



Wayne County, Utah
Transportation Plan

Revised 2019

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I. Introduction

Subject to Coordination, Cooperation and Consistency requirements of federal law, this introduction section provides information on the purpose of this Environmental Guidance, a brief background of Travel and Transportation Management (TTM) and basic information on the types of decisions to be made in TTM processes. Later sections provide more detail of the TTM process.

A. Environmental Guidance Purpose & Need for Direction

This Travel and Transportation Management Environmental Evaluation Guidance (Guidance) clarifies policy and establishes procedures for implementing travel and transportation planning and management in federal land use and implementation plans in Wayne County, Utah. This Guidance describes how to comprehensively manage travel and transportation on Forest Service, BLM and Park Service lands through the development of comprehensive travel networks in compliance with NEPA, CEQ Regulations and other applicable federal, state and local law.

Travel and transportation planning extend beyond motorized and/or off-highway vehicle (OHV) activities to address non-motorized travel and recreational needs, as well as resource issues. A key goal of this Guidance is to integrate resource programs of the federal, state and local governments in an interdisciplinary manner in the planning and management of a travel and transportation network that best meets the full range of public, resource management and administrative access needs.

Diverse travel management settings exist on federal, state and local administered lands as a result of public access needs, resource uses, visitation and recreational interests, landscape types, and characteristics of the existing network of transportation routes (either planned or unplanned). The TTM must account for valid existing rights, government to government coordination, cooperation and consistency, legal and administrative access needs, recreation activities, resource uses, emergency and law enforcement access, and the wide range of resource concerns and existing management designations on federal, state and local administered lands.

The TTM process seeks to identify and understand the use of existing transportation features (roads, primitive roads and trails), incorporate the existing and future needs for transportation, access and recreational opportunities, and use an interdisciplinary planning process to develop appropriate travel networks and recreational opportunities that reflect the environmental concerns and legal requirements of the Land Use Plan or implementation level planning process.

The goal of the TTM process is to create travel networks that are logical and sustainable, as well as meet the increasingly diverse transportation, access and recreational needs of the public. The process moves from broad scale interdisciplinary planning achieved in a Land Use Plan (LUP) / Resource Management Plan (RMP), to more specific Activity or Area Plans, and further to specific implementation and maintenance actions for roads, primitive roads, trails, and other access and recreation related needs.

B. Background of Travel and Transportation Planning and Management

In the early 1980s, in response to Presidential Executive Orders 11644 and 11989, the BLM began designating all public lands in one of three OHV designation categories: Open, Limited and Closed. More recently, as a national response to increasing demand for recreation trails on the public lands, federal, state and local agencies have developed OHV and mountain bike strategies to accommodate growing needs. These two strategies emphasize that the all levels of government should be proactively seeking travel management solutions that accommodate the desired public access, conserve natural resources and provide ample recreation opportunities

C. Travel and Transportation Management

i. Land Use / Resource Management Planning Level Decisions

The LUPs/RMPs ensure that the lands are managed in accordance with the intent of Congress as stated in the Federal Land Policy and Management Act (FLPMA) (43 U.S.C. 1701 *et seq.*), National Forest Management Act (NFMA) (16 U.S.C. 1600 *et seq.*), the Park Service Organic Act (16 U.S.C. 1 - 4), and appropriate enabling legislation under the framework of government to government Coordination, Cooperation & Consistency and the principles of multiple use and sustained yield. Decisions in the LUPs/RMPs guide future land management actions and subsequent site-specific implementation decisions. These broad-scale decisions direct future land management actions and subsequent site-specific implementation decisions.

1. TTM decisions for the LUP/RMP: OHV Area Designations

The OHV area designations are LUP decisions related to transportation, rather than implementation decisions. The designation of areas as Open, Limited, or Closed to OHV use beneficial for all agencies and is required for every acre within the planning area boundary of an LUP/RMP that is managed by the BLM.

2. Identification of Travel Management Areas

Federal, state and local entities can, where needed, delineate Travel Management Areas (TMA) that meet the LUP/RMP objectives for each alternative. Where there are unique or shared circumstances, high levels of controversy, or complex resource considerations, TMAs may be delineated to address particular concerns and prescribe specific management actions for a defined geographic area. These are usually identified where TTM (either motorized or non-motorized) requires particular focus or increased intensity of management. While OHV area designations are often mandatory LUP allocations, TMAs are an optional planning tool to frame transportation issues and help delineate travel networks that address specific uses and resource concerns.

3. Route Designations

The designation of the individual roads, primitive roads and trails, may be completed as part of or concurrent with the LUP/RMP or deferred to a subsequent implementation level plan tiered from the LUP/RMP. Travel and transportation decisions can be developed as: a) a component of the LUP/RMP;

b) a stand-alone Travel Management Plan (TMP); or c) incorporated into activity management plans, such as those for recreation or energy associated with the LUP/RMP. All deferred TTM planning shall be completed within three (3) years of the signing of the Record of Decision (ROD) for the LUP/RMP. Wayne County reserves the right to assert and protect its transportation network during development of the TMP and to challenge in courts of competent jurisdiction failures to recognize valid existing rights and the County's transportation network. The TTM planning will be conducted in accordance with federal, state and local law, will be coordinated and consistent with Wayne County's transportation network to the maximum extent allowed by law and will use an interdisciplinary (ID) team approach to address all resource uses, including administrative, recreation, commercial and associated modes of travel (motorized, mechanized and non-motorized types). Where Wayne County manages, maintains or asserts more than 10% of the transportation network is under their jurisdiction they shall be afforded Joint Lead Agency status in accordance with 40 CFR 1506.2 at the County's request. At least one alternative in any environmental analysis shall be consistent with Wayne County's travel management plan, policies and program and the County's transportation network.

ii. Implementation Level Decisions

Implementation level decisions generally constitute the BLM's final approval allowing on-the-ground actions to proceed. These types of decisions require site-specific planning and environmental (e.g., National Environmental Policy Act of 1969 or NEPA) analysis, including local government coordination, cooperation and consistency requirements to the maximum extent allowed by law.

TTM Implementation Level Decisions

If not completed as part of or concurrent with the LUP/RMP the designation of the individual roads, primitive roads and trails, may be analyzed and designated a subsequent implementation level plan tiered from the LUP/RMP. All TTM planning shall be completed within three (3) years of the signing of the Record of Decision (ROD) for the LUP/RMP with most of the TTM plans completed within two (2) years. Wayne County reserves the right to assert and protect its transportation network during development of a deferred TMP and to challenge in courts of competent jurisdiction failures to recognize valid existing rights and the County's transportation network. The TTM planning will be conducted in accordance with federal, state and local law, will be coordinated and consistent with Wayne County's transportation network to the maximum extent allowed by law and will use an interdisciplinary (ID) team approach to address all resource uses, including administrative, recreation, commercial and associated modes of travel (motorized, mechanized and non-motorized types). Where Wayne County manages, maintains or asserts more than 10% of the transportation network is under their jurisdiction the County shall be afforded Joint Lead Agency status in accordance with 40 CFR 1506.2 at the County's request. At least one alternative in any environmental analysis shall be consistent with Wayne County's travel management plan, policies and program and the County's transportation network.

II. Developing a TTM Strategy and Planning Schedule

A. Statewide Strategy

Federal agencies are encouraged to develop a TTM action plan that includes a planning schedule to establish specific timeframes within which travel management plans are to be developed or updated. These action plans and planning schedules may serve as important tools available to

state offices when strategic decisions are made in prioritizing planning efforts. Priorities can be based on a variety of factors depending on the circumstances within the state. High priority for TTM planning within Wayne County is given to areas with transportation facilities where a) road/route jurisdiction may be in question, b) roads need improvements, c) sensitive, threatened or endangered species or related habitats are of concern, d) significant and sensitive cultural resources are concerned, and e) resource concern or user conflicts exist. It is essential that federal, state and local agencies maintain an accurate inventory of all transportation facilities and a current action plan and associated planning schedule, so that limited funding can be targeted most effectively.

B. Ranger District/Field Office/Local Unit

As with the statewide TTM action plan and planning schedule, each BLM Field Office, Forest Service Ranger District, National Park Service Unit, or National Landscape Conservation System (NLCS) unit should maintain its own inventory and strategy for completing TTM planning and implementation. This should be performed in coordination and cooperation with state and local highway authorities and consistent with Wayne County's transportation network. Many federal units encompass thousands to millions of acres of publicly managed land that require TTM planning and management. Determining where to begin the TTM process and the priority order in which it will proceed is necessary to manage such a large workload that often takes many years. A well-developed action plan and planning schedule that prioritizes the planning and implementation work is essential to effective TTM. Wayne County will use every legal means to protect the existing, on the ground transportation network until all travel management issues are settled.

III. Fundamental Components of the TTM Planning Process

A. Essential Planning Elements

Effectively integrating Wayne County's TTM framework into the federal LUP process requires addressing at least four essential planning elements:

- i. **Comprehensive:** Unless specifically barred by federal law, land managers shall a) coordinate, cooperate and be consistent with Wayne County's transportation plans, programs and policies, b) consider the totality of Wayne County's access needs and transportation network, and c) incorporate the County's need for management changes, desired conditions, goals, objective, findings, plans, policies and programs into management prescriptions for all motorized, mechanized, and non-motorized travel and access that occurs on their lands. Unless otherwise approved by Wayne County, TTM prescriptions shall apply only to transportation facilities where sole federal control has been finalized by a court of final jurisdiction and shall be implemented in a holistic approach that provides clear direction for access and recreation opportunities while protecting sensitive areas, meeting resource management objectives of all resource programs and eliminating impacts to the County's transportation network.
- ii. **Interdisciplinary:** The TTM must be interdisciplinary, requiring all affected resource

programs to actively participate throughout the planning process and during the implementation phase. When Wayne County is a Joint Lead Agency, the County will be afforded the opportunity to be fully and meaningfully engaged in all aspects of plan development and management as identified in 40 CFR 1506.2. When Wayne County is a Cooperating Agency, the County will be afforded the opportunity to be fully and meaningfully engaged in all aspects of plan development as a member of the interdisciplinary team to the maximum extent allowed by federal law and regulations implementing NEPA.

- iii. Coordinated, Cooperative and Consistent: Coordination is a government to government process in that requires federal, state, local and tribal entities to resolve policy conflicts for the purpose of reaching consistency. Coordination is a legal requirement for federal agencies and recognizes the responsibilities of State and local governments, to protect the health, safety and welfare of the people, must be harmonized with the federal position in order to ensure effective governance. Under government to government coordination, federal, state and local agencies operate on an equal rather than a subordinate basis. Coordination mandates mutual agreement.

Cooperation, as identified in 40 CFR 1501.6, is the federally mandated process of using the environmental analysis and proposals of state, local and tribal entities with jurisdiction by law or special expertise, to the maximum extent possible, consistent with a federal agency's responsibility. Additionally, state, local and tribal agencies that serve as cooperators are afforded the opportunity to meet with federal agencies at the cooperating agency's request, participate in the NEPA process at the earliest possible time, participate in the scoping process, develop information and prepare environmental analyses at the lead agency's request, and participate in a meaningful way as a member of the interdisciplinary team. 40 CFR 1506.2 requires federal agencies to cooperate in fulfilling state and local environmental requirements that are in addition to but not in conflict with those in NEPA. Federal agencies shall cooperate in fulfilling such requirements as well as those of Federal laws so that one document will comply with all applicable laws. This document, as well as Wayne County's General Management Plan and Resource Management Plan constitute local environmental requirements contemplated by 4 CFR 1506.2.

Consistency is mandated at various levels for the different federal agencies. FLPMA, for example, specifically requires BLM to be consistent with State and local plans to the maximum extent allowed by law. Implementation of NEPA (see 40 CFR 1506.2(d)) requires the following of all federal agencies: "*To better integrate environmental impact statements into State or local planning processes, statements shall discuss any inconsistency of a proposed action with any approved State or local plan and laws (whether or not federally sanctioned). Where an inconsistency exists, the statement should describe the extent to which the agency would reconcile its proposed action with the plan or law.*" The clear intent of the Regulation is to direct federal agencies to be consistent with other levels of government to the maximum extent possible.

TTM is an area where state and local governments have significant amounts of jurisdiction and expertise. In Wayne County, the vast majority of the transportation network is maintained and managed by the State of Utah and Wayne County. Under 23 CFR 460 BLM asserts it does not maintain any open public road. Glen Canyon National Recreation Area,

Capitol Reef National Park, and Canyonlands similarly report jurisdiction over an extremely small amount of road mileage; and some of that is disputed. Conversely, Wayne County asserts jurisdiction and maintenance responsibility on all motorized roads, paths, ways and trails not claimed by federal agencies under 23 CFR 460.

Travel plans shall be accomplished in a coordinated, cooperative and consistent process by incorporating Wayne County's and the State of Utah's plans policies and programs to the maximum extent allowed by law and by integrating where appropriate internal and external input from cooperating agencies, communities, and the public.

- iv. Outcome-based: Travel and transportation systems should be identified, designated, and managed in such a manner that they support Wayne County's Resource Management Plan and their plans, policies and programs. In order to meet this outcome-based element, the implemented transportation and access prescriptions should:
 - Meet resource program goals and objectives, and be consistent with social and environmental objectives for allowing travel and determining transportation networks in Wayne County as expressed in the County's LUP/RMP and transportation network;
 - Provide appropriate levels of access and associated benefits to both recreation travelers and resource users. Wayne County's transportation network is the minimum necessary to provide appropriate levels of access and shall be included as a fully developed Alternative in all environmental analysis
 - Ensure that Wayne County's prescribed setting characteristics are maintained. Setting Characteristics are a discretionary decision, so federally mandated consistency requires that Wayne County's setting characteristics be adopted unless specifically barred by law; and
 - Establish the primary means and modes of travel allowed for accomplishing the planning objectives, consistent with Wayne County's plans, policies and programs.

B. Need for Multi-Modal Access

Comprehensive travel and transportation planning must consider and address all resource and administrative access needs, including a wide range of modes of travel: motorized; non-motorized; mechanized (cycling, mountain biking, etc.); stock and animal-powered transportation (horses, dog sleds, wagons, etc.); winter modes of travel including skiers, snowshoes, and snowmobiles; water transportation (motorized and non-motorized boating); and aircraft (helicopters, wheel and float planes, ultra-lights, gliders, etc.). Access across federally-managed lands to State Trust lands and state-owned waters and for aircraft landings on land and water, should also be considered where appropriate. The final transportation network developed by the TTM process needs to support resource management decisions and other authorized activities expressed in Wayne County's plans, programs and policies, while protecting resources and the public lands to the greatest extent possible. Wayne County's transportation network concentrates on motorized access and allows multiple modes of travel (as described above) on the majority of its network. Federal agencies are expected to concentrate on non-motorized

routes that can be utilized within their existing LUPs. In almost all cases, where Wayne County authorizes motorized access, mechanized access is also allowed.

C. Interdisciplinary Team Approach

The TTM process, like other planning processes, identifies the need to use an Interdisciplinary (ID) team approach involving those program specialists who are responsible for resources that are directly affected by TTM decisions as well as other levels of government that manage transportation and access. These specialists include recreation and visitor services, wilderness, lands and realty, engineering, energy and minerals, renewable resources (range, riparian, wildlife, wild horse & burro, soils, water, and air), law enforcement, cultural resources (prehistoric and historic), and other specialists as needed to address specific program issues and needs. Additionally, for all environmental analysis involving the County transportation network, the ID team shall include - and when the County's transportation network comprises 50% or more of the routes being considered shall be led by - a County approved professional engineer licensed to practice in Utah that is familiar with transportation issues in Wayne County and federal environmental evaluation and planning processes. The ID team shall also have access to Geographic Information System (GIS) specialists capable of integrating data from various sources and who can develop planning maps and analyses that will be needed. Inasmuch as state and local governments are to be included in NEPA processes at the earliest possible date, County engineering project GIS specialists shall be determined prior to hiring consultants or selecting other members of the ID team.

The ID team will develop an initial list of specific travel and transportation issues from existing information, including state and local government transportation networks and issues, transportation inventories, land health assessments, other resource monitoring efforts, and public input. The TTM issues to be considered include the following:

- Determining the plans, policies, and programs of the federal, state and local governments potentially impacted the TTMP.
- Determining the management and maintenance responsibility for the transportation assets asserted by the federal, state and local governments potentially impacted by the TTMP. Federal assertions of transportation responsibilities for routes and transportation facilities that have not been a) claimed by the federal agency under 23 CFR 460 during each of the previous 5 years, b) the subject of federal expenditures amounting to at least 50% of maintenance costs or \$500 per mile, whichever is greater, for each of the previous 5 years, c) constructed by the federal agency after the passage of NEPA as evidenced by an approved an environmental document and project financial records, d) included on the agency's asset management system for each year since original construction, or e) formally abandoned in accordance with Utah State Law by the State or County where the transportation asset is located, shall be deemed to be insufficient, arbitrary and capricious.
- Determining if the existing travel and transportation systems are meeting current and future access, desired recreational outcomes and resource needs of the federal, state and local governments potentially impacted by the TTMP;

- Determining the types of additional travel and transportation assets that are required to meet the access, desired recreational outcomes and resource needs of the federal, state and local governments potentially impacted by the TTMP;
- Determining the range of impacts to sensitive resources located in and immediately adjacent to existing travel and transportation systems and possible mitigations; and
- Determining the types of conflicts (social and biophysical) that may be occurring due to the present configuration of the transportation system.

Additional information may be solicited from external stakeholders and the public during scoping and throughout the planning process. Planning alternatives developed during the planning process may include decisions that will need to be addressed by the ID team and shall include at least one alternative that is consistent with Wayne County's plans, programs and policies. Alternative development shall not be initiated prior to full participation of State and local transportation authorities.

D. Administrative Record

During the pre-planning analysis, the process for developing and maintaining the administrative record needs to be established. The administrative record contains an assortment of supporting documentation used during the planning effort and shall include pertinent sections of State and local Resource Management Plans. Where federal agencies have Coordination or Consistency requirements with State and local plans, Lead Agencies shall disclose Wayne County's Need for Management Change, Desired Future Conditions, Findings, Goals & Objectives, Policies, Recreational Opportunity Spectrum Analysis, Recreation Site Characteristics and other directives in the pre-planning documents. Additionally, when federal plans, policies, programs, or data sets are inconsistent with Wayne County's corresponding data, inconsistencies shall be documented and disclosed; and efforts to resolve inconsistencies shall be included in the project record.

This documentation includes all public comments and comments from other agencies or government entities, supporting studies, environmental surveys, prior planning documents and maps, records of consultations and supporting technical information and references to published sources. If the planning document were challenged in court, the administrative record would be relied upon to provide all information that led to the decisions. The record for TTM planning must include adequate documentation of the route-selection decision-making process. This must include documentation of how each of the designation criteria in 43 CFR 8342.1 was considered. Refer to the BLM's National Environmental Policy Act Guidance H- 1790-1 (Section 13.4.1 and Appendix 10) for detailed information regarding maintaining an administrative record.

IV. Land Use Planning

A. Preplanning

Pre-planning activities set the tone of the TTMP process. CEQ Regulations implementing NEPA

require Joint Lead and Cooperating Agencies be provided meaningful involvement at the earliest possible date. Wayne County and other federal, state and local transportation authorities impacted by the TTMP shall be included at the initiation of the pre-planning stage prior to contractor selection, scoping, route inventory, and alternative development. Failure to include federal, state and local transportation authorities at the earliest possible date constitutes a violation of federal environmental law.

It is important to consider TTM planning in the pre-planning phase of a LUP revision. This is the time to re-evaluate the district/field office/NLCS unit TTM action plan and its synchrony with impacted federal, state and local transportation networks, plans, policies and programs.

i. Inventory

An assessment of the current ground transportation linear feature (GTLF) database shall be conducted during the pre-planning stage. The GTLF geospatial database is the comprehensive baseline inventory of all transportation related routes (motorized and non-motorized) that exist within the planning area. In many cases, this baseline inventory will be incomplete or inaccurate. It is essential that a credible GTLF baseline inventory be available for any TTM planning effort where specific route designations are anticipated. The TTM action plan may indicate which areas are higher in priority for the completion of TTM planning. As part of the LUP pre-plan, GTLF baseline data needs should be identified as well as how the data is to be gathered. At a minimum, GTLF baseline data shall include all transportation elements contained in Wayne County's transportation network.

ii. Data Gathering

It is also important to identify other data needs that relate to a LUP area or sub- area when preparing for TTM planning. Wayne County's Land Use Management Zones, Recreational Opportunity Spectrum Analysis and Setting Characteristics shall be identified, documented and disclosed. Visitor use surveys may also be needed to determine access or trail related needs. Information related to an area with sensitive habitat concerns and habitat fragmentation shall include average daily traffic, number of species/vehicle interactions, percent of species habitat occupied by the transportation facility, relative impacts compared to other transportation facilities in the region of comparison, and other pertinent analyses.

B. Determine Concurrent or Deferred TTM Planning

The planning unit TTM action plan and planning schedule should indicate which areas, if any, of the LUP planning unit are to have implementation level TTM planning completed concurrently with the land use planning process and which areas, if any, are to be deferred until after the LUP process has been completed. Possible reasons for not completing the final network might be size or complexity of the area, controversy, incomplete data, or other constraints.

If sufficient travel and transportation information is available for a smaller area or sub-unit within the planning area, such as a TMA, agencies shall consider completing the TTM planning as part of the LUP/RMP and deferring the remainder of the LUP/RMP planning area to

implementation level travel management plans.

When TTM is deferred for completion outside an LUP/RMP, agencies shall identify and disclose Wayne County's transportation network, conflicts with the LUP/RMP and efforts to resolve inconsistencies.

TTM planning can be prioritized to focus on areas that are most heavily used, or areas that have existing social conflicts, resource concerns, or a defined need for route definition or development for administrative, public access or other needs first. These areas may require consideration of new route development, existing route relocation or route decommissioning. Prior to decommissioning any route, agencies shall comply with all federal, state and local road vacation laws and shall reach final agency action regarding jurisdiction for any route on Wayne County's transportation network.

In some cases, the need for TTM is in the development of a functional and sustainable transportation system that meets current and future needs. In other cases, TTM may be necessary to restore areas with a proliferation of user-created routes. Decommissioning undesirable routes shall be conducted in Coordination and Cooperation with Wayne County and consistent with the County's plans, programs and policies.

C. Designation of Off-Highway Vehicle (OHV) Management Areas

Wayne County has identified off-highway vehicle area designations as defined in federal guidance. The OHV area designations are land use allocations classifying lands as open, limited or closed to motorized travel. Criteria for open, limited and closed area designations are consistent with federal law (see 43 CFR 8340.0-5(f), (g) and (h)). The OHV area designations do not apply to non-motorized travel; Wayne County encourages federal agencies to designate non-motorized transportation systems as part of their LUP/RMP processes. The designation of OHV areas on federal lands shall consider the needs for a variety of road, primitive road and trail systems tailored to various users, including non-motorized use and shall be consistent with Wayne County's transportation network to the maximum extent allowed by law.

The "open," "limited" and "closed" area designations, and the criteria established for route selection in areas designated as limited, shall be subject to valid existing rights and may be subject to protest/appeal under agency regulations.

i. Open Area Designations

Areas designated as "open" are intended for intensive OHV or other transportation use areas where all types of vehicle use are permitted at all times, anywhere in the area subject to the operating regulations and vehicle standards set forth in federal, state and local law.

Existing laws, proclamations, regulations or Executive Orders may limit the use of the open area designation or impose additional requirements relating to travel and transportation planning and management in specific circumstances. Because of significant increases in OHV use and the development of new vehicle technologies, the continued designation of the vast majority of Wayne County's land (formerly more than 90% of BLM lands) as open to unregulated cross-

country travel is no longer a viable management strategy. However, federal and state agencies shall consider designating open areas where unlimited or unregulated cross-country travel is a) consistent with their enabling mission/statement, b) does not pose resource damage concerns, or c) where use related impacts can be mitigated or reduced to an acceptable level. In all cases open area evaluations shall be coordinated and consistent with Wayne County's plans, programs and policies to the maximum extent allowed by law.

Open areas will be limited to a size that can be effectively managed and geographically identified to offer a quality OHV opportunity for participants. Expansive (greater than 25% of an entity's land base) open areas allowing cross-country travel, without a corresponding and identified user need or demand, should not be designated in LUP/RMP revisions or new travel management plans without County Commission concurrence. Wayne County has determined, through appropriate public planning, that a minimum of 2% - 5% of the land managed by agencies authorized to permit OHV travel is needed to meet current demand for cross country OHV travel and open areas. As part of Wayne County's environmental planning requirements associated with participating in federal LUPs/RMP processes and described in 40 CFR 1506.2, land managers and the County shall identify, consider and analyze in detail an alternative with at least 5% of the Lead Agency's land and areas designated by Wayne County as suitable for OHV open area evaluation for Open designation.

ii. Limited Area Designations

Areas where transportation use must be restricted to meet specific objectives are 'limited' area designations. For areas classified as limited, analysis must consider a full range of possibilities. Limitations include those related to:

- Types or modes of travel;
- Identified roads, primitive roads and trails;
- Time or season of use;
- Certain types of vehicles (i.e. OHVs, motorcycles, all-terrain vehicles, high clearance, etc.);
- Authorized or permitted vehicles or users; or
- Other types of government to government coordinated limitations.

Agencies, in coordination, cooperation and consistent with Wayne County's plans, policies and programs, should identify where motorized over-the-snow travel is acceptable and/or should be limited. Motorized over-the-snow travel may be limited by vehicle type, season, snow-depth, or other conditions as necessary. Under the 'limited' designation, motorized cross-country, over-the-snow, travel may be allowed. Each limited area should clearly address limitations related to over-the-snow use as circumstances require.

Additionally, the various levels of government must provide specific guidance about the process for managing motorized vehicle access for authorized, permitted, or otherwise approved

vehicles for those specific categories of motorized vehicle uses that are exempt from a limited OHV designation.

Area designations limiting motorized use to existing roads, primitive roads and trails can only be made on an interim basis as a preliminary step leading to the selection of a designated network of roads, primitive roads and trails. This interim designation may be used when the development of a designated road, primitive road and trail network for all, or a sub-unit, of a planning area is deferred until after an LUP/RMP is completed. The LUP/RMP must clearly identify the process leading from the interim area designation of “limited to existing roads, primitive roads and trails” to the development of a designated network of roads, primitive roads and trails. The LUP/RMP should state that the area designation will change from “limited to existing roads, primitive roads, and trails” to “limited to designated roads, primitive roads, and trails” upon the completion of a travel management plan. Even though ‘use on existing roads’ appears within the definition of ‘limited area’ in 43 CFR 8340.0-5(g), it has been determined that, due to the specific mention of ‘areas and trails’ in 43 CFR 8342.1(a)-(d), individual routes must be evaluated to determine whether they can be managed in accordance with the designation criteria; regardless of whether use is to be limited to ‘existing’ routes. This leaves little practical distinction in the evaluation process between ‘designated’ and ‘existing’ routes. A ‘designated’ route system provides more long-term management flexibility in terms of being able to add, delete or relocate routes in the transportation system.

All private and SITLA managed lands in Wayne County are designated as limited to uses authorized by the land owner. This designation recognizes private property rights and constitutional responsibilities of private land owners and SITLA.

Unless specifically barred by law, wilderness study areas shall be designated as limited and motorized and mechanized use shall not extend beyond routes identified in final wilderness inventories passed on to Congress. Routes in these areas must be identified and mapped, along with the modes of travel that existed at the time of the inventory.

iii. Closed

Areas where OHV use is prohibited: Areas, roads, and/or trails are designated closed if closure to all OHV use is necessary to protect resources, promote visitor safety or reduce user conflicts that cannot be mitigated otherwise. Administrative/authorized use of motor vehicles shall not be allowed within these areas. Safety, conflicts, resource damage and issues prompting a Closed designation cannot determine ownership of the vehicle causing the impact. If transportation facilities are needed in an area by any person, it shall be designated as Limited or Open. There is a general exception for emergencies that require motorized or mechanized access.

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

D. Consideration of National Landscape Conservation System Designations

TTM planning must be completed for all national monuments and congressionally designated

national conservation areas, national recreation areas, cooperative management and protection areas, outstanding natural areas, and forest reserves in accordance with enabling authority establishing the unit.

Subject to valid, existing rights and coordination, cooperation and consistency requirements, LUPs must reference, incorporate, or be amended with provisions for applicable:

- National monument or national conservation area plans required by the Presidential proclamation or the act of Congress that established each national monument or national conservation area.
- National Scenic and Historic Trails (NSHT) comprehensive management plans required by the National Trails System Act. *See* The National Scenic and Historic Trails Manual and Handbook Series for supplemental guidance.
- National wild and scenic rivers comprehensive river management plans required by the Wild and Scenic Rivers Act. *See* the Wild and Scenic Rivers Manual and Handbook Series for supplemental guidance.
- Wilderness management plans (usually limited to non-motorized and non-mechanized trails) required by the Wilderness Act. *See* the Wilderness Manual and Handbook Series for supplemental guidance.

All TTM decisions pertaining to National Monuments, National Conservation Areas and similar designations shall be coordinated and consistent with Wayne County's plans, programs and policies to the maximum extent allowed by law and will conform to RMP/EIS-level plans, and will be in accordance with the establishing statute or Presidential proclamation.

E. Other TTM Considerations for LUP

i. Administrative Designations

Management of existing or proposed new administrative designations, such as national scenic or backcountry byways and national recreation trails, also must be addressed in RMPs. These administrative designations must be consistent with the goals and objectives for the planning area and, to the maximum extent allowed by law with the plans, policies and programs of Wayne County.

ii. Water and Air Travel

LUPs/RMPs shall address access across agency-managed lands to Federal and state-owned waters and for aircraft landings on land and water. Recreational backcountry airstrips are an integral part of a balanced and efficient transportation system and Wayne County's multi-modal transportation network. Backcountry airstrip designations shall be consistent with Wayne County's plans, policies and programs to the maximum extent allowed by law and must be

consistent with the goals and objectives for the planning area and applicable Federal Aviation Administration regulations.

iii. Authorized and Permitted Uses

Use of OHVs can be administratively authorized or permitted for non-casual activities, such as accessing range developments, exploration for energy or minerals, and access to inholdings. Authorizations or permits that include OHV activities shall address the use of OHVs as part of the authorization or permit. Authorized OHV activities may require an appropriate level of NEPA analysis, should be compatible with the LUP goals, and may have use stipulations and limitations associated with the authorization or permit. This includes travel over land, water, snow, and landing of aircraft related to permitted commercial or authorized activities.

Administratively authorized and non-causal OHV uses shall be consistent with Wayne County's plans, policies and programs to the maximum extent allowed by law.

iv. Accessibility

Under section 504 of the Rehabilitation Act of 1973, no person with a disability can be denied participation in a Federal program that is available to all other people solely because of his or her disability. Wheelchair and mobility devices, including those that are battery-powered, that are designed solely for use by a mobility-impaired person for locomotion, and that are suitable for use in an indoor pedestrian area, are allowed in all areas open to foot travel. Federal agencies rely on a premise that there is no legal requirement to allow people with disabilities to use motor vehicles on roads, primitive roads, or trails or in areas that are closed to motor vehicle use. They further assert restrictions on motor vehicle use that are applied consistently to everyone are not discriminatory and that generally, granting an exemption from designations for people with disabilities would not be consistent with the management objectives of the planning area.

It is Wayne County's policy that all roads, paths, ways and trails must be open for use by the American public unless federal law specifically bars motorized use or significant environmental factors exist that cannot be mitigated. Roads, paths, ways and trails identified on Wayne County's transportation network are minimum necessary to promote productive and enjoyable harmony between man and his environment, including those individuals that may have disabilities which challenge their opportunities to experience our nation's public lands. Federal agencies considering closure of elements on Wayne County's transportation network shall comply with all Coordination, Cooperation and Consistency requirements to the maximum extent allowed by law, including inventory, analysis, disclosure and resolution provisions. Closure of individual or collective elements of Wayne County's transportation network shall not occur without County Commission concurrence.

v. Designation of Transportation Corridors

Federal, state and local agencies are strongly encouraged to determine the locations and boundaries of right-of-way (ROW) corridors during the LUP process, unless specifically barred by applicable law. During this process, federal agencies shall coordinate with impacted federal,

state, local and tribal highway authorities to identify transportation and resource-related needs and concerns. LUPs/RMPs may include transportation corridors identified for future facility development. The LUP/RMP process should identify and assess different options for reasonably foreseeable regional or local transportation corridors and select a particular corridor with the purpose of narrowing the range of possible locations for roads to be sited and developed in the future by other jurisdictions. At a minimum, environmental documents produced under NEPA shall identify and disclose the entirety of Wayne County's transportation network, even if decisions and determinations regarding the network are deferred to a later date.

When considering suitability for right of way corridors and public transportation networks factors shall include but not be limited to:

- Federal, state, and local land use and transportation plans, and applicable Federal, state, local, and tribal laws;
- Federal, state and local consideration of roads, paths, ways and trails as cultural resources;
- Environmental impacts on cultural resources (including roads, paths, ways, trails and ethnographic resources) and natural resources, including air, water, soil, fish, wildlife, and vegetation;
- Physical and political effects and constraints on corridor placement or leasing areas due to geology, hydrology, meteorology, soil, land use designations, or land forms;
- Costs of construction, operation, and maintenance of the existing network and costs of modifying or relocating existing facilities in a proposed right-of-way corridor or transportation network (*i.e.*, the economic efficiency of placing a right-of-way within a proposed corridor, use or improvement of the existing network, or providing a new facility inside a designated area);
- Proportionate maintenance costs, activities and responsibilities of the various transportation authorities managing networks in a) the planning area, b) Wayne County and c) adjacent lands impacted by potential decisions.
- Risks to national, state and local security, including law enforcement, search & rescue, emergency medical, and other public service activities;
- Potential health and safety hazards imposed on the public by facilities or activities located within the proposed right-of-way corridor or transportation network;
- Social and economic impacts of the right-of-way corridor or transportation network on public land users, adjacent landowners, and other groups or individuals, including state and local highway authorities;
- Existing state and local ordinances, resource management plans, transportation plans, and corridor studies; and
- Engineering and technological compatibility of transportation authorities managing proposed and existing facilities.

BLM land managers are encouraged to and should designate any transportation and utility corridor existing prior to October 21, 1976, as a transportation and utility corridor without further review. (See 43 CFR 2802.11). Other federal, state and local entities are encouraged to designate transportation and utility corridors and elements existing prior to their enabling legislation to the maximum extent allow by law. All designations shall be coordinated and consistent with Wayne County's transportation network t the maximum extent allowed by law.

In coordination, cooperation and consistent with Wayne County's plans, policies and programs, LUPs/RMPs or plan amendments may also identify areas where an agency may not allow ROW corridors for environmental, safety, or other reasons. Appropriate NEPA analysis shall be conducted for all potential closures and shall, at a minimum, identify, evaluate and disclose impacts of alternatives that consider a) the proposed closure, b) Wayne County's existing transportation network and c) an alternative that evaluates the maximum reasonably foreseeable development. Concurrence from the Wayne County Commission shall be obtained prior to implementing closures, unless barred by law.

F. Delineation of Travel Management Areas

Agency offices can, where appropriate, delineate TMAs that meet the LUP/RMP objectives for each alternative. When such delineations are inconsistent with Wayne County's plans, programs or policies, agencies will disclose in the environmental document: a) inconsistencies; b) efforts to resolve the inconsistencies; c) reasons why the agency was unable to reach consistency; and d) laws or regulations prohibiting consistency with the County. Where there are unique or shared circumstances, high levels of controversy, or complex resource considerations, TMAs may be partitioned to address particular concerns and prescribe specific management actions for a defined geographic area. These are usually identified where TTM (either motorized or non- motorized) requires particular focus or increased intensity of management. While OHV area designations are mandatory LUP allocations, TMAs are an optional planning tool to frame transportation issues and help delineate travel networks that address specific uses and resource concerns. To help ensure that travel decisions support program-specific management objectives, federal agencies shall strive to make TMA boundaries correspond with the County's management areas defined for various land and resources programs. For example, within the planning area, there may be two very different areas identified that are located next to each other. One may be a Special Recreation Management Area (SRMA) that is being managed to provide OHV recreational trail opportunities, while the other could be a Wilderness Area that is managed to maintain its wilderness characteristics or a National Historic Landmark. These areas would likely need to be identified as two different TMAs, each of which would implement very different TTM prescriptions.

The TMAs may also be delineated to aid in the manageability of the travel planning process. For example, it may be useful to divide a larger planning area into TMAs due to the County's differing land management designations, Recreation Opportunity Spectrum Analysis, visual resource management categories, or other classifications. TMAs shall be based on Wayne County's plans, policies and programs or other community-based boundaries to the maximum

extent allowed by law.

Dividing an area into TMAs can also allow for higher priority areas to go through the travel planning process first, deferring areas with lower resource or user conflict concerns for later travel planning efforts. In cases where final, specific route and access designations in TMAs are to be deferred and addressed at a later date, the TMA shall have 1) an OHV area designation, 2) a complete and accurate inventory of Wayne County's existing and proposed transportation facilities, 3) an inventory of transportation features claimed by the land managing agency, and 4) evidence documenting the land manager's claims of jurisdiction over transportation features. In these cases, land managers and Wayne County shall determine and define the standards and guidelines for making future route and access designations.

To be comprehensive, TTM may also consider the designation of non-motorized trails. Wherever practical, Wayne County has designated elements of its transportation network for multi-modal use. If non-motorized trails are considered, designations shall be consistent with Wayne County's plans, programs and policies to the maximum extent allowed by law. TMAs may be identified to provide for non-motorized use exclusively or to emphasize this use. The designation of non-motorized trails can occur without a legal restriction to stay only on these trails, or the planning decision can include a restriction to designated trails. If a land managing entity chooses to restrict non-motorized travel to specific routes, it must do so through the development of appropriate rules through a Federal Register process, using its agency's rules of conduct.

The LUP/RMP should include recreation goals, objectives, and direction for non-motorized trails and access. Particular attention should be paid towards areas and transportation facilities that are shared between different types of users, areas or facilities that are oriented by management / maintenance or designation for a particular type of use, and circumstances where one type of use may preclude or impact another. This direction may be included as RMP-wide direction, as SRMA or Extended Recreation Management Area (ERMA)-specific direction or as LUP/RMP direction for specific TMAs.

When delineating TMAs and developing management prescriptions for these areas, agencies shall consider the following minimum factors for allowing travel and establishing LUP objectives for the area:

- Wayne County's existing transportation network;
- Wayne County's plans, programs and policies;
- Other resource values and uses;
- Primary Travelers
- Emerging uses such as growing recreational-use types or traffic generated by local community growth;

- Setting characteristics that are to be maintained, including recreation setting characteristics (related to ROS – recreation opportunity spectrum) and visual resource management (VRM) settings. Agencies shall include at least one alternative for detailed analysis that is consistent with Wayne County’s Land Use/Resource Management Plans, ROS, VRM and other designations;
- Primary means of travel allowed to accomplish the objectives and to maintain the setting characteristics. Unless barred by law, Wayne County’s transportation network shall serve as the baseline / no action alternative for establishing primary means of travel;
- Social and resource conflicts between different travel types;
- Social and resource conflicts between public land visitors and adjacent private property owners;
- The number and type of access points;
- The baseline road system of Federal/state highways, county roads, paths, ways and trails, and other ROW roads;
- Existing assertions, ROWs and likely future ROW requests;
- Existing geographic identity and public knowledge of particular areas; and
- Identifiable boundaries of the TMA based on topography, major roads, primitive roads, or other easily discernible elements.

G. Combining Land Use Planning and Implementation Level Decisions

Where applicable, federal agencies may use a single land use planning/NEPA process to make land use and implementation level decision, provided both types of decisions are adequately addressed in the appropriate level of NEPA analysis. Each agency shall comply with the established appeal and protest provisions contained in their individual NEPA guidance for land use planning and implementation decisions. Signature authority, Records of Decision and final agency action shall also comply with individual agency protocols. Protests and appeals that could potentially impact the County’s transportation network shall be communicated to the County at the earliest possible date and to the maximum extent allowed by law.

H. Travel Management Planning Deferred to an Implementation/Activity Level Plan

If the final travel and transportation network is to be deferred in the LUP/RMP, the LUP/RMP shall document Wayne County’s transportation network and shall serve as the decision-making process used to develop the initial network; provides the basis for future management decisions; and sets guidelines for making transportation network adjustments throughout the life of the

plan. The following tasks should be completed in the LUP/RMP for each planning area, or TMA:

- i. Produce a map depicting Wayne County's transportation network and other known and existing networks of transportation features including modes of travel. At a minimum the map shall include routes obtained from a) networks asserted by federal, state and local governmental entities, b) claims by federal agencies under 23 CFR 460, c) agency facility & asset management systems, d) the GTLF effort, e) current and historical maps published by federal state and local land management and transportation authorities, f) aerial photos, and g) other suitable data.
- ii. Define the goals, objectives, criteria, plans, policies, programs, and limitations used to evaluate the use, location, development, closure and decommissioning of the long-term, final transportation system.
- iii. Define interim management objectives for areas or sub-areas where route designations were not completed concurrent with the LUP/RMP. Clearly state the process of moving from an interim designation of "limited to existing roads, primitive roads and trails," to a designation of "limited to designated roads primitive roads and trails" upon completion of TMPs.
- iv. Identify any uncompleted travel and transportation tasks:
 1. Outline additional data needs and a strategy for collection. Data needs shall include the completion of a baseline route inventory, data on threatened and endangered, or sensitive species, or habitat, cultural resources, range utilization or improvements, invasive weeds, vegetation, soils, herd management areas, mineral exploration, and/or developments, etc. Additional government to government coordination, scoping or follow-up meetings with federal, state and local entities may be required.
 2. Provide a clear planning sequence, including public process (focusing on transportation authorities, user groups and stakeholders), initial route selection criteria, and constraints for subsequent road and trail selection and identification.
 3. Provide a schedule to complete the area or sub-area road, primitive road and trail selection process.
- v. Identify any potential easements and rights-of-way to be issued to the BLM or others needed to maintain the preliminary or existing road and trail network. For example: a) easements needed to cross private inholdings that were historically used by the public and the BLM, but with increasing development and urbanization, are being gated and restricted; or b) historical roads, paths, ways, or trails contained in the GTLF or federal, state or local transportation networks that may not have a documented right of way .

V. Travel and Transportation Management Planning – Implementation Level

The designation of the individual roads, primitive roads, ways, and trails, whether completed concurrent with the LUP/RMP or deferred in the LUP/RMP are addressed as an implementation level plan tiered from the LUP/RMP. Travel and transportation decisions can be developed as a stand-alone Travel Management Plan (TMP) or incorporated into activity management plans, such as those for recreation or energy. The TTM planning should be completed within five (5) years of the signing of the ROD for the LUP/RMP. The TTM implementation plan should be developed using an ID team to address all resource uses, including administrative, recreation, commercial and associated modes of travel (motorized, mechanized and non-motorized types).

A. Travel Management Settings

Consideration of travel management in Wayne County is determined by levels of use, proximity to recreation centers, access for unconfined, self-directed activities, and resource constraints. Different combinations of settings may occur in the planning areas that require different approaches to travel management, including the following areas:

Backcountry areas: where the use of roads or existing routes is the general concern. Use levels are generally low and established routes typically access remote locations or provide desired recreation opportunities as well as administrative access with relatively few resource or social conflicts. Some existing routes may be redundant, sited poorly, or cause resource impacts. However, given the limited traffic, conflicts should be resolved through mitigation or best management practices. Use levels and the dispersed nature of public use may allow for cross-country travel for one or more types of non-motorized users without causing adverse effects.

Front country or urban interface areas: where route density, high level of access and user conflicts are more serious concerns. Use levels may be moderate to high, and while these areas have a large number of routes, the diversity and quality of the routes may be low. Cross-country travel and undesignated routes may be causing resource and social impacts. The scale of these areas may vary where undeveloped lands exist adjacent to desirable recreation sites or near rural communities. Numerous small pockets of urban interface may be located in rural areas near smaller communities. Although smaller in scale, the same resource issues or social conflicts may be present. User expectations for transportation system use may vary widely, including access to the local transportation network, OHV use in accordance with State law, desires for separation of uses by trail or area, demand for multiple access points to road, primitive road, and trail systems from private properties, and desire for limitations on the use of ROW roads or administrative roads.

Destination areas: where public land visitors are attracted from local, regional, and national populations. These may be longstanding use areas or newly designated areas with increasing use. Visitor expectations may vary widely and new visitors may have increased expectations due to the special designation (e.g., National Conservation Area, National Monument, areas designated for primitive recreation, scenic canyons and hikes, etc.) or marketing of the area initiated by other entities. Commercial and organized group use of the transportation system may be high or increasing. Use may be focused on certain areas, attractions, or entry portals. Traffic may also be extremely light and visitors may be seeking solitude and interaction with nature through a motorized experience.

B. Link Between Recreation and TTM Planning

The following discussion identifies the initial steps for integrating Wayne County's environmental regulatory processes with the NEPA and its application in the travel management process. In most situations, the link between recreation goals & outcomes, resource use and transportation planning is intimately connected. Indicators of when improvements to the transportation network, road surface upgrades, a more detailed approach, and/or recreation access-oriented approach to travel management may be needed include:

- Destinations in the planning area have been listed on the “top 10” list in regional or national media due to a particular type of primitive/trail/recreation use;
- There are large numbers of YouTube videos or other media showing use of trails (either designated or undesignated) in the planning area;
- There is an increase of greater than 10% in visitation (either organized or self-directed) in portions of the planning area;
- There are traffic increases on primary routes in portions of the planning area;
- There are increasing numbers of trails being built or maintained without authorization in the area;
- Undesignated sites, trails, and roads have names or descriptions assigned by the public or listed on media sites;
- There is an increase in commercial or group use requests for trail dependent activities;
- One type of user group increasingly claims conflicts with authorized resource use or activities\;
- One type of user group increasing claims their use is “historic” or a “valid” use;
- A range of user groups increase their comments and concerns regarding land use, recreation sites, scoping, or public input opportunities;
- Guide books, maps and other information are available on-line or for sale at local businesses and agency offices; or
- Parking and traffic problems/congestion become a regular occurrence at specific areas.

C. Definition of Linear Transportation Features

The TTM planning occurs during the LUP/RMP process or at the implementation phase of the LUP process. To ensure consistency and coordination in sharing information between federal, state and local transportation entities, Wayne County has adopted definitions for classifying prominent travel and transportation route types and asset categories. These classifications apply to all routes on Wayne County's transportation network and are consistent with activities on federal, state and locally managed lands.

Where routes are not a) claimed by a federal agency under 23 CFR 460, b) claimed by an agency on their facility asset management system, c) shown by the agency on their mapped transportation network, or d) adjudicated by a court of final jurisdiction as being under the sole management control of the agency, Wayne County's classification shall apply.

Where Wayne County's transportation network and federal transportation elements are in conflict, government to government coordination shall be initiated to resolve conflicts. If conflicts cannot be resolved, environmental analysis shall include alternatives recognizing and evaluating the respective classifications, identifying efforts to resolve inconsistencies and disclosing why consistency could not be reached.

These route classifications may be further refined to include difficulty levels, maintenance intensities, AASHTO design levels, roadside features, and other pertinent elements through appropriate LUP/RMP or activity level decisions.

i. Components of a Designated Travel Network

Road: A linear route declared a road by the highway authority and managed for use by low-clearance vehicles having four or more wheels, and maintained for regular and continuous use. Routes included on the State of Utah's Class A, B or C systems and constructed routes on the State of Utah's Class D system shall be evaluated as roads. Roads also include easements and rights of way granted by a federal agency for transportation purposes.

Primitive Road: A linear route managed for or limited to use by four-wheel drive or high-clearance vehicles only. These routes have not been formally designed, constructed or maintained to AASHTO standards. User-created and two-track routes on the State of Utah's or Class D system and other routes mapped on Wayne County's transportation network shall be evaluated as primitive roads.

Motorized Trail: A linear route managed for motorized off-highway vehicle forms of transportation or for historical or heritage values. Motorized trails are not suitable for or generally used by four-wheel drive vehicles designed for and licensed for Interstate or National Highway System use. Use is most often associated with motorized wilderness experiences, historical or heritage values

Non-Motorized Trail: A linear route managed for ambulatory, stock, human powered mechanized, or non-motorized forms of transportation. Use is associated with those desiring non-motorized wilderness experiences, historical or heritage values.

Way: A road, primitive road, motorized trail or non-motorized trail used by mechanized vehicles that is located within a Wilderness Study Area (WSA). During the wilderness inventory processes that were completed from 1964 to no later than 1991, federal agencies encountered numerous situations where roads, primitive roads, motorized trails or mechanized trails were located in areas that were otherwise suitable for additional evaluation. Some of these ways were components of the State and Counties' transportation systems and constitute RS 2477 rights of way. In order to proceed with the additional study phase without encountering inconsistencies with roadless requirements for WSAs, federal agencies created a "Way" classification. All Ways identified in federal Wilderness Draft & Final EIS documents or that existed at the time of the agencies' submittal to Congress are components of Wayne County's transportation network until adjudicated by a Court of final jurisdiction or abandoned by Wayne County in accordance with Utah State Law. Extent/use on ways is limited to area of disturbance and vehicular use at the time of an agency's submittal to Congress. TTMP shall contain at least one alternative evaluating in detail continued use of Ways identified in the Lead Agency's Final Wilderness EIS submitted to Congress.

Transportation Linear Disturbances: Routes that are:

- a) not included in any federal, state or local transportation network;
- b) not included on any map published by a federal, state or local entity;
- c) not included in any federal, state or local inventory, NEPA evaluation, asset management system, or approval; and
- d) proven by a preponderance of the evidence to have been illegally created after:
 - (i) passage of enabling legislation creating federal lands reserved for public purposes or October 21, 1976, whichever occurred first; and
 - (ii) federal responses to Wayne County's FOIA request in 1992 identifying of all trespass routes in existence at that time.

Transportation linear disturbances also include routes determined by a Court of final jurisdiction to be illegal and subject to closure.

These illegal, human-made linear features do not include engineered, planned, constructed facilities that were authorized for use at the time of construction or user created routes that were authorized under laws existing at the time of their establishment. Transportation Linear Disturbances are unplanned, unauthorized, illegal single and two track features that were created outside and in violation of established law.

Unless land managers have accurate evidence documenting the unauthorized or illegal creation of transportation linear disturbances, including the date of original disturbance, they shall be deemed to be elements of the transportation network and to possess a public need and purpose. As part of the TTMP process, these illegally created routes will be designated for:

- a) inclusion on a federal, state or local transportation network;
- b) placed in deferred status for possible future use; or

c) closure and restoration.

Deferred Routes: Deferred routes are roads, primitive roads, ways, motorized trails, or non-motorized trails that are not suitable for or are outside the scope of transportation planning efforts. In some cases, these routes have legal, environmental, social or other complications that prevent reasonable consideration in TTMP. Deferred routes will be shown on TTMP mapping and depicted in a manner that demonstrates management decisions will be deferred to a later time. Federal land managers shall make no effort to restrict or prohibit travel on deferred routes. Wayne County will not improve the condition of deferred routes.

Temporary Routes: Temporary routes are defined as short-term roads, primitive roads, motorized trails, or non-motorized trails authorized or acquired for the development, construction or staging of a specific project or event that has a finite lifespan, generally less than 5 years. Temporary routes are not intended to be part of a permanent or designated transportation network and should be reclaimed when the intended purpose has been fulfilled. Temporary routes should be constructed to the appropriate AASHTO standards necessary to accommodate the intended use. Temporary routes will be reclaimed once the original project purpose or need has been completed, unless reclamation negatively impacts other resource objectives. Temporary routes are considered emergency, single use or specifically permitted access. They are not intended to accommodate public use, unless specifically authorized during the permitting process.

A temporary route will be authorized or acquired for the specific time period and duration specified in the written authorization (permit, ROW, lease, contract etc.) and will be scheduled and budgeted for reclamation to prevent ongoing use. Reclamation shall prevent long term soil erosion by providing adequate drainage and re-vegetation.

Complete reclamation of temporary routes may not be desired or necessary in all situations. When temporary routes are required for periodic use, it may be more desirable to close the temporary route to vehicular use, assure proper hydrologic functioning of the road bed, and re-vegetate according to the prescription approved in the authorization than it would be to recontour soils and slopes to original conditions. In addition, off site mitigation may be more desirable than reclamation of the temporary route. Reclamation and mitigation decisions shall be made as part of the authorizing process and shall be disclosed in appropriate NEPA analysis.

Federal, state and local land managers will identify, track, monitor, prioritize, and fund the removal of unwanted transportation-related linear features and temporary routes within their jurisdiction. The requirement to reclaim temporary routes, and identify a responsible party and source of funds shall be conducted through a formal NEPA compliant approach for route removal.

Route Designation Limitations Relating to Wilderness Study Areas: In Wilderness Study Areas (WSA), motorized and mechanized use shall be permitted to continue along existing routes identified in the wilderness inventory conducted in support of the Wilderness Act of 1964 and Sections 603 and 202 of FLPMA. In these cases, final route classification will be delayed until Congressional action is taken, or in coordination and with the concurrence of Wayne

County a LUP/RMP decision is made to close specific routes to motorized and mechanized use. Federal agencies may choose not to designate primitive roads and motorized/mechanized trails in WSAs as part of their asset management systems. However, transportation features identified in agency wilderness inventories and other transportation routes that existed at the time of the inventory shall remain available for use on Wayne County's transportation network until Congress acts or the routes are formally closed by mutual federal, state and local coordination, cooperation and concurrence. If motorized/mechanized linear transportation feature located within WSAs are identified in transportation inventories as a motorized/mechanized "primitive route," land managers shall also disclose Wayne County's designation/classification and shall describe the inconsistency.

Routes in WSAs may not be classified as a BLM transportation asset and entered into BLM's Facility Asset Management System (FAMS) but shall be maintained on Wayne County's transportation network until one of the following conditions is met:

- Congress designates the area as "wilderness" and the routes are designated as non-motorized and non-mechanized trails;
- Congress releases the WSA from wilderness consideration and the routes are designated;
- Land managers and Wayne County mutually agree to complete abandonment procedures and close the route.

D. Data Requirements for TTM Planning

The transportation systems in Wayne County are as diverse as the managing entities, landscape settings and communities that exist throughout the west. Wayne County's transportation system includes improved roads, trailheads, user created routes and signs, airfields, informal staging areas and formal ROWs. The existing transportation system may not be evident, has not been fully documented by land managers, and is primarily comprised of state and/or local government roads, primitive roads, motorized trails, non-motorized trails and ways. Additionally, a small percentage of federally designated routes, undesignated routes historically used for grazing, minerals or other administrative purposes, formal rights-of-way grants, and user created routes and parking areas exist in the County. Inventory and review of the existing transportation system shall identify and recognize all routes asserted and managed by state and local entities and shall also identify all valid existing ROWs. The inventory and review shall also identify and evaluate all federal routes, transportation linear features and temporary routes, so a full and complete inventory is established. Failure to identify and analyze the full extent of the existing, on the ground transportation network is arbitrary, capricious and a violation of federal environmental law. A full and complete inventory of routes can be thought of as the "baseline" transportation system, i.e., those routes that will or will not be used during the life of the proposed plan.

Broader issues and opportunities that extend beyond the planning area and beyond Lead

Agency administered lands should be considered. These issues include connections with transportation systems managed by other entities; traffic volumes and the condition of the County and regional road network; and trail systems and their connections/portals identified in tribal, state, county, community and other land management agency plans.

It is essential that land managers identify all existing routes to the extent feasible. Much of the information is available from state and local government sources, GLO plats, federal, state and local maps, previous information obtained during earlier agency planning efforts, and Internet data. Additionally, with new technology readily available, the land managers can take advantage of various databases that provide satellite and airborne imagery. In most cases, additional field data may be collected using GPS technology to fill gaps in the existing data or to categorize existing known routes with the data fields/data dictionary developed for the planning effort. Land managers shall coordinate and cooperate with the State of Utah and Wayne County to plan and conduct route inventories using best practices. The route data shall be combined into the GTLF geospatial database. Elements of the transportation system to identify and document include:

- Existing transportation networks;
- Federal, state, local and tribal transportation systems;
- Agency specific roads and trails;
- ROWs for transportation and utility access;
- Identification of routes that provide trust land, private property, inholdings, or utility access;
- Routes that lack existing ROW grants;
- Undesignated roads, primitive roads or trails;
- Routes existing on federal lands where the ROW/RS 2477 status has not been determined;
- Existing Use Limitations on designated routes;
- Physical attributes of existing routes (width, surface type, surface condition, engineering features (culverts, drainage features, etc.), hazards, signs, gates, historic features, and other point data);
- Congressional, Presidential and administrative designations (National Conservation Areas, NSHT, Back Country Byways, National Recreation Trails, etc.);
- Routes considered cultural, social or ethnographic resources;
- Access to lands that provide primitive recreation;

- ROWs, easements and inholdings;
- Critical and/or sensitive areas;
- Date of first known use. Absent trespass data or evidence to the contrary the date of first known use shall be prior to agency enabling legislation or October 20, 1976, whichever occurred first; and
- Other information that may add to the environmental review.
- Existing transportation setting, including:
 - Route density, habitat fragmentation
 - Unfragmented patch size, habitat effectiveness
 - The volume of traffic going through an area, or into specific portals or destinations
 - Key use areas or zones with different user types or areas with shared uses
 - Areas dominated by federal system roads that serve as arterials versus where state or county roads serve as arterials
 - Areas where state and local roads make up the majority of travel routes
- Existing user created routes, trailheads and staging areas;
- Condition on adjoining SITLA, private or other lands (does route continue in same condition and apparent use outside federally administered lands; does it change physically or by user type?);
- Route proximity to sensitive habitats or resources;
- Route proximity to private property;
- Level of public use and maintenance issues on ROW roads;
- Legal access and trespass issues;
- Public safety and hazards on routes (e.g. steep or badly eroded routes);
- Legal approach permits and approvals for safe connections to county roads or state and Federal highways;
- Area designations that affect travel management;
- Access to resources;
- Mineral materials sites;

- Withdrawals;
- Routes identified as critical for administrative use;
- Access to grazing allotments or developments; and
- Needed law enforcement, medical services, emergency, search and rescue, or fire suppression roads.

In coordination and cooperation with state and local governments, the Lead Agency must determine if the collected information is adequate for analysis and decision-making, or if significant data gaps exist. Data needs are collectively determined by the planning criteria management concerns and issues previously identified during the pre-analysis phase of the planning process. If data is not available in existing forms, the Lead Agency can solicit information from members of the public, various user groups, and local land owners. Data collected from the public or other entities should be verified. Where Wayne County's data collection or environmental processes are in addition to but not in conflict with NEPA, federal agencies shall comply with the County's requirements. (See 40 CFR 1506.2(d))

During the preplanning phase, transportation data collection needs must be identified. This requires the Lead Agency, in coordination and cooperation with impacted transportation authorities, to develop a process for inventorying and collecting the data related to the existing travel and transportation network. The following issues should be addressed during data collection:

- Determine the data needs, budget, and project timeline.
- Identify and locate existing routes and modes of travel, and related transportation features.
- Develop GIS database and map of existing transportation network.
- Trails data shall conform to Federal Trails Data Standards (FTDS).
- FTDS apply to all trails data: Nationally designated (by Congress or Secretarial Order) and Regular trails.
- Use existing GTLF data categories, as appropriate.
- Recognize that much of the federal travel management data are inaccurate or out of date and need to be field checked.

While the Lead Agency should collect as much relevant information as possible during the LUP/RMP planning process, the data collection should be informed and guided by State and local transportation authorities and the issues and concerns identified by the ID team and through public scoping. Transportation data at the RMP level may tend to overlook the most recently created routes and fail to identify trails to a greater degree than roads. Input and

communication with trail user groups, research through guidebooks and online trail information sources may be helpful in identifying areas where additional field data collection is important. Areas that are important local or regional destinations for trail use, or where dispersed recreation activities are highly popular (e.g., rockhounding) may require an interactive approach to data collection and public review of the transportation inventory.

The importance of making effective use of GIS technology cannot be overemphasized. For example, GIS can be utilized in the public involvement process to allow the public to have an interactive interface with the route data being presented. This can greatly facilitate the public's ability to understand and comment on the accuracy of the data that will be evaluated for possible inclusion in the designated route network (*see Appendix 8 for examples of how GIS can facilitate the TTMP process.*)

It is also imperative that state and local governments be included as Joint Lead or Cooperating Agencies at the earliest possible date as required by federal regulations implementing NEPA (See 40 CFR 1500-1508). State and local involvement shall be initiated at the earliest pre-planning stage to avoid duplication of effort and delay. Where state and local transportation facilities a) make up more than 25% of the transportation inventory, b) access lands outside the Lead Agency's jurisdiction or c) extend beyond the planning area boundaries, impacted state and local governments shall be offered the choice between Joint Lead Agency and Cooperating Agency status. Failure to provide meaningful involvement as a Joint Lead or Cooperating Agency prior to data collection, contractor selection, scoping, development of the Analysis of the Management Situation, alternative development, or other significant NEPA tasks is a violation of federal law, arbitrary and capricious.

E. TTM Preplanning

A pre-plan analysis that is well developed and coordinate with state and local entities serving as Joint Lead or Cooperating Agencies will set the scope of the transportation data inventory and the type of data that will need to be collected during the data collection phase. A key issue in travel management is the failure to identify the eventual use of data. This may lead to the collecting of too much data, collecting unnecessary data, or failing to collect the specific information needed for alternative development or analysis of alternatives. Additionally, data collection may identify any legal constraints that may determine access issues that are beyond the scope of the plan. *Forty Most Asked Questions Concerning CEQ's National Environmental Policy Act Regulations* states:

2a. Alternatives Outside the Capability of Applicant or Jurisdiction of Agency. If an EIS is prepared in connection with an application for a permit or other federal approval, must the EIS rigorously analyze and discuss alternatives that are outside the capability of the applicant or can it be limited to reasonable alternatives that can be carried out by the applicant?

Answer: Section 1502.14 requires the EIS to examine all reasonable alternatives to the proposal. In determining the scope of alternatives to be considered, the emphasis is on what is "reasonable" rather than on whether the proponent or applicant likes or is itself capable of carrying out a particular alternative. Reasonable alternatives include those that are practical or

feasible from the technical and economic standpoint and using common sense, rather than simply desirable from the standpoint of the applicant.

2b. Must the EIS analyze alternatives outside the jurisdiction or capability of the agency or beyond what Congress has authorized?

Answer: An alternative that is outside the legal jurisdiction of the lead agency must still be analyzed in the EIS if it is reasonable. A potential conflict with local or federal law does not necessarily render an alternative unreasonable, although such conflicts must be considered. Section 1506.2(d). Alternatives that are outside the scope of what Congress has approved or funded must still be evaluated in the EIS if they are reasonable, because the EIS may serve as the basis for modifying the Congressional approval or funding in light of NEPA's goals and policies. Section 1500.1(a).

Data collection and all other aspects of the TTMP shall consider the plans, policies and programs of Wayne County as a reasonable alternative to the maximum extent allowed by law.

F. Analyze the Management Situation (AMS) and Establish the Planning Criteria

The physical, administrative, and use characteristics of the planning area should be documented. During an LUP/RMP process this typically involves the preparation of an “Analysis of Management Situation (AMS).” In an implementation or activity plan, the AMS can be referenced and additional information collected and presented in the existing setting portion of the implementation plan Environmental Assessment (EA). A travel and transportation portion of the AMS serves several purposes in an LUP/RMP; the AMS:

- Identifies the existing travel and transportation network;
- Discusses how that network is managed and used; and
- Identifies the capability of the transportation network to respond to the identified issues, concerns, and opportunities.

The AMS, or existing transportation setting, should also describe the types of settings, experiences, and benefits that local governments have established and users are seeking through various modes of travel and determine activity trends to estimate future demands. The AMS should identify the context within which federally administered lands exist – in terms of a larger regional transportation system, the local managed transportation system and how federally administered lands are being accessed and used. Once completed, the AMS provides an excellent starting point for identifying the *no action* alternative and becomes or is a foundation for alternative analysis. The AMS shall identify and disclose all transportation elements known to exist in the planning area and shall differentiate between routes that are a) asserted or managed by state and local governments, b) claimed by the Lead Agency under 23 CFR 460, c) are listed on the Lead Agency’s facility asset management inventory, or d) are not claimed by any level of government. Government to government coordination, cooperation and consistency shall be employed to the maximum extent allowed by law throughout the delineation process, giving deference to published networks when conflicts exist.

Where the Lead Agency does not have an approved ROS analysis, Setting Characteristics or other planning documents approved in their latest LUP/RMP, Wayne County's plans, policies and programs shall form the No Action Alternative unless specifically barred by law. Where the Lead Agency has an approved ROS analysis, Setting Characteristics or other planning documents approved in their latest LUP/RMP that is in conflict with Wayne County's plans, policies and programs, government to government coordination shall be employed to bring the varied plans into the greatest possible consistency. Where disagreements still exist, alternatives shall be developed that represent the views of each level of government.

i. Understand Transportation System Users

Identify travel management needs through examination of existing and desired governmental transportation networks and understanding of the habits of visitors, agency staff and administrative users, permitted users, local residents, ROW holders, and public road users traveling through the area. Agencies should strive to understand the needs of federal, state and local governments, existing users, and the emerging or currently un-met demand for road and trail use in an area. Information to consider includes:

Federal, state and local transportation networks in the social, environmental and cultural context of the planning area, county and extended region;

- Why people visit the area;
- Entrance and exit patterns and key destinations within the planning area;
- Seasonal, weekly, and hour of day trends;
- Size and type of vehicles/modes uses for travel (e.g., street legal vehicle, OHV, OHV Class, bicycle (road, mountain bike, and free-ride/downhill bike), equestrian or pack stock, pedestrian, etc.);
- Distances between motorized routes
- Visitation by groups or commercial uses;
- Out of area visitation versus local;
- Where and how long visitors park their vehicles; and
- Frequent transportation conflicts.

Gaining a thorough knowledge of travel management needs is not a difficult task, particularly when state and local transportation networks provide primary access in larger scale RMP efforts that include large areas and many different communities. However, travel management needs may be difficult to fully identify where state and local networks are not considered or in intensively used urban interface lands. Lead Agencies shall consider state and local transportation networks to the maximum extent allowed by law.

ii. Anticipate Change

When generating the planning criteria for TTM, consider any reasonably foreseen future transportation developments or travel activities that may occur within or in close proximity to the planning area, including state and local government proposals that may be outside the jurisdiction or capability of the Lead federal agency (See Question and Answer 2b of *Forty*

Most Asked Questions Concerning CEQ's National Environmental Policy Act Regulations). These items should be incorporated into sideboards and used later for evaluating cumulative impacts (both direct and indirect). Examples include:

- Parcels lacking legal access should be considered to the extent possible, and future needed ROWs should be identified and included in the analysis, even if a request for an actual ROW grant has not been received;
- Changes in county, state or Federal highway status should be considered, particularly when BLM designated access points or trailheads may be located on these roads managed by other entities;
- Local community trail plans that indicate a designated trail link from a community to federal, state or locally administered lands;
- Increased traffic levels on locally managed roads due to development proposals, recreation or road capacity increases that affect crossing trails or ingress/egress to lands inside and outside the planning area;
- Identification of improved/maintained and unimproved roads that are components of state and local transportation networks or that provide for non-federal property access that do not have existing ROW grants;
- Reasonably foreseeable access needs for administrative use, including mining claims, grazing allotments, and new or upgraded road needs for public safety/fire suppression; and
- Changes in technology can lead to significant changes in the types of equipment the public wants to use on the transportation system.

Other changes to consider include potential increases in recreation use on federal, state and locally administered lands. In some cases, current demand may already exceed the capacity of road and trail systems. In others, the development of additional or more highly publicized trail systems may exacerbate existing conditions such as road maintenance needs to access trailhead or staging areas.

G. Scoping

The TTM planning team must ensure that during the scoping period, travel and transportation information, issues, concerns, and opportunities are requested in the scoping notice. Consider putting extra emphasis on outreach early in the scoping process. Joint Lead and Cooperating Agency involvement at the earliest possible date allows federal agencies to work closely with cooperators to develop an outreach strategy. Notify the public about the purpose of the TTM process, including criteria that will be used to analyze any proposed transportation system. Outcomes may result in limitations on travel and or road closures, as well as recognition of existing routes and additions to the transportation network. Useful information for the development of a public involvement plan is readily available and can be found by researching the basics of public engagement benefits, principles, design, and other related topics. Additional information is also available in Appendix 8, GIS Tools for information on how to

utilize GIS technology in the public involvement process.

While public participation is initiated during the scoping period, it is important that the Lead Agency continue to actively solicit information from the public throughout the data collection phase and attempt to update the public throughout the planning process.

Access and recreational needs are not always clearly found by looking at the landscape, because many people either do not know about opportunities on lands in Wayne County or have elected to go elsewhere because of misconception about use conflicts or perception of hazards. Scoping and public input should be incorporated into the transportation planning process to help identify existing uses and needs.

Some examples of how to do this include:

- Use of field tours for the public in areas where they may be unfamiliar;
- Outreach through surveys developed by partners;
- Review of State and local Comprehensive Outdoor Recreation Plans, ROS analysis, Recreation Settings, transportation networks and other data reflecting existing regional trails demand and needs; and
- Meetings with trail advocacy groups.

H. Transportation System Development

In coordination, cooperation and consistent with state and local transportation networks, agencies shall establish a process to identify, evaluate, and select specific routes available for motorized uses within the areas designated as limited to OHV use and specify limitation(s) or restrictions on type, duration, and season of uses or modes of transportation allowed. Consistent with state and local plans, federal agencies can also identify goals for future route development to create particular types of OHV routes and ensure their functionality and sustainability. The process requires identification of all travel needs for the public, as well as administrative and resource management activities, such as research and monitoring, permitting, or law enforcement, search & rescue, emergency services, and fire access. The RMP will include a map (to be included in the alternatives and final decision sections of the RMP) of the roads, primitive roads, and trails open and available for use.

Non-motorized routes are unique in that the OHV area designations do not apply to them on many federally managed lands. In the absence of statutes, proclamations or supplemental rules limiting non-motorized uses, non-motorized trails may be designated in open, limited or closed OHV area designations. One exception would be mechanized uses in a designated wilderness or areas submitted to Congress for wilderness consideration. An LUP/RMP can also identify future goals and guidelines under which subsequent non-motorized trails systems would be developed in activity level plans. The primary purpose of designating a non-

motorized trail is to classify it as an asset and to allow for its active management in the context of established trail management objectives and desired recreation management outcomes. It should be recognized, as of January 2017, Wayne County has designated its transportation network for multi-modal use, including non-motorized uses. The County supports development of additional non-motorized facilities and anticipates federal agencies will take the initiative in their development.

Required products of the TTM planning process include:

- Criteria to select or reject specific roads, primitive roads, ways, and trails in the final travel management network; to add new roads, primitive roads or trails; and to specify limitations. The criteria must recognize state and local planning and transportation authorities and be consistent with state and local plans, policies, and programs including:
 - open/limited/closed designations;
 - impact minimization for soil, watersheds, vegetation, air and other resources;
 - wilderness suitability;
 - wildlife and wildlife habitat;
 - special status species;
 - recreational use;
 - location standards;
- A map of roads, primitive roads, trails for all travel modes and uses, including motorized, non-motorized, and mechanized travel;
- Definitions and additional limitations for specific roads, primitive roads and trails (defined in Appendix 3, Glossary of Terms);
- Guidelines for managing and maintaining the federal transportation system. This includes the development of route specific road, primitive road and trail management objectives, a sign plan, education/public information plan, enforcement plan, and a process requiring the application of engineering best management practices;
- Guidelines for cooperative agreements with state and local governments managing and maintaining their transportation systems in the planning area. This may include the development of route specific road, primitive road and trail management objectives, a sign plan, education/public information plan, enforcement plan, and a process requiring the application of engineering best management practices, consistent with state and local plans, policies and programs;
- Indicators to guide future plan maintenance, amendments, or revisions related to the federal travel management network;
- Needed easements and ROWs, to be issued to the federal, state and local entities or others, to maintain the existing road, primitive road and trail network providing public land access. This would include ROW grants and ROW corridors for future grants;
- Provisions for new route construction and use or adaptation/relocation of existing routes;
- A plan for decommissioning and rehabilitating closed or unauthorized routes;

- A monitoring plan; and
- Classification of all roads, primitive roads and trails as federal, state or locally managed routes. All federal routes designated for travel in a travel management plan shall be included in the agency's individual federal asset management system. All roads, primitive roads, ways and trails – regardless of management entity will also be identified as such in the GTLF geospatial database.

i. Criteria Identified

Route selection criteria must conform to standards identified in individual agency guidance and Wayne County's Travel and Transportation Management Environmental Evaluation Guidance. Generally, agency guidance is broad and lacks specificity needed to develop a transportation network in Wayne County on a site-specific basis. In addition to agency specific coordination, cooperation and consistency requirements, all federal agencies are mandated to fulfill state and local environmental requirements where such requirements are "in addition to but not in conflict" with NEPA (See 40 CFR 1506.2(c)). Criteria should also be established based on issues identified in the scoping process, goals and objectives identified in a) purpose and need statements, b) LUPs/RMPs, c) state and local government plans, policies and programs, d) agency regulations, or e) identified in Analysis of the Management Situation. As a Joint Lead or Cooperating Agency, Wayne County shall have meaningful input in development of route selection criteria. When agreement on selection criteria cannot be reached by transportation management authorities impacted by the TTMP, alternatives shall be developed and analyzed in detail that reflect the full range of desired transportation networks of each of the transportation authorities in the planning areas. In addition to factors listed above, selection criteria shall consider, identify and disclose the following:

- All roads, primitive roads, ways, routes and trails contained in a federal, state or local transportation network are determined to have an independent utility, purpose and need and shall be carried forward for detailed analysis in at least one alternative;
- Unless closed by Utah State abandonment procedures, a Court of final jurisdiction or by mutual consent after government to government coordination, roads, primitive roads, ways, routes and trails depicted on maps produced by federal, state or local governments are determined to have independent utility, purpose and need and shall be carried forward for detailed analysis in at least one alternative;
- Unless a) claimed by a federal agency under 23 CFR 460 or b) included on a federal agency's facility asset management inventory of federally maintained properties, roads, primitive roads, ways, routes and trails are under the jurisdiction of the state or county where they are located. If asserted by more than one level of government, jurisdiction and management shall be deemed to rest with the entity most capable of maintaining the road for public benefit.
- Roads, primitive roads, ways, routes and trails accessing or traversing lands managed by the State Institutional Trust Lands Administration (SITLA) have independent utility, purpose and need and shall be carried forward for detailed analysis in at least one

alternative;

- Roads, primitive roads, ways, routes and trails accessing or traversing lands managed by SITLA shall remain available for travel authorized under State law in accordance with principles set forth in *State of Utah v. Andrus*, 486 F. Supp. 995 (D. Utah 1979);
- Unless determined otherwise by a Court of final jurisdiction or by mutual agreement, roads, primitive roads, ways, routes and trails accessing SITLA managed lands shall be deemed to be under the same jurisdiction and management control as the entity having jurisdiction and management control of the transportation facility inside SITLA boundaries;
- Unless proven otherwise by a preponderance of the evidence, the creation date for roads, primitive roads, ways, routes and trails shall not be later than the date a) of the first federal, state or local document on which it is described, b) in which federal, state or local law required and environmental review before its creation (January 1, 1970 in the case of NEPA), c) of enabling legislation withdrawing federal land from public land laws, or d) a trespass action affirmed by a Court of final jurisdiction, whichever occurs first;
- Where the creation date of a road, primitive road, way, route or trail is unknown, it shall be deemed to be in existence as of the last date it could have been legally authorized unless a preponderance of the evidence demonstrates otherwise;
- Where roads, primitive roads, ways, routes and trails are located in “closed” area designations, land managers shall: a) document the road, primitive road, way, route or trail was known to exist and specifically identified, analyzed, and disclosed in the environmental documents evaluating the closed designation; b) analyze in detail an alternative considering a “limited” designation for the area impacted by the road, primitive road, way, route or trail; or c) demonstrate by a preponderance of the evidence that the road, primitive road, way, route or trail was created after authorization of the “closed” designation;
- TTMP shall consider a full range of alternatives as described in *Forty Most Asked Questions Concerning CEQ's National Environmental Policy Act Regulations* and shall implement Wayne County's Avoid – Minimize – Mitigate prioritization to the maximum extent allowed by law;

To minimize impacts of the transportation network on public resources, land managers shall:

- Consider a full range of alternatives that employ an Avoid – Minimize – Mitigate prioritization for impacts associated with soil, watersheds, vegetation, air and other resources;
- Analyze in detail at least one alternative for continued use of roads, primitive roads, ways, routes and trails identified in an agency's original wilderness inventory or wilderness report to Congress. When a federal agency chooses not to make administrative jurisdictional determinations for planning purposes, roads, primitive roads, ways, routes and trails shall be deemed under the No Action Alternative to have the same status as

- existed at the time the agency submitted its wilderness recommendations to Congress.
- Identify, analyze and disclose nature, number and severity of vehicle/wildlife and vehicle/habitat conflicts for roads, primitive roads, ways, routes and trails where transportation conflicts with wildlife or wild life habitat are thought to exist. Acreage and percentage of habitat, road miles and conflicts shall be analyzed on a site-specific, planning area and cumulative basis.
 - Identify, analyze and disclose nature, number and severity of vehicle/special status species conflicts for roads, primitive roads, ways, routes and trails where transportation conflicts with special status species are thought to exist. Acreage and percentage of populations, habitat, road miles and conflicts shall be analyzed on a site-specific, planning area and cumulative basis. When vehicle counts, species population numbers or mapped habitat are not available or are older than 3 years, agencies shall rely upon bonafide evidence documenting conflicts.
 - Identify, analyze and disclose nature, number and severity of vehicle/recreation conflicts for roads, primitive roads, ways, routes and trails where transportation conflicts with recreation are thought to exist. Acreage and percentage of primitive, backcountry and frontcountry setting characteristics shall be analyzed on a site-specific, planning area and county-wide basis. When vehicle counts, accident reports and verified visitation figures are not available or are older than 3 years, agencies shall rely upon bonafide evidence documenting conflicts. Where primitive, backcountry or frontcountry recreational settings make up at least 20% of the County's land base, desirable recreational experiences are deemed to exist at nearby locations, and claimed recreational conflicts with transportation are self-imposed.
 - Identify, analyze and disclose nature, number and severity of vehicle/grazing conflicts for roads, primitive roads, ways, routes and trails where transportation conflicts with grazing are thought to exist. Acreage and percentage of lands with and without roads, primitive roads, ways, routes, trails shall be analyzed on a site-specific, planning area and county-wide basis. When vehicle counts, accident reports and verified transportation/grazing issues are not available or are older than 3 years, agencies shall rely upon bonafide evidence documenting conflicts. Roads, primitive roads, ways, routes and trails accessing structural and non-structural range improvements are deemed a) necessary elements of the custom, culture and heritage of Wayne County, b) cultural resources and c) ethnographic resources;
 - New roads, primitive roads, ways, routes and trails identified through TTMP shall be located to avoid, minimize or mitigate impacts to soil, watersheds, vegetation, air, wilderness suitability, wildlife and wildlife habitat, special status species, recreation, grazing, and other resources;

Wayne County has determined through appropriate public planning that its transportation network is the minimum necessary to provide for the health, safety, welfare, custom, culture and heritage of Wayne County's residents and visitors. Additionally, Wayne County has found that its transportation network is the best available system for achieving a productive and enjoyable harmony between man and his environment and conserves and protects resources for current and future generations. Notwithstanding Wayne County's determinations, the County is committed to coordinating and cooperating with federal, state and local entities to refine multi-jurisdictional transportation networks into a consistent and seamless system by eliminating mis-located, unnecessary or redundant roads, primitive roads,

ways, routes and trails.

Mis-Located Roads Mis-located roads, primitive roads, ways, routes and trails are routes that create significant, unintended resource damage. Significant, unintended resource damage is impact that a) causes irreparable harm to a resource protected by federal, state or local law, b) is located within the existing road, primitive road, way, route or trail disturbed area, c) can be avoided, minimized or mitigated within existing budgets and programs or that can be within 5 years. Land managers shall communicate detailed location, impact, resource and remedy recommendations to Wayne County at the earliest possible date and to the public, when public disclosure is consistent with federal law. Remedies shall follow an avoid – minimize – mitigate prioritization;

Unnecessary Roads Unnecessary roads, primitive roads, ways, routes and trails are routes that no longer serve an independent utility, purpose or need. The mere existence of a route is prima facie evidence that independent utility, purpose or need exists. Additional evidence may include but not be limited to: a) inclusion on a federal, state or local transportation network, b) representation on a federal, state or local map or survey, c) description on printed or electronic media (guide books, trail brochures, internet sites, social media, TV & radio programs, etc.), d) inclusion on federal state or local inventories, e) presence of turnouts, parking sites, campsites, firepits, trails, range improvements, overlooks, or other signs of human use, f) opportunities for solitude, primitive/unconfined recreation, camping, hiking, canyoneering, personal challenge, wildlife viewing, dark night skies, hunting, OHV touring, rockhounding, spelunking, birdwatching, enjoying nature, traditional uses, preservation of custom, culture or heritage, or mountain biking, g) access to authorized public purposes, grazing, mining, invasive species control, special status species recovery, wildlife management, vegetative treatments, prescribed fire, forest product harvesting, seed collection, botanical, archeological or paleontological research, water development, h) access for law enforcement, search & rescue, emergency medical services, fire control, or other public services, i) access to SITLA managed lands, j) access to proposed wilderness, wilderness study areas, non-WSA lands with wilderness character, and natural areas, k) access to Park Service, National Landscape Conservation Service and other lands with special interest, or l) other similar activities, characteristics or uses.

Roads, Primitive Roads, Ways, Routes and Trails Roads, primitive roads, ways, routes and trails identified on a federal, state or local inventories or transportation system are deemed to have independent utility, purpose and need, unless determined otherwise a) through government to government coordination, cooperation, concurrence and consistency, b) by a Court of final jurisdiction, c) via abandonment/vacation in accordance with Utah law by the entity on whose inventory or network the route is shown; or d) after public hearing examining results of a detailed field survey (50 ft. transects or less) demonstrating by a preponderance of the evidence the absence of independent utility, purpose or need as described in the previous paragraph. When a particular entity manages an activity or provides a public service, that entity's determination shall be given deference.

Redundant Roads, Primitive Roads, Ways, Routes and Trails Redundant roads, primitive roads, ways, routes and trails are multiple routes a) located closer than ¼ mile, b) substantially parallel for at least 60% of their lengths, c) not separated by landscape features, cliffs, washes,

hills, screening vegetation or other features, and d) not determined to have separate independent utility, or are routes not meeting the criteria but determined to be redundant through government to government coordination, cooperation, concurrence and consistency. Disposition of redundant roads, primitive roads, ways, routes and trails shall be determined on a case by case basis through government to government coordination, cooperation, concurrence and consistency.

Wayne County's transportation system was developed considering management actions that a) provide a sustainable high-quality travel system, b) direct use away from sensitive areas, c) provide high-quality recreational activities, and d) assure access for administrative, legislatively mandated, and commercial needs. Criteria used to make route selections resolves user conflicts, reduces route duplication, provides sustainable routes, and minimizes conflict regarding reduction of transportation efficiency and the overall number of routes. Individual roads, primitive roads, ways, and trails were designated with cumulative transportation network goals in mind and in consideration of routes that cross governmental and agency boundaries.

To the maximum extent allowed by law, Wayne County's transportation network shall be identified, analyzed in detail and disclosed in TTMP processes and shall form the basis of the No Action Alternative. Except where contradicted by Courts of final jurisdiction, when federal agencies fail to assert maintenance jurisdiction and management control of existing roads, primitive roads, ways, and trails through reporting required by 23 CFR 460 and through inclusion on the agency's facility and asset management inventory, Wayne County's transportation network shall be given deference. The TTMP process shall identify and disclose, to the extent possible, all roads, primitive roads, ways, and trails that have or may have legal status such as administrative determinations, Congressional grants and rights of way, agency rights of way, valid existing rights, or roads, primitive roads, ways, and trails managed, maintained, controlled, or asserted by other entities (Federal, state or county transportation authorities).

Travel management planning is not solely intended to address the validity of R.S. 2477 assertions. However, agencies are authorized to make RS 2477 administrative determinations for planning purposes. (See *Southern Utah Wilderness Alliance v. Bureau of Land Management* 425 F.3d 735 (2005)). Where federal agencies choose not to make administrative determinations regarding the validity of RS 2477 rights of way associated with existing roads, primitive roads, ways, and trails as part of the TTMP process, the agency shall defer to federal, state and local transportation systems as to roads, primitive roads, ways, and trails that are authorized for use. LUPs/RMPs, implementation level planning and TMPs that choose not to make RS 2477 determinations and fail to identify, analyze in detail and disclose federal, state and local transportation networks in the planning area are deemed arbitrary, capricious and a violation of federal, state and local environmental law.

LUPs/RMPs, implementation plans and TMPs, that do not make administrative RS 2477 determinations for planning purposes shall include the following statement with regard to R.S. 2477 assertions:

This _____ [insert LUP/RMP, project plan or travel management plan, as appropriate] is not intended to provide evidence bearing on or addressing the validity of

invalidity of any R.S. 2477 right of way or assertion. R.S. 2477 rights may be determined through processes that are independent of this planning effort. Travel management planning conducted as part of this effort will not consider R.S. 2477 rights of way. This travel management planning effort is founded on an independently determined purpose and need that are based on existing federal, state and local transportation networks, resource & activity uses and desired access to public lands and waters. At such time as a decision is made on R.S. 2477 assertions, this agency will adjust its travel routes accordingly.

The State of Utah and its counties have existing transportation networks and may hold valid existing rights-of-way in the planning area pursuant to Revised Statute 2477, Act of July 28 1866, Chapter 262, 8,14; Stat. 252, 253, codified at 43 USC 932. Nothing in this management plan extinguishes any valid right-of-way, or alters in any way the legal rights the state and counties have to assert and protect R.S. 2477 rights or to challenge in federal court or other appropriate venue any use restrictions imposed by the resource management plan that they believe are inconsistent with their rights.

The State of Utah's statutory policy is to "use reasonable administrative and legal measures to protect and preserve valid existing rights-of way granted by Congress under R.S. 2477," (Utah Code 63J-4-401(7)(b)). This federal agency, the State of Utah and its counties are committed to coordinating and cooperating throughout the travel management process to employ potential options to administratively recognize existing rights-of-way in accordance with Washington Office Instruction Memorandum 2008-174. BLM recognizes that it is beneficial to evaluate Non-Binding Determinations, Administrative Determination, FLPMA Rights of Way, Road Maintenance Agreements, and Recordable Disclaimer of Interest options which may resolve transportation issues. This agency will coordinate and cooperate with the State and counties to inventory, prioritize and evaluate the transportation network in the planning area. This travel management process will integrate resource programs of the federal, state and local governments in the planning and management of a travel and transportation network that best meets the full range of public, resource management and administrative access needs.

ii Document Objective of the Route (purpose and need, access and uses)

Road, primitive road, way, and trail management objectives (for definitions, see Components of a Designated Travel Network above and Appendix 3, Glossary of Terms) will be identified and documented for each route analyzed or selected for inclusion into the travel network. The route management objectives shall relate directly to the goals and objectives established in Wayne County's LUP/RMP, Recreation Opportunity Spectrum and Recreational Setting for a particular area. The identification of route management objectives provides an additional opportunity to document the purpose and need for each route.

iii Evaluate the Route Against the Criteria

Each route being considered for analysis or inclusion into the designated travel network must be evaluated individually against the established criteria identified in Subsection *i Criteria Identified* above. This is a time-consuming process that benefits from utilization of existing

state and county data, examination of historical agency records and maps and the application of GIS software to organize and assist with the analysis of the data (*see* Appendix 8 for examples of how GIS can facilitate the TTM process). With the concurrence of Joint Lead and Cooperating Agencies the number of routes to be analyzed/evaluated and time required for the route evaluation process may be reduced by combining shorter route segments into one continuous longer route. Shorter route segments can be combined into longer routes to the extent that the purpose, need and/or conditions associated with the route do not change and are preserved in the project record. However, combining many separate routes together and evaluating them by area does not constitute individual route evaluation, makes it impossible to evaluate against the designation criteria and shall not be allowed.

The route evaluation process must be conducted by an ID team consisting of specialists with adequate knowledge of the resource issues associated with the criteria being evaluated, including a professional engineer licensed to practice in the State of Utah. When the route evaluation process includes components of Wayne County's transportation network comprising more than 50% of the routes considered in Wayne County, the ID team shall be led by a County approved professional engineer licensed to practice in Utah that is familiar with transportation issues in Wayne County and federal environmental evaluation and planning processes. The evaluation process for each route must be clearly documented in the administrative record for each of the identified criteria.

I. Formulate Alternatives

Alternative development is central to the planning process, and shall include impacted federal, state and local entities as Joint Lead or Cooperating Agencies in accordance with CEQ Regulations and agency policies implementing NEPA. An appropriate range of alternatives that addresses activities, resources and resource uses within the planning area shall be developed. At least one alternative that is completely consistent with Wayne County's transportation network shall be identified, analyzed in detail and disclosed in public documents. Alternatives shall conform to requirements of NEPA, CEQ Regulations and *Forty Most Asked Questions Concerning CEQ's National Environmental Policy Act Regulations*. Alternatives shall address issues identified by state and local governments, by the public during the scoping process and shall offer a full and distinct range of management strategies (e.g., no action, conservation, adaptive management and development) that address concerns raised by programs being addressed in the plan. Alternative development shall not be initiated without the meaningful involvement of federal, state and local transportation authorities that manage transportation facilities in the planning area boundaries. Alternatives shall address all known roads, primitive roads, ways and trails existing at the outset of the plan. Alternative development that identifies and identifies, analyzes or discloses routes in some alternatives and not in others are deemed arbitrary, capricious and pre-decisional.

Travel management decisions made at an LUP/RMP level will typically address a wider range of alternatives, while travel management plans done as part of activity plans tiered to an RMP or site-specific TTMP may reflect a narrower range of options that are based on the allocations and guidelines adopted in Wayne County's LUP/RMP, as well as site specific input during the activity plan EA process. For example, if an agency is required to coordinate or be consistent with state and local plans and the state/ local LUP/RMP specifies that a TMA or route will be

managed for OHV use, an activity plan tiered to the LUP/RMP would not consider an alternative that closes the area/route to motorized use without the coordination and concurrence of the state or local government impacted.

Alternatives may be identified base on the following concerns:

- Evaluation of federal, state and local transportation networks;
- Evaluations of mapped or known roads, primitive roads, ways and trails;
- Evaluation of existing need for management change, travel patterns and conditions expressed in the plans, policies and programs of federal state and local highway authorities;
- Evaluation of desired future conditions, goal, objectives, travel patterns and conditions expressed in the plans, policies and programs of federal state and local highway authorities;
- Input from the public;
- Direction from legislation and federal, state and local plans;
- Resource conditions and needs;
- Socio-economic, custom, culture and heritage needs;
- Environmental considerations;
- Valid Existing Rights

Travel management plans must consider the resource issues of the planning area; the existing transportation system that is not changeable (i.e., valid existing rights, managed by other entities and some ROWs); and recreation demand or social issues that affect the design of future road, primitive road and trail systems. Many of these factors and challenges are greatly reduced or eliminated by including federal, state and local highway authorities as Joint Lead or Cooperating Agencies at the earliest possible time (See 40 CFR 1501.6). See also Appendix 5, TTM Challenges and Solutions for Recreation/Trail Management. Other alternative development considerations include:

- Alternatives shall be developed in a coordinated, cooperative and consistent manner with impacted federal, state and local highway authorities; involve your stakeholders and user groups to the extent feasible.
- To the maximum extent allowed by law, alternatives shall reflect setting characteristics that have been established for existing and proposed RMAs, Management Emphasis Areas (MEA) or TMAs for federal, state and local entities impacted by TTMP. In some cases, these setting characteristics are influential guidelines and must be recognized and adopted to maintain recreational setting objectives across agency boundaries. For other federal agencies, state and local setting characteristics form the basis for consistency required by federal law and shall be recognized and adopted to produce a legally defensible document.
- To ensure that management actions associated with the TTM program are consistent with other federal, state and local management actions, they should be identified in such a manner that they address the following:

- Support the desired outcomes of all resource programs, as expressed in the goals and objectives in federal, state and local LUPs/RMPs impacted by TTMP, along with any additional landscape prescriptions.
- Depict existing and future transportation infrastructure needed to properly manage the federal, state and local lands, resources, resource uses, and access across agency boundaries.
- Identify how the travel and transportation system connects with surrounding federal, state and local transportation systems.
- Explain and document the criteria for TTM decisions. Designation criteria may be different for non-motorized trails vs. motorized trails. Describe what other developments, improvements, additions, limitations, or access restrictions should be put in place to reach the objectives of federal, state and local transportation authorities in the planning area.
- Identify unavoidable and irreversible impacts to resources caused by roads, primitive roads, ways, and trails. Identify avoidance, minimization and mitigation activities to reduce impacts to resources caused by roads, primitive roads, ways and trails.
- Identify conflict resolution, valid existing right recognition, and land and easement acquisition needs to support the proposed transportation network under each alternative.
- Identify appropriate mitigation and monitoring strategies.
- Identify cooperative agreements, maintenance protocols, and multi-agency actions to integrated management decisions across agency boundaries.

i. Estimate the Effects of the Alternatives

Once a range of alternatives has been identified, the Lead Agency, Joint Lead Agencies and Cooperating Agencies will need to assess the level of impacts associated with the TTM decisions. This includes both long and short-term impacts, direct and indirect impacts and cumulative impacts. It shall also include a detailed socio-economic analysis in conformance with Wayne County's LUP/RMP and environmental requirements. Impacts from the Travel and Transportation Program on other resources and resource uses will be addressed in consultation with those programs. When assessing impacts, the Lead Agency shall, whenever possible, assess the level of impacts in a quantifiable manner. Within the Travel and Transportation Program, quantifiable impacts often use measures such as acreages (amount of land impacted), average daily traffic counts, number and percentage of vehicle/resource conflicts, amount and timing of anticipated use, and time of restrictions. The degree of detail and specificity may vary depending on the degree of detail in the alternatives. Examples of impact measurements include:

- Miles and acreage of roads, primitive roads, ways and trails by federal, state and

- local entity;
- Miles and acreage of maintenance responsibility for roads, primitive roads, ways and trails by federal, state and local entity;
- Acreage per recreational setting;
- Number of users per recreational setting;
- Mileage of roads, primitive roads, ways, and/or trails per user group;
- Degree of sharing between user groups;
- Density of existing, designated and proposed routes;
- Characteristics of road/trail systems in terms of difficulty levels;
- Mileage and type of route closures and rehabilitation;
- Anticipated times, amounts and durations of use;
- Travel time or distance to reach public land portals or key destinations; and
- Acreage and percentage of impacted sensitive species habitat
- Number of vehicle/sensitive species contacts;
- Relationship between public land routes and private property; and
- Relationship between public land routes and federal, state and local custom, culture and heritage;

Preferred Alternative Selection

For transportation system use on federal lands, especially where components cross agency boundaries, it is rare that all participants in a planning/design process will agree on a single identified alternative or option. Efforts should be made to incorporate the best attributes of several alternatives or options, if possible, to meet the purpose and need of the project. The authorized officer will select the preferred alternative including OHV area designations, and any travel and transportation decisions. Unless barred by federal law, or where required by federal environmental law or agency enabling legislation, selection of a preferred alternative shall be coordinated, in cooperation and consistent with Wayne County's plans, policies and programs.

The Notice of Availability (NOA) of the draft RMP/EIS or other required documents will be published in the *Federal Register*, media, mailings, etc. The NOA will notify the public when the draft RMP/EIS/Environmental Document is available for public review and comment period. Additionally, detailed TTM information developed during the TTM planning process shall be attached to the draft RMP as an appendix. The implementation portion of the TMP will describe the routes designated, seasonal closures, road, primitive road and trail management objectives, mapping and travel information, signing, interagency coordination, use supervision or permit allocation, monitoring, enforcement, routes to be decommissioned, and maintenance. Road, primitive road, way and trail systems may be specifically identified, or TMAs identified that contain further guidance on future development of the transportation system.

Lead Agencies shall engage in government to government coordination with Wayne County at the earliest possible dates to resolve inconsistencies between the Lead Agency's and Wayne County's plans, programs and policies. Where a preferred alternative, draft document or proposed management action contains elements that are inconsistent with Wayne County's plans, programs or policies, the lead agency shall disclose a) the inconsistencies, b) why inconsistencies could not be resolved, c) efforts by the Lead Agency to resolve inconsistencies, and d) actions

proposed by the Lead Agency to avoid, minimize and mitigate impacts resulting from any inconsistency.

VI Travel Management Plan Implementation

Planning for project implementation includes final decisions on how a project will be designed, funded and operated and the responsibility of federal, state and local highway authorities impacted by the decision. An important implementation factor is the recognition of maintenance jurisdiction, capital and operating costs, and how those costs may be covered. Partnerships with Joint Lead and Cooperating Agencies developed during the initial stages of inventory and planning, and cultivated throughout the planning process are critical for successful project implementation. The development of local and regional partnerships may include development of grant applications (Lead Agency developed requests and those made through cooperating highway authorities). These may include recreation and trails related grants, OHV specific grants, resource conservation/restoration grants, grants available to state and local governments, or grant proposals for youth and fitness objectives accomplished by the development of trail systems. These types of partnerships are important for securing funds from local, state, and Federal transportation agencies. Active local partners provide a avenue for obtaining grant funds and donations in labor or services that contribute toward local matching requirements.

Alternatives using an adaptive management approach will typically spell out future thresholds and monitoring made to review and adjust management prescriptions. These can be the basis for developing future public partnerships. The development of clearly identified road, primitive road, way, and trail standards will assist in providing a framework for volunteer trail construction and maintenance, which is critical to the success of transportation systems. Utah State law requires roads be designed and constructed to AASHTO standards when improvement projects are initiated.

Another critical opportunity to consider is the development of joint agency trail management partnerships. In many areas, both the BLM and the United States Forest Service (USFS) provide similar recreational trail opportunities, which often are used and maintained at different seasons of the year. In many cases, both agencies can form active partnerships to share and secure additional resources for trail management.

A. Signing

A sign plan must be developed detailing how the TMP will be communicated to travel network users. Depending on the TMA or other TTM planning area, this can be as simple as identifying the location of entry signs and/or kiosks. Some sign plans will be more complex with route identification signs, route numbering schema, warning signs, use restriction signing, etc. (*See Appendix 6 Travel and Transportation Management Signage*)

Route identification signing should take into consideration established signing/numbering protocols for Wayne County, the State of Utah or the region. Federal land managers shall consult, coordinate and cooperate with Wayne County and other federal, state or local highway

authorities prior to placing any signs on routes asserted by other agencies. Utah Code prohibits the placement of signs in Wayne County's rights of way without County concurrence and establishes criminal penalties for violation (See U.C.A. 72-7-102). Additionally, a large portion of the County has been signed using Wayne County's transportation numbering system. The County numbering system is the only transportation numbering system that is consistent across agency boundaries and shall be use unless specifically barred by law.

B. Education

An education plan or strategy should be developed by the Lead Agency detailing how the TTM decision 1) is consistent with Wayne County's transportation network, plan, program and policy; 2) will be implemented, and 3) will be communicated to the travel network users. This will likely include OHV/trail ethics (e.g. Tread Lightly! Leave No Trace, or other locally based efforts), outreach to local schools, community groups to provide TMP information, and web-based information. This may also include the use of hot-lines or web-based tools to communicate weather related route closures.

C. Enforcement

An enforcement plan shall be developed to identify how the TMPs will be enforced. The plan shall be developed in strict coordination with state and/or local law enforcement agencies. The U.S. Constitution establishes the Wayne County's Sheriff as the chief law enforcement officer within the County boundaries. Where routes on federal lands have not been a) adjudicated by a Court of final jurisdiction, b) claimed by the Lead Agency under 23 CFR 460 and included in the agency's facility and asset management inventory as of January 1, 2017 or c) abandoned/vacated by Wayne County in accordance with State law, federal officers lack enforcement authority. Prior to initiating any law enforcement action on Wayne County's transportation network, federal law enforcement officers shall be deputized by the Wayne County Sheriff or shall operate under his supervision. This plan shall how to coordinate with the Wayne County Sheriff and how to prioritize the use of limited law enforcement resources to the greatest effect. All law enforcement activities in Wayne County shall be coordinated and conducted under the direction of the Wayne County Sheriff.

D. Rehabilitation

Any transportation linear features that have not been identified as part of Wayne County's designated travel network may be included in a rehabilitation plan for closed or unauthorized routes. TTMPs may detail the types of route restoration and/or closure methods to be used. They may also set priorities for which areas or types of routes that are to receive treatments. The TTMP shall also establish the process by which unauthorized routes identified through the monitoring process are to be added to the rehabilitation plan route database. No disturbance shall take place on Wayne County's asserted roads, primitive roads, ways or trails until authorized by a Court of final jurisdiction or approved by the Wayne County Commission. Disturbance of Wayne County's asserted transportation facilities is a violation of U.C.A. 72-7-102 and is subject to criminal prosecution.

E. Map

Upon final completion of federal TTM processes, the Lead Agency shall produce appropriate mapping of the transportation system including Wayne County's roads, primitive roads, ways, and trails to communicate to the traveling/recreating public routes available for motorized use and any conditions on that use. The map should also identify non-motorized trail opportunities and associated access points such as trailheads and parking areas. The development of the map shall be conducted in coordination, cooperation and consistent with Wayne County, Wayne County Road Department and Wayne County Sheriff. Federal agencies are encouraged to involve agency specialists and law enforcement to minimize conflicts between federal, state and local levels of government. Maps should be of a reasonable scale that is easy for network users to interpret and should clearly communicate any use restrictions. The Lead Agency is encouraged to publish mapping in paper and/or electronic formats. Mapping shall not conflict with Wayne County's transportation network.

F. Road, Primitive Road, Way and Trail Maintenance Intensities/Best Management Practices

Maintenance intensities should be established for all roads, primitive roads, ways, and trails maintained by the Lead Agency. Federal land managers should consult with agency engineering staff for the current guidance on the setting of the maintenance intensities as well as how to apply the latest best management practices for the construction, reconstruction or maintenance of route under agency control. These have likely already been established for the federal road networks. Most primitive roads are likely to have low maintenance intensities and should be managed to protect sensitive resources while providing an acceptable level of service and reducing risks to health and safety. Various trail organizations specialize in the application of best management practices for certain types of trails (e.g. ATV/motorcycle, mountain bike or equestrian trails) and can provide valuable information and support in the development and management of various types of trails.

Roads, primitive roads, ways, and trails on Wayne County's transportation network will be maintained by the County in accordance with federal and state law and local standards. Maintenance activities will be conducted in a sensitive manner recognizing resources associated with and adjacent to transportation elements. Routine maintenance will generally be confined to previously disturbed areas or authorized locations. When Wayne County proposes to undertake new disturbance, improvement, construction, or new construction of its roads, primitive roads, ways or trails, beyond mere maintenance, it will advise the federal land management agency of that work in advance, affording the agency a fair opportunity to carry out its own duties to determine whether the proposed improvement is reasonable and necessary, to study potential effects, and if appropriate, to formulate alternatives that serve to protect the lands. The federal land management agency, has an obligation to render its decision in a timely and expeditious manner. The agency may not use its authority, either by delay or by unreasonable disapproval, to impair Wayne County's rights and responsibilities for public travel. In the event of disagreement, the parties may resort first to government to government coordination and then to the courts, if necessary. (See *Southern Utah Wilderness Alliance v. Bureau of Land Management* 425 F.3d 735 (2005))

G. Monitoring

A comprehensive and appropriately scaled, monitoring plan is a valuable tool to provide feedback on the effectiveness of a TMP. A manageable monitoring plan will call for more intense monitoring where visitor use is highest or where resource conditions and use impacts may change quickly while allowing less intensive monitoring in areas of lower resource concern or use intensity. Monitoring is most efficiently implemented in areas outside existing road, primitive road, way or trail disturbance. Wayne County will monitor its transportation network on a case by case basis as part of its maintenance activities. Where sensitive resource damage is identified within the existing road, primitive road, way or trail area disturbed area, Wayne County will coordinate and cooperate with federal land managers to avoid, minimize and mitigate impacts. Wayne County and federal land management agencies shall exercise their rights and responsibilities without unreasonably interfering with one another and in a spirit of mutual accommodation.

Federal land managers are encouraged to initiate monitoring activities on roads claimed by the agency under 23 CFR 460 and identified on the agency's facility and asset management inventory. Monitoring activities on Wayne County's transportation network should be limited to a) identification of sensitive resources first within traveled ways and second within existing disturbed areas and b) development of coordinated measures to avoid, minimize or mitigate impacts to sensitive resources in the County's roads, primitive roads, ways and trails.

- Monitoring needs related to travel and transportation systems may include:
- Unauthorized route development;
- Identification of maintenance needs;
- Fence and barrier conditions;
- Safety issues;
- Impacts to sensitive resources;
- Review and maintenance of route difficulty levels; and
- Sign and information kiosk condition and placement.

Monitoring needs can include a variety of elements that can be supported by volunteers and partners where appropriate. Conversely, biased or untrained volunteers and staff threaten the integrity of a viable monitoring program. All monitoring shall accurate, unbiased, and reliable and shall be conducted by impartial, properly trained staff. Where practical, clearly identified monitoring may allow monitoring to be done by a variety of resource staff at the times when they are in a particular area.

H. Development of Road, Primitive Road, Way, and Trail Management Objectives

Road, primitive road, way, and trail management objectives are fundamental building blocks for road, primitive road, way, and trail management and have formed the route characteristics for Wayne County's transportation network. They tier from and reflect LUP/RMP, travel management and/or road, primitive road, way, and trail-specific management direction adopted through public processes. Route management objectives declare and document, Wayne County's management intention for the roads, primitive roads, ways and trails comprising Wayne County's transportation network, and provide basic reference information for subsequent road, primitive road, way and trail planning, management, condition surveys, and reporting.

Federal land managers shall conform to Wayne County's road, primitive road, way, and trail management objectives to the maximum extent allowed by law. Where federal land managers desire changes to the County's management objectives, they shall coordinate and cooperate with the County in the spirit of mutual accommodation until agreement is reached.

Consistent with Wayne County's plan, programs, policies, and transportation network, federal land managers are encouraged to develop road, primitive road, way, and trail management objectives for routes claimed by the agency under 43 CFR 460 and included on the agency's facility and asset management inventory.

I. Adaptive Management

i. Develop Adaptive Management Principles

Traffic, visitation patterns, access and recreation are dynamic activities. Adaptive management principles shall be included in TTMP to address how routes may be modified within the transportation network in the future. Adaptive management refers to a system of management practices based on clearly identified outcomes, including monitoring to determine 1) if management actions are meeting outcomes, and 2) if not, to facilitate management changes that will best ensure that outcomes are either met or reevaluated. Adaptive management recognizes that knowledge about natural resource systems is sometimes uncertain and that adaptive management is the preferred method of management in these instances. Wayne County will coordinate, cooperate and consult with federal land managers to develop appropriate adaptive management principles. No changes shall occur to Wayne County's transportation network without the expressed agreement of the Wayne County Commission.

ii. Changes to the Travel Network

Changes (e.g., new routes, re-routes or closures) to federal transportation networks claimed by the agency under 23 CFR 460 and identified on the agency's facility asset and management inventory in "limited" areas may be made through activity-level planning or with the appropriate site-specific NEPA analysis. Project proposals for all resource programs that

require changes to the travel and transportation network will also include proposed modifications to the associated TMP. Analysis of any TMP modifications can occur within project NEPA analysis. Modifications to area OHV designations (open, closed or limited) require an amendment to the RMP through the OHV designation process. Wayne County shall be provided meaningful involvement as a Joint Lead or Cooperating Agency in any NEPA analysis conducted in Wayne County or impacting Wayne County's transportation network. Changes to federal transportation networks claimed by the agency under 23 CFR 460 and identified on the agency's facility asset and management inventory shall be coordinated and consistent with Wayne County's plans, programs and policies to the maximum extent allowed by law. No changes shall occur to Wayne County's transportation network without the expressed agreement of the Wayne County Commission

iii. Emergency Closures

In the event of an emergency, immediate actions, such as closure or restrictions or uses of the public lands, may be taken to prevent or reduce risk to public health or safety, property or important resources. Emergencies are unforeseen events of such severity that they require immediate action to avoid dire consequences. Examples of emergency actions include:

Cleanup of a hazardous material spill;
Fire suppression activities related to ongoing wildland fires; and
Emergency stabilization actions following wildland fires or other disasters.

Emergency actions shall not be taken on Wayne County's transportation network without the coordination, cooperation and concurrence of the Wayne County Sheriff. The County Sheriff is the chief law enforcement officer and has constitutional responsibilities for the health, safety and welfare of the residents and visitors of Wayne County. Certain emergency situations are statutorily prescribed as under the Sheriff's responsibility. When federal land managers encounter an emergency situation, they shall contact the Wayne County Sheriff Office immediately.

iv. Temporary Closures

Federal LUPs/RMPs should address temporary closure and restrictions of areas and trails claimed by the agency under 23 CFR 460 and identified on the agency's facility asset and management inventory on public lands available to OHV use. Where OHV activities are causing considerable adverse effects to resources, temporary closures of federal routes can be implemented under the agency's federal authority (consult current guidance on the appropriate use of these authorities). The purpose of a temporary closure and restriction are to protect public health and safety, or prevent undue or unnecessary resource degradation due to unforeseen circumstances and should not be used in lieu of permanent closures.

Temporary closure of roads, primitive roads, ways and trails identified on Wayne County's transportation network shall not be closed temporarily or permanently without coordination, consultation and concurrence of Wayne County. Every opportunity to employ avoidance,

minimization or mitigation shall be exhausted prior to implementing any closure. Federal land managers shall contact Wayne County to initiate coordination efforts at the earliest possible date they encounter conditions that may lead to route closure consideration. Closure of routes on Wayne County's transportation network without County concurrence is a violation of state law and subject to criminal prosecution.

LUPs/RMPs and TMPs should include a statement similar to the with regard to OHV use:

On federal lands claimed by the land management agency under 23 CFR 460 and identified on the agency's facility asset and management inventory where off-road vehicles are causing or will cause considerable adverse effects upon soil, vegetation, wildlife, wildlife habitat, cultural resources, historical resources, threatened or endangered species, wilderness suitability, other authorized uses, or other resources, the affected areas shall be immediately closed to the type(s) of vehicle causing the adverse effect until the adverse effects are eliminated and measures implemented to prevent recurrence.

On federal lands occupied by roads, primitive roads, ways or trails that are components of Wayne County's transportation network where off-road vehicles are causing considerable adverse effects upon soil, vegetation, wildlife, wildlife habitat, cultural resources, historical resources, threatened or endangered species, wilderness suitability, other authorized uses, or other resources, the authorized federal officer shall immediately contact Wayne County and initiate government to government coordination to avoid, minimize or mitigate activities causing the adverse effect. After appropriate coordination and consultation and with the concurrence of Wayne County, the authorized officer may temporarily close the affected areas closed to the type(s) of vehicle until the adverse effects are avoided, minimized, mitigated, or eliminated and measures implemented to prevent recurrence. The temporary closure shall be of a specified duration agreed upon by the authorize officer and Wayne County and may be extended by mutual consent.

To the extent that the above statement, site-specific issues and/or resource specific evaluations handled through the NEPA analysis process, coordinated and consistent with Wayne County's plans, programs and policies, associated with either an LUP/RMP or TMP, temporary closures and restrictions exercised under this process may not require further NEPA review. This may include closure of routes or areas when mutually agreed upon by all levels of government.

Considering the language above, an LUP/RMP should, to the extent practicable, identify thresholds and criteria under which closures would occur and the areas or routes on the federal network and on Wayne County's transportation network that would be affected by the thresholds. However, planning efforts should be handled in a manner to avoid the need for temporary closures, but identifying issues with OHV use and addressing them with management actions, including the identification of TMAs and accompanying plan direction for future road, primitive road, way, and trail, and access management actions. Through coordination and concurrence of Wayne County, LUPs/RMPs, activity plans or TTMPs may also identify areas that may be closed to particular travel uses while transportation systems are being created (i.e., routes developed and/or rehabilitated). These may include areas of high route density that are not designated as "open" in either the federal or county LUP/RMP

process.

J. Game Retrieval

An important TTM planning and implementation consideration is how to address game retrieval. Game retrieval policies shall be coordinated and consistent with federal, state, local and/or tribal governments. To the extent practical, Wayne County's transportation network will be available for game retrieval activities.

K. Roadside Camps and Pull-off Considerations

All TTM planning and implementation shall consider how motorized vehicles will be allowed to access dispersed camping/day use areas along designated routes. Coordination, cooperation, and consistency with Wayne County and other impacted land management agencies is required to allow for a consistent approach to how to address this issue. Some TMPs allow a certain distance from centerline of the designated route while others only allow access to areas adjacent to designated routes in specific designated use areas via designated access routes. Wayne County supports distance from centerline and areas adjacent to the County's transportation network as viable options. Roadside camps and pull-off considerations shall be coordinate and consistent with Wayne County's plans, programs and policies.

TTM planning and implementation shall develop appropriate roadside camps, pull offs and parking areas for the following major camping and day use visitors:

- Recreation Vehicle / Car Campers;
- Campers willing to set up camp within 500 ft. of authorized parking;
- Campers desiring a primitive / challenging / unconfined experience; and
- Other visitors that use the planning area.

L. Supplementary Rules

Supplementary rules may need to be established for those areas identified in an LUP/RMP/TMP where non-motorized access is limited to designated routes or some other limitation on use. Federal land managers shall coordinate, cooperate and be consistent with Wayne County's plans, policies and programs for the supplementary rulemaking process.