

**Forest Service Manual
National Headquarters (WO)
Washington, DC**

**Forest Service Manual 7700 – Transportation System
Chapter 7740 - Federal Lands Highway Programs**

Amendment: 7700-2000-1

Effective date: August 24, 2000

Duration: This amendment is effective until superseded or removed.

Approved by: Mike Dombeck, Chief

Date approved: August 24, 2000

Responsible Staff:

Last Change:

Superseded Document(s): 7700 Contents, Amendment 7700-92-3; 7700 Zero Code Contents, Amendment 7700-95-1; 7700 Zero Code, Amendment 7700-94-2; 7710, Amendment 7700-91-2; 7720 Contents, Amendment 7700-94-3; 7720, Amendment 7700-96-1; 7730 Contents, Amendment 7700-94-5; 7730, Amendment 7700-94-6; 7740, Amendment 7700-90-1

Posting Instructions: This is a technical amendment that converts the format and style of this FSM title from Applixware to the current corporate word processing application. Since this amendment replaces all text except Interim Directives (ID's), do not check for the last transmittal received for this title, instead place this transmittal sheet at the front of the title. DO NOT remove ID's when posting this amendment. ID's are not being reformatted at this time.

Digest: Following is an explanation of the changes throughout the directive by section.

Please read the new posting instructions carefully. These directions apply to this transmittal only.

7700: Entire amendment text is replaced. New text corresponds with text located on the Service-wide Directives Home Page in the Forest Service Web (<http://fsweb.wo.fs.fed.us/directives/index.html>) and the World Wide Web (<http://www.fs.fed.us/im/directives>).

Forest Service Manual 7700 – Travel Management

Chapter 7740 - Federal Lands Highway Programs

Amendment: 7700-2000-1

Effective date: August 24, 2000

Although some minor typographical and technical errors were corrected, substantive direction has not been changed.

Forest Service Manual 7700 – Travel Management
Chapter 7740 - Federal Lands Highway Programs
Amendment: 7700-2000-1
Effective date: August 24, 2000

Table of Contents

7740.1 - Authority.....	4
7740.11 - Laws	4
7740.12 - Regulations.....	4
7740.13 - Memorandum of Understanding	4
7740.2 - Objective.....	4
7740.3 - Policy	5
7740.4 - Responsibility	5
7740.41 - Chief	5
7740.42 - Director of Engineering, Washington Office	5
7740.43 - Regional Forester	5
7740.44 - Forest Supervisor	6
7740.5 - Definitions.....	6
7740.6 - National Information Requirements	7
7741 - Forest Highway Planning	7
7741.1 - Route Designation	7
7741.11 - Nomination.....	8
7742 - Programming	9
7742.1 - Annual 5-Year Construction Program Update	9
7742.2 - Administrative Costs.....	9
7743 - Development	9
7743.1 - Coordination	9
7743.2 - Project Engineering	9
7744 - Public Hearing.....	9

Forest Service Manual 7700 – Travel Management
Chapter 7740 - Federal Lands Highway Programs
Amendment: 7700-2000-1
Effective date: August 24, 2000

7740.1 - Authority

The Federal Highway Administration (FHWA) administers the forest highway program in cooperation with the Forest Service and State highway agencies. Under this program, Federal funds are made available for the construction and improvement of forest highways. Public lands highway funds are administered by the FHWA in cooperation with State highway agencies and in consultation with the Forest Service when National Forest lands are involved.

7740.11 - Laws

1. Federal Highway Act of 1921. Established the forest highway system, with financing from the general fund for Federal-aid highways important to the National Forest System.
2. Federal Highway Act of 1970. Changed the source of funds for forest highways to the highway trust fund.
3. See FSM 7701.1 for additional laws.

7740.12 - Regulations

Special Programs (Direct Federal) Subpart A Forest Highways (23 CFR Part 660), Public Lands Highways (23 CFR Part 667), and Environmental Impact and Related Procedures (23 CFR 771). Additional implementing instructions are contained in the Federal Highway Administration Action Plan, Nationwide Action Plan for Consideration of Social, Economic, and Environmental Effects (NAP).

7740.13 - Memorandum of Understanding

Memorandum of Understanding Between the Forest Service and the Federal Highway Administration (FSM 1535.13).

7740.2 - Objective

To assist the FHWA with the administration of the forest highway program to plan and develop access roads to:

1. Enhance the value of National Forest System resources.
2. Protect, develop, and use the National Forest System and its renewable resources.
3. Enhance economic development at the local, Regional, and national levels.
4. Serve local needs and communities dependent on the National Forest System activities.
5. Provide for economy of operation and maintenance and the safety of the users.

Forest Service Manual 7700 – Travel Management

Chapter 7740 - Federal Lands Highway Programs

Amendment: 7700-2000-1

Effective date: August 24, 2000

6. Provide safe and adequate rural highways connecting the National Forest System with major highway systems.

7740.3 - Policy

Participate in the administration of the forest highway program by implementing the instructions in the Federal Highway Administration Action Plan, and Federal Highway Policy Memorandums (FHPM).

1. FHPM 6-6-3-1, Utilities Relocation Adjustments and Reimbursements.
2. FHPM 6-9-2, Forest Highways.

Ensure, through the National Forest land management planning process, that consideration is given to how resource programs impact existing public transportation facilities, the need for new access, and the investments necessary to carry out the planned resource program.

7740.4 - Responsibility

7740.41 - Chief

The Chief shall:

1. Recommend laws and regulations relative to forest highways and public lands highways for promulgation by the Secretary of the Department of Transportation.
2. Provide resource data (FSM 7740.6) to Federal Highway Administration for use in determining the relative need for forest highway funding.
3. Annually request Forest Highway Program administration funding.

7740.42 - Director of Engineering, Washington Office

The Director of Engineering, Washington Office, shall:

1. Maintain coordination with the FHWA Direct Federal Division headquarters on forest highway and public lands highway matters.
2. Coordinate the distribution of forest highway program administration expense funds to the Regional Forester.

7740.43 - Regional Forester

The Regional Forester shall:

1. Develop and maintain effective working relationships with FHWA Direct Federal Division Offices and with State and local governments having an interest in forest highways.

Forest Service Manual 7700 – Travel Management

Chapter 7740 - Federal Lands Highway Programs

Amendment: 7700-2000-1

Effective date: August 24, 2000

2. Ensure that Forest plans address forest highways, (FSM 7710).
3. In cooperation with the Federal Highway Administration and State and local governments, annually review the status of forest highway designations for additions and deletions.
4. Recommend projects and priorities for the 5-year construction program.
5. Implement the memorandum of understanding with FHWA.
6. Enter into agreements with State(s) where needed for the cooperative planning and development of forest highways.
7. Maintain coordination with FHWA-Direct Federal Divisions and State and local governments for financing public roads from public lands highway funds.
8. Provide information to States and FHWA-Direct Federal on National Forest System transportation needs relative to public lands highway project proposals.

7740.44 - Forest Supervisor

The Forest Supervisor shall:

1. Monitor the status of the forest road network to evaluate needs for changes in forest highway designations. Make recommendations to the Regional Forester.
2. Provide a contact person to coordinate activities for each forest highway project.
3. Annually propose projects and priorities for a 5-year construction program.

7740.5 - Definitions

1. Direct Federal Divisions. The divisions of the Federal Highway Administration that are responsible for the administration of the forest highway program.
2. Federal Lands Highway Programs. A coordinated Federal Lands Highway Program consisting of forest highways, public lands highways, park roads, parkways, and Indian reservation roads.
3. Forest Highway 5-Year Construction Program. An annually prepared statewide listing in order of priority of improvement projects that involve partial or full funding through the forest highway allocation.
4. Forest Highway. A designated forest road under the jurisdiction of, and maintained by, a public authority that is subject to the Highway Safety Act.

Forest Service Manual 7700 – Travel Management

Chapter 7740 - Federal Lands Highway Programs

Amendment: 7700-2000-1

Effective date: August 24, 2000

5. Public Lands Highway. A highway through unappropriated or unreserved public lands, nontaxable Indian lands, or other Federal reservations, which are on the Federal-aid system.

6. Relative Transportation Needs. The quantity and quality of access needed to support the development and utilization of Forest Service resource programs and general public use. This identification of need occurs through the forest planning process.

7740.6 - National Information Requirements

The Chief shall provide the Federal Highway Administration with the following data every 5 years to coincide with the Resources Planning Act Program Update:

1. Timber volume sold (mmbf).
2. Recreation use (RVDs).
3. Wildlife/fish use (WFUDs).

The Regional Forester shall report data by State. Base data upon the first fiscal year of the updated Resources Planning Act (RPA) program for the selected alternative.

The above data are used in determining the allocation of Forest Highway Funds to each State. The formula for allocating funds also includes the estimated cost to improve designated facilities to a safe and adequate standard for the traffic volumes attributable to the use of the National Forest System. The Forest Service shall work jointly with FHWA in obtaining this or other additional information at the request of FHWA.

7741 - Forest Highway Planning

The planning process is a cooperative effort involving the State(s), Forest Service, and the Federal Highway Administration. Forest highway planning focuses on those highways linking forest development roads with the primary and secondary State highway transportation routes. The location and the need for improvements for these highways depend on the relative transportation needs of the various elements of the National Forest System (23 CFR 660.107). The determination of relative transportation needs involves the analysis of access alternatives associated with Forest Service resource programs and general public use. The basis for access needs is established in the Forest plan.

7741.1 - Route Designation

Forest highways are a special classification of forest roads. They are specifically designated State or local government roads that meet the criteria listed in 23 CFR 660.105. The designation of forest highways is not intended to form a "system" of roads. Instead, the purpose of the designation is to identify State and local government roads that qualify for construction and reconstruction funding under the forest highway program.

Forest Service Manual 7700 – Travel Management

Chapter 7740 - Federal Lands Highway Programs

Amendment: 7700-2000-1

Effective date: August 24, 2000

To qualify for designation as a forest highway, a forest road must:

1. Be a State or local government road that is open to the general public. However, it is not necessary to establish legal jurisdiction in the form of actual easements or recordable documents for a road to have designation as a forest highway. A forest development road may have the designation of a forest highway, provided that the Forest Service assures the Federal Highway Administration that a State or local government agency will assume jurisdiction and maintenance responsibility upon completion of improvements.

2. Connect an adequate and safe public road with the renewable resources of the National Forest System. The use of these resources must be essential to the local, regional, or national economy or must directly serve dependent local communities and markets.

3. Serve one or more of the following uses:

a. Local needs, such as schools, mail delivery, commercial supply, and private property within the National Forest System.

b. Traffic, of which a preponderance is generated on the National Forest System. Preponderance of traffic as a designation criterion is important when the other criteria do not apply. Preponderance is not rigidly defined as a percentage of total traffic. It is intended to address situations where National Forest System traffic constitutes a significant portion of the road use, such as in a major resort or ski area.

c. National Forest System traffic volumes and types that have a substantial impact on the road design and construction.

Propose forest highway designation where the use and development of National Forest System lands affect the public road system, thus necessitating Federal investments to ensure that these roads are safe and adequate.

Do not propose interstate, major intrastate, or regional highways for designation as a forest highway. Federal-aid primary routes do not qualify for designation as forest highways unless the route clearly provides a vital service to the use and development of the National Forest System. Designation of any route is only appropriate if it is possible to assign or distribute the investments in some measure to the National Forest System.

7741.11 - Nomination

The Forest Service or State provides nominations of routes for forest highways or recommends deletions. The Federal Highway Administration makes the actual designation after consultation with both the Forest Service and the State.

7742 - Programming

7742.1 - Annual 5-Year Construction Program Update

7742.2 - Administrative Costs

7743 - Development

7743.1 - Coordination

The Federal Highway Administration Nationwide Action Plan prescribes the planning and interagency coordination procedures necessary to ensure compliance with the National Environmental Policy Act.

The Forest Service shall participate with FHWA and State(s) in the analysis of the environmental effects of forest highway projects. When there is a project proposal, assign a Forest Service representative to the interagency Social, Economic, and Environmental Study (SEE) team. This team is responsible for planning and coordinating the investigation and analysis of social, environmental, and economic effects of the proposed project. The FHWA and State are responsible for preparing and filing environmental documents.

7743.2 - Project Engineering

Forest highway and public lands highway project engineering is usually the responsibility of the Federal Highway Administration or State agency involved. Coordinate planning, preconstruction engineering, and construction engineering in accordance with the procedures listed in the FHWA Nationwide Action Plan.

7744 - Public Hearing

Public hearings are required during various stages of project planning and development in accordance with FHWA Nationwide Action Plan. The responsibility for scheduling and conducting hearings rests with either the FHWA or the State highway agency, whichever has primary responsibility for the project.

When public hearings involve forest highways the Forest Service shall cooperate with the States and FHWA in such hearings. Regions are encouraged to develop informal arrangements with the States and FHWA to provide for prehearing conferences. These conferences can be useful in clarifying the limits of Forest Service participation at a hearing. Make position statements only at the request of the State or FHWA, or when previous discussions have resulted in disagreements that should be made public, and only when the State and Federal Highway Administration are aware that the Forest Service plans to make such statements. Normally, the Forest Service participates at the hearings to answer questions relating to effects on National Forest System lands and resources.