decision is sufficient for legal enforcement. When the order is a seasonal restriction or closure, the order should be issued periodically at the Field Manager discretion and all of the following procedures are complied with each time the seasonal restriction or closure is to be used.
 - Content of orders to close or restrict use of designated public land shall:
 - Identify the public land, roads, trails or waterways that are closed to entry or restricted as to use;
 - Specify the uses that are restricted;
 - Specify the period of time during which the closure or restriction shall apply;
 - Identify those persons who are exempt from the closure or restrictions. (This might include emergency and law enforcement personnel, government employees, permittees and contractors. Be sure to include that the personnel must be performing official duties);
 - Include a statement of reasons for the closure; and

- Include the statement “Any person who fails to comply with a closure or restriction order issued under this subpart may be subject to the penalties provided in 8360.0-7 of this title.”
- The following notification procedures must be followed in issuing orders:
 - Publish the order in the Federal Register prior to the effective date.
 - Post the order in the local Bureau of Land Management Office having jurisdiction over the land to which the order applies. The order will be maintained during the period of time it is in effect on a clipboard specifically designated for Closure and Restriction Notices. The clipboard will be kept in an area where it is readily available to the public. In addition a press release must be prepared and distributed and the order placed in the local US Post Office.
 - Also, the order must be posted in places near and/or within the area to which the closure or restriction applies, in such a manner and location as is reasonable to bring prohibitions to the attention of public land users.
- Field Offices are encouraged to cooperate with local law enforcement agencies to improve patrolling techniques. Patrolling should reflect the types of activities taking place on public land, such as the use ATVs, motorcycles, four-wheel drive vehicles, dune buggies and snowmobiles. The use of these techniques should enhance visitor contact and user compliance. Field Offices should also work with adjacent landowners and land managers to coordinate enforcement efforts. Annual law enforcement reports containing actions taken towards OHV use should be prepared by Field Office law enforcement personnel. This information should be publicly disseminated when appropriate.

IV. Communication and Outreach

A. External Coordination, including Partnerships/Volunteers

Use information and interpretative services as major tools to protect public land health and significant natural, cultural and recreational resources. As appropriate, improve public knowledge by locating kiosks, interpretive signs, and visitor information facilities at visitor contact points. Provide guidebooks, pamphlets for users.

Increase efforts to educate public land visitors about an ethic of responsible use, through programs such as Tread Lightly! (<http://www.treadlightly.org>), Leave No Trace, Project Archeology and the Public Land Watch Program.

Communicate to the members of the public their individual rights and responsibilities in the use and preservation of public land, including the recognition of the rights and responsibilities of others because public land are the nation's future legacy.

Initiate and maintain collaborative partnerships among government agencies, local governments, business communities, volunteers, user groups, stakeholders, educational institutions, individuals and the private sector to achieve recreation management objectives and implement these guidelines.

B. Outreach/Education

Encourage the development of a concise educational program to be implemented at the initial point of contact with the public, to promote public land values, knowledge of rights and responsibilities, environmental awareness, communication between the BLM and the public and changing management practices and policies.

In order to mitigate adverse impacts to the public land, work with other federal and state agencies, and the private sector, to promote responsible recreational use messages.

C. Signs, Maps and Other Public Information

Explicit guidance and expertise is available for the purpose of public information development. For assistance in Map and Sign Analysis, Design or Publication on Idaho BLM Projects, please contact:

Supervisory Geographic Sciences Specialist
Branch of Engineering and GeoSciences
Idaho State Office BLM
1387 S. Vinnell Way
Boise, ID 83709
(208) 373-3998
Fax (208) 373-3949

Further Resources for Mapping Standards:

Maps should closely adhere to the rules and principles of cartography found in the bureau publication H-9161-1 BLM Manual Handbook.

The colors and symbology should follow National BLM standards available on the BLM Intranet at <http://www.blm.gov/gis/narsc/faq-1.html>. The website contains symbol and shade sets for use in various mapping software.

There is also information on NARSC information bulletin No. RS-99-086 dated May 20, 1999.

“Map Symbol Handbook” United State Department of the Interior Bureau of Land Management May 6, 1966.

“Cartographic Notebook,” A brief guide to some aspects of Cartographic Design. By Stephen Meszaros, Published Phoenix, Arizona 2001 by the US Department of the Interior, Bureau of Land Management, Arizona State Office.

“9671 Cartography” BLM Manual Handbook First Draft March 1983.

Cartography BLM Manual Handbook H-1961-1 March 10, 1988.

Mapping Standards BLM 9161 Manual and Handbook July 1990.

Appendix A. Executive Order 11644--Use of off-road vehicles on the public land

Source: The provisions of Executive Order 11644 of Feb. 8, 1972, appear at 37 FR 2877, 3 CFR, 1971-1975 Comp., p. 666, unless otherwise noted.

An estimated 5 million off-road recreational vehicles--motorcycles, minibikes, trial bikes, snowmobiles, dune-buggies, all-terrain vehicles, and others--are in use in the United States today, and their popularity continues to increase rapidly. The widespread use of such vehicles on the public land--often for legitimate purposes but also in frequent conflict with wise land and resource management practices, environmental values, and other types of recreational activity--has demonstrated the need for a unified Federal policy toward the use of such vehicles on the public land.

NOW, THEREFORE, by virtue of the authority vested in me as President of the United States by the Constitution of the United States and in furtherance of the purpose and policy of the National Environmental Policy Act of 1969 (42 U.S.C. 4321), it is hereby ordered as follows:

Section 1. Purpose. It is the purpose of this order to establish policies and provide for procedures that will ensure that the use of off-road vehicles on public land will be controlled and directed so as to protect the resources of those land, to promote the safety of all users of those land, and to minimize conflicts among the various uses of those land.

Sec. 2. Definitions. As used in this order, the term:

- (1) "public land" means (A) all land under the custody and control of the Secretary of the Interior and the Secretary of Agriculture, except Indian land, (B) land under the custody and control of the Tennessee Valley Authority that are situated in western Kentucky and Tennessee and are designated as "Land Between the Lakes," and (C) land under the custody and control of the Secretary of Defense;
- (2) "respective agency head" means the Secretary of the Interior, the Secretary of Defense, the Secretary of Agriculture, and the Board of Directors of the Tennessee Valley Authority, with respect to public land under the custody and control of each;
- (3) "off-road vehicle" means any motorized vehicle designed for or capable of cross-country travel on or immediately over land, water, sand, snow, ice, marsh, swampland, or other natural terrain; except that such term excludes (A) any registered motorboat, (B) any fire, military, emergency or law enforcement vehicle when used for emergency purposes, and any combat or combat support vehicle when used for national defense purposes, and (C) any vehicle whose use is expressly authorized by the respective agency head under a permit, lease, license, or contract; and
- (4) "official use" means 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.

[Sec. 2 amended by Executive Order 11989 of May 24, 1977, 42 FR 26959, 3 CFR, 1977 Comp., p. 120]

Sec. 3. Zones of Use. (a) Each respective agency head shall develop and issue regulations and administrative instructions, within six months of the date of this order, to provide for administrative designation of the specific areas and trails on public land on which the use of off-road vehicles may be permitted, and areas in which the use of off-road vehicles may not be permitted, and set a date by which such designation of all public land shall be completed. Those regulations shall direct that the designation of such areas and trails will be based upon the protection of the resources of the public land, promotion of the safety of all users of those land, and minimization of conflicts among the various uses of those land. The regulations shall further require that the designation of such areas and trails shall be in accordance with the following--

(1) Areas and trails shall be located to minimize damage to soil, watershed, vegetation, or other resources of the public land.

(2) Areas and trails shall be located to minimize harassment of wildlife or significant disruption of wildlife habitats.

(3) 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 land, and to ensure the compatibility of such uses with existing conditions in populated areas, taking into account noise and other factors.

(4) Areas and trails shall not be located in officially designated Wilderness Areas or Primitive Areas. Areas and trails shall be located in areas of the National Park system, Natural Areas, or National Wildlife Refuges and Game Ranges only if the respective agency head determines that off-road vehicle use in such locations will not adversely affect their natural, aesthetic, or scenic values.

(b) The respective agency head shall ensure adequate opportunity for public participation in the promulgation of such regulations and in the designation of areas and trails under this section.

(c) The limitations on off-road vehicle use imposed under this section shall not apply to official use.

Sec. 4. Operating Conditions. Each respective agency head shall develop and publish, within one year of the date of this order, regulations prescribing operating conditions for off-road vehicles on the public land. These regulations shall be directed at protecting resource values, preserving public health, safety, and welfare, and minimizing use conflicts.

Sec. 5. Public Information. The respective agency head shall ensure that areas and trails where off-road vehicle use is permitted are well marked and shall provide for the publication and distribution of information, including maps, describing such areas and trails and explaining the conditions on vehicle use. He shall seek cooperation of relevant State agencies in the dissemination of this information.

Sec. 6. Enforcement. The respective agency head shall, where authorized by law, prescribe appropriate penalties for violation of regulations adopted pursuant to this order, and shall establish procedures for the enforcement of those regulations. To the extent permitted by law, he may enter into agreements with State or local governmental agencies for cooperative enforcement of laws and regulations relating to off-road vehicle use.

Sec. 7. Consultation. Before issuing the regulations or administrative instructions required by this order or designating areas or trails as required by this order and those regulations and administrative instructions, the Secretary of the Interior shall, as appropriate, consult with the Secretary of Energy and the Nuclear Regulatory Commission.

[Sec. 7 amended by Executive Order 12608 of Sept. 9, 1987, 52 FR 34617, 3 CFR, 1987 Comp., p. 245]

Sec. 8. Monitoring of Effects and Review. (a) The respective agency head shall monitor the effects of the use of off-road vehicles on land under their jurisdictions. On the basis of the information gathered, they shall from time to time amend or rescind designations of areas or other actions taken pursuant to this order as necessary to further the policy of this order.

(b) The Council on Environmental Quality shall maintain a continuing review of the implementation of this order.

Sec. 9. Special Protection of the Public Land. (a) Notwithstanding the provisions of Section 3 of this Order, the respective agency head shall, whenever he determines that the use of off-road vehicles will cause or is causing considerable adverse effects on the soil, vegetation, wildlife, wildlife habitat or cultural or historic resources of particular areas or trails of the public land, immediately close such areas or trails to the type of off-road vehicle causing such effects, until such time as he determines that such adverse effects have been eliminated and that measures have been implemented to prevent future recurrence.

(b) Each respective agency head is authorized to adopt the policy that portions of the public land within his jurisdiction shall be closed to use by off-road vehicles except those areas or trails which are suitable and specifically designated as open to such use pursuant to Section 3 of this Order.

[Sec. 9 added by Executive Order 11989 of May 24, 1977, 42 FR 26959, 3 CFR, 1977 Comp., p. 120]

Idaho BLM OHV Travel and Access Management Strategy

Section Two - Action Plan

A. Program Management			
Objectives	Actions	Status	Lead
1. Improve internal coordination of OHV travel and access management	a) Establish a state-level OHV travel and access management coordinator.	Completed 9/01	ISO
	b) Establish a state-level OHV team, identifying OHV coordinators for each district.	Completed	ISO
2. Coordinate and track implementation of the Idaho OHV Strategy	a) Update Action Plan and implementation plan where appropriate.	Annual	State OHV Team
	b) Compile annual report describing accomplishments	Annual	ISO
3. Establish an internal training program for BLM management and field staff	a) Prepare a training package for use in OHV management training courses	Initial	NTC/ISO
	b) Prepare guidelines and key messages for OHV use during field activities, including range management, habitat restoration and project maintenance. Address guidelines and key messages in all OHV and off-highway motorcycle (OHM)/ATV instruction courses.	Initial	ISO/ District
	c) Identify opportunities to incorporate these messages into BLM's work processes. Opportunities include presentations at employee meetings and articles in the electronic employee newsletter.	Periodic	ISO/FO
4. Develop and coordinate strategies to communicate the Idaho OHV Strategy	a) Develop a Communications Plan for the OHV Strategy	Initial	ISO
	b) Prepare a Communications Plan for the annual Implementation Plan	Annual	ISO

B. External Coordination, including Partnerships and Volunteers			
Objectives	Actions	Status	Lead
1. Improve coordination with other agencies and interest groups.	a) Establish a state-level subgroup of the Idaho Recreation and Tourism Initiative to address statewide recreation travel and access management issues.	Initial	ISO
	b) Encourage establishment of a travel and access subgroup within each Idaho RAC.	Initial	ISO/ District
2. Achieve an expanded field presence through better coordination and a more effective use of volunteers, organized groups, other agencies and the general public.	a) Prepare and maintain a list of statewide groups for OHV management issues.	Initial	ISO
	b) Identify at least one OHV event or management issue that can provide an opportunity for management assistance from partner organizations. A wide range of activities and issues should be considered, including trail inventories, monitoring of WSAs, race supervision, post-race follow-up, and preparation of trail information and key messages for various user groups.	Annual	District
	c) Identify at least one OHV trail design, construction or maintenance project that can provide an opportunity for public involvement (e.g. National Trails Day, the first Saturday in June each year).	Annual	District
	d) Consider recruitment options to publicize opportunities for public assistance.	Annual	ISO/FO
	e) Establish an enhanced field presence through cooperative agreements with other agencies	Periodic	ISO/ District

C. Outreach and Education			
Objectives	Actions	Status	Lead
1. Establish a public outreach and education program for OHV visitors	a) Identify and train at least one ‘tread lightly” and “leave no trace” instructor in each district.	Initial	ISO
	b) Utilize the external website to provide state and local OHV organizations updates of BLM OHV issues and activities	Initial	ISO
	c) Identify at least one opportunity in each District office to conduct on-site user education or training. The training opportunity could focus on educating participants about site-specific resource management issues or tread-lightly riding techniques and principles	Annual	District
	d) Conduct interagency and public workshops, as needed, to provide current information, tools, and techniques to assist OHV management	Periodic	ISO
2. Prepare training materials and management information	a) Establish procedures to ensure user training and outreach materials, including information signs and maps.	Annual	ISO
	b) Prepare clear descriptions and handouts about OHV use regulations that can be applied or adapted to a variety of locations and applications.	Annual	ISO
	c) Identify and prioritize the special management areas in each district for the development of OHV information to use in visitor contact and training.	Periodic	District
3. Initiate a public outreach campaign promoting OHV user ethic to respect public land resources.	a) Develop a theme, poster, other media materials and an outreach plan.	Periodic	ISO
	b) Identify and contact appropriate dealerships about displaying public land resource protection messages and incorporating with sales information.	Periodic	District

	c) Identify methods to reduce the spread of noxious weeds by OHV use. Work with cooperative weed management areas to educate users and implement mitigation.	Periodic	ISO /District
4. Integrate interpretation into OHV management	a) Working with BLM interpretive specialists and local associations and user groups to identify the best approaches for communicating interpretive messages to trail users. Identify the most favorable and effective techniques and develop appropriate distribution avenues. For example, combining interpretive messages with free trail maps may be more effective than distributing interpretive messages alone.	Periodic	ISO/DO
	b) Identify an initial trail use area or site to use as a prototype for developing interpretive themes and messages about the relationship of natural resources and trail activities.	Initial	ISO
	c) Evaluate the prototype and develop interpretive elements for use in other settings and locations.	Periodic	ISO
	d) Identify opportunities as appropriate in each field office and work with ID-912 to design interpretive products and exhibits.	Annual	District

D. Planning and Environmental Coordination			
Objectives	Actions	Status	Lead
1. Implement planning requirements of National OHV Strategy (see Idaho OHV Strategy, Part 1, Policies and Guidance).	a) Establish a statewide Idaho BLM committee and prepare an implementation strategy that addresses the OHV planning needs identified below.	Initial-Ongoing	ISO
	b) Identify areas where motorized OHV use “will cause or is causing considerable adverse effects,” and identify if an interim motorized OHV designation is required in accordance with national policy.	Initial-Ongoing	FO
	c) Identify areas where “the cumulative effects of OHV use have or may result in, or are more than negligible disturbance to proposed or listed threatened or endangered species and ‘Special Status Species’ and their proposed or designated critical habitat.”	Initial-Ongoing	FO
	d) Identify areas designated in existing RMPs as limited to existing or designated routes. Initiate route inventories and/or route designations for these areas within 5 years (by 1/1/08).	Initial-Ongoing	ISO/DO FO
2. Prepare comprehensive travel management plans to implement land use plan objectives.	a) Establish guidance for preparing comprehensive travel management plans (TMPs) and compile examples, as needed.	Initial-	ISO
	b) Identify and prioritize areas that need comprehensive travel management plans.	Initial-Ongoing	Districts
	c) Establish a schedule for preparing comprehensive travel management plans. Prepare TMPs and implement as funded.	Initial-Ongoing	ISO/DO FO
	d) Identify and establish a method to conduct the route inventory and designation process in a consistent manner throughout Idaho BLM. The methodology needs to ensure the route designation process complies with legal mandates, is responsive to resource management objectives, is transparent to the public, and is trackable.	Initial - Ongoing	ISO/DO

E. Easements and Acquisitions			
Objectives	Actions	Status	Lead
1. Improve legal access to public land, where appropriate and needed.	a) Identify public access needs. Request funding for motorized OHV-related access, exchanges and acquisitions.	Annual	FO

F. Route Inventories			
Objectives	Actions	Status	Lead
1. Complete inventories of existing routes to provide a basis for monitoring and managing designated areas, and for future travel management planning.	a) Identify all areas designated in land use plans as limited to existing or designated routes that need a baseline inventory.	Initial	District
	b) Prepare a schedule for initiating the baseline route inventories within 5 years (by 1/1/08).	Initial	ISO
	c) Conduct the route inventories, as scheduled.	Annual	FO
	d) Develop and implement statewide GIS data standards for road and trail inventory, and develop and approve a data dictionary for GPS inventory.	Initial	ISO
	e) Develop a route numbering system.	Initial	ISO

G. Route Maintenance			
Objectives	Actions	Status	Lead
1. Establish statewide guidelines for maintaining routes to protect resource values and promote public safety.	a) Establish a statewide interdisciplinary team to develop the guidelines by 1/1/05.	Initial	ISO/ District
	b) Review usefulness and effectiveness of route maintenance guidelines. Evaluate progress.	Annual	ISO/ District
2. Document deferred maintenance needs	a) Establish practical procedures for conducting and prioritizing route condition assessments.	Annual	FO
	b) Identify maintenance needs in travel management plans.	Periodic	District

H. Trail Management Facilities			
Objectives	Actions	Status	Lead
1. Provide OHV recreation facilities, in accordance with RMP and Travel Management Plan decisions.	a) Compile and update a statewide, multi-year schedule of planned recreation facilities for use in budget process.	Annual	ISO
	b) Construct and maintain facility projects per schedule.	Annual	FO

I. Maps, Signs and Trail Information			
Objectives	Actions	Status	Lead
1. Develop high-quality regional travel maps.	a) Work with the Forest Service and Idaho Departments of Fish and Game, Parks and Recreation, and Land to develop regional travel maps that show the regional transportation networks for federal and state land.	Periodic	ISO/ District
2. Develop high-quality local OHV trail maps to meet visitor needs.	a) Identify and prioritize the opportunities and needs for trail maps in each field office. Prepare a 3 year annual production schedule and incorporate into the BPS and AWP process.	Annual	ISO/ District
	b) During the annual work plan process, evaluate, prioritize and request funding for map products identified in a).	Initial	ISO/ District
	c) Identify the most effective and cost-efficient formats for mapping products. If national standards are not developed, establish standards for Idaho maps and publications and coordinate these with adjacent BLM state offices.	Annual	ISO
3. Improve the consistency and quality of management and interpretive signing.	a) Review existing BLM sign guidance and products of state and federal agencies in adjacent areas. Identify opportunities for consistency in design, definitions, and key messages. Strive for greater consistency in the application of signing and mapping on public land.	Annual	ISO
4. Utilize the web to distribute OHV trail maps, signs and other management and user information.	a) Create PDF format maps for local use areas to reduce production costs and increase public access and distribution (Internet Map Server (IMS) planned that will enable BLM and the public to build their own maps).	Annual	ISO
	b) Publicize the availability of route maps via the Web to user groups. Identify staff and contracting needs and costs to support website applications. Ensure support costs are included in proposals for project funding.	Annual	ISO

J. Fees and Funding			
Objectives	Actions	Status	Lead
1. Identify and seek potential co-sponsors of OHV facilities and projects to maximize effectiveness of appropriated funds.	a) Develop a source book for non-BLM funding opportunities and provide to field offices.	Annual	ISO
	b) Identify potential projects for funding from non-BLM sources.	Annual	ISO
	c) Assist BLM field offices in the application for and administration of State OHV grant-funded programs.	Periodic	ISO
	d) Assist field offices in partnering with groups in applying for grants, taking advantage of any opportunities to obtain matching grants. Identify experts in writing such grant applications	Periodic	ISO

K. Law Enforcement			
Objectives	Actions	Status	Lead
1. Enhance the capability, effectiveness and visibility of OHV patrols and enforcement efforts.	a) Identify and prioritize high use areas and seasons of high use for more intensified law enforcement patrols.	Annual	District
	b) Increase emphasis on cooperative agreements with local law enforcement agencies. Utilize CCS, OHV gasoline tax-funded grant programs, etc. to supplement funding for law enforcement efforts and increase patrol agreements with state and local law enforcement agencies.	Periodic	District
	c) Train both law enforcement and non-law enforcement personnel to use OHV equipment to increase on-the-ground user contacts. Non-law enforcement personnel can assist by conducting compliance checks, educating users and issuing violation warnings (submit copies to law enforcement officer).	Annual	District
	d) Establish community policing by utilizing local user groups to patrol OHV areas, promote responsible riding and submit OHV observation forms.	Ongoing	FO
	e) Maintain frequent contacts with user groups to exchange information, discuss enforcement concerns and identify solutions.	Ongoing	FO
	f) Publicize noteworthy OHV-related enforcement actions via the web and distribution to OHV interest group newsletters.	Periodic	ISO

L. Special Areas			
Objectives	Actions	Status	Lead
1. In accordance with the IMP, close all WSAs to cross-country vehicle travel except for travel on: <ul style="list-style-type: none"> · trails and ways identified, mapped or known to exist during the BLM's wilderness inventory process and sand dunes · snow areas designated as open to use by the appropriate sand or snow vehicles. 	a) Publish a Federal Register Notice using the procedures prescribed under E.O. 11644.	Initial	ISO/FO
	b) Develop a public map showing which cross-country closure designations represent a change in status.	Initial	ISO/FO
	c) Post the changed status designations at key boundary locations and entry points. Subsequently, field offices will update the signing of boundaries, access points and existing trails and ways, and publicize closures as appropriate and when reasonably practical.	Periodic	FO
2. Ensure compliance with the IMP of all motorized activity in WSAs.	a) Conduct review of motorized activity within WSAs and take action to assure compliance with the IMP.	Annual	FO

M. Monitoring			
Objectives	Actions	Status	Lead
1. Conduct effective monitoring of OHV use and impacts outside of WSAs.	a) Establish simple and efficient techniques for monitoring OHV use. Identify the data and funding needed to monitor OHV use and its impact on public land resources.	Initial	National OHV Team
	b) Prepare OHV monitoring plans in areas of high OHV use or areas having significant resource values and summarize findings annually.	Annual	FO

	c) Identify areas where volunteer patrols can be used effectively, i.e., Adopt-an-Area, Adopt-A-Trail and recruit volunteers for those areas.	Annual	FO
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Idaho BLM OHV Travel and Access Management Strategy

Section Three – 2004 Implementation Plan

Category	Objectives	Actions	Lead
A. Program Management	3. Establish an internal training program for BLM management and field staff	b) Prepare guidelines and key messages for OHV use during field activities, including range management, habitat restoration and project maintenance.	ISO/ District
B. External Coordination	2. Achieve an expanded field presence through better coordination and a more effective use of volunteers, organized groups, other agencies and the general public.	b) Promote at least one OHV event or management issue that can provide an opportunity for management assistance from partner organizations. A wide range of activities and issues should be considered, including trail inventories, monitoring of WSAs, race supervision, post-race follow-up, and preparation of trail information and key messages for various user groups.	District
		c) Identify at least one OHV trail design, construction or maintenance project that can provide an opportunity for public involvement.	District

Category	Objectives	Actions	Lead
C. Outreach and Education	1. Establish a public outreach and education program for OHV visitors	a) In 2004 provide state or district-level funding to provide “tread lightly” training for one or two field office personnel. One person should be trained as a trainer.	ISO/ District
		c) Each year, identify at least one opportunity in each District office to conduct on-site user education or information exchange. The opportunity could focus on educating participants about site-specific resource management issues or tread-lightly riding techniques and issues from the users’ perspective.	District
	2. Prepare training materials and management information	b) Prepare clear descriptions and handouts about OHV use regulations that can be applied or adapted to a variety of locations and applications.	ISO
		c) Identify and prioritize the special management areas in each district for the development of OHV information to use in visitor contact and training.	District
	3. Initiate a public outreach campaign promoting OHV user ethics to respect public land resources	a) Develop a theme, media and project plan.	ISO

Category	Objectives	Actions	Lead
D. Planning and Environmental Coordination	1. Implement planning requirements of National OHV Strategy.	a) Establish a statewide Idaho BLM committee and prepare an implementation strategy that addresses the OHV planning needs identified in this section.	ISO
		b) Identify areas where motorized OHV use “will cause or is causing considerable adverse effects,” and identify if and interim motorized OHV designation is required in accordance with national policy.	FO
		c) Update statewide map of current OHV designations in land use plans (LUPS).	ISO/DO
		d) Establish a schedule for designating previously undesignated areas and for revising OHV “open” area designations, where needed, in accordance with the national strategy. Each new RMP or revision should establish a schedule for developing travel management plans.	ISO
	2. Prepare comprehensive travel management plans to implement land use plan objectives.	a) Establish guidance for preparing comprehensive travel management plans (TMPs) and compile examples, as needed.	ISO
		b) Identify and prioritize areas that need comprehensive travel management plans.	Districts

Category	Objectives	Actions	Lead
E. Easements and Acquisitions	1. Improve legal access to public land, where appropriate and needed.	a) Identify public access needs/request funding for motorized OHV-related access, exchanges, and acquisitions .	FO
F. Route Inventories	1. Complete inventories of existing routes to provide a basis for monitoring and managing designated areas, and for future travel management planning.	a) Initiate route inventories and/or route designations for areas identified in statewide OHV planning implementation plan (see D 1. a).	FO
		d) Develop and implement statewide GIS data standards for road and trail inventory, and develop and approve a data dictionary for GPS inventory.	DC / ISO
I. Maps, Signs and Trail Information	2. Develop high-quality OHV trail maps to complement management objectives and meet visitor needs.	a) Identify the opportunities and needs for trail maps in each field office	ISO/ District

Category	Objectives	Actions	Lead
L. Special Areas	1. In accordance with the IMP, close all WSA's to cross-country vehicle travel except for travel on: <ul style="list-style-type: none"> · trails and ways identified, mapped, or known to exist during the BLM's wilderness inventory · sand dunes or snow areas designated as open to use by the appropriate sand or snow vehicles. 	a) Publish a Federal Register Notice using the procedures prescribed under E.O. 11644.	ISO/FO
		b) Develop a public map showing which cross-country closure designations represent a change in status.	ISO/FO
	2. Ensure compliance with the IMP of all motorized activity in WSAs.	a) Conduct review of motorized activity within WSAs and take action to assure compliance with the IMP.	FO
M. Monitoring	1. Conduct effective monitoring of OHV use and impacts outside of WSAs.	a) Prepare guidance for developing OHV monitoring plans.	ISO