



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

### FSM 7700 – TRAVEL MANAGEMENT

### CHAPTER 7710 – TRAVEL PLANNING

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**Approved:** CHARLES MYERS  
Associate Deputy Chief, NFS

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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. The last amendment to this title was 7700-2009-1 to FSM 7700 zero code.

<b>New Document</b>	7710	40 Pages
<b>Superseded Document(s) by Issuance Number and Effective Date</b>	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). Renames roads analysis “travel analysis” and streamlines some of its procedural requirements. For purposes of designating roads, trails, and areas for motor vehicle use, expands the scope of roads analysis to encompass trails and areas. Requires travel analysis (FSH 7709.55, ch. 20) to inform decisions related to identification of the minimum road system needed for safe and efficient travel and for administration, utilization, and protection of National Forest System (NFS) lands per 36 CFR 212.5(b) and to inform decisions related to the designation of roads, trails, and areas for motor vehicle use per 36 CFR 212.51.

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7710.1 – Establishes code and caption and adds 36 CFR Part 212 and Executive Order 11644 as an authority for the travel planning program.

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 recreation opportunities, 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, since they are duplicative.

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.

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.

7710.42 – Changes caption from “Regional Forester” to “Washington Office Director of Engineering.” Delegates the responsibility to develop, maintain, and publish requirements for motor vehicle use maps (MVUMs) to the Washington Office Director of Engineering.

7710.43 – Changes caption from “Forest Supervisor” to “Washington Office Director of Recreation, Heritage, and Volunteer Resources.” Adds responsibility for monitoring implementation of the travel management rule.

7710.44 – Changes caption from “District Ranger” to “Regional Foresters” and 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 assessments, integration of state and federal transportation planning into land management plans, and oversight of roads analysis, since they are duplicative.

7710.45 – Establishes code and caption, “Forest Supervisors”. Removes responsibilities for land management planning, which duplicate FSM 1920. Removes requirement for a complete inventory of unauthorized roads, which is inconsistent with the travel management rule. Adds responsibilities for temporary emergency closures, travel analysis, environmental analysis, designation of roads, trails, and areas for motor vehicle use, development of an MVUM,

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regulating use by over-snow vehicles, and monitoring, as provided in FSM 7711, 7712, 7715, 7716, 7717, and 7718 and 36 CFR Part 212, Subpart B. Adds responsibility for coordination with Law Enforcement and Investigations Staff. Provides for delegation of some responsibilities to District Rangers.

7710.46 – Establishes code and caption, “District Rangers”. Adds approval of road and trail management objectives to district rangers’ responsibilities, unless that responsibility has been reserved by the forest supervisor.

7710.5 – Removes code and caption and 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 Policy section which duplicates FSM 7710.3. Recodes the description of the content of a forest transportation atlas from FSM 7711.03 to FSM 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 – Establishes code and caption, “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.

7711.3 – Establishes code and caption, “Motor Vehicle Use Map” and describes the contents, requirements, and availability of and revisions to an MVUM. Enumerates vehicle classes to be displayed on an MVUM.

7712 – Changes caption from “Transportation Analysis” to “Travel Analysis.” Describes travel analysis and adds direction on when to use it. Adds exhibit on the relationship between travel analysis and other planning activities. Distinguishes between travel analysis for purposes of identification of the minimum road system under 36 CFR 212.5(b)(1) and for purposes of designation of roads, trails, and areas under 36 CFR 212.51. States that travel analysis may address identification of the minimum road system and route and area designation decisions separately or simultaneously. Provides that travel analysis is not required to inform decisions related to the designation of roads, trails, and areas for those administrative units and ranger districts that have issued a proposed action as of December 9, 2008 (73 FR 74689) and December 16, 2008 (73 FR 76333).

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7712.01 – Removes code and caption and moves “Authorities” to FSM 7710.1.

7712.02 – Removes code and caption and moves “Objectives” to FSM 7710.2.

7712.03 – Removes code and caption and moves “Policy” to 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 Publication FS-643, “Roads Analysis: Informing Decisions About Managing the National Forest Transportation System.” Recodes from FSM 7712.13 to FSM 7712.1 direction on the multiple scales at which travel analysis may be completed. Adds discussion of inventory of roads and trails in connection with travel analysis.

7712.11 – Removes code and caption, “Outcomes” and exhibit displaying road management options.

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

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

7712.14 – Removes code and caption, “Road Inventory” and exhibit.

7712.15 – Removes code and caption, “Timeframes for Completing Roads Analysis.”

7712.2 – Establishes code and caption, “Land Management Planning, Travel Analysis, and Travel Management Decisions” and provides direction on the relationship of travel analysis and travel management decisions to land management planning.

7712.3 – Changes caption from “Network Analysis” to “Relationship of Travel Analysis to Travel Management Decisions” and removes 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 an MVUM; and addresses temporary emergency closures. Clarifies that travel analysis is not required for decommissioning unauthorized routes.

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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, which were formerly in FSM 7712.1. Provides direction on the use and documentation of travel analysis. Clarifies that a report produced subsequent to a roads analysis conducted pursuant to Publication FS-643 meets this requirement.

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

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

7713 – Changes caption from “Airfields [Reserved]” to “Economic Analysis [Reserved].” Direction on airfields is now reserved at FSM 7719.

7714 – Establishes code and caption, “Road, Trail, and Area Management Objectives.” Revises text previously located at FSM 7712.5 and references NFS trails and designated areas, as well as NFS roads.

7715 – Establishes code and caption, “Travel Management Decisions.”

7715.03 – Establishes code and caption and policy for travel management decisions; requirements for public involvement on proposed travel management decisions; the use of environmental analysis for evaluating changes to existing travel management decisions; the relationship of travel management decisions to land management plans; and the need to consider the cost of maintenance and administration of routes in deciding whether to add them to the forest transportation system.

7715.1 – Establishes code and caption and adds direction on incorporating previous travel management decisions in designations and determining the starting point for travel analysis and travel management decisions.

7715.2 – Establishes code and caption and adds direction relating the scale of travel management decisions to the scale of travel analysis and the scale of the MVUM.

7715.3 – Establishes code and caption and adds direction on public involvement and coordination with other governmental entities.

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

7715.5 – Establishes code and caption and adds direction on consideration of the general and specific criteria in 36 CFR 212.55 in making travel management decisions.

7715.6 – Establishes code and caption, “Other Considerations.”

7715.7 – Establishes code and caption and adds direction for “Components of Travel Management Decisions.”

7715.71 – Establishes code and caption and adds direction on travel management decisions involving restrictions on motor vehicle use.

7715.72 – Establishes code and caption and 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.

7715.73 – Establishes code and caption and adds direction on designating areas.

7715.74 – Establishes code and caption and adds direction on authorizing limited motor vehicle use off forest roads and trails for big game retrieval and dispersed camping.

7715.75 – Establishes code and caption and adds direction on recognizing valid existing rights and private roads when designating roads, trails, and areas for motor vehicle use.

7715.76 – Establishes code and caption and adds direction prohibiting designations for motor vehicle use in wilderness areas or primitive areas per 36 CFR 212.55(e).

7715.77 – Establishes code and caption and adds direction regarding motorized mixed use on NFS roads. Adds cross-reference to FSH 7709.55, chapter 30, for documentation of engineering analysis.

7715.78 – Establishes code and caption and adds direction on consideration of unauthorized routes for designation.

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7715.79 – Establishes code and caption and adds direction on use of motor vehicles by persons with disabilities. Adds a cross-reference to FSM 2353.17.

7716 – Establishes code and caption and adds section entitled “Designations.”

7716.03 – Establishes code and caption and adds policy regarding designation of NFS roads, NFS trails, and areas on NFS lands for motor vehicle use.

7716.1 – Establishes code and caption and adds direction on the content of designations.

7716.11 – Establishes code and caption and adds direction to designate by vehicle class.

7716.12 – Establishes code and caption and adds direction on designations by time of year.

7716.13 – Establishes code and caption and adds direction on authorizing limited motor vehicle use off forest roads and trails for big game retrieval and dispersed camping.

7716.2 – Establishes code and caption and adds direction on motor vehicles and uses exempted from designations under 36 CFR 212.51(a).

7716.21 – Establishes code and caption and adds direction to review existing authorizations prior to publication of the initial MVUM.

7716.22 – Establishes code and caption and adds direction exempting state, county, and local public roads from designations.

7716.3 – Establishes code and caption and adds direction on designation of areas.

7716.4 – Establishes code and caption, “Identification of Designated Roads, Trails, and Areas.”

7716.41 – Establishes code and caption and adds requirement to identify all designated roads, trails, and areas on an MVUM per 36 CFR 212.56.

7716.42 – Establishes code and caption and adds direction on signing.

7716.5 – Establishes code and caption, “Travel Management Orders.”

7716.51 – Establishes code and caption and adds direction for temporary emergency closures issued under 36 CFR 212.52(b)(2).

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7716.52 – Establishes code and caption and adds direction for reviewing existing travel management orders to make them consistent with travel management decisions and designations.

7716.53 – Establishes code and caption and adds direction on issuing new travel management orders that do not duplicate or conflict with the travel management rule.

7716.54 – Establishes code and caption and adds direction on enforcement of designations.

7717 – Establishes code and caption, “Monitoring and Revision of Designations.”

7717.1 – Establishes code and caption and adds direction on monitoring the effects of motor vehicle use.

7717.2 – Establishes code and caption and adds direction on revision of designations.

7718 – Establishes code and caption, “Over-Snow Vehicle Use.”

7718.1 – Establishes code and caption and adds direction on regulation of over-snow vehicle use.

7718.2 – Establishes code and caption and adds direction on implementation of restrictions and prohibitions on over-snow vehicle use under 36 CFR 212.81.

7718.3 – Establishes code and caption and adds direction on exemptions from restrictions and prohibitions on over-snow vehicle use under 36 CFR 212.81.

7718.4 – Establishes code and caption and 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 – Establishes reserved code and caption, “Airfields [Reserved],” which was formerly reserved at FSM 7713.



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This chapter contains objectives, policies, responsibilities, 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 National Forest System (NFS) lands (the minimum road system, 36 CFR 212.5(b)(1));
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. Travel Management (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 requires identification of the minimum road system needed for safe and efficient travel and for administration, utilization, and protection of NFS lands and use of a science-based roads analysis at the appropriate scale in determining the minimum 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 (MVUM). Subpart C provides for regulation of use of over-snow vehicles on NFS roads, on NFS trails, and in areas on NFS lands.
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 developing 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 public safety and efficiency of operations in an environmentally sensitive manner within current and anticipated funding levels.

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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 an appropriate range of motorized and non-motorized recreational experiences (FSM 2350), while minimizing conflicts among uses.
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, using science-based travel analysis (36 CFR 212.5(b); FSH 7709.55, ch. 20).
  - 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.
  - d. Provide a transportation system that facilitates land management activities which further the objectives in the Forest Service's strategic plans.
2. Ensure that travel management decisions are informed by travel analysis, as applicable (FSM 7712).
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 when designating NFS roads, NFS trails, and areas on NFS lands (36 CFR 212.53).
5. Involve the public, including user groups and adjacent landowners, in designating NFS roads, NFS trails, and areas on NFS lands and revising those designations (36 CFR 212.52).
6. Apply the criteria in 36 CFR 212.55 in designating NFS roads, NFS trails, and in areas on NFS lands.

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## **7710.4 – Responsibility**

### **7710.41 – Deputy Chief for the National Forest System**

The Deputy Chief for the National Forest System is responsible for reviewing and approving regional schedules for completing road, trail, and area designations for motor vehicle use on each administrative unit or ranger district.

### **7710.42 – Washington Office Director of Engineering**

The Washington Office Director of Engineering, in consultation with the Washington Office Directors of Recreation, Heritage, and Volunteer Resources and Law Enforcement and Investigations, is responsible for developing, maintaining, and disseminating requirements, including a production guide, for MVUMs.

### **7710.43 – Washington Office Director of Recreation, Heritage, and Volunteer Resources**

The Washington Office Director of Recreation, Heritage, and Volunteer Resources, in consultation with the Washington Office Director of Engineering, is responsible for monitoring the implementation of 36 CFR Part 212, Subpart B.

### **7710.44 – Regional Foresters**

Regional foresters are responsible for:

1. Developing regional schedules for proposed capital improvement projects for forest transportation facilities in their region.
2. Developing a schedule for completing MVUMs on each administrative unit or ranger district in their region and submitting it to the Deputy Chief for the National Forest System for approval.
3. Ensuring that MVUMs comply with the MVUM production guide, including collar contents and templates (36 CFR 212.56).

### **7710.45 – Forest Supervisors**

Forest supervisors are responsible for:

1. Developing and maintaining a travel management atlas for their unit and making it available to the public at the Forest Supervisor's Office (36 CFR 212.2(a); FSM 7711.1).

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2. Prohibiting motor vehicle use on NFS roads, NFS trails, or areas on NFS lands when that use is directly causing or will directly cause considerable adverse effects on public safety, vegetation or soil, wildlife or wildlife habitat, or cultural resources, 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. Coordinating with the Law Enforcement and Investigations Staff to ensure that law enforcement concerns are taken into consideration in travel analysis (FSM 5304.3).
4. Integrating road decommissioning, reconstruction, and construction with other land management activities.
5. Conducting travel analysis at the appropriate scale (FSM 7712.1) and documenting the results.
6. Conducting National Environmental Policy Act (NEPA) analysis at the appropriate scale, as necessary (36 CFR Part 220).
7. Designating 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 7716.12).
8. Developing and maintaining an MVUM that identifies the designated roads, trails, and areas on their administrative unit and updating the map to reflect revisions to the designations (36 CFR 212.56; FSM 7711.3).
9. Revising designations as needed to meet changing conditions (36 CFR 212.54; FSM 7717.2).
10. Where appropriate, regulating 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. Monitoring the effects of motor vehicle use on their administrative unit (36 CFR 212.57; FSM 7717.1).

Responsibilities in FSM 7710.45, paragraphs 4 through 11, may be delegated to district rangers.

**7710.46 – District Rangers**

District rangers are responsible for approving road and trail management objectives for their district (FSM 2353.12 and 7714), unless that responsibility has been reserved by the forest supervisor.

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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. Function. The purpose of a forest transportation atlas is to display the system of roads, trails, and airfields of an administrative unit.
  - b. 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 database and the transportation layer of the geographic information system for the storage and analysis of information in a forest transportation atlas.
  - b. Updates. A forest transportation atlas should 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 2300 and 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.

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- 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. The forest road atlas serves as the forest development road system plan for purposes of 16 U.S.C. 1608. 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.
  - c. Updates. Document changes in road management status. These changes may include decommissioning, conversion to other uses, adding a new road to 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, information on user-created routes, decommissioned routes, and other unauthorized roads and trails may be temporarily stored in agency databases. Storage of this information does not make these routes part of the forest transportation system. Clearly identify information on unauthorized routes to avoid confusion with routes in the forest transportation system.
  - b. Forest Service databases may also be used to archive historical data on 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. Clearly identify information on routes that have been removed from the forest transportation system to avoid confusion with routes in the system.

**7711.3 – MVUMs**

1. An MVUM must display:
  - a. Designated roads, trails, and areas on an administrative unit or ranger district (36 CFR 251.56); and
  - 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 7715.74, 7716.11, and 7716.12).
2. For informational purposes, an MVUM should display public roads and trails managed by other agencies for motor vehicle use that provide access to designated routes and areas.



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3. Do not display on an MVUM 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 where there is no right of public access, and other NFS roads and NFS trails that have not been designated for motor vehicle use.
4. An MVUM must meet requirements established by the Washington Office Director of Engineering (FSM 7710.42) to ensure nationally consistent content, presentation, and data requirements. These requirements are identified in the “Motor Vehicle Use Map Production Guide,” which is available on the intranet at <http://gis.gsc.wo.fs.fed.us/wo/mvum/index.php>.
5. Use the following seven categories to identify motor vehicle classes on an MVUM:
  - a. Roads Open to Highway Legal Motor Vehicles Only. These roads are open only to motor vehicles licensed under state law for general operation on all public roads within the state.
  - b. Roads Open to All Motor Vehicles. These roads are open to all motor vehicles, including smaller off-highway vehicles that may not be licensed for highway use, but not vehicles that are oversized or overweight under state traffic law.
  - c. Trails Open to All Motor Vehicles, including both highway-legal and non-highway-legal vehicles.
  - d. Trails Open to Motor Vehicles 50 Inches or Less in Width.
  - e. Trails Open to Wheeled Motor Vehicles 50 Inches or Less in Width.
  - f. Trails Open to Motorcycles Only. Sidecars are not permitted.
  - g. Special Vehicle Designation. This category includes any classes of vehicles that are not listed in FSM 7711.3, paragraphs 5a through 5f.
6. Review and reissue MVUMs annually, regardless of whether there are any changes to designations. Update MVUMs to reflect revisions to designations (36 CFR 212.54). In updating an MVUM, use the national requirements developed by the Washington Office Director of Engineering (FSM 7710.42).
7. Administrative units and ranger districts may continue to use visitor maps, travel maps, or recreation opportunity maps as their primary tools for communicating recreation opportunities to visitors.

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8. Notify the public of the availability of an MVUM. An electronic version of the MVUM must be made available to the public on the website of the corresponding administrative unit and ranger districts. A hard copy of the MVUM must be made available to the public, free of charge, at the headquarters of the corresponding administrative unit and ranger districts.

## **7712 – TRAVEL ANALYSIS**

Travel analysis assesses the current forest transportation system and identifies issues and assesses benefits, problems, and risks to inform decisions related to identification of the minimum road system per 36 CFR Part 212.5(b)(1) and designation of roads, trails and areas for motor vehicle use per 36 CFR Part 212.51. Travel analysis is not a decision-making process. Rather, travel analysis informs decisions relating to administration of the forest transportation system and helps to identify proposals for changes in travel management direction (ex. 01).

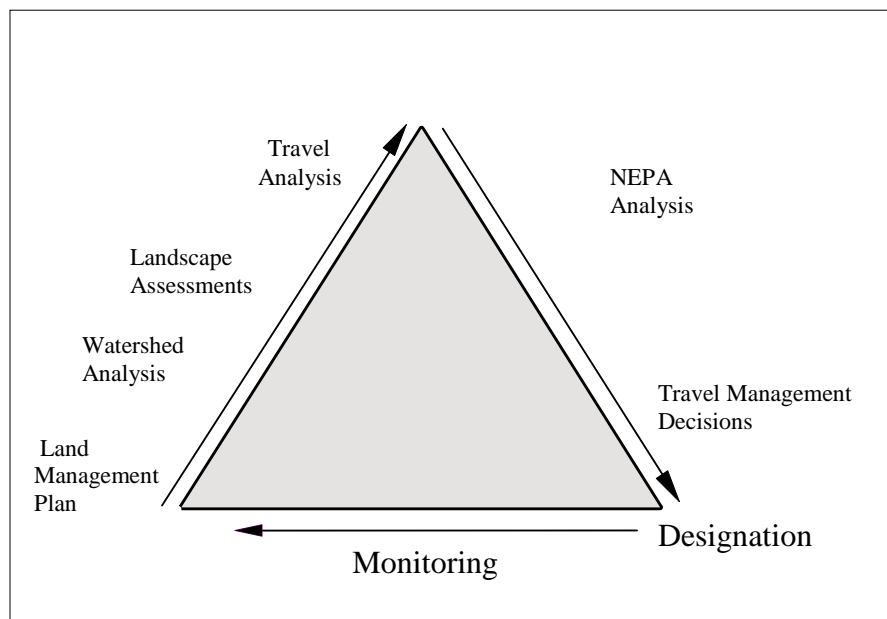
1. Use travel analysis (FSH 7709.55, ch. 20) to inform decisions related to identification of the minimum road system needed for safe and efficient travel and for administration, utilization, and protection of NFS lands per 36 CFR 212.5(b)(1) and to inform decisions related to the designation of roads, trails, and areas for motor vehicle use per 36 CFR 212.51, provided that travel analysis is not required to inform decisions related to the designation of roads, trails, and areas for those administrative units and ranger districts that have issued a proposed action as of January 8, 2009.
2. Travel analysis for purposes of identification of the minimum road system is separate from travel analysis for purposes of designation of roads, trails, and areas for motor vehicle use. Travel analysis for both purposes may be conducted concurrently or separately.
3. Any proposals resulting from travel analysis for either purpose may be addressed in the same or different environmental analyses.
4. When proposing to revise designations, consider using travel analysis as appropriate, depending on the scope of the proposed revisions.
5. 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).
6. Responsible officials may use travel analysis to inform travel management decisions involving non-motorized uses.

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7. A roads analysis conducted at the scale of an administrative unit that was completed in accordance with Publication FS-643, “Roads Analysis: Informing Decisions About Managing the National Forest Transportation System,” satisfies the requirement to use travel analysis relative to roads.
8. Decisions to add roads to the forest transportation system must be informed by travel analysis conducted at an appropriate scale (FSM 7703.26).

**7712 – Exhibit 01**

**THE ROLE OF TRAVEL ANALYSIS IN CONNECTION WITH TRAVEL  
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**7712.1 – Scale and Scope of Travel Analysis**

1. There are multiple scales at which travel analysis may be conducted. Generally, use broad-scale travel analysis at the level of a ranger district or an administrative unit to inform decisions regarding implementing the minimum road system and decisions related to the designation of roads, trails, and areas for motor vehicle use. An example of a broad-scale concern usually addressed at the level of an administrative unit is the ability to sustain the unit’s road system at objective maintenance levels with expected levels of funding.

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2. Travel management decisions do not need to 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.
4. Travel analysis should be based on the current inventory of NFS roads, NFS trails, and areas on NFS lands that are managed or proposed for motor vehicle use.
5. A complete inventory of unauthorized routes is not required to conduct travel analysis.
6. Travel analysis may be conducted in conjunction with landscape or watershed analysis.

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

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.
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 site-specific decisions.
2. Travel analysis identifies proposed changes in the forest transportation system, such as additions or deletions of routes from the system, along with their supporting rationale. Proposed changes may form the basis for proposed actions and purpose and need statements.

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3. When proposed travel management decisions would result in changes in motor vehicle use of routes or areas (such as changes in vehicle class, traffic patterns, and road standards) and where there may be adverse environmental effects, those decisions must 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 an MVUM, additional broad-scale travel analysis is not necessary for each subsequent travel management decision.
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 establishing maintenance priorities.
7. Travel analysis is not required to advise decisions to decommission unauthorized routes, including those discovered through monitoring.

**7712.4 – Travel Analysis Process**

1. Use travel analysis (FSH 7709.55, ch. 20) to meet the requirement for incorporating a science-based roads analysis at the appropriate scale when identifying the minimum road system (36 CFR 212.5(b)(1)).
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 (FSM 7703.27).
4. When conducting travel analysis leading to the designation of NFS roads, NFS trails, and areas on NFS lands:
  - a. Coordinate travel analysis with adjacent ranger districts and administrative units.
  - b. Coordinate travel analysis with Law Enforcement and Investigations Staff regarding the ability to enforce proposed travel management decisions.
5. Document travel analysis in a report in accordance with FSH 7709.55, section 21.6. The report should identify access needs and opportunities based on current budget levels and realistic projections of future funding. A report produced subsequent to a roads analysis pursuant to Publication FS-643, "Roads Analysis: Informing Decisions About Managing the National Forest Transportation System," satisfies the requirement to use travel analysis relative to roads.

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**7713 – ECONOMIC ANALYSIS [RESERVED]**

**7714 – ROAD, TRAIL, AND AREA MANAGEMENT OBJECTIVES**

1. Road management objectives (RMOs) and trail management objectives (TMOs) document the intended purpose, design criteria (FSM 2353.26 and 7720), and operation and maintenance criteria (FSM 2353.25 and 7730.3) for each NFS road and NFS trail. RMOs and TMOs require written approval by the responsible official and are included in the applicable forest transportation atlas (FSM 7711.2, para. 2a). Use the process enumerated in FSH 7709.59, chapter 10, for documenting RMOs. See FSM 2353.12 for direction on 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.
4. Document management objectives for each designated area, including the intended uses and management constraints of the area.

**7715 – TRAVEL MANAGEMENT DECISIONS**

Travel management decisions include adding a route to or removing a route from the forest transportation system, constructing an NFS road or NFS trail, acquiring an NFS route through a land purchase or exchange, decommissioning a route, approving an area for motor vehicle use, or changing allowed motor vehicle classes or time of year for motor vehicle use.

**7715.03 – Policy**

1. Use previous decisions to establish a starting point for proposals to change travel management decisions.
2. Use the results of travel analysis, as applicable, to develop proposed actions for travel management decisions (see FSM 7712).
3. Ensure that travel management decisions are consistent with the applicable land management plan.
4. Use appropriate environmental analysis to evaluate proposals to change existing travel management decisions.
5. In designating routes and areas for motor vehicle use, consider the criteria in 36 CFR 212.55 and FSM 7715.5.

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6. Consider maintenance and administrative obligations and capability in the context of future budgets and staffing. Administrative units and ranger districts should avoid adding routes to the forest transportation system unless there is adequate provision for their maintenance. Grants, agreements, and volunteers may be used to extend Forest Service resources.

7. Provide for public involvement in proposed designation decisions as required by 36 CFR 212.52.

**7715.1 – Incorporating Previous Travel Management Decisions Into Designations**

1. Past travel management decisions may be incorporated into designations (36 CFR 212.50(b)).
2. If an administrative unit or a ranger district has a decision or set of decisions made under authorities other than 36 CFR 212.51 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 an MVUM (36 CFR 212.52(a)).
3. An administrative unit's or ranger district's past travel management decisions, including decisions restricting motor vehicle use to designated NFS roads and NFS trails, form the starting point for travel analysis and travel management decisions. Most NFS roads and some NFS trails are already designated for some classes of motor vehicles, as documented in the forest transportation atlas and applicable RMOs and TMOs.

**7715.2 –Scale and Scope of Travel Management Decisions**

1. Travel management decisions do not need to 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 a new recreational facility). Alternatively, travel management decisions may be made on their own (such as a decision to construct a new trail loop).
3. An MVUM must cover an entire administrative unit or ranger district.

**7715.3 – Public Involvement and Coordination with Governmental Entities**

1. Public Involvement.

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- a. Involve the public early and throughout travel planning (See FSH 7709.55, ch. 10).
  - b. Allow the public, including motorized and non-motorized users and other interested parties, to participate in the designation process (36 CFR 212.52(a)). Provide advance notice for public comment, consistent with agency procedures for implementing NEPA at 36 CFR Part 220 and FSH 1909.15 (36 CFR 212.52).
  - c. Public notice with no further public involvement is sufficient if an administrative unit or a ranger district has made previous administrative decisions, under other authorities and including public involvement, which restrict motor vehicle use over the entire administrative unit or ranger district to designated routes and areas, and no change is proposed to these previous decisions and designations (36 CFR 212.52(a); FSM 7715.1, para. 2).
  - 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).
2. Coordination with Governmental Entities. Coordinate with appropriate federal, state, county, and other local governmental entities and tribal governments when making travel management decisions.

#### **7715.4 – Environmental Documentation**

1. Follow the Forest Service's NEPA regulations at 36 CFR Part 220 and NEPA procedures at FSH 1909.15, where applicable.
2. Any environmental documentation which may be required (categorical exclusion, environmental assessment, or environmental impact statement) depends on the scale, scope, and nature of the proposed actions and the site-specific effects of those actions or their alternatives (36 CFR Part 220).
3. 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**

In designating NFS roads, NFS trails, and areas on NFS lands for motor vehicle use, consider, as applicable, both the general and specific criteria in 36 CFR 212.55(a) through (c). 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 for Roads, Trails, and Areas.



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- a. In designating NFS roads, NFS trails, and areas on NFS lands for motor vehicle use, consider effects on NFS natural and cultural resources, public safety, provision of recreation opportunities, access needs, conflicts among uses of NFS lands, the need for maintenance and administration of roads, trails, and areas that would arise if the uses under consideration are designated, and availability of resources for maintenance and administration.
  - b. Consider combinations of uses (such as motorized and non-motorized, different vehicle classes, and highway-legal and non-highway-legal vehicles) on NFS roads and NFS trails. The best way to minimize conflicts among uses may be to provide separate routes for each use. A decision to allow motorized mixed use on an NFS road must be informed by engineering analysis (FSH 7709.55, ch. 30).
  - c. While important, the scarcity or abundance of resources to maintain and administer designated roads, trails, and areas should not be the only consideration in developing travel management proposals.
2. Specific Criteria for Trails and Areas.

In addition to the general criteria in FSM 7715.5, paragraph 1, when analyzing motor vehicle use on NFS trails and areas on NFS lands, consider the effects on the following, with the objective of minimizing:

- a. Damage to soil, watershed, vegetation, and other forest resources. Consider best management practices (BMPs) established by states as a standard for considering effects on these resources;
- b. Harassment of wildlife and significant disruption of wildlife habitats;
- c. Conflicts between motor vehicle use and existing or proposed recreational uses on NFS lands or neighboring federal lands; and
- d. Conflicts among different classes of motor vehicle uses on NFS lands or neighboring federal lands.

In addition, consider:

- e. Compatibility of motor vehicle use with existing conditions in populated areas, taking into account sound, emissions, and other factors, such as traffic-generated dust and the proximity of residences, parks, and schools.

3. Specific Criteria for Roads.

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In addition to the general criteria in FSM 7715.5, paragraph 1, consider the following for NFS roads:

- a. Speed, volume, composition, and distribution of traffic on roads; and
  - b. Compatibility of vehicle class with road geometry and road surfacing.
- (1) Consider existing road management objectives before making designations that would add vehicle classes.
- (2) NFS arterial and collector roads (at Operational Maintenance Level 3, 4, or 5) may provide primary access to NFS lands for passenger cars and commercial haulers. It may not be appropriate to make some of these roads part of an NFS road or NFS trail loop that has off-highway vehicle recreation as a primary objective (FSH 7709.55, ch. 30).

#### **7715.6 – Other Considerations**

In addition to the general and specific criteria in FSM 7715.5, the following should be considered in designating roads, trails, and areas:

1. Existing and future needs of motor vehicle users.
2. Uses on adjacent federal, state, and private lands.
3. Uses exempt from designations, including use by over-snow vehicles.
4. Non-motorized uses.
5. Unauthorized routes, as appropriate.
6. The Forest Service's ability to administer and maintain the routes and areas under consideration.
7. Changes in motor vehicle technology.

#### **7715.7 – Components of Travel Management Decisions**

The following sections address nine components of travel management decisions.

##### **7715.71 – Restricting Motor Vehicle Use to Designated Roads, Trails, and Areas**

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

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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).

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.

**7715.72 – Road and Trail Jurisdiction and Coordination**

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, case by case, in coordination with the unit or regional office Lands Staff and the local Office of the General Counsel.

2. 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.

3. Roads and trails over which the Forest Service has jurisdiction may be considered for designation.

4. Do not manage, maintain, or designate roads and trails over which the Forest Service lacks jurisdiction.

5. 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, consider acquiring a permanent right-of-way across the private property and including the road or trail in the forest transportation system. Procedures for acquisition of rights-of-way for roads and trails are found at FSM 5460.

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

7. Coordinate travel management decisions with adjacent ranger districts and administrative units to avoid unsafe or confusing designations.

**7715.73 – Area Designations**

1. Responsible officials are not required to designate areas on NFS lands for motor vehicle use but may choose to do so.

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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, the exposed bed of draw-down 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 geographical features.
6. Signing may be used to supplement the identification of area boundaries; signing alone is generally insufficient.
7. Establish and document management objectives for designated areas.
8. Motor vehicle use in an area may not be restricted by type of activity, only by vehicle class and, if appropriate, time of year.

**7715.74 – Motor Vehicle Use for 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 where motor vehicle use is allowed, and if appropriate within 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 7715.74, paragraph 1, should be used sparingly to avoid undermining the purposes of the travel management rule and to promote consistency in its implementation.
3. To promote consistency, the Regional Forester should coordinate designations pursuant to FSM 7715.74, paragraph 1, within states and among adjoining administrative units.
4. Prior to including in a designation the limited use of motor vehicles within a specified distance of state and county roads for dispersed camping and big game retrieval, the responsible official shall obtain written concurrence from the public road authority with jurisdiction over those routes.
5. Consider designating routes, including existing terminal facilities (FSM 7716.1), to dispersed camping sites, instead of authorizing off-route motor vehicle use.

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6. Dates for motor vehicle use for big game retrieval should be coordinated with the state agency responsible for setting hunting seasons.

**7715.75 – 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 local Office of the General Counsel to resolve questions concerning these rights.
3. Some private roads are not forest roads or temporary roads, but are still authorized. These roads may be included in a forest transportation atlas, but are not NFS roads and may not 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)).

**7715.76 – 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)).

**7715.77 – Motorized Mixed Use of NFS Roads**

1. Motorized mixed use occurs when an NFS road is designated for use by both highway-legal and non-highway-legal motor vehicles (FSM 7705).
2. Operators of highway-legal motor vehicles are subject to state traffic law, including requirements for operator licensing.
3. Off-highway vehicles that are licensed, certified, or registered under a state recreation fee or green sticker program are not highway-legal motor vehicles because they are not licensed or certified under state law for general operation on all public roads in the state.
4. 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.

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5. 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.
6. 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.
7. It may be necessary to designate short segments of roads open to public travel (roads at 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, and other safety measures.
8. 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.
9. Refer to FSH 7709.55, chapter 30, for direction on documentation of engineering analysis.
10. At times, it may be appropriate to allow over-snow vehicles on roads designated for use by highway-legal motor vehicles only, such as when these roads are closed to highway-legal motor vehicles by a gate or accumulations of snow. In these cases, use seasonal restrictions to preclude simultaneous use of highway-legal motor vehicles and over-snow vehicles. A qualified engineer should exercise engineering judgment to determine if and to what extent an engineering analysis is needed to advise decisions to allow over-snow vehicles on roads designated for use by highway-legal motor vehicles only (FSH 7709.55, ch. 30).

**7715.78 – Unauthorized Routes**

1. Unauthorized roads and trails may be identified through travel analysis and considered in making travel management decisions. If designated, include these routes in the applicable forest transportation atlas and identify them on the applicable MVUM.
2. If unauthorized routes are not designated, motor vehicle use on these routes is prohibited (36 CFR 261.13). Consider addressing restoration and decommissioning of unauthorized routes when making travel management decisions.

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**7715.79 – 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. Consistent with 36 CFR 212.1, FSM 2353.05, and Title V, Section 507(c), of the Americans With Disabilities Act, wheelchairs and mobility devices, including those that are battery-powered, that are designed solely for use by a mobility-impaired person for locomotion and that are suitable for use in an indoor pedestrian area are allowed on all NFS lands that are open to foot travel.
2. There is no legal requirement to allow persons with disabilities to use motor vehicles on roads, on trails, and in areas that are closed to motor vehicle use. Restrictions on motor vehicle use that are applied consistently to everyone are not discriminatory. Generally, granting an exemption from designations for people with disabilities would not be consistent with the resource protection and other management objectives of designation decisions and would fundamentally alter the nature of the Forest Service's travel management program (29 U.S.C. 794; 7 CFR 15e.103).
3. See FSM 2353.17 for direction on accessibility of trails.

**7716 – DESIGNATIONS**

**7716.03 – Policy**

1. Clearly identify designated roads, trails, and areas on an MVUM by vehicle class and, if appropriate, by time of year (36 CFR 212.56).
2. After an MVUM identifying designations is made available, motor vehicle use not in accordance with those designations is prohibited (36 CFR 261.13).
3. 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.
4. 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.
5. 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).
6. Until an MVUM identifying designations is published, existing travel management policies, designations, restrictions, and prohibitions remain in effect. Responsible 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)).

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## **7716.1 – Content of Designations**

1. A designation of a road or trail includes all terminal facilities, trailheads, parking lots, and turnouts associated with the road or trail. The designation also includes parking a motor vehicle on the side of the road when it is safe to do so without causing damage to NFS resources or facilities, unless prohibited by state law, a traffic sign, or an order (36 CFR 261.54). Road designations must specify either that they include parking within one vehicle length, or within a specified distance of up to 30 feet, from the edge of the road surface.
2. A designation of a trail includes the width of the trail and, to promote public safety, the distance necessary to allow other users to pass where it is safe to do so without causing damage to NFS resources or facilities.
3. Designations that include limited use of motor vehicles within a specified distance from certain forest roads and forest 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. Designate by vehicle class. See FSM 7711.3, paragraphs 5a through 5g, for motor vehicle class categories to use when producing an MVUM.
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 use 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.”



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2. To the extent practicable, use standard seasonal designations and limit their number. Employ the same seasonal designation for nearby designated roads, trails, and areas.
3. A seasonal designation for a road, trail, or area must be included on the applicable MVUM.
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 conditions are clear and enforceable.
5. Seasonal road and trail use restrictions to address unpredictable 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 MVUM.

**7716.13 – Big Game Retrieval and Dispersed Camping**

1. When including in the designation of a route the limited use of motor vehicles within a specified distance of the route for dispersed camping or big game retrieval, the vehicle class and time of year specified for dispersed camping or big game retrieval do not need to be the same as those specified for the route. For example, a road may be designated for use by all motor vehicles, but the use of motor vehicles for big game retrieval in association with that road may allow only ATVs. The same road may allow use year round, but big game retrieval with a motor vehicle may be limited to the dates of the big game hunting season.
2. Motorized access for big game retrieval is limited to the individual who legally took the animal. That person may drive or be driven to the downed animal.
3. Only one vehicle may be used to retrieve the animal.

**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.
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” limits the use of that vehicle to 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.

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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 FSM 7716.2, paragraph 8.
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 the location of the use, by vehicle class and time of year.

#### **7716.21 – Existing Authorizations**

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

#### **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.

#### **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 an MVUM and easily located on the ground using geographical features and other landmarks. Area boundaries may be signed for additional clarity (FSM 7715.73, para. 6).

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## **7716.4 – Identification of Designated Roads, Trails, and Areas**

### **7716.41 – MVUMs**

Identify all designated roads, trails, and areas for an administrative unit or a ranger district on an MVUM (FSM 7711.3). MVUMs must meet national requirements specified by the Washington Office Director of Engineering. After publication of an MVUM, motor vehicle use is allowed only on designated roads and trails and in designated areas.

### **7716.42 – Signs**

1. An MVUM is required to implement and enforce designations under 36 CFR 212.51 and 36 CFR 261.13.
2. Administrative units should post route markers on designated routes and identification signs in designated areas as soon as practicable. Information on route markers and signs must correspond to the information shown on the corresponding MVUM.
3. Signs at major points of access to NFS lands may be installed to inform the public about designations in an administrative unit or a ranger district.
4. Administrative units and ranger districts may use informational, directional, and travel management signs to inform the public about designations and to enhance the public's recreational experience.
5. Signs must comply with applicable Forest Service guidelines (FSM 7160 and EM 7100-15).

## **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

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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 MVUM, 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 MVUM (FSM 7709.59, sec. 23).
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. Where an MVUM has been published, do not include restrictions in orders that duplicate or conflict with the prohibition on motor vehicle use at 36 CFR 261.13.
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.
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 MVUM 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 7711.3, para. 5d and 5e), measure the width at the widest point of the vehicle.

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3. Avoid special vehicle designations (FSM 7711.3, para. 5g) that are too vague or complex to be enforced.
4. When enforcing designations for motor vehicle use for dispersed camping or big game retrieval, measure horizontal distance perpendicular to the centerline of the route.

## **7717 – MONITORING AND REVISION OF DESIGNATIONS**

### **7717.1 – Monitoring of Motor Vehicle Use**

1. The responsible official shall monitor the effects of motor vehicle use on an administrative unit on a regular basis (36 CFR 212.57).
2. Use applicable criteria established in 36 CFR 212.55 as a basis for identifying effects to monitor.
3. Evaluate consistency with the applicable land management plan and compliance with travel management decisions, including any required mitigation measures.
4. When monitoring of motor vehicle use in an area shows that a system of routes has become well-established, consider replacing the area designation with a system of designated routes.

### **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, if applicable, 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 MVUM to reflect the closure. When the route is reopened, update the MVUM to reflect the reopening. No additional travel or environmental analysis is required to support these temporary changes, which do not affect the underlying designation.

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## **7718 – OVER-SNOW VEHICLE USE**

### **7718.1 – Regulation of Over-Snow Vehicle Use**

1. Over-snow vehicle use may be allowed, restricted, or prohibited on NFS roads, on NFS trails, and in areas on NFS lands (36 CFR 212.81). Restrictions and prohibitions are enforceable under 36 CFR 261.14.
2. Responsible officials also may restrict or prohibit over-snow vehicle use through issuance of an order under 36 CFR Part 261, Subpart B.
3. Existing decisions allowing, restricting, or prohibiting over-snow vehicle use may remain in effect.
4. Travel analysis may be used when planning for over-snow vehicle use (FSM 7712 and FSH 7709.55).
5. Apply the requirements governing designations in 36 CFR 212.52 through 212.57 to proposed restrictions and prohibitions on over-snow vehicle use proposed under 36 CFR Part 212, Subpart C.
6. 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 an MVUM, as well as on an over-snow vehicle use map.
7. Wheeled vehicles that are modified to run on tracks and/or skis over snow meet the definition of an over-snow vehicle.

### **7718.2 – Implementation of Restrictions and Prohibitions on Over-Snow Vehicle Use Pursuant to 36 CFR Part 212, Subpart C**

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, if appropriate, by time of year.
3. Any restrictions or prohibitions on over-snow vehicle use on roads or trails should be documented in RMOs or TMOs.

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4. In addition to the criteria in 36 CFR 212.55 and FSM 7715.5, when evaluating over-snow vehicle use on NFS roads, units should consider:

- 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.

5. Decisions to change current travel management direction, e.g., by authorizing use of over-snow vehicles on NFS roads that are designated as open to highway-legal motor vehicles, must be informed by engineering judgment (FSH 7709.55, ch. 30).

6. 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.
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 the location of use and, 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.

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**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.
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 and on the website of the corresponding administrative unit and ranger districts.
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 MVUM.
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.

**7719 – AIRFIELDS [RESERVED]**