



FOREST SERVICE MANUAL

WASHINGTON, DC

FSM 7700 - TRAVEL MANAGEMENT

CHAPTER 7700 - ZERO CODE

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New Document(s):	7700_zero_code	22 Pages
Superseded Document(s): (Last amendment was 7700-2001-1 to FSM 7700.)	7700 Zero Code (amendment 7700-2001-1)	18 Pages

Digest:

7700 – Changes the series title from “Transportation System” to “Travel Management.” Revises policy to be consistent with 36 CFR Part 212, and enumerates the authority, objectives, policy, responsibility, and definitions for management of motor vehicle use on National Forest System (NFS) lands.

7701.1 – Removes “Coordination with Forest Planning,” renumbers subsequent paragraphs, changes caption title to “Revegetation,” and retains references.

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Digest Continued:

7701.2 – Changes caption to “Travel Management,” and updates references to 36 CFR Part 212.

7701.3 – Changes caption to “Cooperation and Coordination,” and retains references.

7701.4 – Changes caption to “Executive Orders,” and adds 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.

7701.5 – Changes caption to “Agency Directives,” and adds references to policy on road and trail planning, operation and maintenance, and law enforcement.

7702 – Revises objectives to integrate management of motor vehicle use on NFS roads, on NFS trails, and in areas on NFS lands with management of the forest transportation system. Adds objectives to provide recreational experiences, designate those roads, trails, and areas open to motor vehicle use, provide for appropriate regulation of use of over-snow vehicles on NFS lands, and make appropriate use of transit and intermodal transportation systems.

7703 – Updates policy to encompass management of motor vehicle use on NFS trails and areas on NFS lands, in addition to road system management, as reflected in 36 CFR Part 212.

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Digest Continued:

7703.1 – Changes caption to “Travel Management,” recodes previous direction as FSM 7703.12, adds FSM sections 7703.11 through 7703.15, and establishes policy for implementing 36 CFR Part 212.

7703.11 – Adds section entitled “General Considerations in Designating Roads, Trails, and Areas.” Establishes general requirements for responsible officials when designating routes and areas for motor vehicle use in accordance with 36 CFR Part 212, Subpart B. Requires travel analysis, public involvement, and identification of designated routes and areas on a motor vehicle use map. Until designation is complete, existing travel management policies remain in effect.

7703.12 – Recodes direction on “Road Management” from FSM 7703.1 to FSM 7703.12. Establishes requirement to use travel analysis to identify the minimum road system and to inform road management decisions.

7703.13 – Adds section entitled “Trail Management.” Establishes requirement to use travel analysis to inform trail management decisions.

7703.14 – Adds section entitled “Area Management.” Establishes policy to guide designation of areas on NFS lands for motor vehicle use, and requires the use of travel analysis.

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7703.15 – Adds section entitled “Intermodal Transportation.” Establishes policy to consider opportunities for transit and other intermodal methods of transportation and to encourage public transit authorities to provide services on NFS lands.

7703.2 – Revises the section entitled “Management Opportunities” to reflect the regulatory changes in 36 CFR Part 212, adds FSM 7703.21 through 7703.26, recodes previous direction from FSM 7703.2 to FSM 7703.24, 7703.25, and 7703.26, and updates management opportunities to be consistent with 36 CFR 212.1.

7703.21 – Adds section entitled “Designating Roads, Trails and Areas.” Requires a complete and accurate inventory of NFS routes. A complete inventory of user-created routes is not necessary. Establishes policy for considering user-created routes as additions to the forest transportation system and for the use of travel analysis to inform travel management decisions.

7703.22 – Adds section entitled “Motor Vehicle Use Off Designated Roads and Trails and Outside Designated Areas.” Establishes policy for management of cross-country motor vehicle use on NFS lands.

7703.23 – Adds section entitled “Use By Over-Snow Vehicles and Non-Motorized Use.” Establishes policy for use of NFS lands by over-snow vehicles and non-motorized modes of transportation.

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7703.24 – Adds section entitled “Maintaining and Reconstructing Roads.” Recodes policy formerly in FSM 7703.2, paragraph 1, to this section. Adds direction for categories of NFS roads that are not open to motor vehicle use, including intermittent-service, single-purpose, and private roads.

7703.25 – Adds section entitled “Decommissioning Roads.” Recodes policy formerly in FSM 7703.2, paragraph 2, to this section. Changes the term “roads analysis process” that is used to identify unneeded roads to “travel analysis,” and references policy in FSM 7734.

7703.26 – Adds section entitled “Adding Roads.” Recodes policy formerly in FSM 7703.2, paragraph 3, to this section, and replaces references to “roads analysis” with “travel analysis.”

7703.3 – Changes the caption to “Jurisdiction over Forest Transportation Facilities.” Updates terminology to match definitions in 36 CFR 212.1 and expands language to encompass jurisdiction over trails as well as roads and to recognize that jurisdiction may be complex.

7703.4 – Makes minor changes in wording to improve clarity. Corrects cross-reference to FSH 1509.11, section 23.

7703.5 – Changes the caption to “Agreements for Road Operation and Maintenance,” and adds a cross-reference to FSM 2353.16.

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7704 – Updates agency responsibilities to reflect regulatory changes in 36 CFR Part 212 and to provide clear delegations of authority.

7704.1 – Changes caption to “Deputy Chief for the National Forest System” and adds responsibility for travel management.

7704.2 – Changes caption to “Director of Engineering, Washington Office.”

7704.3 – Adds section entitled “Director of Recreation and Heritage Resources, Washington Office,” describes the responsibilities of the Director of Recreation and Heritage Resources, and renumbers subsequent sections.

7704.4 – Adds section entitled “Director of Law Enforcement and Investigations, Washington Office,” describes the responsibilities of the Director of Law Enforcement and Investigations, and renumbers subsequent sections.

7704.5 – Recodes FSM 7704.3 to FSM 7704.5. Adds responsibility for coordination of travel analysis and planning. Removes responsibility for maintaining transportation system data, which is now delegated to Forest Supervisors. Broadens responsibility for monitoring to encompass motor vehicle use in general.

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7704.6 – Adds section entitled “Director of Engineering, Regional Office,” adds responsibilities for designating qualified engineers, and renumbers subsequent sections.

7704.7 – Recodes FSM 7704.4 to FSM 7704.7. Adds responsibilities for Forest Supervisors associated with implementing travel management regulations in 36 CFR Part 212. Requires the Forest Supervisor to designate those roads, trails, and areas open to motor vehicle use, to maintain current transportation system data, and to monitor motor vehicle use.

7705 – Removes definitions for “classified roads,” “forest roads,” “new road construction,” “road improvements,” “road realignment,” “road reconstruction,” “temporary roads,” “traffic service level,” “transportation facility jurisdiction,” and “unclassified roads.”

7705 – Adds definitions for “administrative unit,” “all-terrain vehicle,” “area,” “arterial road,” “collector road,” “designated road, trail or area,” “engineering analysis,” “engineering judgment,” “engineering report,” “forest road or trail,” “forest transportation atlas,” “forest transportation system,” “highway-legal vehicle,” “jurisdiction over a forest transportation facility,” “local road,” “motor vehicle,” “motor vehicle use map,” “motorcycle,” “motorized mixed use,” “National Forest System trail,” “non-highway-legal vehicle,” “off-highway vehicle,” “over-snow vehicle,” “private road,” “qualified engineer,” “road construction or reconstruction,” “route,” “temporary road or trail,” “terminal facility,” “trail,” “travel management atlas,” and “unauthorized road or trail.”

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7705 – Revises definitions for “forest transportation facility,” “forest transportation system management,” “National Forest System road,” “public road,” “road,” “road decommissioning,” “road maintenance,” and “road subject to the Highway Safety Act.”

7705 – Revises FSM 7705, Exhibit 01. Changes the caption to “Travel Management Terminology,” and updates the exhibit to reflect changes in terminology and definitions.

7709.5 – Changes caption to “Service-Wide Handbooks.”

7709.55 – Changes caption from “Transportation Planning Handbook” to “Travel Planning Handbook.” Modifies description of the Handbook to reflect its new content.

7709.59 – Changes caption from “Transportation System Operations Handbook” to “Road System Operations Handbook.”

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This chapter enumerates the authority, objectives, policy, responsibility, and definitions for planning, construction, reconstruction, operation, and maintenance of forest transportation facilities and for management of motor vehicle use on NFS lands.

7701 – AUTHORITY

7701.1 – Revegetation

National Forest Management Act of 1976 (16 U.S.C. 1608). Directs that roads be designed to standards appropriate for their intended uses, and requires revegetation of temporary roads authorized under a contract, permit, lease, or other written authorization within 10 years of termination of the written authorization.

7701.2 – Travel Management

1. National Forest Roads and Trails Act of October 13, 1964, as amended (16 U.S.C. 532-538). Authorizes road and trail systems for the National Forests. Authorizes granting of easements across NFS lands, construction and financing of maximum economy roads (FSM 7705), and imposition of requirements on road users for maintaining and reconstructing roads, including cooperative deposits for that work.

2. Highway Safety Act of 1966 (23 U.S.C. 402). Authorizes State and local governments and participating Federal agencies to identify and survey accident locations; to design, construct, and maintain roads in accordance with safety standards; to apply sound traffic control principles and standards; and to promote pedestrian safety.

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3. National Trails System Act of October 2, 1968 (16 U.S.C. 1241-1249). Establishes the National Trails System and authorizes planning, right-of-way acquisition, and construction of trails established by Congress or the Secretary of Agriculture.

4. Title 36, Code of Federal Regulations, Part 212, Subparts A, B, and C (36 CFR Part 212, Subparts A, B, and C). Subpart A 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 requires a roads analysis to identify the minimum road system and 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 by over-snow vehicles on NFS roads, on NFS trails, and in areas on NFS lands.

5. Title 36, Code of Federal Regulations, Part 261, Subpart A (36 CFR Part 261, Subpart A). These regulations establish prohibitions on use of NFS lands, including prohibitions on possession and operation of motor vehicles on NFS roads, on NFS trails, and in areas on NFS lands.

6. Federal Aid Highway Act of 1968, as amended (23 U.S.C. 109(a) and (h), 144, 151, 319, and 351). Establishes the National Bridge Inspection Standards (23 CFR Part 650, Subpart C) and the requirement that each State have a current inventory of bridges on all public roads, including NFS roads open to public travel (FSM 1535.11).

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7. Surface Transportation Assistance Act of 1978, as amended (23 U.S.C. 101a, 201-205). Supersedes the Forest Highway Act of 1958. Authorizes appropriations for forest highways and public lands highways. Establishes criteria for forest highways; defines forest roads, forest development roads and forest development trails (referred to as “NFS roads” and “NFS trails” in Forest Service regulations and directives); and limits the size of projects performed by Forest Service employees on forest roads. Establishes the Federal Lands Highway Program.

8. Annual Department of the Interior and Related Agencies Appropriations Act. Appropriates funds for the Forest Service’s road and trail programs.

9. Title 23, Code of Federal Regulations, Part 650, Subpart C (23 CFR Part 650, Subpart C). These regulations promulgated by the Federal Highway Administration establish national bridge design specifications and guidance and bridge inspection standards and apply to bridges on NFS roads per FSM 7722 and 7736 and FSH 7709.56.

10. Title 36, Code of Federal Regulations, Part 223 (36 CFR Part 223). These regulations govern road construction related to Forest Service timber sale appraisals and contracts.

11. Title 36, Code of Federal Regulations, Part 228 (36 CFR Part 228). These regulations establish access requirements for mining claims.

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12. Title 23, Code of Federal Regulations, Part 668, Subpart B (23 CFR Part 668, Subpart B). These regulations promulgated by the Federal Highway Administration set forth procedures for the Emergency Relief for Federally Owned Roads (ERFO) Program that apply to transportation facilities (FSM 7705) owned by Federal agencies.
13. Title 48, Code of Federal Regulations, Part 48 (48 CFR Part 48). These regulations promulgated by the Office of Federal Procurement Policy enumerate the requirements for value engineering clauses in construction contracts (FSH 6309.32, Part 4G48).
14. Memorandum of Understanding on Administration of the ERFO Program for Federal Roads Off the Federal Aid System. Establishes procedures for the Federal Highway Administration and the Forest Service to administer funding for emergency relief for Federally owned roads under the jurisdiction of the Forest Service (FSM 1535.12).
15. Memorandum of Understanding Between the Forest Service and the Bureau of Land Management on Rights-of-Way and Road Use. Includes provisions for granting temporary and long-term rights-of-way between the agencies. Provides for a license agreement to be issued to timber and mineral purchasers of one agency using roads under the jurisdiction of the other agency (FSM 1531.12f and 5465.1).
16. Memorandum of Understanding Between the Forest Service and the Federal Highway Administration. Provides guidance on the applicability of Title 49, United States Code, section 303 (49 U.S.C. 303) and Title 23, United States Code, section 138 (23 U.S.C. 138) to National Forest Scenic Byways (FSM 1535.14).

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17. Memorandum of Understanding Between the Forest Service and the Federal Highway Administration. Pursuant to section 1309 of the Transportation Equity Act for the 21st Century, provides guidance for a coordinated environmental review process between the two agencies to expedite Federal highway and transit projects.

7701.3 – Cooperation and Coordination

1. The Economy Act of 1932 (31 U.S.C. 1535). Allows the Forest Service to use the employees of other Federal agencies, including the Federal Highway Administration, to develop cost estimates, conduct surveys, prepare designs, and perform construction.

2. Section 5 of the Granger-Thye Act of April 24, 1950 (16 U.S.C. 572). Authorizes cooperation and assistance to public and private agencies, organizations, and persons in performing work on land situated within or near National Forests, including activities related to the transportation system (FSH 7709.59, sec. 20.11).

3. National Flood Insurance Act of 1968, as amended by the National Flood Insurance Reform Act of 1994 (42 U.S.C. 4001 *et seq.*). Establishes a unified program for national floodplain management.

7701.4 – Executive Orders

1. Executive Order 11988 (“Floodplain Management”), dated May 24, 1977, as amended by Executive Order 12148, July 20, 1979. Provides for a unified national program for floodplain management, including coverage by the Federal Flood Insurance Program.

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2. Executive Order 11990 (“Protection of Wetlands”), dated May 24, 1977. Provides national guidance on protection of wetlands.

3. 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.

7701.5 – Agency Directives

Direction on travel analysis, travel management decisions and designation of roads, trails, and areas for motor vehicle use resides in this chapter, FSM 7710, and FSH 7709.55. Direction on management and maintenance of NFS trails resides in FSM 2350 and FSH 2309.18, and direction on management and maintenance of roads resides in FSM 7730 and FSH 7709.59. Direction on law enforcement activities resides in FSM 5300 and FSH 5309.11.

7702 – OBJECTIVES

The objectives of managing the forest transportation system and motor vehicle use on NFS roads, on NFS trails, and in areas on NFS lands are:

1. To provide sustainable access in a fiscally responsible manner to NFS lands for administration, protection, utilization, and enjoyment of NFS lands and resources consistent with the applicable land management plan.

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2. To manage the forest transportation system and motorized use on NFS roads, on NFS trails, and in areas on NFS lands within the environmental capabilities of the land.
3. To provide a wide range of recreational experiences for National Forest visitors and to minimize conflicts among uses of NFS lands.
4. To manage the forest transportation system to address user safety and convenience and efficiency of operations in an environmentally responsible manner and, where needed, to restore ecosystems along NFS roads and NFS trails within the limits of current and anticipated funding levels.
5. To coordinate travel planning and analysis on NFS lands with national, regional, State, local, and tribal government transportation needs and to allow the public to participate in the designation of NFS roads, NFS trails, and areas on NFS lands for motor vehicle use.
6. To designate those NFS roads, NFS trails, and areas on NFS lands open to motor vehicle use.
7. To provide for regulation of use by over-snow vehicles on NFS roads, on NFS trails, and in areas on NFS lands.
8. To make appropriate use of transit and intermodal transportation systems when they best meet transportation needs to NFS destinations in a sustainable and environmentally acceptable manner.

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7703 – POLICY

1. Responsible officials shall provide a forest transportation system that best achieves the desired conditions identified in the applicable land management plan (FSM 1920).

2. In managing the forest transportation system, responsible officials shall coordinate with other Federal, State, county, and local public road authorities and tribal governments to:

a. Integrate transportation information.

b. Balance transportation facility investments and maintenance costs with current and future budgets to:

(1) Maintain the health of the land and water quality;

(2) Provide for user safety; and

(3) Provide public and administrative access.

3. The NFS road system should be the minimum necessary to achieve the above purposes. Responsible officials shall allow the public to participate in the designation of NFS roads, NFS trails, and areas on NFS lands for motor vehicle use.

7703.1 – Travel Management

7703.11 – General Considerations In Designating Roads, Trails, and Areas

In accordance with 36 CFR Part 212, Subpart B, when designating NFS roads, NFS trails, and areas on NFS lands for motor vehicle use, responsible officials shall:

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1. Use travel analysis (FSM 7712) to consider the criteria in 36 CFR 212.55.
2. Provide for public involvement in the designation process to minimize conflicts among uses, enhance public enjoyment, and address other important values and uses of NFS lands.
3. Clearly identify on a motor vehicle use map those roads, trails, and areas that are designated for motor vehicle use by vehicle class (FSM 7716.11) and, if appropriate, by time of year (FSM 7711.3).
4. Until designation under 36 CFR Part 212, Subpart B, is complete on an administrative unit or Ranger District, existing travel management policies, restrictions, and orders governing that unit or District remain in effect. Responsible officials may continue to issue travel management orders pursuant to 36 CFR Part 261, Subpart B, and impose temporary, emergency closures based on a determination of considerable adverse effects pursuant to 36 CFR 212.52(b)(2).
5. Use the process governing designation of NFS roads, NFS trails, and areas on NFS lands in 36 CFR Part 212, Subpart B, when revising designations and establishing restrictions or prohibitions on the use of over-snow vehicles (36 CFR 212.81(c)).

7703.12 – Road Management

1. Use travel analysis (FSM 7712) to identify the minimum road system needed for safe and efficient travel and for administration, utilization, and protection of NFS lands.

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2. Address both access benefits and environmental costs of road-associated effects.
3. Give priority to reconstructing and maintaining needed roads and decommissioning unneeded roads, or, where appropriate, converting them to less costly and more environmentally beneficial uses.
4. Use travel analysis (FSM 7712) to ensure that road management decisions are based on consideration of environmental and associated impacts.
5. Construct new roads only where resource management objectives and benefits are clearly demonstrated and where long-term funding obligations have been carefully considered.

7703.13 – Trail Management

1. Manage trails designated for motor vehicle use consistent with direction in FSM 2350.
2. Use travel analysis (FSM 7712) to ensure that trail management decisions are based on consideration of environmental and associated impacts and to preserve areas of opportunity on each administrative unit for non-motorized recreational experiences.

7703.14 – Area Management

1. Use travel analysis (FSM 7712) to ensure that decisions to designate areas for motor vehicle use are based on consideration of environmental and associated impacts.

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2. Use restraint in designating areas on NFS lands for motor vehicle use. Areas are not intended to be large or numerous, and not all administrative units will find it necessary or desirable to designate areas.

3. Designate areas on NFS lands only when they have natural resource characteristics that are suitable for motor vehicle use, or are so significantly altered by past actions that motor vehicle use off designated roads and trails might be appropriate.

7703.15 – Intermodal Transportation

1. Utilize transit and other intermodal methods of transportation when they best meet land management plan desired conditions for transporting large numbers of people to NFS destinations within identified economic, resource, and environmental constraints.

2. Encourage public transit authorities to provide services on NFS lands.

7703.2 – Management Opportunities

Management opportunities may include roads, trails, and areas designated for motor vehicle use, as well as trails managed for a variety of non-motorized uses (such as hiking, horseback riding, and bicycling). The forest transportation system should provide access to NFS lands for both motorized and non-motorized uses in a manner that is socially, environmentally, and economically sustainable over the long term, enhances public enjoyment of NFS lands, and maintains other important values and uses.

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7703.21 – Designating Roads, Trails, and Areas

1. Travel Analysis. Travel analysis shall be based on a complete and accurate inventory of NFS roads, NFS trails, and designated areas within the area being analyzed. A complete inventory of user-created routes is not necessary.

2. User-Created Routes. On some NFS lands long managed as open to cross-country motor vehicle travel, repeated use has resulted in unplanned, user-created roads and trails. User-created routes generally developed without agency authorization, environmental analysis, or public involvement and do not have the same status as NFS roads and NFS trails included in the forest transportation system. Nevertheless, some user-created routes are well-sited, provide excellent opportunities for outdoor recreation by motorized and non-motorized users, and would enhance the system of designated routes and areas. Other user-created routes are poorly located and cause unacceptable impacts. Responsible officials should work with user groups and others to identify those user-created routes that should be considered for designation, based on the criteria in 36 CFR 212.55.

3. General Considerations

a. Opportunities to enhance the full spectrum of motorized and non-motorized recreation should be considered when designating roads, trails, and areas for motor vehicle use. Designation of a road, a trail, or an area does not establish motor vehicle use as dominant or exclusive of other uses. Rather, designation should result in an appropriate mix of recreational activities that minimizes conflicts among uses.

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- b. The availability of resources for maintenance and administration should be considered in managing the forest transportation system and in designating routes for motor vehicle use. Units should avoid adding routes to the system unless there is some provision for their maintenance. Grants, agreements, and volunteers may be used to extend Forest Service resources.
4. Designating Roads and Trails for Motor Vehicle Use. Travel management decisions must be informed by travel analysis (FSM 7712) conducted at an appropriate scale, as well as appropriate site-specific environmental analysis and public involvement. Travel management decisions include construction of NFS roads and NFS trails, acquisition of NFS roads and NFS trails through land purchases or exchanges, adding user-created routes to the forest transportation system, decommissioning NFS roads and NFS trails and converting unneeded NFS roads to NFS trails. See FSM 2350 for additional guidance on trail management and FSM 7730 for additional guidance on road management. See FSM 7715.2 for guidance on the scope and scale of travel management decisions.
5. Designating Areas for Motor Vehicle Use. Decisions to establish areas for motor vehicle use must be informed by travel analysis (FSM 7712) conducted at an appropriate scale, as well as appropriate site-specific environmental analysis and public involvement.

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7703.22 – Motor Vehicle Use Off Designated Roads and Trails and Outside

Designated Areas

1. Once designation is complete on an administrative unit or Ranger District and designated routes and areas are identified on a motor vehicle use map, motor vehicle use off the designated system or inconsistent with the designations is prohibited by 36 CFR 261.13. See 36 CFR 261.13 and FSM 7716.2 for vehicles and uses exempted from this prohibition. Use of over-snow vehicles is addressed in FSM 7703.23.

2. Designation of roads and trails may include the limited use of motor vehicles within a specified distance of certain forest roads and trails solely for the purposes of big game retrieval or dispersed camping. Responsible officials should apply this provision sparingly, after conducting travel analysis and appropriate site-specific environmental analysis and public involvement.

3. Motor vehicle use off designated roads, trails, and areas may be authorized by a special use permit. This option may be particularly desirable when motor vehicle use off the designated system is associated with a single event or other authorized uses (such as grazing, vegetation management, and hazardous fuels reduction).

7703.23 – Use By Over-Snow Vehicles and Non-Motorized Use

1. Administrative units and Ranger Districts may allow, restrict, or prohibit use by over-snow vehicles on NFS roads, on NFS trails, and in areas on NFS lands (36 CFR 212.81). If the

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responsible official proposes restrictions or prohibitions on use by over-snow vehicles under 36 CFR 212.81, the requirements governing designation of NFS roads, NFS trails, and areas on NFS lands in 36 CFR 212.52 through 212.57 shall apply to establishment of those restrictions and prohibitions. In addition, the responsible official shall recognize the provisions concerning rights of access in Sections 811(b) and 1110(a) of the Alaska National Interest Lands Conservation Act (16 U.S.C. 3131(b) and 3170(a), respectively). Possession or use of an over-snow vehicle on NFS lands in violation of a restriction or prohibition established pursuant to 36 CFR 212.81 is prohibited (36 CFR 261.14).

2. When long-term restrictions and prohibitions are established under 36 CFR Part 212, Subpart C, units should identify those restrictions and prohibitions on an over-snow vehicle use map published separately from a motor vehicle use map, after appropriate public involvement and environmental analysis.

3. Some units also may find it necessary to restrict use (through issuance of an order under 36 CFR Part 261, Subpart B) by bicyclists, equestrians, pedestrians, or other non-motorized modes of travel in certain locations and times of year. When long-term restrictions and prohibitions are established (as opposed to temporary, emergency closures), units should clearly identify those restrictions on appropriate maps published separately from the motor vehicle use map, after appropriate public involvement and environmental analysis.

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7703.24 – Maintaining and Reconstructing Roads

1. Emphasize maintenance and reconstruction of NFS roads to meet road management objectives (FSM 7714).
2. Give priority to maintaining and reconstructing the most heavily used roads to provide safe and efficient travel and to reduce adverse environmental impacts. Do not maintain user-created roads. After an administrative unit or Ranger District has completed route and area designation, unauthorized roads and trails are closed to motor vehicle use and may be decommissioned as funding permits. Temporary roads are maintained as provided in the contract, permit, lease, or other written authorization for those roads and must be decommissioned at the conclusion of the authorized activity.
3. Access needs for utilization and administration of NFS lands and resources may sometimes result in establishment of NFS roads that are part of the forest transportation system but are not designated for motor vehicle use by the general public, and therefore are not shown on a motor vehicle use map.
4. Intermittent-service roads may provide access for Forest Service administration of NFS lands or for motor vehicles authorized by contract, permit, or under other written authorization. These roads should continue to be managed, maintained, and operated consistent with the applicable land management plan and applicable road management objectives.

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5. Access needed to private property or developments on or near NFS lands also may result in establishment of public or private roads that cross NFS lands but are not necessary for the protection, administration, and utilization of the NFS and therefore are not forest roads or NFS roads. Like forest roads authorized by a legally documented right-of-way held by a State, county, or local public road authority, these roads should be maintained by the holder of the right-of-way. Do not maintain roads other than NFS roads, and maintain NFS roads only to the standard necessary for administration and utilization of NFS lands.

7703.25 – Decommissioning Roads

1. Use travel analysis (FSM 7712) to identify roads no longer needed for the use and management of NFS lands and roads that can be converted to trails; to identify restoration needs; and to establish decommissioning priorities. Unauthorized roads, temporary roads, and any NFS roads no longer needed for the use and management of NFS lands should be decommissioned. Do not designate temporary roads or unneeded roads for motor vehicle use, and do not show unneeded roads on a motor vehicle use map.

2. See FSM 7734 for further direction regarding decommissioning roads.

7703.26 – Adding Roads

1. Consistent with FSM 7703.12, paragraph 5, decisions to add roads to the forest transportation system are appropriate only where the resource management objectives, environmental impacts, and benefits have been carefully considered and documented.

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2. Decisions to add roads to the forest transportation system must be informed by travel analysis (FSM 7712) conducted at an appropriate scale, as well as appropriate site-specific environmental analysis and public involvement. Desired conditions are described in the applicable land management plan (FSM 1920). Consider values impacted by new NFS roads, including utilization, protection, and administration of NFS lands; public health and safety; and valid existing rights. Consideration must be given to long-term road funding opportunities and obligations. In examining the environmental impacts of new roads, consider:

- a. Effects on associated ecosystems;
- b. Introduction of invasive species; and
- c. Effects on threatened and endangered species and areas with significant biodiversity, cultural resources, fish and wildlife habitat, water quality, and visual quality.

3. Decisions to add roads to the forest transportation system may involve constructing NFS roads, acquiring NFS roads through land purchases or exchanges, and adding user-created roads to the forest transportation system.

7703.3 – Jurisdiction Over Forest Transportation Facilities

1. Documentation of Jurisdiction Over Forest Transportation Facilities. Determine jurisdiction over all forest transportation facilities. Maintain current Forest Service jurisdictional records in the landownership records (FSM 5490) and the forest transportation atlas (FSM 7711.2).

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2. Transfer of Jurisdiction Over a Forest Transportation Facility. Wherever possible, transfer jurisdiction over an NFS road and associated forest transportation facilities (FSM 7705) to the appropriate public road authority when the road meets any of the following criteria:

- a. More than half the traffic on the road is not related to administration and use of NFS lands.
- b. The road is necessary for mail, school, or other essential local governmental purposes.
- c. The road serves yearlong residents within or adjacent to NFS lands.

Obtain jurisdiction over roads and trails where Forest Service control is necessary for adequate management of the forest transportation system.

3. Roads and Trails Under Forest Service Jurisdiction. The Forest Service has jurisdiction over the following roads and trails:

- a. Roads and trails constructed on NFS lands or on acquired easements that are needed for National Forest purposes.
- b. Roads and trails obtained through construction and use agreements (FSM 2732 and 5467).
- c. Roads and trails constructed under a special use authorization (FSM 2733.15 and FSH 2709.12).

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- d. Roads and trails existing or constructed prior to the reservation of lands from the public domain that have never been managed as part of the transportation system of a State, county, or local public road authority.
 - e. Roads and trails constructed prior to the reservation of lands from the public domain that have been managed as part of the transportation system of a State, county, or local public road authority, but for which the rights of the public road authority have terminated or been transferred to the United States.
 - f. Unauthorized roads and trails constructed or created on NFS lands.
4. Roads and Trails Under the Jurisdiction of Other Parties. The following roads and trails are under the jurisdiction of other parties. Depending on the circumstances, the Forest Service may also share some level of jurisdiction. However, the following roads and trails are not subject to designation under 36 CFR Part 212:
- a. Roads existing or constructed prior to the reservation of lands from the public domain that are authorized by a legally documented right-of-way held by a Federal, State, county, or local public road authority.
 - b. Roads and trails for which legally documented rights-of-way were reserved or outstanding on acquired lands before title passed to the United States, except to the extent that the Forest Service has acquired the right to regulate uses on these rights-of-way.

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- c. Roads and trails for which the Forest Service has granted a legally documented right-of-way to a Federal, State, county, or local public road authority (FSM 2732).

7703.4 – Common Transportation Interests With Local Public Road Authorities and Other Landowners

1. Establish priorities, based on land management planning and travel analysis, for acquiring easements or other property interests and rights-of-way over non-Federal transportation facilities.
2. Cooperate with intermingled and adjacent landowners to plan, develop, and operate transit and transportation facilities serving the interests of all affected parties.
3. Encourage local public road authorities to bear a proportionate share of reconstruction and maintenance costs of transportation facilities over which the Forest Service does not exercise jurisdiction when the local public road authorities are unable or lack the authority to accept full responsibility. Use forest road agreements (FSH 1509.11, sec. 23) to implement these cost-sharing arrangements. Note that forest road agreements do not change jurisdiction over a forest transportation facility.

7703.5 – Agreements for Road Operation and Maintenance

Recover costs of road reconstruction and maintenance from commercial haulers commensurate with their use. Establish priorities for acquiring and exchanging rights-of-way and provide for sharing road construction and maintenance costs with cooperating parties. See FSM 2353.16,

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7731.3, and 7732.2 for additional direction on agreements for operation and maintenance of the forest transportation system.

7704 – RESPONSIBILITY

7704.1 – Deputy Chief for the National Forest System

It is the responsibility of the Deputy Chief for the National Forest System to:

1. Develop and establish priorities for recreation and transportation programs.
2. Recommend laws and regulations relating to the forest transportation system and travel management.
3. Establish national information requirements relating to the forest transportation system.

7704.2 – Director of Engineering, Washington Office

It is the responsibility of the Director of Engineering, Washington Office, to:

1. Develop, issue, review, and monitor policy, functional standards, technical guidelines, specifications, and other requirements for planning, developing, operating, and maintaining transit systems and transportation facilities.
2. Direct, coordinate, and approve Service-wide transportation studies.
3. Maintain liaisons with other agencies and organizations in transportation matters.

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4. Identify and transfer appropriate transportation technology.

7704.3 – Director of Recreation and Heritage Resources, Washington Office

It is the responsibility of the Director of Recreation and Heritage Resources, Washington Office, to:

1. Develop, issue, review, and monitor policy, functional standards, technical guidelines, specifications, and other requirements for motorized and non-motorized recreation.
2. Maintain liaisons with other agencies and user groups in recreation matters.

7704.4 – Director of Law Enforcement and Investigations, Washington Office

It is the responsibility of the Director of Law Enforcement and Investigations, Washington Office, to coordinate with NFS line officers to ensure that law enforcement responsibilities are met (FSM 5304).

7704.5 – Regional Foresters

It is the responsibility of Regional Foresters to:

1. Provide direction, consultation, assistance, technology transfer, and training to administrative units in their Region for all phases of travel management, travel analysis, and route and area designation.
2. Provide direction, consultation, assistance, technology transfer, and training to administrative units in their Region for all phases of planning, development, operation, and maintenance of transit and transportation facilities in their Region.

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3. Develop and maintain effective working relationships regarding transportation matters with organizations, tribal governments, and public road authorities and coordinate regional transportation programs and activities.

4. Enter into cooperative agreements and memoranda of understanding with other Federal agencies, States, counties, other local governmental entities, and tribal governments for cooperative planning, development, maintenance, and operation of forest transportation facilities.

5. Ensure that adequate levels of recreation management and engineering skills exist on the staff of the National Forests in their Region (FSM 7702).

6. Develop and implement cost-effective programs for travel analysis and planning, development, operation, and maintenance of forest transportation facilities.

7. Monitor and evaluate motor vehicle use to ensure adherence to applicable laws, regulations, and policies (FSM 7702).

Regional Foresters may delegate the responsibilities cited in the preceding paragraphs 6 and 7 to the Director of Engineering, Regional Office.

7704.6 – Director of Engineering, Regional Office

It is the responsibility of the Director of Engineering, Regional Office, to designate qualified engineers for the purpose of exercising engineering judgment and preparing engineering reports for motorized mixed use (FSM 7705 and FSH 7709.55, ch. 30).

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7704.7 – Forest Supervisors

It is the responsibility of Forest Supervisors to:

1. Plan and coordinate transportation activities to achieve applicable land management plan objectives and to ensure interdisciplinary, cost-effective input into the travel analysis process.
2. Plan, develop, operate, maintain, and monitor all elements of the forest transportation system in their administrative unit.
3. Designate those NFS roads, NFS trails, and areas on NFS lands in their administrative unit that are open to motor vehicle use by vehicle class and, if appropriate, by time of year. This responsibility may be delegated to District Rangers.
4. Develop and maintain an adequate level of recreation management and engineering skills on their staff.
5. Maintain current transportation system data to meet national information requirements and motor vehicle use map standards.
6. Enter into cooperative agreements with States, counties, other local governmental entities, and tribal governments as appropriate for cooperative planning, development, maintenance, and operation of forest transportation facilities.

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7. Monitor motor vehicle use as appropriate and feasible to ensure adherence to applicable laws, regulations, and policies. Revise designations of roads, trails, and areas for motor vehicle use as needed to meet changing conditions (36 CFR 212.54 and 212.57).

7705 – DEFINITIONS

Administrative Unit. A National Forest, a National Grassland, a Purchase Unit, a Land Utilization Project, Columbia River Gorge National Scenic Area, Land Between the Lakes, Lake Tahoe Basin Management Unit, Midewin National Tallgrass Prairie, or other comparable unit of the NFS (36 CFR 212.1).

All-Terrain Vehicle (ATV). A type of off-highway vehicle that travels on three or more low-pressure tires; has handle-bar steering; is less than or equal to 50 inches in width; and has a seat designed to be straddled by the operator.

Area. A discrete, specifically delineated space that is smaller, and in most cases much smaller, than a Ranger District (36 CFR 212.1).

Arterial Road. An NFS road that provides service to large land areas and usually connects with other arterial roads or public highways.

Bridge. A road or trail structure, including supports, erected over a depression or an obstruction, such as water, a road, a trail, or a railway, and having a deck for carrying traffic or other loads.

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Collector Road. An NFS road that serves smaller areas than an arterial road and that usually connects arterial roads to local roads or terminal facilities.

Designated Road, Trail, or Area. An NFS road, an NFS trail, or an area on NFS lands that is designated for motor vehicle use pursuant to 36 CFR 212.51 on a motor vehicle use map (36 CFR 212.1).

Engineering Analysis. An analysis and evaluation conducted by a qualified engineer, or under the supervision of a qualified engineer, of an NFS road, road segment, or road system being considered for motorized mixed use. The analysis and evaluation may include recommended mitigation measures. The analysis may be simply documentation of engineering judgment or may be a more complex engineering report that includes many factors related to motorized mixed use.

Engineering Judgment. The evaluation of available information and the application of engineering principles, standards, guidance, and practices for the purpose of considering motorized mixed use for a road. Engineering judgment shall be exercised by a qualified engineer or by an individual who is working under the supervision of a qualified engineer and who is applying procedures and criteria established by the qualified engineer.

Engineering Report. A report signed by a qualified engineer and presented to a responsible official who is considering designation of a road for motorized mixed use that analyzes risk factors pertaining to the proposed designation. The report may identify

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alternatives, as well as risks associated with those alternatives, for mitigation of factors contributing to the probability and severity of crashes.

Forest Road or Trail. A road or trail wholly or partly within or adjacent to and serving the NFS that the Forest Service determines is necessary for the protection, administration, and utilization of the NFS and the use and development of its resources (36 CFR 212.1).

Forest Transportation Atlas. A display of the system of roads, trails, and airfields of an administrative unit (36 CFR 212.1).

Forest Transportation Facility. A forest road or trail or an airfield that is displayed in a forest transportation atlas, including bridges, culverts, parking lots, marine access facilities, safety devices, and other improvements appurtenant to the forest transportation system (36 CFR 212.1).

Forest Transportation System. The system of NFS roads, NFS trails, and airfields on NFS lands (36 CFR 212.1).

Forest Transportation System Management. Travel planning, analysis, designation of roads, trails and areas for motor vehicle use, recordkeeping, scheduling, construction, reconstruction, maintenance, decommissioning, and other operations undertaken to achieve environmentally sound, safe, and cost-effective access for the use, enjoyment, protection, administration, and management of NFS lands.

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Highway-Legal Vehicle. Any motor vehicle that is licensed or certified under State law for general operation on all public roads within the State. Operators of highway-legal vehicles are subject to State traffic law, including requirements for operator licensing.

Jurisdiction Over a Forest Transportation Facility. The legal right to control or regulate use of a forest transportation facility derived from title, an easement, an agreement, or other similar source.

Local Road. An NFS road that connects a terminal facility with collector roads, arterial roads, or public highways and that usually serves a single purpose involving intermittent use.

Motor Vehicle. Any vehicle which is self-propelled, other than:

- a. A vehicle operated on rails; and
- b. Any wheelchair or mobility device, including one that is battery-powered, that is designed solely for use by a mobility-impaired person for locomotion and that is suitable for use in an indoor pedestrian area (36 CFR 212.1).

Motor Vehicle Use Map. A map reflecting designated roads, trails, and areas on an administrative unit or a Ranger District of the NFS (36 CFR 212.1).

Motorcycle. A two-wheeled motor vehicle on which the two wheels are not side-by-side but in line.

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Motorized Mixed Use. Designation of an NFS road for use by both highway-legal and non-highway-legal motor vehicles.

National Forest System Road. A forest road other than a road which has been authorized by a legally documented right-of-way held by a State, county, or local public road authority (36 CFR 212.1).

National Forest System Trail. A forest trail other than a trail which has been authorized by a legally documented right-of-way held by a State, county, or local public road authority (36 CFR 212.1).

Non-Highway-Legal Vehicle. Any motor vehicle that is not licensed or certified under State law for general operation on all public roads within the State. Operators of non-highway-legal vehicles are subject to State requirements, if any, for licensing and operation of the vehicle in question.

Off-Highway Vehicle. Any motor vehicle designed for or capable of cross-country travel on or immediately over land, water, sand, snow, ice, marsh, swampland, or other natural terrain (36 CFR 212.1).

Over-Snow Vehicle. A motor vehicle that is designed for use over snow and that runs on a track or tracks and/or a ski or skis, while in use over snow (36 CFR 212.1).

Private Road. A road under private ownership authorized by an easement granted to a private party or a road that provides access pursuant to a reserved or outstanding right.

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Public Road. A road under the jurisdiction of and maintained by a public road authority and open to public travel (23 U.S.C. 101(a)).

Qualified Engineer. An engineer who by experience, certification, education, or license is technically trained and experienced to perform the engineering tasks specified and is designated by the Director of Engineering, Regional Office.

Road. A motor vehicle route over 50 inches wide, unless identified and managed as a trail (36 CFR 212.1).

Road Construction or Reconstruction. Supervising, inspecting, actual building, and incurrence of all costs incidental to the construction or reconstruction of a road (36 CFR 212.1).

Road Decommissioning. Activities that result in restoration of unneeded roads to a more natural state (FSM 7734).

Road Maintenance. Ongoing upkeep of a road necessary to maintain or restore the road in accordance with its road management objectives (FSM 7714).

Road Subject to the Highway Safety Act. An NFS road that is open to public use in a standard passenger car, including a road with access restricted on a seasonal basis and a road closed during extreme weather conditions or for emergencies, but which is otherwise open to public travel.

Route. A road or trail.

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Temporary Road or Trail. A road or trail necessary for emergency operations or authorized by contract, permit, lease, or other written authorization that is not a forest road or a forest trail and that is not included in a forest transportation atlas (36 CFR 212.1).

Terminal Facility. A transfer point between the forest transportation system and forest resources served by the system or between different transportation modes, including parking areas, boat ramps and docks, trailheads, marine access facilities, airfields, and heliports.

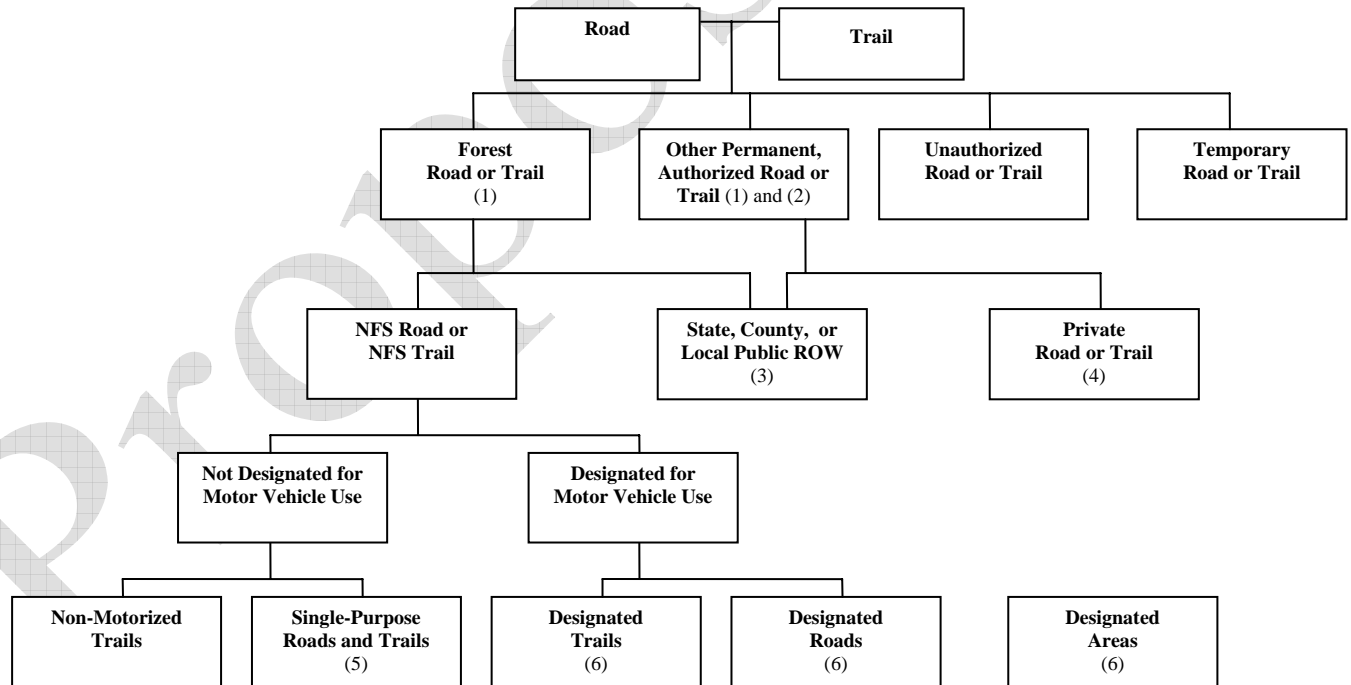
Trail. A route 50 inches or less in width or a route over 50 inches wide that is identified and managed as a trail (36 CFR 212.1).

Travel Management Atlas. An atlas that consists of a forest transportation atlas and a motor vehicle use map or maps (36 CFR 212.1).

Unauthorized Road or Trail. A road or trail that is not a forest road or trail or a temporary road or trail and that is not included in a forest transportation atlas (36 CFR 212.1).

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**FSM 7705 - Exhibit 01
Travel Management Terminology**



- (1) Included in a forest transportation atlas.
- (2) Includes permanent public and private roads authorized by a written instrument that are not necessary for use of the NFS.
- (3) Includes forest highways as well as other public roads authorized by a legally documented right-of-way.
- (4) Includes permanent, private authorized roads not necessary for use of the NFS (e.g., roads that provide access to an inholding).
- (5) Includes Operational Maintenance Level 1 roads and other forest roads not designated for motor vehicle use (e.g., a road that provides access for summer maintenance and repair of a ski area chair lift or a road that provides access to a mining claim on NFS lands).
- (6) Included on a motor vehicle use map.

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7709 – HANDBOOKS

7709.5 – Service-Wide Handbooks

7709.55 – Travel Planning Handbook

This Handbook provides guidance on travel planning and project planning activities associated with designation of roads, trails, and areas for motor vehicle use.

7709.56 – Road Preconstruction Handbook

This Handbook provides guidance on the location, survey, and design of and preparation of cost estimates for NFS roads.

7709.56b – Transportation Structures Handbook

This Handbook provides guidance on the planning, location, survey, design, and operation of culverts, bridges, and other road and trail transportation structures.

7709.57 – Road Construction Handbook

This Handbook provides guidance on engineering for road construction.

7709.58 – Transportation System Maintenance Handbook

This Handbook provides guidance on planning, scheduling, performing, and evaluating maintenance of NFS roads.

7709.59 – Road System Operations Handbook

This Handbook contains direction on conducting traffic management, investment sharing and cost recovery for roads, highway safety, traffic studies, and other aspects of road operations.