



**FOREST SERVICE MANUAL
NATIONAL HEADQUARTERS (WO)
WASHINGTON, DC**

FSM 7700 - TRAVEL MANAGEMENT

CHAPTER 7710 - TRAVEL PLANNING

Amendment No.:

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Posting Instructions: Amendments are numbered consecutively by Title and calendar year. Post by document; remove the entire document and replace it with this amendment. Retain this transmittal as the first page(s) of this document.

New Document	7710	31 Pages
Superseded Document(s) by Issuance Number and Effective Date	7710 (Amendment 7700-2003-2, 12/16/2003)	23 Pages

Digest:

7710 – Changes title from “Transportation Atlas, Records, and Analysis” to “Travel Planning.” Incorporates changes to be consistent with and to implement the travel management rule (36 CFR parts 212, 251, 261 and 295) published in the **Federal Register** on November 9, 2005 (70 FR 68264).

Expands roads analysis to encompass trails and areas open to motor vehicle use, and renames it travel analysis. Requires travel analysis to inform travel management decisions pertaining to National Forest System (NFS) roads, NFS trails, and areas on NFS lands.

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Digest--Continued:

7710.1 – Adds section entitled “Authorities” that includes 36 CFR Part 212 and Executive Order 11644.

7710.2 – Adds objectives to provide for a safe and cost-effective transportation system, to determine appropriate motor vehicle uses, to designate roads, trails, and areas for motor vehicle use, to provide for a range of recreational experiences, and to provide access for the use and enjoyment of NFS lands. Removes objectives to incorporate transportation planning with land management planning and to coordinate with other governmental agencies in conducting transportation analysis, which duplicate other requirements.

7710.3 – Revises policy to reflect specific language in FSM 7712, 7714, and 7715 and 36 CFR Part 212. Adds requirement from 36 CFR 212.5(b) to determine the minimum road system needed for safe and efficient travel and for administration, utilization, and protection of NFS lands. Adds reference to Forest Service strategic plan objectives.

7710.41 – Replaces responsibility for the Deputy Chief for the National Forest System to approve roads analysis processes with responsibility to review and approve regional schedules for completing designations for motor vehicle use.

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Digest--Continued:

7710.42 – Adds section entitled “Director of Engineering, Washington Office.” Delegates the responsibility to develop, maintain, and publish requirements for motor vehicle use maps to the Director of Engineering, Washington Office.

7710.43 – Adds responsibility for developing a schedule for completing the designation process on each administrative unit or Ranger District. Removes responsibilities for incorporating roads analysis into sub-regional scale assessments, integration of State and Federal transportation planning into land management plans, and oversight of the roads analysis process, which duplicate other requirements.

7710.44 – Removes responsibilities for land management planning, which duplicate FSM 1920. Removes requirement for a complete inventory of unclassified roads, which is unnecessary and inconsistent with the travel management rule. Adds responsibilities for temporary emergency closures, motorized mixed use, travel analysis, environmental analysis, designation of roads, trails, and areas for motor vehicle use, development of the motor vehicle use map, regulating use by over-snow vehicles, and monitoring, as provided in FSM 7711, 7712, 7715, 7716, 7717, and 7718 and 36 CFR Part 212. Adds responsibility for coordination with Law Enforcement and Investigations Staff. Provides for delegation of some responsibilities to District Rangers.

7710.45 – Adds approval of road and trail management objectives to District Rangers’ responsibilities, unless that responsibility has been reserved by the Forest Supervisor.

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Digest--Continued:

7710.5 – Adds definitions for “primitive area” and “travel management decision.” Removes definition for “network analysis.”

7711 – Changes caption from “Forest Transportation Atlas and Records” to “Forest Transportation System Records.”

7711.01 – Removes section and incorporates previously listed authorities into FSM 7710.1.

7711.03 – Removes section entitled “Policy,” which duplicates FSM 7710.3. Recodes the description of the content of a forest transportation atlas from FSM 7711.03 to 7711.2.

7711.1 – Changes caption from “Forest Road Atlas” to “Travel Management Atlas,” and directs the responsible official to develop and maintain a travel management atlas for public use. Removes and recodes requirements for management of a forest road atlas to FSM 7711.2.

7711.2 – Adds section “Forest Transportation Atlas,” and rewords direction on developing and maintaining a forest transportation atlas previously found at FSM 7711.03. Adds direction on using a forest transportation atlas, revises direction on developing and maintaining a forest road atlas, and adds direction on storage of data on unauthorized routes. Data on unauthorized roads is no longer included in a forest road atlas, but may still be stored in agency databases.

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Digest--Continued:

7711.3 – Adds section “Motor Vehicle Use Map” describing content, requirements, availability, and updates of a motor vehicle use map.

7712 – Changes caption from “Transportation Analysis” to “Travel Analysis,” and adds direction on using travel analysis to inform travel management decisions; to determine the minimum road system; to identify proposed changes to travel management decisions; and to support environmental analysis associated with travel management decisions. Adds exhibit on the relationship between travel analysis and other planning activities.

7712.01 – Removes section “Authorities,” which are now found at FSM 7710.1.

7712.02 – Removes section “Objectives,” which are now found at FSM 7710.2.

7712.03 – Removes section “Policy,” which is now found at FSM 7710.3. Recodes direction on a forest transportation atlas to FSM 7711.2.

7712.1 – Changes caption from “Roads Analysis” to “Scale and Scope of Travel Analysis.” Recodes reference to the “authorized science-based roads analysis process” from FSM 7712.1 to FSM 7712.4, and removes the reference to FS-643. Recodes direction on the multiple scales at which travel analysis may be completed from FSM 7712.13 to FSM 7712.1. Adds discussion of inventory of roads and trails associated with travel analysis. Integrates direction on the

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minimum road system (36 CFR 212.5(b)) with the requirement to designate the roads, trails, and areas that are open to motor vehicle use (36 CFR 212.51).

7712.11 – Removes section “Outcomes” and its associated exhibit displaying road management options.

7712.12 – Removes section “Integration with Land and Resource Management Plans.” Recodes direction on the relationship between travel analysis and land management plans from FSM 7712.12 to FSM 7712.2.

7712.13 – Removes section “Scope and Scale of Roads Analysis” and its associated exhibit, and recodes direction on scope and scale of travel analysis from FSM 7712.13 to FSM 7712.1.

7712.14 – Removes section “Road Inventory” and its associated exhibit.

7712.15 – Removes section “Timeframes for Completing Roads Analysis.”

7712.2 – Adds section entitled “Travel Analysis, Travel Management Decisions, and Land Management Planning,” and provides direction on the relationship of travel analysis and travel management decisions to land management planning. Land management plans are strategic and aspirational, establishing desired conditions, objectives, suitability of areas, and guidelines.

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Travel management decisions are made at the project level. Travel analysis provides a bridge between the strategic guidance in land management plans and travel management decisions made at the project level.

7712.3 – Changes caption from “Network Analysis” to “Relationship of Travel Analysis to Travel Management Decisions,” and removes all references to network analysis. Describes how travel analysis informs travel management decisions and when travel analysis is needed; provides for site-specific analysis for changes to designations after issuance of the motor vehicle use map; and addresses temporary, emergency closures.

7712.4 – Changes caption from “Economic Analysis [Reserved]” to “Travel Analysis Process.” Economic Analysis is now reserved at FSM 7713. Adds cross-references to FSH 7709.55, 36 CFR 212.5, and the requirements for science-based roads analysis (formerly in FSM 7712.1). Adds requirements for documentation of travel analysis and provides direction on the use of travel analysis.

7712.5 – Removes section “Road Management Objectives,” and recodes direction regarding road management objectives from FSM 7712.5 to FSM 7714.

7712.6 – Removes section “Scheduling Projects,” and recodes direction regarding scheduling from FSM 7712.6 to FSM 7710.44.

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Digest--Continued:

7713 – Changes caption from “Airfields [Reserved]” to “Economic Analysis [Reserved].”

Airfields are now reserved at FSM 7719.

7714 – Adds section entitled “Road and Trail Management Objectives.” Revises text previously located at FSM 7712.5, and adds reference to NFS trails in addition to NFS roads.

7715 – Adds section entitled “Travel Management Decisions.”

7715.03 – Addresses policy for travel management decisions; requirements for public notice and comment on proposed travel management decisions; the use of environmental analysis for evaluating changes to existing travel management decisions; applicability of travel management decisions to land management plans; and consideration of maintenance and administration of routes added to the forest transportation system.

7715.1 – Adds direction on incorporating previous travel management decisions and determining the starting point for travel analysis and travel management decisions.

7715.2 – Adds direction relating the scale of travel management decisions to the scale of travel analysis and the scale of the motor vehicle use map.

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7715.3 – Adds direction on public involvement and coordination with other governmental entities. To avoid duplication, instructs administrative units and Ranger Districts to use the National Environmental Policy Act process to fulfill requirements for public involvement and intergovernmental coordination.

7715.4 – Adds direction on the level of environmental documentation required for travel management decisions and incorporation of information from travel analysis report.

7715.5 – Adds direction on considering the general and specific criteria in 36 CFR 212.55 in making travel management decisions.

7715.6 – Adds section entitled “Components of Travel Management Decisions.”

7715.61- Adds direction on travel management decisions involving restrictions on motor vehicle use.

7715.62 – Adds direction on considering jurisdiction over a forest transportation facility when designating roads and trails for motor vehicle use, evaluating consistency with State traffic laws, and coordinating designations with adjacent Ranger Districts and administrative units.

7715.63 – Adds direction on designating areas.

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Digest--Continued:

7715.64 – Adds direction on authorizing limited motor vehicle use off forest roads and trails for big game retrieval and dispersed camping.

7715.65 – Adds direction on recognizing valid existing rights and private roads when designating roads, trails, and areas for motor vehicle use.

7715.66 – Adds direction prohibiting designations for motor vehicle use in wilderness areas or primitive areas per 36 CFR 212.55(e).

7715.67 – Adds direction regarding motorized mixed use on NFS roads. Travel management decisions involving motorized mixed use must be advised by engineering analysis. Adds cross-reference to FSH 7709.55, chapter 30, for documentation of engineering analysis.

7715.68 – Adds direction on considering user-created routes for designation.

7715.69 – Adds direction on use of motor vehicles by people with disabilities. Adds a cross-reference to FSM 2353.27.

7716 – Adds section entitled “Designations.”

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Digest--Continued:

7716.03 – Adds policy regarding designation of NFS roads, NFS trails, and areas on NFS lands for motor vehicle use.

7716.1 – Adds direction on the content of designations. Provides that designation of a road or trail encompasses terminal facilities, trailheads, parking lots, turnouts, and parking along the side of the road or trail.

7716.11 – Adds direction on designations by vehicle class, including six standard categories of vehicle class.

7716.12 – Adds direction on designations by time of year.

7716.13 – Adds direction on authorizing limited motor vehicle use off NFS roads and NFS trails for big game retrieval and dispersed camping.

7716.2 – Adds direction on motor vehicles and uses exempted from designations under 36 CFR 212.51(a).

7716.21 – Adds direction to review existing authorizations prior to publication of the initial motor vehicle use map.

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Digest--Continued:

7716.22 – Adds direction exempting State, county, and local public roads from the designation process.

7716.3 – Adds direction on designation of areas.

7716.4 – Adds section entitled “Identification of Designated Roads, Trails, and Areas.”

7716.41 – Adds requirement to identify all designated roads, trails, and areas on a motor vehicle use map per 36 CFR 212.56.

7716.42 – Adds direction on signing. Signs must comply with applicable guidelines in FSM 7160 and EM 7100-15. Only a motor vehicle use map is required to implement and enforce designations. However, route identification markers should be posted on all designated routes as soon as practicable. Informational, directional, and travel management signs may be used to enhance the recreational experience.

7716.5 – Adds section entitled “Travel Management Orders.”

7716.51 – Adds direction for temporary emergency closures issued under 36 CFR 212.52(b)(2).

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7716.52 – Adds direction for reviewing existing travel management orders to make them consistent with travel management decisions and designations.

7716.53 – Adds direction on issuing new travel management orders that do not duplicate or conflict with the travel management rule.

7716.54 – Adds direction on enforcement of designations.

7717 – Adds section entitled “Monitoring and Revision of Designations.”

7717.1 – Adds direction on monitoring the effects of motor vehicle use, and provides for decommissioning unauthorized routes after publication of the motor vehicle use map.

7717.2 – Adds direction on revision of designations.

7718 – Adds section entitled “Over-Snow Vehicle Use.”

7718.1 – Adds direction on regulation of over-snow vehicle use under 36 CFR Part 212, Subpart C.

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7718.2 – Adds direction on implementation of restrictions and prohibitions on over-snow vehicle use under 36 CFR 212.81, including minimum snow depth and engineering analysis for motorized mixed use involving over-snow vehicles.

7718.3 – Adds direction on exemptions from restrictions and prohibitions on over-snow vehicle use under 36 CFR 212.81.

7718.4 – Adds direction on issuance of an over-snow vehicle use map to implement restrictions on over-snow vehicle use established under 36 CFR 212.81.

7719 – Adds section entitled “Airfields [Reserved],” which was formerly reserved at FSM 7713.

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This chapter contains objectives, policies, and requirements for:

1. Analyzing transportation needs and issues;
2. Determining the minimum road system needed for safe and efficient travel and for administration, utilization, and protection of NFS lands (the minimum road system, 36 CFR 212.5(b));
3. Documenting the forest transportation system;
4. Designating roads, trails, and areas for motor vehicle use; and
5. Regulating over-snow vehicle use.

7710.1 – Authority

1. Title 36, Code of Federal Regulations, Part 212 (36 CFR Part 212, Subparts A, B, and C). Subpart A of these regulations establishes requirements for administration of the forest transportation system, including roads, trails, and airfields, and contains provisions for acquisition of rights-of-way. Subpart A also describes a minimum road system and requires a roads analysis to plan and set funding priorities for the road system. Subpart B describes the requirements for designating roads, trails, and areas for motor vehicle use and for identifying designated roads, trails, and areas on a motor vehicle use map. Subpart C provides for regulation of use of over-snow vehicles on NFS roads, on NFS trails, and in areas on NFS lands.

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2. Executive Order 11644 (“Use of Off-Road Vehicles on the Public Lands”), dated February 8, 1972, as amended by Executive Order 11989, dated May 24, 1977. Provides for regulations governing use of off-road vehicles on Federal lands to protect natural resources, promote public safety, and minimize conflicts among uses.

7710.2 – Objectives

The objectives of travel planning are:

1. To provide for a safe and cost-effective transportation system.
2. To provide for orderly improvement and management of the forest transportation system and documentation of decisions affecting the system.
3. To determine the minimum road system needed for sustainable public and agency access to achieve the desired conditions in the applicable land management plan; to promote ecosystem health; and to address user safety and efficiency of operations in an environmentally sensitive manner within current and anticipated funding levels.
4. To determine appropriate motor vehicle uses of NFS roads, NFS trails, and areas on NFS lands.
5. To designate NFS roads, NFS trails, and areas on NFS lands for motor vehicle use.
6. To provide for and manage a range of motorized and non-motorized recreational experiences, while minimizing conflicts among uses.

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7. To provide access for the use and enjoyment of NFS lands.

7710.3 – Policy

1. Determine the minimum road system needed for safe and efficient travel and for administration, utilization, and protection of NFS lands (36 CFR 212.5(b)).
 - a. Determine the need for access to NFS lands;
 - b. Identify the infrastructure required to provide that access;
 - c. Consider and minimize effects of transportation facility construction, reconstruction, maintenance, and decommissioning on heritage resources, ecological processes, and ecosystem health, diversity, and productivity; and
 - d. Provide a transportation system that facilitates land management activities which contribute to attaining Forest Service strategic plan objectives.
2. Ensure that travel management decisions are informed by travel analysis (FSM 7712.3).
3. Use an appropriate scale of travel analysis (FSM 7712.1) and environmental analysis when making travel management decisions (FSM 7715.2).
4. Coordinate with Federal, State, and local governmental entities and tribal governments in conducting travel analysis and making travel management decisions (36 CFR 212.53).

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5. Involve the public, including user groups and adjacent landowners, in conducting travel analysis and making travel management decisions (36 CFR 212.52).

6. Apply the criteria in 36 CFR 212.55 in making travel management decisions.

7710.4 – Responsibility

7710.41 – Deputy Chief for the National Forest System

It is the responsibility of the Deputy Chief for the National Forest System to review and approve regional schedules for completing road, trail, and area designations for motor vehicle use on each administrative unit or Ranger District.

7710.42 – Director of Engineering, Washington Office

It is the responsibility of the Director of Engineering, Washington Office, to develop, maintain, and publish requirements for motor vehicle use maps.

7710.43 – Regional Foresters

It is the responsibility of Regional Foresters to:

1. Develop regional schedules for proposed capital improvement projects for forest transportation facilities in their Region.

2. Develop a schedule for completing designations on each administrative unit or Ranger District in their region and submit it to the Deputy Chief for the National Forest System for approval.

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7710.44 – Forest Supervisors

It is the responsibility of Forest Supervisors to:

1. Develop and maintain a travel management atlas and make it available to the public at their office (36 CFR 212.2(a); FSM 7711.1).

2. When motor vehicle use on a road or trail or in an area is directly causing or will directly cause considerable adverse effects on:

- a. public safety,
- b. vegetation or soil,
- c. wildlife or wildlife habitat, or
- d. cultural resources,

close that NFS road, NFS trail, or area on NFS lands to motor vehicle use until the adverse effects have been mitigated or eliminated and measures have been implemented to prevent future recurrence (36 CFR 212.52(b)(2); FSM 7716.51).

3. Coordinate with the Law Enforcement and Investigations Staff to ensure law enforcement concerns are taken into consideration in the travel analysis process (FSM 5304.3).

4. Integrate road decommissioning, reconstruction, and construction with other land management activities.

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5. Conduct travel analysis at the appropriate scale (FSM 7712.1) and document the results.
6. Conduct environmental analysis at the appropriate scale (FSM 7715.2) as necessary to inform travel management decisions.
7. Designate the NFS roads, NFS trails, and areas on NFS lands on their administrative unit that are open to motor vehicle use by vehicle class and, if appropriate, by time of year (FSM 7716.11 and FSM 7716.12).
8. Develop and maintain a motor vehicle use map that identifies those designated roads, trails, and areas and update it annually to reflect revisions to the designations (36 CFR 212.56; FSM 7711.3).
9. Revise designations as needed to meet changing conditions (36 CFR 212.54; FSM 7717.2).
10. Where appropriate, regulate use by over-snow vehicles on NFS roads, on NFS trails, and in areas on NFS lands on their administrative unit (36 CFR 212.81; FSM 7718).
11. Monitor the effects of motor vehicle use on their administrative unit (36 CFR 212.57; FSM 7717.1).

Responsibilities 4 through 11 may be delegated to District Rangers.

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7710.45 – District Rangers

It is the responsibility of District Rangers to approve road and trail management objectives (FSM 2353.18 and FSM 7714), unless that responsibility has been reserved by the Forest Supervisor.

7710.5 – Definitions

Primitive Area. An areas within the NFS classified as primitive on the effective date of the Wilderness Act, September 3, 1964 (36 CFR 261.2).

Travel Management Decision. A decision to:

- a. Add a road or trail to or remove a road or trail from the forest transportation system.
- b. Designate an area for motor vehicle use.
- c. Construct an NFS road or NFS trail.
- d. Change designated motor vehicle uses on an NFS road, NFS trail, or area on NFS lands.
- e. Add or change a restriction on motor vehicle use.
- f. Decommission an NFS road or NFS trail.

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7711 - FOREST TRANSPORTATION SYSTEM RECORDS

7711.1 – Travel Management Atlas

For each administrative unit of the NFS, the responsible official shall develop and maintain a travel management atlas, which shall be available to the public at the headquarters of that administrative unit (36 CFR 212.2(a)).

7711.2 – Forest Transportation Atlas

1. Developing and Maintaining a Forest Transportation Atlas

a. Contents. An initial forest transportation atlas consists of the maps, inventories and plans for forest transportation facilities and associated information available as of January 12, 2001. Components of a forest transportation atlas may include a road atlas, trail atlas, and other specialized maps. Maintain a current record of forest transportation facilities in a forest transportation atlas. Do not include in a forest transportation atlas inventories of temporary roads and trails, which are tracked by the project or activity authorizing the temporary road or trail and decommissioned at the conclusion of the project or activity. Use the Forest Service Infrastructure (Infra) database and the transportation layer of the geographic information system (GIS) for the storage and analysis of information in a forest transportation atlas.

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- b. Updates. A forest transportation atlas may be updated to reflect new information on the existence and condition of roads, trails, and airfields of an administrative unit in accordance with direction in this chapter and other chapters of FSM 2350 and FSM 7700.
2. Using The Forest Transportation Atlas. Use the forest transportation atlas to record decisions regarding forest transportation facilities, including:
- a. Road and trail management objectives;
 - b. Identification of needed and unneeded NFS roads;
 - c. Travel management decisions; and
 - d. Road management priorities.
3. Developing and Maintaining a Forest Road Atlas
- a. Function. A forest road atlas is a key component of the forest transportation atlas and reflects the location and jurisdiction of forest roads. Use data and other information contained in a forest road atlas to support travel analysis.
 - b. Contents. A forest road atlas contains road management objectives for NFS roads. Do not include unauthorized roads in a forest road atlas. If these roads are needed for the use and administration of NFS lands, add them to the forest transportation system after appropriate environmental analysis and documentation.

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- c. Updates. Document changes in road management status. These changes may include decommissioning, conversion to other uses, inclusion in the forest transportation system, or transfer of jurisdiction over a forest transportation facility.
4. Temporary Storage and Historic Archiving of Data on Unauthorized Routes
- a. During travel planning and travel analysis, the Forest Service may temporarily store information about user-created routes, decommissioned routes, and other unauthorized roads and trails in agency databases. Storage of this information does not make these routes part of the forest transportation system. This information about unauthorized routes should be clearly identified to avoid confusion with routes in the forest transportation system.
- b. Forest Service databases may also be used to archive historic data about routes that have been decommissioned or otherwise removed from the forest transportation system. Storage of this information does not make these routes part of the forest transportation system. This information about unauthorized routes should be clearly identified to avoid confusion with routes in the forest transportation system.

7711.3 – Motor Vehicle Use Map

1. A motor vehicle use map must display:
- a. Designated roads, trails, and areas on an administrative unit or Ranger District (36 CFR 251.56);

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- b. Components of designations, including vehicle class, time of year, and any designations for dispersed camping or game retrieval under 36 CFR 212.51(b) (36 CFR 212.51 and 251.56; FSM 7715.64, 7716.11, and 7716.12); and
 - c. Public roads and trails managed by other agencies but providing access to the forest transportation system or to NFS lands (for informational purposes only).
 2. A motor vehicle use map must not display temporary roads and trails, unauthorized roads and trails, roads and trails where motor vehicle use is authorized only under a permit or other written authorization, roads and trails for which the right to public access has not been secured, and other roads and trails that have not been designated for motor vehicle use.
 3. A motor vehicle use map must meet requirements established by the Director, Engineering Staff, Washington Office.
 4. A motor vehicle use map must be made available to the public at the headquarters of the corresponding administrative unit or Ranger District, as well as via the internet.
 5. Update and reissue the motor vehicle use map annually regardless of whether there are any changes to designations. Update a motor vehicle use map to reflect revisions to designations (36 CFR 212.54). In updating a motor vehicle use map, use the national requirements developed by the Director of Engineering, Washington Office.

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7712 – TRAVEL ANALYSIS

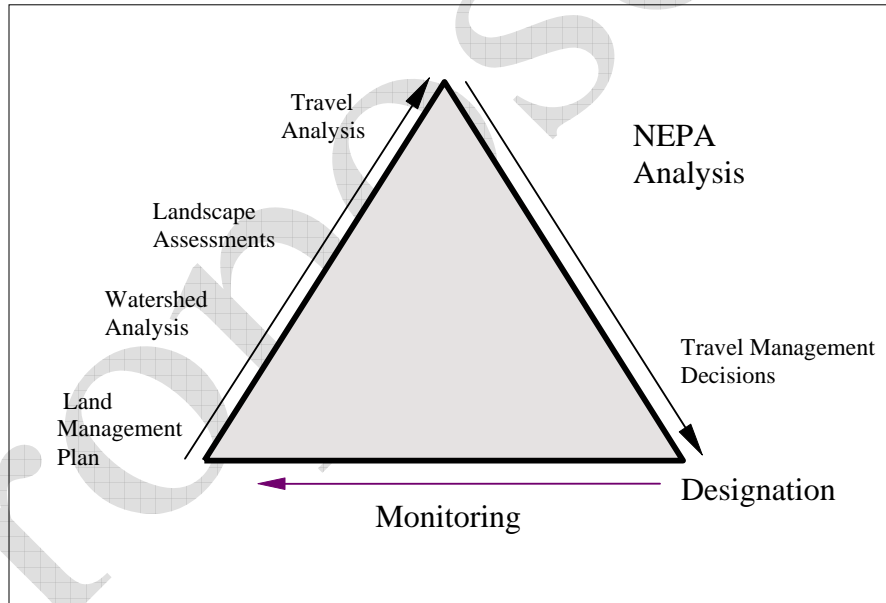
Travel analysis assesses current transportation conditions and identifies issues, needs, and opportunities for travel management. Travel analysis is not a decision-making process. Rather, travel analysis helps to identify proposals for changes in travel management direction and informs the environmental analysis associated with those proposed actions (exhibit 01).

1. Responsible officials shall conduct travel analysis to inform decisions relating to administration of the forest transportation system (36 CFR Part 212, Subpart A; FSM 7712.4) and travel management decisions (36 CFR Part 212, Subpart B; FSM 7712.3).
2. Responsible officials may use travel analysis to inform decisions relating to regulation of over-snow vehicle use on NFS roads, on NFS trails, and in areas on NFS lands (36 CFR Part 212, Subpart C; FSM 7718). In addition, responsible officials may use travel analysis to inform travel management decisions involving non-motorized uses.

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7712 – Exhibit 01

The Role of Travel Analysis



Travel analysis goes with other planning and analytical activities on the left-hand side of the triangle.

3. Travel analysis should be used when determining the minimum road system, specifically, when:
 - a. Determining the need for access to NFS lands;
 - b. Identifying the infrastructure required to provide that access;
 - c. Considering and minimizing effects of construction, reconstruction, maintenance, and decommissioning of forest transportation facilities on natural and cultural resources; and

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- d. Providing a forest transportation system that facilitates management of the NFS and provides a wide range of motorized and non-motorized recreational opportunities.
4. Travel analysis should be used to identify proposed changes to travel management decisions.
5. Travel analysis can inform the environmental analysis associated with travel management decisions.

7712.1 – Scale and Scope of Travel Analysis

1. All administrative units must complete a travel analysis addressing appropriate broad-scale concerns as identified by the unit manager. A Forest-scale roads analysis completed in accordance with FS-643 may be used to fulfill this requirement. The ability to sustain a unit's road system at objective maintenance levels with expected levels of funding is an example of a broad-scale concern usually addressed at the administrative unit level.
2. There are multiple scales at which travel analysis may be conducted. Generally, use broad-scale travel analysis at the Ranger District or administrative unit level to inform decisions regarding implementing the minimum road system and travel management decisions. Travel management decisions need not be made at the same scale or at the same time as travel analysis.
3. The responsible official has the discretion to determine whether travel analysis at a scale smaller than a Ranger District or an administrative unit is needed and the amount of detail that is appropriate and practicable for travel analysis.

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4. Travel analysis must be based on a complete and accurate inventory of NFS roads, NFS trails, and designated areas within the area being analyzed.

5. A complete inventory of user-created routes is not required to conduct travel analysis or to inform travel management decisions.

6. In conducting travel analysis, simultaneously address issues pertaining to identification of the minimum road system and travel management decisions. Travel analysis may be conducted in conjunction with landscape or watershed analysis.

7712.2 – Travel Analysis, Travel Management Decisions, and Land Management Planning

1. Land management plans contain desired conditions, objectives, and guidelines and identify suitability of areas for various uses (FSM 1920). Site-specific travel management decisions are not typically made in land management plans. Travel analysis may be used to inform land management planning when necessary to address issues relating to transportation.

2. Travel analysis provides a bridge between the strategic guidance in land management plans and travel management decisions made at the project level. Travel analysis should consider the role of the forest transportation system in achieving the desired conditions in the land management plan.

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3. Travel management decisions are made at the project level and must be consistent with the applicable land management plan. If a proposal is not consistent with the applicable plan, follow one of the three options described in FSH 1909.12, section 25.4.

7712.3 – Relationship of Travel Analysis to Travel Management Decisions

1. Travel analysis is not a decision-making process. Travel management decisions are considered and disclosed through appropriate site-specific environmental analysis in accordance with the National Environmental Policy Act (NEPA).

2. To avoid duplication, site-specific environmental analysis for travel management decisions should incorporate by reference relevant information and analysis developed during the travel analysis process. Travel analysis identifies proposed changes in the forest transportation system, along with their supporting rationale. These proposed changes should form the basis for the proposed actions and purpose and need statements in the subsequent NEPA process. Site-specific environmental analysis should build off travel analysis by evaluating in appropriate detail reasonable alternatives to the proposed changes identified through travel analysis.

3. When proposed travel management decisions would result in changes in access (such as changes in current use, traffic patterns, and road standards), and where there may be adverse environmental effects, those decisions must also be informed by travel analysis (FSM 7712.4).

4. Once NFS roads, NFS trails, and areas on NFS lands have been designated for motor vehicle use on an administrative unit or a Ranger District and those designations are reflected on

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a motor vehicle use map, additional broad-scale travel analysis is not necessary for each subsequent travel management decision. Any site-specific travel analysis that is needed may be incorporated in project-level environmental analysis.

5. Travel analysis is not required to implement a temporary, emergency closure (36 CFR 212.52(b)).

6. Maintenance does not require travel analysis. However, travel analysis may be useful for setting maintenance priorities.

7712.4 – Travel Analysis Process

1. Complete an interdisciplinary science-based analysis of road system opportunities, needs, and priorities. The Travel Planning Handbook (FSH 7709.55) describes the travel analysis process that responsible officials should use to satisfy this requirement.

2. Consistent with FSM 7703.12, ensure that construction of new roads serves a documented need and that the decision is informed by travel analysis.

3. Use travel analysis to evaluate opportunities and priorities for road reconstruction, decommissioning, and conversion to other uses.

4. When identifying and recommending changes to travel management decisions:

a. Coordinate with appropriate Federal, State, county, and other local governmental entities and tribal governments (36 CFR 212.53).

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- b. Allow the public, including motorized and non-motorized users and other interested parties, to participate (36 CFR 212.52).
 - c. Consider the criteria for designation for motor vehicle use (36 CFR 212.55).
 - d. Incorporate past travel management decisions to the extent possible (36 CFR 212.50(b)).
 - e. Take into account existing and future needs of motor vehicle users.
 - f. Consider uses on adjacent Federal, State, and private lands.
 - g. Coordinate travel analysis with adjacent Ranger Districts and administrative units.
 - h. Coordinate travel analysis with Law Enforcement and Investigations Staff regarding the ability to enforce proposed travel management decisions.
 - i. Consider uses exempt from designations, including non-motorized uses and use by over-snow vehicles.
 - j. Consider user-created routes as appropriate.
 - k. Consider the Forest Service's ability to administer and maintain roads and trails.
 - l. Consider possible changes in motor vehicle technology.
5. Produce a report and accompanying maps that document the recommended minimum road system and the social and environmental opportunities, issues, risks, and priorities for future

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road management. Identify proposed changes to travel management direction and the forest transportation system. Subsequent environmental analysis should build upon these proposed changes to the extent necessary to facilitate a reasoned choice among alternatives. The report should identify access needs and opportunities based on current budget levels and realistic projections of future funding.

7713 – ECONOMIC ANALYSIS [Reserved]

7714 – ROAD AND TRAIL MANAGEMENT OBJECTIVES

1. Road management objectives (RMOs) and trail management objectives (TMOs) document the intended purpose, design (FSM 2353.18 and 7720), and operation and maintenance criteria (FSM 7730.3) for each NFS road and NFS trail. RMOs and TMOs require written approval by the responsible official (usually the District Ranger) and are included in the forest transportation atlas (FSM 7711.2, para. 2(a)). Use the process enumerated in FSH 7709.59, section 12, for documenting RMOs. Use the process enumerated in FSM 2353.18 for documenting TMOs.

2. An RMO or TMO is required for each NFS road and NFS trail.

3. RMOs and TMOs should reflect travel management decisions made with appropriate environmental analysis and documentation.

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7715 – TRAVEL MANAGEMENT DECISIONS

7715.03 – Policy

1. Use the results of travel analysis to develop proposed actions and inform environmental analysis for travel management decisions. Avoid duplication by incorporating relevant information and analysis from the travel analysis process by reference into site-specific environmental analysis.
2. Use previous decisions to establish a starting point for proposals to change travel management decisions.
3. Provide for public notice and comment on proposed travel management decisions, as required by 36 CFR 212.52.
4. Use appropriate environmental analysis to evaluate proposals to change existing travel management decisions.
5. Ensure that travel management decisions are consistent with the applicable land management plan.
6. When proposing additions to the forest transportation system, consider future maintenance and administration needs in the context of likely future budgets and staffing. Grants, agreements, and volunteers may be used to extend Forest Service resources for this purpose.

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7715.1 – Incorporating Previous Travel Management Decisions

1. If an administrative unit or Ranger District has a decision or set of decisions made under authorities other than 36 CFR 212.51, with appropriate public involvement, that restrict motor vehicle use over the entire unit or District to designated routes and areas, the responsible official may, with public notice but no further analysis or decision-making, recognize that decision or those decisions as the designation for the unit or District, effective upon publication of a motor vehicle use map (36 CFR 212.52(a)).

2. A unit's or District's past travel management decisions, including designation of NFS roads and NFS trails and restrictions on motor vehicle use, form the starting point for travel analysis and travel management decisions and reflect the "no action" alternative. Most NFS roads and some NFS trails are already designated for some classes of motor vehicle, as indicated in the forest transportation atlas and applicable RMOs or TMOs.

7715.2 – Scale of Decision

1. Travel management decisions need not be at the same scale as the travel analysis that informs those decisions. Responsible officials should establish the scale and scope of proposed travel management decisions based on local situations and availability of resources.

2. Travel management decisions may be incorporated into decisions for larger projects (such as a road constructed to access a timber sale or new recreational facility). Alternatively,

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travel management decisions may be made individually (such as construction of a new trail loop).

3. A motor vehicle use map must cover an entire administrative unit or Ranger District. A motor vehicle use map cannot be produced until a decision has been made restricting motor vehicles to designated routes and areas for the entire administrative unit or Ranger District (FSM 7711.3).

7715.3 – Public Involvement and Coordination with Governmental Entities

1. Public Involvement

- a. Use public involvement in the National Environmental Policy Act process and notice and comment procedures in 36 CFR Part 215 to fulfill the requirement in 36 CFR 212.52 for public participation in designation of roads, trails, and areas.
- b. Involve the public early and throughout the travel planning process.
- c. Public notice with no further public involvement is sufficient if an administrative unit or Ranger District has a decision or set of decisions, made under authorities other than 36 CFR 212.51 with public involvement, that restrict motor vehicle use over the entire unit or District to designated routes and areas, and no change is proposed to these previous decisions (36 CFR 212.52(a)).
- d. Temporary emergency closures (36 CFR 212.52(b)(2)) require public notice, but not public involvement (36 CFR 212.52(b)(2), FSH 7709.59, sec. 23).

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2. Coordination with Governmental Entities. Coordinate with appropriate Federal, State, county, and other local governmental entities and tribal governments when making travel management decisions. Use the NEPA process to fulfill requirements of 36 CFR 212.53 for coordination with governmental entities in the designation process.

7715.4 – Environmental Documentation

Any environmental documentation required (categorical exclusion, environmental assessment, or environmental impact statement) depends on the scale, scope, and nature of the proposed changes to travel management decisions and the site-specific issues involved (FSM 1950). Incorporate relevant sections of the travel analysis report (FSH 7709.55, sec. 21.6) by reference into appropriate environmental documents to avoid duplication, in accordance with 40 CFR 1502.21.

7715.5 – Criteria

Consider both the general and specific criteria in 36 CFR 212.55(a)-(c) when developing travel management proposals and analyzing the effects of the proposals. The general criteria in 36 CFR 212.55(a) apply to roads, trails, and areas. The specific criteria in 36 CFR 212.55(b) apply to trails and areas. The specific criteria in 36 CFR 212.55(c) apply to roads.

1. General Criteria. When making travel management decisions, consider effects on NFS natural and cultural resources; public safety; provision for recreational opportunities; access needs; conflicts among uses of NFS lands; the need for maintenance and administration of roads,

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trails, and areas that would arise if the uses under consideration are designated; and availability of resources for maintenance and administration.

- a. Consider combinations of uses (motorized and non-motorized uses, different vehicle classes, and highway-legal and non-highway-legal vehicles) on roads and trails. A decision to allow motorized mixed use on an NFS road must be informed by engineering analysis (FSH 7709.55, ch. 30).
 - b. While an important consideration, the scarcity or abundance of resources should not be the only consideration in developing travel management proposals.
2. Specific Criteria for Trails and Areas. Consider the effects on the following, with the objective of minimizing:
- a. Damage to soil, watershed, vegetation, and other forest resources (apply Best Management Practices (BMPs) as applicable);
 - b. Harassment of wildlife and significant disruption of wildlife habitats;
 - c. Conflicts between motor vehicle use and existing or proposed recreational uses of NFS lands or neighboring Federal lands; and
 - d. Conflicts among different classes of motor vehicles on NFS lands or neighboring Federal lands.

In addition, consider:

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- e. Compatibility of motor vehicle use with existing conditions and concerns in populated areas, such as sound, traffic-generated dust, air quality, and proximity to residences or schools.
 - f. Grazing allotments and non-Federal public facilities.
3. Specific Criteria for Roads. In addition to the general criteria in FSM 7715.5, paragraph 1, consider the following:
- a. Speed, volume, composition, and distribution of traffic on roads; and
 - b. Compatibility of vehicle class with road geometry and road surfacing.

7715.6 – Components of Travel Management Decisions

7715.61 – Restrictions

1. When existing travel management direction provides for cross-country motor vehicle use other than in designated areas or by uses and vehicles exempted under 36 CFR 212.51, responsible officials must propose restricting motor vehicle use to designated roads, trails, and areas per 36 CFR 212.51. This proposed change in travel management direction must be informed by travel analysis (FSM 7712) and appropriate project-level analysis and decision-making (FSM 7715.2).

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2. If restriction of motor vehicle use to designated routes and areas would not be consistent with the applicable land management plan, a proposed amendment to the land management plan should be included in the proposed restriction.

7715.62 – Roads and Trails

1. Many roads and trails accessing NFS lands traverse lands that are not under the jurisdiction of the Forest Service. Questions regarding jurisdiction over a forest transportation facility must be resolved locally, on a case-by-case basis, in coordination with the Lands Staff and the Office of the General Counsel. Units and Districts should consider rights acquired through appropriation, prescriptive rights, and other rights which may not be documented when determining jurisdiction over a forest transportation facility under applicable law. Evidence of acquired but undocumented rights might include a history of maintenance, depiction of a route on a visitor or travel map, signing, and other indicators of assertion of ownership. Roads and trails over which the Forest Service has jurisdiction may be considered for designation. Do not manage, maintain, or designate roads and trails over which the Forest Service lacks jurisdiction. When there is a need to cross private property to access NFS lands and the Forest Service has no right of access to the private property, acquire a permanent right-of-way prior to including the road or trail in the forest transportation system.

2. Evaluate consistency of proposed travel management decisions with applicable State traffic laws (36 CFR 212.5(a)(1)).

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3. Coordinate travel management decisions with adjacent Ranger Districts and administrative units to avoid unsafe or confusing designations.

7715.63 – Areas

1. Responsible officials are not required to establish areas on NFS lands for motor vehicle use but may do so after appropriate environmental analysis.

2. Areas are not intended to be large or numerous.

3. Areas should have natural resource characteristics that are suitable for cross-country motor vehicle use or should be so altered by past events that motor vehicle use might be appropriate. Examples might include sand dunes, quarries, lands within the pool area and below the high water level of reservoirs, and other small places with clear geographic boundaries.

4. Consider impacts to adjacent private property, including noise and the potential for trespass.

5. Area boundaries should generally be established using easily identifiable geographic features.

7715.64 – Big Game Retrieval and Dispersed Camping

1. The responsible official may include in a designation the limited use of motor vehicles within a specified distance of certain forest roads and forest trails, and if appropriate within

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specified time periods, solely for the purposes of dispersed camping or retrieval of a downed big game animal by an individual who has legally taken that animal (big game retrieval).

2. The authority in FSM 7715.64, paragraph 1, should be used sparingly to avoid undermining the purposes of the travel management rule and to promote consistency in its implementation.

3. The Regional Forester should coordinate designations within States and among adjoining National Forests to promote consistency.

4. Responsible officials should consider providing designating routes to dispersed camping sites as an alternative to authorizing off-route use under FSM 7715.64, paragraph 1.

7715.65 – Valid Existing Rights and Private Roads

1. When proposing travel management decisions, recognize:
 - a. Valid existing rights, including valid outstanding or reserved rights-of-way; and
 - b. The rights of use of NFS roads and NFS trails under 36 CFR 212.6(b)).
2. The responsible official may regulate uses within the scope of valid outstanding or reserved rights-of-way only if the Forest Service has acquired the right to do so. Consult with the Office of the General Counsel to resolve questions concerning these rights.

3. Some private roads are not forest roads or temporary roads, yet they are authorized. These roads may be included in a forest transportation atlas, but are not NFS roads and may not

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be designated for motor vehicle use. Use of these private roads under the terms of their written authorization is exempt from the prohibition on motor vehicle use other than in accordance with designations (36 CFR 261.13(h)).

7715.66 – Wilderness Areas and Primitive Areas

Do not consider proposals to designate NFS roads, NFS trails, and areas on NFS lands in wilderness areas or primitive areas for motor vehicle use, unless, in the case of wilderness areas, motor vehicle use is authorized by the applicable enabling legislation for those areas (36 CFR 212.55(e)).

7715.67 – Motorized Mixed Use of NFS Roads

1. Where the responsible official proposes to depart from State traffic law or change current travel management direction by authorizing motorized mixed use where it would otherwise be prohibited, that decision must be advised by documented engineering analysis conducted by a qualified engineer.
2. Decisions on motorized mixed use, like other travel management decisions, are the responsibility of the responsible official. The role of the qualified engineer is to analyze information on the road and road use and to recommend mitigation of safety risks.
3. Motorized mixed use on roads designed, maintained, and operated for high-clearance vehicles may be appropriate where the objectives of minimizing use conflicts and promoting public safety can be met.

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4. It may be necessary to designate short segments of roads open to public travel (roads at Forest Service Operational Maintenance Levels 3, 4, and 5) for motorized mixed use to provide a connection to or between routes designated for other motor vehicle uses. Consider mitigation of safety risks when allowing motorized mixed use on roads open to public travel, such as signs, speed controls, user education, modifications to road geometry, regulating the timing of commercial hauling, or other safety measures.

5. Use discretion in allowing motorized mixed use on roads open to public travel. For roads with high concentrations of use, maintaining separate networks for different uses may reduce use conflicts and enhance public safety and the recreational experience.

6. Refer to FSH 7709.55, chapter 30, for direction on documentation of engineering analysis.

7715.68 – User-Created Routes

1. User-created roads and trails may be identified through travel analysis and considered in making travel management decisions. After public involvement and appropriate site-specific environmental analysis, some user-created roads and trails may be added to the forest transportation system as NFS roads and NFS trails and designated for motor vehicle use. Once designated, those routes are included in the forest transportation atlas and identified on the motor vehicle use map.

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2. User-created routes that are not designated for motor vehicle use are unauthorized roads or trails, and motor vehicle use on those routes is prohibited (36 CFR 261.13). Consider addressing restoration and decommissioning of unauthorized routes when making travel management decisions.

7715.69 – Accessibility

1. 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. In conformance with section 504, wheelchairs that meet the definition in 36 CFR 212.1 are allowed on all NFS lands that are open to foot travel. These wheelchairs are specifically exempted from the definition of motor vehicle in 36 CFR 212.1, even if they are battery-powered.

2. There is no legal requirement to allow people with disabilities to use motor vehicles on roads, trails, and areas closed to motor vehicle use. Such an exemption would undercut the resource protection and other management objectives afforded by the closure and would fundamentally alter the nature of the Forest Service's travel management program (7 CFR 15e.103). Restrictions on motor vehicle use that are applied consistently to everyone are not discriminatory.

3. See FSM 2353.27 for direction on accessibility of trails.

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7716 – DESIGNATIONS

7716.03 – Policy

1. Clearly identify designated roads, trails, and areas on a motor vehicle use map by vehicle class and, if appropriate, by time of year (36 CFR 212.56).
2. Document objectives for designated areas, including the intended uses and management constraints.
3. After a motor vehicle use map identifying designations is made available, motor vehicle use not in accordance with those designations is prohibited (36 CFR 261.13).
4. The use of motor vehicles on NFS roads is subject to State traffic laws where applicable, except when in conflict with designations or with the rules at 36 CFR Part 261.
5. The designation of an NFS road, an NFS trail, or an area on NFS lands for motor vehicle use does not establish that use as dominant or exclusive of non-motorized uses on the road or trail or in the area.
6. Designating NFS roads, NFS trails, and areas on NFS lands for motor vehicle use is an administrative process that implements travel management decisions (FSM 7715).
7. Until a motor vehicle use map identifying designations is published, existing travel management policies, designations, restrictions, and prohibitions remain in effect. Responsible

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officials may continue to issue travel management orders and impose temporary, emergency closures based on a determination of considerable adverse effects (36 CFR 212.52(b)(2)).

7716.1 – Content of Designations

1. A designation for a road or trail includes all terminal facilities, trailheads, parking lots, and turnouts associated with the designated road or trail. The designation also includes parking a motor vehicle so that all parts of the vehicle are within one vehicle length from the edge of the road surface when it is safe to do so and without causing damage to NFS resources or facilities.

2. Designations that include limited use of motor vehicles within a specified distance from certain forest roads and trails for dispersed camping or big game retrieval must specify the distance, the vehicle class, the time of year the use is permitted, if appropriate, and any other conditions on use.

7716.11 – Vehicle Class

1. Show designations by vehicle class on a motor vehicle use map using the following six categories:

- a. Road open only to highway-legal motor vehicles.
- b. Road open to all motor vehicles.
- c. Trail open to all motor vehicles.
- d. Trail open only to motor vehicles less than or equal to 50 inches in width.

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- e. Trail open only to motorcycles.
 - f. Special local designation.
2. The designation of an NFS road or NFS trail as open to all motor vehicles does not override prohibitions in 36 CFR 261.12, including those incorporating State motor vehicle size and weight limits, unless off-highway haul provisions are in effect (FSM 7731.03, para. 6).
 3. Designation of routes and areas for motor vehicle use under 36 CFR 212.51 does not override other motor vehicle restrictions established by order under 36 CFR Part 261, Subpart B. Examples of these restrictions include weight limits on bridges, speed limits, and limits on oversized vehicles.
 4. Designation of routes and areas for motor vehicle does not imply that they can conveniently and safely accommodate all uses encompassed by the designation. Designation does not invite or encourage use, but merely indicates that use is not prohibited under 36 CFR 261.13.

7716.12 – Time of Year

1. Designations allowing motor vehicle use only during certain times of year must be expressed in terms of the time of year in which use is allowed, such as, “The road is open to all motor vehicle use from June 1 through December 15.”
2. To the extent practicable, employ the same seasonal designation for nearby designated roads, trails, and areas.

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3. A seasonal designation for a road, trail, or area must be included on the applicable motor vehicle use map.

4. Seasonal designations may be based upon snow conditions or other similar characteristics, such as, “The road is open to motor vehicles unless snow is present on the road surface,” as long as the condition is clear and enforceable.

5. Seasonal road and trail management based on unpredictable local conditions such as heavy rain or snowfall, fire danger, or flooding should be handled through short-term orders, physical barriers, or signing, rather than seasonal designations on the motor vehicle use map.

7716.13 – Big Game Retrieval and Dispersed Camping

When authorizing the limited use of motor vehicles within a specified distance of certain NFS roads and NFS trails, and if appropriate within specified time periods, solely for the purposes of dispersed camping or big game retrieval, the vehicle class and time of year specified do not need to be the same as those specified for the route.

7716.2 – Exemptions

The following are exempted from designations (36 CFR 212.51(a)):

1. Aircraft. The intent of this exemption is to exempt aircraft when taking off and landing on airstrips, lakes, heliports, or other appropriate locations.

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2. Watercraft. The intent of this exemption is to exempt watercraft, including amphibious vehicles, when floating in water but not while any wheels or tracks are in contact with the ground or stream or lake bottom.
3. Over-snow vehicles. The definition of “over-snow vehicle” only includes such vehicles while in use over snow or ice. FSM 7718 contains direction for regulating over-snow vehicle use on NFS roads, on NFS trails, and in areas on NFS lands.
4. Limited administrative use by the Forest Service. Administrative use of roads, trails, and areas not designated for motor vehicle use should be limited to what is required for administration and protection of NFS lands.
5. Use of any fire, military, emergency, or law enforcement vehicle for emergency purposes. Appropriate use of emergency vehicles for non-emergency purposes should be authorized by written authorization under exemption 8 below.
6. Authorized use of any combat or combat support vehicle for national defense purposes.
7. Law enforcement response to violations of law, including pursuit.
8. Motor vehicle use that is specifically authorized under a written authorization issued under Federal law or regulations. Examples of a written authorization include contracts, easements, and permits. The authorization must establish conditions for motor vehicle use, including vehicle class, time of year, and location.

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7716.21 – Existing Authorizations

Before publication of the initial motor vehicle use map, the responsible official should review existing written authorizations to ensure that they include specific provisions for motor vehicle uses appropriate within the scope of the authorizations.

7716.22 – Use of Public Roads

Where a State, county, or local public road authority holds a legally documented right-of-way:

1. These roads or trails are not NFS roads or NFS trails (36 CFR 212.1), may not be designated for motor vehicle use (36 CFR 212.51), and are exempted from the prohibition on motor vehicle use (36 CFR 261.13).
2. That public road authority determines the vehicle classes that may use these routes and the times of year of the use.
3. Responsible officials may provide for limited motor vehicle use for dispersed camping or big game retrieval on NFS lands adjacent to forest roads, including State and county roads that are not subject to designation.

7716.3 – Areas

1. Area designations must specify the vehicle class and, if appropriate, the time of year motor vehicle use is allowed.
2. Areas boundaries should be clearly displayed on a motor vehicle use map and easily located on the ground. Area boundaries should be posted if ambiguous.

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7716.4 – Identification of Designated Roads, Trails, and Areas

7716.41 – Motor Vehicle Use Map

Identify all designated roads, trails, and areas for an administrative unit or a Ranger District on a motor vehicle use map (FSM 7711.3). This motor vehicle use map must meet national requirements specified by the Director, Engineering Staff, Washington Office.

7716.42 – Signs

1. Only the motor vehicle use map is required to implement and enforce designations under 36 CFR 212.51 and 36 CFR 261.13. However, units should post route and area identification signs as soon as practicable on routes and areas designated for motor vehicle use.
2. Signs must comply with applicable Forest Service guidelines (FSM 7160 and EM 7100-15).
3. Route identification markers should be clearly posted on all designated routes and must correspond to those shown on the applicable motor vehicle use map.
4. Units may use informational, directional, and travel management signs to enhance the public's recreational experience.

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7716.5 – Travel Management Orders

7716.51 – Temporary Emergency Closures

1. If the responsible official determines that motor vehicle use on an NFS road, an NFS trail, or in an area on NFS lands is directly causing or will directly cause considerable adverse effects on public safety, soil, vegetation, wildlife habitat, or cultural resources associated with that road, trail, or area, the responsible official shall immediately close that road, trail, or area to motor vehicle use (36 CFR 212.52(b)(2)).

2. Temporary, emergency closures must remain in effect until the responsible official determines that:

a. The adverse effects have been mitigated (that is, reduced to the point where they are not considerable adverse effects) or eliminated; and

b. Measures have been implemented to prevent future recurrence (36 CFR 212.52(b)(2)).

7716.52 – Existing Orders

1. Prior to publishing the initial motor vehicle use map, review applicable orders issued under 36 CFR Part 261, Subpart B, associated with motor vehicle use. When orders duplicate or conflict with a designation, revise or rescind the orders concurrently with issuance of the map (FSM 7709.59, sec. 23).

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2. No further analysis beyond what was required for a designation is needed to revise or rescind orders when the objective is to make them consistent with a designation.

7716.53 – New Orders

1. Do not include restrictions in orders that duplicate or conflict with the prohibition on motor vehicle use at 36 CFR 261.13 where motor vehicle use maps have been completed.

2. Orders continue to be a tool for regulating uses not addressed through designation of roads, trails, and areas for motor vehicle use (36 CFR 212.51). For example:

a. Orders may be needed to close roads and trails that are designated for motor vehicle use during and after natural disasters, such as fire, flood, or other emergencies.

b. Orders may be needed to close designated roads and trails that are under construction or being maintained, or are being affected by commercial or other activities that make them unsafe for general public use.

c. Orders may be needed to effect temporary emergency closures under FSM 7716.51 (36 CFR 212.52(b)(2)).

d. Orders may be needed to address short-term conditions rendering designated routes unsafe or unavailable, such as wet weather, snowfall, or flooding.

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3. Follow the direction in FSM 7731.15 and FSH 2309.18 and 5309.11, chapter 30 when issuing travel management orders.

7716.54 – Enforcement

1. Use the motor vehicle use map as the primary tool to enforce restrictions and prohibitions established under 36 CFR 212.51.
2. When the class of motor vehicle is defined by width (FSM 7716.11, para. 1d), measure the width at the widest point of the vehicle.
3. Avoid designations by vehicle class that are too vague or complex to be enforced (FSM 7716.11, para. 1f).
4. When enforcing designations of limited motor vehicle use for dispersed camping or game retrieval within a specified distance of certain forest roads and trails, measure horizontal distance perpendicular to the centerline of the route.

7717 – MONITORING AND REVISION OF DESIGNATIONS

7717.1 – Monitoring of Motor Vehicle Use

1. For each administrative unit, the responsible official shall monitor the effects of motor vehicle use (36 CFR 212.57).

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2. After publication of a motor vehicle use map, motor vehicle use is allowed only on designated roads, trails, and areas. No further travel analysis is required to decommission unauthorized routes, including additional routes discovered through monitoring.

7717.2 – Revision of Designations

1. Revise designations as needed to meet changing conditions (36 CFR 212.54).

Revisions to designations, including revisions to vehicle class and time of year, must be made in accordance with FSM 7712, 7715, and 7716. The scope and intensity of public involvement and environmental analysis should be proportionate to the scope of the proposed changes and their potential environmental impacts. A change of a few days in the designated season of use would not ordinarily require extensive public comment or analysis.

2. When a designated route is temporarily closed for more than 1 year, update the motor vehicle use map to reflect the closure. When the route is reopened, update the motor vehicle use map to reflect the reopening. No additional analysis is required to support these temporary changes, which do not affect the underlying designation.

7718 – OVER-SNOW VEHICLE USE

7718.1 – Regulation of Over-Snow Vehicle Use

1. Over-snow vehicle use may be restricted or prohibited on NFS roads, on NFS trails, and in areas on NFS lands (36 CFR 212.81). Responsible officials also have the discretion to allow over-snow vehicle use without restrictions or prohibitions.

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2. Existing decisions allowing, restricting, or prohibiting over-snow vehicle use may remain in effect.
3. Travel analysis may be used when planning for over-snow vehicle use (FSM 7712 and FSH 7709.55).
4. The requirements governing designations in 36 CFR 212.52 through 212.57 apply to establishment of restrictions or prohibitions on over-snow vehicle use under 36 CFR Part 212, Subpart C.
5. Wheeled vehicles are not over-snow vehicles, even when operating over snow (36 CFR 212.1). The use of wheeled vehicles over snow is governed by 36 CFR 212.51 and FSM 7715, 7716, and 7718. If the responsible official intends to allow wheeled vehicles to operate over snow on an NFS road, an NFS trail, or in an area on NFS lands, that use must be designated and shown on a motor vehicle use map.

7718.2 – Implementation of Restrictions and Prohibitions on Over-Snow Vehicle Use

1. Units may specify the minimum required snow depth as part of any restrictions or prohibitions on over-snow vehicle use.
2. Units may impose restrictions and prohibitions on over-snow vehicle use by vehicle class and, where appropriate, by time of year.

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4. Units should develop or revise TMOs and RMOs to reflect any restrictions or prohibitions on over-snow vehicle use.

5. In addition to the criteria in E.O. 11644 and 36 CFR 212.55, units should consider, when evaluating over-snow vehicle use on NFS roads:

- a. The need for and location of parking areas for winter recreation.
- b. Other intended uses, such as winter logging or access to private lands.

6. Decisions to change current travel management direction by authorizing use of over-snow vehicles on NFS roads that are designated as open to highway-legal vehicles for the same time period must be informed by engineering analysis. Follow the direction in FSH 7709.55, chapter 30.

7. Do not duplicate the prohibition on over-snow vehicle use (36 CFR 261.14) in issuance of closure orders under 36 CFR Part 261, Subpart B.

7718.3 – Exemptions

The following uses are exempted from restrictions and prohibitions on over-snow vehicle use established under 36 CFR Part 212, Subpart C (36 CFR 212.81(b)):

1. Limited administrative use by the Forest Service. Administrative use of roads, trails, and areas where over-snow vehicles are restricted or prohibited should be limited to what is required for administration and protection of NFS lands.

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2. Use of any fire, military, emergency, or law enforcement vehicle for emergency purposes. Issue permits or other written authorizations to authorize use of emergency vehicles for non-emergency purposes.
3. Authorized use of any combat or combat support vehicle for national defense purposes.
4. Law enforcement response to violations of law, including pursuit.
5. Over-snow vehicle use that is specifically authorized under a written authorization issued under Federal law or regulations. Examples of a written authorization include contracts, easements, and permits. The authorization must establish conditions for over-snow vehicle use, including, if appropriate, vehicle class, time of year, and provisions for cross-country travel.
6. Use of a road or trail that is authorized by a legally documented right-of-way held by a State, county, or other local public road authority. Roads or trails for which a State, county, or local public road authority holds a legally documented right-of-way are not NFS roads or NFS trails (36 CFR 212.1). Use of these roads and trails is exempted from restrictions and prohibitions on over-snow vehicle use established under 36 CFR 212.81.

7718.4 – Over-Snow Vehicle Use Map

1. An over-snow vehicle use map is necessary if the responsible official restricts or prohibits over-snow vehicle use under 36 CFR 212.81.

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2. Identify restrictions or prohibitions on over-snow vehicle use on the over-snow vehicle use map. Over-snow vehicle use other than in accordance with these restrictions or prohibitions is prohibited (36 CFR 261.14).
3. The over-snow vehicle use map may identify routes and areas where over-snow vehicle use is allowed and may show that over-snow vehicle use off the identified routes and outside the identified areas is prohibited.
4. Alternatively, the over-snow vehicle use map may identify routes and areas where over-snow vehicle use is prohibited and may show that over-snow vehicle use is allowed everywhere else.
5. An over-snow vehicle use map must be available to the public at the headquarters of the applicable administrative unit or Ranger District, as well as electronically.
6. Update and reissue an over-snow vehicle use map to the extent necessary to reflect revisions to restrictions and prohibitions on over-snow vehicle use.
7. When developing an over-snow vehicle use map, to the extent practicable, use the national requirements for the motor vehicle use map.
8. Include an over-snow vehicle use map in the corresponding travel management atlas.
9. The prohibition in 36 CFR 261.14 goes into effect upon publication of an over-snow vehicle use map.

WO AMENDMENT
EFFECTIVE DATE:
DURATION: This amendment is effective until superseded or removed.

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7719 – AIRFIELDS [RESERVED]

Proposed